CITY OF OAKLAND **2019 APR 26 AM 8:39**

AGENDA REPORT

TO:	Sabrina B. Landreth City Administrator	**FROM:**	Tonya Gilmore Assistant to the City Administrator

SUBJECT: Joint Meeting Of The City Council And Safety And Services Oversight Commission   **DATE:** April 17, 2019

City Administrator Approval _____   Date: 4/25/19

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report From the Oakland Police Department, Human Services Department, Oakland Fire Department and Department of Violence Prevention On Efforts To Reduce Violence In Oakland Through The Measure Z – Public Safety and Services Violence Prevention Act of 2014 Presented To The City Council, Safety And Services Oversight Commission, Community Policing Advisory Board and Police Commission.

EXECUTIVE SUMMARY

This report provides a summary of how City Departments have utilized funding from the Public Safety and Services Violence Prevention Act of 2014 (Measure Z) to reduce violence and considers grounding this work within a racial equity framework to improve effectiveness. This report is presented at a joint meeting of the City Council and the Safety and Services Oversight Commission, along with members of Police Commission and Community Policing Advisory Board (CPAB) as required by the Measure Z .

Staff recommends that the City Council receive this informational report that discusses using a racial equity framework to guide violence prevention and reduction efforts under Measure Z and citywide. Violence has a vastly disproportionate impact on communities of color, specifically African Americans and Latinos, in Oakland and elsewhere. No one effort alone can achieve safety and healing. Inequitable systems that drive disparities in criminalization, wealth, health, education, and housing are all forms of structural violence – and they perpetuate the cycle of individual violence. The City of Oakland has embraced an explicit equity approach that highlights the need to change its own systems and institutions that contribute to inequitable outcomes related to violence.

This joint meeting presents an opportunity for community members and City leaders to articulate a commitment to reducing disparities to those who experience violence without increasing racial disparities in incarceration and by taking a public health approach that explicitly seeks to address root causes of violence.

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City Council
April 30, 2019

BACKGROUND/LEGISLATIVE HISTORY

On November 4, 2014, the voters of the City of Oakland approved the Public Safety and Services Violence Prevention Act of 2014 (Measure Z) with 77.05 percent of the vote, which surpassed the 66.7 percent approval requirement. Measure Z replaced the Public Safety and Services Violence Prevention Act of 2004 (Measure Y) and maintained the existing parcel tax ranging between $51 and $100 and the 8.5 percent parking tax surcharge for a period of 10 years through December 31, 2024, to improve police services, fire emergency response services as well as violence intervention and prevention strategies for at risk youth and young adults.

Measure Z Objectives and Desired Outcomes

Explicitly stated in Measure Z, the objectives are to:

1. Reduce homicides, robberies, burglaries, and gun-related violence;
2. Improve police and fire emergency 911 response times and other police services, and;
3. Invest in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism.

In support of objective #1 - Reduce homicides, robberies, burglaries, and gun-related violence:

Oakland Police Department (OPD) practices "Geographic Policing" or "Community Policing" by hiring, deploying and maintaining sworn police personnel who are assigned to specific geographic areas or neighborhoods.

In support of objective #2 - Improve police and fire emergency 911 response times and other police services:

OPD is committed to maintain a minimum number of sworn personnel and the Oakland Fire Department (OFD) is required to maintain adequate personnel resources to respond to fire and medical emergencies.

In support of objective #3 - Invest in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism:

Oakland Unite, a division of the Human Services Department (HSD), brings together and funds community-driven support for people at the center of violence using proceeds from the Safety and Services Act as well as leveraged funds. As intended by Measure Z, Oakland Unite works to interrupt the cycle of violence and recidivism by helping people seek safety, healing and growth through transformative relationships and opportunities. Half of Oakland Unite's funding is dedicated to strategies intended to interrupt and prevent gun violence.

Oakland Unite programs provide outreach, case management, and education and employment supports for youth and young adults at the center of gun violence, and crisis response for family violence victims, commercially sexually exploited children, and victims of shootings and

homicides. By working to fulfill the third objective of Measure Z, Oakland Unite contributes to broader citywide reductions in gun violence and other serious violence.

Figure 1 below provides a visual overview of the voter-approved legislation, including the objectives, legislation elements, funding allocations, evaluation and audits requirements and community oversight.

Figure 1. Overview of Measure Z – Public Safety and Services Violence Prevention Act

Objectives
- Reduce homicides, robberies, burglaries, and gun-related violence
- Improve police and fire emergency 911 response
- Invest in violence intervention/prevention to interrupt cycle of violence

Legislation Elements
- Minimum 678 Officers
- Expires 2024 after 10 years
- Requires 3rd party evaluation and audit

Funding
- 3% of total revenue for eval, audit, & oversight
- $2M to Fire
- 60% to Police
- 40% to Oakland Unite (Human Services)

Evaluation and Audits
- Data - SARAnet
- Data - Cityspan
- OU/DHS Eval - Mathematica
- OPD Eval - RDA
- Audit - Controller's Office

Community Oversight
- Nine (9) member Commission
- Monitor annual performance audits
- Monitor annual financial audits
- Provide input on strategies

Accountability and Evaluation

Measure Z created the Public Safety and Services Violence Prevention Oversight Commission (SSOC), comprised of nine (9) community members, to monitor the financial and program implementation of Measure Z, specifies commission duties, the membership composition and required background experiences for SSOC members, as well as the requirement to have a joint meeting of the SSOC and the City Council. Section 4(A)5 of Measure Z states the following:

Joint Meetings of the Commission and City Council: The City Council, the Commission and other public safety-related boards and commissions shall conduct an annual joint special public informational meeting devoted to the subject of public safety. At each such meeting, the public, Commission and City Council will hear reports from representatives of all departments and the Chief of Police concerning progress of all of the City's efforts to reduce violent crime.

Annual independent program evaluations are also a requirement. Specifically, these evaluations include analysis and evidence that policing, and violence prevention/intervention programs and strategies are progressing toward the desired outcomes, and to consider whether programs and strategies are achieving reductions in community violence and serving those at the highest risk.

In addition, a collaboration between Northeastern University, Northwestern University and Rutgers University was created to complete an evaluation of the Ceasefire program which is also supported by Measure Z-OPD funds, which was reported in August of 2018.

The evaluation found that during the five-year period between 2012 and 2017 Oakland saw a 42 percent reduction in homicides and a 49 percent reduction in shootings. A citywide process and impact evaluation of the Ceasefire strategy to determine if the reduction in homicides and shootings was attributed to the Ceasefire strategy.

In 2018, the results and key findings of the evaluation indicate that Ceasefire intervention was associated with an estimated 31.5 percent reduction in Oakland gun homicides and associated with a 20% reduction in shootings. Only two of 12 comparison cities experienced significant reductions during this time period **(Attachment A)**.

Resource Development Associates (RDA) was contracted for three years to provide a process and outcome evaluation of OPD's two Measure Z funded policing services - Community Resource Officers (CROs) and Crime Reduction Teams (CRTs). The evaluation seeks to evaluate the impact of two key outcomes:

- Community members' trust in OPD; and
- Crime and violence within Oakland.

For policing programs, RDA during the first year of the evaluation, reported on the progress of Measure Z funded policing services, highlighting: (1) OPD's commitment to the goals and objectives of Measure Z; (2) the activities conducted by Community Resource Officers (CROs) and Crime Reduction Teams (CRTs); and (3) progress in implementing geographic policing and engaging the community in local problem-solving projects. The 2017 report also identified

challenges the department faced, including staff retention, concerns about internal and external awareness of OPD's community policing efforts, and unclear departmental expectations around the role of CROs and CRTs.

The report concluded that OPD leadership and line staff demonstrate a strong commitment to the goals and objectives of Measure Z and to implementing best practices in geographic policing, community engagement, and problem solving. Measure Z funded officers collaborate regularly and effectively to support crime reduction and problem solving. Officers also convey a nuanced understanding of how procedural justice approaches support both community engagement and crime reduction, and officers indicate commitment to this work.

The work plan for the 2018 evaluation focused on 1) assessing the roles and expectations for CROs and CRTs; 2) examined how CROs and CRTs further the goals of Measure Z; and 3) identified challenges and barriers that may hinder the successful implementation of Measure Z. Along the same lines, CRT officers expressed a commitment to minimizing policing footprints in communities through targeted, data-driven efforts. Despite these strengths in leading community-oriented and intelligence-led operations, there are steps OPD could take to better ensure the successful implementation of Measure Z, with due consideration given to the challenges the department faces.

The SSOC and City Administrator's Office oversaw the process for selecting the Oakland Unite evaluator, Mathematica Policy Research. In October of 2016, Mathematica was contracted to provide annual strategy-level reports that assesses the effectiveness of a selection of Oakland Unite strategies, an annual agency-level snapshot that summarizes descriptive findings for each Oakland Unite agencies and a comprehensive evaluation which assesses the impact of select programs on individual criminal justice and education outcomes over a four-year period.

For Oakland Unite's violence intervention programs, the independent strategy evaluation in 2017 focused on the services provided through Oakland Unite between January 2016 and June 2017 and examined agencies funded under two sub-strategies focused on adults—Life Coaching and Employment and Education Support Services (EESS) which were both found to decrease arrest rates for violence offenses in the six months after enrollment, relative to a comparison group. Additionally, agencies reported that 40 percent of participants were placed in jobs after taking part in the program.

Oakland Police Department

The Safety and Services Act identifies Community-focused Policing Services Strategies and emphasizes "uses" or strategies towards achieving specific objective stated as:

1. Geographic Policing:
   a) CRTs and CROs
   b) Conduct intelligence ("Intel")-based violence suppression operations
   c) Domestic violence and child abuse intervention
   d) Sustaining and strengthening of the City's Operation Ceasefire strategy, including
   e) project management and crime analysis

2. Maintenance of Sworn Police Personnel positions.

OPD's official strategic goals are to: 1) Reduce Crime; 2) Strengthen Community Trust and Relationships; and 3) Achieve Organizational Excellence.

OPD is committed to reducing the risk of negative disparate impact on the community by enhancing precision-based policing practices, continuously evaluating resulting racial disparities and related OPD strategy, policy and individual performance. Beyond the scope of Measure Z, OPD has also partnered with Dr. Jennifer Eberhardt of Stanford University's SPARQ[1] Institute to analyze the data of police officer stops ("stop data"). OPD uses this analysis to inform policies and training with the goal of reducing its overall policing 'footprint' in areas that are already relatively more policed due to higher levels of crime. OPD recently published a Racial Impact Report[2] which provides more insight to the 2016-2018 stop data.

OPD benefits from working with RDA, for ongoing assessment of how CROs and CRTs are deployed to reduce crime and response times. Based on recommendations from the 2017 and the 2018 evaluations, OPD is revising the Community Policing Policy and increasing training and resources for CROs/CTRs. During the past year, the Department worked closely with the Community Policing Advisory Board (CPAB) to collaboratively edit the Community Policing Policy. Also, the CPAB was consulted on CRO trainings, and in March developed curriculum for and participated in the CRO training. Moving forward, the Department plans to conduct CRO trainings quarterly with input from the CPAB. With adequate staffing and training of the CRO/CRT positions the officers will be in a better position to build relationships with residents.

The 2018 Annual Evaluation completed in February 2019 by Resources Development Associates stated that "CROs/CRTs and OPD leadership are committed to a proactive policing approach aimed at preventing and responding to crime without compromising the trust and health of the public. In particular, CROs and CRTs embrace community policing methods that are well-aligned with the approaches and values outlined in Measure Z."

RDA also noted that "CROs conveyed the importance of community engagement and providing the best "customer service" they can. Along the same lines, CRT officers expressed a commitment to minimizing policing footprints in communities through targeted, data-driven efforts." RDA recommended that in addition to these strengths in leading community-oriented and intelligence-led operations, OPD could take additional steps to better ensure the successful implementation of Measure Z. RDA considered the challenges the department faces and provided four (4) recommendations that address concerns noted in the evaluation report as:

Recommendation 1.
Continue to broaden the community policing philosophy more widely within the department by initiating regular internal communications that highlight community policing successes from all sworn personnel.

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[1] SPARQ = Social Psychological Answers to Real-World Questions
[2] The OPD Racial Impact Report can be viewed and downloaded from OPD's Department website.

Recommendation 2.
Assign an analyst to review data including CRO/CRT scheduling and re-scheduling patterns, deployment and redeployment trends, and criminal activity trends to improve the predictability and notification windows for scheduling and more efficiently deploy resources.

Recommendation 3.
Because CRTs, CROs, and Ceasefire units all work toward the same goals, OPD should look for ways to improve operational coordination and communication.

Recommendation 4.
Establish performance measures and reporting structures that ensure alignment between CRO projects and Measure Z goals. The 2018 Evaluation Report is included as **(Attachment B).**

Measure Z also funds Ceasefire, which is a data-driven, partnership-based strategy to reduce gang/group related shootings and homicides. The goals are to develop better police-community relationships ,decrease recidivism rate of participants, and reduce gang/group related shootings and homicides. OPD strives to achieve these goals through collaboration with many partners: faith leaders, violence intervention and outreach organizations, service providers, victims of violence, residents of affected neighborhoods, criminal justice agencies, and the formerly incarcerated; all actively working to build alliances that will stop the violence. In August of 2018, the Ceasefire evaluation noted a 52.1% reduction in fatal and non-fatal shootings between 2011 and 2017.

Table 1 below articulates the Oakland Police Department's public safety strategies and goals using an equity framework, including a determination of reduced disparities.

Table 1. Oakland Police Department Crime Prevention and Data-Driven Strategies

Strategy Areas	Goals	Strategy + Service Delivered?	What was the Quality of the Service Delivered?	Is anyone better off? Disparities reduced?
Reduce Crime	Reduce homicides and non-fatal shootings	Intel-led Policing, successful investigation + Ceasefire	Homicide data and closure rates	Crime reduction benefits the entire community. Intel-based policing practices curtail the volume of policing which, when imprecise, has the potential to negatively impact uninvolved persons and communities. Intel-based policing and related stops and arrests may indicate racial disparities, even though fewer stops are made.
Reduce Crime	Reduce Robberies	Intel-led Policing + Geographic Policing	Robbery data	
Reduce Crime	Reduce Burglaries	Intel-led Policing + Geographic Policing + Community Policing	Burglary data	
Improve Response Times and Other Police Services	Foster a greater level of actual and perceived public safety among Oakland residents and visitors	Community Policing + Geographic Policing + Focus on Recruitment and Training	The 2018 RDA Measure Z evaluation report shows that since implementation, CROs have supported hundreds of community-oriented projects designed to resolve neighborhood	OPD is dedicated to neighborhood problem solving – using geographic beat based CROs, applied to root causes of calls for

Strategy Areas	Goals	Strategy + Service Delivered?	What was the Quality of the Service Delivered?	Is anyone better off? Disparities reduced?
			problems. OPD's Recruitment and Training Units endeavor to ensure OPD has adequate personnel to staff each CRO and CRT position.	service and related issues can alleviate 911 call volume. OPD will review the connections between response times, use of CROs and actual and perceived public safety levels.
Improve Response Times and Other Police Services	Increase Community Engagement and Trust	CROs focusing on community projects and using the SARAnet database to focus on these projects + Training all personnel on Procedural Justice policing tenets and focusing on Intel-based policing to lower the policing footprint Patrol Squad Projects	The 2018 RDA report shows that OPD has worked to improve internal collaboration and communication among CRO units, but there are opportunities to better coordinate operations, particularly between CRO/CRTs and Ceasefire. The intent of squad-based projects is to expand community policing and collaboration beyond the role of the CRO, provide opportunities to our community to see and work with all officers on a more personal level and outside of the normal calls for service environment.	Crime and communities are positively impacted - especially within neighborhoods experiencing high crime. Through these projects, officers also experience interacting with community members who are working hard to see their neighborhood thrive, and police can be seen as partners in this goal.

Oakland Unite

Guided by an explicit equity framework, Oakland Unite prioritizes individuals and communities most impacted by violence and trauma. Programs serve primarily African American and Latino people between 16-35 years old who have been victims of serious violence, have been involved in the justice system for violent offenses, are involved in group/gang violence, have been impacted by family violence, and/or have been commercially sexually exploited. Oakland Unite's strategic interventions are framed within a trauma-informed approach that focuses on healing and deep, long-term relationships with trusted service providers and advocates.

As stated above, the independent evaluation of Oakland Unite violence intervention services includes: annual descriptive reports on program activities; annual evaluations of the impact of selected strategies on participant outcomes; and a four-year comprehensive evaluation of the impact of participation in life coaching programs. The 2018 Oakland Unite Agency Report developed by Mathematica **(Attachment C)** provides an overview of services provided through the network since 2016 when new strategies were launched.

Initial evaluation findings on Oakland Unite strategies include:

- **People are better off.** Adults who received life coaching or employment and education support services had fewer short-term arrests for a violent offense, relative to a comparison group of similar individuals.

- **Participants are at high-risk of violence.** Participants have experienced violence, contact with local law enforcement, and are often disconnected from education. Most people are between 14-35 years-old, live in West, Central, and Deep-East Oakland, and the majority identify as African American (61%) and Latino/a (20%). Programs focused on gun and gang violence serve mostly men and boys, while programs focused on sex trafficking and family violence primarily serve women and girls.

- **Agencies have shared values and shared practices.** Oakland Unite grantees value hiring peer providers with similar lived experience and agree that training, support, and coordination around use of best practices is necessary for program success.

Moreover, recent gun violence reductions in Oakland have been linked in part to the Ceasefire strategy, which emphasizes a shared focus on young men at the center of gun violence. Oakland Unite's role in the strategy is to advocate for and serve these young men through coaching and resources that help them stay alive and free. Results from current and future evaluations inform program implementation.

Every two to three years, Oakland Unite prepares a spending plan to outline the strategies and services recommended for the next funding cycle. The 2019-2021 Spending Plan, approved by the Safety and Services Oversight Commission and the City Council in December 2018, focuses and identifies the four strategy areas, with associated goals and outcomes, outlined below. Additional detail on the rationale and theory of change behind each strategy area is outlined in the Spending Plan **(Attachment D)**. Oakland Unite's work must continue in partnership with people and communities at the center of violence to achieve these goals and share results as part of the City's efforts to reduce disparities and decrease violence in all its forms.

Table 2 below articulates the Oakland Unite's violence prevention strategies and goals using an equity framework, including a determination of reduced disparities.

Table 2. Oakland Unite Violence Prevention Strategies

Strategy Areas	Goal	How much service delivered?	What was the quality of the service delivered?	Is anyone better off? Disparities reduced?
Gun Violence Response	Intervene in gun violence to save lives and support healing	1000 high risk individuals and their loved ones served, disaggregated by race	Outcome comparisons for those served: • Stay alive & free • Meet basic needs • Strengthen socio-emotional skills • Increase job skills • Improve education & career outcomes	Shootings, deaths, particularly associated with groups/gangs down - disparities decreased Impact on; unemployment, poverty, income disparities

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Youth Diversion and Reentry	Divert youth from involvement in violence and the justice system	280 high risk youth and their loved ones served, disaggregated by race	Outcome comparisons for those served: • Eliminate justice system contact • Avoid violence • Strengthen socio-emotional skills • Improve education & career outcomes	Impact on family violence and youth commercial sexual exploitation - disparities decreased Impact on neighborhood connectedness and feeling of safety and wellbeing- disparities decreased NOTE: Oakland Unite will contribute to these outcomes but can't achieve alone.
Gender-Based Violence Response	Help people experiencing family violence and commercial sexual exploitation find safety and access support	1000 survivors and their loved ones served, disaggregated by race	Outcome comparisons for those served: • Transition out of danger • Avoid re-injury and exploitation • Access supports for long-term safety and healing	
Community Healing	Lift up the wisdom of people closest to violence and deepen their skills to promote community healing	1800 of community members engaged and staff trained, disaggregated by race	Outcomes for neighborhoods: • More safe spaces • Deeper community involvement • Stronger norms around violence • Stronger violence reduction network	

Oakland Fire Department

The Oakland Fire Department (OFD) is also committed to reducing the risk of negative disparate impacts by maintaining sufficient personnel resources to respond to fire and medical emergencies which impacts victims of violence in a swift response to 911 calls.

Table 3 below articulates the Oakland Fire program area and goals using an equity framework, including a determination of reduced disparities.

Table 3. Oakland Fire Department Strategies

Program Area	Goal	How much service delivered?	What was the quality of the service delivered?	Is anyone better off? Disparities reduced?
OFD – Sufficient Personnel Resources	Hire sworn personnel to maintain daily minimum fire suppression staffing	Maintained minimum staffing of 137 sworn members on duty 365 days a year for a 24-hour period. This includes one Fire Investigator on duty daily to investigate cause and origin for fires in Oakland and reduce the amount of arson related fires.	Minimum staffing allows for the Oakland Fire Department (OFD) to fully staff 25 stations citywide, consisting of 37 response apparatus daily that are strategically located throughout the city.	Maintaining daily staffing with Measure Z funds has allowed OFD to maintain established response benchmark of arriving on scene to deliver medical care and fire suppression within the industry standard of 7 minutes of being notified of an emergency incident 85-90% of the time and is maintained throughout all communities

				utilizing dynamic cover- in strategies.
OFD – Fire 911 Times	Improve fire emergency 911 response times	OFD strives to meet and/or exceed industry, county and internal standards of having a First Responder on scene within 7 minutes as required by our emergency response standards. Between 2015-2018, OFD was on scene within 7 minutes for approximately 85% of 911 emergency calls. Measure Z funds have supported this with funding assistance that ensures all Fire Department apparatus is operational 365 days a year, reducing travel distances to calls for service.	Measure Z allows OFD to maintain service delivery models and allow for minimal response times for individuals that have been directly affected by a violent act. Rapid service delivery has a direct impact in survivability and medical stabilization of an individual who has been a victim of violence.	Communities receive service equitably due to the location of Fire Stations throughout the city. Staffing levels and equipment deployment is monitored 24/7 by the Fire Dispatch Center and Command Staff to ensure the department can respond to all emergency calls timely.
OFD – Reduce Homicides	Reduce homicides, robberies, burglaries, and gun-related violence through training in areas such as Mass Casualty Incidents and medical treatment protocols	OFD personnel receive quarterly training in Emergency Medical Services. This training includes best practices for treatment of traumatic injuries and skills to mitigate multi causality incidents, including incidents involving an active shooter. Measure Z funds have been used to support a portion of this training.	Over the past three years OFD has averaged 4,264 medical responses for violence related acts that have included assaults, stabbings, and gunshot victims. An OFD Paramedic responds to the scene to render advanced life support to all victims of violence and in the most extreme cases OFD paramedics accompany the patient to the hospital providing care enroute to facilitate the best outcome possible.	The medical training provided to OFD personnel, along with clinical and pharmaceutical advances has had direct positive outcomes for some of the most critically injured victims in Oakland. These services are provided to all communities in Oakland without limitations. When requested to for an incident, OFD renders aid quickly and efficiently so that all patients are stabilized and prepared for transport to a Trauma Center when required.

Department of Violence Prevention

In 2017, the City Council created the Department of Violence Prevention (DVP) with the desire to better align, amplify and elevate Oakland's violence prevention efforts. The City Administrator is charged with its implementation. The mission of the DVP is to work directly with victims of violent crime - and those who are most likely to be future victims or perpetrators of violent crime - to dramatically reduce violent crime and to serve communities impacted by violence to end the cycle of trauma. The DVP shall pursue a public health approach to violence prevention and will focus on the successful implementation of community-led violence prevention and intervention strategies to realize sustained safety and stability of the communities most-impacted by violence.

The newly established Department of Violence Prevention was created to emphasize and elevate community voice and needs in the City's violence prevention efforts with specific emphasis in domestic violence; commercial sexual exploitation of children; and gun related violence and homicides. The DVP is charged with transforming the City's violence prevention efforts into a citywide strategy for community-led, non-law enforcement approaches to reduce and sustain violent reduction. At the core of the DVP's mission is the recognition that intense violence, especially shootings, homicides, sexual violence and domestic violence, hurts poor and working-class communities of color disproportionately and impacts African Americans the most.

The work of the DVP has started with the engagement of the Urban Strategies Council to coordinate and facilitate a robust and inclusive citywide community stakeholder convening process, including a community-based Participatory Research component, that will culminate in a community leadership summit scheduled for Saturday, June 8, 2019. In parallel, the recruitment and hiring process for a permanent Chief of Violence Prevention is underway. The Hawkins Company, an executive search firm, has concluded a first review of applications and preliminary interviews with selected applicants, and formal panel interviews are anticipated to begin in early May.

The work of the DVP will also be applying a racial equity framework to guide violence prevention and reduction efforts under Measure Z and citywide.

ANALYSIS AND POLICY ALTERNATIVES

Since the establishment of the Department of Race and Equity, the City has started to pivot to an equity approach in the delivery of City services. Taking an equity approach to public safety and violence prevention gets grounded in adopting a racial equity outcome goal such as "Having all residents of Oakland living in safe, healthy, and thriving communities free from limitations related to race, gender, class or other identities."

Creating an equitable approach to violence prevention requires working with community members to identify root causes of differences in conditions that limit certain group's access to opportunity to achieve equitable outcomes.

While the independent program evaluations for Measure Z funded activities show trends in a

positive direction, and year-end violent crimes rates have been trending down over the past few years, the positive outcomes are not felt by everyone in Oakland. Violence has historically, and continues to have, a disproportionate impact on communities of color, specifically African Americans.

In the recent 2018 Oakland Equity Indicators Report (**Attachment E**), violence-related indicators illustrate the disparities impacting Oakland's Black residents specifically in adult and juvenile felony arrests, incarceration, police use of force, homicides, and domestic violence.

Indicator	Score	Description
Adult Felony Arrests	1	In Oakland, an African American person is 14.24 times and a Latino person is 3.46 times more likely to be arrested for a felony than an Asian person. Individuals arrested for felony charges are more likely to face longer sentences and be incarcerated in prison.
Juvenile Felony Arrests	1	In 2017, an African American juvenile was 112.63 times more likely to be arrested on felony charges than a White juvenile in Oakland, which is a truly staggering disparity and by far the most extreme of any indicator in the Equity Indicator report. This indicator is important because a juvenile with a felony can be sent to adult prison and young people sentenced to adult prison are more likely to be re-arrested and incarcerated as adults than the general population.
Jail Incarceration	1	African Americans are 19.53 times more likely than Asians/Other and 8.6 times more likely than Whites to be incarcerated in jails. Even short-term sentences can have negative impacts on individuals, including higher risk of future involvement with the justice system and loss of employment.
Prison Incarceration	1	African Americans are 24.82 times more likely to be incarcerated in prisons than Asians/Other and 20.16 times more likely than Whites. Individuals in prison experience the mental and physical toll of confinement and collateral consequences for formerly incarcerated after release such as poorer health outcomes, increased barrios to employment, and disenfranchisement.
Use of Force	1	African Americans were by far the most likely to experience use of force with a rate of 244.4 people per 100,000 in 2017, Whites were the least likely to experience use of force at rates of 10.3 respectively.
Homicides	1	An African American person is 37.62 times more likely to be a homicide victim than an Asian person and 16.19 times more likely than a White person. Homicides have a devastating effect that extends beyond just the victim to the victim's family, friends, and broader community.

Domestic Violence	3	An African American person is 6.56 times more likely than a White person to be a victim of domestic violence. Domestic violence has serious negative effects on the lives of the victims.

There are enormous economic and social costs related to criminal justice, social services and law enforcement for every incident of violence that is not prevented. Preventing violence has tremendous value, not just in saving money and lives, it can foster well-being, promote equity, and strengthen communities.

While violence-related indicators illustrate disparities that exist for communities of color, and specifically African Americans, there are other disparate conditions that give rise to violence. The Oakland Equity Indicators Report shows disparate outcomes exist in Oakland across all six themes measured in the report covering broad areas of people's lives including 1-Economy, 2-Education, 3-Public Health, 4-Housing, 5-Public Safety, and 6-Neighborhood and Civic Life.

With respect to economic opportunity, low equity indicator scores impacting African Americans include median household income, percent living below the poverty line, unemployment, and ownership equity.

Indicator	Score	Description
Median Household Income	34	The median income for White households was highest ($110,000) and the median income for African American households was lowest ($37,500). The median income for White households was 2.93 times the median income of African American households.
Poverty	33	African Americans were most likely to be living at or below the federal poverty level (26.1%), compared to 21.9% of Latinos and 8.4% of Whites. This means that more than one in four African Americans and more than one in five Latinos were living at or below the federal poverty level. African Americans were 3.09 times more likely than Whites to be living at or below the federal poverty level.
Unemployment	40	African Americans were the most likely to be unemployed (8.9%) and Whites the least likely (4.2%). The unemployment rate among Latinos (4.5%) was similar to that of Whites. African Americans were 2.12 times more likely than Whites to be unemployed.
Business Ownership	36	Business ownership is an important measure of economic development and individual financial empowerment, and it can help alleviate other economic disparities for racial and ethnic minorities, including disparities in income and employment. In Oakland, Whites are 2.7 times more likely to own their own business than African Americans.

The City's Economic Development Strategy has shifted to lead with equity. The recent Year 1 Progress Report on the Economic Development Strategy for 2018-2020 **(Attachment F)** has a

stated goal "to increase both the overall productivity and the wealth and economic security of Oakland's lowest income households as well as reducing racial disparities." The Strategy has definitive targets to attain the goal and has implemented programs that over time could address the disparities faced.

Historically, violence and trauma have been concentrated in our African American communities to a greater degree than other groups, as indicated by numerous studies including the recent Equity Indicators Report. More recently, our immigrant and undocumented communities have been under the additional strain and trauma of living under the threat of criminalization and deportation. Much of this can be attributed to structural and systemic barriers that have produced the underlying conditions of intergenerational poverty, underemployment, low educational attainment, and lack of opportunities. As such, there is an urgent need to prioritize investment and resources in communities hit hardest by violence, and to analyze the challenges and assess the efforts put in place through a racial equity lens.

Applying a racial equity framework that guides efforts funded under Measure Z will inform violence reduction priorities across all departments toward a more comprehensive citywide strategic approach to public safety and violence prevention.

Next Steps

The newly established Department of Violence Prevention is an opportunity to apply a more citywide, comprehensive strategy and approach to the City's work in public safety and violence prevention, which must be guided by an equity outcome goal such as "Having all residents of Oakland living in safe, healthy, and thriving communities free from limitations related to race, gender, class or other identities."

For each department, the equity outcome goal is translated to strategies and goals that measure how much service is delivered, the quality of the service delivered and whether identified disparities are reduced, as illustrated in Tables 1, 2 and 3 provided earlier in this report. This equity approach is critical if the City of Oakland is serious about eliminating violence in our community not through mass incarceration that would lead to increased disparities in outcome (for instance), but through addressing the root causes of violence.

Coupled with the recommendations from the RDA and Mathematica evaluations for the Measure Z work, the City can more effectively utilize Measure Z funds and cast an equitable approach to reducing violent crime. Specific next steps and outcomes include:

- OPD should maintain consistent community policing assignments to allow the community to develop relationships with CRO's.

- OPD should continue to build better relationships with the community utilizing policing policies that refrain from over policing Black and Latino communities.

- Oakland Unite should launch new strategies approved in the 2019-2021 Spending Plan that prioritize the needs of individuals and communities at the center of violence.

- Oakland Unite should continue to improve implementation of services by offering training and technical assistance to service providers, and by coordinating among providers and system partners to ensure programs are responsive to challenges and changing needs.

- OFD should continue to maintain or exceed industry standard response times so that victims of violence can have the best possible outcomes.

- The City should work to address inequity in access to opportunity in addition to violent crime, and coordinate work between all City departments including OPD.

- The City should commit to a racial equity framework to guide future violence reduction efforts funded under Measure Z. Citywide efforts going forward, across every City department should align towards the goal of eliminating racial disparities and advancing equity in life outcomes for all residents that will ultimately have the outcome of reduced violent crime for all.

FISCAL IMPACT

There is no fiscal impact associated with this informational report.

PUBLIC OUTREACH / INTEREST

This item did not require any additional public outreach other than the required posting on the City's website.

COORDINATION

Staff from the Oakland Police Department, Human Services Department, the Oakland Fire Department, the Department of Race and Equity and the Department of Violence Prevention in addition to the City Clerk's Office and the City Attorney's Office and the Budget Bureau were consulted in preparation of this report and resolution.

SUSTAINABLE OPPORTUNITIES

Economic: Successful implementation of an equity framework can promote financial stability for impacted communities.

Environmental: There are no environmental opportunities associated with this report.

Social Equity: Applying an equity framework will help ensure the City's ability to address violence prevention in a strategic manner. If achieved, the quality of life for all Oakland residents will be improved.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council approve:

A Report And Recommendation From the Oakland Police Department, Human Services Department, Oakland Fire Department and Department of Violence Prevention On Efforts To Reduce Violence In Oakland Through The Measure Z – Public Safety and Services Violence Prevention Act of 2014 Presented To The City Council, Safety And Services Oversight Commission, Community Policing Advisory Board and Police Commission; And

Approve A Resolution Adopting A Racial Equity Framework To Guide Public Safety and Violence Prevention Efforts Funded Under Measure Z and Citywide.

For questions regarding this report, please contact Tonya Gilmore, Assistant to the City Administrator, at 510-238-7587.

Respectfully submitted,

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Department of Violence Prevention

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Darlene Flynn
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Prepared by:
Tonya Gilmore
Assistant to the City Administrator
City Administrator's Office

Item: _____
City Council
April 30, 2019

Attachments (6):

A. Ceasefire Impact Evaluation: Key Findings 2018
B. Resource Development Associates 2018 Evaluation Report
C. Mathematica 2018 Agency Report
D. Oakland Unite 2019-2021 Spending Plan
E. 2018 Oakland Equity Indicators Report
F. Economic Development Strategy for 2018-2020 - Year 1 Progress Report

Oakland Ceasefire Impact Evaluation: Key Findings

August 10, 2018

Principal Investigators

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Introduction

The City of Oakland, California, has long suffered from very high levels of serious violence. According to the FBI's Uniform Crime Reports, Oakland's homicide rate (31.8 per 100,000) was almost 6.8 times higher than the national homicide rate (4.7 per 100,000) in 2012. That year, the City of Oakland engaged the California Partnership for Safe Communities (CPSC) to help design and implement a focused deterrence program to reduce serious gun violence. The CPSC collaborated with the Oakland Police Department (OPD) on ongoing problem analysis research to understand the underlying nature of gun violence in Oakland. The OPD led an interagency Ceasefire enforcement group comprised of federal, state, and county criminal justice agencies. The broader Oakland Ceasefire Partnership included the Mayor's Office, social service agencies led by the Human Services Department, and community leaders from local organizations such as Oakland Community Organizations (OCO).

The Oakland Ceasefire program closely followed the key elements of a focused deterrence Group Violence Reduction Strategy (GVRS). Briefly, GVRS programs seek to change offender behavior by understanding underlying crime-producing dynamics and conditions that sustain recurring crime problems, and implementing a blended strategy of law enforcement, community mobilization, and social service actions. The Oakland Ceasefire program was fully implemented in early 2013.

Figure 1 presents the yearly counts of gun homicide and non-fatal shooting victimizations between 2010 and 2017. Total Oakland shooting victimizations peaked at 710 in 2011 (93 gun homicide victims and 617 non-fatal victims) and decreased by 52.1 percent to a low of 340 in 2017 (63 gun homicide victims and 277 non-fatal victims). The impact evaluation was designed to determine whether the Ceasefire intervention was associated with this steep decline in serious gun violence and assess how Ceasefire partners and community leaders perceived the implementation of the strategy.

Figure 1.

Oakland Gun Homicides and Non-Fatal Shootings, 2010 - 2017
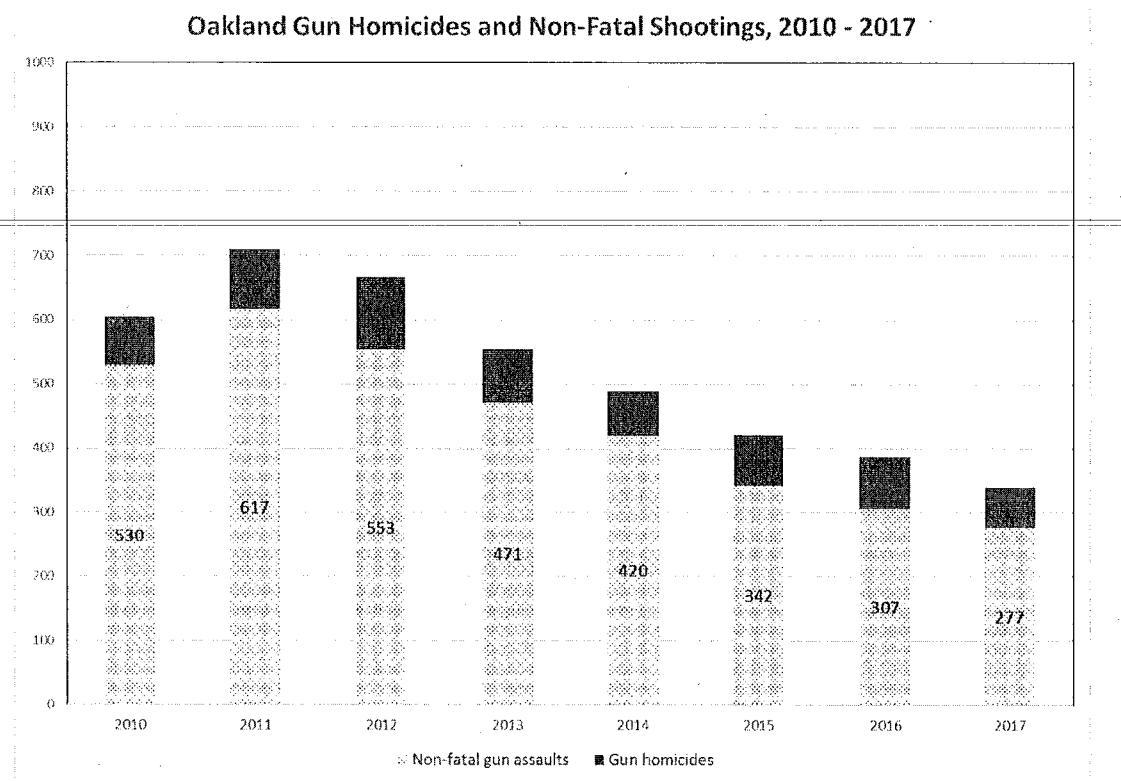
Place Impact Evaluation

Methods

The place impact evaluation comprised two quasi-experimental designs to determine whether the implementation of Oakland Ceasefire was associated with citywide reductions in gun homicide.

First, the cross-city quasi-experimental design compared gun homicide trends in Oakland to gun homicide trends in 12 comparison cities: Fresno, Sacramento, Stockton, Santa Ana, Anaheim, Long Beach, Riverside, Bakersfield, Alameda, San Francisco, Richmond, and East Palo Alto. For each of the 13 cities, interrupted time series analyses of monthly counts of gun homicide between 2010 and 2017 were used to estimate the existence of post-2013 gun violence reduction impacts. These models controlled for population trends, violent crime trends, linear and non-linear trends, and seasonal effects.

Second, the within-Oakland quasi-experimental design compared shooting trends in census block groups with gangs / groups that experienced the Ceasefire intervention relative to shooting trends in matched census block groups with gangs/ groups that did not experience the intervention. Some 93 of 311 census block groups (24.9%) had groups/gang turf that experienced Ceasefire treatment. Propensity score matching was used to develop matched treated and untreated block groups based on prior violence, the number of gangs / groups with turf in the block group, neighborhood disadvantage, resident race/ethnicity, and gentrification (this resulted in 47 treated

and 95 untreated matched block groups). Growth curve regression models with differences-in-differences estimators (DID) were used to analyze monthly counts of fatal and non-fatal shootings in matched treated and untreated block groups between 2010 and 2017. Gun violence displacement and diffusion of program benefit effects were analyzed in block groups adjacent to treated and untreated places.

Results

- The Ceasefire intervention was associated with an estimated 31.5% reduction in Oakland gun homicides controlling for other trends and seasonal variations ($p<.05$, see Figure 2). Only 2 of 12 comparison cities experienced significant reductions during this time period (Stockton, San Francisco). The cross-city quasi-experiment suggests that the Ceasefire intervention was associated with a noteworthy citywide reduction of gun homicide in Oakland that seemed distinct from gun homicide trends in other California cities.

- The DID estimator suggested that the Ceasefire intervention was associated with a 20.0% reduction in shootings in matched treated block groups relative to matched comparison block groups ($p<.05$). The analysis further suggested a non-significant reduction in shootings in areas surrounding treated block groups relative to areas surrounding untreated block groups. The within-Oakland quasi-experiment suggests that neighborhoods with gangs / groups that experienced the Ceasefire treatment experienced noteworthy reductions in gun violence that were not displaced to surrounding areas.

Figure 2. Monthly Counts of Fatal and Non-Fatal Shootings in Oakland, 2010-2017
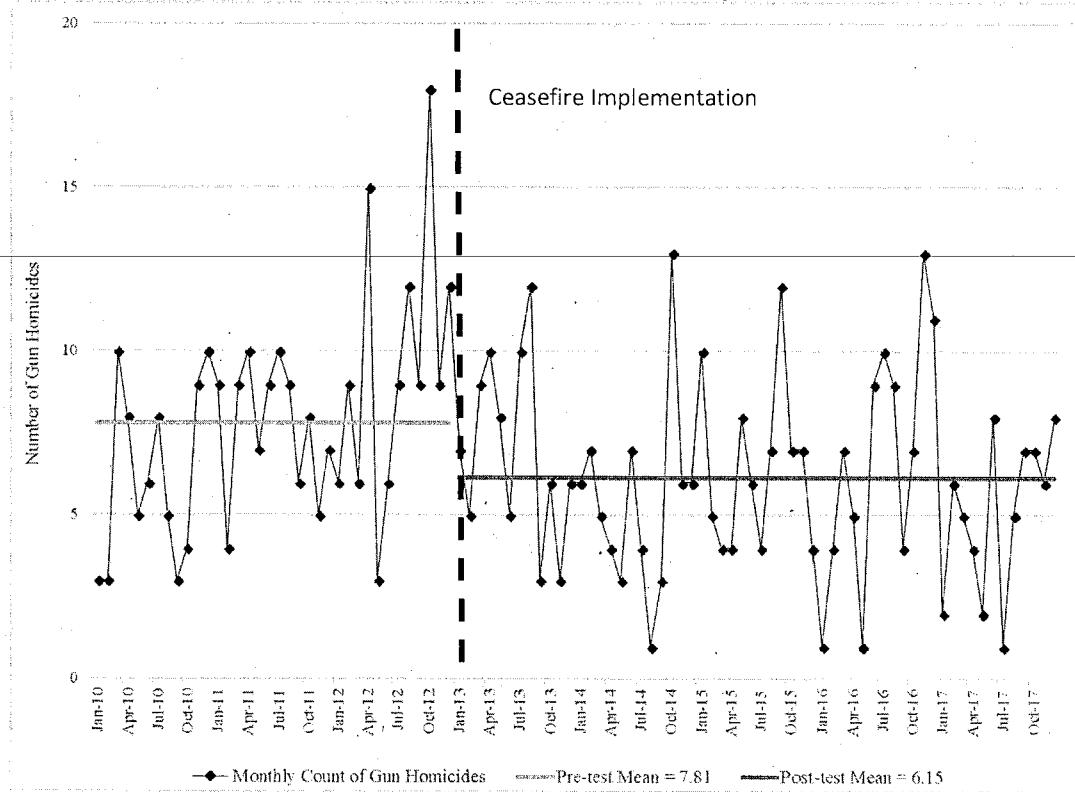
Gang / Group Impact Evaluation

Methods

A quasi-experimental design was used to determine whether shooting trends involving gangs and other criminally-active groups that experienced Ceasefire treatment were reduced relative to shooting trends involving gangs / groups that did not experience Ceasefire treatment. Problem analysis research revealed that there were 76 active gangs / groups in Oakland between 2010 and 2017. There were 15 gangs / groups directly treated by Ceasefire intervention after the 2013 launch of the program. Social network analysis revealed 13 gang / groups connected to treated gangs / groups through conflicts and alliances (i.e., vicarious treatment). The identification of these socially-connected gangs / groups provided an opportunity to determine whether the Ceasefire program generated "spillover" violence reduction impacts on these untreated gangs / groups.

Propensity score matching based on prior violence, gang / group size, conflicts / alliances, longevity, housing project location were used to identify similar gangs/groups (this process resulted in 13 directly treated, 9 vicariously treated, 36 untreated matched gangs / groups). Growth curve regression models with differences-in-differences estimators (DID) were used to analyze monthly counts of fatal and non-fatal shootings involving matched treated, vicariously treated, and untreated gangs / groups between 2010 and 2017. These models estimated both direct and vicarious ("spillover") effects of the Ceasefire treatment.

Figure 3.

Oakland Gang/Group-Member-Involved and Non-Gang/Group-Member-Involved Shootings, 2010-2017
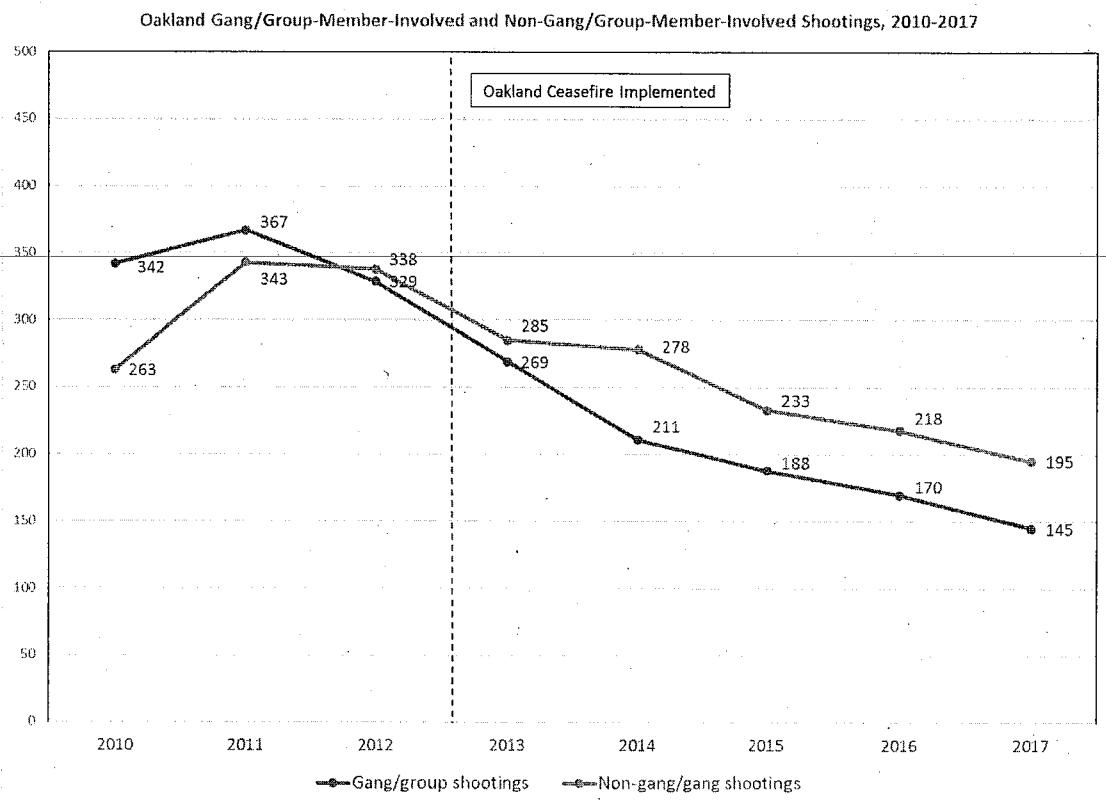
Results

- Figure 3 presents the yearly count of fatal and non-fatal shooting incidents that did and did not involve gang / group members between 2010 and 2017. Both gang/group-member-involved and non-gang/group-member-involved shooting incidents decreased markedly during the study time period. However, the decrease in gang/group-member-involved shootings was steeper than the decrease in non-gang/group-member-involved shootings after Ceasefire was implemented in 2013. The yearly mean number of gang/group-member-involved shootings decreased by 43.2 percent from 346.0 during the pre-intervention years (2010-2012) to 196.6 during the intervention years (2013-2017). By comparison, the yearly mean number of non-gang/group-member-involved shootings decreased by only 23.2 percent from 314.7 during the pre-intervention years (2010-2012) to 241.8 during the intervention years (2013-2017).

- The growth curve regression models and DID estimator suggest that the Ceasefire intervention was associated with an estimated 27.0% reduction in shootings by treated gangs/groups relative to untreated gangs/groups ($p<.05$). The models further revealed and estimated 26.0% reduction in shootings by vicariously-treated gangs/groups relative to untreated gangs/groups ($p<.05$). These results suggest that the Ceasefire intervention reduced shootings involving treated gangs/groups and their rivals and allies.

Individual Impact Evaluation

Methods

The individual impact evaluation is designed to assess the extent to which Oakland Ceasefire is associated with gunshot victimization of those *individuals* who were part of the initiative (i.e., individuals who were part of a group that was the focus of Ceasefire, who attended a call-in or custom notification, received law enforcement attention, or were referred to services by Ceasefire). The major challenge for this part of the research is how to parse about the impact of Ceasefire on any individual's behavior as distinct from the observed impact of the group. The individual impact evaluation builds on one of Ceasefire's foundational premises that gun violence concentrates within social networks and seeks to leverage these exact networks to create a quasi-experimental condition. Specifically, the individual impact evaluation leverages **co-arrest networks** of individuals arrested in Oakland.

Figure 4 depicts this co-arrest network in Oakland created by linking unique individuals through instance of co-arrest arrested from 2010 to 2017. Each of the nodes represents a unique person; each of the lines connecting the nodes represents a single instance of "co-arrest." There are more than 9,912 unique individuals in this network and the connections among them create several smaller distinct subnetworks across the city. The **red** nodes represent those individuals who were part of the Ceasefire program. As might be expected given the concentration of gun violence in such networks, one can see in the call-out in Figure one the way that the Ceasefire participants cluster in the network—i.e., multiple participants are in close proximity to each other.

This component of the evaluation will leverage the network (1) to create a quasi-experimental condition that allows us to assess changes in gunshot victimization of individual Ceasefire participants as well as and (2) to detected possible individual "spillover" effects from one participant to another, especially within network clusters and gangs/groups. The network in Figure 4 is large enough that we can use a variety of network analytics to "match" individuals who were part of Ceasefire with other individuals similar in risk factors that are in other parts of the network who did not receive treatment. The present evaluation will analyze the post-treatment patterns of gunshot victimization and violent recidivism of (1) those individuals who were part of Ceasefire relative to (2) those individuals who were also in high-shooting parts of the network.

Figure 4. Oakland Co-Arrest Network, 2010 to 2017
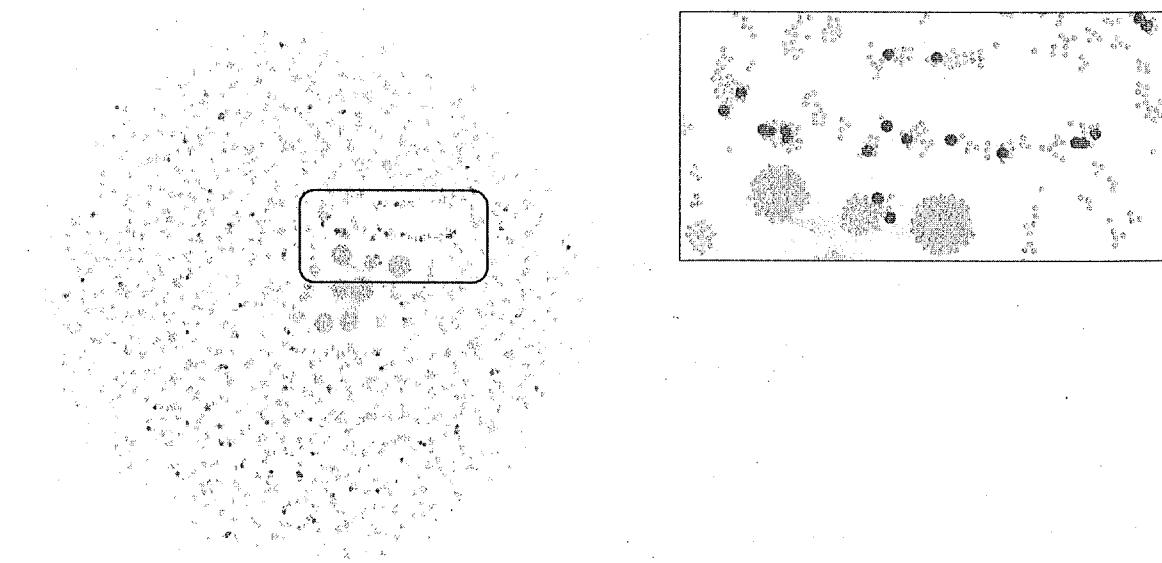
Anticipated Analyses and Results

Extended delays in data-sharing agreements and procedures have generated delays in the individual impact analyses. The PIs have been working work the City of Oakland to expedite these processes as much as resources will allow. The research team has already constructed the necessary network data (Figure 4) and begun the matching process which links the network data with participant data, victimization data, and service-provider data (from Measure Z). These matching and data-linkage processes are approximately 70% complete as of the time of this writing. It is difficult to say with any certainty the outcome of the proposed analyses without the complete data. Once data are complete, however, we anticipate being able to ascertain:

- The extent to which gunshot victimization and violent recidivism changed among Ceasefire individuals as compared to similar a control group within the network; and
- The extent to which any Ceasefire diffused to individuals who themselves not directly part of the intervention (e.g., network spillover).

Qualitative Assessment of Oakland Ceasefire

The objective of the qualitative assessment was to acquire a variety of local stakeholders' perceptions of and experiences with Oakland's Ceasefire strategy. To achieve this goal, in-depth interviews were conducted with individuals having considerable knowledge, varied perspectives, and keen insights regarding: (1) the effectiveness of current and prior Ceasefire initiatives, (2) the nature and extent of gun violence occurring across Oakland, and (3) whether Ceasefire has improved police-community relations and helped to build mutual trust.

Methods

The project benefitted from the use of in-depth interview techniques; which provided unique opportunities to examine not just the context and circumstances of events, but also their meanings for study participants. In particular, data collection purposively involved diverse groups of respondents in recognition of their informal/formal program roles and particular viewpoints concerning Ceasefire.

The project involved 21 qualitative, in-depth interviews with: Ceasefire call-in clients, City, clergy, and community leaders, police and probation officers, and social service providers. Interview subjects were recruited and scheduled with the assistance of Oakland-based study partners. Researchers were also permitted to use snowball sampling techniques to recruit additional participants by enlisting the help of those previously interviewed to introduce additional individuals suitable for inclusion in the study. Interviews were voluntary, conducted in private offices, and respondents were promised strict confidentiality. Furthermore, we were mindful not to record personally identifying information.

The interview guide was semi-structured, consisting of both closed- and open-ended questions that allowed for considerable probing on key topics (i.e., whether or not respondents viewed Ceasefire as both an effective and fair crime-reduction strategy, perceptions of increased/reduced gun violence, and the current state of police-community relations). Except on three occasions, interviews were digitally recorded (audio only, however) and later transcribed in their entirety for accuracy. The aforementioned transcriptions serve as the primary data for our preliminary analysis. Finally, we took considerable care to ensure that results typified the most common themes and subthemes respondents provided.

Results

The results herein are focused around Ceasefire's three key aims, representing respondents' statements and observations consistently found throughout the data. We also present study participants' views regarding what appears to be working along with their recommendations for moving forward.

Aim 1: Reduce shootings and homicides citywide

> There was strong consensus among study participants that Ceasefire greatly enhanced the City's capacity to systematically and thoughtfully reduce shootings

and homicides. Respondents living and providing social services in the most disadvantaged neighborhoods, however, were quick to point out that too much violence persists. Nonetheless, study participants uniformly agree that a few bad actors are disproportionately responsible for serious violence in Oakland.

- Many study participants reported that the City is experiencing a generational shift concerning the nature of interpersonal violence. In particular, respondents commented that non-fatal shootings and homicides are no longer about gaining control of drug territory. To the contrary, contemporary violence is primarily fueled by everyday disputes (e.g., card games, fights over romantic interests, disparaging social media posts)., making it appear more random and uncontrollable.

- Unlike in the past concerning gang beefs, those at highest risk of gun violence are seldom aware of impending danger (and or potential assailants' identities and/or motives).

➢ While the overwhelming majority of study participants were highly supportive of Ceasefire, they took care to express concern about its sustainability given deeply entrenched, underlying social conditions highly correlated with urban violence (i.e., extreme poverty, unemployment, poor educational outcomes).

➢ Untreated / undiagnosed psychological trauma resulting from living in high crime environments was a prominent theme among some respondents. This subset of study participants believed that this potentially debilitating byproduct of urban violence has not received adequate attention.

➢ Study participants questioned whether the current Ceasefire messaging resonates with younger (i.e., juveniles), at-risk individuals who have not yet come to the attention of criminal justice agents.

Aim 2: Decrease recidivism and improve outcomes for those at highest risk of violence

➢ There is considerable confusion (even among those highly supportive of the intervention) regarding the accuracy and integrity of the call-in lists. At the heart of the issue may be definitional differences among partners from different professional backgrounds. Nonetheless, there is considerable misunderstanding (among nearly all non-police stakeholders) regarding what actions warrant being "in the game" and ambiguity regarding what call-in clients must do to be removed from the list.

➢ There is also concern among respondents that call-ins are not always conducted in a respectful manner (e.g., they tend to feel coercive and exploitive), deepening clients' distrust of police and the overall criminal justice system.

Aim 3: Strengthen police-community relations and trust.

> While the majority of study participants reported that police-community relations had steadily improved since 2012, almost every respondent identified the nationally publicized sex scandal (of 2016 involving a minor) as a devastating setback that continues to undermine citizen trust.

> Respondents emphasized that positive police-community relations were not merely about officers no longer shooting unarmed blacks. Instead, they were insistent that OPD police leadership must also ensure that rank-and-file officers treat citizens with dignity and respect during routine encounters.

What is working / going well

> There is great support for dedicating law enforcement and social service resources to the small number of individuals at highest risk for violence (both as perpetrators and victims). Study participants prefer Ceasefire over indiscriminate and heavy-handed policing initiatives that have the potential to criminalize entire communities.

> Study participants enthusiastically applaud City leaders for their unwavering commitment to Ceasefire. Respondents openly acknowledge that the current political support is unprecedented, deserving a great deal of credit for the observed success.

> Ceasefire has deliberately enlisted and mobilized people of color to work toward improved police-community relation.

Recommendations

> Better involve clients' romantic partners and family members to reduce program stigma and increase community support.

> Be more inclusive and strategic regarding the public messaging (and face) of Ceasefire. Several study participants pointed out that compared to well-publicized OPD enforcement efforts (e.g., press conferences held following arrests and seizures), the general public knows very little about the equally important social service delivery component.
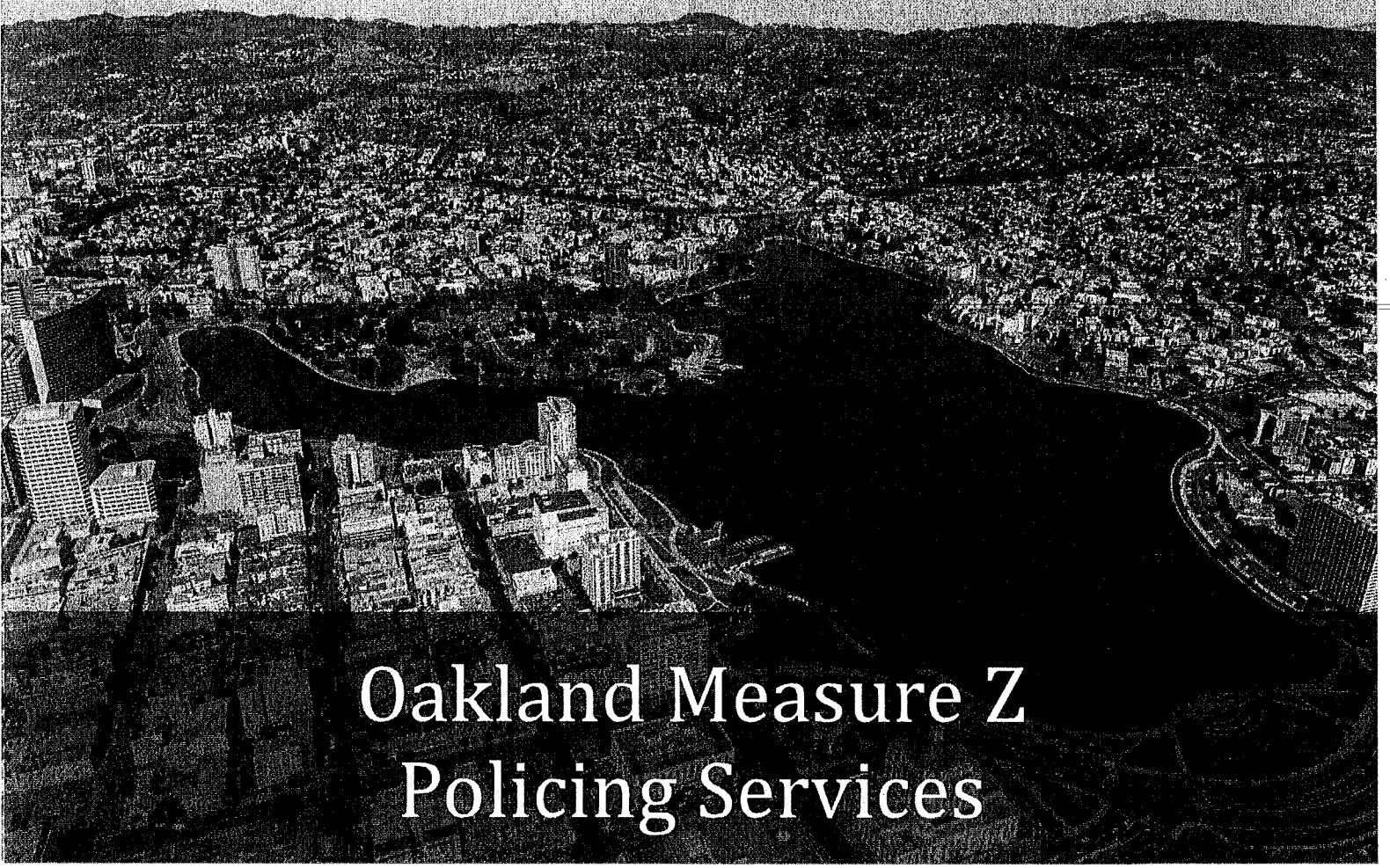
Oakland Measure Z Policing Services

2018 Annual Evaluation Report

February 2019

CITY OF
OAKLAND

Prepared by:

Resource Development Associates

RDA

Oakland Measure Z Policing Services

2018 Annual Evaluation Draft Report

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Acknowledgements

We wish to express our appreciation for the support and assistance of Oakland Police Department, specifically the units that welcomed the evaluation team during the observations, Timothy Birch and Tonya Gilmore. We especially wish to express our appreciation for the contributions of Joseph Broadus, whose insight and support was instrumental in the development of this report.

Executive Summary

Evaluation Overview

In 2014, City of Oakland voters overwhelmingly approved the Measure Z ballot initiative to continue many of the services funded under the City's Violence Prevention and Intervention Initiative, Measure Y. As part of the effort to support the implementation of Measure Z-funded policing services, the Oakland City Administrator's Office hired Resource Development Associates (RDA) to conduct an annual evaluation of these services, assessing both their implementation and their effectiveness in advancing the legislation's objectives and the larger violence prevention goals of the City and the Oakland Police Department (OPD).

This report presents findings from RDA's second year of evaluation activities. In the first year of the evaluation—2017—RDA reported on the progress of Measure Z-funded policing services, highlighting: (1) OPD's commitment to the goals and objectives of Measure Z; (2) the activities conducted by Community Resource Officers (CROs) and Crime Reduction Teams (CRTs); and (3) progress in implementing geographic policing and engaging the community in local problem-solving projects. The 2017 report also identified challenges the department faced, including staff retention, concerns about internal and external awareness of OPD's community policing efforts, and unclear departmental expectations around the role of CROs and CRTs. This report builds upon these previous findings and describes where there are remaining institutional or other challenges to implementing the legislation. It concludes by presenting recommendations for how the implementation process might be strengthened to better advance Measure Z objectives.

Methodology

In order to answer the evaluation questions, RDA utilized a mixed-methods approach of data collection and analysis in order to: 1) assess the roles and expectations for CROs and CRTs; 2) examine how CROs and CRTs further the goals of Measure Z; and 3) identify challenges and barriers that may hinder the successful implementation of Measure Z.

RDA gathered qualitative data through interviews with OPD leadership and through focus groups with Measure Z-funded officers and sergeants. RDA also conducted extensive field observations of CROs and CRTs, participating in 120 hours of ride-alongs with the officers over the evaluation period. RDA also reviewed Measure Z legislation, the OPD 2016 strategic plan and other documents related to Measure Z to understand the activities of CROs and CRTs and the goals of the legislation. The document reviewed served to identify where Measure Z strategies and goals align and differ with other OPD priorities and how discrepancies may impact the roles and responsibilities of the CRO and CRT officers.

Evaluation Findings

FINDING 1. Violent crime is trending down in Oakland.

FINDING 2. Across patrol areas, there is an inverse relationship between the violent crime rate and the number of CRO projects. Area 2 has the lowest crime rates and the highest number of CRO projects. Area 5 experiences the highest rate of violent crime and has lowest number of CRO projects.

FINDING 3. Over the last year, OPD worked to improve community relationships by increasing communication and fostering engagement with stakeholders.

FINDING 4. Community relationships are a priority for CROs and valued by OPD leadership, and there are opportunities for OPD to continue strengthening community ties throughout the whole organization.

FINDING 5. OPD continues to embrace an intelligence-led, geographic, and community-oriented approach to policing—from leadership to line staff.

FINDING 6. OPD has worked to improve internal collaboration and communication among units, but there are opportunities to better coordinate ground operations, particularly between CROs/CRTs and Ceasefire.

FINDING 7. CROs and CRTs perceive frequent and abrupt changes to shift schedules, and report that this negatively impacts morale and retention.

FINDING 8. Staffing and deployment data were unavailable for evaluation as originally planned.

FINDING 9. Since the implementation of Measure Z, CROs have supported hundreds of community-oriented CRO projects designed to resolve neighborhood problems.

FINDING 10. Existing data collection tools and data reporting practices do not capture the full extent of CRO work and their impact on communities.

FINDING 11. CRTs are successfully collaborating with CROs within the same patrol area and are also collaborating with CROs/CRTs in bordering patrol areas.

FINDING 12. OPD provides internal and external training opportunities to CRTs, but CRTs report challenges accessing them.

FINDING 13. CRTs are not systematically tracking their activities or efforts, which makes it difficult to measure and evaluate their performance.

Conclusion

Overall, it is clear CROs/CRTs and OPD leadership are committed to a proactive policing approach aimed at preventing and responding to crime without compromising the trust and health of the public. In particular, CROs and CRTs embrace community policing methods that are well-aligned with the approaches and values outlined in Measure Z. For example, throughout our data collection, CROs conveyed the importance of community engagement and providing the best "customer service" they can. Along the same lines, CRT officers expressed a commitment to minimizing policing footprints in communities through targeted, data-driven efforts. Despite these strengths in leading community-oriented and intelligence-led operations, there are steps OPD could take to better ensure the successful implementation of Measure Z. With due consideration given to the challenges the department faces, RDA provides the following recommendations:

Recommendations

RECOMMENDATION 1. Continue to broaden the community policing philosophy more widely within the department by initiating regular internal communications that highlight community policing successes from all sworn personnel.

RECOMMENDATION 2. Assign an analyst to review data including CRO/CRT scheduling and re-scheduling patterns, deployment and redeployment trends, and criminal activity trends to improve the predictability and notification windows for scheduling and more efficiently deploy resources.

RECOMMENDATION 3. Because CRTs, CROs, and Ceasefire units all work toward the same goals, OPD should look for ways to improve operational coordination and communication.

RECOMMENDATION 4. Establish performance measures and reporting structures that ensure alignment between CRO projects and Measure Z goals.

Introduction

The City of Oakland contracted with Resources Development Associates (RDA) to provide a multi-year process and outcome evaluation of the Public Safety and Services Violence Prevention Act of 2014 (Measure Z) funded policing services, specifically, Oakland Police Department's (OPD) CROs and CRTs. This report provides an assessment of OPD's implementation of Measure Z, describes where there are institutional or other challenges to implementing the legislation, and lays out some ideas for how the implementation process might be strengthened to better advance Measure Z objectives.

In the following section, we provide a summary of the Measure Z legislation with a focus on policing services, before moving into an overview of our research methods. We then move into a discussion of the larger context in which Measure Z-funded policing services are implemented, including the policing frameworks that exist within the Oakland Police Department. Lastly, we discuss our evaluation findings and recommendations. The following figure provides an overview of the report and what is discussed in each section.

Figure 1. Overview of Report

|	
Measure Z Legislation	Summary of the legislation, its history, and how it relates to policing services in Oakland.
Evaluation & Methodology	Overview of RDA's multi-year evaluation and description of this year's evaluation approaches, including questions and methods. This section includes a description of data collection activities and evaluation limitations.
Oakland Police Department & Measure Z Services	Description of the local context in which Measure Z exists, with a specific focus on how OPD's organizational structure and policing approaches relate to Measure Z policing services. This section also provides an in-depth description of two core positions funded through Measure Z – CROs and CRTs.
Patrol Area Analysis	Analysis of CRO projects from SARAnet database and crime trends, citywide and by patrol area.
Key Findings & Recommendations	Discussion of key findings and recommendations based on this year's data collection and analysis.

Measure Z Legislation

Beginning in 2004, the Violence Prevention and Public Safety Act of 2004 (Measure Y) provided $13 million in annual funding to support community policing and other violence prevention services in Oakland. This legislation was a community response to increasing violent crime in Oakland and staffing shortages in OPD. In 2014, the Measure Z ballot initiative succeeded Measure Y. Measure Z, like Measure Y, aims to reduce violent crime and improve first responders' response time. This new legislation provides funding to OPD for geographic and community policing services.

Goals and Strategies of Measure Z

The Measure Z legislation describes three goals aimed at reducing violent crime in Oakland and outlines four strategies to address these goals. As shown in Figure 2 below, the legislation's goals are to: 1) reduce violent crime, including homicides, robberies, burglaries, and gun-related violence; 2) improve emergency response times for police, fire, and other emergency services; and, 3) interrupt the cycle of violence and recidivism by investing in violence prevention and intervention strategies that support at-risk youth and young adults.

Figure 2: Measure Z Legislative Goals and Strategies

GOALS

1) Reduce homicides, robberies, burglaries, and gun-related violence.

2) Improve police and fire emergency 911 response times and other police services.

3) Interrupt the cycle of violence and recidivism by investing in violence intervention and prevention strategies that promote support for at-risk youth and young adults.

STRATEGIES

Using *intelligence-based policing* through Crime Reduction Teams (CRTs)

CRTs are sworn officers who are strategically and geographically deployed. They investigate and respond to the commission of violent crimes in violence hotspots using intelligence-based policing.

Engaging Community Resource Officers (CROs) in *problem-solving projects*

CROs are sworn officers who engage in problem solving projects, attend Neighborhood Council meetings, serve as liaisons with city service teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with other sworn personnel.

Preventing *domestic violence and child abuse*

Investigators in the Special Victims Section, within the Criminal Investigation Division, are tasked with addressing domestic violence and child abuse crimes.

Sustaining and strengthening Ceasefire

Ceasefire are sworn officers who are strategically deployed to reduce shootings and homicides related to gangs/groups. Officers communicate directly with individuals through large group meetings ("call-Ins") or through one-on-ones "custom notifications". Officers collaborate with community and law enforcement agencies.

City Administrator's Office
Oakland Measure Z Policing Services 2018 Annual Evaluation

Key Terms

Throughout this report, there are frequent references to the terms and acronyms in the table below.

Table 1. Definitions

|	
Ceasefire	Oakland's Operation Ceasefire strategy is a violence reduction strategy coordinating law enforcement, social services, and the community. The major goal is to reduce gang/ group-related homicides and shootings. Ceasefire seeks to combine the community, social services, and strategic law enforcement to reduce gun violence.
CRO Projects	CRO Projects, based on the SARA (Scanning, Analysis, Response, and Assessment) model, are proactive problem-solving efforts to prevent crime before it occurs by identifying and addressing specific issues associated with criminal activity. This is a core principle of the community-policing model and an evidence-based practice implemented by OPD. CROs record information and details about their project activities in a database called SARAnet.
Flex Pay	Flex pay provides additional compensation for officers who are required to adjust their schedules on a semi-routine basis to address the evolving nature of operations.
Flex Schedule	Measure Z provides OPD the flexibility to deploy CROs and CRTs as needed which sometimes requires a temporary change of schedule.
Measure Z	The Public Safety and Services Violence Prevention Act of 2014.
Measure Z-funded Officers	Measure Z-funded officers refers to Community Resource Officers (CROs) and Crime Reduction Team (CRT) officers.
Neighborhood Councils	Neighborhood Councils are a citywide and neighborhood-specific community policing effort that allows assigned CROs to meet regularly with local community members to hear residents' concerns and solve problems that can lead to crime.
Part 1 Offenses[1]	Murder, assault with a firearm, rape, robbery, and burglary.
Part 2 Offenses	Simple assault, curfew offenses and loitering, embezzlement, forgery and counterfeiting, disorderly conduct, driving under the influence, drug offenses, fraud, gambling, liquor offenses, offenses against the family, prostitution, runaways, sex offenses, stolen property, vandalism, vagrancy, public drunkenness, and weapons offenses.
Patrol Area	Oakland Police Department has subdivided the city into 5 "areas" called patrol areas. Patrol areas are different from the City Council Districts.
Patrol Beat	Each patrol area is broken down into smaller areas called patrol beats. There are 35 patrol beats in Oakland, and each beat requires a CRO assignment.
SARAnet Database	The SARAnet Database is a web-based data collection and reporting tool used to capture CRO projects and activities in support of OPD's community policing efforts.
Violent Crime	A subset of Part 1 offenses, including murder, aggravated assault, rape, and robbery.

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[1] Part 1, Part 2 and violent crime definitions are used by OPD, the Department of Justice, the Federal Bureau of Investigation, and most police departments throughout the nation.

Evaluation & Methodology

This report presents findings from RDA's second year of evaluation activities. In the first year of evaluation—in 2017—RDA reported on the progress of Measure Z-funded policing services, highlighting 1) OPD's commitment to the goals and objectives of Measure Z; 2) the activities conducted by CROs and CRTs; and 3) progress in implementing geographic policing and engaging the community in local problem-solving projects. The 2017 report also identified challenges the department faced, including staff retention, concerns about internal and external awareness of OPD's community policing efforts, and unclear departmental expectations around the role of CROs and CRTs. To build upon these findings, RDA designed evaluation questions for the second year to gain a more nuanced understanding of the Year 1 findings and to assess OPD's continued progress in advancing the goals of Measure Z. The current year's evaluation questions are shown in Figure 3 below.

Figure 3. RDA's Year Two Evaluation Questions

Question 1	Question 2	Question 3
What are the roles and expectations for CROs and CRTs?	How are CROs and CRTs furthering the goals of Measure Z?	What barriers or conflicts exist to implementing the Measure Z goals?
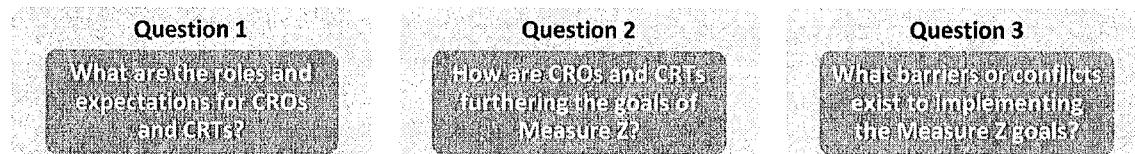
Methods and Limitations

To answer the evaluation questions, RDA utilized a mixed-methods approach of data collection and analysis that captures a wide range of perspectives and indicators. Our research methods aimed to 1) assess the roles and expectations for CROs and CRTs; 2) examine how CROs and CRTs further the goals of Measure Z; and 3) identify challenges and barriers to implement the goals of Measure Z.

Limitations

As with any evaluation process, limitations to data collection and analysis exist. There are three key limitations that readers of this report should consider. First, it is essential to recognize that this report is a snapshot of Measure Z services taken during a specific time period, from June through October 2018. OPD has been working towards addressing key department-wide challenges and barriers that impact Measure Z services. However, during the period of data collection and writing of this report, some changes either had not yet been implemented or were in such early stages of implementation that their impact was not yet discernable by respondents or the research team. Second, field observations were conducted in only two of the five patrol areas, meaning our findings may not capture all the variation that exists across geographic areas in the City. Finally, there were challenges with the quantitative data requested. These ranged from limited data reliability to lack of access to data.

Qualitative Data

RDA gathered qualitative data through interviews with OPD leadership and through focus groups with Measure Z-funded officers and sergeants. RDA also conducted extensive field observations in which the team observed the activities of CROs and CRTs during ride-alongs for 120 hours. During these ride-alongs, RDA used structured data collection protocols, accompanying officers during their shifts to observe their daily activities, their interactions with residents, and the kinds of challenges CROs and CRTs encountered. RDA also leveraged responses from OPD's internal survey of CROs to strengthen thematic findings.

Table 2. Qualitative Data Collection Activities

Activity	Source	Areas of Inquiry	Quantity
Interviews	OPD Leadership	• What changes were implemented this year? • What are leadership's expectations of CRO and CRT roles and responsibilities? • What is the alignment between CRO and CRT responsibilities, Measure Z objectives, OPD objectives, and day-to-day assignments?	5 interviews
	Program Manager	• What is Measure Z funding for OPD (e.g., full time employees, training, and equipment)?	1 interview
Focus Groups	CRT & CRO Sergeants	• What coordination, support, and training are being provided to CROs and CRTs to reduce violence and increase community policing?	1 focus group with 4 sergeants
	CROs and CRTs	• What responsibilities, challenges or barriers, strengths and opportunities, and levels of job satisfaction do CROs and CRTs have? • What changes have they experienced this year?	1 focus group with 8 CROs, and 1 focus group with 8 CRTs
Extensive CRO & CRT Observation	CRO and CRTs	• What activities do CROs and CRTs engage in? • How do they interact with citizens? • What operational changes or challenges occur over the course of a shift?	CRT: 40 hrs (5 shifts) CRO: 80 hrs (10 shifts)
Survey	CROs	• What barriers or challenges do CROs encounter? • How satisfied are they with their role and assignment?	56 respondents

Quantitative Data

RDA analyzed quantitative data including City of Oakland population data, crime data, SARAnet Database and OPD administrative data to evaluate staff and community demographics, crime rates and SARAnet project trends by geographic area.

Table 3. Quantitative Data Collection Activities

Source	Areas of Inquiry
OPD administrative data (CRT/CRO staffing & personnel)	• What are CRO and CRT demographics by area?
OPD crime data (Part 1 & Part 2)	• What are the key crime trends in Oakland?
OPD SARAnet Database	• How are CROs capturing data during their project activities? • What activities and projects are CROs engaged in?

Documentary Data

RDA reviewed and analyzed Measure Z legislation, the OPD 2016 strategic plan, and other documents related to Measure Z to understand the activities of CROs and CRTs and the goals of the legislation. The document reviewed served to identify where Measure Z strategies and goals align and differ with other OPD priorities and how discrepancies might impact the roles and responsibilities of the CROs and CRTs.

Table 4. Documentary Data

Name	Areas of Inquiry
Measure Z Legislation	• What are the objectives and requirements for use of funds as laid out in Measure Z?
OPD Strategic Plan 2016	• What are the organizational goals and strategies OPD aims to achieve?
OPD Draft CRO/ CRT Policy Procedures Manual	• What are the roles, responsibilities, and expectations of CROs and CRTs?
OPD Annual Report 2016	• What are the accomplishments and challenges of OPD?

Oakland Police Department & Measure Z Services

The following section is intended to provide a closer look into the Department's structure, as well as some of its leading priorities and other factors that may influence departmental performance and outcomes. It is important to note that the Department has been undergoing significant change over the past five years and is continuously working toward addressing factors and barriers that impact organizational excellence.

Organizational Structure

The Department has 1,185[2] budgeted positions operating out of several sites across the City of Oakland. OPD divides operations into 5 geographical divisions called patrol areas and, as of August 2018, the department employed 738 sworn personnel and 391 civilian employees.[3] Figure 4 shows the OPD organizational structure and the way it divides operations among the Office of Chief of Police, Bureau of Field Operations 1, Bureau of Field Operations 2, Bureau of Investigations, and Bureau of Services.

The Measure Z-funded CRT and CRO units are parallel to regular patrol units and are embedded within each patrol area, whereas Ceasefire, also funded in part through Measure Z, is situated under the supervision of the Assistant Chief of Police as show in Figure 4.

Figure 4. OPD Organizational Chart, 2018

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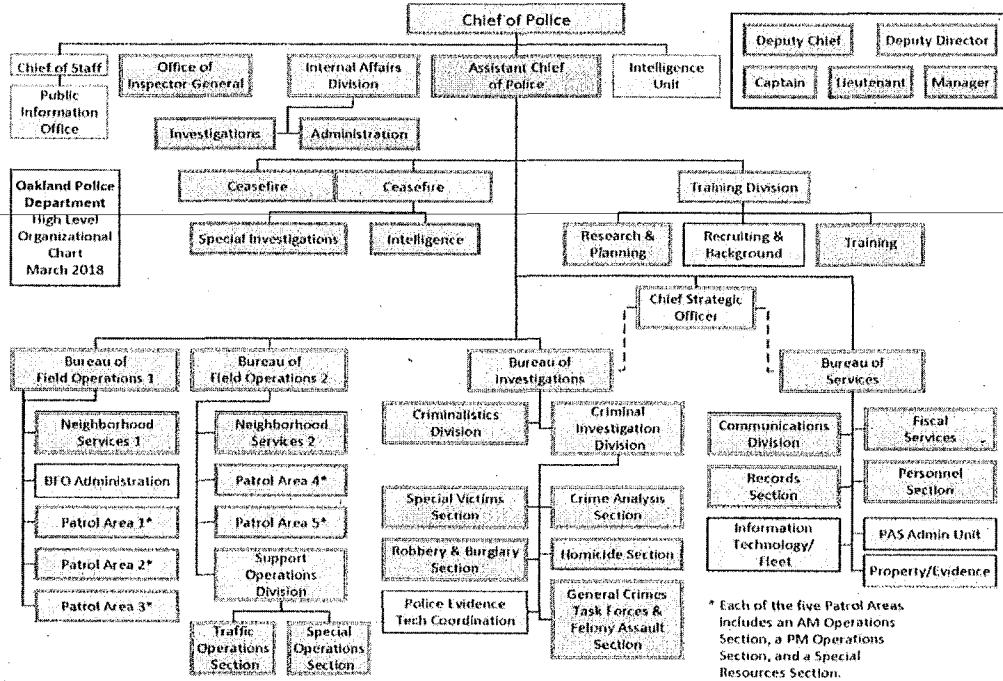
[2] August 2018 OPD Staffing Report
[3] Ibid.

Source: OPD

City Administrator's Office

OAKLAND *Oakland Measure Z Policing Services 2018 Annual Evaluation*

Figure 5 illustrates the organizational structure within a patrol area. As the figure shows, one Captain is assigned to each patrol area, with the responsibility to design strategies and oversee responses to criminal activity within that area. Serving directly under the captain, are three lieutenants, two of whom oversee the area's patrol functions and one of whom oversees the specialized units in the area, including the CROs and CRTs. Under the Lieutenant assigned to Special Resources are two Sergeants, one that oversees the CRO units and the other that oversees the CRT units within the patrol area.

Figure 5. Organization by Patrol Area

Organizational Priorities and Challenges

As noted in previous RDA reports, OPD's Measure Z-funded services are just one component among a range of OPD initiatives and priorities. In addition, the services are being implemented within the context of a unique set of challenges that OPD faces related to community engagement, staffing and retention. While Measure Z services complement and reflect a broader conversation taking place in Oakland and nationwide around 21st Century Policing, the evaluation team remains mindful of the ways in which competing priorities and institutional challenges may affect consistent implementation the services. Below, we briefly touch upon a few of these priorities and challenges and the ways in which they complement or conflict with Measure Z service delivery.

Strategic Priorities

In 2016, OPD formally released a comprehensive strategic plan to revise their values, mission, vision and goals. This plan was built upon a series of research, reports, and policy analysis that had been commissioned over the prior three years, including President Obama's *Task Force on 21st Century Policing* report. The goals laid out in OPD's 2016 Strategic Plan closely align with the goals and objectives described in Measure Z from 2014 and Measure Y from 2004. One main commonality is the focus on the relationship between strengthening community trust and reducing crime. The strategic plan has three overarching goals and six pillars listed below:

Figure 6. OPD Strategic Plan Goals and Pillars

OPD Goals	1) Reduce Crime
	2) Strengthen Community Trust and Relationships
	3) Achieve Organizational Excellence
21st Century Policing Task Force Pillars	1) Build Public Trust and Legitimacy
	2) Policy and Oversight
	3) Technology and Social Media
	4) Community Policing and Crime Prevention
	5) Training and Education
	6) Officer Wellness and Safety
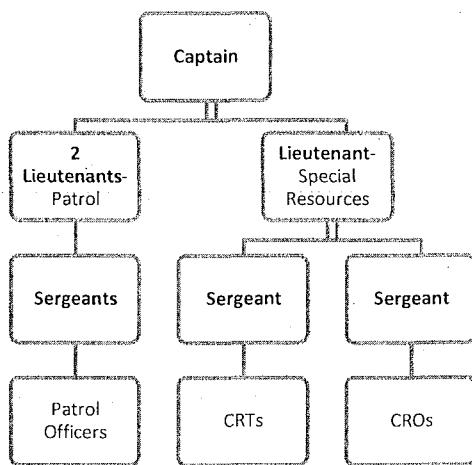
Leading Challenges

In addition to the other strategic goals and priorities OPD emphasized during the evaluation period, it is also important to note a few of the key challenges the Department has faced as an institution. A significant challenge faced is their fraught relationship with the local community and, in particular, with local communities of color. OPD's history with the community has involved considerable tension and civil unrest going back decades. In the 1960s, for example, the Black Panther Party was formed in Oakland with a primary focus of monitoring the behavior of OPD officers and challenging police brutality. More recently, the Riders Case,[4] has contributed to a deep mistrust of police in many Oakland communities, particularly communities of color.

Over the past decade, OPD has increasingly focused on community policing in an attempt to rebuild trust with the community, and department leadership were cognizant of the hurdles the department faced in establishing positive relationships in some communities. As a challenge and as a priority, though, the improvement of community relationships is undoubtedly a leading concern within the department. And while it is outside the scope of this report to assess the department's success in this area, we do provide findings related to community outreach efforts in the *Key Findings* section.

Separate from its challenges related to community engagement, OPD has also faced other significant staffing challenges for a number of years. According to the FBI Uniform Crime Reporting data, in 2016, OPD had about 18 sworn officers per 10,000 residents. These numbers are slightly below the national average[5] for cities with 200,000-500,000 residents (Oakland has 425,195 residents) and well below the average for cities with 500,000 or more residents[6]. It is important to note that OPD also has the highest number of violent crimes handled per officer in the nation. According to OPD data, the rate of violent crimes was 7.42 per officer in 2017. Based on data provided by OPD, as of August 2018, the department was authorized to have 794 sworn staff, but only 735 positions were filled.

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[4] December 2000 - Delphine Allen et al. v. City of Oakland (Riders Case) was a civil rights lawsuit regarding police misconduct in OPD that involved 119 plaintiffs. The plaintiffs alleged that four veteran OPD officers, known as the Riders, kidnapped, planted evidence and beat them, while OPD turned a blind eye to the misconduct. In 2003, the parties entered a financial settlement for the plaintiffs and requirement of the ODP to comply with 51 reforms.

[5] The average is 19 officers per 10,000 residents.

[6] The average is 24 officers per 10,000 residents

Oakland Police Department's Approaches to Policing

This section provides a brief overview of key policing concepts and descriptions of how OPD applies them to prevent and address violence, deploy officers efficiently, and cultivate relationships with the City's many diverse communities and neighborhoods.

Figure 7. Contemporary Policing Approaches
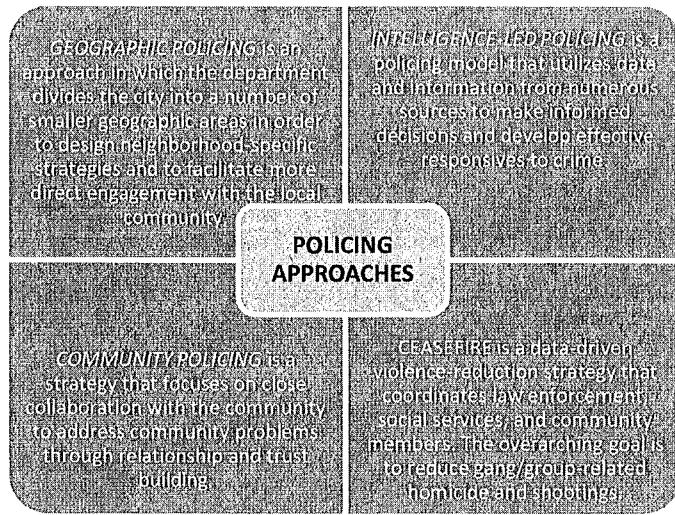
The authors of both Measure Y and Measure Z based their legislative efforts on principles aligned with the four approaches detailed in Figure 7, believing that OPD can and should work simultaneously to both reduce violent crime using data and to restore community trust in the department through community building. Measure Z states that investing in "a coordinated system of early intervention, community policing, and violence-prevention efforts before injury occurs will reduce economic and emotional costs and will be a fiscally responsible use of taxpayer dollars." OPD has sought to implement these goals in a few specific ways which are the focus of this report; but all of its efforts exist as part of a broader approach to policing that aims to 1) move services and crime response closer to the local community by de-centralizing core services to five area hubs throughout the city; 2) utilize data and intelligence to detect patterns and prevent crime rather than simply respond to it; 3) enlist community support and trust through local problem-solving projects and a focus on customer services; and 4) prevent violent crime through initiatives and strategies such as Ceasefire. Each of these approaches are briefly discussed in turn in this section; for comparison, we have also provided a brief description below of a more "traditional" policing framework.

"Traditional" Policing

Under the "traditional" model of law enforcement, the police department is a highly centralized, hierarchical organization responsible for several key jobs: responding to 911 calls, apprehending and arresting suspects, completing crime reports, and filing documents to move cases into the court system. There is not necessarily a strong emphasis on prevention or on strategic deployment intended to interrupt criminal activity; the use of data and intelligence systems and community engagement are limited.

While these traditional policing responsibilities remain standard for any contemporary police force, in and of itself this model is outdated. It does not accurately represent the entirety of the work performed by most mid-to-large size police departments that leverage information and data for a range of purposes that help address crime. OPD embraces the four contemporary, data-driven practices in law enforcement described in detail in the following pages.

Geographic Policing

OPD uses geographic information, including population and crime trends, to deploy resources effectively. Geographic policing aims to move Department services closer to the community in order to establish stronger relationships between community members and their local police officers. The idea is that a city can be subdivided into a set of "zones" or "areas," and that Department initiatives, projects, deployments, and strategies can thus be directed according to the particular needs of each local area.

Figure 8. OPD Patrol Areas
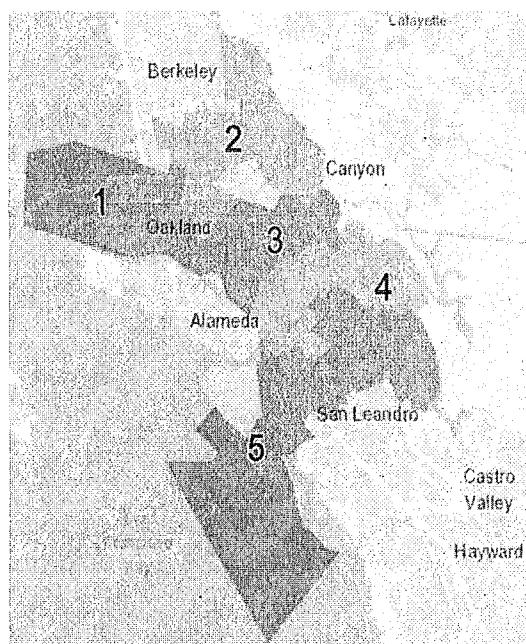
Figure 9.Oakland Patrol Beats

Figure 8 shows OPD's five geographic patrol areas, and Figure 9 shows the patrol beats within each area. As mentioned previously, patrol officers and CROs/CRTs are organized in each patrol area.

Intelligence-Led Policing

Many major police departments, including Oakland, have increasingly placed emphasis on using sophisticated data collection and analysis procedures – including human intelligence, technology, and software systems – to track local crime trends, neighborhood characteristics, and criminal networks. "Intelligence-led policing" certainly refers to a broad category of police work, but common elements include the use of data sharing between police and other public agencies; in-depth analysis of local, state, and national crime trends; and crime projections, predictions, and patterns that may not emerge from service calls and crime reports alone.

"We want all officers to be as precise as possible. Random efforts produce random outcomes. If you go into a community without knowing what the problem is, that can lead to the issue of over-policing." – OPD Leadership

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Intelligence-led policing activities supplement, rather than replace, standard policing procedures for collecting crime-scene evidence and cultivating human intelligence with witnesses, informants, and community collaboration. The "intelligent" aspect is that these connections and activities are utilized at nearly every stage of the deployment, patrol, and investigatory process.

Traditional policing is imprecise by nature. An historic consequence of imprecise policing is that specific communities – especially Black and Latino communities – are disproportionately over-policed. As outlined in OPD's Strategic Plan, and through the use of the strategies described above, OPD is institutionalizing an intelligence-led approach to reduce the disparate impact on historically over-policed communities and to improve community relationships. Figure 8 highlights key strategies OPD has implemented in recent years to strengthen intelligence-based policing efforts.

Figure 8: OPD's Intelligence-Led Policing Strategies

Crime Analysis Section	To strengthen the Department's ability to perform crime and intelligence analysis effectively, a centralized Crime Analysis Section was established. This increases the Department's capacity to support units such as Ceasefire and Patrol with dedicated crime analysis including social network analysis beyond homicide and aggravated assault cases. Other supports include temporal reporting, hot spotting, identification of crime patterns and series, and potential suspects and recommendations on enforcement action. [Source: OPD Strategic Plan 2016]
Intelligence Unit	The Intelligence Unit is responsible for gathering information from all sources in a manner consistent with the law in support of efforts to provide tactical or strategic information on the existence, identities, and capabilities of criminal suspects and groups. The Intelligence Unit disseminates the information received to anticipate, prevent or monitor criminal activity. [Source: OPD Annual Report 2016]
Professional Development Trainings - Stop Data	In 2016, the OPD Office of Inspector General (OIG) established an in-service training regarding aggregate stop data trends and patterns for all commanders and supervisors. This training was designed to evaluate stop data statistics, outcomes, and trends in line with the Department's mission, goals, and values. This class was offered to all officers in 2017. OIG is also continuously working towards addressing potential organizational influences that may lead to racially disparate results. [Source: OPD Annual Report 2016]
Shooting Review	OPD instituted a weekly shooting review with commanders and other key staff directly involved in reducing violent crime. Shooting review is facilitated by the Ceasefire commander and focuses on gathering and disseminating actionable intelligence. Shooting review is also an opportunity to resolve duplicative efforts, address conflicts, and improve operational communication. Up to 40 people individuals attend each weekly shooting review, including representatives from the Criminal Investigation Department (CID), Crime Lab, DEA, District Attorney's Office, Oakland Housing Authority, and BART Police Department. [Source: Qualitative Data Collection]
Intel-Based Stops	Through RDA's qualitative data collection process, specifically within the CRO unit, the evaluation team noted officers were instructed by leadership to reduce non-intel led stops such as equipment stops and instead focus on intel-based stops. OPD defines intel-led stops as "officers possess knowledge, which can be linked to an articulable sources, leading to the initiation of a stop. The source may be very specific such as a named person, or information about a recent crime trend or pattern tied to a specific location or area". [Source: Qualitative Data Collection]

## Community Policing and Problem-Oriented Policing

At its core, Measure Z is intended to articulate the citywide priority that OPD should carry out enforcement and violence reduction operations in a way that is responsive to community needs and that uplifts local communities through an emphasis on service and problem-solving. This vision is representative of a broad trend in policing toward "community policing" and "problem-oriented policing." These distinct but related philosophies both emphasize the importance of building strong bonds between the police department and the community. These bonds are achieved by developing more

> OPD describes *community policing* as a strategy and philosophy that places a high value on responses that are preventive in nature, that are not dependent on the use of the criminal justice system, and that engage other public agencies and the community.

neighborhood relationships and focusing more attention on solving the kinds of local problems that can give rise to crime (e.g., blight, inadequate lighting, "hot spots" for drug sales or gang conflicts that have the potential to escalate), rather than focusing solely on enforcement. The theory is that a proactive problem-solving focus will interrupt the behaviors and activities that can escalate to crime. The stronger bonds that result from focusing on developing trusting relationships with community members lead to greater cooperation reporting and investigating crimes and ultimately, safe neighborhoods.

"We are more cognizant of enforcing crimes that are serious and working collaboratively with the community and partners to come up with solutions." – OPD Leadership

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Over the last three decades, consensus has increased around what constitutes "best practices" in community policing. In a 2013 report, RDA and the Warren Institute detailed key components of these best practices to provide the City and OPD with recommendations regarding the implementation of Measure Y. These broad guidelines still hold true in 2019 and later sections of this report will describe ways that OPD is presently operating in alignment with these goals as well as current areas for improvement. These best practices are outlined in Figure 9 below.

Figure 9: Best Practices in Measure Y Implementation (2013, Warren Institute and RDA)
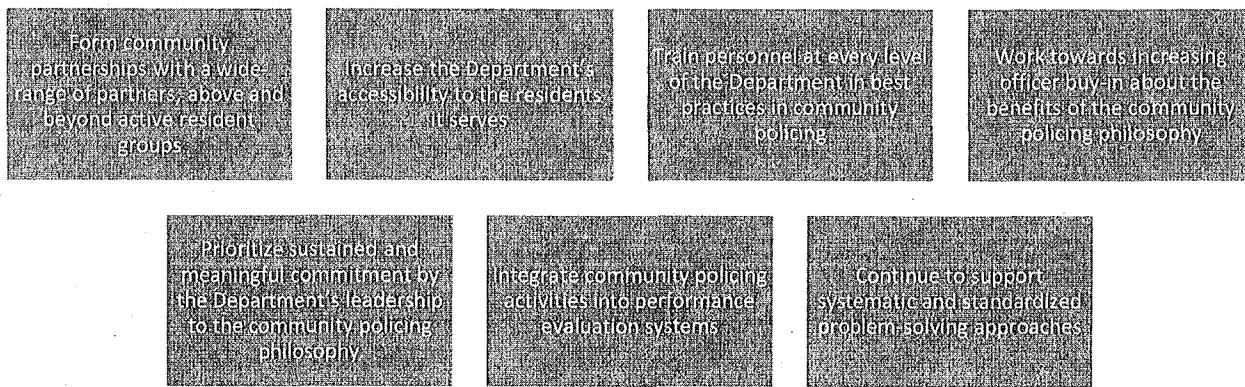
SARA (Scanning, Analysis, Response, Assessment) Model & Database

The SARA model is a common approach to implementing principles of community policing and problem-oriented policing. SARA is an acronym of the four steps, outlined in Figure 10 below, for solving localized crimes while also addressing the particular local conditions or problems that gave rise to those crimes in an area. OPD has embraced this approach, and sees it as a vital component in the work that CROs and CRTs are doing, as well as the Department as a whole.

> The *SARAnet Database* is a web-based data collection and reporting tool used to capture CRO projects and activities in support of OPD's community policing efforts.

Figure 10: SARA Model

SCANNING
- Involves identifying the location and local conditions, problems, parties involved, and crimes involved, if any.

ANALYSIS
- Involves gathering detailed information about the problem, and work to understand the problem's scope, nature, and cause.

RESPONSE
- Involves implementing a solution. Implementation may involve separating a large problem into smaller, more manageable parts.

ASSESSMENT
- Involves follow-up and ongoing monitoring to evaluate the effect of the intervention on the problem it sought to address.

Within OPD, CROs apply the SARA model through beat-based projects (referred to as CRO projects) they initiate, manage, and close. CROs are required to have two ongoing CRO projects at any given time. One project must address specific, identified issues related to an OPD priority while the other must address a community priority. Community priorities are areas or issues of concerns identified by community members that OPD can address or support such as blighted property, series of auto/business burglaries, or nuisance. Typically, community priorities are generated by attendees of the Neighborhood Councils,[7] however they can also come from a variety of sources such as email messages and discussions with community members. OPD's SARA model ensures projects serve a larger set of members of the patrol beat rather than just one individual.

As the SARA model states, projects must be specific, measurable, achievable, relevant, and time bound with set due dates or evaluation dates. Since 2009, CROs have used SARAnet, a data system designed to track CRO projects and the steps taken to address them. SARAnet is further discussed in the *OPD's Measure Z Services: CROs & CRTs* and *Patrol Area Analysis* sections.

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[7] See Table 4 for more information

Ceasefire Strategy

Finally, there are a broad array of coordinated law enforcement and violence prevention efforts all over the country that utilize the name "Ceasefire." The Ceasefire model was developed in Boston in 1996 in response to high levels of gun violence and gang activity. Like the Boston Gun Project (Ceasefire's original name), Oakland's Ceasefire brings together a network of law enforcement officials, youth service providers, clergy and street outreach workers with the goal of developing a unified strategy for combating violent crime. A key part of the approach involves the sharing of perspectives on the causes and consequences of violent crime in order to generate a spirit of trust and collaboration. Working group members also share information about individuals known to be involved in gangs and/or at high risk of committing gun violence. In almost all variations of the Ceasefire models in place today, a standard element of the approach is the "call-in," where identified individuals considered to be disproportionately responsible for violent crime (who are also often at the highest risk of becoming victims of violent crime) are brought together in a safe and neutral space. Once in this space, these individuals receive the message that they have been identified for their criminal contacts and/or behavior, that there are a range of support services waiting for them if they choose to take advantage of them, and that they will be aggressively prosecuted if they instead choose to participate in violent criminal activity.

"We have a Ceasefire unit but it is a department-wide strategy. It's a concept of how do you focus on individuals that are likely or at risk of being victims of violent crimes or committing them." – OPD Leadership

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The Boston Gun Project and subsequent studies of Ceasefire models have shown the coordinated violence prevention efforts to be tremendously successful when well-implemented.[8] Variations of the Ceasefire model have been replicated in many cities around the country. OPD has devoted substantial resources to support and institutionalize its own Ceasefire strategy. Four units (Special Investigations Unit 1, Special Investigations Unit 2, Ceasefire, and Gang and Gun) work fulltime on the most active individuals within gangs/groups that have been identified through data and analysis to be the most involved in shootings and homicides. Unlike CROs and CRTs, these enforcement teams are not limited to a beat or police district. Instead, they move throughout the City to focus on these active individuals within gangs/groups.[9] Ceasefire also facilitates the weekly shooting review (see Figure 8 for more details) that allows different units within the department to collaborate and exchange data and strategies to ensure minimal duplicative and/or conflicting efforts and maximize use of resources.

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[8] In 2017-18, Oakland's Ceasefire was evaluated with a focus on gun homicide and non-fatal shootings in the City of Oakland. The study concluded that Ceasefire was associated with a 32% reduction in citywide shootings that seemed distinct from trends in most other California cities. http://www2.oaklandnet.com/w/OAK071457
[9] OPD 2016 Annual Report:
http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak066735.pdf

OPD's Measure Z Services: CROs & CRTs

The CRO and CRT officer positions are unique within OPD. They are the two of three OPD strategies funded through Measure Z that reflect two interrelated approaches to policing and police legitimacy. The idea behind CROs places community trust as the starting point for reducing crime; the idea behind CRTs places crime reduction as the starting point for building community trust. CROs emphasize the development of positive, trusting relationships with community members as a means to reduce crime; CRTs emphasize the interdiction and reduction of crime as means to increase community trust in OPD's ability to keep residents safe.

This section offers a brief, high-level description of the role of Community Resource Officers (CRO) and Crime Reduction Team (CRT) officers. Measure Z explicitly mandates these positions, so it is essential to understand how the roles are described in the legislation, envisioned by the department, and carried out in the field. The examples in *A Day in the Life: CRO* and *A Day in the Life: CRT* sections are drawn from observations in two patrol areas, but key identifying details have been removed due to the sensitivity of ongoing operations.

While CROs and CRTs each have distinctive roles within OPD, there is substantial overlap in their day-to-day activities and collaboration. During the evaluation focus groups, CRTs said that they often leverage CRO support in their operations and consult with them to support their investigation work, because they view CROs as the community experts on their beats. Similarly, CRTs offer support to CROs, assisting with their CRO projects — especially when CROs are short staffed. RDA did not observe patrol officers; therefore, this section does not discuss similarities and differences between CROs/CRTs and patrol officers.

CRO/CRT Scheduling and Compensation

Measure Z provides OPD the flexibility to deploy CROs and CRTs "as needed" which sometimes requires a temporary change of schedule, which we will refer to as redeployment. Due to this flexible scheduling need, CROs and CRTs are paid a premium, referred to as flexible pay, over patrol officers. Unlike patrol officers, these roles require considerable schedule flexibility, particularly for CROs, and commitment to designing and cultivating long-term, neighborhood-specific projects.

It is important to note that throughout the data collection process, CROs and CRT officers and leadership staff shared that because of the flexible scheduling allowance in their positions, they sometimes experience abrupt redeployment. CROs and CRTs suggested to RDA that this unpredictability in their schedules has a detrimental effect on their morale and on staff retention. Furthermore, Measure Z officers and leadership, specifically CROs, shared that they are sometimes redeployed to meet staffing needs such as crowd management, violence reduction or similar patrol-related activities, which they feel impedes their ability to successfully address community concerns and complete longer-term neighborhood-focused projects.

Role of the Community Resource Officer (CRO)

Measure Z is the successor to Measure Y, which provided funding for similar services. Measure Y required the Department to assign officers to geographic-based "problem-solving" roles known as Problem-Solving Officers (PSOs). OPD only required PSOs to serve residents of their assigned beats. The Measure Z legislation re-envisioned and re-established the PSO position as the Community Resource Officer (CRO) with an expanded set of responsibilities.

> **CROs** engage in problem-solving projects (CRO projects), attend Neighborhood Council meetings, serve as liaisons with city service 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 personnel.

Department Expectations

As this report was being drafted, OPD was in the process of developing a Community Resource Officer Deployment Policy and Procedure, finalizing the policy that governs the job of CRO. According to publicly available draft of the policy, the specific expectations and responsibilities for CROs include, but are not limited to the following:[10]

> ➢ Build community support for OPD through positive customer service;
> ➢ Be visible to and engage with the community;
> ➢ Assist their assigned Neighborhood Councils in establishing appropriate priorities based on crime data;
> ➢ Research and identify three locations generating the highest calls for service on their Community Policing beat and, as appropriate, open projects aimed at reducing these calls for service;
> ➢ Identify the most critical problem property on their Community Policing Beat; open a project aimed at abating problems associated with property;

These responsibilities may change once the policy is finalized, but are included here to provide a sense of the way OPD outlines job expectations, objectives, and standards for CROs. In addition, the Department also expects CROs to assist each other with onboarding and transitions into the job; to maintain ongoing knowledge of local crime hot spots; to organize and present at a range of community meetings; and to facilitate coordination with an array of other city agencies and community service providers.

RDA also learned many of the informal expectations of CROs through reviewing OPD's CRO survey, conducting focus groups with Measure Z-funded officers, and conducting interviews with Department leadership. For example, CROs are expected to be familiar with and engage business leaders and key community leaders in their assigned beats. CROs are also expected to demonstrate extensive professional skills supporting their community-building work, including social-emotional skills to help them successfully

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[10] Department leadership stressed that the policy language they are working on is intended to go beyond the basic legislation in order to lay out procedures toward the broader goals of improving police-community relations, enhancing citywide problem-solving efforts, reducing violent crime, and enhancing the community's sense of safety.

engage with communities during monthly presentations at Neighborhood Council meetings and other community interactions. Staff and leadership shared that these "soft" skills are job expectations for CROs,

> *"I don't care about the number of arrests [CROs] make and citations they make. I care if I go into a business and they don't know [the CRO]. Then we have a problem." – OPD Leadership*

who are required to attend community events at least once a month.

Training & Personal Development

As part of ongoing efforts to strengthen the professional development and skills of CROs, OPD provides formal Measure Z-funded training for all CROs. According to the draft policy RDA received, CROs are expected to complete trainings on each of the following subjects:

- ❖ CRO-specific responsibilities
- ❖ Problem-orientated or problem-solving training using SARA model
- ❖ Search warrants
- ❖ Undercover and crime reduction operations

- ❖ Ceasefire notifications
- ❖ Community relations and customer service
- ❖ Tactical training
- ❖ Procedural justice

Earlier this year, OPD reinstated CRO-specific training referred to as the CRO school with curriculum tailored to the professional development needs of CROs. Officers expressed satisfaction with the CRO School, stating that it assisted with onboarding into their new roles as CROs. The CRO School also helped to clarify job expectations from OPD leadership as well as expectations from their assigned beats and neighborhoods. Despite the reinstatement of the CRO School, some CROs expressed the need for additional training opportunities and a standard, comprehensive onboarding process to strengthen community engagement approaches. Some CROs reported to RDA that they receive weeks of shadowing and mentoring on a new assignment, while others reported that they receive none. Starting in 2018, OPD anticipates offering CRO School regularly.

> *CRO School* is dedicated training time for CROs to further develop their skills. The school took place in the winter and fall of 2018 with total instruction time of 24 hours. The topics that were covered range from improving police efficacy and building community trust, to best practices for CRO projects and the SARA process.

SARAnet

As mentioned in earlier sections, CROs utilize the SARAnet Database to track and manage CRO projects. However, in RDA's focus groups and observations over the evaluation period, many CROs shared that SARAnet's design does not allow them to track and record all of the information they view as being important to their communities. OPD designed this system to record and measure evidence-based

community policing work, but some CROs noted that the system does not allow them to capture important crime prevention activities if those activities are not connected to their official CRO projects. OPD looks at performance data, including the numbers of projects that have started and completed. CROs shared that this performance metric encourages some officers to prioritize entering projects that are shorter and can be more easily closed, rather than longer (and potentially more impactful) community projects. To the degree that this is a widespread practice among CROs, existing data collection processes and database tools for community policing cannot fully capture the work OPD is doing to advance the goals of Measure Z.

As shared with RDA, CROs are expected to input daily updates in SARAnet to capture project progress. While nearly all staff appreciate the value of using data to drive decision-making, some CROs perceive the data entry as burdensome. For example, some CROs do not consistently annotate their project work in SARAnet. These data input practices impact data reporting and the ability to accurately highlight the projects and activities performed by the CROs. These inconsistencies and limitations are further discussed below.

On the Ground

Based on observations and focus groups, it was evident that CROs overall understand their responsibility of engaging with their local community and solving problems important to community members and that may give rise to crime. Many CROs expressed their commitment to improving community relations by addressing community members' concerns and providing what they described as "good customer service." In fact, many interviews with OPD leadership described CROs as OPD's "community-facing officers" and the first point of contact with community members. As noted during the evaluation observations, CROs activities and interactions were focused on developing and maintaining positive relationships with community members and businesses as well as identifying solutions to issues that satisfy both community members and OPD standards. For example, a CRO shared that one of their project goals was to reduce the frequency of shoplifting within a business district. To meet this goal, the CRO said that they conduct regular check-ins with often-burglarized business owners. In particular, the CRO discussed the importance and process of reporting such incidents to OPD with these business owners.

RDA's discussions with staff from all levels of the department made clear that the CRO community work is highly valued. Department leadership shared that all officers—not only CROs—are expected to foster positive community engagement and establish cooperative and trusting relationships with key stakeholders, but that CROs often go "above and beyond" their requirements by, for example, using their own time and money to support community events and do things like coach youth sports.

A Day in the Life: CRO

As part of the data collection process, two members of the RDA evaluation team shadowed a different CRO for one full shift, for an entire work week (Monday through Thursday). Each evaluation team member observed each CRO in the unit for a total of 80 hours of observations. The goal of the observations was to obtain a deeper, on-the-ground understanding of the types of activities CROs engage in, how they interact

with community members, changes in officer operations over the course of the shift and any challenges encountered. Team members also attended daily area meetings (also known as lineups) in which leadership discussed instructions and priorities for CROs. The following section provides a description of the activities and interactions the evaluation team observed throughout the week. Activities are synthesized to highlight what typical activities CROs engage in.

Based on the observations, the following graphic highlights a typical day.

1:00-1:30 pm   Shift Begins

The review and briefing session, also known as the joint lineup, takes place in the Oakland Police Administration Building (PAB) with area officers. Leadership shares the priorities for that week, including increasing the Department's presence in coffee shops to deter laptop robberies, planning for the upcoming First Friday and National Night Out events, and sharing information on suspects to be on the lookout for and vehicles that are known to have been involved in recent robberies. The group is informed of upcoming training opportunities, reminded of procedures for filing project information in SARAnet, and told by either their sergeant or lieutenant that they may be called in to support a gang-related investigation in the coming week.

1:30-2:30 pm   Admin/Emails

After line-up, the CROs respond to emails and conduct research needed for their SARAnet projects or for following up on the line-up discussion. As the observation took place on a Monday, the CROs noted that their admin work was particularly heavy since they needed to catch up on email messages that had come in over the weekend.

2:30 pm   Beat Patrol & Investigations

Beat patrol occupies most of a CRO's day and generally begins with a security check on beat hot spots. Most of these locations had open CRO projects associated with them. Examples from this Monday included a check on a parking lot where robberies are common and a check on a local homeless encampment.

When they were not conducting follow-up work on various projects or conducting ongoing area patrols and outreach, CROs would respond to calls for service or file reports. However, if a member of their unit called for support or if a patrol officer was unable to respond to a crime within their beat, CROs ensured they responded to the request or called for service. Throughout the day, CROs would also actively search for identified suspects, check license plates of vehicles with identified association with either a suspect or crime. During observations, CROs took minimal breaks.

9:00 pm   End of Shift

CROs stop patrolling the streets around 9:00 pm to allow time to complete administrative duties before concluding work for the day. Once CROs arrive back at OPD, they finish incident reports for the day and complete SARAnet data entry. The sergeant holds a quick debrief about activities of the day with the unit.

Throughout the field observations, the RDA team noted how CROs engage in various activities that pertain to their CRO projects and activities that do not. Activities that were not directly related to their CRO projects were typically in response to calls for service or other law enforcement needs.

CRO Project Activities

- **Homeless Encampment Checks.** In Area 2, homeless encampments are an ongoing concern. During one shift, a CRO shared that community members had reported a man in a local encampment who was violent toward community members. The CRO conducted a routine check-in. During the observations, the CRO checked in but the man was not there. During another shift with a different CRO, the CRO shared they have a CRO project focused on clearing a homeless encampment in a community park. During observations, the CRO was instructed to clear the encampment. However, the CRO was unable to clear the encampment due to time constraint (CRO had a scheduled community event). CROs identified those present and issued them a warning.

- **Respond to Nuisance Report.** CROs typically respond to nuisances reported by community members within their beats. During a shift with a CRO, the CRO shared there is a resident who complains repeatedly about a group of older males drinking and smoking in public. As a response to the resident's complaint, CRO shared that they would drive by the area to ensure the activity was not ongoing. During observations, the CRO spotted the group of men drinking and spoke to the men about the complaints. CRO shared since this was not the first time they discussed the complaints with the group, they were cited. CRO shared this reported nuisance is a CRO project due to its continuity.

- **Business Burglary.** In Area 2, business burglaries are a top concern for community members and OPD. During a shift with a CRO, the CRO shared that they have CRO projects focused on businesses frequently burglarized. Project activities focus on the prevention of future burglaries and identification of suspects. During the shift, the CRO wanted to collect more information about a suspect who regularly steals from a local store. CRO engaged with the manager and attained photos taken from surveillance videos. Although there have been multiple incidents, only one report has been filed because the business manager felt the police were not helpful. As observed, the CRO discussed with the manager about the importance of filing a report.

- **Neighborhood Council Meeting.** CROs are required to attend monthly Neighborhood Council meetings. During a shift, the team observed a CRO attend their beat's Neighborhood Council Meeting. During the meeting, the CRO introduced themselves, discussed what they do, reviewed beat priorities and local crime stats, and asked if any priorities should be added or changed. Meeting participants discussed current concerns and concluded the current priorities were accurate.

CRO Patrol Activities

•**Robbery.** During a shift, a CRO responded to a robbery in another beat due to proximity of location. Since a vehicle was identified, the CRO patrolled the nearby area.

•**Cover Staffing Shortage.** During the observations, there was no CRO assigned to one specific beat so throughout the week, all CROs took turns patrolling the area. During a shift, the CRO shared that a beat priority in that area is speeding cars, so the CRO pulled over and monitored traffic.

•**Call for Back-Up.** CROs respond to calls for service when deemed necessary. During the week of observations, CROs were called in to support other CROs or patrol officers. During a shift, a CRO received a call to help handle a situation with a man bothering a film crew at OPD. Upon arrival, the man was no longer in sight. Officer filed an incident report.

•**National Night Out.** Every year, CROs participate in the citywide community events, National Night Out, as an opportunity to familiarize themselves with their area. National Night Out took place during the week of observations. CROs stopped by several block parties to engage with community members. Officers introduced themselves and discussed important issues in that community with community members. Across all areas, CROs spent five hours of their shift participating in this event.

•**First Friday.** During line-up, OPD leadership shared that the safety of First Friday participants and businesses is a top priority. During a shift with a CRO, the CRO engaged with business owners that are involved in or impacted by First Friday. Business owners shared concerns regarding rampant drug dealing that occurs during First Friday around their businesses.

•**Civilian Support.** During a shift, a CRO noticed three vehicles stopped in the street and blocking street lanes. One needed to get jumped so other cars were parked to try to help the vehicle. The CRO redirected traffic and pushed the vehicle to a safer location.

Role of the Crime Reduction Team (CRT)

> **Crime Reduction Teams** are sworn police personnel strategically and geographically deployed to investigate and respond to violent crimes in hot spots.

Similar to CROs, the roles and expectations for CRT officers are formally laid out in the department's policies and procedures; and as with the CRO position, the CRT position policy language was under revision as this report was being drafted. Early versions reflect that CRTs are expected to 1) develop and carry out both department-wide and area-specific crime reduction plans; 2) conduct investigations; 3) serve arrest warrants and make arrests; and 4) conduct crowd-control efforts requiring flexible schedules.[11]

In addition, these staff are specifically required to file weekly reports documenting their activities, record the number and type of arrests made and investigations conducted, and provide general descriptions of other activities (such as intelligence-led stops, operations, and crowd management incidents.)

CRT officers also receive premium compensation for the shift flexibility required of them and for their expanded job duties. CRTs are expected to perform directed enforcement and operations, to conduct basic to intermediate-level investigations, to administer search and arrest warrants, to locate and arrest suspects, and to respond to crowd management events. Snapshots of the daily work of CRTs are detailed in the following section.

Department Expectations

Similar to CROs, CRTs respond to emerging crime patterns and trends. However, unlike CROs, CRTs do not have CRO projects. Instead, CRTs develop Crime Reduction Plans that aim to address criminal activity within their area. These plans drive intelligence-based projects that CRTs conduct in collaboration with their unit, Area CROs, and/or with other Area CRTs. CRTs shared that they are also supported by the Criminal Investigations Division (CID) and other divisions within the department. During the data collection process, CRTs described some of their activities as involving surveillance such as social media tracking, investigation of shootings, and arrests of suspects.

Training & Professional Development

Currently, CRTs are required to receive the following training:
- Undercover operations
- Basic narcotics enforcement
- Advanced procedural justice
- Search warrant
- Crime reduction field operations

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[11] CRT officers are required to attend one community event every three months. Patrol officers have been recently required to engage in one community building project per squad per year, as well as host and attend community events and living room meetings.

On the Ground

RDA's observations and direct conversations with staff throughout the organization revealed that there is a shared understanding of the Department's objectives for CRTs. As one officer put it, "[CRTs] do a lot of intel-based projects. [CRTs] do surveillance in certain areas, base projects on what is currently happening in crime and by locations too. [CRTs] also talk to people for investigations which is intel-based or help out other cases and investigations and identify people involved in crimes."

"We develop plans, see it through, and write a search warrant. If we get who we're looking for that is what success is."- CRT

During the week of observations, CRTs engaged in several operations and other activities that support the goals of Measure Z. Operations are centered on the approach of targeted enforcement and require a level of knowledge and understanding of the area in which they are conducted. Similar to CROs, CRTs are familiar with the composition of their assigned area, including community members and leaders. CRTs also described engaging with Confidential Informants (CIs). CIs in the community are used frequently to support investigations or planned operations.

A Day in the Life: CRT

As part of the data collection process, a member of the evaluation team shadowed a CRT unit for one full shift, for an entire work week (Monday through Thursday). CRTs were observed in the field for a total of 40 hours. The goal of the observations was to attain a deeper, on-the-ground understanding of the types of activities CRTs engage in, how they interact with community members, the kind of operational changes that occur over the course of the shift, and the kind of challenges officers typically encounter. Team members also attended daily meetings (also known as lineups) in which leadership discussed instructions and priorities for CRTs. During the week of observations, CROs also participated in the lineups. The following section provides a description of the activities and interactions the evaluation team member observed throughout the week. Activities are synthesized to highlight what typical activities CRTs engage in.

Based on the observations, the following graphic highlights a typical day.

12:15-1:00 pm **Shift Begins**

The shift on this day begins with a joint lineup with area CROs to review priorities, discuss recent shootings, and review names and information on suspects. Multiple incidents (club and gang-related shootings and robberies) had occurred over the previous week, so the bulk of the discussion was focused on identifying and finding suspects. Oftentimes, investigators from the Criminal Investigation Division (CID), such as members of the Homicide Section or the Robbery, Burglary & Felony Assault Section, participate in the lineups to inquire about any information officers may have on suspects. CRTs spend the first part of their shift completing administrative investigative tasks, such as gathering information about identified gang members that were tied to recent shootings.

Ongoing **Area Patrol**

Unlike CROs, CRTs take an area-wide approach. Activities of CRTs depend on the priorities of the week, including planning and carrying out operations. Throughout the day, CRTs focus on patrolling different gang territories and hot spots for violent crime. Officer presence in known gang territories increases when there is a gang-related incident such as a shooting or homicide. CRTs typically ride with a partner for safety and call in for backup whenever an arrest is conducted.

Ongoing **Joint Operations**

During the week of observations, a joint operation with CROs was conducted. The joint operation involved a week-long investigation in which CRTs gathered information on a suspect involved in the sale of illegal weapons. The CRTs and CROs strategized and reviewed the details of the operation including scenario planning. Other activities included communicating with the suspect and requesting a search warrant. After retrieving a search warrant, officers began searching for illegal weapons at the suspect's home and associated locations. However, the operation was called off due to it becoming dark outside.
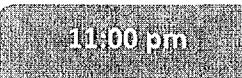
11:00 pm **End of Day Debrief**

Similar to the CROs, CRTs typically report to the PAB to debrief with the unit and complete administrative tasks such as paperwork and incident reports. Sergeants also use this time to share announcements with the team. For example, during the week of observations a schedule change was shared with the officers.

CRT Observed Activities

•**Back up:** Typically, officers call in for support when conducting a search or arrest to ensure officer safety. For example, during observations, an officer was called in to support another unit conducting a search of a vehicle that was pulled over because it had no license plates. The car owner was on probation so he was cited and released. In another instance, an officer called in for a female officer to conduct a search on a female suspect.

•**Search Warrants/ Suspect Search:** CRTs are asked to look out for individuals with arrest warrants within their areas. Information regarding search warrants are disseminated through the joint lineups or communication from leadership such as Sergeants and Lieutenants. However, based on current projects or operations, a CRT may also request a search warrant. In some instances, if the suspect is on probation or parole, CRTs will reach out to the probation or parole officer for information and collaboration. Throughout the week of observations, CRTs actively searched for identified suspects such as a youth associated with a robbery in the area as well as a drug-dealing suspect involved in another investigation. CRTs gathered and analyzed intel from various sources to support investigations. One of these investigations led to an arrest.

•**Arrests:** While CRTs do conduct arrests, felony drug arrests must be approved by the unit's Sergeant. During the observations, an officer had to confirm and receive approval from the Sergeant. In a few instances, the evaluation team observed stops that led to arrests either due to issued arrest warrants or violations of probation. For example, officers arrested a female on probation who violated the terms of her supervision for possession of narcotics and paraphernalia.

•**Dispatch Calls:** CRTs activities also include response to real-time crime that occur in their area. During the week of observations, a unit received a call regarding a potential shooter at a youth center. Officers responded to the scene to investigate. After searching the center and surrounding area, it was determined there was no presence of a potential shooter.

•**Increased Patrolling:** Officers are instructed to increase their presence following a violent incident. During the week of observations, a gang-related homicide occurred inside an apartment complex known to be gang-affiliated, so CRTs were instructed to increase police presence and maintain strong police visibility around the area. CRTs patrolled the impacted area throughout the week.

Patrol Area Analysis

This section discusses OPD's progress toward the crime reduction and community engagement goals of Measure Z. First, we present data on crime trends citywide. Then, we provide a count of the current number of CROs and CRTs by area. We move on to offer brief profiles of each of the five patrol areas. Crime trends, specifically trends for violent crime, are used to illustrate progress toward crime reduction, while an analysis of CRO projects in the SARAnet Database is used to communicate the levels and intensity of community engagement. While these analyses cannot capture the totality of OPD's actions toward advancing Measure Z goals, they do provide helpful context and highlight how crime reduction and community engagement efforts are deployed across the patrol areas.

CROs/CRTs Across the Department

In June 2018, the time in which the ride-alongs took place, there was a total of 37 CROs and 33 CRTs. The table below provides a breakdown of how many CROs and CRTs were assigned to each patrol area during this time period. Note that this data is captured from a point in time and may reflect a different count from other months during 2018.

Table 5. CROs and CRTs by Area

Area	CROs	CRTs
Area 1	9	7
Area 2	7	7
Area 3	8	6
Area 4	6	6
Area 5	7	7

Crime Trends

Overall, violent crime is on the decline in Oakland. Between 2014 and 2017, there was an 11% overall reduction in violent crime citywide (see Figure 11). Rates of Part 1 and Part 2 crimes decreased slightly during this same period. Part 1 crime occurred more frequently across all areas compared to Part 2 crime. Although violent crime has decreased citywide, rates fluctuate among the patrol areas (see

Figure 12). Area 5 (the Southern part of East Oakland furthest from Downtown) consistently experienced the highest rate of violent crime each quarter and Area 2 (Uptown and North Oakland) experienced relatively lower crime rates, including both Part 2 crime and violent crime.

Figure 11. Crime in Oakland by Type, 2014-2017
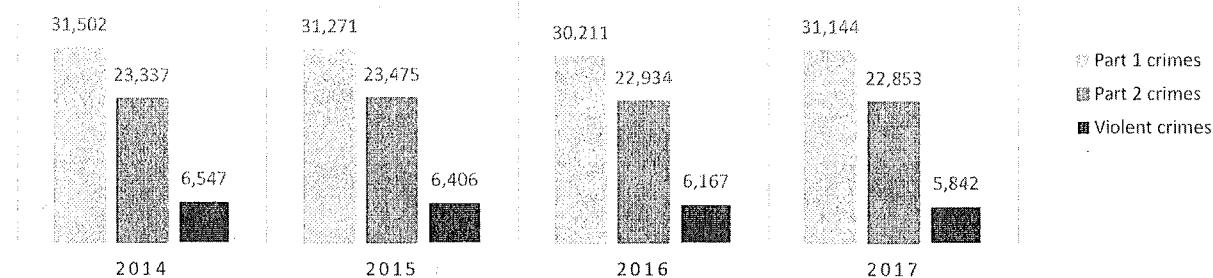
Figure 12. Violent Crime in Oakland by Patrol Area, 2014-2017
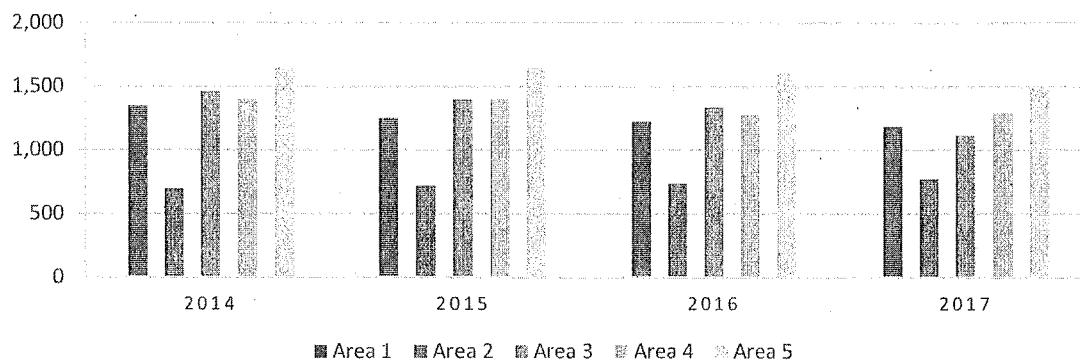
Source: OPD

In 2017, crime trends remained consistent as the previous years. Violent crime decreased from 2016 (with decreases observed across three of the five areas), while Part 1 crime overall increased slightly. Part 2 crime remained relatively consistent. Notably, one of the most significant changes in violent crime was in the number of robberies. Robbery decreased in 2017, dropping by 23% from 2014. However, other violent offenses such as aggravated assault have steadily increased between 2014 and 2017.

CRO Projects Analysis

RDA analyzed project data available through the SARAnet Database to identify both the number of projects and trends among project types across areas. However, as RDA noted in the Year One evaluation report, there is both limited and inconsistent use of SARAnet among CROs. Therefore, this SARAnet analysis is limited in terms of how well it captures the full extent of community engagement activities. See Appendix A for the coding analysis that was used to classify project types. Figure 13 below shows CRO projects by count and patrol area. As the figure shows, both project counts and project types vary by area,

with the most projects initiated in Area 2 (n=147) and the fewest in Area 5 (n=85). Common project types include patrol, blight, and encampment.[12]

Figure 13. Project Counts by Type and Patrol Area, 2014-2018

Legend:
- Blight
- Encampment
- Operations
- Patrol
- City Agency
- Community Outreach
- Intelligence
- Nuisance
- Business/ Property
- Robbery/ Burglary
- Traffic

Source: OPD
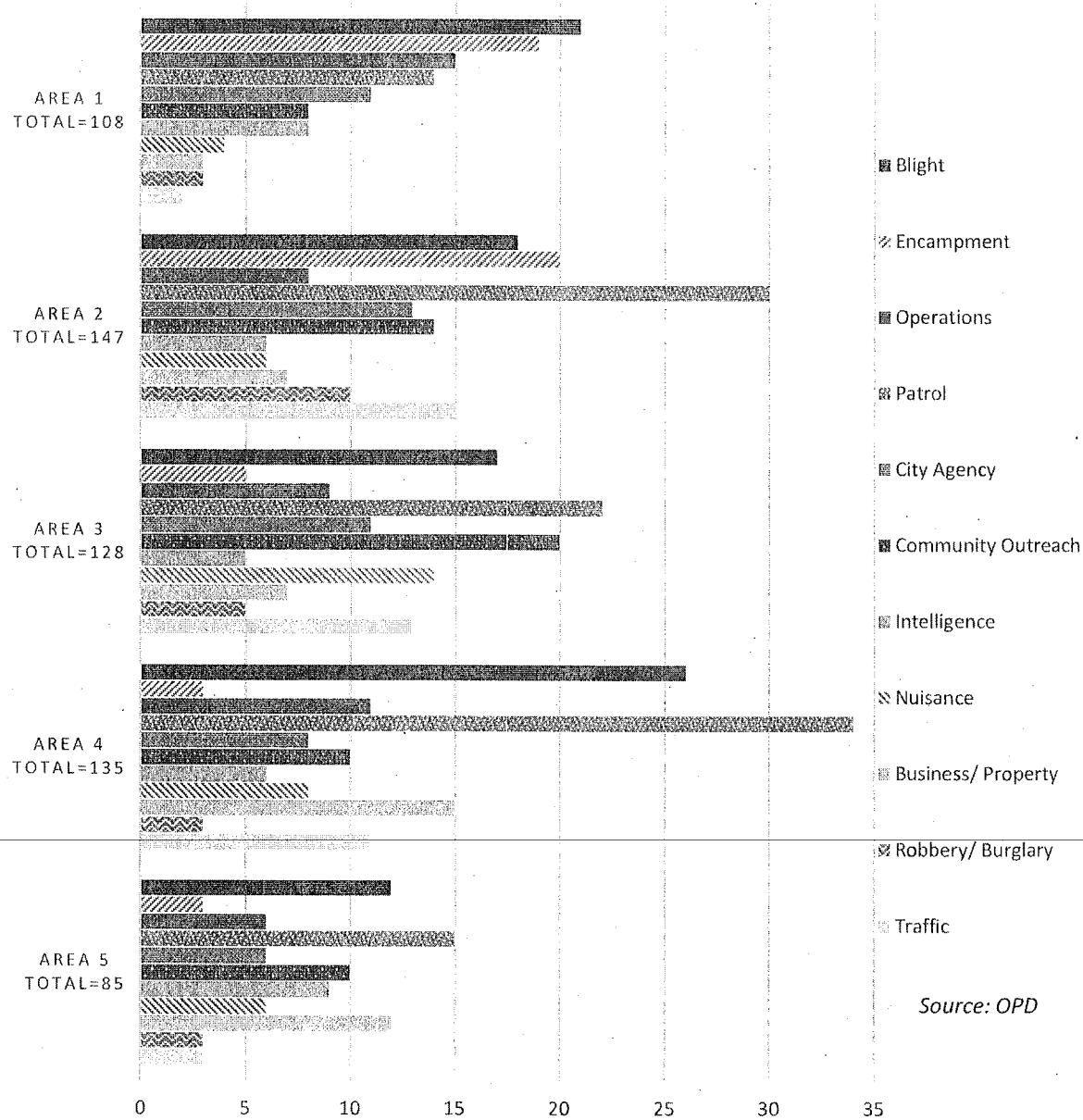
Areas 1 and 5 had the fewest CRO projects but the most projects related to police operations, such as surveillance, arrests, and undercover operations. Areas 2 and 4 had the highest number of traffic-related

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[12] Only projects with a "Project Goal," "Project Task," or both entered as part of the project description in SARAnet are included in the analysis. For this reason, the analysis figures may not reflect all projects CROs have worked on. See Appendix A for more detail on the kinds of activities coded under each category.

projects, and Areas 1 and 2 had the highest number of projects related to homeless encampments. Area 5, which is the part of East Oakland furthest from Downtown, had the fewest number of projects overall in a single year. Citywide, there was a slight dip in the number of CRO projects in 2017, but generally the trend has remained consistent; the number of projects initiated so far in 2018 is on track with 2014-2016 levels.

Oakland Measure Z Policing Services
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Area 1: Downtown and West Oakland

Figure 14: OPD Area 1
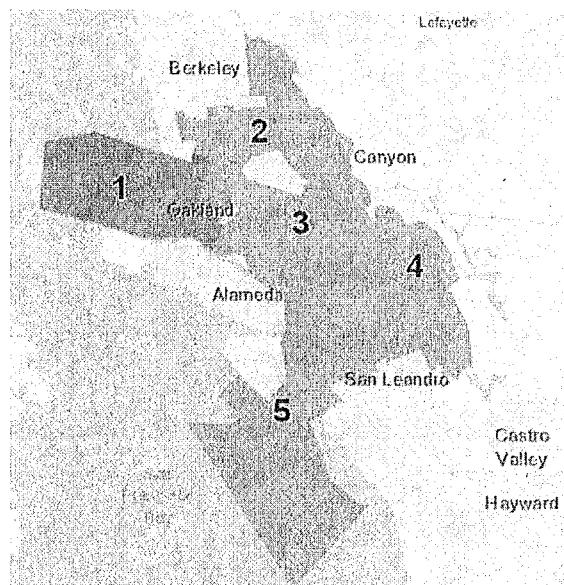
Table 6. CRO Projects, Area 1

Blight	21 projects
Homeless Encampments	19 projects
Operations	15 projects
Patrol	14 projects
City Agency/ Other Collaboration	11 projects
Community Outreach/ Engagement	8 projects
Intelligence Gathering	8 projects
Nuisance	4 projects
Business/ Property Inquiries	3 projects
Robbery/ Burglary	3 projects
Traffic	2 projects

Figure 15: Area 1 Annual Crime Rates, 2014-2017

Violent Crime: Area 1 — 1248; Oakland — 1251
Part 2 Crime: Area 1 — 5298; Oakland — 4630
Part 1 Crime: Area 1 — 6519; Oakland — 6206
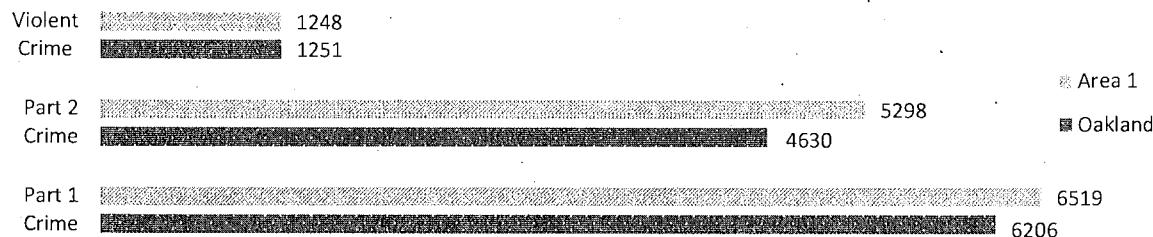
Area 1 consists of downtown and West Oakland. In June 2018, there were 9 CROs and 7 CRTs. Compared with the city overall, crime in Area 1 is relatively high. In particular, this part of the city faces challenges with larceny, simple assault, vandalism, drug crimes, and other Part 2 crimes. Figure 15 above offers a snapshot of the average annual crime rate in Area 1 over the analysis period of 2014-2017. As the figure shows, Part 1 and Part 2 crime is slightly higher than the city average, with violent crime roughly equivalent to the citywide average

From 2014-2018, projects related to blight and homeless encampments were the most common. Blight-related projects typically involved towing of abandoned vehicles, deterrence of illegal dumping, removal of trash, and alleviation of loitering and squatting. The majority of encampment projects focused on reducing or removing homeless encampments. These types of projects typically involved conducting security checks, increasing patrol presence, and collaboration with other city agencies such as Public Works and the Homeless Outreach Unit.

·Area 2: Uptown and North Oakland

Figure 16: OPD Area 2
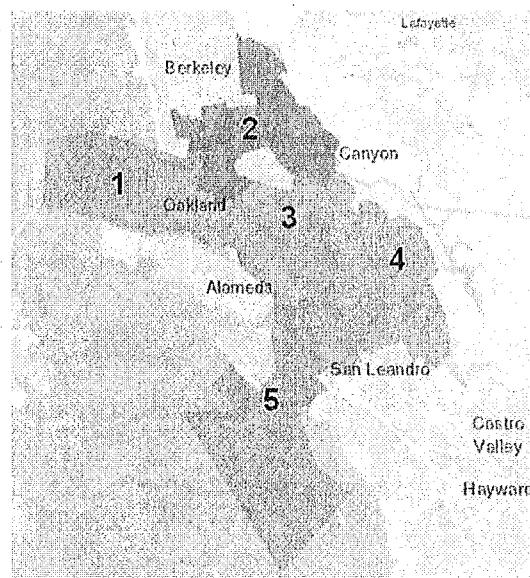
Table 7. CRO Projects, Area 2

Patrol	30 projects
Homeless Encampments	20 projects
Blight	18 projects
Traffic	15 projects
Community Outreach/ Engagement	14 projects
City Agency/ Other Collaboration	13 projects
Robbery/ Burglary	10 projects
Operations	8 projects
Business/ Property Inquiries	7 projects
Intelligence Gathering	6 projects
Nuisance	6 projects

Figure 17: Area 2 Annual Crime Rates, 2014-2017

Violent Crime: 729 / 1251
Part 2 Crime: 3569 / 4630
Part 1 Crime: 6553 / 6206
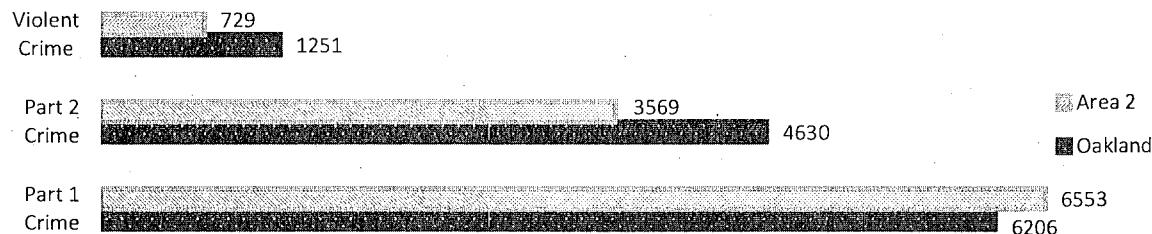
Area 2 / Oakland

Area 2 consists of Uptown and North Oakland. In June 2018, there were seven CROs and seven CRTs. Compared with the city overall, crime in Area 2 is the lowest in the city, with the biggest problems in this area taking the form of larceny, fraud, forgery and counterfeiting, and vandalism. Figure 17 above offers a snapshot of the average annual crime rate in Area 2 over the analysis period of 2014-2017. As the figure shows, Part 1 crime is slightly higher than the city average (driven in large part by high larceny rates compared with the rest of the city), but Part 2 crimes and violent crimes are below the city average.

Patrol-related projects were the most common, followed by projects focused on homeless encampments. Most patrol-related projects entailed conducting security checks on homeless encampments or properties recently burglarized/robbed as well as increasing police·presence to deter auto burglaries. Projects focused on homeless encampments described using Operation Dignity (provides mobile street outreach and linkages to supportive services) and collaboration with Public Works.

Area 3: San Antonio, Fruitvale, and the Lower Hills

Figure 18: OPD Area 3
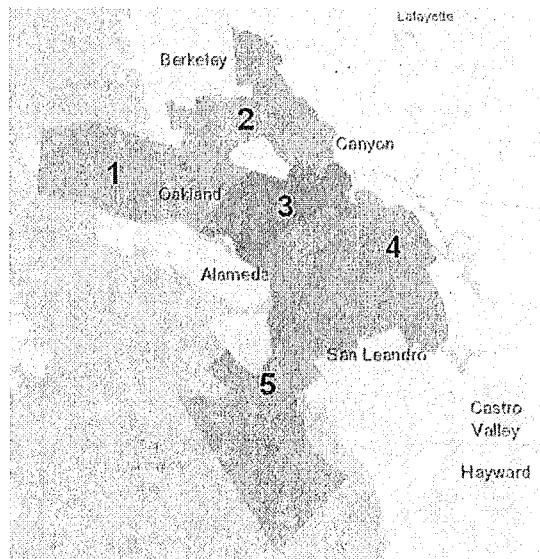
Table 8. CRO Projects, Area 3

Patrol	22 projects
Community Outreach/ Engagement	20 projects
Blight	17 projects
Nuisance	14 projects
Traffic	13 projects
City Agency / Other collaboration	11 projects
Operations	9 projects
Business/ Property Inquiries	7 projects
Intelligence Gathering	5 projects
Robbery/ Burglary	5 projects
Homeless encampment	3 projects

Figure 19: Area 3 Annual Crime Rates, 2014-2017

Violent Crime: Area 3 – 1326; Oakland – 1251
Part 2 Crime: Area 3 – 4118; Oakland – 4630
Part 1 Crime: Area 3 – 5779; Oakland – 6206
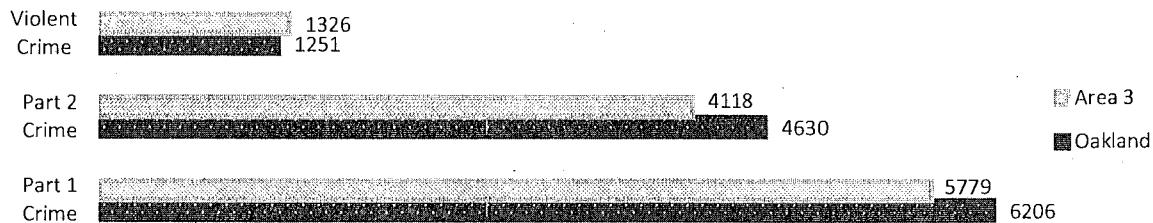
Area 3 consists of San Antonio, Fruitvale, and the Lower Hills. In June 2018, there were eight CROs and six CRTs. During the analysis period, crime in Area 3 approximated the citywide average. Violent crime in Area 3 was slightly above the city average, with robbery and rape rates in particular being relatively high compared to the rest of the city. Table 10 above shows the average annual crime rate in Area 3 over the analysis period of 2014-2017. Both Part 1 and Part 2 crime rates are slightly below the city average, and the violent crime rate is slightly above the city average (Figure 21).

Similar to Area 2, patrol-related projects were the most common in Area 3. Unlike Areas 1 and 2, projects related to homeless encampments were the lowest in Area 3. Most patrol projects in Area 3 involved proactive policing to reduce illegal activity such as burglaries. Other patrol projects focused on enforcement activities such as citing and arresting individuals. Most of the projects coded as community outreach/engagement were focused on educating business owners on how to prevent burglaries of their businesses. Other CRO projects included educating community members on public safety precautions, how to report prostitution activity, vehicle burglary prevention, and traffic safety.

Area 4: East Oakland, Mills, and Leona

Figure 20. OPD Area 4
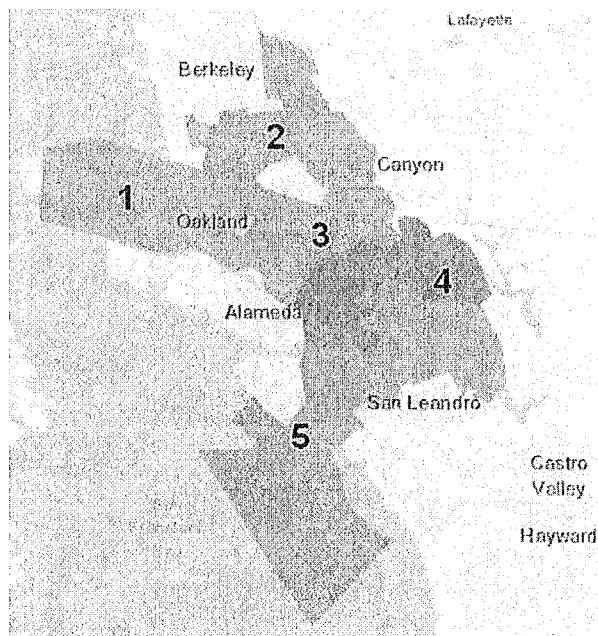
Table 9. CRO Projects, Area 4

Patrol	34 projects
Blight	26 projects
Business/ Property Inquiries	15 projects
Operations	11 projects
Traffic	11 projects
Community Outreach/ Engagement	10 projects
City Agency / Other collaboration	8 projects
Nuisance	8 projects
Intelligence Gathering	6 projects
Homeless encampment	3 projects
Robbery/ Burglary	3 projects

Figure 21: Area 4 Annual Crime Rates, 2014-2017

Violent Crime: Area 4 1343, Oakland 1251

Part 2 Crime: Area 4 4305, Oakland 4630

Part 1 Crime: Area 4 5212, Oakland 6206
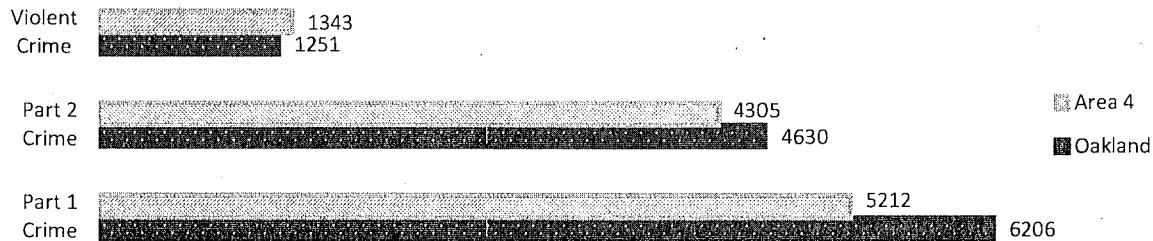
Area 4 consists of the northern part of East Oakland, Mills, and Leona. In June 2018, there were six CROs and six CRTs. Crime in Area 4 during the analysis period was fairly close to the city average, with violent crime rates slightly above average and Part 1 and 2 crime rates slightly below (Figure 23). Compared with the rest of Oakland, Area 4 has particular challenges in the form of robberies, motor vehicle theft, simple assault, weapons and drug crimes, and runaway minors. Table 9 shows the average counts for each crime type in Area 4 over the analysis period of 2014-2017.

From 2014-2018, Patrol and Blight were the most common project types in Area 4 and homeless encampment projects were the least common project type. Most patrol-related projects focused on traffic enforcement and safety (i.e. sideshow[13]) followed by narcotic activity. The majority of blight projects involved towing abandoned vehicles, elimination of illegal dumping, and the removal of squatters.

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[13] "Sideshow" is reckless driving within large crowds of spectators, often involving the discharge of firearms.

Area 5: East Oakland and Knowland Park

Figure 22. OPD Area 5

Table 10. CRO Projects, Area 4

Patrol	15 projects
Blight	12 projects
Business/ Property Inquiries	12 projects
Community Outreach/ Engagement	10 projects
Intelligence Gathering	9 projects
City Agency / Other collaboration	6 projects
Nuisance	6 projects
Operations	6 projects
Homeless encampment	3 projects
Robbery/ Burglary	3 projects
Traffic	3 projects
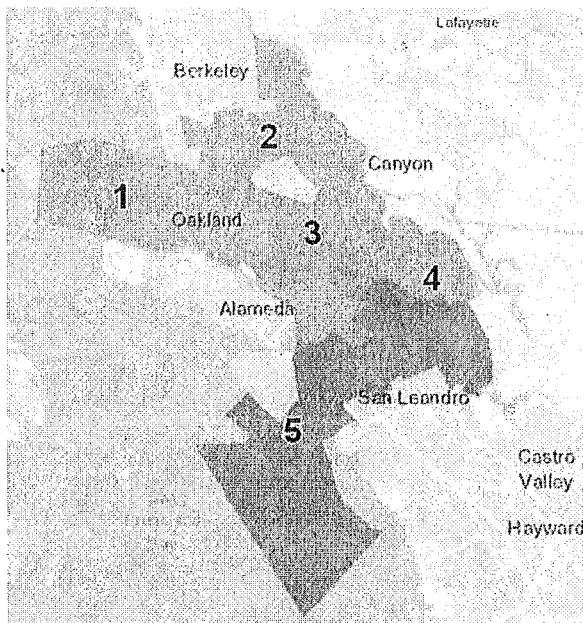
Figure 23: Area 5 Annual Crime Rates, 2014-2017
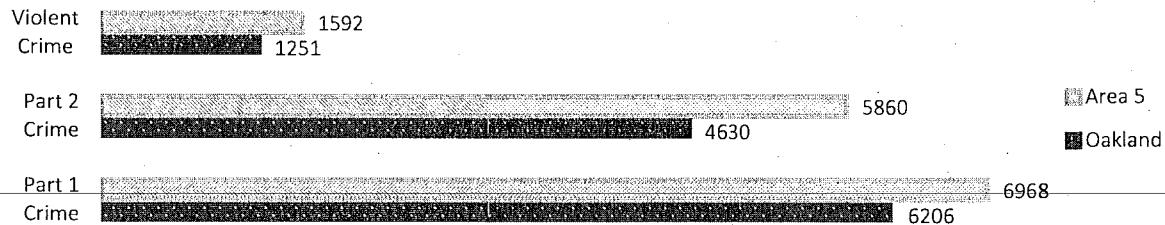
Area 5 consists of the southern part of East Oakland and Knowland Park. In June 2018, there were seven CROs and seven CRTs. Area 5 experienced the highest violent crime rate in the city during the analysis period and higher than average Part 1 and 2 crimes (Figure 25). Among other challenges, Area 5 faces particular problems with weapons violations, offenses against family and children, simple and aggravated assault, burglary, and motor vehicle thefts.

In Area 5, patrol, blight, and business/ property inquiries were the top project types while homeless encampments, robbery/ burglary and traffic projects were the least frequent. Similar to Area 4, patrol-related projects involved security checks to deter illegal activity and reduce the calls for service. Most of blight-related projects were described as having the goal to reduce the sale of narcotics and other illegal activities by towing abandoned vehicles and removing trash/debris. As with Area 4, business/property-related projects aimed to remove squatters from abandoned properties.

Key Findings

Following the framework of OPD's Strategic Plan, our key findings and recommendations are organized around OPD's overarching goals: 1) Reduce crime; 2) Strengthen community trust and relationships; and 3) Achieve organizational excellence. By organizing our key findings and recommendations this way, OPD has an opportunity to align its ongoing efforts (as laid out in the Strategic Plan) with our recommendations.

Crime Reduction

FINDING 1. Violent crime is trending down in Oakland.

Citywide crime decreased by 11% between 2014 and 2017. Across the full analysis timeframe (January 2014 – September 2018), violent crime peaked in the third quarter of 2015 and hit a low in the third quarter of 2018. While violent crime is down across the City,[14] actual rates fluctuate among patrol areas.

FINDING 2. Across patrol areas, there is an inverse relationship between violent crime and the number of CRO projects. Area 2 has the lowest crime rates and the highest number of CRO projects. Area 5 experiences the highest rate of violent crime and has lowest number of CRO projects.

RDA observed an inverse relationship between the rates of violent crime and the rates of CRO projects within each patrol area. As noted earlier in Figure 13, Areas 2, 3, and 4 have the most CRO projects documented, whereas Areas 1 and 5 have the fewest. Area 2 experiences the lowest crimes rates of all the patrol areas, including both Part 2 crime and violent crime, and Areas 3 and 4 have lower crime rates than Areas 1 and 5. RDA's observation shows an inverse correlation but, and this is important to note, the relationship is not necessarily causal; there are many factors impacting CRO projects.

Fostering Community Relationships

FINDING 3. Over the last year, OPD worked to improve community relationships by increasing communication and fostering engagement with stakeholders.

In alignment with a recommendation from RDA's Year One Evaluation Report, OPD has improved community outreach and engagement activities in 2018. The Department's broad-based communication strategy with external stakeholders highlighted positive stories through social media and other channels, focusing on relationship-building within the community. OPD has worked to improve social media connections within the Oakland community, publishing positive stories about police/community collaboration and projects. In support of this goal, OPD provided social media training to some of its officers.

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[14] According to the Pew Center, violent crime in the U.S. has fallen sharply over the past quarter century. Based on FBI numbers the violent crime rate fell 49% between 1993 and 2017. http://www.pewresearch.org/fact-tank/2019/01/03/5-facts-about-crime-in-the-u-s/

FINDING 4.   Community relationships are a priority for CROs and valued by OPD leadership, and there are opportunities for OPD to continue strengthening community ties throughout the whole organization.

OPD is making efforts to incorporate community policing goals into all public-facing assignments to effectively implement Measure Z goals. CROs and CRTs spend most of their time in their assigned communities, which means they hold deep neighborhood connections and understand both current and evolving neighborhood-level needs. CROs demonstrate extensive professional tools to support their community-building work, including soft social-emotional skills that help them successfully engage with communities during monthly presentations at Neighborhood Council meetings. Staff and leadership shared that these soft skills are job expectations for CROs, who are required to attend community events at least monthly. CRT officers are required to attend one community event every three months – and patrol officers have been recently required to engage in one community building project per squad per year, as well as host and attend community events and living room meetings. In addition, all OPD personnel are completing two phases of procedural justice training. To be the most effective, it is best practice for community policing and relationship building to permeate all aspects of departmental operations and leadership.

Organizational Excellence

FINDING 5.   OPD continues to embrace an intelligence-led, geographic, and community-oriented approach to policing—from leadership to line staff.

OPD continues to embrace many core principles of intelligence-led policing, geographic policing, and community-based policing. Tenured staff noted that OPD's approach today is considerably more strategic, coordinated, and responsive to community needs than it has been in the past. For example, CROs and CRTs use several data sources to triangulate information – including crime statistics, social media, community intelligence, and technology to locate gun shots – when making strategic decisions. Several stakeholders who spoke with RDA attributed OPD's improved precision during operations to these intelligence-led and geographic policing approaches. Improving precision reduces the "policing footprint" in neighborhoods that have been historically over-policed. OPD leadership shared that these strategies reflect their efforts to improve police/community relationships.

FINDING 6.   OPD has worked to improve internal collaboration and communication among units, but there are opportunities to better coordinate ground operations, particularly between CROs/CRTs and Ceasefire.

OPD is successfully working to improve internal communication, collaboration, and coordination in a variety of ways, including daily interactions between CRTs/CROs and robbery/homicide investigators and participating in the weekly shooting review meetings led by Ceasefire. These shooting reviews support intra-departmental coordination by providing a joint forum for all units to discuss departmental priorities and local issues in real-time. Despite these successes, CRO and CRT officers report barriers to effective

coordination with Ceasefire, such as inconsistent sharing of information between these units. Because CRTs and CROs rely on information-sharing to prevent local crime and help solve projects, this barrier to communication impedes their effectiveness. Officers report that some Areas once held joint line-ups with the Ceasefire units, but no longer do. According to staff on the ground, the lack of consistent communication has led to some conflicting and overlapping operations among different units.

FINDING 7   CROs and CRTs perceive frequent and abrupt changes to shift schedules, and report that this negatively impacts morale and retention.

CROs and CRTs reported frequent and unpredictable changes to both their assignments and their schedules, especially for special events like street festivals, concerts, sideshow, club detail, etc. OPD leadership shared that the Department aims to provide advance notice as early and as often as possible, but, at the same time, acknowledges that CROs and CRTs are the first personnel to be redeployed when operational needs evolve rapidly due to their position's flexible schedule. Officers and some OPD leadership agreed that unplanned assignment changes can impede CROs' and CRTs' ongoing, longer-term community work, especially when temporary re-deployment take officers into other patrol areas. Stakeholders also mentioned that workweeks stretching up to eight consecutive days can lead to physical and mental fatigue, and generally low morale.

Despite cited high levels of collaboration between CROs and CRTs, officers shared that abrupt scheduling changes limit the amount of overlap between CRO and CRT shifts within an area. This limits potential opportunities for joint activities, which affects the types of operations that an area pursues.

FINDING 8   Staffing and redeployment data were unavailable for evaluation as originally planned.

The Department was unable to provide the evaluators with access to staffing data such as reliable data to calculate retention and turnover for Measure Z staff. This limited the degree to which RDA could include staffing levels and retention analyses in the current evaluation. Furthermore, as described in other sections, OPD is not capturing redeployment data. Maintaining accurate, reportable staffing data is critical to this evaluation process as well as to organizational processes internally.

Role of Community Resource Officers

FINDING 9   Since the implementation of Measure Z, CROs have supported hundreds of community-oriented projects designed to resolve neighborhood problems.

CROs initiated and documented 503 projects between January 2014 and October 2018. CRO staff demonstrated deep knowledge of local needs and patterns of criminal activity in their assigned geographic communities. They successfully utilize this knowledge to assist and support local community members, which is a core part of the community policing model. CROs work on CRO projects that address community priorities and neighborhood-level needs. While CROs initiated and documented hundreds of community-oriented CRO projects, there are disparities in the number of projects implemented across each patrol area, as noted above in Finding 2.

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FINDING 10. Existing data collection tools and data reporting practices do not capture the full extent of CRO work and their impact on communities.

Despite widespread buy-in for data-informed policing strategies, CROs are not consistently and thoroughly capturing their project and project activities in SARAnet. During the analysis of SARAnet data, RDA experienced difficulty analyzing all projects inputted in SARAnet due to inconsistency across each component (Scanning, Analysis, Response, and Assessment) and incomplete fields. This led to the omission of a significant number of projects from this report's analysis. RDA highlighted this finding in the Year One evaluation report. Without reliable information from SARAnet about the successes of CRO activities, performance is difficult to evaluate.

Furthermore, the SARAnet database currently does not capture all of CROs' daily activities that are community driven and promote public safety. Some activities observed were not part of a project but contribute to meeting the goals of Measure Z. For example, during the observations, a CRO officer pulled over to assist a car that needed to be pushed out of the street. After supporting the civilian, the CRO shared with RDA the importance of promoting a positive image of officers through small actions.

Role of Crime Reduction Team Officers

FINDING 11. CRTs are successfully collaborating with CROs within the same patrol area and are also collaborating with CROs in bordering patrol areas.

CROs and CRTs within each patrol area have collaborative meetings on a weekly basis—called joint lineups—to discuss OPD priorities and coordinate their policing activities such as operations. These meetings are also opportunities to ensure that CROs and CRTs are not duplicating efforts or utilizing the same resources.

FINDING 12. CRTs are successfully collaborating with CROs within the same patrol area and are also collaborating with CROs/CRTs in bordering patrol areas.

CRT staff report that when there are planned trainings, squads frequently have the opportunity to send up to two officers. Because coverage needs on the ground prevent the entire unit from being able to attend the same training, officers use a "train the trainer" practice of reporting in order to transfer the new knowledge to the entire unit after a training. CRTs expressed appreciation for these opportunities, and also expressed a desire for more frequent opportunities to deepen their skill sets.

Officers shared that, previously, new CRT assignments would have mentorship opportunities from tenured staff. But, the current trends of low officer retention and high turnover mean fewer opportunities for this kind of onboarding support. Though Measure Z allocates funds specifically for training, some CRTs report that the process for requesting and accessing these resources is both unclear and challenging.

FINDING 13. CRTs are not systematically tracking their activities or efforts, which makes it difficult to measure and evaluate their performance.

Similar to CROs in Finding 10 above, CRTs demonstrated sophisticated knowledge of neighborhood histories, prominent community members, and networks operating in their assigned patrol area. This knowledge supports them in carrying out their operation activities effectively. Despite this observation, measuring and evaluating success is challenging because CRT units are not capturing CRT-specific activity reports. Shooting review provides OPD with the ability to track CRT activities connected to an ongoing shooting investigation. While some units shared that they maintain internal accounts of their "successes," without a consistent record of activities or performance data, progress cannot be evaluated. Without clear performance metrics, the impact of CRT efforts are difficult to quantify and demonstrate.

Conclusion

Overall, it is clear CROs/CRTs and OPD leadership are committed to a proactive policing approach aimed at preventing and responding to crime without compromising the trust and health of the public. In particular, CROs and CRTs embrace community policing methods that are well-aligned with the approaches and values outlined in Measure Z. For example, throughout our data collection, CROs conveyed the importance of community engagement and providing the best "customer service" they can. Along the same lines, CRTs expressed a commitment to minimizing policing footprints in communities through targeted, data-driven efforts. Despite these strengths in leading community-oriented and intelligence-led operations, there are steps OPD could take to better ensure the successful implementation of Measure Z. With due consideration given to the challenges the department faces, RDA provides the following recommendations:

Recommendations

RECOMMENDATION 1. Continue to broaden the community policing philosophy more widely within the Department by initiating regular internal communications that highlight community policing successes from all sworn personnel.

According to the fourth pillar of the *President's Task Force on 21st Century Policing* report, community policing requires the active building of positive relationships with members of the community. RDA's extensive observations suggest that OPD can continue to foster growth in this area by encouraging all personnel to develop stronger community relationships. As it is now, some OPD personnel revealed they understand community policing to be the work of CROs rather than a department-wide strategy to be employed by all officers. To develop a more holistic understanding of what community policing is, and to most effectively deploy its principles, OPD should establish an internal communication strategy that frequently highlights any community policing done by all sworn personnel – not just CROs.

RECOMMENDATION 2. Assign an analyst to review data including CRO/CRT scheduling and rescheduling patterns, deployment and redeployment trends, and criminal activity trends to improve the predictability and notification windows for scheduling to more efficiently deploy resources.

With an acknowledgement of OPD's ongoing efforts to maintain predictability and regularity in CRO and CRT schedules, many of the officers in these roles connected abrupt scheduling changes directly to morale issues. Thematically, this emerged consistently throughout internal OPD survey responses as well as through focus groups and interviews. OPD should analyze existing information to identify ways to build more predictability around rescheduling and to minimize unnecessary use of the "flex" scheduling that draws these officers away from their community work. RDA recommends that the department not only review existing data to better predict resourcing needs, but also that leadership clearly communicate results to the CROs to improve perceptions and morale. Analyzing these data on a regular, ongoing basis

will allow leadership to make more informed deployments. Perhaps more importantly, this analysis will allow leadership to communicate to officers the steps being taken to reduce the abrupt scheduling changes impacting their morale.

RECOMMENDATION 3. Because CRTs, CROs, and Ceasefire units all work toward the same goals, OPD should look for ways to improve operational coordination and communication.

The weekly shooting review meeting is one vehicle for collaboration among CRTs, CROs, and Ceasefire. However, this meeting is narrowly focused on fostering effective communication to address shootings. OPD can build on the success of this collaborative meeting by streamlining communication among the units to ensure that both units have a clear understanding of ongoing area operations that are related to all violent crime (not only shootings.)

RECOMMENDATION 4. Establish performance measures and reporting structures that ensure alignment between CRO projects and Measure Z goals.

RDA's analysis of projects coded in SARAnet suggests that OPD can better target CRO projects to more explicitly advance the Measure Z goals of reducing violent crime and promoting stronger community relationships. One way to achieve this is by developing strategic communication that articulates in explicit terms how specific projects are intended to advance Measure Z goals.

Appendix A: SARAnet Project Coding Key

Code	Key Words
Blight	Dumping, clean, tow, loiter, abandon, special enforcement, illegally parked, tag
Business/ Property Inquiries	Owner, employees, trespassing, business, property, squat, landlord, manager, illegal business, eviction
City Agency / Other Collaboration	Partnership, department, Caltrans, coordinate, homeless outreach unit, arrange, request, City, schedule, Operation Dignity, Public Works, signage, City Administrator's Office, Oakland Department of Transportation, work with
Community Outreach/ Engagement	Meeting, contact, educate, education, advise, disseminate information, outreach, communicate, awareness, CPTED
Homeless Encampments	Homeless, encampment, clean up, Operation Dignity, tent
Intelligence Gathering	Identify, learn, observation, statistical analysis, gather, inspect, evaluate, security video
Nuisance	Nuisance, excessive noise, drinking, disturbing the peace, loitering
Operations	Operation, surveillance, search warrants, drug/ narcotic, prostitution, undercover, gang
Patrol	Visible presence, patrol, security check, police presence, (code) enforcement
Robbery/ Burglary	Robbery, burglary, CPTED, street light
Traffic	Traffic, crosswalk, pedestrian, vehicle code, OPD traffic, CHP, stops, cyclists, sideshow

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MATHEMATICA
Policy Research

REPORT

2016-2018 OAKLAND UNITE AGENCY REPORT

April 12, 2019

Esa Eslami, Johanna Lacoe, Naihobe Gonzalez, Sarah Crissey, Charles Tilley, Natalie Larkin

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CONTENTS

LIST OF ACRONYMS

ACOE	Alameda County Office of Education
ACPD	Alameda County Probation Department
BACR	Bay Area Community Resources
BAWAR	Bay Area Women Against Rape
BE	Beyond Emancipation
BOSS	Building Opportunities for Self-Sufficiency
CEO	Center for Employment Opportunities
CSEC	Commercially sexually exploited children
CWW	Community Works West, Inc.
CYO	Community & Youth Outreach
EBAC	East Bay Agency for Children
EBAYC	East Bay Asian Youth Center
EESS	Employment and education support services
FVLC	Family Violence Law Center
GED	General Education Diploma
GPA	Grade point average
HSD	Human Services Department, City of Oakland
MISSSEY	Motivating, Inspiring, Supporting & Serving Sexually Exploited Youth
OPD	Oakland Police Department
OUSD	Oakland Unified School District
PIC	Oakland Private Industry Council
Roots	Roots Community Health Center
Seneca	Seneca Family of Agencies
TMC	The Mentoring Center
UCR	Uniform Crime Reporting
YEP	Youth Employment Partnership, Inc.

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INTRODUCTION

A. Background

Oakland Unite is a public safety collaboration of community-based organizations, public agencies, and city residents that aims to reduce violence in Oakland. Administered by the City of Oakland's Human Services Department (HSD), Oakland Unite was initially funded though the Violence Prevention and Public Safety Act of 2004, also known as Measure Y, which raised funds for community-based violence prevention programs and policing and fire safety personnel through a parcel tax on Oakland property and a parking tax assessment. In 2014, Oakland residents voted to extend these levies through Measure Z, which now raises about $27 million annually, to focus efforts on specific, serious types of violence, including gun violence, family violence, and sex trafficking. Measure Z funds violence prevention programs, police officers, fire services, and evaluation services. Forty percent of these funds are invested in community-based violence prevention programs through Oakland Unite.

As part of this citywide effort, Oakland Unite aims to interrupt and prevent violence by focusing on the youth and young adults in Oakland who are at the highest risk of direct exposure to violence, violent victimization, and active involvement in violence. Figure 1 illustrates the relationship between Oakland's neighborhood contexts, Oakland Unite strategies, and the outcomes Oakland Unite is designed to affect. This model highlights how the neighborhood context affects the population served by Oakland Unite, the strategies employed, the goals of the strategies, and the expected outcomes.[1] For example, in Oakland, the majority of individuals who have contact with the criminal and juvenile justice systems are African American young men, which is the population most predominantly served by Oakland Unite.[2]

Oakland Unite administers grants through a diverse set of strategies to accomplish violence prevention and reduction. Table 1 details the five strategies (life coaching, education and economic self-sufficiency, violent incident and crisis response, innovation, and community asset building) and their associated sub-strategies supported by Oakland Unite. Overall, 34 grants were awarded to 27 agencies in the 2018–2019 fiscal year, with services also provided within HSD, for a total of $8.0 million. All agencies are required to match at least 20 percent of their Oakland Unite grants, though we report and analyze only Measure Z funds. These agencies are also supported by a $300,000 annual investment in grantee training and technical assistance.[3]

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[1] Other parts of Measure Z, such as Ceasefire, crime reduction teams, community resource officers, and emergency response through the Oakland Fire Department, also play important roles in the city's collaborative violence reduction effort but are outside the purview of Oakland Unite and this evaluation.

[2] Based on Mathematica analysis of 2006-2018 Oakland Police Department data.

[3] Every two-to-three years, Oakland Unite prepares a new spending plan based on community input and evaluation findings. A new 2019-2021 spending plan will refine the current strategies going forward and can be found here: http://oaklandunite.org/blog/oakland-unite-spending-plan/.

Figure 1. Conceptual model of Oakland Unite

Oakland neighborhood context

Family income, employment opportunities, access to quality education, housing affordability, access to healthy food, exposure to violence, and so on

Target populations	Strategies	Goals	Outcomes
Youth and young adults: • At highest risk of experiencing or perpetrating violence • Returning to the community after incarceration for a serious offense	Life coaching	Form deep, long-term relationships and connection to basic resources	Fewer deaths and injuries from violence
	Education and economic self-sufficiency	Connect with employment through training, education, and job supports	Better individual delinquency, educational, and employment outcomes
Children, youth, and adults: • Experiencing violence in the home • Being sexually exploited • Victims of gun violence	Violent incident and crisis response	Provide individual and community support following violent incidents	Lower neighborhood violent crime rates
Family, friends, and community of shooting victims	Community asset building Innovation fund		Lower citywide violent crime rates

Table 1. Strategy and sub-strategy descriptions and participant enrollment

Strategy	Sub-strategy	Number of participants served by calendar year		
		2016	2017	2018
Life coaching Uses mentoring and coaching to help high-risk youth and young adults move toward stable and successful lives. Coaches work with participants to develop individualized service plans and help connect participants to services.	**Adult life coaches** ($1,606,427, 5 grantees) work closely with high-risk young adults to deter involvement in violence and in the justice system.	298	334	332
	Youth life coaches ($1,380,300, 8 grantees) work closely with high-risk youth to help them engage in school and avoid violence and involvement in the justice system.	315	355	301
Education and economic self-sufficiency Helps high-risk youth and young adults secure employment and achieve self-sufficiency through a range of avenues, including developing job-related skills and fostering relationships with employers.	**Transition-age youth/young adult employment and education support services** ($1,155,600, 5 grantees) agencies work to improve the career prospects of hard-to-employ young adults through skill building and transitional employment.	733	585	403
	Youth employment and education support services ($716,900, 4 grantees) agencies aim to increase career readiness through academic support and employment experience.	188	253	222
Violent incident and crisis response Supports people and communities following violent incidents to mitigate the consequences of violence and decrease the likelihood of future violence and victimization. This strategy encompasses four sub-strategies with different aims.	**Street outreach** ($1,193,050, 2 grantees) aims to disrupt the cycle of violence by stopping retaliation and using conflict mediation and support services.	372	298	263
	The **shooting response and homicide support network** ($563,750, 3 grantees) offers support to shooting and stabbing victims during hospital stays and victims' return home, relocation services for individuals in immediate risk of harm, and support for victims' families and others affected by homicide.	587	757	702
	Commercially sexually exploited children ($428,710, 3 grantees) intervention reaches out to exploited youth, gets them into safe environments, and provides wraparound supports to end their exploitation.	280	286	211
	Family violence intervention ($481,500, 1 grantee) supports victims of family violence with legal and socioemotional services as well as crisis response, including emergency housing and a 24-hour hotline.	895	873	730
The innovation fund ($214,000, 2 grantees) Supports the development and testing of new ideas and practices for reducing violence. One funded program diverts youth with felony charges out of the juvenile justice systems using restorative justice and the other aims to influence school climate and culture through training and trauma-informed education.		73	114	98
Community asset building ($744,906, 2 grantees[a]) Alters norms about violence in communities by developing supports within the community through developing the leadership skills of community leaders to direct change in their own neighborhoods. It includes a summer Friday night parks program to increase community safety in high-violence areas and training and technical assistance for community-based providers in the Oakland Unite network.				

Note: Strategy and sub-strategy funding amounts and grantees are for fiscal year 2018–2019 only.
[a] These sub-strategies are administered by the Human Services Department

B. Overview of evaluation and purpose of report

Many evidence-based and promising practices have been put into place by agencies funded by Oakland Unite to serve these diverse target populations and prevent, disrupt, and effectively respond to violence, but data and evidence are needed to inform both the direction of grant making in the future and the field more broadly. Under Measure Z, the city is also obligated to fund an independent evaluation of Oakland Unite. The four-year evaluation for the years 2017 to 2020 includes an annual agency-level report, an annual strategy-level report, and a comprehensive evaluation. This report constitutes the annual agency-level report, providing detailed profiles for each Oakland Unite agency and strategy. These profiles provide summary descriptive findings on the basis of administrative data, survey findings, and document reviews.

C. Data sources and limitations

The Oakland Unite participant- and agency-level data presented in this report are derived from data retrieved from Oakland Unite agencies, the Oakland Police Department (OPD), the Oakland Unified School District (OUSD), the Alameda County Probation Department (ACPD), and the Alameda County Office of Education (ACOE). Each measure is described in detail in the measure definitions section of the report. For additional details on data collection and processing, see the appendix.

In 2018, we conducted a participant satisfaction survey to complement qualitative data collection in previous years that included reviews of grant documents, interviews with HSD staff, and in-depth site visits during which we interviewed agency staff and participants. For additional details on the survey design and measures, see the appendix.

For this report, we restricted the analyses to individuals who had any service data. Of the 8,631 individuals in the Oakland Unite database in 2016, 2017, and 2018, 8,480 had services recorded; these individuals form the basis for this report. Although some of these participants may have had very little contact with the program, including them provides a complete picture of the population an agency worked with during the three-year period.

The data sources available for this report provided important information, but also have some limitations. Although we made efforts to clean and validate the data collected in the Oakland Unite database, like any administrative data, its quality depends on the accuracy and completeness of the information entered by agency staff. Individuals who did not consent to share their personal information are excluded from prior arrest, victimization, and school engagement rates because matching participants to OPD, ACPD, or OUSD data requires personally identifiable information.[4] Forty-seven percent of Oakland Unite participants did not consent to share their name, date of birth, and address for evaluation purposes; the majority of these participants are concentrated within one agency, the Family Violence Law Center, which

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[4] School enrollment rates are further restricted to school-age youth 19 or younger; other information about school engagement is based only on participants who were enrolled in OUSD prior to participation in Oakland Unite.

serves a large number of people. Consent rates are reported as a footnote at the bottom of each agency's profile.

In examining participant arrest and victimization histories, we had data only on incidents reported by OPD or recorded by ACPD. Incidents in other jurisdictions may not be recorded in these data sources. For example, arrests conducted by the Oakland School Police and Oakland Housing Authority Police were not available. Similarly, information about school engagement was available from only district-operated schools in OUSD and community schools in ACOE. We did not have access to records from charter or private schools in Oakland nor from schools in neighboring school districts, which some Oakland Unite youth may attend. In addition, victimization data had incomplete personally identifiable information more often than did arrest, probation, or education data. It is also important to note that victimization incidents are frequently underreported to police.

D. Participant satisfaction with Oakland Unite services

To provide a broad overview of participant satisfaction with Oakland Unite services, this section summarizes findings from the participant survey across the strategies. The purpose of the survey was to gather information about Oakland Unite directly from participants. The general topics of study included experiences and satisfaction with services, importance of agency characteristics, thoughts about the future, experiences with violence, and demographic characteristics. There were 317 respondents to the survey from eight sub-strategies. We did not survey participants in street outreach and community asset building because most of them interact with Oakland Unite agencies only once.

- **The vast majority of participants are satisfied with the services they receive from Oakland Unite agencies.** Over 90 percent of survey respondents agreed or strongly agreed with the statements about satisfaction with the kinds of services offered, that staff treat them with respect and they can be open with them, and that staff listen, are available, and understand their situation and needs. See the appendix for a full table of results.

- **There was variation in the proportion of participants who value characteristics of agency staff.** For instance, a larger proportion of life coaching participants, both youth and adults, responded that staff with similar life experiences was very important to them, compared to the other sub-strategies like CSEC and family violence, and youth EESS (Figure 2). In addition, almost all of the adult life coaching and shooting and homicide response participants responded that staff confidentiality was very important to them.

Figure 2. Value of the characteristics of agency staff, by sub-strategy

Percent rating characteristic as very important

■ Staff respect confidentiality   ▨ Staff are responsive   ▨ Staff share similar life experiences
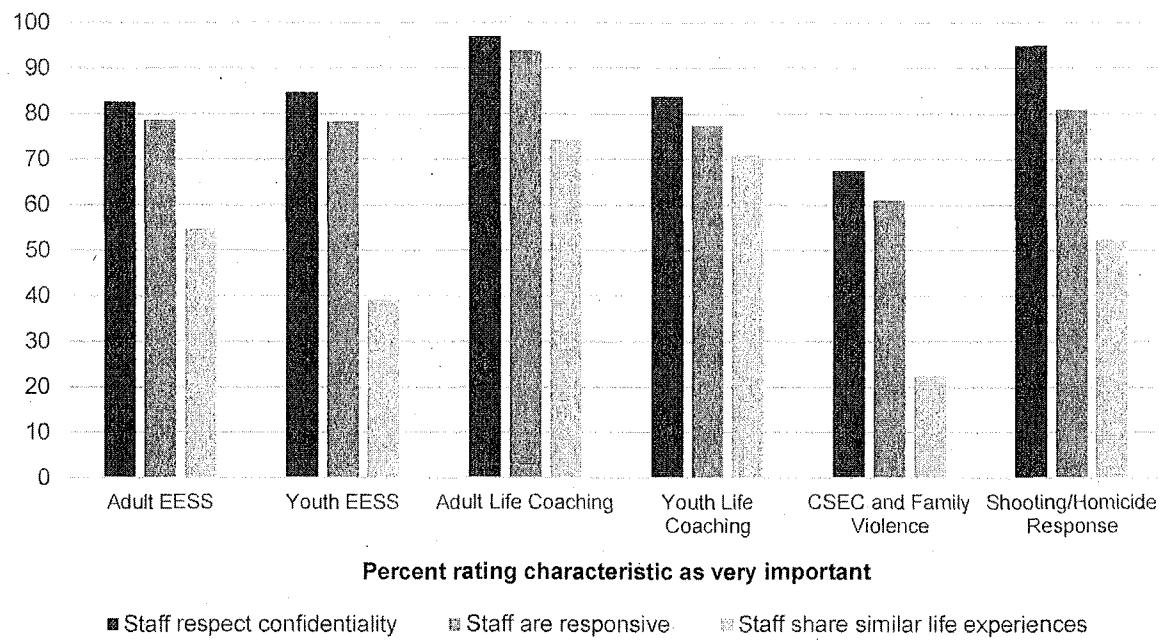
Notes.   Number of respondents by sub-strategy ranged from 20 to 75. See appendix for full table of results.

- **Over half of survey respondents reported receiving referrals for other services.** Participants can receive referrals for a wide array of services based on their specific needs, including housing, legal support, counseling and therapy, and mental health or drug use services. Of the participants who received referrals, over two-thirds found the referral to be very helpful.

- **The majority of survey respondents reported experiences with violence.** Figure 3 presents responses to questions about whether participants have experienced violence in different situations. Three-quarters of respondents reported violence in their neighborhood in the past, over 60 percent reported being a victim of violence in the past, and over 30 percent reported violence in their home. Just under three-quarters of respondents have lost a loved one to violence, with almost half reporting losing someone in the past year. More than half of respondents reported having themselves responded to a situation with violence.

Figure 3. Experiences with violence
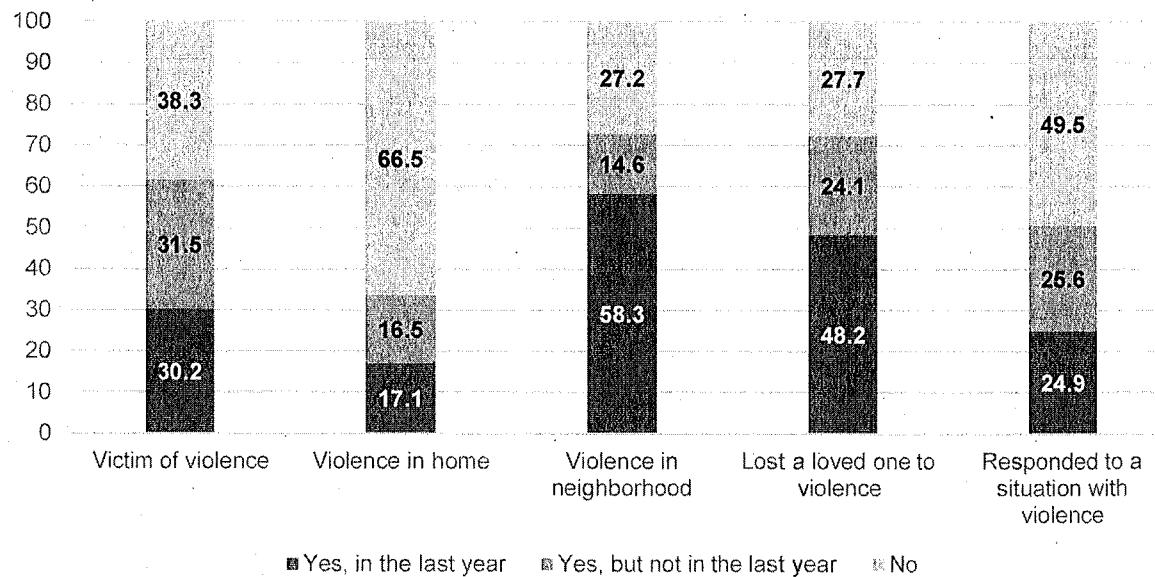
Notes: Number of respondents ranged from 308 to 311. See the appendix for a full table of results.

- **Despite high levels of exposure to violence, participants reported positive outlooks about their futures.** About 95 percent of respondents said that in one year they would be more hopeful about their life, would have a safe place to live, and would be better able to deal with a crisis. At least 90 percent of respondents believed they would be able to resolve conflicts without violence and would have stronger relationships. A similar percentage said they would be able to avoid unwanted contact with police and unhealthy drug or alcohol abuse in the future. More than 85 percent of respondents thought they would have resolved any legal problems, have a steady job, have completed additional education, and be contributing to their community in one year.

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Adult Employment and Education Support Services

| Agencies funded: | 5 | FY 18/19 grant: | $1,155,600 | Participants served: | 1,357 | Percentage of budget used for participant support: | 34% |

The *Adult Employment and Education Support Services (EESS)* strategy provides job skills training, educational support, and career development services to prepare participants to obtain and retain employment. Agencies within the Adult EESS strategy provide job readiness, transitional employment, and job placement services to transition-aged youth ages 18–24 and adults ages 25 and older. Each Adult EESS agency serves different populations, resulting in broad coverage of the at-risk population in Oakland.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender
1%
82%

- Female
- Male
- Unknown

Race and ethnity
16%
7%

- African American
- Hispanic
- Other

Age
1%
39%
60%

- Adults 19-24
- Adults 25+
- Unknown
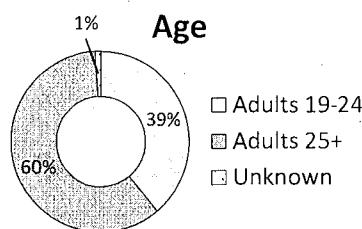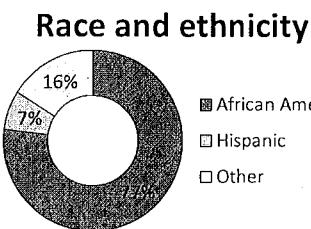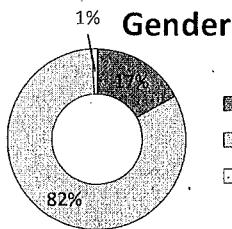
75%
Had peer/family shot or seriously injured before receiving services

30%
Reported being a victim of violent crime to OPD before receiving services

53%
Arrested before receiving services

34%
On probation supervision before receiving services

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

28.7
Life skills/pre-employment training hours

91.9
Group work experience hours

24.1
Individual work experience hours

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	12.7	15.4	16.2	5.4
Percent of all participants	100%	100%	74%	28%

Notes: Adult Employment and Education Support Services participant demographic data is based on 1,357 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 97 percent of participants who consented to share their identifying information.

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Beyond Emancipation

Beyond Emancipation (BE) **provides intensive employment training and transitional work experience to high-risk young adults in Oakland.** Beyond Emancipation aims to serve current or former foster care youth and young adults who are at risk of engaging in violence. Almost 60 percent of BE's participants are female and over half have made police reports in the past about being a victim of violence. The program uses intensive case management with wraparound services to support participants through employment readiness training, individual coaching, and professional development before their placement in transitional and permanent employment sites. Participants have the opportunity to complete a five-week in-house culinary training program and participate in external on-the-job training and internships. BE staff provide "trauma informed coaching" to participants throughout this process to help them develop and apply life and employment skills.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
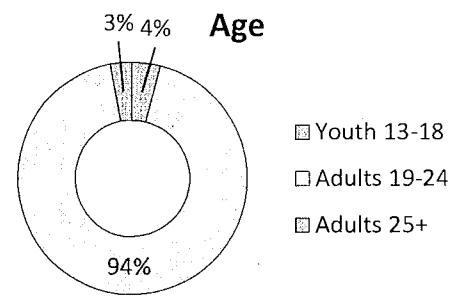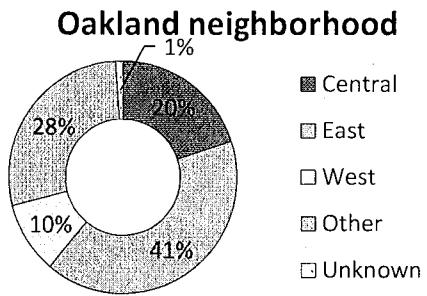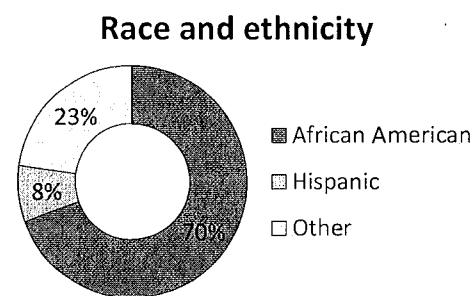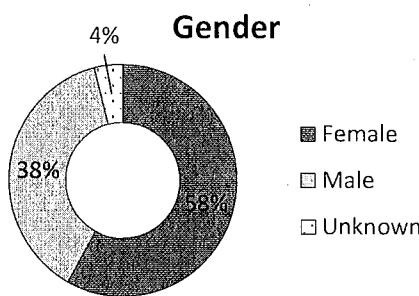
Gender
- 4%
- 38%
- 58%

- ▦ Female
- ▢ Male
- ▢ Unknown

Race and ethnicity
- 23%
- 8%
- 70%

- ▦ African American
- ▢ Hispanic
- ▢ Other

Oakland neighborhood
- 1%
- 20%
- 28%
- 10%
- 41%

- ▦ Central
- ▢ East
- ▢ West
- ▦ Other
- ▢ Unknown

Age
- 3% 4%
- 94%

- ▦ Youth 13-18
- ▢ Adults 19-24
- ▦ Adults 25+

RISK FACTORS

90%	54%	44%	22%
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

Notes: Beyond Emancipation participant demographic data is based on 79 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 86 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	6.0	5.7	7.7	2.8
Percent of all participants	100%	100%	91%	42%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

50.4

Life skills/pre-employment training hours

88.4

Individual work experience hours

14.0

Case management hours

PROGRAM MILESTONES

24%

Job placement

61%

30-day job retention*

33%

90-day job retention*

33%

180-day job retention*

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed six Beyond Emancipation participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- BE offers the services they need
- The staff listen to them and treat them with respect
- They are hopeful about many aspects of the future, including being able to contribute to their community and having stronger relationships, but less optimistic they would be able to avoid unwanted contact with the police and unhealthy drug or alcohol use

---

* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

Building Opportunities for Self-Sufficiency

Building Opportunities for Self-Sufficiency (BOSS) **provides participants with job readiness training, transitional work experience, and employment placement and retention support.** BOSS aims to serve adults returning to Oakland after incarceration and/or at risk of engaging in violence. Almost 90 percent of BOSS participants are African American and the organization serves participants from across multiple Oakland neighborhoods. To support participants through all stages of the program, staff develop individualized employment plans and offer case management with wraparound services, help in identifying and removing barriers to employment, mentoring, and conflict mediation. The program relies on staff who share life experiences similar to participants', to build relationships and maintain engagement. Participants have access to varied work opportunities, such as street cleaning, event staging, and pest control.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
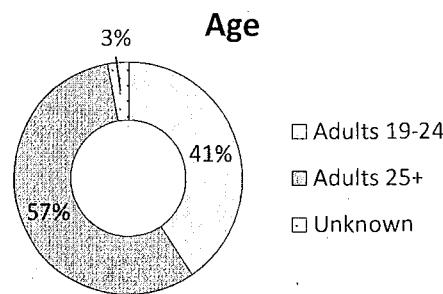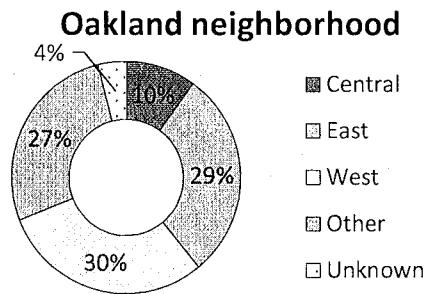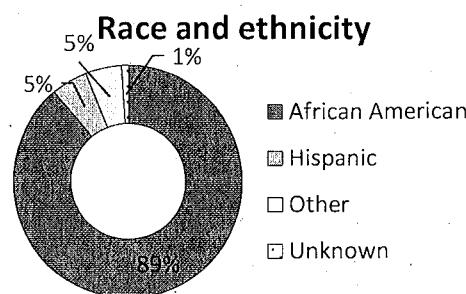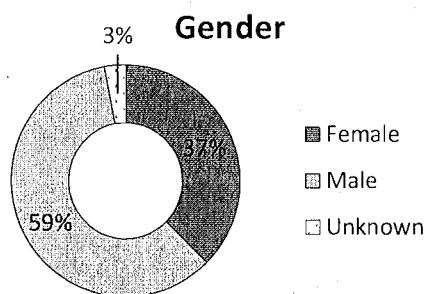
Gender
3%

37%

59%

- ▨ Female
- ▨ Male
- ▢ Unknown

Race and ethnicity
5% 1%

5%

89%

- ▨ African American
- ▨ Hispanic
- ▢ Other
- ▢ Unknown

Oakland neighborhood
4%

10%

27%

29%

30%

- ▨ Central
- ▨ East
- ▢ West
- ▨ Other
- ▢ Unknown

Age
3%

41%

57%

- ▢ Adults 19-24
- ▨ Adults 25+
- ▢ Unknown

RISK FACTORS

98%	**36%**	**54%**	**31%**
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

Notes: Building Opportunities for Self-Sufficiency participant demographic data is based on 182 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 97 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	10.3	11.4	10.9	1.4
Percent of all participants	100%	100%	85%	27%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

44.2	74.4
Life skills/pre-employment training hours	Individual work experience hours

PROGRAM MILESTONES

55%	73%	63%	55%
Job placement	30-day job retention*	90-day job retention*	180-day job retention*

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 14 BOSS Adult EESS participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- It is important that staff respect their confidentiality and that participants feel they can be open with staff

- They are satisfied with BOSS and think it offers the services they need

- In one year, they will be more hopeful about the future and think it is likely they will have a steady job, a safe place to live

---

* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

# Center for Employment Opportunities

The *Center for Employment Opportunities (CEO)* offers intensive employment support services to adults returning to Oakland from incarceration or who are at risk of engaging in violence. CEO participants receive life skills education, transitional work experience, job coaching and placement, and postplacement retention support. CEO serves the largest number of participants among adult EESS agencies. The average CEO participant is 32 years old and more than two-thirds of participants are referred to the program from law enforcement. The central component of CEO's employment model is a social enterprise that provides crew-based maintenance and labor services. To help participants develop job readiness skills, CEO holds them to the expectations associated with a real job, such as showing up to work daily and on time. CEO supports participants during transitional employment by offering transportation assistance and daily pay. Additionally, CEO provides incentives for job retention after participants obtain non-subsidized employment.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
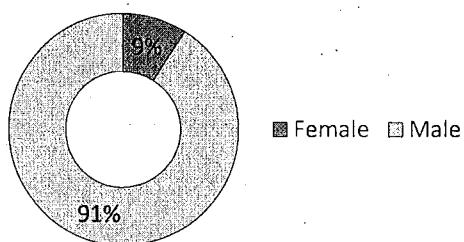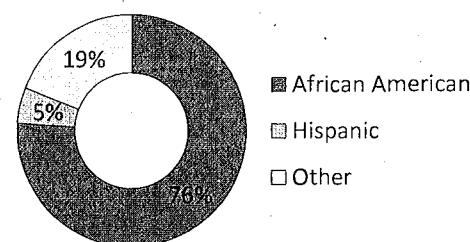
Gender

9%
Female   Male
91%

Race and ethnicity

19%
5%
76%

African American
Hispanic
Other

Oakland neighborhood

19%
30%
24%
27%

Central
East
West
Other

Age

29%
71%

Adults 19-24
Adults 25+
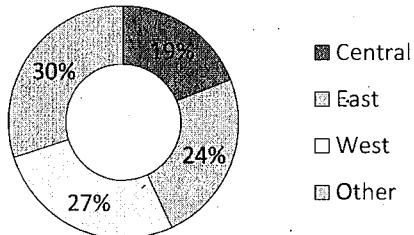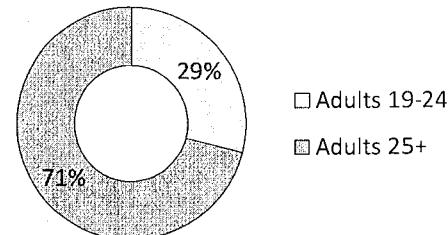
RISK FACTORS

65%	**23%**	**52%**	**35%**
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

Notes: Center for Employment Opportunities participant demographic data is based on 882 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 99 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	14.5	18.1	19.7	3.7
Percent of all participants	100%	100%	66%	19%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

16.0	104.2	1.6
Life skills/pre-employment training hours	Group work experience hours	Case management hours

PROGRAM MILESTONES

35%	56%	46%	33%
Job placement	30-day job retention*	90-day job retention*	180-day job retention*

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 13 CEO participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- They are satisfied with CEO and feel that staff are available when they need them

- Having financial support available is an important part of the program, whereas staff sharing similar life experiences is less of a priority

- In one year, they will be able to avoid unwanted contact with the police and unhealthy alcohol and drug use

---

* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

Civicorps

Civicorps **provides personalized academic and employment support to transitional-age youth who are interested in obtaining a high school diploma.** Civicorps aims to serve transitional-age youth returning to Oakland after incarceration and/or who are at risk of engaging in violence. Civicorps has an on-site charter-approved high school, and uses a trauma-informed approach to deliver college preparatory classes and academic counseling before placing participants in transitional work experiences. Paid job training and internship opportunities are available in two social enterprises: environmental management and recycling. The program relies on skilled classroom teachers, case managers, and job supervisors to help participants develop academic and employment skills and obtain and retain a job. Almost 30 percent of participants find out about the program and enroll without an agency referral.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

27%
73%

■ Female ▣ Male

Race and ethnicity

18%
15%
67%

■ African American
▣ Hispanic
□ Other

Oakland neighborhood

2%
28%
22%
48%

▣ Central
▣ East
□ West
▣ Other

Age

1%
29%
70%

□ Adults 19-24
▣ Adults 25+
□ Unknown

RISK FACTORS

92%	**38%**	**52%**	**29%**
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

Notes: Civicorps participant demographic data is based on 141 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 89 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	17.0	18.8	18.4	14.8
Percent of all participants	100%	100%	97%	43%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

39.3	230.8	211.1	7.3
Life skills/pre-employment training hours	Group work experience hours	Basic education training hours	Case management hours

PROGRAM MILESTONES

34%	91%	70%	62%
Job placement	30-day job retention*	90-day job retention*	180-day job retention*

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 32 Civicorps participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- Civicorps offers the services they need and they are satisfied with the agency
- It is important that financial support is available
- They will be better able to deal with crisis in the future but are less optimistic they would be able to resolve legal problems within the next year

---

* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

Oakland Private Industry Council

Oakland Private Industry Council (PIC) uses a combination of case management and clinical counseling to support participants through the process of job readiness and life skills training, transitional employment, and job placement. Oakland PIC aims to serve adults returning to Oakland after incarceration and/or who are at risk of engaging in violence. The majority of PIC participants are African American males. The program relies on skilled case managers to assess the needs of program participants and develop individualized employment plans. Participants receive on-the-job training through one of three external worksites—Saint Vincent de Paul's Champion's Workforce Program, Goodwill Industries, and the Bread Project's Bakery Bootcamp—where they can learn about warehousing logistics and culinary, janitorial, and security work.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
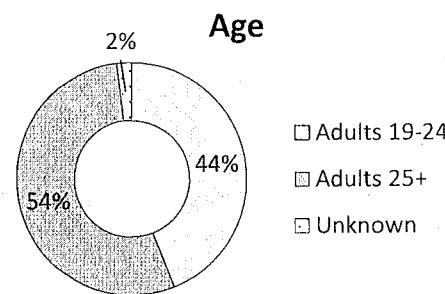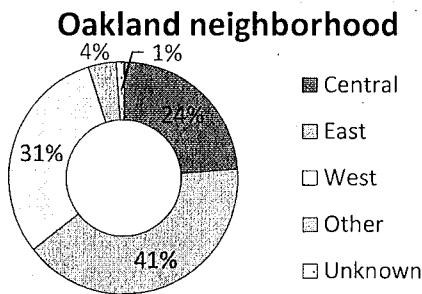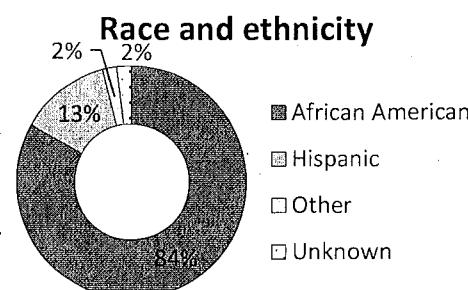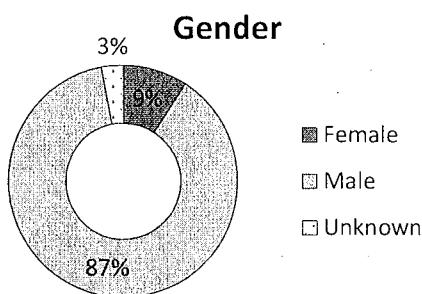
Gender
3%
9%
87%
- Female
- Male
- Unknown

Race and ethnicity
2% 2%
13%
84%
- African American
- Hispanic
- Other
- Unknown

Oakland neighborhood
4% 1%
24%
31%
41%
- Central
- East
- West
- Other
- Unknown

Age
2%
44%
54%
- Adults 19-24
- Adults 25+
- Unknown

RISK FACTORS

84%	**46%**	**78%**	**61%**
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

Notes: Oakland Private Industry Council participant demographic data is based on 127 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 98 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	6.2	3.8	9.0	3.8
Percent of all participants	100%	100%	78%	42%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

57.5	1.9	96.0	9.9
Life skills/pre-employment training hours	Group work experience hours	Individual work experience hours	Case management hours

PROGRAM MILESTONES

57%	88%	64%	36%
Job placement	30-day job retention*	90-day job retention*	180-day job retention*

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 11 Oakland PIC participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- Oakland PIC staff understand their situation and needs and staff are available when they need them

- Responsiveness, financial support, location, and confidentiality are important characteristics of the agency but it is less important that staff share similar life experiences

- They will achieve many positive outcomes in the future but are less optimistic they will complete any additional education

---

* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

Youth Employment and Education Support Services

| Agencies funded: | 4 | FY 18/19 grant: | $716,900 | Participants served: | 503 | Percentage of budget used for participant support: | 29% |

The *Youth Employment and Education Support Services (EESS)* strategy aims to strengthen the academic success and career readiness of youth at risk of violence. Youth EESS agencies work to achieve this goal through academic support, community service, subsidized work experience, and employment. Staff across agencies report that youth are motivated by financial incentives that reward attendance, program accomplishments, and training certifications. Agency staff report that incentives provide youth with legal sources of income and help keep them engaged in skill-building activities and with case managers. Agencies also find that providing a variety of job opportunities allows youth to find jobs that match their interests.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

38%
62%

Female
Male

Race and ethnicity

12%
13%

African American
Hispanic
Other

Age

39%
60%

Youth 13-18
Adults 19-24

| **50%** | **59%** | **24%** | **39%** | **17%** |
| Chronically absent from school in the 12 months before receiving services | Had peer/family shot or seriously injured before receiving services | Reported being a victim of violent crime to OPD before receiving services | Arrested before receiving services | On probation supervision before receiving services |

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

| **27.2** | **28.6** | **58.6** | **22.1** |
| Life skills/pre-employment training hours | Group work experience hours | Individual work experience hours | Case management hours |

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	8.0	7.7	9.2	6.6
Percent of all participants	100%	100%	94%	32%

Notes: Youth Employment and Education Support Services participant demographic data is based on 503 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 92 percent of participants who consented to share their identifying information. School rates are based on the 54 percent of school-aged youth enrolled in school in the year before receiving services

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Alameda County Office of Education

Alameda County Office of Education (ACOE) **aims to serve youth involved with the justice system and/or at risk of engaging in violence.** Youth are referred to ACOE either by their district or their probation officer primarily for behavior and school safety reasons, as well as for low credits and other academic risk factors. ACOE manages these referrals and works with a subgrantee (Youth Employment Partnership) to provide most program services such as case management, life skills training, and job skills development. ACOE staff also offer tutoring, academic support, and crisis response through a process that brings together teachers, psychologists, case managers, and special education specialists. ACOE serves similar proportions of male and female participants, predominately from East and Central Oakland neighborhoods.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

52% Female   48% Male

■ Female   ▦ Male

Race and ethnicity

1%
14%
16%
69%

▦ African American
▧ Hispanic
□ Other
▨ Unknown

Oakland neighborhood

6%
10%
41%
43%

▦ Central
▧ East
□ West
▨ Other

Age

49%   51%

▨ Youth 13-18
□ Adults 19-24
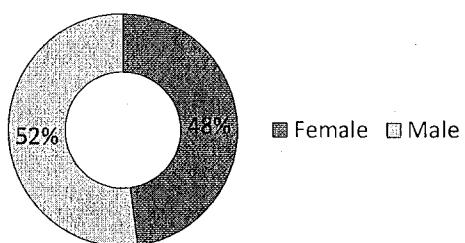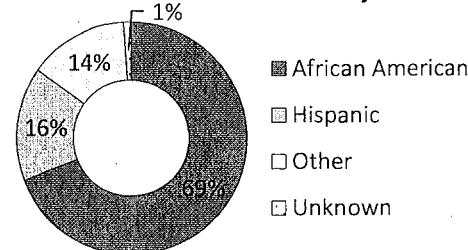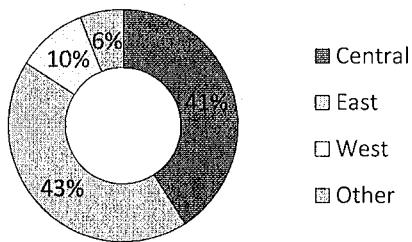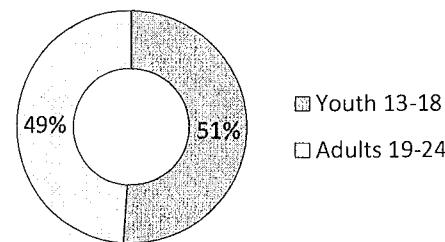
RISK FACTORS

74%
Chronically absent from school in the 12 months before receiving services

16%
Suspended from school before receiving services

42%
Had peer/family shot or seriously injured before receiving services

50%
Arrested before receiving services

17%
On probation supervision before receiving services

Notes: Alameda County Office of Education participant demographic data is based on 122 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 89 percent of participants who consented to share their identifying information. School rates are based on the 76 percent of school-aged youth enrolled in school in the year before receiving services.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	8.2	8.8	9.1	9.0
Percent of all participants	100%	100%	95%	30%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

33.2	68.6	39.2	3.6
Life skills/pre-employment training hours	Group work experience hours	Individual work experience hours	Case management hours

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 11 ACOE participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- They are satisfied with the agency and that it offers the services they need but do not always feel their situation is better because of ACOE

- It is important that staff are responsive to their needs but they do not need to share similar life experiences

- It is likely they will have a steady job and will be more hopeful about the future in a year

Bay Area Community Resources, Inc.

Bay Area Community Resources, Inc. (BACR) **provides school-based education and employment services, including case management, career coaching, employment training, experiential learning/internships, and paid work experience to high-risk youth.** BACR serves equal proportions of male and female youth; participants live in East, West, and Central Oakland neighborhoods. BACR relies on staff who range in age, work, and life experiences to provide a comprehensive support system and help prepare youth for postsecondary education or job placement. Although BACR provides skill-building trainings and career coaching to all participants, other services are tailored to participants' needs. For example, staff may offer case management sessions for youth who are at highest risk and meet off-site with them if they feel unsafe at certain locations or around other participants. This is particularly important because BACR provides services to undocumented youth.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

49% 51%

■ Female ▨ Male

Race and ethnicity

8%
15%
76%

■ African American
▨ Hispanic
□ Other

Oakland neighborhood

2%
25%
33%
39%

▨ Central
▨ East
□ West
▨ Other

Age

48% 52%

▨ Youth 13-18
□ Adults 19-24

RISK FACTORS

43%	**7%**	**96%**	**23%**
Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Had peer/family shot or seriously injured before receiving services	Arrested before receiving services

9%

On probation supervision before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	8.4	8.3	9.3	5.2
Percent of all participants	100%	100%	99%	40%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

42.4	70.7	103.7
Life skills/pre-employment training hours	Group work experience hours	Case management hours

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 10 BACR participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- BACR offers the services they need and they are satisfied with the agency
- They can be open with staff, and it is important that the staff respect their confidentiality
- It is likely they will have several positive outcomes in the future, but are less confident they will be better able to deal with crisis

Youth Employment Partnership

Youth Employment Partnership (YEP) **helps youth with multiple barriers to employment develop job readiness skills and connects them to employment opportunities during the summer and after school.** YEP aims to serve youth involved with the justice system and/or at risk of engaging in violence. The program serves the largest number of participants of the youth EESS agencies. YEP provides a range of on-the-job vocational training opportunities in high-demand fields like construction and warehouse logistics. Weekly job readiness trainings cover topics such as financial literacy, communication, and conflict management. The program relies on case managers' relationships with participants to identify their needs and interests and connect them to individualized services, such as accelerated credit recovery for youth who are court-involved and have fallen behind in school, or GED instruction for those who have dropped out.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

30%
70%

■ Female   ▨ Male

Race and ethnicity

12%
13%
75%

▨ African American
▨ Hispanic
□ Other

Oakland neighborhood

4%

12%
16%
45%

▨ Central
▨ East
□ West
▨ Other
▨ Unknown

Age

33%
67%

▨ Youth 13-18
□ Adults 19-24
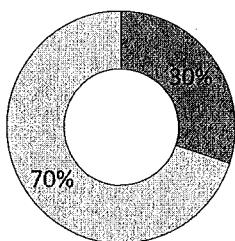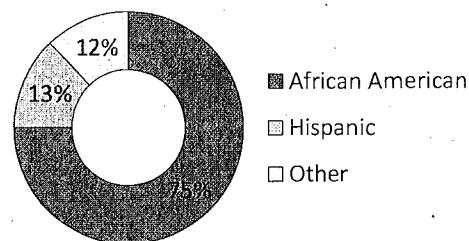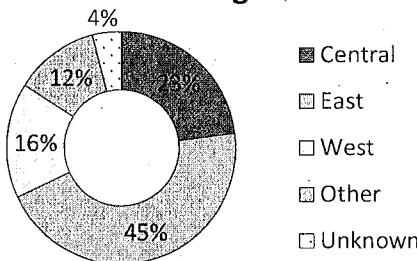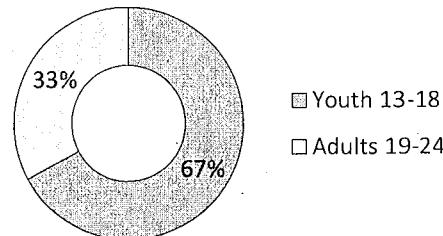
RISK FACTORS

42%

Chronically absent from school in the 12 months before receiving services

30%

Suspended from school before receiving services

50%

Had peer/family shot or seriously injured before receiving services

41%

Arrested before receiving services

22%

On probation supervision before receiving services

Notes: Youth Employment Partnership participant demographic data is based on 231 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 94 percent of participants who consented to share their identifying information. School rates are based on the 39 percent of school-aged youth enrolled in school in the year before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	8.7	8.3	9.8	6.3
Percent of all participants	100%	100%	93%	28%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

14.4	95.2	7.4
Life skills/pre-employment training hours	Individual work experience hours	Case management hours

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 12 YEP participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- They are generally satisfied with the agency and staff but are less confident that their situation is better because of YEP

- It is important that staff are responsive and respect their confidentiality

- In the future, they would be able to resolve their legal problems and would be able to avoid unwanted contact with the police

Youth Radio

Youth Radio **provides career exploration, experiential learning/internships, and paid work experiences through an after-school job training program in media, technology, and the arts.** Youth Radio aims to serve Oakland youth involved with the justice system and/or at risk of engaging in violence. Participants receive hands-on media and arts education and must complete a six-month keystone project focused on developing job readiness and pre-employment life skills before applying to paid internships in fields such as journalism and music production. Youth Radio relies on staff with extensive backgrounds working with youth to guide participants through the program, offering regular touch points and wraparound support.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
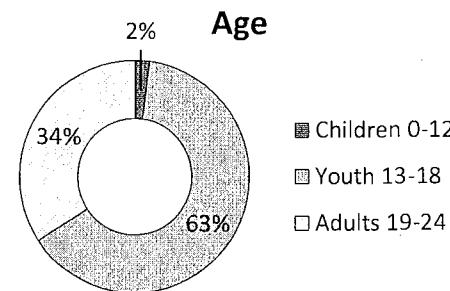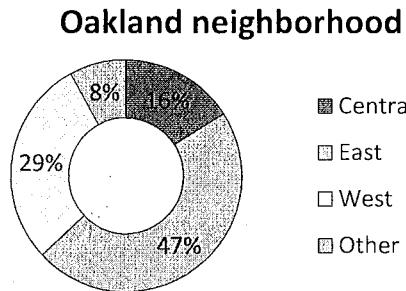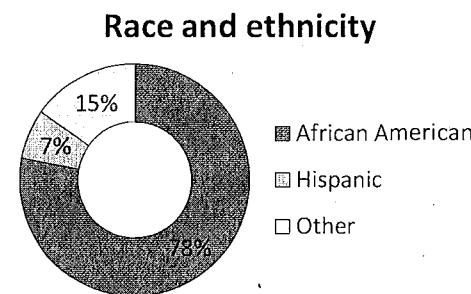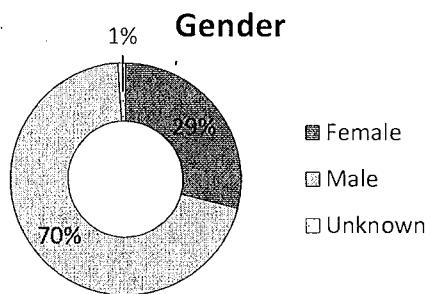
Gender

- 29%
- 70%
- 1%

- ▣ Female
- ▣ Male
- ☐ Unknown

Race and ethnicity

- 15%
- 7%
- 78%

- ▣ African American
- ▣ Hispanic
- ☐ Other

Oakland neighborhood

- 16%
- 8%
- 29%
- 47%

- ▣ Central
- ▣ East
- ☐ West
- ▣ Other

Age

- 2%
- 34%
- 63%

- ▣ Children 0-12
- ▣ Youth 13-18
- ☐ Adults 19-24

RISK FACTORS

51%	**29%**	**80%**	**43%**
Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Had peer/family shot or seriously injured before receiving services	Arrested before receiving services

20%

On probation supervision before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	5.9	4.9	7.6	4.7
Percent of all participants	100%	100%	91%	24%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

31.8	31.1	2.7
Life skills/pre-employment training hours	Individual work experience hours	Case management hours

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 13 Youth Radio participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- It is important that services are in a safe and convenient location and that staff are available when youth need them
- Youth Radio offers the services they need and they are satisfied with the agency
- It is likely they will have a safe place to live and will be contributing to their community in the future but are less sure they will have completed additional education

Adult Life Coaching

| Agencies funded: | 5 | FY 18/19 grant: | $1,606,427 | Participants served: | 623 | Percentage of budget used for participant support: | 21% |

The *adult life coaching* strategy aims to redirect young adults from violence and toward making positive changes in their lives. Adult life coaching agencies aim to serve individuals at high risk of violence using coaching and mentoring approaches, to help participants navigate social systems, build advocacy skills, and connect with resources to meet their basic needs. The life coaching model includes five primary program standards of practice: establishing a trusting relationship, developing participant-centered goals, keeping participants safe and well, supporting sustainable change for participants, and building a professional practice for life coaches (*Oakland Unite Standards of Practice Manual* 2019). Life coaches offer financial stipends to participants tied to the completion of milestones that participants define for themselves. Agencies use the Oakland Unite network to address participants' needs, and life coaches actively refer participants to support services such as education, employment, mental health, substance abuse, and housing (provided by Abode).

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender
1% 4%

- Female
- Male
- Unknown

96%

Race and ethnicity
6% 1%

- African American
- Hispanic
- Other
- Unknown

15%
78%

Age
1%

- Youth 13-18
- Adults 19-24
- Adults 25+

51% 47%
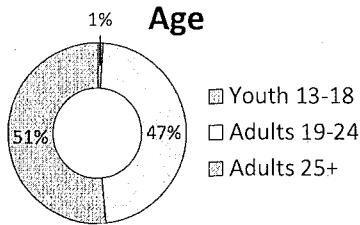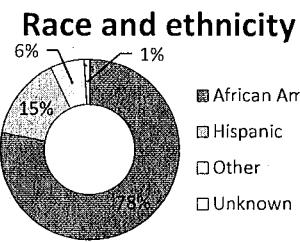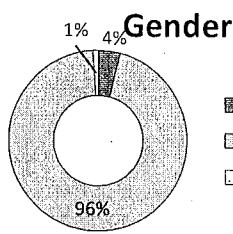
91%
Had peer/family shot or seriously injured before receiving services

44%
Reported being a victim of violent crime to OPD before receiving services

79%
Arrested before receiving services

58%
On probation supervision before receiving services

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

43.3
Case management hours

0.2
Individual mental health service hours

AVERAGE SERVICE INTENSITY (PER WEEK)

|	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.5	2.1	1.3	1.1
Total contacts per week	2	2	2	2
Percent of all participants	100%	100%	89%	47%

Notes: Adult Life Coaching participant demographic data is based on 623 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 89 percent of participants who consented to share their identifying information.

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Abode Services

Abode Services (Abode) assists individuals experiencing homelessness by providing case management services to help them obtain and maintain housing. Abode is unique among the life coaching grantees in its focus on comprehensive housing support services in addition to life coaching services. To provide these services, Abode partners with Oakland Unite, HSD's Community Housing Services, and the Oakland Housing Authority. The program aims to serve adults involved with the justice system who are at high risk of engaging in violence and are chronically homeless or at risk of homelessness. The vast majority of Abode participants are male and African American. In addition to providing housing placement assistance, Abode supports participants in securing income through employment and/or public assistance, reducing their exposure to violence, obtaining medical and mental health support, and accessing educational, peer support, and leadership development opportunities upon release from incarceration.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
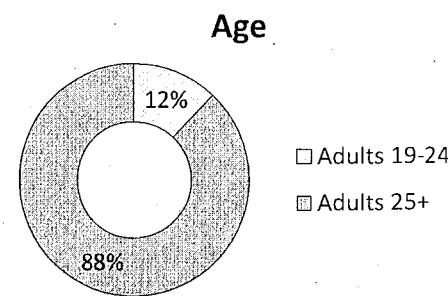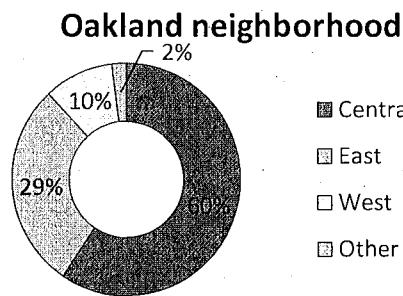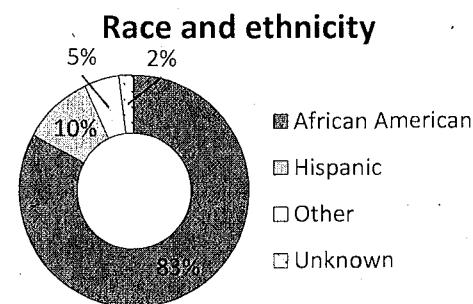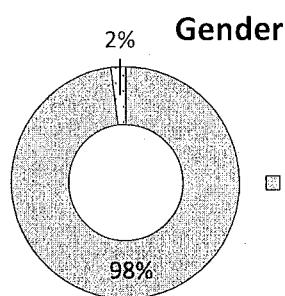
Gender

2%

98%

☑ Male ☐ Unknown

Race and ethnicity

5%   2%

10%

83%

☒ African American
☒ Hispanic
☐ Other
☐ Unknown

Oakland neighborhood

2%

10%

29%

60%

☒ Central
☒ East
☐ West
☒ Other

Age

12%

88%

☐ Adults 19-24
☒ Adults 25+

RISK FACTORS

76%	**29%**	**71%**	**39%**
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

Notes: Abode Services participant demographic data is based on 42 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 98 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	0.6	0.7	0.6	0.5
Total contacts per week	1	1	1	1
Percent of all participants	100%	100%	100%	90%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

42.3

Case management hours

PROGRAM DETAIL

Referral sources

33% 33% 33%
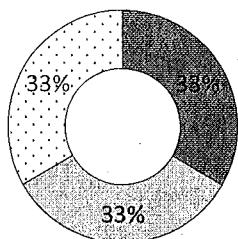
▦ Justice system
▨ OU agency
☐ Other

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed three Abode participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- Abode understands their situation and offers services they need, but they were less satisfied with the agency overall
- It is important that staff are responsive and respect confidentiality
- They are hopeful about many aspects of their lives in the future, including having a safe place to live and a steady job, but are unlikely to think they would be contributing to their community

Community & Youth Outreach

Community & Youth Outreach (CYO) provides life coaching services to young adults with the ultimate goal of helping them lead stable, nonviolent lives. CYO aims to serve adults involved with the justice system who are at high risk of engaging in violence. The program serves the largest number of adult life coaching participants, of whom over 90 percent are male, over 80 percent are African American, and almost half live in East Oakland. Life coaches, most of whom share backgrounds and experiences similar to participants, aim to build close relationships with participants, coordinate wrap-around services, and advocate for participants to help them develop and reach their goals. Among other supports, CYO participants have access to career trade training at Laney College and cognitive behavioral treatment groups. CYO life coaches also work closely with street outreach and violence interrupters to exchange information about violence dynamics in the community, helping to keep both participants and staff safe.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
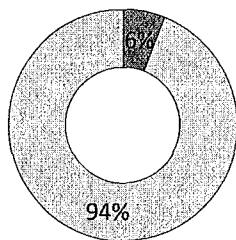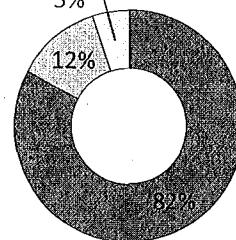
### Gender

Female 6%
Male 94%

Race and ethnicity

African American 82%
Hispanic 12%
Other 5%

Oakland neighborhood

Central 20%
East 49%
West 16%
Other 15%

Age
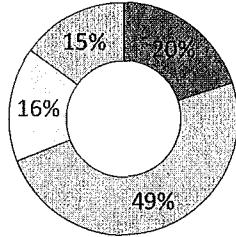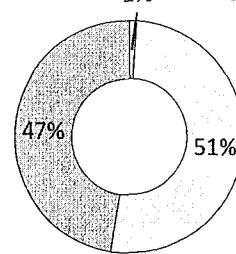
Youth 13-18 1%
Adults 19-24 47%
Adults 25+ 51%

RISK FACTORS

95%	**53%**	**83%**	**68%**
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

Notes: Community & Youth Outreach participant demographic data is based on 205 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 88 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

|	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.6	2.3	1.4	1.1
Total contacts per week	3	3	2	2
Percent of all participants	100%	100%	89%	49%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

44.3

Group and individual case management hours

PROGRAM DETAIL

Referral sources

- 39% Ceasefire
- 37% Agency outreach
- 24% Other
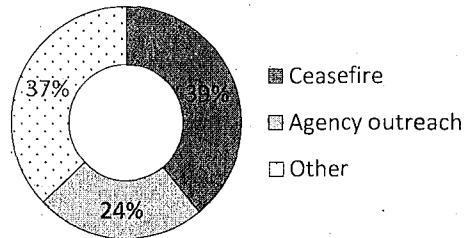
PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 12 CYO adult life coaching participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- CYO staff understand their situation and needs and CYO offers the services they need

- Responsiveness, financial support, location, and confidentiality are the most important characteristics of the agency

- They are hopeful about many aspects of their lives in the future, including resolving legal problems and having supportive relationships, but fewer think they will be contributing to their community and avoiding unhealthy drug and alcohol usage

Human Services Department Life Coaches

In addition to overseeing Oakland Unite, the *City of Oakland's Human Services Department (HSD)* employs life coaches who work directly with adults at highest risk of violence. HSD life coaches aim to work with adults involved with the justice system who are at high risk of engaging in violence to redirect them away from violence and toward making positive changes in their lives. Three-quarters of participants are African American and one-quarter are Hispanic. HSD life coaches follow the Oakland Unite model of life coaching, which is based on building close relationships through coaching and mentoring, supporting participants through systems navigation and advocacy, and making referrals to needed services and resources. HSD life coaches work in partnership with the Ceasefire program and street outreach agencies to identify high-risk participants and will also refer participants to other Oakland Unite agencies based on their needs.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
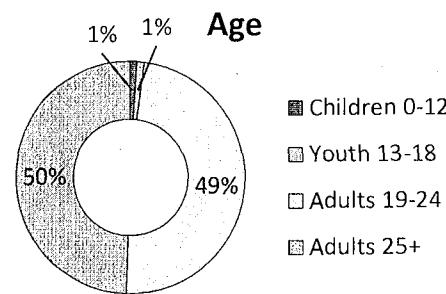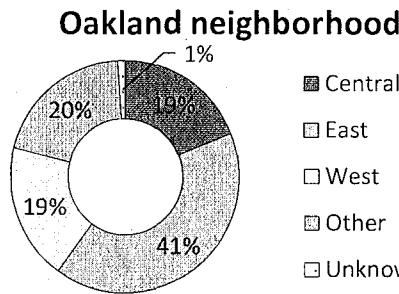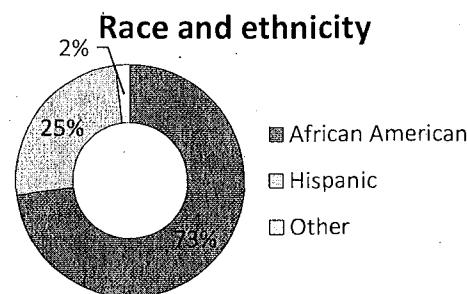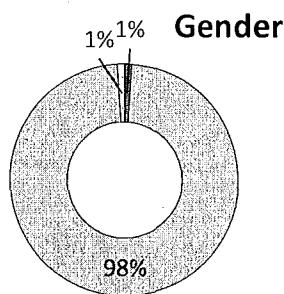
Gender

1% 1%

98%

- Female
- Male
- Unknown

Race and ethnicity

2%
25%
73%

- African American
- Hispanic
- Other

Oakland neighborhood

1%
19%
20%
19%
41%

- Central
- East
- West
- Other
- Unknown

Age

1%   1%
50%   49%

- Children 0-12
- Youth 13-18
- Adults 19-24
- Adults 25+

RISK FACTORS

97%	51%	86%	69%
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

Notes: Human Services Department Life Coaches participant demographic data is based on 157 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 97 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.2	1.8	1.1	1.0
Total contacts per week	2	3	2	2
Percent of all participants	100%	100%	94%	43%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

35.9

Case management hours

PROGRAM DETAIL

Referral sources

15%
24%
62%

- Ceasefire
- Outreach
- Other
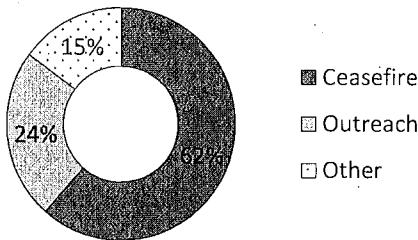
PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 30 participants working with HSD life coaches as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- They are satisfied with HSD life coaching services, and the life coaches provide the services they need
- Responsiveness, financial support, and confidentiality are the most important characteristics of the program
- It is likely they will be more hopeful and better able to deal with a crisis in the future

Roots Community Health Center

Roots Community Health Center (Roots) supports residents of East Oakland through a suite of community services and education, training, and employment support. Roots community services include health care, mental health support, rehabilitation, and legal aid. Roots aims to serve adults involved with the justice system who are at high risk of engaging in violence. Over 90 percent of Roots participants are male, and over 70 percent live in East Oakland. In working with individuals at high risk of violence, Roots life coaches build close relationships through coaching and mentoring, provide systems navigation and advocacy, and make referrals to needed services and resources. Because of the array of supports offered by Roots, life coaches often refer participants to other services within the agency, such as mental health support. Furthermore, Roots' mental health services are well known throughout Oakland Unite and the agency receives referrals from other Oakland Unite agencies. One-third of Roots participants are referred to the program through family members or friends.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
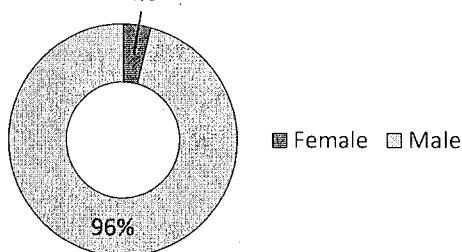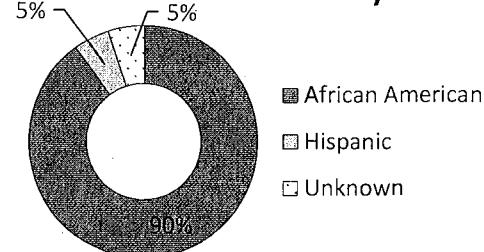
Gender
4%
96%
☒ Female ☐ Male

Race and ethnicity
5%   5%
90%
▨ African American
▨ Hispanic
▨ Unknown

Oakland neighborhood
1%
12% 7%
8%
71%
▨ Central
▨ East
☐ West
▨ Other
☐ Unknown

Age
1%
29%
70%
▨ Children 0-12
☐ Adults 19-24
▨ Adults 25+
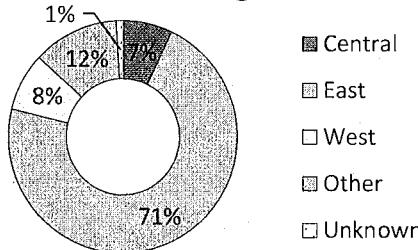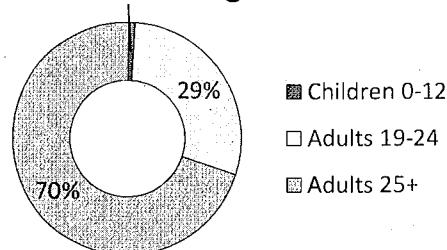
RISK FACTORS

87%	**44%**	**76%**	**38%**
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

Notes: Roots Community Health Center participant demographic data is based on 83 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 54 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.7	1.7	1.1	1.1
Total contacts per week	1	1	1	1
Percent of all participants	100%	100%	70%	33%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

22.8

Case management hours

1.5

Individual mental health service hours

PROGRAM DETAIL

Referral sources

36%

64%

▨ Family/friend

☐ Other
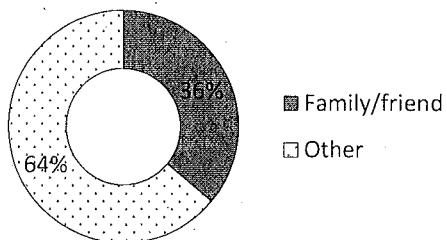
PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 10 Roots participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- Their situation is better because of Roots

- Staff sharing similar life experiences is an important part of the program and they feel staff understand their situation and needs

- In the future, they will be able to avoid unhealthy drug or alcohol use and resolve conflicts without violence, but fewer think they will have completed additional education

The Mentoring Center

The Mentoring Center (TMC) **provides life coaching services to adults involved with the justice system who are at high risk of engaging in violence.** TMC's life coaching model draws on its mentoring curriculum, which is designed to encourage character development, cognitive restructuring, and spiritual development, and includes life skills, employment, and anger management training. TMC staff also offer case management and help connect participants to educational assistance, job placement, and referrals for substance abuse counseling and mental health therapy. Participants also have access to group mentoring beyond the individual case management and mentoring curriculum.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
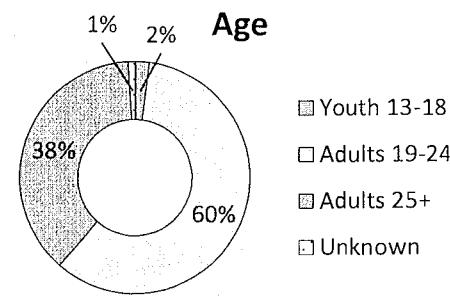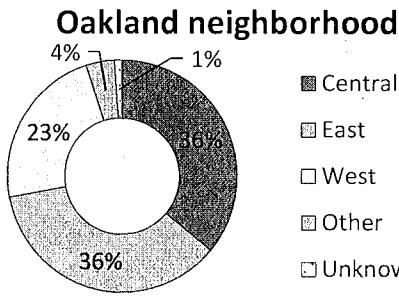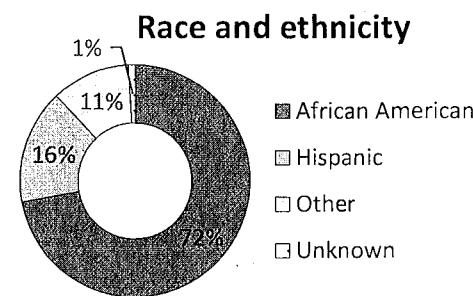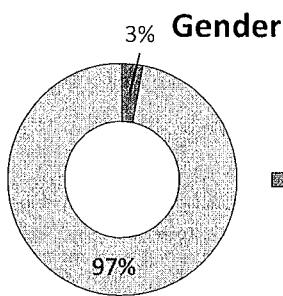
Gender

3%

97%

■ Female   □ Male

Race and ethnicity

1%
11%
16%
72%

■ African American
■ Hispanic
□ Other
□ Unknown

Oakland neighborhood

4%   1%
23%
36%
36%

■ Central
■ East
□ West
■ Other
□ Unknown

Age

1%   2%
38%
60%

■ Youth 13-18
□ Adults 19-24
■ Adults 25+
□ Unknown

RISK FACTORS

92%	**34%**	**75%**	**55%**
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

Notes: The Mentoring Center participant demographic data is based on 170 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 99 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	2.1	2.8	1.9	1.5
Total contacts per week	1	2	1	1
Percent of all participants	100%	100%	88%	41%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

48.9

Group and individual case management hours

PROGRAM DETAIL

Referral sources
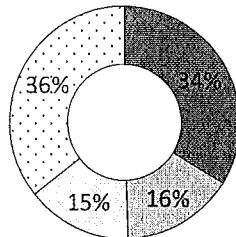
- Self/walk-in
- Justice system
- Family/friend
- Other

34%
36%
15%
16%

PARTICIPANT PERSPECTIVES

In September 2018, Mathematica surveyed 10 TMC adult life coaching participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- They can be open with TMC staff, and that staff understand their situation and needs
- It is important that staff are responsive and respect their confidentiality
- In the future, they will be able to avoid unwanted contact with the police, but fewer think they will have resolved legal problems

Survey findings

Youth Life Coaching

| Agencies funded: | 6 | FY 18/19 grant: | $1,380,300 | Participants served: | 625 | Percentage of budget used for participant support: | 13% |

The *youth life coaching* strategy aims to reengage high-risk youth in school and help them reduce their engagement with the juvenile justice system. This strategy is a partnership between Oakland Unite, Alameda County Probation Department, Alameda County Behavioral Health Care Services, Alameda County Office of Education (ACOE), Bay Area Legal Aid, and the Oakland Unified School District (OUSD). The OUSD coordinator makes referrals to life coaching agencies for youth being released from the Alameda County Juvenile Justice Center (JCC) Transition Center. OUSD serves as a bridge between the agencies, courts, families, life coaches, and schools. The OUSD and ACOE coordinator support youth with school placements. Life coaching agencies also partner with Bay Area Legal Aid to connect participants to legal assistance.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

28%
72%

■ Female
▨ Male

Race and ethnicity

1%
11%
18%
70%

▩ African American
▥ Hispanic
□ Other
▢ Unknown

Age

1%
42%
57%

▩ Youth 13-18
□ Adults 19-24
▩ Adults 25+

67%	**36%**	**39%**	**86%**	**49%**
Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

6.2	**66.1**	**0.7**
Peer support counseling hours	Case management hours	Individual mental health service hours

AVERAGE SERVICE INTENSITY (PER WEEK)

|	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.9	2.3	1.9	1.7
Total contacts per week	2	2	2	2
Percent of all participants	100%	100%	84%	55%

Notes: Youth Life Coaching participant demographic data is based on 625 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 87 percent of participants who consented to share their identifying information. School rates are based on the 80 percent of school-aged youth enrolled in school in the year before receiving services

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East Bay Agency for Children

East Bay Agency for Children (EBAC) **specializes in addressing the mental health needs of youth who experience violence, marginalization, loss of loved ones, and other forms of trauma.** EBAC aims to serve youth at high risk of engaging in violence who are referred by the Alameda County Juvenile Justice Center Transition Center Transition Center. EBAC provides intensive case management services, with a focus on school placement, probation discharge, and brokering of local support services, as well as individual mental health support services. EBAC life coaches use life maps and support participants' progress through relationship building, brokering of other support services, and financial incentives to achieve milestones. EBAC is unique in the provision of mental health services through a part-time mental health clinician who works with participants and refers them to other in-house support programs (such as its Family Resource Centers).

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

- 2%
- 17%
- 81%

- ▨ Female
- ▨ Male
- ☐ Unknown

Race and ethnicity

- 4%
- 2%
- 16%
- 79%

- ▨ African American
- ▨ Hispanic
- ☐ Other
- ☐ Unknown

Oakland neighborhood

- 1%
- 5%
- 24%
- 16%
- 55%

- ▨ Central
- ▨ East
- ☐ West
- ▨ Other
- ☐ Unknown

Age

- 35%
- 65%

- ▨ Youth 13-18
- ☐ Adults 19-24

RISK FACTORS

1.3	**73%**	**39%**	**41%**
Average GPA in the school year before receiving services	Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Reported being a victim of violent crime to OPD before receiving services

| **91%**	**52%**
Arrested before receiving services	On probation supervision before receiving services

Notes: East Bay Agency for Children participant demographic data is based on 129 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 77 percent of participants who consented to share their identifying information. School rates are based on the 87 percent of school-aged youth enrolled in school in the year before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.9	2.4	1.8	1.8
Total contacts per week	2	2	1	1
Percent of all participants	100%	100%	88%	49%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

51.1

Case management hours

3.5

Individual mental health service hours

PROGRAM MILESTONES

83%

Reenrolled in school

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 10 EBAC participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- EBAC offers the services they need and they are satisfied with the agency

- Staff listen to them and that it is important that staff are responsive

- In the future, they would have several positive outcomes, but fewer believe they would be able to avoid unhealthy drug or alcohol use

---

* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

East Bay Asian Youth Center

East Bay Asian Youth Center (EBAYC) **provides life coaching services, intensive case management support, and peer support work group services to youth.** EBAYC aims to serve youth at high risk of engaging in violence who are referred by the Alameda County JCC Transition Center. The program serves a diverse group of youth: over half are African American, one-third are Hispanic, and 14 percent identify as another group. Over three-quarters of participants live in Central or East Oakland neighborhoods. EBAYC staff work closely with participants, their families, and their school to support them in pursuing healthy and productive life goals. EBAYC life coaches use life maps and incentives to guide youth through the program and make referrals to other supportive services.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

- Female ▢ Male
- 15%
- 85%

Race and ethnicity

- 14%
- 32%
- 54%
- ▨ African American
- ▨ Hispanic
- ▢ Other

Oakland neighborhood

- 5%
- 18%
- 34%
- 43%
- ▨ Central
- ▢ East
- ▢ West
- ▨ Other

Age

- 45%
- 55%
- ▨ Youth 13-18
- ▢ Adults 19-24

RISK FACTORS

| **1.2** | **58%** | **29%** | **39%** |
| Average GPA in the school year before receiving services | Chronically absent from school in the 12 months before receiving services | Suspended from school before receiving services | Reported being a victim of violent crime to OPD before receiving services |

| **87%** | **50%** |
| Arrested before receiving services | On probation supervision before receiving services |

Notes: East Bay Asian Youth Center participant demographic data is based on 143 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 96 percent of participants who consented to share their identifying information. School rates are based on the 88 percent of school-aged youth enrolled in school in the year before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	2.5	2.8	2.4	2.3
Total contacts per week	3	3	3	3
Percent of all participants	100%	100%	84%	55%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

7.4

Peer support
counseling hours

92.8

Case management
hours

PROGRAM MILESTONES

92%

Reenrolled in
school

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 17 EBAYC participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- They are satisfied with the EBAYC services and staff

- Their situation is better because of EBAYC

- In one year, they are likely to have achieved positive outcomes, such as having a steady job and a safe place to live

---

* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

Motivating, Inspiring, Supporting and Serving Sexually Exploited Youth

Motivating, Inspiring, Supporting & Serving Sexually Exploited Youth (MISSSEY) aims to support sexually exploited youth through ongoing individual life coaching and case management. Almost all of MISSSEY participants identify as female. MISSSEY life coaches provide trauma-informed support and mentoring and connect youth to wraparound services to help them meet their individualized goals, which tend to include safety planning, linkage to safe housing, and an educational plan. Youth can also spend time in MISSSEY's drop-in center, which provides a safe space for youth to hang out in, in the afternoon hours, and offers group activities and events that help build community.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
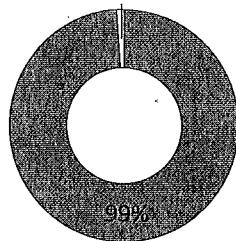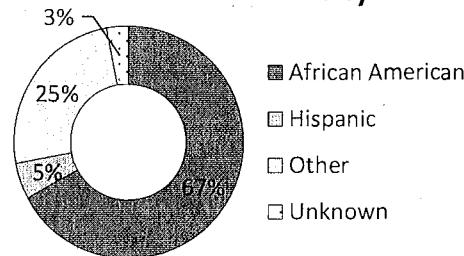
Gender

1%

99%

■ Female □ Other

Race and ethnicity

3%
25%
5%
67%

■ African American
⊞ Hispanic
□ Other
▢ Unknown

Oakland neighborhood

15%
11%
27%
47%

■ Central
⊞ East
□ West
■ Other

Age

49%   51%

■ Youth 13-18
□ Adults 19-24
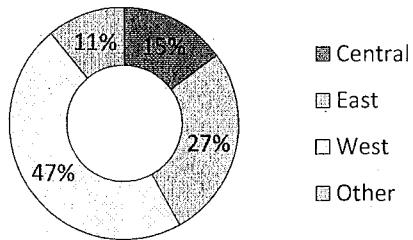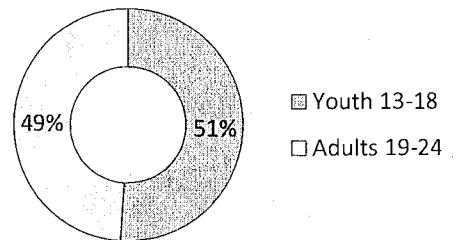
RISK FACTORS

1.1	**80%**	**38%**	**57%**
Average GPA in the school year before receiving services	Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Reported being a victim of violent crime to OPD before receiving services

88%	**56%**
Arrested before receiving services	On probation supervision before receiving services

Notes: Motivating, Inspiring, Supporting and Serving Sexually Exploited Youth participant demographic data is based on 93 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 88 percent of participants who consented to share their identifying information. School rates are based on the 63 percent of school-aged youth enrolled in school in the year before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.4	2.1	1.4	1.0
Total contacts per week	2	2	1	1
Percent of all participants	100%	100%	89%	63%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

7.7

Peer support counseling hours

58.7

Case management hours

PROGRAM MILESTONES

69%

Reenrolled in school

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed five MISSSEY youth life coaching participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- They can be open with staff and it is important that staff respect their confidentiality
- Having services in a safe and convenient location is important
- They will have a safe place to live in a year, but fewer believe they will have a steady job or be able to avoid unwanted contact with the police

---

* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

Oakland Unified School District Alternative Education

Oakland Unified School District (OUSD) Alternative Education in partnership with sub-grantee CYO supports youth who live and/or attend school in Oakland with their transition back to school. Youth are referred by the Alameda County Juvenile Justice Center Transition Center and are connected to life coaches based on their individual characteristics including race, sex, and language spoken, group associations, and geographic location. Staff work to place youth into an OUSD or Alameda County Office of Education alternative school. Once placed, youth receive ongoing mentoring, crisis intervention, and referrals to wraparound services.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

14%
86%
Female   Male

Race and ethnicity

10%
20%
71%
African American
Hispanic
Other

Oakland neighborhood

3%
24%
20%
53%
Central
East
West
Other

Age

1%
47%
53%
Children 0-12
Youth 13-18
Adults 19-24

RISK FACTORS

1.6	75%	35%	39%
Average GPA in the school year before receiving services	Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Reported being a victim of violent crime to OPD before receiving services

87%	43%
Arrested before receiving services	On probation supervision before receiving services

Notes: Oakland Unified School District Alternative Education participant demographic data is based on 133 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 85 percent of participants who consented to share their identifying information. School rates are based on the 88 percent of school-aged youth enrolled in school in the year before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	2.1	2.2	2.1	2.1
Total contacts per week	2	2	2	2
Percent of all participants	100%	100%	77%	42%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

4.8

Peer support counseling hours

56.4

Case management hours

PROGRAM MILESTONES

86%

Reenrolled in school

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed five OUSD Alternative Education participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- They are satisfied with the agency, but fewer believe their situation is better because of OUSD Alternative Education

- Having services located in a safe and convenient location is more important than having staff share similar life experiences

- They are likely to have positive outcomes in the future, including completing additional education

---

* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

The Mentoring Center

The Mentoring Center (TMC) offers life coaching services to youth at high risk of engaging in violence. TMC provides case management and mentoring, which includes developing life maps with youth, facilitating prosocial learning groups, and connecting youth to work experience and employment training. The vast majority of TMC youth life coaching participants are male and African American. TMC's life coaching model draws on its mentoring curriculum, which is designed to encourage character development, cognitive restructuring, and spiritual development and includes life skills, employment, and anger management training. Staff also offer case management and help connect participants to educational assistance, job placement, and referrals for substance abuse counseling and mental health therapy. Beyond individual case management and mentoring, participants receive group-based mentoring.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

- Female
- Male

11%
89%

Race and ethnicity

- African American
- Hispanic
- Other

2%
11%
88%

Oakland neighborhood

- Central
- East
- West
- Other

15%   15%
35%   34%

Age

- Youth 13-18
- Adults 19-24

38%
62%
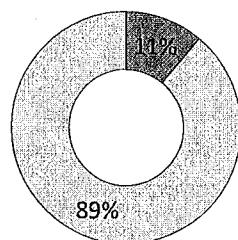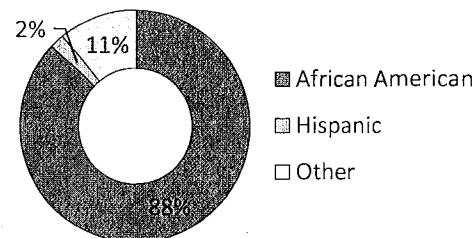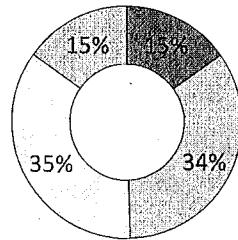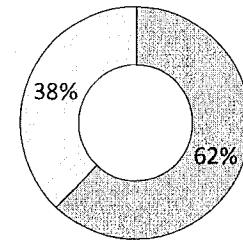
RISK FACTORS

1.2	**64%**	**28%**	**22%**
Average GPA in the school year before receiving services	Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Reported being a victim of violent crime to OPD before receiving services

94%	**67%**
Arrested before receiving services	On probation supervision before receiving services

Notes: The Mentoring Center participant demographic data is based on 65 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 98 percent of participants who consented to share their identifying information. School rates are based on the 85 percent of school-aged youth enrolled in school in the year before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	2.2	2.4	1.9	1.4
Total contacts per week	2	2	1	1
Percent of all participants	100%	100%	78%	48%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

7.8

Peer support counseling hours

45.7

Case management hours

PROGRAM MILESTONES

86%

Reenrolled in school

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed nine TMC youth life coaching participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- TMC staff listen to them and are available when they need them
- Staff responsiveness and the location of services are less important than other agency characteristics
- They will be able to resolve conflicts with violence and will be able to avoid unwanted contact with the police in the future, but fewer believe they will have stronger supportive personal relationships

---

* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

Youth ALIVE!

*Youth ALIVE!* aims to serve youth at high risk of engaging in violence by connecting them with life coaches who provide mentorship, connect youth to wraparound services, and support youth in meeting their goals. Youth ALIVE! provides intensive case management services, with a focus on school placement, probation discharge, and brokering of local support services, as well as group and individual mental health support services. Staff also assess participants' need for substance abuse and mental health counseling and offer clinically supported, gender-specific support groups and links to ongoing mental health services both in-house and through outside referrals. Life coaches at Youth ALIVE! are generally men and women who grew up in the communities they serve, including former victims of violence and members of gangs. Over 80 percent of Youth ALIVE! participants are African American and over half live in East Oakland.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

- 25% Male
- 75% Female
- Female, Male

Race and ethnicity

- 5%
- 14%
- 81%
- African American
- Hispanic
- Other

Oakland neighborhood

- 4%
- 13%
- 25%
- 58%
- Central
- East
- West
- Other

Age

- 4%
- 1%
- 34%
- 62%
- Children 0-12
- Youth 13-18
- Adults 19-24
- Adults 25+

RISK FACTORS

1.2	**71%**	**40%**	**35%**
Average GPA in the school year before receiving services	Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Reported being a victim of violent crime to OPD before receiving services

81%	**51%**
Arrested before receiving services	On probation supervision before receiving services

Notes: Youth ALIVE! participant demographic data is based on 134 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 88 percent of participants who consented to share their identifying information. School rates are based on the 71 percent of school-aged youth enrolled in school in the year before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	2.1	2.2	1.6	1.6
Total contacts per week	2	2	2	2
Percent of all participants	100%	100%	73%	37%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

6.7

Peer support counseling hours

41.3

Case management hours

PROGRAM MILESTONES

63%

Reenrolled in school

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 15 Youth ALIVE! youth life coaching participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- Their situation is better because of Youth ALIVE!
- It is important that services are in a safe and convenient location and that the agency offers the services they need
- In one year, they will have a safe place to live and will be more hopeful about the future, but fewer are confident they would be contributing to their community

---

* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

Commercially Sexually Exploited Children Intervention

| Agencies funded: | 3 | FY 18/19 grant: | $428,710 | Participants served: | 564 |

The *Commercially Sexually Exploited Children (CSEC)* intervention strategy supports agencies to conduct outreach to youth and provide them with emergency shelter and crisis stabilization services with links to long-term support. CSEC agencies offer distinct types of services to provide a comprehensive system of support for youth, including connections with caring adults, wraparound support, and access to transitional or emergency housing, to promote healing and prevent future victimization. CSEC agencies also provide trainings for law enforcement and other community partners to increase awareness of CSEC issues and interventions. To build a sense of community, CSEC agencies provide opportunities for group services and interactions among peers, and safe spaces for youth such as drop-in centers.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender
5%, 2%, 10%, 83%
- Female
- Male
- Other
- Unknown

Race and ethnicity
11%, 26%, 49%, 14%
- African American
- Hispanic
- Other
- Unknown

Age
1%, 46%, 53%
- Youth 13-18
- Adults 19-24
- Unknown

57%	**24%**	**37%**	**54%**	**21%**
Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

6.5	**1.0**	**8.3**	**2.7**
Peer support counseling hours	Group mental health service hours	Case management hours	Intensive outreach hours

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.6	1.4	1.2	0.6
Total contacts per week	1	1	1	1
Percent of all participants	100%	100%	60%	33%

Notes: Commercially Sexually Exploited Children Intervention participant demographic data is based on 564 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 69 percent of participants who consented to share their identifying information. School rates are based on the 43 percent of school-aged youth enrolled in school in the year before receiving services

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Bay Area Women Against Rape

The *Bay Area Women Against Rape (BAWAR) Sexually Exploited Minors program offers crisis response services to youth who have been sexually exploited or are at risk of commercial sexual exploitation.* BAWAR participants predominately identify as female and come from diverse racial and ethnic backgrounds. BAWAR staff conduct outreach in coordination with multiple community partners, including the Oakland Police Department's CSEC special operations, the Alameda County District Attorney's Office, The Family Justice Center, Highland Hospital, and the Oakland Unified School District. BAWAR also conducts community trainings and outreach events for local agencies and schools to increase awareness of sexual assault and exploitation. Following outreach, staff provide first responder crisis intervention and stabilization services. Immediate crisis interventions typically last 24 hours, but staff continue to work with youth until they are in a stable situation. Frontline staff, called Sexually Exploited Minor Advocates, also connect youth to local resources.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

- 2%
- 3%
- 8%
- 88%

☑ Female
☑ Male
☐ Other
☐ Unknown

Race and ethnicity

- 13%
- 40%
- 35%
- 12%

☑ African American
☑ Hispanic
☐ Other
☐ Unknown

Age

- 43%
- 56%

☑ Youth 13-18
☐ Adults 19-24
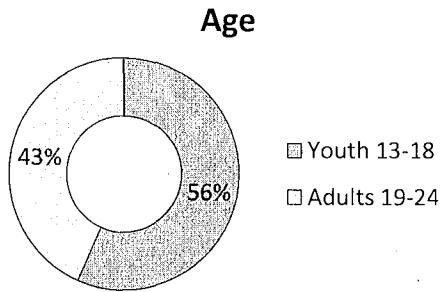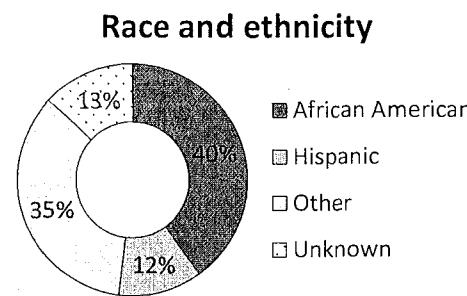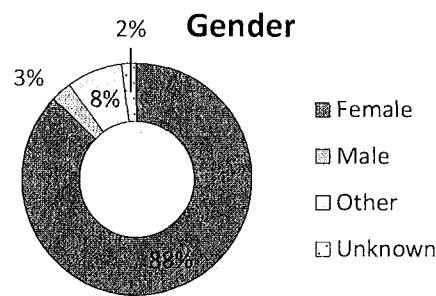
RISK FACTORS

1.3	**74%**	**40%**	**43%**
Average GPA in the school year before receiving services	Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Reported being a victim of violent crime to OPD before receiving services

Notes: Bay Area Women Against Rape participant demographic data is based on 274 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 66 percent of participants who consented to share their identifying information. School rates are based on the 39 percent of school-aged youth enrolled in school in the year before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	0.7	0.6	0.3	0.2
Total contacts per week	1	1	0	0
Percent of all participants	100%	100%	55%	31%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

5.0

Intensive outreach hours

PROGRAM DETAIL

Referral sources

- Justice system
- Unknown source
- Hospital
- Other

21%
9%
11%
60%
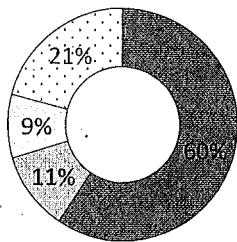
45%

Referred to mental health and other long-term support services

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 11 BAWAR participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- Their situation is better because of BAWAR

- Specific agency characteristics were generally not that important, including whether staff share similar life experiences or if financial support is available

- It is unlikely they would avoid unwanted contact with the police or be contributing to their community in the future

DreamCatcher Youth Services

DreamCatcher Youth Services (DreamCatcher), a program run by Covenant House California, serves homeless youth in Oakland who are at high risk of commercial sexual exploitation, providing them with emergency shelter, crisis intervention, and stabilization support. DreamCatcher has a youth homeless shelter with 16 beds, where youth can stay and work individually with case managers who connect them with other programs. Case managers work with youth staying at the shelter or using the drop-in center to develop a plan for securing stable housing and other resources to achieve personal goals. DreamCatcher also offers mental health services and group activities. The agency has a drop-in center where youth can hang out in a safe place, eat a free dinner, and access free hygiene products, basic clothing, and school supplies. The drop-in center also houses a medical clinic and a therapist.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
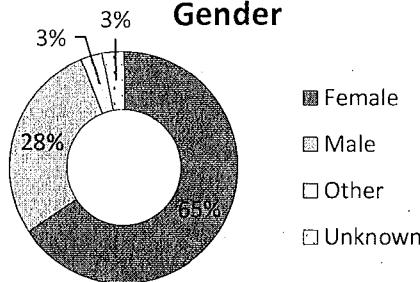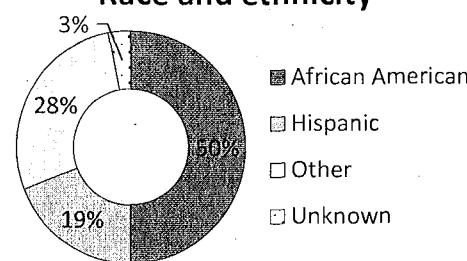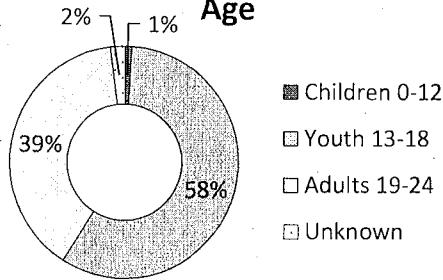
Gender
3% / 3% / 28% / 65%

- Female
- Male
- Other
- Unknown

Race and ethnicity
3% / 28% / 50% / 19%

- African American
- Hispanic
- Other
- Unknown

Age
2% / 1% / 39% / 58%

- Children 0-12
- Youth 13-18
- Adults 19-24
- Unknown

RISK FACTORS

1.8	49%	11%	27%
Average GPA in the school year before receiving services	Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Reported being a victim of violent crime to OPD before receiving services

Notes: DreamCatcher Youth Services participant demographic data is based on 185 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 79 percent of participants who consented to share their identifying information. School rates are based on the 39 percent of school-aged youth enrolled in school in the year before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	2.7	2.2	2.1	0.4
Total contacts per week	2	2	1	0
Percent of all participants	100%	100%	63%	29%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

2.9	1.7	0.9	13.1
Group mental health service hours	Social service hours	Other service hours	Case management hours

PROGRAM DETAIL

Referral sources

- 21%
- 11%
- 13%
- 55%
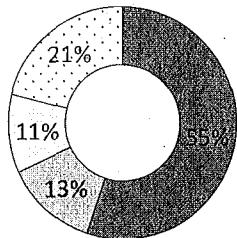
■ Unknown source
▨ Family/friend
□ OU agency
□ Other

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 14 DreamCatcher participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- DreamCatcher staff understand their situation and needs and treat them with respect

- It is important that staff are responsive and respect their confidentiality, but less important that they share similar life experiences

- They are likely to resolve legal problems and be better able to deal with crisis in the future

Motivating, Inspiring, Supporting and Serving Sexually Exploited Youth

Motivating, Inspiring, Supporting & Serving Sexually Exploited Youth (MISSSEY) **aims to support sexually exploited youth through a drop-in center that is open five hours per day on weekdays.** Almost all of MISSSEY participants identify as female and two-thirds are African American. MISSSEY's drop-in center offers group activities and events for youth as well as a space where youth can spend time during the afternoon and develop positive relationships with peers and adults. Additionally, the drop-in center acts as a crisis response center for youth who need immediate assistance with resource referrals or just need someone to talk to but are not engaging in case management. The drop-in coordinator oversees all programming and also offers support to youth through conversations and help meeting their goals.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
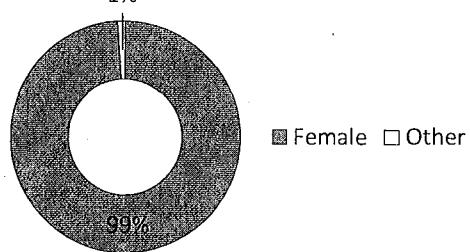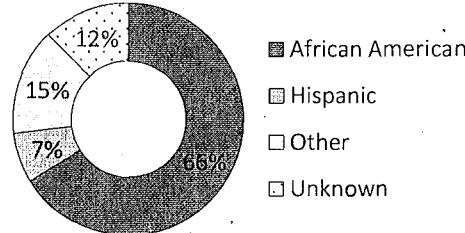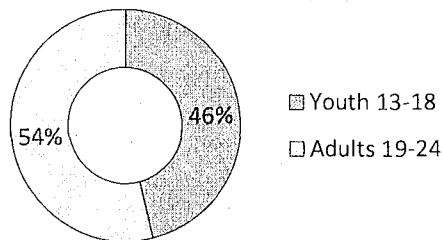
Gender

1%

99%

☑ Female ☐ Other

Race and ethnicity

12%
15%
7%
66%

☑ African American
☐ Hispanic
☐ Other
☐ Unknown

Age

54%   46%

☐ Youth 13-18
☐ Adults 19-24

RISK FACTORS

1.6	52%	20%	48%
Average GPA in the school year before receiving services	Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Reported being a victim of violent crime to OPD before receiving services

Notes: Motivating, Inspiring, Supporting and Serving Sexually Exploited Youth participant demographic data is based on 163 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 73 percent of participants who consented to share their identifying information. School rates are based on the 62 percent of school-aged youth enrolled in school in the year before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.3	1.9	1.4	1.0
Total contacts per week	1	1	1	1
Percent of all participants	100%	100%	72%	40%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

20.6	13.8	0.9
Peer support counseling hours	Case management hours	Intensive outreach hours

PROGRAM DETAIL

Referral sources
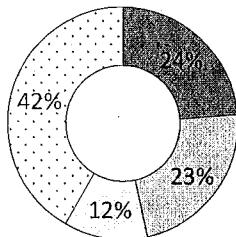
- 24% Justice system
- 23% Family/friend
- 12% Other source
- 42% Other

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 4 MISSSEY CSEC participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- They are satisfied with MISSSEY and feel it offers the services they need

- It is important that staff respect their confidentiality and they feel they can be open with the staff

- It is likely they will have positive outcomes in the future, but fewer believe they will be able to resolve conflicts without violence

Family Violence Law Center

The Family Violence Law Center (FVLC) **supports individuals experiencing domestic violence and sexual assault through legal services, case management, and support services such as housing and therapy.** FVLC aims to support individuals experiencing or at risk of domestic violence and sexual assault in Alameda County. The vast majority of FVLC participants are low income, women, and people of color. Safety is the primary concern in the short term; once safety is addressed, case managers use an empowerment model that lets participants define their own goals and successes and work toward longer-term safety and stability. The length of participant contact with FVLC varies based on participants' needs. For some, it takes 24 hours to get to a stable situation, for others with short legal cases, it can be three to six months, and for those with more complex legal cases, it can be a year or more.

Participants can be referred from OPD, a 24-hour hotline, other Oakland Unite agencies, and walk-in clinics. FVLC provides legal aid and also offers case management, assistance finding shelter and meeting immediate safety needs, and mental health services. FVLC provides family therapy and children under the age of 5 often attend with a parent.

FVLC holds community trainings and outreach events, including trainings for OPD police officers on how to interact with and support victims of family violence.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

- Female
- Male
- Unknown

9%, 7%, 84%

Race and ethnicity

- African American
- Hispanic
- Other
- Unknown

10%, 21%, 41%, 28%

Oakland neighborhood

- Central
- East
- West
- Other
- Unknown

16%, 25%, 15%, 15%, 29%

Age

- Children 0-12
- Youth 13-18
- Adults 19-24
- Adults 25+
- Unknown

6%, 1%, 1%, 12%, 80%

Notes: Family Violence Law Center participant demographic data is based on 2,851 participants who participated from January 1, 2016 through December 31, 2018.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.5	0.9	0.5	0.2
Total contacts per week	1	1	1	0
Percent of all participants	100%	100%	34%	15%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

2.0	0.3	0.7	0.1	1.4	0.5
Legal service hours	Psychotherapy session hours	Intensive care service hours	Housing service hours	Case management hours	Case consultation hours

The majority of FVLC participants receive a small amount of services during crisis, and a small subset receive more intensive support. Of the 11.5 percent of participants who receive more than 10 hours of services, many receive legal services (12.3 hours on average), case management (7.2 hours on average), psychotherapy services (2.8 hours on average), and intensive care services (1.9 hours on average).

PROGRAM DETAIL

Referral sources

- Police
- OU agency
- Other

39% 41% 20%
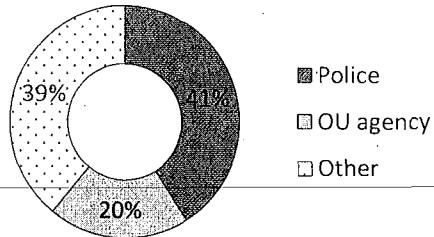
PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 12 FVLC participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- The agency offers the services they need and they are satisfied with FVLC, but are less sure that their situation is better because of the agency

- The most important agency characteristics are that staff are responsive and respect their confidentiality

- They believe they will have resolved legal problems and have a safe place to live in one year

| Agencies funded: | 3 | FY 18/19 grant: | $563,750 | Participants served: | 1,553 |

The *Homicide Support and Shooting Response strategy* funds agencies supporting two groups affected by gun violence: those who have been the victim of gun violence or serious assault and those who have lost a loved one to gun violence.

Agencies funded through this strategy aim to address the immediate basic and social-emotional needs of shooting victims and their families, provide longer-term supports as they recover from injury or loss, and prevent retaliatory violence. The strategy also supports emergency temporary relocation to ensure safety for individuals and families in immediate danger of violence.

COORDINATION AND COMMUNICATION AMONG CRISIS RESPONSE SUB-STRATEGIES

Homicide support, shooting response, and street outreach agencies work together through Oakland Unite to respond to and prevent violent incidents in Oakland and support those affected by them. Oakland Unite convenes and coordinates network providers and serves as the liaison between the network and law enforcement. Agencies maintain communication to share information and receive information from HSD about violent incidents and threats of retaliation through multiple channels, including weekly coordination meetings organized by HSD.

Notification

A one-way flow of information from the Oakland Police Department to the City of Oakland Human Services Department (HSD) allows HSD to **provide agencies with relevant details about violent incidents**, including priority assessment for retaliation.

Shooting response

Agencies such as Youth ALIVE!, Caught in the Crossfire, and Violence Interrupters **provide support to victims** at Highland Hospital following a shooting. Community & Youth Outreach **provides emergency temporary relocation** to individuals at immediate risk of gun violence.

Homicide support

Agencies such as the Youth ALIVE! Khadafy Washington Project, and Catholic Charities of the East Bay **provide support for families of victims and hold healing circles**.

Street outreach

Street outreach workers from Community & Youth Outreach and Building Opportunities for Self-Sufficiency **do walks, organize community events, and make referrals for support services**. Youth ALIVE! violence interrupters **conduct hospital bedside visits and safety assessments**, and **provide mediation to prevent retaliation**.

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Youth ALIVE!

The Caught in the Crossfire program at *Youth ALIVE!* provides intensive outreach and case management to individuals in Oakland who have been treated for violent injuries at Highland Hospital, Children's Hospital, and Eden Medical Center. Intervention specialists engage victims of gun violence and establish a connection and trusting relationship with them, provide emotional support, and address any immediate needs, such as relocation. In the hospital, staff review the incident with the participant, assess the risk of retaliation, and develop a plan to stay safe following discharge. Staff follow up with clients after they have been discharged from the hospital to provide further support, and work in tandem with Youth ALIVE! violence interrupters and participants' families and associates to prevent retaliatory violence.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
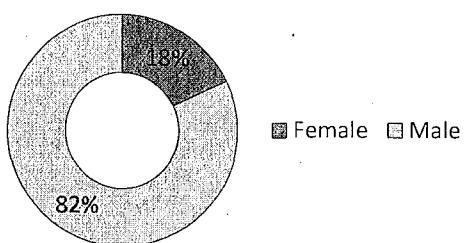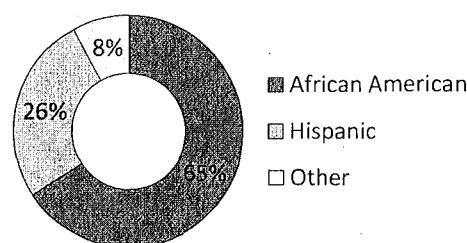
Gender

18%
82%
■ Female ▨ Male

Race and ethnicity

8%
26%
65%
▨ African American
▨ Hispanic
□ Other

Oakland neighborhood

16% 15%
13%
56%
▨ Central
▨ East
□ West
▨ Other

Age

1%
8%
50%
42%
▨ Children 0-12
▨ Youth 13-18
□ Adults 19-24
▨ Adults 25+

RISK FACTORS

91%	47%	20%
Victim of violent injury (agency reported)	Arrested before receiving services	On probation supervision before receiving services
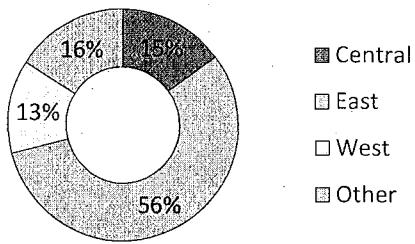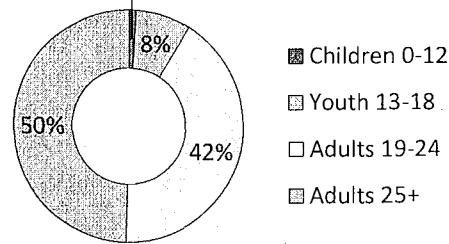
Notes: Youth ALIVE! participant demographic data is based on 336 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 48 percent of participants who consented to share their identifying information.

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.5	1.3	0.9	0.6
Total contacts per week	2	2	1	1
Percent of all participants	100%	100%	48%	16%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

11.1	2.7	0.9
Case management hours	Individual mental health service hours	Intensive outreach hours

PROGRAM DETAIL

Referral sources

3%

97%

Hospital   Other
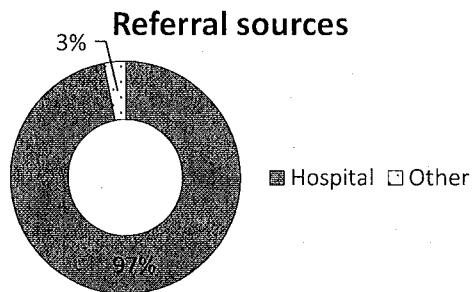
PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed seven Youth ALIVE! participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- The agency offers the services they need and are satisfied with Youth ALIVE!, but are less sure that their situation is better because of the agency

- It is important that staff share similar life experiences and understand their situation and needs

- They will be able to resolve conflicts without violence in the future, but are less optimistic they will have a steady job or will have completed additional education in one year

Catholic Charities of the East Bay

Catholic Charities of the East Bay (CCEB), **in partnership with subgrantee Youth ALIVE! and its Khadafy Washington Project, provides intensive outreach and mental health services to those directly affected by homicide in Oakland.** Youth ALIVE! staff assist families with funeral or vigil planning and costs, Victim of Crime applications, and other immediate needs in the days or weeks following a homicide. Families, friends, classmates, and other individuals can access CCEB to receive grief, trauma, and crisis counseling. CCEB also offers relocation support through the Victims of Crime assistance program to reduce the risk of exposure to additional violence if participants are in immediate risk.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

29%
71%

▨ Female   ▨ Male

Race and ethnicity

10%
20%
69%

▨ African American
▨ Hispanic
☐ Other

Oakland neighborhood

15%
36%
33%
16%

▨ Central
▨ East
☐ West
▨ Other

Age

7%
5%
10%
78%

▨ Children 0-12
▨ Youth 13-18
☐ Adults 19-24
▨ Adults 25+
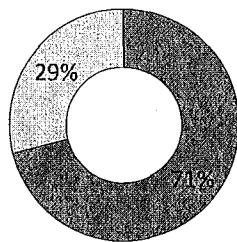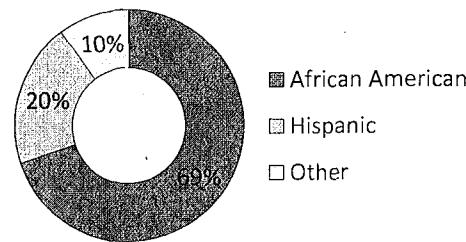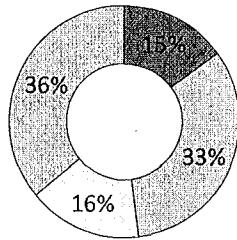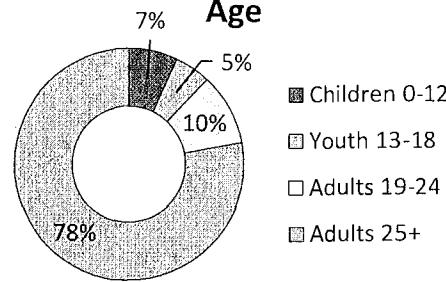
RISK FACTORS

35%

Reported being a victim of violent crime to OPD before receiving services

98%

Family or friend of homicide victim

Notes: Catholic Charities of the East Bay participant demographic data is based on 1,160 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 11 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	3.0	1.9	0.3	0.1
Total contacts per week	1	1	0	0
Percent of all participants	100%	100%	42%	29%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

2.1

Individual mental health service hours

3.5

Intensive outreach hours

PROGRAM DETAIL

Referral sources

14%

86%

▨ Police ☐ Other
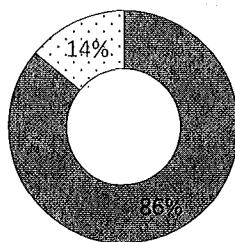
190

Funeral services, quiet hours, and community healing events

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed 10 CCEB participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- Staff at CCEB listen to them and treat them with respect

- Having financial support is important

- They will be able to contribute to their community and will have a steady job in the future, but are less confident they would be able to avoid unwanted contact with the police

Community & Youth Outreach

The *Community & Youth Outreach (CYO)* relocation support team works with people in immediate risk of injury or death to assist them and their families with services for emergency temporary relocation. Individuals may be referred by law enforcement or Oakland Unite partners, including other agencies working in the shooting/homicide response sub-strategy. Services begin with an initial meeting with the participant, the person referring the individual, and the relocation support team. Participants receive financial support for their relocation, assistance identifying safe places outside their area of immediate risk, and connections to other services such as mental health supports. In rare cases, CYO also supports permanent relocation to another area to reduce the risk of subsequent violence.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender

18%
82%
■ Female ☐ Male

Race and ethnicity

5%
95%
■ African American
☐ Hispanic

Oakland neighborhood

10% 20%
20%
50%
■ Central
☐ East
☐ West
☐ Other

Age

3%
52% 45%
☐ Youth 13-18
☐ Adults 19-24
☐ Adults 25+
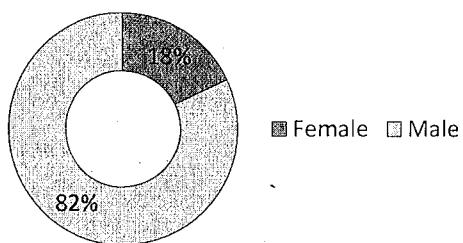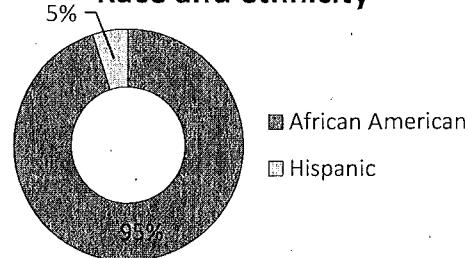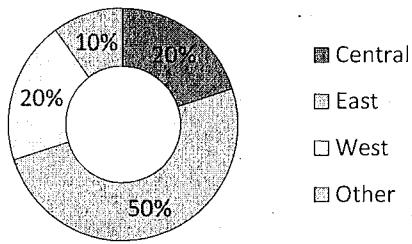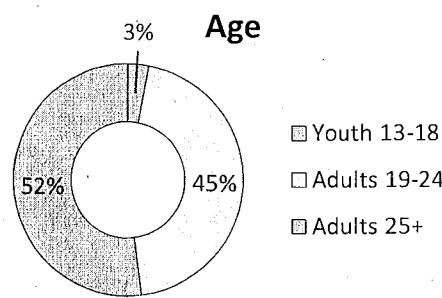
RISK FACTORS

83%	**66%**	**48%**	**53%**
Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services	Family or friend of homicide victim

Notes: Community & Youth Outreach participant demographic data is based on 60 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 48 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	4.0	2.1	1.1	1.0
Total contacts per week	2	2	1	2
Percent of all participants	100%	100%	37%	5%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

10.1

Case management hours

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed five CYO shooting response participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- They are satisfied with the agency and staff and their situation is better because of CYO

- Having staff with similar life experiences is important and they can be open with staff

- It is likely they will have a safe place to live and will have completed additional education in a year

Street Outreach

Agencies funded:	2	FY 18/19 grant:	$1,193,050	Participants served:	830

The *street outreach* strategy aims to reduce retaliatory violence by helping high-risk youth and young adults mediate conflict. Street outreach approaches are designed to interrupt violence before it happens or to prevent incidents of retaliation following a violent event. Street-based outreach workers and violence interrupters aim to create meaningful relationships with community members. Community outreach workers maintain a consistent presence in communities with the highest violent crime rates in order to send a message of nonviolence and build relationships with youth and young adults and their families. Violence interrupters help mediate hostile situations, including by being present at the hospital directly following a violent crime.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
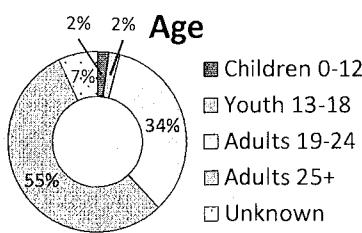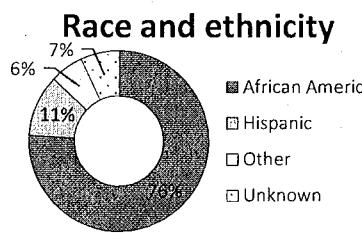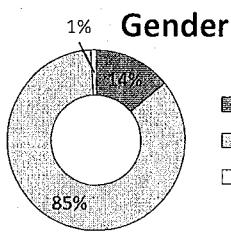
Gender: 1%, 14%, 85%
- Female
- Male
- Unknown

Race and ethnicity: 7%, 6%, 11%, 76%
- African American
- Hispanic
- Other
- Unknown

Age: 2%, 2%, 7%, 34%, 55%
- Children 0-12
- Youth 13-18
- Adults 19-24
- Adults 25+
- Unknown

86%	25%	43%	28%
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

9.3
Intensive outreach hours

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	3.6	2.6	1.3	0.6
Total contacts per week	1	1	1	0
Percent of all participants	100%	100%	49%	8%

Notes: Commercially Sexually Exploited Children Intervention participant demographic data is based on 564 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 69 percent of participants who consented to share their identifying information. School rates are based on the 43 percent of school-aged youth enrolled in school in the year before receiving services

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Building Opportunities for Self-Sufficiency

***Building Opportunities for Self-Sufficiency (BOSS)* provides conflict mediation and outreach services to high-risk youth and adults in West Oakland.** BOSS street outreach staff conduct general outreach activities, such as night walks every weekend around target areas and intensive outreach with individuals at greatest risk of engaging in violence. In addition, street outreach staff collaborate with the West Oakland violence interrupter at Youth ALIVE! (a subgrantee to BOSS) to share knowledge of violent incidents in the area and coordinate an approach to new mediations. Both agencies rely on skilled outreach workers who have connections to and understand the community they serve.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
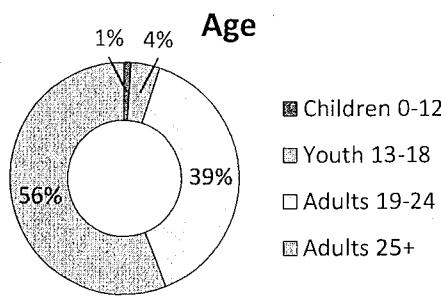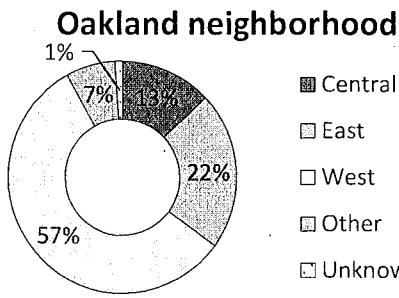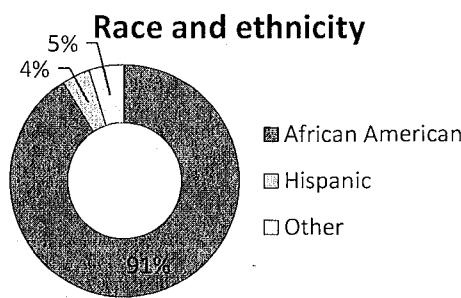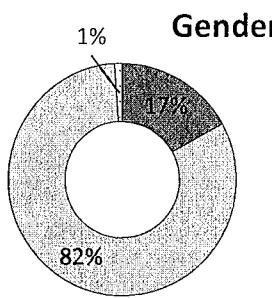
Gender
1%
17%
82%

- Female
- Male
- Unknown

Race and ethnicity
5%
4%
91%

- African American
- Hispanic
- Other

Oakland neighborhood
1%
7%
13%
22%
57%

- Central
- East
- West
- Other
- Unknown

Age
1%   4%
39%
56%

- Children 0-12
- Youth 13-18
- Adults 19-24
- Adults 25+

RISK FACTORS

88%	**20%**	**32%**	**16%**
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services

Notes: Building Opportunities for Self-Sufficiency participant demographic data is based on 241 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 95 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	5.1	3.2	2.5	0.5
Total contacts per week	1	1	0	0
Percent of all participants	100%	100%	24%	7%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

5.3

Intensive outreach hours

PROGRAM SERVICES

321	83	9
Total street outreach walks and events	Total conflict mediations	Total social and community events

Youth ALIVE!

Youth ALIVE!, **in partnership with subgrantee CYO, works to reduce street and retaliatory violence by interrupting and mediating conflicts.** Youth ALIVE! offers intensive outreach to high-risk participants in target areas in Central and East Oakland, and conducting general outreach in high-crime areas. Youth ALIVE! violence interrupters mediate between hostile groups to negotiate truces and are on call to address immediate safety issues in their communities. CYO street outreach workers conduct general outreach activities, such as night walks every weekend around target areas, and intensive outreach with individuals at greatest risk of engaging in violence. Staff from the two agencies share knowledge of violent incidents in the area and coordinate an approach to new mediations.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
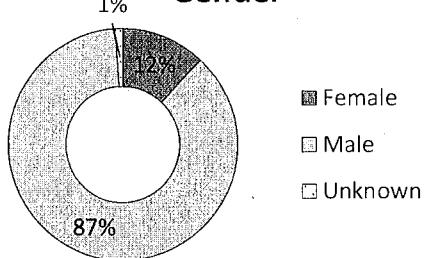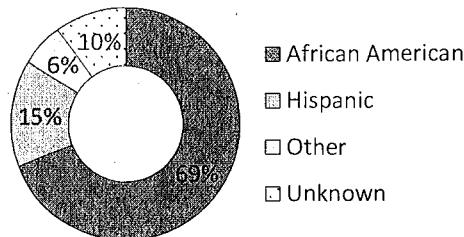
Gender

1%
12%
87%

- Female
- Male
- Unknown

Race and ethnicity

10%
6%
15%
69%

- African American
- Hispanic
- Other
- Unknown

Oakland neighborhood

10%
10%
19%
28%
33%

- Central
- East
- West
- Other
- Unknown

Age

2% 2%
10%
31%
54%

- Children 0-12
- Youth 13-18
- Adults 19-24
- Adults 25+
- Unknown

RISK FACTORS

88%	**26%**	**48%**	**33%**
Had peer/family shot or seriously injured before receiving services	Reported being a victim of violent crime to OPD before receiving services	Arrested before receiving services	On probation supervision before receiving services
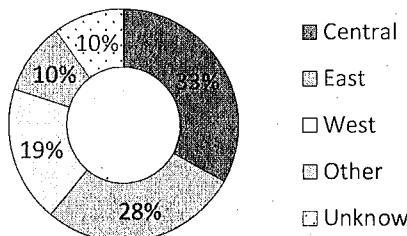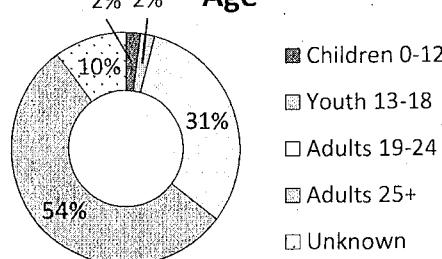
Notes: Youth ALIVE! participant demographic data is based on 550 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 87 percent of participants who consented to share their identifying information.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	3.2	2.4	1.2	0.6
Total contacts per week	1	1	1	1
Percent of all participants	100%	100%	63%	9%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

11.5

Intensive outreach hours

PROGRAM SERVICES

861	**311**	**9**
Total street outreach walks and events	Total conflict mediations	Total social and community events

Innovation Fund

| Agencies funded: | 2 | FY 18/19 grant: | $214,000 | Participants served: | 208 |

The *Innovation Fund* provides seed funding to encourage and support the development of new and promising violence prevention programs or practices that are outside of the scope of the other Oakland Unite strategies. The Innovation Fund supports two agencies offering very different types of services and program models:

1. *Community Works West* offers pretrial diversion services to youth referred directly from law enforcement, providing them with outreach and case management as part of a restorative justice diversion model.
2. *Seneca Family of Agencies* supports school-wide adoption of a trauma-informed education model in two Oakland schools. Staff provide mental health services to students but also support school staff and parents more broadly.

Staff from both of these agencies demonstrate an understanding of complex traumatic events that may influence youth behavior, and work to integrate diverse stakeholders into the process. Agency staff work through challenging events alongside youth and their families using goal-oriented frameworks that draw on principles like restorative justice and social-emotional learning.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT

Gender — 5%, 30%, 65%
- Female
- Male
- Unknown

Race and ethnity — 9%, 18%, 13%, 61%
- African American
- Hispanic
- Other
- Unknown

Age — 3%, 10%, 44%, 43%
- Children 0-12
- Youth 13-18
- Adults 19-24
- Unknown
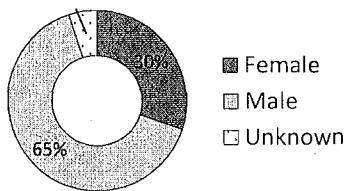
1.7
Average GPA in the school year before receiving services
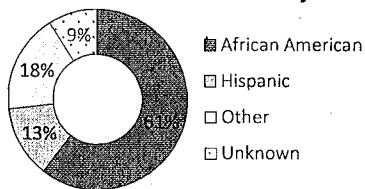
33%
Chronically absent from school in the 12 months before receiving services
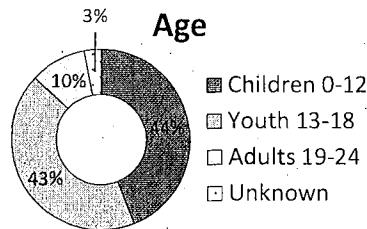
19%
Suspended from school before receiving services

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

10.7
Group mental health service hours

4.3
Case management hours

1.7
Intensive outreach hours

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.0	0.8	1.5	1.4
Total contacts per week	1	1	1	1
Percent of all participants	100%	100%	88%	33%

Notes: Commercially Sexually Exploited Children Intervention participant demographic data is based on 564 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 69 percent of participants who consented to share their identifying information. School rates are based on the 43 percent of school-aged youth enrolled in school in the year before receiving services

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Community Works West

Community Works West (CWW) **provides pretrial diversion services to youth who have been arrested and are in danger of being charged with a high-level misdemeanor or low-level felony offense.** Following an arrest, youth are referred by the arresting officer or the Alameda County District Attorney's office to CWW, where they receive restorative justice services rather than going through the juvenile justice system. Restorative justice services include one-on-one case management that supports youth in developing and completing a restorative plan, which is agreed to during a community case conference with the victim. The program's goal is to help young people be accountable for crimes and develop empathy for those impacted. The program also aims to help the victims engage in a dialogue around healing.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
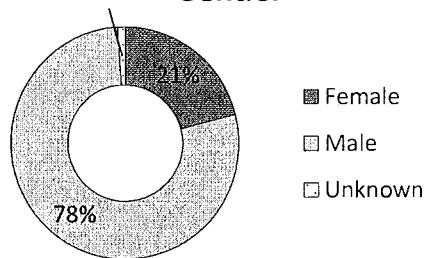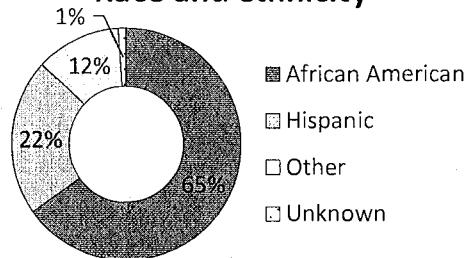
Gender

- 1%
- 21%
- 78%

▨ Female
▨ Male
▢ Unknown

Race and ethnicity

- 1%
- 12%
- 22%
- 65%

▨ African American
▨ Hispanic
▢ Other
▢ Unknown

Oakland neighborhood

- 2%
- 18%
- 20%
- 60%

▨ Central
▨ East
▢ West
▨ Other

Age

- 4%
- 26%
- 71%

▨ Children 0-12
▨ Youth 13-18
▢ Adults 19-24
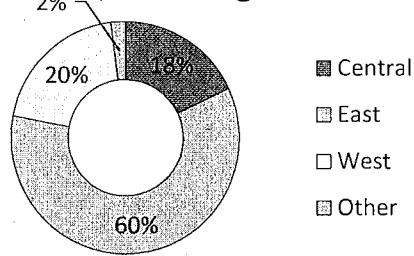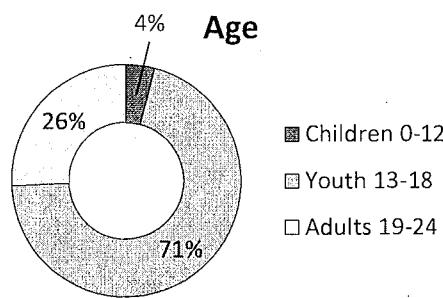
RISK FACTORS

1.7	**52%**	**39%**	**20%**
Average GPA in the school year before receiving services	Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services	Reported being a victim of violent crime to OPD before receiving services

80%

Arrested before receiving services

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	0.8	0.8	0.8	0.9
Total contacts per week	1	1	1	1
Percent of all participants	100%	100%	89%	34%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

11.0

4.4

Case management hours
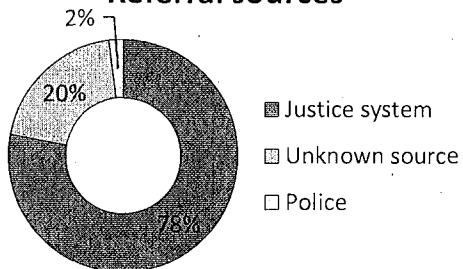
Intensive outreach hours

PROGRAM DETAIL

Referral sources

2%

20%

78%

- Justice system
- Unknown source
- Police

PARTICIPANT PERSPECTIVES

Survey findings

In September 2018, Mathematica surveyed three CWW participants as part of an overall survey of the Oakland Unite network of agencies.

Respondents felt that:

- It is important that staff respect their confidentiality, and they feel like can be open with CWW staff

- They will be able to resolve conflicts without violence and will be able to avoid unwanted contact with the police, but do not think they will have a steady job in a year

Seneca Family of Agencies

Seneca Family of Agencies supports school-wide adoption of a trauma-informed education model at two OUSD schools in East Oakland where a high share of children are exposed to trauma—Horace Mann Elementary School and Elmhurst Community Prep (a middle school).[*] The Seneca service team is integrated into the school community to provide support to students and families and train school staff on how to identify and address trauma. Children in need of additional support are referred to a school coordination of services team that develops a plan to help address students' needs. Depending on their level of trauma, children receive individual therapy or participate in therapeutic support groups run by Seneca.

PARTICIPANT CHARACTERISTICS AT ENROLLMENT
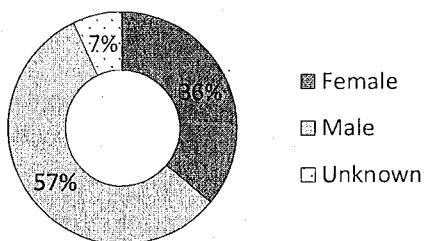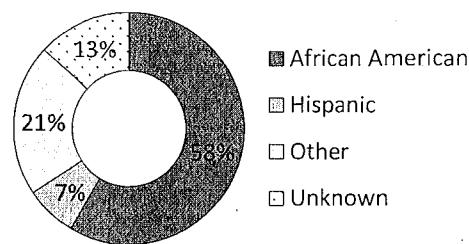
Gender

7%
36%
57%

- Female
- Male
- Unknown

Race and ethnicity

13%
21%
58%
7%

- African American
- Hispanic
- Other
- Unknown

Oakland neighborhood

1% — 2% — 2%
41%
54%

- Central
- East
- West
- Other
- Unknown

Age

5%
25%
70%

- Children 0-12
- Youth 13-18
- Unknown
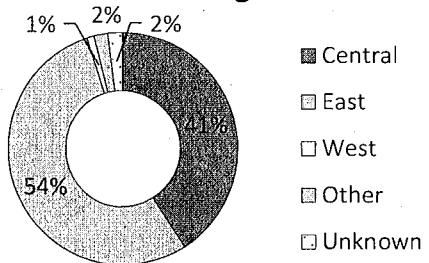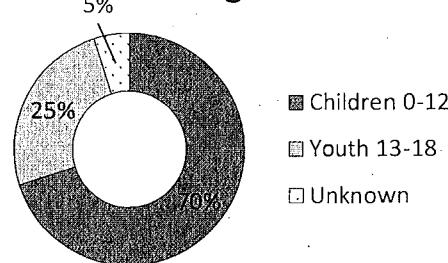
RISK FACTORS

2.0	24%	10%
Average GPA in the school year before receiving services	Chronically absent from school in the 12 months before receiving services	Suspended from school before receiving services

Notes: Seneca Family of Agencies participant demographic data is based on 126 participants who participated from January 1, 2016 through December 31, 2018. Rates derived from matching to other data sources are based only on the 98 percent of participants who consented to share their identifying information. School rates are based on the 51 percent of school-aged youth enrolled in school in the year before receiving services.

[*] As of most of the 2017–18 fiscal year, Seneca operates only at Horace Mann Elementary.

AVERAGE SERVICE INTENSITY (PER WEEK)

	All participants	Weekly service intensity in participant's 1st month of service	Weekly service intensity in participant's 2nd through 6th months of service	Weekly service intensity following participant's 6th month of service
Total hours per week	1.1	0.9	1.9	1.8
Total contacts per week	0	0	1	0
Percent of all participants	100%	100%	87%	33%

AVERAGE SERVICE HOURS (TOTAL, BY TYPE OF SERVICE)

17.7

Group mental health service hours

PROGRAM SERVICES

128	69	58
Total events	Total community events	Total community training events

Community Asset Building

| Agencies funded: | 3 | FY 18/19 grant: | $744,906 |

The *community asset building* strategy has the broad aim of changing norms about violence through strengthening communities. Within the strategy are two sub-strategies with diverse goals:

Community engagement. This sub-strategy supports several approaches to strengthening communities, including creating safe spaces for community members to convene and interact, providing holiday support for many families, and building the capacity of local leaders (see following profile).

Training and technical assistance. This sub-strategy invested $300,000 in 2018–2019 for network-wide trainings and grantee support. To facilitate collaboration, Oakland Unite regularly convenes agencies to share information on best practices, discuss referrals, and troubleshoot challenges. Since 2016, Oakland Unite has also funded a multicomponent grantee training and technical assistance program coordinated by contractors that are competitively selected (Bright Research Group and Pathways Consultants). Training and technical assistance include the following:

| Certification opportunities in life coaching and career development | Network-wide trainings for grantee staff | Peer learning communities |

| One-on-one agency support | Employer engagement events |
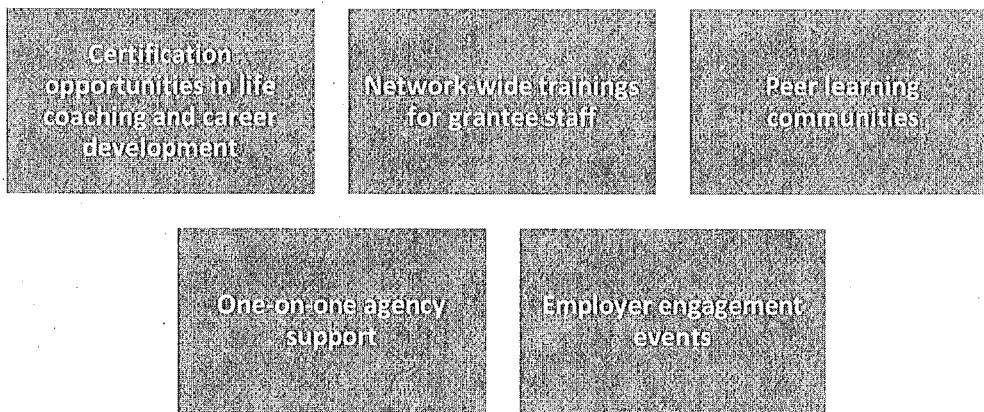
- *Certification opportunities in life coaching and career development.* The life coaching certification fellowship is a nine-month program for Oakland Unite grantee life coaches and case managers.

- *Network-wide trainings for grantee staff.* Available to staff in all Oakland Unite grantee organizations, trainings aim to increase access to information and skill development in areas of need. Training topics have included street outreach and conflict mediation, harm reduction for service providers and program managers, management practices for self-care, surviving compassion fatigue, and motivational interviewing.

- *Peer learning communities.* Oakland Unite supports several opportunities for grantees throughout the network to learn from one another. Fellows selected for the supervision learning community and motivational interviewing learning communities deepen their application, skills, and confidence using supervision and motivational interviewing approaches. Participants receive training, coaching, skill-based application, and feedback from an expert instructor.

- *One-on-one agency support.* Oakland Unite TA contractors provide individualized support primarily focused on organizational development and job development, as needed, to Oakland Unite grantees. Topics have included budget and financial review, organizational chart and model review, communication and development of board members, and employer engagement and recruitment.

- *Employer engagement events.* These events bring sector-specific employers together with employment-focused grantees for business tours, roundtables, showcases, and other events aimed to facilitate relationship building between employers and grantee staff and sharing of information about workforce opportunities. In addition, job huddles allow Oakland Unite EESS grantees to learn more about specific sectors and their pathways.

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Community Engagement

The *community engagement* sub-strategy supports the coordination of events and capacity building efforts to boost community engagement, develop leadership skills, and create safe spaces within high-crime neighborhoods in East and West Oakland. The sub-strategy is led by the City of Oakland's Human Services Department (HSD) in collaboration with other partners, including Oakland Parks, Recreation & Youth Development; Alameda County Public Health Department; and faith-based community organizations.

FRIDAY SUMMER NIGHTS

Friday Summer Nights offers weekly community events during the summer featuring free food, games, and entertainment to encourage community members to reclaim public spaces that have been considered unsafe and for reducing crime. Events are held on six consecutive Friday nights from 6 to 9 pm, July through August. The program, which has operated since 2011, is also known as Peace at the Park in East Oakland and Friday Night Live in West Oakland.

HSD employs a group of youth, referred to as the "Youth Squad," to coordinate these events for eight weeks each summer. Two part-time staff are also employed to train and supervise the Youth Squad. Youth Squad members participate in weekly workshops on topics such as leadership development, community building, and violence prevention. Youth Squad Leaders are referred through life coaching and street outreach agencies or community outreach.

HOLIDAY SUPPORT

The community engagement sub-strategy provides support to families during the holiday season. With the help of faith-based partners, families of life coaching participants with the greatest need receive turkey dinners and food baskets for Thanksgiving and presents for the Christmas holiday. In addition, community engagement staff help distribute toys donated through the annual Mayor's Toy Drive to families in Oakland.

CITY-COUNTY NEIGHBORHOOD INITIATIVE

The goal of the *City-County Neighborhood Initiative* is to provide community leaders with the skills to promote change in their communities. Community leaders in the neighborhoods of Sobrante Park and Hoover Foster identify relevant issues they want to address, and receive training from three community capacity builders, two of which are funded through Oakland Unite. The initiative also participates in community activities and events such as MLK Day of Service, Juneteenth Celebration, and Health Fair. The program is a partnership between Oakland Unite and Alameda County Public Health Department, which provides staffing and funding for leadership development.

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PROFILE MEASURE DEFINITIONS

Strategy and agency level measures

- **Agencies funded** – The number of agencies funded through Oakland Unite in the 2018-2019 grant cycle. (Only applies to strategy profiles.) (*Source*: City of Oakland Human Services Department)

- **FY 18/19 grant** –The total amount of grant funding from Oakland Unite in the 2018-2019 fiscal year. (*Source*: City of Oakland Human Services Department)

- **Participants served** – The number of participants served in 2016, 2017, and 2018 by an Oakland Unite funded agency. (*Source*: 2016-2018 Oakland Unite agency data)

- **Percentage of budget used for participant support** – For agencies that dedicate a significant part of their grant budgets to wages, financial support, or incentives for participants, we show the percentage of the agency's budget used for participant payments based on the agency's budget for the 2018–2019 fiscal year. Agencies are not typically allowed to shift funds from these line items, though a small number of agencies had unspent funds during the period. Agencies are required to secure a 20 percent match to Oakland Unite funds, and many match a larger percentage and apply those funds to financial transfers to participants. (*Source*: City of Oakland Human Services Department)

Participant characteristics and risk factors

- **Age** – Participant age is recorded by agencies as of first date of service. Age categories are: children age 0 to 12, youth age 13 to 18, adults age 19 to 24, and adults age 25 or older. Observations without birth date information are coded as age unknown. (*Source*: 2016-2018 Oakland Unite agency data)

- **Consent rate** – Data points that rely on linking Oakland Unite agency data to other administrative databases are based only on participants who consented to share their personally identifying information for the purposes of the evaluation. Each agency's consent rate appears at the bottom of their profile's first page. (*Source*: 2016-2018 Oakland Unite agency data)

- **Gender** – The percent of participants identifying as female, male, or other (includes transgender participants and participants with gender listed as "other"). Participants with no gender recorded are marked as gender unknown. (*Source*: 2016-2018 Oakland Unite agency data)

- **Race and ethnicity** – The percent of participants identifying as African American, Hispanic, or other race/ethnicity. Other includes Asian, White, Pacific Islander, Alaskan Native, and American Indian. If no race or ethnicity is recorded, participant race and ethnicity is marked as unknown. (*Source*: 2016-2018 Oakland Unite agency data)

- **Oakland neighborhood** – Using home zip codes, we grouped participants into regions of Oakland. Home ZIP codes falling outside of Oakland city limits were classified as other. If participant ZIP code data was not reported, we show the region as unknown. (*Source*: 2016-2018 Oakland Unite agency data)

- **Arrested before receiving services** – The percentage of consenting participants who were arrested prior to enrollment in Oakland Unite services. This measure combines information on arrests from the Oakland Police Department, which includes arrests that occurred within the City of Oakland since 2006, and the Alameda County Probation Department, which includes arrests that occurred in Alameda County (including the City of Oakland), since 2010. The ACPD data includes information on arrests for juveniles, but only includes conviction information for adults. Therefore the measure will slightly undercount the percentage of adults arrested prior receiving services. (*Source*: Oakland Police Department, Alameda County Probation Department data)

- **Average GPA in the school year before receiving services** – The average grade point average (GPA) for consenting participants who were enrolled in the Oakland Unified School District or Alameda County Office of Education in the school year prior to enrollment in Oakland Unite services. Only youth in middle and high school have recorded GPAs. (*Source*: Oakland Unified School District, Alameda County Office of Education)

- **Chronically absent from school in the 12 months before receiving services** – The percent of consenting participants who were enrolled in the Oakland Unified School District or Alameda County Office of Education in the 12 months prior to enrollment in Oakland Unite services that were chronically absent from school, defined as missing 10 percent or more of school days during that period. (*Source*: Oakland Unified School District, Alameda County Office of Education)

- **Family or friend of homicide victim** – The percentage of participants who reported being a family or friend of a homicide victim. This information is collected during intake by Oakland Unite agency staff. (*Source*: 2016-2018 Oakland Unite agency data)

- **Had peer/family shot or seriously injured before receiving services** – The percentage of participants who reported having a peer or family member shot or seriously injured by gun violence. This information is collected during intake by Oakland Unite agency staff. (*Source*: 2016-2018 Oakland Unite agency data)

- **Percentage of school-aged youth enrolled in school before receiving services** – The percentage of consenting participants who were enrolled in the Oakland Unified School District or Alameda County Office of Education in the 12 months prior to enrollment in Oakland Unite services. (*Source*: Oakland Unified School District, Alameda County Office of Education)

- **On probation supervision before receiving services** – The percentage of consenting participants who were on formal probation supervision since 2010, prior to enrolling in Oakland Unite. The data include both juvenile and adult probation records. (*Source*: Alameda County Probation Department)

- **Suspended from school before receiving services** – The percentage of participants who were enrolled in the Oakland Unified School District or Alameda County Office of Education in the 12 months prior to enrollment in Oakland Unite services and who were suspended from school during that period. (*Source*: Oakland Unified School District, Alameda County Office of Education)

- **Reported being a victim of violent crime to OPD before receiving services** – The percentage of consenting participants who reported being the victim of a violent crime or assault since 2006, prior to enrolling in Oakland Unite. Violent incidents include homicide, rape, robbery, assault, offenses against the family and children, prostitution, or sex offenses. (*Source*: Oakland Police Department)

- **Victim of violent injury (agency reported)** – The percentage of participants who were a victim of a violent injury. This information is collected during intake by Oakland Unite agency staff. (*Source*: 2016-2018 Oakland Unite agency data)

Program characteristics and milestones

- **Job placement** – The percentage of participants placed in a job following participation in Oakland Unite. (*Source*: 2016-2018 Oakland Unite agency data)

- **Job retention (30-day)** – The percentage of participants who reported being placed in a job following participation in Oakland Unite and retaining the job for at least 30 days. (*Source*: 2016-2018 Oakland Unite agency data)

- **Job retention (90-day)** – The percentage of participants who reported being placed in a job following participation in Oakland Unite and retaining the job for at least 90 days. (*Source*: 2016-2018 Oakland Unite agency data)

- **Job retention (180-day)** – The percentage of participants who reported being placed in a job following participation in Oakland Unite and retaining the job for at least 180 days. (*Source*: 2016-2018 Oakland Unite agency data)

- **Reenrolled in school** – The percentage of school-aged youth who reported reenrolling in school following participation in Oakland Unite. (*Source*: 2016-2018 Oakland Unite agency data)

- **Referral sources** – Referral sources, as entered by agencies. When not specified, "other" referral sources may include any of the following: justice system, another OU agency, self/walk-in, school, family/friend, hospital, police, outreach, social services, Ceasefire, or other/unknown source. (*Source*: 2016-2018 Oakland Unite agency data)

- **Referred to mental health and other long-term support services** – The percentage of participants referred by the Oakland Unite agency to mental health or other long-term support services. (*Source*: 2016-2018 Oakland Unite agency data)

- **Total community events** – The number of community events provided by an Oakland Unite agency. (*Source*: 2016-2018 Oakland Unite agency data)

- **Total community training events** – The number of community training events provided by Seneca Family of Agencies. (*Source*: 2016-2018 Oakland Unite agency data)

- **Total conflict mediations** – The number of total conflict mediations provided by an Oakland Unite agency. (*Source*: 2016-2018 Oakland Unite agency data)

- **Total social and community events** – The number of social and community events provided by an Oakland Unite agency. (*Source*: 2016-2018 Oakland Unite agency data)

- **Total street outreach walks and events** – The number of street outreach walks and events provided by an Oakland Unite agency. (*Source*: 2016-2018 Oakland Unite agency data)

Average service hours

Average service hours represent the total number of hours each participant received. Average service hours are shown for the following types of services:

- **Basic education training hours** – The average number of hours per participant of basic education training provided by Civicorps. (*Source*: 2016-2018 Oakland Unite agency data)

- **Case consultation hours** – The average number of hours per participant of case consultation provided by Family Violence Law Center. (*Source*: 2016-2018 Oakland Unite agency data)

- **Case management hours** – The average number of hours per participant of case management services provided by an agency. (*Source*: 2016-2018 Oakland Unite agency data)

- **Group mental health service hours** – The average number of mental health service hours per participant provided in a group setting. (*Source*: 2016-2018 Oakland Unite agency data)

- **Group work experience hours** – The average number of work experience hours per participant provided in a group setting. (*Source*: 2016-2018 Oakland Unite agency data)

- **Housing service hours** – The average number of housing service hours per participant provided by Family Violence Law Center. (*Source*: 2016-2018 Oakland Unite agency data)

- **Individual mental health service hours** – The average number of individual mental health service hours per participant provided by an Oakland Unite agency. (*Source*: 2016-2018 Oakland Unite agency data)

- **Individual work experience hours** – The average number of individual work experience hours per participant provided by an Oakland Unite agency. Agencies vary in how they report work experience – some record hours as "individual" while others report "group" hours based on program design. (*Source*: 2016-2018 Oakland Unite agency data)

- **Intensive care service hours** – The average number of intensive care service hours per participant provided by Family Violence Law Center. (*Source*: 2016-2018 Oakland Unite agency data)

- **Intensive outreach hours** - The average number of intensive outreach hours per participant provided by an Oakland Unite agency. (*Source*: 2016-2018 Oakland Unite agency data)

- **Legal service hours** – The average number of legal service hours per participant provided by Family Violence Law Center. (*Source*: 2016-2018 Oakland Unite agency data)

- **Life skills/pre-employment training hours** – The average number of life skills and pre-employment training hours per participant provided by an Oakland Unite agency. (*Source*: 2016-2018 Oakland Unite agency data)

- **Other service hours** – The average number of other service hours per participant provided by Dreamcatchers. (*Source*: 2016-2018 Oakland Unite agency data)

- **Peer support counseling hours** – The average number of peer support counseling hours per participant provided by an Oakland Unite agency. (*Source*: 2016-2018 Oakland Unite agency data)

- **Psychotherapy session hours** – The average number of psychotherapy session hours per participant provided by Family Violence Law Center. (*Source*: 2016-2018 Oakland Unite agency data)

- **Social service hours** – The average number of social service hours per participant provided by Dreamcatchers. (*Source*: 2016-2018 Oakland Unite agency data)

Average service intensity

Average service intensity tables show the average weekly service hours and contacts received for all participants. Additionally, average weekly service hours and contacts are further broken out for all participants' first month of service, for all participants' second through sixth months of service, and for all weeks following a participant's sixth month of service.

- **Percent of all participants** – Percentage of all participants receiving at least 1 hour of services falling into each monthly breakout. (*Source*: 2016-2018 Oakland Unite agency data)

- **Total hours per week** – The total number of average service hours per week for participants receiving at least 1 hour of services. Average weekly hours are shown for all participants and by month of service. (*Source*: 2016-2018 Oakland Unite agency data)

- **Total contacts per week** – The total number of average service contacts per week for participants receiving at least 1 hour of services. Average weekly contacts are shown for all participants and by month of service. (*Source*: 2016-2018 Oakland Unite agency data)

- **Weekly service intensity in participant's 1st month of service** – Average weekly service hours and contacts received in an individual's first month of service. Restricted to individuals receiving at least 1 hour of service. (*Source*: 2016-2018 Oakland Unite agency data)

- **Weekly service intensity in participant's 2nd through 6th months of service** – Average weekly service hours and contacts received in an individual's second through sixth months of service. Restricted to individuals receiving at least 1 hour of service. (*Source*: 2016-2018 Oakland Unite agency data)

- **Weekly service intensity following participant's 6th month of service** – Average weekly service hours and contacts received after an individual's sixth month of service. Restricted to individuals receiving at least 1 hour of service. (*Source*: 2016-2018 Oakland Unite agency data)

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APPENDIX

DATA COLLECTION AND PROCESSING

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DATA COLLECTION AND PROCESSING

This report is based on a mix of qualitative and quantitative analyses of multiple data sources. The qualitative component included primary data collection through a participant survey. The quantitative analyses relied on administrative data maintained by Oakland Unite's Cityspan database, the Oakland Police Department (OPD), the Oakland Unified School District (OUSD), the Alameda County Probation Department (ACPD), and the Alameda County Office of Education (ACOE). We discuss both the qualitative and administrative data sources in detail below. All data collection procedures were reviewed and approved by the New England Institutional Review Board.

Survey data

The purpose of the survey data collection was to gather information about Oakland Unite directly from strategy participants. The general topics of study included experiences and satisfaction with services, importance of agency characteristics, thoughts about the future, experiences with violence, and demographic characteristics. Prior to administration, the survey was pretested with former Oakland Unite participants in two strategies. The pretest focused on whether respondents understood the questions, whether anything was difficult to answer, and the time required to complete. Based on this pretest, the survey was revised and a final version was translated into Spanish.

The surveys were fielded with participants at each agency during September and October 2018. Survey administration was typically conducted on two back-to-back days where any Oakland Unite participant who visited that agency on one of the days was asked to complete a survey. Due to the differences in services provided and the number of participants at each agency, some sites delayed the start of data collection or included additional days. Nearly all surveys were conducted using a paper copy of the survey, with 5 percent of respondents electing to use a web version. The survey took approximately 5 minutes to complete. There was no identifying information included on the survey, so all responses were anonymous. In total, 317 participants completed a survey across the 10 agencies providing services in the focal strategies (see Table A.1 for survey counts by sub-strategy). Because the number of surveys varied by agency, the responses were weighted proportional to the number of completed surveys at each agency. This means that each agency contributed equally to the sub-strategy averages regardless of the number of participants who completed a survey.

Table A.1. Participant survey summary

Sub-strategy	Number of agencies	Number of completed surveys
All respondents	24	317
Adult EESS	5	76
Adult Life Coaching	5	66
CSEC	3	29
Family Violence Intervention	1	12
Innovation Fund	1	3
Shooting and Homicide Response	3	22
Youth Life Coaching	6	63
Youth Education Support	4	46

Table A.2 provides a summary of the survey results by sub-strategy.

Table A.2. Participant survey results by sub-strategy

Measure	All	Adult EESS	Youth EESS	Adult Life Coaching	Youth Life Coaching	CSEC and Family Violence	Shooting/ Homicide Response
Agencies surveyed	24	5	4	5	6	4	3
Completed surveys	317	76	46	66	63	41	22
Feelings about the agency							
Satisfied with kinds of services offered							
Number reporting	316	76	45	66	63	41	22
Agree or strongly agree	93.4	96.1	88.9	92.4	95.2	92.7	95.5
Situation is better because of services							
Number reporting	315	76	46	66	62	41	21
Agree or strongly agree	84.8	86.8	73.9	87.9	87.1	78.0	95.2
Staff are available when I need them							
Number reporting	315	76	45	66	62	41	21
Agree or strongly agree	91.7	93.4	86.7	90.9	96.8	82.9	100.0
Staff listen to me							
Number reporting	314	76	46	64	62	41	22
Agree or strongly agree	92.4	92.1	87.0	92.2	96.8	87.8	100.0
Staff treat me with respect							
Number reporting	316	75	46	66	63	41	22
Agree or strongly agree	93.0	93.3	84.8	92.4	96.8	92.7	100.0
I can be open with the staff							
Number reporting	316	76	45	66	63	41	22
Agree or strongly agree	92.4	92.1	86.7	92.4	95.2	90.2	100.0
Staff understand my situation and needs							
Number reporting	316	76	46	66	63	40	22
Agree or strongly agree	90.8	90.8	78.3	90.9	95.2	92.5	100.0
I am satisfied with this agency							
Number reporting	316	76	46	65	63	41	22
Agree or strongly agree	92.7	93.4	91.3	90.8	93.7	90.2	100.0
Referral receipt and satisfaction							
Received a referral for other services							
Number reporting	299	75	43	58	61	37	22
Yes	54.2	48.0	16.3	82.8	70.5	56.8	31.8
Helpfulness of referral							
Number reporting	158	35	7	46	43	20	7
Very helpful	69.0	77.1	57.1	69.6	65.1	70.0	57.1
Somewhat helpful	22.2	11.4	42.9	21.7	25.6	20.0	42.9
Slightly helpful	7.6	8.6	0.0	6.5	9.3	10.0	0.0
Not at all helpful	1.3	2.9	0.0	2.2	0.0	0.0	0.0
Importance of agency characteristics							
Staff are responsive							
Number reporting	314	75	46	66	62	41	21
Very important	79.3	78.7	78.3	93.9	77.4	61.0	81.0

Measure	All	Adult EESS	Youth EESS	Adult Life Coaching	Youth Life Coaching	CSEC and Family Violence	Shooting/ Homicide Response
Financial support is available							
Number reporting	309	73	46	66	62	39	20
Very important	65.1	65.8	47.8	84.9	75.8	41.0	60.0
Staff share similar life experiences							
Number reporting	311	73	46	66	62	40	21
Very important	55.3	54.8	39.1	74.2	71.0	22.5	52.4
Location is safe and convenient							
Number reporting	311	75	46	66	62	39	20
Very important	74.3	74.7	69.6	86.4	67.7	59.0	95.0
Staff respect confidentiality							
Number reporting	312	75	46	66	62	40	20
Very important	85.3	82.7	84.8	97.0	83.9	67.5	95.0
Thoughts about likelihood of events one year in the future							
Have a safe place to live							
Number reporting	295	71	46	66	57	36	16
Number not applicable	15.0	3.0	0	0.0	5	2.0	5.0
Likely or very likely	94.6	91.6	93.5	97.0	100.0	86.4	100.0
Have a steady job							
Number reporting	289	71	45	64	54	35	17
Number not applicable	17.0	3.0	1	2.0	5	3.0	3.0
Likely or very likely	89.6	91.6	93.3	93.8	94.4	77.0	76.5
Resolved any legal problems							
Number reporting	278	67	40	64	55	33	16
Number not applicable	30.0	7.0	5	1.0	8	4.0	5.0
Likely or very likely	89.9	83.6	92.5	92.2	94.6	85.8	93.8
Avoided unwanted contact with the police							
Number reporting	282	68	40	66	57	34	14
Number not applicable	28.0	7.0	5	0.0	6	4.0	6.0
Likely or very likely	91.5	94.1	92.5	92.4	100.0	67.7	92.9
Avoided unhealthy drug/alcohol abuse							
Number reporting	273	65	40	66	55	30	14
Number not applicable	34.0	8.0	5	0.0	7	8.0	6.0
Likely or very likely	90.1	93.9	97.5	90.9	90.9	64.4	92.9
Have stronger relationships							
Number reporting	294	72	42	65	57	36	19
Number not applicable	15.0	2.0	4	0.0	5	2.0	2.0
Likely or very likely	91.8	88.9	95.2	93.9	93.0	83.7	100.0
Contribute to my community							
Number reporting	297	74	44	65	57	36	18
Number not applicable	13.0	0.0	1	1.0	6	2.0	3.0
Likely or very likely	85.5	89.2	84.1	81.5	89.5	78.3	88.9
Be more hopeful about my life							
Number reporting	299	74	44	66	57	36	19
Number not applicable	12	1	2	0	5	2	2
Likely or very likely	96.3	93.2	97.7	100.0	98.3	89.1	100.0

Measure	All	Adult EESS	Youth EESS	Adult Life Coaching	Youth Life Coaching	CSEC and Family Violence	Shooting/ Homicide Response
Be better able to deal with crisis							
Number reporting	298	71	43	66	61	36	18
Number not applicable	9.0	3.0	1	0.0	2	2.0	1.0
Likely or very likely	94.3	95.8	83.7	100.0	96.7	86.4	100.0
Have completed any additional education							
Number reporting	297	71	45	64	62	35	17
Number not applicable	12.0	3.0	1	2.0	0	3.0	3.0
Likely or very likely	87.5	85.9	84.4	87.5	96.8	79.9	82.4
Be able to resolve conflicts without violence							
Number reporting	282	68	42	65	58	31	15
Number not applicable	29.0	6.0	4	1.0	5	7.0	6.0
Likely or very likely	93.3	92.7	95.2	96.9	100.0	63.3	100.0
Experiences with violence							
Victim of violence							
Number reporting	308	74	46	66	60	38	21
Yes, in the last year	30.2	33.8	15.2	13.6	38.3	52.6	42.9
Yes, but not in the last year	31.5	29.7	17.4	53.0	26.7	21.1	33.3
No	38.3	36.5	67.4	33.3	35.0	26.3	23.8
Violence in home							
Number reporting	310	75	46	65	62	38	21
Yes, in the last year	17.1	21.3	10.9	3.1	16.1	47.4	9.5
Yes, but not in the last year	16.5	17.3	6.5	20.0	14.5	18.4	28.6
No	66.5	61.3	82.6	76.9	69.4	34.2	61.9
Violence in neighborhood							
Number reporting	309	76	45	66	62	36	21
Yes, in the last year	58.3	52.6	48.9	62.1	64.5	55.6	76.2
Yes, but not in the last year	14.6	13.2	20.0	15.2	12.9	16.7	9.5
No	27.2	34.2	31.1	22.7	22.6	27.8	14.3
Lost a loved one to violence							
Number reporting	311	74	46	66	62	38	22
Yes, in the last year	48.2	48.7	37.0	54.6	46.8	39.5	77.3
Yes, but not in the last year	24.1	23.0	19.6	31.8	24.2	26.3	13.6
No	27.7	28.4	43.5	13.6	29.0	34.2	9.1
Responded to a situation with violence							
Number reporting	309	74	44	65	63	38	22
Yes, in the last year	24.9	24.3	18.2	12.3	31.8	44.7	27.3
Yes, but not in the last year	25.6	35.1	25.0	32.3	15.9	21.1	13.6
No	49.5	40.5	56.8	55.4	52.4	34.2	59.1

The survey relied on a convenience sample of respondents who visited the agency sites during the survey administration window. Because it is not based on a random sample, responses may not be representative of all Oakland Unite participants. The results from the survey should be considered descriptive and caution should be used when interpreting the results. In particular, variation in responses across strategies and agencies may result from small or unrepresentative samples and may not reflect true differences.

Administrative data

The quantitative analyses in this report used administrative data from Oakland Unite, OPD, ACPD, OUSD, and ACOE that were linked together (Table A.3).

Table A.3. Administrative data sources

Data source	Total number of individual records retrieved	Date range
Alameda County Office of Education	1,492	August 1, 2014 to June 30, 2018
Alameda County Probation Department	23,377	January 1, 2010 to December 31, 2018
Oakland Unite Agency Data	8,631	January 1, 2016 to December 31, 2018
Oakland Police Department arrest incidents	76,630	January 1, 2006 to December 31, 2018
Oakland Police Department victimization incidents	392,680	January 1, 2006 to December 31, 2018
Oakland Unified School District	82,028	August 1, 2010 to June 30, 2018

Oakland Unite data

All Oakland Unite agencies are required to maintain administrative records in a common database managed by Cityspan. Agencies use the database to record service contacts and hours, milestones reached, incentives received, referral sources, and demographic and risk information about each participant. The data extract we received from Cityspan included participants who received services between January 1, 2016, and December 31, 2018. For the analyses in this report, we excluded 151 participants in the data who had no recorded services in this period. [5] Although some individuals may have begun participating in Oakland Unite in the prior year, we did not have information about services received before January 1, 2016.

About 50 percent of Oakland Unite participants in the data extract consented to share their personal information for evaluation purposes, but consent rates varied widely across sub-strategies (see Table A.4). Consent rates tend to be lower in sub-strategies offering crisis response services because services consist of brief, one-time interactions. Accordingly, Cityspan did not provide names, dates of birth, or addresses for participants who did not consent. Although nonconsenting participants are included in most descriptive statistics about Oakland Unite, they are excluded from any analyses of arrests and victimization, because the analyses require identifying information so participants can be linked to arrest and victimization records.

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[5] We did not exclude any FVLC participants because of differences in how the agency tracks service data.

Table A.4. Participant consent rates by sub-strategy

Sub-strategy	Number of participants	Consent rate (%)
Adult EESS	1,357	97
Street outreach	830	90
Youth EESS	503	92
Youth life coaching	625	87
Adult life coaching	623	89
Innovation fund	208	83
Young adult leadership council	50	86
CSEC intervention	564	69
Shooting/homicide response	1,553	21
Family violence intervention	2,851	3

Source: Oakland Unite administrative data.

OPD data

OPD provided data on arrests and victimization incidents that occurred between January 1, 2006, and December 31, 2018. The arrest data included information about each arrest incident, including its location, statute code, and Uniform Crime Reporting (UCR) statute category code, as well as information about the arrestee, including name, date of birth, address, and demographics. The victimization data included similar information for each incident involving a victim of a crime. We used the UCR statute categories and statute codes to determine each arrest or victimization incident's type. For example, we classified incidents by whether they involved a gun or other weapon, public order, property, drugs, a violent offense, or a violation of probation. For victimization incidents, we also identified a broader category of violent incidents, including whether they involved homicide, rape, robbery, assault, offenses against the family and children, prostitution, or sex offenses. For arrest or victimization incidents with multiple offenses, we used the most serious offense to determine the severity.

ACPD data

ACPD provided data on state and local Criminal Offender Record Information for individuals age 13 and older served through the Juvenile Division between 2010 and 2019, and records for individuals age 18 to 40 served through the Adult Division, including realigned populations, between 2010 and 2019. The Juvenile Division data files include arrest date and arrested offenses, sustained offenses, disposition, and facility information. These files include juveniles arrested throughout Alameda County, including the City of Oakland. The Adult Division file includes only information on sustained offenses for individuals who are on formal probation. The ACPD data was matched to the other data sources using first and last name, date of birth, race and ethnicity, and gender. Mathematica conducted the match onsite at ACPD and removed identifying information from the matched file before conducting the analysis.

OUSD data

OUSD provided data on all individuals enrolled in the district at any point between August 1, 2010, and June 30, 2018. For each academic year, the data included information about the

student's school, days enrolled, days absent, days suspended, and academic performance. In addition, the data contained demographic and identifying information about each student.

ACOE data

ACOE provided data on all individuals enrolled in the county's community schools at any point between August 1, 2014, and June 30, 2018. For each academic year, the data included information about the student's days enrolled, days absent, days suspended, and academic performance. In addition, the data contained demographic and identifying information about each student.

Data matching

To conduct the analyses, we needed to link individuals within and across datasets. To conduct these matches, we used an algorithm to assign individuals a unique identifier both within and across datasets. The algorithm used consenting individuals' identifying information, including their first and last name, date of birth, gender, and address, to perform matches. All of these data points did not have to be available or match exactly for records to be matched. Instead, the algorithm was designed to take into account the likelihood that two or more records represented the same person, even if there were minor differences across records (such as in the spelling of the name). The algorithm placed the most weight on name and date of birth, but also used gender and address if available. These weights were carefully calibrated to avoid erroneous matches while still allowing flexibility.

There were 9,700 unique Cityspan IDs in the Oakland Unite data. The matching algorithm identified 8,631 individuals, which reflects that a number of people received services from more than one Oakland Unite agency. However, this number may still overcount the unique individuals served by Oakland Unite, because we were only able to identify participants who received services from more than one agency if they consented to sharing their identifying information for evaluation. Of the 8,631 individuals identified in the Oakland Unite data, we matched 1,780 records to OPD arrest data, 1,627 to OPD victimization data, 1,625 to ACPD data, 1,319 to OUSD data, and 273 to ACOE data; 4,074 did not consent.

Data security

Mathematica exercises due care to protect all data provided for this evaluation from unauthorized physical and electronic access. Per our current data sharing agreements, we do not share identifiable data with Oakland Unite or any other entity. All data are stored in an encrypted project-specific folder in a secure server. Access to this folder is restricted to authorized users through access control lists that require approval from the evaluation's project director. Only staff members needed to complete the evaluation objectives were granted access to the restricted data folder: three researchers (including the project director) and a lead programmer. These staff members have all completed data security training and background checks and are up to date on Mathematica's data storage and security policies.

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2019-2022
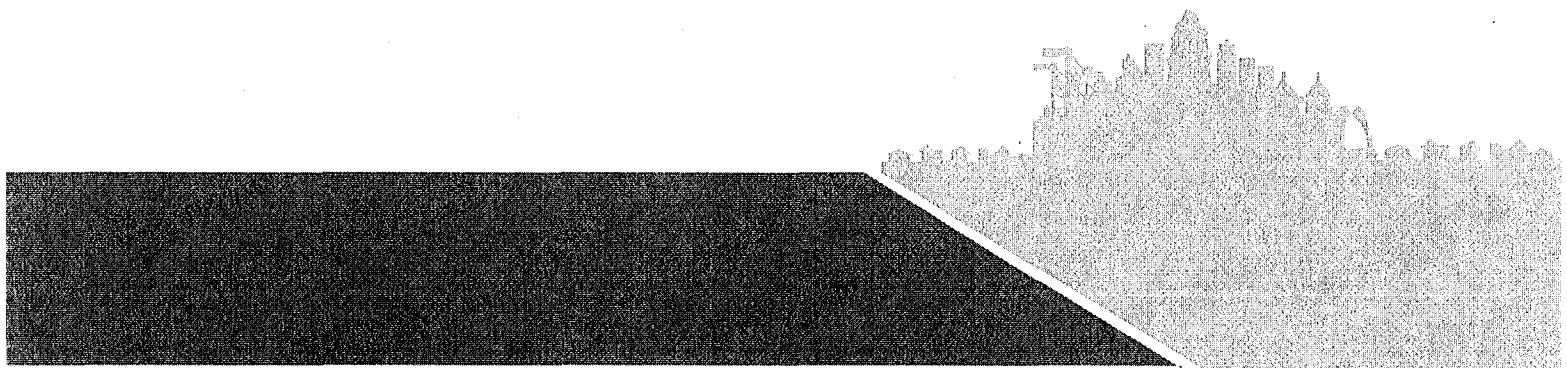
EXECUTIVE SUMMARY

Oakland Unite is proud to present its proposed 2019-2022 Spending Plan.

To develop the framework and recommendations in this plan, residents living at the center of violence shared insights about what they need, and where existing supports fall short. Local and national experts also shared knowledge about effective models. Oakland Unite engaged deeply with this information, building on years of local experience and evaluation, and recommends the following investments to address trauma, support healing, and reduce violence.

Oakland needs to focus on gun violence. We know that young adults in Oakland Unite programs are less likely to be arrested for violence. And through coordinated City and community effort, homicides are lower than in past years. This is good; but it is not enough. There is more work to be done. Oakland must continue to act with urgency to reduce violence, save lives and strengthen communities. Half of available funds will support interventions that serve people and families at the center of gun violence.

The City also needs strategies that help young people steer clear of violence. Community members and system leaders value programs that divert youth from arrest or prosecution, and help them transition home after incarceration. These interventions must include family members, community-based coaching, and school and career supports. Funding diversion and reentry efforts will support youth to achieve their goals and avoid harm.

Ending the cycle of violence means addressing violence against women and girls. We heard repeatedly the need for a more intersectional approach to violence. Oakland Unite recommends increasing current funding to serve survivors of domestic violence and commercial sexual exploitation, and more intentionally engaging with women, girls, and people who identify as LGBTQI.

Oakland must support community leadership to promote healing. Where violence occurs most frequently, residents don't necessarily feel the impact of citywide reductions. Community members want spaces to connect and resources to lead further violence reduction efforts. Oakland Unite will launch a community healing strategy that supports grassroots neighborhood efforts to reduce violence and heal trauma.

Oakland Unite aims to bring together a network of community providers and system partners who strive together to support people at the center of violence.

This network relies on skilled workers with a personal understanding of trauma, who meet people where they are and form strong relationships. But Oakland Unite and its network of service providers cannot achieve safety and healing alone. The recent creation of a Department of Violence Prevention presents an important opportunity to re-articulate and improve how Oakland works to eliminate violence. This spending plan offers a framework to build upon, fueled by a community-centered vision of healing and transformation. When people and families most affected by violence are supported through crisis and have access to opportunity, they can lead the way to ending the cycle of violence in our communities.

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INTRODUCTION

TOWARDS SAFETY AND HEALING IN OAKLAND

When it comes to promoting safety and healing in Oakland, residents have supported a shared approach: one that strengthens people and communities at the center of violence through a combination of intensive services and focused policing practices. In 2014, Oakland voters passed Measure Z, the Public Safety and Services Violence Prevention Act (Safety and Services Act). The Act built on the lessons learned from the previous Measure Y, the Violence Prevention and Public Safety Act of 2004, to bolster a shared safety approach for the City. The Safety and Services Act raises over $27 million annually – out of this, $2 million is set aside to improve fire response services, $14.8 million goes to the police department for specific violence reduction efforts, and $9.8 million goes toward community-based violence intervention programs. The Act establishes a Safety and Services Oversight Commission (SSOC) to ensure proper spending of the funds and evaluation. Collectively, these funds represent a major investment by Oakland residents in strategies to promote safety and healing in the City.

OAKLAND UNITE

Oakland Unite is the division in the City of Oakland Human Services Department charged with implementing violence intervention programs. Oakland Unite provides direct services and funding to community-based organizations to serve people and families at the center of violence. Oakland Unite focuses on the three forms of violence named in the Safety and Services Act: gun violence, family/domestic violence, and commercial sexual exploitation. In the four years since the Act was passed, Oakland Unite programs have provided intensive interventions to over 3,000 people each year and reached thousands more through community events.

Every three years, Oakland Unite prepares a spending plan to outline the strategies and services recommended for the next funding cycle. Recommendations are based on community input and local and national evidence about what works to reduce violence.

COMMUNITY APPROACHES TO VIOLENCE INTERVENTION

Community approaches to violence intervention start with people at the center of serious violence and extend outwards to their loved ones and the broader community. When experiencing trauma, people and communities often move through phases in which they first react, seek to recover, and then work to rebuild.[1] Oakland Unite aims to bring together a network of community providers and system partners to support people as they move through these stages. The network relies on skilled workers with a personal understanding of trauma, who meet people where they are and form strong relationships.

Oakland Unite's *Framework for Safety and Healing*, shown on the following page, offers a public health approach to violence reduction that begins by engaging people experiencing serious violence to help them find safety, and supports them as they heal and grow.
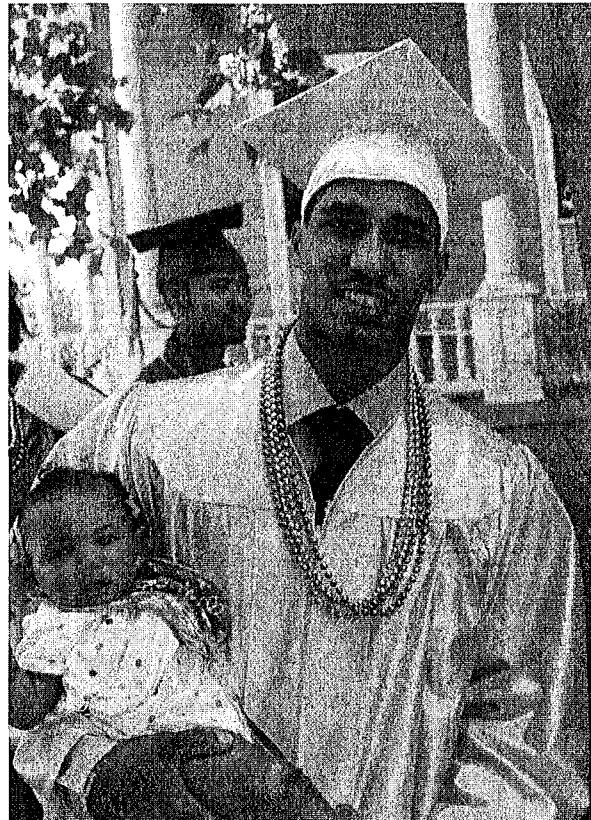
MISSION

Bring together and fund community-driven support for people at the center of violence in Oakland to seek safety, healing, and growth through transformative relationships and opportunities.

VISION

People at the center of violence are safe and have access to opportunity. They lead the way to ending the cycle of violence in our community.

OAKLAND UNITE FRAMEWORK FOR SAFETY AND HEALING

PEOPLE AT CENTER ▶▶ ENGAGEMENT & SAFETY ▶▶ HEALING & GROWTH

PEOPLE AT CENTER	ENGAGEMENT & SAFETY	HEALING & GROWTH
People at the center of gun violence and their loved ones	When someone is killed, their loved ones get grief support including funeral planning and help accessing victim assistance funds. When a shooting or serious injury occurs, victims are met at hospital bedside and connected to resources including conflict mediation when needed. Street-credible violence interrupters work with groups/gangs to mediate conflicts. Life coaching helps people involved in gun violence address safety concerns and work towards their personal goals.	Victims of violence are offered longer-term healing and mental health services, and links to other needed resources. Interrupters help people involved in groups/gangs identify alternatives to violence, and connect them to life coaches for support when ready. Life coaching is based on transformative relationships and includes mentoring, systems advocacy, and connection to job supports, housing or other resources.
Young people involved or at risk of justice-system involvement and their loved ones	Youth get support to move away from violence and out of the justice-system, such as help reentering school and the community after incarceration. Diversion programs use restorative techniques to help youth repair harm instead of facing charges.	Life coaching supports young people to navigate their situation and strengthen socio-emotional skills. Education and career exploration programs help young people work towards their future.
Survivors of family violence or commercial sexual exploitation and their loved ones	Survivors have access to 24-hour support to find a way out of immediate danger. Interventions involve crisis response hotlines, drop-in "safe space" centers, and reaching out to people identified by law enforcement. Emergency housing helps people stay safe in the short-term.	Longer-term support includes transitional housing, legal assistance, healing, coaching and mental health supports. Providers bring specialized experience of working with family violence survivors and commercially sexually exploited young people.
Communities that experience most of the serious violence in Oakland	Activities and events such as vigils, healing circles, and support groups offer people a way to connect with one another after violence occurs.	Block parties, barbeques or parks events led by community members provide safe spaces to gather, celebrate, and transform norms around violence.

VALUES-BASED INVESTING

To fulfill its mission, Oakland Unite holds the following values in mind:

EQUITY

People who have experienced violence must be at the center.
To Oakland Unite, equity means that people and communities most impacted by violence receive the most resources and organizations based in those communities are prioritized. This also means valuing service providers who have similar life experiences as the people they serve.

COMMUNITY & COLLABORATION

We are stronger together.
Government and community-based service systems must work hand in hand with community members most affected by trauma and violence. Funding streams and service systems should be aligned with one another to have the greatest impact.
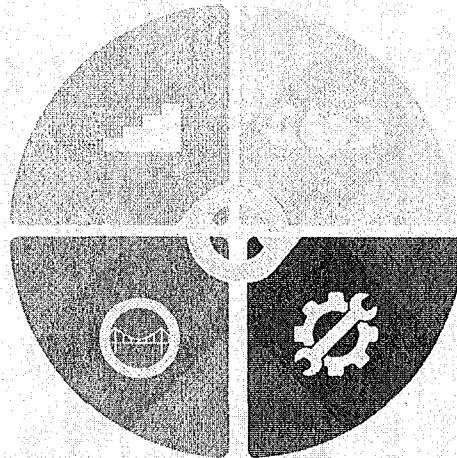
INDIVIDUAL & COMMUNITY RESILIENCE

All people have the power to heal.
Oakland is full of strong, resilient people. Support at the right time can help people at the center of violence move through pain and create solutions for themselves and their loved ones. Stronger, healthier individuals build stronger, healthier communities.

ACTION

Learn and do; repeat.
Oakland must continue to act with urgency to reduce violence, save lives, and support communities. Action should be guided by ongoing learning about what works, which requires looking carefully at outcomes and listening to participants' own reflections. The challenges are persistent and dynamic; the solutions must be even more so.

SYSTEM APPROACHES TO VIOLENCE PREVENTION

Oakland Unite and its network of service providers cannot achieve safety and healing alone. Disparities in wealth, health, education, and housing are all forms of structural violence – and they perpetuate the cycle of individual violence.[2] The City of Oakland has embraced an explicit equity narrative that highlights the need to change its own systems and institutions that contribute to inequitable outcomes.[3]

Oakland Unite's success relies on larger efforts to undo root causes of violence and must help drive those efforts forward. The people most affected by unequal systems have the most insight into how they function. By working in partnership with people and communities at the center of violence, Oakland Unite seeks to identify solutions that improve public systems, reduce disparities, and decrease violence in all its forms.[4]

Oakland Unite Spending Plan: 2019-2022

DEVELOPING THE 2019-2022 SPENDING PLAN

The framework and strategy recommendations in this report were informed by a community listening campaign, review of local and national lessons from the field, and emerging themes from a citywide participatory planning process focused on violence prevention. Most importantly, recommendations are directly informed by the people and neighborhoods most impacted by violence.

COMMUNITY LISTENING CAMPAIGN

Oakland Unite worked with Be The Change Consulting, a local women-of-color led business, to hold five community listening sessions with: young adults at highest risk for gun violence, families of homicide victims, young people impacted by commercial sexual exploitation, community advocacy groups and faith leaders, and Oakland Unite service providers. Additional listening sessions were held with established family violence survivor support groups and the Safety and Services Oversight Commission. Altogether, over 100 people participated in conversations about Oakland's current violence intervention strategies to explore what's working, what can be improved, and to answer specific questions such as how community members can play a greater role.

LISTENING CAMPAIGN THEMES

Those that are closest to the problem are closest to the solution; strategies should uplift the wisdom of the community, individuals with lived experience, and grassroots, community organizations.

Urgent action is needed to further reduce gun violence, sustain existing reductions, and for the community to actually feel safer.

Preventative diversion programs should help young people avoid deeper involvement in violence and the justice system.

Services for women who experience violence should be expanded, and less disconnected from service offerings for men.

Closer coordination with other local and regional service systems is critical to meet needs related to housing, substance abuse treatment, mental health, family support and jobs.

Service providers with personal understanding of violence are trusted and help demonstrate opportunities for growth and transformation.

People need support and advocacy when interacting with law enforcement. There must be clear boundaries between Oakland Unite and law enforcement.

Reducing violence requires more than immediate response; community healing is necessary to address ongoing experiences of loss and trauma.

WHAT'S WORKING: LESSONS FROM THE FIELD

Oakland has had significant reductions in gun violence in recent years -- though much work remains to be done. Oakland Unite works with an independent evaluator, Mathematica Policy Research, to better understand what services and strategies are most effective for people affected by different forms of violence. In the two years since launching new strategies, Oakland Unite learned that:

People are better off. Adults who received life coaching or employment and education support services had fewer short-term arrests for a violent offense, relative to a comparison group of similar individuals. Participants across strategies benefited from direct use of grant funds for incentive stipends and wages, and from connection to resources like conflict mediation and job placement.[5]

The Oakland Unite network serves people at high-risk of violence. Program participants have experienced violence, contact with local law enforcement, and are often disconnected from education. Most people are between 14-35 years-old, live in West, Central, and Deep-East Oakland, and the majority identify as African American (61%) and Latino/a (20%). Programs focused on gun and gang violence serve mostly men and boys, while programs focused on sex trafficking and family violence primarily serve women and girls.[6]

Agencies have shared values and shared practices. Oakland Unite grantees value hiring peer providers with similar lived experience and agree that training and support -- including livable salaries -- for providers is necessary for program success. Oakland Unite coordination has increased use of best practices such as small caseload ratios, longer service duration, case planning, and incentives.

DEPARTMENT OF VIOLENCE PREVENTION LEARNING PROCESS

On June 20, 2017, Oakland City Council created a new Department of Violence Prevention (DVP). The mission of the DVP is to dramatically reduce violent crime and serve communities impacted by violence to end the cycle of trauma. To inform the development of the DVP, Urban Strategies Council (USC) is leading a participatory planning process informed by a Steering Committee of community and City stakeholders. Oakland Unite staff is engaged with their community-led process, and USC and Steering Committee members also attended Oakland Unite listening sessions.

Through ongoing dialogue to share what was learned in each process, common themes were identified. Central among these was the desire for a balanced approach to intervention and prevention that prioritizes the people at the center of violence, both victims and perpetrators, while also meeting the needs of youth at-risk of becoming involved in violence. In addition, both processes lifted-up the need for integration of trauma-informed/healing-centered principles in systems and practices, and more funding for grassroots, resident-led ideas and innovations.

OVERVIEW OF 2019-2022 STRATEGIES

Oakland Unite's recommendations for strategic investments in the 2019-2022 funding cycle center on the belief that Oakland can move towards safety, healing, and growth by working in close partnership with people and communities at the center of violence.

GUN VIOLENCE RESPONSE 48% (~4.5 MILLION)

INLUDES:

Gun violence response and coordination

Violence interruption

Adult life coaching

Adult employment and education

YOUTH DIVERSION & REENTRY 19% (~$1.8 MILLION)

INCLUDES:

Youth diversion

Youth life coaching and reentry coordination

Youth education and employment

GENDER-BASED VIOLENCE RESPONSE 15% (~1.3 MILLION)

INCLUDES:

Commercial sexual exploitation response

Family violence response

COMMUNITY HEALING 18% (~1.6 MILLION)

INCLUDES:

Community outreach and engagement

Grassroots mini-grants for healing centered activities

Trauma informed training for the provider network

Oakland Unite Spending Plan 2019-2022   *allocations will be finalized based on actual revenue funds available

HIGHLIGHTS AND SHIFTS

Focus on gun violence. Half of funds are dedicated to individuals and families at the center of gun violence. This will include an increase in homicide and shooting response funding, and additional emphasis on violence interruption. Women and girls who are connected to incidents of gun violence will be more intentionally integrated into life coaching and employment services.

Prioritize diversion and reentry for youth. Services will help youth avoid deeper system involvement through partnership with the juvenile justice system. For youth at high-risk for violence or returning to Oakland after incarceration, continue to provide community-based life coaching with educational and career exploration supports.

Increase funding for services that respond to gender-based violence. Emphasize crisis response and safety planning, in addition to transitional housing and wraparound supports, such as counseling, for people who experience family violence and youth/transition-age youth who experience commercial sexual exploitation.

Launch a community healing strategy. Fund community partners to host outreach events and healing activities that transform community norms around violence. Develop a mini-grant program to support small grassroots organizations and individuals working to reduce violence in their own neighborhoods.

Support provider success. Fund fewer grants for larger amounts, with increases in indirect cost allowances and emphasis on higher salaries for direct service staff. Continue to provide coordination and training to enhance peer professionals' ability to support growth and transformation in program participants.

STRATEGY AREA
GUN VIOLENCE RESPONSE

Attachment MATED
SERVED
ESTIMATED
GRANTS
% OF
FUNDS

AIM & SUMMARY

This strategy aims to intervene in the cycle of gun violence to save lives and support healing. It will ensure that people who are shot, and family members of homicide victims get support. The strategy will build a system of support for people involved in gun violence, particularly people connected with groups and gangs. It will help them mediate their conflicts, and offer coaching and resources as they move towards positive goals. Central partners in this strategy include Highland Hospital, Oakland Police Department, Workforce Development Board, Probation, and state criminal justice agencies.

SUPPORTED PROGRAMMING

Shooting and homicide response starts with community-based responders who meet people where they are -- be it at the hospital or in their homes -- and walk with them as they navigate crisis. Families and individuals will be connected to immediate resources and longer-term mental healthcare and healing supports. Programs may advocate with law enforcement on participants' behalf.

Violence interruption that is designed to interrupt conflicts between groups and individuals, with a focus on reducing retaliatory violence whenever possible. Interrupters rely on their community credibility and knowledge of Oakland street violence to form relationships that allow them to intervene in volatile situations. Emergency, temporary relocation is available for those in immediate danger.

Life coaching is centered on transformative relationships between people involved in gun violence and trained peer professionals with similar life experiences. Life coaches provide advocacy, systems navigation, family engagement, connection to resources such as housing and mental health, and socio-emotional skill development. Financial incentives reinforce positive lifestyle changes.

Employment programming that meets participants' immediate needs and enhances their long-term job prospects through the development of skills and education. Programs should emphasize paid work experience, certifications or educational advancement, as well as job placement and retention.

Coordination by City of Oakland staff will ensure strong communication between community-based providers to better serve participants in need of cross strategy support. City staff will also maintain one-way communication to providers about violent incidents, while protecting participants' privacy and service providers' credibility.

PRIORITY POPULATIONS

This strategy serves youth, adults, and families at the center of gun violence. As such, it primarily (though not exclusively) focuses on young men of color between the ages of 18-35 and their loved ones.
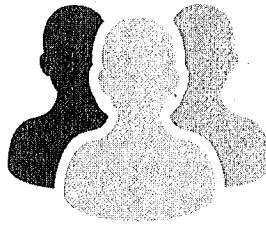
Referrals will come through local hospitals, community partners, and law enforcement.	People involved in gun violence will be identified by data-driven risk factors such as prior violent injury, prior arrest, and gang/group involvement.	Services should address the cultural or linguistic needs of specific subgroups.

RATIONALE

Oakland has a long-term, serious epidemic of gun violence. Despite recent reductions in shootings and homicides, far too many people lose their lives and are injured by gun violence each year. Dedicated focus is needed to seriously halt the spread of gun violence. Most homicides in Oakland (57-72%) involve group members as suspects, victims, or both. The majority of people involved in gun violence are African American and Latino men between ages 18-34 who have been involved in the criminal justice system. Many have been injured before and previous violent injury is a strong risk factor for future injury.[7]

When people involved in gun violence are communicated with directly, have the chance to form meaningful positive relationships and connect to longer-term supports, gun violence goes down: cities such as Richmond, Stockton, New Orleans, and Boston have seen homicide reductions of between 30%-80%.[8,9] Recent gun violence reductions in Oakland have been linked in part to the Ceasefire strategy, which, like other models, emphasizes a shared focus on young men at the center of gun violence.[10] Oakland Unite's role in the strategy is to advocate for and serve these young men through coaching and resources that help them stay alive and free.

When the worst has happened and a family has lost someone to gun violence, offering coordinated support is both the right thing to do and necessary to reduce violence. Shootings and homicide can lead rapidly to retaliation, with brief windows of opportunity where trained, credible interrupters can intervene.[11] A strong response following crisis incidents supports the development of relationships, prevents retaliation, and helps people move through grief and towards healing.[12,13]

Intervention and interruption by themselves are not enough – people at the center of gun violence need longer-term support to repair and rebuild their lives. Life coaches who share similar experiences can build trust with people involved in gun violence, and use techniques such as coaching and motivational interviewing paired with financial incentives to help move people toward their goals.[14] Support finding a job is often at the top of the list of goals, and includes job coaching, readiness classes, retention incentives, and subsidized employment. Participating in Oakland Unite adult life coaching and employment programs decreased arrests for a violent crime in the six months after enrollment.[15]

In response to community input, this strategy will intentionally leverage mental health and substance abuse resources, family support services, and housing options through local and regional partnerships. Services will also be extended to women and girls at the center of violence along with a more intentional focus on strengthening family structures.

EXPECTED OUTCOMES

Participants and families feel supported during crisis and their basic needs are met

Participants and families transition out of immediate danger

Participants and families avoid violent injury/re-injury

Participants reduce risk behaviors related to violence (e.g. carrying a weapon)

Participants and families begin to heal from trauma

Participants reduce or cease contact with the justice system

Participants and families have healthy relationships with each other

Participants strengthen their socio-emotional skills (e.g. resilience)

Participants are employed and prepared to pursue longer-term goals

STRATEGY AREA
YOUTH DIVERSION & REENTRY

Attachment ESTIMATED
SERVED
ESTIMATED
GRANTS
% OF
FUNDS

AIM & SUMMARY

This strategy aims to help youth move away from deeper involvement in violence and the juvenile justice system through coordinated interventions. Programs will divert youth from arrest or prosecution, and help them transition back to school and community after incarceration through life coaching and education and career exploration. Central partners in this strategy include Oakland Unified School District, Alameda County Office of Education, Alameda County District Attorney's Office, Oakland Police Department, Alameda County Probation Department, and Alameda County Health Care Services Agency.

SUPPORTED PROGRAMMING

Diversion programming that uses restorative justice practices with youth who have been arrested, but not sentenced, with the goal of having charges dropped, or that provides OPD with an alternative option for youth facing arrest.

Life coaching and reentry services for youth transitioning from the Alameda County Juvenile Justice Center. Services include rapid school placement support, health care services, and referrals to community-based life coaching. Life coaching is centered on transformative relationships and provides advocacy, systems navigation, family engagement, incentives, and socio-emotional skill development.

Education and career exploration services that improve young people's education outcomes and career readiness. Programs must support academic achievement and offer a range of work opportunities afterschool and in the summer.

PRIORITY POPULATIONS

This strategy serves Oakland youth ages 14 to 18 who are identified as at high-risk for violence or system-involvement.
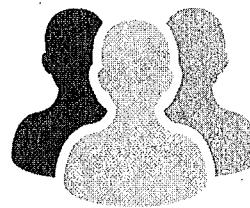
Referrals will come through schools, community partners, or the juvenile justice system.	Data-driven risk factors include chronic absenteeism, violent injury, arrest, gang/group involvement or exploitation.	Services will be available to multi-lingual youth and for young women and girls as well as young men and boys of color.

RATIONALE

An African American youth was 112 times more likely to be arrested on felony charges than a White juvenile in Oakland in 2017, a disparity called out as "the most extreme" among the indicators compiled in Oakland's recent Equity Indicator's Report.[16] As of October 2018, 275 Oakland youth were on probation, with African American and Latino youth representing the greatest percentage.[17] Community members and City and County leaders share the goal of reducing contact between young people and the juvenile justice system. Probation has reduced the number of young people held in detention, and the District Attorney's office has engaged in a successful diversion program for youth supported by Oakland Unite.[18]

Early intervention and diversion help young people avoid deeper system involvement -- restorative techniques are used to help youth repair harm and successful completion results in charges being dropped.[19] Participants in Oakland Unite's community listening sessions also expressed a need to offer life coaching and other services to youth who have not been arrested, but who are clearly in need of support.

For youth already involved in the juvenile justice system, local evaluation of Oakland Unite programs has shown that youth have better outcomes when they get wrap-around life coaching and support reconnecting to school.[20] Coordination by Oakland Unite ensures a more seamless transition for youth from detention back to the community, and creates a space for providers to problem-solve and share resources.[21] Participating in career exploration and employment programs has been shown to significantly reduce violent arrests for youth by 33%-42%, and to increase education completion and college or training program enrollment.[22,23]

EXPECTED OUTCOMES:

Diverted youth have charges dropped and no further justice system contact

Youth successfully complete probation without re-arrest

Youth have increased awareness of educational and job/career options

Youth avoid violent injury

Youth transitioning from incarceration are connected to school within 48 hours

Youth increase socio-emotional skills (e.g. resilience)

Youth have improved educational outcomes

Youth have caring relationships with positive adults and peers

GENDER-BASED VIOLENCE RESPONSE SERVICES

AIM & SUMMARY

This strategy directs funding towards interventions that support people experiencing family/domestic violence and commercial sexual exploitation (CSE). It aims to help survivors meet their immediate safety needs and provides resources that aid them in their journey towards healing and stability. Central partners in this strategy include the District Attorney's Office and Family Justice Center, the Oakland Police Department, Probation, and Alameda County Healthcare Services Agency.

SUPPORTED PROGRAMMING

Outreach and crisis response that connects people experiencing gender-based violence to support as they transition out of immediate danger. This may include crisis response hotlines, drop-in centers, outreach following incidents of violence, and emergency housing that provides a temporary safe place for survivors to stabilize and access resources.

Wraparound supports such as legal advocacy, systems navigation, coaching, family support, mental health services, and other resources that support healing, stability, and socio-emotional strength.

Training by community-based experts in family and sexual violence to the Oakland Unite network or to law enforcement agencies will strengthen capacity to identify and respond to gender-based violence.

PRIORITY POPULATIONS

This strategy serves youth, adults, and families affected by family violence, dating violence, and/or commercial sexual exploitation. As such, it primarily (though not exclusively) focuses on women, girls, and people who identify as LGBTQI.
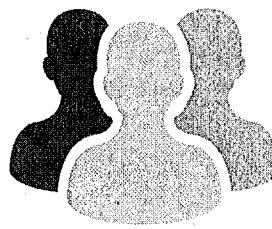
Referrals will come through hotlines, drop-in centers, community partners, or from law enforcement.

Youth up to age 25 experiencing CSE will be prioritized. Family violence support addresses the needs of the whole family.

Services should address the cultural or linguistic needs of specific subgroups.

RATIONALE

One in three California women report experiencing domestic violence at some point in their lifetimes, and among African American women the self-reported rate increases to 42%.[24] From January 2016-June 2017, there were 17 homicides related to domestic violence in Oakland.[25] In 2017, 3,070 calls were made to OPD for family violence – and only a quarter of all physical assaults by an intimate partner are reported to the police.[26,27] Oakland accounts for over 50% of emergency department domestic assault visits in Alameda County.[28] Oakland is also known as a hub for commercial sexual exploitation of children. Between 2011 and 2016, OPD intervened in youth CSE 273 times, an average of 45 per year.[29]

Gender-based violence has serious immediate and long-term consequences for individuals, families, and communities in Oakland. Women and children who experience family violence are at higher risk for long-term health challenges.[30,31] Gender-based violence also intersects with violence in the streets – children who experience family violence are more likely to participate in multiple forms of violence as adults.[32]

Strategies to help survivors of family violence typically include opportunities for people to access confidential support through services such as 24-hour hotlines. Family violence intervention specialists help people move out of immediate danger through safety plans, legal support, and emergency housing. Longer-term supports such as mental health services, access to social and family supports, and links to employment resources and housing are also critical components of serving survivors of family violence.[33]

Interventions that serve young people impacted by CSE similarly require safety planning and relationship-building to foster trust. Best practices include having CSE survivors involved in program development and implementation.[34] CSE survivors often relapse to exploitation before they permanently leave their exploiters, and interventions must take this cycle into account. Long-term services and supports are essential in addressing the needs of CSE young people and their families or caregivers.[35]

In Oakland Unite's community listening sessions, people expressed that the needs of women and girls were not fully addressed by existing services. In response, Oakland Unite seeks to increase funding for this strategy, while also emphasizing the needs of women and girls in each strategy.

EXPECTED OUTCOMES

Survivors transition out of immediate danger

Survivors access resources to increase longer-term safety (e.g. protection orders)

Survivors are not re-injured and/or exploited

Survivors feel safe and have a positive outlook on their lives

Survivors develop healthy relationships with positive adults and peers

Survivors access tools and knowledge that help them begin to heal from trauma

STRATEGY AREA
COMMUNITY HEALING

Attachment D

1800 ESTIMATED SERVED

2-3 ESTIMATED GRANTS

18 % OF FUNDS

AIM & SUMMARY

This strategy aims to lift up the wisdom of people closest to violence and deepen their skills to promote healing through community-led outreach activities and events. A grassroots mini-grant program will be launched to support innovative community-based violence reduction projects. The strategy also supports the development of a trauma-informed network of peer professionals through ongoing training and learning opportunities.

SUPPORTED PROGRAMMING

Community outreach led by people from neighborhoods most affected by violence. Outreach may take the form of resident engagement, healing circles, vigils, summer parks programs, or other events intended to promote peace. Outreach providers will serve as ambassadors for the violence prevention network.

Grassroots mini-grants that support the violence reduction efforts of smaller organizations and individuals who have experienced violence. Grants will range in size and in focus area, but may include community-building and education, peer support for survivors of violence, leadership development, or other activities to change norms around violence.

Strengthening the Oakland Unite network through tailored training opportunities and learning communities for frontline staff working to help people heal from violence. Training may include life coaching, conflict mediation, gender responsive approaches, cognitive behavioral techniques, and trauma-informed practices. Training will include certifications and take place in cross-agency cohorts.

PRIORITY POPULATIONS

Community outreach and grassroots mini-grants will be focused on neighborhoods in West, Central, and Deep East Oakland that are most affected by multiple forms of violence.

Training efforts will focus on direct service staff, including grassroots mini-grant recipients, working for funded violence intervention programs. By design, these individuals often have lived experiences of violence and share characteristics with their participants.
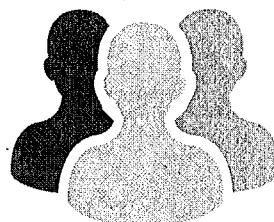
RATIONALE

Participants in the Oakland Unite listening campaign stated that community healing and restoration is necessary for violence reduction. In neighborhoods where violence occurs most frequently, residents don't necessarily feel the impact of citywide reductions. Community members want spaces to connect, heal, and lead further violence reduction efforts in sustainable ways.

When community members strengthen connections with one another, they strengthen their collective resilience and change norms around violence. This process is supported by the creation of safe parks, thriving arts and culture spaces, and healing circles, marches and vigils.[36] To reclaim shared spaces and foster community among residents in neighborhoods at the center of violence, Oakland Unite has hosted free, family-friendly summer events in parks in Oakland on Friday nights since 2011. A 2015 study found that crime in the areas in and around the event was reduced during the weeks the events take place.[37] This strategy seeks community partners to run similar community events and activities to promote community building and collective healing.

Outreach and engagement by community leaders to their own networks are another way to strengthen community connections and change norms around violence. Community members who participated in the Oakland Unite listening campaign had many ideas – some of which they were already putting into practice – about ways to reduce violence and support healing in their neighborhood. Community outreach that engages with, supports, and builds links between these innovative, grassroots approaches creates a stronger citywide violence prevention network.

In addition to community-based efforts, training in healing strategies and trauma-informed practices is needed for the Oakland Unite network of peer providers, who are rooted in Oakland and have often experienced violence themselves, to be ready to support and serve others. Direct service staff participation in skill development and healing circles to process vicarious trauma they may experience through their jobs enables staff to provide better services for their participants.[38]

EXPECTED OUTCOMES

Communities have safe spaces to gather, heal and stand against violence	**Community members are more involved in reducing violence**	**People working to reduce violence are connected in positive ways**
Communities establish stronger shared norms against all forms of violence	**Community leaders are supported in their efforts to heal their own communities**	**Providers have strong skills that enhance their work and support their growth**

APPENDIX A: PARTNERS CONSULTED

Community and Public Partners
Akonadi Foundation
Alameda County Behavioral Health
  Care Services
Alameda County District Attorney's Office
Alameda County Health Services-
  Highland Hospital
Alameda County Office of Education
Alameda County Probation Department
Alameda County Public Defender's Office
Alameda County Public Health Department
Alameda County Superior Court
Alameda County Violence Prevention Initiative
AC United Against Trafficking
Asian Prisoner Support Committee
Brady Campaign to Prevent Gun Violence
Brotherhood of Elders Network
CA Department of Corrections and Rehabilitation
CA Board of State and Community Corrections
California Partnership for Safe Communities
Californians for Safety and Justice- Alliance for Safety
  and Justice
Communities United for Restorative Youth Justice
Department of Violence Prevention Coalition
East Bay Community Foundation
Ella Baker Center for Human Rights
Gifford Law Center
Joint Powers Authority, Safety Impact Table
Oakland Community Organizations

Oakland Unified School District
PICO California
Prevention Institute
Urban Strategies Council

City of Oakland
Department of Race and Equity
Oakland Fund for Children and Youth
Oakland Parks, Recreation and Youth Development
Oakland Police Department
Oakland ReCAST (Resilience in Communities After
  Stress and Trauma)
Safety and Services Oversight Commission (SSOC)
Workforce Development Board

Expertise from Outside of Oakland
Advance Peace, Richmond, CA
Chicago CRED, Chicago, IL
City of Los Angeles, Office of Gang Reduction and
  Youth Development
City of Milwaukee, Health Department Office of
  Violence Prevention
City of Richmond, Office of Neighborhood Safety
City of Sacramento, Gang Prevention and
  Intervention Task Force
City of San Francisco, Department of Children Youth
  and Families
Urban Institute, Washington, D.C.
Urban Peace Institute, Los Angeles, CA

CITATIONS

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ABOUT OAKLAND UNITE

Oakland Unite is the division in the City of Oakland Human Services Department charged with implementing violence intervention programs. With proceeds from the 2014 Public Safety and Services Violence Prevention Act as well as leveraged funds, Oakland Unite provides direct services and funding to community-based organizations to serve people and families at the center of violence. In the four years since the Act was passed, Oakland Unite programs have provided intensive interventions to over 3,000 people each year and reached thousands more through community events.

ABOUT THE SAFETY AND SERVICES OVERSIGHT COMMISSION

The Safety and Services Oversight Commission is a body established by the 2014 Public Safety and Services Violence Prevention Act to ensure the proper revenue collection, spending and implementation of the programs mandated by the Act. Members must live in Oakland and are appointed by the Mayor and confirmed by City Council. The Commission's duties include reviewing spending plans for funds received through the Act, overseeing the evaluation of efforts funded by the Act, and making recommendations to the Mayor and City Council on the spending plans prior to Council approval. As part of the 2019-2022 Oakland Unite spending plan development process, Commission members reviewed evaluations of existing services, took part in a planning retreat, and gave input on how themes articulated by community members informed strategy direction.

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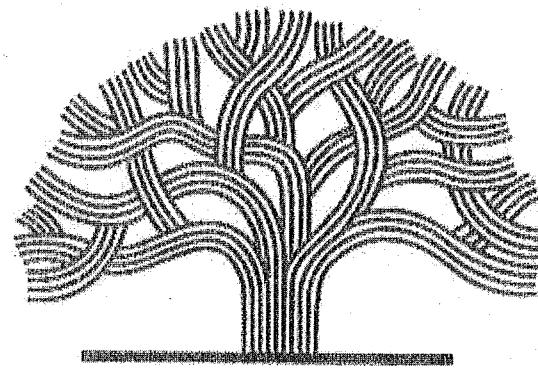
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Equity Indicators
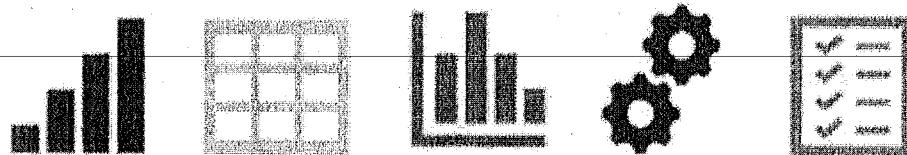
MEASURING CHANGE TOWARD
GREATER EQUITY IN OAKLAND

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"Not everything that is faced
can be changed, but nothing
can be changed until it is
faced."

<u>James Baldwin</u>
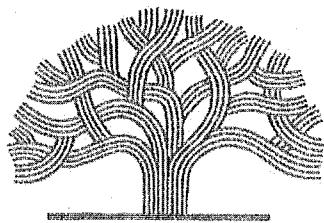
City of Oakland Equity Indicators 2018 Report

33.5

Score

Overview

Oakland has a long history of activism around issues of inequity and social justice. It is, therefore, not surprising that Oakland was chosen in 2017 to be among the first cohort of five cities to develop local Equity Indicators tools in partnership with the City University of New York's Institute for State and Local Governance (CUNY ISLG) and with funding from the Rockefeller Foundation. The project began as a joint effort between the Resilient Oakland Office and the Department of Race and Equity. It has resulted in a product that will be useful across City departments as we strive to advance equity by using strategies determined through an intentional focus on racial and ethnic disparities and their root causes.

In Oakland, the City defines equity as fairness. It means that identity—such as race, ethnicity, gender, age, disability, sexual orientation or expression—has no detrimental effect on the distribution of resources, opportunities and outcomes for our City's residents. One key assumption in our work is that race matters, and this assumption is supported by the data: almost every indicator of well-being shows troubling disparities by race. The purpose of Oakland's Equity Indicators Report is to develop a baseline quantitative framework that can be used by City staff and community members alike to better understand the impacts of race, measure inequities, and track changes in the disparities for different groups over time. This framework can then be used to guide and inform policies that address these disparities.

Report Structure

The Oakland Equity Indicators framework is structured at four levels: Citywide, Theme, Topic, and Indicator. The Citywide framework consists of six Themes that cover broad areas of people's lives: 1-Economy, 2-Education, 3-Public Health, 4-Housing, 5-Public Safety, and 6-Neighborhood and Civic Life. Within each Theme are four Topics, for a total of twenty-four Topics in the whole framework. Topics allow the broad Themes to be discussed and analyzed at a more detailed level. Within each Topic are Three Indicators, for a total of twelve

Indicators per Theme and seventy-two Indicators in the whole framework. Indicators are the specific quantifiable metrics that are used to measure equity within each Topic and Theme. See Appendix A for the full framework structure.

Every Indicator receives a score, which is created by calculating the ratio between the outcomes for the least and most advantaged racial/ethnic groups (for exceptions, see Methodology). This ratio is then converted to an Equity Score using an algorithm developed by CUNY ISLG. Scores are on a scale from 1 to 100, with 1 representing the highest possible inequity and 100 representing highest possible equity. Scores for Topics are calculated by averaging the three Indicator scores within each Topic, and Theme Scores are calculated by averaging the four Topic Scores within each Theme. Finally, the Citywide score is calculated as the average of the six Theme scores.

It is important to remember with this scoring system a high score indicates high levels of equity, not necessarily overall quality of outcomes. If everyone is doing poorly in a particular area but doing equally poorly, that area would get a high equity score, but that does not indicate that outcomes are as good in that area as we might ultimately want them to be. Additionally, low scores mean there is a lot of inequity, but do not directly measure whether the outcomes for the groups are objectively good or bad. This equity baseline measurement can, however, inform our choices and policies so that as our City grows and prospers, all residents are able to benefit from that prosperity.

Results

City-wide Result **33.5**

Oakland's 2018 Citywide Equity score, which encompasses all Indicators in the framework, is **33.5** (out of 100), demonstrating substantial room for improvement. See Appendix D for the full framework with all the scores. The highest scoring Theme was Neighborhood and Civic Life (50.6), followed by Economy (41.8), then Housing (36.8), Education (29.0), Public Health (25.8), and the lowest scoring Theme was Public Safety (17.3).

OAKLAND
EQUITY INDICATORS

2018 Theme Scores

Bar chart showing 2018 Theme Scores: Economy 41.8, Education 29, Public Health 25.8, Housing 36.8, Public Safety 17.3, Neighborhood and Civic Life 50.6. Y-axis ranges from 0 to 100.
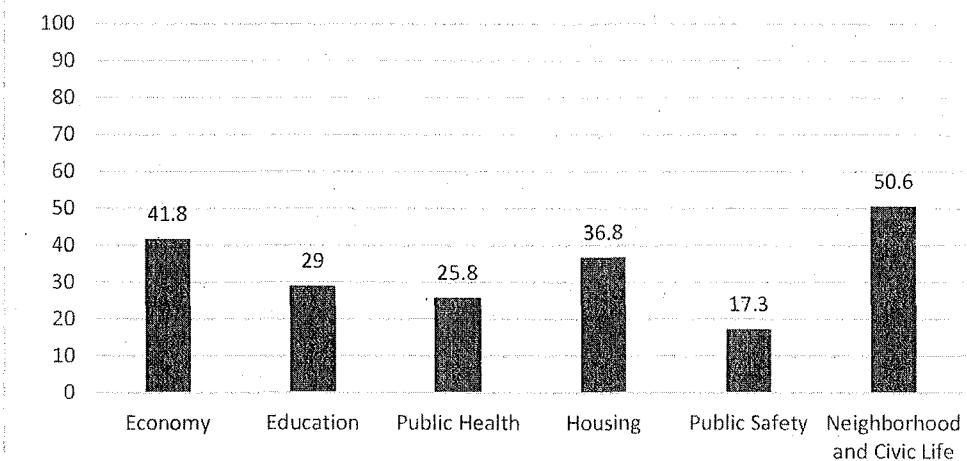
Highest Scores

The five highest scoring Topics throughout the framework were Civic Engagement at 75.0 (within the Neighborhood and Civic Life Theme), Job Quality at 51.7 (within the Economy Theme), Employment (also within Economy) and Affordability (within the Housing Theme) both at 49.0, and Staffing (within Public Safety) at 48.3.

The five highest scoring Indicators were Equal Access Accommodations at 100 (within Neighborhood and Civic Life Theme: Civic Engagement Topic), Adopt a Drain at 80 (within Neighborhood and Civic Life: Civic Engagement), Homeownership with Mortgage at 78 (within Housing: Displacement), Life Expectancy at 77 (within Public Health: Mortality), and tied for fifth highest scoring were Labor Force Participation (within Economy: Employment) and Participation in Workforce Development Programs (within Economy: Job Quality), both at 72.

Lowest Scores

There were 12 Indicators that received the lowest possible score of a 1 indicating the most extreme levels of inequity exist between groups for these measures. They were (in the order they appear in the Framework) as follows:

- Education: Program Access – Suspensions
- Education: Teachers – Representation of Student Population
- Public Health: Child Health – Childhood Asthma Emergency Department Visits
- Public Health: Physical and Mental Health – Substance Abuse Emergency Department Visits

- Housing: Displacement - Homelessness
- Public Safety: Incarceration – Adult Felony Arrests
- Public Safety: Incarceration – Jail Incarceration
- Public Safety: Incarceration – Prison Incarceration
- Public Safety: Law Enforcement – Use of Force
- Public Safety: Community Stressors – Homicides
- Public Safety: Community Stressors – Juvenile Felony Arrests
- Neighborhood and Civic Life: Built Environment – Pedestrian Safety

These are significant findings, with potentially profound life changing impacts, disproportionately being experienced by our residents of color. In light of the City of Oakland's commitment to equity, they provide meaningful markers of the greatest opportunities to make a difference for those in our marginalized communities.

Next Steps
Publishing this first year's Equity Indicators Report is important because the information positions the City to use data to drive equity outcomes, but it is only a small step in a much larger effort to address these inequities. To complement this quantitative baseline, the Department of Race & Equity is also working with community partners to gather qualitative data from diverse community members in Oakland. This will provide important context and insights into the root causes of these disparities and meaningful solutions to the problems illuminated in the Equity Indicators Report.

Data-informed, transparent community involved decision-making is essential to transformational institutional change that will advance equitable outcomes in our communities of color.

The City of Oakland is energized to keep building on the foundation of this report, to promote dialogue with Oakland's diverse communities, and to develop policies, programs and partnerships that reduce these inequities, so we build a future where every Oaklander can thrive.
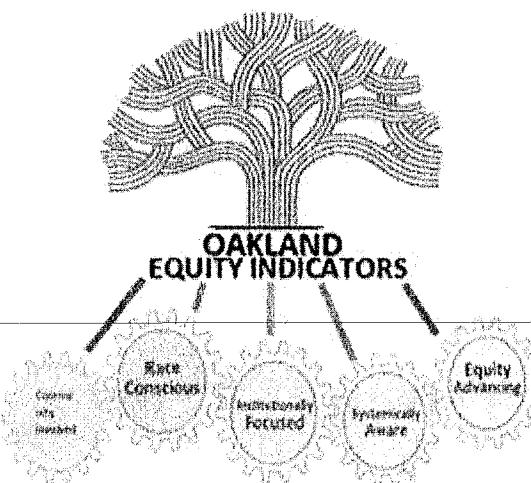
Background

Oakland has a long history of activism around issues of justice and equity. Both oppression and this resistance to oppression have shaped the city's past and the lives of its residents to this day. It is, therefore, not surprising that Oakland was chosen in 2017 to be among the first cohort of five cities to develop local Equity Indicators tools in partnership with the City University of New York's Institute for State and Local Governance (CUNY ISLG) and with funding from the Rockefeller Foundation.

The Equity Indicators Report originated as an action in the Resilient Oakland Playbook (funded by and created in partnership with 100 Resilient Cities—pioneered by the Rockefeller Foundation). Joining the CUNY ISLG cohort allowed Oakland to implement this action while also learning and collaborating with other cities around the country around best practices in measuring and tracking progress toward increasing equity. The Department of Race and Equity collaborated on the development of this report because access to data is critical to Oakland's progress toward addressing inequity through systemic, transformational change.

The purpose of Oakland's Equity Indicators Report is to develop a baseline quantitative framework that can be used by City staff and community members alike to better understand the impacts of race and measure inequities. It will enable City departments and staff to make data-driven decisions about programs and policies to address these inequities and ensure people have equitable access to opportunities and services that we administer or deliver, directly or by contract. It will enable community members to monitor our progress or setbacks and advise improvement. Future reports will measure change in the disparities for different groups over time and will offer an opportunity for City staff and community members to work in collaboration to devise and implement course correction and to celebrate progress.

A Brief Racial History of Oakland

Social inequities in life outcomes that are predictable by race are the inevitable result of our nation's history. Oakland is today one of the most racially and ethnically diverse cities in the country [1]. Before the arrival of European explorers, it was the home of one group, the Ohlone, one of the many indigenous tribes who populated the territory that became California. In the late 1700s, California was home to more than 300,000 native people in more than 200 tribes, by 1848, disease spread by contact with outsiders had reduced California's native population by more than two-thirds. This catastrophic decline disrupted families, communities, and trading networks, weakening native resistance to Spanish, Mexican, and American intrusion.

By 1860, the state's native population had been reduced to 30,000, decimated by disease, removal from their land, starvation, poverty, bounty hunters, and other historical mistreatment. Just 40 years later, in 1900, this native population had plummeted to 20,000. Ultimately the fate of local tribes mirrored that of indigenous groups across the country, leading to the commonly unnamed disparity of underrepresentation in the general population, when at one time they were the majority population (2).

In more recent history, Oakland was the place where laws like the 1882 Chinese Exclusion Act (the first law to prevent a specific ethnic group from immigrating to the United States) was first tested (3) and where in 1927 William Parker (a known KKK member) was elected to City Council (4).

In Oakland, as in cities across the nation, people of color were impacted by the 1940/50s federal housing redlining policy, which excluded communities of color from the wealth building opportunity of homeownership. Their neighborhoods were abandoned to urban decay after "White flight" to the suburbs. Highway 17 (now I-880 or Nimitz Freeway) was built through the heart of the African American community, disrupting community cohesion, and economic viability by cutting it off from Downtown. Many homes and businesses were destroyed to build the Cypress Viaduct and the rest of the Nimitz Freeway. Further urban renewal caused the destruction of the area around Market and 7th streets to make way for the Acorn High Rise apartments. This urban renewal thrust in West Oakland continued into the 1960s with the construction of BART and the Main Post Office Building at 1675 7th Street. Many African American and Latino families were displaced from West Oakland during this period. African Americans relocated to East Oakland (especially the Elmhurst district and surrounding areas) and Latinos moved into the Fruitvale neighborhood.

The people of Oakland pushed back. Oakland was at the center of the general strike during the first week of December 1946, one of six cities across the country that experienced such a strike after World War II and marked the beginning of the labor movement. In the 1960s, when massive demonstrations and civil unrest resulted in the Civil Rights Acts (which made it a federal crime to discriminate against someone based on their race, color, sex, religion, or national origin in employment and housing), Oakland was again at the center of change. Community groups born in the 1960s like the Black Panther Party, Oakland Community Organizations (OCO), Unity Council, Intertribal Friendship House and many others continued to organize and demand protections and equal access to jobs, housing, employment, transportation and services (5). These laws and policies helped people to address injustice at an individual level, but it was soon realized that more needed to be done to address the deep inequities created by years of blatantly discriminatory policies and practices and to change the systems that created oppression (6).

In the 1980s and 1990s, community organizations started new efforts to influence and encourage local governments to explore how to undo the legacy of institutionalized racism. In Oakland, PolicyLink, the Green Lining Institute and the Center for Racial Justice Innovation (Race Forward) amongst others led these efforts. By the early 2000s racial equity initiatives and tools began to be used by local government staff and elected government officials to figure out how to change the inequities in outcomes impacting communities of color in multiple cities across the country. In 2016 the City of Oakland launched its own Department of Race and Equity to advance equity change action in the City government. A growing number of local government institutions are realizing the need to measure and account for their progress towards equity and to embrace their responsibility to ensure that their programs serve all populations. Using disparity data to evaluate the impact of activities, set equity outcome goals and do racial equity impact analyses is critical to advancing equitable outcomes for communities of color [6].

Although we cannot change the past, we can learn from it to change the future. By focusing on the impacts of race, implementing intentional strategies to address disparities and measuring our progress we can eliminate rather than deepen disparities in our communities [6]. If Oakland's history of struggle to achieve equity teaches us anything, it is that we cannot do this in isolation. We understand the need to work side by side with the community and partner institutions to undo the legacy of racism to create an Oakland where there is equity in opportunity that results in equitable outcomes for all.
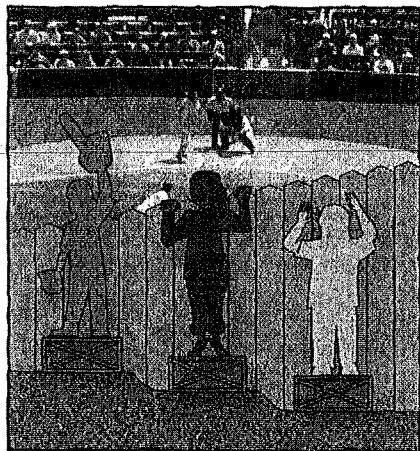
EQUALITY   **EQUITY**

1 Bernanrdo, Richie. (2018.1.13) Most and Least Racial and Ethnically Diverse Cities in the U.S. https://wallethub.com/edu/cities-with-the-most-and-least-ethno-racial-and-linguistic-diversity/10264/. Oakland is the second most diverse City in the U.S.

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Methodology

The Equity Indicators methodology was originally developed by the City University of New York's Institute for Local and State Governance (CUNY ISLG) and then adapted for the Oakland context.

Process of Developing the Initial Framework

The process included the following steps:
1. Research inequities in Oakland, who experiences those inequities, and the City of Oakland's policy priorities, including the Resilient Oakland Playbook and the work of the Department of Race and Equity.
2. Create a draft framework, based on the research in Step 1.
3. Solicit feedback from a range of stakeholders, including community members, advocacy groups, government agencies, and City leadership. This step included two community workshops held in fall 2017.
4. Revise the draft framework in accordance with the feedback received.
5. Test the Indicators (see section below on *How Indicators Were Chosen*).
6. Revise the framework and solicit additional feedback as needed.
7. Finalize the tool and publish the first year of findings.

Structure of Oakland Equity Indicators Framework

The Oakland Equity Indicators framework is structured at four levels: Citywide, Theme, Topic, and Indicator. The Citywide framework consists of six Themes that cover broad areas of people's lives: 1-Economy, 2-Education, 3-Public Health, 4-Housing, 5-Public Safety, and 6-Neighborhood and Civic Life. These Themes are not exhaustive, but were chosen based on areas of inequity in Oakland. They are also not mutually exclusive; there are many relationships between the Themes. For example, education influences economic outcomes, economic status influences housing and health, etc.

Within each Theme are four Topics, for a total of twenty Topics in the whole framework. Topics allow the broad Themes to be discussed and analyzed at a more detailed level. For example, within the Theme of Economy, the four Topics are: Business Development, Employment, Financial Health, and Job Quality. Within each Topic are three Indicators, for a total of twelve Indicators per Theme and seventy-two Indicators in the whole framework. Indicators are the specific quantifiable metrics that are used to measure equity within each Topic and Theme. See Appendix A for the full structure of the framework with the exact Themes, Topics, and Indicators.

How Indicators Were Chosen

The Indicators chosen represent the best proxies we could find for the complex disparity themes we set out to measure. The following criteria were used to determining the indicators included in each of the topics in the final framework:

1. Data is available, high quality, and from a reliable source.
2. We will be able to calculate change over time (i.e., data is updated and accessible on an annual basis and changes from year to year can be meaningfully interpreted).
3. There is a strong causal model for why this Indicator matters (i.e., we understand the context behind the Indicator and how disparities affect people).
4. The data accurately represents the impact of inequity on people's lives (e.g., not measuring quantity when what matters is quality).

How Indicators Are Scored

Per CUNY ISLG, Equity Indicators are designed to be scored in two ways. Static Scores capture findings for a given year, and Change Scores capture change from the baseline to the most recent year. Given that this is the first ever equity indicators report for Oakland, all scores presented will be Static Scores. We intend in future years to include Change Scores to allow for discussions about whether and where progress toward equity is being made.

The standard approach for scoring Indicators is to calculate the ratio between the outcomes for the least and most advantaged racial/ethnic groups. This ratio is then converted to an Equity Score using a standard algorithm developed by CUNY ISLG (see Appendix B for the ratio-to-score conversion table). Scores are on a scale from 1 to 100, with 1 representing the highest possible inequity and 100 representing highest possible equity. For example, for the Unemployment Indicator, we calculated the ratio between the unemployment rates of African Americans and Whites because these two groups had the highest and lowest rates

respectively. The ratio for this Indicator is 2.12, meaning that African Americans were 2.12 times more likely than Whites to be unemployed. This ratio yields an Equity Score of 40, representing substantial room for improvement.

There are some exceptions to this standard approach. While most Indicators measure negative outcomes, some Indicators measure positive outcomes (e.g., business ownership). In this case, the ratio is flipped to compare the most and least advantaged groups so that scores can align on the same scale. Also, whenever possible, data was used that directly contained the reported race/ethnicity of the people affected by that Indicator, however sometimes we used geographic data as a proxy for racial and ethnic groups. Nine of the seventy-two Indicators in the framework measure racial and ethnic disparities based on the majority race/ethnicity of census tracts. Four of the seventy-two Indicators in the framework measure racial and ethnic disparities based on zip code. Due to the low number of zip codes in Oakland, these Indicators compare zip codes in which more than 60% of the population is non-White and zip codes in which more than 60% of the population is White. These demographics are all based on Census Bureau, American Community Survey 5-year estimates, 2012-2016. For full details on census tract and zip code calculations, see Appendix E.

In addition, while the vast majority of Indicators measure racial and ethnic disparities, three Indicators measure geographic disparities (1 by Police Area and 2 by City Council District), and two Indicators are citywide measures (equal access accommodations and curb ramps). Finally, there are some exceptions to which racial and ethnic groups are used for the scored comparison (i.e., for some indicators we do not compare the least and most advantaged). Any exception is noted and a reason given. Regardless of any exceptions, within the explanation of each Indicator, data is presented for all available groups or geographic areas, and it is made clear which groups/areas are used for scoring.

Scores for Topics are calculated by averaging the three Indicator scores within each Topic, and Theme Scores are calculated by averaging the four Topic Scores within each Theme. Finally, the Citywide score is calculated as the average of the six Theme scores. By having multiple measures, we aim to generate more fair and accurate scores for the broader Topics, Themes, and ultimately the single Citywide Equity Score. By choosing a standard number of Indicators and Topics per Theme, we avoid skewing the results too heavily towards any one area. By using a simple average to calculate higher level scores (as opposed to assigning weights to Indicators or Topics), we also avoid potential personal bias.

It is important to remember with this scoring system that a high score indicates high levels of equity, not necessarily overall quality of outcomes. If everyone is doing poorly in a particular area but doing equally poorly, that area would get a high equity score, but that does not

indicate that outcomes are necessarily as good in that area as we might ultimately want them to be. Additionally, low scores mean there is a lot of inequity, but do not directly measure whether the outcomes for the groups are objectively good or bad. This equity baseline measurement can, however, inform our choices and policies so that as our City grows and prospers, all residents are able to benefit from that prosperity.

Purpose of Scoring

Per CUNY ISLG, "scoring has two important and related benefits. It enables the standardization of data produced in different formats (i.e., percentages, and rates) and from different modes of data collection (i.e., administrative data and survey data). In turn, [scoring] makes it possible to synthesize findings across Indicators, Topics, and Themes to produce higher-level findings," an important feature of the framework. Without scoring, the only conclusions from this process would be individual results for the seventy-two Indicators.

Data Sources

The specific data source for each Indicator is noted in the explanation of that Indicator. Generally, data came from two different types of sources: publicly available data and internal City administrative data. The two most frequently used publicly available data sources were the Census Bureau's American Community Survey and the Oakland Unified School District's (OUSD) dashboards. We also requested Oakland-specific data from the Alameda County Department of Public Health for many of our Public Health Indicators. Internal City administrative data was either already publicly available or obtained by request from specific departments (such as the Oakland Police Department). For a list of all data sources, see Appendix C.

We attempted to use the most recently available data for all Indicators. Usually that meant data from 2016 or 2017, but sometimes data was older than that or aggregated over multiple years. In those cases, the exact timeframe is noted in the explanation of each Indicator.

OAKLAND
EQUITY INDICATORS

Race Matters

How Indicator Are Presented
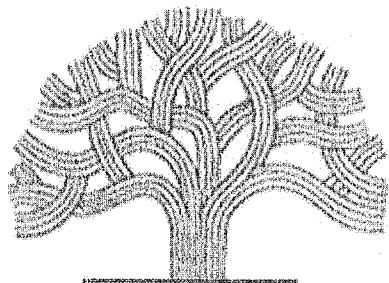
Oakland Equity Indicators

Citywide

The Citywide framework consist of 6 themes that cover broad areas of people's lives.

Themes

1. Economy   2. Education   3.Public Health
4.Housing   5.Public Safety
6. Neighborhood and Civic Life.

Topics

Within each theme there are 4 topics.

Whithin each topic there are 3 indicators, for a total of 12 indicators per theme and 72 indicators in the whole framework.

Indicators

Indicators represent the best proxy we could find for the complex disparities we set out to measure.

Every indicator receives a score, created by calculating the ratio between the outcomes for the least and most advantaged racial/ethnic group.

Ratios & Scores

The ratio is then converted to an Equity Score using an algorithm developed by CUNY ISLG.

Scores & Scales

Scores are on a scale from 1 to 100.

1 represents the highest possible level of inequity.

100 represents the highest possible level of equity.

Theme 1
Economy

IN THIS SECTION:

Business Development
- Business Ownership
- Prime Contracts Awarding
- Long-term Business Vacancy

Employment
- Disconnected Youth
- Labor Force Participation
- Unemployment

Financial Health
- Access to Healthy Financial Institutions
- Median Household Income
- Poverty

Job Quality
- Employment in High Wage Industries
- Living Wage
- Participation in Workforce Development Programs

Theme 1: Economy

Theme Score: 41.8

In Oakland and across the Bay Area, there are wide disparities in economic outcomes for different groups. Structural barriers in society result in some residents having more access than others to economic opportunities that build wealth and financial stability. This Theme not only includes the standard measures of economic well-being (e.g., unemployment, poverty) but it also evaluates racial and ethnic disparities in the quality of jobs, business development, and elements of financial health.

Economy ranked second highest compared to the other Themes in the Oakland Equity Indicators framework. The 12 Indicators within the Economy Theme examine inequities faced by racial and ethnic minorities across four Topic areas: Business Development, Employment, Financial Health, and Job Quality.

All Topics showed room for improvement. Job Quality had the highest Topic score (51.7), and Employment scored second highest (49.0), followed by Business Development (33.7), and the lowest scoring Topic was Financial Health (32.7).

Topics and Indicators within this Theme:

Topic	Score	Indicators	Score
Business Development	33.7	Business Ownership	36
		Prime Contracts Awarding	31
		Long-term Business Vacancy	34
Employment	49.0	Disconnected Youth	35
		Labor Force Participation	72
		Unemployment	40
Financial Health	32.7	Access to Healthy Financial Institutions	31
		Median Household income	34
		Poverty	33
Job Quality	51.7	Employment in High Wage Industries	54
		Living Wage	29
		Participation in Workforce Development Programs	72

Topic 1.1: Business Development
Topic Score: 33.7

The Business Development Topic includes three Indicators that measure racial and ethnic disparities in business ownership, prime contracts awarding, and business vacancy. The first Indicator in this Topic measures disparities in business ownership rates between African American and White Oaklanders. The second Indicator measures disparities in the distribution of contracts under $100,000 awarded by the City to African American and White business owners. The third Indicator measures disparities in the location of business addresses that had been vacant for two years or more by majority race/ethnicity of census tracts.

Business Development was the second-lowest scoring Topic in the Economy Theme, with a Topic score of 33.7. The Indicator scores were relatively similar, with a score of 34 for long-term business vacancy and business ownership receiving a score of 36. Prime contracts awarding had a slightly lower score (31), but all Indicators in this Topic show room for improvement.

Economy: Business Development - Business Ownership
Ratio between the percents of Whites and African Americans who are business owners

Score: 36   Ratio: 2.70

What is measured?
This Indicator measures the percent of employed individuals who are self-employed in their own incorporated business, professional practice, or farm.

Why is this important?
Business ownership is an important measure of economic development and individual financial empowerment, and it can help alleviate other economic disparities for racial and ethnic minorities, including disparities in income and employment. Self-employment and family-business ownership have been shown to increase economic mobility for workers and their children. (Source: https://www.urban.org/sites/default/files/publication/33841/413134-self-employment-family-business-ownership-and-economic-mobility.pdf)

What did we find?
Among White employed individuals, 3.9% were business owners, compared to 1.4% of African American employed individuals. Latino and Asian employed individuals had similar rates of business ownership at 2.4% and 2.3%, respectively. The citywide business ownership rate was 2.6%. Whites were 2.7 times more likely to own their own business than African Americans.
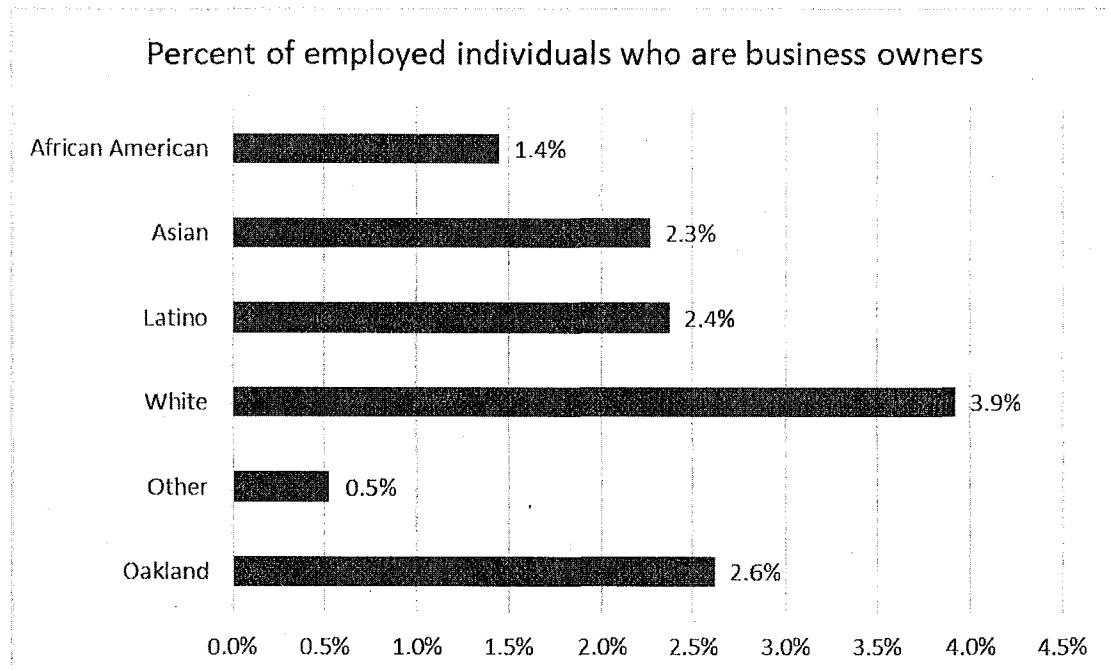
Data:

Percent of employed individuals who are business owners

Category	Percent
African American	1.4%
Asian	2.3%
Latino	2.4%
White	3.9%
Other	0.5%
Oakland	2.6%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Economy: Business Development - Prime Contracts Awarding
Ratio between the percents of Prime construction and professional services contracts under $100,000 received by African Americans and Whites

Score: 31   **Ratio: 3.42**

What is measured?
This Indicator measures the percent by race/ethnicity of Prime contractors for construction and professional services contracts who received under $100,000. Additional data is provided on the average amount received by these contractors. Data is from fiscal year 2015-16 and the date used to assign contracts to a fiscal year is the date that the compliance analysis was

completed, or the review date. The dollar amounts represent the initial award; any negotiated bid amounts or change orders are not taken into account. The initial award is adjusted to how much of the total contract went to the Prime as opposed to Subprime contractors.

Why is this important?
The City of Oakland awarded over $58 million in construction contracts and almost $8.5 million in professional services contracts in fiscal year 2015-16. It is important to understand whether there are disparities by race/ethnicity in who received these contract dollars. The City is in the process of a full disparity study that will provide analysis on this issue as well. Next year, we intend to update this Indicator with the results of that study. In the interim, we used the data currently available to determine whether contractors of certain races were less likely to receive large contracts.

What did we find?
We found that for Prime construction and professional services contracts, 66.7% of African American contractors received contracts under $100,000, which was 3.42 times as often as White contractors (19.5%). Additionally, White contractors received an average of $1,059,209 per contract which was 11.87 times as much as African American contractors received on average ($89,191). It should be noted that the sample sizes between races were very different with 6 contracts going to African Americans and 41 to Whites. Whether or not this low number awarded to African American contractors was in and of itself an inequity remains to be determined by the full disparity study which will look at the availability of contractors by race/ethnicity.

Data:

Prime Contracts by Race/Ethnicity	Number of Contractors	Average Contractor Amount	Percent of Contracts Under $100k
African American	6	$89,191	66.7%
Asian	5	$362,643	20.0%
Latino	18	$923,891	44.4%
White	41	$1,059,209	19.5%
Other/NL	14	$299,175	35.7%

Source: Oakland Contracts and Compliance Division by request, Fiscal Year 2015-16

Indicator 3: Economy: Business Development - Long-term Business Vacancy

Ratio between the percents of business addresses that have been vacant for 24 months or more in majority Asian and majority White census tracts

Score: 34   **Ratio: 2.96**

What is measured?
This Indicator measures the percent of business addresses that have been identified as "vacant" by the United States Postal Service (USPS) for at least two years. Data is collected and aggregated at the census tract level by the USPS on a quarterly basis.

Why is this important?
High levels of long-term business vacancy are detrimental to the economic vibrancy of neighborhoods. Business addresses can be vacant at any point in time for a variety of reasons, including new construction, renovation, and tenant turnover. Addresses that remain vacant for two years or more, however, may be indicative of economically distressed neighborhoods or areas where rents are too high for businesses to afford them.

What did we find?
Long-term business vacancy was highest in majority Asian census tracts (4.8%), which represent the Chinatown neighborhood near downtown Oakland. Second highest were majority African American census tracts (3.9%). Long-term business vacancy was lowest in majority White census tracts (1.6%) and second lowest in majority Latino census tracts (2.4%). Majority Asian census tracts were 2.96 times more likely to have long-term business vacancies than majority White census tracts.
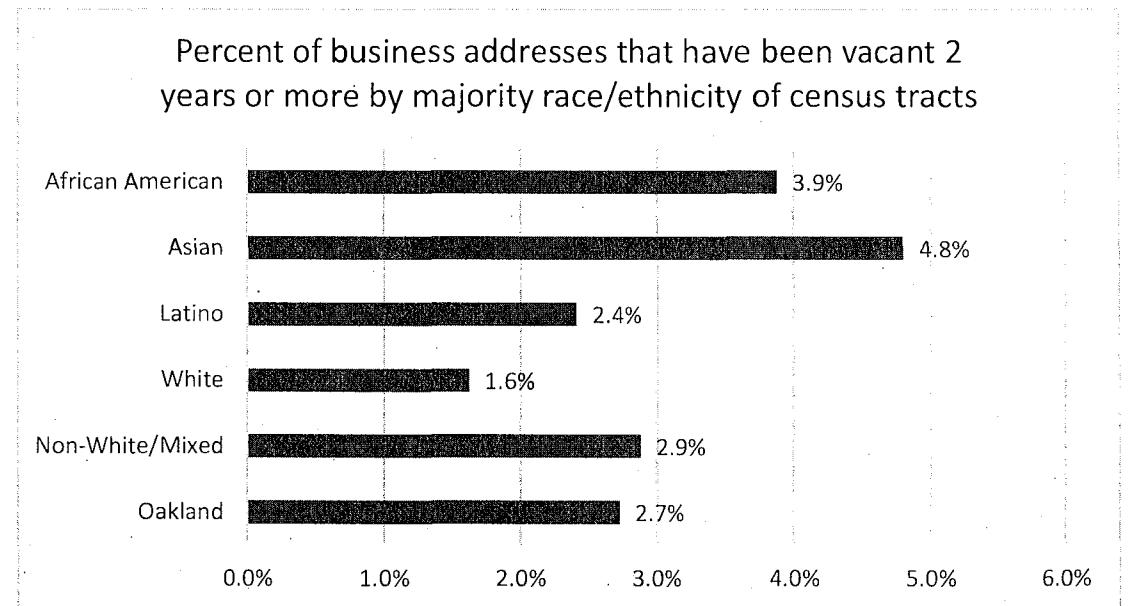
Data:

Percent of business addresses that have been vacant 2
years or more by majority race/ethnicity of census tracts

Source: U.S. Department of Housing and Urban Development Aggregated USPS Administrative Data on Address Vacancies, Quarter 3 ending September 30, 2017, https://www.huduser.gov/portal/datasets/usps.html; American Community Survey, 5-year estimates, 2012-2016

Topic 1.2: Employment
Topic Score: 49.0

The Employment Topic includes three Indicators that measure participation in the workforce, an essential component of economic wellbeing. The first Indicator in this Topic measures disparities in the rate of disconnectedness from school or work among young people ages 16 to 24 between African Americans and Asians. The second Indicator measures disparities in labor force participation, while the third Indicator focuses on disparities in unemployment, both between African American and White Oaklanders.

The Employment Topic scored 49.0, the second highest score in the Economy Theme. The disconnected youth Indicator received the lowest score within the topic at 35. Labor force participation scored the highest within the Topic at 72, and the unemployment score was 40. This indicates that while there are fewer racial and ethnic disparities in who is participating the labor market, African American people within the labor market face greater disadvantage when it comes to securing and maintaining employment.

Economy: Employment - Disconnected Youth
Ratio between the percents of African American and Asian youth who are disconnected

Score: 35   **Ratio: 2.80**

What is measured?
Youth are considered disconnected if they are out of work and out of school. This Indicator measures the percent of the population aged 16-24 who are neither working nor in school.

Why is this important?
Between the ages of 16-24, young people are in transition between youth and adulthood, developing the education, networks, confidence, and social-emotional skills to handle stress and prepare for adult independence. Youth that are out of work and out of school face disadvantages in making this transition successfully. They also face a higher risk of involvement with the criminal justice system.

What did we find?
Citywide, one in ten youth were neither working nor in school (10.3%). African American youth were the most likely to be disconnected (14.8%), followed closely by Latino youth (13.2%). Asian youth were the least likely to be disconnected (5.3%), while 8.8% of White youth were disconnected. African American youth were 2.80 times more likely to be disconnected from both work and school than Asian youth. This outcome tracks with the education data for the groups, with the same groups experiencing the greatest disadvantage.

Data:
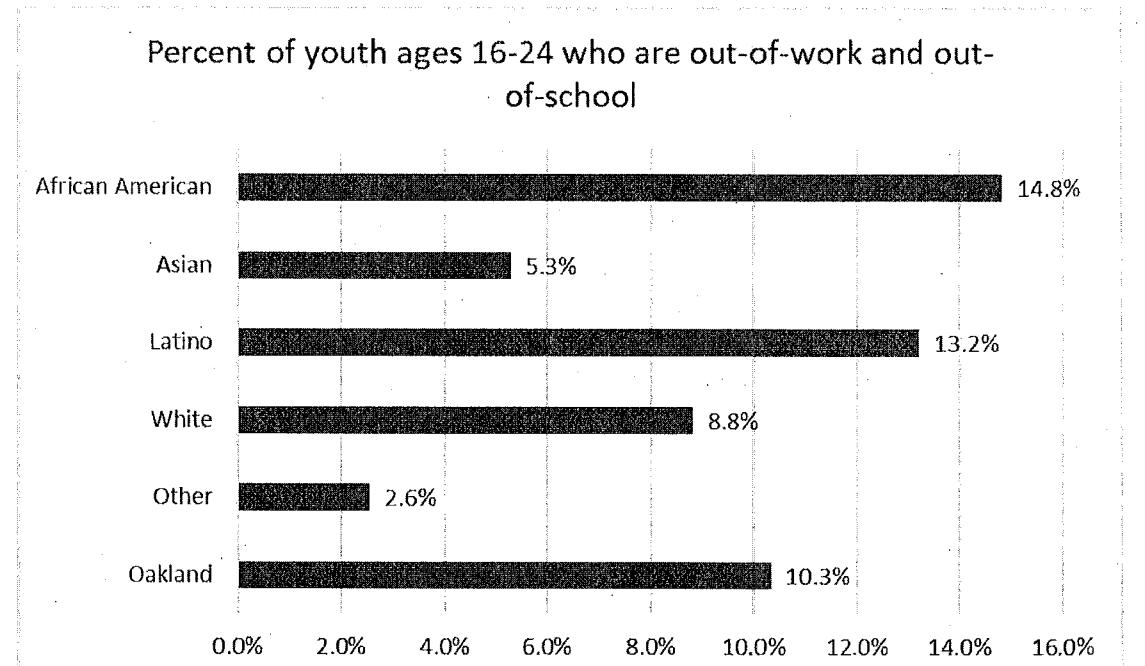
Percent of youth ages 16-24 who are out-of-work and out-of-school

African American	14.8%
Asian	5.3%
Latino	13.2%
White	8.8%
Other	2.6%
Oakland	10.3%

0.0% 2.0% 4.0% 6.0% 8.0% 10.0% 12.0% 14.0% 16.0%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Economy: Employment - Labor Force Participation

Ratio between the percents of African Americans and Whites who are not participating in the labor force

Score: 72   **Ratio: 1.27**

What is measured?

This Indicator measures the percent of the population aged 16 and older who are neither working nor looking for work. Employed individuals, unemployed individuals who are looking for work and individuals in the armed forces are not included in this measure.

Why is this important?

Labor force participation is an important Indicator because unemployment statistics do not capture all individuals who are not working. For example, individuals who are not working and not looking for work are not in the labor force. Some of these individuals are classified as discouraged workers who may have given up seeking work due to prolonged unemployment,

lack of opportunities that match their skills, and education, age, and disability. Other individuals not in the labor force include retired persons, students, and those taking care of children or other family members.
(Source: https://www.bls.gov/cps/lfcharacteristics.htm)

What did we find?
Across all racial and ethnic groups, about one in three individuals aged 16 and older (32.6%) were not in the labor force. Labor force non-participation was less common among Whites and Latinos, 28.9% and 30.9% respectively. Higher percents of African Americans (36.7%) and Asians (36.0%) were not in the labor force. African Americans were 1.27 times more likely than Whites to not be in the labor force.

Data:
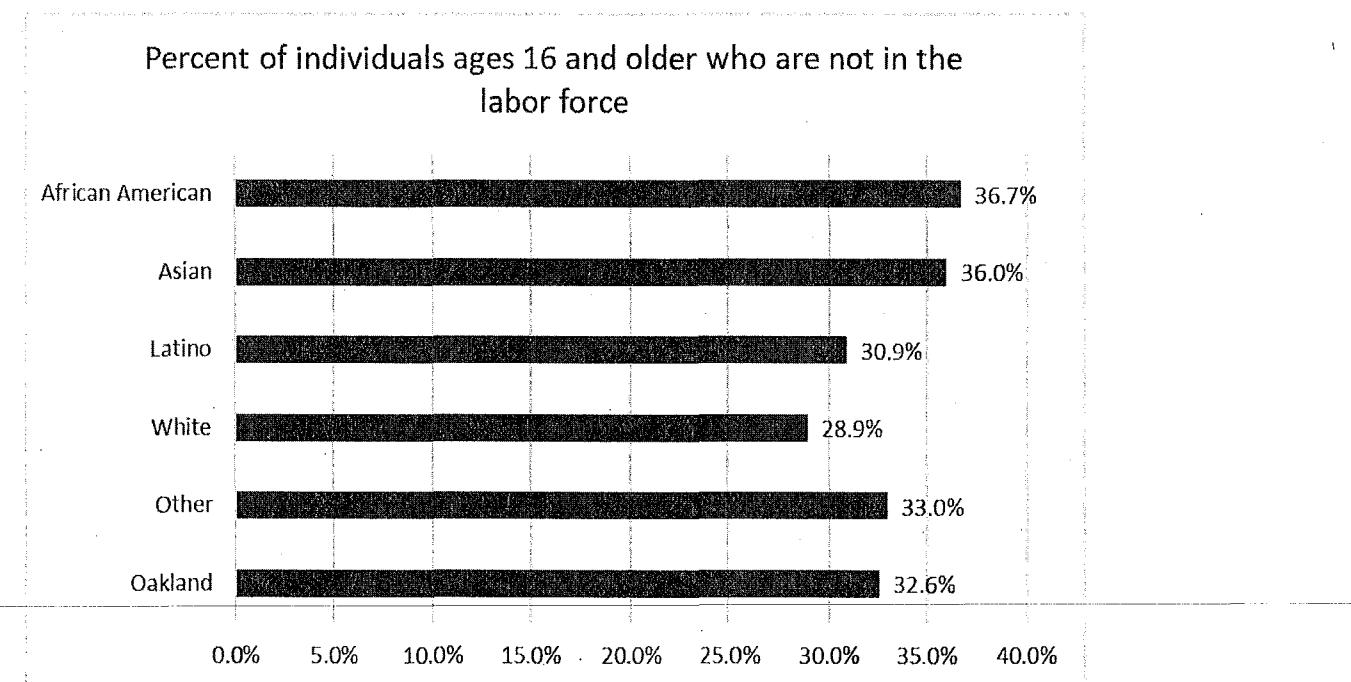
Percent of individuals ages 16 and older who are not in the labor force

African American	36.7%
Asian	36.0%
Latino	30.9%
White	28.9%
Other	33.0%
Oakland	32.6%

0.0% 5.0% 10.0% 15.0% 20.0% 25.0% 30.0% 35.0% 40.0%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Economy: Employment - Unemployment
Ratio between the unemployment rates for African Americans and Whites

Score: 40   **Ratio: 2.12**

What is measured?
Unemployment is measured by the percent of the labor force that is unemployed. The labor force includes all individuals aged 16 and older who are either employed or unemployed and looking for work. Individuals in the armed forces are excluded from this measure.

Why is this important?
Employment provides the means to participate in the economy and reduces the likelihood of living in poverty. Nationally, unemployment rates are higher among African Americans than their White counterparts. Furthermore, the African American unemployment rate rose more than the rate for Whites during the Great Recession and has been slower to fall as the economy has recovered. Differences across racial and ethnic groups may point to a number of barriers racial and ethnic minorities face to securing and maintaining employment, including job availability, educational attainment, and discrimination in hiring.
(Source: https://news.stanford.edu/2017/06/16/report-finds-significant-racial-ethnic-disparities/)

What did we find?
African Americans were the most likely to be unemployed (8.9%) and Whites the least likely (4.2%). The unemployment rate among Latinos (4.5%) was similar to that of Whites, while a slightly higher percent of Asians were unemployed (5.8%). African Americans were 2.12 times more likely than Whites to be unemployed.

Data:
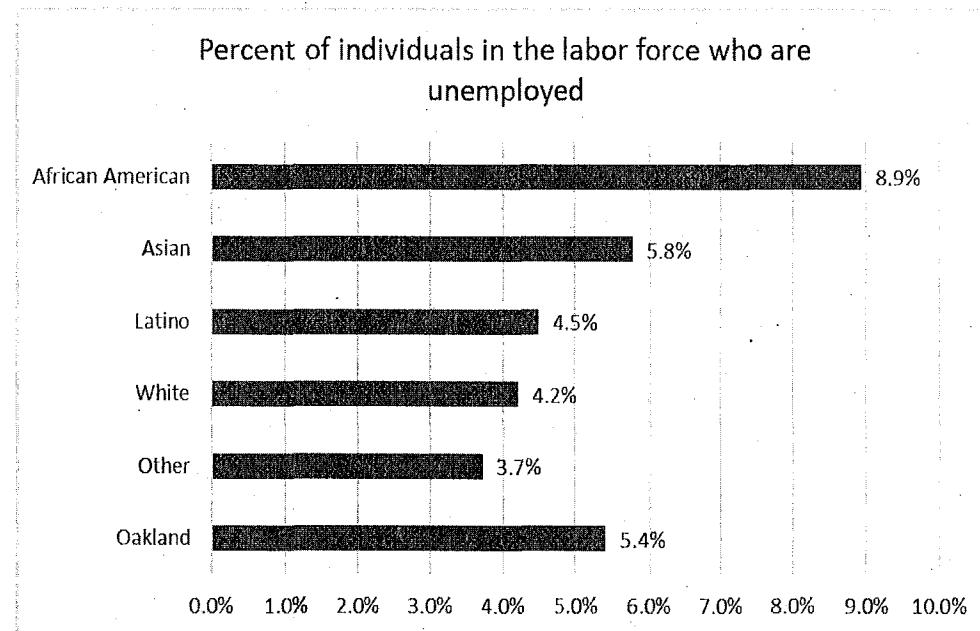
Percent of individuals in the labor force who are unemployed

Category	Percent
African American	8.9%
Asian	5.8%
Latino	4.5%
White	4.2%
Other	3.7%
Oakland	5.4%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Topic 1.3: Financial Health
Topic Score: 32.7

The Financial Health Topic includes three Indicators that consider economic security and stability through measures of banking, income, and poverty. The first Indicator measures disparities in the rate of access to healthy financial institutions in White and non-White zip codes. The second Indicator measures racial and ethnic disparities in median household income, while the third Indicator focuses on poverty.

Financial Health had the lowest score in the Economy Theme, at 32.7. The Indicator scores were relatively similar and low, showing room for improvement across the board. Healthy financial institutions had the lowest score at 31. Poverty scored 33, and median household income scored 34.

Economy: Financial Health - Access to Healthy Financial Institutions
Ratio between the ratios of bad-to-good financial institutions in non-White and White zip codes

Score: 31   **Ratio: 3.40**

What is measured?
This Indicator measures access to different types of financial institutions by zip code. "Good" institutions include banks, credit unions, and savings institutions. "Bad" institutions include check cashing services, money transfer services, and payday loan institutions. The ratio between the number of bad institutions and the number of good institutions is calculated for each zip code. A higher ratio of bad-to-good institutions means that there are disproportionately more bad institutions in a given zip code. The Indicator then measures the ratio of these ratios, comparing zip codes in which more than 60% of the population is non-White to those in which more than 60% of the population is White. The third category of zip codes is those in which the population is racially and ethnically mixed.

Why is this important?
Access to financial institutions can help support the financial health of neighborhoods by providing residents with the resources they need to save and plan for the future. While some types of institutions engage in predatory lending practices, others provide a safe way for customers to build wealth and participate in the local economy. Research has shown that predatory lenders target racial and ethnic minority neighborhoods where there is less access to mainstream financial institutions. Another important factor to consider is the affordability of financial services, even from the "good" institutions.
(Source: https://www.reuters.com/article/us-usa-foreclosures-race/racial-predatory-loans-fueled-u-s-housing-crisis-study-idUSTRE6930K520101004)

What did we find?
The ratio of bad-to-good financial institutions in zip codes that are more than 60% non-White was 0.42, compared to 0.13 in zip codes that are more than 60% White. Zip codes that are racially and ethnically diverse had a ratio of 0.25, which was lower than the citywide ratio of 0.38. Majority non-White zip codes had a bad-to-good financial institutions ratio 3.23 times higher than majority White zip codes. See the chart on page 33.

Data:

Ratio of bad-to-good financial institutions by race/ethnicity of zip codes

Category	Ratio
Non-White > 60%	0.42
White > 60%	0.13
Mixed	0.25
Oakland	0.38
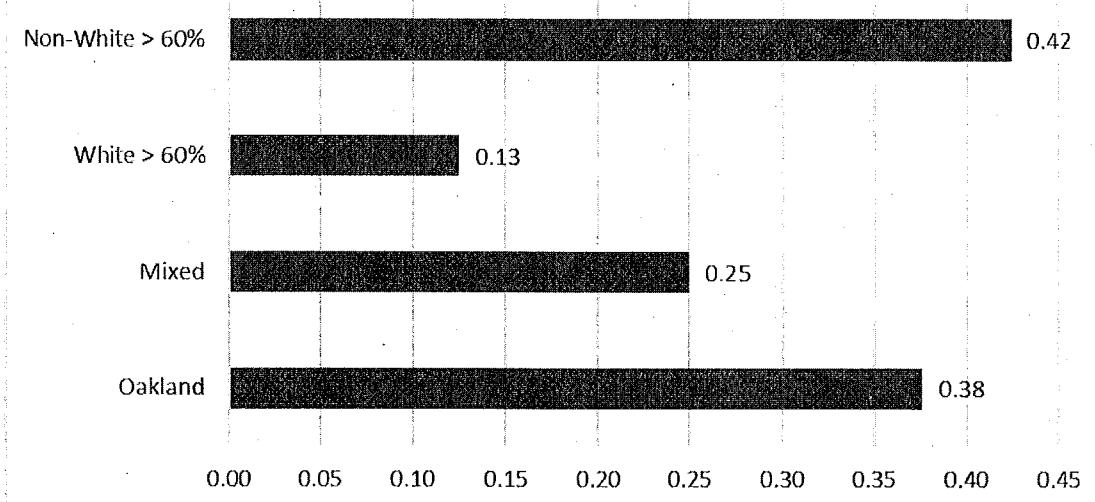
Source: Reference USA, publicly available through the Alameda County Library, http://www.aclibrary.org/atoz/R, data retrieved January 19, 2018; American Community Survey, 5-year estimates, 2012-2016

Economy: Financial Health - Median Household Income
Ratio between the median incomes for White and African American households

Score: 34   **Ratio: 2.93**

What is measured?
This Indicator measures median household income by the race/ethnicity of householders.

Why is this important?
Median household income is a measure often used by economists to capture how a typical household is faring in a particular area. It is also used to guide certain public policies, including the eligibility requirements for affordable housing. Income is directly tied to many other economic indicators, including poverty, unemployment, educational attainment, and job quality. Differences in median household income may point to disparities in these and other areas.

What did we find?

The median income for White households was highest ($110,000) and the median income for African American households was lowest ($37,500). The median income for Asian households ($76,000) was similar to the citywide median income ($73,200), while Latino households fell below the citywide median with a median income of $65,000. The median income for White households was 2.93 times the median income of African American households.

Data:

Median household income by race/ethnicity of householder
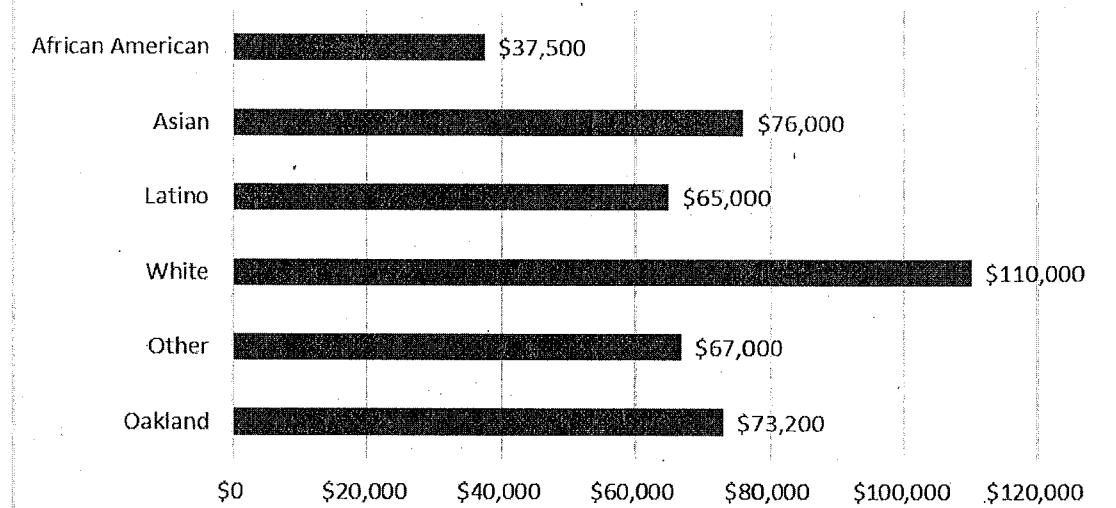
Race/Ethnicity	Median Income
African American	$37,500
Asian	$76,000
Latino	$65,000
White	$110,000
Other	$67,000
Oakland	$73,200

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html

Economy: Financial Health - Poverty

Ratio between the percents of African Americans and Whites who are living in poverty

Score: 33   **Ratio: 3.09**

What is measured?

This Indicator measures the percent of the population living at or below the federal poverty level, as defined by the U.S. Department of Health and Human Services. (Source: https://aspe.hhs.gov/poverty-guidelines)

Why is this important?
Individuals and families living in poverty struggle financially but also forego basic necessities in order to make ends meet. Individuals living in poverty may experience hunger, live in low-quality housing, and decide not to seek medical care. Intergenerational poverty can further limit access to opportunity and economic mobility. In addition, when poverty is concentrated geographically, the negative effects on health and wellbeing are compounded at the neighborhood and community level.

What did we find?
African Americans were most likely to be living at or below the federal poverty level (26.1%), compared to 21.9% of Latinos, 15.0% of Asians, and 8.4% of Whites. This means that more than one in four African Americans and more than one in five Latinos were living at or below the federal poverty level. African Americans were 3.09 times more likely than Whites to be living at or below the federal poverty level.

Data:
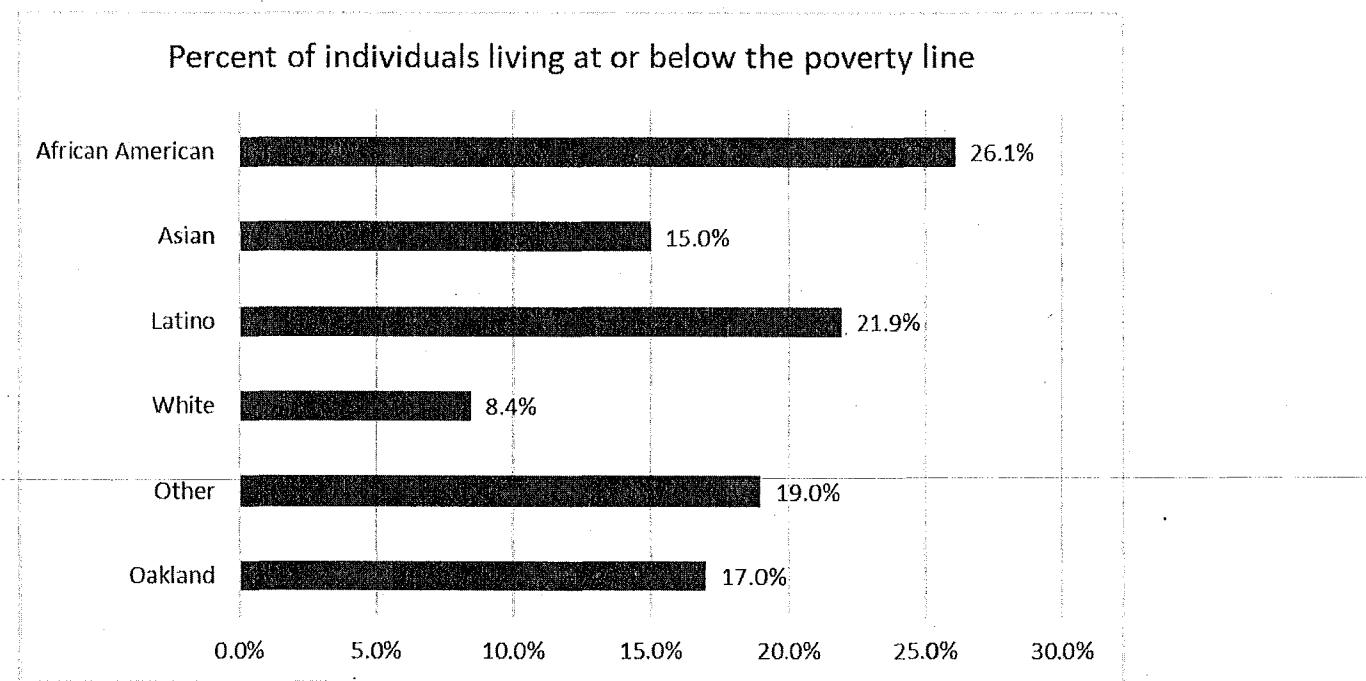
Percent of individuals living at or below the poverty line

Category	Percent
African American	26.1%
Asian	15.0%
Latino	21.9%
White	8.4%
Other	19.0%
Oakland	17.0%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html

Topic 1.4: Job Quality
Topic Score: 51.7

The Job Quality Topic includes three Indicators that measure access to high quality jobs that pay a living wage and promote career development and long term economic stability. The first Indicator in this Topic measures disparities in employment rates in high wage industries. The second Indicator measures racial and ethnic disparities in the likelihood of having a job that pays at least living wage. The third Indicator measures racial and ethnic disparities in participation rates in workforce development programs intended for unemployed individuals.

Job Quality had the highest Topic score in the Economy Theme, at 51.7. The Indicator scores varied widely, with the living wage Indicator receiving the lowest score at 29. Employment in high wage industries scored higher at 54. Participation in workforce development programs had the highest score at 72.

Economy: Job Quality - Employment in High Wage Industries
Ratio between the percents of Latino and White workers who are not employed in high wage industries

Score: 54   **Ratio: 1.65**

What is measured?
This Indicator is measured by the percent of employed individuals who are not employed in industries with a mean annual wage of at least $80,000. In 2016, these industries included management occupations; legal occupations; healthcare practitioners and technical occupations; computer and mathematical occupations; architecture and engineering occupations; life, physical, and social science occupations; and business and financial operations occupations. (Source: Occupational Employment Statistics, CA Employment Development Department https://data.edd.ca.gov/Wages/Occupational-Employment-Statistics-OES-/pwxn-y2g5)

Why is this important?

Employment in high wage industries is an important measure of what kinds of jobs are accessible to individuals of different racial and ethnic groups. Limited access to jobs in high wage industries may be due to several factors, including a mismatch between available jobs and required education or training, discrimination, and other limiting factors that may also contribute to differences in access to quality jobs and overall employment rates. (Source: https://www.stlouisfed.org/publications/regional-economist/july-2011/the-mismatch-between-job-openings-and-job-seekers)

What did we find?
Latino workers were the most likely to not be employed in a high wage industry (83.2%), followed closely by African American workers (82.0%). About half of White workers were not employed in a high wage industry (50.4%), and Asian workers fell in the middle (67.5%). Citywide, six out of ten workers were not employed in high wage industries. Latino workers were 1.65 times more likely to not be employed in a high-wage industry than White workers.

Data:
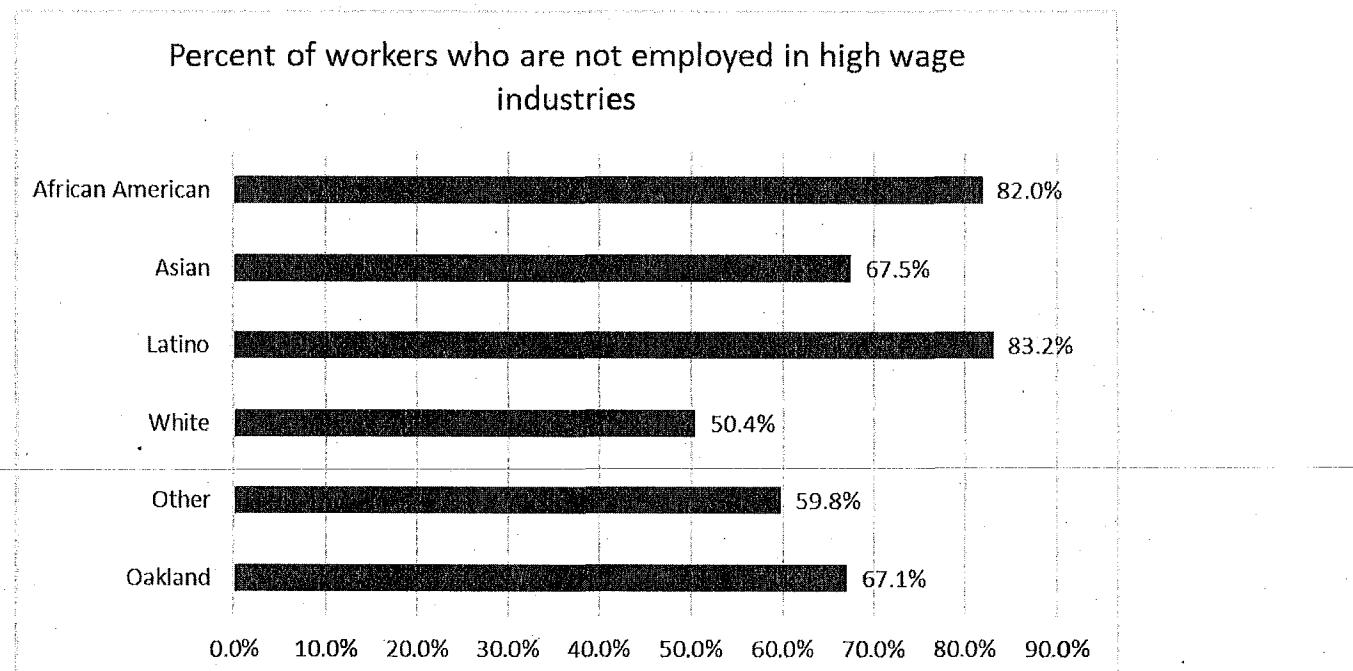
Percent of workers who are not employed in high wage industries

African American	82.0%
Asian	67.5%
Latino	83.2%
White	50.4%
Other	59.8%
Oakland	67.1%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Economy: Job Quality - Living Wage
Ratio between the percents of Latino and White workers who make less than the living wage

Score: 29   **Ratio: 3.79**

What is measured?
This Indicator measures the hourly wage for all workers ages 16 and older and compares it to the 2016 Oakland living wage ($14.86 per hour). Hourly wages are calculated by dividing the total person's earnings by the product of the weeks worked and the usual hours worked per week during the past 12 months. The weeks worked variable was set to the midpoint of the interval included in the ACS data. Only workers with non-zero earnings, who were not self-employed or unpaid family workers, and who were at work or had a job but were not at work last week were included in the analysis. (Source for methodology: http://laborcenter.berkeley.edu/pdf/2014/chartbook-data-and-methods.pdf)

Why is this important?
Living wage is the wage that is necessary to maintain a typical standard of living in a particular place. It is the minimum income that represents the fine line between financial independence and the need to seek out public assistance. Living wage standards are sometimes set by local government to take into account higher costs of living, and they are higher than the state or federal minimum wage. In Oakland, the Living Wage Ordinance requires the City to adjust the living wage annually. The living wage standard used in this year's Indicator was based on the 2016 wage which was in effect before the wage was raised effective July 1, 2017. (Sources: http://livingwage.mit.edu/pages/about, http://www2.oaklandnet.com/w/DOWD009082)

What did we find?
Citywide, three in ten workers (30.9%) made less than the living wage. Almost half of Latino workers (46.5%) made less than the living wage compared to 12.3% of their White counterparts. Among African American workers, 37.6% made less than the living wage, which was a similar percent to that of Asian workers (36.4%). Latino workers were 3.79 times more likely than White workers to make less than the living wage.

Data:

Percent of workers making less than a living wage
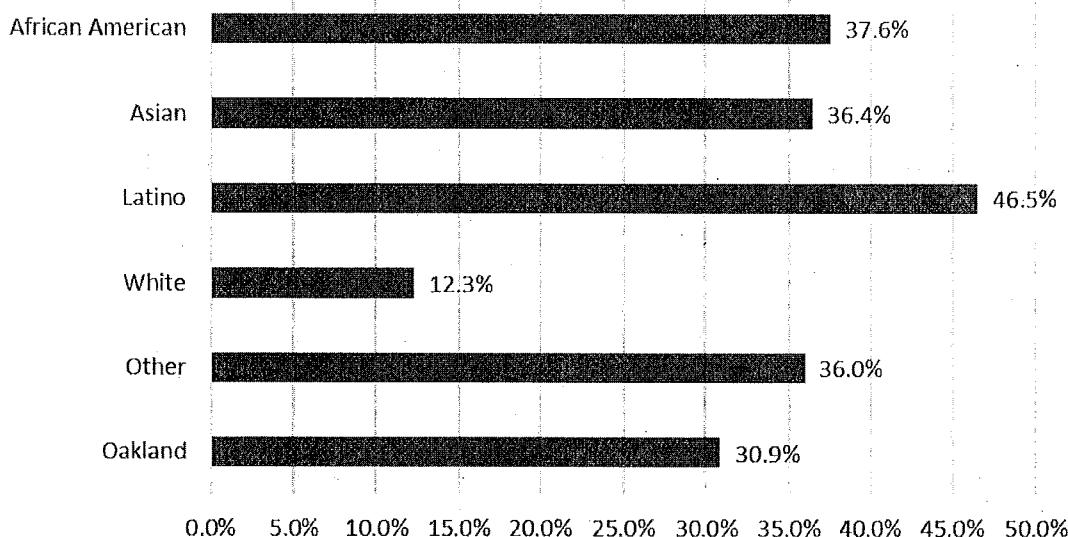
African American	37.6%
Asian	36.4%
Latino	46.5%
White	12.3%
Other	36.0%
Oakland	30.9%

0.0% 5.0% 10.0% 15.0% 20.0% 25.0% 30.0% 35.0% 40.0% 45.0% 50.0%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Economy: Job Quality- Participation in Workforce Development Programs
Ratio between the percents of unemployed Asian and African American Oaklanders who did not participate in the City's Workforce Development Program

Score: 72   **Ratio: 1.27**

What is measured?
This Indicator measures the percent of the unemployed population (ages 16 and up) in Oakland by race/ethnicity who *did not* participate in the City of Oakland's Workforce Development program between 7/1/2016 and 6/30/2017. The percent that *did* participate for each race/ethnicity is calculated by dividing number of participants of that race/ethnicity by the number of unemployed people in the labor force in Oakland of that race/ethnicity. Percent that *did not* participate is 100% minus the percent that *did* participate. NOTE: Participation is not the most meaningful metric, but was the data available. In the future, we hope to replace this with a measurement of exit outcomes for participants by race/ethnicity (i.e., did participants successfully find jobs?).

Why is this important?

The City of Oakland's Workforce Development programs are a resource for job seekers. Job seekers are assigned a case worker and given supports to secure a job (such as a comprehensive assessment and individual employment plan). The intent is that these supports make it more likely the job seeker will find a job and that the job will be of higher quality than might have been obtained without support.

What did we find?

Unemployed African American Oaklanders had the highest participation in the City's program (26.8% participate, 73.2% did not participate). Asian unemployed Oaklanders had the lowest participation rates (7.1% participate, 92.9% did not participate). Therefore, an unemployed Asian person was 1.27 times more likely to *not* participate in the City's Workforce Development programs than an African American unemployed person. As shown in our Unemployment Indicator, African Americans have the highest rate of unemployment and Asians the second highest rate. It is, therefore, appropriate that African Americans participate extensively in Workforce Development programs and that participation should continue. However, the results in this Indicator show that Asian participation is an area for improvement as they also experience high unemployment rates, but are the least likely to participate in the City's Workforce Development programs.

Data:

Percent of unemployed individuals not participating in Workforce Development programs

Race/Ethnicity	Percent not participating
African American	73.2%
Asian	92.9%
Latino	86.1%
White	91.4%
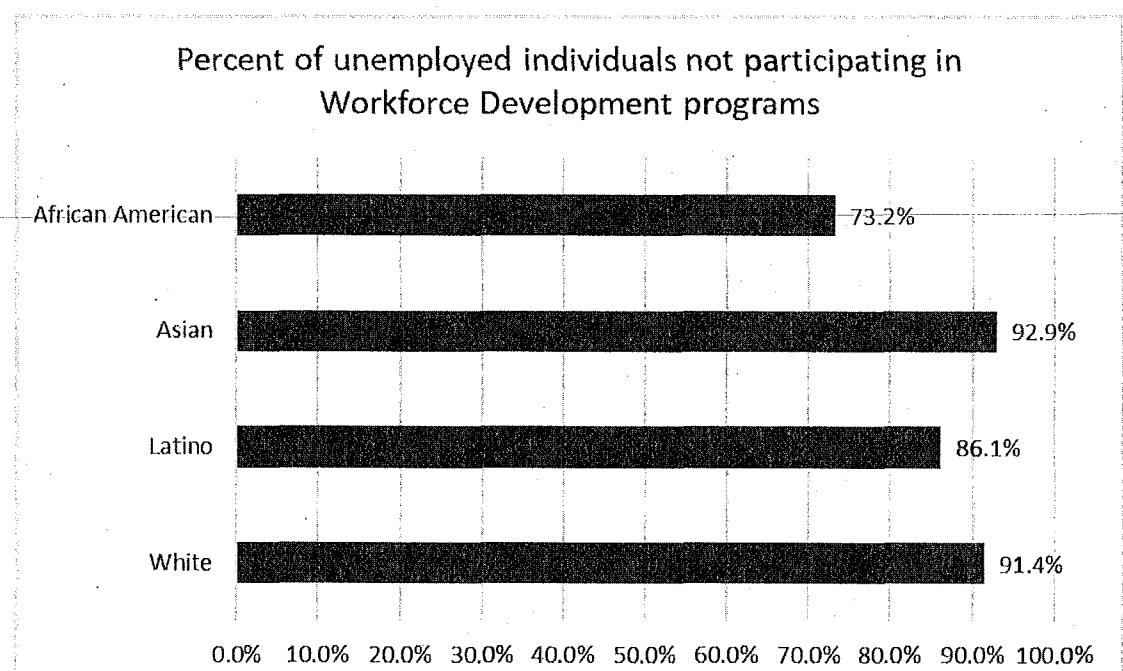
Source: Workforce participation data from Oakland Economic and Workforce Development department by request, 7/1/2016-6/30/2017. Data on population by race/ethnicity that was unemployed but in the labor force from American Community Survey, 1-year PUMS, 2016. (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)
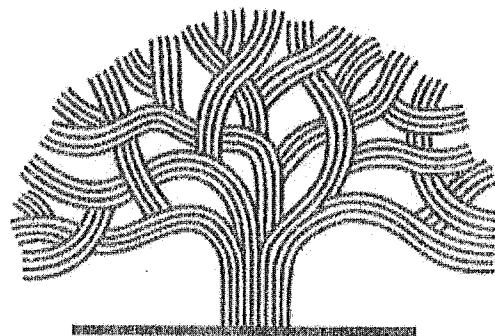
A PUBLIC USE MICRODATA AREA, OR **PUMA**, ARE
GEOGRAPHIC UNITS USED BY THE US CENSUS FOR
PROVIDING STATISTICAL AND DEMOGRAPHIC
INFORMATION. EACH PUMA CONTAINS AT LEAST
100,000 PEOPLE. PUMAS DO NOT OVERLAP, AND
ARE CONTAINED WITHIN A SINGLE STATE.

SOURCE: CENSUS BUREAU

Theme 2
Education

IN THIS SECTION:

Enrollment
- Preschool Enrollment
- Chronic Absenteeism
- High School On-Time Completion

Achievement
- 3rd Grade ELA Proficiency
- High School Readiness
- A-G Completion

Program Access
- AP Course Enrollment
- Linked Learning Pathway Enrollment
- Suspensions

Teachers
- Representation of Student Population
- Teacher Experience
- Teacher Turnover

Theme 2: Education
Theme Score: 29.0

Education has long been an area of well-known disparities in outcomes across racial and ethnic groups, both in Oakland and throughout the country. Yet, education is also perhaps the single most powerful tool to rectify disparities in other Themes, such as Economy. This Theme includes measures that span from traditional measures of student attendance and achievement to measures of teachers, recognizing that teachers play a critical role in a child's education.

Education ranked fourth compared to the other Themes in the Oakland Equity Indicators framework. The 12 Indicators within the Education Theme examine inequities faced by racial and ethnic minorities across four Topic areas: Enrollment, Achievement, Program Access, and Teachers.

The lowest scoring Topic was Enrollment (22.3), followed by Teachers (28.3). The other two Topics were slightly higher scoring, Achievement (32.0) and Program Access (33.3). It is important to note that in two of the Topics, Teachers and Program Access, there was large variability in scores between Indicators, so the average Topic score does not tell the full story.

Topics and Indicators within this Theme:

Topic	Score	Indicator	Score
Enrollment	22.3	Preschool Enrollment	22
		Chronic Absenteeism	25
		High School On-Time Completion	20
Achievement	32.0	3rd Grade ELA Proficiency	20
		High School Readiness	37
		A-G Completion	39
Program Access	33.3	AP Course Enrollment	37
		Linked Learning Pathway Enrollment	62
		Suspensions	1
Teachers	28.3	Representation of Student Population	1
		Teacher Experience	55
		Teacher Turnover	29

Topic 2.1: Enrollment
Topic Score: 22.3

The Enrollment Topic includes three Indicators that measure racial and ethnic disparities in preschool enrollment, chronic absenteeism, and high school on-time completion. The first Indicator measures disparities in preschool enrollment between Latinos and Whites. The second Indicator measures disparities in chronic absenteeism between African Americans and Asians. The third Indicators measures disparities in how many high school students are still enrolled after four years between Latinos and Whites.

Enrollment is the lowest scoring Topic in the Education Theme with a Topic score of 22.3. The Indicator scores were very similar with chronic absenteeism scoring highest at 25, followed closely by preschool enrollment at 22, and last was high school on-time completion at 20. All the Indicators in this Theme have substantial room for improvement.

Education: Enrollment - Preschool Enrollment
Ratio between the percents of Latino and White Kindergarten students who were not previously enrolled in preschool

Score: 22   **Ratio: 4.72**

What is measured?
The measurement is percent of children entering OUSD Kindergartens without any preschool experience. Preschool experience can be OUSD Transitional Kindergarten (TK), OUSD preschools, Head Start, daycare, as well as subsidized, special education, or private preschool programs.

Why is this important?
Preschool experience prior to Kindergarten is correlated with greater readiness and success in school, likely because of the academic as well as social skills gained in preschool.

What did we find?
Latino children were the least likely to have attended preschool with 23.6% not attending preschool of any kind. Asian children were next at 14.9%, followed by African American children at 10.0% not attending preschool. White children in OUSD Kindergartens were the most likely to have attended preschool with only 5% not attending any form. Latino children

were 4.72 times more likely and Asian children almost 3 times more likely to have not attended preschool than White children.

Data:

Percent of Kindergarten students who were not previously enrolled in preschool

Race	Percent
African American	10.0%
Asian	14.9%
Latino	23.6%
White	5.0%

Source: OUSD Data Dashboard, 2016-17, https://dashboards.ousd.org/views/PreschoolExperience2016-17PUBLIC/PreschoolExperience?%3Aembed=yes#1
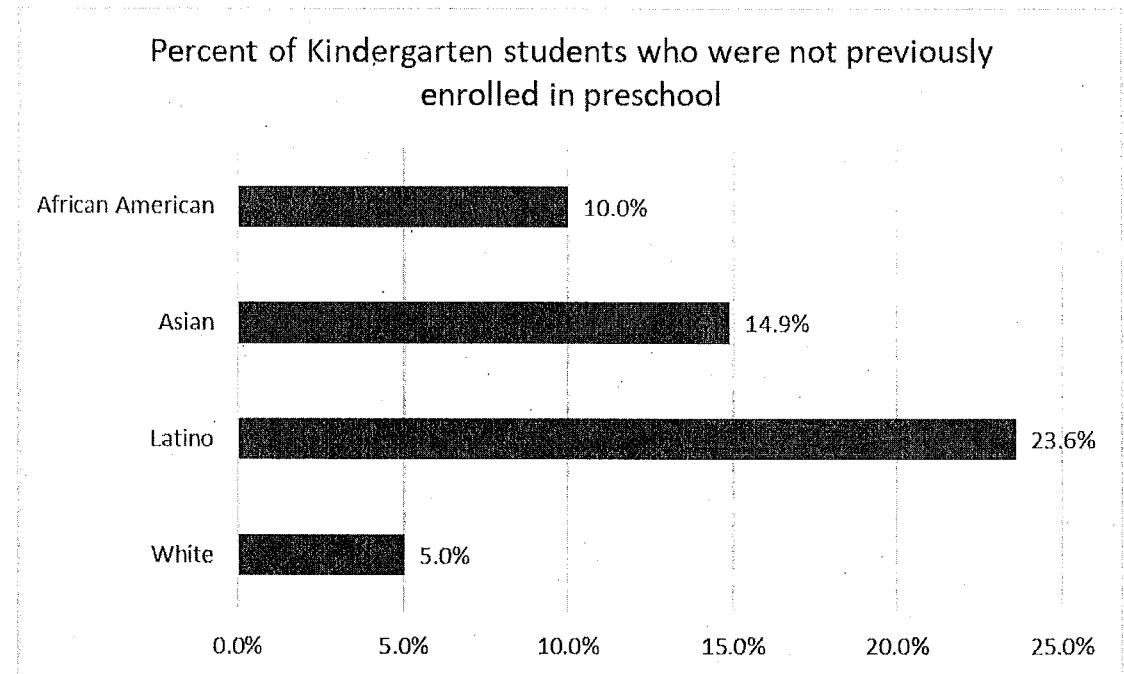
Education: Enrollment - Chronic Absenteeism

Ratio between the percents of African American and Asian students who are chronically absent

Score: 25   **Ratio: 4.30**

What is measured?

The measurement is percent of children within OUSD who are chronically absent. Chronic absence is defined as an attendance rate of 90% or less (missing 18 or more days in a 180 day school year), regardless of whether the absences are excused or unexcused. It is not the same as Truancy. Alternative Education schools are not included in the data.

Why is this important?

Chronic absences, can severely impact a child's ability to succeed in school and therefore potentially their opportunities later in life as well.

What did we find?

Asian students had the lowest chronic absenteeism rates at only 5.2% of students chronically absent. White students were doing almost as well at only 5.6%. African American students had the highest chronic absenteeism rates at 22.2%. Latino students were second highest at 12.6%. African American students were 4.3 times more likely and Latino students 2.4 times more likely than Asian students to be chronically absent from school.

Data:

Percent of students who are chronically absent

Group	Percent
African American	22.2%
Asian	5.2%
Latino	12.6%
White	5.6%
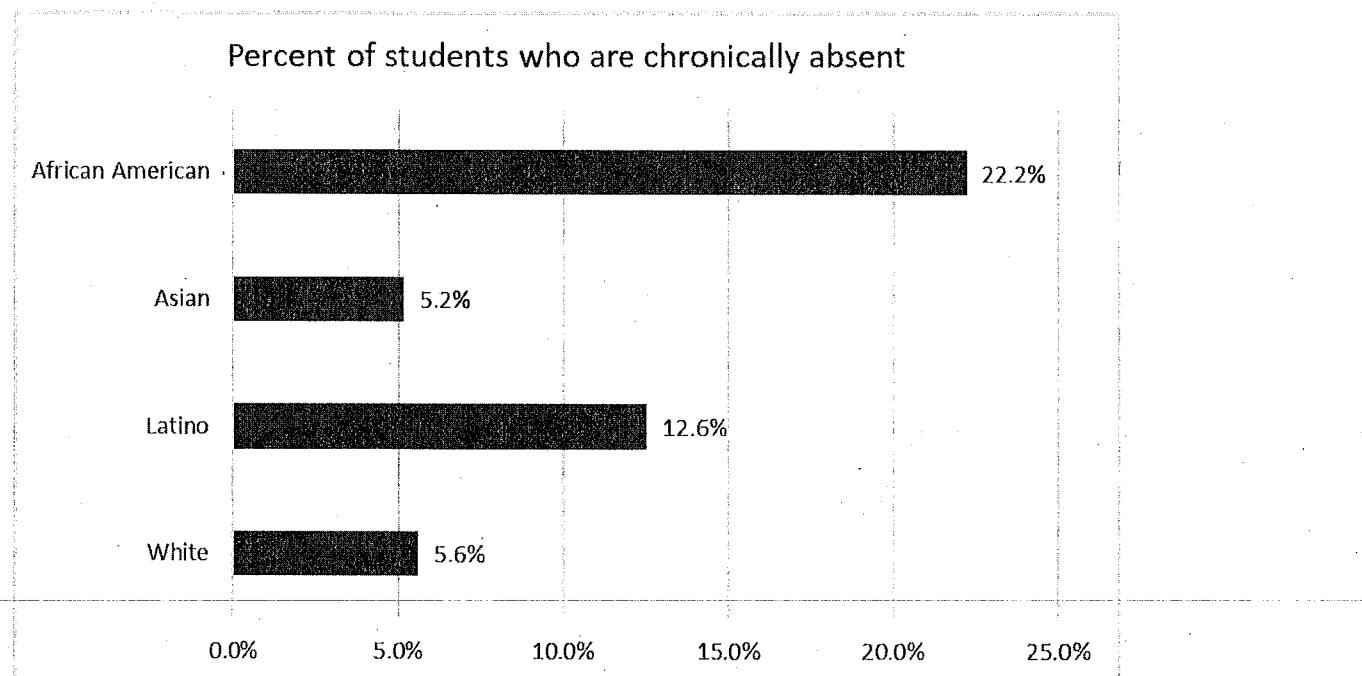
Source: OUSD Data Dashboard, 2016-17,
https://dashboards.ousd.org/views/ChronicAbsence_0/Comparison?:embed=y&:display_count=no&:render=false#40

Education: Enrollment - High School On-Time Completion

Ratio between the percents of Latino and White students who are still enrolled after 4 years

Score: 20   **Ratio: 5.14**

What is measured?

This Indicator measures the percent of students who are still enrolled in high school after four years. Data is also provided on percent who graduated/completed high school within four years and percent who dropped out. The most recent year of OUSD graduation data is from 2015-16, so the cohort began 9th grade in 2012-13. Students who leave OUSD (but not from dropping out) are removed from the cohort, and students who enroll after 9th grade are added. GED completion and Special Ed Certification are included as types of completion.

Why is this important?

Successful and timely completion of high school is a critical step toward opportunity and success later in life. Students who do not complete in four years may either have dropped out or may still be enrolled but have not met graduation requirements. Both of these two outcomes will have negative effects on their future, but looking specifically at those still enrolled allows us to shine light on students still in the education system who have not been set up for success.

What did we find?

White students were the most likely (77.0%) and Latino students the least likely (60.9%) to graduate/complete within four years. Of those who failed to graduate/complete in four years, the largest disparities arose not with dropouts but with those still enrolled. White students were the least likely to still be enrolled (only 3.1%). Latino students were the most likely (at 15.7%) and African American students the second most likely (at 12.8%) to still be enrolled after 4 years. Asian students followed just behind at 11.2% still enrolled. Latino students were therefore 5.14 times more likely than White students to still be enrolled after four years of high school. All non-White students were taking longer to graduate or potentially dropping out after four years (the data did not tell us what happens to them after four years).

Data:

High school completion

	Graduation/Completion	Still Enrolled	Dropout
African American	67.6%	12.8%	19.6%
Asian	75.6%	11.2%	13.2%
Latino	60.9%	15.7%	23.4%
White	77.0%	3.1%	19.9%
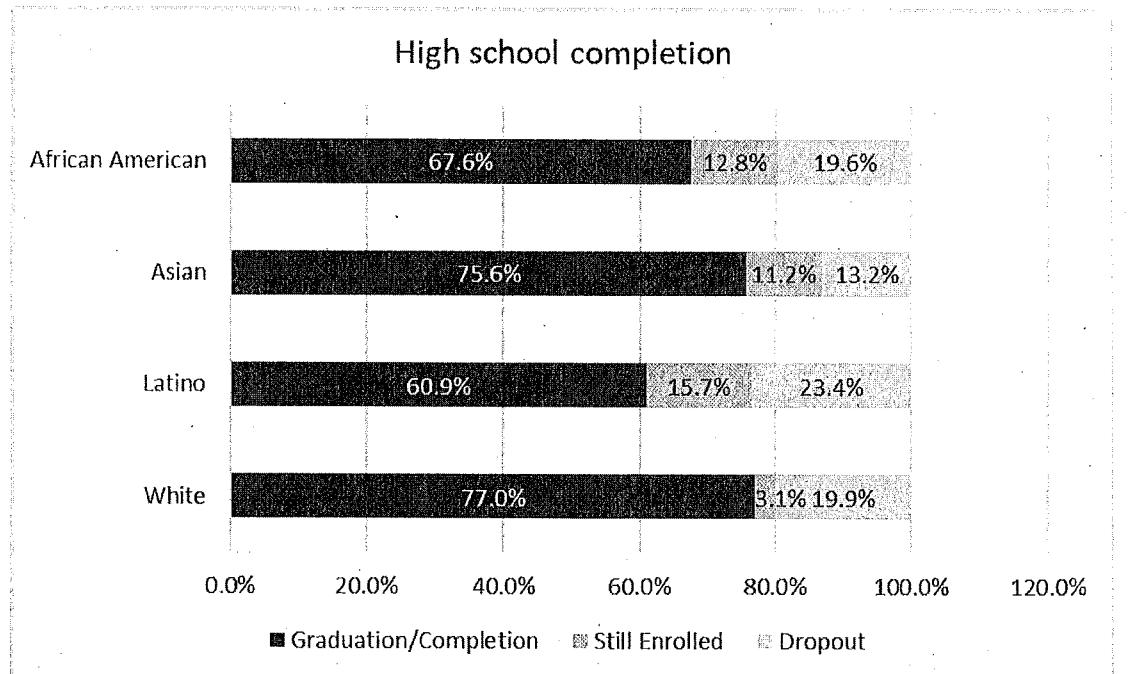
Source: OUSD Data Dashboard, 2015-16,
https://dashboards.ousd.org/views/CohortGraduationandDropout_0/Comparison?:embed=y&:display_count=no&:render=false#52

Topic 2.2: Achievement
Topic Score: 32.0

The Achievement Topic includes three Indicators that measure racial and ethnic disparities in 3rd grade ELA (English Language Arts) proficiency, high school readiness, and A-G completion. The first Indicator measures disparities in 3rd grade ELA proficiency between Latinos and Whites. The second Indicator measures disparities in high school readiness between African Americans and Asians. The third Indicators measures disparities in A-G completion between African Americans and Whites.

Achievement is the second highest scoring Topic in the Education Theme with a Topic score of 32.0. The Indicator scores are somewhat spread out. A-G completion scored highest at 39 and was followed closely by high school readiness at 37. But substantially lower was 3rd grade ELA proficiency at 20. All the Indicators in this Theme have significant room for improvement, but we found the largest disparities arising in the achievement of our youngest age-group (with 3rd grade ELA).

Education: Achievement- 3rd Grade ELA Proficiency

Ratio between the percents of Latino and White students who scored "Standard Not Met" on the 3rd grade SBAC (Smarter Balanced Assessment Consortium) ELA (English Language Arts) test.

Score: 20   **Ratio: 5.18**

What is measured?

The measurement is percent of students by race/ethnicity who scored "Standard Not Met" on their SBAC ELA test in 3rd grade. The SBAC is California's state-mandated test for all students starting in 3rd grade. Scores only include students enrolled in OUSD schools, not charters or private schools.

Why is this important?

Research has found that reading proficiently in 3rd grade is correlated with likelihood to graduate from high school. Additionally, the effect is unequal across races and income levels. For African American and Latino children as well as low-income children, failure to read proficiently in 3rd grade is even more strongly correlated with a failure to graduate from high school. (Source: http://www.aecf.org/resources/double-jeopardy/)

What did we find?

In Oakland, White students (11.9%) were the least likely to score "Standard Not Met". Latino students were the most likely at 61.6% with African Americans close to them at 60.9%. Asian students were in the middle with 31.1% scoring "Standard Not Met". Latino and African American students were both over five times more likely than White students to score "Standard Not Met".

Data:

3rd grade SBAC ELA results

African American	60.9%	22.2%	10.6%	6.3%
Asian	31.1%	27.4%	19.9%	21.5%
Latino	61.6%	21.1%	10.7%	6.6%
White	11.9%	16.2%	22.9%	49.0%

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

■ Standard Not Met   ▧ Standard Nearly Met   ▨ Standard Met   ▧ Standard Exceeded
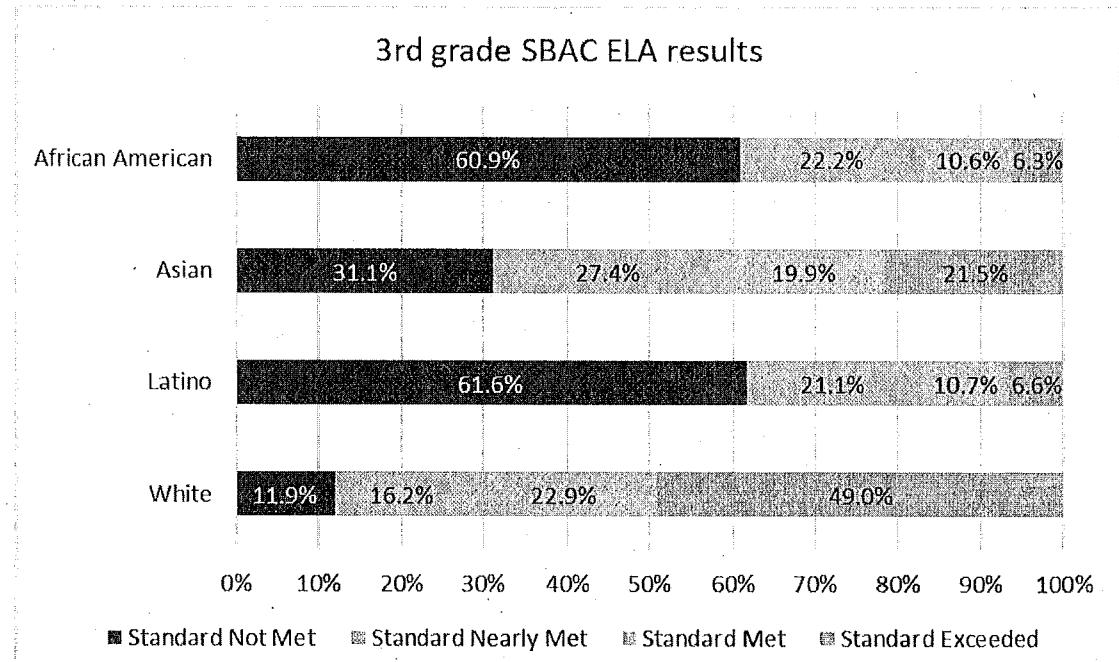
Source: OUSD Data Dashboard, 2016-17, https://dashboards.ousd.org/views/SBAC/Comparison-SBAC?:embed=y&:showShareOptions=true&:display_count=no&:render=false

Education: Achievement - High School Readiness
Ratio between the percents of African American and Asian students who are not high school ready

Score: 37   **Ratio: 2.50**

What is measured?
The measurement is percent of students by race/ethnicity who are not high school ready by the end of 8th grade. High school readiness is calculated by OUSD. A student is considered high school ready when all of the following have been met at the end of 8th grade: 1) Total weighted GPA of 2.5 of better, 2) School Attendance 96% or better, 3) No "Ds" or "Fs" in their core English and Math course grades in 8th grade, 4) No suspensions in 8th grade.

Why is this important?
This measurement gauges "the degree to which 8th grade students are prepared for the rigor and expectations of high school" and therefore their likelihood to succeed in high school,

which in turn is correlated with future income and life prospects. (Source: OUSD Data Dashboard, https://dashboards.ousd.org/views/HighSchoolReadiness_1/Intro?%3Aembed=y&%3Adisplay_count=no&%3A render=false)

What did we find?

In Oakland, African American students were the least likely to be high school ready by the end of 8th grade with 71% not ready. Latino students were next with 55.4% not ready. White students did somewhat better with 47.9% not ready. Asian students were the least likely to not be high school ready at only 28.4%. African American students were 2.50 times as likely as Asian students to not be high school ready by the end of 8th grade.

Data:
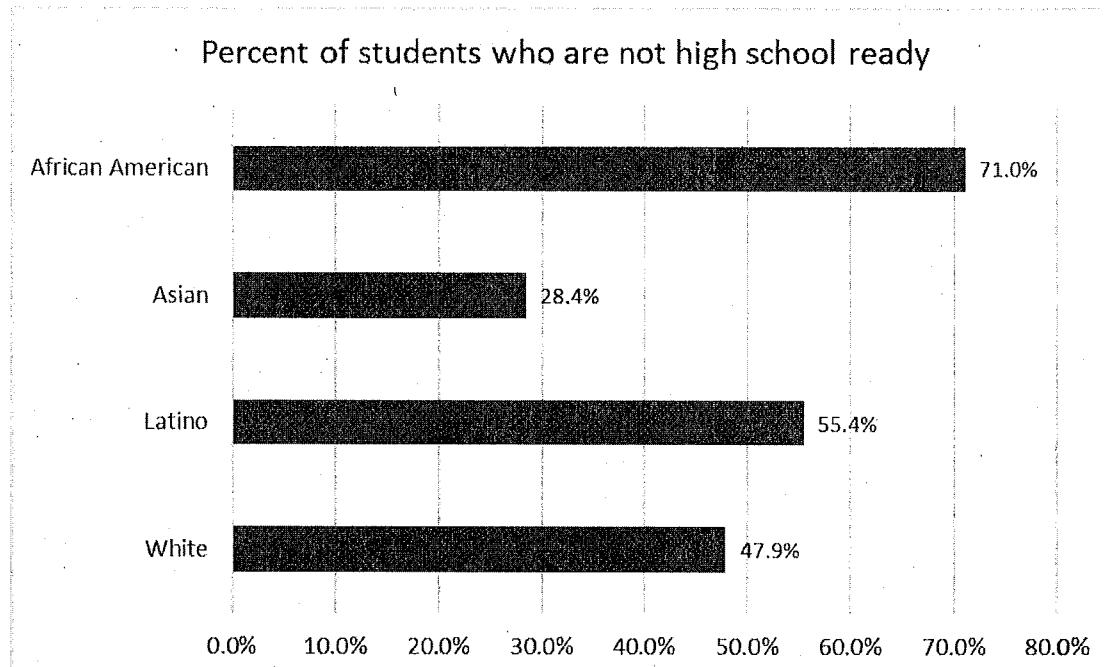
Source: OUSD Data Dashboard, 2016-17,
https://dashboards.ousd.org/views/HighSchoolReadiness_1/Comparison?:embed=y&:display_count=no&:render=false

Education: Achievement - A-G Completion (Readiness for UC System)

Ratio between the percents of African American and White students who fail to meet A-G requirements

Score: 39   **Ratio: 2.25**

What is measured?
The measurement is percent of students by race/ethnicity who have met the California A-G requirements by the end of high school. There are two components to the requirement: 1) Students must enroll in the right sequence of A-G courses, and 2) They must obtain a grade of "C" or better in each required course. Data includes only OUSD students (not charter or private schools) who have graduated.

Why is this important?
Per OUSD, "meeting A-G requirements is an important step in becoming college ready in California. High school graduates who do not meet the A-G subject breadth requirement are not yet eligible for admission to a University of California (UC) / California state University (CSU) campus." Additionally, A-G completion is a general proxy for students being college and career ready, regardless of whether they want to enroll in a UC/CSU. (Source: OUSD Data Dashboard, https://dashboards.ousd.org/views/A-GCompletion_1/Comparison?:embed=y&:display_count=no&:render=false)

What did we find?
In Oakland, African American students (68.3%) were the most likely to fail to meet A-G requirements, followed by Latino students at 59.3%. Asian students did better with only 36.7% failing to meet A-G requirements. White students were the least likely to fail to meet A-G requirements at only 30.3% doing so. African American students were 2.25 times more likely to fail to meet A-G requirements than White students.

Data:

Percent of students who did not meet A-G requirements

African American	68.3%
Asian	36.7%
Latino	59.3%
White	30.3%

0.0%   10.0%   20.0%   30.0%   40.0%   50.0%   60.0%   70.0%   80.0%

Topic 2.3: Program Access
Topic Score: 33.3

The Program Access Topic includes three Indicators that measure racial and ethnic disparities in AP course enrollment, Linked Learning Pathway enrollment, and suspensions. The first Indicator measures disparities in AP course enrollment between African Americans and Whites. The second Indicator measures disparities in Linked Learning Pathway enrollment between African Americans and Asians. The third Indicator measures disparities in suspension rates between African Americans and Asians.

Program Access is the highest scoring Topic in the Education Theme with a Topic score of 33.3, but the Indicator scores are highly variable. Linked Learning Pathway enrollment scored highest at 62. AP course enrollment was next but substantially lower at 37. Last and dramatically lower was suspensions at a score of 1. All the Indicators in this Theme have room for improvement, but the overall Topic score hides the especially serious disparities in suspensions. If students are suspended, they by definition cannot have access to any educational programs.

Education: Program Access - AP Course Enrollment
Ratio between the percents of African American and White 12th graders who have not taken any AP courses

Score: 37   **Ratio: 2.49**

What is measured?
This Indicator measures what percent of 12th grade students have never taken an AP course throughout high school. OUSD collects data on the cumulative enrollment of 12th graders in AP courses by race/ethnicity, i.e. how many AP courses have they taken at any point in high school? Advanced Placement (AP) is a program created by The College Board offering college-level courses and tests in high school.

Why is this important?

Though research is limited and mixed, AP courses are generally considered important for getting into and succeeding in college. College admissions officers often view successful completion of AP courses as an indicator that a student is college-ready. Depending on the college, AP courses can be used for college credit, allowing the student to graduate more easily and potentially sooner. (For more information, see here: https://news.stanford.edu/2013/04/22/advanced-placement-courses-032213/)

What did we find?

We found that African American students had the lowest enrollment with 73.7% having never taken a single AP course in all of high school. Latino students were next lowest at 58.1% having no AP courses. Asian students were doing better at only 35.9% and White students were doing best at only 29.6% having never taken an AP course. African American 12th graders were 2.49 times more likely to have never taken a single AP course than White students. Latino 12th graders were 1.96 times more likely than White students to have never taken an AP course.

Data:

Number of AP courses ever taken by 12th graders

	No AP Course	1 AP Course	2 AP Courses	3 or More AP Courses
African American	73.7%	10.8%	7.5%	8.0%
Asian	35.9%	15.3%	13.2%	35.6%
Latino	58.1%	18.3%	10.1%	13.6%
White	29.6%	10.6%	8.5%	51.4%
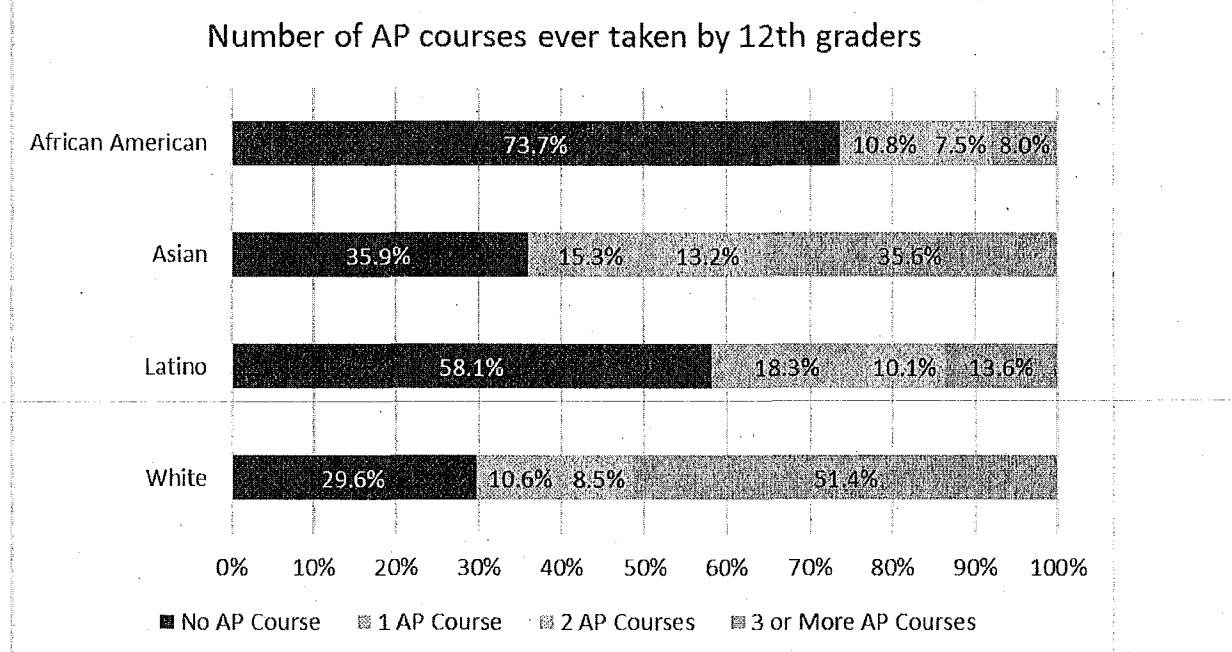
Source: OUSD by request, 2016-17

Education: Program Access - Linked Learning Pathway Enrollment
Ratio between the percents of African American and Asian students who are not enrolled in a
Linked Learning Pathway

Score: 62   **Ratio: 1.48**

What is measured?
The measurement is percent of OUSD students (in Grades 10, 11, and 12) by race/ethnicity
who are not enrolled in a Linked Learning Pathway. According to OUSD, Linked Learning is a
successful approach to education based on the idea that students work harder and dream
bigger if their education is relevant to them. These pathways, also known as college and career
pathways, are a set of high school courses and work-based learning experiences such as
internships that link academic learning to real world careers and college majors.

Why is this important?
OUSD implemented Linked Learning Pathways because of the belief that these pathways will
lead to greater college and career readiness and therefore greater opportunities and success
later in life. (For more information, see: https://www.ousd.org/linkedlearning)

What did we find?
We found that African American and Latino students were most likely to not be enrolled in a
Linked Learning Pathway at 50.0% of each not enrolled. White students had only 36.2% and
Asian students 33.9% not enrolled in a Linked Learning Pathway. An African American or Latino
student in 2016-17 was 1.48 times more likely to be a non-pathway student than an Asian
student.

Data:

Percent of students not enrolled in a Linked Learning Pathway
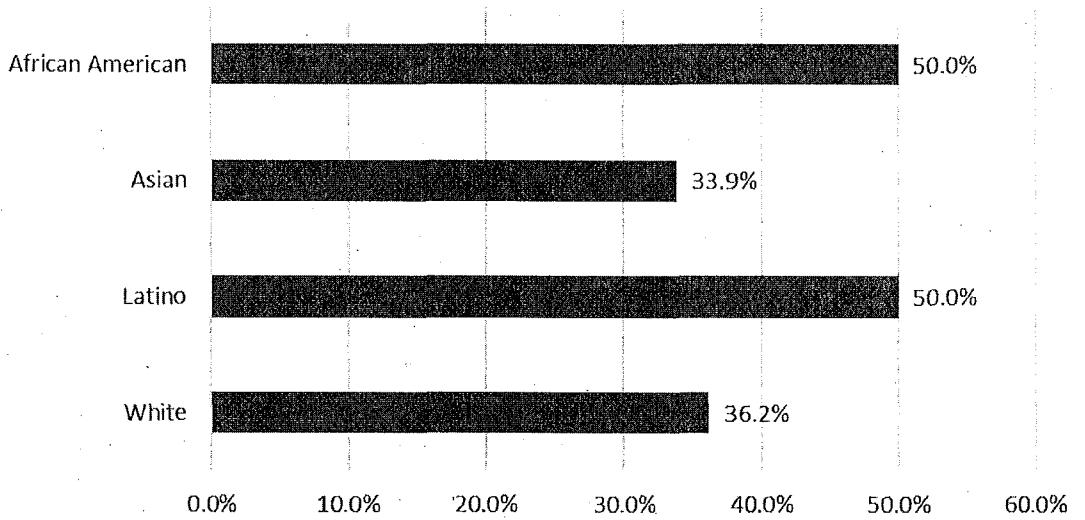
Education: Program Access - Suspensions
Ratio between the percents of African American and Asian students who were suspended

Score: 1   **Ratio: 10.43**

What is measured?
The measurement is percent of OUSD students by race/ethnicity who were suspended at any point in the school year. This is only measuring out-of-school suspensions, not on-campus suspensions or office referrals that did not result in removing a student from school. It includes all students who were enrolled at any point during the school year for any number of days.

Why is this important?
Out-of-school suspensions mean the student is not receiving educational hours or even having the benefit of spending the day in the safety of their school building. Suspensions have also been correlated with an increased likelihood to drop out of school.

What did we find?

African American students (7.3%) in OUSD were the most likely to be suspended while Asian (0.7%) and White students (0.9%) were the least likely. Latino students fell in the middle with 2.3% suspended. An African American student in OUSD in 2016-17 was 8.11 times more likely to be suspended than a White student and 10.43 times more likely than an Asian student.

Data:

Percent of students suspended

Category	Value
African American	7.3%
Asian	0.7%
Latino	2.3%
White	0.9%
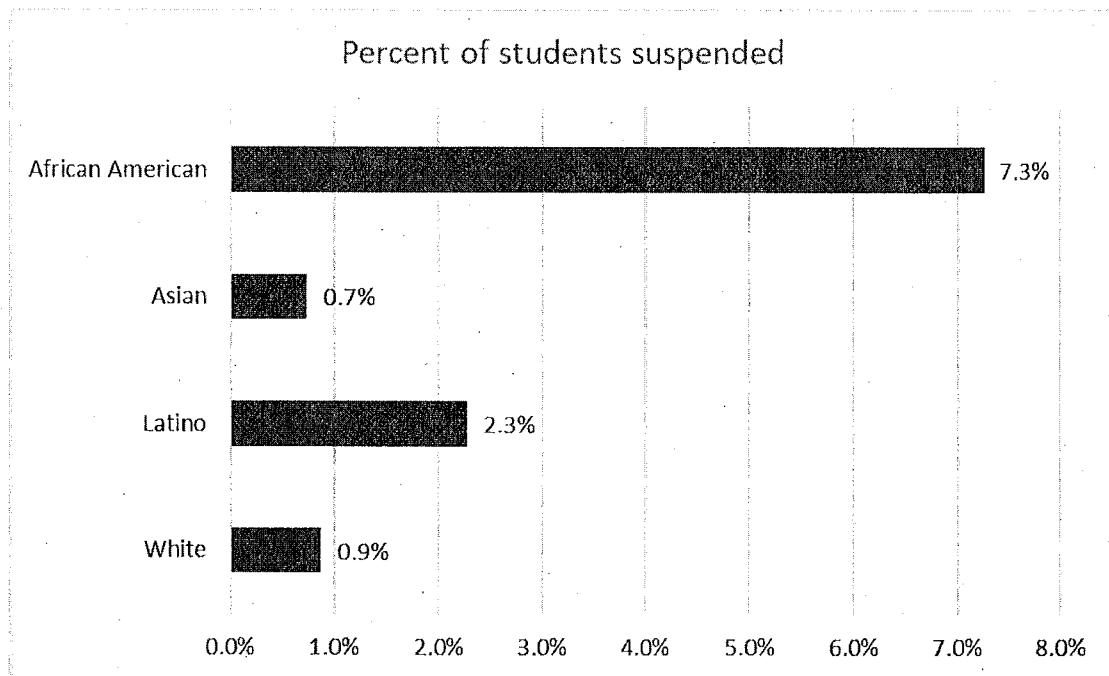
Source: OUSD Data Dashboard, 2016-17,
https://dashboards.ousd.org/views/SuspendedStudents_1/Introduction?%3Aembed=y&%3AshowShareOptions=true&%3Adisplay_count=no&%3AshowVizHome=no

Topic 2.4: Teachers
Topic Score: 28.3

The Teachers Topic includes three Indicators that measure racial and ethnic disparities in teacher representation of the student population, teacher experience, and teacher turnover. The first Indicator measures disparities in teacher representation of students between Latinos and Whites. The second Indicator measures disparities in teacher experience between schools that are predominantly African American and Latino vs. schools that are majority White. The third Indicators measures disparities in teacher turnover between majority African Americans and majority White schools.

Teachers is the second lowest scoring Topic in the Education Theme with a Topic score of 28.3, and the Indicator scores are highly variable. Teacher experience scored highest at 55. Teacher turnover was next but substantially lower at 29. Last and dramatically lower was representation of the student population at a score of 1. All the Indicators in this Theme have room for improvement, but the overall Topic score hides the especially serious disparities in teacher representation of the student body.

Education: Teachers - Representation of Student Population
Ratio between the rates of teachers of the same race/ethnicity for White and Latino students

Score: 1   **Ratio: 13.09**

What is measured?
The measurement is the rate of teachers per 1,000 students of the same race/ethnicity in OUSD, in other words how representative are the teachers of the student population? Numbers of teachers and students were calculated from percents of the total number given in OUSD's Fast Facts report.

Why is this important?
The Brookings Institute states, "a growing body of literature suggests that outcomes such as test scores, attendance, and suspension rates are affected by the demographic match between teachers and students. Minority students often perform better on standardized tests, have improved attendance, and are suspended less frequently (which may suggest either different degrees of behavior or different treatment, or both) when they have at least one same-race teacher."
(Source: https://www.brookings.edu/research/the-importance-of-a-diverse-teaching-force/)

What did we find?
Districtwide, there were 67.5 teachers per 1,000 students, so rates less than that indicate that a particular group was underrepresented in the teaching force and rates higher than that indicate overrepresentation in the teaching force. We found that Latino students were greatly underrepresented with only 23.0 Latino teachers per 1,000 Latino students. White students were greatly overrepresented with 301.5 White teachers per 1,000 White students. African American and Asian students were slightly underrepresented at 59.2 and 60.5 teachers per 1,000 students respectively. White students in OUSD had 13.09 times as many teachers of their own race/ethnicity as Latino students did.

Data:

Race/Ethnicity	Number of Teachers	Number of Students	Rate of Teachers per 1,000 Students
African American	569	9,607	59.2
Asian	302	4,987	60.5
Latino	349	15,144	23.0
White	1,227	4,070	301.5
Districtwide	**2,474**	**36,668**	**67.5**

Source: OUSD Fast Facts report, 2016-17, publicly available on http://www.ousddata.org/

Education: Teachers - Teacher Experience

Ratio between the percents of teachers in their first five years of teaching at predominantly African American and Latino schools and majority White schools

Score: 55   **Ratio: 1.64**

What is measured?
The measurement is percent of teachers who were paid on salary steps 1-5 at OUSD schools (data from charters and private schools were not available). Salary steps are a proxy for teaching experience, as teachers move one step up the salary schedule for each year of teaching. In theory, teachers on salary steps 1-5 have between 1-5 years of teaching experience (not just in OUSD, but anywhere). However, it is important to note that salary steps are just a proxy and not always exactly equal to years of teaching experience.

Percents are then calculated at the school level by dividing the number of teachers on salary steps 1-5 by the total number of teachers at that school. Schools are placed into groups based on the racial and ethnic breakdown of their student population (see note below data table for full explanation of grouping). Average percent of teachers on salary steps 1-5 is then calculated for each group of schools.

Why is this important?

Greater teacher experience has long and often been shown to positively impact student success. Though there is of course individual variation and not all novice teachers are worse than all experienced ones, some general conclusions are consistent in the research: "Teaching experience is positively associated with student achievement gains throughout a teacher's career. Gains in teacher effectiveness associated with experience are most steep in teachers' initial years, but continue to be significant as teachers reach the second, and often third, decades of their careers. As teachers gain experience, their students not only learn more, as measured by standardized tests, they are also more likely to do better on other measures of success, such as school attendance."(Source:https://learningpolicyinstitute.org/product/does-teaching-experience-increase-teacher-effectiveness-review-research)

What did we find?

Schools in OUSD with a predominantly African American and Latino student body had the highest percent of teachers in their first five years of teaching, averaging 48.9% in the 2016-17 school year. Majority Latino schools were second highest at 42.9% and majority African American were next at 38.3%. Schools with a majority Asian student body had the lowest percent of teachers in their first five years of teaching at only 20.3%. However, there are only 2 schools with a majority Asian student body, so this Indicator is scored using majority White schools which had 29.9% of teachers in their first five years of teaching. Students that went to predominantly African American and Latino schools had 1.64 times as many teachers in their first five years of teaching as students at majority White schools.

Data:

School Group	Count of Schools in Group	Average % of Teachers on Salary Steps 1-5 (proxy for teaching experience)
African American Majority	15	38.3%
African American and Latino Predominant	15	48.9%
Latino Majority	33	42.9%
Asian Majority	2	20.3%
White Majority	5	29.9%
Mixed	16	32.5%

Note on School Groups:
Any schools with a student population that is majority (over 50%) one race/ethnicity were placed into a corresponding "Majority" group. Of OUSD's 86 schools, 31 had no single majority racial or ethnic group. 15 of those 31 had predominantly African American and Latino students (combined percents ranging from 75-90% of the student body) and were placed in the "African American and Latino Predominant" group. The remaining 16 were variable in the racial and ethnic breakdown of their student bodies and were placed together in the "Mixed" group.

Source: Student populations by race/ethnicity at schools from California Department of Education, 2016-17. Teacher salary step percents from OUSD Data Dashboard, 2016-17,
https://dashboards.ousd.org/t/HR/views/TeacherDataDashboardPublic/Comparison?%3Aembed=y&%3AshowShareOpti ons=true&%3Adisplay_count=no&%3AshowVizHome=no#2.

Education: Teachers - Teacher Turnover
Ratio between the percents of teacher turnover at majority African American and majority White schools

Score: 29   **Ratio: 3.76**

What is measured?
The measurement is percent of teachers who turned over between the 2016-17 and 2017-18 school years at OUSD schools (data from charters and private schools were not available). Turnover percents are calculated at a school level out of the total number of teachers at that school. Schools are placed into groups based on the racial and ethnic breakdown of their student population (see note below data table for full explanation of grouping). Average teacher turnover percent is then calculated for each group of schools.

Why is this important?
While some turnover is inevitable and potentially good (if teachers who are ill equipped or ill matched leave a school), high teacher turnover is disruptive to schools and students. Higher teacher turnover has been found to correlate with reduced student achievement. Principals have to find new teachers that (even if not necessarily new to teaching) are new to the school and do not know the students, fellow staff, policies, etc., which harms the school culture and staff morale. Additionally, schools with higher populations of minority and low-income students often experience higher teacher turnover. (For more information see:
http://www.ascd.org/publications/researchbrief/v2n19/toc.aspx

What did we find?
Schools in OUSD with a majority African American student body had the highest teacher turnover, averaging 38.3% of teachers leaving between the 2016-17 and 2017-18 school years. Majority Latino schools were second highest at 34.5% of teachers turning over. Schools with a majority White student body had the lowest teacher turnover at only 10.2%. Students that went to majority African American schools experienced 3.76 times more teacher turnover last year than students at majority White schools. Students at majority Latino schools experienced 3.38 times more than those at majority White schools.

Data:

School Group	Count of Schools in Group	Average % Teacher Turnover
African American Majority	15	38.3%
African American and Latino Predominant	15	26.9%
Latino Majority	33	34.5%
Asian Majority	2	14.6%
White Majority	5	10.2%
Mixed	16	20.1%

Note on School Groups:

Any schools with a student population that is majority (over 50%) one race/ethnicity were placed into a corresponding "Majority" group. Of OUSD's 86 schools, 31 had no single majority racial or ethnic group. 15 of those 31 had predominantly African American and Latino students (combined percents ranging from 75-90% of the student body) and were placed in the "African American and Latino Predominant" group. The remaining 16 were variable in the racial and ethnic breakdown of their student bodies and were placed together in the "Mixed" group.

Source: Student populations by race/ethnicity at schools from California Department of Education, 2016-17. Teacher turnover at schools from OUSD Data Dashboard, baseline year 2016-17,
https://dashboards.ousd.org/t/HR/views/RetentionDashboardPublic/TeachersatSites?%3Aembed=y&%3AshowShareOpt ions=true&%3Adisplay_count=no&%3AshowVizHome=no#7

Theme 3
Public Health

IN THIS SECTION:

Access to Preventive Care
- Acute Preventable Hospitalizations
- Chronic Disease Preventable Hospitalizations
- Health Insurance

Child Health
- Childhood Asthma Emergency Department Visits
- Physical Fitness
- SNAP Recipiency

Mortality
- Infant Mortality
- Life Expectancy
- Premature Death

Physical and Mental Health
- Severe Mental Illness Emergency Department Visits
- Substance Abuse Emergency Department Visits
- HIV Diagnoses

Theme 3: Public Health
Theme Score: 25.8

Public health relates to many of the other Themes in the Equity Indicators framework. Public health outcomes are tied to housing quality, environment, and neighborhood. Social determinants of health include poverty, employment, and educational attainment. The public health field has historically been dedicated to understanding and addressing racial and ethnic disparities in health outcomes, but the complexity of these issues contributes to the persistence of inequity.

Public Health ranked second to last compared to the other Themes in the Oakland Equity Indicators framework with only Public Safety receiving a lower overall Theme score. The 12 Indicators within the Public Health Theme examine inequities faced by racial and ethnic minorities across four Topic areas: Access to Preventive Care, Child Health, Mortality, and Physical and Mental Health.

The lowest scoring Topic was Physical and Mental Health (4.7), and the highest scoring Topic was Mortality (42.0). The Topic scores for Access to Preventive Care and Child Health were similar (28.7 and 27.7, respectively).

Topics and Indicators within this Theme:

Topic	Score	Indicator	Score
Access to Preventive Care	28.7	Acute Preventable Hospitalizations	39
		Chronic Disease Preventable Hospitalizations	26
		Health Insurance	21
Child Health	27.7	Childhood Asthma Emergency Department Visits	1
		Physical Fitness	63
		SNAP Recipiency	19
Mortality	42.0	Infant Mortality	16
		Life Expectancy	77
		Premature Death	33
Physical and Mental Health	4.7	Severe Mental Illness Emergency Department Visits	7
		Substance Abuse Emergency Department Visits	1
		HIV Diagnoses	6

Topic 3.1: Access to Preventive Care
Topic Score: 28.7

The Access to Preventive Care Topic includes two Indicators that measure preventable hospitalizations related to acute and chronic disease, and one that measures health insurance. Non-White Oaklanders are more likely to be hospitalized for conditions that could have been prevented by having better access to preventive care. They are also more likely to be uninsured, which is a major deterrent to accessing preventive health services. Poverty and immigration status may make it even more likely for racial and ethnic minorities to lack insurance and forego needed care.

Access to Preventive Care received a Topic score of 28.7. The Indicator scores were relatively similar, with acute preventable hospitalizations scoring highest at 39, chronic disease preventable hospitalizations scoring in the middle at 26, and health insurance scoring lowest at 21.

Public Health: Access to Preventive Health Care- Acute Preventable Hospitalizations

Ratio between the average acute preventable hospitalization rates in non-White and White zip codes

Score: 39   **Ratio: 2.18**

What is measured?
This Indicator measures the age adjusted rate of acute preventable hospitalizations. "'Preventable hospitalizations' are inpatient hospital stays that could have been avoided with improved access to and quality of outpatient care. They are measured by prevention quality indicators (PQIs). PQI #91, the acute composite, is a summary measure which includes bacterial pneumonia, urinary tract infection, and dehydration preventable hospitalizations for adults."(Source:http://www.healthyalamedacounty.org/indicators/index/view?indicatorId=2480&localeId=2 38)

This Indicator compares zip codes in which more than 60% of the population is non-White to those in which more than 60% of the population is White. The third category of zip codes is those in which the population is racially and ethnically mixed. Data is from 2013 through the third quarter of 2015.

Why is this important?

Measuring preventable hospitalizations is important for two reasons. One, they can serve as potential markers of health system efficiency. Lack of access to health care and poor-quality care can lead to increases in these types of hospitalizations. Two, hospitalizations create an economic burden, both for covering the hospitalization costs, but also for any missed work or schooling during the hospitalization.

What did we find?

We found that the average age-adjusted acute preventable hospitalization rate was 360.3 per 100,000 in non-White zip codes and 165.3 per 100,000 in White zip codes. Mixed zip codes fell in the middle with a rate of 256.9 per 100,000, which was slightly lower than the average rate citywide (297.3 per 100,000). The average rate in non-White zip codes was 2.18 times higher than the rate in White zip codes.
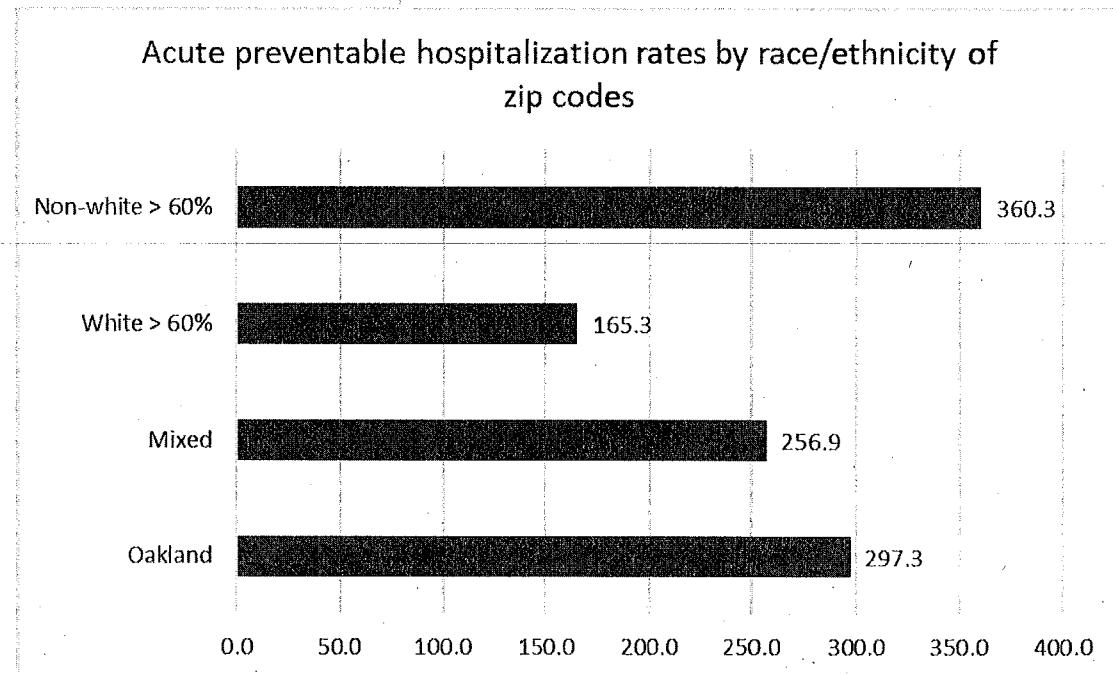
Data:

Acute preventable hospitalization rates by race/ethnicity of zip codes

	Rate
Non-white > 60%	360.3
White > 60%	165.3
Mixed	256.9
Oakland	297.3

Source: California Office of Statewide Health Planning and Development by request, 2013-3Q2015; American Community Survey, 5-year estimates, 2012-2016

Public Health: Access to Preventive Care- Chronic Disease Preventable Hospitalizations
Ratio between the average chronic disease preventable hospitalization rates in non-White and White zip codes

Score: 26   Ratio: 4.12

What is measured?
This Indicator measures the age-adjusted rate of chronic diseases preventable hospitalizations. "Preventable hospitalizations" are inpatient hospital stays that could have been avoided with improved access to and quality of outpatient care. They are measured by prevention quality indicators (PQIs). PQI #92, the chronic composite, is a summary measure which captures preventable hospitalizations from diabetes-related, respiratory-related and circulatory system-related preventable hospitalizations for adults, such as uncontrolled diabetes, asthma, and heartfailure.(Source:http://www.healthyalamedacounty.org/indicators/index/view?indicatorId=2480&locale Id=238)

This Indicator compares zip codes in which more than 60% of the population is non-White to those in which more than 60% of the population is White. The third category of zip codes is those in which the population is racially and ethnically mixed. Data is from 2013 through the third quarter of 2015.

Why is this important?
Measuring preventable hospitalizations are important for two reasons. One, they can serve as potential markers of health system efficiency. Lack of access to health care and poor-quality care can lead to increases in these types of hospitalizations. Two, hospitalizations create an economic burden, both for covering the hospitalization costs, but also for any missed work or schooling during the hospitalization.

What did we find?
We found that the average age-adjusted chronic disease preventable hospitalization rate was 1,132.9 per 100,000 in non-White zip codes and 274.8 per 100,000 in White zip codes. Mixed zip codes fell in the middle with a rate of 728.9 per 100,000, which was slightly lower than the average citywide (884.3 per 100,000). The average rate in non-White zip codes was 4.12 times higher than in White zip codes.

Data:

Chronic disease preventable hospitalization rates by race/ethnicity of zip codes
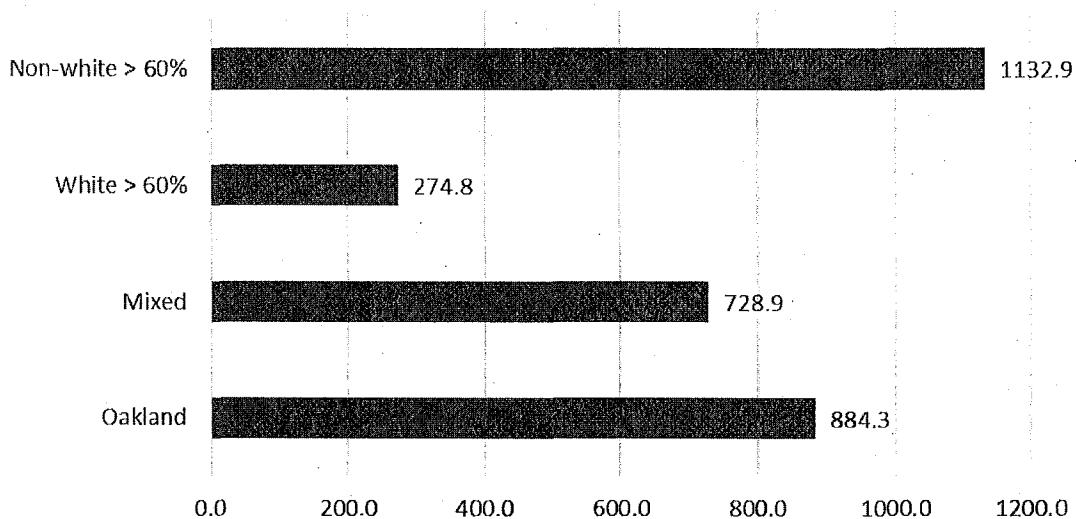
Source: California Office of Statewide Health Planning and Development by request, 2013-3Q2015; American Community Survey, 5-year estimates, 2012-2016

Public Health: Access to Preventive Care - Health Insurance
Ratio between the percents of Latinos and Whites who do not have health insurance

Score: 21   **Ratio: 4.92**

What is measured?
This Indicator measures the percent of the population that does not have health insurance coverage by race/ethnicity.

Why is this important?
Lack of health insurance negatively affects individuals' health and wellbeing. People without insurance coverage are much more likely not to seek needed medical care, and they are more likely to have poor health outcomes. Furthermore, the high costs of healthcare services can place great financial burden on uninsured individuals when they access those services.
(Source: https://www.ncbi.nlm.nih.gov/books/NBK223643/)

What did we find?

Latinos had the highest uninsured rate (13.1%) and were far more likely than Whites (2.7%) to be uninsured. The uninsured rate among African Americans (5.6%) and Asians (4.2%) fell below the citywide rate (6.4%). Latinos were 4.92 times more likely to lack health insurance than Whites.

Data:
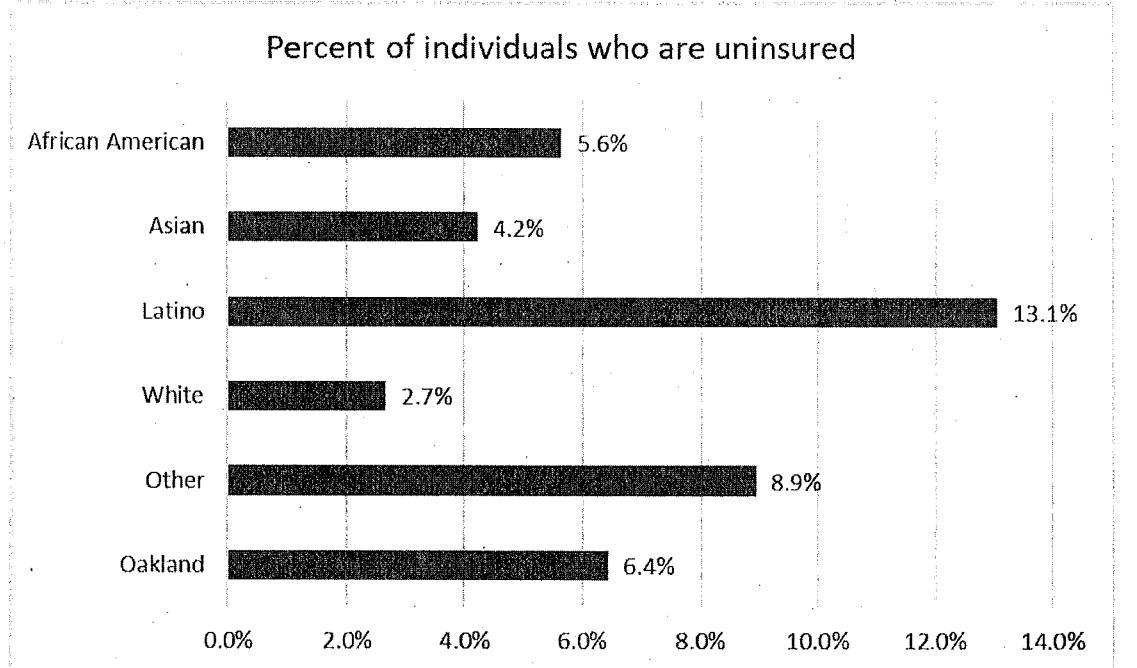
Percent of individuals who are uninsured

- African American — 5.6%
- Asian — 4.2%
- Latino — 13.1%
- White — 2.7%
- Other — 8.9%
- Oakland — 6.4%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Topic 3.2: Child Health
Topic Score: 27.7

Wellness, physical activity, and nutrition are essential for children as they prepare for a healthy lifestyle and positive health outcomes as adults. The Child Health Topic includes three Indicators that measure different aspects of child health and wellness: childhood asthma emergency department visits, physical fitness, and SNAP recipiency. The first Indicator measures asthma-related emergency department visits and is related to the environmental and housing conditions that affect children's health. The second Indicator, physical fitness, a measure of student fitness levels assessed in schools, tracks physical aptitude and activity. The third Indicator, SNAP recipiency, shows whether families have adequate income to provide healthy food for their children.

Child Health had a Topic score of 27.7. There was a wide variety in the Indicator scores, with childhood asthma emergency department visits receiving the lowest possible score of 1 and physical fitness receiving the highest score in the Topic at 63. SNAP recipiency scored 19, indicating a large disparity between Latino and White Oaklanders' food security.

Public Health: Physical and Mental Health - Childhood Asthma Emergency Department Visits
Ratio between the rates of asthma-related emergency department visits for African American and White children under 5 years of age

Score: 1   **Ratio: 10.05**

What is measured?
This Indicator measures the age-adjusted rate of asthma-related emergency department visits per 100,000 children under 5 years of age. Data is from 2013 through the third quarter of 2015.

Why is this important?
Childhood asthma has been linked to poor housing conditions that expose children to asthma triggers, including mold, roaches, and poor ventilation. Living in neighborhoods with poor air quality can also exacerbate asthma in children. Higher rates of emergency department visits lead to missed school and work, as well as hospital expenses that further deplete a family's resources and ability to pursue better quality housing.

What did we find?
We found that African American children had much higher rates of asthma-related emergency department visits (4,093.3 per 100,000), compared to White children (407.4 per 100,000). Asian children also had a very low rate (408.0 per 100,000). The rate for Latino children (1,134.0 per 100,000) was also lower than the citywide rate (1,658.0). African American children were 10.05 times more likely than White children to be admitted to the emergency department for asthma-related conditions.

Data:
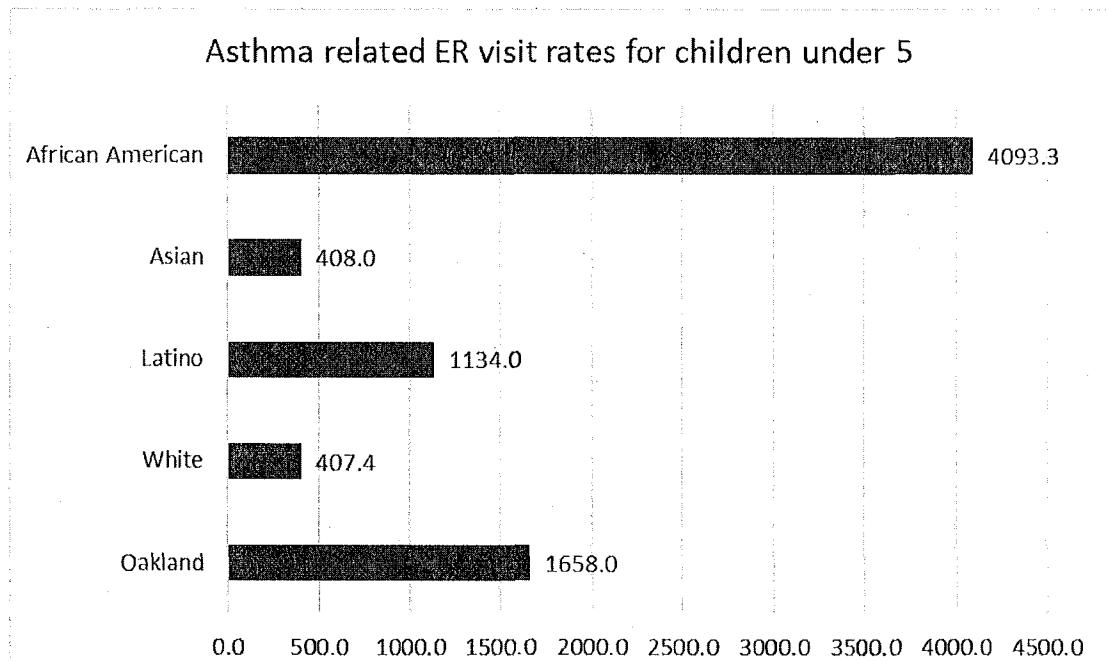
Asthma related ER visit rates for children under 5

Source: California Office of Statewide Health Planning and Development by request, 2013-3Q2015

Public Health: Child Health- Physical Fitness

Ratio between the percents of Latino and White students who are not in the Healthy Fitness Zone in all six fitness areas

Score: 63   **Ratio: 1.45**

What is measured?
Physical fitness is measured by whether OUSD students are in the "Healthy Fitness Zone" in all six fitness areas captured by the Physical Fitness Test. The test is administered to students in grades 5, 7, and 9, and it measures abdominal strength, aerobic capacity, body composition, flexibility, trunk extensor strength, and upper body strength. Students are assessed based on whether they meet standards in each of these areas and are categorized as "Healthy Fitness Zone," "Needs Improvement," or "Needs Improvement - Health Risk".

Why is this important?

Physical fitness is important for health and wellbeing. Promoting physical fitness in schools can help children form healthy habits early on. These habits help to build the foundation for a healthy lifestyle and can lead to improved health outcomes through adolescence and into adulthood. Physical activity is related to other health outcomes, such as obesity and diabetes, which disproportionately affect children of color in urban areas.

What did we find?

We found that in Oakland, Latino students were most likely to not be in the Healthy Fitness Zone in all six areas (85.0%). African American students had a similar percent (82.6%). White students were least likely to not be in the Healthy Fitness Zone in all six areas (58.8%), compared to 65.2% of Asian students. Students of other races had a smaller percent (68.5%) than the citywide percent (78.1%). Latino students were 1.45 times more likely than white students to not be in the Healthy Fitness Zone in all six areas (African American students were 1.40 times more likely).

Data:

Percent of students who are not in the Healthy Fitness Zone in all six areas

Group	Percent
African American	82.6%
Asian	65.2%
Latino	85.0%
White	58.8%
Other	68.5%
District	78.1%
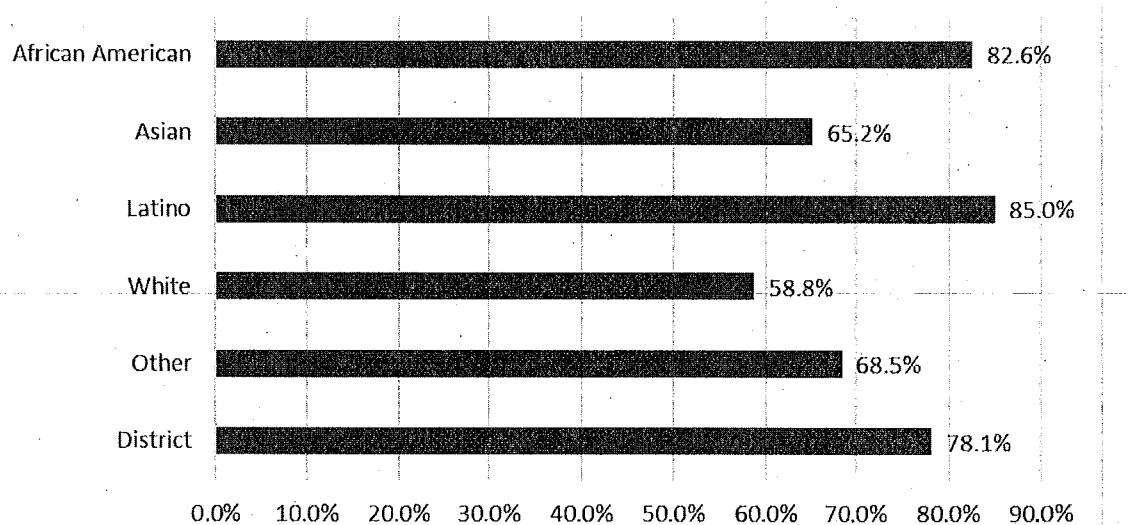
Source: OUSD Data Dashboard, 2016-17,
https://dashboards.ousd.org/views/PhysicalFitnessTest_1/TotalScore?%3Aembed=y&%3AshowShareOptions=true&%3Adisplay_count=no&%3AshowVizHome=no

Public Health: Child Health - SNAP Recipiency
Ratio between the percents of Latinos and Whites who are living in households that receive SNAP

Score: 19   **Ratio: 5.44**

What is measured?
This Indicator measures the percent of individuals who live in households in which at least one household member received SNAP (Supplemental Nutrition Assistance Program) benefits in the past 12 months, by race/ethnicity.

Why is this important?
SNAP, formerly known as the Food Stamp Program, helps low-income individuals and families afford food. The amount of benefits received depends on household size, income, and monthly expenses. Almost 70% of SNAP recipients nationally are families with children, and the results of the program include better nutrition and poverty alleviation. While SNAP is an important federal anti-hunger program, recipiency of SNAP benefits suggests that households are experiencing problems with food security and access. Furthermore, SNAP benefits are not always sufficient to eliminate these issues for families.

What did we find?
Among Latino Oaklanders, 23.3% lived in households that received SNAP benefits, compared to 4.3% of White Oaklanders. Among African Americans, 18.6% lived in households that received SNAP, while the percent for Asians (11.6%) fell below the citywide percent (13.6%). Latinos were 5.44 times more likely than Whites to live in households that receive SNAP benefits.

Data:

Percent of individuals living in households that receive SNAP
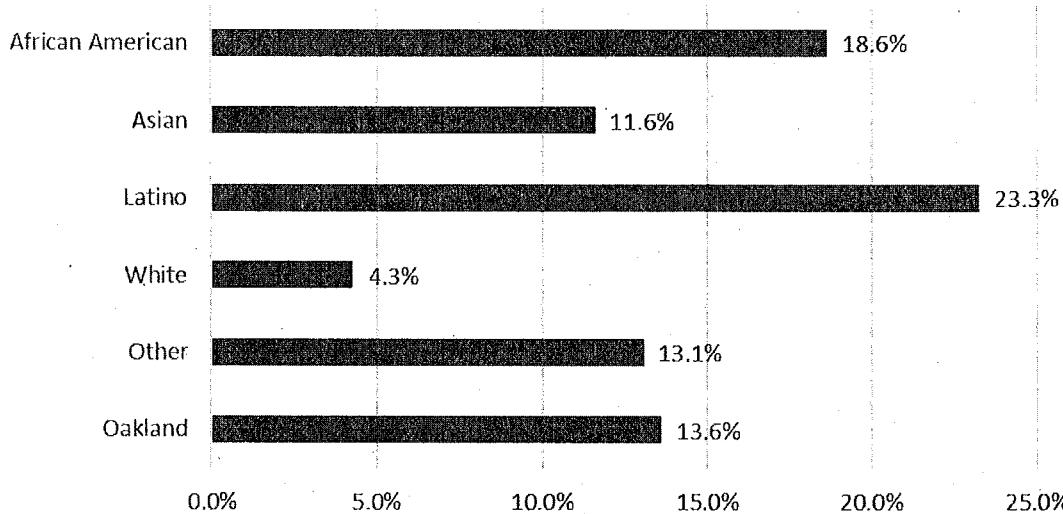
Group	Percent
African American	18.6%
Asian	11.6%
Latino	23.3%
White	4.3%
Other	13.1%
Oakland	13.6%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Theme 3.3: Mortality
Topic Score: 42.0

Mortality is a widely recognized measure of population health. This Topic includes an Indicator on infant mortality, which is particularly important to public health and relates to other health outcomes, including access to care. The other two Indicators in this Topic, life expectancy and premature death, reveal disparities in how long individuals are expected to live and whether they are able to meet those expectations. In all three Indicators, African Americans have the worst outcomes.

Mortality was the highest-scoring Topic in the Public Health Theme (42.0), but overall, African Americans are twice as likely to have negative mortality outcomes as other racial and ethnic groups. The infant mortality Indicator received the lowest score in the Topic (16), which means this Indicator had the greatest disparity. Life expectancy had the highest score in the Topic (77), but the premature death Indicator had a score of 33.

Public Health: Mortality - Infant Mortality
Ratio between the infant mortality rates for African Americans and Whites

Score: 16   **Ratio: 6.16**

What is measured?
This Indicator measures the number of infant deaths for every 1,000 live births from 2014-2016.

Why is this important?
Infant mortality is widely used as a measure of population health and the quality of healthcare. The infant mortality rate is not only seen as a measure of the risk of infant death but it is used more broadly as a crude indicator of: community health status; poverty and socioeconomic status levels in a community; and availability and quality of health services and medical technology. The five leading causes of infant death in 2015 were: birth defects, preterm birth and low birth weight, sudden infant death syndrome, maternal pregnancy complications, and injuries (e.g., suffocation). (Source: https://www.cdc.gov/reproductivehealth/maternalinfanthealth/infantmortality.htm)

What did we find?
African Americans had an infant mortality rate of 11.7 per 1,000 live births, whereas Whites had an infant mortality rate of 1.9 per 1,000. The infant mortality rate for Latinos (4.7 per 1,000) and Asians (3.1 per 1,000) fell below the citywide rate (5.1 per 1,000). The African American infant mortality rate was 6.16 higher than the rate for Whites.

Data:
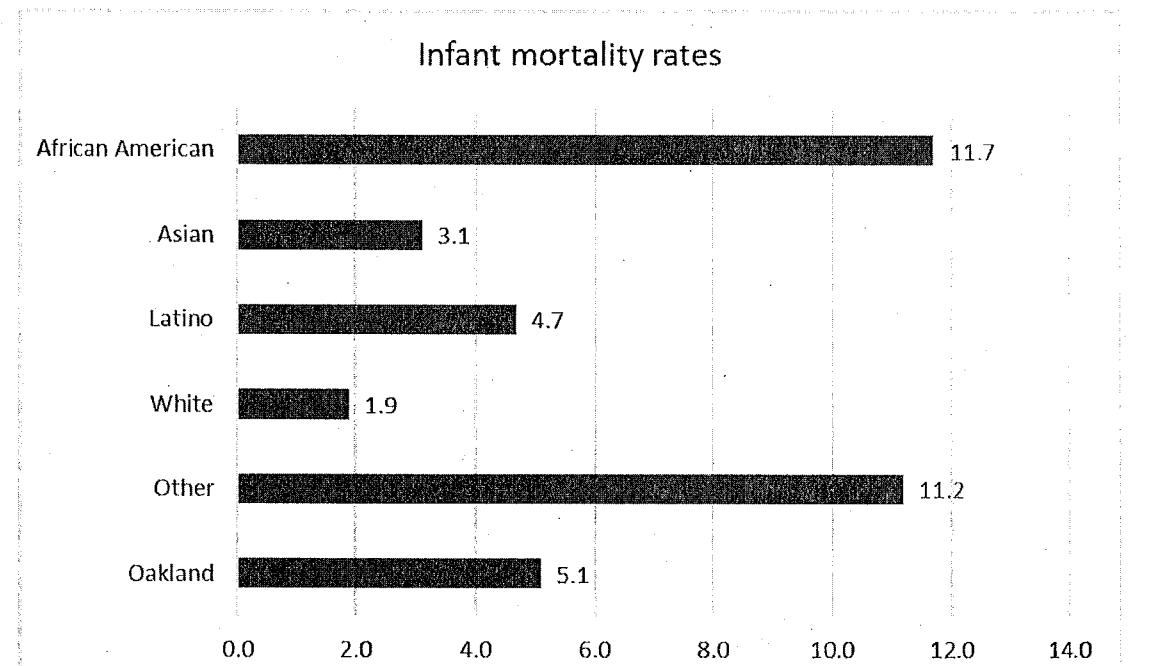
Infant mortality rates

Category	Rate
African American	11.7
Asian	3.1
Latino	4.7
White	1.9
Other	11.2
Oakland	5.1

Source: Alameda County Public Health Department Community Assessment, Planning, and Evaluation, with data from Alameda County vital statistics files, by request, 2014-2016

Public Health: Mortality - Life Expectancy
Ratio between the life expectancy of Asians and African Americans

Score: 77   **Ratio: 1.18**

What is measured?
This Indicator measures the life expectancy of Oakland residents from 2014-2016.

Why is this important?
The term "life expectancy" refers to the number of years a person can expect to live. Life expectancy is one of the key measures of economic prosperity and community health.

What did we find?
African Americans had the lowest life expectancy at 73.0 years, while Asians had the highest life expectancy at 85.9 years. Latinos had the second highest life expectancy (83.3 years), and the life expectancy for White was 81.6 years. Oaklanders overall had a life expectancy of 80.0.

The life expectancy for Asians was 1.18 times higher than the life expectancy for African Americans; Asians can expect to live more than a decade longer than African Americans.
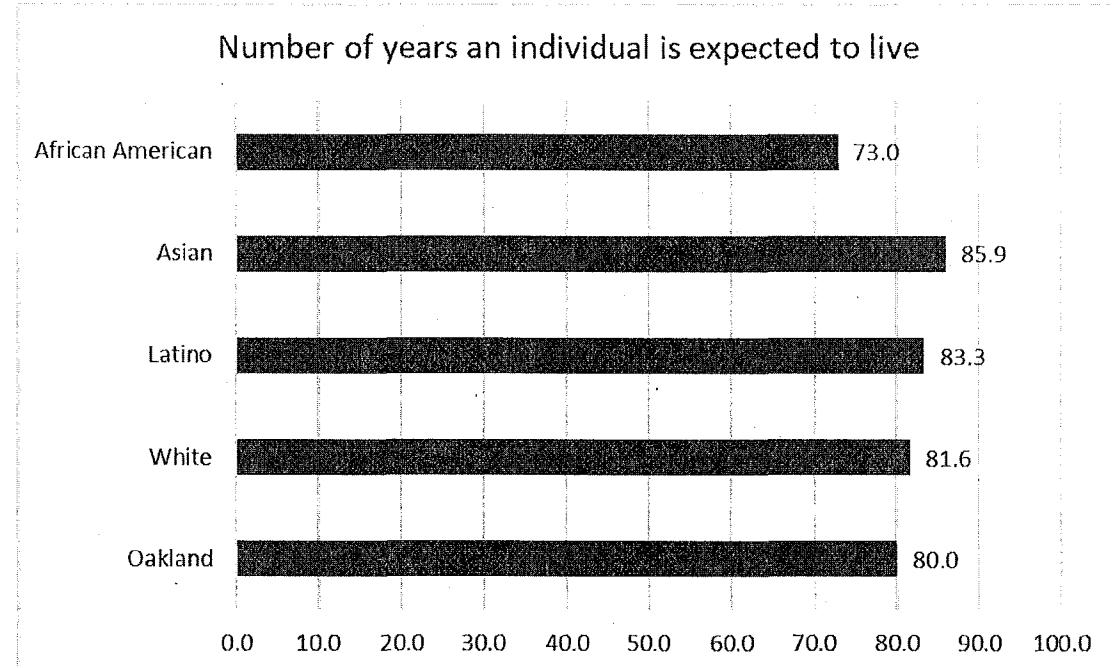
Data:

Number of years an individual is expected to live

Source: Alameda County Public Health Department Community Assessment, Planning, and Evaluation, with data from Alameda County vital statistics files, by request, 2014-2016

Public Health: Mortality - Premature Death
Ratio between the years of lives lost for African Americans and Asians

Score: 33   **Ratio: 3.15**

What is measured?
Mortality is measured in years of lives lost (YLL). The YLL Method was developed from the Global Burden of Disease 2015 Study. This method compares the age for each death to the life expectancy for that person. This Indicator then takes the total number of YLL for each category and creates a rate of YLL per 100,000 people per year. Data is from 2014-2016.

Why is this important?
YLL is important because it is sheds light on the issue of premature death. Premature deaths help indicate communities where there is an increase in environmental, health, and social stressors leading to shortened lives. These stressors include things like air pollution, gun

violence, and chronic diseases. By identifying groups with high levels of premature deaths, we can start looking at the causes of those deaths.

What did we find?
Oakland as a whole had an age-adjusted YLL rate of 15,479.7 per 100,000 people. Asians had the lowest age-adjusted YLL rate at 8,527.9 per 100,000 people. African Americans had the highest age-adjusted YLL rate at 26,889.6 per 100,000. The YLL rate for Latinos (11,940.9 per 100,000) and Whites (12,592.9 per 100,000) were both lower than the citywide rate (15,479.7 per 100,000). The African American YLL rate was 3.15 times greater than that of Asians.

Data:
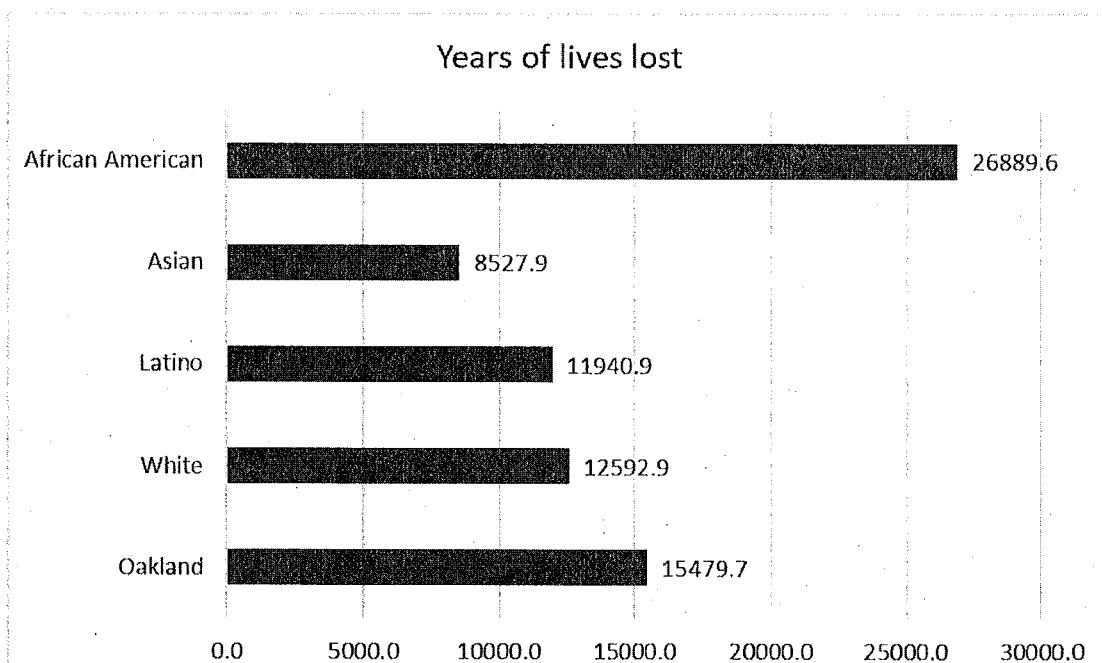
Source: Alameda County Public Health Department Community Assessment, Planning, and Evaluation, with data from Alameda County vital statistics files, by request, 2014-2016

Topic 3.4: Physical and Mental Health
Topic Score: 4.7

Physical and mental health encompasses a wide range of health outcomes and can be measured in many different ways. The Indicators in this Topic were chosen to reflect important public health issues that are not captured in other Topics in the Public Health Theme. The first two Indicators measure visits to the emergency department for severe mental illness and for substance abuse. The third Indicator measures new HIV diagnoses in

Alameda County. In all three of these Indicators, the greatest disparities are between African American and Asian Oaklanders.

With a score of 4.7 out of 100, the Physical and Mental Health Topic is the lowest scoring Topic in the Public Health Theme, meaning that racial and ethnic disparities are the greatest in this Topic. All three of the Indicators in this Topic had low scores: the severe mental illness emergency department visits Indicator received a score of 7 and the new HIV diagnoses Indicator received a score of 6. The substance abuse emergency department visits Indicator received the lowest possible score of 1.

Public Health: Physical and Mental Health - Severe Mental Illness Emergency Department Visits
Ratio between the rates of severe mental illness related emergency department visits for African Americans and Asians

Score: 7   **Ratio: 8.41**

What is measured?
This Indicator measures severe mental illness related emergency department visits per 100,000 by race/ethnicity, from 2013 through the third quarter of 2015. Severe mental illness is often defined by its length of duration and the disability it produces. These illnesses include disorders that produce psychotic symptoms, such as schizophrenia and schizoaffective disorder, and severe forms of other disorders, such as major depression and bipolar disorder.

Why is this important?
Often mental illness related emergency department visits are avoidable. When this is the case, these visits take up hospital resources that could otherwise be used for non-preventable visits. Emergency department visits are also very expensive, and these costs get passed down to the patient or to the wider community. If the costs get passed down to the patient, they can cause financial strain and can prevent patients from seeking additional medical treatment, increasing the likelihood of another emergency department visit.

What did we find?
African Americans in Oakland had the highest emergency department visit rate of 352.2 per 100,000, whereas the lowest rate was among Asians at 41.9 per 100,000. The rates for Latinos

(112.0 per 100,000) and Whites (142.8 per 100,000) were lower than the Oakland rate of 169.0 visits per 100,000. African Americans had a severe mental illness related emergency department visit rate that was 8.41 times higher than the rate for Asians.
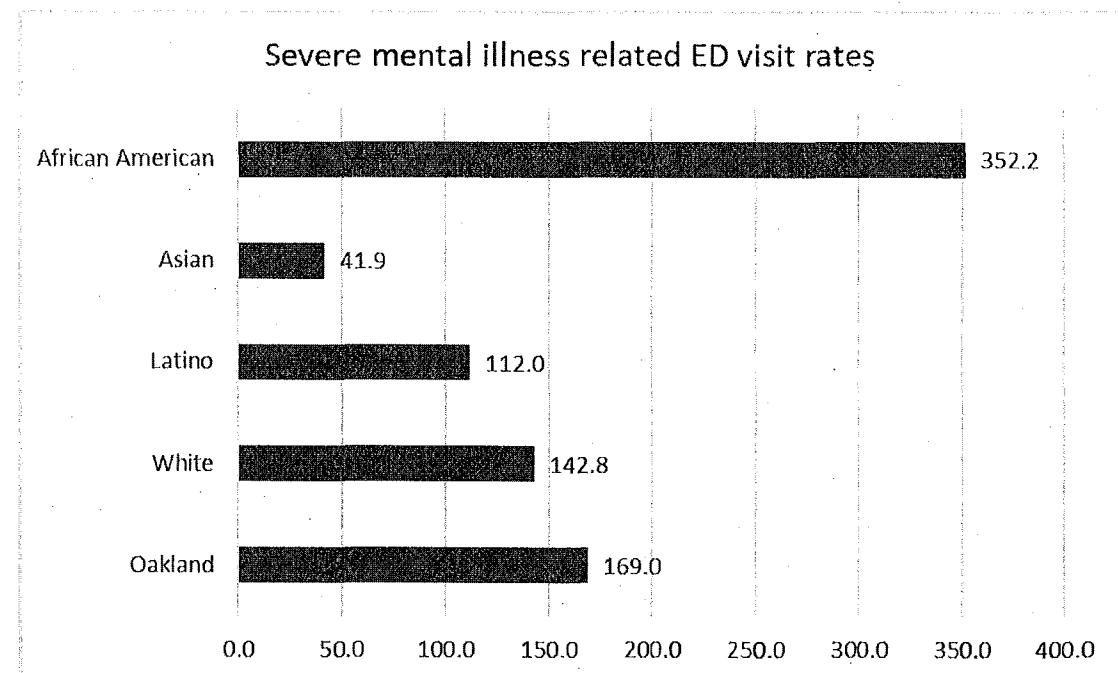
Data:

Severe mental illness related ED visit rates

Category	Rate
African American	352.2
Asian	41.9
Latino	112.0
White	142.8
Oakland	169.0

Source: California Office of Statewide Health Planning and Development by request, 2013-3Q2015

Public Health: Physical and Mental Health - Substance Abuse Emergency Department Visits

Ratio between the rates of substance abuse related emergency department visits for African Americans and Asians

Score: 1   **Ratio: 15.66**

What is measured?
This Indicator measures substance abuse related emergency department visits per 100,000 by race/ethnicity, from 2013 through the third quarter of 2015. Substance abuse related

emergency department visits refers to cases that involved nonmedical use of pharmaceuticals, illicit drugs, or alcohol in combination with other drugs.

Why is this important?
Often substance abuse related emergency department visits are avoidable. When this is the case, these visits take up hospital resources that could otherwise be used for non-preventable visits. Emergency department visits are also very expensive, and these costs get passed down to the patient or to the wider community. If the costs get passed down to the patient, they can cause financial strain and can prevent patients from seeking additional medical treatment, increasing the likelihood of another emergency department visit.

What did we find?
We found that African Americans in Oakland had the highest emergency department visit rate of 5,859.7 per 100,000, whereas the lowest rate was among Asians at 374.2 per 100,000. The rate among Latinos (1858.9 per 100,000) and the rate among Whites (1920.1 per 100,000) were both lower than the citywide rate of 2,604.2 visits per 100,000. African Americans had a substance abuse related emergency department visit rate that was 15.66 times higher than the rate for Asians.
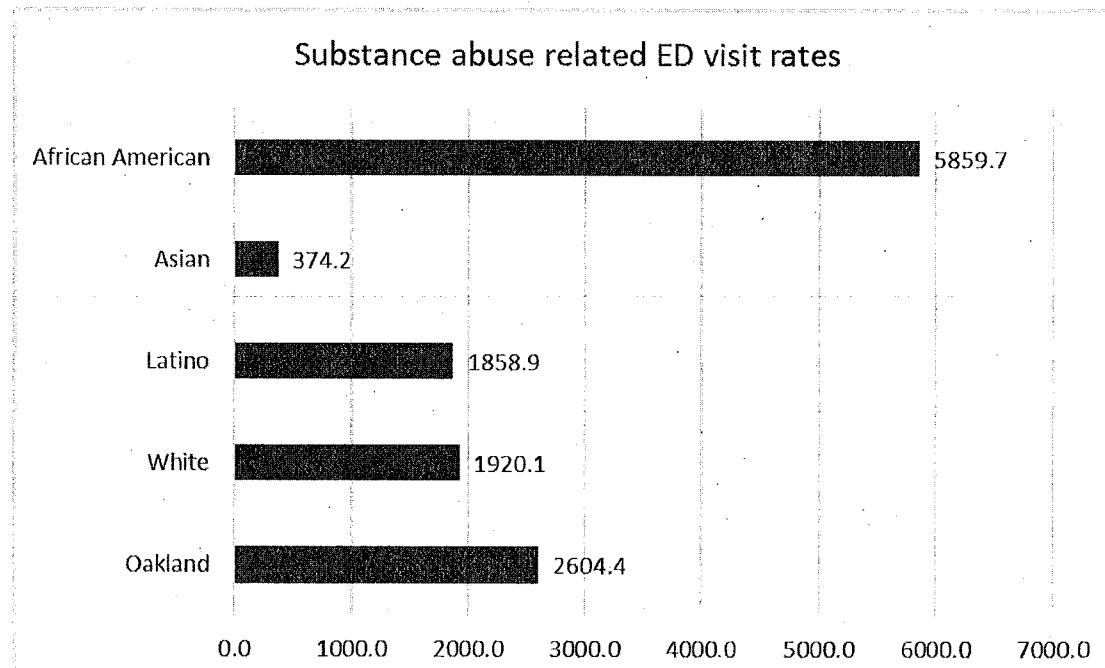
Data:

Substance abuse related ED visit rates

	Rate
African American	5859.7
Asian	374.2
Latino	1858.9
White	1920.1
Oakland	2604.4

Source: California Office of Statewide Health Planning and Development by request, 2013-3Q2015

Public Health: Physical and Mental Health - HIV Diagnoses
Ratio between the rates of new HIV diagnoses for African Americans and Asians

Score: 6   **Ratio: 8.67**

What is measured?
This Indicator measures the rate of new HIV diagnoses per 100,000 population for each racial and ethnic group from 2014-2016 in Alameda County. The Alameda County Public Health Department's HIV Epidemiology and Surveillance Unit is required to report new HIV diagnoses, which is a proxy for new HIV transmissions which are difficult to capture.

Why is this important?
Understanding which segments of the population have the highest rates of new HIV diagnoses can help to decrease the rate of transmission and treat people living with HIV. Modern treatments are able to stop the progression and spread of HIV, so ensuring that treatment is accessible to those who need it is a public health priority. Nationally, men are more likely to be living with HIV than women, and African Americans and Latinos are more likely to be living with HIV than other races and ethnicities. (Source: http://www.acphd.org/media/493775/hivreport2018.pdf)

What did we find?
African Americans had the highest rate of new HIV diagnoses (52.0 per 100,000), far higher than any other race or ethnicity. Asians had the lowest rate (6.0 per 100,000), followed by Whites (11.5 per 100,000). The rate for Latinos (18.1 per 100,000) was higher than the rate for Alameda County (15.7 per 100,000). The rate of new HIV diagnoses among American Americans was 8.67 times higher than the rate for Asians.

Data:

New HIV diagnosis rates

Category	Rate
African American	52.0
Asian	6.0
Latino	18.1
White	11.5
Oakland	15.7
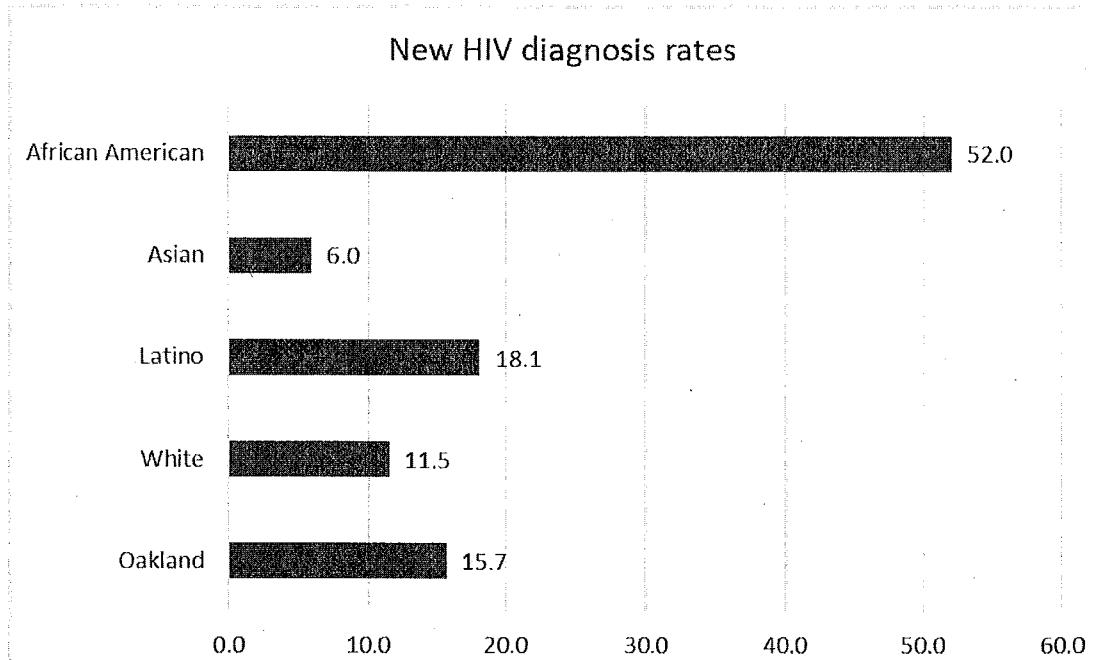
Source: HIV in Alameda County, 2014-2016, Alameda County Public Health Department HIV Epidemiology and Surveillance Unit, March 2018, http://www.acphd.org/media/493775/hivreport2018.pdf

Theme 4
Housing

IN THIS SECTION:

Affordability
- Homeownership
- Loan Denial
- Rent Burden

Displacement
- Homelessness
- Homeownership with Mortgage
- Notice of Evictions

Essential Services
- Complete Plumbing Facilities
- Energy Cost Burden
- High Speed Internet Access

Housing Quality
- Housing Habitability Complaints
- Complete Kitchen Facilities
- Overcrowding

Theme 4: Housing

Theme Score: 36.8

Affordable, stable, and high-quality housing is a basic right of Oakland residents. Many Oaklanders face challenges in accessing adequate housing, and racial and ethnic minorities are even more disadvantaged. The Indicators in this Theme reveal disparities among individuals and neighborhoods and highlight the pressing need for more equitable housing policy.

Housing ranked third compared to the other Themes in the Oakland Equity Indicators framework. The 12 Indicators within the Housing Theme examine inequities faced by racial and ethnic minorities across four Topic areas: Affordability, Displacement, Essential Services, and Housing Quality.

The lowest scoring Topic was Displacement (29.0), followed by Housing Quality (33.0) and Essential Services (36.0). Affordability was the highest scoring Topic, though the Topic score was still low (49.0).

Topics and Indicators within this Theme:

Topics	Scores	Indicators	Scores
Affordability	49.0	Homeownership	53
		Loan Denial	40
		Rent Burden	54
Displacement	29.0	Homelessness	1
		Homeownership with Mortgage	78
		Eviction Notices	8
Essential Services	36.0	Complete Plumbing Facilities	35
		Energy Cost Burden	38
		High Speed Internet Access	35
Housing Quality	33.0	Housing Habitability Complaints	40
		Complete Kitchen Facilities	37
		Overcrowding	22

Topic 4.1: Affordability
Topic Score: 49.0

The affordable housing crisis affects communities around the country, and Oakland is no exception. While many Oaklanders struggle to afford their homes, racial and ethnic minorities face particular challenges in access to affordable housing. The three Indicators in this Topic measure access to stable housing through homeownership, access to financial resources in the form of home loans, and access to rental housing that does not cost more than 30% of household income.

The Affordability Topic received the highest score in the Housing Theme (49.0), and the three Indicator scores fell relatively close to this average. The loan denial Indicator received the lowest score of the three, with a score of 40, meaning that African American Oaklanders were twice as likely as White Oaklanders to have their home loan applications denied. Homeownership and rent cost burden received very similar scores of 53 and 54, respectively.

Housing: Affordability - Homeownership
Ratio between the percents of African American and White householders who do not own their homes
Score: 53   **Ratio: 1.70**

What is measured?
This Indicator measures the percent of householders who do not own their homes. The percent of householders living in owner-occupied units does not consider other properties that may be owned by individuals within the household. This Indicator measures whether the householder owns the unit in which s/he lives.

Why is this important?
This Indicator is important because it tracks inequalities in homeownership based upon race/ethnicity. Buying a home is one of the largest purchases a person will ever make. In addition to providing housing stability, a home is a major source of wealth for the household. As the household grows, owning a home makes it easier to buy a bigger house, building upon the existing investment. Additionally, a home passed from one generation to the next provides a springboard for the younger generation to begin to build their wealth. Due to the role of

homeownership on household economic security and intergenerational wealth, it is important for equity in other areas beyond housing that homeownership is not concentrated within one racial or ethnic group.

What did we find?
Among White householders, 43.6% did not own their homes, meaning that over half of White householders were homeowners. Asian householders were also slightly more likely to own their homes than not (48.1% did not own their homes). Conversely, 69.0% of Latino householders did not own their homes, and almost one in four African American householders did not own their homes (74.1%). Citywide, just over half of householders did not own their homes (56.4%). African American householders were 1.70 times more likely to not own their homes than White householders.

Data:
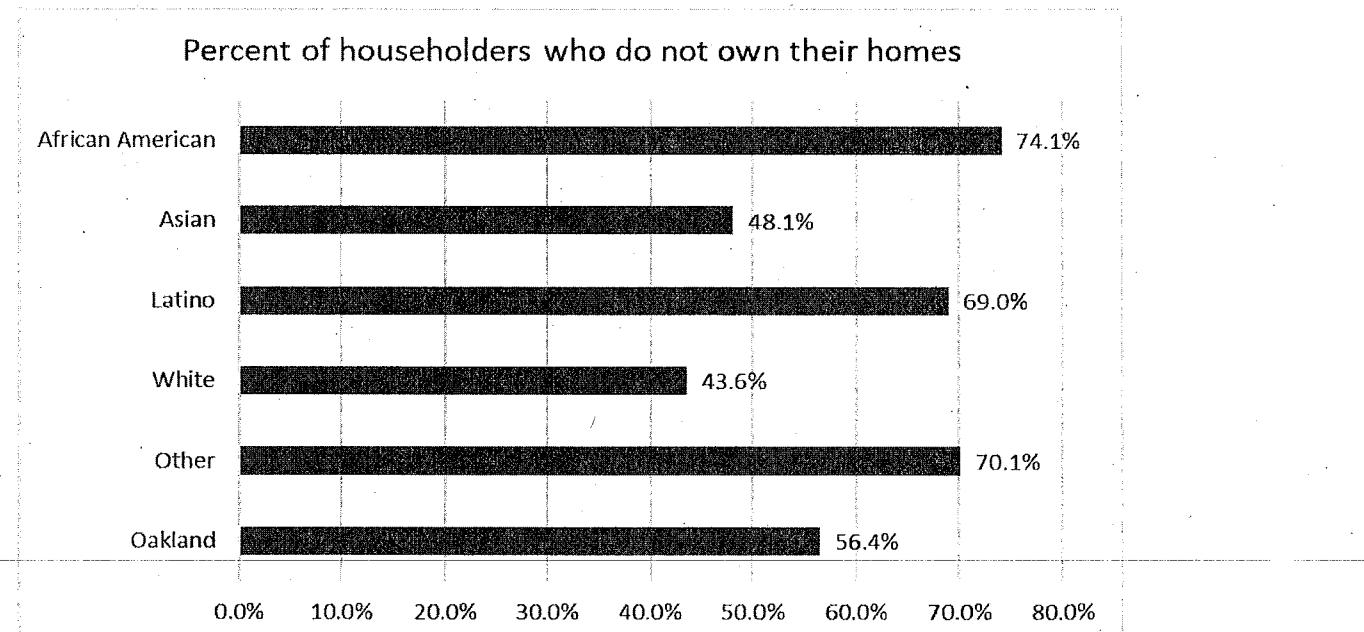
Percent of householders who do not own their homes

Group	Percent
African American	74.1%
Asian	48.1%
Latino	69.0%
White	43.6%
Other	70.1%
Oakland	56.4%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Housing: Affordability - Loan Denial
Ratio between the loan denial rates for African Americans and Whites.

Score: 40   **Ratio: 2.13**

What is measured?
This Indicator measures the difference in denial rate of Home Mortgage Disclosure Act (HMDA) loans by race/ethnicity. The HMDA requires that any loan secured by a lien on a dwelling made for the purpose of purchasing a home is reportable on an annual basis to the Federal Financial Institutions Examination Council (FFIEC), which is the federal reporting agency of the Federal Reserve Board.

Why is this important?
The primary purposes of the HMDA are to help authorities monitor discriminatory and predatory lending practices, as well as to ensure government resources are allocated properly. This Indicator is important because disparities in loan denial rates suggest that disparities in homeownership are related to discrimination and differential rates of financial stability.

What did we find?
We found that African American loan applicants were much more likely to have their applications denied by the financial institution (25.7%) compared to White applicants (12.1%). One in five Latino applicants had their loan applications denied (19.6%). The percent for Asian applicants (14.3%) was similar to the citywide percent (14.7%). The home loan denial rates for African Americans were 2.13 times higher than the rates for Whites.

Data:

Percent of loan applications denied by financial institutions

Category	Percent
African American	25.7%
Asian	14.3%
Latino	19.6%
White	12.1%
Other	21.6%
Oakland	14.7%
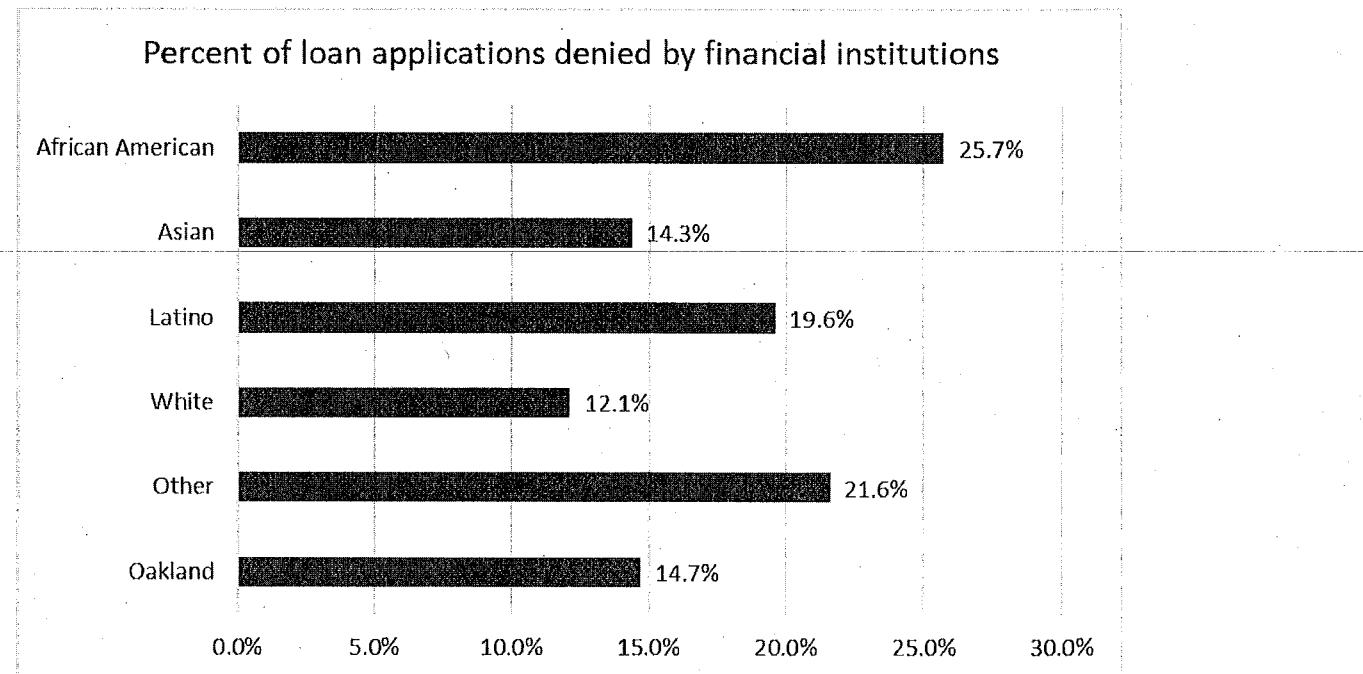
Source: Home Mortgage Disclosure Act, 2016, https://www.ffiec.gov/HMDA/hmdaproducts.htm

Housing: Affordability - Rent Burden

Ratio between the percents of African American and White renter households who pay more than 30% of household income on rent.

Score: 54   **Ratio: 1.67**

What is measured?
This Indicator measures the percent of renter households that are considered rent burdened by the race/ethnicity of the householder. Households that rent their homes are considered to be cost burdened when a household spends more than 30% of its annual household income on rent.

Why is this important?
One of the key factors in determining housing affordability is how much a household pays for their housing, compared to their ability to pay. Housing is considered affordable if the housing costs are less than 30% of the annual household income. The higher percent of income needed to pay for a basic necessity like housing means fewer resources are available to meet other essential needs, such as food and housing utilities, and limits whether a household can spend money in other areas or build up savings in case of emergencies. In a city and region with a high rent market and a housing crisis, rent burden affects individuals across the income spectrum. However, people with lower incomes will experience the brunt of the impact. Households with lower incomes will be forced to spend a higher percent of their incomes on rent due to limited affordable options, compared to households with higher incomes and therefore more housing options. (Source: https://www.mercurynews.com/2017/11/09/high-rents-still-a-struggle-for-many-in-bay-area/)

What did we find?
Citywide, almost half of households were rent burdened, meaning they spent more than 30% of their annual income on rent. It was more common among African American and Latino households, with 58.4% and 52.7% respectively. It was slightly less common among Asian households (at 49.2%) while only one in three White households (34.9%) paid more than 30% of their annual income on rent. African American households were 1.67 times more likely to be rent burdened than White households.
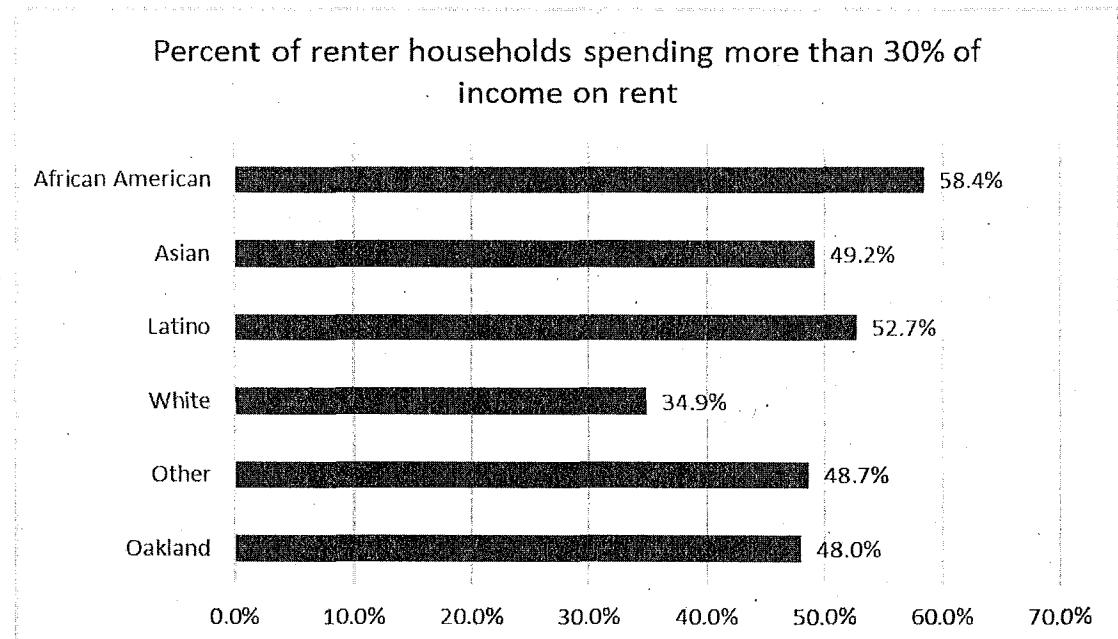
Data:

Percent of renter households spending more than 30% of income on rent

African American	58.4%
Asian	49.2%
Latino	52.7%
White	34.9%
Other	48.7%
Oakland	48.0%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Topic 4.2: Displacement
Topic Score: 29.0

The influx of development in the Bay Area, soaring housing costs, and a lack of affordable housing, have all contributed to the displacement of Oakland residents. Displacement is difficult to measure, but the three Indicators in this Topic serve as proxies for this larger, more complex issue. Homelessness is one possible consequence of displacement, and it is also a possible consequence of eviction, which is measured in the third Indicator. The second Indicator in this Topic is a measure of housing stability, which may help to prevent displacement among homeowners.

The Displacement Topic received a score of 29.0, making it the lowest scoring Topic in the Housing Theme, and the Indicator scores are widely variable. The second Indicator, homeownership with a mortgage, received the highest score of 78. The score for the third Indicator, eviction notices, was dramatically lower at 8. The first Indicator, homelessness, received the lowest possible score of 1 out of 100.

Housing: Displacement - Homelessness
Ratio between the rates of homelessness for African Americans and Asians

Score: 1   **Ratio: 41.76**

What is measured?
Homelessness is measured by number of homeless individuals per 100,000 individuals in the general population. Homelessness data was available by race and ethnicity, separately. Both sheltered and unsheltered homeless individuals are captured in the homelessness counts, to provide a fuller picture of the homeless population.

Why is this important?
Homelessness is an important Indicator because shelter is a basic human need. Housing instability exacerbates stress on individuals and families and reduces their ability to plan for the future. Homelessness inhibits one's ability to maintain stable employment and access services that may be essential to maintain stable housing. This cycle of housing instability is important to examine in Oakland specifically due to gentrification and the related displacement of communities of color, African American households in particular, due to eviction and foreclosure. (Source: http://oaklandlocal.com/2015/03/growing-number-of-oakland-seniors-are-homeless/)

What did we find?
The homelessness rate among African Americans was 1,797.0 per 100,000, compared to 43.0 per 100,000 for Asians. The rate among Whites fell in the middle (268.6 per 100,000) but was still much lower than the rate for African Americans. Looking separately at ethnicity, the homelessness rate among Latinos (329.3 per 100,000) was lower than that for non-Latinos (774.2 per 100,000). African Americans were 41.76 times more likely than Asians to be homeless.

Data:

Homelessness rates by race/ethnicity, separately

Race/Ethnicity	Rate
African American	1797.0
Asian	43.0
White	268.6
Latino	329.3
Non-Latino	774.2
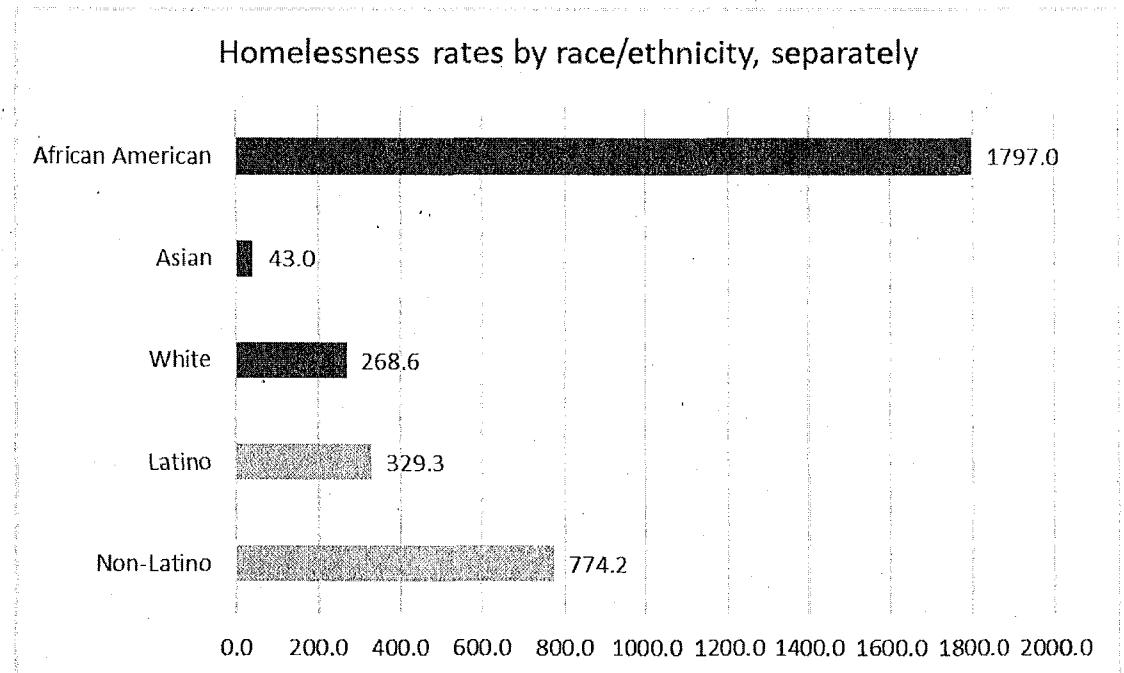
Source: EveryOne Counts! 2017 Homeless Count and Survey, http://everyonehome.org/wp-content/uploads/2017/11/2017HIRDReport-Oakland.2-2-3.pdf; The 2017 Alameda County Point-in-Time Count was a community-wide effort conducted on January 30, 2017. It uses the 2015 American Community Survey 1-year estimates to compare the homeless population to the general city population.

Housing: Displacement - Homeownership with Mortgage
Ratio between the percents of African American and White homeowners who have a mortgage on their homes

Score: 78   **Ratio: 1.14**

What is measured?
This Indicator measures the percent of homeowners who have a mortgage or loan on their homes. Outstanding debt distinguishes these homeowners from those who own their homes free and clear and no longer need to make mortgage or loan payments.

Why is this important?
Homeowners who own their homes free and clear have a lower risk of displacement from their neighborhoods. Owning a home free and clear greatly reduces housing costs and allows families to stay in their homes even as land and housing values change. Housing stability is

particularly important as Oakland neighborhoods continue to gentrify and residents are priced out of their homes.

What did we find?
White homeowners were the least likely to still have a mortgage or loan on their homes (69.8%), while African American homeowners were the most likely to have a mortgage (79.7%). The percents of Asian homeowners (71.1%) and Latino homeowners (69.9%) who still had a mortgage were similar to that of White homeowners and the citywide percent (72.2%). African American homeowners were 1.14 times more likely than White homeowners to still have a mortgage on their homes, meaning that they did not own their homes free and clear.

Data:

Percent of homeowners who do not own their homes free and clear
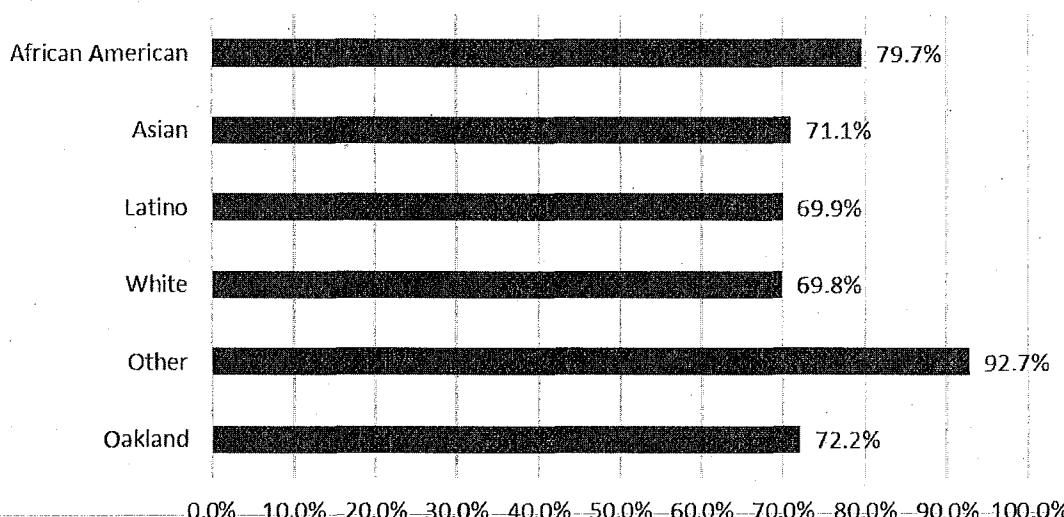
Category	Percent
African American	79.7%
Asian	71.1%
Latino	69.9%
White	69.8%
Other	92.7%
Oakland	72.2%

0.0% 10.0% 20.0% 30.0% 40.0% 50.0% 60.0% 70.0% 80.0% 90.0% 100.0%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Housing: Displacement - Eviction Notices
Ratio between the rates of eviction notices in majority African American and majority Asian census tracts.

Score: 8   **Ratio: 8.14**

What is measured?
This Indicator measures the rate of eviction notice filings per 1,000 housing units that are renter-occupied. The Indicator compares census tracts by their majority race/ethnicity.

Why is this important?
Property owners are required to file all notices of eviction with the City of Oakland's Rent Adjustment Program. Eviction notices are often filed regardless of circumstance, often when a rent payment is late or when there is a breach of the lease. Before a physical eviction takes place, property owners must receive an Unlawful Detainer and have a sheriff conduct an eviction. While these notices may not always end in an actual eviction, they can be indicative of housing instability and tenant harassment.

What did we find?
Majority African American census tracts had the highest rates of eviction notices (141.6 per 1,000 renter-occupied housing units). This rate was much higher than the rate for majority Asian census tracts (17.4 per 1,000). The rates for majority White census tracts (41.0 per 1,000) and majority Latino census tracts (66.2 per 1,000) fell in the middle. Citywide, 72.7 eviction notices were filed per 1,000 renter-occupied housing units in 2016. Renter-occupied housing units in majority African American census tracts were 8.14 times more likely to receive eviction notices than renter-occupied housing units in majority Asian census tracts.

Data:

Eviction notice rates by majority race/ethnicity of census tracts

Category	Rate
African American	141.6
Asian	17.4
Latino	66.2
White	41.0
Non-White/Mixed	82.9
Oakland	72.7
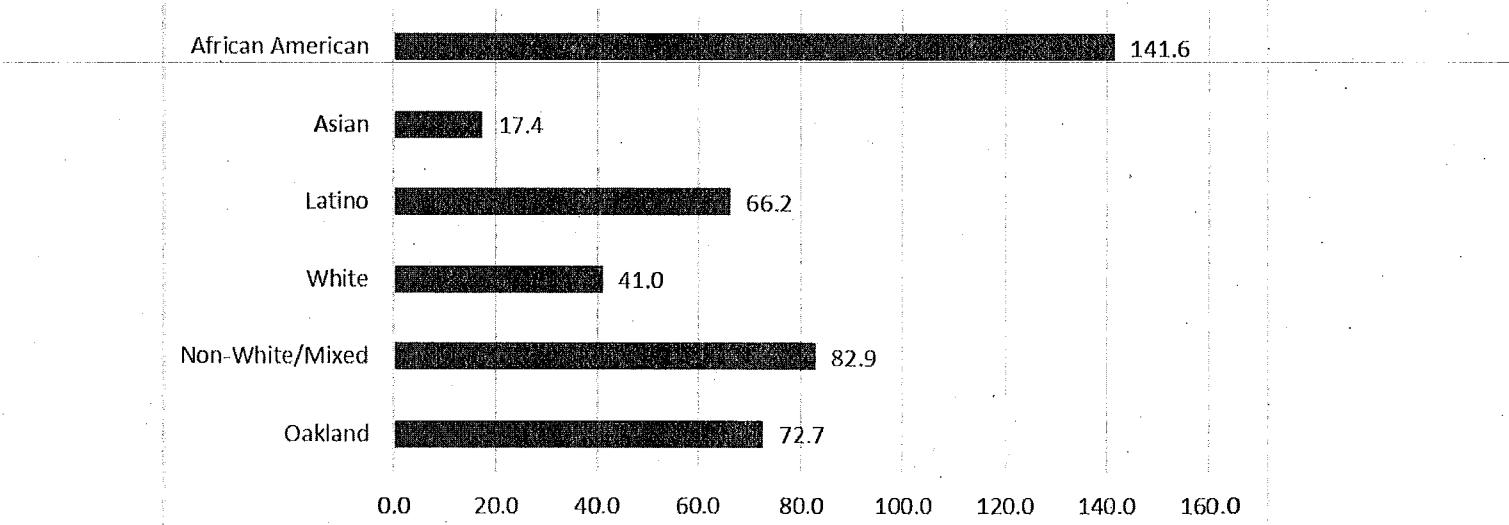
Source: Oakland Rent Adjustment Program by request, 2016; American Community Survey, 5-year estimates, 2012-2016

Topic 4.3: Essential Services
Topic Score: 36.0

A lack of essential services can have a significant impact on the daily lives of residents. The three Indicators in this Topic measure three different types of essential services: plumbing facilities, energy (i.e., electricity, gas), and high-speed Internet. Plumbing facilities are necessary for the basic functions of a home, energy costs should not place too large a burden on households and families, and high-speed Internet has become a crucial component of work, school, and social life.

The Essential Services Topic received a score of 36.0, and the Indicators in this topic received similar scores. The energy cost burden Indicator received the highest score in the Topic (38), while the complete plumbing facilities and high-speed Internet access indicators both received scores of 35.

Housing: Essential Services - Complete Plumbing Facilities
Ratio between the percents of African Americans and Whites who live in housing units without complete plumbing facilities

Score: 35   **Ratio: 2.78**

What is measured?
This Indicator measures the percent of individuals who live in housing units that do not have complete plumbing facilities. Complete plumbing facilities include hot and cold water and a bathtub or shower.

Why is this important?
Complete plumbing facilities is a key Indicator of access to essential services and housing quality. In the United States, lacking complete plumbing facilities is more common in certain regions and in rural areas. The lack of complete plumbing facilities is also more common in areas with higher percents of racial and ethnic minorities and higher unemployment rates. (Source: https://www.cambridge.org/core/services/aop-cambridge core/content/view/1F3C7B5E413CBD73BE480E66FABDDD7C/S1742058X16000242a.pdf/basics_inequality.pdf)

What did we find?

African American individuals were the most likely to not have complete plumbing facilities in their homes (1.63%). White individuals were the least likely to lack complete plumbing facilities in their homes (0.59%), followed closely by Asian individuals (0.61%) and Latino individuals (0.69%). Citywide, 0.81% of Oaklanders lacked complete plumbing facilities in their homes. African Americans were 2.78 times more likely than Whites to live in housing units without complete plumbing facilities. **See data graph on next page**

Percent of individuals living in housing units without complete plumbing facilities

Category	Percent
African American	1.63%
Asian	0.61%
Latino	0.69%
White	0.59%
Other	0.41%
Oakland	0.81%
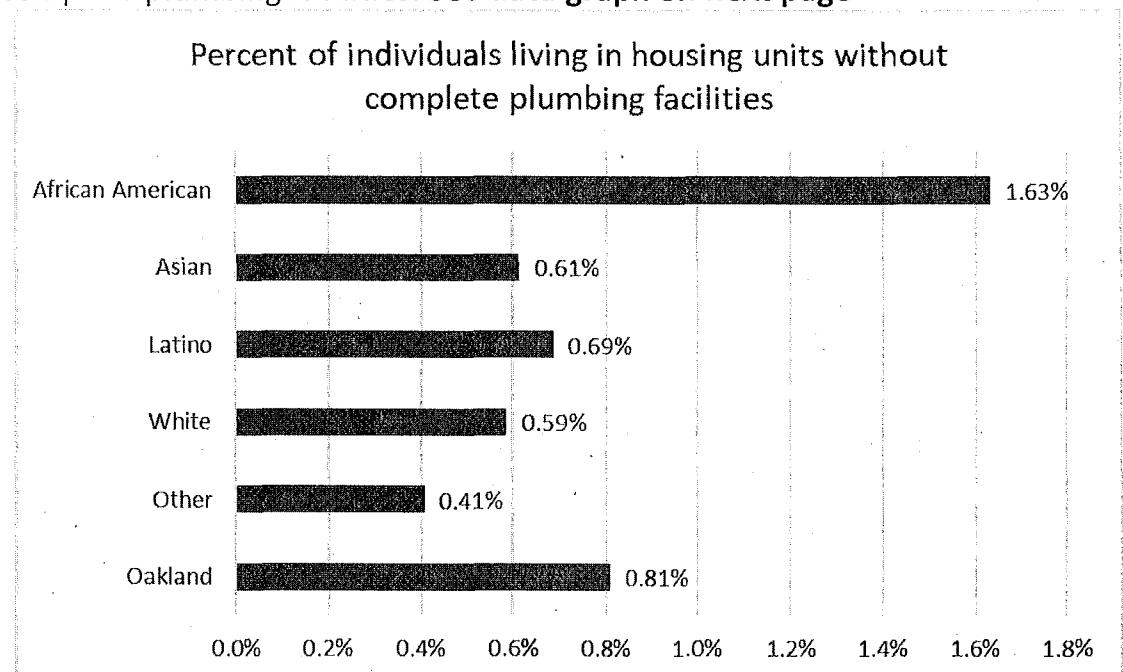
Source: American Community Survey, 5-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html); 5-year data was used for this indicator due to the small sample size of individuals without complete plumbing facilities

Housing: Essential Services - Energy Cost Burden
Ratio between the median energy cost burden for African American and White households

Score: 38   **Ratio: 2.34**

What is measured?

Energy cost burden is measured by the amount spent on electricity, gas, and other fuel, as a percent of household income. This Indicator measures the median energy cost burden by the race/ethnicity of householders. Householders whose energy costs were included in rent or condominium fees were excluded from this analysis.

Why is this important?
High energy cost burdens can have a number of negative effects on households. Low-income households may have to make trade-offs between energy costs and the costs of other basic necessities such as food and medical care. Households that cut back on energy use due to high cost may experience negative health effects, including asthma and arthritis. High energy cost burden also creates a chronic source of stress, which negatively affects the mental health of household members. Recent research has found that low-income, African-American, and Latino households have higher energy cost burdens than the average households in the same metropolitan area. These disparities point to the need for better energy efficiency in these households. (Source: http://energyefficiencyforall.org/resources/lifting-high-energy-burden-americas-largest-cities)

What did we find?
The median energy cost burden for African American households was 2.4%, compared to 1.0% for White households. Latino households spent 1.9% of their income on energy costs, on average. The median energy cost burden for Asian households was 1.3%, which was similar to the citywide median of 1.4%. The median energy cost burden for African American households was 2.34 times higher than the cost burden for White households.
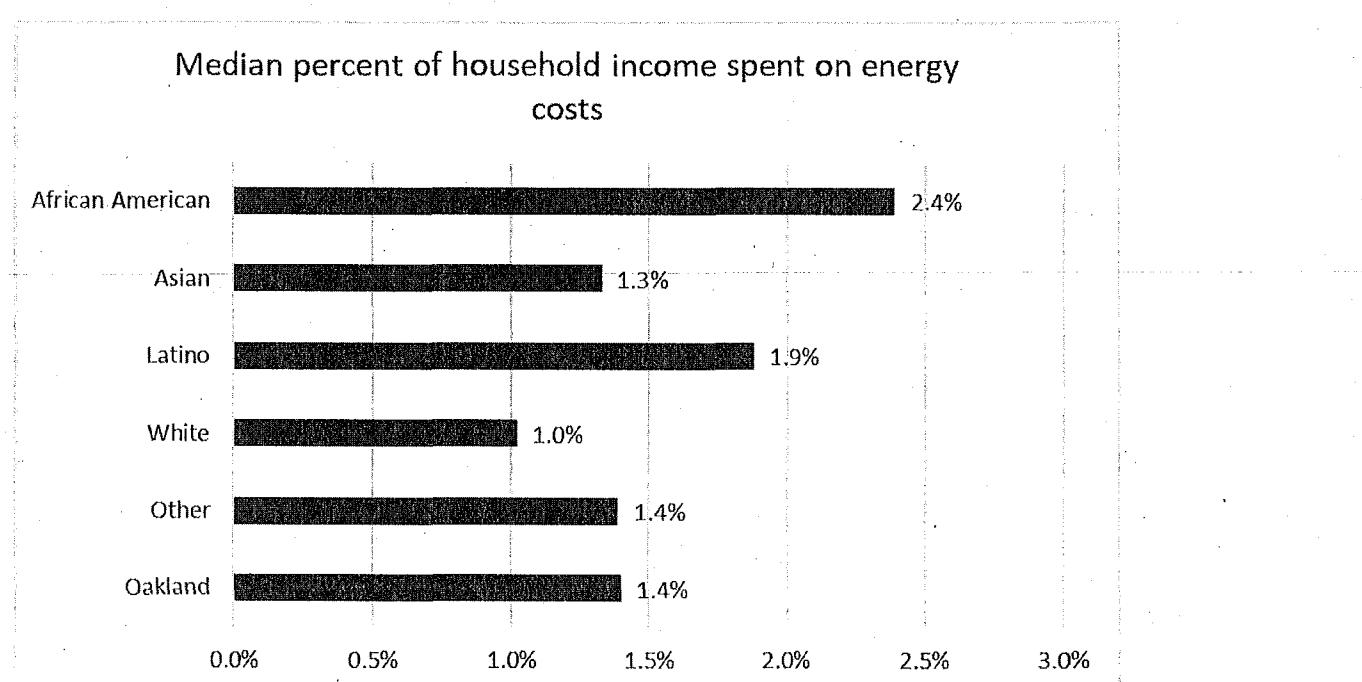
Data:

Median percent of household income spent on energy costs

Group	Value
African American	2.4%
Asian	1.3%
Latino	1.9%
White	1.0%
Other	1.4%
Oakland	1.4%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Housing: Essential Services - High Speed Internet Access
Ratio between the percents of African Americans and Whites who do not have access to high speed Internet at home.

Score: 35   **Ratio: 2.79**

What is measured?
This Indicator measures the percent of individuals living in housing units without access to high speed Internet, defined as broadband Internet service such as cable, fiber optic, or DSL service.

Why is this important?
Internet access has become an essential service for U.S. households in recent years. Children need the Internet to complete homework, adults need the Internet to apply for jobs, and families need the Internet to access government, financial, and other services. The quality of Internet access is also an important factor, and this Indicator measures high speed Internet access more specifically.

What did we find?
African American individuals were the most likely to not have high speed Internet access at home (40.8%), followed by Latino individuals (33.5%). White individuals were least likely to lack high speed Internet access at home (14.6%). Among Asian individuals, 25.2% did not have access to high speed Internet at home, slightly lower than the citywide percent (26.8%). African Americans were 2.79 times more likely than Whites to not have high speed Internet access at home.

Data:
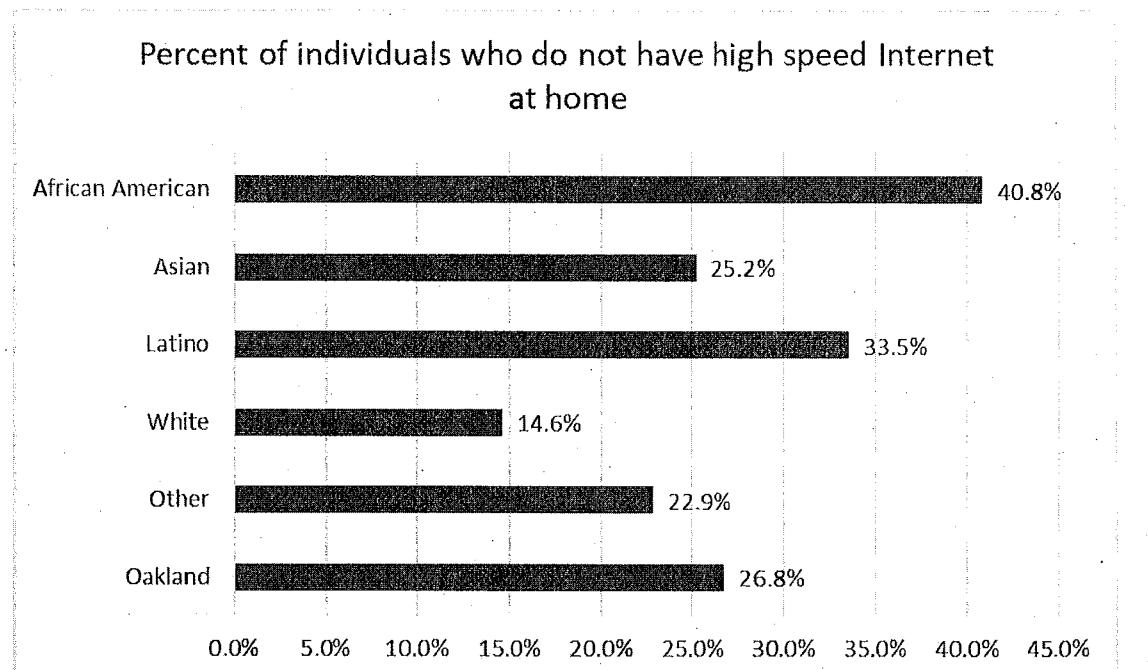
Percent of individuals who do not have high speed Internet at home

Category	Percent
African American	40.8%
Asian	25.2%
Latino	33.5%
White	14.6%
Other	22.9%
Oakland	26.8%

0.0% 5.0% 10.0% 15.0% 20.0% 25.0% 30.0% 35.0% 40.0% 45.0%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Topic 4.4: Housing Quality
Topic Score: 33.0

Access to high quality housing is an important component of the Housing Theme. Substandard housing can have negative impacts on residents' health and their ability to engage in different aspects of their lives outside of the home. The three Indicators in this Topic measure geographic disparities in housing habitability complaints, and racial and ethnic disparities in complete kitchen facilities and overcrowded conditions in Oakland housing units.

The Housing Quality Topic received a score of 33.0 out of 100. The first Indicator in this Topic, housing habitability complaints, received the Topic's highest score of 40. The third Indicator, overcrowding, received the lowest score in the Topic (22). The score for the second Indicator, complete kitchen facilities, fell in the middle (37)

Housing: Housing Quality - Housing Habitability Complaints

Ratio between the percents of housing units that have filed complaints in non-White and White zip codes

Score: 40   **Ratio: 2.03**

What is measured?

This Indicator measures housing habitability complaints as a percent of total housing units by zip code as reported to the Oakland Code Enforcement Division. This Indicator compares zip codes in which more than 60% of the population is non-White to those in which more than 60% of the population is White. The third category of zip codes is those in which the population is racially and ethnically mixed.

Why is this important?

Housing habitability complaints are often the first indication the City receives of a potential issue with a housing unit. The severity of the complaint can range from a drafty window all the way to a collapsing roof.

What did we find?

We found that 1.36% of housing units in zip codes that were more than 60% non-White reported housing habitability complaints, compared to 0.67% of housing units in zip codes that were more than 60% White. Housing units in racially and ethnically mixed zip codes were only slightly more likely than those in White zip codes to report a housing habitability complaints (0.80%). Overall in Oakland, 1.13% of housing units reported a housing habitability complaint. Housing units in predominantly non-White zip codes were 2.03 times more likely to report housing habitability complains than housing units in predominantly White zip codes.

Data:

Percent of housing units with habitability complaints by race/ethnicity of zip codes

	Percent
Non-White > 60%	1.36%
White > 60%	0.67%
Mixed	0.80%
Oakland	1.13%

0.0%   0.2%   0.4%   0.6%   0.8%   1.0%   1.2%   1.4%   1.6%
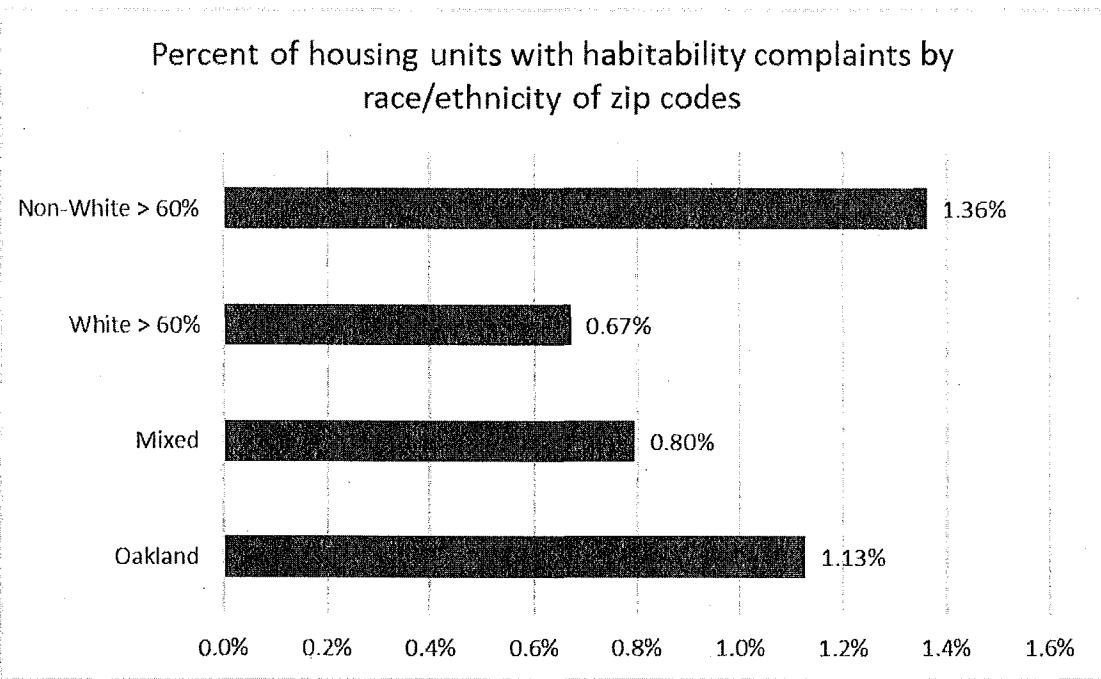
Source: Accela Housing Habitability Complaint Cases Calendar Year 2017, Oakland Planning and Building department by request; American Community Survey, 5-year estimates, 2012-2016

Housing: Housing Quality- Complete Kitchen Facilities
Ratio between the percents of African Americans and Latinos who live in housing units without complete kitchen facilities

Score: 37   **Ratio: 2.55**

What is measured?
This Indicator measures the percent of individuals who live in housing units that do not have complete kitchen facilities. Complete kitchen facilities include a stove or range, a refrigerator, and a sink with a faucet.

Why is this important?
Complete kitchen facilities is a key Indicator of housing quality. Stoves and ranges, refrigerators, and sinks are essential for the storage and preparation of food. Being able to cook at home can help households to save money, maintain healthier diets, and spend time with family.

What did we find?
African American individuals were the most likely to not have a stove/range, refrigerator, or sink in their homes (2.03%). Latino individuals were the least likely to lack complete kitchen facilities (0.79%), followed closely by White individuals (0.97%) and Asian individuals (1.05%). Citywide, 1.13% of Oaklanders do not have complete kitchen facilities in their homes. African Americans were 2.55 times more likely than Latinos to not have a stove/range, refrigerator, or sink in their homes.

Data:

Percent of individuals living in housing units without complete kitchen facilities

African American	2.03%
Asian	1.05%
Latino	.79%
White	.97%
Other	.69%
Oakland	1.13%
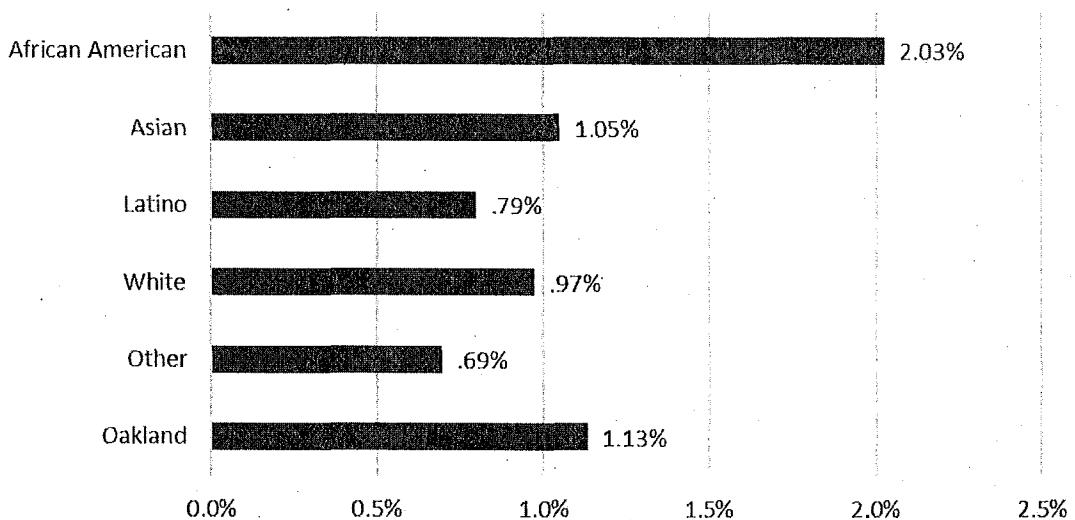
Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html); 5-year data was used for this indicator due to the small sample size of individuals without complete kitchen facilities

Housing: Housing Quality - Overcrowding
Ratio between the percents of Latinos and Whites who live in overcrowded housing

Score: 22   **Ratio: 4.80**

What is measured?
This Indicator measures the likelihood of individuals living in overcrowded housing, which is defined as housing units that have more than 1.5 people per room. Persons-per-room is the most common measure for overcrowding in housing, and 1.5 is a widely accepted threshold

above which there are impacts on health and personal safety. (Source: https://www.huduser.gov/publications/pdf/measuring_overcrowding_in_hsg.pdf)

Why is this important?
Overcrowded housing can have negative impacts on the physical and mental health of children and adults. Overcrowded conditions may lead to increased risk of contracting illnesses, disrupted sleep patterns, and higher levels of stress. In addition, children living in overcrowded housing may have less room to read and study, which can affect their school performance. (Source: https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3805127/)

What did we find?
Latino individuals were far more likely to live in overcrowded housing (14.2%) than other racial and ethnic groups. White individuals experienced the least overcrowding (3.0%), while 4.5% of African American Oaklanders and 7.0% of Asian Oaklanders lived in overcrowded housing. Citywide, 7.0% of individuals live in overcrowded housing. Latinos were 4.80 times more likely than Whites to live in overcrowded housing.

Data:

Percent of individuals living in overcrowded housing
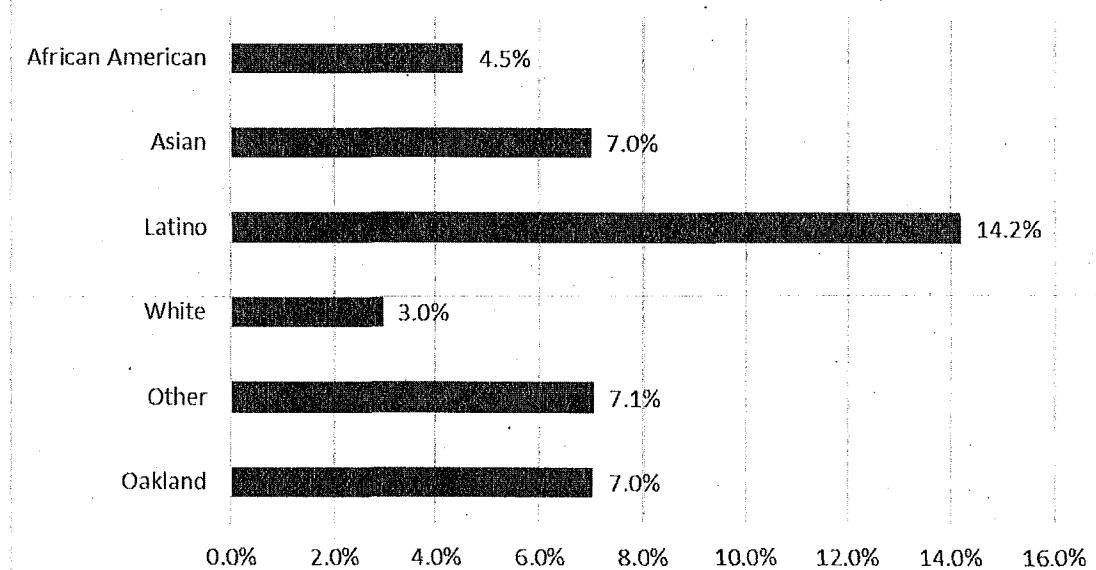
African American	4.5%
Asian	7.0%
Latino	14.2%
White	3.0%
Other	7.1%
Oakland	7.0%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Theme 5
Public Safety

IN THIS SECTION:

Incarceration
- Adult Felony Arrests
- Jail Incarceration
- Prison Incarceration

Law Enforcement
- Police Response Times
- Stops
- Use of Force

Staffing
- Representation
- Attrition from Academy
- Attrition from Field Training

Community Stressors
- Domestic Violence
- Homicides
- Juvenile Felony Arrests

Theme 5: Public Safety
Theme Score: 17.3

Public Safety is a critical area of concern for any city. Though national conversations have recently brought a lot of attention to racial and ethnic disparities in public safety, this is a long-standing problem area that can have severe negative impacts on communities of color.

Public Safety was the lowest scoring of all the Themes in the Oakland Equity Indicators framework. The 12 Indicators within the Public Safety Theme examine inequities faced by racial and ethnic minorities across four Topic areas: Incarceration, Law Enforcement, Staffing, and Community Stressors.

The lowest scoring Topic was Incarceration (1.0), followed by Community Stressors (1.7). The other two Topics were somewhat higher scoring, Law Enforcement (18.3) and Staffing (48.3). Incarceration and Community Stressors are the two lowest scoring Topics in the entire report. Though Law Enforcement and Staffing are higher scoring, they still have substantial room for improvement. They are also areas over which the City has somewhat more control and therefore merit further investigation into strategies for change.

Note: Whenever the acronym OPD is used, it refers to the Oakland Police Department.

Topics and Indicators within this Theme:

Topics	Scores	Indicators	Scores
Incarceration	1.0	Adult Felony Arrests	1
		Jail Incarceration	1
		Prison Incarceration	1
Law Enforcement	18.3	Police Response Times	48
		Stops	6
		Use of Force	1
Staffing	48.3	Representation	45
		Attrition from Academy	63
		Attrition from Field Training	37
Community Stressors	1.7	Domestic Violence	3
		Homicides	1
		Juvenile Felony Arrests	1

Topic 5.1: Incarceration

Topic Score: 1.0

The Incarceration Topic includes three Indicators that measure racial and ethnic disparities in adult felony arrests, jail incarceration, and prison incarceration. The first Indicator measures disparities in adult felony arrests between African Americans and Asians. The second Indicator measures disparities in jail incarceration between African Americans and Asians. The third Indicator measures disparities in prison incarceration between African Americans and Asians. In all three indicator areas the disparities between African American and White residents were nearly as large.

Incarceration is the lowest scoring Topic in the Public Safety Theme and the entire framework with a Topic score of 1.0, the lowest possible score.
The Indicator scores were all the same and all the absolute lowest score possible (1), indicating that this is an area of extreme disparity.

Public Safety: Incarceration - Adult Felony Arrests
Ratio between the adult felony arrest rates for African Americans and Asians

Score: 1   **Ratio: 14.24**

What is measured?
This Indicator measures the rate of adult felony arrests by race/ethnicity adjusted for population. Rate is calculated as the number of adult felony arrests per 100,000 people of each race/ethnicity that are 18 years of age and older. To determine the number of adults of each race/ethnicity in Oakland, we took the population by race/ethnicity for all ages and multiplied by the percent of Oakland's population that is 18 and over (80.33%). This approach was necessary due to the lack of exact data available on the 18 and over population in Oakland by race/ethnicity.

Why is this important?
A felony is a serious crime that typically results in a prison sentence of over one year. Individuals arrested on felony charges are thus more likely to face longer sentences and be incarcerated in prison. National studies have shown that black individuals are more likely to

be detained while awaiting trial than white individuals. Black individuals are also more likely to be convicted and face longer prison sentences than white individuals.
(Source:http://www.slate.com/articles/news_and_politics/crime/2015/08/racial_disparities_in_the_criminal_justice_system_eight_charts_illustrating.html)

What did we find?
In Oakland, the adult felony arrest rate was highest among African Americans at 8,269.1 per 100,000 people. Latinos were second highest at 2,006.3 per 100,000 people. Whites were next at 638.3 per 100,000 people, and Asians had the lowest felony arrest rates at 580.6 per 100,000 people. An African American person was 14.24 times more likely and a Latino person 3.46 times more likely to be arrested for a felony than an Asian person in Oakland. An African American person was also 12.95 times more likely to be arrested for a felony than a White person.

Data:

Race/Ethnicity of Arrestee	Number of Adult Felony Arrests in 2017	Population in Oakland over 18 years old	Rate per 100,000 people
African American	6,442	77,905	8,269.1
Asian	315	54,251	580.6
Latino	1,769	88,172	2,006.3
White	596	93,368	638.3

Source: Felony arrest data from Oakland Police Department by request, 2017. Population data from American Community Survey, 1-year estimates, 2016.

Public Safety: Incarceration - Jail Incarceration
Ratio between the jail incarceration rates for African Americans and Asians/Other

Score: 1   **Ratio: 19.53**

What is measured?
Jail incarceration rates are measured by the number of incarcerated individuals in jail per 100,000 population aged 18-69. This Indicator is measured for Alameda County, and the most recently available data is from 2015.

Why is this important?

Individuals in jails may be incarcerated pre-trial or serving a sentence of less than one year. Even short-term sentences can have negative impacts on individuals, including higher risk of future involvement with the justice system and loss of employment. Families of incarcerated individuals can also be affected by legal costs, increased childcare needs, and loss of income. Disparities in jail incarceration rates reveal the differences in who is affected by minor charges and short-term confinement. (Source: http://www.arnoldfoundation.org/wp-content/uploads/2014/02/LJAF_Report_state-sentencing_FNL.pdf)

What did we find?

The jail incarceration rate was by far the highest for African Americans at 974.6 per 100,000 people, followed by Latinos at 257.9 per 100,000 people. Next highest was Whites at 113.3 per 100,000 people. The rate for Asians and other races and ethnicities was lowest at 49.9 per 100,000. The overall jail incarceration rate for Alameda County was 227.9 per 100.000. African Americans in Alameda County in 2015 were 19.53 times more likely than Asians/Other and 8.60 times more likely than Whites to be incarcerated in jails.

Data:
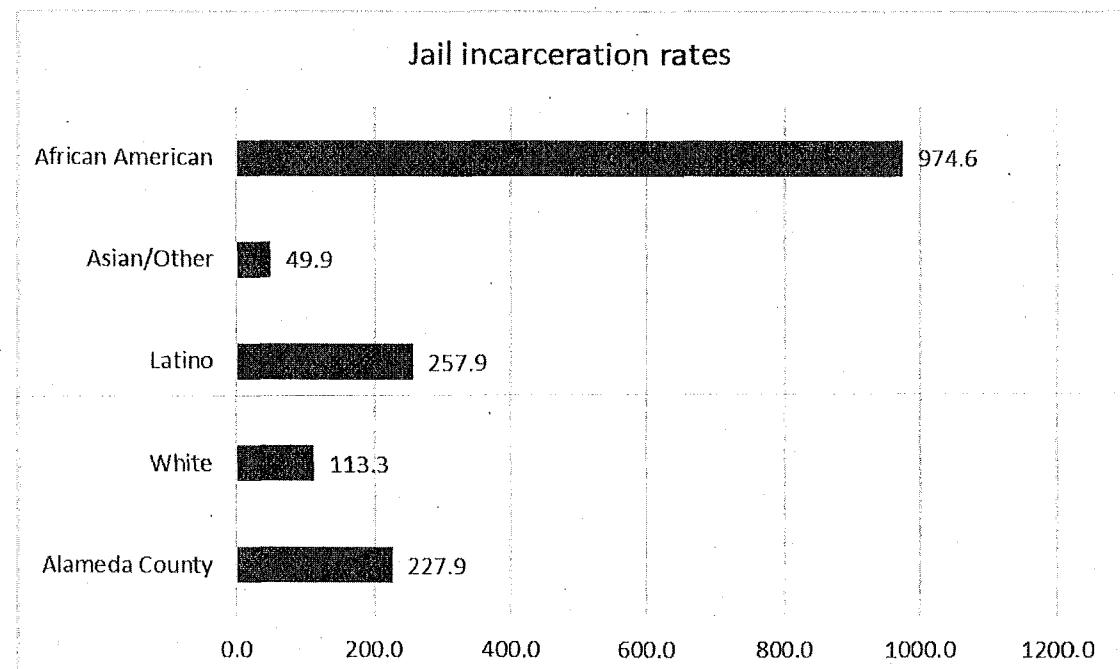
Source: California Sentencing Institute, Center on Juvenile and Criminal Justice, 2015, http://casi.cjcj.org/

Public Safety: Incarceration - Prison Incarceration
Ratio between the prison incarceration rates for African Americans and Asians/Other

Score: 1   **Ratio: 24.82**

What is measured?
Prison incarceration rates are measured by the number of incarcerated individuals in prison per 100,000 population aged 18-69. This Indicator is measured for Alameda County, and the most recently available data is from 2015.

Why is this important?
Individuals in prison experience the mental and physical toll of confinement, as well as strained relationships and family dynamics. In addition, there are collateral consequences for formerly incarcerated individuals after release, including poorer health outcomes, increased barriers to employment, and disenfranchisement. Disparities in prison incarceration rates show the disproportionate effect of prison on individuals, families, and communities of different racial and ethnic groups.

What did we find?
The prison incarceration rate for African Americans was by far the highest at 1,856.8 per 100,000 people. The Latino prison incarceration rate was a distant second at 251.5 per 100,000 people. Next came Whites at 92.1 per 100,000 people, while the rate for Asians and other races and ethnicities was 74.8 per 100,000 people. The prison incarceration rate for Alameda County was 332.1 per 100,000. African Americans were 24.82 times more likely to be incarcerated in prisons than Asians/Other and 20.16 times more likely than Whites.

Data:
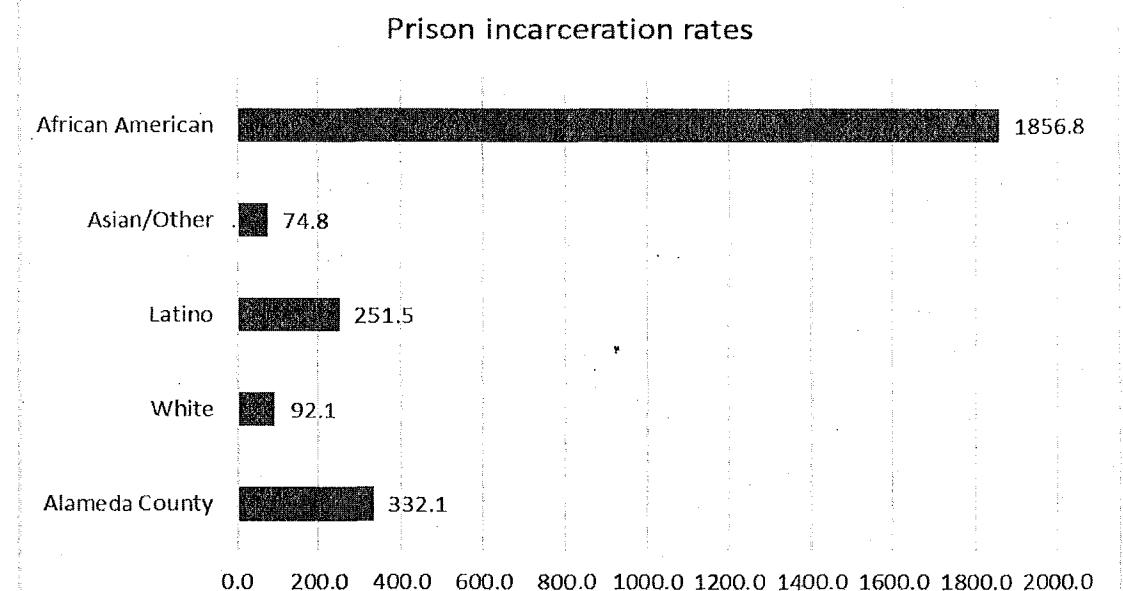
Prison incarceration rates

African American	1856.8
Asian/Other	74.8
Latino	251.5
White	92.1
Alameda County	332.1

0.0   200.0   400.0   600.0   800.0   1000.0   1200.0   1400.0   1600.0   1800.0   2000.0

Source: California Sentencing Institute, Center on Juvenile and Criminal Justice, 2015, http://casi.cjcj.org/

Topic 5.2: Law Enforcement
Topic Score: 18.3

The Law Enforcement Topic includes three Indicators that measure disparities in police response times, stops, and use of force. The first Indicator measures disparities in police response times between Area 5 and Areas 1/3. This is a placeholder for this year that we plan to replace with an analysis of response times by police beat which can be more closely related to the racial and ethnic demographics of each beat. The second Indicator measures disparities in discretionary stops between African Americans and Asians. The third Indicator measures disparities in use of force between African Americans and Whites.

Law Enforcement is the second highest scoring Topic in the Public Safety Theme with a Topic score of 18.3. The Indicator scores were highly variable with police response times scoring highest at 48, followed by discretionary stops at 6, and use of force getting the lowest score of 1. Though police response times bring up the average, this is still a Topic of stark disparities that warrant further investigation into root causes and solutions.

Public Safety: Law Enforcement - Police Response Times
Ratio between the median Priority 2 call response times for Area 5 and Area 1/3

Score: 48   **Ratio: 1.82**

What is measured?
This Indicator measures the median response times of calls for service that were routed to patrol. The measurement is broken down between Priority 1 and Priority 2 calls as well as by police area. Priority 1 Calls are defined as those that include potential danger for serious injury to persons, prevention of violent crimes, serious public hazards, felonies in progress with possible suspect on scene. Priority 2 Calls are defined as urgent but not an emergency situation, hazardous / sensitive matters, in-progress misdemeanors and crimes where quick response may facilitate apprehension of suspect(s). There are 5 police areas in Oakland each of which consist of a defined set of police beats and therefore cover a specific geographic part of Oakland. For more information and maps of areas, see here:
http://www2.oaklandnet.com/government/o/OPD/o/BFO/index.htm

Why is this important?

How long it takes for patrol to respond to a call will directly affect whether citizens feel well served and supported by OPD. It is therefore important to understand if there are inequities in these response times. In future years, we plan to update this Indicator to an analysis of response times by police beat, which can more directly be related to the demographics of citizens living in that beat and therefore say whether citizens of different races receive different levels of service in Oakland. However, response time data by police beat was not available at this time, so we used response times by area as a placeholder.

What did we find?
Priority 2 calls made up the majority of calls for service citywide (and within every area) and therefore affected a greater number of citizens than Priority 1 calls, so we focused our analysis there. The areas with the fastest median response times were Areas 1 and 3 at just about 50 minutes each. The slowest was Area 5 at 1 hour and 31 minutes. If you called for service in Area 5 (and it is a Priority 2 call), you waited 1.82 times longer than if you were calling from Area 1 or 3.

However, it is important to note that Area 5 had the fastest response time for Priority 1 calls, so the disparity goes in a different direction for the two different types of calls. When we replace this with data by beat next year, we may or may not find more consistent patterns across beats and racial/ethnic groups.

Data:

Police Area	Priority 1 Call Volume	Priority 1 Call Median Response Time	Priority 2 Call Volume	Priority 2 Call Median Response Time
Area 1	8,829	00:06:39	26,603	00:49:48
Area 2	6,409	00:08:11	24,153	01:06:09
Area 3	6,917	00:07:25	24,129	00:50:40
Area 4	7,803	00:07:53	24,297	01:21:59
Area 5	10,876	00:05:27	34,432	01:30:46
Citywide	41,032	00:07:47	133,623	01:08:04

Source: Oakland Police Department by request, 2017

Public Safety: Law Enforcement - Stops
Ratio between the rates of discretionary stops for African Americans and Asians

Score: 6   **Ratio: 8.60**

What is measured?
This Indicator measures the rate of discretionary stops per 1,000 people in Oakland by race/ethnicity. "In 2016 through 2017, officers were required to complete stop data forms after every discretionary detention or arrest, and discretionary encounters in which a search or request to search occurred. Discretionary stops and searches exclude detentions and arrests that occurred as the result of a dispatched call for service, a citizen request, or for stops occurring pursuant to search warrants." (Source: Oakland Police Department's 2016-2017 Stop Data Report)

Why is this important?
"There are profound impacts to local OPD-community relations and to OPD's mission when stops, stop outcomes, or conduct exhibited during stops are influenced, or are perceived to be influenced, by bias or racial and identity profiling." (Source: Oakland Police Department's 2016-2017 Stop Data Report) (For

more information on work OPD has done around racial disparities in stops, specifically traffic stops,
see: https://oakland.legistar.com/LegislationDetail.aspx?ID=3110280&GUID=12D3472A-B7D1-4B7D-8A80-2559AFF08DED)

What did we find?
We found that African Americans were by far the most likely to experience a discretionary stop with 197.8 out of every 1,000-people stopped in 2017 alone. Latinos were next most likely with a rate of 62.5 out of every 1,000. Whites and Asians were the least likely at rates of 24.1 and 23.0 respectively. African Americans were 8.60 times and Latinos 2.72 times more likely to be stopped than Asians.

OPD has been collecting data that can help investigate this disparity. The "2016-2017 Stop Data Report" includes data by race/ethnicity on reasons for stops, whether a search was conducted, and whether anything was recovered. One relevant finding is that probation and parole searches make up a disparately large proportion of searches of African Americans in comparison to other groups (37% as opposed to 23% for Whites, Table 7a-Search Types). This result demonstrates how this Indicator interacts with others (such as jail and prison incarceration) in distinct ways for African Americans.

Data:

Race/Ethnicity	Number of 2017 Stops	Population of Oakland	Rate per 1,000 people in Oakland
African American	19,185	96,981	197.8
Asian	1,553	67,535	23.0
Latino	6,855	109,762	62.5
White	2,805	116,230	24.1
Citywide	**31,528**	**419,987**	**75.1**

Source: Oakland Police Department, 2016-2017 Stop Data Report

Public Safety: Law Enforcement - Use of Force
Ratio between the rates of use of force on subjects for African Americans and Whites

Score: 1   **Ratio: 23.68**

What is measured?
This Indicator measures the rate of use of force on subjects per 100,000 people in Oakland by race/ethnicity. **Note:** There were 10 incidents of use of force that were on a crowd. For these incidents, the number and race/ethnicity of subjects were not available. Therefore, each was counted as one incident in the Citywide total. This will somewhat undercount the true total of people subjected to use of force and will potentially misrepresent the true racial and ethnic breakdown as well.

Why is this important?
Research has found that there are large disparities by race/ethnicity in who experiences use of force from police, that these disparities are not linked to crime rates in different communities, and that they span across many different cities and types of force used. (For more information, see: http://policingequity.org/study-reports-racial-disparities-regarding-police-use-force/, https://www.nytimes.com/2016/07/12/upshot/surprising-new-evidence-shows-bias-in-police-use-of-force-but-not-in-shootings.html?smid=pl-share)

What did we find?
African Americans were by far the most likely to experience use of force with a rate of 244.4 people per 100,000 in 2017. Latinos were a distant second at a rate of 70.2. Asians and Whites were the least likely to experience use of force at rates of 14.8 and 10.3 respectively. An African American person in Oakland was 23.68 times more likely than a White person to experience use of force in 2017.
(For more information on how OPD defines Use of Force and strategies employed to reduce incidents, see here: http://www2.oaklandnet.com/government/o/OPD/a/data/useofforce/index.htm)

Data:

Race/Ethnicity	Number of use of force subjects	Population of Oakland	Rate per 100,000 people in Oakland
African American	237	96,981	244.4
Asian	10	67,535	14.8
Latino	77	109,762	70.2
White	12	116,230	10.3
Citywide	353	419,987	84.1

Source: Use of force data from Oakland Police Department by request, 2017. Population data from American Community Survey, 1-year estimates, 2016.

Topic 5.3: Staffing
Topic Score: 48.3

The Staffing Topic includes three Indicators that measure racial and ethnic disparities in OPD sworn staff representation, attrition from academy, and attrition from field training. The first Indicator measures disparities in how well OPD sworn staff represent the demographics of Oakland, specifically between Whites and African Americans. The second Indicator measures disparities in attrition from academy between African Americans and Whites. The third Indicator measures disparities in attrition from field training between Latinos/Asians and Whites.

Staffing is the highest scoring Topic in the Public Safety Theme with a Topic score of 48.3. The Indicator scores were somewhat variable but all higher than the norm in this Theme. Attrition from academy scored highest at 63, followed by representation of Oakland at 45, and attrition from field training scored lowest at 37. Though these scores may be higher than most others in Public Safety, there is still substantial room for improvement. Given that staffing is also an area in which the City can employ direct strategies for change, it merits further investigation and concrete next steps.

Public Safety: Staffing - Representation
Ratio between the rates of sworn staff of the same race/ethnicity for Whites and African Americans

Score: 45   **Ratio: 1.89**

What is measured?
This Indicator measures the rate of sworn staff in OPD per 100,000 people of the same race/ethnicity in Oakland, in other words how representative are the sworn staff of the Oakland population? Numbers of sworn staff are as of February 28, 2018.

Why is this important?
Though research on the topic is limited and mixed, we believe that having sworn staff that reflect the diversity of our community is important. It would grow trust and improve relations between OPD and Oaklanders and hopefully ensure fair treatment for all residents. A lack of representation is also a call for further investigation and concern from the perspective of equity in recruitment and hiring. (For more information see: http://www.governing.com/topics/public-justice-safety/gov-police-department-diversity.html,https://www.washingtonpost.com/news/storyline/wp/2014/08/22/do-diverse-police-forces-treat-their-communities-more-fairly-than-all-white-ones-like-fergusons/?utm_term=.c6e4896273ab)

What did we find?
Citywide there were 733 sworn staff which equals 174.5 sworn staff for every 100,000 people in Oakland. For any given race/ethnicity: if their rate was lower than 174.5, that means they were underrepresented or if it was higher than 174.5, that means they were overrepresented among sworn staff. We found that White people were greatly overrepresented with a rate of 246.1 White sworn staff per 100,000 White people in Oakland. African Americans were the least well represented with only 129.9 African American sworn staff per 100,000 African American people in Oakland. Asians were next least well represented at a rate of 143.6 and Latinos were also slightly underrepresented with a rate of 164.9. The White community in Oakland had 1.89 times as many sworn staff of their own race/ethnicity as African Americans did in Oakland.

Data:

Race/Ethnicity	Number of Sworn Staff	Population of Oakland	Rate of Sworn Staff per 100,000 people in Oakland
African American	126	96,981	129.9
Asian	97	67,535	143.6
Latino	181	109,762	164.9
White	286	116,230	246.1
Citywide	**733**	**419,987**	**174.5**

Source: Sworn staff demographics from Oakland Police Department Monthly Staffing Report (dated April 4, 2018, with data as of February 28, 2018,). Population data from American Community Survey, 1-year estimates, 2016.

Public Safety: Staffing - Attrition from Academy
Ratio between the rates of attrition from academy for African Americans and Whites

Score: 63 **Ratio: 1.46**

What is measured?
This Indicator measures the attrition rate by race/ethnicity of police officers from the Oakland Police Department's Academies over the past 3 years (since the start of 2015). This includes the last six OPD academies (172nd-177th) as well as lateral academies and SFPD-managed academies.

Why is this important?
All non-White groups are underrepresented among OPD sworn staff (see Representation Indicator for more information). There could be many reasons for this underrepresentation, but it is important to look critically at the phases of recruitment, hiring, and training to understand how to improve the diversity of OPD. Academy and Field Training are two important phases in becoming an OPD officer, so we examined both (across two Indicators) to see what patterns emerged in attrition across racial and ethnic groups. However, it is important to note that attrition from either phase is not necessarily bad (no one benefits from ill-prepared people moving on to the next phase).

What did we find?

Over the past 3 years, Latinos had the lowest attrition from academy at only 34.8%, with Whites slightly higher at 37.6%. Asians were slightly higher still at 40.0%. African Americans had the highest attrition from academy at 54.8% not completing. Though Latinos had the lowest attrition rates, this Indicator is scored between African Americans and Whites because White officers were the only overrepresented racial or ethnic group among OPD sworn staff (see Representation Indicator for more information). African Americans were 1.46 times more likely than White officers to not complete academy.

Data:

Race/Ethnicity	Began Academy	Completed Academy	Did Not Complete Academy	Attrition Rate
African American	62	28	34	54.8%
Asian	55	33	22	40.0%
Latino	89	58	31	34.8%
White	85	53	32	37.6%
Other	23	22	1	4.3%
Total	**314**	**194**	**120**	**38.2%**

Source: Oakland Police Department Monthly Staffing Reports. Ending numbers were found in Table 5b from the report dated April 4, 2018, with data as of February 28, 2018, starting demographics were collected and aggregated from older staffing reports (2015 to present) and from data supplied by request from OPD.

Public Safety: Staffing - Attrition from Field Training

Ratio between the rates of attrition from field training for Latinos/Asians and Whites

Score: 37   **Ratio: 2.56**

What is measured?

This Indicator measures the attrition rate by race/ethnicity of police officers from the Oakland Police Department's Field Training Program over the past 3 years (since the start of 2015). This includes the last five OPD academies (172nd-176th) as well as lateral academies and SFPD-managed academies. Officers are released from the program for different reasons ranging from termination, resignation, and/or failing to meet the performance dimensions required by the Field Training Program and the POST approved guidelines.

Why is this important?

All non-White groups are underrepresented among OPD sworn staff (see Representation Indicator for more information). There could be many reasons for this under representation, but it is important to look critically at the phases of recruitment, hiring, and training to understand how to improve the diversity of OPD. Academy and Field Training are two important phases in becoming an OPD officer, so we examined both (across two Indicators) to see what patterns emerged in attrition across racial and ethnic groups. However, it is important to note that attrition from either phase is not necessarily bad (no one benefits from ill-prepared people moving on to the next phase).

What did we find?

Over the past 3 years, White officers had the lowest attrition from field training at only 8.0% not completing. African American officers were almost double that rate at 15.4%. Latino and Asian officers had the highest attrition rate from field training at 20.5% each. Latino and Asian officers were 2.56 times more likely than White officers to not complete field training. This is a different pattern across racial/ethnic groups than attrition from academy (see previous Indicator), and they both warrant further investigation into root causes and potential solutions.

Data:

Race/Ethnicity	Began Field Training	Completed Field Training	Did Not Complete Field Training	Attrition Rate
African American	26	22	4	15.4%
Asian	44	35	9	20.5%
Latino	44	35	9	20.5%
White	50	46	4	8.0%
Other	19	15	4	21.1%
Total	**183**	**153**	**30**	**16.4%**

Source: Oakland Police Department Monthly Staffing Report (Table 12b from the report dated April 4, 2018, with data as of February 28, 2018,).

Topic 5.4: Community Stressors
Topic Score: 1.7

The Community Stressors Topic includes three Indicators that measure racial and ethnic disparities in domestic violence, homicides, and juvenile felony arrests. The first Indicator measures disparities in domestic violence victimization between African Americans and Asians. The second Indicator measures disparities in homicides between African Americans and Asians. The third Indicator measures disparities in juvenile felony arrests between African Americans and Whites.

Community Stressors is the second lowest scoring Topic in the Public Safety Theme and in the entire report with a Topic score of 1.7. The Indicator scores were all similar and extremely low. Domestic violence scored highest at 3 followed by homicides and juvenile felony arrests both scoring a 1. This is an area of extreme disparity.

Public Safety: Community Stressors - Domestic Violence
Ratio between the rates of domestic violence victimization for African Americans and Asians

Score: 3   **Ratio: 9.45**

What is measured?
This indicator measures the rate of domestic violence victimization in Oakland by race/ethnicity. Rate is calculated as the number of domestic violence incidents per 100,000 people of the same race/ethnicity (of any age).

Why is this important?
Domestic violence has serious negative effects on the lives of the victims (predominantly women and children). These effects range from the physical to emotional, can be long lasting even after the abuse stops, and impact every part of a victim's life. (For more information, see here: https://www.healthyplace.com/abuse/domestic-violence/effects-of-domestic-violence-domestic-abuse-on-women-and-children/)

What did we find?
In Oakland, the domestic violence victimization rate among African Americans was 2,111.8 per 100,000, compared to 835.4 among Latinos, 321.8 among Whites, and 223.6 among Asians. An African American person was 9.45 times more likely to be a victim of domestic violence than an Asian person and 6.56 times more likely than a White person. A Latino person was 3.74 times more likely to be the victim of domestic violence than an Asian person and 2.60 times more likely than a White person. It is important to note, however, that domestic violence is generally under-reported to police, so we cannot be sure that the data we have here reflects the true rate of incidents for people of different races.

Data:

Race/Ethnicity of Victim	Number of Victims in 2017	Population in Oakland (all ages)	Rate per 100,000 people
African American	2,048	96,981	2,111.8
Asian	151	67,535	223.6
Latino	917	109,762	835.4
White	374	116,230	321.8

Source: Domestic violence data from Oakland Police Department by request, 2017. Population data from American Community Survey, 1-year estimates, 2016.

Public Safety: Community Stressors - Homicides
Ratio between the rates of homicides for African Americans and Asians

Score: 1   **Ratio: 37.62**

What is measured?
This Indicator measures the rate of homicides in Oakland by race/ethnicity. Rate is calculated as the number of homicides per 100,000 people of the same race/ethnicity (of any age).

Why is this important?
Homicides have a devastating effect that extends beyond just the victim to the victim's family, friends, and broader community. It is important to understand how these effects are distributed among different racial/ethnic groups in Oakland.

What did we find?
African Americans had the highest rate of homicides at 55.7 per 100,000 people in Oakland. The homicide rate for Latinos was next but much lower at 10.9 homicides per 100,000 people. The rate for Whites was 3.4 homicides per 100,000 people and the rate for Asians was the lowest of all at 1.5 homicides per 100,000 people. Because Asians had the lowest rate, this Indicator was scored between African Americans and Asians, but given the extreme disparities the score would still have been 1 had the ratio been between African Americans and Whites.

In Oakland in 2017, an African American person was 37.62 times more likely to be a homicide victim than an Asian person and 16.19 times more likely than a White person.

Data:

Race/Ethnicity of Victim	Number of Homicides in 2017	Population in Oakland (all ages)	Rate per 100,000 people
African American	54	96,981	55.7
Asian	1	67,535	1.5
Latino	12	109,762	10.9
White	4	116,230	3.4

Source: Homicide data from Oakland Police Department by request, 2017. Population data from American Community Survey, 1-year estimates, 2016.

Public Safety: Community Stressors - Juvenile Felony Arrests
Ratio between the juvenile felony arrest rates for African Americans and Whites

Score: 1   **Ratio: 112.63**

What is measured?
This Indicator measures the rate of felony arrests of juveniles by race/ethnicity adjusted for population. This Indicator is measured for Oakland. Rate is calculated as the number of juvenile felony arrests per 100,000 people of each race/ethnicity that are under 18 years of age. To determine the number of juveniles of each race/ethnicity in Oakland, we took the population by race/ethnicity for all ages and multiplied by the percent of Oakland's population that is under 18 (19.67%). This approach was necessary due to the lack of exact data available on the under 18 population in Oakland by race/ethnicity.

Why is this important?
A felony is a serious crime that typically results in a prison sentence of over one year. For young people under age 18, a felony is punishable by a sentence to a Youth Authority facility or adult prison. Young people sentenced to adult prison are more likely to be re-arrested and incarcerated as adults than the general population.
(Source: https://www.cdc.gov/mmwr/pdf/rr/rr5609.pdf)

What did we find?

The juvenile felony arrest rate among African Americans was 1,971.0 per 100,000, compared to 370.5 among Latinos, 30.1 among Asians, and 17.5 among Whites. It should be noted that the actual number of felony arrests for White and Asian juveniles was very low (4 each). An African American juvenile was 112.63 times more likely to be arrested on felony charges than a White juvenile in Oakland in 2017, which is a truly staggering disparity and by far the most extreme of any Indicator in this entire report.

Data:

Race/Ethnicity of Arrestee	Number of Arrests in 2017	Population in Oakland under 18 years old	Rate per 100,000 people
African American	376	19,076	1,971.0
Asian	4	13,284	30.1
Latino	80	21,590	370.5
White	4	22,862	17.5

Source: Felony arrest data from Oakland Police Department by request, 2017. Population data from American Community Survey, 1-year estimates, 2016.

Theme 6

Neighborhood and Civic Life

IN THIS SECTION:

Built Environment
- Pedestrian Safety
- Soft Story Buildings
- Long-term Residential Vacancy

Civic Engagement
- Adopt a Drain
- Voter Turnout
- Equal Access Accommodations

Environmental Health
- Park Quality
- Abandoned Trash
- Pollution Burden

Transportation and Infrastructure
- Access to a Car
- Bus Frequency
- Curb Ramps

Theme 6: Neighborhood and Civic Life
Theme Score: 50.6

For a city to thrive, it is essential that neighborhoods are safe and accessible, and that residents have the opportunity to access city services and hold the city government accountable. Oakland residents face disparities based on where they live in the city, with majority non-White neighborhoods faring worse than majority White neighborhoods. Neighborhood differences rooted in historical segregation result in disparate outcomes for people of color, especially African American and Latino residents.

Neighborhood and Civic Life scored the highest, indicating the most equity, compared to the other Themes in the Oakland Equity Indicators framework. The 12 Indicators within the Neighborhood and Civic Life Theme examine inequities faced by racial and ethnic minorities across four Topic areas: Built Environment, Civic Engagement, Environmental Health, and Transportation and Infrastructure.

The lowest scoring Topic was Built Environment (33.3), followed by Environmental Health (46.7) and Transportation and Infrastructure (47.3). Civic Engagement scored the highest at 75.0.

Topics and Indicators within this Theme:

Topics	Scores	Indicators	Scores
Built Environment	**33.3**	Pedestrian Safety	1
		Soft Story Buildings	67
		Long-term Residential Vacancy	32
Civic Engagement	**75.0**	Adopt a Drain	80
		Voter Turnout	45
		Equal Access Accommodations	100
Environmental Health	**46.7**	Park Quality	57
		Abandoned Trash	28
		Pollution Burden	55
Transportation and Infrastructure	**47.3**	Access to a Car	33
		Bus Frequency	60
		Curb Ramps	49

Topic 6.1: Built Environment
Topic Score: 33.3

The Built Environment Topic includes three Indicators that measure the safety, resilience, and quality of Oakland neighborhoods. All three of these Indicators measure geographic disparities based on the majority race/ethnicity of census tracts. The first Indicator in this Topic measures disparities in the location of streets where there have been a high number of pedestrian injuries. The second Indicator measures disparities in the location of soft story buildings, which are prone to collapse in the event of an earthquake. The third Indicator measures disparities in the location of residential addresses that have been vacant for two years or more.

Built Environment was the lowest scoring Topic in the Neighborhood and Civic Life Theme, with a Topic score of 33.3. This low score was partially due to the pedestrian safety Indicator, which received the lowest possible score of 1. The soft story buildings Indicator received the highest score in this Topic (67), and the score for long-term residential vacancy fell in the middle (32).

Neighborhood and Civic Life: Built Environment - Pedestrian Safety

Ratio between the percents of streets in the High Injury Network in majority Asian and majority White census tracts

Score: 1   **Ratio: 13.16**

What is measured?
This Indicator measures the percent of streets that are in the High Injury Network for pedestrians over the five year period 2012-2016. This subset of the High Injury Network includes streets with the highest concentration of severe and fatal pedestrian injuries. The Indicator takes into account the length of each street segment in both the High Injury Network and the overall street network.

Why is this important?
Pedestrian safety is a priority because over 100 Oaklanders are severely injured and 30 Oaklanders are killed in traffic in the average year, and pedestrians make up approximately one-third of those injuries. The High Injury Network allows Oakland to target traffic calming

and other interventions proven to reduce severe and fatal crashes where they are currently concentrated. It also allows Oakland to identify and prioritize inequitable outcomes from preventable traffic crashes.

What did we find?

We found that majority Asian census tracts had the highest percent of streets in the High Injury Network for pedestrians (30.0%), while majority Latino census tracts had the second highest percent (11.4%). Majority White census tracts had the lowest percent of High Injury Network streets (2.3%), and 5.6% of streets in majority African American census tracts were in the High Injury Network. The percent for non-White/mixed census tracts (6.5%) was similar to the percent of all streets citywide (6.1%). The percent of streets with pedestrian safety concerns in majority Asian census tracts was 13.16 times the percent in majority White census tracts.

Data:

Percent of streets that are in the High Injury Network

Category	Percent
African American	5.6%
Asian	30.0%
Latino	11.4%
White	2.3%
Non-White/Mixed	6.5%
Oakland	6.1%
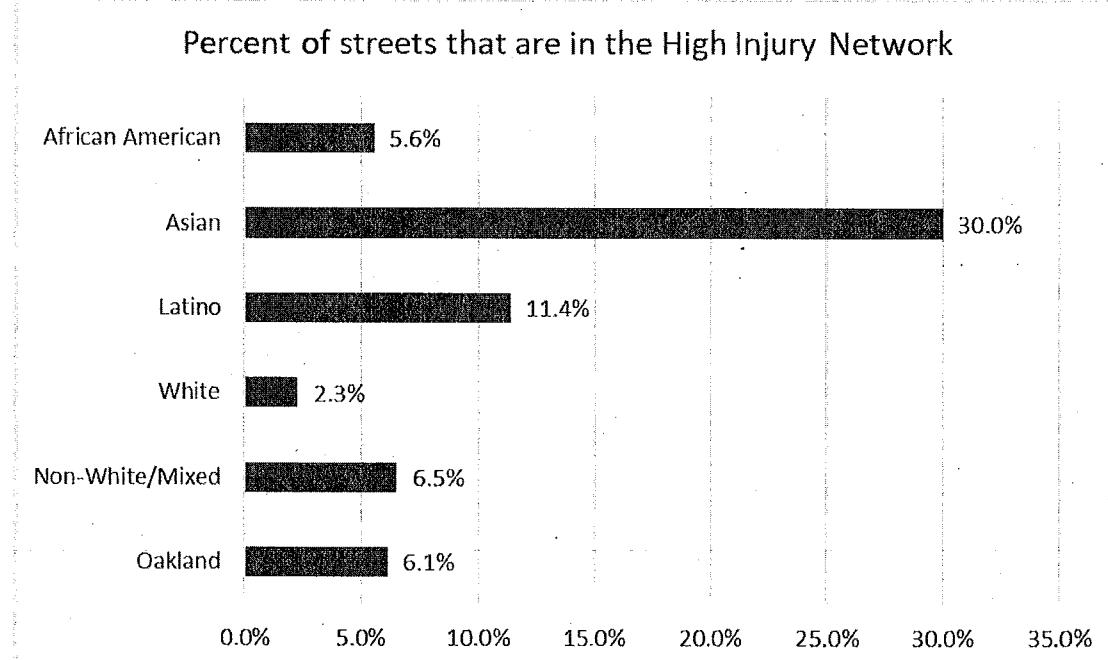
Source: Oakland Vision Zero Team by request, 2012-2016; American Community Survey, 5-year estimates, 2012-2016

Neighborhood and Civic Life: Built Environment - Soft Story Buildings
Ratio between the percents of residential parcels that are soft story in majority non-White/mixed and majority White census tracts

Score: 67   **Ratio: 1.37**

What is measured?
This Indicator measures the residential parcels that required a Level 1 or Level 2 evaluation of the group floor for a soft-story retrofit. Potential soft story buildings were identified through a 2008 screening of buildings permitted for construction before January 1, 1991, with parking or commercial on the ground floor, with five or more residential units, without previous soft story retrofits, and at least two stories. Some of these buildings were marked exempt or had incomplete evaluations, so this Indicator only measures those that were officially identified as soft story in 2014. In future years, we hope to measure the percent of identified soft story buildings that have been retrofitted.

Why is this important?
Soft story buildings are "multi-unit, wood-frame, residential buildings with a first story that lacks adequate strength or stiffness to prevent leaning or collapse in an earthquake." They are dangerous for building tenants and neighborhoods, and they pose challenges to the recovery of the City and region in the event of an earthquake. (Source: http://softstory.openoakland.org/)

What did we find?
Non-White/mixed census tracts were the most likely to have soft story buildings on their residential parcels (0.85%), followed by majority White census tracts (0.62%). Due to the fact that only certain types of buildings can be designated as soft story, and that these types of buildings are concentrated in certain areas of Oakland, we chose non-White/mixed and White as the comparison groups for this indicator. Majority African American census tracts (0.22%) and majority Latino census tracts (0.27%) had much lower percents of parcels with soft story buildings, while the two majority Asian census tracts had no soft story buildings. The percent of residential parcels that are soft story in majority non-White/mixed census tracts was 1.37 times the percent in White census tracts.

Data:

Percent of residential parcels that are soft story by majority race/ethnicity of census tracts
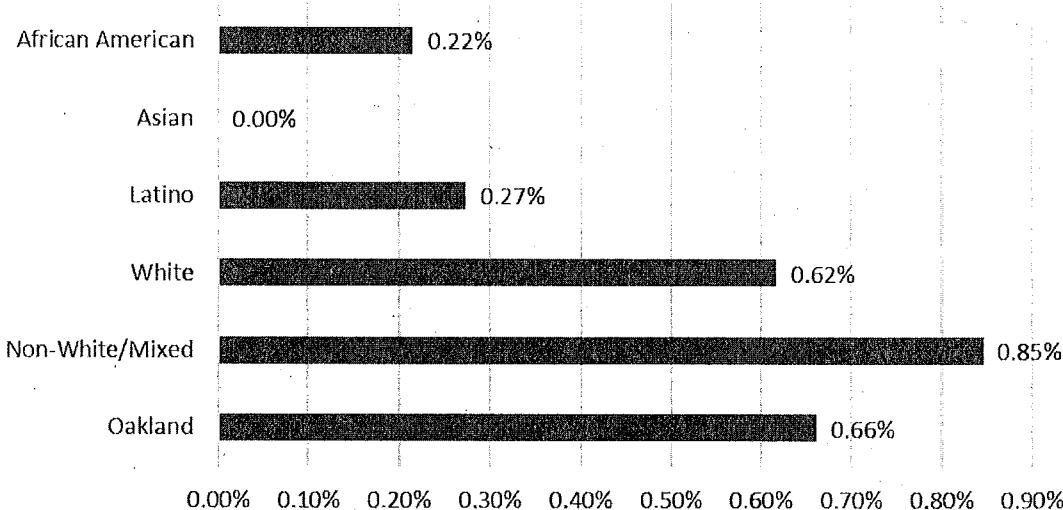
Source: OpenOakland, 2014, http://softstory.openoakland.org/; American Community Survey, 5-year estimates, 2012-2016

Neighborhood and Civic Life: Built Environment - Long-term Residential Vacancy

Ratio between the percents of residential addresses that have been vacant for 24 months or more in majority African American and majority Latino census tracts

Score: 32   **Ratio: 3.21**

What is measured?
This Indicator measures the percent of residential addresses that have been identified as "vacant" by the United States Postal Service (USPS) for at least two years. Data is collected and aggregated at the census tract level by the USPS on a quarterly basis.

Why is this important?
Residential addresses can be vacant at any point in time for a variety of reasons, including new construction, renovation, and tenant turnover. Addresses that remain vacant for two years or more, however, are indicative of a more chronic condition that may be more difficult to address. High levels of long-term vacancy can have a negative impact on the safety and quality of neighborhoods, and can contribute to neighborhood blight.

What did we find?

Long-term residential vacancy was highest in majority African American census tracts (0.88%), followed by majority Asian census tracts (0.66%). Majority Latino census tracts had the lowest long-term residential vacancy (0.27%), followed closely by majority White census tracts (0.39%). Citywide, 0.47% of residential addresses in Oakland had been vacant for at least two years. The percent of vacant addresses in majority African American census tracts was 3.21 times the percent in majority Latino census tracts.

Data:
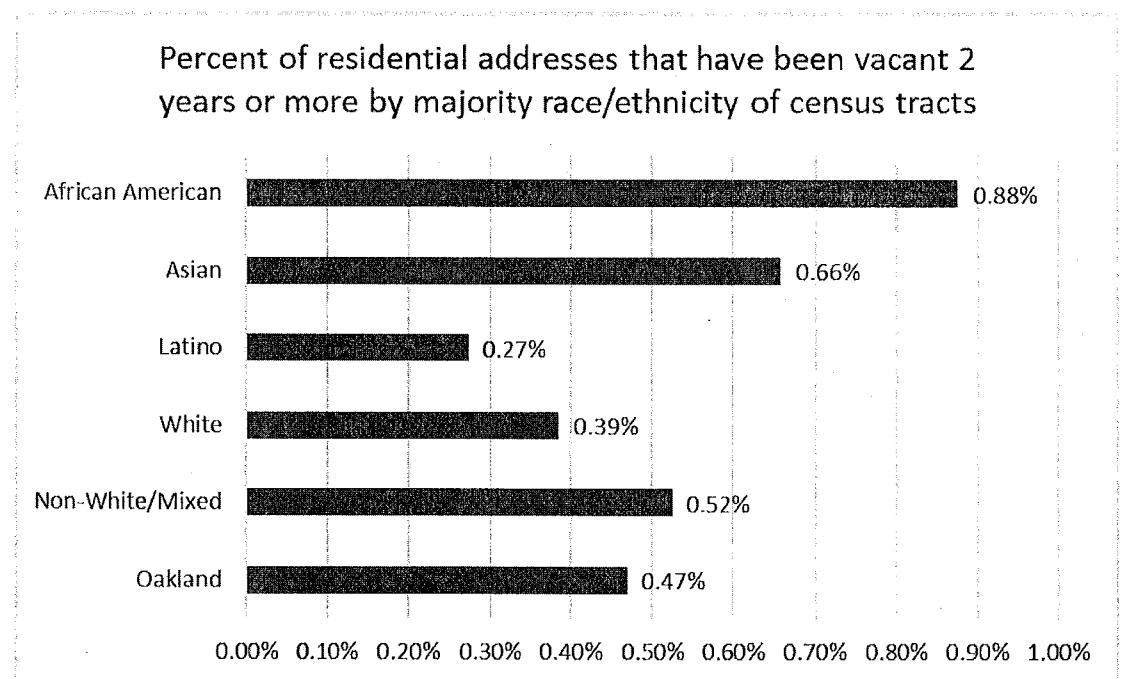
Percent of residential addresses that have been vacant 2 years or more by majority race/ethnicity of census tracts

Category	Percent
African American	0.88%
Asian	0.66%
Latino	0.27%
White	0.39%
Non-White/Mixed	0.52%
Oakland	0.47%

Source: U.S. Department of Housing and Urban Development Aggregated USPS Administrative Data on Address Vacancies, Quarter 3 ending September 30, 2017, https://www.huduser.gov/portal/datasets/usps.html; American Community Survey, 5-year estimates, 2012-2016

Topic 6.2: Civic Engagement
Topic Score: 75.0

The Civic Engagement Topic measures three different aspects of an engaged community working to improve conditions and collectively shape the future of Oakland. The first Indicator compares the percents of drains that have been adopted in majority Asian and majority White census tracts through the Adopt a Drain program. The second Indicator compares voter turnout rates among residents in Council District 7 and Council District 1. Finally, the third Indicator compares the percent of the population that is Spanish-speaking with limited English

proficiency (LEP) and the percent of city public contact position (PCP) employees that are bilingual in Spanish and English to ensure that LEP status does not inhibit access to city services.

With an overall Topic score of 75.0, Civic Engagement is the highest scoring Topic in the Neighborhood and Civic Life Theme and the whole framework. However, the Indicators within the Topic exhibit a wide range of scores. The first Indicator, Adopt a Drain, scored relatively high at 80. The second Indicator, voter turnout, scored the lowest, at 45. The third Indicator, Equal Access Accommodations, received a perfect score of 100, indicating that the City met the requirements for bilingual PCP employees.

Neighborhood and Civic Life: Civic Engagement - Adopt a Drain
Ratio between the percents of drains that have not been adopted in majority Asian and majority White census tracts

Score: 80   **Ratio: 1.12**

What is measured?
This Indicator measures the percent of storm drains that have not been adopted through Oakland's Adopt a Drain Program. Through this program, volunteers help to clean storm drain inlets throughout the city. This Indicator measures disparities in program participation by the majority race/ethnicity of census tracts.

Why is this important?
Adopting a drain can have a number of positive impacts on a neighborhood, including pollution cleanup and storm water management. Adopting a drain is one way to demonstrate civic engagement through volunteerism. Participating in this program can help to strengthen communities and bring neighbors together. One of the goals of the Adopt a Drain program is to promote cleaner, healthier, and more sustainable neighborhoods. Measuring program participation by census tract illuminates neighborhood disparities. These disparities may point to differences in civic engagement, but they may also be due to differences in the need for drains to be adopted (i.e., the quality of drains and the risk of flooding in different neighborhoods).

What did we find?

Majority White census tracts had the lowest percent of drains that were not adopted (87.1%), while majority Asian census tracts had the highest percent (97.5%). Majority African American and majority Latino census tracts fell in the middle (94.8% and 96.3%, respectively), but both percents were low compared to the percent in majority White census tracts. The percent of drains that were not adopted in non-White, mixed census tracts (90.8%) was similar to the citywide percent (91.0%). The percent of drains that have not been adopted in majority Asian census tracts was 1.12 times the percent in majority White census tracts.

Data:

Percent of drains that have not been adopted by majority race/ethnicity of census tracts

Category	Percent
African American	94.8%
Asian	97.5%
Latino	96.3%
White	87.1%
Non-White/Mixed	90.8%
Oakland	91.0%

0.0% 10.0% 20.0% 30.0% 40.0% 50.0% 60.0% 70.0% 80.0% 90.0% 100.0%
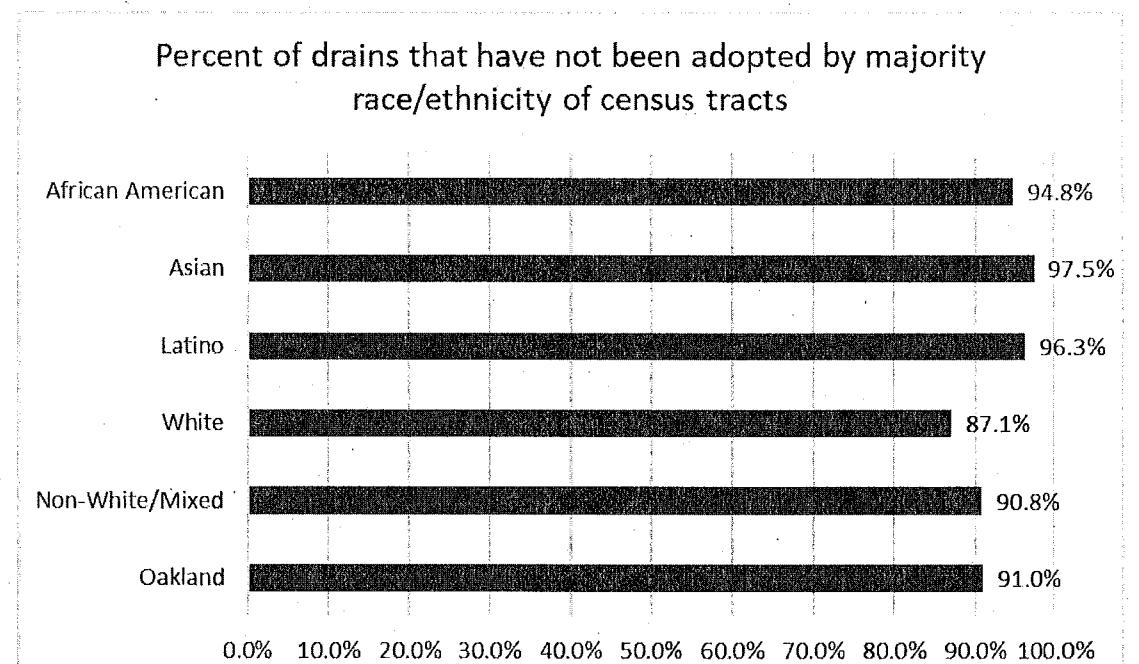
Source: Oakland Environmental Services Division by request, as of February 2018; American Community Survey, 5-year estimates, 2012-2016.

Neighborhood and Civic Life: Civic Engagement - Voter Turnout
Ratio between the percents of registered voters who did not vote in the 2016 general election in Council Districts 7 and 1

Score: 45   **Ratio: 1.89**

What is measured?

Voter turnout is measured by the percent of registered voters that voted in the 2016 general election. This Indicator measures geographic disparities by City Council District. For a map of the City Council Districts, see here:

http://www2.oaklandnet.com/oakca1/groups/ceda/documents/image/oak044524.pdf.

Why is this important?

Voter turnout is a direct measure of engagement with the political system. Alameda County had higher voter turnout rates than the national average, but the United States lags far behind other democratic countries. Registered voters cite various reasons for not voting, including dislike of candidates or the issues they campaign for, feeling that their vote doesn't matter, and being too busy. Other research has cited the complexity of the voting process as a reason for low voter turnout. (Sources: https://oaklandnorth.net/2016/11/16/voter-turnout-in-alameda-county-beats-the-national-rate-as-groups-push-local-measures/, http://www.pewresearch.org/fact-tank/2017/06/01/dislike-of-candidates-or-campaign-issues-was-most-common-reason-for-not-voting-in-2016/, https://www.pbs.org/newshour/politics/voter-turnout-united-states.)

What did we find?

The percent of registered voters who did not vote in the 2016 general election was highest in District 7 (34.8%) and was lowest in District 1 (18.5%). The other four districts fell in the middle: 31.5% of registered voters in District 5, 31.1% in District 6, 28.8% in District 3, and 25.5% in District 2 did not vote in the 2016 general election. Citywide, 26.2% of registered voters did not vote. The percent of registered voters in Council District 7 who did not vote in the 2016 election was 1.89 times the percent in Council District 1.

Data:

Percent of registered voters who did not vote in the 2016 general election by Council District
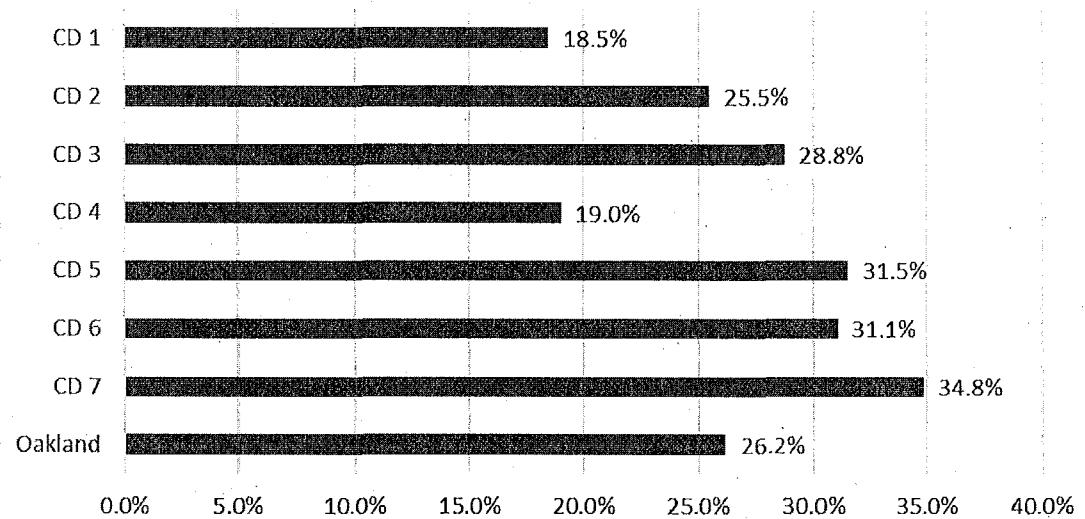
Source: Alameda County Registrar of Voters, 2016, https://data.acgov.org/Voting/Alameda-County-Voter-Precincts/q6ek-ybkr/data

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Neighborhood and Civic Life: Civic Engagement - Equal Access Accommodations

Ratio between the percent of the population that is Spanish-speaking with limited English proficiency (LEP) and the percent of City public contact position (PCP) employees who are bilingual in Spanish/English

Score: 100   **Ratio: 0.75**

What is measured?
The equal access accommodations Indicator is measured by comparing the percent of public contact position (PCP) employees who speak Spanish to the percent of Spanish speakers who have limited English proficiency (LEP) citywide. The Equal Access to Services Ordinance includes a requirement for City departments to offer bilingual services based on citywide demographics. In FY2016-2017, the two languages required by the ordinance were Spanish and Chinese. We chose to measure Spanish-speaking PCP employees for this Indicator because Spanish speakers comprise a larger proportion of the population.

Why is this important?
Equal access accommodations help to ensure that all city residents have access to public services, regardless of language differences. Bilingual public-facing employees help bridge the language gap for individuals who have LEP or who are more comfortable speaking languages other than English. Having bilingual employees on staff helps city agencies deliver services in an equitable and culturally competent matter.

What did we find?
In FY2016-2017, 15.8% of PCP employees were bilingual in Spanish and English, compared to 11.8% of the general population who spoke Spanish and had LEP. The City, therefore, met and exceeded the minimum requirement for bilingual Spanish speakers. The result was similar for Chinese: 6.0% of PCP employees were bilingual in Chinese and English while 5.1% of the general population spoke Chinese and had LEP. The percent of the city population that was Spanish-speaking with LEP was 0.75 times the percent of bilingual PCP employees, meaning that the number of bilingual PCP employees was more than proportional to the LEP Spanish-speaking population. It should be noted that while this Indicator received a score of 100, there is still room for improvement. Bilingual employees in Spanish and Chinese did not match the percents of the population who spoke those languages overall (22.3% and 6.9%, respectively), including both those with LEP and those without LEP. As Oakland's population changes over time, the City may need to adjust the minimum requirements for bilingual employees to meet the language needs of all Oaklanders.

Data:

Percent of public contact position (PCP) employees and Oakland population that are Spanish and Chinese speakers

Category	Percent
Bilingual PCP Spanish	15.8%
Speaks Spanish with limited English	11.8%
Speaks Spanish - Total	22.3%
Bilingual PCP Chinese	6.0%
Speaks Chinese with limited English	5.1%
Speaks Chinese - Total	6.9%

Source: Equal Access to Services Annual Compliance Report, FY2016-2017,
https://oakland.legistar.com/LegislationDetail.aspx?ID=3152572&GUID=5FF4C646-DD03-41BE-A64A-
C84153CE7964&Options=&Search=

Topic 6.3: Environmental Health
Topic Score: 46.7

A safe, clean, and healthy environment is a key component of neighborhood quality. The three Indicators in this Topic explored different attributes of neighborhoods that have an impact on resident health. The first Indicator compared park quality in Council District 1 and Council District 7. The second Indicator compared the rates of service request for illegal dumping in majority Latino and majority White census tracts. The third Indicator compared the pollution burden score in majority Asian and majority White census tracts.

Environmental Health scored 46.7, and the individual Indicators showed notable room for improvement. Park quality, the first Indicator, scored the highest in the Topic at just 57. The second Indicator, abandoned trash, scored the lowest in the Topic at 28. The third Indicator, pollution burden, received a score of 55, revealing geographic disparities in different areas of the city.

Neighborhood and Civic Life: Environmental Health - Park Quality
Ratio between the average overall park rating scores in Council District 1 and Council District 7

Score: 57   **Ratio: 1.59**

What is measured?
This Indicator measures overall ratings for Oakland parks and compares average scores by City Council District. The overall ratings were based on an annual survey that assigned parks letter grades (A through F), which corresponded to scores (A=4, B=3, C=2, D=1 and F=0). In addition to Council District scores, the scores for parks surrounding Lake Merritt were reported as an average Lakeside score. The survey also included questions about greenery, amenities, recreation areas, and homeless encampments. For a map of the City Council Districts, see here: http://www2.oaklandnet.com/oakca1/groups/ceda/documents/image/oak044524.pdf.

Why is this important?
Parks provide environmental, recreational, and aesthetic benefits to neighborhoods. They reduce urban heat island effects, contribute to cleaner air, and collect stormwater. They also provide spaces for physical activity and for neighbors to gather. While access to parks is a common Indicator of both neighborhood and civic life, the quality of those parks is also important. Park quality affects how much parks are used and how beneficial they are to the surrounding community.

What did we find?
Council District 1 received the highest score of 2.9 (C+), while Council District 7 received the lowest score of 1.8 (D+). These scores differed from the citywide average of 2.5 (C). The annual list of Parks in Jeopardy (parks that received an F rating) included parks in all Council Districts except Districts 1 and 6. The data source analyzed Lakeside Park separately, and it received a relatively high score of 3.0 (B). The average overall park rating in Council District 1 was 1.59 times the rating in Council District 7.

Data:

Overall park quality by Council District

District	Score
CD 1	2.9
CD 2	2.4
CD 3	2.4
CD 4	2.7
CD 5	2.5
CD 6	2.6
CD 7	1.8
Lakeside	3.0
Oakland	2.5
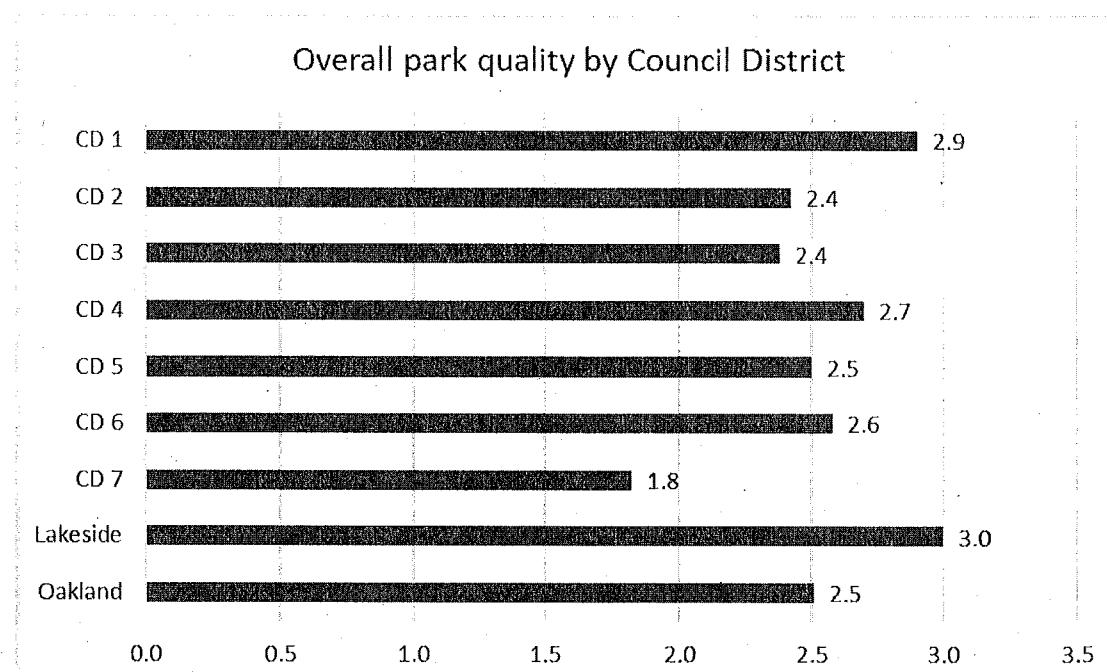
Source: 2016 Community Report Card on the State of Maintenance in Oakland Parks, Oakland Parks and Recreation Foundation,
www.oaklandparks.org/sites/default/files/2016.Park%20Maintenance%20Report_0.pdf

Neighborhood and Civic Life: Environmental Health - Abandoned Trash
Ratio between the rates of service requests for illegal dumping in majority Latino and majority White census tracts

Score: 28   **Ratio: 3.94**

What is measured?
This Indicator measures the number of service requests received by the Oakland Call Center for illegal dumping as a rate per 1,000 people in each census tract. The census tracts are grouped based on majority race/ethnicity. Service requests that were canceled were excluded from the analysis.

Why is this important?
Abandoned trash contributes to an unhealthy and unsafe living environment and has a negative impact on neighborhood quality. Abandoned trash can contribute to land, water, and

air pollution in a neighborhood and may contain harmful substances. Piles of abandoned trash can also be fire hazards. The number of piles of abandoned trash that Oakland Public Works picked up in 2016 was 100% more than the number of piled picked up in 2009, and the department reports that it is a systemic, citywide problem. (Source: http://www2.oaklandnet.com/government/o/PWA/o/FE/s/IDR/index.htm)

What did we find?
Rates of illegal dumping requests per 1,000 population were highest in majority Latino census tracts (102.8) and lowest in majority White census tracts (26.1). Majority African American and majority Asian census tracts had similar rates of illegal dumping service requests (82.6 and 82.0, respectively). The rate for non-White/mixed census tracts (69.4) was similar to the citywide rate (66.9). The rate of illegal dumping service requests in majority Latino census tracts was almost four (3.94) times higher than the rate in majority White census tracts.
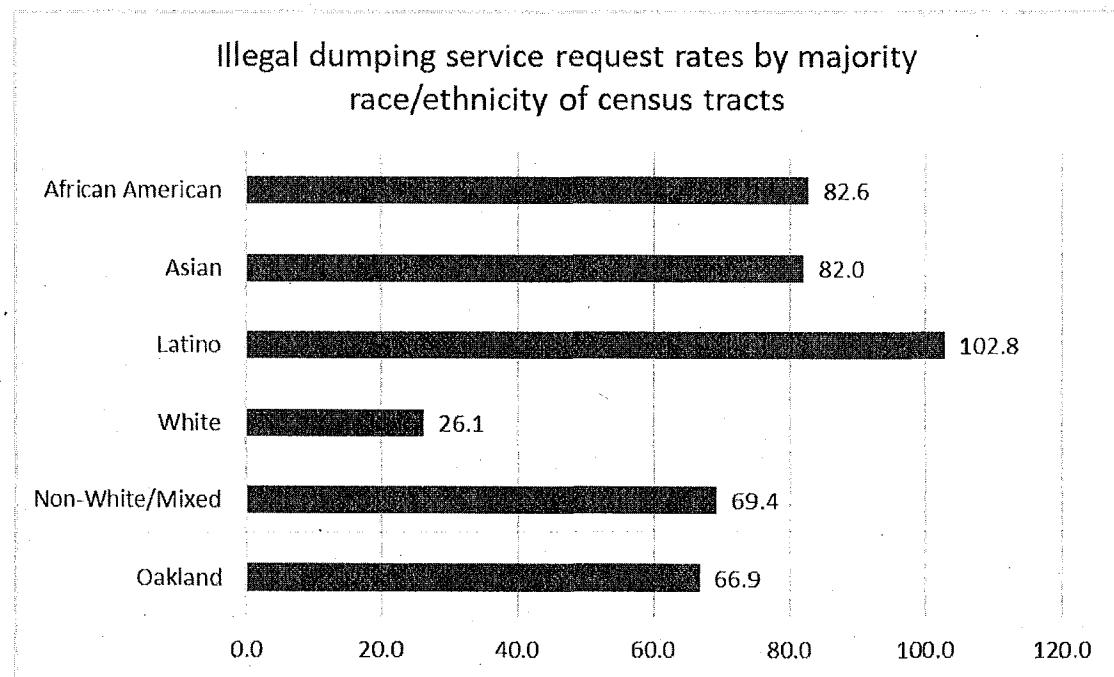
Data:

Illegal dumping service request rates by majority race/ethnicity of census tracts

	Rate
African American	82.6
Asian	82.0
Latino	102.8
White	26.1
Non-White/Mixed	69.4
Oakland	66.9

Source: Service requests received by the Oakland Call Center, 2017, https://data.oaklandnet.com/Infrastructure/Service-requests-received-by-the-Oakland-Call-Cent/quth-qb8e/data; American Community Survey, 5-year estimates, 2012-2016

Neighborhood and Civic Life: Environmental Health - Pollution Burden
Ratio between the average pollution burden scores in majority Asian and majority White census tracts

Score: 55   **Ratio: 1.63**

What is measured?
Pollution burden is calculated by the Office of Environmental Health Hazard Assessment's CalEnviroScreen 3.0. This tool measures pollution burden as a combined score that includes Indicators of potential exposures to pollutants and environmental conditions (e.g., ozone, pesticides, toxic releases, traffic, hazardous waste). The pollution burden scores are averaged by majority race/ethnicity of Oakland census tracts.

Why is this important?
Pollution is a major environmental health factor that has negative impacts on a number of health outcomes, including respiratory diseases such as asthma and COPD. Pollution also affects water and soil, impacting drinking water and food.

What did we find?
The two majority Asian census tracts in Oakland had the highest average pollution burden (51.6), far higher than the average for majority White census tracts (31.8). Majority African American and majority Latino census tracts also had higher average pollution scores than majority White census tracts (37.4 and 40.6, respectively), as did non-White/mixed census tracts (37.9). The pollution burden score in majority Asian census tracts was 1.63 times higher than the score in majority White census tracts.

Data:

Average pollution burden by majority race/ethnicity of census tracts

Category	Score
African American	37.4
Asian	51.6
Latino	40.6
White	31.8
Non-White/Mixed	37.9
Oakland	36.9
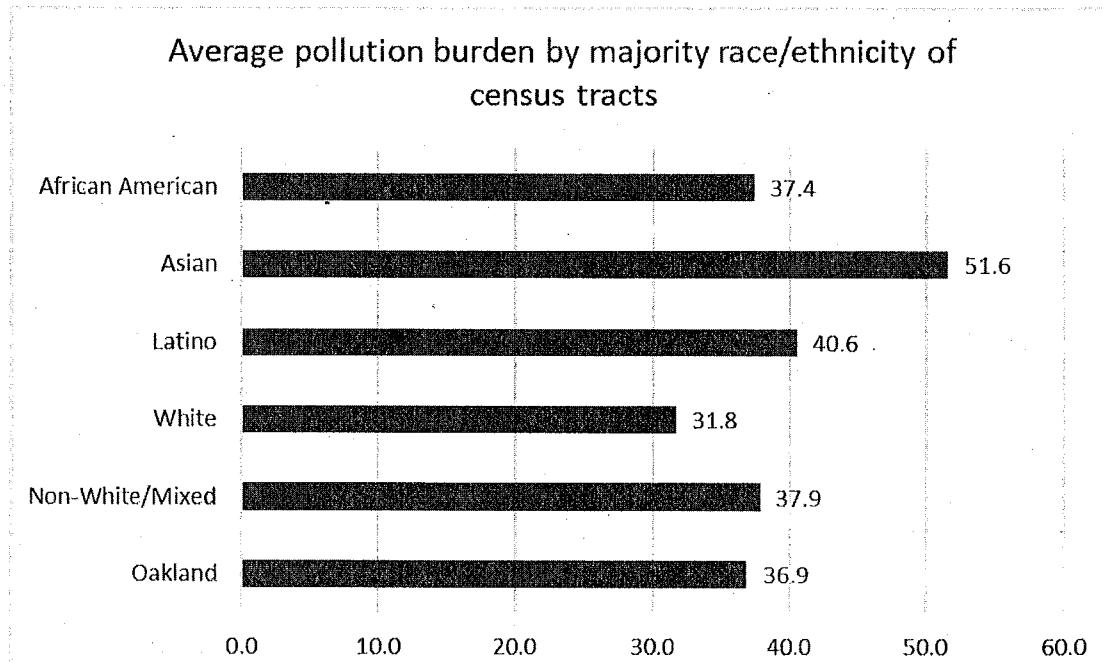
Source: CalEnviroScreen 3.0 Maps, https://oehha.ca.gov/calenviroscreen/maps-data, updated on January 9, 2017; American Community Survey, 5-year estimates, 2012-2016

Topic 6.4: Transportation and Infrastructure
Topic Score: 47.3

The three Indicators in the Transportation and Infrastructure Topic measure the different ways Oaklanders travel in the city. The first Indicator measures racial and ethnic disparities in car access, which is important due to the heavy reliance on cars for commuting to work, school, and other places. The second Indicator measures the frequency of buses along each segment of the network and compares majority non-White/mixed and majority African American census tracts. The third Indicator is a citywide measurement of curb ramps that are accessible to individuals with limited mobility, including seniors and those with physical disabilities.

The Transportation and Infrastructure Topic score was 47.3, and the Indicator scores were variable. The first Indicator, car access, had the lowest score in the Topic (33). The second Indicator, bus frequency, had the highest score in the Topic (60). The third Indicator, curb ramps, scored in between at 49.

Neighborhood and Civic Life: Transportation and Infrastructure - Access to a Car
Ratio between the percents of African Americans and Whites who do not have access to a car

Score: 33   **Ratio: 3.08**

What is measured?
This Indicator measures the percent of individuals who live in housing units that do not have a car.

Why is this important?
More than half of Oaklanders (63.8%) commute to work in a car, truck or van, either individually or in a carpool. (Source: https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml) Cars are also an important mode of transportation for traveling to school, appointments, and social gatherings. Access to a car can lower travel distances to important resources and services such as grocery stores and hospitals. Car access is particularly beneficial in areas of the city where public transit is either inconsistent or unavailable.

What did we find?
Nearly one in five African American Oaklanders did not have access to a car (18.7%), compared to 6.1% of White Oaklanders. The car ownership rate among Asians (10.0%) was similar to the citywide rate (10.2%), while the rate was lower for Latinos (7.6% did not have a car). The percent of African Americans who did not have access to a car was three (3.08) times higher than the percent of Whites without car access.

Data:
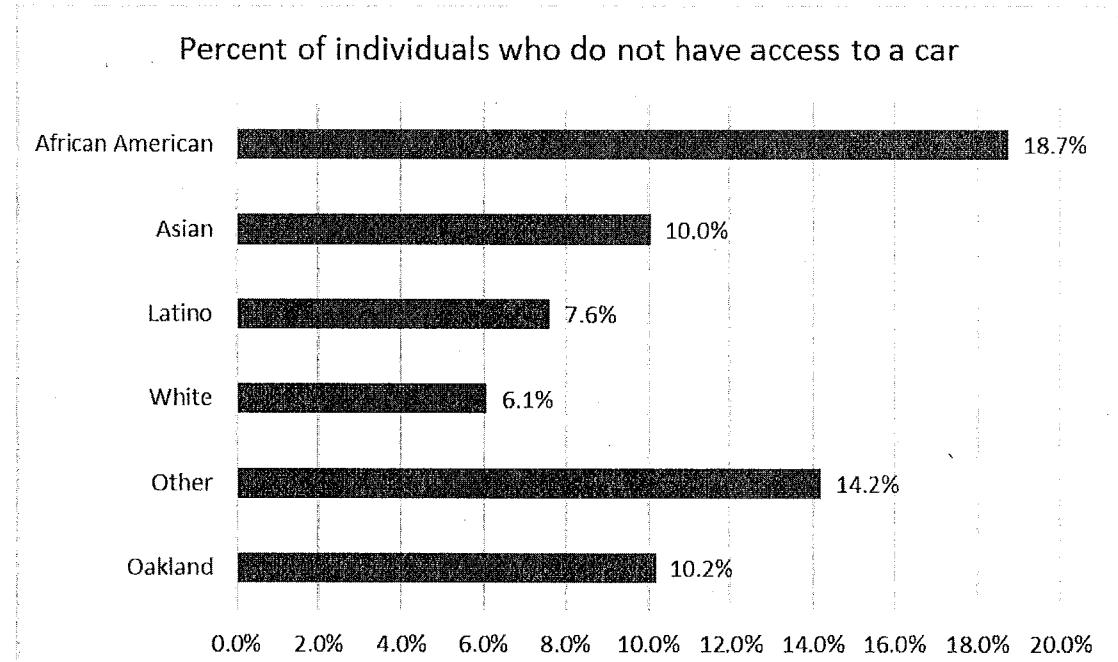
Percent of individuals who do not have access to a car

Category	Percent
African American	18.7%
Asian	10.0%
Latino	7.6%
White	6.1%
Other	14.2%
Oakland	10.2%

Source: American Community Survey, 1-year PUMS, 2016 (Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html)

Neighborhood and Civic Life: Transportation and Infrastructure - Bus Frequency
Ratio between the average numbers of buses per hour in majority non-White/mixed and majority African American census tracts

Score: 60   **Ratio: 1.52**

What is measured?
Bus frequency is measured as the average number of buses per hour along routes in and surrounding census tracts. For this Indicator, 100ft buffers were created around each group of census tracts in order to capture bus routes that did not fall completely inside census tract

boundaries but were still important to include because they were very close. For each group of census tracts, bus frequency was averaged, taking into account the length of the route.

Why is this important?
Buses are an important part of the public transportation network in Oakland, in part because they reach neighborhoods not served by Bay Area Rapid Transit. The frequency of buses on each route can have a great impact on how reliable the bus system is for individuals commuting to work, school, and other appointments.

What did we find?
Bus frequency was highest in majority Asian census tracts, which had an average of 20.5 buses per hour, and second highest in non-White/mixed census tracts, which had an average frequency of 16.7 buses per hour. Since the two majority Asian census tracts are located near Downtown where bus frequency is expected to be highest and the same level of bus service would be expensive and unnecessary elsewhere, we chose non-White/mixed census tracts as the comparison group for this Indicator. The lowest average frequency was found in majority African American census tracts and majority Latino census tracts (both 11.0 buses per hour), with a slightly lower frequency in African American census tracts before rounding. The average number of buses per hour in majority non-White/mixed census tracts was 1.52 times the buses per hour in majority African American census tracts.

Data:

Average number of buses per hour by majority race/ethnicity of census tracts

Census tract group	Buses per hour
African American	11.0
Asian	20.5
Latino	11.0
White	13.8
Non-White/Mixed	16.7
Oakland	13.3
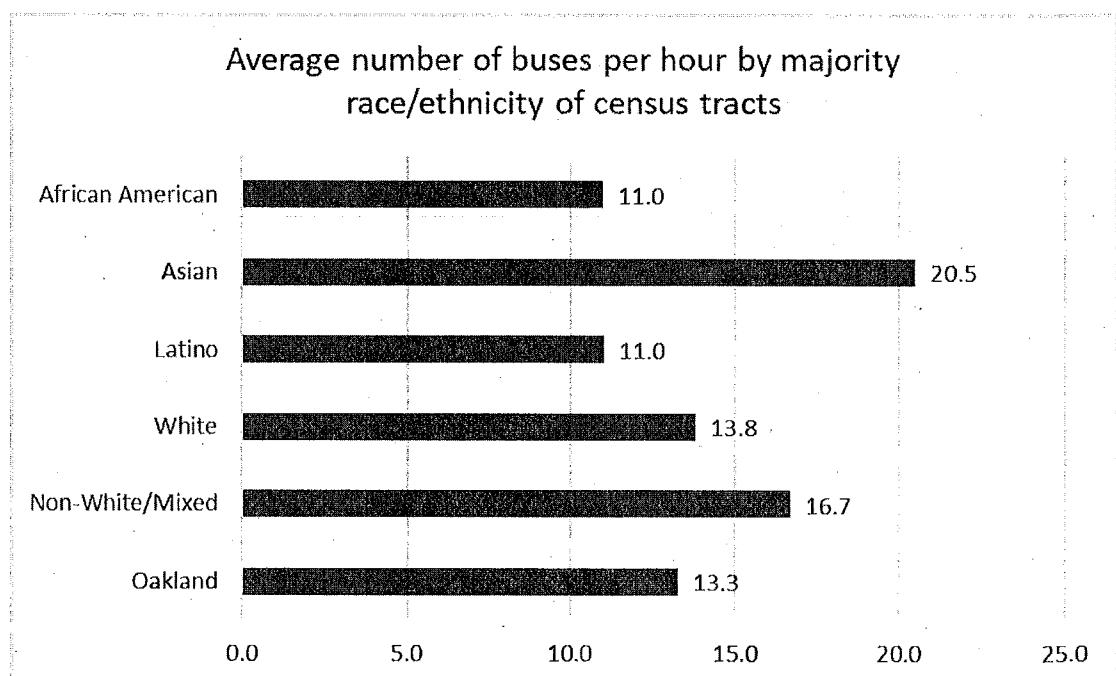
Source: Oakland GIS Department by request, 2017; American Community Survey, 5-year estimates, 2012-2016

Neighborhood and Civic Life: Transportation and Infrastructure - Curb Ramps
Percent of curbs citywide that are not ADA accessible

Score: 49   **Percent: 51.6%**

What is measured?
This Indicator measures the percent of curbs with curb ramps that are not modern, indicating
that they are non-compliant. Modern curb ramps should have all the proper elements: low
slope and cross-slope, adequate width, level top and bottom landings, a detectable warning
surface, and they should be directional and clear of obstructions in the curb ramp area. This is
a citywide Indicator that measures conditions for individuals with physical disabilities and
limited mobility.

Why is this important?
Curb ramps are necessary for individuals with physical disabilities to fully access sidewalks and
streets. Curb ramps are also important for individuals with strollers or carts, as well as seniors
and others with limited mobility. Curb ramp accessibility is an issue throughout Oakland, so we
decided to measure this Indicator citywide
What did we find?
More than half of all curbs assessed in Oakland (51.6%) were not modern. Of the total curbs,
16.7% lacked a detectable warning surface (truncated domes), and 1.3% had cracking or
damage.

Data:

Characteristics of surveyed curb ramps

Category	Percentage
Modern	48.5%
Not modern	51.6%
No detectable warning surface	16.7%
Cracking/damage	1.3%
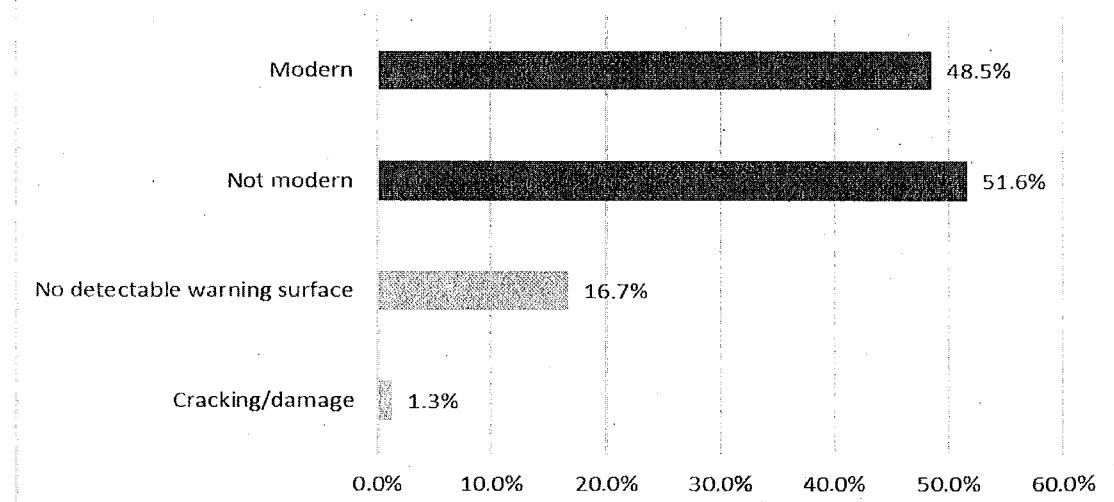
Source: Oakland Curb Ramp Inventory Dashboard, 2017,
http://s3.amazonaws.com/oakbec/Dev/CurbrampInventoryDashboard_testCopy.html

Appendices

IN THIS SECTION:

Appendix A: Full Framework Structure

Topic 1 Economy			Topic 4 Housing		
	Business Development	Business Ownership		Affordability	Homeownership
		Prime Contracts Awarding			Loan Denial
		Long-term Business Vacancy			Rent Burden
	Employment	Disconnected Youth		Displacement	Homelessness
		Labor Force Participation			Homeownership with Mortgage
		Unemployment			Eviction Notices
	Financial Health	Access to Healthy Financial Institutions		Essential Services	Complete Plumbing Facilities
		Median Household income			Energy Cost Burden
		Poverty			High Speed Internet Access
	Job Quality	Employment in High Wage Industries		Housing Quality	Housing Habitability Complaints
		Living Wage			Complete Kitchen Facilities
		Participation in Workforce Development Programs			Overcrowding

Topic 2 Education			Topic 5 Public Safety		
	Enrollment	Preschool Enrollment		Incarceration	Adult Felony Arrests
		Chronic Absenteeism			Jail Incarceration
		High School On-Time Completion			Prison Incarceration
	Achievement	3rd Grade ELA Proficiency		Law Enforcement	Police Response Times
		High School Readiness			Stops
		A-G Completion			Use of Force
	Program Access	AP Course Enrollment		Staffing	Representation
		Linked Learning Pathway Enrollment			Attrition from Academy
		Suspensions			Attrition from Field Training
	Teachers	Representation of Student Population		Community Stressors	Domestic Violence
		Teacher Experience			Homicides
		Teacher Turnover			Juvenile Felony Arrests

Topic 3 Health	Access to Preventive Care	Acute Preventable Hospitalizations	Topic 6 Neighborhood and Civic Life	Built Environment	Pedestrian Safety
		Chronic Disease Preventable Hospitalizations			Soft Story Buildings
		Health Insurance			Long-term Residential Vacancy
	Child Health	Childhood Asthma Emergency Department Visits		Civic Engagement	Adopt a Drain
		Physical Fitness			Voter Turnout
		SNAP Recipiency			Equal Access Accommodations
	Mortality	Infant Mortality		Environmental Health	Park Quality
		Life Expectancy			Abandoned Trash
		Premature Death			Pollution Burden
	Physical and Mental Health	Severe Mental Illness Emergency Department Visits		Transportation and Infrastructure	Access to a Car
		Substance Abuse Emergency Department Visits			Bus Frequency
		HIV New Diagnoses			Curb Ramps

Appendix B: Ratio to Score Conversion Table

Ratio From	Ratio To	Score Range	Ratio From	Ratio To	Score Range	Ratio From	Ratio To	Score Range
0.000	0.999	100	1.360	1.379	67	3.050	3.199	33
1.000	1.004	100	1.380	1.399	66	3.200	3.349	32
1.005	1.009	99	1.400	1.419	65	3.350	3.499	31
1.010	1.014	98	1.420	1.439	64	3.500	3.649	30
1.015	1.019	97	1.440	1.459	63	3.650	3.799	29
1.020	1.024	96	1.460	1.479	62	3.800	3.949	28
1.025	1.029	95	1.480	1.499	61	3.950	4.099	27
1.030	1.034	94	1.500	1.524	60	4.100	4.249	26
1.035	1.039	93	1.525	1.549	59	4.250	4.399	25
1.040	1.044	92	1.550	1.574	58	4.400	4.549	24
1.045	1.049	91	1.575	1.599	57	4.550	4.699	23
1.050	1.054	90	1.600	1.624	56	4.700	4.849	22
1.055	1.059	89	1.625	1.649	55	4.850	4.999	21
1.060	1.064	88	1.650	1.674	54	5.000	5.249	20
1.065	1.069	87	1.675	1.699	53	5.250	5.499	19
1.070	1.074	86	1.700	1.724	52	5.500	5.749	18
1.075	1.079	85	1.725	1.749	51	5.750	5.999	17
1.080	1.084	84	1.750	1.774	50	6.000	6.249	16
1.085	1.089	83	1.775	1.799	49	6.250	6.499	15
1.090	1.094	82	1.800	1.824	48	6.500	6.749	14
1.095	1.099	81	1.825	1.849	47	6.750	6.999	13
1.100	1.119	80	1.850	1.874	46	7.000	7.249	12
1.120	1.139	79	1.875	1.899	45	7.250	7.499	11
1.140	1.159	78	1.900	1.924	44	7.500	7.749	10
1.160	1.179	77	1.925	1.949	43	7.750	7.999	9
1.180	1.199	76	1.950	1.974	42	8.000	8.249	8
1.200	1.219	75	1.975	1.999	41	8.250	8.499	7
1.220	1.239	74	2.000	2.149	40	8.500	8.749	6
1.240	1.259	73	2.150	2.299	39	8.750	8.999	5
1.260	1.279	72	2.300	2.449	38	9.000	9.249	4
1.280	1.299	71	2.450	2.599	37	9.250	9.499	3
1.300	1.319	70	2.600	2.749	36	9.500	9.749	2
1.320	1.339	69	2.750	2.899	35	9.750	9.999	1
1.340	1.359	68	2.900	3.049	34	10.000	10.000+	1

Ratio to Score Conversion Table created by the City University of New York Institute for State and Local Governance

Appendix C: Data Sources List

Notes:
American Community Survey 1-year and 5-year PUMS data was retrieved from DataFerrett, https://dataferrett.census.gov/. Oakland PUMAs extend beyond the city boundaries, see maps here: https://www.census.gov/geo/maps-data/maps/2010puma/st06_ca.html. American Community Survey 1-year and 5-year estimates were retrieved from American FactFinder, https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml. Full hyperlinks for other publicly available data sources are provided in each Indicator explanation.

Economy:

Business Development
- Business Ownership - *American Community Survey, 1-year PUMS, 2016*
- Prime Contracts Awarding - *Oakland Contracts and Compliance Division by request, FY2015-16*
- Long-term Business Vacancy - *U.S. Department of Housing and Urban Development Aggregated USPS Administrative Data on Address Vacancies, Quarter 3 ending September 30, 2017; American Community Survey, 5-year estimates, 2012-2016*

Employment
- Disconnected Youth - *American Community Survey, 1-year PUMS, 2016*
- Labor Force Participation - *American Community Survey, 1-year PUMS, 2016*
- Unemployment - *American Community Survey, 1-year PUMS, 2016*

Financial Health
- Access to Healthy Financial Institutions - *ReferenceUSA, data retrieved January 19, 2018; American Community Survey, 5-year estimates, 2012-2016*
- Median Household Income - *American Community Survey, 1-year PUMS, 2016*
- Poverty - *American Community Survey, 1-year PUMS, 2016*

Job Quality
- Employment in High Wage Industries - *American Community Survey, 1-year PUMS, 2016*
- Living Wage - *American Community Survey, 1-year PUMS, 2016*
- Participation in Workforce Development Programs - *Workforce participation data from Oakland Economic and Workforce Development department by request. Data on population by race that was unemployed but in the labor force from American Community Survey, 1-year PUMS, 2016.*

Education:

Enrollment
- Preschool Enrollment - *OUSD Data Dashboard, 2016-17*
- Chronic Absenteeism - *OUSD Data Dashboard, 2016-17*
- High School On-Time Completion - *OUSD Data Dashboard, 2015-16*

Achievement
- 3rd Grade ELA Proficiency - *OUSD Data Dashboard, 2016-17*
- High School Readiness - *OUSD Data Dashboard, 2016-17*
- A-G Completion - *OUSD Data Dashboard, 2016-17*

Program Access
- AP Course Enrollment - *OUSD by request, 2016-17*
- Linked Learning Pathways Enrollment - *OUSD Data Dashboard, 2016-17*
- Suspensions - *OUSD Data Dashboard, 2016-17*

Teachers
- Representation of Student Population - *OUSD Fast Facts report, 2016-17*
- Teacher Experience - *Student populations by race/ethnicity at schools from California Department of Education, 2016-17. Teacher salary step percents from OUSD Data Dashboard, 2016-17.*
- Teacher Turnover - *Student populations by race/ethnicity at schools from California Department of Education, 2016-17. Teacher turnover at schools from OUSD Data Dashboard, baseline year 2016-17.*

Public Health:

Access to Preventive Care
- Acute Preventable Hospitalizations - *California Office of Statewide Health Planning and Development by request, 2013-3Q2015; American Community Survey, 5-year estimates, 2012-2016*
- Chronic Disease Preventable Hospitalizations - *California Office of Statewide Health Planning and Development by request, 2013-3Q2015; American Community Survey, 5-year estimates, 2012-2016*
- Health Insurance - *American Community Survey, 1-year PUMS, 2016*

Child Health
- Childhood Asthma Emergency Department Visits - *California Office of Statewide Health Planning and Development by request, 2013-3Q2015*
- Physical Fitness - *OUSD Data Dashboard, 2016-17*
- SNAP Recipiency - *American Community Survey, 1-year PUMS, 2016*

Mortality
- Infant Mortality - *Alameda County Public Health Department Community Assessment, Planning, and Evaluation, with data from Alameda County vital statistics files, by request, 2014-2016*
- Life Expectancy - *Alameda County Public Health Department Community Assessment, Planning, and Evaluation, with data from Alameda County vital statistics files, by request, 2014-2016*
- Premature Death - *Alameda County Public Health Department Community Assessment, Planning, and Evaluation, with data from Alameda County vital statistics files, by request, 2014-2016*

Physical and Mental Health
- Severe Mental Illness Emergency Department Visits - *California Office of Statewide Health Planning and Development by request, 2013-3Q2015*
- Substance Abuse Emergency Department Visits - *California Office of Statewide Health Planning and Development by request, 2013-3Q2015*
- HIV Diagnoses - *HIV in Alameda County, 2014-2016, Alameda County Public Health Department HIV Epidemiology and Surveillance Unit, March 2018*

Housing:

Affordability
- Homeownership - *American Community Survey, 1-year PUMS, 2016*
- Loan Denial - *Home Mortgage Disclosure Act, 2016*
- Rent Burden - *American Community Survey, 1-year PUMS, 2016*

Displacement
- Homelessness - *EveryOne Counts! 2017 Homeless Count and Survey. The 2017 Alameda County Point-in-Time Count was a community-wide effort conducted on January 30, 2017, and uses the 2015 1 year ACS data to compare to the general city population.*
- Homeownership with Mortgage - *American Community Survey, 1-year PUMS, 2016*
- Notice of Evictions - *Oakland, Rent Adjustment Program by request, 2016; American Community Survey, 5-year estimates, 2012-2016*

Essential Services
- Complete Plumbing Facilities - *American Community Survey, 1-year PUMS, 2016*
- Energy Cost Burden - *American Community Survey, 1-year PUMS, 2016*
- High Speed Internet Access - *American Community Survey, 1-year PUMS, 2016*

Housing Quality

- Housing Habitability Complaints - *Accela Housing Habitability Complaint Cases Calendar Year 2017, Oakland Planning and Building department by request; American Community Survey, 5-year estimates*
- Complete Kitchen Facilities - *American Community Survey, 1-year PUMS, 2016*
- Overcrowding - *American Community Survey, 1-year PUMS, 2016*

Public Safety:

Incarceration

- Adult Felony Arrests - *Felony arrest data from Oakland Police Department by request, 2017. Population data from American Community Survey, 1-year estimates, 2016.*
- Jail Incarceration - *California Sentencing Institute, Center on Juvenile and Criminal Justice, 2015*
- Prison Incarceration - *California Sentencing Institute, Center on Juvenile and Criminal Justice, 2015*

Law Enforcement

- Police Response Times - *Oakland Police Department by request.*
- Stops - *Oakland Police Department 2016-2017 Stop Data Report*
- Use of Force - *Use of force data from Oakland Police Department by request, 2017. Population data from American Community Survey, 1-year estimates, 2016.*

Staffing

- Representation - *Sworn staff demographics from Oakland Police Department Monthly Staffing Report (dated April 4, 2018, with data as of February 28, 2018). Population data from American Community Survey, 1-year estimates, 2016.*
- Attrition from Academy - *Oakland Police Department Monthly Staffing Reports. Ending numbers were found in Table 5b from the report dated April 4, 2018, with data as of February 28, 2018. Starting demographics were collected and aggregated from older staffing reports (2015 to present) and from data supplied by request from OPD.*
- Attrition from Field Training - *Oakland Police Department Monthly Staffing Report (Table 12b from the report dated April 4, 2018, with data as of February 28, 2018,).*

Community Stressors

- Domestic Violence - *Domestic violence data from Oakland Police Department by request, 2017. Population data from American Community Survey, 1-year estimates, 2016.*

- Homicides - *Homicide data from Oakland Police Department by request, 2017. Population data from American Community Survey, 1-year estimates, 2016.*
- Juvenile Felony Arrests - *Felony arrest data from Oakland Police Department by request, 2017. Population data from American Community Survey, 1-year estimates, 2016.*

Neighborhood and Civic Life:

Built Environment

- Pedestrian Safety - *Oakland Vision Zero Team by request, 2012-2016; American Community Survey, 5-year estimates, 2012-2016*
- Soft Story Buildings - *OpenOakland, 2014; American Community Survey, 5-year estimates, 2012-2016*
- Long-term Residential Vacancy - *U.S. Department of Housing and Urban Development Aggregated USPS Administrative Data on Address Vacancies, Quarter 3 ending September 30, 2017; American Community Survey, 5-year estimates, 2012-2016*

Civic Engagement

- Adopt a Drain - *Oakland Environmental Services Division by request, as of February 2018; American Community Survey, 5-year estimates, 2012-2016*
- Voter Turnout - *Alameda County Registrar of Voters, 2016*
- Equal Access Accommodations - *Equal Access to Services Annual Compliance Report, FY2016-2017*

Environmental Health

- Park Quality - *2016 Community Report Card on the State of Maintenance in Oakland Parks, Oakland Parks and Recreation Foundation*
- Abandoned Trash - *Service requests received by the Oakland Call Center, 2017; American Community Survey, 5-year estimates, 2012-2016*
- Pollution Burden - *CalEnviroScreen 3.0 Maps, updated on January 9, 2017; American Community Survey, 5-year estimates, 2012-2016*

Transportation and Infrastructure

- Access to a Car - *American Community Survey, 1-year PUMS, 2016*
- Bus Frequency - *Oakland GIS Department by request, 2017; American Community Survey, 5-year estimates, 2012-2016*
- Curb Ramps - *Oakland Curb Ramp Inventory Dashboard, 2017*

Appendix D: Full Framework with Scores

Theme	Theme Score	Topic	Topic score	Indicator	Indicator score
1-Economy	41.8	Business Development	33.7	Business Ownership	36
				Contracts Awarding	31
				Long-term Business Vacancy	34
		Employment	49.0	Disconnected Youth	35
				Labor Force Participation	72
				Unemployment Rate	40
		Financial Health	32.7	Access to Healthy Financial Institutions	31
				Median household income	34
				Poverty Rates	33
		Job Quality	51.7	Employment in High Wage Industries	54
				Living Wage	29
				Workforce Development Programs	72
2-Education	29.0	Enrollment	22.3	Preschool Enrollment	22
				Chronic Absenteeism	25
				High School Completion	20
		Achievement	32.0	3rd grade Reading Proficiency	20
				High School Readiness	37
				A-G Completion	39
		Program Access	33.3	AP Course Enrollment	37
				Linked Learning Pathways Enrollment	62
				Suspensions	1
		Teachers	28.3	Representation of Student Body	1
				Teacher Experience	55
				Teacher Turnover	29
3-Public Health	25.8	Access to Preventive Care	28.7	Acute Preventable Hospitalizations	39
				Chronic Disease Preventable Hospitalizations	26
				Health Insurance	21
		Child Health	27.7	Childhood Asthma Emergency Department Visits	1
				Physical Fitness	63
				SNAP Recipiency	19
		Mortality	42.0	Infant Mortality	16
				Life Expectancy	77
				Premature Death Rate	33
		Physical and Mental Health	4.7	Severe Mental Illness Emergency Department Visits	7
				Substance Abuse Emergency Department Visits	1
				HIV New Diagnoses	6

Theme	Theme Score	Topic	Topic score	Indicator	Indicator score
4-Housing	36.8	Affordability	49.0	Homeownership	53
				Loan Denial	40
				Renter Cost Burden	54
		Displacement	29.0	Homelessness	1
				Homeownership with Mortgage	78
				Notices of Eviction	8
		Essential Services	36.0	Complete Plumbing Facilities	35
				Energy Cost Burden	38
				High Speed Internet Access	35
		Housing Quality	33.0	Housing Habitability Complaints	40
				Kitchen Facilities	37
				Overcrowding	22
5-Public Safety	17.3	Incarceration	1.0	Adult Felony Arrests	1
				Jail Incarceration	1
				Prison Incarceration	1
		Law Enforcement	18.3	Police Response Times	48
				Stops	6
				Use of Force	1
		Staffing	48.3	Representation	45
				Attrition from Academy	63
				Attrition from Field Training	37
		Community Stressors	1.7	Domestic Violence	3
				Homicides	1
				Juvenile Felony Arrests	1
6-Neighborhood and Civic Life	50.6	Built Environment	33.3	Pedestrian Safety	1
				Soft Story Buildings	67
				Long-term Residential Vvacancy	32
		Civic Engagement	75.0	Adopt a Drain	80
				Voter Turnout	45
				Equal Access Accommodations	100
		Environmental Health	46.7	Park Quality	57
				Abandoned Trash	28
				Pollution Burden	55
		Transportation and Infrastructure	47.3	Access to Car	33
				Bus Frequency	60
				Curb Ramps	49

Appendix E: Racial and Ethnic Disparities by Census Tract and Zip Code

Nine of the 72 Indicators in the framework measure racial and ethnic disparities based on the majority race/ethnicity of census tracts. These calculations are based on American Community Survey 5-year estimates, 2012-2016.

Majority Race/Ethnicity	Number of Census Tracts	Total Population in Census Tracts
African American	6	17,025
Asian	2	7,326
Latino	16	76,414
White	28	90,289
Non-White/Mixed	61	220,986

Legend
- City Boundary
- Census Tracts
- African American
- Asian
- Latino
- White
- Non-White/Mixed
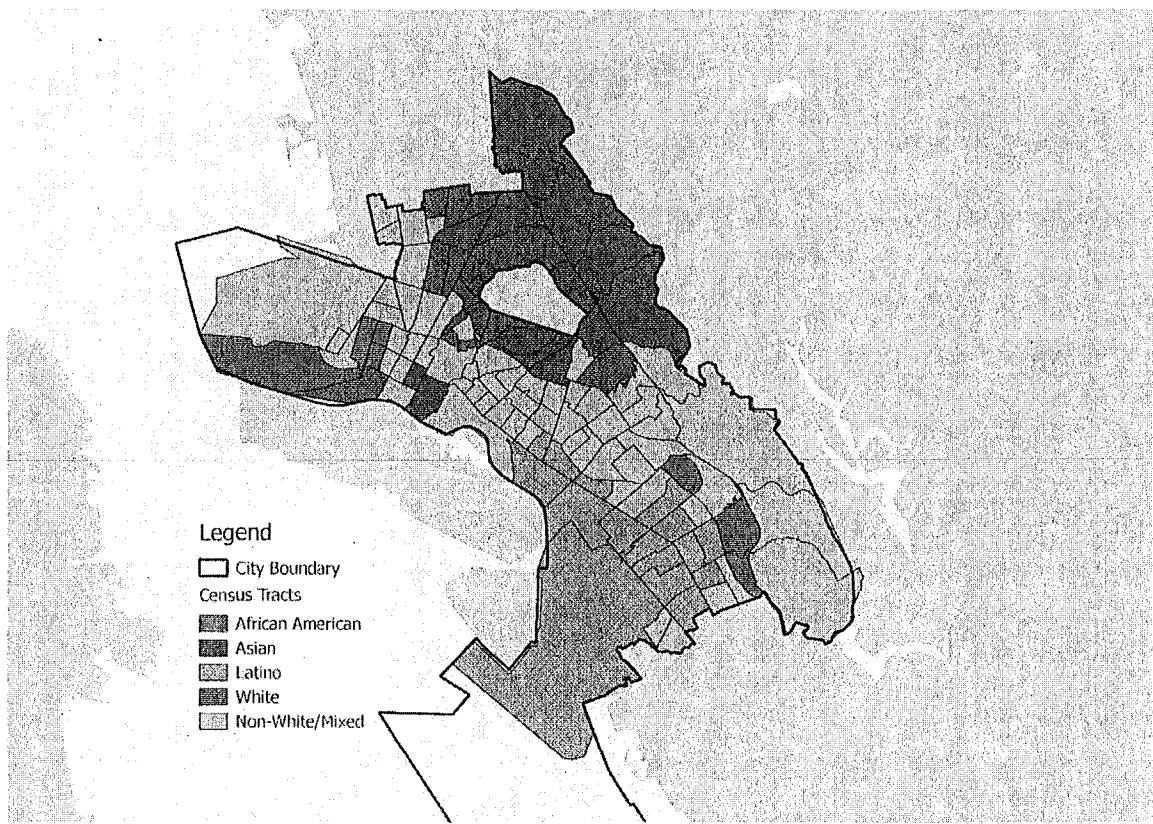
Four of the 72 Indicators in the framework measure racial and ethnic disparities based on zip code. Due to the low number of zip codes in Oakland, these Indicators compare zip codes in which more than 60% of the population is non-White and zip codes in which more than 60% of

the population is White. These calculations are based on American Community Survey 5-year estimates, 2012-2016.

Non-White/White	Number of Zip Codes	Total Population in Zip Codes
>60% Non-White	10	294,289
>60% White	3	67,735
Mixed	3	83,445
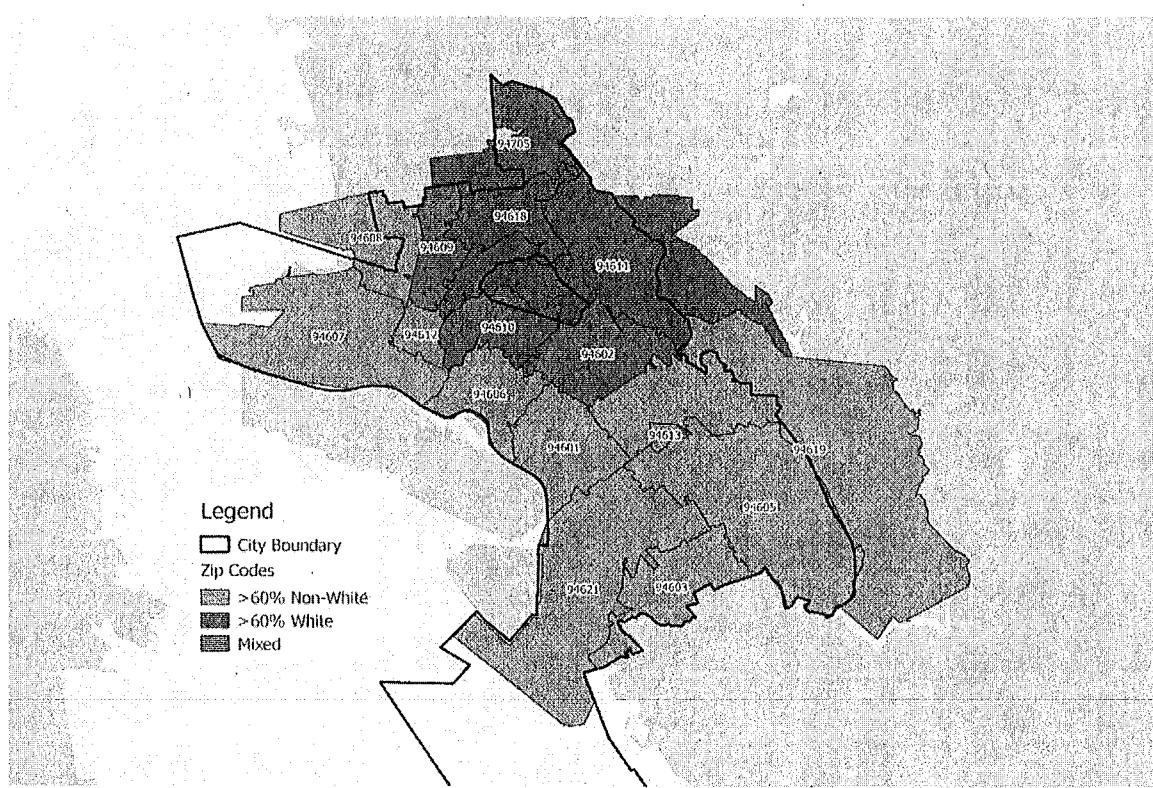
Acknowledgements

With deep gratitude to all Oakland residents, community organizations, City Departments, staff and elected officials for their time, input and data for this report.

CUNY INSTITUTE FOR STATE & LOCAL GOVERNANCE

Special thanks to:

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CITY OF OAKLAND

Department of Race and Equity

- Darlene Flynn, Director
- Jacque Larrainzar, Program Analyst

City of Oakland Resiliency Office

- Ethan Guy, Acting City of Oakland Resiliency Officer
- Jeanette Wickelgren, Intern

PIONEERED BY THE
ROCKEFELLER FOUNDATION

100 RESILIENT CITIES

CITY OF OAKLAND

Year 1 Progress Report
Economic Development Strategy

Oakland is an exciting, dynamic and welcoming business location, where residents, business owners and entrepreneurs share common values of equitable economic development so all benefit from continued growth.

In November 2017, City Council adopted an Economic Development Strategy that outlines steps to make Oakland an easy, efficient and prosperous place to do business, while also reducing wealth disparities and finding ways to give previously marginalized businesses and residents the tools and access they need to thrive now.

This report chronicles the tremendous progress made in calendar year 2018 – year one of the three-year Strategy – on the metrics and targets identified in the document.

These metrics and targets relate to the Strategy's three high-level objectives:

1. Oakland's economy will continue to grow, with a 10% increase in per capita gross regional product by 2020.

2. The number of Oaklanders making less than a living wage will be reduced by 50%.

3. The asset poverty rate of African Americans and Latinos will be reduced by half.

There are two sections in this report: first, a series of infographics quickly shares baseline numeric achievements on metrics and targets for Year 1. Through narratives, the second section illuminates the partnerships and projects that advanced equitable economic growth.

We recognize that many City departments play key roles in sustaining a local environment to foster equitable economic growth. With gratitude, we acknowledge the following internal partners for their unwavering support and ongoing participation to reach our shared citywide goals, targets and metrics:

- Office of Mayor Libby Schaaf
- City Administrator's Office
- Department of Race and Equity
- Department of Transportation
- Finance Department
- Housing & Community Development Department
- Parks, Recreation & Youth Development Department
- Planning & Building Department
- Public Works Department

ACHIEVEMENTS AT A GLANCE

Support Oakland Businesses

1,400+ Oakland Businesses Assisted

1,000

400 more than Target

○ **555** were within low-income areas

○ **1,071** were small businesses

○ **364** small businesses were started

$560K+

KIVA loands Funded in the Oakland Area
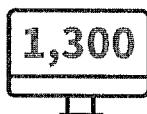
1,300

Tech Entrepreneurs Supported

132

Cultural Organizations Protected from Displacement

Small Business Week
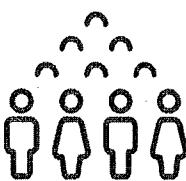
1,500+
Attendees

| 72% Female | 32% Black | 16% Asian | 15% Latino |
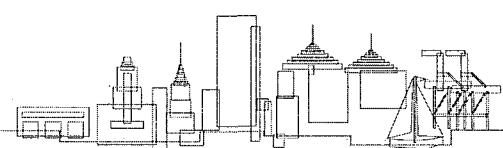
93% Rated Workshops Good or Excellent

Create Jobs

NEW Retail Jobs **469**

358 **NEW** Arts, Entertainment and Recreation Jobs

*comparison of Q1 2018, the most recent data available, to Q1 2017

Invest in Transportation

$14.5 million
in transportation infrastructure

Train the Workforce

5,583 Oaklanders Accessed Job-Training Services

44% of Adults in City-Funded Training Programs Received Credentials

1,467 Youth had Summer Intern or Work Experience

44% of Adults get Stable, Middle-Income Job

Infographics highlight Year 1 achievements and establish baseline data for succeeding years.

Improve City Services

1,000
Visitors to
Cultural Plan Web Page

12
Issues of our
eNewsletter

44,000 opens
9,750 unique clicks

Zoning and Permit App

4,516	**6,990**	**6**	**4,403**	**9**
Permit Sessions	Questions Answered	Minutes to Scope Project	Zoning Lookups	Minutes to Check Zoning

28,183/37%
Business Tax permits Renewed
using Revenue's online system

> **3** minutes
Length of Time to
Renew Online

43%
of all Planning
and Building Permits
Issued within

91%
of Service Requests
Completed in

182
Businesses used Revenue's
New Online Tool to Create a
New Business Tax Account*

> **6 to 10** minutes
length of time to create
a new business tax
account online

1
Business
Days

3
Business
Days

*partial year; platform enhancement allowing new account creation began in late September 2018

Support Tourism

3.8 million
Visitors°

$142 million
to State and Local Tax Coffers°

76.7%
Hotel Occupancy Rate*
(Up 2.1% from 2017)

$668 million
in Visitor Spending °
(6.5% increase over 2016)

UP **17.3%**
Tourism Industry Jobs since 2013°

$155.79
Average Daily Hotel Rate*
(Up 4% from 2017)

°Fiscal Year 2017

*Fiscal Year 2018

Build Homes & Preserve Affordability

9,304
Housing Units
Under Construction

> **638**
of those are
Affordable

473
low-income, at-risk
households protected by
Keep Oakland Housed

Pipeline has
an Additional
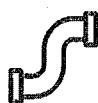
1,698
Affordable
Housing Units

10,584
Market-Rate Units

Infographics highlight Year 1 achievements and establish baseline data for succeeding years.
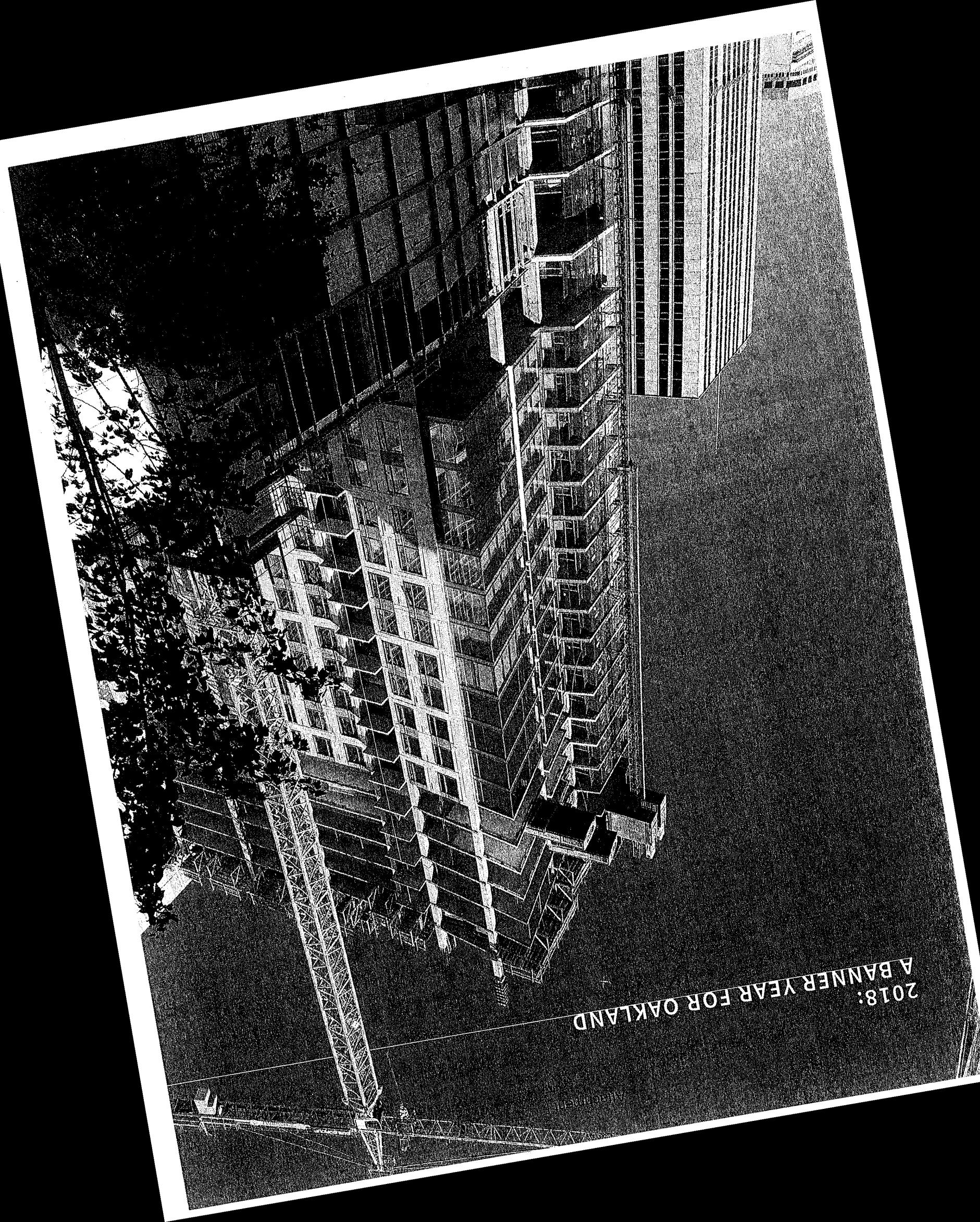
2018:
A BANNER YEAR FOR OAKLAND

Oakland saw tremendous investment this year – indeed 2018 may go down as the year of the crane, with 17 soaring above commercial and residential construction sites from the Coliseum BART station to North Oakland. More than 9,300 housing units, 240,000 square feet of new retail space and 945,000 square feet of new office space are under construction with deliveries slated for 2019, 2020 and 2021. The San Francisco Business Times has estimated that Oakland's largest construction projects total $2.3 billion in investment.[1]

And new construction is just part of the story as institutional investors have entered the Oakland market in a big way. Existing office buildings changed hands, and made money for investors with each sale. These transactions demonstrate the confidence investors have in Oakland and, coupled with some of the nation's lowest vacancy rates, show strong demand for space in our city.

Investment has been spurred, in part, by the five Specific Plans completed by the City over the last decade. These adopted Plans, and the accompanying Environmental Impact Reports, save time and money for developers and add predictability since the Plans' visions have been publicly vetted and adopted by Oakland City Council.

The Downtown Specific Plan, to help guide future development of Oakland's urban core, is well underway. The Preliminary Draft Plan, released in January 2019, identifies the potential goals, strategies, projects and programs to achieve a new vision of inclusion, celebration and opportunity through the transformation of downtown.

The year concluded with the announcement of what may be the largest leasing transaction in Oakland's history – Square's lease of all office space in the iconic Uptown Station, which is being transformed by CIM Group.

Office and Industrial rental rate data in the Quarterly Economic Dashboards suggest that rates may have peaked and started a slight decline in the second and third quarters of 2018. Visit business2oakland.com to see the most recent dashboard.

Oakland's overall unemployment rate dipped to 3.2% in December 2018, below both the national rate of 3.9% and California's rate of 4.2%.

While the growth in business, jobs and development is considered an economic boon, we must continue to pursue economic development that creates inclusion and racial equity, while combating displacement, so that all Oaklanders can share our continued prosperity.

Left: LMC's 17TH & Broadway, 447 17th St.

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1   Sandler, Rachel. "Largest Construction Projects in Oakland." San Francisco Business Times, December 4, 2018.

THE STORIES BEHIND OUR SHARED SUCCESSES

Over the last 12 months, our efforts have advanced equitable growth.
Here are a few of the highlights.
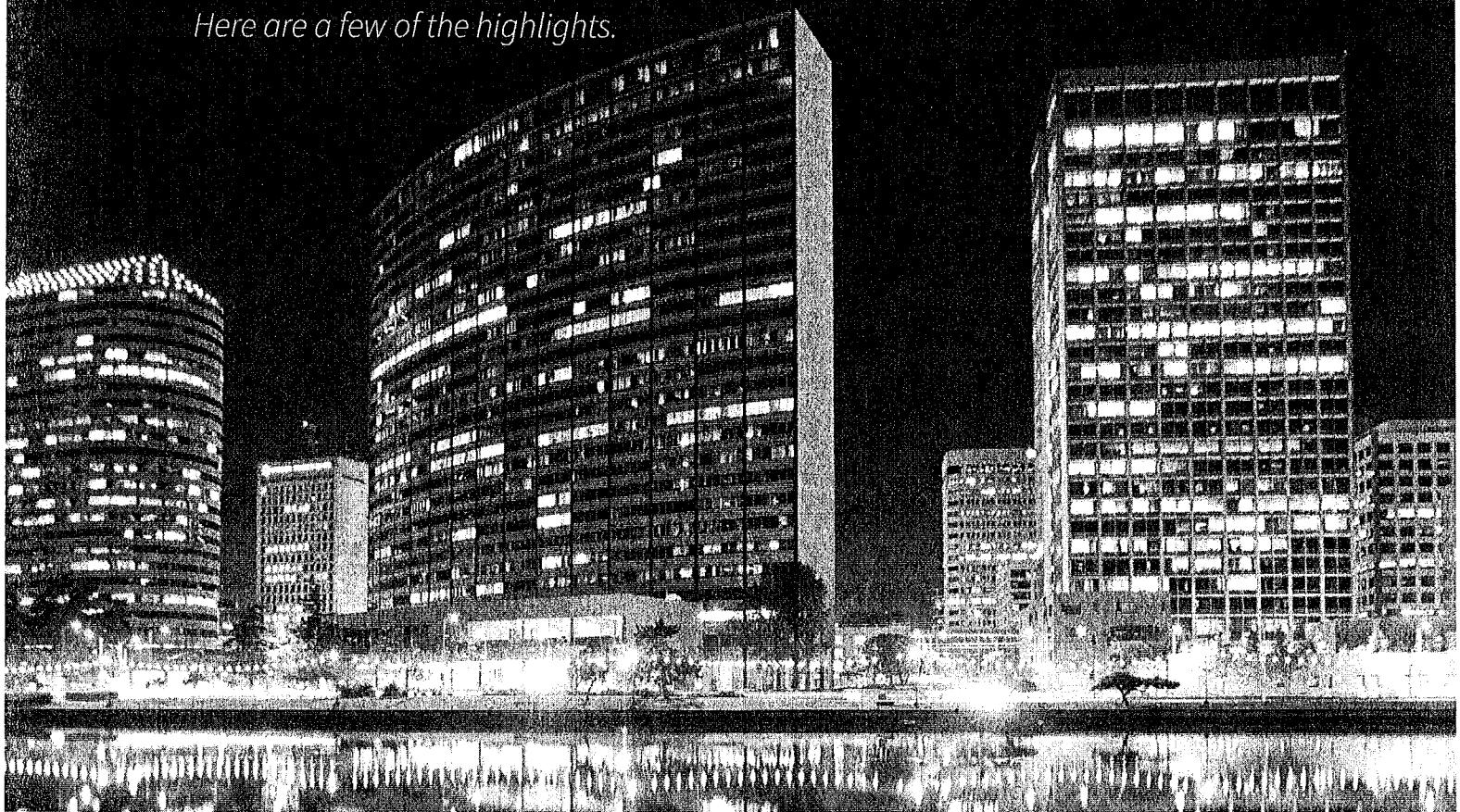
Support Oakland Businesses

Through staff at the Business Assistance Center (BAC) and our industry specialists, we've helped both budding entrepreneurs and existing business owners grow and sustain their companies.

Largest-Ever Oakland Small Business Week

We organized and hosted the largest-ever Oakland Small Business Week, with **79 workshops downtown and in seven neighborhoods attended by over 1,500 participants** from diverse backgrounds as shown in the infographics on page 2. Other Small Business Week activities included recognition of family-owned legacy businesses, City Councilmembers' recognition of individual businesses in their respective districts and the Multi-Cultural Chambers' Members of the Year Awards Reception.
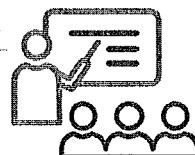
79 Workshops

7 Neighborhoods

Additional workshops to foster business growth were hosted year-round in the BAC and City Hall as well as at our business service partners' locations.

Top: Class A office towers steps from Lake Merritt's recreational amenities
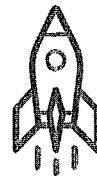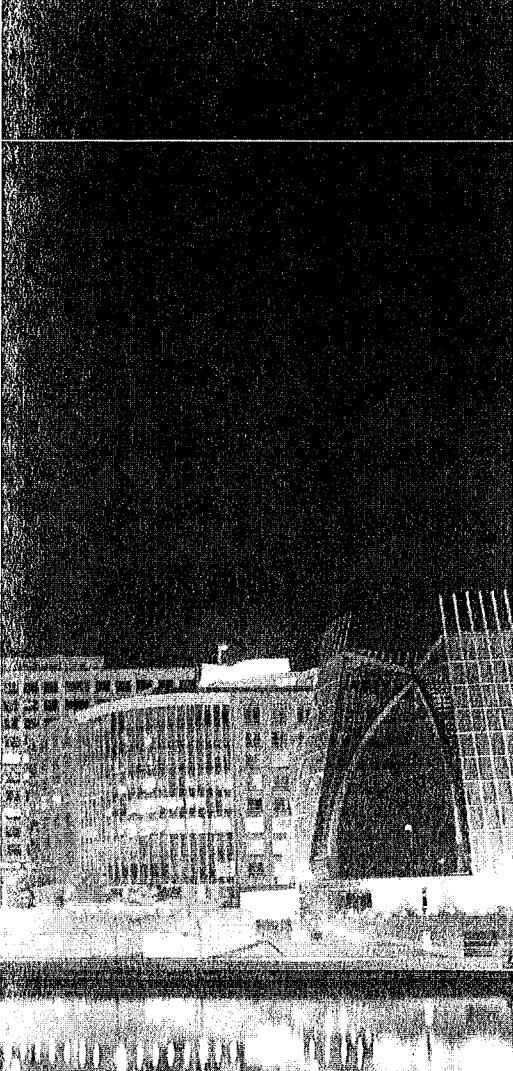
40%
of loans for
Start-Ups or
1st Year businesses

Support Entrepreneurs

Small business financing remains a challenge for many. To assist, we've continued our role as a trustee in the record-breaking partnership with KIVA, a crowdfunding loan platform for entrepreneurs. Over 530 Oakland entrepreneurs have accessed interest-free loans since the program began, making Oakland KIVA's largest U.S. operation in early 2018. At that time,

- Over 70% of KIVA loans in Oakland supported women entrepreneurs

- Over 80% supported entrepreneurs of color

- Over 40% supported start-ups or entrepreneurs in their first year of business

As business mature and grow, an important financing option is SBA loans administered by our prolific partners. Main Street Launch has funded over $35 million in loans to more than 450 businesses in Oakland. TMC Financing is the top provider of SBA 504 commercial real estate financing in Northern California and Southern Nevada. Working Solutions, with a focus on early-stage startups, has issued 700 loans totaling $18 million in its first 20 years.

Build Equity

Through a fellowship provided by the Greenlining Institute with funding from the Surdna Foundation, we hired an Economic Equity Strategist to further empower low-income neighborhoods and reach additional businesses owned by people of color. Complementing this position is a FUSE Fellow, who will engage the East Oakland community – particularly along International Boulevard – to build inclusive economic development and community self-determination and drive economic security and growth.

We awarded over $1 million in grants to support a wide variety of activities by 79 Oakland-based artists and arts organizations. Supported activities range from Hip Hop 4 Change's culturally-responsive, multidisciplinary hip hop education to the Oakland Symphony's hands-on orchestral music program offered across town to the Girls on the Mic program by Women's Audio Mission.

Prevent Displacement

Additional support in the arts community was provided by the City's partner, the Community Arts Stabilization Trust (CAST), through 14 grants totaling $350,000. Awarded through Keeping Space – Oakland, the grants **assist arts nonprofits to secure long-term, affordable and safe space in Oakland.** Based on the needs of each organization, the funds will go towards acquisitions, planning expenses, tenant improvements or rent and moving expenses. CAST has also secured an additional $3 million from the Oakland-based Kenneth Rainin Foundation to help develop permanently affordable space for Oakland arts and culture organizations.

Together with our technical assistance partner the Northern California Community Loan Fund, we **identified and aided nonprofits feeling the space squeeze** due to risings rents and real estate costs through a short survey. This work helps retain the nonprofits that provide vital services to Oaklanders. In total, we helped 10 nonprofits relocate or expand in Oakland, including assistance identifying affordable locations.

A multi-year effort to **retain an automotive dealership** culminated with the September 2018 opening of a new 38,000-square-foot dealership for Oakland Acura (pictured below). Upon learning that the dealer needed to relocate, we identified a 3.6-acre, City-owned parcel that offered unparalleled freeway visibility and negotiated a sale to Oakland Acura at fair-market value. The dealership further activates Coliseum Auto Row, already home to One Toyota, Coliseum Lexus, Paul Blanco's, Golden Gate Truck Center, TEC Oakland and Oakland Harley-Davidson.

14

Grants to
Assist Arts Nonprofits
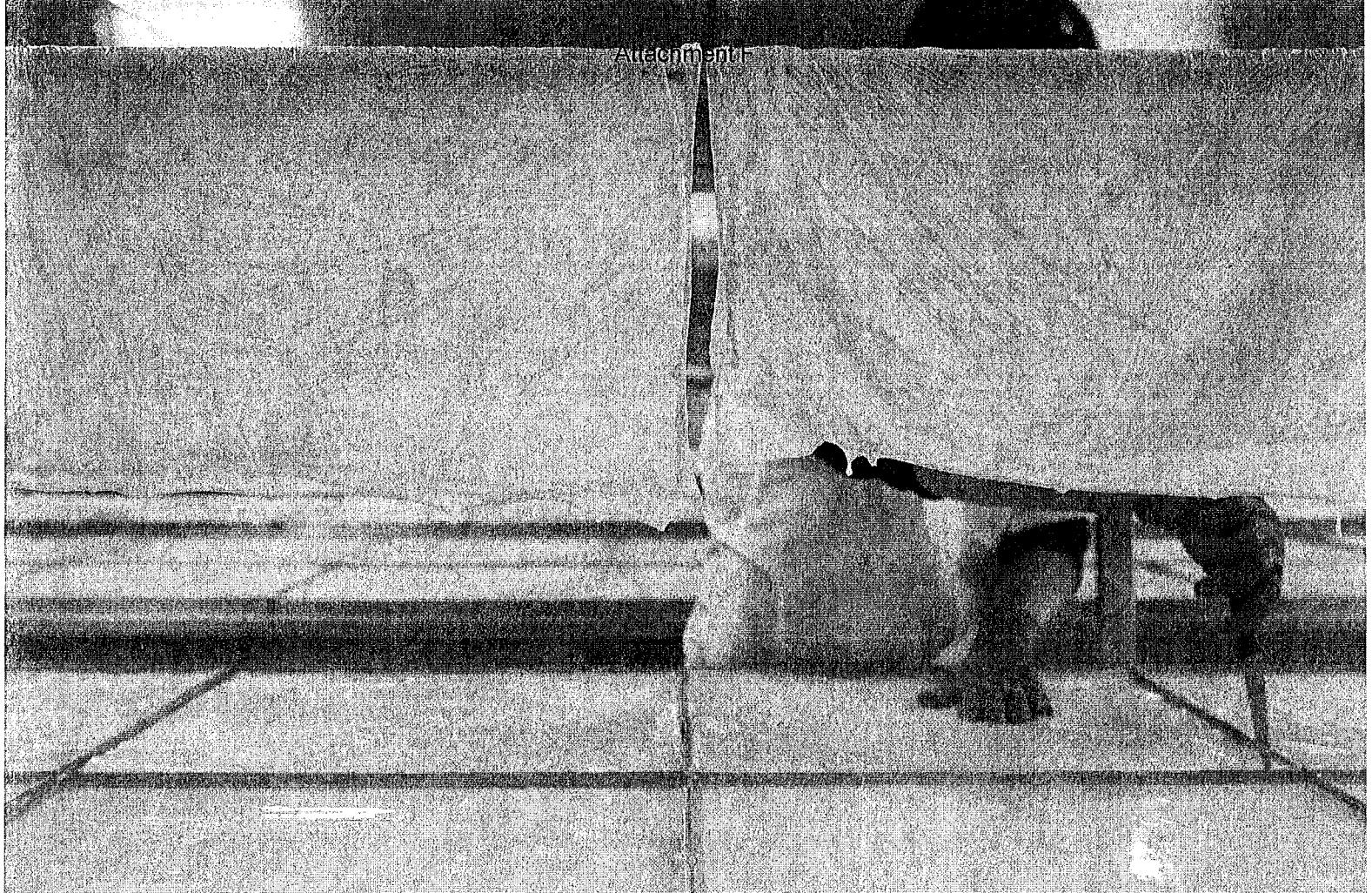
Assist Businesses

We assisted highly acclaimed tofu and soy products maker Hodo Foods (pictured above) by clarifying zoning issues as their growing operation required the leasing of 16,000 additional square feet of space – increasing their footprint by a third. Now employing about 164 employees, up from 125 in 2017, the company distributes its products nationally and continues to thrive. To accommodate anticipated growth and reduce impacts on the nearby residential neighborhood, we are working with our partners in the Department of Transportation to establish a main loading zone on the company's growing Adeline Street frontage.

In addition, staff nominated Hodo Foods as the runner up in the Food category of the 2018 East Bay Innovation Awards, and the company also represented Oakland in the Bay Area-wide "Manufacturing the Dream" campaign, which is detailed later in the workforce section.

EAST BAY INNOVATION AWARDS

Hodo Foods
2018 Runner up
Food Category

Top: Popularity of Hodo Foods' products spurs expansion, 2923 Adeline St
Left: Oakland Acura's Grand Opening in September 2018, 6701 Oakport St.

Bandcamp is a "fair trade" music site that lets artists sell directly to fans where artists and labels upload music to Bandcamp and control how they sell it, including setting their own prices. Their staff were working remotely and at Impact Hub Oakland and the company sought a site that allowed for co-location of staff and room for growth. They identified a commercial space on Broadway, where the City's Zoning regulations required retail frontage. We brought one of Bandcamp's founders and their architect in for a meeting with Zoning staff to come up with a creative solution. From this meeting, the space concept evolved with their corporate offices in the rear, retail space in front that sells records and merchandise and a small performance venue that will be managed by local producers.

In February, we received a referral from Main Street Launch, one of our SBA loan partners. Their client Sequoia CrossFit was having challenges obtaining required documentation for a loan application. Following our introduction, colleagues in the Planning & Building Department were able to assist the gym's owner to secure a key approval that resulted in him securing the needed documentation. The 6,500-square-foot fitness facility opened in March on International Boulevard in the Fruitvale neighborhood.

We supported the renewal of three Business Improvement Districts (BIDs), which provide expanded services, security and/or marketing through self-imposed assessments. Oakland's 11 BIDs represent approximately 4,600 merchants and property owners and contribute about $84 million in funding towards enhanced services in various commercial corridors. We are assisting merchants in three additional areas as they consider BID formation.

AC Transit's $216 million Bus Rapid Transit (BRT) project will bring the frequency, safety and reliability of light rail to bus riders along a 9.5-mile corridor from downtown Oakland to the San Leandro BART station. BRT's Business Sustainability Program helps businesses before, during and after construction.

Since the Business Sustainability Program began, more than 1,000 businesses have received assistance provided by the City's Technical Assistance partners, Mason Tillman Associates and a partnership of five nonprofits spearheaded by AnewAmerica Community Corporation. In one case, an impacted business received a grant from the Business Assistance Fund that allowed him to purchase a building and relocate his appliance business.

Other business retention, expansion and retention support included helping new and existing businesses with site location assistance, guidance through business and building permitting processes, referrals to financing options, zoning clarifications, tenanting support and more.

9.5 Mile Bus Rapid Transit Corridor

**1,000** Businesses Assisted
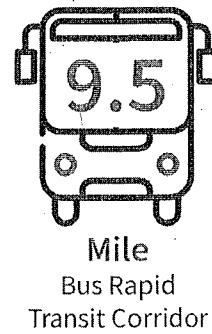
Improve City Services

Two free online tools to simplify the process of opening a business were launched in January 2018. Through a series of easy-to-answer questions, these apps quickly inform you whether your business venture is allowable at a particular location, what types of City licenses and permits are required and how much the related fees will be. Available 24/7, the business permit app has recorded more than 4,500 sessions, while the zoning lookup app has been used more than 4,400 times. See other app data infographics on page 3.

Improve Digital Access

The Finance Department upgraded their website to handle both renewal of business tax certificates, new business tax applications and the payment of certain taxes and fees online; saving business owners a trip downtown. See the data infographics on page 3.

OAK 311, a new service to make it easier to report problems and request infrastructure maintenance, was launched by the Public Works Department in April 2018. Businesses and residents can request the City's help with issues including potholes, graffiti, streetlight outages and illegal dumping by phone, email, website or app. Between July and November 2018, 91% of service requests were completed within three business days.

OAK 311

Launched in April

A new visual design and service focus were part of the City's new website launched in April (pictured above). A robust search function aids the user experience. In the last four months of 2018, the City's website had more than 1.6 million unique page views by 438,000 users.

Bring People Together

The Civic Design Lab, located on the 9th floor of City Hall, brings together City staff with community members and private-sector partners to apply human-centered design and systems thinking to public- sector problems.
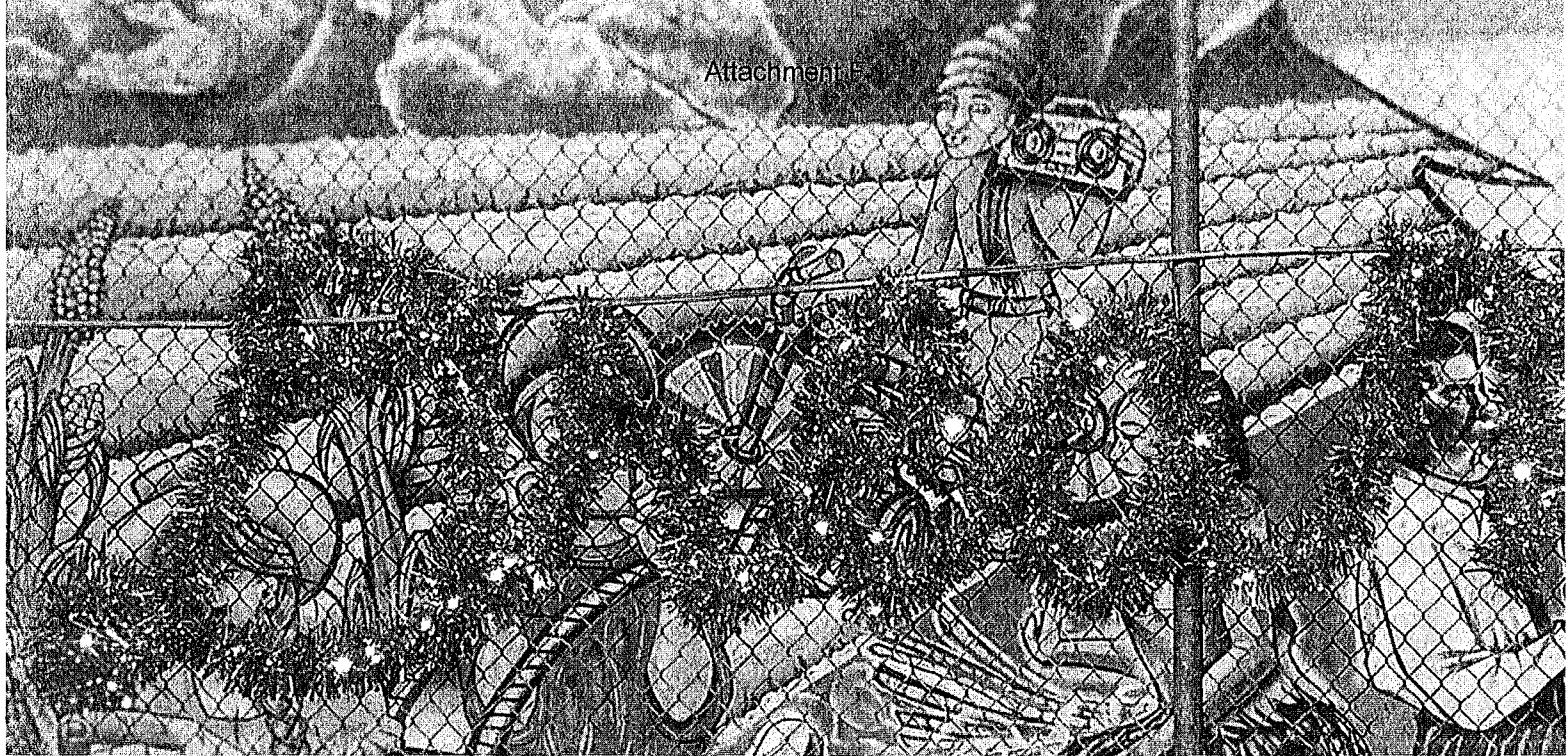
Reduce Racial Disparities

Led by the Department of Race and Equity, the City of Oakland released its first Equity Indicators Report, establishing a baseline quantitative framework that can be used by City staff and community members alike to better understand the impacts of race and measure racial inequities related to City policy. The City is consulting with community members on how best to remedy disparities.

Cultural Equity

The City adopted "Belonging in Oakland: A Cultural Development Plan," its first cultural plan in thirty years. The plan provides a roadmap to support and lift up the role of culture in building a just and equitable city. It makes a clear case for why arts and culture matter to Oakland, and the important role they play in the City's economy. As first implementation steps, two new pilot Cultural Funding initiatives will advance cultural equity, belonging and well-being for all the communities in Oakland. The *Cultural Strategists-in-Government Pilot Program* will fund five artist-in-residence slots in City departments to infuse City policy-making and practices with artistic innovation and culturally-competent problem-solving. The second pilot program, *Neighborhood Voices: Belonging in Oakland Grant*, seeks to lift up seldom-heard voices of Oakland's neighborhoods in collaboration with Oakland artists to support the expression and understanding of Oakland's most diverse communities. These two new initiatives are in addition to the Cultural Funding grants mentioned earlier on page 7.

Top: Mural by EastSide Arts Alliance and Civic Design Studio at the SOL Building, 1236 23rd Ave.
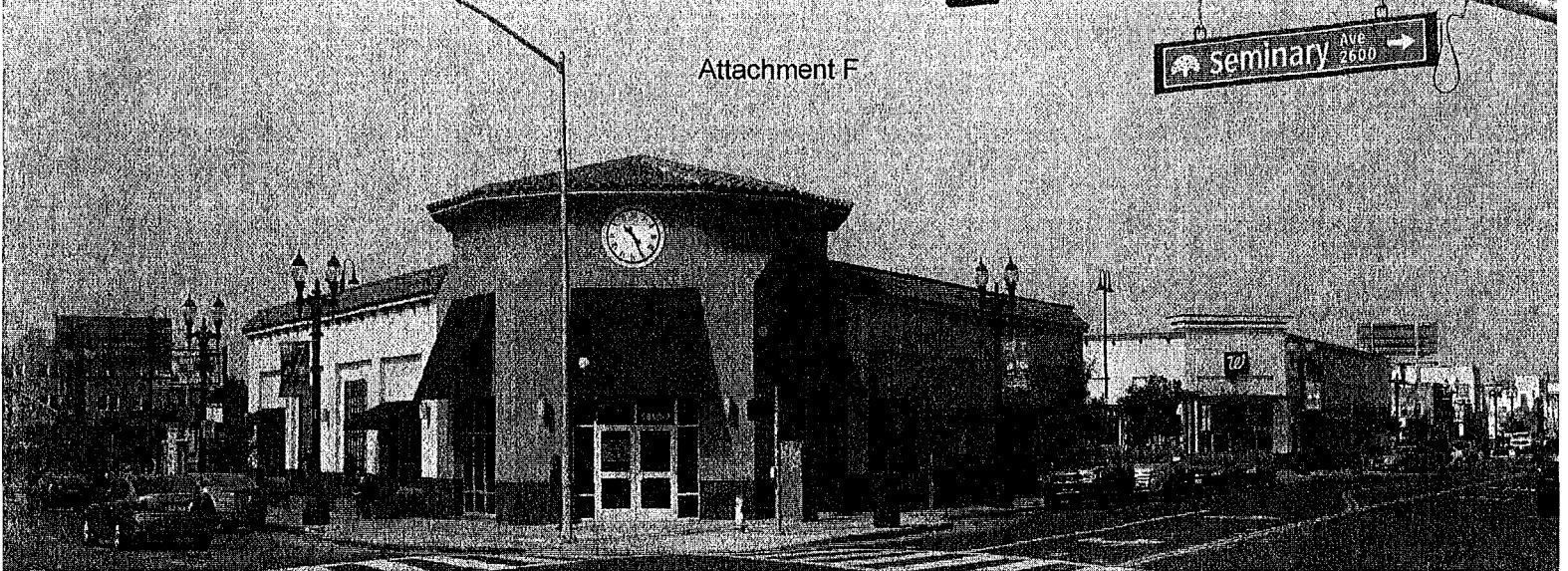
New Neighborhood Retail

Beyond meeting the daily consumer needs of residents in neighborhoods that have seen disinvestment in the past, these new retailers are a **source of both jobs for residents and sales tax revenue** that supports vital City services.

Bringing More Retail to East Oakland

Seminary Point, a 27,000-square-foot retail project in East Oakland (pictured above), is home to Walgreens, It's A Grind Coffee House, Metro PCS and other merchants. This catalytic project, which opened in April 2018, replaced an underutilized vacant and blighted property with a new commercial neighborhood retail center. Over nearly 12 years, we assembled the land, performed soil remediation, made neighborhood streetscape improvements, allocated tax credits, provided financing to bring the project to fruition and brokered a 66-year lease with Oakland-based developer Sunfield Development, LLC.

In late 2017, two national retailers opened in the Fruitvale District. **WSS Shoe Store**, a footwear chain with a range of options for adults and kids, has built a successful business model focusing on urban neighborhoods. Adjacent to WSS, **Cardenas Markets** opened its Oakland store, the first in Northern California. The 37,000-square-foot grocery underwent an extensive remodeling and employs 120.

Building Access Through Pop-Ups

As the retail industry continues to evolve, pop-up stores are becoming increasingly popular tools to activate vacant ground-floor space.

Uplift, a curated Black pop-up experience organized by the Oakland African American Chamber of Commerce, found an event location thanks to our efforts to craft a one-day lease to activate a vacant City-owned space. Similarly, the city's first **Real Black Friday**, hosted by Better Black, an Oakland nonprofit group working to bring more attention and revenue to Black-owned and -operated businesses, was held a month later in the same space.

Top: Seminary Point brought much-needed neighborhood-serving retail to Seminary Ave./Foothill Blvd.

Other Major Retail Announcements

Decathlon plans to open a 47,000-square-foot store, their first full-scale outlet in the Bay Area, on the Oakland/Emeryville border in Spring 2019. The space will feature products for over 100 sports, and will allow shoppers to try out products before buying them.

A new 33,000-square-foot **Target** store in Hanover's mixed-use development at 27th Street and Broadway is set to open later in 2019. The small-format store will employ up to 65 and will offer most products found in full-size stores, along with in-store order pickup.
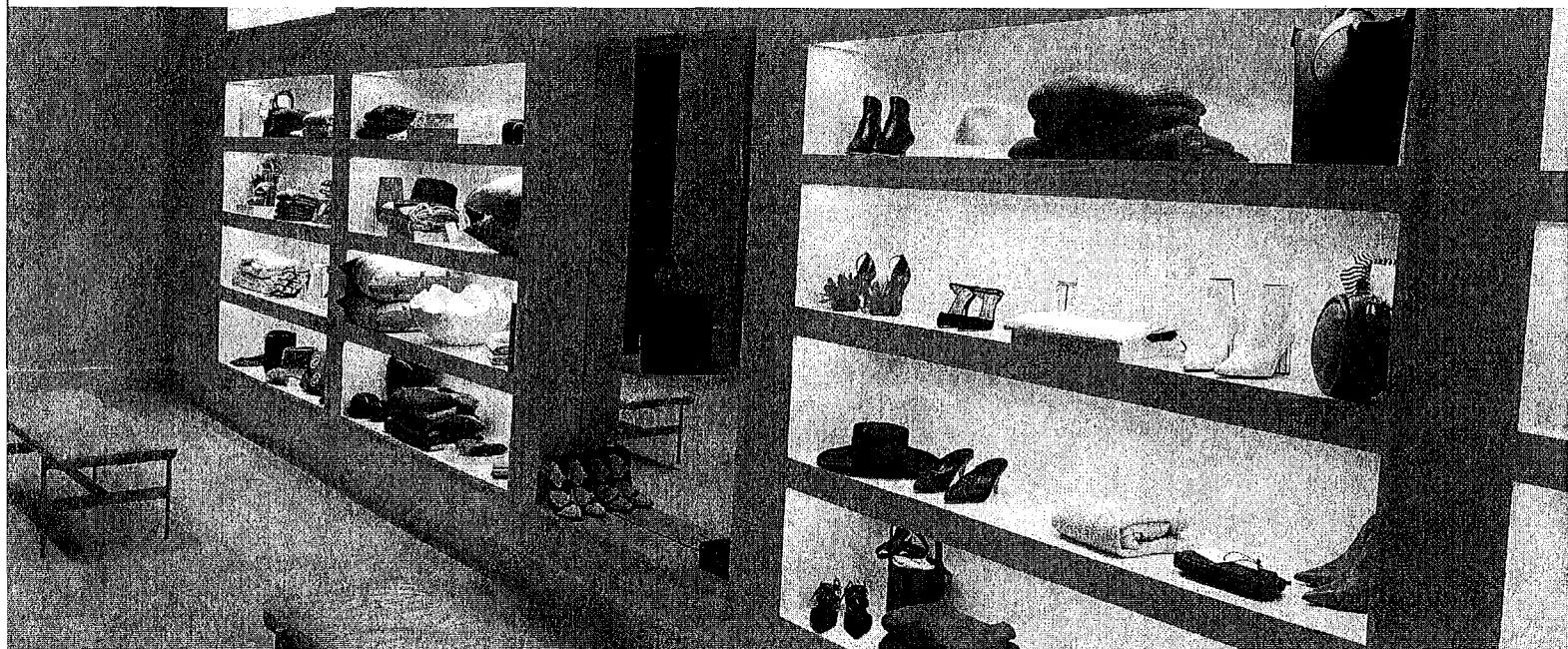
McMullen, a women's clothing boutique with collections created by both established and emerging designers (pictured above), added to Uptown's growing independent fashion retail scene. Thanks to our broker introductions and market insight, the retailer selected Oakland when their Piedmont lease expired.

In partnership with Planning & Building colleagues, we guided The **Alice Collective** founders through the permitting process as their innovative hybrid business – a 7,200-square-foot hybrid café, community space and commissary kitchen – was not an easy fit with any of the existing business-use types. We also helped the founders with neighborhood introductions as they transformed the historic Holmes Book Co. building into a retail, event and incubator triple play.

Three Oakland retail hotspots – Montclair Village, Rockridge and Grand Lake neighborhoods – had record-low vacancies in the first quarter of 2018.

Top: McMullen moved to Oakland's Uptown from Piedmont, 2257 Broadway

Train the Workforce

More than 1,460 youth, ages 16 to 24, had meaningful summer work experiences through the Earn and Learn Youth Summer Employment Program, a project of the Oakland Workforce Development Board (OWDB) and its four service providers, and through placements by nine partner organizations. Through these programs, youth are prepared for the workforce by gaining valuable skills, experience and confidence to pursue career, academic and personal goals. Participating companies included Kaiser Permanente, Turner Construction, AECOM, People's Choice Printing, the Oakland Ice Center and many others. Hiring youth is a great way to nurture and attract the next generation of workers for your company.
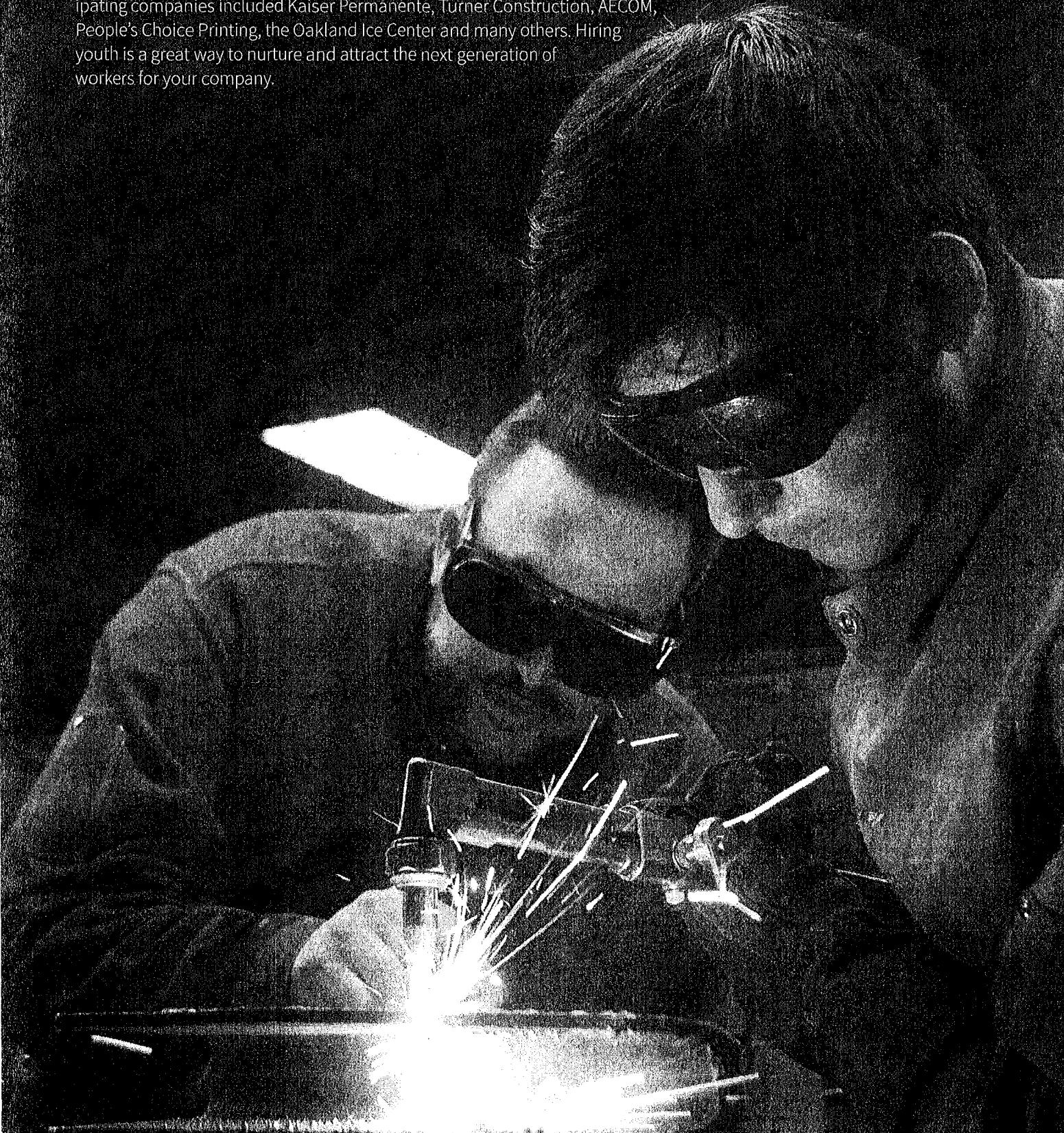
Supporting Businesses

Team Oakland Business launched **door-to-door merchants visits** in the fall of 2018 with walks along part of International Boulevard and in the Laurel District. Merchants received information on workforce support services offered by the City and participating partners. The teams included our staff along with representatives from the Oakland Metropolitan Chamber of Commerce, Peralta Community College District, Oakland Unified School District and the America Job Centers of California.

This same group jointly hosted four Lunch, Listen and Learn education sessions for business owners to gain deeper insight on how the partners' support services **help Oakland employers to recruit, attract, train and retain local talent.**
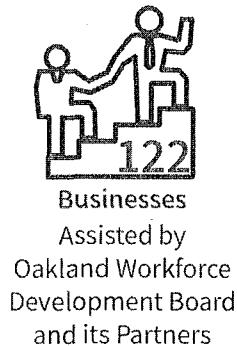
Among the 122 Oakland businesses served by the Oakland Workforce Development Board (OWDB) and its partners, was **Premier Organics**. The 16-year-old company, located in East Oakland, **invested in new equipment** to expand their operation allowing for broader distribution of their organic nut butters. Premier Organics applied for **funding to train their current employees**, as well as newly hired workers, on operation of the new equipment. The company received $43,000 in Workforce Innovation and Opportunity Act (WIOA) funds, which allowed **30 employees to be trained.** The project was coordinated and managed through the Oakland Private Industry Council, a nonprofit partner who administered the WIOA funds on behalf of OWDB.

122

Businesses Assisted by Oakland Workforce Development Board and its Partners

80 Companies

384 Job Openings

Connecting Tech with Talent

Founded three years ago to help close the talent gap in tech, TechHire Oakland launched a new web resource, techhireoakland.org, to make its work accessible to a broad audience. In mid-January 2019, 80 companies had 384 job openings listed on the site, along with resources to **help employers to connect with and hire talent of color.** Partners include Google, Salesforce, Ideo Co-lab, Ellie Mae and others.

Also in the tech sector, the Oakland Startup Network **aids diverse tech founders** along the entrepreneurial path, from ideation through the pre-seed funding phase. With the support of tech anchor Kapor Center, the network reached more than 1,700 entrepreneurs in 2018.

These efforts are complemented by iLab Oakland, a three-month residency, for founders seeking a space and nurturing community to **grow their for-profit or non-profit tech initiatives.**
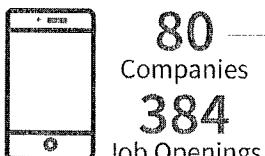
Building Awareness

In September and October, the City joined with other Bay Area cities in "Manufacturing the Dream," a social media campaign by the Bay Area Urban Manufacturing Initiative. Through personal stories, including one from Oakland's own Hodo Foods, the campaign raised awareness of the quality, middle-class jobs available in the growing manufacturing sector.

On November 8, nearly 200 students from eight high schools toured several different Oakland manufacturers during the 3rd Annual Oakland Manufacturing and Skilled Trades Day. A joint project of the Oakland Unified School District, Laney College, the Association of Manufacturers Bay Area and the City, the tours and luncheon highlighted the importance of manufacturing in our society and the career technical education programs available for young people to develop skills to enter fulfilling, lucrative careers in manufacturing. In 2018, Mettler Toledo Rainin and FATHOM joined the six returning tour sites: OCHO Candy, Nor-Cal Metal Fabricators, KSI Keyboards, Everett Graphics, Creative Woods and AB&I Foundry.

Disney's investment of profits from the "Black Panther" movie in a STEM Innovation center at the Boys and Girls Club, part of a $1 million grant shared with other cities, follows over $10 million invested over the last few years in Oakland schools and programs, including those hosted at OCCUR's David E. Glover Technology Center and Google's Code Next. Student enrollment in computer science courses at Oakland public schools has increased 400% to one of the highest rates in the country.

Reducing Employment Barriers

In partnership with the Center for Employment Opportunities (CEO), the Public Works Department provides meaningful employment to reduce recidivism and increase employment for individuals who were previously incarcerated. The crew primarily works to eradicate vegetation from the right-of-way and remove litter and debris during rainy weather. In addition to earning money, this employment opportunity helps residents returning from prison gain valuable job skills while reducing blight in Oakland. Participants are supported with a robust set of wrap-around vocational support services.

200 Students Attend Oakland Manufacturing and Skilled Trades Day
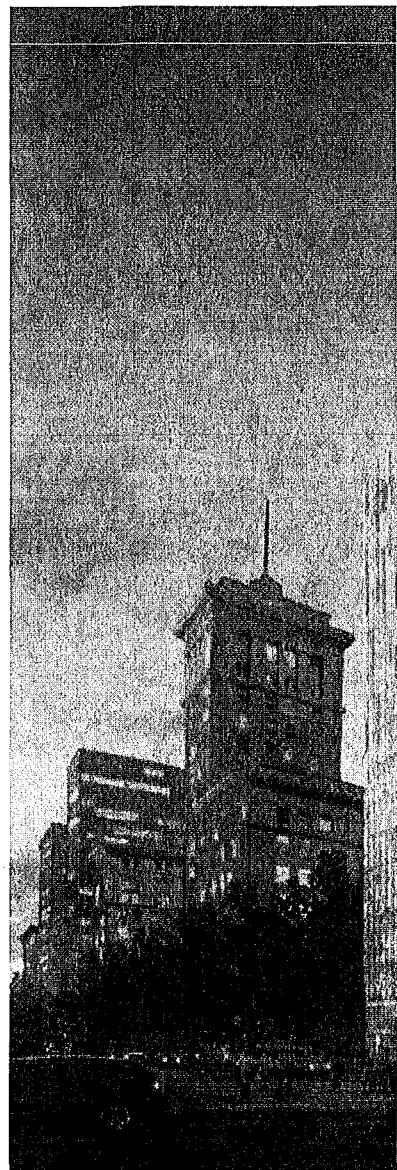
Create Jobs by Attracting New Investment & Businesses

To sustain and grow manufacturers who offer good, middle-income jobs, we launched an **industrial lands inventory and impact study**. The study will provide a more complete picture of our industrial assets, both in land and operating businesses; the fiscal and economic impacts that they provide to the City and its residents; and to what degree these assets may be at short- or long-term risk from changing markets, particularly due to developments in the cannabis industry. The insight gained – results are anticipated in mid-2019 – will assist City policymakers in making decisions to maintain a diverse, sustainable economy.

Creative Models for Neighborhood Growth

The San Pablo Area Revitalization Collaborative, a project of the East Bay Asian Local Development Corporation to **improve the neighborhoods along 1.5 miles of San Pablo Avenue,** has led to early successes. The Community Foods Market, supported in part by neighborhood crowdfunding, will open in early 2019. A few blocks away, the historic California Hotel is seeing an infusion of investment that promises to build on its African American legacy with cultural and arts elements like the soon-to-open CRAVE restaurant, Oakland Public Conservatory of Music and Fantastic Negrito's Black Ball Universe Recording Studio.

New Buildings Bring Jobs

The Key at 12th, a 345,000-square-foot project (pictured at left) that **combines a new 18-story tower with the historic Key System Building,** is expected to be ready for occupancy in late 2019. More than half of the office space has been leased. The project will create 500 temporary construction jobs, and will house about 1,700 new workers when fully occupied.

601 City Center, a 24-story, 600,000-square-foot office building owned by Shorenstein Properties, LLC, will be available in 2019. Blue Shield committed to taking 225,000 square feet on the building's upper floors when **the health insurance company relocates from San Francisco.**

Like Square (announced early in this report), **other companies that have or will soon join Oakland's diverse economy** include Clovis Oncology, Oracle, Arup, LendUp, WeWork and Delta Dental.
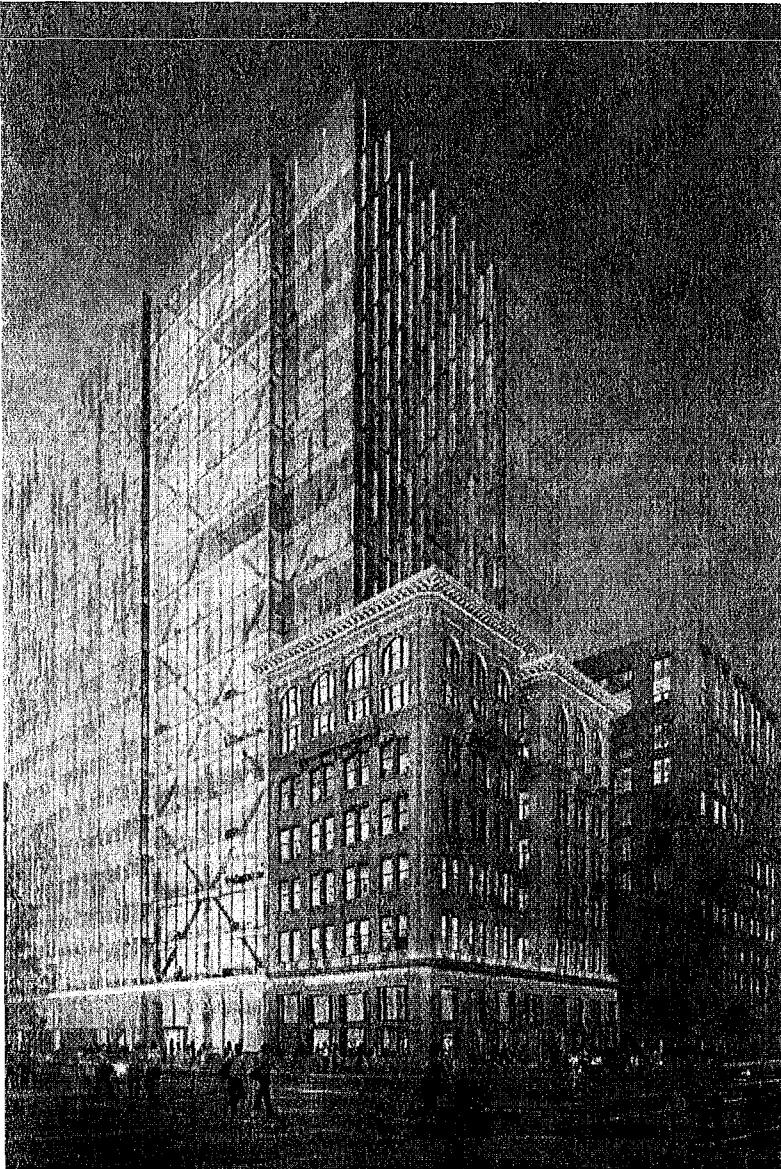
Left: Rendering of The Key at 12th, 1100 Broadway
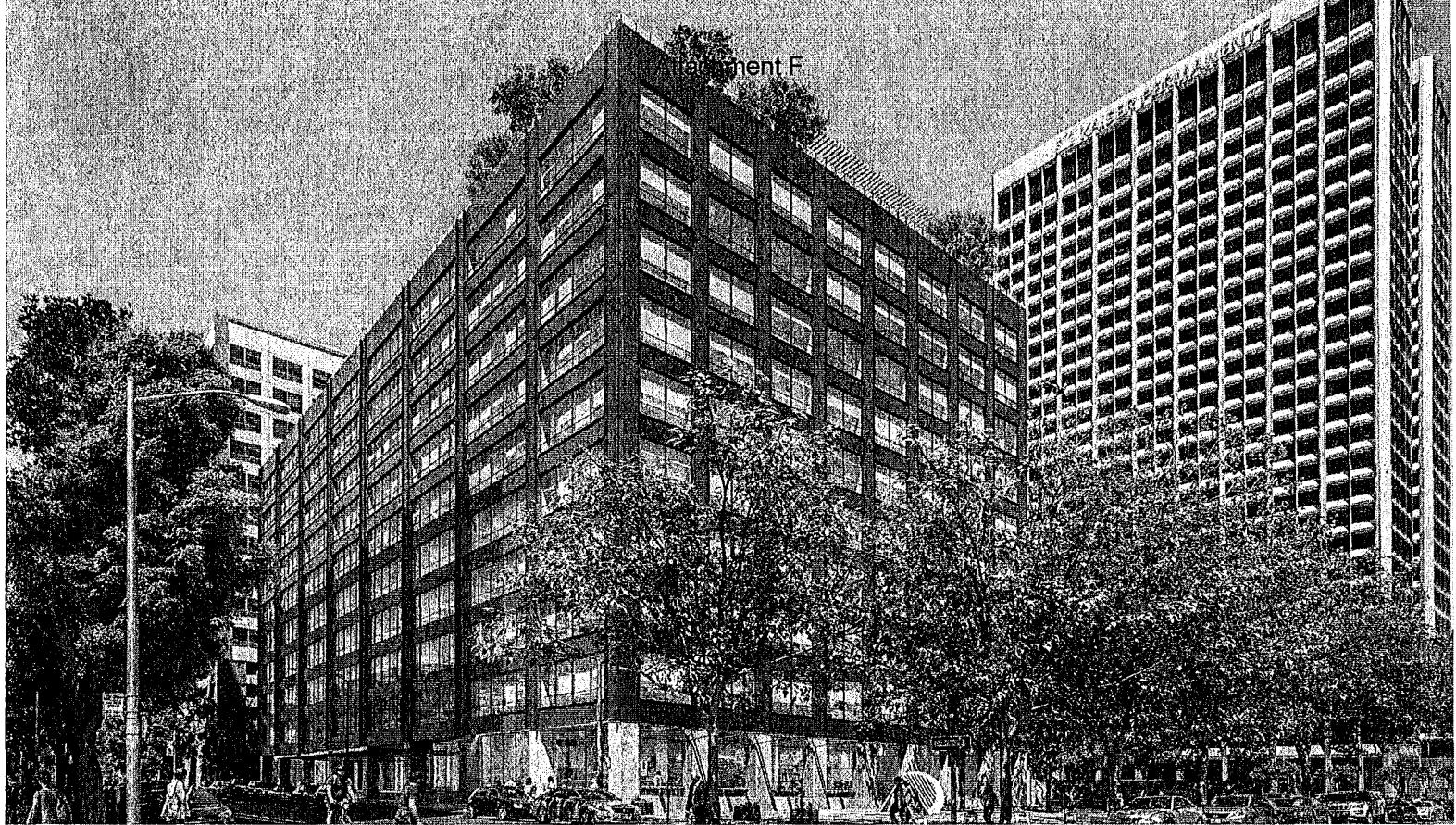
Other commercial projects underway in 2018 include the Hampton Inn Oakland Downtown (121 rooms opening in 2019), 2150 Webster Street (renovation of 236,000 square feet of office space and pictured above) and the Springfield Suites (134 rooms opening in 2019). The transformation of the former Oakland Army Base continued with three developments underway or completed: Cool Port (280,000 square feet of temperature-controlled storage and logistics), Seaport Logistics Complex (440,000-square-foot distribution center) and the Oakland Global Logistics Center (two buildings totaling 490,000 square feet).

255
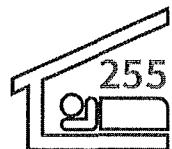
New Hotel Rooms
Under Construction

Harnessing a New Tool

In the second half of 2018, initial guidelines were released by the U.S. Treasury Department on Opportunity Zones, a tax incentive meant to **revitalize communities and create jobs in designated low-income census tracts.** City staff from several departments reviewed the State's initial roster of recommended census tracts and suggested additional ones for inclusion. While not securing all of the desired tracts, Oakland received **Opportunity Zone designations for 30 census tracts.** Investments made by individuals through Qualified Opportunity Funds in these zones would be allowed to **defer or eliminate Federal taxes on capital gains.** The City of Oakland has been meeting with internal and external partners to see how we could use this tool to further our equitable economic development goals outlined in the Economic Development Strategy by prioritizing projects with demonstrated community benefits in the review process and ensuring developers and investors are in compliance with our housing and anti-displacement regulations.

Top: A complete renovation by Lane Partners is transforming 2150 Webster St.

Build Homes and Preserve Affordability

The City of Oakland is making great strides in addressing the housing crisis that has gripped the Bay Area and much of the West Coast.

The City's multi-pronged approach to the crisis includes helping vulnerable populations avoid the loss of their housing, implementing emergency shelter strategies and spurring construction of housing.

473

Households Threatened with Eviction Helped

Preventing Displacement

The Keep Oakland Housed Initiative has helped 473 households threatened with eviction in the last six months of 2018. Through three nonprofit partners, the initiative provides legal representation, emergency financial assistance and supportive services to prevent Oakland residents from losing their housing. The program is funded in part by Kaiser Permanente and the San Francisco Foundation.

Innovative Solutions

The City currently has three temporary Community Cabin sites, plus one that has already wrapped successfully after 12 months of operation. At each site, formerly homeless residents are able to access **shelter and supportive services** while working with on-site case managers to transition into temporary and permanent housing facilities. Of the more than 200 formerly homeless people who have opted to enter the program, 70% have successfully exited into transitional or permanent housing. The City plans to open four additional Community Cabin sites and establish a Safe Parking Program allowing residents to stay overnight in vehicles in a safe and secure environment.

In 2018, the City acquired a former SRO hotel that will **provide more transitional housing and services with the goal of rapidly re-housing people,** like the existing, successful Henry Robinson Multi-Service Center which has an 88% success rate of placing clients into permanent housing upon exit.

Funding Affordable Housing

The production of affordable housing is being bolstered by the Affordable Housing Impact Fees (AHIF) paid by developers. Since July 2016, nearly $21 million has been assessed. Additional funds from voter-approved County and State measures will enable construction of even more affordable housing units.

In December 2018, Oakland City Council took the initial steps to establish a **public lands policy** to use our limited land resources efficiently to accelerate the production of much-needed affordable housing. The bulk of the 21 publicly owned sites available for development would be used as affordable housing sites. Ensuring select parcels, where optimal uses would be commercial or market-rate housing projects, may be sold with the proceeds and corresponding housing impact fees used to fund affordable housing will **result in a greater number of affordable units being constructed.**

Housing Under Construction

As previously mentioned, more than 9,300 housing units are currently under construction. Space limitations prevent narratives on each project, but below are highlights of a few housing developments where the City played a lead role.

Fruitvale Transit Village Phase II, a $60 million, transit-oriented development that includes 94 affordable housing units, broke ground in March 2018. The project transforms a City-owned BART parking lot into **permanent affordable housing**.

With a mix of private and private funding sources, including funds from the City, County and State, **Coliseum Connections** (pictured below), a transit-oriented development adjacent to the Coliseum BART station, will **have 55 affordable units and another 55 market-rate units.**
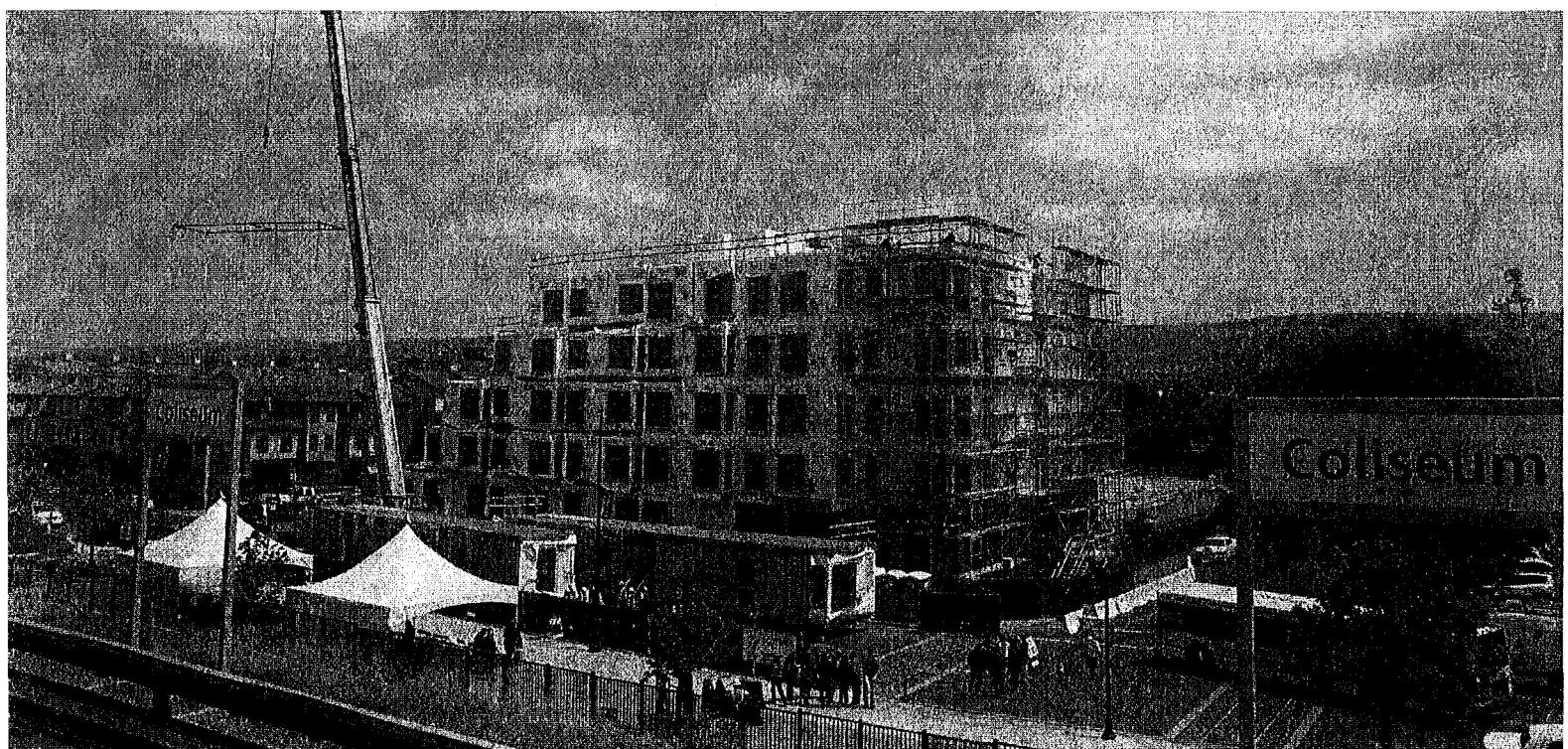
On a parcel previously owned by the City, construction began on a 16-story building with 288 market-rate apartments at 1100 Clay. The groundbreaking marked the conclusion of a multi-year process that included issuing a request for proposals, negotiating with the developer and selling the parcel for $3.35 million.

Creating New Neighborhoods

Two large housing developments that will **create new residential neighborhoods** also saw important milestones in 2018.

Master developer SunCal **broke ground on Oak Knoll** (pictured above), which will feature 918 for-sale townhomes and single-family homes, 80,000 square feet of retail and about 84 acres of green space. Decades in the making, this development activates the site of a former naval hospital. An adjoining 5.4-acre parcel, retained by the City, is slated for development of affordable housing.

Nestled on the Oakland Estuary, **Brooklyn Basin** will create a new, mixed-use neighborhood on the historic waterfront. The transformation of the 64-acre, former industrial site went vertical in 2018 when construction began on 241 units in the Orion building. Leasing is expected to begin in 2019.

Top: SunCal broke ground on the mixed-use Oak Knoll development in September 2018, 8750 Mountain Blvd.
Left: Coliseum Connections is Oakland's largest modular housing development, 805 N. 71st Ave.

Acknowledgments & Resources

Our shared successes are only achieved through the combined efforts of our City colleagues, the support of the City Administration, the vision of Mayor Libby Schaaf and the innovative policies adopted by the Oakland City Council.

Thanks also to the numerous community partners who support a business ecosystem that fosters equitable economic growth.

Special thanks to the following internal partners:

- Office of Mayor Libby Schaaf
- City Administrator's Office
- Department of Race and Equity
- Department of Transportation
- Finance Department
- Housing & Community Development Department
- Parks, Recreation & Youth Development Department
- Planning & Building Department
- Public Works Department

Through our continued collective efforts, we look forward to achieving the 2019 goals and targets outlined in the Economic Development Strategy resulting in even greater prosperity for all Oaklanders!

View the Economic Development Strategy and Appendices at
www.oaklandca.gov/projects/economic-development-strategy

We're Here to Help

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Graphic Design

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Photos

Page 6: By Natausha Greenblott, Courtesy of Visit Oakland

Page 4, 8, 14, 15 & 22: By Harry Hamilton, City of Oakland

Page 9: Courtesy of Hodo Foods

Page 12: Mural by EastSide Arts Alliance and Civic Design Studio at the Sol Building; mural artists: José García, Darren Villegas, Vanessa Espinosa, and Visual Element. Tinsel Wire Sculpture by Civic Design Studio, Fremont Architecture Academy & Castlemont Sustainable Urban Design Academy. Photo by Vanessa Whang.

Page 16: Courtesy of Oakland Unified School District

Page 19: Courtesy of Ellis Partners

Page 20: Courtesy of Lane Partners

Page 23: Courtesy of SunCal