Estimated Gaps in Oakland Unite and Oakland Fund for Children and Youth Violence Prevention Services
**Urban Strategies Council** is a social impact organization that uses research, policy, innovation, and collaboration to achieve equity and social justice. The Council’s mission is to eliminate persistent poverty by working with partners to transform low-income neighborhoods into vibrant, healthy communities.

Urban Strategies Council  
1720 Broadway, 2nd Floor  
Oakland, California 94612  
[www.urbanstrategies.org](http://www.urbanstrategies.org)

**Prevention Institute** is an Oakland-based nonprofit, national center dedicated to improving community health and wellbeing by building momentum for effective primary prevention. Primary prevention means taking action to build resilience and to prevent problems before they occur. The Institute’s work is characterized by a strong commitment to community participation and promotion of equitable health outcomes among all social and economic groups. Since its founding in 1997, the organization has focused on community prevention, injury and violence prevention, health equity, healthy eating and active living, positive youth development, health system transformation and mental health and wellbeing.

Prevention Institute  
221 Oak Street  
Oakland, CA 94607  
[www.preventioninstitute.org](http://www.preventioninstitute.org)

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Executive Summary

The City of Oakland’s Human Services Department engaged Urban Strategies Council and Prevention Institute to prepare an analysis of violence prevention efforts supported by the City of Oakland and by the Human Services Department in particular. That analysis resulted in the production of this report, the 2014 Oakland stressor maps and tables, a proposed indicator framework for violence prevention with baseline data, a comprehensive inventory of services focused on violence prevention and reentry from incarceration, and summary findings and recommendations.

One component of the analysis was to figure out what information can be gleaned about whether the current scale of violence prevention programs is commensurate with the need for such programs. This report offers possible ways to estimate the population in need of universal, targeted, and intensive violence prevention services within specific age groups, and the approximate numbers served in 2013-14 by Oakland Unite and the Oakland Fund for Children and Youth (OFCY). This report does not address another crucial aspect of scale – the intensity or dosage of those programs. Service intensity matters because to provide effective violence prevention services, we need not simply to serve the right people, but to give them the amount of service they need. Given the major limitations in the data available, these figures are best read as very broad approximations of need and of the numbers served by current Oakland Unite and Oakland Fund for Children and Youth programs relative to that need.

**Universal-Level Prevention – Large Gaps Likely:** We were able to estimate gaps between the population estimates and the numbers for two age groups: early childhood and school-age children and adolescents; OFCY-funded programs served approximately 40 percent of the estimated child and youth population with out-of-school time, school transition, and youth leadership programs in 2013-14. However, most of the universal-level services available to Oakland residents – from public schools to public libraries to community colleges – were not included in the scope of this analysis, as the universal prevention needs of young children, transition-age youth, and young adults are more difficult to assess and meet. This is because the concept of taking public responsibility for meeting the needs of children is more largely accepted than that for transition-age youth and young adults.

**Targeted Prevention – Largest Gaps for School-Age Children/Adolescents, Young Adults:** Gaps between estimates of the total size of the population in need of targeted prevention services and the numbers actually served will vary by the method of estimation. However, the number of children and adolescents, and young adults in particular, who are provided with targeted prevention services is much lower than any of the population estimates. Depending on the method of estimating need, between 71 percent and 92 percent of children and adolescents in need of targeted prevention did not receive those services through OFCY or Oakland Unite; the estimated proportion of young adults who needed but did not receive targeted prevention ranges from 49 percent to 94 percent in 2013-14.
Intensive Prevention – Greatest Service Coverage for Transition-Age Youth,

Children/Adolescents: While 69 percent of the children ages 0-5 and 64 percent of the young adults estimated to need intensive prevention services were not served by Oakland Unite in 2013-14, the estimated numbers not served are relatively small (approximately 530 young children and 350 young adults). Further, there was no gap detected between the number of school-age children and adolescents or transition-age youth served with intensive prevention and the estimated number in need. In fact, the number of transition-age youth served was substantially larger than the population estimate, although that population estimate (the number on probation for violence) very likely understates the number of those in need of intensive prevention.
Oakland’s Violence Prevention Services in Context

The violence prevention strategies funded by Oakland Unite and the Oakland Fund for Children and Youth (OFCY) are not the only violence prevention assets currently available to Oakland residents. Oakland Unite and OFCY services should be viewed in the broader context of relevant community resources, which include, but are not limited to, Alameda County services, First 5 Alameda County programs, Oakland Unified School District resources, workforce development programs, community colleges, and programs operated by community-based organizations with philanthropic funding.

Levels of Prevention: Universal to Intensive

A useful way of understanding violence prevention efforts is to divide needs and services into three levels, starting from the universal, moving to the targeted, and then to the most intensive. Each level is nested within the preceding levels, so that young people who need intensive interventions also are understood as needing access to the supports and opportunities in the universal and targeted categories (e.g. high-quality education, leadership development opportunities, mentoring, and pathways to employment).

Table 1: Levels of Prevention

<table>
<thead>
<tr>
<th>Universal Prevention</th>
<th>Targeted Prevention</th>
<th>Intensive Prevention</th>
</tr>
</thead>
<tbody>
<tr>
<td>Encompasses the conditions, assets, and opportunities that all people need in order to live in safety. For example, all young people need access to rich youth development opportunities such as high-quality out-of-school time programs.</td>
<td>Includes the services that those most affected by violence need: counseling, case management, and family support for young people who have experienced trauma in their homes, schools, or communities.</td>
<td>Encompasses interventions with those at highest risk of perpetrating violence, or, for children, those who have endured the most serious maltreatment.</td>
</tr>
</tbody>
</table>

*(Reaching those affected by violence is a prevention strategy because witnessing or being victimized by violence increases an individual’s risk of perpetrating violence, although most people who witness or experience violence do not go on to perpetrate.*)

OFCY’s strategies generally fall into the universal and targeted levels of prevention, while Oakland Unite’s strategies generally apply to the targeted and intensive levels of prevention. However, please note that some OFCY and Oakland Unite strategies do not fit neatly into a single level; Mental Health

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1 Connecting the Dots: An Overview of the Links Among Multiple Forms of Violence
2 See Appendix A for a list of Oakland Fund for Children and Youth program strategies and the levels and age groups to which they were assigned; see Appendix B for Oakland Unite’s program strategies and which level and age group to which they were assigned. Please note that while each program strategy was assigned to a single level, some strategies include services that fall into both the targeted and intensive categories.
Services for Ages 0-5, for example, serve children who need both targeted and intensive services. For the purpose of this analysis, each program strategy has been assigned to a single level.
Estimates of Populations and Individual-Level Services

In this section, we estimate the size of the population in Oakland at every developmental stage, from early childhood through young adulthood. We also identify at least one way to estimate the proportion of that population who need targeted and intensive violence prevention services.

Measures of risk are incomplete
This analysis draws from extensive research literature on those risk and resilience factors that are understood to increase or decrease the likelihood of violence. However, knowing that a particular condition (e.g. not completing high school) is a risk factor for violence will not necessarily lead to a sufficient estimate of the population that likely to perpetrate violence. While low educational attainment is a well documented risk factor for violence, the majority of people with low levels of education are not perpetrators of violence. Similarly, the unemployed are at increased risk of perpetrating violence, but most unemployed people do not become perpetrators. Other factors, in addition to employment status and educational level, are likely responsible for moving someone from a low-level, but heightened, risk for violence into a high-risk status. These include: having an incarcerated parent, not having a permanent and loving relationship with an adult during childhood and adolescence, alcoholism and/or drug abuse, and having unmet mental health needs. However, data on such factors are not routinely collected in administrative datasets; and such gaps will lead to overestimates of the number of people who are likely to commit violence.

Equally important, some perpetrators of violence are not among the populations we have been able to identify as at risk of perpetrating violence. For example, in the five-year period from 2003-2007, 20 percent of suspects in Oakland murder cases were neither on probation nor on parole. This data gap will lead to underestimates of the number of people at risk of committing violence.

Intimate Partner and Sexual Violence Underreported
National surveys consistently find that intimate partner violence and sexual violence both are widespread but underreported. This likely results in an underestimate of needs for violence prevention and intervention services that rely on reporting to law enforcement.

Major data elements are unavailable locally
In addition to accurate data on the populations most at risk of perpetrating violence, a thorough gap analysis would require detailed data about the intensity and quality of services available to those

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populations. This would enable a comparison of the scale of need with the scale of resources and programs.

**How to Use these Estimates**

The next section summarizes possible ways to estimate violence prevention needs within each age group, and the approximate numbers served. Given the major limitations in the data available, these figures are best read as *very broad approximations* of need and of the scale of current Oakland Unite and Oakland Fund for Children and Youth programs relative to that need. Moreover, these estimates of need do not necessarily match the target populations as program providers define them; basic information about program populations also is included.

The numbers served are derived from the most recent data available for relevant programs funded by Oakland Unite and Oakland Fund for Children and Youth (OFCY). It is important to note that the many programs and services not funded by Oakland Unite or Oakland Fund for Children and Youth, but which address universal or targeted violence prevention needs, were not included as part of this analysis. Some of those programs and services not included are funded by Oakland Human Services Department (e.g. Head Start or Safe Walks to School), by various Alameda County departments or First 5 Alameda County, or provided by Oakland Unified School District.

Please note as well that this analysis does not include the intensity or dosage of services; some of the perspectives shared by service providers in the 2013 evaluation of Oakland Unite,\(^5\) it is likely that current resources do not allow for services of sufficient intensity to meet the needs of Oakland’s children, youth, and young adults affected by violence.

In addition, the children, youth, and adults served by OFCY and Oakland Unite programs are not necessarily those identified in the estimates of need. For example, we use an estimate of the number of children with a substantiated case of abuse or neglect by age five as a way to gauge the potential size of the population in need of intensive prevention services in early childhood, yet the children ages 0-5 served by mental health services did not necessarily all experience abuse or neglect (they may have witnessed family violence or been exposed to community violence instead).

Ultimately, the attendant gaps will vary depending on the method of estimating need.

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Early Childhood

In this section:

- Early Childhood: Universal
- Early Childhood: Targeted
- Early Childhood: Intensive

Early Childhood: Universal

Population estimate: Based on the American Community Survey\(^6\) three-year estimates, for the period 2011-2013, children under 5 make up approximately 6.5% of the estimated 400,000 residents in Oakland, bringing us to approximately **26,000 children** in that age range. All of those infants and young children need safety, caring attention from consistent and loving family members and other adults, opportunities to learn, explore, and develop, as well as access to safe housing, healthful food, and health care.

Program population: OFCY Parent and Child Engagement in Early Learning and Development programs target very young children (ages 0-5) and their parents in the highest-priority neighborhoods.

Number served: In the 2013-14 fiscal year, OFCY Parent and Child Engagement in Early Learning and Development programs served **2,466 very young children** (ages 0-5), or roughly ten percent of the population of interest.\(^7\) (If a child participated in more than one OFCY Parent and Child Engagement in Early Learning and Development program, she or he would be counted more than once.)

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\(^7\) Oakland Fund for Children and Youth.
Early Childhood: Targeted

We offer two alternatives for estimating the number of very young children who need targeted prevention. Both methods draw from research on the effects of Adverse Childhood Experiences (ACEs), which include emotional and physical abuse or neglect; sexual abuse; witnessing violence against one’s mother; alcohol and other drug abuse, incarceration or mental illness among household members; and parental divorce or separation. The more such experiences a child has, the greater his or her likelihood of experiencing poor outcomes in myriad areas throughout life. According to extant research, experiencing more than three or four ACEs – particularly ACEs related to violence – is correlated with increased risk of youth violence and, for males, perpetrating intimate partner violence. This is of particular relevance to identifying children with heightened violence prevention needs, as such exposure also has been shown to increase risk factors for violence, such as mental health problems and addiction to alcohol and other drugs. Because ACEs among boys are more strongly associated with increased risk of perpetrating violence, we offer an estimate of boys, specifically, with a high number of ACEs, along with the number of young children of both sexes with a high number of ACEs.

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(a) **Children with four or more adverse childhood experiences**: A recent study of ACEs among California adults found that 17 percent had experienced four or more ACEs. By applying that figure to the estimated population of Oakland children under age five, we estimate that approximately 4,400 children in this age range need targeted services. Because the prevalence of ACEs increases throughout childhood and adolescence, this may be an overestimate of the number of young children in Oakland who need targeted violence prevention services. However, there is some evidence that the prevalence of ACEs in Oakland may be higher than the California average.

(b) **Boys with four or more adverse childhood experiences**: The original ACEs study of more than 17,000 adults found that approximately nine percent of males experienced four or more ACEs. If we apply that figure to the population estimate of Oakland boys under age five (approximately 13,700 in 2001-13), we estimate that approximately 1,200 boys in this age range need targeted services. Because the prevalence of ACEs increases throughout childhood and adolescence, this may be an overestimate of the number of young boys in Oakland who need targeted violence prevention services. However, there is some evidence that the prevalence of ACEs in Oakland may be higher than the national average.

**Program population**: OFCY Mental Health and Development Consultations programs aim to serve children in specific Head Start, Child Development Centers, and Pre-Kindergarten programs in high-stress neighborhoods.

**Number served**: In the 2013-14 fiscal year, OFCY Mental Health and Development Consultations programs served 3,409 young children (including 1,680 boys).
Early Childhood: Intensive

The estimate of the number of children under age five who need intensive prevention services is based on the percentage with a substantiated case of abuse or neglect by age five. Data on child abuse and neglect typically is reported as an annual rate or number, which does not give a picture of the cumulative number of children affected by maltreatment. A recent study by the Children’s Data Network\(^\text{17}\) enables us to estimate the cumulative number of young children who need intensive services; this is important because a four-year-old child who was abused at age one still is likely to need intensive prevention services at age four, but that child would not be counted if estimates were based on only a single year’s child maltreatment substantiation cases.

**Children with a substantiated case of maltreatment:** A study of the cohorts of children born in 2006 and 2007 found that by age five, 2.9 percent of children in Alameda County (including, but not exclusively Oakland) had a substantiated case of abuse or neglect. If we apply the 2.9 percent figure to the population of children under age five in Oakland alone, we estimate that approximately 760 young children in Oakland in this age range need targeted services.\(^\text{18}\) As not all cases of child abuse or neglect are reported, and because other factors, such as exposure to community violence during early childhood, increase the risk of violence later in life, this likely is an underestimate of the number of the youngest children who need intensive violence prevention services.


**Program population:** Oakland Unite Mental Health Services for Ages 0-5 focus on children exposed to family and/or community violence.

**Number served:** In the 2013-14 fiscal year, programs in the Oakland Unite strategy Mental Health Services for Ages 0-5 served **234 young children**.

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**Figure 3: Early Childhood Intensive Population Estimate with Number Served**

<table>
<thead>
<tr>
<th>Children with Substantiated Maltreatment</th>
<th>Number served</th>
</tr>
</thead>
<tbody>
<tr>
<td>Approx. 760</td>
<td>234</td>
</tr>
</tbody>
</table>

**Childhood and Adolescence**

In this section:
- **Childhood & Adolescence: Universal**
- **Childhood & Adolescence: Targeted**
- **Childhood & Adolescence: Intensive**

**Childhood & Adolescence: Universal**

**Population estimate:** Based on the American Community Survey\(^\text{19}\) three-year estimates, for the period 2011-2013, the size of the population of children and adolescents (ages 5-17) in Oakland is **approximately 58,000**. All of those children and youth need high-quality education and youth development opportunities, in addition to consistent and loving care in families, and safe housing, healthful food, and access to health care.

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\(^{19}\) United States Census Bureau, American Community Survey. Accessed on 1/21/15.  
**Program population:** OFCY Out-of-School Time and After School Programs, Middle and High School Transition Programs, and Youth Leadership Programs focus on all children and youth, children and youth in low-income families or high-stress neighborhoods, or youth with specific needs (e.g. youth with disabilities, LGBTQ youth).

**Number served:** In the 2013-14 fiscal year, OFCY Out-of-School Time and After School Programs, Middle and High School Transition Programs, and Youth Leadership Programs served **23,380 children and youth.** (If a child participated in more than one program, she or he would be counted more than once.)

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**Childhood & Adolescence: Targeted**

The following are three alternatives for estimating the number of school-age children and youth who need targeted violence prevention. In addition to using the proxy of four or more adverse childhood experiences (ACEs)\(^20\) - (a) for the entire population ages five through 17, and (b) for only boys in the same age range, we look at (c) the number of youth under age 18 who are either on probation or suspended from Oakland Unified School District for a violence-related incident.

(a) **Children and adolescents with four or more adverse childhood experiences:** A recent study of ACEs among California adults found that 17 percent had experienced four or more ACEs.\(^21\) If we apply that figure to the population of Oakland residents ages five to 17, we estimate that

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approximately 9,900 children and youth in this age range need targeted services. Because the prevalence of ACEs increases throughout childhood and adolescence, this may be an overestimate of the number of young children in Oakland who need targeted violence prevention services. However, there is some evidence that the prevalence of ACEs in Oakland may be higher than the California average, which means that this may be an underestimate.  

(b) Boys with four or more adverse childhood experiences: Based on the original ACEs study of more than 17,000 adults it is estimated that approximately nine percent of males experienced four or more ACEs.  

If we apply that figure to the population of Oakland boys age five to 17, (approximately 29,500 in 20011-13), we estimate that approximately 2,700 boys in this age range need targeted services. Because the prevalence of ACEs increases throughout childhood and adolescence, this may be an overestimate of the number of boys in Oakland who need targeted violence prevention services. However, there is some evidence that the prevalence of ACEs in Oakland may be higher than the national average, which means that this may be an underestimate.  

(c) Youth suspended for violence or on probation: In 2013, 1,233 Oakland youth under age 18 were on probation. Most of these young people were not on probation for a violent crime, but likely need specialized interventions given the prevalence of key violence risk factors in this population. Students can be suspended for threatening or causing injury. In the 2013-14 school year, 1,316 students in Oakland Unified School District were suspended once or more for a violence-related incident. Combined, these youth number 2,549. (Note: It is possible that a student might be suspended for violence and be on probation for a violent incident, leading to possible double counting.)


Health Resources & Services Administration, Maternal & Child Health Bureau.


Health Resources & Services Administration, Maternal & Child Health Bureau.

26 Urban Strategies Council analysis of Alameda County Probation Department data.


Program population: Oakland Unite’s Our Kids/Our Families programs target middle school students in specific schools who have experienced trauma and their families; Outreach to Sexually Exploited Minors focuses on commercially sexually exploited children; Family Violence Intervention serves domestic violence survivors; and Youth Employment programs serve juvenile justice-involved youth.

Number served: During the 2013-14 fiscal year, programs in Oakland Unite’s Our Kids/Our Families, Outreach to Sexually Exploited Minors, Youth Employment, and Family Violence Intervention strategies served 749 children and youth. (If a young person participated in more than one program, she or he would be counted more than once.)

Figure 5: Child and Adolescent Targeted Population Estimate with Number Served

Childhood & Adolescence: Intensive

One available estimate of young people ages 5-17 who need intensive interventions to prevent perpetration of violence is the number of youth in that age group who are on probation for a violent offense.

Youth on probation for violent offenses: In 2011, there were 317 Oakland adolescents under age 18 on probation for a violent crime. Because past victimization by or perpetration of
violence is a strong predictor of future violence perpetration, this likely is an underestimate of the number of children and youth who need intensive violence prevention services.

Program population: Juvenile Justice/OUSD Wraparound programs serve youth returning from Juvenile Hall to the community, with a focus on those at the highest risk. The Highland Hospital Intervention strategy serves youth hospitalized for a gunshot or stab wound. Crisis Response and Support Network serves family and friends of homicide victims. Ceasefire targets individuals most likely to commit shootings.

Number served: In the 2013-14 fiscal year, 313 youth were served through programs in the Juvenile Justice/OUSD Wraparound, Oakland Street Outreach, Highland Hospital Intervention, and Crisis Response and Support Network strategies of Oakland Unite. In addition, two youth under age 18 were Ceasefire clients in the six-month period from July 2014 through January 2015.30

Figure 6: Child and Adolescent Intensive Population Estimate with Number Served

Transition-Age Youth

In this section:

- Transition-Age Youth: Universal
- Transition-Age Youth: Targeted
- Transition-Age Youth: Intensive

30 City of Oakland Department of Human Services.
Transition-Age Youth: Universal

**Population estimate:** Based on the American Community Survey\(^{31}\) three-year estimates, for the period 2011-2013, the size of the population of youth ages 18-24 in Oakland is **approximately 36,500.** All young people need educational, training, and job opportunities to support their transition to adulthood, as well as mentoring, safe and healthful places to live and work, access to health care, and in many cases, support for the families they are forming.

**Number served:** We do not provide an estimate of the number served through universal supports and opportunities, because that is not a focus of either the Oakland Fund for Children and Youth or Oakland Unite.

Transition-Age Youth: Targeted

We offer four ways to estimate the number of transition-age youth (ages 18-24) who need targeted violence prevention. In addition to using the proxy of four or more Adverse Childhood Experiences ACEs\(^ {32}\) - (a) for the entire population ages 18-24 and (b) for males only - we look at (c) those who did not complete high school in four years, and (d) those on probation for any offense. High school dropout and push-out are associated with higher rates of violent crime.\(^ {33}\) Youth on probation, whether for a violent crime or not, are more likely than their peers who are not on probation to have substantial violence risk factors, including alcohol and other drug abuse,\(^ {34}\) the co-occurrence of alcohol and other drug abuse and mental health problems, and low educational achievement.\(^ {35}\) However, the number of youth on probation likely is an **underestimate** of those who need targeted prevention, because in a recent analysis of homicide victims and suspects in Oakland, a greater percentage of suspects had been on probation in the past than were on probation at the time of the homicide.\(^ {36}\)

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(a) **Transition-age youth with four or more adverse childhood experiences**: A recent study of ACEs among California adults found that 17 percent had experienced four or more ACEs. If we apply that figure to the population of Oakland residents ages 18-24, we estimate that **approximately 6,200** transition-age youth need targeted services. There is some evidence that the prevalence of ACEs in Oakland may be higher than the California average, which means that this may be an *underestimate*.  

(b) **Males with four or more adverse childhood experiences**: Based on the original ACEs study of more than 17,000 adults it is estimated that approximately nine percent of males experienced four or more ACEs. If we apply that figure to the population of Oakland males ages 18-24, we estimate that **approximately 1,600 males** in this age range need targeted services. There is some evidence that the prevalence of ACEs in Oakland may be higher than the national average, which means that this may be an *underestimate*.  

(c) **Youth who did not finish high school in four years**: To estimate the number of youth in this age group who did not finish high school with their peers, we used the reported number of high school dropouts from Oakland’s public high schools (including district and charter schools) from the 2009-10 school year through the 2012-13 school year. Note that some young people who do not graduate with their class do go on to graduate high school or to earn a GED, so this likely is an *overestimate*. By this method, we estimate that **approximately 5,300 transition-age youth** in Oakland need targeted violence prevention services.  

(d) **Transition-age youth on probation**: During 2012, **886** Oakland residents ages 18-24 were on probation. Since not all people who commit violence are on probation, this likely is an *underestimate*.  

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**Notes:**

Health Resources & Services Administration, Maternal & Child Health Bureau.  
Health Resources & Services Administration, Maternal & Child Health Bureau.  
43. Urban Strategies Council analysis of Alameda County Probation Department data.
**Program population:** OFCY Transitions to Adulthood programs target youth with high needs; Oakland Unite’s Project Choice programs serve Oakland residents (youth and adults) returning from incarceration from the Department of Juvenile Justice or San Quentin State Prison; Reentry Employment serves adults on probation or parole; Outreach to Sexually Exploited Minors focuses on commercially sexually exploited children; Family Violence Intervention serves domestic violence survivors; and Youth Employment programs serve juvenile justice-involved youth.

**Number served:** OFCY Transitions to Adulthood programs served **2,038 youth** in 2013-14 and programs in Oakland Unite’s Project Choice, Reentry Employment, Youth Employment, Outreach to Sexually Exploited Minors, and Family Violence Intervention strategies served **593 transition-age youth** in 2013-14. (If a young person participated in more than one program, she or he would be counted more than once.)

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**Transition-Age Youth: Intensive**

We offer a single method of estimating the number of transition-age youth who need intensive violence prevention.
Transition-age youth on probation for violent offenses: Among Oakland residents ages 18-24, 154 were on probation for violent offenses as of July 1, 2013. However, the number of youth who need intensive prevention services likely exceeds the number of youth on probation because in a recent analysis of homicide victims and suspects in Oakland, a greater percentage of suspects had been on probation in the past than were on probation at the time of the homicide.

Program population: Juvenile Justice/OUSD Wraparound programs serve youth returning from Juvenile Hall to the community, with a focus on those at the highest risk. The Highland Hospital Intervention strategy serves youth hospitalized for a gunshot or stab wound. Crisis Response and Support Network serves family and friends of homicide victims. Ceasefire targets individuals at highest risk of committing shootings.

Number served: In 2013-14, Oakland Unite’s Highland Hospital Intervention, Crisis Response and Support Network, Oakland Street Outreach, and Juvenile Justice Center/OUSD Wraparound strategies served 561 transition-age youth. In addition, Ceasefire served 39 clients ages 18-24 in the six-month period from July 2014 through January 2015, bringing the total number of transition-age youth served to 600.

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44 Alameda County Probation Department.
Young Adults

In this section:

- Young Adults: Universal
- Young Adults: Targeted
- Young Adults: Intensive

Young Adults: Universal

Population estimate: Based on the American Community Survey\(^\text{46}\) three-year estimates for 2011-2013, the size of the population of young adults ages 25-34 in Oakland is approximately 71,000.

Number served: We do not provide an estimate of the number served through universal supports and opportunities, because that is not a focus of either the Oakland Fund for Children and Youth or Oakland Unite.

Young Adults: Targeted

We offer four ways to estimate the number of young adults (ages 25-34) who need targeted violence prevention. In addition to using the proxy of four or more Adverse Childhood Experiences ACEs\(^\text{47}\) for (a) the entire population ages 25-34 and (b) for males only, we give (c) the estimated number of young adults who are group involved, and (d) number of young adults (25-35) on probation. However, arriving at an estimate using only the number of youth on probation would likely result in an underestimate of those who need targeted prevention, because in a recent analysis of homicide victims and suspects in Oakland, a greater percentage of suspects had been on probation in the past than were on probation at the time of the homicide.\(^\text{48}\)

(a) Young adults with four or more adverse childhood experiences: A recent study of ACEs among California adults found that 17 percent had experienced four or more ACEs.\(^\text{49}\) If we apply that figure to the population of Oakland residents ages 25-34, we estimate that approximately 12,000 young adults in this age range need targeted services. There is some evidence that the

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prevalence of ACEs in Oakland may be higher than the California average, which means that this may be an underestimate.50

(b) Males with four or more adverse childhood experiences: Based on the original ACEs study of more than 17,000 adults it is estimated that approximately nine percent of males experienced four or more ACEs.51 If we apply that figure to the population of Oakland males ages 25-34, (approximately 35,100 in 2011-13),52 we estimate that approximately 3,200 males in this age range need targeted services. There is some evidence that the prevalence of ACEs in Oakland may be higher than the California average, which means that this may be an underestimate.53

(c) Group-involved young adults: A recent analysis of homicides in Oakland found that approximately 60-80 percent of homicides involved suspects (and/or victims) who were involved in various groups and networks (e.g. sets, teams, cliques, gangs). An estimated 1,000-1,200 Oakland residents are group involved with the majority between ages 18 and 34; we used the lower estimate of 1,000.54

(d) Young adults on probation: As of July 1, 2013, there were 1,469 Oakland residents ages 25-35 on probation; most were not on probation for violent offenses.

Program population: Reentry Employment serves adults on probation or parole; Project Choice programs serve Oakland residents (youth and adults) returning from incarceration from the Department of Juvenile Justice or San Quentin State Prison; Family Violence Intervention serves domestic violence survivors; Reentry Employment serves adults on probation or parole.

Number served: In the 2013-14 fiscal year, programs in the Project Choice, Reentry Employment, and Family Violence Intervention strategies of Oakland Unite served 743 young adults.

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Young Adults: Intensive

Our estimate of young adults in need of intensive violence prevention is the number of people on probation who are at high risk of perpetrating violence. The Alameda County Probation Department assesses adult probationers using the Adult Services Risk Assessment and Supervision Assignment tool. Based on this assessment, some probationers are designated as having high or very high level of risk of re-offending with violence. However, the number of youth on probation likely is an underestimate of those who need intensive prevention, because in a recent analysis of homicide victims and suspects in Oakland, a greater percentage of suspects had been on probation in the past than were on probation at the time of the homicide.  

Probationers at high risk of perpetrating violence: As of July 1, 2013, 548 probationers ages 25-35 in Oakland were assessed at high or very high risk levels (462 high and 86 very high risk).

Program population: Oakland Unite’s Oakland Street Outreach strategy serves people who are least four of the following: gang-involved, gun-involved, on probation or parole for a violent incident, connected to a targeted area, high risk for using a gun within 30 days, or is a gang or clique leader. The Highland Hospital Intervention strategy serves youth hospitalized for a
gunshot or stab wound. Crisis Response and Support Network serves family and friends of homicide victims. Ceasefire targets individuals at highest risk of committing shootings.

**Number served:** In 2013-14, programs in Oakland Unite’s Oakland Street Outreach, Highland Hospital Intervention, and Crisis Response and Support Network strategies served 166 young adults with case management and intensive outreach. Ceasefire served 31 clients ages 25-34 in the six-month period from July 2014 through January 2015, bringing the estimated total of number served to 197. (If a young adult participated in more than one program, she or he would be counted more than once.)

**Figure 10: Young Adult Intensive Population Estimate with Number Served**

<table>
<thead>
<tr>
<th>High-Risk Probationers</th>
<th>Number served</th>
</tr>
</thead>
<tbody>
<tr>
<td>548</td>
<td>197</td>
</tr>
</tbody>
</table>

**Estimated Service Gaps: Summary Table**

Table 3 summarizes the estimated percentage of the population, with each level of need in each age group not served by OFCY and Oakland Unite service providers in 2013-14. These estimates vary depending on the method used to estimate the number of people who need a given level of service. Where the table indicates that no gap was detected in OFCY and Oakland Unite services, the number served met or exceeded the estimated population in need of services at that level.
Table 2: Estimated Percentage of Population (and Approx. Number) Not Served by Oakland Unite or OFCY in 2013-14

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Universal Not Served</th>
<th>Targeted Not Served</th>
<th>Intensive Not Served</th>
</tr>
</thead>
<tbody>
<tr>
<td>Early Childhood</td>
<td>91% (≈23,600 children)</td>
<td>0-23% (≈0-990) depending on estimate of need</td>
<td>69% (≈530 children)</td>
</tr>
<tr>
<td>Ages 0-5</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Children &amp; Adolescents</td>
<td>60% (≈34,600 children)</td>
<td>71-92% (≈1,800-9,200 children) depending on estimate of need</td>
<td>No gap detected (number served met/exceeded estimate)</td>
</tr>
<tr>
<td>Ages 6-17</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Transition-Age Youth</td>
<td>N/A</td>
<td>0-58% (≈0-3,600 youth) depending on estimate of need</td>
<td>No gap detected (number served met/exceeded estimate)</td>
</tr>
<tr>
<td>Ages 18-24</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Young Adults</td>
<td>N/A</td>
<td>26-94% (≈260-11,300 young adults) depending on estimate of need</td>
<td>64% (≈350 young adults)</td>
</tr>
<tr>
<td>Ages 25-35</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Findings

In spite of the limitations encountered throughout the analysis, some themes emerge that can guide decision making.

**Universal-Level Prevention – Large Gaps Likely:** We were able to estimate gaps between the population estimates and the numbers for two age groups: early childhood and school-age children and adolescents; OFCY-funded programs served approximately 40 percent of the estimated child and youth population with out-of-school time, school transition, and youth leadership programs in 2013-14. However, most of the universal-level services available to Oakland residents – from public schools to public libraries to community colleges – were not included in the scope of this analysis, as the universal prevention needs of young children, transition-age youth, and young adults are more difficult to assess and meet. This is because the concept of taking public responsibility for meeting the needs of children is more largely accepted than that for transition-age youth and young adults.

**Targeted Prevention – Largest Gaps for School-Age Children/Adolescents, Young Adults:** Gaps between estimates of the total size of the population in need of targeted prevention services and the numbers actually served will vary by the method of estimation. However, the number of children and adolescents, and young adults in particular, who are provided with targeted prevention services is much lower than any of the population estimates. Depending on the method of estimating need, between 71 percent and 92 percent of children and adolescents in need of targeted prevention did not receive those services through OFCY or Oakland Unite; the
estimated proportion of young adults who needed but did not receive targeted prevention ranges from 49 percent to 94 percent in 2013-14.

**Intensive Prevention – Greatest Service Coverage for Transition-Age Youth, Children/Adolescents:** While 69 percent of the children ages 0-5 and 64 percent of the young adults estimated to need intensive prevention services were not served by Oakland Unite in 2013-14, the estimated numbers not served are relatively small (approximately 530 young children and 350 young adults). Further, there was no gap detected between the number of school-age children and adolescents or transition-age youth served with intensive prevention and the estimated number in need. In fact, the number of transition-age youth served was substantially larger than the population estimate, although that population estimate (the number on probation for violence) very likely underestimates the number of those in need of intensive prevention.
Appendix A: Oakland Fund for Children & Youth Program Types

For the purposes of this analysis, each of OFCY’s strategies was assigned to a level of intervention (universal or targeted), and a developmental stage (early childhood, childhood and adolescence, or transition-age youth).

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Level of Intervention</th>
<th>Developmental Stage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parent and Child Engagement in Early Learning and Development</td>
<td>Universal</td>
<td>Early Childhood</td>
</tr>
<tr>
<td>Mental Health and Development Consultations</td>
<td>Targeted</td>
<td>Early Childhood</td>
</tr>
<tr>
<td>Out-of-School Time and After School Programs</td>
<td>Universal</td>
<td>Childhood and Adolescence</td>
</tr>
<tr>
<td>Middle and High School Transition Programs</td>
<td>Universal</td>
<td>Childhood and Adolescence</td>
</tr>
<tr>
<td>Youth Leadership Programs</td>
<td>Universal</td>
<td>Childhood and Adolescence</td>
</tr>
<tr>
<td>Transitions to Adulthood Programs</td>
<td>Targeted</td>
<td>Transition-Age Youth</td>
</tr>
</tbody>
</table>
Appendix B: Oakland Unite Strategies

For the purposes of this analysis, Oakland Unite’s strategies were assigned to a level of intervention (universal, targeted, or intensive), and a developmental stage (early childhood, childhood and adolescence, transition-age youth, or young adults).

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Level of Intervention</th>
<th>Developmental Stage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mental Health Services for ages 0-5</td>
<td>Intensive</td>
<td>Early Childhood</td>
</tr>
<tr>
<td>Our Kids/Our Families</td>
<td>Targeted</td>
<td>Childhood and Adolescence</td>
</tr>
<tr>
<td>Outreach to Sexually Exploited Minors</td>
<td>Targeted</td>
<td>Childhood and Adolescence</td>
</tr>
<tr>
<td>Youth Employment</td>
<td>Targeted</td>
<td>Childhood and Adolescence</td>
</tr>
<tr>
<td>Juvenile Justice Center &amp; OUSD Wraparound</td>
<td>Intensive</td>
<td>Childhood and Adolescence</td>
</tr>
<tr>
<td>Project Choice</td>
<td>Targeted</td>
<td>Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)</td>
</tr>
<tr>
<td>Highland Hospital Intervention</td>
<td>Intensive</td>
<td>Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)</td>
</tr>
<tr>
<td>Crisis Response and Support Network</td>
<td>Intensive</td>
<td>Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)</td>
</tr>
<tr>
<td>Reentry Employment</td>
<td>Targeted</td>
<td>Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)</td>
</tr>
<tr>
<td>Strategy</td>
<td>Level of Intervention</td>
<td>Developmental Stage</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>-----------------------</td>
<td>-------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Oakland Street Outreach</td>
<td>Intensive</td>
<td>Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)</td>
</tr>
<tr>
<td>Ceasefire</td>
<td>Intensive</td>
<td>Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)</td>
</tr>
<tr>
<td>Family Violence Intervention Unit</td>
<td>Targeted</td>
<td>Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)</td>
</tr>
<tr>
<td>Gang Prevention</td>
<td>Targeted</td>
<td>Not assigned because services are primarily to parents</td>
</tr>
</tbody>
</table>