

ATTACHMENT A: Evaluation Services RFP Scope of Services

Below is the proposed Scope of Services for the 2015-2020 Measure Z evaluation. This information is provided for the SSOC to discuss the elements, particularly the evaluation types, the required elements (questions for each type of evaluation), and the timeframes for each in the context of the overall timeline. Attached is a timeline of major milestones which will help with the timeline discussion.

Staff plans to take this scope of services to the Public Safety Committee of the City Council after getting approval by the SSOC.

Evaluation Services**SCOPE OF SERVICES**

The scope of services includes the following subsections: budget/budget narrative, evaluation overview, evaluation purpose, evaluation timeline and design, and the required elements for all the Oakland Unite violence prevention and intervention services, and the evaluation and the required elements of the geographic policing and community policing services.

Budget and Budget Narrative

The contract period for this evaluation will be between one and four years depending on the portion of the RFP proposers choose to bid on. The options are as follows:

1. For the annual Oakland Unite (program level and strategy level) and policing evaluations, the contract period will be July 2016 through December 2017. Upon mutual agreement, the City and the contracted evaluator may renew the annual contract for three (3) additional 12-month periods, subject to satisfactory performance, availability of City funds, and City Council approval.
2. For the four year comprehensive evaluation of Oakland Unite, the contract period will be July 1, 2016 through December 2020.

More detailed information about each type of evaluation is provided in subsequent subsections.

Proposal budgets should reflect the costs for a one-year period. Annual funding available for the external evaluation contract(s) is as follows:

- Annual evaluations (Oakland Unite and policing evaluations): while proposers can bid on either the annual Oakland Unite (program level and strategy level) evaluation AND the geographic and community policing evaluation together OR one or the other, the total amount for these annual evaluations should not exceed \$327,984 for July 2016-December 2017 and should not exceed \$339,456 in January 2018-December 2018 (this equates to roughly 66 percent of total evaluation funds annually).

Measure Z 2015-2020 Evaluation Services Scope of Services

- Four-year comprehensive evaluation (only of some Oakland Unite programs): this four year evaluation should not exceed \$172,500 annually for a total of \$690,000 over four years. Proposers interested in bidding on this evaluation should still reflect their costs in annual terms.

External Evaluation Overview

The City of Oakland is seeking qualified consultants to evaluate the performance of the community-focused violence prevention/intervention services and the geographic and community policing services funded by Measure Z (these are the two service categories which Measure Z requires to have a third-party independent evaluator). The selected contractor(s) will work with designated stakeholders to plan and conduct the evaluation, produce evaluation reports, and present reports and evaluation findings to the SSOC, City Council Public Safety Committee, and the full City Council. Strong candidates for this series of evaluation contracts would include research firms, research firms with a college/university partnership, or college/university firms. The ideal candidate would bring expertise in one or both of the following: research methods and best practices in the field of violence prevention/intervention and/or best practices and evidence expertise in law enforcement policies and practices especially related to crime prevention and community policing.

Applications may include a partnership of two or more entities. The lead agency may be a non-profit, for-profit, university, or public agency or organization. The City will look favorably upon submittals with university partnerships or agencies that specialize in work related to one or more of the aforementioned services.

If contractors are interested in teaming with subcontractors, the lead agency must have expertise in one or both of the aforementioned services and can partner with other agencies to cover other necessary aspects of the evaluation. Agencies may bid on the whole contract alone, bid on the whole contract with subcontractors or bid on just one portion of the contract. Partnerships designed to evidence experience in violence prevention/intervention or policing must be sustained throughout the project and may only be modified or revised with the express prior authority of the City of Oakland and upon evidence that qualifications and project goals and deadlines will be satisfied.

The contracted evaluations will consist of two core topics with sub-evaluations within each:

1. Evaluation of the Human Services Department (HSD) Oakland Unite community-focused violence prevention/intervention services funded by Oakland Unite. Evaluation of these services will include:
 - a. Program level evaluation (annual)
 - b. Strategy level evaluation (annual)
 - c. Comprehensive, larger study of key programs (four-year evaluation)
2. Evaluation of the Oakland Police Department (OPD) services funded by Measure Z (excluding the Ceasefire strategy). Evaluation of these services will include:
 - a. Geographic policing and crime reduction team evaluation (annual)

Measure Z 2015-2020 Evaluation Services Scope of Services

b. Community policing services evaluation (annual)

Proposers should submit a detailed proposal for an outcome evaluation for any combination of the following (keeping the available budgets in mind):

- **The annual Oakland Unite (program level and strategy level) evaluations**
- **The four-year comprehensive Oakland Unite evaluation**
- **The annual Geographic and crime reduction team and community policing services evaluations**

A description of each service area and a set of narrative questions for both are provided below. Before applying to evaluate Measure Z community-focused violence prevention/intervention and/or geographic and community policing services, it is essential that proposers understand the legislative intention and requirements to be evaluated. The Measure Z legislation (*Attachment D*) provides a description of the intended services for both core areas.

Evaluation Content

Purpose

The purpose of the independent external evaluation(s) is to ensure that the City of Oakland effectively uses Measure Z funds on permitted activities which have the greatest impact in helping Oakland progress towards violence reduction and the three Measure Z objectives. Additionally, Measure Z requires a third party independent evaluator to ensure service delivery as stated in the legislation.

The evaluation should inform the City of Oakland and stakeholders about the impact of Measure Z-funded strategies and inform decision-makers about how to properly allocate Measure Z's resources and efforts to reduce violence in Oakland.

The evaluation is **not** a financial audit. It is performance evaluation connected to the funding spent on different activities funded under Measure Z. The separate financial audit is performed by a third party independent auditor on an annual basis and is managed by the City Controller's Bureau.

Timeline and Design

Community-Focused Violence Prevention and Intervention Services (Oakland Unite)

The proposer(s) will propose the evaluation design based on their expertise in what is most effective to provide the most useful data to local decision makers. The City will work with the selected contractor to determine the best metrics to evaluate for the design of each of the types of evaluations listed below. As previously stated in this RFP, the City is interested in the following types of evaluation for the violence prevention/intervention programs:

1. Annual Program level evaluation - this evaluation would investigate questions as stated in the "Required Elements for Oakland Unite Community-Focused Violence

Measure Z 2015-2020 Evaluation Services Scope of Services

Prevention/Intervention Evaluation” subsection below. This evaluation would occur annually with no more than one (1) year worth of data evaluated each time. It would likely come in the form of a mid-year report.

2. Annual Strategy level evaluation - this evaluation would investigate questions as stated in the “Required Elements for Oakland Unite Community-Focused Violence Prevention/Intervention Evaluation” subsection below. This evaluation would occur annually with no more than one (1) year worth of data evaluated each time. It would likely come in the form of a Fall time of year report.
3. Comprehensive, larger study of key programs - this evaluation would be a longer evaluation, four (4) years in total. It would investigate questions as stated in the “Required Elements for Oakland Unite Community-Focused Violence Prevention / Intervention Evaluation” subsection below. This evaluation would evaluate a limited number of programs (selected by the City) and it will see if the programs are interrupting the cycle of violence and recidivism. This study would occur over the course of 4 years. The proposer should provide a proposed design which would optimize this timeframe to provide the best study possible with the resources provided.

Proposers can bid on either: (1) only the annual evaluations (for program level and strategy level evaluations), (2) only on the comprehensive evaluation, or (3) on both of these evaluation types. The specific design will slightly vary for each; particularly around the metric used for the evaluation. The City will work with the selected contractor to develop report timeframes to coincide with the milestone timeline attached in (*Attachment E*). The City would benefit from two (2) reports per year.

Geographic Policing Services

The contractor(s) will propose the evaluation design based on their expertise in what is most effective to provide the most useful data to local decision makers. The City will work with the contractor to determine the best metrics to evaluate for the design of each of the types of evaluations listed below. As previously stated in this RFP, the City is interested in the following types of evaluation for the geographic and community policing evaluation:

1. Geographic policing and crime reduction team evaluation - this evaluation would look at the Crime Reduction Teams (CRTs) in each of the five (5) police areas and investigate questions as stated in the “Required Elements for Geographic Policing and Community Policing Evaluation” subsection below. This evaluation would occur annually with no more than one (1) year worth of data evaluated each time.
2. Community policing services evaluation - this evaluation would look at the Community Resource Officers (CROs) throughout the city and investigate questions as stated in the “Required Elements for Geographic Policing and Community Policing Evaluation” subsection below. This evaluation would occur annually with no more than one (1) year worth of data evaluated each time.

Measure Z 2015-2020 Evaluation Services Scope of Services

The overall goal of the policing evaluation is to see if the policing services are meeting the goals and benchmarks set within Measure Z. The police evaluation should include community interviews about the officers and their interaction with the community. This evaluation should also make recommendations for changes which could be made to improve the programs.

Required Elements for Oakland Unite Community-Focused Violence Prevention / Intervention Evaluation

To address the aforementioned purpose, the Measure Z Community-Focused Violence Prevention and Intervention Services evaluations must address the following questions to the extent possible given available data (this information is organized by the type of evaluation):

1. Program level evaluation (annual 1-year evaluations) -
 - Are the programs and strategies serving those at highest risk?
 - Are the programs assessing towards desired outcomes?
2. Strategy level evaluation (annual 1-year evaluations) -
 - What program activities lead to the best high risk young adult outcomes? The evaluator should address promising practices that might be replicated at other sites, as well as problematic practices that should be addressed.
 - How could Measure Z funds be allocated more efficiently to reduce crime and violence? Is there too much of an investment in strategies that are relatively expensive for a relatively small outcome?
 - Are community-focused violence prevention / intervention programs remaining comparable to national best practice models?
3. Comprehensive, larger study of key programs (4-year evaluation) -
 - To what extent have Measure Z programs decreased violence and crime in Oakland? To what extent can Measure Z Community-Focused Violence Prevention services be credited with decreases in shootings, assaults, or family violence? To what extent does Measure Z decrease truancy, recidivism, and other negative indicators among the general Oakland youth population?
 - What has been the relative impact on violence between different programs and different strategies? The evaluation should provide a variable violence prevention / intervention gauge by which programs and strategies can be measured for assessing impact.
 - Do Measure Z-funded programs show better results among some populations than among others?
 - If the program was also funded by Measure Y, review how the program performance relates to the specific Measure Z objectives.

Measure Z 2015-2020 Evaluation Services Scope of Services

Methodology Guidelines

The City strongly encourages proposers to integrate the following methodology guidelines wherever possible:

- Use measures of crime and violence reduction as primary metrics. Where it is possible to evaluate neighborhood or police beat overall crime and violence, this should take precedence over assessing individual participant behavioral changes alone.
- Use benchmarks related to results, rather than to program activities. If direct measurement of data on results is impossible, then the evaluation should lay out how other metrics can properly be used as proxies for the missing data.
- Make comparisons between Measure Z clients and comparable individuals from the general, underserved population either in Oakland or in a comparable city (quasi-experimental design). Data on program outcomes are more meaningful if they can be compared to what would have happened without a similar program intervention.

Required Elements for Geographic Policing and Community Policing Evaluation

Annual Evaluation of Geographic and Community Policing Services

To address the purpose mentioned in the “Purpose” subsection, the annual Geographic and Community Policing Services evaluation must address the following questions to the extent possible given available data (this information is organized by the type of evaluation):

1. Geographic policing and crime reduction team evaluation -

- How are Crime Reduction Team (CRT) members chosen? How does OPD train CRT officers for their work?
- What work are the CRTs performing and how is it determined and prioritized?
- What is the success rate of the CRTs projects? Are some CRTs doing a better job than others in implementing violence reduction efforts?
- How do CRTs compare to national best practice standards?
- How do Area-based CRTS interact with the Ceasefire strategy CRT teams?
- How much does interdepartmental collaboration affect the CRT and CRO project outcomes? Does that affect the violence reduction outcomes?
- How does the CRT model compare to national targeted, crime reduction team models?

2. Community policing services evaluation –

- How successful has the community policing program been at reducing violent crime? Increasing public trust of the police department? Can the information in the community policing database (SARAnet) be linked to decreases in violent crime or other improved community outcomes?
- Are the Community Resource Officers (CROs) implementing the SARA problem solving model in alignment with recognized best practices? If not the SARA model, what model is being used?

Measure Z 2015-2020 Evaluation Services Scope of Services

- Can the SARANet database be used to draw conclusions about: A) whether there is a link between quality beat project completion to crime and violence reductions; and B) whether some beats/CROs are doing a better job than others of implementing a quality community policing model?
- To what degree do CRO activities reduce violent crime? What proportion of CRO time or project volume is spent on quality of life issues? Does addressing quality of life issues reduce violent crime?
- How much time are CROs spending on their beats compared to other OPD duties? What proportion of CRO time is spent in on neighborhood projects versus general presence in the neighborhood? If the average CRO spends over 40 percent of their time doing non-area-specific work, what does that mean?
- Does the performance of Measure Z-funded CROs differ from CROs funded from other funding sources?
- How do CROs under Measure Z differ from PSOs under Measure Y?
- How is the community policing program holding to national best practice models?

Methodology Guidelines

The City strongly encourages proposers to integrate the following methodology guidelines wherever possible:

- Use measureable metrics for evaluating officer (CRO) activity.
- Use measurable metrics for evaluating CRT activity
- Factor in the results of each the CRO and CRT activities in addition to simply tracking their schedules.
- Interview and or survey the community about police interactions related to community policing.

T I M E L I N E

Key Milestones - HSD

By: Chantal

