

## Appendix A: CitySpan – JUVIS Analysis

### DELINQUENCY MATTERS

Oakland’s Measure Y provided services to 4,661 unduplicated clients between 3<sup>rd</sup> Quarter 2006 and 2<sup>nd</sup> Quarter 2009. To support the assessment of Measure Y’s effectiveness, the evaluation team considered delinquency outcomes for Measure Y youth participants (those under the age of 19 years). Most Measure Y youth were not referred to the Alameda County Probation Department during the 18-month for which delinquency data was made available (January 2007 through June 2009). The table below enumerates the unduplicated total number of Measure Y participants, the unduplicated number of youth participants, the unduplicated number of youth participants with JUVIS activity between January 2007 and June 2009, and the percentage of youth participants and percentage of youth participants with JUVIS activity during the study period.

#### Measure Y: Unduplicated Count of Measure Y Participants: Number of Total Participants, Participants Under 19 Years of Age, and Percentages of Each.

Number of Participants	Number of Participants Under 19 Years of Age	Percent of Participants Under 19 Years of Age	Number of Participants Under 19 Years of Age with JUVIS Activity	Percent of Participants Under 19 Years of Age With JUVIS Activity
4,661	2,514	54%	741	29%

To facilitate the analysis of Measure Y outcomes, the evaluation team compared Measure Y youth with delinquency activity of 8,770 non-Measure Y youth who also had delinquency activity during the study period. This comparison is limited by demographic imbalances between the two groups. For example, Measure Y youth with delinquency activity during the period were far more likely to be Oakland Residents (78%) compared with the non-Measure Y youth (27%). The Measure Y youth are also more likely to be African American than the non-Measure Y youth (74% v. 42%), while the non-Measure Y youth are more likely to be European American (17% v. 2%) or Latino/Hispanic (29% v. 14%) than the Measure Y youth. Both groups of youth were similar in age – about 16 years old. Both groups were more likely to be male; 60% of the Measure Y youth were male compared with 74% of the non-Measure Y youth.

Group means between the Measure Y youth and non-Measure Y youth were compared to determine how similar the two groups were. Statistically significant findings indicate that the differences between the two groups are not random; such findings allow observers to suggest with confidence that the differences between two groups are meaningful and not due to chance. Ten measures were compared:

1. Mean number of number of detentions
2. Mean number of non-detentions
3. Mean number of drug felonies
4. Mean number of drug misdemeanors
5. Mean number of nuisance felonies
6. Mean number of nuisance misdemeanors
7. Mean number of property felonies
8. Mean number of property misdemeanors
9. Mean number of violent felonies
10. Mean number of violent misdemeanors

Important definitions used in this analysis include the following:

- ❑ A felony is a crime that is punishable by death or by imprisonment in state prison
- ❑ A misdemeanor is a non-felony crime and excludes those crimes classified as infractions
- ❑ Drug offenses included those offenses involving possession for sale or use of illicit drugs
- ❑ Nuisance offenses include public order crimes
- ❑ Property offenses include those offenses that deprive another person of the use or enjoyment of his property
- ❑ Violent offenses include those offenses that are against a person
- ❑ Detentions refer to detentions at the Alameda County Juvenile Justice Center (Juvenile Hall)
- ❑ Non-detentions refer to referrals to the Alameda County Probation Department that resulted in the youth being released to community at intake.

The evaluation team identifies only the statistically significant differences below that illustrate different outcomes for the different groups of youth. While this methodology does not explicitly demonstrate the effectiveness of Measure Y programming, it illustrates the promise of Measure Y programming to reduce delinquency among youth participants.

### **A Comparison of Measure Y Youth and Non-Measure Y Youth on Alameda County Juvenile Justice System Involvement**

The data provided to the evaluation team covered the period over which clients were enrolled in Measure Y programming between January 2007 and June 2009. The JUVIS data included information on “referrals” to the Alameda County Probation Department. Referrals are arrests by local law enforcement and probation staff that are brought to the attention of a Juvenile Probation Department.

### Use of Detention

Detention in Alameda County's Juvenile Justice Center was common among Measure Y youth included in this analysis. Seventy-six percent of the youth with JUVIS activity during the period had been detained at least once between 2007 and 2009 while 24% had not been detained at all during the period.

### Measure Y Consented Youths' Number of Detentions, 2007-2009

Times Detained	Number	Percent*
0	180	24%
1	287	39%
2	137	19%
3	67	9%
4	41	6%
5	21	3%
6	5	1%
7	1	<1%
8	2	<1%
<b>Total</b>	<b>741</b>	<b>100%</b>

\*Percentages may not sum to 100% due to rounding.

Comparing detentions in the Juvenile Hall, Measure Y youth had more detentions on average in the Alameda Juvenile Justice Center than the non-Measure Y youth (1.46 compared with 0.60).

### Number of Detentions, 2007-2009: Statistical Testing.

Group	Number Youth	Mean Number of Detentions	Statistically Significant
Measure Y Youth	741	1.46	Yes <sup>1</sup>
Non-Measure Y Youth	8,770	0.60	

### Number of Referrals to Juvenile Probation

Comparing referrals to Alameda County Probation, Measure Y youth had fewer referrals to Probation than the non-Measure Y youth (0.93 compared with 1.10).

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<sup>1</sup> T-value = 16.762, p = .000.

**Number of Referrals to Probation, 2007-2009: Statistical Testing.**

Group	Number Youth	Mean Number of Referrals	Statistically Significant
Measure Y Youth	741	0.93	Yes <sup>2</sup>
Non-Measure Y Youth	8,770	1.10	

Measure Y youth had more felony referrals to Probation than non-Measure Y youth across the range to felony types. Although the differences were practically small, they were statistically significant.

**Number of Felony Referrals by Type, 2007-2009: Statistical Testing.**

Offense/Group	Number of Youth	Mean Number of Referrals	Statistically Significant
<b>Drug Felonies</b>			
Measure Y Youth	741	0.14	Yes <sup>3</sup>
Non-Measure Y Youth	8,770	0.07	
<b>Nuisance Felonies</b>			
Measure Y Youth	741	0.35	Yes <sup>4</sup>
Non Measure Y Youth	8,770	0.21	
<b>Property Felonies</b>			
Measure Y Youth	741	0.35	Yes <sup>5</sup>
Non Measure Y Youth	8,770	0.25	
<b>Violent Felonies</b>			
Measure Y Youth	741	0.38	Yes <sup>6</sup>
Non-Measure Y Youth	8,770	0.25	

Measure Y youth had fewer misdemeanor referrals to Probation than non-Measure Y youth for drug offenses, property, and violent offense, while have more nuisance offenses. Although the differences were practically small, they were statistically significant except for the differences in violent misdemeanors.

<sup>2</sup> T-value = -4.318, p = .000.

<sup>3</sup> T-value = 4.069, p = .000.

<sup>4</sup> T-value = 5.532, p = .000.

<sup>5</sup> T-value = 4.278, p = .000.

<sup>6</sup> T-value = 5.333, p = .000.

**Number of Misdemeanor Referrals by Type, 2007-2009: Statistical Testing.**

Offense/Group	Number of Youth	Mean Number of Referrals	Statistically Significant
<b>Drug Misdemeanors</b>			
Measure Y Youth	741	0.02	Yes <sup>7</sup>
Non Measure Y Youth	8,770	0.08	
<b>Nuisance Misdemeanors</b>			
Measure Y Youth	741	0.83	Yes <sup>8</sup>
Non Measure Y Youth	8,770	0.38	
<b>Property Misdemeanors</b>			
Measure Y Youth	741	0.16	Yes <sup>9</sup>
Non-Measure Y Youth	8,770	0.27	
<b>Violent Misdemeanors</b>			
Measure Y Youth	741	0.14	No <sup>10</sup>
Non-Measure Y Youth	8,770	0.17	

The evaluation team cannot be sure why Measure Y youth have worse outcomes than non-Measure Y youth. However, Measure Y youth are more likely to be Oakland resident and hence live in the largest Alameda County jurisdiction with the greatest population density of in the County.

<sup>7</sup> T-value = -9.356, p = .000.

<sup>8</sup> T-value = 9.278, p = .000.

<sup>9</sup> T-value = -6.625, p = .000.

<sup>10</sup> T-value = -1.624, p = .105.

### Measure Y Cluster Delinquency Analysis

Measure Y programming is divided into five clusters of intervention: (1) Diversion and Re-Entry Services, (2) Employment and Training, (3) Outreach, (4) School-Based Prevention Projects, and (5) Special Services – Exposure to Violence.<sup>11</sup>

The distribution of clients in each cluster is listed below. The evaluation team reviewed the records of only those Measure Y participants with signed consent to participate in the evaluation. It is possible for a participant (youth or adult) to be counted more than once. A participant may be enrolled in multiple programs within the same cluster or across clusters, hence the larger number of participants than the preceding discussion of citywide outcomes.

### Measure Y Clusters: Number of Total Participants, Participants Under 19 Years of Age, and Percentages of Each.

Cluster	Number of Consented Participants	Percent of Total Consented Participants*	Number of Consented Participants Under 19 Years of Age	Percent of Consented Participants Under 19 Years of Age*	Consented Participants Under 19 Years of Age as Percent of Cluster
Diversion and Re-Entry Services	1,128	23%	305	10%	27%
Employment and Training	979	20%	800	25%	82%
Outreach	1,476	30%	1,164	37%	79%
School-Based Prevention Projects	405	8%	401	13%	99%
Special Services – Exposure to Violence	975	20%	504	16%	52%
<b>Total</b>	<b>4,963</b>	<b>100%</b>	<b>3,174</b>	<b>100%</b>	<b>64%</b>

\*Percentages may not sum to 100% due to rounding.

The distribution of youth for whom probation records were reviewed for each cluster is recorded in the Table below. Comparatively few youth participants in each cluster had engaged in identified delinquent activity between January 2007

<sup>11</sup> Forty-eight clients were also participants in the unlisted “Community and Neighborhood Changes” Cluster. This cluster includes only one program and is excluded from this analysis here due to its small size. The sum total of consented participants in the clusters is 5,011.

and June 2009; no more than 48% of youth in any Cluster had a record of delinquent activity.

**Measure Y Clusters: Number of Consented Participants Under 19 Years of Age, Youth Participants with JUVIS Activity, and Percentages of Each, and Youth Participants with JUVIS Activity as a Percent of Each Cluster**

<b>Cluster</b>	<b>Number of Consented Participants Under 19 Years of Age</b>	<b>Percent of Consented Participants Under 19 Years of Age*</b>	<b>Number of Consented Participants Under 19 Years of Age with JUVIS Activity</b>	<b>Percent of Total Consented Participants Under 19 Years of Age with JUVIS Activity*</b>	<b>Consented Participants Under 19 Years of Age with JUVIS Activity as Percent of Cluster</b>
Diversion and Re-Entry Services	305	10%	147	17%	48%
Employment and Training Outreach	800	25%	149	17%	19%
School-Based Prevention Projects	1,164	37%	286	33%	25%
Special Services – Exposure to Violence	401	13%	85	10%	21%
<b>Total</b>	<b>3,174</b>	<b>100%</b>	<b>871</b>	<b>100%</b>	<b>23%</b>

\*Percentages may not sum to 100% due to rounding.

The evaluation team obtained an extract from the JUVIS database used by the Alameda County Probation Department where information on delinquency events is archived. The evaluation team linked Measure Y youth with their delinquency records. JUVIS records all delinquency events that happen in Alameda County, not just those that happen in the City of Oakland. Referrals (arrests) made by non-Oakland Police Department agencies are also recorded in JUVIS. In this sense, the JUVIS data is a complete enumeration of delinquency events brought to the attention of the Alameda County Probation Department. The JUVIS data does not include referrals outside of Alameda County. The age distribution of youth participants with JUVIS activity during the period appears in the table below. On average, Diversion and Re-Entry Youth were the youngest; Outreach Youth were the oldest.

**Measure Y Clusters: Number of Consented Participants Under 19 Years of Age with JUVIS Activity, Mean, Minimum, and Maximum Ages of Youth<sup>12</sup>**

Cluster	Number of Consented Youth Participants with JUVIS Activity and Age Data*	Mean Age of Youth Participants in Cluster	Minimum Age of Youth Participants in Cluster	Maximum Age of Youth Participants in Cluster
Diversion and Re-Entry Services	147	15.75	10.94	18.84
Employment and Training	149	16.08	13.64	18.75
Outreach	281	16.22	10.38	18.89
School-Based Prevention Projects	85	16.03	11.19	18.29
Special Services – Exposure to Violence	203	16.17	7.63	18.92
Total	865	16.09	7.63	18.92

\*The ages of six youth under the age of five were excluded from this table. The evaluation team believes data entry errors accounted for their very young ages.

Using the first delinquency event during the study period and the Measure Y intake date as reference points, the evaluation team calculated the number of days between the two events. For participants in each cluster that had a delinquency event during the study period the mean and maximum number of days between the first delinquency event and the intake date appears in the following table (Negative values indicate that the delinquency event took place before intake; positive values indicate that the delinquency event took place after the intake.)

<sup>12</sup> ANOVA: F = 3.173, p = .013.



**Days Between Measure Y Intake and First Delinquency Event During Study Period.<sup>13</sup>**

Cluster	Number of Youth*	Mean Number of Days	Maximum Number of Days
Diversion and Re-Entry Services	134	-32.11	751
Employment and Training	139	-14.67	1055
Outreach	256	-67.52	809
School-Based Prevention Projects	37	31.19	432
Special Services – Exposure to Violence	195	-87.86	782
<b>Total</b>	<b>761</b>	<b>-52.04</b>	<b>1055</b>

\*110 youth had missing CitySpan intake dates and hence the lower than expected number of youth.

Statistically significant differences between the clusters were evident. According to the data,

- Diversion and Re-Entry Services participants typically had a delinquent event 7.5 weeks before intake
- Employment and Training participants typically had a delinquent event 2 weeks before intake
- Outreach participants typically had a delinquent event 9.5 weeks before intake
- School-Based Prevention Projects participants typically had a delinquent event 4 weeks after intake
- Special Services – Exposure to Violence participants typically had a delinquent event 12 weeks before intake

**Offense Profile by Cluster**

The following patterns emerged when the evaluation team reviewed the total number of delinquency events brought to the attention of the Probation Department over the study period. Some notable differences between the clusters are evident, while in some cases no differences were evident. Each type of referral offense is reviewed below.

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<sup>13</sup> ANOVA: F = 2.171, p = .071.

The total number of felony and misdemeanor referrals by cluster appears in the table below.

### Total Felony and Total Misdemeanor Referrals by Cluster

Cluster	Total Felony Referrals	Total Misdemeanor Referrals
Diversion and Re-Entry Services	238	191
Employment and Training	166	128
Outreach	381	229
School-Based Prevention Projects	113	86
Special Services – Exposure to Violence	166	416
<b>Total Number of Referrals for Measure Y Youth Participants</b>	<b>1,064</b>	<b>1,050</b>

On average Diversion and Re-Entry led with the number of drug felony and nuisance felony referrals and tied for the lead on nuisance and violent felony referrals; youth participants in Special Services Exposure to Violence youth participants tied for the lead on felony nuisance referrals; Employment and Training youth participants tied for the lead on felony violent referrals. With the exception of nuisance felony referrals, the differences were statistically significant.

### Felony Referrals by Cluster

Cluster	Number of Youth	Drug <sup>14</sup>	Mean Number of Referrals		
			Nuisance <sup>15</sup>	Property <sup>16</sup>	Violent <sup>17</sup>
Diversion and Re-Entry Services	147	.28	.39	.48	.47
Employment and Training	149	.10	.26	.29	.47
Outreach	286	.12	.37	.41	.44
School-Based Prevention Projects	85	.20	.35	.40	.38
Special Services – Exposure to Violence	204	.07	.39	.18	.17
<b>Total</b>	<b>871</b>	<b>.14</b>	<b>.36</b>	<b>.34</b>	<b>.38</b>

On average, Employment and Training youth with delinquent activity during the period led the other groups with respect to misdemeanor drug and property referrals; Special Services – Exposure to Violence led with nuisance referrals and violent referrals. With the exception of violent felony referrals, the differences were statistically significant.

<sup>14</sup> ANOVA: F = 5.793, p = .000.

<sup>15</sup> ANOVA: F = 1.127, p = .343.

<sup>16</sup> ANOVA: F = 5.947, p = .000.

<sup>17</sup> ANOVA: F = 8.107, p = .000.

### Misdemeanor Referrals by Cluster.

Cluster	Number of Youth	Mean Number of Referrals			
		Drug <sup>18</sup>	Nuisance <sup>19</sup>	Property <sup>20</sup>	Violent <sup>21</sup>
Diversion and Re-Entry Services	147	.00	1.10	.09	.12
Employment and Training Outreach	149	.05	.41	.25	.15
School-Based Prevention Projects	286	.04	.50	.14	.13
Special Services – Exposure to Violence	85	.01	.72	.15	.13
	204	.00	1.71	.15	.17
<b>Total</b>	<b>871</b>	<b>.02</b>	<b>.89</b>	<b>.15</b>	<b>.14</b>

### Correlations Between Services Hours and Delinquency Outcomes

The evaluation team attempted to find correlations between the number of individual and group service hours per quarter and the number of detentions in Juvenile Hall, referrals to Probation that did not result in a detention, and referrals of specific severity (felony/misdemeanor) and type (drug/nuisance/property/felony) per quarter.

The resultant analysis revealed no statistically significant correlations between these two groups' outcomes. Those who were detained during the study period or referred during the study period were no more likely or less likely to receive additional service hours.

The evaluation team did, however, find correlations between service hours and delinquency outcomes. Correlations suggest that as one measure increases, another measure increases or decreases. The finding of positive correlations may suggest that programs within a cluster focus their time on youth clients who have been referred to Probation for a specific delinquent act. The evaluation team cannot be certain at this time. The correlations were as follows:

#### Diversion and Re-Entry Services

- ❑ During 2<sup>nd</sup> Quarter 2007, group hours were positively correlated with the number of referrals for nuisance misdemeanors.<sup>22</sup>
- ❑ During 4<sup>th</sup> Quarter 2007, group hours were positively correlated with the number of referrals for property misdemeanors.<sup>23</sup>
- ❑ During 1<sup>st</sup> Quarter 2008, group hours were positively correlated with the number of referrals for property felonies.<sup>24</sup>

<sup>18</sup> ANOVA: F = 2.993, p = .018.

<sup>19</sup> ANOVA: F = 37.918, p = .000.

<sup>20</sup> ANOVA: F = 3.002, p = .018.

<sup>21</sup> ANOVA: F = .573, p = .682.

<sup>22</sup> Pearson Correlation = .625, p = .010, n = 16.

<sup>23</sup> Pearson Correlation = .476, p = .001, n = 48.

<sup>24</sup> Pearson Correlation = .502, p = .002, n = 37.

### **Employment and Training**

- During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with the number of referrals for nuisance felonies.<sup>25</sup>
- During 3<sup>rd</sup> Quarter 2007, individual hours were positively correlated with the number of referrals for property felonies.<sup>26</sup>
- During 2<sup>nd</sup> Quarter 2009, group hours were positively correlated with the number of referrals for violent felonies.<sup>27</sup>

### **Outreach**

- During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with the total number of referrals to Probation.<sup>28</sup>
- During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with the total number of referrals for nuisance felonies.<sup>29</sup>
- During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with the total number of referrals for nuisance misdemeanors.<sup>30</sup>
- During 2<sup>nd</sup> Quarter 2007, group hours were positively correlated with the number of referrals for violent misdemeanors.<sup>31</sup>
- During 3<sup>rd</sup> Quarter 2007, individual hours were positively correlated with the number of detentions in Juvenile Hall.<sup>32</sup>
- During 4<sup>th</sup> Quarter 2008, individual hours were positively correlated with the total number of referrals for nuisance misdemeanors.<sup>33</sup>
- During 4<sup>th</sup> Quarter 2008, group hours were positively correlated with the number of referrals for violent felonies.<sup>34</sup>

### **School-Based Prevention Project**

- During 4<sup>th</sup> Quarter 2007, individual hours were positively correlated with the number of referrals for property misdemeanors.<sup>35</sup>
- During 2<sup>nd</sup> Quarter 2008, individual hours were positively correlated with the number of referrals for nuisance misdemeanors.<sup>36</sup>

### **Special Services – Exposure to Violence**

- During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with the total number of referrals for nuisance felonies.<sup>37</sup>
- Total individual hours were positively correlated with an increase in the number of days between referrals to Probation that did not result in a detention in the Juvenile Hall.<sup>38</sup>

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<sup>25</sup> Pearson Correlation = .608, p= .012, n = 16.

<sup>26</sup> Pearson Correlation = .339, p= .035, n = 39.

<sup>27</sup> Pearson Correlation = .372, p= .030, n = 34.

<sup>28</sup> Pearson Correlation = .247, p= .049, n = 64.

<sup>29</sup> Pearson Correlation = .275, p= .028, n = 64.

<sup>30</sup> Pearson Correlation = .359, p= .004, n = 64.

<sup>31</sup> Pearson Correlation = .392, p= .002, n = 60.

<sup>32</sup> Pearson Correlation = .275, p= .020, n = 71.

<sup>33</sup> Pearson Correlation = .330, p= .001, n = 92.

<sup>34</sup> Pearson Correlation = .429, p= .001, n = 58.

<sup>35</sup> Pearson Correlation = .871, p= .000, n = 22.

<sup>36</sup> Pearson Correlation = .860, p= .000, n = 24.

<sup>37</sup> Pearson Correlation = .779, p= .000, n = 32.

- During 4<sup>th</sup> Quarter 2007, group hours were positively correlated with the total number of referrals for violent felonies.<sup>39</sup>
- During 4<sup>th</sup> Quarter 2008, individual hours were negatively correlated with the total number of detentions in Juvenile Hall.<sup>40</sup>
- During 1<sup>st</sup> Quarter 2009, group hours were negatively correlated with the total number of detentions in Juvenile Hall.<sup>41</sup>

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<sup>38</sup> Pearson Correlation = .209, p= .033, n = 105.

<sup>39</sup> Pearson Correlation = .988, p= .002, n = 5.

<sup>40</sup> Pearson Correlation = -.252, p= .028, n = 76.

<sup>41</sup> Pearson Correlation = -.367, p= .033, n = 34.

## **PROGRAM-LEVEL ANALYSIS**

The Table below enumerates the consented youth participants and consented youth participants with JUVIS activity during the study period by Measure Y program. Eight programs – East Bay Agency for Children, East Bay Asian Youth Center, The Mentoring Center PTC, SEM Network (MISSEY), SEM Network (Scotlan Center), Sports4Kids, YEP – After School Job Training, and Youth Justice Institute (Family Justice Center – had fifty (50) or more youth clients with JUVIS activity during the study period. In thirteen programs, 25% or more of their clients had JUVIS activity during the study period: California Youth Outreach – Mayor’s Street, Caught in the Crossfire, East Bay Agency for Children, East Bay Asian Youth Center, The Mentoring Center – PTC, SEM Network (AHS/Banteay Srei), SEM Network (Cal-Pep), SEM Network (MISSEY), SEM Network (Scotlan Center), Sports4Kids, Youth ALIVE!, Youth Justice Institute, and Youth Radio. (This list of programs includes programs that work exclusively with adults. These programs are included here as it is possible for young adults to be on juvenile probation.)

**Measure Y Programs: Number of Total Youth, Youth with JUVIS Activity, and Percentages of Each.**

<b>Program Name</b>	<b>Number of Consented Youth</b>	<b>Percent of Consented Youth*</b>	<b>Number of Consented Youth with JUVIS Activity</b>	<b>Percent of Consented Youth with JUVIS Activity*</b>	<b>Consented Youth with JUVIS Activity as Percent of Program</b>
Crisis Response Team	40	1%	6	<1%	15%
Allen Temple – Intensive Re-entry Employment	4	<1%	0	0%	0%
Allen Temple – Project Choice	1	<1%	0	0%	0%
Bay Area Video Coalition/Youth Sounds	83	3%	8	1%	10%
California Youth Outreach – Mayor’s Street Caught in the Crossfire	32	1%	10	1%	31%
Children’s Hospital & Research Center Oakland City Council Neighborhood Initiative	49	2%	18	2%	37%
CRSN Mental Health	8	<1%	1	<1%	13%
East Bay Agency for Children	23	1%	2	<1%	9%
East Bay Asian Youth Center ECMHS	38	1%	4	<1%	11%
Collaborative (FamilyPaths) ECMHS	253	8%	72	8%	28%
Collaborative (Jewish Family & Children) ECMHS	199	6%	93	10%	47%
	14	<1%	0	0%	0%
	2	<1%	0	0%	0%
	0	0%	0	0%	0%

Collaborative (Through the Looking Glass) FVLU (Family Violence Law Center) Goodwill Industries (Intensive Re- entry Employment)	2	<1%	0	0%	0%
Healthy Oakland Leadership Excellence	37	1%	6	<1%	16%
The Mentoring Center – Project Choice	149	5%	14	1%	9%
The Mentoring Center – PTC	49	2%	1	<1%	2%
OUSD Alt. Ed. Gang Intervention Project Re- Connect Parent Education	208	6%	144	15%	69%
Radical Roving Recreation RJOY	144	4%	35	4%	24%
Restorative Justice Training (Attitudinal Healing)	0	0%	0	0%	0%
Safe Passages (ACHCSA)	199	6%	25	3%	13%
Safe Passages Middle School Model	26	1%	1	<1%	4%
SEM Network (AHS/Banteay Srei)	0	0%	0	0%	0%
SEM Network (Cal-Pep)	38	1%	0	0%	0%
SEM Network (MISSEY)	20	1%	6	<1%	30%
SEM Network (Scotlan Center)	10	<1%	6	<1%	60%
	88	3%	52	5%	59%
	197	6%	122	13%	62%



Sports4Kids	204	6%	54	6%	26%
The WorkFirst Foundation	8	<1%	1	<1%	13%
VOA – Crew Based Employment	4	<1%	0	0%	0%
VOA – Project Choice	0	0%	0	0%	0%
YEP – After School Job Training	372	11%	63	7%	17%
YEP – Intensive Reentry Employment	12	<1%	1	<1%	8%
YEP – Summer Jobs	277	8%	41	4%	15%
Youth ALIVE!	147	4%	48	5%	33%
Youth Justice Institute	146	4%	51	5%	35%
Youth Radio	108	3%	47	5%	44%
Youth UpRising – Mayor’s Street Outreach	2	<1%	0	0%	0%
Youth UpRising – Sport/Recreation or Street Outreach	143	4%	24	3%	17%
<b>Total</b>	<b>3,336</b>	<b>100%</b>	<b>956</b>	<b>100%</b>	<b>29%</b>

\*Percentages may not sum to 100% due to rounding.

Using the first delinquency event during the study period and the Measure Y intake date as reference points, the evaluation team calculated the number of days between the two events. For participants in each program that had a delinquency event during the study period the mean and maximum number of days between the first delinquency event and the intake date appears in the Table below. (Negative values indicate that the delinquency event took place before intake; positive values indicate that the delinquency event took place after the intake.)

**Days Between Measure Y Intake and First Delinquency Event During Study Period.<sup>42</sup>**

<b>Program Name</b>	<b>Number</b>	<b>Mean</b>	<b>Maximum</b>
Crisis Response Team	5	-169.40	394
Bay Area Video Coalition/Youth Sounds	8	230.88	776
California Youth Outreach – Mayor’s Street	8	-334.00	267
Caught in the Crossfire	18	-48.06	377
Children’s Hospital & Research Center			
Oakland	1	293.00	293
City Council Neighborhood Initiative	2	-239.50	-131
CRSN Mental Health	4	-312.25	277
East Bay Agency for Children	71	-200.03	464
East Bay Asian Youth Center	82	-71.48	775
Healthy Oakland	6	-270.83	-32
Leadership Excellence	9	77.89	457
The Mentoring Center – Project Choice	1	564.00	564
The Mentoring Center – PTC	131	-36.43	751
OUSD Alt. Ed. Gang Intervention	35	32.86	432
Radical Roving Recreation	15	-79.80	464
SEM Network (AHS/Banteay Srei)	6	178.17	380
SEM Network (Cal-Pep)	5	-6.00	205
SEM Network (MISSEY)	51	-95.53	458
SEM Network (Scotlan Center)	122	-40.34	782
Sports4Kids	2	2.00	95
YEP – After School Job Training	56	-30.71	1,055
YEP – Intensive Reentry Employment	1	-53.00	-53
YEP – Summer Jobs	41	-19.22	594
Youth ALIVE!	47	38.40	809
Youth Justice Institute	44	-236.61	432
Youth Radio	44	-73.05	757
Youth UpRising – Sport/Recreation or Street			
Outreach	20	145.30	655
<b>Total</b>	<b>836*</b>	<b>-59.19</b>	<b>1,055</b>

\*120 Measure Y Program clients with JUVIS information had missing intake dates hence the reduction in the total.

Statistically significant differences – unlikely to have occurred due to chance – between the programs were evident. According to the data,

- California Youth Outreach – Mayor’s Street clients had on average the earliest delinquency contact before intake, (about 11 months)
- The Mentoring Center – Project Choice client had on average the latest delinquency contact after intake (about 19 months)

<sup>42</sup> ANOVA: F = 3.281, p = .000.

The evaluation team attempted to find correlations between the number of individual, group, and total service hours and the number of detentions in Juvenile Hall, referrals to Probation that did not result in a detention, and specific referral severities (felony/misdemeanor) and types (drug/nuisance/property/violent). Such findings were possible only when enough youth participants also had recorded delinquency referrals. In several program, very few youth had such referrals during the investigational period. For this reason, the evaluation team began to search for correlations among those eight programs with fifty (50) or more youth clients with JUVIS activity:

- (1) East Bay Agency for Children,
- (2) East Bay Asian Youth Center,
- (3) The Mentoring Center – PTC,
- (4) SEM Network (MISSEY),
- (5) SEM Network (Scotlan Center),
- (6) Sports4Kids,
- (7) YEP – After School Jobs Training,
- (8) Youth Justice Institute (Family Justice Center).

Positive correlations indicate that as time spent with the youth (group or individual) increases the measure also increases. Positive correlations may suggest that programs were spending more time working with youth who had been referred to probation; the evaluation team cannot be certain at this time. Correlations do not imply that one event causes another event. The positive and single negative correlations were as follows:

#### **East Bay Agency for Children**

- During 2<sup>nd</sup> Quarter 2008, group hours were positively correlated with the number of referrals to probation.<sup>43</sup>
- During 2<sup>nd</sup> Quarter 2008, group hours were positively correlated with the number of referrals for nuisance misdemeanors.<sup>44</sup>
- During 1<sup>st</sup> Quarter 2009, individual hours were positively correlated with the number of referrals to the Probation Department.<sup>45</sup>

#### **East Bay Asian Youth Center**

- During 1<sup>st</sup> Quarter 2007, group hours were negatively correlated with the number of referrals for property felonies.<sup>46</sup>
- During 3<sup>rd</sup> Quarter 2007, individual hours were positively correlated with the number of detentions at the Juvenile Justice Center.<sup>47</sup>
- During 3<sup>rd</sup> Quarter 2007, individual hours were positively correlated with the number referrals for property felonies.<sup>48</sup>

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<sup>43</sup> Pearson Correlation = .813, p = .000, n = 20.

<sup>44</sup> Pearson Correlation = .800, p = .000, n = 20.

<sup>45</sup> Pearson Correlation = .354, p = .044, n = 33.

<sup>46</sup> Pearson Correlation = -.547, p = .019, n = 18.

<sup>47</sup> Pearson Correlation = .464, p = .006, n = 34.

<sup>48</sup> Pearson Correlation = .391, p = .022, n = 34.

### **The Mentoring Center – PTC**

- During 2<sup>nd</sup> Quarter 2007, group hours were positively correlated with the number of referrals for nuisance misdemeanors.<sup>49</sup>
- During 4<sup>th</sup> Quarter 2007, individual hours were positively correlated with the number of referrals for property misdemeanors.<sup>50</sup>
- During 1<sup>st</sup> Quarter 2008, group hours were positively correlated with the number of referrals for property felonies.<sup>51</sup>

### **SEM Network (MISSEY)**

- During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with referrals for nuisance felonies.<sup>52</sup>
- During 4<sup>th</sup> Quarter 2007, individual hours were positively correlated with referrals for nuisance misdemeanors.<sup>53</sup>
- During 3<sup>rd</sup> Quarter 2008, individual hours were positively correlated with the number of referrals to probation.<sup>54</sup>

### **SEM Network (Scotlan Center)**

- During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with referrals not resulting in detention.<sup>55</sup>
- During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with referrals for nuisance felonies.<sup>56</sup>

### **Sports4Kids**

- During 2<sup>nd</sup> Quarter 2008, group hours were positively correlated with the number of referrals for nuisance misdemeanors.<sup>57</sup>

### **YEP – After School Job Training**

- During 1<sup>st</sup> Quarter 2009, group hours were positively correlated with the number of referrals for nuisance felonies.<sup>58</sup>

### **Youth Justice Institute (Family Justice Center)**

- During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with the number referrals for nuisance felonies.<sup>59</sup>
- During 3<sup>rd</sup> Quarter 2007, individual hours were positively correlated with the number referrals.<sup>60</sup>

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<sup>49</sup> Pearson Correlation = .625, p = .010, n = 16.

<sup>50</sup> Pearson Correlation = .475, p = .001, n = 47.

<sup>51</sup> Pearson Correlation = .504, p = .002, n = 35.

<sup>52</sup> Pearson Correlation = .955, p = .000, n = 9.

<sup>53</sup> Pearson Correlation = .357, p = .049, n = 31.

<sup>54</sup> Pearson Correlation = .485, p = .022, n = 22.

<sup>55</sup> Pearson Correlation = .592, p = .005, n = 21.

<sup>56</sup> Pearson Correlation = .667, p = .001, n = 21.

<sup>57</sup> Pearson Correlation = .872, p = .000, n = 18.

<sup>58</sup> Pearson Correlation = .728, p = .001, n = 18.

<sup>59</sup> Pearson Correlation = .980, p = .003, n = 5.

<sup>60</sup> Pearson Correlation = .746, p = .034, n = 8.

The evaluation team also searched for correlations between service hours and juvenile justice outcomes for those programs with fewer than fifty youth participants with JUVIS activity. The following patterns were found among five programs.

#### **YEP – Summer Jobs**

- ❑ During 3<sup>rd</sup> Quarter 2007, individual hours were positively correlated with the number of referrals for nuisance misdemeanors.<sup>61</sup>
- ❑ During 2<sup>nd</sup> Quarter 2008, group hours were positively correlated with the number of detentions in Juvenile Hall.<sup>62</sup>
- ❑ During 2<sup>nd</sup> Quarter 2008, group hours were positively correlated with the number of referrals for nuisance misdemeanors.<sup>63</sup>
- ❑ During 3<sup>rd</sup> Quarter 2008, individual hours were negatively correlated with the number of detentions in Juvenile Hall.<sup>64</sup>
- ❑ During 3<sup>rd</sup> Quarter 2008, individual hours were negatively correlated with the number of referrals for violent felonies.<sup>65</sup>
- ❑ During 4<sup>th</sup> Quarter 2008, individual hours were positively correlated with the number of referrals for nuisance misdemeanors.<sup>66</sup>

#### **OUSD Alt. Ed. Gang Intervention**

- ❑ During 1<sup>st</sup> Quarter 2007, group hours were positively correlated with the number of referrals to Probation.<sup>67</sup>
- ❑ During 1<sup>st</sup> Quarter 2007, group hours were positively correlated with the number of referrals for nuisance misdemeanors.<sup>68</sup>
- ❑ During 4<sup>th</sup> Quarter 2007, individual hours were positively correlated with the number of referrals for property misdemeanors.<sup>69</sup>

#### **Youth ALIVE!**

- ❑ During 3<sup>rd</sup> Quarter 2007, individual hours were positively correlated with the number of referrals for nuisance misdemeanors.<sup>70</sup>

#### **Youth Radio**

- ❑ During 3<sup>rd</sup> Quarter 2007, individual hours were positively correlated with the number of referrals for property felonies.<sup>71</sup>

#### **Youth UpRising – Sports/Recreation or Street Outreach**

- ❑ During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with the number of referrals to Probation.<sup>72</sup>

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<sup>61</sup> Pearson Correlation = .680, p = .001, n = 21.

<sup>62</sup> Pearson Correlation = .965, p = .008, n = 5.

<sup>63</sup> Pearson Correlation = .965, p = .008, n = 5.

<sup>64</sup> Pearson Correlation = -.603, p = .003, n = 22.

<sup>65</sup> Pearson Correlation = -.740, p = .000, n = 22.

<sup>66</sup> Pearson Correlation = .671, p = .034, n = 10.

<sup>67</sup> Pearson Correlation = .996, p = .000, n = 5.

<sup>68</sup> Pearson Correlation = .996, p = .000, n = 5.

<sup>69</sup> Pearson Correlation = .902, p = .000, n = 13.

<sup>70</sup> Pearson Correlation = .619, p = .024, n = 13.

<sup>71</sup> Pearson Correlation = .584, p = .046, n = 12.

## **Summary**

*The programs supported by Measure Y were crafted as violence prevention programming. Regarding juvenile delinquency there is some suggestive evidence that Measure Y is working. Using referral data from the Alameda County Probation Department along with program collected service hours, the evaluation team has illustrated several patterns:*

- 1) Only a small portion of the consented Measure Y youth were involved in the juvenile justice system during the investigational period*
- 2) Measure Y youth differ from non-Measure Y youth in key demographic ways (Measure Y youth were more likely to be Oakland residents and African American)*
- 3) Measure Y youth had generally more felony referrals than non-Measure Y youth*
- 4) Measure Y youth had generally fewer misdemeanor referrals (except nuisance misdemeanors) than non-Measure Y youth*
- 5) Delinquency events occurred at various points before and after intake within Measure Y programming*
- 6) The clusters and programs provided services to varying offender profiles*

*Additional exploration of further refined data will substantiate or refute the patterns identified here. This analysis can be bolstered by an inclusion of additional client-level strengths, risks, and needs assessment data.*

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<sup>72</sup> Pearson Correlation = .914, p = .000, n = 12.

## Appendix B: OUSD – JUVIS Analysis

### **SCHOOL MATTERS**

To begin gauging Measure Y's impact on educational outcomes for youth participants, the evaluation team obtained an extract of the Oakland Unified School District's (OUSD) data system. The data included information on Measure Y youth (Citywide, Cluster, and Program) and non-Measure Y youth attending Oakland public schools. The comparison between Measure Y and non-Measure Y youth serves to illustrate that Measure Y is working with youth who possess significant school challenges. The comparison of clusters serves to illustrate differences, if any, in the profile of youth participants. The analysis of programs was conducted to review correlations between service hours and school outcomes.

The information included school absence (total and excused absences) data and suspension data back through July 2005. Grade point average data (core and core cumulative) was available from three periods: 2<sup>nd</sup> Quarter 2008, 4<sup>th</sup> Quarter 2008, and 2<sup>nd</sup> Quarter 2009. Each of these quarters occurred during the period after Measure Y began. The data is of varying stages completeness. The absence data is available for every quarter year back to July 2005; the suspension information is available for every quarter year back to October 2005. This OUSD client-level data was linked, where possible, to the Measure Y CitySpan data that includes demographic information and service hours.

To gauge the patterns of school absences and academic achievement, the evaluation team sought to compare youth participants across clusters during the period before Measure Y and the period of Measure Y. For a participant to be included in this analysis, she would have had to have data collected during at least one quarter being considered. There were a fair number of youth, both Measure Y and non-Measure Y youth who did not have reported data during the periods under consideration and who were hence excluded from the analysis.

The analysis here focuses on rates; the number of total school days in each calendar year period serves as the denominator; the number of detected days absent from school (total and unexcused) and days suspended from school serve as the respective numerators for the total absence rate, unexcused absence rate, and days suspended rate. The evaluation team multiplied the ratio by 100. This provides the rate of total absences, total unexcused absences, and days suspended per 100 days of school.

The OUSD data was of uneven completeness for this analysis. Not every youth, for whom attendance data was recorded, had number of days suspended from school data recorded as well. For some youth, "0" number of days suspended was recorded; for most, no value was recorded. The evaluation team used the attendance and suspension data in the condition that it was provided by OUSD. Missing data was not recoded as "0."

For the analysis of citywide school matters, the evaluation team review of records of 1,656 Measure Y participants who were under the age of 19 years and were linked to OUSD data.

**Measure Y: Unduplicated Count of Measure Y Participants: Number of Total Participants, Participants Under 19 Years of Age, and Percentages of Each.**

Number of Participants	Number of Participants Under 19 Years of Age	Percent of Participants Under 19 Years of Age	Number of Participants Under 19 Years of Age with OUSD Activity	Percent of Participants Under 19 Years of Age With OUSD Activity
4,661	2,514	54%	1,656	66%

**Comparing Measure Y Youth with Non-Measure Y Youth**

The evaluation team also compared Measure Y youth with non-Measure Y youth. The comparison was to illustrate, whether if at all, the Measure Y youth experience different outcomes than non-Measure Y youth. That is, was the experience of Measure Y youth worse, better, or about the same as OUSD students who did not participate in a Measure Y?<sup>1</sup>

Considering only 6<sup>th</sup> grade and higher grades during the pre-Measure Y era, the data suggests that all Measure Y participants, regardless of cluster, had on average a higher rate of absences, unexcused absences, and days suspended than the non-Measure Y youth. These differences were statistically significant for all measures. (See the Table below.)

The following table illustrates Measure Y and Non-Measure Y OUSD Outcomes, Before Measure Y Began, 6<sup>th</sup> Grade and Higher

Cluster	Number of Youth in Attendance Sample	Number of Youth in Suspension Sample	Mean Number of Absences and Days Suspended per 100 Days of School		
			Total Absences <sup>2</sup>	Unexcused Absences <sup>3</sup>	Days Suspended <sup>4</sup>
Measure Y Youth	1,120	390	7.46	4.16	2.82
Non-Measure Y Youth	20,496	2,411	5.31	2.22	2.26

<sup>1</sup> Citywide, of the 1,656 Measure Y youth linked to OUSD data, 88% were 9<sup>th</sup>-12<sup>th</sup> graders, 11% were 6<sup>th</sup>-8<sup>th</sup> graders, and 1% were K-5<sup>th</sup> graders. Of the 58,254 non-Measure Youth, 48% were 9<sup>th</sup>-12<sup>th</sup> graders, 32% were 6<sup>th</sup>-8<sup>th</sup> graders, and 20% were K-5<sup>th</sup> graders. Measure Y and non-Measure Y youth are not comparable groups of youth. They vary substantially along several dimensions.

<sup>2</sup> Two Samples t Test: t = 9.210, p = .000.

<sup>3</sup> Two Samples t Test: t = 10.916, p = .000.

<sup>4</sup> Two Samples t Test: t = 4.394, p = .000.



During the most recent four quarters, Measure Y youth in each of the five clusters did no better than their non-Measure Y classmates in total absences and unexcused absences from school. There was no difference in the mean rate of days suspended from school between the Measure Y youth and the non-Measure Y youth.

Measure Y and Non-Measure Y OUSD Outcomes, After Measure Y Began, 6<sup>th</sup> Grade and Higher

Cluster	Number of Youth in Attendance Sample <sup>5</sup>	Number of Youth in Suspension Sample	Mean Number of Absences and Days Suspended per 100 Days of School		
			Total Absences <sup>6</sup>	Unexcused Absences <sup>7</sup>	Days Suspended <sup>8</sup>
Measure Y Youth	583	97	7.53	4.11	3.10
Non-Measure Y Youth	13,596	961	5.75	2.58	2.87

Considering only 9<sup>th</sup> grade and higher grades during the pre-Measure Y era, the data suggests that Measure Y youth underperformed non-Measure Y youth. On average, Measure Y youth had more absences, more unexcused absences, and more days suspended from school than non-Measure Y youth during the four quarters before Measure Y started. (See the Table below.)

Measure Y and Non-Measure Y OUSD Outcomes, Before Measure Y Began, 9<sup>th</sup> Grade and Higher

Cluster	Number of Youth in Attendance Sample	Number of Youth in Suspension Sample	Mean Number of Absences and Days Suspended per 100 Days of School		
			Total Absences <sup>9</sup>	Unexcused Absences <sup>10</sup>	Days Suspended <sup>11</sup>
Measure Y Youth	989	342	7.38	4.12	2.72
Non-Measure Y Youth	12,444	1,651	5.56	2.53	2.19

During the most recent four quarters, Non-Measure Y youth had more absences and unexcused absences from school than Measure Y classmates. There was

<sup>5</sup> The number of youth in the sample varies from the pre-Measure Y period to the Measure Y period due to missing data.

<sup>6</sup> Two Samples t Test:  $t = 5.359$ ,  $p = .000$ .

<sup>7</sup> Two Samples t Test:  $t = 5.880$ ,  $p = .000$ .

<sup>8</sup> Two Samples t Test:  $t = .718$ ,  $p = .474$ .

<sup>9</sup> Two Samples t Test:  $t = 7.349$ ,  $p = .000$ .

<sup>10</sup> Two Samples t Test:  $t = 8.398$ ,  $p = .000$ .

<sup>11</sup> Two Samples t Test:  $t = 4.042$ ,  $p = .000$ .

no difference in the mean rate of days suspended from school between the Measure Y Clusters and the non-Measure Y youth.

Measure Y and Non-Measure Y OUSD Outcomes, After Measure Y Began, 9<sup>th</sup> Grade and Higher

Cluster	Number of Youth in Attendance Sample <sup>12</sup>	Number of Youth in Suspension Sample	Mean Number of Absences and Days Suspended per 100 Days of School		
			Total Absences <sup>13</sup>	Unexcused Absences <sup>14</sup>	Days Suspended <sup>15</sup>
Measure Y Youth	530	81	7.37	4.12	2.73
Non-Measure Y Youth	7,059	325	6.22	3.25	2.05

Data on the grade point averages of Measure Y and non-Measure Y youth were limited to three periods: 2<sup>nd</sup> Quarter 2008, 4<sup>th</sup> Quarter 2008, and 2<sup>nd</sup> Quarter 2009. These periods occurred after Measure Y began. The evaluation team restricted the analysis of grade point average data to 9<sup>th</sup> grade and higher. The number of youth and average grade point averages for each cluster appear in the Table below. The evaluation team found that for each of the three periods for which data was available, non-Measure Y youth earned significantly higher grades.

Measure Y and Non-Measure Y OUSD Core GPAs, After Measure Y Began, 9<sup>th</sup> Grade and Higher

Cluster	2 <sup>nd</sup> Quarter 2008		4 <sup>th</sup> Quarter 2008		2 <sup>nd</sup> Quarter 2009	
	Number	Mean Core GPA <sup>16</sup>	Number	Mean Core GPA <sup>17</sup>	Number	Mean Core GPA <sup>18</sup>
Measure Y Youth	918	2.08	452	2.30	457	2.14
Non-Measure Y Youth	10,571	2.61	5,873	2.57	5,891	2.41

In sum, Measure Y youth are even more challenged than their non-Measure Y classmates. Participants in Measure Y had worse attendance and lower grades than their non-Measure Y classmates in the periods before Measure Y and after Measure Y began.

<sup>12</sup> The number of youth in the sample varies from the pre-Measure Y period to the Measure Y period due to missing data.

<sup>13</sup> Two Samples t Test:  $t = 3.239$ ,  $p = .001$ .

<sup>14</sup> Two Samples t Test:  $t = 3.070$ ,  $p = .001$ .

<sup>15</sup> Two Samples t Test:  $t = 2.303$ ,  $p = .023$ .

<sup>16</sup> Two Samples t Test:  $t = -14.664$ ,  $p = .000$ .

<sup>17</sup> Two Samples t Test:  $t = -5.026$ ,  $p = .000$ .

<sup>18</sup> Two Samples t Test:  $t = -4.643$ ,  $p = .000$ .

### OUSD Findings by Measure Y Clusters

The evaluation team began the analysis by profiling, by cluster, the Measure Y participants younger than 19 years of age who had linked OUSD data.<sup>19</sup> Clients with linked OUSD data ranged from a high of 71% for School-Based Prevention Projects cluster participants to a low of 25% of the Special Services – Exposure to Violence clients. The distribution of youth participants with OUSD data appears in the table below.

### Measure Y Clusters: Number of Total Youth, Youth with OUSD Activity, and Percentages of Each.<sup>20</sup>

Cluster	Number of Consented Participants Under 19 Years of Age	Percent of Consented Participants Under 19 Years of Age*	Number of Consented Participants Under 19 Years of Age with OUSD Activity	Percent of Consented Participants Under 19 Years of Age with OUSD Activity*	Consented Participants Under 19 Years of Age as Percent of Cluster
Diversion and Re-Entry Services	305	10%	141	8%	46%
Employment and Training Outreach	800	25%	516	29%	65%
School-Based Prevention Projects	1,164	37%	744	41%	64%
Special Services – Exposure to Violence	401	13%	284	16%	71%
<b>Total</b>	<b>3,174</b>	<b>100%</b>	<b>1,809</b>	<b>100%</b>	<b>57%</b>

\*Percentages may not sum to 100% due to rounding.

About 1% of the Measure Y participants linked to OUSD records were 5<sup>th</sup> grade or lower, 10% were middle school students, and 89% were high school students. The evaluation team restricted the analysis to two groups: (1) 6<sup>th</sup> grade and higher and (2) 9<sup>th</sup> grade and higher.

<sup>19</sup> Participants younger than 19 years of age were selected as K-12 school age youth are typically between 5 and 18 years of age.

<sup>20</sup> This analysis excludes the "Community/Neighborhood Changes" cluster. This cluster included only one program with a total of six youth had linked OUSD data.

## **Cluster Outcomes**

To gauge the patterns of school absences and academic achievement, the evaluation team sought to compare youth participants across clusters during the period before Measure Y and the period of Measure Y. For a participant to be included in this analysis, she would have had to have data collected during at least one quarter being considered. There were a fair number of youth who did not have reported data during the periods under consideration and who were hence excluded from the analysis.

As in the case of the Citywide discussion, the analysis here focuses on rates; the number of total school days in each calendar year period serves as the denominator; the number of detected days absent from school (total and unexcused) and days suspended from school serve as the respective numerators. The evaluation team multiplied the ratio by 100. This provides the rate of total absences, total unexcused absences, and days suspended per 100 days of school.

Again, the OUSD data was of uneven completeness for this analysis. Not every youth, for whom attendance data was recorded, had number of days suspended from school data recorded as well. For some youth, "0" number of days suspended was recorded; for most, no value was recorded. The evaluation team used the attendance and suspension data in the condition that it was provided by OUSD. Missing data was not recorded as "0." Grade point average data was available for only Spring 2008, Fall 2008, and Spring 2009.

The pre-Measure Y period for which we have data includes four quarters – 3<sup>rd</sup> Quarter 2005 through 2<sup>nd</sup> Quarter 2006. This period was compared with the most recent four quarters of the Measure Y era – 3<sup>rd</sup> Quarter 2008 through 2<sup>nd</sup> Quarter 2009. According to the data youth in the six clusters differed significantly on all three measures. On average, Special Services – Exposure to Violence youth missed the most days of school – 10.43 days per 100 – while Employment and Training youth missed the least – 6.41 days per 100. Considering unexcused absences, Diversion and Re-Entry Services youth missed the most – 6.55 days per 100 – while Employment and Training youth had the fewest unexcused absences on average – 2.98 days per 100. Lastly, Diversion and Re-Entry Youth had on average the most days suspended – 5.37 days per 100 – while Employment and Training and the fewest – 3.15 days per 100.

Pre-Measure Y OUSD Outcomes by Cluster.

Cluster	Number of Youth in Attendance Sample	Number of Youth in Suspension Sample	Mean Number of Absences and Days Suspended per 100 Days of School		
			Total Absences <sup>21</sup>	Unexcused Absences <sup>22</sup>	Days Suspended <sup>23</sup>
Diversion and Re-Entry Services	103	53	9.65	6.55	5.37
Employment and Training	352	109	6.41	2.98	3.15
Outreach	507	163	7.79	4.65	3.86
School-Based Prevention Projects	183	66	8.16	4.45	3.91
Special Services – Exposure to Violence	78	20	10.43	5.31	4.67
<b>Total</b>	<b>1,223</b>	<b>411</b>	<b>7.77</b>	<b>4.34</b>	<b>3.91</b>

Comparing school outcomes across clusters during the period of Measure Y, the data suggests a convergence of outcomes.<sup>24</sup> In this case, youth participants, regardless of cluster, experienced similar mean absence and unexcused absence rates and similar mean days suspended from school rates. The overall number of days absent from school per 100 days was 73.33 while the number of days with unexcused absences from school was 3.97. The number of days per 100 days suspended from school was 2.92 days. Compared to the pre-Measure Y period these values represent decreases in the mean rate of days absent from school, mean rate of days with unexcused absences, and mean rate of days suspended.

<sup>21</sup> ANOVA: F = 6.356, p = .000.

<sup>22</sup> ANOVA: F = 8.900, p = .000.

<sup>23</sup> ANOVA: F = 3.490, p = .008.

<sup>24</sup> Importantly, the sample sizes for the Measure Y period adjusted downward significantly. This reflects the loss of students due to mobility out of the district (graduations, transfers, dropouts and the like).

### Measure Y OUSD Outcomes by Cluster.<sup>25</sup>

Cluster	Number of Youth in Attendance Sample	Number of Youth in Suspension Sample	Mean Number of Absences and Days Suspended per 100 Days of School		
			Total Absences <sup>26</sup>	Unexcused Absences <sup>27</sup>	Days Suspended <sup>28</sup>
Diversion and Re-Entry Services	33	15	7.44	4.44	3.22
Employment and Training	239	36	7.92	3.81	2.45
Outreach	253	47	7.24	4.21	3.17
School-Based Prevention Projects	96	10	5.65	3.38	3.33
Special Services – Exposure to Violence	26	6	8.95	4.51	2.31
<b>Total</b>	<b>647</b>	<b>114</b>	<b>7.33</b>	<b>3.97</b>	<b>2.92</b>

### Correlations: Service Hours, School Outcomes

The evaluation team sought to find correlations between Measure Y service hours and school outcomes. For each cluster, the evaluation team searched for correlations between total, individual, and group service hours and total absences, unexcused absences, and days suspended from school before and after the start of Measure Y. Positive correlations indicate that as time spent with the youth (group or individual) increases the measure also increases. Positive correlations may suggest that programs were spending more time working with youth who had school attendance issues or had frequent school disciplinary actions. Negative correlations may indicate that service hours help reduce school attendance problems or disciplinary actions. The evaluation team cannot be certain at this time. Most certainly, correlations do not imply that one event causes another event. The correlations were:

#### Diversion and Re-Entry Services

- During 3<sup>rd</sup> Quarter 2008, individual hours were positively correlated with days suspended.<sup>29</sup>

<sup>25</sup> The number of youth in the sample varies from the pre-Measure Y period to the Measure Y period due to missing data.

<sup>26</sup> ANOVA: F = 1.794, p = .128.

<sup>27</sup> ANOVA: F = .456, p = .768.

<sup>28</sup> ANOVA: F = .471, p = .757.

<sup>29</sup> Pearson Correlation = .832, p = .020, n = 7.

### **Employment and Training**

- During 1<sup>st</sup> Quarter 2009, group hours were negatively correlated with days absent.<sup>30</sup>
- During 2<sup>nd</sup> Quarter 2009, individual hours were positively correlated with days suspended.<sup>31</sup>

### **Outreach**

- During 4<sup>th</sup> Quarter 2006, individual hours were positively correlated with absences.<sup>32</sup>
- During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with absences<sup>33</sup> and unexcused absences.<sup>34</sup>
- During 2<sup>nd</sup> Quarter 2007, group hours were positively correlated with absences<sup>35</sup> and unexcused absences.<sup>36</sup>
- During 2<sup>nd</sup> Quarter 2007, individual hours were positively correlated with absences<sup>37</sup> and unexcused absences.<sup>38</sup>
- During 3<sup>rd</sup> Quarter 2007, group hours were positively correlated with absences<sup>39</sup> and unexcused absences.<sup>40</sup>
- During 4<sup>th</sup> Quarter 2007, group hours were positively correlated with unexcused absences.<sup>41</sup>
- During 4<sup>th</sup> Quarter 2007, individual hours were positively correlated with absences.<sup>42</sup>
- During 1<sup>st</sup> Quarter 2009, group hours were positively correlated with unexcused absences.<sup>43</sup>

### **School-Based Prevention Projects**

- During 4<sup>th</sup> Quarter 2006, individual hours were positively correlated with absences.<sup>44</sup>

During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with absences.<sup>45</sup>

### **Special Services Exposure to Violence**

- During 3<sup>rd</sup> Quarter 2007, group hours were positively correlated with unexcused absences.<sup>46</sup>

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<sup>30</sup> Pearson Correlation =  $-.309$ ,  $p = .049$ ,  $n = 41$ .

<sup>31</sup> Pearson Correlation =  $.508$ ,  $p = .031$ ,  $n = 18$ .

<sup>32</sup> Pearson Correlation =  $.287$ ,  $p = .026$ ,  $n = 60$ .

<sup>33</sup> Pearson Correlation =  $.331$ ,  $p = .008$ ,  $n = 64$ .

<sup>34</sup> Pearson Correlation =  $.459$ ,  $p = .000$ ,  $n = 64$ .

<sup>35</sup> Pearson Correlation =  $.515$ ,  $p = .000$ ,  $n = 58$ .

<sup>36</sup> Pearson Correlation =  $.555$ ,  $p = .000$ ,  $n = 58$ .

<sup>37</sup> Pearson Correlation =  $.279$ ,  $p = .021$ ,  $n = 68$ .

<sup>38</sup> Pearson Correlation =  $.293$ ,  $p = .015$ ,  $n = 68$ .

<sup>39</sup> Pearson Correlation =  $.324$ ,  $p = .025$ ,  $n = 48$ .

<sup>40</sup> Pearson Correlation =  $.306$ ,  $p = .034$ ,  $n = 48$ .

<sup>41</sup> Pearson Correlation =  $.239$ ,  $p = .048$ ,  $n = 69$ .

<sup>42</sup> Pearson Correlation =  $.268$ ,  $p = .042$ ,  $n = 58$ .

<sup>43</sup> Pearson Correlation =  $.211$ ,  $p = .049$ ,  $n = 88$ .

<sup>44</sup> Pearson Correlation =  $.975$ ,  $p = .025$ ,  $n = 4$ .

<sup>45</sup> Pearson Correlation =  $.617$ ,  $p = .019$ ,  $n = 14$ .

<sup>46</sup> Pearson Correlation =  $.822$ ,  $p = .007$ ,  $n = 9$ .

## **Correlations of Service Hours to Grade Point Averages, Absences, Suspensions**

The evaluation team looked for correlations between program service hours and grade point averages. The notion being explored is whether, if at all, the amount of time provided to a youth participant was related to her school outcomes. Programs within clusters may select participants based on low academic performance while others may seek to increase the grade point averages of students through tutoring and additional supports. The statistically significant correlations were:

### **Outreach**

- During 2<sup>nd</sup> Quarter 2008, individual hours were negatively correlated with the Core GPA.<sup>47</sup>
- During 2<sup>nd</sup> Quarter 2009, individual hours were negatively correlated with the Core GPA.<sup>48</sup>

### **School-Based Prevention Projects**

- During 2<sup>nd</sup> Quarter 2009, individual hours were negatively correlated with the Core GPA.<sup>49</sup>

### **Special Services – Exposure to Violence**

- During 2<sup>nd</sup> Quarter 2008, individual hours were negatively correlated with the Core GPA.<sup>50</sup>
- During 4<sup>th</sup> Quarter 2008, group hours were positively correlated with the Core GPA.<sup>51</sup>

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<sup>47</sup> Pearson correlation =  $-.555$ ,  $p = .004$ , and  $n = 25$ .

<sup>48</sup> Pearson correlation =  $-.284$ ,  $p = .005$ , and  $n = 94$ .

<sup>49</sup> Pearson correlation =  $-.657$ ,  $p = .006$ , and  $n = 16$ .

<sup>50</sup> Pearson correlation =  $-.555$ ,  $p = .004$ , and  $n = 25$ .

<sup>51</sup> Pearson correlation =  $-.905$ ,  $p = .034$ , and  $n = 5$ .



### **OUSD Findings by Measure Y Program**

The evaluation team also considered OUSD outcomes by program for this analysis. Not all program participants will have OUSD outcomes; some programs provide services to adults who are no longer school age and some number of youth participants attend private or parochial schools, schools outside of the area, and have dropped out of OUSD. This analysis ignores those youth for whom no CitySpan Demographics and Service Hours data was linked with OUSD data. The Table below enumerates the number of consented youth and consented youth with linked OUSD data. Overall, 57% of the youth participants were linked with OUSD data.

**Measure Y Programs: Number of Total Youth, Youth with OUSD Data, and Percentages of Each.**

<b>Program Name</b>	<b>Number of Consented Participants Under 19 Years of Age</b>	<b>Percent of Consented Participants Under 19 Years of Age*</b>	<b>Number of Consented Youth Participants with OUSD Data</b>	<b>Percent of Consented Participants with OUSD Data*</b>	<b>Consented Participants with OUSD Data as Percent of Program*</b>
Crisis Response Team	40	1%	12	1%	30%
Allen Temple – Intensive Re-entry Employment	4	<1%	1	<1%	25%
Allen Temple – Project Choice	1	<1%	0	0%	0%
Bay Area Video Coalition/Youth Sounds	83	3%	56	3%	67%
California Youth Outreach – Mayor’s Street	32	1%	18	1%	56%
Caught in the Crossfire	49	2%	24	1%	49%
Children’s Hospital & Research	8	<1%	3	<1%	38%
Center Oakland City Council Neighborhood Initiative	23	1%	6	<1%	26%
CRSN Mental Health	38	1%	8	<1%	21%
East Bay Agency for Children	253	8%	214	11%	85%
East Bay Asian Youth Center ECMHS	199	6%	123	6%	62%
Collaborative (FamilyPaths) ECMHS	14	<1%	2	<1%	14%
Collaborative (Jewish Family & Children) ECMHS	2	<1%	0	0%	0%
ECMHS	0	0%	0	0%	0%

Collaborative (Through the Looking Glass) FVLU (Family Violence Law Center) Goodwill Industries (Intensive Re- entry Employment)	2	<1%	0	0%	0%
Healthy Oakland Leadership Excellence	37	1%	14	1%	38%
The Mentoring Center – Project Choice	149	5%	94	5%	63%
The Mentoring Center – PTC	49	2%	0	0%	0%
OUSD Alt. Ed. Gang Intervention	208	6%	136	7%	65%
Project Re- Connect Parent Education	144	4%	118	6%	82%
Radical Roving Recreation RJOY	0	0%	0	0%	0%
Restorative Justice Training (Attitudinal Healing)	199	6%	115	6%	58%
Safe Passages (ACHCSA)	26	1%	8	<1%	31%
Safe Passages Middle School Model	0	0%	0	0%	0%
SEM Network (AHS/Banteay Srei)	38	1%	12	1%	32%
SEM Network (Cal-Pep)	20	1%	4	<1%	20%
SEM Network (MISSEY)	10	<1%	2	<1%	20%
SEM Network (Scotlan Center)	88	3%	29	2%	33%
	197	6%	50	3%	25%

Sports4Kids	204	6%	155	8%	76%
The WorkFirst Foundation	8	<1%	1	<1%	13%
VOA – Crew Based Employment	4	<1%	0	0%	0%
VOA – Project Choice	0	0%	0	0%	0%
YEP – After School Job Training	372	11%	248	13%	67%
YEP – Intensive Reentry Employment	12	<1%	3	<1%	25%
YEP – Summer Jobs	277	8%	179	9%	65%
Youth ALIVE!	147	4%	104	5%	71%
Youth Justice Institute	146	4%	37	2%	25%
Youth Radio	108	3%	66	3%	61%
Youth UpRising – Mayor’s Street Outreach	2	<1%	2	<1%	100%
Youth UpRising – Sport/Recreation or Street Outreach	143	4%	74	4%	52%
<b>Total</b>	<b>3,336</b>	<b>100%</b>	<b>1,918</b>	<b>100%</b>	<b>57%</b>

\*Percentages may not sum to 100% due to rounding.

### Correlations: Service Hours and School Outcomes

The evaluation team sought to find correlations between Measure Y service hours and school outcomes for each quarter for which data was available.

For each program, the evaluation team searched for correlations between group and individual service hours and the rate of total absences, unexcused absences, and days suspended from school. The evaluation team found several statistically significant correlations between service hours and school outcomes. The correlations were:

### **Bay Area Video Coalition/Youth Sounds**

- During 1<sup>st</sup> Quarter 2007, group hours were positively correlated with the total absence rate<sup>52</sup> and the unexcused absence rate.<sup>53</sup>
- During 4<sup>th</sup> Quarter 2007, group hours were negatively correlated with the total absence rate<sup>54</sup> and the unexcused absence rate.<sup>55</sup>

### **California Youth Outreach – Mayor’s Street Outreach**

- During 2<sup>nd</sup> Quarter 2009, individual hours were negatively correlated with total absences.<sup>56</sup>
- During 2<sup>nd</sup> Quarter 2009, individual hours were negatively correlated with the unexcused absence rate.<sup>57</sup>

### **East Bay Agency for Children**

- During 2<sup>nd</sup> Quarter 2007, group hours were positively correlated with the absence rate.<sup>58</sup>
- During 2<sup>nd</sup> Quarter 2008, individual hours were positively correlated with the absence rate.<sup>59</sup>
- During 1<sup>st</sup> Quarter 2009, individual hours were positively correlated with the absence rate.<sup>60</sup>
- During 2<sup>nd</sup> Quarter 2009, group hours were positively correlated with the days suspended rate.<sup>61</sup>

### **East Bay Asian Youth Center**

- During 3<sup>rd</sup> Quarter 2006, individual hours were positively correlated with the unexcused absence rate.<sup>62</sup>
- During 2<sup>nd</sup> Quarter 2007, group hours were positively correlated with the total absence rate<sup>63</sup> and the unexcused absence rate.<sup>64</sup>
- During 3<sup>rd</sup> Quarter 2008, group hours were positively correlated with the days suspended rate.<sup>65</sup>
- During 1<sup>st</sup> Quarter 2009, group hours were negatively correlated with the days suspended rate.<sup>66</sup>
- During 1<sup>st</sup> Quarter 2009, individual hours were positively correlated with the total absence rate.<sup>67</sup>

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<sup>52</sup> Pearson Correlation = .571, p= .013, n = 18.

<sup>53</sup> Pearson Correlation = .634, p= .005, n = 18.

<sup>54</sup> Pearson Correlation = .571, p= .013, n = 18.

<sup>55</sup> Pearson Correlation = -.684, p= .020, n = 11.

<sup>56</sup> Pearson Correlation = -.669, p= .034, n = 10.

<sup>57</sup> Pearson Correlation = -.706, p= .022, n = 10.

<sup>58</sup> Pearson Correlation = .758, p= .049, n = 7.

<sup>59</sup> Pearson Correlation = .859, p= .000, n = 12.

<sup>60</sup> Pearson Correlation = .454, p= .020, n = 26.

<sup>61</sup> Pearson Correlation = .799, p= .017, n = 8.

<sup>62</sup> Pearson Correlation = .679, p= .011, n = 13.

<sup>63</sup> Pearson Correlation = .773, p= .005, n = 11.

<sup>64</sup> Pearson Correlation = .755, p= .005, n = 11.

<sup>65</sup> Pearson Correlation = .968, p= .000, n = 9.

<sup>66</sup> Pearson Correlation = -.938, p= .006, n = 6.

<sup>67</sup> Pearson Correlation = .622, p= .000, n = 29.

### **Leadership Excellence**

- ❑ During 2<sup>nd</sup> Quarter 2007, group hours were negatively correlated with the days suspended rate.<sup>68</sup>
- ❑ During 3<sup>rd</sup> Quarter 2008, group hours were positively correlated with the total absence rate.<sup>69</sup>
- ❑ During 3<sup>rd</sup> Quarter 2008, individual hours were positively correlated with the unexcused absence rate.<sup>70</sup>
- ❑ During 2<sup>nd</sup> Quarter 2009, group hours were negatively correlated with the unexcused absence rate.<sup>71</sup>

### **The Mentoring Center – PTC**

- ❑ During 3<sup>rd</sup> Quarter 2008, individual hours were positively correlated with the days suspended rate.<sup>72</sup>

### **OUSD Alt. Ed. Gang Intervention**

- ❑ During 1<sup>st</sup> Quarter 2007, individual hours were positively correlated with the total absence rate.<sup>73</sup>
- ❑ During 2<sup>nd</sup> Quarter 2007, group hours were positively correlated with the unexcused absence rate.<sup>74</sup>
- ❑ During 2<sup>nd</sup> Quarter 2008, group hours were negatively correlated with the unexcused absence rate.<sup>75</sup>

### **Sports4Kids**

- ❑ During 4<sup>th</sup> Quarter 2007, individual hours were negatively correlated with the total absence rate.<sup>76</sup>
- ❑ During 4<sup>th</sup> Quarter 2008, group hours were negatively correlated with the total absence rate.<sup>77</sup>

### **YEP – After School Job Training**

- ❑ During 4<sup>th</sup> Quarter 2007, individual hours were negatively correlated with the unexcused absence rate.<sup>78</sup>
- ❑ During 1<sup>st</sup> Quarter 2009, group hours were negatively correlated with the total absence rate.<sup>79</sup>

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<sup>68</sup> Pearson Correlation = -.998, p= .037, n = 3.

<sup>69</sup> Pearson Correlation = .627, p= .029, n = 12.

<sup>70</sup> Pearson Correlation = .561, p= .024, n = 16.

<sup>71</sup> Pearson Correlation = -.758, p= .029, n = 8.

<sup>72</sup> Pearson Correlation = .832, p= .020, n = 7.

<sup>73</sup> Pearson Correlation = .712, p= .021, n = 10.

<sup>74</sup> Pearson Correlation = .862, p= .006, n = 8.

<sup>75</sup> Pearson Correlation = -.587, p= .045, n = 12.

<sup>76</sup> Pearson Correlation = -.820, p= .046, n = 6.

<sup>77</sup> Pearson Correlation = -.615, p= .000, n = 43.

<sup>78</sup> Pearson Correlation = -.371, p= .017, n = 41.

<sup>79</sup> Pearson Correlation = -.651, p= .001, n = 22.

### **YEP – Summer Jobs**

- During 1<sup>st</sup> Quarter 2008, group hours were negatively correlated with the total absence rate.<sup>80</sup>
- During 2<sup>nd</sup> Quarter 2009, individual hours were positively correlated with the days suspended rate.<sup>81</sup>

### **Youth ALIVE!**

- During 4<sup>th</sup> Quarter 2007, individual hours were negatively correlated with the unexcused absence rate.<sup>82</sup>
- During 1<sup>st</sup> Quarter 2008, group hours were positively correlated with the unexcused absence rate.<sup>83</sup>

### **Youth Justice Institute (Family Justice Center)**

- During 4<sup>th</sup> Quarter 2006, group hours were positively correlated with the unexcused absence rate.<sup>84</sup>

### **Youth UpRising – Sports/Recreation or Street Outreach**

- During 4<sup>th</sup> Quarter 2007, group hours were positively correlated with the unexcused absence rate.<sup>85</sup>
- During 2<sup>nd</sup> Quarter 2008, group hours were positively correlated with the unexcused absence rate.<sup>86</sup>

For each program, the evaluation team searched for correlations between group and individual service hours and the core cumulative and core grade point averages. The evaluation team found several statistically significant correlations between service hours and school outcomes. The correlations were:

### **East Bay Agency for Children**

- During 4<sup>th</sup> Quarter 2008, individual hours were positively correlated with the 4<sup>th</sup> Quarter 2008 core grade point average.<sup>87</sup>

### **Leadership Excellence**

- During 4<sup>th</sup> Quarter 2008, group hours were negatively correlated with the 4<sup>th</sup> Quarter 2008 core grade point average.<sup>88</sup>

### **Radical Roving Recreation (OPR)**

- During 2<sup>nd</sup> Quarter 2008, group hours were negatively correlated with the 2<sup>nd</sup> Quarter 2008 core cumulative grade point average.<sup>89</sup>

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<sup>80</sup> Pearson Correlation =  $-.819$ ,  $p = .024$ ,  $n = 7$ .

<sup>81</sup> Pearson Correlation =  $.997$ ,  $p = .045$ ,  $n = 3$ .

<sup>82</sup> Pearson Correlation =  $-.626$ ,  $p = .029$ ,  $n = 12$ .

<sup>83</sup> Pearson Correlation =  $.998$ ,  $p = .002$ ,  $n = 4$ .

<sup>84</sup> Pearson Correlation =  $.972$ ,  $p = .001$ ,  $n = 6$ .

<sup>85</sup> Pearson Correlation =  $.451$ ,  $p = .035$ ,  $n = 22$ .

<sup>86</sup> Pearson Correlation =  $.499$ ,  $p = .042$ ,  $n = 17$ .

<sup>87</sup> Pearson Correlation =  $.429$ ,  $p = .037$ ,  $n = 24$ .

<sup>88</sup> Pearson Correlation =  $-.869$ ,  $p = .011$ ,  $n = 7$ .

<sup>89</sup> Pearson Correlation =  $-.474$ ,  $p = .035$ ,  $n = 20$ .

### **SEM Network (MISSEY)**

- During 2<sup>nd</sup> Quarter 2008, individual hours were negatively correlated with the 2<sup>nd</sup> Quarter 2008 core grade point average.<sup>90</sup>

### **SEM Network (Scotlan Center)**

- During 2<sup>nd</sup> Quarter 2008, group hours were positively correlated with the 2<sup>nd</sup> Quarter 2008 core grade point average.<sup>91</sup>
- During 2<sup>nd</sup> Quarter 2008, individual hours were negatively correlated with the 2<sup>nd</sup> Quarter 2008 core grade point average.<sup>92</sup>
- During 2<sup>nd</sup> Quarter 2008, individual hours were negatively correlated with the 2<sup>nd</sup> Quarter 2008 core cumulative grade point average.<sup>93</sup>

### **Sports4Kids**

- During 4<sup>th</sup> Quarter 2008, group hours were positively correlated with the 4<sup>th</sup> Quarter 2008 core grade point average.<sup>94</sup>
- During 4<sup>th</sup> Quarter 2008, group hours were positively correlated with the 4<sup>th</sup> Quarter 2008 core cumulative grade point average.<sup>95</sup>

### **YEP – After School Job Training**

During 4<sup>th</sup> Quarter 2008, individual hours were positively correlated with the 4<sup>th</sup> Quarter 2008 core cumulative grade point average.<sup>96</sup>

### **YEP – Summer Jobs**

- During 2<sup>nd</sup> Quarter 2008, group hours were negatively correlated with the 2<sup>nd</sup> Quarter 2008 core cumulative grade point average.<sup>97</sup>

### **Youth Radio**

- During 2<sup>nd</sup> Quarter 2008, group hours were negatively correlated with the 2<sup>nd</sup> Quarter 2008 core grade point average.<sup>98</sup>

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<sup>90</sup> Pearson Correlation = -.675, p= .032, n = 10.

<sup>91</sup> Pearson Correlation = .882, p= .020, n = 6.

<sup>92</sup> Pearson Correlation = -.701, p= .011, n = 12.

<sup>93</sup> Pearson Correlation = -.677, p= .011, n = 13.

<sup>94</sup> Pearson Correlation = .385, p= .020, n = 36.

<sup>95</sup> Pearson Correlation = .331, p= .049, n = 36.

<sup>96</sup> Pearson Correlation = .370, p= .034, n = 33.

<sup>97</sup> Pearson Correlation = -.707, p= .015, n = 11.

<sup>98</sup> Pearson Correlation = -.812, p= .008, n = 9.



## **Summary**

*Measure Y face school attendance, behavior, and performance challenges. When compared with non-Measure Y youth attending OUSD schools, Measure Y youth fared worse. It seems clear that Measure Y is taking on youth for whom the need is substantial.*

*The different Measure Y clusters provide services to different profiles of youth participants. The Special Services – Exposure to Violence cluster’s participants were likely to have missed the most days of school, while Diversion and Re-Entry cluster participants were likely to have clients with more unexcused absences and days suspended.*

*The results from the program correlations should be viewed cautiously. A finding that service hours were positively correlated with total absences or unexcused absences does not confirm that a program is “not working.” Instead, programs may be selecting youth with many absences as those with whom they will invest the most hours.*

*Although the findings presented here are inconclusive, the evaluation team anticipates that additional time, data, and data collection refinements at the program-level will facilitate a more rigorous evaluation of the effectiveness of Measure Y programming.*

# Appendix C: Case Study Beats

## Methods

During the winter and early spring 2009, the evaluation team conducted two rounds of site visits to all six beats included in the case study. In addition focus groups and interviews with residents were conducted at the time of the site observations. The purpose of the case study was to understand how residents, Problem-Solving Officers (PSOs), Neighborhood Crime Prevention Councils (NCPCs), Neighborhood Service Coordinators (NSCs) and other city offices collaborate to address problems in their beat.

The process and criteria used to select case study beats is described below. Researchers consulted with Neighborhood Services Division and Oakland Police Department staff to identify six beats to include in the case study. The following criteria were used to select the beats:

1. Stressor level and crime activity
2. Measure Y funded
3. Geographic representation from all regions and council districts in Oakland.
4. Level of functioning as measured by attendance, participation of community partners, problem solving ability, and access to resources.

## Selected Beats for the Case Study

Beat	PSO Area Councilperson	Stressor	Measure Y
6X	PSO Area I: West Oakland. Nadel	Yes	Yes
10 Y	PSO Area II: North Oakland. Brunner	Not a stressor beat but adjacent to one	Yes
19X	PSO Area III: Chinatown Kernighan	Yes	Yes
23 X	PSO Area IV: Fruitvale de la Fuente district	Yes	Yes
27X	PSO Area V: East Oakland: Quan, de la Fuente, Brooks	No	Yes
35 X	PSO Area VI: East Oakland Reid district	Yes	Yes

## Beat Descriptions

A brief summary of each case study beat follows. Each summary includes a description of the neighborhood, level and types of crime experienced, and resident-identified priority problems, followed by a summary of the focus groups and site visits conducted at each beat.

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**Beat 6X Profile:** Beat 6X is located in West Oakland. Its boundary to the north is 40<sup>th</sup> Street from Highway 980 westbound from the Emeryville City border; West Grand Avenue from San Pablo Avenue westbound to Highway 980 to the south; Highway 980 from West Grand Avenue to 40<sup>th</sup> Street to the east; and San Pablo Avenue from West Grand Avenue to the Emeryville City border, continuing northbound on the Emeryville

border to 40<sup>th</sup> Street to the west. The neighborhood is mostly single family homes, virtually all of which have bars across windows. While individual homes were maintained well with neatly kept yards, the majority of properties were in various states of neglect. McClymonds High School (Now EXCEL) and Hoover Elementary School are the major schools in the beat.. Throughout the neighborhood there are a significant number of Oakland Housing Authority scattered sites, laundromats, small markets, liquor stores and bars. Residents complain of prostitution in several locations in the beat.

*Demographics:* According to the 2000 US Census, the total population of beat 6X is 7,291. The unemployment rate is 9.4%. 45.5% of residents are below the poverty line and 16.7% receive public assistance. There were 23 chronic truants and 54 violent suspensions. There were 148 arrests of youth 18 and under, 1,338 arrests of young adults 19-29, 90 incidents of domestic violence, 124 child abuse incidents, 1,022 incidents of violent crime, and 10,671 part I and II offenses. According to the Oakland Police Department, beat 6X had a safety ranking of 49 out of 57 beats in 2007. In the same year beat 6X had six murders, 11 rapes, 91 robberies, 157 assaults, 135 burglaries, 170 thefts, 116 vehicle thefts, and seven arsons; there were 265 total violent crimes and 693 total crimes.

*Beat 6X NCPC:* The Neighborhood Crime Prevention Council in beat 6X started in May 1996. The council meets every fourth Thursday each month to discuss crime and priority problems in the beat. An average of 32 community members attend the NCPC meetings. Beat 6X has no neighborhood watch groups. According to residents, major community concerns include drug activity, theft, prostitution, blighted properties, and illegal dumping.

*Site Visits:* Two site visits were conducted at NCPC meetings with between 30-40 residents at each meeting. In addition to over 20 residents who were not affiliated with an agency or community based organization, those in attendance included the PSO and a second officer, the Neighborhood Services Coordinator, a staff person from Oakland Planning Department, several Oakland Housing Authority (OHA) police officers, an administrator from OHA, City Council Aide to Councilmember Nadel, several older youth who were part of the West Oakland Teen Center, a staff person from a local community-based agency, Attitudinal Healing, a grocery store owner, and an attorney who offered pro-bono consultation to facilitate evictions of OHA tenants who were involved in narcotics sales.

Both meetings were very well organized with strong facilitation by the NCPC chair. A secretary kept minutes and reference was made to an Executive Committee. The City Council aide attending reported on efforts to inform residents about foreclosures and how tenants can protect themselves against eviction. Attitudinal Healing described changes at Hoover Elementary School and the youth interns from the West Oakland Teen Center described the new center and their desire to be more involved in the community.

Most of the meeting was spent in problem-solving discussion of a large number of 'hot spot' or troublesome properties using a map that identified specific locations, mostly residents with many OHA properties, but also including a liquor store and Laundromat. The PSO described having 'taken out' the final two dealers in a drug syndicate, identifying the specific house where the activity occurred. Residents identified a vacant house being used for prostitution, corners with drug dealing, and a Laundromat, apartment and OHA sites with drug dealing problems. Over a dozen specific sites were identified by residents, while the PSO took notes and described efforts that were being taken.

Overall, the impression was of a neighborhood with entrenched narcotics and prostitution-related problems. The NCPC also pointed to a very strong group of residents committed to preserving public safety by working with a variety of tools, resources and partners.

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**Beat 35X Profile:** Beat 35X is located in East Oakland. Its boundary to the north is Highway 580 eastbound from Fontaine Court to Golf Links Road; Bancroft Avenue eastbound from 82nd Avenue to 98<sup>th</sup> Avenue to the south; 98<sup>th</sup> Avenue northbound from Bancroft Avenue to Golf Links Road, Golf Links Road northbound from 98<sup>th</sup> Avenue to Highway 580 to the east; and 82<sup>nd</sup> Avenue northbound from Bancroft Avenue to the north end of 82<sup>nd</sup> Avenue; continuing on an imaginary line northbound to Highway 580 to the west.

*Demographics:* According to the 2000 US Census, the total population of beat 35X is 8,083. The unemployment rate is 6.4%. 23.7% of residents are below the poverty line and 15% receive public assistance.

Housing is primarily comprised of single-family homes with a limited number of small to moderate-sized apartment buildings. NCPC focus group members described their neighborhood as stable -comprised of mostly long-term residents who are 'vested' in the community.

Some recent crime statistics for Beat 35X include: 59 chronic truants and 74 violent suspensions. There were 141 arrests of youth 18 and under, 764 arrests of young adults 19-29, 85 incidents of domestic violence, 121 incidents of child abuse, 782 incidents of violent crime, and 10,423 part I and II offenses. According to the Oakland Police Department, beat 35X had a safety ranking of 38 out of 57 beats in 2007. In the same year beat 35X had six murders, 11 rapes, 64 robberies, 128 assaults, 105 burglaries, 113 thefts, 181 vehicle thefts, and five arsons; there were 209 total violent crimes and 613 total crimes.

*Beat 35X NCPC:* Beat 35X is a community with residents of diverse socio-economic and ethnic backgrounds. Attendees at the April 1<sup>st</sup> 2009 NCPC meeting were comprised of mostly African American and Latino residents, with a few Asian residents present as well. Ages of those in attendance ranged in age from mid 30's to 80 years old. Some residents living within beat 35X borders are self-described as *middle class*, while other residents, mostly those living below Foothill Blvd, were described by NCPC focus group

members as primarily *working class*. Residents reported a clear geographic ‘social class’ division between those living above and below Foothill Blvd, with Golf Links Road serving as another economic boundary. Residents from the upper portion of the beat tend to make up the majority of NCPC members. The NCPC has attempted to generate greater socio-economic diversity at its NCPC meetings by rotating locations between the Eastmont Mall Police Station and the United Lutheran Church. Meetings are well attended with 20-30 residents present at the two meetings observed. Phone and email trees have been established to maintain communication links in between meetings.

There are reportedly a great deal of churches and social service organizations within the 35X boundaries that focus on serving low-income communities. Other major institutions in the area are Howard, Parker and Markham Elementary Schools, Castlemont Community of Small Schools, Youth Uprising (a not for profit youth serving organization), Center of Hope Community Church, United Lutheran Church, and the Eastmont Mall and Police Station.

NCPC members take great pride in their homes and community, and participate in events such as National Night Out, Neighborhood Watch, and neighborhood cleanup efforts along Fontaine and Crest Streets every Saturday morning for the last 20 years.

General neighborhood concerns communicated include litter, graffiti, neighborhood blight – with a growing number of foreclosed homes in disrepair, drug dealing, daytime prostitution, and a lack of a strong merchant/business base, particularly in the lower portion of the beat.

*Site Visit:* The NCPC meeting began on time and was facilitated by two co-chairs who followed a structured agenda. The primary focus of this meeting was to narrow the list of 10 priority items down to three. The co-chairs reviewed each of the 10 items, allowed time for group discussion, and conducted a vote to determine which three would remain as priority items. The three resulting priority items include: illegal dumping, narcotics sales, and increased patrol. Another topic of discussion was how to spend the remaining \$700 of their NCPC budget. The co-chairs fielded responses from the group, allocated time for discussion, and then convened a vote. NCPC members volunteered to look into the cost of certain items, while one participant even volunteered to set up and host a website for the 35X Beat.

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**Beat 10Y:** Beat 10Y is located in West Oakland. Its boundary to the north is Berkeley City border from Adeline Street to Martin Luther King Street; 40<sup>th</sup> Street westbound from Highway 24 to the Emeryville City border to the south; Martin Luther King Street southbound from the Berkeley City border to Highway 24, Highway 24 southbound to 40<sup>th</sup> Street to the east; and Emeryville City border northbound from 40<sup>th</sup> Street to Adeline Street, Adeline Street to California Street, California Street northbound to the Berkeley City border to the west. The neighborhood is primarily residential, with no formal business districts.

*Demographics:* According to the 2000 US Census, beat 10Y’s total population is 5,625. The unemployment rate is 2.7%. 24.4% of residents are below the poverty line and

10.7% receive public assistance. There were 28 chronic truants and 25 violent suspensions. There were 30 arrests of youth 18 and under, 268 arrests of young adults 19-29, 38 incidents of domestic violence, 89 incidents of child abuse, 398 incidents of violent crime, and 5,313 part I and II offenses. According to the Oakland Police Department, beat 10Y had a safety ranking of 12 out of 57 beats in 2007. In the same year beat 10Y had one murder, three rapes, 58 robberies, 47 assaults, 78 burglaries, 64 thefts, 81 vehicle thefts, and 2 arsons; there were 109 total violent crimes and 334 total crimes.

*Beat 10Y NCPC:* The Neighborhood Crime Prevention Council meets every fourth Wednesday of each month to discuss crime and priority problems in the beat. An average of 30-40 community members attended the two NCPC meetings that were observed. There are 12 neighborhood watch groups in beat 10Y. According to residents, major community concerns include blighted properties, drug activity, shootings, and gang activity.

*Site Visit:* The meeting was held in Santa Fe Elementary School with approximately 30 residents in attendance. The memberships was very mixed ethnically and by age. The Santa Fe principal attended briefly, welcoming residents to the school. After this, the NSC facilitated the meeting, beginning with an announcement that the regular PSO had sought and received a transfer to East Oakland to work on the Crime Response Team (CRT). The residents were upset by the information, noting that they had great confidence in his work and that turnover had been a problem in this beat. He had been the PSO since August of 2008. Since his leaving the PSO position has remained vacant. Between September 2007 and August 2008, two officers had served as PSO and there had been a period of one year in which there was no one assigned to the beat. Three patrol officers attended the meeting in the PSO's place.

Most of the meeting focused on a discussion of problems in the beat. The NSC led the discussion and made notes for actions that he would take to follow-up. One discussion focused upon three properties that had been identified by neighbors as being drug houses. Another problem property was identified as a blighted home where the NSC and Housing Inspector had posted it as uninhabitable. Paperwork had been approved to demolish the property. The NSC indicated that while he had seen that the property had been vacant initially he had driven by that night and saw that the squatters had returned. The meeting broke up after 90 minutes of discussion of neighborhood crime problems.

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**Beat 19X Profile:** Beat 19X is located in the San Antonio area of Oakland. Its boundary to the north is Foothill Boulevard eastbound from Lake Merritt to 23<sup>rd</sup> Avenue; Estuary eastbound from Lake Merritt Channel to 23<sup>rd</sup> Avenue to the south; 23<sup>rd</sup> Avenue northbound from the Estuary to Foothill Boulevard to the east; and Lake Merritt Channel from the Estuary to Lake Merritt to the west.

*Demographics:* According to the 2000 US Census, the total population of beat 19X is 10,523. The unemployment rate is 2.9%. 26.7% of residents are below the poverty line and 12% receive public assistance. There were 16 chronic truants and 21 violent suspensions. There were 145 arrests of youth 18 and under, 1,042 arrests of young adults 19-29, 67 incidents of domestic violence, 91 child abuse incidents, 1,025 incidents of violent crime, and 12,325 part I and II offenses. According to the Oakland Police Department, beat 19X had a safety ranking of 54 out of 57 beats in 2007. In the same year beat 19X had two murders, seven rapes, 160 robberies, 85 assaults, 113 burglaries, 228 thefts, 190 vehicle thefts, and 10 arsons; there were 254 total violent crimes and 795 total crimes.

There are a number of neighborhood schools, churches, parks and businesses within the 19X beat. Included within this beat are: Franklin Square, San Antonio Recreation Area, Clinton Square, Vantage Point Park and East Bay Asian Youth Center. Life Academy and Rubicon Oakland public schools are also lie within the beat borders. Additionally, First Trinity Lutheran Church, New Mt Herman Missionary Baptist Church and several independently owned businesses are contained within the beat boundaries as well. The Nimitz Freeway is a major transportation artery running through this beat. Housing within this community is comprised of single family homes, small apartment buildings, and large multi-story apartment buildings.

*Beat 19X NCPC:* Beat 19X is covers several linguistically and culturally diverse neighborhoods and is currently served by two Neighborhood Services Coordinators to meet the beat's language needs. The council meets every second Tuesday of each month at the East Bay Asian Center for residents to discuss crime and priority problems within the beat. At the two meetings observed, there were between 4-10 residents in attendance. There are ten neighborhood watch groups in beat 19X. According to residents, major community concerns include prostitution, robberies, drug activity, and gang activity.

*Site Visits:* Resident interviews revealed the following neighborhood concerns: robberies, prostitution, gang activities including tagging and drug dealing. Unfortunately, an NCPC focus group was not conducted due to the limited number of attendees (a total of 4 residents attended the April 7<sup>th</sup> 2009 meeting). A major theme among key informant interviews was the diverse language and cultural communities within 19X, of which Latino and Asian are the largest populations. Interviewees believe that some residents choose to seek help from the NSCs rather than communicate directly with the police.

The NCPC meetings were facilitated by one of the two NSC's or both NSCs. The attendance at both was similar, with more police officers in attendance than residents. At one meeting two Family Violence Law Center (FVLC) employees, one UC Berkeley graduate student (reportedly working on an analysis of the San Antonio area) and four neighborhood residents attended. The meeting began with 5-minutes of introductions of all attendees, followed by a ten minute presentation by the FVLC. Two of the neighborhood attendees required translation services in Spanish and Chinese, which were provided by the NSC and another resident. The FVLC disseminated materials

regarding center services and domestic violence in both Spanish and English. The PSO and commanding officer reported for 20 minutes on recent neighborhood crimes – a homicide and an assault.

Three NCPD priority issues were discussed during the meeting: Illegal marijuana dispensary, robberies and prostitution in the motels. The PSO reported a focus on juvenile prostitution.

There have been four PSOs in the last 5.5 years, and within the past 8 months, the PSO has changed twice. The current PSO reported success in closing down a medical marijuana dispensary that was operating illegally.

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**Beat 23X Profile:** Beat 23X is located in the Fruitvale area of Oakland. Its boundary to the north is Foothill Boulevard eastbound from Fruitvale to High Street; Estuary eastbound from Fruitvale to High Street to the south; High Street northbound from the Estuary to Foothill Boulevard to the east; and Fruitvale Boulevard northbound from the Estuary to Foothill Boulevard to the west.

*Demographics:* According to the 2000 US Census, the total population of beat 23X is 8,621. The unemployment rate is 4.9%. 23.2% of residents are below the poverty line and 13.5% receive public assistance. There were 28 chronic truants and 48 violent suspensions.

Recent crime statistics for Beat 23X include: 111 arrests of youth 18 and under, 1,236 arrests of young adults 19-29, 69 incidents of domestic violence, 99 child abuse incidents, 1,236 incidents of violent crime, and 12,798 part I and II offenses. According to the Oakland Police Department, beat 23X had a safety ranking of 55 out of 57 beats in 2007. In the same year beat 23X had three murders, 12 rapes, 204 robberies, 101 assaults, 102 burglaries, 231 thefts, 263 vehicle thefts, and 7 arsons; there were 320 total violent crimes and 923 total crimes.

The San Antonio/Fruitvale neighborhood that comprises beat 23X is rich with a very culturally and linguistically diverse population. This primarily low income neighborhood is populated by Latino, Cambodian, African American and Caucasian residents who are both home owners and renters.

The primary hub within the 23X beat is the Fruitvale Village, a 257,000 square foot transit village which is a primary retail artery with shops, restaurants, and mixed income housing that neighbors the Fruitvale BART station and East 12<sup>th</sup> Street. International Blvd. a major thoroughfare in Oakland, runs through Beat 23X, which has enjoyed some significant revitalization and beautification projects in recent years. Other major institutions in the community include the Cesar Chavez Education Center which houses the International Community School and Think College Now Elementary schools, as well as the International Child Development Center, Foothill Meadows Park, Goodwill Industries, Resurrection Lutheran Church and Oakland Bahai Center.



*Beat 23X NCP*The Neighborhood Crime Prevention Council in beat 23X has been active since 1997. The council meets every third Wednesday of each month at the San Antonio/Fruitvale Senior Center to discuss crime and priority problems in the beat. There were 5-10 residents that attended the NCP meetings attended by researchers. There are two neighborhood watch groups within beat 23X.

The NCP meeting was attended by 10 neighborhood participants, 4 OPD officers – including the PSO, and the aide to City Councilman Ignacio De la Fuente. The attendees were primarily Latino with only a couple members needing Spanish translation services (the NSC assisted with translation). The meetings were generally conducted in an open forum format where the attendees were free to ask questions or give input during any stage of the agenda. The PSO and other officers gave updates about the progress made on one of the priority problems – the loitering and drug and alcohol use at a neighborhood park. NCP members then expressed concerns about other neighborhood crime related issues, on which the police officers asked probing questions notes so that they could follow up. The NSC then led the group in a review of the priority issues: some of the priority items were put on ‘hold’ as the PSO encouraged the resident to call the city regarding code compliance. The majority of community concerns identified were reckless and drunk driving, gang tagging, public intoxication, robberies, abandoned properties, gang activity/violence, drug activity, and prostitution.

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**Beat 27X Profile:** Beat 27X is located in the lower Maxwell Park/Melrose area of Oakland. Its boundary to the north is Brookdale Avenue eastbound from High Street to 55<sup>th</sup> Avenue; International Boulevard (East 14<sup>th</sup> Street) eastbound from High Street to Bancroft Way, Bancroft Way eastbound to Bancroft Avenue, Bancroft Avenue eastbound to 55<sup>th</sup> Avenue to the south; 55<sup>th</sup> Avenue northbound from Bancroft Avenue to Brookdale to the east; and High Street northbound from International Boulevard to Brookdale to the west.

Among the key resources and assets in the neighborhood is the school in which the NCP meeting was held, Horace Mann Elementary School. As the site for NCP meetings, it serves as a hub of community communication; NCP members are also very involved in the school, volunteering in the lunch and gardens programs, as well as providing scholarship funds that enable students to participate in leadership programs. Residents also indicated that another important asset to the community is the large number of home owners who form an important anchor to the community.

*Demographics:* According to the 2000 US Census, the total population of beat 27X is 8,299. The unemployment rate is 5.6%. 26.7% of residents are below the poverty line and 13.9% receive public assistance. There were 54 chronic truants and 57 violent suspensions. There were 136 arrests of youth 18 and under, 892 arrests of young adults 19-29, 58 incidents of domestic violence, 120 child abuse incidents, 871 incidents of violent crimes and 10,195 part I and II offenses. According to the Oakland Police Department, beat 27X had a safety ranking of 43 out of 57 beats in 2007. In the same year beat 27X had five murders, five rapes, 107 robberies, 107 assaults, 108 burglaries,

113 thefts, 192 vehicle thefts, and four arsons; there were 224 total violent crimes and 641 total crimes.

*Beat 27X NCPC:* The Neighborhood Crime Prevention Council in beat 27X has been active since 1995 and was the first NCPC in Oakland. It started as beat 27. Then in 1997 it was divided into four NCPCs: 27X, 28X, 24X, and 24Y. The council meets every third Thursday of each month. Between 30 and 40 community members attended the two NCPC meetings observed by researchers. There are 17 neighborhood watch groups in beat 27X. According to residents, major community concerns include drug activity, blighted properties, sideshows, street beautification, and prostitution. For the year of 2009-10. The three priority problems identified by vote in the NCPC: 1) reducing the sideshow activities; 2) reducing prostitution and violence at a strip mall; 3) reducing speeding on thoroughfares.

The members were very diverse, with equal numbers of men and women, older seniors and young couples, roughly 1/3 African Americans, 1/3 White, and the remainders Asian and Latino. The meeting was well managed by the chair of the NCPC who began the meeting by asking people to move around and introduce themselves to anyone one or two people they hadn't ever met.

Most of the meeting was devoted to discussion of a variety of NCPC projects that were more school support and beautification. The NCPC had raised over \$65,000 for the school garden and an additional \$14,000 for the school salad bar where NCPC members also volunteer. The NCPC secured \$3000 so that one Horace Mann student could attend a youth leadership conference in Washington, D.C. After the report on these community activities, Council Member Quan's aide described her Jobs for Jean community meetings where job seekers are matched with employers. In response to resident concerns about speeding, the aide also described a program where citizens can be trained to use radar and work in teams of three to verify the extent to which speeding occurs. With that verification, OPD would assign officers to establish a ticket enforcement effort. Finally, the aide provided information about a canvassing campaign by ACORN about foreclosure options for both owners and renters whose homes are moving toward foreclosure. Residents discussed priority problems.

## Appendix D: Resident Survey Preliminary Findings

In December of 2008, the Measure Y evaluation team administered a phone survey to Oakland residents to measure perceptions and awareness of safety, violence, and crime prevention strategies. Four hundred eighty-one (481) people from all areas of the City were called and asked a series of multiple choice and open-ended questions and had the option of responding in English, Spanish, and Mandarin.

### 1. Methodology

The survey was co-designed and conducted by Corey, Canapary, and Galanis Research (CCG) of San Francisco. Researchers wanted to proportionally reflect the population in each of the 5 areas with a minimal margin of error. Since census data was nearly 10 years old at the time of the survey, 2008 voting records were used to estimate the population living in each of the 13 Oakland ZIP codes.

The 13 ZIP codes were split in to 5 groups, Areas A, B, C, D, and E (see table below). Each area contained a proportion of Oakland's population, as determined by the voter rolls.

Area	Zip Codes	Registered Voters (% of Oakland pop.)	Responses (% of 481 surveys)
<b>A</b> (Hills, Rockridge, Laurel and Dimond Districts)	94602, 94609, 94611, 94618	39	38
<b>B</b> (Grand Lake, Chinatown, East Lake, San Antonio)	94606, 94610	13	13.5
<b>C</b> (West, Downtown, Lake Merritt, Jack London)	94607, 94612	16	8.7
<b>D</b> (Fruitvale, Central)	94601	9	11
<b>E</b> (East, Coliseum)	94603, 94605, 94619, 94621	24	27

Phone calls were made to listed numbers, using random-digit dial, and to cell phones to get the broadest sample possible. Surveyors made up to three call-backs to households with no answers and respondents had the option of answering in Spanish or Cantonese. Only about 6% of residents opted to respond in a language other than English. While this figure is certainly not representative of the language diversity in Oakland, it is the professional experience of CCG that respondents are at least somewhat proficient in English are inclined to respond English, even if it is their second language.

Further detail and analysis of the methodology will be provided in later reporting.

## **2. Findings**

### **2.1. Perceptions and feelings of safety**

Respondents were asked to assess the following statement, “I would feel safe walking around...” The surveyors then listed three areas: 1) respondent neighborhood; 2) the park nearest their home; and 3) Downtown Oakland, both during the day and at night. The large majority, 80%, of residents said they feel safe walking around their neighborhood during the day. At night, this number drops by half. Thirteen percent said they do not feel safe walking around their neighborhood during the day. This figure was especially prevalent in Area D, where nearly three-quarters reported feeling unsafe. Fifty-eight percent (58%) of all respondents did not feel safe walking around Downtown Oakland at night.

Overall, the survey suggests a slight perception that violence has increased in Oakland over the last three years. When asked if violence has increased (coded 1), stayed the same (coded 3), or decreased (coded 5), responses averaged 2.3. One notable exception is that 19% of Area C noticed that crime has “Decreased a lot” or “Decreased a little” over the same period.

### **2.2. Public knowledge of Measure Y**

Oakland residents were asked if they had ever heard of Measure Y. Less than half (45%) said that yes, they had some knowledge of the measure. Of those who have heard of Measure Y, the top three facts they know about Measure Y are that it:

- Increases the number of police/police funding (37.7%)
- Puts more police on the street/in neighborhoods/on foot patrol (13.5%)
- Increases the number of firefighters/keeps fire stations open (11.2%)

Three percent and two percent know that Measure Y funds violence prevention and employment programs, respectively.

### 2.3. Awareness of crime prevention strategies

Residents were polled about their awareness of four crime prevention strategies specific to Oakland: violence prevention programs, community policing, NCPC meetings, and neighborhood watch groups. Respondents were asked to rate their knowledge of such strategies on a scale from “not at all aware” (1) to “very aware” (4). The average self scores are as follows:

Strategy	Self Score (Mean)
Violence prevention programs	1.73
Community policing efforts	2
NCPC meetings	1.8
Neighborhood Watch	2.23

In relation to strategy awareness, residents of two Areas—A and E—scored themselves consistently higher than the rest of Oakland. While overall residents of Area A scored themselves the highest, residents of Area E scored themselves consistently above average for each strategy.

Most residents think violence prevention programs are important for the City. Only 15 respondents total said they think these strategies are “not really” or “not at all” important. Of those who recognize the importance of crime prevention programs, 28% thought this because of an existing high crime rate in Oakland. Others (10%) think that prevention is valuable because it is more effective or less costly in the long run. Nearly one in five thinks these programs can increase safety or improve quality of life in the community.

Of the 15 people who responded that prevention is *not* important, the most common reasons are the perception that they are not effective; that it should be the responsibility of schools/parents/the private sector; and that the police and city hall either don’t care or are ineffective.

Fifty-eight (58) individuals interviewed know someone who has gone through a violence prevention program. Of those, 15.5% gave the program a rating of “excellent” in helping that individual. Thirty-six percent (36%) said it was “good”, and thirty-three percent responded “fair.” Just one person said the program was not effective at all, and 13.8% did not know about its effectiveness at all.

### 2.4. Community Policing

Oakland residents have a very favorable view toward community policing. On a four point scale from “not at all important” to “very important,” community policing received a score of 3.8. Thirty-six percent of residents think community policing is a way to reduce fear of and develop trust in the OPD. A quarter said they want the police to understand and care about the community more, while 18% want to increase community-police cooperation.

## Appendix E: List of Violence Prevention Programs

Below is a list of the 2008 – 2009 Measure Y Funded Violence Prevention Programs by cluster:

### School Based Prevention Projects

OUSD Second Step Violence Prevention, Conflict Resolution  
OUSD, Gang Prevention, and Capacity Building  
Safe Passages Middle School Mentoring  
Project Re-Connect Parent Education  
Attitudinal Healing Restorative Justice Training  
Sports for Kids

**6 Programs**

### Street/Youth Outreach and Engagement

#### Street Outreach

California Youth Outreach  
Healthy Oakland  
Youth Uprising

#### Comprehensive Community Intervention

City County Neighborhood Initiative

#### Sports, Recreation, and Case Management

East Bay Agency for Children  
East Bay Asian Youth Center  
Leadership Excellence  
Radical Roving  
Youth Alive Highland Hospital  
Youth Alive Caught in the Crossfire  
Youth Uprising

**11 Programs**

### Employment and Training

America Works Transitional Jobs Program  
BAVC Afterschool Job Training Program  
Goodwill Industries  
Volunteers of America  
Youth Employment Partnership Afterschool Job Training Program  
Youth Employment Partnership Summer Job Placement Program  
Youth Radio Afterschool Job Training Program

**7 Programs**

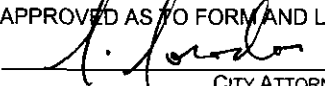
<b>Diversion and Reentry</b>	
<b>Intensive Reentry</b>	
Allen Temple Intensive Reentry Program	
Youth Employment Partnership Intensive Reentry Program	
<b>Project Choice</b>	
Allen Temple Project Choice	
Mentoring Center Project Choice	
Volunteers of America Project Choice	
<b>Other Diversion and Reentry</b>	
Mentoring Center Pathways to Change	
Youth Employment Partnership Transitional Jobs	
	<b>7 Programs</b>

<b>Special Services – Exposure to Violence</b>	
Alameda County Behavioral Health Crisis Response	
Alameda County Sexually Exploited Minors Network	
Catholic Charities Crisis Response	
Family Violence Law Center Early Childhood Mental Health	
Family Violence Law Center Family Violence Intervention Unit	
Youth Justice Institute Support Groups for At Risk Girls	
	<b>6 Programs</b>

# Appendix F: Measure Y Ordinance



**REVISED**  
7-20-04

APPROVED AS TO FORM AND LEGALITY  
  
CITY ATTORNEY

INTRODUCED BY COUNCILMEMBER \_\_\_\_\_

**OAKLAND CITY COUNCIL**

RESOLUTION NO. 78734 C.M.S.

**Resolution Submitting, On The City Council's Own Motion, To The Electors At The November 2, 2004 General Election, A Proposed Ordinance (1) Creating A Special Parcel Tax And (2) Increasing The Parking Tax In Order To Fund Violence And Crime Prevention Programs; Consolidating The Election With The Statewide Presidential Election; And Directing The City Clerk To Fix The Date For Submission Of Arguments And Provide For Notice And Publication In Accordance With The November 2, 2004, Statewide Presidential Election**

**WHEREAS**, the citizens of the City of Oakland (the "City") are committed to a community-oriented approach to violence prevention in Oakland; and

**WHEREAS**, preventing violence and ensuring public safety requires an integrated system of social-services intervention, long-term crime-prevention programs, police services and fire-safety and paramedic support; and

**WHEREAS**, Oakland funds basic police and fire services at levels below those of similar-sized cities throughout the country; and

**WHEREAS**, the unemployment rate as of May, 2004 was 8.6% ,and Oakland has a population of over 3,000 people on parole, many of whom have difficulty finding work; and

**WHEREAS**, in an effort to prevent violence and crime, the City has partnered with the State of California to work with parolees, to make sure they have an opportunity for successful reentry into society, including job opportunities, instead of resorting to crime; and

**WHEREAS**, in an effort to prevent violence and crime, Oakland currently funds or administers programs for youth recreation and counseling, recreation, job training, domestic violence intervention, and parole counseling;

**WHEREAS**, currently these programs are limited in scope or have been cut due to funding constraints; and

**WHEREAS**, at the general election of November 2, 1996, the voters of the State of California amended the state constitution, adding Article XIII C, which requires that all new or increased special taxes be submitted to the voters prior to becoming effective,

**NOW, THEREFORE BE IT RESOLVED:**

That the City Council of the City of Oakland does hereby submit to the voters at the November 2, 2004 general election, an ordinance, which reads as follows:

PART 1. GENERAL

Section 1. TITLE AND PURPOSE.

(A) Title. This ordinance may be cited as the "Violence Prevention and Public Safety Act of 2004."

(B) Purpose. The taxes imposed or increased under this ordinance are solely for the purpose of raising revenue necessary to retain and enhance services and programs to prevent violence and crime and enhance fire safety in the City of Oakland.

The parcel tax imposed in Part 2 is not an ad valorem tax on real property, nor a transaction tax or sales tax on the sale of real property. It is an excise tax on the privilege of using and use of municipal services. Such municipal services increase and provide a greater benefit to Owners of Parcels when programs aimed at preventing violence and crime in the City are enhanced. Because the proceeds of the tax will be deposited in a special fund restricted for the services and programs specified herein, the tax is a special tax.

Section 2. FINDINGS

1. Investing in an coordinated system of early intervention, community policing and violence-prevention efforts before injury occurs will reduce economic and emotional costs and be a cost-effective use of taxpayer dollars.
2. Violence and crime occurs at workplaces, on school grounds, and in residential neighborhoods within the Oakland community.
3. Due to budget constraints, the City's police department is staffed at a level significantly lower than cities of similar size in the United States.
4. Due to budget shortfalls, Oakland's fire department is currently operating with limited fire trucks and crews that rotate among several stations, thereby leaving certain fire stations under staffed.
5. Fully staffing and equipping fire stations throughout the City will provide the necessary fire and medical response in case of critical emergencies or natural disasters.
6. This special tax is based on a community assessment of innovative prevention strategies and is intended to be proportional to and based on estimates of typical use and benefit from these municipal services.

7. Crime in Oakland disrupts local commercial activity, reduces business and industrial productivity, deters tourism and outside financial investments, and depreciates the value of real estate.

8. The apportionment of the parcel tax to various types of properties is based, in part, on the intensity of policing, violence prevention and fire protection services needed for different kinds of land uses and on the average number of occupants of a parcel of each type of property. Users of residential property typically generate more calls for service to the police and fire departments, and the intensity of use of police and fire protection services increases as the number of residential units on a parcel increases. On the other hand, because of the typically large size of commercial and industrial parcels, and because the employees who work for businesses located on such parcels and the customers who visit such businesses generally outnumber the residents of even a similarly sized parcel of residential property (partly because non-residentially developed real property often has more than one business operating on it), the tax on commercial/industrial properties is calculated based on single family equivalent units.

9. As the density of residential development increases, the cost of providing policing and violence and crime prevention services also increases. The differing tax rates accurately reflect the differing costs of providing services to the different densities of residential development.

10. Some services, such as fire protection services and an additional neighborhood police officer in each community policing beat, are not based on density of population.

11. The parcel tax rates established in this ordinance are intended to be proportional to and based on estimates of typical use of and benefit to occupants of different residential parcels of policing and violence prevention services. The rates are not tailored to individual use both because such tailoring is not administratively feasible and because the City must make police and fire protection services available to all parcels and owners of parcels equally.

12. Each occupant of a parcel derives value from the availability policing and violence and crime prevention and fire protection services. The value of such services is in their availability and benefit to all residents, and it would be unfair to charge their costs only to those persons who actually use the services. Even if such services are not presently used by an occupant, they may be used in the future and, in any event, their availability benefits each occupant. The City's policing, violence prevention and fire protection services enhance the health, safety and welfare of all occupants of property in the City and improve their quality of life both directly and indirectly. Reducing violence and crime is vitally important to the health, safety, and welfare of the occupants.

13. Nothing in this ordinance is intended to preclude owners from recovering the tax from the occupant. Whether the occupant is charged depends on the occupancy agreement and the requirements of the Residential Rent Adjustment

Program. Moreover, non-payment will not be a lien on the property but a personal obligation of the occupant or owner.

14. It is not feasible for the City to collect the tax from the non-owner occupants on whom it is imposed because the records available to the City do not include the names of non-owner occupants. Therefore, the only practical way to collect a tax imposed on occupants is to collect it from the owners of the occupied properties.

15. There are existing general taxes in the form of parking and business license, the proceeds of which are deposited in the general fund. Additional revenues received as a result of this ordinance will be used for the purposes set for in Section 3 and thus are special taxes.

16. This Ordinance is exempt from the California Environmental Quality Act, Public Resources Code section 21000 et seq., as it can be seen with certainty that there is no possibility that the activity authorized herein may have a significant effect on the environment.

### Section 3. USE OF PROCEEDS

The tax proceeds raised by this ordinance may only be used as part of the following integrated program of violence prevention and public safety intervention, in accordance with the following specific purposes:

1. Community and Neighborhood Policing: Hire and maintain at least a total of 63 police officers assigned to the following specific community-policing objectives:
  - a. *Neighborhood beat officers*: each community policing beat shall have at least one neighborhood officer assigned solely to serve the residents of that beat to provide consistent contact and familiarity between residents and officers, continuity in problem solving and basic availability of police response in each neighborhood;
  - b. *School safety*: supplement police services available to respond to school safety and truancy;
  - c. *Crime reduction team*: at least 6 of the total additional officers to investigate and respond to illegal narcotic transactions and commission of violent crimes in identified violence hot spots;
  - d. *Domestic violence and child abuse intervention*: additional officers to team with social service providers to intervene in situations of domestic violence and child abuse, including child prostitution;
  - e. *Officer training and equipment*: training in community-policing techniques, establishing police-social services referrals and equipping

officers provided in this paragraph, the total costs of which shall not exceed \$500,000 in any fiscal year that this ordinance is in effect.

2. Violence Prevention Services With an Emphasis on Youth and Children: Expand preventive social services provided by the City of Oakland, or by adding capacity to community-based nonprofit programs with demonstrated past success for the following objectives:
  - a. *Youth outreach counselors*: hire and train personnel who will reach out, counsel and mentor at-risk adolescents and young adults by providing services and presenting employment opportunities;
  - b. *After and in school program for youth and children*: expand existing City programs and City supported programs that provide recreational, academic tutoring and mentoring opportunities for at-risk adolescents and children during after school hours; expand truancy enforcement programs to keep kids in school.
  - c. *Domestic violence and child abuse counselors*: make available counselors who will team with police and the criminal justice system to assist victims of domestic violence or child prostitution and to find services that help to avoid repeat abuse situations; expand early childhood intervention programs for children exposed to violence in the home at an early age.
  - d. *Offender/parolee employment training*: provide parolee pre-release employment skills training and provide employers with wage incentives to hire and train young offenders or parolees;
3. Fire Services: Maintain staffing and equipment to operate 25 (twenty-five) fire engine companies and 7 (seven) truck companies, expand paramedic services, and establish a mentorship program at each station with an amount not to exceed \$4,000,000 annually from funds collected under this Ordinance.
4. Evaluation: Not less than 1% or more than 3% of funds appropriated to each police service or social service program shall be set aside for the purpose of independent evaluation of the program, including the number of people served and the rate of crime or violence reduction achieved.
5. Mandated Apportionment to Social Service Programs: Of the total proceeds spent on programs enumerated in this Section 3, Paragraphs 1 and 2, not less than 40% of such proceeds must be allocated to programs enumerated in this Section 3, Paragraph 2 each year this Ordinance is in effect.

## PART 2. OVERSIGHT, MINIMUM STAFFING AND TERM OF TAX IMPOSITION

### Section 1. ANNUAL AUDIT.

An independent audit shall be performed to assure accountability and the proper disbursement of the proceeds of this tax in accordance with the objectives stated herein in

accordance with Government Code sections 50075.1 and 50075.3. Tax proceeds may be used to pay for the audit.

## Section 2. SPECIAL FUND

All funds collected by the City from the taxes imposed by this ordinance shall be deposited into a special fund in the City treasury and appropriated and expended only for the purposes authorized by this Ordinance.

Only the incremental taxes and surcharges approved by Parts 3, 4, 5, and 6 of this ordinance shall be dedicated to the purposes specified by this ordinance. Any portion of the parking and business license tax rate that were general taxes prior to the enactment of this ordinance shall remain general taxes.

## Section 3. OVERSIGHT

To ensure proper administration of the revenue collection and spending, and the implementation of the programs mandated by this ordinance, the Mayor shall appoint three members of a "Violence Prevention and Public Safety Oversight Committee" and each councilmember shall appoint one member. The committee shall review the annual audit, evaluate, inquire and review the administration, coordination and evaluations of the programs and make recommendations to the Mayor and the City Council for any new regulations, resolutions or ordinances for the administration of the programs to comply with the requirements and intent of this Ordinance.

## Section 4. MINIMUM POLICE STAFFING PREREQUISITE AT FISCAL YEAR 03-04 LEVEL

No tax authorized by this Ordinance may be collected in any year that the appropriation for staffing of sworn uniformed police officers is at a level lower than the amount necessary to maintain the number of uniformed officers employed by the City of Oakland for the fiscal year 2003-2004 (739).

## Section 5. TERM OF TAX IMPOSITION

The taxes imposed by this Ordinance shall become effective on January 1, 2006 and shall continue in effect for 10 years.

## Section 6. SAVINGS CLAUSE.

If any provision, sentence, clause, section or part of this ordinance is found to be unconstitutional, illegal or invalid, such unconstitutionality, illegality, or invalidity shall affect only such provision, sentence, clause, section or part of this ordinance and shall not affect or impair any of the remaining provisions, sentences, clauses, sections or parts of this ordinance. It is hereby declared to be the intention of the City, that the City would have adopted this ordinance had such unconstitutional, illegal or invalid provision, sentence, clause, section or part thereof not been included herein.

If any tax or surcharge imposed by this ordinance is found to be unconstitutional, illegal or invalid, the amounts, services, programs and personnel (as set forth in Part 3) required to be funded from such taxes and surcharges shall be reduced proportionately by any revenues lost due to such unconstitutionality, illegality or invalidity.

Section 7. REGULATIONS.

The City Council is hereby authorized to promulgate such regulations or ordinances as it shall deem necessary in order to implement the provisions of this ordinance.

Section 8. NO AMENDMENT.

The tax rates may not be amended by action of the City Council without the applicable voter approval.

Section 9. CHALLENGE TO TAX.

Any action to challenge the taxes imposed by this ordinance shall be brought pursuant to Government Code section 50077.5 and Code of Civil Procedure section 860 et seq.

PART 3. PARCEL TAX

Section 1. DEFINITIONS.

For purposes of this part only, the following terms shall be defined as set forth below:

(A) "Building" shall mean any structure having a roof supported by columns or by walls and designed for the shelter or housing of any person, chattel or property of any kind. The word "Building" includes the word "structure."

(B) "Family" shall mean one or more persons related by blood, marriage, domestic partnership, or adoption, who are living together in a single residential unit and maintaining a common household. Family shall also mean all unrelated persons who live together in a single Residential Unit and maintain a common household.

(C) "Hotel" shall mean as defined by Oakland Municipal Code section 4.24.020.

(D) "Multiple Residential Unit Parcel" shall mean a parcel zoned for a building, or those portions thereof, that accommodates or is intended to contain two or more residential units.

(E) "Non-Residential" shall mean all parcels that are not classified by this ordinance as Residential Parcels, and shall include, but not be limited to, industrial, commercial and institutional improvements, whether or not currently developed.

(F) "Occupancy" shall be as defined by Oakland Municipal Code section 4.24.020.

(G) "Operator" shall be as defined by Oakland Municipal Code section 4.24.020.

(H) "Owner" shall mean the Person having title to real estate as shown on the most current official assessment role of the Alameda County Assessor.

(I) "Parcel" shall mean a unit of real estate in the City of Oakland as shown on the most current official assessment role of the Alameda County Assessor.

(J) "Person" shall mean an individual, firm, partnership, joint venture, association, social club, fraternal organization, joint stock company, corporation, estate, trust, business trust, receiver, trustee, syndicate, or any other group or combination acting as a unit.

(K) "Possessory Interest" as it applies to property owned by any agency of the government of the United States, the State of California, or any political subdivision thereof, shall mean possession of, claim to, or right to the possession of, land or Improvements and shall include any exclusive right to the use of such land or Improvements.

(L) "Residential Unit" shall mean a Building or portion of a Building designed for or occupied exclusively by one Family.

(M) "Single Family Residential Parcel" shall mean a parcel zoned for single-family residences, whether or not developed.

(N) "Transient" shall mean any individual who exercises Occupancy of a hotel or is entitled to Occupancy by reason of concession, permit, right of access, license or other agreement for a period of thirty (30) consecutive calendar days or less, counting portions of calendar days as full days. Any individual so occupying space in a Hotel shall be deemed to be a Transient until the period of thirty (30) consecutive days as elapsed.

## Section 2. IMPOSITION OF PARCEL TAX.

There is hereby imposed a special tax on all Owners of parcels in the City of Oakland for the privilege of using municipal services and the availability of such services. The tax imposed by this Section shall be assessed on the Owner unless the Owner is by law exempt from taxation, in which case, the tax imposed shall be assessed to the holder of any Possessory Interest in such parcel, unless such holder is also by law exempt from taxation. The tax is imposed as of July 1 of each year on the person who owned the parcel on that date.



The tax hereby imposed shall be at the following rates, subject to annual adjustment as provided in Section 6:

(A) For owners of all Single Family Residential Parcels, the tax shall be at the annual rate of \$88.00 per Parcel.

(B) For owners of all Multiple Residential Unit Parcels, the tax shall be at the annual rate of \$60.12 per occupied Residential Unit. Owners of units that are vacant for six months or more per year, may apply to the Director of Finance to have the rate reduced by 50% to \$30.06 per vacant Residential Unit located on the Parcel.

(C) The tax for a Non-Residential Parcels is calculated using both frontage and square footage measurements to determine total Single Family Residential Unit Equivalents. A frontage of 80 feet for a commercial/industrial parcel, for example, is equal to one (1) single family resident unit equivalent. (See matrix.) An area of 6,400 square feet for the commercial industrial parcel is equal to one (1) single family resident unit equivalent. The tax is the annual rate (\$45.07) multiplied by the total number of Single Family Equivalents (determined by the frontage and square footage).

LAND USE CATEGORY	FRONTAGE	AREA (SF)
Commercial Institutional	80	6,400
Industrial	100	10,000
Public Utility	1,000	100,000
Golf Course	500	100,000
Quarry	1,000	250,000

Example: assessment calculation for an owner of a commercial parcel with a frontage of 160 feet and an area of 12,800 square feet:

<u>Frontage</u>	<u>Area</u>
160 feet	12,800 sf
80 ft./SFE = 2 SFE	6,400 SF/SFE = 2 SFE
2 SFE + 2 SFE = 4 SFE	4 SFE x \$45.07 = \$180.28

(D) An Owner of An Undeveloped Parcel is exempt from this parcel tax if the owner can prove that the parcel was undeveloped for at least six months of the year in question.

### Section 3. HOTELS

The tax imposed by this Ordinance shall be imposed on each Hotel within the City in accordance with the following:

1. Residential Hotels. If rooms in a Hotel were occupied by individuals who were not Transients for 80% or more of the previous fiscal year, such Hotel shall be deemed a Residential Hotel, and such rooms shall be deemed Residential Units and shall be subject to the Parcel tax imposed on Multiple Residential Units. The remainder of the Building

shall be subject to the applicable Square Footage tax computed in accordance with the Single Family Residential Unit Equivalent calculations.

2. Transient Hotels. Notwithstanding the previous sub-section, if 80% or more of the Operator's gross receipts for the previous fiscal year were reported as rent received from Transients on a return filed by the Operator in compliance with section 4.24.010 of the Oakland Municipal Code (commonly known as the Uniform Transient Occupancy Tax of the City of Oakland), such Hotel shall be deemed a Transient Hotel. The entire Building shall be deemed a Non-Residential Parcel, categorized as Commercial, Institutional, and shall be subject to the Square Footage and Single Family Residential Unit Equivalent calculations set forth in Section 4(C), and the parcel tax imposed on Residential Units shall not apply.

#### Section 4. EXEMPTIONS.

Low income household exemption. Exempt from this tax are owners of single family residential units in which they reside whose combined family income, from all sources for the previous calendar year, is at or below the income level qualifying as "very low income" for a Family of such size under Section 8 of the United States Housing Act of 1937 (42 U.S.C.A. Sections 1437 et. seq.) for such year. Owners must apply for the exemption provided for in this section annually by petition to the Director of the Finance and Management Agency of the City of Oakland ("Director of Finance") in the manner and time set forth in procedures established by the Director of Finance. Such petitions shall be on forms provided by the Director of Finance and shall provided such information as the Director of Finance shall require, including, but not limited to, federal income tax returns and W-2 forms of owner-occupants eligible for this exemption.

#### Section 5. REDUCTION IN TAX; RATE ADJUSTMENT.

(A) Subject to paragraph (B) of this section, the tax rates imposed by this ordinance are maximum rates and may not be increased by the City Council above such maximum rates. The tax imposed by the ordinance may be suspended, reduced or eliminated by the City Council for a subsequent fiscal year upon a vote of the City Council on or before June 30th in any year in which the City Council determines that after such suspension, reduction or elimination there will be sufficient revenues available to balance the City Council's Adopted Policy Budget and provide the services and programs described in Section 3 above. Such suspension, reduction or elimination shall be effective for the fiscal year following such vote.

(B) Beginning in Fiscal Year 2004-2005, and each year thereafter, the City Council may increase the tax imposed hereby only upon a finding that the cost of living in the immediate San Francisco Bay Area, as shown on the Consumer Price Index (CPI) for all items in the San Francisco Bay Area as published by the U.S. Department of Labor Statistics, has increased. The percentage increase of the tax imposed hereby shall not exceed such increase, using Fiscal Year 2003-2004 as the index year and in no event shall any annual adjustment exceed 5% (five percent).

Section 6. DUTIES OF THE DIRECTOR OF FINANCE; NOTICE OF DECISIONS.

It shall be the duty of the Director of the Finance and Management Agency ("Director of Finance") to collect and receive all taxes imposed by this ordinance, and to keep an accurate record thereof.

The Director of Finance is charged with the enforcement of this ordinance, except as otherwise provided herein, and may prescribe, adopt, and enforce rules and regulations relating to the administration and enforcement of this ordinance, including provisions for the re-examination and correction of returns and payments. The Director of Finance may prescribe the extent to which any ruling or regulation shall be applied without retroactive effect.

Upon disallowing any claims submitted pursuant to this ordinance, the Director of Finance shall mail written notice thereof to the claimant at his/her address as shown on the Alameda County Assessor's property tax rolls.

Section 7. EXAMINATION OF BOOKS, RECORDS, WITNESSES; PENALTIES.

The Director of Finance or his/her designee is hereby authorized to examine assessment rolls, property tax records, records of the Alameda County Recorder and any other records of the County of Alameda deemed necessary in order to determine ownership of Parcels and computation of the tax imposed by this ordinance.

The Director of Finance or his/her designee is hereby authorized to examine the books, papers and records of any person subject to the tax imposed by this ordinance for the purpose of verifying the accuracy of any petition, claim or return filed and to ascertain the tax due. The Director of Finance, or his/her designee is hereby authorized to examine any person, under oath, for the purpose of verifying the accuracy of any petition, claim or return filed or to ascertain the tax due under this ordinance and for this purpose may compel the production of books, papers and records before him/her, whether as parties or witnesses, whenever s/he believes such persons have knowledge of such matters. The refusal of such examination by any person subject to the tax shall be deemed a violation of this ordinance.

Section 8. COLLECTION OF TAX; INTEREST AND PENALTIES.

The tax levied and imposed by this ordinance shall be due and payable on July 1 of each year, but it may be paid in two installments due no later than December 10 and April 10. The tax shall be delinquent if not received on or before the delinquency date set forth in the notice mailed to the Owner's address as shown on the most current assessment roll of the Alameda County Tax Collector and shall be collected in such a manner as the City Council may decide.

A one-time penalty at a rate set by the City Council, which in no event shall exceed 25% of the tax due per year, is hereby imposed by this ordinance on all taxpayers who fail to timely pay the tax provided by this ordinance; in addition, interest shall be assessed at the rate of 1% per month on the unpaid tax and the penalty thereon.

Every penalty imposed and such interest as accrues under the provisions of this ordinance shall become a part of the tax herein required to be paid.

The City may authorize to have the taxes imposed by this ordinance collected by the County of Alameda in conjunction with and at the same time and in the same manner as the County's collection of property taxes for the City. If the City elects to so collect the tax, penalties and interest shall be those applicable to the nonpayment of property taxes.

In no event shall anything herein be construed to impose a tax lien on the Parcel to secure payment of the tax.

Section 9. COLLECTION OF UNPAID TAXES.

The amount of any tax, penalty, and interest imposed under the provisions of this ordinance shall be deemed a debt to the City. Any person owing money under the provisions of this ordinance shall be liable to an action brought in the name of the City for the recovery for such amount.

Section 10. REFUND OF TAX, PENALTY, OR INTEREST PAID MORE THAN ONCE; OR ERRONEOUSLY OR ILLEGALLY COLLECTED.

Whenever the amount of any tax, penalty, or interest imposed by this ordinance has been paid more than once, or has been erroneously or illegally collected or received by the City it may be refunded provided a verified claim in writing therefore, stating the specific ground upon which such claim is founded, is filed with the Director of Finance within one (1) year from the date of payment. The claim shall be filed by the person who paid the tax or such person's guardian, conservator of the executor of her or his estate. No claim may be filed on behalf of other taxpayers or a class of taxpayers. The claim shall be reviewed by the Director of Finance and shall be made on forms provided by the Director of Finance. If the claim is approved by the Director of Finance, the excess amount collected or paid may be refunded or may be credited against any amounts then due and payable from the Person from who it was collected or by whom paid, and the balance may be refunded to such Person, his/her administrators or executors. Filing a claim shall be a condition precedent to legal action against the City for a refund of the tax.

#### Section 11. MISDEMEANOR VIOLATION.

Any Owner who fails to perform any duty or obligation imposed by this ordinance shall be guilty of a misdemeanor, and upon conviction thereof, shall be punishable by a fine of not more than \$1,000 or by imprisonment for a period of not more than one year, or by both such fine and imprisonment.

The penalties provided in this section are in addition to the several remedies provided in this ordinance, or as may otherwise be provided by law.

#### Section 12. BOARD OF REVIEW.

Any person dissatisfied with any decision of the Director of Finance adversely affecting the rights or interests of such person made by the Director of Finance under the authority of this ordinance, may appeal therefrom in writing to the Business Tax Board of Review (the "Board") within sixty (60) days from the date of mailing such decision by the Director. All filings with the Board relating to appeals or otherwise shall be made to the Chairperson of the Business Tax Board of Review in care of the Revenue Department, 250 Frank Ogawa Plaza, 1<sup>st</sup> Floor, Oakland, CA 94612. The Board may affirm, modify or reverse such decision or dismiss the appeal therefrom, as may be just, and shall prescribe such rules and regulations relating to appeals as it may deem necessary. The Board's decision on appeal will become final upon mailing notice thereof to the Person appealing the Board's decision at such Person's last known address shown on the Tax Records.

Any tax, penalty or interest found to be owed is due and payable at the time the Board's decision becomes final.

The Board shall approve, modify or disapprove all forms, rules and regulations prescribed by the Director of Finance in administration and enforcement of this tax. Such forms, rules and regulations shall be subject to and become effective only on such approval.

All decisions rendered by the Board shall be final, and no further administrative appeal of these decisions is provided or intended.

#### PART 4. PARKING TAX SURCHARGE

The Municipal Code is hereby amended to add as set forth below (section numbers and titles are indicated in **bold type**; additions are indicated by underscoring and deletions are indicated by ~~strike-through type~~; portions of the regulations not cited or not shown in underscoring or strike-through type are not changed). Section 4.16.031 of the Municipal Code is hereby added to read as follows:

##### **4.16.031 Imposition of Surcharge**

Subject to the provisions for the collection of taxes and definitions in this chapter, there shall be an additional tax of eight and one-half (8 1/2) percent imposed on the rental of every parking space in a parking station in the City.

By adopting this ordinance the People of the City of Oakland do not intend to limit or in anyway curtail any powers the City Council may exercise as to the subject matter of this ordinance, including, but not limited to, raising the rate of taxation or surcharge, lowering the rate of taxation or surcharge, eliminating the tax or surcharge, or creating or defining new categories of taxpayers under this ordinance.

and be it

**RESOLVED:** The City Council may designate one or more of its members to advise the City Attorney regarding the abbreviated statement of measure (ballot question);

**FURTHER RESOLVED:** That the City Council of the City of Oakland does hereby request that the Board of Supervisors of Alameda County order the consolidation of the Oakland Municipal election with the statewide presidential election of November 2, 2004, consistent with provisions of State Law; and be it

**FURTHER RESOLVED:** That the City Council hereby authorizes and directs the City Clerk of the City of Oakland (the "City Clerk") at least 88 days prior to November 2, 2004, to file with the Alameda County Clerk certified copies of this resolution; and be it

**FURTHER RESOLVED:** That the City Council does hereby request that the Board of Supervisors of Alameda County include on the ballots and sample ballots the recitals and measure language contained in this resolution to be voted on by the voters of the qualified electors of the City of Oakland; and be it

**FURTHER RESOLVED:** That the City Clerk is hereby directed to cause the posting, publication and printing of notices, pursuant to the requirements of the Charter of the City of Oakland, the Government Code and the Elections Code of the State of California; and be it

**FURTHER RESOLVED:** That the City Council does hereby request that the Registrar of Voters of the County of Alameda perform necessary services in connection with said election; and be it

**FURTHER RESOLVED:** That the City Clerk is hereby directed to obtain printing, supplies and services as required; and be it

**FURTHER RESOLVED:** That the City Clerk is hereby authorized to provide such other services and supplies in connection with said election as may be required by the Statutes of the State of California and the Charter of the City of Oakland; and be it

**FURTHER RESOLVED:** That in accordance with the Elections Code and Chapter 11 of the Oakland Municipal Code, the City Clerk shall fix and determine a date for submission of arguments for or against said proposed ordinance, and said date shall be posted in the Office of the City Clerk; and be it

**FURTHER RESOLVED:** That the City Clerk and City Administrator are hereby authorized and directed to take any and all actions necessary under law to prepare for and conduct the 2004 special election and appropriate all monies necessary for the City Administrator and City Clerk to prepare and conduct November 2, 2004, general election, consistent with law.

IN COUNCIL, OAKLAND, CALIFORNIA, JULY , 2004

**JUL 20 2004**

**PASSED BY THE FOLLOWING VOTE:**

AYES- ~~BROOKS~~, BRUNNER, CHANG, NADEL, QUAN, REID, WAN AND PRESIDENT DE LA FUENTE **7**

NOES- **BROOKS - 1**

ABSENT- **0**

ABSTENTION- **0**

Attest:



CEDA FLOYD  
CITY CLERK AND CLERK OF THE COUNCIL  
OF THE CITY OF OAKLAND, CALIFORNIA

## **VIOLENCE PREVENTION BALLOT QUESTION**

To reduce violent crime and increase public safety, shall the City of Oakland increase successful after school, counseling, truancy, and job training programs, early intervention programs for children who witness violence, programs to prevent child abuse and domestic violence, and increase community police officers, paramedics and emergency fire personnel in each neighborhood by authorizing a surcharge on parking in commercial parking lots and parcel tax subject to annual performance and financial audits by a citizens oversight committee?



## Appendix G: Sample Evaluation Tools

### **Sample Evaluation Tools:**

1. Evaluation Coach Site Observation Tool
2. Measure Y Public Opinion Survey (Resident Survey)
3. Measure Y Site Visit Protocol: Program Director Interview
4. Measure Y Site Visit Protocol: Staff Interviews or Focus Group
5. Measure Y Site Visit Protocol: Client Interview
6. Stakeholder Interview Protocol
7. Measure Y February 2009 Youth Survey
8. Measure Y February 2009 Adult Survey
9. Voluntary Consent to Participate in Evaluation Research Form
10. Logic Model Template

## Appendix H: Community Policing Literature Review

This literature review first outlines the historic development of community policing before describing the key characteristics of effective community policing. Throughout this discussion we will describe what the research says about the potential impact of community policing in reducing crime, resolving quality of life issues, and improving community-police relationships and/or perceptions of public safety. Finally, we will describe the type of community policing model being implemented in Oakland.

### ***HISTORIC DEVELOPMENT OF COMMUNITY POLICING***

Community policing has been evolving slowly since the civil rights movement in the 1960s exposed the weaknesses of the traditional policing model. Even though its origin can be traced to this crisis in police-community relations, its development has been influenced by a wide variety of factors over the course of the past forty years.

**The Civil Rights Movement (1960s).** Individual elements of community policing, such as improvements in police-community relations, emerged slowly from the political and social upheavals surrounding the civil rights movement in the 1960s. Widespread riots and protests against racial injustices brought government attention to sources of racial discrimination and tension, including the police. As visible symbols of political authority, the police were exposed to public criticism. Not only were minorities underrepresented in police departments, but studies found that police treated minorities more harshly than white citizens (Walker). In response to this civil unrest, the President's Commission on Law Enforcement and the Administration of Justice (1967) recommended that the police become more responsive to the challenges of a rapidly changing society.

An area recommended for improvement was the relationship between police and the communities they served, in particular minority communities. Team policing, tried in the late 1960s and early 1970s, developed from this concern, and was the earliest manifestation of community policing (Rosenbaum). In an attempt to facilitate a closer police-community relationship, police operations were restructured according to geographical boundaries (community beats). In addition, line officers were granted greater decision-making authority to help them be more responsive to neighborhood problems. Innovative though it was, a number of barriers ranging from staunch opposition from police managers to decentralization severely hampered successful team implementation. Team policing was soon abandoned.

**Academic interest (1970s).** During the 1970s, the increased availability of government funds for police research spawned a great deal of academic interest in the practice of policing. Researchers began to examine the role of the police and the effectiveness of traditional police strategies much more closely. In 1974 the Kansas City Patrol Experiment demonstrated that increasing routine preventive patrol and police response time had a very limited impact on reducing crime levels, allaying citizens' fear of crime, and increasing community satisfaction with police service. Similarly, a study on the criminal investigation process revealed the limitations of routine investigative actions and suggested that the crime-solving ability of the police could be enhanced through

programs that fostered greater cooperation between the police and the community (Chaiken, Greenwood, and Petersilia).

The idea that a closer partnership between the police and local residents could help reduce crime and disorder continued to take hold throughout the 1970s. One of the reasons why this consideration was appealing to police departments was that recognizing the community as a co-producer of police services could help spread the blame for increasing crime rates (Skogan and Hartnett). An innovative project in San Diego specifically recognized this theme by encouraging line officers to identify and solve community problems on their beats (Boydston and Sherry).

**The importance of foot patrol.** It is clear that challenges to the traditional policing model and along with it the assumption that the police could reduce crime on their own, helped generate interest in policing alternatives. However, it was not until the late 1970s that both researchers and police practitioners began to focus more intently on the specific elements associated with community-oriented policing. The major catalyst for this change was the reimplementation of foot patrol in U.S. cities. In 1978, Flint, Michigan, became the first city in a generation to create a city-wide program that took officers out of their patrol cars and assigned them to walking beats (Kelling and Moore). Meanwhile, a similar foot patrol program was launched in Newark, New Jersey.

The difference between these two programs lay primarily in their implementation. In Flint, foot patrol was part of a much broader program designed to involve officers in community problem-solving (Trojanowicz). In contrast, the *Newark Foot Patrol Experiment*, which was modeled on the study of preventive patrol in Kansas City, focused specifically on whether the increased visibility of officers patrolling on foot helped deter crime. Results from these innovative programs were encouraging. It appeared that foot patrol in Flint significantly reduced citizens' fear of crime, increased officer morale, and reduced crime. In Newark, citizens were actually able to recognize whether they were receiving higher or lower levels of foot patrol in their neighborhoods. In areas where foot patrol was increased, citizens believed that their crime problems had diminished in relation to other neighborhoods. In addition, they reported more positive attitudes toward the police. Similarly, those officers in Newark who were assigned to foot patrol experienced a more positive relationship with community members, but, in contrast to Flint, foot patrol did not appear to reduce crime. The reduction in citizen fear of crime highlighted the benefits of a policing tactic that fostered a closer relationship between the police and the community.

As foot patrol was capturing national attention, Herman Goldstein proposed a new approach to policing that helped synthesize some of the key elements of community policing into a broader and more innovative framework. Foot patrol and police-community cooperation were integral parts of Goldstein's approach, but what distinguished problem-oriented policing (POP) was its focus on how these factors could contribute to a police officer's capacity to identify and solve neighborhood problems. By delineating a clear series of steps, from identifying community problems to choosing among a broad array of alternative solutions to law enforcement, Goldstein showed how

increased cooperation between the police and community could do more than reduce fear of crime. Familiarity with local residents could also provide the police with an invaluable resource for identifying and solving the underlying causes of seemingly unrelated and intractable community problems. With its common emphasis on police-community partnerships, parts of the philosophy of problem-oriented policing were readily incorporated into ideas about community policing.

**The beginnings of a coherent community policing approach (1980s).** Interest in the development of community policing accelerated with the 1982 publication of an article entitled "Broken Windows." Published in a national magazine, *The Atlantic Monthly*, the article received a great deal of public exposure. Drawing upon the findings of the *Newark Foot Patrol Experiment*, James Q. Wilson and George L. Kelling constructed a compelling and highly readable argument challenging the traditional crime-fighting role of the police, and exploring the relationship between social disorder, neighborhood decline, and crime.

According to Wilson and Kelling, officers on foot patrol should focus on problems such as aggressive panhandling or teenagers loitering on street corners that reduce the quality of neighborhood life. Similar to a broken window, the aggressive panhandler, or the rowdy group of teenagers, represent the initial signs of social disorder. Left unchecked they can make citizens fearful for their personal safety and create the impression that nobody cares about the neighborhood. Over time, this untended behavior increases the level of fear experienced by law-abiding citizens, who begin to withdraw from neighborhood life. As residents retreat inside their homes, or even choose to leave the area altogether, local community controls enervate and disorderly elements take over the neighborhood. Eventually, this process of neighborhood deterioration can lead to an increase in predatory crime. Wilson and Kelling argue that by patrolling beats on foot and focusing on initial problems of social disorder, the police can reduce fear of crime and stop the process of neighborhood decay.

Goldstein's work and Wilson and Kelling's article sparked widespread interest in problem solving, foot patrol, and the relationship between the police and the community, all of which were becoming broadly associated with community policing. Police departments were quick to seize upon the ideas and the publicity generated by these scholars. In the 1980s they experimented with numerous problem-and community-oriented initiatives. In 1986 problem-oriented policing programs were implemented in Baltimore County, Maryland, and Newport News, Virginia (Taft; Eck and Spelman). In Baltimore County, small units comprised of fifteen police officers were assigned to specific problems and responsible for their successful resolution. In Newport News, the police worked with the community to identify burglaries as a serious problem in the area. To solve the problem, police worked as community organizers and served as brokers between citizens and other agencies to address the poor physical condition of the apartment buildings. Ultimately the buildings were demolished and residents relocated, but more importantly problem-oriented policing demonstrated that the police were capable of adopting a new role to reduce crime (Eck and Spelman).

An initiative to reduce the fear of crime in Newark and Houston through different police strategies, such as storefront community police stations and a community-organizing police response team, was successful in reducing citizens' fear of crime (Pate et al.). Interestingly, the results in Houston suggested that generally the program was more successful in the areas that needed it least. Whites, middle-class residents, and homeowners in low-crime neighborhoods were more likely to visit or call community substations than minorities, low-income residents, and renters (Brown and Wycoff).

These studies further catalyzed interest in community policing and problem solving, and from 1988 to 1990 the National Institute of Justice sponsored the *Perspectives on Policing Seminars* at Harvard University's Kennedy School of Government. Not only did this help popularize these innovations in policing, but it helped scholars and practitioners refine and synthesize the mixture of ideas and approaches labeled community- and problem-oriented policing. One policing seminar paper in particular received a great deal of scholarly attention. *The Evolving Strategy of Policing*, by George Kelling and Mark Moore, summarized the history of policing and identified what was unique about recent developments in the field. They finished their review with the advent of the "community problem-solving era." Kelling and Moore appeared to be sounding a clarion call, announcing the arrival of a paradigm shift in law enforcement.

In the face of such bold proclamations, scholars began to examine community policing more critically, and queried whether it could fulfill its advocates' many promises. Contributors to an edited volume on community policing entitled *Community Policing: Rhetoric or Reality?* noted that without a workable definition of community policing, its successful implementation was difficult. They also suggested that community policing might just be "old wine in new bottles," or even a community relations exercise employed by police departments to boost their legitimacy in the eyes of the public (Greene and Mastrofski). The outgrowth of these thoughtful criticisms was to encourage researchers to design more rigorous methodological studies that could evaluate the effects of community policing more clearly.

**Community policing as a national reform movement (1990s and beyond).** By the 1990s, community policing had become a powerful national movement and part of everyday policing parlance. Encouraged by the federal funds made available through the Office of Community Oriented Policing Services (COPS), police departments across the country shifted their attention toward implementing community policing reforms. Annual conferences on community policing became commonplace, and researchers began to study community-policing programs in cities all over America. In addition to increased availability of funds and promising research findings, the political appeal of community policing and its close affinity to long-term trends in societal organization contributed to the widespread acceptance of community policing (Skogan and Hartnett).

An approach to law enforcement that promised to improve police-community relations by working with, rather than targeting, racial and ethnic minorities held great appeal for leaders in urban areas. In addition, community policing reflected a more general underlying trend in the structure, management, and marketing practices of large

organizations. In contrast to rigid bureaucracies and their dependence on standard rules and policies, decentralization created smaller, more flexible units to facilitate a speedier and more specialized response to the unique conditions of different organizational environments. Rather than emphasizing control through a strict organizational hierarchy, management layers were reduced, organizational resources were made more accessible, and both supervisors and their subordinates were encouraged to exercise autonomy and independence in the decision-making process. Finally, the extent to which consumers were satisfied with the market produce, in this case police services, became an important criteria for measuring police performance (Skogan and Hartnett).

At the outset of the twenty-first century, the momentum behind community policing shows no signs of slowing down. Even though police departments may have been slow to adopt all the philosophical precepts, tactical elements, and organizational changes commensurate with the entire community-policing model, its slow and steady evolution suggests that it is a permanent fixture on the landscape of American policing (Zhao and Thurman).

To read more about the historic development of community policing visit:  
<http://law.jrank.org/pages/1649/Police-Community-Policing-Origins-evolution-community-policing.html#ixzz0PVuy4cQa>

### **KEY ELEMENTS OF COMMUNITY POLICING**

The research has identified a number of key organizational practices common to effective community policing programs. While communities have used a variety of strategies and approaches to implement community oriented policing, there are several key elements that differentiate the philosophy from more traditional policing. The US Department of Justice published a synthesis of this research, *Community Policing Defined*, which outlined the key components of an effective community policing program. The summary below draws heavily from this publication. Throughout this discussion, brief descriptions are presented of how each of these components or practices may be measured.

**Shared Vision.** A shared, consistent vision of how community will be implemented is an essential component of an effective community policing precisely because community policing can be a chameleon.

Community policing has become a new orthodoxy for cops. Simultaneously ambitious and ambiguous, community policing promises to change radically the relationship between the police and the public, address the underlying community problems, and improve the living conditions of neighborhoods. One reason for its popularity is that

community policing is a plastic concept, meaning different things to different people.<sup>1</sup>

While the 'plasticity' may make community policing popular this ambiguity also creates challenges for implementation and for evaluation. One of the most basic tenets of program implementation is that all parties involved have a shared understanding of what it is that is being implemented.

*Measuring Shared Vision.* Consistency of vision is most often expressed in strategic planning documents, policies, job descriptions, personnel reviews, job assignments, promotion policies, and any number of other organizational operations each of must reinforce a consistent message. Staff from across different levels of the organization should be able to articulate the key goals, outcomes and strategies of the community policing program.

**Organizational Transformation.** Assuming a department has a shared vision, departments must undergo organizational transformation to move from a more traditional policing approach to community policing. In this process, a department integrates the principles of community policing into its work moving from a more traditional response oriented approach to a pro-active, preventive and strategic one, a shift in the overall organizational culture and structure is necessary. Community policing requires officers and sergeants to approach their work in a non-traditional way; in order to generate the collective will to do things differently, a strong commitment from leadership and management is essential.

Previous studies on community policing have found that buy-in and support from the police department as a whole, in particular management and leadership is perhaps the single most crucial factor to overcoming challenges to implementation. These may include resistance from local unions, doubts about the efficacy of community policing as a strategy to reduce crime within the Department, organizational practices and systems that impede effective implementation, and/or inadequate resources and training. A shift in organizational practices in relation to recruitment, training, assignment, and supervision is also required in order to successfully integrate a community oriented policing into a Department's functioning.

The Department of Justice publication, *Community Policing Defined*, identified the following policies, practices and structures that should support organizational transformation as relates to *Agency Management, Organizational Structure, Personnel and Information Systems*. A summary of the kinds of policies and practices that DOJ characterizes as part of an effective community policing program is presented below.

*Measuring Organizational Transformation:* The level and effectiveness of organizational transformational efforts was assessed by examining:

- Perceptions of leadership and management support among department staff;

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<sup>1</sup> Eck and Rosenbaum, *The New Police Order: Effectiveness, Equity, and Efficiency in Community Policing*. In The Challenge of Community Policing, Testing the Promise. 1994.

- Allocation of resources to community policing efforts;
- Quality and quantity of training for community policing efforts;
- Recruitment and assignment practices that foster effective community policing;
- Program monitoring systems that foster accountability;
- Stability of placement of community policing officers;
- Perceptions of challenges/barriers to community policing among department staff; and
- A wide variety of documents and policies related to the list of factors identified in the DoJ (above).

**Agency Management:** Ultimately, management is responsible for consistently supporting the shift toward a community policing

- Climate and culture.* A transformed climate and culture will encourage proactive problem-solving, collaboration with residents and other city/county agencies, and favor proactive, prevention strategies over a more reactive incident response approach.
- Leadership.* Transformed leadership continuously models and consistently communicates a commitment to community policing.
- Labor relations.* Community policing requires a new approach to police work that involves new recruitment, hiring, assignment, supervision, and promotion policies. Achieving these changes requires a cooperative relationship with labor.
- Decision-making.* Decentralized decision-making is essential to allowing PSOs with the latitude to assume greater responsibility for responding to neighborhood priorities and for taking risks, forging relationships throughout the community and utilizing resources flexibly to effectively problem-solve.
- Strategic planning.* The strategic plan should reinforce organizational commitment to community policing and key elements of the plan (e.g. vision, mission statements) should reinforce this commitment, should be clearly communicated to everyone in the organization, and should drive decision-making and resource allocation.
- Policies.* A range of policies related to deployment, promotions, supervision and training should all be aligned to support community policing, collaboration, and problem-solving.
- Organizational evaluations.* Typical personnel and organizational evaluations consider such measures as arrests, response times, tickets issued, and crime rates but in community policing evaluations must also consider partnership development, community satisfaction, perception of public safety, and quality of community life.
- Transparency.* Community policing is predicated upon transformed relations with the community and nourishing these relationships requires transparency in relation to resource utilization, levels of crime, arrests, and other police operations.



**Organizational Structure:** Organizational structure and operations must encourage accountability to the community policing model.

- ❑ *Geographic assignment of officers.* Community policing depends upon officers developing long term relationships with residents, which can only be achieved by having officers assigned to specific beats for long-term assignments.
- ❑ *Despecialization.* In community policing, officers must take a team approach and handle multiple responsibilities that are not typical 'policing' responsibilities. As a result, communication skills, public speaking, and other skills required for working with the community are more important than in traditional policing.
- ❑ *Resources and finances.* To transform a police department requires an investment in training, data collection, community and crime data analysis, and team approaches to problem-solving.

**Personnel:** Community policing relies upon police officers who approach their job much differently than in traditional departments. To nurture this new approach requires alignment of a wide variety of personnel policies and practices to a community policing approach.

- ❑ *Recruitment, hiring, and selection.* Recruitment, hiring and selection practices need to value new skill sets that involve communication, public speaking, teamwork, community service and empathy for residents of high crime neighborhoods and less emphasis upon a 'spirit of adventure' and bravado. Recruitment efforts should aim to develop a force that is reflective of the community being served.
- ❑ *Personnel supervision/evaluations.* As noted above, personnel evaluation and promotion policies should reinforce proactive problem-solving, collaboration, and community service/satisfaction. They should take into account the interests of community policing.
- ❑ *Training.* Academy, field and in-service training needs to be restructured to emphasize community relations, problem-solving, addressing quality of life issues, communication, and analytic skills. Initial training needs to be reinforced with in-service training, coaching, mentoring, and organizational practices that reinforce application of what is learned during training.

**Information Systems (Technology):** Community policing is information-intensive and technology plays a central role in helping to provide ready access to quality information. Accurate and timely information makes problem-solving efforts more effective and ensures that officers are informed about the crime and community conditions of their beat. In addition, as part of ensuring transparency and accountability, information systems must track and report to the community a wide range of organizational data to facilitate sharing information about police operations, resource utilization, and crime/arrest statistics.

- ❑ *Communication/access to data.* Technology for community police should be easily accessible most often with laptops or blackberries that provide current, useful information about neighborhoods, patterns of crime, perpetrators, and

others involved in criminal activity, as well as information about city and county partners, community-based agencies, local businesses, and resident leaders/stakeholders. Beyond this departments must use technology to track resource deployment, problem-solving activities, collaboration with other agencies and residents so that this information can be reported to the community.

- Quality and accuracy of data. Controls need to be in place to ensure that data is current and accurate.

**Linkages/Collaboration with Other City Services.** Effective community policing connects communities with needed city resources (i.e. Public Works, Planning, etc.), and also results in stronger partnerships with local government leadership (i.e. city council representatives), neighborhood schools, small businesses, and churches, and other agencies or initiatives working towards common goals. A key to successful resolution of community concerns is collaboration with other public, private and non-profit partners, city agencies, and other locally funded initiatives and programs. This sort of collaboration is not only a critical strategy for solving neighborhood problems, but is also an indicator of successful community education and mobilization. A key outcome of community policing is more educated, engaged and empowered residents; when residents become knowledgeable of available resources, including those outside of the Police Department, they take action to bring those resources to their neighborhoods. In Oakland, the collaboration occurs at the NCPD meetings, through the Neighborhood Services Department staff and programs (in particular, the Neighborhood Services Coordinators), through the Service Delivery Systems, City Council staff, and resident education about other city services, agencies and resources.

*Measuring Collaboration with Other Services and Linkages to Resources:* The level of collaboration and linkages to community policing activities can be measured by the following indicators:

- Stakeholder perception of level of collaboration.
- Participation of police, city agencies, schools community based organizations, elected officials and stakeholders in neighborhood groups and/or in problem solving activities.
- Changes in resident knowledge of community resources
- Changes in resident calls to city agencies, city council staff, and other community resources to access resources. Records of service delivery to neighborhood.
- Changes in resident participation in problem solving activities.
- Police knowledge of community resources.
- Police and/or partners calls to city agencies, city council staff, or other community resources. Records of service delivery or resolution of problems to neighborhood.

**Community Engagement & Mobilization** Community policing is built on the premise that in order to create safe neighborhoods, residents must come together with police, city and community stakeholders to collaboratively and creatively solve neighborhood problems. A key element of successful community policing is the level of community

mobilization, involvement, and ownership of residents, business owners, and other stakeholders in making their communities livable and safe. Strategies for community mobilization are not limited to the activities of police, and often include the creation of neighborhood groups, neighborhood watch programs, resident involvement in reporting and identifying sources of criminal activity, community education about available resources, and relationship building between police and residents. In Oakland, the Neighborhood Crime Prevention Councils are viewed as the primary vehicle for community participation in community policing efforts, though Oakland residents also participate in the other avenues described above.

*Measuring Community Mobilization:* The level and nature of community mobilization is commonly measured by the following performance measures: [

- Resident participation in neighborhood groups and/or neighborhood watch groups
- Police participation in neighborhood meetings, events, and activities
- Number of calls for service; changes in calls for service over time
- Changes in resident perception of public safety
- Changes in the nature of problems identified by residents
- Resident satisfaction with police
- Changes in resident knowledge of community and city resources;

**Problem Solving.** Problem solving is a key strategy used to implement community-oriented policing.<sup>2</sup> Successful community policing lies in the ability of police and communities to work collaboratively to address community-identified problems, challenges and needs. Problems may include those associated with criminal activity (such as burglary, theft, assault, or homicides), as well as quality of life problems, such as graffiti, traffic, blight, or illegal dumping. In some cities where problem solving has been implemented, efforts have focused exclusively on addressing those problems associated with hotspots of criminal activity. In these cases problem solving has been used as a tactic to reduce and prevent crime in highly impacted neighborhoods, focusing more narrowly on solving problems related to criminal activity. In others, including Oakland, problem solving is driven primarily by resident concerns and aims to strengthen community-police relationships, improve perceptions of public safety, and reduce and prevent crime.

Community policing can forge positive relationships based upon cooperation in working to eliminate problems identified by the community. When seen as allies in even the most mundane areas (e.g. removal of abandoned cars), the dynamic of the police-community relationship can shift and as it shifts, greater trust evolves and the possibility for more cooperation results. Another benefit of problem-solving activities is that it provides residents with evidence of the efficacy of local government as long-ignored

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<sup>2</sup> Problem solving is frequently used interchangeably with community policing. Community policing is an orientation or approach, whereas problem solving is a strategy that is frequently a key element to successful implementation of community policing, but can be implemented independently from community oriented policing.

conditions are addressed effectively through partnerships among residents, police and other city departments.

SARA is a common problem solving model, used in Oakland and many other communities. SARA involves the following steps:

1. **Scanning:** identification and investigation of the nature of the problem.
2. **Analysis:** analyze potential options and strategies for resolving problem; identify measure to assess effectiveness of response
3. **Response:** implement response strategy
4. **Assessment:** measure effectiveness of response and identify steps for maintaining successful resolution.

SARA is typically implemented by police in collaboration with other officers, city agencies, business owners, residents and other community stakeholders.

*Measuring Problem Solving:* The level and nature of problem solving activity is commonly measured by the following performance measures:

- Changes in the type of problems reported by residents
- Number and type of high priority problems integrated into the beat plan
- Number and type of high priority problems successfully addressed
- Level of implementation of problem solving model/steps (i.e. SARA)
- Changes in resident perceptions of public safety
- Changes in resident perceptions of police
- Changes in crime

The research above delineates what effective community policing looks like. Evaluation question # 2 will examine the degree to which the above practices are being implemented in Oakland.

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## **MODELS OF COMMUNITY POLICING**

It is important to recognize that community policing is not a panacea. While there is research that demonstrates that community policing can contribute to reducing crime and violence, the research also shows that implementing community policing requires very significant changes in every aspect of police operations.

- While both the public and the police generally believe that increasing police numbers will have a positive impact on crime prevention and crime reduction, research has shown this is not the case. Eck and Maguire (2000) reviewed existing studies and found that 49% showed no effect of increased police forces on crime rates, and only 20% found that more police resulted in less violent crime.

- ❑ There is more evidence that police numbers matter less than the activities police are engaged in to control violent crime (Sherman, 1995)
- ❑ While there is not a great deal of research on the effectiveness of 'walking a beat', two single-site studies conducted by Uchida, Forst & Annan (1992) which included Oakland and Birmingham, Alabama found that beats in which officers made door to door contact with residents showed decreases in violent crimes.

While the research on the effectiveness of community policing illustrates that it is not a panacea, there is much to be learned from those communities that have effectively reduced violence, gang activity and other serious crime, while addressing quality of life issues, as well.

There are several variations of community policing that incorporate most of the components and characteristics described above, but differ significantly in goals, strategic focus and emphasis. Greene identified four distinct approaches to policing<sup>3</sup>:

- ❑ *Traditional Policing* is a more reactive form of policing that emphasizes enforcement in response to the commission of crimes with investigation being largely an insular process not involving the community or other public agencies.
- ❑ *Community Policing* emphasizes focused, community-building efforts with police as partners in solving community-identified problems which are often quality of life crimes and/or conditions that are not prioritized highly in traditional policing models. Most often community policing models incorporate many elements of the problem-solving approach.
- ❑ *Problem-Solving*, as the name suggests, is more focused upon addressing very specific problems, more often than not identified by police through analysis of crime trends, however very often with community input. Generally, there is less emphasis upon quality of life issues and more emphasis upon targeting criminal activity.
- ❑ *Zero Tolerance* approaches focus on cracking down on any and all criminal or anti-social behavior that reflect a breakdown of the social fabric. The theory is that by removing highly visible evidence of criminal or anti-social behavior, social order is maintained. Best known from its implementation in New York City in the early 1990s, this approach tends to focus upon lower level, highly visible forms of criminal activity, e.g. graffiti, loitering, public drunkenness, street drug sales and street prostitution. Frequently this approach incorporates a geographic focus upon 'hot-spots.'

**Operation Ceasefire Boston.** Operation Ceasefire is a problem-solving/zero tolerance strategy designed to address problems related to gang and firearm violence. Operation Ceasefire was first implemented in May 1996 as a coordinated, citywide strategy aimed at deterring juvenile and gang firearm violence. Ceasefire operates as a system that implements interventions that include the knowledge and coordination of all of the city's

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<sup>3</sup> *Community Policing in America: Changing the Nature, Structure and Function of the Police from Policies, Processes, and Decisions of the Criminal Justice System*, a publication of the US Department of Justice.

law enforcement and criminal justice agencies. The strategy was developed by the Boston Police Department's Youth Violence Strike Force (YVSF), a multiagency task force composed of approximately 62 sworn officers, in collaboration with the Attorney for the Commonwealth of Massachusetts and representatives from numerous agencies and institutions, including Federal, State, and local law enforcement; parole and probation officers; the mayor's office; city agencies; clergy; and several universities. YVSF devised a core strategy based on previous research and successful anti-gang tactics: Law enforcement would communicate to gangs that there would be swift, sure, and severe consequences for violence.

At the center of the CeaseFire approach are several key elements:

- ❑ *Community engagement and education* using community intermediaries (faith, community agencies) to convey the message that gun violence would be punished to the fullest extent of the law;
- ❑ *Partnerships* among all criminal justice organizations including the courts and Federal prosecutors who are prepared to impose severe sentencing for those who continue to use guns;
- ❑ *Careful analysis of crime data* to identify neighborhoods with the greatest concentration of gun violence and to better understand the relationships between victims, suspects and witnesses to identify the individuals most responsible for gun violence;
- ❑ *Call-ups* where individuals identified through the data analysis are confronted with a choice: give up gun violence and accept opportunities for job training and placement or face severe enforcement and sentencing; and
- ❑ *Aggressive Enforcement* once community education and call-ins have been completed with those who continue to use guns being subject to arrest for even the most minor offense.

Operation Ceasefire is being evaluated by a research team from Harvard University's Kennedy School of Government. Preliminary data suggest that this strategy has had a dramatic impact on reducing gang violence. After two focused interagency interventions with violent gangs, matched with the communications strategy, violent gang offending dropped markedly, sometimes appearing almost to have stopped. For the second full year of operation, through May 31, 1998, there was a 71-percent decrease in homicides by persons ages 24 and under and a 70-percent reduction in gun assaults (for all ages).

Operation Ceasefire represents one element of a collaborative, comprehensive strategy implemented in Boston to address the community's escalating violent crime rates.

Two distinct approaches to community policing have been launched in Chicago, CeaseFire and the Chicago Project Safe Neighborhood. Both have significant ties to Boston Ceasefire with Chicago Ceasefire explicitly modeled after Boston's program.

**Chicago CeaseFire** (see evaluation). Chicago CeaseFire is a collaborative project of the Chicago Project housed at the School of Public Health at the University of Illinois at Chicago. CeaseFire takes a strategic public health approach to violence prevention that

emphasizes community education, partnership formation, the use of crime data and community input to identify those small number of individuals most responsible for gun violence. In other instances, this approach has been employed to address and reduce other serious health threats, such as child mortality, heart disease, HIV/AIDS, smallpox, and polio. CeaseFire relies on outreach workers, faith leaders, and other community leaders to intervene in conflicts, or potential conflicts, and promote alternatives to violence. CeaseFire also involves cooperation with police and it depends heavily on a strong public education campaign to instill in people the message that shootings and violence are not acceptable. Finally, it calls for the strengthening of communities so they have the capacity to exercise informal social control and respond to issues that affect them. In addition to using outreach workers to convey this message to the community, Chicago CeaseFire also utilizes *violence interrupters* who have prior gang involvement experience but who have given up that lifestyle. These interrupters work to defuse gang violence and retaliation using their 'street cred' to intervene in gang conflict. After a year of needs assessment, planning, and building collaborative relationships at the local level, CeaseFire was formally launched in early 2000 with outreach workers in the West Garfield Park neighborhood of Chicago. Police Beat 1115 was chosen as the first CeaseFire zone in large part because of the high number of shootings. In the first year of CeaseFire, shootings in beat 1115 dropped by 67%. By the beginning of 2006 CeaseFire was either established or in the process of being implemented in 15 neighborhoods in the city. Furthermore, trends revealed that violence was down by one measure or another in six of the seven areas that were examined statistically. The broadest measure of shootings (which included attempts) declined an additional 17 to 24 percent, due to the program. In four overlapping sites there were distinctive declines in the number of persons actually shot or killed ranging from 16 to 34 percent.

**Chicago Project Safe Neighborhoods (PSN Chicago).** PSN is part of a national program launched by the Department of Justice based loosely on Boston's implementation of ceasefire (above). Five essential elements are required for a vigorous and successful gun crime reduction strategy: (1) Partnerships, (2) Strategic Planning, (3) Training, (4) Community Outreach and Public Awareness, and (5) Accountability. Mindful of the varying problems facing each district, Project Safe Neighborhoods does not mandate a "one-size-fits-all" approach that supplants effective strategies already in place in each district. Instead, these elements are tailored to the needs of each district and the gun crime problem therein. PSN Chicago is implementing all five elements of the PSN strategy. The cornerstone of the Northern District of Illinois' local program is that every state defendant charged with a gun related offense will be reviewed for possible federal prosecution. Additionally, the U.S. Attorney's Office in partnership with the Chicago Police Department, the Cook County State's Attorneys Office, and federal law enforcement agencies, is aggressively prosecuting gang members and organizations in an effort to stem the violence that street gangs bring to Chicago's neighborhoods and the surrounding communities.

PSN couples these enforcement efforts with direct outreach to formerly incarcerated individuals through our Parole and Probation forums to warn them of the severe consequences of committing a gun crime. These forums also offer PSN staff,

prosecutors and local law enforcement the opportunity to provide much needed resources to recent parolees and create networks of people outside of the judicial and law enforcement systems who are committed to making a difference in their neighborhoods.

There is ample evidence of the success of PSN Chicago. At the neighborhood level, PSN appears to have been remarkably effective in reducing neighborhood crime rates. Prior to initiation of PSN Chicago, targeted neighborhoods experienced a rate of 50 homicides per 1000 residents as compared to 10 homicides per 1000 residents for the entire city. Prior to the initiation of PSN Chicago, rates in the targeted areas had ranged from 50-60 homicides per 1000 residents. After 18 months of implementation, rates in the targeted areas were cut almost in half to 30 per 1000 while citywide rates remained flat. More specifically, there was an approximately 37 percent decrease in monthly homicide rate after the start of the program as compared to the preceding three years.

Analyses of recidivism rates give further support of the efficacy of the PSN Forums. To summarize, individuals who attended a PSN Forum were almost 30 percent less likely to return to prison as compared to similar individuals in the same neighborhood who did not attend a forum. As seen in FIGURE 2, those individuals in the PSN treatment group tend to “survive” on the street longer periods of time as compared to individuals in the control group. By the third year after release from prison, approximately half of all non-PSN group members have re-offended and been incarcerated, as compared to about 25 percent of the PSN treatment group. Furthermore, the program appears to diminish levels of recidivism and reincarceration among gang and non-gang members, and appears to be particularly effective for first-time offenders, those individuals who have been convicted of only a single prior offense.

**New York Zero Tolerance.** Launched in 1994 by the new police chief, William Bratton, New York’s approach to community policing characterized by:

- crime control strategies* focused on drugs, guns, youth crime, auto theft, corruption, traffic, domestic violence and quality of life crimes;
- decentralized policing* where precinct commanders are responsible for and accountable for the total policing effort in their districts and the deployment of beat officers;
- use of timely accurate intelligence data* that emphasis the use of technology to analyze crime trends and identify people and places at risk through a team planning process called Comprehensive Computer Statistics (Compstat) meeting attended where Precinct Commanders present neighborhood crime data and develop plans to address trends, plans for which they will be held accountable at subsequent meetings;
- Trust.* Street officers were given authority to make drug arrests and were provided access to computer systems housing data;
- Emphasis on ‘quality of life’* with area commanders directed to place equal emphasis upon quality of life crimes as on serious crimes, in effect strictly enforcing public drinking, littering, graffiti, etc. Enforcement of such offenses as



driving with out registration or a license or for loitering, were used to enable officers to search individuals suspected of carrying weapons or dealing drugs.

In three years, homicide declined 51%, violent crime 38% and overall crime 37% with general agreement that are generally attributed to zero tolerance approach has contributed to this decline. Practices such as “persistent stop, frisk and arrest” have been credited with a significant reduction in the number of young people who carry weapons.

**Los Angeles Replication of New York Model.** One of the pioneers of the community policing and police accountability movement, former New York police commissioner Bill Bratton, now runs the Los Angeles Police Department, for many years a bastion of the old rapid-response policing model. Taking charge of the department in the midst of a red-hot crisis over gang-related murders, Bratton quickly adapted many of the initiatives he used so successfully in New York, including the CompStat system of computerized crime mapping, the key to the NYPD's accountability initiative. Murders in L.A. dropped 20 percent in the first 18 months following Bratton's arrival. This trend continued, as violent crime fell 38 percent and property crimes fell 17 percent from 2003 to 2005. In the first six months of 2006, murders dropped another 24 percent from the previous year, and gang-related murders went down by 32 percent. In Los Angeles, geographic-based policing has been extended with the creation of geographically-based, community prosecutors who are responsible

**Milwaukee Safe Streets Initiative.** Milwaukee's model incorporates many of the strategies incorporated in Ceasefire, with the difference being a strong focus on individuals re-entering the community after being incarcerated. Partnerships with residents, prosecutors, police and 'community coordinators' who use neighborhood data profiles to identify and focus efforts on Districts 2 and 5, both high-crime neighborhoods. “Call-ins” focus upon individuals on parole and probation and convey the message that there are resources and jobs available to those who leave criminal activity behind and there is strict enforcement and sentencing for those who do not.

As evaluation findings for the models described above have illustrated, implementation of community policing can result in significant reductions in crime while also creating enduring, positive relationships among the police, other criminal justice agencies, other city government agencies, community-based agencies and community residents. Achieving these reductions requires a jurisdiction to implement the key components of effective community policing. In the absence of a sincere commitment to the elements that make an effective community policing program, jurisdictions will not realize the potential evident in this approach to policing.

A table has been developed based upon the research compiled the Department of Justice. This table summarizes the similarities and differences between the four major strands of community policing. While this table depicts these models as discrete and distinctly different, most often jurisdictions implement a blended form of community policing that combines elements from each model. As described below, Oakland is

implementing an approach to community policing that borrows many elements from CeaseFire in Chicago and from the PSN Chicago.

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## **COMMUNITY POLICING IN OAKLAND**

Oakland has been making efforts to implement community policing since the late 1980's and Oakland's Beat Health is a clear antecedent to today's Measure Y funded community policing effort. Five Beat Health teams each comprised of a uniformed officer, one police services coordinator and a Neighborhood Services Coordinator were each responsible for a specific geographic area within Oakland. The focus of the work was to collaborate with business, landlords and neighborhood residents to identify properties responsible for drug trafficking and involve Specialized Multi-Agency Response Teams (SMART) who would conduct a site assessment of the problem property and use civil strategies to eliminate the trafficking. Beat Health established NSCs as the community engagement agents and Neighborhood Crime Prevention Councils (NCPC) as the forum for community input into community policing efforts. The SMART teams developed through Beat Health mirror the *Service Delivery Teams* found in the Mayor's Public Safety Strategic Plan. The historical precedent for community policing in Oakland goes back two decades.

Prior to assessing whether a project or initiative has had the intended impact or is achieving the desired outcomes, it is important to assess the degree to which the intervention is being implemented as intended. Measure Y provides the clearest description of the model of community policing authorized by the voters. We have two seminal documents that define how Measure Y is to be implemented:

- Resolution 78734, the full text of the resolution approved by the voters;
- Resolution 72727 which authorizes implementation of Measure Y;

Resolution 78734 outlines, mostly in broad terms, the purpose of community policing and specifies the number of officers to be funded through Measure Y (63) and their roles: community police officers, school resource officers and a crime reduction team of six officers that is supposed to focus upon investigating 'hot spots.' Resolution 78734 has stronger, more specific language circumscribing the role of the community police officer, stipulating that the officers "each community policing beat shall have at least one neighborhood officer assigned *solely* to serve the residents of that beat and to provide consistent contact and familiarity between residents and officers, continuity in problem-solving and basic availability of police response in each neighborhood.

Resolution 72727 explicitly references community oriented policing and community policing as the approach to be implemented. Beyond that it specifies a number of characteristics that define Oakland's approach to community policing.

- Calls for a reduction in the reliance upon 911 responses and greater emphasis upon using proactive, prevention strategies to address long-term chronic

- problems;
- ❑ Identifies Beat Health, Neighborhood Watch and Home Alert as the antecedents to Measure Y;
  - ❑ Specifies that OPD in partnership with the community and other city and community agencies who together should identify and solve problems, with specific reference to “quality of life” issues;
  - ❑ Points to “geographically-based crime prevention as being at the core of Oakland’s approach to community policing, specifying that beats should be no larger than 5-7000 residents in size and that community police officers assigned to beats should not “routinely be assigned to 911 patrol or other non-community policing duties; and
  - ❑ Affirms that beat assignments should conform with existing policies, but also indicates that ideally these “special assignments” should be for six years with two year renewals.

The clear emphasis of the two resolutions is a model of community policing that reduces emphasis upon immediate responses to all calls for service to enable officers to focus upon relationship building, working with residents to address chronic problems and quality of life issues. Also clear is the emphasis upon officers working within their beat on neighborhood problems for a long period of time to ensure continuity of service and to foster long-term trustful relationships. The extent to which Oakland is fulfilling these mandates is addressed in the evaluation.

## Appendix I: References

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