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OAKLAND

CITY OF OAKLAND 2016 JUN 30 PM 5:05

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: David Downing
Acting Assistant Chief of
Police

SUBJECT: 2016 Ceasefire Evaluation Contract

DATE: June 20, 2016

City Administrator Approval

Date:

6/30/16

RECOMMENDATION

Staff Recommends That The City Council Approve A Resolution: Authorizing The City Administrator Or Designee To: 1) Enter Into A Professional Services Agreement With Northeastern University, And Its Sub-Consultant Yale University, For The Period Of August 1, 2016 Through July 31, 2018 In An Amount Not To Exceed Five Hundred Thousand Dollars (\$500,000), For A Process And Impact Evaluation Of The Oakland Police Department's (OPD) Ceasefire Strategy; And 2) Waive The Local And Small Business Enterprise Programs (L/SLB) Provisions For The Purchase Of Professional Services.

EXECUTIVE SUMMARY

The City of Oakland and OPD implemented a strategy known as Ceasefire in 2012. The Strategy consists of a multi-organizational collaborative approach to confronting individuals within social groups and/or criminal gangs (gang/group) who engage in gun-related crimes. Adoption of this resolution will allow for a thorough and rigorous process and outcome evaluation of the Ceasefire Strategy (Ceasefire). If approved the contract would be with Northeastern University and Yale University as a sub-consultant and would begin August 1, 2016 and end July 31, 2018. OPD has designated \$250,000 per year for two years to fund this evaluation. The team consists primarily of Dr. Anthony Braga, Dr. Andrew Papachristos, Dr. Jack McDevitt, and Dr. Gregory Zimmerman.

The residents of Oakland approved the Safety and Services Act, known as Measure Z, in 2014 to fund police, fire, emergency response services, and community strategies for at risk youth and young adults, and to specifically support Ceasefire. Measure Z mandated an oversight committee and also requires that three percent of all tax proceeds be used for program evaluations. In designing a Request for Quote (RFQ), OPD reviewed the strategies of other cities as well as the limited number of evaluations already conducted nationally. This research informed the scope of services integrated into the RFQ issued in March 2016. OPD only received one submission from this RFQ. However, this submission is backed by national recognized Ceasefire experts.

Item: _____
Public Safety Committee
July 12, 2016

BACKGROUND / LEGISLATIVE HISTORY

Over the past 40 years, Oakland's homicide rate has averaged 100 persons per year. In 2012 in response to a significant increase in violent crime, the City of Oakland, in partnership with concerned community and faith leaders, decided to implement Ceasefire to reduce shootings and homicides. Ceasefire is a data-driven violence-reduction strategy coordinated through law enforcement, social services, and the community. Ceasefire targets gang/group individuals at a high risk for becoming both perpetrators and victims of gun violence.

A hallmark of Ceasefire is the "call in." At a call in, gang/group members are invited to a meeting with OPD officers as well as other representatives from law-enforcement, community-based agencies, and faith-based organizations. At each call-in, Ceasefire leaders explain to invitees that OPD knows who they are and that they were invited to the call-in because of known connections to violent crime. Ceasefire leaders explain that OPD and related law-enforcement will pursue focused law enforcement and enhanced prosecution if the violence persists. Ceasefire leaders also offer crime alternatives and services (such as counseling and job training) to gang/group members. A high level of collaboration and commitment by all Ceasefire partners is necessary for this multi-faceted approach to function.

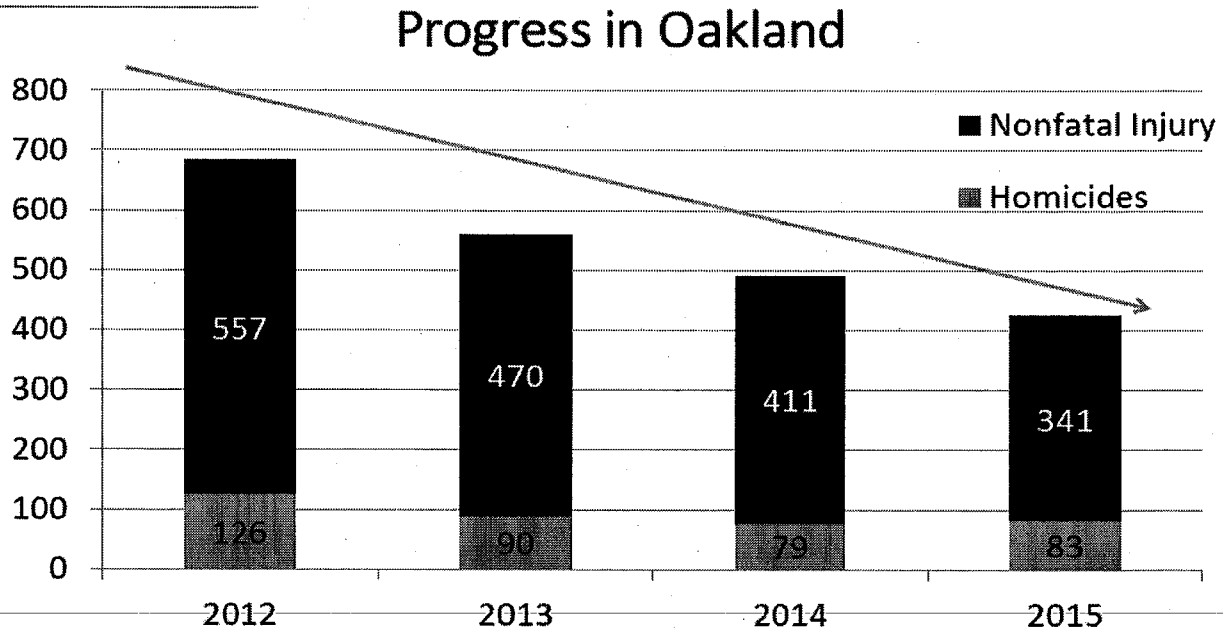
The strategy combines the best of community energies, social services, and strategic law enforcement to reduce gun gang/group gun violence far more effectively than these entities operating alone. This City-community collaboration has held three primary goals for the Ceasefire Program:

1. Reduce gang/group related shootings and homicides;
2. Reduce the rates of criminal recidivism by individuals within groups/gangs that are the focus of the strategy; and
3. Improve community-police relationships.

Since 2012, OPD, the Human Services Department ((DHS), community members, faith leaders, and service providers have worked together to implement this strategy.

The City has since experienced a 34 percent reduction in homicides, and a 39 percent reduction in shootings, with a combined sustained 38 percent reduction in these categories since the strategy was implemented in 2012. Table 1 below summarizes these crime reduction statistics.

Table 1: Homicides and Non-Fatal Shootings in Oakland: 2012-2015



	2012	2013	2014	2015	Cumulative, 2012-2015
Homicides	126	90	79	83	
% change from prior yr		-29%	-12%	5%	-34%
Nonfatal Injury	557	470	411	341	
% change from prior yr		-16%	-13%	-17%	-39%
Total Injury	683	560	490	424	
% change from prior yr		-18%	-13%	-13%	-38%

Although this decline is remarkable, OPD recognizes that a vast majority of homicides are a direct result of gun violence and that there is still significant work to be done. Additionally, after four years of Ceasefire implementation, staff, elected officials, and the community are eager to better understand the extent to which the implementation of this strategy directly impacted shooting and homicide rates. The partnership also wishes to better understand how the strategy impacted outcomes for the program participants.

The Safety and Services Act of 2014 (Measure Z) and Evaluation Requirements

In November 2014 the voters of the City of Oakland adopted Measure Z with 77.49 percent of the vote. Measure Z authorizes a parcel tax and parking tax surcharge for a period of 10 years in order to improve police, fire, and emergency response services, community strategies for at risk youth and young adults, and to specifically support Ceasefire. OPD now invests over two million dollars out of its annual \$13,150,968 annual share of the Measure Z revenues into implementing Ceasefire. OPD has designated \$250,000 per year for a Ceasefire-specific evaluation.

The Safety and Services Act creates the Safety and Services Oversight Commission (SSOC) to evaluate, inquire, and review the administration, coordination, and evaluation of strategies and practices mandated by the Act. The Safety and Services Act, Section 3C states that three percent (3%) of the total funds collected by Measure Z shall be set aside annually “for audit and evaluation of the programs, strategies and services funded by this measure, and to support the work of the Commission.” Section 4B states that the City must perform an annual program evaluation, which includes:

- “Performance analysis and evidence that policing and violence prevention/intervention programs and strategies are progressing toward the desired outcomes;” and
- “Evaluations will consider whether programs and strategies are achieving reductions in community violence and serving those at the highest risk. Short-term successes achieved by these strategies and long-term desired outcomes will be considered in the program evaluations.”

While the Safety and Services Act does not call for this separate Ceasefire evaluation, it does call for the program to be evaluated. The Ceasefire evaluation is being conducted separately to focus on outcomes and effects related to the strategy alone.

ANALYSIS AND POLICY ALTERNATIVES

OPD wishes to enter into a contract with Northeastern University, and its sub-consultant Yale University, to evaluate Ceasefire. Additionally, OPD hopes to collaborate with research partners to help ensure that the Ceasefire program implementation is well-designed and executed and best leverages all available resources. OPD hopes to find answers as to whether reductions in shootings have been due to the Ceasefire implementation, or whether the sustained reductions have more to do with other factors such as displacement, the economy or seasonal patterns. This evaluation aims at giving the City Council, the community and other City leaders the best assessment possible as to what impact (if any) this strategy contributes to reducing violence and whether through the implementation of this strategy the City saw a return on its investment.

The tentative timeline, contingent upon City Council approval, has the evaluation team beginning work in August 2016. The full evaluation is projected to conclude by July 2018. The evaluation of OPD Ceasefire will not include an evaluation of the DHS Ceasefire component, known as “Oakland Unite.” Evaluation of Oakland Unite strategies will be included in the larger Measure Z evaluation although, where necessary, the two evaluations will intersect.

RFQ Scope of Services

The Request for Qualifications (RFQ) issued in March 2016 stipulated the criteria for the evaluation design based upon the three primary Ceasefire goals, previously mentioned and expanded upon here:

Goal 1: Reduce Gang/Group Related Shootings and Homicides

- Conduct a rigorous quasi-experimental evaluation that uses propensity score matching¹ techniques to develop matched treatment gangs/groups and comparison gangs/groups. Growth curve regression models will be used to estimate the main impacts of Ceasefire on gun violence trends.
- The evaluation team will use social network analysis data² (see Figure 1) to identify and examine the social connections amongst Oakland gangs/groups.
- Community and City Impacts - The evaluation team will also use a quasi-experimental design to assess the impact of the strategy on homicide and shooting trends in specific neighborhoods and across the city. Once the units of analysis are defined, the evaluation team will begin developing detailed information on these locations for eventual matching into treatment and comparison groups. Geographic locations of treated and untreated groups/gangs will be identified through qualitative mapping exercises and by drawing on existing OPD gang intelligence information. They will then determine whether particular units intersect with gang/group locations. The team will then collect systematic place-based information by drawing on the knowledge of Oakland Ceasefire practitioners and available official data on place characteristics (i.e., census tracts). Propensity score statistical matching will then be applied to develop equivalent treatment and control place-based groups.
- The evaluation team will conduct analyses of citywide homicide and shooting trends between 2011 and 2016. Time series analysis will be used to determine whether Ceasefire was associated with a statistically-significant reduction in serious violence, controlling for secular trends, seasonal variations, and rival causal factors.

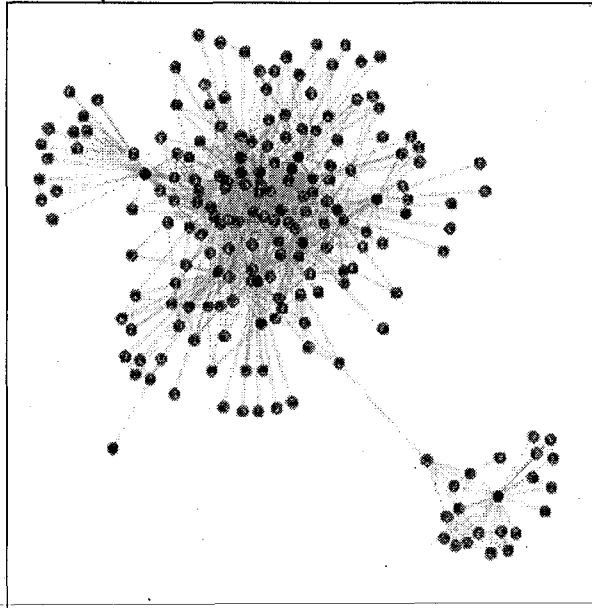
Goal 2: Decrease Recidivism and Incarceration Rates of Participants

- The evaluation team will use a quasi-experimental design to examine how Ceasefire influences individual recidivism and risk for incarceration for gang/group members who attend call-in sessions relative to control groups. The evaluation team will use statistical matching to identify control group members by comparing the characteristics (e.g., age, sex, gang membership, prior criminal history and other relevant variables) of individuals from a broader pool of potential matches to the characteristics of gang/group members who actually attended a call-in or received a personal notification.

¹ A statistical matching technique that attempts to estimate the effect of a treatment, policy, or other intervention by accounting for the bias from confounding variables that could be found in an estimate of the treatment effect obtained from simply comparing outcomes among units that received the treatment versus those that did not.

² Social network analysis looks at social relationships in terms of nodes (representing individual actors within the network) and ties (which represent relationships between the individuals, gang/group affiliation). These networks are often depicted in a social network diagram, where nodes are represented as points and ties are represented as lines.

Figure 1: Social Network Diagram, as developed by Yale Professor Andrew V. Papachristos's work with the Chicago Police Department



Goal 3: Strengthen Police-Community Relations

- The evaluation team will develop a retrospective case study examining how Ceasefire implementation may have impacted police-community relations; nearly four years have passed since the first Ceasefire call-in so the evaluation cannot look at pre-Ceasefire data.
- Evaluation team members will use individual interviews and focus groups to develop a rich, qualitative account of the perspectives of varied criminal justice, social service, and community-based organizations on the trajectory of Ceasefire and how it succeeded or failed to change police-community relations.

RFQ Bidder Submission Evaluation

OPD conducted research on the Ceasefire Strategies and evaluations of other cities to better understand how those evaluations provided insight to the respective police departments. This research helped OPD formulate a RFQ process, which was presented to the SSOC in January and February 2016. The chosen RFQ qualifications include:

Relevant Experience

- a. The evaluator has demonstrated experience with process and impact evaluations of partnership-based gun violence reduction strategies, like Ceasefire, at both the individual and community levels.
- b. The evaluator has evaluated such interventions, and published peer reviewed findings, in at least three U.S. cities.
- c. The evaluator has demonstrated expertise in applying social network analysis in the context of evaluating violence reduction initiatives.

Dr. Anthony Braga will serve as the principal investigator for the proposed evaluation work. He will oversee all project activities including the development of the research design, data collection instruments, databases, and statistical models; the supervision of graduate students in data collection, entry, and analysis; the completion of a retrospective process evaluation; the execution of statistical analyses to estimate program impacts; interpretation of key evaluation findings; report writing; and the presentation of results to Oakland City Officials and local community members.

Dr. Andrew Papachristos will lead the social network analysis work and collaborate with the other investigators on the impact evaluation. He will lead the development of databases on group/gang network relationships. His team will collect and analyze data on fatal and non-fatal shootings by specific group/gangs over time, and analyze recidivism patterns. Papachristos will also help with report writing and the presentation of results to Oakland City Officials and local community members.

Dr. Jack McDevitt will lead the development of a retrospective process evaluation of Oakland's Ceasefire implementation. With graduate student assistants, he will review and synthesize program documents and process measures such as arrests, prosecutions, call-in attendance, and use of available social services and programs. McDevitt will help with the interpretation of impact evaluation findings, report writing, and the presentation of results to Oakland City Officials and local community members.

Dr. Gregory Zimmerman will work on the development of the research design, data collection methods, and statistical modeling of program impacts. In particular, he will collaborate with the other investigators on the development of hierarchical linear models to estimate Ceasefire impacts on serious violence in specific areas of Oakland. His modeling will also be used to assess changes to gun offending trajectories of treated gangs. Zimmerman will help with the interpretation of key evaluation findings and report writing.

The Braga-Papachristos-McDevitt-Zimmerman research team has been involved in the only known peer reviewed Ceasefire strategy evaluations that have been published and cited in academic journals. Additionally, they are national experts in Ceasefire and evaluations of the strategy (including an evaluation of the Stockton, CA Ceasefire strategy). Staff is requesting that the City Council waive the City's Local and Small Business requirements because this type of strategy is typically conducted by research universities; there are no research universities in Oakland conducting this very focused criminal research. The type of evaluation requested is unique and very few universities and research firms across the United States have ever done this type of evaluation. Additionally, the applicant team exceeds the required experience and possesses the qualifications to conduct the requested evaluation strategy. Lastly, this highly qualified team provided the only RFQ submission. Staff is recommending approval of this resolution to authorize a professional services contract for a process and impact evaluation, and for the local small business requirement to be waived.

FISCAL IMPACT

Approval of this resolution will award a professional services contract to Northeastern University and sub-consultant Yale University in the total amount of \$500,000 over a period of 24 months, as noted in the table below.

Time Period	Amount
August 1, 2016-July 31, 2017	\$250,000
August 1, 2017-July 31, 2018	\$250,000
Total	\$500,000

No additional funds are being requested to enter into this professional services evaluation contract. As noted above in this report, OPD will utilize \$250,000 per year from funds allocated to OPD from the voter-approved Safety and Services Act (Measure Z). Sufficient funds are available to award the contract in the accounts as noted below.

Fund Source	Organization	Account	Project	Program	Amount
2252	108630	54919	0000000	PS37	\$500,000

PUBLIC OUTREACH / INTEREST

OPD recognizes that many members of the public are deeply concerned with the City's violent crime prevention strategies. The Safety and Services Oversight Commission (SSOC) provides oversight over OPD's, OPD's and DHS's separate Measure Z-funded programs. OPD will provide regular reports to the SSOC regarding the process and impact evaluation in meetings accessible to the public.

COORDINATION

Staff collaborated with the Controller's Bureau and the Contracts and Compliance Division in the production of this report. The Office of the City Attorney reviewed the Report and Resolution as to form and legality.

SUSTAINABLE OPPORTUNITIES

Economic: Oakland's reputation as a violent city impacts its ability to attract business. Businesses that create jobs will be more attracted to the City of Oakland as homicides and gun crimes decrease and people feel that the City is becoming safer. Ceasefire plays a pivotal role in helping the City to prevent violent crime and make Oakland more attractive for economic activity.

Environmental: No environmental opportunities are identified in this report.

Social Equity: All residents in Oakland deserve to live in neighborhoods free of gunfire and homicides. Gun violence arguably impacts most directly residents who live in less advantaged

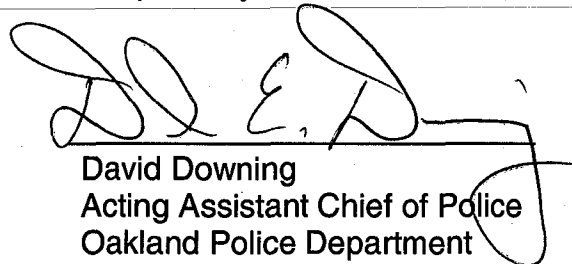
parts of the City. Through an evaluation of OPD's Ceasefire Strategy, the City is making efforts to make every neighborhood in Oakland safer.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Approve A Resolution: Authorizing The City Administrator Or Designee To: 1) Enter Into A Professional Services Agreement With Northeastern University, And Its Sub-Consultant Yale University, For The Period Of August 1, 2016 Through July 31, 2018 In An Amount Not To Exceed Five Hundred Thousand Dollars (\$500,000), For A Process And Impact Evaluation Of The Oakland Police Department's (OPD) Ceasefire Strategy; And 2) Waive The Local And Small Business Enterprise Programs (L/SLB) Provisions For The Purchase Of Professional Services.

For questions regarding this report, please contact Reygan E. Harmon, Ceasefire Program Director, at (510) 777-8675.

Respectfully submitted,



David Downing
Acting Assistant Chief of Police
Oakland Police Department

Reviewed by:
Tim Birch, Police Services Manager I,
OPD, Office of the Chief, Research & Planning

Prepared by:
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Oakland Police Department

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OPD, Office of the Chief, Research & Planning

OAKLAND CITY COUNCIL

Tricia Hynes
City Attorney

RESOLUTION No. _____ C.M.S.

Introduced by Councilmember _____

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR OR DESIGNEE TO: 1) ENTER INTO A PROFESSIONAL SERVICES AGREEMENT WITH NORTHEASTERN UNIVERSITY, AND ITS SUB-CONSULTANT YALE UNIVERSITY, FOR THE PERIOD OF AUGUST 1, 2016 THROUGH JULY 31, 2018 IN AN AMOUNT NOT TO EXCEED FIVE HUNDRED THOUSAND DOLLARS (\$500,000), FOR A PROCESS AND IMPACT EVALUATION OF THE OAKLAND POLICE DEPARTMENT'S (OPD) CEASEFIRE STRATEGY; AND 2) WAIVE THE LOCAL AND SMALL BUSINESS ENTERPRISE PROGRAMS (L/SLB) PROVISIONS FOR THE PURCHASE OF PROFESSIONAL SERVICES

WHEREAS, a vast majority of homicides in Oakland are caused by gun violence; and

WHEREAS, an OPD statistical analysis revealed that individuals associated with groups and/or criminal gangs continue to be face a high risk for becoming both perpetrators and victims of gun violence; and

WHEREAS, Ceasefire is a nationally recognized data-driven violence-reduction strategy coordinating law enforcement, social services, and the community to reduce gang/group-related homicides and shootings, and seeks to combine the best of community energies, social services, and strategic law enforcement to reduce gun violence associated with gangs/groups far more effectively than these entities operating alone; and

WHEREAS, in July 2014 the City Council adopted Resolution No. 85149 C.M.S., which sent the "Public Safety and Services Violence Prevention Act of 2014" which became known as "Measure Z" on the to the November 4, 2014 General Municipal Election ballot; and

WHEREAS, the voters of the City of Oakland adopted the Public Safety and Services Violence Prevention Act, which allows for a parcel tax and parking surcharge for a period of 10 years in order to improve police, fire, and emergency response services, community strategies for at risk youth and young adults, and to specifically support the Ceasefire Strategy; and

WHEREAS, the Safety and Services Act creates the Safety and Services Oversight Commission (SSOC) to evaluate, inquire, and review the

administration, coordination, and evaluation of strategies and practices mandated by the Act; and

WHEREAS, The Safety and Services Act Section 4B requires an annual independent program evaluation which shall include: 1) performance analysis and evidence that policing and violence prevention intervention programs and strategies are progressing toward the desired outcomes; and 2) an analysis as to whether programs and strategies are achieving reductions in community violence and serving those at the highest risk; and

WHEREAS, OPD plans to spend \$250,000 annually on its Ceasefire Program evaluation to comply with the Safety and Services Act evaluation requirements; and

WHEREAS, OPD conducted a Request for Qualifications (RFQ) process, which was approved by the SSOC, and advertised in the Oakland Tribune as well as iSupplier, and although OPD received several inquiries from potential bidders, there was only one submission from Northeastern University and Yale University; and

WHEREAS, the City of Oakland organized a five person interview panel consisting of subject matter experts, concerned community members, and city staff familiar with Oakland's Ceasefire Strategy to interview the representatives from Northeastern University and Yale University; and

WHEREAS, the interview panel found that the experts at the Northeastern University School of Criminology and Criminal Justice, along with sub-consultant Yale University Department of Sociology, principally Dr. Anthony Braga, Dr. Andrew Papachristos, Dr. Jack McDevitt, and Dr. Gregory Zimmerman, met or exceeded the scope of services outlined in the RFQ, as their bid articulates their deep expertise in field of criminology and crime prevention programmatic analysis; and

WHEREAS, \$500,000 in Safety and Services Act funding are available in OPD's Ceasefire Fund No. 2252 to cover the evaluation costs for the two year contract period; and

WHEREAS, Oakland Municipal Code Section 2.04.051.B. permits the City Council to waive the (L/SLB) provisions for the purchase of professional services upon a finding that it is in the best interest of the City to do so; therefore be it

RESOLVED: That the City Administrator is authorized to enter into agreement with Northeastern University with Yale University as a sub-consultant from August 1, 2016 to July 31, 2018, in an amount not to exceed \$500,000 to fund a process an impact evaluation of the Ceasefire strategy; and be it

FURTHER RESOLVED: Funds in the amount of \$500,000 will be available in Measure Z Fund (2252), Ceasefire Org (108630), Non-project (0000000), Measure Z Program (PS37); and be it

FURTHER RESOLVED: that for the reasons stated above and in the City Administrator's report accompanying this item and pursuant to Oakland Municipal Code section 2.04.051.B, that it is in the best interests of the City to waive the (L/SLB) Program; and that the City Council waives the (L/SLB) provisions for the proposed agreement with Northeastern University and sub-consultant Yale University to perform this evaluation; and be it

FURTHER RESOLVED: That the City Administrator or designee is authorized to complete all required negotiations, certifications, assurances, and documentation required to accept, modify, extend and/or amend this agreement for services, except for any increase in the contract amount without returning to the City Council.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, GUILLEN, KALB, KAPLAN,
REID and PRESIDENT GIBSON MCELHANEY

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____

LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California