



SAFETY AND SERVICES OVERSIGHT COMMISSION (SSOC)
SSOC created by the Public Safety and Services Violence Prevention Act of 2014 (Measure Z)

SPECIAL MEETING AGENDA
Monday, December 16, 2024 at 6:30pm

1 Frank H. Ogawa Plaza, Oakland, CA 94612
City Council Chamber, 3rd Floor

Oversight Commission Members:

Kelly Cure (D-1), Chair: Omar Farmer (D-2), Paula Hawthorn (D-3),
Vice Chair: *Yoana Tchoukleva (D-4), VACANT (D-5), Samuel Dawit, (D6), VACANT*
(D-7), Michael Wallace (Mayoral), Sonya Mehta (At-Large)

The Oakland Public Safety and Services Oversight Commission encourages public participation in the online board meetings. The public may observe and/or participate in this meeting in several ways.

You may appear in person on Monday, December 16th, 2024, at 6:30pm at
1 Frank H. Ogawa Plaza, Oakland, CA 94612 in Council Chamber

OR

To observe, the public may view the televised meeting by viewing
KTOP channel 10 on Xfinity (Comcast) or ATT Channel 99 and locating
City of Oakland KTOP – Channel 10

Please note: The ZOOM link and access numbers below are to view / listen
to the meetings only – not for participation.

Please click the link below to join the webinar:

<https://us02web.zoom.us/j/88436690045>

Or One tap mobile :

+16694449171,84538741892# US
+16699009128,84538741892# US (San Jose)

Or Telephone:

Dial(for higher quality, dial a number based on your current location):
+1 669 444 9171 US, +1 669 900 9128 US (San Jose), +1 253 205 0468 US
+1 253 215 8782 US (Tacoma), +1 346 248 7799 US (Houston), +1 719 359 4580 US
+1 301 715 8592 US (Washington DC), +1 305 224 1968 US, +1 309 205 3325 US
+1 312 626 6799 US (Chicago), +1 360 209 5623 US, +1 386 347 5053 US

Webinar ID: 884 3669 0045

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**SPECIAL MEETING AGENDA
MONDAY, December 16, 2024 at 6:30 PM**

**1 Frank H. Ogawa Plaza, Oakland CA 94612
City Council Chamber, 3rd Floor**

International numbers available: <https://us02web.zoom.us/j/kbvcSql3SB>

After calling any of these phone numbers, if you are asked for a participant ID or code, press #.
Instructions on how to join a meeting by phone are available at:
<https://support.zoom.us/hc/enus/articles/201362663>, which is a webpage entitled “Joining a Meeting by Phone.”

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.
- Comment in advance. To send your comment directly to the Commissioner’s and staff BEFORE the meeting starts, please send your comment, along with your full name and agenda item number you are commenting on, to Felicia Verdin at fverdin@oaklandca.gov.

Please note that eComment submissions close one (1) hour before posted meeting time. All submitted public comment will be provided to the Commissioners prior to the meeting.

If you have any questions about these protocols,
please e-mail Felicia Verdin at fverdin@oaklandca.gov.

Do you need an ASL, Cantonese, Mandarin or Spanish interpreter or other assistance to participate? Please email fverdin@oaklandca.gov or call (510) 238-3128 or (510) 238-2007 for TDD/TTY five days in advance.

¿Necesita un intérprete en español, cantonés o mandarín, u otra ayuda para participar? Por favor envíe un correo electrónico a fverdin@oaklandca.gov o llame al (510) 238-3128 o al (510) 238-2007 para TDD/TTY por lo menos cinco días antes de la reunión. Gracias.

你需要手語, 西班牙語, 粵語或國語翻譯服務嗎? 請在會議前五個工作天電郵 fverdin@oaklandca.gov 或 致電 (510) 238-3128 或 (510) 238-2007 TDD/TTY.

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**SPECIAL MEETING AGENDA
MONDAY, December 16, 2024 at 6:30 PM**

**1 Frank H. Ogawa Plaza, Oakland CA 94612
City Council Chamber, 3rd Floor**

*Each person wishing to speak on items must complete a Speaker Card
Persons addressing the Safety and Services Oversight Commission may state their names and the
organization they are representing, if any.*

ITEM	TIME	TYPE	ATTACHMENTS
1. Call to Order	6:30 PM	AD	
2. Roll Call	1 Minute	AD	
3. Approve August, September and November Minutes	1 Minute	A	Attachment 3a, 3b and 3c
4. Open Forum – For items not listed on the Agenda	3 Minutes	I	
5. Oakland Fire Department Strategies & Reports	45 Minutes	I	Attachment 5
6. Urban Institute Evaluation Presentation	45 Minutes	I	Attachment 6(1), 6, 6a, 6b, 6c, 6d
7. Ceasefire Update (Chief Joshi)	10 Minutes	I	
8. MZ FY 22-23 Audit (Stephen Walsh, Controller)	20 Minutes	I	Attachment 8, 8a, 8b, 8c, 8d
9. SSOC Initiatives: MACRO, ASAP to PSAP, Final Recommendations (Farmer)	10 Minutes	I	Attachment 9a, 9b,9c, 9d, 9e
10. SSOC Farewell (Farmer)	15 Minutes	I	
11. Report from Staff – Schedule Planning	1 Minute	I	
12. New Business	3 Minutes	I	
13. Adjournment	1 Minutes	I	

A = Action Item / I = Informational Item / AD = Administrative Item /



SAFETY AND SERVICES OVERSIGHT COMMISSION (SSOC)
SSOC created by the Public Safety and Services Violence Prevention Act of 2014 (Measure Z)

DRAFT Regular Meeting Minutes
Monday, August 26, 2024 at 6:30pm

1 Frank H. Ogawa Plaza, Oakland, CA 94612
City Council Chamber, 3rd Floor

Oversight Commission Members:

Kelly Cure (D-1), Chair: Omar Farmer (D-2), Paula Hawthorn (D-3),
Vice Chair: *Yoana Tchoukleva (D-4), VACANT (D-5), Samuel Dawit, (D6), VACANT*
(D-7), Michael Wallace (Mayoral), Sonya Mehta (At-Large)

The Oakland Public Safety and Services Oversight Commission encourages public participation in the online board meetings. The public may observe and/or participate in this meeting in several ways.

1. Call to Order

Chair Omar Farmer called the meeting to order.

2. Roll Call

In attendance: Commissioner Dawit, Wallace, Farmer and Tchoukleva.

No quorum.

Commissioners Cure, Hawthorn and Mehta were absent.

3. Approve Minutes for June and July
The minutes were not approved.

4. Open Forum – For items not listed on the agenda
No public comment.

5. Presentation by the Department of Violence Prevention (DVP) on the 2025-2029 Spending Plan

Ms. Jenny Linchey presented the plan to the commission. The plan reflects the spirit and substance of the current plan, 2022-2024 that was developed in 2021 after an extensive community input process. The original plan took into consideration feedback from agencies, staff, best practices in the field of community violence intervention and focused the scope of work on individuals that are directly affected by violence and at risk for imminent violence.

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**REGULAR MEETING AGENDA
MONDAY, August 26, 2024 at 6:30 PM**

**1 Frank H. Ogawa Plaza, Oakland CA 94612
City Council Chamber, 3rd Floor**

If the “new measure Z” passes the new commission will ultimately need to approve the plan.

Ms. Linchey began presenting PowerPoint slides and provided a detailed overview of the plan including a background on the three primary functions of DVP. The presentation can be found on the SSOC website.

DVP Chief, Holly Joshi continued with the PowerPoint presentation and provided an overview of the group violence approach. Chief Joshi indicated that group violence has been a priority of DVP since its inception. As a result of a recent audit, a group violence theory of change was recommended and created that aligned with Ceasefire. Chief Joshi provided an overview of the group violence, core services.

Chief Joshi also provided an overview of the Gender Based Violence, theory of change and discussed the DVP approach in detail.

Ms. Linchey then presented an overview of the School Violence Intervention and Prevention Program including the theory of change. This is the third bucket of work for the DVP. She also discussed the core services.

The full presentation can be found on the SSOC website for this date.

Chair Farmer thanked the DVP team for their presentation. Commissioners asked a range of questions and shared their insights about the spending plan. They also shared their support of the “new Measure Z.”

No public comment on this item.

6. Update by DVP on Measure Z 2023-2024 Expenditures

Chief Joshi made a PowerPoint presentation on the DVP expenditures report for fiscal year 2023-24. In her presentation, the Chief provided an expenditure narrative on personnel, materials and contracts. The Chief indicated that payments to community-based organizations (CBOs) were made and indicated that any savings will rollover to support CBOs in the current fiscal year. The complete presentation can be found on the SSOC website for this meeting date.

The Commissioners posed a variety of questions regarding various line items and CBO deliverables.

The Chair thanked the DVP for their presentation.

No public comment on this item.

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**REGULAR MEETING AGENDA
MONDAY, August 26, 2024 at 6:30 PM**

**1 Frank H. Ogawa Plaza, Oakland CA 94612
City Council Chamber, 3rd Floor**

7. Oakland Police Department Ceasefire Update

Reverend Damita Davis Howard, Director of Ceasefire provided an overview on the Ceasefire audit that was completed in January 2024. She shared an update on the Ceasefire audit and the ongoing efforts to reduce gun violence. The audit analysis made several recommendations that Ceasefire as worked to implement. The audit recommended resuming weekly coordination meetings which have started again and are facilitated by the Mayor's Office. The Ceasefire strategy is data driven and during the coordination meetings, partners review crime data during the meetings to ensure the strategy is implemented effectively.

Reverend Damita reported that performance review meetings also occur in partnership with the Mayor's Office. These are cross agency citywide meetings specifically convened to address gun violence. The meetings are held quarterly and include CBO, county agencies and city departments. The goal is to practice quality assurance and problem solving.

Reverend Damita shared that Ceasefire is also addressing staffing concerns that were raised in the audit. As a result, there have been an increase in the number of staff, however staffing is fluid due to promotions, retirements and transfers.

Reverend Damita reported that as of this date there is a 15 percent reduction in homicides and 33 percent reduction in non-fatal shootings.

Commissioners raised a variety of questions, including staff numbers and recommended sharing the effectiveness of Ceasefire with the public.

Captain Valle reported that there were currently 34 filled position in the Ceasefire Unit.

No comments from the public.

8. OPD Measure Z finance report for fiscal yar 2023-2024

Fiscal Director LaRajia Marshall provided an overview presentation on the OPD fiscal report that was included in the agenda packet.

Commissioners raised questions about the fiscal report including the travel expenses on associated with attending the National Officer Memorial in Washington, DC. The commission wanted to know how this was considered a Measure Z expenditure. Deputy Chief responded that he believed that Measure Z covered travel and training costs and since a Measure Z officer passed away in the line of duty, the funds were used for officers to attend the National Memorial service.

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**REGULAR MEETING AGENDA
MONDAY, August 26, 2024 at 6:30 PM**

**1 Frank H. Ogawa Plaza, Oakland CA 94612
City Council Chamber, 3rd Floor**

There was no public comment on this item.

9. Joint Meeting Presentation Preparation: July 18th ad hoc Meeting recap and next steps (Cure, Dawit)

Commissioners reviewed the draft Measure Z joint meeting presentation. Additional information was requested from the City Administrator's Office including the total revenue generated for Measure Z. The Chair recognized the committee that compiled the draft presentation and provided feedback. He also acknowledged that the full commission worked on the joint presentation.

Chair Farmer closed this item and indicated that he will work more closely on the PowerPoint presentation and shared that the Commission is on the right track with the presentation. Commissioners thanked the ad hoc committee for their work. The ad hoc committee included Commissioners Dawit, Cure and Mehta.

No public comment on this item.

10. SSOC Resolution recommendation (Tchoukleva)

Vice Chair Tchoukleva provided background on this item. The agenda item focused on the development of a memo to City Council that includes substantive recommendations for a newly formed Commission assuming "new Measure Z" passes. The goal is that the new Commission could adopt these recommendations as they develop a new plan. The Vice Chair provided a memo versus a resolution and provided a draft document for members of the SSOC to review. The SSOC will also make procedural recommendations, some of these items are also included in the Commission's strategic plan.

Chair Farmer indicated that his personal preference is that a resolution is developed. He shared that a resolution will remain in perpetuity and is more permanent than a memo. Chair Farmer and Vice Chair Tchoukleva will discuss the best approach and move forward accordingly.

Vice Chair Tchoukleva recommended conferring with the City Attorney's Office and providing a document that makes sense. She also encouraged Commissioners to provide feedback on the document which was uploaded by staff to the SSOC website. The Vice Chair encouraged Commissioners to provide her with feedback within two weeks of this meeting.

No Public Comment.

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**REGULAR MEETING AGENDA
MONDAY, August 26, 2024 at 6:30 PM**

**1 Frank H. Ogawa Plaza, Oakland CA 94612
City Council Chamber, 3rd Floor**

11. ASAP to PSAP & MACRO recommendations update (Farmer)

Chair Farmer provided an update on this item. He met with OPD call center representatives to get their feedback on the technology prior to the item being presented to public safety. The Chair indicated that there are also plans to meet with the IT director.

He discussed the prospective vendor and an upcoming meeting with Deputy City Administrator Joe DeVries to determine funding availability to cover the cost of ASAP to PSAP.

The MACRO ad-hoc consists of Chair Farmer, Vice Chair Tchoukleva and Commissioner Hawthorn and have discussed staffing for proposed MACRO Commission.

12. Report from Staff – Schedule Planning

Staff provided an update on the next agenda, including a presentation on OFD financial reports. Staff also agreed to work towards implementing hybrid meetings.

13. New Business

The Commissioners raised questions about OPD using Measure Z funds for travel to Washington, DC and requested that staff pursue the issue further. Commissioner Wallace indicated that the concerns could be raised during the joint meeting since the responsibility of the SSOC is to monitor and evaluate how Measure Z funds are used and ensuring that they are used for the appropriate purpose.

Commissioner DaWit requested a presentation by OFD on the Macro program.

Chair Farmer announced a suicide prevention event for veterans.

14. Adjournment

The meeting was adjourned.



SAFETY AND SERVICES OVERSIGHT COMMISSION (SSOC)
SSOC created by the Public Safety and Services Violence Prevention Act of 2014 (Measure Z)

DRAFT Regular Meeting Minutes
Monday, September 23, 2024 at 6:30pm

1 Frank H. Ogawa Plaza, Oakland, CA 94612
City Council Chamber, 3rd Floor

Oversight Commission Members:

Kelly Cure (D-1), Chair: Omar Farmer (D-2), Paula Hawthorn (D-3),
Vice Chair: *Yoana Tchoukleva (D-4), VACANT (D-5), Samuel Dawit, (D6), VACANT*
(D-7), Michael Wallace (Mayoral), Sonya Mehta (At-Large)

1. Call to Order

Chair Farmer called the meeting to order.

2. Roll Call

Chair Farmer, Commissioner Mehta,
Commissioner Cure, Commissioner
Hawthorne

Absent Commissioner Wallace and Dawit

There was not a quorum during this meeting.

3. Approve Minutes: June, July, August

The minutes were not discussed or approved
due to lack of quorum.

**4. Open Forum – For items not listed on the
Agenda**

Daniel Ettliger, member of the Community
Policing Advisory Board spoke in favor of
agenda item number 11.

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**DRAFT REGULAR MEETING MINUTES
MONDAY, September 23, 2024 at 6:30 PM**

**1 Frank H. Ogawa Plaza, Oakland CA 94612
City Council Chamber, 3rd Floor**

5. SSOC Recommendations (Farmer)

Chair Farmer shared that he discussed the possibility of Councilmember Reid sponsoring the recommendation. He shared that two documents related to this item were included in the agenda packet.

Vice Chair Tchoukleva provided an overview of the documents in the packet including a draft resolution that city council passed after the Reimagining Public Safety Taskforce completed their work in 2021 as an example of what a possible resolution from the SSOC could include. The next part of the attachment 5A which is the memo written by the Vice Chair that includes recommendations based on the Commissions experience over the past 10 years, in addition to substantive policy recommendations. She thanked the committee members that assisted with these documents. The resolution will be shorter and more to the point.

Commissioner Hawthorn shared that the resolution could be included along with the memo.

No public comment.

**6. Joint Meeting Presentation Preparation:
July 18th ad hoc Meeting Recap and Next
Steps (Farmer)**

The ad hoc met with Chair Farmer and they agreed that Chair Farmer would create the presentation and commissioners would jointly make the presentation. Chair Farmer also

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**DRAFT REGULAR MEETING MINUTES
MONDAY, September 23, 2024 at 6:30 PM**

**1 Frank H. Ogawa Plaza, Oakland CA 94612
City Council Chamber, 3rd Floor**

shared that he received Measure Z financial information that would be included in the report.

Commissioner Mehta thanked the ad hoc committee members for working on the presentation.

The joint meeting is scheduled for Tuesday, October 29.

No public comment.

7. Future Meeting Dates & Locations (Farmer)

Chair Farmer discussed the possibility of conducting a regular SSOC meetings in a community location away from Oakland City Hall. The Commission also discussed the possibility of holding a special meeting on November 18. Commissioners will confirm their availability via email.

Commissioners discussed the regular October meeting of the SSOC and chose to cancel it and only meet during the joint meeting.

No public comment.

8. SSOC Initiatives update (Farmer)

Chair Farmer provided an update on this item and referenced page 66 in the agenda packet. He provided an update on ASAP to PSAP including the informational presentation that took place at the September City Council meeting. Chair Farmer also met with the city administration, OPD and Information Technology Department (ITD). ITD and

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**DRAFT REGULAR MEETING MINUTES
MONDAY, September 23, 2024 at 6:30 PM**

**1 Frank H. Ogawa Plaza, Oakland CA 94612
City Council Chamber, 3rd Floor**

OPD to discuss exploring the technology in detail to ensure that it is compatible with existing systems in the department.

No public comment.

9. Campaign Season Update (Farmer)

Chair Farmer provided an update on the role of commissioners during campaign season. There was a handout in the packet on page 83.

No public comment.

10. MZ Malfeasance (Farmer)

This item is regarding the \$12,000 that was spent by OPD for travel of 11 officers to the Annual Police Officer Memorial in Washington, DC. Commissioners have indicated that this is not an appropriate Measure Z expense. The item was first heard by the Commission in a presentation by OPD fiscal manager in August 2024.

Assistant Chief Beere spoke and shared that malfeasance is an allegation and an investigation is now open OPD investigation.

Commissioner Hawthorn shared that when the item was shared in August an explanation was given that it was a part of training. During new business in the August meeting, Commissioners raised concerns about the travel expense. She continued in her remarks that there are two ways that the issue can be addressed: this could be viewed as simple an accounting issue and it should not have been

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**DRAFT REGULAR MEETING MINUTES
MONDAY, September 23, 2024 at 6:30 PM**

**1 Frank H. Ogawa Plaza, Oakland CA 94612
City Council Chamber, 3rd Floor**

charged to Measure Z and the funds can be reversed from the Measure Z account and charged to another account. This has occurred in the past and the funds were reversed.

Since this item is an open investigation Assistant Chief Beere cannot speak to the item further.

The Chair indicated that he discussed the issue with OPD and that he believed that whoever used these funds either knowingly used the funds inappropriately or should have known the purpose of the funds.

Vice Chair Tchoukleva raised questions about the timeline and the process to complete the investigation. DC Beere indicated that he could not provide a timeline.

**11. Oakland Police Department CRO & CRT
Report (DC Tedesco)**

Deputy Chief Anthony Tedesco introduced Captain Alan Yu who oversees the west end Community Resource Officers (CRO) and Crime Reduction Team (CRT) units. Captain Yu is the Area 3 Captain, and he provided an overview of the east and west units that contains the CRO and CRT officers.

The materials started on page 84 of the agenda packet and included information about geographic policing.

There are 6 officers in the west side and 9 in the east. Each CRO is assigned to 2-3 beats. They assist with community meetings and develop projects using the SARA Process (scan analyze respond and assessment). Resources are leveraged based on community needs and priorities. Many of the issues addressed are long term community issues.

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**DRAFT REGULAR MEETING MINUTES
MONDAY, September 23, 2024 at 6:30 PM**

**1 Frank H. Ogawa Plaza, Oakland CA 94612
City Council Chamber, 3rd Floor**

Commissioners asked a variety of questions about the structure of community policing and the problems addressed by Neighborhood Service Coordinators, CRO and CRTs.

No public comment.

12. Report from Staff – Schedule Planning

Staff will follow-up with Commissioners to determine their availability on November 18 and December 16.

13. New Business

No new business.

14. Adjournment

Chair Farmer adjourned the meeting.



SAFETY AND SERVICES OVERSIGHT COMMISSION (SSOC)
SSOC created by the Public Safety and Services Violence Prevention Act of 2014 (Measure Z)

DRAFT SPECIAL MEETING MINUTES
Monday, November 18, 2024 at 6:30pm

Mount Zion Missionary Baptist Church
1203 Willow St Oakland, CA 94607

Oversight Commission Members:

*Kelly Cure (D-1), Chair: Omar Farmer (D-2), Paula Hawthorn (D-3),
Vice Chair: Yoana Tchoukleva (D-4), VACANT (D-5), Samuel Dawit, (D6), VACANT
(D-7), Michael Wallace (Mayoral), Sonya Mehta (At-Large)*

1. Call to Order

Chair Farmer called the meeting to order.

2. Roll Call

In attendance: Chair Farmer, Vice Chair Tchoukleva, Commissioners Cure, Hawthorn, Dawit, Wallace.

Absent: Commissioner Mehta

3. Welcome & Introductions (Wallace)

The Chair shared that this was the first offsite meeting of the SSOC since 2017. The Commissioners introduced themselves and shared their tenure on the Commission.

4. Open Forum – For items not listed on the Agenda.
No Open Forum.

5. Approve Minutes: June and July

A motion to approve the minutes was made by Commission Dawit, second by Commissioner Wallace.

Minutes approved unanimously.

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**SPECIAL MEETING MINUTES
MONDAY, November 18, 2024 at 6:30 PM**

**Mount Zion Missionary Baptist Church
1203 Willow St Oakland, CA 94607**

6. Joint Meeting Presentation & Feedback (Farmer)

Chair Farmer provided an update on the joint meeting and indicated that the presentation is essentially an annual report of the Commission's work, including the Commission's history since it was founded. The presentation was made during the Joint meeting of Oakland City Council on October 29, 2024. Members of the Police Commission and Community Policing Advisory Board were also present at the Joint meeting. Commissioners shared the feedback on the presentation and overall reported that the presentation went well with opportunities for feedback.

Members of the public can find the full presentation on the SSOC's website.

Follow-up from Joint Meeting as summarized by Chair Farmer and Vice Chair Tchouleva including a council resolution in partnership with Councilmember Reid and this will include information outlined in the memo prepared by the Commission. The goal is complete it by the end of the year.

Commissioner Hawthorn encouraged the SSOC to focus on the calendar and be aggressive with pursuing a presentation.

Vice Chair Tchoukleva made by a motion to accept the recommendations in the Joint report. Second by Commissioner Wallace. The motion approved unanimously.

Commissioner Dawit left the meeting early.

No public comment.

7. Measure Z Audit Findings

Chair Farmer referenced page 11 of the presentation. The slides on fiscal accountability are on pages 12, 13 and 14. In particular, he mentioned OPD and Measure Z staffing and the discrepancy in the number of staff. The goal is to determine the number of officers that were paid using Measure Z funds.

No public comment.

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**SPECIAL MEETING MINUTES
MONDAY, November 18, 2024 at 6:30 PM**

**Mount Zion Missionary Baptist Church
1203 Willow St Oakland, CA 94607**

8. Measure Z Expenses, Strategies & Reports for OPD & OFD (Farmer)

The document that the SSOC sent to OPD requesting the missing reports are included in the agenda packet. Chair Farmer indicated that the spending plans and missing reports were expected to be submitted to the SSOC.

9. Oakland Police Department, Financial Reports Follow up (DC Tedesco)

Deputy Chief Anthony Tedesco referenced the missing OPD financial reports and indicated that OPD submitted the requested reports from the budget office. The reports were posted on the SSOC website.

LaRajia Marshall, Fiscal Services Manager with OPD responded to questions from the SSOC.

No public comment.

The Commission returned to item 6 and took action on the item.

10. Campaign Season Results (Farmer)

The Commission discussed the election results and passage of Measure NN.

Staff shared that with the passage of NN the SSOC will sunset on December 16. The results of the election need to be certified by the Registrar of Voters and approved the Oakland City Council.

11. SSOC Initiatives (Farmer)

Commissioner Farmer provided an overview of the SSOC initiatives that are referenced on page 48 of the report. He referenced the SSOC dashboard as items that the Commission wished to complete. The dashboard provided updates on track to being completed. The items in blue represent that progress has been made towards accomplishing the task.

The City continues to explore the possibility of implementing ASAP to PSAP.

The Chair encouraged Commissioners to weigh in with goals they would like to accomplish. There was no comment from Commissioners.

**CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION**

**SPECIAL MEETING MINUTES
MONDAY, November 18, 2024 at 6:30 PM**

**Mount Zion Missionary Baptist Church
1203 Willow St Oakland, CA 94607**

12. Report from Staff – Schedule Planning

Staff thanked Commissioner Wallace for hosting the meeting. Staff shared that the final meeting of the SSOC is Monday, December 16. Staff received a definitive opinion from the City Attorney's Office that the final meeting of the SSOC will take place in December 2024.

13. New Business, December meeting, Future of SSOC

There will be a report on the audit, presentation on the evaluation by Urban Institute/Urban Strategies Council and OFD during the December meeting.

14. Adjournment

The meeting was adjourned.

A = Action Item / I = Informational Item / AD = Administrative Item /

Date: 27 Oct 2024

To: Damon Covington - Chief Oakland Fire Department, Michael Hunt - Chief of Staff Oakland Fire Department (OFD), Joe DeVries - City Administrator's Office
From: Omar Farmer, Chairperson - Public Safety & Services Oversight Commission (SSOC)
Cc: SSOC Commission, Felicia Verdin - SSOC Staffperson
Subject: Measure Z - Strategies and Reports

Measure Z Strategies

In accordance with the Measure Z (MZ), "Use of Proceeds" section, the taxes raised by the ordinance may only be used to pay for costs or expenses related to or arising from efforts to achieve the following objectives:

1. Reduce homicides, robberies, burglaries, and gun-related violence;
2. Improve police and fire emergency 911 response times and other police services; and,
3. Invest in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism. [1]

Throughout the MZ timeframe the strategies bulletized below have been reported by OFD as investments they've made to improve the fire emergency response time objective. To date, no data has been provided showing how these strategies have improved response times to medical, fire, high hazard high rise incidents, mental health, violence related medical, or other types of calls for service. During our 11/18/24 meeting please provide an informational report showing how they have improved response times to the aforementioned types of calls:

- First Watch program
- Locution system
- LiveMUM software
- CAD upgrade
- MACRO program
- OFD & OPD joint response training [5]

Also include whether NFPA turnout time requirements are being met, not met, or how our compliance with those times has changed throughout the MZ timeframe. In addition, a report regarding OFD call center and Firefighter staffing, including any hiring plans, or overtime reports, showing how staffing situations have positively or negatively impacted response times is also requested. If applicable, updates to any internal or external policies, memorandums of understanding, trainings, organizational hierarchy, programs, or strategies not mentioned that you feel have assisted or will assist with accomplishing MZ objectives would also be appropriate to include in this report.

Spending Plan Reports

For the SSOC to ensure the proper spending on strategies used to accomplish MZ objectives, at least once every three (3) years, OFD “shall” present to the SSOC a Priority Spending Plan for funds received via the ordinance. [2] While we received a spending plan for FY 18-21, no Priority Spending Plan has been received for FY’s 22, 23, or 24. Whether one was received for FY 15-18 is unknown. That reporting frequency does not meet the minimum requirement of presenting a Priority Spending Plan, “at least, once every three (3) years.” [2]

Furthermore, the Spending Plan for FY 18-21 was received on 2/25/19. [4] For the SSOC to ensure the proper spending on strategies, Spending Plans should be presented prior to the start date of any given plan. Doing so provides us with enough time to ask questions or make recommendations.

Semi-Annual Reports

Per Measure Z twice each year, the SSOC “shall” receive a report, updating them on their Spending Plan and demonstrating progress towards desired outcomes. [3] Unfortunately, minimum Measure Z standards for FY 20-21, and FY 21-22, have not been met because Q1 and Q4 reports for those years has not been received. Moreover, no semi-annual report has been received from 6/27/22 to present. A total of twenty-seven (27) consecutive months. Consequently, OFD has been out of compliance with this area of the MZ ordinance for more than two (2) consecutive years due to not meeting the minimum semi-annual reporting requirement. [3]

Next Steps

Measure Z and the SSOC sunset on 12/31/24. As mentioned, we’re respectfully requesting an informational report be given by the Chief or an OFD designee on the items listed in this document at our 11/18/24 meeting. The following is a recap of what should be included in that report:

1. Financial reports for FY 20-21, and FY 21-22 Q1 and Q4 for each year.
2. Financial reports for FY 2022-present, Q1-Q4
3. All Spending Plans from FY 2021 to present.
4. Information requested in the Measure Z Strategies section of this document.

If OFD has submitted any of the information above please advise us on where it can be located. Also let us know at the October 29th Joint Meeting if you would like to make some or all of these reports at our November 18th meeting.

Respectfully,
Omar Farmer
SSOC Chairperson

CITY OF OAKLAND
PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION

References:

1. Measure Z, Section 3, Use of Proceeds section, [page 3](#).
2. [Measure Z, Section 4\(A\)6\(g\)](#)
3. [Measure Z, Section 4\(A\)6\(h\)](#)
4. [FY 18-21 Report to the SSOC](#) (page 153-156)
5. [OFD Strategies: “software applications and infrastructure upgrades”](#)



December 16, 2024

Oakland Measure Z Evaluation: DVP Interim Findings

Attachment 6(1)



Contents

- Overview of Findings by Strategy Area
 - Group violence
 - Gender-based violence
 - Community healing and restoration
 - School VIP
- Recommendations
- Next Steps for Final DVP Evaluation Report

Overview

- Oakland has an extensive and robust CVI ecosystem delivering a significant level of individual services, incident response, and group/community activities
- Services funded through Measure Z are reaching high-risk individuals and communities (including schools) with a high level of risk factors for violence
- Service providers generally report successful implementation and importance of Measure Z funding for providing services
- While there are promising findings on some fronts, most of the outcome analyses had non-statistically significant findings
 - Larger sample sizes and a longer follow up period are needed to deliver more conclusive insights on impact

Evaluation Framework

Evaluation covers services and activities of DVP contracted providers supported by Measure Z funds, starting in July 2022.

Descriptive Analysis

How much happened?

Who was served? What were their outcomes?

Process Evaluation

How well were activities implemented?

What were the challenges and successes?

Impact Evaluation

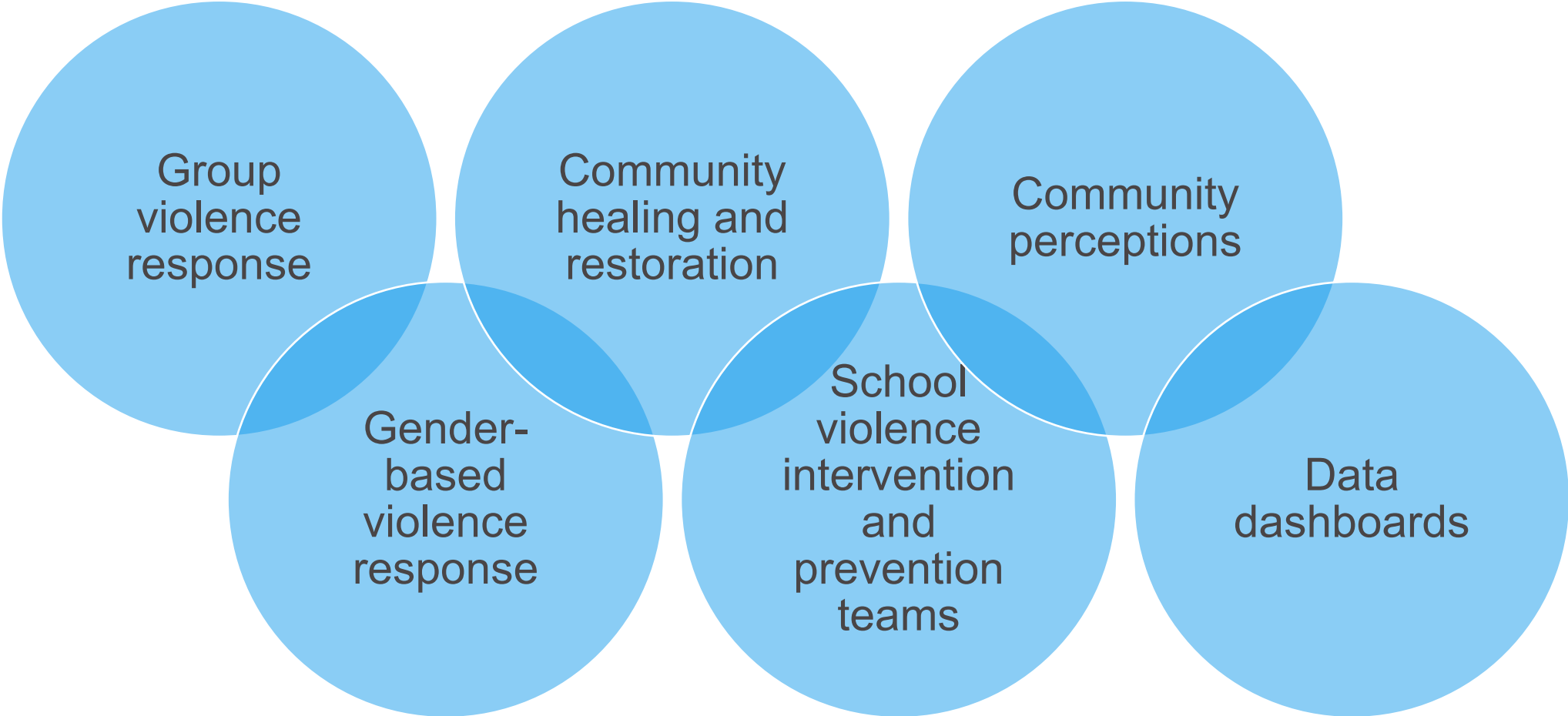
What was the impact on safety and wellbeing for people served?

On communities overall?

Data Sources: Interim DVP Evaluation Reports

- Administrative data
 - Oakland DVP data on service provision and participation, July 2022-June 2024
 - OPD data on arrests, calls for service, crime incidents and homicides through June 2024
 - OUSD student characteristics and performance data, August 2022-June 2024
- Interviews
 - 29 semi-structured interviews with DVP-funded providers and service partners
 - 41 semi-structured interviews with 2024 Town Nights attendees
- Community survey
 - 400 response from attendees at 2023 Town Nights events

Interim Measure Z Evaluation Publications Related to DVP



Findings

Group Violence Response

Group Violence Response Services

- Respond to violent incidents and mediate conflicts to prevent violence from spreading
- Engage people at elevated risk of involvement in violence in a variety of services to reduce that risk and support their growth and success

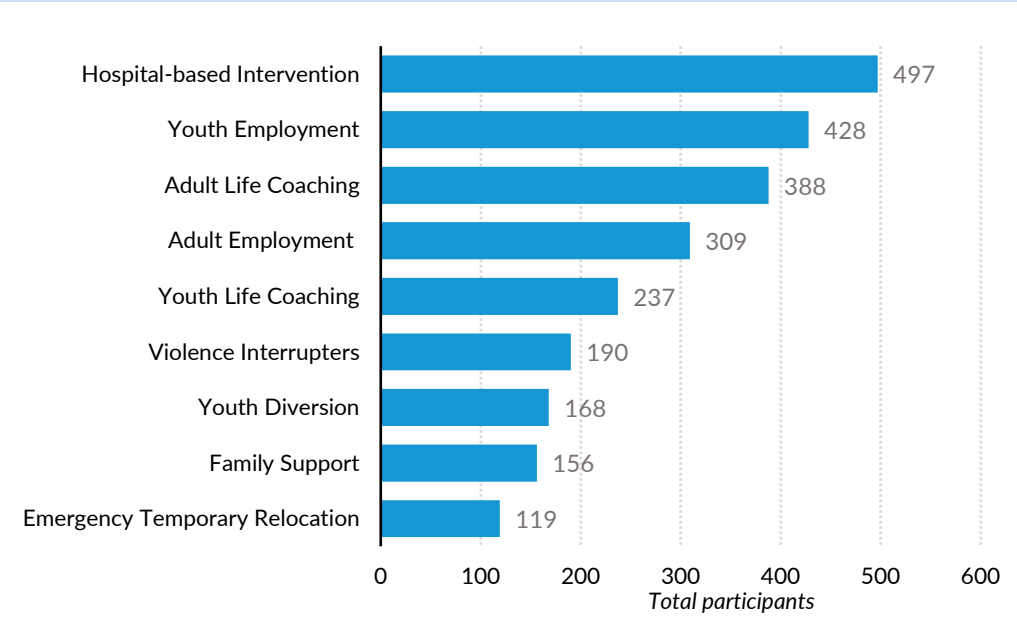
Activity	Providers	Budget 2022–24
Adult employment	Center for Employment Opportunities, Oakland Private Industry Council, Youth Employment Partnership	\$1,285,000
Adult life coaching	Abode Services (housing-focused case management), Community & Youth Outreach, Communities United for Restorative Youth Justice, Roots Community Health Center, The Mentoring Center	\$3,617,500
Emergency relocation	Youth ALIVE!	\$596,250
Hospital response	Youth ALIVE!	\$843,750
Violence interruption	Building Opportunities for Self-Sufficiency, Communities United for Restorative Youth Justice, Community & Youth Outreach, Trybe, Youth ALIVE!	\$4,850,000
Youth diversion	Community Works West, The National Institute for Criminal Justice Reform, Oakland Unified School District, Fresh Lifelines for Youth*, Carl B. Metoyer Center for Family Counseling*, Communities United for Restorative Youth Justice*	\$1,091,250
Youth employment	Lao Family Community Development, Oakland Kids First, Youth Employment Partnership	\$2,475,000
Youth life coaching	East Bay Asian Youth Center, Safe Passages, The Mentoring Center	\$2,340,000

* indicates organization providing additional services via subcontract

Group Violence Response Descriptive Snapshot, 7/2022-6/2024

Activities

- 676 shooting scene responses (82% of those producing notifications)
- Individuals receiving services



Outputs

- Emergency relocation of 119 people
- 73 referrals from violence interrupters to group violence services
- 1,000+ referrals from group violence service providers to other services
- 674 completed youth life coaching goals (55%)
- 242 completed adult life coaching goals (43%)
- 279 youth employment participants with a work experience (43% internships)
- 145 adult employment participants with a work experience (56% nonsubsidized job placement)

Group Violence Services Engage Participants at High Risk of Involvement in Violence

- **Participant characteristics (life coaching, youth diversion, employment services)**
 - **High Exposure to Violence**
 - 61% had a friend or family member shot in the past year
 - 39% had a gun pulled on them over the past year
 - 9% shot or stabbed in the past year
 - **Connections to Violence Drivers/Risk Factors:**
 - 67% report unsafe neighborhoods due to affiliations
 - 55% report friends carrying weapons
 - 55% witnessed or experienced home violence growing up.

Process Findings – Violence Interruption, Emergency Relocation, Hospital-Based Response

Successes

- Community trust and formal government support
- Violence prevention professionals feel confident their work is directly preventing further violence and saving lives
- Coordination by DVP on information-sharing, training and relationship management

Challenges

- Vicarious trauma and burnout among these professionals
- Professional development supporting career success
- Many group violence service participants have difficulty meeting basic needs
- Relocation requires participants to uproot their lives, and their families

Group Violence Services Outcome Analysis Method

- Examine relationship of service “dosage” (number of service sessions) to subsequent arrest

Study Sample

- Recipients of any individual-level group violence service (n=1,011)
- Adult life coaching participants (n=210)
- Only individuals who consented to sharing individual identifiers (53%)

Time Frame

- Individuals starting services from July 2022 to June 2024
- Outcome examined for each individual for the period between starting services and June 2024

Additional Checks

- Tested different definitions of the total services variable
- Tested adult life coaching model with and without including housing-focused life coaching participants

Outcome Findings: Group Violence Services

- 5.5% of total study sample experienced an arrest after starting services
 - For all participants in sample mean number of service sessions was 37
 - For adult life coaching participants, average was 46 service sessions, 36 of life coaching
- For overall service participant sample, relationship between service dosage and subsequent arrest not statistically significant
- For adult life coaching sample, the more service sessions an adult life coaching participant received, the less likely they were to be arrested
 - This result approached statistical significance at the $p < 0.1$ level, but did not quite reach that threshold

Gender-Based Violence Response

Gender-Based Violence Services

- Supports victims of commercial sexual exploitation and affected by all forms of intimate partner violence
- Works closely with individual to address both immediate and long-term needs which setting life goals that promote personal healing and sf living environments

Activity	Providers	Budget 2022–24
24-hour hotlines	Family Violence Law Center, Bay Area Women Against Rape*	\$900,000
Bedside advocacy	Family Violence Law Center, Ruby’s Place, Survivors Healing, Advising, and Dedicated to Empowerment*	\$1,125,000
Emergency shelter	Covenant House California, Family Violence Law Center, Sister-to-Sister, Bay Area Women Against Rape*	\$1,800,000
Transitional housing	Building Opportunities for Self-Sufficiency	\$675,000
Life coaching	East Bay Asian Youth Center	\$562,500
Legal advocacy	Family Violence Law Center	\$1,462,500
Therapeutic support	Building Opportunities for Self-Sufficiency, Family Violence Law Center, Oakland Unified School District	\$1,800,000
Employment	Building Opportunities for Self-Sufficiency, Survivors Healing, Advising, and Dedicated to Empowerment*, Love Never Fails*, and Realized Potential*	\$787,500
Safe space alternatives	Oakland LGBTQ Community Center, Young Women’s Freedom Center	\$787,500
Total:		\$8,376,000

* indicates organization providing additional services via subcontract

Gender-Based Violence Services Descriptive Snapshot, 7/2022-6/2024

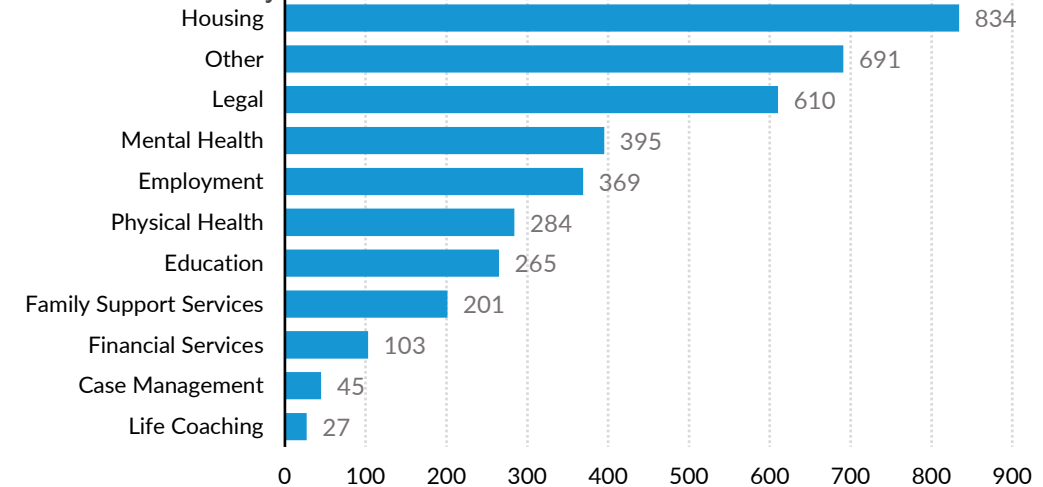
Activities

- 425 people received transitional housing and emergency shelter services
- Thousands of calls received by the 24-hour hotline
- 344 bedside advocacy visits
- 240 people received employment services
- 1,188 people received legal advocacy services
- 64 people participated in life coaching
- 480 healing/support group events held

Outputs

- 257 people housed in emergency shelter, 52 in permanent housing, 43 in transitional housing, 17 received hotel voucher
- Safety plans developed in 67% of bedside advocacy visits, referral made in 22%

Referrals Made by GBV Providers



Process Findings – GBV Services

Successes

- Participants relieved and grateful to receive free services at a time when they needed support, especially legal and housing services
- Some organizations create a community feel that provide support in multiple areas of participants' lives
- Spanish-speaking participants were able to receive services in their native language
- Measure Z funding important for improving internal provider operations, conducting client outreach, and increasing diversity of services offered

Challenges

- Some agencies don't have time/staffing support to build relationships with clients
- Rules for shelters can be restrictive, especially for individuals with children
- Staff recruitment and retention

Community Healing & Restoration

Community Healing and Restoration

- Help families affected by homicide and support neighborhoods and communities most impacted by group violence and gender-based violence
- Help community members cope and heal in response to incidents of violence while strengthening social capital in neighborhoods as a protective factors against violence

Activity	Providers	Budget 2022–24
Town Nights	Building Opportunities for Self-Sufficiency, Communities United for Restorative Youth Justice, Destiny Arts Center, East Oakland Boxing Association, Family Bridges, TRYBE, Adamika Village*, Khadafy Washington Foundation*, Hoover Foster Resident Action Council*, Homies Empowerment*, Oakland Raised Me*	\$2,180,000
Healing and restorative activities	Catholic Charities of the East Bay, Restorative Justice for Oakland Youth, Urban Peace Movement, Adamika Village*, Khadafy Washington Foundation*, No More Tears*	\$2,250,000
Neighborhood and community teams	Building Opportunities for Self-Sufficiency, Communities United for Restorative Youth Justice, Roots Community Mental Health Center, TRYBE, Adamika Village*, Khadafy Washington Foundation*, Hoover Foster Resident Action Council*	\$3,690,000
Family support	Youth ALIVE!	\$619,000
Therapeutic supports for families	Catholic Charities of the East Bay	\$276,000
Community capacity building & mini grants	Urban Strategies Council, Youth Leadership Institute	\$1,063,000

* indicates organization providing additional services via subcontract

Community Healing and Restoration Descriptive Snapshot, 7/2022-6/2024

Activities	Outputs														
<ul style="list-style-type: none"> • 474 community-building events held • 246 healing/restorative events held • \$465,000 in capacity-building mini grants to local organization • 156 people received family support • 76 people received therapeutic support services • 69 people received restorative services for families affected by violence 	<ul style="list-style-type: none"> • Nearly 200 people employed per week at 2023 Town Nights events • Across all six weeks, attendance at the 2023 Town Nights events was over 18,000 <div data-bbox="1274 753 2237 1302" data-label="Figure"> <table border="1"> <caption>2023 Town Nights Attendance</caption> <thead> <tr> <th>Date</th> <th>Attendance</th> </tr> </thead> <tbody> <tr> <td>June 16</td> <td>2,074</td> </tr> <tr> <td>June 23</td> <td>2,528</td> </tr> <tr> <td>June 30</td> <td>3,215</td> </tr> <tr> <td>July 7</td> <td>3,152</td> </tr> <tr> <td>July 14</td> <td>3,600</td> </tr> <tr> <td>July 21</td> <td>3,908</td> </tr> </tbody> </table> </div>	Date	Attendance	June 16	2,074	June 23	2,528	June 30	3,215	July 7	3,152	July 14	3,600	July 21	3,908
Date	Attendance														
June 16	2,074														
June 23	2,528														
June 30	3,215														
July 7	3,152														
July 14	3,600														
July 21	3,908														

Process Findings: Community Healing & Restoration

Successes

- 83% of Town Nights attendees interviews reported feeling safe or extremely safe at Town Nights
 - 9 in 10 stated they had positive interactions with Town Nights staff
- Town Nights providers believe the event helped preventable violence and create empathy among community members
- Ability to provide employment to service participants at Town Nights seen as valuable complement to those services

Challenges

- More support needed for community engagement activities
- More cross-training needed for staff at different organizations
- Multilingual staff needed to accommodate diverse language needs

Town Nights Outcome Analysis Method

- Compare Town Nights locations to similar locations in Oakland before and during the Town Nights events

Treatment and Comparison Group

- Treatment group: 9 Town Nights locations
- Comparison group: 27 locations with similar demographics and violent crime rates (identified through propensity score matching)

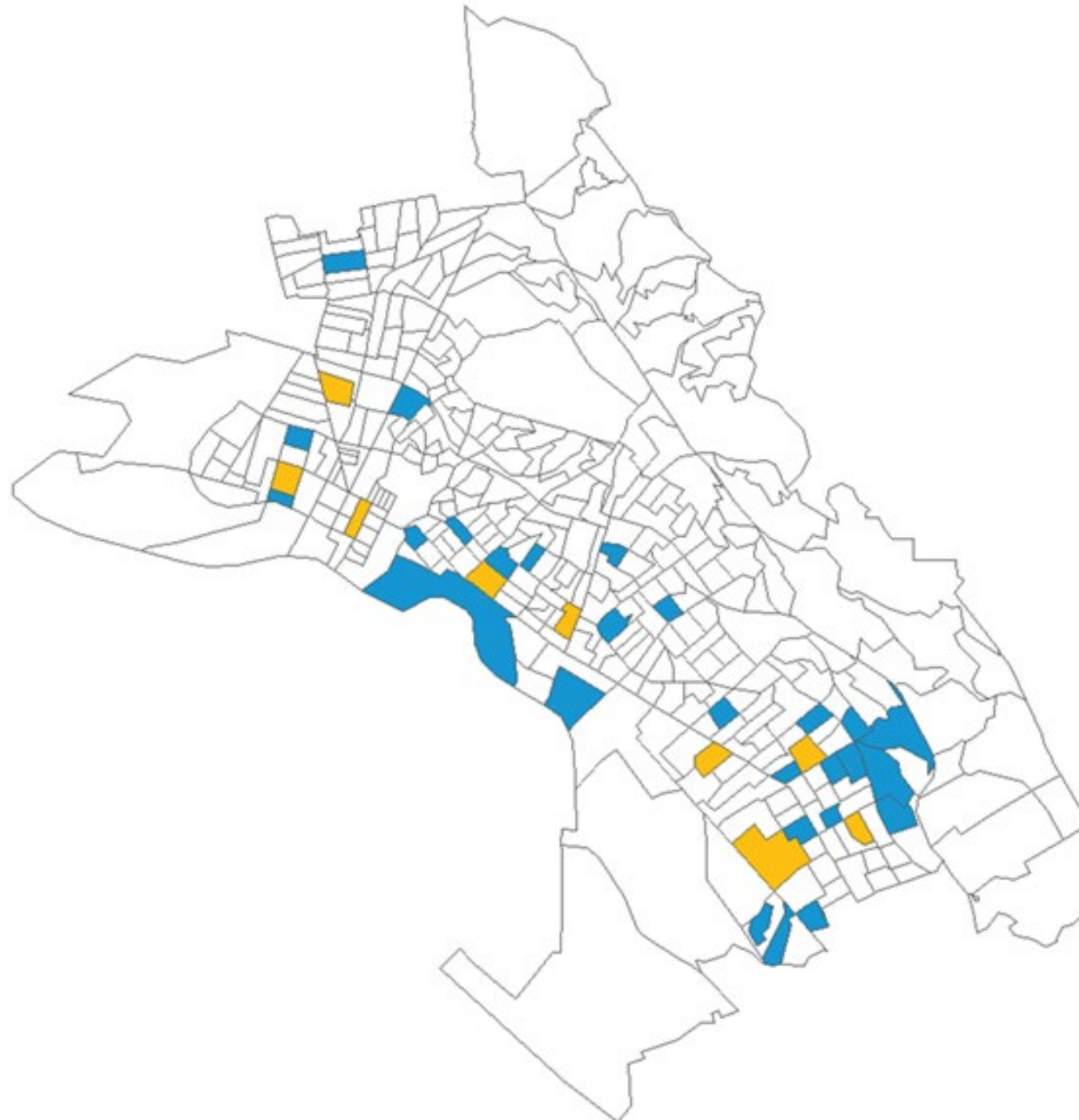
Time Frame

- Friday nights from 5 pm to midnight
- Pre: 6 Fridays before (May 5th – June 9th, 2023)
- Post: 6 Fridays during TN events (June 16th – July 21st, 2023)

Additional Checks

- Comparison to all other areas of Oakland
- Examination of trends in the 6 weeks after the Town Nights ended
- Estimated effect on Saturdays & Sundays following TN events
- Tested larger geographic areas (e.g., census tracts)

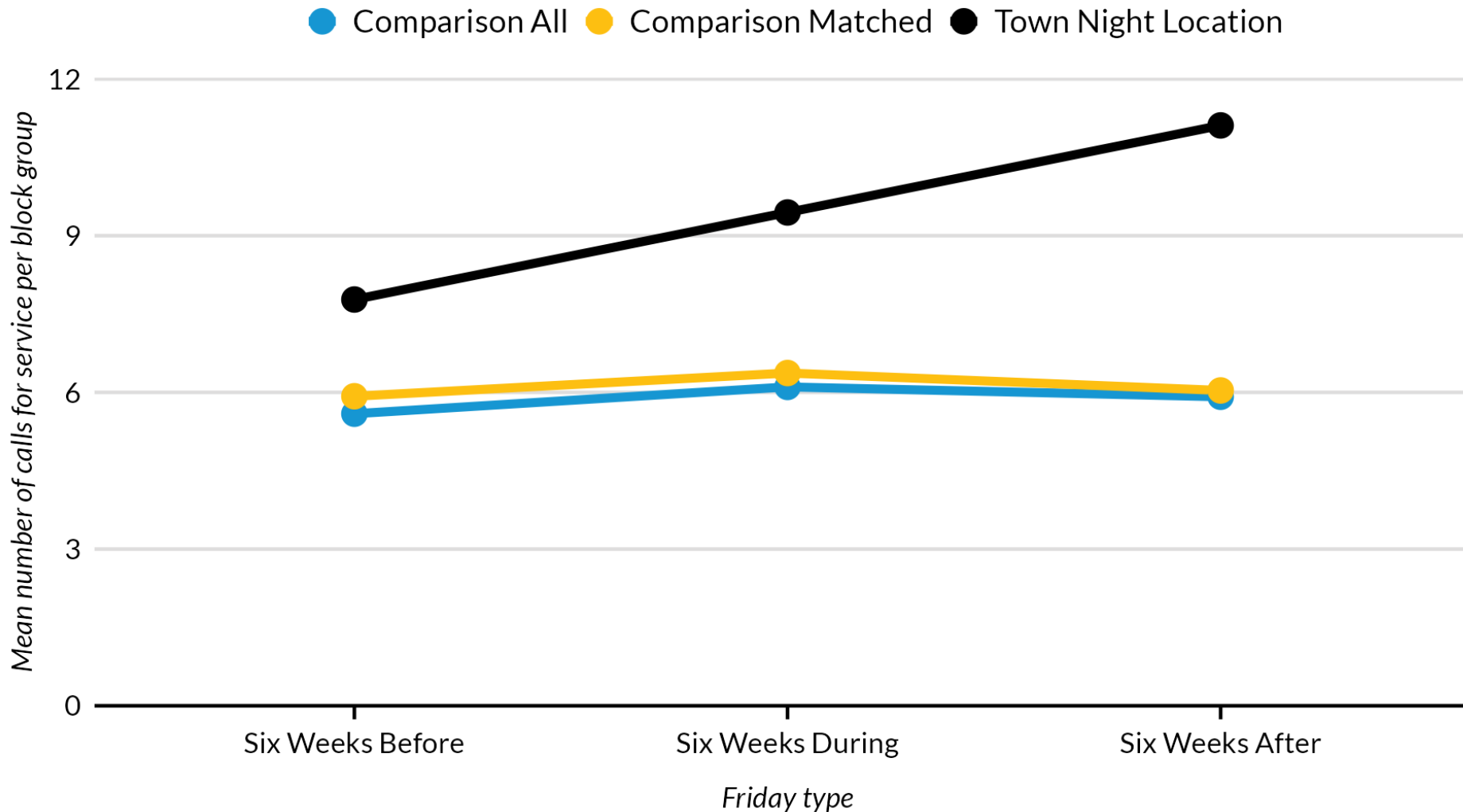
Town Nights & Matched Comparison Areas



■ Comparison
■ Town Night

Town Nights Locations Had More 911 Calls than Comparison Areas

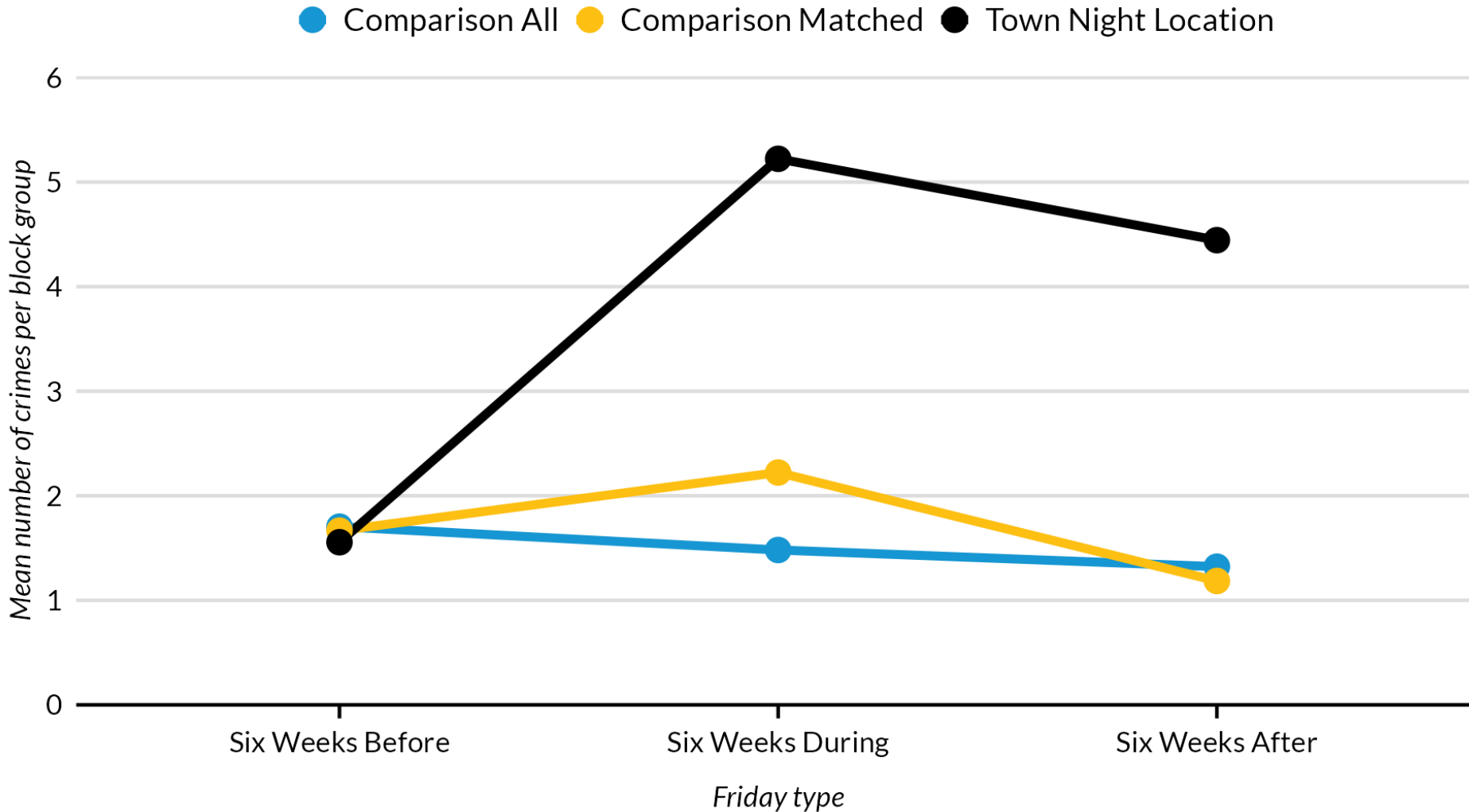
Average Number of 911 Calls Across Six Friday Nights Before, During, or After Town Nights by Block Group Type



- Calls for service increased slightly in the Town Nights areas during the 6 weeks of Town Nights
- The increase was *not* statistically significant

Town Nights Locations Had More Crimes than Comparison Areas

Average Number of Crimes Across Six Friday Nights Before, During, or After Town Nights by Block Group Type



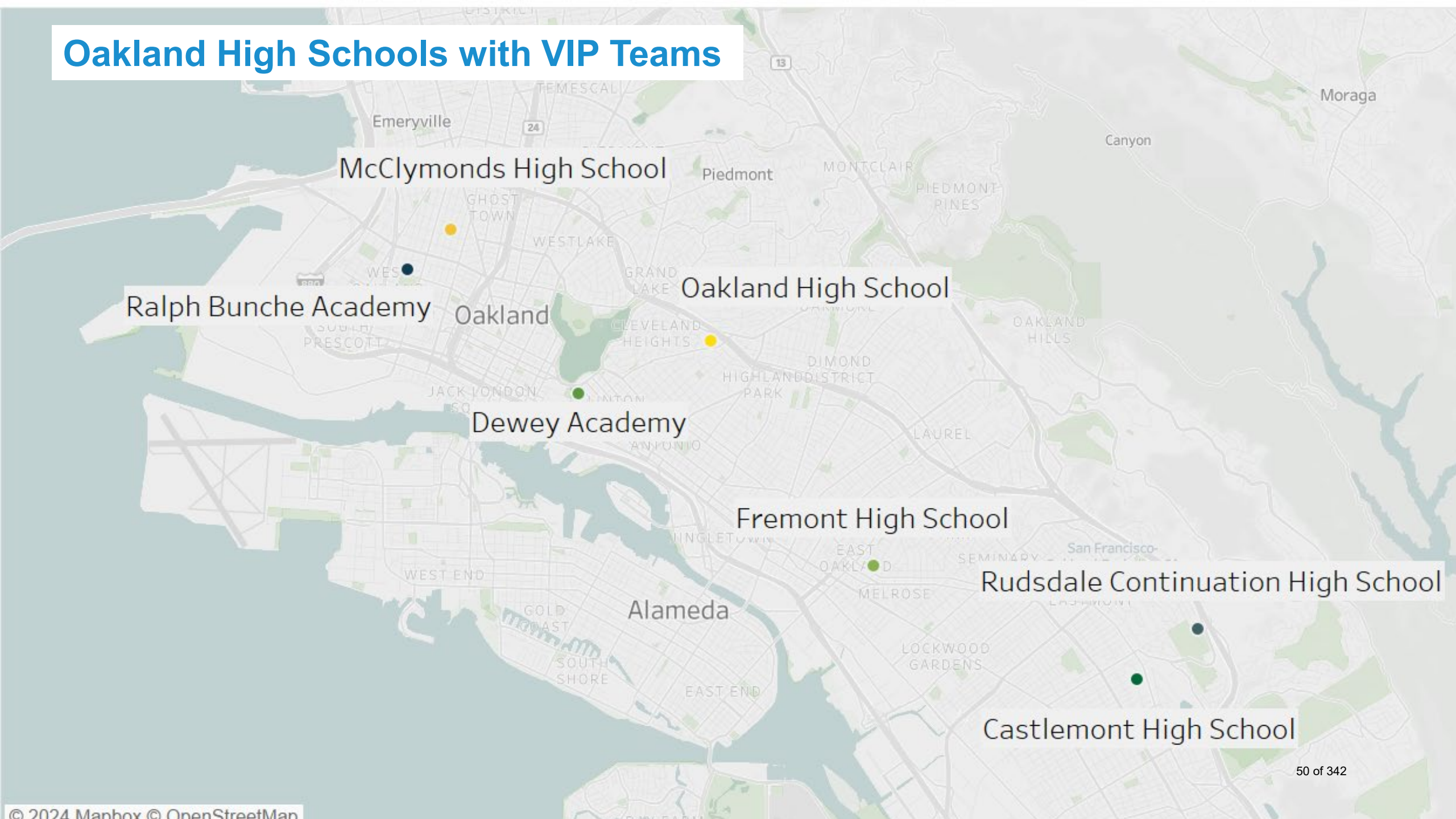
- Crimes increased in the Town Nights areas during the 6 weeks of Town Nights
- The increase was *not* statistically significant

School Violence Intervention & Prevention

Oakland School Violence Intervention and Prevention (VIP) Teams

- **Violence interrupters** conduct safety assessments for students at risk for violence, mediate student conflicts, facilitate support groups for students who are group affiliated
- **Life coaches** support students at risk of violence with identifying and completing goals that reduce their risk for violence
- **Gender-based violence specialists** provide short-term case management for victims of GBV
 - Deliver trainings to school staff and host educational workshops for students on issues of dating violence, stalking, sexual harassment, sexual assault, and commercial sexual exploitation
- **Community healing providers** facilitate healing and community-building circles in response to incidents of violence at school or in the community.
 - Provided through Measure Z funding in two schools

Oakland High Schools with VIP Teams



School VIP Descriptive Snapshot, 7/2022-6/2024

Activities	Outputs								
<ul style="list-style-type: none">• 544 students received at least one school VIP service• 255 students engaged in gender-based violence services• 196 students engaged in life coaching• 99 healing and support groups held• 231 gender-based violence school groups held	<ul style="list-style-type: none">• 153 completed education goals set in life coaching (43%)• 93 completed family goals set in life coaching (85%)• 681 conflict mediations <div data-bbox="1274 686 2035 1253"><p>Conflict Mediations by Type</p><table border="1"><thead><tr><th>Type</th><th>Percentage</th></tr></thead><tbody><tr><td>Proactive</td><td>57%</td></tr><tr><td>Retaliation</td><td>11%</td></tr><tr><td>Unknown</td><td>33%</td></tr></tbody></table></div>	Type	Percentage	Proactive	57%	Retaliation	11%	Unknown	33%
Type	Percentage								
Proactive	57%								
Retaliation	11%								
Unknown	33%								

Process Findings – School VIP Services

Successes

- Developed open and trusting relationships with students and reaching marginalized students
- Collaboration among VIP team members and schools (in most sites)
- Tangible student successes (e.g. getting internships, improving grades)
- Increased attention to gender-based violence issues

Challenges

- High levels of trauma exposure among students
- Limited resources relative to the need among students
- Harder to make a difference for older students about to graduate
- Establishing understanding with school staff of the appropriate roles of school VIP team members

School VIP Outcome Analysis Method

- Compare VIP service participant outcomes (GPA, absences, suspensions) to matched comparison group of students not receiving services

Treatment and Comparison Group

- Treatment group: 96 students receiving school VIP services
- Comparison group: Matched group of 278 students not receiving VIP services
 - 41% of comparison students attended schools with VIP teams

Time Frame

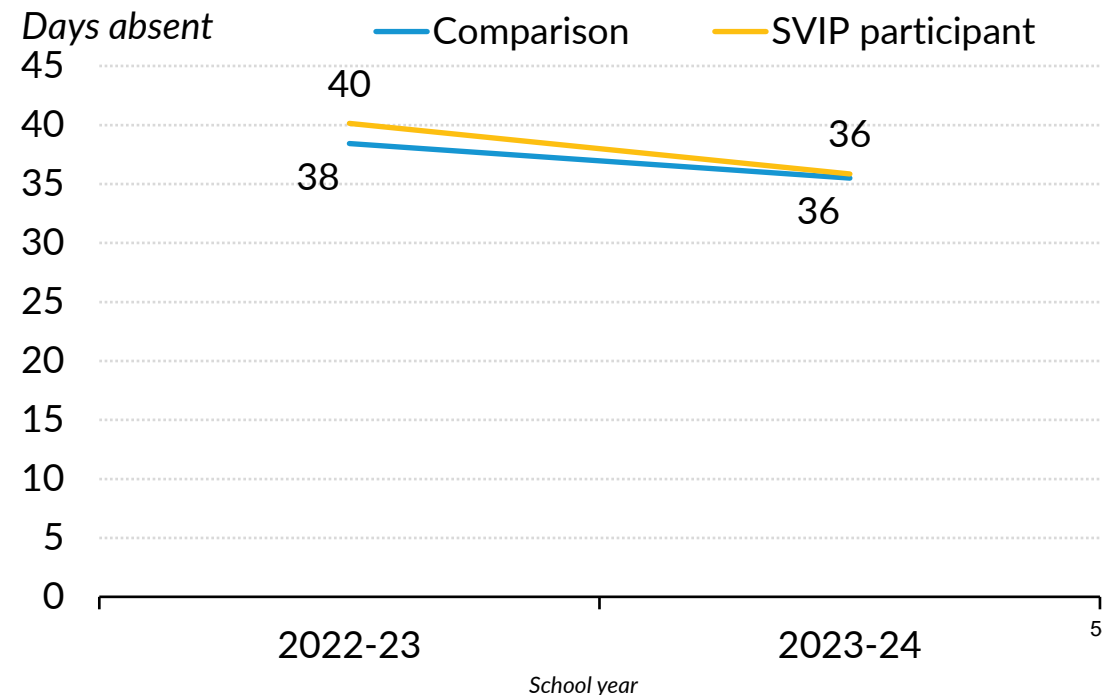
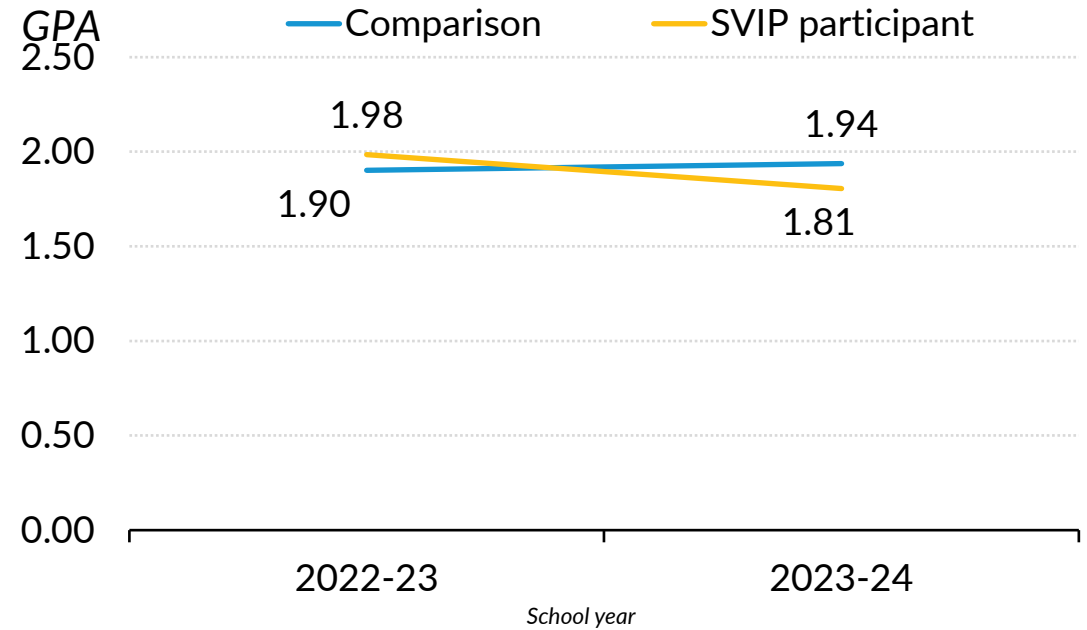
- 2022-23 and 2023-24 school years

Additional Checks

- Examined service effects separately by school year when services started

Outcome Findings: School VIP Services

- No detectable effect of receiving School VIP services for the three outcomes examined:
 - GPA just below a C average
 - Absent for ~20% of days in school year
 - 23% ever suspended during school year



Recommendations

Practice Recommendations

- Continue to increase investment and support for the violence prevention and intervention workforce with lived experience.
- Create and expand forums for different service providers to coordinate and communicate.
- Deliver more cross-training for staff at different organizations.
- Recruit and retain multilingual staff.
- Focus on enhancing housing and mental health service options.
- Assist providers with building their capacity.

Data Recommendations

- Consider revisiting process through which participants consent to their data being shared for evaluation purposes.
- Improve the integration of forms across the Apricot data system.
- Work to more consistently and accurately capture dates of birth and names in the Apricot database.
- Encourage providers to complete and update the forms in the Apricot system more regularly and comprehensively.
- Consider how Apricot could become a useful resource for providers.

Next Steps

Limitations

- Some data entry inconsistency issues with adoption of Apricot data system
- Low consent rates for some individual-level services
 - Limits ability to examine individual outcomes captured in other data systems
- Delays in obtaining data on some outcomes (particularly shooting victimization)
- Shorter outcome observation window for people enrolled in services in second year of interim report observation period

Next Steps: Descriptive Analysis and Process Evaluation

- Update descriptive analysis to capture activity through early 2025
- Engage OUSD staff and students
- Engage (more) gender-based violence service participants
- Engage group violence service participants

Evaluation Next Steps: Outcome Analyses

- Add shooting victimization to group violence services outcome analysis
- Complement group violence dosage analysis with comparison group from probation data
- Extend School VIP service analysis into 2024-25 school year
- Add school-level analysis of School VIP outcomes
- Extend Town Nights analysis to include 2024 events
- Analysis of community survey for changes over time



Thank You!

Q&A



RESEARCH REPORT

An Interim Process and Outcome Evaluation of Oakland’s Measure Z–Funded Services

The Department of Violence Prevention’s Group Violence Response Strategy, July 2022 to June 2024

Jesse Jannetta
URBAN INSTITUTE

Ashlin Oglesby-Neal
URBAN INSTITUTE

KiDeuk Kim
URBAN INSTITUTE

Lyndsey DeLouya
URBAN INSTITUTE

Paige S. Thompson
URBAN INSTITUTE

Rania Ahmed
URBAN STRATEGIES
COUNCIL

Maya Salcido White
URBAN STRATEGIES
COUNCIL

Ashley Cajina
URBAN STRATEGIES
COUNCIL

December 2024





ABOUT THE URBAN INSTITUTE

The Urban Institute is a nonprofit research organization that provides data and evidence to help advance upward mobility and equity. We are a trusted source for changemakers who seek to strengthen decisionmaking, create inclusive economic growth, and improve the well-being of families and communities. For more than 50 years, Urban has delivered facts that inspire solutions—and this remains our charge today.

Contents

Acknowledgments	v
Executive Summary	vi
Findings	vi
Descriptive Analysis	vi
Process Evaluation	vii
Outcome Analysis	ix
Recommendations	ix
Practice Recommendations	ix
Data Recommendations	xi
Evaluation Next Steps	xii
Introduction	1
Recent Violence Trends in Oakland	2
Measure Z–Funded DVP Strategies and Oakland’s Violence-Reduction Ecosystem	3
Previous Evaluations and Other Relevant Research Findings	4
Urban’s Evaluation: Overview and Methodology	8
Group Violence Response Descriptive Analysis	12
Findings on Activities and Service Delivery	14
Shooting Scene Response	14
Individual Services	15
Process Evaluation Findings	23
Group Violence Response Program Structure	23
Program and Service Partnerships	25
Participants’ Needs and Challenges	27
Successes	28
Implementation Challenges	28
Opportunities for Improvement	30
Outcome Analysis Findings	31
Adult Life Coaching	35
Recommendations and Next Steps	38
Recommendations	38
Practice Recommendations	38
Data Recommendations	39
Evaluation Next Steps	41

Appendix	42
Consent Rates	42
Differences by Consent Status	42
Notes	45
References	46
About the Authors	47
Statement of Independence	49

Acknowledgments

This report was funded by the City of Oakland. We are grateful to them and to all our funders, who make it possible for Urban to advance its mission.

The views expressed are those of the authors and should not be attributed to the Urban Institute, its trustees, or its funders. Funders do not determine research findings or the insights and recommendations of Urban experts. Further information on the Urban Institute's funding principles is available at urban.org/fundingprinciples.

We are grateful for the contributions of personnel from the Oakland Department of Violence Prevention, the community-based organizations that operate components of the group violence response strategy, the Oakland Police Department, the Measure Z Evaluation Community Advisory Board, and the Public Safety and Services Violence Prevention Oversight Commission.

Executive Summary

This interim evaluation report presents descriptive, process, and outcome findings regarding the Oakland Department of Violence Prevention's (DVP's) group violence response strategy. This strategy responds to violent incidents and mediates conflicts to prevent violence from spreading. The strategy also engages people at elevated risk of involvement in violence in a variety of services to reduce that risk and support their growth and success. The priority population for group violence response is young people, adults, and families at the center of gun violence, with a focus on young men of color between the ages of 14 and 35 and their families.

From July 2022 through June 2024, group violence services delivered hundreds of responses to shooting scenes and engaged thousands of people in Oakland. We summarize the findings of our descriptive, implementation, and outcome analysis of group violence services and related practice and data-capture recommendations below.

Findings

Descriptive Analysis

The evaluation team analyzed data from the DVP's Apricot data-management system to describe the level and nature of group violence response and service activity undertaken by the DVP's funded community partners from July 2022 through June 2024. This included information about characteristics of participants, incidents responded to, services provided, and outcomes recorded. Violence interrupters responded to the overwhelming majority (82 percent) of shooting incidents for which they received notifications to respond. At these scenes they assessed the risk of retaliatory violence and where that risk existed, and they took measures to mitigate and interrupt potential conflicts that could lead to further violence. At the individual level, group violence services were recorded for 2,006 people in the DVP's Apricot data system from July 2022 through June 2024. Youth employment services were the most common (428 people), and even the least common service type, emergency relocation, was provided to 119 people over two years.

Life coaching is one of the core group violence services, with 388 adults and 237 young people having received life-coaching services from July 2022 through June 2024. Participants' varied needs and aspirations are evident in the goals they set during life coaching. For young people, the most

common goals were related to education (33 percent), family (25 percent), and the legal system (14 percent). In contrast, for adults the most common goals were related to employment (38 percent), housing and shelter (16 percent), and the legal system (13 percent). Young people completed more than half of their goals (55 percent), while adults completed 43 percent of theirs.

The group violence services also included employment services. There were 279 young people who received employment services who had at least one recorded work experience, with a total of 537 positions. These were mainly internships (43 percent) and subsidized work experiences (51 percent; see figure 8 on page 22). In comparison, the 145 adult participants who received employment services and had at least one form of employment recorded (205 total positions) were more likely to have permanent nonsubsidized job placements (56 percent), followed by subsidized work experiences (33 percent). Average starting wages among employment participants were \$19.28 for adults and \$15.83 for young people. These adult wages were in line with the living wage as defined by the City of Oakland as \$17.37 an hour with health benefits, or \$19.95 an hour without health benefits (City of Oakland 2024). Unlike adult participants, who were working 32 hours a week on average, young people in employment services were working just 10, likely because so many of the youth participants had internships and because they had to balance employment with school.

Process Evaluation

The evaluation team interviewed seven staff members from the DVP and community-based organizations to understand their experiences implementing the Measure Z-funded violence interruption services, emergency relocation, and hospital-based response activities that were part of the group violence response strategy. Those staff members detailed how a core part of the group violence services work is building relationships with community members who have been affected by violence and using partnerships and relationships to connect people to services and supports to promote healing and prevent further violence. They described communicating to use the different knowledge and capacities of Oakland partners to do this complex and challenging work. This included leveraging available resources within their organizations to connect participants to other services and basic supports (like transportation and food assistance), whether those services are funded by Measure Z or not.

The DVP plays a central role coordinating these activities by managing relationships, delivering training, and sometimes mitigating tensions between Oakland Police Department (OPD) personnel and violence interrupters at shootings scenes. A key mechanism for coordinating violence interruption

activities is the weekly shooting-review meetings, where the DVP and violence interruption staff at community-based organizations review incidents that occurred over the past week and delegate who will follow up to ensure victims, families, and communities are being offered the appropriate services. The OPD also conducts a weekly shooting review, and information from those reviews are fed into the DVP's shooting review, but the information does not flow in the opposite direction.

Violence interrupters shared that participants need support finding stable housing and employment opportunities, and in some cases even emergency relocation to protect participants' safety. Interviewees said it is common that group violence service participants have challenges meeting basic needs, such as food, diapers for their children, and arranging funerals for lost loved ones. People receiving relocation services may need to move not just themselves but their entire families, unless they are able and willing to have their children placed with a relative. Interviewees working on relocation described the fear people can feel at the idea of starting their lives over from scratch, from work to housing to school for their children, and not having the support they need. It can also be difficult to get people out of their current living situations.

Interviewees faced many implementation challenges. A common one that all the interviewees doing this work discussed is the vicarious trauma they experience as a result of their work. Because violence interrupters are often from or closely connected to the neighborhoods they work in, a violence interrupter may respond to a scene and see that a friend or loved one has been the victim of violence. At other times an incident will deeply affect the wider community, leading to the possibility of violence escalating among involved groups. Several interviewees also noted the challenge of preparing the violence interruption workforce to succeed in a professional environment. They described the need to support interrupters professionally so they could complement their deep understanding of neighborhoods, insight, and ability to connect based on lived experience with different kinds of job skills required of violence interrupters. A throughline in interviewees' responses about professional development for violence interrupters was the need to meld two different professional cultures, one among people who come to the work through lived experience and the other among those who come to it through educational credentialing. Lastly, multiple interviewees noted that their work occurs in a broader context in which the communities they work in are underinvested in and the root causes of violence, such as persistent poverty, are not addressed.

For all these challenges, interviewees believed they were realizing many successes. First and foremost, they consistently expressed confidence that their work was averting further violence and saving lives. They also felt an important success was being in the position to show up with care and concern for the trauma that people had experienced and the risk of further harm they might be facing.

They also named people’s recognition of the value this work was providing as an important success. This included community members recognizing them and coming to expect that they would be responding to violence. It also included formal recognition of the value of the work from the city government in forms such as funding and the establishment of the DVP.

Outcome Analysis

To understand the effects of participation in group violence services on individual outcomes, we conducted two analyses. First, we conducted a dose-response analysis for a sample of 1,011 group violence service participants who consented to share their identifying information, examining the period from July 2022 through June 2024. The dose-response analysis measured the association between the level of engagement in services, defined as the number of individual service sessions, and the likelihood of being arrested after beginning services. Examining the relationship between the “dosage” of services and outcomes is important because increased engagement may lead to more time and activities with which to meet participants’ needs. Further, by looking at all participants across all group violence programs, we could more holistically assess the effects of the group violence response strategy overall. We could also capture the combined engagement created by participating in multiple programs, which wouldn’t be possible looking at each program separately. We did not find a statistically significant relationship between the number of service sessions participants receive and their likelihood of being arrested after beginning services.

Second, we repeated the analysis for only participants of adult life coaching and housing-focused adult life coaching ($n=210$). We found that participating in more service sessions was associated with a lower likelihood of arrest. This result approached statistical significance at the $p < 0.1$ level. This indicates that adult life-coaching participants who are engaged at higher levels may have more successful outcomes, and extending the analysis for the final report with a larger sample and follow-up time may provide a more definitive result.

Recommendations

Practice Recommendations

Continue to increase investment and support for the violence prevention and intervention workforce with lived experience. The lived experience that many violence prevention and intervention professionals bring to their work allows them to be credible messengers to people at highest risk of

involvement in violence. At the same time, they may be new to the workforce and professional settings and need to acquire new skills and experience to succeed in those settings. Interviewees who raised this point recognized and appreciated the trainings and other settings the DVP provided for this, but they felt that more time and attention to this issue was needed. Workers with lived experience could also be more involved in designing programs and interventions, not just implementing them.

The DVP can create forums for different service providers to coordinate and communicate. A notable strength of the DVP service continuum is the comprehensive network of referral relationships between service providers evident in the data and the level of partnership indicated by providers we interviewed. While service providers appreciate the coordination and communication where it is happening, the extent of this coordination differs by service and provider. Many interviewees reported spending substantial time establishing and maintaining relationships needed to meet service participants' needs, and more formalized coordination might make this aspect of their work easier. Regular coordination can help providers address emerging trends in patterns of violence and participants' needs, and they can use information about the types of services people receive to better tailor community healing and restorative events and initiatives.

Recruit and retain multilingual staff. In a community as linguistically diverse as Oakland, multilingual staff are needed in all engagement roles, with a particular focus on meeting the high levels of monolingual Spanish speakers in Oakland.

Focus on enhancing housing and mental health service options. The gaps in options to meet service participants' needs related to housing and mental health services came up repeatedly in interviews with providers. While these are difficult and long-standing issues, they are important to raise here because they were consistently described as barriers to effective assistance for service participants.

Deliver more cross-training for staff at different organizations. Many providers appreciated the opportunities they had to attend trainings with peers from other organizations and in other specialties, and they felt the increased mutual understanding from those engagements improved operational collaboration in the field.

Assist providers with building their capacity. Community-based service providers who received DVP funding would like more assistance with building capacity from the DVP and from the City of Oakland generally. This could include finding ways to increase staffing and staff capacity to mitigate challenges resulting from staff turnover and vacancies; making the yearly grant process easier for

grantees, who are often managing reporting requirements from multiple grants from multiple sources; and identifying additional funding sources for providers who are addressing complex needs and finding that available resources, though needed and appreciated, are insufficient for program participants' needs.

Data Recommendations

The City of Oakland and the DVP may want to revisit the process through which participants consent to their data being shared for evaluation purposes, to determine whether that process can continue to deliver necessary privacy protections while better supporting analysis of the outcomes of DVP-funded services. The current process and the resulting levels of consent (53 percent of participants in this interim evaluation of the group violence response) significantly limit analysis of service engagement and outcomes beyond a small and potentially unrepresentative subset of participants. Findings on the effects of DVP-funded programs on this subset of participants who consented to data sharing are valuable, but estimating the effects of those programs on safety and violence in Oakland as a whole requires going beyond understanding what is happening with this subset. Of note, 19 percent of participant consent forms are marked as “not complete yet” or “never presented” in the Apricot data system. Although the DVP has revised the consent form, offered trainings, and provided guidance about the consent process, providers and participants may be wary about the implications of providing consent. The DVP should explore how providers can overcome barriers to gaining participants' consent while maintaining that sharing data is voluntary.

Improve the integration of forms across the Apricot data system. Apricot is a comprehensive system with many different forms for different services funded by Measure Z. Some forms are based on incident responses or service provision but are not linkable back to participants, making analysis of service engagement more difficult.

Work to more consistently and accurately capture dates of birth and names in the Apricot database, and consider whether any additional identifiers might be added. For example, the school ID or probation ID numbers could be requested when applicable. Issues with this information made matching across data systems infeasible for many participants who had consented for evaluators to do so.

Encourage providers to complete and update the forms in the Apricot data system more regularly and comprehensively, which will allow for a better understanding of participants' needs and levels of engagement with programming. For example, the participant and enrollment forms capture important

information about participants' education, housing, families, referral sources, and exposure to violence, but many fields are not completed. Related to updating the forms, exit dates and reasons for exiting programs are missing for many participants, making it difficult to measure completion rates or how long people participate in the programs.

Consider how Apricot could become a useful resource for providers. Many providers maintain their own separate databases and may not use Apricot for day-to-day case management or tracking participants over time. Considering the breadth of the DVP network and the level of referrals across organizations, Apricot could become a more useful resource for providers to improve their work as data tracking becomes more accurate and comprehensive over time.

Evaluation Next Steps

The final evaluation report will be released in mid-2025. For this report, we will engage group violence service participants through interviews and/or focus groups to better understand their experiences with services. We will also extend and expand the outcome analysis that measures the effects of service dosage on key individual outcomes. This will involve adding shooting victimization as an outcome, allowing a longer observation period for outcomes to manifest, and encouraging providers to present the consent form to participants whose consent status is “not complete yet.”

Introduction

For decades, the city of Oakland has grappled with gun and gender-based violence, and for decades it has responded by making extensive investments in building capacity and mobilizing expertise to respond to and prevent violent victimization. This interim evaluation report presents findings and insights regarding the work supported and the outcomes realized by one form of that investment: the activities comprising the group violence response strategy area. The group violence response strategy is overseen by the Oakland Department of Violence Prevention (DVP) and carried out by community-based organizations, whose work is funded through the Public Safety and Services Violence Prevention Act, popularly known as Measure Z (box 1). This evaluation work examining Oakland's group violence response is part of a larger process and impact evaluation of Measure Z-funded initiatives undertaken by the Urban Institute in partnership with Urban Strategies Council over a three-year period from July 2022 to June 2025.

We begin this report by situating this evaluation in the complex context of Oakland's violence prevention and intervention work and its history, including previous evaluations of Measure Z. We then provide an overview of the focus of this evaluation, what is included in this report, and what will come in the final evaluation report in 2025. The subsequent sections present our descriptive and qualitative findings on the implementation of the group violence response. We then analyze the impact of group violence services on participant outcomes, and we conclude with summary recommendations derived from our evaluation to date.

BOX 1

Measure Z and the Department of Violence Prevention

In 2014, Oakland voters passed Measure Z, the Public Safety and Services Violence Prevention Act. Measure Z built on lessons from the earlier Measure Y, the Violence Prevention and Public Safety Act of 2004. Measure Z provides approximately \$27 million in funding annually, with \$2 million designated for improving fire-response services, about \$15 million for violence-reduction efforts within the Oakland Police Department, and roughly \$10 million for violence-prevention and -intervention programs overseen, and in some cases directly provided, by the Department of Violence Prevention (DVP). Measure Z-funded DVP activities are grouped into four strategy areas: group violence response, gender-based violence response, community healing and restoration, and school violence intervention and prevention (VIP) teams that embed the other three strategy areas in select Oakland schools.

Established in 2017, the DVP has a mandate to reduce gun violence, intimate partner violence, and commercial sexual exploitation. Before the DVP was established, the community-led components

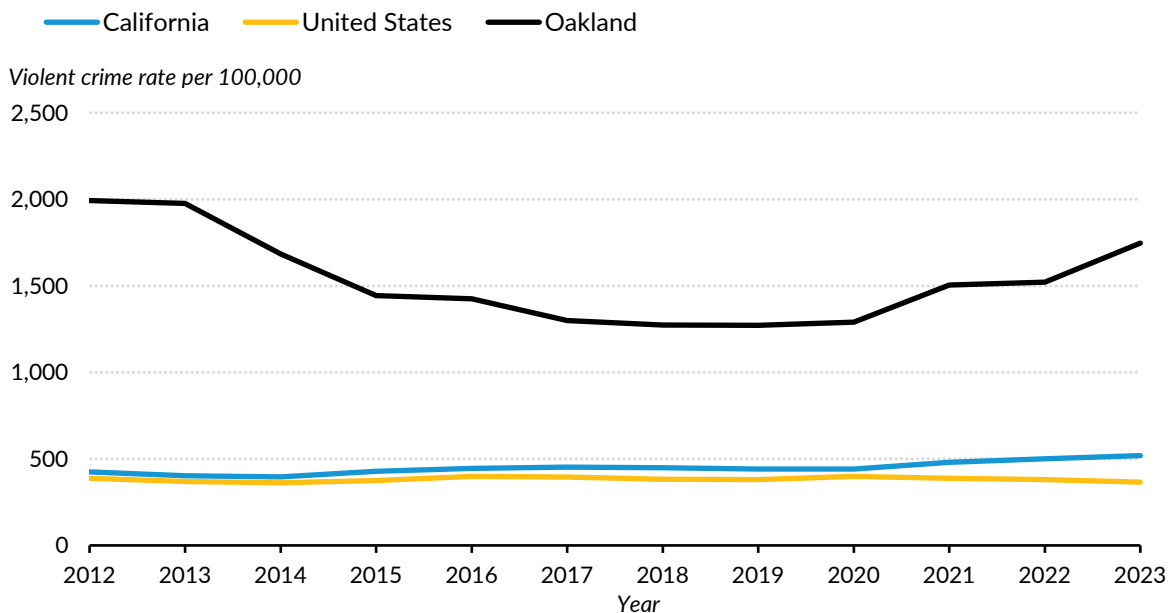
of the City of Oakland’s violence-reduction work were housed in Oakland Unite. Oakland Unite was a division of the City’s human services department, and the DVP absorbed its functions and staff were automatically transferred from Oakland Unite to the DVP. The roles and responsibilities of Oakland Unite were fully assumed by the DVP in 2020, and the DVP also took on new functions.

Source: *Department of Violence Prevention Strategic Spending Plan, 22-24* (City of Oakland, Department of Violence Prevention, 2021).

Recent Violence Trends in Oakland

The period covered by this phase of the Measure Z evaluation (July 2022 to June 2024), was a difficult one in the city of Oakland’s history of violence prevention efforts. Though Oakland has experienced rates of violent crime victimization well above the averages of both the United States and California for many years, before the COVID-19 pandemic violent crime had significantly and consistently declined (figure 1).

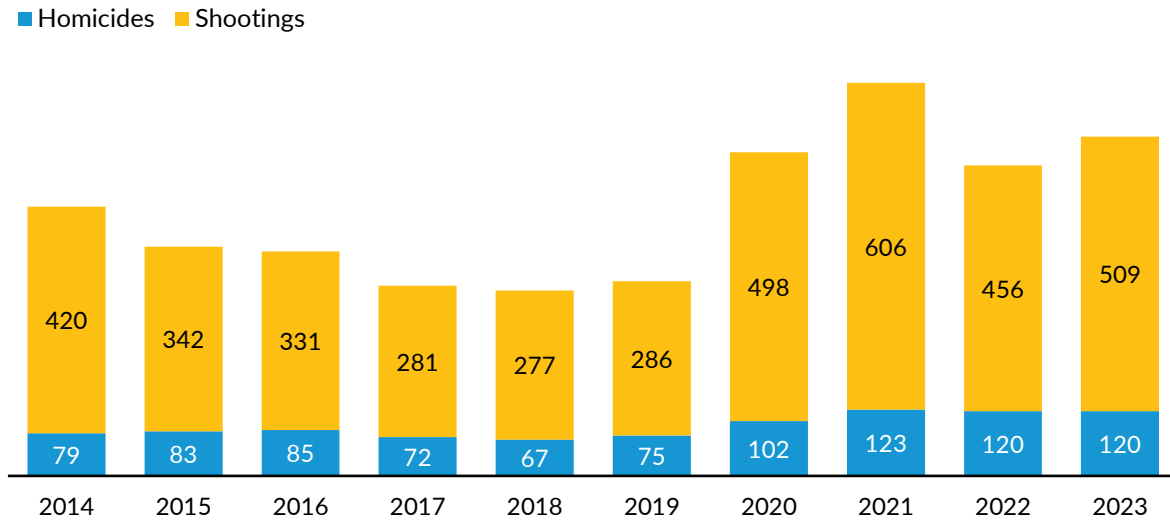
FIGURE 1
Annual Violent Crime Rate per 100,000 People in Oakland, California, 2012–2023
Compared with state and national rates



Sources: FBI Crime Data Explorer, accessed September 24, 2024, <https://cde.ucr.cjis.gov/LATEST/webapp/#/pages/home>; Oakland Police Department citywide annual crime reports, publicly available at <https://www.oaklandca.gov/topics/police-data>.
Notes: Violent crimes include murder and nonnegligent manslaughter, rape, robbery, and aggravated assault. Rates for Oakland in 2021 and 2023 were calculated using the Oakland Police Department crime reports. Rates for 2023 for California and the United States were calculated using 2022 population estimates.

This trend reversed with the onset of the pandemic, and shootings in Oakland increased sharply in 2020 (figure 2). Shootings peaked in 2021 but remained at levels much higher in 2022 and 2023 than from 2015 to 2019.

FIGURE 2
Annual Homicides and Shootings in Oakland, California, 2014–2023



Source: Oakland Police Department citywide annual crime reports, available at <https://www.oaklandca.gov/topics/police-data>.
Notes: Following the Uniform Crime Report hierarchy rule, this figure shows the number of crime incidents in which homicide or a shooting was the most serious offense. The number of shooting and homicide victims may be greater than the number of crime incidents, as a shooting with multiple victims is counted as one incident.

The most recent available data on shootings and homicides indicate that the number of shootings and homicides in the first half of 2024 was lower than in the first halves of 2022 and 2023, although still above pre-2020 levels. The final evaluation report on the DVP’s Measure Z–funded work will address whether this more hopeful trend bears out through the remainder of 2024.

Measure Z–Funded DVP Strategies and Oakland’s Violence-Reduction Ecosystem

The DVP’s violence intervention and prevention work is part of a large ecosystem of violence-reduction programs and initiatives in Oakland (National Institute for Criminal Justice Reform 2024). These include Oakland Ceasefire (in which the DVP is a key partner), a focused-deterrence model involving the data-driven identification of individuals and groups at the highest risk of being involved

in gun violence; directly and respectfully communicating with those individuals and groups, offering intensive services and support for people to transition away from violence; and focused enforcement for those who continue to engage in violence. They also include the Alameda County Office of Violence Prevention, recently launched to provide interventions similar to Oakland's elsewhere in Alameda County and in Oakland, and the Oakland Fund for Children and Youth, which focuses on more general prevention and youth-development activities.¹ Though these efforts are distinct from the Measure Z-supported work of the DVP and its funded community partner organizations and outside the scope of this evaluation, they are important for understanding the work being done to reduce violence in Oakland and intersect with the Measure Z work in formal ways (e.g., service-referral relationships) and informal ways (e.g., relationships between professionals and organizations operating in the same neighborhoods).

Previous Evaluations and Other Relevant Research Findings

The phase of the Measure Z evaluation covered in this report follows and builds on previous evaluation work led by Mathematica, which we summarize here. Mathematica's Measure Z evaluation work covered the implementation and impacts of Oakland Unite's strategy areas from 2016 to 2020.

YOUTH AND ADULT LIFE COACHING

Life-coaching services support people at risk of violence or with previous involvement in violence in Oakland with identifying and reaching goals that reduce their risk of violence. Youth life coaching had significant positive impacts on high school retention and graduation rates over a 30-month period (Gonzalez et al. 2021). Participants ($n=192$) were 13 percent more likely to remain in school and 11 percent more likely to graduate than their nonparticipating peers. However, there were mixed impacts on other outcomes, as young people in life coaching were 13 percent more likely to become victims of reported violent incidents. Though there was a short-term reduction in arrests for violent offenses (most youth life-coaching participants had contact with the justice system in the year leading up to services), no long-term reductions in law enforcement contact were observed. These results came in the context of challenges with fully delivering the services to participants; Mathematica found that only a quarter of young people completed services as recommended by the Oakland Unite life-coaching model.

Adult life coaching resulted in a 3 percent reduction in the likelihood of being arrested for a violent offense after 12 months, with limited long-term impact, except for those referred by Ceasefire, a primary referral partner. Participants linked to Ceasefire were 21 percent less likely to be convicted

after 30 months than similar adults who were also identified as high risk by Ceasefire but did not participate in life coaching. It is important to note that the Ceasefire subgroup was small ($n=31$ of the total sample of 257), so the finding regarding their better outcomes may not generalize to all adult life-coaching participants. Most adult life-coaching participants (75 percent) had been arrested before beginning services, although less than half (43 percent) had been arrested in the two years before beginning services. Mathematica found that less than 40 percent of adults completed services as recommended by the Oakland Unite life-coaching model (Gonzalez et al. 2021).

EMPLOYMENT AND EDUCATION SUPPORT SERVICES

From 2017 to 2018, employment services primarily served African American and Hispanic young people at risk of violence, focusing on those with low attendance at school or experiencing violence (Gonzalez, Lacoé, et al. 2019). Although the strategy targeted young people ages 13 to 18, 39 percent of participants were older than 18 at the time of enrollment. Only 54 percent of school-aged employment services participants were enrolled in an Oakland or Alameda County public school in the 12 months before receiving services. Among these students, 50 percent were chronically absent from school and 22 percent were suspended or expelled during the 12 months before receiving services. Almost a quarter of participants in youth employment services reported being a victim of violence to the OPD before receiving services, and 59 percent reported that they had a peer or family member who had been shot or seriously injured.

School-aged employment services participants ($n=179$) were 13 percent more likely to be enrolled in school in the 12 months after starting services, and had similar school attendance and discipline as the comparison group. Youth employment services participants had similar rates of contact with law enforcement, arrests, convictions, and victimization as the comparison group in the 12 months after beginning services. Mathematica's process evaluation highlighted challenges with collaboration between youth employment services and the life-coaching providers because of competition for young people's time and differing approaches to serving them (Gonzalez, Lacoé, et al. 2019).

Adult employment services served high-risk clients, 39 percent of whom had an arrest before enrolling, two-thirds of whom reported direct exposure to violence, and over 30 percent of whom reported being victims of violence (Gonzalez, Lacoé et al. 2017). Mathematica's impact evaluation showed that participating in adult employment services ($n=522$ participants) decreased people's likelihood of being arrested for any offenses in the six months after enrollment by 6 percentage points. Participation also decreased the likelihood of a violent offense by 1 percentage point, but there was no difference in the likelihood of arrest for a gun offense between the adult employment services

group and the comparison group. Mathematica's process evaluation of these services found that income payments were crucial for client engagement. However, participant engagement remained a challenge when job opportunities did not align with clients' interests.

SHOOTING AND HOMICIDE RESPONSE

From 2019 to 2020, Mathematica evaluated the four substrategies of the shooting and homicide response strategy (D'Agostino et al. 2020). **Violence interrupters** have a deep history with their community, allowing them to resolve conflict and prevent retaliation. Victims of shooting incidents who were referred to violence interrupters largely avoided violent re-injury and retaliation over the next two years. The victimization rate for violence-interruption participants was 13 percent in the 24 months after engagement (there was no comparison group identified for this analysis). Victims did not engage in retaliatory violence as measured by increased gun-related arrests.

Caught in the Crossfire (CIC) **hospital-based intervention specialists** supported survivors with trauma-informed services. Although many CIC participants engaged with services over a sustained period, roughly half ended their involvement with CIC within two weeks, indicating that they participated in the initial intensive outreach services but may have not wanted to continue with additional services. Services included intensive outreach to all participants, case management (for 54 percent of participants), and mental health therapy (for 16 percent of participants). Over the two years after participants started CIC services, participants largely avoided reinjury, with a rate of violent victimization of 15 percent (based on reports made to the OPD), compared with 59 percent in the 24-month period before services. The share of CIC participants experiencing a gun arrest in the 24 months before services was the same as the share experiencing a gun arrest in the 24 months after services. The Mathematica team found no evidence of increased gun-related crime arrests, suggesting there was no pattern of retaliation.

Relocation support staff assessed short- and long-term safety needs and helped victims plan and pay for emergency relocation. In most cases, participants received short-term support, and in rare cases when the \$500 emergency funds were insufficient, staff developed longer-term plans. Over the two years after receiving relocation support, participants largely avoided reinjury: the observed victimization rates in Oakland in the 24 months after relocation services was 10 percent. However, the arrest rate for gun offenses in Oakland among participants was slightly higher postrelocation. Both results must be viewed as provisional because of the small number of relocation participants who consented to their data being matched on these outcomes ($n=21$) and the fact that they presumably spent a substantial amount of time outside Oakland after relocation.

Homicide support services helped grieving families after a homicide, including with applying for victims-of-crime funds and funeral/memorial planning. Forty percent of participants received services for a week or less, while 60 percent intermittently engaged in services for six months. Nearly all participants received intensive outreach, but less than 20 percent received mental health services.

EVALUATIONS OF OTHER OAKLAND VIOLENCE-REDUCTION EFFORTS

Oakland Ceasefire has operated during the same period as Oakland Unite and the DVP's Measure Z-funded work, aiming at the same outcomes and focusing on overlapping people and places. The DVP is a main partner in the Ceasefire strategy and some Measure Z funding supports Ceasefire. Ceasefire has also served as a referral source for Oakland Unite and DVP life-coaching participants. An Oakland Ceasefire impact evaluation found several significant effects (Braga et al. 2019). First, a place-based analysis showed that the Ceasefire strategy was associated with an estimated 31.5 percent reduction in gun homicides in Oakland compared with trends in comparison cities. In Oakland, the intervention reduced gun violence in neighborhoods with groups/gangs subjected to the Ceasefire treatment, and this reduction was not associated with increased violence in surrounding neighborhoods. In addition, a gang-/group-based analysis revealed a steeper decrease in shootings involving group members compared with those not associated with a group. There was also a significant reduction in shootings by treated groups/gangs and vicariously treated groups/gangs compared with untreated groups/gangs. The individual-level analysis found that individuals who were identified as high risk through Ceasefire experienced a nonsignificant decrease in victimization but also experienced more arrests than the nonparticipant comparison group. This increase in arrests likely owes to the continuing focus on high-risk individuals by law enforcement agencies and the difficulty of creating a comparison group for Ceasefire participants because of their high-risk status.

Qualitative analysis of 21 interviews with local stakeholders provided insights into the program's successes and areas for improvement. Respondents recommended that Ceasefire partners continue to focus on increasing trust and respect among participants, community members, and law enforcement officials. Respondents expressed concerns about the program's ability to sustain reductions in violence given long-standing socioeconomic factors, like widespread poverty and unemployment. Despite these concerns, respondents supported the program's organized approach to reducing gun violence and the allocation of resources to those at the highest risk of violence. Additionally, stakeholders commended Ceasefire partners for their dedication to the program and their success in sustaining reductions in citywide gun violence.

In 2023, an audit of the performance of the Oakland Ceasefire strategy flagged a number of issues with its implementation in recent years and made several DVP-focused recommendations relevant for this evaluation (California Partnership for Safe Communities 2023). The audit found that the City had “gradually walked away” from the Ceasefire strategy, shifting focus from the high-risk individuals who were intended to be the focus. The result, according to the auditors, was that Ceasefire was no longer impacting citywide violence in Oakland, particularly from 2020 onward. DVP-specific findings included that the DVP “is poorly structured to address the service and support needs of high-risk individuals that express interest in services,” with key staff responsible for doing so in separate chains of command and not formally communicating (California Partnership for Safe Communities 2023, 9). The audit further noted that few referrals from Ceasefire to life coaching resulted in people coming onto caseloads, and that of those who did, many did not remain on caseloads for very long. Recommendations for the DVP included reorganizing the DVP under one management structure and identifying a clearer theory of change around gun violence. The audit also recommended that 70 percent of the DVP’s life-coach caseloads consist of Ceasefire referrals, with the remainder meeting multiple risk criteria identified in the most recent gun violence problem analysis. Since February 2024, the City has refocused on the Ceasefire strategy, and the DVP’s internal direct-services team is now almost exclusively dedicated to this effort.

Urban’s Evaluation: Overview and Methodology

In 2022, the Urban Institute, in partnership with Urban Strategies Council, was selected by the City of Oakland to conduct a process and impact evaluation of Measure Z–funded initiatives for a three-year evaluation period from July 2022 to June 2025. The Measure Z services cover two primary components: (1) violence prevention and intervention strategies operated by the DVP, and (2) geographic, special-victims, and community-policing services implemented by the Oakland Police Department.

This evaluation focuses only on strategies and activities implemented by the community-based organizations with Measure Z funding. The evaluation does not cover services provided directly by DVP staff or the Ceasefire strategy. **The evaluation has three components.**

First, the descriptive analysis presents data on the level and nature of activity undertaken by the DVP and its funded community partners. This includes addressing what we know about the characteristics of participants, incidents responded to, services provided, and outcomes recorded. This component draws from the DVP’s Apricot data-management system. In addition to the analyses described in this report, the evaluation supported the development of public data dashboards. The

dashboards can be accessed for further detailed information about the strategies and activities funded by Measure Z at <https://www.oaklandca.gov/topics/dvp-measure-z-funded-grantee-network-data-dashboard>. The following research questions are addressed in this component:

- How many people were served in each program? How many incidents were responded to? How many community activities occurred?
 - » What were the characteristics of these clients/incidents/activities?
- What was the dosage of the various Measure Z-funded DVP activities, at the client, family, and community levels?

Second, our process evaluation addresses questions about the implementation of the Measure Z-funded activities, going beyond the descriptive information about what activities were undertaken to understand how well they are working and identify implementation challenges and successes. The following research questions are addressed in this component:

- How were the Measure Z-funded DVP activities implemented?
- What are the facilitators of and barriers to success for each DVP substrategy and activity?
- How do the different Measure Z-funded components interact and relate to an overall approach to violence reduction?

Third, our impact evaluation assessed whether the Measure Z-funded activities are realizing intended outcome at the individual and community levels. The following research questions are addressed in this component:

- Do Measure Z-funded activities affect violence at the community level?
- Do people engaged by Measure Z-funded services fare better in terms of safety, well-being, and justice-system involvement than similarly situated people who are not engaged?
- Do Measure Z-funded activities affect community perceptions of safety and well-being?

QUALITATIVE DATA COLLECTION

The Urban Institute and Urban Strategies Council conducted seven semistructured individual interviews with staff from the DVP and community-based organizations to understand their experiences implementing the Measure Z-funded violence interruption, emergency relocation, and hospital-based response activities that were part of the group violence response strategy area.² These activities were the focus of the process evaluation because they had received less process evaluation

attention in previous phases of the Measure Z evaluation and involved either new activities or substantially modified ones. The interviews occurred virtually from September 2023 through February 2024.

Leadership and staff at the community-based organizations funded by Measure Z were informed of the interview opportunity via email using contact information provided by the DVP. The outreach stated the specific activity or program of interest for the interview (e.g., hotlines, shelter services) so that the organization could identify the staff directly involved in the activity or program. Each potential interview began with an informed-consent process in which staff could decide whether to proceed with the interview. The interview questions asked about their roles and responsibilities, how the activity or program was being implemented, referral sources, collaboration across agencies, participants' needs and outcomes, and implementation challenges and successes.

ADMINISTRATIVE DATA SOURCES AND ANALYSIS

The Urban Institute executed a data-sharing agreement with the City of Oakland to receive data from multiple sources from the Department of Violence Prevention and the Oakland Police Department. Table 1 lists the types of data received and analyzed in this report. The DVP provided data from its records-management system, called Apricot, which was launched in January 2023. Apricot contains data on individual participants and the services they received as well as on group services and incident responses. Although Apricot was launched in 2023, the DVP was able to carry over data from 2022 that were collected through its previous system, Cityspan. As part of the grant requirements, the DVP-funded service providers report data in Apricot, allowing for more uniform data and consistent analysis across all providers.

Several OPD data sources support the evaluation of the DVP, including data on 911 calls for service, crime, and arrests. We received data on all adult and juvenile arrests from January 2012 to June 2024, including the arrest location and associated charges. The data on calls for service include all 911 calls referred to the OPD from January 2018 to September 2023. The data include information on the call date, time, location, type, priority, and disposition. We received data on all crimes reported to and recorded by the OPD from January 2012 to June 2024, including the date, time, location, and crime type. We also received data on all adult and juvenile homicide victims in Oakland. A request to receive data on nonfatal shooting victims is still pending at the time of this report.

TABLE 1

Sources of Data Used in This Interim Evaluation of Measure Z–Funded Services

Data source and type	Data coverage
<i>Oakland Department of Violence Prevention</i> Service provision and participation	July 2022–June 2024
<i>Oakland Police Department</i> Arrest incidents	January 2012–June 2024
Homicides	January 2018–June 2024

LIMITATIONS

Some important limitations should be considered when assessing the findings of this stage of the Measure Z evaluation. The first is the fact that Apricot, the DVP’s new data-entry and -management system, went live in January 2023. Adopting a new system like Apricot involves a learning curve and data-entry inconsistencies and quality-control issues frequently arise and need to be fixed. Urban worked closely with the DVP to mitigate the impact of this change on the evaluation, including obtaining Apricot data extracts as early as possible to become familiar with the data structure and begin asking questions well in advance of the delivery dates for evaluation analyses. Nonetheless, providers’ data-collection practices may have differed as they began using Apricot, which may be reflected in our data.

Another limitation is that people participating in individual-level Measure Z activities can refuse to consent to their individually identifying information being shared with the evaluation team. This information is not necessary for the descriptive analyses presented in this report but is needed to match across datasets and assess many outcomes (e.g., arrests). The consent rates varied by service, but in each service a large share of participants did not consent. This means that all outcome analyses involving data linking are restricted to the subset of participants who agreed to share their identifying information. More information about the consent rates is available in the findings section and the appendix.

Group Violence Response

Descriptive Analysis

Services funded in the group violence response strategy are intended for people who are at the center of group violence within or between street groups in Oakland. Individual-level services are intended to help people access resources and opportunities that lead them away from violence perpetration, victimization, and incarceration. This strategy also includes activities intended to mediate conflicts before they result in violence and disrupt retaliatory violence. The interventions funded under this strategy are described below.

Adult employment services include pre-employment training, paid work experience, and job placement services for adults at high risk of violence in Oakland. Funded organizations also provide general employment case management services to help people secure and retain employment.

Adult life coaching helps adults at the center of violence in Oakland identify and complete goals that reduce their risk of violence (e.g., obtaining employment or housing, accessing mental health services, avoiding negative peer influences). Life coaches refer clients to needed services and support clients with behavior change, system navigation and socioemotional skill development. Life coaches have frequent contact with their clients and use financial incentives to encourage positive behavior change.

Emergency relocation enables people who are in immediate, lethal danger as a result of group violence to be relocated outside of Oakland while the conflict is mediated or a long-term plan for safety is developed. Funding pays for transportation, hotel stays, and initial rent payments.

Hospital responders visit shooting victims in the hospital to support them at a critical juncture, inform them of helpful services available to them when they are discharged, refer them to services, and provide short-term case management. Hospital responders also help victims complete victim compensation applications.

Violence interrupters respond to shooting and homicide scenes to assess risk of retaliatory violence and interrupt potential conflicts between individuals or groups. They also conduct mediations to prevent conflicts and support victims and families with referrals to services like life coaching and emergency relocation.

Youth diversion services redirect young people away from involvement in the juvenile justice system by offering them the option to participate in a diversion program that promotes accountability and healing in lieu of charges being filed. Diversion program staff help young people access services and develop and complete a plan to repair harm. The Oakland Unified School District also funds a staff position that refers young people leaving the juvenile hall to life-coaching services.

Youth employment services include pre-employment training, career exploration opportunities, and paid work experience for young people at high risk of violence in Oakland. Funded organizations also provide academic case management to facilitate school attendance and graduation.

Youth life coaching helps young people at risk of violence or at the center of violence in Oakland identify and complete goals that reduce their risk of violence (e.g., obtaining employment, attending school regularly, avoiding negative peer influences). Life coaches refer young people to services and support clients with system navigation, socioemotional skill development, and strengthening family ties. Life coaches have frequent contact with their clients and use financial incentives to encourage positive behavior change.

Activities funded by Measure Z under each strategy area and the budget allocation for each are shown in table 2.

TABLE 2
The Oakland Department of Violence Prevention’s Group Violence Response Activities Funded by Measure Z, 2022–2024

Activity	Providers	Budget amount 2022–24
Adult employment	Center for Employment Opportunities, Oakland Private Industry Council, Youth Employment Partnership	\$1,285,000
Adult life coaching	Abode Services (housing-focused case management), Community & Youth Outreach, Communities United for Restorative Youth Justice, Roots Community Health Center, The Mentoring Center	\$3,617,500
Emergency relocation	Youth ALIVE!	\$596,250
Hospital response	Youth ALIVE!	\$843,750
Violence interruption	Building Opportunities for Self-Sufficiency, Communities United for Restorative Youth Justice, Community & Youth Outreach, Trybe, Youth ALIVE!	\$4,850,000
Youth diversion	Community Works West, The National Institute for Criminal Justice Reform, Oakland Unified School District, Fresh Lifelines for Youth*, Carl B. Metoyer Center for Family Counseling*, Communities United for Restorative Youth Justice*	\$1,091,250

Activity	Providers	Budget amount 2022–24
Youth employment	Lao Family Community Development, Oakland Kids First, Youth Employment Partnership	\$2,475,000
Youth life coaching	East Bay Asian Youth Center, Safe Passages, The Mentoring Center	\$2,340,000

Source: Information on funding by activity from July 1, 2022, through September 30, 2024, provided by the Oakland Department of Violence Prevention.

Note: * indicates organization providing additional services via subcontract.

This section describes the activities and services delivered under the group violence response strategy area from the DVP's Apricot data system.

Findings on Activities and Service Delivery

Shooting Scene Response

Between July 2022 and June 2024, across the services that make up the group violence response strategy there were hundreds of responses to shooting scenes and thousands of people in Oakland were engaged. Violence interrupters responded to the overwhelming majority of incidents (82 percent) for which they received notifications to respond (table 3). At these scenes they assessed the risk of retaliatory violence and took measures to mitigate and interrupt potential conflicts that could lead to further violence.

TABLE 3

Scene Responses by Violence Interrupters in Oakland, July 2022 to June 2024

Incident type	Number of responses	Response rate
Homicide	177	90%
Shooting	499	79%
Total	676	82%

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes: Response rate is the share of incidents generating a notification that resulted in a response from violence interrupters. Eight responses were recorded for "Other violence" in Apricot.

Interviewees who were doing violence interruption, hospital response, or emergency relocation strongly emphasized the centrality of averting retaliation in their work. Crisis response to shooting scenes is collectively provided on a 24/7 basis, with responsibility for responding to shooting scenes

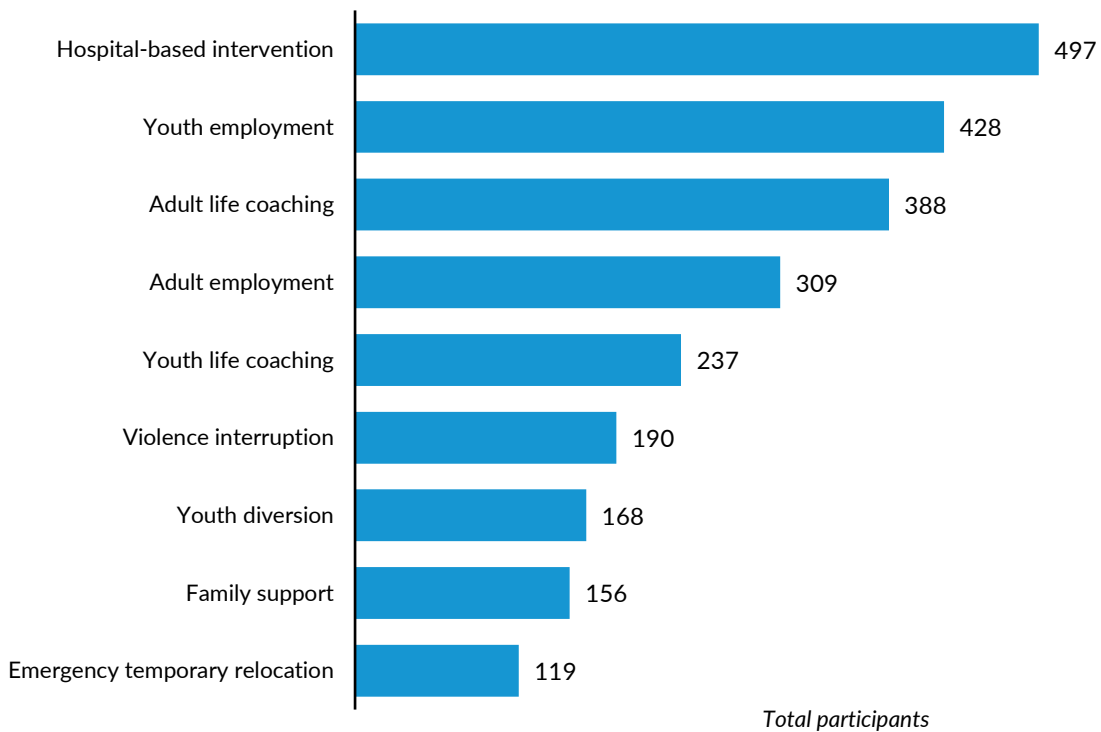
allocated to different organizations and individual violence interrupters for different parts of the city at different times each day. At least one community-based organization funded to respond to shootings and homicides is on shift at any given time. Some of these organizations respond to incidents citywide, and some respond to specific areas in which they are based. When a shooting incident occurs, the OPD sends a notification to the DVP system partner liaison, who then forwards the notification to the violence interrupter network and “activates” the relevant interrupters to respond. Interviewees said that in some cases interrupters are aware of a shooting and have begun their response before receiving the notification. Upon notification, violence interrupters arrive on the scene within 30 to 60 minutes. The violence interruption agency on the schedule responds, but if other agencies with intimate knowledge of the affiliated group or person want to support, they can do so.

Individual Services

At the individual level, 2,006 people had group violence services recorded in Apricot from July 2022 through June 2024. Hospital response reached more than 750 people, the most of any group violence response activity, and 497 of them went on to receive services.³ Even the least commonly used service type, emergency relocation, worked with 119 people over two years (figure 3). Most group violence service recipients engaged in one service (82 percent), with another 15 percent served by two and 2.6 percent (53 people) served by three or more.

FIGURE 3

Participants Served by Group Violence Response Activity, July 2022 to June 2024



Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes: Family support is part of the community healing and restoration strategy area but is included here because of its relationship with group violence. There were 2,006 unique individuals who received group violence response services; individuals could receive more than one service. Hospital-based intervention data captured in Apricot included services not supported by Measure Z funding; the number of participants served through Measure Z funding was 240.

Table 4 provides the demographic profile of the participants in group violence service activities.⁴ These services predominantly serve Black (50.4 percent) and Latino (23.7 percent) Oaklanders. They also predominantly serve young people, with two-thirds of participants for whom age data were recorded younger than 24. A third of those served were female.

TABLE 4

Demographic Profile of Group Violence Response Activity Participants, July 2022 to June 2024

	Share of participants (n=2,006)
Race/ethnicity	
African American	51%
Asian	4%
Hispanic or Latino	25%
Multiracial	3%
White	2%
Not Reported	13%
Other	2%
Age	
17 or under	25%
18–24	18%
25–34	14%
35–44	5%
45–54	1%
55+	1%
Unknown	35%
Gender/sex	
Female	33%
Male	63%
Nonbinary or transgender	0.2%
Other	3%
NA	1%

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

These services are intended for Oaklanders with high exposure to group violence and risk of perpetrating or falling victim to such violence, and it appears that people receiving these services fit this description. Life coaching, youth diversion, and employment providers within the DVP network use an eligibility screener to ensure they are serving the target population. Table 5 shows the risk-factor exposure reported by people at intake via the services-eligibility tool for life coaching, youth diversion, and employment and education services. A person is automatically eligible for the services if they answer yes to either of the first two questions. If they do not answer yes to either of those questions, they are eligible for life-coaching services if they answer yes to at least three of the remaining six items and for employment and education services or youth diversion services if they answer yes to at least two of them. Participants are also automatically eligible for life coaching if they were referred by Ceasefire, the Juvenile Justice Center, a violence interrupter, or a life coach. The responses demonstrate that these services are being provided to individuals who have high levels of primary and secondary exposure to violence, are socially connected to people who carry weapons, and are convicted for violent offenses at high rates.

TABLE 5

Share of Clients Responding “Yes” to Service-Eligibility Questions, July 2022–June 2024

Survey question	Share of clients responding “yes” (n=1,062)
Are there any neighborhoods of Oakland that are unsafe for you (because of network affiliation)?	67%
In the past year, have you been shot or stabbed?	9%
In the past year, has someone pulled a gun on you?	39%
In the past year, have you been in a serious physical fight?	48%
In the past year, has a close friend or family member of yours been shot?	61%
Do many of your friends carry a gun, knife, or other weapon?	55%
When you were growing up (during the first 18 years of your life), did you witness or experience physical violence in the home often or very often?	55%
Have you previously been convicted of a violent offense?	29%

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

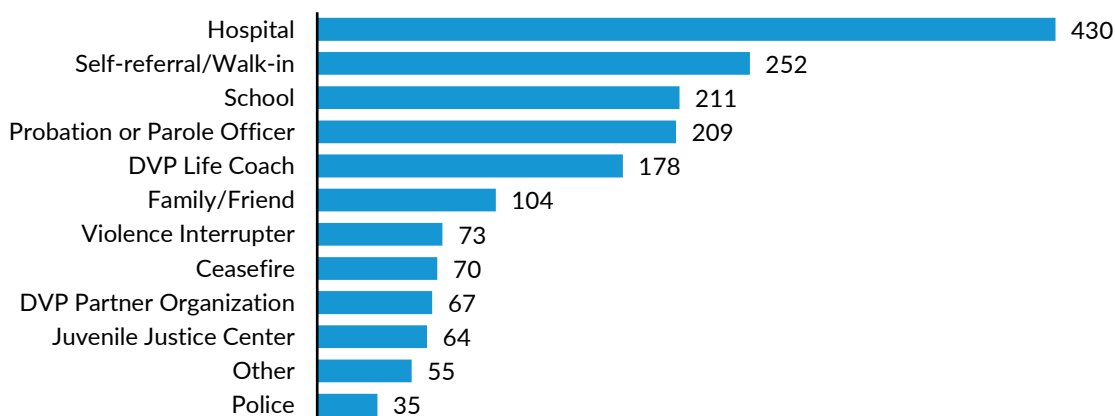
Notes: The eligibility screener is administered to life-coaching, youth diversion, and employment and education service participants. Questions can be completed by the client or a staff member from the Oakland Department of Violence Prevention or a DVP-funded provider.

Of the life-coaching participants, 75 percent were eligible based on the screening criteria and 3 percent were ineligible, while for the remaining 22 percent no screening questions were completed. Of the people who participated in youth and adult employment and educational support and youth diversion, 68 percent were eligible, 3 percent were ineligible, and for 29 percent screening information was missing.

In Apricot, frontline staff capture data on how participants were referred to group violence services (figure 4). Most were referred from hospitals, reflecting the high volume of hospital-response contact and the practice of hospitals seeking to refer all gunshot victims to services. It is notable that a large number of participants are self-referred and that schools and community supervision (probation and parole) are significant institutional sources of referrals. The referral patterns also demonstrate the interconnected nature of Measure Z–funded activities, with many referrals coming from life coaches and violence interrupters. The relatively few referrals from Ceasefire (70 over two years) is notable, given the concern raised in a recent audit of Ceasefire about the attenuated relationship between that intervention and DVP services. However, it should be noted that services provided to Ceasefire clients transitioned to being provided almost exclusively by the DVP’s in-house direct-service staff in February/March 2024 after the audit.

FIGURE 4

Referral Sources of Group Violence Response Activity Participants, July 2022 to June 2024



Total participants referred by source

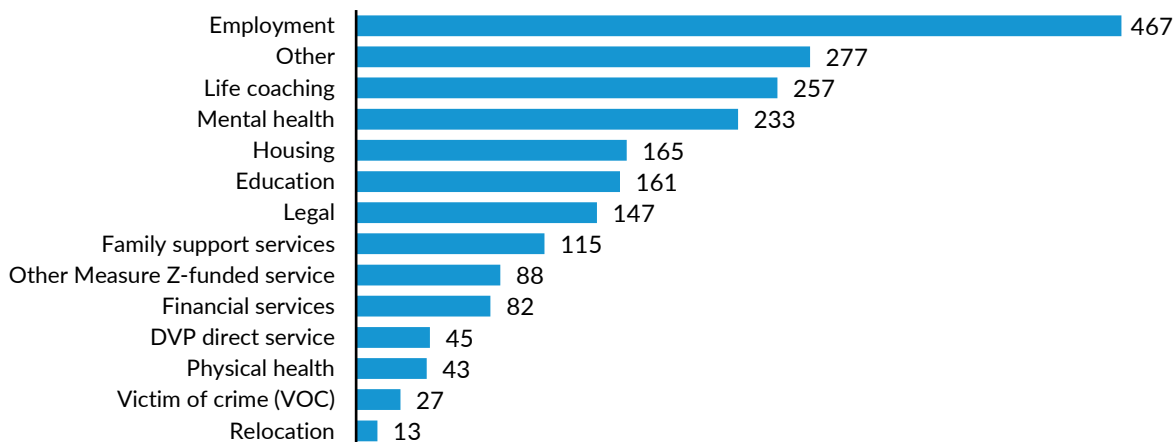
Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes: DVP = Department of Violence Prevention. Data do not include 1,169 people whose referral sources were missing or referral sources with fewer than 20 people (i.e., other community-based organizations, public defender's office, outreach, district attorney's office, and social workers).

After engaging in Measure Z-funded services, participants can be referred to many resources inside and outside the DVP network (figure 5). External referrals were most frequently for employment, mental health, life coaching, housing, and education services.

FIGURE 5

Service Referrals Made by Group Violence Response Providers, July 2022 to June 2024



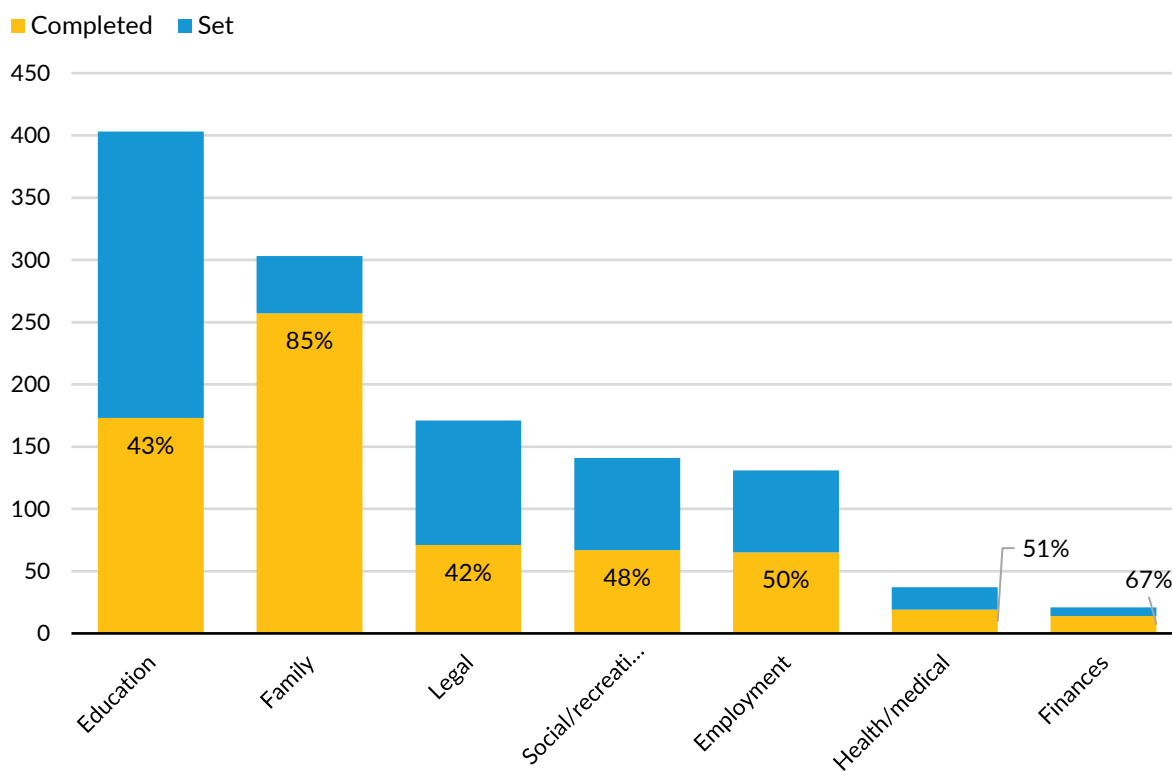
Total referrals made for participants

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes: Figure does not show 77 external referrals with service type recorded as "NA." "Other Measure Z-funded service" includes violent incident crisis response, school violence intervention program, diversion, healing, housing, safe spaces, and neighborhood and community team services.

The varied needs and aspirations of group violence service participants are evident in the goals they set in life coaching (figures 6 and 7). For young people in life coaching, the most common goals involved education (33 percent), family (25 percent), and the legal system (14 percent), whereas for adults, the most common goals involved employment (38 percent), housing and shelter (16 percent), and the legal system (13 percent). Youth life-coaching participants completed over half of their goals (55 percent), whereas adults completed 43 percent. As of June 2024, 43 participants had successfully completed adult life coaching and 31 had successfully completed youth life coaching.

FIGURE 6
Youth Life-Coaching Participants' Goals and Completion Rates, July 2022–June 2024

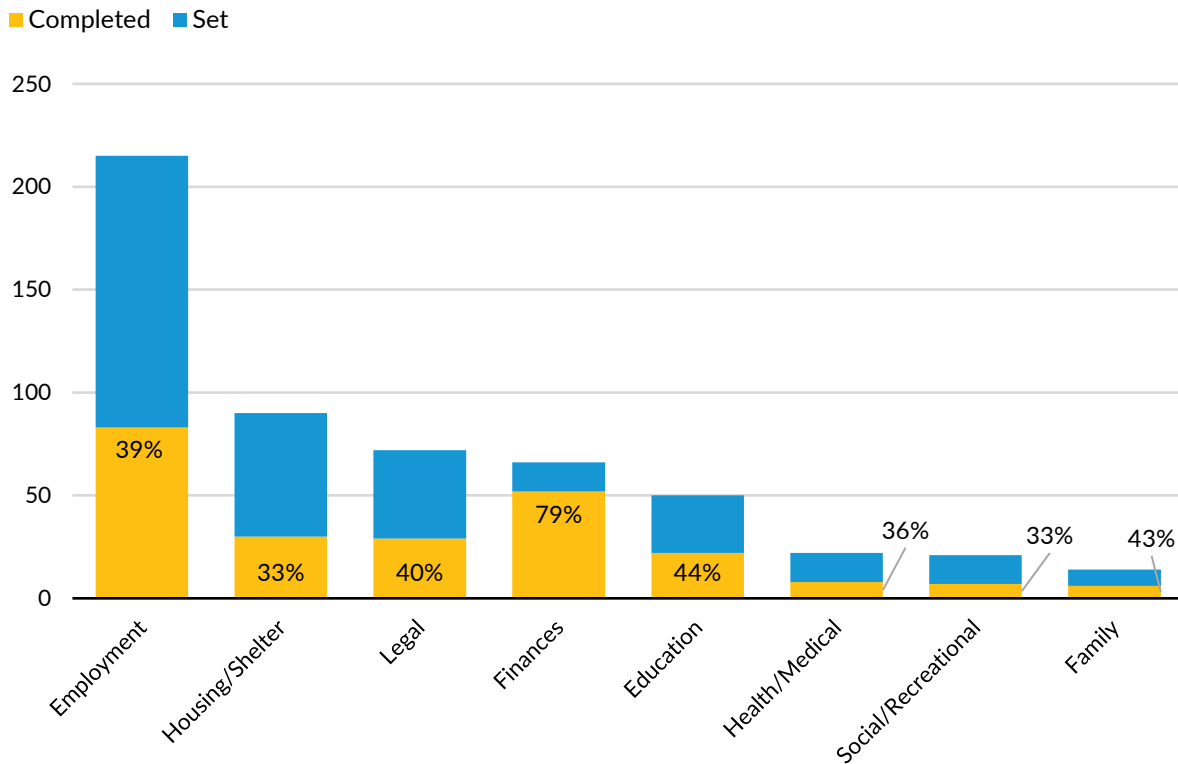


Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes: Nine safety goals were set for youth participants, and seven of them were completed. One housing/shelter goal was set and completed for a youth participant.

FIGURE 7

Adult Life-Coaching Participants' Goals and Completion Rates, July 2022–June 2024



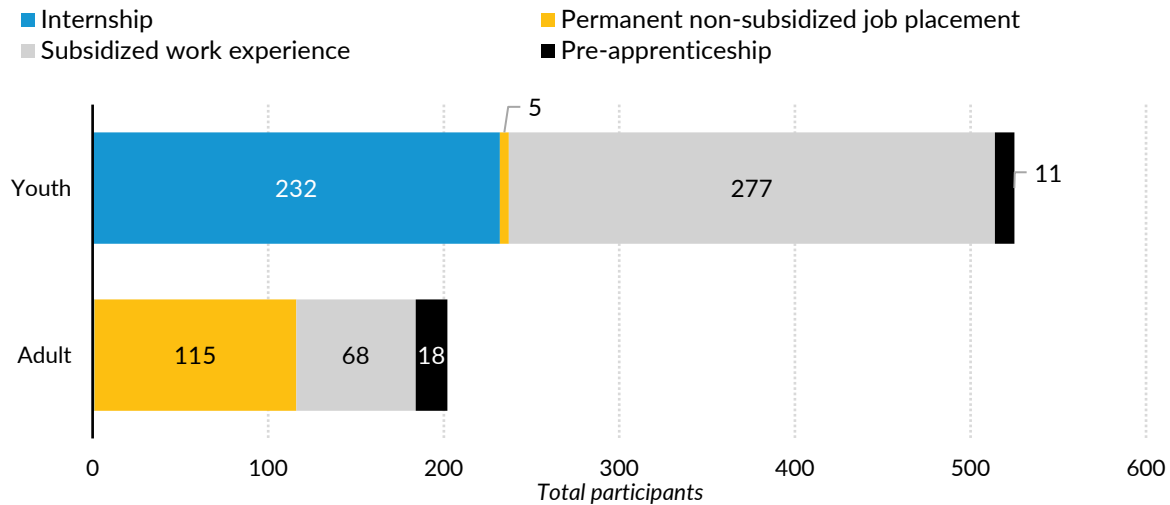
Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Youth life-coaching participants received a total of \$35,840 in incentives related to their life-coaching goals, an average of \$53 in incentives per completed goal. Adult life-coaching participants received a total of \$44,730 in incentives, an average of \$185 per completed goal.

Employment services were also part of the group violence service offerings. Employment was a primary concern for many group violence service participants, particularly adult participants, as suggested by the volume of employment referrals, the prominence of employment goals among life-coaching participants, and views expressed by interviewed providers. There were 279 young people receiving employment services who had at least one recorded work experience, with a total of 537 positions. These were mainly internships (43 percent) and subsidized work experiences (51 percent). In comparison, the 145 adult employment services participants who had at least one form of employment recorded (205 total positions) were more likely to have permanent nonsubsidized job placements (56 percent), followed by subsidized work experiences (33 percent) (figure 8). Average starting wages were \$19.28 for adult participants and \$15.83 for young participants. These adult wages were in line with living wages as defined by the City of Oakland as \$17.37 an hour with health

benefits, or \$19.95 an hour without health benefits (City of Oakland 2024). Unlike adult participants, who worked 32 hours a week on average, young people in employment services worked just 10, which likely owed to the prevalence of internships for young participants and the balancing of employment with school.

FIGURE 8
Employment Outcomes for Group Violence Employment Services Participants, July 2022–June 2024



Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes: Three adults and 13 young people receiving employment services were missing employment status. Five young people had a permanent nonsubsidized job and 1 adult had an internship.

Process Evaluation Findings

The section presents insights about implementation gained from semistructured interviews with providers engaged in violence interruption, hospital response, and emergency relocation, services whose implementation has been least evaluated to date. We spoke with seven staff members at organizations providing group violence services, who were about evenly split between frontline staff and supervisors/program directors, to better understand operations and policies related to Measure Z group violence services. We asked about the implementation of programs and services and successes, challenges, and lessons they had perceived regarding implementation and operations. Drawing on the results of our thematic analysis we summarize key findings pertaining to program structure and service history, conflict mediation, program and service partnerships, participants' needs and challenges, and implementation challenges.

The interrelated efforts in this service area involve responses to shooting scenes (violence interruption) and at the bedsides of shooting victims in hospitals (hospital response). Follow-up services and conflict mediation are intended to reduce the likelihood of further violence, with conflict-mediation activities addressing both acute risk of retaliation and emergent conflicts that might escalate to an inciting act of violence. In situations in which the risk of violence cannot be adequately mitigated, emergency relocation is available to remove at-risk individuals from Oakland for their protection.

Group Violence Response Program Structure

Interviewees said that when responding to shooting scenes the violence interrupters work to understand the situation, engage with families, and identify possible risks of further violence, including potential for retaliatory violence. They also gather information to determine who to follow up with and the high-priority needs of involved parties. This work can be sensitive. Respondents described community members' hesitancy to share information and concerns about whether it might be shared with police. As one interviewee put it, "We don't investigate, but it's difficult not to sound like investigators when we're trying to figure out what's going on."

The goal really is to connect to both victim and perpetrator so we can get to the root causes of why this violence occurred. –Oakland violence interrupter

An important role of violence interrupters involves mediating conflict between groups or individuals after an incident has occurred to prevent retaliation and strengthen positive social ties. One violence interrupter described the goals of conflict mediation as follows: “Ultimately, the goal is to prevent retaliatory violence....Really, it’s mostly about preventing those retaliatory shootings by developing ties with the community and linking folks with our organization and similar service providers.” Another violence interrupter described the strategy used to determine whether conflict mediation will be necessary upon arriving at a shooting scene:

We have a short window to capture the incident and connect with people who have some relation to what happened, either the victim or a witness. After that, we connect with the victim’s family members. Also, many times, we’re able to get information about the individual or group who perpetrated the violence. We want to immediately find out if there’s a high likelihood of retaliation so we can gauge if groups are going to continue with that violence. The goal really is to connect to both victim and perpetrator so we can get to the root causes of why this violence occurred.

In the immediate aftermath of the incident, violence interrupters follow up to connect people impacted by the incident with longer-term services. A violence interrupter described their organization’s strategy for this aspect of the work as one of “relentless outreach,” during which they repeatedly follow up with a victim or person impacted by violence, even if they do not respond. Outreach is important to offer support and resources that the person may need to feel safe, heal from trauma, or be in a more stable situation. This outreach is also offered to those perpetrating violence to prevent retaliatory violence and offer services. One violence interrupter detailed their organization’s response timeline: notifications of shootings are responded to within an hour, and follow-up regarding the potential for further violence stemming from the incident occurs at 12 hours and again at 72 hours after the incident. If that risk is present and cannot be effectively addressed quickly (defined by one respondent as within 72 hours), this is when emergency relocation services, for which resources are limited, might be deployed.

Those responding in hospitals primarily visit victims of violence at their hospital bedsides as soon as possible after they are admitted for violent trauma (almost always gunshot wounds) and make victims aware of the resources available to them. They assist with applications for victims-of-crime support and compensation and attempt to get them involved in case management. They also look to

prevent retaliation stemming from the shooting. Interviewees involved in hospital-based intervention said that victims of violence are often more receptive to the offer of help in the hospital setting than they would be in the community, although it can take several visits for them to open up.

Interviewees also shared that emergency relocation services are available when people involved in violent incidents are living in an unsafe situation and need resources to move quickly to another location. The goal is to prevent violence and provide a level of support so people can recover and heal. As indicated above, when the violence interrupters try to mediate to avert the possibility of imminent violence but are not able to, the partners may consider relocation.

As described in the interviews, relocation assistance involves helping a person strategize on what a move out of Oakland might look like and where they would be able to go, and then facilitating the plan. People relocating are provided some funds to support their move and the cost of the new living situation. A provider involved in relocation indicated that these funds are temporary and are rarely provided for more than two or three months. If a hotel is the only identifiable housing option, the budget does not allow for supporting that for more than a month. The DVP data indicate that 56 emergency relocations out of Oakland were provided, with \$131,052 disbursed. As people who are relocated are no longer in Oakland, they do not maintain any formal connection to the relocation provider after the move, although the relocated person sometimes initiates informal communication.

Relocation is a temporary fix, but it's designed to make a long-term fix.

—Oakland relocation staff member

Program and Service Partnerships

A core part of the work in this area is building relationships with community members who have been affected by violence and using the web of existing partnerships and relationships to connect people to services and supports to promote healing and prevent further violence. Interviewees described communicating to use the different knowledge and capacities of Oakland partners to do this complex and challenging work. Those providing family support services,⁵ emergency relocation, and hospital-based interventions are connected to community-based violence interrupters across the city, despite working for different organizations. Staff working on violence interruption and hospital response

described most frequently referring participants they engaged to life coaching (from DVP-funded providers) and mental health services. Many of the organizations providing violence interruption and hospital response are able to connect participants to other services and basic supports (transportation and food assistance) provided by their organizations, whether they receive Measure Z funding or not.

The DVP plays a central role in the coordination needed to make this work. That role includes managing relationships, delivering training, and sometimes mitigating tensions between OPD personnel and violence interrupters at shootings scenes. The DVP provides trainings, for example an initial three-day “violence interruption/gender-based violence interruption 101” training. As described in interviews, this training covers what violence interruption is and engages participants in exploring how they can deploy their credibility arising from lived experience in the work. Participants also role-play in real scenarios that arise in the work. The training also covers reporting requirements, which an interviewee said was critical “because data drives the work.” The DVP also brings in staff from system partners, including the OPD, hospitals, and funeral homes, to biannual meetings, which are important for maintaining a shared understanding of roles in the face of turnover.

A key mechanism for coordinating violence interruption activities is weekly shooting-review meetings, where attendees review incidents that occurred over the past week (with identifying information redacted) and delegate who will follow up to ensure people, families, and communities are getting offered the appropriate services. The OPD also conducts a weekly shooting review. The OPD meets with DVP staff first, and later DVP staff meet with violence interruption staff at community-based organizations separately. The OPD review feeds information to the DVP shooting review, but the information flow does not go in the opposite direction.

This understanding around the one-way flow of information, which protects the credibility of the professionals doing the group violence response work, is characteristic of the delicate calibration of how law enforcement relates to this work. As one respondent described this with respect to the purpose of the trainings that include law enforcement, they are seeking a professional understanding with law enforcement, not a professional relationship, as the latter is too intimate for building relationships where they are most needed in communities where violence interrupters operate. Interviewees shared that to set and maintain that professional understanding requires constantly ensuring key players in law enforcement and the violence prevention ecosystem have a common understanding and language around roles, particularly around the critical principle of the one-way flow of information. This is necessary because building and maintaining trusting relationships with community members closest to the problem of gun violence, which is essential to the success of the

group violence interventions, is not possible if community members believe information about them is being shared with the police.

Participants' Needs and Challenges

Violence interrupters shared that participants need support finding stable housing and employment opportunities and in some cases even emergency relocation to protect their safety. People who experience a violent injury may need employment assistance because they cannot return to their job because of physical limitations. The struggle to find affordable, stable housing is particularly challenging, and organizations feel there are not enough housing resources in Oakland and surrounding areas to meet the needs of participants. This is a source of frustration for violence interrupters because they believe many conflicts could be resolved if people were able to access additional resources and live in a stable environment.

Interviewees said participants commonly have challenges with basic needs, such as food, diapers for their children, and paying for funerals after losing a loved one. One violence interrupter stated that the resources provided to the community through partner programs are insufficient: "It's such a limited scope, so it feels like almost nothing is being done. They get \$5,000 for a funeral when it costs \$20,000." Further, violence interrupters reported that many participants misunderstand the victims-of-crime application process and eligibility criteria. They also shared that participants face long wait times to receive victims-of-crime funds, so they are unable to use the money to address their immediate needs.

Regarding relocation services, people needing to move for their safety face a daunting set of hurdles. They may need to move not just themselves but their entire families, unless they are willing and able to have their children placed with a relative. Respondents working on relocation described the fear people can feel at the idea of starting their lives over from scratch, from work to housing to school for their children, and not having the support they need. It can also be difficult to get people out of their current living situation, and interviewees said that providing relocation support can involve "battling" with the housing authority around allowing people to break a current lease. In the face of all these challenges, interviewees shared that the funding per person or family being relocated, roughly \$2,000, is insufficient.

Successes

First and foremost, interviewees consistently expressed confidence that their work was averting violence and saving lives. They knew this was hard to substantiate and felt it needed to be better communicated. “We need to do a better job speaking to the amount of lives we save and shootings we prevent,” as one respondent put it. They also felt that being in the position to show up with care and concern for the trauma people had experienced and the risk of further harm they might be facing was a success. Having the opportunity to meet people’s needs at a time when they badly needed help was very important to them. As one interviewee said in the context of family support services, “In this work, families don’t have time to be grateful or thankful. They’re dealing with their world crashing around them, just trying to get through the day. There aren’t a lot of families who have voiced how thankful they are, but the times they do, it makes all the difference. That’s why this work is worth it.” Another shared a similar sentiment around the hospital-based response: “I feel like our clients, people in our community, really appreciate after a traumatic experience we’re showing up at their bedside. I’m here if you need something. People feel like they’re not alone, and they open up to receiving support.”

Respondents also named the recognition of the value this work provides as an important success. This meant recognition from the community and the expectation that they would be responding to violence, but it also meant formal recognition from the government, whether in the form of funding or standing up the DVP to elevate the work in the city government. As one interviewee summarized this measure of success, “When we show up—this is the biggest compliment—we are accepted, expected, and respected...We’re in the community, people know us and the government has put us in our own department.”

Implementation Challenges

A challenge that all the professionals doing this work discussed is the vicarious trauma they experience as a result of their work. Because violence interrupters are often from or closely connected to the neighborhoods in which they work, they will sometimes respond to a scene and see that a friend or loved one has been the victim of violence. At other times an incident will deeply affect the wider community, which leads to the possibility of violence escalating among involved groups.

Several interviewees noted the challenge of preparing violence interrupters to succeed in a professional environment. They described the need to support them professionally so that they can complement their deep understanding of neighborhoods, insight, and ability to connect based on lived

experience with the different job skills required of violence interrupters. As one respondent said, “They’re beasts in the streets but babies in the workforce because they haven’t been involved in it.” Dealing with communications expectations (like responding to emails), professional boundaries, and stress and burnout were mentioned as specific areas in which violence interrupters needed training and support. Some interviewees also stressed the importance of establishing mutual understanding and empathy between violence prevention professionals who came to the work through lived experience and those who came to it through educational credentialing (recognizing that some people came through both). A throughline in interviewees’ discussions of professional development for violence interrupters was the need to meld two different professional cultures, which at least one person thought could be a strength if handled properly, in a way that allowed for mutual learning and support. If not handled properly, they described a dynamic in which people from an “academic” or government background did not listen to people with lived experience who were doing the frontline work. Differential pay between DVP staff and staff based in the funded community-based organizations could also lead to tension.

One interviewee also named the challenges of growth, noting it was a blessing and a curse. The expansion of the community-led violence prevention and intervention work and the establishment of the DVP meant more capacity and recognition supporting the work, but also more administrators and chiefs to answer to, some of whom were distanced from the communities where the work was happening (though this respondent expressed strong faith in the current leadership at the time of the interview). Perhaps relatedly, interviewees expressed some concerns about whether the quantity of activities was being emphasized to the detriment of the quality of the work.

During our interviews, violence interrupters stated that while they have considerable knowledge of the neighborhoods in which they work, it is still difficult at times to identify and track which groups may be involved in violence in those neighborhoods because the high cost of living and subsequent displacement leads people to move in and out of neighborhoods. In the words of one violence interrupter, “You can become gentrified out of your expertise just like that.” Violence interrupters can also be challenged to adapt to changing dynamics of violence. Several noted that the pandemic had affected violence, which they believed had become more random and less relational. Violence with these characteristics is less amenable to interruption, which requires a certain amount of predictability.

Lastly, multiple respondents noted that their work took place in a broader context in which the communities they worked in were underinvested in and the root causes of violence, such as persistent poverty, were not being addressed. A common theme in interviews was frustration that the longer-term work to create conditions for persistent peace was not being done or was only being done

intermittently. Interviewees wanted to see progress on changing those conditions so that their work responding to immediate crises and harm felt less like an unending struggle. More specifically, some named the challenge of avoiding retaliation when clearance rates for violent crime are low; as one put it, “The low clearance rate is part and parcel to the high retaliation rate: if I know who shot my son and nobody is doing nothing about it, then I’m gonna do something about it.”

Opportunities for Improvement

We asked interviewees how their programs could better position them for success. Their responses were as follows:

- People with lived experience are often brought in to execute interventions and program packages after the design team has designed them. More workers with lived experience should be part of the program design work.
- More bilingual staff are needed to support the many monolingual Spanish speakers in Oakland.
- Ensuring consistent funding would help make the work more proactive and strategic.
- Some services need more resources. There are too few staff members and financial resources to meet the needs. As an example of what providing more resources could look like, if two staff members were to work on each emergency relocation instead of one, one could focus on relationship building and the other on meeting participants’ immediate needs.
- For the hospital response, a better system for receiving referrals (ideally in real time) could help avoid missing people who need support but are discharged before responders become aware of them. Responders can miss people admitted late at night or on weekends when intervention specialists are not working.
- Provide more cross-training for staff at different organizations. Sometimes there is tension between organizations doing violence interruption, including questions about other’s qualifications to do the work. Cross training can be a platform to surface these perspectives, discuss different approaches to the work, and hash these differences out.

Outcome Analysis Findings

In this section, we describe how the level of engagement in Measure Z-funded group violence response activities relates to participants' outcomes. The ultimate goal of the group violence services is to prevent and reduce violence in Oakland, and intervening with individual participants to support them and reduce their risk of involvement in violence (whether as victims or perpetrators) is intended to contribute to communitywide violence reduction.

For this analysis, we examine the data for the subset of participants who consented to sharing their identifying information for evaluation purposes. This information is necessary to link across datasets and connect outcomes with participants. We use this information to follow their outcomes related to arrest and homicide victimization. We plan to examine shooting-victimization outcomes as well, but access to shooting-victimization data from the OPD with individual identifiers that would allow for linking with DVP service data is still pending.

Across all group violence services, 53 percent of participants consented to data sharing. Consent rates differed by activity, with life-coaching and employment and education support participants consenting at the highest rates.

We also excluded people for whom service or enrollment dates were not recorded, meaning we could not determine when they started in the programs. Lastly, we excluded people for whom name information was incomplete. As a result of these factors, the outcome analysis is limited to 50 percent of group violence service participants ($n=1,011$) from July 2022 to June 2024. Therefore, these findings may not be representative of all participants, but they do allow for an initial examination of how group violence services may be affecting participants' outcomes. Table A.2 in the appendix provides more information about the differences between all group violence service participants by whether they consented or not. We find that people who consented were less likely to be a student or employed and to identify as Latinx or a woman/girl. They were more likely to be on probation or parole; identify as Asian American, Pacific Islander, or Native Hawaiian; and receive more individual service sessions.

Table 6 shows the characteristics of the participants included in our outcome analysis. Eleven percent of group violence service participants were also participating in another strategy area and are included in this analysis. Over half of participants identified as Black or African American and 26 percent identified as Hispanic or Latinx. Most were younger than 24. The vast majority lived in

Oakland. Apricot indicated that 16 percent were currently on probation or parole and 12 percent had been arrested from January 2018 to June 2022.

TABLE 6
Characteristics of Participants in the Group Violence Response Strategy Included in Urban’s Outcome Analysis
Mean/share for each variable (n=1,011)

	Mean/share
Race/ethnicity	
Black	59%
Latinx	26%
All other races	13%
Age	
17 or younger	31%
18–24	32%
25–34	26%
35–44	9%
45+	2%
Sex	
Female	29%
Male	70%
Other characteristics	
Lives in Oakland	84%
Student or employed	43%
On probation/parole	16%
Prior arrest January 2018–June 2022	12%
Service engagement	
Total activities/programs assigned	1.4
Total service sessions	37

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes: Some characteristics are combined or not shown owing to small numbers to protect data privacy. Asian American, Pacific Islander, Native Hawaiian, White, and other races/ethnicities are combined into one “all other races” category. Percentages are calculated while including missing values in the denominator, meaning that percentages for any value could be higher if information on that characteristic were available.

In terms of engagement with services, the mean number of recorded individual service sessions per participant was 37, and 18 was the median. We tracked arrests for any offense type and homicide victimization for each participant after they started services or were enrolled in a program. Fifty-six people (5.5 percent) were arrested between starting services and June 2024. Tragically, during that same period, 6 people were victims of homicide. To estimate the association between service participation and arrest outcomes, we conducted a dose-response analysis. We are unable to conduct an analysis for homicide as a separate outcome because of the rarity of this outcome.

In a dose-response analysis, we measure the association between the level of engagement, defined as the number of individual service sessions, and the given outcome. Examining the

relationship between the “dosage” of services and outcome is important because increased engagement may lead to more time and activities to meet the needs of participants. Further, by looking at all the participants across all programs/activities within a strategy, we can more holistically assess the effect of the strategy overall. We also can capture the combined engagement created by participating in multiple programs, which wouldn't be possible when looking at each program separately. For example, if someone participated in both adult life coaching and employment services, we can examine the total individual services received across both programs.

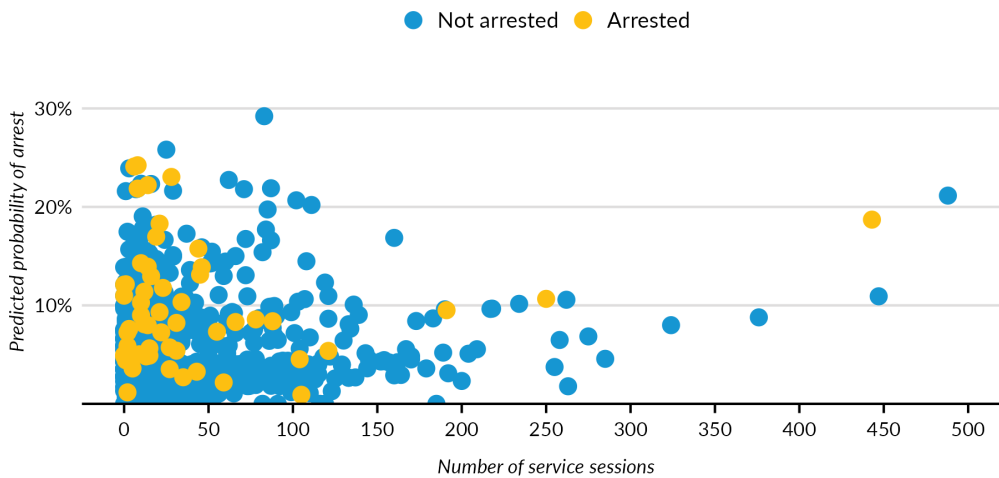
In the DVP's current approach there are more than 20 distinct activities and 29 unique providers across the four strategy areas. Most (97 percent) of the nearly 8,000 people served from 2022 to 2024 participated in activities in one strategy area. However, 235 people participated in activities in two strategy areas and 26 participated in three. In terms of unique activities assigned, most (88 percent) participated in one activity, while some participated in two activities (10 percent), and a few participated in three or more. Within each activity, people could receive individual instances of service provision or interactions, such as case management meetings, housing support provision, legal assistance meetings, and life-coaching sessions. For people with recorded services, the median number of service sessions was 5, with a range of 1 to 537. This demonstrates that participants have different levels of engagement, with some participants having very frequent interactions with the providers.

Using logistic regression, we control for many variables that could also relate to outcomes, including race, gender, age, residence in Oakland, student and employment status, probation/parole status, and prior arrests. We fit a logistic regression model to the participant data for each strategy, with total individual service sessions received as our explanatory variable of interest. For the arrest outcome, we only track arrests from the day each participant started services or was enrolled in a program through June 30, 2024. That is, we seek to understand whether there is an association between how many services participants received and whether they were arrested after beginning services.

For the group violence response strategy, we find that service participation did not have a detectable association with arrests (the only variable included in the model with a positive, statistically significant [$p < 0.01$] association with arrests was being 25 to 34 years old). Figure 9 shows a plot of how many services each group violence service participant received versus their predicted probability of arrest from the logistic regression model. A yellow dot indicates a participant who was arrested. From the graph, we see that there is not a clear association between the number of services received and arrest outcomes.

FIGURE 9

Relationship of Group Violence Service Dosage to Arrest Outcomes (n=1,011)



Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

To check whether including some participants who had only been in services for a short time was affecting our results, we also conducted the analysis only for people who had at least six months of follow-up time and found the same result.⁶ There are several limitations to this analysis. First, because of data availability, the outcome analysis is restricted to only 50 percent of group violence service participants, who are not representative of all group violence service participants. Second, people's names and dates of birth may have errors that prevent linking to the OPD outcome data because we cannot determine that they are for the same person. Additionally, participants may have received additional services that were not recorded.

Given these limitations, the dose-response results for arrests of group violence service participants should be interpreted with caution. While arrests, particularly for serious or violent charges, are a meaningful indicator for the group violence response strategy, few arrests were observed for the participants included in this analysis. For the final report in this evaluation period, the evaluation team will extend this analysis time frame by at least six months and employ additional linking techniques to address inconsistencies in participants' names and dates of birth. Further, the larger sample size with the additional quarters of services may strengthen the analysis. We also hope that data tracking will improve as providers become more familiar and comfortable with the Apricot data system.

Adult Life Coaching

Through life coaching, adults at risk of involvement in violence in Oakland identify and complete goals intended to reduce their risk of violence (e.g., obtaining employment or housing, accessing mental health services, avoiding negative peer influences). Life coaches have frequent contact with their clients and use financial incentives to encourage positive behavior change. Because participants have frequent engagement with their assigned life coaches, it is worthwhile to examine whether more engagement is associated with better outcomes. For this analysis, we focus on life coaching provided by local community-based organizations, not by the DVP. We find that more service engagement, as measured by recorded individual service sessions, was negatively associated with arrests, a result approaching statistical significance at the $p < 0.1$ level.

From July 2022 to June 2024, 397 people were assigned to adult life coaching or housing-focused adult life coaching, of whom 262 consented to data sharing. After limiting the participants to those whose names and service start dates or enrollment dates were available and who had at least six months of follow-up time, our sample consisted of 210 participants. Table 7 shows the characteristics of these participants. On average, they received 46 individual service sessions, of which 36 were life-coaching sessions. The other sessions involved case management, housing support, employment support, and other services. Life-coaching participants who consented differed from those who did not in some observable ways: they were more likely to have an assigned case manager, were getting more life-coaching services, and received more total services (see table A.3 in the appendix). There were more women and fewer men among consenters than nonconsenters in the adult life-coaching program.

TABLE 7

Characteristics of Adult Life-Coaching Participants (n=210)*Mean/share for each variable*

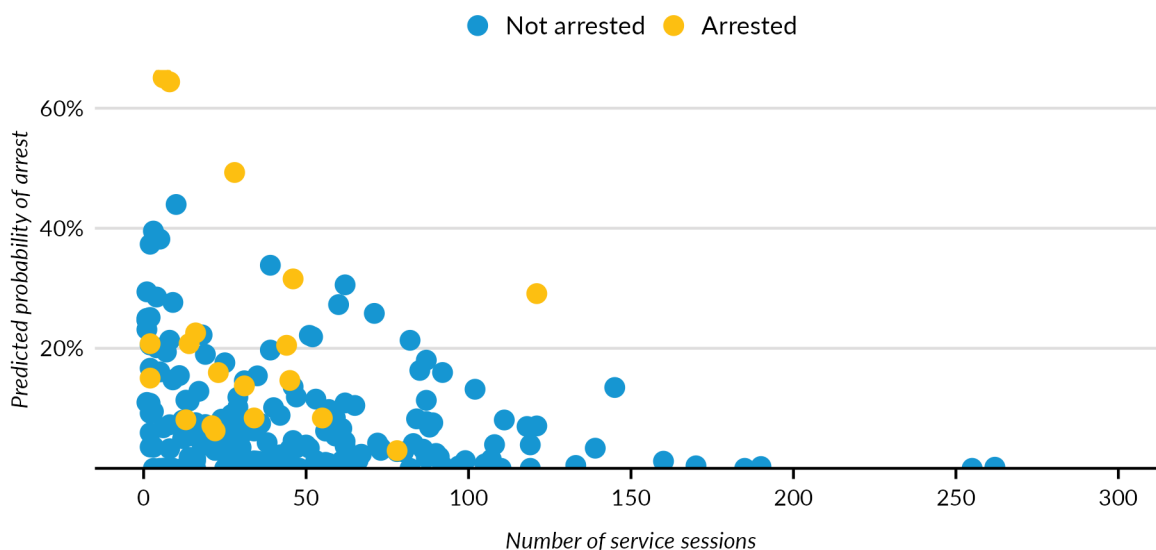
	Mean/share
Race/ethnicity	
Black	70%
Latinx	25%
All other races	5%
Sex	
Female	20%
Male	80%
Other characteristics	
Lives in Oakland	81%
Student or employed	34%
On probation/parole	21%
Prior arrest January 2018- June 2022	23%
Service engagement	
Total service sessions	46
Total life-coaching sessions	37

Note: Percentages are calculated while including missing values in the denominator, meaning that percentages for any value could be higher if information on that characteristic were available.

We find that more service engagement, as measured by recorded individual service sessions, was negatively associated with arrests (approaching statistical significance, $p < 0.1$). For example, if the average participant received 50 sessions rather than 40, their likelihood of rearrest decreased from 8 percent to 7 percent. The model also shows that not being on probation or parole was negatively associated with arrests ($p < 0.05$), while having a prior arrest before starting services was positively associated with arrests (approaching statistical significance, $p < 0.1$). Holding all else constant, being on probation or parole or having a prior arrest was associated with more than double the likelihood of arrest than not being on probation or parole and not having a prior arrest. Figure 10 shows a plot of how many services each adult life-coaching participant received versus their predicted probability of being arrested from the logistic regression model. A yellow dot indicates a participant who was arrested. The yellow dots are largely concentrated on the left side of the figure, among participants who received 50 or fewer services. This indicates a potential negative association, meaning that as a participant received more services, their probability of arrest decreased slightly.

FIGURE 10

Relationship of Adult Life-Coaching Service Dosage to Arrest Outcomes (n=210)



Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

The logistic regression model controls for many factors that could relate to arrest outcomes, including age, race/ethnicity, gender, residence in Oakland, being a student or employed, being on probation or parole, and having been arrested between January 2018 and June 2022. Similarly, we conducted the analysis for only adults who participated in regular life coaching and excluded those who participated in housing-focused life coaching and found the same effect. That is, adult life-coaching participants who engaged in the services more were less likely to experience an arrest.

We also used propensity-score matching to compare the arrest outcomes of adult life-coaching participants to a comparison group of similarly situated adult participants in the group violence response and community healing and restoration strategies who were not assigned to life coaching and did not receive any life-coaching service sessions. We balanced the groups by participants' race/ethnicity, their gender, whether they lived in Oakland, whether they were a student or employed, and whether they had been arrested from January 2018 to June 2022. We did not find any statistically significant differences in rates of arrest after beginning services. This analysis is limited by the short follow-up time for many participants and the smaller sample size after accounting for participant consent, data availability, and having at least six months of follow-up time. Importantly, the analysis of service engagement showed that higher levels of engagement were associated with a lower likelihood of arrest.

Recommendations and Next Steps

Measure Z funding supports an impressively large and varied array of activities intended to collectively reduce serious violence in Oakland and to help people and communities heal from the violence that does occur. This work is done by a network of community organizations and dozens of committed and skilled professionals. The work directly touched thousands of Oakland residents during the period covered in this report, providing them with critical support of all kinds to help them be safer and contribute to a safer Oakland. This governmental community-based network represents a violence prevention and response infrastructure rare in American cities.

In this section, we present recommendations for both practice and improving data collection and access to support evaluation work. These are synthesized from all the evaluation findings to date and focus on cross-cutting themes. We then summarize the next steps for this stage of the evaluation, which will be reflected in the final evaluation report delivered in mid-2025.

Recommendations

Practice Recommendations

Continue to increase investment and support for the violence prevention and intervention workforce with lived experience. The lived experience that many violence prevention and intervention professionals bring to their work allows them to be credible messengers to people at highest risk of involvement in violence. At the same time, they may be new to the workforce and professional settings and need to acquire new skills and experience to succeed in those settings. Interviewees who raised this point recognized and appreciated the trainings and other settings the DVP provided for this, but they felt that more time and attention to this issue was needed. Workers with lived experience could also be more involved in designing programs and interventions, not just implementing them.

The DVP can create forums for different service providers to coordinate and communicate. A notable strength of the DVP service continuum is the comprehensive network of referral relationships between service providers evident in the data and the level of partnership indicated by providers we interviewed. While service providers appreciate the coordination and communication where it is happening, the extent of this coordination differs by service and provider. Many interviewees reported spending substantial time establishing and maintaining relationships needed to meet service

participants' needs, and more formalized coordination might make this aspect of their work easier. Regular coordination can help providers address emerging trends in patterns of violence and participants' needs, and they can use information about the types of services people receive to better tailor community healing and restorative events and initiatives.

Recruit and retain multilingual staff. In a community as linguistically diverse as Oakland, multilingual staff are needed in all engagement roles, with a particular focus on meeting the high levels of monolingual Spanish speakers in Oakland.

Focus on enhancing housing and mental health service options. The gaps in options to meet service participants' needs related to housing and mental health services came up repeatedly in interviews with providers. While these are difficult and long-standing issues, they are important to raise here because they were consistently described as barriers to effective assistance for service participants.

Deliver more cross-training for staff at different organizations. Many providers appreciated the opportunities they had to attend trainings with peers from other organizations and in other specialties, and they felt the increased mutual understanding from those engagements improved operational collaboration in the field.

Assist providers with building their capacity. Community-based service providers who received DVP funding would like more assistance with building capacity from the DVP and from the City of Oakland generally. This could include finding ways to increase staffing and staff capacity to mitigate challenges resulting from staff turnover and vacancies; making the yearly grant process easier for grantees, who are often managing reporting requirements from multiple grants from multiple sources; and identifying additional funding sources for providers who are addressing complex needs and finding that available resources, though needed and appreciated, are insufficient for program participants' needs.

Data Recommendations

The City of Oakland and the DVP may want to revisit the process through which participants consent to their data being shared for evaluation purposes, to determine whether that process can continue to deliver necessary privacy protections while better supporting analysis of the outcomes of DVP-funded services. The current process and the resulting levels of consent (53 percent of participants in this interim evaluation of the group violence response) significantly limit analysis of service engagement

and outcomes beyond a small and potentially unrepresentative subset of participants. Findings on the effects of DVP-funded programs on this subset of participants who consented to data sharing are valuable, but estimating the effects of those programs on safety and violence in Oakland as a whole requires going beyond understanding what is happening with this subset. Of note, 19 percent of participant consent forms are marked as “not complete yet” or “never presented” in the Apricot data system. Although the DVP has revised the consent form, offered trainings, and provided guidance about the consent process, providers and participants may be wary about the implications of providing consent. The DVP should explore how providers can overcome barriers to gaining participants’ consent while maintaining that sharing data is voluntary.

Improve the integration of forms across the Apricot data system. Apricot is a comprehensive system with many different forms for different services funded by Measure Z. Some forms are based on incident responses or service provision but are not linkable back to participants, making analysis of service engagement more difficult.

Work to more consistently and accurately capture dates of birth and names in the Apricot database, and consider whether any additional identifiers might be added. For example, the school ID or probation ID numbers could be requested when applicable, Issues with this information made matching across data systems infeasible for many participants who had consented for evaluators to do so.

Encourage providers to complete and update the forms in the Apricot data system more regularly and comprehensively, which will allow for a better understanding of participants’ needs and levels of engagement with programming. For example, the participant and enrollment forms capture important information about participants’ education, housing, families, referral sources, and exposure to violence, but many fields are not completed. Related to updating the forms, exit dates and reasons for exiting programs are missing for many participants, making it difficult to measure completion rates or how long people participate in the programs.

Consider how Apricot could become a useful resource for providers. Many providers maintain their own separate databases and may not use Apricot for day-to-day case management or tracking participants over time. Considering the breadth of the DVP network and the level of referrals across organizations, Apricot could become a more useful resource for providers to improve their work as data tracking becomes more accurate and comprehensive over time.

Evaluation Next Steps

The final evaluation report will be released in mid-2025. For this report, we will engage group violence service participants through interviews and/or focus groups to better understand their experiences with services. We will also extend and expand the outcome analysis that measures the effects of service dosage on key individual outcomes. This will involve adding shooting victimization as an outcome, allowing a longer observation period for outcomes to manifest, and encouraging providers to present the consent form to participants whose consent status is “not complete yet.”

Appendix

Consent Rates

The rate at which participants consented to data sharing for the purposes of evaluation differed by strategy and activity. Table A.1 shows the consent rate for the group violence response strategy and activities from July 2022 to June 2024. Across the whole strategy, 53 percent of participants consented to data sharing.

TABLE A.1
Consent Status for Group Violence Response Service Recipients

	Yes	No	Not complete yet	Never presented	Missing	Total	Consent rate
Strategy							
Gun and group violence	1,071	406	361	12	156	2,006	53%
Group violence response activity							
Adult employment and education support	258	27	13	4	0	302	85%
Adult life coaching	231	39	81	5	1	357	65%
Adult life coaching (housing focused)	22	1	5	0	0	28	79%
Emergency temporary relocation	35	30	30	2	22	119	29%
Hospital-based intervention	124	173	99	2	99	497	25%
Violence interrupters	88	62	35	1	2	188	47%
Youth career exploration and education support	255	110	62	1	0	428	60%
Youth diversion	93	6	55	0	1	155	60%

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Differences by Consent Status

Given that a large share of participants did not consent to data sharing, it is important to examine whether there are substantial differences between participants who did and did not consent. We assessed whether the differences are meaningful by calculating the *p*-value using a *t*-test and the Cohen’s D effect size. Table A.2 shows the average characteristics of all group violence service participants by consent status. We see that people who consented were less likely to be a student or employed and to identify as Latinx or a woman/girl. They were more likely to be on probation or

parole; to identify as Asian American, Pacific Islander, or Native Hawaiian; and to receive more individual service sessions.

TABLE A.2
Characteristics of Group Violence Response Participants by Consent Status

	Did not consent (n=935)	Consented (n=1,071)	p-value	Effect size
Has children	32%	28%	0.382	0.078
Student*	57%	48%	0.009	0.179
Employed*	38%	25%	0.002	0.296
On probation or parole*	24%	35%	0.003	-0.245
Primary language English	84%	81%	0.237	0.065
Assigned a case manager	86%	89%	0.067	-0.086
Lives in Oakland	65%	66%	0.671	-0.019
Race				
Black	59%	59%	0.913	-0.005
Asian American, Pacific Islander, or Native Hawaiian*	3%	6%	0.000	-0.176
Latinx*	32%	26%	0.010	0.129
White	2%	2%	0.693	-0.019
Other	4%	5%	0.117	-0.074
Gender				
Woman/girl*	38%	30%	0.000	0.159
Man/boy*	57%	70%	0.000	-0.271
Services				
Total services*	13.0	35.2	0.000	-0.539
Life-coaching services*	5.0	21.5	0.000	-0.422
Case management services*	5.9	11.1	0.000	-0.335

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes: * indicates that there is a statistically significant difference between the groups as measured by a t-test p-value less than 0.05 or a Cohen's D effect size greater than the absolute value 0.2.

For adult life coaching, the participants who consented were more likely to be employed, assigned a case manager, identify as a woman, and receive more individual service sessions (table A.3). Including participants who did not consent to data sharing could change the findings of the impact analysis. For example, differences in employment or being on probation or parole could affect the likelihood of arrest. Additionally, people who consented went on to receive many more individual service sessions, indicating that they may have been more engaged with the programs. Including participants who received fewer sessions would be helpful for the dose-response outcome analysis, as they may have different outcomes than people who received more services.

TABLE A.3

Characteristics of Adult Life-Coaching Participants by Consent Status

	Did not consent (n=129)	Consented (n=248)	p-value	Effect size
Has children	44%	41%	0.568	0.080
Student	19%	13%	0.235	0.164
Employed*	26%	36%	0.137	-0.202
On probation or parole	40%	36%	0.578	0.081
Primary language English	89%	88%	0.947	0.008
Assigned a case manager*	67%	84%	0.001	-0.392
Lives in Oakland	83%	83%	0.975	0.004
Race				
Black	73%	72%	0.708	0.041
Asian American, Pacific Islander, or Native Hawaiian	2%	1%	0.530	0.077
Latinx	22%	23%	0.829	-0.024
White	0%	1%	0.158	-0.111
Other	2%	3%	0.642	-0.049
Gender				
Woman*	14%	22%	0.035	-0.218
Man*	86%	78%	0.035	0.218
Services				
Total services*	30.3	40.6	0.009	-0.263
Life-coaching services*	22.7	32.1	0.011	-0.250

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Note: * indicates that there is a statistically significant difference between the groups as measured by a *t*-test *p*-value less than 0.05 or a Cohen's *D* effect size greater than the absolute value 0.2.

Notes

- ¹ For a fuller description of the violence-reduction ecosystem in Oakland, see National Institute of Criminal Justice Reform (2024).
- ² The evaluation team also interviewed staff who had worked on the gender-based-violence strategy ($n=10$), the Town Nights component of the community healing and restoration strategy ($n=5$), and the school violence intervention and prevention teams ($n=7$). While the group violence response strategy was not the focus of those interviews, intersections between the different strategy areas were mentioned and are included in the qualitative results presented here where relevant.
- ³ Hospital-based intervention services reflected in Apricot included those not supported specifically by Measure Z. Two hundred and forty participants were served by staffing funded through Measure Z.
- ⁴ Further details about services are accessible via the DVP's Grantee Network Dashboard at <https://www.oaklandca.gov/topics/dvp-measure-z-funded-grantee-network-data-dashboard>.
- ⁵ Family support services, which support family members of homicide victims, are discussed in our report on Oakland's community healing and restoration strategy.
- ⁶ To further test that our results were not due to how we designed the analysis model, we replicated the model for group violence service participants and life-coaching participants with different transformations and specifications of the total services variable (e.g., centering and scaling, limiting the maximum to two or three standard deviations above the mean), and reached the same finding that the number of services participated in did not have a detectable effect across all models.

References

- Braga, Anthony A., Lisa M. Barao, Gregory Zimmerman, Rod K. Brunson, Andrew V. Papachristos, George Wood, and Chelsea Farrell. 2019. *Oakland Ceasefire Evaluation: Final Report to the City of Oakland*.
- California Partnership for Safe Communities. 2023. *Oakland Ceasefire Audit Report & Findings: A Report on Gun Violence Reduction Efforts*. Oakland, CA: California Partnership for Safe Communities.
- City of Oakland. 2024. *Living Wage Bulletin, 2024*. Oakland, CA: City of Oakland Department of Workplace and Employment Standards.
- D'Agostino, Anthony Louis, Mindy Hu, Naihobe Gonzalez, Natalie Larkin and Michela Garber. 2020. *Oakland Unite 2019-2020 Strategy Evaluation: Shooting and Homicide Response*. Oakland, CA: Mathematica.
- Gonzalez, Naihobe, Natalie Larkin, Alicia Demers, and Anthony Louis D'Agostino. 2021. *Oakland Unite 2016-2020 Comprehensive Evaluation: Implementation and Impacts of Youth and Adult Coaching*. Oakland, CA: Mathematica.
- Gonzalez, Naihobe, Johanna Lacoé, Armando Yañez, Alicia Demers, Sarah Crissey, and Natalie Larkin. 2019. *Oakland United 2017-2018 Strategy Evaluation: Life Coaching and Employment and Education Support for Youth and Risk of Violence*. Oakland, CA: Mathematica.
- Gonzalez, Naihobe, Johanna Lacoé, Edo Dawson-Andoh, Armando Yanez, Natasha Nicolai, and Sarah Crissey. 2017. *Evaluation of Oakland Unite: Year 1 Strategy Report*. Oakland, CA: Mathematica.
- National Institute for Criminal Justice Reform. 2024. *Oakland Landscape Analysis: Gun Violence Reduction Programs & Initiatives*. Oakland, CA: National Institute for Criminal Justice Reform.

About the Authors

Jesse Jannetta is a senior policy fellow in the Justice Policy Center at the Urban Institute, where he leads projects on community violence interventions, local justice reform and decarceration, prison and jail reentry, and parole and probation supervision.

Ashlin Oglesby-Neal is a senior research associate at the Urban Institute, where she leads mixed-methods process and outcome evaluations of justice programs and policies. Oglesby-Neal is skilled in large-scale data collection, causal analyses, and partnerships with local government, service providers, and law enforcement. Her research includes developing and validating assessment tools as well as evaluating the impact of treatment programs.

KiDeuk Kim is a senior fellow at the Urban Institute. With broad research expertise, he has been a prominent leader in applying data-driven innovations to the field of criminal justice. His research has been sponsored by various branches of the US Department of Justice, state governments, and private entities, and has been published in leading academic journals and cited by major media outlets. His current research focuses on developing national statistics on court activities and evaluating strategies for managing contraband in correctional facilities.

Lyndsey DeLouya is a research assistant in the Justice Policy Center, where she contributes to various research and technical assistance projects focused on promoting community safety and developing evidence-based strategies to prevent violence and reduce harm.

Paige S. Thompson is a senior research associate in the Justice Policy Center, where her research focuses on children and families impacted by the criminal legal and child welfare systems, responsible fatherhood programming, and community violence interventions.

Rania Ahmed is director of research and evaluation at Urban Strategies Council. She is an urban thinker who values utilizing data-driven research to deliver initiatives that ensure the socioeconomic well-being of communities. Ahmed brings compassion into utilizing the power of data analysis to develop policy recommendations for the public good in the San Francisco Bay Area.

Maya Salcido White is a research associate for Urban Strategies Council, contributing to research and evaluation projects primarily focused on violence prevention in Oakland. White has over five years of experience conducting research and evaluation for nonprofit organizations, specifically in public education. White values community-based participatory research, the creation of accessible data sources for community members, and the inclusion of youth and elders in creating data-driven solutions.

Ashley Cajina is a research and program assistant with expertise in qualitative and quantitative data analysis. Her career in research and community advocacy began as a youth fellow, where she focused on youth mental health advocacy and community organizing. She is committed to using her skills to drive meaningful change through research and advocacy.

STATEMENT OF INDEPENDENCE

The Urban Institute strives to meet the highest standards of integrity and quality in its research and analyses and in the evidence-based policy recommendations offered by its researchers and experts. We believe that operating consistent with the values of independence, rigor, and transparency is essential to maintaining those standards. As an organization, the Urban Institute does not take positions on issues, but it does empower and support its experts in sharing their own evidence-based views and policy recommendations that have been shaped by scholarship. Funders do not determine our research findings or the insights and recommendations of our experts. Urban scholars and experts are expected to be objective and follow the evidence wherever it may lead.



500 L'Enfant Plaza SW
Washington, DC 20024

www.urban.org



An Interim Evaluation of Oakland's Measure Z–Funded Services

Community Members' Perceptions of Crime, Safety, and Services

Ashlin Oglesby-Neal, Sam Tecotzky, KiDeuk Kim, and Jesse Jannetta
URBAN INSTITUTE

Rania Ahmed, Maya Salcido White, and Ashley Cajina
URBAN STRATEGIES COUNCIL

December 2024

Understanding community members' perspectives of and experiences with violence is important to identifying safety concerns and designing effective interventions.

Residents can offer information about their neighborhood conditions, familiarity with local services, and experiences with those services, all of which are relevant to violence prevention strategies. Surveying community members is also another way to measure levels of victimization, as many crimes are never reported and therefore not included in official crime statistics. To that end, hearing from residents of Oakland, California, about their experiences with crime and services is valuable for assessing how strategies funded by Measure Z have been implemented.

This brief presents interim findings on Oakland residents' views on safety and violence from data collected by the Urban Institute, in partnership with Urban Strategies Council, through process and impact evaluations of Measure Z–funded initiatives over a three-year period from July 2022 to June 2025 (box 1). Engaging with affected communities through formal surveys, interviews, and incidental interactions allows researchers to glean the root causes of trends observed through other data sources (Walby et al. 2017). This is particularly important for issues like crime and its causes, which are topics of ongoing debate, as explanations can be unique to particular cities, neighborhoods, and even city blocks. Individuals' perceptions of violent crime are often out of step with official crime statistics (Duffy et al. 2008). One possible explanation is that traditional statistics abstract away from the local drivers of crime and generally offer information about *what* crimes are happening rather than *why* they

are happening. Creating opportunities for community members to directly express their attitudes about crime and safety provides critical insight to those determined to stem violence and address its root causes.

BOX 1

Measure Z and the Department of Violence Prevention

In 2014, Oakland voters passed Measure Z, the Public Safety and Services Violence Prevention Act. Measure Z built on lessons from the earlier Measure Y, the Violence Prevention and Public Safety Act of 2004. Measure Z provides approximately \$27 million in funding annually, with \$2 million designated for improving fire-response services, about \$15 million for violence-reduction efforts within the Oakland Police Department, and roughly \$10 million for violence prevention and intervention programs overseen, and in some cases directly provided, by the Department of Violence Prevention (DVP). Measure Z-funded DVP activities are grouped into four strategy areas: group violence response, gender-based violence response, community healing and restoration, and school VIP (violence intervention and prevention) teams that embed the other three strategy areas in select Oakland schools.

Established in 2017, the DVP has a mandate to reduce gun violence, intimate partner violence, and commercial sexual exploitation. Before the DVP was established, the community-led components of the City of Oakland's violence-reduction work were housed in Oakland Unite. Oakland Unite was a division of the City's human services department, and the DVP absorbed its functions and staff were automatically transferred from Oakland Unite to the DVP. The roles and responsibilities of Oakland Unite were fully assumed by the DVP in 2020, and the DVP also took on new functions.

Source: *Department of Violence Prevention Strategic Spending Plan, 22-24* (City of Oakland, Department of Violence Prevention, 2021).

The DVP is committed to applying “a public health approach to violence prevention focused on community-led intervention.”¹ The DVP can improve not only the services it provides to address these issues through community-led interventions, but how services are delivered, by hearing from Oakland residents. To help the DVP achieve this, the evaluation team carried out two efforts to collect data on Oakland residents' perceptions of safety: a community survey administered to hundreds of Oakland residents at DVP-sponsored events and observations collected and aggregated from local community meetings attended by city officials and motivated residents. Though these survey results and council-meeting observations offer only a snapshot of Oakland residents' familiarity and experience with DVP services, they provide an early sign of how and where the department is making its presence felt, which populations it is serving, and where there is room for growth.

Community Survey

The evaluation team conducted the first community survey wave in 2023 at Town Nights events. Town Nights are large community gatherings organized by Oakland community-based organizations

with Measure Z funding from the DVP in local parks and community centers on summer Friday nights. These events provide safe, positive spaces for community members to come together, build relationships, and promote peace and stability while learning about and accessing resources made available by city agencies, including DVP-funded services. As Town Nights are purposely located in areas where issues with crime and violence are most prevalent, surveying Oakland residents attending them likewise engages Oaklanders most affected by violence at the community level, if not directly (the people who Measure Z–supported activities are primarily intended to benefit).

The first survey wave was administered by researchers and community fellows from Urban Strategies Council at Town Nights events over four consecutive weeks in June and July 2023. To ensure the survey reached a broad cross-section of Oakland residents, it was administered in eight parks across the city and was offered in English, Spanish, Mandarin, and Arabic to Town Nights attendees 18 or older. Participants who completed the survey were offered \$50 Visa gift cards.

The survey was completed by 400 adult Oakland residents. Table 1 shows demographic information as reported by respondents. Thirty-three percent of participants identified as Asian or Pacific Islander, 32 percent as Black, and 21 percent as Hispanic or Latinx. Almost half identified as female and just over one-third as male, and 3 percent identified as nonbinary/nonconforming. Respondents’ ages ranged from 18 to 87; one-third of respondents were 18 to 34 and one-quarter were 25 to 54. It should be noted that the survey participants are not representative of Oakland’s general population across all demographic and geographic measures, largely because we intentionally recruited in areas most affected by serious violence. Some racial/ethnic groups, such as Asian and Black people, are overrepresented in our survey data.

TABLE 1
Survey Participant Demographics
N=400

	% of respondents	% of Oakland population
Race/ ethnicity		
Asian / Pacific Islander	33	16
Black	32	22
Hispanic/Latinx	21	27
Native American / Indigenous	6	<1
White	5	29
Other	9	NA
Not reported	14	NA
Zip code of residence		
94607	19	6
94603	11	8
94608	10	NA
94601	8	12
94606	8	9
94621	8	8
94612	5	4
Other	13	49
Not reported	20	NA

	% of respondents	% of Oakland population
Age		
18-24	16	7
25-34	17	20
35-44	12	16
45-54	13	12
55-64	10	11
64+	10	14
Not reported	21	NA
Gender/sex		
Male	36	49
Female	48	51
Nonbinary/Nonconforming	3	NA
Not reported	14	NA

Sources: Urban Institute analysis of survey data collected by Urban Strategies Council in June and July 2023; US Census Bureau American Community Survey 5-year 2017-2021 estimates for Oakland, California.

Notes: NA = not applicable. Participants could indicate more than one race or ethnicity. The 94608 zip code contains parts of Oakland and Emeryville.

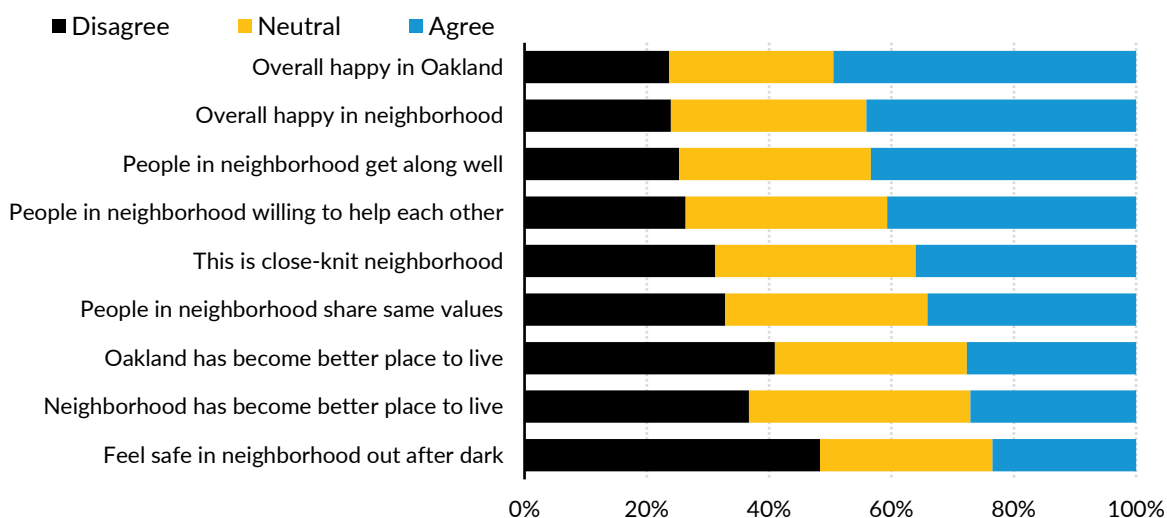
Community Survey Findings

Respondents' perceptions of crime, safety, and well-being in their neighborhoods were mixed. Half reported that they were happy in Oakland, but only a quarter reported that they felt safe in their neighborhoods after dark (figure 1). Respondents' views of relationships and togetherness in their neighborhoods were also mixed. More respondents agreed than disagreed that people in their neighborhoods got along well and were willing to help each other. However, more people disagreed than agreed that Oakland and their neighborhoods have become better places to live.

FIGURE 1

Oakland Residents' Views of Their Neighborhoods

How do you view your neighborhood?



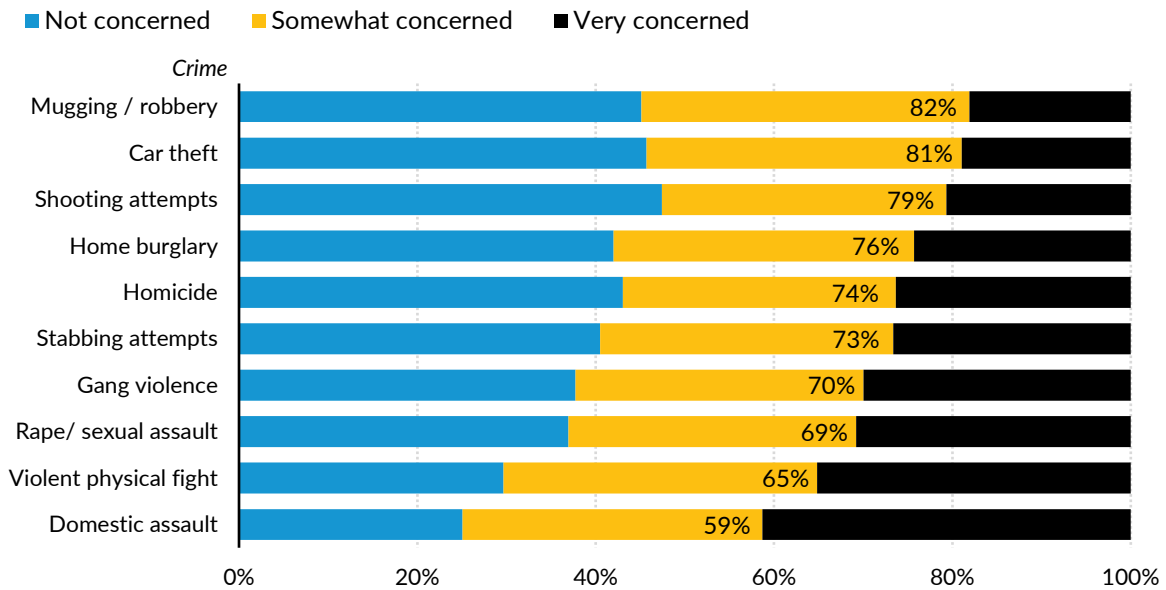
Source: Urban Institute analysis of survey data collected by Urban Strategies Council in June and July 2023.

Survey responses show that Oakland residents have a high degree of concern about their personal safety. Consistent with the earlier observation on fear of crime after dark, the vast majority of participants were somewhat or very concerned about becoming a victim of many types of crimes. They were most concerned about becoming a victim of a mugging or robbery (82 percent), car theft (81 percent), or a shooting (79 percent; figure 2).

FIGURE 2

Oakland Residents’ Concerns About Victimization

In your daily routine, how concerned are you about becoming a victim of any of the following crimes?

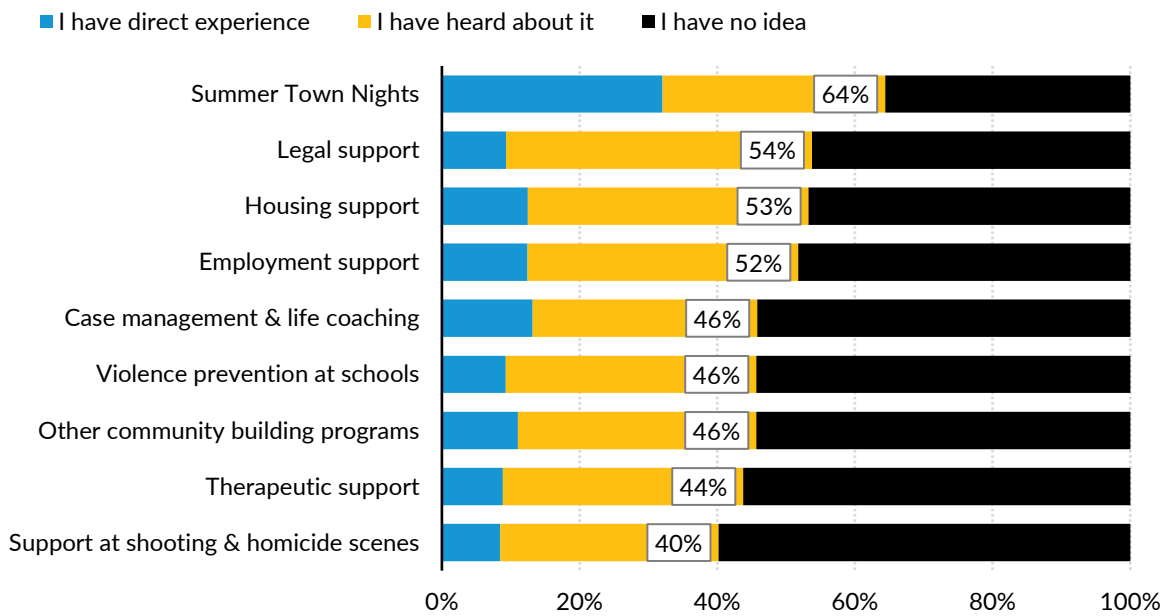


Source: Urban Institute analysis of survey data collected by Urban Strategies Council in June and July 2023.

The survey included items designed to capture respondents’ knowledge of and exposure to public services targeted at violence intervention and prevention. Respondents were asked about their direct interactions with DVP-funded services and their overall perceptions of the accessibility of DVP services in their community. Respondents had a high-level awareness of many DVP-funded services. Given that these surveys were conducted at DVP-sponsored events, respondents’ awareness of services was almost certainly higher than among Oakland residents generally. Still, these results offer instructive insight into how the DVP and its community partners are making their violence prevention and intervention work a visible presence for Oakland residents. The DVP appears to be reaching a majority of respondents either by providing direct support or through word of mouth (figure 3). Further, most residents were at least familiar with legal (54 percent), housing (53 percent), and employment-support (52 percent) services.

FIGURE 3

Oakland Residents' Experience with and Knowledge of DVP-Funded Services



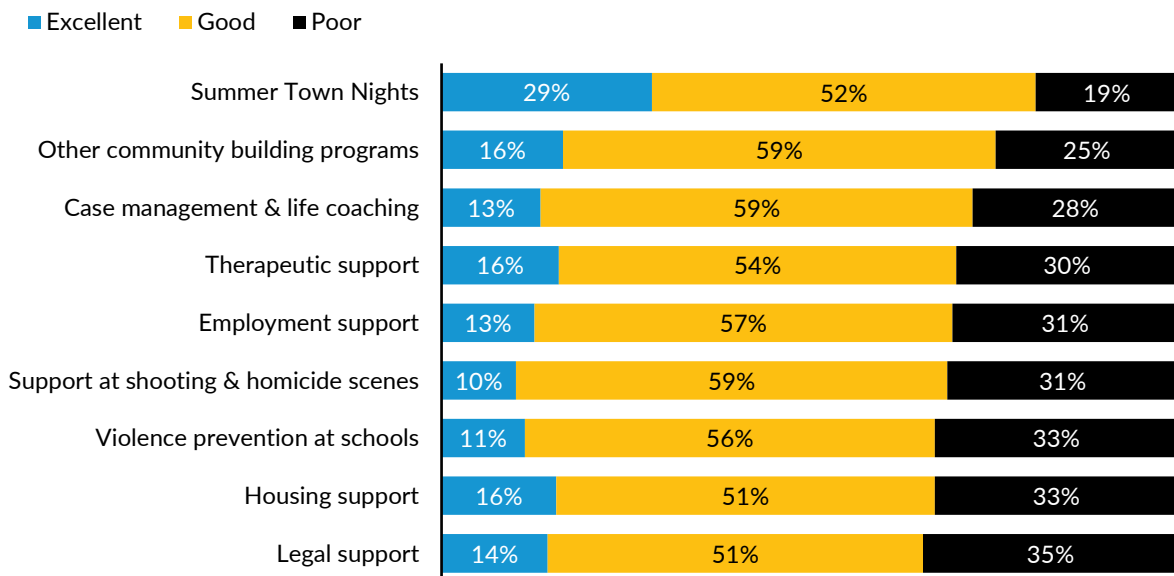
Source: Urban Institute analysis of survey data collected by Urban Strategies Council in June and July 2023.

Notes: DVP = Department of Violence Prevention. Percentages in boxes are the percentages of residents who had experience with or had heard about the events.

Perhaps more importantly, respondents had a generally positive view of the DVP's services. Among residents who had direct experience with or some general awareness of DVP services, perceptions were generally positive. Larger shares of respondents rated DVP-sponsored events positively (such as Town Nights and other community-building programs) compared with DVP-funded services (such as legal, housing, and employment-support services). This is also notable in that, with the exception of Town Nights, residents tended to be more familiar or had more direct experience with DVP-funded support services than DVP-sponsored programming and activities, though the overall approval numbers for each service are within a 16-percentage-point band (figure 4).

FIGURE 4

Oakland Residents' Perceptions of DVP-Funded Services



Source: Urban Institute analysis of survey data collected by Urban Strategies Council in June and July 2023.

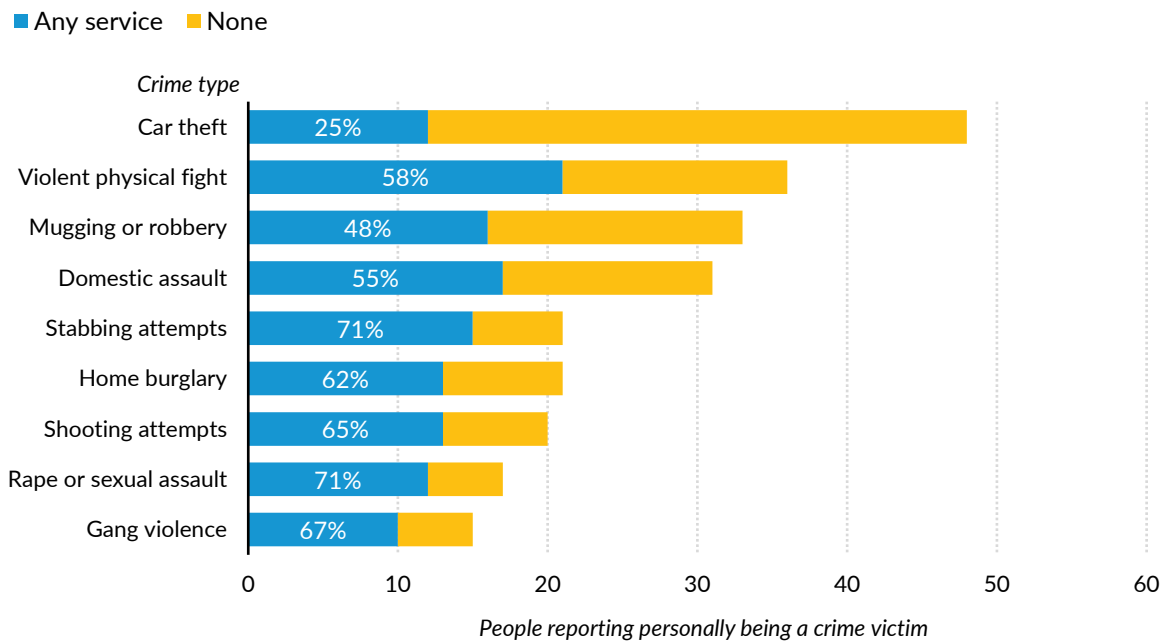
Note: DVP = Department of Violence Prevention.

We also asked residents to reflect on their own experiences with crime and violence and the extent of public services they received in response to crime. Many had been personally affected by violence. Over a quarter of respondents (26 percent) reported experiencing a violent crime in the past year, or a rate of 26,000 per 100,000. We can compare overall victimization numbers in Oakland with similarly sized western cities. According to the 2022 National Crime Victimization Survey, residents in midsized western cities (i.e., those with populations of 250,000 to 499,999) reported a violent victimization rate of 26.7 per 100,000 (Bureau of Justice Statistics n.d.). Though this evaluation used a different survey methodology and the community survey respondents are not representative of Oakland residents generally, these responses suggest that the Town Nights events (where residents were surveyed) are connecting with people who are being directly affected by violence, as intended.

Provision of victim services in response to violent incidents goes a long way in helping people feel safe in their communities. For most of crime types addressed by the survey, the majority of survey respondents who had been victimized had received services in response to that victimization. Rates of victim service receipt ranged from 48 percent of muggings/robberies to 71 percent of the time if victimized for rape or sexual assault or a stabbing attempt (figure 5). In comparison, under 10 percent of respondents to the National Crime Victimization Survey reported having receiving assistance from a victim services provider in response to a violent victimization (Thompson and Tapp 2023). Although the survey data we collected in Oakland and the Bureau of Justice Statistics' survey data are not entirely comparable because of the surveys' different methodologies, the findings do suggest that Oakland residents access victim services at a rate substantially higher than the national average.

Regarding the types of services received, for people who reported being victims of violent crimes, medical treatment for bodily injuries was the service they most commonly reported receiving, followed by housing support and therapeutic support. Victims of property crimes, such as car theft and home burglary, reported receiving therapeutic and legal support.

FIGURE 5
Oakland Residents' Reported Receipt of Victim Services by Crime Type



Source: Urban Institute analysis of survey data collected by Urban Strategies Council in June and July 2023.

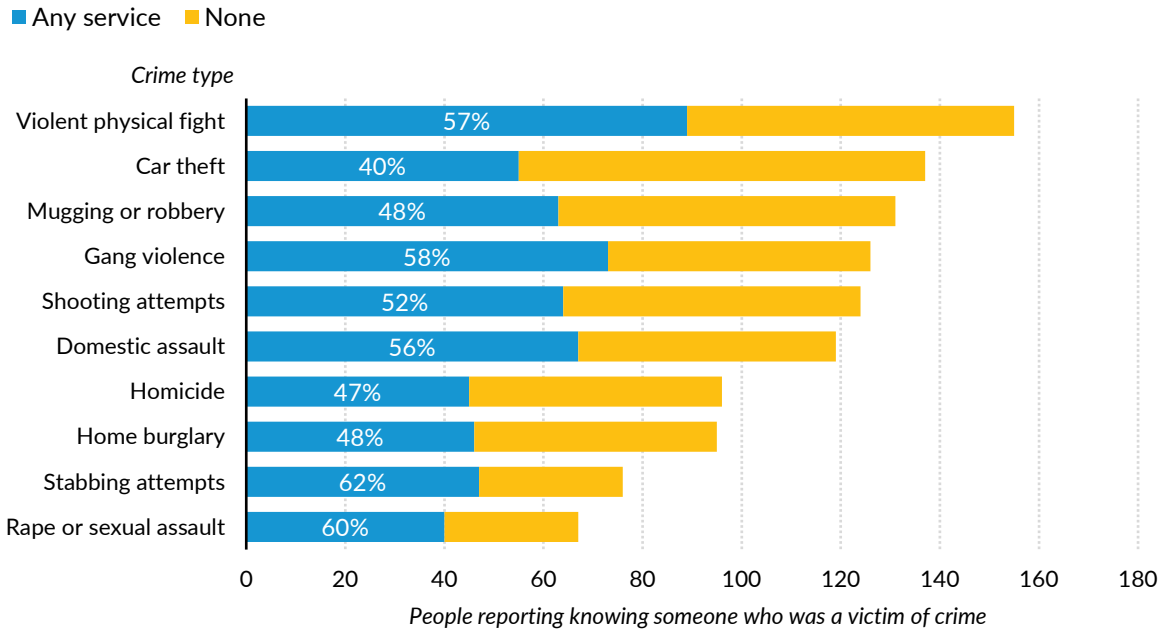
Note: People could report being victims of multiple crime types.

The survey also asked respondents about their perceptions of the experiences of people they know, as vicarious victimization (trauma a person experiences from knowledge of victimization experienced by others) has a large impact on people's sense of safety. Supporting victims of crime ties into the DVP's goal of instilling in people the confidence that they can live without fear of violence or crime. Respondents who reported knowing people who had been victims of crime said those victims received services about half the time. For all crime types observed, between 40 percent and 62 percent of respondents reported that those who had been victimized received some form of service (figure 6). Observed intervention rates were highest for interpersonal violent crimes, such as stabbing attempts (62 percent) and physical fights (57 percent), and for rape or sexual assault (60 percent), while intervention rates were lower for theft and burglary. We also observed that residents were more likely to know someone who had experienced car theft, physical violence, or gang violence than rape or sexual assault, though this may owe in part to stigma and other barriers to reporting gender-based violence (Wieberneit et al. 2024).

FIGURE 6

Receipt of Victim Services among Victims Known to Oakland Residents

Number of participants who knew someone who was a crime victim and whether they received services by crime type



Source: Urban Institute analysis of survey data collected by Urban Strategies Council in June and July 2023.

Observations of Neighborhood Council Meetings

For a more holistic understanding of what is driving these responses and to learn about what motivates Oakland residents to attend community events, researchers and community fellows from Urban Strategies Council attended neighborhood council meetings in eight Oakland neighborhoods where Town Nights were held. These meetings provide open-ended forums where concerned citizens can raise concerns, speak with city officials, and provide feedback for ongoing city initiatives.

At these meetings, Urban Strategies Council staff took notes on common themes, general topics discussed, and local priorities as articulated by attendees. These meetings were open to the public, and officials from the Oakland Police Department, neighborhood council staff, and other officials were encouraged to attend to both pose and respond to questions and concerns. These meetings were held either on Zoom, in person, or in a hybrid format and lasted up to 90 minutes. Agendas were determined ahead of time, but residents and other community stakeholders were encouraged to ask questions and suggest topics for future meetings. Though not focused on DVP-funded activities, the discussions in these meetings provide a useful complement to the survey findings in understanding Oakland residents' views of safety issues.

Among the most salient issues for meeting attendees were homelessness, car theft and carjackings, and trash pickup. As residents identified issues to discuss, meeting organizers led constructive conversations about how to address those issues, who the responsible parties were, and what direct action neighborhood council staff and other city officials could take to ameliorate the issues. Meetings concluded with announcements from organizers and residents about upcoming events, future council initiatives, and goals and agenda items for future meetings.

Though observers did not note any explicit mentions of the DVP, several DVP-related services and initiatives were discussed at the meetings. DVP-sponsored events, such as Town Nights, were promoted, including details on how to attend and what purpose they served. Issues of housing and employment support were also common topics, indicating that the concerns prioritized by DVP projects are being allocated toward issues of concern for Oakland residents. At nearly every meeting, attendees brought up issues of community violence and ongoing efforts to combat violence. City employees, including members of the OPD, described ongoing interagency efforts to stem violence at its root while promoting general community health and well-being. Overall, these meetings reflected the diverse priorities of different neighborhoods but also suggest that residents are not drawing a direct line between the issues they identify and the DVP services available to address those issues.

There are some limitations to the representativeness of the topics covered at the neighborhood council meetings. As with our survey respondents, attendees were not representative of the broader Oakland population or the populations of specific neighborhoods. Observations should be taken as representative only of those engaged community members who attended meetings to express concerns about issues affecting their lives and livelihoods and may not represent those who are less reliant on or involved with Oakland services, including those provided by the DVP. These meetings may also have been less accessible to residents with work or family-care obligations that make attendance difficult, a barrier to community engagement faced by local governments across the country (Farkas 2023).

Next Steps

A final evaluation report will complement the findings on community perceptions in this brief with results of the second community survey wave conducted in summer 2024. The evaluation team will compare the results across the two survey waves to capture changes in residents' perceptions of neighborhood conditions, safety, and services available in Oakland. That report will be completed and publicly released in the summer of 2025.

Note

¹ "Department of Violence Prevention," City of Oakland, accessed September 13, 2024, <https://www.oaklandca.gov/departments/violence-prevention>.

References

- Bureau of Justice Statistics. 2022 Violent Victimitizations by Region, Generated using the NCVS Dashboard (N-DASH) at www.bjs.ojp.gov, accessed August 9, 2024.
- Duffy, Bobby, Rhonda Wake, Tamara Burrows, and Pamela Bremner. 2008. "Closing the Gaps – Crime and Public Perceptions." *International Review of Law, Computers & Technology* 22 (1-2): 17–44. doi:10.1080/13600860801924899.
- Farkas, Kerrie RH. 2013. "Power and Access in the Public Hearings of City Council Meetings," *Discourse & Society* 24, no. 4: 399–420, <https://doi.org/10.1177/0957926513485750>.
- Thompson, Alexandra and Susannah Tapp. 2023. "Criminal Victimization, 2022." Bureau of Justice Statistics. <https://bjs.ojp.gov/document/cv22.pdf>.
- Walby, Sylvia, Jude Towers, Susie Balderston, Consuelo Corradi, Brian Francis, Markku Heiskanen, Karin Helweg-Larsen, et al. "Collecting Data." In *The Concept and Measurement of Violence*, 1st ed., 103–44. Bristol University Press, 2017. <http://www.jstor.org/stable/j.ctv47w5j0.10>.
- Wieberneit Michelle, Sascha Thal, Joseph Clare, Lies Notebaert and Hilde Tubex. 2024 "Silenced Survivors: A Systematic Review of the Barriers to Reporting, Investigating, Prosecuting, and Sentencing of Adult Female Rape and Sexual Assault," *Trauma, Violence, & Abuse*, 15248380241261404, <https://doi.org/10.1177/15248380241261404>.

About the Authors

Ashlin Oglesby-Neal is a senior research associate at the Urban Institute, where she leads mixed-methods process and outcome evaluations of justice programs and policies. Oglesby-Neal is skilled in large-scale data collection, causal analyses, and partnerships with local government, service providers, and law enforcement. Her research includes developing and validating assessment tools as well as evaluating the impact of treatment programs.

Sam Tecotzky is a research assistant in the Justice Policy Center at the Urban Institute, where he works on research and policy projects focused on prison conditions, reentry, and employment and education opportunities for people who have been involved in the criminal legal system.

KiDeuk Kim is a senior fellow at the Urban Institute. With broad research expertise, he has been a prominent leader in applying data-driven innovations to the field of criminal justice. His research has been sponsored by various branches of the US Department of Justice, state governments, and private entities, and has been published in leading academic journals and cited by major media outlets. His current research focuses on developing national statistics on court activities and evaluating strategies for managing contraband in correctional facilities.

Jesse Jannetta is a senior policy fellow in the Justice Policy Center, where he leads projects on community violence interventions, local justice reform and decarceration, prison and jail reentry, and parole and probation supervision.

Rania Ahmed is director of research and evaluation at Urban Strategies Council. She is an urban thinker who values utilizing data-driven research to deliver initiatives that ensure the socioeconomic

well-being of communities. Ahmed brings compassion into utilizing the power of data analysis to develop policy recommendations for the public good in the San Francisco Bay Area.

Maya Salcido White is a research associate for Urban Strategies Council, contributing to research and evaluation projects primarily focused on violence prevention in Oakland. White has over five years of experience conducting research and evaluation for nonprofit organizations, specifically in public education. White values community-based participatory research, the creation of accessible data sources for community members, and the inclusion of youth and elders in creating data-driven solutions.

Ashley Cajina is a research and program assistant with expertise in qualitative and quantitative data analysis. Her career in research and community advocacy began as a youth fellow, where she focused on youth mental health advocacy and community organizing. She is committed to using her skills to drive meaningful change through research and advocacy.

Acknowledgments

This brief was funded by the City of Oakland. We are grateful to them and to all our funders, who make it possible for Urban to advance its mission.

The views expressed are those of the authors and should not be attributed to the Urban Institute, its trustees, or its funders. Funders do not determine research findings or the insights and recommendations of Urban experts. Further information on the Urban Institute’s funding principles is available at urban.org/fundingprinciples.

We are grateful for the contributions of personnel from the Oakland Department of Violence Prevention, the community-based organizations that operated the 2023 Town Nights events, the Measure Z Evaluation Community Advisory Board, and the Public Safety and Services Violence Prevention Oversight Commission. We could not have done this work without the contributions to the survey data collection of Urban Strategy Council’s community fellows. We also appreciate the insights and perceptions shared by hundreds of Oakland community members via the survey.



500 L'Enfant Plaza SW
Washington, DC 20024
www.urban.org

ABOUT THE URBAN INSTITUTE

The Urban Institute is a nonprofit research organization that provides data and evidence to help advance upward mobility and equity. We are a trusted source for changemakers who seek to strengthen decisionmaking, create inclusive economic growth, and improve the well-being of families and communities. For more than 50 years, Urban has delivered facts that inspire solutions—and this remains our charge today.

Copyright © December 2024. Urban Institute. Permission is granted for reproduction of this file, with attribution to the Urban Institute.



RESEARCH REPORT

An Interim Process Evaluation of Oakland’s Measure Z–Funded Services

The Department of Violence Prevention’s Response to Gender-Based Violence, July 2022 to June 2024

Ashlin Oglesby-Neal
URBAN INSTITUTE

Sam Tecotzky
URBAN INSTITUTE

Malore Dusenbery
URBAN INSTITUTE

Jesse Jannetta
URBAN INSTITUTE

Rania Ahmed
URBAN STRATEGIES
COUNCIL

Maya Salcido White
URBAN STRATEGIES
COUNCIL

Ashley Cajina
URBAN STRATEGIES
COUNCIL

December 2024





ABOUT THE URBAN INSTITUTE

The Urban Institute is a nonprofit research organization that provides data and evidence to help advance upward mobility and equity. We are a trusted source for changemakers who seek to strengthen decisionmaking, create inclusive economic growth, and improve the well-being of families and communities. For more than 50 years, Urban has delivered facts that inspire solutions—and this remains our charge today.

Contents

Acknowledgments	v
Executive Summary	vi
Service Usage Findings	vi
Service Implementation Findings	vii
Methodology	vii
Recommendations	viii
Practice Recommendations	viii
Data Recommendations	ix
Evaluation Next Steps	x
Introduction	1
Recent Trends in Gender-Based Violence in Oakland	2
About the DVP's Gender-Based-Violence Strategy	6
Previous Evaluation Findings	8
Urban's Evaluation: Overview and Methodology	9
Qualitative Data Collection	10
Administrative Data Sources and Analysis	11
Limitations	11
Gender-Based-Violence Response Descriptive Analysis	13
Activity of Specific Services	15
Bedside Advocacy	15
Emergency Shelter and Transitional Housing	15
Employment Support	16
Legal Advocacy	16
Life Coaching	16
Safe Space Alternatives	17
Therapeutic Support	18
GBV Process Evaluation Findings	19
Client Characteristics and Needs	19
Program Structure and Coordination	19
Intended and Tracked Client Outcomes	20
Program Effectiveness	21
Facilitators and Challenges	22
Implications and Recommendations	24
Perceptions of Service Recipients	25

Participant Successes	25
Challenges Experienced by Participants	25
Conclusion	27
Recommendations	27
Practice Recommendations	27
Data Recommendations	29
Evaluation Next Steps	30
Appendix	31
Consent Rates	31
Notes	32
About the Authors	33
Statement of Independence	35

Acknowledgments

This report was funded by the City of Oakland. We are grateful to them and to all our funders, who make it possible for Urban to advance its mission.

The views expressed are those of the authors and should not be attributed to the Urban Institute, its trustees, or its funders. Funders do not determine research findings or the insights and recommendations of Urban experts. Further information on the Urban Institute's funding principles is available at urban.org/fundingprinciples.

We appreciate the collaboration and data sharing of the Oakland Department of Violence Prevention and the Oakland Police Department. We are thankful for the input and feedback of the Measure Z Evaluation Community Advisory Board and the Public Safety and Services Violence Prevention Oversight Commission. We appreciate the participation of the community-based organizations who provide services to respond to and prevent violence. We are also grateful for the participation of and insights provided by people who received services.

Executive Summary

This interim evaluation report presents findings regarding the Oakland Department of Violence Prevention's (DVP's) gender-based-violence (GBV) strategy. The GBV strategy is designed to support victims of commercial sexual exploitation and those affected by all forms of intimate partner violence. Services in this area include a 24-hour hotline, bedside advocacy, emergency shelter, transitional housing, employment support, legal advocacy, life coaching, safe spaces, and therapeutic support. The GBV strategy works closely with individuals to address both immediate and long-term needs while setting life goals that promote personal healing and safe living environments.

Service Usage Findings

GBV service providers funded through Measure Z reached more than 2,600 people through direct interventions, made nearly 4,000 client referrals to additional services outside of the DVP's network, and hosted nearly 1,000 community and group events to promote healing and well-being. More specifically, from July 2022 through June 2024:

- 425 people received transitional housing and emergency shelter services. Of those with recorded housing types, 257 received emergency shelter services, while 52 received permanent housing, 43 received transitional housing, and 17 received a hotel voucher.
- Thousands of people make use of the twenty-four hour hotline resource, with the Family Violence Law Center receiving around 2,000 hotline calls annually.
- There were 344 recorded bedside advocacy visits. A safety plan was developed in 67 percent of visits and a referral was made in 22 percent of visits.
- 240 people received employment support services. Seventy participants were employed, with 75 total employment starts recorded (some started more than one job), most commonly a subsidized work experience (41 percent), but also including permanent nonsubsidized job placements (19 percent), pre-apprenticeships (16 percent), and apprenticeships (11 percent).
- Legal advocacy was the largest service in the GBV strategy, with 1,188 people served. Of those with recorded individual services, the average person received 12 legal assistance or legal representation meetings and was engaged in legal advocacy services for 71 days.

- 64 people participated in GBV life coaching. Of those with recorded goals, the most frequent goals that they set were related to education, employment, and family.
- GBV providers held 480 healing/support group events, with an average attendance of 23 people per event. Additionally, there were 34 men’s groups, 28 healing/restorative events, 18 community-building events, and 17 family workshops.

Service Implementation Findings

Overall, clients were satisfied with the services they received, and many successfully completed personal goals they set in consultation with service providers. Clients we interviewed were satisfied with the scope and reach of the services they requested and were appreciative of providers’ availability and dedication to the work. Participants also spoke to the benefits of the DVP’s network and the relationships they built while seeking out support. Clients did report struggling with several challenges related to service access or resource use, such as landlords not accepting housing vouchers, restrictive shelter requirements, and support services not lasting long enough.

Providers were similarly supportive and complimentary of the services they offered, with many expressing pride in their work and satisfaction in seeing clients complete their goals and overcome challenges. They highlighted the varied needs of their clients, and that these diverse and complex needs required tailored approaches that account for client experiences, such as coming from foster homes, being an LGBTQ young person, having various immigration statuses, or being a parent. Providers also spoke about how they continue to face challenges in reaching vulnerable populations, especially people who are understandably hesitant to seek out care and support. Providers noted the importance of being dynamic in order to overcome barriers to service provision. To overcome these barriers, providers highlighted the importance of Measure Z funding for improving internal operations, conducting client outreach, and increasing the diversity of services offered and the number of clients who can be served. Providers also stressed the need to boost staff recruitment and retention.

Methodology

The evaluation relied on multiple data sources and data collection methods. Using data collected through the DVP’s Apricot data-management system, we quantified the extent of services provided under the GBV strategies, including the number of clients served, the types of services people

received, the frequency and reach of GBV group events and activities, and the reach of the DVP's referral network. We also conducted interviews with service providers and people who received services. In the next year, we look forward to updating our analyses and findings in a forthcoming final report and encourage readers to consider how the DVP's GBV strategy complements the overall violence-reduction approach enabled by Measure Z funding. The final report will include updated data on GBV activities and feedback collected from additional client interviews.

Recommendations

Through the evaluation, we identified several potential ways to improve service provision and data collection.

Practice Recommendations

Create forums for coordination and communication across services. One of the notable strengths of the DVP service continuum is the degree of referral relationships between different providers. Coordination and communication across services and specialties is appreciated where it is happening, but how much it is happening varies. Many interviewees reported spending substantial time establishing and maintaining relationships needed to meet service participants' needs, and more formalized coordination might make this aspect of their work easier and allow them to dedicate more resources to formally providing services. Regular coordination might also help providers address emerging trends related to patterns of violence or participants' needs.

Deliver more cross-training for staff at different organizations. Relatedly, many providers appreciated the opportunities they had to attend trainings with peers from other organizations and specialties and felt the increased mutual understanding from those engagements supported better operational collaboration in the field. More opportunities for cross-provider collaboration and training would increase providers' ability to share lessons learned and expand their networks.

Focus on enhancing housing and mental health service options. The gaps in options to meet service participants' needs related to housing and mental health services came up repeatedly in interviews with providers. While these are difficult and long-standing issues, it is important to raise them here because they were consistently described as barriers to effective assistance for service participants.

Assist providers with building their capacity. Community-based service providers who received DVP funding would like more assistance with building capacity from the DVP and from the City of Oakland generally. For example, the DVP could find ways to increase staffing and staff capacity to mitigate challenges from staff turnover and vacancies. Several providers described how more resources to promote staff wellness might alleviate burnout and turnover. DVP could also make the yearly grant process easier for grantees, who are often managing reporting requirements from multiple grants from multiple sources. The City could also help identify additional funding sources for providers who are addressing complex needs and finding that the resources they have available, while needed and appreciated, are insufficient to meet the overwhelming needs of people receiving Measure Z-funded services. Additionally, several providers recommended that DVP help spread awareness about the services available.

Data Recommendations

The City of Oakland and the DVP may want to revisit the process through which participants consent to their data being shared for evaluation purposes, to determine whether that process can continue to deliver necessary privacy protections while better supporting analysis of the impact of DVP-funded services. The current process and resulting levels of consent (20 percent of GBV service participants) significantly limit the ability to connect service engagement and outcomes beyond a small and potentially unrepresentative subset of participants. The DVP should explore how providers can overcome barriers to gaining participants' consent while maintaining that sharing data is voluntary.

Encourage providers to complete and update the forms in the Apricot data system more regularly and comprehensively, which will allow for a better understanding of participants' needs and levels of engagement with programming. For example, the participant and enrollment forms capture important information about participants' education, housing, families, referral sources, and exposure to violence, but many fields are not completed. Related to updating the forms, exit dates and reasons for exiting the program are missing for many participants, making it difficult to measure completion rates or how long people participate in the programs.

Improve the integration of forms across the Apricot data system. Apricot is a comprehensive system with many forms specific to the variety of services funded by Measure Z. Some forms are based on the specific service provided but are not linkable back to participants, making analysis of service engagement more difficult.

Consider how Apricot could become a useful resource for providers. Many providers maintain their own separate databases and may not use Apricot for day-to-day case management or tracking participants over time. Considering the breadth of the DVP network and the level of referrals across organizations, Apricot could become a useful resource as data tracking becomes more accurate and comprehensive over time.

Evaluation Next Steps

The next steps for Urban's evaluation related to the GBV services funded through Measure Z are as follows:

- We will collaborate further with the community-based organizations that provide the GBV services to understand how they are implementing the services through additional outreach and interviews.
- We will continue inviting people who have received GBV services to participate in interviews to better understand their experiences with the services and recommendations for improving them.
- We will extend the quantitative data analysis of GBV services and levels of gender-based violence through the end of 2024 and through early 2025.

Introduction

For decades, the city of Oakland has grappled with gun and gender-based violence, and for decades it has responded by making extensive investments in building capacity and mobilizing expertise to respond to and prevent violence. This interim evaluation report presents findings and insights regarding the work supported and the outcomes realized by one form of that investment: funding provided to the Oakland Department of Violence Prevention (DVP) to respond to gender-based violence (GBV) through the Public Safety and Services Violence Prevention Act, popularly known as Measure Z (box 1). Most of this funding passed through the DVP to support violence prevention and intervention work done by a large network of community-based organizations in Oakland, bolstering a wide array of components in Oakland's broader violence-reduction ecosystem.

BOX 1

Measure Z and the Department of Violence Prevention

In 2014, Oakland voters passed Measure Z, the Public Safety and Services Violence Prevention Act. Measure Z built on lessons from the earlier Measure Y, the Violence Prevention and Public Safety Act of 2004. Measure Z provides approximately \$27 million in funding annually, with \$2 million designated for improving fire-response services, about \$15 million for violence-reduction efforts within the Oakland Police Department, and roughly \$10 million for violence prevention and intervention programs overseen, and in some cases directly provided, by the Department of Violence Prevention (DVP). Measure Z-funded DVP activities are grouped into four strategy areas: group violence response, gender-based-violence response, community healing and restoration, and school violence intervention and prevention (VIP) teams that embed the other three strategy areas in select Oakland schools.

Established in 2017, the DVP has a mandate to reduce gun violence, intimate partner violence, and commercial sexual exploitation. Before the DVP was established, the community-led components of the City of Oakland's violence-reduction work were housed in Oakland Unite. Oakland Unite was a division of the City's human services department, and the DVP absorbed its functions and staff were automatically transferred from Oakland Unite to the DVP. The roles and responsibilities of Oakland Unite were fully assumed by the DVP in 2020, and the DVP also took on new functions.

Source: *Department of Violence Prevention Strategic Spending Plan, 22-24* (City of Oakland, Department of Violence Prevention, 2021).

This evaluation work examining the response to gender-based violence is part of a larger process and impact evaluation of Measure Z–funded initiatives undertaken by the Urban Institute in partnership with Urban Strategies Council over a three-year period from July 2022 to June 2025. In this report, we focus on the activities implemented to respond to GBV. We begin by situating this evaluation in the context of Oakland’s levels of gender-based violence and previous evaluations. We then describe the data and methodology, followed by the findings of the current evaluation. We conclude with recommendations derived from our evaluation to date.

Recent Trends in Gender-Based Violence in Oakland

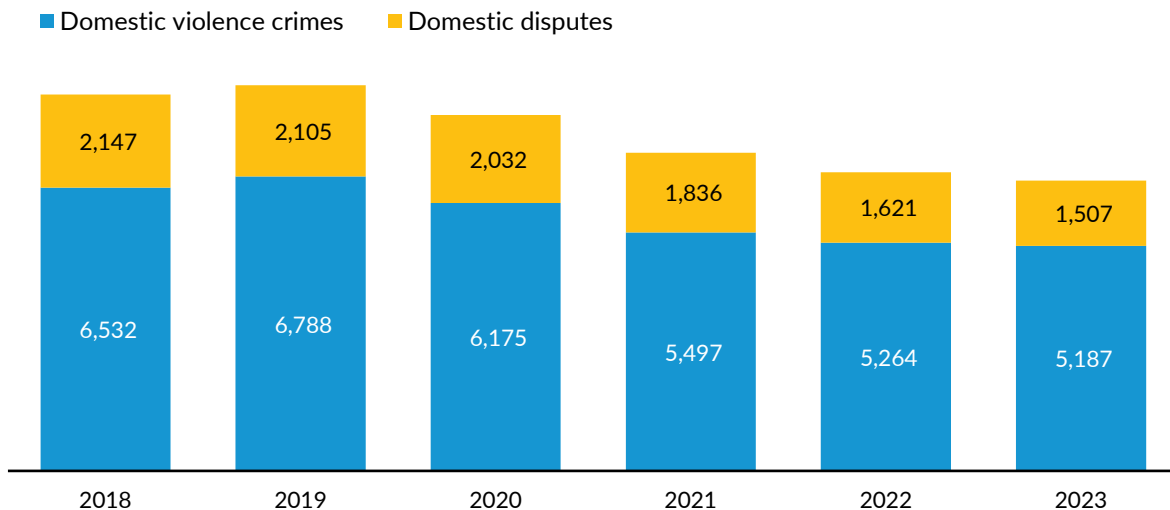
Gender-based violence refers to physical, sexual, and psychological harm and abuse perpetrated against a person based on their sex, gender identity, or sexual orientation. It commonly includes multiple types of violence, particularly against women, such as domestic violence (DV), rape and sexual abuse, trafficking, and commercial sexual exploitation. In this section, we describe recent trends in multiple types of gender-based violence in Oakland.

Since 2019, annual DV crimes, which include battery or injury of a spouse or cohabitant and violation of a DV protection order, have declined (figure 1). It is important to note that domestic violence is often underreported, and several service providers reported in conversations with the evaluation team and in their annual reports increases in survivors served in recent years, which could indicate heightened needs stemming from the COVID-19 pandemic. Although trends in domestic violence differ across data sources and measures, it is evident that many Oakland residents are affected by this type of violence.

FIGURE 1

Reported Domestic Violence Crimes and Disputes Have Declined Slightly in Oakland Since 2020

Annual domestic violence crimes and domestic disputes reported in Oakland, California, 2018–2023



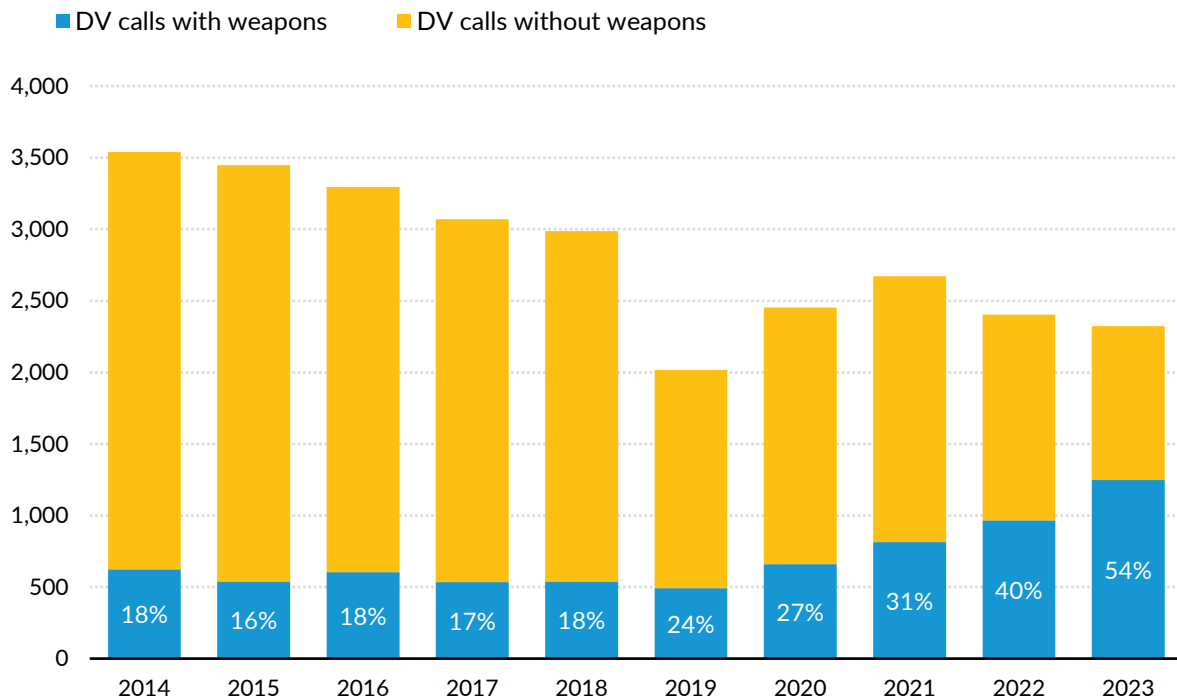
Source: Urban Institute analysis of crime and incident report data provided by the Oakland Police Department.

Notes: Domestic violence crimes include committing battery against a spouse/ex-spouse/date, inflicting corporal injury on a spouse/cohabitant/date, and violating a court order to prevent domestic violence. Domestic disputes refer to reports taken by the Oakland Police Department for incidents of domestic disputes that did not constitute crimes.

We also examined the number of calls for service regarding DV, and although total DV calls decreased in recent years, DV calls for acts involving a weapon and for acts involving the use of a firearm specifically increased (figure 2). That is, a larger share of DV calls included reports of a weapon. In other words, numbers of DV calls made to 911 and reported to the Oakland Police Department (OPD) have decreased in recent years, but the calls have become more serious. In interviews, several service providers spoke to the intersection of gender-based violence with other types of violence and to the disturbing prevalence of the use of guns and other weapons in instances of gender-based violence.

FIGURE 2

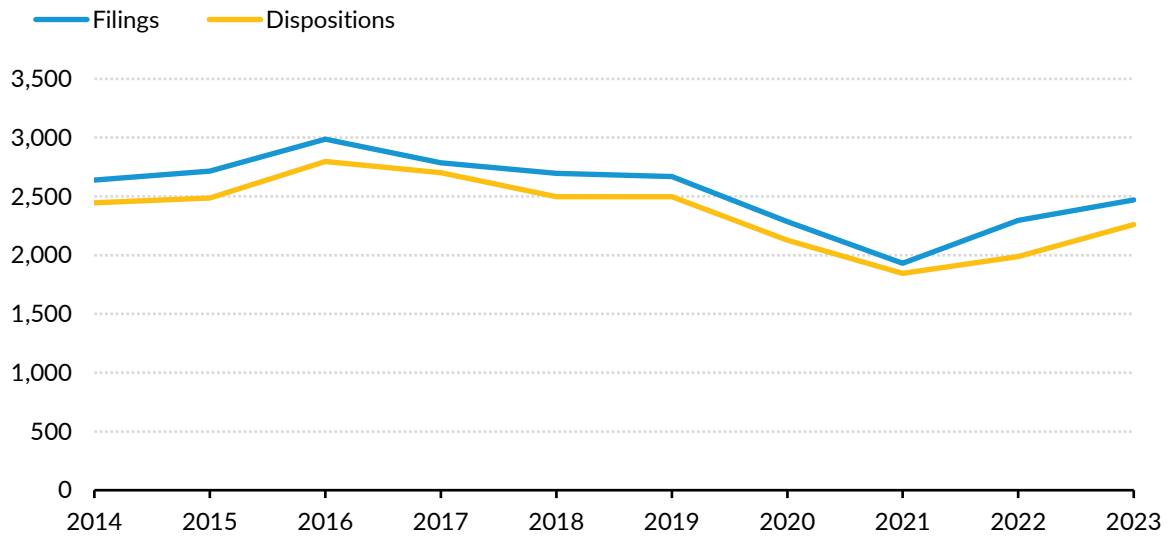
The Share of 911 Calls for Domestic Violence Involving Reports of Weapons in Oakland, 2014–2023



Source: California Department of Justice Open Justice Data Portal, accessed September 5, 2024, <https://openjustice.doj.ca.gov/data>.

The California Department of Justice tracks overall county-level metrics on family-court restraining orders and restraining orders related to the use or presence of a firearm. The presence of firearms is a critical risk factor in the potential lethality of intimate partner violence. Though yearly family-court restraining-order filings and dispositions have remained relatively steady (figure 3), emergency and temporary gun-violence restraining orders have significantly increased in recent years, with 47 in 2022 and 138 in 2023. The available data on gender-based violence show a complicated trend in which the numbers of calls for service and reported crimes have declined in recent years while the presence of weapons has increased.

FIGURE 3
Family-Court Restraining-Order Filings and Dispositions in Alameda County, California, 2014–2023



Source: California Courts CSR Dashboards, accessed September 5, 2024, <https://www.courts.ca.gov/dashboard.htm>.

Note: Family-court restraining-order counts are based on California Courts counts of requests for domestic-violence restraining orders (form DV 100) seeking protection under the Domestic Violence Protection Act (Fam. Code, § 6200).

Data are much harder to come by for another focus of the DVP’s gender-based-violence strategies: commercial sexual exploitation. Commercial sexual exploitation is generally understood to encompass “a range of crimes and activities involving the sexual abuse or exploitation of [individuals] for the financial benefit of any person or in exchange for anything of value (including monetary and non-monetary benefits) given or received by any person.”¹ Though data on the scope of commercial sexual exploitation activities in the United States are notoriously sparse and such activities are underreported, the National Human Trafficking Hotline tracks the number of annual signals (phone calls, texts, online chats, emails, and online tip reports) it has with victims and survivors of commercial sexual exploitation and recorded 7,380 such signals received in 2023.² According to the International Labor Organization, some 4.8 million people are considered victims of commercial sexual exploitation at any given time worldwide.³ While many incidents of sex trafficking are never reported or investigated, the limited data available on suspected sex trafficking investigations reveals that the vast majority of victims identify as female and that approximately half are younger than 18.⁴

Though there are limited city-level data, Oakland is a known hub for commercial sexual exploitation, with specific hot spots notorious for high rates of sex trafficking. As a result, efforts to reduce the incidence of commercial sexual exploitation in and around Oakland are under way, including joint operations between the FBI and local law enforcement to identify and locate victims

and survivors and interdict predatory and exploitative relationships.⁵ Services that the DVP offers in its gender-based-violence strategy that directly aid victims of commercial sexual exploitation include therapeutic support, emergency shelter, and legal advocacy.

About the DVP's Gender-Based-Violence Strategy

Services funded within the GBV strategy are intended for individuals impacted by intimate partner violence and commercial sexual exploitation. The goals of the comprehensive GBV activities are to increase access to resources, support immediate safety and longer-term well-being, and promote healing from trauma. Services in this area include the following:

- **Bedside advocacy and accompaniment:** Bedside advocates visit survivors of gender-based violence who are in crisis to support them in navigating systems and accessing helpful resources. The advocate makes warm hand-off referrals to services whenever possible.
- **Emergency shelter:** Emergency shelter services provide survivors of gender-based violence with safe, temporary housing through shelter beds, hotel vouchers, or financial support for safe housing. Service providers also provide general case management to survivors who are accessing emergency shelter.
- **Employment:** Employment services include pre-employment training, paid work experience, and job placement services for survivors of gender-based violence in Oakland. Funded organizations also provide general employment case management services to support individuals in securing and retaining employment. Employment services under the GBV strategy are provided by Building Opportunities for Self Sufficiency, with additional services subcontracted.
- **Twenty-four-hour hotlines:** The hotlines provide 24/7/365 access to counseling and support as well as connection to referral partners for immediate safety and longer-term support. The Family Violence Law Center alone receives around 2,000 hotline calls annually.
- **Legal advocacy:** Legal services for survivors of intimate partner violence include legal advice and counseling, preparation of legal paperwork, preparation and filing of temporary restraining orders and orders of protection, and full representation at court hearings. Legal services for survivors of commercial sexual exploitation can include legal representation in court and services related to immigration.

- **Life coaching:** Gender-based-violence life coaching services support individuals who have experienced commercial sexual exploitation with identifying and completing goals that reduce their risk for future victimization. Life coaches support clients with system navigation, service referrals, socioemotional skill development, and strengthening family ties. Life coaches have frequent contact with their participants and use financial incentives to encourage positive behavior change.
- **Safe space alternatives:** Safe space alternatives provide a physical space where young people who have experienced commercial sexual exploitation, LGBTQ+ young people, and gender-nonconforming young people can access food, hygiene products, support groups, a place to rest, and other helpful resources.
- **Therapeutic support:** Therapeutic support services provide individual clinical therapy, support groups, and culturally rooted healing practices to survivors of gender-based violence.
- **Transitional housing:** Transitional housing services support survivors of gender-based violence in accessing up to 18 months of safe temporary housing and subsequently securing permanent housing.

From July 2022 to June 2024, nine community-based organizations received the contracts for the GBV activities and subcontracted another seven organizations. Altogether, these organizations received over \$8 million to implement the slate of services to support people affected by GBV. Table 1 lists the providers and total funding amount for each activity within the GBV strategy.

TABLE 1
The Oakland Department of Violence Prevention’s Strategy Areas and Activities Funded by Measure Z, July 2022–June 2024

Activity	Providers	Budget amount 2022–24
24-hour hotlines	Family Violence Law Center, Bay Area Women Against Rape*	\$900,000
Bedside advocacy	Family Violence Law Center, Ruby’s Place, Survivors Healing, Advising, and Dedicated to Empowerment*	\$1,125,000
Emergency shelter	Covenant House California, Family Violence Law Center, Sister-to-Sister, Bay Area Women Against Rape*	\$1,800,000
Transitional housing	Building Opportunities for Self-Sufficiency	\$675,000
Life coaching	East Bay Asian Youth Center	\$562,500
Legal advocacy	Family Violence Law Center	\$1,462,500
Therapeutic support	Building Opportunities for Self-Sufficiency, Family Violence Law Center, Oakland Unified School District	\$1,800,000
Employment	Building Opportunities for Self-Sufficiency, Survivors Healing, Advising, and Dedicated to Empowerment*, Love Never Fails*, and Realized Potential*	\$787,500

Activity	Providers	Budget amount 2022-24
Safe space alternatives	Oakland LGBTQ Community Center, Young Women's Freedom Center	\$787,500
		Total: \$8,376,000

Source: Information on funding by activity from July 1, 2022, through September 30, 2024, provided by the Department of Violence Prevention.

Note: * indicates organization providing additional services via subcontract.

Previous Evaluation Findings

The phase of the Measure Z evaluation covered in this report follows and builds on previous evaluation work led by Mathematica, which we summarize here. Mathematica's Measure Z evaluation work covered the implementation and impacts of Oakland Unite's strategy areas from 2016 to 2020.

COMMERCIAL SEXUAL EXPLOITATION

Mathematica conducted a process evaluation of the implementation of Oakland Unite's commercial sexual exploitation (CSE) youth-intervention substrategy.⁶ This substrategy provided funding for services to support young people who were at risk of or were currently experiencing CSE. The findings from the process evaluation found that agencies were serving the intended population of girls and young women of color with histories of victimization, contact with law enforcement, and school disengagement. Oakland Unite's approach was aligned with the California Department of Social Services Commercial Sexual Exploitation of Children (CSEC) Program guidelines, which outline a three-tiered approach to supporting the program including immediate crisis response, initial services that address immediate needs, and ongoing support involving case planning and coordination. The services offered by Oakland Unite agencies focused on short-term crisis response and stabilization. Unmet needs of young people who had experienced CSE included mental health support, stable relationships with caring adults, and safe, stable housing. Although many young people returned for support, providing ongoing support to address the unmet needs of young people may necessitate longer-term care and relationship-building. Although agencies serving this population had a shared understanding of it, the broader violence prevention community did not have a standard process for identifying and referring young people at risk of CSE. Additionally, a cohesive strategy for serving these young people was lacking, and collaboration and communication across stakeholders was needed.

Urban’s Evaluation: Overview and Methodology

In 2022, the Urban Institute, in partnership with Urban Strategies Council, was selected by the City of Oakland to conduct a process and impact evaluation of Measure Z–funded initiatives for a three-year evaluation period from July 2022 to June 2025. The Measure Z services cover two primary components: (1) violence prevention and intervention strategies operated by the DVP, and (2) geographic, special-victims, and community-policing services implemented by the Oakland Police Department. This evaluation focuses only on strategies and activities implemented by the community-based organizations with Measure Z funding. The evaluation does not cover services provided directly by DVP staff or the Ceasefire strategy.

The evaluation has two components that address the GBV response strategy. First, the descriptive analysis presents data on the level and nature of activity undertaken by the DVP and its funded community partners. This includes addressing what we know about the characteristics of participants, services provided, and outcomes recorded. This component draws from the DVP’s Apricot data-management system. In addition to the analyses described in this report, the evaluation supported the development of public data dashboards. The dashboards can be accessed for further detailed information about the strategies and activities funded by Measure Z at <https://www.oaklandca.gov/topics/dvp-measure-z-funded-grantee-network-data-dashboard>. The following research questions are addressed in this component:

- How many people were served in each program? How many community activities occurred?
 - » What were the characteristics of these clients and activities?
- What was the dosage of the various Measure Z–funded DVP activities, at the client and community levels?

Second, our process evaluation addresses questions about the implementation of the Measure Z–funded activities, going beyond the descriptive information about what activities were undertaken to understand how well they are working and identify implementation challenges and successes. The following research questions are addressed in this component:

- How were the Measure Z–funded DVP activities implemented?
- What are the facilitators of and barriers to success for each activity?
- How do the different Measure Z–funded components interact and relate to an overall approach to violence reduction?

The current evaluation does not assess the impact of receiving GBV services on individual participant outcomes for several reasons. First, a small share of participants consented to data sharing for evaluation purposes, which prevents the research team from examining their outcomes outside of the Apricot data system. During the evaluation period, only 20 percent of GBV participants consented to data sharing (see table A.1 in the appendix for more information). Secondly, even for those that have consented to data sharing, there are limitations to the outcomes that can be reliably tracked in existing administrative data systems. For example, victimization of GBV crimes is often unreported and may not be captured in police crime reports. Given these considerations and the limited prior evaluation related to GBV, the current evaluation focuses on describing the services that were implemented, their quality, and how they could be improved.

Qualitative Data Collection

The Urban Institute and Urban Strategies Council conducted 10 semistructured individual interviews with staff from community-based organizations who worked on the GBV strategy to understand their experiences implementing the Measure Z–funded activities. The interviews occurred virtually from August 2023 through July 2024.

Leadership and staff at the community-based organizations funded by Measure Z were informed of the interview opportunity via email using contact information provided by the DVP. The outreach stated the specific activity or program of interest for the interview (e.g., hotlines, shelter services) so that the organization could identify the staff directly involved in the activity or program. Each potential interview began with an informed-consent process in which staff could decide whether to proceed with the interview. The interview questions asked about their roles and responsibilities, how the activity or program was being implemented, referral sources, collaboration across agencies, participants' needs and outcomes, and implementation challenges and successes.

Additionally, Urban Strategies Council conducted 16 interviews with participants who received GBV services funded by Measure Z. The evaluation team coordinated with the service providers to support outreach to participants and researchers created flyers to be distributed to recipients of these services throughout Oakland. Interested participants could then sign up to learn more about the interview opportunity using a form that collected information about what organizations they were involved with, when they received services, and which services they received. As of mid-October 2024, interviews were still ongoing. Of the 16 interviews completed, 14 were in English and two were

in Spanish. Each GBV program participant interviewee received a \$100 Visa gift card to thank them for their participation.

Administrative Data Sources and Analysis

The Urban Institute executed a data-sharing agreement with the City of Oakland to receive data from multiple sources from the Department of Violence Prevention and the Oakland Police Department. Table 2 lists the types of data received and analyzed in this report. The DVP provided data from its records-management system, called Apricot, which was launched in January 2023. Apricot contains data on individual participants and the services they received as well as on group services and incident responses. Although Apricot launched in 2023, the DVP was able to carry over data from 2022 that were collected through its previous system, Cityspan. As part of the grant requirements, the DVP-funded service providers report data in Apricot, allowing for more uniform data and consistent analysis across all providers.

TABLE 2

Sources of Data Used in This Interim Evaluation of Measure Z–Funded Services

Data source and type	Data coverage
<i>Oakland Department of Violence Prevention</i> Service provision and participation	July 2022–June 2024
<i>Oakland Police Department</i> Calls for service	January 2018–September 2023
Crime incidents	January 2012–June 2024

Several OPD data sources support the evaluation of the DVP, including data on 911 calls for service and crime. The data on calls for service include all 911 calls referred to the OPD from January 2018 to September 2023. The data include information on the call date, time, location, type, priority, and disposition. We received data on all crimes reported to and recorded by the OPD from January 2012 to June 2024, including the date, time, location, and crime type. We also examined publicly available data sources from the California Department of Justice related to domestic violence.

Limitations

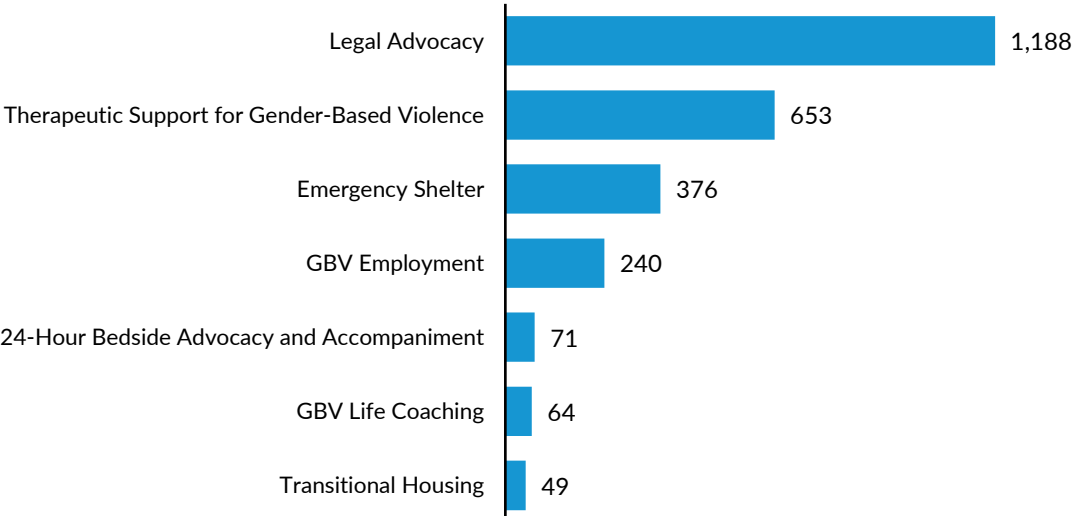
Some important limitations should be considered when assessing the findings of this stage of the Measure Z evaluation. The first is the fact that Apricot, the DVP’s new data-entry and -management system, went live in January 2023. Adopting a new system like Apricot involves a learning curve and

data-entry inconsistencies and quality-control issues frequently arise and need to be fixed. Urban worked closely with the DVP to mitigate the impact of this change on the evaluation, including obtaining Apricot data extracts as early as possible to become familiar with the data structure and begin asking questions well in advance of the delivery dates for evaluation analyses. Nonetheless, providers' data-collection practices may have differed as they began using Apricot, which may be reflected in our data.

Gender-Based-Violence Response Descriptive Analysis

The GBV strategy reached 2,627 unique people from July 2022 to June 2024 across the seven individual services within the strategy. Many participants received multiple services within the GBV strategy area. The most commonly delivered GBV individual service was legal advocacy, with therapeutic support, emergency shelter, and employment services each reaching hundreds of participants over a two-year period (figure 4).

FIGURE 4
Number of Participants in the Oakland Department of Violence Prevention’s Gender-Based-Violence Response, July 2022–June 2024



Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.
Note: GBV = gender-based violence.

Table 3 shows the demographic profile of participants in GBV response activities. Participants in these services were predominantly female (78 percent) and either Black (47 percent) or Latinx (24 percent). Based on the available data on participants, the services were predominantly youth- and young adult-serving, but a large number of participants did not have their age recorded.

TABLE 3

Demographic Profile of Gender-Based-Violence Response Activity Participants

July 2022–June 2024

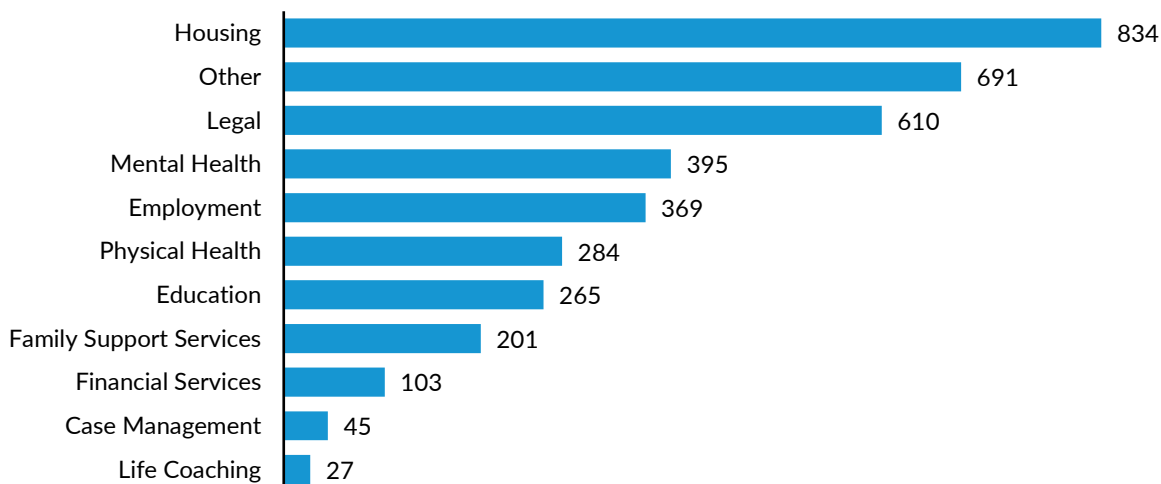
	% of participants (n=2,627)
Race/ethnicity	
African American	45
Asian, Native Hawaiian, or Pacific Islander	4
Hispanic or Latinx	27
Multiracial	5
White	8
Not reported	10
Other	2
Age	
17 or under	7
18–24	11
25–34	7
35–44	3
45+	3
Not reported	68
Gender/sex	
Female	80
Male	15
Nonbinary or transgender	2
Other	2
Not reported	1

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Measure Z–funded GBV service engagement served as a connector to a wide array of additional services, as GBV participants were referred to many different resources within and outside of the DVP network (figure 5). The most common referral types were for housing, legal, mental health, and employment services, referrals that are made possible by the DVP’s collaboration with local agencies, community-based organizations, and city services, with hospitals and the OPD both regularly referring clients to GBV services. Survivors of gender-based violence often have multiple needs and referrals may help them connect to further resources and services that meet their needs. Further, the referrals help create the wraparound service model across multiple organizations, which is built into the GBV strategy.

FIGURE 5

Referrals Made by Gender-Based-Violence Response Providers for Participants, July 2022–June 2024



Total referrals made for participants

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Note: The vast majority of “Other” referrals have no further information available. “Other” also includes resources that received fewer than 25 referrals: wraparound services, victim of crime, and relocation.

Activity of Specific Services

Bedside Advocacy

During the evaluation period, there were 344 recorded bedside advocacy visits. The most common locations reported for these visits were International Boulevard, clinics, hotels, hospitals, the Family Justice Center, and police stations. The average visit lasted 45 to 60 minutes. A safety plan was developed in 67 percent of visits and a referral was made in 22 percent of visits. At least one service was received after the initial visit by 71 individuals. People visited were most commonly young women of color, as 91 percent were female, 48 percent were African American, 27 percent were Hispanic or Latinx, and most were younger than 35.

Emergency Shelter and Transitional Housing

During the study period, 425 people received transitional housing and emergency shelter services. Of those with recorded housing types, 257 received emergency shelter services, while 52 received

permanent housing, 43 received transitional housing, and 17 received a hotel voucher. Of these housing placements, 52 percent had a recorded duration. The median duration of shelter services was 21 days (with a range of 1 to 213 days) while the median for transitional housing was 15 days (with a range of 7 to 96 days) and for hotel vouchers was 3 days (with a range of 1 to 5 days).

Employment Support

From July 2022 to June 2024, 240 people received employment support services. The average participant had 3 to 4 specific employment support meetings, with a maximum of 22. Seventy participants were employed, with 75 total employment starts recorded (some started more than one job), most commonly a subsidized work experience (41 percent), but also including permanent nonsubsidized job placements (19 percent), pre-apprenticeships (16 percent), and apprenticeships (14 percent). The average starting wage across all these job starts was \$15.56, with a range of \$15 to \$20, and participants worked 18.2 hours per week on average, with a range of 6 to 40 hours. Additionally, 180 pre-employment trainings were conducted and were attended by 1,145 people.

Legal Advocacy

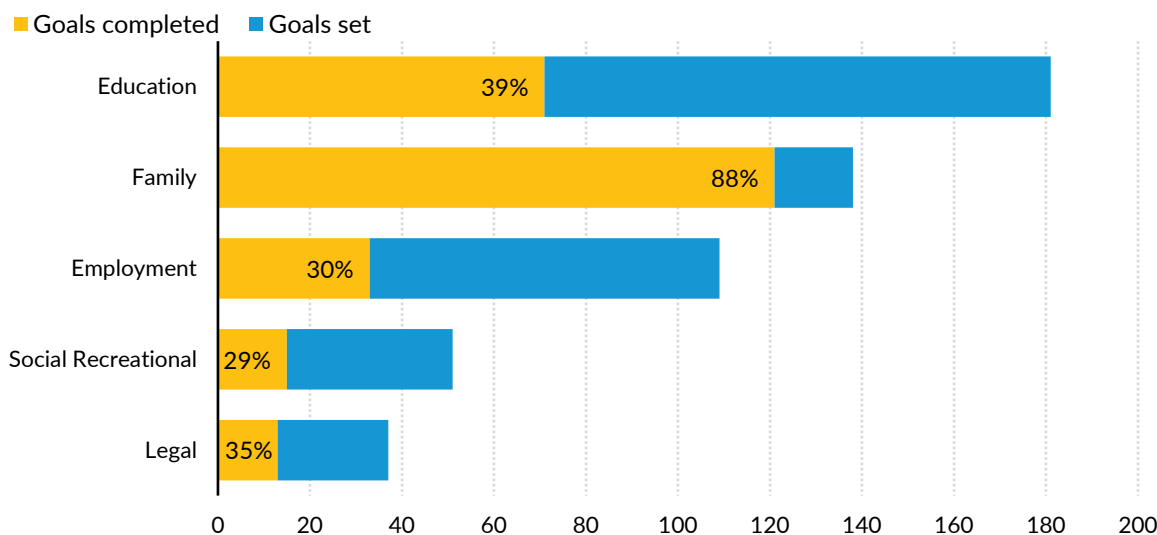
Legal advocacy is the largest service in the GBV strategy, with 1,188 people served from July 2022 through June 2024. Of those with recorded individual services, the average person received 12 legal assistance or legal representation meetings and was engaged in legal advocacy services for 71 days.

Life Coaching

During the study period, 64 people participated in GBV life coaching. Most of these participants were younger than 18 (69 percent of those with age recorded). On average, they received 83 individual life coaching sessions. Of those with recorded goals, the most frequent goals that they set were related to education, employment, and family. Figure 6 shows the distribution of goals set by life coaching clients, and how many had been completed as of June 2024. Education was the most common goal area, and family-related goals were completed at the highest rate (88 percent). Participants had completed 39 percent of education goals and 30 percent of employment goals as of June 2024. Altogether, participants received \$600 in incentives for completing education goals, \$300 for completing family goals, and \$50 for completing health/medical goals. Although a few participants received them, incentives were not commonly used for completing goals as a part of GBV life coaching.

FIGURE 6

Gender-Based-Violence Response Life Coaching Participant Goals, July 2022–June 2024



Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Note: Fifty-six participants had recorded goals.

Safe Space Alternatives

During the study period, 365 group events were held and were attended by 3,424 people (table 4). There were 243 healing/support groups and 106 times that the drop-in center was open. On average, 8 people attended a healing/support group and 10 people came to the drop-in center. Providers of safe space alternatives do not collect individual-level data on the participants who use the safe spaces and access the resources available there.

TABLE 4

Safe Space Alternatives Group Events, July 2022–June 2024

Event type	Total group events	Average attendance per event
Community-building event	15	35
Drop-in center	106	10
Healing/support group	243	8
Training	1	15
Total	365	9

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Therapeutic Support

There were 653 participants who received therapeutic support. The average participant received between 2 and 3 individual therapeutic support sessions (with a maximum of 93) over an average period of 34 days. Providers under this activity also held 480 healing/support group events, with an average attendance of 23 people per event (table 5). Additionally, there were 34 men's groups, 28 healing/restorative events, 18 community-building events, and 17 family workshops. In total, 625 therapeutic support events were provided.

TABLE 5
Quantity of and Attendance at Therapeutic Support Group Events

	Total group events	Average attendance per event
Event type		
Community-building event	18	196
Family workshop	17	40
Healing/restorative event	28	43
Healing/support group	480	23
Men's group	34	6
Other	48	41
Total	625	30

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

GBV Process Evaluation Findings

The evaluation team spoke with 10 staff members at organizations providing each of the GBV strategy services who shared insights about clients' needs; the services they provide, the outcomes they hope to achieve, and the extent to which they are effective; and the facilitators and challenges of providing GBV services. These findings provide valuable context for understanding how Measure Z-funded activities have been implemented and identifying recommendations for improvement or sustainability.

Client Characteristics and Needs

The GBV providers receiving Measure Z funding serve victims of intimate partner violence, sexual assault, and sex trafficking and their families. Collectively, the providers serve both young people and adults. The majority of the providers interviewed cited housing as one of the most significant needs facing victims/survivors, whether that means safe housing away from an abusive partner, housing options for young people in general and LGBTQ young people in particular, or affordable permanent housing after shelter. Other common needs included mental health care, employment and other financial needs, transportation, legal services, and general emotional support. In addition, several interviewees explained that their clients often experience overlapping traumas and vulnerabilities, whether they be other types of gender-based violence or risk of group violence.

The providers also highlighted that needs vary greatly among their clients and that certain groups have unique needs, such as people coming from foster homes, LGBTQ young people, immigrants, and parents. Addressing the diverse and complex needs of GBV survivors, especially young people, requires tailored services. Programs must accommodate both immediate and long-term needs, including housing and educational support. For example, one provider shared that “the challenge isn’t employment. The challenge is life; folks are precluded from obtaining employment. Like if people are homeless or have real challenges to safety due to transitioning. Some are mothers who are struggling to get their kids back or who have kids to take care of. It’s the life things that we’re not funded to do.”

Program Structure and Coordination

Collaboration with local agencies and community organizations is vital for providing comprehensive GBV services. Effective referrals from institutions such as the police and hospitals play a crucial role in

connecting survivors with the necessary support. Other referral sources included schools, social services, counselors, and other GBV-focused community-based organizations. Several providers also receive clients through their involvement in family justice centers or through walk-ins. Most services begin with an intake or other form of assessment to understand the victims'/survivors' needs and to identify goals together, which are revisited at regular intervals.

In addition to the range of targeted services described above, these programs typically also include general case management, emotional support, and connection to other services that meet participants' needs, whether within their organizations or with community partners. This need is underscored by the statement, "People need to know they're not alone in experiencing these things." Another provider shared, "People that have suffered from violence inherently need extra support services. Most of them have kids, a lot of them have kids under six," highlighting the importance of addressing both the survivors' and their families' needs. The integration of services via referrals or by brokering services outside those funded by the DVP, such as health clinics and educational support, reflects a comprehensive approach to addressing multiple aspects of survivors' needs. Coordinated care is crucial for providing holistic support, as shown in the statement, "People are experiencing multiple forms of trauma," with this interviewee going on to explain how unemployment, for example, may affect one's ability to secure safe and stable housing. This highlights the commitment to extending support beyond immediate shelter services. This coordination also enhances information-sharing between service providers, allowing providers to share perceived client needs and ensure that critical needs do not go unaddressed.

Intended and Tracked Client Outcomes

The goals and intended outcomes of each program vary by the services they provide. For example, youth-serving programs aim to reconnect young people with family and either continue their education or find employment, whereas some housing and employment services for adults aim for stability and independence. Those programs more focused on support services, such as therapeutic support, will target reduction in trauma symptoms and improvement in general senses of safety. As one provider explained, "The goals of my therapeutic support are to reduce trauma symptoms and also to work on the attachment that might have been, not severed, but impacted by seeing and hearing and experiencing the violence ... The focus is laying out how the trauma has affected them, laying out the trauma symptoms, identifying your symptoms." Interview participants also reported that the intended outcomes differ in the short and long terms. For example, one provider focused on housing and

employment services shared that their first phase is focused on stabilization and basic self-care, the second phase is focused on basic interactions with the outside world (e.g., school, work, meeting with family), and the third phase is for independence.

Tracking outcomes is essential for assessing and improving the effectiveness of GBV programs. Data collection and analysis enable organizations to monitor their performance and make necessary adjustments. Participants reported a range of tracking within their programs and organizations, in addition to the data capture required by the DVP for their funded services. Some programs document as much data as possible and provide follow-up surveys to identify outcomes, whereas others have minimal ongoing tracking in place or leave most tracking to subgrantees. Many staff members track whether their clients reach the goals they set out for themselves in their assessments and case work, with one staff participant sharing how they always try to find a way to quantify outcomes for the goals so they can be tracked. But not every provider has formal tracking processes to capture success stories and some are limited to seeing basic data on service engagement.

Program Effectiveness

In general, GBV service providers believe the targeted services they provide are successful and effective. Most interviewees expressed pride in what they had been able to accomplish and provide for their clients. For example, one provider shared, “Just seeing people feel comfortable being themselves is huge,” and another reported, “They’re not leaving [the program] because they’ve met their treatment goals and they’re done; they’re leaving because they’re ready.” Others also shared that the case management, empowerment focus, and ability to provide trauma-informed services were the most successful components of their services.

According to staff providing GBV services, the structure and historical evolution of programs are key to their effectiveness. Organizations have continually adapted their services to better meet the needs of survivors, reflecting a shift from reactive to proactive and holistic care. This is exemplified by the integration of various supports, such as educational and health services, into their programs. As one provider noted, “We also bring in people to teach about everything from sexual health to summer courses and even field trips throughout the state,” illustrating the commitment to a well-rounded approach that addresses both immediate safety and long-term well-being.

However, providers also emphasized that the needs clients face are great and the work is difficult and takes time. Effectiveness often depends on certain factors with the victims and their cases. Many

clients are still being victimized and/or are not ready to move forward with their lives. For example, one youth-focused provider serves girls who experience gender-based violence and boys at risk of harm or other trauma. They reported, “We have found that for boys, their needs are often reduced [as a result of the services], but the girls typically still have a lot more work to do given all those difficulties they’re dealing with.” Another youth provider shared that they serve most clients for only a few days, but some stay for much longer and tend to do so when a child protective services case is involved. For some interviewees, success is more about the team of staff they have assembled. One staff member said success is “having a solid team that is not burnt out so they can do the work” and another reported that it is “hard to point to individuals and say ‘this is a success’ but the aggregate of work by everybody makes a difference.”

It is difficult, and progress takes time. When youth come to us, it’s really a hope and a prayer. The population in need is huge, and there are limited resources.
—Gender-based-violence service provider

Facilitators and Challenges

Funding significantly enhances GBV services by supporting outreach, program expansion, and overall service enhancement. Financial resources allow organizations to increase their visibility and effectiveness, directly impacting their ability to reach and engage with at-risk populations. Seven of the interviewees specifically emphasized the critical role of Measure Z funding from the DVP in maintaining and expanding services, whether that be to support staff salaries directly (by either raising salaries or increasing hiring), pay rent so the programs have physically safe spaces, or provide participants with incentives for transportation or personal care items. One provider also noted that DVP funding has helped them be better aware of cultural sensitivities and address how trauma expresses itself differently in different racial or cultural groups. This same provider explained that, since the pandemic, “the city has been paying closer attention” to these cultural differences. Still, one provider stated that there is “not enough funding” for this type of culturally sensitive training, and that “these types of things [cultural sensitivities] aren’t really included in data collection.” Another provider shared that DVP funding has helped increase their outreach through physical flyers and social media.

Despite the benefits of DVP Measure Z funding, many providers indicated that funding across all sources is still not enough to meet the need in their communities. One provider specifically said, “If we only had DVP funding, we couldn’t function, so we do try to access several grants.” Another shared that the way the DVP administers funding can make it hard to distribute and manage, particularly if receiving more than one contract, and that the DVP’s data-collection stipulations can make it harder to support clients and staff. For example, some organizations provide multiple services, and having separate contracts for each service increases the administrative burden on the organizations. As of October 2023, the DVP modified practice so that all contracted providers have a single contract even if providing multiple service types. Organizations are also constrained in their ability to plan ahead given the short-term, annual nature of DVP funding, which limits providers to what they can accomplish during discrete DVP funding cycles.

Four GBV service providers identified staff recruitment and retention as significant challenges, with staffing shortages cited as a barrier to service delivery. These issues have sometimes led to temporary service closures, affecting the quality of support and continuity. However, recent improvements, including special efforts to address staffing shortages, have allowed organizations to expand their programs and enhance service delivery. Specifically, organizations have improved their recruitment processes, leading to an increase in staff numbers. As highlighted by one provider, “For the longest time, staff recruitment and retention were a real challenge to the point where we couldn’t keep our welcome center open, but recently we’ve been able to up recruitment and have even expanded our programs.” Relatedly, awareness of programs was cited as a challenge among the public in general and potential clients in particular. While one provider discussed the benefits of attending local city council meetings and engaging politically to boost program awareness and advocate for “laws supporting people in getting the help they need,” they shared that more public awareness could help secure funding in the future.

Providers also experience external challenges that affect their ability to implement services as intended. The high cost of living and lack of jobs that pay sufficiently, a significant shortage of affordable and available housing, and the long wait lists for, and lack of, mental health care all affect programs’ ability to help victims/survivors recover. Regulatory challenges, particularly with child protective services, also affect service delivery, as highlighted by three providers. Compliance with regulations, such as limits on the length of stay for young people with open child protective services cases, often conflicts with the need for ongoing support. This highlights a need for policy advocacy to better align regulations with the realities of providing comprehensive care. Similarly, housing-focused providers face barriers working with families with male children because GBV-specific shelters may

not allow any boys older than 7 or 8 or families with more than five children because many hotels will not accommodate that many people in one unit. One provider specifically shared that the local motel they work with recently changed how they accept clients from allowing an organization to make the reservation to requiring the client to save a major credit card on file, which many GBV victims/survivors do not have.

Implications and Recommendations

The providers we interviewed shared meaningful recommendations for how the DVP and other funders can continue supporting them or further improve their ability to provide services, many of which are related to increased funding and collaboration. Several providers suggested additional DVP-sponsored trainings and more cross-organization meetings with the aim of producing more meaningful collaboration. Several also thought the DVP could play an important role helping to increase awareness of services. Specific recommendations included increasing funding for marketing and outreach, having the DVP promote their services and partner organizations in a series of commercials, and elevating the work of grantee staff and programs “trying to save lives” to people in power in order to help create recognition for how critical GBV work is. Relatedly, multiple providers highlighted a need to increase funding to support staff salaries and invest in staff well-being, such as self-care, training, and other support.

Providers also shared specific recommendations to support grantees, including one who requested “more engagement with the DVP and city around strategic planning and capacity building for people receiving DVP dollars.” Others suggested strategic investment in building up providers’ internal capacity, particularly if they are new. Examples named included that the DVP could share or provide resources to help organizations become a 501(c)(3), learn to find funding or apply to grants, and develop greater cultural competency for staff. Several interviewees would also like the DVP to make the contract process less bureaucratic and more sustainable and to either stop using Apricot or make data tracking more provider-friendly. Related to data tracking, one provider highlighted the need to explore how to document and demonstrate success with GBV clients whose needs and progress can be difficult to quantify.

In addition to DVP-specific recommendations, the providers we interviewed offered suggestions for the greater Oakland community that would make a difference in their ability to meet GBV victims’ needs. They recommended that decisionmakers address the policy barriers to accessing housing options described above, including those facing parents with large families and/or male children. Many

providers would like to see more resources available for housing, mental health support, and transportation. Additional services for people who don't speak English would also fill clear gaps. Moreover, many participants and people affected by GBV more broadly would be better off if there were more investment in local economic empowerment and independence initiatives and in working in schools, as these services would support their longer-term goals and well-being.

Perceptions of Service Recipients

The evaluation team invited people who received GBV services to participate in interviews about their experiences with the services. As of mid- October 2024, 16 people had been interviewed.

Interviewees received services including 24-hour hotlines, bedside advocacy and accompaniment, life coaching, legal advocacy, therapeutic support, employment support, emergency shelter, and transitional housing and were asked about their experiences learning about and receiving services.

Here, we provide preliminary themes from these interviews. As the interviews are still ongoing, this interim report does not present findings from all clients who expressed interest in being interviewed.

The final evaluation report will include more findings from all the completed interviews.

Participant Successes

Overall, participants expressed gratitude for the free services they received in times of need and many were relieved after receiving them. Participants mentioned that housing and legal services were especially helpful. Many participants were satisfied with the level of rapport they were able to build with service providers, describing a strong sense of community and support. Those with positive experiences described successfully achieving the goals they developed as a part of receiving services, such as educational or employment outcomes. Several participants accessed additional services they were initially unaware of when seeking out services. Participants also reported developing new goals as they accomplished the initial goals they had set for themselves before joining the program or services. Spanish-speaking participants were particularly satisfied with receiving services in their native language.

Challenges Experienced by Participants

Although participants expressed gratitude for the services received, participants experienced a few common challenges. Some felt staff support was inadequate and that the time was insufficient to build

long-term relationships with staff. Additionally, some participants were unable to access the services they requested because of a lack of funding or availability. For example, several participants noted that there were limited available appointments for legal or counseling services, and that they conflicted with their work schedules or that their children would have to be taken out of school to attend. Others found that, even if services were available, there were many barriers to accessing them. For example, many landlords did not accept housing vouchers as a form of payment, severely limiting people's options when searching for a new place to live. Some participants shared that shelter rules and requirements can be restrictive, especially for individuals with children. In other cases, some participants were dissatisfied with the quality of legal support they received and cited examples including legal counsel not acknowledging evidence and witnesses in legal proceedings. Participants suggested that services could be made more helpful with longer-lasting support, more funding for additional services such as home security systems, and further targeted support in navigating case-specific barriers.

Conclusion

The comprehensive array of services and activities provided under the gender-based-violence strategy offer some promising signs in terms of reaching and serving people affected by GBV and helping them meet their critical needs and broader life goals. The strategy has been purposely designed to offer a variety of services that can address all the potential, and often intersecting, needs of survivors and people at risk of GBV—from hotlines to initiating contact with potential services to shelter and other housing services to therapeutic and employment support. Further, the service providers made nearly 4,000 referrals to other services within and outside of the DVP network funded by Measure Z, showing that they are working to address the various needs of participants and that there is a strong network of services available.

The GBV strategy supports many people affected by gender-based violence, as demonstrated by the more than 2,600 people reached through direct services and the even larger number of people who benefited from safe spaces and community events. People affected by GBV can be hard to reach, especially when it comes to providing sustained, long-term services, so the large number of people served, including those who received multiple services and/or service sessions, demonstrates successful implementation. Drawing from firsthand staff interviews and programmatic data on the full scope of services offered through the GBV strategy, we recognize the achievements of this strategy as demonstrated by the thousands of people served, sizable attendance at group events and safe space activities, and staff pride in helping participants meet their needs. Further, many participants expressed appreciation for the services they received and reported achieving their goals.

Still, each component of our initial analysis suggests areas for future growth. In this section, we present recommendations for improving practice and for improving data collection and access to support evaluation work. These are synthesized from all the evaluation findings to date and focus on cross-cutting themes. We then summarize the next steps for this stage of the evaluation, which will be reflected in the final evaluation report delivered in mid-2025.

Recommendations

Practice Recommendations

Create forums for coordination and communication across services. One of the notable strengths of the DVP service continuum is the **degree of referral relationships between different providers**, as is

evident in the data, and the level of partnership indicated during provider interviews. Coordination and communication across services and specialties is appreciated where it is happening, but how much it is happening varies. Many interviewees reported spending substantial time establishing and maintaining relationships needed to meet service participants' needs, and more formalized coordination might make this aspect of their work easier and allow them to dedicate more resources to providing services. Regular coordination might also help providers address emerging trends related to patterns of violence or participants' needs, just as the shooting-review meetings do for providers who take part in those sessions.

Deliver more cross-training for staff at different organizations. Relatedly, many providers appreciated the opportunities they had to attend trainings with peers from other organizations and specialties and felt the increased mutual understanding from those engagements supported better operational collaboration in the field. More opportunities for cross-provider collaboration and training would increase providers' ability to share lessons learned and expand their networks.

Focus on enhancing housing and mental health service options. The gaps in options to meet service participants' needs related to housing and mental health services came up repeatedly in interviews with providers. While these are difficult and long-standing issues, it is important to raise them because they were consistently described as barriers to effective assistance for service participants.

Assist providers with building their capacity. Community-based service providers who received DVP funding would like more assistance with building capacity from the DVP and from the City of Oakland generally. For example, the DVP could find ways to increase staffing and staff capacity to mitigate challenges from staff turnover and vacancies. Several providers described how more resources to promote staff wellness might alleviate burnout and turnover. The DVP could also make the yearly grant process easier for grantees, who are often managing reporting requirements from multiple grants from multiple sources. The City could also help identify additional funding sources for providers who are addressing complex needs and finding that the resources they have available, while needed and appreciated, are insufficient to meet the overwhelming needs of program participants. Additionally, several providers recommended that the DVP help spread awareness about the services available.

Data Recommendations

The City of Oakland and the DVP may want to revisit the process through which participants consent to their data being shared for evaluation purposes, to determine whether that process can continue to deliver necessary privacy protections while better supporting outcome analysis of the impact of DVP-funded services. The current process and resulting levels of consent (20 percent of GBV service participants) significantly limit the ability to connect service engagement and outcomes beyond a small and potentially unrepresentative subset of participants. Findings regarding the impact of programs on the subset of participants who consented to data sharing are valuable, but estimating the impact of those services on safety and violence in the city as a whole requires going beyond understanding what is happening with that small subset. Of note, 58 percent of GBV participant consent forms are marked as “not complete yet” in the Apricot data system. Although the DVP has revised the form, offered trainings, and provided guidance about the consent process, providers and participants may be wary about the implications of the consent. The DVP should explore how providers can overcome barriers to gaining participants’ consent while maintaining sharing data is voluntary.

Encourage providers to complete and update the forms in the Apricot data system more regularly and comprehensively, which will allow for a better understanding of participants’ needs and levels of engagement with programming. For example, the participant and enrollment forms capture important information about participants’ education, housing, families, referral sources, and exposure to violence, but many fields are not completed. Related to updating the forms, exit dates and reasons for exiting the program are missing for many participants, making it difficult to measure completion rates or how long people participate in the programs. Demographic information, in particular participant age, was missing for a large proportion of GBV participants.

Improve the integration of forms across the Apricot data system. Apricot is a comprehensive system with many forms specific to the variety of services funded by Measure Z. Some forms are based on the specific service provided but are not linkable back to participants, making analysis of service engagement more difficult.

Consider how Apricot could become a useful resource for providers. Many providers maintain their own separate databases and may not use Apricot for day-to-day case management or tracking participants over time. Considering the breadth of the DVP network and the level of referrals across organizations, Apricot could become a useful resource as data tracking becomes more accurate and comprehensive over time.

Evaluation Next Steps

The next steps for Urban's evaluation related to the GBV services funded through Measure Z are as follows:

- We will collaborate further with the community-based organizations that provide the GBV services to understand how they are implementing the services through additional outreach and interviews.
- We will continue inviting people who have received GBV services to participate in interviews to better understand their experiences with the services and recommendations for improving them.
- We will extend the quantitative data analysis of GBV services and levels of gender-based violence through the end of 2024 and through early 2025.

Appendix

Consent Rates

The rate at which participants consented to data sharing for the purposes of evaluation varied by strategy and activity. Table A.1 shows the consent rate for participants of the gender-based violence response strategy and activities from July 2022 to June 2024. Each row shows the consent status for the unique people who participated in the strategy and activity. People who participate in multiple activities are counted once in the overall calculations for the strategy.

TABLE A.1

One-Fifth of People Served by Gender-Based Violence Strategy Consented to Data Sharing

Consent rates of participants of gender-based violence response activities July 2022–June 2024

	Yes	No	Not complete yet	Never presented	Missing	Total participants	Consent rate
Strategy							
Gender-Based Violence	517	546	1,530	3	31	2,627	20%
Activity							
Bedside Advocacy	12	0	37	1	21	71	17%
Emergency Shelter	185	42	141	1	7	376	49%
GBV Employment	55	141	44	0	0	240	23%
GBV Life Coaching	62	1	1	0	0	64	97%
Legal Advocacy	47	169	967	0	5	1,188	4%
Safe Space Alternatives	124	4	20	0	3	151	82%
Therapeutic Support	53	196	401	1	2	653	8%
Transitional Housing	13	7	29	0	0	49	27%

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes

- ¹ “Sexual Exploitation of Children,” Office of Juvenile Justice and Delinquency Prevention, accessed August 27, 2024, <https://ojjdp.ojp.gov/programs/sexual-exploitation-children#:~:text=OJJDP's%20Specialized%20Services%20and%20Mentoring,exploitation%20and%20domestic%20sex%20trafficking.>
- ² “National Statistics,” National Human Trafficking Hotline, accessed August 27, 2024, <https://humantraffickinghotline.org/en/statistics.>
- ³ “Human Trafficking,” California Department of Justice, Office of the Attorney General, accessed August 27, 2024, <https://oag.ca.gov/human-trafficking.>
- ⁴ Banks, Duren, and Tracey Kyckelhahn. *Characteristics of suspected human trafficking incidents, 2008-2010*. Washington, DC: US Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, 2011.
- ⁵ “Alameda County District Attorney’s Office Announces Success of Operation Cross Country in Rescuing Human Trafficking Victims,” Office of the Alameda County District Attorney, August 3, 2023, [https://www.alcoda.org/alameda-county-district-attorneys-office-announces-success-of-operation-cross-country-in-rescuing-human-trafficking-victims/.](https://www.alcoda.org/alameda-county-district-attorneys-office-announces-success-of-operation-cross-country-in-rescuing-human-trafficking-victims/)
- ⁶ Naihobe Gonzalez, Mindy Hu, Natalie Larkin, and Michela Garber, *Oakland Unite 2018-2019 Strategy Evaluation: Crisis Intervention for Commercially Sexually Exploited Youth* (Oakland, CA: Mathematica, 2019).

About the Authors

Ashlin Oglesby-Neal is a senior research associate at Urban Institute, where she leads mixed methods process and outcome evaluations of justice programs and policies. Oglesby-Neal is skilled in large-scale data collection, causal analyses, and partnerships with local government, service providers, and law enforcement. Her research includes developing and validating assessment tools as well as evaluating the impact of treatment programs.

Sam Tecotzky is a research assistant in the Justice Policy Center at the Urban Institute, where he works on research and policy projects focused on prison conditions, reentry, and employment and education opportunities for people who have been involved in the criminal legal system.

Malore Dusenbery is a principal policy associate in the Justice Policy Center, where she focuses on victimization, particularly on gender-based violence. Her research, evaluation, and technical assistance aim to improve the provision of victim services, enhance responsiveness of the justice system and other mechanisms, and foster collaboration between researchers and practitioners.

Jesse Jannetta is a senior policy fellow in the Justice Policy Center, where he leads projects on community violence interventions, local justice reform and decarceration, prison and jail reentry, and parole and probation supervision.

Rania Ahmed is director of research and evaluation at Urban Strategies Council. She is an urban thinker who values utilizing data-driven research to deliver initiatives that ensure the socioeconomic well-being of communities. Ahmed brings compassion into utilizing the power of data analysis to develop policy recommendations for the public good in the San Francisco Bay Area.

Maya Salcido White is a research associate for Urban Strategies Council, contributing to research and evaluation projects primarily focused on violence prevention in Oakland. White has over five years of experience conducting research and evaluation for nonprofit organizations, specifically in public education. White values community-based participatory research, the creation of accessible data sources for community members, and the inclusion of youth and elders in creating data-driven solutions.

Ashley Cajina is a research and program assistant with expertise in qualitative and quantitative data analysis. Her career in research and community advocacy began as a youth fellow, where she focused on youth mental health advocacy and community organizing. She is committed to using her skills to drive meaningful change through research and advocacy.

STATEMENT OF INDEPENDENCE

The Urban Institute strives to meet the highest standards of integrity and quality in its research and analyses and in the evidence-based policy recommendations offered by its researchers and experts. We believe that operating consistent with the values of independence, rigor, and transparency is essential to maintaining those standards. As an organization, the Urban Institute does not take positions on issues, but it does empower and support its experts in sharing their own evidence-based views and policy recommendations that have been shaped by scholarship. Funders do not determine our research findings or the insights and recommendations of our experts. Urban scholars and experts are expected to be objective and follow the evidence wherever it may lead.



500 L'Enfant Plaza SW
Washington, DC 20024

www.urban.org



RESEARCH REPORT

An Interim Process and Outcome Evaluation of Oakland’s Measure Z–Funded Services

The Department of Violence Prevention’s Community Healing and Restoration Strategy, July 2022 to June 2024

Ashlin Oglesby-Neal
URBAN INSTITUTE

Sam Tecotzky
URBAN INSTITUTE

KiDeuk Kim
URBAN INSTITUTE

Jesse Jannetta
URBAN INSTITUTE

Rania Ahmed
URBAN STRATEGIES
COUNCIL

Maya Salcido White
URBAN STRATEGIES
COUNCIL

Ashley Cajina
URBAN STRATEGIES
COUNCIL

December 2024





ABOUT THE URBAN INSTITUTE

The Urban Institute is a nonprofit research organization that provides data and evidence to help advance upward mobility and equity. We are a trusted source for changemakers who seek to strengthen decisionmaking, create inclusive economic growth, and improve the well-being of families and communities. For more than 50 years, Urban has delivered facts that inspire solutions—and this remains our charge today.

Contents

Acknowledgments	v
Executive Summary	vi
Findings	vi
Descriptive Analysis and Process Evaluation	vi
Outcome Analysis	vii
Practice Recommendations	viii
Evaluation Next Steps	ix
Introduction	1
About the Community Healing and Restoration Strategy	2
Recent Violence Trends in Oakland	4
Methodology	6
Data Collection	8
Interviews	8
Surveys	9
Observations of Town Nights	9
Administrative Data Sources and Analysis	9
Limitations	10
Community Healing and Restoration Descriptive Analysis	11
Individual and Group Services Provided through Community Healing and Restoration Activities	11
Family Support Services	11
Other Community Healing and Restoration Activities	12
Referral Network	14
Mini Grants	15
Town Nights	16
Town Nights Implementation	17
Process Evaluation Findings	19
Perceptions of Town Nights Attendees	19
Perspectives of Town Nights Providers	21
Outcome Analysis Findings	24
Findings	26
Conclusion and Summary of Findings	30
Recommendations	31
Practice Recommendations	31

Evaluation Next Steps	33
Appendix. Additional Information on Town Nights Analysis	34
Consent Rates	37
Reference	38
About the Authors	39
Statement of Independence	41

Acknowledgments

This report was funded by the City of Oakland. We are grateful to them and to all our funders, who make it possible for Urban to advance its mission.

The views expressed are those of the authors and should not be attributed to the Urban Institute, its trustees, or its funders. Funders do not determine research findings or the insights and recommendations of Urban experts. Further information on the Urban Institute’s funding principles is available at urban.org/fundingprinciples.

We are grateful for the contributions of personnel from the Oakland Department of Violence Prevention, the community-based organizations that operated the 2023 Town Nights events, the Measure Z Evaluation Community Advisory Board, and the Public Safety and Services Violence Prevention Oversight Commission. We could not have done this work without the contributions to the data collection of Urban Strategy Council’s community fellows. We also appreciate the insights and perceptions shared by Oakland community members.

Executive Summary

This interim evaluation report presents descriptive, process, and outcome findings regarding the Oakland Department of Violence Prevention’s (DVP’s) community healing and restoration (CHR) strategy. Activities encompassed in this strategy are intended to help families affected by homicide and support neighborhoods and communities most impacted by group violence and gender-based violence. These services and activities help community members cope and heal in response to incidents of violence while strengthening social capital in neighborhoods as a protective factor against violence. The efforts under this strategy are reaching areas and populations most affected by violence while fostering community bonds.

Findings

Descriptive Analysis and Process Evaluation

Group and individual-level services included in the CHR violence prevention strategy have reached thousands of Oakland residents, many of whom have been personally affected by violence. Between July 2022 and June 2024, the DVP assisted 156 individuals through its family-support services, most commonly providing case management, financial support, relocation, and funeral/vigil planning services. Additionally, 76 people received therapeutic support services and 69 people received restorative services focused on supporting families affected by violence over the same two-year period.

CHR service providers helped organize hundreds of group events. Neighborhood and community teams alone held more than 400 community-building events. Mini grants were disbursed as part of the CHR strategy, funding community reinvestment and rejuvenation work, such as public art projects and restorative storytelling activities. A total of \$465,000 in local capacity-building mini grants were awarded.

Organized by local community-based organizations and supported by the DVP, Town Nights are the most publicly visible and resource-intensive Measure Z-funded CHR activity. Town Nights events are large community gatherings in multiple parks and community centers in Oakland on Friday nights during the summer. Selection of Town Nights locations is guided by data on where shootings are more

prevalent. In summer 2023, they occurred in nine locations over six consecutive weeks (54 total events) and in summer 2024, there were 31 events in eight locations. Each site was funded to host three events, and some hosted more either by stretching the DVP funding or supplementing it from other sources. In 2023 Town Nights events were attended by thousands of people, and they provided employment to an average of 185 young people each Friday.

To complement findings on the extent of CHR activities, we conducted surveys and interviews with attendees at weekly summer Town Nights events—community-building events held at parks and other public spaces—on six consecutive weekends during the summers of both 2023 and 2024. Most interview participants expressed enthusiasm and support for DVP events and shared how the events had built on previous years' efforts to strengthen local bonds and community cohesion. Almost all attendees at Town Nights events reported being either satisfied or very satisfied with the activities offered.

In addition to interviews with event attendees, we conducted semistructured interviews with service providers responsible for hosting and administering Town Nights activities who, along with hosting these events, use them to connect with people who might be interested in participating in services funded by the DVP. These providers see their events making meaningful contributions to community cohesion and safety, as evidenced by more resident presence outside and the community feeling safer. The ability to use Town Nights as an employment opportunity for many of their program participants was seen as a valuable contributor to keeping them safe and away from potentially risky activities. Interview respondents emphasized that Town Nights events require significant advanced planning, and that engagement from the DVP and the City on this planning is an important facilitator of success. Providers appreciated recent DVP enhancements in capacity to support Town Nights.

Outcome Analysis

In addition, using data on crimes and calls for service we received through a data-sharing agreement with the Oakland Police Department, we performed an impact evaluation to assess the localized effects of the CHR strategy's Town Nights events on local levels of violence and calls for police service. We employ a difference-in-differences model, combined with propensity score matching, to answer whether these Measure Z-funded Town Nights events affect violence at the community level. We did not detect any statistically significant effects of Town Nights events on outcomes around local violence and crime compared with similar neighborhoods, but we did observe that specific block groups where Town Nights events were held experienced higher rates of calls for service per capita

and more reported crimes than other block groups, suggesting that event organizers were reaching populations disproportionately affected by crime and violence. Given the small sample size of Town Nights events and the difficulty in disaggregating the effects of Town Nights activities from other local drivers and inhibitors to crime and safety outcomes, we were not able to detect any statistically significant effects of these events on crime in the neighborhoods surrounding the events.

Practice Recommendations

Create forums for different service providers to coordinate and communicate. A notable strength of the DVP service continuum is the comprehensive network of referral relationships between service providers evident in the data and the level of partnership indicated by providers we interviewed. While service providers appreciate the coordination and communication where it is happening, the extent of this coordination differs by service and provider. Community healing often occurs downstream of other structural realities of how issues of violence and safety manifest in schools and communities. Regular coordination can help providers address emerging trends in patterns of violence and participants' needs, and they can use information about the types of services people receive to better tailor community healing and restorative events and initiatives.

Deliver more cross-training for staff at different organizations. Relatedly, many providers appreciated the opportunities they had to attend trainings with peers from other organizations and in other specialties, and they felt the increased mutual understanding from those engagements improved operational collaboration in the field.

Recruit and retain multilingual staff. In a community as linguistically diverse as Oakland, multilingual staff are needed in all roles that involve active engagement with clients, particularly Spanish-speaking staff, given the many monolingual Spanish speakers in Oakland.

Sustainably resource the community-engagement aspects of the DVP's community healing and restoration strategy. The goals of increasing social cohesion and building healthy community relationships that underlie Town Nights in particular required long-term processes with consistency and sustainability. As the part of the DVP strategy that most broadly engages residents in Oakland neighborhoods of focus, Town Nights play an important role in seeding peace. Residents we surveyed and interviewed value these events and would like to see additional resources to support community-activation events throughout the year.

Assist providers with building their capacity. Community-based service providers who received DVP funding would like more assistance with building capacity from the DVP and from the City of Oakland generally. This could include finding ways to increase staffing and staff capacity to mitigate challenges resulting from staff turnover and vacancies; making the yearly grant process easier for grantees, who are often managing reporting requirements from multiple grants from multiple sources; and identifying additional funding sources for providers who are addressing complex needs and finding that available resources, though needed and appreciated, are insufficient for program participants' needs. By spending less time and money on administrative processes, providers would have more resources available to scale up events like Town Nights by boosting staffing and providing a broader scope of activities for attendees. It would also help lower the provider-to-client ratio.

Hold Town Nights more frequently and in more locations to reach more people. In 2023, Town Nights events were hosted for six consecutive weeks at nine locations across Oakland, hosting almost 18,500 attendees. In 2024, only one venue was able to host events on all six summer nights. Participants we interviewed at Town Nights events agreed that the events were positive community-building spaces, but they wanted for the program to expand. By ensuring all Town Nights locations can host the events each week the events occur, the DVP can provide community members with a more consistent space where they can reliably spend their time doing community healing and restorative activities. And by expanding Town Nights to new locations, the DVP can reach populations that were underrepresented at the 2023 and 2024 Town Nights events.

Evaluation Next Steps

The next steps in our evaluation will be to collect qualitative data from people who participated in community healing and restoration services to better understand their experiences with services, and to extend the quantitative analysis of the relationship of Town Nights events to safety measures, to include the events held in the summer of 2024.

Introduction

For decades, the city of Oakland has grappled with gun and gender-based violence, and for decades it has responded by making extensive investments in building capacity and mobilizing expertise to respond to existing violence and avert future violent victimization. This interim evaluation presents findings and insights regarding the work supported and the outcomes realized by one form of that investment: the initiatives and activities comprising the community healing and restoration (CHR). The group community healing and restoration strategy is overseen by the Oakland Department of Violence Prevention (DVP) and carried out by community-based organizations, whose work is funded through the Public Safety and Services Violence Prevention Act (popularly known as “Measure Z”). This evaluation work examining community healing and restoration is part of a larger process and impact evaluation of Measure Z-funded initiatives undertaken by Urban Institute in partnership with the Urban Strategies Council, over a three-year period from July 2022 to June 2025.

BOX 1

Measure Z and the Department of Violence Prevention

In 2014, Oakland voters passed Measure Z, the Public Safety and Services Violence Prevention Act. Measure Z built on lessons from the earlier Measure Y, the Violence Prevention and Public Safety Act of 2004. Measure Z provides approximately \$27 million in funding annually, with \$2 million designated for improving fire-response services, about \$15 million for violence-reduction efforts within the Oakland Police Department, and roughly \$10 million for violence prevention and intervention programs overseen, and in some cases directly provided, by the Department of Violence Prevention (DVP). Measure Z-funded DVP activities are grouped into four strategy areas: group violence response, gender-based violence response, community healing and restoration, and school violence intervention and prevention (VIP) teams that embed the other three strategy areas in select Oakland schools.

Established in 2017, the DVP has a mandate to reduce gun violence, intimate partner violence, and commercial sexual exploitation. Before the DVP was established, the community-led components of the City of Oakland’s violence-reduction work were housed in Oakland Unite. Oakland Unite was a division of the City’s human services department, and the DVP absorbed its functions, and staff were automatically transferred from Oakland Unite to the DVP. The roles and responsibilities of Oakland Unite were fully assumed by the DVP in 2020, and the DVP also took on new functions.

Source: *Department of Violence Prevention Strategic Spending Plan, 22-24* (City of Oakland, Department of Violence Prevention, 2021).

In presenting this most recent evaluation contribution to understanding Oakland’s investments in violence, we begin by detailing the scope of the DVP’s CHR activities, situating this evaluation and the DVP’s CHR initiatives in the complex context of Oakland’s violence prevention and intervention work and its history, including prior evaluations of services funded by Measure Z. We then provide an overview of the focus of this evaluation, what is included in this report, and what will come in the final evaluation report in 2025. We then share our findings, both qualitative and quantitative, relative to the CHR strategy. The report then provides analysis quantifying the impact of Measure Z-funded services on outcomes, and we conclude with strategy-specific summary recommendations from our evaluation work to date.

About the Community Healing and Restoration Strategy

Services funded through Oakland’s community healing and restoration strategy are intended for families affected by homicide and neighborhoods most affected by group violence and gender-based violence. The services collectively help community members cope and heal in response to incidents of violence. They are also intended to strengthen social capital in neighborhoods as a protective factor against violence. The Measure Z-funded activities in this strategy that have operated since July 2022 are Town Nights, healing and restorative activities, neighborhood and community teams, family support, and therapeutic support.

Town Nights is a series of large community events held in Oakland parks and community centers on Friday evenings during summer months to provide a safe space for community members of all ages to socialize and recreate. These events build community cohesion and employ community members in need of financial assistance. Locations are selected using data on where shootings are more prevalent.

Healing and restorative activities build unity and change norms around community violence in Oakland through healing circles, marches, vigils, and community dialogues and events. They also provide financial support to families who have lost loved ones to violence. These activities are delivered by Building Opportunities for Self-Sufficiency, Restorative Justice for Oakland Youth, and Urban Peace Movement, with additional services subcontracted through Restorative Justice for Oakland Youth, Urban Peace Movement, Adamika Village, Khadafy Washington Foundation, and No More Tears.

Neighborhood and community teams are groups of individuals who serve as credible messengers and visible ambassadors of the Department of Violence Prevention’s network of service providers in

the community. Team members develop and maintain relationships that can be leveraged to mediate group violence, host community events to build social cohesion and beautify neighborhoods, and connect community members to resources after shootings and homicides. Professional development workshops for staff at DVP-funded organizations on topics related to community healing, gender-based violence, group and gun violence, and restorative justice are also offered in this area.

Family support services are provided to family members of homicide victims. Services include support with completing victim-compensation applications, support with submitting relocation requests, referrals to helpful services, and payment of funeral expenses.

Therapeutic support services include individual psychotherapy, healing practices, and support groups for families, peers, and loved ones after homicides, as well as for survivors of community violence.

Together, the services that make up the DVP's CHR strategy fit into the department's broader approach to violence prevention. Community restoration efforts offer Oakland residents opportunities to come together and heal from the wounds that the DVP's three other strategies address: gender-based violence, group and gun violence, and school violence. Without this restorative approach, local victims and survivors, as well as those indirectly affected by crime and violence, would have little funding and infrastructure to help them rebuild. As such, in this report, we hope to highlight not only the impact of this strategy but how it fits into a more expansive violence prevention ecosystem.

Activities funded by Measure Z under the CHR strategy, along with the budget allocation for the strategy's activities, are shown in table 1.

TABLE 1

The Oakland Department of Violence Prevention’s Community Healing and Restoration Activities, 2022–2024

Providers		Budget amount 2022–24
Activity		
Town Nights	Building Opportunities for Self-Sufficiency, Communities United for Restorative Youth Justice, Destiny Arts Center, East Oakland Boxing Association, Family Bridges, TRYBE, Adamika Village*, Khadafy Washington Foundation*, Hoover Foster Resident Action Council*, Homies Empowerment*, Oakland Raised Me*	2,180,000
Healing and restorative activities	Catholic Charities of the East Bay, Restorative Justice for Oakland Youth, Urban Peace Movement, Adamika Village*, Khadafy Washington Foundation*, No More Tears*	2,250,000
Neighborhood and community teams	Building Opportunities for Self-Sufficiency, Communities United for Restorative Youth Justice, Roots Community Mental Health Center, TRYBE, Adamika Village*, Khadafy Washington Foundation*, Hoover Foster Resident Action Council*	3,690,000
Family support	Youth ALIVE!	619,000
Therapeutic supports for families	Catholic Charities of the East Bay	276,000
Community capacity building & mini grants	Urban Strategies Council, Youth Leadership Institute	1,063,000

Source: Information on funding by activity from July 1, 2022, through September 30, 2024, provided by the Department of Violence Prevention.

Note: * indicates organization providing additional services via subcontract.

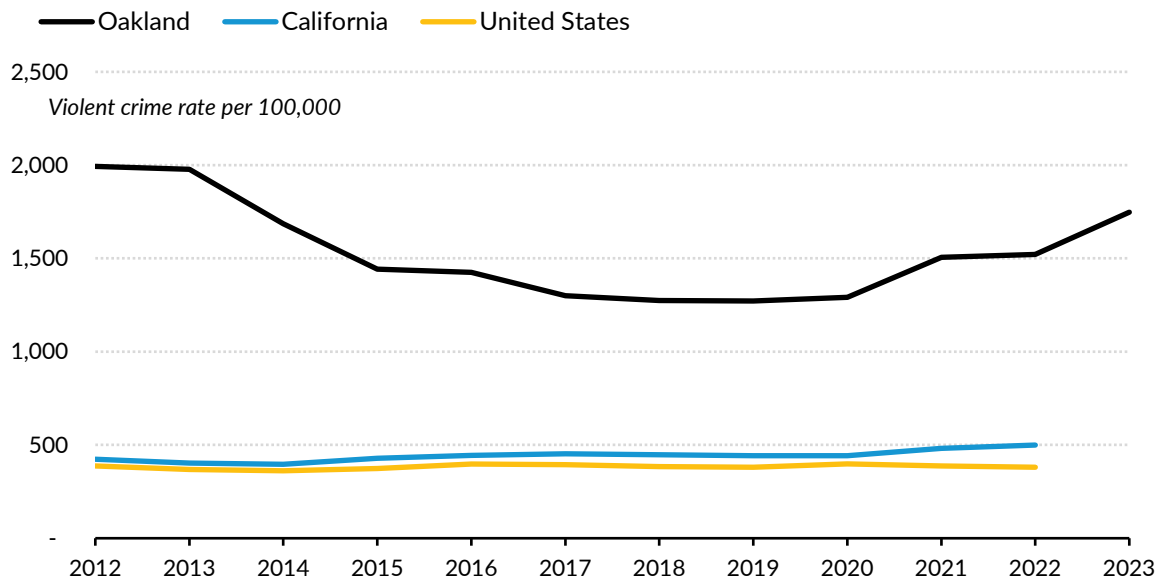
Recent Violence Trends in Oakland

The period covered by this evaluation report, from July 2022 through June 2024, was a difficult one in the city of Oakland’s history of violence prevention efforts. Though Oakland has a violent-crime rate well above the averages of both the United States and California, in the years leading up to the COVID-19 pandemic the prevalence of violence in Oakland declined significantly and consistently (figure 1).

FIGURE 1

Annual Violent Crime Rate per 100,000 People in Oakland, California, 2012–2023

Compared with state and national rates



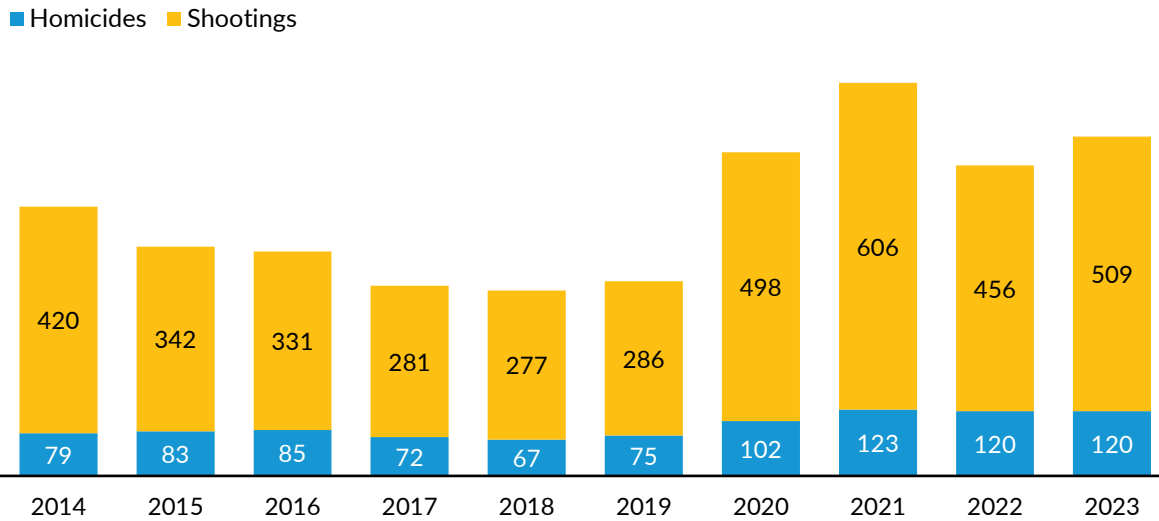
Source: FBI Crime Data Explorer, accessed July 8, 2024, <https://cde.ucr.cjis.gov/LATEST/webapp/#/pages/home>; Oakland Police Department citywide annual crime reports publicly available at <https://www.oaklandca.gov/topics/police-data>.

Notes: Violent crimes include murder and nonnegligent manslaughter, rape, robbery, and aggravated assault. Rates for 2021 and 2023 were calculated using the Oakland Police Department crime reports. Rates for 2023 for California and the United States will be released in late 2024.

This trend reversed sharply alongside the onset of the pandemic, and shootings in Oakland specifically increased sharply in 2020 (figure 2). Shootings peaked in 2021 but remained at levels much higher in 2022 and 2023 than from 2015 to 2019.

FIGURE 2

Annual Homicides and Shootings in Oakland, California, 2014–2023



Source: Oakland Police Department citywide annual crime reports, available at <https://www.oaklandca.gov/topics/police-data>.
Notes: Following the Uniform Crime Report hierarchy rule, the graph shows the number of crime incidents in which homicide or a shooting was the most serious offense. The number of shooting and homicide victims may be greater than the number of crime incidents, as a shooting with multiple victims would be counted as one incident.

The most recent available data on shootings and homicides indicate that the number of shootings and homicides in the first half of 2024 was lower than the trends from 2022 and 2023 but was still above pre-2020 levels. The final evaluation report will include whether this more hopeful trend bears out through the remainder of 2024.

The trend in domestic violence, which is one type of gender-based violence (GBV), suggests a more hopeful trajectory, and in a separate report on the DVP's gender-based violence strategy, we consider how the DVP's efforts aided victims and survivors of GBV. Here, we note that OPD incident report data indicates a reduction in reported domestic violence in the years since the onset of the pandemic, though it is important to note that domestic violence is often underreported.

Methodology

In 2022, the Urban Institute, in partnership with Urban Strategies Council, was selected by the City of Oakland to conduct a process and impact evaluation of Measure Z-funded initiatives for a three-year evaluation period from July 2022 to June 2025. The Measure Z services cover two primary components: (1) violence prevention and intervention strategies operated by the DVP, and (2)

geographic, special-victims, and community-policing services implemented by the Oakland Police Department.

This evaluation focuses only on strategies and activities implemented by community-based organizations with Measure Z funding. The evaluation does not cover services provided directly by DVP staff or the Ceasefire strategy, nor does it address the DVP's other three violence reduction strategies, though there is significant overlap in both the methods employed, and the expressed goals, of service providers operating under each strategy. **The evaluation has three components.**

First, the descriptive analysis presents data on the level and nature of activity undertaken by the DVP and its funded community partners. This includes addressing what we know about the characteristics of participants, incidents responded to, services provided, and outcomes recorded. This component draws from the DVP's Apricot data-management system. In addition to the analyses described in this report, the evaluation supported the development of public data dashboards. The dashboards can be accessed for further detailed information about the strategies and activities funded by Measure Z at <https://www.oaklandca.gov/topics/dvp-measure-z-funded-grantee-network-data-dashboard>. The following research questions are addressed in this component:

- How many people were served in each program? How many incidents were responded to? How many community activities occurred?
 - » What were the characteristics of these clients/incidents/activities?
- What was the dosage of the various Measure Z-funded DVP activities, at the client, family, and community levels?

Second, our process evaluation addresses questions about the implementation of the Measure Z-funded activities, going beyond the descriptive information about what activities were undertaken to understand how well they are working and identify implementation challenges and successes. The following research questions are addressed in this component:

- How were the Measure Z-funded DVP activities implemented?
- What are the facilitators of and barriers to success for each activity within the DVP community healing and restoration substrategy?
- How do the different Measure Z-funded components interact and relate to an overall approach to violence reduction?

Third, our impact evaluation assessed whether the Measure Z-funded activities are realizing intended outcome at the individual and community levels. The following research questions are addressed in this component:

- Do Measure Z-funded activities affect violence at the community level?
- Do people engaged by Measure Z-funded services fare better in terms of safety, well-being, and justice-system involvement than similarly situated people who are not engaged?

For the CHR strategy, we conducted an outcome analysis on community-level impacts for Town Nights, as one goal of Town Nights is to improve safety and the data supported a spatial analysis of impact. Individual-level impact analyses were not feasible for CHR services, as only 73 participants in services consented to sharing individual identifiers during the observation period, which was not a sufficient number to support outcome analysis.

Data Collection

Interviews

The Urban Institute and Urban Strategies Council conducted five interviews with five organizers of the DVP's Town Nights. These in-depth, semistructured interviews, which occurred virtually from August 2023 through July 2024, helped us better understand implementation experiences. Leadership and staff at the community-based organizations funded to host Town Nights events through Measure Z were informed of the interview opportunity via email using contact information provided by the DVP. Each potential interview began with an informed consent process in which staff could decide whether to proceed with the interview. The interview questions asked about their roles and responsibilities, how the activity was being implemented, referral sources, collaboration across agencies, community needs, perceived benefits of Town Nights, and implementation challenges and successes. At the Town Nights events, Urban Strategies Council conducted 41 semistructured 10-to-15-minute interviews with Town Nights attendees. Those interviews were intended to gather qualitative data on the facilitators of and barriers to the success of Town Nights to capture recommendations for improvement from the voices of participants. Every interviewee was compensated with a \$15 gift card for their time.

Surveys

The Urban Strategies council administered a community survey during the Town Nights events in 2023 and 2024. The survey asked about neighborhood conditions, safety, experiences with crime, familiarity with local services, including Town Nights, and experiences with OPD. The survey was completed by adult Oakland residents.

Observations of Town Nights

Researchers and community fellows from the Urban Strategies Council conducted systematic observations at the Town Nights events in 2024. The observations documented the activities and resources available, level of attendee engagement, and physical condition and accessibility of the Town Nights locations.

Administrative Data Sources and Analysis

The Urban Institute executed a data-sharing agreement with the City of Oakland to receive data from multiple sources from the Department of Violence Prevention and the Oakland Police Department. Table 2 lists the types of data received and analyzed in this report. The DVP provided data from its records-management system, called Apricot, which was launched in January 2023. Apricot contains data on individual participants and the services they received as well as on group services and incident responses. Although Apricot launched in 2023, the DVP was able to carry over data from 2022 that were collected through its previous system, Cityspan. As part of the grant requirements, the DVP-funded service providers report data in Apricot, allowing for more uniform data and consistent analysis across all providers.

Several OPD data sources support the evaluation of the DVP, including data on 911 calls for service and crime. The data on calls for service include all 911 calls referred to the OPD from January 2018 to September 2023. The data include information on the call date, time, location, type, priority, and disposition. We received data on all crimes reported to and recorded by the OPD from January 2012 to June 2024, including the date, time, location, and crime type.

TABLE 2

Sources of Data Used in This Interim Evaluation of Measure Z–Funded Services

Data source and type	Data coverage
<i>Oakland Department of Violence Prevention</i> Service provision and participation	July 2022–June 2024
<i>Oakland Police Department</i> Calls for service	January 2018–September 2023
Crime incidents	January 2012–June 2024

Limitations

Some important limitations should be considered when assessing the findings of this stage of the Measure Z evaluation. The first is the fact that Apricot, the DVP’s new data-entry and -management system, went live in January 2023. Adopting a new system like Apricot involves a learning curve and data-entry inconsistencies and quality-control issues frequently arise and need to be fixed. Urban worked closely with the DVP to mitigate the impact of this change on the evaluation, including obtaining Apricot data extracts as early as possible to become familiar with the data structure and begin asking questions well in advance of the delivery dates for evaluation analyses. Nonetheless, providers’ data-collection practices may have differed as they began using Apricot, which may be reflected in our data.

Community Healing and Restoration Descriptive Analysis

In this section, we share preliminary findings from the several data sources detailed in the previous section. In our descriptive analysis, we demonstrate the number of people who benefited from the Department of Violence Prevention’s community healing and restoration activities, focusing on who received which services, how many clients were served, and how people learned about and were connected to the DVP’s service network. We then summarize findings from interviews with service providers at Town Nights events.

Individual and Group Services Provided through Community Healing and Restoration Activities

In our descriptive analysis of services funded by the DVP, we provide an overview of the scale and reach of the department’s activities in the community healing and restoration strategy area, as well as findings from interviews with people connected to the family-support services.

Family Support Services

From July 2022 through June 2024, 156 people received family support services. As described by interviewees, after a homicide Khadafy Washington Project at Youth ALIVE! is notified of the victim’s name and next of kin. With this information it works to help next of kin with immediate needs, like applying for funeral/burial expenses and choosing a funeral home, and helps with some expenses, such as placing an obituary and obtaining flowers. Over the longer term it brokers assistance with mental health and case-management services.

In doing outreach to a family affected by violence, family services providers try to give the family some time before contacting them. They then meet face-to-face and let them know that the family-support team is there to help them get connected, that they will “be their advocates through the process,” as one provider put it. They share next steps and call the relevant victim compensation agency to set up an appointment. According to the stakeholder most familiar with this process, families’ receptiveness varies. Some are initially angry but reach back out later. Others find the Victim Compensation Board online and fill out an application themselves, but in such cases, the applications

go to the Sacramento office for processing rather than the Oakland office. Family support services offered by Youth ALIVE! then help connect them to the Oakland office and the application gets expedited.

After making initial contact, family support providers check on the family after one or two weeks because, as a stakeholder noted, “that’s when people go back to their lives and stop surrounding them with love, but the family’s life will never be the same.” This engagement is where the focus shifts to mental-health and case-management services. These providers offering family-support services work with Catholic Charities of the East Bay and Urban Peace Movement on mental-health services, but as one service provider explained, there is a “desperate need” for more capacity in this area.

Family support staff participate in the weekly review of shootings and homicides (discussed in the Group Violence Response section of this report), and partnerships with the other professionals who participate in that review help in several ways. Violence interrupters help connect family support to families that are hard to reach because they are transient or unhoused. They can also help identify whether a family might be at risk for retaliation. One stakeholder reported that in these partnerships, more clarity among the network partners about who is doing what and when with families would be helpful; it can be confusing to families when multiple people, including from the OPD, are reaching out to them.

Lastly, an interview respondent emphasized how important it is to provide these services so that something is available to support families who have lost someone to the violence. Though the goal of the DVP Measure Z-funded work is to avert violence, when the violence is not averted, families cannot be left to fend for themselves. “Somebody needs to be on the sad side of the end result of the violence that’s happening in the city,” they shared.

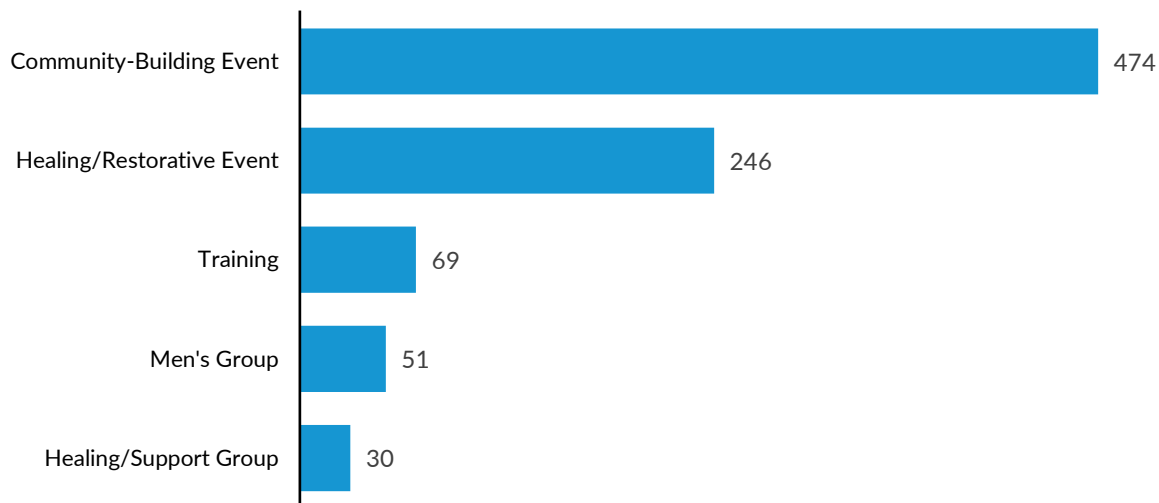
Other Community Healing and Restoration Activities

Community healing and restoration activities involved hosting group events and providing individual support. Figure 3 shows the types of group events undertaken within this activity. The most common group events were healing/restorative events, which are healing circles, vigils, or other gatherings held in direct response to a violent incident. The next most common were Men’s Groups (which are focused on cultural healing for young Black men impacted by the criminal legal system), and community-building events (events such as food or resource distribution, neighborhood gatherings and meals, and arts and cultural events that are meant to proactively build community and are not in response to a violent incident). Training events in this area are professional development workshops

for staff on topics related to community healing, gender-based violence, group and gun violence, and restorative justice.

FIGURE 3

Healing and Restorative Activities Group Events Conducted, July 2022 to June 2024



Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

People receiving community healing and restoration services mostly received therapeutic support and case management, and this activity also connected many of them to family support. Therapeutic support services include individual psychotherapy, healing practices, and support groups for families, peers, and loved ones after homicides, as well as for survivors of community violence. Therapeutic support services worked with 76 people over the two-year period starting in July 2022. The service types delivered were case management and therapeutic support, with the latter being more common. Healing and restorative activities include providing family support to families of homicide victims. Sixty-nine people participated in healing and restorative activities and the main service type was case management. Neighborhood and community teams largely focused on carrying out community-building events (table 3). In the first full grant year from October 2022 to September 2023, these teams conducted 261 community-building events with a total attendance of 23,214 people (which includes duplicate attendance when the same person attends multiple events). In the first nine months of the second grant year, they conducted 141 community-building events with a total attendance of 9,657 people, a count that includes duplicate attendees.

TABLE 3

Community-Building Events Conducted by Neighborhood and Community Teams

June 2022 to July 2024

	Events	Total attendance
Grant year		
2022	35	2,469
2023	261	23,214
2024	141	9,657
Total	437	35,340

Source: Urban Institute analysis of Apricot data, including event attendance, provided by the Oakland Department of Violence Prevention.

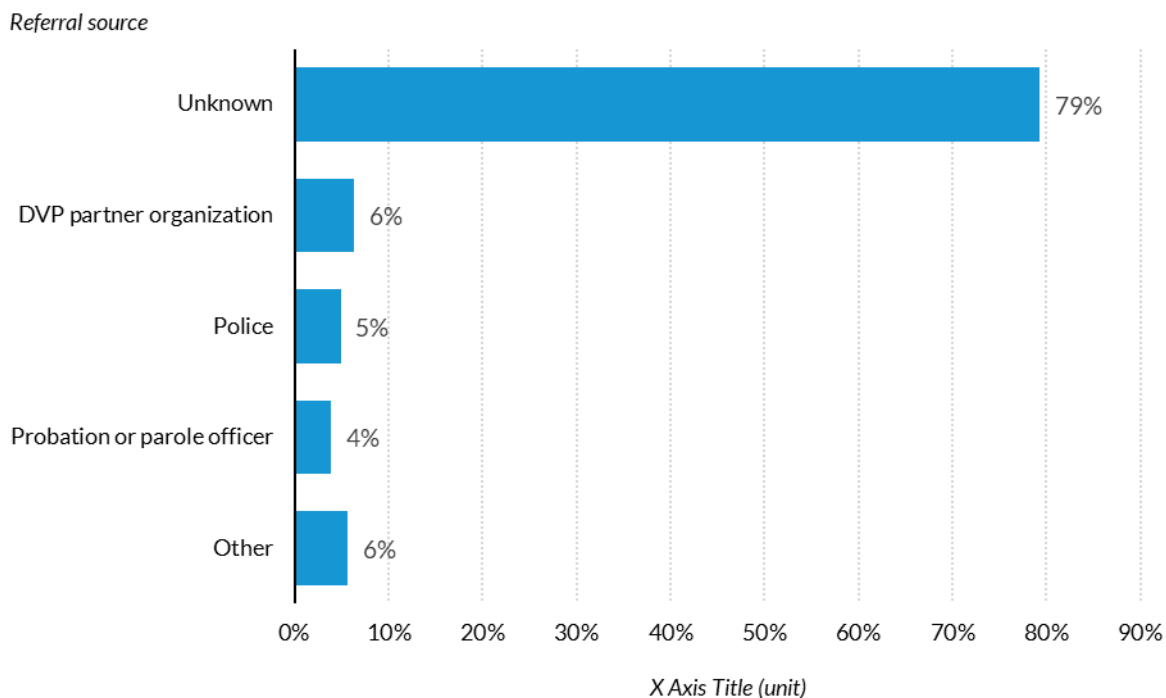
Note: People who attended events in multiple years are counted in each distinct annual total.

Referral Network

The DVP and its funded providers receive referrals for potential participants from disparate sources, including local criminal legal system agencies, other community-based organizations, and other local government agencies. In addition, many people hear about the programs from family and friends or simply walk in to request services without having received a formal referral. For CHR participants for whom referral sources were recorded, they were largely referred by DVP partner organizations, police, and probation or parole officers. We also note that the referral source was not recorded in the Apricot data system for most CHR participants. These referral sources show that many local agencies and organizations are not only aware of the services and providers funded by Measure Z, but also see them as potentially beneficial to participants.

FIGURE 4

How People Were Referred to Community Healing and Restoration Activities



Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes: “Other” includes referrals from the victim-of-crime office, hospitals, and self-referrals/walk-ins. “Unknown” indicates that no referral source was recorded for the participant.

Once a provider begins working with a participant, they can refer them to other services inside and outside of the DVP network that might benefit them. There were 75 external referrals made for CHR participants from July 2022 to June 2024. The most common external referrals for CHR participants were for victim-of-crime services, mental health, family support services, housing, and employment. Many of these services are supported with Measure Z funding, and providers then make referrals to other DVP partner organizations. These referrals to initial services and then on to further services reinforce the comprehensive service ecosystem the DVP seeks to create.

Mini Grants

Lastly, the Community Healing and Restoration strategy included provision of mini grants to community organizations to undertake activities consistent with the overall goals of this strategy area. These grants, up to \$15,000 for small organizations and up to \$5,000 for individuals, funded everything from community reinvestment and rejuvenation, such as public arts projects or restorative

storytelling activities. The scope of mini-grant activity is summarized in table 4. Over the funding period from July 2022 through September 2023, 55 mini grants were awarded totaling \$465,000.

TABLE 4
Mini Grants Dispersed through the Community Healing and Restoration Strategy, by Area of Oakland

	Grants	Amount awarded
Area served		
Central	11	\$105,000
Citywide	8	\$101,500
East	21	\$157,000
North/West	10	\$69,500
West	4	\$24,500
Unspecified	1	\$7,500
Total	55	\$465,000

Source: Information on mini grants funding from July 1, 2022, through September 30, 2023, provided by the Oakland Department of Violence Prevention.

Notes: Mini grants were awarded in fiscal year 2023 only.

Town Nights

Organized by local community-based organizations and supported by the DVP, Town Nights are the most publicly visible and resource-intensive Measure Z-funded DVP activity. Town Nights events are large community gatherings in multiple parks and community centers in Oakland on Friday nights during the summer. Selection of Town Nights locations is guided by data on where shootings are more prevalent.

In summer 2023, they occurred in nine locations over six consecutive weeks (54 total events) and in summer 2024, there were 31 events in eight locations. Each site was funded to host three events, and some hosted more either by stretching the DVP funding or supplementing it from other sources. In 2023 Town Nights events were attended by thousands of people, and they provided employment to an average of 185 young people each Friday.

Town Nights have multiple goals: to provide a safe space for recreation and socializing to community members of all ages, build community cohesion, and employ community members experiencing financial need. Town Night events incorporate four components: community outreach to encourage attendance, employment opportunities at events, recreational activities and food available to all attendees free of charge.

In this section we present findings on how Town Nights operated, the implementation experiences of the community organizations operating them, and how they are perceived by people attending them. Preliminary findings from an analysis of their impact on safety during their hours of operation are considered later in our report when we look at the relationship between Town Nights and short-term safety outcomes.

Town Nights Implementation

To better understand how Town Nights operated and were experienced by organizers and attendees, the evaluation team conducted structured observations of Town Nights events, surveyed attendees, and interviewed community-organization staff involved in planning and carrying out the events.

In 2023, Town Nights events occurred over six consecutive Fridays at nine locations. There were fewer Town Nights locations and events in 2024, with a more dispersed schedule (table 5).

TABLE 5
Town Nights Locations and Event Frequency, 2023 and 2024

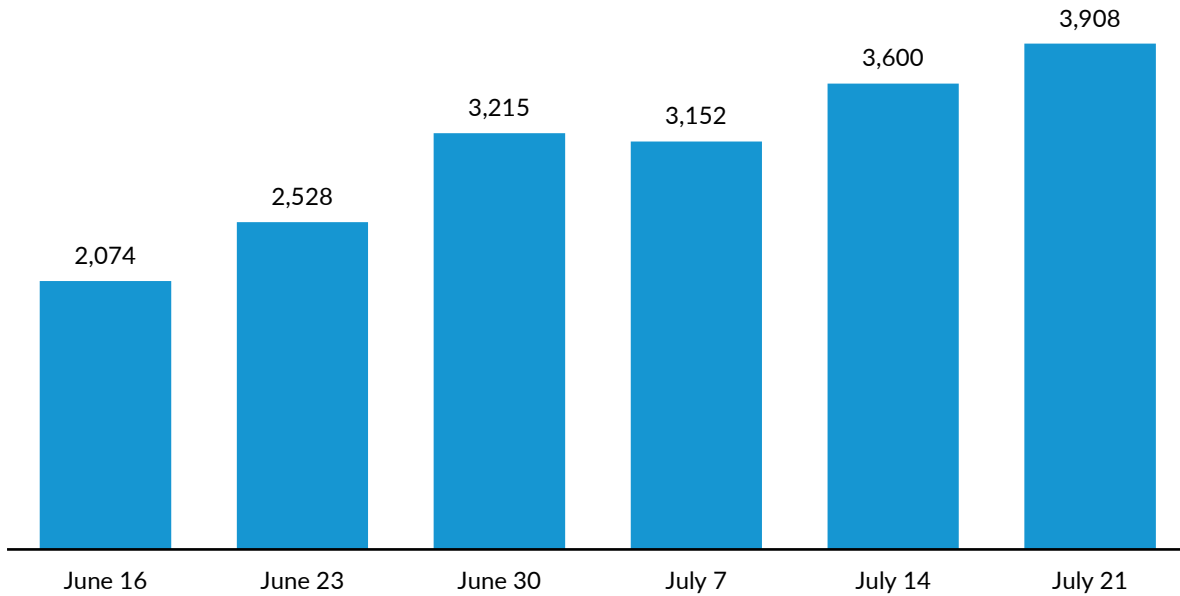
	2023 Town Nights events	2024 Town Nights events
Location		
Acorn Learning Center	6	4
Arroyo Viejo Park	6	4
Carter Gilmore Park	6	3
Elmhurst Park	6	6
Fruitvale Transit Village	None	3
Hoover Elementary School	None	5 (replaced the West Oakland Youth Center location)
Josie De La Cruz Park	6	None (replaced by Fruitvale Transit Village location)
Lincoln Park	6	None
San Antonio Park	6	3
Verdese Carter Park	6	3
West Oakland Youth Center	6	None

Source: Urban Institute analysis of Town Nights attendance data provided by the Oakland Department of Violence Prevention.

The Town Nights events bring hundreds of people together during summer evenings when there is an increased likelihood of violence. Town Nights attendance grew steadily over the course of the 2023 series of events (figure 5). Across all six weeks, the attendance at the 2023 Town Nights events was over 18,000. Names of attendees are not tracked, so this total includes duplicate individuals (people who attended more than one event). Data from Apricot for the period after June 2024 were

not yet available for analysis at the time of this interim report, and attendance data for 2024 Town Nights will be included in the final report.

FIGURE 5
2023 Town Nights Attendance by Date



Source: Urban Institute analysis of Town Nights attendance data provided by the Oakland Department of Violence Prevention.

Process Evaluation Findings

Perceptions of Town Nights Attendees

Evaluation team members from Urban Strategies Council conducted structured observations of 2024 Town Nights events to assess implementation, efficiency, and community interactions, including activities, advertising, event organization, accessibility, attendance, and safety measures.

Of the 41 interview participants, 21 indicated they had attended Town Nights events in previous years and thus had a basis for comparison. When those respondents were asked to compare the 2024 events to those in previous years, several felt that the events had become better attended and better organized. Some respondents expressed disappointment with the reduction in the number of events. As one attendee stated, "Last year, it was every week. It was better for the youth. I'm sad this is the last day."

Town Nights events typically took place from 5:30 to 9:00 p.m., with peak attendance from 6:30 to 8:30 p.m. All Town Night events were set up outdoors in parks, school facilities, transit plazas, or public streets. Every site was equipped with tables, chairs, canopies, and many activities. The locations were accessible to all community members, including those with disabilities. At most locations staff wore Town Nights T-shirts or other identification so community members could engage with them and ask questions. A few sites did not follow the same protocol regarding standard identification of Town Nights staff, however.

Engagement levels differed across sites and times, with some attendees actively participating in activities and others preferring to observe. Factors affecting engagement included the relevance and appeal of activities, the overall atmosphere, and the presence of friends and family. Advertising strategies to secure attendance included social media, flyers, a designated website (townnights.org), and word-of-mouth. Attendee interviews suggested the latter was critical—just over half the respondents had heard about the event from another community member. Many activities, particularly those with prizes, were highly successful at attracting a broad audience and keeping attendees engaged. The observed success of interactive and engaging activities like dialogues, sports, games, and wellness services suggest the community's preference for hands-on and immediate entertainment. The availability of free food was a major draw for attendees.

While most activities seemed to be targeted toward young children, Town Nights sites had a variety of approaches to engaging community members of all ages. As discussed below, providers we

interviewed raised the perceived difficulty in getting teens and young adults to the events. Activities like sports tournaments with prizes and video game consoles encouraged teens and young adults to attend Town Nights. A few sites used these activities to have community members engage in a dialogue about the importance of nonviolence, encouraging young adults to think of the consequences of their actions and learning from older community members about ways to deescalate situations that could become violent. At a few sites, someone facilitated interactive conversations about engaging in violent acts, ways of preventing involvement in such acts, and what tools audience members had for staying safe. Those conversations were well attended and appeared engaging for youth and young adults.

Not all Town Nights activities had this level of observed engagement. Families did not show much interest in the resource booths, with the lack of engagement often resulting in those booths being unattended by staff. Mural painting also struggled to attract participants. The low engagement with resource booths and mural painting suggests a disconnect between these activities and the interests of attendees.

Attendees we interviewed expressed very positive views of the events, with 95 percent satisfied or very satisfied with the activities offered. The same percentage had positive interactions with Town Nights staff, who they said treated them with respect and kindly offered help and explained available resources. Most attendees we interviewed who were asked explicitly about the frequency of Town Nights events said they'd like more events throughout the entire summer and the rest of the year. Eighty-three percent of interviewees said Town Nights were safe or extremely safe. Several said the events made locations safer outside of event hours. As one reported, "Ever since Town Nights started, the park has become more active. It has increased family activities at the community center. Crimes have decreased." Some participants said they had witnessed violence on the way to Town Night events and that they only felt safe once they arrived at the events because of the private security there. When asked what would make them feel safer, half said a greater police or security presence at the events.

Many respondents (41 percent) thought Town Nights events improve neighborhood safety because they bring people in the community together, encourage neighbors to meet one another, and foster a greater sense of community. However, some respondents were doubtful these effects would last. As one said, "For a while, for the next few days, things will be a bit calmer because it brings joy and a sense of community, but once that dies down in a few days, it'll go back to normal."

Perspectives of Town Nights Providers

Interviews with Town Nights providers indicated that providers see their events making meaningful contributions to community cohesion and safety, as evidenced by more resident presence outside and the community feeling safer. They also said that Town Nights events were a helpful place to meet and connect with potential clients who might benefit from their other services (such as life coaching), and that sharing opportunities for employment with attendees was a key success. Doing so provided participants with positive alternatives to things this high-risk population might otherwise be doing on summer nights. Providers noted that Town Nights require substantial advanced coordination and support. Engagement from the DVP and City on this planning is an important facilitator of success. Providers appreciated recent DVP enhancements in capacity to support Town Nights planning and operations and saw this as another important facilitator of success.

We want to reach the people at the center of violence—both victims and perpetrators of violence. That's hard to do. We can have activities with mediation and intervention happening right there. There might be bad blood going back years. We use the event as a way to organize around violence interruption/prevention. –Town Nights provider

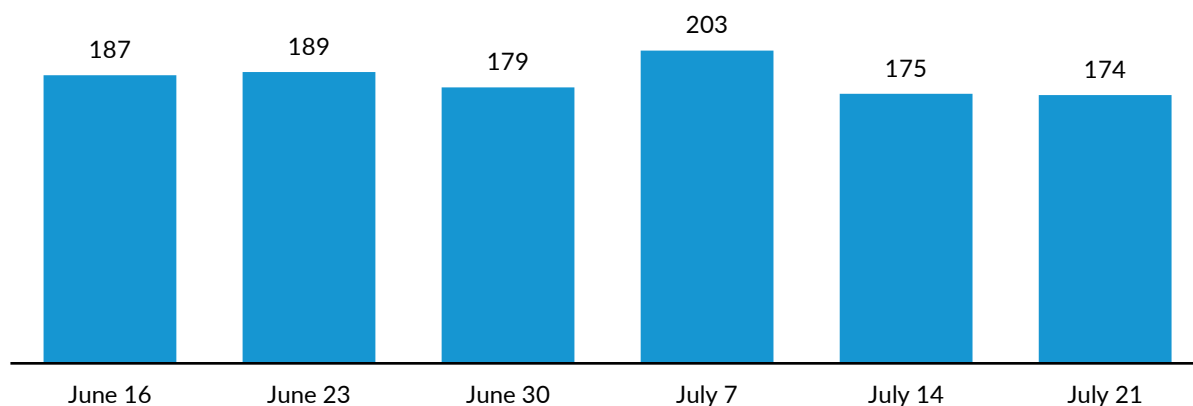
We also asked providers to describe how they understood the goals of Town Nights. Town Nights providers aim to bring people in the same community together under a common goal of promoting neighborhood peace. Providers want community members to experience a joyful and safe space that addresses people's concerns about violence and other needs. Providers seek to connect with community members culturally, using engaging activities for people of all ages. Providers recognize the differences that community members might have, including histories of violence that may cause people to be in conflict. One provider noted that at Town Nights, "we want to reach the people at the center of violence—both victims and perpetrators of violence. That's hard to do. We can have activities with mediation and intervention happening right there. There might be bad blood going back years. We use the event as a way to organize around violence interruption/prevention."

Planning for Town Nights events is a months-long process requiring substantial time and dedication from staff at community-based organizations, and this process only intensifies in the weeks leading up to the events. Some providers reported that their staff set up as early as 8:00 a.m. for

nighttime events, after which cleanup can last until midnight. Advance coordination is needed to determine which vendors will be providing food, what activities will be provided, and what logistics are necessary; determine the roles staff members should have around the event; and secure permits from the city for street closures and notify neighbors living nearby. Some Town Nights providers noted logistical challenges in planning for large community events over multiple consecutive weeks in a short period of time and suggested the events could be spread out over more months and be just as effective at meeting the community’s needs.

Organizations use Town Nights as an employment opportunity for many of their program participants, who are paid to assist with event operations. One provider described, “We have young people working with us. All 30 of our participants are life-coaching participants that are on probation, or they’re violence-interruption participants, or they’re community-outreach participants that are on our radar as being likely to be involved in violence, and we’re trying to get them involved in our programs. We can say that 80 percent of them would be doing some other sort of activity on that Friday night, and that’s the hardest story to tell, because you don’t know. It’s hard to describe preventable violence.” On average, nearly 200 people were employed each week across all six 2023 Town Nights events (figure 6).

FIGURE 6
2023 Town Nights Employment by Day



Source: Urban Institute analysis of Town Nights attendance data provided by the Oakland Department of Violence Prevention.
Note: Individuals employed for multiple weeks are included in each week’s total.

Although Town Nights events are intended to engage and bring together Oakland residents of all ages, there is a focus on teens and young adults. Many Town Nights providers found it difficult to find the right activities to attract and engage teenagers and young adults attending Town Nights. Some

sites found a solution to this by providing activities that young people mentioned would interest them; these were often activities that had a competitive component, such as basketball or video game tournaments. The youth-employment-opportunities component of Town Nights also helped with youth engagement, with an interviewee noting that it led to young people demonstrating more empathy for other community members, particularly elders.

Safety concerns in the neighborhoods surrounding Town Nights locations were a challenge at some sites. One site was located near a busy street and a community member was hit by a car during a Town Nights event, highlighting the need for additional crossing guards monitoring the area to ensure safety. Another site had a shooting days before one Town Nights event, and the community was described as processing the incident and needing support at the event.

Town Nights providers noted that having more resources and support from the city would help create a smoother planning and implementation process. One provider said, “Since DVP has started to build their capacity around Town Nights in terms of planning and support, we’ve seen an improvement,” and went on to describe the difference as “night and day.” Specifically, this respondent appreciated the partnership with DVP-designated staff working on Town Nights to manage red tape and leverage different government agencies and the private sector. They further expressed the hope that the city in general would support the dedicated DVP staff on this and fully support the Town Nights efforts.

The evaluation team asked the Town Nights providers about what Town Nights impacts and successes they perceived. They noticed more people staying outside in their community, with stores and other merchants staying open later in order to meet demand. This led the community to feel safer, with more people out and about. More community members became aware of the violence prevention work done and resources provided by the organizations providing Town Nights. Town Nights attendees were happy that the city’s tax money was being spent on such events, which they felt benefited the community and allowed community members to come together despite cultural or other differences. The overall perspectives of certain neighborhoods changed according to some Town Nights providers. The community’s capacity to come together allowed others to understand that communities can contribute to revitalizing the city despite communities’ concerns about violence.

Outcome Analysis Findings

Town Nights are intended to provide safe and prosocial activities in neighborhoods with elevated levels of crime during hours when the risk of violence is higher. There are two primary mechanisms by which Town Nights might reduce the occurrence of violent incidents and community trauma. First, Town Nights mobilize community residents and organizations, thereby providing a heightened sense of vigilance and guardianship in high-risk neighborhoods during peak hours for street-level violence. Violence could therefore decrease, at least during those hours when Town Nights activities occur.

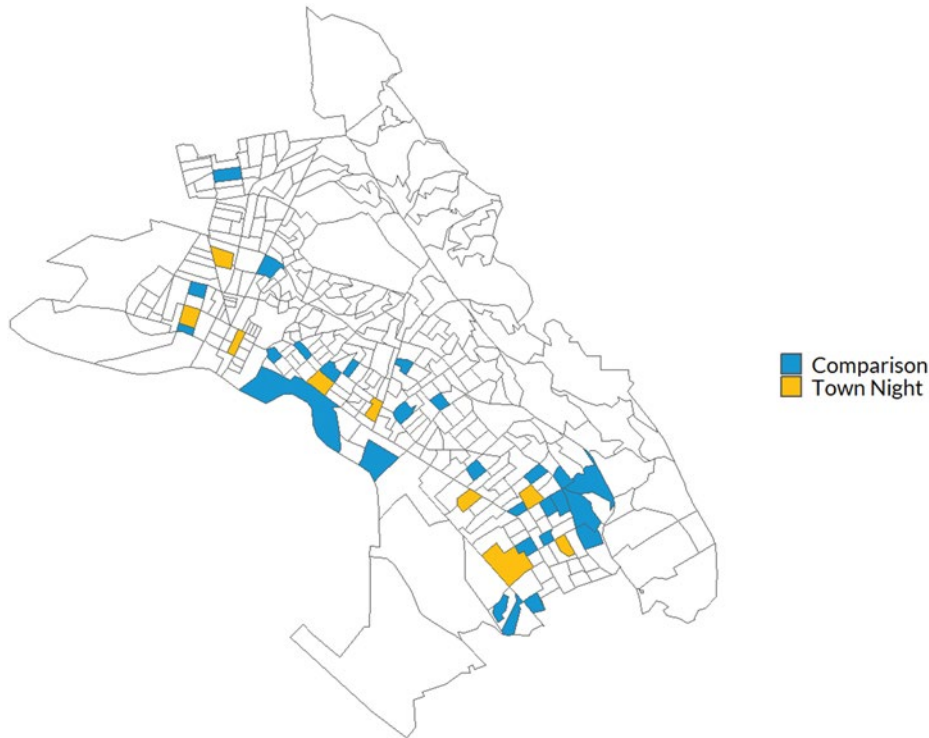
Second, through a variety of recreational activities and information-sharing, residents can interact with each other and converge to identify shared norms, concerns, and expectations for the well-being of their neighborhood, which could lead to increased awareness of street-level violence and collective engagement to address it. If people in a neighborhood know each other better, they may also be more likely to help or protect one another and less likely to be in conflict. In other words, Town Nights can strengthen informal social control among residents, which can be measured by their perceptions of violence and their willingness to report suspicious activity and crime to the police (i.e., calls for service).

We examine the impact of Town Nights in 2023 on crime and violence during the hours the events operated using a combination of difference-in-differences estimation and propensity score matching. This allows us to examine the immediate impact of Town Nights on crime by comparing the changes in outcomes (e.g., street-level violence and calls for service) over time between neighborhoods with Town Nights events and neighborhoods without Town Nights events that are otherwise similar in important ways, such as historical levels of violence, demographic composition, and socioeconomic characteristics. The analysis will be expanded to include 2024 events for Urban's final evaluation report.

We define neighborhoods as census block groups because those groups are standardized geographic units with readily available demographic and socioeconomic information. Further, Town Nights are most likely to affect immediately surrounding areas, making it potentially more likely to observe effects in those areas. In Oakland, there are 354 block groups with an average population of 1,236 people. The 2023 Town Nights events occurred in nine unique block groups. We used data from the US Census Bureau's American Community Survey (2021 five-year) for data on the demographic and socioeconomic characteristics of Oakland block groups. Calls-for-service data and crime-incident

data were provided by the Oakland Police Department; these data were geocoded to assign the block groups.

FIGURE 7
Map of Town Nights Locations and Comparison Block Groups



Source: Urban Institute analysis of Town Nights data provided by the Oakland Department of Violence Prevention.

With these data, we used propensity score matching to identify block groups similar to the Town Nights block groups. We matched on the block groups' total households, racial heterogeneity (or diversity), concentrated socioeconomic disadvantage, rate of 911 calls for potential violent crimes in 2022, and violent crime rate in 2022 (table 6). Concentrated disadvantage is a composite metric of the rates of poverty, unemployment, female-headed households, public assistance, and population younger than 18. Prior research has shown that neighborhoods with higher levels of concentrated disadvantage as measured by these metrics experience lower levels of social cohesion and higher levels of crime (Sampson, Raudenbush, and Earls 1997). For each 2023 Town Nights location, we selected the three most similar block groups, for a total of 27 comparison block groups. This testing framework diminishes overreliance on specific neighborhoods and enhances statistical power.

TABLE 6

Characteristics of Town Nights Locations and Matched Control Block Groups

Characteristic	Town Nights locations	Comparison locations
Total households	479	447
Racial heterogeneity	2.66	2.93
Concentrated disadvantage	0.78	0.74
Rate of 911 calls for violence in 2022	0.07	0.07
Rate of violent crimes in 2022	0.06	0.06

Source: Urban Institute analysis of Town Nights data provided by the Oakland Department of Violence Prevention.

We examined trends in calls for service and crime in the Town Nights and comparison block groups in the six weeks preceding the six weeks during which the Town Nights series occurred. We examine trends during the hours of Town Nights events, defined as 5:00 p.m. to midnight on Friday nights, to understand any potential direct effects of the events. We also examine trends on the following Saturdays and Sundays to understand any delayed or sustained effects of the events. Accordingly, we have two primary units of analysis: block groups on Friday nights and block groups on Saturdays and Sundays. For more details on our model and how we estimated the effects of Town Nights events, see the technical appendix.

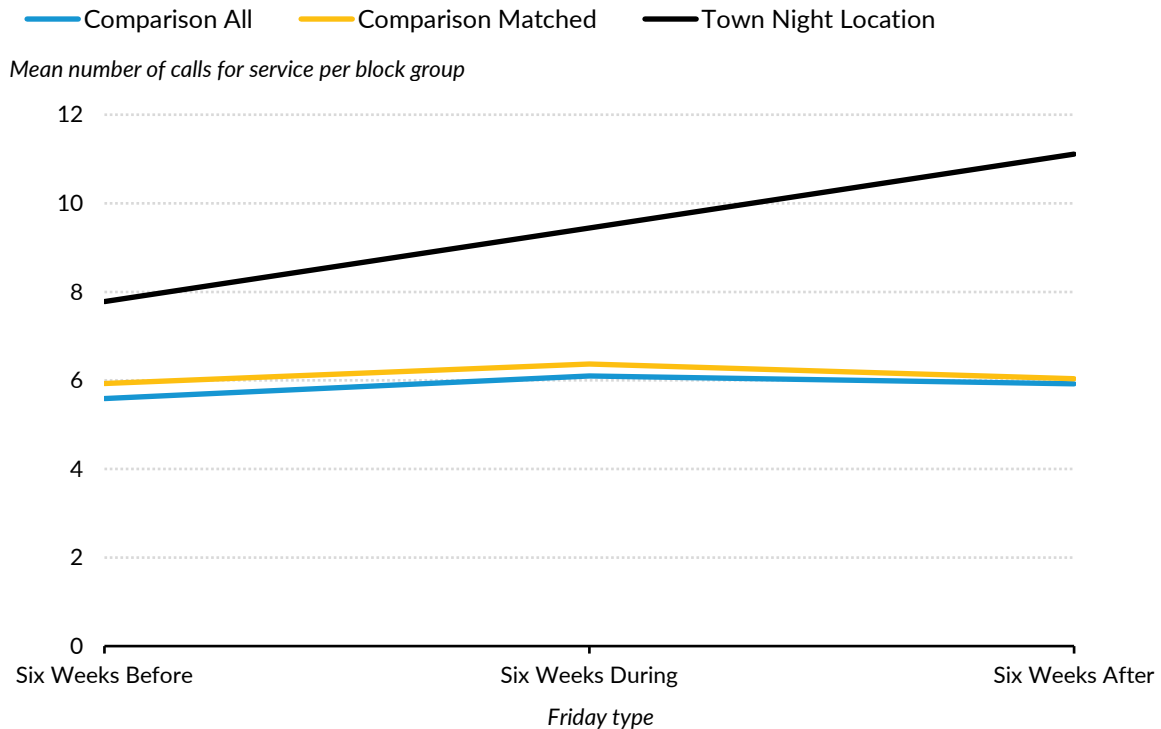
Findings

In general, the block groups where Town Nights occurred experienced more calls for service than the matched comparison block groups and the rest of Oakland overall. Figure 8 shows that across the six Friday nights during the 2023 Town Nights treatment period, the Town Nights block groups had an average of nine calls for service whereas the comparison block groups had six. The trend is similar for Saturdays and Sundays: Town Nights block groups had an average of 50 calls during the treatment period whereas the comparison block groups had 35 (data not shown). Most of the calls for service did not involve the specific types of violence that Town Nights are intended to address and generally were for things other than crime. Most calls were for fire and security alarms, ambulance requests, sounds of fireworks or gunshots, and unknown disturbances.

FIGURE 8

Town Nights Locations Had More 911 Calls Than Comparison Areas

Average number of 911 calls across six Friday nights before, during, and after Town Nights by block group type



Source: Urban Institute analysis of calls for service data provided by the Oakland Police Department.

Notes: Six weeks before = six Friday nights from May 5 to June 9, 2023. Six weeks during = 6 Friday nights with Town Nights events. Six weeks after = six Friday nights from July 28 to September 1, 2023.

Using a difference-in-differences design, we found no statistically significant effects of Town Nights events on calls for service (see table A.1 in the appendix). On Friday nights during the summer Town Nights series, the Town Nights locations had one more 911 call on average than the matched comparison block groups, but this difference was not statistically significant. We also found no effect on Saturdays and Sundays.

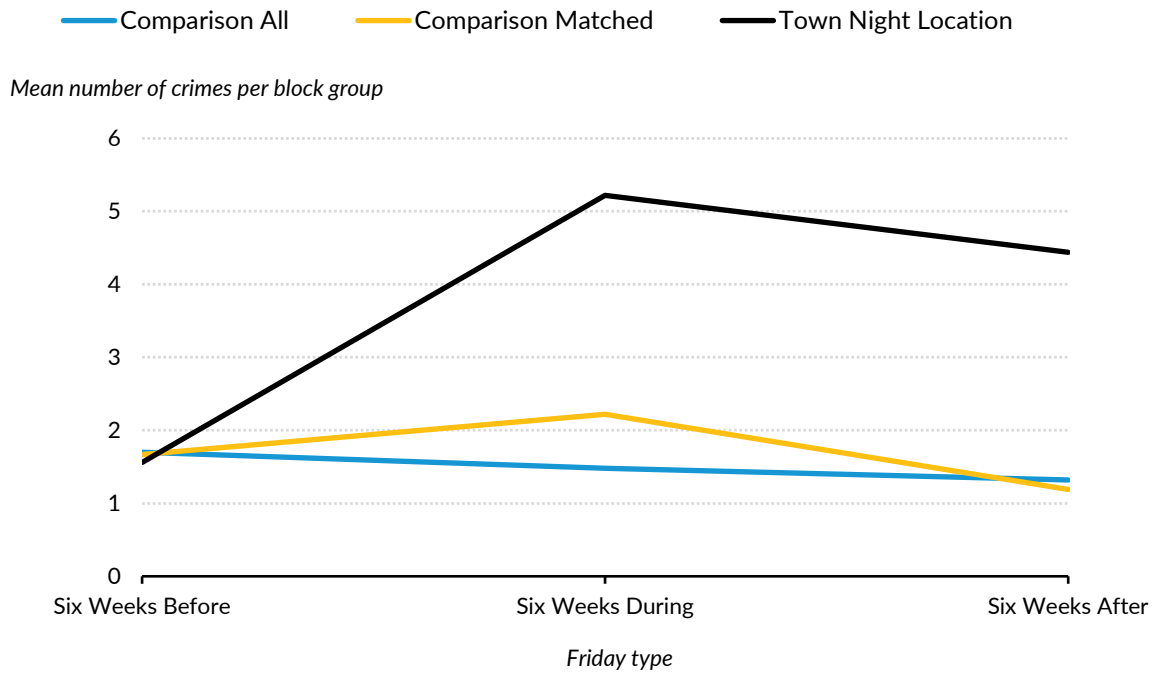
The period during which 2023 Town Nights were held was the peak for reported crimes during the summer for both the Town Nights locations and the comparison areas. On the six Friday nights before the Town Nights series, fewer than 2 crimes occurred on average in the Town Nights and comparison block groups (figure 9). On the six Fridays of the Town Nights series the Town Nights locations had 5 reported crimes on average while the matched comparison areas had 2. The trend was

similar on Saturdays and Sundays during the Town Nights series, when the Town Nights locations had 13 crimes on average and the matched comparison areas had 8 (data not shown).

FIGURE 9

Town Nights Locations Had More Reported Crimes Than Comparison Areas

Average number of crimes across six Friday nights before, during, and after Town Nights by block group type



Source: Urban Institute analysis of crime and incident report data provided by the Oakland Police Department.

Notes: Six weeks before = six Friday nights from May 5 to June 9, 2023. Six weeks during = six Friday nights with Town Nights events. Six weeks after = six Friday nights from July 28 to September 1, 2023.

The number of violent crimes was higher in the 2023 Town Nights locations during the Town Nights period than in the weeks before and in the matched control areas. When examining the incident-level crime data, the increased level of violent crime is primarily driven by assaults with a firearm. Table A.3 in the appendix breaks down the total number of crimes by crime type during the Friday nights with Town Nights events.

Similar to the analysis of calls for service, we found no effect on reported crimes in Town Nights locations compared with the matched control areas. On Friday nights during the summer Town Nights series, the average Town Nights location had three more crimes than the control areas, but this difference was not statistically significant (see table A.2 in the appendix). When compared with all other block groups in Oakland, the difference was statistically significant. The differential effect on

crime on Saturdays and Sundays was not significant. We also estimate the impact of Town Nights on violent crime specifically. Consistent with the main analysis, we found the events had no significant effects on levels of violent crime when comparing the Town Nights locations with the matched comparison block groups on both Friday nights and Saturdays and Sundays (see table A.4 in the appendix).

Though we find no conclusive evidence that Town Nights affected crime as measured by calls for service and reported crimes, it is important to balance these findings against a few limitations inherent in our analysis. First, the analysis could be underpowered given there were only nine “treatment” locations, such that if Town Nights are having meaningful effects, our test might not be able to identify them. In addition, because of our narrowly defined geographic unit of analysis, which is a result of Town Night’s limited geographic footprint, the volume of 911 calls and crimes in the block groups across those six weeks was fairly low, with fewer than 10 calls and 6 crimes in each block group on the Friday nights. The number of violent crimes, which are the focus of the Town Nights and Measure Z-funded work, was even lower. Second, this analysis focuses narrowly on the effects of Town Nights events on 911 calls and crimes in the areas surrounding Town Nights locations and during and soon after the events. The events might have other effects that are more difficult to quantify. For example, the events could create visibility and public support for the community-based organizations at the events, thereby enhancing the effectiveness of those organizations’ other violence-reduction activities.

Conclusion and Summary of Findings

In this interim report, we hoped to capture the full reach of the Oakland Department of Violence Prevention's community healing and restoration activities, placing those activities in the context of the DVP's broader approach to violence prevention in Oakland. Under the DVP's CHR strategy, the department and its grantees, through direct supports and larger community-based events, reached thousands of Oakland residents, many of whom have been affected by violence. The DVP connected with some 156 clients through its family support services alone, and, between the summers of 2022 and 2024, helped organize more than 300 group events where residents have received group therapeutic support and acquired important life skills. During this time, the DVP has also disbursed \$465,000 in capacity-building mini grants to local service providers reaching all areas of the city.

Most of the people we interviewed who attended the Town Nights events expressed enthusiasm and support for DVP events, discussing how the events had built on previous years' efforts to strengthen local bonds and community cohesion. Though some event activities were more successful than others, these findings will help event organizers meet residents' needs. That said, more than 95 percent of Town Nights attendees were satisfied or very satisfied with the activities offered. Of particular note are the 41 percent of attendees who felt the events positively affected safety attitudes and outcomes in local neighborhoods, highlighting the benefits such events can have on broader community-healing and violence prevention efforts. Town Nights events also offered employment opportunities to around 200 people each week, most of them people engaged in DVP-funded services.

Though we did not find statistically significant effects of Town Nights events on outcomes around local violence and crime compared with similar neighborhoods, our ability to detect statistically significant outcomes was limited by a small sample size. That said, we did find that the specific block groups where Town Nights events were held experienced higher rates of calls for service per capita and more reported crimes than other block groups, suggesting that event organizers were reaching populations disproportionately affected by crime and violence. Though these findings are preliminary, we look forward to updating our analyses and findings in a future report and encourage readers to consider how the DVP's CHR strategy complements the overall violence-reduction approach enabled by Measure Z funding.

Recommendations

Measure Z funding supports an impressively large and varied array of activities intended to collectively reduce serious violence in Oakland and to help people and communities heal from the violence that occurs. This work is done by a network of community organizations and dozens of committed and skilled professionals. The work directly touched thousands of Oakland residents over the period covered in this report, providing them with critical support of all kinds to help them be safer and contribute to a safer Oakland. This network of government agencies and community-based organizations represents a violence prevention and response infrastructure rare in American cities.

In this section, we recommend ways for practice and for improving data collection and data access to support evaluation work. These are synthesized from all our findings to date and focus on cross-cutting themes that affect all components and strategy areas of the DVP's violence prevention efforts. They complement the more strategy- and activity-specific recommendations in the previous sections. We then summarize the next steps for this stage of our evaluation, which we will cover in the final evaluation report to be delivered in mid-2025.

Practice Recommendations

Create forums for different service providers to coordinate and communicate. A notable strength of the DVP service continuum is the comprehensive network of referral relationships between service providers evident in the data and the level of partnership indicated by providers we interviewed. While service providers appreciate the coordination and communication where it is happening, the extent of this coordination differs by service and provider. Community healing often occurs downstream of other structural realities of how issues of violence and safety manifest in schools and communities. Regular coordination can help providers address emerging trends in patterns of violence and participants' needs, and they can use information about the types of services people receive to better tailor community healing and restorative events and initiatives.

Deliver more cross-training for staff at different organizations. Relatedly, many providers appreciated the opportunities they had to attend trainings with peers from other organizations and in other specialties, and they felt the increased mutual understanding from those engagements improved operational collaboration in the field.

Recruit and retain multilingual staff. In a community as linguistically diverse as Oakland, multilingual staff are needed in all roles that involve active engagement with clients, particularly Spanish-speaking staff, given the many monolingual Spanish speakers in Oakland.

Sustainably resource the community-engagement aspects of the DVP's community healing and restoration strategy. The goals of increasing social cohesion and building healthy community relationships that underlie Town Nights in particular required long-term processes with consistency and sustainability. As the part of the DVP strategy that most broadly engages residents in Oakland neighborhoods of focus, Town Nights play an important role in seeding peace. Residents we surveyed and interviewed value these events and would like to see additional resources to support community-activation events throughout the year.

Assist providers with building their capacity. Community-based service providers who received DVP funding would like more assistance with building capacity from the DVP and from the City of Oakland generally. This could include finding ways to increase staffing and staff capacity to mitigate challenges resulting from staff turnover and vacancies; making the yearly grant process easier for grantees, who are often managing reporting requirements from multiple grants from multiple sources; and identifying additional funding sources for providers who are addressing complex needs and finding that available resources, though needed and appreciated, are insufficient for program participants' needs. By spending less time and money on administrative processes, providers would have more resources available to scale up events like Town Nights by boosting staffing and providing a broader scope of activities for attendees. It would also help lower the provider-to-client ratio.

Hold Town Nights more frequently and in more locations to reach more people. In 2023, Town Nights events were hosted for six consecutive weeks at nine locations across Oakland, hosting almost 18,500 attendees. In 2024, only one venue was able to host events on all six summer nights. Participants we interviewed at Town Nights events agreed that the events were positive community-building spaces, but they wanted for the program to expand. By ensuring all Town Nights locations can host the events each week the events occur, the DVP can provide community members with a more consistent space where they can reliably spend their time doing community healing and restorative activities. And by expanding Town Nights to new locations, the DVP can reach populations that were underrepresented at the 2023 and 2024 Town Nights events.

Evaluation Next Steps

The next steps in our evaluation will be to collect qualitative data from people who participated in community healing and restoration services to better understand their experiences with services, and to extend the quantitative analysis of the relationship of Town Nights events to safety measures, to include the events held in the summer of 2024.

Appendix. Additional Information on Town Nights Analysis

To estimate the impact of Town Nights, we employ a difference-in-differences design. In this design, we compare the Town Nights and comparison block groups before and during the summer Town Nights series. The block groups with a Town Nights location are considered the “treatment” group and the comparison block groups are the “comparison” group. We use the following model:

$$Y_{i,t} = \beta_0 + \beta_1 TNLocation_i + \beta_2 PeriodDuring_t + \beta_3 TNLocation_i \times PeriodDuring_t + \epsilon_{i,t}$$

In this model, $Y_{i,t}$ is the outcome of block group i ; $TNLocation_i$ indicates whether the block group has a Town Nights location; $PeriodDuring_t$ indicates whether the period is during or before the Town Nights series; and β_3 is the effect of the Town Nights events on outcome $Y_{i,t}$. The period before is defined as the six weeks from May 5 to June 9, 2023, and the period during is defined as the six weeks of Town Nights events from June 16 to July 21, 2023. Note that during those periods, we look at outcomes (1) on all Friday nights from 5:00 p.m. to midnight combined, and (2) on Saturdays and Sundays combined. As a robustness check, we also examine the trends and estimate the difference-in-differences model using all other block groups in Oakland as the reference group. We also show the trends after the Town Nights series ended to examine whether any effects were sustained.

TABLE A.1

Effect of Town Nights on 911 Calls for Service

Ordinary least squares regression results on Friday nights and weekends, by comparison type

Variable	Friday Nights		Saturdays and Sundays	
	Compared with matched controls	Compared with all Oakland	Compared with matched controls	Compared with all Oakland
Town Nights location	1.85 (1.70)	2.19 (2.38)	19.48** (7.92)	21.01* (10.72)
Period during	0.44 (1.7)	0.51 (0.54)	1.70 (7.92)	1.33 (2.42)
Town Nights location x period during	1.22 (2.40)	1.15 (3.36)	-4.59 (11.20)	-4.21 (15.15)
Constant	5.93***(1.20)	5.591*** (0.38)	31.52***(5.60)	29.99*** (1.71)
Observations	72	708	72	708
Adjusted R-squared	0.03	0.001	0.09	0.005

Source: Urban Institute analysis of calls for service data provided by the Oakland Police Department.

Notes: * $p < 0.1$; ** $p < 0.05$; *** $p < 0.01$. The Town Nights effect row is bolded.

TABLE A.2

Effect of Town Nights on Crime

Ordinary least squares regression results by time frame and comparison type

Variable	Friday Nights		Saturdays and Sundays	
	Compared with matched controls	Compared with all Oakland	Compared with matched controls	Compared with all Oakland
Town Nights location	-0.11 (1.38)	-0.15 (1.10)	1.19 (2.83)	2.59 (3.15)
Period during	0.56 (1.7)	-0.22 (0.25)	-0.44 (2.83)	-0.33 (0.71)
Town Nights location x period during	3.11 (1.95)	3.89** (1.56)	4.22 (4.00)	4.10 (4.45)
Constant	1.67*(0.97)	1.70*** (0.18)	8.15***(2.00)	6.75*** (0.50)
Observations	72	708	72	708
Adjusted R-squared	0.08	0.01	0.02	0.003

Source: Urban Institute analysis of crime and incident report data provided by the Oakland Police Department.

Notes: * $p < 0.1$; ** $p < 0.05$; *** $p < 0.01$. The Town Nights effect row is bolded.

Table A.3 shows the total number of crimes across the six Friday nights during the summer Town Nights series in the Town Nights locations and matched comparison areas. The last column denotes the difference, after accounting for how there are nine Town Nights locations and 27 matched control areas.

TABLE A.3

Total Number of Crimes in Town Nights Areas and Matched Control Areas during Summer Town Nights Series

	Town Nights location (n=9)	Matched control (n=27)	Average difference per block group
Uniform Crime Report category			
All other offenses (except traffic)	0	1	-0.04
Assault - firearm	16	18	1.11
Assault - other assaults - simple, not aggravated	9	15	0.44
Assault - other dangerous weapon	2	10	-0.15
Burglary - forcible entry	0	1	-0.04
Disorderly conduct	0	1	-0.04
Larceny theft (except motor vehicle theft)	1	5	-0.07
Motor vehicle theft - autos	4	8	0.15
Robbery - firearm	3	1	0.30
Sex offenses	2	0	0.22
Vandalism	6	0	0.67
Weapons - carrying, possessing, etc.	4	0	0.44
Total	47	60	3.00

Source: Urban Institute analysis of crime and incident report data provided by the Oakland Police Department.

Note: Violent crimes include assault, homicide, rape, robbery, and sex offenses.

We also estimate the impact of Town Nights on violent crime. Similar to the main analysis, we find the events had no significant effects on levels of violent crime when comparing the Town Nights locations with the matched comparison block groups on both Friday nights and Saturdays and Sundays.

TABLE A.4

Effects of Town Nights on Violent Crime

Ordinary least squares regression results on Friday nights and weekends, by comparison type

	Friday Nights		Saturdays and Sundays	
	Compared with matched controls	Compared with all Oakland	Compared with matched controls	Compared with all Oakland
Town Nights location	-0.52 (1.21)	-0.20 (0.73)	1.78 (1.29)	2.39 (1.35)
Period during	0.56 (1.21)	-0.15 (0.17)	-0.11 (1.29)	-0.62 (0.31)
Town Nights location x period during	2.44 (1.71)	3.15*** (1.03)	1.78 (1.83)	2.28 (1.91)
Constant	1.07(0.86)	0.75*** (0.12)	3.33***(0.91)	2.72*** (0.22)
Observations	72	708	72	708
Adjusted R-squared	0.05	0.02	0.09	0.02

Source: Urban Institute analysis of crime and incident report data provided by the Oakland Police Department.

Notes: * $p < 0.1$; ** $p < 0.05$; *** $p < 0.01$. The Town Nights effects row is bolded.

As an additional robustness check, we replicate the analysis with census tracts as the unit of analysis, which are larger than block groups. We compare the 9 census tracts with Town Nights

locations with the 107 other census tracts in Oakland. On average, the census tracts with Town Nights had more calls for service and crimes than the other census tracts in Oakland. However, the Town Nights events had no statistically significant effects on calls for service, crime, or violent crime.

Consent Rates

The rate at which participants consented to their data being shared for the purposes of evaluation differed by strategy and activity. Table A.5 shows the consent rates for all community healing and restoration activities from July 2022 to June 2024.

TABLE A.5
Consent Rates for CHR Service Recipients

	Consent form never presented	Consent not granted	Consent form not complete yet	Consent granted	Missing	Total	Consent rate
Strategy							
Community healing and restoration	4	48	76	73	70	271	27%
Activity							
Family support	2	31	41	15	67	156	10%
Healing/restorative activities	1	12	27	26	3	69	38%
Therapeutic supports for families	1	9	25	40	1	76	53%

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Reference

Sampson, Robert J., Stephen W. Raudenbush, and Felton Earls. 1997. "Neighborhoods and Violent Crime: A Multilevel Study of Collective Efficacy." *Science* 277 (5328): 918–24.

About the Authors

Ashlin Oglesby-Neal is a senior research associate at Urban Institute, where she leads mixed methods process and outcome evaluations of justice programs and policies. Oglesby-Neal is skilled in large-scale data collection, causal analyses, and partnerships with local government, service providers, and law enforcement. Her research includes developing and validating assessment tools as well as evaluating the impact of treatment programs.

Sam Tecotzky is a research assistant in the Justice Policy Center at the Urban Institute, where he works on research and policy projects focused on prison conditions, reentry, and employment and education opportunities for people who have been involved in the criminal legal system.

KiDeuk Kim is a senior fellow at the Urban Institute. With broad research expertise, he has been a prominent leader in applying data-driven innovations to the field of criminal justice. His research has been sponsored by various branches of the U.S. Department of Justice, state governments, and private entities, and has been published in leading academic journals and cited by major media outlets. His current research focuses on developing national statistics on court activities and evaluating strategies for managing contraband in correctional facilities.

Jesse Jannetta is a senior policy fellow in the Justice Policy Center, where he leads projects on community violence interventions, local justice reform and decarceration, prison and jail reentry, and parole and probation supervision.

Rania Ahmed is director of research and evaluation at Urban Strategies Council. She is an urban thinker who values utilizing data-driven research to deliver initiatives that ensure the socioeconomic well-being of communities. Rania brings compassion into utilizing the power of data analysis to develop policy recommendations for the public good in the San Francisco Bay Area.

Maya Salcido White is a research associate for Urban Strategies Council, contributing to research and evaluation projects primarily focused on violence prevention in Oakland. White has over five years of experience conducting research and evaluation for non-profit organizations, specifically in public education. White values community-based participatory research, the creation of accessible data

sources for community members, and the inclusion of youth and elders in creating data-driven solutions.

Ashley Cajina is a research and program assistant with expertise in qualitative and quantitative data analysis. Her career in research and community advocacy began as a youth fellow, where she focused on youth mental health advocacy and community organizing. She is committed to using her skills to drive meaningful change through research and advocacy.

STATEMENT OF INDEPENDENCE

The Urban Institute strives to meet the highest standards of integrity and quality in its research and analyses and in the evidence-based policy recommendations offered by its researchers and experts. We believe that operating consistent with the values of independence, rigor, and transparency is essential to maintaining those standards. As an organization, the Urban Institute does not take positions on issues, but it does empower and support its experts in sharing their own evidence-based views and policy recommendations that have been shaped by scholarship. Funders do not determine our research findings or the insights and recommendations of our experts. Urban scholars and experts are expected to be objective and follow the evidence wherever it may lead.



500 L'Enfant Plaza SW
Washington, DC 20024

www.urban.org



RESEARCH REPORT

An Interim Process and Outcome Evaluation of Oakland’s Measure Z–Funded Services

The Department of Violence Prevention’s School Violence Intervention and Prevention Strategy, July 2022 to June 2024

Jesse Jannetta
URBAN INSTITUTE

December 2024

Sam Tecotzky
URBAN INSTITUTE

Ashlin Oglesby-Neal
URBAN INSTITUTE

Maya Salcido White
URBAN STRATEGIES COUNCIL





ABOUT THE URBAN INSTITUTE

The Urban Institute is a nonprofit research organization that provides data and evidence to help advance upward mobility and equity. We are a trusted source for changemakers who seek to strengthen decisionmaking, create inclusive economic growth, and improve the well-being of families and communities. For more than 50 years, Urban has delivered facts that inspire solutions—and this remains our charge today.

Contents

Acknowledgments	v
Executive Summary	vi
Findings	vi
Descriptive Analysis	vi
Process Evaluation	vii
Outcome Analysis	vii
Recommendations	viii
Practice Recommendations	viii
Data Recommendations	ix
Evaluation Next Steps	x
Introduction	1
About the School Violence Intervention and Prevention Teams	2
Prior Evaluation Findings	5
Urban’s Evaluation Methodology	7
School VIP Descriptive Analysis	11
Process Evaluation Findings	16
Program Structure and Team Roles	16
Collaboration	18
Successes and Facilitators	20
Challenges	22
Suggestions for Improvement	24
Outcome Analysis Findings	26
Characteristics and Trends in VIP Schools	26
Outcomes of School VIP Participants	31
Recommendations and Next Steps	36
Recommendations	36
Practice Recommendations	36
Data Recommendations	37
Evaluation Next Steps	39
Appendix. Regression Results and Consent Rates	40
Regression Results	40
Consent Rates	41

Notes	42
References	43
About the Authors	44
Statement of Independence	45

Acknowledgments

This report was funded by the City of Oakland. We are grateful to them and to all our funders, who make it possible for Urban to advance its mission.

The views expressed are those of the authors and should not be attributed to the Urban Institute, its trustees, or its funders. Funders do not determine research findings or the insights and recommendations of Urban experts. Further information on the Urban Institute’s funding principles is available at urban.org/fundingprinciples.

We are grateful for the contributions of personnel from the Oakland Department of Violence Prevention, the Oakland Unified School District, the community-based organizations that operate components of the school VIP teams, the Measure Z Evaluation Community Advisory Board, and the Public Safety and Services Violence Prevention Oversight Commission.

Executive Summary

This interim evaluation report presents descriptive, process and outcome findings regarding the Oakland Department of Violence Prevention's (DVP's) school violence intervention and prevention (VIP) teams. School VIP teams consist of three individuals—one life coach, one violence interrupter, and one gender-based-violence specialist—and operate in seven high schools in the Oakland Unified School District (OUSD). Community healing interventions are also available at two of the school sites to support the violence intervention and prevention work. While still in its early implementation stage, the school VIP program shows promise in its work to meet the safety and security needs of Oakland high school students.

Findings

Drawing on staff interviews and analyses of school VIP activities, this report documents a high rate of life-goal completion, increases in students' knowledge of how they can access help, student engagement with school VIP resources, and strong collaborative relationships between school VIP program partners.

Descriptive Analysis

From the inception of the VIP program during the 2022–23 school year through the 2023–24 school year, 544 students received at least one recorded school VIP service, with 255 participating in gender-based-violence services and 196 in life coaching. Students participating in life coaching met over 47 percent of the goals they set. The most common goal types were related to education (43 percent completed) and family (85 percent completed). School VIP teams also referred young people to an array of external services, most commonly employment, education, and financial services.

School VIP teams hosted more than 300 support groups and workshops and 45 trainings. The community healing partner held 69 community-building/restorative events with an average attendance of 40 people. Lastly, violence interrupters recorded 681 violence mediations during the observation period, 57 percent of them categorized as proactive.

Process Evaluation

Providers we interviewed believed that whether school VIP teams succeeded depended largely on the extent to which VIP team members were able to collaborate with each other and with school personnel and the DVP. Among the greatest early implementation successes they described were establishing that collaboration and developing open, trusting relationships with students and their families. They also noted more specific accomplishments, such as students getting paid internships, improving their grades, joining sports teams, getting discharged from probation supervision early, and graduating from high school. Among the challenges school VIP team members described were addressing the degree of trauma exposure among students; constraints on time and resources, which could feel insufficient relative to the level of need in the schools where they worked; and establishing an understanding among school staff regarding the school VIP team members' roles.

Outcome Analysis

We compared the outcomes of students who received school VIP services with those of similarly situated students who did not (i.e., comparison students). We used propensity score matching to construct a comparison group of students that closely mirrors school VIP students on key metrics, such as demographics and school performance. More specifically, we assessed changes in key outcomes that reflect student success and engagement in school (grade point average, days absent, and suspensions) between the 2022–23 and 2023–24 academic years for school VIP students and compared those changes with those observed among comparison students during the same time frame.

After linking DVP and OUSD data and restricting the sample to students who had data available for both years, there were 96 participants with data suitable for the outcome analysis who could be matched, and 278 students in the comparison group. Comparison group students were drawn from schools that did not have VIP services (54 percent) and schools that did have these services (41 percent). Our analyses did not reveal a statistically significant impact of the school VIP program on grade point average, days absent, or suspensions. It is important to note that this analysis is limited by the small sample size and the recent implementation of school VIP teams in schools. More years of data, coupled with more participants and higher consent rates, would strengthen these analyses. Furthermore, better tracking of student ID numbers, names, and dates of birth would facilitate more successful linking to OUSD data to understand student characteristics and outcomes. More than 100 participants could not be linked to the OUSD data because of these data issues.

We also examined trends in responses to the California Healthy Kids Survey on metrics including students' perceptions of safety and knowledge of where to get help, for Oakland schools that did and did not have school VIP services. While the most recent year for which those data are available was 2023, very early in the school VIP program implementation period, there was a notable increase from 2022 to 2023 in students in schools with VIP teams reporting that it was either very or pretty much true that they knew where to go to get help with a problem (from 55 percent to 64 percent). No equivalent increase was observed among students in Oakland high schools that did not have VIP teams.

Given the above limitations, we characterize these results as preliminary and inconclusive as to the overall impact of school VIP services on the outcomes of interest. Our qualitative research highlights some of the challenges and the learning and refinements that occurred in the early implementation the school VIP program, while also pointing to the potential of the program to meaningfully affect students' lives. For the final report, we will extend this analysis to include participants and outcomes from the 2024–25 academic year, which will strengthen the ability of the analysis to determine the program's impact.

Recommendations

Practice Recommendations

Create forums for coordination and communication across services. One of the notable strengths of the DVP service continuum is the degree of referral relationships between service providers evident in the data and the level of partnership indicated across all the provider interviews. Coordination and communication across services and specialties is appreciated where it is happening, but how much it is happening varies. Many interviewees reported spending substantial time establishing and maintaining relationships needed to meet service participants' needs, and more formalized coordination might make this aspect of their work easier. Regular coordination might also help providers address emerging trends related to patterns of violence or participant needs, as the shooting-review meetings do for providers who participate in them.

Deliver more cross-training of staff across organizations. Relatedly, many providers appreciated the opportunities they had to attend trainings with peers from other organizations and specialties, and felt the increased mutual understanding from those engagements supported better operational collaboration in the field.

Enhance housing and mental health service options. The gaps in options available to meet service participants' needs for housing and mental health services came up repeatedly. These are difficult and long-standing issues that interviewees consistently said are barriers to providing effective assistance to service participants.

Help providers increase capacity. Funded community-based organization providers wanted more assistance with building capacity from the DVP and from the City of Oakland generally. This could mean finding ways to increase staffing and staff capacity to mitigate challenges from staff turnover and vacancies; making the yearly grant process easier for grantees, who are often managing reporting requirements from multiple grants from multiple sources; and identifying additional funding sources for providers who are addressing complex needs and finding that the available resources, while needed and appreciated, remain insufficient relative to program participants' needs.

Data Recommendations

The City of Oakland and the DVP may want to revisit the process for requesting participants' consent to use their data for evaluation purposes, to determine whether there are ways to deliver necessary privacy protections while better supporting outcome analysis of the impact of DVP-funded services. The current process and resulting levels of consent (38 percent of school VIP service participants) significantly limit the ability to connect service engagement and outcomes beyond a small and potentially unrepresentative subset of participants. Findings on the impact of services on the subset of participants who consented to data sharing are valuable, but estimating the impact of those services on safety and violence in the city as a whole requires going beyond understanding what is happening with that small subset. Of note, 42 percent of school VIP participants' consent forms are marked as "not complete yet" in the Apricot data system. Although the DVP has revised that form, offered trainings, and provided guidance about the consent process, providers and participants may be wary about the implications of granting consent. The DVP should explore the barriers service providers are encountering when presenting the consent form, while still communicating to participants that data sharing is voluntary.

More consistently and accurately capture dates of birth and names in the Apricot database, and consider whether additional identifiers could be added. Issues with this information made matching across data systems infeasible for many participants who had consented for evaluators to do so. Requiring that OUSD students' ID numbers be entered would facilitate linking to OUSD data to understand student outcomes.

Encourage providers to complete and update the forms in the Apricot data system more regularly and comprehensively, which will allow for a better understanding of participants' needs and levels of engagement with programming. For example, the participant and enrollment forms capture important information about education, housing, family, referral source, and exposure to violence, but many fields are not completed. Moreover, forms are inconsistently updated, and exit dates and reasons for exiting the school VIP program are missing for many students, making it difficult to measure completion rates or how long students participate in the programs.

Improve the integration of forms across the Apricot data system. Apricot is a comprehensive system with many forms specific to the different services funded by Measure Z. Some forms are based on the violence mediations or service provision but are not linkable back to participants, making analysis of service engagement more difficult. Further tracking of the schools where services and mediations occur would also be helpful.

Consider how Apricot could become a useful resource for providers. Many providers maintain their own separate databases and may not use Apricot for day-to-day case management or to track participants. Considering the breadth of the DVP network and the numbers of referrals across organizations, Apricot could become a useful resource as data tracking becomes more accurate and comprehensive.

Evaluation Next Steps

The next steps for Urban's evaluation related to the school VIP program are as follows:

- We will interview OUSD staff involved in the school VIP services. We will also invite more school VIP team members to participate in interviews to expand upon the sample included in this interim evaluation report.
- We will invite students engaged in school VIP services to participate in focus groups or interviews to better understand their experiences with the services.
- We will extend the quantitative analysis of the impacts of school VIP teams to include more data from the first half of the 2024–25 school year.

Introduction

For decades, the city of Oakland has grappled with gun and gender-based violence, and for decades Oakland has responded by making extensive investments in building capacity and mobilizing expertise to respond to existing violence and avert future violent victimization. This interim evaluation report presents findings and insights regarding one form of that investment: the school violence intervention and prevention teams (or school VIP teams). The work of these teams is overseen by the Oakland Department of Violence Prevention (DVP) and carried out by community-based organizations (CBOs), whose work is funded through the Public Safety and Services Violence Prevention Act (popularly known as “Measure Z,” see box 1). This evaluation work examining the school VIP teams is part of a larger process and impact evaluation of Measure Z–funded initiatives undertaken by the Urban Institute in partnership with Urban Strategies Council, over a three-year period from July 2022 to June 2025.

BOX 1

Measure Z and the Department of Violence Prevention

In 2014, Oakland voters passed Measure Z, the Public Safety and Services Violence Prevention Act. Measure Z built on lessons from the earlier Measure Y, the Violence Prevention and Public Safety Act of 2004. Measure Z provides approximately \$27 million in funding annually, with \$2 million designated for improving fire-response services, about \$15 million for violence-reduction efforts within the Oakland Police Department, and roughly \$10 million for violence prevention and intervention programs overseen, and in some cases directly provided, by the Department of Violence Prevention (DVP). Measure Z-funded DVP activities are grouped into four strategy areas: group violence response, gender-based violence response, community healing and restoration, and school violence intervention and prevention (VIP) teams that embed the other three strategy areas in select Oakland schools.

Established in 2017, the DVP has a mandate to reduce gun violence, intimate partner violence, and commercial sexual exploitation. Before the DVP was established, the community-led components of the City of Oakland’s violence-reduction work were housed in Oakland Unite. Oakland Unite was a division of the City’s human services department, and the DVP absorbed its functions and staff were automatically transferred from Oakland Unite to the DVP. The roles and responsibilities of Oakland Unite were fully assumed by the DVP in 2020, and the DVP also took on new functions.

Source: *Department of Violence Prevention Strategic Spending Plan, 22-24* (City of Oakland, Department of Violence Prevention, 2021).

About the School Violence Intervention and Prevention Teams

The school VIP program takes core components of the DVP's violence intervention and prevention ecosystem and embeds them in seven high schools in the Oakland Unified School District (OUSD): Castlemont High School, Dewey Academy, Fremont High School, McClymonds High School, Oakland High School, Ralph J. Bunche High School, and Ruidsdale Continuation High School. Each school VIP team consists of one life coach, one violence interrupter, and one gender-based-violence specialist. Community healing interventions funded by the DVP are also available at Castlemont High School and Ruidsdale Continuation High School to support the violence intervention and prevention work. (Other schools have restorative justice coordinators funded by OUSD.) The school VIP teams coordinate with key school staff such as principals, teachers and community school managers, and are part of each school's coordination of services team (COST) and safety team.

The genesis of the school VIP program was the OUSD school board's approval in June 2020 of the George Floyd Resolution, which eliminated the OUSD Police Department. After this, the OUSD moved to implement community-led approaches to safety and violence interruption and increase staff capacity to employ restorative practices in Oakland schools. At the same time, the Oakland City Council convened the Reimagining Public Safety Task Force, which made recommendations that included a school-based violence prevention strategy including conflict resolution and restorative justice practices in partnership with CBOs specializing in violence prevention (Oakland Department of Violence Prevention 2021). The DVP included this strategy in its 2021 request for qualifications to disburse funding to CBOs for violence intervention services. The funded school VIP program providers began their work in a pilot including the seven high schools during the 2022–23 school year. The total grant funding awarded to community-based provider organizations for the school VIP work from July 2022 through September 2024 was \$5,650,000.

The specific components of the school VIP program are as follows:

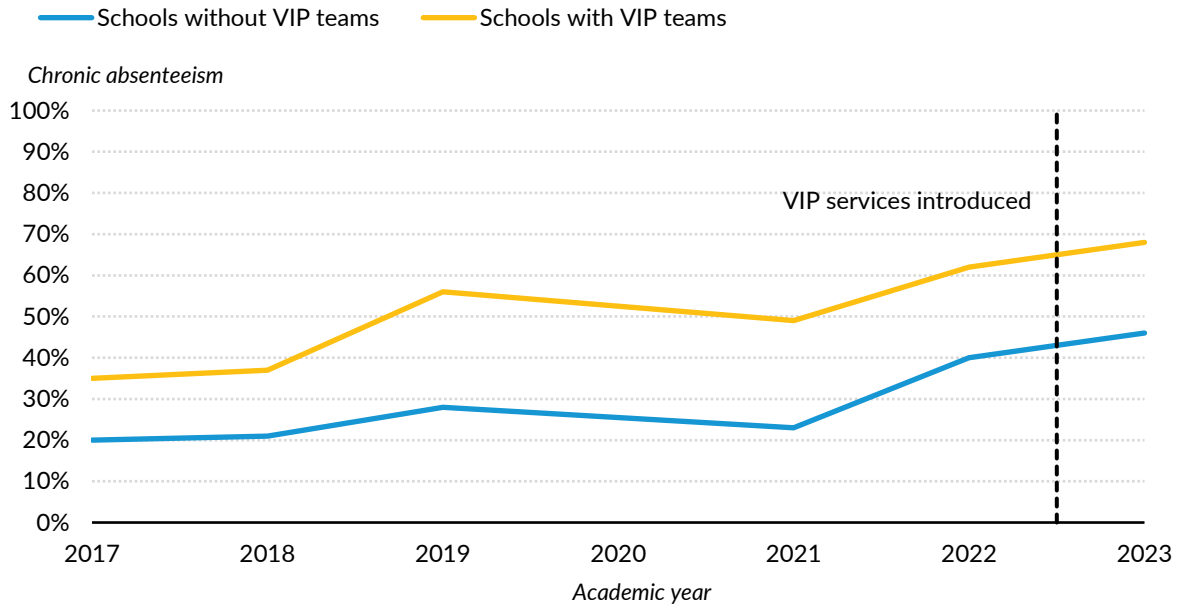
- **Gender-based violence services:** School-based gender-based-violence specialists provide short-term case management for victims of gender-based violence and make referrals to helpful services. They also deliver trainings to school staff and host educational workshops for students on dating violence, stalking, sexual harassment, sexual assault, and commercial sexual exploitation. These services are provided through school VIP teams by the Family Violence Law Center.

- **Life coaching:** School-based life coaches help students who are at risk of violence or at the center of violence identify and reach goals that reduce their risk for violence (e.g., obtaining employment, attending school regularly, avoiding negative peer influences). Life coaches refer students to helpful services and help them with system navigation, socioemotional skill development, and strengthening family ties. Life coaches have frequent contact with their clients and use financial incentives to encourage positive behavior change. These services are provided through school VIP teams by Communities United for Restorative Youth Justice, the East Bay Asian Youth Center, the Student Program for Academic and Athletic Transitioning, and Youth ALIVE!
- **Violence interruption:** School-based violence interrupters conduct safety assessments for students at risk for violence, mediate student conflicts, facilitate support groups for students who are group affiliated, and refer students to helpful services. School-based violence interrupters communicate with school administrators about active or potential student conflicts and conduct outreach to family members of at-risk students. As of the 2024–25 school year, they also deliver trainings for staff on signs and causes of violence and host support groups for families. These services have been provided through school VIP teams by Community & Youth Outreach,¹ Communities United for Restorative Youth Justice, and Youth ALIVE!
- **Community healing:** School-based community healing providers facilitate healing and community-building circles in response to incidents of violence at school or in the community. Providers also deliver trainings in restorative justice practices for teachers and school administrators. These services are provided by Restorative Justice for Oakland Youth.

The school VIP teams began their work at a time when Oakland students and schools were recovering from the impacts of the COVID-19 pandemic. Chronic absenteeism in Oakland high schools has been increasing since the pandemic and is well over 50 percent for schools with VIP teams (figure 1).

FIGURE 1

Rates of Chronic Absenteeism in High Schools with and without VIP Teams



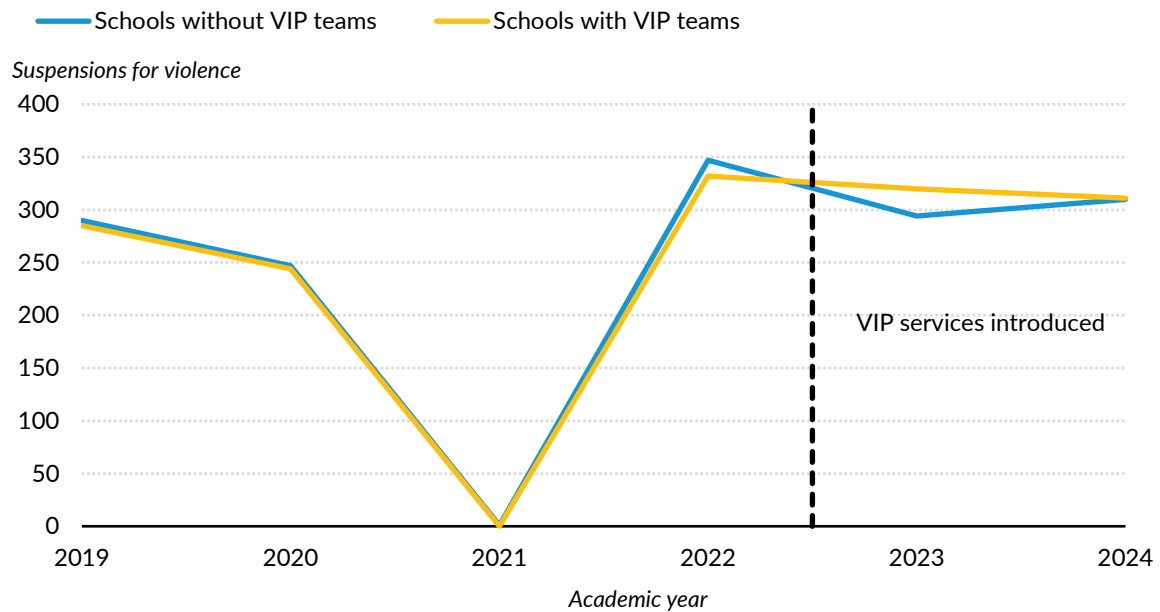
Source: "Absenteeism Data," California Department of Education, accessed October 4, 2024, <https://www.cde.ca.gov/ds/ad/chronicdata.asp>.

Note: VIP = violence intervention and prevention.

Oakland high schools also saw increases in suspensions for violence coming out of the pandemic. Numbers of such suspensions were similar between the schools hosting and not hosting VIP teams, although the schools without VIP teams had more total students, meaning the rate of suspensions for violence was higher in schools with VIP teams.

FIGURE 2

Suspensions for Violence in Schools with and without VIP Teams



Source: “Suspension Data,” California Department of Education, accessed October 4, 2024, <https://www.cde.ca.gov/ds/ad/filesd.asp>.

Notes: VIP = violence intervention and prevention. The 2020–21 school year was virtual because of the COVID-19 pandemic. Only one suspension occurred during that school year.

Prior Evaluation Findings

The phase of the Measure Z evaluation covered in this report follows and builds upon work led by Mathematica, whose evaluation work covered the implementation and impacts of Oakland Unite’s strategy areas from 2016 to 2020. While the school VIP teams began their work after Mathematica’s evaluation concluded, findings about similar interventions for young people before 2020 provide valuable context about the work of the school VIP teams.

Life-coaching services help people who are at risk of violence or have been involved in violence in Oakland identify and reach goals that reduce their risk of violence. Youth life coaching had significant positive impacts on high school retention and graduation rates over a 30-month period (Gonzalez et al. 2021). Participants (n=192) were 13 percent more likely to remain in school and 11 percent more likely to graduate than a comparison group of peers who did not participate. However, effects on other outcomes were mixed, as young people in life coaching were 13 percent more likely to become victims of reported violent incidents. Though there was a short-term reduction in arrests for violent offenses (most young people who participated in life coaching had contact with the justice system in

the year leading up to services), no long-term reductions in law enforcement contact were observed. These results came in the context of challenges with fully delivering the services to participants; Mathematica found that only a quarter of young people completed services as recommended by the Oakland Unite life-coaching model.

From 2017 to 2018, youth employment services primarily served African American and Hispanic young people at risk of violence, focusing on those who had low attendance at school or were experiencing violence (Gonzalez, Lacoé, et al. 2019). Although the strategy targeted people ages 13 to 18, 39 percent of participants were older than 18 at the time of enrollment. Only 54 percent of school-age employment services participants were enrolled in an Oakland or Alameda County public school in the 12 months before receiving services. Among those students, 50 percent were chronically absent from school and 22 percent were suspended or expelled during the 12 months before receiving services. Almost a quarter of participants in youth employment services reported being a victim of violence to the Oakland Police Department before receiving services, and 59 percent reported that they had a peer or family member who had been shot or seriously injured.

School-age employment services participants ($n=179$) were 13 percent more likely to be enrolled in school in the 12 months after starting services, and they had similar school attendance and discipline as the comparison group. They also had similar rates of contact with law enforcement, arrests, convictions, and victimization as the comparison group in the 12 months after beginning services. Mathematica's process evaluation highlighted challenges with collaboration between employment services and life-coaching providers arising from competition for young people's time and differing approaches to serving them (Gonzalez, Lacoé, et al. 2019).

Mathematica conducted a process evaluation of the implementation of Oakland Unite's commercial sexual exploitation youth-intervention substrategy (Gonzalez, Hu, et al. 2019b). This substrategy provided funding for services to support young people who were at risk of or were currently experiencing commercial sexual exploitation. The process evaluation found that agencies were serving the intended population of girls and young women of color with histories of victimization, contact with law enforcement, and school disengagement. Oakland Unite's approach was aligned with the California Department of Social Services Commercial Sexual Exploitation of Children Program guidelines, which outline a three-tiered approach to supporting young people consisting of immediate crisis response, initial services that address immediate needs, and ongoing support involving case planning and coordination. The services offered by Oakland Unite agencies focused on short-term crisis response and stabilization. The unmet needs of young people who had experienced commercial sexual exploitation included mental health support, stable relationships with

caring adults, and safe, stable housing. Although many returned for support, providing ongoing support to address young people's unmet needs may necessitate longer-term care and relationship-building. Although agencies serving this population had a shared understanding of it, the broader violence prevention community did not have a standard process for identifying and referring young people at risk of commercial sexual exploitation. In addition, a cohesive strategy for serving these young people was lacking, and collaboration and communication across stakeholders was needed.

Urban's Evaluation Methodology

The DVP component of the Measure Z evaluation focuses only on strategies and activities implemented by the CBOs that received Measure Z funding. It does not cover services provided directly by DVP staff. **The evaluation has three components.**

First, our descriptive analysis presents data on the amount and nature of activity undertaken by the DVP and its funded community partners. These include data on the characteristics of participants, services provided, and outcomes recorded. This component draws from the DVP's Apricot data-management system. In addition to the analyses described in this report, the evaluation supported the development of public data dashboards, available at <https://www.oaklandca.gov/topics/dvp-measure-z-funded-grantee-network-data-dashboard>; the dashboards provide further details about the strategies and activities funded by Measure Z. The following research questions are addressed in this component:

- How many people were served in each program? How many community activities occurred?
 - » What were the characteristics of these clients and activities?
- What was the dosage of the various Measure Z-funded DVP activities, at the client and community levels?

Second, our process evaluation addresses questions about the implementation of the Measure Z-funded activities, going beyond descriptive information about what activities were undertaken to understand how well they are working and identify implementation challenges and successes. The following research questions are addressed in this component:

- How were the Measure Z-funded DVP activities implemented?
- What are the facilitators of and barriers to success for each DVP strategy and activity?

- How do the different Measure Z–funded components interact and relate to an overall approach to violence reduction?

Third, our impact evaluation assesses whether the Measure Z–funded activities are realizing intended outcomes at the individual level. The following research questions are addressed in this component:

- Do people engaged by Measure Z–funded services fare better in terms of safety, well-being, and justice-system involvement than similarly situated people who are not engaged?
- Do Measure Z–funded activities affect community perceptions of safety and well-being?

QUALITATIVE DATA COLLECTION

The Urban Institute and Urban Strategies Council conducted seven semistructured individual interviews with CBO provider staff members working on the school VIP program. The interviews occurred virtually from May 2024 through July 2024.

Leadership and staff at the CBOs funded by Measure Z to provide school VIP services were informed of the interview opportunity via email using contact information provided by the DVP. The outreach stated the specific activity or program of interest for the interview (e.g., VIP violence interruption or gender-based violence services) so that the organization could identify the staff directly involved in the activity or program. Each potential interview began with an informed-consent process in which staff could decide whether to proceed with the interview. The interview questions asked about their roles and responsibilities, how the activity or program was being implemented, referral sources, collaboration across agencies and with the schools, participants' needs and outcomes, and implementation challenges and successes.

ADMINISTRATIVE DATA SOURCES AND ANALYSIS

The Urban Institute executed a data-sharing agreement with the City of Oakland to receive data from the Department of Violence Prevention and the Oakland Police Department and an agreement with the Oakland Unified School District. Table 1 lists the types of data received and analyzed in this report. The DVP provided data from its records-management system, called Apricot, which was launched in January 2023. Apricot contains data on individual participants and the services they received as well as on group services and violence mediations. Although Apricot launched in 2023, the DVP was able to carry over data from 2022 that were collected through its previous system, Cityspan.

As part of the grant requirements, the DVP-funded service providers report data in Apricot, allowing for more uniform data and consistent analysis across all providers.

TABLE 1

Sources of Data Used in This Interim Evaluation of Measure Z–Funded Services

Data source and type	Data coverage
<i>Oakland Department of Violence Prevention</i> Service provision and participation	July 2022–June 2024
<i>Oakland Police Department</i> Arrest incidents	January 2012–June 2024
<i>Oakland Unified School District</i> Student characteristics and performance	August 2022–June 2024

Oakland Police Department data on arrests include adult and juvenile arrests and show the arrest location and associated charges. Homicide data include all adult and juvenile homicide victims in Oakland. Oakland Unified School District data cover all students and include information about the schools attended, grade point average, attendance, and suspensions. We also accessed publicly available data about schools from the California Department of Education.

LIMITATIONS

This evaluation has several important limitations. The first is the fact that Apricot, the DVP’s new data-entry and -management system, went live in January 2023. Adopting a new system like Apricot involves a learning curve, and data-entry inconsistencies and quality-control issues frequently arise and need to be fixed. Urban worked closely with the DVP to mitigate the impact of this change on the evaluation, including obtaining Apricot data extracts as early as possible to become familiar with the data structure and begin asking questions well in advance of the delivery dates for evaluation analyses. Nonetheless, providers’ data-collection practices may have differed as they began using Apricot, which may be reflected in our data.

Another limitation is that people participating in individual-level Measure Z activities can refuse to consent to their individually identifiable information being shared with the evaluation team. This information is not necessary for the descriptive analyses presented in this report but is needed to match across datasets and assess many outcomes (like school suspensions). The consent rates differed by service, but for school VIP services as a whole the consent rate was 38 percent and for each service a large share of participants did not consent. This means that all outcome analyses involving data linking are restricted to the subset of participants who agreed to share their individually

identifiable information. More information about the consent rates is available in the next section and the appendix.

School VIP Descriptive Analysis

From the inception of the school VIP program in the 2022–23 school year through the 2023–24 school year, 544 students had at least one DVP-funded service connected to the school VIP teams recorded in Apricot. Gender-based-violence services engaged the largest number of students followed by life coaching (table 2). In terms of specific services, by far the most common were case management and life coaching, with over 90 percent of activities recorded in Apricot belonging to those two categories. Students recorded as school VIP service participants received an average of 27 service sessions (e.g., case-management meetings or life-coaching sessions).

TABLE 2
School VIP Individual Participants by Service Type

	Number of participants
Service type	
Gender-based violence services	255
Life coaching	196

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes: VIP = violence intervention and prevention. Community healing and violence interruption are not individual-level services, but 59 students were recorded in Apricot as having received a community-healing service and 18 a violence-interruption service.

Comparing the demographics of school VIP team clients with all students in schools where school VIP teams were based, we see that female students were disproportionately likely to access school VIP services: 60 percent of all school VIP clients were female, compared with 45 percent of all students in their schools. When breaking down the individual service types, female students composed 74 percent of recipients of gender-based-violence services, while male students composed 60 percent of life-coaching participants. We also see that African American students were disproportionately likely to access school VIP services, whereas Hispanic or Latino students, who made up 58 percent of all students in schools with school VIP teams, made up only 29 percent of students receiving school VIP services.² This may reflect differential risk, as African American high school students in Oakland are suspended at much higher rates than Hispanic/Latino students.³

TABLE 3

School VIP Program Client Demographics

Share of participants (n=544)	
Race/ethnicity	
African American	44%
Asian	3%
Hispanic or Latino	29%
Multiracial	6%
White	1%
Declined to State	14%
Other	3%
Gender	
Female	60%
Male	38%
Nonbinary or transgender	0.2%

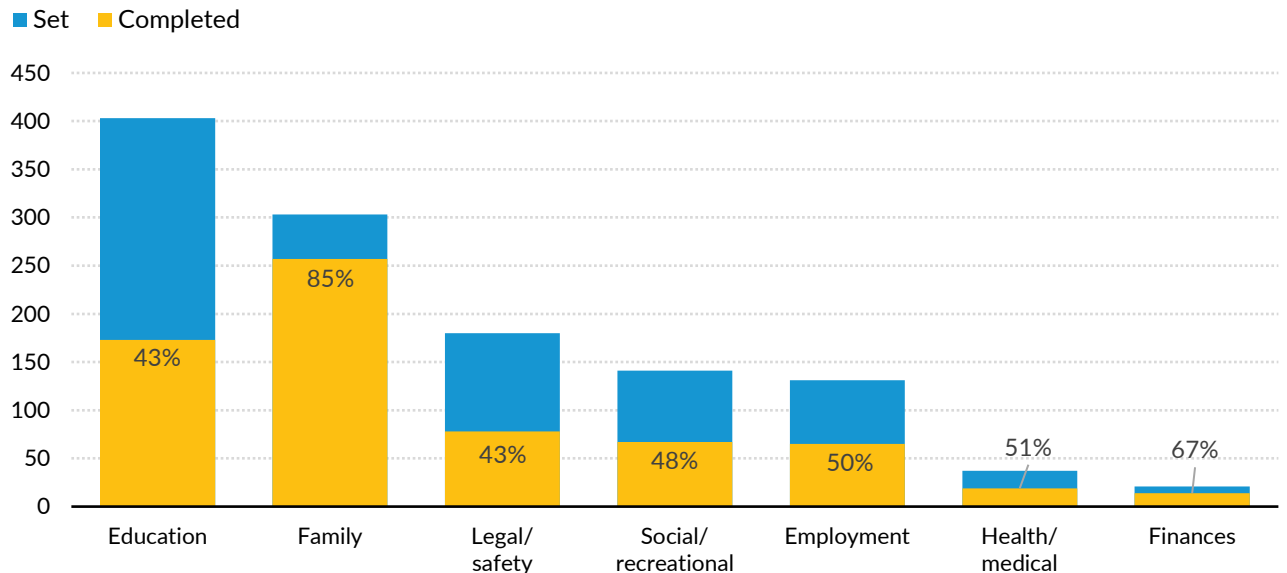
Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Note: VIP = violence intervention and prevention.

Life coaches work with students to identify and reach goals that reduce their risk for violence (e.g., obtaining employment, attending school regularly, avoiding negative peer influences) and work with them to achieve related milestones that can promote safety and success. Figure 3 shows life-coaching goals and completion rates among school VIP clients.

FIGURE 3

Life-Coaching Goals and Completion Rates for School VIP Clients



Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Notes: "Other" includes goals related to health/medical, safety, and housing/shelter. Percentages are the percentages of set goals that have been completed.

While the majority of school VIP life-coaching participants who had at least one goal recorded (122 of 157) set individualized educational goals, such as “receive passing semester grades” or “achieve consistent attendance in GED/Tutoring/High School Diploma/College Program,” students receiving life coaching through the school VIP program are encouraged to set goals that go beyond the classroom.⁴ Through the end of the 2023–24 school year, 46 students had set 107 goals related to family and relationships, such as “build better bonds with grandparents,” and 64 students has set 106 goals that addressed current and future employment goals, including “getting an afternoon/weekend job.” Life coaches then set timelines for the students to work toward these goals and followed up with students to track progress and promote accountability.

Students have met a sizeable share of their goals, with over 47 percent of the goals recorded in Apricot as completed. Students demonstrated particular success with education and family/relationship goals and continue to make progress on a large majority of all goals. If we consider only goals that have either been successfully completed or were “abandoned” (the term in the Apricot data system), students met 78 percent of all goal targets. After successfully meeting their goals, students are encouraged to set additional targets and continue to build on past progress.

School VIP teams also referred young people to an array of external services (table 4). The most common were employment services, followed by education and financial services.

TABLE 4
School VIP Program Referrals to External Services

	Number of referrals
Services	
Employment	112
Education	88
Financial services	35
Mental health	28
Other	19
Family support services	14
Housing	7
Legal	7
Physical health	5

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Note: VIP = violence intervention and prevention.

In addition to providing services to individual students, school VIP teams host support groups and events. The VIP teams also meet with school administrators around coordination and relevant safety issues. The community healing services provider working with the VIP teams in two schools supports their work by holding community building and restorative events. Total attendance at these varied

group activities was well over 7,000 over the 2022–23 and 2023–24 school years, although this includes individuals participating in these events multiple times.

TABLE 5
School VIP–Related Events Held August 2022 to June 2024

Event type	Number of events	Average attendance per event
Community building/restorative event	12	32
Gender-based violence school group	231	13
Healing and support group	99	12
School administrator meeting—other	15	4
School administrator meeting— coordination of services team	11	7
Training	45	14

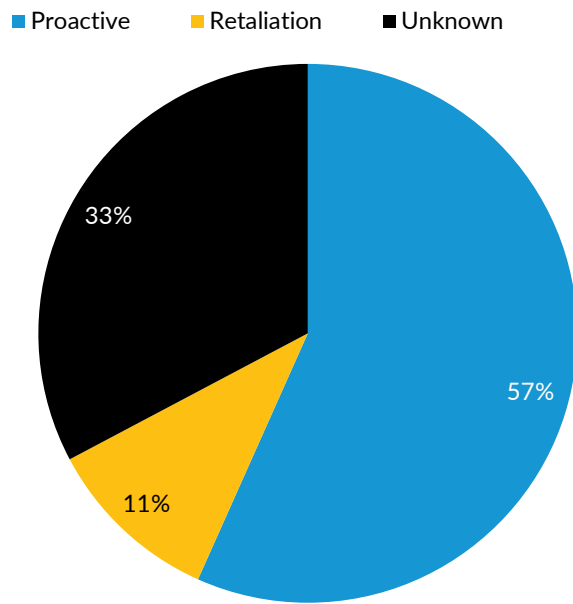
Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Note: VIP = violence intervention and prevention.

Violence interrupters within the school VIP teams also conduct violence mediation. During the two school years during the evaluation period, 681 violence mediations occurred at schools or were recorded by school VIP teams. Most mediations were proactive (57 percent), whereas fewer (11 percent) focused on preventing retaliation (figure 4). On average, two to three people were involved in each mediation. Most mediations focused on mediation between students, although mediations involving school administrators were also common. Parents, teachers, and community members were involved in a small share (less than 15 percent) of recorded mediations.

FIGURE 4

Violence Mediations Conducted by School VIP Teams, by Type of Mediation (n=681)



Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Note: VIP = violence intervention and prevention.

Process Evaluation Findings

To shed light on the initial stages of the implementation of the school VIP program, the evaluation team interviewed seven CBO staff members delivering school VIP services, including those focusing on each of the four school VIP program components. Staff were asked to reflect on general successes and challenges of the school VIP program and elaborate on their own and students' perceptions of program achievements to date.

Program Structure and Team Roles

Interview participants were asked to describe their roles on the school VIP teams, how their teams were structured, and how team members worked together. The role of the violence interrupters was described as preventing and mediating conflicts, preventing retaliatory violence, and preventing violence from spilling over from the community into the school and vice versa. Interviewees addressed the bidirectional relationship between conflicts in the schools and in the streets, with one observing, "What happens in school can spill out into the streets...It's all connected." As an example, an interviewee said they might hear about a robbery that happened outside of the school, try to learn who was involved and whether they went to the same school or different schools, and try to engage the young people involved. The purpose of doing this was to avoid the incident developing into a conflict that might affect the safety of the students involved and the school generally. Interviewees said that violence interrupters in schools were responding more to fights and potential fights, whereas violence interrupters in the community were mostly responding to shootings. From their perspective, this meant that school-based violence interrupters had more of an opportunity to intervene in situations "before something gets out of hand." An interviewee named coordination with the coordination of services team as important for violence interrupters to understand who might need their attention.

Consistent with these activities, the role of the violence interrupters was described as short-term intervention, a role that would ideally involve engaging young people with the life coaches to support their ongoing success. At the same time, violence interrupters described work they were doing to create spaces to connect with students, open lines of communication, and create trust. Examples included hosting pizza parties for young people or cooking with them. Violence interrupters noted the flexibility that the school VIP program allowed for coming up with different ways to create these spaces. As one summarized it, "We have a lot of freedom." Another interviewee noted that this

flexibility allowed violence interrupters to do some things that schools couldn't do to incentivize student effort and staying out of fights (such as bringing an ice cream truck to campus).

Interviewees described school VIP life coaches as the advocates for students they work with, “meeting them where they are” to identify and realize important life goals. When a student is referred to life-coaching services, the life coach either conducts a home visit or meets with one of the student's parents at the school. The life coach then works with the student to create a life map, outlining three to five top priorities and laying a foundation for how to reach them. As goals are completed, the life coach and student do another cycle of assessments and life-mapping goals. One interviewee distinguished this structured approach from other youth-engagement approaches such as mentoring: “I think so often in mentoring we know the right goals, but don't really focus on the nuances of, what do you need to get there?” Interviewees also emphasized that students participating in life coaching are given a voice in creating their plans. Interviewees described the approach of school-based life coaching as similar to the youth life coaching funded by Measure Z in the community, but said the school-based life coaching focuses more on academic markers of success like graduation and attendance.

Interviewees described teachers and other school staff as the primary source of referrals to life coaching. (While less than 20 percent of students who participated in school VIP services had a referral source recorded in Apricot, the vast majority of students for whom that information was available were school referrals.) Interviewees described initially using the same risk-factor-eligibility screener for school VIP life-coaching referrals as for youth life coaching in community settings. They said that through ongoing discussions and feedback from the school VIP partners, including from school administrators, eligibility for participating in school VIP services was broadened. School administrators might reach out about students in conflicts or other situations that could lead to involvement in violence, or a student might come to the attention of the violence interrupter because of a fight or situation off campus that could show up in the school. Interviewees described these means of referral as important because they helped bring students to the attention of VIP teams who might be appropriate for intervention but didn't always have commonly understood flags of risk, like histories of justice-system involvement. As one interviewee put it, “A lot of participants that really needed support hadn't been incarcerated, hadn't been on probation, but for a lack of better words, they were kicking up a lot of dust.”

As described in the interviews, the gender-based-violence specialist's role is to offer strategic programming for cohorts of young people to learn about gender-based violence, build peer-education strategies, and develop self-awareness and tools to regulate emotions. The goal for these specialists

was to equip students to be in safe and healthy relationship with others. At the individual level, these specialists engage in case management for students, although an interviewee emphasized that it was important for case management to be complemented with education and more holistic support. At the school level, the gender-based-violence specialists work to train staff and change school culture to better handle gender-based violence. From one interviewee's perspective, this was important for increasing attention to gender-based violence. "Gender-based violence wasn't even a topic of conversation before. We ensured that in every meeting or space we were in, it was lifted up." The same interviewee emphasized a need to work with school administrators to implement systems to prevent and address gender-based violence in schools.

Lastly, staff working on the community healing and restoration component of the school VIP work do community-building activities in two schools. These could be tailored to the specific needs of each school, and an interviewee working on this substrategy described asking principals to send two or three questions to teachers about areas they wanted to see addressed over the school year. In one school, it was noted that girls in ninth and tenth grade accounted for a large number of suspensions. The community healing specialist set up girls' groups, 12-week voluntary courses that provided students with food, stipends, and opportunities to discuss issues in their lives.

Collaboration

Interviewees emphasized that they centered collaboration in their work. One interviewee described weekly coordination meetings where the school VIP team would confer on which situations fit with different team members' expertise and when different students might be more willing to engage with one team member and their activities than another (for instance, a student may not want to participate in conflict mediation and may only want to work with their life coach). That said, interviewees said collaboration differed for schools and partners. Interviewees spoke about how they learned which forms of collaboration worked best for each partner. During busier parts of the school year, school VIP team members held more meetings with each community-based organization to share updates and discuss shared challenges. Some interviewees described a lack of communication between the CBOs whose staff members made up the school VIP teams and inconsistency in whether meetings actually happened weekly.

One important aspect of the school VIP teams' collaboration involved how conflicts and other situations that might require their intervention came to the attention of team members, particularly the violence interrupters. As respondents described it, the process of conflict notification relies heavily

on informal communication channels, such as word of mouth and direct outreach from the DVP and CBOs. Notifications are typically communicated via texts, phone calls, and emails, emphasizing and promoting a network of personal relationships. These casual communications between students and service providers are intended to help the providers intervene “before something pops off or gets more serious” by regularly engaging with students and making sure they’re willing to discuss minor conflicts before they develop further. School VIP staff also work with school teams that can refer students through an online portal. All school staff, including principals, teachers, and counselors, can access this portal and submit referrals. Additionally, referrals can come from probation officers.

Interview participants outlined how working relationships between the violence interrupters and life coaches help both be more effective. For example, the relationships life coaches build with participants can be leveraged to help violence interrupters with groups they run and intervene in conflicts. Coordination between the two can be key in responding to emerging threats to student safety. For example, at one school, in response to an ongoing conflict being monitored by the violence interrupter, the life coach took a student home early from school and explored possible placements in different schools. In cases when a young person is involved in a conflict or at risk of being involved in one and declines to work with a life coach, violence interrupters will check in with them periodically. This maintains a line of connection between the young person and the school VIP program and keeps the door open for them to engage in life coaching if they change their mind. The degree of operational collaboration with the gender-based-violence specialists described in the interviews seemed to be less than that between the life coaches and violence interrupters, although mutual respect for the particular focus, sensitivities, and tools of each professional was a clear theme. One factor in this may be the particular boundaries around client confidentiality for the gender-based-violence specialists, which limit information sharing with other VIP team members absent written consent.

School VIP teams benefited from their connections throughout Oakland’s broader violence prevention and intervention ecosystem. Interviewees highlighted the benefits of drawing upon the relationships established by the community-based work funded by the DVP, inviting CBOs to meetings and using their networks. As one interviewee put it, “We often invite other community-based organizations to come and sit down with us....We have a large network.” Interviewees described connecting students to supports including therapeutic support, mental health services, support specific to the LGBTQ community, and emergency shelter.

Successes and Facilitators

Interview respondents shared many insights on factors that supported the success of school VIP teams and what they saw as the successes of the program through its first two school years. One of the greatest early implementation successes they described was developing open, trusting relationships with students and their families. They felt students and families saw them as credible messengers. As one interviewee described student reactions to support groups held as part of the school VIP work, students “want to be there, getting good feedback, get a space to talk, learn RJ [restorative justice], ask about internships,” and ask for general advice from trusted adults. By offering students a new way to engage and resolve conflicts, students are increasingly “able to perceive situations from a different lens that makes them able to take accountability and perceive what they did wrong.” An interview respondent involved in the gender-based-violence component shared that around that issue an important success was that young people had a safe adult on campus they could be themselves with and ask for support.

In addition to general successes engaging students, interviewees spoke about more specific successes, such as students getting paid internships, improving their grades, joining sports teams, getting discharged from probation supervision early, and graduating from high school. As one person put it, “Any time youth graduate and do not grab a gun, it’s a huge success.” A respondent noted that they had seen young people involved in gender-based-violence services using the problem-solving tools they had been provided with to address conflicts.

Several interviewees also stated that the program is successfully reaching students who have historically been marginalized or may be less likely to seek out help. This has been made possible by developing trusting relationships with students over the course of years and by relying on teachers and families to proactively refer struggling students. School VIP staff stated that they go out of their way to identify students who might be struggling academically, have low self-esteem, or are less outspoken, which is only made possible by having full-time school VIP staff regularly present and accessible on school campuses. In the early stages of the school VIP teams, some life coaches and violence interrupters were dividing their time between two schools. Interviewees believed that reaching the point where these team members were dedicated to a single school was a critical accomplishment. Once students were engaged, tangible incentives like stipends or paid internships were helpful in keeping them connected and motivated. One interviewee said that with the stipend, students see “a clear goal and reward....There’s space for them to be themselves and get credit for class and get paid.”

Respondents named a number of skills and qualities that supported success in engaging students and building these relationships. One was an understanding of dynamics in young people's lives, such as social media and how they communicate about issues that might lead to conflict. Examples include young people recording songs about who they might want to hurt or what might be going on, or using graffiti. Respondents also said previous experience working in schools can make VIP team members more effective by helping them understand how schools work. An example was familiarity with individualized education plans, which outline the specialized instruction and support services a child with a disability needs to succeed in school and which many students connecting with the school VIP teams might have.

One of the themes that emerged most consistently from the interviews was the central role collaboration played in the success of the school VIP work. The working relationships established around school VIP teams were themselves seen as a significant accomplishment; one person explained that one of the most important implementation successes of the school VIP teams has been a commitment to collaboration, including an openness to changing things as needed, between the DVP, the schools, and the CBOs operating parts of the school VIP teams. The value of the DVP's coordinating role was emphasized, with monthly meetings with all school-based providers and one-on-one meetings between the DVP and each provider organization serving as important venues for planning and identifying areas for improvement. Stakeholders said this communication had increased and that gaps in communication early on in the school VIP program had been addressed. While "it's still a thing that's growing," in one respondent's view, the meeting structure was seen as having helped a lot.

An example of the role of collaboration in the development of school VIP teams concerned the ages of students participating in services. School VIP team staff noted the value of developing long-term relationships with students. Some felt it was ideal to work with students over the course of their full high-school careers, starting with them as freshmen and continuing work through graduation, teaching them new skills and updating goals along the way. As one interviewee stated, "One of the keys to life coaching is the amount of time you spend with these kids." They described some differences of opinion on this score with school administrators, who might prioritize referrals for older students who were nearer to graduation. Older students might be at greater risk, but with less time before they graduated and limits on staff capacity, many felt they could more effectively shape positive youth trajectories starting with younger students. A theme in the interviews was the receptivity of partners to this kind of feedback, which resulted in space to work with younger students. One interviewee said simply that the collaboration with the schools had been "amazing."

“I think the biggest thing is starting a pilot and just sticking through it.”

—School VIP team partner, on program successes

Challenges

School-based VIP service providers described many challenges with the school VIP teams' work. To start with, there were the challenges interviewees described the students facing. These included exposure to difficult and traumatic experiences such as homicides, gang involvement, and drug use and a lack of home support or sounding boards for talking about their situations. Participants also discussed emerging challenges facing young people that were not as prevalent in the past, such as cyberbullying and the harms that come from excessive social media use. One of the largest challenges has been understanding how to address the traumas several students have faced. One interviewee explained that “most of the individuals I’ve worked with have witnessed someone be murdered in front of them” and that no two students will respond to trauma in the same way. As a result, some students come to school angry and can be easily triggered.

Not every student in this situation may want to be supported, a dynamic that can extend to their families, particularly those grieving or distrustful of systems. One respondent highlighted this issue: “I wish that these families would want support from CBOs, but sometimes they’re not ready and are just in grief.” Another noted that many parents and caregivers are at capacity and have limited ability to engage with school VIP services alongside students. Funds for family engagement are available to the teams, but in some cases student service participants attend activities supported by those funds but few families do so.

While the school VIP program benefited from the DVP’s coordination and support, as covered in the previous section, that relationship also came with challenges. For example, the processes involved in city grant funding could be difficult. As one interviewee explained, “Funding is also a challenge, with the bureaucracy of the city.” Delays getting funding to CBOs was noted as a stress for them. Leadership changes at the DVP also introduced some hurdles, as each leadership change requires getting new administrators up to speed, building trust with new leadership, and establishing open lines of communication.

School VIP teams also faced significant resource constraints, including not having adequate space in schools to engage with students confidentially. And in addition to funding limits, there are

significant time constraints owing to students' and teachers' schedules and service providers' competing responsibilities. One interviewee stated that the most pressing challenge is putting adequate time into student engagement: "The more you invest time into a student, the more you will get out of it. If you only see them once a week, you're not going to get what you want out of it." It is particularly challenging when students reach out at times when school VIP staff are dealing with other responsibilities. Given the urgency of violence interruption services, students are encouraged to reach out to school VIP staff whenever conflicts arise, but this means that staff are expected to be available at all times. Interviewees raised these challenges with resource constraints in the context of high levels of perceived need for these services among students. For example, one interviewee thought almost all the students in their school would benefit from life coaching, as almost all of them are dealing with some type of trauma. All these challenges can combine to leave school VIP team members feeling stretched, with too many needs to meet and not enough time to meet them. This creates some tension between realizing the benefits of the long-term engagement with students and reaching more of the many students who need the services.

A challenge raised in multiple interviews was establishing a solid understanding with school staff of the appropriate roles of school VIP team members. Multiple interviewees reported that school personnel occasionally wanted to call on VIP team members for work outside of their role, such as using violence interrupters "as security guards" to break up fights or asking life coaches to participate in hallway sweeps. Interviewees emphasized that it was critical to avoid having VIP team members do things that negatively impact students' trust and willingness to engage with them. Interviewees believed issues with understaffing in Oakland schools played a significant role in this dynamic, as school staff tried to draw upon the resources present in the schools to address gaps. Relatedly, turnover in school personnel could lead to challenges as new individuals in new positions might not understand or value the roles of school VIP teams without having worked with them before.

Lastly, for all the collaboration successes in the School VIP Program, there were also challenges with effective collaboration. Multiple interviewees mentioned "turf issues" between the participating organizations, which might arise out of concerns about maintaining funding or the belief that one's organization's approach is the only approach. Building capacity and buy-in among teachers and school staff could also be made difficult by staffing shortages and schools' bureaucratic processes. For example, training for school staff is an important part of the gender-based-violence work, but trainings are often coordinated a year in advance and staff have many other competing priorities. This has been an impediment to advancing understanding of gender-based-violence and securing staff buy-in to address it.

Suggestions for Improvement

Interviewees were asked what changes might make the school VIP work more effective. They suggested improvements in several areas, including providing more restorative justice coordinators and enhancing communication tools.

Interviewees noted that challenges recruiting participants who may be hesitant to provide feedback or get involved persist. One pointed out that “it’s hard because some people are shy or don’t want to disclose.” One way to boost engagement is to create new student groups; for example, one school piloted a girls’ group and is planning a restorative justice group in the future.

That said, the main change interviewees proposed was to increase funding. As one interviewee put it bluntly, more funding “allows for more access...two people at a location is way more effective than one.”

Other recommendations included the following:

- One interviewee expressed interest in an app or other way for staff at different organizations to share information about what’s happening in schools and to confer about it outside of weekly meetings. We learned in interviews that at least one school VIP team is using text messaging for this purpose.
- It was observed that school VIP team members working in different schools do not share much about their processes. Creating more spaces for team members to do so might support the spread of practices that address the various challenges discussed above.
- Although life coaching is funded during summer breaks, multiple interviewees said there’s nothing for the students to do during that time. Interviewees raising this issue suggested funding for a summer internship program for young people might keep students more engaged over the summer. The DVP funds youth employment services under other strategy areas, so better collaboration and referral relationships between school VIP teams and those services might also address this concern.
- Given the level of need, interviewees felt having more staff on school VIP teams would make the teams more effective.
- To increase the impact of the gender-based-violence services, interviewees suggested having the gender-based-violence specialists participate in school staff meetings, retreats, and community-building and professional-development trainings, which would give them for more

venues for advancing awareness and understanding of gender-based violence and how to address it.

- To support better collaboration across the gender-based-violence and violence interruption aspects of the school VIP strategy, one interviewee suggested investing in equipping violence interrupters with tools and skills to support young people causing harm on campus in gender-based-violence situations and with tools to collaborate with gender-based-violence specialists on preventing this kind of harm.

Outcome Analysis Findings

In this section we discuss preliminary outcomes observed for the school VIP teams. We first discuss how Oakland schools with school VIP services compare to those that do not have them, and present trend data on metrics relevant to school VIP program goals. We then examine the outcomes of students who received school VIP services to a comparison group of students who are similarly situated but did not participate in school VIP services.

Characteristics and Trends in VIP Schools

In identifying which of the OUSD's 19 high schools would receive direct services under Measure Z, the DVP sought to channel resources toward schools demonstrating need across several measures. According to figures from the 2022–23 school year provided by the California Department of Education, high schools receiving school VIP services had a graduation rate 5 percentage points below that of non-VIP schools.⁵ Furthermore, schools with school VIP teams reported a rate of chronic absenteeism, defined as missing at least 10 percent of school days for any reason, nearly 50 percent higher than schools not receiving school VIP services. School VIP teams also serve schools with students who are more likely to have unstable housing, students who are more likely to experience socioeconomic disadvantage, more students for whom English is a second language, and schools whose student bodies have larger shares of Black and Hispanic/Latino students (table 6). However, schools hosting school VIP teams have a smaller share of students with disabilities.

The most recent data available as of this writing are from 2023 and therefore cover only the earliest period of VIP service rollout. Still, trend data allow for early insights into how these services might be benefiting Oakland students. As the school VIP program operates for more years and serves more students, examining the same data will allow us to make more confident statements about the impact of the program.

TABLE 6

OUSD School Demographics by VIP Service Access, 2022–23 School Year

Characteristic	Offers school VIP services (n=4,911)	Offers school VIP services (%)	No school VIP services (n=8,320)	No school VIP services (%)
<i>Race/ethnicity</i>				
African American	1,192	24	1,788	21
Asian	491	10	740	9
Filipino	24	0.5	53	1
Hispanic or Latino	2,737	56	4,097	49
Pacific Islander	57	1	63	1
Two or more races	104	2	398	5
White	123	3	841	10
<i>Gender/sex</i>				
Female	2,199	45	3,997	48
Male	2,707	55	4,303	52
Transgender/nonbinary	0	0	11	0.1
<i>Additional measurements</i>				
English learners	2,049	42	2,143	26
Foster	23	0.5	43	0.5
Homeless	611	12	390	5
Socioeconomically disadvantaged	4,606	94	6,850	82
Student with disabilities	759	15	1,383	17

Source: “Data and Statistics,” California Department of Education, accessed October 8, 2024, <https://www.cde.ca.gov/ds/>.

Notes: OUSD = Oakland Unified School District. VIP = violence intervention and prevention. Four schools in the “No school VIP services” category enroll students younger than high-school age: Madison Park Academy 6-12, Coliseum College Prep Academy, LIFE Academy, and Sojourner Truth Independent Study. The available data do not make it possible to exclude these students from the school demographic data.

TABLE 7

OUSD School Characteristics by VIP Service Access, 2022-23 School Year

Characteristic	Offers school VIP services	No school VIP services
Number of Schools	7	12
Total student body	4,911	8,320
Graduation rate	76%	81%
Chronic absenteeism rate	66%	46%

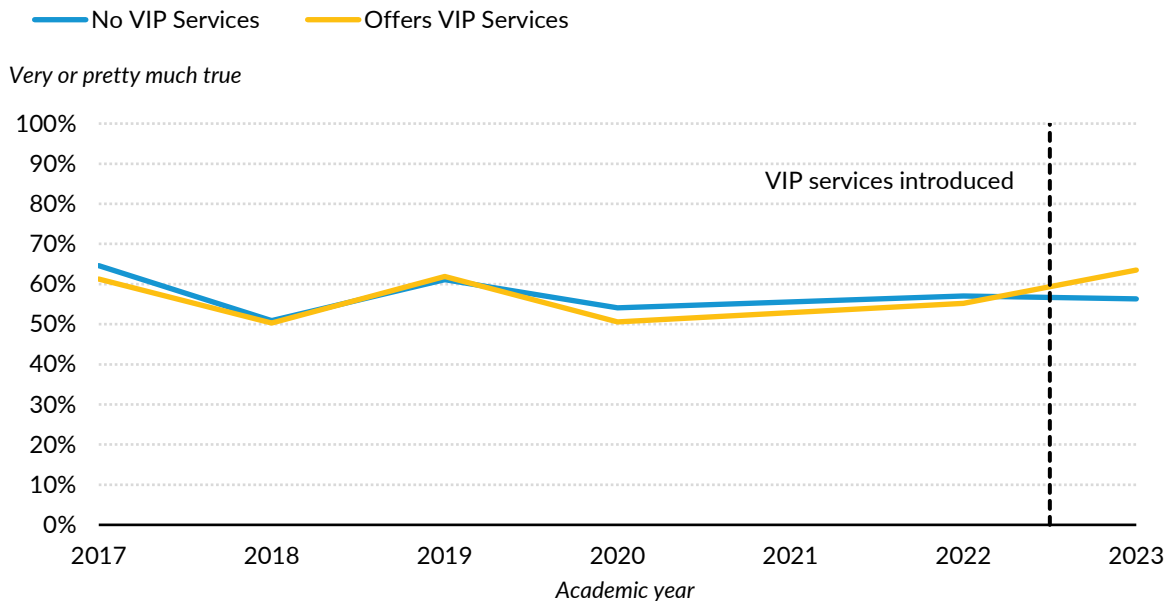
Source: “Data and Statistics,” California Department of Education, accessed October 8, 2024, <https://www.cde.ca.gov/ds/>.

Notes: VIP = violence prevention and intervention. The 12 non-VIP schools are Gateway to College High at Laney College, Madison Park Academy 6-12, MetWest High, Oakland Charter High, Oakland International High, Oakland Technical High, Oakland Unity High, Skyline High, Street Academy Alternative High, Coliseum College Prep Academy, LIFE Academy, and Sojourner Truth Independent Study. Four schools in the “No school VIP services” category enroll students younger than high-school age: Madison Park Academy 6-12, Coliseum College Prep Academy, LIFE Academy, and Sojourner Truth Independent Study. The available data do not make it possible to exclude these students from the school demographic data.

Each year, California students in the ninth and eleventh grades take the California Healthy Kids Survey, “an anonymous, confidential survey of school climate and safety, student wellness, and youth resiliency” with school-level data that allow for comparisons between disparate student populations.⁶ School staff take the companion California School Staff Survey. Among other items, we consider divergences in rates of perceptions of school safety, access to help, and students’ belief that their school fairly and equitably handles issues of student discipline, metrics targeted for improvement as part of DVP’s comprehensive school VIP strategy.

Before the introduction of school VIP services, students in the VIP schools tended to report lower levels of knowing where to go for help (figure 5) and consistently reported lower levels of feeling safe in school (figure 7), although not by very large margins.⁷ Oakland high schools that would later host VIP teams also reported higher rates of student instability through 2020 than did other Oakland high schools. As measured by the California Department of Education, student stability measures the percentage of students who receive a full year of learning while enrolled at a single school.

FIGURE 5
Students Knowing Where to Go for Help by VIP Service Access
“I know where to go for help with a problem”



Source: California Healthy Kids Survey, available at “Data and Statistics,” California Department of Education, accessed October 8, 2024, <https://www.cde.ca.gov/ds/>.

Note: VIP = violence intervention and prevention.

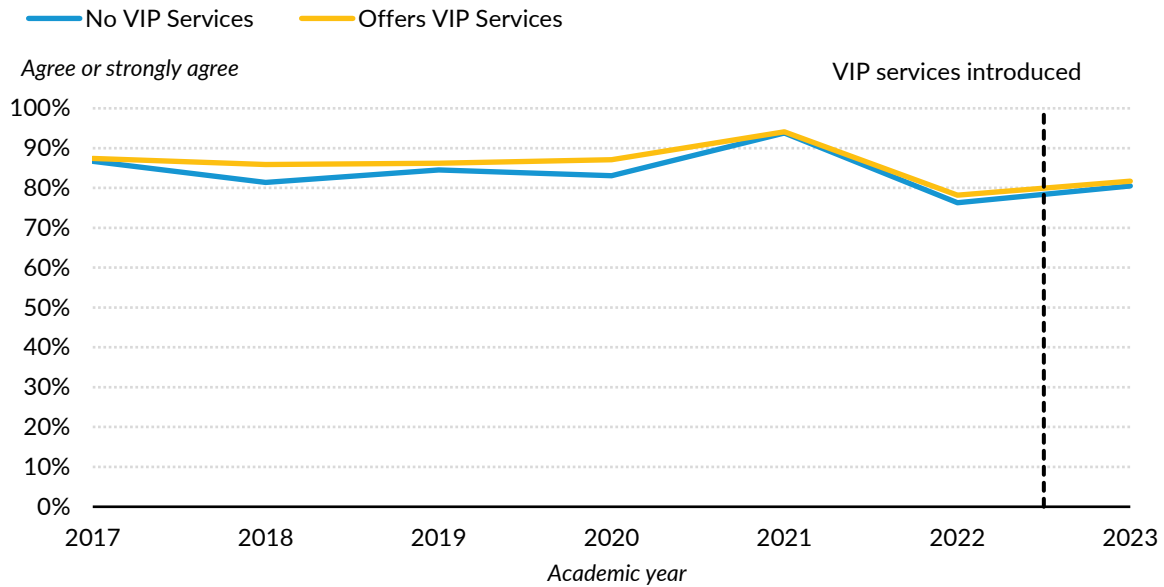
In 2023 there was a notable divergence in agreement with the statement “I know where to go for help with a problem” between schools with and without VIP teams. In 2022 55 percent of student respondents in VIP schools said it was either very or pretty much true that they knew where to go to get help with a problem, and in 2023 that had increased to 64 percent. For students in schools without VIP services, the equivalent responses were 57 percent in 2022 and 56 percent in 2023. Before 2023, levels and trends of agreement with this statement were similar between the two groups of schools. Given the strong correlation between these rates before the school VIP teams were implemented at the seven schools receiving school VIP services, this divergence during the 2022–23 school year, which presumably was affected by the presence of those teams in schools, is notable, if only an early indicator. While these findings do not necessarily mean that students were actively seeking out and accessing help at higher rates after school VIP teams were introduced, they do suggest that students were aware of where to do so.

The California Healthy Kids Survey also collected responses from teachers and staff regarding their knowledge of how to access help for students.⁸ Teachers are more likely to say they know how to get help for students than students are to say they know how to get help for themselves. From 2017 through 2020, teachers at schools that would later receive school VIP services tended to be *more* likely to state that they knew where to access help for their students than those at schools that would not receive VIP services (figure 6). We also observed a 3.5 percentage point increase in the number of teachers at VIP schools who knew where to access help for their students following the introduction of school VIP services during the 2022–23 school year. This is the largest such single-year increase excepting the anticipated increase in knowledge of where to access help following the return to in-person delivery after the worst of the pandemic, although a similar trend occurred in the non-VIP schools, making it unlikely that it was related to the VIP services.

FIGURE 6

Teachers Knowing Where to Get Help for Students by VIP Service Access

“I know where to go for help for my students”



Source: California School Staff Survey, available at “Data and Statistics,” California Department of Education, accessed October 8, 2024, <https://www.cde.ca.gov/ds/>.

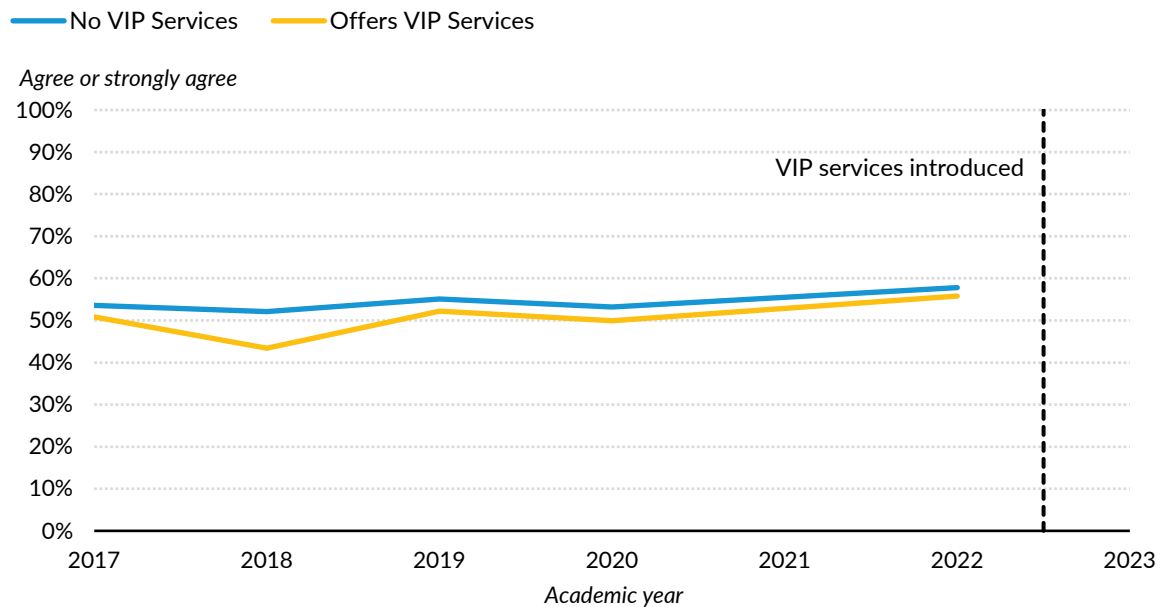
Note: VIP = violence intervention and prevention.

Unfortunately, as of this writing, the most recent available data on students’ perceptions of safety are from before the school VIP teams began their work. However, data from before the 2022–23 school year shows that students in schools where VIP teams would later be placed were less likely to say they felt safe at school. While these differences were not very large for most years, they do support that the DVP identified schools for the VIP program where students felt more safety and security concerns. Trends in perceptions of safety between students in schools that would get school VIP teams and those that would not were very similar from 2017 through 2022.⁹

FIGURE 7

Students Feelings of Safety in School by VIP Service Access

“I feel safe in my school”



Source: California Healthy Kids Survey, available at “Data and Statistics,” California Department of Education, accessed October 8, 2024, <https://www.cde.ca.gov/ds/>.

Note: VIP = violence intervention and prevention.

Future data will allow us to consider how the introduction of violence intervention teams affected students’ feelings of safety. For now, the lower reported feelings of safety among students at VIP schools make sense given the DVP’s intention was to place VIP teams in schools where safety was a greater concern and indicate that resources are being properly and intentionally allocated.

Outcomes of School VIP Participants

In this section, we compare the outcomes of students who received school VIP services to similarly situated students who did not (i.e., comparison students). More specifically, we assess changes in key outcomes that reflect student success and engagement in school (GPA, days absent and suspensions) between the 2022–23 and 2023–24 academic years for school VIP students and compare these changes with those observed among comparison students during the same time frame. The difference-in-differences estimates derived from this analysis isolate the effects of the school VIP strategy from any general changes that might have affected both groups of students. The fundamental assumption of this analysis is that, in the absence of school VIP teams, outcome trends would be the same for

school VIP students and comparison students. To uphold this assumption, we use propensity score matching to construct a comparison group of students that closely mirrors school VIP students on key metrics, such as demographics and school performance.

From July 2022 to June 2024, 209 students were served by the school VIP strategy and consented to data sharing, representing 38 percent of total participants in the school VIP strategy. For the propensity score matching process, we linked a list of school VIP service recipients to data provided by the Oakland Unified School District using students' ID number, names, and dates of birth. The OUSD provided data on student characteristics and outcomes for the 2022–23 and 2023–24 academic years. After linking the data and restricting the sample to students who had data available in both years, there were 99 participants with data suitable for the outcome analysis.

We then matched the students on many characteristics, including grade year, race/ethnicity, gender, special education status, current grade point average (GPA), whether they attended more than one school, whether they were suspended, and the number of days they were absent in the 2022–23 school year. The matching resulted in 96 school VIP participants and 278 comparison students, as 3 participants did not have suitable matches. The comparison students included students in schools with school VIP teams who did not get services from them and students in schools without VIP teams. In the 2022–23 school year, 41 percent of comparison students attended schools with VIP teams and in the 2023–24 school year, 54 percent of comparison students attended one.

Table 8 shows the similarities between school VIP students and their comparison group across a range of demographic characteristics and academic characteristics. The two groups are very similar across all matched characteristics. Given the similarity between the two groups, it is reasonable to infer that any observed differences in outcomes are likely attributable to the school VIP program.

TABLE 8

Characteristics of School VIP Participants and Matched Comparison Students in the 2022–23 School Year

Mean/share for each matching variable

	School VIP participants (n=96)	Matched comparison students (n=278)
Grade		
Grade 9	14%	14%
Grade 10	8%	8%
Grade 11	45%	45%
Grade 12	13%	9%
Race/ethnicity		
African American	51%	53%
Latino	39%	39%
Gender		
Girl	54%	54%
Boy	46%	46%
Academic characteristics		
Current weighted GPA	1.98	1.90
Total days absent	40	38
Special education	18%	13%
Attended multiple schools	11%	8%
Ever suspended	23%	23%

Source: Urban Institute analysis of data provided by the Oakland Unified School District.

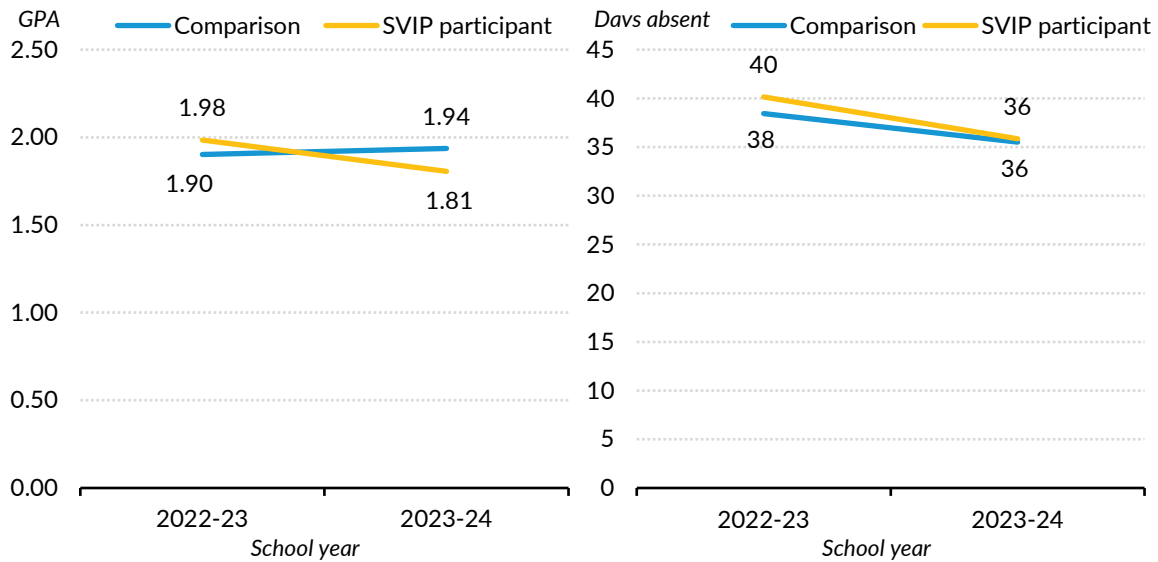
Notes: GPA = grade point average. VIP = violence intervention and prevention. 1 to 3 matching was used to increase the statistical power of the analysis and reduce variance in our estimates. Following the matching procedure, the two groups show no statistically meaningful differences, evidenced by a Cohen’s D effect size of under 0.2.

Regarding the characteristics of students included in our analysis, the school VIP participants had a weighted GPA just below a C average (1.98) and were absent from 40 days of school during the 2022–23 school year. This is equivalent of the California Department of Education’s definition of chronic absenteeism as being absent for 10 percent of the school year (California Department of Education 2023), or 18 days in a standard 180-day school year. Eighteen percent of students were in special education and 23 percent received at least one suspension during the school year. This indicates that the school VIP teams are serving students who may be facing challenges with academic performance, attendance, and school discipline.

Building upon this framework of the school VIP students and their matched comparison group, we employ a regression-based difference-in-differences analysis that assesses outcomes longitudinally across the 2022–23 and 2023–24 school years. The regression analysis allows us to control for differences between the school VIP participants and the comparison students that might bias the results. Figure 8 shows the results of the difference-in-differences results as line charts. The lefthand part of the figure shows that in both academic years, the school VIP participants and comparison students had very similar average GPAs, in the 1.8 to 2.0 range. The difference between years and

groups was not statistically significant. In terms of days absent, the school VIP participants and comparison students both experienced a decline from the 2022–23 to the 2023–24 school years. However, this difference was not statistically significant. Although not shown, the trend line for ever being suspended was similar, and not statistically significant. Table A.1 in the appendix has the detailed regression results.

FIGURE 8
Analysis Results of School VIP Service Participation on GPA and Days Absent



Source: Urban Institute difference-in-differences regression analysis of data provided by the Department of Violence Prevention and the Oakland Unified School District.

Notes: SVIP = school violence intervention and prevention.

To recap, our analyses did not reveal a significant impact of the school VIP program on the three outcomes. As a robustness check, we also examined the effects of school VIP services separately based on the school year in which participants started services (i.e., 2022–23 versus 2023–24). Consistent with the overall analysis, no statistically significant effects were observed for participants who started school VIP services in either school year. It is important to note that this analysis is limited by the small sample size and the recent implementation of school VIP teams in schools. More years of data, coupled with more participants and higher consent rates, would strengthen these analyses. Furthermore, better tracking of student ID numbers, names, and dates of birth would facilitate more successful linking to OUSD data to understand student characteristics and outcomes. Over 100 participants could not be linked to the OUSD data because of these data issues.

Given the limitations named above, we characterize these results as preliminary and inconclusive as to the overall impact of school VIP services on the outcomes of interest. Our qualitative research highlights some of the challenges and implementation learning and refinements of the early stages of the school VIP program, while also pointing to the potential to meaningfully impact student lives. For the final report, we will extend this analysis to include participants and outcomes from the 2024-25 academic year, which will strengthen the ability of the analysis to determine program impact.

Recommendations and Next Steps

Though still in its early stages, the Department of Violence Prevention's school violence intervention and prevention program demonstrates some promising signs in its work to meet the safety and security needs of students in the Oakland Unified School District. By considering the different needs of the OUSD high schools' student bodies, the DVP successfully identified schools with disproportionately high numbers of at-risk young people who stood to benefit most from the department's violence intervention and prevention activities. Students' access to and awareness of support services has increased, an awareness that is a crucial first step if school VIP teams are to achieve their goals of promoting community healing through life coaching, gender-based-violence services, and violence intervention services. As these school VIP teams continue their work at the seven OUSD high schools at which they operate, we will evaluate the extent to which their presence is leading to observable improvements in students' and teachers' perceptions of safety, student stability, academic success, and overall well-being.

Having reached over 500 OUSD students through direct services, life coaching and goal setting, and community events, the school VIP teams are already having a demonstrable effect. Pulling from firsthand staff interviews, outcome analyses of school VIP activities, and programmatic data on the full scope of services offered by the DVP's seven school VIP-focused grantees, we recognize early progress in the high rate of life goal completion, student satisfaction with available resources, and teacher-student alignment on the issues affecting student and family safety.

Still, each of these components of our initial analysis suggest areas for future growth. In this section, we present recommendations for practice and improving data collection and access to support evaluation work. These are synthesized from all the evaluation findings to date and focus on cross-cutting themes. They complement the more specific strategy- and activity-specific recommendations reported in the previous sections. We then summarize the next steps for this stage of the evaluation, which will be reflected in the final evaluation report delivered in mid-2025.

Recommendations

Practice Recommendations

Create forums for coordination and communication across services. One of the notable strengths of the DVP service continuum generally and the VIP services specifically is the degree of referral

relationships between service providers evident in the data and the level of partnership indicated across all the provider interviews. Coordination and communication across services and specialties is appreciated where it is happening, but how much it is happening varies. Many interviewees reported spending substantial time establishing and maintaining relationships needed to meet service participants' needs, and more formalized coordination might make this aspect of their work easier. Regular coordination might also help providers address emerging school-based trends related to patterns of violence or participant needs, as the shooting-review meetings do for providers who participate in them.

Deliver more cross-training of staff across organizations. Relatedly, many providers appreciated the opportunities they had to attend trainings with peers from other organizations and specialties, and felt the increased mutual understanding from those engagements supported better operational collaboration in the field.

Enhance housing and mental health service options. The gaps in options available to meet service participants' needs for housing and mental health services came up repeatedly. These are difficult and long-standing issues that interviewees consistently said are barriers to providing effective assistance to service participants.

Help providers increase capacity. Funded CBO providers wanted more assistance with building capacity from the DVP and from the City of Oakland generally. This could mean finding ways to increase staffing and staff capacity to mitigate challenges from staff turnover and vacancies; making the yearly grant process easier for grantees, who are often managing reporting requirements from multiple grants from multiple sources; and identifying additional funding sources for providers who are addressing complex needs and finding that the available resources, while needed and appreciated, remain insufficient relative to program participants' needs.

Data Recommendations

The City of Oakland and the DVP may want to revisit the process for requesting participants' consent to use their data for evaluation purposes, to determine whether there are ways to deliver necessary privacy protections while better supporting outcome analysis of the impact of DVP-funded services. The current process and resulting levels of consent (38 percent of school VIP service participants) significantly limit the ability to connect service engagement and outcomes beyond a small and potentially unrepresentative subset of participants. Findings on the impact of services on the subset of participants who consented to data sharing are valuable, but estimating the impact of those

services on safety and violence in the city as a whole requires going beyond understanding what is happening with that small subset. Of note, 42 percent of school VIP participants' consent forms are marked as "not complete yet" in the Apricot data system. Although the DVP has revised that form, offered trainings, and provided guidance about the consent process, providers and participants may be wary about the implications of granting consent. The DVP should explore the barriers service providers are encountering when presenting the consent form, while still communicating to participants that data sharing is voluntary.

More consistently and accurately capture dates of birth and names in the Apricot database, and consider whether additional identifiers could be added. Issues with this information made matching across data systems infeasible for many participants who had consented for evaluators to do so. Requiring that OUSD students' ID numbers be entered would facilitate linking to OUSD data to understand student outcomes.

Encourage providers to complete and update the forms in the Apricot data system more regularly and comprehensively, which will allow for a better understanding of participants' needs and levels of engagement with programming. For example, the participant and enrollment forms capture important information about education, housing, family, referral source, and exposure to violence, but many fields are not completed. Moreover, forms are inconsistently updated, and exit dates and reasons for exiting the school VIP program are missing for many students, making it difficult to measure completion rates or how long students participate in the programs.

Improve the integration of forms across the Apricot data system. Apricot is a comprehensive system with many forms specific to the different services funded by Measure Z. Some forms are based on the violence mediations or service provision but are not linkable back to participants, making analysis of service engagement more difficult. Further tracking of the schools where services and mediations occur would also be helpful.

Consider how Apricot could become a useful resource for providers. Many providers maintain their own separate databases and may not use Apricot for day-to-day case management or to track participants. Considering the breadth of the DVP network and the numbers of referrals across organizations, Apricot could become a useful resource as data tracking becomes more accurate and comprehensive.

Evaluation Next Steps

The next steps for Urban's evaluation are as follows:

- We will interview OUSD staff involved in the school VIP services. We will also invite more school VIP team members to participate in interviews to expand upon the sample included in this interim evaluation report.
- We will invite students engaged in school VIP services to participate in focus groups or interviews to better understand their experiences with the services.
- We will extend the quantitative analysis of the impacts of school VIP teams to include more data from the first half of the 2024–25 school year.

Appendix. Regression Results and Consent Rates

Regression Results

Table A.1 shows the results of our regression analyses. The bolded row shows the coefficient of interest that examines the effects of receiving school VIP services on three outcomes: academic performance measured by current GPA, student engagement measured by the number of days absent, and behavioral compliance measured by whether the student was ever suspended. The analysis revealed no statistically significant effects of participating in school VIP services on the three outcomes of interest.

TABLE A.1

School VIP Service Participant Difference-in-Differences Regression Results

	Current GPA	Days absent	Ever suspended
School VIP services	0.08 (0.16)	1.71 (3.83)	-0.00 (0.28)
2023-24	0.04 (0.11)	-2.93 (2.73)	-0.73*** (0.23)
SVIP Services x 2023-24	-0.21 (0.22)	-1.37 (5.41)	0.73 (0.41)
Constant	1.90***(0.08)	38.44*** (1.93)	1.21***(0.14)
Observations	751	754	754
Adjusted R-squared	0.003	0.001	-
AIC	-	-	739

Source: Urban Institute difference-in-differences regression analysis of data provided by the Oakland Department of Violence Prevention and the Oakland Unified School District.

Notes: GPA = grade point average. VIP = violence intervention and prevention. Ordinary least squares regression analysis was conducted for current GPA and total days absent outcomes. Logistic regression was conducted for the binary suspension outcome. Adjusted R-squared is reported for the linear regression models. AIC is reported for the logistic regression model.

Consent Rates

The rates at which participants consented to data sharing for the purposes of evaluation differed by strategy and activity. Table A.2 shows the consent rates for the school VIP team strategy and specific activities from July 2022 to June 2024 for participants who received at least one individual service session.

TABLE A.2

School VIP Participant Data Sharing Consent Rates

	Yes	No	Not complete yet	Missing	Total	Consent rate
Strategy						
School Violence intervention and prevention	209	101	231	3	544	38%
Activity						
School VIP community healing	10	13	36	0	59	17%
School VIP gender-based-violence services	45	51	159	0	255	18%
School VIP life coaching	140	13	27	3	183	77%
School VIP other	10	19	8	0	37	27%
School VIP violence interruption	8	5	5	0	18	44%

Source: Urban Institute analysis of Apricot data provided by the Oakland Department of Violence Prevention.

Note: VIP = violence intervention and prevention.

Notes

- ¹ Community & Youth Outreach closed in June 2024.
- ² For overall school student demographics, we used official California Department of Education data. For data on the services school VIP clients received, we relied on Apricot data collected by service providers. These data sources have slightly different categories for race and ethnicity, so they are not perfectly comparable.
- ³ “Suspension Data - Accessing Educational Data (CA Dept of Education),” California Department of Education, accessed October 4, 2024, <https://www.cde.ca.gov/ds/ad/filesd.asp>.
- ⁴ Quoted goals are real examples identified by students and life coaches that were added into the Apricot reporting system.
- ⁵ “High School,” Oakland Unified School District, accessed August 7, 2024, <https://www.ousd.org/select-a-school/high-school>.
- ⁶ “California Healthy Kids Survey,” California Department of Education, accessed August 7, 2024, <https://www.cde.ca.gov/ls/he/at/chks.asp>.
- ⁷ Data are not available for all questions for all school years. Any missing data for school years 2016–17 through 2022–23 are not available.
- ⁸ No data are currently available to measure teachers’ perceptions of student safety.
- ⁹ Correlation coefficient of 0.90.

References

California Department of Education. 2023. "[Chronic Absenteeism Indicator](#)." Sacramento, CA: California Department of Education.

Gonzalez, Naihobe, Natalie Larkin, Alicia Demers, and Anthony Louis D'Agostino. 2021. *Oakland Unite 2016-2020 Comprehensive Evaluation: Implementation and Impacts of Youth and Adult Coaching*. Mathematica: Oakland, CA.

Gonzalez, Naihobe, Johanna Lacoé, Armando Yañez, Alicia Demers, Sarah Crissey, and Natalie Larkin. 2019. *Oakland United 2017-2018 Strategy Evaluation: Life Coaching and Employment and Education Support for Youth and Risk of Violence*. Mathematica: Oakland, CA.

Gonzalez, Naihobe, Mindy Hu, Natalie Larkin, and Michela Garber. 2019. *Oakland Unite 2018-2019 Strategy Evaluation: Crisis Intervention for Commercially Sexually Exploited Youth*. Mathematica: Oakland, CA.

Oakland Department of Violence Prevention. 2021. [Department of Violence Prevention Strategic Spending Plan, 22-24](#). City of Oakland, Department of Violence Prevention.

About the Authors

Jesse Jannetta is a senior policy fellow in the Justice Policy Center, where he leads projects on community violence interventions, local justice reform and decarceration, prison and jail reentry, and parole and probation supervision.

Sam Tecotzky is a research assistant in the Justice Policy Center at the Urban Institute, where he works on research and policy projects focused on prison conditions, reentry, and employment and education opportunities for people who have been involved in the criminal legal system.

Ashlin Oglesby-Neal is a senior research associate at the Urban Institute, where she leads mixed-methods process and outcome evaluations of justice programs and policies. Oglesby-Neal is skilled in large-scale data collection, causal analyses, and partnerships with local government, service providers, and law enforcement. Her research includes developing and validating assessment tools as well as evaluating the impact of treatment programs.

Maya Salcido White is a research associate for Urban Strategies Council, contributing to research and evaluation projects primarily focused on violence prevention in Oakland. White has over five years of experience conducting research and evaluation for nonprofit organizations, specifically in public education. White values community-based participatory research, the creation of accessible data sources for community members, and the inclusion of youth and elders in creating data-driven solutions.

STATEMENT OF INDEPENDENCE

The Urban Institute strives to meet the highest standards of integrity and quality in its research and analyses and in the evidence-based policy recommendations offered by its researchers and experts. We believe that operating consistent with the values of independence, rigor, and transparency is essential to maintaining those standards. As an organization, the Urban Institute does not take positions on issues, but it does empower and support its experts in sharing their own evidence-based views and policy recommendations that have been shaped by scholarship. Funders do not determine our research findings or the insights and recommendations of our experts. Urban scholars and experts are expected to be objective and follow the evidence wherever it may lead.



500 L'Enfant Plaza SW
Washington, DC 20024

www.urban.org

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, 2023

(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, 2023

Table of Contents

	Page
Independent Auditor’s Report	1
Financial Schedule:	
Budgetary Comparison Schedule	3
Notes to the Budgetary Comparison Schedule	4
Other Reports:	
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 <i>Government Auditing Standards</i>	7
Schedule of Findings and Responses	9
Status of Prior Year Findings and Recommendations	10
Other Information:	
<i>Annual Reporting</i>	11
<i>Oakland Police Department Annual Report</i>	12
<i>Fire Department Annual Report</i>	13
<i>Department of Violence Prevention Annual Report</i>	14
<i>Program Audit and Oversight Department Annual Report</i>	15
<i>Department of Violence Prevention</i>	17



INDEPENDENT AUDITOR'S REPORT

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

Report on the Audit of the Financial Schedule

Opinion

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 fund (Measure Z), a fund of the City, for the year ended June 30, 2023, and the related notes to the budgetary comparison schedule, which collectively comprise the financial schedule, as listed in the table of contents.

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, 2023 in conformity with the basis of accounting described in Note B.

Basis for Opinion

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. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Schedule section of our report. We are required to be independent of the City, and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

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, 2023 in conformity with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

Responsibilities of Management 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, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of the financial schedule that is free from material misstatement, whether due to fraud or error.

Auditor's Responsibilities for the Audit of the Financial Schedule

Our objectives are to obtain reasonable assurance about whether the financial schedule as a whole is free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with generally accepted auditing standards and *Government Auditing Standards* will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.



Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial schedule.

In performing an audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial schedule, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial schedule.
- Obtain an understanding of internal control relevant to the audit 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 City's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial schedule.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

Other Information

Management is responsible for the other information included in the annual report. The other information comprises the reports on pages 11 through 19 but does not include the financial schedule and our auditor's report thereon. Our opinion on the financial schedule does not cover the other information, and we do not express an opinion or any form of assurance thereon.

In connection with our audit of the financial schedule, our responsibility is to read the other information and consider whether a material inconsistency exists between the other information and the financial schedule, or the other information otherwise appears to be materially misstated. If, based on the work performed, we conclude that an uncorrected material misstatement of the other information exist, we are required to describe it in our report.

Other Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we have also issued our report dated May 15, 2024, 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 solely 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 the effectiveness of the City's 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-CA, LLP

Oakland, California
May 15, 2024

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)
For Year Ended June 30, 2023

	Original Budget	Final Budget	Actual	Positive (Negative) Variance
Revenues:				
Parcel tax	\$ 19,598,935	\$ 19,598,935	\$ 19,798,577	\$ 199,642
Parking tax surcharge	9,603,041	9,603,041	10,222,500	619,459
Right-to-use asset proceeds	-	-	349,300	349,300
Total revenues	<u>29,201,976</u>	<u>29,201,976</u>	<u>30,370,377</u>	<u>1,168,401</u>
Expenditures:				
Community and Neighborhood Policing				
Salaries and employee benefits	14,911,236	15,497,422	13,072,065	2,425,357
Other supplies and commodities	76,611	261,654	38,874	222,780
Other contract services	355,000	40,220	13,803	26,417
Other expenditures	282,735	786,688	424,072	362,616
Total Community and Neighborhood Policing expenditures	<u>15,625,582</u>	<u>16,585,984</u>	<u>13,548,814</u>	<u>3,037,170</u>
Violence Prevention with an Emphasis on Youth and Children				
Salaries and employee benefits	2,852,487	2,735,907	1,683,694	1,052,213
Other supplies and commodities	7,000	238,862	15,345	223,517
Other contract services	7,395,724	12,491,116	6,661,403	5,829,713
Other expenditures	242,195	585,056	274,941	310,115
Total Violence Prevention expenditures	<u>10,497,406</u>	<u>16,050,941</u>	<u>8,635,383</u>	<u>7,415,558</u>
Fire Services				
Salaries and employee benefits	2,000,000	2,000,000	2,000,000	-
Evaluation	744,746	1,484,508	422,784	1,061,724
Administration	334,242	367,878	368,895	(1,017)
Total expenditures	<u>\$ 29,201,976</u>	<u>\$ 36,489,311</u>	<u>\$ 24,975,876</u>	<u>\$ 11,513,435</u>
Excess of revenues over expenditures			<u>5,394,501</u>	
Change in fund balance, on a budgetary basis			5,394,501	
Items not budgeted:				
Investment income			<u>258,298</u>	
Change in fund balance, on a GAAP basis			5,652,799	
Fund balance, beginning of year, as restated			<u>3,787,808</u>	
Fund balance, end of year			<u>\$ 9,440,607</u>	

See accompanying notes to financial 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, 2023

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 Young Adults and Youth* – 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: Adult and Youth Family Life Coaching, Adult and Youth Employment, Violent Incident and Crisis Response, Gender-Based Violence and Community Healing. For further detail of the social services, see Oakland City Council Resolution No. 85149.
3. *Fire Services* – Maintain staffing and equipment to operate 24 (twenty-four) 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.
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.

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, 2023

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, 2023 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 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.

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.

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, 2023

NOTE C – BUDGET (Continued)

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 Young Adults and Youth* sections above, no less than 40% of such proceeds is allocated to programs enumerated in the *Violence Prevention Services with an Emphasis on Young Adults and Youth* 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.

NOTE D – FUND BALANCE RESTATEMENT

The beginning fund balance has been adjusted for expenditures charged to Measure Z in previous years which were funded by other funding sources in the current year.

Fund balance as of June 30, 2022, as reported	\$	3,563,297
Expenditures charged to another fund		224,511
Fund balance as of June 30, 2022, as restated	\$	3,787,808



**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, 2023, and the related notes to the financial schedule which collectively comprise the financial schedule and have issued our report thereon dated May 15, 2024

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 a basis for designing 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 financial schedule.

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, LLC, LLP

Oakland, CA
May 15, 2024

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, 2023

There are 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, 2023

There were no findings reported in the prior year.

OTHER 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 (Unaudited)
Year Ended June 30, 2023

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, 2023 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: \$13,548,814

Hire and maintain at least a total of 52 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 Young Adults and Youth: \$8,635,383

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: Adult and Youth Family Life Coaching, Adult and Youth Employment, Violent Incident and Crisis Response, Gender-Based Violence and Community Healing.

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

Maintain staffing and equipment to operate 24 (twenty-four) fire engine companies and 7 (seven) truck companies, expand paramedic services, and establish a mentorship program at each station.

d. Program Audit and Oversight: \$791,679

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.

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2022-2023 (Unaudited)

POLICE DEPARTMENT

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)	22-23 Status		Outcomes	Comments (Program achievements, issues, etc.)
			Completed	On-going		
Geographic Policing (OPD)					Services Performed	NOTES:
Crime Reduction Team (CRT) Program	\$3,997,754.52	18.72		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	\$1,747,338.26	7.00		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-based Violence Suppression Operations Program	\$1,726,869.37	6.00		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	\$6,076,851.38	21.00		xx	Strategy is partnership-based, intelligence-led, and data-driven violence reduction strategy. The major goal is to reduce homicides and shootings. Coordinating law enforcement, social services, and community. Ceasefire actively engages with the community partners to build public trust between the community and OPD.	

Subtotal Comm & Neigh Policing – FY22-23 \$13,548,813.53 52.72

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2022-2023 (Unaudited)

FIRE DEPARTMENT

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)	22-23 Status		Outcomes	Comments (Program achievements, issues, etc.)
			Completed	On-going		
Fire Services (Fire)					Services Performed: Number of fire companies retained, paramedic and mentorship services provided	Number of People Served During the Year
Minimum staffing and equipment	\$ 2,000,000			xx	24 engines all Advance Life Support (All ALS), 7 trucks, all Basic Life Support (7 BLS) units on Jun 4, 2023 we upgraded 2 trucks to Advance Life Support (ALS) and 1 ARFF (BLS) unit	69,065 Calls for service 53,031 EMS response calls; 5,532 fire response calls; 9,126 other response calls; 1,376 Encampment / Homeless fire calls
Paramedic services	<i>included in above</i>			xx	138 FTE total licensed Paramedic positions (filled by 64 Firefighter Paramedic and 64 Support Paramedic staff)	148 total licensed Paramedics maintained accreditation standards and skills (including 19 Admin, not PSP)
Mentorship program	<i>included in above</i>			xx	In a total of 450 on-site education training, fire safety education, and careers in fire service	47,573 students and residents served

Subtotal Fire Svcs – FY22-23

\$ 2,000,000

472

**MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2022-2023
(Unaudited)**

VIOLENCE PREVENTION DEPARTMENT

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

Summary	Administration	Service Strategies	MZ-Evaluation
Salaries	703,063.90	888,194.22	92,435.64
Supplies	7,663.69	7,681.91	-
Contracts	223,074.01	6,438,325.73	-
Other	59,550.51	213,699.96	1,693.00
Total	993,352.11	7,547,901.82	94,128.64

Detail	Salaries	Supplies	Contracts	Other	Total
1004313 MZ SERVICE PRIOR YEAR RESERVE	-	589.93	-	-	589.93
1004485 MZ20-21 ADMIN	-	-	-	6,414.00	6,414.00
1005363 DVP Implementation	2,125.00	1,053.26	85,150.00	17,476.71	105,804.97
1005644 MZ 21-22 ADMIN	236,709.90	693.41	5,590.00	56.00	243,049.31
1005645 MZ 22-23 ADMIN	464,229.00	5,327.09	132,334.01	35,603.80	637,493.90
Sub-total Administration	703,063.90	7,663.69	223,074.01	59,550.51	993,352.11
1001362 MEASURE Z EVALUATION	92,435.64	-	-	1,693.00	94,128.64
Sub-total Evaluation	92,435.64			1,693.00	94,128.64
1004492 MZ20-21 CONTRACT GBV CSEC	-	-	-	107,226.45	107,226.45
1004500 MZ20-21 STAFF GV COACHING	962.85	-	-	-	962.85
1005646 MZ21-22 CONTRACT YTH COACH DIV	-	-	270,000.00	-	270,000.00
1005647 MZ22-23 CONTRACT YTH COACH DIV	-	-	1,281,249.23	584.03	1,281,833.26
1005649 MZ22-23 CONTRACT YOUTH EMPLOY	-	-	150,000.00	-	150,000.00
1005651 MZ22-23 CONTRACT GV COACHING	-	-	1,472,963.20	538.54	1,473,501.74
1005654 MZ21-22 CONTRACT GV CRISIS INT	-	-	75,124.68	288.21	75,412.89
1005655 MZ22-23 CONTRACT GV CRISIS INT	-	-	2,931,487.14	161.54	2,931,648.68
1005664 MZ21-22 STAFF CMTY HEALING	7,426.52	-	-	-	7,426.52
1005665 MZ 22-23 STAFF CMTY HEALING	139,733.09	-	-	6,852.00	146,585.09
1005666 MZ 21-22 STAFF GV COACHING	9,926.21	-	-	-	9,926.21
1005667 MZ 22-23 STAFF GV COACHING	347,222.05	-	-	79,299.00	426,521.05
1005668 MZ 21-22 STAFF GV COORDINATOR	14,701.73	7,681.91	2,504.48	4,753.19	29,641.31
1005669 MZ 22-23 STAFF GV COORDINATOR	368,221.77	-	-	13,995.00	382,216.77
1005688 MZ 22-23 CNTRCT TRNG & CPCITY	-	-	255,000.00	-	255,000.00
Sub-total Service Strategies	888,194.22	7,681.91	6,438,328.73	213,697.96	7,547,902.82
Total	1,683,693.76	15,345.60	6,661,402.74	274,941.47	8,635,383.57

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2022-2023 (Unaudited)

PROGRAM AUDIT & 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)	22-23 Status		Outcomes	Comments (Program achievements, issues, etc.)
			Completed	On-going		
Evaluation						
	\$0			X	<p>Resource Development Associates Professional Service. Amendment 3 extended from 12/31/19 to 12/31/20 for the amount of \$131,598 for the annual evaluation of the Police Department's geographic and community policing programs. RDA developed and presented a preliminary findings document, draft evaluation report, and final evaluation report during Year 4 to the SSOC and final evaluation report to the Public Safety Committee and the Council. The report focused on findings from Year 4, and provided a summation of findings and recommendations over the course of the evaluation, recognizing existing operational strengths as well as opportunities for growth as they relate to the objectives of Measure Z. The previous contract ended in December of 2020.</p> <p>Staff issued a Request for Qualifications (RFQ) #267688 on December 3, 2021, and received four (4) proposals by the January 13, 2022, deadline.</p> <p>Urban Institute And Subcontractor Urban Strategies were approved by Council Resolution 89139 to "Evaluate Annually, The Oakland Police Department's Geographic Policing, Community Policing, And Special Victims Services' Programs From May 2022 Through March 2025 for A Total Amount Of Four Hundred Eleven Thousand Five Hundred And Twenty-Two Dollars (\$411,522)."</p> <p>OPD and Urban Institute/Strategies Council are preparing the scope of the upcoming evaluation of OPD.</p>	Provides an annual evaluation of the Police Department's geographic and community policing programs.
	\$0			X	<p>Mathematica Policy Research Resolution 86487 Professional Service evaluated select Department of Violence Prevention (Oakland Unite) strategies and programs. Amendment 5 extended from 12/31/19 to 12/31/20 for the amount of \$364,000. The final Comprehensive Evaluation Report was produced in December 2020. The comprehensive evaluation report presented the results of each stage of the analysis and discussed overarching findings. The existing contract ended in December of 2020. Oakland Unite's program year was expanded by the City Council and a new program year will begin in July of 2022. Staff issued a Request for Qualifications (RFQ) #267688 on December 3, 2021, and received four (4) proposals by the January 13, 2022, deadline.</p> <p>Urban Institute And Subcontractor Urban Strategies were approved by Council Resolution 89139 to "Evaluate Annually, All Department Of Violence Prevention Programs And Services From May 2022 Through March 2025, For A Total Amount Of One Million Four Hundred And Eight Thousand Two Hundred And Seventy-Six Dollars (\$1,408,276)."</p> <p>The DVP and Urban Institute/Strategies Council are preparing the scope of the upcoming evaluation of OPD.</p>	Evaluates select Oakland Unite strategies and programs for insight on program impacts.

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2022-2023 (Unaudited)

PROGRAM AUDIT & OVERSIGHT
(continued)

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)	22-23 Status		Outcomes	Comments (Program achievements, issues, etc.)
			Completed	On- going		
Cityspan Contract Management Software	\$72,025.00	N/A		X	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.
Apricot Data Management System	\$349,299.61	N/A		X	Bonterra (Social Solutions Inc.) provided the City with a hosted web-based contract management and client-level tracking system, Apricot 360, to support the City's Measure Z-funded programs. The contract management system assisted the City with managing grantee scopes of work, budgets, progress reports and cost reimbursement requests. Internal DVP Data and Evaluation staff use data entered by grantees in the database for internal evaluation, and independent evaluators use 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. *This amount is reflected for the GASB96 Subscription-Based Information Technology Arrangements deadline. FY23- Apricot 360 - Social Solutions Global Inc.	Apricot Data Management System
	\$1,460.00	N/A	X		Consulting for Retreat Planning (Ceasefire Partnership)	
	\$11,119.52	N/A			Assessment Engineering Costs (Francisco & Associates)	
AUDIT (CONTROLLER'S BUREAU)	\$ 29,050.00	N/A		X	<u>Measure Z annual financial audit is in process</u>	
ADMINISTRATION	\$328,725.14	N/A		X	Administration fees (County of Alameda)	

Subtotal Oversight & Evaluation FY22-23 \$791,679.27

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2022-2023 (Unaudited)

DEPARTMENT OF VIOLENCE PREVENTION

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)	Grantees Providing Services During the Year under Each Category*	Outcomes Number of People Served During the Year*	Comments, Program achievements, issues etc.
Youth Career Exploration and Education Support					
1005649 - MZ22-23 CONTRACT YOUTH EMPLOY	150,000.00		The Youth Employment Partnership	86	Enhance the long-term employability of high-risk youth through the development of skills and education, with a focus on subsidized work experience, successful placement and retention.
Youth Diversion and Reentry					
1005646 - MZ21-22 CONTRACT YTH COACH DIV	270,000.00		Youth Alive!	28	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.
1005647 - MZ22-23 CONTRACT YTH COACH DIV	200,000.00		Community Work West	11	
1005647 - MZ22-23 CONTRACT YTH COACH DIV	368,222.26		East Bay Asian Youth Center	82	
1005647 - MZ22-23 CONTRACT YTH COACH DIV	160,000.00		NATIONAL INSTITUTE FOR CRIMINAL JUSTICE REFORM	19	
1005647 - MZ22-23 CONTRACT YTH COACH DIV	85,000.00		OAKLAND UNIFIED SCHOOL DISTRICT	255	
1005647 - MZ22-23 CONTRACT YTH COACH DIV	274,549.85		SAFE PASSAGES	35	
1005647 - MZ22-23 CONTRACT YTH COACH DIV	133,477.12		THE MENTORING CENTER	38	
1005647 - MZ22-23 CONTRACT YTH COACH DIV - Others (53xxx, 54xxx, 55xxx,56XXX, and 58XXX (exclude 549xxx))	584.03				
Capacity Building					
1005688 - MZ 22-23 CNTRCT TRNG & CPCITY	255,000.00		Bright Research Group	130	Training and capacity building for DVP staff and the grantee network
School Site Violence Intervention and Prevention Teams					
1005647 - MZ22-23 CONTRACT YTH COACH DIV	60,000.00		EAST BAY ASIAN YOUTH CENTER		School-based violence intervention, life coaching, and gender-based violence (GBV) services at seven high schools
Adult Life Coaching					
1005651 - MZ22-23 CONTRACT GV COACHING	136,643.10		ABODE SERVICES	24	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.
1005651 - MZ22-23 CONTRACT GV COACHING	299,708.66		COMMUNITIES UNITED FOR RESTORATIVE YOUTH JUST	52	
1005651 - MZ22-23 CONTRACT GV COACHING	435,069.76		COMMUNITY & YOUTH OUTREACH INC	92	
1005651 - MZ22-23 CONTRACT GV COACHING	193,885.00		ROOTS COMMUNITY HEALTH CENTER	42	
1005651 - MZ22-23 CONTRACT GV COACHING	407,656.68		THE MENTORING CENTER	60	
1005667 - MZ 22-23 STAFF GV COACHING - Salaries (51xxx)	347,222.05	3			
1004500 - MZ20-21 STAFF GV COACHING - Salaries (51xxx)	962.85				
1005666 - MZ 21-22 STAFF GV COACHING - Salaries (51xxx)	9,926.21				
1005651 - MZ22-23 CONTRACT GV COACHING - Others (53xxx,55xxx,56XXX, and 58XXX)	538.54				
1005667 - MZ 22-23 STAFF GV COACHING - Others (53xxx, 55xxx,56XXX, and 58XXX)	79,299.00				

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2022-2023 (Unaudited)

DEPARTMENT OF VIOLENCE PREVENTION

(Continued)

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 Grantees Providing Services During the Year under Each Category*	Number of People Served During the Year*	Comments, Program achievements, issues etc.
Violence Incident Reponse					
1005654 - MZ21-22 CONTRACT GV CRISIS INT	70,000.00		CATHOLIC CHARITIES OF THE EAST BA	43	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
1005654 - MZ21-22 CONTRACT GV CRISIS INT	5,124.68		YOUTH ALIVE!	DNA	
1005655 - MZ22-23 CONTRACT GV CRISIS INT	480,000.00		BUILDING OPPORTUNITIES FOR SELF SU	91	
1005655 - MZ22-23 CONTRACT GV CRISIS INT	300,000.00		COMMUNITIES UNITED FOR RESTORAT	51	
1005655 - MZ22-23 CONTRACT GV CRISIS INT	381,019.64		COMMUNITY & YOUTH OUTREACH INC	52	
1005655 - MZ22-23 CONTRACT GV CRISIS INT	300,000.00		TRYBE INC	17	
1005655 - MZ22-23 CONTRACT GV CRISIS INT	1,470,467.50		YOUTH ALIVE!	711	
1005668 - MZ 21-22 STAFF GV COORDINATOR	170.98		ACCENT ON LANGUAGES INC	DNA	
1005668 - MZ 21-22 STAFF GV COORDINATOR	2,238.50		KATHLEEN M HARGAN	DNA	
1005668 - MZ 21-22 STAFF GV COORDINATOR	95.00		CONSTANT CONTACT	DNA	
1005668 - MZ 21-22 STAFF GV COORDINATOR - Salaries (51xxx)	14,701.73				
1005669 - MZ 22-23 STAFF GV COORDINATOR - Salaries (51xxx)	368,221.77	2			
1005668 - MZ 21-22 STAFF GV COORDINATOR - Supplies (52xxx)	7,681.91				
1005654 - MZ21-22 CONTRACT GV CRISIS INT - Others (53xxx, 55xxx,56XXX, and 58XXX)	288.21				
1005655 - MZ22-23 CONTRACT GV CRISIS INT - Others (53xxx,55xxx,56XXX, and 58XXX)	161.54				
1005668 - MZ 21-22 STAFF GV COORDINATOR - Others (53xxx,55xxx,56XXX, and 58XXX)	4,753.19				
1005669 - MZ 22-23 STAFF GV COORDINATOR - Others (53xxx,55xxx,56XXX, and 58XXX)	13,995.00				
Community Healing					
1005665 - MZ 22-23 STAFF CMTY HEALING - Salaries (51xxx)	7,426.52				
1005665 - MZ 22-23 STAFF CMTY HEALING - Salaries (51xxx)	139,733.09	1.50			
1005665 - MZ 22-23 STAFF CMTY HEALING - Others (53xxx, 55xxx,56XXX, and 58XXX)	6,852.00				
Gender-Based Violence Response					
1004492 - MZ20-21 CONTRACT GBV CSEC - Others (53xxx, 55xxx,56XXX, and 58XXX)	107,226.45				Budget adjustment
Salaries & Benefits					
1001362 - MEASURE Z EVALUATION	92,435.64	0.40			
1005363 - DVP Implementation	2,125.00	0.32			
1005644 - MZ 21-22 ADMIN	236,709.90	1.80			
1005645 - MZ 22-23 ADMIN	464,229.00	4.20			

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2022-2023 (Unaudited)

DEPARTMENT OF VIOLENCE PREVENTION
(Continued)

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)	Grantees Providing Services During the Year under Each Category*	Outcomes Number of People Served During the Year*	Comments, Program achievements, issues etc.
Supporting All Categories					
1004313 - MZ SERVICE PRIOR YEAR RESERVE - Supplies (52xxx)	589.93				
1005363 - DVP Implementation - Supplies (52xxx)	1,053.26				
1005644 - MZ 21-22 ADMIN - Supplies (52xxx)	693.41				
1005645 - MZ 22-23 ADMIN - Supplies (52xxx)	5,327.09				
1001362 - MEASURE Z EVALUATION - Others (53xxx, 55xxx,56XXX, and 58XXX)	1,693.00				
1004485 - MZ20-21 ADMIN - Others (53xxx, 55xxx,56XXX, and 58XXX)	6,414.00				
1005363 - DVP Implementation - Others (53xxx, 55xxx,56XXX, and 58XXX)	17,476.71				
1005644 - MZ 21-22 ADMIN - Others (53xxx, 55xxx,56XXX, and 58XXX)	56.00				
1005645 - MZ 22-23 ADMIN - Others (53xxx, 55xxx,56XXX, and 58XXX)	35,603.80				
Administrative					
1005363 - DVP Implementation			OAKLAND PARKS AND RECREATION FC	DNA	Private donation to enhance Town Nights program
1005363 - DVP Implementation	40,000.00				
1005644 - MZ 21-22 ADMIN	45,150.00		ROCA INC	37	Family systems training for staff
1005644 - MZ 21-22 ADMIN	5,590.00		BATZA & ASSOCIATES INC	DNA	Human resource consultant
1005645 - MZ 22-23 ADMIN	4,410.00		BATZA & ASSOCIATES INC	DNA	Human resource consultant
1005645 - MZ 22-23 ADMIN	109,600.00		SOCIAL SOLUTIONS GLOBAL INC	DNA	Grants management database
1005645 - MZ 22-23 ADMIN	11,666.66		THE HAWKINS COMPANY	DNA	Human resource consultant
1005645 - MZ 22-23 ADMIN	6,657.35				Newspaper advertising
Subtotal Violence Prev Svcs - FY22-23	8,635,383.57	13.22			

*NOTES:

FY22-23 contained one contract period that began in July 2022 and continued through June 2023. Outcomes reflect individual services unless noted. 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.

FISCAL TRANSPARENCY

Accountability & Transparency

To prevent a Department from circumventing an oversight body and to provide that group with sufficient time to adequately review proposals, we propose the following:

1. That each Department verify they have disclosed their information to the appropriate body prior to scheduling a council review.
2. Require that all plans and reports be action items that need to be approved at the Commission level at least two (2) commission meetings prior to any city deadline so they can have time to sufficiently review items and make amendments.
3. Intentionally, circumventing an oversight body shall be grounds to disqualify their request, and/or for reclassifying their portion of the proceeds.

Fiscal Audit Inquiry

- The audits states that 1-3% of the funds appropriated shall be set aside for performance evaluations and administration costs.
- Measure Z states that amount is fixed at 3%.
- When was this MZ line item proposed and approved from a fixed 3% to 1-3% and who was it approved by?
- Or where does it say in MZ that it's a 1-3% range and not a fixed 3% amount?

OFD & OPD MZ Staffing

- MZ 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. We believe there was at least one (1) year (2021?) where this wasn't accomplished and an exception was made via City Council.
- In accordance with the annual audits OPD is also tasked with hiring and maintaining at least a total of sixty-three (63) community and neighborhood police officers to act as or assist with neighborhood beat officers, school safety, crime reduction teams, domestic violence and child abuse interventions, officer training and equipment. However, there are three (3) years where the sixty-three (63) officer requirement was changed and no known reasons were provided.
- The Fire Department primarily uses it's proceeds to maintain staffing and equipment to operate twenty-five (25) fire engine companies and seven (7) truck companies, to expand paramedic services, and to establish a peer mentorship program at each station. However, the FY 21-22, and 22-23 audits state that twenty-four (24) fire engine companies were maintained. Why was that changed & what was the reason?

OPD MZ Staffing Inquiry

- The FY 20-21 audit states that sixty-three (63) officers were required but only fifty-four (54) were maintained. The FY 21-22 audit states fifty-four (54) officers. The FY 22-23 audit states fifty-two (52) officers required. We believe the FY 21-23 changes (page 14) are due to OPD being tasked with reducing its MZ budget by 14 percent due to anticipated drops in MZ revenues related to Covid-19. **Are the FY 20-21 results related to the same issue?**
- **In May 2022 the SSOC received a report (page 23) from OPD stating that in 2020 there were eleven (11) CRO's and sixteen (16) CRT's out of the fifty-three (53) authorized MZ officers. However, the audit states there were seventeen (17) CRO's and 28.02 CRT's.**
- **In the same report it stated in 2021 there were seventeen (17) CRO's and thirty-seven (37) CRT's but the audit reflects seven (7) and 19.72 respectively. Which report is correct?**

• <u>FY 15-16:</u>	66	<u>FY 19-20:</u>	61.81
• <u>FY 16-17:</u>	67.50	<u>FY 20-21:</u>	53.02
• <u>FY 17-18:</u>	65.50	<u>FY 21-22:</u>	53.72
• <u>FY 18-19:</u>	66	<u>FY 22-23:</u>	52.72

Measure Z (MZ) Objectives:	I. Improve 911 Response Times and Other Services	Strategic Plan Goals:	I. Financial Accountability & Transparency
	II. Reduce robberies, homicides, burglaries, & gun violence		II. Evaluation of Violence Reduction Measures
	III. Invest in violence prevention & intervention strategies		III. Outreach & Engagement
			IV. Policies & Practices to Improve MZ Outcomes

SSOC Initiatives 2024								
Item	Point of Contact	History	Status	MZ Alignment	Strategic Plan Alignment	Strategic Plan - Core Value Alignment	Oversight Duty (<i>"Evaluate, Inquire, Review, Report, Recommend"</i>)	Equity Score
Future of MZ	Paula, Yoana, Omar, Sonya	Last met in Nov 2023 w/ Mayor's reps. Met with MZ advocates in October 2023.	Staff is reaching out to Brooklyn & Zach.	MZ Section 4A6F	Part III	Impact Oriented, Evidence Based rec's	"Evaluate, Report, Recommend"	5 (6,9,10-12)
RPSTF-SSOC Alignment (sheet 4)	Yoana, Omar	Omar & Yoana met with CM's Bas, Kaplan, and Fife on 1/29/24 via Zoom.	Met w/ CMs. Developed action items. Create a phase II presentation.	Objectives I, II, III	Part II	Impact Oriented, Evidence Based rec's	"Evaluate & Recommend"	
CARE Plan	Yoana, Omar, Gloria, Wallace?	In 2023 presented to: Grand Lake NC, 22x. Mt. Zion Missionary Baptist Church, LWVO, VPC	Offsite mtg? Presentations 2/21 (33x34xZoom), 3/27/35y, 4/3 (35xZoom). Work w/ Wallace	MZ Section 1 4A5 & 4A6F. Recommended for new MZ.	Part III	Evidence Based - Qualitative data, Respect & Courtesy, Teamwork	"Inquire & Report"	
Verified Response	Omar	Passed Rules Committee on 2/8. RPSTF Rec #53.	Going to Public Safety on 2/27.	Objective I	Part II	Evidence Based - Quantitative Data	"Evaluate & Recommend"	5 (2,6,7,9,10)
ASAP to PSAP	Omar	Needs to be scheduled for the Rules Committee.	Will know more before the end of February.	Objective I	Part II	Evidence Based - Quantitative Data	"Evaluate & Recommend"	4 (2,6,9,10)
Nightscope Technology	Omar	Use of autonomous robot tech to decrease calls for service and to deter auto burglaries and robberies.	Scheduled to present to the SSOC on Feb 26th. Invited by D7 to present this info at a March 20th business owners mtg at City of Refuge from 12-2.	Objective I, II	Part II	Evidence Based - Quantitative Data	"Evaluate & Recommend"	
Zoom Meeting Access	Paula, Yoana	Residents listening online are unable to make public comments.	Waiting to hear back from CAO? Paula reached out to all commissioners via email for input.	Transparency	N/A	Respect & Courtesy	"Recommend"	
Violence Prevention Dashboard	Yoana, Omar	Promote a holistic approach to public safety by sharing violence prevention and intervention results at DVP.	Meeting with DVP, & D7 on March 27th	Objective III	Part II	Evidence Based - Quantitative and Qualitative Data, Teamwork	"Inquire & Report"	
Evaluation Summary	Omar & Kelly? and/or Sonya?, Gloria?	Summarize all recommendations made through evaluations and summarize their status for the public	In progress. Currently working on OPD's evaluation from 2017 on sheet 5	MZ Section 4A6F	Part I, II, III	Evidence Based - Quantitative Data	"Evaluate & Report"	
Strategic Plan Summary	Yoana, Omar	Summarize in 1-2 slides the impact of the Strategic Plan and any lessons learned.	Due by Oct meeting 2024.	MZ Section 4A6F	Part III	Evidence Based - Quantitative and Qualitative Data	"Report & Recommend"	
MZ Lessons Learned	Omar but all current and previous commissioners are involved	Staff reach out to previous commissioners for input. Create a survey for them.	Waiting to hear back from staff on contact info for previous commissioners.	MZ Section 4A6F	Part II, III, IV	Evidence Based - Qualitative data	"Evaluate, Inquire, Review, Report, Recommend"	
Marketing Campaign?	Omar & Yoana, Sonya? Kelly?	Historically the most of the general public has not been aware of the SSOC.	Educate the public about the SSOC by using flyers for meetings and social media posts. Include a quick reference guide with our objectives, recommendations, and hyperlinks to info	MZ Section 1 4A5 & 4A6F. Recommended for new MZ.	Part III	Respect & Courtesy, Teamwork	"Report"	
Newspaper Article?	Sonya, Kelly, Omar, Yoana	Historically the general public has not been aware of the SSOC. Educate them on its results over the last 10 years + about the new MZ.	Part III	Part of CARE	CARE Part III	Evidence Based - Qualitative data	"Report"	
MACRO Development (sheet 3)	Paula, Yoana, Omar	Improves 911 response times by having calls diverted from 911 to MACRO.	See sheet 3 for details. Need to coordinate scheduling MACRO to come to SSOC meetings. Get an update on the # and if mtg's are public now. Part IV, I, III.	Objective I, III	Part II	Evidence Based - Quantitative Data	"Evaluate, Inquire, Review, Report, Recommend"	
Strategic Plan Objectives for 2024	Omar, Yoana	Summarize which objectives we'd like to have presentations for in 2024.	1.1 Annual fiscal and performance audits. 1.3 Review OPD Hiring Plan. 1.4 Annual Report of SVS. 2.1 Annual Ceasefire Report. 2.2-2.3 Annual CRO & CRT Reports. 2.5 Annual Update Diversity of MZ Positions. 2.6 OFD Annual Report on Call Center. 2.4 Tracking Recommendations from Evaluations	Objectives I, II, III, IV	Objectives I, II, III, IV	Evidence Based - Quantitative and Qualitative Data	"Evaluate & Review"	
Public Safety Officer position	Omar	Slow 911 response times. Have applicants attend both fire and police academies to create a new role.	Increases the number of folks who can respond to both medical/fire + law enforcement issues by increasing officer capabilities. Helps shift from a warrior to a guardian mindset.	Objective I	Part II			
Cross Training OFD call center w/ 911 call center	Omar	911 call center is out of CAL OES standards for call answering times.	Research cross training OFD center folks to augment 911 center staff.	Objective I	Part II			

Measure Z (MZ) Objective	Strategic Plan Goals:							
I. Improve 911 Response Times and Other Services	I. Financial Accountability & Transparency							
II. Reduce robberies, homicides, burglaries, & gun violence	II. Evaluation of Violence Reduction Measures							
III. Invest in violence prevention & intervention strategies	III. Outreach & Engagement							
SSOC Initiatives 2024	IV. Policies & Practices to Improve MZ Outcomes							
Item	Point of Contact	History	Status	MZ Alignment	Strategic Plan Alignment	Strategic Plan - Core Value Alignment	Oversight Duty ("Evaluate, Inquire, Review, Report, Recommend")	Equity Score
Future of MZ	Paula, Yoana, Omar, Sonya	Last met in Nov 2023 w/ Mayor's reps. Met with MZ advocates in October 2023.	Staff is reaching out to Brooklyn & Zach. Oaklanders Together will be presenting in March. Included in survey to previous commissioners. Will vote on whether the SSOC will adopt it as a commission recommendation on 4/22. COMPLETE, press release distributed on 5/8/24. Posted to SSOC webpage on 5/9.	MZ Section 4A6F	Part III	Impact Oriented, Evidence Based rec's	"Evaluate, Report, Recommend"	5 (6,9,10-12)
RPSTF-SSOC Alignment (sheet 4)	Yoana, Omar	Omar & Yoana met with CM's Bas, Kaplan, and Fife on 1/29/24 via Zoom.	Met w/ CMs. Developed action items. Create a phase II presentation. Discuss creating an SSOC Resolution providing this as input for the SPOC 4-year violence reduction plan to be made at the joint meeting. RPSTF Recommendation #67, PSO, etc. Received support for the Resolution. Draft in progress. May also be able to revitalize RPSTF 2nd phase.	Objectives I, II, III	Part II	Impact Oriented, Evidence Based rec's	"Evaluate & Recommend"	
CARE Plan	Yoana, Omar, Gloria, Wallace	In 2023 presented to: Grand Lake NC, 22x, Mt. Zion Missionary Baptist Church, LWVO, VPC	Offsite mtg? Presentations 2/21 (33x 34x Zoom), 3/27 35y, 4/3 (35x Zoom) rescheduled for 6/5 @ 7 pm. Work w/ Wallace. Followed up with 1st CARE presentation receivers, i.e. the League of Women Voters on May 2nd and discussed reassessing the SSOC from a medium strength oversight commission to a strong oversight body. LWVO unable to reassess due to election season schedule. Included their recommendations in our joint meeting report.	MZ Section 1 4A5 & 4A6F. Recommended for new MZ.	Part III	Evidence Based - Qualitative data, Respect & Courtesy, Teamwork	"Inquire & Report"	
Verified Response	Omar	Passed Rules Committee on 2/8. RPSTF Rec #53.	COMPLETE: Passed Public Safety on 2/27. Passed full city council on 3/5 and 3/19. IMPLEMENTED	Objective I	Part II	Evidence Based - Quantitative Data	"Evaluate & Recommend"	5 (2,6,7,9,10)
ASAP to PSAP	Omar	Scheduled for City Council mtg	Received buy in from OPD, the 911 call center, and the City Administrator's office. Awaiting buy in from ITD. Presenting to City Council as an informational item on 9/17. Then it will be presented to PSC as an action item. Currently being vetted by the city of Oakland. Waiting to hear back in mid Nov or mid Dec. No more we can do but wait on their decision. DONE	Objective I	Part II	Evidence Based - Quantitative Data	"Evaluate & Recommend"	4 (2,6,9,10)
Zoom Meeting Access	Paula, Yoana	Residents listening online are unable to make public comments.	COMPLETE. Yoana to test out at our Sept meeting. Operational test satisfactory. DONE	Transparency	N/A	Respect & Courtesy	"Recommend"	
Violence Prevention Dashboard	Yoana, Omar	Promote a holistic approach to public safety by sharing violence prevention and intervention results at DVP.	COMPLETE. Meeting with DVP, & D7 on March 27th. Yoana to update the commission on 4/22. Urban Strategies/Institute will have it ready by August. DONE	Objective III	Part II	Evidence Based - Quantitative and Qualitative Data, Teamwork	"Inquire & Report"	
Evaluation Summary	Omar, Kelly	Summarize all recommendations made through evaluations and summarize their status for the public	Omar will provide info to be included in the joint meeting presentation. DONE	MZ Section 4A6F	Part I, II, III	Evidence Based - Quantitative Data	"Evaluate & Report"	
Strategic Plan Summary	Yoana, Omar	Summarize in 1-2 slides the impact of the Strategic Plan and any lessons learned.	Omar will provide info to be included in the joint meeting presentation. DONE	MZ Section 4A6F	Part III	Evidence Based - Quantitative and Qualitative Data	"Report & Recommend"	
MZ Lessons Learned	Omar & Yoana; but all current and previous commissioners are involved	Staff reach out to previous commissioners for input. Create a survey for them.	Will summarize milestones such as the creation of the strategic plan and the SSOC's vote to approve the creation of DVP in to the joint meeting presentation. DONE	MZ Section 4A6F	Part II, III, IV	Evidence Based - Quantitative data	"Evaluate, Inquire, Review, Report, Recommend"	
Community Education Campaign	Omar & Yoana and/or non-executive member commissioners	Historically the general public has not been aware of the SSOC. Educate them on its results over the last 10 years + about the new MZ.	Educate the public about the SSOC by using flyers for meetings and social media posts. Include a quick reference guide with our objectives, recommendations, and hyperlinks to info. Educate folks on the history of MZ. Or write joint article instead. (1) Have an offsite meeting? (2) Create a joint meeting press release either prior to or afterwards to announce final SSOC statistics and information and to announce the end of the SSOC. (3) Potentially discuss a press release to discuss approved, in progress, or proposed recommendations.	MZ Section 1 4A5 & 4A6F. Recommended for new MZ.	Part III	Respect & Courtesy, Teamwork	"Report"	

MACRO Development	Paula, Yoana, Omar	Improves 911 response times by having calls diverted from 911 to MACRO.	CM's Kaplan and Reid are interested in sponsoring it. Maybe CM Kalb. It may not be brought before City Council until after the election. It may be going to city council for approval in early to mid-November.	Objective I, III	Part II	Evidence Based - Quantitative Data	"Evaluate, Inquire, Review, Report, Recommend"
Strategic Plan Objectives for 2024	Omar, Yoana	Summarize which objectives we'd like to have presentations for in 2024.	1.1 Annual fiscal and performance audits. 1.3 Review OPD Hiring Plan. 1.4 Annual Report of SVS. 2.1 Annual Ceasefire Report. 2.2-2.3 Annual CRO & CRT Reports. 2.5 Annual Update Diversity of MZ Positions. 2.6 OFD Annual Report on Call Center. 2.4 Tracking Recommendations from Evaluations. 2.4 is in progress. The info will be presented at the joint meeting. Having a Ceasefire presentation on 5/20. Also created a re-implementation of Ceasefire tracking report that Pastor Wallace and others will assist with. Faith in Action reps have been invited to 5/20 meeting. Received a 1.3 & 2.5 presentation in Feb or Mar but was not the report they typically make to the PSC which is what the task involves. 1.4, 2.2 and 2.3 can be incorporated into joint meeting presentation like we did in 2023. Need to request 2.6. OFD was requested to attend the April and May meetings but declined and/or didn't respond to the request. Initiate 3.2 for creating a joint meeting presenter ad hoc. Also vote on having non Chair & Vice-Chair presenters at 5/20 meeting. ALL Completed. Added creating a Ceasefire ad hoc to another public safety board as one of our recommendations. Have spoken tentatively to the OPC about it.	Objectives I, II, III, IV	Objectives I, II, III, IV	Evidence Based - Quantitative and Qualitative Data	"Evaluate & Review"
Public Safety Officer position	Omar	Slow 911 response times. Have applicants attend both fire and police academies to create a new role.	Increases the number of folks who can respond to both medical/fire + law enforcement issues by increasing officer capabilities. Helps shift from a warrior to a guardian mindset. Incorporate into joint meeting recommendations slide or the SPOC 4-year violence reduction plan recommendation/resolution.	Objective I	Part II		
Cross Training OFD call center w/ 911 call center	Omar	911 call center is out of CAL OES standards for call answering times.	Research cross training OFD center folks to augment 911 center staff. Incorporate into joint meeting recommendations slide or the SPOC 4-year violence reduction plan recommendation. Will discuss OFD strategies and other proposals when they present in Dec.	Objective I	Part II		

SSOC Prioritized Recommendations

1. Provide DVP with enough funding to serve at minimum the most at risk youth and young adults they have the capacity for. Investments in have historically led to decreased gun violence at an average of 10% or more per year.
2. Create a Ceasefire standing ad hoc committee through one of the city's established Public Safety Boards or Commissions to ensure the Ceasefire strategy stays on track and is strengthened over the long-term despite leadership, community partnership, or administration changes, understaffing issues, or other obstacles.
3. In 2022 the League of Women Voters conducted a scoring of the performance of Commissions to grade their effectiveness. Their report can be used to build an evaluation scorecard for oversight bodies to gauge their effectiveness.

[LWVO Report - Item 6, Attachment 6:

<https://cao-94612.s3.us-west-2.amazonaws.com/documents/SSOC-Agenda-and-Materials-9-26-22.pdf>]

SSOC Prioritized Recommendations

4. Provide Commissions with more tool and resources to be successful. Including some degree of enforcement power to make their oversight duties more effective when departments they oversee are out of compliance or don't provide required reports.
5. Create a Brown Act governed MACRO Board or Commission to oversee the development of this 911 improvement strategy that's within the Oakland Fire Department.
6. Adopt a Public Safety Officer (PSO) position to assist with FTE shortfalls, improve response times, and alleviate overtime costs. PSO's would cross train as both Police Officers and Firefighters. It could be initiated by creating a joint pilot academy.
7. Increase funding and expand access to Restorative Justice (RJ) diversion for youth and young adults. Residents who complete RJ programs have a high chance of not recidivating.
8. Start growing a Restorative Justice Transformative Justice ecosystem so that Oakland can become a Restorative City. Support the development of a Restorative & Transformative Justice web of support made up of restorative justice centers, community organizations, service providers, school restorative justice hubs and community healing spaces.

SSOC Prioritized Recommendations

9. Build a holistic reentry hub in Oakland — a central location where the formerly incarcerated can receive not just access to general services but individualized case management and support.
10. Conduct Cost Recovery for Police Department responses to false burglar alarms by charging Alarm Call Centers \$20.00 each time they refer a call to the 911 dispatch for a burglar alarm that results in being a false alarm. Historically, 98% of Alarm Call Center referrals are for false alarms. This amounts to \$910K-\$1.4M in unproductive police officer wages wasted per year and 4.5-6.8 annual police officer FTE hours wasted.
11. Adopt ASAP to PSAP technology for the 911 call center. It will absorb a significant amount of the false burglar alarms that are a minimum of 5.4% of the overall call volume which will improve call answering times.

In Nashville, where burglar alarms are 5.5% of the call volume, after implementing ASAP in 2020 their call answering times improved by 15-25%. It also pays for itself in terms of FTE hours saved and eliminates on average four to six (4-6) follow up calls. It's a one time cost for \$79,043.00 total. See Nashville chart on next slide.

APPROVED AS TO FORM AND LEGALITY

DRAFT

CITY ATTORNEY'S OFFICE

OAKLAND CITY COUNCIL

RESOLUTION NO. _____ C.M.S.

**INTRODUCED BY COUNCILMEMBER CARROLL FIFE
AND COUNCIL PRESIDENT NIKKI FORTUNATO BAS**

**ADOPT A RESOLUTION PRIORITIZING RECOMMENDATIONS FROM THE
REIMAGINING PUBLIC SAFETY TASK FORCE FOR CONSIDERATION IN
THE FISCAL YEAR 2021-2023 BUDGET**

WHEREAS, On July 28, 2020, the City Council adopted a resolution creating the Reimagining Public Safety Task Force (“Task Force”) to transform public safety by shifting resources from enforcement and punishment to non-law enforcement responses to calls for assistance, and investment in programs that address the root causes of violence and crime; and

WHEREAS, the Task Force was convened on September 16, 2020, Co-Chaired by Councilmembers Nikki Fortunato Bas and Loren Taylor and comprised of 17 members, including one representative from each Council district, an At-Large appointment, Mayoral appointment, a member of the Community Policing Advisory Board, Safety Services Oversight Commission, Police Commission, and Budget Advisory Commission, two members of the Youth Advisory Commission, and two co-chair appointees; and

WHEREAS, the Task Force established the Alternative Responses and Services Advisory Board, Budget and Data Advisory Board, Legal Barriers and Opportunities Advisory Board, and Oakland Police Department (OPD) Organization and Culture, and Youth Advisory Board; and

WHEREAS, the Task Force also engaged with impacted communities directly to gather ideas, perspectives, and feedback on Task Force recommendations through a process that included surveys, town halls, social media campaigns, and listening sessions conducted by Young Women’s Freedom Center, OneLife Institute, Urban Peace Movement, Youth Alive, Anti Police-Terror Project, Oakland Rising, Black Women Organized for Political Action, Black Cultural Zone, El Tímpano, and Community & Youth Outreach; and

WHEREAS, the guiding framework for the Task Force was to identify activities and functions that can be removed from OPD’s jurisdiction; specific activities OPD should continue to do and where officers’ time is best spent; community-based services or other government

agency programs as an alternative to reduced or eliminated police services; community services and assets to help create neighborhood safety, peace, and healing; improvements and reforms to OPD; and

WHEREAS, OPD has been under a Negotiated Settlement Agreement (NSA) for the past 18 years, requiring police reforms in several areas, including internal affairs, supervision of officers, police use of force, training, personnel practices, and community policing; and

WHEREAS, some reforms have been made as outlined in the NSA but there continues to be major issues, including officer misconduct, most notably the sexual exploitation of an underage young woman in 2015 by several OPD officers and the killing of Joshua Pawlik in 2018; and

WHEREAS, a 2019 report from the OPD's Office of the Inspector General found that cases of use of force were routinely underreported and that officers were much more likely to use force on Black and Latinx individuals; and

WHEREAS, OPD's failure to fully comply with the NSA has cost the City of Oakland at least \$17 million and this is in addition to the millions the City has had to pay in order to settle lawsuits stemming from OPD officer incidents; and

WHEREAS, the OPD budget for FY 2020-21 exceeded \$330 million, which makes up 44% of the General Purpose Fund (GPF), and OPD spent \$19 million over this budget on overtime, making OPD the highest contributor to the City's growing budget deficit; and

WHEREAS, despite its significant GPF-funded budget, which is greater than the combined GPF expenditures of the Offices of Parks, Recreation and Youth Development, Public Works, Human Services, Housing and Community Development, Economic and Workforce Development, Public Library, and Violence Prevention, the services and response times by OPD have not been adequate and the ways OPD conducts its operations do not always contribute to the safety of some community members, including Black and Brown people, unhoused individuals, and those facing mental health challenges; and

WHEREAS, the militarization of OPD and excessive response to peaceful protests against social injustices, including the extrajudicial murder of Black and Brown people, has contributed the community's growing fear and mistrust of law enforcement; and

WHEREAS, in response to these concerns, the City of Oakland has taken, or is in the process of taking, certain actions to reform our public safety system; and

WHEREAS, on July 21, 2020, the Council voted to remove the Special Events function from OPD's purview to a civilian function under the City Administrator's Office; and

WHEREAS, the Neighborhood Services Division has also been moved from OPD to the City Administrator's Office; and

WHEREAS, the Council has agreed to invest in community ambassadors programs in each Council district as discussed at the April 12, 2021, Special City Council meeting; and

WHEREAS, there is a proposal for a Militarized Equipment Ordinance allowing the Police Commission and City Council to review and approve OPD requests for military-grade acquisitions, and mandating OPD to submit use policies for equipment already in the possession of department; and

WHEREAS, the Task Force's work, while affirming these efforts, seeks to further shift the public safety paradigm from policing to resourcing communities to address the root causes of violence; and

WHEREAS, in March 2021, the Task Force Advisory Board produced more than 100 recommendations, and the Task Force adopted a total of 88 recommendations to forward for the City Council's consideration, which the Task Force further consolidated into 44 recommendations; and

WHEREAS, on April 13, 2021, at a meeting of the Public Safety Committee, the Task Force presented these recommendations that the City Council can act on immediately; now, therefore be it

RESOLVED: That the City Council prioritizes the following Task Force recommendations for consideration in the Fiscal Year 2021-2023 Budget:

- I. Invest long-term into Mobile Assistance Community Responders of Oakland (MACRO) by scaling up the pilot program over the next three years at an estimated cost of \$25 million as put forth by recommendation 57, allowing police to shift resources to address violent crimes, while keeping vulnerable members of our community safe by limiting the possibility of escalation and use of force;
- II. Invest in alternative crisis response programs, including creating crisis hotlines outside of the 911 emergency system as put forth by recommendation 58 with an approximate cost of \$750,000 per-year to be distributed by RFP process, which will allow the City to meet the needs of members of our community who may not feel safe seeking assistance through the current emergency response system that centers law enforcement;
- III. Increase gender-based violence services by investing an additional \$1.35 million annually in funding to the Department of Violence Prevention (DVP) as put forth by recommendation 72; invest \$1 million annually to expand flexible funding for survivors of gender-based violence per recommendation 73; and invest \$2.5 million annually for gender-based violence prevention as highlighted in recommendation 74; with an average of 6,000 911 calls related to domestic violence per year in Alameda County and Oakland accounting for the highest rate of calls at 25.2 per 100,000 residents, it is critical to allocate the necessary funds towards preventative and supportive measures;

- IV. Move most traffic enforcement out of the Oakland Police Department (OPD) and into the Oakland Department of Transportation as put forth by recommendation 59; most traffic stops are non-violent and do not require the presence of law enforcement and should be handled by unarmed civil servants and with Black residents being stopped at significantly higher rates than any other group, this is a necessary first step to addressing the racial disparities in traffic enforcement;
- V. Demilitarize the Oakland Police Department (OPD), which includes, but is not limited to, eliminating the BearCAT armored vehicles as put forth by recommendations 38 and 43; the militarization of police departments has no significant impact on crime reduction but serves to further deteriorate police-community relations and establishing a regulatory framework on the purchase and use of militarized equipment by OPD is a necessary step towards a more community-centric approach to safety;
- VI. Build a restorative justice web of support, including providing more comprehensive reentry support and expanding restorative justice diversion for youth and young adults with an estimated annual cost of \$1,700,000-3,000,000, as put forth by recommendations 67, 68, 69, and 70; working with restorative justice centers, community organizations, service providers, school restorative justice hubs and community healing spaces, we can create non-punitive structures to addressing harm and preventing violence;
- VII. Invest in Community Outreach Workers and Violence Interrupters, and provide financial support to individuals at risk of engaging in crime or violence in the amount of \$150,000-\$175,000 annually per community outreach worker total, as put forth by recommendation 144, which will allow communities to build capacity to address their own needs while creating opportunities where they many not exist and limiting reliance on law enforcement;
- VIII. Increase investment and alignment in the Oakland Youth Advisory Commission and the Oakland Police & Community Youth Leadership Council to enable effective resourcing for recruitment, planning, and coordination needed to center and legitimize youth voices related to improving community safety at scale, at an annual cost of \$532,200, as put forth in recommendation 122.
- IX. Create immediate housing solutions, including purchasing motels and/or hotels for housing, providing rental assistance, and expanding supportive services to include the needs of the working-class and unhoused populations as put forth in recommendation 77; investment in social services, including stable housing is essential to eliminating crime and violence;
- X. In line with recommendation 47, commit to working with government, private, and philanthropic partners to allocate funding towards a second phase of Reimagining Public Safety; ensuring that facilitation of the second phase is rooted in community practice, such as being trauma-informed to interrupt sexism and

racism, so that the process does not perpetuate the harm we seek to undo, as amended by the Task Force on March 17, 2021; and be it

FURTHER RESOLVED: That the City shall seek funding and partnerships with government, private, and philanthropic partners to resource and implement these recommendations.

IN COUNCIL, OAKLAND, CALIFORNIA,

PASSED BY THE FOLLOWING VOTE:

AYES - FIFE, GALLO, KALB, KAPLAN, REID, TAYLOR, THAO AND
PRESIDENT FORTUNATO BAS

NOES –

ABSENT –

ABSTENTION –

ATTEST

ASHA REED
City Clerk and Clerk of the Council of the
City of Oakland, California

TO: Oakland City Council
FROM: Oakland Public Safety and Services Oversight Commission (SSOC)
DATE: October 29, 2024
SUBJECT: Joint Meeting SSOC Recommendations to City Council

As Measure Z sunsets and the Safety and Services Oversight Commission (“SSOC” or “Commission”) concludes its function as an official City of Oakland body, we, the SSOC Commissioners, provide City Council with the following memo in order to ensure that the lessons learned over the last ten years are memorialized and included in the development of future commissions and city policies.

The first section of this memo includes recommendations to the Public Safety & Planning Oversight Commission (“SPOC”), which we believe will be set up if the Oakland Community Violence Reduction and Emergency Response Act (“Measure NN”) is adopted by Oakland voters in November 2024. These recommendations are procedural in nature in that they are meant to advise both the formation and the implementation of the new commission. These recommendations may also apply to other city boards or commissions that have similar operating structures as the SSOC.

The second section of this memo focuses on substantive policy recommendations that we advise City Council to adopt in order to fulfill the goals of Measure Z to: (a) reduce burglaries, robberies, homicides and gun-related violence; (b) improve 911 response times; and (c) invest in effective violence intervention and prevention strategies that serve to interrupt the cycle of violence and recidivism. Since the goals of Measure NN are nearly identical, these recommendations can also support the new SPOC commission as it researches and develops a four-year Community Violence Reduction Plan. Further still, the recommendations in this section are the kinds of policy changes that Oaklanders have been demanding for decades in an effort to make our city not only more safe, but also more just.

I. Procedural Recommendations: Best Practices for Future Commissions

Oakland tax measures generally include a provision for the creation of citizen-led oversight bodies. These bodies are meant to give the public a degree of reassurance that taxpayer funds are being spent for the purposes outlined in the language of the measure itself. Put simply, we want to know the City is using taxpayer dollars to do what it promised to do. And while boards and commissions can provide a much needed level of oversight over the spending of public funds, the degree to which they are effective in doing so depends on how well they function. The recommendations below are intended to improve the capacity of oversight bodies to fulfill their important functions. Note that we primarily refer to “commissions” but the same recommendations apply to boards.

A: The City Should Provide Commissions with the Resources They Need to be Successful

Currently, the efficacy of commissions is limited by their very structure. Commissioners are city residents who volunteer their time not only to attend monthly meetings but to read and develop reports in between those meetings. Commissioners on the SSOC spend on average 8h per month on SSOC work, while the Chair and Vice Chair spend at least 20h and 15h on commission work respectively. Most working-class Oaklanders cannot afford to spend that much time on unpaid work. Similarly, they cannot afford taking a whole evening away from their work or families to attend 3-hour meetings in downtown Oakland.

These realities about the structures of commissions have an exclusionary impact. Low-income, BIPOC, immigrant and other communities are underrepresented on our commissions, including commissions that deal with issues that disproportionately affect these very communities.

To improve the diversity, representation and efficacy of our commissions, we recommend the following:

- New ballot and city council measures include a budget for stipends for commissioners. Even a modest \$2,000 per year stipend, for instance, can make a huge difference.
- Commissions receive training on how to develop strategic plans, how to move through conflict when conflict emerges, how to receive and respond to public comment, how to ensure diverse member recruitment when positions open, how to more effectively engage members of the public, etc.
- The content of this training is memorialized in a Commission Toolkit that the City of Oakland can distribute to all boards and commissions.
- New commissioners receive onboarding training and support from both staff and the Chair and the Vice Chair of the Commission.
- Commissioners are allowed to attend virtually, as provided by law, so that they don't risk losing their positions when dealing with emergencies.

B: Commissions Should Have Some Degree of Enforcement Power

Measure Z tasks the SSOC with reviewing fiscal and performance audits, in addition to semi-annual progress reports on how departments receiving MZ funds are making progress toward their desired outcomes. Over the last year, every one of the three departments the SSOC oversees (OPD, DVP and Fire) have been late with their quarterly financial reports by many months. Commissioners have requested those reports through the Commission's Staff and yet those reports have either not been presented at all or have been presented late. The only recourse the SSOC has had was to ask again, and then accept the timeline the departments have provided.

This is not an effective way to keep any agency accountable. There need to be repercussions when departments don't fulfill their duties under the enabling legislation. Informing City Council

during a one-per-year meeting is not sufficient. We recommend that enabling legislation for future oversight bodies spells out the consequences of department delays or failures to comply. Some possible solutions include allowing departments only one delay, sanctioning departments when they delay more than three times, and withholding funding from departments that consistently fail to comply.

C: Commissions Should Be More Responsive to the Needs of the Community

While many boards and commissions do good work, few have the time and means to keep the community informed of their work. As a result, the public at large does not know that there are citizen oversight bodies that do serve to hold government agencies accountable in the spending of taxpayer funds.

To address this issue, the SSOC included community outreach and engagement as one of four priorities for the years 2023 and 2024. Chair Farmer and Vice Chair Tchoukleva formed the Community Action, Research and Elevation (“CARE”) Committee and started attending neighborhood and Neighborhood Crime Prevention Council (“NCPC”) meetings in as many areas of the city as they could. In each meeting, they informed community what Measure Z, what the SSOC does, what the main elements of the SSOC strategic plan is, and why having a replacement measure on the ballot is key to public safety in Oakland¹. Equally important, they answered questions and solicits input from the community about ideas and strategies they want to see the SSOC include in its annual recommendations to City Council. Some of the policy recommendations included below were specifically brought up at these meetings with community members.

With this experience under our belt, we recommend the following measures in order to improve the public’s understanding of and input into the work of boards and commissions:

- Media are invited to attend and report on commission meetings.
- Commissions hold at least a portion of their meetings in community spaces, such as schools, churches and neighborhood hubs, rather than City Hall.
- Summary of key decisions made at commission meetings are included as news on the City of Oakland website and are distributed through newsletters to the community.
- Commissioners are guided on how to respond to community members sharing public comment, rather than just listen to the public comment and move on because response time has not been agendized in advance.
- Commissions are encouraged to form community outreach teams, like the CARE Committee, and given contact information for all functioning NCPCs in the city.

¹ See a sample SSOC powerpoint presentation, available at https://docs.google.com/presentation/d/1c_Dspl9fV6i9PWaegbtFDqkG3fGVj4Vw/edit?usp=sharing&oid=114868257533086066029&rtpof=true&sd=true.

D: Commissions Should be Evaluated Regularly and Deactivated If Not Effective

In 2021, the League of Women Voters released a helpful report² scoring the performance of commissions on different criteria and making overall recommendations for the effective functioning of oversight bodies. Their report can be used to build a scorecard that oversight bodies use to evaluate and guide themselves.

Further, funds need to be provided in every new measure for an independent evaluation of each commission. Commissions that are not working adequately, based on agreed-upon metrics, should be deactivated so that valuable staff time can be used on commissions that are actively trying to make a difference. Evaluation metrics can include: whether commissions are meeting quorum regularly, whether they are fulfilling the duties outlined in their enabling legislation, whether they are successfully recruiting and training new members, whether their meetings are attended by members of the public, etc.

E: Recommendations Specifically for the Public Safety & Planning Oversight Commission (SPOC) That Will Replace the SSOC if the Measure NN Passes

Based on its years of experience with Measure Z and the similarity between Measure Z and the new Measure NN, the SSOC makes the following recommendations to the SPOC, the Mayor's Office and City Council:

- The Mayor's Office should advertise far and wide to solicit applications from a diverse cross section of the Oakland community in order to choose five qualified applicants.
- Once selected, Commissioners should receive thorough training and stipends, as described above.
- In developing a 4-year Community Violence Reduction Plan, the SPOC should solicit input from community members and community violence reduction organizations, not only the five members of the commission.
- The SPOC should track progress toward concrete benchmarks in the implementation of the Community Violence Reduction Plan and share key information with the community and media.
- The SPOC should retain an independent evaluator to evaluate the implementation of the Community Violence Reduction Plan, with the key question being — are the activities and strategies outlined in the plan effective in meeting the goals of the measure, i.e. is what we are doing leading to improvements in public safety? These evaluations need to be conducted once per year, not at the end of the commission's term as was the case with the SSOC.
- The SPOC should use the retained independent evaluator to do a study comparing crime rates, crime arrest rates and other metrics between times when the City retained a higher or lower number of sworn police officers in order to determine whether the 700 floor number, included in the measure, is necessary.

² League of Women Voters, "An Assessment of Oakland Oversight Bodies: Progress, Gaps, and Recommendations for Improved Functions", Spring 2021, available at <https://cao-94612.s3.us-west-2.amazonaws.com/documents/SSOC-Agenda-and-Materials-9-26-22.pdf>.

- In their enabling legislation, City Council should specify what repercussions departments receiving funding under the new measure will face if they do not provide the SPOC with reports, evaluations and spending plans on time, such as a loss of funds from the measure.
- City Council should also make clear that the SPOC can submit policy recommendations to City Council and the Mayor on an ongoing as-needed basis, not just once a year like the SSOC.
- The SPOC should form a sub-committee for community outreach, like the SSOC did, so that they can keep members of the public apprised of how their taxpayer funds are being spent.

Lastly, we encourage the new commissioners to reach out to any and all of the members of the SSOC to receive background knowledge and tips on working with the Oakland Police Department, the Department of Violence Prevention, the Oakland Fire Department, the City Administrator's Office and City Council. We are happy to support and provide historical information.

II. Substantive Recommendations: Policies the SSOC Recommends to City Council and the SPOC

On November 28, 2023, the SSOC presented a series of policy recommendations to City Council.³ We did so under the authority of Section 4(A)(6)(f) of Measure Z which tasks the SSOC with recommending “ordinances, laws, resolutions and regulations to ensure compliance with the requirements of MZ.”

This section contains an updated list of recommendations in order of importance. We urge the City Council to share this list with commissioners from the new SPOC body and request that these policies be included in their 4-year Violence Prevention Plan.

A. Recommendations to Improve 911 Response Times and Other Police Services

1. Create a MACRO Board or Commission

A Broad Act-governed body is needed to oversee the development MACRO as a 911 improvement strategy, ensure success and improve public understanding of the program.

2. Conduct Cost Recovery for Police Department Responses to False Burglar Alarms

This can be achieved by charging alarm call centers \$20.00 each time they refer a call to the 911 dispatch for a burglar alarm that results in being a false alarm. Historically, 98% of Alarm

³ SSOC Presentation Slides for Joint Meeting with City Council, Nov. 28, 2023, available at <https://docs.google.com/presentation/d/1d2c9R5506LWsbZ4p-1JcMCed5zsPzgue/edit?usp=sharing&ouid=114868257533086066029&rtpof=true&sd=true>.

Call Center referrals are for false alarms. This amounts to \$910K-\$1.4M in unproductive police officer wages wasted per year and 4.5-6.8 annual police officer FTE hours wasted.

3. Adopt ASAP to PSAP Technology for the 911 Call Center

ASAP to PSAP will absorb a significant amount of the false burglar alarms that are a minimum of 5.4% of the overall call volume. This will result in improved call answering times. In Nashville, where burglar alarms are similarly 5.5% of the call volume, implementing ASAP to PSAP in 2020 resulted in improvements in their response time by 15-25%. The technology paid for itself in FTE hours saved and eliminated on average four to six (4-6) follow up calls.

4. Create a Public Safety Officer (PSO) Position

A PSO position, where fire and police recruits cross-train to conduct both roles, increases the likelihood of having the required resources on scene during any type of call. It also makes more efficient use of our public safety FTE hours which assists with staff shortages. This position can be initiated by creating a joint pilot academy.

B. Recommendation to Reduce Homicides, Robberies, Burglaries, and Gun-Related Violence

1. Fully Fund the Department of Violence Prevention

Provide the Department of Violence Prevention with the resources they need to achieve their short, mid and long-term strategic goals for working with at risk members of the community. The DVP Ceasefire strategy is designed to reduce gun violence by 10% per year. Since DVP and OPD have implemented the Ceasefire Audit Recommendations,⁴ homicides in Oakland decreased by 15% and nonfatal shootings by 33%, according to a presentation at the August 26, 2024 SSOC meeting.

By providing the Department of Violence Prevention with the resources they need to be able to serve the maximum number of at-risk community members per year, gun violence will continue to decrease. DVP has outlined the number of people they can serve through their strategic goals. Their long term goal is to serve up to 240 people per year, and City Council needs to fully back up that plan.

2. Create a Ceasefire-Specific Ad Hoc Committee

Create a Ceasefire standing ad hoc committee through one of the city's established public safety boards and commissions to ensure the Ceasefire strategy stays on track and is

⁴ See "Ceasefire Audit Report and Findings: Executive Summary", available at <https://www.oaklandca.gov/news/in-depth-audit-paves-the-way-for-the-city-of-oakland-to-resurrect-successful-violence-reduction-strategy-and-reduce-crime>.

strengthened over the long-term despite leadership, community partnership, or administration changes, understaffing issues, or other obstacles.

C. Recommendations to Improve Violence Intervention and Prevention Strategies that Support At-risk Youth and Young Adults

1. Expand Access to Restorative Justice Diversion for Minors and Young Adults

Restorative Justice Diversion (“RJD”) refers to a form of pretrial diversion where law enforcement or the District Attorney’s Office diverts a case away from traditional prosecution and toward a restorative justice process led by a community-based organization.

In 2012, Community Works West (now called “Community Works”) set up a RJD program in partnership with the Alameda County District Attorney’s Office (“ACDA”).⁵ The program diverts pre-charge eligible cases of minors (under 18 years of age) facing low-level felony or high-level misdemeanor charges toward a Restorative Community Conferencing (“RCC”) process. The program works as follows:

- Once the ACDA identifies a case with eligible charges, the ACDA consults with the defense attorney on the case to determine whether the arrested youth is willing to take responsibility for their actions and go through a year-long program.
- If they are, the ACDA reaches out to the victim (“person harmed”) in the case to ask whether they prefer that the case proceeds through restorative justice rather than traditional prosecution.
- If—and only if—the person harmed chooses RJ, the case is referred to Community Works, a community-based organization that prepares both sides, often for months, for a restorative community conference.
- At the conference, the person harmed (or their surrogate, if the victim chooses not to participate directly) is given a chance to share how they were impacted by the harm; the youth apologizes and takes responsibility; and together conference participants develop an Accountability Plan. The Accountability Plan includes the actions that the responsible youth has to take to repair the harm to the person harmed and the broader community.
- If the responsible youth completes their Accountability Plan within six months, their case is discharged. If they fail to participate in earnest or do not complete their Accountability Plan, their case is returned to the ACDA for traditional prosecution.

A comprehensive 2017 research study of the ACDA Restorative Community Conferencing program found that restorative justice diversion served to decrease recidivism, increase victim satisfaction and improve public safety.⁶ Of 102 young people who completed the RCC program between 2012 and 2014, after 12 months only 18.4% of the youth who went through the RJ process were adjudicated delinquent—that is, determined by the court to have committed

⁵ Sujatha Baliga, Sia Henry, George Valentine, “Restorative Community Conferencing: A Study of Community Works West’s Restorative Justice Youth Diversion Program in Alameda County”, available at https://impactjustice.org/wp-content/uploads/CWW_RJreport.pdf.

⁶ See generally *id.*

another delinquent act—compared to 32.1% of the control group of youth whose cases were processed through the traditional juvenile legal system. Over time, recidivism rates for youth who went through the RCC program generally held, rising only slightly, while the recidivism rates of the control group youth increased significantly over time. Equally important, the data showed that 91% of participating victims reported positive experiences with the RJ process and said that they would participate in another RJ process, if given the option.

Our understanding based on information from the Department of Violence Prevention is that only 28 youth per year have access to RJD via the Community Works program.

In April 2020, community leaders along with the National Institute for Criminal Justice Reform (NICJR) launched a separate diversion program called the Neighborhood Opportunity and Accountability Board (“NOAB”) that has led to about 20 cases per year being diverted from the juvenile system and sent to a restorative justice process instead.⁷ Unlike CWW’s program where diversion occurs once the case reaches the District Attorney’s office, NOAB allows diversion at the point of arrest. OPD officers themselves can refer youth (under 18 years old) accused of misdemeanors and low-level felonies to NOAB. Once in the program, youth appear before a community council and complete a detailed accountability plan. Like Community Works, NOAB has enough funding to work with 28 youth per year.

Both programs help youth take responsibility for the crime/harm they have committed and provide them with critical services so they can learn, grow and not reoffend. Both programs only work with youth accused of misdemeanors and low-level felonies. Unfortunately, there are youth whose cases are eligible but who may not be diverted because the programs do not have the funding and therefore the capacity to accept more referrals.

In November 2023, the SSOC recommended reviving Recommendation 69/107⁸ of the core set of Reimagine Public Safety Task Force (“RPSTF”) recommendations City Council adopted in April 2021.⁹ Since then, Council President Bas informed members of the SSOC that the City is making investments in RJ through the Department of Violence Prevention and the Oakland Fund for Children and Youth. We appreciate the funding that the DVP provides to both the Community Works program and NOAB but we believe additional funding is needed to expand access to RJD for more youth. The Oakland Fund for Children and Youth may invest in RJ processes in schools and in the communities, but that is entirely separate from RJ diversion which happens only as an alternative to prosecution for criminal charges.

⁷ National Institute for Criminal Justice Reform, “Neighborhood Opportunity and Accountability Board Background and Report”, available at <https://nicjr.org/noab/>.

⁸ Recommendation 69/107, “Expand Restorative Justice Diversion for Youth and Young Adults”, available at <https://drive.google.com/file/d/1KBokDoW2o5gC7Hjn89Z8VEW1ovwIhdPv/view>.

⁹ In 2021, the Reimagine Public Safety Task Force adopted 88 resolutions. See Full Report at <https://www.oaklandca.gov/documents/reimagining-public-safety-task-force-report-and-recommendations-public-safety-committee-4-13-21>. City Council adopted 39 and prioritized 16 group into 10 categories. See Memo from Councilmembers Fife and Council President Bas, dated April 30, 2021, available at <https://drive.google.com/file/d/1bfuymi4EzhiiGt2cmGMYHrLzqbVWH-2h/view>.

As a result, the SSOC recommends that the SPOC and City Council:

- Determine whether CW receives sufficient funding to process all the cases of minors referred from the ACDA.
- If CW does not have sufficient funding to receive all possible referrals, DVP should consider increasing their funding so that every eligible and suitable minor has the opportunity to participate.
- Support the expansion of RJD to eligible and suitable young adults where the person harmed chooses RJ and the ACDA consents to referral.
- Increase funding to NOAB so they can double the number of minors they can hold accountable directly through referrals from law enforcement.
- Expand the capacity of community-based organizations to hold RJ processes so that by 2026 all minors and young adults accused of low-level felonies and high-level misdemeanors can access RJD if the persons harmed has chosen RJ to traditional prosecution.

Where financial cost is a concern, City Council is advised that it costs \$150,000 to keep a young person in juvenile detention for a year and \$23,000 to put them on probation. In contrast, RJ diversion costs \$4,500 per youth.¹⁰ Not only does RJD use significantly less taxpayer resources overall, it is also effective at making our communities more safe.

2. Build a Holistic Reentry Hub in Oakland (68)

In 2021, the RPTSF identified a need for a reentry hub in Oakland — a central location where formerly incarcerated people can receive not just access to general services but individualized case management and support.¹¹ Three years later, this need still remains unfilled though there are more organizations involved in reentry and doing good work on shoestring budgets.

The SSOC advises City Council and the SPOC to:

- Commission a study of the reentry landscape in Oakland, focusing on what it would take to decrease the recidivism rate for adults returning to Oakland after a jail or prison term. The study should also identify which organizations are offering reentry support in an effective manner, what the existing gaps in support are, and how those gaps could be filled. Areas covered should span all the areas of need that individuals returning to society after a period of incarceration have: housing, employment, mental health, substance use, physical health, anger management and criminal thinking, family and relationship reconciliation, social services navigation, use of technology, etc.
- Determine if there is a location that currently serves as a “one stop shop”, if that model for service provision is effective and should therefore be expanded and turned into a holistic reentry hub.

¹⁰ Sujatha Baliga, Sia Henry, George Valentine, “Restorative Community Conferencing: A Study of Community Works West’s Restorative Justice Youth Diversion Program in Alameda County”, available at https://impactjustice.org/wp-content/uploads/CWW_RJreport.pdf.

¹¹ Recommendation 68, “Provide More Comprehensive Reentry Support,” available at <https://drive.google.com/file/d/1vJR-cRgYMxlAgXMT-jSjrxkAUAXnY6sV/view>.

- Connect reentry NGOs and county agencies to each other and to the reentry hub so that they form a comprehensive reentry web of support so dense that no one falls between the cracks.

The SSOC recommends that the following organizations be consulted in the development of a reentry hub and web of support in Oakland: Oakland’s Center for Reentry Excellence (CORE), Roots Community Health Clinic, Building Opportunities for Self-Sufficiency (BOSS), Center for Economic Opportunities (CEO), Community Works, among others.

The financial, not to mention physical and emotional, costs of crime in Oakland are so high that any funds spend on reentry pale in comparison. Given that over 25% of people who are released into Alameda County from prison are reconvicted within 3 years, working to improve reentry and decrease the likelihood that someone would reoffend is not just the best crime prevention strategy, it is also the most fiscally responsible approach to crime in Oakland.¹²

3. Start Growing a Restorative Justice Transformative Justice Ecosystem so that Oakland Can Become a Restorative City

Another key recommendation adopted by the RPSTF and City Council in 2021 was the development of Oakland as a restorative city.¹³ Since this recommendation is more visionary in nature and it will take multiple years to implement, the SSOC includes in this memo a longer description of the recommendation. We do not wish the critical work that dozens of restorative justice leaders did in 2021 to get lost. We urge City Council and the SPOC to study this recommendation, discuss it with the original authors of the recommendation, and include it in their Violence Reduction Plan.

We call on the City of Oakland to support the development of a Restorative & Transformative Justice web of support made up of restorative justice centers, community organizations, service providers, school restorative justice hubs and community healing spaces.

(a) Why Restorative Justice Transformative Justice (RJTJ)?

Restorative Justice (RJ) practices have been proven to build community, address conflict, prevent violence, repair harm¹⁴ and improve public safety.¹⁵ Rooted in indigenous traditions that

¹² CDCR Recidivism Report: 2018-2019, available at <https://www.cdcr.ca.gov/research/wp-content/uploads/sites/174/2024/02/Statewide-Recidivism-Report-for-Individuals-Released-in-Fiscal-Year-2018-19.pdf>.

¹³ Recommendation 67, “Start Growing a Restorative and Transformative Justice Web of Support”, available at <https://drive.google.com/file/d/1UgcaLU1uhhmfnDGCFahD4Q3xAch8Wtuv/view>.

¹⁴ Victims who experience RJ report decreased fear of the offender (especially for violence victims); decreased perceived likelihood of revictimization; increased sense of security; decreased anger towards the offender; increased sympathy for the offender and the offender’s supporters; increased feelings of trust in others; increased feelings of self-confidence; decreased anxiety. See Sherman, L. and Heather Strang, Restorative Justice: The Evidence, 2007.

¹⁵ Victims who experience RJ report decreased fear of the offender (especially for violence victims); decreased perceived likelihood of revictimization; increased sense of security; decreased anger

recognize the interconnectedness of all living beings and the planet, RJ encompasses many practices and can be used in a variety of contexts. In OUSD schools, RJ practices have helped cut suspensions by half since 2011.¹⁶ As a diversion program, Restorative Community Conferences have been shown to reduce recidivism among youth by 50% and to lead to 90% victim/survivor satisfaction rates.¹⁷ Rather than simply punishing people, RJ helps those who have caused harm understand why they did what they did, address the underlying trauma (or meet the unmet needs), and make amends to the people they have harmed, thus helping all people impacted by the harm heal as much as possible.

Transformative Justice (TJ) is a system-focused framework for responding to harm, violence, and abuse. Like restorative justice, it is based on building relationships, cultivating community and bringing together those impacted by harm to address their needs and repair harm without relying on punitive state systems that produce more harm. In practice both RJ and TJ are community-based accountability mechanisms that look quite similar. Where they differ is that TJ has a focus on addressing the systems of oppression that are often at the root cause of why specific incidents of harm occur. For instance, where a RJ process may bring together a student who was bullied and a student who acted as the bully for the latter to make amends to the former, a TJ process will also address how white supremacist and homophobic narratives among teachers and school officials may be contributing to a culture of bullying inside the school and causing students to act out on each other.

We choose to use the framework of RJTJ because there is a lot of overlap in the two sets of practices and because we want RJ to be done with a racial equity lens and a TJ systems analysis. We recognize that we cannot address the root causes of interpersonal violence without addressing systemic violence. And we call for the transformation of systems, not just mending of relationships.

(b) What is a RJTJ Ecosystem?

Right now we have a local government infrastructure that partners with private companies to further a punitive form of justice and public safety.¹⁸ What if we could develop a community-led

towards the offender; increased sympathy for the offender and the offender's supporters; increased feelings of trust in others; increased feelings of self-confidence; decreased anxiety. See Sherman, L. and Heather Strang, *Restorative Justice: The Evidence*, 2007.

¹⁶ Restorative Justice Results, OUSD, available at <https://catalog.results4america.org/case-studies/rj-in-schools-oakland>.

¹⁷ See CWW's infographic available at <http://communityworkswest.org/wp-content/uploads/2016/02/How-Does-RCC-Work-infographic-lowres.jpg>. See also sujatha baliga, Sia Henry, Georgia Valentine, "Restorative Community Conferencing: A Study of Community Works West's Restorative Justice Youth Diversion Program in Alameda County," *Impact Justice*, Summer 2017, available at http://impactjustice.org/wp-content/uploads/2017/07/CWW-Report_Final_6.14.17_electronic.pdf.

¹⁸ As Tessa Finlev and Deanna VanBuren explained in a 2014 concept piece, "just as the principles of the current punitive model manifest themselves in the policies, planning, and architectural typologies of our cities [from jails to police stations and homeless encampments], the philosophies of a restorative model will form the basis of a new infrastructure in service of peace." Tessa Finlev, Deanna Van Buren, "The Restorative Justice City: From Punitive to Restorative Justice," *FOURM*

“restorative justice infrastructure” that furthers a healing form of justice and public safety? And what if that infrastructure could be an actual ecosystem that includes physical buildings and structures, such as sites of service provider agencies, but it also includes the invisible web of relationships that tie our community together?

Imagine that each restorative justice organization or local service provider agency is a tree. Each of them is currently doing good work in our city but their reach is limited. Imagine we could link those organizations together in a wide restorative justice transformative justice ecosystem/web (la red de justicia), which like a tree root system allows for collaboration and sharing of resources. Our goal is to weave a dense web of support so that none of our community members are left behind or left to fall between the cracks, cast out into our jails and prisons. Everyone’s needs matter and everyone should have access to services for real accountability, support and healing.

We ask the City to help us grow this ecosystem by first fully funding the Department of Violence Prevention. Since the DVP is partnering with dozens of CBOs, they are best positioned to turn the existing ecosystem of violence prevention they have into a broader and more holistic restorative and transformative justice ecosystem.



Next, we ask the City to fund the design of an online platform and app that shows existing organizations, the services they provide, and how an individual seeking help can navigate between them. This will allow us to visualize and better utilize the network that already exists.

Then we ask the City to use city property or purchase buildings to house Restorative Justice Transformative Justice Centers (“RJTJ Centers”), which can provide on-site RJ support, training and education, job opportunities, as well as connections to other services community members may need. RJTJ Centers can foster connection in and across communities, tend to conflict before it escalates into violence, and address harm after conflict has arisen.

Restore Oakland is the first such RJTJ Center already in operation. Located on International and 34th in the Fruitvale, Restore Oakland serves as a neighborhood space that pairs RJ with economic opportunity. It provides community members with job training, small business incubation, tenants rights clinic, RJTJ education and conflict-resolution. It is the first Restorative

Design Studio, Institute for the Future (2014) at 3.

Justice and Restorative Economics Center in the United States and it can serve as a model for other RJTJ Centers in Oakland.

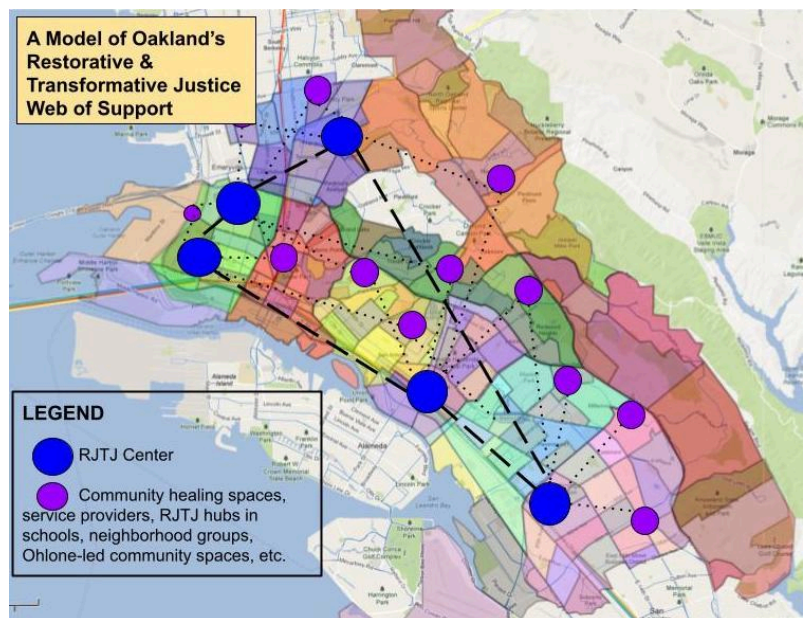
The Career Technical Education Hub (“CTE Hub”), which was in a planning stage when this recommendation was developed, could become another RJTJ Center. The CTE Hub is a one-stop shop on 2nd Avenue where students who have dropped out of high school or are justice involved can receive wrap-around services that include career technical education, job training, mental health support, and access to affordable housing.

RJTJ Centers will also be safe places where youth, elders and community members can gather and hang out. Community outreach workers and violence interrupters can be based out of the RJTJ Centers or simply link with the RJTJ Centers to coordinate support for our communities. RJTJ Centers can also host a crisis hotline that anyone in our city can call to receive support in a time of crisis.

Rather than acting as separate nonprofits, the RJTJ Centers should act as resources for the community, supporting community members in learning restorative justice practices and developing their own culturally-relevant variations of these practices. Youth and community leaders should feel empowered to run their own circles and conferences at the locus of greatest need.¹⁹ In this way, restorative and transformative justice practices will live in the community, not solely in organizations and institutions.

We further ask the City to fund and expand access to community healing spaces which, along with existing community organizations, neighborhood groups, school groups and service providers, indigenous-led spaces, will join the network of RJTJ Centers to form a citywide restorative/healing ecosystem.

We envision community healing spaces that use various modalities (therapy, art, massage, dance, meditation, movement, music, capoeira) to support people in healing from past and ongoing harm. These healing spaces can include currently existing rec centers, school and college grounds, neighborhood-based trauma centers, drug and alcohol treatment spaces, peer support networks, and art



¹⁹ As a participant in our restorative justice visioning space said, “I don’t have a relationship with my gentrifying neighbors. Maybe we could benefit from block-specific harm and healing circles.”

movement spaces like Eastside Arts Alliance. The City is advised to first invest in networks of community healing that marginalized communities have already developed, such as Homegirl Visionz and the Poor Magazine peer support models.

Critically, the vision for this RJTJ web of support should be developed by consultation with and deference to the Chochenyo Ohlone peoples on whose traditional territories our city sits. Specifically, the city should meet the demands of Ohlone leaders for land rematriation, including land for prayer, community garden and traditional healing practices. Deep healing is possible when all of us who are settlers follow indigenous leadership and learn how to live in right relationship with the Earth and each other. Ohlone-led spaces need to be part of the emergent RJTJ web of support.

The diagram above is a sample visual representation of a restorative justice ecosystem where each RJTJ Center is connected to each community healing, RJ school hub and service provider space (note that the placement of circles is not intentional). Over time this ecosystem could allow Oakland to become a restorative and transformative justice city, a city that strives to meet the needs of all of its residents. Or stated differently, Oakland could become a healing city, a city that supports everyone's healing from interpersonal and systemic harm.

III. Conclusion

The SSOC developed this memo in order to highlight a few lessons learned and best practices gathered through the last 10 years of the life of the Commission. This memo does not include a record of all tasks completed by the SSOC as those can be gleaned from annual reports and presentations the SSOC has given to City Council, all of which are included on the Commission's website. As Commissioners, we recognize that some of the recommendations included here may seem difficult to accomplish given the city's budget limitations. Still, we felt we must include each one of them because they are all necessary for the fulfillment of the ultimate goals of Measure Z, which our roles are in service to. We hope that this memo will support City Councilmembers, staff and members of oversight bodies in investing in the long-term changes that are necessary to address the root causes of violence and poverty in our city. Oakland deserves a long-term plan that helps us move forward, not go back.