

CITY OF OAKLAND

AGENDA REPORT

FILED
OFFICE OF THE CITY CLERK
OAKLAND
2009 APR 30 PM 8:09

To: Office of the City Administrator
Attn: Dan Lindheim, City Administrator
From: Jeff Baker, Assistant to the City Administrator
Date: May 12, 2009

Re: **Third Quarter Evaluation Report on Measure Y Violence Prevention Programs and Community Policing**

SUMMARY

The third quarter evaluation report of Measure Y community policing and violence prevention program is hereby submitted to the Oakland City Council. The independent evaluation, performed by Resource Development Associates, covers the first nine months of program evaluation for Fiscal Year 2008-2009. The report provides an overview of staff progress in implementing Measure Y funded violence prevention programming as well as community policing efforts. The highlights of the third quarter report include:

- Completion of stakeholder interviews re: violence prevention programming
- Completion of violence prevention program client interviews
- Ongoing analysis of crime data
- Ongoing analysis of program participant data

The third quarter report is scheduled to be reviewed by the Measure Y Oversight Committee at its next meeting, currently scheduled for May 18, 2009.

FISCAL IMPACT

Acceptance of the report has no fiscal impact.

BACKGROUND

Passed by Oakland voters in 2004, Measure Y is a comprehensive effort to address the root causes of violence including poverty, unemployment, discrimination, substance abuse, educational failure, fragmented families and domestic violence. The initiative provides over \$20 million per year for increased fire safety, police services and violence

Item _____
Public Safety Committee
May 12, 2009

prevention programs. The initiative mandates an independent evaluation of the overall Measure Y program including the number of people served and the rate of crime or violence reduction achieved.

KEY ISSUES AND IMPACTS

Measure Y's violence prevention program component supports street outreach, violence prevention activities in schools, prisoner reentry services, after-school employment and sports programs, gang prevention programs and services for victims of domestic abuse and sexually exploited minors. The violence prevention programs – 27 programs run by 18 grantee organizations within 15 strategies - have generally been implemented according to plan. In addition, Measure Y funding pays for 63 problem-solving officers, 57 of whom are assigned to community policing beats.

PROJECT DESCRIPTION

The Measure Y Initiative mandates an independent evaluation of all funded programs. Resource Development Associates was selected as the evaluation contractor through a competitive bid process in July 2008. A combination of qualitative and quantitative research methods are used in the assessment. The qualitative methods include structured interviews with city departments, program managers and staff, review of program and management documents, and focus groups with community stakeholders and program participants. The quantitative methods include analysis of program data on officer deployment, crime reports, and violence-prevention program participant data, which include participant background characteristics, participation patterns and achievement of program milestones.

SUSTAINABLE OPPORTUNITIES

Environmental: This project will have no impact on the environment.

Economic: The reduction of crime and violence may enhance the economic vitality of the City of Oakland.

Social Equity: The goal of reducing crime and violence will enhance the quality of life for Oakland residents.

DISABILITY AND SENIOR CITIZEN ACCESS

Approval of this report has no direct impact on disability and senior citizen access issues.

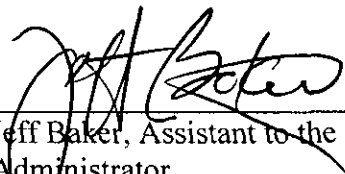
RECOMMENDATIONS(S) AND RATIONALE

Staff recommends the Oakland City Council accept the Third Quarter Measure Y Evaluation Report as submitted by independent evaluator Resource Development Associates. The evaluation has been completed in compliance with the mandate of the Measure Y Initiative.

ACTION REQUESTED OF THE CITY COUNCIL

Staff requests the Oakland City Council accept the Third Quarter Evaluation Report on Measure Y Violence Prevention Programming and Community Policing.

Respectfully submitted:



Jeff Baker, Assistant to the City
Administrator

Attachment: Third Quarter Evaluation Report on Measure Y Violence Prevention Programming and Community Policing

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:



Office of the City Administrator

Item _____
Public Safety Committee
April 12, 2009

Measure Y Evaluation
Third Quarterly Report: Fiscal Year 2008-2009
January 11 – April 10, 2009
Prepared by:
Resource Development Associates, Gibson & Associates & Mark Morris
Associates

I. Measure Y Overview

The Measure Y initiative was passed by Oakland voters in 2004 and provides approximately \$19 million in funding for community policing efforts, violence prevention programs, and fire services each year over a ten year period. This year, 2008-09, is the third year of the initiative. The initiative aims to reduce violence and its associated social problems through a multi-pronged approach that is informed by the principles of prevention, effective policing, and the targeting of resources to the most at-risk populations and neighborhoods. Measure Y serves Oakland youth and adults through a wide range of violence prevention strategies, including diversion and reentry, youth outreach, employment and training, family violence and mental health services, gang intervention and prevention, school-based prevention, Mayor's Street Outreach, Violent Incident Response, Police Services, and Oakland Police Neighborhood Services. Through contracts with community-based organizations, the violence prevention component expands preventive social services to the most at-risk youth and adults within Oakland, with an emphasis placed on youth and children. The police services component funds a range of community policing services and equipment.

II. Overview of the Evaluation and Third Quarter Activities

The purpose of the evaluation is to assess the extent to which the Measure Y initiative is reducing and preventing violence in Oakland by tracking and measuring program and participant processes and outcomes. It is aimed at creating a system of continuous program improvement by sharing information on the results of the evaluation to inform program development and policy level decision making. In addition the mapping of Measure Y efforts against what has been found to work will be an ongoing part of this effort so that as the initiative matures the results of the effort will increasingly improve.

Summary of Third Quarter Activities

The purpose of this report is to apprise stakeholders of the evaluation activities during the third quarter of our evaluation effort from the period spanning January 11 through April 10, 2009. We have provided an update on our evaluation activities.

The third quarter can generally be characterized as our effort to collect and analyze data from Violence Prevention Programs, to implement solutions to improve the overall quality of data, and to develop a data system for and collect data for the Community Policing evaluation.

Our efforts during the third quarter have been consistent with our overarching evaluation approach, which is to utilize evaluation as a way to measure the impact of program on the clients and community they serve, while also providing program managers with tools, information, and research on what works. Over the

past three months, we have engaged in a dialogue with the City about strategies for improving program practices and strengthening data collection systems so that we can measure the impact of the Measure Y initiative.

III. Key Evaluation Activities

During the third quarter of fiscal year 2008-2009 we have focused on collecting and analyzing data for the Violence Prevention Programs and collecting data for the community policing evaluation. We have continued to work closely with stakeholders to discuss evaluation activities, design the evaluation and data collection tools, and conduct data collection and analysis. This section is organized as follows:

- Stakeholder Engagement
- Data Collection & Analysis
- Technical Assistance with Data Systems
- Next Steps for the Fourth Quarter

Stakeholder Engagement

We have continued to meet with Police, Department of Human Services, and Neighborhood Services staff, as well as grantees to develop an evaluation design, develop and share evaluation tools, and to discuss strategies for improving evaluation. The table below outlines meetings conducted during the third quarter.

January 11 – April 10, 2009

| Area | Attendance | Purpose | Outcome |
|---------------------|---|--|---|
| Initiative-wide | Measure Y Oversight Committee | To provide an update on evaluation activities. | Shared understanding of evaluation activities and next steps. |
| Initiative wide | Public Safety Committee | To update committee on evaluation activities and share second quarterly report. To share police services database. | Shared understanding of evaluation activities. |
| Initiative-wide | DHS, City Administrator's Office Staff: Sarah Bedford, Jeff Baker, and Dyanna Christie | Ongoing meetings to discuss evaluation activities, scope of services, data collection systems and client needs. | Shared understanding of timeline/scope of activities. |
| Violence Prevention | Department of Human Services Staff | Meetings to review evaluation plan, data collection systems, and timeline for VPP evaluation. | Shared timeline. Shared approach to improving data collection systems. |

| Area | Attendance | Purpose | Outcome |
|----------------------------|---|---|---|
| Violence Prevention | Second Quarterly Violence Prevention Grantee Meeting- 29 agencies | Second quarterly evaluation meeting to share evidence based practices, research, and common challenges within clusters. Distribution of client surveys. | Network among Measure Y programs. Ability of program staff to survey clients. |
| Community Policing | OPD Management and Supervising Officers | Previewed community policing data system. | Revisions to data system. |

As the table outlines, we have continued to meet with stakeholders over the past three months, aiming to keep them apprised of our activities and incorporating their input into our evaluation approach.

A particularly successful stakeholder meeting was the Second Quarterly Violence Prevention Program, attended by close to 60 staff members from the 29 funded agencies. The purpose of the meeting was to build grantees' knowledge of evidence-based practices and to provide similar programs with the chance to discuss solutions to common problem. We also shared the cluster level logic models, best practice research, and individual program evaluation outlines and received grantee feedback on each. Programs also learned about the field research activities planned for the third quarter and received training in how to administer the client survey.

We received positive feedback on the meeting, with 88% of participants reporting that the meeting worked well or very well. Participants especially enjoyed having the opportunity to meet in clusters and share common challenges and solutions. They were also pleased with the best practice resources provided by the evaluation coaches. Grantees wanted additional opportunities to meet within their clusters and more information about how to bridge the gap between theory and practice.

"The break-out groups were great. It really worked well allowing people to discuss quality related and process issues that have clinical and community implications to the clients."

Grantee

"My evaluation coach is the best; she is clear, thorough and really understands our program."

Grantee

"I enjoyed hearing from the other organizations."

Grantee

Data Collection & Analysis

During the third quarter, data collection and analysis comprised the bulk of our evaluation activities. The key data collection activities conducted during the third quarter are outlined below.

| Activity | Timeline | Status |
|--|-------------------------|--------------------------|
| Key Informant Interviews | | |
| Police Services (28) | January – February 2009 | Complete |
| Neighborhood Services Coord. (7) | January 2009 | Complete |
| NCPC Members, Co-chairs & Partners (11) | January – February 2009 | Complete |
| VPP Stakeholder Interviews (80) | February – March 2009 | Complete |
| Total | | 126 |
| NCPC Site Visits at 6 Beats | | |
| Site Visit 1 (6) | January-February 2009 | Complete |
| Site Visit 2 (2) | March – April 2009 | In Process (4 remaining) |
| Focus Group with Residents (2) | March – April 2009 | In Process (4 remaining) |
| Total | | 10 |
| Surveys | | |
| VPP Client Survey (24 Strategy/Programs) | February – March 2009 | Complete |
| Total | | 246 Adult 479 Youth |

Community Policing Data Collection & Analysis

Key Informant Interviews

The purpose of the interviews was to gather additional information about how community policing is being implemented in Oakland and to supplement survey and crime data. Evaluators conducted 46 key informant interviews with Police Services staff, Neighborhood Services Coordinators, and community stakeholders (i.e. NCPC members and chairs). All informants were asked about resident involvement, problem solving, and the impact of the community policing effort on preventing and reducing violence, improving perceptions of public safety, and strengthening relationships between the police and community. The interviews were

confidential and anonymous and lasted 45 minutes to 1 hour.

Police services staff from all levels of the Oakland Police Department were interviewed, including the Chief of Police, Deputy Chief of Field Operations,

Captains (3), Lieutenants (3), Sergeants (6), Problem Solving Officers (6), and other Measure Y and non-Measure Y funded officers (8). Police services informants were also asked questions about the successes, challenges and barriers related to community policing, organizational support and resources dedicated to the initiative, information management, and recruitment, training and assignment processes.

Interviews were also conducted with Neighborhood Services Coordinators and community stakeholders, such as NCPC members, chairs, merchants, and/or council staff from each of the six beats included in the case study. They were asked about community policing in their beat.

Data from the interviews has been entered into an Access database and is currently being analyzed. Findings will be included in the Community Policing Evaluation report scheduled for release in the fall of 2009.

Site Visits

The purpose of the site visits is to observe the quality of the partnership between the problem solving officers, NCPCs, neighborhood services coordinators, community based organizations, other Measure Y funded programs, and local residents, in addition to assessing their ability to solve problems that impact quality of life and violence within the beat. During the third quarter, we completed the first round of site visits at all six beats included in the case study. We are in the process of completing the second round of site visits and conducting focus groups with residents from each of the selected beats.

Citywide Crime Data Analysis

During the third quarter, we have worked on analyzing city-wide crime data by crime type and by service area to measure changes in crime over the last five years. We are still in the process of analyzing crime data by beat.

Violence Prevention Program Data Collection & Analysis

Violence Prevention Program Stakeholder Interviews

The purpose of the stakeholder interviews was to hear from each program's partners about their work in the community, the nature of their partnership and the impact of the programs on the clients or communities they serve. Stakeholder interviews also provided a means of gathering information about programs that did not qualify for the client survey. Each agency provided evaluators with 5 contacts with whom they had partnered for at least three months. Contacts included representatives from community based organizations, neighborhood groups, Adult or Juvenile Probation, County or city public agencies, and/or Faith based organizations. Interviews were conducted over the phone and lasted 15-20 minutes each. We have conducted close to 80 stakeholder interviews so far and are close to meeting our goal of interviewing three stakeholders per agency (29). The remaining seven will be conducted

during the month of April. (For a list of stakeholder organizations that participated, please view Appendix B).

Data is currently being analyzed and will be included in individual program evaluation reports scheduled for release in Fall 2009.

Violence Prevention Program Client Survey

The purpose of the client survey was to measure client satisfaction with Measure Y funded services and to also assess intermediate changes in clients as a result of participation in the program. The survey aimed to determine whether or not clients reported a decrease in harmful behaviors and an increase in self-efficacy. Two separate surveys were developed for adult and youth clients. Survey tools are attached in Appendix A. The questions on the survey addressed client satisfaction, program impact, and demographic questions.

The sample was a convenience sample of adult clients and consented minors receiving services at the agency during the administration period (Feb. 2009). The survey was administered to those clients receiving direct and ongoing services. Because we were attempting to measure intermediate client outcomes, we included clients who had received continuous and ongoing interventions. Clients who received solely outreach, referral, education, or group services did not receive the survey. ¹Clients who were entered as an individual into the CitySpan database and received at least two instances of services during a one month period were eligible for participation. Agency staff verified the consent status of minors participating in the survey in advance of distributing the survey. Adult clients did not require a consent on-file.

Prior to survey administration, the Internal Review Board reviewed the survey questions and protocols for youth and adults and made suggestions around ensuring patient confidentiality and reducing risk of harm to the client. The evaluators made modifications to the tools and received Internal Review Board approval.

Clients from the following programs were surveyed.

| Agency Providing Services | Survey | Total Surveyed |
|---|---------------|-----------------------|
| America Works | Adult | 19 |
| Goodwill Industries of the Greater East Bay | Adult | 41 |
| Allen Temple: Intensive Reentry (IRE) | Adult | 19 |
| Allen Temple: Project Choice | Adult | 15 |
| The Mentoring Center: Project Choice | Adult | 27 |
| YEP: Intensive Reentry Employment (IRE) | Adult | 20 |

¹ We have initiated conversations with DHS about developing evaluation tools for programs that provide brief or group services for the next contract cycle.

| Agency Providing Services | Survey | Total Surveyed |
|--|---------------|-----------------------|
| YEP: Transitional Jobs | Adult | 8 |
| VOABA- Volunteers of America Bay Area: Crew Based Sheltered Employment | Adult | 17 |
| VOABA- Project Choice | Adult | 61 |
| Family Violence Law Center Intervention Unit | Adult | 19 |
| Total Adult | | 246 |
| Radical Roving Recreation | Youth | 37 |
| City County Neighborhood Initiative | Youth | 5 |
| Youth Justice Initiative (Family Justice Center) | Youth | 4 |
| Oakland Unified School District - Alt Ed | Youth | 44 |
| Bay Area Video Coalition | Youth | 9 |
| Youth Radio | Youth | 22 |
| Youth ALIVE!- Highland | Youth | 22 |
| Youth ALIVE!- (Case Managed Clients) | Youth | 44 |
| East Bay Agency for Children | Youth | 59 |
| Youth Uprising- Case Managed Clients | Youth | 70 |
| East Bay Asian Youth Center | Youth | 65 |
| Leadership Excellence- Case Managed Clients | Youth | 21 |
| The Mentoring Center: Pathways to Change | Youth | 46 |
| YEP: After School Job Training | Youth | 24 |
| SEM (Missey) | Youth | 7 |
| Total Youth | | 479 |

The results of the survey were analyzed on the Scantron E-Listen software and reports were generated by strategy, cluster and initiative-wide. They will be reported in the Measure Y annual evaluation report in Fall 2009.

Technical Assistance with Data Systems

Citywide Community Policing Data System Design and Collection

During the third quarter, we have developed an initial design of a data system that captures current practices in community policing citywide so that we may correlate what is working to specific types of policing activities and intensity of those activities. This system was designed with input from Police Services staff from all levels of the Department, as well as evaluators. This system will enhance our ability to evaluate community policing efforts and received a positive response at the Public Safety Committee meeting. It will be ready for piloting by May 2009.

Violence Prevention Programs Outcome Data Matching Study

During the third quarter we have worked closely with DHS to address problems with the match rate of Violence Prevention Program clients. Evaluating client outcomes depends, in great measure, on linking participant records to electronic records created and maintained by allied agencies in Oakland and Alameda County. During the third quarter, DHS conducted a match study to investigate the large number of Measure Y youth participants that had not been matched to OUSD and/or JUVIS. Overall, for youth-serving programs, 25.9% had been matched to OUSD, and only 24.5% matched to JUVIS. The DHS case study involved site visits to three programs, producing lists of participants who should have been matched, for further investigation by the contractor that had conducted the participant-matching exercise.

Simultaneously, RDA has built new database tools for automated linking of the participant data – which is managed by MY program staff and stored in the Cityspan web-based data system – to outcomes indicator data that is received periodically from OUSD and from Juvenile Probation. RDA worked with archival data plus the July-December 2008 updates to the Cityspan, OUSD, and JUVIS data extracts. Results reported here are about participants with program service hours since July 2007. For the same “youth-serving programs” cited in the DHS study, RDA’s participant-matching process accomplished a 58.9% OUSD match – a 127% improvement. The overall JUVIS match rate was 35.2% – a 40% improvement. We have prepared a Measure Y client matching report outlining key challenges and solutions to improving the match rate (Appendix C), as well as the improved rates achieved by RDA. We have been pleased by the collaboration between evaluators and DHS staff to improve the data system. Using this improved system, we will be conducting outcome analysis during the next two quarters for the 2008-09 year.

Next Steps for the Fourth Quarter

During the fourth quarter, we will finish up remaining data collection activities for the community policing and Violence Prevention evaluations. We will analyze data and work on preparing the final evaluation report for 2008-09. We will continue to work with City staff to prepare an evaluation timeline for the next fiscal year that meets City and evaluator needs. The timeline can be viewed in Appendix D.

IV. Preliminary Findings

1. There is Evidence of Strong Collaboration between Measure Y Violence Prevention Programs, as well as Between the Violence Prevention and Community Policing Initiatives

The stakeholder interviews suggested that Measure Y Violence Prevention programs have high levels of collaboration across funded programs and strategies. Many programs identified other funded programs as stakeholders to

be interviewed. Overall, programs reported that the collaborations were effective and resulted in positive outcomes for their clients.

In our community policing assessment, we have sought to examine the level of collaboration between different stakeholders towards solving problems in Oakland, including the extent to which Violence Prevention Programs and Community Policing initiatives are intersecting. During our key informant interviews with police services staff, as well as observations of NCPC meetings, there was strong evidence that the Mayor's Street Outreach programs have served as a prevention resource and partners in solving quality of life problems. Problem solving officers and Neighborhood Services Coordinators cited a variety of instances in which they have called on the Mayor's Street Outreach programs to address issues related to loitering and truancy among young people. The program serving West Oakland was cited as particularly effective.

One NCPC meeting is currently held at a Violence Prevention Program site. Members discussed increasing recruitment by using the existing network of families that access services through the program. The Measure Y program staff had also been instrumental in solving a nuisance problem identified by residents by using their relationship with the young people involved.

2. While Measure Y Serves Clients from throughout Oakland, a Majority of Adults and Youth Surveyed Live in East Oakland

The survey of clients found that while Measure Y programs serve clients from throughout Oakland, a majority of those surveyed are from East Oakland. Among adults completing the survey, 44% were from East Oakland, 12% were from Central Oakland, and 11% were from West Oakland. Among youth completing the survey, 51% came from East Oakland, 8% came from Central Oakland and 14% came from West Oakland. Clients from North Oakland and Oakland Hills comprised less than 5% of adults and youth.

In terms of ethnicity, 71% of adults were African American, 9% Latino, and 8% were Caucasian. Asian/Pacific Islander and Native American clients each represented fewer than 5% of those that completed the survey. More than a quarter (28%) of adults reported that they were multi-racial.

Among youth, 49% were African American, 16% Latino, and 9% Asian/Pacific Islander. White and Native American clients each represented fewer than 5% of those completing the survey. More than a fifth (22%) reported that they were multi-racial.

3. Strong Collaboration with Police Services & DHS in Improving Data Systems

Police Services interest and commitment to developing a tracking system for problem solving officer activity has enabled us to move forward quickly in creating a system that will meet Department and evaluation interests. We have also been pleased with the collaboration between DHS and the evaluation team in our ability to work together to solve the data problems we identified in previous reports. We have developed short and long term solutions to addressing

challenges with the CitySpan Database, consents and the matching process. We are confident that the solutions we have generated with DHS will result in improved systems to measure the impact of the Measure Y initiative in the upcoming contract cycle.

V. Appendices

- A. Adult and Youth Survey Tools
- B. List of Stakeholder Organizations Interviewed
- C. Measure Y Client-Matching Report
- D. Measure Y Evaluation Timeline

APPENDIX A: Measure Y Violence Prevention Program Client Surveys

- 1. Youth Survey**
- 2. Adult Survey**

1. Measure Y February 2009 Youth Survey

1. Staff treated me with courtesy and respect.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

2. The staff helped me find other services I needed.

- (Not Answered)
- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

3. Staff understood my situation and life experience.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

4. Staff was supportive.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

5. I received services that were helpful.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

6. Staff helped me develop some useful and realistic goals.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

7. I can go to staff for help when I need it.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

8. I received services in my primary language.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

9. I received services when I needed them.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

10. Overall, I am satisfied with the services I received.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

11. I make better choices.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

12. I have at least one caring adult I can turn to for support.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

13. I attend school more regularly.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

14. I am doing better in my classes.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

15. I have decreased my use of alcohol and drugs.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

16. I have learned skills that will help me in the future.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

17. I take better care of myself.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

18. I feel hopeful about the future.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

19. I am better at controlling my anger.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

20. I am better at solving problems.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

21. How long have you been enrolled in the program?

- Less than 1 week
- 1 to 4 weeks
- 1-3 months
- 4-6 months
- More than 6 months

22. How often do you attend this program?

- Never
- Rarely
- Sometimes
- Often
- All of the time

23. What is your race/ethnicity?

- African American
- Latino/Hispanic
- White
- Asian/Pacific Islander
- Native American
- Other

24. Are you multi-racial?

Yes

No

25. What part of the City do you live in?

North Oakland

West Oakland

Central Oakland (Flatlands west of High Street)

East Oakland (East of High Street)

Oakland Hills (above 580)

I don't live in Oakland

26. How old are you?

Under 15

16 years

17 years

18 years

Older than 19

27. What gender are you?

Male

Female

2. Measure Y February 2009 Adult Survey

1. Staff treated me with courtesy and respect.

Never
Rarely
Some of the time
Most of the time
All of the time

2. The staff helped me find other services I needed.

Never
Rarely
Some of the time
Most of the time
All of the time

3. Staff understood my situation and life experience.

Never
Rarely
Some of the time
Most of the time
All of the time

4. Staff was supportive.

Never
Rarely
Some of the time
Most of the time
All of the time

5. I received services that were helpful.

Never
Rarely
Some of the time
Most of the time
All of the time

6. Staff helped me develop some useful and realistic goals.

Never
Rarely
Some of the time
Most of the time
All of the time

7. I can go to staff for help when I need it.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

8. I received services in my primary language.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

9. I received services when I needed them.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

10. Overall, I am satisfied with the services I received.

- Never
- Rarely
- Some of the time
- Most of the time
- All of the time

11. I make better choices.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

12. I have at least one friend or family member I can turn to for support.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

13. I have decreased my use of alcohol and drugs.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

14. I have learned skills that will help me in the future.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

15. I take better care of myself.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

16. I feel hopeful about the future.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

17. I am better at controlling my anger.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

18. I am better at solving problems.

- Strongly Disagree
- Disagree
- Neither Agree Nor Disagree
- Agree
- Strongly Agree

19. How long have you been enrolled in the program?

- Less than 1 week
- 1 to 4 weeks
- 1-3 months
- 4-6 months
- More than 6 months

20. How often do you attend this program?

- Never
- Rarely
- Sometimes
- Often
- All of the time

21. What is your race/ethnicity?

- African American
- Latino/Hispanic
- White
- Asian/Pacific Islander
- Native American
- Other

22. Are you multi-racial?

- Yes
- No

23. What part of the City do you live in?

- North Oakland
- West Oakland
- Central Oakland (Flatlands west of High Street)
- East Oakland (East of High Street)
- Oakland Hills (above 580).
- I don't live in Oakland

24. How old are you?

- Under 18
- 18-22
- 23-27
- 28-32
- 33-36
- Older than 37

APPENDIX B: Violence Prevention Programs List of Stakeholder Organizations Interviewed

| List of Stakeholder Organizations Interviewed |
|---|
| ACPD- Juvenile Services |
| Alameda Co. District Attorney's Office |
| Alameda County Behavior Health Care Services |
| Alameda County Courts Public Defender |
| Alameda County Office of Education |
| Alameda County Parole |
| Alameda County Probation |
| Alameda Medical Center |
| America Works |
| Bank of America |
| Bay Area Community resources |
| California Youth Outreach |
| Camp Wilmont Sweeny |
| Catholic Charities East Bay |
| Catholic Charities East Bay |
| CC Youth Outreach- Measure Y Street Outreach Team |
| CCEB (2 interviews) |
| Center for Child Protection/Children's Hospital |
| Center for Family Counseling |
| City of Oakland |
| Civic Corp |
| Derithia Duval, PhD, MFT |
| Dewey High |
| District Attorney's Office |
| Eastlake YMCA |
| EBAC |
| EBAYC (2 interviews) |
| Edgewater CDCR Adult Parole Unit |
| Far West High School |
| ICSEPC |
| JPG Consultants (formerly with Youth Justice Initiative) |
| Leadership Excellence |
| Madison Middle School |
| Markham Elementary |
| McCullum Youth Court (2 interviews) |
| MISSEY |
| Oakland High School-Wellness Center |
| Oakland Police Department |
| Oasis High School |
| Oasis High School (2 interviews) |
| OUSD (4 interviews) |

Appendix B: Measure Y Violence Prevention Programs List of Stakeholder Organizations Interviewed

| |
|--|
| OUSD Office of Alternative Education (2 interviews) |
| Pacific News Service |
| Project Choice |
| Public Works Agency, City of Oakland |
| Rainbow Psycho-Therapy Associates |
| Restorative Justice for Oakland Youth |
| RISE Elementary |
| Rudsdale Continuation High School (2 interviews) |
| Safe Passages |
| San Quentin |
| Scotlan Center for Family and Youth |
| Seneca Center |
| Silence The Violence |
| Society of St. Vincent de Paul |
| Sports 4 Kids |
| St. Mary's Center |
| The Mentoring Center |
| Village Counseling Services |
| VOA-Project Choice |
| Workability I/TPP OUSD |
| Youth Alive |
| Youth Employment Partnership |
| Youth Radio |
| Youth Uprising |
| Youth Uprising/Claremont Health Clinic |

APPENDIX C: Measure Y Client-Matching Report

INTRODUCTION

Resource Development Associates (RDA) was hired in June 2008 to conduct an outcome evaluation of the Measure Y Initiative. Evaluating the outcomes that accrue to participants in Measure Y Violence Prevention Programs (hereinafter, "MY programs") depends, in great measure, on linking participant records to electronic records created and maintained by allied agencies in Oakland and Alameda County. For youth participants in Measure Y Programs, it is essential to establish data links to student records from the Oakland Unified School District (OUSD), and to juvenile probation records from the Alameda County Juvenile Probation Department.

Earlier attempts to match program participants to OUSD student records were surprisingly unsuccessful for programs that serve only school-age youth. Similarly, participant matches to "JUVIS" juvenile probation records were surprisingly few for the programs that serve probated and re-entry youth. As a result, previous evaluations of youth participant outcomes have been based on academic and justice-system indicators for only a very small portion of the violence prevention program participants.

To a considerable extent, these problems are resolved when program staff ensure that accurate participant names and birthdates are on record in Cityspan, together with a record that the participant, or parent/guardian, has signed a statement of informed consent to participate in the evaluation activities. DHS Violence Prevention Planner, Dyanna Christie, has been working with program staff, where appropriate to the program's service delivery model, to ensure that participant consent and participant identifying data in Cityspan is up-to-date and accurate. Match results will benefit markedly from this effort, in time for use in the outcomes evaluation.

The following report outlines how the current participant-matching exercise has ensured availability of:

- A new participant-matching tool that is quick, cost-effective, and extendable.
- Adequate numbers of matched participants for evaluating youth-serving programs, and for evaluating programs together in strategy-based clusters.
- A true unique-client count, citywide. (It is estimated at 86% of total participant records: more than 7000 individuals were served over an 18-month period.)
- Match results for use in "data scrub" correction of errors in Cityspan participant records.

NEW PARTICIPANT-MATCH TOOLS

During the first quarter of 2009, DHS conducted a match study to investigate the large number of Measure Y youth participants that had not been matched to OUSD and/or JUVIS. Overall, for youth-serving programs, 25.9% had been matched to OUSD, and only 24.5% matched to JUVIS. The DHS case study involved site visits to three

programs, producing lists of participants who should have been matched, for further investigation by the contractor that had conducted the participant-matching exercise.

Simultaneously, RDA has built new database tools for automated linking of the participant data – which is managed by MY program staff and stored in the Cityspan web-based data system – to outcomes indicator data that is received periodically from OUSD and from Juvenile Probation. RDA worked with archival data plus the July-December 2008 updates to the Cityspan, OUSD, and JUVIS data extracts. Results reported here are about participants with program service hours since July 2007.

For the same “youth-serving programs” cited in the DHS study, RDA’s participant-matching process accomplished a 58.9% OUSD match – a 127% improvement. The overall JUVIS match rate was 35.2% – a 40% improvement. These results are presented in Figure 1, below. The RDA machine match algorithm is discussed toward the end of this report.

Summary results of automatic participant-matching are reported here to demonstrate that RDA’s enhanced automated participant-matching process:

- improves upon past match results, thereby enlarging the study group whose outcome-indicator data can be evaluated;
- yields a “master client list” that can provide accurate unique-clients-served counts on a citywide basis;
- yields client-specific match-result reports of immense value both to the Measure Y Evaluation and to the Violence Prevention Programs; and
- can be easily repeated with the semi-annual updates from the allied data providers.

Detailed results of automatic participant-matching can be shared with DHS and violence prevention program staff, to achieve two purposes:

- to promptly confirm or correct the machine match results; and
- to facilitate correction of missing or discrepant participant data in Cityspan.

This constitutes a “feedback loop” that encourages an explicit decision whether to accept a linked OUSD or JUVIS case file as rightfully matched to an individual program participant. The client-specific match-results details, including any alternate name spellings or alternate birthdates, allow DHS to assist program staff in periodic “data scrubbing” to correct errors and omissions in the Cityspan records.

RESOLVING DUPLICATES

RDA’s SQL database implements a secure master client list that accommodates duplicated participant records, thus allowing unique counts of clients served, across multiple Violence Prevention Programs, across multiple OUSD Schools, and over multiple years. From an administrative perspective, duplicated participant records are extremely difficult to prevent when the evaluation’s field of inquiry encompasses a youth population served by specialized community-based organizations in a city-wide collaborative effort. It is well understood among the Measure Y stakeholders, for

example, that a youth enrolling into two Violence Prevention Programs receives two distinct Cityspan ID Numbers.

Even within the outcomes data sources maintained by OUSD and the Alameda County Juvenile Probation Department, duplication of participant records can be observed. Thorough accommodation of duplicates will enable the Measure Y evaluation team to examine complete service hours and complete outcomes data for each unique participant.

RESOLVING DATA ERRORS AND OMISSIONS

Similarly, participant records containing inaccurate or missing data are not entirely preventable. In addition to the Cityspan data reports that illuminate missing data, both MY program staff and DHS managers have long requested a tool or service to detect discrepancies and suggest possible resolutions. Linked participant records resulting from robust automatic data processing methods, when presented to MY program staff, yield valuable information for resolving data errors.

In support of MY programs that provide comprehensive case management and advocacy services to participants, the Cityspan participant record includes data elements for the participant's current school and student ID number, and for ID numbers issued by the probation or parole authority. These details can assist case managers in conducting inter-agency contacts – e.g., mental health "collateral consultations" – on the participant's behalf. ID numbers embedded in the linked OUSD and JUVIS records can be used both to verify the match, and – if needed – as a means of acquiring these ID numbers for reference by case managers at the MY programs.

MATCH RESULTS

The current RDA participant match treated all consented participants who have program service hours on record in Cityspan. The focus of the present report, however, is the youth-serving programs, rather than those that primarily serve adults or children too young to attend school: the imminent evaluation of youth participant outcomes will be useful to a variety of Measure Y stakeholders only where the program serves youth in relatively high numbers, and a relatively large percentage of the youth participant records have been matched to the OUSD and JUVIS data.

Participant records have been matched to OUSD student enrollment records dating from the 2005-06 school year up through the beginning of the current (2008-09) school year. They have also been matched to JUVIS records dating from January 1, 2006 through December 31, 2008. A match to CDCR parole records, for adults, will be conducted at a later date.

The immediate success of RDA's automated participant matching processes is evident in improved match rates overall, and for the specific programs that were the focus of the DHS match study into oversights in the earlier participant-match tools and protocols. Where available, we include the "target match rates" suggested by the conclusions of

the DHS match study; achieving these target rates requires access to the Cityspan data that was updated and corrected – “data scrubbed” – as a direct result of the DHS study.

Figure 1 compares OUSD and JUVIS match rates for youth-serving programs, achieved by three different means: the previous match (relied upon for an earlier outcomes evaluation of the violence prevention programs), the “target match” suggested by the recent DHS investigation, and the RDA match using the new SQL database tools.

FIGURE 1. Match Rates – Three Methods Have Been Applied Since Inception

| Program | Match-to: | Previous Match Rate | DHS Target Match Rate | RDA Match Rate | RDA Match Improvement over Previous |
|--|-----------|---------------------|-----------------------|----------------|-------------------------------------|
| Overall (all youth-serving programs) | OUSD | 26% | 68% | 59% | 127% |
| Overall (all youth-serving programs) | JUVIS | 25% | 47% | 35% | 40% |
| East Bay Agency for Children (EBAC) | OUSD | 38% | 95% | 87% | 129% |
| The Mentoring Center's Pathways to Change (PTC) | JUVIS | 68% | 85% | 75% | 10% |
| Youth Employment Partnership's After School Jobs | OUSD | 41% | -- | 55% | 34% |
| Youth Employment Partnership's After School Jobs | JUVIS | 21% | -- | 19% | -10% |

(1) East Bay Agency for Children (EBAC) participants with service hours during fiscal year 2007-08 had been matched to OUSD records, with a surprisingly low match rate of 38% (54 of 142).

- The DHS match study identified and corrected for gaps in data and weaknesses in the participant-matching process, achieving a 95% target match rate.
- The RDA machine process achieves an 86.9% match (159 of 183) for the EBAC participants with service hours between July 1, 2007 and December 31, 2008.
- During this period, EBAC served an additional 124 participants who have withheld consent to have their records included in evaluation activities. It is not possible to match their participant records to any OUSD or JUVIS records: the protocol for honoring withheld consent requires that identifying data such as name and birthdate be stripped from the Cityspan data extract used in the participant-matching exercise.

(2) The Mentoring Center's Pathways to Change (PTC) participants initially saw a JUVIS match rate of 68% (136 of 200).

- The DHS study found that a match rate of 85% was feasible.
- The RDA process promptly found JUVIS matches for 74.9% (125 of 167).

- The RDA rate is based on a smaller consented-participants-served denominator, reflecting either a smaller cohort served during the recent 18-month period, or, possibly, refined usage of the Cityspan “Strategy” data element to distinguish among multiple programs operated by the same community-based organization.
 - 11 additional participants have withheld consent.
 - 10 more participants have neither consented nor withheld consent, according to the Cityspan records – an issue that must be addressed by program staff.
 - A further Cityspan-data issue to be addressed by program staff involves the use of “Strategy” data elements to distinguish The Mentoring Center’s PTC program from their Project Choice program: 11 Cityspan records fail to indicate either PTC or Project Choice.
- (3) Youth Employment Partnership’s After School Jobs initially saw an OUSD match rate of 41% (122 of 300) and a JUVIS match rate of 21% (62 of 300).
- The RDA process found a 54.5% OUSD match rate (79 of 145), and an 18.6% JUVIS match rate (27 of 145).
 - 4 of the consented participants could not be matched due to a missing name or birthdate – an issue that must be addressed by program staff.
 - 13 additional participants withheld consent, and therefore could not be matched.

IMPROVING ON THE MATCH RESULTS

RDA is committed to improve upon the immediate match results to the fullest extent possible, well before a semi-annual Cityspan data update is available for use in an outcomes evaluation, by incorporating three additional data sources:

- (1) “crosswalk tables” representing the full results of established matches conducted by the earlier participant-match contractor;
- (2) corrected, “data scrubbed” participant data collected either in Cityspan or in an Excel tool that RDA will provide to the DHS Violence Prevention Planner expressly for this purpose. The Excel tool highlights data omissions and obvious errors (e.g., a 2005 birthdate for a high school senior) in the most-recent Cityspan data extract (of clients served during July – December 2008); and
- (3) supplemental data tables of valid names for consented participants whose true names are intentionally not-on-record within Cityspan (There are a total of 108 such participants with service hours since July 2007. They were served by: Asian Health Services/Banteay Srei, Children’s Hospital & Research Center Oakland, Project Re-Connect, Through the Looking Glass, Youth Employment Partnership, or Youth UpRising.).

MATCH RESULTS BY PROGRAM AND BY STRATEGY-BASED CLUSTER

The summary consent and match rate tables below cover all participants with service hours at any time between July 1, 2007 and December 31, 2008, in 44 apparently distinct violence prevention programs. There were a total of 8,224 participants served during this period, 3,569 (43.4%) of whom were on record as having signed an informed consent agreement. These figures include duplicated clients – those served by more than one violence prevention program.

For agencies that operate more than one program, staff must select – for each participant record in Cityspan – a single valid, corresponding “Strategy” data element. Thirty participant records did not contain valid “Strategy” data; their program cannot be determined at this time. RDA’s participant-matching algorithm was applied to Cityspan records that included consent, first name, last name, and birthdate – roughly 94% of the consented participant records, and thereby, 41% of all participants served.

Programs are grouped by strategy-based clusters having similar service-delivery models and similar anticipated participant outcomes. Each figure includes a “missing consent” column, indicating that client consent is neither granted nor withheld according to the Cityspan participant record. (Program staff will need to correct the Cityspan records.) Similarly, figures less than 100% in the “has name and Date of Birth” column indicate that Cityspan records are incomplete. For the 30 participant records that did not contain required, valid “Strategy” data, the final table in the series shows the Agency name, with the consent and match results.

Programs that are distinctly represented in Cityspan records – based on the “AgencyName” and “Strategy” data elements – and have extremely few participants may denote administrative units for contracting purposes only, or may be programs that were not actually operational before January 1, 2009. (They are shaded gray, and included here for a full accounting of the Cityspan data source.)

OUSD match and JUVIS match figures in bold denote consented participants in youth-serving programs in sufficient number to warrant program-specific outcomes evaluation.

| DIVERSION AND RE-ENTRY SERVICES (6 programs) | core age group | TOTAL Participants | Consent percent | MISSING CONSENT percent | has Name and Birthdate (for match) % of Consented | OUSD match % of Consented | JUVIS match % of Consented |
|--|----------------------|-----------------------|--------------------|-------------------------------|---|------------------------------------|-------------------------------------|
| Allen Temple (Intensive Reentry Employment) | adult | 162 | 98.8% | 0.0% | 99.4% | 1.9% | 4.4% |
| Allen Temple (Project Choice) | adult | 84 | 98.8% | 1.2% | 98.8% | 0.0% | 1.2% |
| Allen Temple - Intensive Reentry Employment | adult | 3 | 0.0% | 100.0% | | | |
| Office of the Mayor - Intensive Reentry | adult | 1 | 0.0% | 0.0% | | | |
| The Mentoring Center (Pathways to Change) | youth | 198 | 89.4% | 5.1% | 94.4% | 61.0% | 70.6% |
| The Mentoring Center (Project Choice) | adult | 90 | 91.1% | 2.2% | 82.9% | 0.0% | 14.6% |
| Volunteers of America, Bay Area (Project Choice) | adult | 140 | 78.6% | 0.0% | 100.0% | 0.9% | 0.9% |
| Youth Employment Partnership (Intensive Reentry Employment) | adult | 50 | 100.0% | 0.0% | 100.0% | 6.0% | 16.0% |
| CLUSTER TOTALS: | | 728 | 90.9% | 2.2% | 96.1% | 17.4% | 23.3% |

| SCHOOL-BASED PREVENTION PROJECTS (5 programs) | core age group | TOTAL Participants | Consent percent | MISSING CONSENT percent | has Name and Birthdate (for match) % of Consented | OUSD match % of Consented | JUVIS match % of Consented |
|---|----------------------|-----------------------|--------------------|-------------------------------|---|------------------------------------|-------------------------------------|
| Alameda County Health Care Services Agency - Safe | youth | 2 | 100.0% | 0.0% | 100.0% | 0.0% | 0.0% |
| Attitudinal Healing Connection, Inc. | youth | 76 | 6.6% | 2.6% | 100.0% | 60.0% | 20.0% |
| Project Re-Connect | youth | 109 | 83.5% | 0.0% | 0.0% | 0.0% | 0.0% |
| Safe Passages | youth | 304 | 7.6% | 6.6% | 100.0% | 39.1% | 0.0% |
| Sports4Kids | youth | 270 | 48.9% | 0.4% | 90.9% | 76.5% | 24.2% |
| The Oakland Unified School District, Office of Alt | youth | 207 | 64.3% | 7.2% | 87.2% | 74.4% | 26.3% |
| CLUSTER TOTALS: | | 968 | 39.9% | 3.9% | 68.9% | 54.9% | 17.6% |

| SPECIAL SERVICES - EXPOSURE TO VIOLENCE (7 programs* **) | core age group | TOTAL Participants | Consent percent | MISSING CONSENT percent | has Name and Birthdate (for match) % of Consented | OUSD match % of Consented | JUVIS match % of Consented |
|---|----------------------|-----------------------|--------------------|-------------------------------|---|--|---|
| Alameda County Health Care Services Agency - CRSN | youth | 136 | 74.3% | 0.7% | 99.0% | 5.0% | 4.0% |
| Catholic Charities of the East Bay | youth | 571 | 31.2% | 7.7% | 96.1% | 6.2% | 2.2% |
| Children's Hospital & Research Center Oakland | youth | 116 | 16.4% | 0.0% | 78.9% | 10.5% | 0.0% |
| Family Justice Center =Youth Justice Institute | youth | 147 | 46.3% | 29.9% | 97.1% | 26.5% | 55.9% |
| Family Violence Law Center =FVIU | adult | 2371 | 6.1% | 43.5% | 99.3% | 0.7% | 0.0% |
| FamilyPaths * | child | 14 | 92.9% | 0.0% | 100.0% | 15.4% | 0.0% |
| Jewish Family & Children's Services of the East Bay * | child | 3 | 66.7% | 0.0% | 100.0% | 0.0% | 0.0% |
| Through the Looking Glass * | child | 16 | 62.5% | 6.3% | 0.0% | 0.0% | 0.0% |
| Asian Health Services/Banteay Srei ** | youth | 31 | 12.9% | 29.0% | 75.0% | 0.0% | 25.0% |
| Be A Mentor / MISSEY - Sexually Exploited Minors ** | youth | 103 | 84.5% | 1.0% | 100.0% | 34.5% | 62.1% |
| Cal-Pep ** | youth | 10 | 30.0% | 0.0% | 100.0% | 66.7% | 100.0% |
| Scotlan Center ** | youth | 175 | 86.9% | 6.3% | 98.0% | 25.0% | 64.5% |
| CLUSTER TOTALS: | | 3693 | 21.1% | 30.9% | 96.3% | 14.0% | 25.9% |

* three entities operate collaboratively in the Early Childhood Mental Health Strategy Collaborative

** four entities operate collaboratively in the Sexually Exploited Minors Network

| EMPLOYMENT AND TRAINING (6 programs* **) | core age group | TOTAL Participants | Consent percent | MISSING CONSENT percent | has Name and Birthdate (for match) % of Consented | OUSD match % of Consented | JUVIS match % of Consented |
|---|----------------------|-----------------------|--------------------|-------------------------------|---|--|---|
| Bay Area Video Coalition/Youth Sounds | youth | 58 | 50.0% | 0.0% | 100.0% | 51.7% | 20.7% |
| Goodwill Industries - Intensive Reentry Employment | adult | 38 | 89.5% | 10.5% | 100.0% | 0.0% | 0.0% |
| Volunteers of America, Bay Area (Crew-Based Emplmt) | adult | 77 | 100.0% | 0.0% | 100.0% | 0.0% | 1.3% |
| Youth Employment Partnership (After School Jobs) | youth | 158 | 91.8% | 0.0% | 97.2% | 54.5% | 18.6% |
| Youth Employment Partnership (Summer Jobs) | youth | 286 | 99.7% | 0.0% | 100.0% | 63.9% | 16.5% |
| Youth Radio | youth | 80 | 92.5% | 5.0% | 100.0% | 62.2% | 48.6% |
| CLUSTER TOTALS: | | 697 | 92.4% | 1.1% | 99.4% | 50.0% | 18.2% |

| OUTREACH - CASE MANAGEMENT (11 programs***) | core age group | TOTAL Participants | Consent percent | MISSING CONSENT percent | has Name and Birthdate (for match) % of Consented | OUSD match % of Consented | JUVIS match % of Consented |
|---|----------------------|-----------------------|--------------------|-------------------------------|---|--|---|
| East Bay Agency for Children | youth | 308 | 59.7% | 0.0% | 102.2% | 89.1% | 33.7% |
| East Bay Asian Youth Center | youth | 220 | 59.1% | 1.4% | 100.0% | 63.1% | 60.8% |
| Leadership Excellence | youth | 516 | 15.9% | 32.8% | 95.1% | 68.3% | 12.2% |
| Office of Parks and Recreation - Sports & Recreation | youth | 275 | 73.8% | 14.2% | 97.0% | 49.8% | 13.3% |
| Youth ALIVE - Highland Hospital | youth | 80 | 71.3% | 0.0% | 103.5% | 31.6% | 38.6% |
| Youth ALIVE! | youth | 122 | 89.3% | 0.8% | 100.0% | 56.0% | 33.9% |
| Youth UpRising (Sports and Recreation) | youth | 38 | 97.4% | 2.6% | 100.0% | 35.1% | 16.2% |
| Youth UpRising (Street Outreach) | youth | 147 | 98.0% | 0.0% | 98.6% | 36.1% | 20.8% |
| California Youth Outreach - Mayor's Street Outreach | youth | 38 | 0.0% | 10.5% | | | |
| Healthy Oakland | youth | 31 | 100.0% | 0.0% | 100.0% | 12.9% | 9.7% |
| Youth UpRising (Mayor's Street Outreach) | youth | 64 | 42.2% | 7.8% | 100.0% | 33.3% | 14.8% |
| CLUSTER TOTALS: | | 1839 | 54.6% | 12.1% | 99.4% | 55.8% | 27.9% |

| UNKNOWN CLUSTER OR PROGRAM (needs "Strategy" data in Cityspan participant record) | core age group | TOTAL Participants | Consent percent | MISSING CONSENT percent | has Name and Birthdate (for match) % of Consented | OUSD match % of Consented | JUVIS match % of Consented |
|---|----------------------|-----------------------|--------------------|-------------------------------|---|--|---|
| <i>Volunteers of America, Bay Area UNKNOWN CLUSTER (Empl./Training or Div./Re-Entry), Program cannot be determined.</i> | adult | 10 | 40.0% | 0.0% | 100.0% | 0.0% | 0.0% |
| <i>Allen Temple DIV./RE-ENTRY CLUSTER, but unclear which Program.</i> | adult | 8 | 100.0% | 0.0% | 100.0% | 0.0% | 0.0% |
| <i>The Mentoring Center DIV./RE-ENTRY CLUSTER, but unclear which Program.</i> | youth | 11 | 54.5% | 36.4% | 100.0% | 50.0% | 50.0% |
| <i>Youth UpRising OUTREACH (CASE MGMT or STREET) CLUSTER, Program cannot be determined.</i> | youth | 1 | 0.0% | 0.0% | | | |
| UNKNOWN CLUSTER TOTALS: | | 30 | 60.0% | 13.3% | 100.0% | 16.7% | 16.7% |

A CITYWIDE UNIQUE CLIENT COUNT

Because RDA's participant-matcher accommodates duplicated client records and produces a master client list, a true unique-client count can be discerned. From among 3,344 participant records containing name and birthdate data, 2,976 unique consented participants were found.

An additional 130 "deemed consented" participant records were also found for these unique individuals, when we allow consent at one program to constitute consent for participation records from any violence prevention program to be included in the outcomes evaluation.

At the unique-client rate of 85.9% (2976 of 3466), we can estimate that, citywide, Measure Y served 7,061 unique individuals during the 18-month period under study.

MORE ON UNIQUE-CLIENTS IS POSSIBLE

Further analysis can be conducted with the RDA match results, to answer questions:

- For the duplicated clients, which programs and which clusters serve them?
- Do they participate concurrently in both, or do they leave one program to attend another?
- A sample, single-program report can draw upon the matched records for each matched participant, showing the identifying data from OUSD, JUVIS, and/or additional Measure Y violence prevention programs. The report would show all matched alternative name spellings and birthdates. Optionally, the sample report can show ID numbers issued by OUSD ("Dummy ID Number"), JUVIS ("PIN"), and/or Cityspan ("Cityspan DB ID"). The sample dupe-client-details report could be attached to this report as Data Appendix B.

MACHINE MATCH TECHNIQUES

RDA's participant-matching algorithm is designed to achieve maximum match results from the limited data elements that are common to the Cityspan, OUSD, and JUVIS data extracts. Data elements that can be used in combination with each other to uniquely identify a person, and that occur in all three of the data extracts, include: First Name, Last Name, Middle Name, Generation Suffix Name, Birthdate, and Gender. A series of five "match passes" was applied, after applying standardized encoding schemes to these data elements.

Participant names were dissected into four segments, in order to isolate middle names and generational suffixes. A Soundex reduced-phoneme algorithm was used to encode the first, middle and last name segments, thereby accommodating many alternate spellings for personal names from a wide variety

of languages. The particular Soundex used was based on the "New York State Identification and Intelligence System (NYSISS)". An exact match on the encoded First Name, Last Name, and Middle Name, plus Gender and Birthdate, was first sought. If this yielded no match, a search was made in which the First Name and Middle Name was transposed.

Birthdates were also dissected, into Year, Month, and Day segments. The next three match passes searched for the encoded First Name and Last Name, plus any two of the three Birthdate segments: Month and Day, Year and Month, or Year and Day. If there has still been no match, the participant record is added to the master client list. Each subsequent participant record that is loaded into the participant-matcher database is compared to all records in the master client list.

We anticipated that "false positive" matches might be declared by the automated tool, and have therefore examined a sample of the duplicated-Cityspan-participant results. Our analyst was concerned, for example, about a participant who appeared to have five distinct Cityspan records. The machine results were confirmed to be accurate, and to have succeeded in linking records that had two variations of the participant's First Name and three variations of the participant's Birthdate.

In preparation for semi-annual updates of the Cityspan service-hours data extract, similar data updates from OUSD and JUVIS, and Parole violation data that may be matched to participants in adult violence prevention programs, the match algorithm first of all checks for an "archival match" to a master client record with the same data-source-agency and the same agency-issued-client-ID. In preparation for possible availability of Social Security Numbers, an additional match pass module is already in place within RDA's participant-matching database.

We anticipate that additional data elements will be provided in future Cityspan data extracts, among them: Gender, OUSD Student ID, Juvenile Probation ID, and Adult Parole/Probation ID. The latter three data elements will be used confirm automated matches, and as an indicator that escalated tenacity should be applied when searching for a link to a record in the outcomes data sources from the school district or the corrections department.

RECOMMENDATIONS FOR CONTINUED IMPROVEMENT

- The Evaluation Coaches and the DHS Violence Prevention Planner need to jointly hold and disseminate an understanding of "data scrubbing" techniques that program staff may use to identify and correct data errors and omissions in the Cityspan participant records.
- Program staff need to exploit the potential of standard Cityspan reports to identify exactly which participant records have missing values. These, or other standard Cityspan reports, should allow program staff to identify out-of-range data values, and to identify exactly which participant records

contain them. (The evaluation coaches do not, and – for purposes of protecting the privacy of participants – shall not have access to Cityspan reports that reveal the identities of participants whose Cityspan records contain errors omissions.)

- In the eventuality that program staff do not have access to Cityspan reports for periodic “data scrubbing”, RDA can provide to the DHS Violence Prevention Planner an enhanced Excel spreadsheet containing participant-specific details from the most-recent semi-annual Cityspan data extract. Using Excel auto-filter controls, a variety of omissions, discrepancies, and peculiarities can be identified for resolution. The current edition of this tool accompanies this report, as Data Appendix A
- “Crosswalk” data tables obtained from the previous match protocol will be applied on a one-time basis, as an additional quality check on the RDA match results.
- Name-resolution tables for consented participants with obfuscated names in Cityspan will be applied, as needed and as available, within the secure participant-matching database.
- RDA will produce a sample report of matched-record identifiers, for a trial examination of alternate spellings and birthdates. Optionally, include OUSD, JUVIS, and/or Cityspan ID numbers that would be useful for any further trouble-shooting of low match rates, and that may demonstrates a capacity to provide case management program staff with client IDs used in allied agencies.

APPENDICES

Data Appendix A

Excel Auto-Filter spreadsheet from recent Cityspan data extract (consented participants).

Intended usage: Off-line “Data Scrub” of Cityspan data – examine identifiers (name, birthdate) to detect data omissions and errors. Highlight problems for resolution with MY program staff.

Examples: Filter by program, using the AgencyName and Strategy1 columns; filter for missing data, by selecting “(Blanks)” from the drop-down selection list; filter for out-of-range birthdates, by creating a custom filter (e.g., > 1/1/2007). (For DHS VP Planner only.)

Data Appendix B

Single-program sample report on matched records for each matched participant, showing identifying data and service histories from OUSD, JUVIS, and/or additional Measure Y violence prevention programs. The sample covers participants with Cityspan duplicate records, either because of participation in another MY program, or because of erroneous duplication within the same program.

Intended usage: (1) Assist MY program staff to ensure correct participant birthdate and name data in their Cityspan records; allow MY program staff to see birthdates and name spellings as entered by other MY programs, plus birthdates and names as entered by OUSD and JUVIS. (2) Allow MY program staff to confirm matches (and to report any mis-matches) with OUSD or JUVIS records; allow MY program staff to see matched service histories. (For DHS VP Planner only.)

Data Appendix C

"Friendly" MY program names, resolved for the Cityspan representation of each program (as data elements [AgencyName] + [Strategy1]).

Intended usage: edit the "ProgramName (friendly name RDA)" entries, in order to ensure that the evaluation team can refer to MY programs with easily understood nomenclature.

(For DHS VP Planner; and for Evaluation Coaches.)

APPENDIX D: Measure Y Evaluation Timeline

| FY | Month | Evaluation Benchmark | Council Timelines |
|-----------|--------------|---|---|
| 08-09 | Mar | Preliminary Data: - Client Survey (08-09) - Parolee Data (06-08) - Our Kids/Safe Passages Report (07-08) - Match Methodology Report (07-08) | Contract Recommendation Report to Council includes: - RDA Preliminary Data 08-09 - BPA Final Report 07-08 |
| 09-10 | Sep | FY 08-09 Final Report – Initiative, Cluster and Program Reports - Matched Data Analysis FY 08-09 - Client Survey Feb '09 - Our Kids/Safe Passages Report (07-08) - Stakeholder Interviews Feb '09 - Program and Cluster Level Logic Models (08-09) - Best Practice Research (08-09) - Site Visit Summary of Data (08-09) | |
| | Mar | Preliminary Data FY 09-10: - Includes Data Collection Activities (7/1/09-2/28/10) | Contract Renewals Report to Council - Preliminary Data 09-10 - Final Report 08-09 |
| 10-11 | Sep | FY 09-10 Final Report – Initiative, Cluster and Program Reports - Data collection activities for 7/1/09-6/30/10). | |
| | Mar | Preliminary Report FY 10-11 - Includes Data Collection Activities (7/1/10-2/28/11) | Contract Renewals Report to Council - Preliminary Report 10-11 - Final Report 09-10 |