

# CITY OF OAKLAND

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OFFICE OF THE CITY CLERK  
OAKLAND

## AGENDA REPORT

2011 DEC -1 PM 5: 20

TO: Office of the City Administrator  
ATTN: Deanna Santana, City Administrator  
FROM: Department of Human Services  
DATE: December 13, 2011

RE: A Report and Request for the City Council to Approve Recommendations for Funding Measure Y Violence Prevention Program Strategies and the Request for Proposal Process for the Funding Cycle For Fiscal Years 2012-15

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### SUMMARY

This report provides City Council with recommendations on funding Measure Y violence prevention program strategies and the competitive request for proposal process for the three year funding cycle for Fiscal Years 2012-15.

The Department of Human Services (DHS) is currently implementing approximately \$5.2 million in Measure Y Violence Prevention Programs in Fiscal Year 2011-2012. FY 2011-2012 is the third and final year of a three-year funding cycle for most Measure Y funded programs. This report presents recommendations, developed by DHS, in collaboration with the Mayor's Office and other public partners, for prioritizing funding strategies, and the process for allocating funds for the next three year funding cycle. A competitive Request for Proposal (RFP) process is recommended for most strategies.

### FISCAL IMPACT

The recommended new allocations shall be funded by restricted funds collected for violence prevention programs as authorized by the voter initiative Measure Y, enacted as the Violence Prevention and Public Safety Act (VPPSA) of 2004 and revised through Measure BB in 2010.

The Budget Office currently projects Measure Y revenue for Fiscal Year 2012-2013 to be an estimated \$22,541,761. Of this total, \$4,000,000 is allocated to the Fire Department; \$48,830 is allocated to the Finance and Management Agency; \$491,693 is allocated for Evaluation and Oversight managed by the City Administrator's Office; and \$11,636,551 is allocated to OPD. The remaining, \$6,364,727, is allocated to DHS. After Council approved 10% administrative costs are allocated (\$636,473), approximately \$5.73 million is available for Violence Prevention Programs.

If revenue projections change, either positively or negatively, staff recommends all allocations be adjusted by the same percentage amount.

## BACKGROUND

*Legislation* - Passed by Oakland voters on November 2, 2004, Measure Y provides approximately \$20 million every year for ten years to fund violence prevention programs, additional police officers, and fire services. Measure Y funds are generated through a parcel tax along with a parking surcharge on commercial lots. The annual allocations of the revenues are as follows:

- \$4 million per year for Oakland Fire Department (OFD) services;
- 60% of the remainder for the Oakland Police Department (OPD) services;
- 40% of the remainder for violence prevention programs administered by the Department of Human Services (DHS); and
- Up to 3% of the OPD and DHS allocations set aside for an independent evaluation.

The goal of Measure Y is to increase public safety and to dramatically reduce violence among young people. Measure Y creates a well integrated violence prevention system, with strong links among the social services, school district, police, workforce development, and criminal justice agencies. Prevention programs are designed to work together with community policing to provide a continuum of support for high risk youth and young adults most at risk for committing acts and/or becoming victims of violence.

Specifically, the legislative language states:

*“Violence Prevention Services with an emphasis on Youth and Children: Expand preventive social services provided by the City of Oakland, or by adding capacity to community-based nonprofit programs with demonstrated past success for the following activities:*

1. *Youth outreach counselors: hire and train personnel who will reach out, counsel and mentor at-risk adolescents and young adults by providing services and presenting employment opportunities.*
2. *After and in school programs for youth and children: expand existing City programs and City supported programs that provide recreational, academic tutoring and mentoring opportunities for at-risk adolescents and children during after school hours; expand truancy enforcement programs to keep kids in school.*
3. *Domestic violence and child abuse counselors: make available counselors who will team with police and the criminal justice system to assist victims of domestic violence or child prostitution and to find services that help to avoid repeat abuse situations; expand early childhood intervention programs for children exposed to violence in the home at an early age.*
4. *Offender/parolee employment training: provide parolee pre-release employment skills training and provide employers with wage incentives to hire and train young offenders or parolees.”*

City of Oakland Measure BB, a revision of Oakland's 2004 Measure Y, was on the November 2, 2010 ballot and was passed by voters in the City of Oakland. Measure BB revised Measure Y by suspending the requirement that the City maintain at least 739 police officers in order to collect funds from Measure Y.

**Measure Y Funding Cycles** - A small number of agencies were funded in the first year of Measure Y, FY 2005-06, primarily public agencies with existing City partnerships. The vast majority of violence prevention grants were awarded through two competitive Request for Proposal processes, with three year grants from FY 2006-2009 and FY 2009-12. The FY 2012-15 funding cycle will be the last for Measure Y, which sunsets in December of 2015. If Measure Y is not reauthorized, staff will then make a recommendation to Council for the last six months of funding (July -December 2015).

## KEY ISSUES AND IMPACTS

### Guiding Principles for Measure Y Resource Allocation

In addition to the legislative language of Measure Y, the following principles guided the staff's planning process for Measure Y resource allocation recommendations:

- Focusing on the highest **risk** individuals most likely to be victims or perpetrators of violence (at-risk adolescents and young adults, offender/parolees and victims of domestic violence and their young children). Recognizing that many of these youth and young adults have histories of abuse and other trauma-inducing experiences, Measure Y programs must be trauma-informed so that services can address the core issue.
- Supporting intensive interventions for these highest risk individuals. Understanding that highest risk individuals often have high needs (including basic needs such as housing, food, education), intensive and comprehensive interventions are often called for. Services must be individualized, by matching needs with appropriate interventions.
- Prioritizing resources for neighborhoods where violence is most prevalent. The RFP recommendations give priority to the police beats with the highest stressors, which historically and currently have had the highest incidence of shootings and homicides. These beats correspond with the Mayor's identified 100 blocks. *See Appendix A: Stressors Report.*
- Emphasizing coordination among public and community service systems. Recognizing that Measure Y funded agencies must work in coordination with multiple systems that impact the lives of the youth and families they serve, the RFP requires coordination and communication with public systems and Measure Y partners through informal and formal means.
- Aligning with other funding sources is important in order to maximize impact and reduce the burden on nonprofits receiving money from different funding sources. DHS staff is working with other public partners such as OUSD and Alameda County Probation, to align funding priorities as well as performance measures.

- Utilizing a data driven analysis and outcome based evaluation. DHS staff regularly analyses crime data, as well as grantee performance data, to help guide program development, to ensure a focus on highest risk individuals and to monitor program outcomes.
- Integrating family and community into service plans. Family and community members play a vital role in the growth and development of youth and young adults. The RFP requires family and community involvement where appropriate.
- Using evidence-based programs and/or best practices In order to promote successful outcomes, the RFP will prioritize programs that replicate evidence-based programs and/or utilize best practices in the field of violence prevention.
  
- The recommendations in this report focus on the primary goal of Measure Y which is to reduce violence, especially shootings and homicides. In order to maximize leveraging, these recommendations have been made in close consultation with other partners who fund violence prevention work such as Alameda County Probation and Oakland Unified School District. The recommendations also take into account and coordinate with the critical investments made across the prevention-- intervention spectrum through Oakland Fund for Children and Youth, The California Endowment's Healthy Communities Initiative, Atlantic Philanthropies and other critical funding streams.

#### Planning Process

DHS staff implemented the following steps in order to develop recommendations for the RFP:

- A comprehensive needs assessment compiling data pertinent to violence prevention was conducted to assess community needs and service gaps (*See Appendix B: Needs Assessment Executive Summary and [www.measurey.org](http://www.measurey.org) for the full report*).
- A thorough internal strategy review process - performance data and available external evaluation results were analyzed by strategy. (See [www.measurey.org](http://www.measurey.org) for available evaluation data).
- Crime data provided by OPD was analyzed to review trends in violence.
- Client focus groups with Measure Y participants and/or Measure Y eligible individuals (youth and young adult) were conducted by independent consultants in order to obtain client perspectives on program strategies and to identify potential gaps in services.
- A reentry employment provider focus group, which included Measure Y and non-Measure Y funded agencies and employers, was held in order to obtain feedback on employment strategies and to identify potential gaps in services.
- Key stakeholder input was collected from public institutions such as Alameda County Probation, Oakland Unified School District, Alameda County District Attorney, and Alameda County Health Care Services Agency.
- Additionally, information was collected from key informants and national experts on violence prevention and reentry (including Shay Bilchik, founder of the Center for Juvenile Justice Reform at Georgetown University, Larry Robbins, national workforce

development expert, and Candace Kane, Chief Operating Officer of Chicago Project for Violence Prevention).

- o Information from all of the above sources is integrated in the Program Description section of this report, which describes the recommended Request for Proposal finding process and program strategies.

## PROGRAM DESCRIPTION

*Federal and state grants have helped DHS staff to further develop Measure Y investments. Staff recommendations for the next funding cycle are not significantly different from the current strategies, except where new and emerging best practices have been incorporated (for example in reentry employment) or where maintaining federal grant investments are recommended.*

### Request for Proposal Process

Staff recommends releasing the majority of funds (86%) for the Fiscal Years 2012-15 funding cycle through a competitive Request for Proposal (RFP) process. The remaining approximately 14% is being recommended for direct allocation for programs and positions that are implemented by public institutional partners. DHS will solicit proposals from nonprofit community-based and public agencies. As required by legislation, the RFP process is designed to ensure that the Measure Y Violence Prevention program strategies are implemented by organizations that have the highest level of capacity and have a history of managing high quality programs in Oakland. As in the past, applicants will be required to demonstrate the ability to leverage an additional 20% in matching funds.

Staff is proposing an on-line application and review process, using the existing Cityspan database. Using an on-line application process will streamline the review process, as well as the subsequent contract development process for successful applicants.

A non-binding letter of intent to apply will be required by applicants in advance of a full proposal. This will allow staff to provide feedback to potential applicants and to determine the resources needed for the review process. At least one bidders' conference will be held within two weeks of the release of the RFP. Staff will also provide on-going technical assistance both on-line and in person throughout the application process.

As in prior years, review panels will consist of subject-matter experts from outside of Oakland and, where appropriate, public sector partners involved in the strategy under review. Panelists will be trained on a rating scale that closely follows the RFP guidelines and, allows for clear scores to be given to each proposal. Staff will also compile panelists' narrative comments that will form the basis of feedback for all applicants. For agencies that are current Measure Y grantees, current performance will be shared with the review panel and taken into consideration during the review process. DHS Director and staff will be responsible for making the final recommendations to City Council taking both scores and geographic distribution considerations into account.

**Proposed RFP Timeline**

Release RFP	January 9, 2012
Bidder's Conference	January 19, 2012
Letter of Intent Due	January 27, 2012
Online Submission Technical Assistance sessions	January 23/February 14, 2012
Ongoing Content Technical Assistance	January 20–February 27, 2012
Proposals Due	February 28, 2012
Review Process	March 1 – March 23, 2012
Notification of Recommendations	March 27, 2012
Appeals Due	April 2, 2012
Recommendations to Public Safety/Full Council	May 8 and 15, 2012
Contract Negotiations and Execution	June 1 – July 1, 2012
Contract Start Date	July 1, 2012

**MEASURE Y RECOMMENDED FUNDING CATEGORIES**

*Staff is recommending funding be allocated to four general strategies (See Appendix C: Summary of Measure Y 2012-15 RFP Funding Categories)*

- I. Focused Youth Services
- II. Young Adult Reentry Services
- iii. Family Violence Services
- IV. Street Outreach and Crisis/Incident Response Services

**I. FOCUSED YOUTH SERVICES**

These strategies provide services to specific populations of youth, who are most likely to be victims and/or perpetrators of violence. These populations include youth on probation, youth at schools located in the priority stressor areas, youth identified as gang-involved and commercially sexually exploited children.

This strategy and the scope of work for all of the grantees proposed below fall under Section 3.2(a) of Measure Y legislation, Youth Outreach Counselors to “hire and train personnel who will reach out, counsel and mentor at-risk adolescents ... by providing services and presenting employment.”

<b><i>FOCUSED YOUTH SERVICES-Program Strategies</i></b>	<b>Recommended Funding</b>
JJC Wraparound Case Management	\$ 900,000
Youth Employment Services	\$ 450,000
Restorative Justice Services	\$ 150,000
Gang Strategy	\$ 125,000
OUR Kids Middle School Model	\$ 200,000
<b><i>Subtotal</i></b>	<b><i>\$1,825,000</i></b>

Below is a description of the recommended program strategies within the “*Focused Youth Services*” category. All current Measure Y strategies, with the exception of the prevention-oriented Second Step Violence Curriculum, are being recommended for the next funding cycle. All OUSD school sites have already been trained on Second Step implementation, and the school district is currently considering changing the curriculum used.

**JJC Wraparound Case Management**

- ***Purpose:*** The theory of change for this strategy is that placing high risk, detained youth back in school, or another appropriate educational setting, as soon as they leave the Alameda County Juvenile Justice Center (JJC), supporting their academic success and linking them with caring adults can help decrease their criminal justice involvement and successfully reintegrate them into their communities.
- ***Key public partners:*** Oakland Unified School District (OUSD), Alameda County Probation Department, and Alameda County Health Care Services Agency (ACHCSA).
- ***Key components:***
  - o Enrollment of youth ages 12 to 18 returning to Oakland from the JJC and Camp Sweeney into an appropriate school placement. Staff recommends the continued funding of the OUSD JJC Program Manager (direct to OUSD, non-RFP) to ensure that youth are reenrolled in a timely and appropriate manner. Recent independent evaluation results have shown that placing this position at the JJC has resulted in youth being enrolled in OUSD within one day on average. In the past few years, this position has reduced the average number of days for youth to be reenrolled from eight to one day.
  - o Assignment of highest risk youth (based on Probation assessment data) returning to priority neighborhoods to a Measure Y case manager.
  - o Intensive case management support for the youth and their families, focusing on school re-engagement, academic support, and adherence to probation terms and conditions. Case ratios of 1:20, for 1 year. Service levels to be determined by risk assessment data.
  - o Specialized case management for Commercially Sexually Exploited Children (CSEC) and Gang-Involved youth.

- Close coordination between OUSD, community based case managers, Probation Officers, and ACHCSA staff at the Transition Center.
- Referrals from this strategy will be prioritized in the Youth Employment strategy.
- *Proposed Changes from current funding:*
  - As the preliminary evaluation findings confirm, the need to use a validated risk assessment to determine appropriate intervention levels is critical and will be incorporated in this cycle of funding. Probation has committed to sharing risk assessment data.
  - Include youth returning from Camp Sweeney, to allow for more pre-release planning and to ensure focus on youth most likely to benefit from an intensive intervention.
  - Integration of case management for CSEC and gang involved youth into this model. Formerly, these case management dollars were allocated separately. Integrating them into the JJC strategy will allow better coordination with the other systems including OUSD and Probation.
- *Leveraging*
  - DHS, along with Alameda County Probation and Alameda County Health Care Services Agency, has leveraged a total of \$1,125,000 in additional funding over two years from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in a Second Chance planning grant to support this project.
  - Services will also be coordinated with the OJJDP grants managed by Probation which will allow for more youth to be served.

● *Recommended Funding Amounts/Number Served*

\$80,000	Direct to OUSD	JJC Program Manager to enroll all youth returning to OUSD
\$820,000	RFP for 2-5 agencies	Case Management for 220 youth
\$900,000	<b>TOTAL</b>	

Youth Employment Services

- *Purpose:* For high risk youth served by Measure Y, education is the most important goal, yet financial constraints are real and pressing. Investing in employment opportunities for high risk youth keeps them engaged and builds strong basic work habits. After-school and summer employment helps youth acquire skills and contributes financially as well.
- *Key Public Partners:* Alameda County Probation, OUSD, Alameda County Social Services

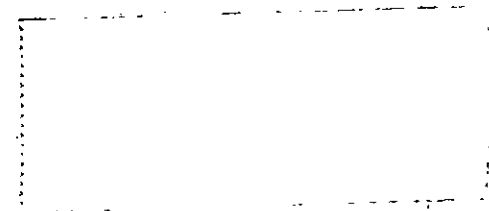


- *Key Components:*
  - Year-round subsidized employment, community service, job training/job skills structured and supervised programs for youth ages 14 to 18.
  - Youth will be paid to work after school hours on community related projects, under close supervision, to learn basic work responsibilities.
  - An incentivized education component (i.e. GED, Cyber High, etc) is required during the school year and to be offered during the summer.
  - This funding will be leveraged by California's Title IV-E Child Welfare Waiver funding of Probation employment programs, and performance measures will be shared.
  - Priority given to participants served by the JJC Wraparound strategy (if Title IV-E funding is not available) and Street Outreach clients.
  
- *Proposed Changes from current funding:*
  - Incentivizing education components, as high risk youth are often significantly behind in school credits needed to graduate high school.
  - Combining summer and after-school employment into one strategy.
  
- *Leveraging*
  - In 2011, Alameda County Social Services and Probation Departments have been able to provide both year round and summer Title 4E Waiver funding for most youth on probation. DHS is coordinating with this funding stream such that if available during the terms of the Measure Y grant and available to serve JJC Wraparound clients, then Measure Y funding will be made available to other high risk youth and young adults served by Street Outreach but who are not eligible for Title 4E Waiver services.
  
- *Recommended Funding Amounts/Number Served*

\$450,000	RFP for 1-4 agencies	Youth employment services for 130 youth
\$450,000	TOTAL	

**Restorative Justice Services**

- *Purpose:* Measure Y funded Restorative Justice services implemented at school sites will focus on reducing suspensions and expulsions.
  
- *Key Public Partners:* OUSD
  
- *Key Components:*
  - Provide intensive restorative justice training and support to at least one OUSD middle or high school in the priority stressor beats, preferably in the Mayor's identified 100 blocks.



- Focus the restorative justice program at schools to reduce suspensions and expulsions.
- Train schools personnel, street outreach staff, and other Measure Y service providers on restorative justice techniques. Train a minimum of 100 people.
- *Proposed Changes from current funding:*
  - Adding a training component for Measure Y grantees, which will build capacity among Measure Y programs and create a shared understanding of restorative justice practices that can be implemented in all Measure Y strategies.
  - Focus on stressor beats.
- *Leveraging*
  - OUSD adopted Restorative Justice (RJ) as an overarching strategy and principle. The District is making its own investments in RJ in various schools and Measure Y is working closely with OUSD to coordinate the City's investments as well.
- *Recommended Funding Amounts/Number Served*

\$150,000	RFP for 1-2 agencies	Implement restorative justice program at 1 middle or high school. Training of 100 community agency, OUSD, and Probation staff
\$150,000	<b>TOTAL</b>	

**Gang Strategy**

- *Purpose:* provide parenting education workshops and training for schools and other community centers on working with gang involved youth. Many parents as well as school personnel are unaware of the indicators of gang activity, and have requested assistance in developing techniques and strategies to work with gang-involved youth, and support them in making positive decisions for themselves.
- *Key Public Partners:* OUSD, Charter Schools, Churches, Community Centers
- *Key Components*
  - Parenting education workshops for parents of children ages 10-16 in priority areas. At least 4 classes, with at least 6 sessions each, will be held each year.
  - Training of personnel at schools in priority areas on working with gang involved youth.
- *Proposed Changes from current funding:*
  - Case management for gang-involved youth will be provided through the JJC Wraparound Strategy.



- Adding a school training component and expanding ability to partner with other faith-based and community centers.
- *Leveraging*
  - DHS applied for and received a two year \$369,309 California Gang Reduction, Intervention and Prevention (CALGRIP) grant along with OUSD Alternative Education to implement Aggression Replacement Therapy (ART), an evidence-based program, with gang involved youth.
- *Recommended Funding Amounts/Number Served*

\$125,000	RFP for 1-2 agencies	Conduct workshops for 80 parents and training for persomel at 4 schools
\$125,000	TOTAL	

**OUR Kids Middle School Model**

- *Purpose:* With the goal of reducing school-related violence and increasing pro-social behaviors of youth, the OUR KIDS program provides 520 high-risk students with psycho-social assessments, coumseling, case management, referral and follow-up, and family support services. Measure Y funds also allow the partnership to serve non-MediCal youth who otherwise would not have services. This would not be issued through the RFP. Measure Y's small contribution helps to leverage millions in other funding.
- *Key Public Partners:* Alameda County Health Care Services Agency, Safe Passages
- *Key Components:*
  - School-based assessment, case management and referrals to needed services including mental health services
  - 2 clinical case managers at middle schools in or near priority areas
- *Proposed Changes from current funding:*
  - Focus on schools in priority areas
- *Leveraging*
  - Used as match for Atlantic Philanthropies \$15M grant for full service schools.
  - Leverages EPSDT and MediCal funding.
- *Recommended Funding Amounts/Number Served*

\$200,000	Direct to AC Health Care Services, Safe Passages	2 case managers at middle schools in priority areas
\$200,000	TOTAL	

## II. YOUNG ADULT REENTRY SERVICES

These strategies provide services to youth and young adults on probation or parole that are returning or have returned to Oakland.

Both of the programs described under this strategy fall within two legislative categories. First, Project Choice falls under both Section 3.2(a), Youth Outreach Counselors including "...counsel and mentor at-risk adolescents and young adults by providing service and presenting employment opportunities..." and Section 3.2(d) of Measure Y, Offender /Parolee Employment Training since employment is a critical component of the strategy ("...provide pre-release employment skills training..."). Reentry Employment also falls under Section 3.2(d) of Measure Y, Offender/Parolee Employment Training.

<i><b>YOUNG ADULT REENTRY SERVICES</b></i> Program Strategies	<b>Recommended Funding</b>
Project Choice	\$ 300,000
Reentry Employment	\$ 1,200,000
<i><b>Subtotal</b></i>	<i><b>\$1,500,000</b></i>

Staff is recommending the Reentry Employment Specialist not be funded through Measure Y, as the RFP will require reentry programs to establish connections with local businesses, which was a major function of this position.

### Project Choice

- *Purpose:* Project Choice provides intensive support to young adults on probation and/or youth and young adults on parole returning to Oakland from incarceration in order to prepare them for employment and to prevent recidivism. Pre- and post-release intensive coaching/case management is provided along with wrap around support services.
- *Key Partners:* Alameda County Probation, Alameda County Sheriff's Office, California Department of Corrections and Rehabilitation
- *Key Components:*
  - Pre- and post-release case management for 80 youth and young adults, with a priority on individuals returning to the priority stressor beats, especially the Mayor's 100 blocks.
  - Caseloads of 1:20
  - Available to provide services to Oakland residents under the age of 30 within 120 days of release in CDCR adult or juvenile facilities or Santa Rita Jail.

- *Proposed Changes from current funding:*
  - The new RFP will also allow applicants to focus on high risk young men leaving Santa Rita Jail on probation or parole.
- *Recommended Funding Amounts/Number Served*

\$300,000	RFP for 1-2 agencies	Pre- and post-release case management for 80 young adults
<b>\$300,000</b>	<b>TOTAL</b>	

### Reentry Employment

- *Purpose:* This strategy prepares youth and young adults (under the age of 35 years) on parole or probation returning to Oakland from incarceration, with case management, employment skills and job readiness training and employment placement.
- *Key Partners:* Alameda County Probation, CDCR, State Prisons, Alameda County Sheriffs' Office.
- *Key Components:*
  - Eligible employment services to be funded:
    - ✓ Wages for transitional jobs and/or on-the-job training
    - ✓ Mentorship and case management
    - ✓ Incentives for employment retention
    - ✓ Support groups for newly employed
    - ✓ Soft and hard skills training
    - ✓ Direct job placement and retention
    - ✓ Job training and related education
  - A portion of available funding will be set aside for applicants who submit an application in partnership with private sector employers who have available jobs and have formally agreed to hire through this program.
  - A portion of the funding will be available for work crews to support neighborhood clean-up in the priority areas identified by the Mayor's violence prevention plan.
  - Applicants will be encouraged to integrate family support and education into any program proposed.
  - Priority for referrals from Street outreach and Call-in participants living in priority stressors beats.

- DHS recommends continued funding for the Outreach Developer/Call In Case Manager, through the end of the next funding cycle which is June 2015. This position is currently funded with a federal violence prevention grant through September 2013. This position has been providing intensive case management support for “call in” clients, cross agency coordination around case managed clients, and case management coaching for agencies working with highest risk youth and adults. Measure Y in partnership with Parole and Probation will work to focus supports and services (employment, restorative justice, etc) on the highest risk individuals in the priority areas, either through a Call In process or another coordinating strategy. It is essential to have City capacity to serve the individuals identified and/or to ensure they are adequately served by the various granting programs. This position provides the infrastructure necessary to coordinate that level of service. The position will work closely with street outreach.
- *Proposed Changes from current funding:*
  - Prioritizing the incorporation of education and family support within reentry employment services.
  - Ensuring some applicants has existing and committed relationships with employers who are able and ready to hire.
  - Priority given to individuals living within the high priority stressor beats, especially the Mayor’s 100 blocks.
  - The federal Community-Based Violence Prevention Demonstration grant for \$2.2 million over three years (Oct 2010-Sept 2013) from the Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) includes support for an Outreach Developer/Call-in Case Manager. The grant period is effective through September 2013. DHS staff is recommending that Measure Y funds be used to match this amount for the remaining time period (between October 2013 and December 2015) so that outreach efforts can remain at full force.

- *Recommended Funding Amounts/Number Served*

\$120,000	Direct to DHS	Outreach Developer/Call-in Case Manager
\$1,080,000	RFP for 3-6 agencies	A range of reentry employment services
\$1,200,000	TOTAL	

### III FAMILY VIOLENCE SERVICES

These strategies provide services and advocacy to address family violence, defined broadly as violence between family members, child abuse, and sexual abuse.

This strategy falls under Section 3.2(c) of Measure Y, Domestic Violence and Child Abuse Counselors including “make available counselors who will team with police...to assist victims of domestic violence and child prostitution.”

<b><i>FAMILY VIOLENCE INTERVENTION</i></b> Program Strategies	<b>Recommended Funding</b>
Family Violence Intervention Unit	\$ 500,000
Commercially Sexually Exploited Children	\$ 175,000
<b><i>Subtotal</i></b>	<b><i>\$ 675,000</i></b>

As mentioned earlier, Measure Y programs are becoming even more focused on serving those who are most at risk of being involved in violence. To that end, staff is recommending that funding for 0 to 5 mental health services, which has focused on providing classroom support to OUSD child development center and Head Start locations, be funded through other means such as Alameda County’s First Five and OFCY. Mental health services for those children ages 0 to 5 who have been affected by family violence will be incorporated into the Family Violence Intervention Unit strategy.

#### Family Violence Intervention Unit

- *Purpose:* To provide general, legal, social and emotional services for victims of domestic violence, including supporting the Oakland Police Department by taking referrals from OPD and contacting domestic violence victims.
- *Key Partners:* Alameda County District Attorney’s Office, OPD
- *Key Components:*
  - Prioritize cases within priority areas for intensive follow-up
  - Accompany OPD to the scene of a domestic violence incident
  - Advocacy services for at least 1,000 domestic violence survivors
  - Child caseworker/mental health component required
- *Proposed Changes from current funding:*
  - Incorporate mental health for children ages 0 to 5 into Family Violence Intervention Unit
  - Focus intensive follow-up cases on priority areas, rather than spreading resources thin throughout the City.

- *Recommended Funding Amounts/Number Served*

\$500,000	RFP for 1-2 agencies	Domestic Violence support for 1,000 clients
\$500,000	TOTAL	

### Commercially Sexually Exploited Children (CSEC)

- *Purpose:* To work in coordination with OPD to provide street outreach to commercially sexually exploited children, and provide a safe place for initiating services, making a connection with appropriate, caring adults and to begin the healing process.
- *Key Partners:* OPD, Alameda County District Attorney, Alameda County Probation, Alameda County Health Care Services Agency, Interagency Children Policy Council (ICPC).
- *Key Components:*
  - Street outreach to at least 400 CSECs
  - Coordination with OPD on sweeps
  - Maintain a drop-in facility to provide a safe place for initiating more comprehensive support services
- *Proposed Changes from current funding:*
  - Case management for CSEC will be provided through all locations in the JJC Wraparound Strategy
- *Recommended Funding Amounts/Number Served*

\$175,000	RFP for 1-2 agencies	Street outreach to 100 CSEC
\$175,000	TOTAL	

## **IV. STREET OUTREACH AND INCIDENT/CRISIS RESPONSE**

These strategies are designed to interrupt violence before it happens, mediate impact of violence when it does happen, and change the culture of violence.

All of the programs under this strategy fall under legislative Section 3.2(a) of Measure Y, Youth Outreach Counselors, specifically to ...”to hire and train personnel who will reach out, counsel and mentor at-risk adolescents and young adults by providing services and presenting employment opportunities.” All of these programs are also multi-disciplinary and as such encompass work in the other three legislative categories (Section 3.2 (b –d) through in-school programs, working with youth exposed to violence, and providing employment support to reentry youth and young adults.



<b><i>STREET OUTREACH AND INCIDENT RESPONSE</i></b> Program Strategies	Recommended Funding
Street Outreach	\$1,050,000
Highland Intervention	\$ 125,000
Crisis Response	\$ 300,000
Late Night in the Parks	\$ 250,000
<b><i>Subtotal</i></b>	<b><i>\$1,725,000</i></b>

The funding for two programs that are currently under this category, City County Neighborhood Initiative (CCNI) and Public Safety District support, are being recommended to be used to support the Late Night in the Parks Program. Both of these programs had community engagement as a key component, and the Late Night in the Parks Program will focus the funding on two parks within the priority areas.

Street Outreach

- ***Purpose:*** In coordination with the Oakland Police, Neighborhood Service Coordinators, and Department of Human Services, street-based outreach workers provide incident- and “hot spot”- specific outreach in high-crime areas at hours of peak need - nights and weekends. Outreach workers maintain a consistent presence in these neighborhoods and, along with case managers, create relationships with high risk youth and young adults and connect them to appropriate services and resources. Teams also work on longer range truce-negotiation and conflict mediation.
- ***Key Partners:*** OPD, Neighborhood Services Division, Alameda County Probation, CDCR.
- ***Key Components:***
  - DHS recommends the continued funding of the Violence Prevention Network Coordinator (VPNC) position that provides on-going training, support and coordination for agencies funded under the street outreach strategy. In addition, this position plays a vital role in ensuring all Measure Y program services develop a relationship with Oakland Police Department, thereby ensuring the enforcement and intervention investments under Measure Y are working together to create a safe Oakland.
  - Street Outreach to high risk youth and youth adults in identified hot spots within priority areas on Thursday-Sunday nights.
  - There will be 3 teams for West, Central and East Oakland. Each team will include 1 approximately 6 outreach workers with the ability to do conflict mediation and intensive case management.

- General street outreach to 12,000 youth and young adults carrying a message of non-violence.
  - Intensive outreach to 420 youth and young adults who fit criteria for being most at risk.
  - Case management will be provided for 180 youth and young adults, and will include referrals to employment and education.
  - Coordination of incident response with the Crisis Response and Highland Intervention strategies will be required.
  - Immediate response to high priority shootings in hot spot areas.
- *Leveraging*
    - DHS received a Community-Based Violence Prevention Demonstration grant for \$2.2 million over three years (Oct 2010-Sept 2013) from the Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP).
  - *Proposed Changes from current funding:*
    - Street outreach efforts have been doubled to current levels of 18 FTE through the OJJDP grant. The grant period is effective through September 2013. DHS staff is recommending that Measure Y funds be used to match this amount for the remaining time period (between October 2013 and December 2015) so that outreach efforts can remain at full force through the next funding cycle.
    - There will be a more intensive support focus on case management.
  - *Recommended Funding Amounts/Number Served*

\$135,000	Direct to DHS	DHS Violence Prevention Network Coordinator
\$915,000	RFP for 2-4 agencies	To conduct street outreach in West, Central and East Oakland
<b>\$1,050,000</b>	<b>TOTAL</b>	

**Highland Intervention**

- *Purpose:* Outreach, counseling and case management is provided to youth and young adult victims of shootings, with the intent of preventing retaliation and promoting positive alternatives. Services begin while the youth or young adult is in Highland Hospital, and continue out in the community.
- *Key Partners:* OPD, Alameda County Medical Center (Highland Hospital)
- *Key Components:*
  - Case management for 80 youth and young adult victims (ages 14 to 30) at Highland Hospital

- Caseload of 1:15 for 6 months
- Priority given to youth who reside in the stressor beats, especially the Mayor's 100 blocks
- Required coordination with street outreach and crisis response strategies
- *Proposed Changes from current funding:*
  - Increase the age range served from 14 to 24 to 14 to 30. The majority of shootings and homicides are committed by young adults under the age of 30 in Oakland.

• *Recommended Funding Amounts/Number Served*

\$125,000	RFP for 1-2 agencies	Case management for 80 youth and young adults
\$125,000	<b>TOTAL</b>	

Crisis Response

- *Purpose:* Outreach, counseling, support, financial assistance and mental health services are provided to family members of victims of homicides through immediate crisis response and follow-up services.
- *Key Partners:* OPD, Alameda County District Attorney's Office, Victims of Crime, OUSD, Street Outreach
- *Key Components:*
  - Crisis response for family/friends of homicide victims under 35 years of age.
  - Ability to respond after notification of homicide either at the scene or within 24 hours.
  - Coordination with Highland Intervention and Street Outreach required.
  - Close working relationship with District Attorney's Victims of Crime services and OUSD when a school is involved.
  - Ability to provide mental health counseling on a longer term basis as needed and requested by homicide families.
- *Proposed Changes from current funding:*
  - No changes proposed.

• *Recommended Funding Amounts/Number Served*

\$300,000	RFP for 1-2 agencies	Crisis response for friends and family members of 60 homicide victims
\$300,000	<b>TOTAL</b>	

Late Night Live in the Parks

- *Purpose:* The Mayor's Office is proposing a local adaptation of Los Angeles' Saturday Night Lights and GRID Programs, to be implemented either by DHS or the City Administrator's Office (and not issued through the RFP): In this strategy, highest risk communities were provided with extensive programming in local parks during the evening hours during months when crime was highest. Through the Department of Justice Community Violence Prevention Demonstration grant to DHS, a small pilot was conducted in Willie Wilkins Park on 98<sup>th</sup> Avenue during the summer of 2011. Every Friday at least 100 community members gathered in the park to play on the newly upgraded playground equipment and eat dinner together. This pilot was successful in engaging community members through activities for youth, music, and food. Additionally, police incidents in the Willie Wilkins Park area decreased by 51% during the 6 weeks that the event was held compared to the previous 2 years.
- *Key Partners:* OPD, OPR, DHS, Mayor's Office
- *Key Components:*
  - o Community engagement
  - o Late night programming for community residents within priority areas including events, food, music, children's activities.
  - o Employment for local residents at park events.
- *Proposed Changes from current funding:*
  - o This is a new strategy being proposed by the Mayor's Office.
- *Recommended Funding Amounts/Number Served*

\$250,000	Direct to the City Administrators Office or DHS	Support for two positions to implement the Late Night Live program and community engagement in two priority areas
\$250,000	TOTAL	

## Summary

In summary, for the three year funding cycle beginning in Fiscal Year 2012, staff is recommending that 86% of the funding be allocated through a competitive request for proposal process. The following are recommended for direct allocation:

- OUR Kids Middle School Model
- Late Night Live in the Parks Program
- Violence Prevention Network Coordinator (Department of Human Services)
- Outreach Developer/Call In Case Manager (Department of Human Services)
- Juvenile Justice Center (JJC) Program Manager (Oakland Unified School District)

In addition, staff is recommending the following currently funded programs not be funded in the next funding cycle:

- Second Step Violence Prevention Curriculum: All OUSD school sites have already been trained on Second Step implementation, and the school district is currently considering changing the curriculum used.
- Mental Health 0 to 5: Services for children ages 0 to 5 will be provided under the Family Violence Intervention Unit strategy
- Reentry Employment Specialist: The RFP will require reentry programs to establish connections with local businesses, which was a major function of this position.
- City County Neighborhood Initiative (CCNI): The Mayor's Late Night Live in the Parks program will incorporate the community organizing component of CCNI.
- Mayor's Public Safety District Support: The Mayor is recommending the Late Night Live in the Parks program be funded in lieu of this.

## SUSTAINABLE OPPORTUNITIES

**Economic:** Providing programs for Oakland families affected by violence will increase their economic stability by linking them to organizations that can provide support services to increase school success of young people and employment services for youth and young adults. Breaking the cycle of violence has the potential to save untold dollars in medical care, police services, incarceration costs, etc.

**Environmental:** There are no environmental opportunities at this time.

**Social Equity:** Measure Y programs assist youth and families in Oakland in achieving a greater degree of social equity by improving school performance, improving employment opportunities and providing support services.

## DISABILITY AND SENIOR CITIZEN ACCESS

All programs funded by Measure Y are accessible to persons with disabilities.

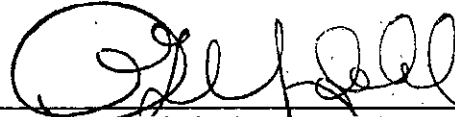
**RECOMMENDATION(S) AND RATIONALE**

Staff recommends that City Council approves the Measure Y violence prevention program strategies and the request for proposal process for funding cycle for Fiscal Years 2012-15 described in this report.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff recommends that City Council approves the Measure Y violence prevention program strategies and the request for proposal process for the funding cycle for Fiscal Years 2012-15 described in this report.

Respectfully submitted,



ANDREA YOUNGDAHL, Director  
Department of Human Services

Reviewed by: Sara Bedford, Manager

Prepared by: Priya Jagamathan, Planner

**APPENDICES:**

Appendix A – Stressors Report

Appendix B – Needs Assessment Executive Summary

Appendix C - Summary of Recommended Funding Categories

**APPROVED AND FORWARDED TO THE  
PUBLIC SAFETY COMMITTEE:**

  
Office of the City Administrator