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# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Sara Bedford  
Director, Human Services

**SUBJECT:** HSD Violence Intervention Renewals  
Fiscal Year 2018-2019

**DATE:** April 10, 2018

City Administrator Approval

Date:

*4/26/18*

## RECOMMENDATION

**Staff Recommends That The City Council Adopt A Resolution:**

- (1) Authorizing The City Administrator To Amend Grant Agreements And Fund Direct City Services For Violence Intervention Programs For A Total Estimated Amount Of \$8,563,005 For Fiscal Year 2018-2019; And Enter Into Grant Agreements To Support Violence Prevention Network Capacity-Building Efforts For Fiscal Year 2018-2019 In A Total Amount Not To Exceed \$380,000; And**
- (2) Waiving The Competitive Solicitation Process Requirements And Authorizing The City Administrator To Execute An Agreement With Cityspan Technologies, Inc. For Licensing And Hosting Of A Web-Based, Client-Level Tracking And Contract Management Database System From July 1, 2018 Through June 30, 2019, And Amend The Agreement To Renew For Two Additional Years In A Total Three-Year Contract Amount Not To Exceed \$200,000**

## EXECUTIVE SUMMARY

This report provides an overview of violence intervention programs implemented with funding from the 2014 Oakland Public Safety and Services Violence Prevention Act ("Safety and Services Act"). The Human Services Department (HSD) administers violence intervention funds through grant agreements with 26 nonprofit and public agencies, and by providing direct services within the City to individuals at highest risk for violence. This report provides detail on these services, and requests authorization to renew agreements and services for one additional year, Fiscal Year (FY) 2018-2019, bringing the total grant term to three and a half years.

This timeline allows the City to align planning processes for violence intervention services with the planning process for the new Department of Violence Prevention (DVP). HSD anticipates bringing a new spending plan informed by those processes to the Oversight Commission and City Council in fall of 2018, and releasing a new request for proposals (RFP) in winter 2018.

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**Highlights:** Grantees provided over 300,000 hours of intensive services aimed at interrupting the cycle of violence and recidivism to over 6,100 high-risk youth and young adults in 2016 and 2017. Highlights from the past two years include:

- **Outcome Evaluation:** Independent evaluation found that participating in Adult Life Coaching or Adult Employment and Education Support Services decreased short-term arrests for a violent offense, relative to a comparison group of similar individuals.<sup>1</sup>
- **Gun Violence Intervention:** Grantees conducted hospital outreach to 143 victims of violence, mediated 239 serious conflicts, temporarily relocated 52 individuals/families facing immediate, life-threatening danger, and provided support to over 95 percent of families affected by homicide in Oakland.
- **Family Violence and Commercial Sexual Exploitation Intervention:** Over 1,900 victims of family violence received crisis, legal, and wraparound support; over 440 commercially sexually exploited children (CSEC) received transitional housing, crisis response and/or life coaching support services.
- **Community Capacity Building:** Grantees received training in topics such as motivational interviewing, coaching, career development, and trauma-informed approaches; 26 frontline staff participated in certification and credentialing programs.

**Recommendation:** After thorough monitoring of grantee progress, HSD recommends that grant agreements be renewed for 32 programs. One program, the Leadership Council pilot (held by The Mentoring Center), is not recommended for renewed funding so that staff can work with local stakeholders to review and revise the intended program model. For five programs, renewed funding is contingent upon taking action in identified areas. HSD recommends continuing capacity-building efforts to support the violence intervention grantee network, and making selected enhancements to meet immediate needs around grantee staff support and CSEC support services. Lastly, HSD recommends that the City contract with Cityspan, Inc., the current database provider, to sustain and improve the grant- and service-management system.

Details are included in this report, with attachments as follows:

- **Attachment A:** HSD Updates on Agencies Recommended for Funding
- **Attachment B:** Agency Report by Mathematica Policy Research

FY 2018-2019 will be the final year of services under the current approved spending plan. A new spending plan for violence intervention services will be brought in the fall of 2018 following a strategic planning process.

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<sup>1</sup> Gonzalez, N., Dawson-Andoh, E., Nicolai, N., Laco, J., Yanez, A., & Crissey, S. (2017). Evaluation of Oakland Unite: Year 1 Strategy Report. Mathematica Policy Research. Available: [http://oaklandunite.org/wp-content/uploads/2017/11/Oakland-Unite-Strategy-Evaluation\\_Final-11172017.pdf](http://oaklandunite.org/wp-content/uploads/2017/11/Oakland-Unite-Strategy-Evaluation_Final-11172017.pdf)

## **BACKGROUND / LEGISLATIVE HISTORY**

**Overview of Safety and Services Act:** Oakland voters passed the Public Safety and Services Violence Prevention Act (commonly known as Measure Z, and hereafter referred to as the Safety and Services Act) in 2014, approving a series of taxes to support public safety and violence intervention objectives. The Safety and Services Act includes funding for programs and services that provide support to high-risk youth and young adults to interrupt the cycle of violence and recidivism. HSD administers these funds through its Oakland Unite division.

**Current Spending Plan:** The Safety and Services Act establishes an Oversight Commission whose members receive and approve for recommendation to City Council a priority spending plan for violence intervention funds related to the Act every three years. The current spending plan was approved by the Oversight Commission on May 27, 2015, and by City Council on July 21, 2015 (Resolution No. 85720 C.M.S.). The spending plan authorized HSD to fund select direct service positions within HSD and to release the majority of funds through a RFP process.

**Approved Strategy Areas:** The spending plan directs funding across five strategic investment areas as shown in **Table 1**. Strategic investment areas emphasize coordination of public systems and community-based social services with a focus on youth and young adults at highest risk of violence as guided by data analysis.

**Table 1 - Strategic Investment Areas**

<b>Strategy</b>	<b>FY 2018-19 Allocation</b>	<b>Percent of Total</b>
Life Coaching	\$2,987,281	33%
Employment and Education Support Services	\$1,872,500	21%
Violent Incident & Crisis Response	\$2,994,318	33%
Innovation	\$214,000	2%
Community Asset Building	\$874,906	10%
<b>Grand Total</b>	<b>\$8,943,005</b>	<b>100%</b>

**Current Grant Agreements:** On November 16, 2015, the Oversight Commission approved HSD recommendations to execute grant agreements with non-profit and public agencies selected through the 2015 RFP process to provide violence prevention and intervention services. On December 8, 2015, City Council approved grant agreements to run from January 1, 2016 through June 30, 2017 (Resolution No. 85926 C.M.S. and Resolution No. 86084 C.M.S.). On June 6, 2017 Council approved contract renewal for an additional year from July 1, 2017 through June 30, 2018 (Resolution No. 86767 C.M.S.). Additionally, City Council approved contracts for training and technical assistance to the grantee network for July 1, 2016 through June 30, 2017, with an option to renew for one additional year (Resolution No. 86310 C.M.S.).

**Monitoring Grantee Progress:** HSD monitors grantee progress on an ongoing basis through formal mechanisms outlined in a Grantee Manual and in each grantee's contract. Monitoring is intended to assess programmatic and fiscal compliance, identify areas of strength and success, and identify areas where improvement is needed, and where technical assistance (TA) or training could be beneficial. Monitoring activities may include: quarterly review of progress reports and invoices; site visits, file review, and program observation; fiscal review; and required coordination meetings. HSD provides in-depth TA to grantees based on identified need.

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**Renewal Recommendation Process:** Grantee renewal recommendations are based on information gleaned from the monitoring activities described above between January 2016 and March 2018. HSD works closely with grantees to support their success in implementing contracted programs and services. Criteria for renewal recommendations include:

- Ability to meet contracted deliverables;
- Ability to serve the intended target population;
- Overall agency health and general contract compliance; and
- Effectiveness and quality of services, informed by evaluation findings where applicable.

**Department of Violence Prevention:** On June 20, 2017 Council approved the creation of a new Department of Violence Prevention (DVP) (Resolution No. 13451 C.M.S.). The mission of the DVP is to dramatically reduce violence crime and serve communities impacted by violence to end the cycle of trauma. The City Administrator's Office is leading a planning process for the DVP and anticipates hiring the permanent Chief of Violence Prevention in the summer of 2018.

## **ANALYSIS AND POLICY ALTERNATIVES**

**Recommendation:** New programs and strategies under the Safety and Services Act have been in place for two and a half years. HSD recommends renewing current grant agreements for 32 programs and continuing network capacity-building efforts for one additional year. One program, the Leadership Council pilot (held by The Mentoring Center), is not recommended for renewed funding so that the program model can be reviewed and revised with stakeholders. In addition, several enhancements to the service delivery network are suggested to meet immediate needs.

This timeline and approach will allow the City to align planning processes for violence intervention services with the planning process for the new DVP. HSD anticipates bringing a new spending plan informed by that process to the Oversight Commission and City Council in fall of 2018, and releasing a new RFP in the winter of 2018.

Recommendations and progress are outlined in greater detail by strategy area and agency in **Attachment A**, including funding amounts, whether the agency is on track to meet primary contract deliverables, and any areas of necessary improvement. Detail about recommended enhanced investments are also included in relevant strategy sections and outlined below.

**Overview of Services Provided:** Mathematica Policy Research (Mathematica) is the independent evaluator for violence intervention programs under the Safety and Services Act. Mathematica has prepared an Agency Report that contains a profile of services for each grantee program, included as **Attachment B**. Each 2-page profile contains a brief program description, participant characteristics, service delivery statistics, and program successes and challenges as reported by the grantee profiled – see the evaluation section for more detail. **Table 2** below summarizes aggregate service delivery data January 2016 through December 2017.

**Table 2 - Summary of Services January 1, 2016 - December 31, 2017**

Strategy Area	Participants	Service Hours		
		Individual	Group	Work Exp. <sup>2</sup>
<b>Life Coaching</b>				
Youth Life Coaching	483	29,894	3,565	n.a.
Adult Life Coaching	457	19,096	715	n.a.
<b>Employment and Education Support Services</b>				
Youth Employment and Education Support	342	7,951	14,750	27,279
Adult Employment and Education Support	1,095	3,786	49,810	126,341
<b>Violent Incident &amp; Crisis Response</b>				
Shooting/Homicide Response & Support Network	1,126	8,273	n.a.	n.a.
Street Outreach	624	5,040	n.a.	n.a.
Comm. Sexually Exploited Children Intervention	441	4,142	3,723	n.a.
Family Violence Intervention	1,976	8,970	n.a.	n.a.
<b>Innovation Fund</b>				
Innovation Fund	134	895	1,896	n.a.
<b>Community Asset Building</b>				
Leadership Council	38	1,706	586	n.a.
<b>All Participants<sup>3</sup></b>	<b>6,196</b>	<b>81,350</b>	<b>75,209</b>	<b>154,428</b>

Source: Calculations by Mathematica Policy Research based on Cityspan data.

**Service Highlights:** Since January 2016, HSD has worked with selected grantees to implement new programs funded under the Safety and Services Act. HSD and grantees made several shifts in the current funding cycle, including: clearer definitions of target populations and referral mechanisms; more intensive interventions with standardized service protocols; increased coordination across the network; and a greater investment in grantee and community capacity-building. Highlights that have resulted from these shifts over the past two years include:

- **Outcome Evaluation:** Independent evaluation found that participating in Adult Life Coaching or Adult Employment and Education Support Services decreased short-term arrests for a violent offense, relative to a comparison group of similar individuals.<sup>4</sup>
- **Life Coaching:** Evaluators found that youth and adult grantees are consistently using the standardized life coaching tools developed in partnership with HSD, and utilizing best practices such as smaller caseload ratios, longer service duration, and use of participant incentive stipends as milestones are met.

<sup>2</sup> The individual service, group service, and work experience totals are mutually exclusive. Work experience hours include work experience in both individual and group settings.

<sup>3</sup> The all participant total does not equal the sum of the strategy sub-totals because some individuals participate in multiple strategies.

<sup>4</sup> Gonzalez, N., Dawson-Andoh, E., Nicolai, N., Lacoce, J., Yanez, A., & Crissey, S. (2017). Evaluation of Oakland Unite: Year 1 Strategy Report. Mathematica Policy Research. Available: [http://oaklandunite.org/wp-content/uploads/2017/11/Oakland-Unite-Strategy-Evaluation\\_Final-11172017.pdf](http://oaklandunite.org/wp-content/uploads/2017/11/Oakland-Unite-Strategy-Evaluation_Final-11172017.pdf)

- **Employment:** Grantees dedicate more than 30% of their overall program budget to participant wages and direct financial support. Participants earn structured stipends to support work readiness and skill building, and direct wages for on-the-job training and subsidized employment opportunities.
- **Gun Violence Intervention:** Grantees conducted hospital outreach to 143 victims of violence, mediated 239 serious conflicts, temporarily relocated 52 individuals/families facing immediate, life-threatening danger, and provided support to over 95 percent of families affected by homicide in Oakland.
- **Family Violence and Commercial Sexual Exploitation Intervention:** Over 1,900 victims of family violence received crisis, legal, and wraparound support; over 440 CSEC received transitional housing, crisis response and/or life coaching support services.
- **Innovation:** Integration of a trauma-informed education and culture-change model in Horace Mann Elementary, and expansion of a program that diverts youth and transitional age youth with serious charges from the justice system.
- **Community Building:** Increased support for residents seeking to develop and expand leadership skills in West and East Oakland, including a six-week summer parks program where 300-500 residents came out each week to participate in Friday night activities.
- **Community Capacity Building:** Grantees received training in topics such as motivational interviewing, coaching, career development, and trauma-informed approaches; 26 services providers participated in certification and credentialing programs.

**Adjustments and Enhancements:** Most funded programs approved by Council in 2015 are recommended for renewed funding. For five programs, renewed funding is contingent upon making improvements and taking actions in certain areas identified during monitoring activities as shown in **Table 3** below.

**Table 3 - Agencies with Contingencies**

Agency and	Program(s)	Area for Improvement
Bay Area Women Against Rape	CSEC Intervention	Revising program model to reflect new referral pathways; providing regular updates on infrastructure changes and support needed
Beyond Emancipation	Adult/TAY Employment and Education Support Services	Developing a staff retention plan and increasing work experience hours
Building Opportunities for Self-Sufficiency	Adult Employment and Education Support Services and Street Outreach	Developing protocols on data quality assurance, clarifying employment program model and increasing program oversight
Oakland Private Industry Council, Inc.	Adult Employment and Education Support Services	Increasing work experience hours through subgrantee partnerships

These areas for improvement and plans to address them are described in more detail **Attachment A**. HSD will work closely with these grantees to support and document progress, and will provide an update to the Oversight Commission in FY 2018-2019.

The Mentoring Center's Leadership Council, is not recommended for continued funding. The pilot program was modeled on Richmond's Peacemaker Fellowship, and was intended to strengthen the leadership skills of individuals at the center of serious violence through learning trips, workshops, and participant-led projects. TMC staff have provided positive learning experiences for participants, but the pilot program has not developed as intended. Key contractors and consultants named in the proposal were not deeply involved, and referrals and retention have been a challenge. HSD recommends that this project be put on pause during FY 2018-2019 so that the model can be developed further.

HSD also recommends making several adjustments to existing investments to meet pressing needs for the Oakland violence intervention network. These include:

- Seven percent increase in grant amounts: Revenue from the Safety and Services Act has increased over the past two fiscal years, and an adjustment is proposed to bring grant amounts in-line and allow increased staff support and cost-of-living adjustments. Challenges around low staff pay and staff support were voiced by multiple agencies in the Mathematica Agency Report (see **Attachment B**).
- Expanded CSEC Investment: HSD recommends allocating one-time support of \$155,000 for two programs working with CSEC – MISSEY and Dreamcatcher (Covenant House). Oakland is hub for exploitation of minors, and the current investment has not met the need. Enhanced investment will support infrastructure development, drop-in center support, and increased CSEC-specific emergency housing.
- Legal Support Training: In response to life coaches consistent need to navigate legal barriers on behalf of their participants, HSD recommends using \$30,000 in carryforward funds to contract with Bay Area Legal Aid and Root & Rebound in FY 2018-2019.
- Parks Program Youth Wages: 24 Youth Squad Leaders supported Friday Summer Nights events in East and West Oakland in 2017. Youth Employment Partnership provided employment supports and wages for these youth, and HSD recommends using grant funds and carryforward funds to support this work in 2018.

**Attachment A** contains additional details about recommended enhancements to investments. These adjustments will meet immediate needs as longer-term planning goes forward.

**Database Development:** In Mathematica's Agency Report, multiple providers noted the need for additional support in simplifying data reporting processes. To this end, HSD recommends funding to update and streamline the existing participant and contract management database system (Cityspan). Cityspan is unique among vendors in that it offers pre-configured solutions and highly customized applications that are responsive to multiple program requirements and has demonstrated expertise and capability through development of client-level tracking and project management database systems for Oakland and other major cities.

Cityspan was initially selected through a competitive process to provide customized web-based and data management services, and is used by multiple divisions within HSD (Oakland Fund for Children and Youth, Oakland Paratransit for the Elderly and Disabled). HSD recently received

Council approval to renew Cityspan contracts for these divisions. The use of a single provider for these services provides for more effective data management for human services contractors across the city that are providing services throughout the Oakland community.

A new competitive process would delay online client-level tracking and contract management database systems for funded programs. If a new vendor were selected, it would take at least a year to implement the training for staff and providers necessary to execute such a change. It will also cost substantially more in development, training and data transfer.

Cityspan generates export files used by the independent evaluator to conduct detailed participation and outcome analyses, and generates statistical reports that summarize grantee services for use by grantees and HSD staff for grant monitoring purposes. Cityspan is also integrated with OUSD's data management system, allowing Youth Life Coaching grantees to access client school-day outcomes, including testing data and school attendance.

Cityspan provides technical assistance to grantees by providing users with access to Cityspan's help desk. The Cityspan database holds archival program data, providing staff with the ability to look at multiyear service analysis trends that help guide program and service development. The Cityspan system also protects the privacy of clients, safeguards the confidentiality of data, and ensures invoices are submitted for approval by only one authorized senior program staff.

Oakland Municipal Code ("OMC") section 2.04.042 requires the City Administrator to conduct a competitive multiple-step solicitation process for the acquisition of any computerized or information technology ("IT") system. OMC 2.04.042.D provides that the City Council may waive the competitive solicitation process for IT acquisitions upon a recommendation of the City Administrator and a finding and determination by the City Council that it is in the best interests of the City to waive the process.

HSD and the City Administrator recommend waiving the competitive multi-step solicitation process for the contract with Cityspan because HSD currently uses Cityspan for violence intervention programs as well as other HSD programs and it is cost-effective and beneficial to continue to use a unified database system in order to share information, track participants, monitor grants and contracts, and analyze data across programs within HSD. The new contract with Cityspan would be for one year, FY 2018-2019, with two options to renew for a total contract amount not to exceed \$200,000. Funds are available from the portion of the Safety and Services Act set aside for evaluation and overseen by the City Administrator.

### **FISCAL IMPACT**

**Total Projected Expenses:** Approval of this resolution will authorize the City Administrator to renew grant agreements with 26 community based and public agencies to provide violence intervention services. It will continue funding towards 9 positions that coordinate and provide direct services within the City. It will provide support for continued capacity building among the grantee network by authorizing grant agreements for training and TA efforts. Lastly, it will authorize a professional service agreement with Cityspan Technologies in an amount of



\$200,000 over three years for enhancements and continued support of the grantee database. The total projected cost of these efforts for FY 2018-2019 is \$9,143,005

**Funding Sources:** The primary funding source for renewals is restricted revenue collected through the Safety and Services Act, as shown in Table 4 below. The Budget Office currently projects \$27,447,807 in overall revenue from the Safety and Services Act in FY 2018-2019. The estimated portion allocated for violence prevention services is \$9,849,749.<sup>5</sup> Such funding is held within the Measure Z – Violence Prevention and Public Safety Act of 2014 Fund (2252).

Funding for CSEC transitional housing services will come from the General Purpose Fund (1010), HSD Policy and Planning Organization (78311), Services for Sexually Exploited Children Project (1001317), allocated by Council for this purpose in the FY 2015-2017 Adopted Budget and again in the FY 2017-2019 Budget.<sup>6</sup>

Carryforward from the Measure Z – Violence Prevention and Public Safety Act of 2014 Fund (2252), HSD Policy and Planning Organization (78311), Measure Z Violence Prevention Service Reserve Project (TBD) will be used to enhance funding for one of Oakland's critical CSEC-serving agencies. Carryforward service funds will also be used to provide technical assistance and training around legal support services for grantee agencies.

HSD has obtained permission from the Substance Abuse and Mental Health Services Administration (SAMHSA) to use existing grant funds to support the summer Friday Summer Nights parks program. HSD requests Council authority to augment the grant agreement with Youth Employment Partnership, Inc. to support this effort. Funds are available from the SAMHSA Fund (2128), HSD Policy and Planning Organization (78311), SAMHSA ReCAST Project (1003227) and/or from Measure Z carryforward funds (Fund 2252, Org 78311, Project TBD).

Lastly, HSD requests Council authority to enter a professional services agreement with Cityspan Technologies of up to \$200,000 to provide licensing and hosting, web-based client level tracking, and contract management database systems for up to three years from July 1, 2018 to June 30, 2021. Funding is available from Measure Z FY 2015-2018 Evaluation Funds in the Measure Z – Violence Prevention and Public Safety Act of 2014 Fund (2252), DVP Policy and Planning Organization (70111), Measure Z Evaluation Project 1001362.

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<sup>5</sup> HSD allocates 10% for administrative costs, per the spending plan.

<sup>6</sup> General Purpose Funds may be supplemented by Measure Z carryforward funds contingent on adoption of the FY 2018-2019 Midcycle Budget.

**Table 4** summarizes the funding sources for FY 2018-2019 violence intervention services.

**Table 4 - Summary of Funding Sources**

Fund Name	Funding Codes	Description	FY 2018-2019 Amount
Safety and Services Act FY 2018-2019	Fund 2252, Org 78311, Project 1004149-1004168	Renew grant awards to qualified organizations and HSD-based direct service staff providing violence intervention services; fund training and technical assistance services.	\$8,548,005
Safety and Services Act FY 2015-2017	Fund 2252, Org 78311, Project 1001372 and 1000572	Enhance funding for CSEC-services and provide TA and training around legal support services for grantees.	\$180,000
General Purpose Fund FY 2015-2019 <sup>7</sup>	Fund 1010, Org 78311, Project 1001317	Renew and enhance CSEC transitional housing services	\$165,000
SAMHSA ReCAST <sup>8</sup>	Fund 2128, Org 78311, Project 1003227	Support Friday Summer Nights parks program by funding youth leader employment	\$50,000
Safety and Services Act FY 2015-2017	Fund 2252, Org 70111, Project 1001362	Provide licensing, hosting, web-based client level tracking, and contract management database	Up to \$200,000
<b>TOTAL</b>			<b>\$9,143,005</b>

Staff recommends, as in previous years, that any unexpended balances due to grantees not meeting their deliverables shall be placed into the reserve fund in Measure Z – Violence Prevention and Public Safety Act of 2014 Fund (2252), HSD Policy and Planning Organization (78311), and Measure Z Reserve Project (TBD).

<sup>7</sup> General Purpose Funds may be supplemented by Measure Z carryforward funds contingent on adoption of the FY 2018-2019 Midcycle Budget.

<sup>8</sup> SAMHSA funds may be supplemented by Measure Z carryforward; amount not to exceed \$50,000.

## **PUBLIC OUTREACH / INTEREST**

All grantees funded through HSD are required to share information about their program and the broader network at three public meetings annually as part of their contracted deliverables. HSD also provides quarterly updates on grantee progress to the Oversight Commission. HSD will present renewal recommendations to the Oversight Commission on April 23, 2017, in Oakland City Hall, Hearing Room 1.

## **COORDINATION**

***Internal City Review:*** This report and legislation have been reviewed by the Office of the City Attorney, Controller's Bureau, and the City Administrator's Office.

***HSD Convened Provider Meetings:*** HSD works to create and sustain a well-integrated violence intervention network. Grantees are required to participate in efforts to achieve this coordination in partnership with HSD, other funded agencies, and key partners (such as OPD and other law enforcement entities). Staff convenes:

- Weekly Shooting/Homicide Reviews;
- Monthly Life Coach Case Conferencing;
- Monthly Street Outreach Meetings and Biannual Trainings;
- Employment, Family Violence, and CSEC Provider Meetings; and
- All-Grantee Meetings.

***Broader Violence Prevention Efforts:*** HSD participates in collaborative efforts including Oakland Ceasefire, the Alameda County Reentry Network, the California Cities Gang Prevention Network, the Alameda County Human Trafficking Advisory Council, and National League of Cities' campaigns to prevent violence and reduce homicides in cities nationwide.

***Resource and Fund Leveraging:*** HSD works with multiple partners to leverage funds and resources, including the Oakland Fund for Children and Youth, Head Start, Community Housing Services, Alameda County Probation and Oakland Unified School District. HSD also leads the Oakland Permanent Access to Housing Rehousing Initiative (OPRI), which is a partnership between the Oakland Housing Authority and non-profit agencies to provide housing to low-income residents, homeless youth/families, and adults leaving the criminal justice system.

With Safety and Services Act funds as a base, HSD and its grantee network leverage significant additional funds to enhance services. All Grantees are required to provide proof that they have secured at least a 20 percent match for their funded program by the third quarter of each year.

## **PAST PERFORMANCE, EVALUATION AND FOLLOW-UP**

***Evaluation Efforts:*** The Safety and Services Act requires an annual evaluation to be conducted by a third-party independent evaluator. The purpose of the evaluation is to ensure that the City effectively uses funds on permitted activities that have the greatest impact in helping Oakland progress towards violence reduction and the Safety and Services Act

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objectives. The Oversight Commission and City Administrator's Office oversaw the process for selecting the new independent evaluator of violence intervention services (Resolution No. 86487 C.M.S). Mathematica Policy Research began evaluation activities in January 2017.

The evaluation of violence intervention services includes:

- 1) Annual descriptive reports on program activities at each funded agency;
- 2) Annual evaluations of the impact of selected strategies on participant outcomes; and
- 3) A four-year comprehensive evaluation of the impact of participation in programs on individual criminal justice, education, and employment outcomes.

**Outcome Evaluation Findings:** Mathematica's initial report, the Year 1 Strategy Report, focused on outcomes for participants in two strategies: Adult Life Coaching and Adult Employment and Education Support Services. Both focus on serving young adults, ages 18-35, who are at highest-risk for engagement in violence.

Initial findings demonstrated that the selected HSD strategies improve participant outcomes related to violence in comparison to a group of similar individuals. Findings include:

- Participating in Adult Life Coaching decreases the likelihood of arrest for a violent offense in the six months after enrollment; and
- Participating in Adult Employment and Education Support Services decreases the likelihood of arrest for any offense and for violent offenses in the six months after enrollment.<sup>9</sup>

The Year 1 Strategy Report also found that participants have a high degree of contact with law enforcement, that both strategies use a variety of best- and evidence-based practices, and that Adult Life Coaching agencies utilize a consistent program model.

**Agency Report:** Mathematica's first Agency Report, included as **Attachment B**, provides a profile of services for each grantee program. Though the Agency Report is not intended as an assessment of service outcomes or effectiveness (unlike the Strategy Evaluation Report), several themes emerged for the network:

- Agencies across the network serve individuals who experience violence, have contact with local law enforcement, and are disconnected from education (for youth);
- Agencies collaborate with one another to more effectively serve participants; and
- Agencies emphasize that peer providers with lived experience are uniquely positioned to build relationship with participants, and that providing training and support – including livable salaries – for providers is necessary for program success.

**Next Steps for Evaluation:** Mathematica will begin working on the Year 2 Strategy and Agency-level reports. Results from current and future evaluation will inform the next spending plan proposal and funding recommendations.

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<sup>9</sup> Gonzalez, N., Dawson-Andoh, E., Nicolai, N., Lacoce, J., Yanez, A., & Crissey, S. (2017). Evaluation of Oakland Unite: Year 1 Strategy Report. Mathematica Policy Research. Available: [http://oaklandunite.org/wp-content/uploads/2017/11/Oakland-Unite-Strategy-Evaluation\\_Final-11172017.pdf](http://oaklandunite.org/wp-content/uploads/2017/11/Oakland-Unite-Strategy-Evaluation_Final-11172017.pdf)

## **SUSTAINABLE OPPORTUNITIES**

**Economic:** Providing programs for Oakland residents affected by violence will improve their economic stability by linking them to organizations and services geared to produce positive outcomes for youth and young adults. Breaking the cycle of violence has the potential to save dollars in medical care, police services, and incarceration costs, among other costs.

**Environmental:** By expanding social services to and improving opportunities for those most impacted by violence, marginalized communities are made safer, healthier, and stronger. Safer neighborhood conditions contribute to the growth and revitalization of our Oakland communities, including efforts to preserve or improve the quality of the physical environment.

**Social Equity:** HSD violence intervention programs help disenfranchised youth, young adults, and families have more equitable access to opportunity and a greater chance at success by improving school performance, expanding employment opportunities, and providing support services such as legal advocacy, crisis response, and case management.

## **ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution:

- (1) Authorizing The City Administrator To Amend Grant Agreements And Fund Direct City Services For Violence Intervention Programs For A Total Estimated Amount Of \$8,563,005 For Fiscal Year 2018-2019; And Enter Into Grant Agreements To Support Violence Prevention Network Capacity-Building Efforts For Fiscal Year 2018-2019 In A Total Amount Not To Exceed \$380,000; And
- (2) Waiving The Competitive Solicitation Process Requirements And Authorizing The City Administrator To Execute An Agreement With Cityspan Technologies, Inc. For Licensing And Hosting Of A Web-Based, Client-Level Tracking And Contract Management Database System From July 1, 2018 Through June 30, 2019, And Amend The Agreement To Renew For Two Additional Years In A Total Three-Year Contract Amount Not To Exceed \$200,000

For questions regarding this report, please contact Peter Kim, Interim Director, at 510-238-2374.

Respectfully submitted,

  
SARA BEDFORD  
Director, Human Services Department

OAKLAND UNITE DIVISION

Reviewed by: Peter Kim, Interim Director, DVP

Prepared by: Josie Halpern-Finnerty, Planner

**Attachments (2):**

- A: HSD Updates on Agencies Recommended for Funding
- B: Agency Report by Mathematica Policy Research

**Introduction to Attachment A:** This attachment is intended to provide additional information about HSD recommendations for violence intervention service funding in FY 2018-2019.

It contains the following information:

- Summary of Agencies and Positions Recommended for Funding (Table A1)
- Description of Strategy Area and Agency Progress and Challenges

**Table A-1 - Summary of Agencies and Positions Recommended for Funding**

<b>Oakland Unite FY 2018-2019 Funding Amounts</b>				
<b>Sub-Strategy</b>	<b>Agency</b>	<b>FY 18-19 Amount</b>	<b>Cont.</b>	<b>Type</b>
Youth Life Coaching	Alameda County Probation - JJC Coordination	\$96,300	No	Grant
	East Bay Agency for Children	\$214,000	No	Grant
	East Bay Asian Youth Center	\$304,950	No	Grant
	Motivating Inspiring Supporting and Serving Sexually Exploited Youth, Inc.	\$165,850	No	Grant
	Oakland Unified School District - School Enrollment Coordination	\$85,600	No	Grant
	OUSD Office of Alternative Education	\$214,000	No	Grant
	The Mentoring Center	\$107,000	No	Grant
	Youth ALIVE!	\$192,600	No	Grant
<i>Subtotal</i>		<b>\$1,380,300</b>		
Adult Life Coaching	ABODE Services	\$124,120	No	Grant
	Community & Youth Outreach, Inc.	\$374,500	No	Grant
	Roots Community Health Center	\$124,120	No	Grant
	The Mentoring Center	\$374,500	No	Grant
	HSD Lead Life Coach (1 FTE Outreach Developer)	\$157,302	No	In City
	HSD Life Coaches (3 FTE Case Managers and Participant Stipends)	\$452,439	No	In City
<i>Subtotal</i>		<b>\$1,606,981</b>		
Youth Employment/ Education Support	The Youth Employment Partnership, Inc.	\$256,800	No	Grant
	Alameda County Office of Education	\$197,950	No	Grant
	Bay Area Community Resources, Inc.	\$128,400	No	Grant
	Youth Radio	\$133,750	No	Grant
<i>Subtotal</i>		<b>\$716,900</b>		
Adult Employment/ Education Support	Beyond Emancipation	\$117,700	Yes	Grant
	Building Opportunities for Self-Sufficiency	\$214,000	Yes	Grant
	Center for Employment Opportunities, Inc.	\$342,400	No	Grant
	Civicorps Schools	\$267,500	No	Grant
	Oakland Private Industry Council, Inc.	\$214,000	Yes	Grant
<i>Subtotal</i>		<b>\$1,155,600</b>		

<b>Oakland Unite FY 2018-2019 Funding Amounts</b>				
<b>Sub-Strategy</b>	<b>Agency</b>	<b>FY 18-19 Amount</b>	<b>Cont.</b>	<b>Type</b>
Shooting/Homicide Response & Support Network	Catholic Charities of the Diocese of Oakland	\$321,000	No	Grant
	Community & Youth Outreach, Inc.	\$107,000	No	Grant
	Youth ALIVE!	\$133,750	No	Grant
<i>Subtotal</i>		<b>\$561,750</b>		
Street Outreach	Building Opportunities for Self-Sufficiency	\$347,750	Yes	Grant
	Youth ALIVE!	\$845,300	No	Grant
	HSD Violence Prevention Network Coordinator	\$181,571	No	In City
	HSD Violence Prevention Network Liaison	\$147,737	No	In City
<i>Subtotal</i>		<b>\$1,522,358</b>		
Commercially Sexually Exploited Children Intervention	Motivating Inspiring Supporting and Serving Sexually Exploited Youth, Inc.	\$185,600	No	Grant
	Bay Area Women Against Rape	\$78,110	Yes	Grant
	Covenant House California (Dreamcatcher Youth Services)	\$165,000	No	Grant
<i>Subtotal</i>		<b>\$428,710</b>		
Family Violence Intervention	Family Violence Law Center	\$481,500	No	Grant
<i>Subtotal</i>		<b>\$481,500</b>		
Innovation Fund	Community Works West, Inc.	\$107,000	No	Grant
	Seneca Family of Agencies	\$107,000	No	Grant
<i>Subtotal</i>		<b>\$214,000</b>		
Community Engagement	Community Building Specialists (2 FTE)	\$276,069	No	In City
	Community Engagement Coordinator (1 FTE)	\$168,837	No	In City
	The Youth Employment Partnership, Inc.	\$50,000	No	Grant
<i>Subtotal</i>		<b>\$494,906</b>		
Training & Technical Assistance	Bay Area Legal Aid	\$15,000	No	Grant
	Bright Research Group	\$250,000	No	Grant
	Pathways Consultants	\$100,000	No	Grant
	Root & Rebound	\$15,000	No	Grant
<i>Subtotal</i>		<b>\$380,000</b>		
		<b>\$8,943,005</b>		



**STRATEGY AREA I: LIFE COACHING / INTENSIVE CASE MANAGEMENT**

**Strategy Area Goal:** To re-direct highest risk youth and young adults towards making positive transformation in their lives through coaching, mentoring, advocacy, systems navigation and referrals.

**Table A-2 - Agency Progress: Life Coaching**

	Agency Name	On Track to Meet FY17-18 Goals?	Contingencies for FY18-19 Funding	Funding Amount FY18-19
Youth Life Coaching	Alameda County Probation - JJC Coordination	No	None	\$96,300
	East Bay Agency for Children	Yes	None	\$214,000
	East Bay Asian Youth Center	Yes	None	\$304,950
	Motivating Inspiring Supporting and Serving Sexually Exploited Youth, Inc. (MISSEY)	Yes	None	\$165,850
	Oakland Unified School District - School Enrollment Coordination	Yes	None	\$85,600
	OUSD Office of Alternative Education	Yes	None	\$214,000
	The Mentoring Center (TMC)	Yes	None	\$107,000
	Youth ALIVE!	Yes	None	\$192,600
	<i>Subtotal</i>			
Adult Life Coaching	ABODE Services	Yes	None	\$124,120
	Community & Youth Outreach, Inc. (CYO)	Yes	None	\$374,500
	Roots Community Health Center	Yes	None	\$124,120
	The Mentoring Center (TMC)	Yes	None	\$374,500
	HSD Lead Life Coach (1 FTE Outreach Developer)	Yes	None	\$157,302
	HSD Life Coaches (3 FTE Case Managers & Participant Stipends)	Yes	None	\$452,439
	<i>Subtotal</i>			
<b>Strategy Area Total</b>				<b>\$2,987,281</b>

**Strategy Area Highlights:** Life coaching services were provided to 483 youth on probation who are transitioning out of the Juvenile Justice Center and to 457 young adults at highest-risk of violence from January 2016-December 2017. Highlights for the strategy area include:

- **Participating in Adult Life Coaching decreases the likelihood of arrest for a violent offense in the six months after enrollment, relative to a comparison group of similar individuals.<sup>1</sup>**
- Evaluators also found that youth and adult grantees are using the standardized case management tools developed in partnership with HSD, and find them to be useful. Other evidence-based practices include smaller caseload ratios, longer service duration, and use of participant incentive stipends as milestones are met.

<sup>1</sup> Gonzalez, N., Dawson-Andoh, E., Nicolai, N., Laco, J., Yanez, A., & Crissey, S. (2017). Evaluation of Oakland Unite: Year 1 Strategy Report. Mathematica Policy Research. Available: [http://oaklandunite.org/wp-content/uploads/2017/11/Oakland-Unite-Strategy-Evaluation\\_Final-11172017.pdf](http://oaklandunite.org/wp-content/uploads/2017/11/Oakland-Unite-Strategy-Evaluation_Final-11172017.pdf)

- Monthly case conference meetings help create and sustain a peer learning community that encourages cross-agency problem-solving and collaboration, and the sharing of housing, education, employment, and mental health resources.
- The second cohort of nine provider staff are completing a nine-month Community Coaching Certification Fellowship as part of HSD's technical assistance (TA) program led by consultant Bright Research Group (BRG), with the goal of equipping them with improved skill sets aimed at supporting transformational change. Life Coaches will receive a certificate recognized by the International Coaching Federation. Several members of the initial twelve-person cohort of certified coaches were selected to support the new cohort as Senior Fellows.

**Progress Challenges:** All agencies are on track to meet deliverables and had no significant barriers to program implementation in FY 2017-2018. Challenges included:

- Leadership transitions at Alameda County Probation led to a delay in contract execution while the role of Probation in the partnership was discussed with new staff. Probation continued to support the strategy during discussions, and is committed to continued partnership with the City and school district.
- CYO and TMC began exploring how to utilize group work for Adult Life Coaching participants. HSD monitoring determined that, due to this emphasis, some service hours were being incorrectly documented in the Cityspan database. HSD will work with TMC and CYO to correct data entry, and discuss shifting deliverables in the new grant amendment to reflect the group work that is part of each agency's model.

**STRATEGY AREA II: EMPLOYMENT AND EDUCATION SUPPORT SERVICES**

**Strategy Area Goal:** To connect highest risk youth and young adults with employment and improve career readiness through skills and job preparation training, education support, job placement, and strengthening employer relationships.

**Table A3 - Agency Progress: Employment and Education Support Services**

	Agency Name	On Track to Meet FY17-18 Goals?	Contingencies for FY18-19 Funding	Funding Amount FY18-19
Youth EE	Alameda County Office of Education	Yes	None	\$197,950
	Bay Area Community Resources, Inc.	Yes	None	\$128,400
	The Youth Employment Partnership, Inc.	Yes	None	\$256,800
	Youth Radio	Yes	None	\$133,750
	<i>Subtotal</i>			<i>\$716,900</i>
Adult EE	Beyond Emancipation	No	Yes, see below	\$117,700
	Building Opportunities for Self-Sufficiency (BOSS)	Yes	Yes, see below	\$214,000
	Center for Employment Opportunities, Inc.	Yes	None	\$342,400
	Civicorps Schools	Yes	None	\$267,500
	Oakland Private Industry Council, Inc. (OPIC)	No	Yes, see below	\$214,000
	<i>Subtotal</i>			<i>\$1,155,600</i>
	<b>Strategy Area Total</b>			<b>\$1,872,500</b>

**Strategy Area Highlights:** Employment and Education Support Services were provided to 342 youth and to 1,095 young adults at highest-risk of violence from January 2016-December 2017. Highlights for the strategy area include:

- **Participating in Adult Employment and Education Support Services decreases the likelihood of arrest for any offense as well as for a violent offense in the six months after enrollment, relative to a comparison group of similar individuals.<sup>2</sup>**
- Agencies in this strategy area dedicate more than 30% of their overall program budget to participant wages and direct financial support. Participants earn structured stipends to support work readiness and skill building, and direct wages for on-the-job training and subsidized employment opportunities.
- In partnership with Pathways Consultants, the City has increased employer engagement for young adult employment providers through bi-monthly job huddles bringing providers together with employers from in-demand industries to discuss characteristics of strong candidates and job opportunities at their companies.
- Five staff from the young adult-serving employment provider agencies participated in a seven-month Career Service Provider (CSP) training program in which they receive in-depth training in areas of career development. Individuals who have completed the CSP training program are eligible to apply for both the Certified Career Services Provider and

<sup>2</sup> Gonzalez, N., Dawson-Andoh, E., Nicolai, N., Laco, J., Yanez, A., & Crissey, S. (2017). Evaluation of Oakland Unite: Year 1 Strategy Report. Mathematica Policy Research. Available: [http://oaklandunite.org/wp-content/uploads/2017/11/Oakland-Unite-Strategy-Evaluation\\_Final-11172017.pdf](http://oaklandunite.org/wp-content/uploads/2017/11/Oakland-Unite-Strategy-Evaluation_Final-11172017.pdf)

Global Career Development Facilitator credentials. The opportunity for these certifications is provided through collaboration with Pathways Consultants.

- Providers from both life coaching and employment and education strategies continue to meet collectively to coordinate and align program goals, improve communication, and facilitate referral sharing.

**Progress Challenges:** Six agencies are on track to meet deliverables and had no significant barriers to program implementation in FY 2017-2018. Three agencies had performance challenges and are recommended with contingencies in FY 2018-2019. Challenges included:

- HSD monitoring determined that BOSS continues to need additional processes to clarify and appropriately track different activities funded by the grant. HSD will work with BOSS to clearly structure and track work experience and job readiness hours in FY 2018-2019, and to develop a clear structure for program supervision and oversight including regular communication with HSD.
- OPIC had major delays in signing subcontracts with the various agencies providing transitional work experience opportunities, which significantly affected program deliverables. The agency has placed several participants in work experience in the third quarter and anticipates meeting deliverable targets. HSD will request early and regular updates on subgrantee status from the agency and provide support as needed.
- Beyond Emancipation experienced significant staff turnover and delays in hiring a program coordinator that affected the funded program. The agency has significant unspent funds and has not met the deliverable for work experience hours and job placement milestones. A coordinator was hired in January and the HSD Program Officer is in discussion with agency leadership to monitor progress and provide support as needed.

**STRATEGY AREA III: VIOLENT INCIDENT AND CRISIS RESPONSE**

**Strategy Area Goal:** To reduce the impacts of violence or re-victimization through immediate outreach and support.

**Table A4 - Individual Violent Incident and Crisis Response Agency Progress**

	<b>Agency Name</b>	<b>On Track to Meet FY17-18 Goals?</b>	<b>Contingencies for FY18-19 Funding</b>	<b>Funding Amount FY18-19</b>
Gun Viol. Response	Catholic Charities of the Diocese of Oakland	Yes	None	\$321,000
	Community & Youth Outreach, Inc.	Yes	None	\$107,000
	Youth ALIVE!	Yes	None	\$133,750
	<i>Subtotal</i>			<i>\$561,750</i>
Street Outreach	Building Opportunities for Self-Sufficiency (BOSS)	No	Yes, see below	\$347,750
	Youth ALIVE!	Yes	None	\$845,300
	HSD Violence Prevention Network Coordinator	Yes	NA	\$181,571
	HSD Violence Prevention Network Liaison	Yes	NA	\$147,737
	<i>Subtotal</i>			<i>\$1,522,358</i>
CSEC/FV	Motivating Inspiring Supporting and Serving Sexually Exploited Youth, Inc. (MISSEY)	Yes	None	\$185,600
	Bay Area Women Against Rape	No	Yes, see below	\$78,110
	Covenant House (Dreamcatcher Youth Services)	Yes	None	\$165,000
	Family Violence Law Center	Yes	None	\$481,500
	<i>Subtotal</i>			<i>\$910,210</i>
<b>Strategy Area Total</b>				<b>\$2,994,318</b>

**Strategy Area Highlights:** This strategy area includes the following sub-strategies: Street Outreach, Shooting/Homicide Response and Support, Commercially Sexually Exploited Children Intervention (CSEC), and Family Violence (FV) Intervention. Highlights include:

- **Gun/Street Violence Interventions:** Efforts have resulted in 143 hospital-based assessments, 239 serious conflicts mediated, and the successful emergency temporary relocation of 52 individuals/families outside of Oakland and away from immediate, life-threatening danger. Over 95 percent of all families affected by homicide received some support from service providers in the network.
- **Coordination of Gun Violence Response:** The HSD-based Violence Prevention Network Liaison and Coordinator facilitate weekly communication among gun violence response providers to ensure strategic planning, cross-agency collaboration, mutual accountability and resource sharing. HSD facilitates monthly technical support meetings with Street Outreach leadership to inform professional development and skill-based topics for half day quarterly and all day bi-annual trainings for street outreach workers.
- **CSEC/Family Violence Intervention:** Services for family violence victims and CSEC include: point-of-arrest advocacy, case management, drop-in group services, and transitional housing for CSEC; and 24-hour crisis hotline, case management, and legal and mental health support for family violence victims. In FY 2018-2019, housing support

for CSEC provided by Dreamcatcher programs will be held under Covenant House instead of Alameda Family Services. Though staff and programming remain the same, the shift will allow for greater access to adult housing supports and seamless transition for participants aging out of the Dreamcatcher program.

**Progress Challenges:** All agencies but two are on track to meet deliverables and had no significant barriers to program implementation in FY 2017-2018. Two agencies had performance challenges and are recommended with contingencies. Challenges included:

- BOSS conducts street outreach in West Oakland to provide community presence, mediate violence and diffuse risk of retaliation. The agency is low in street outreach event sessions in part due to challenges around consistent and accurate data entry. HSD will provide bi-weekly technical assistance to support BOSS with resolving these challenges.
- BAWAR provides critical advocacy services for CSEC at moments of crisis, particularly following interactions with law enforcement. The agency has had to adjust strategies to engage CSEC as more exploitation now occurs online. BAWAR has adjusted strategies and now receives more referrals from the County DA's office, but other key deliverables around outreach remain impacted. The agency has also had multiple staffing and board transitions over the past two years, though the ED has identified new board members and hired program staff. HSD will request monthly updates from the agency as and provide support as needed.

**Additional Investments to Address Identified Needs:**

- Oakland is hub for exploitation of minors, and the current investment has not met the need. HSD has historically directed less than 3% of overall violence intervention funds towards CSEC interventions, with individual grant amounts among the smallest in the network. HSD recommends enhancing two investments in FY 2018-2019 to address this gap. MISSEY is a national leader in serving CSEC, and the only agency in the network solely focused on this population. The agency has recently undergone significant transformation under new leadership and one-time additional funds of \$100,000 will allow the agency to continue work to stabilize its infrastructure and support the drop-in center program (total grant: \$185,600). Dreamcatcher (Covenant House) is in the process of opening a new CSEC-specific emergency shelter in Oakland (Nikka's Place), and additional funds of \$55,000 are recommended to support this specific effort (total grant: \$165,000).
- HSD is also exploring the need for additional investments in community support and advocacy following shootings and homicide. Community and provider feedback demonstrates need beyond the current capacity of the network to provide family and community support to address trauma and support healing. HSD will conduct additional outreach to community stakeholders to determine the scope of the need and determine the most effective strategies to respond.

**STRATEGY AREA IV: INNOVATION FUND**

**Strategy Area Goal:** To create space for emerging ideas and promising practices/programs in violence intervention to prove their effectiveness.

**Table A5 - Individual Innovation Fund Agency Progress**

<b>Agency Name</b>	<b>On Track to Meet FY17-18 Goals?</b>	<b>Contingencies for FY18-19 Funding</b>	<b>Funding Amount FY18-19</b>
Community Works West, Inc.	Yes	None	\$107,000
Seneca Family of Agencies	Yes	None	\$107,000
<b>Strategy Area Total</b>			<b>\$214,000</b>

**Strategy Area Highlights:**

- In FY 2017-2018, Seneca supported the school-wide adoption of a trauma-informed education and culture-change model in Horace Mann Elementary School that included training for school community members and group mental health services for students. Funding has allowed them to build a strong relationship with OUSD and Seneca is in conversation with the school district around the adoption of the program model in additional schools including schools in West Oakland.
- Community Works has worked with 57 Oakland youth referred by the District Attorney’s Office over the January 2016-December 2017 period and diverted them from criminal prosecution using restorative justice processes. In FY 2017-2018, Community Works began to receive as referrals for Transitional Age Youth as well as minors as well as an increase in referrals for more severe charges.

**Progress Challenges:**

- While Seneca’s program has become an integral part of the Horace Mann school community, the agency intends to move to a new school site in FY 2018-2019. The agency is in conversations about how to sustain the core elements of the model while shifting focus to other school sites.
- Referrals to the Community Works diversion program are at the discretion of the District Attorney’s Office. The agency has built strong relationships by demonstrating strong outcomes for referred participants, but ongoing referrals depend on continuity among staff contacts in the District Attorney’s Office.

## STRATEGY AREA V: COMMUNITY ASSET BUILDING

**Strategy Area Goal:** To deepen the capacity of communities most affected by violence to change norms and influence decision-making around violence.

Table A6 - Individual Community Asset Building Agency Progress

	Agency Name	On Track to Meet FY17-18 Goals?	Contingencies for FY18-19 Funding	Funding Amount FY18-19
Community Engagement	The Mentoring Center – Leadership Council	No	Not recommended for renewal	
	The Youth Employment Partnership, Inc. (YEP)	Yes	None	\$50,000 <sup>3</sup>
	Community Engagement Specialists (2 FTE)	Yes	None	\$276,069
	Community Engagement Coordinator (1 FTE)	Yes	None	\$168,837
	Mayor's Public Safety Director	NA	Not budgeted for renewal	
	<i>Subtotal</i>			<i>\$494,906</i>
Tech. Asst.	Bay Area Legal Aid	NA	NA	\$15,000
	Bright Research Group	Yes	None	\$250,000
	Pathways Consultants	Yes	None	\$100,000
	Root & Rebound	NA	NA	\$15,000
	<i>Subtotal</i>			<i>\$380,000</i>
	<b>Strategy Area Total</b>			<b>\$874,906</b>

**Strategy Area Highlights:** This strategy area includes multiple efforts intended to increase leadership and coordination around violence intervention among participants and residents, as well as among service providers funded through HSD.

- **Resident Support:** HSD partners closely with Alameda County Public Health Department on the City County Neighborhood Initiative. HSD's Community Engagement Coordinator oversees a Community Building Specialist and works to develop and expand leadership skills of community leaders to direct change in their own neighborhood. HSD is in conversation with the County and other stakeholders about the direction of the partnership and how to complete transition of project ownership to resident leaders.
- **Community Events:** With the help of 24 Youth Squad Leaders, HSD held six weeks of Friday Summer Nights events in East and West Oakland including entertainment, food, and activities to develop community cohesion and reduce violent incidents. Each Friday, 300-500 residents came out to participate.
- **Citywide Coordination:** In January 2017, the Mayor's Public Safety Director was hired and began efforts to finalize a citywide Community Safety Plan by gathering input from communities impacted by violence on the Plan's priorities. The Director worked with partner Restorative Justice for Oakland Youth to host listening sessions in community spaces and had discussions with school leadership, as well as Camp Sweeney. Feedback from listening sessions was brought to the Public Safety Impact Table of the Joint Powers Authority, a group that was chaired by the Public Safety Director and includes leadership from community organizations and City and County agencies.

<sup>3</sup> Funds for YEP are from HSD's federal Substance Abuse and Mental Health Services Administration (SAMHSA) grant for Rebuilding Communities After Stress and Trauma (ReCAST).



- Employment Provider Capacity-Building: Employer engagement efforts have focused on building relationships with potential employer champions, including regular Job Huddles that bring sector-specific employers together with service providers. Pathways Consultants will continue this work and support deeper coaching and training of HSD workforce provider staff. In addition, another cohort of 6-8 providers will participate in the Career Development Provider certification training program.
- Provider Network Capacity-Building: HSD engaged Bright Research Group to plan and implement a training and TA plan for the network.<sup>4</sup> The plan includes learning communities led by a range of expert subcontractors to support skill development in core areas<sup>5</sup>; the Community Coaching Certification Fellowship; and targeted TA.

**Progress Challenges:** Challenges in this strategy area have included the following:

- Leadership Council Pilot Program: The Mentoring Center (TMC), a key partner in the Oakland Unite network, was selected to develop a pilot Leadership Council. The program was modeled on Richmond's Peacemaker Fellowship, and intended to strengthen the leadership skills of individuals at the center of violence through learning trips, workshops, and participant-led projects. TMC staff have provided positive learning experiences for participants, but the pilot program has not developed as intended. Contractors and consultants named in the proposal were not deeply involved, and participant retention has been a challenge. HSD recommends that this project be put on pause during FY 2018-2019 so that the model can be developed further.
- Staffing Transitions: The Mayor's Public Safety Director has transitioned out of her role with the City of Oakland. Citywide violence coordination will likely be within the purview of the to-be-selected Chief of Violence Prevention and Deputy Director. Funds previously held for this role will be returned to the reserve while discussions about citywide planning and coordination continue.

**Additional Investments to Address Identified Needs:**

- In response to life coaches consistent need to navigate legal barriers on behalf of their participants, grants funds were identified in FY 2017-2018 to provide legal support training services for grantees during monthly case conferencing and one-on-one consultation. HSD recommends using carryforward funds to contract with Bay Area Legal Aid and Root & Rebound to support this work in FY 2018-2019.
- 24 Youth Squad Leaders supported Friday Summer Nights events in East and West Oakland in 2017. Youth Employment Partnership provided employment supports and wages for these youth, and HSD recommends using grant funds and carryforward funds to support this work in 2018.

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<sup>4</sup> See the Oakland Unite Training website for additional details: <http://www.oaklandunitetraining.com/>

<sup>5</sup> Core areas included: coaching skills for client work, motivational interviewing, supervision skills, and skills for promoting self-care of front line workers exposed to violence and trauma.

# REPORT



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## 2016–2017 OAKLAND UNITE AGENCY REPORT

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April 6, 2018

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Ebo Dawson-Andoh, Sarah Crissey, Chelsea Mitchell, Zeyad El Omari,  
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## EXECUTIVE SUMMARY

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This 2016–2017 agency report describes the agencies that make up the Oakland Unite network, summarizing information about the participants they serve, how they serve them, and the successes and challenges they face. This report does not examine participant outcomes, which are the focus of other reports; the box below provides a summary of the recent impact evaluation of two sub-strategies. The agency report is based on analyses of administrative data, site visits, grantee interviews, and document reviews. This executive summary characterizes high-level trends across the Oakland Unite agencies, and in the chapters that follow we provide details for each specific agency.

**The adult employment and education support services and adult life coaching sub-strategies are shown to decrease arrest rates for violent offenses.**

*The Evaluation of Oakland Unite: Year 1 Strategy Report* analyzed arrest outcomes for participants in adult employment and education support services and adult life coaching relative to a matched comparison group of individuals who did not participate in Oakland Unite.

**Adult employment and education support services:** Participation decreases the likelihood of arrest for any offense in the six months after enrollment by 6 percentage points and the likelihood of arrest for a violent offense by 1 percentage point, relative to a comparison group of similar individuals. There was no difference between adult employment and education support services participants and the comparison group in arrests for gun offenses.

**Adult life coaching:** Participation decreases the likelihood of arrest for violent offenses in the six months after enrollment by 1 percentage point, relative to a comparison group of similar individuals. There was no difference between adult life coaching participants and the comparison group in overall arrests or arrests for gun offenses.

**Read the report:**

<https://www.mathematica-mpr.com/our-publications-and-findings/publications/evaluation-of-oakland-unite-year-1-strategy-report>

**Oakland Unite agencies serve people who experience violence, contact with the police, and disconnection from education.**

A central goal of Oakland Unite is to target services to people in Oakland at the highest risk of involvement in violence and/or violent victimization under various sub-strategies. As a result, “high risk” can be defined a number of ways, including by self-reported involvement in dangerous activities such as gun use, police records of arrests or reported victimization, or school records indicating disengagement and behavioral challenges. Among adult-serving agencies in the employment and education support services, life coaching, street outreach, and shooting response sub-strategies, the vast majority of participants report having been shot or seriously injured, being at immediate risk of violence, or both. In line with the populations they target, many of the participants in Oakland Unite agencies have been arrested by the Oakland Police Department before enrollment in the programs, have reported a violent crime or assault to the Oakland Police Department before enrollment, or both. Participants in youth-serving agencies face barriers to educational success, including high rates of suspension and chronic absences from school.

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**The Oakland Unite network provides light-touch assistance for individuals in crisis, and a subset of participants receive more intensive services.**

In the Oakland Unite model, sub-strategies provide different but complementary services to participants. These services can be provided individually, in groups, or in large public event formats and range from light touch to intensive. Although the fact that there are many agencies providing different services makes them difficult to compare along a single metric, the diverse set of services provides multiple opportunities for participants to get the support they need.

**Oakland Unite agencies serve participants together with other agencies in the network.**

Many participants receive services from multiple Oakland Unite agencies. Collaboration between agencies can occur within and across sub-strategies. High levels of collaboration were observed for the life coaching, commercially sexually exploited children, street outreach, and shooting response sub-strategies.

**Housing is a frequent challenge for Oakland Unite agencies.**

Most agencies report that the high cost of living in the East Bay, particularly the high cost of housing, is a challenge. According to staff, participants feel strained to afford their housing in Oakland and are often forced to move or face homelessness. Residential location can affect program eligibility and access to services and employment opportunities, and high residential mobility makes it difficult for participants to stay involved in programs. High cost of living also contributes to agency staff turnover, as staff report that their salaries are too low to afford housing in Oakland. Some Oakland Unite agencies provide housing services for participants, including temporary shelter, relocation services, or connections to longer-term situations.

**Oakland Unite agencies allocate significant shares of their budgets to financial transfers for participants.**

Agencies promoting work readiness and training offer participants opportunities for subsidized work experience. Life coaching agencies provide financial incentives for participants to achieve predetermined goals. Other agencies provide direct supports to participants by covering the cost of relocation. Staff report that these supports are critical to helping participants get by financially as well as to motivating them to participate and progress through the programs.

**Building strong relationships with participants with complex needs is a key strategy highlighted by staff, but staff turnover is a challenge.**

Agency staff report that many Oakland Unite participants struggle with experiences of trauma, mental health needs, and substance abuse. Leaders of most agencies reported that a key factor in providing services to this population is hiring staff with the right combination of professional training and personal experience who are able to build authentic and lasting relationships with participants. However, most agencies find recruiting skilled staff with backgrounds similar to their participants to be difficult and staff turnover due to burnout and low pay to be a challenge.

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**LIST OF ACRONYMS**

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ACOE	Alameda County Office of Education
BACR	Bay Area Community Resources
BAWAR	Bay Area Women Against Rape
BE	Beyond Emancipation
BOSS	Building Opportunities for Self-Sufficiency
CEO	Center for Employment Opportunities
COST	Coordination of services team
CSEC	Commercially sexually exploited children
CWW	Community Works West, Inc.
CYO	Community & Youth Outreach
EBAC	East Bay Agency for Children
EBAYC	East Bay Asian Youth Center
EESS	Employment and education support services
FVLC	Family Violence Law Center
GED	General Education Diploma
GPA	Grade point average
HSD	Human Services Department, City of Oakland
JJC	Juvenile Justice Center, Alameda County
MISSEY	Motivating, Inspiring, Supporting & Serving Sexually Exploited Youth
OCYO	Community & Youth Outreach, Inc.
OPD	Oakland Police Department
OUSD	Oakland Unified School District
PI	Pacific Islander
PIC	Oakland Private Industry Council
ROOTS	ROOTS Community Health Center
Seneca	Seneca Family of Agencies
TMC	The Mentoring Center
UCR	Uniform Crime Reporting
YA!	Youth ALIVE!
YEP	Youth Employment Partnership, Inc.

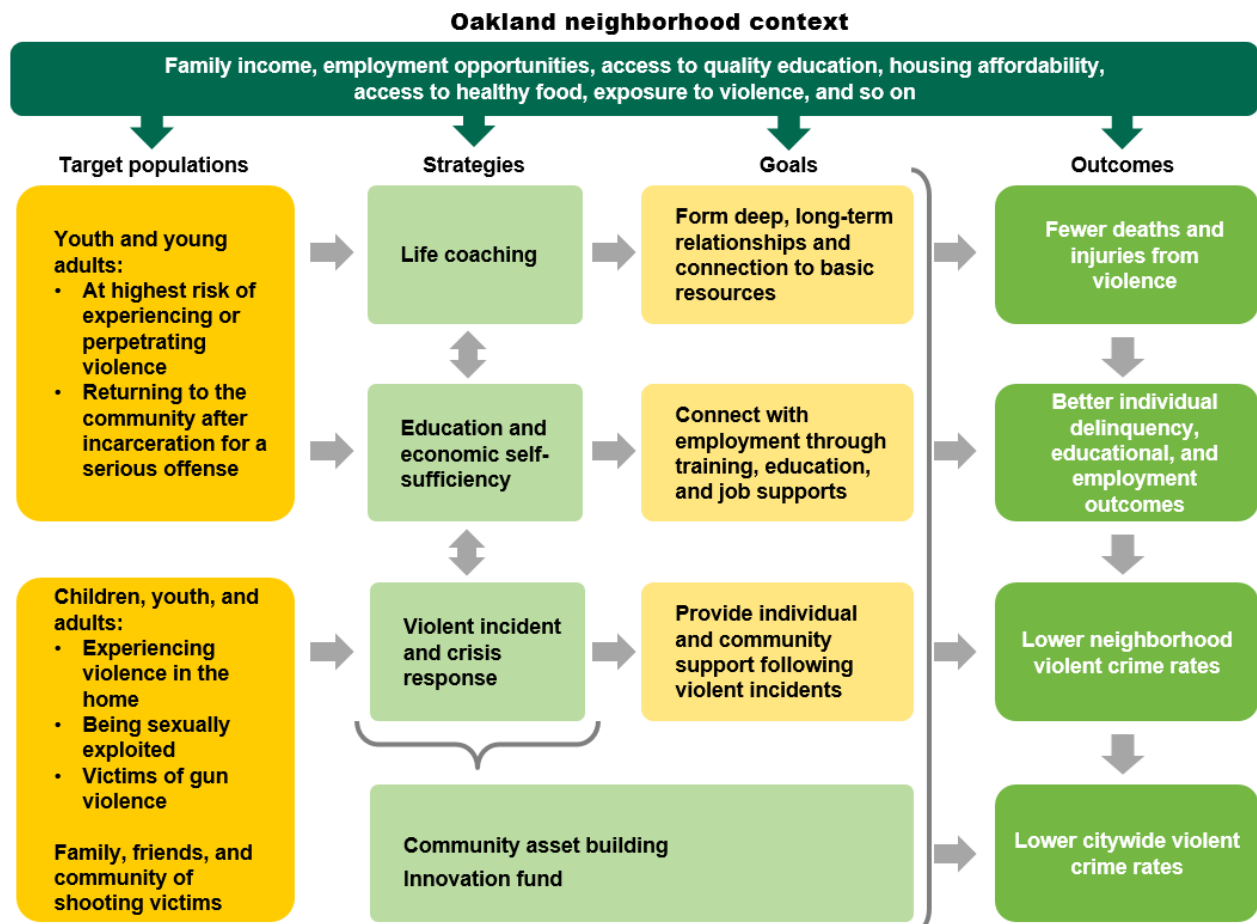


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## INTRODUCTION

Oakland Unite administers and supports grants to agencies offering community-based violence prevention programs in Oakland, California. The Violence Prevention and Public Safety Act of 2004, also known as Measure Y, raised funds for community-based violence prevention programs and policing and fire safety personnel through a parcel tax on Oakland property and a parking tax assessment. In 2014, Oakland residents voted to extend these levies through Measure Z, which now raises about \$26 million annually, to focus efforts on specific, serious types of violence, including gun violence, family violence, and sex trafficking. Measure Z funds violence prevention programs, police officers, fire services, and evaluation services. Forty percent of these funds are invested in community-based violence prevention programs through Oakland Unite, which is part of the City of Oakland Human Services Department (HSD).

**Figure 1. Conceptual model of Oakland Unite**

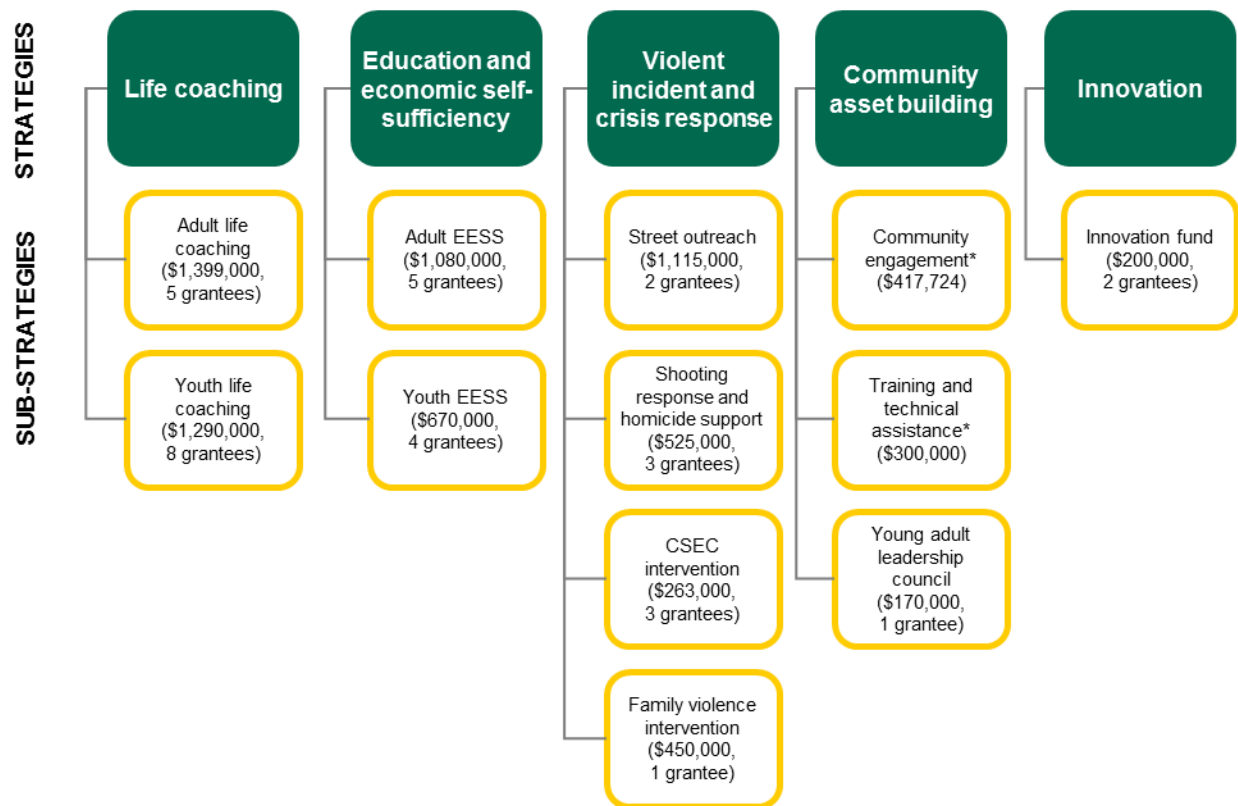


As part of this citywide effort, Oakland Unite aims to interrupt and prevent violence by focusing on the youth and young adults in Oakland who are at the highest risk of direct exposure to violence, violent victimization, and active involvement in violence. Figure 1 illustrates the relationship between Oakland’s neighborhood contexts, Oakland Unite strategies, and the outcomes Oakland Unite is designed to affect. The model highlights how the neighborhood context affects the population served by Oakland Unite, the strategies employed, the goals of the

strategies, and the expected outcomes. Other parts of Measure Z, such as Ceasefire, crime reduction teams, community resource officers, and emergency response through the Oakland Fire Department, are outside the purview of Oakland Unite and this evaluation, but they play important roles in the city’s collaborative violence reduction effort.

Oakland Unite administers grants through a diverse set of strategies to accomplish violence prevention and reduction. Figure 2 presents the five strategies (life coaching, education and economic self-sufficiency, violent incident and crisis response, community asset building, and innovation) and the 11 sub-strategies supported by Oakland Unite. Overall, 33 grants were awarded to 26 agencies in the 2017–2018 fiscal year, with services also provided within HSD, for a total of \$7.9 million. All agencies are required to match at least 20 percent of their Oakland Unite grant, though we report and analyze only Measure Z funds. These agencies are also supported by a \$300,000 annual investment in grantee training and technical assistance.

**Figure 2. Oakland Unite strategies and sub-strategies and funding amounts for fiscal year 2017–2018**



\*These sub-strategies are administered by the Human Services Department.  
 EESS = employment and education support services; CSEC = commercially sexually exploited children.

- Life coaching** uses mentoring and coaching to help high-risk youth and young adults move toward stable and successful lives. Coaches work with participants to develop individualized service plans and help connect participants to services. The life-coaching model includes intensive and frequent contact to build strong relationships. **Adult life coaches** work closely with high-risk young adults to deter involvement in violence and in the justice system.

**Youth life coaches** work closely with high-risk youth to help them engage in school and avoid violence and involvement in the justice system.

- **Education and economic self-sufficiency** helps high-risk youth and young adults secure employment and achieve self-sufficiency through a range of avenues, including developing job-related skills and fostering relationships with employers. **Transition-age youth/young adult employment and education support services** (adult EESS) agencies work to improve the career prospects of hard-to-employ young adults through skill building and transitional employment. **Youth employment and education support services** (youth EESS) agencies aim to increase career readiness through academic support and employment experience.
- **Violent incident and crisis response** supports people and communities following violent incidents to mitigate the consequences of violence and decrease the likelihood of future violence and victimization. This strategy encompasses four sub-strategies with different aims. **Street outreach** aims to disrupt the cycle of violence by stopping retaliation and using conflict mediation and support services. The **shooting response and homicide support** network addresses the needs of shooting and stabbing victims by offering support during hospital stays and victims' return home, as well as relocation services for individuals in immediate risk of harm and support to victims' families and others affected by homicide. **Commercially sexually exploited children (CSEC) intervention** reaches out to exploited youth, gets them into safe environments, and provides wraparound supports to end their exploitation. **Family violence intervention** supports victims of family violence with legal and socioemotional services, as well as crisis response, including emergency housing and a 24-hour hotline.
- **Community asset building** is designed to alter norms about violence in communities by developing supports within the community. The **community engagement** sub-strategy works to develop the leadership skills of community leaders to direct change in their own neighborhood; it includes a summer Friday night parks program to increase community safety in high-violence areas. The **young adult leadership council** convenes a panel of young adults with exposure to street violence to promote personal and community healing. Members also participate in life coaching and street outreach.
- **The innovation fund** is designed to support the development and testing of new ideas and practices for reducing violence. One funded program diverts youth with felony charges out of the juvenile justice systems using restorative justice, and the other aims to influence school climate and culture through training and trauma-informed education.

## Overview of the evaluation

Many evidence-based and promising practices have been put into place by agencies funded by Oakland Unite to serve these diverse target populations and prevent, disrupt, and effectively respond to violence, but data and evidence are needed to inform both the direction of grant making in the future and the field more broadly. Under Measure Z, the city is also obligated to fund an independent evaluation of Oakland Unite. The four-year evaluation for the years 2017 to 2020 includes the following:

- **Annual agency-level report.** The annual agency-level report provides profiles for each Oakland Unite agency, summarizing descriptive findings on the basis of administrative data, site visits, grantee interviews, and document reviews.
- **Annual strategy-level report.** Each year, the strategy-level report assesses the effectiveness of a selection of Oakland Unite strategies in reducing individual contact with the justice system, using both qualitative and quantitative analyses. The Year 1 strategy report released in 2017<sup>1</sup> focused on the adult life coaching and adult EESS sub-strategies and found the following:
  - Participating in adult EESS decreased the likelihood of arrest for any offense in the six months after enrollment by 6 percentage points and the likelihood of a violent offense by 1 percentage point, relative to a comparison group of similar individuals. There was no difference in the likelihood of arrest for a gun offense between the adult EESS group and the comparison group.
  - Participating in adult life coaching decreased the likelihood of arrest for a violent offense in the six months after enrollment by 1 percentage point, relative to a comparison group of similar individuals. There were no differences in the likelihood of arrest for any offense or a gun offense between the adult life coaching group and the comparison group.
- **Comprehensive evaluation.** The comprehensive evaluation will assess the impact of select Oakland Unite programs on individual delinquency, victimization, education, and employment outcomes over the four-year period.

In this 2016–2017 agency-level report, we describe each agency’s population and services provided during the first two years of Measure Z funding, which began in January 2016. The analyses are guided by a set of research questions, detailed in Table I.1.

**Table I.1. Annual agency evaluation research questions**

Research question
<b>Target population</b>
What are the characteristics of participants?
What is their rate of contact with the justice system?
What are the relative challenges of those served?
Are programs serving those at highest risk of exposure to, being a victim of, and/or involvement in violence?
<b>Provision and quality of services</b>
How are participants served across programs?
What are participant retention levels?
What are opportunities to strengthen and increase client involvement and satisfaction?
How do agencies transition participants out of intensive support programs?

<sup>1</sup> Gonzalez, N., J. Laco, E. Dawson-Andoh, A. Yanez, N. Nicolai, and S. Crissey. “Evaluation of Oakland Unite: Year 1 Strategy Report. Oakland, CA: Mathematica Policy Research, 2017. Available at <https://www.mathematica-mpr.com/our-publications-and-findings/publications/evaluation-of-oakland-unite-year-1-strategy-report>. Accessed March 28, 2018.

In contrast to the strategy-level and comprehensive reports, the agency report is not designed to evaluate the effectiveness of a given agency or sub-strategy at improving participant outcomes. Credibly evaluating program effectiveness requires identifying a comparison group of individuals who are similar to Oakland Unite participants but did not receive services, which is beyond the scope of this report. Comparison group analyses that evaluate Oakland Unite’s impacts on participant outcomes are part of the strategy-level and comprehensive reports.

## Data sources

To answer the research questions above, we collected and analyzed qualitative and quantitative information about agencies and participants.<sup>2</sup> Our qualitative data collection included a review of grant documents, interviews with HSD staff, and in-depth site visits during which we interviewed agency staff and participants (whenever feasible). Site visits took place between July 2017 and January 2018. We also collected individual-level records about Oakland Unite participants from the Cityspan database, which agencies are required to use to track participant information and services provided. All Cityspan data spanned the two-year period from 2016 to 2017. In addition, we collected individual-level records from the Oakland Police Department (OPD), which provided arrest and victimization records for more than 11 years, and Oakland Unified School District (OUSD) enrollment records for 7 years (Table I.2).

**Table I.2. Administrative data sources**

Data source	Information included	Number of individuals	Date range
Oakland Unite (Cityspan)	Agencies and sub-strategies accessed, service contacts and hours, milestones reached, referral sources, and demographic and risk information. Also includes information about events held by agencies.	6,320	January 1, 2016 to December 31, 2017
Oakland Police Department arrest incidents	Arrests, including their location and statute code, and demographic information about arrestees.	71,320	January 1, 2006 to April 30, 2017
Oakland Police Department victimization incidents	Victimization incidents, including their location and statute code, and demographic information about victims.	355,559	January 1, 2006 to August 16, 2017
Oakland Unified School District	Schools where enrolled, days enrolled, days absent, number of suspensions, grade point average, high school graduation, and demographic information.	75,570	August 1, 2010 to May 31, 2017

Across data sources, we matched records using the individual’s first and last name, date of birth, gender, and address. The matching procedure took into account the likelihood that two or more records represented the same person, even if there were minor differences between records (such as in the spelling of the name or a missing address). Of the 6,320 individuals in the Oakland Unite data, we matched 1,373 to OPD arrest data, 1,182 to OPD victimization data, and 1,005 to records from OUSD; 3,167 did not consent.

<sup>2</sup> Additional details about data collection and processing are in the appendix.

For this report, we restricted the analyses to individuals who had any service data. Of the 6,320 individuals in the Oakland Unite database in 2016 and 2017, 6,196 had services recorded and form the basis for this report. Although some of these individuals may have had very little contact with the program, including them provides a complete picture of the population an agency worked with during the two-year period.

### **Data limitations**

The data sources available for this report provided important information, but also have some limitations. Although we made efforts to clean and validate the data collected in the Oakland Unite database, like any administrative data, its quality depends on the accuracy and completeness of the information entered by agency staff. Where relevant, we show the share of participants with missing information (for example, those with an unknown ethnicity or unknown referral source).

Individuals who did not consent to share their personal information are excluded from prior arrest, victimization, and school engagement rates because matching participants to OPD or OUSD data requires personally identifiable information.<sup>3</sup> About 50 percent of Oakland Unite participants did not consent to share their name, date of birth, and address for evaluation purposes, although the majority of these participants is concentrated within one agency, the Family Violence Law Center (FVLC), which serves a large number of people. On average, agencies had a consent rate of 75 percent.

In examining participant arrest and victimization histories, we had data only on incidents reported by OPD. Incidents in other jurisdictions, both within and outside Oakland, are not recorded in OPD data. For example, arrests conducted by the Oakland School Police, Oakland Housing Authority Police, or police in neighboring cities were not available. Similarly, information about school engagement was available from only district-operated schools in OUSD. We did not have access to records from charter or private schools in Oakland nor from schools in neighboring school districts, which some Oakland Unite youth may attend. In addition, victimization data had incomplete personally identifiable information more often than did arrest or education data. It is also important to note that victimization incidents are frequently underreported to police.

As with all data from interviews, it is possible that participants and staff could have provided responses that they felt would reflect favorably upon themselves or their agencies. Furthermore, participant interviews were conducted with a convenience sample of participants who happened to be present during the site visit or had been specifically selected by the agency. Therefore, the participant perspectives may not represent the experiences of all participants. Finally, during site visits we were able to speak only with adults who could consent to being interviewed. Future reports will include broader participant perspectives from surveys and focus groups.<sup>4</sup>

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<sup>3</sup> School enrollment rates are further restricted to school-aged youth 19 or younger, and other information about school engagement is based only on participants who were enrolled in OUSD.

<sup>4</sup> Participant surveys will be administered in 2018 and 2020 and focus groups will be conducted in 2019.

## How to read this report

The agency report is intended to provide a rich description of the agencies that make up the Oakland Unite network, summarizing information about the participants they serve, how they serve them, and the successes and challenges they face. As mentioned earlier, this report is not designed to evaluate the effectiveness of a given agency or sub-strategy at improving participant outcomes. Analyses of effectiveness are part of the strategy-level and comprehensive reports that also form part of the four-year evaluation of Oakland Unite.

The agency report is structured around two-page agency profiles, organized by Oakland Unite sub-strategy. Agencies that operate under multiple sub-strategies receive multiple profiles, each one appearing in the relevant sub-strategy section. We introduce each section with a one-page overview of the sub-strategy. For the adult EESS and adult life coaching sub-strategies, which were the focus of the Oakland Unite Year 1 Strategy report, we summarize results of that report in the sub-strategy overviews.

The agency profiles contain information about the following, with a notated example in Figure 3:

1. **Participant characteristics at enrollment.** We describe the agency's target population, the number of participants who received services from January 1, 2016 to December 31, 2017, and their demographic information at the time of enrollment. Reflecting differences in target populations, agencies collect different information about participant risk of violence exposure, victimization, and involvement. Therefore, risk information is presented for each agency that collects it, and the risk factors vary across agencies.

If relevant to the agency's target population, we report arrest and victimization histories of participants before enrolling in Oakland Unite.<sup>5</sup> The prior arrest measure is the percentage of the consenting participants who were arrested by OPD in the 10 years before receiving Oakland Unite services. The prior victimization measure is the percentage of consenting participants who reported being the victim of a violent crime or assault in the 10 years before receiving Oakland Unite services.

For agencies serving youth, we include school engagement information from the most recent school year prior to youth starting Oakland Unite—either the 2015–2016 or the 2016–2017 school year, depending on when the participant began receiving services. For students enrolled in OUSD, school engagement measures include the share of participants who were chronically absent (defined as missing 20 percent or more of school days) and suspended, and their average cumulative grade point average (GPA).<sup>6</sup>

Data points that rely on OPD or OUSD data are based only on participants who consented to share their personally identifying information; the agency's consent rate appears at the bottom of the profile's first page.

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<sup>5</sup> Although the Family Violence Law Center serves victims of family violence, we do not report victimization history based on OPD data for this agency because only 2 percent of its participants consented to share their identifying information.

<sup>6</sup> Only youth in middle and high school grades have GPAs.



2. **Participant locations and referral sources.** Using home zip codes, we grouped participants into regions of Oakland. If participants did not consent to share their addresses (or this information was not collected), we show the region as unknown.<sup>7</sup> We also grouped the detailed referral sources entered by agencies. For example, we combined referrals through the California Department of Corrections, courts, district attorney’s office, Juvenile Justice Center, and parole and probation officers into a single justice system category. When agencies have more than five referral source categories, we display only their five most common ones.<sup>8</sup>
3. **Program services.** We provide a brief description of the services the agency provides along with an overview of the service intensity experienced by the average participant (based on the total number of service hours and contacts they receive each week and the total number of weeks they participate in services). If relevant for the service model, we also display the share of participants who received services for at least one, three, or six or more months. These rates can reflect both continuous and intermittent service periods.

We also summarize the total number of service hours participants received, on average, for each type of individual and group service category tracked in the Oakland Unite database. Many agencies provide multiple services, and only those that are most frequently provided are reported in the agency profiles. For some agencies, the description of the service model and the actual average service hours may differ. This is often due to differences in service intensity across participants (with some receiving short term services, and others receiving longer term, more intensive services), or because some participants have not been enrolled long enough to complete the program.

For agencies that dedicate part of their grant budgets to wages, financial support, or incentives for participants, we show the average payment amounts per participant based on the agency’s budget for the 2016–2017 fiscal year and the number of participants the agency served over that same period.<sup>9</sup> Agencies are required to secure a 20 percent match to Oakland Unite funds, and many match a larger percentage and apply those funds to financial transfers to participants. Therefore, participants may receive more than the amounts shown.

Where relevant, information about events held by agencies also appears in this section.

4. **Program highlights.** In this section, we summarize the key findings from our site visits and interviews, which span various aspects of program implementation, including participant retention and engagement, service provision, and staffing. We also feature any relevant participant milestones that agencies track in the Oakland Unite database, such as whether participants were placed in a job. Finally, we highlight successes and challenges, as reported by agency staff.

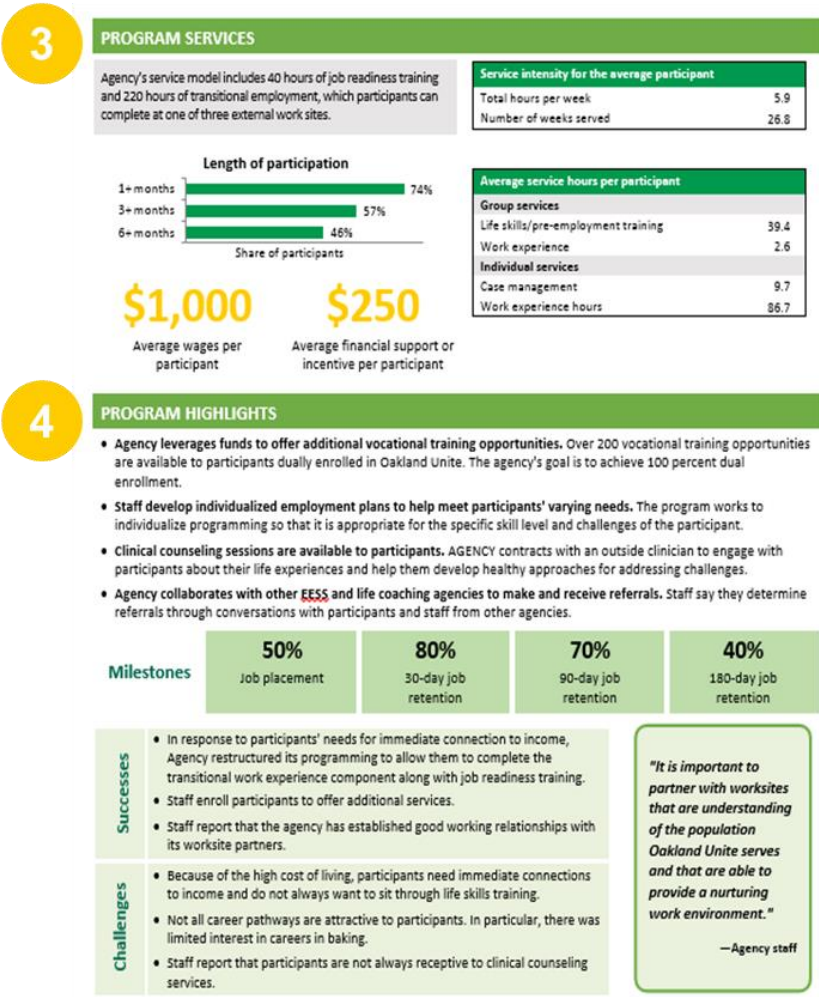
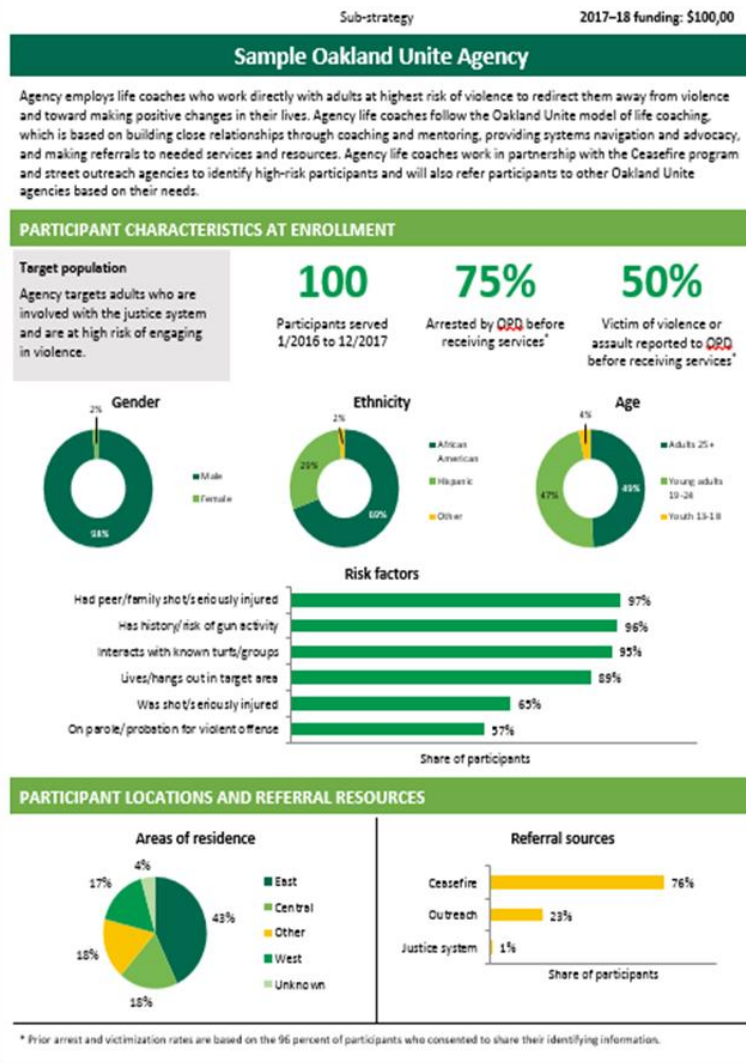
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<sup>7</sup> For agencies with consent rates below 75 percent, we report regions based on aggregated data provided by Cityspan.

<sup>8</sup> We do not show referral sources for adult and youth EESS agencies, as Oakland Unite staff reported that agencies in these sub-strategies did not enter accurate data in these fields.

<sup>9</sup> The 2016–2017 fiscal year spanned January 1, 2016, to June 30, 2017. Agencies are not typically allowed to shift funds from these line items, though a small number of agencies had unspent funds during the period. To calculate average wages per participant, we counted only participants who logged work experience hours.

**Figure 3. Sample agency profile**



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# Adult employment and education support services

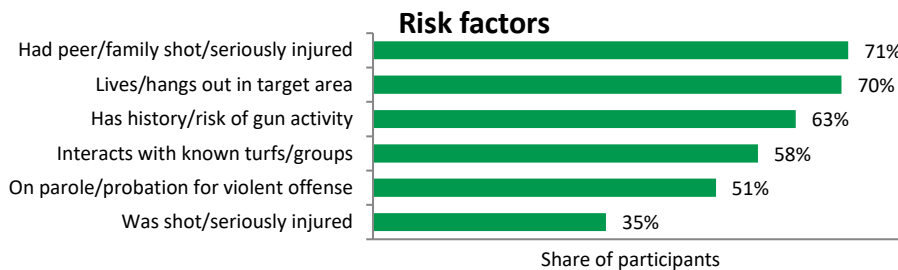
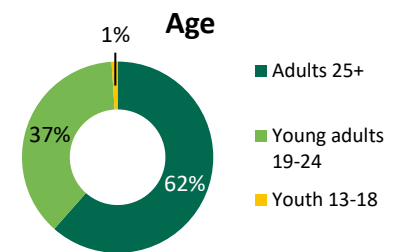
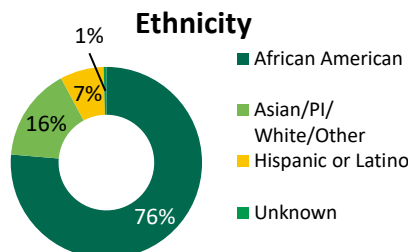
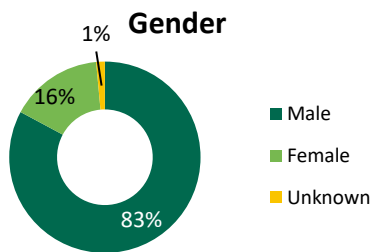
The adult EESS sub-strategy provides job skills training, educational support, and career development aimed to prepare participants to obtain and retain employment. Agencies target transition-aged youth ages 18–24 and adults ages 25–35.

- Agencies target different populations, resulting in broader coverage of the at-risk population in Oakland.
- All agencies provide job readiness, transitional employment, and job placement services; however, the service delivery, dosage, and length vary across all agencies.
- Income payments are critical for engagement, but participant engagement remains challenging.
- Participation decreases the likelihood of arrest for any offense in the six months after enrollment by 6 percentage points and the likelihood of arrest for a violent offense by 1 percentage point. There is no effect on gun arrests. (See the [Year 1 Strategy Report](#).)

**5** Agencies funded for a total grant amount of **\$1,080,000**

**1,095** Participants served 1/2016 to 12/2017

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT



**41%** Arrested by OPD before receiving services\*

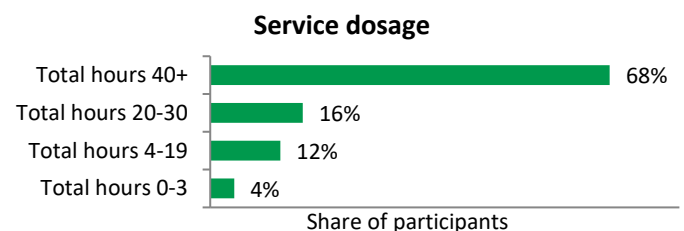
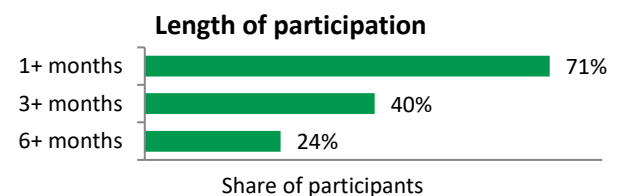
**26%** Victim of violence or assault reported to OPD before receiving services\*

## PROGRAM SERVICES

Service intensity for the average participant	
Total hours per week	1.7
Total contacts per week	2.3
Number of weeks served	30.9

Average service hours per participant	
<b>Group services</b>	
Life skills/pre-employment training	24.3
Work experience	92.5
<b>Individual services</b>	
Work experience	22.9

<b>Employer engagement</b>	<b>136</b>	Total number of events
Agencies host networking meetings with local employers to identify opportunities	<b>40</b>	Average number of attendees
	<b>3</b>	Average event duration (hours)



**36%** Percentage of budget for participant wages, financial support, and incentives

\*Prior arrest and victimization are based on the 97 percent of participants who consented to share their identifying information.

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# Beyond Emancipation

BE provides intensive employment training and transitional work experience to high-risk young adults in Oakland. The program uses intensive case management with wraparound services to support participants through employment readiness training, individual coaching, and professional development before their placement in transitional and permanent employment sites. Participants have the opportunity to complete a five-week in-house culinary training program and participate in external, on-the-job training and internships. BE staff provide “trauma informed coaching” to participants throughout the process to help them develop and apply life and employment skills.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

BE targets current or former foster care youth and young adults who are at risk of engaging in violence.

62

Participants served  
1/2016 to 12/2017

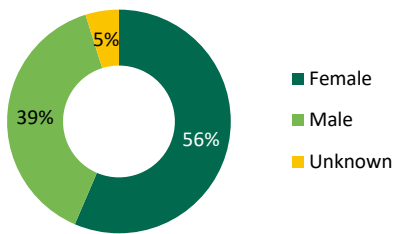
42%

Arrested by OPD before  
receiving services\*

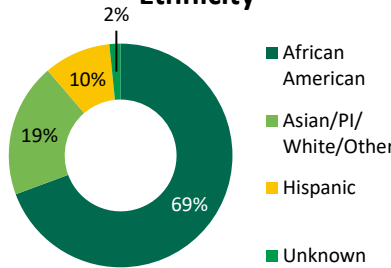
47%

Victim of violence or  
assault reported to OPD  
before receiving services\*

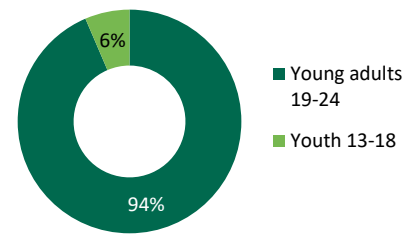
### Gender



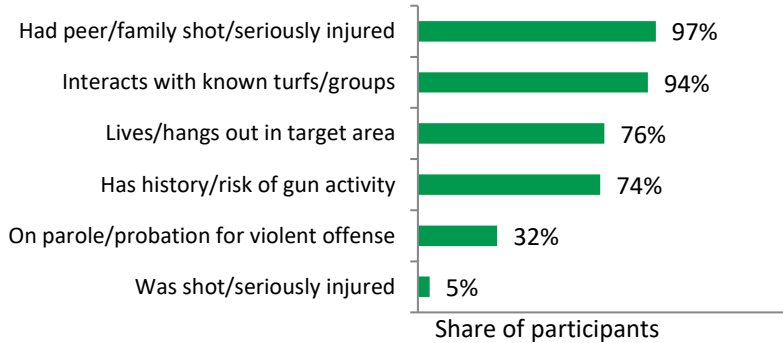
### Ethnicity



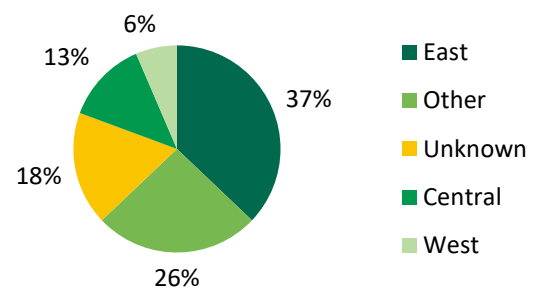
### Age



### Risk factors



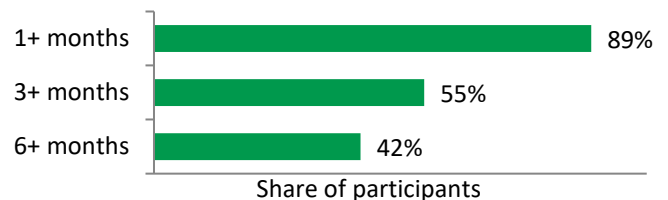
### Area of residence



## PROGRAM SERVICES

BE's service model includes 32 hours of job readiness training over two weeks and eight weeks of transitional employment (160 hours at the culinary work site or 120 hours on the job).

### Length of participation



\* Prior arrest and victimization rates are based on the 82 percent of participants who consented to share their identifying information.

**\$1,508**

Average wages per participant

**\$210**

Average financial support or incentive per participant

Budget information reflects funding from Oakland Unite only.

**Service intensity for the average participant**

Total hours per week	7.0
Number of weeks served	23.2

**Average service hours per participant**

<b>Group services</b>	
Life skills/pre-employment training	47.1
<b>Individual services</b>	
Case management	15.5
Work experience	107.8

**PROGRAM HIGHLIGHTS**

- **Staff report that most participants are recruited directly by the agency.** Although the agency does not receive many referrals from Oakland Unite, staff report that they have developed relationships with other agencies, including the Center for Employment Opportunities (CEO), Building Opportunities for Self-Sufficiency (BOSS), and Bay Area Community Resources (BACR).
- **BE's case management model emphasizes thoughtful engagement with participants.** Staff use “trauma informed coaching” to assess participants' strengths and needs as well as their plans for life, pre-employment, work experience, and professional development.
- **Participant supports are structured to increase the likelihood of successful transitions.** Staff report that they use clearly designed benchmarks, incentives, and planned transition points based on hours to support participant progress through the program.
- **BE partners with the Peralta Colleges to allow participants to pursue industry-level certification.** Staff report that some participants work and study at the same time.

*“I have completed a culinary course and learned many skills. I hope to participate in BE as long as possible, and then give back to the community.”*

—Participant

**Milestones**

<b>23%</b> Job placement	<b>77%</b> 30-day job retention*	<b>45%</b> 90-day job retention*	<b>40%</b> 180-day job retention*
-----------------------------	-------------------------------------	-------------------------------------	--------------------------------------

**Successes**

- BE has built strong relationships with local employers to identify job opportunities for participants.
- Staff highlight that participants can build skills, attain certifications, and find work through the culinary and social enterprise tracks.
- According to staff, additional support services and incentives have led to greater participant success.

**Challenges**

- BE experiences high staff turnover, which is compounded by the difficulty in recruiting qualified people with similar life experience.
- Staff report that participant retention can be a challenge, as participants deal with complicated life situations.
- Staff report that referrals from Ceasefire require greater attention.

*“Participants are assigned to GROW or ELEVATE based on their readiness, experiences, skills and interests. [For example], the culinary chef does a demonstration to see if there's interest.”*

—Agency staff

\* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

# Building Opportunities for Self-Sufficiency

BOSS provides job readiness training, transitional work experience, and employment placement and retention support to adults at risk of engaging in violence and/or returning to Oakland after incarceration. To support participants through all stages of the program, staff develop individualized employment plans and offer case management with wraparound services, barrier removal, mentoring, and conflict mediation. The program relies on staff who share similar life experiences as participants to build relationships and maintain engagement. Participants have access to varied work opportunities, such as street cleaning, event staging, and pest control.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

BOSS targets adults returning to Oakland after incarceration and/or at risk of engaging in violence.

**131**

Participants served  
1/2016 to 12/2017

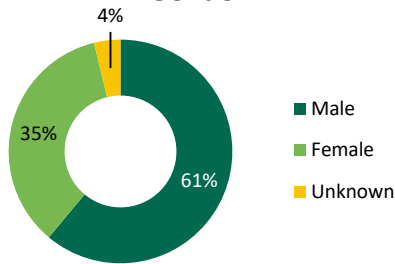
**44%**

Arrested by OPD  
before receiving  
services\*

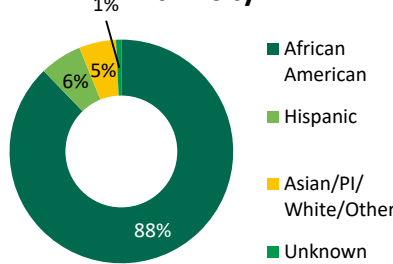
**26%**

Victim of violence or  
assault reported to OPD  
before receiving services\*

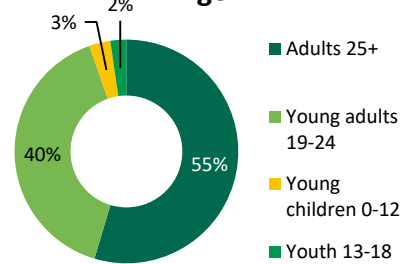
### Gender



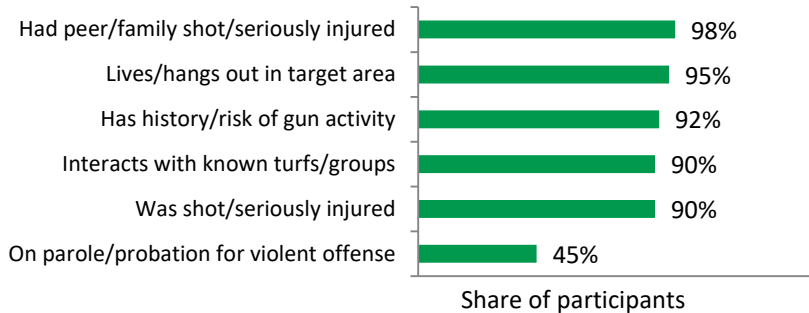
### Ethnicity



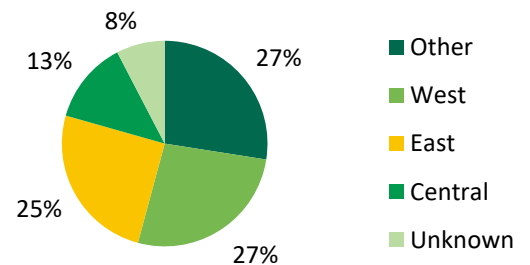
### Age



### Risk factors



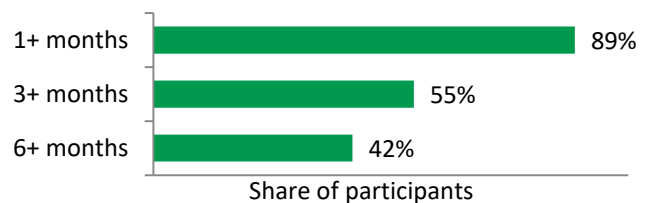
### Areas of residence



## PROGRAM SERVICES

BOSS's service model includes 80 hours of pre-employment and soft skills training over four weeks, 100 hours of work experience training, and job retention services for six months.

### Length of participation



\* Prior arrest and victimization rates are based on the 97 percent of participants who consented to share their identifying information.



**\$1,333**

Average wages per participant

**\$135**

Average financial support or incentive per participant

*Budget information reflects funding from Oakland Unite only.*

Service intensity for the average participant	
Total hours per week	11.8
Number of weeks served	13.4

Average service hours per participant	
<b>Group services</b>	
Life skills/pre-employment training	35.6
<b>Individual services</b>	
Work experience	80.2

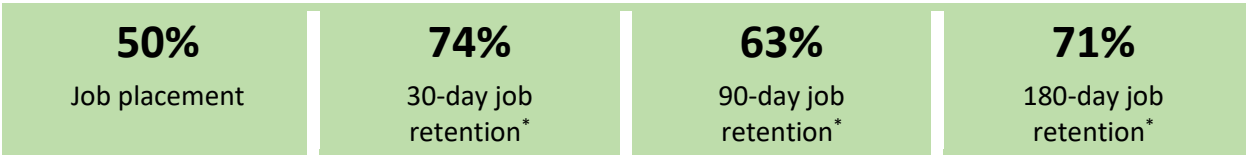
**PROGRAM HIGHLIGHTS**

- **Staff report that weekly case coordination helps them manage caseloads and support each other.** Every Tuesday, staff meet to assign new participants, share updates about existing participants, and collaborate to address challenges.
- **Staff tailor employment plans to participants.** While developing employment plans, case managers say they identify participants' strengths to connect them with training and job opportunities that match their talents.
- **Staff share their life experiences with participants to provide encouragement.** Staff have an open-door policy and try to be available to provide additional support and encouragement when participants need it.
- **Internal and external support services help address barriers employment.** BOSS offers housing services to participants in need and partners with external organizations to provide participants GED (General Education Diploma) preparation and vocational training.

*"[Staff] come from the same background. They create personal relationships. They want to know about your story, want to know the types of jobs you want to do."*

—Participant

**Milestones**



- Successes**
- Staff share information on participants, which helps them quickly identify and mediate conflicts.
  - BOSS organizes a graduation ceremony for those who complete the program to celebrate their accomplishments.
  - BOSS has hired former participants who successfully completed the program on a full-time basis.

- Challenges**
- Participants find that job opportunities are not always easily accessible through public transportation, especially when they are in areas like the South Bay.
  - The housing crisis makes it difficult for participants to stay in Oakland.
  - Transitional employment wages are often higher than those offered by permanent employers outside of Oakland.

*"If you show up and show out, you have an opportunity to work at BOSS.... It's important for participant to see the end result of some of the participants that have made it through the program."*

—Agency staff

\* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

# Center for Employment Opportunities

CEO offers intensive employment support services to adults returning to Oakland from incarceration. CEO participants receive life skills education, transitional work experience, job coaching and placement, and postplacement retention support. CEO's employment model is built on a social enterprise that provides crew-based maintenance and labor services. To help participants develop job readiness skills, CEO holds them to the expectations associated with a real job, such as showing up to work daily and on time. CEO supports participants during transitional employment by offering transportation assistance and daily pay. Additionally, CEO provides incentives for job retention after participants obtain permanent employment.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

CEO targets adults returning to Oakland after incarceration and/or at risk of engaging in violence.

**750**

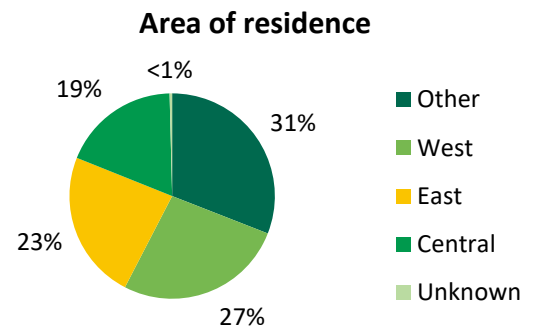
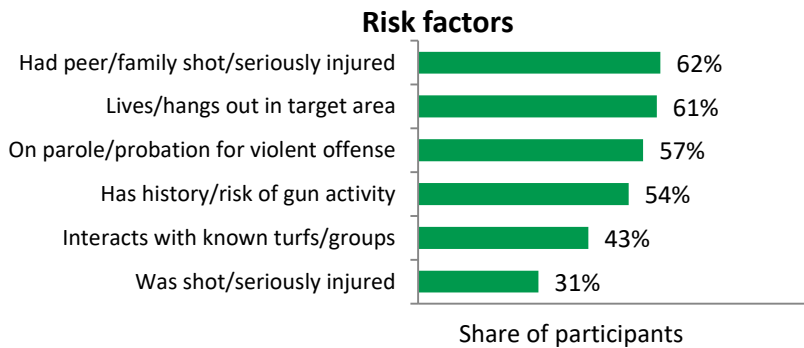
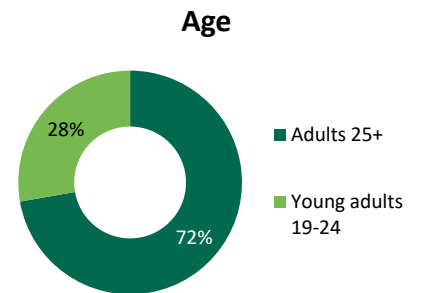
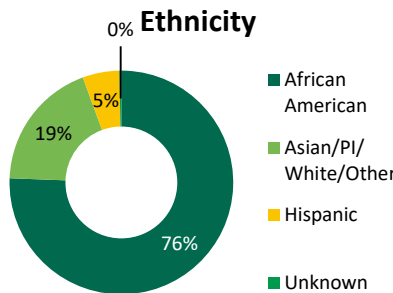
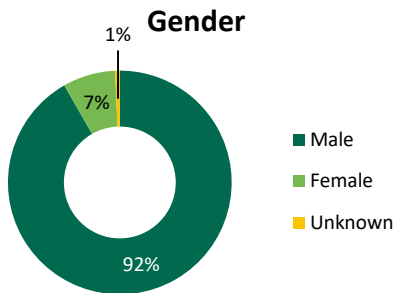
Participants served  
1/2016 to 12/2017

**39%**

Arrested by OPD before  
receiving services\*

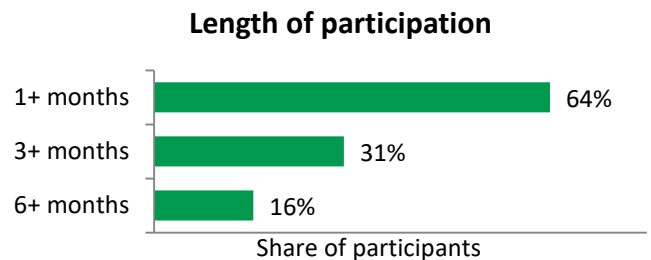
**23%**

Victim of violence or  
assault reported to OPD  
before receiving services\*



## PROGRAM SERVICES

CEO's service model includes 20 hours of job readiness training over three days, 180 hours of transitional employment, and job coaching for six to eight weeks (one to two hours per week).



\* Prior arrest and victimization rates are based on 100 percent of participants who consented to share their identifying information.

**\$424**

Average wages per participant

**\$18**

Average financial support or incentive per participant

*Budget information reflects funding from Oakland Unite only.*

**Service intensity for the average participant**

Total hours per week	16.1
Number of weeks served	11.1

**Average service hours per participant**

<b>Group services</b>	
Life skills/pre-employment training	15.2
Work experience	102.4
<b>Individual services</b>	
Case management	1.5

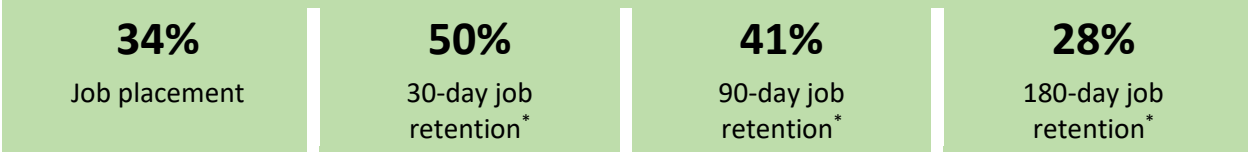
**PROGRAM HIGHLIGHTS**

- **CEO's program focuses on developing soft skills.** From the initial curriculum in the classroom to the transitional employment component, CEO teaches participants how to show up on time, take directives, and work within a team. The classroom introduces these concepts, and they are reinforced throughout the program.
- **Daily pay helps keep participants motivated.** Once participants enter the transitional work experience component, they are paid daily for the work they perform.
- **Retention services are available for one year after job placement.** Participants may get laid off or realize the job is not a good fit, but CEO will continue to offer guidance to help participants get back on their feet or find better job opportunities.

*"The pay was really the big sell for enrolling in the program, but once in the program it was the job coaching and welcoming environment."*

—Participant

**Milestones**



**Successes**

- Staff tailor services to participants' job readiness. Participants who are released from or quit a job may receive job coaching, counseling, or job placement depending on their needs.
- CEO has developed strong working relationships with various employers and experiences excess demand for their participants to fill available job positions.
- Staff track data, take detailed case notes, and communicate frequently to keep everyone informed on participants' progress.

**Challenges**

- Staff report that participants start with the mindset that no job opportunities exist for them because of their felony convictions.
- Participants often experience homelessness or cannot afford to live in Oakland.
- Participants returning to their old neighborhoods may engage in old habits, such as substance use, that prevent them from working with CEO.

*"We live and breathe [our database]. Every interaction with every client and/or employer is documented, and all staff are informed about what goes on with each client."*

—Agency staff

\*Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

# Civcorps Schools

Civcorps provides personalized academic and employment support to transitional-aged youth who are disconnected from school and work and are at risk of engaging in violence, but are interested in obtaining a high school diploma. The program uses a trauma-informed approach to deliver college preparatory classes and academic counseling before placing participants in transitional work experiences. Civcorps offers paid job training and internship opportunities in two social enterprises: environmental management and recycling. The program relies on skilled classroom teachers, case managers, and job supervisors to help participants develop academic and employment skills and obtain and retain a job.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

Civcorps targets transitional-aged youth returning to Oakland after incarceration and/or at risk of engaging in violence.

97

Participants served  
1/2016 to 12/2017

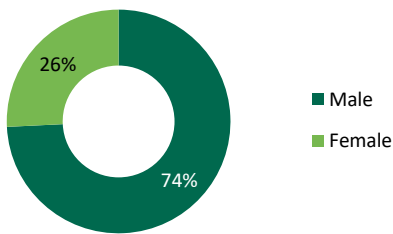
40%

Arrested by OPD  
before receiving  
services\*

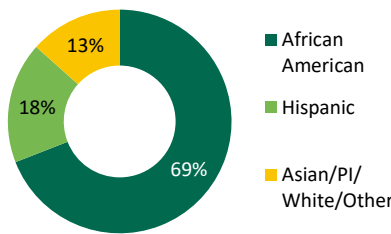
35%

Victim of violence or  
assault reported to OPD  
before receiving services\*

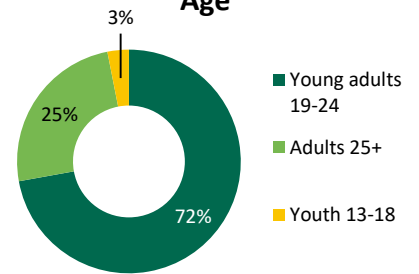
### Gender



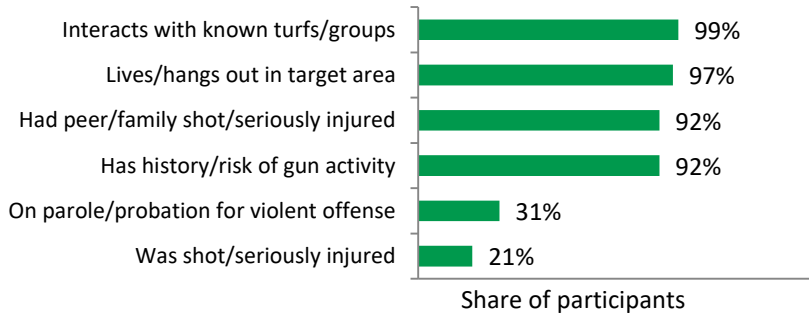
### Ethnicity



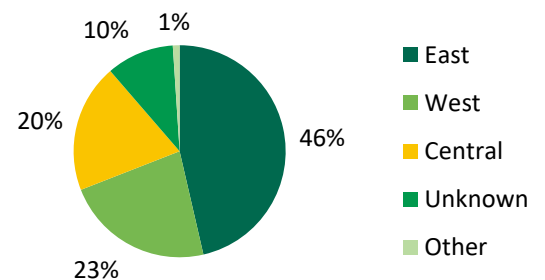
### Age



### Risk factors



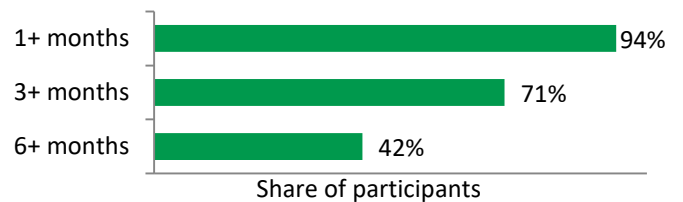
### Area of residence



## PROGRAM SERVICES

Civcorps ' service model includes 32 hours of job readiness and academic instruction for 14 weeks, followed by 150 hours of transitional employment in environmental management and recycling.

### Length of participation



\* Prior arrest and victimization rates are based on the 90 percent of participants who consented to share their identifying information.

**\$1,866**

Average wages per participant

**\$250**

Average financial support or incentive per participant

*Budget information reflects funding from Oakland Unite only.*

**Service intensity for the average participant**

Total hours per week	21.0
Number of weeks served	27.4

**Average service hours per participant**

<b>Group services</b>	
Basic education training	222.9
Life skills/preemployment training	41.4
Work experience	249.6
<b>Individual services</b>	
Case management	8.1

**PROGRAM HIGHLIGHTS**

- **Civicorps offers academic services in an on-site public charter high school for older students.** While coursework is personalized on the basis of each student's needs and educational level, courses are held in a classroom setting and the school can grant high school diplomas.
- **Civicorps provides support services to help participants through programming.** Civicorps offers participants free meals and incentives to help keep them engaged and motivated. Additionally, Civicorps makes referrals to external services such as housing support and child care.
- **Civicorps' program model requires participants to build social capital.** Students attend leadership summits, engage in discussions with local and state policymakers, and engage in the democratic process to fulfill graduation requirements.
- **Civicorps targets career pathways in unionized fields.** Specifically, the program offers job training and internships in environmental management and recycling.

**Milestones**

**40%**

Job placement

**91%**

30-day job retention\*

**76%**

90-day job retention\*

**55%**

180-day job retention\*

**Successes**

- Civicorps hired a housing coordinator to support participants who were experiencing homelessness.
- The alumni network is a useful resource for job opportunities.
- Civicorps allows participants to seek support from any staff member with whom they feel most comfortable.
- Civicorps has built a strong referral network with other Oakland Unite agencies, and often refers students who are not interested in its education requirements to other agencies.

**Challenges**

- Some participants experience homelessness or are picked up for warrants, interrupting their participation.
- High cost of living prevents potential participants from enrolling since they cannot afford to continue living in Oakland.
- Participant retention can be a challenge, as the program is long and requires significant commitment. However, those who exit may return when they are ready.

*"Previous experience as a corps member helps a bit in connecting with youth. It gives me some 'cred' even though I'm not from here and don't look like most of our members."*

—Agency staff

\*Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.

# Oakland Private Industry Council

PIC provides employment services to adults at risk of engaging in violence, using a combination of case management and clinical counseling to support participants through the process of job readiness and life skills training, transitional employment, and job placement. The program relies on skilled case managers to assess the needs of program participants and develop individualized employment plans. Participants receive on-the-job training through one of three external worksites—Saint Vincent de Paul’s Champion’s Workforce Program, Goodwill Industries, and the Bread Project’s Bakery Bootcamp—where they can learn about warehousing logistics and culinary, janitorial, and security work.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

PIC targets adults returning to Oakland after incarceration and/or at risk of engaging in violence.

**91**

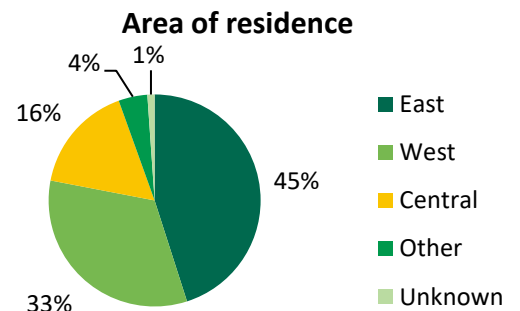
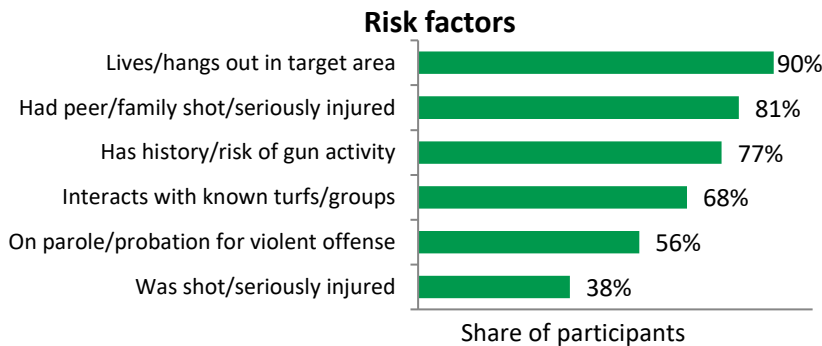
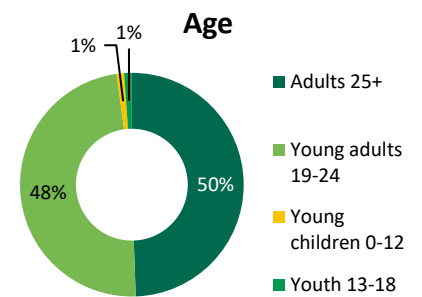
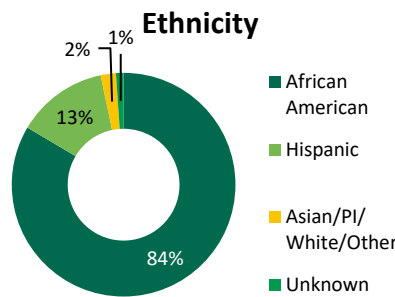
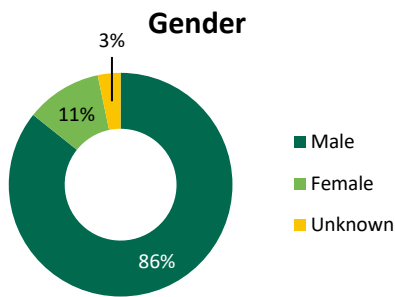
Participants served  
1/2016 to 12/2017

**62%**

Arrested by OPD  
before receiving  
services\*

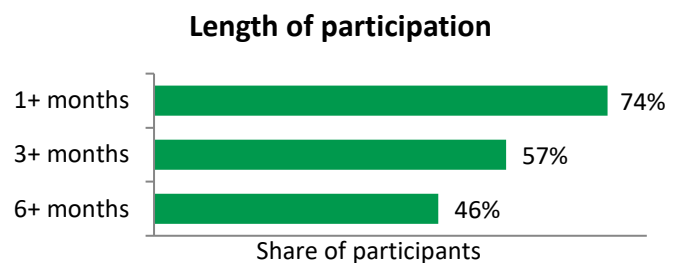
**43%**

Victim of violence or  
assault reported to OPD  
before receiving services\*



## PROGRAM SERVICES

PIC's service model includes 40 hours of job readiness training and 220 hours of transitional employment, which participants can complete at one of three external work sites.



\* Prior arrest and victimization rates are based on the 99 percent of participants who consented to share their identifying information.

**\$1,234**

Average wages per participant

**\$295**

Average financial support or incentive per participant

*Budget information reflects funding from Oakland Unite only.*

**Service intensity for the average participant**

Total hours per week	5.9
Number of weeks served	26.8

**Average service hours per participant**

Group services	
Life skills/pre-employment training	39.4
Work experience	2.6
Individual services	
Case management	9.7
Work experience hours	86.7

**PROGRAM HIGHLIGHTS**

- **PIC leverages funds from the Workforce Innovation and Opportunity Act to offer additional vocational training opportunities.** Over 200 vocational training opportunities are available to participants dually enrolled in Oakland Unite and WIOA. The agency's goal is to achieve 100 percent dual enrollment.
- **Staff develop individualized employment plans to help meet participants' varying needs.** The program works to individualize programming so that it is appropriate for the specific skill level and challenges of the participant.
- **Clinical counseling sessions are available to participants.** PIC contracts with an outside clinician to engage with participants about their life experiences and help them develop healthy approaches for addressing challenges.
- **PIC collaborates with other EESS and life coaching agencies to make and receive referrals.** Staff say they determine referrals through conversations with participants and staff from other agencies.

**Milestones**



**Successes**

- In response to participants' needs for immediate connection to income, PIC restructured its programming to allow them to complete the transitional work experience component along with job readiness training.
- Staff enroll participants in WIOA to offer additional services.
- Staff report that the agency has established good working relationships with its worksite partners.

**Challenges**

- Because of the high cost of living, participants need immediate connections to income and do not always want to sit through life skills training.
- Not all career pathways are attractive to participants. In particular, there was limited interest in careers in baking.
- Staff report that participants are not always receptive to clinical counseling services.

***"It is important to partner with worksites that are understanding of the population Oakland Unite serves and that are able to provide a nurturing work environment."***

—Agency staff

\* Retention rates are based on participants who were enrolled at least 30, 60, or 180 days prior to measurement and placed in jobs.



# Youth employment and education support services

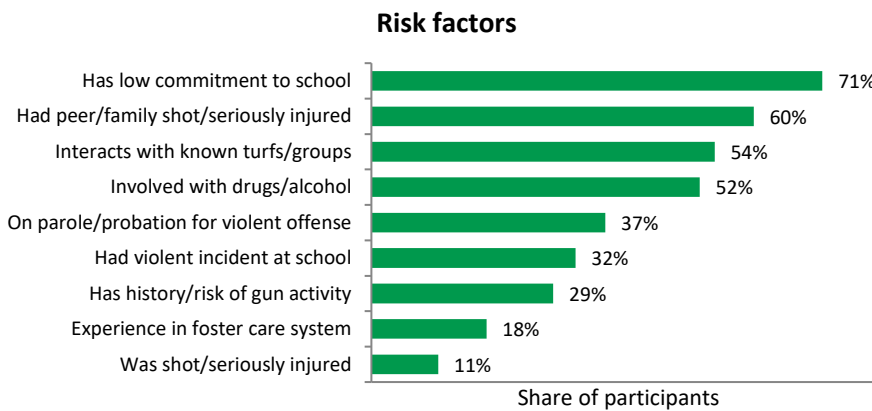
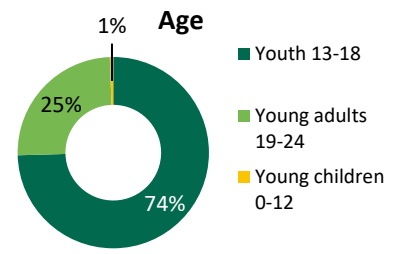
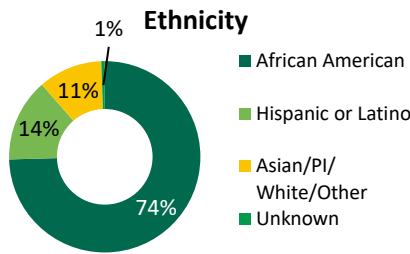
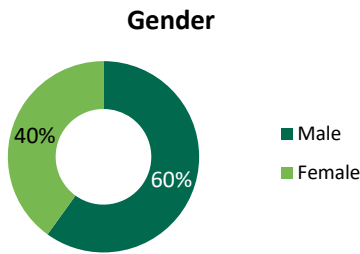
The youth EESS sub-strategy aims to strengthen the economic self-sufficiency and career readiness of youth at risk of violence through academic support, community service, subsidized work experience, and employment.

- Staff across agencies report that youth are motivated by financial incentives that reward attendance, program accomplishments, and training certifications. Incentives provide youth with legal sources of income and help keep them engaged in skill-building activities and with case managers.
- Agencies find that providing a variety of job opportunities allow youth to find jobs that match their interests.

**4** Agencies funded for a total grant amount of **\$670,000**

**342** Participants served 1/2016 to 12/2017

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT



**36%** Arrested by OPD before receiving services\*

**29%** Victim of violence or assault reported to OPD before receiving services\*

**37%** Chronically absent from school\*

## PROGRAM SERVICES

### Service intensity for the average participant

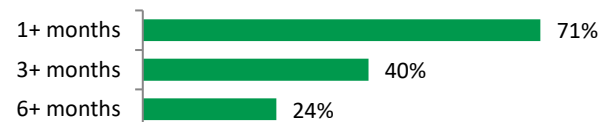
Total hours per week	7.9
Number of weeks served	23.1

### Average service hours per participant

Group services	
Life skills/pre-employment training	28.2
Work experience	23.5
Individual services	
Case management	23.2
Work experience	56.3

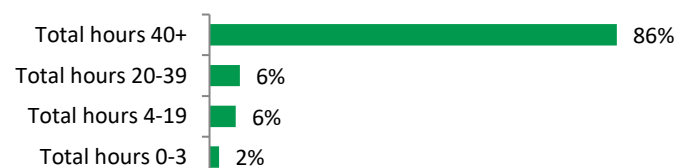
**30%** Percentage of budget for participant wages, financial support, and incentives

### Length of participation



Share of participants

### Service dosage



Share of participants

\* Measures of arrest, victimization, and school engagement are based on the 93 percent of participants who consented to share their identifying information. Of these participants, 62 percent were enrolled in OUSD before receiving services.



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# Alameda County Office of Education

ACOE serves youth who require additional supports not available in any of the 19 school districts in Alameda County. Youth are referred to ACOE either by their district or their probation officer primarily for behavior and school safety reasons, as well as low credits and other academic risk factors. ACOE manages these referrals, while YEP (Youth Employment Partnership, ACOE's subgrantee) provides most program services, including case management, life skills training, and job skills development. ACOE staff also offer tutoring, academic support, and crisis response through a process that brings together teachers, psychologists, case managers, and special education specialists. Before partnering with YEP in October 2016, ACOE partnered with Moving Forward Education as a subgrantee.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

ACOE targets youth involved with the justice system and/or at risk of engaging in violence.

81

Participants served  
1/2016 to 12/2017

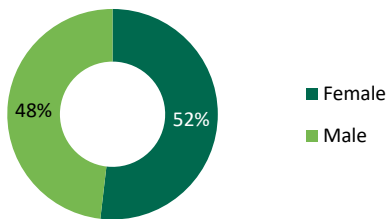
53%

Chronically absent from  
school\*

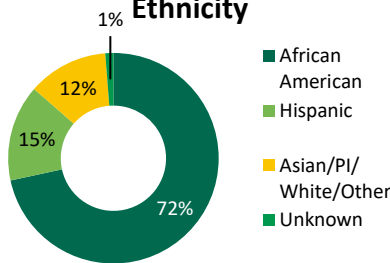
31%

Suspended from  
school\*

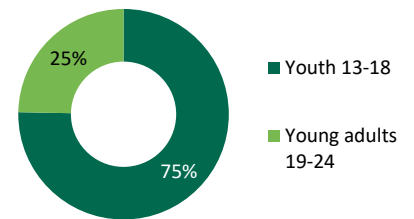
### Gender



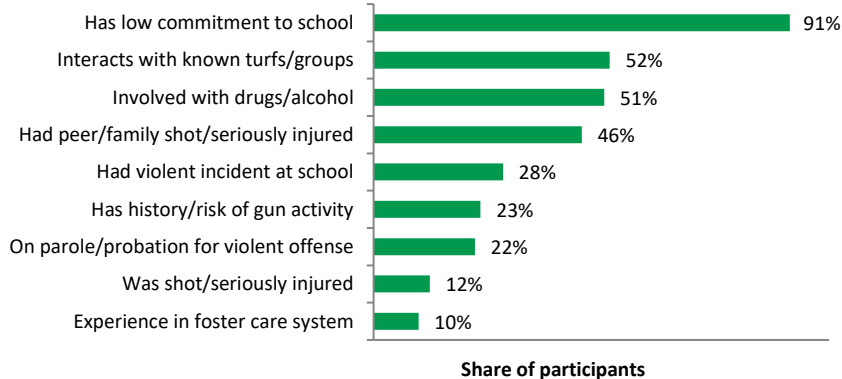
### Ethnicity



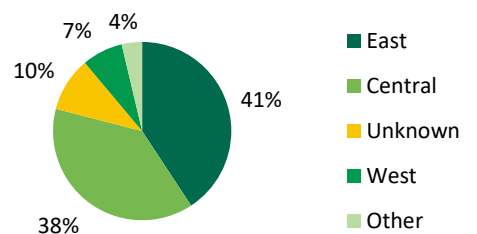
### Age



### Risk factors



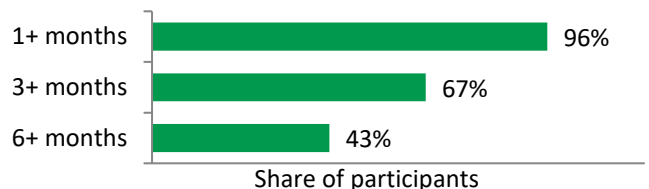
### Area of residence



## PROGRAM SERVICES

ACOE and YEP work together to provide individual and group education and employment services, including tutoring, life skills development, paid work experience, and ongoing case management.

### Length of participation



\* School engagement measures are based on the 42 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.

**\$941**

Average wages per participant

**\$268**

Average financial support or incentive per participant

*Budget information reflects funding from Oakland Unite only.*

**Service intensity for the average participant**

Total hours per week	7.5
Number of weeks served	23.2

**Average service hours per participant**

Group services	
Life skills/pre-employment training	35.3
Work experience	60.6
Individual services	
Case management	4.1
Work experience	33.0

**PROGRAM HIGHLIGHTS**

- **ACOE has staff on site at YEP to provide additional academic supports.** In addition to regular tutoring, ACOE provides academic crisis response. This process convenes youth and a team of stakeholders, who develop and monitor a plan of action.
- **ACOE and YEP have built a strong partnership to serve youth's complex needs.** Staff from both agencies work together to engage struggling students through a mix of job opportunities, incentives, mentoring, and academic supports. ACOE also helps YEP visit schools to conduct recruitment.
- **All participating youth have an individualized work and academic plan that they have to work on at the school site.** Staff work together with students to map out goals that are meaningful to them.
- **Agency staff report that they have a strong connection with probation, parole, and judges.** This collaboration is aimed at helping youth reintegrate successfully into school.

*“The biggest disconnect for our youth is not fully understanding the impact school has on the job/career push.”*

—Participant

**Successes**

- Accelerated credit recovery and attendance incentives help students make up academic deficits.
- The opportunity to start working and earning money quickly through YEP helps ACOE engage and retain participants.
- Staff report that YEP's "living classroom model," which includes wraparound services and case management, is a critical program element for students at highest risk.

**Challenges**

- Staff turnover is an issue, particularly with Americorps tutors who stay for only short periods.
- Substance abuse is a common challenge for students. Staff say that it can be difficult to address, particularly with marijuana becoming legal.
- Staff report that there is a need for more partnerships between districts and service providers to support students with complex needs beyond ACOE and YEP.

*“Students need to earn something and feel successful.... YEP programming is short enough that they can excel and get something in their hands and feel productive in a short period.”*

—Agency staff

# Bay Area Community Resources, Inc.

BACR provides school-based education and employment services, including case management, career coaching, employment training, experiential learning/internships, and paid work experience to high-risk youth. BACR relies on staff who range in age, work, and life experiences to provide a comprehensive support system and help prepare youth for postsecondary education or job placement. Although BACR provides skill-building trainings and career coaching to all participants, other services are tailored to participants' needs. For example, staff may offer case management sessions for youth who are at highest risk and meet off-site with them if they feel unsafe at certain locations or around other participants.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

BACR targets youth involved with the justice system and/or at risk of engaging in violence.

54

Participants served  
1/2016 to 12/2017

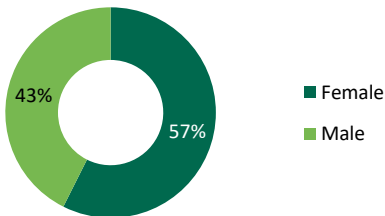
26%

Chronically absent from  
school\*

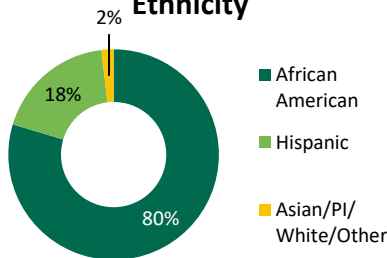
5%

Suspended from  
school\*

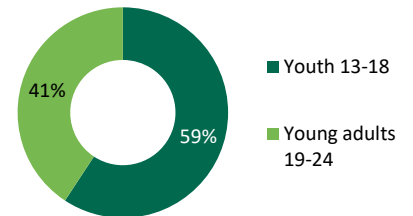
### Gender



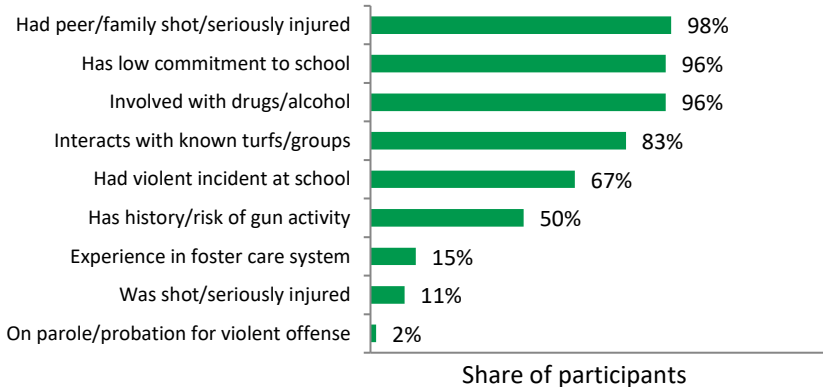
### Ethnicity



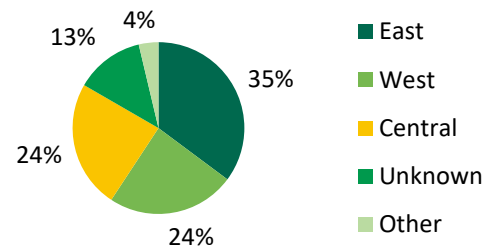
### Age



### Risk factors



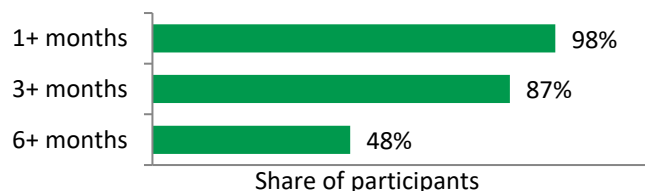
### Area of residence



## PROGRAM SERVICES

BACR provides academic support and enrichment activities for at least 150 days (three hours a day) throughout the school year. BACR also offers off-site services to some participants.

### Length of participation



\* School engagement measures are based on the 70 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.

**\$2,441**

Average wages per participant

**\$477**

Average financial support or incentive per participant

*Budget information reflects funding from Oakland Unite only.*

**Service intensity for the average participant**

Total hours per week	8.2
Number of weeks served	27.6

**Average service hours per participant**

<b>Group services</b>	
Life skills/pre-employment training	43.1
Work experience	56.9
<b>Individual services</b>	
Case management	108.2

**PROGRAM HIGHLIGHTS**

- **BACR reports that it is one of the only agencies in the region that openly serves undocumented youth.** Many youth who are undocumented are benefiting from both the services provided by BACR and the services they are referred to by BACR.
- **Staff recently started to operate off-site to accommodate youth who do not attend a targeted school.** As a way to increase participation, BACR organized alternative safe spaces to work with students who would otherwise be hindered by transportation.
- **BACR has built trust and strong ties within the East Bay community.** Staff report that BACR's presence at Bay Area schools enables staff to conduct outreach and recruit more efficiently, and to tap into school resources such as mental health and tutoring services for the participants.
- **Staff look for ways to accommodate programming to meet participants' needs.** For example, at Ralph J. Bunche High School, BACR is allotted a regularly scheduled class for students to attend, which allows them to receive credit toward graduation. BACR will also provide programming sessions off-site, depending on youths' needs and preferences.

**Successes**

- According to staff, BACR has established many strong partnerships all over the Bay Area, providing a strong network for services.
- BACR aims to work with youth for a 12-month period, which allows for longer-term growth and development opportunities.
- Staff emphasize that services are available for everyone entering the program. This unconditional support can be particularly important for undocumented youth.

**Challenges**

- Participants who drop out of school often struggle to complete the program. Staff report that this can make meeting performance targets for Oakland Unite challenging.
- Bilingual services are in high demand within the agency, but availability is limited.
- Stigma and fear around enrolling in services as an undocumented youth can prevent youth from participating in the program.

***“The fact that students can take BACR as a class makes a huge difference in terms of participation, as it is during school hours and students aren't constrained by transportation costs.”***

—Agency staff

# Youth Employment Partnership

YEP helps youth with multiple barriers to employment develop job readiness skills and connects them to employment opportunities during the summer and after school. YEP provides a range of on-the-job vocational training opportunities in high-demand fields like construction and warehouse logistics. Weekly job readiness trainings cover topics such as financial literacy, communication, and conflict management. The program relies on case managers’ relationships with participants to identify their needs and interests and connect them to individualized services, such as accelerated credit recovery for youth who are court-involved and have fallen behind in school or GED instruction for those who have dropped out.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

YEP targets youth involved with the justice system and/or at risk of engaging in violence.

**155**

Participants served  
1/2016 to 12/2017

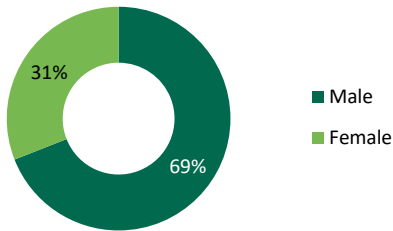
**35%**

Chronically absent from  
school\*

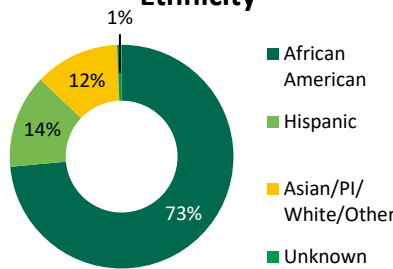
**30%**

Suspended from school\*

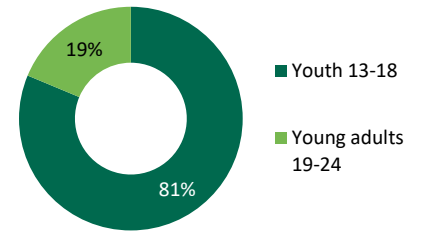
### Gender



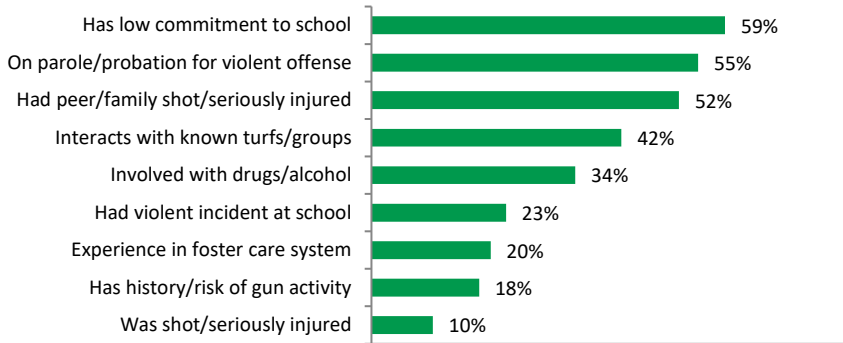
### Ethnicity



### Age

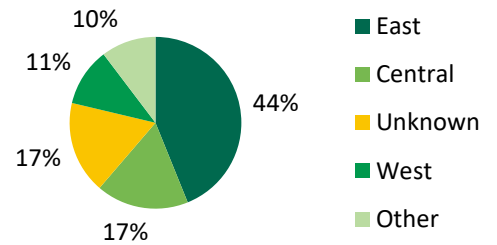


### Risk factors



Share of participants

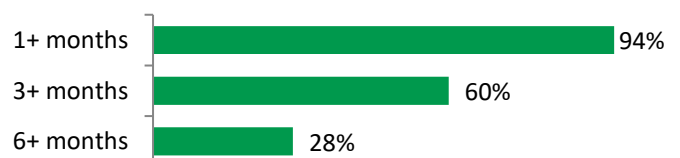
### Area of residence



## PROGRAM SERVICES

YEP provides education, employment, and case management services. Youth are required to complete 100 hours of work experience in addition to weekly job skills training.

### Length of participation



Share of participants

\* School engagement measures are based on the 60 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.

**\$1,100**

Average wages per participant

**\$319**

Average financial support or incentive per participant

*Budget information reflects funding from Oakland Unite only.*

**Service intensity for the average participant**

Total hours per week	8.7
Number of weeks served	19.4

**Average service hours per participant**

<b>Group services</b>	
Life skills/pre-employment training	15.3
<b>Individual services</b>	
Case management	10.3
Work experience	92.8

**PROGRAM HIGHLIGHTS**

- **Through a focus on behavior modification and role modeling, staff work to establish strong and accountable relationships with youth.** Staff also use a goal-achievement framework with incentive structures to reinforce success.
- **Staff report that relationships between youth and case managers grow out of intensive contacts.** After the orientation process, youth are placed with case managers who are identified as the best fit for them.
- **YEP has expanded trauma counseling services.** The program aims to help youth with difficult experiences process this trauma and also understand what constitutes appropriate discussion for a workplace. YEP received a grant to fund this work.
- **Youth receive tailored services through an "individual service strategy" model.** Individual background and history are factored into each youth's plan, which includes wraparound services based on specific needs.

***"The counselors are what helps us succeed. Youth see a role model...or big brother/big sister, but also someone who's professional."***

—Agency staff

**Successes**

- Most staff have a similar background to the youth and/or have been trained through in-house summer programs and other development opportunities.
- Job connections are developed and matched individually to youth's interests.
- Although youth often initially engage in YEP for the economic benefit, staff report that education and life skills are seen as key outputs of the process.

**Challenges**

- Retaining staff with the right skills can be challenging. YEP staff are sometimes recruited by other organizations doing similar work.
- Staff reported difficulties receiving referrals from life coaching agencies that are not a good match for YEP.
- Sports and other scheduling conflicts sometimes limit youth's ability to meet program requirements.

***"In some ways, jobs are a goal, but the least of the concern. The primary objectives of YEP are lifelong attainment, such as education and life skills. Case managers are seen as 'trajectory directors' for youth."***

—Agency staff

# Youth Radio

Youth Radio provides an after-school job training program that offers career exploration, experiential learning/internships, and paid work experiences to high-risk Oakland youth. Participants receive hands-on education in media, technology, and the arts and must complete a six-month keystone project focused on developing job readiness and pre-employment life skills before applying to paid internships in fields such as journalism and music production. Youth Radio relies on staff with extensive backgrounds working with youth to guide participants through the program, offering regular touch points and wraparound support.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

Youth Radio targets youth involved with the justice system and/or at risk of engaging in violence.

64

Participants served  
1/2016 to 12/2017

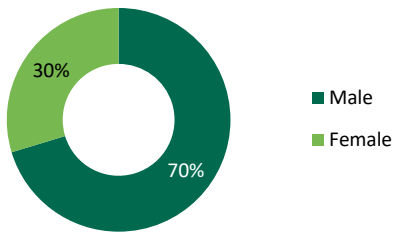
45%

Chronically absent from  
school\*

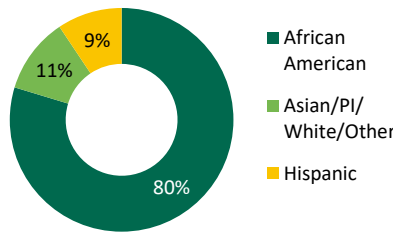
27%

Suspended from school\*

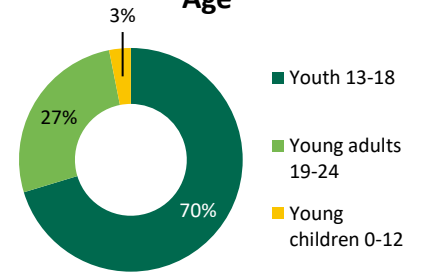
### Gender



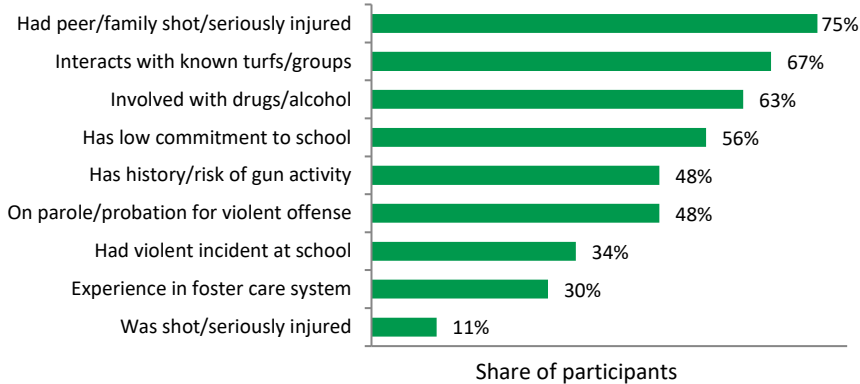
### Ethnicity



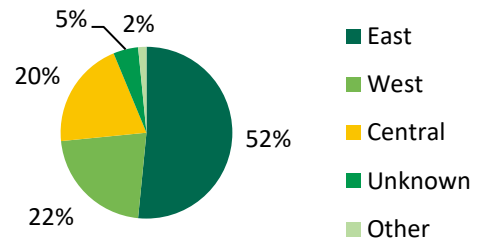
### Age



### Risk factors



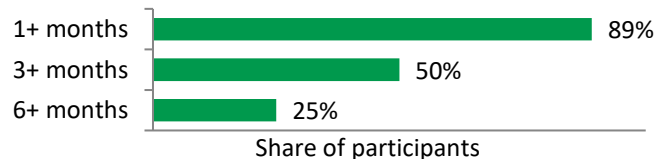
### Areas of residence



## PROGRAM SERVICES

After an intensive six-month training period, Youth Radio places youth in three-month internships with media and communications organizations that are often housed in the Youth Radio building.

### Length of participation



\* School engagement measures are based on the 54 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.



# \$437

Average financial support or incentive per participant

Budget information reflects funding from Oakland Unite only.

### Service intensity for the average participant

Total hours per week	6.3
Number of weeks served	20.0

### Average service hours per participant

<b>Group services</b>	
Life skills/pre-employment training	32.5
Work experience	0.9
<b>Individual services</b>	
Case management	2.8
Work experience	34.2

## PROGRAM HIGHLIGHTS

- **Youth Radio's intake process includes a written self-assessment.** Youth do another self-assessment when they become first-time interns six months later. Staff say a primary program goal is changing students' mentalities.
- **Participants at Youth Radio build strong relationships with staff and feel at home at Youth Radio.** Staff report that many participants look forward to going to Youth Radio after school, and that it is the highlight of their day.
- **Youth Radio partners with the New York Times and the Huffington Post.** Participants have the opportunity to collaborate with prominent news and media organizations and publish their material online.
- **Youth continue to be engaged after completing the program.** A number of youth continue to use the facilities at Youth Radio to produce their own material and provide trainings for new participants.

*“YR helped me make progress as a musician...I was able to use their facilities and apply the training I got to make my own music here at YR.”*

—Participant

### Successes

- Staff report that many participants see the value of the professional development and skill-building that they get at Youth Radio.
- The agency provides a range of internship opportunities, improving the chances of matching youths' interests.
- Youth use advanced technology and industry standard equipment in the studio for high-quality media production, which can help them feel like their work is valued.

### Challenges

- Staff report that high staff turnover results from short grant cycles and the nature of working with high-risk youth.
- Participant retention can be hard because of the high level of commitment required for the program. Staff report that incentives have been instrumental in keeping youth engaged.
- Transportation is a common hurdle for youth who come to the site regularly and balance getting to school and other activities.

*“I'm passionate about working to uplift the spirit of youth by making them believe that they can create their own future.”*

—Agency staff

\* Participants can also receive wages, although these are funded by match funds outside of Measure Z. The average wages per working participant were \$1,004.

# Adult life coaching

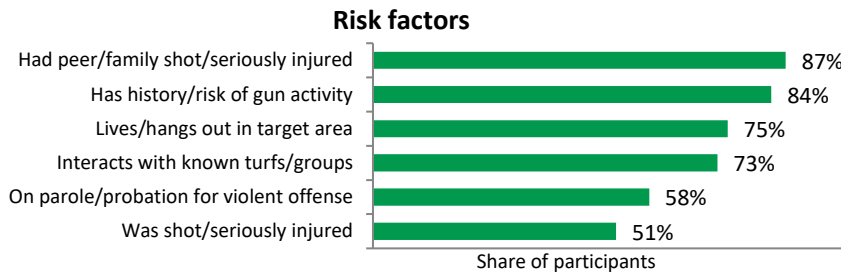
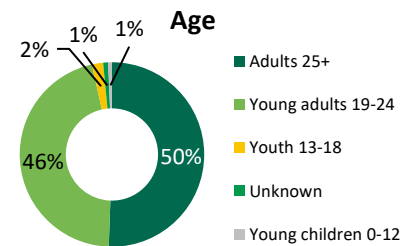
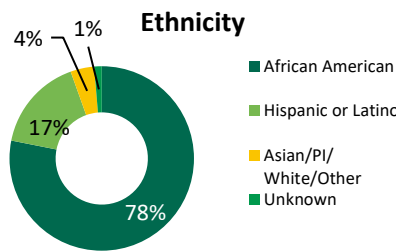
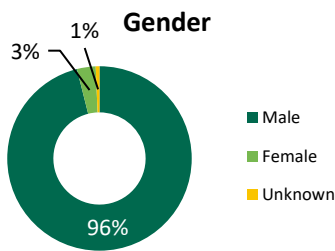
The adult life coaching sub-strategy aims to redirect young adults from violence and towards making positive changes in their lives. The funded agencies use coaching and mentoring approaches, and systems navigation and advocacy skills, to help participants connect with resources to meet their basic needs.

- Adult life coaching agencies target individuals at high risk of violence.
- Agencies actively use the Oakland Unite network to address participants' needs, and life coaches actively refer participants to support services such as education, employment, mental health, substance abuse, and housing.
- Agencies use the resources and trainings provided by Oakland Unite and report that they are useful. Many agency staff reported that the life maps are helping participants work toward their goals.
- Life coaches report that financial incentives are an essential tool for engaging and supporting participants, but they can present challenges if participants are focused on the financial gain more than reaching the milestones.
- Participating in adult life coaching decreases the likelihood of arrest for a violent offense in the six months after enrollment by 1 percentage point, relative to a comparison group of similar individuals. There is no effect on gun arrests or arrests for any offense. (See the [Year 1 Strategy Report](#).)

**5** Agencies funded for a total grant amount of **\$1,399,086**

**457** Participants served 1/2016 to 12/2017

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT



**64%** Arrested by OPD before receiving services\*

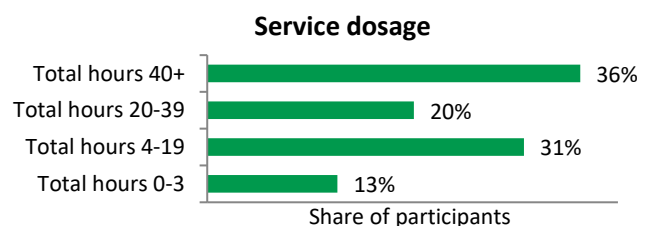
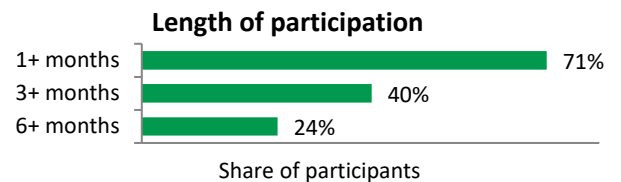
**42%** Victim of violence or assault reported to OPD before receiving services\*

## PROGRAM SERVICES

Service intensity for the average participant	
Total hours per week	1.7
Total contacts per week	2.3
Number of weeks served	30.9

Average service hours per participant	
<b>Individual services</b>	
Case management	41.4
Mental health services	0.3
<b>Total</b>	<b>41.8</b>



**21%** Percentage of budget for participant financial support, and incentives  
*Funding from Oakland Unite only.*

\* Prior arrest and victimization rates are based on the 88 percent of participants who consented to share their identifying information.

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# ABODE Services

Abode assists individuals and families experiencing homelessness by providing case management services to help them obtain and maintain housing. Abode's case management model under Oakland Unite is centered on relationship building through coaching and mentoring, coordination of wrap-around community services, and systems navigation and advocacy. In addition to providing housing placement assistance, Abode supports participants in securing income through employment and/or public assistance, reducing their exposure to violence, obtaining medical and mental health support, and accessing educational, peer support, and leadership development opportunities upon release from incarceration.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

Abode targets adults involved with the justice system who are at high risk of engaging in violence and are chronically homeless or at risk of homelessness.

**34**

Participants served  
1/2016 to 12/2017

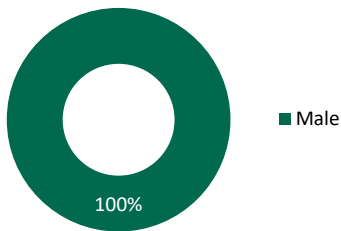
**63%**

Arrested by OPD  
before receiving  
services\*

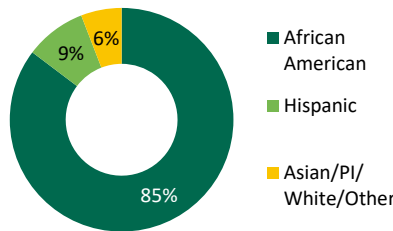
**27%**

Victim of violence or  
assault reported to OPD  
before receiving services\*

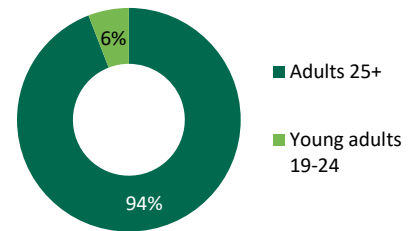
### Gender



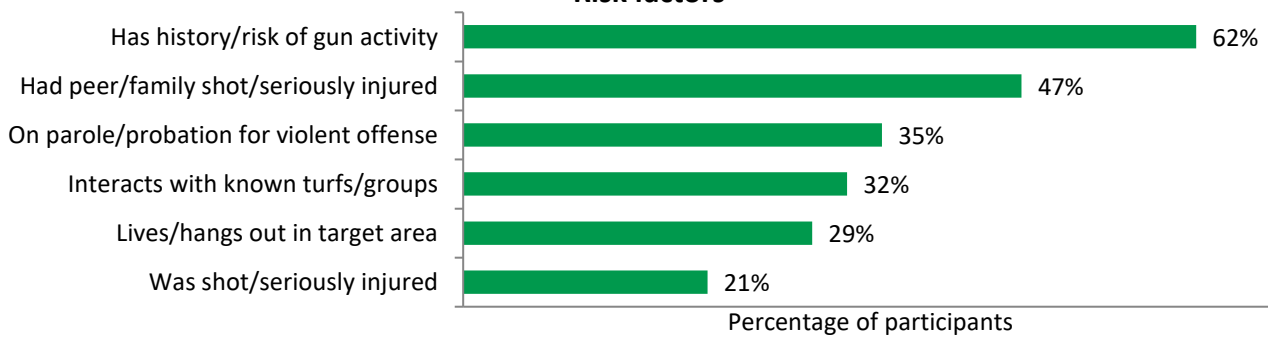
### Ethnicity



### Age

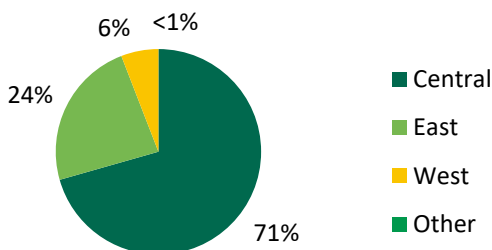


### Risk factors

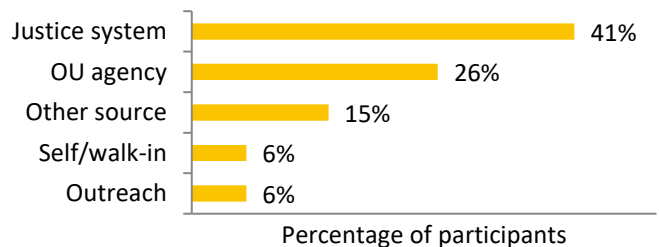


## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

### Areas of residence



### Referral sources



\* Prior arrest and victimization rates are based on the 100% of participants who consented to share their identifying information.

## PROGRAM SERVICES

Abode participants enrolled in housing case management should receive at least one face-to-face contact per month, with the frequency varying depending on their needs. Financial supports are provided on the basis of client need to help cover the cost of security deposits, utility bills, furniture, and other related needs.

### Service intensity for the average participant

Total hours per week	0.6
Total contacts per week	0.8
Number of weeks served	59.1

### Average service hours per participant

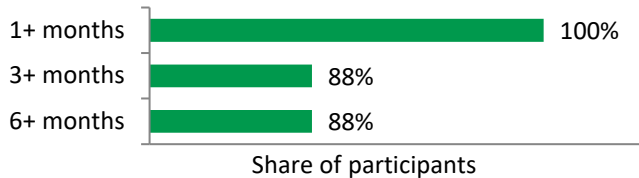
#### Individual services

Case management	32.6
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**\$667**

Average financial support and incentives per participant  
Budget information reflects funding from Oakland Unite only.

### Length of participation



## PROGRAM HIGHLIGHTS

- **Abode employs one case manager who is responsible for serving all participants, which can lead to caseloads of up to 34 individuals.** However, Abode's service model is less intensive than that of the other adult life coaching agencies.
- **Participants with the greatest needs are referred to other Oakland Unite life coaching agencies.** The case manager typically remains engaged with participants, although this can cause confusion over the role of each agency working with the participant.
- **Staff report that participant engagement is more challenging for Oakland Unite participants who are new to the program.** Most Abode participants have been involved with the agency for multiple years, with reduced levels of risk over time. In contrast, Oakland Unite participants are younger, less conditioned to program requirements and typically need more support.

*"Just having my own spot is a jumping board."*

—Participant

### Successes

- Staff believe that their personal approach to case management is a strength that enables them to resolve issues in a timely manner.
- Although the adjustment to a new model has been difficult, staff report that the addition of case management has been positive.
- According to staff, participants remain engaged because they are linked to housing, case management, and customized interventions that meet their specific needs.

### Challenges

- Staff report a great need for mental health supports but cite stigma as a major obstacle.
- Staff report that participants often focus on the housing aspect of services rather than overall case management.
- Staff have encountered difficulties obtaining income verification for participants because of their fluctuating employment and sources of income.

# Community & Youth Outreach

CYO provides life coaching services to young adults with the ultimate goal of helping them lead stable, nonviolent lives. Life coaches, most of whom share backgrounds and experiences similar to participants, aim to build close relationships with participants, coordinate wrap-around services, and advocate for participants to help them develop and reach their goals. Among other supports, CYO participants have access to career trade training at Laney College and cognitive behavioral training groups. CYO life coaches also work closely with street outreach violence interrupters to exchange information about violence dynamics in the community, helping to keep both participants and staff safe.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

CYO targets adults involved with the justice system who are at high risk of engaging in violence.

**144**

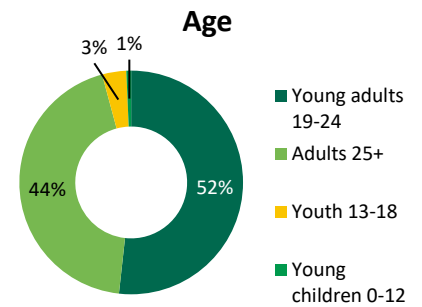
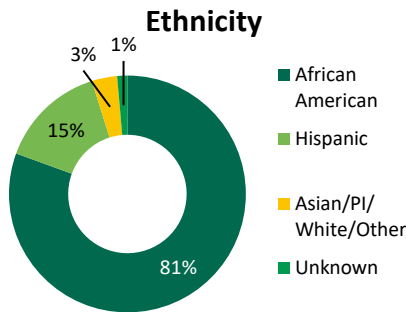
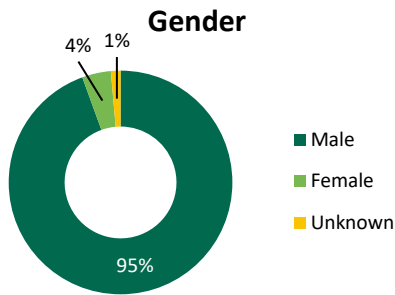
Participants served  
1/2016 to 12/2017

**73%**

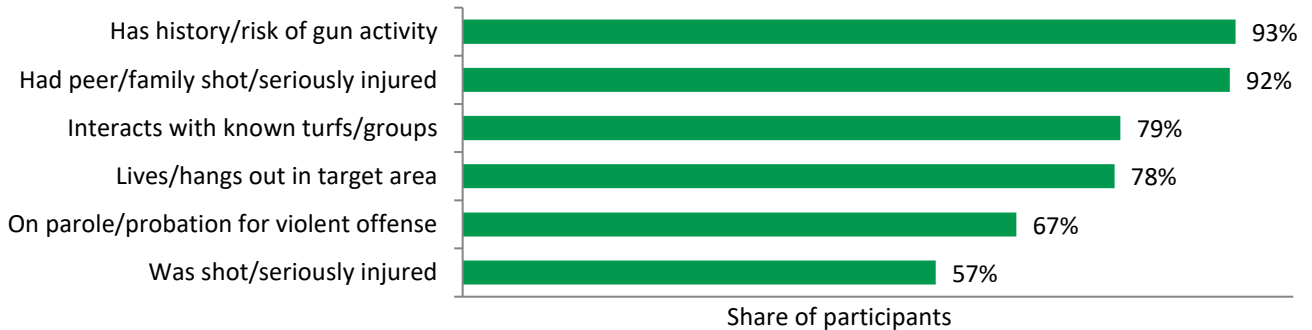
Arrested by OPD before  
receiving services\*

**52%**

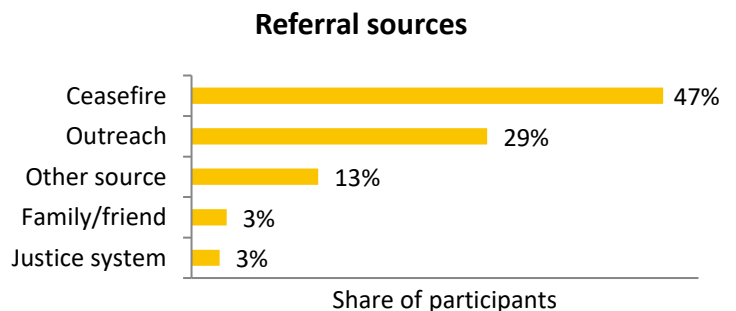
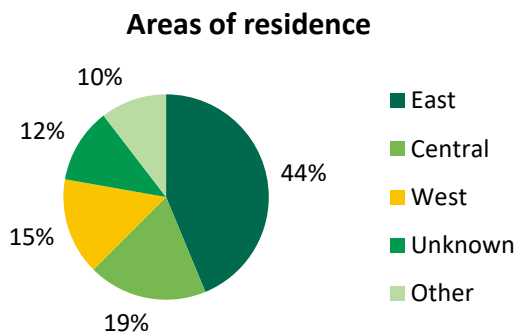
Victim of violence or  
assault reported to OPD  
before receiving services\*



### Risk factors



## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

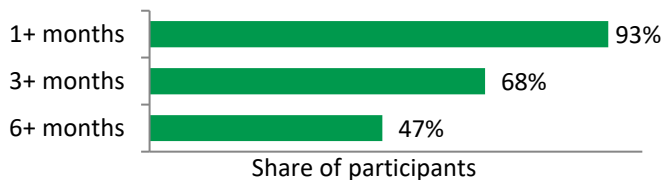


\* Prior arrest and victimization rates are based on the 89 percent of participants who consented to share their identifying information.

## PROGRAM SERVICES

The Oakland Unite life coaching model is intended to offer near-daily contact at the beginning of service delivery, for a duration of 12 to 18 months. As the service period progresses, participants may require less frequent contact.

### Length of participation



### Service intensity for the average participant

Total hours per week	1.9
Total contacts per week	3.8
Number of weeks served	30.6

### Average service hours per participant

Individual services	
Case management	52.9*

**\$1,089**

Average financial support and incentives per participant  
Budget information reflects funding from Oakland Unite only.

## PROGRAM HIGHLIGHTS

- **CYO staff address participant trauma by first focusing on building trust.** Staff report that they share their own experiences with violence with participants early in the relationship to establish a shared understanding and relatability.
- **According to staff, participants' primary life map goals are ensuring their safety, complying with parole restrictions, or gaining employment.** Staff said they follow up frequently to help participants stay on track but also try to maintain a friendly, informal relationship.
- **To address participants' past attitudes toward violence, staff said they focus on the behaviors that increase risk of future violence and provide anger management counseling.** If a client also needs helps with substance abuse, staff said they refer them to another agency.

*"She's like an auntie to me!"*

—Participant, reflecting on their close relationship with their life coach

*"Life coaching works better for us—it helps us engage clients. We're able to see what the clients want...it's more about empowering them than telling them what to do."*

—Agency staff

### Successes

- Staff are known in the communities they work in and have shared life experiences with participants. Together with training in life coaching, the agency sees these as key factors to effectively delivering services.
- Staff report that CYO has been revitalized by the current director's focus on restructuring services.
- Staff report that participants have benefited from the agency's Healthy Wealthy and Wise program, a weekly course that teaches life skills, anger management, and financial management.

### Challenges

- Staff reported the need for more funding to offer participants access to new opportunities beyond their "day-to-day world."
- CYO reported that a few participants had been arrested for serious offenses. Although rare, this was demoralizing for staff.

\* According to a recent file review conducted by Oakland Unite staff, these hours may also include group services.

# Human Services Department Life Coaches

In addition to overseeing Oakland Unite, HSD employs life coaches who work directly with adults at highest risk of violence to redirect them away from violence and toward making positive changes in their lives. HSD life coaches follow the Oakland Unite model of life coaching, which is based on building close relationships through coaching and mentoring, providing systems navigation and advocacy, and making referrals to needed services and resources. HSD life coaches work in partnership with the Ceasefire program and street outreach agencies to identify high-risk participants and will also refer participants to other Oakland Unite agencies based on their needs.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

HSD targets adults involved with the justice system who are at high risk of engaging in violence.

**114**

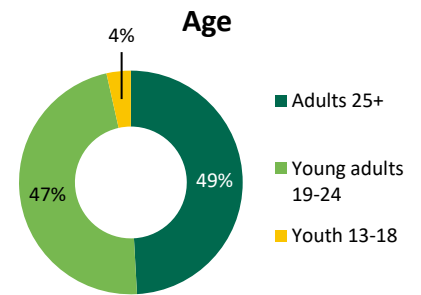
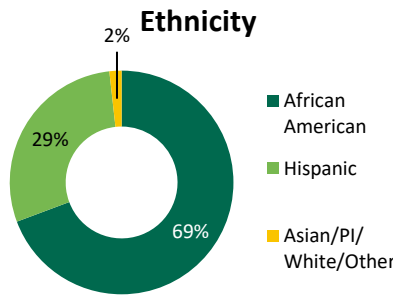
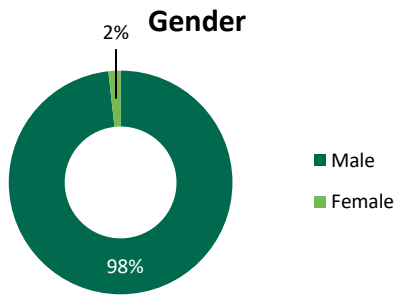
Participants served  
1/2016 to 12/2017

**75%**

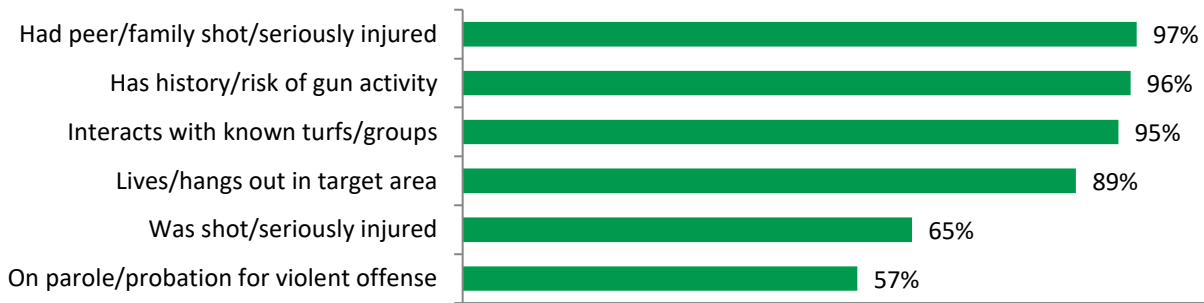
Arrested by OPD before  
receiving services\*

**49%**

Victim of violence or  
assault reported to OPD  
before receiving services\*

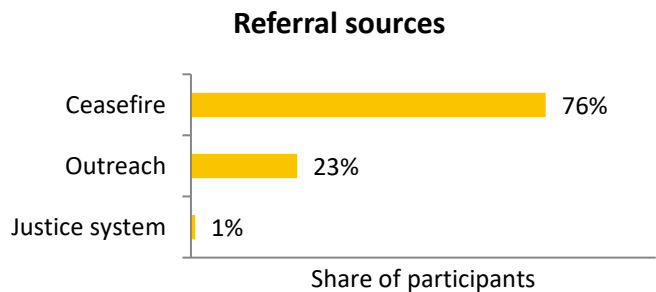
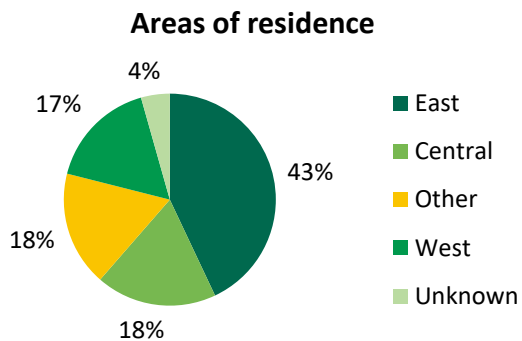


### Risk factors



Share of participants

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES



\* Prior arrest and victimization rates are based on the 96 percent of participants who consented to share their identifying information.



## PROGRAM SERVICES

The Oakland Unite life coaching model is intended to offer near-daily contact at the beginning of service delivery, for a duration of 12 to 18 months. As the service period progresses, participants may require less frequent contact.

### Service intensity for the average participant

Total hours per week	1.1
Total contacts per week	2.3
Number of weeks served	25.8

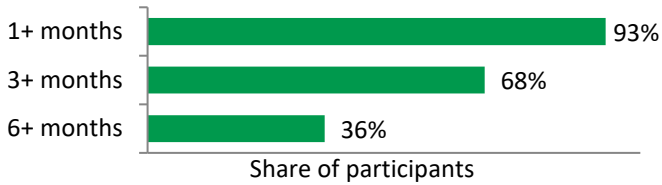
### Average service hours per participant

#### Individual services

Case management	26.9
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**\$1,046** Average financial support and incentives per participant\*

### Length of participation



## PROGRAM HIGHLIGHTS

- **Life coaches emphasized the importance of building trust when speaking with potential participants.** Specifically, life coaches inform participants that they are not associated with law enforcement and stress that they are service providers and will not report back to OPD.
- **HSD aims to maintain a high level of engagement with participants.** As reported consistently by staff, the agency's goal is to ensure that life coaches are in contact with participants at least three times per week.
- **To help ensure the success of referrals, life coaches report that they rely on relationships they've built with partner organizations.** Life coaches said they often take participants to meet in person with agency staff they already know and try to maintain ongoing communication with the other service provider.

*"I was on house arrest for seven months. [The life coach] helped me big time with that [...]. He put me in jobs. He helped me everywhere, really."*

—Participant

### Successes

- Staff said they had been able to improve communication with OPD while also setting proper boundaries.
- Because of the program's place in HSD, staff feel that they have a wide array of resources readily available.
- Life coaches report feeling fully supported by their department and team leadership.

### Challenges

- Staff report that roughly a fifth of participants disengage within the first two months and that many of them have been re-arrested, moved out of the area, or passed away.
- HSD leadership cited difficulty in finding life coaches who meet all of the numerous, complex requirements for the job.
- Life coaches said that working for the city sometimes made it seem like they were working for the police, which made building trust harder.

*"Sometimes I don't pull out paperwork on the first visit. It's rapport building. After, we can sit down and have lunch, and I let them know I'm here for them. Energy is huge."*

—Agency staff

\* This figure was provided by Oakland Unite and is based on actual expenditures.

# ROOTS Community Health Center

ROOTS supports residents of East Oakland through a suite of community services, including healthcare; mental health support; rehabilitation; legal aid; and education, training, and employment support. In working with individuals at high risk of violence, ROOTS life coaches follow the Oakland Unite model of life coaching, which includes building close relationships through coaching and mentoring, providing systems navigation and advocacy, and making referrals to needed services and resources. Because of the array of supports offered by ROOTS, life coaches often refer participants to other services within the agency, such as mental health support. ROOTS’s mental health services are well known throughout Oakland Unite, and the agency receives referrals from other Oakland Unite agencies.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

ROOTS targets adults involved with the justice system who are at high risk of engaging in violence.

**66**

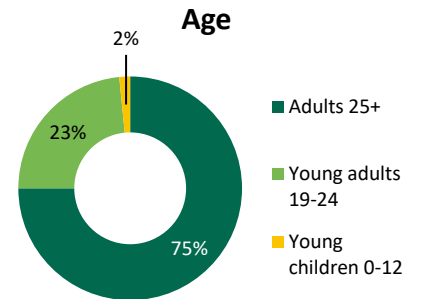
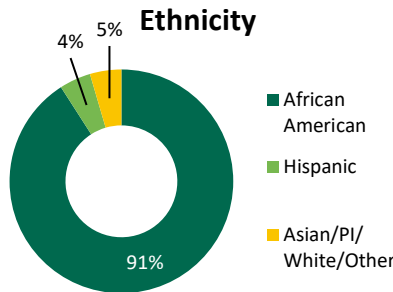
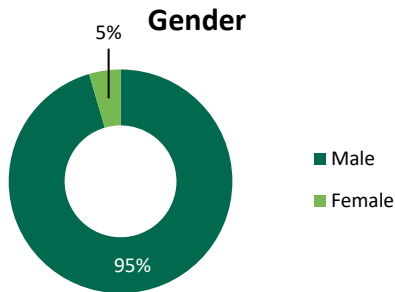
Participants served  
1/2016 to 12/2017

**58%**

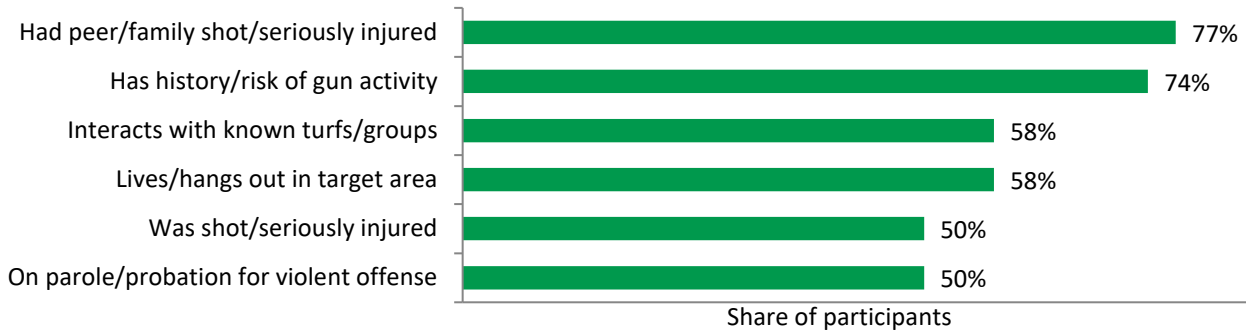
Arrested by OPD  
before receiving  
services\*

**46%**

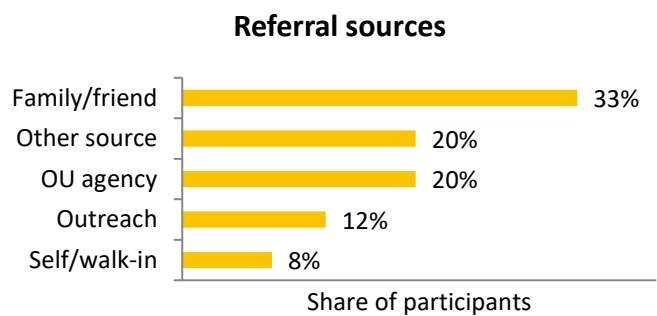
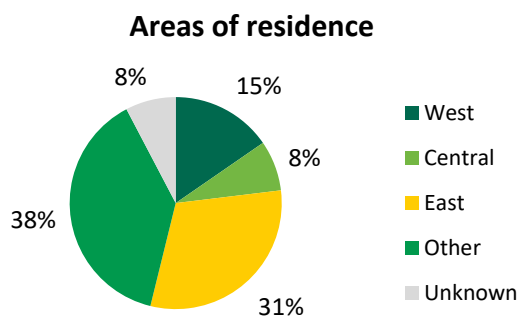
Victim of violence or  
assault reported to OPD  
before receiving services\*



### Risk factors



## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES



\* Prior arrest and victimization rates are based on the 52 percent of participants who consented to share their identifying information.

## PROGRAM SERVICES

The Oakland Unite life coaching model is intended to offer near-daily contact at the beginning of service delivery, for a duration of 12 to 18 months. As the service period progresses, participants may require less frequent contact.

### Service intensity for the average participant

Total hours per week	1.4
Total contacts per week	1.1
Number of weeks served	20.3

### Average service hours per participant

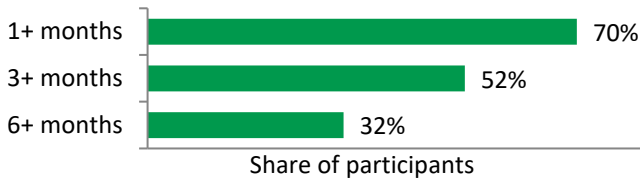
#### Individual services

Case management	20.7
Mental health services	1.7

**\$766**

Average financial support and incentives per participant  
Budget information reflects funding from Oakland Unite only.

### Length of participation



## PROGRAM HIGHLIGHTS

- **Staff report progress in overcoming mental health stigma through intentional messaging to participants.** Despite initial reluctance, ROOTS's behavioral therapist has grown popular with life coaching participants.
- **ROOTS has a soap factory, which provides participants with a meaningful employment opportunity.** Working at the soap factory allows participants to build professional and personal skills. In the past, ROOTS has hired graduates of the soap factory as health navigators.
- **ROOTS's large array of services helps staff serve each participant as a "whole person."** Life coaching staff report that in-house referrals are preferable to asking participants to visit multiple agencies around town. However, life coaches also refer participants to EESS agencies depending on their needs.

*"These brothers work with me and help me with the barriers I have to re-entering society. I have brothers who had been on the same path but are now leading a different life."*

—Participant

### Successes

- ROOTS life coaches share similar life experiences with participants and report that they are able to connect with them on a meaningful level.
- Agency staff and services are available to participants and the community six days a week.
- Staff say they have been able to make the agency feel like "home," so that participants feel safe and comfortable there.

### Challenges

- ROOTS has had limited success with referrals from the Ceasefire call-in program. Staff say it can be difficult to build trust with participants when they associate the agency with police.
- According to staff, ROOTS has at times struggled with recruiting participants who are committed to change. Staff report that some participants exit the program but reenter once they are prepared to "put in the work."

*"We encourage them to do [behavioral therapy] at least once. Once they go, they keep going. We are really proud that we're trying to make a cultural change not to have that stigma."*

—Agency staff

# The Mentoring Center

TMC provides life coaching services to adults at high risk of violence. TMC’s life coaching model draws on its mentoring curriculum, which is designed to encourage character development, cognitive restructuring, and spiritual development and includes life skills, employment, and anger management training. Staff also offer case management and help connect participants to educational assistance, job placement, and referrals for substance abuse counseling and mental health therapy. Communities United for Restorative Justice, a subgrantee to TMC, staffs one life coach who recruits and supports participants primarily in Oakland’s Fruitvale neighborhood.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

TMC targets adults involved with the justice system who are at high risk of engaging in violence.

**114**

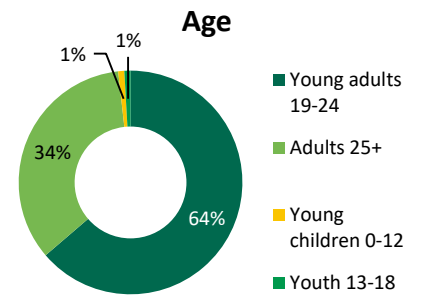
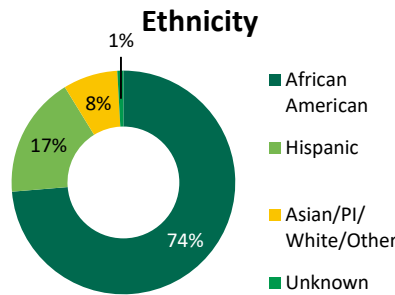
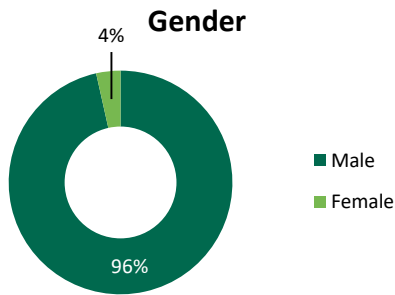
Participants served  
1/2016 to 12/2017

**52%**

Arrested by OPD  
before receiving  
services\*

**36%**

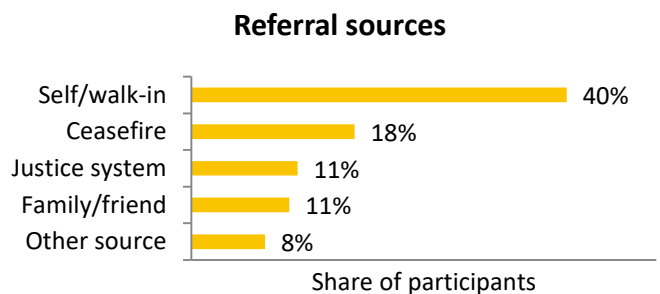
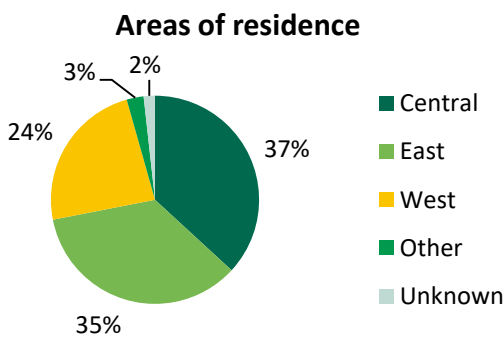
Victim of violence or  
assault reported to OPD  
before receiving services\*



### Risk factors



## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES



\* Prior arrest and victimization rates are based on the 99 percent of participants who consented to share their identifying information.

## PROGRAM SERVICES

The Oakland Unite life coaching model is intended to offer near-daily contact at the beginning of service delivery, for a duration of 12 to 18 months. As the service period progresses, participants may require less frequent contact.

### Service intensity for the average participant

Total hours per week	2.5
Total contacts per week	1.8
Number of weeks served	22.7

### Average service hours per participant

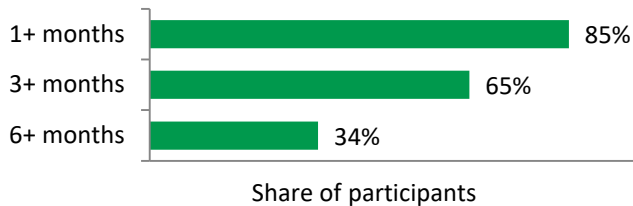
#### Individual services

Case management	48.1*
-----------------	-------

**\$1,084**

Average financial support and incentives per participant  
*Budget information reflects funding from Oakland Unite only.*

### Length of participation



## PROGRAM HIGHLIGHTS

- **Staff report that they focus on teaching participants to think critically and develop a cognitive understanding of violence and their role in it.** Staff ask participants to think about questions like "What would the world look like without violence?"
- **Staff report that group discussions offer meaningful opportunities to understand and address participants' past experiences with violence.** Discussions cover topics such as retaliation, consequences, and factors in the community that contribute to violence.
- **Staff report that training in psychological and physical trauma helps them work more effectively with participants.** Life coaches said they are trained extensively to address issues around trauma, which in turn allows them to help participants understand the impact of the trauma they have experienced.

*"They're like a family. I talk to them...they show that they care [and] they're hearing me."*

—Participant

### Successes

- Staff report that they have had success with their approach to changing participants' mentality and behaviors toward violence, although the process can take time.
- Staff report that low staff turnover has contributed to high morale and a strong sense of community between staff and participants.
- TMC has been able to add participants who have gone through the program to its service team, which staff say contributes to the sense of community and safety in the agency.

### Challenges

- Staff report that they have received fewer than the expected number of referrals from the Ceasefire program and that some of the referrals they do receive from partner agencies are not appropriate.
- Participant retention can at times be a challenge, because some participants find themselves in a state of transition in and out of incarceration or from housing insecurity.
- Staff note that substance abuse is a difficult issue to tackle since often it is due to self-medication. Staff sometimes struggle with deciding whether those who use drugs can continue in the program.

*"It takes three years under the best conditions to change behavior. We don't have that time...the last Oakland Unite cycle was 18 months, which was outstanding, but then the challenge is letting go."*

—Agency staff

\* According to a recent file review conducted by Oakland Unite staff, these hours may also include group services.

# Youth life coaching

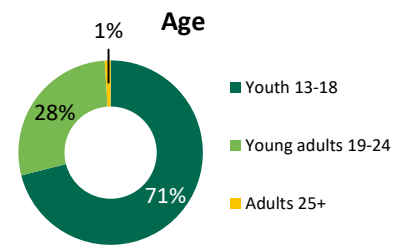
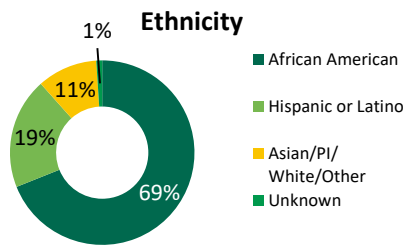
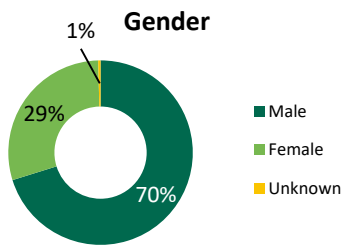
The youth life coaching sub-strategy aims to reengage high-risk youth in school and help them reduce their engagement with the juvenile justice system. This sub-strategy is a partnership between Oakland Unite, Alameda County Probation Department, Alameda County Health Care Services, ACOE, Bay Area Legal Aid, and OUSD. The OUSD coordinator makes referrals to life coaching agencies for youth being released from the Alameda County Juvenile Justice Center (JJC). The OUSD and ACOE coordinator support youth with school placements.

- Agencies have generally found the life map required by Oakland Unite to be a useful tool for case planning and for motivating participants. Staff also report that trainings about using the tool in a life coaching framework are helpful.
- Life coaches report that youth are motivated by the goal achievement framework and life map activities being tied to incentives, which they say helps them retain youth in the program.
- Agencies expressed some administrative challenges with referral expectations and processes as well as with the burden and level of accuracy of case data tracking in Cityspan.

**8** Agencies funded for a total grant amount of **\$1,290,000<sup>†</sup>**

**483** Participants served 1/2016 to 12/2017

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT



**94%** Referred by the justice system

**60%** Arrested by OPD before receiving services\*

**40%** Victim of violence or assault reported to OPD before receiving services\*

**51%** Chronically absent from school\*

**36%** Suspended from school\*

**1.24** Average GPA\*

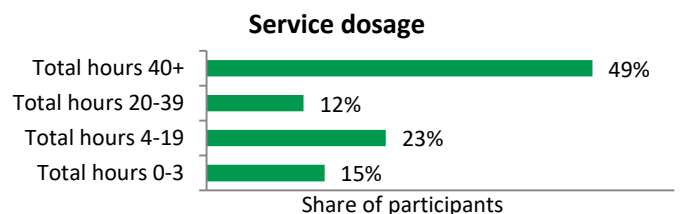
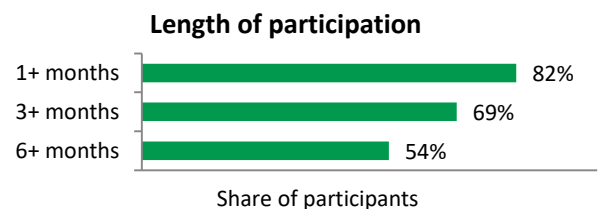
## PROGRAM SERVICES

Service intensity for the average participant	
Total hours per week	2.1
Total contacts per week	2.1
Number of weeks served	34.6

Average service hours per participant	
<b>Group services</b>	
Peer support counseling	7.4
<b>Individual services</b>	
Case management	60.5
Mental health services	0.7

**16%** Percentage of budget for participants' financial support and incentives  
*Funding from Oakland Unite only.*



\* Measures of arrest, victimization, and school engagement are based on the 89% of participants who consented to share their identifying information. Of these participants, 75 percent were enrolled in OUSD before receiving services.

<sup>†</sup> The eight agencies funded by this sub-strategy include two partners (Alameda County Juvenile Probation Department and OUSD Enrollment Coordinator) that provide referral and placement coordination. Because they do not provide direct services, they do not have profiles in this report.

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# East Bay Agency for Children

East Bay Agency for Children (EBAC) specializes in addressing the mental health needs of youth who experience violence, marginalization, loss of loved ones, and other forms of trauma. EBAC life coaches work closely with staff at the JJC Transition Center and Alameda County Probation Department, school personnel, and youth and their families to develop a life map. Life coaches support participants’ progress through relationship building, brokering of other support services, and financial incentives to achieve milestones. In addition, EBAC staffs a part-time mental health clinician to work with participants, refers them to other in-house support programs (such as its Family Resource Centers), and partners with Bay Area Legal Aid to connect them to legal assistance.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

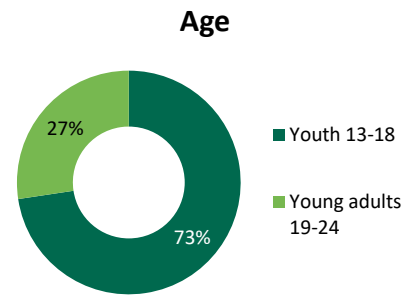
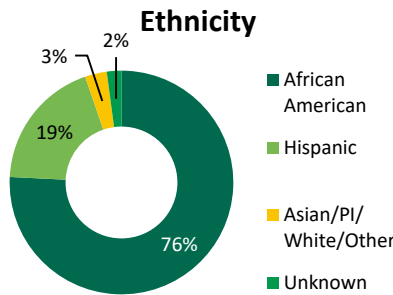
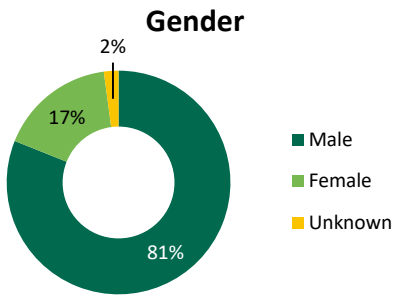
EBAC targets youth at high risk of engaging in violence who are referred by the JJC Transition Center.

95

Participants served  
1/2016 to 12/2017

44%

Victim of violence or assault reported  
to OPD before receiving services\*



42%

Suspended from school\*

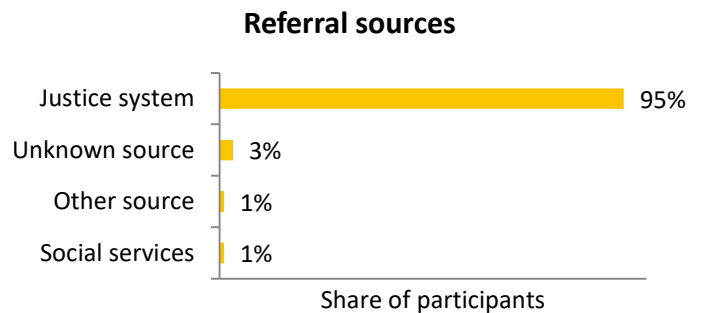
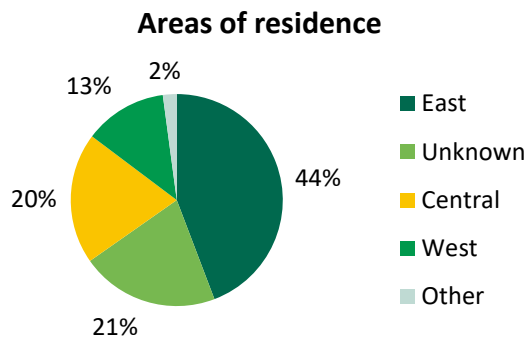
66%

Chronically absent from school\*

1.33

Average GPA\*

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES



\* The victimization rate is based on the 79 percent of participants who consented to share their identifying information. School engagement measures are based on the 63 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.



## PROGRAM SERVICES

EBAC provides intensive case management services, with a focus on school placement, probation discharge, and brokering of local support services, as well as individual mental health support services.

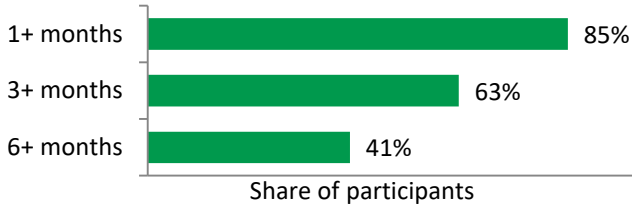
### Service intensity for the average participant

Total hours per week	2.2
Total contacts per week	1.7
Number of weeks served	25.0

### Average service hours per participant

Group services	
Peer support counseling	0.6
Individual services	
Case management	48.5
Mental health services	3.6

### Length of participation



**\$670**

Average financial support and incentives per participant  
Funding from Oakland Unite only.

## PROGRAM HIGHLIGHTS

- **Participants have access to additional EBAC services that are funded outside of Oakland Unite.** Life coaches are able to make referrals to EBAC's mental health, grief counseling, and health and wellness services. Participants are also sent to EBAC's Family Resource Centers, which connect families to public benefits and safety net services.
- **Life coaches report that they work with participants to define jointly how to earn incentives.** Life coaches say they scale the distribution of incentives on the basis of the participant's stage of development. They also take into account whether youth need money for food or basic life necessities.
- **Life coaches attempt to match service length to participants' needs.** Life coaches say they typically try to work with participants for 12 to 18 months. However, some take longer to become fully engaged or need more attention than others, ultimately taking longer to move through the program.

*"Nobody is going to say 'Hey, this is what I've been through' without having a connection. If [youth] don't feel the realness or connection, it's all going to fall by the wayside."*

—Agency staff

### Milestone

**80%**

Reenrolled in school

### Successes

- Staff have observed firsthand that direct life experience and shared background are helpful for connecting with hard-to-reach youth.
- Life coaches try to follow up monthly on participants' life maps and feel it is a helpful tool for themselves and participants.
- Staff report that they have developed a fluid pipeline for external referrals and a navigable referral process.

### Challenges

- According to staff, low pay, dangerous working conditions due to threat of retaliation, and vicarious trauma and burnout have contributed to high turnover among life coaches.
- Life coaches say they are unable to connect with about one-fifth of JJC referrals, despite persistent attempts. Lack of trust or interest in the program are common issues.
- Although they can offer empathy and compassion, life coaches feel they do not have the skills to treat participants' trauma.

*"We ask [youth], 'What do you need? What do you want?' The kids create their goals, not just based around getting off probation. We incentivize these kids to get their stuff done and they like that."*

—Agency staff

# East Bay Asian Youth Center

EBAYC provides multilingual life coaching services to youth who are referred from the JJC Transition Center. EBAYC staff work closely with participants, their families, and their school to support them in pursuing healthy and productive life goals. EBAYC life coaches use life maps and incentives to guide youth through the program and make referrals to other supportive services. Life coaches are matched to youth based on language and cultural background and use their fluency in Spanish, Khmer, and Cantonese to communicate with youths’ families.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

EBAYC targets youth at high risk of engaging in violence who are referred by the JJC Transition Center.

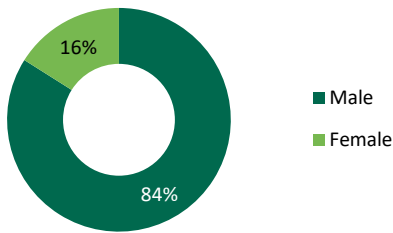
**106**

Participants served  
1/2016 to 12/2017

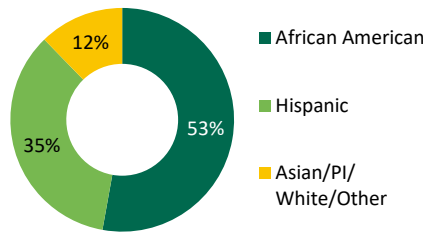
**38%**

Victim of violence or assault reported  
to OPD before receiving services\*

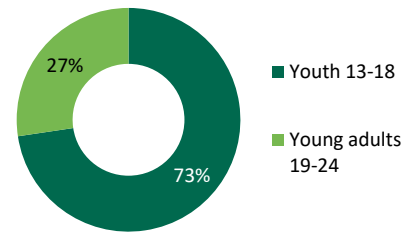
### Gender



### Ethnicity



### Age



**32%**

Suspended from school\*

**39%**

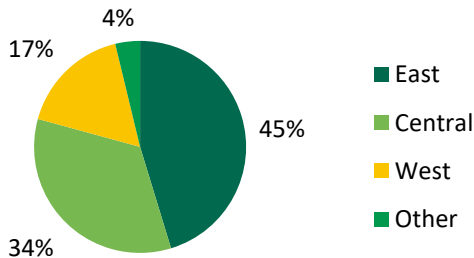
Chronically absent from school\*

**1.22**

Average GPA\*

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

### Areas of residence



### Referral sources



\* The victimization rate is based on the 100 percent of participants who consented to share their identifying information. School engagement measures are based on the 74 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.

## PROGRAM SERVICES

EBAYC provides intensive case management support and peer support work group services to youth who are referred from the JJC Transition Center.

### Length of participation



### Service intensity for the average participant

Total hours per week	2.7
Total contacts per week	3.6
Number of weeks served	38.7
	2.7

### Average service hours per participant

<b>Group services</b>	
Peer support counseling	10.0
<b>Individual services</b>	
Case management	96.1

**\$791**

Average financial support and incentives per participant  
*Funding from Oakland Unite only.*

## PROGRAM HIGHLIGHTS

- **Intake begins with obtaining buy-in from parents.** Life coaches schedule a home or on-site visit to meet with parents to go over the program's goals and have them complete an intake form. The intention is to establish trust so that parents are supportive of the program.
- **Assessments are used to begin LifeMap.** Life coaches administer an assessment to identify clients' strengths and areas of need, which inform participants' LifeMaps. Life coaches work with participants to complete LifeMaps and follow up every month to track progress.
- **Life coaches work collaboratively to best support youth.** Life coaches constantly communicate about their cases and share ideas on how to best support participants.
- **There are extensive conversations about violence prevention.** Staff talk to kids with violent offenses about their records. Staff are intentional about understanding why youth do the things they do and how to best address these behaviors.

### Milestone

**95%**

Reenrolled in school

### Successes

- Staff report that the program helps participants stay in school and prevent rearrest.
- Life coaches see youth become advocates for violence prevention.
- Schools view life coaches as a positive support system for participants.
- EBAYC has experienced little staff turnover while providing direct services to youth for more than 10 years.

### Challenges

- Participants tend to be overserved from multiple agencies, which leads to challenges with engagement.
- EBAYC is not always able to refer youth to adult life coaching.
- EBAYC no longer receives information from probation related to participants' criminal backgrounds.
- Some participants are not ready to change when they first come to the program.

***"Incentives do not change behavior, but they help life coaches build relationships with youth and that is what ultimately changes their behavior."***

—Agency staff

# Motivating, Inspiring, Supporting & Serving Sexually Exploited Youth

MISSEY aims to support sexually exploited youth through ongoing individual life coaching and case management. Life coaches provide trauma-informed support and mentoring and connect youth to wraparound services to help them meet their individualized goals, which tend to include safety planning, linkage to safe housing, and an educational plan. Youth can also spend time in MISSEY’s drop-in center, which provides a safe space for youth to hang out in, in the afternoon hours, and offers group activities and events that help build community.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

MISSEY targets youth who have experienced or are at risk of experiencing commercial sexual exploitation. Participants are most commonly referred by the JJC Transition Center.

**80**

Participants served  
1/2016 to 12/2017

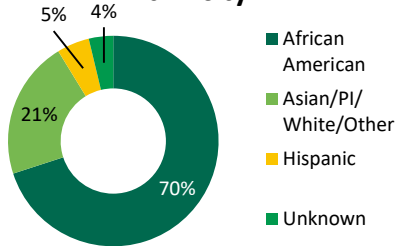
**69%**

Victim of violence or assault reported  
to OPD before receiving services\*

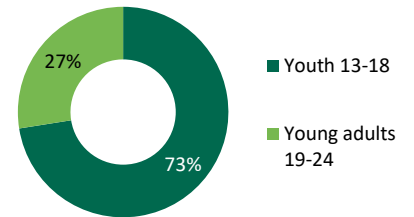
### Gender



### Ethnicity



### Age



**34%**

Suspended from school\*

**63%**

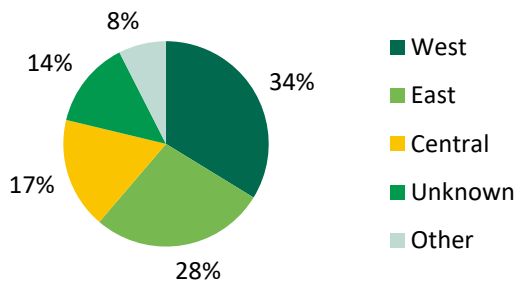
Chronically absent from school\*

**1.08**

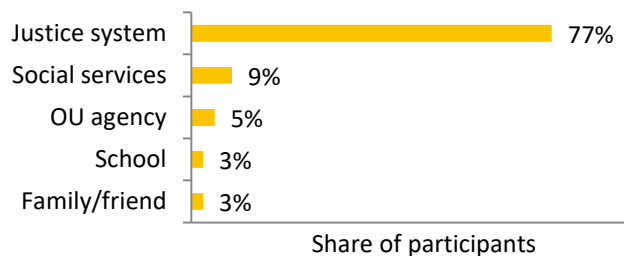
Average GPA \*

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

### Areas of residence



### Referral sources



\* The victimization rate is based on the 86 percent of participants who consented to share their identifying information. School engagement measures are based on the 52 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.

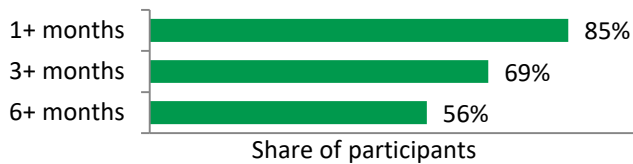
## PROGRAM SERVICES

MISSEY life coaches aim to support participants for 12 to 18 months through frequent contacts, during which they work together toward personally selected goals.

### Service intensity for the average participant

Total hours per week	1.6
Total contacts per week	1.7
Number of weeks served	35.8

### Length of participation



### Average service hours per participant

#### Group services

Peer support counseling	6.4
-------------------------	-----

#### Individual services

Case management	47.0
-----------------	------

**\$508**

Average financial support and incentives per participant

*Budget information reflects funding from Oakland Unite only.*

## PROGRAM HIGHLIGHTS

- **Life coaches conduct initial needs and risk assessments during their first meeting with a participant.** However, staff often find that participants do not feel ready to discuss their sensitive circumstances but will slowly open up over time about their situation.
- **MISSEY couples case management services with the agency's drop-in center to better serve youth.** The coupling of these two services is a cornerstone of MISSEY's model. Staff report that it allows girls to work on an individual level with a life coach but also to create community with peers in a safe environment.
- **Staff work with youth to determine which goals to incentivize.** After developing a life map, youth can choose whether to incentivize a step toward their goals and how much to allocate to it from their available incentive funds. Youth may also receive other supports, such as bus passes, to help them meet their goals.
- **Staff have appreciated opportunities to collaborate with other Oakland Unite agencies, especially those serving a similar population.** Staff note that CSEC youth often receive services from different agencies at different times, so it is important to build awareness about each other's work.

### Milestone

**59%**

Reenrolled in school

### Successes

- Staff report that the life map has been a powerful tool and that they often see girls become motivated by the process of choosing their own milestones and incentives. Staff also find that youth are more interested in attending discussion groups or events that are incentivized than in those that are not.
- Staff report that coupling the wraparound support of case management with the community of the drop-in center has been an impactful combination for youth.
- MISSEY is developing additional referral sources, such as truancy court and the district attorney's office, to ensure they serve CSEC youth in need.

### Challenges

- Life coaches feel some pressure to funnel participants to other Oakland Unite agencies, even when they might not be the best fit for their youth.
- Although seen as a positive, the decriminalization of prostitution in Oakland has made it more difficult to receive referrals of CSEC youth.
- Participant retention can be a challenge, particularly during the early stages. However, life coaches note that after meeting with a participant several times, retention is usually not an issue and that "patience is key."

*"The ability to navigate systems in life in a way that [youth] feel confident and competent."*

—Agency staff, on what successful transition out of MISSEY looks like

# OUSD Alternative Education

OUSD Alt Ed, in partnership with CYO and the ACOE, supports youth referred by the JJC Transition Center in their transition back to school. Youth are connected to life coaches based on their placement in an OUSD or ACOE alternative school, where they receive ongoing mentoring, crisis intervention, and referrals to wraparound services. OUSD Alt Ed serves as a bridge between stakeholders, including the Probation Department, courts, families, life coaches, and schools. Life coaches are hired by CYO, which is a subgrantee.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

OUSD targets youth at high risk of engaging in violence who are referred by the JJC Transition Center and live or attend school in Oakland.

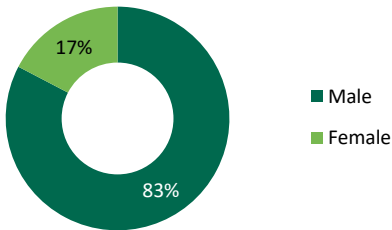
**98**

Participants served  
1/2016 to 12/2017

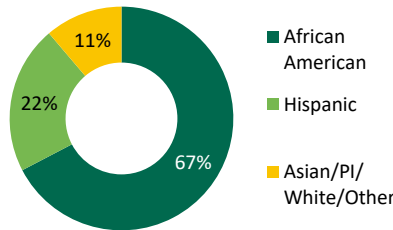
**41%**

Victim of violence or assault reported  
to OPD before receiving services\*

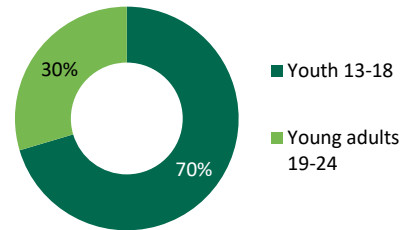
### Gender



### Ethnicity



### Age



**25%**

Suspended from school\*

**43%**

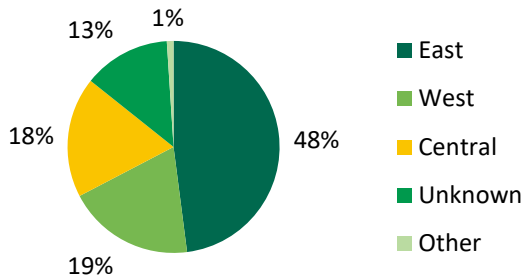
Chronically absent from school\*

**1.36**

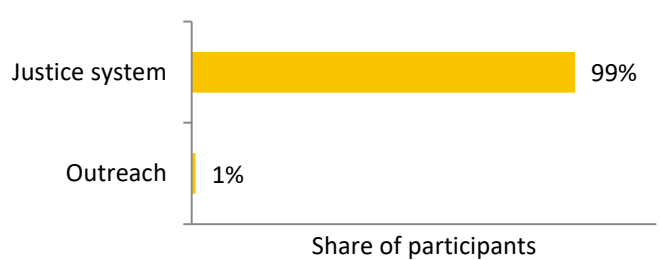
Average GPA\*

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

### Areas of residence



### Referral sources



\* The victimization rate is based on the 87 percent of participants who consented to share their identifying information. School engagement measures are based on the 69 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.

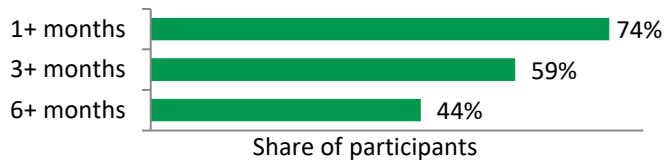
## PROGRAM SERVICES

Life coaches aim to maintain weekly contact with participants for the first three months of the program, but youth may participate for 12 to 18 months.

### Service intensity for the average participant

Total hours per week	2.3
Total contacts per week	1.9
Number of weeks served	25.8

### Length of participation



### Average service hours per participant

Group services	
Peer support counseling	6.5
Individual services	
Case management	55.9

**\$609**

Average financial support and incentives per participant  
Budget information reflects funding from Oakland Unite only.

## PROGRAM HIGHLIGHTS

- **Youth are matched with life coaches based on their school site and geographic region.** Each life coach is assigned to work at specific schools, though may be individually matched with youth on a case-by-case basis. This occurs when youth request a particular life coach they know or when youth are especially high-risk and might benefit from a more veteran life coach.
- **At the end of each month, life coaches review youth's progress through their life maps.** Staff complete an incentive form monthly that records notes on participants' progress. However, staff feel that the life map is not conducive to being a "living document" and can be a confusing tool.
- **Staff use a harm reduction approach to substance abuse.** Many youth have to be tested for drug use but may use marijuana as a means to deal with trauma. Staff refer youth to outpatient treatment if their drug use negatively impacts their well-being.
- **OUSD Alt Ed revised its program model, eliminating peer support groups.** An initial component of the services delivered by OUSD Alt Ed were weekly peer groups around restorative justice, social-emotional learning, and academic and employment skills. However, OUSD Alt Ed determined the groups were not critical to the functioning of the program.

### Milestone

**82%**

Reenrolled in school

### Successes

- Staff identified the program's direct connection to the education system and the diversity of its staff as some of its main strengths.
- Staff report success in helping youth learn how to become their own advocates and address systemic violence in their communities.
- Staff use their connections to other agencies to refer participants to a variety of services, including therapy, legal aid, outpatient drug treatment, and employment support.

### Challenges

- Staff lamented that the program does not include a financial literacy component to accompany the incentive program.
- Youth sometimes find themselves in legal trouble again before service delivery because of lags between their release and program initiation.
- Staff find it challenging to retain youth who are on GPS probation because it is easier for them to violate the terms of their probation.

***"We connect youth to as many service providers as possible. If we can keep them busy, then that might prevent them from getting involved in violence."***

—Agency staff

# The Mentoring Center

TMC offers life coaching services to youth at high risk of violence, through intensive case management and mentoring groups. TMC’s life coaching model draws on its mentoring curriculum, which is designed to encourage character development, cognitive restructuring, and spiritual development and includes life skills, employment, and anger management training. Staff also offer case management and help connect participants to educational assistance, job placement, and referrals for substance abuse counseling and mental health therapy. In addition, TMC staff facilitate prosocial learning groups for youth.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

TMC targets youth at high risk of engaging in violence who are referred by the JJC Transition Center.

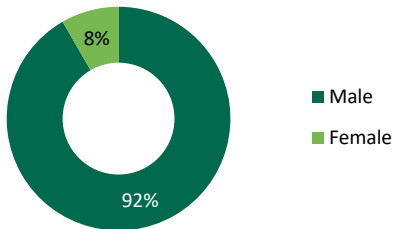
48

Participants served  
1/2016 to 12/2017

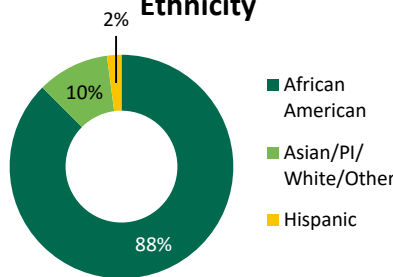
19%

Victim of violence or assault reported  
to OPD before receiving services\*

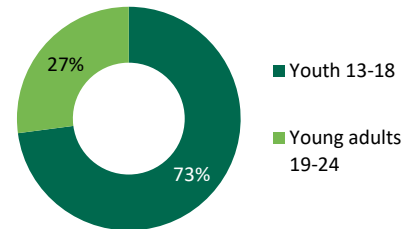
### Gender



### Ethnicity



### Age



39%

Suspended from school\*

58%

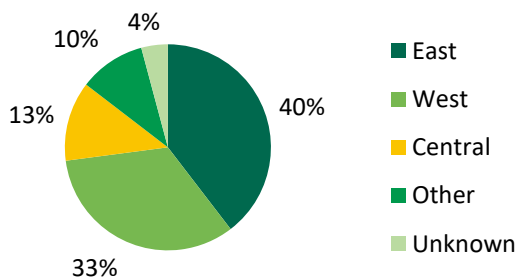
Chronically absent from school\*

1.20

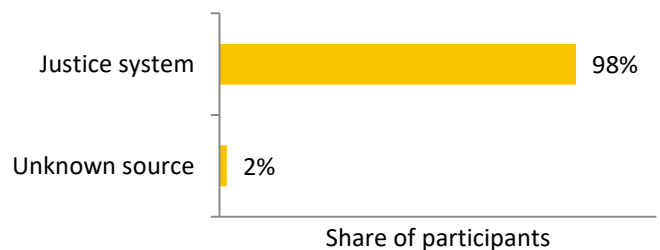
Average GPA\*

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

### Areas of residence



### Referral sources



\* The victimization rate is based on the 96 percent of participants who consented to share their identifying information. School engagement measures are based on the 80 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.



## PROGRAM SERVICES

TMC provides case management and mentoring, which includes developing Life Maps with youth, facilitating prosocial learning groups, and connecting youth to work experience and employment training.

### Service intensity for the average participant

Total hours per week	2.2
Total contacts per week	1.7
Number of weeks served	29.1

### Length of participation



### Average service hours per participant

Group services	
Peer support counseling	8.4
Individual services	
Case management	46.0

**\$278**

Average financial support and incentives per participant  
Budget information reflects funding from Oakland Unite only.

## PROGRAM HIGHLIGHTS

- **TMC noted that the youth and adult life coaching programs are similar in their structure, programming, and service delivery.** The youth life coaching program focuses on education, whereas the adult program focuses on employment. In addition to providing intensive support, TMC's programming focuses on developing leadership skills.
- **TMC staff work with youth by trying to understand their past experiences and connections to violence. Staff report that they attempt to address these experiences through the mentoring process and group discussions.** Discussions cover issues such as retaliation, the consequences of violent actions, factors in their communities that are the root of violence, and how to think critically about all of these issues.
- **TMC staff across both youth and adult life coaching programs are trained extensively on the psychological, physical, and community impact of trauma.** Youth life coaching staff work to help participants understand how trauma affects their lives and refer them to trauma support services if needed.

### Milestone

**83%**

Reenrolled in school

### Successes

- Staff report that incentives are critical for motivating youth to participate in programming. Youth can earn incentives for attending classes and activities at the center.
- About half of the youth life coaches have been with TMC since before Oakland Unite, which, staff report, contributes to high morale and a strong sense of community between staff and participants.
- Staff report that the agency has strong connections with other services and agencies in Oakland, both within and beyond Oakland Unite.

### Challenges

- Staff note that not all participants have the ability and desire to make a change in their lives.
- Staff report that some interested youth are not eligible for services because they do not reside in Oakland.
- TMC reported having some initial difficulty using Cityspan. The majority of these issues were technical in nature and involved reconciling differences between information staff had recorded in their work notes and what the features of the database allowed them to enter.

***"Incentives really work for the young men because they are coming in a state of need. It motivates them to come to the program."***

—Agency staff

# Youth ALIVE!

Youth ALIVE! life coaches work with participants to provide mentorship, connect them to wraparound services, and support them in meeting their goals. Staff also assess participants’ need for substance abuse and mental health counseling and offer clinically supported, gender-specific support groups and links to ongoing mental health services both in-house and through outside referrals. Life coaches at Youth ALIVE! are generally men and women who grew up in the communities they serve, including former victims of violence and members of gangs.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

Youth ALIVE! targets youth at high risk of engaging in violence who are referred by the Juvenile Justice Center’s Transition Center.

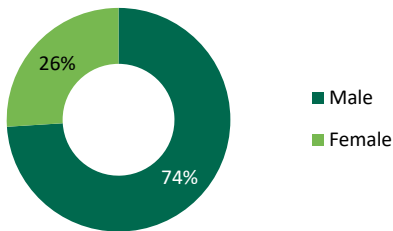
**100**

Participants served  
1/2016 to 12/2017

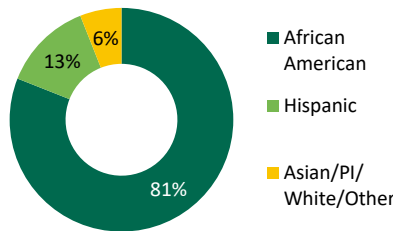
**35%**

Victim of violence or assault reported  
to OPD before receiving services\*

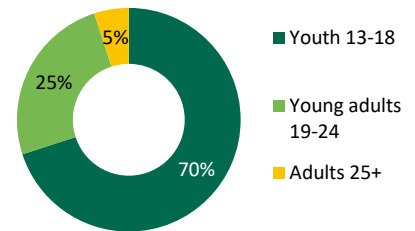
### Gender



### Ethnicity



### Age



**46%**

Suspended from school\*

**61%**

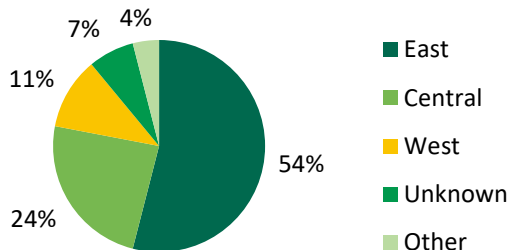
Chronically absent from school\*

**1.05**

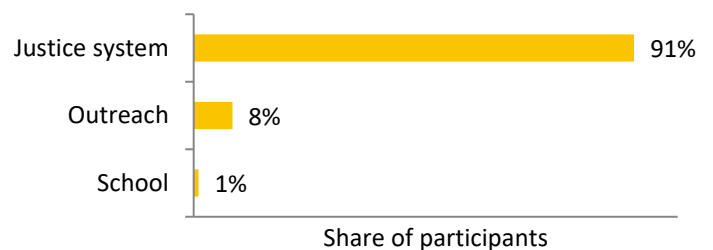
Average GPA\*

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

### Areas of residence



### Referral sources



\* The victimization rate is based on the 93 percent of participants who consented to share their identifying information. School engagement measures are based on the 66 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.

## PROGRAM SERVICES

Youth ALIVE! provides intensive case management services, with a focus on school placement, probation discharge, and brokering of local support services, as well as group and individual mental health support services.

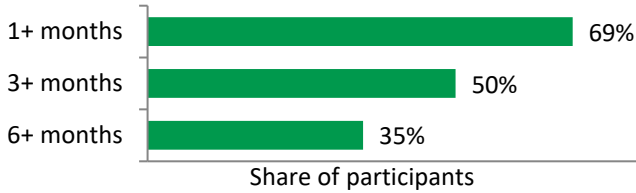
### Service intensity for the average participant

Total hours per week	2.1
Total contacts per week	2.3
Number of weeks served	25.4

### Average service hours per participant

<b>Group services</b>	
Peer support counseling	8.9
<b>Individual services</b>	
Case management	29.9

### Length of participation



**\$478** Average financial support and incentives per participant

## PROGRAM HIGHLIGHTS

- **Life coaches benefit from support from the violence interrupters who are part of the street outreach sub-strategy.** Violence interrupters have deep connections to youth's communities, giving them contextual information that helps to mediate unresolved conflicts between participants.
- **Life coaches collaborate with Youth ALIVE! mental health staff to address participants' mental health needs.** Mental health staff support life coaches with evidence-based interventions to address trauma and grief in peer support groups.
- **Staff take a harm reduction approach to substance abuse.** Staff say they prioritize participants' achieving "a few wins," such as getting off probation, before addressing minor substance abuse issues.
- **Youth ALIVE! matches participants to life coaches on the basis of personal experience and case management style.** For example, staff take into account whether youth are gang affiliated or are Spanish speakers.

### Milestone

**59%**

Reenrolled in school

### Successes

- Violence interrupters have been critical in mediating numerous conflicts.
- Staff report good camaraderie and morale thanks to strong teamwork and supportive supervisors.
- Staff report that the agency's ongoing mental health services have been of great help for participants dealing with trauma.
- Staff find incentives to be helpful in keeping participants engaged and encouraging them to try new things.

### Challenges

- Staff report that they do not have enough self-care days. Staff are given two self-care days a year, plus sick leave.
- Staff sometimes struggle to process youth's experiences and situations and often receive calls from participants on weekends and in the evenings.
- It can be difficult for staff to separate themselves from law enforcement and other programs, such as Ceasefire, that are also in contact with participants and might engender less trust.

*"You have to be passionate about the work, regardless of how many skills you have. We have had many [job] candidates without college experience, but with life challenges and accomplishments that this population could really relate to."*

—Agency staff

# Commercially Sexually Exploited Children Intervention

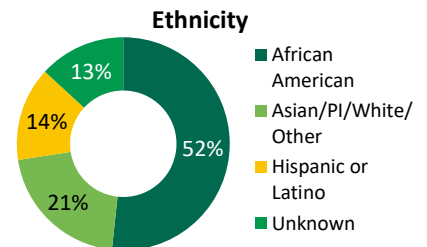
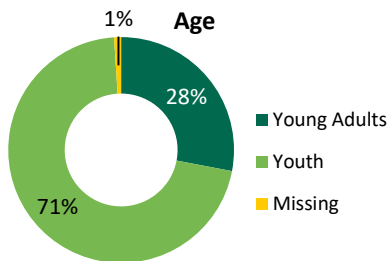
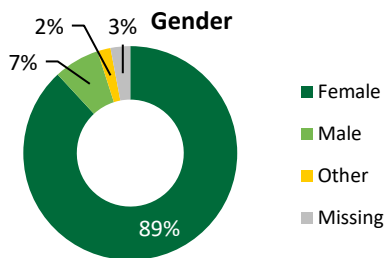
The CSEC intervention sub-strategy supports agencies to conduct outreach to youth and provide them with emergency shelter and crisis stabilization services with links to long-term support. CSEC agencies aim to provide a comprehensive system of support for youth, including connections with caring adults, wraparound support, and access to transitional or emergency housing, to promote healing and prevent future victimization. Agencies in this sub-strategy also provide trainings for law enforcement and other community partners to increase awareness of CSEC issues and interventions.

- Agency managers report that frontline staff are well trained and able to form strong relationships with youth.
- The agencies offer different types of support services, and close working relationships among the CSEC providers in the community allow them to refer youth easily and make connections to support services across agencies. Agencies also collaborate with OPD, probation, the district attorney’s office, schools, and hospitals to receive referrals.
- To build a sense of community, agencies provide opportunities for group services and interactions among youth, such as drop-in hours. However, staff report that these services can require additional funding.

**3** Agencies funded for a total grant amount of **\$263,000**

**441** Participants served 1/2016 to 12/2017

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT



**40%** Victim of violence or assault reported to OPD before receiving services\*

**32%** Arrested by OPD before receiving services\*

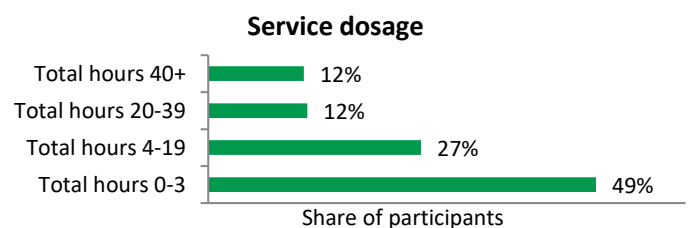
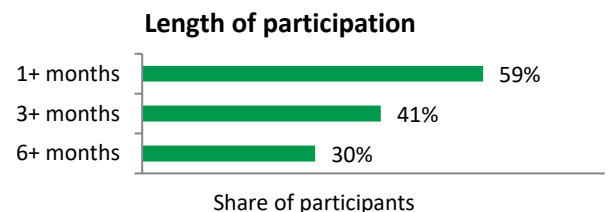
**46%** Chronically absent from school\*

**24%** Suspended from school\*

The CSEC agencies offer complementary services to youth. Bay Area Women Against Rape (BAWAR) focuses on intensive outreach and immediate crisis intervention; Dreamcatchers provides emergency shelter and stabilization support, including mental health and case management services; and MISSSEY supports youth who come to its drop-in center, offering group peer support counseling and activities.

## PROGRAM SERVICES

Service intensity for the average participant	
Total hours per week	1.7
Total contacts per week	1.7
Number of weeks served	19.4
Average service hours per participant	
<b>Group services</b>	
Mental health services	0.7
Peer support counseling	5.5
Other	1.3
<b>Individual services</b>	
Case management hours	6.9
Intensive outreach	2.4



\* Measures of victimization, arrest, and school engagement are based on the 68 percent of participants who consented to share their identifying information. Of these participants, 32 percent were enrolled in OUSD before receiving services.

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# Bay Area Women Against Rape

BAWAR's Sexually Exploited Minors program offers crisis response services to youth who have been sexually exploited or are at risk of commercial sexual exploitation. BAWAR staff conduct outreach in coordination with multiple partners, including OPD CSEC special operations, the Alameda County District Attorney's Office, The Family Justice Center, Highland Hospital, and OUSD. Following outreach, staff provide first responder crisis intervention and stabilization services. Immediate crisis interventions typically last 24 hours, but staff continue to work with youth until they are in a stable situation. Frontline staff, called Sexually Exploited Minor Advocates, also connect youth to local resources.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

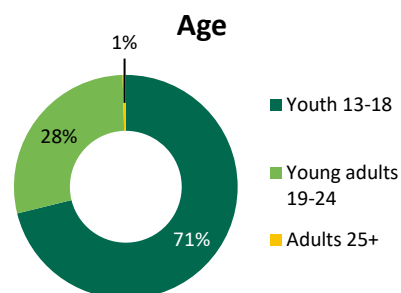
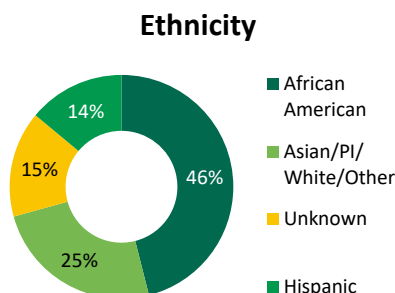
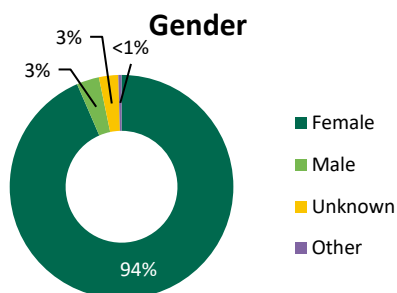
BAWAR targets youth who have experienced or are at risk of experiencing commercial sexual exploitation.

**215**

Participants served  
1/2016 to 12/2017

**50%**

Victim of violence or assault  
reported to OPD before receiving  
services\*



**41%**

Suspended from school\*

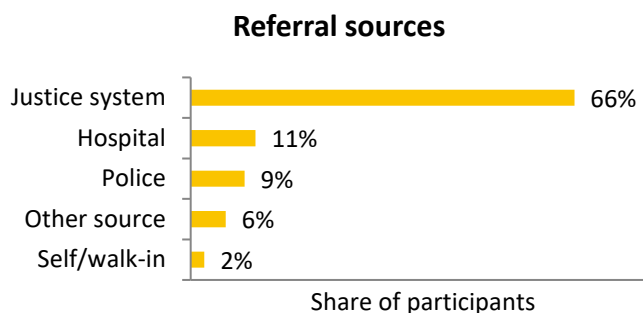
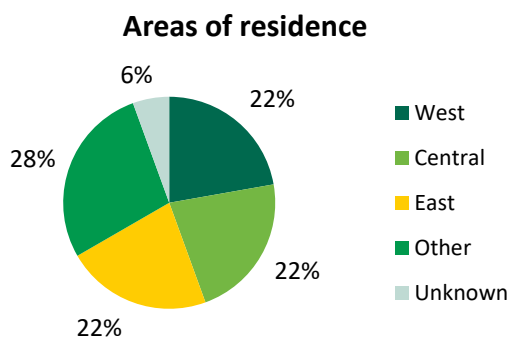
**57%**

Chronically absent from school\*

**1.10**

Average GPA\*

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES



\* The victimization rate is based on the 67 percent of participants who consented to share their identifying information. School engagement measures are based on the 18 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.

## PROGRAM SERVICES

Sexually Exploited Minor Advocates work individually with youth to help stabilize their situation immediately following a crisis.

### Service intensity for the average participant

Total hours per week	0.8
Total contacts per week	1.4
Number of weeks served	16.7

### Length of participation



### Average service hours per participant

Individual services	Average service hours per participant
Intensive outreach	4.3

BAWAR conducts community trainings and outreach events for local agencies and schools to increase awareness of sexual assault and exploitation.

72

Total number of events

29

Average number of attendees

3.3

Average event duration (hours)

## PROGRAM HIGHLIGHTS

- **Staff aim to develop relationships with youth.** Staff aim to be in contact with participants at least once per week through in-person meetings, texts, or phone calls.
- **In some cases, staff work as a liaison between youth and their families.** When a family member refers a youth to the program, staff will often work in partnership with the family to support their well-being. However, in some cases the family relationship is unhealthy or unsafe, and it is not appropriate to engage the family.
- **Staff emphasize the importance of allowing youth to lead, especially when it comes to addressing past trauma.** Activities are individualized and can include art therapy or "feeling inventories" to aid communication about difficult issues.

*"We try not to go in as social workers or counselors. We go in and see what they need, in more of a peer, mother, or older sister role."*

—Agency staff, on addressing youth trauma.

### Successes

- Staff have strong working relationships with other CSEC organizations, because there is frequent overlap in the youth they serve. Staff across agencies support each other by attending court hearings or other events if a colleague is unable to.
- Staff noted that their clients will reach out when they need help but are able to be independent once they are in stable situations.
- Staff are invested in helping each other maintain a manageable workload. Assignments of new participants take into account staff's existing caseload and individual circumstances.

### Milestone

40%

Referred to mental health and other long-term support services

### Challenges

- Participant retention is a challenge. Youth are frequently in unstable situations, lose cell phone service and change contact information, or lose interest in participating.
- Staff report that it has become more difficult to identify CSEC because of legal changes that limit youth from being prosecuted for prostitution.
- Staff retention has been a past challenge because of the demanding nature of crisis intervention and low pay.

*"Many of the youth don't see themselves as victims."*

—Agency staff, describing the challenge of keeping youth engaged once they are out of crisis.

# Alameda Family Services (Dreamcatchers)

Dreamcatchers serves homeless youth in Oakland who are at high risk of commercial sexual exploitation, providing them with emergency shelter, crisis intervention, and stabilization support. Dreamcatchers has a youth homeless shelter with 16 beds, where youth can stay and work individually with case managers who connect them with other programs. The agency also has a drop-in center where youth can hang out in a safe place, eat a free dinner, and access free hygiene products, basic clothing, and school supplies. The drop-in center also houses a medical clinic and a therapist.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

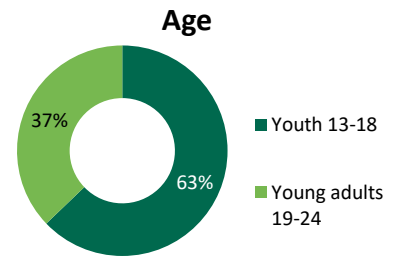
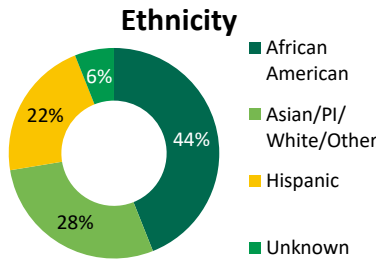
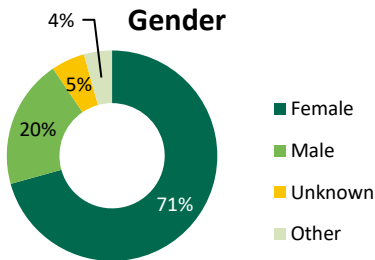
Dreamcatchers targets youth who have experienced or are at risk of commercial sexual exploitation and are experiencing homelessness.

**116**

Participants served 1/2016 to 12/2017

**26%**

Victim of violence or assault reported to OPD before receiving services\*



**14%**

Suspended from school\*

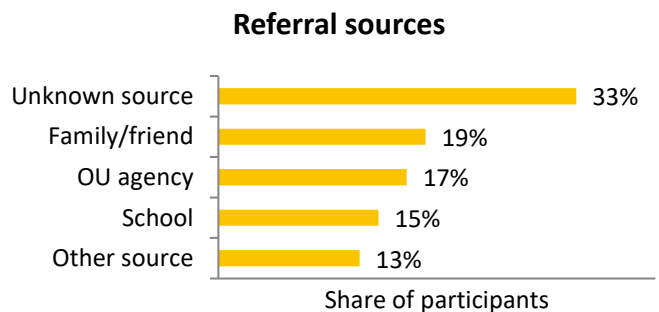
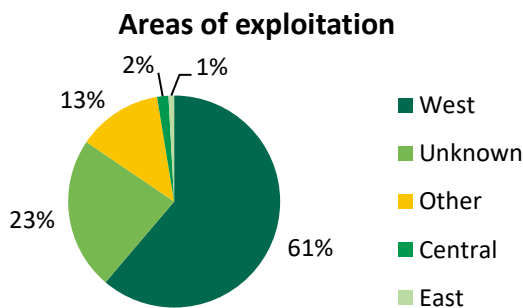
**33%**

Chronically absent from school\*

**1.92**

Average GPA\*

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES



\* The victimization rate is based on the 77 percent of participants who consented to share their identifying information. School engagement measures are based on the 20 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.

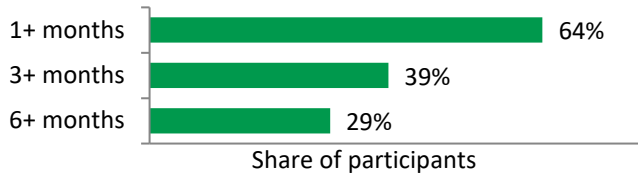
† This agency is funded by City General Purpose Funds rather than Measure Z but is part of the Oakland Unite network.



## PROGRAM SERVICES

Case managers work with youth staying at the shelter or using the drop-in center to develop a plan for securing stable housing and other resources to achieve personal goals. The agency also offers mental health services and group activities.

### Length of participation



### Service intensity for the average participant

Total hours per week	3.0
Total contacts per week	2.7
Number of weeks served	20.2

### Average service hours per participant

#### Group services

Mental health services	2.8
Social	1.1
Other	4.9

#### Individual services

Case management hours	13.1
Intensive outreach	0.8

## PROGRAM HIGHLIGHTS

- **Youth work with case managers to develop a plan tailored to their personal housing needs.** Dreamcatchers emphasizes allowing youth to lead the development of their plan for transitioning out of the shelter and securing stable long-term housing.
- **Dreamcatchers provides an integrated set of services to youth including housing, group activities, medical care, and life coaching.** All individual and group services are provided on-site. Participants are invited to use the drop-in center even if they are not living in the shelter or have transitioned to a stable housing situation.
- **Case managers now have offices in the same building as the shelter, making them easily accessible to youth who live there.** Since Dreamcatchers moved to a new location, youth and staff have opportunities to engage informally throughout the day, in addition to having formal meetings. Staff also report that being located next to MISSEY has strengthened their partnership and ability to serve CSEC youth.

*"We hope that kids leave here with more faith in their own capacity... [and a] bigger vision of what the world can look like."*

—Agency staff

### Milestone

**88%**

Referred to emergency housing/shelter

*"MISSEY moving next door and having other services nearby for youth is a really good thing. That wasn't going on when I was here...I might have gotten the support I needed sooner if they were closer. There's so much support here now."*

—Former participant

### Successes

- Case managers are often able to help youth find stable housing. These placements could be with family members, foster care, or elsewhere.
- Staff try to create a strong sense of community and mediate conflicts that arise in the shelter. Staff believe that the shelter's small size helps them create "a warm, easy-going, family-style place." Staff noted that participants have rated the program highly on internal surveys.
- Staff turnover among full-time staff is fairly low. However, recruiting fill-in and relief staff has been difficult, particularly because of low pay.

### Challenges

- The need of the population far exceeds the capacity of Dreamcatchers. Youth often come to the shelter when it is already at its official capacity.
- Dreamcatchers recently moved to a new space and, during the transition, the number of youth seeking them out dropped. However, staff have noticed that participation has slowly gone back to normal levels.
- Staff find that some agencies in the Oakland Unite network do not take homelessness as seriously when it is experienced by youth.

# Motivating, Inspiring, Supporting and Serving Sexually Exploited Youth (MISSEY)

MISSEY aims to support sexually exploited youth through a drop-in center. The drop-in center offers group activities and events for youth and a space where youth can spend time during the afternoons and develop positive relationships with peers and adults. The drop-in center also acts as a crisis response center for youth who need immediate assistance with resource referrals or just need someone to talk to but are not engaging in case management. The drop-in coordinator oversees all programming and also offers support to youth through conversations and help with homework and resumes.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

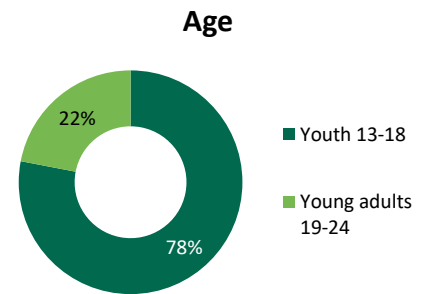
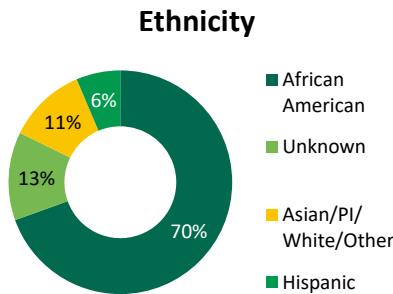
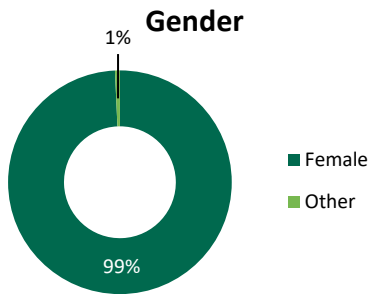
MISSEY targets youth who have experienced or are at risk of experiencing commercial sexual exploitation.

**141**

Participants served 1/2016 to 12/2017

**51%**

Victim of violence or assault reported to OPD before receiving services\*



**17%**

Suspended from school\*

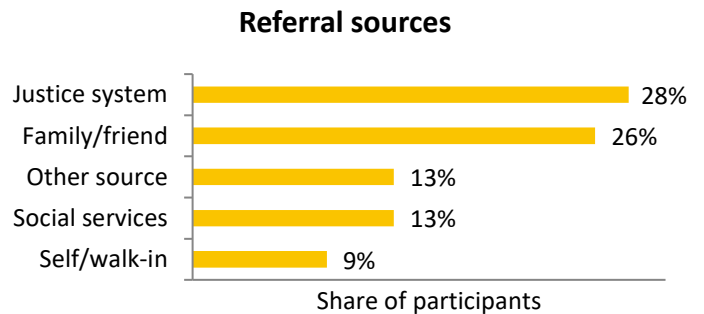
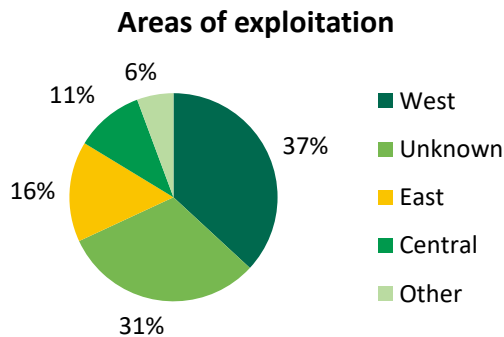
**38%**

Chronically absent from school\*

**1.62**

Average GPA\*

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES



\* The victimization rate is based on the 69 percent of participants who consented to share their identifying information. School engagement measures are based on the 44 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services.

## PROGRAM SERVICES

The drop-in center is open five hours per day on weekdays. Youth divide their time between unstructured time and group activities. During free time, youth can use the computers and look through donated clothes and supplies.

### Service intensity for the average participant

Total hours per week	1.5
Total contacts per week	0.8
Number of weeks served	22.2

### Average service hours per participant

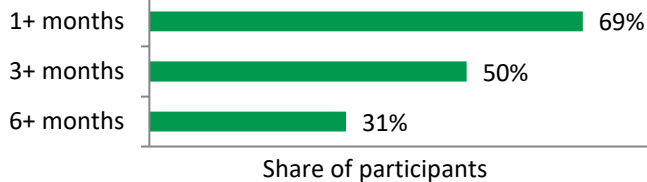
#### Group services

Peer support counseling	17.1
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#### Individual services

Case management hours	10.7*
Intensive outreach	1.1

### Length of participation



MISSEY holds peer support events like Art and Yoga at the Lake for participants as well as outreach events for local agencies and schools to build awareness of youth sexual exploitation.

**112**

Total number of events

**9**

Average number of attendees

**2.3**

Average event duration (hours)

## PROGRAM HIGHLIGHTS

- **The drop-in center offers a "safe space" for youth.** In addition to participating in programming, youth can stop by to use computers for homework or resumes, have a meal, gather clothing or toiletries, watch TV, or just hang out. Participants are also able to meet other youth with whom they can connect outside of MISSEY.
- **Group activities cover a wide range of issues relevant to participants.** The center coordinator often asks participants' advice on topics that would be helpful or interesting for a group. In response to the diverse needs of participants, groups have discussed topics such as restorative justice, sex education, and healthy relationships.
- **Sometimes disengagement is a marker of progress.** When youth achieve positive changes such as getting a job or returning to school, they often stop coming to the drop-in center. The coordinator works with youth to make these types of changes and to ensure that they draw upon the resources of the center and other MISSEY staff.

### Successes

- The center coordinator holds regular focus groups to determine topics for group activities that meet youths' interests and needs.
- The drop-in center and youth life coaching programs often refer clients to each other, which allows the agency to provide wraparound support for youth.
- Staff feel well trained and supported by Oakland Unite. Oakland Unite trainings have focused on trauma-informed care and other topics relevant to their work.

### Challenges

- There is only one full-time coordinator at the drop-in center, with limited capacity to both manage programming and support the youth using the center.
- Staff find that the Cityspan database is laborious and difficult to use. Staff feel that data entry adds an extra burden to an already heavy workload.
- MISSEY is not able to give incentives to youth over age 18 who attend groups, which staff report causes some difficult dynamics among participants.
- MISSEY has had some staff turnover, and several staff members joined the agency within the past year. However, staff report the transition has gone smoothly.

*"[The drop-in center] creates a space where girls are able to find community with one another and participate in discussions about things that feel important and relevant to them."*

—Agency Staff

\* MISSEY provides case management through the youth life coaching sub-strategy.

# Family Violence Law Center

FVLC supports individuals experiencing domestic violence and sexual assault through legal services, case management, and support services such as housing and therapy. Safety is the primary concern in the short term, and once safety is addressed, case managers use an empowerment model that lets participants define their own goals and successes and work toward longer-term safety and stability. The length of participant contact with FVLC varies based on participants’ needs. For some, it takes 24 hours to get to a stable situation, for others with short legal cases, it can be three to six months, and for those with more complex legal cases it can be a year or more.

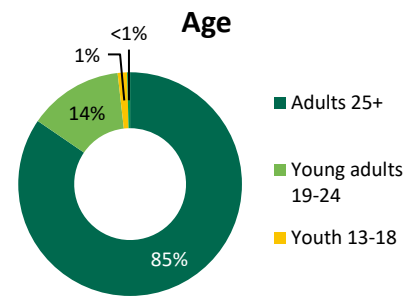
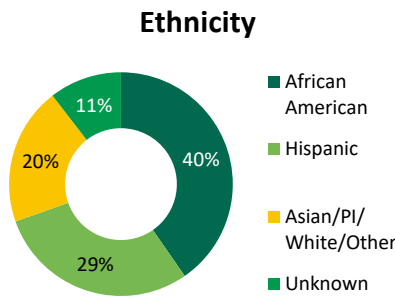
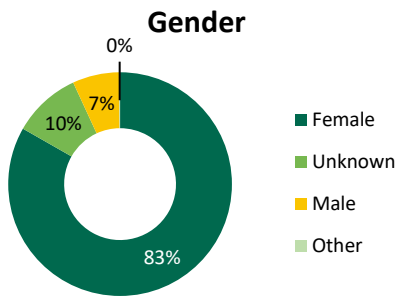
## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

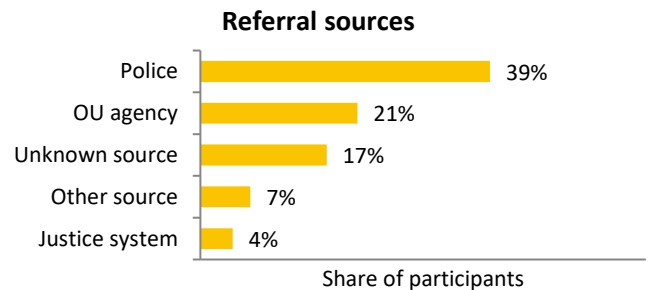
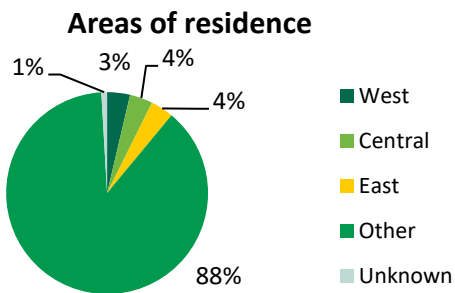
FVLC targets individuals experiencing or at risk of domestic violence and sexual assault in Alameda County. The vast majority of participants are low income, women, and people of color.

# 1,967

Participants served  
1/2016 to 12/2017\*

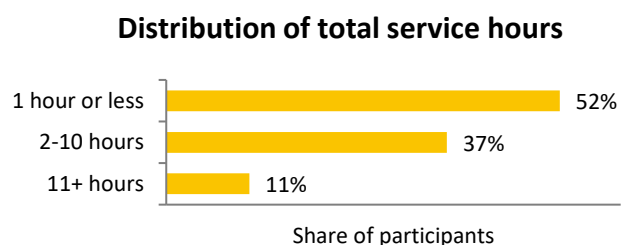
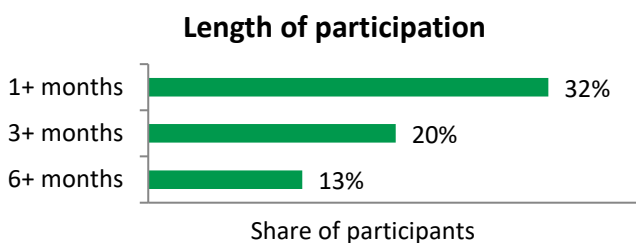


## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES



## PROGRAM SERVICES

Participants can be referred from OPD, a 24-hour hotline, other Oakland Unite agencies, and walk-in clinics. FVLC provides legal aid and also offers case management, assistance finding shelter and meeting immediate safety needs, and mental health services. FVLC provides family therapy, and children under the age of 5 often attend with a parent.



\* Because only 2 percent of participants consented to share their identifying information, victimization rates are not shown. The agency asks for consent only from case management participants.

## PROGRAM SERVICES (continued)

Service intensity for the average participant	
Total hours per week	0.77
Total contacts per week	1.31
Number of weeks served	9.25

Average service hours per participant	
<b>Individual services</b>	
Legal services	3.33
Psychotherapy session	0.36
Case management	0.28
Intensive care services	0.20
Crisis counseling	0.16
Case consultation	0.12

The majority of FVLC participants receive a small amount of services during crisis, and a small subset receive more intensive support. Of the 11 percent of participants who receive more than 10 hours of services, many receive legal services (20.9 hours on average), psychotherapy services (3.3 hours on average), and intensive care services (1.6 hours on average).

FVLC holds community trainings and outreach events, including trainings for OPD police officers on how to interact with and support victims of family violence.	<b>28</b>	Total number of events
	<b>27</b>	Average number of attendees
	<b>1.3</b>	Average event duration (hours)

## PROGRAM HIGHLIGHTS

- **Participants are individually matched to case managers.** The matching takes into account language, skill set (for example, some advocates have a sexual assault certification on top of the domestic violence certification), and/or demographics. Participants are mostly women, as are the staff, with one male attorney and two transgender youth advocates.
- **To manage trauma at first contact, staff use an empowerment model.** Staff work on listening first, then explain what services are available and follow up with details if the participant expresses need. Staff prioritize immediate safety before longer-term stability. Once participants feel they are safe, FVLC offers resources for housing, therapy, and other supports.
- **FVLC follows an "intervention as prevention" approach.** Staff help clients understand their legal rights and give them "self-advocacy" skills to help them going forward. Staff also help participants with healthy relationship skills and offer therapy services, once they get past the crisis, to promote prevention.

***"Working together as a team across services has been a huge success...Even with lower pay, we've been able to foster an agency culture and work environment that's successful."***

—Agency Staff

### Successes

- Staff credit their team-oriented approach as key to serving participants and fostering positive culture among staff. Weekly staff meetings allow staff to discuss clients and share knowledge and resources.
- Agency leaders highlighted the diversity and skills of FVLC staff. Staff must complete a 40-hour domestic violence training and typically have a background in law, social work, or psychology. Some staff members also speak other languages, which has resulted in a greater number of participants from those communities.
- Case managers have a menu of support service options depending on the participants' needs. If they have immigration issues, staff can refer them to receive legal aid. If they need housing, staff check their income to see if they qualify for support, and then provide a warm referral to help them find shelter.

### Challenges

- Staff report that ensuring consistent funding to serve a growing need is an ongoing challenge.
- Staff believe that FVLC is unique in the Oakland Unite network and that the support from Oakland Unite and collaboration with other agencies doesn't always fit its needs. Although they believe that domestic violence is "part of the root" of violence, they report that agencies in other sub-strategies may not hold that perspective.
- Staff report that sometimes law enforcement partners become frustrated when a participant chooses not to pursue a legal case.
- The agency has both high turnover and long-term employees. Low pay and burnout are the primary reasons for turnover. Staffing turnover temporarily limited the amount of mental health services FVLC could provide, but they have hired a new part-time therapist to help increase those hours.

# Homicide support and shooting response

This sub-strategy funds agencies supporting two groups affected by gun violence: those who have been the victim of gun violence or serious assault and those who have lost a loved one to gun violence. Agencies aim to address the immediate basic and social-emotional needs of shooting victims and their families, provide longer-term supports as they recover from injury or loss, and prevent retaliatory violence. The sub-strategy also supports emergency temporary relocation to ensure safety for individuals and families in immediate danger of violence.

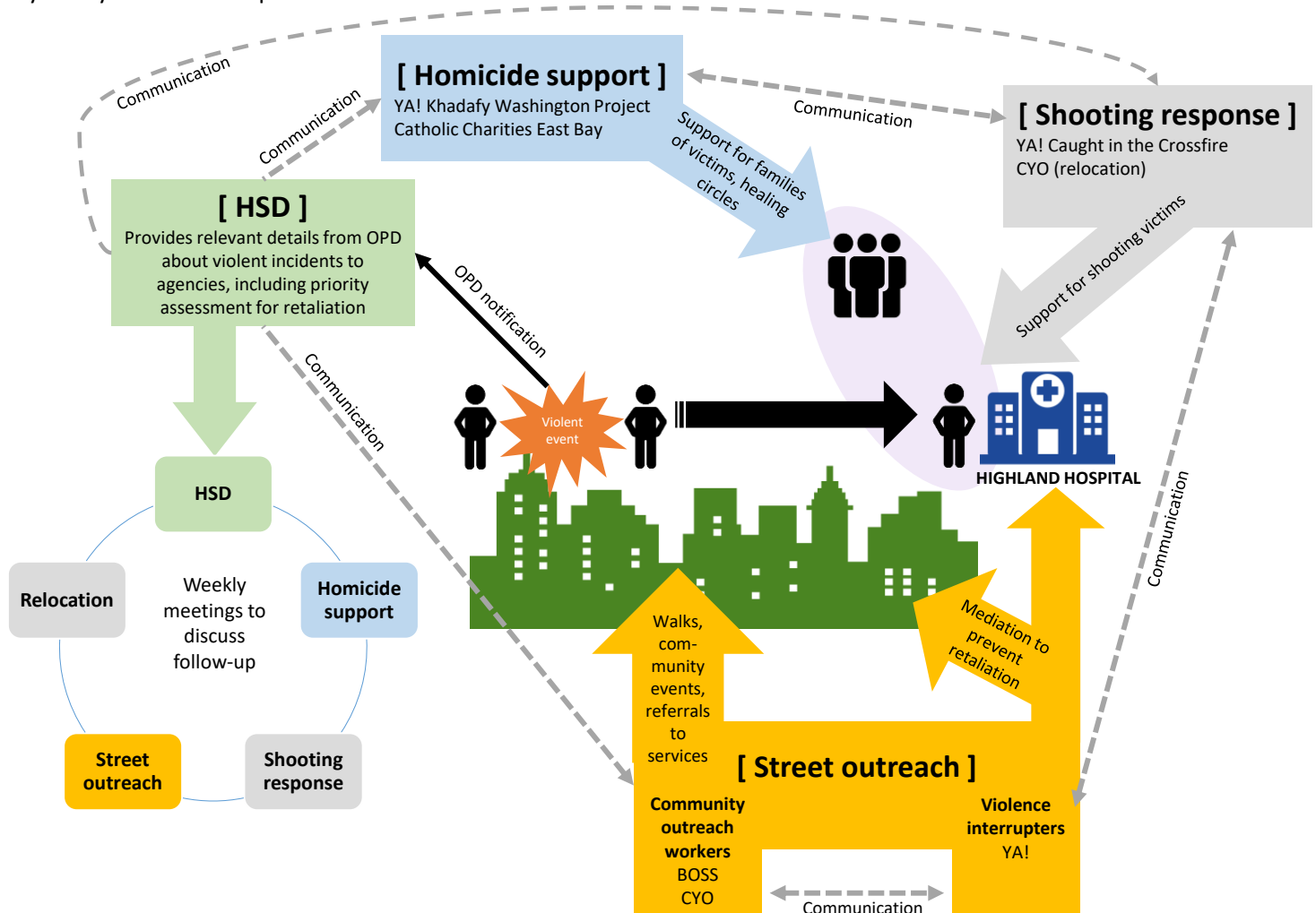
- Agencies serving victims of gun violence find the work to be meaningful and motivating, noting that it provides a critical role within communities that can bring camaraderie between staff and community in the face of adversity.
- Providers report that the work requires a large commitment from staff, who are called on to personally navigate potentially dangerous situations.
- Participants are often contacted by multiple service providers and agencies following a violent event, which can be overwhelming, making it hard for them to differentiate between the roles of the providers. Staff report that more structured messaging and collaboration across organizations would be beneficial.

**3** Agencies funded for a total grant amount of **\$525,000**

**1,126** Participants served 1/2016 to 12/2017

## COORDINATION AND COMMUNICATION AMONG CRISIS RESPONSE SUB-STRATEGIES

Homicide support, shooting response, and street outreach agencies work together through Oakland Unite to respond to and prevent violent incidents in Oakland and support those affected by them. Agencies maintain communication to share information about violent incidents and threats of retaliation through multiple channels, including weekly coordination meetings organized by HSD. The following figure illustrates how the agencies collaborate with each other and the role they play in citywide crisis response.



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# Youth ALIVE!

The Caught in the Crossfire program at Youth ALIVE! provides intensive outreach and case management to individuals in Oakland who have been treated for violent injuries at Highland Hospital. Intervention specialists engage victims of gun violence and establish a connection and trusting relationship with them, provide emotional support, and address any immediate needs, such as relocation. In the hospital, staff review the incident with the participant, assess the risk of retaliation, and develop a plan to stay safe following discharge. Staff follow up with clients after they have been discharged from the hospital to provide further support and work in tandem with Youth ALIVE! violence interrupters and participants’ families and associates to prevent retaliatory violence.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

**Target population**  
 Youth ALIVE!’s Caught in the Crossfire program targets people who have been violently injured and admitted to a local hospital.

**252**

Participants served  
 1/2016 to 12/2017

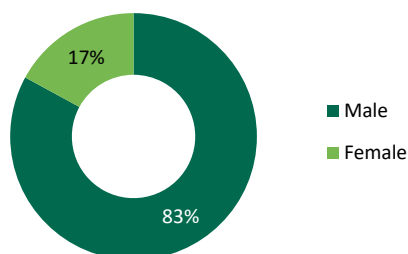
**38%**

Arrested by OPD before  
 receiving services\*

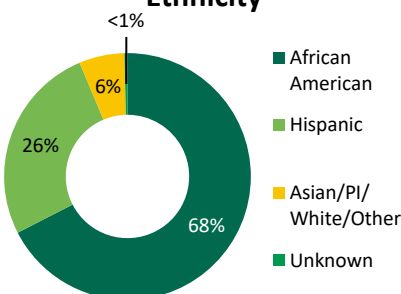
**51%**

Victims of violence or assault  
 reported to OPD before  
 receiving services\*\*

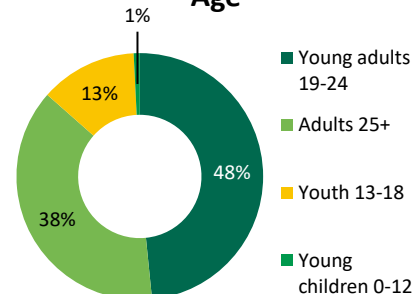
**Gender**



**Ethnicity**

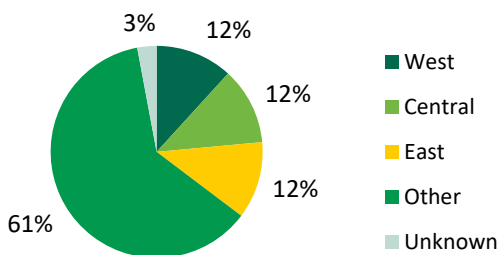


**Age**

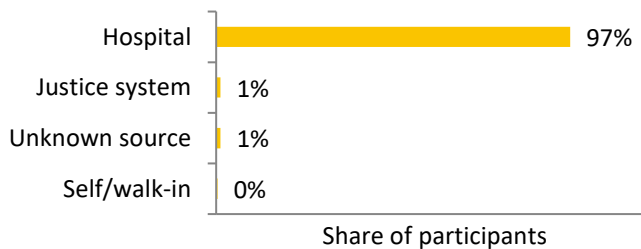


## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

**Area of residence**



**Referral sources**



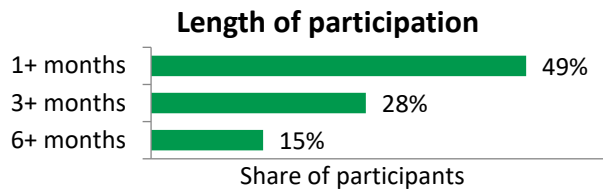
\* Prior arrest and victimization rates are based on the 46 percent of participants who consented to share their identifying information.

† Because prior victimization rates are for the 10-year period up through the month before participants began services, in the majority of cases these rates do not include the violent incident that led a participant to receive shooting response services.



## PROGRAM SERVICES

Caught in the Crossfire intervention specialists conduct bedside visits in the hospital and provide support for people experiencing trauma that includes ongoing case management and mental health support.



### Service intensity for the average participant

Total hours per week	1.3
Total contacts per week	2.1
Number of weeks served	12.0

### Average service hours per participant

#### Individual services

Case management	9.0
Intensive outreach	0.9
Mental health services	2.5

## PROGRAM HIGHLIGHTS

- **Staff make bedside visits to victims of violence at Highland Hospital.** They provide emotional support, assess the person’s needs and risks, and develop an individualized discharge and recovery plan, which can include milestones and referrals to additional services. Staff monitor the participant’s progress through ongoing case management.
- **Staff partner with Youth ALIVE! violence interrupters when initiating contact with new clients.** The violence interrupters assist Caught in the Crossfire staff in building an understanding of the context surrounding the violent incidents they are responding to and determining whether mediation may be an alternative to relocating the participant to another city.
- **Staff report that they try to take into account individuals’ subjective experiences in determining their approach.** For example, staff say they try to be responsive to the subjective feelings of people directly affected by gun violence, which they feel "textbook" responses such as mediation can fail to do.

*“By the time we get to [participants], they might already be overwhelmed... they don’t know if we’re a [probation officer] or detective. It’s about getting that trust to move forward with services. Sometimes they have too many people in their ear.”*

—Staff member

### Successes

- Caught in the Crossfire staff credit their close partnership with Youth ALIVE! violence interrupters as a major asset to their work.
- Staff report that they receive ongoing training, including opportunities offered by Oakland Unite. The agency is also part of the National Network of Hospital-based Violence Intervention Programs.
- Staff feel that camaraderie and morale is very high. Youth ALIVE! supervisors have been in the field themselves and understand what frontline staff face in their work.
- Staff collaborate with other Oakland Unite agencies to refer participants who needs additional supports not available in Youth ALIVE!

### Challenges

- Staff report that by the time they reach victims at the hospital, the individuals have already been overwhelmed by the number of response staff and individuals who have spoken to them.
- Frontline staff frequently have to distinguish themselves from law enforcement and other programs such as Ceasefire, to avoid the lack of trust those might engender.
- Staff find that some of the expectations set by Oakland Unite for the initial bedside visit (for example, reviewing the incident, assessing the risk of retaliation, and introducing program benefits) make it more difficult to form an initial bond with victims, who are feeling especially vulnerable in a time of crisis.
- Staff wish additional funds were available for incentive payments, which they find can be helpful for participants with immediate needs.

# Catholic Charities of the East Bay

CCEB, in partnership with subgrantee Youth ALIVE!, provides intensive outreach and mental health services to those directly affected by homicide in Oakland. Youth ALIVE! staff assist families with funeral or vigil planning and costs, Victim of Crime applications, and other immediate needs, such as housing assistance, in the days or weeks following a homicide. Families, friends, classmates, and other individuals can access CCEB to receive grief, trauma, and crisis counseling. CCEB also offers relocation support through the Victims of Crime assistance program to reduce the risk of exposure to additional violence if participants are in immediate risk.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

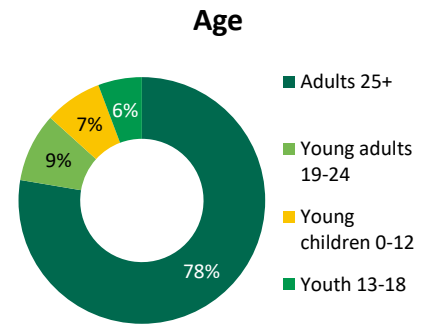
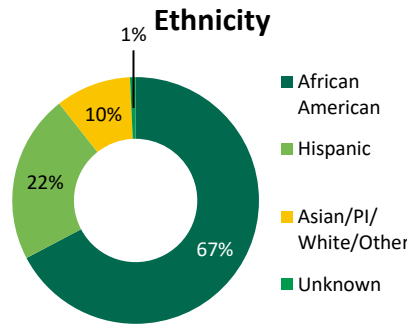
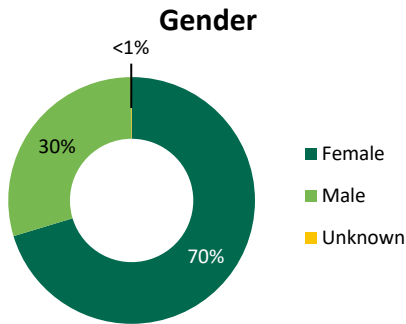
CCEB serves the families and loved ones of homicide victims. Participants are also often at risk for homelessness and depression or self-harm because of grief.

**819**

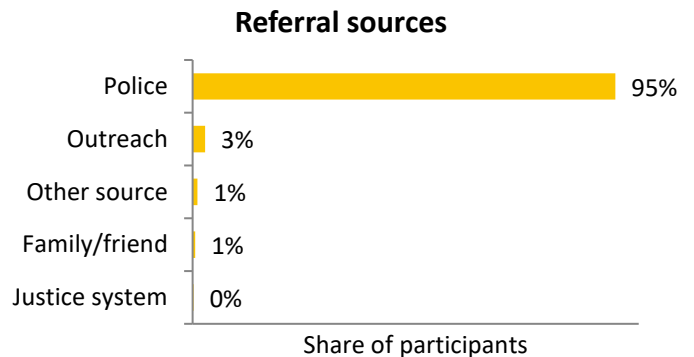
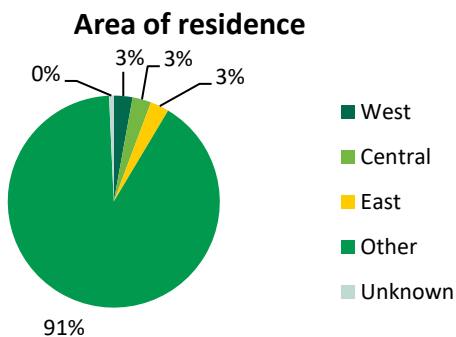
Participants served  
1/2016 to 12/2017

**38%**

Victims of violence or assault reported  
to OPD before receiving services\*



## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES



\* Prior victimization rate is based on the 14 percent of participants who consented to share their identifying information. Note that this consent rate is low.

## PROGRAM SERVICES

CCEB and Youth ALIVE! together provide intensive outreach, case management, and mental health services to families, friends, classmates, and other individuals affected by homicides in Oakland.

### Length of participation



Share of participants

CCEB, through Youth ALIVE!, supports families in planning vigils and funeral and memorial services for victims of homicide.

**155**

Total number of vigils and funeral and memorial services

### Service intensity for the average participant

Total hours per week	2.9
Total contacts per week	2.3
Number of weeks served	15.0

### Average service hours per participant

Individual services	
Intensive outreach	3.4
Mental health services	1.9

**\$30,000**

Total grant budget for emergency financial assistance for participants

**95%**

Percentage of Oakland homicide victims' families who received support in 2016 and 2017

## PROGRAM HIGHLIGHTS

- **CCEB primarily receives referrals from Youth ALIVE! but participants also come to them through the families they serve.** Youth ALIVE! provides immediate services following a homicide reported by OPD. When families are ready for more intensive case management and mental health support, Youth ALIVE! refers them to CCEB. If Youth ALIVE! staff identify a risk of retaliation, they may also refer family members or friends to a violence interrupter.
- **CCEB staff are all trained clinicians and are registered with the Board of Behavioral Sciences.** The agency also looks to hire staff who can provide culturally responsive services. For example, CCEB's staff includes a Spanish-speaking clinician. Staff find that participants often have preexisting complex trauma that is exacerbated by grief and can benefit from the trauma-informed therapy offered by staff.
- **Staff report a typical caseload of about 15 clients, but feel that 10 to 12 clients is an ideal number, given the additional demands.** Staff noted that the burden of the work is not just in seeing clients but also in processing documentation and performing other case management tasks. Staff note that working with victims of crime involves a great deal of paperwork.

### Successes

- Although not everyone is interested in intensive services, CCEB and Youth ALIVE! are able to provide support to a large number of families, including the vast majority of homicide victims in Oakland.
- CCEB has made efforts to build awareness of evidence-based practices around addressing traumatic grief to better serve participants. For example, the agency has sent staff to conferences and organized in-house trainings.
- Participants have shared that CCEB offers them the opportunity to talk about the emotions they are going through in a way that they cannot with others.

### Challenges

- Youth ALIVE! sometimes experiences delays in getting contact information from OPD, which can mean that by the time staff are able to reach families, funerals have already taken place.
- Turnover at CCEB is not an issue, but hiring new clinicians with the necessary skills is difficult. Staff feel that the job description and pay may not be attractive to many applicants.
- The lack of affordable housing in Oakland is a major concern for CCEB. It has become increasingly difficult to relocate clients into homes in the Bay Area.

*"It takes a special person to sit in someone's darkest moments day after day after day. It is a rough job, but is rewarding...but still takes its toll."*

—Agency staff

## Community & Youth Outreach

CYO’s relocation support team works with people in immediate risk of injury or death to assist them and their families with services for emergency temporary relocation. Individuals may be referred by law enforcement or Oakland Unite partners, including other agencies working in the shooting/homicide response sub-strategy. Services begin with an initial meeting with the participant, the person referring the individual, and the relocation support team. Participants receive financial support for their relocation, assistance identifying safe places outside their area of immediate risk, and connections to other services such as mental health supports. In rare cases, CYO also supports permanent relocation to another area to reduce the risk of subsequent violence.

### PARTICIPANT CHARACTERISTICS AT ENROLLMENT

#### Target population

CYO’s relocation support team targets individuals in immediate risk of injury or death, who are primarily referred by violence interrupters. Many are recent victims of gun violence but might not be eligible for other supports because of prior involvement with the criminal justice system.

58

Participants served 1/2016 to 12/2017

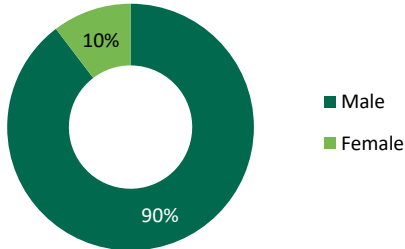
70%

Arrested by OPD before receiving services\*

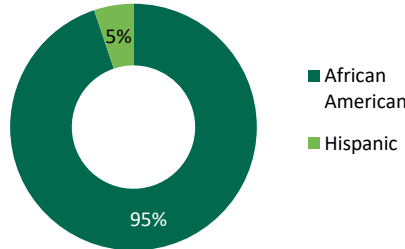
60%

Victims of violence or assault reported to OPD before receiving services\*

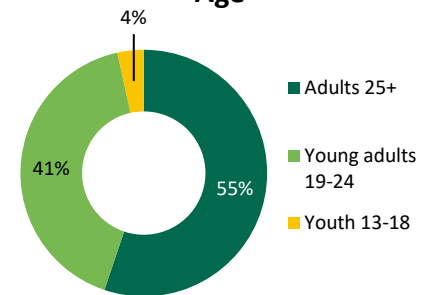
#### Gender



#### Ethnicity

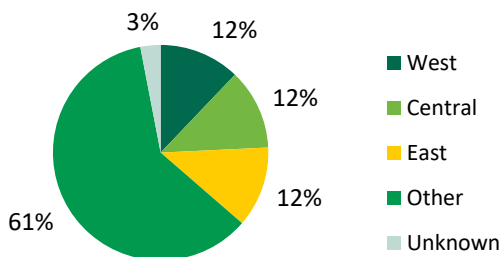


#### Age

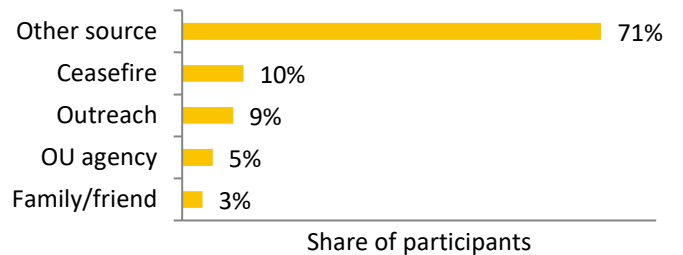


### PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

#### Areas of residence



#### Referral sources



\* Prior arrest and victimization rates are based on the 50 percent of participants who consented to share their identifying information.

## PROGRAM SERVICES

CYO's relocation specialists work with individuals facing imminent threat of gun violence and their families to either secure temporary housing out of the area of immediate danger or support permanent relocation with family or friends in another region.

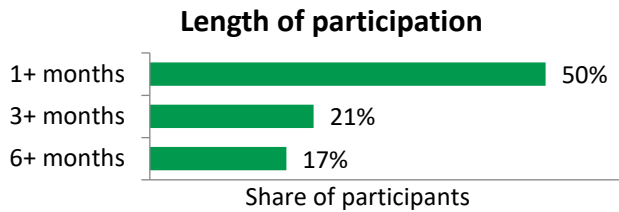
### Service intensity for the average participant

Total hours per week	3.3
Total contacts per week	2.7
Number of weeks served	11.8

### Average service hours per participant

#### Individual services

Case management	13.9
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**\$1,093**

Average relocation funds per participant

**\$32,000**

Total grant budget for relocation funds

## PROGRAM HIGHLIGHTS

- **A relocation committee determines the relocation budgets for each family.** The committee takes into account a family's specific circumstances, including cost of living in a new location and transportation costs. After a budget has been agreed upon, the family is notified of the decision. If they agree, they sign a contract and move forward toward implementing the relocation plan.
- **Relocation funds can be used to support relocation in various ways.** Participants may use the funds to pay for an emergency motel/hotel stay; rent, travel, or moving costs; or other needs related to successfully relocating out of Oakland, in consultation with their relocation specialist. In rare occasions, CYO supports permanent relocation.
- **The relocation committee sets stipulations that participants must follow.** Participants are typically requested to stay away from Oakland while their cases are pending or until the violent situations they are involved in diffuse. Funding is contingent upon respecting the terms of this agreement; staff find that this is not a problem.
- **Caseloads range from 10 to 15 cases, although this number may vary.** Caseloads include both active cases, in the process of being discussed by the committee, and pending cases that are not currently active. Staff say the mix of active and pending cases makes the number more manageable.

### Successes

- The crisis response staff have authority, without having to consult the committee, to grant up to \$500 in emergency funds, which they report allows them to provide timely support.
- Staff feel that they have been provided with the resources and authority to facilitate prompt responses to incidents and to the needs of shooting victims and their families.
- Staff rely on a network of partner agencies to connect participants with additional supports and programs that will aid them in their relocation plan.

### Challenges

- In cases wherein temporary housing takes longer to secure because of extenuating circumstances, participants sometimes lose their patience, given their already high degree of stress.
- The increasing cost of housing in the Bay Area makes it difficult to relocate victims and their families. Staff try to connect participants to family or friends or refer them to housing support services.
- Crisis response staff use their own personal vehicles to transport clients to and from meetings or other locations. Staff feel that this may put them at personal risk of retaliation by association with participants.

*"The only training I've had is being a product of the community. I've known the streets of Oakland...street skills are the main thing that help me connect with my clients."*

—Agency staff

# Street outreach

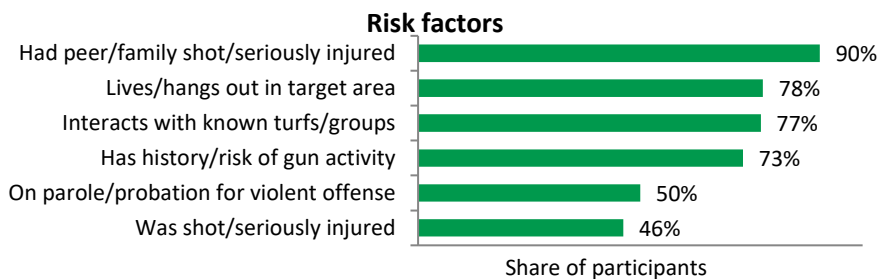
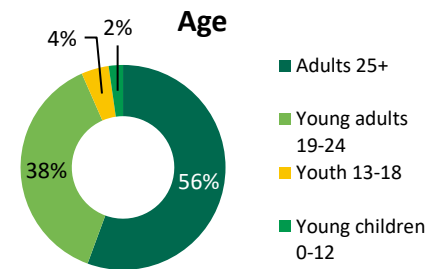
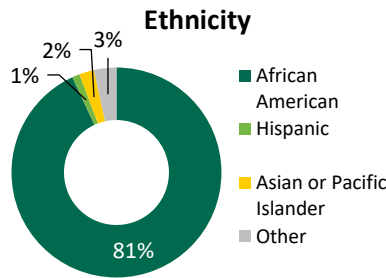
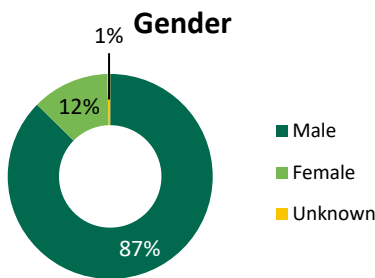
The street outreach sub-strategy aims to reduce retaliatory violence by helping high-risk youth and young adults mediate conflict. Street outreach approaches are designed to interrupt violence before it happens or to prevent incidents of retaliation following a violent event. Street-based outreach workers and violence interrupters aim to create meaningful relationships with community members. Community outreach workers maintain a consistent presence in communities with the highest violent crime rates in order to send a message of nonviolence and build relationships with youth and young adults and their families. Violence interrupters help mediate hostile situations, including by being present at the hospital.

- Staff report feeling proud of their work and that they are positively received in the communities they are serving.
- Violence interrupters find that access to the hospital provides an effective avenue for connecting with violent crime victims who might otherwise retaliate against the perpetrators. Outreach workers connect with people in the community by being present in the neighborhoods.
- Staff report that strong relationships form between violence interrupters and outreach workers, and they help each other with information about violent incidents that may require mediation.

**2** Agencies funded for a total grant amount of **\$1,115,000**

**624** Participants served 1/2016 to 12/2017

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

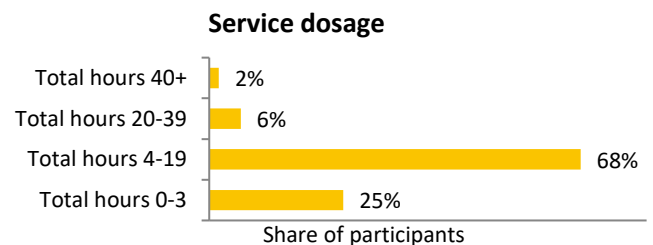


**37%** Arrested by OPD before receiving services\*

**24%** Victims of violence or assault reported to OPD before receiving services\*

## PROGRAM SERVICES

Service intensity for the average participant	
Total hours per week	1.7
Total contacts per week	2.3
Number of weeks served	30.9
Average service hours per participant	
Individual services	
Intensive outreach	7.7



In addition to providing individual services, street outreach agencies are active in their communities through different types of activities and events.

**683**

Street outreach walks and events

**229**

Conflict mediations

**194**

Social and community events

\* Prior arrest and victimization rates are based on the 97 percent of participants who consented to share their identifying information.

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# Building Opportunities for Self-Sufficiency

BOSS provides conflict mediation and outreach services to high-risk youth and adults in West Oakland. BOSS street outreach staff conduct general outreach activities, such as night walks every weekend around target areas and intensive outreach with individuals at greatest risk of engaging in violence. In addition, street outreach staff collaborate with the West Oakland violence interrupter at Youth ALIVE! (a subgrantee to BOSS) to share knowledge of violent incidents in the area and coordinate an approach to new mediations. Both agencies rely on skilled outreach workers who have connections to and understand the community they serve.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

BOSS street outreach staff target people at high risk of engaging in violence, primarily in West Oakland.

**180**

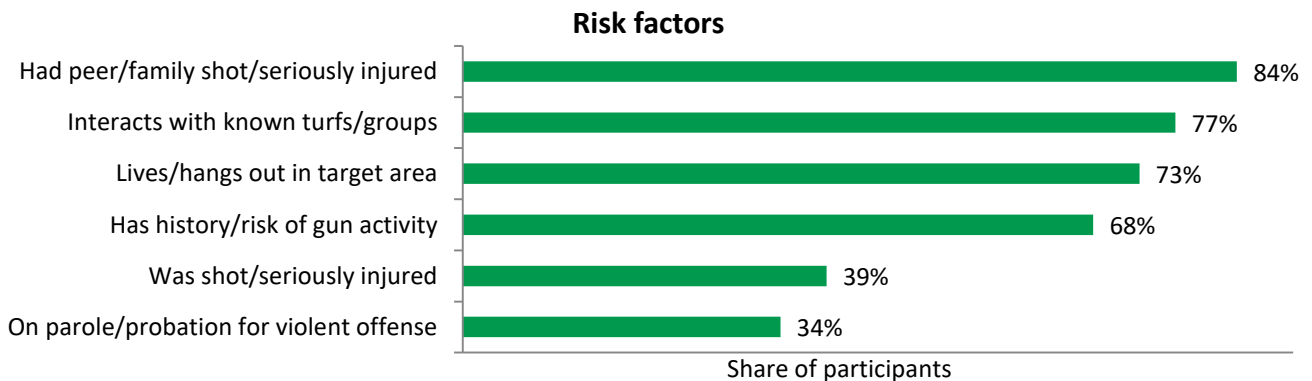
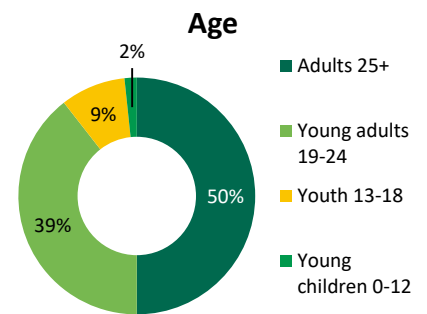
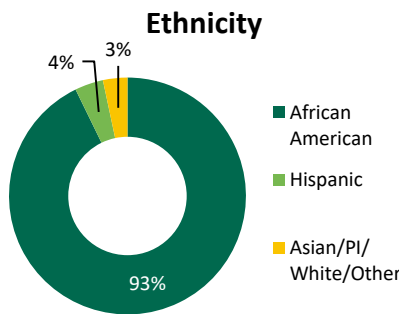
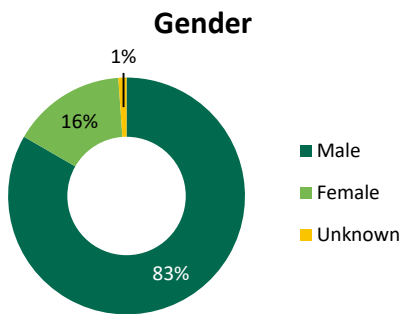
Participants served 1/2016 to 12/2017

**43%**

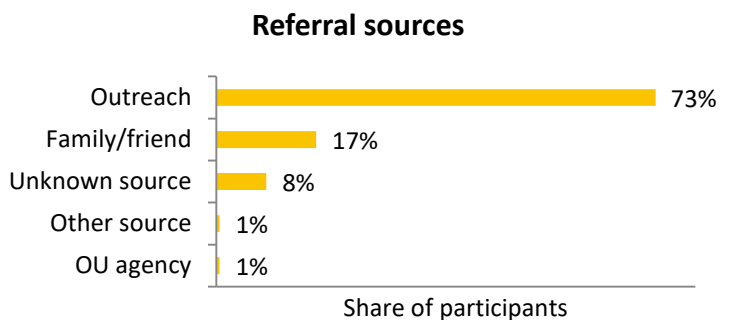
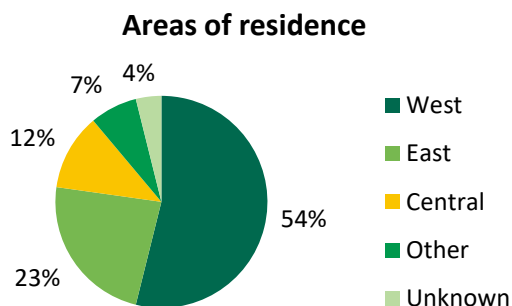
Arrested by OPD before receiving services\*

**28%**

Victims of violence or assault reported to OPD before receiving services\*



## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES



\* Prior arrest and victimization rates are based on the 97 percent of participants who consented to share their identifying information.



## PROGRAM SERVICES

Street outreach staff provide mediation services, build positive relationships with participants and community members, and refer participants to other supports.

**\$57** Average financial support and incentives per participant

### Service intensity for the average participant

Total hours per week	6.5
Total contacts per week	1.9
Number of weeks served	4.1

### Average service hours per participant

Individual services	
Intensive outreach	5.2

BOSS held 82 social and community events, 80 street outreach events, and 39 conflict mediation meetings in 2016 and 2017.

**201**

Total number of events

**26**

Average number of attendees

**3.1**

Average duration (hours)

## PROGRAM HIGHLIGHTS

- **Outreach workers are deeply embedded in their West Oakland communities.** The outreach workers are from West Oakland and have experience working with high-risk youth and adults. Staff understand the communities and are able to relate to participants' needs and life experiences.
- **Weekly case coordination helps staff manage caseloads and support each other.** Staff meet weekly to discuss caseloads and decide how to distribute incentives to participants. Outreach workers identify the areas they will work in by determining which of them is better suited for certain cases. The identification is largely based on outreach workers' street knowledge, connections in the community, and assigned geographic area.
- **Street outreach and violence interrupter staff share information through ongoing communication.** In addition to meeting weekly to coordinate cases, both teams reach out to one another and keep each other abreast of relevant shootings and other violent incidents that could lead to new mediations.
- **Staff may refer participants to other BOSS services or supportive services.** Outreach workers provide referrals to other programs to help participants keep away from street activity. Depending on participants' interests and needs, they may refer participants to BOSS' Career Training and Employment Center or to other internal and external supportive services.

### Successes

- Staff feel they are respected in the neighborhoods they serve, because most of the team is from West Oakland. This allows them to go into any neighborhood in the area.
- Staff report success engaging with individuals involved in violence and recruiting them to come in for services.
- BOSS provides training opportunities and sends staff to external trainings to support staff development.

### Challenges

- The agency reports occasional challenges meeting program deliverables. Outreach workers are supposed to walk on Fridays and Saturdays, but crises can prevent them from going out during those times.
- BOSS aims to give incentives such as gift cards to participants who achieve specific goals, but they do not always have funds available to provide these incentives.

***"[Outreach workers'] strength is being able to meet these young people...and show them a different way of life, letting them know that there are other options."***

—Agency staff

# Youth ALIVE!

Youth ALIVE!, in partnership with subgrantee CYO, works to reduce street and retaliatory violence by interrupting and mediating conflicts, offering intensive outreach to high-risk participants in target areas in Central and East Oakland, and conducting general outreach in “hotspots.” Youth ALIVE! violence interrupters mediate between hostile groups to negotiate truces and are on call to address immediate safety issues in their communities. CYO street outreach workers conduct general outreach activities, such as night walks every weekend around target areas, and intensive outreach with individuals at greatest risk of engaging in violence. Staff from the two agencies share knowledge of violent incidents in the area and coordinate an approach to new mediations.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

Youth ALIVE! violence interrupters and CYO outreach staff target people at high risk of engaging in violence, primarily in Central and East Oakland.

**405**

Participants served  
1/2016 to 12/2017

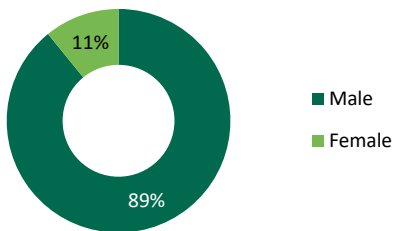
**34%**

Arrested by OPD  
before receiving  
services\*

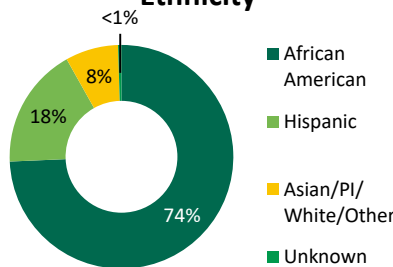
**22%**

Victims of violence or  
assault reported to OPD  
before receiving services\*

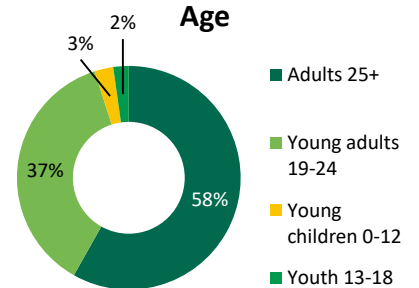
### Gender



### Ethnicity



### Age

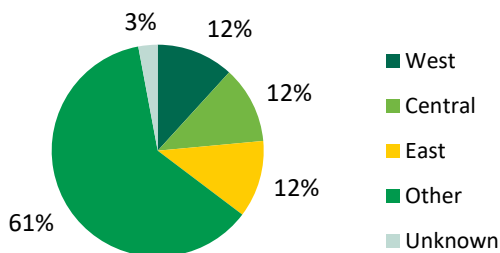


### Risk factors

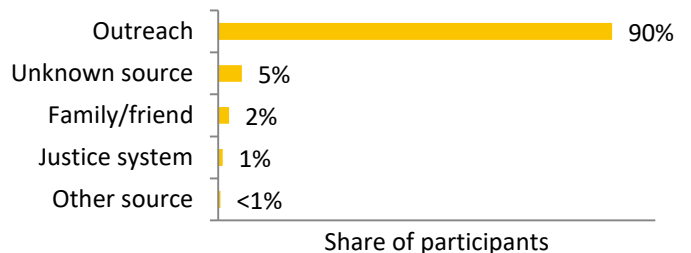


## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

### Areas of residence



### Referral sources



\* Prior arrest and victimization rates are based on the 98 percent of participants who consented to share their identifying information.

## PROGRAM SERVICES

CYO street outreach workers conduct general community outreach in high-crime blocks and offer intensive outreach to establish relationships with individuals who are deeply embedded in violent groups or gangs. Youth ALIVE! violence interrupters mediate serious conflicts.

BOSS held 603 street outreach walks and events, 190 conflict mediation meetings, and 112 social and community events in 2016 and 2017.

**905** Total number of events  
**30** Average number of attendees  
**3.9** Average event duration (hours)

### Service intensity for the average participant

Total hours per week	4.1
Total contacts per week	2.1
Number of weeks served	8.7

### Average service hours per participant

Individual services	
Intensive outreach	9.1

**\$13** Average financial support and incentives per participant

## PROGRAM HIGHLIGHTS

- **Violence interrupters are deeply involved in the communities they serve.** Each violence interrupter is assigned to a specific region of Oakland. Staff are involved in community building activities and not just crisis response situations. Staff said they are careful not to be associated with police, because this can hinder efforts to build trust.
- **Youth ALIVE! staff noted that there is no formal channel for referrals for intensive outreach services.** Instead, violence interrupters try to connect with individuals they know are connected to groups and respond to the concerns expressed to them by people in the communities they serve.
- **When a notification about a shooting victim is received, the case is assigned to the violence interrupter responsible for the region where the victim is from.** Violence interrupters and Caught in the Crossfire staff are briefed on the details of the incident before visiting the victim at the hospital, which they do together. Violence interrupters assess whether there is a risk of retaliation following the incident.

*“[Violence interrupters] understand the language, the codes, the barriers to a new life for young gang and group members in Oakland’s toughest neighborhoods.”*

—Agency staff

*“[People who are] more deeply rooted in the violence often aren’t receptive to services, but the violence interrupters remain involved with them until they are ready.”*

—Agency staff

### Successes

- Street outreach workers report they have been successful in building support within the community by producing neighborhood events, engaging community members directly, and maintaining a constant presence.
- Hospital visits give violence interrupters a critical starting point toward understanding the context in which participants became victims of violence, including details about ongoing conflicts and the groups they are involved in.
- Youth ALIVE! leaders report that the agency is selective in hiring and provides violence interrupters with support.

### Challenges

- Reaching shooting victims can be challenging at times because some individuals leave the hospital before Youth ALIVE! staff receive the referral. Staff report that this can make it difficult to engage individuals at their most vulnerable and traumatized point.
- Staff report that lack of leadership in the violent groups in Oakland makes it difficult to negotiate truces. Although it is possible to mediate conflicts among those groups, there is no overarching leadership to enforce agreements among members. For this reason, staff have found it difficult to apply some of the approaches recommended by Oakland Unite, which they feel are based on environments in other cities that are inherently different.

# Innovation fund

The Innovation Fund provides seed funding to encourage and support the development of new and promising violence prevention programs or practices that are outside of the scope of the other Oakland Unite strategies. The Innovation Fund supports two agencies offering very different types of services and program models:

1. Community Works West offers pretrial diversion services to youth referred directly from law enforcement, providing them with outreach and case management as part of a restorative justice diversion model.
2. Seneca Family of Agencies supports school-wide adoption of a trauma-informed education model in two Oakland schools. Staff provide mental health services to students but also support school staff and parents more broadly.

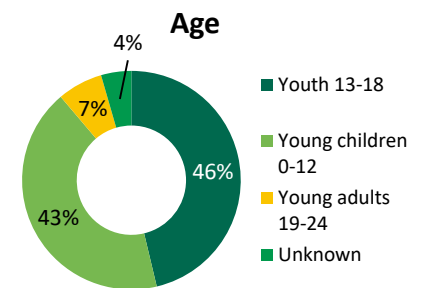
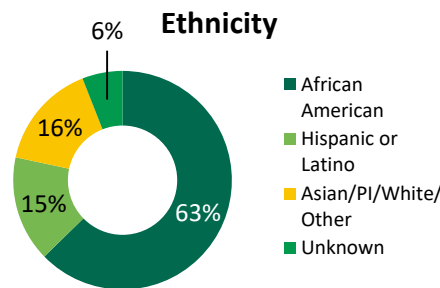
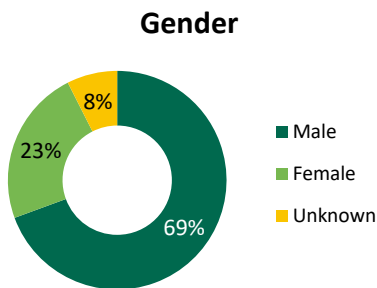
Despite differences in each agency's services and populations, the following were cross-cutting themes for the sub-strategy:

- Staff demonstrate understanding of complex traumatic events that may influence youth behavior and work to integrate diverse stakeholders into the process, including families, school staff, and the community.
- Staff from multidisciplinary teams work through challenging events alongside youth and their families using goal-oriented frameworks that draw on principles like restorative justice and social-emotional learning.

**2** Agencies funded for a total grant amount of **\$200,000**

**134** Participants served 1/2016 to 12/2017

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT



**33%** Chronically absent from school\*

**24%** Suspended from school\*

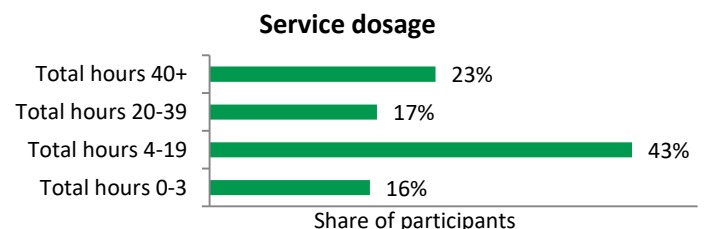
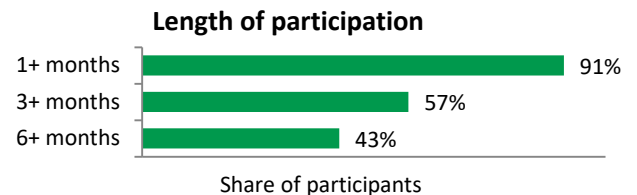
**1.76** Average GPA\*

## PROGRAM SERVICES

Service intensity for the average participant	
Total hours per week	1.1
Total contacts per week	0.6
Number of weeks served	18.4

Average service hours per participant	
<b>Group services</b>	
Mental health services	14.1
<b>Individual services</b>	
Case management	4.3
Intensive outreach	2.4



\* School engagement measures are based on the 82 percent of participants who consented to share their identifying information. Of these participants, 69 percent were enrolled in OUSD before receiving services.

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# Community Works West, Inc.

CWW provides pretrial diversion services to youth. Following arrest, youth are referred by the arresting officer or the Alameda County District Attorney's office to CWW, where they receive restorative justice services rather than going through the juvenile justice system. Restorative justice services include one-on-one case management that supports youth in developing and completing a restorative plan, which is agreed to during a community case conference with the victim. The program's goal is to help offenders be accountable for crimes and develop empathy for those impacted. The program also aims to help the victims engage in a dialogue around healing.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

CWW targets youth who have been arrested and are in danger of being charged with a high-level misdemeanor or low-level felony offense.

**57**

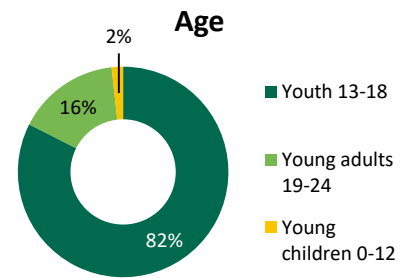
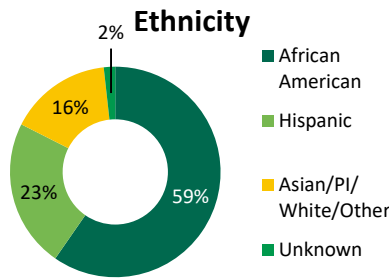
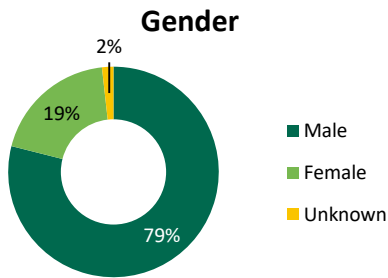
Participants served  
1/2016 to 12/2017

**70%**

Arrested by OPD  
before receiving  
services\*

**28%**

Victims of violence or  
assault reported to OPD  
before receiving services\*



**48%**

Suspended from school\*

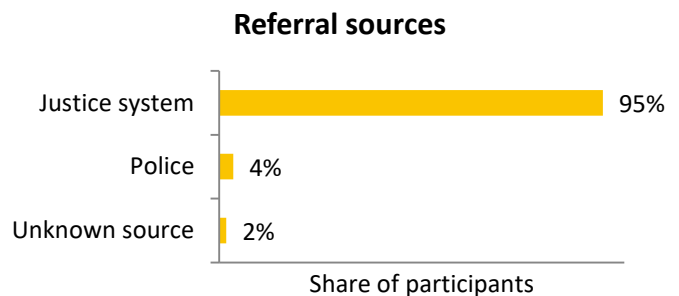
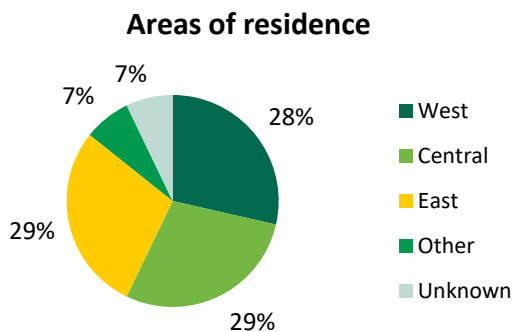
**40%**

Chronically absent from school\*

**1.66**

Average GPA\*

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES



\* Measures of arrest, victimization, and school engagement are based on the 60 percent of participants who consented to share their identifying information. Of these participants, 74 percent were enrolled in OUSD before receiving services.

## PROGRAM SERVICES

Youth receive case management services to support them in developing and completing the terms of their restorative justice plan. Case managers aim to meet with youth once per week, and the process typically takes about six months to complete.

### Service intensity for the average participant

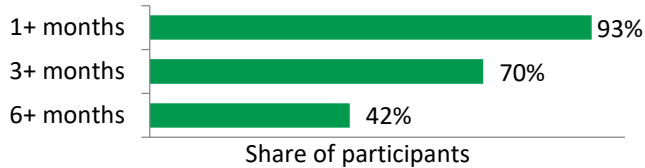
Total hours per week	0.9
Total contacts per week	1.0
Number of weeks served	20.3

### Average service hours per participant

#### Individual services

Case management	10.1
Intensive outreach	5.6

### Length of participation



CWW occasionally hosts community presentations and trainings on restorative justice.

5

Total number of events

13

Average number of attendees

1.4

Average event duration (hours)

## PROGRAM HIGHLIGHTS

- **The restorative justice process starts with consent from all parties.** For restorative services to begin, participants, victims, and the participants' families must consent. After that, staff work with the youth to prepare for their community case conference, which includes their admitting guilt, working on restorative questions, and creating an apology letter.
- **The case manager works with youth to set goals for addressing their actions.** After youth are enrolled in the program, they meet with their case manager and begin to set measurable, attainable goals for their restorative plan.
- **Staff try to eliminate or reduce tension before the community case conference takes place.** Staff meet with the victim and other stakeholders in advance to assess their needs and also help the youth prepare for engaging with their victim. If the arresting officer is going to be present, staff notify the youth and help them feel comfortable with that.
- **The restorative plan addresses how the offense affected the participant as well as their family, victim, and community.** During the community case conference, the participant hears from their victim, family, and the community to understand how their actions affected everyone. All parties then address what the participant must do to make amends. After the participant has agreed to the terms set during the conference, the restorative justice plan is set.

### Successes

- Staff report that supervisors embrace creativity and encourage them to pitch new ideas for service delivery.
- The program is beginning to receive more referrals associated with more serious offenses from the district attorney's office.
- Staff report that seeing participants express what they have learned from the process in their apology letters can be impactful.

### Challenges

- Youth served by CWW are not always eligible for other Oakland Unite services that could help prevent them from committing future offenses.
- Some parents who do not believe their child is guilty will not allow them to participate, even if they risk prosecution, probation, and incarceration.
- Staff say it is difficult to gauge progress for some participants who were already "on the right track" and therefore might have less room to grow.

*"There are underlying reasons for why kids commit these crimes. This program could not work if staff did not take the time to understand the circumstances that contribute to why kids commit crimes."*

—Agency staff

# Seneca Family of Agencies

Seneca supports school-wide adoption of a trauma-informed education model at two OUSD schools in East Oakland where a high share of children are exposed to trauma—Horace Mann Elementary School and Elmhurst Community Prep (a middle school).<sup>†</sup> The Seneca service team is integrated into the school community to provide support to students and families and train school staff on how to identify and address trauma. Children in need of additional support are referred to a school coordination of services team (COST) that develops a plan to help address students’ needs. Depending on their level of trauma, children receive individual therapy or participate in therapeutic support groups run by Seneca.

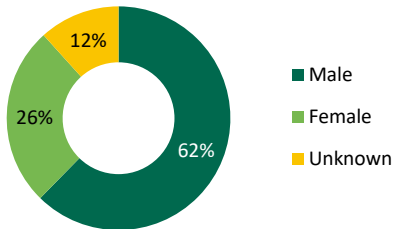
## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

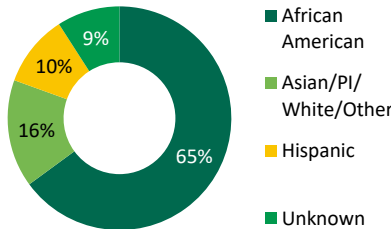
Seneca targets schoolchildren who are affected by trauma and are experiencing behavioral and mental health challenges. In addition, the agency serves the school communities through staff trainings and other support.

**77** Participants served  
1/2016 to 12/2017

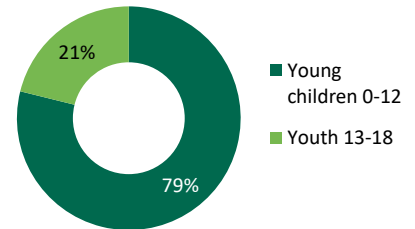
### Gender



### Ethnicity



### Age



**11%**

Suspended from school\*

**30%**

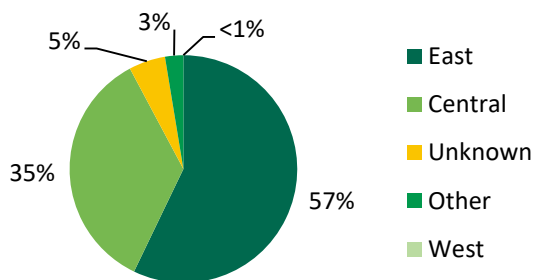
Chronically absent from school\*

**1.97**

Average GPA  
(for youth in middle school)\*

## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

### Areas of residence



### Referral sources



<sup>†</sup>As of most of the 2017–18 fiscal year, Seneca operates only at Horace Mann Elementary.

\* School engagement rates are based on the 66 percent of participants who consented to share their identifying information and were enrolled in OUSD before receiving services. Participants who enrolled in OUSD for the first time after May 2017 will appear as not being enrolled, since this was the last month of data available.



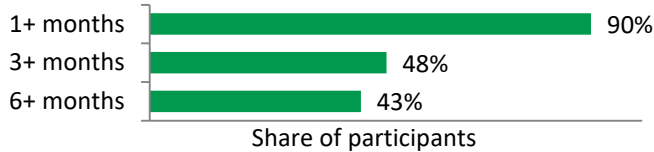
## PROGRAM SERVICES

Seneca staff provide group therapy to children in cycles of six to eight weeks and follow up with COSTs to determine whether a child's intervention plan has been successful or additional supports are needed.

### Service intensity for the average participant

Total hours per week	1.3
Total contacts per week	0.3
Number of weeks served	17.0

### Length of participation



### Average service hours per participant

<b>Group services</b>	
Mental health services	24.6

Seneca organizes school culture and climate meetings and provides trainings on topics such as social-emotional learning, trauma and self-care, and restorative justice for the school community, including teachers and parents.

**76**

Total number of events

**11**

Average number of attendees

**1**

Average event duration (hours)

## PROGRAM HIGHLIGHTS

- **A multidisciplinary team from the school, led by Seneca staff, meets once a week to discuss students and their needs.** Given Seneca's goal of building capacity at schools, Seneca staff support parents, teachers, and other school staff members to effectively integrate strategies for supporting trauma-afflicted youth.
- **Staff work with teachers to find ways for students to remain in class.** Staff support teachers by identifying what is causing students to have difficulties in the classroom and helping them develop classroom management skills.
- **Seneca employs incentive strategies to encourage student attendance.** Teachers and Seneca staff organize check-ins with children to follow up on goals they have set. Seneca has also implemented a school-wide incentive system (known as Jaguar Cards), in which classes are given a party once all students have amassed a certain number of cards.
- **Seneca is well integrated in the community it serves.** Their presence in Oakland schools allows Seneca staff to understand the needs of the community and connect with the families of the youth, who are often invited to monthly check-ins to discuss student needs and build stronger communal ties.

### Successes

- Seneca supported teachers in performing a risk assessment of all of their students, which proved successful for identifying areas of need.
- Program staff have become an integral part of schools and are seen as partners by school staff.
- Seneca has been able to expand beyond emotional development to academic development.

***"Without [the Seneca staff], the school would be a mess!"***

—School staff

***"I wish I could clone the Seneca staff and place them in other Oakland schools."***

—School staff

### Challenges

- Staff report that building trust with families to convince them to allow their children to receive services can be challenging.
- Undocumented parents may want their children to receive services but are sometimes unwilling to sign documentation out of fear.
- Staff report that high turnover of teaching staff has been challenging for students.

# Community asset building

The community asset building strategy has the broad aim of changing norms about violence through strengthening communities. Within the strategy are three sub-strategies with diverse goals:

3 Sub-strategies funded for a total amount of **\$887,724**

**Community engagement.** This sub-strategy supports several approaches to strengthening communities, including creating safe spaces for community members to convene and interact, providing holiday support for many families, and building the capacity of local leaders (see profile on page 81).

**Young adult leadership council.** In coordination with the life coaching and street outreach sub-strategies, this sub-strategy convenes a panel of young adults who have been exposed to street violence, to promote personal healing and build leadership skills (see profile on page 82).

**Training and technical assistance.** This sub-strategy invests \$300,000 for network-wide trainings and grantee support. To facilitate collaboration, Oakland Unite regularly convenes agencies to share information on best practices, discuss referrals, and troubleshoot challenges. Since 2016, Oakland Unite has also funded a multicomponent grantee training and technical assistance program coordinated by contractors that are competitively selected (Bright Research Group, Pathways Consultants, and Urban Strategies Council). Training and technical assistance include the following:

- *Certification opportunities in life coaching and career development.* The life coaching certification fellowship is a nine-month program for Oakland Unite–grantee life coaches and case managers. Ten fellows were trained in the 2016–2017 fellowship class, and nine are being trained in the 2017–2018 class. Additionally, 6 fellows are participating in a career development certification program through a nationally recognized training program.
- *Network-wide trainings for grantee staff.* Available to staff in all Oakland Unite grantee organizations, trainings aim to increase access to information and skill development in areas of need. Trainings on the following topics have been offered:



- *Peer learning communities.* Oakland Unite supports several opportunities for grantees throughout the network to learn from one another. Fellows selected for the supervision learning community and motivational interviewing learning communities deepen their application, skills, and confidence using supervision and motivational interviewing approaches. Participants receive training, coaching, skill-based application, and feedback from an expert instructor.
- *One-on-one agency support.* Oakland Unite TA contractors provide individualized support primarily focused on organizational development and job development, as needed, to Oakland Unite grantees. Topics have included budget and financial review, organizational chart and model review, communication and development of board members, and employer engagement and recruitment.
- *Employer engagement events.* These events bring sector-specific employers together with employment-focused grantees for business tours, roundtables, showcases, and other events aimed to facilitate relationship building between employers and grantee staff and sharing of information about workforce opportunities. In addition, job huddles allow Oakland Unite EESS grantees to learn more about specific sectors and their pathways.

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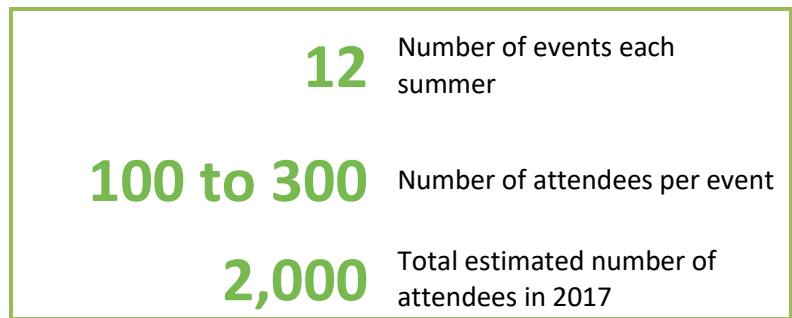
## Community Engagement

The community engagement sub-strategy supports the coordination of events and capacity building efforts to boost community engagement, develop leadership skills, and create safe spaces within high-crime neighborhoods in East and West Oakland. The sub-strategy is led by the City of Oakland’s HSD in collaboration with other partners, including Oakland Parks, Recreation & Youth Development; Alameda County Public Health Department; and faith-based community organizations.

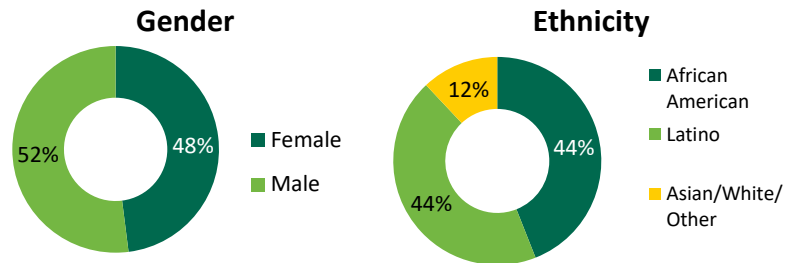
### FRIDAY SUMMER NIGHTS

Friday Summer Nights offers weekly community events during the summer featuring free food, games, and entertainment to encourage community members to reclaim public spaces that have been considered unsafe and for reducing crime. Events are held on six consecutive Friday nights from 6 to 9 pm, July through August. The program, which has operated since 2011, is also known as Peace at the Park in East Oakland and Friday Night Live in West Oakland.

HSD employs a Youth Squad for eight weeks each summer to coordinate these events and two part-time staff to train and supervise youth. Youth also participate in weekly workshops on topics such as leadership development, community building, and violence prevention. Youth Squad Leaders are referred through life coaching and street outreach agencies or community outreach. In 2017, there were 25 Youth Squad Leaders, the majority of whom were under the age of 18.



#### Youth Squad participant characteristics



### HOLIDAY SUPPORT

The community engagement sub-strategy provides support to families during the holiday season. With the help of faith-based partners, families of life coaching participants with the greatest need receive turkey dinners and food baskets for Thanksgiving and presents for the Christmas holiday. In addition, community engagement staff help distribute toys donated through the annual Mayor’s Toy Drive to families in Oakland.

**140** Families received turkey dinners and food baskets in 2017

**Over 600** Children received holiday gifts in 2017

### CITY-COUNTY NEIGHBORHOOD INITIATIVE (CCNI)

CCNI’s goal is to provide community leaders with the skills to promote change in their communities. Community leaders in the neighborhoods of Sobrante Park and Hoover Foster identify relevant issues they want to address and receive training from three community capacity builders, two of which are funded through Oakland Unite. The initiative also participates in community activities and events such as MLK Day of Service and Juneteenth Celebration and Health Fair. The program is a partnership between Oakland Unite and Alameda County Public Health Department, which provides staffing and funding for leadership development.

Data appearing in this profile were reported by HSD.

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# The Mentoring Center

TMC facilitates a leadership council of young men referred from various Oakland Unite programs. This leadership council is a structured effort to collect the input of young adults involved in violence, develop their leadership skills, and help them set the agenda for violence reduction efforts citywide. TMC delivers a curriculum based on TMC's Transformative Leadership Institute curriculum, designed for young adult men who are reentering the community after a period of incarceration. TMC works to build participants' capacity for leadership in violence prevention, policy, and community development and addresses issues including but not limited to manhood development, critical thinking, and decision making through prosocial leadership groups. Communities United for Restorative Justice was a subgrantee in 2016.

## PARTICIPANT CHARACTERISTICS AT ENROLLMENT

### Target population

Council members are selected through a referral and application process from among the highest-risk individuals served by adult life coaching agencies.

**38**

Participants served  
1/2016 to 12/2017

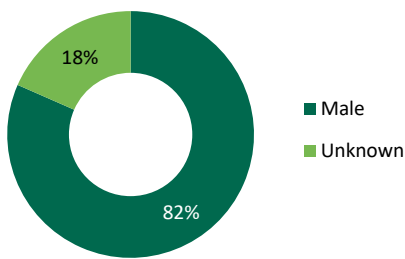
**62%**

Arrested by OPD  
before receiving  
services\*

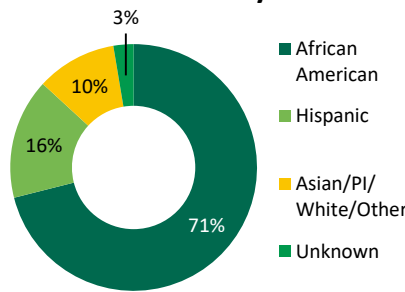
**35%**

Victims of violence or  
assault reported to OPD  
before receiving services\*

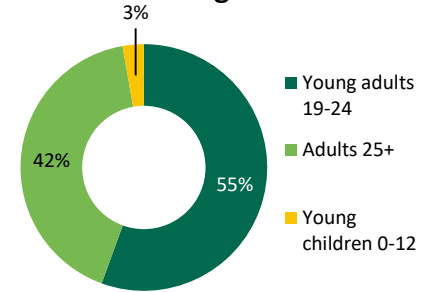
### Gender



### Ethnicity

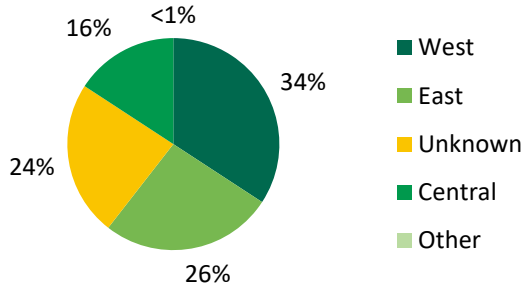


### Age

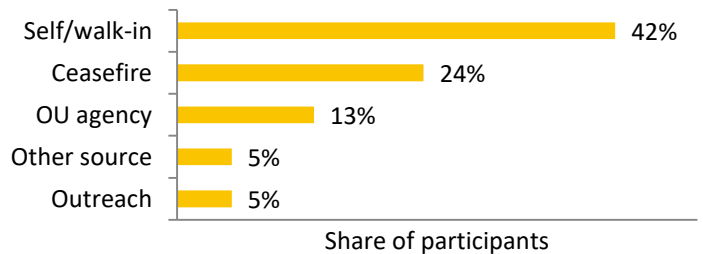


## PARTICIPANT LOCATIONS AND REFERRAL RESOURCES

### Areas of residence



### Referral sources



\* Prior arrest and victimization rates are based on the 79 percent of participants who consented to share their identifying information.

## PROGRAM SERVICES

The leadership council is a structured effort to develop the skills and leadership of young adults involved in violence and help them set the agenda for violence reduction efforts in Oakland.

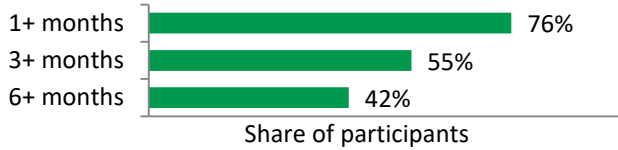
### Service intensity for the average participant

Total hours per week	2.5
Total contacts per week	1.4
Number of weeks served	22.8

### Average service hours per participant

<b>Group services</b>	
Peer support counseling	15.4
<b>Individual services</b>	
Case management	44.6*

### Length of participation



**\$1,548** Average financial support and incentives per participant

**19%** Percentage of budget for wages, financial support, and incentives

The leadership council holds twice weekly leadership development workshops. Participants also attend events to help build their leadership skills, for example, by speaking at Oakland City Council meetings and community forums.

**105**

Total number of events

**3.4**

Average number of attendees

**6.0**

Average event duration (hours)

## PROGRAM HIGHLIGHTS

- **The leadership council aims to have 20 members, who must be actively involved in the council.** If a member goes 30 days without attending meetings or maintaining contact with the leadership council coordinator, they are "exited" from the council. Membership operates on a rolling basis and members may rejoin later if there are empty seats.
- **Council members earn financial incentives by maintaining attendance at council classes and group activities.** Staff remarked that these financial incentives have been helpful in motivating members to remain engaged in the program.
- **TMC staff engage in case conferencing when determining the council members.** TMC staff discuss team affiliation and other interpersonal issues to determine whether to put individuals together on the council or whether it is inadvisable to have certain participants in the same room together.

*"Transforming the young men's thought process... we can plant seeds."*

—Agency staff, on how their work builds a foundation for long-term life changes.

### Successes

- TMC staff see the agency and council's ability to change members' perspectives on violence as one of its greatest strengths.
- Staff feel that incentives have been particularly helpful, because many of the young men in the program are coming to the agency in a state of need.
- TMC has a high staff retention rate, which staff credit to TMC's understanding of the demands of this type of work. Staff are provided with burnout training and opportunities for exercising self-care.

### Challenges

- TMC staff noted that referrals have been lower than expected from Ceasefire, so they have had to do more outreach and recruiting.
- Participant retention has been a challenge. Because of this challenge and the active involvement requirement, the council has not consistently had 20 active members.
- Staff noted that the greatest challenge for clients is stable housing. Staff also identified access to employment and education as well as relationship choices (such as relationships leading to children or fractured friendships) as major challenges for participants.

\* TMC provides case management through the adult and youth life coaching sub-strategies.

## CONCLUSION

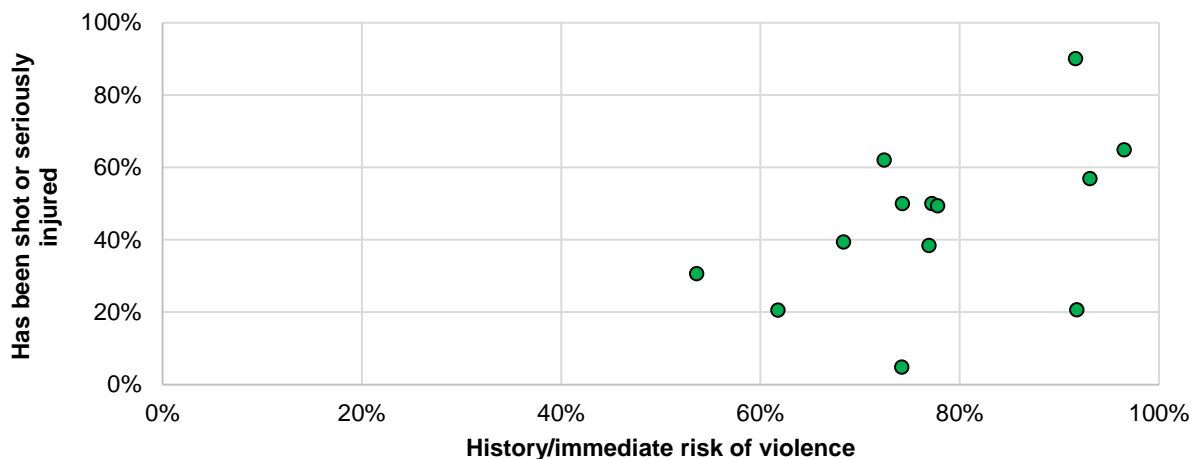
This 2016–2017 agency report is intended to provide a rich description of the agencies that make up the Oakland Unite network, summarizing information about the participants they serve, how they serve them, and the successes and challenges they face. This report does not examine participant outcomes. This conclusion presents high-level trends across the agencies.

### **Oakland Unite agencies serve individuals who experience violence, contact with the police, and disconnection from education.**

A central goal of Oakland Unite is to target services to individuals in Oakland who are at the highest risk of involvement in violence and/or violent victimization under various sub-strategies. As a result, “high risk” can be defined a number of ways, including by self-reported involvement in dangerous activities such as gun use, police records of arrests or reported victimization, or school records indicating disengagement and behavioral challenges. We bring all of these pieces of information to bear when assessing the risk level of the diverse population served by Oakland Unite.

- Agencies report that the vast majority of participants are at high risk. Within each sub-strategy, agencies collect the risk information that is relevant to the population served by the sub-strategy. Among adult-serving agencies in the EESS, life coaching, street outreach, and shooting response sub-strategies, the vast majority of participants report having been shot or seriously injured, being at immediate risk of violence, or both (Figure 1).

**Figure 1. Adult-serving agency-level rates of risk of violence or history of violent injury**

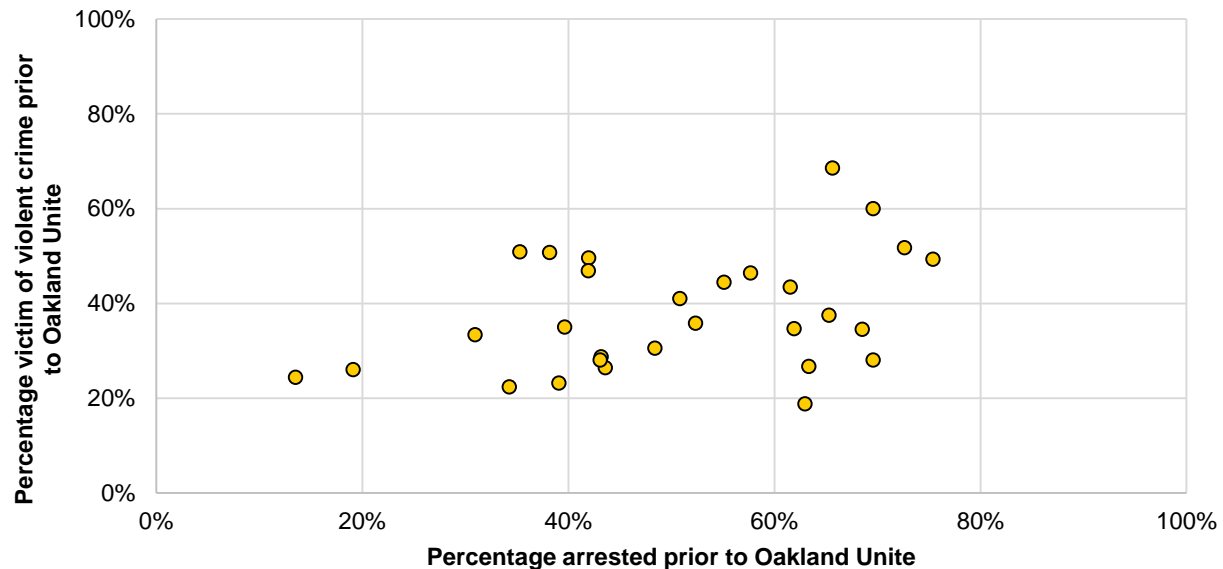


Source: Cityspan data

- In line with the populations they target, many of the participants in Oakland Unite agencies have been arrested by the OPD before enrollment in the programs, have reported a violent crime or assault to the OPD before enrollment, or both (Figure 2).
- Rates of arrests that happen before Oakland Unite enrollment range across sub-strategies from 22 percent (innovation fund) to 64 percent (adult life coaching). These are rates of arrests occurring only in Oakland and therefore are underestimations of the true rate of prior contact with law enforcement among participants.



**Figure 2. Agency-level rates of arrests and violent victimization before enrollment in Oakland Unite**

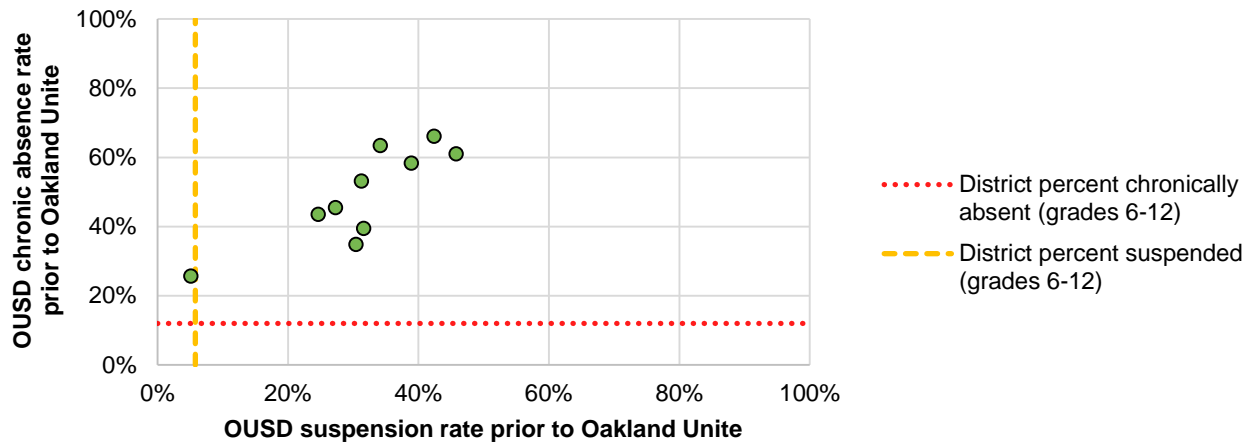


Source: Cityspan data, OPD data

- Almost 30 percent of Oakland Unite participants reported being a victim of a violent crime or assault to the OPD before enrolling in services. These rates of prior victimization range across sub-strategies from 14 percent (innovation fund) to 52 percent (shooting response). Because of low consent rates, these data do not include victimization rates for the FVLC, which serves individuals who are victims of domestic violence. Many victims do not report crimes to the police, and among those who do, they sometimes omit names and other identifying information from their report. As a result, these rates are underestimations of the true degree of participants' prior victimization experiences.
- Participants in youth-serving have high rates of suspension and chronic absence from school (Figure 3). Across all Oakland Unite youth participants, 28 percent were suspended and 41 percent were chronically absent from school in the school year before enrolling in services. For comparison, in the 2016–2017 school year, 5.8 percent of all 6th–12th grade students in the OUSD were suspended, and 12 percent were chronically absent from school. Youth who disengage from school are more likely to become involved in delinquent activity and crime.<sup>10</sup>

<sup>10</sup> Rosenbaum, J. "Educational and Criminal Justice Outcomes 12 Years After School Suspension." *Youth & Society*, 2018. Retrieved from: <http://journals.sagepub.com/doi/full/10.1177/0044118X17752208>.

**Figure 3. Rates of suspension and chronic absence before enrollment in Oakland Unite for youth-serving agencies**



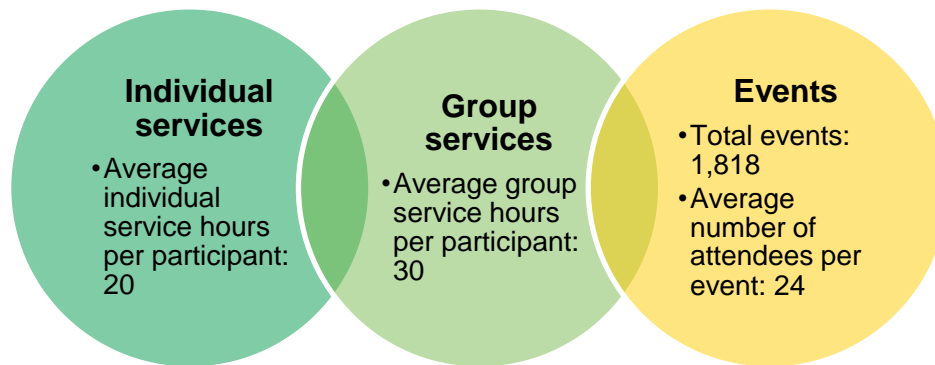
Source: Cityspan, Oakland Unified School District

### **The Oakland Unite network provides light-touch assistance for individuals in crisis, and a subset of participants receive more intensive services.**

In the Oakland Unite model, sub-strategies provide different but complementary services to participants. These services can be provided individually, in groups, or in large public event formats and range from light touch to intensive (Figure 4). Agencies in the family violence intervention, shooting response and homicide support, and life coaching sub-strategies focus primarily on providing individual services, whereas most other agencies offer a mix of individual and group services and events. Although the fact that many agencies provide different services makes them difficult to compare along a single metric, the diverse set of services provides multiple opportunities for participants to get the support they need.

- Individual services include case management, intensive outreach, mental health services, and work experience. Many of the grantees in the violent incident and crisis response strategy provide immediate response to crisis events, often for a very short period, though some also provide intensive, longer-term services. The models of the life coaching and EESS sub-strategies are intensive and longer term: On average, participants in these sub-strategies receive the greatest number of individual service hours, consistent with program design. For participants in EESS, many of those hours include work experience.
- Group services include basic education and training, job skill training, vocational training, life skills and pre-employment training, peer support groups, and group work experience. Consistent with program design, participants in EESS receive the greatest number of group service hours on average, even after excluding work experience.
- Events include networking meetings with local employers, weekly street outreach walks in specific neighborhoods, social events like community movie nights and barbecues, trainings for other agencies on CSEC or domestic violence, and funeral and memorial services for homicide victims. Events are an especially important part of some sub-strategies, including street outreach and community engagement.

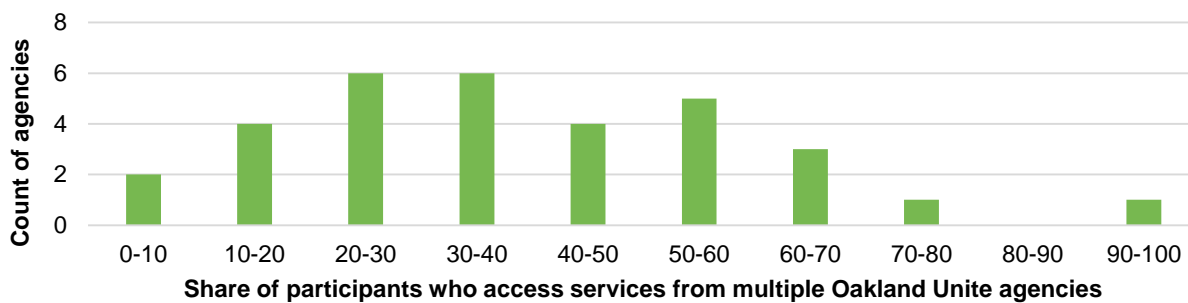
**Figure 4. Types of services provided by Oakland Unite grantees**



**Oakland Unite agencies serve participants together with other agencies in the network.**

In 20 agencies, at least 30 percent of participants also receive services from another Oakland Unite agency (Figure 5). Collaboration between agencies can occur within and across sub-strategies.

**Figure 5. Many agencies serve participants who also receive services from other Oakland Unite agencies**



- Almost half of life coaching participants access services from multiple Oakland Unite agencies—the highest rate across sub-strategies. This reflects referrals both within and across sub-strategies.
- CSEC staff report frequent communication among the three CSEC agencies, allowing them to match services offered across agencies to meet participants’ specific needs. Almost one quarter of CSEC participants access services from multiple Oakland Unite agencies.
- Oakland Unite supports an integrated service network of street-based staff who aim to prevent violence. Staff in agencies in the street outreach and homicide support/shooting response sub-strategies report high degrees of information sharing. Violence interrupters mediate conflicts, at Highland Hospital, involving victims of violent crimes, and they work to prevent retaliation to violence in collaboration with Youth ALIVE! Caught in the Crossfire staff who provide support services to victims. Communication between these

different sub-strategies and agencies give staff more context and a fuller picture of each conflict.

- To facilitate collaboration, Oakland Unite regularly convenes agencies to share information on best practices, discuss referrals, and troubleshoot challenges. Since 2016, Oakland Unite has invested in a multicomponent grantee training and technical assistance program coordinated by competitively selected contractors (Bright Research Group, Pathways Consultants, and Urban Strategies Council). Training and technical assistance consist of certification opportunities in life coaching and job development; peer learning communities; one-on-one agency support primarily focused on organizational development; and shorter trainings on topics such as harm reduction, self-care, street outreach, and supervision. Agency staff report that these opportunities have been helpful.

### **Housing is a frequent challenge for Oakland Unite agencies.**

Most agencies report that the high cost of living in the Bay Area—in particular, the high cost of housing—is a challenge. According to staff, Oakland Unite participants feel strained to afford housing in Oakland and are often forced to move or face homelessness. Residential location can affect program eligibility and access to services and employment opportunities, and high residential mobility makes it difficult for participants to stay involved in programs. The high cost of living also contributes to agency staff turnover, as staff report that their salaries are too low to afford housing in Oakland. Some Oakland Unite agencies provide housing services for participants, including temporary shelter, relocation services, or connections to longer-term situations.

### **Oakland Unite agencies allocate significant shares of their budgets to financial transfers for participants.**

As part of their Oakland Unite grants, agencies promoting work readiness and training offer participants opportunities for subsidized work experience, and life coaching agencies provide financial incentives to achieve predetermined goals. Other agencies provide direct supports to participants by covering the cost of relocation. Agencies are required to secure a 20 percent match to Oakland Unite funds, and many match a larger percentage and apply those funds to financial transfers to participants. Staff report that these supports are critical to helping participants get by financially and motivating them to participate and progress through the programs.

- Overall, agencies providing paid work experience allotted more than 30 percent of their Oakland Unite budget for participant wages, stipends, and financial support, with the majority of those funds allotted for wages. For adult EESS, this resulted in \$700 of wages per person enrolled in work experience (funded by Oakland Unite), and for youth EESS, \$1,107 of wages per person (funded by Oakland Unite). Staff in some agencies noted that wages earned in transitional employment were higher than those offered by permanent employers outside of Oakland.
- Overall, agencies providing life coaching allotted more than 15 percent of their Oakland Unite budget for incentives and financial support for participants. The average incentives or financial support per participant funded by Oakland Unite were \$934 (adult life coaching)

and \$630 (youth life coaching). Staff in several agencies report that financial incentives are critical to engaging participants.

**Building strong relationships with participants with complex needs is a key strategy highlighted by staff, but staff turnover is a challenge.**

Agency staff report that many Oakland Unite participants struggle with experiences of trauma, mental health needs, and substance abuse. Leaders of most agencies reported that a key factor in providing services to this population is hiring staff with the right combination of professional training and personal experience who are able to build authentic and lasting relationships with participants. However, most agencies find recruiting skilled staff with backgrounds similar to their participants to be difficult and staff turnover due to burnout and low pay to be a challenge. Only a few agencies in Oakland Unite provide mental health services in-house to participants, provide grief counseling to families of victims, or have staff trained in trauma-informed approaches. Oakland Unite has provided trainings for agencies on self-care and compassion fatigue, trauma-informed care, harm reduction, and supervision practices.

## **APPENDIX**

### **DATA COLLECTION AND PROCESSING**

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## DATA COLLECTION AND PROCESSING

This report is based on a mix of qualitative and quantitative analyses of multiple data sources. The qualitative component included primary data collection through site visits and interviews with agency staff and clients, as well as a review of materials provided by Oakland Unite and collected during site visits. The quantitative analyses relied on administrative data maintained by Oakland Unite’s Cityspan database, the OPD, and the OUSD. We discuss both the qualitative and administrative data sources in detail below. All data collection procedures were reviewed and approved by the New England Institutional Review Board.

### Qualitative data

The purpose of the qualitative data collection was to gather information about Oakland Unite program implementation directly from agency staff and clients. The general topics of study included participant engagement, service implementation, collaboration and referral networks, and successes and challenges. The primary source of data for this report was a series of site visits conducted with Oakland Unite agencies. Site visits to adult life coaching and adult EESS agencies occurred in summer 2017, and site visits to agencies in all other sub-strategies occurred in winter 2017. In total, we visited 25 agencies. During site visits, Mathematica staff conducted semistructured interviews about each sub-strategy with grantee staff members, including managers and line staff, and clients aged 18 and older whenever feasible (see Table A.1 for interview counts by sub-strategy). Future reports will include participant surveys and focus groups.

**Table A.1. Site visit and interview summary**

Sub-strategy	Site visits conducted	Director interviews	Frontline interviews	Client interviews
Adult life coaching	5	5	7	7
Adult EESS	5	10	13	8
CSEC intervention	3	3	9	0
Family violence intervention	1	2	3	0
Innovation fund	2	2	3	0
Shooting/homicide response	2	4	4	0
Young adult leadership council	1	1	1	0
Youth life coaching	5	5	6	0
Youth EESS	1	1	2	0

At each site, we interviewed site directors and/or managers for approximately 45 to 60 minutes. These interviews focused on topics such as defining and reaching the program’s target population, program performance measures, and staffing. We also conducted interviews with frontline staff members at each site. These interviews were typically 30 to 45 minutes and focused on participant engagement, service provision, and program data. Participant interviews typically lasted 15 to 30 minutes and focused on their experiences with Oakland Unite services. For agencies with grants across multiple sub-strategies, we interviewed front-line staff members for each of the sub-strategies and tried to interview clients in each of the sub-strategies.



All interviews included a common set of topics, with questions varying as to which type of respondent was interviewed. Interview protocols included additional targeted questions for adult life coaching and adult EESS agencies for the strategy evaluation. The interviews were semistructured, meaning the evaluation team asked the same questions during each interview, but responses were open-ended and the interviewer had flexibility to probe for details or clarification in the responses. During the site visits, a note-taker recorded responses in a standardized template, which linked the responses to specific interview questions and to broader topics for analysis. The evaluation team analyzed responses across interviewees within the site and across agencies within the same sub-strategy.

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

Although the qualitative data provided a rich source of information about the agencies and the Oakland Unite program, it had some limitations. In particular, the participant interviews were done with a convenience sample of clients who happened to be on site during the visit, or with clients specifically selected for participation by the agency, so their responses may not reflect the experiences of all clients. As with all data from interviews, particularly those including sensitive topics, there is also a potential for social desirability bias, wherein participants tend to provide responses that reflect favorably upon themselves. Although we specifically informed each participant that their answers would be kept confidential and that there would be no impact on their employment or service receipt, or the agency's participation in Oakland Unite, respondents may still have felt that negative responses could have repercussions. We designed our site visit procedures to minimize the potential for this bias, including interviewing in private spaces and emphasizing the confidential nature of the research in the consent language, but we cannot rule out the impact of these factors in the results and interpret those findings cautiously.

### **Administrative data**

The quantitative analyses in this report used administrative data from Oakland Unite, OPD, and OUSD that were linked together. Below we describe each source and the data processing and security steps we took.

### **Oakland Unite data**

All Oakland Unite agencies are required to maintain administrative records in a common database managed by Cityspan. Agencies use the database to record service contacts and hours, milestones reached, incentives received, referral sources, and demographic and risk information about each participant. The data extract we received from Cityspan included participants who received services between January 1, 2016, and December 31, 2017. For the analyses in this report, we excluded 142 participants in the data who had no recorded services in this period.<sup>11</sup>

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<sup>11</sup> We did not exclude any FVLC participants because of differences in how the agency tracks service data.

Although some individuals may have begun participating in Oakland Unite in the prior year, we did not have information about services received before January 1, 2016.

About 50 percent of Oakland Unite participants in the data extract consented to share their personal information for evaluation purposes, but consent rates varied widely across sub-strategies (see Table A.2). Consent rates tend to be lower in sub-strategies offering crisis response services because services consist of brief, one-time interactions. Accordingly, Cityspan did not provide names, dates of birth, or addresses for participants who did not consent. Although nonconsenting participants are included in most descriptive statistics about Oakland Unite, they are excluded from any analyses of arrests and victimization, because the analyses require identifying information so participants can be linked to arrest and victimization records.

**Table A.2. Participant consent rates by sub-strategy**

Sub-strategy	Number of participants	Consent rate (%)
Adult EESS	1,095	97
Street outreach	624	97
Youth EESS	342	93
Youth life coaching	483	89
Adult life coaching	457	88
Innovation fund	134	82
Young adult leadership council	38	79
CSEC intervention	441	68
Shooting/homicide response	1,126	22
Family violence intervention	1,976	2

Source: Oakland Unite administrative data.

### OPD data

OPD provided data on arrests that occurred between January 1, 2006, and April 30, 2017, and victimization incidents between January 1, 2006, and August 16, 2017. The arrest data included information about each arrest incident, including its location, statute code, and Uniform Crime Reporting (UCR) statute category code, as well as information about the arrestee, including name, date of birth, address, and demographics. The victimization data included similar information for each incident involving a victim of a crime. We used the UCR statute categories and statute codes to determine each arrest or victimization incident's type. For example, we classified incidents by whether they involved a gun or other weapon, public order, property, drugs, a violent offense, or a violation of probation or parole. For victimization incidents, we also identified a broader category of violent incidents, including whether they involved homicide, rape, robbery, assault, offenses against the family and children, prostitution, or sex offenses. For arrest or victimization incidents with multiple offenses, we used the most serious offense to determine the severity.

### OUSD data

OUSD provided data on all individuals enrolled in the district at any point between August 1, 2010, and May 31, 2017. For each academic year, the data included information about the

student's school, days enrolled, days absent, days suspended, and academic performance. In addition, the data contained demographic and identifying information about each student.

### **Data matching**

To conduct the analyses, we needed to link individuals within and across datasets. To conduct these matches, we used an algorithm to assign individuals a unique identifier both within and across datasets. The algorithm used consenting individuals' identifying information, including their first and last name, date of birth, gender, and address, to perform matches. All of these data points did not have to be available or match exactly for records to be matched. Instead, the algorithm was designed to take into account the likelihood that two or more records represented the same person, even if there were minor differences across records (such as in the spelling of the name). The algorithm placed the most weight on name and date of birth, but also used gender and address if available. These weights were carefully calibrated to avoid erroneous matches while still allowing flexibility.

There were 7,123 unique Cityspan IDs in the Oakland Unite data. The matching algorithm identified 6,320 individuals, which reflects that a number of people received services from more than one Oakland Unite agency. However, this number may still overcount the unique individuals served by Oakland Unite, because we were only able to identify participants who received services from more than one agency if they consented to sharing their identifying information for evaluation. Of the 6,320 individuals identified, the matching algorithm matched 1,373 of them to OPD arrest data and 1,182 to OPD victimization data (800 appeared in both); 4,565 were in neither OPD dataset or could not be matched because they did not consent to share their personally identifiable information (3,167 did not consent). In addition, we matched 1,005 individuals in the Oakland Unite data to records from OUSD.

### **Data security**

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

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OAKLAND CITY COUNCIL

Approved as to Form and Legality

  
City Attorney

RESOLUTION No. \_\_\_\_\_ C.M.S.

Introduced by Councilmember \_\_\_\_\_

**RESOLUTION:**

**(1) AUTHORIZING THE CITY ADMINISTRATOR TO AMEND GRANT AGREEMENTS AND FUND DIRECT CITY SERVICES FOR VIOLENCE INTERVENTION PROGRAMS FOR A TOTAL ESTIMATED AMOUNT OF \$3,563,005 FOR FISCAL YEAR 2018-2019; AND ENTER INTO GRANT AGREEMENTS TO SUPPORT VIOLENCE PREVENTION NETWORK CAPACITY-BUILDING EFFORTS FOR FISCAL YEAR 2018-2019 IN A TOTAL AMOUNT NOT TO EXCEED \$380,000; AND**

**(2) WAIVING THE COMPETITIVE SOLICITATION PROCESS REQUIREMENTS AND AUTHORIZING THE CITY ADMINISTRATOR TO EXECUTE AN AGREEMENT WITH CITYSPAN TECHNOLOGIES, INC. FOR LICENSING AND HOSTING OF A WEB-BASED, CLIENT-LEVEL TRACKING AND CONTRACT MANAGEMENT DATABASE SYSTEM FROM JULY 1, 2018 THROUGH JUNE 30, 2019, AND AMEND THE AGREEMENT TO RENEW FOR TWO ADDITIONAL YEARS IN A TOTAL THREE-YEAR CONTRACT AMOUNT NOT TO EXCEED \$200,000**

**WHEREAS**, Oakland voters passed the 2014 Oakland Public Safety and Services Violence Prevention Act (“Safety and Services Act”) in 2014, approving a series of taxes to support violence intervention objectives including programs and services that provide support to high-risk youth and young adults to interrupt the cycle of violence and recidivism; and

**WHEREAS**, the Safety and Services Oversight Commission (“Oversight Commission”) recommended and City Council approved a three-year priority spending plan for violence intervention funds in summer 2015 and subsequently approved recommendations to execute grant agreements with non-profit and public agencies selected through an Request for Proposal (RFP) process in fall 2015 and spring 2016; and

**WHEREAS**, City Council allocated \$110,000 annually from the City’s General Purpose Fund in the Fiscal Year (FY) 2017-2019 Adopted Budget for transitional housing and support for commercially sexually exploited children (CSEC), awarded through HSD’s RFP process; and

**WHEREAS**, following an RFP process the City Council approved violence prevention grant agreements from January 1, 2016 through June 30, 2017 pursuant to Resolution No. 85926 C.M.S. and Resolution No. 86084 C.M.S., and approved amendments to renew the agreements from July 1, 2017 through June 30, 2018 pursuant to Resolution No. 86767 C.M.S.; and

**WHEREAS,** City Council approved the creation of a new Department of Violence Prevention (DVP) on June 20, 2017 (Resolution No. 13451 C.M.S.) with the mission to dramatically reduce violence crime and to serve communities impacted by violence to end the cycle of trauma; and

**WHEREAS,** The City Administrator’s Office is leading a planning process for the DVP and anticipates hiring the permanent Chief of Violence Prevention in the summer of 2018; and

**WHEREAS,** the Human Services Department (HSD) recommends renewing agreements with most current grantees and continuing network capacity-building efforts for one additional year to align the planning processes for Safety and Services Act-funded violence intervention services with the planning process for the DVP; and

**WHEREAS,** a new spending plan for violence intervention services will be brought to the Oversight Commission and City Council in the fall of 2018 following strategic planning; and

**WHEREAS,** currently funded programs provided services to over 6,100 individuals affected by violence in Oakland from January 2016 through December 2017; and

**WHEREAS,** initial findings by the independent evaluator demonstrated that Adult Life Coaching and Adult Employment/Education Support Services improve participant outcomes related to violence in comparison to a group of similar individuals; and

**WHEREAS,** HSD contract monitoring activities found the majority of grantees to be in compliance with the terms of their awards and staff recommends renewal for most previously funded agencies for FY 2018-2019; and

**WHEREAS,** HSD will work closely with the five programs for whom renewed funding is contingent upon making improvements in certain areas identified during monitoring activities, and will provide an update to the Oversight Commission on progress in FY 2018-2019; and

**WHEREAS,** Safety and Services Act funds are available and will be used for violence intervention services in FY 2018-2019 and will be supplemented by carryforward funds, aforementioned General Purpose Funds for CSEC, and previously authorized grant funding; and

**WHEREAS,** staff recommends executing amendments to renew grant agreements and executing a new grant agreement with the following service providers and funding direct City service positions in the amounts specified below for a total estimated amount of \$8,563,005 for FY 2018-19, for the purpose of funding violence intervention services to high-risk youth and young adults:

**Table 1: Oakland Unite FY 2018-2019 Renewal Amounts**

Sub-Strategy	Agency	FY 18-19 Amt.	Type	Fund	Fund	Org	Project
Youth Life Coaching	Alameda County Probation - JJC Coordination	\$96,300	Grant	MZ 1819	2252	78311	1004149
	East Bay Agency for Children	\$214,000	Grant	MZ 1819			
	East Bay Asian Youth Center	\$304,950	Grant	MZ 1819			

**Table 1: Oakland Unite FY 2018-2019 Renewal Amounts**

Sub-Strategy	Agency	FY 18-19 Amt.	Type	Fund	Fund	Org	Project
	Motivating Inspiring Supporting and Serving Sexually Exploited Youth, Inc.	\$165,850	Grant	MZ 1819			
	Oakland Unified School District - School Enrollment Coordination	\$85,600	Grant	MZ 1819			
	OUSD Office of Alternative Education	\$214,000	Grant	MZ 1819			
	The Mentoring Center	\$107,000	Grant	MZ 1819			
	Youth ALIVE!	\$192,600	Grant	MZ 1819			
<b>Subtotal</b>		<b>\$1,380,300</b>					
Adult Life Coaching	ABODE Services	\$124,120	Grant	MZ 1819	2252	78311	1004151
	Community & Youth Outreach, Inc.	\$374,500	Grant	MZ 1819			
	Roots Community Health Center	\$124,120	Grant	MZ 1819			
	The Mentoring Center	\$374,500	Grant	MZ 1819			
	HSD Lead Life Coach (1 FTE Outreach Developer)	\$157,302	In City	MZ 1819			1004164
	HSD Life Coaches (3 FTE Case Managers and Participant Stipends)	\$452,439	In City	MZ 1819			1004165
<b>Subtotal</b>		<b>\$1,606,981</b>					
Youth Employment and Education Support	The Youth Employment Partnership, Inc.	\$256,800	Grant	MZ 1819	2252	78311	1004152
	Alameda County Office of Education	\$197,950	Grant	MZ 1819			
	Bay Area Community Resources, Inc.	\$128,400	Grant	MZ 1819			
	Youth Radio	\$133,750	Grant	MZ 1819			
<b>Subtotal</b>		<b>\$716,900</b>					
Adult Employment and Education Support	Beyond Emancipation	\$117,700	Grant	MZ 1819	2252	78311	1004153
	Building Opportunities for Self-Sufficiency	\$214,000	Grant	MZ 1819			
	Center for Employment Opportunities, Inc.	\$342,400	Grant	MZ 1819			
	Civicorps Schools	\$267,500	Grant	MZ 1819			
	Oakland Private Industry Council, Inc.	\$214,000	Grant	MZ 1819			
<b>Subtotal</b>		<b>\$1,155,600</b>					
Shooting/Homicide Response & Support Network	Catholic Charities of the Diocese of Oakland	\$321,000	Grant	MZ 1819	2252	78311	1004155
	Community & Youth Outreach, Inc.	\$107,000	Grant	MZ 1819			
	Youth ALIVE!	\$133,750	Grant	MZ 1819			
<b>Subtotal</b>		<b>\$561,750</b>					

**Table 1: Oakland Unite FY 2018-2019 Renewal Amounts**

Sub-Strategy	Agency	FY 18-19 Amt.	Type	Fund	Fund	Org	Project
Street Outreach	Building Opportunities for Self-Sufficiency	\$347,750	Grant	MZ 1819	2252	78311	1004156
	Youth ALIVE!	\$845,300	Grant	MZ 1819			
	HSD Violence Prevention Network Coordinator	\$181,571	In City	MZ 1819			1004168
	HSD Violence Prevention Network Liaison	\$147,737	In City	MZ 1819			
<i>Subtotal</i>		\$1,522,358					
Commercially Sexually Exploited Children Intervention	Motivating Inspiring Supporting and Serving Sexually Exploited Youth, Inc.	\$185,600	Grant	MZ 1819/ Reserve	2252	78311	1004157/TBD
	Bay Area Women Against Rape	\$78,110	Grant	MZ 1819			1004157
	Covenant House California* (Dreamcatcher Youth Services)	\$165,000	Grant	GPF	1010	78311	1001317
<i>Subtotal</i>		\$428,710					
Family Violence Intervention	Family Violence Law Center	\$481,500	Grant	MZ 1819	2252	78311	1004158
<i>Subtotal</i>		\$481,500					
Innovation Fund	Community Works West, Inc.	\$107,000	Grant	MZ 1819	2252	78311	1004159
	Seneca Family of Agencies	\$107,000	Grant	MZ 1819			
<i>Subtotal</i>		\$214,000					
Community Engagement	Community Building Specialists (2 FTE)	\$276,069	In City	MZ 1819	2252	78311	1004163
	Community Engagement Coordinator (1 FTE)	\$168,837	In City	MZ 1819			1004162
	The Youth Employment Partnership, Inc.**	\$50,000	Grant	SAMHSA/MZ	2128	78311	1003227
<i>Subtotal</i>		\$494,906					
		<b>\$3,563,005</b>					

\* Covenant House now runs the Dreamcatcher Youth Services program; HSD seeks authority to enter into a grant agreement with this agency. General Purpose Funds may be supplemented by Measure Z carryforward funds contingent on adoption of the FY 2018-2019 Midcycle Budget.

\*\* SAMHSA funds may be supplemented by Measure Z carryforward; amount not to exceed \$50,000.

; and

**WHEREAS**, following a RFQ process City Council also approved, pursuant to Resolution No. 86310 C.M.S., contracts for training and technical assistance services to the violence intervention network for the period July 1, 2016 through June 30, 2017, with an option to renew for one additional year from July 1, 2017 through June 30, 2018; and



**WHEREAS**, Bright Research Group and Pathways Consultants developed a capacity-building program for the grantee network that includes training in motivational interviewing, trauma-informed approaches, supervision and self-care, and certifications in community coaching and job development; and

**WHEREAS**, based on evaluation feedback that grantees find these supports important to provision of high-quality services, HSD recommends allocating Safety and Services Act funds to continue capacity-building efforts for the grantee network for one additional year by entering into grant agreements with the following providers in the following amounts for FY 2018-2019:

**Table 2: FY 2018-2019 Capacity-Building Grants**

Sub-Strategy	Agency	FY 18-19 Amount	Type	Fund	Fund	Org	Project
Training & Technical Assistance	Bay Area Legal Aid	\$15,000	Grant	MZ Reserve	2252	78311	TBD
	Bright Research Group	\$250,000	Grant	MZ 1819	2252	78311	1004161
	Pathways Consultants	\$100,000	Grant	MZ 1819/Reserve	2252	78311	TBD
	Root & Rebound	\$15,000	Grant	MZ Reserve	2252	78311	TBD
<b>Total</b>		<b>\$380,000</b>					

; and

**WHEREAS**, HSD and the Safety and Services Act independent evaluators rely upon data entered by grantees in the database developed by Cityspan to conduct detailed participation and outcome analyses, and for statistical reports that summarize grantee services; and

**WHEREAS**, Cityspan Technologies, Inc. (“Cityspan”) is unique among vendors in that it offers pre-configured solutions and highly customized applications that are responsive to program requirements and has demonstrated expertise and capability through development of client-level tracking and project management database systems for Oakland and other major cities; and

**WHEREAS**, HSD proposes waiving the competitive multi-step solicitation process and entering into a new contract with Cityspan to provide database services for FY 2018-2019, with an option to renew for two additional years for a total three-year contract amount not to exceed \$200,000 using funds available from the portion of the Safety and Services Act set aside for evaluation and overseen by the City Administrator; and

**WHEREAS**, Oakland Municipal Code (“OMC”) section 2.04.042 requires the City Administrator to conduct a competitive multiple-step solicitation process for the acquisition of any computerized or information technology (“IT”) system; and

**WHEREAS**, OMC 2.04.042.D provides that the City Council may waive the competitive solicitation process for IT acquisitions upon a recommendation of the City Administrator and a finding and determination by the City Council that it is in the best interests of the City to waive the process; and

**WHEREAS,** the City Administrator recommends waiving the competitive multi-step solicitation process for the contract with Cityspan because HSD currently uses Cityspan for violence intervention programs as well as other HSD programs and it is cost-effective and beneficial to continue to use a unified database system in order to share information, track participants, monitor grants and contracts, and analyze data across programs within HSD; and

**WHEREAS,** the City Administrator has determined that the aforementioned professional services agreements are of a professional and temporary nature and shall not result in the loss of employment or salary by any person having permanent status in the competitive civil service; now, therefore be it

**RESOLVED:** That the City Administrator is authorized to amend the grant agreements with the listed service providers and enter into a grant agreement with Covenant House California, in the amounts specified above in Table 1, and fund direct City service positions (contingent upon adoption of the City midcycle budget), for a total estimated amount of \$8,563,005 for FY 2018-2019, for the purpose of funding violence intervention services to high-risk youth and young adults; and be it

**FURTHER RESOLVED:** That the City Administrator is authorized to enter into grant agreements with the agencies in Table 2 above to provide training and technical assistance services to the grantees providing violence prevention services for a total amount not to exceed \$380,000; and be it

**FURTHER RESOLVED:** That the City Administrator is authorized to adjust the grant amounts of the grant agreements listed in Table 2 so long as the total for all four grant agreements does not exceed \$380,000; and be it

**FURTHER RESOLVED:** That pursuant to OMC sections 2.04.042 and for the findings set forth above and in the report accompanying this item, the City Council finds and determines that it is in the best interests of the City to waive the competitive multi-step solicitation process requirements for the contract with Cityspan, and so waives the requirements; and be it

**FURTHER RESOLVED:** That the City Council hereby authorizes the City Administrator to execute an agreement with Cityspan for FY 2018-2019, with an option to renew for two additional years to provide licensing and hosting, web-based client level tracking, and contract management database systems for violence intervention programs for a total three-year contract amount not to exceed \$200,000; and be it

**FURTHER RESOLVED:** That based on the information provided by the City Administrator, the Council finds that this contract is of a professional and temporary nature and shall not result in the loss of employment or salary by any person having permanent status in the competitive civil service; and be it

**FURTHER RESOLVED:** That any unexpended balances shall be placed into the Safety and Services Act Reserve - Fund (2252), HSD Policy and Planning Organization (78311), and Measure Z Reserve Project (TBD); and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized, without returning to Council, 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 for the above-referenced agreements; 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, \_\_\_\_\_

**PASSED BY THE FOLLOWING VOTE:**

AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLEN, KALB, KAPLAN,  
AND PRESIDENT REID

NOES -

ABSENT -

ABSTENTION -

ATTEST: \_\_\_\_\_  
LaTonda Simmons  
City Clerk and Clerk of the Council  
of the City of Oakland, California