

# City of Oakland

## MEASURE Y EVALUATION 2011-2012





## Acknowledgements

We wish to express our appreciation for the contributions of all of the agencies, organizations and individuals who participated in the 2011-2012 evaluation of the City of Oakland's Measure Y Violence Prevention and Public Safety Act.

Thank you to the Violence Prevention Programs for your time and commitment to this evaluation. We have appreciated your thoughtful feedback and have benefited from your knowledge. Your cooperation and energy resulted in the collection of extensive data and allowed us to prepare this report. Moreover, our Evaluation Team has tremendous respect and admiration for your contribution to the health and wellbeing of the residents of Oakland, both young and old.

We acknowledge the invaluable contribution of Mark Min and the staff of CitySpan for creating and operating the Youth Services and Information System used by the Violence Prevention Programs.

Thank you to the Oakland Unified School District, the Alameda County Probation Department and the California Department of Corrections and Rehabilitation for providing the evaluation team with the data necessary to measure outcomes for Measure Y participants.

Our gratitude also goes to the staff of the Oakland City Administrator's Office, and the City of Oakland Department of Human Services. A special thanks to Sara Bedford, Priya Jagannathan and Dyanna Christie at DHS who provided invaluable hands-on assistance to the VPP programs during this year. We are also grateful to Claudia Albano for her guidance and dedication to this evaluation and to Measure Y.

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

This report has been prepared by Resource Development Associates.

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# Oakland Measure Y 2011-2012

## Executive Summary

### *Measure Y Legislation*

The City of Oakland's Measure Y ordinance provides approximately \$5 million annually for the city to spend on violence prevention services with an emphasis on youth and children. The four service areas identified in the legislation and funded via Measure Y include 1. Youth outreach counselors; 2. After and in-school programs for youth and children; 3. Domestic violence and child abuse counselors; and 4. Offender/parolee employment training. Under this mandate, the City funds 29 violence prevention programs that provide an array of services to children, youth, and adults under the age of 25 who are at risk to become victims or perpetrators of violent crime. In addition, three employment positions are funded to ensure the effective implementation of these programs. This evaluation assesses the effectiveness of these 29 programs and three funded positions during the 2011-12 fiscal year (July 1, 2011 through June 30, 2012).

### *Overview of Methods*

To understand each program's short- and long-term outcomes, programs were analyzed at the client, school, and neighborhood levels. Because Measure Y programs vary considerably in their service delivery models and target populations, the research methods used to evaluate each program vary as well, ranging from case studies to geospatial analyses (e.g., for programs conducting street outreach) to quantitative analyses of data from criminal justice systems. For programs that serve clients who cannot be tracked or surveyed as well as for programs that provide intervention and outreach services, custom evaluation strategies were developed to assess service impact. For most programs, the impact of services was examined in terms of clients' risk and resiliency factors, school engagement, and recidivism. Wherever possible, the evaluation uses a pre/post methodology, analyzing outcomes both prior to and subsequent to Measure Y service receipt. For each client, outcomes are analyzed before and after the first date of service. Client-level outcomes are aggregated to report at the program level, and individual program reports include the following information, as available:

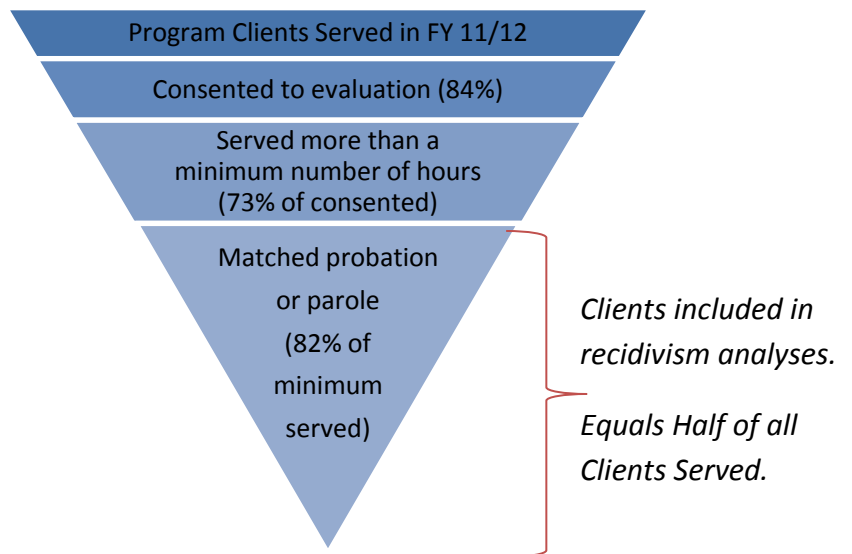
# Oakland Measure Y 2011-2012

Type of Analysis	Data Source	Description
<b>Service Provision</b>	<ul style="list-style-type: none"> <li>CitySpan, the City of Oakland's Youth Services Management Information System</li> <li>Program Administrative Data</li> <li>DHS Administrative Data</li> </ul>	Reports the type, volume, intensity, and duration of services.
<b>Service Efficiency</b>	<ul style="list-style-type: none"> <li>CitySpan</li> <li>Program Administrative Data</li> </ul>	Assesses the cost effectiveness of each program; service efficiency is analyzed in terms of cost per client, hour, and/or event.
<b>Service Impact: Risk and Resiliency, Client Satisfaction</b>	<ul style="list-style-type: none"> <li>Pre/post surveys</li> <li>Self-report surveys</li> <li>Success stories</li> </ul>	Examines each program's short- and intermediate-term outcomes on risk and resiliency (i.e. ability to avoid dangerous situations).
<b>Service Impact: School Engagement</b>	<ul style="list-style-type: none"> <li>CitySpan</li> <li>Oakland Unified School District</li> </ul>	Examines each program's rate of truancy and suspension before and after service.
<b>Service Impact: Recidivism</b>	<ul style="list-style-type: none"> <li>CitySpan</li> <li>Alameda County Probation Department</li> <li>California Department of Corrections and Rehabilitation</li> </ul>	Examines each program's recidivism rate, including detail on severity of offense/violation, per quarter and cumulatively for the year before and year after service.

In terms of service impact, recidivism is the most common outcome analyzed across a majority of Measure Y programs. For individuals involved in the criminal justice system, recidivism is defined as a conviction (i.e., criminal offense that is upheld in court) or a technical violation of probation or parole that is upheld in court. For individuals involved in the juvenile justice system, recidivism is defined as a delinquent adjudication (i.e., a minor has been found to have engaged in delinquent behavior) or a technical violation of probation that is upheld in court.

## *Recidivism Outcomes: Consent and Match Rates*

In order to analyze clients' criminal or juvenile justice involvement before and after Measure Y program participation, the evaluation obtained data from the Alameda County Probation Department (ACPD) and the California Department of Corrections and Rehabilitation (CDCR). Measure Y clients who consented to be included in the evaluation and received a minimum threshold of Measure Y service



## Oakland Measure Y 2011-2012

were matched to these justice-system datasets, and their outcomes are reported.

**Most programs funded by Measure Y obtained consent from the majority of their clients.** The evaluators received data only for clients who consent to be included in the evaluation. Although most programs consent over 80% of their clients, there are a few programs with very low consent rates, limiting the amount of data available for analysis. Programs that provide crisis intervention services have particularly low rates of client consent, as it is often inappropriate for service providers to ask clients for their consent in the midst of a traumatic event.

**High match rates indicate that Measure Y programs are reaching and serving the populations they are funded to serve (probationers and parolees).** A majority of programs served their clients with more than a minimum number of hours (i.e., clients were above program-specific service threshold). Of clients who received more than the minimum number of hours of service, the vast majority matched to records in probation and parole databases. Ten of the 20 programs that were matched to justice system data had match rates of more than 90%, and the match rate was 82% across all 20 programs. Because of these high match rates, the evaluation was able to track and assess the criminal or juvenile justice outcomes of the vast majority of Measure Y clients.

### *Key Findings*

The following summaries of key findings offer an overview of the services provided by each strategy, along with benefits of the investment in the service, and highlights of particularly notable outcomes.

# Oakland Measure Y 2011-2012

## Family Violence Intervention

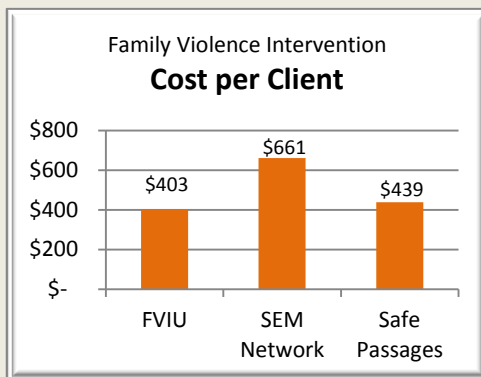
Programs in this strategy serve children, youth, and families who have been exposed to violence, including domestic violence, child abuse, and sexual exploitation.

**1,335**  
served

### OVERVIEW

- Family Violence Intervention Unit, operated by Family Violence Law Center, served 988 victims of domestic violence and placed 69 into emergency shelter.
- Sexually Exploited Minors Network, operated by Interagency Children's Policy Council (ICPC), served 282 commercially sexually exploited children through a combination of case management and intensive outreach.
- Early Childhood Mental Health, operated by Safe Passages, served 73 children and families and provided mental health consultation to 332 children at Head Start and Child Development Centers..

### INVESTMENT BENEFITS



### ***Family Violence Intervention programs benefit Oakland residents***

The cycle of violence is interrupted for victims of family violence and exploited minors.

Children and families develop positive social skills and healthy family environments to prevent future violence.

### IMPACT ON PUBLIC SAFETY

### ***A majority of clients benefitted from program services***

**92%** of FVIU respondents reported that they had experienced no further physical abuse since receiving services.

**94%** of OPD officers who were trained by FVIU reported using the resources they received during the training.

### ***Reduced justice system involvement***

↓ **57%** reduction in the number of clients arrested for new delinquent offenses among clients served by the Sexually Exploited Minors Network.

↓ **64%** reduction in the number of clients adjudicated for new delinquent offenses among clients served by Sexually Exploited Minors Network.

↓ Among clients served by the Sexually Exploited Minors Network, program participation shows strong harm reduction effects: whereas clients were being adjudicated for delinquent offenses prior to program participation, the majority of offenses following program participation were technical violations of probation.



# Oakland Measure Y 2011-2012

## School-Based Prevention

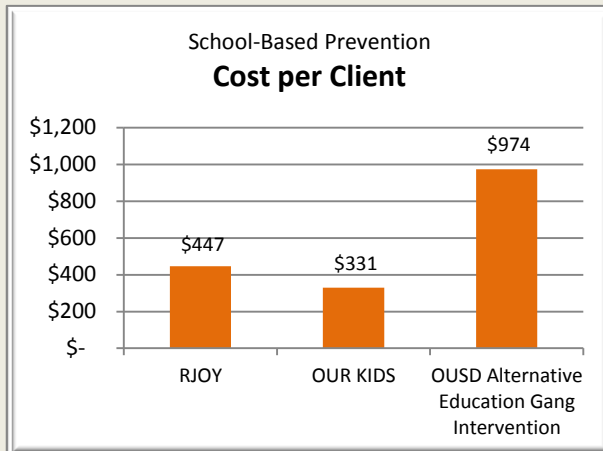
**1,144**  
served

OVERVIEW

Programs in this strategy deliver services within Oakland public schools to improve school climate, re-direct gang-involved youth, and implement conflict resolution and alternatives to suspension.

- OUR KIDS Middle School served 664 at-risk students in 13 middle schools with in-school behavioral health services.
- OUSD Alternative Education Gang Intervention served 182 at-risk students through life skills, parent education, and case management.
- Second Step Violence Prevention curriculum was administered to teachers at 55 school sites.
- Restorative Justice for Oakland Youth served 298 students through restorative justice group services, such as community building and healing circles.

INVESTMENT BENEFITS



### ***School-Based Prevention benefitted students, families, and schools***

Gang-involved and at-risk youth were re-directed through violence prevention curricula, life skills coaching, leadership coaching, and behavioral health services.

Programs encouraged school and community members to be aware of gang activity and risk factors, and to plan interventions.

IMPACT ON PUBLIC SAFETY

### ***A majority of clients benefitted from program services***

OUR KIDS Middle School students exhibited a statistically significant improvement in resisting negative peer pressure and having positive adult relationships.



**86%** decline in suspension incidents at West Oakland Middle School, where Restorative Justice for Oakland Youth provides services.



**51%** decline in suspension incidents at Ralph Bunche High School, where Restorative Justice for Oakland Youth provides services.

# Oakland Measure Y 2011-2012

## Violent Incident and Crisis Response

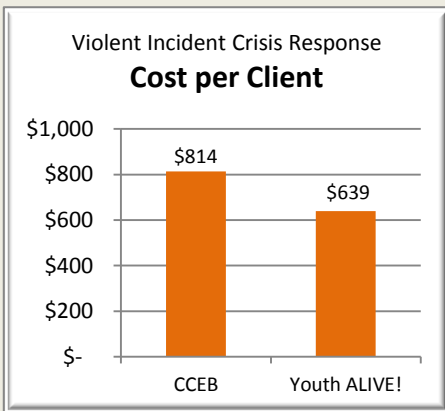
OVERVIEW

Programs in this strategy provide services to children, youth, and adults who have been exposed to violence. Services are offered while clients are in crisis and after, and are designed to connect individuals and families to resources, reduce the likelihood or re-exposure to violence, and promote healthy outcomes.

**515**  
served

- Crisis Response Services Network, operated by Catholic Charities of the East Bay, reached out to 382 friends and family members of Oakland homicide victims, offering them peer-based case management and mental health support.
- Caught in the Crossfire, operated by Youth ALIVE! provided intensive case management services to 133 youth who were hospitalized for violent injuries.

INVESTMENT BENEFITS



### ***Crisis Response programs benefit victims and their families***

Programs supported victims of violence and their families and friends with case management and connection to resources.

These programs promote positive alternatives to violence and interrupt the cycle of retaliatory violence that can lead to arrest, incarceration, and death.

IMPACT ON PUBLIC SAFETY

### ***A majority of clients benefitted from program services***

**84%** of clients served by the Crisis Response Services Network were assisted in accessing Victims of Crime benefits (in addition to those associated with funeral arrangements).

# Oakland Measure Y 2011-2012

## Oakland Street Outreach

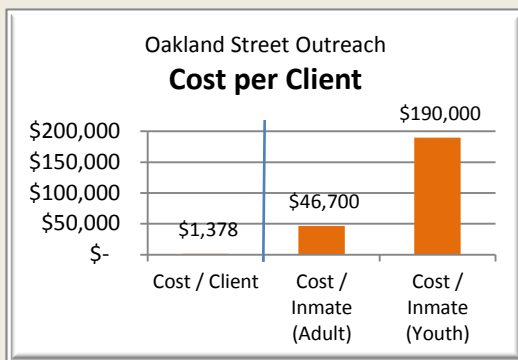
SERVICE OVERVIEW

Programs in this strategy work directly with youth and young adults who are at risk of becoming victims or perpetrators of violent crime. They provide a variety of intensive outreach and case management intended to give these individuals access to services and opportunities that will reduce their involvement in illegal activities.

- California Youth Outreach
- Healthy Oakland

**387** served  
**31,157** reached  
 through street outreach

INVESTMENT BENEFITS



### Street Outreach programs help save money

Serving clients through Street Outreach programs is a considerably more efficient alternative to incarceration. The cost of incarceration is 34 to 136 times greater than the average cost per client.

Sources: CDCR, CJJ, and CLAO

IMPACT ON PUBLIC SAFETY

### Increased education and employment opportunities

274 consented and received minimum service  
 161 matched to justice system data

**65%** of case managed clients were reenrolled in school or referred to an educational setting.

**61%** of case managed clients were placed in employment.

### Reduced justice system involvement

↓ **67%** reduction in the number of clients convicted for new delinquent offenses among clients served by California Youth Outreach.

↓ **58%** reduction in the number of clients arrested for new delinquent offenses among clients served by Healthy Oakland.

# Oakland Measure Y 2011-2012

## Community Organizing

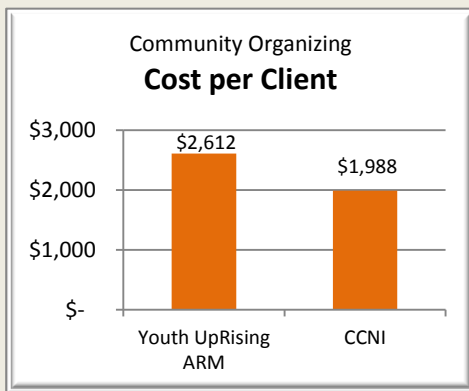
**119**  
served

OVERVIEW

Programs in this strategy work directly with at-risk youth and young adults through a combination of neighborhood- and individual-level activities and interventions with an emphasis on community organizing.

- City-County Neighborhood Initiative (CCNI) hosted neighborhood organizing events that attracted over 1300 residents and reached out to 52 at-risk youth to link them with employment opportunities.
- Youth UpRising Attraction, Retention, and Movement (YU ARM) enrolled 67 at-risk youth in a retreat focusing on leadership development, personal transformation, and social consciousness. The program also provides case management services.

INVESTMENT BENEFITS



### ***Community Organizing programs benefit at-risk youth***

At-risk youth were re-directed to job training, skills development, and career achievement goals.

Programs helped build stronger and more organized communities that provide at-risk youth with healthy environments and alternatives to violence.

IMPACT ON PUBLIC SAFETY

### ***Increased employment and training opportunities***

**62%** of clients served by programs in this strategy were placed in employment.

**87%** of clients served by programs in this strategy were placed in employment training.

**1,300+** residents attended CCNI events. CCNI continued to strengthen resident leadership capacity in Sobrante Park, providing technical assistance to the NCPC/RAC co-chairs and helping to organize residents.

# Oakland Measure Y 2011-2012

## Young Adult Reentry and Employment Services

OVERVIEW

This strategy is comprised of two different types of programs that provide services to justice system-involved adults on probation or parole. Reentry Employment programs provide a range of employment-related services. Project Choice programs provide intensive case management and support services that start while clients are still incarcerated in order to set the groundwork for a successful transition from custody into the community.

**388**  
served

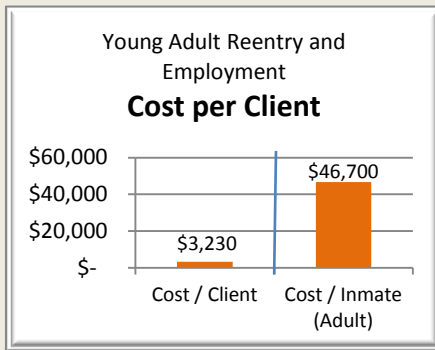
### Reentry Employment Programs

- Volunteers of America Bay Area
- Goodwill Industries
- Workfirst Foundation (America Works)
- Youth Employment Partnership

### Project Choice

- The Mentoring Center
- Volunteers of America Bay Area

INVESTMENT  
BENEFITS



### Reentry and Employment programs help save money

Serving clients through Reentry and Employment programs is a considerably more efficient alternative to incarceration. The cost of incarceration is 14 times greater than the average cost per client.

Sources: CDCR, CJCJ, and CLAO

IMPACT ON PUBLIC SAFETY

### Increased preparation for reentry

308 consented and received minimum service  
250 matched to justice system data

**100%** of clients served by Volunteers of America (Reentry Employment) retained employment for more than 30 days.

**89%** of clients served by The Mentoring Center (Project Choice) returned to Oakland with a plan for meeting their basic needs, such as food and shelter.

### Reduced justice system involvement

**50%** fewer Volunteers of America Bay Area (Project Choice) clients were arrested the year after service than the year before service.

**53%** reduction in the number of clients convicted of a new offense among clients served by Workfirst Foundation.

**71%** reduction in the number of clients arrested for a new offense among clients served by Youth Employment Partnership.

# Oakland Measure Y 2011-2012

## Youth Comprehensive Services | Juvenile Justice Center

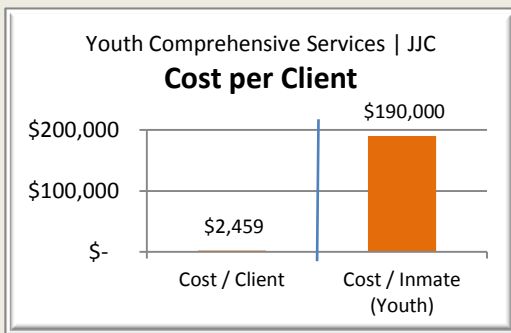
OVERVIEW

Programs in this strategy of Youth Comprehensive Services provide wraparound support services for youth released from Juvenile Hall to help improve school engagement and reduce involvement in the justice system.

**362**  
served

- California Youth Outreach
- East Bay Agency for Children
- East Bay Asian Youth Center
- The Mentoring Center
- Youth UpRising

INVESTMENT  
BENEFITS



### JJC programs help save money

Serving clients through Juvenile Justice Center programs is a considerably more efficient alternative to incarceration. The cost of incarceration is 77 times greater than the average cost per client.

Sources: CDCR, CJCJ, and CLAO

### Increased education opportunities

255 consented and received minimum service  
248 matched to justice system data

**76%** of JJC clients were reenrolled in school or referred to an educational setting.

### Reduced justice system involvement

**61%** reduction in the number of clients arrested for new delinquent offenses among clients served by the five programs.

**67%** reduction in the number of clients adjudicated for new delinquent offenses among clients served by the five programs.

**91%** reduction in the number of clients adjudicated for new delinquent offenses among clients served by The Mentoring Center.

**80%** reduction in the number of clients adjudicated for new delinquent offenses among clients served by Youth UpRising.

IMPACT ON PUBLIC SAFETY

# Oakland Measure Y 2011-2012

## Youth Comprehensive Services | Youth Employment

OVERVIEW

Programs in the Youth Comprehensive Services strategy serve youth who are more likely to have early indicators of risk for justice system involvement. The programs provide job training and/or subsidized job experience to Oakland youth afterschool or during the summer to increase their exposure to positive opportunities and reduce their risk for school failure and justice system involvement.

197  
served

**Summer Employment Programs**

- Youth Employment Partnership
- Youth Radio
- Youth UpRising

**After School Employment Programs**

- Youth Employment Partnership
- Youth Radio

INVESTMENT BENEFITS

Youth Comprehensive Services | Youth Employment

**Cost per Client**

Category	Cost
Cost / Client	\$2,179
Cost / Inmate (Youth)	\$190,000

**Youth Employment programs help save money**

Serving clients through Youth Employment programs is a considerably more efficient alternative to incarceration. The cost of incarceration is 87 times greater than the average cost per client.

Sources: CDCR, CJJ, and CLAO

IMPACT ON PUBLIC SAFETY

155 consented and received minimum service  
130 matched to justice system

**Reduced justice system involvement**

↓ **66%** reduction in the number of clients arrested for new delinquent offenses among clients served by the five programs.

↓ **82%** reduction in the number of clients adjudicated for new delinquent offenses among clients served by the five programs.

↓ **100%** reduction in the number of clients arrested for new delinquent offenses among clients served by Youth Employment Partnership (After School Employment).

↓ **67%** reduction in the number of clients adjudicated for new delinquent offenses among clients served by Youth Radio (After School Employment).

# Oakland Measure Y 2011-2012

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