



## Measure Y Violence Prevention Needs Assessment



Department of Human Services, Policy and Planning, Measure Y

December 2011

Compiled by Sarah Kagan, MPH

### **Voters prioritized violence prevention by voting for Measure Y**

In 2004, the voters of Oakland passed Measure Y to fund city-wide violence prevention programs, along with police and fire safety services. Measure BB, a revision of Oakland's 2004 Measure Y, was passed by voters in November 2010. Measure BB revised Measure Y by suspending until 2015 a requirement that the City maintain at least 739 police officers in order to receive funds from Measure Y. Measure BB removes the minimum number of sworn, uniformed police officers requirement.

Measure Y programs, administered through the Oakland Department of Human Services, work together with community policing to provide a continuum of support to children, youth and young adults most at risk for committing and/or becoming victims of violence. Measure Y legislation requires programs prioritize youth and young adults (35 year-olds and below) with a specific focus on: **youth outreach counselors; after/in-school programs for youth and children; domestic violence and child abuse counselors; and offender/parolee employment training.**

These programs adhere to the following principles which were affirmed by City Council:

- Focusing on the highest risk individuals most likely to be victims or perpetrators of violence, such as at-risk adolescents and young adults, offender/parolees and victims of domestic violence and their young children.
- Supporting intensive interventions, including: pre-release employment skills and training and wage incentives for employers for offenders/parolees; truancy prevention, recreational, academic tutoring and mentoring opportunities for at-risk adolescents and young adults; and domestic violence and child abuse counselors.
- Prioritizing resources for neighborhoods where violence is most prevalent.

To execute Measure Y, The Department of Human Services administers \$5.2 million in grants to community based organizations on a three-year funding cycle. Each funding cycle is initiated with a Request for Proposals outlining the City of Oakland's violence prevention priorities, within the purview of Measure Y legislation; these priorities are identified in conjunction with the mayor and by conducting a community needs assessment, evaluating previous Measure Y programs, and eliciting community feedback.

### **Report Methods and Organization**

To complete this needs assessment, Measure Y staff:

- Collected and analyzed background documents including the federal census, academic and institutional reports, community, state-wide and national surveys, peer-reviewed journals, etc.
- Analyzed data from the police, Measure Y programs, CDCR, and OUSD.
- Conducted informal focus groups and surveys with men and women associated with Measure Y programs to better understand clients' needs and how programs were or were not meeting their needs.

The report is organized into the following sections:

- 1) Oakland Risks and Assets;
- 2) the State of Violence in Oakland;
- 3) the Criminal Justice System in Oakland; and
- 4) Violence Prevention Activities in Oakland.

Each section is split into issue-specific subsections. Each subsection includes relevant challenges, assets or city services available to address the issue, and community voices on the issue—the community voices information and quotes (italicized and a different color) are derived from the informal focus groups and surveys that Measure Y conducted in collaboration with our grantees.

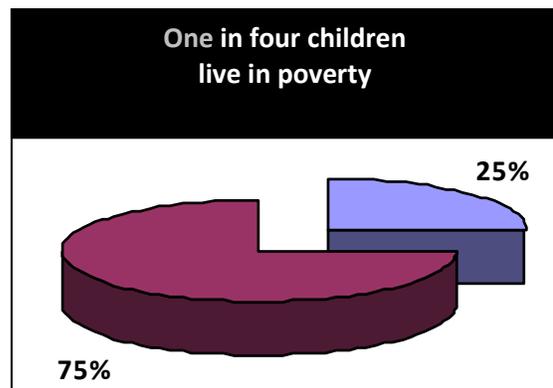
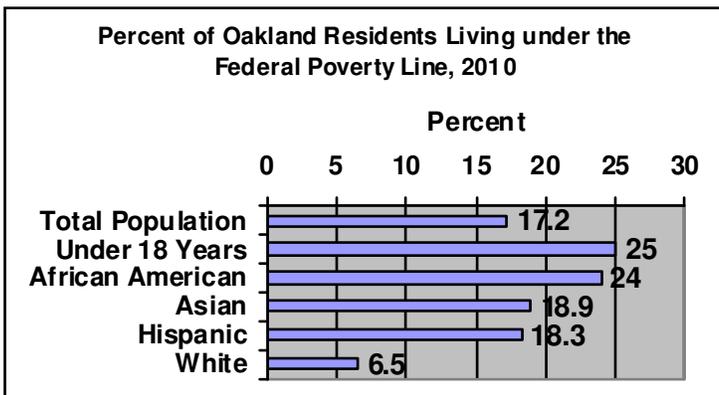
### **Oakland's Risks and Assets**

Oakland, home to 390, 724 residents<sup>1</sup> and one of the most diverse cities in the nation, has a host of resources to access in promoting safe, vibrant communities. The city has a wave of new leadership allowing for innovative and creative solutions to city's most important problems even in the face of fiscal challenges. Within the last two years, Oakland has had a new mayor, OUSD superintendent, head of probation, head of social services, head of health care, and chief of police.

In addition to the City's investment in violence prevention through Measure Y, local, federal and private funds are addressing roots causes of inequity and poverty. Unfortunately Oakland challenges that greatly contribute to violence still persist including high rates of poverty, low graduation rates, and high rates of unemployment.

### **Poverty**

High rates of poverty and income inequality have been associated with increased risk of homicide and assault.<sup>2</sup> Oakland, hard hit by the economic and foreclosure crisis, has been battling with lower tax revenue and a state and city budget crisis—directly impacting funding for social services. The 2009 American Community Survey (ACS) estimates 17.2% individuals in Oakland live under the federal poverty levels and one in four kids in Oakland are living in poverty.<sup>3</sup> The Oakland Unified School District saw a 15% increase in children age 5-17 living in poverty between 2007 and 2010; 28% of students in 2010 fell below the poverty line.<sup>4</sup> There are stark disparities with African Americans, Hispanics and Asians experiencing much higher rates of poverty than whites (see figure below).<sup>5</sup>



*Oakland Assets:*

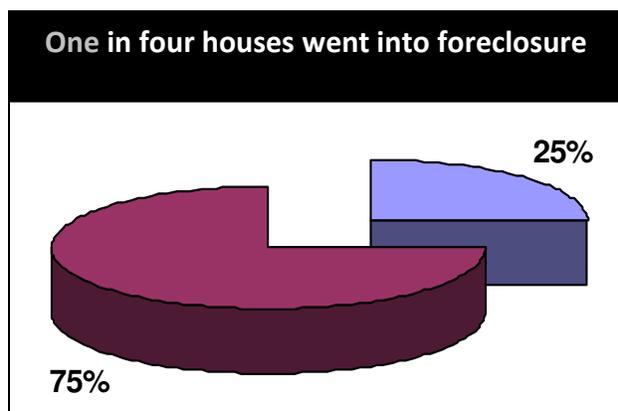
*Oakland Community Action Partnership (OCAP) is committed to reducing poverty by providing services and programs targeted to low-income individuals and families. For almost 40 years, OCAP has been funding programs and projects in the low-income community such as job training, education, employment; community development and affordable housing; supportive services; community engagement and advocacy; and capacity building.*

Unemployment – Access to legal work that provides a living wage is fundamental in reducing crime. Hard hit by the recession, Oakland’s unemployment has jumped to **15.4%** as of May 2011—the **highest rate of unemployment in Alameda County**.<sup>6</sup> The national unemployment rate in the same month was 9.1%.<sup>7</sup> In addition to the current recession, having a criminal record and/or not graduating from high school are additional barriers to finding a job. For those young adults on probation and parole, work can be the difference between success and recidivism: most individuals who re-offend, violate probation, or parole were unemployed at the time. A recent survey of 550 formerly incarcerated men and women conducted by the non-profit Council of Court Excellence found that 46% were unemployed and 80% of those surveyed did not receive any help in finding a job.<sup>8</sup>

*Voices from the Community:*

*Both youth and adult focus group participants emphasized the need for jobs; having a job gave youth something to do and allowed adults to take care of themselves and their families without having to revert to a life of crime. Adults were especially interested in creating careers, not just short-term work. Those with a criminal record felt frustrated by the barriers facing them in getting a job and discrimination faced once they were in the workforce. One participant said, “**I have a background in communications, but I’m just looked at as a felon. I went to college for nothing.**” Some youth wanted to find work that also encourage going to school, like an internship program through the school. Others found that jobs and job placement assistance were only available to a few youth. One participant said: “I got denied [for a job]...4 or 5 times and then I went to jail and then got a job right away. That is scandalous.”*

Housing and Homelessness – Stable, safe housing is a fundamental need in creating an environment where children, young adults and adults can succeed. Unfortunately, the foreclosure crisis hit Oakland hard, particularly families from East and West Oakland.<sup>9</sup> Over a four year period, 1 in 4 mortgages in Oakland entered into foreclosure; 3/4s of these households had



children.<sup>10</sup> There were 4,178 homeless people in Oakland in January 2011; 27.3% of the homeless population is families with children.<sup>11</sup>

*Oakland Assets:*

*The Oakland Housing Authority manages almost 15,000 households, representing approximately 10% of Oakland's low-income families.<sup>12</sup> Public housing recently received \$10 million in federal funding that mainly went to repairs. Oakland's Permanent Access to Housing (PATH) Strategy, a companion to EveryOne Home, Alameda County's Homeless and Special Needs Housing Plan, focuses on a Housing First model to rapidly re-house individuals and families currently on the street and without permanent housing. The Community Development Block Grant (CDBG) Program, funded by the federal government, exists to work with for persons of low- and moderate-income to provide housing and a suitable living environment, and expand economic opportunities.*

Food insecurity—Food insecurity is a natural partner to poverty and especially impacts child development and educational attainment. Research has found links between low educational attainment and criminal activity. Anecdotally, Measure Y staff members interact with Oakland youth who have stolen food because they are hungry. The Prevention Institute released a report on the interaction between violence and access to healthy food—violence prevents community members from accessing food stores because of fear and violence also prevents investors from building more places that sell healthy food. Oakland faces particular structural challenges to access affordable healthy food—there is one grocery store per 93,126 residents in the Flatlands compared to 1 per 13,778 residents living in the Oakland Hills.<sup>13</sup> Over 65% of Oakland students are eligible to receive free and reduced lunch<sup>14</sup>. Furthermore, 74% of people surveyed by the Alameda County Community Food Bank Survey were eligible for food stamps but only 17% of them received them—indicating a clear disconnect between services and those in need.

*Oakland Assets:*

*The Food Stamp Program, Women Infants and Children (WIC) program, local food banks, the City of Oakland's Summer Food Service Program for children, the City of Oakland's Hunger Program and the Emergency Food Assistance Program (EFAP) provide nutritional support to low income families. Children from low-income families can receive free lunches at school.<sup>15</sup>*

Educational attainment

*Voices from the Community:*

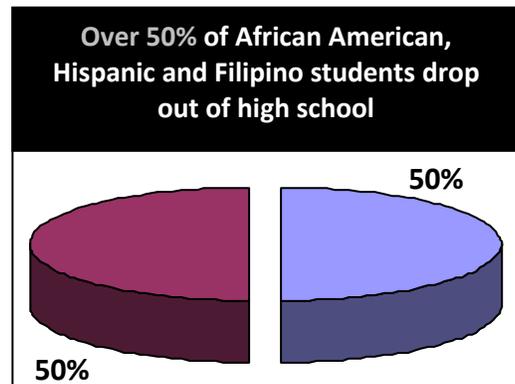
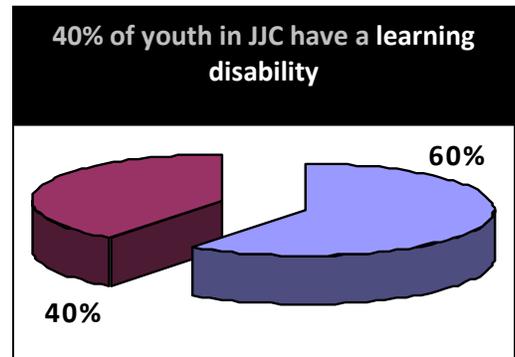
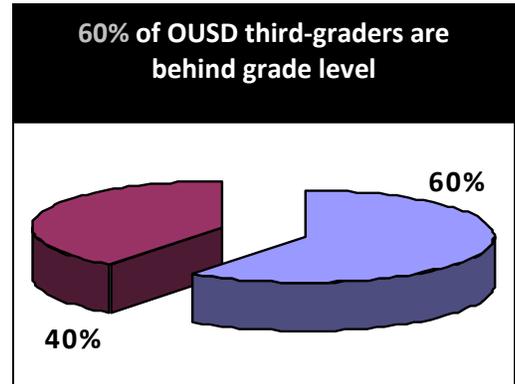
*Youth focus group participants generally felt that the teachers lacked confidence in them and held them to very low standards. However, some participants were positively impacted by teachers who showed that they cared about them. Many participants said that another motivator for them staying and doing well in school was to make their parents proud. One participant said: **"When I see the look on my momma's face, when I***

*see a different kind of tear in her eye, a tear of joy--when she sees me doing something good...it makes me think this really pays off."*

Low educational attainment, learning disabilities, and ADHD are all associated with criminal activities. Two-thirds of kids who are not on grade level in 4<sup>th</sup> grade will end up in jail or on state assistance, according to the National Center for Education Statistics.<sup>16</sup> Only 40% of third graders in OUSD are reading and writing on grade level.<sup>17</sup> **Youth exiting JJC are on average testing 7 grades below their grade level** (example: Age 16 – Grade 10 – reading level Grade 3). Furthermore, approximately 6% of U.S. youth age 5-17 were diagnosed with a learning disability between 2006-2009,<sup>18</sup> **while 40% of youth in JJC have a specified learning disability.**<sup>19</sup>

While OUSD has increased its Academic Performance Index by 116 points over the last six years.<sup>20</sup> **Only 15 percent of low-income students in Oakland in 2009 attended a district or charter public school considered a "quality" public school by the state of California.**<sup>21</sup> In addition, white students had an average API almost 300 points higher than African American students and more than 200 points higher than low-income students of all backgrounds.<sup>22</sup>

In Oakland, 26.1% of the population that is over 25 years old has less than high school diploma,<sup>23</sup> compared to 23.2% in all of California. Oakland suffers an estimated 37% drop out rate according to California Department of Education (2010) with **more than half of African American, Hispanic and Filipino students dropping out.**<sup>24</sup>



**Oakland Assets:**

*To address early school readiness, academic achievement, and graduation rates, the Oakland Fund for Children and Youth (OFCY) receives 2.5% of Oakland's General Fund annually to supports services to over 20,000 children and youth, ages 0–20, annually. Last year, over \$8.5 million in funding was provided to organizations delivering:*

- *Early childhood strategies designed to support healthy childhood development and school readiness.*
- *The elementary and middle school strategies designed to contribute to children's academic, social, and personal*

*achievement, specifically after school and during the summer months.*

- *The strategies for older youth emphasizing high school graduation and higher education, preparing for meaningful work, leadership development and independence.*

*The Head Start Program also helps children from low-income families by funding programs that foster social skills and school readiness in children (three to five years old), provide access to health services and healthy food, and linking parents with community service agencies. The City of Oakland also operates two center-based Early Head Start programs and an extensive home-based program option to serve children from birth to three years old and pregnant women. The program connects with other service providers within the City of Oakland to offer a comprehensive array of health, nutrition, career development and other services. More than 1500 kids enroll in Head Start or Early Head Start annually.*

*Furthermore, **the Gates Foundation, the Michael and Susan Dell Foundation, the Broad Foundation, the Rogers Family Foundation are all investing in OUSD.** In addition, some of OUSD's neighbors are the most influential private investors in public education, including the Stupski Foundation, the Hewlett Foundation and the New Schools Venture Fund. Oakland is also home to the education policy think tank EdTrust West. Kellogg Foundation funded Justice Matters to fund their work over the next two years in Oakland, CA to support teacher training in developing parent leadership and engagement capacities.*

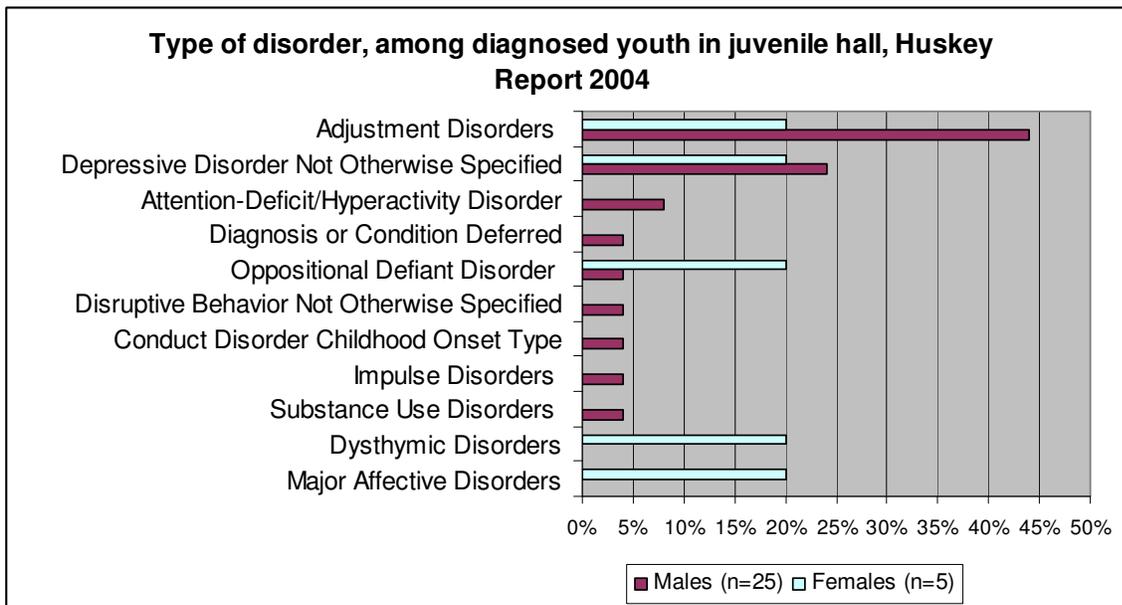
*Finally, **\$10 million out of \$14 million in education funding from Federal stimulus money in 2010 went to programs for students with disabilities.***

#### Mental Health:

Exposure to violence has shown to be associated with poor mental health<sup>25</sup>; and poor mental health has shown to be associated with perpetrating violence.<sup>26</sup> Exposure to community violence is associated with an increase in aggressive behavior and depression over a 1-year period,<sup>27</sup> lower self-esteem, higher anxiety, worse school performance and increased absences from school.<sup>28</sup>

Oakland's rate for Emergency Department Visits for Mental Disorders is 1087.1 per 100,000 residents compared to 925.1 per 100,000 in Alameda County.<sup>29</sup> African Americans, American Indians and Whites had the highest rates of three-year emergency department visits for mental disorders from 2006-08.<sup>30</sup>

While 14.1% of Alameda County youth received psychological counseling in 2007,<sup>31</sup> **62.2% of all detained minors in Alameda County reported a psychiatric disorder sometime in their lifetime<sup>32</sup>** and **52% of youth in JJC are eligible for County Mental Health 3632.**<sup>33</sup>



Substance Abuse

Similarly to the circular relationship between mental health and violence, while substance abuse can be a result of witnessing or experiencing violence, substance abuse can also encourage violent behavior. In Alameda County, 18-24 year olds are more likely to binge drink than adults<sup>34</sup> and according to the California Healthy Kids Survey conducted in OUSD schools, 25% of 11 graders and 22% of 9<sup>th</sup> grader have driven while under the influence of alcohol or been with a friend driving under the influence. Among all age groups in Alameda County, there are variations in binge drinking by race (57.3% Multiracial; 33.6% White; 27.6% Latino; 20.9% African American; 17.4% API); and those in the highest income brackets are most likely to binge drink. Youth are also using marijuana; the California Healthy Kids Survey found that 6% of 7<sup>th</sup> graders, 19% of 9<sup>th</sup> graders and 29% of 11<sup>th</sup> graders in OUSD have smoked marijuana 4 or more times in their lifetime.

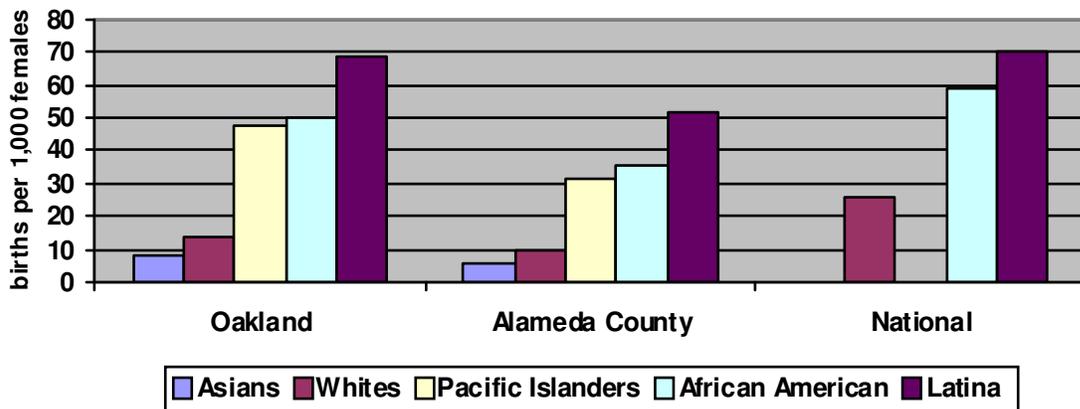
Health Disparities in Oakland

There are deep inequities in the health of Oakland residents. In Alameda County, mortality was 53% higher among African Americans than Whites—**an African American living in West Oakland lives 15 fewer years compared to white person living in Oakland Hills<sup>35</sup>** Infant mortality is twice the rate among African American children in Oakland compared to Oakland’s overall infant mortality.<sup>36</sup> **The prevalence of HIV in African American males in Alameda County is 3 to 12 times higher than other ethnic groups; for African American females it is 10 to 20 times higher than other races.**<sup>37</sup> Oakland’s HIV/AIDS case rate is twice that of Alameda County (50.4 per 100,000 vs. 23.3 per 100,000) and seven times the lowest rate in Alameda County (50.4 per 100,000 versus 6.4 per 100,000 in the city of Livermore).<sup>38</sup>

Leading Causes of Death, Alameda County <sup>39</sup> and Nationally <sup>40</sup>				
	1 – 24 Years		25 – 44 Years	
	Alameda County	US	Alameda County	US
1	Homicide (36.1%)	Unintentional Injuries (43.9%)	Unintentional Injuries (23.4 %)	Unintentional Injuries (26.1%)
2	Unintentional Injuries (28.7%)	Homicide (14.0%)	Homicide (14.1%)	Cancer (13.7%)
3	Suicide (8.3%)	Suicide (9.6%)	Cancer (13.3%)	Heart Disease (12.3%)
4	Cancer (7.4%)	Cancer (6.6%)	Heart Disease (11.0%)	Suicide (9.8%)
5	Heart Disease (2.8%)/Congenital Malformations & Chromosomal Abnormalities (2.8%)	Heart Disease (3.3%)	Suicide (7.1%)	Homicide (6.4%)

Pregnancy among teens is also very high in Oakland. Having children at a young age makes it much harder to finish high school or attend college. According to the National Campaign to Prevent Teen Pregnancy, two-thirds of families begun by a young unmarried mother are poor and approximately one-quarter of teen mothers go on welfare within 3 years of the child’s birth.<sup>41</sup> In Oakland, Latina, African American and Pacific Islanders have significantly higher rates of teenage pregnancy compared to Whites and Asians, meaning more of their children will be born into poverty.

Teen pregnancy rates in Oakland<sup>42</sup>, Alameda County<sup>43</sup> and Nationwide<sup>44</sup>.



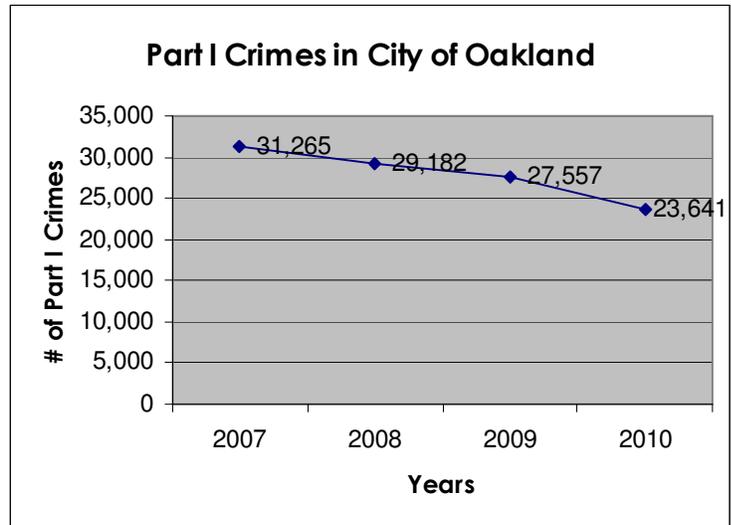
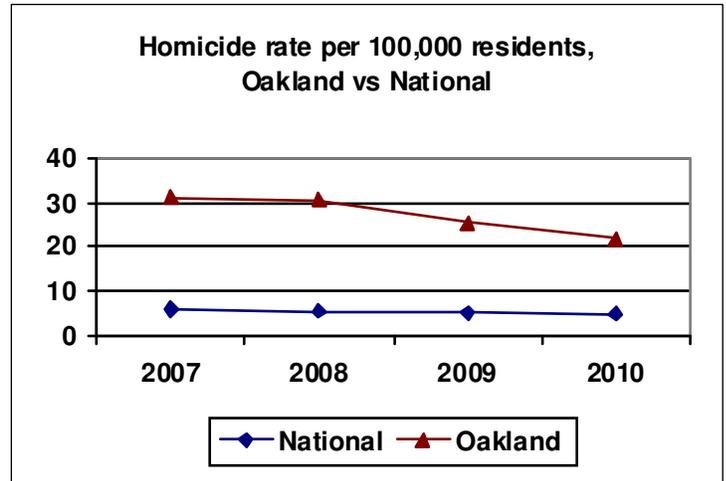
*Oakland's Assets: Community based health clinics, such as La Clinica de la Raza, Alameda County Health Care Services and school based health centers provide community members with low or no cost health care. To address some of these problems \$40 million in federal stimulus money went to health and human services initiatives in 2010, primarily going to research at Oakland Children's Hospital and Research Center and Kaiser Foundation Hospitals, Inc.*

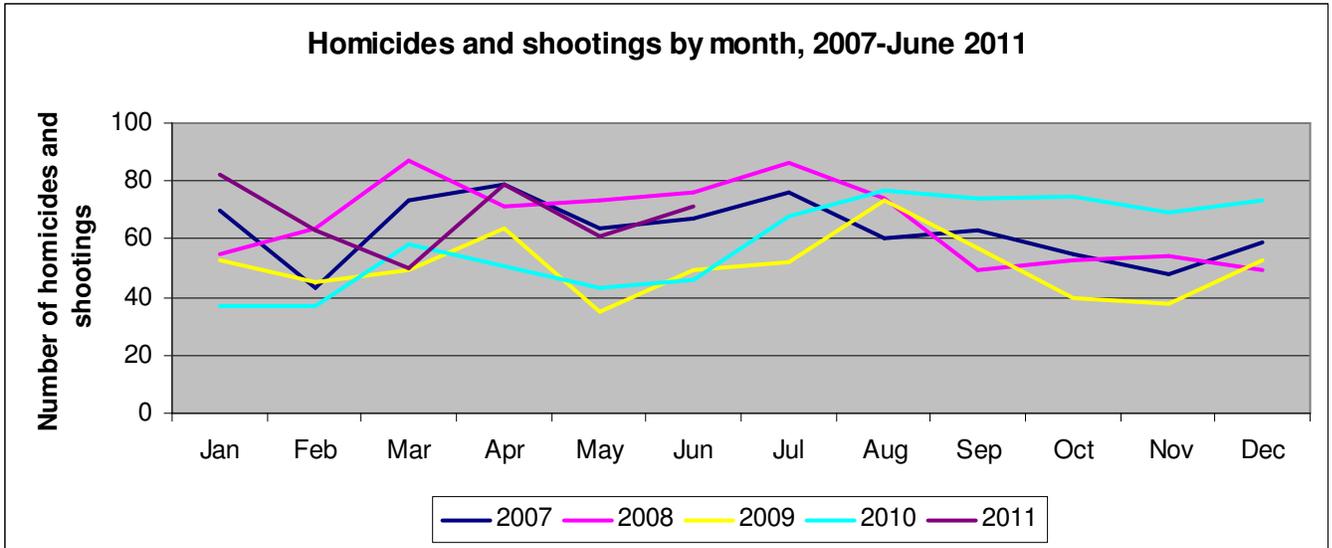
**State of Violence in Oakland.**

Despite some declines in homicides over the last three years, Oakland suffers from image as one of the top 5 most violence cities in the United States. In 2010, the homicide rate in Oakland was 21.95 per 100,000 residents. This is a slight decline from 2009's 25.74 per 100,000. However, this rate represents 4 times the 2009 national homicide rate of 5.0 per 100,000.<sup>45</sup> Total number of part 1 crimes, which include violent crimes (murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault) and property crimes (burglary, motor vehicle theft, larceny-theft, and arson), also declined from 2007 to 2010.

Nine out of 10 murders were caused by firearms.<sup>46</sup> Shootings and homicides are mostly concentrated in very specific, highly stressed neighborhoods in East and West Oakland (see stressor report).

In 2010, 89% of victims were over the age of 18. Between 2008-2010, 87% of homicide victims were males; 72% were African American and 15% Latino. Shooting trends by the month tend to see higher rates in summer months followed by a drop in the fall and winter although that was not the case in 2010. As of October 2011, we saw that January had the highest number of homicides.





Oakland Homicide Data: January 1, 2011- October 7, 2011\*

Area	
Total West	25
Total East	47
Total Central	17

Age	
Under 18	5
18-30	48
30+	34

Gender	
Male	82
Females	8

Highest and Lowest Month to Date	
Highest	January (14)
Lowest	February (5)

Days of the Week	
Sunday	11
Monday	11
Tuesday	13
Wednesday	14
Thursday	7
Friday	12
Saturday	21

\*numbers include police-involved shootings, to date there have been 6

In addition to the physical impacts of being a victim of violence, living in a violent community severely impacts those that witness violence and lose family members. **Exposure to community violence is associated with an increase in aggressive behavior and depression over a 1-year period,<sup>47</sup> lower self-esteem, higher anxiety, worse school performance and increased absences from school.<sup>48</sup>**

*Voices from the Community:*

*Focus group participants articulated that violence was an intergenerational problem in Oakland and also a problem of low-expectations in the community. A participant advocated for programs that included the whole family, as everyone in the family is exposed to and suffers from community violence.*

**Gangs**

According to the FBI, “a gang is a group or association of three or more persons with a common identifying sign, symbol, or name who individually or collectively engage in criminal activity that creates an atmosphere of fear and intimidation.”<sup>49</sup> Gangs also have strong geographical ties.

OUSD California Healthy Kids Survey data for 2007 and 2009

shows that 12-14% of 7<sup>th</sup> graders, 12-13% of 9<sup>th</sup> graders, and 9-10% of 11<sup>th</sup> graders are involved in gangs. Given that OUSD experiences significant dropouts in the 9<sup>th</sup> and 10<sup>th</sup> grades, we speculate that many gang-involved students are no longer enrolled by the 11<sup>th</sup> grade. This same 2009 survey indicates that only 55% of 7<sup>th</sup> graders, 45% of 9<sup>th</sup> graders, and 42% of 11<sup>th</sup> graders feel safe at school. Between 8-9% of 7<sup>th</sup>-11<sup>th</sup> grade students have carried a gun to school in the past year, and 12-15% have carried another type of weapon to school. More than 33% respondents have observed other students carrying a weapon in school.

A recent study conducted by Dr. Anthony Braga of Harvard University found that 49 (39.2%) of 125 Oakland homicides in 2008 were gang-related killings, and many others were linked to turf- or drug-related conflicts that were likely gang-related.<sup>50</sup> According to Oakland Police (OPD), 51 of the victims were under age 24, and 90% of all victims were killed by handguns or assault rifles.<sup>51</sup>

There are 78 known gangs operating within the city and over 3,800 gang members – a very high number for a city with a population of 400,000.<sup>52</sup> For many youth, gang membership is part of an intergenerational family pattern and active involvement begins in middle school, if not earlier. Nineteen percent of students enrolled in OUSD’s Alternative Education (AltEd) programs report that they are currently involved in gangs.<sup>53</sup> Thirty-one percent of students at Bunche in West Oakland admitted to gang involvement. Higher percentages sometimes carry guns or other weapons (see Table 1 below).

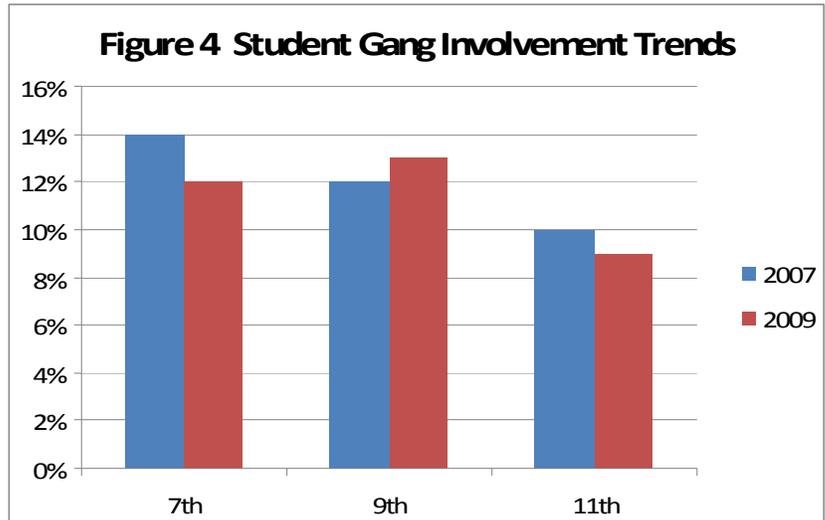


Table 1. Risk behaviors and factors <sup>54</sup>		Bunche	Dewey	Rudsdale
Alcohol/drug use (1 or more times/month)	In the Last 12 Months	59%	81%	80%
Easy to get marijuana		69%	68%	61%
Little peer disapproval of marijuana		50%	60%	51%
In a fight		54%	37%	32%
Carried a gun		21%	17%	26%
Carried another weapon		37%	28%	32%
Been threatened/injured with weapon		17%	17%	19%
Physical fight with boy/girlfriend		26%	21%	15%
Sad & hopeless every day for 2 weeks		41%	32%	45%
Current gang involvement		31%	15%	15%

American Indians, Hispanics, African Americans, Native Hawaiians and Pacific Islanders are the most affected by gang involvement in Oakland.<sup>55</sup> In the CHKS survey, 51% of students that reported gang-involvement were females.<sup>56</sup> Gang-involved youth are both more likely to perpetrate violence and experience violence than youth that are not affiliated to a gang.<sup>57</sup>

In 2009, OPD confiscated 1,241 guns connected to crimes, which they say is a “small fraction” of the “tens of thousands” on the streets (Sgt. Kevin Kaney, OPD Weapons Unit). As one Oakland youth said in a recent *Oakland Tribune* (June 25, 2008) report on the increase in guns in an East Oakland neighborhood, “It’s very easy to get a gun. Even my little brother can get one and he’s only nine.”

In an informal survey of 20 youth in OUSD’s alternative education program, **participants reported that, on average, people are 13 when they first associate with ‘the life’ and 14.5 when they join ‘the life’.** The most frequently cited reasons for joining ‘the life’ was for money, and because a brother or sister belonged, however **almost all participants said it would not be ok with them if their brother or sister joined the life.** Sixty-five percent (n=18) of participants reported it would be very hard or somewhat hard to leave the life and eleven (57.9%) participants stated the person or their family would get hurt if they tried to leave the life. **Getting into school or an employment training program was reported by the most participants as an acceptable reason to leave “the life.”**

According to a report written by Alameda County Public Health Department, gang-involved youth experience significant social and physical and mental health impacts:

“Gang youth have higher exposure to violence, less perceived social support which leads to anxiety and depression, higher rates of drug addiction and substance abuse,

imprisonment, low education outcomes, truancy and subsequent adverse outcomes in the long-run. Others have also documented that many gang members raised in marginalized, highly stressful families, have their social development arrested and remain peer dependent well into their thirties and forties.<sup>58</sup>

In the 2010-2011 fiscal year, Measure Y served approximately 264 self-identified gang-involved youth.

### Domestic Violence

Domestic violence is defined as sexual or physical violence, emotional abuse or threats between people in a close relationship, like current or former dating or marriage partners.<sup>59</sup> According to the CDC, over 25% of women over 18 experience domestic violence.<sup>60</sup> Domestic violence causes decreased emotional, mental and physical health and can lead to death— domestic violence causes 1,200 deaths and 2 million injuries to women in the US each year.<sup>61</sup> According to the CDC, the annual societal cost of intimate partner violence, including medical care, mental health services, and lost productivity, was an estimated \$8.3 billion in 2003 dollars. **Children who witness domestic violence are also impacted and at greater risk for anxiety, depression, fighting, bullying, poor school performance, and perpetrating violence.**<sup>62</sup>

Responding to domestic violence requires: supporting survivors' emotional, financial, legal, housing, and safety needs; breaking intergenerational transmission of violence behavior by providing children who witness violence emotional support needed to process their trauma; and changing traditional community and gender norms that encourage violent behavior towards partners.

**While many incidences of domestic violence never get reported to police, over 3000 incidents of domestic violence were reported to the Oakland police in the 2010-2011 fiscal year. Of the 10 police beats with the most reported incidences of domestic violence, 8 were in East Oakland (33X, 27Y, 34X, 29X, 26Y, 30X, 30Y, 35X).**<sup>63</sup>

Measure Y supported local nonprofits to serve 1,228 women impacted by domestic violence in the 2010-2011 fiscal year.

### Commercially sexually exploited children (CSEC)

Oakland is known as a hub for sexually exploited minors. According to the Trafficking Victims Protection Act, any child under the age of 18 engaging in the sale of sex is considered a sexually exploited minor. The average age of entry into prostitution in the United States is 12-14 years old. Experiencing domestic violence at home, sexual abuse in their childhood, poverty, homelessness or a lack of family/adult supervision are risk factors for becoming sexually exploited.<sup>64</sup>

The number of CSECs in Oakland is unknown, but estimated to be 500-600 by service providers to CSECs. The CSEC population can be hard to identify because of the clandestine and illegal nature of the work; this is exacerbated by technology such as cell phones and internet.

A US News and World report quotes Ernie Allen, president of the National Center for Missing and Exploited Children:

Many of today's pimps have gang ties, and they've moved from murder and robbery to pimping. "There has been a trend of organized crime moving away from traditional commodities like drugs, tobacco, and arms, to kids," says NCMEC's Allen. "They are reusable, inexpensive, with a huge consumer market that is enormously profitable with next to no risk. Nobody cares. Nobody is looking for them. They are the forgotten."<sup>65</sup>

CSECs suffer mental health problems, lower health status, and are especially vulnerable to STIs, HIV and assault. A survey of clients at an Oakland nonprofit that serves CSECs, Motivating, Inspiring, Supporting and Serving Sexually Exploited Youth (MISSEY), found that over 50% had substance abuse problems, over 60% had been raped one or more times, and 25% had a history of suicide attempts. The US News and World Report article previously cited, quotes David Johnson, then director of the Crimes Against Children unit of the FBI: "**The average life expectancy of a child after getting into prostitution is seven years," citing homicide or HIV/AIDS as the main causes of death.**"<sup>66</sup>

Measure Y supported community based organizations to serve over 200 commercially sexually exploited girls in the 2010-2011 fiscal year. Over 80% of clients were African American and the majority of clients ranged in age from 15-18.

### **Criminal Justice System**

Oakland's Police Department has faced significant budget cuts over the last few years with approximately 650 police officers down from 802 in 2009.<sup>67</sup> The OPD has undergone 5 reorganizations in less than two years to deal with reduced staff. The passing of Measure BB allowed the City's violence prevention programs to continue despite a smaller number of police officers.

*Voices from the community:*

*Focus groups of youth and young adults of color that live in Oakland reported a deep mistrust of the police, citing frequent racial profiling and disrespect to the community. One participant reported **the police in his community acted like "everyone has to be a criminal."***

### Youth and Young Adults in the Criminal Justice System

In 2008 California had 8,955 youth in residential placement; it costs \$67.51 per person per day, totaling \$604,552.05 each DAY to manage all the youth in residential placement.<sup>68</sup> During the 2010-2011 fiscal year, 906 Oakland juveniles were detained at the Juvenile Justice Center comprising 44% of the JJC population. The daily average population in JJC was 220 with 48.6% of those youth coming from Oakland.

Research has found that youth in the system have an increased likelihood of dropping out of school and recidivating, worsened mental health and lower employment achievement than youth worked with in an alternative case management system. Most youth in the system (70%) are not in for violent or “people-related” crimes.<sup>69</sup>

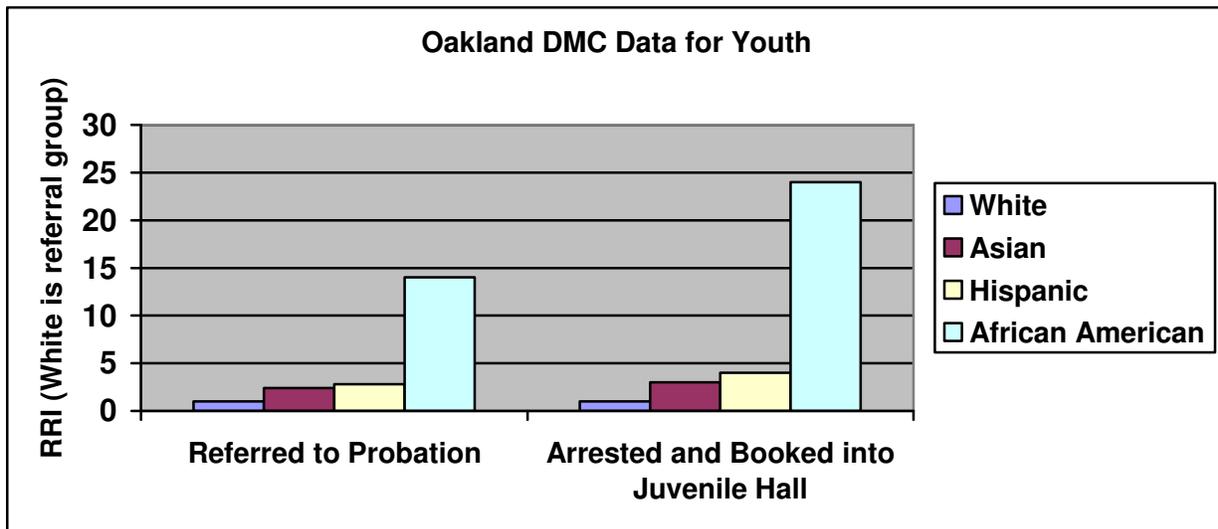
*Voices from the Community:*

*A focus group participant reiterated that point that incarceration doesn't rehabilitate people but makes them worse: “Jail treats people like animals and it makes people worse. When you get out you think, ‘They treated me that way so I might as well act like an animal.’ ”*

According to the 2004 Huskey Report on the Alameda County juvenile justice system: “More than twenty percent (20.7%) of the youth detained have placement orders. These minors wait in a maximum-security bed until a group home bed opens up. These minors have already been determined to be suitable for community-based supervision, including attending their community school. It does not seem to be the best use of secure beds to keep these youth detained.”<sup>70</sup>

*Disproportionate Minority Contact among Oakland youth in JJC*<sup>71</sup>

**African American youth in Oakland are 14 times more likely than white youth in Oakland to be referred to probation; Hispanics are 2.8 times and Asians 2.4 times more likely than whites. Further, African Americans are 24 times, Hispanics 4 times, and Asians 3 times more likely than whites to be arrested and booked into JJC.**



*Parole and Probation rates*

90% of people who go to jail are released,<sup>72</sup> often to communities with the least resources to support probationers and parolees. In May 2011 **46.8% of Alameda County's adult**

probationers were in Oakland and **43.4% of Alameda County's juvenile probationers were in Oakland.**<sup>73</sup> In the 2010-2011 fiscal year, 3579 18-30 year olds in Oakland were under adult or juvenile probation; 1,101 youth under 18 were on juvenile probation.<sup>74</sup>

*Voices from the Community:*

*Focus group participants noted that parole officers did not always know of or direct them to services that could help them find employment, housing, health care or other urgent needs. Youth participants voiced a desire for parole and probations officers to really help them; **participants felt that officers were more interested in following the rules than genuinely caring about their progress.***

Youth returning to Oakland from JJC<sup>75</sup>

Between July 1, 2010 and June 5, 2011, **804 youth were released to Oakland**—almost all of these youth are from East Oakland, North/West Oakland or Fruitvale. **410 youth, of the 804 released from JJC, were enrolled in OUSD schools.** Of those not enrolled in OUSD, most were moved to another district. Measure Y served 374 JJC youth between July 1, 2010 and June 30, 2011

Challenges people face after being incarcerated<sup>76</sup>

Those returning to their communities from incarceration face significant barriers to being successful. Finding housing and employment is much more difficult with a record, and many experience social exclusion.

*Voices from the Community:*

*Both youth and adult participants talked about the lack of community and structural support to turn their lives around. Adults reported very limited employment opportunities and discrimination in the work place. Some reported having a hard time transitioning from a criminal lifestyle or life in jail to a straight-life where things may take longer to bring positive results. **“The hardest thing is to humble yourself and crawl before you walk.”** Youth described being criticized for trying to succeed through legal means. One participant noted: “It’s not hard to change, but other people don’t want to see you change.” Another said: **“People hate on you when you get your stuff straight...look down at you if you are legitimate.”***

Ex-offenders are often concentrated in low-resource communities that have the least resources to support re-entering community members. Parole restrictions can hinder self-efficacy and civic engagement. Finally shifting from a highly structured life to an unstructured one can be overwhelming as can reunifying with families who have had to survive without them while they were in jail.

*Voices from the Community:*

*Family came up many times in the adult focus groups. **Men felt strongly about taking care of their families even if meant returning to a life of***

*crime just to provide food or housing to their children. On the other hand, many adult focus group participants talked about strained relationships with their families while they were in jail. **Many felt helpless to provide for their family while they were incarcerated and had trouble rebuilding their relationships upon release.** One participant talked of a program at Santa Rita that encouraged communication between prisoners and their families—other participants also felt that would be helpful.*

### Recidivism

California has one of the highest rates of recidivism—57.8%; 40% of those released are returned for technical violations and only 17% for new crimes.<sup>77</sup> This is partially due to the long parole period that California employs. The national rate of recidivism is 43.3%, with the lowest rate in Oregon (approximately 22%).<sup>78</sup>

**According to Pew Charitable Trusts, if California could reduce its rate of recidivism by 10% the state would save \$233.1 million in one year.**

The Washington State Institute for Public Policy found that, for every dollar spent on county juvenile detention systems, \$1.98 of “benefits” in terms of reduced crime and costs of crime to taxpayers was achieved.<sup>79</sup> **Alternatives to juvenile detention systems could reduce recidivism, save money and generate more benefits per dollar spent.**<sup>80</sup>

### Violence Prevention in Oakland

Federal funding for violence prevention was reduced for the Mayors’ summer jobs program in March 2011<sup>81</sup> and for the safe and drug free school program in June 2010.<sup>82</sup> In addition, state money previously earmarked for violence prevention, is now allowed to be used for other purposes. However, California adopted law (SB678) in 2009 to setup “performance incentive funding” for prisons to focus on reducing recidivism<sup>83</sup> Furthermore, the passing of Measure Y and Measure BB shows a community commitment to preventing violence.

#### *Voices from the Community:*

*Focus group participants repeated again and again the need for service providers who cared about their wellbeing and followed through on their promises. One participant said “We’re skeptical of everything. We need to know it will work. We’ve been manipulated a lot.” Some youth and adult participants felt that Measure Y provided the consistent and high quality service they needed. One participant said, “**Measure Y takes away your desperation.**” A youth participant felt similarly, “**if I didn’t have a case manager, I probably wouldn’t be here.**”*

### Measure Y’s Funding Priorities from 2009-2012

- Street Outreach: In coordination with the Oakland Police, Neighborhood Service Coordinators, and Department of Human Services, street-based outreach workers

- provide incident- and “hot spot”- specific outreach in high-crime areas at hours of peak need - nights and weekends. Outreach workers maintain a consistent presence in these neighborhoods and, along with case managers, create relationships with high risk youth and young adults and connect them to appropriate services and resources. Teams also work on longer range truce-negotiation and conflict mediation.
- Incident and Crisis Response: These provide a direct and immediate response to violent incidents, through providing services to survivors and family members, and through street outreach to the youth and young adults who are most likely to be the perpetrators and victims of violence. These strategies are designed to interrupt violence before it happens, mediate the impact of violence when it does happen, and change the culture of violence.
  - Family Violence Intervention: Family Violence Intervention intervenes to reduce the negative effects of exposure to violence, including domestic violence, child abuse, and sexual exploitation.
  - School-based prevention projects: These prevention-oriented programs promote emotional health, pro-social behavior, and conflict mediation for children in Oakland public schools and Head Start centers.
  - Youth Comprehensive Services: These programs provide services to youth, including those on probation, who are at the highest risk of becoming perpetrators or victims of violence. Programs include case management, and employment and education opportunities.
  - Reentry Services: Reentry services assist youth and young adults who are on probation and parole reintegrate successfully back into the Oakland community. This included pre and post release case management, life and work skills training, and work placements.

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