

CITY OF OAKLAND
AGENDA REPORT

2006 JUN 27 PM 1:18

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Department of Human Services
DATE: July 11, 2006

RE: Report and Recommendations for the Use of an Estimated \$1.5 Million in Carry Forward Violence Prevention Program Funds from the Violence Prevention and Public Safety Act of 2004 from Fiscal Year 2005-2006 for Gang Prevention and Intervention Programs and a Resolution Authorizing the City Administrator to Execute an Agreement for \$147,364 between the City of Oakland and the Alameda County District Attorney's Office, for the Family Justice Center to Support Staffing Infrastructure and Materials and Supplies for Support Groups for Youth Exposed to Violence and/or have been Sexually Exploited, for the Period of July 1, 2006 through June 30, 2011

SUMMARY

On September 20, 2005, City Council requested a report from staff outlining a plan for the use of carry forward funds from fiscal year 2005-06 for Violence Prevention Programs from the Measure Y: Violence Prevention and Public Safety Act of 2004 (Measure Y:VPPSA). The Council requested that staff prepare recommendations on how to expend carry forward funds with a particular emphasis on using teen centers in Oakland as a strategy for reducing violence. The staff returned to the Public Safety Committee on April 25, 2006 with a report recommending that funds be allocated to the Youth UpRising teen center in East Oakland and the creation of two additional teen centers. The Public Safety Committee approved funds for Youth UpRising but directed staff return to the Committee with recommendations on how to allocate \$1.5 million in Measure Y:VPPSA carry forward funds to address the rising issue of gangs in Oakland. In summary, staff recommends the following:

- Gang Prevention and Intervention Parent Education and Support Groups Demonstration Grants - \$300,000 over two years
- Gang Intervention and Prevention Demonstration Grants - \$380,000 over two years
- Community Crisis Response Teams - \$800,000 over two years
- Oakland Gang Intervention and Prevention Network and Task Force - \$20,000 over two years

The report also recommends reallocating \$147,364 of unexpended funds from FY 2005-06 for support groups for youth at the Family Justice Center to staffing infrastructure at the Family Justice Center and for materials and supplies for the newly designed support groups for FY 2006-07.

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FISCAL IMPACT

Currently, there is \$1.5 million in Measure Y unexpended funds in FY 2005-06 which the staff proposes to allocate for gang prevention and intervention programs. These funds are located in the Public Safety Act of 2004 Measure Y Fund (2251), HHS Administration organization (78111), various DHS Measure Y projects - G261210, G261251, G261253, G261255, G261256, G261257, G261261, G261262, G261263, G261265, and G261267. The \$147,364 for the support groups at the Family Justice Center are located at Public Safety Act of 2004 Measure Y Fund (2251), HHS Administration organization (78111), Project Code G261268. There is no impact on the General Fund.

BACKGROUND

On June 7, 2005, City Council approved specific program recommendations for Measure Y: VPPSA funded violence prevention programs. The recommendations included allocating funds to existing violence prevention programs and allocating funds to community based organizations or public agencies through a competitive Request for Proposal (RFP) process. In FY 05-06, the first year of the collection of full revenues, approximately \$2.3 million was contracted immediately for key programs such as the Second Step Curriculum in the Oakland Unified School District. Nine (9) other program strategies were allocated through a competitive Request for Proposal (RFP) process which was developed and implemented during FY 05-06. The recommendations from this RFP were approved by City Council on May 2, 2006. The successful RFP applicants for Measure Y: VPPSA began their contracts on July 1, 2006. The funding for the contracts starting July 1, 2006 will be available from FY 06-07, thus leaving \$4.4 million in revenues collected in FY 05-06 available for re-programming. The Council requested that staff come forward with recommendations on how to expend carry forward funds with a particular interest in looking at teen centers in Oakland as a strategy for reducing violence. The staff returned to the Public Safety Committee on April 25, 2006 with a report recommending the following:

- Teen Centers - \$3,000,000 (including Youth UpRising funds of \$1.5M over 5years)
- Capital Costs for Sexually Exploited Minors Safe House - \$225,000
- Gap funding for the Family Violence Intervention Unit for FY 05-06 - \$190,000
- Grantee Data Base Development, Strategic Planning and Technical Assistance - \$150,000
- Reserve Fund - \$845,718

The Public Safety Committee approved all of the above recommendations except the amount going to support Youth UpRising in East Oakland was increased from \$1 million to \$1.5 million in carry forward funds for five years. The Public Safety Committee decided funding two new teen centers would create an unsustainable infrastructure. Therefore, the Committee requested staff to return to the Committee to recommend how to allocate \$1.5 million in carry forward funds to programs that will stem the growing tide of gang related violence in Oakland, particularly interest in parent education programs (this was prompted, in part, by to a report

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delivered to the Public Safety Committee on April 11, 2006 by the Oakland Police Department highlighting the growing gang problem in Oakland).

This report outlines staff recommendations to allocate funds to support gang intervention and prevention programs. In addition, this report identifies an additional \$147,364 in funds allocated to the Family Justice Center for youth support groups that was not expended in FY 2005-06. Staff recommends these funds be carried forward for the Family Justice Center (FJC) to provide materials for the support groups that will begin in FY 2006-07 and be used to enhance the salary of the FJC Program Manager.

KEY ISSUES

The availability of carry forward funds in FY 2005-06 provides City Council with an opportunity to make strategic investments in violence prevention efforts, particularly one-time or finite investments, which are not as easily made within the general, on-going funding stream. This includes responding to emerging youth violence trends. The growing level of gang related violence in Central and East Oakland is one such emerging trend.

The Public Safety Committee received a report from the Oakland Police Department (OPD) on April 11, 2006 outlining the gang problem in Oakland. The report noted that the number of active street gangs increased from two to four over the last 18 months and estimated that the total number of gang members in Oakland is 1,000 – 1,500. The OPD report also attributed 38% of homicides in 2006 to gang violence and the number of gang related shootings is expected to *double this year*.

OPD supplied additional information on Oakland gangs to the City of Oakland, Department of Human Services to assist in the development of gang prevention and intervention programs. OPD approximated that the location of the majority of gang activity in Oakland occurs in East Oakland, specifically the several blocks above and below International Boulevard. Additional *gang activity is occurring along the Fruitvale Avenue and Seminary Avenue corridors and there is increasing gang activity along Foothill Boulevard and Bancroft Avenue*. OPD uses the State of California recognized definition of “criminal street gang” to label crimes as gang related. The definition used by OPD from the State of California Penal Code Sections 186.20-186.22 is:

“any ongoing organization, association, or group of three or more persons, whether formal or informal, having as one of its primary activities the commission of one or more criminal acts (listed in another section of the code), having a common name or common identifying sign or symbol, and whose members individually or collectively engage in or have engaged in a pattern of criminal gang activity.”

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OPD attributes most of the violent gang activity in Oakland to Latino street gangs, such as the Nortenos and Surenos. The Department of Human Services also contacted community based organizations that work with youth and local community leaders to receive their input on the gang problem in Oakland (See Attachment A-for the list of key contacts). Many confirmed that the number of youth involved in gang activity in Oakland has increased over the past two years. While most community members felt there were still issues related to turf among some African American youth and that there are also active Asian gangs, these problems are not increasing as noticeably as it is in the Latino youth population.

The U.S. Department of Justice, Office of Juvenile Justice, Delinquency and Prevention (OJJDP) best practices guide emphasizes that the most important first step in developing an effective gang strategy is the ability for a city or community to agree that there is a gang problem, where the gang problem exists and how to define who is a “gang involved youth” in their city or community. In the past, Oakland has largely escaped the major gang problems experienced by other California cities such as Los Angeles and San Jose. Therefore, many youth, community groups and citizens are not in agreement on the extent of the gang problem in Oakland or who should be included in the definition of a “gang involved youth.”

There is work to be done in Oakland in gaining consensus from the community about the gang problem and the best ways to address it in our City. Fortunately, there is an opportunity through the carry forward funds available from Measure Y:VPPSA to bring those interested in decreasing violence in Oakland together around the issues of gangs. The Department of Human Services will lead this effort through community forums and developing a network for providers who work with gang involved youth in Oakland. In addition, the National Council on Crime and Delinquency (NCCD) and the National League of Cities have received a grant from the California Wellness Foundation to bring together five leaders from Oakland (including the Mayor and law enforcement officials) with leaders from nine other California cities in an initiative called the Inter-City Gang Prevention Network: A Ten City Initiative to share best practices related to gang violence. This is another opportunity to implement an effective gang intervention and prevention strategy.

While there is a need to ensure there is consensus on the gang issue and to determine the best types of programs to address the issue in Oakland, there are data from OPD that indicates violence related to gang involved youth is growing in the city. Therefore, there must be an effort to address the issue before it escalates further. Staff recommends issuing the following Requests for Proposals (RFP) for gang intervention and prevention programs as demonstration projects that will be contracted out for one year with a one year option to renew. These demonstration projects will be targeted in neighborhoods most affected by gang violence and will use elements of programs that have been effective in other cities. Limiting their duration to one year with a one year option to renew will enable City Council to review their success to determine if they are in fact addressing gang violence appropriately. It is important to emphasize that the \$1.5 million in carry forward funds are one time funds. After the two year demonstration projects are over, there is not a guaranteed funding source to continue the projects if they are successful. However,

with the work being done by the Inter-City Gang Prevention Network supported by NCCD and the National League of Cities there may be opportunities to leverage additional funds for those programs that are successful. There is also over \$800,000 being held in reserve from the FY 2005-06 carry forward funds that could be dedicated to continuing successful gang intervention and prevention demonstration programs.

Gang Prevention and Intervention Parent Education and Support Groups Demonstration Grants - \$300,000

Staff recommends releasing a Request for Proposals (RFP) to support parent education and support groups for at least 80 families of elementary and middle school children and youth at high risk for future gang involvement with an emphasis on gang awareness and prevention. For the purposes of this grant, the definition of gang will be the same as the definition used by OPD (see page 3). There will be up to two contracts of \$75,000 each annually with community based organizations or non-profits for a one year contract with a one year option to renew. Successful applicants will have experience implementing parent education programs, working with children and youth at-risk for gang involvement and have a process for referring families in need to case management and support services. Curriculum for the parent education classes must be previously evaluated and linked to proven results for use with parents of at-risk youth. Services and classes must be delivered in a culturally and linguistically appropriate manner for the families served.

Priority will be given to programs serving families living in the Measure Y high priority beats with particular emphasis on serving the high priority beats where there is a large amount of gang activity according to OPD. These beats are: 20X, 23X, 21Y, 27Y, 30X, and 26Y. If approved by City Council, the RFP could be released in August with responses due back from interested applicants in early September and grants beginning in November of 2006.

Gang Intervention and Prevention Demonstration Grants - \$380,000

Staff recommends releasing an RFP to address the issue of providing youth who are gang involved and/or at high-risk for becoming gang involved with positive alternatives to gang life. Programs must use at least one of the following program models in their program design for working with at least 60 targeted youth (ages 12-25):

- Engages targeted youth in life skills activities and trainings;
- Provides targeted youth with diversion activities that are leadership-based (e.g., community organizing, political activism, volunteerism);
- Provides targeted youth with case management services and referrals to support services;
- Fosters lasting, positive relationships between targeted youth and mentors or caring adults.

There will be up to two contracts of \$95,000 each annually with community based organizations or public agencies for one year with a one year option to renew. For the purposes of this grant, the definition of gang will be the same as the definition used by OPD (see page 3). Successful applicants will have experience working with gang involved youth and prove they have a process for referring youth and their families to case management (if they are not providing it through

this grant), job training and placement programs and other support services. Services must also be delivered in a culturally and linguistically appropriate manner. Curriculum for life skills training must be previously evaluated and linked to proven results for use with at-risk youth.

Priority will be given to programs serving youth living in the Measure Y high priority beats with particular emphasis on serving the high priority beats where there is a large amount of gang activity (according to OPD). These beats are: 20X, 23X, 21Y, 27Y, 30X and 26Y. If approved by City Council, the RFP could be released in August with responses due back from interested applicants in early September and grants beginning in November of 2006.

Community Crisis Response Teams - \$400,000 per year for 2 years - \$800,000

There is a need in Oakland to provide victims, their families and friends with crisis response services after a violent crime or homicide occurs. Providing these families with services immediately will reduce retaliation and provide young victims and witnesses with positive ways to deal with the range of emotions that come from witnessing or experiencing a violent incident. Staff recommends partnering with Alameda County Health Care Services Agency (ACHCSA) to provide up to three mental health specialists to respond to the scenes of homicides and other violent crimes involving youth under the age of 30 in Oakland. ACHCSA will leverage some support for the program after implementation by establishing a method of billing Medi-Cal through Early and Periodic Screening, Diagnostic, and Treatment (EPSDT) Services for youth under the age of 22. The mental health specialists will assist victims, their friends and families in dealing with their health care needs, referrals to support services and provide any mental health assistance that is necessary. Priority will be given to crimes that occur in Measure Y High Priority Police Beats.

While the mental health specialists are an important ingredient in responding to violent incidents, providing victims, their friends and families with a local support network is crucial to reducing violent retaliations and ensuring families are supported during a time of crisis. Staff recommends the mental health specialists be paired with trained Community Liaisons (pastors and community leaders). These Community Liaisons will not be present at crime scenes but will serve as an important link to community based programs and networks that can assist families in crisis after a violent crime occurs. These Community Liaisons (up to 20 citywide) will receive intensive training and stipends for their participation in the program.

Funding for the Mental Health Specialists will go directly to ACHCSA (\$300,000 a year for two years - \$600,000). Staff recommends releasing an RFP to determine the community based organization or public agency that will provide the coordination and training of the Community Liaison Program (\$100,000 a year for two years - \$200,000). Contracts will be for one year with a one year option to renew. Eligible agencies will have experience coordinating volunteers and working with families and youth in crisis. They will also have referral processes in place for the families and youth in crisis to case management agencies and other support services. Required partners for this program will be the Oakland Police Department, ACHCSA and the Alameda County District Attorney's Office, Victims and Witness Assistance Division. If approved by

City Council, the RFP could be released in August with responses due back from interested applicants in early September and grants could begin in November of 2006.

Oakland Gang Prevention and Intervention Providers Network and the NCCD and National League of Cities Inter-City Gang Prevention Task Force - \$20,000

As stated earlier, there is a need to develop and maintain a support network for providers currently working with gang involved youth in Oakland. This widely dispersed group needs to be brought together in order to can collaborate on projects, learn about best practices, educate other providers on working with gang involved youth and develop policy recommendations on how to best address the gang issue in Oakland. Staff recommends providing an additional \$10,000 to the City of Oakland, Department of Human Services over two years for the purpose of developing and convening this network. Funds will be dedicated to supporting community forums, trainings and materials for the network. Staff is also requesting \$10,000 for the City of Oakland, Department of Human Services to participate in and support the work of the Inter-City Gang Prevention Network: a Ten City Initiative.

Support Groups for Youth Exposed to Violence and Staffing Infrastructure at the Family Justice Center - \$147,364 over five years

City Council approved \$147,364 per year for support groups for youth exposed to violence and/or are sexually exploited as part of the originally approved Measure Y:VPPSA programs. However, due to start up delays, the Family Justice Center was not able to begin these support groups until this summer. Therefore, the \$147,364 was not spent on support groups during FY 2005-06. The Family Justice Center is experiencing a challenge in finding qualified applicants for their Executive Director position. This is due in part to the limited availability of funds for the position resulting in a salary that is not competitive. Finding and retaining a qualified Executive Director will ensure the success of this important program for victims of family violence in Oakland. Therefore, staff recommends using \$25,000 a year for five years of the unspent support group funds from FY 2005-06 to increase the salary for the Family Justice Center Executive Director. These funds would allow the salary to increase from approximately \$60,000 per year to \$70,000-75,000 per year and pay for the incremental increase in fringe benefits. The remaining \$11,182 a year for two years would be used for materials and supplies for the youth exposed to violence support groups that will begin this summer.

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SUSTAINABLE OPPORTUNITES

Economic:

Providing gang intervention and prevention programs for Oakland youth will increase their economic stability by linking them to organizations that can provide them with job training and job placement.

Environmental:

No environmental impacts are expected at this time.

Social Equity:

Measure Y:VPPSA programs assist the youth in Oakland in achieving a greater degree of social equity. Creating programs that decrease gang activity and involvement will increase the likelihood that youth will complete school and avoid arrest and incarceration.

DISABILITY AND SENIOR CITIZENS ACCESS

All programs funded by Measure Y: VPPSA will be accessible to persons with disabilities.

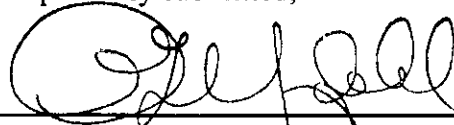
RECOMMENDATION(S) AND RATIONALE

Staff recommends that the City Council approve the use of remaining Measure Y: VPPSA funds from fiscal year 2005-06 in the amount of \$1.5 million for the purpose of implementing a Request for Proposals process to fund gang intervention and prevention programs; support to the City of Oakland, Department of Human Services to initiate a Oakland Gang Intervention and Prevention Providers Network and participation in the Inter-City Gang Prevention Task Force. Staff also recommends City Council approve a resolution to provide \$147,364 for the Family Justice Center to support staffing infrastructure and materials and supplies for support groups for youth exposed to violence and/or have been sexually exploited for five years.

ACTION REQUESTED OF THE CITY COUNCIL

That the City Council accept and approve this report and recommendations for the use of an estimated \$1.5 million in carry forward violence prevention program funds from the Violence Prevention and Public Safety Act of 2004 from fiscal year 2005-2006 for gang prevention and intervention programs and adopt the resolution authorizing the City Administrator to execute an agreement for \$147,364 between the City of Oakland and the Alameda County District Attorney's Office for the Family Justice Center to support staffing infrastructure and materials and supplies for support groups for youth exposed to violence and/or have been Sexually Exploited for the Period of July 1, 2006 through June 30, 2011.

Respectfully submitted,



ANDREA YOUNGDAHL

Director, Department of Human Services

Reviewed by:

Sara Bedford,

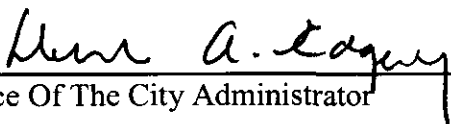
DHS Policy and Planning Manager

Prepared by:

Page Tomblin, Planner

Policy and Planning Unit

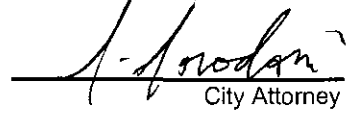
APPROVED AND FORWARDED TO THE
PUBLIC SAFETY COMMITTEE:


Office Of The City Administrator

ATTACHMENT A

Representatives from the following organizations were consulted with in regard to the gang issue in Oakland:

- Alameda County Public Health Department Men's Initiative
- Centerforce, Inc. – Project Choice Program
- City-County Neighborhood Initiative
- Community Crime Prevention Associates
- East Bay Asian Youth Center
- Eastside Arts Alliance
- Gilbert Martinez - Advocate for Gang Involved Youth
- Measure Y:VPPSA Oversight Committee
- National Council on Crime and Delinquency
- Project New Start – Alameda County Gang Intervention Program
- Unity Council


City Attorney

OFFICE OF THE CITY CLERK
OAKLAND

2006 JUN 29 PM 1:18

OAKLAND CITY COUNCIL

RESOLUTION NO. _____ C. M. S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO EXECUTE AN AGREEMENT FOR \$147,364 BETWEEN THE CITY OF OAKLAND AND THE ALAMEDA COUNTY DISTRICT ATTORNEY’S OFFICE FOR THE FAMILY JUSTICE CENTER TO SUPPORT STAFFING INFRASTRUCTURE AND MATERIALS AND SUPPLIES FOR SUPPORT GROUPS FOR YOUTH EXPOSED TO VIOLENCE AND/OR SEXUALLY EXPLOITED FOR THE PERIOD OF JULY 1, 2006 THROUGH JUNE 30, 2011

WHEREAS, City of Oakland voters passed Measure Y, the Violence Prevention and Public Safety Act of 2004, in November 2004, approving a series of taxes to support violence prevention objectives; and

WHEREAS, Measure Y resources are available and violence prevention programs were approved by City Council on June 7, 2005; and

WHEREAS, among these programs, the City approved funds to establish support groups and services for older youth who have been exposed to violence and/or have been sexually exploited; and

WHEREAS, the Family Justice Center, as an entity of the Alameda County District Attorney’s Office, did not expend the funds for support groups for youth exposed to violence and/or are sexually exploited in Fiscal Year 2005-06 due to delays in start-up; and

WHEREAS, the Family Justice Center, as an entity of the Alameda County District Attorney’s Office, has limited funds to hire and retain an experienced Executive Director to ensure this important program is efficiently and effectively managed; and

WHEREAS, the Family Justice Center, as an entity of the Alameda County District Attorney’s Office, will dedicate the \$147,364 from Fiscal Year 2005-06 to increase the salary of the Executive Director to a more competitive rate for five years and expend the remaining funds on materials and supplies for the support groups for the next two years; and

WHEREAS, the funding for these contracts is available in Fund 2251, Organization 78111, Project G261268; and

WHEREAS, the City wishes to enter into agreement with the Alameda County District Attorney's Office for \$147,364 over five years to support staff infrastructure and materials and supplies; and

WHEREAS, the City Council finds that this contract will not result in the loss of employment or salary by any person having permanent status in the civil service; now, therefore be it

RESOLVED: That the City Administrator is hereby authorized to execute an agreement with the Alameda County District Attorney's Office for \$147,364 over five years without returning to City Council contingent upon successful performance, for the purpose of providing services to at-risk youth funded by the Violence Prevention and Public Safety Act of 2004; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized to conduct all negotiations, execute and submit all documents, including but not limited to applications, agreements, amendments, modifications, payment requests and related actions which may be necessary in accordance with its basic purpose; and be it

FURTHER RESOLVED: That said agreements shall be approved as to form and legality by the Office of the City Attorney and placed on file in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20

PASSED BY THE FOLLOWING VOTE:

AYES--BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID, AND PRESIDENT DE LA FUENTE

NOES--

ABSENT--

ABSTENTION--

ATTEST:

LATONDA SIMMONS
City Clerk and Clerk of the Council
of the City of Oakland, California