AGENDA REPORT

TO:	Sabrina B. Landreth City Administrator	**FROM:**	Anne Kirkpatrick Chief of Police
SUBJECT:	Measure Z 2018 Supplemental Report	**DATE:**	September 16, 2019

City Administrator Approval _____ Date: 9/26/19

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report And Presentation By Resource Development Associates (RDA) Of Measure Z 2018: Community Policing Neighborhood Services Evaluation Annual Report.

REASON FOR SUPPLEMENTAL

At the Mach 19, 2019 Public Safety Committee ("PSC") meeting, the Committee continued this item to the October 8, 2019 committee meeting and requested a supplemental report on the Data Collection and Performances Measures for the RDA Measure Z project.

RDA has provided a detailed report to explain the data collection process and determination of performance measures for the Year 3 Measure Z evaluation study, see **Attachment A**. Note: For this study, RDA integrated into the analysis framework interview questions to evaluate racial equity. **Table 3** in the attachment lists the project evaluation objectives and the key measures and data elements for each objective.

This year's evaluation is guided by the following three questions:

1. What are Community Reduction Teams ("CRT") and Community Resource Officers ("CRO") staffing levels? Do CRT and CRO staffing support Measure Z objectives?
2. What activities do CRO and CRT officers engage in? How do CRO and CRT activities correspond to Measure Z objectives?
3. How have crime trends in Oakland changed over time and how do these trends correspond to Measure Z activities?

Project Data Requirements - Quantitative and Qualitative
To obtain the necessary quantitative data, RDA utilized data sources from crime trend data, CRO and CRT time study data, staffing data, and SARAnet database system. For qualitative data sources, RDA conducted focus group interviews with CROs, CRTs, Special Resources Section ("SRS") Sergeants, interviews with OPD leadership and NCPC meeting observations.

Collection for Quantitative Data-Time Study

One key component of this evaluation was the use of a time study that allows the development of an in depth understanding of the types of activities CRO and CRT officers engage in, where these activities occur, and the proportion of officer time spent on each type of activity. From this, RDA can assess the extent to which CRO and CRT officer activities align with the stated role of their respective positions in the Measure Z legislation and how their activities contribute to other OPD priorities. This one-week pilot study which is in preparation for a full study implementation planned for 2020. The pilot study is intended to test the data collection process to ensure it accurately captures the work CRO and CRT officers do on a day-to-day basis, is easy to use, and has a minimal impact on officer workload. The following images are survey booklets used for the officer to record daily activities and objectives, as well as to provide activity examples for clarification. All CRO and CRT officers and Sergeants across all areas and beats are intended to participate in the study at the beginning of the shift on August 19, 2019 and will finish at the end of the shift on August 23, 2019.

Activity and Objectives

Officer ID: _____

Date: _____   Last Activity of Day? Yes ☐
Start Time: _____   Completion Time: _____
Location: _____

*** MARK ALL ACTIVITIES AND OBJECTIVES THAT APPLY ***

Activity		Objective	
☐	Crime Investigation	☐	Intelligence Based Policing
☐	Emergency Response	☐	Geographic (Hotspot) Policing
☐	CRO Projects	☐	Violence Reduction
☐	Traffic Operations	☐	Improved 911 Response Time
☐	Special Events	☐	Intervention Targeting At Risk Youth
☐	Operations	☐	Ceasefire
☐	Community Activities	☐	Community Policing
☐	NCPC Meetings		
☐	Administrative Meetings		Notes:
☐	Administrative Documentation		
☐	Jail Transport		
☐	Training		
☐	Crowd Management		
☐	Patrol		In Coordination with Other Units?
			Internal to CRO/CRT Yes ☐
☐	Other: _____		External to CRO/CRT Yes ☐

Activity with Example

Officer ID: _____

Activity	Examples
Crime Investigation	Investigations, Searches, Evidence collection, Surveillance
Emergency Response	Priority calls, In progress calls, medical emergency
CRO Projects	SARANET projects
Traffic Operations	Traffic enforcement, Checkpoint support
Special Events	Music festivals, Street fairs, Celebrity event
Operations	Undercover activities, Asset development, Sideshows
Community Activities (Not including NCPC meetings)	Police Activities League, Living room meetings, Volunteering, Youth activities, Meeting with community businesses
NCPC Meetings	CRO required NCPC meetings
Administrative Meetings	Lineups, Debriefs
Administrative Documentation	Incident reports, Arrest reports
Jail Transport	Jail Transport
Crowd Management	Protests, Marches
Patrol	Patrol, High visibility patrol, Security checks, Bike patrol
Training	Training, Qualifications

Performance Measures and Data Sources

The table below illustrates the matrix for the Effort classification, which is split into two categorical questions "How much did we collect?" and "How well did we do it?". For each category, the performance measures and data sources are listed in the table.
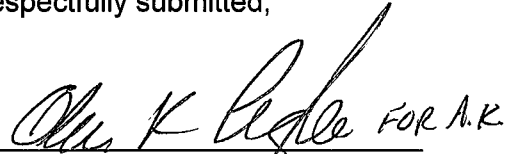
	EFFORT	
	How much did we collect?	**How well did we do it?**
Evaluation Questions: 1. What are CRT and CRO staffing levels? Does CRT and CRO staffing support Measure Z objectives? 2. What activities did CRO and CRT officers engage in? How do CRO and CRT activities correspond to Measure Z objectives? 3. How have crime trends in Oakland changed over time and how do these trends correspond to Measure Z activities?	**What are CRT and CRO staffing levels?** • What are staffing levels across location and how have they changed over time? • What is the composition of CRO and CRTs by race/ethnicity, gender and location? • How many CROs and CRTs are assigned per Area?	**Does CRT and CRO staffing support Measure Z objectives?** • Are there disparities in CRO and CRT race/ethnicity and gender across Areas? • What is the retention/turnover rate of CROs and CRTs by race/ethnicity and Area?
	What activities did CRO and CRT officers engage in? • How much time did CROs and CRTs spend doing Measure Z related activities? • How much time did CROs and CRTs spend in their assigned Areas? • What types of projects did CROs and CRTs engage in? • How many SARAnet projects were opened and closed?	**How do CRO and CRT activities correspond to Measure Z objectives?** • Did the CRO and CRT activities correspond to Area trends? • What proportion of CRO and CRT time is spent on activities outside of the geographic bounds to which they are assigned? • What is the SARAnet project open and close rate by Area?
Performance Measures	• # of CRO and CRT officers over time • # of SARAnet projects opened and closed in each Area • # of SARAnet projects, by type, in each Area • # of minutes/hours CRTs/CROs spent in their Areas • # of minutes/hours CRTs/CROs spent across activities	• Ratio of CROs/CRTs to Area population demographics • Length of assignment to given Area for CROs/CRTs • Proportion of time CROs/CRTs spent on Measure Z activities • Proportion of types of projects across Areas • Proportion of CROs/CRTs time spent outside of Area • SARAnet projects open and close rate by Area
Data Sources	**Quantitative:** • SARAnet Database • CRO and CRT Pilot Time Study • Staffing Data	**Qualitative:** • Focus groups with CROs, CRTs, and SRS Sergeants • Interviews with OPD leadership • NCPC Meeting Observations

The table below illustrates the matrix for the Effect classification that examines the question of "Is anyone better off?" by asking how have crime trends of Oakland changed over time and how do these trends correspond to Measure Z activities. Both data sources, quantitative and qualitative, are shown as well as performance measures. The performance measures are to 1) estimate the percentage change in violent crime by area and by area demographic characteristics; and 2) to determine the number of SARAnet projects successfully completed by area.

	EFFECT	
	Is anyone better off?	
Evaluation Questions: 1. What are CRT and CRO staffing levels? Does CRT and CRO staffing support Measure Z objectives? 2. What activities did CRO and CRT officers engage in? How do CRO and CRT activities correspond to Measure Z objectives? 3. How have crime trends in Oakland changed over time and how do these trends correspond to Measure Z activities?	**How have crime trends in Oakland changed over time and how do these trends correspond to Measure Z activities?** • How have violent crime trends changed over time, and by Area? • Have Areas experienced equitable reductions in violent crime? • To what extent are CRO and CRT activities helping build trust with the community?	
Performance Measures	• Percentage change in violent crime by Area and by Area demographic characteristics • # of SARAnet projects successfully completed by Area	
Data Sources	**Quantitative:** • Crime Trend Data • Census Data • SARAnet Database	**Qualitative:** • Focus groups with CROs, CRTs, and SRS Sergeants • Interviews with OPD leadership • NCPC Meeting Observations

For questions regarding this report, please contact Andy Best, Police Services Manager, at (510) 238-6443.

Respectfully submitted,

Anne K. Kirkpatrick FOR A.K.

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Attachments (1):

Attachment A

Measure Z Evaluation Overview

In 2014, City of Oakland voters overwhelmingly approved the Measure Z ballot initiative to continue many of the services funded under Measure Y. As part of the effort to support the implementation of Measure Z-funded policing services, the Oakland City Administrator's Office (CAO) hired Resource Development Associates (RDA) to conduct a 4-year annual evaluation of these services, assessing both their implementation and their effectiveness in advancing the legislation's objectives and the larger violence prevention goals of the City and the Oakland Police Department (OPD).

In the Year One Evaluation report (2017), RDA reported on the progress of Measure Z-funded policing services, highlighting: (1) OPD's commitment to the goals and objectives of Measure Z; (2) the activities conducted by Community Resource Officers (CROs) and Crime Reduction Teams (CRTs); and (3) progress toward implementing geographic policing and engaging the community in local problem-solving projects. The 2017 report also identified challenges the department faced, including staff retention, concerns about internal and external awareness of OPD's community policing efforts, and unclear departmental expectations around the role of CROs and CRTs.

In the Year Two Evaluation report (2018), RDA built upon previous evaluation findings through an in-depth observation and analysis of CRO and CRT activities and role expectations. Among other findings, the report highlighted: (1) CROs/CRTs and OPD leadership are committed to a proactive policing approach aimed at preventing and responding to crime without compromising the trust and health of the public; and (2) OPD has limited visibility on the perceived retention/turnover challenges due to lack of data.

Year Three Evaluation Overview

This evaluation effort builds on the previous years' findings and occurs against a backdrop of one of the most ethnically diverse cities in the nation. In October 2016, the City of Oakland formalized its commitment to racial equity within City government by launching the Department of Race and Equity. The Oakland Police Department and City Administrator's Office are seeking opportunities to engage in evaluation processes that are in line with the vision set by the Department of Race and Equity to create a city where diversity is maintained, racial disparities are eliminated, and racial equity is achieved. In support of this goal, the Department of Race and Equity recently released the Oakland Equity Indicators framework that creates an opportunity for City departments to engage in evaluation efforts that are explicit and targeted, ensuring that the most historically marginalized are centered and their outcomes are elevated. To this end, RDA revised its scope to begin to integrate a racial equity lens in the Year 3 Evaluation.

Alameda County and the City of Oakland also use the Results Based Accountability Framework to understand and measure programmatic impact. The framework asks three questions:

- How much are we doing? (e.g., process/effort, outputs, dosage)
- How well are we doing it? (e.g., process/effort, fidelity)
- Is anyone better off? (e.g., outcomes)

RDA will begin integrate this framework together with a racial equity lens in this year's evaluation.

Evaluation Questions

Building on previous years findings, the Year 3 Measure Z Evaluation is guided by the following three evaluation questions:

1. What are CRT and CRO staffing levels? Do CRT and CRO staffing support Measure Z objectives?

2. What activities do CRO and CRT officers engage in? How do CRO and CRT activities correspond to Measure Z objectives?

3. How have crime trends in Oakland changed over time and how do these trends correspond to Measure Z activities?

Data Collection Activities and Sources

To obtain the necessary information to answer the evaluation questions, RDA is utilizing the following quantitative data sources, and conducting focus groups and interviews with CROS, CRTS, SRS Sergeants and OPD leadership, as indicated in Table 1 and Table 2 below.

Table 1. Quantitative Data Source

Data Collection Sources
Crime Trend Data
CRO and CRT Pilot Time Study Data
Staffing Data
SARAnet Data

Table 2. Qualitative Data Sources

Qualitative Data Collection Activities
Focus Group with CROs
Focus Group with CRTs
Focus Group with SRS Sergeants
Key Informant Interviews with OPD Leadership
NCPC Meeting Observations

The table below highlights the key evaluation questions and identifies the key measures and data elements that are being used to address them.

Table 3. Evaluation Questions and Key Measures and Data Elements

Evaluation Objectives	Key Measures and Data Elements
1. What are CRT and CRO staffing levels? Do CRT and CRO staffing support Measure Z objectives?	• Retention and Turnover of CRO and CRTs o Staffing data o Focus groups with CROs, CRTs, and SRS Sergeants o Interviews with OPD leadership o NCPC Meeting Observations
2. What activities do CRO and CRT officers engage in? How do CRO and CRT activities correspond to Measure Z objectives?	• CRO and CRT Activities o SARAnet database o CRO and CRT Pilot Time Study o Focus groups with CROs, CRTs, and SRS Sergeants o Interviews with OPD leadership

	• Measure Z Legislation
	  o NCPC Meeting Observations
	  o Focus groups with CROs, CRTs, and SRS Sergeants
	  o Interviews with OPD leadership

3. How have crime trends in Oakland changed over time and how do these trends correspond to Measure Z activities?	• CRO and CRT Activities
	  o SARAnet database
	  o CRO and CRT Pilot Time Study
	  o Focus groups with CROs, CRTs, and SRS Sergeants
	  o Interviews with OPD leadership
	• Crime Trends
	  o OPD Weekly Crime Reports
	  o NCPC Meeting Observations
	  o Focus groups with CROs, CRTs, and SRS Sergeants
	  o Interviews with OPD leadership

Evaluation Timeline

❖ **August & September:** Data Collection and Analysis
❖ **October:** Develop Findings Memo and Presentation
❖ **November:** Present Findings at SSOC
❖ **December:** Develop Final Brief and Presentation
❖ **January/February/March:** Present Final Brief at SSOC and Public Safety Committee Meetings