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AGENDA REPORT

TO: DEANNA J. SANTANA
CITY ADMINISTRATOR

FROM: Claudia Albano
Measure Y Coordinator

SUBJECT: Informational Report, Measure Y
Evaluation, Violence Prevention Programs

DATE: February 14, 2012

City Administrator Approval	<i>Deanna J. Santana</i>	Date	2/27/12
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CITY-WIDE

RECOMMENDATION

It is recommended that the City Council accept this informational report on the 2010-2011 Measure Y Evaluation of Violence Prevention Programs from Resource Development Associates.

OUTCOME

The Measure Y evaluators, Resource Development Associates, make the following five recommendations:

1. Integrate evidence-based practices into the design and delivery of strategies targeting the adult and juvenile populations with prior criminal justice involvement that are tailored to different levels of risk (high, medium, or low).
2. Strengthen the referral process to build on the JJC/OUSD Wrap Around Services strategy's success with re-rolling young people in school and decreasing their criminal justice involvement over the short term.
3. Explore opportunities to expand employment opportunities for the Measure Y target population.
4. Examine the size of the hotspots targeted with Street Outreach and consider reducing the size given available resources.
5. Continue to work to obtain information on parolees so that Measure Y's impact on this population can be examined.

BACKGROUND/LEGISLATIVE HISTORY

The Violence Prevention and Public Safety Act of 2004 (Measure Y Initiative) mandates an independent evaluation of Measure Y funded programs to ascertain their effectiveness. There are two major components of Measure Y: 1) community policing and 2) violence prevention

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services. The purpose of the 2010-2011 annual report is to assess the progress in implementing Measure Y funded violence prevention efforts during the program year. Five million dollars are allocated annually to violence prevention programs through grants to community-based organizations.

The independent evaluators, Resource Development Associates (RDA), released the following evaluation report entitled: *Measure Y Evaluation, 2010-2011 Violence Prevention Programs Initiative Wide Report* (attached), which examines the violence prevention portion of Measure Y funded programs providing key finding and recommendations.

ANALYSIS

The 2010-2011 evaluation of the Measure Y violence prevention program efforts examined services and impacts at both the initiative and strategy levels providing key findings and recommendations. At the initiative level the report focused on the services provided by programs, intermediate outcomes reported by clients, and a matched data analysis with adult and juvenile probations records. At the strategy level the report focused on services and client outcomes achieved by: 1) Juvenile Justice Center/OUSD Wrap Around Services, 2) Young Adults Reentry & Employment, and 3) Street Outreach. Results for other strategy areas are reported in individual program reports available on the Measure Y website (measurey.org).

The key findings at the initiative level include:

- Measure Y served over 4,600 clients in 2010-11. The cost of providing services was in line with other similar violence prevention programs in other communities.
- Clients reported improvements on risk and resiliency indicators.
- Most adult and juvenile probationers served through Measure Y are managing to stay out of trouble and avoid further criminal justice involvement.

The key findings at the strategy level include:

- Juvenile probationers who reside in Oakland are being re-enrolled in school within one day of release.
- Juvenile Justice Center/OUSD Wrap Around Services (JCC) clients experienced statistically significant decreases in criminal justice involvement. At 18 months, about 60% of clients who had received services managed to avoid further criminal involvement.
- JCC clients came to school more regularly, but were suspended at slightly higher rates after program enrollment.
- Nearly all Reentry Employment probationers complied with the terms of their probation during the first six months after enrolling in Measure Y services.
- More than three quarters of Street Outreach clients reported receiving a referral to employment that resulted in an interview, which suggests the strategy is effectively linking clients with employment resources.

OPD will continue to work with RDA to implement their recommendations and identify strategies and methods that positively impact the community.

COST SUMMARY/IMPLICATIONS

As this is an informational report, there are no known fiscal impacts at this time.

SUSTAINABLE OPPORTUNITIES

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

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

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

Disability and Senior Citizen Access: All programs sponsored by Measure Y are in facilities accessible to person with disabilities.

For questions regarding this report, please contact: Claudia Albano, Measure Y Coordinator, (510) 238-6372.

Respectfully submitted,



Claudia Albano
Measure Y Coordinator

Prepared by:
Claudia Albano
Measure Y Coordinator

Attachments: *Measure Y Evaluation, 2010-2011 Violence Prevention Programs Initiative Wide Report*

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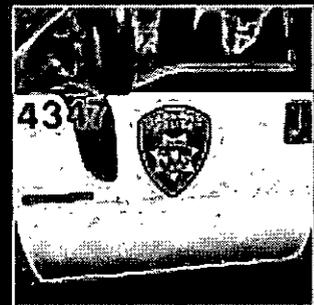
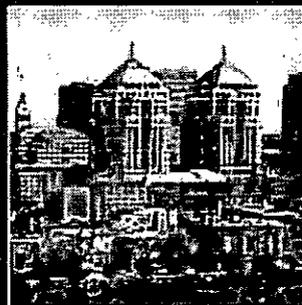
City of Oakland

MEASURE Y EVALUATION

2010-2011



Violence Prevention Programs Initiative Wide Report



Acknowledgements

We wish to express our appreciation for the contributions of all of the agencies, organizations and individuals who participated in the 2010-11 evaluation of the City of Oakland's Measure Y Violence Prevention programs. Thank you to the Violence Prevention Programs for your time and commitment to this evaluation. We have appreciated your thoughtful feedback and have benefited from your knowledge. Your cooperation and energy resulted in the collection of extensive data and allowed us to prepare this report. Moreover, our Evaluation Team has tremendous respect and admiration for your contribution to the health and wellbeing of the residents of Oakland, both young and old. We acknowledge the invaluable contribution of Mark Min and the staff of CitySpan for creating and operating the Youth Services and Information System used by the Violence Prevention Programs. Thank you to the Oakland Unified School District and the Alameda County Probation Department for providing the evaluation team with the data necessary to measure outcomes for Measure Y participants. Our gratitude also goes to the staff of the Oakland City Administrator's Office, and the City of Oakland Department of Human Services. A special thanks to Sara Bedford and Dyanna Christie at DHS who provided invaluable hands-on assistance to the VPP programs during this year.

Patricia Marrone Bennett, Ph.D serves as the evaluation team leader of the Measure Y Evaluation Team. Please address any questions or comments to pbennett@resourcedevelopment.net.

This report has been prepared by Resource Development Associates.

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Overview of the Initiative & Evaluation

I. EXECUTIVE SUMMARY

Measure Y is a voter-approved initiative to prevent and reduce violence in Oakland. Five million dollars are allocated annually to Violence Prevention Programs, through grants to community-based organizations. The 2010-11 evaluation of the Measure Y Violence Prevention Program effort examined the services and impacts at the initiative and strategy level. The initiative evaluation reports on the services provided by programs, intermediate outcomes reported by clients through pre/post tests, and a matched data analysis with adult and juvenile probation records. Among the most important initiative findings:

1. *Measure Y served over 4,600 clients in 2010-11.* Violence Prevention Programs provided services to over 4,600 Oakland residents in 2010-11 and allocated over \$5.2 million dollars to community-based organizations to deliver prevention and interventions services to individuals at risk for perpetrating, falling victim to, or suffering from exposure to violence. The per client and per hour costs of providing services was in line with other similar violence prevention programs in other communities.
2. *Clients reported improvements on risk and resiliency indicators.* According to pre/post test results, most Measure Y clients experienced improvements on indicators of resiliency and protective factors, job readiness, and their ability to comply with the terms of their probation and parole. Fewer than half of clients reported improvements in relation to managing their emotions, avoiding association with negative peer groups, and feeling confident about searching for a job.
3. *Most adult and juvenile probationers served through Measure Y are managing to stay out of trouble and avoid further criminal justice involvement.* Adult probationers served through Measure Y for the most part managed to avoid further criminal justice involvement (only 9% of those served in 2009-10 were arrested after receiving services). 2010-11 rates are likely biased downwards due to a short post-period. Violation rates only include those with a sustained offense and exclude technical violations.

Recidivism of Measure Y Adult Probationers by Program, Service Year

		Served 2009-10			Served 2010-11		
		Arrested at any time after service start			Arrested at any time after service start		
		NO	YES	Total	NO	YES	Total
Total	Count	105	10	115	107	2	109
	% of Total	91.3%	8.7%	100.0%	98.2%	1.8%	100.0%

Most juvenile probationers are managing to avoid further criminal justice involvement after enrolling in Measure Y services. Among those served in 2009-10, only a third of

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juvenile probationers served through Measure Y were arrested. Among those enrolled in 2010-11, a quarter were arrested for a new offense (non-technical violation).

Violation Rate Among Juvenile Probationers served through Violence Prevention Programs

	Served 2009-10			Served 2010-11		
	Arrested with sustained offense at any time after service start			Arrested with sustained offense at any time after service start		
	NO	YES	Total	NO	YES	Total
Count	242	121	363	405	132	537
% of Total	66.7%	33.3%	100.0%	75.4%	24.6%	100.0%

Strategy-Level Findings

The strategy level evaluation examined the services and client outcomes for clients who received services through the *Juvenile Justice Center/OUSD Wrap Around Services*, *Young Adult Reentry & Employment*, and *Street Outreach* strategies. Results for other strategy areas are reported in individual program reports available on the Measure Y website (measurey.org). Among the most important strategy level findings:

Juvenile Justice Center/OUSD Wrap Around Services

The evaluation of the *Juvenile Justice/OUSD Wrap Around Strategy* examined client level changes in school engagement, criminal justice involvement, and resiliency/protective factors. Among the most important findings:

1. *Juvenile probationers who reside in Oakland are being re-enrolled within one day of release.* The *JJC* strategy is focused on re-engaging reentry youth in school after their release from detention. The *JJC* strategy eliminates barriers to enrollment by co-locating educational placement services at Juvenile Hall. As a result, over 600 youth exiting Juvenile Hall were re-enrolled in OUSD upon release.
2. *Juvenile Justice Center/OUSD Wrap Around Services (JJC) clients experienced statistically significant decreases in criminal justice involvement. At 18 months, about 60% of clients who had received services managed to avoid further criminal justice involvement.*

Oakland Youth Released from the Juvenile Justice Center

Source: OUSD Enrollment Specialist Records 8/1/2011

Total Releases	1174	
Enrolled in OUSD	603	51%
Enrolled in Measure Y	384	33%

After enrolling in the program a majority of clients managed to avoid re-arrest for a new offense (non-technical violation). Violation rates were analyzed for clients who received *JJC* case management services in 2010-11, as well as 2009-10.

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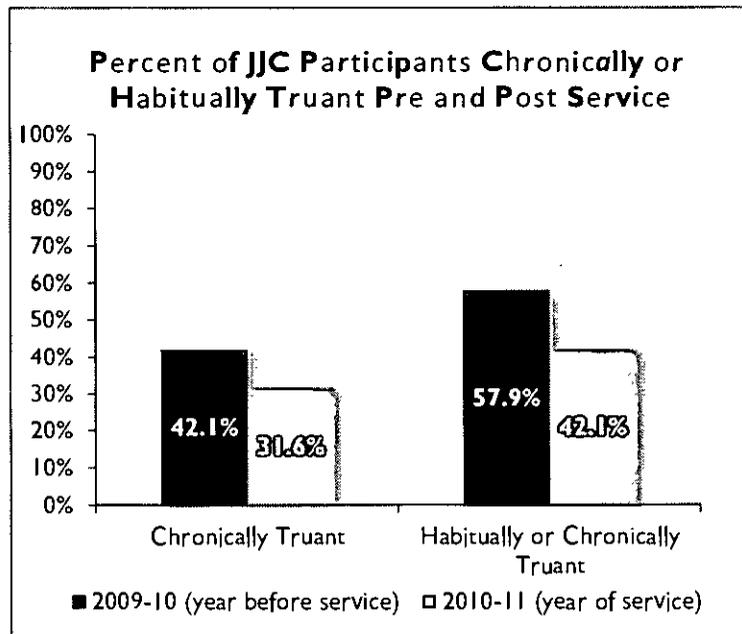
As depicted in the chart, about two-thirds of JJC clients in both 2010-11 and of 2009-10 managed to avoid re-arrest for a new offense. Arrest rates are for sustained offenses only.¹

Percentage of JJC Clients Arrested after Program Enrollment

		Served 2009-10			Served 2010-11		
		Arrested at any time after service start			Arrested at any time after service start		
		NO	YES	Total	NO	YES	Total
JJC Clients with Minimum Service	Count	94	65	159	148	67	215
	% of Total	59.1%	40.9%	100.0%	68.8%	31.2%	100.0%

For clients who were served in 2009-10, eighteen months after intake about 60% had no additional arrests that resulted in a sustained offense. The chart depicts the violation rate of JJC clients six quarters after intake (18 months). This suggests that participation in the JJC is positively associated with decreased criminal justice involvement.

3. *JJC clients came to school more regularly, but were suspended at slightly higher rates after program enrollment.* JJC clients attended school more regularly after receiving case management services. Almost 60% of students were chronically or habitually truant before enrolling in the program. Forty percent were chronically or habitually truant the



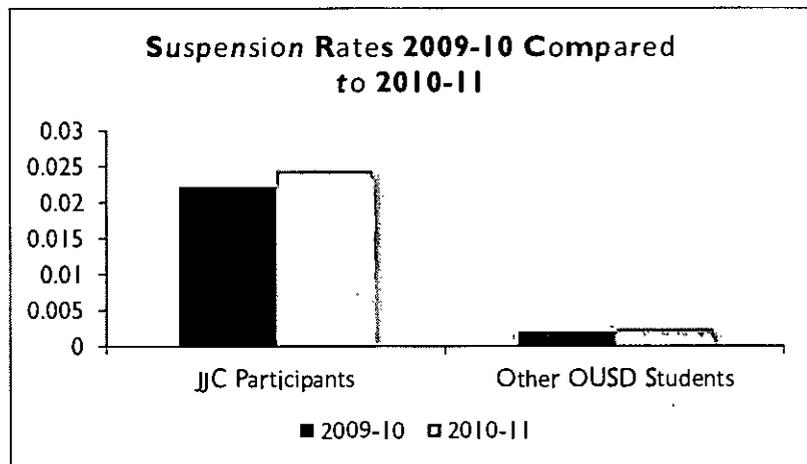
¹ Minimum threshold of service is 9.5 hours of service. Clients with fewer than 9.5 hours of service were not included in this analysis. Results were statistically significant at the 0.01 level.

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year they participated in the JJC. These data suggest that participation in JJC contributes towards better attendance.

Suspensions: About half of JJC students were suspended before and after program participation from 58% of 2010-11 JJC students suspended in the year prior to enrollment to 53% suspended after enrollment.² However, those students who were suspended were suspended more frequently after program enrollment, and at higher rates than the general OUSD population.



It is important to note that few schools are equipped to address the needs of reentry youth. If a young person is known to be on probation by school staff, suspension may be used disproportionately to address behavior challenges. If students are attending school more regularly, they also have more opportunities to get into trouble at school, which may lead to more frequent suspensions. Further, because suspension rates are highly dependent on teacher and administrative action, external agencies working within the schools are often limited in their ability to impact them.

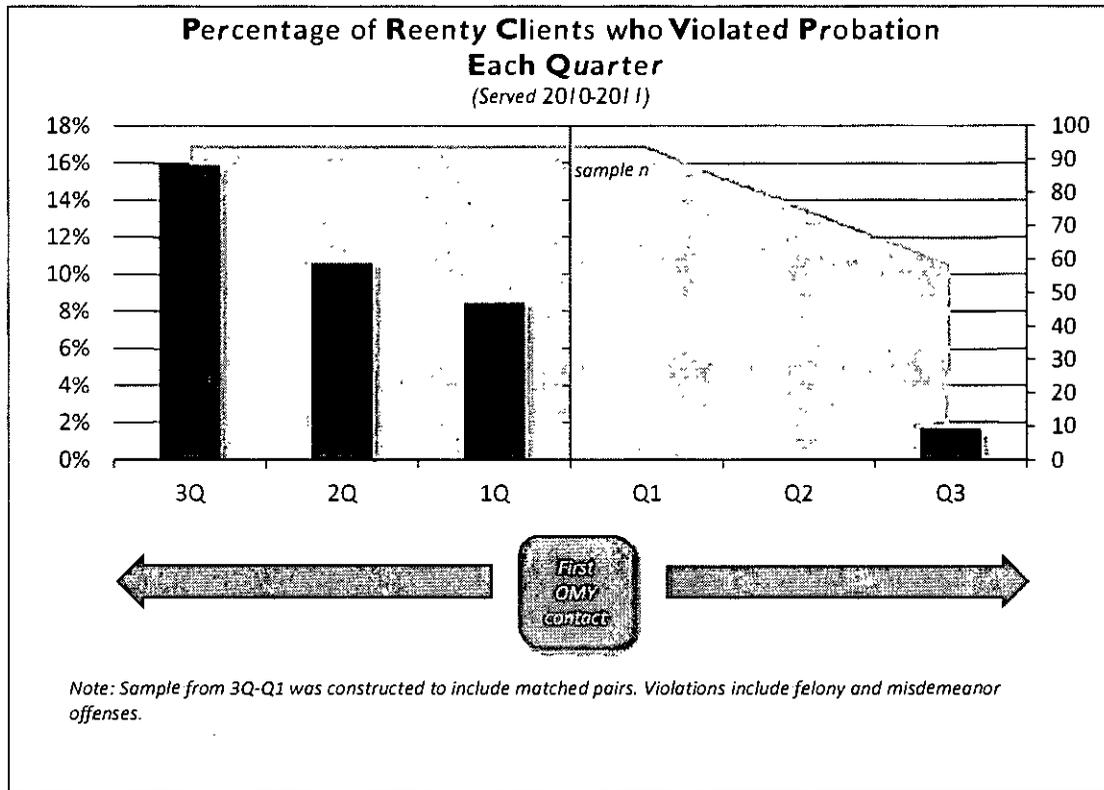
Young Adult Re-entry and Employment

1. **Nearly all Reentry Employment probationers managed to comply with the terms of their probation during the first six months after enrolling in Measure Y services.** Reentry Employment probationers experienced decreased criminal justice involvement after program participation. During the first 6 months after intake, no probationers violated. The three-year average recidivism rate for Reentry Employment probationers was 5.5%. Participants experienced the greatest reductions in criminal justice involvement during the first six months after intake. This suggests that participation in Reentry Employment programs was protective against criminal justice involvement over the short term.

² The sample size for the suspension analysis was 92 for JJC clients. The sample was 8315 in 2009-10 and 8442 in 2010-11 for other OUSD students. It included all students in grades 9-12 who did not receive services. P= 0.001.

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While positive gains were observed among Reentry Employment probationers, they should not be generalized to all clients because they do not include outcomes for 98 parolees who participated in the programs. Parolees are categorically higher risk and may have experienced outcomes that differed significantly from probationers.

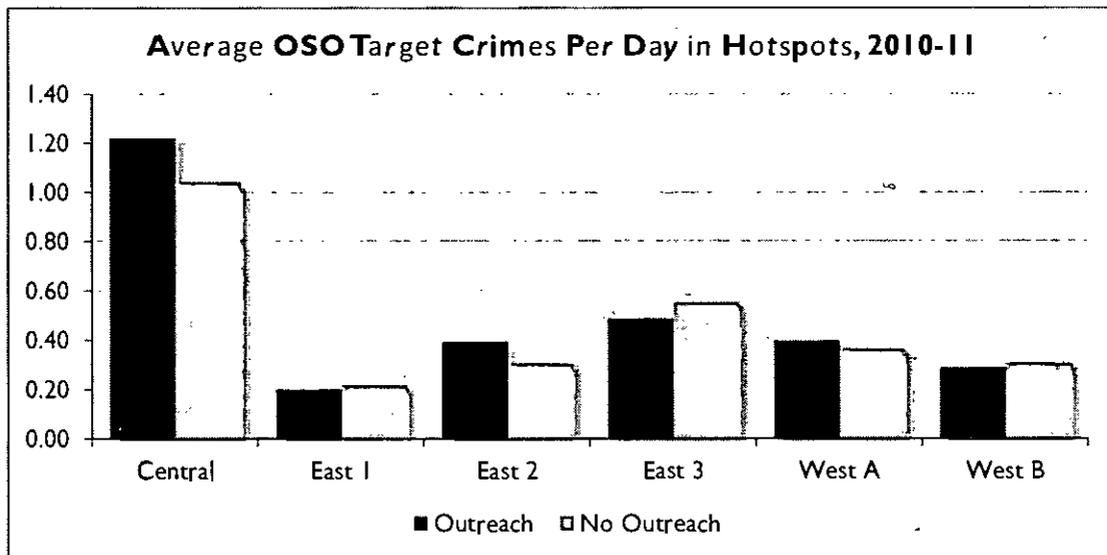
Street Outreach

1. **More than three quarters of Street Outreach clients reported receiving a referral to employment that resulted in an interview, which suggests that the strategy is effectively linking clients with employment resources.** A pre/post analysis found that more than three-quarters of street outreach clients received a referral for a job that they were qualified for, suggesting that programs are effectively working with clients to address their employment goals. Programs reported that finding a job was a top priority for many clients and outreach workers ability to link clients with jobs was critical to successful engagement.

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2. *While the deployment of street outreach workers to hotspots did not have appear to have an impact on crime, hotspots may be too large to achieve neighborhood level decreases in crime.* No significant relationship was observed between the deployment of street outreach workers to the seven hotspots and declines in crime. Given available outreach resources, the size of the hotspots may have been too large to detect significant reductions in crime. Decreases in crime may have resulted within more



concentrated locations within the hotspots that were not detected through existing methodologies.

Recommendations

Given these findings, the evaluation makes the following recommendations:

1. *Integrate evidence-based practices into the design and delivery of strategies targeting the adult and juvenile populations with prior criminal justice involvement that are tailored to different levels of risk (high, medium, or low).* Criminogenic risk assessments provide information regarding the client's level of risk for re-offense, which is critical to reaching Measure Y's target population, as well as ensuring that appropriate services are delivered to clients with different levels of risk. Measure Y should continue to integrate evidence based practices in the design of services for individuals on probation and parole that aim to deliver an appropriate amount and type of service based on results of risk and needs assessments. Defining what this looks like for case management programs is especially important, because it is a core Measure Y service. Building program capacity to deliver evidence-based practices should be prioritized.

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2. **Strengthen the referral process to *build on the JJC/OUUSD Wrap Around Services strategy's success with re-enrolling young people in school and decreasing their criminal justice involvement over the short term.*** The JJC/OUUSD Wrap Around strategy is a system level solution for re-engaging reentry youth in school that relies on collaboration between Juvenile Probation, the school district, the City of Oakland, and community based organizations. As the strategy moves fully into implementation phase, it is a good time to examine which aspects of the model are working and areas for improvement. The referral process should be reviewed and institutionalized to ensure that programs have as much information as possible on their client's criminal history, level of risk and needs, and readiness for program participation. Clarify roles, responsibilities, and agreements between partners (OUUSD, Juvenile Probation, DHS, and community based organizations). Guidelines on amount of service or length of time clients receive services should also be reviewed and calibrated based on level of risk.
3. **Explore opportunities to *expand employment opportunities for the Measure Y target population.*** Participation in employment programs was associated with decreased criminal justice involvement among adult probationers. Street Outreach clients also reported positive employment outcomes as a result of program participation. However, securing employment for individuals with criminal records during an economic downturn is particularly challenging. Given the positive benefits of employment, Measure Y should explore opportunities to integrate employment placement into more strategies.
4. **Examine the size of hotspots targeted with Street Outreach and consider reducing their size given available resources.** In some cases hotspots span multiple Community Policing beats, outreach workers cannot cover all locations plagued by shootings and homicides within the hotspot. While outreach workers may be significantly interrupting violence at locations within the seven hotspots, resources appear to be insufficient to impact violence across the hotspot. In a time of increasing crime and decreasing police resources, it is important to continue to clarify the role that street outreach can play in preventing and reducing violence by examining what has worked locally and nationally.
5. **Continue to work to obtain information on parolees so that Measure Y's impact on this population can be examined.** While adult probationers managed to avoid further criminal justice involvement for the most part, we do not know how parolees did after receiving services. The City of Oakland should continue its efforts to obtain California Department of Corrections and Rehabilitation data on parolees.

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I. INTRODUCTION

About Measure Y

Measure Y is funded through a voter-approved parcel tax and provides over \$19 million annually in funding to Violence Prevention Programs, the Oakland Police Department's Community Policing Neighborhood Services program, and the Oakland Fire Department. The Department of Human Services manages grant awards amounting to \$5.2 million annually to community-based organizations who are responsible for implementing violence prevention strategies. The Measure Y legislation mandates an external annual evaluation of the effort. The 2010-11 evaluation includes a number of reports on the impact of funded components: two quarterly reports on community policing released in April and July 2011; individual program reports for each Violence Prevention Program grantee released in April 2011; and an initiative-level evaluation of Violence Prevention Program efforts reported here.

About the Evaluation

The 2010-11 initiative evaluation of Violence Prevention Programs examines outcomes achieved at the initiative and strategy-levels, with a focus on learning about client-level changes on indicators correlated to public safety. The report is organized as follows:

Overview of the Problem and How Measure Y Aims to Address it: The report begins with an overview of the scope and nature of the problem of violence in Oakland and how the Violence Prevention Program initiative aims to address it. It provides a visual logic model of the initiative.

Initiative Evaluation Results: The initiative evaluation describes the services provided to clients during 2010-11, as well as the self-reported outcomes achieved by clients and a matched data analysis to Juvenile and Adult Probation datasets. This section includes client service information, results of the pre/post test analysis and recidivism rates for juvenile and adult probationers who received services.

Strategy-level Evaluation Results: The strategy-level evaluation covers clusters of programs within the Juvenile Justice Center/OUSD Wrap Around Services, Young Adult Reentry & Employment, and Street Outreach providing similar services and working to achieve similar outcomes. The strategy-level evaluation is designed to examine the extent to which the strategy positively impacted factors correlated to community safety such as reductions in truancy, suspensions, and justice involvement, or increased employment. Strategy-level reports begin with a description of the services provided, followed by an examination of client outcomes in the areas of criminal justice, education, and intermediate changes in resiliency/protective factors.

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Overview of the Initiative & Evaluation

Evaluation activities were designed to address the following evaluation questions:

Evaluation Questions:

1. What services were provided through the Violence Prevention Program Initiative and who was served?
2. What short-term outcomes were achieved at the initiative level?
3. What impact did strategies that provide clients with sustained and intensive services have on recidivism and crime, school engagement, employment, and resiliency/protective factors?

II. THE PROBLEM OF VIOLENCE IN OAKLAND & HOW MEASURE Y AIMS TO ADDRESS IT

The Problem of Violence in Oakland

Oakland's well-documented and persistent problem with crime and violence led voters to pass the Measure Y Violence Prevention parcel tax in 2004 to support prevention and intervention efforts. Oakland's violent crime rate in 2009 was almost three times higher (291%) than the national average, while the city property crime rate was two-thirds higher than the national average.³ Oakland has a higher crime rate than 94% of other urban areas in the United States.⁴ The city is third in the nation for firearm homicide rates for pre-teens and teens (0-19), according to a recently released Center for Disease Control report.⁵ Oakland's domestic violence rate is the highest in Alameda County or 9.8 per 1,000; children were present at over half of such incidences (55%).⁶ Crime and violence in Oakland are concentrated in the city's flatland neighborhoods, from West Oakland to the San Leandro border in East Oakland.⁷ Within this swath, there are specific hotspots that are plagued with shootings and homicides.⁸

Oakland is home to a large number of parolees and probationers who have re-entered the community after incarceration. Alameda County is among the top ten counties in California in concentration of probationers (number of probationers and parolees per hundred thousand.) Within the County, adults under supervision are disproportionately concentrated in Oakland.⁹ Approximately 3,800 parolees, 7,000 probationers and 1,800 juvenile probationers reside in

³FBI Report of Offenses Known to Law Enforcement, 2009. Cityrating.com.

⁴Ibid.

⁵"Violence-Related Firearm Deaths Among Residents of Metropolitan Areas and Cities — United States, 2006–2007." Center for Disease Control. Morbidity and Mortality Report. March 13, 2011.

⁶"A Profile in Family Violence." Alameda County Domestic Violence Collaborative, 2003.

⁷Oakland Police Department, Violent Crime Reports, 2011. Urban Strategies Council.

⁸Ibid.

⁹"Reentry Health Care in Alameda County." Urban Strategies Council, 2008.

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Oakland.¹⁰ A fifteen-year study by the Bureau of Justice Statistics found that two thirds of individuals leaving prison are rearrested within three years.¹¹ Further, studies of homicide victims and suspects in Oakland have found a strong correlate between previous criminal justice involvement and homicides.¹² In this study, 48% of homicide suspects were under the jurisdiction of the criminal justice system (probation, parole or both) at the time of the homicide. Forty-five percent of victims were under the jurisdiction of the criminal justice system.

High Risk Populations in Oakland

Quelling violence requires a combination of policy or environment level interventions to strengthen community and system capacity, as well as intervention services designed to reach individuals in need of services, including those likely to perpetrate or fall victim to crime or violence, those with previous criminal justice involvement, victims or those exposed to violence, sexually exploited minors, truant youth, and gang-involved youth.

The statistics outlined above illustrate the challenges faced by providers, and public agencies in bringing to scale a violence prevention effort that delivers enough services to support lasting change among high-risk individuals, while also reaching a significant proportion of individuals in need of services to achieve long-term community level changes. Consider, for example, the adult reentry

High Risk Populations	# in Oakland
Adult Probationers	7,000
Adult Probationers 18-30	3,579
Parolees	3,800
Parolees 18-30	1,361
Juvenile Probationers	1,101
Victims of Violence ¹³	233
Children Exposed to Family Violence ¹⁴	438
Sexually Exploited Minors ¹⁵	500
Truancy Rate ¹⁶	42%
Violent Suspensions ¹⁷	2,584
Gang Involved Youth ¹⁸	532
Estimated Total Population	16,500
# Served through Measure Y Annually	4,000
Proportion Served	25%

¹⁰ Alameda County Probation Department, March, 2010.

¹¹ Bureau of Justice Statistics, 2002.

¹² "Violence in Oakland: A Public Health Crisis." Alameda County Public Health Department, 2006.

¹³ Victims aged 14-30 years treated for gun- shots, stab wounds or assaults treated at Highland Hospital. Alameda County Medical Center, 2006.

¹⁴ Measure Y Stressor Report: five year period for incidences of domestic violence, 2010. Number reflects average # of incidences per year multiplied by 55%. Alameda County Domestic Violence collaborative estimates that children were present at 55% of incidences.

¹⁵ Estimated number of sexually exploited minors in Oakland by DHS and providers serving SEMs.

¹⁶ California Department of Education, Oakland Unified School District, 2010-11. Truancy is defined as students with three or more unexcused absences.

¹⁷ Ibid.

¹⁸ "Youth in Gangs: Who is at Risk." National Council on Crime and Delinquency, 2009. Oakland's rate of gang involvement for youth is 13% according to responses on the California Healthy Kids Survey, 2007-08 based on a sample size of 4096. DHS and OPD estimate that number of gang involved youth may be significantly higher.



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population. Two thirds of inmates have a substance use problem; more than half report a recent mental health challenge.¹⁹ Few communities have the provider capacity or financial resources to meet the depth and breadth of needs faced by individuals who would benefit from prevention and intervention services.

The Measure Y Violence Prevention Program Strategies for Preventing & Reducing Violence

Measure Y is one of Oakland's efforts to prevent and reduce violence that targets many of the high risk populations identified above. Through grants to community partners, the Department of Human Services oversees the implementation of the Measure Y Violence Prevention Program Initiative, which is designed to comprehensively address the risk factors associated with violence in Oakland. Funded programs fall broadly into six strategy areas. Oakland's effort is built on the premise that violence can be prevented through a combination of individual-level interventions designed to re-direct the highest risk populations and, through system wide activities that result in improved public safety at the school or community level, improved capacity to identify and engage high risk populations, or improved coordination across systems. Appendix B contains a visual depiction of Violence Prevention Program strategy areas, key activities, and expected intermediate and long-term outcomes.

- Violence Prevention Program strategy areas include a diversity of programs that share either a common target population (i.e. young adults on probation or parole), or a common intervention (school placement and case management).
- Violence Prevention Programs target special populations at risk for perpetrating, falling victim to or experiencing negative consequences from exposure to violence- from gang-involved youth, to sexually exploited minors, to those on probation or parole.
- Case management is a core intervention service across all strategies. While the Department of Human Services provides basic guidelines for case management, programs have considerable flexibility in their implementation of this service.

2010-11 Violence Prevention Program Strategies

Family Violence Intervention: includes programs that serve children, youth and families who have been exposed to violence, including domestic violence, child abuse and sexual exploitation.

Violent Incident/Crisis Response: includes programs that provide a direct and immediate response to violent incidents, through services to survivors and family members, and through street outreach to the youth and young adults who are most likely to be the perpetrators and victims of violence. This strategy is designed to interrupt violence before

¹⁹ "Assessing Parolees' Health Care Needs and Potential Access to Health Care Services in California." RAND, 2009.

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it happens, mediate the impact of violence when it does happen, and change the culture of violence.

Young Adult Reentry and Employment Services: This strategy includes Reentry Employment programs and Project Choice, designed to assist youth and young adults who are on probation and parole reintegrate successfully into the Oakland community.

Youth Comprehensive Services: Youth Comprehensive services strategy includes programs serving youth who are most at risk for involvement in violence, including Oakland youth at the Alameda County Juvenile Justice Center youth on probation or parole, high-risk middle school youth and gang involved youth. Programs provide summer, after school and youth employment services, as well as school placement/case management for youth on probation through the Juvenile Justice Center/OUSD Wrap-Around Services model.

School-Based Prevention: The school-based prevention strategy includes programs that deliver services within Oakland public schools to improve school climate, re-direct gang-involved youth, and implement conflict resolution and alternatives to suspension. School-based prevention strategy includes Restorative Justice for Oakland Youth, Second Step Violence Prevention curriculum and Alternative Education for Gang-Involved youth.

Oakland Street Outreach: The street outreach/community organizing strategy provides funding to support the deployment of street outreach workers to hotspots in areas plagued by violence and case management services to young people likely to be involved in street violence. The strategy also includes funding for community organizing efforts.

III. METHODS

Evaluation activities were designed to measure individual client-level changes as a result of participating in programming. Evaluation methods include: CitySpan service analysis; pre/post test surveys; matched data analysis with adult and juvenile probation and Oakland Unified School District data sets; and a crime trend analysis of neighborhoods targeted with street outreach. Each methodology and sample is described below.

CitySpan Service Data

Client service data stored in CitySpan were analyzed to understand the characteristics of program participants who received services through the VPP initiative during 2010-11, to report on service dosage, clients served, and client retention/program completion.

Analysis of Matched Data

A matched data analysis was conducted for the strategy-level evaluation of Juvenile Justice Center/OUSD Wrap Around Services, Young Adult Reentry & Employment, and Street

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Overview of the Initiative & Evaluation

Outreach.²⁰ The purpose of the matched data analysis is to examine whether participants experienced decreased criminal justice involvement (recidivism) and/or improvement in school engagement, as measured by enrollment, attendance, and suspension indicators. Client-level information stored in CitySpan was matched to client records provided by Oakland Unified School District, Alameda County Adult Probation Department and Alameda County Juvenile Probation Department. Where possible, changes observed in Measure Y participants were compared to those changes observed in non-participants. Statistical tests were conducted to determine whether or not Measure Y services had a significant impact on school-related and criminal justice outcomes.

The match rates between client-level data stored in the CitySpan database and the school and criminal justice agency database were as expected and varied by strategy area. Over the past three years, the match rate has increased significantly. Appendix C provides a detailed description of the match rate for the analyses contained in this report.

Pre/Post Tests

Pre/post test results are reported at both the initiative level and for the strategy-level analysis of the Juvenile Justice Center/OUSD Wrap Around Services, Young Adult Reentry & Employment, and Street Outreach outcome clusters. Pre/post test surveys measure intermediate client changes, harm reduction, and resiliency/protective factors. Clients enrolled in programs within each strategy area completed the survey upon program enrollment and three to six months after the first administration. Surveys were designed using questions from validated instruments to measure outcomes specific to each strategy area, based on a five-point scale. An increased score after program participation points to improvement on the item addressed in the survey. The proportion of clients experiencing a positive result or an improvement in their score on the post-test is reported here.

Statistical tests were conducted to understand whether or not changes in attitudes, beliefs and behaviors were significant. A comparison between the demographic characteristics of consented clients who completed the pre/post tests and those who did not was conducted to see if there were any significant differences between these two groups. Female and African-American respondents were slightly over-represented, while males and Latino clients were slightly under-represented.

Street Outreach Crime Trend Analysis

A crime trend analysis was conducted to learn about neighborhood level impacts of Street Outreach efforts. Starting in July 2009, Measure Y- funded street outreach teams were deployed to “hotspot” locations in West, Central, and East Oakland. Hotspots are specific areas that have experienced a disproportionately high level of street violence- such as shooting or

²⁰ The evaluation of street outreach also examines neighborhood level changes in crime.

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homicides. For the 2010-11 evaluation, crime data from the seven hotspots were examined to see whether crime went down over the year compared to the top 15 beats with the highest levels of crime that were not targeted with street outreach. Statistical tests were conducted to determine whether there was a relationship between crime trends and the number of hours of outreach in that particular hotspot on a monthly basis.

Sample

This report includes two levels of analysis: initiative results and strategy-level results. The sample for initiative level findings includes all consented clients with service information entered in the CitySpan database. The sample for the strategy-level analysis includes clients who received intensive and sustained services through participation in Juvenile Justice Center, Young Adult Reentry & Employment, and/or Street Outreach clusters.

Sample for the Initiative Level Evaluation: Measure Y provides funding for a continuum of interventions designed to reduce individual and community risk factors associated with violence. Interventions range from conducting outreach and education at community venues and events to providing employment training and placement.

While Measure Y touches about 4,600 individuals annually, the sample for the initiative and strategy-level analyses only includes those individuals with a signed consent to participate in evaluation activities, an individual client-id stored in the CitySpan and recorded service hours. It is important to note that many programs are not expected to collect consents either because the nature of services is brief or targeted towards groups, neighborhoods or entire school sites, or because requesting consent could compromise a program's ability to engage clients.

Sample for the Strategy-level Evaluation: The strategy evaluation examines client outcomes for clients who participated in programs in the Juvenile Justice Center/OUSD Wrap Around, Young Adult Reentry Employment, and Street Outreach strategies. The purpose of this analysis is to understand whether those strategies that provided sustained and intensive service designed to achieve client or neighborhood changes were successful. The sample for each included those clients who participated in programs within the strategy that provided similar services designed to achieve specific outcomes. This means that not all programs assigned to each strategy were included in the sample for the strategy-level analysis.²¹ Programs that provided a significantly different type of service or were working towards other community or system level changes were not included in the analysis. More specifically:

- In the case of Young Adult Reentry Employment, recidivism rates were not calculated for about half of Reentry Employment clients on parole and all Project Choice clients

²¹ The following programs were not included in the outcome cluster analysis: Our Kids, RJOY, OUSD Alt Ed, Second Step, Catholic Charities, FVIU, ICPC, Safe Passages 0-5, Youth Alive, All Summer Programs, CCNI, and all Project Choice programs (VOABA and The Mentoring Center).

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because California Department of Corrections & Rehabilitation data were not available, despite attempts by the City Administrator's Office and Department of Human Services to obtain them.

- For several programs within Young Adult Reentry and Employment, their outcomes are best captured at the individual program level because their interventions and intended outcomes vary significantly from the outcomes examined here (such as summer employment programs). This was also the case with City County Neighborhood Initiative (CCNI), within the Street Outreach strategy.
- The Juvenile Justice Center/OUUSD Wrap Around Services is a strategy within the Youth Comprehensive Services strategy. All programs within the JJC/OUUSD Wrap Around Services were included in the sample.

Programs Included in Sample by Strategy Area 2010-11

JJC/OUUSD Wrap Around Services	Young Adult Reentry & Employment	Street Outreach and Community Organizing
California Youth Outreach (CYO)	Goodwill Industries	California Youth Outreach (CYO)
East Bay Agency for Children (EBAC)	Volunteers of America Bay Area (VOABA) Reentry Employment	Healthy Oakland
East Bay Asian Youth Center (EBAYC)	Workfirst Foundation	
The Mentoring Center (TMC)	Youth Employment Partnership (YEP) Reentry Employment	
Youth UpRising (YU)		

Sample Size by Type of Analysis: The sample size varies by type of analysis for the OUSD, Adult Probation, and Juvenile Probation datasets, particularly when examining pre/post changes in client outcomes. A pre/post analysis requires a valid record for clients for both the year preceding enrollment and the year the client was enrolled. Because many clients are missing two years of records in the dataset, the overall sample is significantly reduced. The sample size is provided for each analysis throughout the report. Appendix C also includes a detailed description on the sample for Adult and Juvenile Probation analyses.

Strengths and Limitations of the Evaluation

There are several important limitations to make note of. This evaluation only includes data on those clients who consented to participate in the evaluation. It is not possible to know whether or not the clients for whom consent was not obtained differed in significant ways from consented clients. As noted above, the evaluation was not able to measure client-level outcomes for parolees who received Measure Y services. Despite these limitations, the evaluation has made significant progress over the past three years to strengthen the overall quality of data collection activities and to ensure that a range of tools are in place to fairly evaluate the impact of Violence Prevention Programs. Specifically:

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- *Tools have been developed to measure intermediate changes and harm reduction among Measure Y clients. At the beginning of the three-year evaluation contract, no tools were in place to measure short-term changes in client attitudes, beliefs, and behaviors that are critical to achieving goals of decreased criminal justice involvement. Pre/post test surveys were developed for each strategy area to capture these program impacts. In addition, CitySpan exit criteria and milestones tabs were developed in collaboration with DHS to capture client successes and challenges observed while the client was enrolled in services. These tabs ensure that outcomes like employment, which are not tracked elsewhere, are available to the evaluation.*
- *Issues with low consent and match rates have been resolved, which has allowed the evaluation to better capture the impact of Violence Prevention Program efforts. For a number of reasons, many clients did not have consents on file when the current evaluation began more than three years ago, which meant that the evaluation could not examine outcomes for those clients. Further, data entry errors also prevented the evaluation from matching Violence Prevention clients with other datasets. The evaluation has worked with DHS and programs to resolve these issues. This year the evaluation has enjoyed high match rates and an adequate sample size, enabling a fair analysis of program impact.*
- *The evaluation incorporates a plan for analyzing the Violence Prevention Program's diverse service types and strategies. The evaluation design includes the creation of evaluation logic models linking the problem programs are trying to address to interventions and expected outcomes. For those programs that provide unique interventions, special evaluation strategies have been developed.*

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Findings: Initiative Level Results

This section of the report includes results of the initiative evaluation of the Measure Y Violence Preventions Program and includes information on how funding was allocated, who was served, and short term outcomes achieved by clients who received services.

Evaluation Question 1: What services were provided and who was served through the VPP initiative in 2010-11?

Finding 1.1 Measure Y allocated \$5.2 million in funding to support violence prevention programming in six strategy areas. Close to 4,600 clients received services.

During 2010-11, the Department of Human Services distributed close to five million dollars in funding to 30 community-based organizations and in support of three positions.²² Funds were allocated across six strategy areas, outlined in the table below.

Clients Served: Violence Prevention Programs served 4,592 clients during 2010-11 in six strategy areas. Family Violence Intervention enrolled the most clients, though many of these were participants at group events.

Measure Y Violence Prevention Funds by Strategy, 2010-11

Strategy	Funding
Family Violence Intervention	\$825,831
Street Outreach	\$940,200
School-Based Prevention Projects	\$528,831
Violent Incident/Crisis Response	\$395,800
Young Adult Reentry Services	\$1,300,920
Youth Comprehensive Services	\$1,281,736

Finding 1.2: The average cost per client of violence prevention programs was \$1,538; the average cost per hour was \$126, slightly higher than last year. In general, these costs are comparable to the costs of similar prevention and intervention programs.

The table below outlines the average cost per client and per hour by strategy area. Cost per hour and cost per client calculations include the costs associated with programs that record individual client information in the CitySpan database.²⁴

Measure Y Participants by Strategy

Strategy	Clients
Family Violence Intervention	1574
Street Outreach	788
School-Based Services ²³	N/A
Violent Incident/Crisis Response	625
Youth Comprehensive Services	949
Young Adult Reentry Services	501
Total	4592

- School-based prevention programs had the lowest cost per client, as expected because many programs within this strategy provide group services or interventions targeting the entire school

²²A list of programs by strategy is included in the Appendix A. Funds support three positions: a Reentry Employment Specialist; a Street Outreach/Violence Prevention Coordinator; the OUSD Enrollment Specialist.

²³School based prevention programs provide services to entire school sites, in addition to individual clients.

²⁴School based prevention programs cost calculations also include individuals receiving violence prevention curriculum.

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site. Young Adult and Reentry had the highest cost per client, also as expected given the costs associated with subsidized work experience.

- The costs per client and per hour were not calculated for Street Outreach because programs provide a combination of street outreach work (termed "events") and individual case management to clients. A cost per client analysis would not account for the many hours spent on street outreach events.

Cost Summary of Measure Y Funded Services

Strategy	Average Cost per Client	Average Cost per Hour
Family Violence Intervention	\$765	\$149
Street Outreach	Not applicable	Not applicable
School-Based Prevention ²⁵	Not applicable	\$48
Violent Incident/Crisis Response	\$588	\$95
Young Adult and Reentry Services	\$3,751	\$22
Youth Comprehensive Services	\$3,296	\$147
Total	\$1,538	\$126

The cost of providing violence prevention programming is similar to last year's (2009-10) figures. While standards for reasonable costs for such efforts have not been well established, a 2009-10 comparison with programs that serve a similar population found that Measure Y expenditures are in line with those programs.²⁷

Finding 1.3 According to data entered into the CitySpan database, Violence Prevention Programs provided slightly more

than 71,000 hours of individual services and 542,000 hours of group hours during 2010-11. Clients were retained on average for 3 months.

Service hours were delivered by 30 community-based organizations contracted to provide interventions in six strategy areas. The total number of individual hours in 2010-11 was: 71,383, while the total number of group hours was 542,056.

Client Retention: Clients were engaged on average for three months. The average length of engagement varied

Average Months of Client Engagement by Strategy²⁶

Strategy	Average # of Months
Family Violence Intervention	2.7
Street Outreach	2.6
Violent Incident/Crisis Response	2.1
Youth Comprehensive Services	3.7
Young Adult Reentry Services	4.1
Average	3.2

Ethnicity of Consented 2010-11 Measure Y Clients (n=2382)

Ethnicity	% of Clients
African American	68%
Hispanic/Latino	24%
Asian/Pacific Islander	5%
White	3%
Native American	1%
Mixed/Other	1%

²⁵ School based prevention programs provide services to entire school sites, as well as individual clients.

²⁶ Averages include all clients with individual or group service hours entered into CitySpan.

²⁷ "Measure Y 2009-10 Violence Prevention Initiative Report." Resource Development Associates, 2010.

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by strategy area from slightly more than two months for Family Violence Intervention to four months for the Young Adult Reentry Services strategy.

Client Demographics: The majority (two-thirds) of clients served were African American male youth and young adults. About a quarter of clients were Hispanic/Latino.

The average age of consented clients was 22, though average age of clients varied significantly across strategy areas. Because programs in the Violent Incident/Crisis Response Strategy serve family members of victims of violence, clients were on average older- (33 years old), while Family Violence Intervention clients were on average 16.

Demographics of Consented 2010-11 Measure Y Clients (n=2382)

Strategy	Average Age	% Male	% Female
Family Violence Intervention	16	17%	83%
Street Outreach	22	75%	25%
School-Based Prevention Projects ²⁸	N/A	N/A	N/A
Violent Incident/Crisis Response	33	35%	65%
Young Adult and Reentry Services	27	87%	13%
Youth Comprehensive Services	17	71%	29%
Total	22	68%	32%

Risk Factors of Measure Y Clients

The Measure Y initiative prioritizes services to high-risk individuals and outlines a specific set of characteristics that clients must meet in order to qualify for services. Programs target youth and young adults on probation or parole, individuals who have been exposed to violence, victims of violence, sexually exploited minors, and at-risk young people.

Juvenile and Adult Probation data were analyzed to determine whether Measure Y participants served from 2007-11 differed significantly in their risk levels or criminal history. It is important to note that these data represent only those clients who were matched to these datasets and are not necessarily representative of the overall Measure Y client population. For example, parolees represent over half of the Young Adult Reentry & Employment strategy, but were not included in this analysis.

Risk Factors of Adult Probationer Population: CitySpan service data were matched to Alameda County Adult Probation records to determine whether Measure Y probationers (across all strategies) were higher risk than the general probationer population. A comparison of Measure Y adult probationers to non-participant probationers found no statistically significant differences in terms of crime typology. However, an analysis of risk factors based on results of a validated risk assessment administered by the Alameda County Department of Adult Probation found that Measure Y clients had lower levels of risk than the general probationer

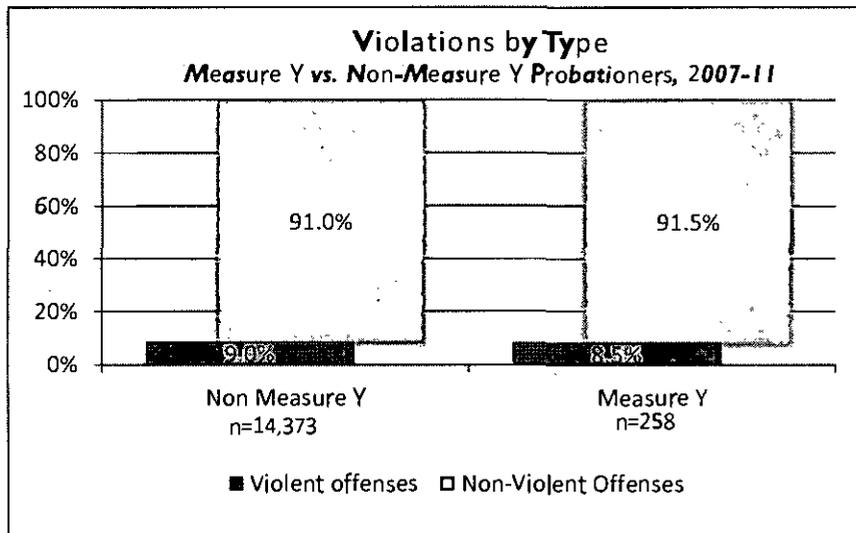
²⁸ Not applicable because school sites are frequently subject of School Based Prevention program interventions.

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population. The chart below provides a comparison of violation type between non-Measure Y and Measure Y adult probationers served since 2007.

- Similar to the general probationer population almost all Measure Y clients matched to the

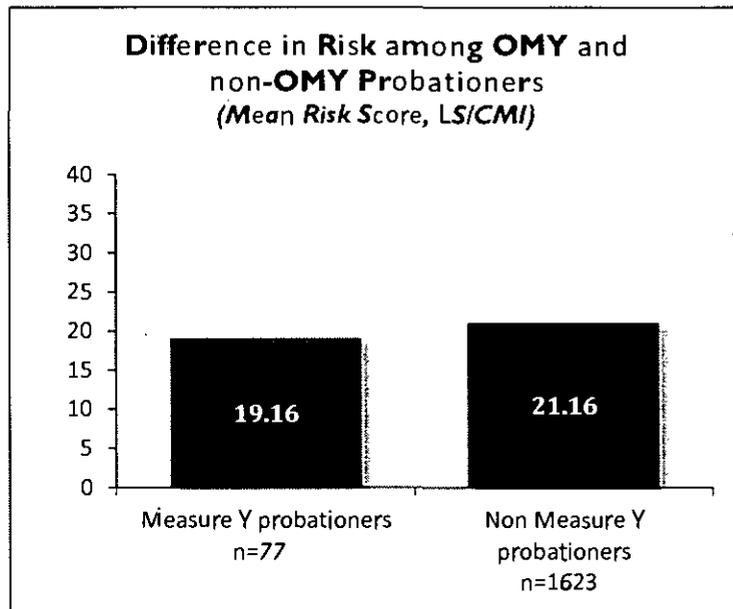


dataset who were on adult probation had non-violent violations.

An analysis of results of the LS/CMI risk assessment administered by Alameda County Adult Probation Department also found that Measure Y adult probationers in the sample were slightly lower risk than the overall probationer population based on their risk assessment scores.

These differences were found to be statistically significant.²⁹ It is also important to note that risk assessment scores were not available for parolees, who are categorically higher risk and represent a significant proportion of adult Measure Y clients.³⁰

- The risk assessment (LS/CMI) is a validated tool, with scores ranging from 0-40. Risk assessments were administered before or shortly after enrollment in Measure Y.



²⁹ A two-tailed t-test found statistically significant differences (p=.034).

³⁰ In 2010-11, 98 clients were identified in the CitySpan database as being on parole.

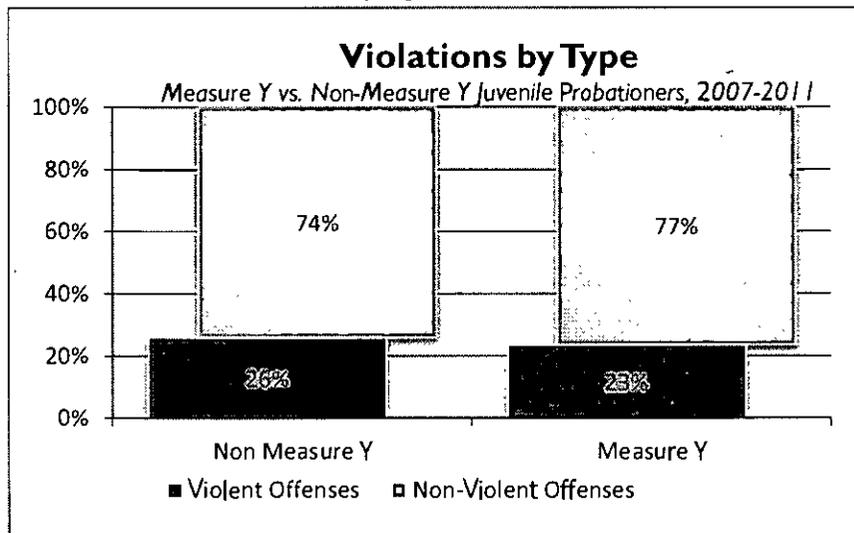
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- The risk scores of Measure Y participants were similarly distributed across the scale as non-participants, but slightly lower overall.
- Risk scores were not available for all Measure Y probationers. It is possible that those for whom scores were not available had risk factors that differed from those reported here.

Risk Factors of Juvenile Probationer Population: CitySpan service records were also matched to Alameda County Juvenile Probation records from 2007-2011 to determine whether there were significant differences between Measure Y participants and non-participants in terms of offense types. The analysis found that there were no statistically significant differences between those that received services and those that did not.³¹

The Youth Level of Service/Case Management Inventory (YLS/CMI) is a validated assessment of risk and need and is currently administered to juvenile probationers in Alameda County. Results were analyzed to determine the overall level of risk of Measure Y clients.



Evaluation Question 2: What impact did Violence Prevention Programs have on clients that received services?

This section of the report includes findings on the outcomes reported by clients who participated in Violence Prevention Programs. Initiative level impacts were examined through surveys administered to clients and a matched data analysis to Adult and Juvenile Probation data sets. Pre/post test surveys measure intermediate client changes in relation to criminal justice involvement, employment, and risk and resiliency. Violence Prevention Program clients completed the survey upon program enrollment and three to six months after the first administration. Surveys were designed for each strategy area, using questions from validated instruments. They include a five point scale. Results are reported for the past two years of programming (2009-11) for all clients that completed a pre and a post-test survey. The

³¹ Outreach target offenses include the following penal code sections: 187(A), 211(A), 211(5), 212.5(B), 215(A), 245(A)(2), 245(A)(3), 245(B), 245(C), 245(D)(1), 245(D)(2), 246, 247(A), 261(A)(1), 261(A)(2), 261(A)(3), 261(A)(4)

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proportion of clients experiencing a positive outcome, or a self-reported improvement on each item is reported.

Finding 2.1 Most Measure Y adult probationers served through Violence Prevention Programs complied with the terms of their probation, with 8.7% being re-arrested after beginning service in 2009-10 and less than 2% re-arrested in 2010-11. About a third of juvenile probationers served through Measure Y were arrested in 2009-10 after receiving service, while a quarter were arrested in 2010-11. 2010-11 rates are likely biased downwards due to a short post-period.

Adult Probationers: CitySpan service data were matched to Adult Probation records to determine how many clients served through Violence Prevention Programs were re-arrested after receiving services. This analysis found that most adult probationers who received services managed to avoid further criminal justice involvement in both 2009-10 and 2010-11. It is important to note that because 2010-11 clients may not have more than a few months of data since starting the program, the rate is likely biased downwards. Similarly, recidivism rates shown here reflect no more than 24 months of data for any individual client, and often less. While promising, without information on parolees it is difficult to generalize about the impact of Measure Y on recidivism among adults. The chart below shows the number and percent of clients who were re-arrested for a new offense (non-technical violation).

Recidivism of Adult Probationers by Program, Service Year

		Served 2009-10			Served 2010-11		
		Arrested at any time after service start			Arrested at any time after service start		
		NO	YES	Total	NO	YES	Total
Total	Count	105	10	115	107	2	109
	% of Total	91.3%	8.7%	100.0%	98.2%	1.8%	100.0%

Juvenile Probationers: CitySpan service data were matched to Juvenile Probation records to determine how many clients served through Violence Prevention Programs were re-arrested with a sustained offense after receiving services. A sustained law offense means that the individual was charged with an offense that was not later dismissed and designated an adjudicated delinquent.³² About a third of clients were re-arrested after intake in 2009-10 and a quarter after intake in 2010-11. As with Adult Probation, because 2010-11 clients may not have more than a few months of data since starting the program, those numbers are likely to be biased downward. Similarly, re-arrest rates reflect no more than 24 months of data for any individual client, and often less.

³² Sustained law offenses exclude technical violations.

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Violation Rate Among Juvenile Probationers served through Violence Prevention Programs

	Served 2009-10			Served 2010-11		
	Arrested with sustained offense at any time after service start			Arrested with sustained offense at any time after service start		
	NO	YES	Total	NO	YES	Total
Count	242	121	363	405	132	537
% of Total	66.7%	33.3%	100.0%	75.4%	24.6%	100.0%

Finding 2.2 Most Measure Y clients experienced improvements on indicators of resiliency and protective factors, job readiness, and their ability to comply with the terms of their probation and parole. Fewer than half of clients reported improvements in relation to managing their emotions, avoiding association with negative peer groups, and feeling confident about searching for a job.

Factors such as relationships with caring adults, ability to manage anger and emotions effectively, and level of risk taking behavior can prevent, protect, and reduce the harm associated with violence. Violence Prevention Programs incorporate the principles and approaches of youth development into services, focusing on meeting young people where they are at and supporting the development of trusting relationships with caring adults and pro-social peer groups. Pre-post tests were administered upon intake and again after clients received 3-6 months of service. The charts below show the proportion of clients that either reported strength on each item to begin with and sustained strength in this area after participating in the program, or showed improvement on the item under question after receiving services.

- For example, three quarters of clients experienced a positive outcome in relation to being able to resist the influences of peers and associates. That is, those clients that reported weakness in this area upon intake, improved after receiving services. Those clients that were strong on this item reported continued strength or improvement after receiving services.

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Anger

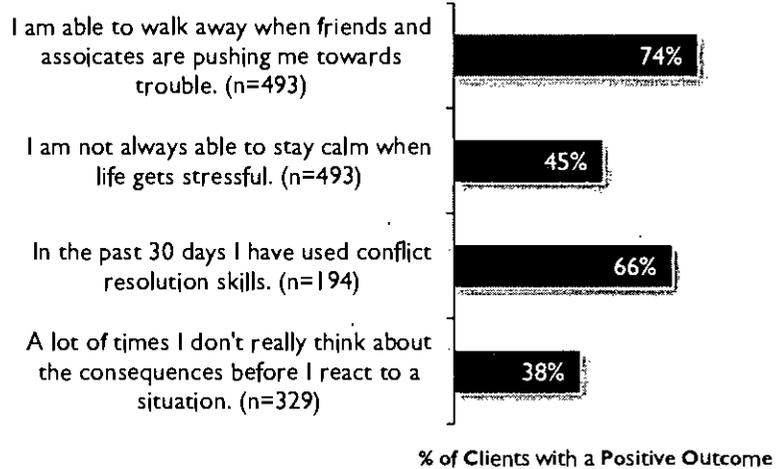
Management: The chart shows the proportion of clients who experienced improvements on indicators of anger management and conflict resolution. While a majority of clients reported improved ability to resist negative peer influences, fewer than half of clients experienced improvements in their ability to stay calm or think before reacting.

Relationships with Peers & Supportive Adults: As noted in the chart, Measure Y participants experienced positive outcomes in terms of their relationships with supportive adults. Nearly all clients reported improvements in terms of their relationships with a caring adult. However, a majority of clients were still

associating with negative peer groups. Pro-social peer groups are important to re-engaging in school and work and avoiding further involvement with the law. This finding suggests that the

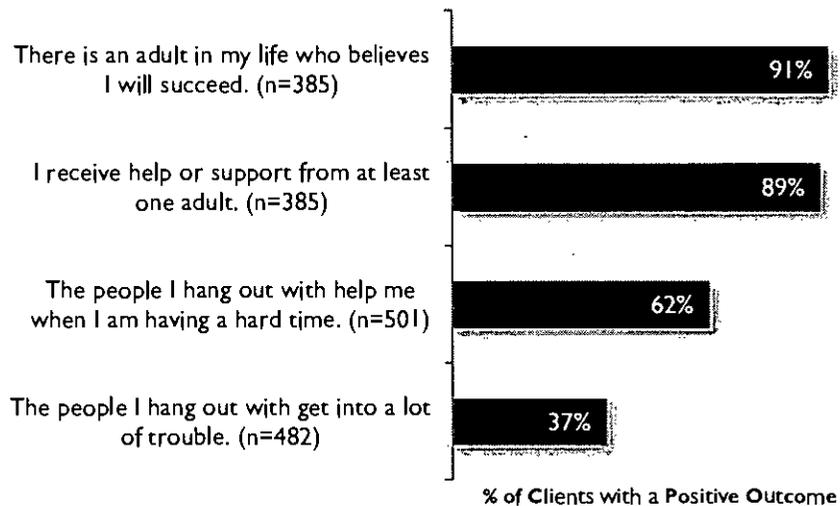
Anger Management, Conflict Resolution & Resiliency Outcomes

Source: Pre/Post Test, All Measure Y Clients 2009-10 & 2010-11



Relationship with Peers and Supportive Adults

Source: Pre/Post Test, All Measure Y Clients 2009-10 & 2010-11



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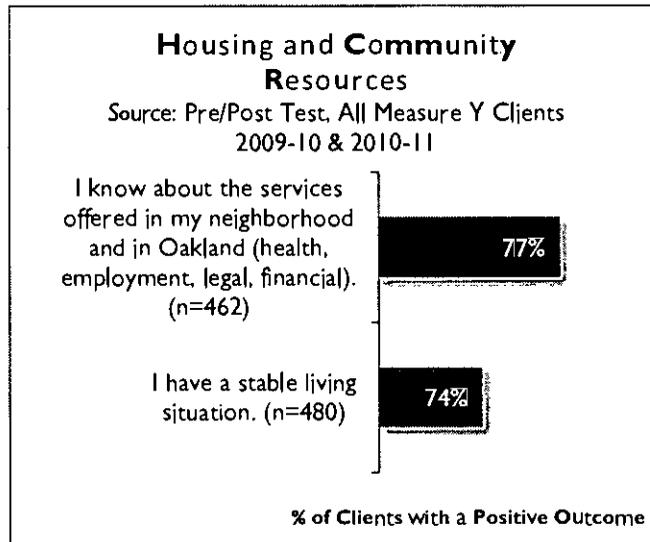
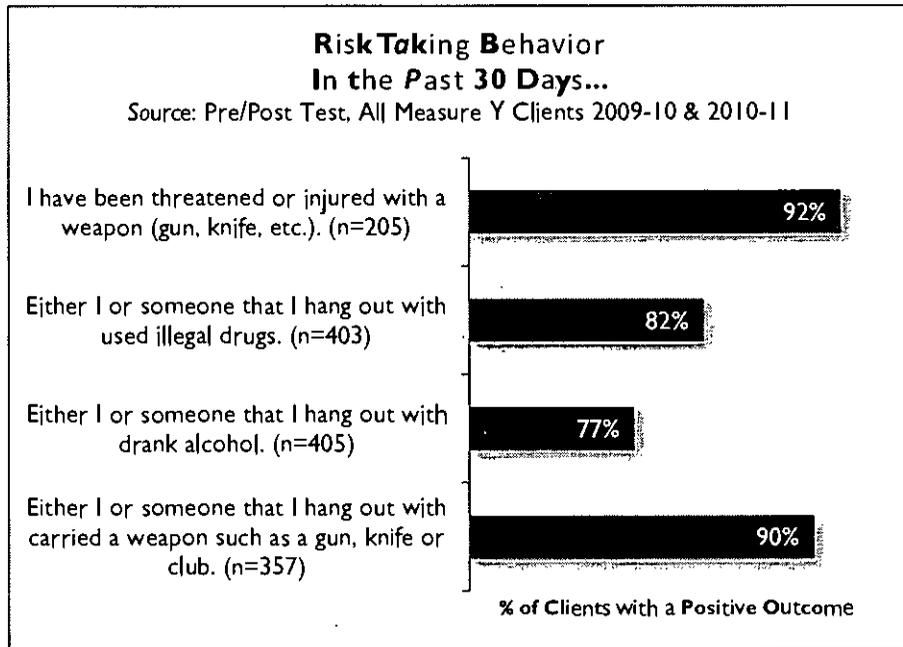
initiative is making good progress connecting young people with caring adults, but experiences less success re-directing young people to pro-social peer groups.

Risk Taking

Behavior: Nearly all clients reported less risk taking behavior, such as carrying a weapon, being threatened with a weapon, and substance use during the previous 30 days after receiving services. These decreases suggest that clients are avoiding situations that increase the likelihood of further criminal justice involvement after enrolling in Measure Y programs.

Through funding for case management, Measure Y Violence Prevention Programs aim to help clients access other community resources and secure stable housing, in particular those that serve the adult and youth reentry population. As outlined in the following chart, about three-quarters of clients experienced improvements in their level of access to stable housing and other community resources after enrolling in Measure Y services.

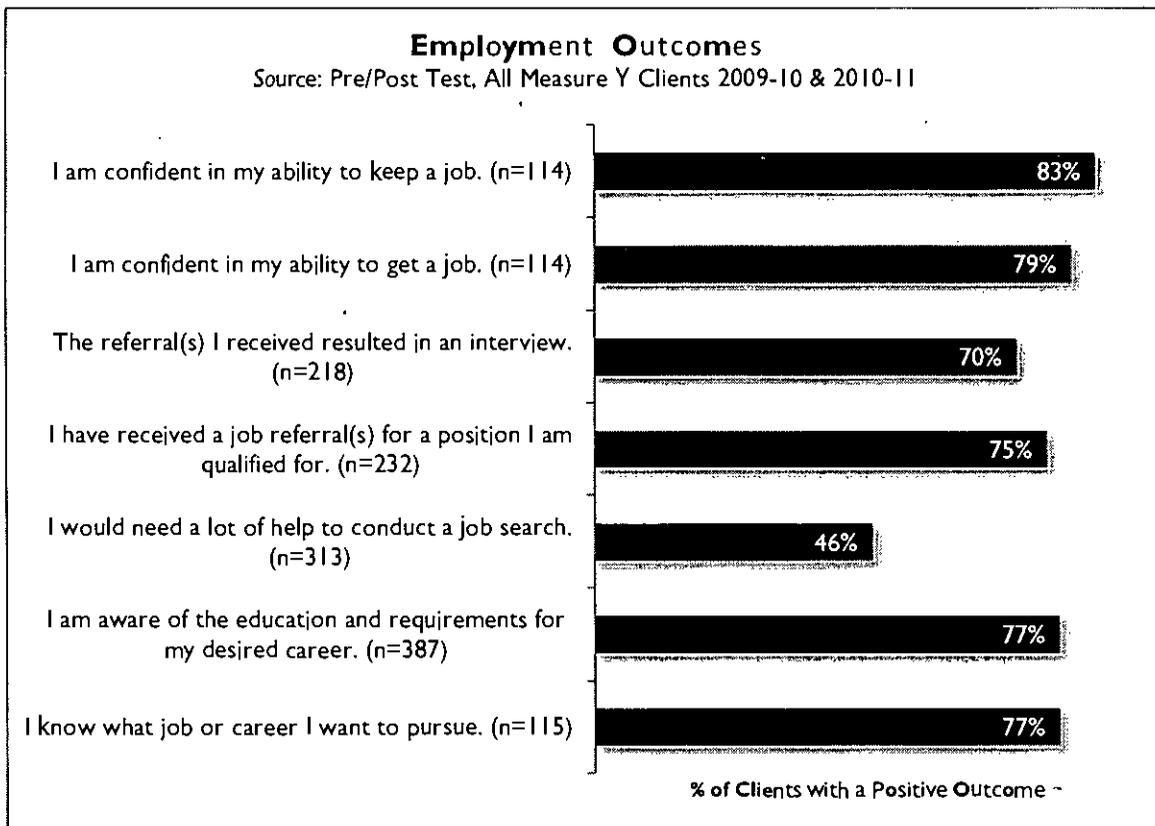
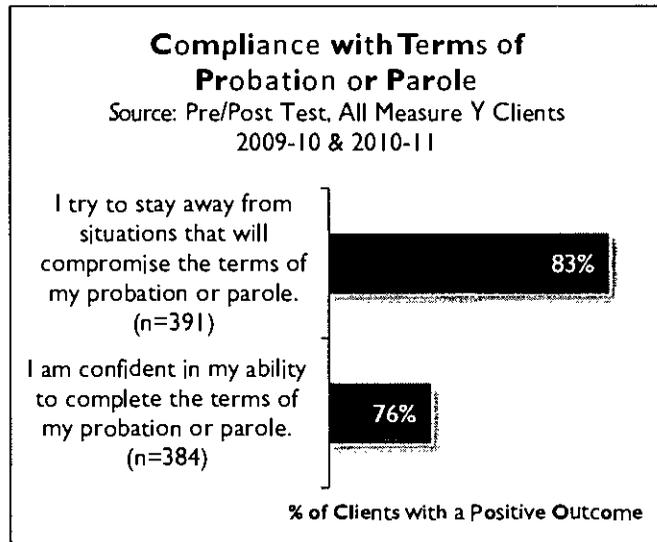
Compliance with Terms of Probation/Parole: Measure Y clients were more confident about their ability to comply with the terms of their probation and parole after receiving services, as outlined in the chart.



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Employment: Measure Y supports funding to employment training, work experience, and direct job placement through several strategies, including Young Adult Reentry & Employment, Youth Comprehensive Services, and Street Outreach. As demonstrated in the chart below, clients were more confident about their ability to get and keep a job. Three quarters of clients received a job referral for which they were qualified. However, fewer than half of clients felt prepared to conduct a job search independently.

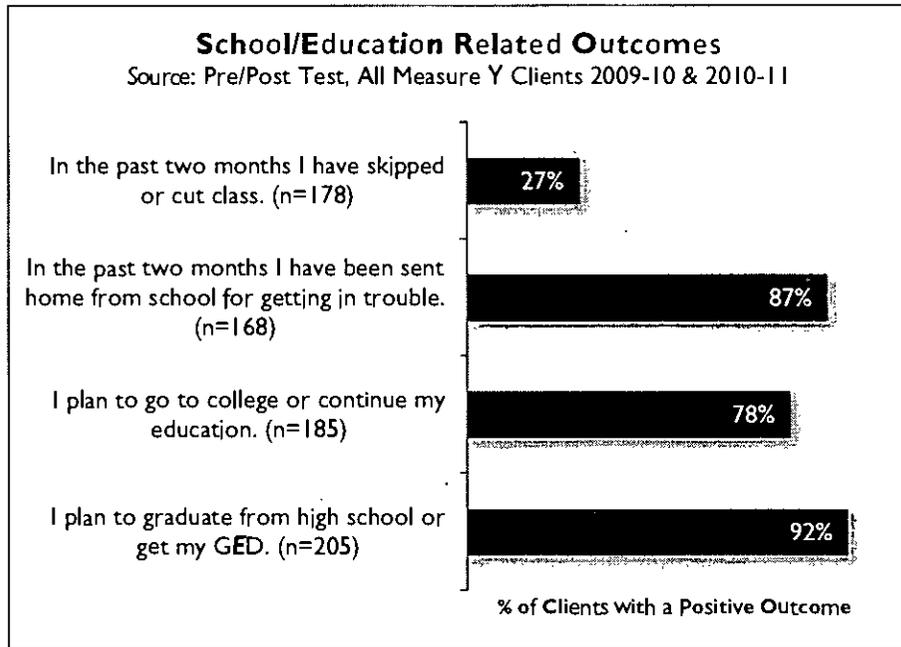


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School/Education

Outcomes: Measure Y youth reported improvements on their attitudes towards education, including plans for future educational attainment, as well as better behavior during school. However, only a quarter of clients reported improved attendance.



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Findings: Strategy – Level Results

This section of the report includes strategy-level analyses of the Juvenile Justice Center/OUUSD Wrap Around Services programs, Young Adult Reentry & Employment programs (Reentry Employment only), and the Street Outreach programs.

I. JUVENILE JUSTICE CENTER/OUUSD WRAP AROUND SERVICES STRATEGY

Introduction

The Juvenile Justice Center/OUUSD Wrap Around Services (JJC/OUUSD) strategy provided approximately \$786,000 in funding to five non-profit organizations and a program specialist during 2010-11. The Juvenile Justice Center/OUUSD Wrap Around Services (JJC) strategy aims to re-engage juvenile probationers in school through placement services and wrap-around case management. The JJC/OUUSD strategy formalizes collaboration between Oakland Unified School District (OUSD), Alameda County Juvenile Probation, and Alameda County Behavioral Health Care Services. Young people leaving the Alameda County Juvenile Justice Center receive educational planning and placement services from the Measure Y funded OUSD enrollment specialist prior to their release from juvenile hall. When they return to the community, they receive wrap-around case management services to support ongoing school engagement through contracts with community-based organizations and ongoing supervision from a probation officer. The key goals of this strategy are to insure that youth are re-engaged and admitted to school immediately after release, to improve school engagement, and over time, to decrease criminal justice involvement.

The **Problem** and Juvenile Justice Center/OUUSD Wrap Around Theory of Change

Annually over 1,000 youth are detained and released back to Oakland from Alameda County Juvenile Hall. Young people who have spent time in detention tend to have challenges with staying in school, attending school regularly and making appropriate academic progress. In the past when youth offenders were released, months or weeks passed before they were re-enrolled in an educational setting; many dropped out all together. The barriers to getting youth offenders re-engaged in school are significant. Some dropped out prior to their detention; others may not feel safe returning to their previous school; others may not have an adult in their life who can support them through the administrative process of getting back in school. When they do return, schools are not necessarily focused on preparing them for success, often viewing them as a problem. There is also a clear need to strengthen system capacity to re-engage young people who have spent time in detention in school and support their academic progress when they do return. Re-engagement with school can serve as a protective factor in terms of promoting pro-social behavior, increasing future earning potential, and decreasing future involvement with the criminal justice system. The Youth Reentry Task Force states,

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Findings: Strategy – Level Results

“Attendance at school is a strong protective factor against delinquency; youth who attend school are much less likely to commit crime in the short-term and also in the long-term.”³³

Reentry youth also tend to return to neighborhoods plagued with poverty, crime and poor access to high quality educational settings.³⁴ Reentry youth may face problems with housing, negative peer groups or re-connecting with their family. Further, youth offenders are more likely to have learning disabilities or mental health challenges.³⁵ Because of these factors, once a young person has had contact with the criminal justice system, he/she is much more likely to have additional involvement with the system. Without supportive services that help young people grapple with many of these challenges, comply with the terms of their probation, and stay engaged in school, youth offenders are likely to remain in a cycle of criminal justice involvement.

The JJC strategy is built on the premise that placing juvenile probationers back in school or another appropriate educational setting as soon as they leave juvenile hall and linking them with supportive wrap-around services can help them stay out of trouble and successfully reintegrate into their communities.

Evaluation Question 3: What services were provided to JJC/OUSD Wrap Around Services clients and were they delivered as planned?

Finding 3.1 The Juvenile Justice Center/OUSD Wrap Around Services (JJC) model creates a system level solution to school disengagement and high drop out rates among juvenile probationers in Oakland. Oakland youth leaving juvenile hall are now re-enrolled in OUSD within a day of release. During 2010-11, the enrollment specialist re-enrolled 603 Oakland juvenile probationers in school. Over half of youth (51%) returning to OUSD schools were enrolled in Measure Y community-based case management programs.

Measure Y funding in 2010-11 supported the placement of an Oakland Unified School District Enrollment Specialist housed at Juvenile Hall and contracts with five community-based organizations to provide case management to juvenile probationers, including California Youth Outreach, East Bay Agency for Children, East Bay Asian Youth Center, The Mentoring Center, and Youth UpRising.

School Placement & Re-Enrollment in OUSD

The JJC model offers an effective solution to school disengagement among the juvenile reentry population in Oakland through the placement of an enrollment specialist at Juvenile Hall’s

³³ “Back on Track: Supporting Youth Reentry from Out-of-Home Placement to the Community.” Youth Reentry Task Force, 2009.

³⁴ “Youth Reentry: Youth Development, Theory, Research and Recommended Best Practices.” Youth Reentry Task Force, 2009.

³⁵ “Youth Reentry.” The Urban Institute, 2004.

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Transition Center, who is responsible for finding an appropriate school placement for young people returning to Oakland. In the past there was no mechanism to ensure that youth re-enrolled in school upon their release, which meant that young people either missed days or weeks of school before re-enrolling, or dropped out of school altogether. *The school placement component of the strategy is achieving its intended goal- to re-enroll young people in school and decrease the gap between release and re-enrollment.* The OUSD Enrollment specialist placed over six hundred Oakland youth in district schools during 2010-11 upon their release from Juvenile Hall.

- On average, juvenile probationers were re-enrolled in OUSD within one day of release.
- The enrollment specialist attempts to place all Oakland youth exiting Juvenile Hall in an appropriate educational setting, about half do not re-enroll in OUSD for a variety of reasons, including: enrollment in a charter school, GED completion, transfer to Camp Sweeney, enrollment in another district, or family moved out of Oakland.

Oakland Youth Released from the Juvenile Justice Center

Source: OUSD Enrollment Specialist Records 8/1/2011

Total Releases	1174	
Enrolled in OUSD	603	51%
Enrolled in Measure Y Case Management	384	33%

384 juvenile probationers were enrolled in Measure Y services during 2010-11, or about a third of those released to Oakland.

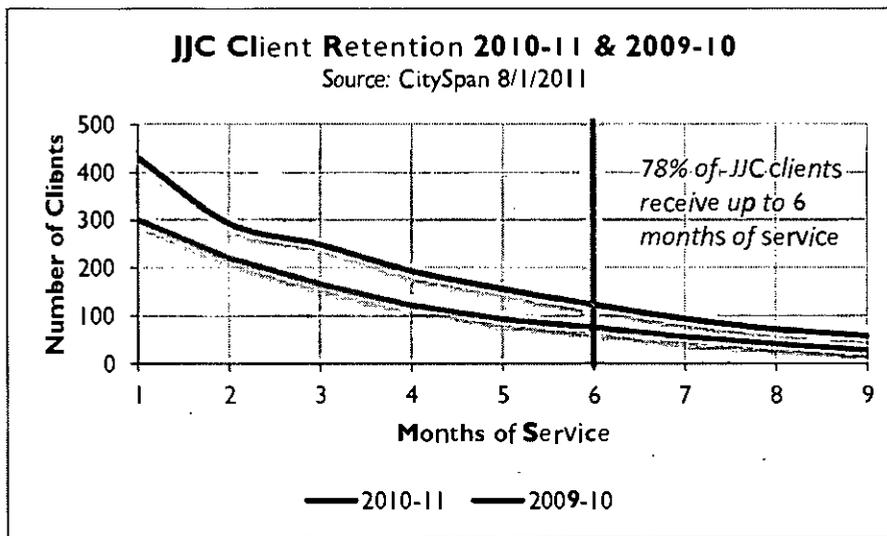
Case Management: Client Engagement & Retention

Once a student has been placed in an appropriate educational setting, the enrollment specialist is responsible for referring eligible clients to community-based organizations who then provide ongoing case management to support school re-engagement and compliance with the terms of probation. When students have received 40 hours of case management or six months of services, they are encouraged to transition out of the program.

Clients were engaged and retained as expected. In general, the JJC case management enrolled and engaged juvenile reentry youth as expected. Consistent with program guidelines, almost 80% of clients received up to six months of service. Programs do have discretion to continue serving clients who are in need of additional services and support. The level of client retention among JJC programs was consistent with other programs serving the juvenile re-entry population. JJC enrolled 126% or 81 more clients than they were contracted to serve, which means clients who dropped out were replaced with new clients.

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The referral process between Juvenile Probation and community-based organizations was identified as a challenge. The referral process from Juvenile Probation to community-based organizations requires a hand-off between systems and was identified as challenge with the model. Clear guidelines regarding target population, eligibility criteria, information sharing, roles and responsibilities, and referral protocols and timelines are in various stages of implementation and development. Further, the Transition Center at Juvenile Probation experienced turnover in staff. As a result, clients who are ready, eligible, and likely to benefit from services are not consistently being referred for case management. Incomplete referral information means that programs spend a considerable amount of time tracking down contact information, criminal history, and needs and risk factors, as well as determining whether clients are interested and ready for services. In 2010-11, about a third of clients who were referred for case management did not go on to participate in ongoing services, either because they were not interested, eligible, ready, or reachable. There are opportunities to strengthen the referral process to ensure that programs receive clients most likely to benefit from program participation.

Breakdown of Clients by Number of Hours and Type of Service Received

Source: CitySpan Download 8/1/2011

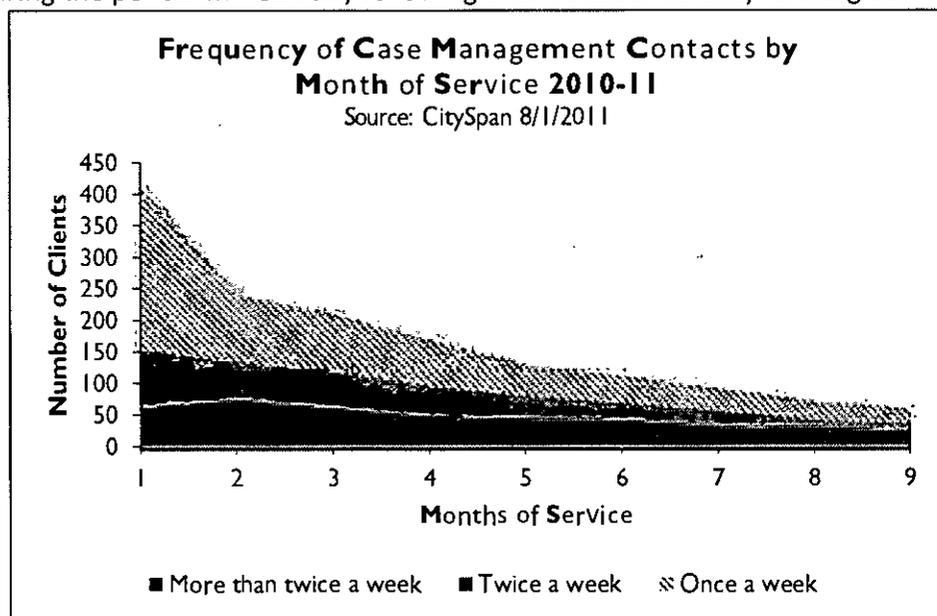
Case Management Dosage		1 – 9.5	9.5 – 19	19 – 39	40+	Total
		Hours	Hours	Hours	Hours	Hours
The five community based organizations enrolled 384 clients in case management services during 2010-11. On average, clients	Case Management	122	77	87	132	11006
	Group Activities	13	11	13	20	2561
	Intensive Outreach	116	3	0	0	261
Number of Clients Receiving each Service Threshold						Hours per Service Type

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received 29 hours of case management.³⁶ A third (35%) of clients received 40 hours of case management.

JJC clients had an average of seven case management contacts per month. Case managers carried an average caseload of 18 clients. The chart below depicts the frequency of case management contacts by month of service and points to a high level of service upon intake and an expected decrease in the number and frequency of contacts over time. Youth receive more intensive services during the period immediately following their release. As they re-integrate into their schools and communities, services begin to taper off. While some students remain engaged for longer periods, based on individual needs, the model anticipates that for most clients services will end at around six months.



Evaluation Question 4: What impact did the Juvenile Justice Center/OUSD Wrap-around Services have on the clients they served?

Criminal justice and resiliency outcomes were examined for Juvenile Justice Center/OUSD Wrap-around Services clients through a pre/post analysis of client outcomes and a matched data analysis with Alameda County Juvenile Probation records.

Matched Data Analysis: A matched data analysis between CitySpan service records for Juvenile Justice Center/OUSD Wrap Around Services programs and Alameda County juvenile probation records was conducted, examining violation rates before and after program participation. It is important to note several limitations in interpreting these data.

- The sample for this analysis includes all clients with valid records matched to juvenile probation records. Clients who had no service hours were excluded from the analysis. In addition, outcomes for clients who received the bottom quartile of service dosage

³⁶ Includes all JJC clients enrolled in 2010-11 with non-zero service hours.

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(fewer than 9.5 hours of group or individual services) were calculated separately than those that received 9.5 or more hours of service.

- Further, the 2010-11 violation rates were calculated post-program enrollment. Because JJC programs use a rolling enrollment model, for clients enrolled in the spring, the post period was fewer than three months. Violation rates shown here reflect no more than 24 months of data for any individual client, and often less. To address these limitations, recidivism rates were also calculated for 2009-10 clients, because it allows for a larger sample and a longer period of analysis after clients received services.
- JJC programs target the juvenile reentry population. Recent criminal justice involvement is a requirement for program participation. As a result, arrest/violation rates are 100% prior to program enrollment. Immediate declines in violation rates post-release should be interpreted as descriptive, rather than indicators of program impact.

Pre/post Tests: Pre/post tests were administered upon enrollment and again after 3-6 months of service. Among JJC participants, 160 completed both a pre and a post-test. Pre/post tests measure intermediate client changes after program participation. More favorable responses after program participation point to short-term improvements in a range of areas, including: criminal justice involvement, education, resiliency and protective factors, and risk-taking behavior. The percentage of clients experiencing an increase in their score or a sustained positive response (or a positive outcome) on relevant indicators is reported here.

Criminal Justice Outcomes

***Finding 4.1.** About two-thirds of JJC case managed clients managed to avoid further criminal justice involvement after enrolling in the program in 2010-11, while a third of clients were re-arrested for a sustained non-technical violation. Violation rates for 2010-11 were similar to those for 2009-10 clients. A sustained offense means the individual was charged with a crime that was not later dismissed or thrown out upon review and does not include technical violations of probation.*

After enrolling in the program a majority of clients managed to avoid re-arrest for a new offense (non-technical violation). Violation rates were analyzed for clients who received JJC case management services in 2010-11, as well as 2009-10. Because of rolling enrollment, many clients served in 2010-11 only have a one to two month post period. For example, a client who enrolled in April 2011 would only have a two-month period to examine his/her violation rate after receiving services. Looking back at 2009-10 clients allows an examination of violation rates for a longer post period (up to 18 months) and provides for a more valid analysis.

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Re-Arrest for a New Offense: As depicted in the chart, about two thirds of JJC clients in both 2010-11 and of 2009-10 managed to avoid re-arrest for a new offense. Information on technical violations is not included here. Arrest rates are for sustained offenses only.³⁷

Percentage of JJC Clients Arrested after Program Enrollment

		Served 2009-10			Served 2010-11		
		Arrested at any time after service start			Arrested at any time after service start		
		NO	YES	Total	NO	YES	Total
JJC Clients with Minimum Service	Count	94	65	159	148	67	215
	% of Total	59.1%	40.9%	100.0%	68.8%	31.2%	100.0%

Violation Rate Before and After Enrollment: The chart on the following page depicts the quarterly violation rate of JJC clients before and after program enrollment. As expected, nearly half (46%) violated in the quarter preceding their enrollment in the program and nearly all violated in the preceding three quarters.³⁸ Violation rates decreased significantly after enrollment.³⁹ A nine-month pre/post analysis found that in the nine months preceding enrollment two-thirds (or, 66% of clients violated), compared to a third nine months after program enrollment.⁴⁰

³⁷ Minimum threshold of service is 9.5 hours of service. Clients with fewer than 9.5 hours of service were not included in this analysis. Results were statistically significant at the 0.01 level.

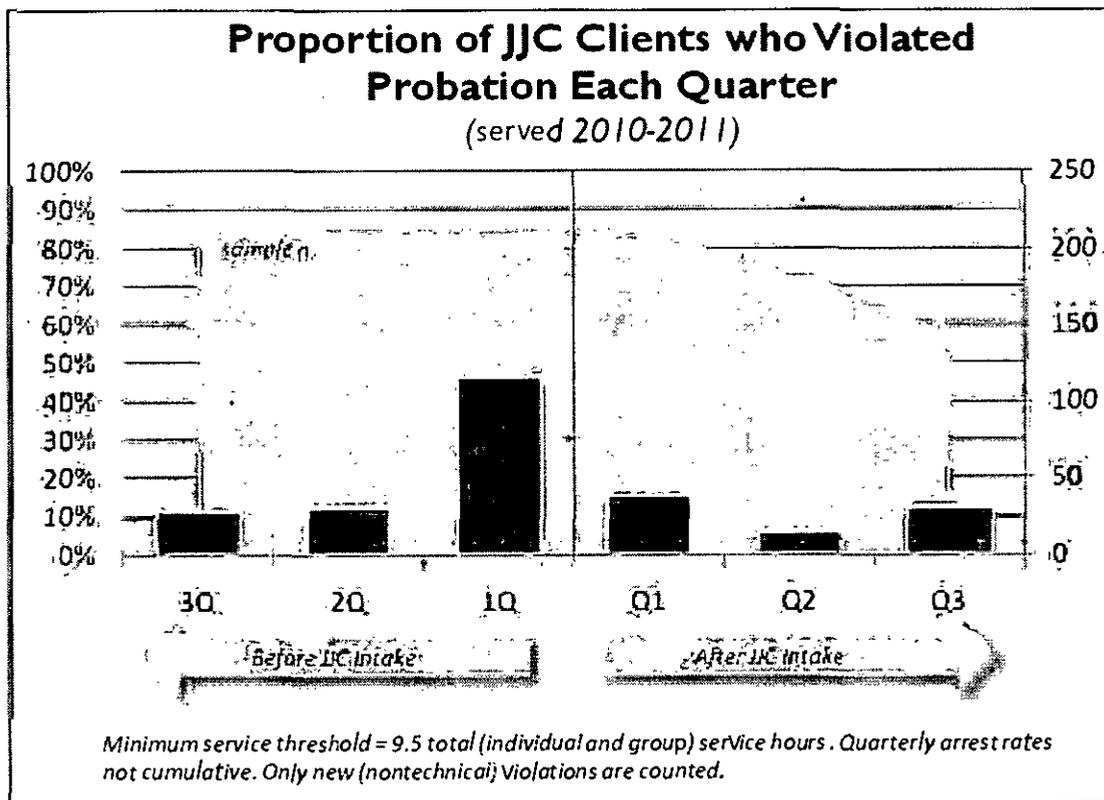
³⁸ 79% of clients violated in the nine months preceding enrollment in the program. The remaining 21% of clients likely violated more than 9 months prior to enrollment and/or experienced a delay between arrest and processing of the charge. The sample is matched for the first five quarters (from nine months before to six months after the first date of service). Technical violations are excluded from this analysis.

³⁹ This chart shows changes in quarterly violation rates for new offenses (non-technical violations) for JJC clients who received at least 9.5 hours of service in 2010-11. Sample n is shown on the right axis. Appendix C provides a description of the matching process and sample size for each analysis.

⁴⁰ Analysis of 2010-11 clients who received minimum threshold of services (9.5 hours). Statistically significant at p=0.001. N= 145.

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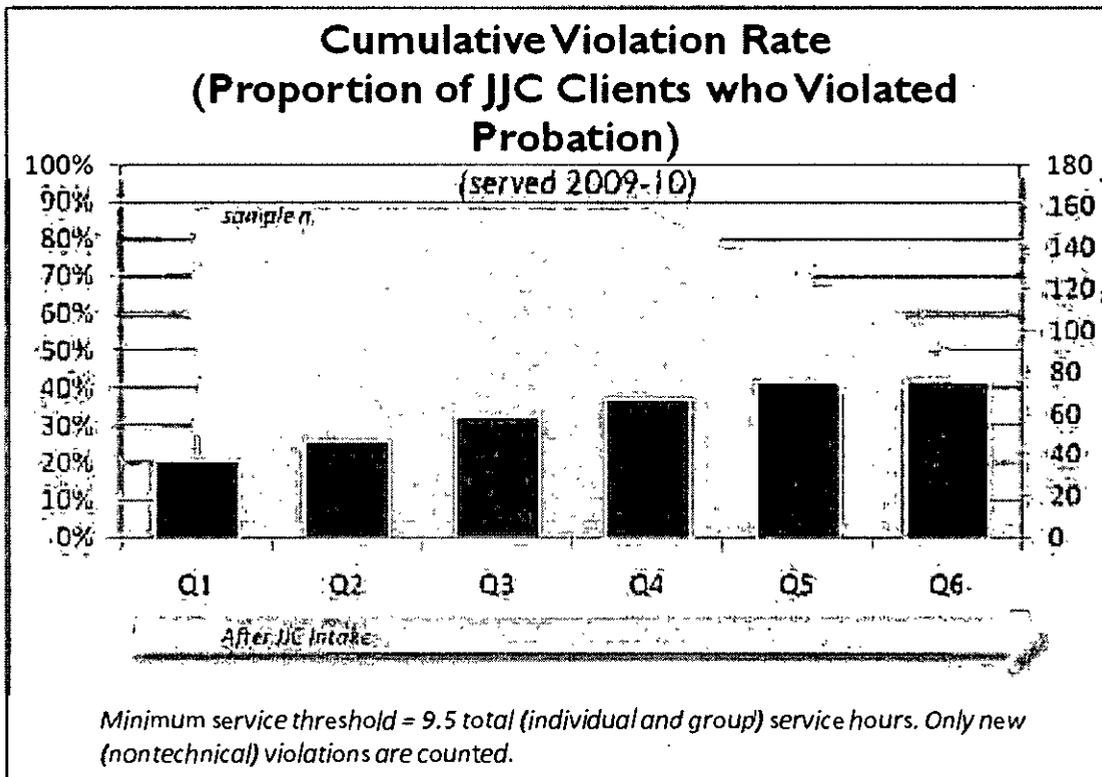
Finding 4.2, At 18 months almost 60% of 2009-10 clients managed to avoid violating suggesting that participation in the program is associated with decreased criminal justice involvement.

Cumulative violation rates were examined for JJC clients who received services in 2009-10 in order to determine whether decreases observed immediately after program enrollment were sustained. The analysis found that statistically significant decreases in recidivism were sustained among JJC clients, though violation rates appear to steadily creep back up over time. *Eighteen months after enrolling in the program, about 60% of clients had managed to avoid a re-arrest that resulted in a sustained offense.*

It is important to note that at some point prior to program enrollment all JJC clients were arrested with a sustained offense at least once. Among juvenile probationers serving time in detention is associated with further criminal justice involvement. Taken together, these data suggest that participation in JJC programs is protective against further criminal justice involvement.

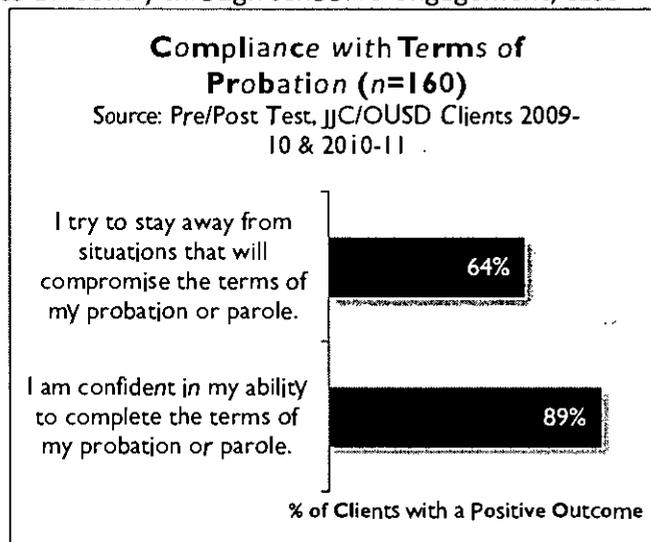
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Intermediate Criminal Justice Outcomes: The Juvenile Justice Center/OUUSD Wrap-Around Services strategy aims to support successful reentry through school re-engagement, case management, and supervision provided through Alameda County Division of Juvenile Probation. Pre/post tests measured student's perceptions regarding their ability to comply with the terms of their probation. JJC clients were, in general, optimistic about their ability to comply with probation, as noted in the following chart.

Finding 4.2: Though information on client risk and needs is still being integrated into the JJC model, clients served by the JJC were of moderate risk, slightly higher than the overall juvenile probationer population in Alameda County. There were significant differences in amount of service based on risk level. Clients who violated received more services on average



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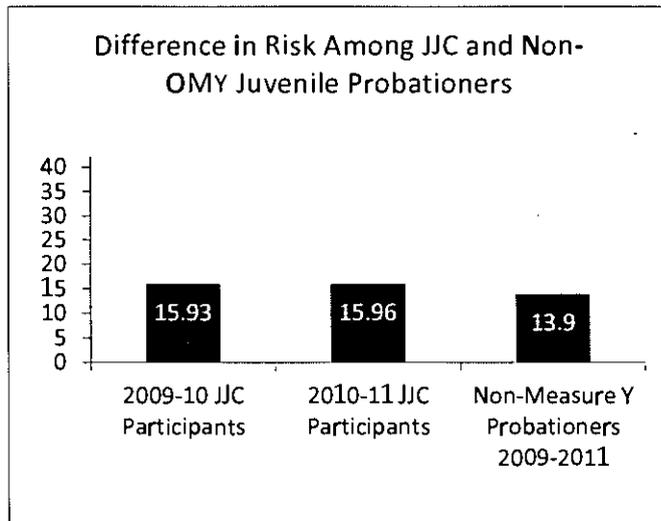
than those that did not. Clients who received fewer than the minimum threshold of services (9.5 hours) violated less.

Risk assessment scores provide information about a client's level of criminogenic risk, as well as an assessment of needs. An evidence-based practice in reentry programming is to use risk assessment information to identify the appropriate amount and type of services for clients. A client with a relatively low level of risk, will benefit from less intensive services, while a client with a high level of risk may need a more intensive level of support.⁴¹

The JJC is still working on incorporating risk assessment into the referral process and model for service delivery. During 2010-11 risk assessment scores were not part of routine information provided by Probation to community-based organizations during referral. There were several reasons for this- the Probation Department is exploring the adoption of a different risk assessment tool to better evaluate juvenile probationers. Procedures for referral and information transfer are still being modified by different system partners (DHS, Probation, OUSD, and community based organizations). Finally, turnover within Transition Center staff caused a decrease in the amount of information provided to programs. In terms of service delivery, DHS is still working to integrate the tailoring of services based on levels of risk and need into its service delivery model. The analysis below lends support to the need to articulate how services should be calibrated for clients with different risk levels as part of the JJC model.

Risk Factors of JJC Clients: Overall, JJC clients were slightly higher risk than the average juvenile probationer in Alameda County, based on the results of a validated risk and needs assessment, but still well within the moderate risk range. The analysis found that JJC participants had average risk assessment scores in both 2009-10 and 2010-11 that were 2 points higher than non-OMY juvenile probationers during the same time period.

- The risk assessment includes a scale of 0-42, which is used to determine whether a client is low risk, moderate risk, high risk, or very high risk.
- JJC participants' mean risk assessment scores were within the "Moderate Risk" range.



⁴¹ The Youth Level of Service/Case Management Inventory (YLS/CMI) Scores youth from 0-42 to determine their Total Risk/Need Level. Youth scoring 0-8 are considered Low Risk, youth scoring 9-22 are considered Moderate Risk, youth scoring 23-34 are considered High Risk, and youth scoring 35-42 are considered Very High Risk.

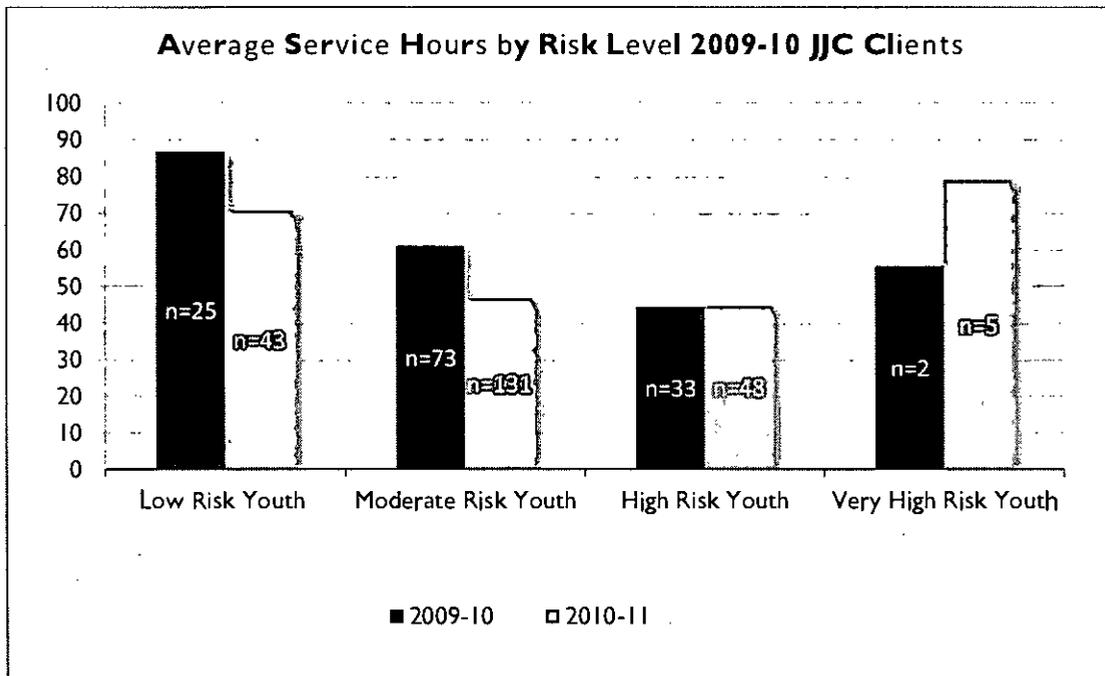
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- The highest risk clients are typically referred to other Probation Department programs.

Service Dosage by Risk Level: An analysis of service levels by risk assessment score found that different service levels were associated with different levels of risk. While high-risk youth are appropriately targeted with higher levels of service, low-risk youth receive similarly high levels.

- Although low risk youth received less service in 2010-11 than in 2009-10, they did receive more service hours than either moderate or high risk youth.
- This analysis also demonstrates the need for greater integration of risk assessment information into the service model. Programs provided services based on informal assessments of risk and need and were not privy to formal risk assessment scores.
- There are a number of possible reasons for these differences. Lower risk clients may be more amenable to services, while higher risk clients may, for the reasons they are deemed moderate or high risk, be more difficult to engage or serve. This is an area of future study, especially as the JJC moves towards greater integration of risk assessments into the program model.



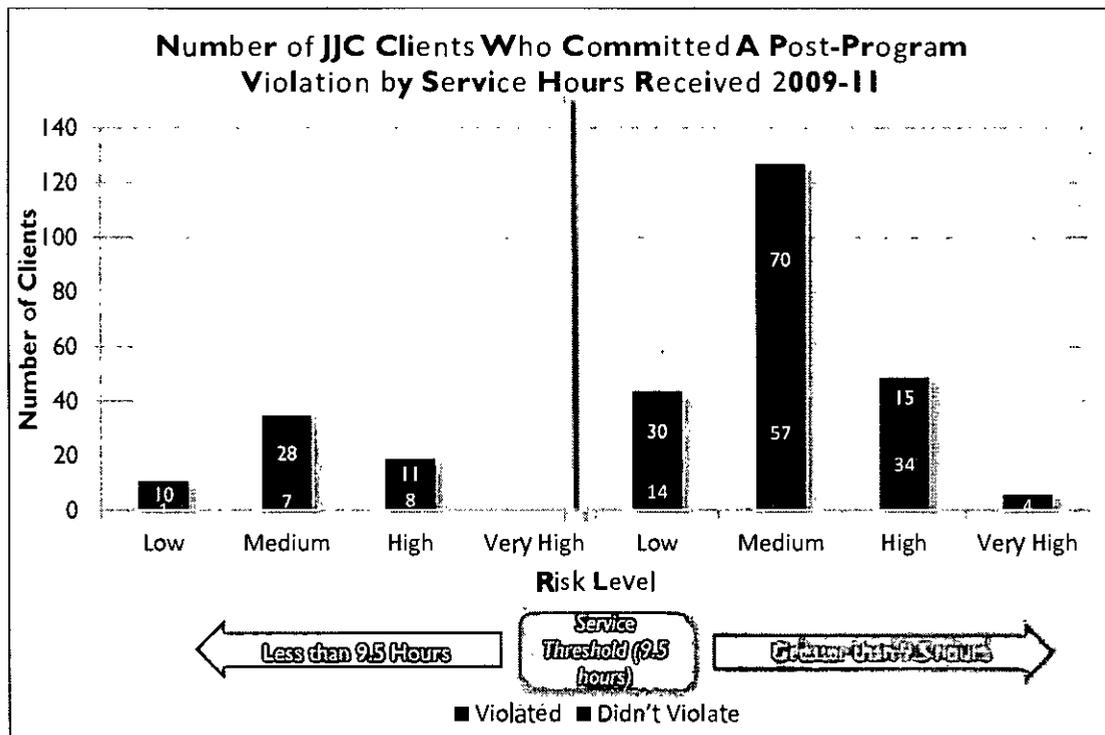
Service Dosage, Violations and Risk: The evaluation also examined the amount of service juvenile probationers received to understand whether there was a relationship between the amount of service clients received and violation rates based on levels of risk. This analysis also shows that the higher the risk score, the more likely clients were to recidivate especially among youth who received 9.5 or more hours of service. It should be noted that because the sample

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sizes for each risk category of youth who received fewer than 9.5 hours were relatively small, statistical tests were not conducted. In addition, there may be statistically significant differences between clients who participate for fewer than 9.5 hours, compared to those that participated for more that the evaluation was not able to detect given available data. A final limitation for this analysis is that violation rates for 2010-11 are likely biased downwards due to a short post period. Given these limitations, these results should be interpreted with caution and point to the need for further examination of the relationship between risk level, service dosage, and violation rates in future evaluations.

- Lower and moderate risk youth who received fewer than 9.5 hours of service violated less than those who received more than 9.5 hours of service.
- High-risk youth violated more across both groups. This suggests that youth who are identified as high or very high risk are more likely to violate than those in lower risk categories.
- When looking across risk types, clients who received 9.5 or fewer hours of service violated less than those that received more than the minimum service threshold. Clients with fewer service hours had lower violation rates. As noted above, the rates for 2010-11 are likely biased downwards.



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This finding points to important differences in terms of client outcomes related to service dosage and risk level. Since there are notable difference in likelihood to violate based on risk type, it is important that risk assessment information be routinely made available to case management programs. It also suggests that more services do not necessarily equal better outcomes when it comes to recidivism, especially for clients with low or moderate levels of risk. There is a clear need to more formally account for differences in risk levels in the overall design of the JJC strategy. These results should be viewed within the larger context of the positive impact the JJC strategy has on recidivism overall; these results point to opportunities to continue to refine the model and should not be interpreted as adverse strategy impacts. Finally, it will be important for the evaluation to continue to examine the relationship between risk levels, service dosage, and recidivism to better understand the impact of the JJC strategy.

Education Outcomes

Finding 4.3 Participation in the Juvenile Justice Center/OUSD Wrap-Around Services programs was associated with significant decreases in truancy and small, but statistically significant, increases in suspension rates. JJC clients also reported improved behavior, attendance, and plans for educational attainment after program participation.

An important goal of the Juvenile Justice Center/OUSD Wrap-Around Services is to strengthen school engagement and increase educational attainment among juvenile probationers. Finding the appropriate school placement and decreasing the length of time between release and re-enrollment are the first step to re-engaging juvenile probationers in school. Ongoing case management focused on school engagement upon reentry also supports this goal.

Truancy: JJC participants experienced statistically significant improvements in truancy after enrolling in the program.⁴² The proportion of 2010-11 JJC students who were either chronically or habitually truant declined after program participation. More than 60% were chronically or habitually truant before enrolling in the program, while less 40% were after. These data suggest that participation in JJC contributes towards better attendance.⁴³

⁴² Sample size for JJC Clients was 98. Not all students served in 2010-11 matched to the 2009-10 OUSD data set. The sample size for OUSD students was 8423 in 2009-10 and 8481 in 2010-11. JJC sample for truancy and suspension analyses includes students who received a minimum of 2.5 hours of group service or 7.5 hours of individual service. OUSD sample included all OUSD students in grades 9-12 who did not receive MY services. Changes were significant at a 95% confidence level; $p=0.001$. Appendix C provides additional detail on the sample size for the OUSD analyses.

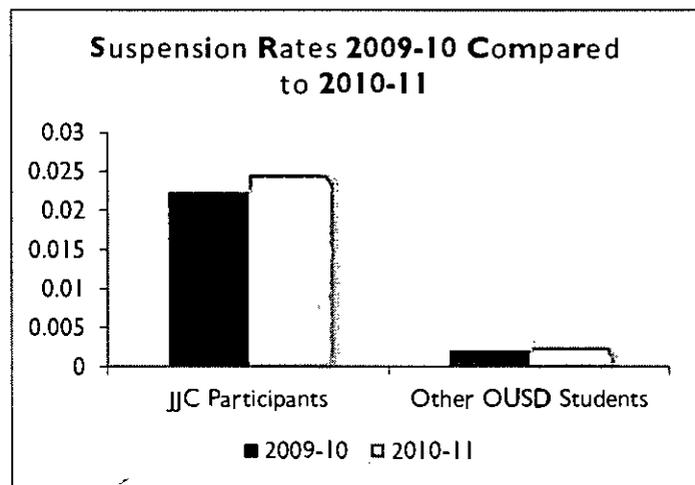
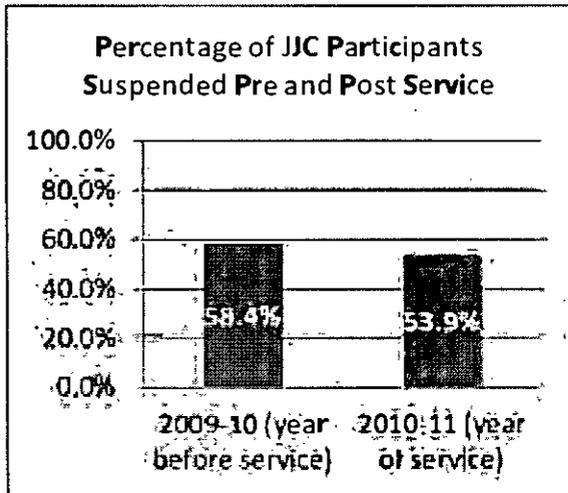
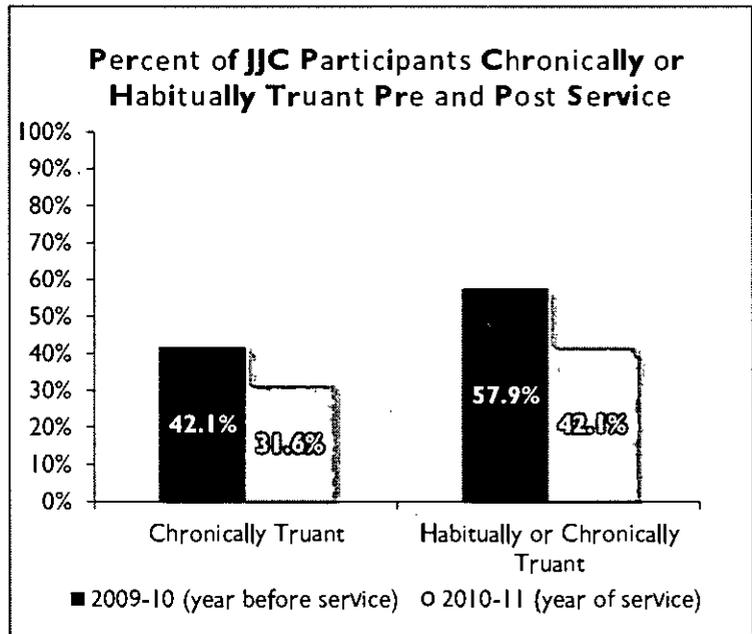
⁴³ Habitual truancy is described as 5-9 unexcused absences in a given school year. Chronic truancy is described as 10+ unexcused absences in a given school year. The total $n=95$.

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Suspension: Slightly more than half of JJC students were suspended before and after program participation from 58% of 2010-11 JJC students suspended in the year prior to enrollment to 53% suspended in the year they were enrolled. However, those students who were suspended were suspended more frequently after program participation.⁴⁴ Suspension rates increased across OUSD as well.

It is important to note that few schools have focused on developing the capacity to address the needs of reentry youth. If a young person is known to be on probation by school staff, suspension may be used disproportionately to address behavior challenges. If re-entry youth are coming to school more regularly (as noted in the truancy analysis), they are more likely to be suspended because of the factors noted above. Finally, because suspension rates are highly dependent on teacher and administrative action, external agencies working within the schools are often limited in their ability to impact them.



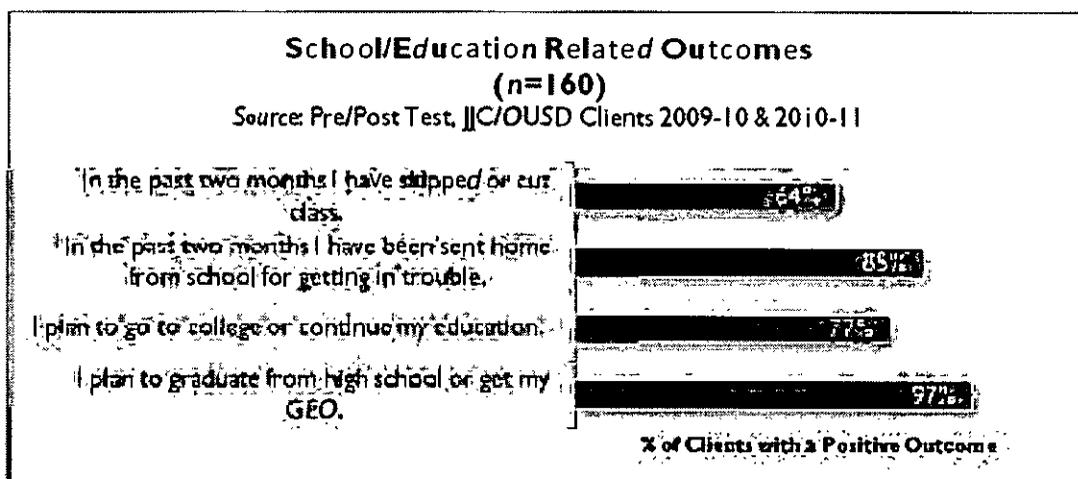
⁴⁴ The sample size for the suspension analysis was 92 for JJC clients. The sample was 8315 in 2009-10 and 8442 in 2010-11 for other OUSD students. It included all students in grades 9-12 who did not receive services. P= 0.001.

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Intermediate Education-Related Outcomes: Pre/post tests also measured short-term changes in attendance, behavior, and attitudes towards educational attainment after program participation, depicted in the following chart. The chart below shows the percent of clients who either maintained a positive outcome or reported an improvement on the indicator after program participation. *JJC clients reported fewer problems with attendance and suspensions, and improved attitudes towards plans for future educational attainment.*

- Almost all students had improved aspirations in relation to graduating from high school or getting a GED after enrolling in the program.
- 85% reported a decrease in behavior problems leading to suspension, while two-thirds reported decreased truancy.



Resiliency & Protective Factors

Finding 4.4 *Juvenile Justice Center/OUUSD Wrap-Around Services clients reported an increase in protective factors after participation in programming.*

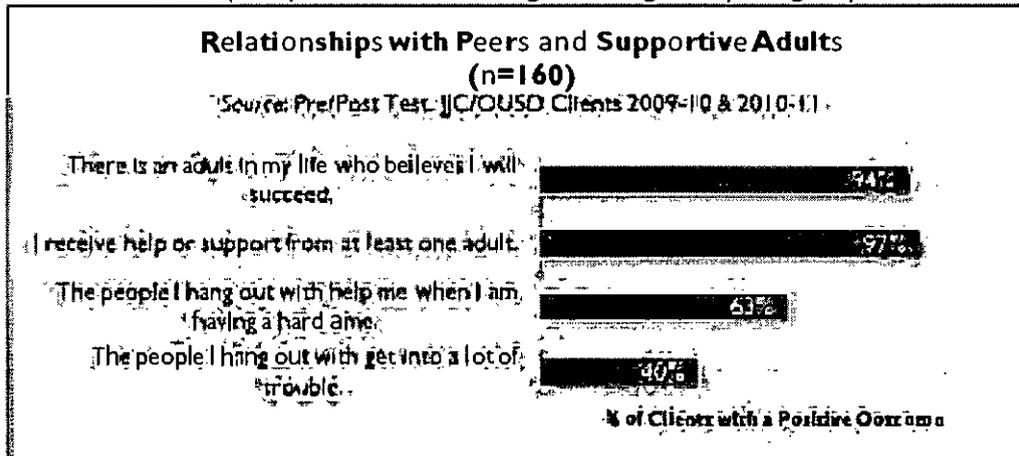
Factors such as relationships with caring adults, ability to manage anger and emotions effectively, and risk taking behavior can prevent, protect, and reduce the harm associated with violence. The JJC/OUUSD Wrap-Around Services strategy incorporates the principles and approaches of youth development into placement and case management services, focusing on meeting young people where they are at and developing trusting relationships with caring adults and pro-social peer groups. The charts below shows the percent of clients who either maintained a positive outcome or reported an improvement on the indicator after program participation.

Relationships with Peers and Adults: The following chart depicts the proportion of clients who experienced positive changes on items addressing relationships with peers and caring adults, as reported on pre/post tests.

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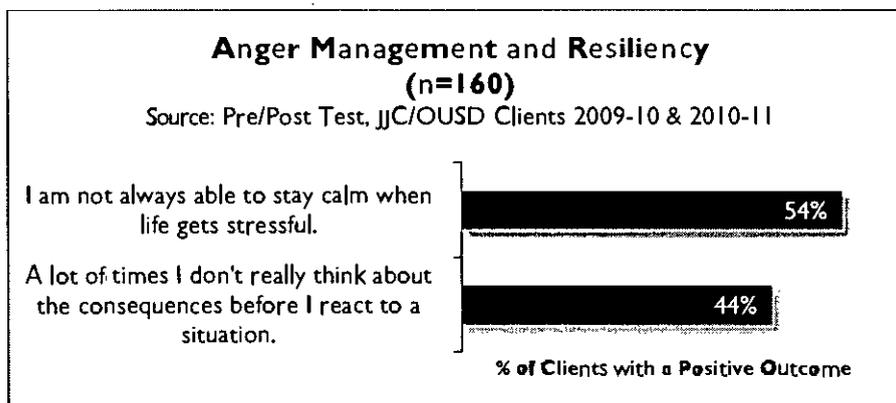
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- Participation in JJC programs was associated with improved relationships with a caring adult. Almost all clients experienced a positive outcome on this item after participation.
- While about two-thirds of clients reported relationships more supportive peer groups, about two-thirds (60%) are still associating with negative peer groups.



Anger Management: A key indicator of resiliency is the ability to manage stress, conflict, and anger, which can help young people stay in school and avoid violence and/or future criminal justice involvement. While about half of clients reported improvements on anger management indicators, the other half experienced neutral or negative outcomes on these indicators, suggesting that participation in the JJC programs was not associated with improvements on this indicator. The chart below depicts the proportion of clients who experienced positive outcomes after program participation.

- About half of clients served by the JJC reported improvements in their ability to maintain calm and manage stress.
- Fewer than half of clients reported an improvement in their ability to think before they react to a situation.



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Discussion

The evaluation of the Juvenile Justice/OUUSD Wrap Around Strategy examined client-level changes in school engagement, criminal justice involvement, and resiliency/protective factors. Among the most important findings:

- Juvenile probationers who reside in Oakland are being re-enrolled within one day of release. The JJC strategy eliminates barriers to enrollment by co-locating educational placement services at Juvenile Hall.
- JJC clients who received case management experienced significant decreases in criminal justice involvement after enrolling in the program, suggesting that program participation can protect against recidivism..
- There were important differences in violation rates based on risk type and amount of service, pointing to the need to continue to modify the JJC service model so that it takes differences in student risk level into account.
- JJC clients attended school more regularly, but were suspended at slightly higher rates after program participation.
- Clients reported positive changes in relation to school engagement, resiliency, and criminal justice involvement after receiving services.

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II. YOUNG ADULT REENTRY AND EMPLOYMENT

introduction

During 2010-11, Measure Y allocated \$1.3 million of funding for the Young Adult Reentry and Employment strategy. The strategy focuses primarily on ex-offender populations, including adults and young adults on probation or parole. Programs within the Young Adult Reentry & Employment strategy target young adults aged 18-35. The strategy includes two primary approaches:

Project Choice: Project Choice is an approach to supporting reentry by beginning services while individuals are incarcerated and continuing those services post-release. Volunteers of America Bay Area and The Mentoring Center each provide intensive support to parolees returning to Oakland. Case managers begin working with clients during incarceration, providing case management, life skills coaching, peer support, and reentry planning. Upon release, case managers broker services such as substance use treatment, mental health services, housing, employment and other resources that support a successful reentry. Clients receive cognitive behavioral group therapy, peer support, and ongoing case management.

Reentry Employment: Reentry Employment programs provide short-term work experience and job-readiness to adults and young adults on probation or parole. One program also provides job placement in the competitive job market. Four non-profits receive contracts to provide reentry employment and training, which includes subsidized job training, transitional jobs, and job placement and retention support. The goal of reentry employment is to provide clients with the skills and experience to secure and keep a job.

The Problem & the Young Adult Reentry Employment Strategy Theory of Change

The Young Adult Reentry Employment strategy aims to break the cycle of recidivism by supporting the reentry process and linking offenders with a job. A disproportionate percentage of the ex-offender population in Alameda County returns to Oakland upon release. The reentry population is especially at risk of re-offending during the first six months of transition from incarceration to reentry. In order to successfully re-integrate into their communities, ex-offenders need a range of supports from

Reentry Employment Funded Programs	Key Activities
Youth Employment Partnership	Job training, subsidized work experience, vocational training, education, support services, and unsubsidized placement.
Volunteers of America, Bay Area	Crew-based subsidized employment to parolees as part of an 8 -person crew.
Goodwill industries of The Greater East Bay	Job readiness training and temporary subsidized employment to parolees and probationers.
The Workfirst Foundation (America Works)	Job placement and retention support to parolees and probationers.

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food and housing to employment and mental health or substance use treatment.⁴⁵ While employment can be protective against further criminal justice involvement, ex-offenders tend to have low levels of educational attainment, little work experience, and few employable skills that make them attractive to potential employers. A record of incarceration makes it hard to secure employment, particularly during an economic downturn.⁴⁶ A job is critical to breaking the cycle of recidivism. As participants become reintegrated and successful in the workplace, they will be less likely to engage in criminal activity, more likely to adhere to the terms of their probation, and more likely to attain higher levels of education or vocational training.

The Young Adult Reentry Employment strategy is designed to reduce re-incarceration rates among the more than 300 parolees and probationers that receive services. The Project Choice programs are built on the premise that ex-offenders will be less likely to recidivate during the first six months post release if reentry planning begins during incarceration and supportive resources and services are provided during the transition period. The reentry employment programs are founded on the belief that temporary work experience provides ex-offenders with the skills and credentials to obtain competitive, living wage employment, and direct placement in the competitive job market will prevent further criminal justice involvement.

Evaluation Question 5: What services were provided to Young Adult Reentry and Employment clients and were they delivered as planned?

Finding 5.1 Within the Young Adult Reentry & Employment strategy, Project Choice enrolled 156 clients, while Reentry Employment programs enrolled 226 clients.

Funding for Young Adult Reentry & Employment services was allocated to four non-profit organizations to deliver reentry and employment services (job-readiness, work experience, and job placement), two non-profit organizations to work with the reentry population through Project Choice, and the Reentry Employment Specialist.

⁴⁵ "Reentry." Office of Justice.

⁴⁶ Raphael, Steven. "The Employment Prospects of Ex-Offenders." In *Social Policy Approaches that Promote Self-Sufficiency and Financial Independence Among the Poor*, edited by Carolyn Heinrich and John Karl Scholz. Copyright forthcoming.

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- The Reentry Employment Specialist held 33 employment events for the reentry population during 2010-11, an average of 3 events per month.
- Project Choice enrolled 156 clients during the fiscal year; 10% or 15 of these clients were enrolled in work experience offered through other Measure Y programs.
- Reentry Employment programs enrolled 229 clients during 2010-11.

Service Hours: Project Choice (n=156)

Source: CitySpan Download 8/1/2011

	# Hours	# Clients	Average per Client
Work Experience	3,104	15	206.9
Case Management	3,612	156	23.2
Peer Support/Counseling	3,049	98	31.1

Project Choice: Clients receive reentry planning during incarceration and case management and life skills support post release.

Reentry Employment: 229 clients were enrolled in Reentry Employment programs. 98 clients received work experience (subsidized temporary employment), while 160 received life skills and pre/employment skill building.

Client Retention: On average, clients enrolled in Reentry Employment programs received slightly less than three months of service, as expected. Several programs within this cluster operate on a three-month cohort model, with clients exited from the program after completing a specified amount of work experience within the quarter.

Project Choice clients were on average enrolled in programs for five months, also as expected. Young Adult Reentry & Employment programs enrolled 125% or 117 more clients than they were contracted to serve, which indicates that clients who dropped out were replaced with new clients. This level of client turnover is not unexpected for programs serving high-risk populations.

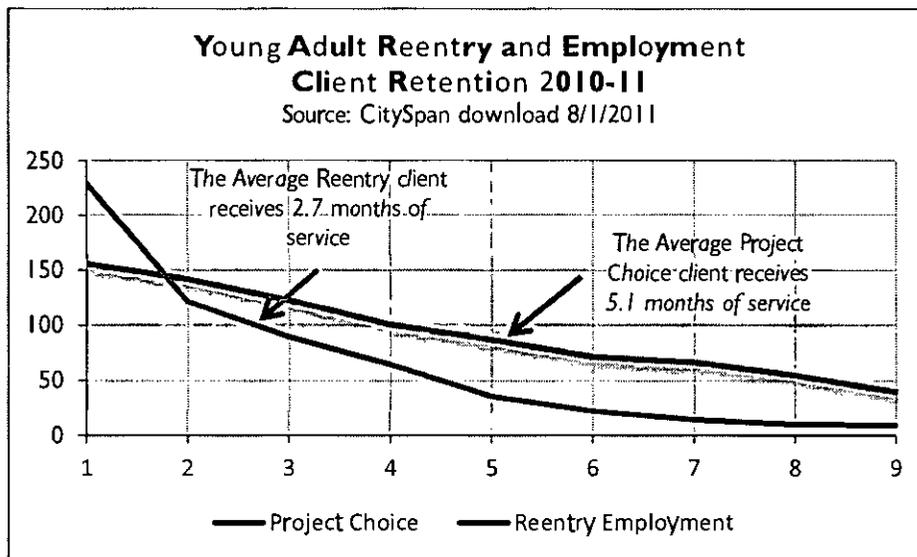
Service Hours: Reentry Employment (n=229)

Source: CitySpan Download 8/1/2011

	# Hours	# Clients	Average per Client
Work Experience	15,348	98	156.6
Basic Education Training	7,652	217	35.3
Case Management	1,235	140	8.8
Peer Support/Counseling	874	19	46
Life Skills and Pre-Employment Skills	3,213	160	20.1
Job Skills/Vocational Training	2,748	43	63.9

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Evaluation Question 6: What impact did the Reentry Employment cluster of programs have on the clients they served?

Criminal justice and resiliency outcomes were examined for Reentry Employment participants, including those who received services through Goodwill Industries, Volunteers of America Bay Area Crew-Based Employment, Youth Employment Partnership Reentry Employment, and America Works (Workfirst Foundation).⁴⁷

Matched Data Analysis: A matched data analysis between CitySpan service records for Reentry Employment programs and Alameda County Adult probation records was conducted, examining arrest rates for clients twelve months before program enrollment and twelve months after enrollment. It is important to note several limitations that must be considered in interpreting these data.

- The sample for this analysis includes all clients with valid records matched to Adult Probation, who had service hours entered into CitySpan.
- Many Adult Reentry programs also serve parolees. The recidivism rates should not be generalized to all programs within the Reentry Employment cluster because rates for parolees are not available.
- Further, the 2010-11 recidivism rates were calculated post-program enrollment. Because programs use either a quarterly cohort or rolling enrollment model, for many clients the 2010-11 post period was fewer than three months because they were

⁴⁷ Project Choice programs were not included in the matched data analysis because California Department of Corrections & Rehabilitation data were not available for 2010-11. America Works clients were not included in the service dosage analysis because the program does not enter client service information.

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enrolled in the spring. Recidivism rates shown here reflect no more than 24 months of data for any individual client, and often less.

Pre/Post Tests: Pre/post tests were administered upon enrollment and again after 3-6 months of service. Among Reentry Employment programs, 89 clients served anytime from 2009-2011 completed both a pre and a post-test.

Finding 6.1 *Nearly all Measure Y probationers served through Reentry Employment programs were able to comply with the terms of their probation. The recidivism rate for probationers served in 2010-11 was less than 2%, based on a matched data analysis with Alameda County Adult Probation records. Results should not be generalized to the impact of the overall strategy because parolee outcomes were not examined.*

Despite the limitations outlined above, a review of Alameda County Adult Probation records found that most Measure Y probationers served through Reentry Employment programs were able to comply with the terms of their probation. Further, a look at the past three years suggests that probationers who participate in Measure Y Reentry Employment programs are managing to avoid further criminal justice involvement at least during the short term.

- The three-year average recidivism rate (for a new offense/non-technical violation) was 5.5% for clients enrolled in Reentry Employment programs that were on probation.
- While comparable information is not available for probationers who did not receive services, about a quarter (23%) of probationers in Alameda County have their probation revoked for a technical violation or new offense annually. Relative to the general population, Measure Y probationers experienced lower rates of re-arrest.⁴⁸
- However, 98 or about half of Reentry Employment clients are on parole. Parolees are categorically at a higher level of risk than probationers. While encouraging, these data do not provide a complete picture of Reentry Employment programs' impact on recidivism among the clients who received services in 2010-11.

Violation Rate: Reentry Employment Clients Served in 2009-10 & 2010-11

		Served 2009-10			Served 2010-11		
		Arrested at any time after service start			Arrested at any time after service start		
		NO	YES	Total	NO	YES	Total
Reentry	Count	105	10	115	107	2	109
Employment	% of Total	91.3%	8.7%	100.0%	98.2%	1.8%	100.0%

⁴⁸ 2009 California Criminal Justice Profile, Statewide and by County. Table 7: Adult Probation Caseload and Actions by Level of Offense and Percent Distribution (Alameda County). California Department of Justice, Criminal Justice Statistics Center (CJSC). 2009.

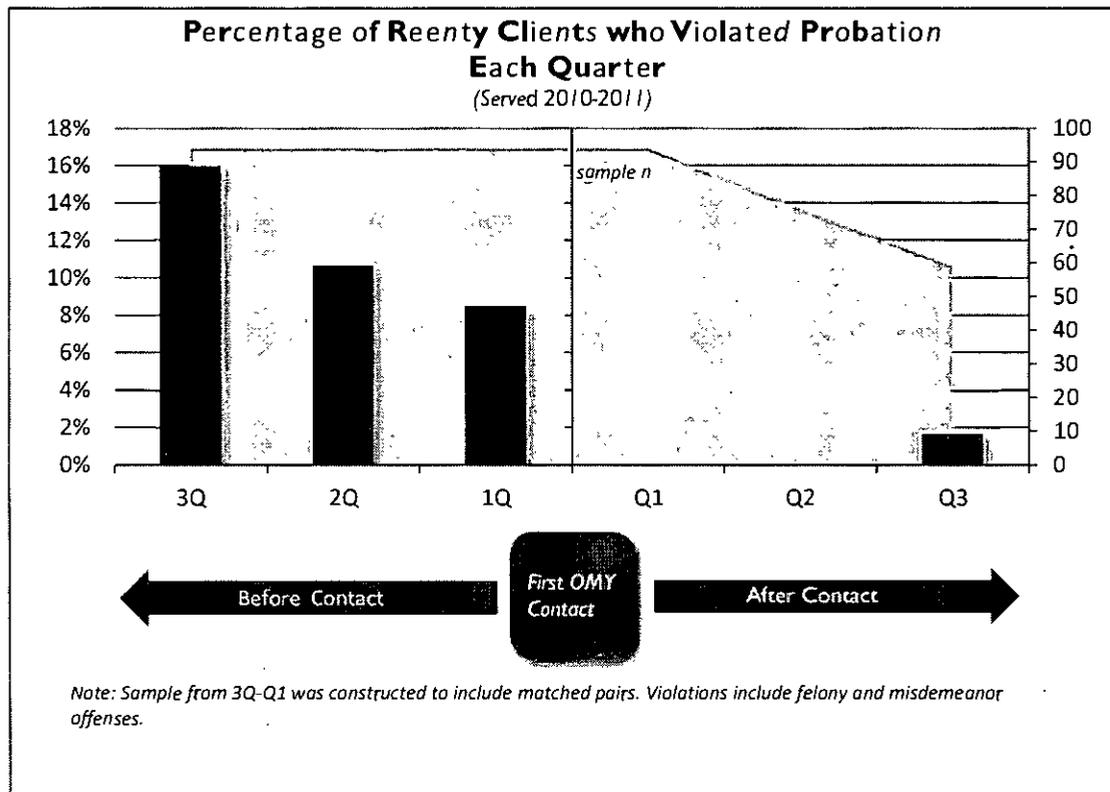
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Finding 6.2 Enrollment in Measure Y programs was associated with decreased recidivism among adult probationers served through Reentry Employment programs.

A pre/post analysis of quarterly per client violation was conducted for Reentry Employment clients who received any amount of service in 2010-11. A paired t-test analysis found that the decline in per-client arrests following entry into Measure Y service was statistically significant at the 95% confidence level.⁴⁹ The chart below depicts this decline in criminal justice involvement.

- Among the 94 clients for whom valid pre/post data were available, none violated during the first two quarters of enrollment in Measure Y.
- This trend suggests that enrollment in Measure Y Reentry Employment programs is protective against further criminal justice involvement among adult probationers during the short term.

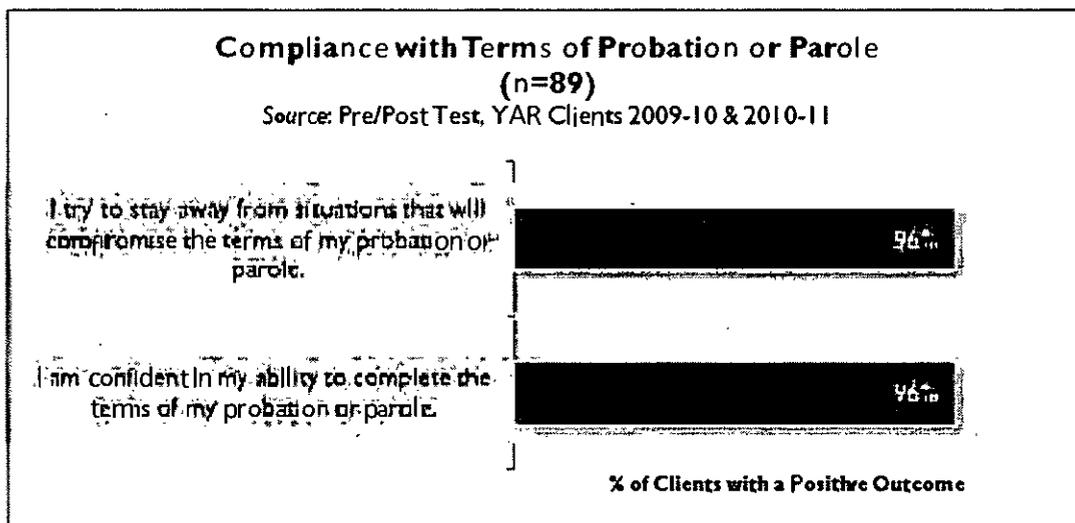


⁴⁹ A paired t-test analysis found that the per client violation rate decline from one quarter before program enrollment to the first quarter after enrollment was statistically significant at a 95% confidence level ($p=0.04^*$). No other changes from quarter to quarter were found to be statistically significant. The sample includes only clients for whom the full quarter of probation data was available. Sample from 3Q-Q1 was constructed to include matched pairs

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Intermediate Client Outcomes: Consistent with the matched data analysis which pointed to decreased criminal justice involvement upon enrollment, almost all Reentry Employment clients who completed pre and post-tests reported improvements in their ability to comply with the terms of their probation or parole.



Employment Outcomes

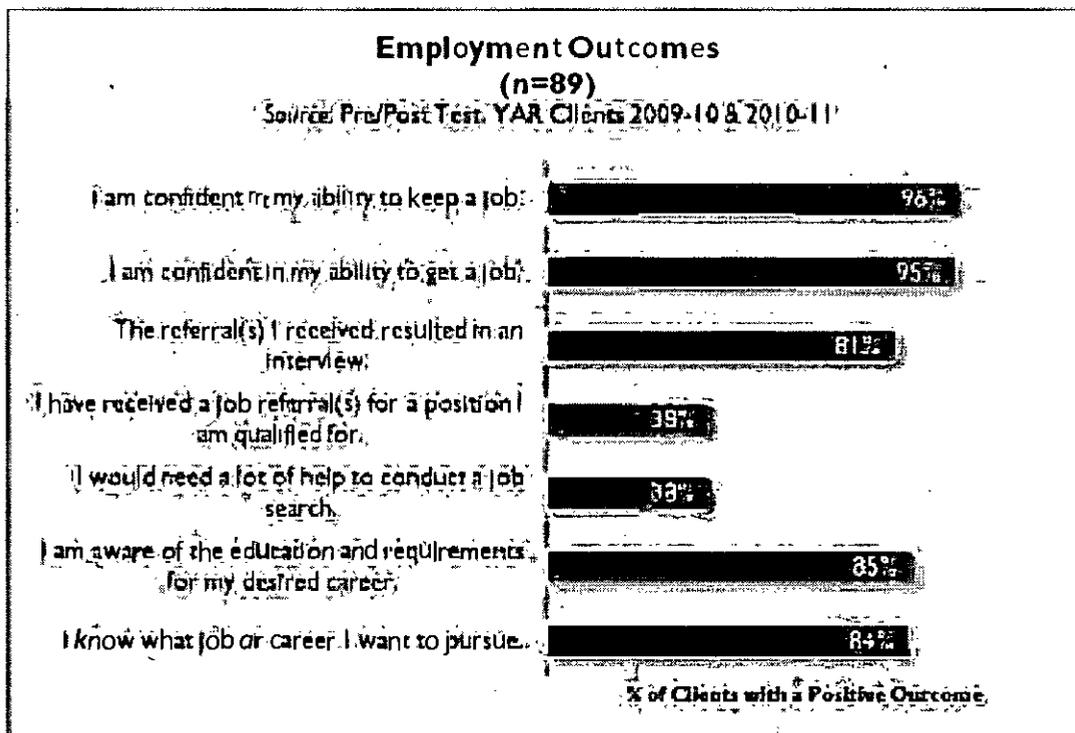
Finding 6.3 Clients enrolled in Measure Y Reentry Employment programs reported increased confidence about their ability to find a job, but finding a long-term job placement continued to be a challenge for many clients.

Reentry Employment programs focus on improving clients' employability through subsidized work experience, job training and readiness classes, and job placement in the competitive job market. A pre/post analysis found that clients reported improvements on job readiness indicators, but that securing a job remained a challenge for many clients.

- Almost all clients were more confident about their ability to get and keep a job after program participation. Nearly all clients experienced improvements in relation to their career aspirations.
- While 81% of clients received a referral for employment that resulted in an interview, only 38% felt they were qualified for the position for which they received the referral.
- Less than half, or 40%, of clients felt they could conduct a job search independently.

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Resiliency & Protective Factor Outcomes

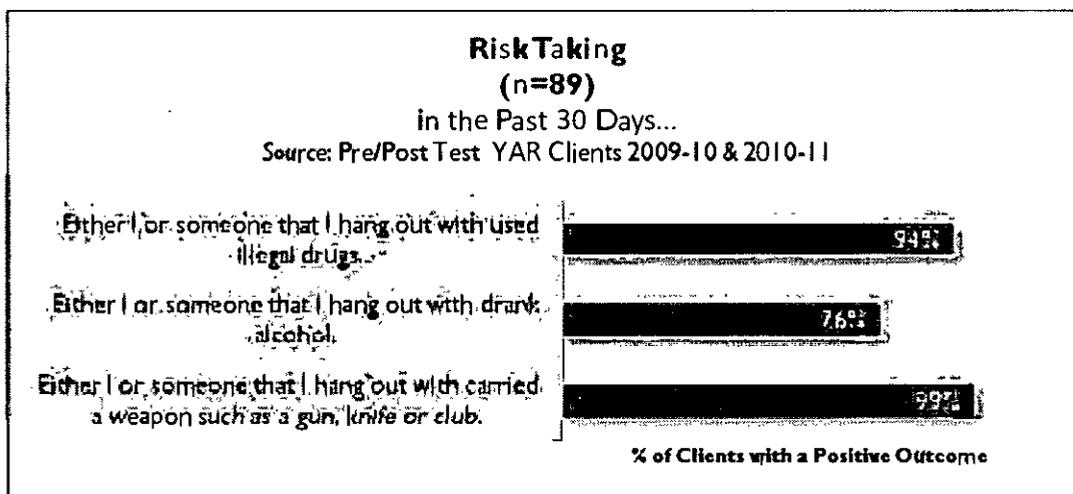
Finding 6.4 Clients enrolled in Measure Y Reentry Employment programs reported improvements in relation to resiliency/protective factors.

Factors such as supportive relationships with family and friends, ability to manage anger and emotions effectively, and decreased risk taking behavior can prevent, protect, and reduce the harm associated with violence. In addition to providing employment training and placement, Reentry Employment programs use case management to identify client goals, support clients in accessing employment and education services, and support pro-social activities that will decrease the likelihood of further criminal justice involvement. Pre-post tests were administered upon intake and again after clients received 3-6 months of service. The charts below show the proportion of clients that either reported strength on each item to begin with and sustained strength in this area after participating in the program, or showed improvement on the item under question after receiving services.

Risk Taking: When clients avoid risky behaviors, such as spending time with or associating with anti-social peer groups or substance use, they are less likely to find themselves in situations that compromise the terms of their probation or parole. When people have jobs, they are less likely to engage in such risk-taking activities. Reentry Employment clients reported decreases in risk taking behavior after program participation.

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Discussion

The evaluation of Reentry Employment examined client-level changes criminal justice involvement, employment and resiliency/protective factors. Among the most important findings:

- Almost all Reentry Employment adult probationers included in the sample were able to comply with the terms of their probation. The average 3 -year recidivism rate was 5.5%. However, these results do not include recidivism rates for the 98 parolees who received services and should not be generalized to all Reentry Employment clients.
- Reentry employment clients who completed pre/post tests felt more confident about their ability to get and maintain a job. However, a majority still reported needing a lot of help to conduct a job search.
- Almost all Reentry Employment clients reported that they were taking fewer risks, such as carrying a weapon or using illegal drugs, after program participation.

III. STRATEGY 3: STREET OUTREACH

Introduction

For the 2010-11 fiscal year, the Measure Y Initiative provided close to \$719,000 in funding for the street outreach/community organizing strategy to four non-profit organizations: California Youth Outreach (CYO), Healthy Oakland, City County Neighborhood Initiative (CCNI) and Youth Uprising ARM. Healthy Oakland and CYO deploy street-based outreach workers to conduct outreach to young people 18-35 at area “hot spots” or in response to a violent incident. Outreach workers work evenings and weekends and connect clients to case management and other resources. Street Outreach programs provide a range of services- from outreach to youth involved in street violence or shootings, intensive outreach to young people interested in

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services, to case management for clients who are interested or ready to make a change in their lives. This strategy-level evaluation examines the services and outcomes of those two programs that delivered street outreach.⁵⁰ CCNI provides place-based, community organizing in Sobrante Park and the Hoover Historic District, while Youth Uprising ARM provides leadership development, mentoring and case management to at-risk young people. Measure Y also funds a Violence Prevention Coordinator to provide ongoing technical assistance to the street outreach programs.

Problem and Street Outreach Theory of Change

As noted above, Oakland has the third highest firearm homicide rate for pre-teens and teens in the nation. Highland Hospital treats on average 200 youth and young adults who have been victimized by violence annually. An estimated 13% of young people are involved in gangs in Oakland, according to the California Healthy Kids Survey. Street violence is a significant contributor to Oakland's high homicide and shooting rates. It is important to note that young people involved in street violence are not typically reached by traditional service programs; they are young people who are resistant to institutions and programs either because of their previous involvement in the criminal justice system or because they have disengaged from school, work and other mainstream institutions. While such individuals may be on probation or parole, many are not under the supervision of criminal justice agencies. Youth involved in street violence display many criminogenic risk factors such as gang involvement, anti-social peer groups, truancy, poverty, and/or a fragmented family environment. They are among the hardest to reach and the least likely to be successfully engaged through more traditional youth programs.

Street Outreach aims to interrupt street violence through the deployment of outreach workers to hotspots and by connecting young people involved in street violence with services and supports based on their individual needs and stage of change. Street Outreach is a harm reduction strategy, built on the premise that street violence is an entrenched community problem with no easy solutions. Street outreach does not propose to eliminate street violence, rather reduce the individual and community harms caused by it. Street outreach tempers the negative impact of street violence by stemming involvement in gangs or other anti-social peer groups and reducing retaliatory violence.

⁵⁰ Results for CCNI, Youth Uprising ARM and the Violence Prevention Coordinator were reported in individual program reports in April 2011 and are available at www.measurey.org.

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Evaluation Question 7: What services were provided by Street Outreach programs and were they delivered as planned?

Finding 7.1 Street outreach workers were deployed to seven hotspots plagued by violence over 2,300 times during 2010-11.⁵¹ Outreach workers enrolled 581 clients in services, including intensive outreach and case management.

Measure Y funding was allocated to two non-profit organizations (CYO and Healthy Oakland) to conduct street outreach events, intensive outreach, and case management; funds also covered the cost of the Violence Prevention Coordinator, who provided ongoing technical assistance to the street outreach program.

Street outreach services move along a continuum of intensity and duration from low to high:

- **Street Outreach Events:** Street outreach events refer to the deployment of teams of Outreach Workers to neighborhood hotspots, where a recent incident has occurred or where a pattern of violence has been observed. The purpose of events is to establish relationships with young people who are congregating on the street, inform them about the program, and interrupt cycles of retaliatory violence through conflict resolution after a violent incident has transpired.
- **Intensive Outreach:** Once an outreach worker begins to develop rapport with a potential client, they begin to identify the young person's needs and interests and begin to link them with services to meet those needs. Intensive outreach is completed in five to ten hours. If a client is at the stage of change where he/she is interested in accessing additional resources, he/she is enrolled in case management.
- **Case Management:** The outreach worker may have many contacts with young people on the street; of those many contacts, a much smaller number become Measure Y clients, either through case management services provided through the program or through referral to another program. The goal of this level of service is to provide ongoing coaching and support and to broker resources that help clients to re-engage in education, work, and pro-social peer groups.

Events Conducted: During 2010-11, Street Outreach programs conducted over 2,300 street outreach events, reaching over 21,000 individuals.⁵²

- An average of 195 events per month were held during 2010-11.

⁵¹ Over 2,300 street outreach events were held in 2010-11. An event refers to the deployment of a team of outreach workers to a hotspot location. Multiple events may be held at the same time within a hotspot. In these cases teams of two outreach workers are deployed to different locations within the hotspot.

⁵² The number of individuals may include duplicated contacts made by different teams of workers and should not be interpreted as a non-duplicated count.

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- The VPP Coordinator also held 25 community training events and 57 networking/collaborative meetings.

Client Service Hours: During 2010-11, Street Outreach programs enrolled 581 clients. About two-thirds of clients received one type of service only. 28% of clients received intensive outreach only; 34% received case management only.

Case Managed Clients: During 2010-11, 214 clients were enrolled in case management with Healthy Oakland and California Youth Outreach. Of those, 40% also received intensive outreach and 55% were connected through street outreach.

Client Retention: Street Outreach retained clients as expected for an average of 2.5 months. Case managed clients were enrolled on average for 3.6 months. These results are as expected- intensive outreach is a brief relationship building and referral service where clients receive 5 to 10 hours of service, usually within a month or less.

Case managed clients are expected to receive services for about three to six months. Street Outreach

Street Outreach Events

Source: CitySpan Download 8/18/2011

Events Held	2,344
Event Hours	5,654
Event Participants	21,132

Service Hours⁵³ (n=581)

Source: CitySpan Download 8/1/2011

	# Hours	# Clients
Case Management	4,570	319
Intensive Outreach	1,879	352

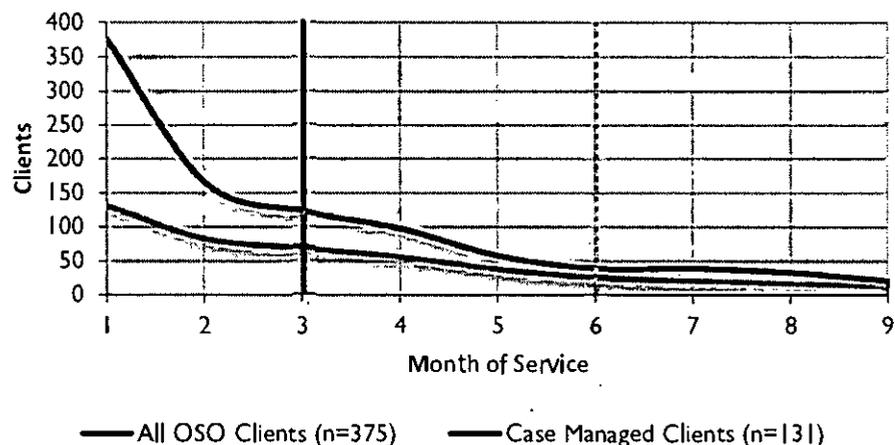
Service Hours: Case Managed Clients (n=214)

Source: CitySpan Download 8/1/2011

	# Hours	# Clients	Average per Client
Case Management	4,537	214	21.2
Intensive Outreach	442	85	5.2

Street Outreach Client Retention 2010-11

Source: CitySpan Download 8/1/2011



⁵³ In the subsequent tables, "Case Managed Clients" refers to all clients receiving at least 1 hour of case management.

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programs enrolled 157% or 140 more clients than they were contracted to serve, which indicates that clients who dropped out were replaced with new clients.

Evaluation Question 8: What impact did Street Outreach have on the clients and neighborhoods targeted with services?

Street outreach aims to achieve both client and community level outcomes through the interventions described above. Starting in July 2009, Measure Y - funded street outreach teams were deployed to seven “hotspot” locations in West, Central, and East Oakland. Hotspots are specific areas that have experienced a disproportionately high level of crime. A crime trend analysis examined changes in Part-1 Violent crimes before and after street outreach was initiated in each hotspot location. Changes in crime in hotspot locations were compared to trends in other Measure Y stressor beats not targeted for intervention. The relationship between street outreach event hours and crime trends was also examined to determine if there was a relationship between the two.

Pre/post Tests: Intermediate outcomes for case managed clients, including improvements in employment, resiliency, and risk taking behavior were examined through pre/post tests. Pre/post tests were administered upon enrollment and again after 3-6 months of service. Within the Street Outreach strategy, 160 case managed clients completed pre/post tests in 2009-10 and 2010-11.

Finding 8.1 Crime in locations targeted with street outreach mirrored that of other Measure Y stressor beats. Though changes in crime were not significantly associated with street outreach event hours in the hotspots, the size of hotspots may be too large to detect statistically significant changes in crime.

Crime Trends: Through the deployment of outreach workers to specific locations plagued by violence, the Street Outreach strategy aims to interrupt street violence and reduce related crime in those neighborhoods. Crime trends in the seven hotspots targeted with street outreach were examined over the past year to determine whether there were significant changes in crime as a result of street outreach.⁵⁴ This analysis found no relationship between street outreach events and crime trends in any of the seven areas.

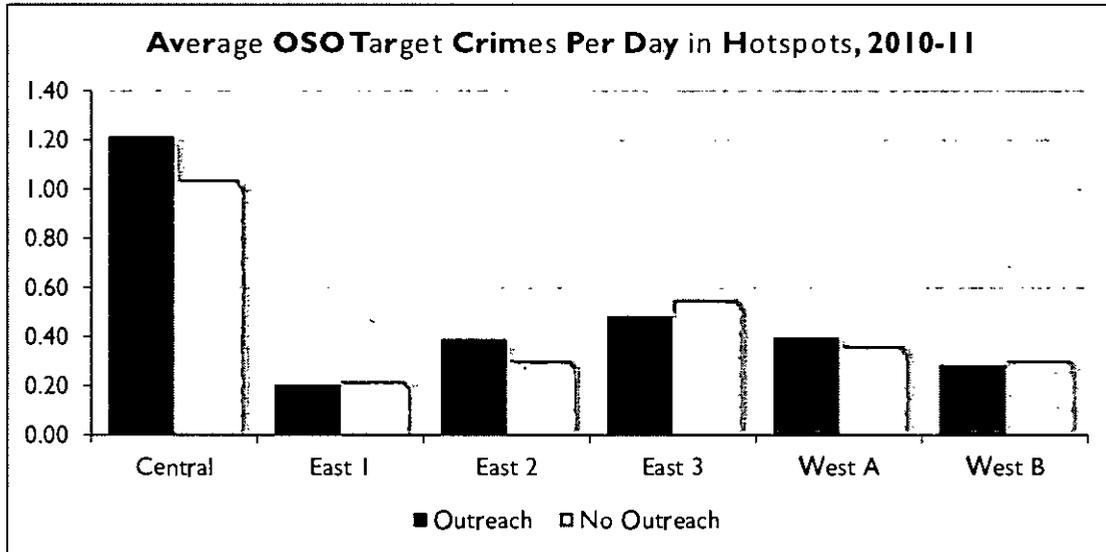
- Crime trends in hotspots mirrored those of other Measure Y stressor beats not receiving street outreach interventions.
- There was no relationship between the number of event hours in a month and crime trends. That is, increased event hours were not positively correlated with decreases in crime.

⁵⁴ Crime trend analysis examined trends in each hotspot in relation to Measure Y Street Outreach target offenses (a sub-set of Part-1 crimes that street outreach aims to stem) and compared them to other Measure Y high stressor beats not receiving street outreach.

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The chart below depicts the average number of crimes targeted by outreach in hotspots on days that outreach workers were deployed compared to days in which outreach workers were not deployed. There were no significant differences observed in any of the hotspots.⁵⁵



Hotspots Targeted with Outreach: Hotspots which range in size from less than a Community Policing beat, to two or more community policing beats may be too large to achieve statistically significant decreases in crime given available outreach workers. The map below depicts the hotspots targeted with outreach during 2010-11. The central Oakland hotspots are contiguous.

- Outreach workers were deployed five days a week, generally spending time at each hotspot every day they worked. Within each hotspot, teams of workers conducted outreach at different locations, but reported that they rarely covered the entire hotspot because of the sheer size.
- Though the analysis above found no significant relationship between outreach and crime trends, it is possible that street outreach contributed towards reductions in shootings and homicides at specific locations within hotspots that were not detected in the hotspot wide analysis.
- While the 2009-10 evaluation detected a relationship between street outreach events and crime trends, it is important to note that many external factors correlated with crime trends have changed in the past year. The Oakland Police Department has experienced a significant reduction in the size of its force (more than 25%) and crime has been trending upwards over the past year both locally and nationally. The differences in results from year to year may be attributed in part to a change in these

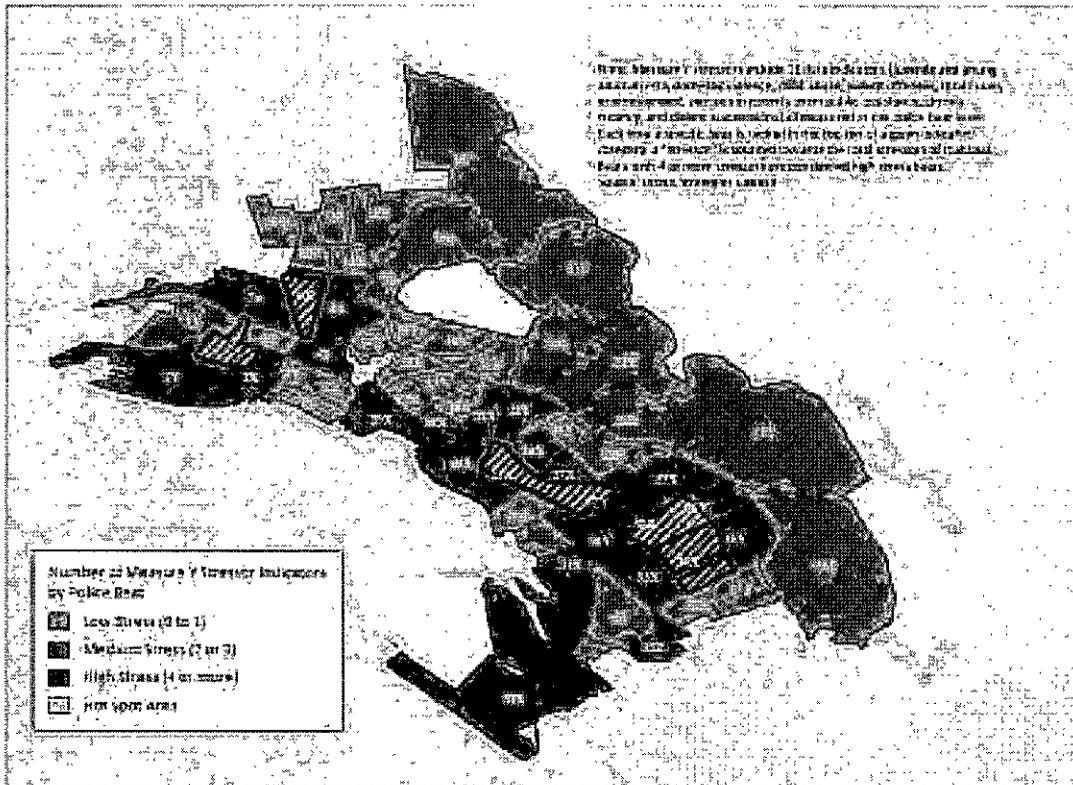
⁵⁵*Excludes domestic disputes and non-geocoded crimes. Geocoding errors are assumed to be random

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conditions. It is possible that the presence of street outreach workers mitigated more significant increases in crime and violence that are difficult to measure.

- Finally, street outreach is a model that is still evolving at a local and national level. As Oakland continues to modify the street outreach strategy, the evaluation will need to integrate additional methodologies to fairly evaluate its impact.



Finding 8.2 Clients enrolled in Street Outreach case management reported improvements in short term outcomes in relation to resiliency and protective factors.

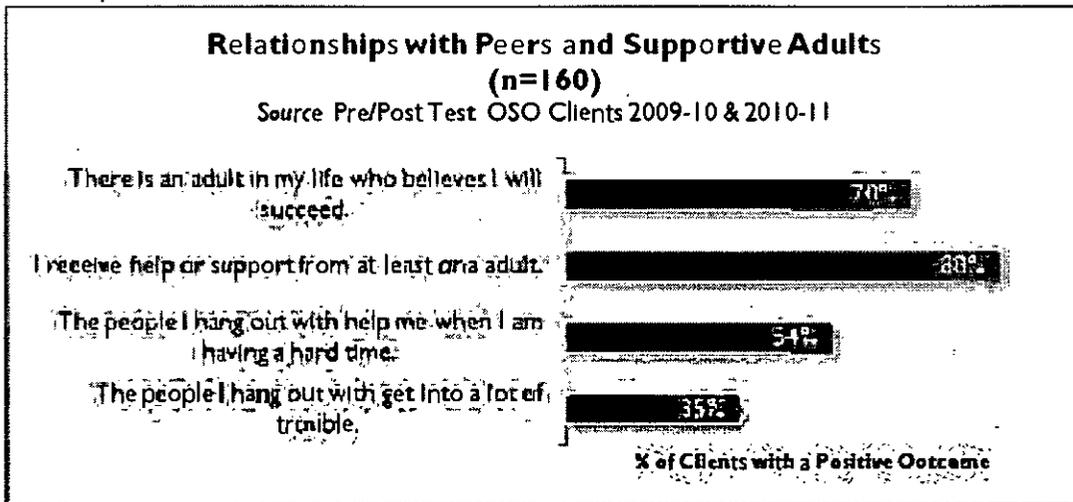
Factors such as supportive relationships with family and friends, ability to manage anger and emotions effectively, and decreased risk taking behavior can prevent, protect, and reduce the harms associated with violence. Street Outreach programs use case management to identify client goals, support clients in accessing employment and education services, and support pro-social activities that will decrease the likelihood of further involvement in street violence. Pre-post tests were administered upon intake and again after clients received 3-6 months of service. The charts below show the proportion of clients that either reported strength on each item to begin with and sustained strength in this area after participating in the program, or showed improvement on the item under question after receiving services.

Relationships with Adults & Peers: The following chart depicts the proportion of clients who experienced positive changes on items addressing relationships with peers and caring adults.

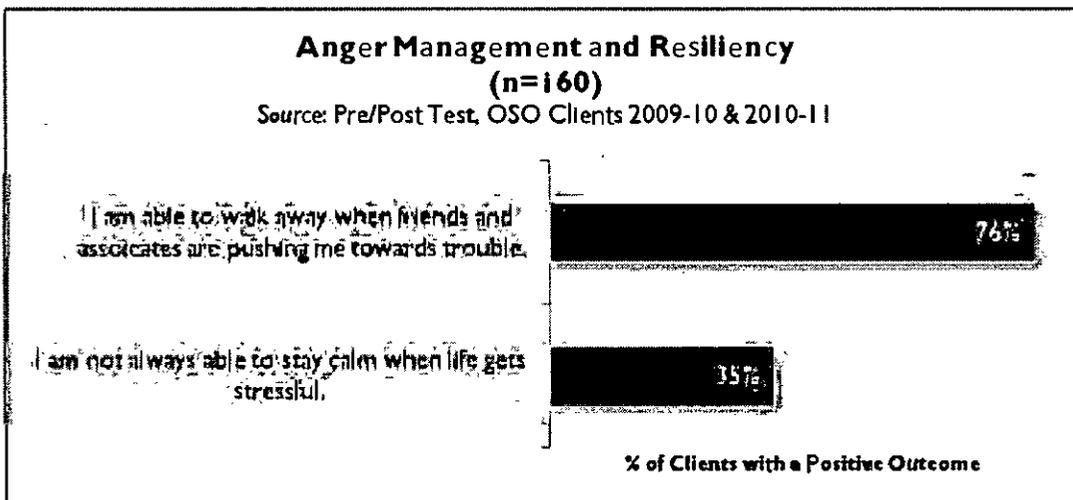
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- Street Outreach clients reported improvements in terms of relationships with supportive adults.
- While about half of clients reported relationships more positive peer groups, about two-thirds are still associating with negative peer groups. Given Street Outreach programs' focus on high-risk young people involved in street violence, these results are not unexpected.



Anger Management: The ability to manage one's negative emotions and stay calm under stress can help young people stay out of trouble and avoid conflict that may lead to violence. Street Outreach clients experienced mixed outcomes on measures of anger management. While three-quarters reported improvements in their ability to avoid being influenced by anti-social peer groups, only a third reported that they were better able to stay calm under stress.

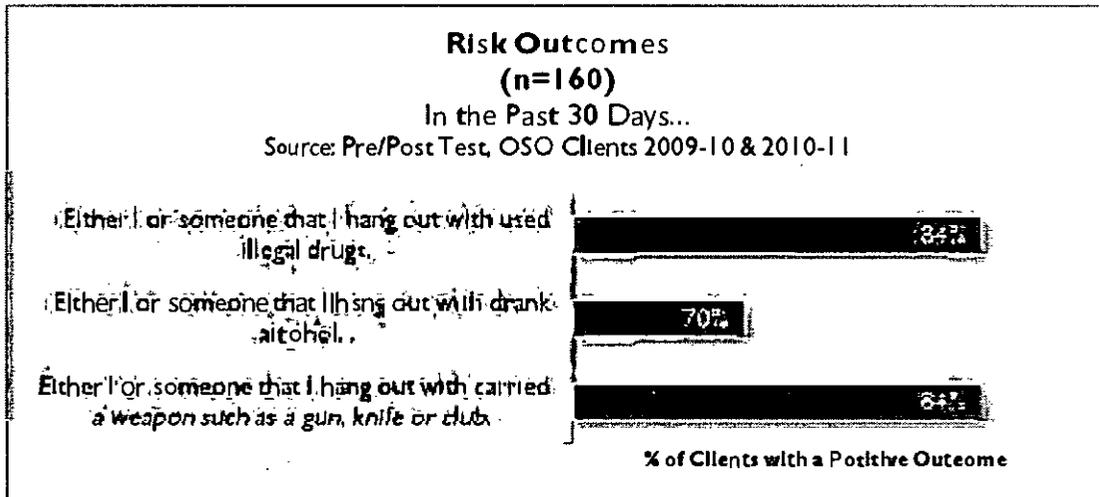


Risk Taking: When clients experience spend less time with anti-social peer groups or address their substance use issues, they are less likely to find themselves in situations that may

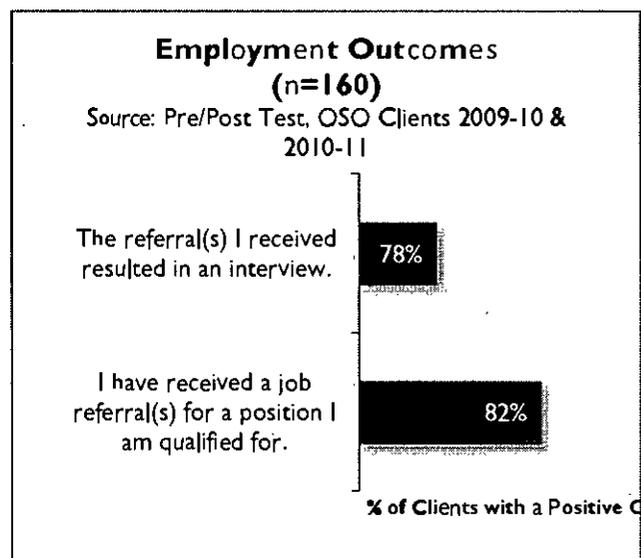
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compromise the terms of their probation or parole. Street Outreach clients reported decreased substance use and less association with negative peer groups after participating in the program.



Employment Outcomes: Street Outreach programs assist case managed clients in meeting employment and education goals, by providing support with job searches, linking them to other Measure Y employment programs, and navigating school/GED program enrollment. A pre/post analysis found that more than three-quarters of street outreach clients received a referral for a job that they were qualified for, suggesting that programs are effectively working with clients to address their employment goals. Programs reported that finding a job was a top priority for many clients and outreach workers ability to link clients with jobs was critical to successful engagement.



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Discussion

The evaluation of the Street Outreach Strategy examined whether there were significant changes in crime trends as a result of street outreach services, as well as intermediate changes in relation to employment, risk-taking behavior, and resiliency/protective factors. Among the most important findings:

- There was no relationship between crime trends in hotspots targeted with street outreach and the deployment of street outreach workers to those locations. Hotspots are likely too large to detect significant changes in crime given available outreach resources.
- Clients who received case management through street outreach reported improvements in relation to risk and resiliency indicators, such as relationships with caring adults and anger management, but were still associating with negative peer groups.
- Street outreach, according to client reports, is helping clients access employment. More than three quarters of clients received a referral for a job that they were qualified for and/or a referral for a job that they were qualified for.

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Conclusions & Recommendations

The 2010-11 evaluation of the Measure Y Violence Prevention Program initiative examined the services and impacts at the initiative and strategy-level. The initiative evaluation reports on the services and intermediate outcomes reported by clients. Among the most important initiative findings:

- *Measure Y served over 4,600 clients in 2010-11. Violence Prevention Programs provided services to over 4,600 Oakland residents in 2010-11 and allocated over \$5.2 million dollars to community-based organizations to deliver prevention and interventions services to individuals at risk for perpetrating, falling victim to, or suffering from exposure to violence. The cost of providing services was in line with other similar violence prevention programs in other communities.*
- *Clients reported improvements on risk and resiliency indicators. According to pre/post test results, most Measure Y clients experienced improvements on indicators of resiliency and protective factors, job readiness, and their ability to comply with the terms of their probation and parole. Fewer than half of clients reported improvements in relation to managing their emotions, avoiding association with negative peer groups, and feeling confident about searching for a job.*
- *Most adult and juvenile probationers served through Measure Y are managing to stay out of trouble and avoid further criminal justice involvement. Adult probationers served through Measure Y for the most part managed to avoid further criminal justice involvement (only 9% of those served in 2009-10 were arrested after receiving services). About a third of juvenile probationers served through Measure Y were arrested with a sustained offense after receiving services.*

The strategy-level evaluation examined the services and client outcomes for clients who received services through the Juvenile Justice Center/OUSD Wrap Around Services, Young Adult Reentry & Employment, and Street Outreach strategies. Among the most important strategy-level findings:

- *Juvenile Justice Center/OUSD Wrap Around Services (JJC) clients had significant decreases in criminal justice involvement while they were enrolled in the program. JJC clients experienced statistically significant declines in criminal justice involvement during the nine months following intake to service. The proportion of clients violating nine months prior to program enrollment was 66%, compared to 33% of clients violating after program participation. Eighteen months after intake about 60% of clients managed to avoid further criminal justice involvement.*
- *Nearly all Reentry Employment probationers managed to comply with the terms of their probation during the first six months after enrolling in Measure Y services, though outcomes for parolees were not analyzed. Reentry Employment probationers experienced decreased criminal justice involvement after program participation. During the first 6 months after intake, no probationers violated. The three-year average*

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Conclusions & Recommendations

recidivism rate for Reentry Employment probationers was 5.5%. This suggests that participation in Reentry Employment programs was protective against criminal justice involvement over the short term.

While positive gains were observed among Reentry Employment probationers, they should not be generalized to all clients because they do not include outcomes for parolees. Parolees are categorically higher risk and may have experienced outcomes that differed significantly from probationers.

- *While the deployment of street outreach workers to hotspots did not have appear to have on impact on crime, hotspots may be too large to achieve neighborhood level decreases in crime.* No significant relationship was observed between the deployment of street outreach workers to the seven hotspots and declines in crime. Given available outreach resources, the size of the hotspots may have been too large to achieve significant reductions in crime.

Given these findings, the evaluation makes the following recommendations:

- I. *Integrate evidence-based practices into the design and delivery of strategies targeting the adult and juvenile populations with prior criminal justice involvement that are tailored to different levels of risk (high, medium, or low).* Criminogenic risk assessments provide information regarding the client's level of risk for re-offense, which is critical to reaching Measure Y's target population, as well as ensuring that appropriate services are delivered to clients with different levels of risk. Measure Y should continue to integrate evidence based practices in the design of services for individuals on probation and parole that aim to deliver an appropriate amount and type of service based on results of risk and needs assessments. Defining what this looks like for case management programs is especially important, because it is a core Measure Y service. Building program capacity to deliver evidence-based practices should be prioritized.
- II. *Strengthen the referral process to build on the JJC/OUSD Wrap Around Services strategy's success with re-enrolling young people in school and decreasing their criminal justice involvement over the short term.* The JJC/OUSD Wrap Around strategy is a system level solution for re-engaging reentry youth in school that relies on collaboration between Juvenile Probation, the school district, the City of Oakland, and community based organizations. As the strategy moves fully into implementation phase, it is a good time to examine which aspects of the model are working and areas for improvement. The referral process should be reviewed to ensure that programs have as much information as possible on their client's criminal history, level of risk and needs, and readiness for program participation. Clarify roles, responsibilities, and agreements between partners (OUSD, Juvenile Probation, DHS, and community based organizations). Guidelines on amount of service or length of time clients receive services should also be reviewed and calibrated based on level of risk.
- III. *Explore opportunities to expand employment opportunities for the Measure Y target population.* Participation in employment programs was associated with decreased criminal justice involvement among adult probationers. Street Outreach clients also reported positive

Measure Y 2010-11 Evaluation Report

Conclusions & Recommendations

employment outcomes as a result of program participation. However, securing employment for individuals with criminal records during an economic downturn is particularly challenging. Given the positive benefits of employment, Measure Y should explore opportunities to integrate employment placement into more strategies.

- IV. **Examine the size of hotspots targeted with Street Outreach and consider reducing their size given available resources.** In some cases hotspots span multiple Community Policing beats, outreach workers cannot cover all locations plagued by shootings and homicides within the hotspot. While outreach workers may be significantly interrupting violence at locations within the seven hotspots, resources appear to be insufficient to impact violence across the hotspot. In a time of increasing crime and decreasing police resources, it is important to continue to clarify the role that street outreach can play in preventing and reducing violence by examining what has worked locally and nationally.
- V. **Continue to work to obtain information on parolees so that Measure Y's impact on this population can be examined.** While adult probationers managed to avoid further criminal justice involvement for the most part, we do not know how parolees did after receiving services. The City of Oakland should continue its efforts to obtain California Department of Corrections and Rehabilitation data on parolees.

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Appendix A: List of Programs by Strategy

Family Violence Intervention

1. The Family Violence Law Center: Family Violence Intervention Unit
2. The Alameda County Interagency Children's Policy Council: Street Outreach for Sexually Exploited Minors
3. Safe Passages: Mental Health Services 0-5

Oakland Street Outreach and Community Organizing

4. California Youth Outreach: Oakland Street Outreach
5. City/County Neighborhood Initiative
6. Healthy Oakland, Inc.: Oakland Street Outreach
7. Public Safety Districts
8. Youth UpRising: Attraction, Retention and Movement

School-Based Prevention Projects

9. Alameda County Health Care Services Agency: Our Kids
10. OUSD Second Step
11. OUSD Alternative Education: Gang Intervention

Violent Incident and Crisis Response

12. Catholic Charities of the East Bay: Crisis Response and Support Network
13. Youth Alive! Highland Hospital

Young Adult Reentry and Employment

14. Goodwill Industries: Reentry Employment
15. The Mentoring Center: Project Choice
16. The Workfirst Foundation: Reentry Employment
17. Volunteers of America Bay Area: Project Choice
18. Volunteers of America Bay Area: Reentry Employment
19. Youth Employment Partnership: Reentry Employment

Youth Comprehensive Services

20. California Youth Outreach: JJC/OUSD Wrap Around Services
21. East Bay Agency for Children: JJC/OUSD Wrap Around Services
22. East Bay Asian Youth Center: JJC/OUSD Wrap Around Services
23. The Mentoring Center: JJC/OUSD Wrap Around Services
24. Youth Employment Partnership: Afterschool Employment
25. Youth Employment Partnership: Summer Jobs
26. Youth Radio: Afterschool Jobs
27. Youth UpRising: JJC/OUSD Wrap Around Services

Individually Funded Positions

28. OUSD Enrollment Specialist
29. Reentry Employment Specialist
30. Violence Prevention Networks Coordinator

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Appendix B: Evaluation Logic Models

JJC/OUSD Strategy Logic Model

Problem	Outcome	Indicator	Process Measures	Theory of Change
<p>Youth are getting involved in Juv. Justice system and dropping out of school.</p> <p>Recidivating. More likely to stay involved and graduate to adult systems.</p> <p>Socio-economic disparities.</p> <p>Post-detention youth were not making a good connection with the school.</p> <p>Service gaps in terms of supporting successful school reintegration and catch-up</p> <p>Youth have trouble meeting the terms of their probation, which causes increased juvenile justice involvement.</p> <p>Public systems don't talk to each other. They make it difficult for the student and family, which creates a lot of duplication, bureaucracy, and confusion to navigate multiple systems.</p>	<p><i>Student Level/ Outcomes</i></p> <ol style="list-style-type: none"> 1. Decrease juv. Justice involvement 2. Increase school engagement 3. Increase caring relationships with adults 4. Support reintegration into community. <p><i>System Level/ outcomes:</i></p> <ol style="list-style-type: none"> 1. Re-engagement 2. Employment (across MY programs) 3. Referrals across systems (MH) 	<p>Recidivism: Violation rate of JJC clients based on first date of service.</p> <ol style="list-style-type: none"> 1. Cross Time analysis: compare students staying enrolled for three months compared to those with only 1 month. Compare 2009-10 to 2010/11. Comparison of those with 40 hours and those with less than 40 hrs. (Duration of services and intensity of services. Add level of risk if data is available) 2. Degree of Violations: Pre-Post survey analysis: Average violation rate 3 and 6 months before enrollment and 3 and 6 month after. (Measuring degree/how many violations by violation type). 3. Proportion of Clients Recidivating: Proportion of clients recidivating at three, six and 12 month intervals <p>School Attendance Suspensions</p>	<ul style="list-style-type: none"> - Length of intervention - Service Dosage - Nature/Frequency of interaction - Retention - Number of school placements: a potential proxy for risk factors. (Attendance detail with school) 	<p>Placing juvenile probationers back in school or other appropriate placement as soon as they leave juvenile hall, linking them with caring adults can help young people stay in school, stay out of trouble, and successfully reintegrate into their communities.</p> <p>Add something about meeting terms of probation.</p> <p>Strengthening coordination between and across systems can improve system capacity to develop a seamless system of services and supports for juvenile probationers. Note- not about meeting their needs; actually about delivering services they are mandated to deliver in a more accessible way.</p>

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Appendix B: Evaluation Logic Models

Reentry Employment Strategy Logic Model

Problem	Outcome	Indicator	Intervention	Theory of Change
<p>-Oakland has high unemployment rates.</p> <p>- It is difficult for people with a criminal record to get a job.</p> <p>-During economic crisis it is even harder for ex-offenders to find jobs.</p> <p>For ex-offenders, being without a job can lead to further criminal justice involvement.</p>	<p>1) Decrease recidivism rates during time of enrollment in program (3-6 months)</p> <p>2) Placement in a job in the competitive job market and/or additional work experience (i.e. through temporary employment).</p> <p>3) improved job readiness; decrease in risk factors, increase in resiliency</p> <p>4) Access (referral) to supportive services to address factors that may limit employability (i.e. housing, substance use)</p>	<p>1,3,6,9,12 months recidivism rates (post release)</p> <p>For those placed in employment, decrease in recidivism rates</p> <p>Pre/post analysis for work experience clients regarding job readiness, employment and risk</p> <p>Employment retention and placement based on CitySpan milestones</p>	<p>Reentry Employment: temporary work experience, job readiness training, and placement in the competitive job market.</p> <p>Group job readiness, resume building, and life skills.</p> <p>Referred from Project Choice, YEP, other programs, go to mandatory meetings, work experience (YEP, VOABA, Goodwill), direct job placement (Workfirst)</p>	<p>Ex-offenders who receive short-term work experience will stay out of trouble while they are working and be more prepared for a job in the competitive market.</p> <p>Ex-offenders employed in competitive job market are less likely to recidivate on the long term post release.</p>

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Appendix B: Evaluation Logic Models

Street Outreach Strategy Logic Model

Problem	Outcome	Indicator	Intervention	Theory of Change
<p>Traditional welfare models are not effective at reaching every high-risk and/or gang involved youth.</p> <p>In Oakland, there is a tendency for one violent act to trigger retaliatory violence.</p> <p>There are also areas of Oakland that are plagued by re-occurring violence ("hotspots"). Traditional law-enforcement approaches have not been able to prevent or reduce violence in these areas.</p> <p>The cycle of violent retaliation is too strong and immediate to be effectively curbed by traditional law enforcement techniques or incremental service delivery models.</p> <p>Reaching highest risk people is challenging.</p> <p>intergenerational/community exposure to violence: public health perspective.</p>	<p>Decrease in violent crime in hotspot</p> <p>Increased access to resources and supportive services (employment)</p> <p>Decrease in recidivism (CM only)—see adult reentry</p> <p>Improved resilience and protective factors</p> <p>Violence interruption (outreach team)</p> <p>Case management-longer term</p> <p>Coordinated services between Youth Alive and Street Outreach -seamless system of referral between the two programs</p>	<p>Decrease in homicides, shootings (violent crime) in hotspots</p> <p>Decrease in crimes in general (valuable to politicians at large)</p> <p>Analyze relationship between outreach events in hotspot areas and crime (counted crime in a specific area within a specific are and time period compared to average for Measure Y stressor beats)</p> <p>Pre/post and exit</p> <p>Map violent crimes- where it occurred May 2009- Mar 2011 and animate it (Urban Strategies)</p> <p>Look at original formula for events/crime trend analysis. Deployment is not related to crime trend/peaks.</p>	<p>1) Case management (increase in trust, supportive, mentoring, life coaching)</p> <p>2) Intensive outreach (Similar to case management, 5-10 hours, like to services/referrals)</p> <p>3) Street outreach events (violence interrupters, collaboration with OPD regarding hotspots and deployment)</p>	<p>Outreach workers who share similar experiences as young people likely to engage in street violence deployed in hotspot areas plagued by violence can interrupt retaliatory violence.</p> <p>Outreach workers are more likely to build trusting relationships with them that result in greater receptivity to services.</p> <p>Going into neighborhoods where violence is happening, you can find the people involved in street violence.</p> <p>There are small groups of people involved in street violence (shootings/homicides). Street outreach is a way of getting at people likely to fall victim to shootings or to perpetrate a shooting.</p> <p>Goal is to support young people to be ready for traditional services; establish relationship. Support them in being moving to the next stage of readiness.</p>

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Appendix C: Matched Data Analysis Methodology and Sample Size

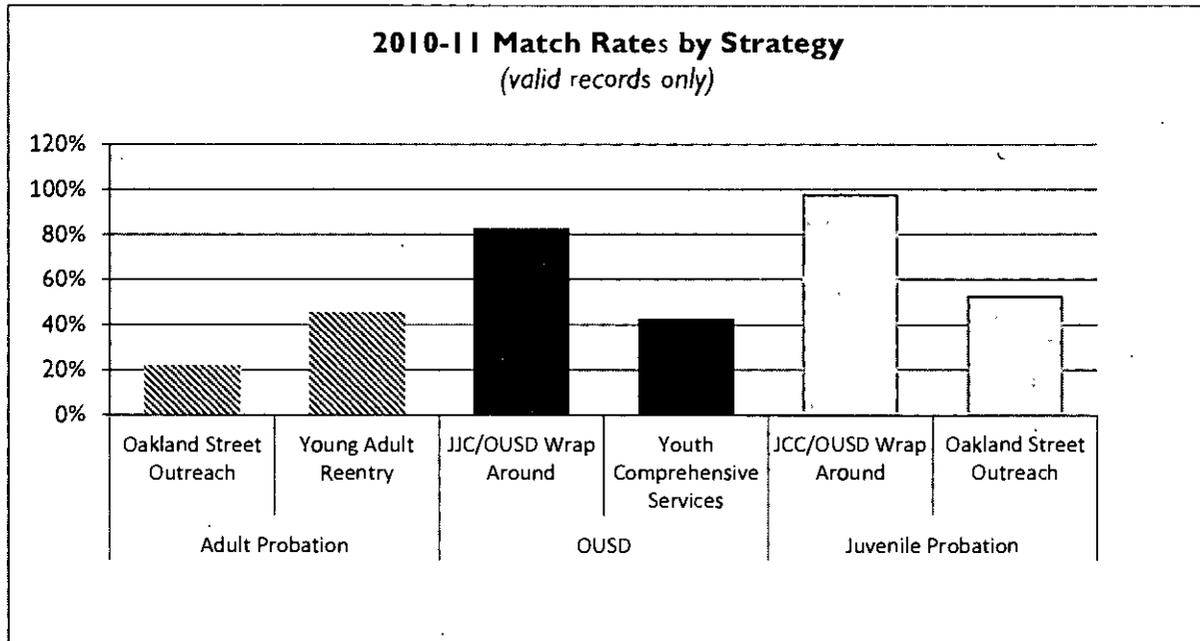
This appendix provides an overview of data analysis methods used for matched data analysis, as well as explanations of the samples used in the various analyses. Data from a number of key sources were matched for the purposes of this report. Data from the Juvenile Justice Center/OUSD Wrap Around Service Programs (JJC), which was entered into the Oakland Measure Y CitySpan Database, was matched to data from the Alameda County Juvenile Probation Department and to data from the Oakland Unified School District (OUSD). This data was used to examine the juvenile justice and educational outcomes of youth who participated in the JJC programs. The evaluation team conducted paired analyses to compare youths' involvement in the juvenile justice system and in school before and after their participation in the JJC programs. Where relevant, JJC client youth were also compared to other probation youth and to other OUSD youth. In addition, although this evaluation is focused on the 2010-11 Oakland Measure Y participants, some sections of the report include analyses of the 2009-10 participants. This was done to enable the evaluation team to examine the outcomes of JJC participants over a longer period following program participation than was possible for youth participated in programs in the last year.

In addition, data from the Young Adult Reentry and Employment Programs (YARE), which was entered into the Oakland Measure Y CitySpan Database, was matched to data from the Alameda County Probation Department, including both Juvenile and Adult Probation data. This analysis also used a paired analysis to compare participants' criminal justice involvement prior to and subsequent to program participation. An analysis of 2009-10 participants was also included in order to examine post-program outcomes over a longer period of time.

The following charts and tables show the percentage of participants in each Measure Y program and strategy that was matched to data from Alameda County Juvenile Probation, Alameda County Adult Probation, and Oakland Unified School District. The analysis for each strategy is described in greater detail below.

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Appendix C: Matched Data Analysis Methodology and Sample Size



Young Adult Reentry Employment Match Rate Breakdown

Program	Probation Matched			Not Matched				Total Clients
	Matched			Not "on parole"*		"on parole"		
	Juv only	Adult only	Both adult and Juv	CDCR#	No CDCR#	No CDCR#	CDCR#	
Goodwill Reentry Employment	3	25	8	5	0	1	17	59
VOABA Reentry Employment	2	2	0	0	1	3	15	23
VOABA Project Choice	5	62	8	6	4	6	36	127
America Works Transitional Jobs	4	43	2	23	8	1	19	100
YEP Reentry Employment	10	17	14	0	20	4	0	65
TMC Project Choice	11	1	3	0	23	15	2	55

*parole status as noted in CitySpan

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2010-11 clients	Uhdup. Clients*	Matched OUSD	Matched Adult Prob.	Matched Juv. Prob.	Matched Adult & Juv.	On Parole
Alameda County Interagency Children's Policy Council (ICPC)	144	35	2	8	0	0
Bay Area Women Against Rape (BAWAR)	77	22	0	1	0	0
MISSEY - SACEY/SPA	67	13	2	7	0	0
Juvenile Justice Center/OUSD	342	276	6	320	6	0
CYO Juvenile Justice Center/OUSD	52	37	0	45	0	0
EBAC Juvenile Justice Center/OUSD	58	53	1	57	1	0
EBAYC Juvenile Justice Center/OUSD	117	93	4	113	4	0
TMC Juvenile Justice Center/OUSD	30	27	0	28	0	0
YU Juvenile Justice Center/OUSD	85	66	1	77	1	0
Oakland Street Outreach	533	124	117	151	30	2
Healthy Oakland Street Outreach	248	55	64	66	14	2
CYO Street Outreach	285	69	53	85	16	0
Young Adult Reentry/Employment	439	34	190	70	35	231
Goodwill Industries - Transitional Employment	59	5	33	11	8	32
VOABA Reentry Employment	22	0	2	2	0	22
VOABA Project Choice	124	12	70	13	8	99
Reentry Employment Specialist	19	0	5	0	0	10
Workfirst Foundation Transitional Jobs	98	6	45	6	2	36
YEP Reentry Employment	65	8	31	24	14	8
TMC Project Choice	52	3	4	14	3	24
Young Adult Reentry/Employment (ARM)	188	76	11	56	5	1
Youth Uprising Attraction, Retention and Movement (ARM)	74	19	11	16	5	0
YEP After School Employment	60	18	0	19	0	0
YEP Summer Employment	29	18	0	2	0	1
Youth Radio After School Job Training	25	21	0	19	0	0

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Appendix C: Matched Data Analysis Methodology and Sample Size

Juvenile Justice Center/OUSD Wraparound Programs

In order to analyze the effectiveness of the JJC programs on participants' juvenile justice and educational outcomes, the evaluation team matched JJC clients from the CitySpan database to individuals in the Alameda County Juvenile Probation database and the Oakland Unified School District Database. A total of 375 JJC clients from CitySpan were matched to the Alameda County Juvenile Probation data, of whom 180 were served in 2009-10 and 287 were served in 2010-11 (92 individuals were served across both years). Risk assessment data was available for 113 JJC participants from 2009-10 and for 227 JJC participants from 2010-11.

Frequencies: All clients matched to Juvenile Probation			
	2010-11	2009-10	Either
Non-JJC clients	250	183	356
JJC clients	287	180	375
Total	537	363	731
JJC Clients with Risk Assessment Scores			
2009-10 JJC Clients	113		
2010-11 JJC Clients	227		

JJC Clients Served 2009-11	
With 3 Qtrs pre and 1 Qtr post-service data	307
With 4 Qtrs post-service data	180
With 6 Qtrs post-service data	112

Of the 375 JJC clients who were served from 2009-2011, 307 had available probation data for 3 quarters prior to program enrollment and 1 quarter subsequent to program enrollment; 180 had data for 4 quarters post-service and 112 had data for 6 quarters post service.

Using this matched analysis, the evaluation team examined clients' probation violations rate before and after program participation. This chart shows the proportion of 2010-11 JJC clients with a minimum of 9.5 cumulative hours of service (individual and group) who were arrested in a given quarter. Violation rates are not

Probation Violation Rate Among JJC Clients (>9.5 svc hrs)							
	3Q	2Q	1Q	Q1	Q2	Q3	
N (JJC all yrs)	286	286	286	282	256	220	
arrest count	33	36	124	53	15	21	
violators	32	36	122	48	14	21	
arrest rate	12%	13%	43%	19%	6%	10%	
%clients violated	11%	13%	43%	17%	5%	10%	
N (JJC 2010-11)	213	213	213	209	183	147	
arrest count	25	26	101	33	12	18	
violators	24	26	99	32	11	18	
arrest rate	12%	12%	47%	16%	7%	12%	
%clients violated	11%	12%	46%	15%	6%	12%	
N (JJC 2009-10)	157	157	157	159	159	159	
arrest count	19	20	61	37	9	15	
violators	19	20	59	33	8	15	
arrest rate	12%	13%	39%	23%	6%	9%	
%clients violated	12%	13%	38%	21%	5%	9%	

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Appendix C: Matched Data Analysis Methodology and Sample Size

cumulative, and reflect only new offenses that were upheld in court. Technical violations and charges that were not sustained were not included in the analysis.

The following tables give greater detail about the violation rate analysis, showing the number of participants who violated probation prior to and subsequent to JJC participation by the number of service hours (group and individual) they received in the program. All pre-post service differences were found to be statistically significant at the .01 level.

Proportion of 2010-11 JJC Clients who Violated in 9 months Pre/Post Service				
		Mean	N	Difference
< 9.5 hrs of service	9 months before svc	55.6%	27	0.37**
	9 months after svc	18.5%	27	
> 9.5 hrs of service	9 months before svc	66.2%	145	0.33**
	9 months after svc	33.1%	145	

9 month Pre/Post Service Violation Rate, JJC 2010-11 clients				
		Mean	N	Difference
< 9.5 hrs of service	9 months before svc	66.7%	27	0.48**
	9 months after svc	18.5%	27	
> 9.5 hrs of service	9 months before svc	75.9%	145	0.39**
	9 months after svc	36.6%	145	

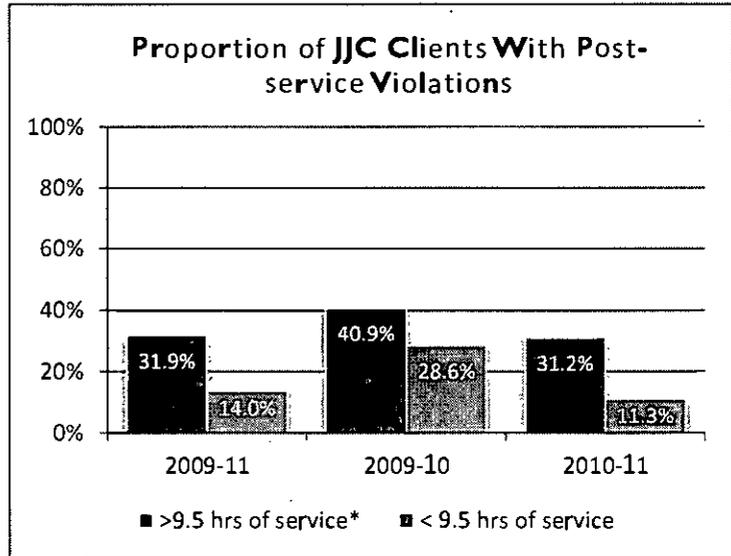
*Violation rate is mean number of arrests per client. ** Denotes significance at .01 level*

Cumulative Violation Rate Among JJC Clients (>9.5 svc hrs)						
	Q1	Q2	Q3	Q4	Q5	Q6
N (JJC 2009-10)	159	159	159	159	128	100
Violations	37	46	61	70	68	53
Unique violators	33	41	52	59	53	42
Violation rate	23%	29%	38%	44%	53%	53%
% Clients Violated	21%	26%	33%	37%	41%	42%

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Appendix C: Matched Data Analysis Methodology and Sample Size

The evaluation team was able to match a total of 265 youth who participated in the JJC/OUSD Wrap Around Services to students in OUSD. Of these, 205 met minimum service thresholds (at least 2.5 hours of group service or at least 7.17 hours of individual service) and were included in the analysis. Of these 205 students, 145 had OUSD truancy data from the 2009-10 school year and 130 had truancy data from the 2010-2011 school year. There were 98 students who met minimum service thresholds and had truancy data for both school years for an n=98 in the truancy data.



Of the 205 matched students who met minimum service thresholds, 141 had suspension data for the 2009-10 school year and 127 had suspension data for the 2010-2011 school year. Of these, 92 had suspension data for both years and were included in our suspension analysis, for an n=92.

	OUSD Data either year	Above service threshold	OUSD Data 2009-2010	OUSD Data 2010-2011	OUSD Data 2009-10 and 2010-11
Truancy Data	265	197	141	127	95
Suspension data	265	192	145	130	89

The charts to the right show that all paired sample analyses were highly statistically significant.

	Mean	Std.Dev	N	p (2-tailed t)
2009-10 (pre-JJC)	.0713	.09513	98	.000
2010-11 (post-JJC)	.0534	.08808	98	

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Appendix C: Matched Data Analysis Methodology and Sample Size

Young Adult Reentry Program Samples and Analysis

In order to analyze the effect of participation in Measure Y's Young Adult Reentry Programs on participants' subsequent criminal justice involvement, the evaluation team first matched

Valid Clients in CitySpan	2010-11	2009-10	Either year
"Volunteers of America, Bay Area (VOABA)"	22	33	53
Goodwill Industries	59	39	96
WorkFirst Foundation (America Works)	98	191	277
Youth Employment Partnership (YEP)	64	34	87
Total	243	297	513

program participants in the CitySpan database to individuals in the adult probation database provided by the Alameda County Probation Department. Of the 243 valid clients in CitySpan for 2010-11 and the 297 valid clients in CitySpan for 2009-10, 109 and 115 matched to clients in the Adult Probation dataset, respectively. Of these, 14 had no recorded service hours and so were not included in outcome analyses. Seventy-seven of these individuals had risk assessment scores from Probation.

Clients Matched to Adult Probation	2010-11	2009-10	Either year
Volunteers of America, Bay Area (VOABA)	2	7	9
Goodwill Industries	33	7	40
WorkFirst Foundation (America Works)	45	89	127
Youth Employment Partnership (YEP)	31	25	47
Total	111	128	223
With probation records between 2007-2011	2010-11	2009-10	Either year
Total - all 4 programs	109	115	202
With nonzero hours in CitySpan	2010-11	2009-10	Either year
Total - VOABA, Goodwill, YEP	95		
With risk assessment scores from Probation	2007-2011		
Total - All Measure Y clients matched to Adult Probation records††	77		

CitySpan did include inmate numbers for former inmates in the California Department of Corrections and Rehabilitation (CDCR) and/or the California Youth Authority (CYA, now Department of Juvenile Justice, or DJJ). Unfortunately, despite repeated efforts, the evaluation team was not able to obtain data from CDCR or DJJ to match these clients.

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Appendix C: Matched Data Analysis Methodology and Sample Size

Clients with CDC/CYA inmate #s in CitySpan†	All			Not matched to Adult Probation		
	2010-11	2009-10	Either year	2010-11	2009-10	Either year
Volunteers of America, Bay Area (VOABA)	17	23	39	15	19	33
Goodwill Industries	57	38	93	24	31	53
WorkFirst Foundation (America Works)	87	147	224	47	76	119
Youth Employment Partnership (YEP)	0	0	0	0	0	0
Total	161	208	556	86	126	205

On Parole‡	2010-11	2009-10	Either year
Volunteers of America, Bay Area (VOABA)	22	32	52
Goodwill Industries	32	30	60
WorkFirst Foundation (America Works)	36	101	131
Youth Employment Partnership (YEP)	8	1	8
Total - all 4 programs	98	164	251

In order to evaluate the effect of these programs on clients' recidivism, the evaluation team analyzed post-service probation violations for all YARE clients who were on probation. The chart below shows changes in quarterly per-client violations for a sample of 94 clients who received any amount of service (as reflected in CitySpan) at some time during 2010-11. Only new felony and misdemeanor offenses are included (not technical violations of probation).

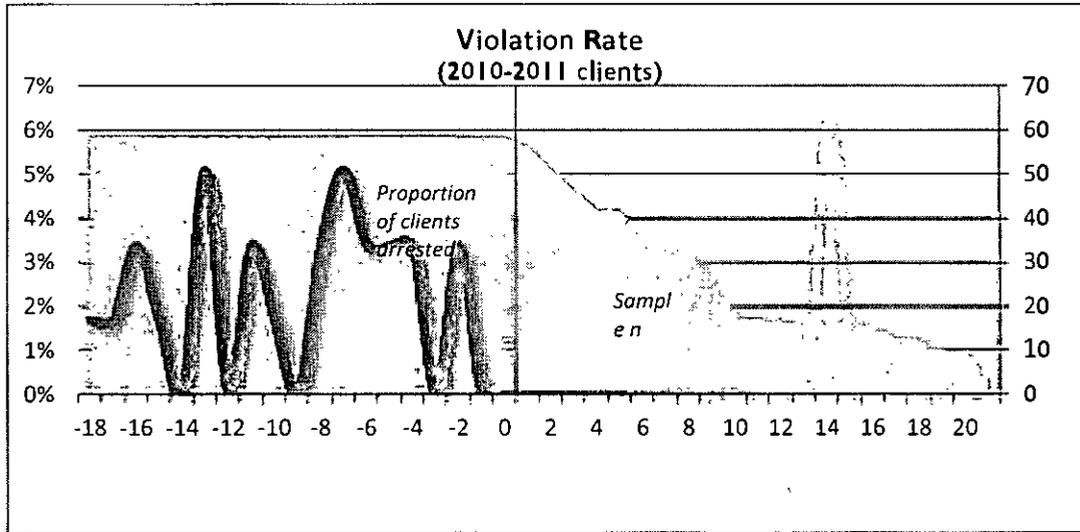
The sample for the first four quarters (9 months prior to and 3 months following first date of OMY service) consists of matched pairs. The decline in per-client arrests following entry into OMY service is statistically significant at the 95% confidence level.

A longitudinal analysis over a longer period of time shows similarly impressive outcomes, although the sample size decreases significantly as months since intake increase, limiting our ability to extrapolate from this data. The sample for this graph includes only those clients served in 2010-11 with non-zero service hours in CitySpan who participated in Young Adult Re-entry and Employment programs (excluding Project Choice). Units on the x axis are client-adjusted program months, with zero being the point of first service.

Qtr	Violation			
	rate	n	p	test type
3Q	0.16	94		N/A
2Q	0.11	94	0.26	1 tailed t, paired
1Q	0.09	94	0.38	1 tailed t, paired
Q1	0.00	94	0.04*	1 tailed t, paired
Q2	0.00	76		N/A
Q3	0.02	59		N/A

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Appendix C: Matched Data Analysis Methodology and Sample Size



The distribution of crime typology for probationers served by OMY is not statistically different from that of the overall population of adult probationer

Violations by Type Measure Y vs. Non-Measure Y Probationers, 2007-2011						
	Non-violent Part	Violent Part	Other	Total	sample_p	
Non Measure Y	1214	74	13085	14373	0.982366209	
Measure Y	19	3	236	258	0.017633791	
Total	1233	77	13321	14631		
						chi
exp_non-omy	1211.257535	75.64219807	13086.1	14373		square_omy
expected_omy	21.74246463	1.357801927	234.89973	258		0.310796526
Sample Proportions						
Non Measure Y	8.4%	0.5%	91.0%	1		
Measure Y	7.4%	1.2%	91.5%	1		

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Appendix D: Pre/Post Tests

Pre /Post Test Mean Scores by Outcome Area

	All Pre Tests		Clients with Pre and Post Tests		
	N	Pre	N	Pre	Post
Employment Outcomes					
Job Preparation and Readiness					
I know what job or career I want to pursue.	520	4.19	115	3.93	4.33
I am aware of the education and skills required for my desired career	516	4.16	110	3.9	4.25
I am aware of the requirements needed to complete school or obtain my GED.	1167	4.25	387	4.12	4.37
I would need a lot of help to prepare a competitive resume.	1015	3.47	308	3.56	3.21
I would need a lot of help to conduct a job search.	1025	3.51	313	3.57	3.23
I have practiced questions on an application or in a job interview.	1034	3.66	313	3.65	3.97
Referrals for Job Placement					
I have received a job referral(s) for a position I am <u>qualified</u> for.	702	3.24	232	3.37	3.94
I have received a job referral(s) for a position I am <u>interested</u> in.	695	3.19	232	3.31	3.89
The referral(s) I received resulted in an interview.	651	3.19	218	3.19	3.85
Confidence in ability to get and retain Jobs					
I am confident in my ability to <u>get</u> a job.	515	4.39	114	4.25	4.44
I am confident in my ability to <u>dress</u> appropriately for a job.	512	4.48	116	4.38	4.59
When I am at work I am confident I will act in a way that does not upset or offend anyone.	516	4.75	114	4.60	4.68
I am confident in my ability to <u>keep</u> a job.	514	4.63	114	4.59	4.68
School/Education Related Outcomes					
Educational Attainment					
I am aware of the requirements needed to complete school or obtain my GED.	1167	4.25	387	4.12	4.37
I plan to graduate from high school or get my GED.	590	4.39	205	4.27	4.52
I plan to go to college or continue my education.	571	4.08	185	3.98	4.3
Attitude Towards School					
I think education is important.	530	4.27	214	4.26	4.47
In general I like school.	529	3.56	215	3.5	3.94

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Appendix D: Pre/Post Tests

Getting good grades is important.	522	4.05	206	4.0	4.29
During the past month I always completed my homework.	480	3.43	168	3.33	3.76
Truancy and Disruptive Behavior at School					
During the past two months, I have...					
Been sent home from school for getting in trouble.	535	1.52	168	1.51	1.29
Been sent to the office or received detention for getting in trouble.	530	1.61	170	1.58	1.36
Skipped or cut classes.	533	2.13	178	2.08	1.85

Involvement in the Criminal Justice System

Compliance with Terms of Probation or Parole

I am confident in my ability to complete the terms of my probation or parole.	1140	4.20	384	4.24	4.16
I try to stay away from situations that will compromise the terms of my probation or parole.	1160	4.24	391	4.27	4.21

Law and Probation/Parole Violations

During the last two months I have been...					
Arrested or detained	1233	1.41	424	1.38	1.2
Arrested or detained for a violent offense	1040	1.15	379	1.17	1.08
Arrested or detained for a probation violation	1020	1.18	354	1.17	1.1

Pre /Post Test Mean Scores by Risk Factor

	All Pre Tests		Clients with Pre and Post Tests		
	N	Pre	N	Pre	Post
Anger Management Skills					
A lot of times I don't really think about the consequences before I react to a situation.	1034	2.86	306	3.08	2.70
When I am upset, it is very difficult for me to relax and calm down.	1034	2.95	311	3.12	2.93
Conflict Resolution Skills					
I know how to get myself out of dangerous situations without violence.	1285	3.92	467	3.86	4.09
In the past 30 days I have used conflict resolution skills.	690	3.58	185	3.49	3.72
Peer and Social Support					
The people I hang out with get into a lot of trouble.	1263	2.61	447	2.73	2.62

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Appendix D: Pre/Post Tests

Most of the people I hang out with aren't very responsible about school or their jobs. 1265 2.72 440 2.88 2.72

The people I hang out with help me when I'm having a hard time. 1289 3.82 464 3.75 3.73

Relationship with a Caring and Supportive Adult

In my home there is a parent/guardian or adult figure who expects me to follow the rules. 665 4.04 231 4.04 4.27

I receive help or support from at least one adult. 780 4.02 163 3.86 4.09

There is an adult in my life who believes I will be a success. 783 4.13 376 4.1 4.42

Risk Taking Activities

In the past 30 days, either I or someone that I hang out with...

Carried a weapon such as a gun, knife or club. 1144 1.41 388 1.41 1.24

Drank alcohol. 1187 1.72 401 1.7 1.6

Used illegal drugs. 1162 1.67 396 1.71 1.54

Risk for Victimization

During the past 30 days, I have...

Been threatened or injured with a weapon (gun, knife, etc.). 520 1.28 205 1.26 1.12

Been pushed, shoved, slapped, hit, or kicked by someone who wasn't just kidding around. 524 1.32 208 1.25 1.15

Had my property stolen or deliberately damaged, such as my car, clothing, or books. 522 1.33 207 1.23 1.15

Stable Housing

I have a stable living situation. 1246 3.77 453 3.74 3.92

I don't always feel safe living in my home. 1202 2.45 414 2.5 2.4

Resiliency

I don't always feel optimistic about my future. 1269 3.9 455 3.02 2.8

I am not always able to stay calm when life gets stressful. 1278 3.12 401 3.2 2.89

I am able to walk away when friends and associates are pushing me towards trouble. 1276 3.91 460 3.84 4.08

Awareness of Community Resources

I know about the services offered in my neighborhood and in Oakland

Health 1233 3.73 460 3.66 4.23

Employment 1236 3.53 461 3.46 4.15

Financial 1213 3.48 442 3.23 3.91

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Appendix D: Pre/Post Tests

Legal	1215	3.32	446	3.23	4.01
Costs prevent me from accessing services, even when I need them.	1158	3.37	418	3.44	3.68

Pre/Post Outcome Analysis by Question

	% With Positive Outcome	% With Neutral Outcome	% With Negative Outcome
Employment Outcomes			
Job Preparation and Readiness			
I know what job or career I want to pursue.	77%	3%	20%
I am aware of the education and skills required for my desired career.	77%	2%	21%
I would need a lot of help to prepare a competitive resume.	46%	14%	39%
I would need a lot of help to conduct a job search.	46%	14%	39%
I have practiced questions on an application or in a job interview.	77%	4%	19%
Referrals for Job Placement			
I have received a job referral(s) for a position I am <u>qualified</u> for.	75%	8%	17%
I have received a job referral(s) for a position I am <u>interested</u> in.	76%	7%	17%
The referral(s) I received resulted in an interview.	70%	11%	19%
Confidence in ability to get and retain Jobs			
I am confident in my ability to <u>get</u> a job.	79%	1%	20%
I am confident in my ability to <u>dress</u> appropriately for a job.	83%	1%	16%
When I am at work I am confident I will act in a way that does not upset or offend anyone.	85%	0%	15%
I am confident in my ability to <u>keep</u> a job.	83%	0%	17%
School/Education Related Outcomes			
Educational Attainment			
I am aware of the requirements needed to complete school or obtain my GED.	77%	2%	21%
I plan to graduate from high school or get my GED.	92%	0%	8%
I plan to go to college or continue my education.	78%	5%	17%
Attitude Towards School			
I think education is important.	94%	1%	5%

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Appendix D: Pre/Post Tests

In general I like school.	79%	10%	11%
Getting good grades is important.	88%	3%	9%
During the past month I always completed my homework.	69%	10%	21%
Truancy and Disruptive Behavior at School			
During the past two months, I have...			
Been sent home from school for getting in trouble.	87%	2%	11%
Been sent to the office or received detention for getting in trouble.	85%	1%	14%
Skipped or cut classes.	27%	44%	29%

Involvement in the Criminal Justice System

Compliance with Terms of Probation or Parole

I am confident in my ability to complete the terms of my probation or parole.	76%	4%	20%
I try to stay away from situations that will compromise the terms of my probation or parole.	78%	4%	18%
Law and Probation/Parole Violations			
During the last two months i have been...			
Arrested or detained	91%	1%	8%
Arrested or detained for a violent offense	95%	0%	5%
Arrested or detained for a probation violation	94%	0%	6%

Comparison Of Pre/Post Mean Scores by Outcome Area 2009-10 & 2010-11

	2009-10			2010-11		
	N	Pre	Post	N	Pre	Post
Employment Outcomes						
Job Preparation and Readiness						
I know what job or career I want to pursue.	70	3.77	4.34	45	4.18	4.31
I am aware of the education and skills required for my desired career.	65	3.8	4.32	45	4.04	4.13
I am aware of the requirements needed to complete school or obtain my GED.	208	4.02	4.29	179	4.23	4.46
I would need a lot of help to conduct a competitive resume.	179	3.63	3.17	129	3.47	3.26
I would need a lot of help to conduct a competitive job search.	187	3.6	3.25	126	3.52	3.19
I have practiced questions on an application or in a job interview.	185	3.57	3.91	128	3.76	4.05

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Appendix D: Pre/Post Tests

Referrals for Job Placement

I have received a job referral(s) for a position I am <u>qualified</u> for.	105	3.44	3.92	127	3.31	3.94
I have received a job referral(s) for a position I am <u>interested</u> in.	108	3.31	3.95	124	3.31	3.84
The referral(s) I received resulted in an interview.	100	3.34	4.01	118	3.07	3.72

Confidence in Ability to Get and Retain Jobs

I am confident in my ability to <u>get</u> a job.	68	4.19	4.47	46	4.35	4.39
I am confident in my ability to <u>dress</u> appropriately for a job.	69	4.25	4.67	47	4.57	4.47
When I am at work I am confident I will act in a way that does not upset or offend anyone.	68	4.51	4.71	46	4.72	4.63
I am confident in my ability to <u>keep</u> a job.	68	4.56	4.72	46	4.63	4.63

School/Education Related Outcomes

Educational Attainment

I am aware of the requirements needed to complete school or obtain my GED.	208	4.02	4.29	179	4.23	4.46
I plan to graduate from high school or get my GED.	123	4.31	4.49	82	4.21	4.57
I plan to go to college or continue my education.	100	3.95	4.23	85	4.02	4.39

Attitude Towards School

I think education is important.	128	4.26	4.43	86	4.27	4.52
In general I like school.	127	3.4	3.87	88	3.65	4.05
Getting good grades is important to me.	122	3.99	4.21	84	4.01	4.4
During the past month I always completed my homework.	98	3.32	3.65	70	3.36	3.91

Truancy and Disruptive Behavior at School

During the past two months I have...						
Been sent home from school for getting in trouble.	101	1.45	1.24	67	1.6	1.37
Been sent to the office or received detention for getting in trouble.	102	1.53	1.28	68	1.66	1.47
Skipped or cut classes.	107	2.11	2.07	71	2.04	1.52

Involvement in the Criminal Justice System

Compliance with Terms or Probation or Parole

I am confident in my ability to complete the terms of my probation or parole.	177	4.15	4.14	207	4.24	4.17
I try to stay away from situations that will compromise the terms of my probation or parole.	184	4.18	4.16	207	4.34	4.26

Law and Probation/Parole Violations

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Appendix D: Pre/Post Tests

During the last two months I have been...

Arrested or detained.	227	1.48	1.22	197	1.25	1.19
Arrested or detained for a violent offense.	195	1.16	1.08	184	1.1	1.08
Arrested or detained for a probation violation.	181	1.22	1.12	173	1.11	1.09

Comparison Of Pre/Post Mean Scores by Risk Factor 2009-10 & 2010-11

	2009-10			2010-11		
	N	Pre	Post	N	Pre	Post
Anger Management Skills						
A lot of times I don't really think about the consequences before I react to a situation.	182	3.24	2.8	124	2.85	2.56
When I am upset, it is very difficult for me to relax and calm down.	181	3.18	2.94	130	3.03	2.91
Conflict Resolution Skills						
I know how to get myself out of dangerous situations without violence.	250	3.77	4.12	217	3.96	4.06
In the past 30 days I have used conflict resolution skills.	99	3.48	3.73	86	3.5	3.71
Peer and Social Support						
The people I hang out with get into a lot of trouble.	240	2.88	2.61	207	2.55	2.63
Most of the people I hang out with aren't very responsible about school or their jobs.	236	3.01	2.75	204	2.73	2.69
The people I hang out with help me when I am having a hard time.	252	3.64	3.81	212	3.88	3.63
Relationship with a Caring and Supportive Adult						
In my home there is a parent/guardian or adult figure who expects me to follow the rules.	140	3.91	4.19	91	4.24	4.38
I receive help or support from at least one adult.	198	3.96	4.37	176	3.91	4.31
There is an adult in my life who believes I will be a success.	198	4.11	4.44	178	4.1	4.4
Risk Taking Activities						
In the past 30 days, either I or someone that I hang out with...						
Carried a weapon such as a gun, knife or club.	209	1.4	1.25	179	1.42	1.22
Drank alcohol.	215	1.74	1.59	186	1.65	1.74
Used illegal drugs.	212	1.75	1.55	184	1.66	1.53
Risk for Victimization						
During the past 30 days, I have...						

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Appendix D: Pre/Post Tests

Been threatened or injured with a weapon (gun, knife, etc.).	169	1.16	1.3	75	1.2	1.16
Been pushed, shoved, slapped, hit, or kicked by someone who wasn't just kidding around.	129	1.22	1.15	79	1.3	1.15
Had my property stolen or deliberately damaged, such as my car, clothing, or books.	129	1.25	1.16	78	1.21	1.13

Stable Housing

I have a stable living situation.	237	3.73	3.86	216	3.75	3.98
I don't always feel safe living in my own home.	218	2.54	2.4	196	2.44	2.4

Resiliency

I don't always feel optimistic about my future.	245	3.15	2.9	210	2.86	2.69
I am not always able to stay calm when life gets stressful.	250	3.24	2.81	211	3.15	2.98
I am able to walk away when friends and associates are pushing me towards trouble.	247	3.72	4.04	213	3.98	4.12

Awareness of Community Resources

I know about the services offered in my neighborhood and in Oakland.						
Health	247	3.39	4.17	213	3.97	4.29
Employment	251	3.18	4.09	210	3.81	4.21
Financial	235	2.97	3.92	207	3.52	3.91
Legal	245	2.96	3.98	201	3.57	4.04
Costs prevent me from accessing services, even when I need them.	225	3.31	3.58	193	3.59	3.8

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Appendix E: List of Measure Y Street Outreach Target Offenses

Measure Y Street Outreach Target Offenses

PC187	Murder
PC211	Robbery – With Weapon
PC212.5	Robbery/ATM – With Weapon
PC215	Carjacking
PC245	Assault with Firearm
PC246	Shooting at an Inhabited Vehicle/Dwelling, etc.
PC247(A)	Shooting at an unoccupied Aircraft
PC261	Rape



measure
Y
for a safe
Oakland

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