

SAFETY AND SERVICES OVERSIGHT COMMISSION MEETING

Created by the Public Safety and Services Violence Prevention Act of 2014

Monday, August 24, 2015

6:30-9:00 p.m.

Hearing Room 1 – City Hall

1 Frank H. Ogawa Plaza, Oakland, California 94612

Oversight Commission Members: Chairperson Rev. Curtis Flemming, Sr. (D-3), Vice-Chairperson Jennifer Madden (D-4), Jody Nunez (D-1), Tony Marks-Block (D-2), Rebecca Alvarado (D-5), Melanie Shelby (D-6), Kevin McPherson (D-7), Letitia Henderson (At-Large), and Gary Malachi Scott (Mayoral).

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

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

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

ITEM	TIME	TYPE	ATTACHMENTS
1. Call to Order	6:30pm	AD	
2. Roll Call	2 Minutes	AD	
3. Agenda Approval	3 Minutes	AD	
4. Minutes Approval: July 27 SSOC Meeting	5 Minutes	A	Attachment 1
5. Coordinator's Announcements	5 Minutes	I	
6. Open Forum	10 Minutes	I	
7. Update on HSD Request for Proposals (RFP) for Violence Prevention Services	10 Minutes	I	
8. OPD Officer Time Tracking Presentation of Information from the Measure Y Most Recent Quarterly Reports	15 Minutes	I	Attachments 2 & 3
9. RDA Report – Measure Y and Z Transition	30 Minutes	I	Attachment 4
10. Follow Up Discussion from July 27 th Meeting: Safe Passages Letter re: Early Childhood Services	10 Minutes	I	Attachments 5, 6, & 7
11. Follow Up Discussion from July 27 th Meeting: Changes to OFD Spending Plan	10 Minutes	A	Attachment 8
12. Evaluation Services RFP Follow Up Discussion	30 Minutes	A	Attachment 9
13. Retreat Update	10 Minutes	I	
14. Agenda Building	5 Minutes	AD	
15. Adjournment			

A = Action Item

I = Informational Item

AD = Administrative Item

PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION MEETING MINUTES
Monday, July 27, 2015
Hearing Room 1

ITEM #1: CALL TO ORDER

The meeting was called to order at by Chairperson Flemming at 6:30pm

ITEM #2 ROLLCALL

Present: Chairperson Rev. Curtis Flemming
Vice Chairman Jennifer Madden
Commissioner Rebecca Alvarado
Commissioner Letitia Henderson
Commissioner Kevin McPherson
Commissioner Jody Nunez

Excused: Commissioner Tony Marks-Block
Commissioner Gary Malachi Scott
Commissioner Melanie Shelby

ITEM #3: AGENDA APPROVAL

Approved by consent.

ITEM #4: APPROVAL OF MINUTES

Commissioner Alvarado asked if she can be marked as excused instead of absent. All agreed.

Commissioner Nunez moved the minutes as amended. Motion was seconded by Commissioner Alvarado. All in favor. Motion passed.

ITEM #5: COORDINATOR'S ANNOUNCEMENTS – Chantal Cotton Gaines

Ms. Cotton Gaines provided information about the most recent meetings with the City Council Public Safety Committee (PSC) on items relevant to the SSOC.

June 23, 2015: The Human Services Dept. presented their spending plan to the Public Safety Committee. Ms. Cotton Gaines presented the SSOC comments to the PSC after that presentation. The PSC held the spending plan in committee until their next meeting on July 14th. They asked the HSD staff to come back with information about how these strategies for Measure Z are different from Measure Y. They also asked the SSOC to review the letter from Safe Passages and partners.

July 14, 2015: The PSC heard the rest of the spending plans. Staff encouraged them to hold over on a vote on the spending plans until the fall to give them more time to process the plans. The PSC voted only on one part of the OPD spending plan for technical support. Vice Chairman Madden gave a summary of her presentation at the PSC meeting.

Ms. Madden gave an update about her presentation at PSC:

- She gave commentary to PSC based on the SSOC letter
- She mentioned that the SSOC will discuss the OFD spending plan again at today's meeting
- She also mentioned that she received a little push back from the PSC related to the SSOC's desire to see some efforts from Ceasefire in North and West Oakland instead of concentrated just in East Oakland.

July 21, 2015: Council voted on the HSD spending plan, encouraging the staff to develop and issue the RFP for services. The Council also approved the technical services line item from the OPD spending plan.

ITEM #6: OPEN FORUM

Two public speakers.

ITEM #7: PRESENTATION OF THE MEASURE Y 2013-2014 ANNUAL AUDIT REPORT

Ms. Cotton Gaines gave an overview, explaining that this report is being brought to the SSOC to provide an example of what the annual 3rd party audits look like as well as to show the most recent audit findings related to the programs funded by Measure Y. Ms. Cotton Gaines introduced **Ms. Paige Alderete, Assistant City Controller** from the City of Oakland Controller's Bureau.

Ms. Alderete presented the following:

1. What is the purpose of the audit?

The City is required to do an audit based on the Measure Y language in Part 2, Section 1. Also, Government Code Section 50075.3 (a) and (b) requires the City to report to a governing oversight body whether the funds are being properly used.

Patel & Associates conducts the audit. They are the subcontractor to the City's Auditing Firm (Macias, Gini, and O'Connell).

2. How is this audit different from any other audit?

The goal is to review the spending and fund usage under the measure.

The City Auditor's office does not do the audit for the ballot initiative because the initiative requires an outside third party. Additionally, they would only focus on efficiency and program effectiveness instead of spending and proper fund usage, which is the requirement of this audit.

3. What was the finding in the FY 2013-2014 Audit?

The finding was that OPD does not have a clear audit trail of the time spent by OPD officers funded by the Measure. In response to this finding, OPD began a reconciliation process in the middle of the fiscal year. Although they began the reconciliation process, they did not focus on the officer overtime usage.

Discussion Summary:

1. Has OPD changed their auditing practices to include overtime, etc.?
 - a. Ms. Alderete: OPD began to do biweekly checks.

2. Will the SSOC receive an updated audit report with these changes?
 - a. Ms. Alderete: The Commission can ask OPD for updates. Otherwise, it is not updated until the annual audit is done again.
3. What is the limit of your authority when you find issues? Is it just reporting?
 - a. Ms. Alderete: The City is decentralized and the departments are accountable to act on the findings. If there are issues that grow beyond that, the Controller's Bureau has some responsibility in what funds are signed off on.

ITEM #8: SAFE PASSAGES LETTER RE: EARLY CHILDHOOD SERVICES

Ms. Cotton Gaines gave framing remarks for this item. She explained the origin of the letter coming to the SSOC after it had been given to the PSC who wanted the SSOC to discuss the letter. She introduced Peter Kim from HSD to talk about the background behind the Safe Passages Letter. She also mentioned that the PSC Chairperson was the audience as well in case the SSOC had more about the PSC intentions related to this letter.

Mr. Kim gave a summary of the letter. He explained that in approving and recommending the HSD spending plan, the PSC also asked for the SSOC to think about other funding available outside of the HSD spending plan to fund some of the services requested in the letter related to the 0-5 year old population in Oakland. Mr. Kim referenced the potential use of some of the reserve funding for this although he mentioned that the 0-5 year old strategies are better addressed in the upcoming Oakland Fund for Children and Youth (OFCY) Request for Proposals (RFP) which is forthcoming.

Discussion Summary:

1. Early childhood mental health is a highly specialized field. It is something that needs to be looked at and considered with the most in depth eye and in scale.
2. The letter doesn't say what the strategies will be and this does seem more appropriately funded by OFCY with more information.

Public Safety Committee Chairperson Desley Brooks spoke: The City should be making decisions based on data and early interventions and Measure Z is not the pool of funding that it should come from. Diluting the Measure Z funding makes it harder to hit the targets aimed for. There are potentially other funding sources for this strategy such as EPSD money at the County and OFCY money with the additional information needed and the development of a real strategy, or potentially the Measure Z reserve funding.

Maria Less, Service Provider: The letter is from a coalition of organizations, not just Safe Passages and we feel that the very young need to be represented under Measure Z as victims of violence. They are the silent voices that are never heard. The allocation under Measure Y was a small amount of total Measure Y funding. The intervention is magnified 100 fold beyond what the numbers will show. She gave statistics of the impacts of violence on the development of young children. Youth impacted by violence at a young age, the children show less ability to be empathic going forward which is a possibility to open them up to being violent in the future.

Erin Scott, Service Provider: This is a fairly limited pot of money from the measure and there is no other pot of money in the City that funds domestic violence services like this. Even the OPD spending plan references this strategy. It is funded by Measure Y and in the 6-month extension. She hopes for continued services.

Discussion Summary:

1. The letter does not address what the funding would be used for or how. Please describe what the Measure Z funding would be used for.
 - a. Maria Less: I noticed that about the letter too. One way to address violence is to address the whole family.
2. How much money would be needed to effectively perform work in the 0-5 year old population?
 - a. Erin Scott: There is a match requirement in Measure Y so it would be the same within Measure Z of 20% so no matter how much money received that would have to be added on. Doubling the money would bring staffing to 8 which helps staff to not burn out.
3. Mr. Kim: Right now, it is up to the SSOC to determine recommendations for how to spend the reserve dollars. The estimate Ms. Scott just laid out is an estimate and there are many services that the SSOC could focus on, and this is just one possibility. HSD has already put a family violence strategy in the RFP and staff encourages proposals to look at partnerships with other experts in the field. The RFP also includes the innovation fund but it is a small funding source at only \$200,000.
4. Looking at the list of homicides in the City, not very many crime issues relate to domestic violence. The Asst. Chief Figueroa also stated that. While this is important work, it is not where the numbers are showing. Maybe OFCY can fund this strategy.
5. The general consensus is that more info would be helpful for the SSOC to make any real decisions. If the coalition could bring more information back to this body, that will be very helpful. Specific information of what you would spend the funding on in terms of strategies. The SSOC sees the importance of the strategy but must also be responsible to meet the needs of the community in their goals for Measure Z.

No vote taken.

ITEM #9: OAKLAND FIRE DEPARTMENT (OFD) SPENDING PLAN REVISED

Darin White, Deputy Chief of Field Ops Bureau
Trinette Gist-Skinner, Fire Division Manager

DC White: After the original OFD spending plan was submitted to the SSOC, with one engine company, the department realized that the spending plan record keeping is really used for backfill overtime, and thus an updated spending plan was needed.

Discussion Summary:

1. Even with the overtime, will it all come out of the \$2 Million or will you fund the backfill?
 - a. Gist-Skinner: OFD currently has about 80 line vacancies and also some more out on disability so all of those costs together total more than the \$2 Million given for OFD.
2. Desley Brooks: The PSC held both the Fire and Police Dept. spending plans in committee until Sept. 15th and wanted the depts. to come back with measureable outcomes.
3. If OFD didn't have this funding to cover the backfills, they would ask the City for \$2 Million.
4. Deliverables: What are the OFD deliverables? Are they limited to homicides?
 - a. White: They are anything related to responding to calls for service.
5. Number of firefighters in total now?
 - a. Gist-Skinner: OFD is screening now for the upcoming academy and just started the last academy. The total number of firefighters is 507 sworn. 432 filled. And an optimal number is the current number.
6. Next steps: Let's get more information and work in conjunction with the PSC that is part of this process and since they won't hear this until September. The deliverables can potentially be something like responses to callouts related to violence year over year. Or it could be qualitative, like the mission of the department or the strategic plan to make it more authentic like the Chief's 18 month goals.

Councilmember Brooks: Maybe less brownouts, maybe better response times, etc. This will be the plan for the life of the spending plan which is 3 years. Look for accomplishments to get done. The nonprofits are different. The Chief has a couple of ideas and I'm sure we can come up with something that we can all live by.

Commissioner Nunez moved to table the OFD spending plan until the next meeting. Seconded by Commissioner McPherson. All approved and motion passed.

ITEM #10: EVALUATION SERVICES RFP INITIAL DISCUSSION

Ms. Cotton Gaines gave an overview of the memorandum in the packet (Attachment 5).

Discussion Summary:

1. Make sure the timelines are long enough to be effective.
2. Research from previous years why more firms did not bid on the contract.
3. Benchmarks: Try to make sure that the evaluator's definitions of key terms like recidivism are inconsistent with state and federal depts. to get consistent data. The RDA report was easy to read, clear and succinct but the terms should be the most commonly understood.
4. Consider pushing the timeline back.
5. Get more concise, critical evaluations done.

Item held until the next meeting.

ITEM #11: RETREAT UPDATE

The SSOC has funding available for the commission to work most effectively and build capacity. Should we do team building or other things for the retreat? We received some recommendations from the Council of who they used for prior retreats.

Commissioner Alvarado: we have so much time passing between months, so I think there needs to be an increase in communication which is easier with communication building.

Commissioner Henderson: we also want to see the agencies and OPD. It will help us calendar the activities that we want to do.

Chair Flemming: let's do a doodle poll for availability and then we will send out the agenda idea.

ITEM #12: AGENDA BUILDING

OFD Follow up
Follow up from 0-5 Group Strategy
Attending Call-ins

ITEM #13: ADJOURNMENT

Moved by Commissioner McPherson; seconded by Commissioner Madden. All approved and motion passed.

Memorandum

TO: Measure Y Oversight Committee

FROM: Donneshia Nell Taylor, Fiscal Manager

SUBJECT: OPD Financial Quarterly Report

DATE: August 4, 2015

On a quarterly basis, the Oakland Police Department compiles Measure Y data and presents the information at the Measure Y Oversight Committee meeting. The information in this memo represents the Measure Y data through the second quarter of fiscal year (FY) 2014-15 (July – December 2014).

As of December 31, 2014, total FY 2014-15 Oakland Police Department expenditures in Measure Y were \$6,923,808.

Patrol: The program expenditures represent the Department's labor and operating and maintenance expenditures associated with the problem solving officers and crime reduction team members assigned to Measure Y positions. These charges total \$6,708,765 in labor, of which \$438,168 was for overtime. A total of \$215,043 was spent on training and equipment, such as charges for cell phones, minor tools, computers, and community policing training.

FY 2014-15 operations and maintenance expenditures through December 31, 2014:

Line Item Description	Amount
Equipment and Office Supplies	\$41,517
Service Expenditures	\$9,863
Contract Service Expenditures	\$2,500
Travel and Education Expenditures	\$59,915
Internal Service / Work Order Expenditures	\$101,239
Other Expenditures and Prior Budget Accounts	\$8
Total	\$215,043

Overtime: Overtime spending is typically associated with community meetings, holiday overtime, court time, and extension of shift due to projects that cannot be completed during normal operating hours.

ATTACHMENT 3

Measure Y Officers
Jan - Mar 2015

PSO	BEAT #	JAN	TOTAL HRS IN JAN	FEB	TOTAL HRS IN FEB	MAR	TOTAL HRS IN MAR	TOTAL PSO HRS IN QTR	TOTAL HRS IN QTR	%
Negrete, Francisco	1	30	231	0	0	(10)	95	20	326	6%
Bowie, Aaron J.	3	200	226	170	170	160	160	530	556	95%
Bicker, Andrew K.	4	60	109	0	0	0	0	60	109	55%
Jochim, Joseph G	5	120	124	160	162	150	140	430	426	101%
Perea, Keith Thomas	6	179	199	160	167	170	170	509	536	95%
Walker III, Nathaniel	7	180	182	170	177	232	232	582	591	99%
Muniz, Jonathan A	8	90	233	109	194	218	209	417	636	66%
Lane, Donald J	10	174	187	170	172	140	152	484	510	95%
Castro, Harold	11	200	241	160	241	180	243	540	725	75%
Trode, Jason	13	10	206	0	0	22	185	32	391	8%
Warford, Joel M	14	190	219	210	181	130	191	530	590	90%
Turner, Jason M	15	232	255	178	194	234	234	643	683	94%
Madlansacay Jr., Menandro N.	16	190	215	171	177	144	144	505	535	94%
Keden, Christopher W.	17	150	158	172	182	170	170	492	510	96%
San Andres, Richardson H.	18	180	180	0	0	0	0	180	180	100%
Garcia, Wenceslao	19	193	228	184	222	198	211	575	661	87%
Yslava, Kito A	20	190	216	164	177	170	175	524	568	92%
Pereda, Jorge Luis	23	180	377	215	265	170	240	565	881	64%
Baddie, Melissa D	24	20	398	0	0	0	0	20	398	5%
DelMoral, Rio	26	0	0	0	0	100	250	100	250	40%
Pullen, David A	27	100	306	140	316	140	192	380	813	47%
De La Vega, Timothy	28	160	386	130	273	180	253	470	912	52%
Hernandez, Brian L	30	80	106	0	0	0	0	80	106	76%
Elias, Pedro	33	171	239	170	218	0	0	341	457	75%
Thaw, Eric R	34	238	261	140	191	55	178	433	629	69%
Febel, William D	35	272	369	140	256	170	234	582	858	68%
Baker, Laura L.	24	0	0	40	116	174	222	214	338	63%
Belligan, Jason	32	454	239	217	225	461	231	1,131	694	163%
Belote, James C	22	210	247	180	187	264	159	653	593	110%
Breden, John P	25	200	359	172	215	340	366	712	940	76%
Bui, Ken Ngoc Khanh	14	0	0	0	0	60	134	60	134	45%
Gallinatti, Robert Richard	1	192	208	170	170	175	175	537	553	97%
Hubbard, Bryan A.		0	0	0	0	46	290	46	290	16%
Hutzol, Anthony P.	12	0	0	0	0	65	111	65	111	59%
Keating, John	2	309	145	20	177	210	170	539	492	109%
Moore, Ronald	30	83	104	195	236	187	227	465	567	82%
Quezada, Thomas	4	142	142	130	146	170	173	442	461	96%
Quezada-Garcia, Daniel Alejandro	33	0	0	0	0	177	184	177	184	96%
Razmilovic, Kristian	29	172	197	150	223	0	0	322	421	77%
Soriano, Darrell J	15	180	198	179	185	172	172	531	555	96%
Tacchini, Michael A	31	142	142	0	241	238	240	380	623	61%
Tikkanen, Kristina B.	28	0	0	0	0	10	10	10	10	100%
Grand Total		5,871	7,828	4,563	6,050	5,871	6,919	16,304	20,797	78%

Measure Y to Measure Z Transition: Summary of Key Changes and Prior Evaluation Recommendations August 2015

Prepared by:

Bright Research Group & Resource Development Associates



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Executive Summary

This report provides an overview to the legislative changes to the police services funded under Oakland's Violence Prevention Initiative, as Measure Y sunsets and Measure Z takes effect. It also includes a description of the services funded under Measure Y, key findings and recommendations from evaluations of Measure Y funded services over the past six years (2008-2014), and a summary of the key legislative differences between Measure Y and Measure Z.

Report Highlights

The evaluation examined differences between the Measure Y and Measure Z legislation. Key differences in the legislation are highlighted in the graphic below. The Department's deployment plans are discussed in the body of the report.

Measure Y	Measure Z
<ul style="list-style-type: none"> • A voter-approved initiative that supported Community Policing Neighborhood Services investments in Problem Solving Officers (PSOs) and Crime Reduction Teams (CRTs) from 2004-2014. • Each community-policing beat was guaranteed a PSO dedicated to partnering with residents to solve neighborhood problems. • Over the course of Measure Y, the Department made progress in developing a data collection infrastructure, fully staffing the program and developing a PSO policy. The evaluation raised ongoing concerns about the efficiency of the deployment structure, the quality of PSO projects, and the need for strengthening community/police relationships. • The Department did not develop and does not have a metrics for assessing CRT effectiveness or processes for collecting information on CRT activities and outcomes. 	<ul style="list-style-type: none"> • Does not mention or explicitly mandate "community policing," emphasizing strategies to reduce shootings, homicides and robberies. • Replaces Problem Solving Officers with Community Resource Officers (CROs). • Provides the Oakland Police Department (OPD) with greater flexibility around how it uses its funds for staffing, as well as around deployment of officers, and required policing activities. • Adds funding for Ceasefire Project Management and Data Analysis functions. • OPD plans to bill more CRTs and fewer CROs to Measure Z than it did under Measure Y. However, for the time being, there are no planned changes to the number of CRTs or CROs that the Department maintains overall. • While Measure Z no longer mandates community policing, the Department may continue to utilize CROs and CRTs to fulfill community policing objectives.

While many of the activities supported under Measure Y remain fundable under Measure Z, including PSO/CROs, a key question going forward is the extent to which a community-policing framework is appropriate for the evaluation given the legislation's shift towards a violence suppression and intervention approach. Other city resolutions continue to mandate community policing as a core Departmental strategy and conversations with OPD indicate that community policing remains a core strategy for improving public safety in Oakland. Further OPD envisions Ceasefire as a continuation of problem-solving, focused on solving the problem of shootings and homicides through multi-agency collaboration and community partnerships. At this time, OPD indicates that it intends to maintain the PSO/CRO deployment structure it had under Measure Y, though fewer PSO/CROs will be billed to Measure Z. However it must be noted that, unlike Measure Y, Measure Z does not explicitly mandate an investment in community policing activities. Given the legislation's shift in emphasis, the evaluation will place greater focus on CRT activities and Ceasefire.

Introduction and Methodology

In 2014 Oakland voters approved Measure Z, which continued many of the services funded under Measure Y, the City's Violence Prevention initiative, a ten-year investment approved in 2004. Since 2008, Resource Development Associates (RDA) and Bright Research Group (BRG) have conducted the evaluation of Community Policing Neighborhood Services funded under Measure Y. As the City enters a new phase of programming under Measure Z, it is useful to examine what is changing under Measure Z and to take stock of how the City's Measure Y funded investments in community policing have evolved over the years.

The purpose of this report is to inform the City of Oakland stakeholders as the initiative transitions from Measure Y to Measure Z. This document provides:

- A summary of Community Policing Neighborhood Services programming supported under Measure Y;
- A summary of evaluation findings and recommendations between 2008 and 2014; and
- A review of Measure Z legislation and an analysis of how it differs from Measure Y.

The information presented in this memo is drawn from a variety of sources, including review and analysis of Measure Y and Measure Z legislation; a review of past evaluation reports and recommendations; interviews with Oakland Police Department (OPD) officers, including the Assistant Chief; and observations at the City's 2015 Public Safety Summit.

Background

The Measure Y Investment in Community Policing Neighborhood Services Programming

Key Components of Community Policing

As noted in previous evaluation reports¹, community policing is not a program; it is not a set of activities; it is not a personnel designation. Rather, community policing is a law enforcement *philosophy*, a way of thinking about improving public safety. While there is a lack of standardization regarding specific terminology and strategies of community policing across cities, community policing efforts can generally be grouped into three broad categories: organizational transformation, community partnership, and problem solving.

Organizational Transformation: A best practice in community policing is transforming the structure of a police department to support the goals and practices of community policing. Organizational

¹ A separate report on best practices in community policing was developed as part of the evaluation. See, "What Works in Community Policing: A Best Practices Context for Measure Y Efforts." Resource Development Associates, 2013.

transformation involves department-wide changes around policies, organizational structure, personnel practices and information technology systems to support the goals and principles of community policing. This also includes organizing a department around geographic-based assignments and greater decentralization.

Problem Solving: A central practice within community policing is the shift away from reactive, call-driven policing, towards more proactive police work that focuses on solving problems in partnership with residents and other stakeholders. Problem solving can contribute toward improved neighborhood safety by focusing on identifying and addressing root causes as opposed to symptoms. Evidence-based approaches to problem solving include the SARA process, which involves Scanning, Analysis, Response, and Assessment of identified neighborhood problems, and requires partnerships among residents and other departments and organizations.

Community Partnership: A primary goal of community policing is to enhance relationships between police and community members. This is achieved in part through more intentional and meaningful collaboration with residents and other stakeholders to identify and solve problems that are impacting their communities.

Community Policing under Measure Y

Since 2004, Measure Y Community Policing Neighborhood Services funding to OPD has contributed towards the personnel costs for problem solving officers (PSO) and crime reduction team (CRT) officers, as well as related training and equipment costs. Under Measure Y, each community-policing beat was guaranteed a PSO dedicated to partnering with residents to solve neighborhood problems. It is important to note that, while this has furthered the practice of community policing in Oakland compared to what it was before Measure Y, designating certain officers as community policing officer also created new complications by shifting attention away from a comprehensive community policing effort in which all officers are trained in and held accountable to upholding the practices and philosophy of community policing. (See Resources at the end of this report for links to more information about best practices in community policing.)

The Role of the PSO in Implementing Community Policing: Under Measure Y, each PSO was assigned to a neighborhood beat where he/she worked collaboratively with Neighborhood Crime Prevention Councils (NCPCs) to address community-identified problems. PSOs had myriad roles and responsibilities, including law enforcement, community organizing, public relations, problem solving, crime analysis and investigation, and collaboration with city agencies and staff. PSOs were responsible for becoming familiar with their beats, including getting to know neighborhood and community-based groups and organizations and understanding crime trends and sources of criminal activity on their beats. They were charged with mobilizing and educating residents about their role in making their communities more livable, as well as garnering city and community resources to solve problems. They were also intended to act as a bridge between OPD and Oakland residents in their beat; interactions with residents can strengthen or weaken that bridge, the public's trust in the Department, and ultimately how safe residents feel in their neighborhood.

The SARA Problem Solving Process: Under Measure Y, OPD used the SARA process as its framework for problem solving. SARA is a multi-step process that PSOs used to address issues and concerns in their beats. The SARA process emphasizes an analysis of the nature of the problem and consideration of multiple solutions before a response is implemented. An evidence-based practice used in many communities across the country, the SARA-based approach to problem solving helps officers move away from reactive policing by promoting a critical analysis of the nature, source, and potential resolution of a problem. Each step is described here:

- **Scanning:** The purpose of scanning is to identify the nature of the problem; it includes scanning the physical location, as well as talking with residents, gathering information, and reviewing data to understand the source of the problem.
- **Analysis:** The purpose of analysis is to identify the range of responses that may address the source of the problem; it involves analyzing multiple sources of information, including resident information, intelligence, crime trends, and other incident data to inform the development of potential responses. It includes the articulation of project goals and measures.
- **Response:** Response is the development and implementation of a response plan, with timelines and stakeholder roles articulated.
- **Assessment:** Assessment is an analysis of whether the response was implemented as planned and whether project goals have been achieved. If goals have not been achieved, additional analysis of the sources and potential responses are conducted and response plan updated; alternatively, the project goals may be modified. Assessment is also critical to determining whether continued law enforcement resources should be dedicated to the selected project.

Figure 1. The SARA Problem Solving Process



The SARA process may be implemented multiple times before a problem is closed. For example, an initial scan and analysis of a blighted property may lead to the property being boarded up; however, if an assessment indicates that people are still loitering in front of the property, it may lead the PSO to complete the SARA process a second time to develop and implement an additional response given the shifting nature of the problem. Further, an officer may implement a response for several months and continue to monitor the resolution of the problem before closing it.

The Role of Neighborhood Crime Prevention Councils: Under Measure Y, Neighborhood Crime Prevention Councils (NCPs) were the primary forum for PSOs to collaborate with residents to identify and collaboratively solve problems in the beat. PSOs were expected to open projects on selected NCP

priorities, educate NCPs members about the crime trends and sources of criminal behavior in their neighborhoods, regularly attend NCP meetings in their assigned beats, and update residents on their progress in solving problems.

Linkages/Collaboration with Other City Services: Effective community policing connects communities with needed city resources (e.g., Public Works, Planning, etc.) and also results in stronger partnerships between residents and local government leadership (e.g. City Council representatives), neighborhood schools, small businesses, churches, and other agencies working toward common goals. Linkages with other city services were made at NCP meetings through the Neighborhood Services Department staff and programs (in particular the Neighborhood Services Coordinators), through the Service Delivery Systems, and through the offices of City Council members. Working closely with Neighborhood Services Coordinators, PSOs devised solutions and brought together resources to confront neighborhood problems. PSOs also coordinated their efforts with the City Attorney, the Alameda County District Attorney's office, and other law enforcement agencies.

The Role of Crime Reduction Teams: The primary responsibility of CRTs was and continues to be to suppress and re-direct violence through proactive police work that results in the identification and arrest of individuals suspected of perpetrating serious crime. Measure Y and general funds have been used to support CRT activities. CRTs are deployed to assist PSOs in the implementation of enforcement based responses to problems, including identifying perpetrators of serious criminal activity and gathering the information needed to successfully prosecute them. CRTs may conduct surveillance, gather intelligence through undercover operations, write warrants, and identify suspects. Because they work in teams of six or more officers, CRTs are able to carry out law enforcement operations that a PSO cannot conduct by him or herself. CRTs gather intelligence that can lead to the identification, arrest, and conviction of robbery or burglary suspects, perpetrators of shootings or homicides, and individuals responsible for the sale of narcotics in specific locations within a neighborhood. CRTs also have a high level of flexibility in terms of their deployment and command may use the teams to conduct enforcement in areas experiencing particularly high spikes in violent crime or to assist PSOs with providing a law enforcement response to help solve an open problem.

Measure Y Over Time: Key Evaluation Findings and Recommendations, 2008-2014

Measure Y mandated an external evaluation of funded services. Since 2008, RDA and BRG have collaborated to conduct this evaluation, focusing on the deployment of Measure Y resources and the quality of implementation in the three major areas of best practice in community policing: Organizational Transformation, Problem Solving, and Community Partnerships. This section summarizes key findings and recommendations during two key phases of the evaluation: 2008-2011 and 2012-2014.

Summary of Evaluation Findings and Recommendations, 2008-2011

Measure Y Community Policing Implementation, 2008-2011

When the current evaluation team began evaluating Measure Y in 2008, OPD was still in the process of launching its community policing initiative. At that point in time, OPD's efforts were focused on implementing the problem-solving officer component of the initiative, with 57 PSOs and 6 Sergeants billed to Measure Y. By contrast, very few department resources were dedicated to Family Services, Special Victims, or CRTs.

Given OPD's focus on problems solving via the PSO investment as the crux of their community policing efforts, the 2008-2011 evaluation focused on assessing the implementation of problem solving activities, including the extent to which problem solving was occurring with consistency across the Department and the extent to which the organizational systems and practices were in place to support the integration of a community policing approach in the Department. This included examining data collection systems and practices, PSO activities, partnerships with NCPCs, resident perceptions of problem solving efforts, deployment, and management and accountability structures.

Initially, the evaluation found that the PSO program did not have a cohesive set of processes or activities for PSOs to implement, leading to a range of activities and approaches to fulfilling the mandate laid out in Measure Y. In addition, there was no data collection system in place to track PSO activities, there was high turnover among PSOs, and the Department did not yet have procedures in place to transfer projects to new PSOs. Many residents, while supportive of community policing in theory, did not know or have a relationship with their PSOs and observed that program vacancies meant that there was not always a PSO assigned to their beats. Personnel and financial records were similarly unorganized and difficult to decipher.

Over the course of the next few years, OPD made progress toward defining and tracking the PSO program. In 2009, the Department implemented SARAnet, a best practice-aligned data system that helps officers track their progress toward addressing community problems while assuring their implementation of the SARA process described above. By the end of 2011, PSOs were regularly tracking problem-solving activities using the SARA database. In partnership with the evaluators, OPD had developed accountability metrics for problem solving activities, although these were not yet fully implemented.

Over this time, OPD also began to shift its Measure Y resources away from the initial PSO-centered deployment towards greater funding to CRTs. In 2010 there was a six-month interruption in programming due to the inability of the City to collect the parcel tax. When it re-launched, the PSO program had decreased from 57 to 35 officers and the CRT program had grown from 12 to 22 officers.

Evaluation Recommendations, 2008-2011

Many evaluation recommendations during this time centered on encouraging OPD to more explicitly define the goals and objectives of the PSO program and of individual problem solving officers, to develop indicators of success, and to develop mechanisms for tracking PSO activities and progress.

Recommendations focused on fully staffing the program, developing policies, procedures and practices that would support greater program accountability around PSO efforts, and improving the regularity of Department trainings to support PSOs. The evaluation noted concerns about the quality of selected projects, more intentional partnering with residents throughout the SARA process, strengthening supervision, and expanding channels for reaching residents. The evaluation recommended that OPD examine best practices in other communities to more clearly articulate the mission, goals, and strategies of the community policing initiative; develop and monitor metrics for measuring CRT impact; and establish and monitor expectations regarding the management and supervisory role of Sergeants and Lieutenants. Progress in addressing these recommendations was mixed.

Summary of Evaluation Findings and Recommendations: 2012-2014

Measure Y Community Policing Implementation, 2012-2014

By 2012, Measure Y-supported policing programs had moved out of a start-up phase and solidly into an implementation phase. The initial problems related to staff turnover, extended leaves, and unfilled positions had decreased, and there was a greater degree of standardization within the PSO program, supported by data systems and clearer policies. In this context, the evaluation began to focus on evaluating the quality of problem solving activities, assessing community partnership, and documenting CRT investments.

Our evaluation of problem solving activities found mixed results for the PSO program. On the one hand, OPD and the PSO program made progress on issues like vacancies, data collection, and staff turnover, as well as working with NCPC and neighborhood residents to identify and address the issues of greatest importance to them. At the same time, the PSO program continued to experience challenges, some of which were related to external factors beyond OPD's control, while others were related to limited training for PSOs or management oversight, including few standard internal processes to review data on PSO activities to ensure quality and accountability. While the evaluation did find a number of examples of effective, SARA-aligned community policing that built partnerships with community members and other City departments to solve problems identified by the community, we also found that some projects were left open for several years or remained in a sustained enforcement mode. Officers were frequently trying to solve problems by themselves without engaging the community or other city agencies. Audits, ridealongs, and interviews with PSOs revealed that the projects that PSOs undertook in some beats did not merit the full-time services of an Oakland Police Officer, while some beats did not have projects that were being actively worked on.

CRT deployment comprised a larger proportion of Measure Y-funded activities during this time period compared to the early years of the initiative, with 22 CRTs deployed on a regular basis (in contrast to 12 prior to 2011). Although the number of CRTs billed to Measure Y increased at the beginning of this time period, the Department did not have standard processes for collecting data on CRT activities or metrics for assessing the implementation and effectiveness of the CRT program, limiting the evaluation team's efforts to evaluate CRT activities and their impact. Other data collection activities, such as a CRT survey and interviews with CRT officers, however, revealed important patterns in the operations of both CRT and

PSO programs. In terms of CRT activities, interviews with CRTs suggested that many focused on narcotics arrests, rather than on violent crime. Looking at Measure Y-funded officers more generally, the evaluation found that the Department needed greater flexibility to deploy resources, particularly in neighborhoods where persistent issues like prostitution, narcotics, homicides, and robberies were pervasive. Officers emphasized that working in squads and teams, as opposed to by themselves, was necessary to solve many of these kinds of problems. Although OPD had limited flexibility in deploying resources under Measure Y, surveys showed that Measure Y-funded officers were the only flexible resource available to the Department and, consequently, officers were frequently called off Measure Y duty to respond to protests or meet other Department needs.

In addition to looking specifically at PSO and CRT activities, the evaluation also began to pay increased attention to the relationship between OPD and the larger community of Oakland residents. In the latter two years of the evaluation period, the evaluation looked more closely at these issues through two surveys:

1. NCPC Listserv Survey (2013)
2. Paper and Online Survey of Oakland's Flatland Neighborhoods (2014)

The NCPC survey yielded a primarily white and female response from mostly moderate to high-income neighborhoods. At the direction of the Oversight Committee, the evaluation administered a primarily paper survey in flatland neighborhoods to reach a more diverse set of respondents. The survey suggested that residents of color are not experiencing high quality customer service and fair and impartial service when they interact with OPD. The survey also revealed that most respondents do not regularly receive information from OPD and do not attend their NCPC meetings.

Evaluation Recommendations, 2012-2014

Through this phase of the project, the evaluation team made a number of recommendations to OPD regarding relationships with Oakland residents, CRTs, and PSOs. Based on the results of the survey of Oakland's Flatland Neighborhoods, the evaluation recommended that OPD strengthen police legitimacy and community partnership through trainings, development of performance metrics, and a total community policing approach in which all officers partner with their residents in their beats to engage in problem-solving and proactive policing.

In addition, the evaluation team continued to recommend that the department establish clear metrics for assessing CRT implementation and effectiveness, as well as data collection systems and processes to collect these metrics. Toward this end, the evaluation team provided technical assistance to OPD to help identify and review accountability metrics, including developing a logic model for the CRT program; however, OPD has not yet implemented processes or systems for collecting data on CRT activities.

The evaluation team also recommended additional oversight of the PSO program and sought to support this need by conducting regular audits of the SARANet database and reviewing audit results with OPD leadership and PSOs.

Between 2012 and 2015, OPD has implemented a number of activities that addressed recommendations related to establishing stronger partnerships with Oakland communities and taking a more comprehensive approach to community policing, largely in response to a series of reports that the City commissioned from Strategic Policy Partnerships and the Bratton Group, two public safety consulting firms chaired by Robert Wasserman and New York City Police Commissioner Bill Bratton, respectively. In 2015, the Department implemented a series of mandatory department-wide trainings in implicit bias and procedural justice intended to support improved interactions and respect between OPD officers and community members, especially black community members. The implementation of these trainings across the department indicates an increased commitment to police legitimacy and community partnerships, as well as a recognition that these are issues for all OPD officers, not only Measure Y-funded officers.

The need for accountability metrics and data collection processes for CRTs, however, is a persistent challenge that impacts the implementation and assessment of their activities, something that will continue to be a challenge as OPD prepares to transition to Measure Z, which reduces the emphasis on problem-solving policing and dedicates a greater proportion of the resources to support CRT deployment and suppression/enforcement activities.

Below, we provide a brief overview of Measure Z with attention to how this legislation differs from Measure Y and an overview of how the evaluation team will respond to this shift.

Measure Z Legislation and Implementation

Over 10 years since Measure Y was passed, OPD has made a number of changes in its approach to policing in general and community policing in particular. In this context, the evaluation team reviewed the authorizing legislation to help understand how it differs from Measure Y and what stakeholders can expect in the coming years.

Measure Z Objectives and Supported Activities

Measure Z authorizes the collection of a parcel tax to achieve the following objectives:

- Reduce homicides, robberies, burglaries, and gun-related violence;
- Improve police and fire emergency 911 response time and other police services; and
- Invest in violence intervention and prevention strategies.

Authorized programs and services include geographic policing to hire, deploy and maintain sworn police personnel such as:

- Crime Reduction Teams (CRTs)
- Community Resource Officers (CROs)
- Intelligence-based violence suppression
- Domestic Violence and Child Abuse Intervention
- Ceasefire Project Management and Crime Analysis

Key Differences between Measure Y and Measure Z

The five primary differences between Measure Y and Measure Z are the following:

1. Measure Z does not explicitly mandate "community policing," giving OPD more flexibility around how to interpret the legislation and associated activities.

Unlike Measure Y, which included extensive language regarding community policing and problem solving, Measure Z does not include the words "community policing." Measure Y funded police services were explicitly deemed "Community Policing Neighborhood Services," and the legislation emphasized partnering with communities to solve NCPC priorities and other community problems using a problem solving approach. By contrast, phrases like "community partnership" and "community policing" are absent from the Measure Z legislation, and the only place where the word "community" is used is in the new title for problem solving officers, who are now called Community Resource Officers (CROs).

At the same time, Measure Z does include explicit language on "violence suppression operations such as field interviews, surveillance, undercover operations, high visibility patrol, probation/parole compliance checks, search warrants [in addition to] assist Community Resource Officers." It is important to note that this does not eliminate community policing from the initiative, but it does give OPD more flexibility to interpret the legislation.

2. Measure Z replaces Problem Solving Officers with Community Resource Officers.

Problem Solving Officers have been re-named Community Resource Officers. Key activities include problem solving, partnership with NCPCs, serving as a liaison to City Services Team, leading targeted enforcement projects, and partnering with CRTs and patrol. As noted above, there are no guidelines in the legislation regarding deployment of CROs.

3. Measure Z provides OPD with greater flexibility around how it uses its funds in terms of staffing.

In alignment with the pivot away from community policing, Measure Z no longer includes the Measure Y requirement that the Department deploy a single officer to each community policing beat. Measure Z does not include specific guidelines around how many CROs or CRT squads need to be filled and OPD will no longer need to ensure that a single officer is deployed to each beat. Instead, OPD has the flexibility to decide how many CRO and/or CRT positions to maintain from

its current staffing structure inherited from Measure Y and whether to adopt a new staffing structure (i.e. fewer CROs, more CRTs or vice versa).

4. Measure Z provides the police with greater flexibility around deployment of Measure Z-funded officers and less guidance around required activities.

Measure Y provided detailed guidance requiring that officers be deployed to their assigned beat; responding to calls for service or completing activities that were outside of the scope of problem solving and community policing were discouraged. Measure Z provides fewer guidelines on required activities, especially for CROs. There is a greater emphasis on targeted enforcement, intelligence-based policing, and violence suppression as appropriate activities. Measure Z now explicitly states that CROs may respond to calls for service.

5. Measure Z adds funding for Ceasefire Project Management and Data Analysis functions.

Ceasefire Project Management and Data Analysis functions are now included as allowable services under Measure Z, reflecting the City's shift towards enforcement, suppression and intervention services.

Conversations with OPD leadership, the CeaseFire Project Manager, and other CeaseFire partners indicate that OPD sees the City's Operation CeaseFire strategy, mandated and partially funded under Measure Z, as a key element of the Department's community policing approach. CeaseFire, which is based on an approach developed by criminologist David Kennedy and first implemented in Boston in the mid-1990's, involves reaching out to individuals with a history of involvement in violent crime and using a "stick and carrot" approach to incentivize them to reduce their criminal activities. Community partners, often in the form of faith- and other community-based organizations, and professional case managers offer individuals support to change their lives through counseling, employment training and linkage, and other forms of support. At the same time, law enforcement agencies make it clear that these individuals are under intensive, targeted surveillance and, should they continue to participate in violence, enforcement agencies will leverage the maximum possible penalties. Ceasefire changes the intention and type of interaction between perpetrators and likely victims of shootings and homicides and police towards a more respectful and proactive one. Ceasefire continues OPD's investment in problem solving strategies, but directs greater investment towards solving the problem of shootings and homicides.

Oakland CeaseFire is being implemented by a civilian Project Manager housed in the Police Department, along with a CeaseFire CRT. The CeaseFire team identifies appropriate individuals for involvement and works with faith- and community-based organizations to reach out to these individuals. The City's Human Services Department supports this effort by providing case management services for individuals who opt in to the service component.

Measure Z Deployment Plans

Conversations with OPD in the spring and summer of 2015 suggest that the Department intends to maintain its current deployment structure for the time being. The Department plans to bill fewer CROs to Measure Y, billing them to the general fund instead. For the time being, there are no planned changes to decrease the number of CRTs or CROs that the Department maintains overall. While Measure Z no longer mandates community policing, Community Policing remains a mandate under two resolutions: 1996 City Council Resolution No. 72727 and a 2005 City Council Resolution No. 79235. The Department has stated that community partnerships and community policing approaches remain a key priority. The Department has emphasized the need to strengthen police legitimacy by better controlling crime and violence, noting that when community members see that law enforcement agencies are able to maintain law and order, they are more likely to feel that agencies care about public safety in their community. Strategies like Ceasefire, which focus on individuals most likely to perpetrate shootings and homicide include partnerships with community-based organizations and represent an effort to bring violent crime under control.

Evaluation Priorities under Measure Z

The extent to which a community-policing framework is an appropriate one for the evaluation, given the legislation's shift away from a community-policing framework towards a violence suppression and intervention approach remains an outstanding question. That is, are the pillars of Organizational Transformation, Community Partnership, and Problem Solving appropriate frames for evaluating Measure Z? While the Department maintains its commitment to community policing as a core strategy and other city resolutions mandate it, the Measure Z legislation no longer envisions community policing as an essential strategy for preventing and reducing violence.

Given the changes made to policing services under Measure Z and the lessons learned through the evaluation of Measure Y, the Measure Y evaluation will focus on the following priorities:

- **CRTs:** The evaluation will focus on identifying metrics and data collection activities for CRT activities, documenting the CRTs' role in Ceasefire and assessing the impact of CRTs on violence suppression. As CRTs represent the bulk of funds billed to Measure Z, the evaluation will focus greater resource on their activities and outcomes.
- **CeaseFire:** The evaluation will examine how CeaseFire aligns with community policing approaches and how activities intersect with other investments such as CRT deployment, CRO problem solving, and community partnerships.
- **CROs:** The evaluation will continue to promote program quality through SARA audits, technical assistance, and providing data on accountability metrics.
- **Community Partnerships:** As noted above, despite the fact that partnerships with Oakland communities – especially communities of color – continue to be a challenge for OPD, Measure Z places less emphasis on partnering with the community than Measure Y did; in this context the evaluation will continue to assess OPD's community relationships and partnerships.

Resources

1. [2014 Annual Report on Community Policing Neighborhood Services](http://resourcedevelopment.net/_documents/Measure_Y_Community_Policing-2014_Annual_Evaluation_Report_2014.pdf): Includes an evaluation of the Department's progress in implementing Measure Y funded services; summarizes key recommendations, and includes a logic model for Measure Y funded police services.
http://resourcedevelopment.net/_documents/Measure_Y_Community_Policing-2014_Annual_Evaluation_Report_2014.pdf
2. [Final Report: The President's 21st Century Task Force on Community Policing](http://www.cops.usdoj.gov/pdf/taskforce/TaskForce_FinalReport.pdf): This report describes a framework for 21st Century Policing and includes community policing as a strategy for strengthening police legitimacy.
http://www.cops.usdoj.gov/pdf/taskforce/TaskForce_FinalReport.pdf
3. [Bratton/Wasserman Report on Oakland Police Department](https://cbssanfran.files.wordpress.com/2013/05/bratton_group_report_051813.pdf): This report provides a set of recommendations based on their work with OPD. This report is currently guiding much of the Department's efforts to strengthen public safety.
https://cbssanfran.files.wordpress.com/2013/05/bratton_group_report_051813.pdf
4. [What Works in Community Policing: A Best Practices Context for Measure Y](http://resourcedevelopment.net/_documents/Community_Policing_Best_Practices_2015.pdf): This report provides an overview of the core principles and tenets of Community Policing and best practices as they relate to Oakland's Community Policing Neighborhood Services initiative.
http://resourcedevelopment.net/_documents/Community_Policing_Best_Practices_2015.pdf

Appendix: Summary of Prior Year Recommendations

The evaluation has made numerous recommendations to strengthen the quality and impact of Community Policing Neighborhood Services activities and services over the past several years. The table below provides a summary of the major recommendations between 2008-2014. Recommendations were made in the following areas:

- Information Management
- Community Relations and Partnership
- Strategic Planning
- Recruitment
- Personnel/Deployment
- Program Management
- Training

Area	Recommendation
Community Relations and Partnership	The Department and Neighborhood Services Division should identify additional strategies to build partnerships with residents in addition to collaboration through the NCPCs. (2012-2013)
	The City of Oakland should continue to publicize the Measure Y initiative to build public support. (2008-09)
	Measure Y staff should share data on actual crime trends and perceptions of public safety at NCPC meetings. (2008-09)
	Continue to strengthen police legitimacy and community partnership through trainings, development of performance metrics, and a total community policing approach. OPD should continue to invest in such training in community policing approaches. It should also develop metrics to monitor the quality of interactions between police and residents and continue to review policies and procedures that lead to disproportionate minority contact or otherwise erode community trust. Finally, OPD should adopt a total community policing approach, which implies a department-wide focus on customer service, fairness, and problem solving in partnership with residents. This focus should extend beyond PSOs and CRTs. (2014)
Strategic Planning	The Department and other stakeholders should reassess the extent to which the current structure of Measure Y facilitates problem solving, enhanced community partnerships, and improved public safety given the constrained fiscal environment and reduced size of the sworn force. (2012-2013) (2014)
	OPD should use best practices in other communities to more clearly articulate the mission, goals, and strategies of the community policing initiative in its documents and practices. (2008-09)

Area	Recommendation
	Align Measure Y's community policing investment with other public safety initiatives and funding sources. (2011-2012).
Recruitment	Recruitment materials should specifically reference community policing, public speaking, and working in partnerships with residents and city agencies to encourage candidates interested in these activities to apply. (2008-09)
Information management	Continue to strengthen reporting and tracking systems, in particular the SARA database. Develop procedures and protocols for entering and closing projects into the database, including clarifying what does and does not constitute a "project." Continue to refine the system so that data entry is user-friendly and so that it has the capacity to generate meaningful reports to PSOs, their supervisors, and Department leadership. (2009-2010); (2012-13) (2014)
	Continue to develop accountability protocols for the PSO Program and monitor their implementation. Specific accountability protocols need to be established to delineate the role of PSOs, Sergeants, and Special Resource Lieutenants in maintaining data quality and ensuring effective practices in problem solving. (2012-2013)
	Develop metrics for measuring CRT impact on public safety early on in the fiscal year, should the Department decide to re-deploy CRTs. (2011-2012) (2012-13) (2014)
Personnel/ deployment	Develop Department procedures to provide consistent coverage to each beat should a temporary reassignment occur. Create a process to transfer beat information between PSOs. (2009-2010).
	Balance the need to provide PSO service to each NCPC beat with the need to respond to surges in violent crime through the deployment of Crime Reduction Teams (CRTs). (2011-2012).
	Continue to establish and monitor Department –wide standards in relation to coverage during extended PSO absences, the number and type of projects PSOs should be working on, and the implementation of each phase of the SARA process. (2011, 2014).
	Establish expectations regarding the management and supervisory role of Sergeants and Lieutenants and regularly monitor the extent to which those expectations are being met. (2011, 2014).
PSO program management	OPD should identify incentives to reward officers who remain in their beat assignments for two or more years. (2008-09)
	OPD should use crime data to help inform selection of beat priorities. (2008-09)

Area	Recommendation
	<p>OPD should develop a standard protocol that facilitates the transfer of information between the exiting and entering PSO, so that the new PSO is equipped with an understanding of beat stakeholders, current problem-solving priorities, and neighborhood hot spots. (2008-09)</p> <p>OPD should establish Department standards in relation to time on beat and methods of patrolling the beat that encourage PSOs to spend more time walking the beat or riding a bicycle. (2008-09)</p> <p>Ensure better alignment of effort across Areas 1 and 2, particularly in relation to meeting the training needs of PSOs and provide Department-wide training in community policing and problem solving approaches. (2011-2012).</p> <p>PSOs should develop strategies for educating residents about how to use data and more specific criteria to identify priority problems. (2012-13)</p> <p>Build on recent efforts to articulate a vision of community policing by defining the percent of effort PSOs should dedicate to each of their assigned duties. Incorporate principles of adult learning into PSO trainings and activities. Strengthen management and accountability systems for PSOs. (2009-2010).</p> <p>The Department should continue to monitor the evenness of program implementation across Police Service Areas and neighborhood beats. While OPD has developed protocols and procedures to standardize the PSO program and improve accountability, it will be important to monitor their integration into the Department as the program moves into implementation. (2011, 4-15).</p> <p>Given the reduction in resources, the Department should continue to ensure that problem-solving resources are being deployed in a manner that is likely to result in reductions in crime and improvements in public safety. The re-organization of beats has resulted in a more strategic deployment of resources towards those beats that experience higher crime rates, while continuing to ensure that each beat and NCPC has PSO coverage. In addition, the Department should develop mechanisms to examine whether selected problems contribute significantly to crime in the beat and whether problem-solving strategies are likely to result in problem resolution. (2011, 2012-13, 2014).</p>
	<p>OPD should develop more specific performance measures for PSOs that are aligned to their actual responsibilities, especially in relation to problem solving activities. (2008-09) (2012-13)</p> <p>Focus CRT activities on violence reduction. OPD should deploy CRTs to activities and efforts known to reduce violence. (2014)</p> <p>As noted by the courts, OPD should improve its fiscal reporting. Clear, accurate fiscal reports should be developed for transparency and accountability. (2008-09)</p> <p>To ensure accountability to the community, OPD should develop personnel and financial</p>

Area	Recommendation
	reports that are easy to generate and that convey precisely how funding is being used. (2008-09)
Training	OPD should offer the 40-hour PSO training twice annually and create a 1 day PSO-basic orientation for all new PSOs before they assume PSO responsibilities if they will be assigned prior to participating in the 40-hour training. (2008-09)
	Offer a PSO School annually and ensure that PSOs across the Department have access to the training topics identified through the PSO survey. (2011-2012). (2012-13)
	Identify funds to train PSOs, Sergeants and Special Resource Lieutenants in problem oriented policing, the SARA process, and community policing. Participation in the community oriented policing and problem oriented policing annual conferences and trainings would strengthen the Department's problem solving efforts. (2011, 7-15)
	The Department should identify a plan for ongoing professional development for PSOs and their supervisors, focused on strengthening PSO capacity to implement the SARA process and other evidence-based problem solving strategies. (2011, 4-15).
	OPD should invest in training its PSOs on problem solving techniques, particularly in relation to using data to document problems and implementing strategies to address entrenched problems related to narcotics, prostitution or gang activity. (2008-09)
	Direct training dollars to preparing CRTs. As Measure Y investments shift towards increased funding for CRTs, more money should be allocated to strengthen CRT capacity to carry out their duties. (2014)
	Expend Measure Y Equipment and Training funds to upgrade laptops, particularly in Area 1 and identify opportunities for external training. (2011-2012).

*Intervention Strategies for Young Children
Exposed to Violence:
A Sound Investment for Oakland*



Presented by:
EARLY CHILDHOOD PROVIDERS & ADVOCATES
August 2015



Thank you for allowing us to present to you today on the very important topic of young children and exposure to violence. During this presentation, we will provide you with compelling scientific and economic arguments for greater investment and policy focus on the youngest residents exposed to violence in the City of Oakland – children ages birth-5 exposed to violence.

*Intervening Early with Young Children
Exposed to Violence Matters*

*National studies on Juvenile
Offenders, found that 90% of
juvenile detainees experienced
physical, emotional abuse, or
witness to violence.*

National studies on Juvenile Offenders, found that **over 90% of juvenile detainees** reported having experienced physical abuse, sexual abuse, domestic violence, community violence and/or disasters.

Sources:

1. Washington State Family Policy Council. Online Training: ACE Course: Reducing Adverse Childhood Experiences.
2. Substance Abuse and Mental Health Services Association (SAMHSA), "The Adverse Childhood Experiences Study" (undated), <http://captus.samhsa.gov/prevention-practice/targeted-prevention/adverse-childhood-experiences/1>
3. Washington State Family Policy Council, Adverse Experiences and Academic, Social and Health Impact. Fact Sheet: *Preliminary Findings About the Relationship Between Two Kinds of Adverse Experiences (AES) & Academic, Behavioral, and Physical Health Among Youth in Washington State & the Promising Effects of Higher Community Capacity* (June 2010).

James

James is four-years old. He is acting out in school – hitting other children and throwing tantrums frequently.

Lately, his mother has also been frustrated with James' behavior and is resorting to spanking and yelling in order to "discipline him."

James' teachers are also tired of his behavior in class and are considering expulsion . . .

We would like to begin by telling you the story of James and of two potential outcomes for his future.

James is four-years old. He is acting out in school – hitting other children and throwing tantrums frequently.

Lately, his mother has also been frustrated with James' behavior and is resorting to spanking and yelling in order to "get him in line."

James' teachers are also tired of his behavior in class and are considering expulsion.

His father was shot and killed two weeks ago and James witnessed the incident.

Vast Scientific Research

- *Children exposed to trauma exhibit: depression, anxiety, aggression, conduct problems, and defiant behavior.*
- *Early child trauma may result in irreversible damage to a child's brain.*
- *Addressing early childhood exposure to violence has to happen over time.*



Children exposed to trauma exhibit: depression, anxiety, aggression, conduct problems, and defiant behavior.

Early child trauma may result in irreversible damage to a child's brain

Most dramatic development in humans occurs between birth to 5. Children acquire ability to: Think, Speak, Learn, Reason during ages birth to 5.

Children exposed to traumatic events, including exposure to violence, either as witnesses or direct victims, exhibit a wide range of symptoms, presenting with not just internalizing problems, such as depression or anxiety, but also externalizing problems like aggression, conduct problems, and defiant behavior.

No Intervention for James' Family

James pre-school teachers spoke with his mother. His mother continued to address "James" problems with more yelling and spanking.

A month later, James was expelled from school; his mother lost her job due to absences related to childcare constraints. The lack of family income added more stress to the family and the violence worsened.

A visit from CPS a few months later found an extremely depressed mother and a neglected and abused James. He was removed from the house and placed in foster care.

Without any mental health intervention, schools and families are at a loss on how to intervene positively with children exhibiting aggressive or unruly behavior.

James and his family, like thousands throughout the county, did not receive the professional intervention needed. As a result the following occurred:

James' pre-school teachers tried to talk to his mother about James' poor behavior in class. His mother continued to address "James'" problems with more yelling and spanking.

A month later, James was expelled from school; his mother lost her job when she missed work because of lack of childcare. The lack of family income added more stress to the family and the violence worsened.

A visit from CPS a few months later found an extremely depressed mother and a neglected and abused James. He was removed from the house and placed in foster care.

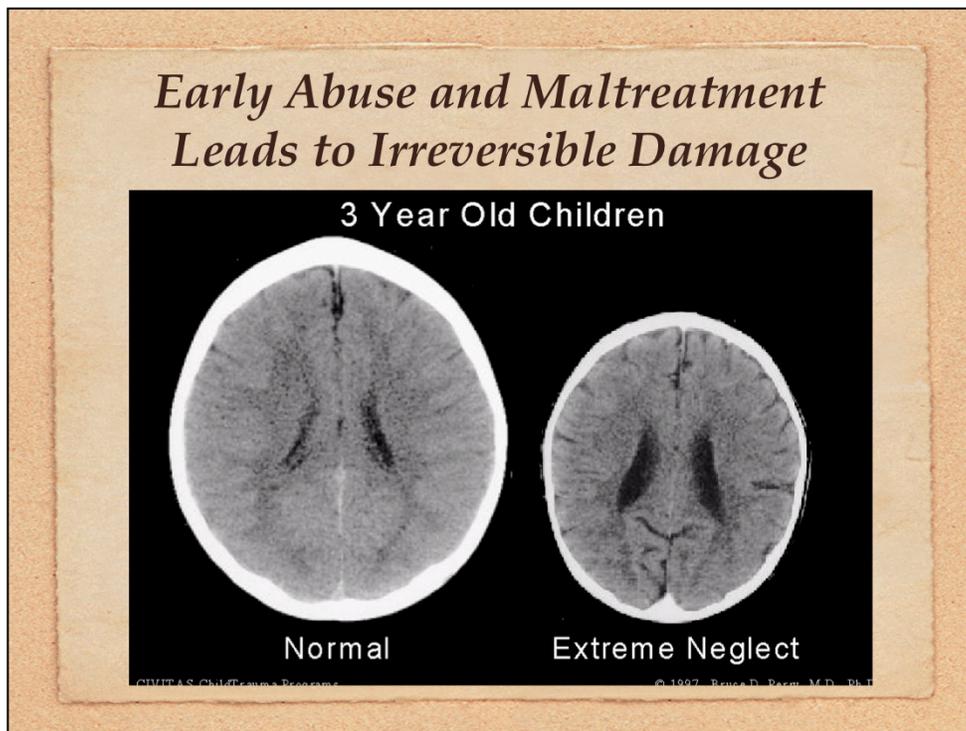
Short-term Impact of No Intervention

- ❖ *Poor attention in school and lower grades*
- ❖ *Pre-school expulsions – For every 133 pre kindergarten students in California, one is expelled. This is 3X the rate of expulsion in California k-12 schools.*
- ❖ *Increased parental stress and inability to cope with life challenges.*
- ❖ *27.1% of the Alameda County child abuse referrals (substantiated) to Child Welfare Services were children birth to 5.*

The impact of exposure to violence can have both short and long term consequences, including poor attention span reflected in poor grades in school; aggressive behavior resulting in school disciplinary action. Enclosed in your package, you will find a recent New York Times article that speaks to the issue of the need for teacher and school supports for children exhibiting aggressive behavior. The article sites studies that demonstrates that pre school children are expelled at 3X the rate of k-12 students for aggressive behavior; this is more prevalent for African American boys. Teachers are generally trying to protect other children from getting hurt and they feel they are doing their job.

Teachers, however, desperately need the support and benefit greatly from experts in their classrooms who can provide them with a greater understanding for the roots of the aggressive or depressed behavior from children. This is the work of specialized early childhood mental health consultants who work in collaboration with teachers to provide intervention services to children in daycare centers.

Critically as important, is to work with families so that they too are able to cope and understand how to best help their children in difficult situations. Parental stress is the number one cause for abuse and/or neglect of children.



Latest research into the consequences of early abuse and maltreatment provide evidence of irreversible damage to a child's brain.

Exposure to maltreatment, trauma, and other adverse childhood experiences can damage the child's developing brain and body in a number of ways. Traumatic exposures release stress hormones, including cortisol and adrenaline, in order to prepare the body to respond to a threat. This is often referred to as the "fight-flight-or-freeze" (FFOF) response. It is an adaptive response that directs the body's energy resources toward escaping the threatening situation (e.g., fleeing a predator attack)². Although this is a highly effective response for dealing with an immediate danger, our bodies are not meant to live in this stressed state for extended periods of time. The hormones released during stressful events can have cumulative, long-term damages on the body; this is particularly true for children whose bodies are still experiencing sensitive periods of growth and development.

[1] Official citation: Perry, BD and Pollard, D. Altered brain development following global neglect in early childhood. Society For Neuroscience: Proceedings from Annual Meeting, New Orleans, 1997

[2] Washington State Family Policy Council. Online Training: ACE Course: Reducing Adverse Childhood Experiences.

Long-Term Impacts

“According to extant research, experiencing more than three or four Adverse Childhood Experiences particularly as related to violence, is correlated with increased risk of youth violence and, for males, perpetrating intimate partner violence.

This is of particular relevance to identifying children with heightened violence prevention needs, as such exposure also has been shown to increase risk factors for violence, such as mental health problems and addition to alcohol and other drugs.”

Source: “Estimated Gaps in Oakland Unite and Oakland Fund for Children and Youth Violence Prevention Services;” Prevention Institute, Urban Strategies Council; April 2015.

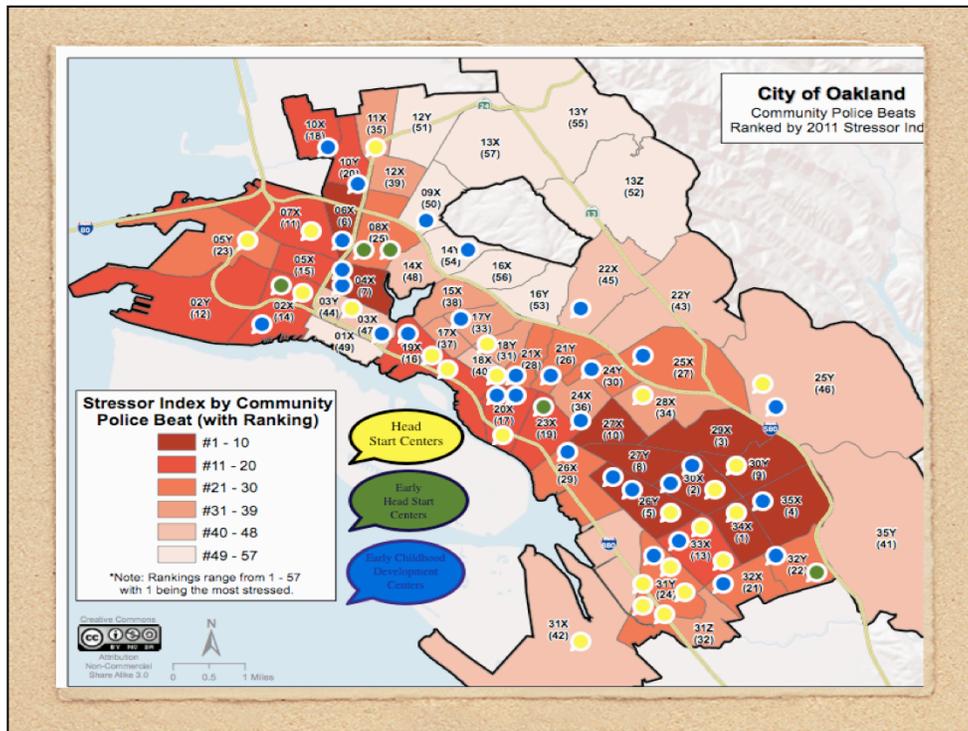
The study presented by the Prevention Institute and Urban Strategies Council in April of 2015 to this body, reveals that the effects of Adverse Childhood Experiences (ACEs), which include emotional and physical abuse or neglect; sexual abuse, witnessing violence against one’s mother; incarceration or mental illness has a greater likelihood in resulting in poor outcomes in myriad areas throughout life. According to extant research, experiencing more than three or four ACEs particularly as related to violence, is correlated with increased risk of youth violence and , for males, perpetrating intimate partner violence.

“Estimated Gaps in Oakland Unite and Oakland Fund for Children and Youth Violence Prevention Services;” Prevention Institute, Urban Strategies Council; April 2015.

Significant birth-5 Population

- *There are over 26,000 children between the ages of 0-5, representing almost 1/3 of children 0-18 population in Oakland.*
- *Approximately, 80% of these population resides and/or attend preschool in high crime beats.*
- *80% are Black, Latino, Asian and other ethnic minority race.*
- *80% of Oakland's Early Head Start centers are located in police beats ranking in the top ten for crime indicators and social stressors.*





The City of Oakland's Stressor Report on community policing beats ranks Oakland's 57 beats based on 12 social, economic, crime and other such indicators to determine allocation of resources. 80% (or 4 of 5) of Oakland's early head start centers are located in police beats (2X, 8X, and 23X) with 2 or more indicators, each ranking in the top ten with the highest incidences. 71% (or 17 of 24) of Oakland's head start centers and 50% (or 15 out of 30) of Oakland's early childhood development centers are located in police beats with 3 or more indicators (head start centers: 2X, 5Y, 7X, 19X, 20X, 26Y, 30X, 30Y, 31Y, 33X, and 34X; early childhood development centers: 2X, 4X, 6X, 19X, 20X, 26Y, 30X, 33X, 31Y, and 35X).

Sources:

<http://www.cityrating.com/crime-statistics/california/oakland.html>

<http://oakland.crimespotting.org/>

#zoom=14&dtstart=2008-07-30T20:35:28-07:00&lat=37.806&dtend=2008-08-06T20:35:28-07:00
&lon=-122.270&types=AA,Mu,Ro,SA,DP,Na,AI,Pr,Th,VT,Va,Bu,Ar&hours=0-23

http://www.mercurynews.com/breaking-news/ci_23816992/caught-crossfire-21-children-have-died-shootings-since

Costs of No Early Intervention

- *The costs of foster care placement per child annually to taxpayers is up to \$144,000.*
- *The costs of special education per child annually is 1.5 to 4 times that of regular education.*
- *It costs \$88,000 a year -- for every youth in a juvenile facility.*

We have argued the social and emotional cost of not intervening early in a child's life. But what about the financial costs to individuals and society?

Scientific and economic research show that investment in early childhood education and mental health well-being is not only optimal but a great return for investment to society.

Consider the financial costs to residents of Alameda County when a young child goes underserved:

- The cost of foster care placement per child annually is up to \$144,000.^[1]
- Children who are exposed to trauma are likely to experience learning difficulties which often lead them into a costly special education system. We generally spend anywhere between 1.5 to 4 times more on these children than on children not needing special education services.
- More alarmingly, we spend approximately \$88,000 per year for each youth to be placed in a juvenile facility, according to the American Correctional Association.
- In addition, we must also consider that repeat crimes lead to massive costs in enforcement, loss of property, and loss of life.

Sources:

1. Melissa Sickmund, T. J. Sladky and Wei Kang. (2008) "Census of Juveniles in Residential Placement Databook." http://ojjdp.ncjrs.gov/ojstatbb/cjrp/asp/State_Adj.asp; American Correctional Association, *2008 Directory: Adult and Juvenile Correctional Departments*,

Strategies Proven to Work

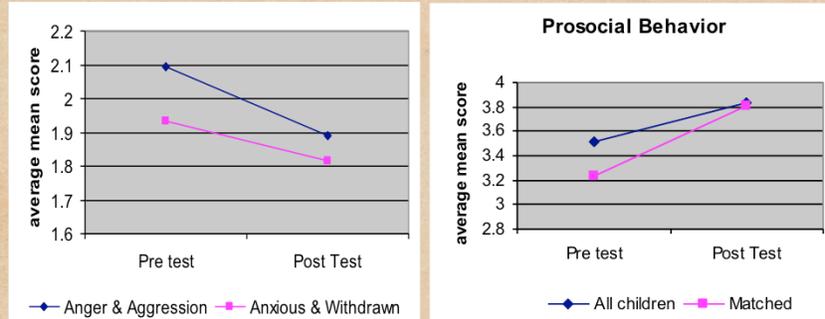
- *Outreach and community engagement*
- *Mental health intervention treatment*
- *Preschool teacher and providers training and supports*
- *Home visits and other community support*



Mental health intervention has proven effective in decreasing anxiety in children and strengthening their positive social behavior in and out of school settings. These interventions may include mental health consultations in preschool sites where teachers work with mental health professionals to identify and work better with children who are at risk or have been exposed to trauma.

Another proven effective intervention is parent-child mental health treatment where a mental health professional works with families under stress to re-engage more positively with their children. Studies undertaken locally have demonstrated results.

Impact of Site-Based Services



- Teachers rated children as showing reduced anger and aggression, and reduced anxious and withdrawn behavior
- Teachers also stated that children's pro-social behavior had improved significantly compared to before the program.

In a study undertaken by the University of California San Francisco, researchers found that children in Alameda County who had received mental health services in their schools and had provided training and support for teachers, were less likely to exhibit aggressive behavior and were more likely to get along with others and listen attentively.

Teachers rated children as showing reduced anger and aggression, and reduced anxious and withdrawn behavior.

Teachers also stated that children's pro-social behavior had improved significantly compared to before the program.

These charts represent the results of pre and post tests at the onset of the program and 17-months later.

Source: Early Learning Opportunity Act Final Evaluation Report, 2006.

Impact of Parent-Child Mental Health Treatment

- *Focus of therapy is to promote and restore nurturing relationships between the primary caregiver and his or her child.*
- *A 2005 study at UCSF found that toddlers exposed to trauma who underwent parent-child therapy with their mothers experienced decreased behavior problems, and traumatic stress symptoms.*
- *Mothers also showed less symptoms of depression and general increased stability in relationship.*

Infant/child-parent Psychotherapy. The focus of therapy is to promote and restore nurturing relationships between the primary caregiver and his or her child. The therapy helps to enhance each child's readiness to learn and emotional resiliency.^[1] It is designed to help infants and young children 0-5 cope with violence in their home and their community.

In a 2005 study conducted by Dr. Lieberman of UCSF, a group of toddlers exposed to trauma and their mothers underwent parent-child therapy for 50 weeks. At the end of treatment the children exhibited decreased behavior problems and traumatic stress symptoms.

Mothers also showed less symptoms of depression and general increased stability in relationship.

Sources: Research. 2005 Toward Evidence-Based Treatment: Child-Parent Psychotherapy with Preschoolers Exposed to Marital Violence ALICIA F. LIEBERMAN, PH.D., PATRICIA VAN HORN, J.D., PH.D., AND CHANDRA GHOSH IPPEN, PH.D. 20 Seibel, N.L., Parlakian, R., and Perez, A. (in press). 3rd revision.

Gaps in Existing Funding

- ❖ **MediCal** does not cover all kids exposed to violence.
- ❖ Long waiting list for MediCal mental health services.
- ❖ **MediCal** is very limited to the type of mental health services that are provided and it does not cover mental health consultations at preschool sites.
- ❖ MediCal does not cover undocumented children or families.
- ❖ MediCal only serves children with specific diagnosis; a decision can take up to a year.

- ❖ **First Five** funds for 0-5 are not to be utilized for mental health services
- ❖ Finally, **OFCY** funds are intended for a much broader population than children exposed to violence. The number of unserved children exposed to violence in Oakland is too many for any one source alone.

Some have argued that early childhood intervention is well funded. This is not true.

Existing funding is not comprehensive, and leave many children and families without access to services.

MediCal for example, does not pay for case management mental health consultation for preschools, and only serves children with a diagnosis. Also, it does not serve undocumented children or families.

A MediCal decision to provide any mental health counseling can take up to a year;

First 5 is a declining revenue and their funding has moved away from supporting direct services especially in relation to mental health services.

Finally, OFCY funds are intended for a much broader population than children exposed to violence. While we are told that OFCY will address some of the gap in services for young children, it cannot address the dire need for children exposed to violence in Oakland.

Gaps in Existing Funding

❖ Many childcare centers located in Oakland highest crime areas are currently without any services for teachers, children and their families.

❖ At least 1,000 children ages 0-5 exposed to violence are not being served.

❖ Approximately 526 children ages 0-5 with substantiated maltreatment are not being served.



Many early childhood centers and preschools in high crime areas in Oakland are still without any intervention services for young children exposed to violence. This is particularly true for subsidized home daycare centers and informal childcare settings.

In addition, children who are not in any childcare setting but stay at home with their family, do not have access to existing services in childcare settings.

According to the study from the Prevention Institute and Urban Strategies Council, at least 1,000 children ages 0-5 exposed to violence are not being served. And approximately 526 children ages 0-5 with substantiated maltreatment are not being served.

The study goes on to state that the methodology used for this projections does not account for Oakland's higher than average number of violent crimes and thus, many more children might be impacted than these figures reflect.

Recommendation

- ❖ Section (C)3.(d) of Measure Z legislation specifically references, “Young children exposed to trauma or domestic and/or community violence,” as a priority intervention area.
- ❖ Request: Allocate **\$300,000** annually from the Measure Z reserves for the 2016-18 award cycle (\$600,000 total) for *The Young Children Exposed to Violence Initiative*. Thereafter, utilize unspent carryover funds to finance this initiative.

The recommendation from the Early Childhood collaborative is for the Oversight Committee to consider this an urgent and necessary initiative to fund with Measure Z resources. We must intervene quickly to reduce likelihood of irreversible consequences to the development of children exposed to violence.

We also site the Measure Z legislation that, similar to Measure Y, specifically references “Young children exposed to trauma or domestic and/or community violence” as a priority intervention area.

We ask that the Committee consider allocating \$300,000 annually, 2016-2018 funding cycle, from the Reserves for strategies that address the needs of children exposed to domestic and community violence in high crime areas of Oakland. Thereafter, we recommend utilizing unspent carryover funds to finance this initiative.

Recommendation

Programs should include:

- 1. The development of a citywide response system for young children exposed to violence so that no child falls through the cracks.**
- 2. Outreach and community education campaigns.**
- 3. Community based mental health consultations in high crime areas that are not being adequately served by current funding.**
- 4. Direct case management and mental health services for children who have been exposed to violence, whether domestic or community.**

Best practice, research based strategies include:

- 1) The development of a protocol for a citywide response system for children at scenes of violence crime and for those who have witnessed violent crime.
- 2) Outreach and community engagement on the importance of early intervention with children exposed to violence.
- 3) Community based mental health consultations in high crime areas that are not being adequately served currently by any other funding sources.
- 4) Direct case management and mental health services for children who have been exposed to violence, whether domestic or community.

Recommendation

This funding is expected to serve:

- a. An additional 300 children directly through mental health services, at preschool settings and at homes;**
- b. 500 caretakers (family members, community providers and/or teachers), who in turn serve other children;**
- c. Over 10,000 residents through outreach and education efforts.**

. . . And James?

Teachers contacted Gerald, the pre-school early childhood mental health consultant who provided support to his teachers to better understand and address James' behavior.

James and his family also met with a family therapist. James is now able to convey his fears and anxiety. The family is developing better ways to discipline and listen to James.

James is no longer fighting with his peers and is learning to "use his words" to convey his emotions.

James was not expelled and loves going to school. His teachers also love having him in school.

James. . .

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The family is developing better ways to discipline and listen to James. James is no longer fighting with his peers and is learning to "use his words" to convey his emotions.

James was not expelled and loves going to school. His teachers also love having him there.

Again, we thank you for this opportunity to present to you today and for your commitment to children and sound investment.

The New York Times

The Opinion Pages

FIXES

Empathy, not Expulsion, for Preschoolers at Risk

By **Sara Neufeld** February 20, 2015 3:28 am

Fixes looks at solutions to social problems and why they work.

CHICAGO — A few years ago, a boy here was on the verge of being expelled because his teacher felt he was a danger to his classmates.

He was 4 years old, in preschool.

This situation is all too common. Preschoolers are expelled at three times the rate of children in kindergarten through 12th grade, with African-American boys being most vulnerable.

This boy — I'll call him Danny — was lucky, though. His teacher received assistance from a specialist, Lauren Wiley, an early childhood mental health consultant. Wiley started off by listening. The teacher had said she thought Danny (not his real name) needed to be medicated for attention deficit disorder, or A.D.D. Then she admitted she was angry with him. Her job was to keep her students safe, she said, and the boy's aggression made her feel like a failure.

Next, Wiley and the teacher met with Danny's mother. It came out that Danny had witnessed his father beating his mother and then being taken away in handcuffs by the police. No one had talked with Danny about the event. As with many children, what was thought to be A.D.D. was actually a result of trauma. Danny needed his teacher to empathize with him, to give him warmth and a sense

of safety — not to wish to be rid of him. After the intervention, she warmed to him, and gradually he warmed to his time spent in the classroom.

Danny's case is like others that prompted Walter Gilliam, a Yale professor, to begin conducting preschool expulsion research. After releasing a landmark report in 2005, he convened focus groups of teachers to find out why, in mixed-age classes, he was seeing 4-year-olds expelled at higher rates than 3-year-olds. The replies were consistent: Teachers perceived the 4-year-olds as more likely to hurt someone because they were bigger. "That's when it dawned on me that expulsion is not a child behavior," Gilliam said. "It's an adult decision."

For the problem to be resolved, he realized, teachers needed to learn how to make *different* decisions. That meant learning how to help troubled children. The model of consultation with an expert has proven to be promising and cost-effective: In a Connecticut study, Gilliam found that it reduces preschool expulsions by half. Consultation also has been shown to improve the emotional well-being of all children in the pivotal years before kindergarten and to boost staff retention and job satisfaction in an industry with very high turnover.

The job title "early childhood mental health consultant" evokes an image of a toddler on a couch talking to a therapist. In fact, the work focuses on helping adults to create healthy environments. Lauren Wiley trains teachers and others who work with young children to recognize the trauma that is so often the cause of consistent misbehavior. She helps them forge relationships with parents, to see through cultural biases and to recognize families' strengths. This is particularly significant since a growing body of research indicates that children who suffer "adverse childhood experiences" like violence and severe family dysfunction and then fail to receive adequate help from adults face increased risks for many problems: academic failure, drug use, depression, even heart disease.

Under the nation's newly reauthorized child care funding legislation, states must develop plans to reduce preschool expulsions. Consultation is now an allowable expense. The Department of Health and Human Services announced a \$4 million outlay in December to expand the reach of such intervention. Head

Start and Early Head Start programs already require it, and there are about a half-dozen state programs, as well as numerous regional ones. Still, most early childhood settings do not have routine access to consultants, according to Deborah Perry, a Georgetown University professor who directed the National Center for Early Childhood Mental Health Consultation.

Last fall, I spent two days shadowing Wiley in Illinois, one of the places with a statewide program. She drives 500 to 700 miles each week visiting preschools, day care centers, home visiting programs — all sorts of places that serve young children. Her assignments are in affluent suburbs as well as tough neighborhoods. The need, she says, is universal.

Wiley, 55, holds a master's degree in early childhood development and a certificate in infant mental health. She trains her clients to incorporate well-tested strategies that promote mental wellness into their day-to-day work with children. She helps them to understand what a child's healthy emotional development looks like — and what signals trouble. The goal is to swiftly identify problems and refer them for treatment when necessary, rather than write them off as misbehavior. In particular, Wiley guides her clients to look for families' strengths, a strategy that often strengthens their relationships with parents. Gilliam said it's extremely rare for a child to be expelled from preschool when the teacher and parent know and like each other.

Wiley's work takes different forms. She models lessons with teachers in their classrooms. She asks questions that prompt adults to consider families' perspectives more deeply and recognize their own biases. She says it is critical to include supervisors in those conversations, both so they can support teachers and others on the front lines, and for impact to continue when staff turnover occurs. At one day care site where she had recently begun weekly visits, I watched her move a conversation on parental drug use to a more thoughtful place: Do the staff members believe the children's mothers can be good parents? And: How might this affect the way staff members interact with the mothers or their children?

Sometimes, a consultant's advice is surprisingly simple. According to Perry,

the Georgetown professor, teachers often give directions while standing up, but young children listen better when adults come down to their eye level. Consultants help teachers navigate transitions, the most common times for behavioral outbursts. Routines like a daily cleanup song can help children anticipate changes.

More difficult are situations that require adults to change attitudes and habits; that's where Wiley spends most of her time. A common mistake consultants make is to step in directly to handle a child's misbehavior, rather than train the staff in what to do. "The hardest part is sitting with your own discomfort sometimes while people figure it out for themselves," Wiley said.

In home visitation programs, staff members will often pick up and calm fussy babies, potentially alienating mothers who may already feel inadequate or have traumatic memories tied to unmet childhood needs. Wiley coaches these home visitors to put a supportive arm around the mom, letting her hold the baby while the staff member says: "When I'm not here, I want you to remember that I'm with you. My arm is around you. You can do it."

Several of Wiley's assignments come from the Illinois Children's Mental Health Partnership, an agency the state created in 2003 after a task force found a profound need for more attention to mental illness among youth. A decade later, the national scope of that need was underlined by a Centers for Disease Control report that up to 20 percent of children ages 3 to 17 had a diagnosable mental health condition, but only 4 percent of all children were receiving treatment.

The partnership receives \$200,000 a year in state money to provide early childhood mental health consultation free to any agency that requests it, as capacity allows, along with \$270,000 in federal funds to consult in home visitation programs. The partnership says last fiscal year it provided consultation to 59 programs and assisted 139 home visitors and supervisors reaching 1,490 families. A little money goes a long way. But with resources few and needs great, the work is not heavily promoted, and many who could benefit don't know it exists.

Regina Le Flore, who owns a Montessori day care and preschool in the western

Chicago suburb of Lyons, said she wishes her teachers had more training to assist children who develop behavior problems like hitting and biting. Every year, once or twice, she has to call up parents to tell them the school is having trouble handling their child. Naturally, the parents become angry, defensive and distraught, and usually end up withdrawing from the program. A consultant like Wiley would recommend avoiding accusations that can make a parent feel like a failure, and instead frame a conversation around how they can work together to keep a child safe.

If the consultation approach is going to spread, proponents say it's necessary to standardize and monitor quality. There is also a need to build a workforce with skills and knowledge in mental health, child development, cultural awareness, family dynamics and trauma. The biggest barrier, researchers say, is simply the shortage of government funding.

Wiley, an Illinois native who lives 60 miles south of Chicago, has more than a decade of experience, which makes her one of the most seasoned consultants in the state. She says her greatest asset is curiosity, a trait she tries to get her clients to adopt in their interactions with families.

When she helped Danny's teacher look beyond her assumptions and listen to his mother, the situation shifted. Together, teacher and mother worked to find a classmate he could play with quietly, adjust activities when he couldn't focus, and ease the difficulty of saying goodbye when his mother dropped him off each morning. (Before, she would sneak away because it was too painful watching him cry, scream and hit the staff member taking him from her.) Through this process, tackling each problem one by one, supportive adults allowed Danny to remain in school and learn.

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Sara Neufeld is a contributing editor for [The Hechinger Report](#), a nonprofit, independent news organization focused on inequality and innovation in

education.

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Impacts of Early Childhood Exposure to Violence in Oakland, CA: Research Base
Prepared by Safe Passages, Oakland, CA

*On a sunny afternoon, shots rang out at 1:30 in the heart of the Havenscourt
 Community of East Oakland, California.
 As the gun men sped away, three year old Carlos Nava
 bled out into the street next to the tricycle he rode just moments before along side his
 family who had gone out for pizza that afternoon.
 His parents helplessly watched their child die in the community
 they called home. No child deserves a trajectory that ends at age three.*

California Data

Oakland's 0-5 year old population comprises approximately 30% of Oakland's youth (ages 0 to 19 years of age), with over 80% comprising Black, Latino, Asian, American Indian, and Native Hawaiian.ⁱ With increased unemployment and decreased wealth due to collapse of housing prices, poverty has risen in Oakland: 32.7 percent of all children under the age of 18 in Oakland live in poverty, increasing over 30% in just three years.ⁱⁱ

In 2012, Oakland ranked highly in California for more categories of crimes, and violent crime, including murder, assault, and rape from two to five times the U.S. national average.ⁱⁱⁱ Historically, most murders have occurred in West Oakland and the flatlands of East Oakland between Interstate Highways 580 and 880.^{iv} Between 2011 and August 2013, approximately 20% (4 out of 21) of children (under the age of 18) murdered were under the age of 5.^v These included Drew Jackson, 16 months old; Hiram Lawrence Jr., 23 months old; Carlos Nava, 3 years old; and Gabriel Martinez, 5 years old.

The City of Oakland's Stressor Report on community policing beats ranks Oakland's 57 beats based on 12 social, economic, crime and other such indicators to determine allocation of resources. Indicators include youth arrests, adult arrests, domestic violence incidences, shootings and homicides, burglaries, other violent crime, youth incarceration rate, youth probation rate, adult probation rate, food stamp recipients, and OUSD behavioral indicators (including chronic absence and violent suspension rates). As demonstrated in Appendix A, 80% (or 4 of 5) of Oakland's early head start centers are located in police beats (2X, 8X, and 23X) with 2 or more indicators, each ranking in the top ten with the highest incidences. 71% (or 17 of 24) of Oakland's head start centers and 50% (or 15 out of 30) of Oakland's early childhood development centers are located in police beats (head start centers: 2X, 5Y, 7X, 19X, 20X, 26Y, 30X, 30Y, 31Y, 33X, and 34X; early childhood development centers: 2X, 4X, 6X, 19X, 20X, 26Y, 30X, 33X, 31Y, and 35X) with 3 or more indicators.

National Trends^{vi}

In 2011, nearly one-half (44%) of children ages 2 to 5 compared to 13% of children ages 0 to 1 were physically assaulted within the previous year. 15% of children ages 2 to 5 compared to 8% of children ages 0 to 1 had witnessed violence in their homes, schools,

and communities^{vii} in the past year. 10% of children 2 to 5 compared to 6% of children 0 to 1 suffered some form of maltreatment in the past year; approximately 1 in 14 children ages 0 to 5 (7%) saw one family member assault another in the past year.

Impact of Violence on Young Children

An experience of violence can lead to lasting physical, mental, and emotional harm, whether the child is a direct victim or a witness. Children who are exposed to violence are more likely to suffer from attachment problems, regressive behavior, anxiety, and depression, and to have aggression and conduct problems. Other health-related problems, as well as academic and cognitive problems, delinquency, and involvement in the child welfare and juvenile and criminal justice systems, are also associated with experiences of violence.^{viiiixx} Even community violence that children do not directly witness has been shown to affect negatively children's attentional abilities^{xi} and cognitive performance.^{xii}

Impact of Violence on Brain Development

One mechanism through which early, chronic exposure to violence affects children is by disrupting the developing brain. Specific brain structures (amygdala, hippocampus, prefrontal cortex) are adversely affected by stress. Executive functions (such as planning, memory, focusing attention, impulse control, and using new information to make decisions) can become impaired. Moreover, children who have had chronic exposure to real or perceived threats may become conditioned to react with fear and anxiety to a broad range of circumstances. Their diminished capacity to differentiate between genuine threats and objectively safe or neutral situations can impair their ability to learn and interact with others, and may lead to serious anxiety disorders. Unfortunately, while fear learning happens early in life, with emotional memories that are powerful and persistent, *unlearning* fears depends upon brain maturation that happens only later, and requires active work and evidence-based treatment.^{xiii}

Children exposed to violence are more likely than those not experiencing violence to become victims or perpetrators of future violence --fueling the cycle and negative impact of violence throughout their lives.^{xivxv}

Effects of Trauma Exposure

Evidence from neurobiological, psychological, and epidemiological research demonstrates that exposure to childhood maltreatment and other traumas have a strong negative impact on a child's brain development, mental and physical health, cognitive development, and emotional and behavioral functioning.^{xvi} One message that is consistent throughout the literature is that the effect of trauma exposure is cumulative—the more types of traumas experienced by a child, the greater the risk to that child's development.^{xvii} Although exposure to multiple incidents of a single form of trauma (e.g., repeated incidents of sexual abuse) can certainly increase the risk of negative effects, what appears to be particularly damaging is exposure to multiple forms of trauma (e.g., a child who experiences sexual abuse, physical abuse, parental drug use, and exposure to domestic violence in the home).

Physiological Consequences

Exposure to maltreatment, trauma, and other adverse childhood experiences can damage the child’s developing brain and body in a number of ways. Traumatic exposures release stress hormones, including cortisol and adrenaline, in order to prepare the body to respond to a threat. This is often referred to as the “fight-flight-or-freeze” (FFOF) response. It is an adaptive response that directs the body’s energy resources toward escaping the threatening situation (e.g., fleeing a predator attack).^{xviii} Although this is a highly effective response for dealing with an immediate danger, our bodies are not meant to live in this stressed state for extended periods of time. The hormones released during stressful events can have cumulative, long-term damages on the body; this is particularly true for children whose bodies are still experiencing sensitive periods of growth and development.

Not all brain development occurs early in childhood—the brain continues to develop and significantly change throughout childhood and adolescence and into adulthood. As each area of the brain develops, there are critical time periods when the brain region is forming mass and creating connections. During these critical time periods, the impact of maltreatment or other trauma may be particularly damaging to the child’s developing brain. Maltreatment and other adverse childhood experiences have been found to result in very predictable changes to the traumatized child’s brain and body, which in turn cause predictable cognitive and behavioral traits in that child.^{xix} In a sense, the child’s developing brain is being adapted and wired to help the child survive in a traumatic and stress-filled environment.

For example, the hippocampal area of the brain appears to be particularly vulnerable to damage during the first several years of a child’s life. This area of the brain is involved with controlling emotional reactions and constructing verbal memory (memory for words and verbal items) and spatial memory (memory for information about one’s environment and its spatial orientation). The hippocampus is also involved with the inhibition of risky behaviors. If a child is exposed to traumas that damage brain development in this area, he or she may be more emotionally reactive, have difficulty regulating behaviors, and have problems with verbal and spatial memory.^{xx}

The corpus callosum is also vulnerable to damage in early childhood, particularly during infancy. This brain structure integrates the right and left hemispheres of the brain. Damage to this area may lead to language delays and difficulties with tasks that require the integration of both hemispheres of the brain (e.g., the integration of language and math skills).^{xxi} This stress-induced damage can disrupt children’s normal development and lead to emotional, cognitive, and behavioral issues.^{xxii}

Behavioral, Health, Mental Health, and Cognitive Consequences

One of the most important early studies on the prevalence and impact of trauma exposure is the Adverse Childhood Experiences (ACE) Study, an epidemiological research project conducted by Kaiser Permanente and the Centers for Disease Control and Prevention (CDC).^{xxiii} The purpose of the ACE study was to examine the impact of childhood trauma exposure on adult health risk behaviors and diseases. Participants were surveyed, as part of a standardized medical evaluation, regarding their exposure to certain adverse

childhood experiences.^{xxiv} The researchers inquired about the participants' health-related behaviors and health problems that are related to the leading causes of mortality and morbidity (e.g., smoking, drug use, depressed mood, high number of sexual partners), and disease conditions that are among the leading causes of mortality in the United States (e.g., heart disease, stroke, chronic bronchitis).

The study found that 68 percent of participants reported experiencing one or more types of adverse events; the most frequent were physical abuse, exposure to parental substance abuse, parental separation, and sexual abuse. Of those participants who reported having adverse childhood experiences, the majority (87 percent) reported experiencing two or more; approximately one out of six reported having four or more types of adverse experiences.

The relationship between exposure to multiple adverse experiences and health outcomes was quite striking. Specifically, the more categories of ACEs experienced, the greater the negative impact on physical, mental, and behavioral health outcomes. For example, in comparison to those with no adverse childhood experiences, those who had experienced four or more ACEs were twice as likely to be smokers, twelve times more likely to have attempted suicide, seven times more likely to be alcoholic, and ten times more likely to have injected street drugs.

Impact of Trauma on Academic and Behavioral Functioning in Schools

Research has established a strong connection between exposure to adverse childhood experiences and a number of negative school-related outcomes, including academic problems, behavioral issues (e.g., fighting in school, substance abuse, cigarette smoking), emotional problems, and truancy. Furthermore, youth who are failing academically, experiencing behavior problems in school, suffering from mental health issues or substance abuse problems, and engaging in risky behaviors are considerably more likely to become involved with the juvenile and criminal justice system.

In one recent study conducted at the Bayview Child Health Center in San Francisco, researchers examined the case files of 701 children who had received services at the center. Results revealed that 67 percent of the children had experienced one or more ACEs. Twelve percent of children had been exposed to four or more ACEs. Of those children who experienced none of the ACEs, very few (3 percent) presented with learning or behavioral problems in school. The rates of learning or behavior problems increased with the number of ACEs experienced. For those children who experienced four or more ACEs, the odds of having a learning or behavioral problem were 32 times as high as children who had no ACEs.^{xxv}

Another study conducted in Washington State asked two ACE-related questions to a sample of 8th, 10th, and 12th grade students as part of a statewide student health survey.^{xxvi} These questions inquired as to whether the youth respondents had been physically abused (“Have you ever been physically abused?”) or witnessed violence between adults (“Have you witnessed adult-to-adult violence more than once?”). Forty-two percent of the students reported experiencing one or both of the adverse experiences.

(Twenty- nine percent experienced one of these factors and 13 percent experienced both.) Exposure to one or both of these factors was associated with school, behavioral, and health problems. For example, 46 percent of youth who experienced both adverse experiences had problems with fighting, compared to only 17 percent of youth reporting no adverse experiences. Exposure to adverse experiences increased the risk of depression, suicidal ideation, failing grades, alcohol use, binge drinking, cigarette smoking, and marijuana use. Exposure to one or both adverse experience factors was also associated with long-term emotional or learning disabilities. Many of these risk factors and behaviors may lead youth to experience disciplinary issues in school and increase the risk for involvement in the juvenile and criminal justice system.

Another recent study on the impact of adverse experiences in elementary school children in Washington State found that youth who were exposed to multiple adverse events (e.g., referral to Child Protective Services, exposure to family violence, residential instability) were more likely to present with health and school attendance problems, behavior problems in school, and academic failure. In fact, exposure to adverse events was the strongest predictor for health, attendance, and behavior problems and the second strongest predictor (after special education status) for academic failure.^{xxviixxviii}

Cost of No Intervention

When the futures of millions of children are jeopardized, health care, social services, law enforcement, education, and other public systems bear the brunt of the failure to prevent this epidemic; and the costs are astronomical. A 2012 study by the Center on Disease Control found that total lifetime estimated financial costs associated with just one year of confirmed cases of child maltreatment (physical abuse, sexual abuse, psychological abuse, or neglect) is approximately \$124 billion.^{xxix}

Rate of Return on Early Childhood Investment

Dr. James J. Heckman's^{xxx} ground-breaking work with a consortium of economists, psychologists, statisticians and neuroscientists shows that early childhood development directly influences economic, health and social outcomes for individuals and society. Dr. Heckman's work confirms that adverse early environments create deficits in skills and abilities, as discussed above, that drive down productivity and increase social costs—thereby adding to financial deficits borne by the public.

Specifically, Dr. Heckman's work demonstrates:

- Early childhood development drives success in school and life.
- Investing in early childhood education for at-risk children is an effective strategy for reducing social costs.
- Investing in early childhood education is a cost-effective strategy for promoting economic growth.

The U.S.'s economic future depends on providing the tools for upward mobility and building a highly educated, skilled workforce. Early childhood education is the most efficient way to accomplish these goals. Heckman's analysis of the Perry Preschool program shows a 7% to 10% per year return on investment based on increased school and

career achievement as well as reduced costs in remedial education, health and criminal justice system expenditures. It is very likely that many other early childhood programs are equally effective. Analysts of the Chicago Child– Parent Center study estimated \$48,000 in benefits to the public per child from a half-day public preschool for at-risk children. Participants at age 20 were estimated to be more likely to have finished high school—and were less likely to have been held back, need remedial help or have been arrested. The estimated return on investment was \$7 for every dollar invested.^{xxxii}

What Works

The following interventions have been proven to be effective in preventing and reducing young children’s exposure to violence and its negative impact on physical, mental, and behavioral health outcomes.

- Home visiting for first-time mothers, and comprehensive early education and family support have been shown to be effective in reducing the incidence of child abuse and neglect.^{xxxii}
- A number of universal school-based programs have been shown to be effective in preventing or reducing violence among school-aged youth.^{xxxiii}
- Recommended public health approaches to the treatment of children exposed to violence include specific training for professionals working with families experiencing trauma; developmentally appropriate interventions for children in programs addressing domestic violence; and programs that address the emotional needs of children living under circumstances where they are likely to experience violence (e.g., poverty, domestic violence, substance abuse, neighborhood violence).^{xxxiv}
- Cognitive-behavioral therapy has demonstrated effectiveness in reducing anxiety and fear.^{xxxv}

ⁱ <http://www.ofcy.org/assets/Uploads/Strategic-Plan/OFCY-Youth-Indicator-Report.03162012.pdf>

ⁱⁱ <http://www.ofcy.org/assets/Uploads/Strategic-Plan/OFCY-Youth-Indicator-Report.03162012.pdf>

ⁱⁱⁱ <http://www.cityrating.com/crime-statistics/california/oakland.html>

^{iv} <http://oakland.crimespotting.org/#zoom=14&dtstart=2008-07-30T20:35:28-07:00&lat=37.806&dtend=2008-08-06T20:35:28-07:00&lon=-122.270&types=AA,Mu,Ro,SA,DP,Na,AI,Pr,Th,VT,Va,Bu,Ar&hours=0-23>

^v http://www.mercurynews.com/breaking-news/ci_23816992/caught-crossfire-21-children-have-died-shootings-since

^{vi} Data in this section comes primarily from the 2011 National Survey of Children’s Exposure to Violence (NatSCEV), the first nationally representative survey on these topics. Youth ages ten and older were interviewed directly; for children younger than 10, interviews were conducted with their adult caregivers. The survey’s sponsors believe the data likely understate children’s actual exposure to violence, because they rely on family members to report incidents, some of which may be undisclosed, minimized, or not recalled.^{vi}

^{vii} Witness of violence includes witness of family or community assault, exposure to war, and exposure to shooting.

^{viii} Margolin, G., & Elana B. G., (2004) Children's exposure to violence in the family and community. *Current Directions in Psychological Science*, 13, (4), 152-155. Retrieved from <http://www.jstor.org/stable/pdfplus/20182938.pdf>.

^{ix} Finkelhor, et al. (2009). Op. cit.

^x Duke, N. N., Pettingell, S. L., McMorris, B. J., and Borowsky, I. W. (2010). Adolescent violence perpetration: Associations with multiple types of adverse childhood experiences. *Pediatrics*, 124 (4), e778-e786.

^{xi} Sharkey, P. T., Tirado-Shaver, N., Papachristos, A. V., & Raver, C. C. (2012). *American Journal of Public Health*, 102(12), 2287-2293.

^{xii} Sharkey, P. (2010). The acute effect of local homicides on children’s cognitive performance. *PNAS*, 107(26), 11733-11738.

^{xiii} National Scientific Council on the Developing Child (2010). Persistent fear and anxiety can affect young children's learning and development: *Working paper No. 9*. Retrieved from www.developingchild.net.

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- ^{xiv} Margolin and Elana. Op. cit.
- ^{xv} Finkelhor, et al. (2009) Op. cit.
- ^{xvi} Washington State Family Policy Council. Online Training: ACE Course: Reducing Adverse Childhood Experiences.
- ^{xvii} National Council of Juvenile and Family Court Judges, *Ten Things Every Juvenile Court Judge Should Know About Trauma and Delinquency* (2010), www.ncjfcj.org/sites/default/files/trauma%20bulletin_1.pdf
- ^{xviii} Washington State Family Policy Council. Online Training: ACE Course: Reducing Adverse Childhood Experiences.
- ^{xix} Washington State Family Policy Council. Online Training: ACE Course: Reducing Adverse Childhood Experiences.
- ^{xx} Washington State Family Policy Council. Online Training: ACE Course: Reducing Adverse Childhood Experiences.
- ^{xxi} Substance Abuse and Mental Health Services Association (SAMHSA), “The Adverse Childhood Experiences Study” (undated), <http://captus.samhsa.gov/prevention-practice/targeted-prevention/adverse-childhood-experiences/1>
- ^{xxii} Washington State Family Policy Council, Adverse Experiences and Academic, Social and Health Impact. Fact Sheet: *Preliminary Findings About the Relationship Between Two Kinds of Adverse Experiences (AES) & Academic, Behavioral, and Physical Health Among Youth in Washington State & the Promising Effects of Higher Community Capacity* (June 2010).
- ^{xxiii} V. J. Felitti, R. F. Anda, D. Nordenberg, D. F. Williamson, A. M. Spitz, V. Edwards, M. P. Koss & J. S. Marks “Relationship of Childhood Abuse and Household Dysfunction to Many of the Leading Causes of Death in Adults: The Adverse Childhood Experiences (ACE) Study” (1998) *American Journal of Preventative Medicine*, 14(4) 245–258, www.acestudy.org/yahoo_site_admin/assets/docs/PIIS0749379798000178.127132450.pdf
- ^{xxiv} http://acestudy.org/yahoo_site_admin/assets/docs/ACE_Calculator-English.127143712.pdf
- ^{xxv} N. J. Burke, J. L. Hellman, B. G. Scott, C. F. Weems & V. G. Carrion “The Impact of Adverse Childhood Experiences on an Urban Pediatric Population” (2011) *Child Abuse & Neglect* 35(6) 408–413.
- ^{xxvi} Washington State Family Policy Council, Adverse Experiences and Academic, Social and Health Impact. Fact Sheet: *Preliminary Findings About the Relationship Between Two Kinds of Adverse Experiences (AES) & Academic, Behavioral, and Physical Health Among Youth in Washington State & the Promising Effects of Higher Community Capacity* (June 2010).
- ^{xxvii} C. Blodgett “Adopting ACEs Screening and Assessment in Child Serving Systems” (Working Paper, 2012). Washington State University, <http://tinyurl.com/kuprokw>
- ^{xxviii} It is important to note that this line of research on adverse experiences focuses on a particular subset of potentially traumatic events, and does not include other factors that may also negatively impact children’s development (e.g., poverty, community violence, homelessness). It is likely that children who experience multiple ACEs are also exposed to these additional detrimental factors, which would further increase the likelihood of negative developmental outcomes.
- ^{xxix} http://www.cdc.gov/media/releases/2012/p0201_child_abuse.html
- ^{xxx} the Henry Schultz Distinguished Service Professor of Economics at The University of Chicago, a Nobel Laureate in Economics and an expert in the economics of human development
- ^{xxxi} National Institute for Early Childhood Education Research.
- ^{xxxii} <http://www.childtrends.org/?indicators=child-maltreatment>
- ^{xxxiii} <http://www.cdc.gov/epo/communityguide.htm>
- ^{xxxiv} <http://developingchild.harvard.edu>
- ^{xxxv} <http://developingchild.harvard.edu>



AGENDA REPORT

TO: SSOC

FROM: Teresa Deloach Reed

SUBJECT: OFD Spending Plan Approvals

DATE: August 24, 2015

City Administrator
Approval

Date

COUNCIL DISTRICT: City-Wide

BACKGROUND

In 2004, voters approved funding to augment basic police and fire services and funded violence prevention and intervention programs. The 2014 Oakland Public Safety and Services Violence Prevention Act as it relates to the Oakland Fire Department provides for:

- Maintaining a well-equipped and appropriately staffed fire department is a necessary component to public safety including the critical paramedic services and other first responder needs related to acts of violence; and
- Improving fire emergency 911 response times.

In the report dated June 22, 2015, staff outlined the spending plans for the Oakland Fire Department, the Oakland Police Department, the City Administrator's Office, and the Controller's Bureau. A July 8, 2015 Supplemental Report was prepared for the Fire Department to articulate a spending that aligned Measure Z funding with the Fiscal Years 2015-17 budget adopted by Council which funds sworn backfill coverage.

The replacement spending plan was presented to the Safety and Services Oversight Commission (SSOC) at the July 27th meeting. At this meeting, the Commission requested the Fire Department provide statistics on responses to calls associated with violence and the department's goals.

ANALYSIS

Measure Z provides continued funding of the Fire Department to maintain adequate personnel resources to respond to fire and medical emergencies including, but not limited to, response to homicides and gun-related violence and investigate fire causes.

The modified spending plan aligns with the adopted budget funding of sworn backfill coverage to maintain adequate staffing for the above stated purposes. Funds may also be used to improve fire emergency 911 response times.

Operational Staffing

The Field Operations Bureau is organized as follows (staffing matrix attached):

3 Battalions;
24 Fire Stations;
1 Aircraft Rescue Fire Station (Airport);
24 Engine Companies; and
7 Truck Companies.

- All engine companies provide advanced life support services, in addition to Truck 1 and Truck 3.
- Aircraft Rescue firefighting response requires six aircraft rescue firefighting trained personnel per Federal Aviation Administration requirement.
- Hazardous Materials Response Team requires six hazardous materials technician or specialist level trained personnel.
- Specialized Rescue Team requires five rescue specialist trained personnel.
- Water Rescue Team requires four swift water rescue trained personnel.

Arson Investigations

There are three (3) arson investigators within the Department, one assigned to each shift. The information below represents investigations conducted by calendar year.

Incident Type	2012	2013	2014
Residential Fires	410	352	341
Fires involving a structure that is not residential	133	113	114
Other fires: vehicle, brush or grass, and rubbish.	676	750	1009
Confined fires (e.g., cooking fires confined to cooking vessel, or chimney fire that did not spread beyond chimney, or confined trash fires)	543	465	455
Unconfined Fires	0	0	0
Intentionally set fires in a structure	24	0	27
Intentionally set fire in a vehicle	17	41	8

Below is a summary of all Fire Department incidents for the last three (3) fiscal years including violence related medical response calls:

Fiscal Year	Type of Response	Number of Responses
2012-13	Fire	2550
	Medical-Assault*	3449
	Medical-Stabbing*	228
	Medical-Gunshot*	630
	Medical-All Other	38668
	Other Incidents	6802
	FY Total	52327
	<i>Violence Related Total</i>	<i>4307*</i>
2013-14	Fire	2910
	Medical-Assault*	3658
	Medical-Stabbing*	237
	Medical-Gunshot*	505
	Medical-All Other	40369
	Other Incidents	7465
	FY Total	55144
	<i>Violence Related Total</i>	<i>4400*</i>
2014-15	Fire	2718
	Medical-Assault*	4019
	Medical-Stabbing*	225
	Medical-Gunshot*	479
	Medical-All Other	43370
	Other Incidents	7602
	FY Total	58413
	<i>Violence Related Total</i>	<i>4723*</i>

Operational Goals

Measure Z funds will support the Department's efforts to achieve its operation goals, which are to:

- Maintain staffing levels to meet emergency response requirements as well as provisions of MOU between the city and local 55;
- Deliver high quality services when responding to emergency calls within 7 minutes, 90 percent of the time from when Fire Dispatch first receives the call to arrival on-scene;
- Create 911 records in the Fire Dispatch record system for the annual call volume of 60,000 emergency calls;
- Effectively manage vegetation in wildfire assessment district to improve safety and defensibility;
- Provide commercial inspection service to maintain integrity of building stock and to better protect residents;
- Participate in training exercises and regional drills to hone skills and be aware of best practices in the profession; and
- Improved district familiarization with the fire companies so they know the best routes/alternate routes within their response areas.

For questions regarding this report, please contact Cynthia Perkins, Chief of Staff, at 510-238-4055.

Respectfully submitted,

_____/s/
TERESA DELOACH REED
Fire Chief

	Address	Engine	Truck	Wildland	Command	Other	Staffing
1	1603 MLK Jr. Way	Engine 1	Truck 1		Battalion 2	<i>Heavy Rescue</i>	4 – Engine 5- Truck 1 – Battalion Chief
3	1445 14th St	Engine 3	Truck 3			<i>HazMat</i>	4 – Engine 4- Truck
4	1235 International Blvd	Engine 4	Truck 2				4 – Engine 5- Truck
5	934 34th St	Engine 5					4 – Engine
6	7080 Colton Blvd	Engine 6		Patrol 6			4 – Engine
7	1006 Amito Ave	Engine 7		Patrol 7			4 – Engine
8	463 51st St	Engine 8	Truck 5				4 – Engine 4- Truck
10	172 Santa Clara Ave	Engine 10					4 – Engine
12	822 Alice St	Engine 12				<i>Water Rescue</i>	4 – Engine
13	1225 Derby Ave	Engine 13					4 – Engine
15	455 27th St	Engine 15	Truck 4				4 – Engine 5- Truck
16	3600 13th Ave	Engine 16					4 – Engine
17	3344 High St	Engine 17			Battalion 4	<i>Engine 317</i>	4 – Engine 1- Battalion Chief
18	1700 50th Ave	Engine 18	Truck 6				4 – Engine 4- Truck
19	5766 Miles Ave	Engine 19				<i>Air Van 1</i>	4 – Engine
20	1401 98th Ave	Engine 20	Truck 7		Battalion 3		4 – Engine 4- Truck 1- Battalion Chief
21	13150 Skyline Blvd	Engine 21		Patrol 21			4 – Engine
22	751 Air Cargo Way					<i>ARFF Rescue</i>	5 – ARFF 1 - Captain
23	7100 Foothill Blvd	Engine 23		Patrol 23			4 – Engine
24	5900 Shepherd Canyon Rd	Engine 24				<i>Engine 324</i>	4 – Engine
25	2795 Butters Dr	Engine 25		Patrol 25			4 – Engine
26	2611 98th Ave	Engine 26		Patrol 26		<i>OES 2832 Engine 326</i>	4 – Engine
27	8501 Pardee Dr	Engine 27					4 – Engine
28	4615 Grass Valley Rd	Engine 28		Patrol 28			4 – Engine
29	1016 66th Ave	Engine 29					4 – Engine

Bold – Advanced Life Support Apparatus
Italics – Specialized Response

TO: SAFETY & SERVICES OVERSIGHT COMMISSION (SSOC)
FROM: Chantal Cotton Gaines
SUBJECT: Third Party Evaluation Request for Proposals - Update
DATE: August 17, 2015

The Safety and Services Act requires annual evaluation is a requirement of the Safety and Services Act of 2014. The SSOC discussed at its last meeting, the background information needed for the evaluation services RFP. Staff continues to work on the materials for the RFP and would like to request two SSOC members as an ad hoc committee to work on recommendations that can be brought back at the September SSOC meeting for discussion with the full Commission and decided upon. The update at the August 24th meeting will be brief and mostly focus on getting the volunteers for the ad hoc committee.

For questions, contact Chantal Cotton Gaines at 510-238-7587.