

SAFETY AND SERVICES OVERSIGHT COMMISSION

Regular Meeting

SSOC created by the Public Safety and Services Violence Prevention Act of 2014

AGENDA

Monday, January 27, 2020

6:30-9:00 pm – Council Chamber

1 Frank H. Ogawa Plaza, Oakland, CA 94612

Oversight Commission Members:

*Chairperson: Carlotta Brown (D-6), Jody Nunez (D-1), Vice Chair: Dayna Rose (D-2),
Rev. Curtis Flemming, Sr. (D-3), Edwillis Wright (D-4), Nikki Uyen T. Dinh (D-5),
Kevin McPherson (D-7), Jo Robinson (Mayoral), Vacant (At-Large)*

PUBLIC COMMENT: The Oversight Commission welcomes you to its meetings and your interest is appreciated.

- ✓ If you wish to speak before the Oversight Commission, please fill out a speaker card and hand it to the Oversight Commission Staff.
- ✓ If you wish to speak on a matter not on the agenda, please sign up for Open Forum and wait for your name to be called.
- ✓ If you wish to speak on a matter on the agenda, please approach the Commission when called, give your name, and your comments.

Please be brief and limit your comments to the specific subject under discussion. Only matters within the Oversight Commission's jurisdictions may be addressed. Time limitations shall be at the discretion of the Chair.

ITEM	TIME	TYPE	ATTACHMENTS
1. Call to Order	6:30 PM	AD	
2. Roll Call	5 Minutes	AD	
3. Agenda Approval	5 Minutes	AD	
4. Open Forum	15 Minutes	I	
5. FY 2018-19 Measure Z audit	20 Minutes	I	Attachment 1
6. Resource Development Associates Oakland Police Department Year 3 Evaluation Report	30 Minutes	A	Attachment 2
7. Mathematica Oakland Unite Evaluation a) 2018-2019 Strategy Evaluation CSE Youth Intervention (10-28-19) b) Life Coaching Focus Group and Interview Memo	40 Minutes	A	Attachment 3
8. Status of the Ad Hoc Committee for SSOC and City Council 2020 Joint Meeting	15 Minutes	I	
9. Schedule Planning and Pending Agenda Items	10 Minutes	I	
10. Adjournment	1 Minute	A	

A = Action Item I = Informational Item AD = Administrative Item A* = Action, if Needed



AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Adam Benson
Finance Director

SUBJECT: Measure Z – Public Safety and
Services Violence Prevention
Act of 2014 Audit Report

DATE: January 3, 2020

City Administrator Approval

Date:

RECOMMENDATION

Staff Recommends That The City Council Receive The Measure Z – Public Safety and Services Violence Prevention Act Of 2014 Audit Report For The Year Ended June 30, 2019.

EXECUTIVE SUMMARY

The Finance Department is pleased to present to the City Council the attached Measure Z – Public Safety and Services Violence Prevention Act of 2014 Audit and Program Status Report for Fiscal Year (FY) 2018-19.

Measure Z, Part 1, Section 3.4 and Part 2, Section 1, as well as Government Code Section 50075.3 (a) and (b), require the Chief Financial Officer to present to the governing board an annual report identifying: (a) the amount of funds collected and expended and (b) the status of any project required or authorized to be funded.

Williams, Adley & Company-CA, LLP, an independent accounting firm and subcontractor to Macias, Gini & O'Connell, the City's external auditor, performed the Measure Z – Public Safety and Services Violence Prevention Act of 2014 financial audit for the year ending June 30, 2019 (**Attachment A**). This report also provides the annual program status report for the Measure Z programs (Community and Neighborhood Policing, Violence Prevention Services with an Emphasis on Youth and Children, Fire Services, Program Audit and Oversight), for Fiscal Year (FY) 2018-19 in accordance with Government Code Section 50075.3 (b).

The Independent Auditor's Report for fiscal year ended June 30, 2019 did not contain any findings and did not identify any deficiencies in internal controls.

BACKGROUND / LEGISLATIVE HISTORY

On November 2, 2004, Measure Y was passed by Oakland voters, providing approximately \$20 million per year for 10 years to fund violence prevention programs, additional police officers, and fire services from a parcel tax and parking tax surcharge. In November 2014, Oakland voters approved the City's Public Safety and Services Violence Prevention Act of 2014 (Measure Z) which renewed the parcel tax at the same rate of Measure Y per property unit and parking tax of 8.5 percent for 10 years.

Measure Z requires the City to maintain a minimum of 678 sworn police officers unless some sudden, unforeseen event sharply affects the City's financial status. If the City fails to budget for at least this many officers in any given year, the City would be prohibited from levying either the parcel tax or the parking tax. In accordance with Government Code sections 50075.1 and 50075.3(a), and City of Oakland Resolution No. 78734 C.M.S., an independent audit shall be performed to assure accountability and the proper disbursement of the proceeds of the tax and the status of Measure Z programs.

ANALYSIS AND POLICY ALTERNATIVES

The Measure Z audit report reflects the independent auditor's opinion that the Measure Z financial schedule of revenues and expenditures fairly presents, in all material respects, Measure Z activities, in conformity with United States generally accepted accounting principles, and in compliance with the purposes for which Measure Z was approved by the voters. The audit disclosed no instances of noncompliance or other matters that are required to be reported under Government Auditing Standards.

The Measure Z expenditures for FY 2018-19 by program are summarized below, along with a description of each program. The audit report provides further details on program deliverables during FY 2018-19.

Measure Z revenues collected totaled \$27.8 million in FY 2018-19 and were generated mainly from the parcel tax (\$17.1 million) and parking tax surcharge (\$10.7 million). Expenditures for FY 2018-19 totaled \$26.3 million. At June 30, 2019, Measure Z fund balance was \$5.7 million. **Table 1 below** provides a summary of Measure Z expenditures by program.

Table 1: Measure Z Summary by Program

Program	Program Description	FY 2018-19 Expenditures
Community and Neighborhood Policing	Hire and maintain at least a total of 63 officers assigned to the following specific community policing areas: neighborhood beat officers, school safety, crime reduction team, domestic violence and child abuse intervention, and officer training and equipment.	\$ 13,689,135
Violence Prevention Services with an Emphasis on Youth and Children	Expand preventive social services provided by the City of Oakland, or by adding capacity to community-based nonprofit programs with demonstrated past success for the following objectives: youth outreach counselors, after and in school program for youth and children, domestic violence and child abuse counselors, and offender/parolee employment training.	\$ 9,665,647
Fire Services	Maintain staffing and equipment to operate 25 fire engine companies and seven truck companies, expand paramedic services, and establish a mentorship program at each station.	\$ 2,000,000
Program Evaluation and Administration	<i>Evaluation:</i> Not less than one percent or no more than three percent of funds appropriated to each police service or social service program shall be set aside for the purpose of independent evaluation of the program, including the number of people served and the rate of crime or violence reduction achieved. <i>Audit/Administration:</i> In addition to the evaluation amount, tax proceeds may be used to pay for the audit specified by Government Code Section 50075.3.	\$ 976,998
TOTAL		\$ 26,331,780

FISCAL IMPACT

This is an informational report only; there is no fiscal impact.

PUBLIC OUTREACH / INTEREST

This item did not require any additional public outreach other than the required posting on the City's website.

COORDINATION

This report was prepared in coordination with the Oakland Police Department, Oakland Fire Department, Human Services, City Administrator's Office, and the City Attorney's Office.

SUSTAINABLE OPPORTUNITIES

Economic: There are no economic opportunities associated with this report.

Environmental: There are no environmental opportunities associated with this report.

Race & Equity: There are no race or equity opportunities associated with this report.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive The Measure Z – Public Safety and Services Violence Prevention Act Of 2014 Audit Report For The Year Ended June 30, 2019.

For questions regarding this report, please contact Stephen Walsh, Controller, at (510) 238-4906.

Respectfully submitted,

ADAM BENSON
Finance Director
Finance Department

Prepared by:
Stephen Walsh
Controller
Finance Department, Controller’s Bureau

Attachment (1):

A: Measure Z – Public Safety and Services Violence Prevention Act of 2014 Independent Auditor’s Report and Budgetary Comparison Schedule For the Year Ended June 30, 2019

CITY OF OAKLAND - MEASURE Z

Measure Z - Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Budgetary Comparison Schedule and Other Information

Year Ended June 30, 2019

(With Independent Auditor's Report Thereon)



WILLIAMS, ADLEY & COMPANY-CA, LLP
Certified Public Accountants / Management Consultants

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Budgetary Comparison Schedule (On a Budgetary Basis)
Year Ended June 30, 2019

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INDEPENDENT AUDITOR'S REPORT

To the Honorable Mayor and Members of the City Council
City of Oakland, California

Report on the Financial Schedule

We have audited the accompanying budgetary comparison schedule of the City of Oakland's (City) Measure Z – Public Safety and Services Violence Prevention Act of 2014 (Measure Z), a fund of the City, for the year ended June 30, 2019, and the related notes to the budgetary comparison schedule, which collectively comprise the financial schedule, as listed in the table of contents.

Management's Responsibility for the Financial Schedule

Management is responsible for the preparation and fair presentation of the financial schedule in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of a financial schedule that is free from material misstatement, whether due to fraud or error.

Auditor's Responsibility

Our responsibility is to express an opinion on the financial schedule based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial schedule is free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statement. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial schedule, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial schedule in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial schedule.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Opinion

In our opinion, the financial schedule referred to above presents fairly, in all material respects, the revenues and expenditures of Measure Z for the year ended June 30, 2019 in conformity with the basis of accounting described in Note B.

Emphasis of Matter

The financial schedule was prepared to present the total revenues and expenditures of the Measure Z fund, as described in Note B, and does not purport to, and does not, present fairly the changes in the City's financial position for the year ended June 30, 2019 in conformity with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

Other Matters***Other Information***

Our audit was conducted for the purpose of forming an opinion on the financial schedule as a whole. The Measure Z Annual Reporting on pages 11 through 18 is presented for purposes of additional analysis and is not a required part of the financial schedule.

The Measure Z Annual Reporting information has not been subjected to the auditing procedures applied in the audit of the financial schedule and, accordingly, we do not express an opinion or provide any assurance on it.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated November 19, 2019, on our consideration of the City's internal control over financial reporting as it pertains to Measure Z and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City's internal control over financial reporting and compliance.

Williams, Adley & Company - cd. LLP

Oakland, California
November 19, 2019

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Budgetary Comparison Schedule (On a Budgetary Basis)
Year Ended June 30, 2019

	<u>Original Budget</u>	<u>Final Budget</u>	<u>Actual</u>	<u>Positive (Negative) Variance</u>
Revenues:				
Parcel tax	\$ 16,748,708	\$ 16,748,708	\$ 17,104,560	\$ 355,852
Parking tax surcharge	<u>10,699,099</u>	<u>10,699,099</u>	<u>10,688,043</u>	<u>(11,056)</u>
Total revenues	<u>27,447,807</u>	<u>27,447,807</u>	<u>27,792,603</u>	<u>344,796</u>
Expenditures:				
Community and Neighborhood Policing				
Salaries and employee benefits	14,225,013	13,429,625	13,039,714	389,911
Other supplies and commodities	-	95,501	53,932	41,569
Other contract services	549,611	432,320	417,600	14,720
Other expenditures	<u>-</u>	<u>216,691</u>	<u>177,889</u>	<u>38,802</u>
Total Community and Neighborhood Policing expenditures	<u>14,774,624</u>	<u>14,174,137</u>	<u>13,689,135</u>	<u>485,002</u>
Violence Prevention with an Emphasis on Youth and Children				
Salaries and employee benefits	2,134,216	1,955,739	2,059,395	(103,656)
Other supplies and commodities	9,300	52,415	19,372	33,043
Other contract services	7,535,106	11,165,372	7,415,914	3,749,458
Other expenditures	<u>240,027</u>	<u>490,969</u>	<u>170,966</u>	<u>320,003</u>
Total Violence Prevention expenditures	<u>9,918,649</u>	<u>13,664,495</u>	<u>9,665,647</u>	<u>3,998,848</u>
Fire Services				
Salaries and employee benefits	2,000,000	2,000,000	2,000,000	-
Evaluation	713,214	1,613,184	650,797	962,387
Administration	<u>41,320</u>	<u>58,758</u>	<u>326,201</u>	<u>(267,443)</u>
Total expenditures	<u>\$ 27,447,807</u>	<u>\$ 31,510,574</u>	<u>26,331,780</u>	<u>\$ 5,178,794</u>
Excess (deficiency) of revenues over expenditures			<u>1,460,823</u>	
Change in fund balance, on a budgetary basis			<u>1,460,823</u>	
Items not budgeted:				
Investment income			<u>185,818</u>	
Change in fund balance, on a GAAP basis			1,646,641	
Fund balance, beginning of year			<u>4,038,727</u>	
Fund balance, end of year			<u>\$ 5,685,368</u>	

The notes to the budgetary comparison schedule are an integral part of this schedule.

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Notes to the Budgetary Comparison Schedule
Year Ended June 30, 2019

NOTE A – DESCRIPTION OF REPORTING ENTITY

The Oakland City Council (the City Council) approved Resolution No. 78734 on July 20, 2004 submitting the Public Safety and Services Violence Prevention Act of 2004 – Measure Y (Measure Y) and the citizens of the City of Oakland (the City) approved Measure Y in November 2004.

In November 2014, voters in the City of Oakland approved the City’s Measure Z which replaced Measure Y starting from July 1, 2015. Measure Z renews a parcel tax ranging between \$51.09 and \$99.77 per property unit and a parking tax of 8.5 percent for ten years. It requires the City to maintain a minimum of 678 sworn police officers unless some sudden, unforeseen event sharply affects the City's financial status. If the City fails to budget for at least this many officers in any given year, the City would be prohibited from levying either the parcel tax or the parking tax.

The parcel tax is collected with the annual Alameda County property taxes, beginning on July 1, 2015. The annual parcel tax is levied to pay for all activities and services for Measure Z (see below) in accordance with the terms and conditions outlined in the approved ballot measure. Measure Z shall be in existence for a period of ten (10) years. Beginning in Fiscal Year 2015-2016, and each year thereafter, the City Council may increase the tax imposed based on the cost of living for the San Francisco Bay Area, as shown on the Consumer Price Index (CPI). The percentage increase of the tax shall not exceed such increase, using Fiscal Year 2014-2015 as the index year and in no event shall any adjustment exceed 5% (five percent).

Measure Z provides for the following services:

1. *Community and Neighborhood Policing* – Hire and maintain at least a total of 63 officers assigned to the following specific community- policing areas: neighborhood beat officers, school safety, crime reduction team, domestic violence and child abuse intervention, and officer training and equipment. For further detail of the specific community- policing areas see Oakland City Council Resolution No. 85149.
2. *Violence Prevention Services With an Emphasis on Youth and Children* – Expand preventive social services provided by the City of Oakland, or by adding capacity to community-based nonprofit programs with demonstrated past success for the following objectives: youth outreach counselors, after and in school program for youth and children, domestic violence and child abuse counselors, and offender/parolee employment training. For further detail of the social services see Oakland City Council Resolution No. 85149.
3. *Fire Services* – Maintain staffing and equipment to operate 25 (twenty-five) fire engine companies and 7 (seven) truck companies, expand paramedic services, and establish a mentorship program at each station with an amount not to exceed \$2,000,000 annually from funds collected under Measure Z.

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Notes to the Budgetary Comparison Schedule
Year Ended June 30, 2019

NOTE A – DESCRIPTION OF REPORTING ENTITY - Continued

4. *Evaluation* – Not less than 1% or no more than 3% of funds appropriated to each police service or social service program shall be set aside for the purpose of independent evaluation of the program, including the number of people served and the rate of crime or violence reduction achieved.

NOTE B – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

Basis of Presentation

The accompanying financial schedule presents only the revenues and expenditures of the Measure Z activities and does not purport to, and does not present fairly the changes in the City’s financial position for the year ended June 30, 2019 in conformity with accounting principles generally accepted in the United States of America.

A special revenue fund (governmental fund) is used to account for the City’s Measure Z activities. The measurement focus is based upon the determination of changes in financial position rather than upon the determination of net income. A special revenue fund is used to account for the proceeds of specific revenue sources that are legally restricted to expenditures for specified purposes.

Basis of Accounting

In accordance with the provisions of the City Charter, the City adopts an annual budget for Measure Z activity, which must be approved through a resolution by the City Council. The budget for Measure Z is prepared on a modified accrual basis.

Measure Z activity is reported using the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recorded when “susceptible to accrual” (i.e., when they become both measurable and available). “Measurable” means that the amount of the transaction can be determined, and “available” means that revenues are collected within the current period or soon enough thereafter to pay liabilities of the current period. Revenues susceptible to accrual include the parcel tax and parking tax surcharge. The City considers the parcel tax revenues and the parking tax surcharge revenues to be available for the year levied and if they are collected within 60 and 120 days, respectively, of the end of the current year. Expenditures are recorded when a liability is incurred, as under accrual accounting.

Use of Estimates

The preparation of financial statements is in conformity with generally accepted accounting principles requires management to make certain estimates and assumptions that affect the reported amounts and disclosures. Accordingly, actual results may differ from those estimates.

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Notes to the Budgetary Comparison Schedule
Year Ended June 30, 2019

NOTE C - BUDGET

Measure Z – Public Safety and Services Violence Prevention Act of 2014, as approved by the voters in November 2014, requires the adoption of an annual budget, which must be approved by the City Council of the City. The City budgets annually for Measure Z activities. The budget is prepared on the modified accrual basis, except that the City does not budget for charges for services or investment earnings on Measure Z investments.

When the budget is prepared, the City allocates the funds to each program in accordance with the Measure Z Ordinance. Thus, the City ensures that of the total proceeds spent on programs enumerated in the *Community and Neighborhood Policing* and the *Violence Prevention Services with an Emphasis on Youth and Children* sections above, no less than 40% of such proceeds is allocated to programs enumerated in the *Violence Prevention Services with an Emphasis on Youth and Children* section each year Measure Z is in effect.

Budgetary control is maintained at the fund level. Line item reclassification amendments to the budget may be initiated and reviewed by the City Council, but approved by the City Administrator. Any shifting of appropriations between separate funds must be approved by the City Council. Annual appropriations for the budget lapse at the end of the fiscal year to the extent that they have not been expended. At year-end, unobligated appropriations may lapse and remain within the authorized program.

Supplemental budgetary changes made to Measure Z throughout the year, if any, are reflected in the “final budget” column of the accompanying budgetary comparison schedule.



**INDEPENDENT AUDITOR'S REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING
AND ON COMPLIANCE AND OTHER MATTERS BASED ON AN AUDIT OF FINANCIAL
STATEMENTS PERFORMED IN ACCORDANCE WITH *GOVERNMENT AUDITING STANDARDS***

To the Honorable Mayor and Members of the City Council
City of Oakland, California

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the budgetary comparison schedule of the City of Oakland's (City) Measure Z – Public Safety and Services Violence Prevention Act of 2014 (Measure Z), a fund of the City, for the year ended June 30, 2019, and the related notes to the financial schedule which collectively comprise the financial schedule and have issued our report thereon dated November 19, 2019.

Internal Control over Financial Reporting

In planning and performing our audit of the financial schedule, we considered the City's internal control over financial reporting (internal control) as it pertains to Measure Z, to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial schedule, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control. Accordingly, we do not express an opinion on the effectiveness of the City's internal control over financial reporting as it pertains to Measure Z.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or, significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

Compliance and Other Matters

As part of obtaining reasonable assurance about whether the City's Measure Z financial schedule is free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial schedule amounts.



However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the City's internal control or on compliance as it pertains to Measure Z. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City's internal control and compliance as it pertains to Measure Z. Accordingly, this communication is not suitable for any other purpose.

Williams, Adley & Company - en. LLP

Oakland, CA

November 19, 2019

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Schedule of Findings and Responses
Year Ended June 30, 2019

There were no findings reported in the current year.

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Status of Prior Year Findings and Recommendations
Year Ended June 30, 2019

There were no findings reported in the prior year.

SUPPLEMENTARY INFORMATION

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Annual Reporting
Year Ended June 30, 2019

The following pages provide the financial and program status reports for Measure Z - Public Safety and Services Violence Prevention Act of 2014 for the year ended June 30, 2019 in accordance with Measure Z, Part 1 Section 3.4 and Part 2 Section 1; and Government Code Section 50075.3 (a) and (b).

The program status report is provided for each of the four sections of Measure Z:

a. Community and Neighborhood Policing: \$13,689,135

Hire and maintain at least a total of 63 officers assigned to the following specific community policing areas: Neighborhood beat officers, school safety, crime reduction team, domestic violence and child abuse intervention and officer training and equipment.

b. Violence Prevention Services with an Emphasis on Youth and Children: \$9,665,647

Expand preventive social services provided by the City of Oakland, or by adding capacity to community-based nonprofit programs with demonstrated past success for the following objectives: Youth outreach counselors, after and in school program for youth and children, domestic violence and child abuse counselors, and offender/parolee employment training.

c. Fire Services: \$2,000,000

Maintain staffing and equipment to operate 25 (twenty-five) fire engine companies and 7 (seven) truck companies, expand paramedic services, and establish a mentorship program at each station.

d. Program Audit and Oversight: \$976,998

Evaluation: Not less than 1% or no more than 3% of funds appropriated to each police service or social service program shall be set aside for the purpose of independent evaluation of the program, including the number of people served and the rate of crime or violence reduction achieved.

Audit / Administration: In addition to the evaluation amount, tax proceeds may be used to pay for the audit specified by Government Code Section 50075.3.

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Annual Reporting
Year Ended June 30, 2019

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2018-2019

POLICE DEPARTMENT

A. Status Report ("status of projects required or authorized to be funded")

Program Name & Description (According to Measure Z language) Geographic Policing (OPD)	Dollar Amount Expended	City Personnel Employed (FTEs for Full Year)	18-19 Status		Outcomes	Comments (Program achievements, Issues, ect.)
			Completed	On-Going		
Crime Reduction Team (CRT) Program	\$ 7,674,212	37.00	56.00%	xx	Strategically geographically deployed officers to investigate and respond to the commission of violent crimes in identified violence hot spots using intelligence-based policing.	
Community Resource Officers (CRO) Program	\$ 4,355,634	21.00	31.82%	xx	Engage in problem solving projects, attend Neighborhood Crime Prevention Council meetings, serve as a liaison with city services teams, provide foot/bike patrol, answer calls for service if needed, lead targeted enforcement projects and coordinate these projects with CRTs, Patrol units and other sworn personnel.	
Intelligence-base Violence Suppression Operations Program	\$ 1,244,467	6.00	9.09%	xx	Conduct intelligence-based violence suppression operations such as field interviews, surveillance, undercover operations, high visibility patrol, probation/parole compliance checks, search warrants, assist Community Resource Officers projects, violent crime investigation and general follow-up.	
Domestic Violence and Child Abuse Intervention Program				xx	Officers to team with social service providers to intervene in situations of domestic violence and child abuse, including sexual exploitation of children.	
Operation Ceasefire Strategy Program	\$ 414,822	2.00	3.03%	xx	Sustaining and strengthening of the City's Operation Ceasefire strategy, including project management and crime analysis positions.	
Subtotal Comm & Neigh Policing - FY18-19		\$ 13,689,135				

66.00

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Annual Reporting
Year Ended June 30, 2019

FIRE DEPARTMENT

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2018-2019

A. Status Report ("status of projects required or authorized to be funded")

Program Name & Description (According to Measure Y Language)	Dollar Amount Expended	City Sworn Personnel Employed (FTEs for Full Year)	18-19 Status		Comments (Program achievements, issues, ect.)
			Completed	On-Going	
Fire Services (Fire)					
Minimum staffing and equipment	\$ 2,000,000			xx	
Paramedic services	<i>included in above</i>			xx	
Mentorship program	<i>included in above</i>			xx	
Subtotal Fire Svcs - FY18-19	\$ 2,000,000	443.00			

Number of People Served During the Year

41,141 EMS response calls;
3,153 fire response calls;
10,185 other response calls;
1,779 confirmed fire calls;
534 Enactment fire calls

Services Performed: Number of fire companies retained, paramedic and mentorship services provided

25 engines, 7 trucks

26 Advance Life Support (ALS) units, 6 Basic Life Support (BLS) units

129 total licensed Paramedics (filled by 93 Firefighter Paramedic and 36 Support Paramedic staff)

In a total of 545 on-site education training, fire safety education, and careers in fire service.

The figures for people served through Oakland Fire Department is a department-wide number. OFD does not distinguish between Measure Z fire department personnel and non-Measure Z fire department personnel. Sworn city personnel employed in FY 2018-19 averaged 443.

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HUMAN SERVICES DEPARTMENT

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2018-19

4. Status Report ("status of projects required or authorized to be funded")

Program Name & Description (According to Measure Z Language)	Dollar Amount Expended	City Personnel Employed (FTEs for Year)	Outcomes		Comments (Program Achievements, Issues etc.)
			Grantees Providing Services During the Year Under Each Category*	Number of People Served During the Year*	
Youth Life Coaching					
1004149	96,300.00		Alameda County Probation	NA - Coordination Services	Engage youth pre-release from the Juvenile Justice Center and facilitate successful re-engagement in school through coaching and mentoring, system navigation, advocacy, and connection to needed resources.
1004149	211,043.00		East Bay Agency for Children	41	
1004149	304,950.00		East Bay Asian Youth Center	74	
1004149	161,850.00		MISSEY	41	
1004149	214,000.00		OUSD Alternative Ed - Case Mgmt	47	
1004149	85,600.00		OUSD-JJC Referral Site	NA - Coordination Services	
1004149	107,000.00		The Mentoring Center	23	
1004149	192,600.00		Youth Alive	67	
Youth Education/Employment Support					
1004152	197,950.00		Alameda County Office of Education	54	Strengthen high risk youth's economic self-sufficiency and career readiness through subsidized summer and after-school work opportunities, wraparound and academic support.
1004152	128,160.41		Bay Area Community Resources	28	
1004152	256,800.00		Youth Employment Partnership	77	
1004152	128,250.00		Youth Radio	35	
Young Adult Life Coaching					
1004164	156,986.69	1.00	HSD Outreach Developer/Lead Life Coach	69	Re-direct highest risk young adults towards healthy participation in their families and communities through coaching and mentoring, system navigation, advocacy, and connection to needed resources.
1004165	353,182.23	3.00	HSD Case Managers/Life Coaches	NA	
1004165	96,038.41		Participant Incentives/Stipends	185	
1004165	67,050.65		California Youth Outreach	33	
1004151	373,439.02		NOHA Aboelaita - Roots Health Ctr	60	
1004151	124,120.00		The Mentoring Center	33	
1004151	374,500.00		Abode Services	33	
1004151	123,657.79		Beyond Emancipation	54	Enhance the long-term employability of high-risk young adults through the development of skills and education, with a focus on subsidized work experience, successful placement and retention.
1004153	107,948.12		BOSS	68	
1004153	201,920.12		Center For Employment	209	
1004153	342,400.00		Civicoops	46	
1004153	225,682.68		Oakland Private Industry	55	
1004153	199,254.78				
Crisis Response: Victims of Family Violence and Commercially Sexually Exploited Children					
1001317	110,000.00		Covenant House	101	Provide legal, social, and emotional support services to victims of family violence, including youth and work to end their exploitation through wraparound support and transitional housing access.
1004157	76,548.00		Bay Area Women Against Rape	95	
1003667	98,500.00		MISSEY INC	84	
1004157	85,600.00		Family Violence Law Center	1220	
1004158	481,500.00				
Crisis Response: Homicide and Shooting Victims					
1004155	101,800.60		California Youth Outreach	21	Provide response and support, including social-emotional support, for those who have lost a loved one to gun violence in Oakland, or who have themselves been injured by gun violence or other serious physical assault. Reduce retaliatory violence by helping high risk youth and young adults mediate conflicts and connecting them to appropriate services and resources.
1004155	315,714.18		Catholic Charities of the East Bay	362	
1004155	133,750.00		Youth Alive (Hospital Response)	159	
1004156	347,250.00		BOSS	71 individual, 2737 event participants	
1004156	845,300.00		Youth Alive (Street Outreach)	146 individual, 3591 event participants	
1004315	1,127.63		Program Expenses		
1004167	55,691.34		HSD Street Outreach Services Liason	NA - Coordination Services	
1003672	(1,970.81)	1.00	Payroll adjustments		

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MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2018-19

A. Status Report ("status of projects required or authorized to be funded")

Program Name & Description (According to Measure Z Language)	Dollar Amount Expended	City Personnel Employed (FTEs for Year)	Outcomes		Comments (Program Achievements, Issues etc.)
			Grantees Providing Services During the Year Under Each Category*	Number of People Served During the Year*	
Crisis Response: Homicide and Shooting Victims - Continued					
1004168	181,515.40	1.00	HSD Violence Prevention Coordinator	NA - Coordination Services	
1003674	202.98		Payroll adjustments		
1004163	7,562.34		Payroll adjustments		
Community Asset Building and Innovation Fund					
1004162 - Salaries	168,908.76	1.00	Community Engagement Coordinator		
1004163 - Salaries	113,237.19				
1004163 - Contracts	34,093.75				
1004316 - Salaries	13,723.86	2.00	Community Engagement Staff	1936 event participants	
1004316 - Other	8,120.82				
1004316 - Supplies	12,255.37				
1004316 - Contracts	13,202.10				
1003669	1,331.25		Program Expenses	NA - Coordination Services	
1001372	5,076.68		Bay Area Legal aid		
1003667	15,000.00		Pathways Consultant	30	
1003665	38,804.54		Community Works West Inc	50	
1004159	104,834.95		Seneca Family of Agencies	38	
1004159	107,000.00		Bright Research	33	
1004161	250,000.00		Pathways Consultant	290 event participants	
1004161	43,703.28		Roots & Rebound	same as above #50	
1004313	15,000.00			5	
Supporting All Categories					
1004148 - Salaries	647,060.99	6.39			
1004148 - Supplies	6,780.09				
1004148 - Other	10,852.91				
1004148 - Contracts	23,537.10		HSD Administrative Personnel		
1004312 - Salaries	284,558.89	2.00			
1004312 - Supplies	223.13				
1004312 - Other	598.78				
1001362 - Salaries	76,967.47	0.40	HSD Support of MZ Evaluation		
Subtotal Violence Prev Svcs - FY18-19	9,665,647.47	17.79			

*NOTES:

FY 18-19 contained one contract period that began in July 2018 and continued through June 2019. Outcomes reflect individual services unless noted. Some grantees received funding for the same contract, in the same strategy, through two project codes (MZ 16-17 or MZ 17-18 carryforward funds). Grantees that received funding from both project codes for the same contract/strategy are listed next to one another, and outcomes are the same for both funding sources in that strategy. Please note also that some grantees are funded in multiple strategies; in this case, outcomes are reported separately for the relevant agency in each strategy.

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MEASURE Z ANNUAL REPORTING – FISCAL YEAR 2018-19

A. Status Report ("status of projects required or authorized to be funded")

Summary		Administration	Service Strategies	MZ-Evaluation			
Salaries	931,619.88	1,050,807.81	76,967.47				
Supplies	7,003.22	14,499.80					
Contracts	23,537.10	7,392,377.32					
Other	11,451.69	157,383.18					
Total	973,611.89	8,615,068.11	76,967.47				
Detail		Salaries	Supplies	Contracts	Other	Total	
1004148		647,060.99	6,780.09	23,537.10	10,852.91	688,231.09	
1004312		284,558.89	223.13	-	598.78	285,380.80	
Sub-total Administration		931,619.88	7,003.22	23,537.10	11,451.69	973,611.89	
1001362 -MZ-Evaluation		76,967.47	-	-	-	76,967.47	
1001317				110,000.00		110,000.00	
1001372				5,000.00	76.68	5,076.68	
1003665				38,804.54		38,804.54	
1003667				113,500.00		113,500.00	
1003669			152.85		1,178.40	1,331.25	
1003672					(1,970.81)	(1,970.81)	
1003674					202.98	202.98	
1004149				1,373,343.00		1,373,343.00	
1004151				995,716.81		995,716.81	
1004152				711,160.41		711,160.41	
1004153				1,077,205.70		1,077,205.70	
1004155				551,264.78		551,264.78	
1004156				1,192,550.00		1,192,550.00	
1004157				162,148.00		162,148.00	
1004158				481,500.00		481,500.00	
1004159				211,834.95		211,834.95	
1004161				293,703.28		293,703.28	
1004162		168,908.76				168,908.76	
1004163		120,799.53				120,799.53	
1004164		156,986.69				156,986.69	
1004165		353,182.23				353,182.23	
1004167		55,691.34				55,691.34	
1004168		181,515.40				181,515.40	
1004313			126		95,912.41	95,912.41	
1004314				15,000.00		15,000.00	
1004315			837.95	12,350.00		13,187.95	
1004316			1127.63			1,127.63	
Sub-total Service Strategies		1,050,807.81	12255.37	13,202.10	53,862.70	67,050.65	
Total		2,059,395.16	14,499.80	7,392,377.32	157,383.18	8,615,068.11	
			21,503.02	7,415,914.42	168,834.87	9,665,647.47	

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MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2018-19

PROGRAM AUDIT AND OVERSIGHT

A. Status Report ("status of projects required or authorized to be funded")

Program Name & Description (According to Measure Z Language) EVALUATION	Dollar Amount Expended	City Personnel Employed (FTEs for Full Year)	FY 18-19		Outcomes	Comments (Program Achievements, Issues, ect.)
			Completed	On-Going		
	\$116,222.00				Resource Development Associates Professional Service. Amendment 2 extended from 12/31/18 to 12/31/19 for the amount of \$107,183.00 for the annual evaluation of the Police Department's geographic and community policing programs. The evaluation of OPD's Geographic and Community Policing services will focus on assessing the extent to which OPD is implementing both, the Crime Reduction Team (CRT) and the Community Resource Officer (CRO) programs as intended and in alignment with the 2016 OPD Strategic Plan. The process evaluation focused on the Prioritization of Policing Activities, and Best Practices. The outcome evaluation will focus on an annual basis on the impact of Measure Z funding policing activities and will present findings and recommendations on the progress and implementation of Measure Z-funded geographic and community policing services, particularly the utilization of Crime Reduction Teams (CRTs) and Community Resource Officers (CROs) in relation to Measure Z's objectives and the larger violence prevention and intervention goals of the City and OPD. The report also will focus on the work in the community by CROs and CRT's. The purpose of the Year 3 Evaluation is examine the conflict identified in previous Year 1 and year 2 Evaluations between the statutory objectives and Measure Z, expectations of CRO and CRT officers, and the measured objectives of Measure Z success. To accomplish this, the Year 3 Evaluation will consist of a process evaluation comprised of an in-depth work day tracking pilot program, CRO and CRT activities and assignments, OPD strategic goals, Measure Z objectives, and outcome measurements.	Provides an annual evaluation of the Police Department's geographic and community policing programs
	\$335,107.87				Mathematica Policy Research. Reso 86487 Professional Service to evaluate select Oakland Unite strategies and programs. The four-year evaluation conducted by Mathematica includes (1) annual strategy-level evaluations that assess the implementation and effectiveness of a selection of Oakland Unite strategies, (2) annual agency-level snapshots that summarize the work of each Oakland Unite agency, and (3) a comprehensive evaluation that will study the impact of select Oakland Unite programs on participant outcomes from 2016 to 2020. Final Comprehensive Evaluation Report produced in December 2020. The comprehensive evaluation report will present the results of each stage of the analysis and also discuss overarching findings.	Evaluates select Oakland Unite strategies and programs for insight on program impacts.
	\$66,730.00				Cityspan provided the City with a hosted web-based contract management and client-level tracking system to support the City's Measure Z-funded programs. The contract management system assisted the City with managing grantee background information, scopes of work, budgets, progress reports and cost reimbursement requests. Independent evaluators used data entered by grantees in the database developed by Cityspan to conduct detailed participation and outcome analyses, and for statistical reports that summarize grantee services.	A web-based contract management and client service tracking system that supports oversight and evaluation of the City's Measure Z-funded programs administered by Oakland Unite. 29,625 is Encumb

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MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2018-19

PROGRAM AUDIT AND OVERSIGHT

A. Status Report ("status of projects required or authorized to be funded")

Program Name & Description (According to Measure Z Language)	Dollar Amount Expended	City Personnel Employed (FTEs for Full Year)	FY 18-19		Outcomes	Comments (Program Achievements, Issues, ect.)
			Completed	On-Going		
ADMINISTRATION	\$19.60				Stationery and office supplies	
STAFF OVERSIGHT (CAO)	\$132,697.32				Services Performed: Provided staff assistance to the SSOC by preparing reports, coordinating staff for presentations at the SSOC meetings, noticing meetings, and preparing agendas and minutes. Prepared staff reports, contracts, and coordinated the agenda process for Measure Z related items for the Public Safety Committee. This is supported by an Assistant to the City Administrator, there is no Eval Project funding associated with this position.	Staff support provided to the SSOC to hold monthly public meetings. Meet directly with Measure Z funded departments as program issues arose.
AUDIT (CONTROLLER'S BUREAU)	\$23,320.00			X	Measure Z annual financial audit is in process	
	\$302,881.01			X	Administration fees (County of Alameda)	
<i>Subtotal Oversight & Evaluation - FY18-19</i>	<i>\$976,997.80</i>					

MEMORANDUM

TO: Public Safety and Services Oversight Commission
FROM: Tonya Gilmore, City Administrator's Office
DATE: January 21, 2020
SUBJECT: Year 3 Measure Z Policing Services Evaluation Report from
Resource Development Associates (RDA)

SUMMARY AND BACKGROUND

The attached report, from Resource Development Associates (RDA), represents the third evaluation of Oakland Police Department (OPD) Measure Z policing services. The report covers the policing services provided by OPD that are funded through the Public Safety and Services Act of 2014 (Measure Z).

In October 2016, the Safety and Services Oversight Commission (SSOC) forwarded a recommendation to the City Council, who subsequently approved a contract in November 2016 with RDA to annually evaluate OPD's Measure Z-funded geographic and community policing services programs. Measure Z legislation requires the evaluation to be conducted by an independent research organization. RDA meets that requirement.

In this report, RDA presents findings and recommendations on the progress and implementation of Measure Z-funded geographic and community policing services, particularly the utilization of Crime Reduction Teams (CRTs) and Community Resource Officers (CROs) in relation to Measure Z's objectives and the larger violence prevention and intervention goals of the City and OPD. The report also addresses the need for tracking tools to help accomplish the CRO goals. While Ceasefire is supported by Measure Z OPD funds, it is not included in this evaluation. A separate evaluation firm has been contracted to do a thorough evaluation of the Ceasefire program and that evaluation report was reported to the SSOC last year.

NEXT STEPS:

This report is presented for SSOC's discussion. This is an opportunity for the SSOC to provide recommendations to the City Council about the Measure Z-funded OPD programs. Any feedback received will be used to inform future evaluation activities. The evaluation findings will be used to inform the implementation of OPD's Measure Z-funded policing services going forward.

After an SSOC motion to forward this report (with any recommendations), the report will be presented to the Public Safety Committee of the City Council.

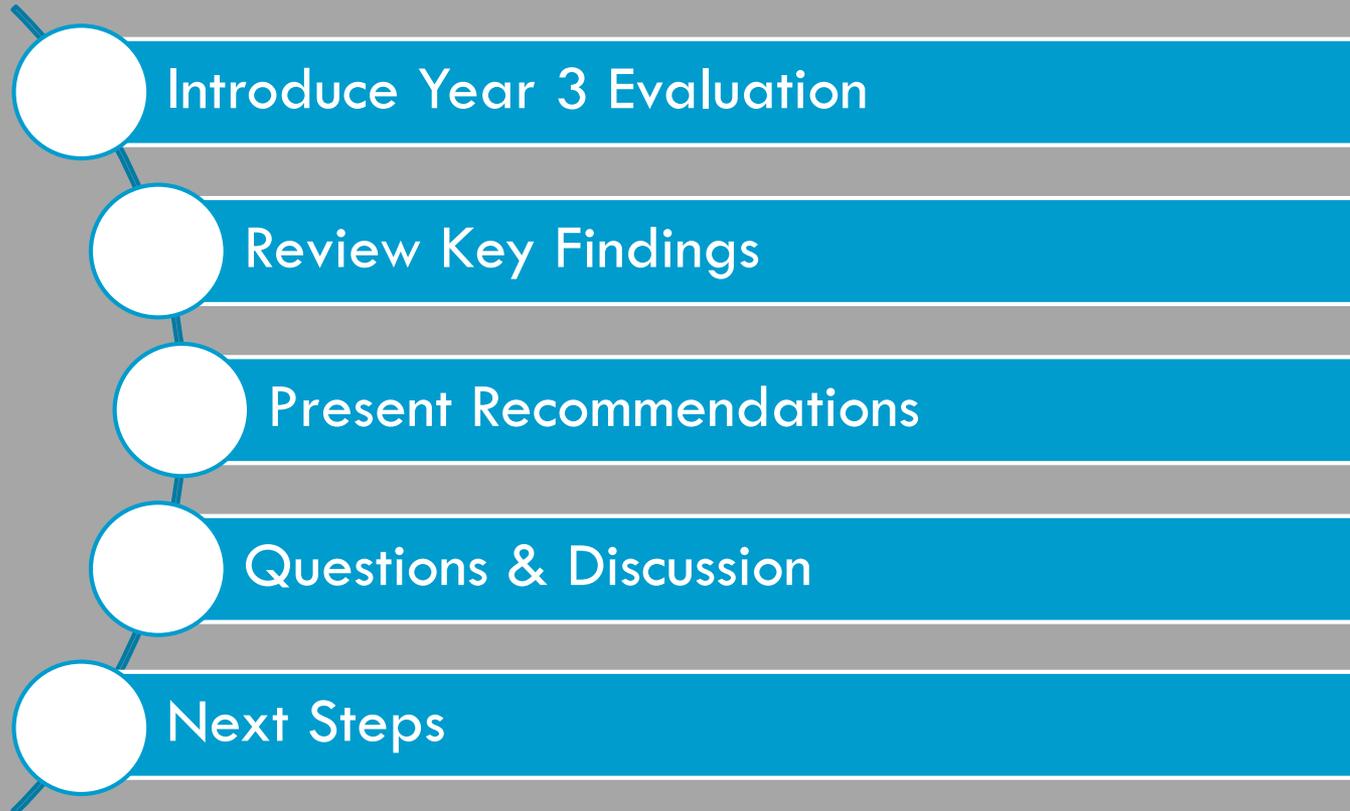
ATTACHMENT:

A: Annual Evaluation of Oakland Measure Z-Funded Policing Services



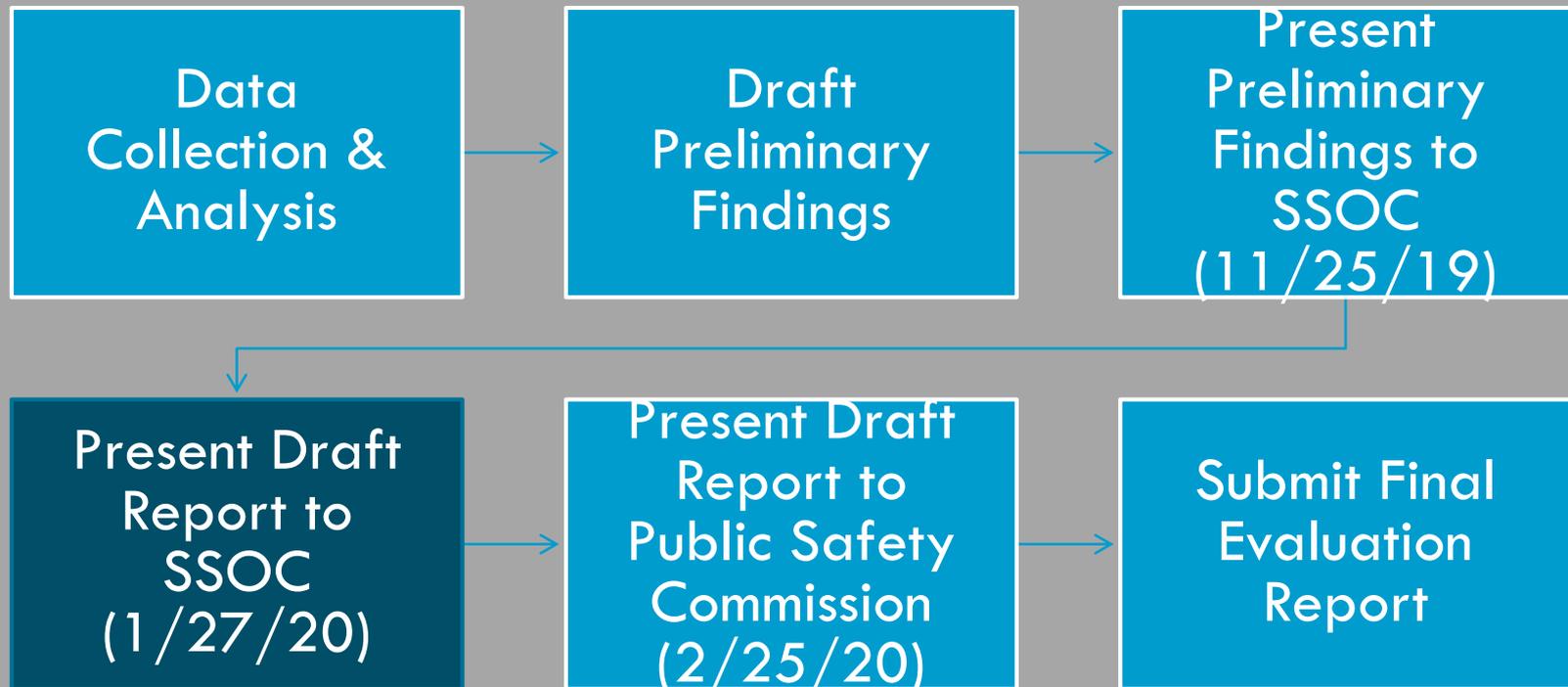
Oakland Measure Z Policing Services 2019 Annual Evaluation

January 27, 2020



MZ Year 3 Evaluation

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MZ Year 3 Evaluation



4



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Key Findings

Key Findings

6

Key Findings

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Recommendations

Recommendation 1

Conduct a staffing study to assess appropriate OPD staffing levels.

Recommendation 2

Continue to prioritize CRO and CRT staffing and reduce the number of CRT position vacancies.

Recommendation 3

Continue to decrease the amount of time CROs and CRTs spend supporting patrol officer activities.

Recommendation 4

Continue to explore opportunities to increase retention and reduce turnover among CROs and CRTs.

Recommendation 5

Continue to explore opportunities to measure CRT activities.

Recommendation 6

Examine mechanisms to make CRO and CRT Units, and OPD overall, more representative of the communities they serve.

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Next Steps

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THANK YOU!

Resource Development Associates

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Oakland Measure Z Policing Services

2019 Annual Evaluation - Draft Report



Prepared by:

Resource Development Associates

January 2020



Oakland Measure Z Policing Services

2019 Annual Evaluation – Draft Report

This report was developed by Resource Development Associates under contract with Oakland City Administrator’s Office.
Resource Development Associates, 2020

About Resource Development Associates

Resource Development Associates (RDA) is a consulting firm based in Oakland, California, that serves government and nonprofit organizations throughout California as well as other states. Our mission is to strengthen public and non-profit efforts to promote social and economic justice for vulnerable populations. RDA supports its clients through an integrated approach to planning, grant writing, organizational development, and evaluation.

Executive Summary

In 2014, City of Oakland voters overwhelmingly approved the Measure Z ballot initiative to continue many of the services funded under the City's Violence Prevention and Intervention Initiative, Measure Y. In its efforts to monitor and improve implementation of the policing services funded through Measure Z, the Oakland City Administrator's Office commissioned Resource Development Associates (RDA) to conduct annual evaluations of Oakland Police Department's (OPD's) Measure Z activities in relation to the legislation's objectives and the larger violence prevention and intervention goals of the City.

This report presents findings from RDA's third annual evaluation of Measure Z-related OPD activities. The first evaluation RDA conducted in 2017 focused primarily on the progress made by OPD in the implementation of Measure Z activities, highlighting their commitment to the goals and objectives of Measure Z. The 2017 report also identified OPD's ongoing challenges with staff retention, concerns about internal and external awareness of OPD's community policing efforts, and unclear departmental expectations around the role of Community Resource Officers (CROs) and Crime Reduction Team (CRTs).

Building on these findings, RDA's 2018 evaluation focused on the roles of and expectations of CROs and CRTs to achieve Measure Z objectives. The RDA evaluation team identified significant efforts by CROs to build community relationships and trust through CRO projects; strong collaboration between CROs and CRTs within areas; and the use of intelligence-led, geographic, and community-oriented policing approaches to address violent crime. Challenges with officer morale and retention as well as limitations in the availability of data hampered efforts to provide detailed information about the activities CROs and CRTs engaged in that may have contributed progress towards Measure Z goals.

This year, RDA utilized a mixed-methods evaluation design comprised of the following data sources to respond to the three evaluation questions listed below: OPD crime statistics; beat project details from OPD's SARAnet database; turnover and retention data co-developed by RDA and OPD; a pilot time study also co-developed by RDA and OPD; focus groups; interviews; and neighborhood meeting observations.

1. What are CRT and CRO staffing levels? Do CRT and CRO staffing levels support Measure Z objectives?
2. What activities do CRO and CRT officers engage in? How do CRO and CRT activities correspond to Measure Z objectives?
3. How have crime trends in Oakland changed over time and how do these trends correspond to Measure Z activities?

The evaluation findings drawn from our evaluation activities are as follows:

<p>Finding 1. OPD staffing exceeds the minimum specified in Measure Z but is below the authorized staffing level.</p>	<p>As of June 2019, OPD employed 749 sworn officers. This exceeds the minimum of 678 officers specified by the Measure Z legislation. However, there are fewer sworn officers per citizen in Oakland (one sworn officer per 573 citizens) than the national average (one sworn officer per 417 citizens). In addition, the rate of Part 1 Violent Crimes per Officer in Oakland, at about 7.5 violent crimes per officer, is the highest among the top 50 cities across the U.S. OPD is authorized for 792 sworn positions, and the approximate 5% vacancy rate across the Department contributes to the staffing tensions that OPD manages as it executes the prescribed objectives of Measure Z.</p>
<p>Finding 2. OPD’s staffing issues are a barrier to keeping CRO and CRT positions filled and CRO and CRT officers focused on Measure Z priorities.</p>	<p>As noted above, OPD has an approximate 5% vacancy rate of its 792 authorized capacity for sworn officers. The staffing shortage impacts the Department broadly in its ability to maintain staffing of Measure Z-funded positions, to retain and recruit CRO/CRT officers, and to ensure that CRO and CRT officers’ time is focused on Measure Z priorities.</p>
<p>Finding 3. Measure Z retains high-level support from OPD Leadership.</p>	<p>There is broad support for Measure Z and the roles of the CROs and CRTs from OPD Leadership. Leadership understands the key role of community policing in meeting public safety objectives. This support was apparent in prior evaluations and has been sustained over time.</p>
<p>Finding 4. CRO staffing is a clear OPD priority.</p>	<p>OPD maintained a steady staffing rate of 96% for CRO positions between January 1, 2016 through June 30, 2019, with only 1% of the positions vacant. OPD Leadership repeatedly stressed the importance of keeping these positions filled during the interviews conducted by the RDA evaluation team.</p>
<p>Finding 5. CRT vacancies are modest yet consistent in nature.</p>	<p>Between January 1, 2016 and June 30, 2019, CRT positions were staffed 84% of the time. The unfilled positions for the period included vacancy (9%), CRT officer loan (5%), and Leave (2%). There was at least one CRT vacancy for most of the weeks (93%) explored.</p>
<p>Finding 6. CROs and CRTs have an average tenure of two years.</p>	<p>CROs and CRTs have an average of two years in their positions, which may cause challenges in the development of position-specific skills and knowledge of community. The impact of persistent staff turnover on Measure Z objectives includes the loss of institutional knowledge and experience, additional time and investment in training, and damage to the sense of consistency and relationships that are central to the community policing model.</p>
<p>Finding 7. CRO and CRT activities are aligned with the stated objectives of Measure Z, both directly and indirectly.</p>	<p>Both the pilot time study and qualitative data collected suggested that both CRTs and CROs utilize intelligence-led policing and geographic policing strategies to achieve Measure Z objectives. Furthermore, CRO projects address a variety of issues, including quality of life, public safety, and community relationship building. CROs and CRTs successfully pool staff, resources, and expertise within their areas to support the Measure Z objectives.</p>

Finding 8. The racial composition of CROs and CRTs vary by sub-group.

Representation of Asian officers among the CRO and CRT cadres mirror that of OPD and the City. The proportion of White and Hispanic/Latino officers is higher among the CRO and CRT officers compared to their respective OPD and citywide compositions. The most notable difference in parity is among Black officers, where the representation of CRO and CRT officers falls below both the OPD and the citywide representation.

Finding 9. Nascent data sources specific to CRO and CRT activities should be interpreted with caution; improvements have been made to monitor and refine this component of the evaluation.

The evaluation team had access to some limited pilot data about CRO and CRT activities to investigate the extent to which OPD is reasonably implementing the services aligned to Measure Z objectives. However, the limited scope of the pilot and data shortcomings limit the conclusions that can be drawn from the pilot. The pilot will be refined for next year's evaluation.

Based on these findings, RDA suggests OPD consider the following recommendations:

RECOMMENDATION 1. Conduct a staffing study to assess appropriate OPD staffing levels.

OPD should consider undergoing a staffing study, conducted by experts, to identify appropriate OPD staffing levels across all positions. Staffing challenges have at times led to CROs and CRTs having less time to work in their areas and beats due to having to support other important OPD public safety objectives.

RECOMMENDATION 2. Continue to prioritize CRO and CRT staffing and reduce the number of CRT position vacancies.

From January 2016 through May 2019, only 1% of CRO positions were vacant, while 9% of CRT positions were vacant, with no officer assigned to the position. While 9% is a relatively small percentage, these vacancies remained a persistent issue, as there was a least one CRT position vacant during 93% of the weeks during the study period. OPD should seek to fill CRT positions to bring them on par with the low CRO vacancy rate.

RECOMMENDATION 3. Continue to decrease the amount of time CROs and CRTs spend supporting patrol officer activities.

Because CROs and CRTs have flex schedules,¹ they are utilized to support activities such as protests, Sideshow activity, and Ceasefire Operations when sufficient numbers of patrol officers are not available. While these activities support the objectives of the Department, including violent crime reduction, they take time away from specific CRO and CRT area projects. OPD leadership reports that they are relying less

¹ Flex schedules allow OPD to temporarily change officer schedules, including the days and times of work. Officers with flex schedules receive additional compensation.

on CROs and CRTs for these activities than in past years, and OPD should continue to explore alternative ways to staff these activities without involving CROs and CRTs.

RECOMMENDATION 4. Continue to explore opportunities to increase retention and reduce turnover among CROs and CRTs.

CROs and CRTs have an average of two years in their positions, which may cause challenges in the development of position-specific skills and knowledge of the communities they serve. OPD leadership has already begun exploring ways to increase retention and reduce turnover in these positions and should continue to do so. One strategy that has been implemented, for instance, is asking officers during the testing they must complete to be considered for CRO positions to commit at least two years to the CRO unit -- while not a mandate, asking for this time commitment may encourage officers to remain in their roles for longer periods. OPD should consider asking for a longer commitment, since officers reported that it takes approximately two years to gain the experience necessary to be most successful in the position. OPD should also continue to ensure that CRO and CRT service benefits officers up for promotion.

RECOMMENDATION 5. Continue to explore opportunities to measure CRT activities.

While OPD uses the SARANet database to track problem-solving projects that CROs work on, there is no tool in place to track CRT activities. RDA worked with OPD to develop a pilot time study that examined the types of activities both CROs and CRTs engaged in over the course of one week in order to get an idea of the extent to which their daily activities were in alignment with Measure Z. OPD should consider developing a database to track CRT activities on an ongoing basis. In the interim, the Department should work with RDA to build on the Pilot Time Study in the coming year's evaluation, both by offering additional training for officers on how to complete the forms and administering the tool multiple times over the course of the next evaluation period.

RECOMMENDATION 6. Examine mechanisms to make the CRO and CRT units, and OPD overall, more representative of the communities they serve.

OPD data shows that the Black representation of CRO (6%) and CRT (11%) officers falls below both the OPD (17%) and the citywide (21%) representation. OPD should prioritize working to make the Department, and especially the CRO and CRT units, more representative of the communities they serve. OPD should assess recruitment and hiring processes for OPD generally, and particularly recruitment and selection processes for the CRO and CRT units, to reduce any unintended biases that may be built into these processes.

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I. Introduction

In 2014, City of Oakland voters overwhelmingly approved the Measure Z ballot initiative to continue many of the services funded under the City’s Violence Prevention and Intervention Initiative, Measure Y. In its efforts to monitor and improve implementation of the policing services funded through Measure Z, the Oakland City Administrator’s Office commissioned Resource Development Associates (RDA) to conduct annual evaluations of Oakland Police Department’s Measure Z activities in relation to the legislation’s objectives and the larger violence prevention and intervention goals of the City.

The purpose of the evaluation is to inform City of Oakland stakeholders of the ongoing progress of Measure Z-funded policing services. The primary focus is on the specialized units within OPD – Community Resource Officers (CROs) and Crime Reduction Teams (CRTs) – that are central to Measure Z’s community-focused violence prevention model. Table 1 below provides an overview of the report:

Table 1. Overview of the 2019 Evaluation Report

I.	Introduction & Measure Z	The purpose of the evaluation, along with a summary of the legislation, its history, and a brief description of Measure Z policing services.
II.	Evaluation Design & Methodology	The scope of the current mixed-methods evaluation design as well as a brief summary of the prior Year 1 and Year 2 Measure Z evaluations.
III.	OPD Staffing & Measure Z Objectives	Discussion of OPD staffing, CRO and CRT staffing, personnel retention and turnover, and the impacts of these factors on Measure Z objectives.
IV.	CRO & CRT Officer Activities	The results of a pilot time study introduced during the current evaluation cycle to better understand whether CRO and CRT activities support Measure Z objectives.
V.	Oakland Crime Trends	A summary of Oakland crime statistics.
VI.	Summary of Key Findings	Discussion of key findings drawn from this evaluation.

Background and Measure Z Objectives

The **Measure Y Violence Prevention and Public Safety Act of 2004** provided funding over a 10-year period to support community policing and other violence prevention services in Oakland. The key objectives of this legislation included hiring neighborhood beat officers dedicated to individual police beats; providing additional officers to support school safety, domestic violence, and child abuse intervention; and funding crime reduction teams to focus on intelligence-led policing. Other violence prevention services funded through the legislation included youth outreach counselors, after- and in-school programming for youth and children, domestic violence and child abuse counselors, and offender/parolee employment training.

Goals and Strategies of Measure Z

Measure Z legislation describes three goals aimed at reducing violent crime in Oakland and outlines four strategies to address these goals. As shown in Figure 1 below, the legislation’s goals are to: 1) reduce violent crime, including homicides, robberies, burglaries, and gun-related violence; 2) improve emergency response times for police, fire, and other emergency services; and, 3) interrupt the cycle of violence and recidivism by investing in violence prevention and intervention strategies that support at-risk youth and young adults.

Figure 1. Measure Z Goals & Strategies

Goals	Strategies	
1) Reduce homicides, robberies, burglaries, and gun-related violence.	Using <i>intelligence-led policing</i> through Crime Reduction Teams (CRTs)	CRTs are sworn officers who are strategically and geographically deployed. They investigate and respond to the commission of violent crimes in violence hotspots using intelligence-led policing.
	Engaging Community Resource Officers (CROs) in <i>problem-solving projects</i>	CROs are sworn officers who engage in problem-solving projects, attend Neighborhood Council meetings, serve as liaisons with city service teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with other sworn personnel.
2) Improve police and fire emergency 911 response times and other police services.	Preventing domestic violence and child abuse	Investigators in the Special Victims Section, within the Criminal Investigation Division, are tasked with addressing domestic violence, child abuse crimes, and the commercial sexual exploitation of children.
3) Interrupt the cycle of violence and recidivism by investing in violence intervention and prevention strategies that promote support for at-risk youth and young adults.	Sustaining and strengthening Ceasefire	Ceasefire officers are sworn officers who are strategically deployed to reduce shootings and homicides related to gangs/groups through intelligence-led policing initiatives. Officers communicate directly with individuals through large group meetings (“call-ins”) or through one-on-one “custom notifications.” Officers collaborate with community and law enforcement agencies.

Key Terms

Throughout this report, there are frequent references to the terms and acronyms in the table below.

Table 2. Definitions

Ceasefire	Oakland’s Operation Ceasefire strategy is a violence reduction strategy coordinating law enforcement, social services, and the community. The major goal is to reduce gang/ group-related homicides and shootings. Ceasefire seeks to combine the community, social services, and strategic law enforcement to reduce gun violence.
Community Resource Officer (CRO)	Sworn officers who engage in problem-solving projects, attend Neighborhood Crime Prevention Council meetings, serve as a liaison with city services teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with other sworn personnel.
Crime Reduction Team (CRT)	Sworn officers who are strategically and geographically deployed, and who investigate and respond to the commission of violent crimes and identified violence hotspots using intelligence-led policing.
CRO Projects	CRO Projects, based on the SARA (Scanning, Analysis, Response, and Assessment) model, are proactive problem-solving efforts to prevent crime before it occurs by identifying and addressing specific issues associated with criminal activity or other neighborhood public safety priorities. This is a core principle of the community policing model and an evidence-based practice implemented by OPD. CROs record information and details about their project activities in a database called SARAnet.
Flex Schedule	Measure Z provides OPD the flexibility to deploy CROs and CRTs as needed which sometimes requires a temporary change of schedule.
Intelligence-Led Policing	A law enforcement approach combining problem-solving policing, information sharing, and police accountability, with enhanced intelligence operations.
Measure Z	The Public Safety and Services Violence Prevention Act of 2014.
Measure Z-funded Officers	Measure Z-funded officers refers to Community Resource Officers (CROs) and Crime Reduction Team (CRT) officers.
Neighborhood Councils	Neighborhood Councils are a citywide and neighborhood-specific community policing effort that allows assigned CROs to meet regularly with local community members to hear residents’ concerns and solve problems that can lead to crime.

Part 1 Offenses²	Murder, assault with a firearm, rape, robbery, and burglary.
Part 2 Offenses	Simple assault, curfew offenses and loitering, embezzlement, forgery and counterfeiting, disorderly conduct, driving under the influence, drug offenses, fraud, gambling, liquor offenses, offenses against the family, prostitution, runaways, sex offenses, stolen property, vandalism, vagrancy, public drunkenness, and weapons offenses.
Patrol Area	Oakland Police Department has subdivided the city into 5 “areas” called patrol areas. Patrol areas are different from the City Council Districts.
Patrol Beat	Each patrol area is broken down into smaller areas called patrol beats. There are 35 patrol beats in Oakland, and each beat requires a CRO assignment.
SARAnet Database	The SARAnet (Scanning, Analysis, Response, and Assessment) Database is a web-based data collection and reporting tool used to capture CRO projects and activities in support of OPD’s community policing efforts.
Special Resource Section (SRS)	Special Resource Section consists of CROs and CRTs in each patrol area.

² Part 1 and Part 2 crime definitions are used by OPD, the Department of Justice, the Federal Bureau of Investigation, and most police departments throughout the nation.

II. Evaluation Design and Methodology

This report presents findings from RDA’s third annual evaluation of Measure Z-related OPD activities. The first evaluation RDA conducted in 2017 focused primarily on the progress made by OPD in the implementation of Measure Z activities, highlighting their commitment to the goals and objectives of Measure Z. The 2017 report also identified OPD’s ongoing challenges with staff retention, concerns about internal and external awareness of OPD’s community policing efforts, and unclear departmental expectations around the role of CROs and CRTs.

Building on these findings, RDA’s 2018 evaluation focused on the roles and expectations of CROs and CRTs to achieve Measure Z objectives. The RDA evaluation team identified significant efforts by CROs to build community relationships and trust through CRO projects; strong collaboration between CROs and CRTs within areas; and the use of intelligence-led, geographic, and community-oriented policing approaches to address violent crime. Challenges with officer morale and retention as well as limitations in the availability of data hampered efforts to provide detailed information about the activities CROs and CRTs engaged in that may have contributed progress towards Measure Z goals.

The current evaluation addresses questions raised in prior evaluations by collecting data from new sources that were previously unavailable, as well as analyzing updated data from existing sources. We drew from updated reported crime data, CRO project data from the SARAnet database, retention and turnover data collected from personnel records, and a pilot time study analysis of CRO and CRT officer activities to respond to the evaluation questions below (Table 3).

Table 3. Evaluation Questions, 2019 Measure Z Evaluation

Question 1	What are CRT and CRO staffing levels? Do CRT and CRO staffing levels support Measure Z objectives?
Question 2	What activities do CRO and CRT officers engage in? How do CRO and CRT activities correspond to Measure Z objective?
Question 3	How have crime trends in Oakland changed over time and how do these trends correspond to Measure Z activities?

Data Sources

RDA utilized a mixed-methods evaluation design, comprised of the data sources described in this section. Qualitative data collection was used to provide insight into Measure Z implementation and outcomes and to triangulate findings with quantitative data.

Crime Analysis. The RDA research team downloaded weekly crime reports published by OPD that identify Part 1 crimes reported to police. Part 1 crimes, as specified by the Uniform Crime Reporting metrics,

include homicide, aggravated assault, rape, robbery, burglary, motor vehicle theft, larceny, and arson. A subset of Part 1 offenses is further classified as violent crimes which includes: homicide, aggravated assault, rape, and robbery. Weekly crime reports from January 2018 through June 2019 were analyzed to identify the total number of Part 1 and violent crimes throughout Oakland and to examine changes in the number of these offenses over time. These data were also disaggregated to identify differences in crime trends by OPD Area.

SARAnet Data Analysis. The SARAnet database is used by CROs to collect and track information regarding their beat projects. CROs record information into SARAnet, including the dates projects are opened and closed, location and officer information, objectives and activities towards attaining those objectives, and progress towards completion. CROs and their Sergeants are expected to update information on progress regularly. RDA created indicators for each project type and category based on project descriptors, as summarized in Table 4. Projects may be assigned multiple project types and categories.

Table 4. SARAnet Project Coding

Project Category	Project Type	Project Descriptor(s)
Blighted Property	Abandoned Auto	Auto, Car, RV, Bus, Vehicle, Automobile, Parking
	Abandoned House	Property, Squatter, Home, House
	Graffiti	Graffiti, Vandalism
	Other Blight	Garbage, Foliage, Blight, Dumping, Code Compliance, Littering
Encampment	Encampment	Encampment, Homeless
Nuisance	Panhandling	Panhandling, Begging, Solicitors, Petitioners
	Alcohol/Drinking	Drinking, Drunk, Alcohol, Liquor
	Other Nuisance	Loitering, Gambling, Disturbing the Peace, Nuisance, Dog Off Leash, Truancy, Suspicious Person
Public Safety	Violent Crime	Assault, Shooting, Violence, Harassment, Robbery, Battery, Terrorist Threats, Weapon
	Property Crime	Burglary, Theft, Trespassing
	Gang	Gang
	Drug	Drug, Narcotic, Dealing, Protest
	Traffic	Stop Sign, Speeding, Crosswalk, Skateboarding
	Prostitution	Prostitution, Brothel
	Other Crime	Suspicious Activity, Illegal Business, Sex Offender Registry
Other	Other	Neighborhood Watch, Calls for Service, Probation Compliance, Mentoring, Training, Reading

Data were collected for all projects that were open as of January 2018 and all new projects opened between January 2018 and July 2019. These data were used to examine the number and types of projects

CRO officers worked on during that time as well as time to completion. Data were evaluated at the department, area, and beat level.

RDA identified a number of open projects for which no completion date was available. Based on standard practice for CRO project closure, any project open for more than two years was assumed to be complete. As a result, fourteen projects that were open for more than two years prior to January 2018 with no close date were dropped from the analysis. An additional 32 projects did not indicate project close dates and remained open more than two years over the course of the analysis period. These additional 32 projects are included as closed in this analysis, but were not used in the calculation of time to project completion.

Turnover and Retention Analysis. Qualitative data collection from the 2018 evaluation indicated a number of challenges in attaining Measure Z objectives related to OPD staffing as well as retention and turnover of CRO and CRT staff. However, quantitative data were not available at that time to examine these qualitative findings. As part of the 2019 evaluation, RDA worked with OPD to collect data on the dates CRO and CRT officers began their assignments, the dates they started with OPD, and weekly data indicating if each officer was active in their assigned beat. Weekly data also included an indication if the officer was on leave (e.g., medical leave, family leave, vacation) or on loan to another unit within OPD. RDA analyzed the data to analyze the extent to which CRO and CRT officers carried out their intended assignments. These data were also used to identify officer demographic characteristics for comparison with the area and beats they served.

RDA also reviewed OPD staffing reports that summarize department staffing levels, including new hires and officers leaving OPD. These data were used to identify department-wide staffing trends and their potential relationships with Measure Z objectives.

Pilot Time Study. RDA worked with OPD to develop a pilot time study to examine the types of activities CRO and CRT officers engage in over the course of a particular week. This study was designed both to provide preliminary data for the 2019 evaluation and to provide a trial run prior to potential full implementation as part of the 2020 evaluation.

Over the course of one week between August 19 and August 23, CROs, CRTs, and their Sergeants were asked to complete a data collection sheet indicating the following:

- Activity start time
- Activity end time
- Activity Location
- Activity description(s)
- Measure Z objective(s)
- Internal/external collaboration

Additional details are available in the data collection tool and officer guidance provided in Appendix B. Officers and Sergeants were asked to complete a data collection sheet for each activity they worked on

throughout the week. These data were collected, entered, and analyzed by the RDA team. These data were used to identify the amount of time officers devoted to each type of activity and Measure Z objective, and to determine the amount of time CROs and CRTs spent within their assigned area or beat.

Focus Groups and Interviews. In August and September of 2019, RDA conducted a total of four focus groups comprised of ten CROs, ten CRTs, and nine Sergeants to learn more about the day-to-day operations of CROs and CRTs and their direct supervisors. The information obtained through focus groups is presented throughout this document to provide qualitative dimensions to the other data sources described above. RDA's focus group protocol provided an opportunity for officers to share information about their individual motivations for seeking a CRO/CRT position, the extent to which their activities contribute to Measure Z objectives, the nature of the collaboration between CROs and CRTs, as well as their perceived challenges in the greater context of contributing to the reduction of crime across Oakland.

Leadership Interviews. RDA conducted five individual interviews with OPD leadership staff to provide insight into facilitators and barriers in Measure Z implementation, OPD priorities, and specific details related to findings from the 2017 and 2018 evaluations. Leadership interviews ranged from the Assistant Chief to lieutenant levels.

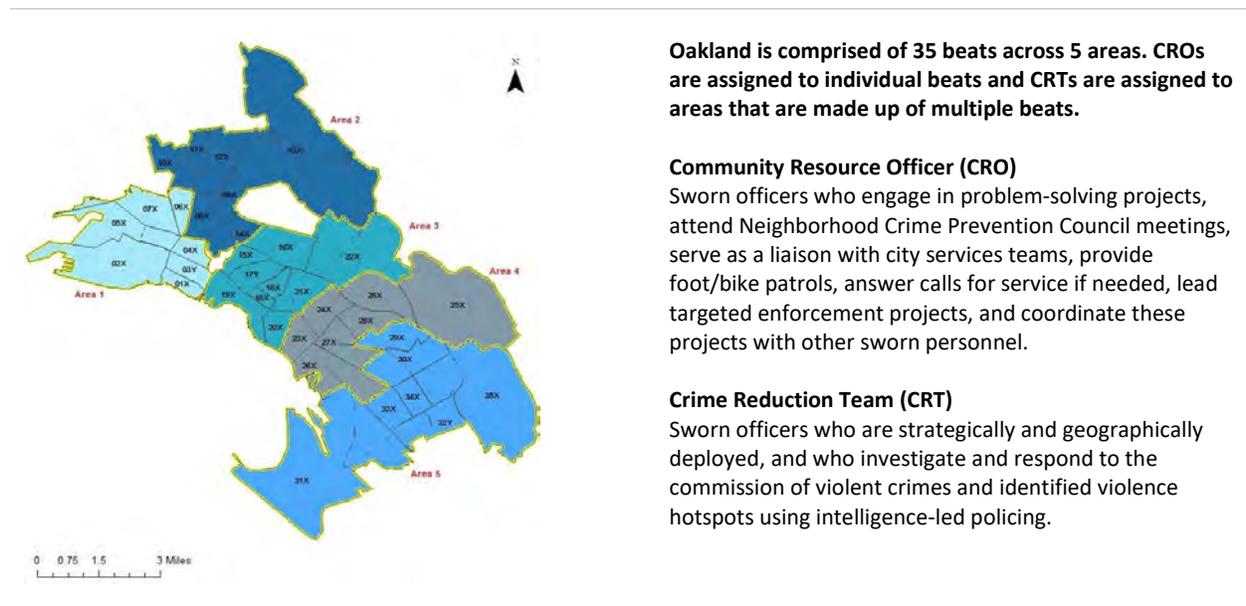
Neighborhood Meeting Observations. Members of the RDA research team attended and observed two Neighborhood Crime Prevention Council (NCPC) meetings. Using an observation data collection tool, observers documented environmental details, OPD and public attendance, topics and nature of discussion, and progress towards Measure Z objectives.

III. OPD Staffing and Impacts on Measure Z Objectives

As of June 2019,³OPD employed 749 sworn officers. This exceeds the minimum of 678 officers specified by the Measure Z legislation. However, there are fewer sworn officers per citizen in Oakland (one sworn officer per 573 citizens) than the national average (one sworn officer per 417 citizens).⁴ In addition, the rate of Part 1 Violent Crimes per Officer in Oakland, at about 7.5 violent crimes per officer, is the highest among the top 50 cities across the U.S.⁵ OPD is authorized for 792 sworn positions,⁶ and the approximate 5% vacancy rate across the Department contributes to the staffing tensions that OPD manages as it executes the prescribed objectives of Measure Z.

CRO and CRT Staffing Capacity

Figure 2. Oakland Police CRO and CRT Staffing, Areas and Beats



OPD serves an area of 78 square miles with a racially and ethnically diverse population of approximately 429,000.⁷ Oakland consists of 35 police beats across five police areas as shown in Figure 2. Eight CRT positions are assigned to each of the five police areas for a total of forty CRT officers. As described above, CRT officers are strategically and geographically deployed to investigate and respond to the commission of violent crimes and identified violence hotspots using intelligence-led policing. Each police beat has a

³ Monthly Staffing Report - August 2019

⁴ Federal Bureau of Investigation. (2017). 2017 Crime in the United States.

⁵ *Crime Analysis: Number of UCR Part 1 Violent Crimes per Officer – 2018*, Oakland Police Department Crime Analysis Section

⁶ Oakland Police Department Approved Fiscal Year 2018-19 Budget

⁷ U.S. Census Bureau. (2018). QuickFacts Oakland City, California.

designated CRO who is expected to engage in problem-solving projects, attend Neighborhood Crime Prevention Council meetings, serve as a liaison with city services teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with other sworn personnel. OPD is expected to staff 35 CRO officers, with one CRO per police beat.

OPD Leadership expressed that the Department continues to experience challenges hiring and graduating a sufficient number of officers in the Oakland Police Department Academy to accommodate vacancies left by attrition, particularly retirement. Monthly staffing reports indicate that OPD staffing has plateaued, increasing by only five officers since 2017. The frequency of significant events such as music festivals, sporting events, and protests create high demands for patrol officer resources. To ensure timely response to emergency calls for service and other public safety concerns, OPD prioritizes staffing patrol officer positions before staffing specialized units such as the CROs and CRTs. **As such, there are a limited number of OPD officers available to fill vacancies in these units, particularly CRTs.**

Figure 3. Weekly CRT Assignments
(January 2016 – May 2019)

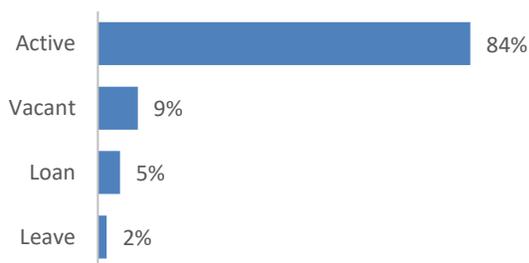
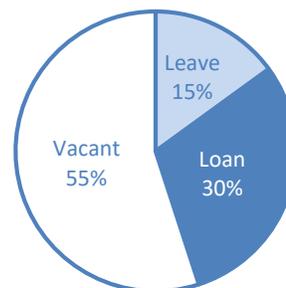


Figure 4. Reasons CRTs Not Assigned
(January 2016 – May 2019)



On average, OPD has maintained 33 CRT officers at a given time. Figure 3 illustrates the percentage of time between January 2016 and May 2019 for which the 40 CRT positions were filled with an officer that was available in the position compared to the amount of time the assigned officer was on loan to another department, was on personal leave, or in which the position was unassigned. On average, 9% of CRT positions were vacant, indicating that no officer had been assigned to that position. While a small percentage, this is a persistent issue with 93% of the weeks during this time period having at least one CRT position vacant. When CRTs positions were not filled, the primary reason was vacancy (55%), as shown in Figure 4.

Figure 5. Weekly CRO Assignments
(January 2016 – May 2019)

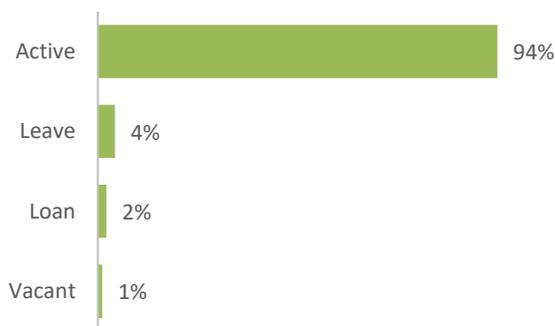
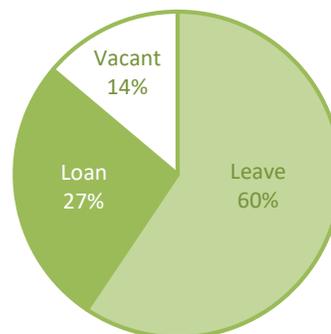


Figure 6. Reasons CROs Not Assigned
(January 2016 – May 2019)



While OPD has experienced challenges staffing the CRT position, the Department prioritizes filling all CRO positions to ensure that CROs are available for each beat. CROs play a critical role in achieving both OPD and Measure Z specific objectives. To accomplish these objectives, OPD strives to ensure that all OPD beats maintain an assigned and available CRO to:

- build positive relationships and trust with the communities they serve;
- develop a deep understanding of the beat and its crime and quality of life issues; and,
- to provide a consistent and accessible representative to hear and respond to citizen concerns.

“You want CROs to be at the forefront of creating relationships with the community and having dialogue with people who don’t traditionally trust law enforcement, in a problem-solving way.”

-OPD Leadership

As shown in Figure 5, OPD maintained an average of 94% of their capacity of CROs actively assigned in their beats over the course of the study period. On average, only 1% of CRO positions were unassigned because the position was vacant.

When CROs were not active in a beat, the primary reason was personal leave (60%) as shown in Figure 6.

CRO and CRT Experience and Turnover

A key contributor to vacancies in the CRO and CRT positions is officer turnover in which officers leave the Department or are permanently reassigned to other units. **CROs and CRTs have an average of two years in their positions, which may cause challenges in the development of position-specific skills and knowledge of community.** Prior RDA evaluations of Measure Z implementation consistently identified challenges with turnover of CRO and CRT officers. Both the CRO and CRT positions require the

development of specialized skills and a deep knowledge of the area and beat, which can only be gained through experience. Figure 7 and Figure 8 illustrate the average tenure of CRO or CRT in years for those who have left that position (exited) and those who were in the position as of the end of the study period (active).

Figure 7. Officer Tenure in CRT Position
(January 2016 – May 2019)

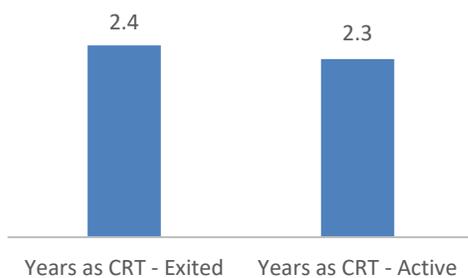


Figure 8. Officer Tenure in CRO Position
(January 2016 – May 2019)



Information about the demands of the CRO and CRT roles gathered through interviews with OPD Leadership suggest two years as the minimum amount of time necessary for an officer to develop a thorough understanding of the CRO/CRT role and the community. Both CROs and CRTs have an average tenure of approximately two years in their roles. Factors that contribute to shorter tenures range from individual work preferences to officers’ broader career trajectory with OPD. For example, officers with families and young children may prefer more stable schedules, despite receiving additional compensation for flex scheduling that demands longer shifts more frequently. OPD Leadership also indicated that a challenge with the CRO/CRT position is the inability to mandate a minimum amount of time that an officer must commit to the position prior to requesting reassignment. The underlying reasons why officers pursue the CRO/CRT role vary; for some the role is perceived as a planned career ladder while for others it is perceived as limiting.

“If you have a family and you are flexed to work more hours than you anticipated for, you then end up having to call the day care and plan accordingly.”

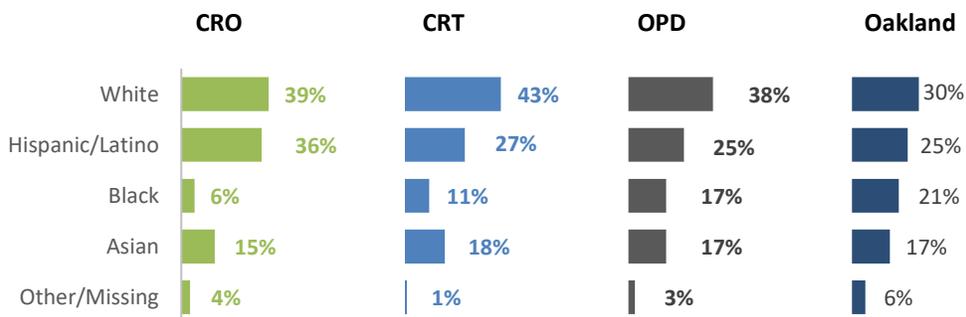
-CRT Focus Group Participant

Focus group and interview participants foreshadow other possible positive aspects of CRO and CRT positions that might be underrepresented in our analysis of staff recruitment and retention that warrants a more formal process to understand. For example, one CRT shared that professional development is one way to counter the known stressors of the position: *“One of the positives is that we get extra training once a month and workouts which is definitely an incentive over patrol ... CRTs get to do trainings—hence outweighing the pros to meet the cons.”*

The impact of persistent staff turnover on Measure Z objectives includes the loss of institutional knowledge and experience, additional time and investment in training, and damage to the sense of consistency and relationships that are central to the community policing model.

CRO and CRT officers rely on relationships across the community to effectively serve Oakland’s racially and ethnically diverse population. In addition to time in the community fostered by long tenures within a given beat or area, relationships with the community can be improved through ensuring a police force that is representative of the population. Figure 9 below depicts the racial composition of CRO and CRT officers compared to the Department at large, and to citywide averages.⁸ Representation of Asian officers among the CRO and CRT cadres mirror that of OPD and the City. The proportion of White and Hispanic/Latino officers is higher among the CRO and CRT officers compared to their respective OPD and citywide compositions. The most notable difference in parity is among Black officers, where the representation of CRO and CRT officers falls below both the OPD and the citywide representation.

Figure 9. Racial and Ethnic Make Up of Officers Compared to Oakland⁹



⁸ Following up on the SSOC’s request, OPD connected with City Personnel and the Asian Officers Association to see if it is possible to break down the race/ethnicity data, particularly the “Asian” category, in more detail, and was informed that it is not possible.

⁹ OPD Demographic information drawn from:
<http://www2.oaklandnet.com/oakca1/groups/police/documents/report/oak071502.pdf>

CRO and CRT Reassignments

Because of patrol staffing limitations, **OPD staff at all levels indicated that the Department relies heavily on assigned CROs and CRTs to step in and support OPD objectives, even when those objectives do not necessarily align with their roles and responsibilities as specified in the Measure Z legislation.** According to one person RDA interviewed from OPD Leadership, the unpredictable nature of urgent staffing calls exasperates known staff shortages: *“It is just tough. I think resources are a big component of it. Something could pop up at any second. Not just CROs and CRTs are impacted.”*

Because CROs and CRTs have flex schedules,¹⁰ they are utilized to support activities such as Ceasefire Operations, Sideshow activity, and protests when sufficient numbers of patrol officers are not available. While these activities support the objectives of the Department, including violent crime reduction, they take time away from specific CRO and CRT area projects.¹¹

As shown in Figure 3 and Figure 5 in the previous section, CRO and CRTs officers on average spent only two to five percent of their time on loan to another unit. Although officers may be asked to support additional OPD activities and objectives while not officially loaned to another unit, OPD Leadership indicated that within the last year, the Department has begun to incorporate different internal strategies to keep CROs and CRTs on assignment: *“For the most part folks want to work CRO, CRT. It’s bringing prestige [...] CRT and CRO don’t always have to be the “go-to crew.” There are ways to bump up manpower without going to them. We have a big event this weekend. Thankfully we didn’t switch their days. We have a mandatory team, 8 or 9 teams for sideshows. Why can’t we have the same number of teams for events that are coming up instead of saying all the CROs and CRTs are going to work it? This year we have the mandatory teams to work the sideshows, and my guys love it. We’ve passed that burden on to [the rest of the Department].”*

“[CROs] have a role in if they hear a Priority 1 call in which there is a crime in progress and patrol is occupied, my expectation is that they will break from what they are doing to help. We all have the same patch on our shoulder.”

-OPD Leadership

¹⁰ Flex schedules allow OPD to temporarily change officer schedules, including the days and times of work. Officers with flex schedules receive additional compensation.

¹¹ CROs and CRTs can be assigned to support other OPD objectives and activities as described here without being placed on loan to another unit. As such, these officers are reflected as “Active” in Figure 3.

CRO and CRT Unit Coordination

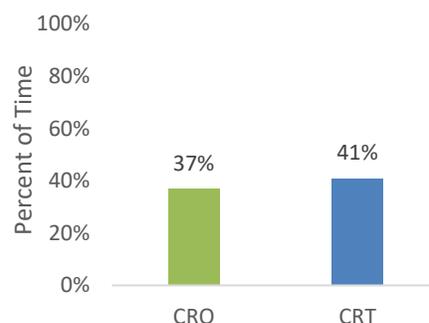
OPD Leadership indicated that vacant positions and requirements to support other OPD efforts impacts the ability of officers to do their assigned CRO/CRT jobs, particularly long-term investigations, and their ability to maintain a presence for lasting impact on intervention efforts. In addition, Sergeants provide support to their CRO and CRT officers in the field to offset these staff vacancies and absences, decreasing their time available to provide effective supervision. To address these challenges, SRS units – which consist of the CRO and CRT units – work together as an effective team to maximize their impact on violent crime and their ability to address Measure Z objectives.

“CROs, CRTs, they make things work They’re the backbone. They do it all. They know who people are and what is happening in their area.”

-OPD Leadership

CROs and CRTs successfully pool staff, resources, and expertise within their areas to support the Measure Z objectives. CROs and CRTs within each area work together coordinating activities, sharing intelligence, and utilizing specialized knowledge and skills to maximize impacts on violent crime reduction objectives. Both CROs and CRTs expressed a strong sense of collaboration and coordination within their areas. Figure 10 illustrates the percentage of time CRO and CRT officers spent collaborating with other members of the SRS in their area during the week of the pilot time study. CROs and CRTs spent approximately 40% of their time working together with one or more SRS officers.

Figure 10. Percent of CRO/CRT Time Spent in Collaboration with Area SRS, Based on Time Study Results



Through relationships developed with community members, CROs provide CRTs with valuable information and intelligence to support investigations. CROs also support CRTs during operations in the area. CRTs assist CROs with the investigation of specific individuals or groups associated with crime problems in the beat that impact public safety and quality of life. By coordinating activities and sharing

intelligence, CROs and CRTs work together as a unit to achieve Measure Z objectives of violence reduction that would be difficult to accomplish by a single officer.

In addition, CROs and CRTs coordinate with other OPD units, external law enforcement departments, and other city agencies to accomplish Measure Z objectives in their areas. Both CROs and CRTs identified that they frequently collaborate with others outside of their area to address factors that impact crime within their area. CROs and CRTs build and utilize relationships with these external resources to support investigations, operations, and actions to address CRO and CRT projects. Results of the pilot time study indicated that 13% of CRO time and 20% of CRT time is spent in collaboration with external units, departments, or agencies.

CROs cited coordination with OPD's Traffic Division and Oakland's Public Works Department to address quality of life and code enforcement concerns identified by community members as well. During observations of neighborhood committee meetings, CROs recommended that citizens contact Oakland's 311 system to report quality of life issues and concerns and provided contact information for city departments. CROs also recommended that citizens identify such issues to the CROs, who can help to coordinate the resolution of community problems that affect public safety.

CRTs coordinate extensively with OPD units, including Ceasefire, Criminal Investigation Division, and Homicide as well as CRTs in neighboring areas to address violent crime in their areas. CRTs highlighted that criminal activity does not stop at the area boundary, and partnership with other OPD officers support intelligence sharing and operations coordination. Similarly, CRTs provided examples of work with other local law enforcement agencies investigating and apprehending offenders from locations outside of the city. Coordination and collaboration with external units, departments, and agencies supports CROs and CRTs in achieving Measure Z objectives.

IV. CRO and CRT Officer Activity

Measure Z specifies three key objectives that emphasize OPD's role in violent crime reduction, and a number of activities for both CROs and CRTs to accomplish those objectives, described in Section I of this report. Results of the time study pilot indicated that 85% of CRT time and 62% of CRO time was spent on activities directly related to achieving Measure Z objectives, including intelligence-led policing, geographic/hotspot policing, violence reduction, improved 911 response time, intervention targeting at-risk youth, Ceasefire operations, and community policing.

Both the pilot time study and qualitative data collection suggested that CRTs and CROs utilize intelligence-led policing and geographic policing strategies to achieve Measure Z objectives. CRTs are assigned to specific areas and CROs are assigned to specific beats to allow officers to develop specialized knowledge of the location, its crime problems, and its citizens. This geographic focus facilitates intelligence-led policing efforts that require information gathering and analysis. OPD Leadership cited that intelligence-led policing was central to all roles at OPD, while both CROs and CRT officers suggested that

they use intelligence-led policing on a daily basis to support their work. Both are critical to the work CROs and CRTs do to achieve the Measure Z objective of violent crime reduction. OPD Leadership also identified the use of intelligence-led policing, in coordination with procedural justice training, as having a positive impact on reducing unnecessary stops.

CROs and CRTs also play a significant role in achieving the other stated goals of Measure Z, including efforts to interrupt the cycle of violence for at-risk youth and young adults and efforts to improve emergency response times for calls for service. OPD as a department, including the CRTs, utilize the Ceasefire strategy. In particular, CRTs use custom notifications to reach out to young individuals associated with or at risk of association with crime to warn of the risks of criminal involvement and provide connections to resources that can assist them to avoid criminal influences. CRTs and OPD Leadership cited custom notifications as a successful intervention for at-risk youth and young adults, particularly those with gang involvement. In addition, OPD Leadership suggested that the efforts of CROs and CRTs to address crime reduce calls for service, which allows patrol officers to focus on providing rapid response to emergency calls.

CRO and CRT Activities

CROs and CRTs utilize a broad range of activities in the course of their work to accomplish Measure Z objectives. The results of the pilot time study revealed that both CROs and CRTs engage in a number of different activities over the course of a typical week. Figure 11 and Figure 12 illustrate the percentage of CRO and CRT time that was used on each type of activity.¹² Criminal investigation and operations were the activities most frequently engaged in by CRTs, while CROs focused on CRO projects, patrol, and investigations. Both CROs and CRTs indicated that a notable proportion of their time was spent in administrative meetings and administrative documentation.

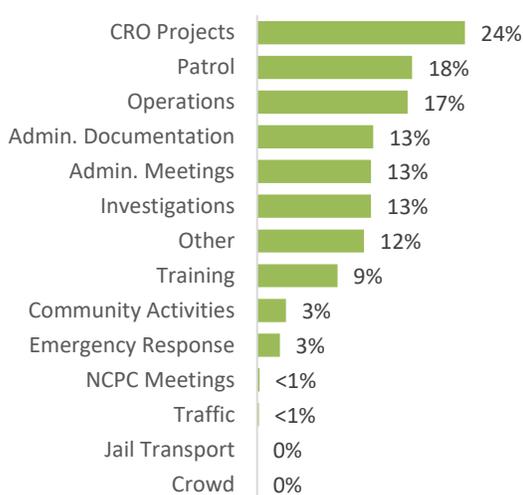
Figure 11. Percentage of CRT Time, by Activity [Pilot Time Study]



¹² Note that a CRO/CRT may be engaged in more than one activity at a given time, in which case the CRO/CRT’s time would be counted towards all applicable activities. In some instances, a CRO/CRT did not indicate that their time was used to achieve any of the activities identified.

Consistent with their role in violent crime intervention, investigations and operations comprised the largest percentage of CRT time in the study. This is in line with the description of day-to-day activities identified by CRT officers and Sergeants. Similarly, CRO projects and patrol were the most frequent activities for CRO officers, consistent with their role in problem solving and building relationships within the community. Both CROs and CRTs indicated approximately 12%-13% of their time involved administrative documentation and/or administrative meetings. OPD indicated that these activities may be directly related to CRO and CRT projects.

Figure 12. Percentage of CRO Time, by Activity [Pilot Time Study]

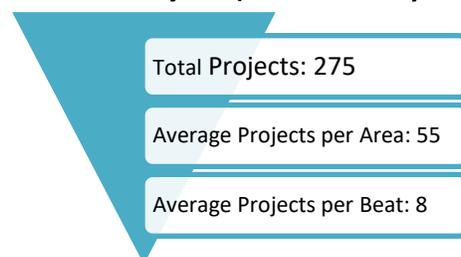


Notably, CRO officers also indicated that 17% of their time involved operations and 13% involved investigations. This may correspond to the assertion from CROs and Sergeants that CRO officers often support CRT operations in their areas. They further suggested that **the amount of time CROs spend supporting other OPD objectives, including CRT operations, leaves less time to devote to their CRO projects for the community.**

CRO Projects

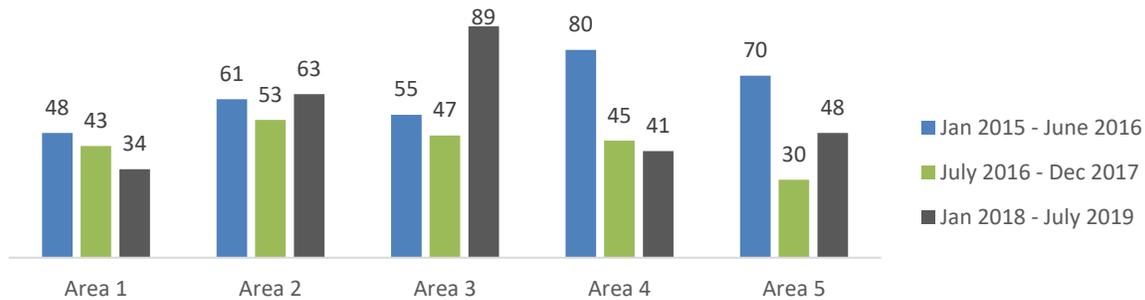
Between January 2018 and July 2019, CROs worked on 275 projects, of which 167 (61%) were new projects opened during the evaluation period. This is greater than the number of projects (218) that were worked on in the year and a half prior (July 2016 – December 2017) to the current evaluation period, and less than the number of projects (314) worked on in the year and a half prior to that (January

Figure 13. CRO Projects (Jan 2018 – July 2019)



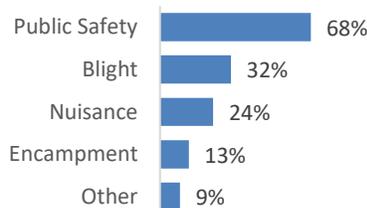
2015 – June 2016). Figure 14 below illustrates the number of projects open across each Area during these time periods.¹³

Figure 14. Project by Area, Over Time



CRO projects address a variety of issues, including quality of life, public safety, and community relationship building. CRO projects may address one or more of the categories indicated in Figure 15. Of the 275 projects open during the current reporting period, the majority (68%) were directly related to addressing a specific public safety issue such as drug or gang activity.

Figure 15. CRO Projects, by Category



“[It is] hard to spend time on projects when [you are] pulled onto a surveillance operation or homicide/shooting. That is three days not to work on a project, and just being in [the] area would help solve an issue, but you get pulled . . . [You] may only have a couple of hours that week to try and do something.”

-CRO Focus Group Participant

Consistent with neighborhood council meeting observations and focus groups with CROs and their Sergeants, many CRO projects are associated with quality of life issues identified by the community. During the study period, 32% of CRO projects involved addressing blight, often associated with abandoned automobiles or the areas around homeless encampments. Nuisance concerns, often involving loitering, were a component of 24% of CRO projects. CRO officers work with external agencies and departments, particularly Oakland Public Works, to address such quality of life concerns identified by area citizens. Nine percent of CRO projects included other activities such as reducing calls for service, setting up neighborhood watches, and providing education and training for crime prevention. Through CRO projects, CROs utilize their available time to address the concerns of the community to improve public safety and achieve Measure Z objectives of violence prevention.

¹³ While the Year 2 Measure Z Evaluation found that Areas with more crime had fewer projects, and Areas with less crime had greater numbers of projects, this trend was not apparent during the current evaluation period. Area 1 did have the most crime and fewest projects; however, Areas 2 and 4, which had the least crime, did not have the highest number of projects.

V. Crime in Oakland

The focus of the 2019 evaluation was to provide an in-depth analysis of key issues identified in prior evaluations related to CRO and CRT staffing, the impact on CRO and CRT activities, and the relationship with Measure Z objectives. The work that CROs and CRTs do is also situated in the larger context of crime patterns in Oakland. This section summarizes crime trends over the course of the evaluation period between January 2018 and June 2019.

Interviews and focus groups with OPD staff at all levels suggested a strong understanding of crime problems in their respective beats and areas. Between January 2018 and June 2019, Oakland experienced 21,741 Part 1 crimes of which approximately 6,932 (32%) were violent crimes. Overall, Part 1 crimes were almost evenly distributed across area with the lowest percentage in Area 2 (17%) and the highest percentage in Area 1 (23%). However, violent crimes were notably lower in Area 2 (11%) compared to other areas (20-26%).

Figure 16. Crime in Oakland, by Area (January 2018 – June 2019)

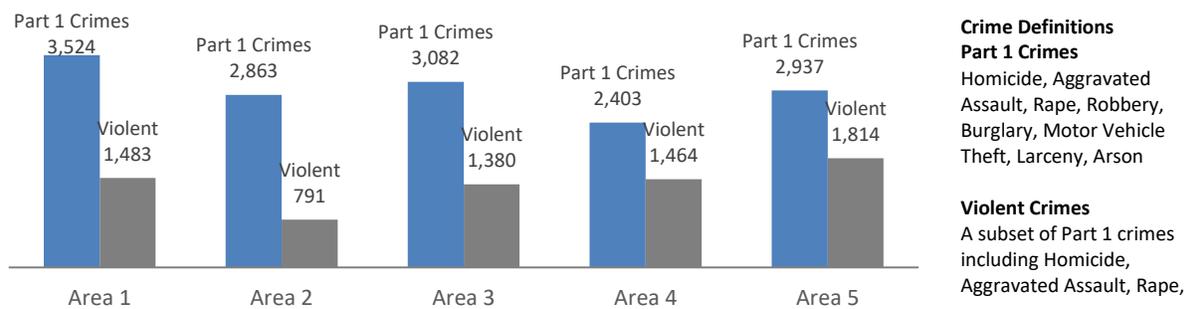
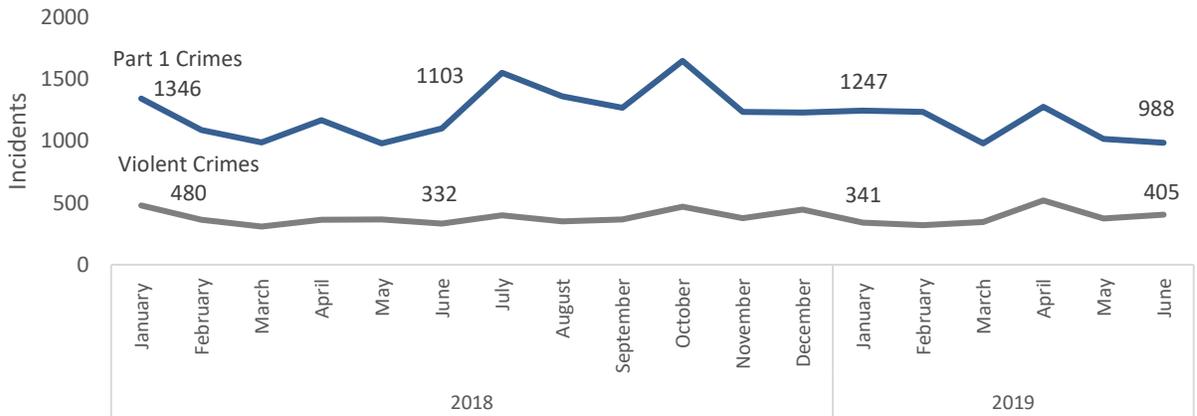


Figure 17 depicts Part 1 crimes that occurred in Oakland between January 2018 – June 2019. The instances of violent crimes remained relatively stable even as Part 1 crimes fluctuated, ultimately declining over the 18-month period.

Figure 17. Part 1 Crime Trends in Oakland, January 2018 – June 2019



VI. Key Findings

The key findings from this evaluation are presented below:

Finding 1. OPD staffing exceeds the minimum specified in Measure Z but is below the authorized staffing level.

As of June 2019, OPD employed 749 sworn officers. This exceeds the minimum of 678 officers specified by the Measure Z legislation. However, there are fewer sworn officers per citizen in Oakland (one sworn officer per 573 citizens) than the national average (one sworn officer per 417 citizens). In addition, the rate of Part 1 Violent Crimes per Officer in Oakland, at about 7.5 violent crimes per officer, is the highest among the top 50 cities across the U.S. OPD is authorized for 792 sworn positions, and the approximate 5% vacancy rate across the Department contributes to the staffing tensions that OPD manages as it executes the prescribed objectives of Measure Z.

Finding 2. OPD’s staffing issues are a barrier to keeping CRO and CRT positions filled and CRO and CRT officers focused on Measure Z priorities.

As noted above, OPD has an approximate 5% vacancy rate of its 792 authorized capacity for sworn officers. The staffing shortage impacts the Department broadly in its ability to maintain staffing of Measure Z-funded positions, to retain and recruit CRO/CRT officers, and to ensure that CRO and CRT officers’ time is focused on Measure Z priorities.

Finding 3. Measure Z retains high-level support from OPD Leadership.

There is broad support for Measure Z and the roles of the CROs and CRTs from OPD Leadership. Leadership understands the key role of community policing in meeting public safety objectives. This support was apparent in prior evaluations and has been sustained over time.

Finding 4. CRO staffing is a clear OPD priority.

OPD maintained a steady staffing rate of 96% for CRO positions between January 1, 2016 through June 30, 2019, with only 1% of the positions vacant. OPD Leadership repeatedly stressed the importance of keeping these positions filled during the interviews conducted by the RDA evaluation team.

Finding 5. CRT vacancies are modest yet consistent in nature.

Between January 1, 2016 and June 30, 2019, CRT positions were staffed 84% of the time. The unfilled positions for the period included vacancy (9%), CRT officer loan (5%), and Leave (2%).

Finding 6. CROs and CRTs have an average tenure of two years.

CROs and CRTs have an average of two years in their positions, which may cause challenges in the development of position-specific skills and knowledge of community. The impact of persistent staff turnover on Measure Z objectives includes the loss of institutional knowledge and experience, additional time and investment in training, and damage to the sense of consistency and relationships that are central to the community policing model.

Finding 7. CRO and CRT activities are aligned with the stated objectives of Measure Z, both directly and indirectly.

Both the pilot time study and qualitative data collected suggested that both CRTs and CROs utilize intelligence-led policing and geographic policing strategies to achieve Measure Z objectives. Furthermore, CRO projects address a variety of issues, including quality of life, public safety, and community relationship building. CROs and CRTs successfully pool staff, resources, and expertise within their areas to support the Measure Z objectives.

Finding 8. The racial composition of CROs and CRTs vary by sub-group.

Representation of Asian officers among the CRO and CRT cadres mirror that of OPD and the City. The proportion of White and Hispanic/Latino officers is higher among the CRO and CRT officers compared to their respective OPD and citywide compositions. The most notable difference in parity is among Black officers, where the representation of CRO and CRT officers falls below both the OPD and the citywide representation.

Finding 9. Nascent data sources specific to CRO and CRT activities should be interpreted with caution; improvements have been made to monitor and refine this component of the evaluation.

The evaluation team had access to some limited pilot data about CRO and CRT activities to investigate the extent to which OPD is reasonably implementing the services aligned to Measure Z objectives. However, the limited scope of the pilot and data shortcomings limit the conclusions that can be drawn from the pilot. The pilot will be refined for next year's evaluation.

VII. Recommendations

RECOMMENDATION 1. Conduct a staffing study to assess appropriate OPD staffing levels.

OPD should consider undergoing a staffing study, conducted by experts, to identify appropriate OPD staffing levels across all positions. Staffing challenges have at times led to CROs and CRTs having less time to work in their areas and beats due to having to support other important OPD public safety objectives.

RECOMMENDATION 2. Continue to prioritize CRO and CRT staffing and reduce the number of CRT position vacancies.

From January 2016 through May 2019, only 1% of CRO positions were vacant, while 9% of CRT positions were vacant, with no officer assigned to the position. While 9% is a relatively small percentage, these vacancies remained a persistent issue, as there was a least one CRT position vacant during 93% of the weeks during the study period. OPD should seek to fill CRT positions to bring them on par with the low CRO vacancy rate.

RECOMMENDATION 3. Continue to decrease the amount of time CROs and CRTs spend supporting patrol officer activities.

Because CROs and CRTs have flex schedules,¹⁴ they are utilized to support activities such as protests, Sideshow activity, and Ceasefire Operations when sufficient numbers of patrol officers are not available. While these activities support the objectives of the Department, including violent crime reduction, they take time away from specific CRO and CRT area projects. OPD leadership reports that they are relying less on CROs and CRTs for these activities than in past years, and OPD should continue to explore alternative ways to staff these activities without involving CROs and CRTs.

RECOMMENDATION 4. Continue to explore opportunities to increase retention and reduce turnover among CROs and CRTs.

CROs and CRTs have an average of two years in their positions, which may cause challenges in the development of position-specific skills and knowledge of the communities they serve. OPD leadership has already begun exploring ways to increase retention and reduce turnover in these positions and should continue to do so. One strategy that has been implemented, for instance, is asking officers during the

¹⁴ Flex schedules allow OPD to temporarily change officer schedules, including the days and times of work. Officers with flex schedules receive additional compensation.

testing they must complete to be considered for CRO positions to commit at least two years to the CRO unit -- while not a mandate, asking for this time commitment may encourage officers to remain in their roles for longer periods. OPD should consider asking for a longer commitment, since officers reported that it takes approximately two years to gain the experience necessary to be most successful in the position. OPD should also continue to ensure that CRO and CRT service benefits officers up for promotion.

RECOMMENDATION 5. Continue to explore opportunities to measure CRT activities.

While OPD uses the SARAnet database to track problem-solving projects that CROs work on, there is no tool in place to track CRT activities. RDA worked with OPD to develop a pilot time study that examined the types of activities both CROs and CRTs engaged in over the course of one week in order to get an idea of the extent to which their daily activities were in alignment with Measure Z. OPD should consider developing a database to track CRT activities on an ongoing basis. In the interim, the Department should work with RDA to build on the Pilot Time Study in the coming year's evaluation, both by offering additional training for officers on how to complete the forms and administering the tool multiple times over the course of the next evaluation period.

RECOMMENDATION 6. Examine mechanisms to make the CRO and CRT units, and OPD overall, more representative of the communities they serve.

OPD data shows that the Black representation of CRO (6%) and CRT (11%) officers falls below both the OPD (17%) and the citywide (21%) representation. OPD should prioritize working to make the Department, and especially the CRO and CRT units, more representative of the communities they serve. OPD should assess recruitment and hiring processes for OPD generally, and particularly recruitment and selection processes for the CRO and CRT units, to reduce any unintended biases that may be built into these processes.

Appendix A. Area Fact Sheets

The following pages highlight data profiles by area.

DATA PROFILE

AREA 1: DOWNTOWN & WEST OAKLAND



Community Resource Officers (CRO)

CRO Assignments: 96%

Top 3 SARAnet Projects:

- Crime (50%)
- Blight (41%)
- Encampment (32%).

SARAnet Projects

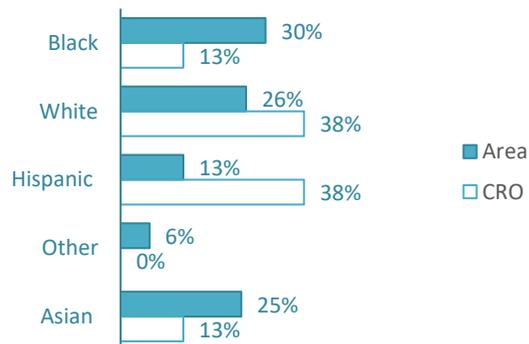
- Total Projects: 34
- New Projects: 16
- Closed Projects: 41%
- Average time in days: 318 days

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; OPD Weekly Crime Reports, January 2018 – June 2019; SARAnet Database, January 2018 – July 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRO Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CROs/Area

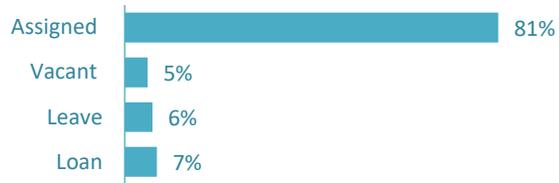


Crime Reduction Teams (CRT)

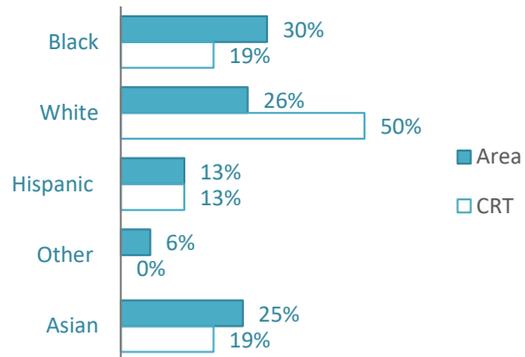
CRT Availability: 81%

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRT Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CRTs/Area

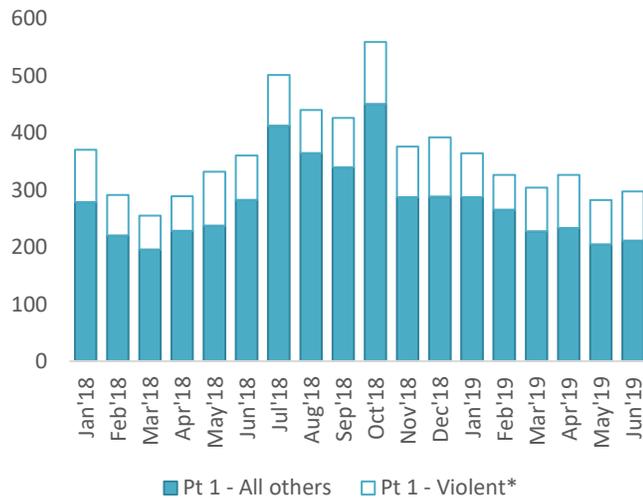


Crime Trends

*This category is a subset of Part 1 Crimes including murder, assault with a firearm, rape, robbery and burglary

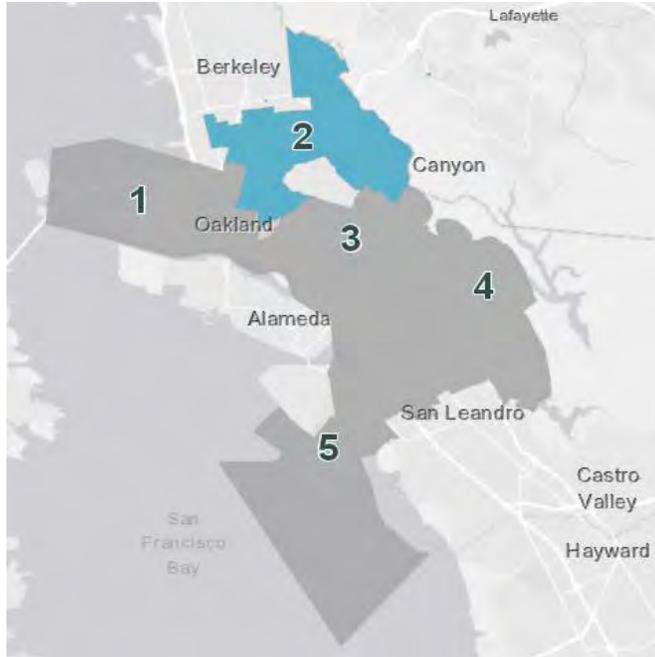
Source: OPD Weekly Crime Reports, January 2018 – June 2019.

Part 1 Crime Trends (2018-2019) in Area 1



DATA PROFILE

AREA 2: UPTOWN AND NORTH OAKLAND



COMMUNITY RESOURCE OFFICERS (CRO)

CRO Assignments: 96%

Top 3 SARAnet Projects:

- Crime (67%)
- Blight (27%)
- Encampment (21%).

SARAnet Projects

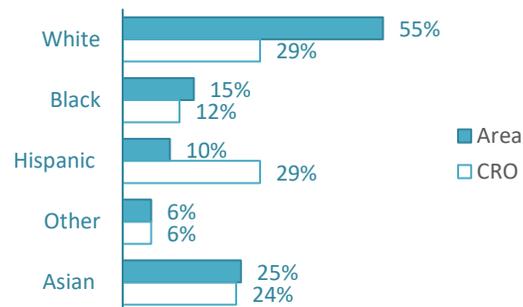
- Total Projects: 63
- New Projects: 43
- Closed Projects: 76%
- Average time in days: 154 days

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; OPD Weekly Crime Reports, January 2018 – June 2019; SARAnet Database, January 2018 – July 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRO Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CROs/Area

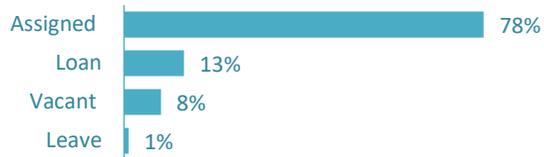


Crime Reduction Teams (CRT)

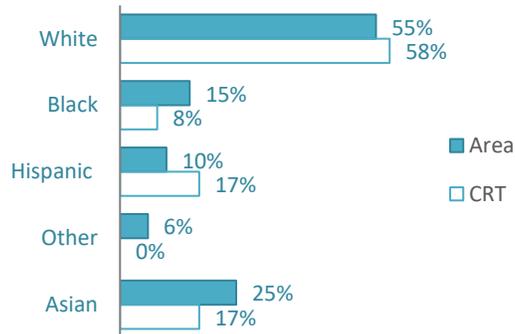
CRT Assignments: 78%

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRT Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CRTs/Area

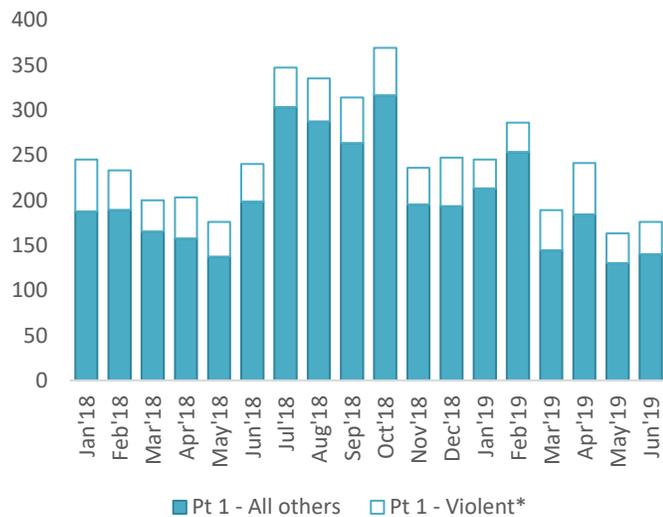


Crime Trends

*This category is a subset of Part 1 Crimes including murder, assault with a firearm, rape, robbery and burglary

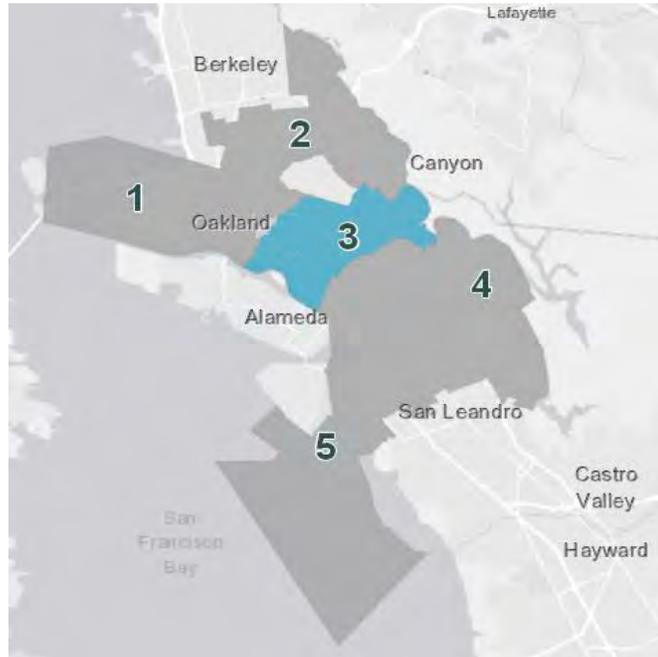
Source: OPD Weekly Crime Reports, January 2018 – June 2019.

Part 1 Crime Trends (2018-2019) in Area 2



DATA PROFILE

AREA 3: SAN ANTONIO, FRUITVALE, AND THE LOWER HILLS



COMMUNITY RESOURCE OFFICERS (CRO)

CRO Assignments: 94%

Top 3 SARAnet Projects:

- Crime (75%)
- Nuisance (19%)
- Blight (13%).

SARAnet Projects

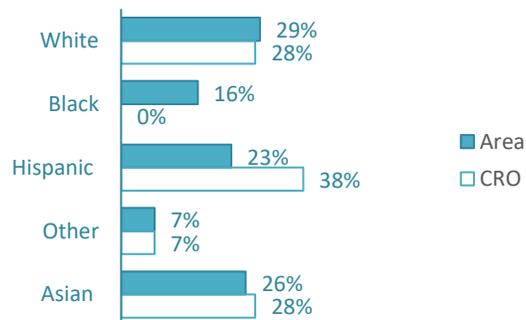
- Total Projects: 89
- New Projects: 61
- Closed Projects: 64%
- Average time in days: 160 days

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; OPD Weekly Crime Reports, January 2018 – June 2019; SARAnet Database, January 2018 – July 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRO Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CROs/Area

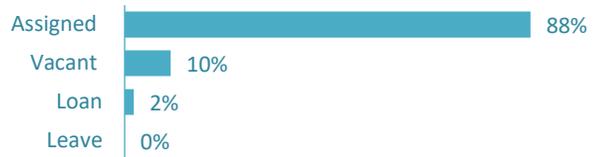


Crime Reduction Teams (CRT)

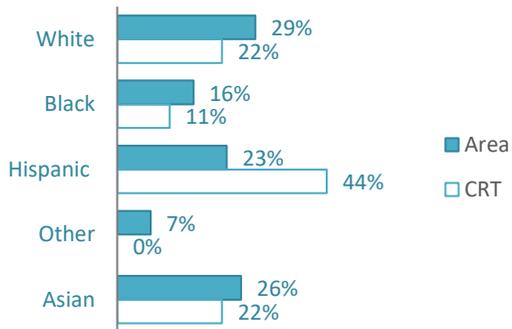
CRT Assignments: 88%

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRT Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CRTs/Area

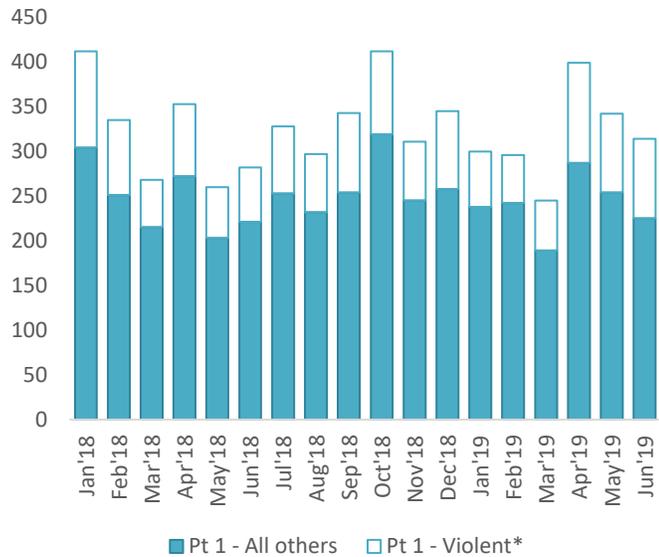


Crime Trends

*This category is a subset of Part 1 Crimes including murder, assault with a firearm, rape, robbery and burglary.

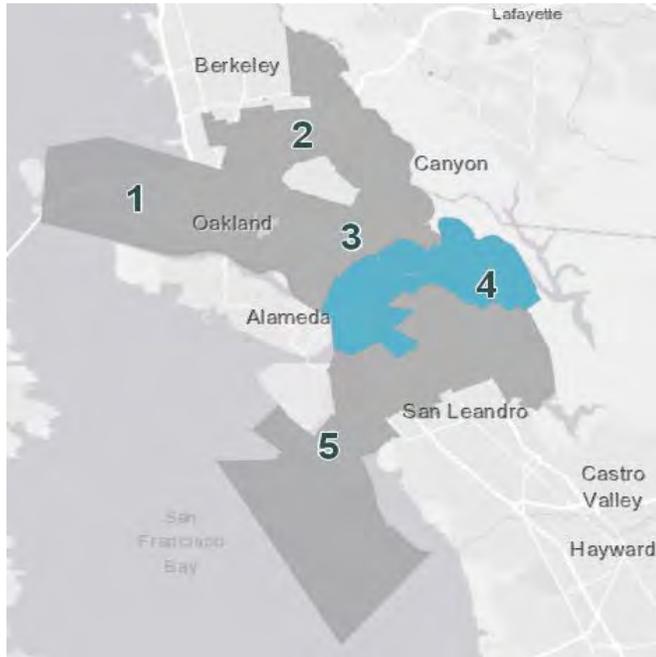
Source: OPD Weekly Crime Reports, January 2018 – June 2019.

Part 1 Crime Trends (2018-2019) in Area 3



DATA PROFILE

AREA 4: EAST OAKLAND, MILLS, AND LEONA



COMMUNITY RESOURCE OFFICERS (CRO)

CRO Assignments: 100%

Top 3 SARAnet Projects:

- Crime (68%)
- Blight (54%)
- Nuisance (24%).

SARAnet Projects

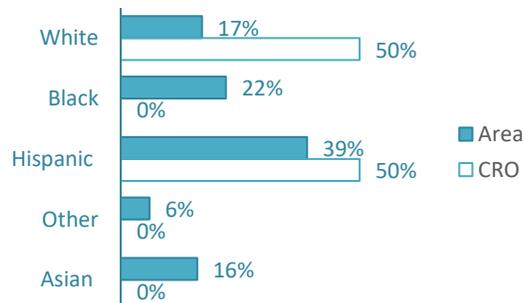
- Total Projects: 41
- New Projects: 16
- Closed Projects: 71%
- Average time in days: 365 days

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; OPD Weekly Crime Reports, January 2018 – June 2019; SARAnet Database, January 2018 – July 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRO Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CROS/Area

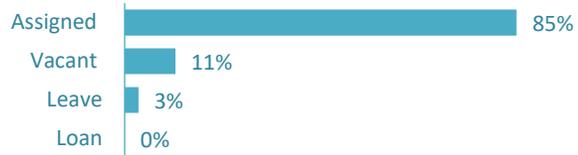


Crime Reduction Teams (CRT)

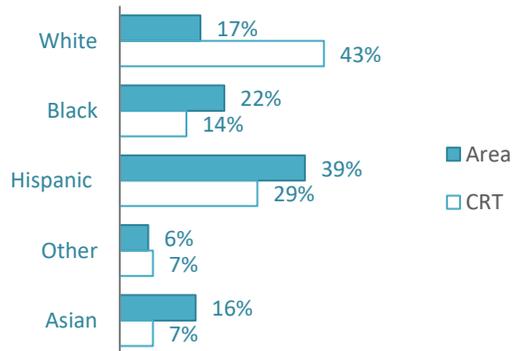
CRT Assignments: 85%

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRT Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CRTs/Area

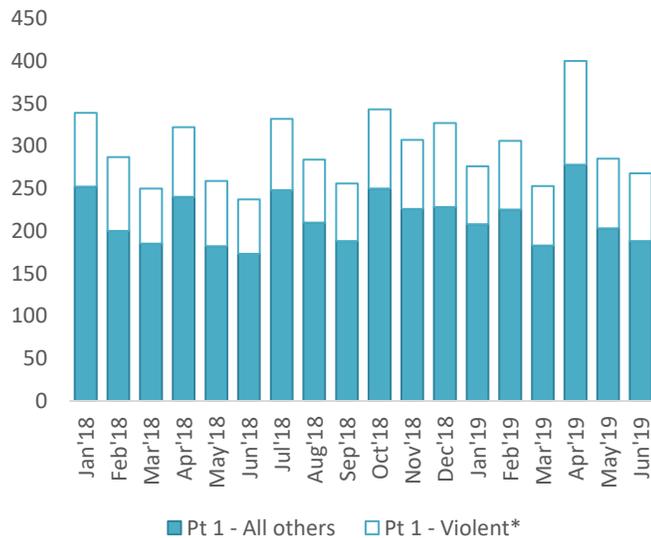


Crime Trends

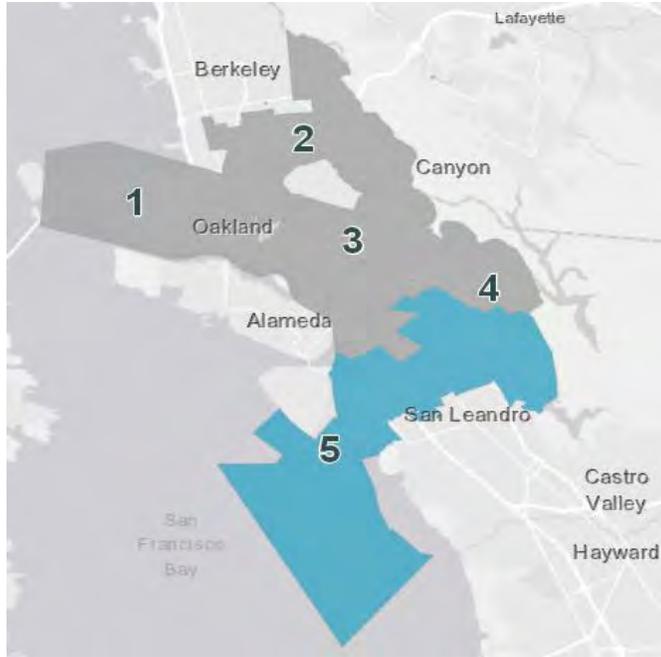
*This category is a subset of Part 1 Crimes including murder, assault with a firearm, rape, robbery and burglary.

Source: OPD Weekly Crime Reports, January 2018 – June 2019.

Part 1 Crime Trends (2018-2019) in Area 4



DATA PROFILE AREA 5: EAST OAKLAND AND KNOWLAND PARK



COMMUNITY RESOURCE OFFICERS (CRO)

CRO Assignments: 96%

Top 3 SARAnet Projects:

- Crime (67%)
- Nuisance (52%)
- Blight (48%).

SARAnet Projects

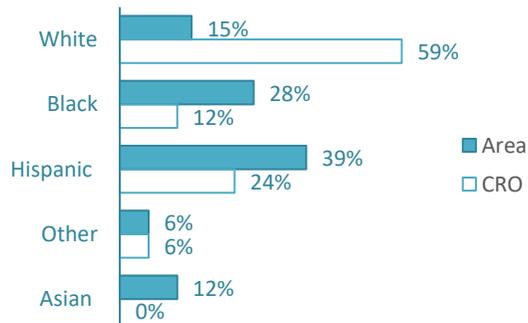
- Total Projects: 48
- New Projects: 31
- Closed Projects: 50%
- Average time in days: 367 days

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; OPD Weekly Crime Reports, January 2018 – June 2019; SARAnet Database, January 2018 – July 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRO Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CROs/Area

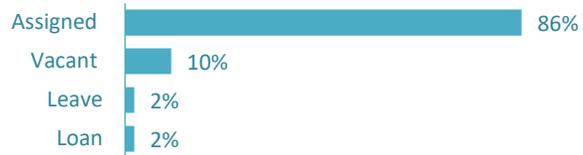


Crime Reduction Teams (CRT)

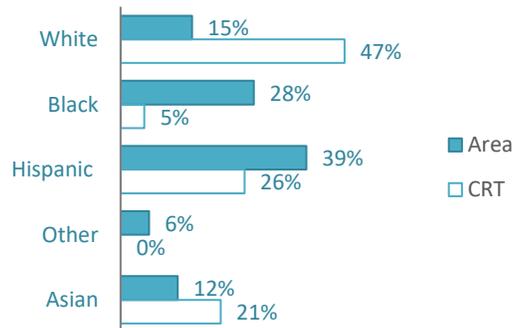
CRT Assignments: 86%

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRT Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CRTs/Area

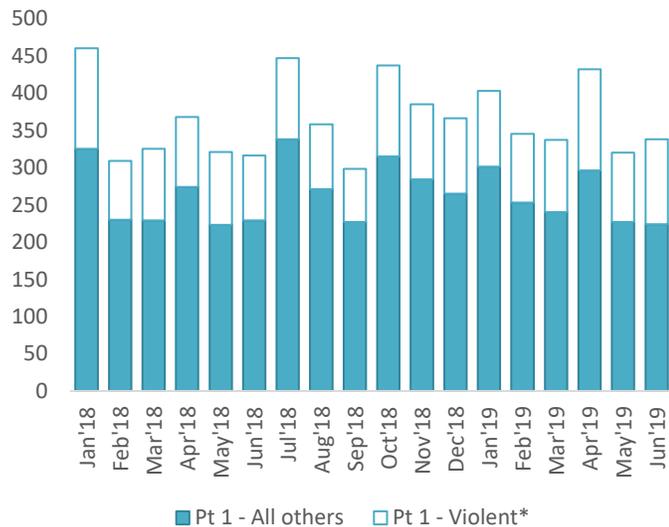


Crime Trends

*This category is a subset of Part 1 Crimes including murder, assault with a firearm, rape, robbery and burglary.

Source: OPD Weekly Crime Reports, January 2018 – June 2019.

Part 1 Crime Trends (2018-2019) in Area 5



Appendix B. Pilot Time Study Data Collection Tool

Officer ID: _____

Date: _____ Start Time: _____ Location: _____

Last Activity of Day? Yes

Completion Time: _____

***** MARK ALL ACTIVITIES AND OBJECTIVES THAT APPLY *****

Activity	Objective
<input type="checkbox"/> Crime Investigation	<input type="checkbox"/> Intelligence Based Policing
<input type="checkbox"/> Emergency Response	<input type="checkbox"/> Geographic (Hotspot) Policing
<input type="checkbox"/> CRO Projects	<input type="checkbox"/> Violence Reduction
<input type="checkbox"/> Traffic Operations	<input type="checkbox"/> Improved 911 Response Time
<input type="checkbox"/> Special Events	<input type="checkbox"/> Intervention Targeting At Risk Youth
<input type="checkbox"/> Operations	<input type="checkbox"/> Ceasefire
<input type="checkbox"/> Community Activities	<input type="checkbox"/> Community Policing
<input type="checkbox"/> NCPC Meetings	
<input type="checkbox"/> Administrative Meetings	
<input type="checkbox"/> Administrative Documentation	
<input type="checkbox"/> Jail Transport	
<input type="checkbox"/> Training	
<input type="checkbox"/> Crowd Management	
<input type="checkbox"/> Patrol	
<input type="checkbox"/> Other: _____	

Notes:

In Coordination with Other Units?

Internal to CRO/CRT Yes

External to CRO/CRT Yes

Officer ID: _____

Activity	Examples
Crime Investigation	Investigations, Searches, Evidence collection, Surveillance
Emergency Response	Priority calls, In progress calls, medical emergency
CRO Projects	SARANET projects
Traffic Operations	Traffic enforcement, Checkpoint support
Special Events	Music festivals, Street fairs, Celebrity event
Operations	Undercover activities, Asset development, Sideshows
Community Activities (Not including NCPC meetings)	Police Activities League, Living room meetings, Volunteering, Youth activities, Meeting with community businesses
NCPC Meetings	CRO required NCPC meetings
Administrative Meetings	Lineups, Debriefs
Administrative Documentation	Incident reports, Arrest reports
Jail Transport	Jail Transport
Crowd Management	Protests, Marches
Patrol	Patrol, High visibility patrol, Security checks, Bike patrol
Training	Training, Qualifications

MEMORANDUM

TO: Public Safety and Services Oversight Commission (SSOC)
FROM: Tonya Gilmore, City Administrator's Office, City Administrator's Office
DATE: 10-28-19
SUBJECT: Oakland Unite 2018—2019 Strategy Evaluation: Crisis Intervention for Commercially Sexually Exploited Youth Report by Mathematica Policy Research

SUMMARY AND BACKGROUND:

The attached Oakland Unite 2018—2019 Strategy Evaluation: Crisis Intervention for Commercially Sexually Exploited Youth Report describes the agencies and crisis intervention services funded through the Safety and Services Act of 2014 (Measure Z) and administered by Oakland Unite in the Human Services Department (HSD). Services under Measure Z began in January 2016; this report covers the 2016 through 2018 period.

Based on the recommendation of the Safety and Services Oversight Commission, the City contracted with an independent research organization, Mathematica Policy Research, to conduct evaluation of Oakland Unite violence intervention programs and services. The strategy evaluation provides an in-depth analysis of the implementation of the commercially sexually exploited youth intervention strategy and its role in the local policy context. Some key highlights to note:

- Agencies serve the intended population of girls and young women of color with a history of victimization, contact with law enforcement, and school disengagement;
- Agencies are following many best practices in their work; and
- Although the services offered by Oakland Unite agencies focus on short-term crisis response, many youth return for support over time.

NEXT STEPS:

The report is presented for discussion by Commission members, after which it will be presented to the Public Safety Committee of City Council.

ATTACHMENTS:

Attachment A: Oakland Unite 2018-2019 Strategy Evaluation: Crisis Intervention for Commercially Sexually Exploited Youth

Oakland Unite 2018–2019 Strategy Evaluation: Crisis Intervention for Commercially Sexually Exploited Youth

October 18, 2019

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Submitted to:

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LIST OF ACRONYMS AND ABBREVIATIONS

Assessment Center	Alameda County Assessment Center
AC United	Alameda County United Against Human Trafficking Advisory Council
ACDAO	Alameda County District Attorney's Office
ACDCFS	Alameda County Department of Children and Families Services
ACGC	Alameda County Girls' Court
ACOE	Alameda County Office of Education
ACPD	Alameda County Probation Department
ACT	Acknowledge, Commit, Transform (Massachusetts)
BAWAR	Bay Area Women Against Rape
CASE Act (the) City	California Against Slavery and Exploitation Act City of Oakland
CSE	commercial sexual exploitation
CSEC	commercially sexually exploited children
CSE youth	commercially sexually exploited youth
CTVPA	California Trafficking Victims Protection Act
DCFS	Department of Children and Family Services (of Los Angeles County)
DreamCatcher	DreamCatcher Youth Services (a program of Covenant House)
EESS	education and employment support services
GEMS	Girls Educational and Mentoring Services
HEAT Watch	Human Exploitation and Trafficking Watch
LGBTQI	lesbian, gay, bisexual, transgender, queer or questioning, or intersex
MISSEY	Motivating, Inspiring, Supporting & Serving Sexually Exploited Youth
OPD	Oakland Police Department
OUSD	Oakland Unified School District
RIP	Runaway Intervention Program
RYSE	Resilient Young Adult Survivor Empowerment program
SARC	Sexual Assault Resource Center
STAR	Sisters Transforming and Rising
STRYDE	Survivors Together Reaching Your Dreams Empowerment
TAY	transitional age youth

TVPA	Victims of Trafficking and Violence Protection Act
VSAC	Victim Service Advisory Committee
WCCC	WestCoast Children's Clinic

EXECUTIVE SUMMARY

Insights on Oakland Unite’s commercially sexually exploited youth intervention

Background

Oakland Unite aims to interrupt and prevent violence by focusing on the youth and young adults in Oakland who are at highest risk of direct exposure to violence, violent victimization, and active involvement in violence. Oakland Unite administers grants to community-based organizations through a diverse set of strategies and sub-strategies to accomplish this goal.

The commercially sexually exploited youth (CSE youth) intervention sub-strategy offers funding for services that support youth at risk of or experiencing commercial sexual exploitation. In particular, it aims to help survivors meet their immediate needs for safety and be connected to resources to aid them on their path to healing and stability. The sub-strategy funds outreach and crisis response, emergency housing, safe spaces, and wraparound supports. In addition, it funds training efforts to strengthen the capacity of the Oakland Unite network and local law enforcement agencies to identify and respond to CSE youth.

This 2018–2019 strategy evaluation report provides an in-depth analysis of the implementation of the CSE youth intervention sub-strategy and its role in the local policy context.

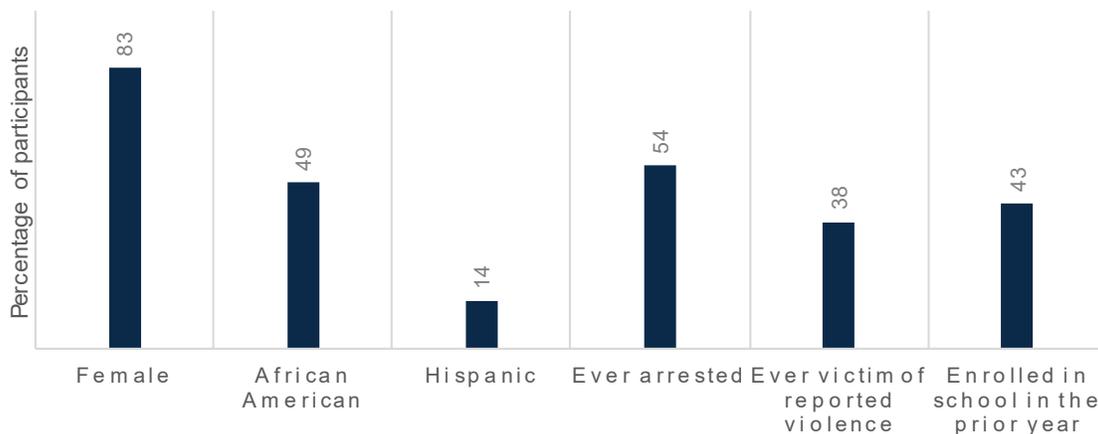
Key Findings



Agencies serve the intended population of girls and young women of color with a history of victimization, contact with law enforcement, and school disengagement.

The profile of participants was consistent with other research on CSE youth, suggesting that agencies are serving the intended population.

Figure E.1. Background characteristics of CSE youth participants in Oakland Unite



Best practices for supporting CSE youth

- Develop a shared definition and validated method to identify CSE youth
- Take a trauma-informed approach to services
- Assess CSE youth's readiness for change and tailor services to their needs
- Take a long-term, flexible approach to services
- Provide a reliable, stable relationship with a caring adult
- Employ providers with expertise in CSE or lived experience
- Help youth rebuild family and community ties



Agencies are following many best practices in their work. Agencies have a shared understanding of the CSE youth population, which is grounded in the expertise and lived experience of providers. Staff take into account participants' readiness for change and tailor services to the individual. In addition, the agencies have a flexible open-door policy that allows youth to return for services as needed.

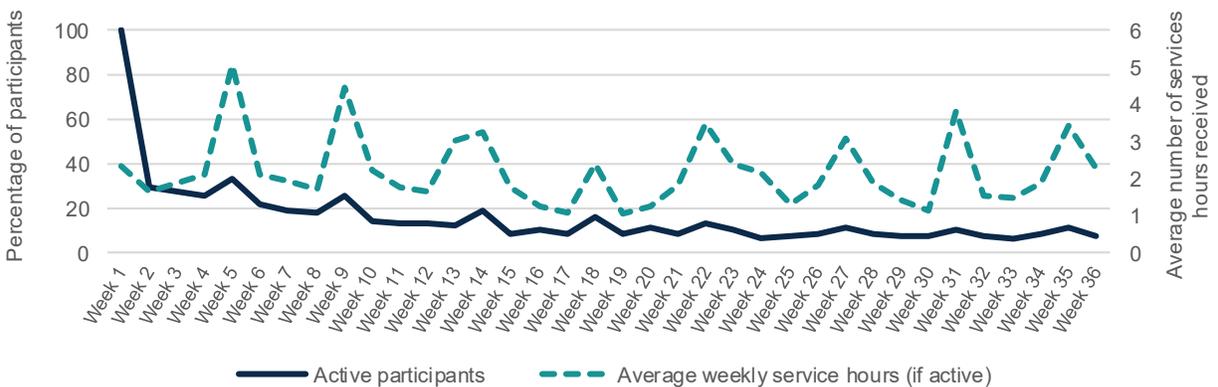


Oakland Unite's decision to expand age eligibility for this sub-strategy will allow agencies to support transitional age youth (TAY), who have been an underserved group with different needs. TAY appear less likely to be in a moment of crisis and are perceived to be more ready to make a change in their lives when they come to services. However, they often are too old to receive needed supports and have different needs related to housing, employment, and child care than younger participants. The recently expanded age eligibility should enable agencies to better support these older youth.



Although the services offered by Oakland Unite agencies focus on short-term crisis response, many youth return for support over time. Almost half of participants receive support over multiple service periods. Their engagement with services spikes every few weeks, with youth returning and receiving a higher intensity of services from time to time. These patterns suggest that some youth build a continuum of care by returning to the agencies as needed after their initial crisis has been addressed.

Figure E.2. CSE youth participants' weekly engagement and service hours received





CSE youth’s unmet needs include mental health support; stable relationships with caring adults; and safe, stable housing. Oakland Unite agencies focus on helping youth through crisis response and stabilization. However, the unmet needs that were identified may require longer-term care and relationship building, either through Oakland Unite or other partners.



Despite strong collaboration within the sub-strategy, there is room for more cross-referrals as well as greater collaboration with other Oakland Unite strategies. Although the sub-strategy is designed to meet different needs of CSE youth, only 13 percent of participants received services from more than one CSE youth intervention agency. A larger share received services from another Oakland Unite sub-strategy (21 percent), but most were minors from a single agency offering services in two strategies.



Although agencies serving CSE youth have a shared understanding of the population, the broader violence prevention community does not have a standard identification process. Despite various efforts to develop protocols and tools to help youth-serving adults identify signs of CSE, the process of identifying and referring youth at risk of or experiencing CSE does not appear to be standardized in Oakland.



Multiple agencies and branches of government are tackling the issue of CSE in Alameda County, but a cohesive strategy is lacking. Various initiatives have attempted to create a more coordinated system of addressing CSE youth, but the county has not yet achieved a cohesive strategy. Different informants indicated that stakeholders need to have better communication and collaboration.

Considerations for Oakland Unite

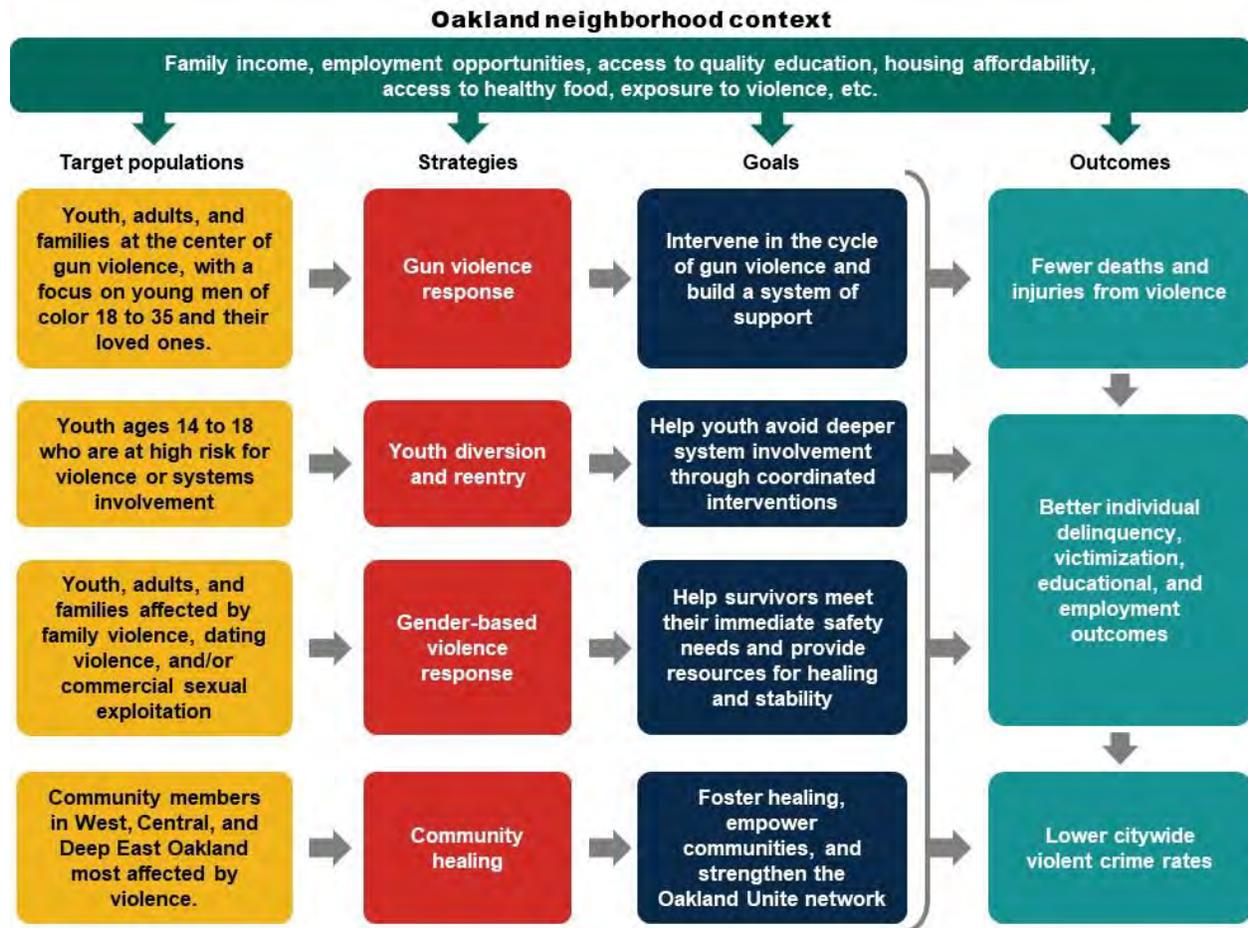
- Continue to develop standards of practice for CSE youth intervention agencies
- Support agencies in collecting additional participant data that can be used for continuous improvement
- Continue to integrate CSE and other gender-based violence responses into broader violence prevention efforts
- Promote a shared understanding of CSE youth identification and response across the county through advocacy, protocols, training, and research
- Explore areas for future research, such as assessing the effectiveness of crisis response services and identifying factors that predict youth CSE

I. INTRODUCTION

Background

Oakland Unite administers and supports grants to agencies offering community-based violence prevention programs in Oakland, California. The Violence Prevention and Public Safety Act of 2004, also known as Measure Y, raised funds for community-based violence prevention programs and policing and fire safety personnel through a parcel tax on Oakland property and a parking tax assessment. In 2014, Oakland residents voted to extend these levies for 10 years through Measure Z, which now raises about \$27 million annually, to focus efforts on specific types of serious violence, including gun and gender-based violence. Measure Z funds violence prevention programs, police officers, fire services, and evaluation services. Roughly 40 percent of these funds are invested in community-based violence prevention programs through Oakland Unite, which is part of the City of Oakland (the City) Human Services Department.

Figure I.1. Conceptual model of Oakland Unite

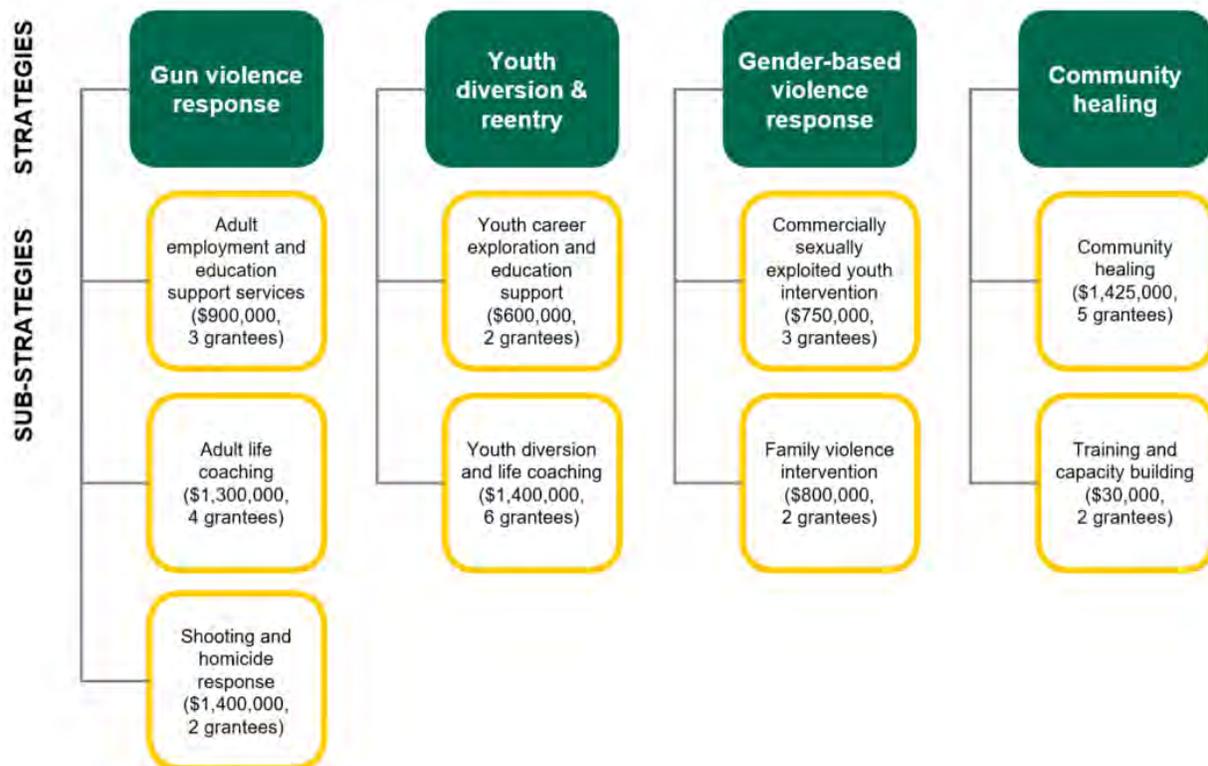


Note: Oakland Unite prepares a new spending plan every two to three years. This figure reflects the strategies in the 2019–2020 plan, which changed the strategy structure and names from previous years.

As part of this citywide effort, Oakland Unite aims to interrupt and prevent violence by focusing on the youth and young adults in Oakland who are at highest risk of direct exposure to violence, violent victimization, and active involvement in violence. Figure I.1 illustrates the relationship between Oakland’s neighborhood contexts, Oakland Unite strategies, and the outcomes Oakland Unite is designed to affect. Neighborhood context—including exposure to violence and access to quality education, affordable housing, and employment opportunities—affect the population served by Oakland Unite. The strategies thus focus on improving outcomes for those most disproportionately affected by these factors. Other parts of Measure Z, such as Ceasefire, Oakland Police Department (OPD) crime reduction teams, community resource officers, and emergency response through the Oakland Fire Department, are outside of the purview of Oakland Unite and this evaluation, but play important roles in the city’s efforts to reduce violence.

During fiscal year 2019–2020, Oakland Unite is administering \$8,605,000 in 29 grants. Oakland Unite administers grants through a diverse set of strategies and sub-strategies to accomplish violence prevention and reduction. Every two to three years, Oakland Unite prepares a new spending plan based on community input and evaluation findings. Figure I.2 summarizes the four strategies (gun violence response, youth diversion and reentry, gender-based violence response, and community healing) and nine sub-strategies supported in the current period.

Figure I.2. Oakland Unite funding amounts for fiscal year 2019–2020



Source: Documents provided by Oakland Unite.

This most recent spending plan changed the structure and names of the strategies and sub-strategies. Previously, the strategies were life coaching, education and economic self-sufficiency, violent incident and crisis response, community asset building, and innovation. Detailed information about the services provided by Oakland Unite agencies in 2016–2018 is available in the 2016–2018 agency report ([Eslami et al. 2019](#)).

Under Measure Z, the City funds an independent evaluation of Oakland Unite. The four-year evaluation conducted by Mathematica includes three components: (1) annual evaluations that assess the implementation and effectiveness of a selection of Oakland Unite strategies, (2) annual snapshots that summarize the work of each Oakland Unite agency, and (3) a comprehensive evaluation that will study the impact of select Oakland Unite programs from 2016 to 2020. Table I.1 summarizes the main findings from the first two strategy-level evaluations. In this 2018–2019 strategy evaluation, we present an in-depth analysis of the implementation of the commercially sexually exploited youth (CSE youth) intervention sub-strategy and its role in the local policy context.¹ The report focuses on services provided from 2016 to 2018, described more fully in Chapter II.

Table I.1. Summary of past strategy-level evaluation findings

Evaluation year	Sub-strategies evaluated	Summary of main findings
2016–2017	Adult life coaching and employment and education support (Gonzalez et al. 2017)	<ul style="list-style-type: none"> • Adult life coaching reduces short-term arrests for violent offenses in the 6 months after services but has limited impact on arrests for any offense. • Adult EESS decrease short-term arrests both for any offense and for a violent offense.
2017–2018	Youth life coaching and employment and education support (EES) (Gonzalez et al. 2019)	<ul style="list-style-type: none"> • Youth life coaching reduces school dropout and short-term arrests for violence but has limited impact on 12-month arrest rates. • Youth EESS reduce school dropout but have limited impact on 12-month arrest rates.

Data

To learn about how the CSE youth intervention sub-strategy was implemented, we collected and analyzed qualitative and quantitative information about agencies and participants. Qualitative data collection included site visits with semistructured interviews at each of the three agencies funded by this sub-strategy, interviews with key informants with expertise working with CSE youth, and a review of documents and materials provided by Oakland Unite and agency staff. In addition, we conducted a survey to gather information about Oakland Unite directly from a subset of participants. Finally, we collected multiple years of administrative data from various sources, as listed in Table II.1. Appendix A contains more detailed descriptions of each data source.

¹ Until the 2019–2020 fiscal year, the sub-strategy was known as the commercially sexually exploited children (CSEC) intervention strategy.

Table I.2. Data sources

Data source	Description
Agency visits with semistructured interviews	During visits to each agency conducted in winter 2017 and summer 2019, the evaluation team conducted semistructured interviews with agency staff members, including managers and line staff.
Key informant interviews	In August 2019, the team conducted interviews with six key informants with backgrounds in policy and advocacy, law enforcement, community health, and coalition building.
Review of documents and materials	The team reviewed materials provided by Oakland Unite staff as well as materials collected directly from agencies during the site visits, such as scopes of work, agency budgets, and intake forms.
Participant survey	General topics of the participant survey included satisfaction with services, thoughts about the future, and experiences with violence. The team fielded surveys at each agency during September and October 2018, with 28 CSE youth intervention participants taking part.
Administrative data	The team collected school enrollment, attendance, behavior, and academic data from the Oakland Unified School District and Alameda County Office of Education; information on arrests, convictions, and dispositions from the Alameda County Probation Department; information on arrest and victimization incidents from the Oakland Police Department; and service and participant information from Oakland Unite’s Cityspan database.

To link information on the same individual across the multiple sources of administrative data, we used identifying information, including first and last name, date of birth, gender, and address. Oakland Unite participants had to provide consent before their identifying information could be shared with evaluators, which 69 percent of participants in the CSE youth intervention consented to do.² Individuals who did not consent to share their personal information are included in descriptive statistics about services received but excluded from any analyses of victimization, arrests, probation, and schooling, which require linking participants to other administrative data.

We used a mix of qualitative and quantitative methods to assess the implementation of the sub-strategy, including reviewing materials provided by Oakland Unite, analyzing interview responses within and across agencies to highlight key themes, and summarizing participant survey and administrative data about services and participants.

Limitations

Although the data sources and methods used for this report provided rich information about the CSE youth intervention sub-strategy, our analysis has the following limitations:

- **The evaluation does not assess the impact of services on youth outcomes.** Although we have assessed the impact of services on participant outcomes in other strategy-level

² This consent rate is based on all participants who received services between January 1, 2016, and December 31, 2018. Consent rates varied across the three agencies as follows: Bay Area Women Against Rape (66 percent), DreamCatcher Youth Services (79 percent), and Motivating, Inspiring, Supporting and Serving Sexually Exploited Youth (73 percent).

evaluations, we determined in partnership with Oakland Unite that an impact evaluation of the CSE youth intervention sub-strategy was not appropriate for this report. The services funded by Oakland Unite to date have focused on short-term crisis response, with over half of participants receiving fewer than five hours of services. Thus, we did not have a clear hypothesis about the impact of participation on victimization, arrest, and schooling outcomes measurable in the available administrative data. In addition, limited baseline data were available to match participants to an appropriate comparison group. Without a comparison group of youth at similar risk of exploitation who did not receive services from Oakland Unite CSE agencies, we could not reliably determine whether any changes in outcomes resulted from participation in Oakland Unite. Rather than assess the effectiveness of services, this report evaluates the implementation of those services and analyzes the role of Oakland Unite's CSE youth intervention sub-strategy in the local policy context.

- **The report excludes educational, criminal justice, and victimization data not reported in the available sources.** The available education data only included public, noncharter schools in the Oakland Unified School District (OUSD) and Alameda County Office of Education (ACOE). Youth enrolled in other types of schools in Alameda County or beyond would be missing from these sources. Similarly, the report used criminal justice data reported by Alameda County Probation Department (ACPD) or OPD, which would not include incidents outside of these jurisdictions. Finally, victimization data only reflected incidents reported to OPD, which is subject to underreporting, and frequently lacked complete personally identifiable information needed to link to other records.
- **Analyses of educational, criminal justice, and victimization data were limited to participants who consented to have their information matched to other data sources.** Thirty-one percent of CSE youth intervention participants did not consent to share their identifiable information. Individuals who do not consent to participate in the evaluation may differ from those who do. For example, Oakland Unite data show that CSE youth who did not consent received fewer service hours, on average, than those who consented.
- **The perspectives collected through surveys and interviews may not reflect the perspectives of all stakeholders.** Participant surveys were conducted with a small sample of participants who happened to be present or were selected by the agency. In addition, participants (as well as the staff and key informants we interviewed) could have provided responses that they felt would reflect favorably upon themselves or their agencies. Finally, key informant interviews reflect the perspectives of a limited number of stakeholders.

Overview of the report

The rest of this report is organized as follows: in Chapter II, we present contextual information about the policy and evidence landscape in which Oakland Unite's CSE youth intervention sub-strategy operates. We describe the implementation findings for the sub-strategy in Chapter III. In Chapter IV, we conclude the report and suggest considerations and areas of research for the future. Appendix A has additional information on the CSE policy context and provides examples of related efforts and promising programs in other parts of the country. Appendix B has additional details about the evaluation's data collection and processing.

II. POLICY AND EVIDENCE LANDSCAPE

In this chapter, we provide contextual information about the policy and evidence landscape in which Oakland Unite’s CSE youth intervention sub-strategy operates. After providing an overview of the sub-strategy, we discuss what is known about CSE youth in Oakland and Alameda County, summarize the local policy context, and present best practices for supporting CSE youth. Additional information on relevant policies and initiatives and promising programs is available in Appendix A.

Overview of the CSE youth intervention sub-strategy

The CSE youth intervention sub-strategy offers funding for services that support youth at risk of or experiencing commercial sexual exploitation. In particular, it aims to help survivors meet their immediate needs for safety and to be connected to resources to aid them on their path to healing and stability. The sub-strategy funds outreach and crisis response, emergency housing, safe spaces, and wraparound supports. In addition, it funds training efforts to strengthen the capacity of the Oakland Unite network and local law enforcement agencies to identify and respond to CSE youth. Given its focus on victims of CSE, the sub-strategy primarily (though not exclusively) focuses on young women, girls, and people who identify as LGBTQI (lesbian, gay, bisexual, transgender, queer or questioning, or intersex). Referrals are intended to come from multiple sources, including OPD, Alameda County Juvenile Probation, the Alameda County District Attorney’s Office (ACDAO), the Family Justice Center, Alameda County Girls’ Court (ACGC)³, OUSD and Highland Hospital. Figure II.1 provides a summary of the three agencies in this sub-strategy.

Over the years, the sub-strategy has expanded its focus and level of investment. During the 2016–2017 fiscal year, Oakland Unite funded these three agencies for a combined grant amount of \$153,000. The following fiscal year, the combined amount grew to \$428,710. In 2019–2020, the three agencies received a combined total of \$750,000. In addition to reflecting a growing emphasis on gender-based violence by Oakland Unite, the increased funding level reflects Oakland Unite’s decision to fund fewer grants overall for larger amounts and to support increases in indirect cost allowances and higher salaries for direct service staff.

The target population for the sub-strategy also expanded in the most recent grant period. Initially, the sub-strategy focused on children and youth age 18 and younger who were or had been sexually exploited. Figure II.2 presents the number of youth that received services in each calendar year covered in this report (2016 to 2018). Each year, a small share of youth 18 or older received services. As of July 2019, the priority population now includes children and young adults ages 12 to 25 who are at risk of exploitation or were or had been exploited.

³Alameda County Girls’ Court (ACGC) is no longer in operation.

Figure II.1. CSE youth intervention agencies



The **Bay Area Women Against Rape (BAWAR)** Sexually Exploited Minors program offers crisis response services to youth 18 and younger who have been sexually exploited or are at risk of commercial sexual exploitation. BAWAR staff conduct outreach in coordination with community partners. Following outreach, staff provide first responder crisis intervention and stabilization services. BAWAR also conducts community trainings and outreach events for local agencies and schools to increase awareness of sexual assault and exploitation.



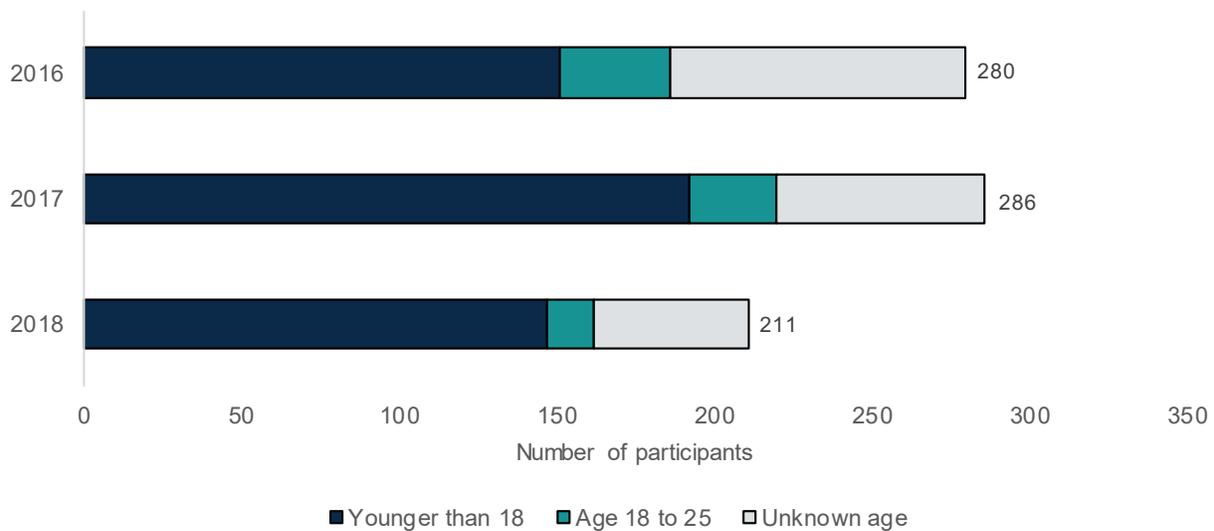
Dream Catcher Youth Services, a program of Covenant House California, serves homeless youth ages 13 to 17 who are at high risk of commercial sexual exploitation, providing them with emergency shelter, crisis intervention, and stabilization support. This includes Nika's Place, an eight-bed shelter for female-identified youth escaping commercial sexual exploitation, a 12-bed DreamCatcher shelter (open to homeless youth more broadly), an adolescent medical clinic, and a drop-in wellness center.



Motivating, Inspiring, Supporting & Serving Sexually Exploited Youth (MISSEY) offers the Sisters Transforming and Rising (STAR) Center, a daily drop-in center that serves as a safe space for female, femme, and nonbinary youth ages 12 to 25 impacted by commercial sexual exploitation. The drop-in center offers group activities for youth as well as a safe space where youth can spend time and develop positive relationships with peers and adults. Additionally, the drop-in center acts as a crisis response center for youth who need immediate assistance.

Source: Documents provided by Oakland Unite, agency websites, and interviews with agency staff.

Figure II.2. Number of participants served by the CSE youth intervention strategy, by year



Source: Cityspan.

Notes: Age is based on the date when the participant began receiving services.

Oakland Unite’s approach to this sub-strategy is aligned to the California Department of Social Services CSEC Program guidelines, which state that commercial sexual exploitation should be understood as child abuse and therefore victims should not be criminalized (Child Welfare Council CSEC Action Team 2015). The state outlines a three-tiered response to support CSEC,

ranging from immediate crisis response in the first 72 hours, initial services provided within 10 to 14 days to address the youth's immediate safety needs, and ongoing support that involves case planning and coordination. The three programs funded by Oakland Unite—BAWAR, DreamCatcher, and MISSEY—focus primarily on immediate crisis response and initial services and are intended to work together to serve youths' needs. BAWAR primarily offers immediate crisis response services, DreamCatcher offers emergency shelter and access to on-site medical and mental health support, and MISSEY offers a drop-in center with group activities and access to case management.⁴ All three agencies also refer youth to outside services.

CSE youth in Oakland

Sexual exploitation of youth is prevalent in the Bay Area, which has been identified as a high intensity child prostitution area by the Federal Bureau of Investigation (Department of Justice, Office of the Inspector General, 2009). However, limited information exists on the current size of the CSE youth population in the region. Human Exploitation and Trafficking (HEAT) Watch, an initiative founded by ACDAO to combat human trafficking, reports that 851 minors identified as being at risk for or already involved in CSE were referred to case review meetings between January 2011 and December 2018—an average of 106 minors per year (HEAT Watch 2019). These numbers include, but are not limited to, youth who were involved in the juvenile justice system, social services, other government agencies, or community-based organizations. During this same period, an average of 220 individuals age 25 and younger were arrested in Alameda County for prostitution each year. Before the decriminalization of child sex trafficking victims in 2017, this number included an average of 40 minors each year (Figure II.3). In years past, local law enforcement estimated that approximately 100 children were sold for sex in Oakland on a given night (Grady 2010).

As part of the SafetyNet case review program, ACDAO has collected information about participating CSE youth's demographics and risk factors (HEAT Watch 2019). Among these youth, the vast majority were female (98 percent) and predominantly African American (64 percent) or Latino (15 percent). Their most common risk factors included having a juvenile arrest history (80 percent), prior victimization (72 percent), runaway history (66 percent), juvenile probation history (65 percent), history of drug use (53 percent), and chronic absenteeism from school (46 percent). Other risk factors included family criminal history and being or having been in the custody of social services.

A study by WestCoast Children's Clinic (WCCC) gathered rich information on the challenges faced by CSEC in Oakland and surrounding cities (Basson et al. 2012). The study's sample consisted of 113 girls and young women ages 10 to 24 who were clients of WCCC and partner agencies. In most cases, youth experienced the onset of exploitation by age 14. In addition to identifying demographics and risk factors similar to those described by HEAT Watch, the study found that 75 percent of the youth had experienced child abuse or neglect, including severe or repeated episodes; sexual abuse; emotional abuse; physical abuse; and family violence. Many of the youth also had unstable housing situations: 21 percent lived in a transient household (where

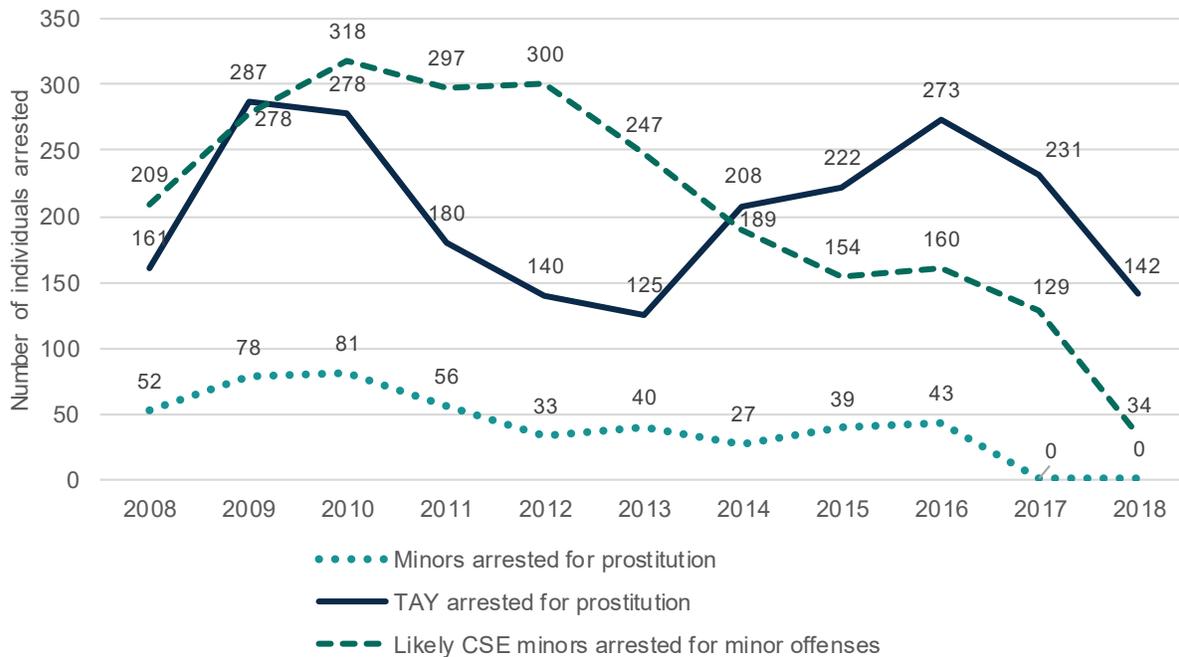
⁴ Intensive case management was supported by Oakland Unite's youth life coaching sub-strategy.

many family members, acquaintances, or others live for periods of time or come and go sporadically), and 48 percent experienced foster care placement disruptions. The study identified extensive mental health needs, including depression, anxiety, anger control, and attachment disorder in over half the sample. In addition, the majority of the youth did not understand that they were being exploited.

Local policy context

Since the federal Victims of Trafficking and Violence Protection Act (TVPA) passed in 2000, California has increased efforts to support CSE youth. Most recently, California followed the lead of multiple other states by passing a safe harbor law, Senate Bill 1322, which took effect in 2017 and prohibits arrest of minors younger than 18 on prostitution, loitering, or solicitation charges. In 2016, 51 minors and 349 transitional age youth (TAY) were arrested for prostitution in Alameda County (Figure II.3). Following Senate Bill 1322, no more minors were arrested for prostitution in Alameda County. The number of TAY arrested for prostitution also decreased after 2016, down to 142 in 2018. The Human Rights Center suggests that although this change in the law represented a “significant paradigm shift” in how law enforcement and the public perceive the victimization of CSEC, police could potentially shift to arresting CSEC for other offenses (Alrabe and Stover 2018). However, the number of likely CSEC who were arrested in Alameda County for minor offenses also decreased after the law went into effect (Figure II.3).

Figure II.3. Individuals arrested for prostitution and likely CSEC arrested for minor offenses in Alameda County, 2008–2018



Source: OPD and ACPD data.

Notes: Likely CSE minors in a given year are youth younger than 18 who ever had a reported victimization incident related to prostitution or human trafficking, or were ever arrested for a runaway or prostitution offense. Minor offenses include status, delinquent, and misdemeanor offenses.

Prior to Senate Bill 1322, local law enforcement partnered with BAWAR to provide immediate support during prostitution sting operations. Before its dissolution following the passage of Senate Bill 1322, the Alameda County Girls Court (ACGC), a gender-specific court at the Juvenile Justice Center, provided a dedicated judicial proceeding for girls who had been exploited or were at risk of exploitation, following victim-centered protocols. ACPD also partnered with MISSEY and WCCC to counsel CSEC in juvenile hall and worked with BAWAR to administer a victim assessment.

Outside of the justice system, the Alameda County Department of Children and Families Services (ACDCFS) works with community providers and partners to identify victims of CSE and address their needs. ACDCFS operates the Alameda County Assessment Center, an unlocked facility where most children are taken when they are first removed from their homes due to abuse or neglect. Following Senate Bill 1322, law enforcement also take CSEC to the Assessment Center. Physical and mental health assessments are administered there, and advocates from MISSEY are present to talk to youth, connect them to appropriate providers, and follow up as needed for up to 120 days (Walker 2013). MISSEY advocates also train placement staff at the Assessment Center as well as foster parents and group home workers.

Within Alameda County, HEAT Watch has served as a hub for efforts to develop a coordinated response to supporting CSEC. In 2010, ACDAO worked with health care, law enforcement, and service providers to create HEAT Watch, a collaborative strategy for combating human trafficking (HEAT Watch 2019). In 2017, the Alameda County United Against Human Trafficking Advisory Council, or AC United, was formed as a collaborative project led by ACDAO and the Alameda County Social Services Agency to increase the services available for preventing and intervening in human trafficking, close gaps in critical services for victims, and enhance coordination of awareness and outreach efforts (HEAT Watch 2019). It is comprised of 83 partners, including county and city government agencies, law enforcement, hospitals, and community-based organizations. The manager of Oakland Unite serves as co-chair of AC United, along with the county's district attorney. BAWAR, DreamCatcher, and MISSEY are also part of AC United.

Best practices for supporting CSE youth

Based on related efforts in other regions, promising programs for CSE youth, and existing research, we identified a number of best practices for serving CSE youth. For detailed examples of related efforts and promising programs, see Appendix A.

- **Develop a shared definition and validated method to identify CSE youth.** Stakeholders should develop a common definition of CSE youth across social services, law enforcement, and care providers (Clawson and Grace 2007; Moynihan et al. 2018). Implementing routine screening practices may be more effective than identification strategies that rely on individual practitioners' intuition (and therefore, potential assumptions) about CSE youth. Agreeing on a validated assessment tool to identify CSE victims can be an important first step (Dierkhising et al. 2016). For instance, Simich et al. (2014) developed a screening and assessment tool to identify CSEC.

- **Take a trauma-informed approach to services.** The Child Welfare Council CSEC Action Team (2015) recommends that interventions and services be trauma-informed, victim-centered, strengths-based, and culturally sensitive. Core elements of trauma-informed care include safety, trustworthiness, collaboration, empowerment, choice, and cultural relevance. Providing on-going information to both staff and victims about trauma and responses to trauma can help build an understanding of behaviors, the impact of trauma on victims, and the secondary impact on staff (Downey 2019).
- **Assess CSE youth’s readiness for change and tailor services to their needs.** There is some evidence that programs for CSE youth with theoretical underpinnings may be more effective (Moynihan et al. 2018; Thompson et al. 2011). An example is the Stages of Change model, which both Girls Educational and Mentoring Services (GEMS) and Acknowledge, Commit, Transform (ACT) use to identify where youth lie on the continuum and direct them to the services that best meet their needs. (In the Stages of Change model, individuals move in a cycle through pre-contemplation, contemplation, preparation, action, maintenance, relapse, and back to pre-contemplation.) Another theoretical model is the harm reduction model, which in the context of CSE youth focuses on meeting youth where they currently are in their lives. Harm reduction operationalizes the tenets of trauma-informed care with the recognition that trauma impacts a victim’s ability to discern danger from safety (Downey 2019).
- **Take a long-term, flexible approach to services.** Both continuity of care and the provision of long-term services are essential in addressing the needs of CSE victims, who often relapse to exploitation many times before permanently leaving their exploiters (Basson et al. 2012; Child Welfare Council CSEC Action Team 2015). Providers must understand the dynamics of CSE youth, including the gradual process of change. However, many programs aim to reach a broader population of CSE youth and only have the resources to serve shorter-term needs, such as crisis support, basic food or clothing needs, and safety planning. To counter these limitations, it is important for service providers to maintain an open door policy for participants (Gibbs et al. 2015).
- **Provide a reliable, stable relationship with a caring adult.** Because of the transitory nature of many CSE victims and the instability they face, building reliable and stable relationships with caring adults is important to participants’ development (Clawson and Grace 2007). As part of the My Life My Choice program, participants never lose access to their survivor mentors. GEMS also focuses on developing transformational relationships with participants using the Roca model, which incorporates motivational interviewing and cognitive behavioral therapy, as described in Table A.1.
- **Employ providers with expertise in CSE or lived experience.** Mentors with lived experience may be most effective in building relationships with youth (Thompson et al. 2011), as their experience helps staff build rapport with youth and overcome trust issues. Both GEMS and My Life My Choice hold survivor-based empowerment as a core tenet of their programming. Clawson and Grace (2007) also found that it was important that providers “live and breathe trafficking” and possess a deep understanding of what victims have experienced.

- **Help youth rebuild family and community ties.** Improved family relations are considered a protective factor that can help victims move away from exploitation. Connectedness to family is also associated with lowering risk behaviors, such as running away (Saewyc and Edinburgh 2010). In keeping with this, Basson et al. (2012) and Moynihan et al. (2018) both found that successful programs incorporate family members. For example, ACT uses culturally responsive family therapy to help reconnect victims with their natural support systems.

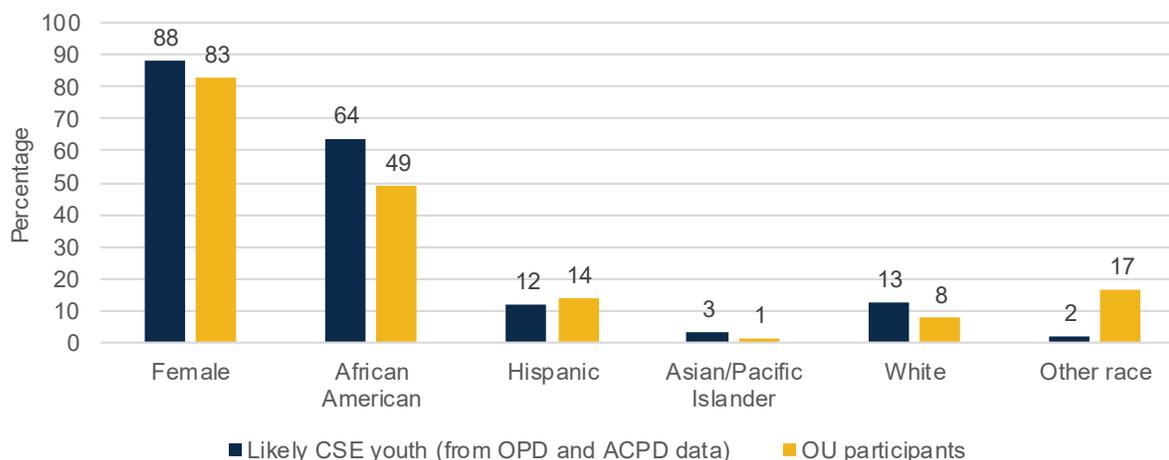
III. IMPLEMENTATION FINDINGS

In this chapter, we present the results of qualitative and quantitative analyses examining the implementation of the CSE youth intervention sub-strategy based on multiple data sources, including site visits, staff interviews, key informant interviews, participant surveys, and administrative data.

Who are the agencies serving?

Agencies serve the intended population of girls and young women of color with a history of victimization and/or contact with law enforcement. Figure III.1 shows the gender and ethnicity of participants in the CSE youth intervention sub-strategy compared to youth identified as likely CSE youth according to arrest and victimization records. Both groups are comprised primarily of girls and young women of color, which suggests that agencies are serving the intended population.

Figure III.1. Oakland Unite participant gender and ethnicity, compared to likely CSE youth in Alameda County



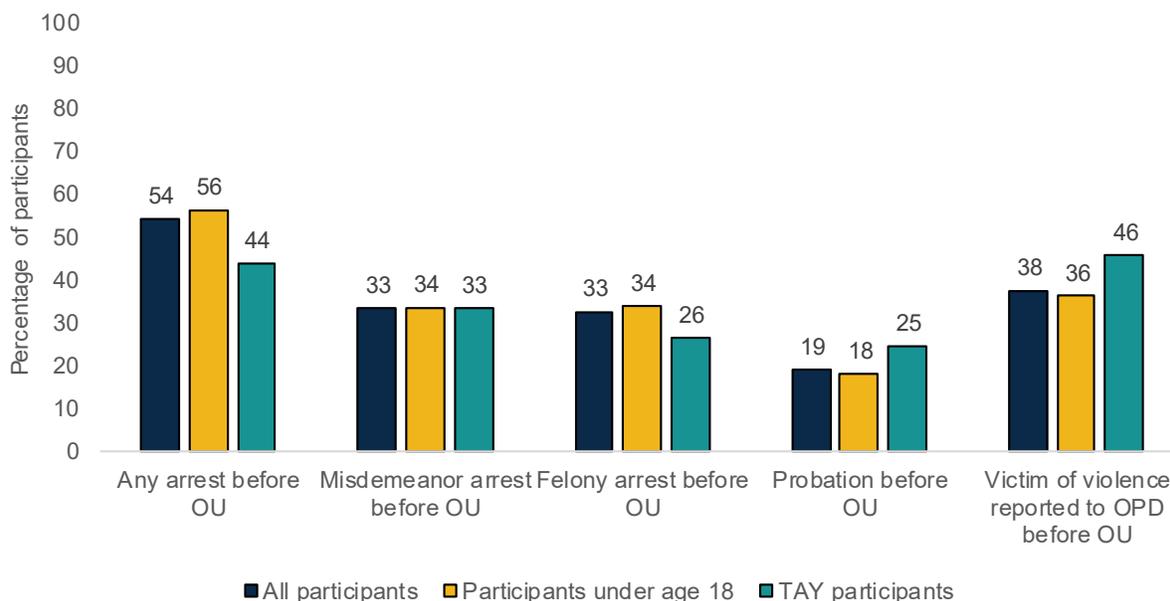
Sources: Cityspan, OPD, and ACPD.

Note: Likely CSEC are youth who ever had a reported victimization incident related to prostitution or human trafficking, or who were ever arrested for a runaway or prostitution offense. “Other race” includes Native American, multiethnic individuals, and other. Most of the Oakland Unite youth in this category were multiethnic.

When examining participants’ histories of victimization reported to OPD, 38 percent of all participants had a reported violent incident (Figure III.2). This proportion includes 12 percent of participants who had repeated victimization, meaning three or more violent incidents (not shown). According to police records, the most common types of incidents were sexual assault and rape, battery, and human trafficking or kidnapping. TAY participants had even higher rates of reported violent victimization than minors (46 percent versus 36 percent). However, because victimization is frequently underreported to police and youth may have also experienced violence in other jurisdictions, these rates very likely underestimate the extent of victimization

among participants. In a survey of a small sample of participants (N = 28), 68 percent said that they had been victims of violence.

Figure III.2. Oakland Unite participant victimization, arrest, and probation histories before services

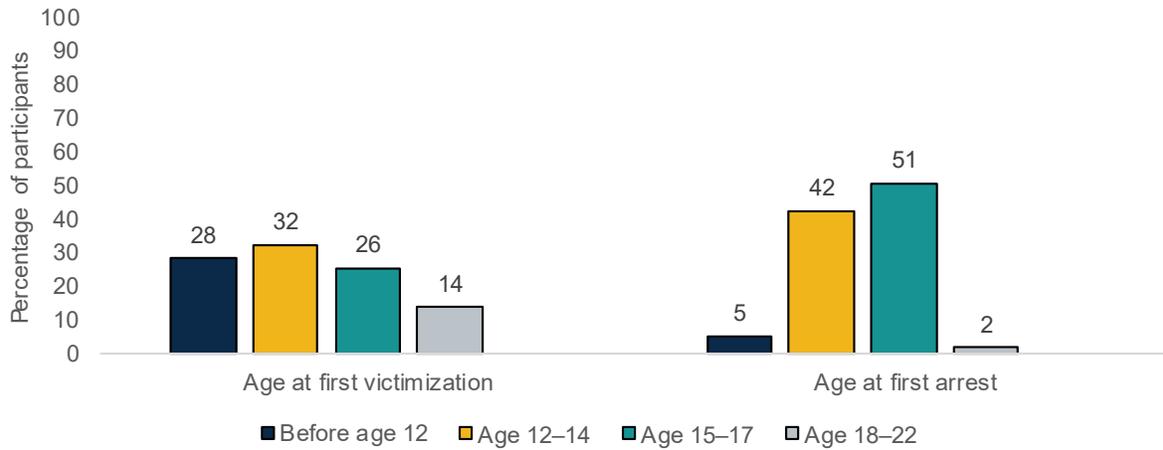


Sources: Cityspan, OPD, and ACPD.

Participants also had histories of contact with law enforcement. Fifty-four percent of all participants had been arrested in Alameda County before starting services (Figure III.2), and one quarter had three or more arrests before starting services (not shown). Minors younger than 18 were more likely than TAY to have a prior arrest (56 percent versus 44 percent). The most common arrest incidents involved robbery, running away, battery, resisting an officer, vehicle theft, and prostitution. Rates of arrests for misdemeanor and felony offenses were similar overall, although TAY were less likely to have a felony arrest than minors. However, TAY were more likely to be on probation at the time of starting services.

Victimization often precedes youths’ first arrest, but arrests are more likely to immediately precede the start of services than victimization incidents. The average age of participants’ first reported victimization was 13, and almost one-third of participants were younger than 12 when they first had a victimization incident reported to OPD (Figure III.3). In contrast, the average age at participants’ first arrest was 14, with more than half of participants being arrested for the first time between ages 15 and 17 (Figure III.3).

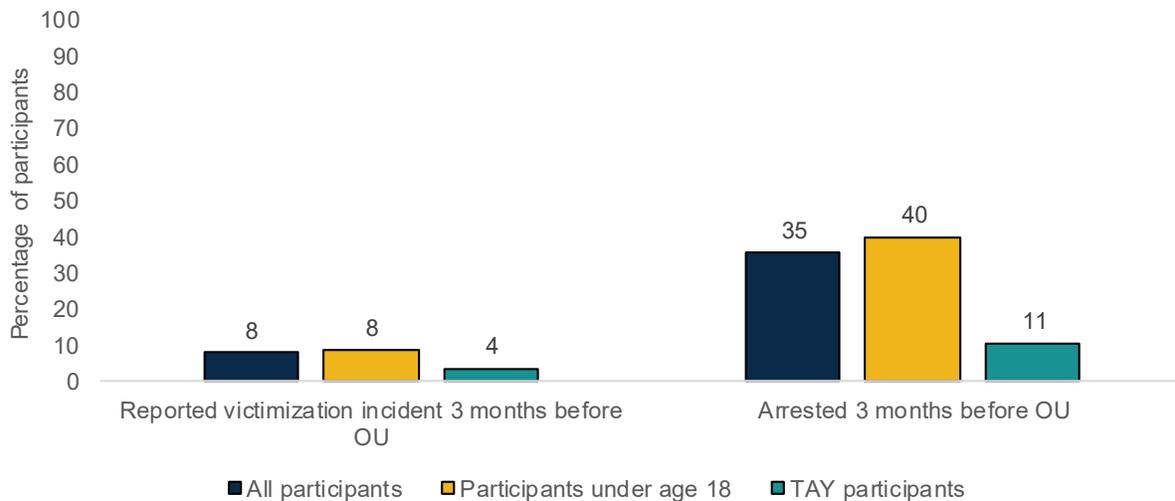
Figure III.3. Oakland Unite participants' age at first victimization and arrest



Sources: Cityspan, OPD, and ACPD.

However, when we examined victimization and arrest incidents in the three months before participants went to Oakland Unite, we found that participants were more than four times as likely to have been arrested during this period than they were to have a reported victimization incident (Figure III.4). This finding is consistent with law enforcement being a primary referral for the sub-strategy, particularly before 2017. In addition, participants who were minors were four times more likely than TAY to be arrested in the three months before services and two times more likely than TAY to have been victims of violence during that period, suggesting that more minors come to services at a particularly high-risk moment in their lives.

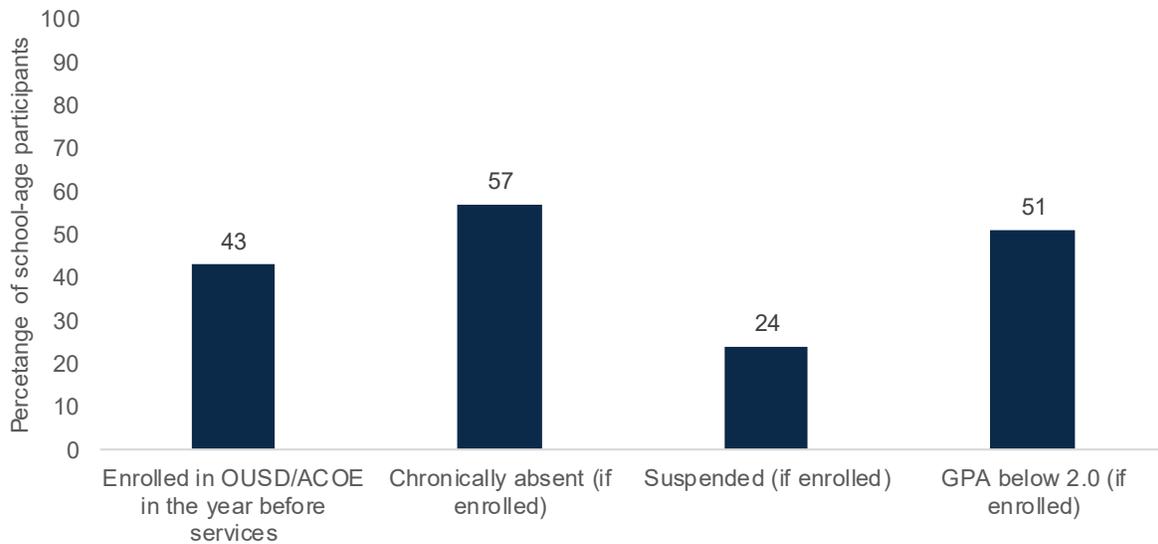
Figure III.4. Oakland Unite participants' victimization and arrest history in the three months prior to starting services



Sources: Cityspan, OPD, and ACPD.

School-age participants exhibit high rates of disengagement from school before starting services. Among participants who began services before age 18, only 43 percent were enrolled in an OUSD or ACOE school during the preceding year (Figure III.5). Although this low enrollment rate likely reflects school mobility and dropout, some youth who were exploited in Oakland may have lived and been enrolled in school in surrounding jurisdictions, for which data were not available for this report. Among youth who were enrolled in an OUSD or ACOE school, chronic absence, discipline, and academic issues were relatively common: 57 percent of participants enrolled in school were chronically absent (defined as missing at least 10 percent of enrolled days for any reason), 24 percent had been suspended or expelled, and 51 percent had a grade point average below 2.0.

Figure III.5. Oakland Unite school-age participants' engagement in school in the year prior to starting services



Sources: Cityspan, OUSD, and ACOE.

Note: Chronic absence is defined as missing at least 10 percent of enrolled days for any reason.

GPA = grade point average.

Limited information is available on other participant risk factors. In interviews, agencies identified that LGBTQI youth appear to be rising among the participants they serve. According to data entered into Cityspan, the share of youth who identified as LGBTQI was relatively stable, ranging between 13 percent in 2016 and 14 percent in 2018. However, sexual orientation was not reported by 55 percent of participants. Staff at DreamCatcher further noted that the number of youth who self-identify as affiliated with a gang appears to have increased this year. (Agencies do not record gang affiliation, so this anecdotal information could not be confirmed.) Although agencies may assess various risk factors during intake, this information is not captured in Cityspan.

How do agencies identify participants?

Agencies have a shared understanding of the CSE youth population, but do not use a standard identification process. Staff in the agencies have a shared perspective of CSE that is consistent with the California Department of Social Services CSEC Program guidelines, and bring their knowledge of common risk factors to the work. However, each agency relies on different identification tools and processes. Although there are assessment tools that attempt to standardize the identification process (such as WCCC’s risk factor tool designed to assist local service providers in identifying youth at risk of CSE), Oakland Unite CSE intervention agencies may use less complex tools to identify risk factors, especially for light-touch services such as a drop-in center where a more comprehensive assessment may not be feasible. Several agency staff described using an approach they termed “meet them where they are.” Upon first seeking services from an agency, the youth may not be ready to divulge the information necessary to comprehensively assess risk, and agency staff may have limited information from other sources that would enable them to determine risk for CSE. As the youth builds trust, they may share this information with agency staff.

Although staff are aware of common risk factors among CSE youth, the agencies serve differing levels and types of risk, and identification can depend in part on individual judgments made by staff. For example, DreamCatcher uses the WCCC risk factor tool and an intake form, but focuses on homelessness as the single most important risk factor of CSE. In contrast, because BAWAR has close relationships with ACPD and ACDAO, many of its participants are involved in the justice system and tend to exhibit the greatest rates of victimization, arrest, and school disengagement compared to participants in the other agencies. Identification is thus closely tied to the referral source, which also varies across agencies by design (Table III.1).

Table III.1. Oakland Unite participant referral sources, by agency

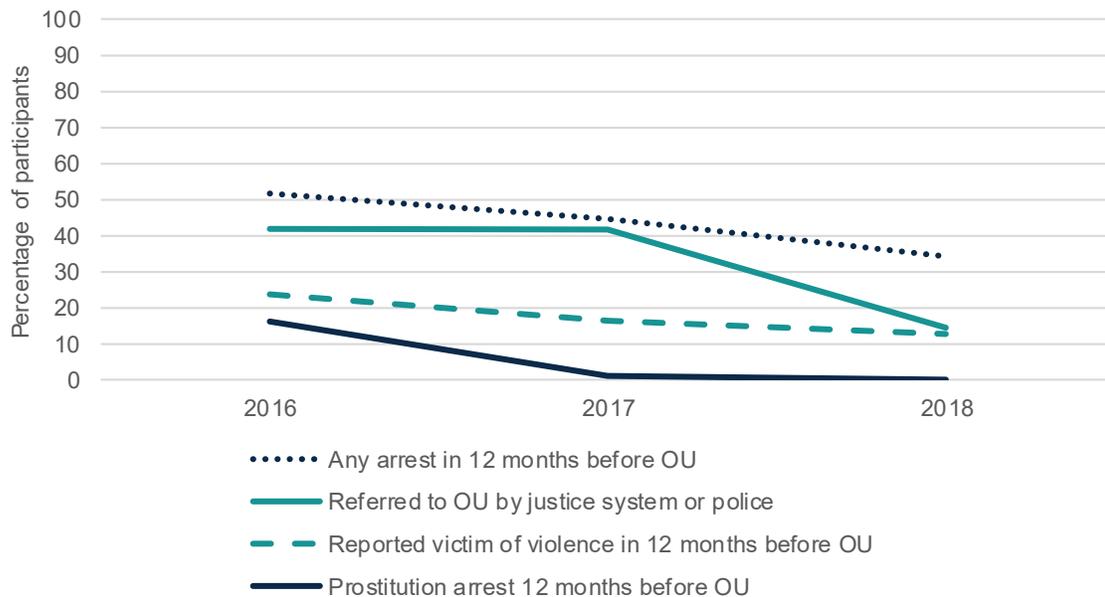
	BAWAR	DreamCatcher	MISSEY
Another agency	3%	11%	5%
Justice system	59%	1%	24%
School	1%	9%	1%
Police	7%	0%	0%
Family or friend	1%	13%	22%
Hospital	9%	0%	0%
Outreach	0%	0%	5%
Self	2%	2%	10%
Social services	1%	1%	12%
Other referral source	5%	8%	12%
Missing referral information	11%	56%	10%
Number of participants	281	195	165

Source: Cityspan.

Note: Shading reflects the relative frequency of the referral sources within each agency. Other referral sources reported include the internet, group homes, and coordinators from other service agencies outside of Oakland Unite.

Referral pathways have expanded from law enforcement to include multiple points of entry into services. As Figure III.6 indicates, participants’ contact with law enforcement prior to starting services decreased each year. Increasingly, staff reported that youth could arrive to their agencies through multiple channels. As one informant stated, there should be “no wrong door” for entry into a CSE program, and youth in need should be able to be identified and referred wherever they may encounter someone who can advocate for them. Although it is a best practice to have multiple referral pathways through which youth can be connected to services, processes currently vary depending on the referral source and agency, and sometimes depend on individual relationships. For example, staff said that word of mouth is now a major referral source for MISSEY and DreamCatcher. Other examples of relationship-based referrals include referrals from specific school staff who happen to be aware of an agency’s services and suspect a youth to be at risk of CSE.

Figure III.6. Oakland Unite participants’ contact with law enforcement prior to starting services, by initial year of service



Sources: Cityspan, OPD, and ACPD.

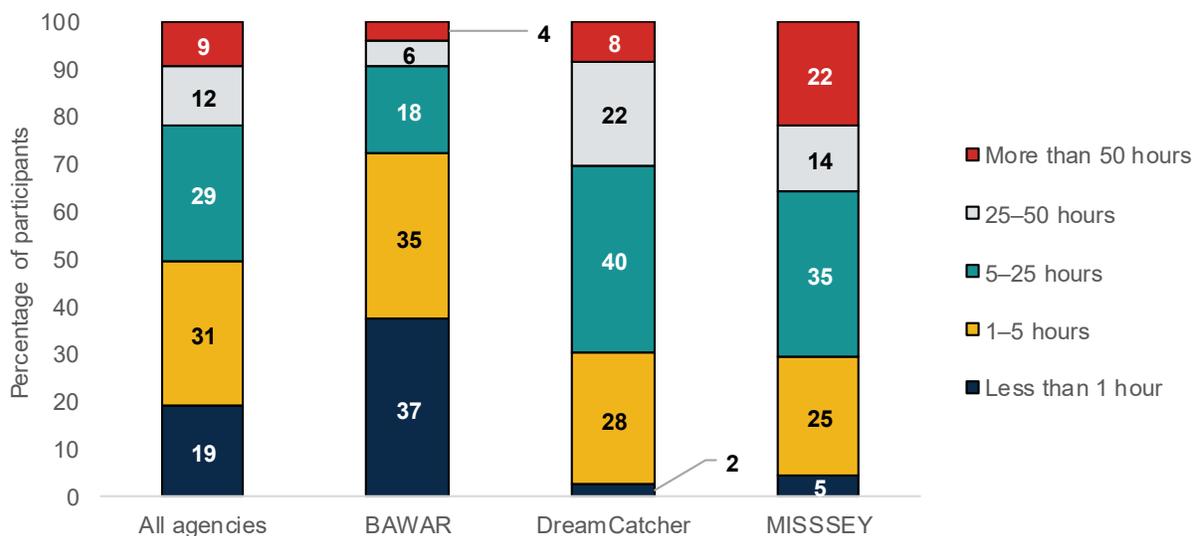
The broadening set of referral pathways may be partly attributable to decriminalization, when Senate Bill 1322 took effect. The law was widely seen as a positive step for minor victims of sexual exploitation. However, it also reduced the ability of law enforcement to help a minor connect with the agencies that could help them separate from their exploiter, and created the need to refer at-risk youth to services in other ways. Previously, an arrest would have led to the youth being held in custody. The youth may then have entered the juvenile justice system, through which referrals could be made to supportive services, such as an Oakland Unite agency equipped to address CSE needs. Now law enforcement may bring youth to the county’s Assessment Center, an unlocked facility where minors can stay temporarily while appropriate referrals and placements are arranged. Although both WCCC and MISSEY are represented at

the Assessment Center, the center serves vulnerable children between birth and age 18 and is not tailored to address CSE-specific needs.

What services do participants receive?

Length of services differs across agencies according to their models, with half of all participants receiving fewer than 5 hours of services. As described in Chapter II, Oakland Unite’s investment in the CSE youth intervention strategy has centered on short-term crisis intervention and stabilization services. On average, participants received a total of 17 hours of services, but this total ranged from an average of 5 hours at BAWAR, 18 hours at DreamCatcher, and 35 hours at MISSEY, consistent with their different models. As noted earlier, each agency offered distinct, complementary services: BAWAR provided intensive outreach focused on crisis intervention, DreamCatcher provided emergency housing and stabilization services (including case management and group mental health, peer support, and social activities), and MISSEY offered a drop-in center where youth could receive case management, peer support, and counseling. Furthermore, these averages mask the fact that a number of participants received services for a very limited time: 50 percent received less than 5 hours of services, and 19 percent received less than 1 hour over the length of their participation (Figure III.7). Conversely, approximately 10 percent of participants received more than 50 hours of support.

Figure III.7. Oakland Unite participants’ total service hours received



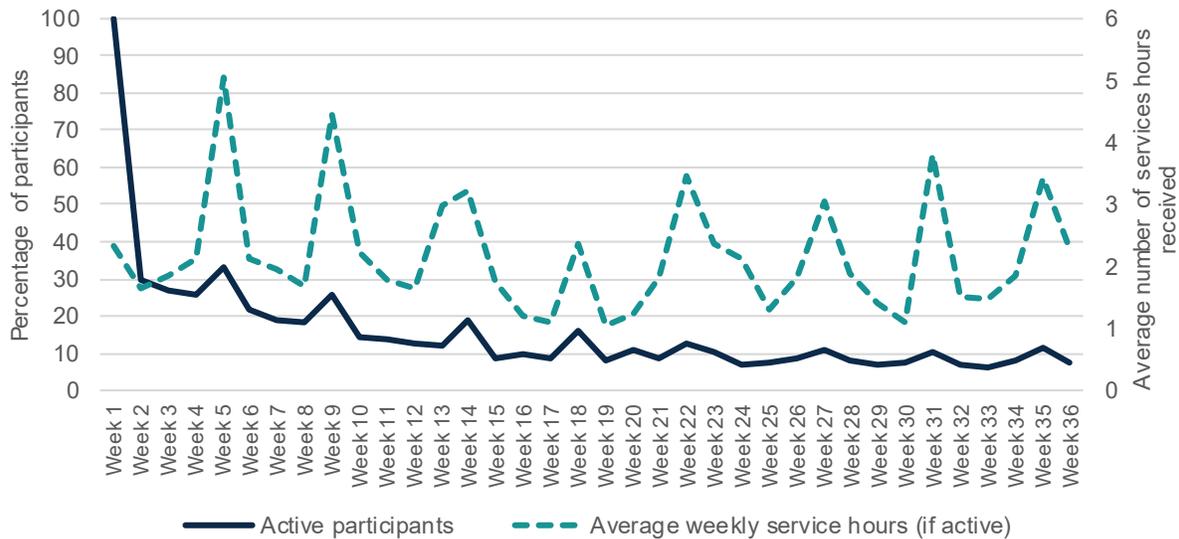
Source: Cityspan.

Note: Although MISSEY also offered services through the youth life coaching sub-strategy, this figure only includes service hours that were recorded under the CSE youth intervention sub-strategy.

Although services focus on short-term crisis response, a subset of participants remains engaged with agencies over time, with engagement spiking every few weeks. Figure III.8 shows the percentage of participants who received services across the weeks following their initial contact with an Oakland Unite agency (solid line). About 30 percent of participants returned for services a second week, consistent with the short-term nature of crisis response. Although engagement

generally decreased over time, spikes in engagement appeared every few weeks, with more youth coming back for services than leaving every two to four weeks. A pattern of engagement spiking every few weeks is also apparent in the number of weekly service hours received among the subset of youth who came back for services (dotted line). On average, during periods of low engagement participants received 1 to 2 hours of services per week, whereas during periods of high engagement they received 3 to 5 hours of services per week. These patterns suggest that participants feel comfortable returning to agencies for support after their initial crisis has been addressed, and are consistent with agencies maintaining an open-door policy.

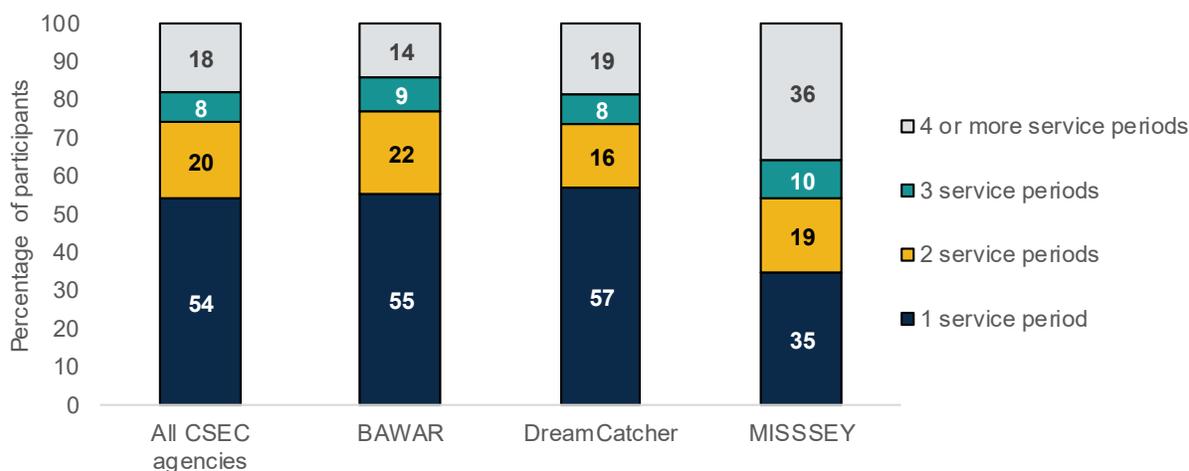
Figure III.8. Oakland Unite participants' engagement and service hours received, by week



Source: Cityspan.

Almost half of participants receive support over multiple service periods. Another way to examine participant engagement over time is to measure the number of distinct periods during which youth received services. Defining a service period as a time interval in which no more than a month elapsed between service contacts indicates that 46 percent of participants received support over multiple service periods (Figure III.9). MISSEY participants were most likely to return for services across multiple service periods, which is consistent with the drop-in nature of their services. However, across all agencies there are a subset of youth who return for services multiple times. Typically, approximately 7 weeks pass between service periods, with each service period lasting about 1 week. As noted earlier, these patterns suggest that a number of participants are able to return for short-term support when they need it, even if it is weeks after their initial contact with the agency.

Figure III.9. Oakland Unite number of service periods participants engaged with agencies



Source: Cityspan.

Note: A service period is defined as a time interval in which no more than a month passes between service contacts.

Agencies offer a safe, welcoming space for youth, but participants’ sense of safety can be affected by external factors. Drop-in facilities provide a first step for agencies to develop relationships with CSE youth. Because CSE youth are coming to the agencies through various pathways, including word of mouth or self-referral, agencies need to be able to provide a welcoming place that encourages youth to return. The facilities at MISSEY and DreamCatcher aim to provide a homelike environment to encourage continued interaction with youth who enter their drop-in or wellness centers. By helping to meet basic needs, such as offering a washer and dryer participants can use, meals, or bus passes, the facilities encourage the process of building trust with youth. This trust, in turn, is intended to lead the youth to return and become more involved with a community or open up to staff to determine what other referrals or resources from which they could benefit.

According to staff, it is critical that their facilities be perceived as safe and free from threats. This goal was consistent with participants’ views on the survey: 66 percent said that it was very important or somewhat important that the agency location is safe and convenient. For some participants, this can mean that the location has no apparent affiliation with law enforcement. Staff at BAWAR specifically noted that being located in the Family Justice Center hinders their ability to serve youth. Because ACPD is in the same building, youth who are on probation are reluctant to go to their facility. As a result, advocates sometimes meet with youth in public places outside the center, which is less secure for both the advocate and the youth. Perceptions of safety may also depend on whether the facilities are located in a neutral location, away from street violence. A staff member at DreamCatcher noted that a recent increase in gang-affiliated youth affects whether they feel comfortable seeking services from the agency. According to the staff interviewed, the cul-de-sac where DreamCatcher and MISSEY are located was considered neutral territory, but may now fall in a gang territory.

Youth often dictate whether agencies try to engage their families in services. Although staff acknowledged that accessing family support systems could help increase successful transitions for youth, some noted that this can be challenging as family members may be abusive, involved in the youth's exploitation, or otherwise not a positive influence in youths' lives. As a result, it is not standard practice across the sub-strategy to involve families in service provision, and staff often rely on youth to dictate the degree of family involvement. An exception is DreamCatcher, which attempts to facilitate family mediation and make referrals to family therapy as part of its efforts to help youth find a permanent home.

What are the needs of participants?

Appropriate mental health services are an unmet need for many CSE youth. Appropriate options are limited for participants who are in need of therapy. At DreamCatcher, mental health graduate student interns are available on a limited basis to meet with participants. While WCCC is a primary resource for CSE youth served by Oakland Unite with mental health needs, not all participants are eligible to receive care from the organization. Outside of these agencies, respondents noted that most mental health services operate under the assumption that trauma has ended, whereas CSE youth may still be experiencing intermittent trauma while receiving therapy. In addition, respondents said that by the time a trusting relationship has developed between the youth and provider, the youth may have reached the limit on services he or she can receive. In addition, a long-term care plan is often needed to help CSE youth recover from their trauma and move past their exploitation.

Staff burnout makes it difficult to provide the stable relationships that many youth need. Staff at the agencies sometimes fill the role of a stable, caring adult in a youth's life. As such, they become the de facto support for addressing participants' trauma and other needs. As initially proposed, BAWAR intended to work with participants as long as they were in crisis and needed services. However, staff reported that high levels of staff burnout and turnover led to instituting a limit on the number of sessions between the participant and advocate, after which the participant's case is reevaluated to determine the best next steps. Direct service staff at DreamCatcher also indicated that staff need to care for themselves amidst the trauma and challenges they encounter with the youth they serve and are not always able to provide the ongoing relationship with a caring adult that some youth need.

Housing continues to be a major need for CSE youth. Lack of housing was frequently cited as a challenge facing CSE youth. This information is consistent with participant survey responses, where only 39 percent of respondents said it was very likely that they would have a safe place to live one year into the future—by far the lowest among all Oakland Unite sub-strategies. Even with the opening of Claire's House⁵ and Nika's Place to specifically serve CSE youth, informants expressed that demand exceeds supply. In addition, these two facilities focus on minors, and are thus not an option for exploited TAY.

⁵ Claire's House is a short-term residential therapeutic program operated by Catholic Charities that serves CSEC ages 12 to 17.

The sub-strategy's expanded age eligibility will allow agencies to support TAY, who have been an underserved group with different needs. Informants suggested that fewer services are available for TAY even though they tend to be further along the Stages of Change continuum than younger participants. As noted in Chapter II, Oakland Unite recently expanded eligibility to include TAY, which will allow older CSE youth to receive support from the agencies. Informants noted that services will need to take into account the different needs of TAY compared to younger participants. Agency staff observed that TAY may need less intensive outreach than younger participants, as TAY are more likely to be ready to make a change. As another example, MISSEY staff noted that their trauma-informed curriculum resonates more with CSEC than with older youth.

TAY also experience different challenges. For example, while younger children can be placed back into the home of a family member, ideally, or be eligible for other types of housing through foster care or Claire's House and Nika's Place, these are not options for TAY. In addition to housing, many TAY are also seeking jobs and child care. As part of a growing recognition of the needs of CSE TAY, a pilot project is underway outside of Oakland Unite between WCCC and MISSEY to assist trafficked TAY with health care, housing, and employment opportunities.

How do agencies collaborate with other partners within and outside of Oakland Unite?

Agencies say they have benefitted from collaboration and cross-agency referrals within Oakland Unite. Staff across the agencies noted that Oakland Unite has fostered connections between them and cited each other as referral sources and partners in supporting CSE youth. One informant noted that the connections have also helped staff feel more supported, as working with the unique needs of this population can be isolating. A staff member at DreamCatcher also pointed out that Oakland Unite was a valuable resource when their agency experienced an uptick in the number of gang-affiliated youth seeking services. Through Oakland Unite, DreamCatcher was able to connect with a knowledgeable resource about gang dynamics in Oakland and with others working in that field.

However, there is room for more cross-agency referrals across the Oakland Unite network. Although the sub-strategy is designed to meet different needs of CSE youth, only 13 percent of participants received services from more than one CSE youth intervention agency as part of Oakland Unite (not shown). The greatest number of shared participants was between BAWAR and MISSEY (Table III.2). One informant suggested that the shared goals and target populations of BAWAR and MISSEY create an opportunity for closer collaboration that would be further facilitated by being in the same physical space. Staff at MISSEY relayed that participants want a one-stop shop where they can access multiple services, and having a safe, private place to meet with youth is a key part of BAWAR's service model.

Table III.2. CSE youth participation in multiple Oakland Unite agencies and sub-strategies

Percentage of participants who also receive services from:				
	BAWAR	Dream Catcher	MISSEY	Other Oakland Unite sub-strategies
BAWAR	-	3%	20%	27%
Dream Catcher	5%	-	12%	11%
MISSEY	29%	12%	-	51%

Source: Cityspan.

Note: MISSEY includes participants in the CSE youth intervention sub-strategy only. Shading reflects the relative frequency of participant sharing overall.

A larger share of participants (21 percent) received services from another Oakland Unite sub-strategy (not shown). Most of these youth received life coaching from MISSEY, which until 2019 was funded by Oakland Unite under the youth life coaching sub-strategy. (Starting in fiscal year 2019–2020, another agency—Young Women’s Freedom Center—will offer life coaching to CSE youth leaving the Transition Center of the Juvenile Justice Center). Although Oakland Unite offers services to young adults, including life coaching and employment and education support, TAY were four times less likely than minors to receive services from another Oakland Unite sub-strategy. One informant noted that it can be challenging to build strategic partnerships with agencies outside of the CSE strategy because those agencies are not equipped to address the needs of CSE youth.

Informants provided mixed feedback regarding collaboration with law enforcement. One informant said that recent efforts have resulted in improvements in how law enforcement is viewed as potential collaborators working to support CSE youth. BAWAR works closely with OPD, and the two have trained each other’s staff. BAWAR has taught staff at the police academy to recognize the signs of CSE, to see a referral to BAWAR as a first response to helping youth connect with necessary services, and to understand how other agencies collaborate to serve CSE youth. However, another informant noted the effectiveness of law enforcement training depends on “what they’re willing to learn about how to better support youth.” Similarly, another informant noted that working with ACDAO can be “hit-or-miss.” As noted earlier, the passage of Senate Bill 1322 may have reduced the ability of law enforcement to help a minor separate from their exploiter and created a gap in law enforcement objectives related to CSEC. Finally, recent scandals within OPD have eroded trust in the organization.⁶

Informants see an opportunity to develop a closer partnership with schools, beyond just accepting referrals. OUSD school staff may receive training from MISSEY or WCCC, and some school staff are consistent sources of referrals. However, implementation of the district’s response protocol may be applied unevenly across schools. One informant pointed out that, given teachers’ many responsibilities, training of other types of staff at schools would be beneficial to the identification and support of CSE youth so that the burden does not fall solely on teachers. In addition, multiple staff from agencies told stories that reveal the lack of a universally shared

⁶ For more information, see: <https://slate.com/news-and-politics/2016/06/the-oakland-police-department-scandal-explained.html>

perspective on the best way for schools to support CSE youth. In one example, agency staff described a scenario in which a CSE student returned to school, which was a positive step. However, a teacher called the student's probation officer for an apparent probation violation, which resulted in the youth being arrested again while at school. Staff said that returning to custody undoes the progress youth have been making outside of the justice system.

What role does Oakland Unite play in broader efforts to support CSE youth in Oakland?

CSE youth intervention agencies benefit from the technical assistance Oakland Unite provides. Technical assistance needs identified by respondents outside of the agencies included improving organizational infrastructure, obtaining additional grant funding, and tracking outcomes beyond the number of youth served. Oakland Unite has partnered with Bright Research Group to offer technical assistance to all agencies in the network, and has developed a learning agenda with topics such as healing modalities for survivors of gender-based violence.

With Oakland Unite's expansion of the gender-based violence strategy, there are opportunities to further integrate CSE youth intervention into broader violence prevention efforts. Multiple informants noted that increased collaboration could take place with other efforts by Oakland Unite to prevent and interrupt violence, as the communities affected by gun violence (which have historically been the focus of violence prevention efforts) are also impacted by gender-based violence. However, while CSE-focused agencies view exploited youth as victims, several informants noted that organizations that do not focus on CSE may not share this perspective. Untrained providers may thus blame the youth for making bad choices and not know how to best support them. Informants also noted that the same individual who participates in interventions to prevent gun violence may also be involved in trafficking or abusing CSE youth. From their perspective, interrupting CSE means that violence prevention efforts also need to address the role of buyers and sellers and provide education and alternatives for these individuals. Oakland Unite's expansion of the gender-based violence strategy acknowledges these dynamics and offers opportunities for further integration.

Institutions and stakeholders across Alameda County have different views of CSE youth and how they should be treated. Outside of Oakland Unite, institutions that come in contact with CSE youth, such as law enforcement agencies, the juvenile justice system, schools, the child welfare system, healthcare providers, and communities affected by CSE may also lack a shared perspective on the issue. One informant in particular noted that, beyond Oakland, other police jurisdictions in the county need to be in agreement with how youth are identified and treated. Informants believe that if everyone viewed CSE youth as victims entitled to certain protections, this framing of the issue could help destigmatize CSE for those youth who need help and promote a shared approach to supporting them. Developing a shared understanding of CSE across these key institutions and stakeholders has the potential to shift the conversation away from blame and toward rehabilitation.

Multiple agencies and branches of government are tackling the issue of CSE in Alameda County, but a cohesive strategy is lacking. For years, Oakland and Alameda County have been at the

forefront of efforts to tackle CSE and support victims. However, different informants indicated that service providers, law enforcement, the juvenile justice system, child welfare system, schools, health care settings and the people in the communities where CSE is taking place need to have better communication and collaboration. In addition, several informants noted that because many of the systems that CSE youth encounter are not Oakland-specific, addressing the issue of CSE youth needs to involve government agencies and stakeholders throughout Alameda County. In recognition of the need for increased collaboration across the county, initiatives borne out of ACDAO and Alameda County Social Services have attempted to create a more coordinated system of addressing CSE needs.

With co-chairs from ACDAO and Oakland Unite, AC United was borne out of a state-wide assessment that indicated that a council serving these functions was a best practice to combat CSE. However, according to informants, this effort has not yet fulfilled its purpose. Informants recommended that the council needs representation and commitment from key stakeholders in the community, and strong leadership to keep a large and diverse group of members focused on core objectives. Maintaining a consistent, ongoing schedule of meetings is also important.

One informant also noted the importance of having representation from the City of Oakland in discussions with the child welfare–led steering committee that is working to address the issue of CSE countywide. This committee provides a response protocol for CSE youth, as many are eligible for social services. The informant expressed the view that City government should be involved in the development and implementation of the plan, especially due to the need for coordination between law enforcement (at the city level) and child welfare (at the county level).

IV. CONCLUSION

In this report, we describe the implementation of Oakland Unite’s CSE youth intervention sub-strategy. In summary, we offer the following key findings:

Agencies serve the intended population of girls and young women of color with a history of victimization, contact with law enforcement, and school disengagement. The profile of participants was consistent with other research on CSE youth, suggesting that agencies are serving the intended population. Participants’ first reported victimization frequently preceded their first arrest and occurred by age 14, yet youth were more likely to come to services after an arrest than after a victimization incident.

Agencies are following many best practices in their work. Although Oakland Unite is still developing shared standards of practice, the CSE youth intervention agencies are already implementing many best practices. For example, all agencies have a shared understanding of the CSE youth population, which is grounded in the expertise and lived experience of providers. Staff commonly referred to the Stages of Change model as a way to understand participants’ readiness for change and described using an approach they termed “meet them where they are,” which is consistent with harm reduction. In addition, the agencies have a flexible open-door policy that allows youth to return for services as needed.

Although the services offered by Oakland Unite agencies focus on short-term crisis response, many youth return for support over time. Almost half of participants receive support over multiple service periods. Participants’ engagement with services spikes every few weeks, with participants returning and receiving a higher intensity of services from time to time. These patterns suggest that a subset of youth build a continuum of care by returning to the agencies as needed after their initial crisis has been addressed.

The sub-strategy’s expanded age eligibility will allow agencies support TAY, who have been an underserved group with different needs. TAY appear less likely to be in a moment of crisis when they come to services and are perceived to be further along in the Stages of Change continuum. Despite exhibiting greater readiness to make a change in their lives, however, they often are too old to receive needed support services. In addition, they tend to have different needs related to housing, employment, and child care than younger participants. Oakland Unite’s decision to expand CSE services to TAY should offer opportunities to serve these older youth.

CSE youth’s unmet needs include mental health support; stable relationships with caring adults; and safe, stable housing. Oakland Unite agencies focus on helping youth through crisis response and stabilization, which are the first two tiers of the California Department of Social Services’ recommended three-tiered response to support CSEC. However, the last tier—ongoing support—may not be addressed. The unmet needs that were identified may require longer-term care and relationship building, either through Oakland Unite or other partners.

Despite strong collaboration within the sub-strategy, there is room for more cross-referrals as well as greater collaboration with other Oakland Unite strategies. Although the sub-

strategy is designed to meet different needs of CSE youth, only 13 percent of participants received services from more than one CSE youth intervention agency. A larger share received services from another Oakland Unite sub-strategy (21 percent), but most were minors who participated in life coaching at MISSEY. In addition to expanding cross-referrals, there may be other opportunities to increase collaboration between the CSE youth intervention sub-strategy and other efforts by Oakland Unite to prevent and interrupt violence, given that both are interrelated. However, this collaboration may require first developing a shared understanding of CSE youth across the network.

Although agencies serving CSE youth have a shared understanding of the population, the broader violence prevention community does not have a standard identification process.

Despite efforts from HEAT Watch, WCCC, and other agencies to develop protocols and tools to help youth-serving adults identify signs of CSE, the process of identifying and referring youth at risk of or experiencing CSE does not appear to be standardized in Oakland. As referrals broaden beyond law enforcement, it may become even more important for Oakland Unite agencies across all strategies to have shared identification criteria.

Multiple agencies and branches of government are tackling the issue of CSE in Alameda County, but a cohesive strategy is lacking. Although initiatives borne out of ACDAO and Alameda County Social Services have attempted to create a more coordinated system of addressing CSE youth needs, the county has not yet achieved a cohesive strategy for identifying and serving CSE youth. Different informants indicated that stakeholders need to have better communication and collaboration.

Considerations for the future

Based on these findings, we offer some considerations for Oakland Unite to continue to improve program services:

Continue to develop standards of practice for CSE youth intervention agencies. Although each agency provides different services, shared standards of practice, including a standardized identification tool, could help ensure they each consistently draw from evidence-based practices in providing support to CSE youth. This could include using the Stages of Change model not only to identify where youth lie on the continuum but also to develop a response plan for youth who exhibit different levels of readiness for change, as GEMS and ACT do. Approaches could also include elements from harm reduction and motivational interviewing. Oakland Unite is already working with Bright Research Group to develop standards of practice and a training plan for the network that covers many of these topics.

Support agencies in collecting additional participant data that can be used for continuous improvement. Currently, limited information is collected systematically on the needs and outcomes of participants. Agencies could begin collecting data on risk factors and meaningful short-term outcomes, such as changes in self-reported attitudes and social-emotional skills or achievement of participant goals related to housing and other needs. Collecting data when

participants first begin services and throughout their engagement with the agencies could help them assess their effectiveness to better serve youth.

Continue to integrate CSE and other gender-based violence responses into broader violence prevention efforts. Oakland Unite could foster stronger connections between CSE-focused agencies and Oakland Unite agencies focused on other types of community violence. This work has already begun with the development of an expanded gender-based violence strategy in fiscal year 2019–2020 and the identification of training needs across the network with Bright Research Group. A next step toward fostering these stronger connections could be to define, across strategies, what CSE is, how to identify CSE youth, and how to respond appropriately to those involved on all sides of exploitation. These efforts could also include encouraging more cross-referrals with Oakland Unite life coaching and EESS, particularly for serving TAY needs.

Promote a shared understanding of CSE youth identification and response across the county through advocacy, protocols, training, and research. Beyond Oakland Unite, creating an infrastructure where there is “no wrong door” means that all stakeholders who come in contact with youth need to be able to identify those at risk and connect them with appropriate services. Taking an active role in AC United is one way for Oakland Unite to promote a consistent understanding of the problem and a cohesive strategy to combat CSE.

In Los Angeles and Multnomah Counties, developing a single response protocol and training a large number of staff have been core to the response model. Both counties also emphasized working closely with child welfare, schools, and hospitals, in addition to law enforcement, to create formal referral structures. Multnomah County in particular has worked to ensure that both minors and TAY have access to a full continuum of care and housing. Although Oakland Unite has focused on short-term responses, there may be opportunities to raise awareness, as well as additional funds, for longer-term needs under the new Department of Violence Prevention.

Finally, part of developing a shared understanding of CSE youth could involve promoting more data sharing and research. Currently, data on CSE youth are collected by various stakeholders, including Oakland Unite, ACDAO’s SafetyNet, OUSD, and the Assessment Center. However, there has been little linking and analysis of these data to date, even though they could assist in assessing the scope of youth CSE in the area as well as identifying predictive factors. As data sharing requires legal and technical capacity to develop agreements, processes, and analyses, it could be helpful to identify an overseeing agency for this effort, such as the HEAT Institute, the new Department of Violence Prevention, or the Alameda County Public Health Department, which already has a data and research team.

Areas for future research

We see several areas for additional research and analysis that could support Oakland Unite in understanding and improving program effectiveness in the coming years. Although relatively limited rigorous research exists overall on services for CSE youth, this is especially true for short-term crisis intervention and stabilization services compared to more intensive programs. To

assess the effectiveness of these services, we recommend identifying and collecting relevant outcomes that are expected to change among participants in the short run, including self-reported attitudes, feelings of safety, and plans for the future. We also recommend assessing implementation fidelity once shared standards of practice have been developed. Implementation fidelity is an important complement to effectiveness research, as it helps programs identify what is being evaluated and interpret the results. A different vein of research that could take advantage of existing administrative data would be to conduct predictive analytics to identify the factors that predict CSE among local youth and thus inform responses before youth come into contact with law enforcement.

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Appendix A:

Additional information on CSE policy and programs

In Appendix A, we offer additional detailed information on the CSE policy context and provide examples of related efforts and promising programs in other parts of the country.

State, county, and city policy contexts

In 2006, the state passed the California Trafficking Victims Protection Act (CTVPA), which required the Attorney General to prioritize CSEC, made human trafficking a felony, provided avenues for victims to receive damages, and created a statewide taskforce on the issue (Walker 2013). In 2012, the California Against Slavery and Exploitation (CASE) Act, also known as Prop 35, strengthened exploiter penalties and victims' court defense capabilities, while also requiring human trafficking response trainings for law enforcement, although the state did not impose any penalties for agencies that neglected to provide training (Alrabe and Stover 2018; Walker 2013). Subsequent legislation further improved CSEC protections in court testimony and outside the juvenile justice system through child welfare, replaced group homes with short-term residential treatment centers, and created funding channels for CSEC support efforts (Alrabe and Stover 2018; Walker 2013). Most recently, California passed a safe harbor law, Senate Bill 1322, which took effect in 2017 and prohibits arrests of minors younger than 18 on prostitution, loitering, or solicitation charges.

Within Alameda County, HEAT Watch has served as a hub for efforts to develop a coordinated response to supporting CSEC through “a five-point collaborative strategy” (HEAT Watch 2019). The initiative's five components are: (1) robust community engagement, (2) training for and sensitization of law enforcement, (3) vigorous prosecution, (4) education of and advocacy with policy makers, and (5) wraparound services for victim and survivors. This blueprint has become a nationally recognized, award-winning model for responding to the needs of human trafficking victims.

The HEAT Watch umbrella includes a number of programs. ACDAO also created the Bay Area HEAT Coalition, a network of system, community, and service provider stakeholders that share practices for addressing human trafficking, and the HEAT Institute, which has identified gaps in data and research and produced trauma-informed protocols for law enforcement agencies, emergency departments, and clinics in Alameda County to use in identifying signs of CSE youth. Under HEAT Watch is also the Young Women's Saturday Program, a 16-week aftercare and youth development course aimed at teaching young women self-reliance following exploitation.

Another notable program created under HEAT Watch is SafetyNet, a weekly, multidisciplinary case review of youth who have been exploited or are at risk of exploitation following initial involvement with the juvenile justice system. SafetyNet meetings include 15 agencies that interact with CSEC and at-risk youth, including BAWAR and MISSEY. Agency representatives work together to connect youth to services and resources that meet their individual needs. As part of SafetyNet, ACDAO maintains a database of CSE youth with information from the different agencies involved. ACPD has also partnered with MISSEY and WCCC to counsel CSEC who are in juvenile hall and worked with BAWAR to administer a victim assessment.

County-level efforts like HEAT Watch, AC United, and others have been complemented by past initiatives led by city agencies. In 2013, the Oakland City Council passed a resolution convening the CSEC Task Force, a collaborative comprised of organizations that work with victims of sex trafficking. The task force included elected officials and representatives from public safety agencies, service providers, OUSD, and advocate organizations, and has since been incorporated into AC United to represent the needs of Oakland. Recommendations from the task force in 2016 included expanding housing and placement options for children and TAY and requiring that all City employees participate in CSE trainings (City of Oakland CSEC Task Force 2016). Training for all public-facing City employees was completed in September 2019. OUSD also convened a CSEC Task Force in 2011, which brought together school administrators and community service agencies to provide trainings on child trafficking to school employees. Most recently, the district began tracking data on students suspected of or confirmed of being sexually exploited and developed a response protocol involving county, city, and nonprofit collaborations, including required referrals to MISSEY.

Related efforts in other regions

Other jurisdictions nationwide have demonstrated a similar commitment to confronting and eradicating commercial sexual exploitation. We highlight key aspects of coordinated CSEC efforts in Los Angeles County, California, and Multnomah County, Oregon.

Los Angeles County, California

Los Angeles County's approach to CSE prevention is coordinated by the Los Angeles County CSEC Integrated Leadership Team, which was founded in 2015 to bring together key stakeholders and connect CSEC with the services they need. Both the Los Angeles County Probation Department and the county's Department of Children and Family Services (DCFS) have specialized CSEC units with lower caseloads, regularly scheduled multidisciplinary team meetings for CSEC, and specialized CSE courts (Dierkhising et al. 2018). The Succeeding through Achievement and Resilience Court serves probation-involved youth in a manner similar to Alameda County's SafetyNet. In addition, the Dedication to Restoration through Empowerment, Advocacy, and Mentoring Court serves CSEC who fall under the DCFS's jurisdiction. After being identified as CSEC, they are connected with an advocate from a community-based victim advocacy agency contracted by the court who meets with youth regularly and attends these weekly multidisciplinary team meetings. This community-based advocate helps guide CSEC victims through the web of agencies and refers them to other service providers.

Understanding that many county officials may come into contact with CSEC and have the opportunity to refer them to services, the CSEC Integrated Leadership Team emphasizes identification and response training for all county employees. As of 2017, around 12,000 county probation officers, social workers, schools, and other providers were trained in CSEC response (Plaza 2017). In 2013, Los Angeles County developed the First Responder Protocol for CSEC, a set of trauma-informed response guidelines for the first 72 hours following law enforcement identification of a potential CSEC victim (Ackerman-Brimberg et al. 2018). Within the first 90

minutes of contact, law enforcement officers are expected to assess and address urgent medical needs of victims and transport them to a staging agency, where they are connected with a community-based advocate and representatives from the probation and DCFS teams described earlier. The advocate provides clothes and food and takes the child for a medical exam. Over the next 72 hours, a safety plan is developed by a multidisciplinary team, and next steps are taken to ensure the youth is connected with longer-term support systems. This protocol helps ensure that youth do not fall through the cracks.

Most recently, Los Angeles County is working to expand housing options for CSEC. Although some funding already exists in the county to provide housing to youth identified as CSEC, the county identified a shortage of dedicated housing. More than a third of minors and TAY who were victims of sex trafficking and served in 2018 by the Coalition to Abolish Slavery and Trafficking (a core service provider for CSE victims in Los Angeles) reported that they were also experiencing homelessness (Office of Supervisor Hilda Solis 2019). County departments are working to develop a plan to create more housing placement options and provide supports for youth identified as CSEC or at risk of exploitation. The county has also recently expanded housing options for youth in the foster care and probation systems.

Multnomah County, Oregon

Collaboration and coordination are the central tenets of Multnomah County's CSEC response. In 2009 the county established the Commercial Sexual Exploitation of Children Steering Committee under a grant from the U.S. Department of Justice's Office of Juvenile Justice and Delinquency Prevention. The committee meets quarterly, at a minimum, to provide structure for a diverse and comprehensive set of stakeholders to take stock of the state of CSEC and identify gaps in service provision. Collaborating agencies include law enforcement, the Oregon Department of Human Services CSEC Unit, the Multnomah District Attorney's Office, and a broad array of victim service providers. The Committee's "no wrong door" philosophy and clearly defined roles and responsibilities emphasize referrals across all agencies, aiming to ensure that youth encountering *any* partner agency will be brought into a full continuum of care provided by partner agencies (CSEC Steering Committee 2012).

The Sexual Assault Resource Center (SARC) serves as a key connection between victims and partner agencies when they come into contact with CSEC. This role ensures that victims receive the same supports, regardless of whether they were first identified by law enforcement, human services, or another agency. SARC provides around-the-clock crisis response resources, has a drop-in center, and operates two long-term case management programs: the Survivors Together Reaching Your Dreams Empowerment (STRYDE) program for youth ages 12 to 18 and the Resilient Young Adult Survivor Empowerment (RYSE) program for TAY ages 18 to 25. SARC also assists in connecting victims with partner agencies depending on youths' needs and provides opportunities for peer connection and community building via regularly scheduled group activities. Both programs use a survivor-to-leader model guided by a strengths-based philosophy that values the capacity, knowledge, and potential of victims. Each month, SARC supports more than 80 youth and young adult survivors (Nedeau et al. 2017).

In addition, emergency and long-term residential support for youth ages 14 to 21 are provided by Janus Youth Program's Athena House, and LifeWorks Northwest operates an intensive mental health and substance abuse treatment program for both CSEC and TAY. To ensure that these services constitute a full continuum of care for CSEC victims, the Steering Committee also has a Victim Service Advisory Committee (VSAC) made up of direct service providers that meets monthly to assess any gaps or areas of improvement (Ohlsen 2015). Multnomah County recognized that TAY often age out of crucial support systems, which requires efforts to expand services for TAY. The county utilized funding from the Administration for Children and Families Domestic Victims of Human Trafficking grant to expand services for TAY. This effort expanded Janus Youth Program and LifeWorks services for young adults and established the STRYDE program (Krieger et al 2018).

Promising programs for supporting CSEC

Programs to support CSEC victims can take a variety of forms. In a meta-analysis of available literature, Moynihan et al. (2018) identified five main categories of services: (1) health or social services, (2) intensive case management models, (3) psychoeducational therapy groups, (4) residential programs, and (5) other types (examples include a drop-in alternative school program and a cash-transfer program). Oakland Unite CSEC agencies, like many other programs, provide services that fall into multiple categories. Research on the effectiveness of programs serving CSEC populations is limited, however. In Moynihan et al.'s meta-analysis, only eight studies included comparison groups. DuBois and Felner (2016) also highlighted a lack of research with sufficiently large sample sizes and reliable outcome data in their meta-analysis of mentoring programs for CSEC populations. Despite these limitations, a number of programs are evidence-based and/or demonstrate promising results (Table A.1).

Table A.1. Summary of promising programs for CSE youth

Runaway Intervention Program (RIP)	RIP operates in conjunction with the hospital-based Child Advocacy Center in Minnesota to serve runaway girls with a history of sexual exploitation. The program employs advanced practice nurses to provide case management and utilizes girl empowerment groups and home visits to help promote healthier relationships, mental health, and behavioral health. The intervention lasts up to 12 months and includes participants spending three hours weekly with a therapist. A study found that participants demonstrated improvements in familial relations compared to abused girls from a comparison group after 6 months (Saewyc and Edinburg 2010). By the 12-month follow up, RIP participants were no longer statistically different from a sample of non-abused girls in drug use and sexual risk behaviors and had lower rates than the non-abused girls of suicide ideation and attempts. Girls with lower levels of self-esteem and family connectedness and higher levels of emotional distress at baseline showed the greatest improvements.
Girls Educational and Mentoring Services (GEMS)	GEMS provides a variety of supports, including crisis care, case management, education services, youth development, and transitional and supportive housing (GEMS 2019). The organization incorporates guiding principles from the fields of domestic violence, positive youth development, gender-specific programming, and addiction into their programs. GEMS hires survivors to mentor youth and trains them to employ transformational relationship practices as delineated by the Roca intervention model using a range of methods, including motivational interviewing and cognitive behavioral therapy. The organization also uses an adapted version of the Prochaska and DiClemente (1983) Stages of Change transtheoretical model to tailor their approach according to the stage where youth find themselves. For example, if a youth is in the pre-contemplation stage, the goals are to help them develop a reason for changing, validate their experience, encourage self-exploration, and leave the door open for future conversations. No evaluations of GEMS exist at this time.
My Life My Choice	My Life My Choice is a well-established CSEC support program in Massachusetts that has shown promising early evaluation results (My Life My Choice 2018). Program participants are paired with survivor mentors and receive intensive case management, community leadership and engagement opportunities, and specialized clinical and substance abuse recovery support. Youth are expected to build meaningful relationships with their survivor mentors, who meet with them weekly for one to two hours, traveling to see them wherever they are placed. Youth cannot age out of the program and can continue to access their mentor as long as they choose. Preliminary before-and-after results found that program participants were five times less likely to report being commercially sexually exploited after completing one year of the program and also reported a decrease in drug use and an increase in social support and coping skills.
Acknowledge, Commit, Transform (ACT)	ACT serves youth in Massachusetts through intensive and long-term residential treatment, pairing counseling with My Life My Choice survivor mentoring. To improve participant retention, ACT changed its service model to focus on girls who both self-reported sexual exploitation and demonstrated a willingness to commit to changing their lives according to the Stages of Change model. These benchmarks, along with readiness to adjust to life in a group home, are assessed by a motivational interview at intake. If girls are not deemed ready, they can be entered into a nonresidential program to help prepare them for ACT. This transition led to a 78 percent decrease in unplanned discharges compared to earlier iterations of the program (Thompson et al 2011). Of those who did have a planned discharge, the majority were still in a safe environment three months later. Thomson et al. (2011) also found that the residential aspect of the program helped girls stay put and provided structure in a homelike environment.
Seeking Safety	Seeking Safety is a counseling model to help people attain safety from trauma /or substance abuse. Although this model is not exclusively focused on CSE youth, strong evidence exists of its effectiveness. Based on a meta-analysis of 12 quasi-experimental or experimental studies, Lenz et al. (2016) found that the program was effective in decreasing symptoms of post-traumatic stress disorder and substance abuse for a broad range of individuals. In a randomized controlled trial specifically focused on adolescent girls, the program was effective in improving a variety of mental health outcomes (Najavits et al. 2006). The Seeking Safety program is designed to be integrated with other treatments and can be implemented in an individual or a group format. The program consists of 25 sessions but can be adapted to focus on a subset of those sessions if counselors have fewer than 25 sessions to work with individuals.

Appendix B:

Additional information on data sources

This report is based on qualitative and quantitative analyses of multiple data sources. We discuss both the qualitative and administrative data sources in this appendix. All data collection procedures were reviewed and approved by the Health Media Lab Institutional Review Board.

Qualitative data

The qualitative component of this report included primary data collection through a participant survey, site visits, interviews with agency staff, and a review of materials provided by Oakland Unite and collected during site visits.

Survey data

The purpose of the survey data collection was to gather information about Oakland Unite directly from strategy participants. The general topics of study included experiences and satisfaction with services, importance of agency characteristics, thoughts about the future, experiences with violence, and demographic characteristics. Before the survey was administered, it was pretested with former Oakland Unite participants in two strategies. The pretest focused on respondents' understanding of questions, difficulty of answering, and the time required for completion. Based on this pretest, the survey was revised and the final version was translated into Spanish.

The surveys were fielded with participants at each agency during September and October 2018. Survey administration was typically conducted on two back-to-back days where any Oakland Unite participant who visited that agency on one of the days was asked to complete a survey. Due to the differences in services provided and the number of participants at each agency, some sites delayed the start of data collection or included additional days. Nearly all surveys were conducted using a paper copy of the survey, with 5 percent of respondents electing to use a web version. The survey took approximately five minutes to complete. As no identifying information was included on the survey, all responses were anonymous. In total, 28 participants completed a survey across the three CSE youth intervention agencies. Because the number of surveys varied by agency, the responses were weighted proportional to the number of completed surveys at each agency. This means that each agency contributed equally to the sub-strategy averages regardless of the number of participants who completed a survey.

Site visits and interviews

The purpose of the site visits and interviews was to gather information about Oakland Unite strategy implementation from agency staff. The general topics of study included participant engagement, program implementation, program progress and tracking, collaboration networks, and successes and challenges. Site visits took place in winter 2017 and summer 2019. During each visit, Mathematica staff conducted semistructured interviews with grantee staff members, including managers and frontline staff. Across the two years, we conducted 21 interviews at the three agencies providing services in the CSE youth intervention sub-strategy, plus 6 additional key informant interviews with stakeholders in policy and advocacy, law enforcement, community health, and coalition-building (Table B.1).

Table B.1. Site visit and interview summary

Data collection period	Site visits conducted	Director or program manager interviews	Frontline staff interviews	Key informant interviews
Winter 2018	3	3	9	0
Summer 2019	3	3	6	6

At each site, we interviewed site directors or managers for approximately 45 to 60 minutes, focusing on topics such as defining and reaching the program’s target population, program performance measures, and staffing. Interviews with frontline staff members at each site were typically 30 to 45 minutes and focused on participant engagement, service provision, and program data. For agencies with grants across multiple strategies, we interviewed frontline staff members for each strategy. For key informant interviews, we conducted phone calls that were typically 30 to 60 minutes long.

Interview protocols included a set of topics, with questions varying depending on which type of respondent was interviewed. The protocols also included targeted questions about the CSE youth intervention sub-strategy, which asked about best practices specific to it and additional details about services and outcomes. The interviews were semistructured, meaning the evaluation team asked the same questions during each interview, but responses were open-ended and the interviewer had flexibility to probe for details or clarification in the responses. During the site visits, a note taker recorded responses in a standardized template, which linked the responses to specific interview questions and to broader topics for analysis. The evaluation team analyzed responses across interviewees within the site and across agencies within the same sub-strategy. The goals were to highlight key themes about the implementation of the sub-strategy and to identify similarities and differences between agencies.

In addition to site visits and key informant interviews, the evaluation team reviewed materials provided by Oakland Unite staff and collected directly from agencies during the site visits. The documents included the scope of work statement, agency budgets, quarterly reports, and intake forms. We used this information to better understand the types of services offered by each agency as well as their benchmarks and performance measures.

Although the qualitative data provided rich information about the agencies and the Oakland Unite program, this evaluation approach has some limitations. In particular, the participant surveys were done with a convenience sample of clients who happened to be on-site, or with clients specifically selected for participation by the agency, so their responses may not reflect the experiences of all clients. As with all data from interviews, particularly those including sensitive topics, a potential for social desirability bias also exists, as staff may provide responses that reflect favorably upon themselves. Although we specifically informed each interviewee that their answers would be kept confidential and would have no impact on their employment or the agency’s participation in Oakland Unite, respondents may still have felt that negative responses could have repercussions. We designed our site visit procedures to minimize the potential for this

bias, including interviewing in private spaces and emphasizing the confidential nature of the research in the consent language, but we cannot rule out the effect of these factors in the results.

Administrative data

The quantitative analyses in this report used administrative data from Oakland Unite, the Oakland Police Department, the Alameda County Police Department, the Oakland Unified School District, and the Alameda County Office of Education that were linked together (Table B.2).

Table B.2. Administrative data sources

Data source	Total number of individual records retrieved	Date range
Alameda County Office of Education (ACOE)	1,492	August 1, 2014, to June 30, 2018
Alameda County Probation Department (ACPD)	23,377	January 1, 2010, to December 31, 2018
Oakland Unite Cityspan data	8,631	January 1, 2016, to December 31, 2018
Oakland Police Department (OPD) arrest incidents	76,630	January 1, 2006, to December 31, 2018
Oakland Police Department (OPD) victimization incidents	392,680	January 1, 2006, to December 31, 2018
Oakland Unified School District (OUSD)	82,028	August 1, 2010, to June 30, 2018

Oakland Unite data

All Oakland Unite agencies are required to maintain administrative records in a common database managed by Cityspan. Agencies use the database to record service contacts and hours, milestones reached, incentives received, referral sources, and demographic and risk information about each participant. The data extract we received from Cityspan included participants who received services between January 1, 2016, and December 31, 2018. Although some individuals may have begun participating in Oakland Unite in the prior year, we did not have information about any services they received before January 1, 2016.

Between January 1, 2016, and December 31, 2018, 69 percent of the 564 participants in the CSE youth intervention sub-strategy consented to share their personal information for evaluation purposes. Accordingly, Cityspan did not provide names, dates of birth, or addresses for participants who did not consent. Although nonconsenting participants are included in most descriptive statistics about Oakland Unite, they are excluded from any analyses of victimization, arrests, probation, and schooling because these analyses require identifying information so participants can be linked to outside records.

OPD data

OPD provided data on arrests and victimization incidents that occurred between January 1, 2006, and December 31, 2018. The arrest data included information about each arrest incident, including its location, statute code, and Uniform Crime Reporting statute category code, as well

as information about the arrestee, including name, date of birth, address, and demographics. The victimization data included similar information for each incident involving a victim of a crime. We used the Uniform Crime Reporting statute categories and statute codes to determine each arrest or victimization incident's type. For example, we classified incidents by whether they involved a gun or other weapon, public order, property, drugs, a violent offense, or a violation of probation. For victimization incidents, we also identified a broader category of violent incidents, including whether they involved homicide, rape, robbery, assault, offenses against the family and children, prostitution, human trafficking, or sex offenses. For arrest or victimization incidents with multiple offenses, we used the most serious offense to determine the severity.

ACPD data

ACPD provided data on state and local Criminal Offender Record Information for individuals age 13 and older served through the Juvenile Division between 2010 and 2019, and records for individuals ages 18 to 40 served through the Adult Division, including realigned populations, also between 2010 and 2019. The Juvenile Division data files included arrest date and arrested offenses, sustained offenses, disposition, and facility information. These files included juveniles arrested throughout Alameda County, including the City of Oakland. The Adult Division file included only information on sustained offenses for individuals who were on formal probation. The ACPD data was matched to the other data sources using first and last name, date of birth, race and ethnicity, and gender. Mathematica conducted the match on-site at ACPD and removed identifying information from the matched file before conducting the analysis.

OUSD data

OUSD provided data on all individuals enrolled in the district at any point between August 1, 2010, and June 30, 2018. For each academic year, the data included information about the student's school, days enrolled, days absent, days suspended, and academic performance. In addition, the data contained demographic and identifying information about each student.

ACOE data

ACOE provided data on all individuals enrolled in the county's community schools at any point between August 1, 2014, and June 30, 2018. For each academic year, the data included information about the student's days enrolled, days absent, days suspended, and academic performance. In addition, the data contained demographic and identifying information about each student.

Data matching

To conduct the analyses, we needed to link individuals within and across data sets. To conduct these matches, we used an algorithm to assign individuals a unique identifier both within and across data sets. The algorithm used consenting individuals' identifying information, including their first and last name, date of birth, gender, and address, to perform matches. All of these data points did not have to be available or match exactly for records to be matched. Instead, the algorithm was designed to take into account the likelihood that two or more records represented

the same person, even if minor differences existed across records (such as in the spelling of names). The algorithm placed the most weight on name and date of birth but also used gender and address, if available. These weights were carefully calibrated to avoid erroneous matches while still allowing flexibility.

We received 9,700 unique Cityspan IDs in the Oakland Unite data. The matching algorithm identified 8,631 individuals, which reflects that a number of people received services from more than one Oakland Unite agency. However, this number may still overcount the unique individuals served by Oakland Unite, because we were only able to identify participants who received services from more than one agency if they consented to sharing their identifying information for evaluation. Of the 8,631 individuals identified in the Oakland Unite data, we matched 1,780 records to OPD arrest data, 1,627 to OPD victimization data, 1,625 to ACPD data, 1,319 to OUSD data, and 273 to ACOE data; 4,074 did not consent to share their identifying information with evaluators and thus could not be linked to other records.

Data security

Mathematica exercises due care to protect all data provided for this evaluation from unauthorized physical and electronic access. Per our current data-sharing agreements, we do not share identifiable data with Oakland Unite or any other entity. All data are stored in an encrypted project-specific folder in a secure server. Access to this folder is restricted to authorized users through access control lists that require approval from the evaluation's project director. Only staff members who were needed to complete the evaluation objectives were granted access to the restricted data folder; they included three researchers (including the project director) and a lead programmer. These staff members have all completed data security training and background checks and are up to date on Mathematica's data storage and security policies.

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To: Valerie Okelola
From: Mayra Sandoval, Michela Garber, and Mindy Hu
Date: 01/03/2020
Subject: Key themes from focus groups and interviews on life coaching

Oakland Unite administers grants to support a diverse set of strategies and sub-strategies designed to prevent and reduce violence. One of these strategies is the life coaching model, which uses a combination of coaching, case management, and motivational interviewing to help youth and young adults who are at high risk for engaging in violence. Life coaches help participants avoid getting involved in violence and the justice system and meet other life goals they set for themselves, including finishing their education or finding a job. Life coaches build strong relationships with participants, maintain frequent and intensive contact with them, and connect them to support services.

To obtain a variety of perspectives about the effectiveness of the life coaching model, Mathematica led nine focus groups and seven interviews with life coaching participants (adults and youth), life coaches (certified and non-certified), key informants (working in law enforcement, public health, behavioral health, employment support, school districts, policy and advocacy), and participants' family members.¹ We conducted the focus groups and interviews between July and November 2019.

Focus group participants were receiving services during the 2019–2020 funding year from life coaches associated with the City of Oakland Human Services Department or one of the following Oakland Unite grantees: East Bay Asian Youth Center, Youth ALIVE!, The Mentoring Center, Roots Community Health Center, and Community & Youth Outreach.

We asked program participants how they became involved in life coaching, what challenges they were facing before and during life coaching, which services they were receiving, which aspects of life coaching they do and do not find useful, and how they think life coaching could be

¹ We conducted two focus groups with adult participants, two with youth participants, one with certified life coaches of adult participants, one with non-certified life coaches (of both adult and youth participants), one interview with a life coach of adult participants, two focus groups with key informants, three interviews with key informants, one focus group with family members of adult participants, and three interviews with family members of youth participants.

improved. Family members and key informants discussed similar topics, with an additional focus on how they engage with the life coaching program. We also asked life coaches to reflect on their experiences and the life coaching model, including their successes and challenges in implementing it.

This memo summarizes key themes about the life coaching model that emerged from these focus groups and interviews. These findings will inform the comprehensive evaluation of life coaching, which we will deliver in December 2020. That evaluation report will (1) document citywide trends in crime and other measures of well-being over a four-year period (2017–2020) of Oakland Unite’s implementation, (2) describe the Oakland Unite life coaching model, and (3) estimate life coaching’s impact on its participants’ outcomes.

Program experiences

Participants are typically referred to life coaching after they go through major life stressors, particularly if they became involved with the justice system.

Adult participants are typically introduced to life coaching through established referral systems in criminal justice agencies such as Alameda County Probation Department (ACPD), Parole Office, Public Defender, District Attorney’s Office, and Ceasefire.² As one adult participant put it, “I joined this program through Ceasefire, because I liked to play with guns.” Another adult participant’s involvement began when an instructor at the prison helped him sign up for the life coaching program as a way to help him have “some stability” after release.

In some cases, participants began life coaching because they were actively “seeking help” and were connected to services through individuals working with Oakland Unite or peers who had been involved in life coaching. Some life coaches said these word-of-mouth referrals have been positive; participants already know life coaching’s benefits when they start services because a friend, family member, or other trusted source participated in the program.

Youth participants are generally referred to life coaching through the Juvenile Justice Transition Center (JJTC) and Oakland Unified School District. Although all youth from the JJTC are deemed eligible for the life coaching program, youth must exhibit certain risk factors if they are referred by their school or another source. Parents of some youth participants said they were referred to life coaching after asking for help at their children’s school. Two parents said their children were referred to life coaching when they were involved in the juvenile court—for example, while preparing for release or while in court.

² Ceasefire is a collaboration between law enforcement, service providers, and community representatives to identify people at risk of committing gun violence and get them into services designed to disrupt the cycle of violence.

Participants can sometimes feel stigma and apprehension when referrals to life coaching are tied to law enforcement.

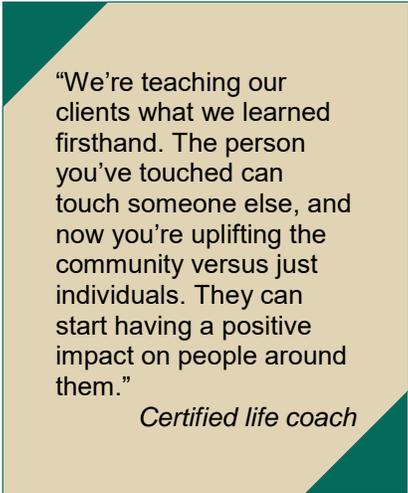
Some youth said that when they were first introduced to life coaching, particularly when they were on probation, their participation did not feel voluntary because life coaches "just show up at [their] house." Even though some youth did not consider their initial contact to be a choice, they became more receptive to the program after meeting their coach. One youth said, "I also didn't have a choice ... but I actually like my coach."

One key informant said that when referrals are tied to law enforcement entities like Probation or Ceasefire, both adult and youth participants may feel "stigma and apprehension." Although some life coaches can break down barriers with participants by sharing their own lived experiences, other life coaches find that referrals connected to law enforcement are not the ideal means to identify potential life coaching participants. According to one life coach, law enforcement "casts too wide of a net to make numbers," and may not always refer the right people to participate in life coaching. When law enforcement refers individuals who have not been involved in the justice system for years, some potential participants are consequently unsure of why they're being referred.

Life coaches are passionate about their work and find their role fulfilling, but sometimes struggle with high cost of living and job stress.

One life coach came to work with at-risk youth after making "a lot of mistakes" as a young person and considers it a "calling to share [their] experiences and the path to change." Another life coach, who started out doing street outreach, found passion in "changing youths' lives around," and said this work felt natural.

About three years ago, Oakland Unite began offering a nationally recognized certificate program to life coaches as a means of providing in-depth training on how to be a life coach. Life coaches apply for the certification fellowship and must be accepted to take part. One coach, in discussing Oakland Unite's Coaching Certification program, said that Oakland Unite is "certifying people who have the right experiences—we all experienced transformation through life coaching related to our own experiences, [which] makes it useful for those we serve."



"We're teaching our clients what we learned firsthand. The person you've touched can touch someone else, and now you're uplifting the community versus just individuals. They can start having a positive impact on people around them."

Certified life coach

However, despite this sense of fulfillment, coaches struggle with both their financial compensation—which does not easily cover the high cost of living in the Bay Area—and dealing with the stress of the job. Coaches worry about participants' well-being even when they are technically not at work, and say that the working hours are irregular. Ultimately, though, they

say this is all part of investing in participants. One life coach summed this up as, “You celebrate their successes, and you endure their pain as well.”

The Oakland Unite Coaching Certification gives life coaches an enhanced skill set beyond case management and promotes their personal and professional growth.

Life coaches extolled the value of the certification process for job performance, saying it enhanced their ability to help participants and achieve maximum effectiveness. This includes learning new skills in communication and interviewing that allow coaches to listen to clients’ stories and meet them where they are. Life coaches said the certification gave them “freedom” from the mindset of case management, in which the case manager feels responsible for helping clients fix their problems. Instead, certified life coaches approach their role as one of helping participants identify a plan for themselves and enabling them to develop their own problem-solving skills.

Life coaches also noted that the certification allows for personal and professional growth in general, not just in their current job. One certified life coach said that “[the certification process] gives us credentials and a sense of personal development and growth,” which is a mindset they can pass on to their clients.



“The certification has created pathways for staff to provide for themselves outside of the job too. Now there’s a way to make a real investment in personal development that transcends the workplace. It has helped with burnout, reestablishing a passion for the work we’re doing, and doing it with like-minded individuals with different experiences.”
Certified life coach

Although there are criteria that participants must meet to take part in life coaching, their readiness for change determines whether a participant will be successful.

Life coaches and participants said that whether a participant is "willing or ready to change" or is "self-motivating" influences how much the program will benefit the participant. These implicit characteristics are demonstrated through participants’ receptiveness to service from the beginning—for example, whether they make it to appointments or communicate with their life coach if they cannot attend an appointment. Life coaches emphasized that they do not force participants to engage in services, instead allowing the participants to drive change. According to one life coach, “The change is ultimately made if the person is ready to make that change, they want to do something different, they’re tired of bumping their head against the wall.” Family members reinforced the notion that a participant must be willing to change, regardless of what the program offers. One parent tried to get her older daughter involved in the program after seeing the positive effect it had on her younger daughter, but the older daughter was reluctant. This parent said, “I believe that it’s up to the person to seek out help if they truly want it, if they are open and willing to receive support, and no one can force you to get help.” Another parent said that getting her adult son involved in services earlier in life “didn’t go anywhere” because

her son was not interested, but “now he’s a grown man, now he wants it. You can’t help someone who doesn’t want it.”

Program impacts

Services are tailored to participants’ individual needs and goals, which often involve meeting basic needs and addressing behavioral health issues.

Many participants enter life coaching without the resources and supports they need to be self-sufficient. Life coaches work with participants to identify ways to address their particular needs. Participants said life coaches guided them to create a “life map” outlining their specific goals or needs. Consequently, the life coaches provide a variety of services. As one adult life coach explained, “We [life coaches] address everything case-by-case, nothing is cookie cutter ... we have quite a few resources in our circles that we can refer any client to [based on] their particular needs if they show up.”

Life coaches help participants access and navigate social services to meet basic needs, such as getting medical attention or food, navigating court, and most commonly, finding housing. Many adult participants said their life coach helped them find housing, or said they were in the process of obtaining permanent housing. Life coaches who worked with youth said they often help the entire family access these services. In addition, key informants, families, and participants talked about how life coaches attend criminal court with participants and sometimes even advocate for a participant at court. One parent said her son’s life coach drives her and her son to court dates. Many participants, both youth and adults, also mentioned that their life coach helped them obtain an ID or driver’s license.

Life coaches sometimes connect participants to a mental health therapist or substance abuse expert if they need it. One key informant noted that life coaches facilitate access to mental health services, which can be underutilized because of the stigma associated with them. The life coaches’ personal relationship with the participant and advocacy on the participant’s behalf can help the participant access therapeutic services.

Life coaches take an active role in ensuring participants follow through on the activities they need to attain their goals.

Life coaches go beyond referring participants to services. They actively accompany them on and guide them through the process of addressing their needs. One life coach reported, “We actually go with [participants]” to access a service. According to an adult participant, “I feel like coaches actually say what they mean, and do what they say ... they gave me the specific steps I need to achieve a goal and help [me] do them, like going to DMV and getting a license ... my coach and I both write down my goals, so that the coach can keep track of my progress towards those

goals.” This practice allows participants to drive the amount and types of services they receive. The coaches serve as guides, instead of dictating which services the participant should pursue.

Youth shared that their life coaches help them set goals to attend and do better in school. One youth participant said, “I had a lot to make up, and my [life coach] helped me set goals. It made me more motivated to actually attend school and get those credits that I needed.” One mother said, “I wanted to make sure my daughter was motivated to continue to do her work and not get into trouble.” Once goals are set, life coaches continue to encourage and motivate participants to stay engaged in school by “popping up to [their] school” to check in on them, talk to teachers, and even bring them food.

Life coaches, participants, family members, and key informants have found that the life coaches’ success is tied to their personal involvement with and investment in the participants and their families. One life coach mentioned the need to establish a relationship built on trust to ensure that youth “[get] a sense you’re genuinely interested in them, and that they are not just another number.” Life coaches accomplish this by getting intensively involved in the participants’ lives. One adult participant said there are “no limits to the types of services [life coaches] provide,” and another said that “they already do everything.” Some examples include helping a participant set up a bank account and establish credit, taking a participant’s son to football practice and doctor’s appointments, and taking youth participants to group activities. A family member said that her son’s life coach had even driven her to the hospital when he got into a car accident.

Life coaches help adult participants develop the soft skills they need for employment, and leverage their networks to help participants find the right jobs.

Many adult life coaching participants need help finding a job, which is especially difficult if they have criminal records. If a participant’s goal is to find a job, the life coaches guide them through the process. In most cases, life coaches connect clients to employment opportunities by referring them to outside agencies (including Oakland Unite agencies offering employment support services) or using their personal connections. One life coach prefers to use his personal connections with “certain staffing agencies around the Bay Area” because in his experience, program agencies “have not necessarily led to sustainable long-term employment.” He finds there is more potential for long-term employment with temp agencies because they “pay a little more,” and participants are more engaged “with work they want to do.”

Coaches emphasize the importance of establishing trusting relationships with employers by making sure their clients are equipped with the tools, support systems, and professionalism they need to prepare for and sustain employment. Life coaches help participants with interviews and resumes and developing soft skills. Life coaches also refer current participants to jobs where former participants have worked, because those individuals are in the best position to understand what participants are going through and give them support. One life coach acknowledged that participants could have needs “beyond them being work-ready, especially hidden needs” related

to professionalism that have led to issues with employment. Thus, according to one life coach, “we have to find a sweet spot to balance supporting clients and supporting the employers we partner with.”

Life coaches may also connect youth with employment opportunities.

Oakland Unite also offers youth employment programs to give them opportunities to explore careers and gain work experience. Three family members of youth participants mentioned that the life coach connected their son or daughter with job opportunities after school. Their child appreciated having a job for a few hours, and the parents suggested youth participants should get more opportunities to work. One mother said jobs were not good only for money but would also help youth “keep busy” and thus avoid getting into trouble.

Incentives are used as a tool to motivate some participants to buy into the program and remain engaged.

Both youth and adult participants receive monetary incentives for completing milestones and accomplishing the life map goals they have set with their life coaches. Initially, these incentives serve to encourage buy-in to the program; some participants mentioned being interested in the program after learning they could get paid. Participants noted that they received incentives for accomplishing specific goals such as obtaining their license or ID, attending a life skill class (on budgeting, for example), attending school, or getting good grades.

Some life coaches see a downside to incentives because they might be the only reason for a participant’s engagement. In general, however, life coaches, participants, and participants’ families believe incentives are essential and promote “positive messaging” by rewarding participants for their accomplishments. One life coach shared, “The incentives help people stick around long enough to see if it’s going to work out for them. Some can use the help of the money. The incentives work for all of them.” Key informants agree that life coaching needs to be “strongly incentivized for youth to participate” because “they need money.”

Although impacts vary depending on each individual’s goals, participants and their families credit life coaching with promoting personal growth and maturity.

The impacts of life coaching on participants vary widely and are a result of their individually defined goals and the tailored support they receive toward reaching the goals. For example, an adult participant could achieve concrete milestones such as finding a full-time job, obtaining housing, or reuniting with family. Youth participants and their families shared their successes in school, such as regularly attending classes, improving grades, and graduating high school. Both adult and

“I just turned 33, and I’ve been to jail many times I’ve never been out of jail for this long until right now. Now I’ve been out of prison for two years.”
Adult participant

youth participants talked about being able to get off probation and “stay out of trouble” as a significant impact.

“[Life coaching] has changed my attitude ... how to talk in certain places, made me stronger, and [made me] look at the future with optimism compared to before, where I didn’t feel like I could do anything in life. I want to go to college now. I want to be so many things that I didn’t think I would be able to be. It has made me think of what I really want to do and know what I’m worth.”

Youth participant

Beyond attaining these goals, participants have shown progress in their personal development and attitudes toward the future. Participants, family members, and key informants credited the support system the life coach provides. For youth in particular, key informants placed a high value on life coaching in providing a support system, stating, “The impact is great when a youth needs that additional support outside of the structures that are forced in their life.” The life coach functions as a knowledgeable and caring mentor, a role made possible because the coach does not have authority over the participant like a parent or teacher would. One youth participant noted that having this support system was especially helpful during critical life events. “My life coach started showing up to my court dates on time, and he was always supporting me through those times. Sometimes I had serious charges, and he brought people over to court to show that I had a strong support system. My life coach actually gives me a support system.”

Thanks to life coaching, participants believed they had reasons to look forward to the future and the power to change their behavior. Participants and their families credited life coaching with helping the participants control their anger and address substance abuse. One participant said, “My [life coach] helped me a lot with my anger, [I] think about things before I express myself.” These behavioral changes have also impacted participants’ relationships with their families. As one family member noted, having her son get off drugs and practice better anger management “brought [them] closer to be able to communicate better.”

Strengths and challenges

Life coaches’ shared experiences, deep dedication to mentoring, and hands-on approach are strengths of the life coaching model.

Life coaches drive impact through three key strengths of the program: (1) sharing experiences like those of the participants, (2) building trusting mentoring relationships, and (3) providing hands-on support.

Life coaches often have a background similar to that of the participants, which helps establish a trusting foundation for partnership. These shared experiences include being from similar neighborhoods, being involved with the justice system in the past, and sharing the same racial background and gender. Participants appreciate being able to relate to their life coach, who can

empathize with their experiences with violence and interactions with police. Family members also said that life coaches are able to connect with their children in ways they may not be able to. A mother noted that after her son, an adult life coaching participant, lost his older brother to gun violence, the life coach became a trusted male role model. Key informants agree life coaches who share a similar background with participants become “credible messengers,” and because they are “not an authority figure,” it helps foster a trusting relationship.

Along with their shared background, life coaches are nonjudgmental and patient guides as they mentor participants and motivate them to achieve their goals. This approach allows life coaches “to get to some of the core issues and deep vulnerable places” for participants. Youth participants mentioned that coaches are “motivating,” and “they’re not the type of person who would judge you right away without knowing you.” One youth participant noted, “My coach is not yelling at me, like a teacher would. I don’t respond well [to people yelling at me].” Participants appreciated their coaches’ patience as well as their communication style. One youth participant said, “They gave me many chances, and that’s what I like about [life coaching]. They don’t just throw you to the curb.” A youth participant explained, “What I like about [life coaching] is that they make you set your goals and accomplish them. They don’t give up on you easily. When they see you going down, they realize it right away, and [get] you the help you need.”

Life coaches’ hands-on approach builds trust with participants, who rely on life coaches as an important part of their support system. Many participants noted that coaches are always available, and, as one adult participant shared, “no matter what time it is, the coaches are easy to reach out to.” Life coaches believe their accessibility is important because often, the youth they work with “just don’t have a go-to person” that they can rely on. Key informants agree that “[life coaches] are a consistent, supportive adult for the youth,” and “that’s a foundation for the youth’s progress going forward.” This foundation makes it easier to follow through on goals in other areas of a participant’s life, whether schooling, behavioral health treatment, Probation, or other social services.

Behavioral health, substance abuse, and housing needs are ongoing challenges for participants, and sometimes cause them to drop life coaching.

Although Oakland Unite has some partnerships in place to support participants’ needs beyond life coaching, the demand for services is greater than what can be addressed with existing resources. Some participants continue to encounter challenges with behavioral health, substance abuse, and housing, and their life coaches sometimes struggle to help them address these needs. Part of the challenge with accessing behavioral health services is the availability of suitable services. One adult participant said, “I wish we could get more mental health services. [There is] a lot of violence around me, and that affects people mentally. I wish I could get mental health services for myself and other people around us.” One life coach suggested “there could be more training” to address mental health issues, but also recognized that life coaches “are not considered therapists” and “there should be more mental health professionals as well” to address

the depth of participants' needs. Another challenge is the stigma that surrounds use of behavioral health services. One adult life coach said participants with trauma experiences have dropped out of the program because "they were not willing to talk about their issues at the time with the mental health therapist," and the idea of a therapist "might have scared them away."

Key informants and life coaches pointed out the high demand for substance abuse treatment. One key informant indicated that youth who are using substances are less interested in other aspects of their lives, and so they are less likely to follow through on goals related to schooling and mental health treatment. One informant suggested that life coaches as a whole should be more aware of substance abuse treatment resources where they can refer participants.

Despite initiatives like the Oakland Path Rehousing Initiative (OPRI),³ an effort that housed many formerly homeless Oakland residents, demand for housing support remains high among life coaching participants. Life coaches often reported struggling to address participants' housing needs. One adult life coach said that "housing is the number one thing" participants need help with because it can "take forever" to find someone housing, especially in the Bay Area. One key informant noted that participants might not engage with life coaching if they don't believe they can get the help they need for housing, a fundamental need. One youth life coach also noted that some participants drop out of the program after moving away, because the family "can't afford to stay in Oakland."

Although participants and family members saw no weaknesses with life coaching, some of them recommended expanding its focus to prevention and early intervention, particularly for youth.

Participants and their family members had a positive experience with life coaching and did not identify any weaknesses with the program. Their main suggestion was to expand the program because it is "needed by the community," and "there are more who need help." Both adult and youth participants suggested expanding the program through events that would allow participants to interact with each other. One adult participant thought this would enable them to share information about resources they are currently receiving from organizations, such as job opportunities and housing. In addition, participants and family members suggested these events could be a "good distraction" from engaging in criminal acts or responding to peer pressure.⁴

³ A collaboration between the City of Oakland, Oakland Housing Authority, Alameda County Behavioral Health Care Services (BHCS), and multiple nonprofit service providers that successfully housed more than 190 formerly homeless Oakland residents.

⁴ Although participants suggested more opportunities to get together and network with other life coaching participants, life coaches could be hesitant to foster these opportunities because of the risk for confrontations and

Key informants and participants suggested that life coaching could become more of a preventive effort, instead of mostly enrolling participants after they have already had contact with the justice system. According to one key informant, Oakland Unite has the potential to identify and provide life coaching to at-risk youth participating in other Oakland Unite strategies before they are referred to it by the JJTC. One key informant suggested that schools could also refer participants to life coaching, so that participants would “not need to have these serious things happen to them in order to be eligible [for life coaching].” Another recommended that police could refer people who were not arrested or prosecuted, but who might benefit from the program.

Youth participants also supported the idea of expanding into early intervention in high school or middle school. One youth participant said the life coaching program should “go straight to middle schools because that’s when it starts.” Another said the program should work to reach those “who don’t like to talk too much” because they might need someone to talk to but “just don’t know it” or “need to find the right person to express themselves to.” He suggested more “community building projects” or “game nights” to encourage their participation.

Participants would benefit from better communication and collaboration between life coaches, other service providers, and ACPD, especially when it comes to sharing data.

Collaboration between relevant partners is a key component of the life coaching strategy, particularly for youth. Part of that collaboration involves case conferencing, a multidisciplinary meeting that brings partners together to strategize on how to best support a young person upon release from the JJTC. Life coaches also build rapport with ACPD to exchange updates on a participant's progress and advocate on the participant’s behalf. This information can be used to support a Probation Officer’s court report, or a life coach can incorporate it into a participant’s life map.

However, the effectiveness of collaboration between life coaches and Probation Officers is hindered by certain issues. One key informant shared that life coaches think there is not a “true collaboration” between themselves and Probation Officers from the ACPD; instead, “it’s more like ‘Just give me the info I need [for my court report],’ we’re not talking about strategies as it relates to this youth.” In addition, many key informants emphasized the importance of building strong relationships with relevant partners (such as the Alameda County District Attorney’s Office, Public Defender, Probation Department, and Behavioral Health Care Services) to provide care to youth, but said this is challenging because the work is “siloed.”

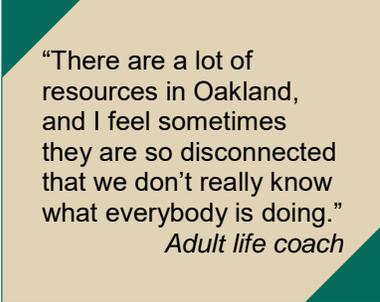
Many key informants suggested setting up a better system for collaboration between partners. One suggestion was to have a joint training about “what a real, effective multidisciplinary team

violence between individuals involved in services. As part of coordinating participant attendance in the focus groups, several agency staff and life coaches expressed concerns about the risk to safety if several life coaching participants were in the same room.

looks like.” The goal would be for relevant partners, including ACPD, to learn how to effectively exchange information about a youth’s background, while also having “better data capture” to understand what is working. One key informant stressed the importance of “being intentional around collaboration and understanding each other’s roles and responsibilities and what approach we take to support each other’s work.” The informant also suggested finding better ways to include families and life coaches in the collaborative process of addressing youths’ needs, especially within case conferencing.

Multiple informants cited privacy restrictions and confidentiality concerns as detrimental to effective communication between partners, saying that these contribute to a “fragmented experience” for the youth, even when partners all share the goal of helping the youth be successful. One noted that a data sharing agreement would be necessary to formally specify the type of information that can be shared between life coaches and Probation Officers. Such data sharing agreements between partners could define what can and cannot be shared, so that partners maintain the confidentiality and trust of the youth they are working with.

Key informants also said adult life coaching could benefit from the collaboration between partners that is present in the youth life coaching strategy. As one key informant put it, “It would be helpful if the collaboration between life coaching, Probation, and Behavioral Health was a standard process to cross over into the adult world.” They believe in the importance of including families and other close supports in the collaboration process for adults as well.



“There are a lot of resources in Oakland, and I feel sometimes they are so disconnected that we don’t really know what everybody is doing.”
Adult life coach

Community and family contexts can blunt the impact of life coaching on participants’ lives.

Life coaches have had a positive impact in the face of a broad array of challenges participants face—family issues, racism, poverty, exposure to violence, and mental health challenges. However, they cannot always remove these stressors from the participants’ environment. Some adult participants shared that they are targeted by police and have difficulty getting jobs because of their criminal records. Of youth participants, one key informant said, “Issues of community, issues of family, and issues of discipline are put on life coaches without incorporating the family, and that doesn’t seem to be a recipe for success.” Life coaching is one important tool to address the myriad challenges participants face, but community and family context must also be considered.

More formalized collaboration between the life coaching strategy and schools would benefit youth participants.

Although life coaches have access to Oakland Unified School District (OUSD) data on students’ grades and attendance, key informants said there “is not a system built for the whole strategy [to

connect with schools].” The JJTC coordinator helps students in the school re-enrollment process, but school staff, such as teachers and principals, are not always aware of students who are involved in life coaching. Key informants said a life coach can engage with a participant’s education only to the extent the life coach is proactive in connecting with youths’ schools. One example of how life coaches do this is by visiting participants at their school to check in on attendance and grades. Youth saw this behavior as the life coach taking an active interest in their schooling.

Key informants see value in having school staff know whether students are involved in life coaching, regardless of whether an individual life coach visits the participant’s school. This level of information sharing would allow school staff and life coaches to work together to facilitate the student’s transition back to school, after the trauma of being involved with the justice system. One key informant indicated that this need is especially great when the student returns to a larger campus, which can be intimidating and more difficult for the student to integrate into. In addition, a portion of youth enroll in Alameda County Office of Education (ACOE) community schools, and currently there is no data sharing process in place like the one with OUSD.

Conclusion

The participants, family members, life coaches, and key informants who contributed their perspectives on the Oakland Unite life coaching strategy had positive feedback about the strategy and its benefits for participants’ lives. Their suggestions for the strategy’s future included:

- Expanding the program to reach youth in middle school or high school (or at those ages) who are at risk of getting involved with the justice system
- Improving collaboration and data sharing between law enforcement, service providers, schools, families, and life coaches by, for example, creating data sharing agreements between partners, developing better intake processes to assess participants’ receptiveness to coaching, including life coaches at system-level meetings, and incorporating families more intentionally in the process of developing participants’ life maps
- Addressing the external factors affecting participants’ lives, such as better mental health and substance abuse services, more affordable housing, and more job opportunities