

2009 DEC 22 PM 5: 54 **CITY OF OAKLAND**
AGENDA REPORT

TO: Office of the City Administrator
ATTN: Dan Lindheim, City Administrator
FROM: Jeff Baker, Assistant to the City Administrator
DATE: December 15, 2009

RE: Informational Report: Outcome Evaluation of Measure Y Community Policing Efforts for FY 2008-2009, Conducted by Resource Development Associates (RDA)

SUMMARY

The Violence Prevention and Public Safety Act of 2004 (VPPSA) or commonly known as the Measure Y Initiative, mandates an independent evaluation of Measure Y funded violence prevention programs to ascertain the effectiveness of the programs, including the number of persons served and the rate of crime and violence reduction achieved. There are two major components of Measure Y programming, (1) community and neighborhood policing and (2) violence prevention services with an emphasis on youth and children. Resource Development Associates (RDA), an independent contractor selected through a competitive bid process, presents its first outcome evaluation of Measure Y Violence Prevention Programming. Due to the sheer volume of the document (1000+ pages), the report has been bifurcated into Section I., Community Policing and Section II., Violence Prevention Programming. This informational report covers Section I., Community Policing.

The Measure Y Oversight Committee reviewed Section I., Community Policing at its regular meeting of November 16, 2009 and its Special Meeting of December 14, 2009, respectively. The Oversight Committee's Recommendations are attached to this report. Section II., Violence Prevention Programming, will be reviewed by the Oversight Committee on January 11, 2010 and at the Public Safety Committee Meeting of January 26, 2010.

An electronic version of the complete report may be found at the Measure Y Website, www.measurey.org and a paper copy is on file with the Office of the City Clerk, 1st Floor, 1 Frank H. Ogawa Plaza, City Hall, City of Oakland.

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FISCAL IMPACT

This is an informational report and there is no fiscal impact.

BACKGROUND

Passed by Oakland voters in November 2004, Measure Y provides approximately \$20 million every year for ten years to fund violence prevention programs, hire additional police officers, maintain staffing of firefighters, expand paramedic services and conduct an independent evaluation. Measure Y funds are generated through a parcel tax along with a parking surcharge on commercial lots.

Berkeley Policy Associates (BPA) and subcontractor RAND were the initial evaluators of Measure Y programming until replaced by Resource Development Associates (RDA) in July 2008. The past evaluation findings of BPA/RAND regarding Measure Y Community Policing efforts during FY 2006-07 and 2007-08 include:

- The deployment of problem-solving officers (PSOs) has been delayed because of a lack of available PSOs and has been frustrated by a lack of equipment and training, frequent transfers of officers out of their beats, and infringement on the PSOs time.
- The implementation of community policing is compromised by a lack of community participation. Community meetings involving the PSOs are generally poorly attended by residents and business leaders and some of those who do participate report being intimidated and harassed by neighborhood criminals.
- PSOs complete daily activity logs, which OPD supervisors review and summarize, but problem centered tracking is largely random and inconsistent. An OPD supervisor explained that projects are supposed to be recorded in the Beat Management Information System (BIMS) (what the officers referred to as the SARA project database.) Yet PSOs report that the database contains a small set of problems that have unclear criteria for inclusion, is used inconsistently and is not consulted later. Moreover, it does not capture the activities on which PSOs spend most of their time.

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- There was no statistical evidence that the PSO program is associated with reductions in crime and violence. There are four possible explanations: (1) the program is not effective; (2) there are positive outcomes that the evaluation does not capture; (3) the program is associated with an increased propensity to report crime, thus off-setting crime reductions; or implementation challenges preclude the program's ability to be effective. It is plausible that the efforts of the PSOs do not directly translate into crime reductions.

- (4) Most probably, implementation challenges may preclude the ability of the problem-solving program to demonstrate success. (the amount of problem-solving coverage that each beat receives [as noted earlier, almost 90 percent of the PSOs reported performing an off-beat assignment unrelated to problem-solving and 1/3 reported, on average, that 42% of their time is not spent on duties directly related to problem-solving in their beat (and about 20 hours per week patrolling in their car) and that they spend eight hours per week assisting other PSOs in their beats.

KEY ISSUES

The community policing evaluation goals of Resource Development Associates, set out in the evaluation Request for Proposal of May 2008 include:

- Use of evaluation data to improve program design.
- Identify staff that have been deployed and activities that are taking place as a result of the Violence Prevention and Public Safety Act (VPPSA).
- Identify problems/successes with the VPPSA policing initiatives during each reporting period.
- Identify whether the Police Services implemented through the VPPSA are contributing to (1) changes in feelings of public safety, (2) changes in crime levels, (3) changes in attendance at NCPC meetings, (4) changes in formation of Home Alert Block Groups, (5) changes in awareness of police services and service delivery systems, (6) changes in satisfaction with police services related to this initiative, (7) changes in tolerance levels by neighborhood residents' of problems such as graffiti, drug dealing, abandoned cars, truancy, etc., and (7) changes in ability of Oaklanders to tackle and resolve their own neighborhood problems.

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- Identify whether and how the VPPSA police Services are collaborating/partnering with the VPPSA Violence Prevention Programs and if these partnerships are effective in dealing with neighborhood problems.
- Identify whether the resources of OPD local government, private agencies, citizen groups, business community and neighborhoods involved in the VPPSA programs and services are being used effectively to solve problems.
- Identify whether the VPPSA policing initiatives help provide equal access to police services by Oakland's residents and equal distribution of police services and resources among communities.

EVALUATION FINDINGS:

Key findings of the Resource Development Associates (RDA) Community Policing Evaluation include:

1. Full implementation of Measure Y staffing levels has been achieved; all beats in the City are served by a Problem-Solving Officer (PSO);
2. New changes in OPD organizational structures that create more geographic accountability have strengthened the Department's commitment to community policing;
3. Problem solving officers are collaborating effectively with residents, Neighborhood Crime Prevention Councils (NCPCs), Neighborhood Services Coordinators, offices of City Council members, other City Agencies and community stakeholders to solve problems of concern in their beats;
4. A new data system for entering PSO problem solving activity will allow the Department to analyze the different kinds of problems being addressed by PSOs and the kinds of investigative and collaborative actions that contribute to solving them.

The evaluation also points to areas that can and should be improved:

1. OPD's information systems limit the Department's capacity to capture data on the nature of its expenditures, operations and Measure Y activities.
2. Turnover among PSOs is a barrier to successful implementation. Personnel practices, such as recruitment, assignment and promotion do not adequately

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consider the interests of community policing and should be revised to reduce turnover and interruptions in services.

3. A shared vision and clearly articulated approach to Community Policing was not evident throughout the Department. The Department should define performance measures aligned to the duties of PSOs to achieve more even implementation of the Initiative across the city.

Future Issues for Consideration:

- Maintaining PSO Staffing Levels.
- Outcome of Measure Y Litigation
- Funding for Enhanced PSO Data Collection System

SUSTAINABLE OPPORTUNITIES

There are no specific economic, environmental or social equity opportunities contained in this report.

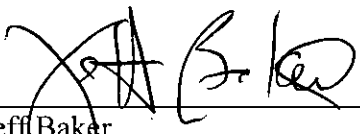
DISABILITY AND SENIOR CITIZENS ACCESS

All programs funded by Measure Y are accessible to persons with disabilities.

ACTION REQUESTED OF THE CITY COUNCIL

That City Council accept this informational report.

Respectfully submitted,



Jeff Baker
Assistant to the City Administrator

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



OFFICE OF THE CITY ADMINISTRATOR

Attachment A: Recommendations of M-Y Oversight Committee

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FILED
OFFICE OF THE CITY CLERK
OAKLAND

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ATTACHMENT A



**VIOLENCE PREVENTION &
PUBLIC SAFETY
OVERSIGHT COMMITTEE**
1 Frank H. Ogawa Plaza, City Hall
Oakland, California 94612

To: Chairperson Larry Reid
Members of the Public Safety Committee

Re: Evaluation Report on Measure Y Community Policing, 2008-2009

Date: December 15, 2009

The Evaluation Report on Measure Y Community Policing, FY 2008-2009, was reviewed by the Measure Y Oversight Committee at its Regular Meeting of November 16, 2009 and a subsequent "Special Meeting" on December 14, 2009. The following recommendation is forwarded by the Measure Y Oversight Committee for consideration by the Public Safety Committee and Oakland City Council.

We recommend the Public Safety Committee/Oakland City Council adopt the Evaluation Report on Measure Y Community Policing, 2008-2009, Section 2, 3, 4, and the Conclusions as outlined in Section 2, page 27, with the following changes:

Conclusion #1 (page 27)

"Full implementation of Measure Y staffing levels has been achieved; all beats in the City are served by a PSO." Change to read, "Full implementation of staffing needs to be a focus of future reports."

Areas of Improvement (page 27)

Item #1. (add)

The Department should move forward on the enhancement of data collection system to provide accurate PSO assignment, deployment, activity and project information.

Item #3 (add)

The Department (in collaboration with community partners) should define performance measures aligned to the duties of PSOs to achieve more even implementation of the Initiative across the City.

Item #4 (add)

The Department shall provide adequate budget information especially around training and equipment allocations.

Item #5 (add)

To encourage more diversity among Neighborhood Crime Prevention Councils, the Department should perform more outreach activities.

Motion by Chairperson Blevins/Second by Member Dorado. Approved by Consensus of the Measure Oversight Committee, December 14, 2009.