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**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: January 12, 2010

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

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**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), Volume I of the report has been bifurcated into Section I, Community Policing and Section II., Violence Prevention Programming. This information report covers Section II., Violence Prevention Programming.

The Measure Y Oversight Committee reviewed Section II., Violence Prevention Programming at a "Special Meeting" on January 11, 2010. The Oversight Committee accepted the report pending review of Volume II., which contains a collection of individual evaluation reports on each violence prevention grantee.

An electronic version of the complete report, Volume I, Section I and Section II, and Volume II (collection of individual program evaluations) may be found at the Measure Y Website, [www.measurey.org](http://www.measurey.org) and a paper copy is on file with the office of the City Clerk, 1<sup>st</sup> Floor, 1 Frank H. Ogawa Plaza, City Hall, City of Oakland.

Item \_\_\_\_\_  
Public Safety Committee  
January 26, 2010

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

### **Violence Prevention Programming Evaluation, 2006-2008:**

#### **Analysis of Administrative Data: Oakland Unified School District**

**OUSD students who were suspended in the 2005-2006 school year had significantly lower rates of re-suspension in the following year if they participated in Measure Y funded programs.** Examining OUSD data for students who were suspended during the 2005-2006 school year, we found that slightly more than one in four of these students were suspended again in the 2006-2007 school year if they were not in a Measure Y funded program. Among students in Measure Y programs, this proportion dropped from one in four to one in twelve, a difference that is both practically and statistically significant. These differences were statistically significant for both the number of suspensions and the rate of suspension.

**OUSD students in Measure Y funded programs had much lower rates of suspension for violent offenses than those who were not in Measure Y funded programs.** Overall, 8 percent of Measure Y service recipients were suspended in 2006-2007, compared with 25 percent of the non-Measure Y peers. These differences were also statistically significant for both the number of violent suspensions and the rate at which students were suspended for violent offenses.

**OUSD students in Measure Y funded programs who were truant in the 2005-06 school year were less likely to be absent for any reason in 2006-2007 than those who were not in Measure Y funded programs.** We found that over two-thirds of students who were not in Measure Y programs and were truant in 2005-2006 were absent in the 2006-2007 school year as well. Fewer than one in six Measure Y students were. These differences were statistically significant both if we looked at the number of absences and at the rate of absences.

#### **Analysis of Administrative Data: Alameda County Probation Department**

**Participants in Measure Y funded programs had fewer offenses in 2007 than in 2006.** Of those with recorded offenses in 2006, 62 percent offended again in 2007 and 29 percent had a violent offense in 2007.

**Year-to-year reductions in the rate of offending were significantly greater for those not in Measure Y programs.** Of 2006 offenders not in Measure Y programs, only 29 % re-offended and 15 % recorded a violent offense in 2007. This suggests that Measure Y funded programs serving youth offenders either served a more disadvantaged or challenging group of offenders, or that the programs were ineffective. Future analyses will explore these alternative hypotheses more closely.

#### **Analysis of Measure Y Grantee Case Manager Survey**

**Consistent with the analysis of the OUSD administrative data, grantee staff for the Youth Outreach and Comprehensive Services strategy, including the Outreach to Sexually Exploited Minors program, reported that very few of their clients had been suspended or expelled.** Looking only at school-age clients, grantee case managers reported that only 8 % of Youth Outreach and Comprehensive Services clients (including Outreach to Sexually Exploited Minors program clients) had been suspended since program enrollment. Report expulsion rates were 4 percent for Outreach to Sexually Exploited Minor clients and only 2% for Youth Outreach and Comprehensive Services Clients:

**Grantee staff for the Diversion and Reentry strategy reported that the majority of adult clients have been employed since entering a Measure Y funded program.** Since program enrollment, 73 percent of clients have been employed at any time, either full-time, part-time or in a job training program.

**Case managers across all programs reported that the majority of their clients receive support services.** The most frequent types of support for each strategy were: meeting with a counselor or therapist (Outreach to Sexually Exploited Minors programs); meeting with a case manager (Youth Outreach and Comprehensive Services); and attending life skills classes (for Diversion and Reentry clients).

**Use Graduates of the Programs as Peer Mentors Where Possible.** As the programs mature, participants who have made a successful transition to a stable life in Oakland will begin to emerge. These youth can serve as peer mentors to newly released youth, guest speakers, and contacts for employment. Of course, parole regulations will necessarily limit the extent of contact, but given staffing and resource constraints, such volunteers can be very useful as extensions to existing staff.

**Coordinate Organizations and Programs.** Affording more or more-effective networking opportunities in the context of collaborative planning or information-sharing could engender stronger ties and more-effective working relationships between all Measure Y service providers. Many of the grantees rely on each other and public-agency partners for participant referrals. In addition, services from different organizations that could complement each other sometimes have conflicting schedules (e.g., daytime employment hours that conflict with daytime support groups or substance abuse treatment). Periodic seminars, conferences, or roundtable events that the city hosts among the Measure Y grantees, OUSD, and probation and juvenile facilities should seek to address these coordination issues. The city should also consider increasing the frequency of its grantee meetings, which currently only take place sporadically.

**Measure Y Program-wide Recommendations, 2006-2008:**

**Increase Oversight of Measure Y Activities.** The city should consider increasing its oversight of Measure Y funded activities. Although the Measure Y Oversight Committee monitors spending and receives progress reports and DHS regularly oversees program activities in the violence prevention strategies, there is insufficient oversight of Measure Y activities as they are implemented on the ground. The City Administrator's Office, DHS, OPD, and the Measure Y Oversight Committee should provide more proactive input into the management of key program objectives, including...sustaining high levels of retention and participation in violence prevention programs and increasing collaboration among programs and between programs and public agencies.

**Improve Communication with the Public.** The city and its partner agencies should be more forthcoming and deliberate in their communications with the general public about Measure Y. The public feels ill-informed and feels that it is not at the table when important decisions are made. Improving communication with Oakland residents would not only improve the public image of Measure Y, it might also increase the ability of funded programs to reach out to potential participants (and volunteers). The city should host periodic seminars, conferences, and roundtable events to promote collaborative and networking among funded agencies and programs. An increase in networking opportunities could improve the ability of grantees to reach out to underserved groups that are not part of their traditional constituencies.

**Integrate and Focus Measure Y Activities.** The city should develop ways to foster the larger purpose of the Measure Y Initiative. Program administrators should make more targeted efforts to brand the Measure Y Initiative to increase awareness among participants and the public that activities they benefit from are part of a coordinated citywide effort. The city should also consider concentrating its Measure Y funds in the future on the strategies that prove to be most successful and that have the greatest impact. City administrators and policymakers should continually examine where Measure Y's resources have the greatest impact and should redistribute resources to those areas whenever possible.

## KEY ISSUES

The Violence Prevention Programming Evaluation goals of Resource Development Associates, set out in the evaluation Request for Proposal of May 2008 include:

- Evaluation summits for violence prevention programming grantees by strategy area.
- Intake and Exit Assessments of violence prevention participants will be inventoried by agency and where necessary, new tools will be created in subsequent contract years.
- Five meetings/contacts with Measure Y violence prevention programming grantees to develop assessment forms to measure relevant outcomes related to violence prevention for each violence prevention strategy: diversion and re-entry, employment and training, services to children and youth exposed to violence/violent incident response, school-based prevention and youth outreach and services.
- Closed-Ended Surveys: Design surveys for youth and parents that measure client satisfaction and capture quantifiable data from clients for each violence prevention service area.
- Residential Survey: An annual random-sample survey of Oakland residents will be used to establish baseline perspectives of crime and violence public safety and awareness of Measure Y activities. Subsequent annual surveys will measure change.
- Quantitative Analysis of surveys, CitySpan data, OUSD records of grades, attendance and incidents of violence, as well as OPD crime figures.
- Analysis of whether overall program components are coordinated, if public and private agencies are collaborating and if funding is being used optimally with synchronized efforts.
- Collection and review of outcome measures already established for some of the program grantees to help develop the design of outcome measures in newer program components.

## EVALUTATION FINDINGS:

Key findings of the Resource Development Associates (RDA) Violence Prevention Programming Evaluation include:

### Strengths:

1. 100% of program activities identified as necessary within [City of Oakland] Resolution 78734 C.M.S. [Violence Prevention and Public Safety Act of 2004] are being implemented by at least one Measure Y funded program.
2. Measure Y Violence Prevention Initiative has developed a comprehensive response to violence prevention that serves youth and adults throughout the City of Oakland. In general, program goals and objectives are consistent with a theory of change that is rooted in evidence-based practices.
3. Measure Y VPP services appropriately reach high-risk individuals and positively impact their lives. Clients who receive more service hours demonstrate better positive outcomes than those who receive less client hours.
4. Youth intensively served by Measure Y programs have:
  - a. Decreased referrals to juvenile probation; with strong declines in misdemeanor referrals and more modest declines in felony referral rates.
  - b. Stabilized truancy rates, as compared to rising truancy rates for OUSD students overall.
5. VPP staff initiative and dedication was the most highly rated aspect of Measure Y by surveyed stakeholders. Clients, especially youth clients, repeatedly described staff as "like family."
6. There is a high degree of collaboration among Measure Y service providers that benefits consumers of services. However, data analysis revealed that when there is a formal memorandum of understanding or when programs are embedded within other agencies (e.g., probation or the schools) client outcomes are better. We believe this may be the product of a higher level of service coordination and information sharing regarding the client.

**Challenges:**

1. Substance use is not well addressed through Measure Y. Client satisfaction surveys reveal that programs experienced difficulty in impacting drug and alcohol use. Drug and alcohol use is a known risk factor for violent behavior. Recent changes to state budget allocations have severely restricted funding to local prevention and treatment programs.
2. Employment-related outcomes are either marginal, or inaccurately and inconsistently recorded. Because of our concerns regarding data quality, the evaluation team draws no substantial conclusions regarding employment-related outcomes. However, findings from client, stakeholder and staff interviews suggest:
  - a. Suspension rates continue to be about the same amongst OUSD enrolled participants before and after Measure Y programming. District wide, suspension rates have declined since the advent of Measure Y.
  - b. Felony referral rates are decreasing, but at a slower rate than the declines seen in misdemeanor referrals.
3. Inconsistent data entry and use of Youth Services MIS database limited the scope and extent of the conclusions that can be drawn. Program directors should conduct periodic refresher trainings to ensure consistent data entry.
  - a. Deliberate parental engagement strategies including home visits or meeting parent at scheduled school or probation related conferences appear to be somewhat effective in helping programs obtain higher consent rates. Programs should adopt more aggressive strategies to gain consent.
4. DHS should work with all Measure Y programs to help broker stronger partnership agreements with public agencies that serve high-risk individuals. In particular, programs need to have regular communication with: Alameda County Probation (adult-juvenile) and Oakland Unified Schools (specific schools per program target population).



**SUSTAINABLE OPPORTUNITIES**

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

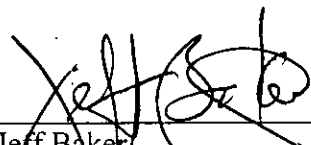
**DISABILITY AND SENIOR CITIZENS ACCESS**

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,

  
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Jeff Baker  
Assistant to the City Administrator

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

  
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**OFFICE OF THE CITY ADMINISTRATOR**

Item \_\_\_\_\_  
Public Safety Committee  
January 26, 2010