

14 APR 24 PM 3:39

CITY OF OAKLAND



ONE FRANK OGAWA PLAZA • 2ND FLOOR • OAKLAND, CALIFORNIA 94612

Noel Gallo

(510) 238-7005

City Council Member, District 5

FAX: (510) 238-6129

TTY/TDD (510) 839-6451

TO: Members of the Public Safety Committee
FROM: Councilmember Noel Gallo, Chair of PSC
DATE: April 29, 2014

RE: PSC Agenda Item #4: Informational Report On Public Safety Ballot Measures - Supplemental

Dear Council Colleagues,

To date I have endeavored to facilitate a discussion which would inform the development of a safety and services ballot measure. Staff worked to be responsive to the committee's request for information which would aid in the discussion of this important policy. To date staff has brought the committee agenda items to help inform this committee about programs and strategies that have yielded results and upon which we might build our continued success with a new safety and services ballot measure. As we continue to move towards the development of ballot measure language, we must review the information received and begin to turn the discussion towards building on our successes.

REVIEW OF DISCUSSION TO DATE

On March 11, 2014 the Public Safety Committee (PSC) received an explanation of the current Measure Y with Measure BB amendments which provided for the collection of dedicated parcel taxes and a parking tax surcharge to fund police staffing, enhance fire safety, and expand violence prevention programs. The services provided by the measure undergo an annual evaluation by an independent third party auditor followed by a review of the audit by the Measure Y Oversight Committee. Measure Y passed in 2004 with 70 percent of the vote. The taxes became effective in January 2005 and expire in January 2015.

The City currently collects a parcel tax at an annual rate of \$97.62 (as of 2014) and collects a parking surcharge on commercial lots of 8.5 percent. In total, the City collects approximately \$21.1 million annually for Measure Y and provides approximately a \$2.2 million General Purpose Fund transfer and staff support to subsidize Measure Y in order to fund all required services outlined in the measure. The

Item: 4
PSC Comte.
April 29, 2014

funding is split between services for community policing, emergency response (Fire Department), and prevention and intervention services through Human Services and community partners.

On March 25, 2014 the PSC received information from Research Development Associates (RDA) regarding Oakland Unite (Measure Y) initiatives and their successes, as well a report on the Ceasefire Initiative and its impact on violent crime within the last year. The report on the Ceasefire Strategy provided an update after 15 months of implementation. Throughout the implementation period staff reported seeing a significant decline in homicides and shootings. The 2013 calendar year ended with a 28% reduction in homicides and a 16% reduction in shootings. Staff informed us that they had made many organizational adjustments and partnered extensively with the faith-based community, Oakland Unite funded service providers, and outside law enforcement agencies. Through the program, the City and all partners gained a tremendous amount of knowledge about shootings and homicides in Oakland, which is the focus of this strategy (highlighted in the problem & opportunity analysis section of the report). The report provided a roadmap of where the City is going and the challenges moving forward, which included funding gaps.

The Informational Report and Presentation from RDA regarding the Fiscal Year 2012-2013 Oakland Unite (Measure Y) Violence Prevention Programs presented key findings in the areas of the Oakland Unite Initiative, Violence Prevention Strategies, and Oakland Unite Programs. RDA looked back at the successes and challenges of Oakland Unite Initiatives over the last decade and found that the 13 Oakland Unite violence prevention strategies provide a wide array of programs and services to a variety of populations at risk for being victims and perpetrators of violent crime. The major successes identified of the Oakland Unite initiative and of the violence prevention strategies include but were not limited to:

- Increasingly more responsive funding strategies to the City's changing violence prevention needs;
- Fostered development of a coordinated infrastructure for violence prevention
- Evidence-based practices: Several Oakland Unite strategies are themselves recognized as evidence based practices, including the Highland Hospital Intervention strategy, provided by YouthALIVE's Caught in the Crossfire program, and the Project Choice strategy, provided by The Mentoring Center and Volunteers of America Bay Area. Beyond these strategies, there is wide variation in knowledge about the use of evidence-based practices across different strategies and agencies. Programs that have been funded through Oakland Unite for several years tend to have greater proficiency in EBPs.

The key strengths of the Oakland Unite violence prevention strategies include but are not limited to:

- All of the violence prevention strategies provide intensive services to high risk/high need clients who might not receive services otherwise
- Both within and across the violence prevention strategies, there is a high level of coordination and communication between different service providers, and between Oakland Unite providers and City and County agencies (e.g., the Oakland Unified School District (OUSD) and the Alameda County Probation Department (ACPD))

Challenges included: Oakland Unite has too few resources to meet the City's needs; Competing priorities from different stakeholders have hindered the City's ability to develop and maintain a consistent vision and effort.

The Oakland Unite violence prevention strategies face the following challenges: There are limited resources to help clients address basic needs; in particular, there is a scarcity of safe, affordable, stable housing for clients, including shelters or other housing for survivors of domestic violence; transitional housing for individuals coming out of prison or jail; and housing for youth and transition-age youth, including sexually exploited minors. In addition, there are limited external services, such as substance abuse treatment and anger management programs, to help Oakland Unite clients address their rehabilitative needs. Lastly, the limited resources have led to an environment where priorities from different stakeholders have hindered the City's ability to develop and maintain a consistent vision and effort.

The report included an analysis of juvenile probation clients' justice-system involvement prior to and following their enrollment in Oakland Umte programs. Across all programs included in the analysis, RDA found extremely impressive results. In particular: significantly fewer clients were arrested or adjudicated delinquent following Oakland Unite program participation than before; clients who were arrested and/or adjudicated delinquent after starting an Oakland Unite program tended to be arrested and/or adjudicated for less serious offenses than those they previously committed. In particular, these youth were much less likely to be arrested and/or adjudicated for a violent offense after participating in an Oakland Unite program than before.

On April 8, 2014 the PSC received an Informational Report on the City wide investments in Public Safety Initiatives. This report provided a summary of a report from Safe Passages which synthesized over 30 different reports commissioned by the City over the past ten years that revolve around Public Safety. The report was designed to provide this committee with high level overview of the investments to date.

The PSC also received an Informational presentation on the results of a poll conducted by the City's consultant hired to provide professional services to assist with the ballot measure development, community engagement, and polling and data analysis. The polling PowerPoint presentation shown at that meeting is attached to this report. The poll, which built upon the findings of a previous community poll, found City of Oakland residents to be overwhelmingly willing to continue to pay the current tax rate towards a safety and services measure. The poll evaluated voter opinions regarding continuing the existing tax rate or voter tolerance for an increased tax rate, and gauged reaction to some key programs and services that could be included in a measure.

Previous polling conducted by community stakeholders showed that a new measure should focus on outcomes (reducing violent crime and gun violence, improving 9-1-1 response times, etc.). This polling was used in the priorities for the recent poll conducted. The polling also researched why the community would or would not support the ballot measure.

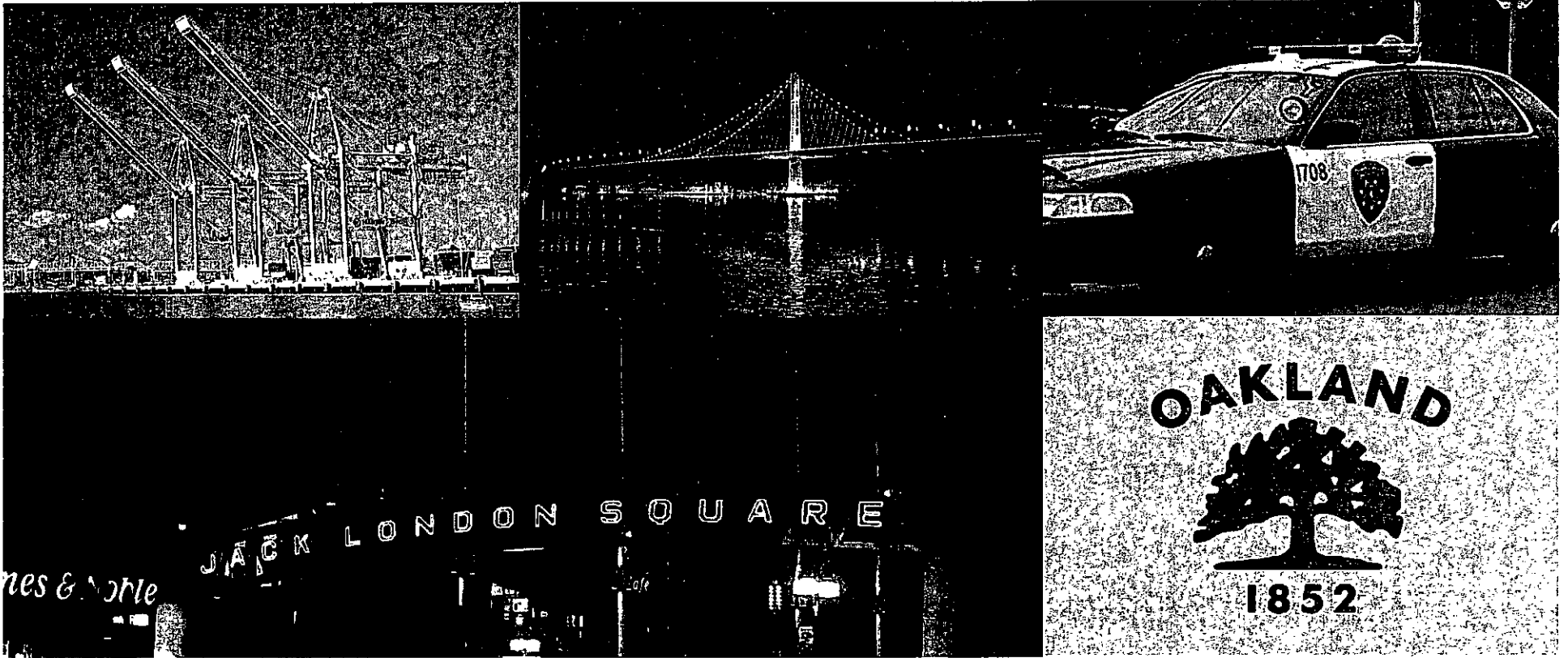
STEPS TOWARDS A NEW SAFETY AND SERVICES MEASURE:

PSC will continue ongoing discussions with the community about the content of a new measure.

ATTACHMENTS:

Attachment 1: Poll results PowerPoint

Item: 4
PSC Comte.
April 29, 2014



MARKET
& OPINION
RESEARCH
SERVICES

Telephone Survey of Likely November
2014 Oakland Voters regarding potential
Safety & Service Parcel Tax
Conducted for: The City of Oakland
March, 2014

Methodology

- ▶ Telephone survey of Likely November 2014 Voters in the City of Oakland
- ▶ Interviewing conducted March 16-March 23, 2014
- ▶ 604 total interviews; Margin of Error = ± 3.99 pts
 - 302 interviews per split sample (MoE ± 5.67 pts)
- ▶ Interviewing conducted by trained, professional interviewers In English, Spanish, and Chinese

Please note that due to rounding, some percentages may not add up to exactly 100%.



Split Sample Methodology

In order to compare support for a potential renewal with no tax increase and a potential renewal with a flat dollar amount increase (\$98), we used a split-sample methodology whereby half of respondents (302) heard one potential renewal with no tax increase throughout the survey and the other half (302) heard the potential renewal with the \$98 tax increase. This allowed us to obtain an unbiased read on support for each renewal scenario. Respondents were randomly assigned into one of two groups (Sample A or Sample B). Both groups are demographically and geographically representative of likely voters in the District.

Please note that due to rounding, some percentages may not add up to exactly 100%

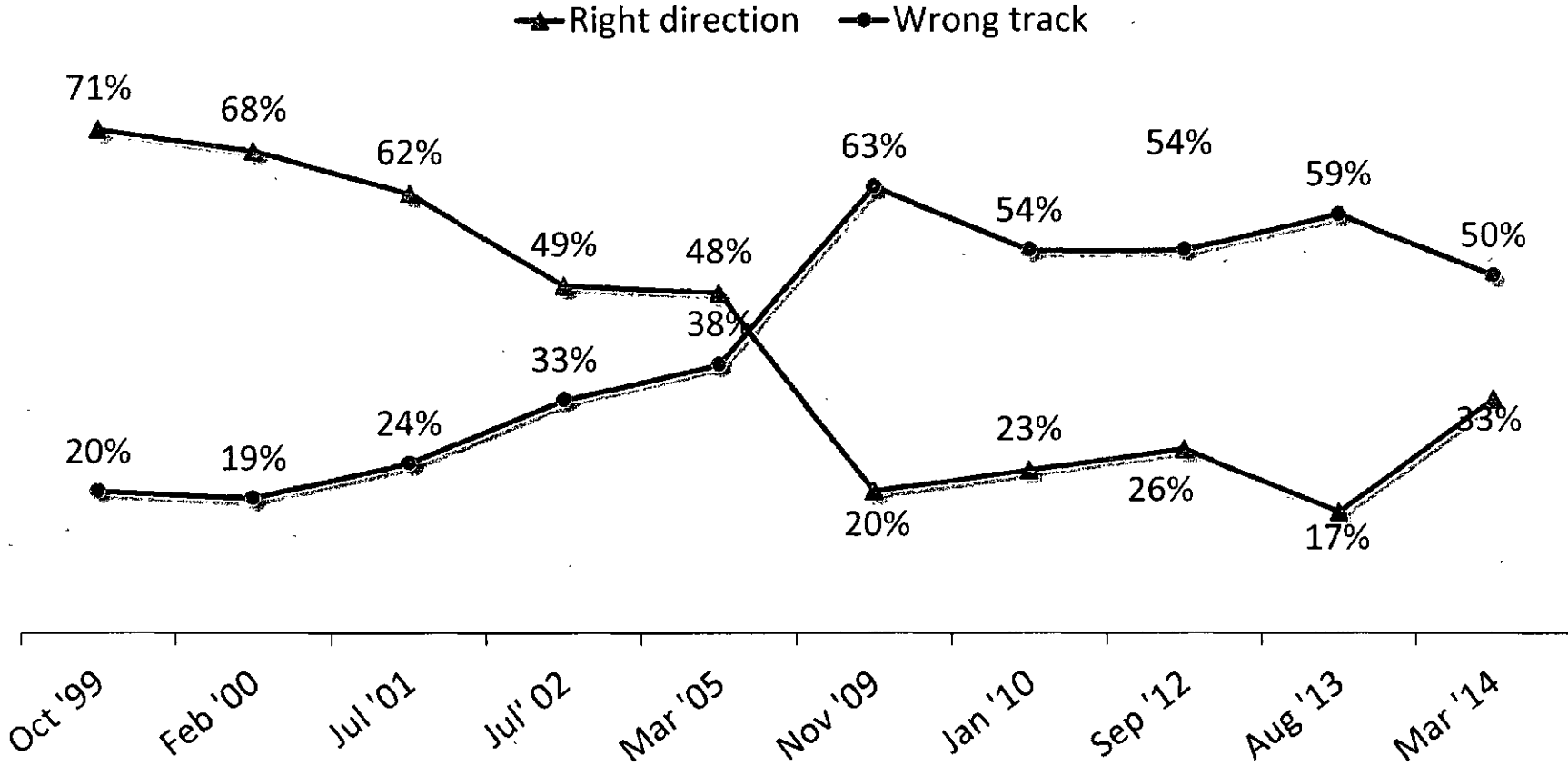


Key Findings

- ▶ Oakland voters are supportive of a safety and service parcel tax that will provide continued funding of Measure Y programs without a tax increase.
- ▶ Support for this type of measure is high throughout the city and with various demographic groups.
- ▶ Reducing gun violence, support for at risk youth and increasing high school graduation rates are especially important to voters.

City of Oakland: Right Direction/Wrong Track Over Time

Voter optimism continues to be low, but may be on an upswing.



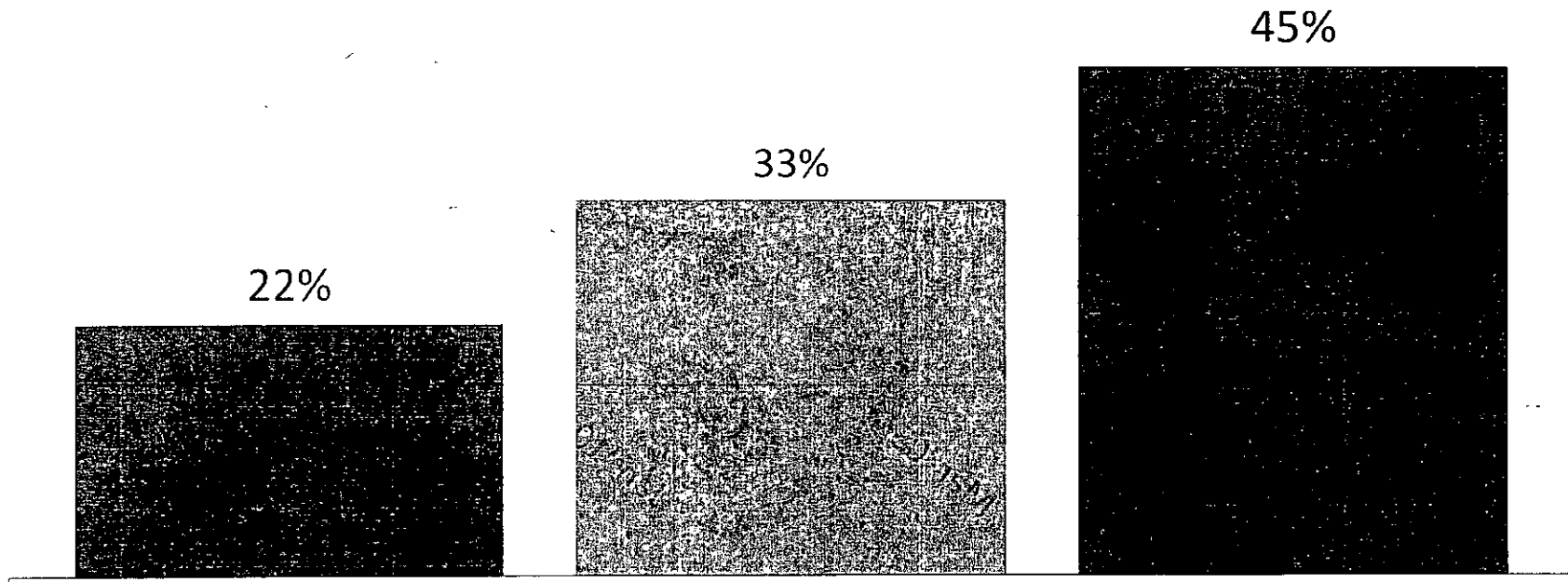
Q4. Do you think things in the City of Oakland are generally going in the right direction, or do you feel that things are pretty seriously off on the wrong track? **Source: Previous data from past EMC polling in Oakland**



City of Oakland: Safer or Less Safe than a Year or Two Ago

Nearly one-half of voters feel less safe than they did a year or two ago

■ Safer ■ Don't know/Same ■ Less Safe



Q5. Would you say you feel safer today in Oakland than you did a year or two ago, or would you say you feel less safe?



Ballot Question Wording

Sample A:

To reduce gun violence, robberies, and homicides, improve 911 response times, and increase high-school graduation rates, shall the City of Oakland improve police and emergency response services and provide proven community programs, including dropout prevention, crisis intervention, job training/placement and support for at-risk youth, by collecting a surcharge on parking lots and a parcel tax subject to annual performance and financial audits monitored by a citizens oversight committee?

If the election were held today, would you vote "Yes" to approve or "No" to reject the measure?

Sample B:

***Without increasing current tax rates**, to reduce gun violence, robberies, and homicides, improve 911 response times, and increase high-school graduation rates, shall the City of Oakland provide improved police and emergency response services and proven community programs, including dropout prevention, crisis intervention, job training/placement and support for at-risk youth, by **continuing to collect** a surcharge on parking lots and a parcel tax subject to annual performance and financial audits monitored by a citizens oversight committee?*

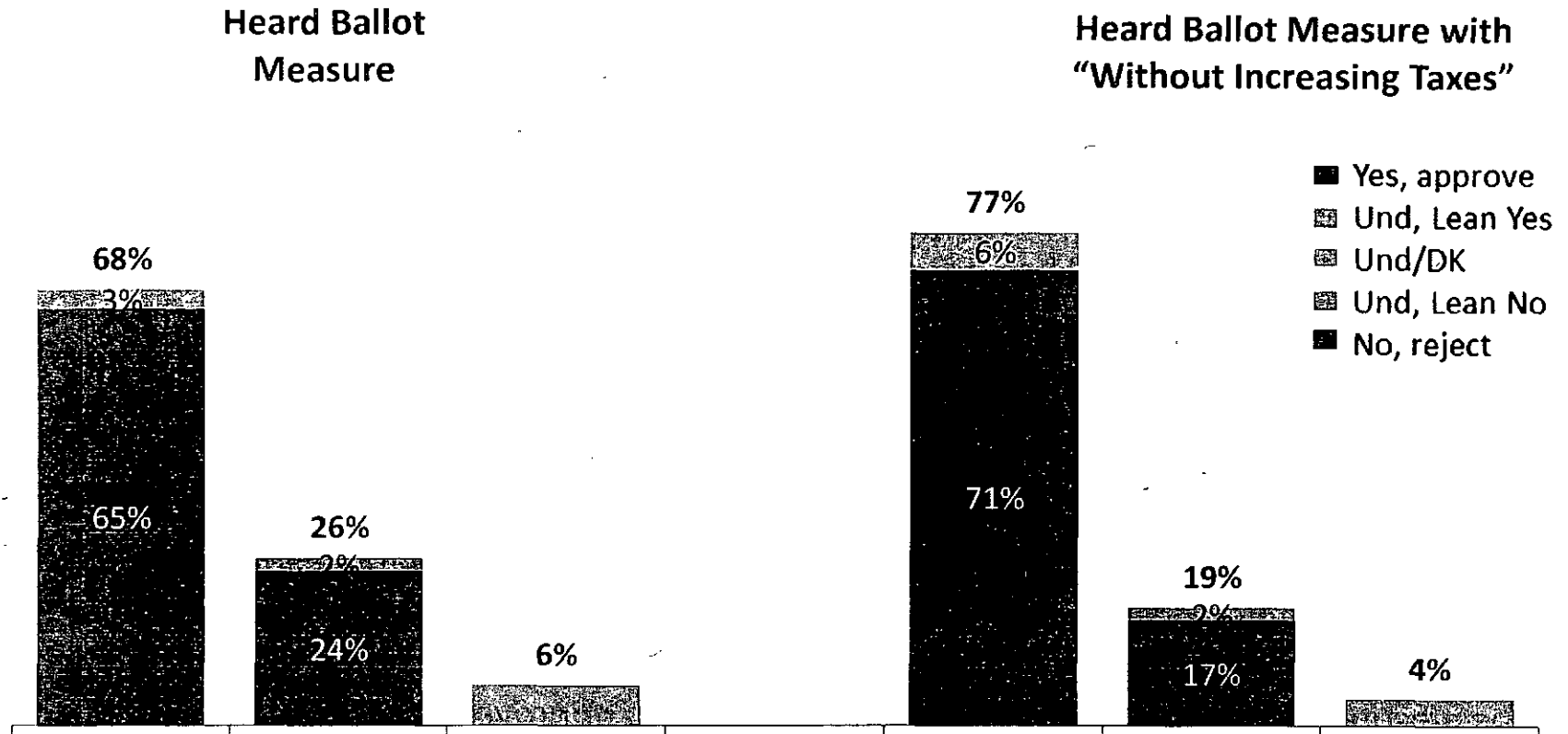
If the election were held today, would you vote "Yes" to approve or "No" to reject the measure?



Initial Vote

There is strong support for a Safety & Service parcel tax generally, but including "without increasing taxes" nets support solidly above a super majority.

Initial Vote Heard No Dollar Amount



Q6, Q9, Q10 [SAMPLE A] Knowing this, if this measure were on the ballot today, would you vote yes to approve it or no to reject it?

Q11, Q14, Q15 [SAMPLE B] Knowing this, if this measure were on the ballot today, would you vote yes to approve it or no to reject it?



Vote Reasoning

General tax aversion and wanting more information are top reasons for voting no/undecided

Reasons to Vote No	%
Against raising taxes	16%
Taxes are high enough	15%
The city does not spend the money wisely	15%
This is not the solution	14%
Need to know more about the measure before I can form my opinion	14%
There are other/better ways to raise the money	7%
Trying to solve too many problem with one measure	5%
Leaders are dishonest	4%
Other	9%

Reasons Undecided	%
Need to know more about the measure before I can form my opinion	74%
I agree with some of it, disagree with other parts	8%
Depends on exactly how much money	5%
Things don't seem to get better	2%
Other	8%
Don't know	4%

Q7. Why are you likely to vote No on this measure?

Q8. Why are you Undecided on this measure?

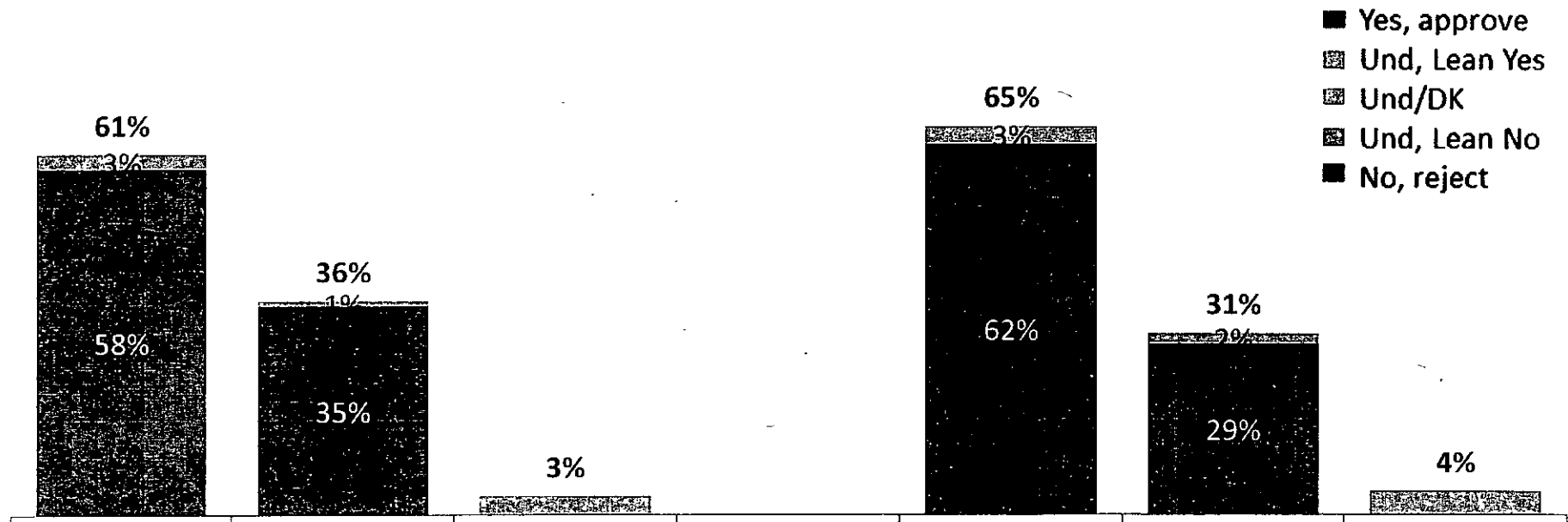


Vote After Cost

Support for a measure decreases after voters hear cost

This public safety and violence prevention measure includes an annual parcel tax that would increase homeowner taxes by \$98 per year or about \$8 dollars a month.

This public safety and violence prevention measure includes an annual parcel tax which will cost homeowners in Oakland about \$98 a year, or \$8 dollars a month.



Q6, Q9, Q10 [SAMPLE A] Knowing this, if this measure were on the ballot today, would you vote yes to approve it or no to reject it?

Q11, Q14, Q15 [SAMPLE B] Knowing this, if this measure were on the ballot today, would you vote yes to approve it or no to reject it?

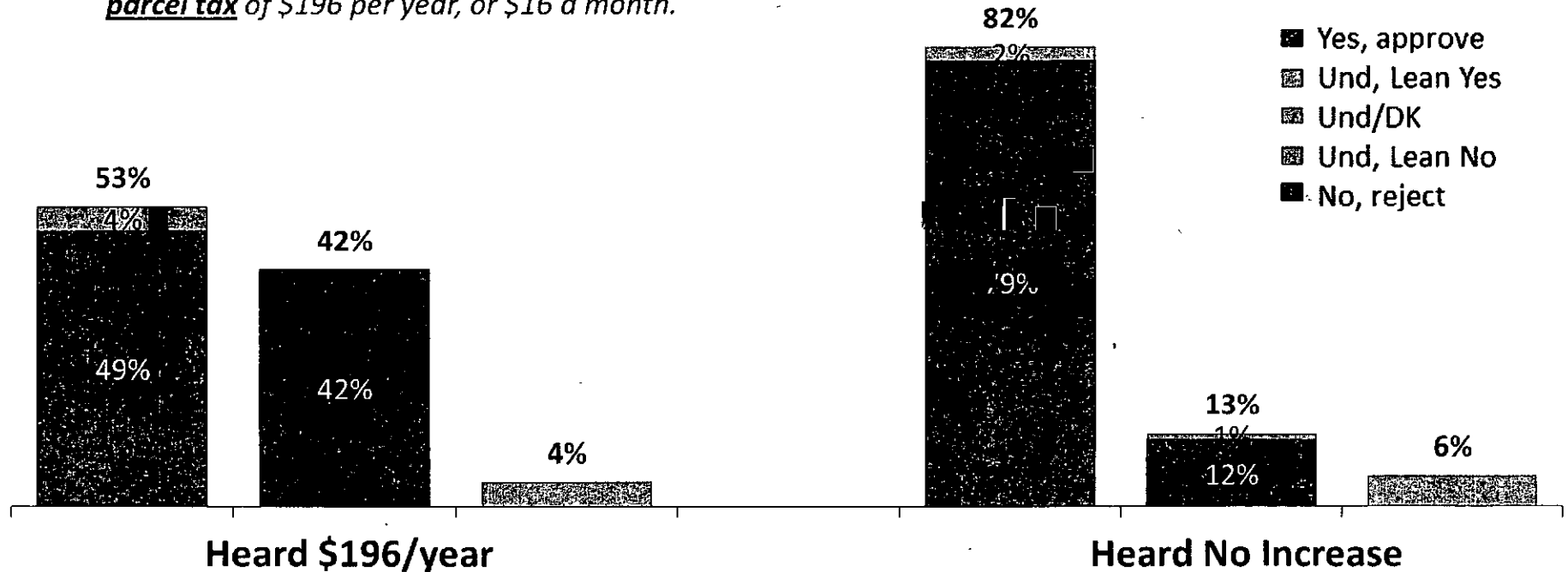


Vote After Cost Explanation

Voters are overwhelmingly positive about a proposed safety and service measure that does not increase tax rates.

Homeowners are currently paying about \$98 per year for a public safety and violence prevention measure that voters approved in 2004. That measure will expire and the tax will end. This new measure will authorize a new parcel tax of \$196 per year, or \$16 a month.

Because this measure will replace an expiring public safety measure that voters approved in 2004, there is no increase in the parcel tax rate.



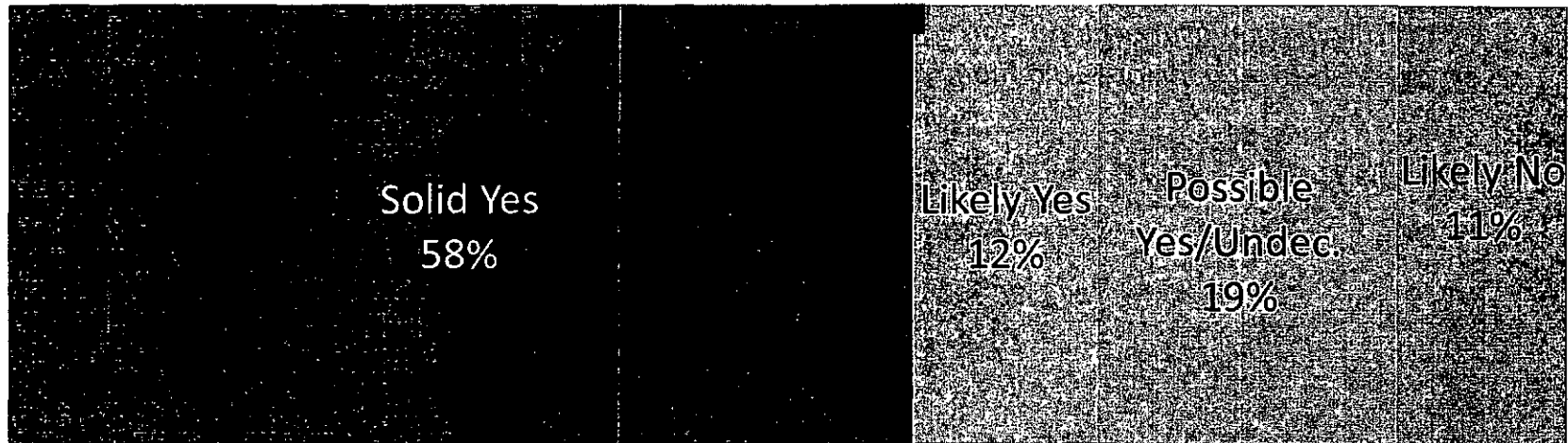
Q6, Q9, Q10 [SAMPLE A] Knowing this, if this measure were on the ballot today, would you vote yes to approve it or no to reject it?

Q11, Q14, Q15 [SAMPLE B] Knowing this, if this measure were on the ballot today, would you vote yes to approve it or no to reject it?



Voter Segmentation – No Tax Rate Increase

Segmentation based on responses to vote questions.



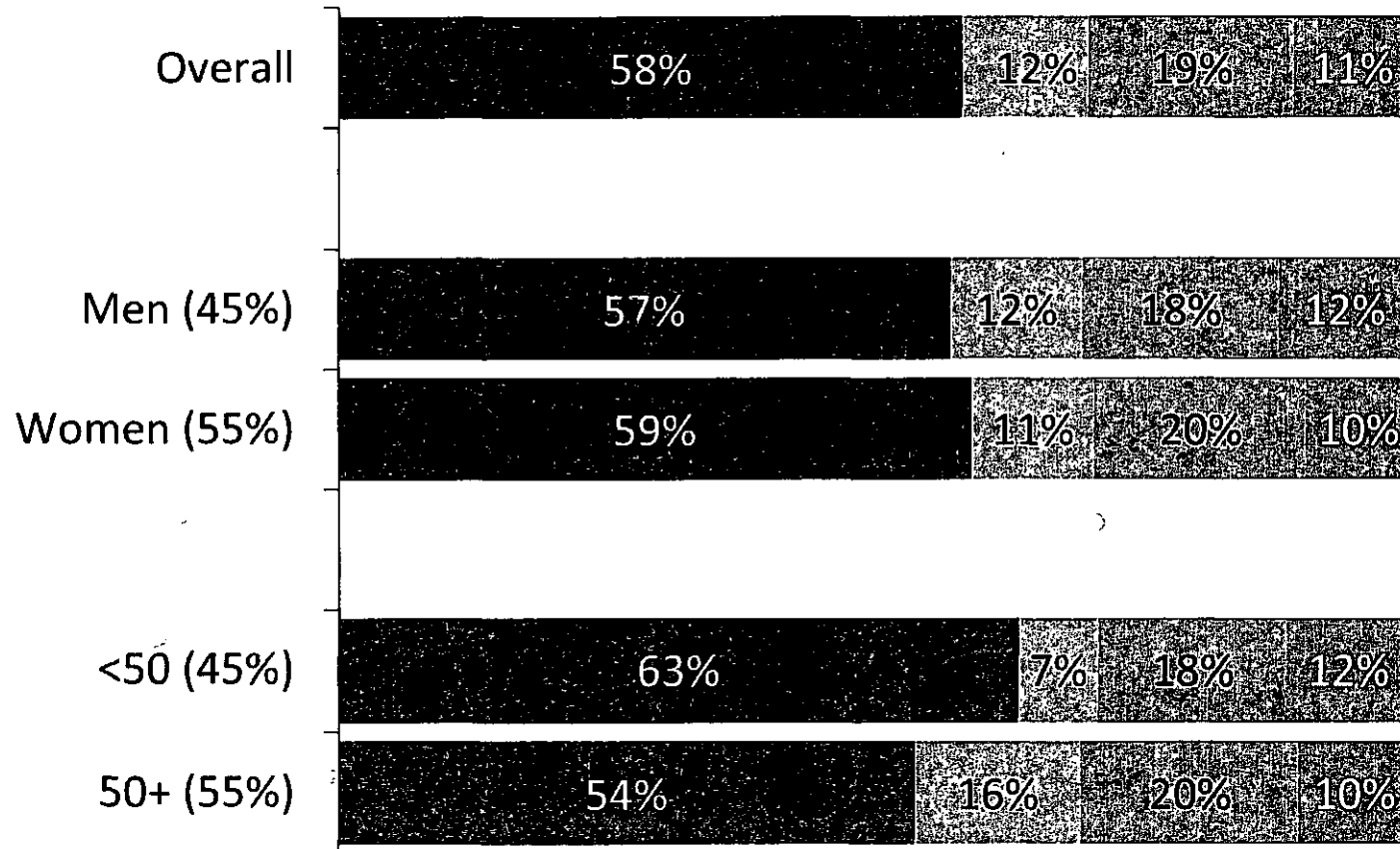
Sample B only (n=300)



Vote Segmentation by Gender and Age Split

Younger voters are more supportive. Older voters are moved by information about no cost

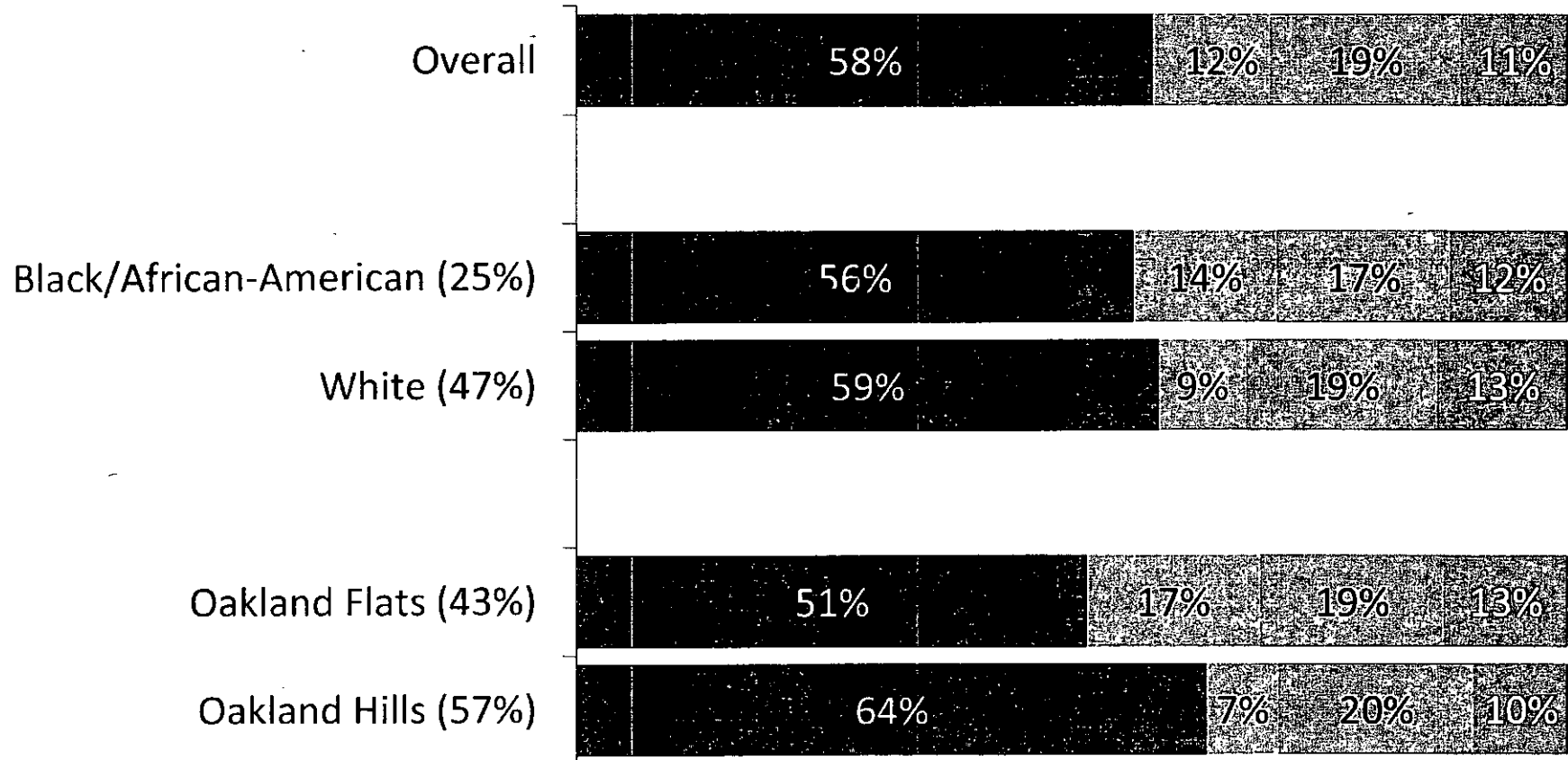
Solid Yes
 Likely Yes
 Possible Yes/Undec.
 Likely No



Vote Segmentation by Self-ID race and Geography

There is strong support from throughout the city.

Solid Yes
 Likely Yes
 Possible Yes/Undec.
 Likely No





MARKET
& OPINION
RESEARCH
SERVICES

Priorities

Modified Pairwise Comparison Testing

Every respondent was read the same fifteen lists of four items. For each list of four services, the respondents were asked to choose the **one** most important item from that list.

- 15 questions total
- Each item appeared 10 times
- Both question order, and the order of items within each question were randomized

This enabled a comparison of all six items, while significantly reducing respondent burden by not asking 36 separate questions comparing only two items at a time.

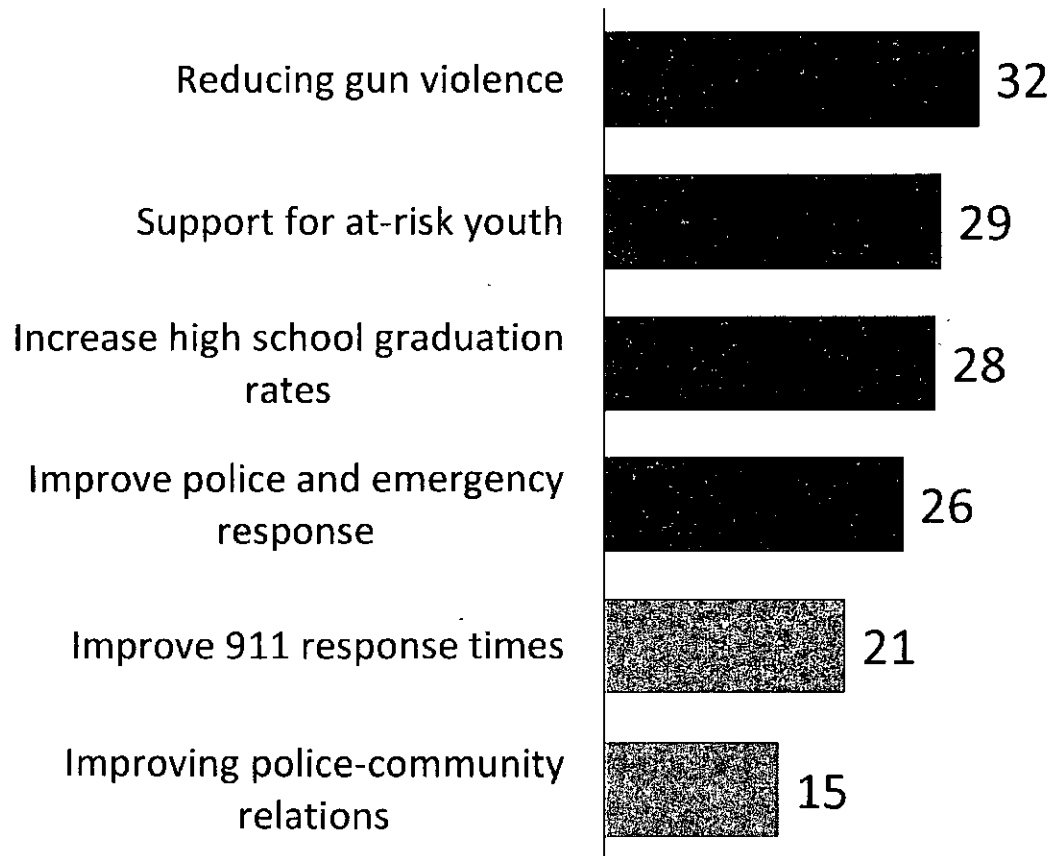
Priority Items

1. Reducing gun violence
2. Improve 911 response times
3. Increase high school graduation rates
4. Improve police and emergency response
5. Support for at-risk youth
6. Improving police-community relations



Priority Ranking Scores - Overall

Although all items mentioned are important, reducing gun violence, support for at risk youth, and graduation rates get the most intensity when put against each other.



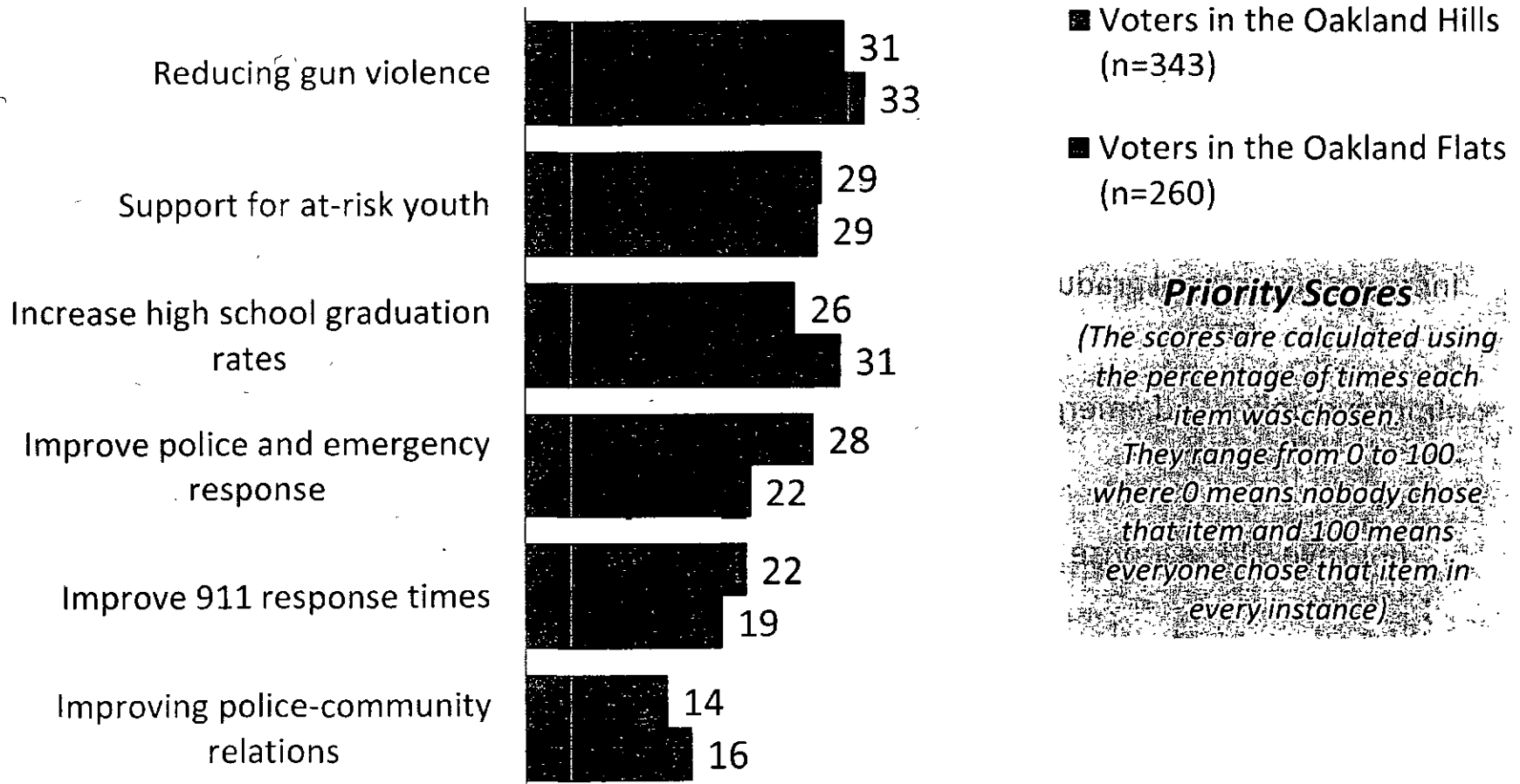
Priority Scores
(The scores are calculated using the percentage of times each item was chosen. They range from 0 to 100 where 0 means nobody chose that item and 100 means everyone chose that item in every instance)

Q16-Q30. Of the four things I just read you, which one would be your highest priority for funding?



Priority Ranking Scores by Geography

Voters throughout the city have fairly similar priorities



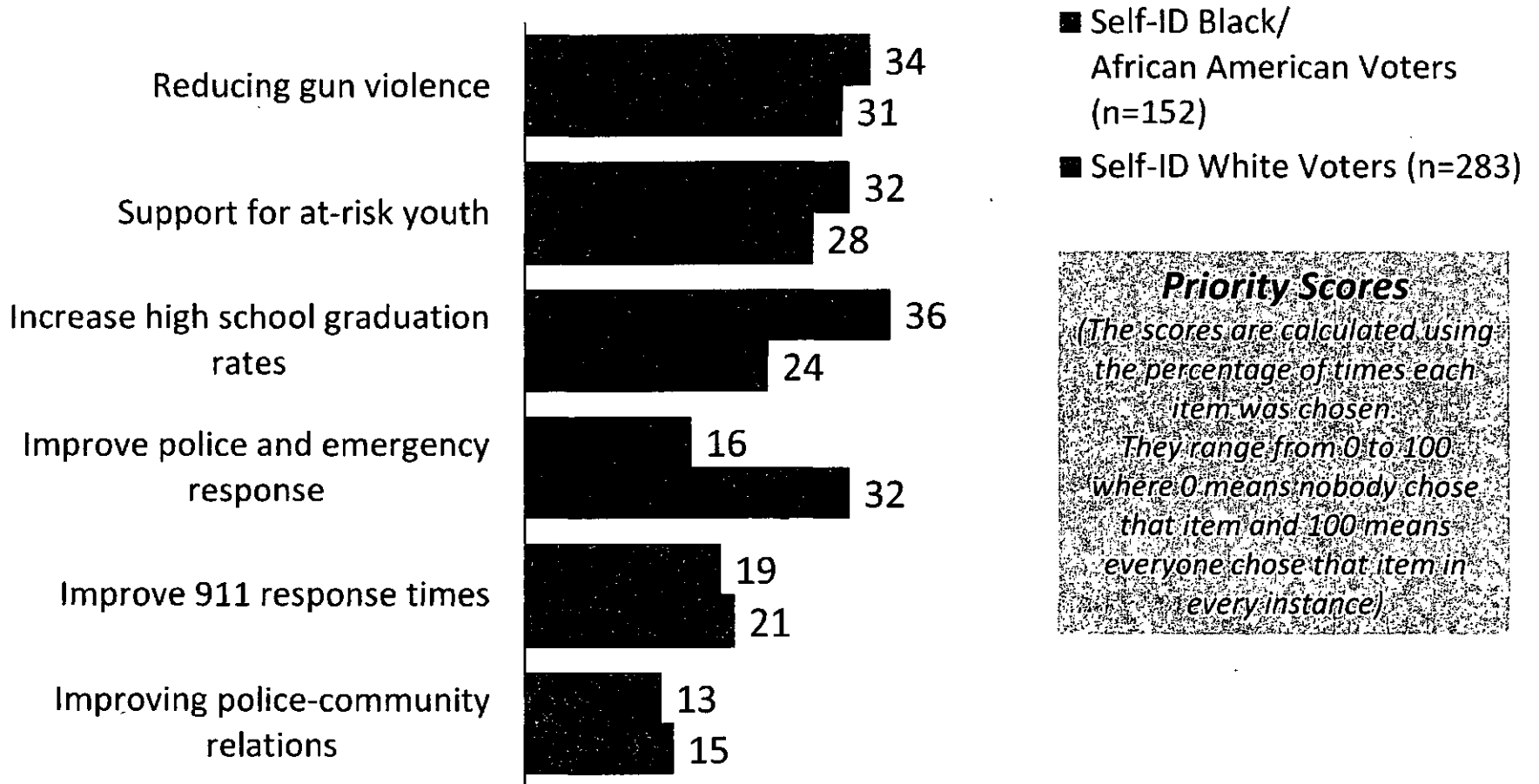
Priority Scores
 (The scores are calculated using the percentage of times each item was chosen. They range from 0 to 100, where 0 means nobody chose that item and 100 means everyone chose that item in every instance.)

Q16-Q30. Of the four things I just read you, which one would be your highest priority for funding?



Priority Ranking Scores by Ethnicity

African-American voters prioritize graduation rates and gun violence, while white voters prioritize response times.



Priority Scores
 (The scores are calculated using the percentage of times each item was chosen. They range from 0 to 100 where 0 means nobody chose that item and 100 means everyone chose that item in every instance)

Q16-Q30. Of the four things I just read you, which one would be your highest priority for funding?

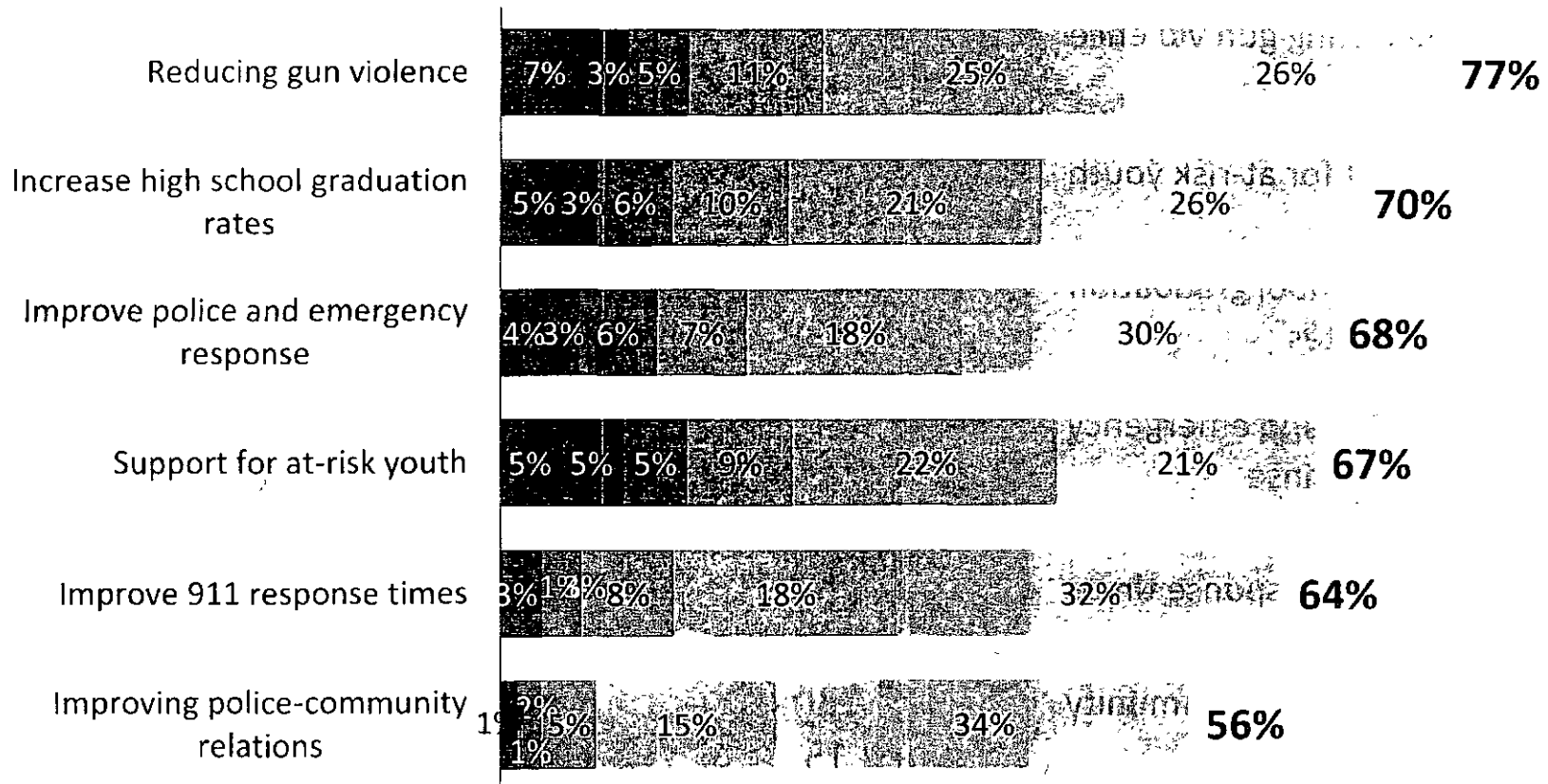


Priority Ranking Frequency

Q16-30: Total number of times each item was chosen
 (10 is the maximum number of times each item could be chosen)

Number of times chosen (10 is the maximum)

■ 10 ■ 9 ■ 8-7 ■ 6-5 ■ 4-3 ■ 2-1 **Chosen**

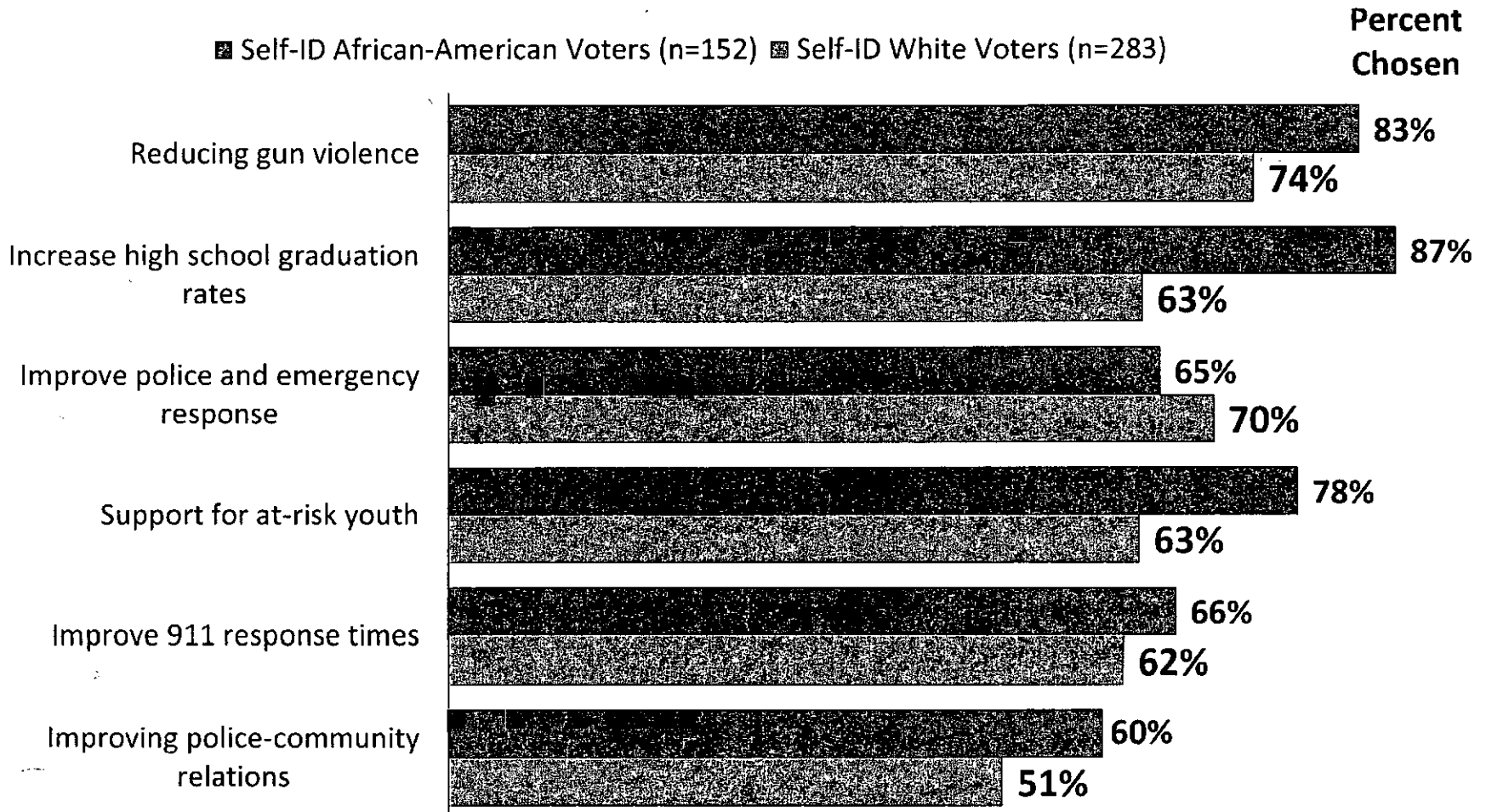


Q16-Q30. Of the four things I just read you, which one would be your highest priority for funding?



Priority Ranking Frequency

Q16-30: Total number of times each item was chosen
(10 is the maximum number of times each item could be chosen)

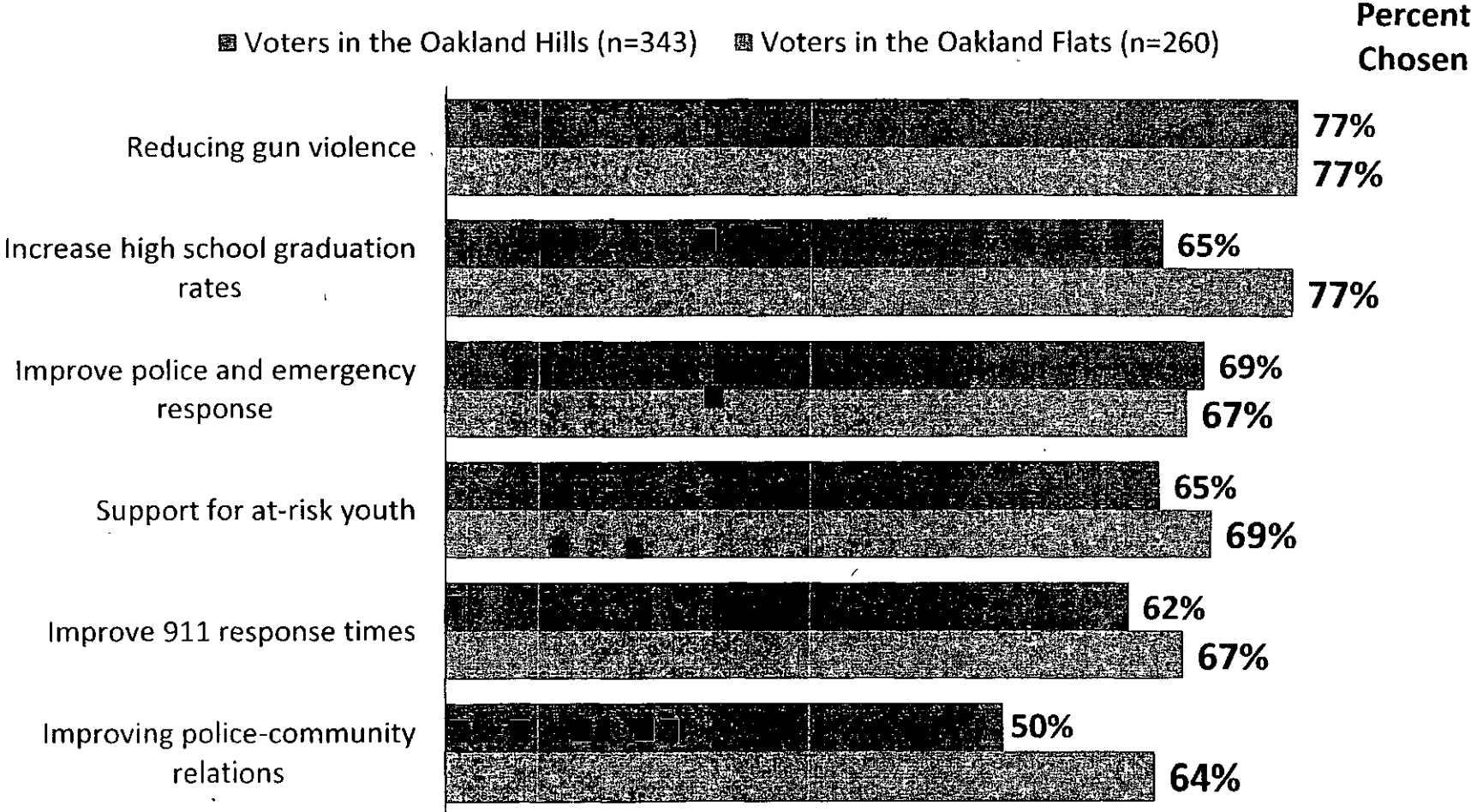


Q16-Q30. Of the four things I just read you, which one would be your highest priority for funding?



Priority Ranking Frequency

Q16-30: Total number of times each item was chosen
(10 is the maximum number of times each item could be chosen)



Q16-Q30. Of the four things I just read you, which one would be your highest priority for funding?



Contacts



MARKET
& OPINION
RESEARCH
SERVICES

Ruth Bernstein
ruth@emcresearch.com
510.550.8922

CliffordMoss.
POLITICAL STRATEGY | COMMUNICATIONS | PUBLIC AFFAIRS

Tom Clifford
tom@cliffordmoss.com
510.542.9783





MARKET
& OPINION
RESEARCH
SERVICES

Discussion