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OAKLAND

2015 JUL -2 PM 12:14

# AGENDA REPORT

**TO:** Sabrina B. Landreth  
CITY ADMINISTRATOR

**FROM:** Chantal Cotton Gaines

**SUBJECT:** SSOC Recommendations on Measure Z  
Spending Plans

**DATE:** June 22, 2015

City Administrator  
Approval

*[Signature]*

Date

*6/30/15*

**COUNCIL DISTRICT:** City-Wide

## RECOMMENDATION

Staff recommends that the City Council receive:

A Report and Recommendations From The Safety And Services Oversight Commission With Comments And Recommendations About The Required 2015-2018 Priority Spending Plans For The Oakland Fire Department, Oakland Police Department, Human Services Department, City Administrator's Office, And Controller's Bureau As Required By The Public Safety And Services Violence Prevention Act Of 2014 (Measure Z).

## OUTCOME

The Public Safety Committee will receive the Safety and Services Oversight Commission's recommendations related to all of the priority spending plans required under Measure Z.

## BACKGROUND/LEGISLATIVE HISTORY

In July 2014 the City Council adopted Resolution No. 85149 C.M.S. which sent the 2014 Oakland Public Safety and Services Violence Prevention Act, also known as the Safety and Services Act or Measure Z, to the November 4, 2014 General Municipal Election ballot. The voters of the City of Oakland adopted the Act with 77.05 percent of the vote which surpassed the 66.7 percent approval requirement. The Act maintains the existing parcel tax and parking tax surcharge for a period of 10 years in order to improve police, fire, and emergency response services as well as community strategies for at risk youth and young adults.

Item: \_\_\_\_\_  
Public Safety Committee  
July 14, 2015

The Safety and Services Act creates the Public Safety and Services Violence Prevention Oversight Commission (hereinafter the Safety and Services Oversight Commission or SSOC) to evaluate, inquire, and review the administration, coordination, and evaluation of strategies and practices mandated by the 2014 Oakland Public Safety and Services Violence Prevention Act. The Act specifies commission duties, which includes receiving the departmental spending plan presentations and making recommendations to the City Council about the spending plans prior to City Council adoption.

The SSOC discussed each spending plan at the April 27, May 18, and May 27 meetings and adopted each with comments and recommendations. The attached letter from the SSOC Chairperson summarizes their commentary as well as their summary of each spending plan.

### **ANALYSIS**

The attached letter summarizes the SSOC recommendations about the spending plans.

### **SUSTAINABLE OPPORTUNITIES**

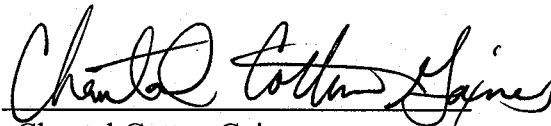
***Economic:*** This report has no economic impacts.

***Environmental:*** This report has no environmental impacts.

***Social Equity:*** This report has no social equity impacts.

For questions regarding this report, please contact Chantal Cotton Gaines, Assistant to the City Administrator, at 510-238-7587.

Respectfully submitted,



Chantal Cotton Gaines  
Assistant to the City Administrator  
City Administrator's Office

Reviewed by:  
Donna Hom, Interim Assistant City Administrator

Item: \_\_\_\_\_  
Public Safety Committee  
July 14, 2015



June 22, 2015

**Letter to Oakland City Council from the Safety and Services Oversight Commission**

Dear Chairperson Desley Brooks and the Members of the Oakland Public Safety Committee,

The inaugural members of the Safety and Services Oversight Commission (SSOC) for Measure Z were officially appointed on April 21, 2015. The Commission, charged with overseeing Measure Z spending and evaluation, conducted its first meeting on April 27, 2015. At this meeting, the SSOC members elected a chairperson (Rev. Curtis Flemming, Sr., District 3 representative) and vice-chairperson (Jennifer Madden, District 4 representative) and began discussions about priority spending plans in preparation to submit recommendations to the Public Safety Committee about those plans. This letter includes a brief overview of the importance of the priority spending plans, the high level summary of what is included in each spending plan, and the SSOC recommendations and discussion summary about each plan.

Priority Spending Plan Overview:

The Oakland Public Safety and Services Violence Prevention Act of 2014 (Safety and Services Act / Measure Z) requires each department which will receive funds from the Act to present, every three (3) years, a priority spending plan (spending plan) for funds received from the Act. The plan should include proposed expenditures, strategic rationales for expenditures, and intended measureable outcomes expected from those expenditures. The Act requires the first plan presentation to be made to the SSOC within 120 days of January 1, 2015 (the effective date of the Act). It also requires City Council adoption of the spending plans.

The City complied with the 120-day requirement through the presentation of the spending plans for the City Administrator's Office and Controller's Bureau at the April 27, 2015 SSOC meeting.

High-Level Summary of Each Department's Priority Spending Plan:

The departments presented their spending plans over the course of a few, packed, SSOC meeting agendas. The departments and dates were as follows:



Department	Date	Approved by SSOC?
City Administrator's Office	April 27, 2015 Amended on May 27, 2015	Yes, as amended
Controller's Bureau	April 27, 2015	Yes
Mayor's Office	April 27, 2015 Withdrawn on May 27, 2015	Yes, although it was later withdrawn
Oakland Fire Department	May 18, 2015 scheduled but not heard May 27, 2015 - heard	Yes
Oakland Police Department	May 18, 2015 May 27, 2015	Yes
Human Services Department	May 18, 2015 May 27, 2015	Yes

It is important to note that most departmental spending plans only included information for Fiscal Years 2015-16 and 2016-17 due to data availability from the budget. The high-level summary of each spending plan is as follows:

1. City Administrator's Office: The City Administrator's Office (CAO) is responsible for providing staff to the SSOC as well as overseeing the assessment engineer's contract and the evaluation contract for the measure. The CAO funding allocation comes out of the 3 percent administrative and evaluation funding which is taken off of the total amount of revenue earned from the measure. The 3 percent total is \$739,741 in the first year and \$756,236 in the second year. The staffing within the CAO from the measure is .5 FTE of an Assistant to the City Administrator, .3 FTE of an administrative staffer, and .4 FTE of a Health and Human Services Program Planner within the Human Services Department (HSD) who works with the data for the annual evaluation. The assessment engineer, responsible for the annual tax levy information, is included in the CAO spending plan at \$18,000 annually. The evaluation services, the largest line item of the CAO spending plan at approximately \$500,000 annually, will be decided through a formal Request for Proposals (RFP) process. And lastly, support for the SSOC is allocated at \$12,000 annually to support the work of the commission. **Attachment A** includes the CAO spending Plan page with explanations for each line item as it appeared in the May 27, 2015 SSOC Meeting Agenda Packet.
2. Controller's Bureau: The Controller's Bureau has a very simple spending plan. It only includes funding for the annual audit of the measure at approximately \$24,000 annually. The Controller's Bureau funding allocation also comes from the 3 percent administrative and evaluation funding which is taken off of the total amount of revenue earned from the measure. The total of the CAO spending plan and the Controller's Bureau spending plan should equal the 3 percent. **Attachment B** includes the Controller's Office spending plan page with an explanation of the audit as it appeared in the April 27, 2015 SSOC Meeting



Agenda Packet. **Attachment C** includes the totals for the 3 percent allocation as presented in the May 27, 2015 SSOC Meeting Agenda Packet after it was revised.

3. Mayor's Office: Staff presented a spending plan for the Mayor's Office on April 27, 2015 which showed that .4 FTE of a Special Assistant to the Mayor position would be funded by the measure out of the 3 percent. However, after further research, staff returned to the SSOC on May 27, 2015 updating commission on the fact that the Mayor's staff person is not supposed to be funded out of the 3 percent because that staff person is not responsible for the administration or evaluation of the measure. Instead, that person is related to direct services and is funded from the Measure Z services funding allocation of the Human Services Department. Thus, the Mayor's Office spending plan was amended at the May 27, 2015 SSOC meeting to show the job description of the Mayor's staffer and to, effectively, withdraw that spending plan since the expenditures will be shown in the HSD spending plan. **Attachment D** includes the Mayor's amended spending plan (effective withdrawal) from the May 27, 2015 SSOC Meeting Agenda Packet.
4. Oakland Fire Department: Similar to the Controller's Bureau, the Oakland Fire Department's (OFD) spending plan is fairly straightforward. The OFD will use their \$2,000,000 Measure Z allocation to fund firefighter/paramedics at one fire company in the City. One fire company consists of 1 captain of fire, 1 lieutenant of fire, 3 engineers of fire, 3 firefighter paramedics, and 3 firefighters. **Attachment E** includes the OFD spending plan from the May 18, and May 27, 2015 SSOC Meeting Agenda Packets.
5. Oakland Police Department: The Oakland Police Department (OPD) is focusing a lot of its Measure Z funding on Ceasefire with some support to Community Resource Officers. Their spending plan of approximately \$13.15 Million annually includes recommended funding for 5 sergeants and 30 police officers for Crime Reduction Teams; 1 sergeant and 6 police officers specifically for Ceasefire, and additional non-sworn staff to support Ceasefire (1 Project Manager II, 1 Volunteer Specialist, and 1 Management Assistant). In addition to the staffing included in the OPD spending plan, the department also includes funding for technical assistance for upgrades to the SARAnet software, program evaluation for Ceasefire, and a broad category of 'related costs.' **Attachment F** includes the OPD spending plan budget sheet (page 9 of the total report) from the May 18, 2015 SSOC Meeting Agenda Packet. **Attachment G** includes the entire report from the May 18, 2015 SSOC Meeting Agenda Packet and supplemental cover memo and PowerPoint from the May 27, 2015 SSOC Meeting Agenda Packet.
6. Human Services Department: The Human Services Department (HSD) has a different type of spending plan. While all other departments could only take their spending plans through FY 2016-17, the HSD spending plan includes information through FY 2017-18 for the services contract ending period. The HSD spending plan effectively serves as the RFP for the services contracts that the City will have with community-based organizations (CBOs) and other governmental agencies through FY 2017-18. The total allocation to HSD through the measure is \$7.8 Million. Their spending plan included the RFP timeline as well as proposed allocation amounts for different types of strategies to fund with Measure Z. In addition to the strategies, HSD also has a list of staff funded by the measure. Those are shown in **Attachment H** which includes the budget summary of all proposed expenditures within HSD for Measure Z as presented to the SSOC at the



May 27, 2015 meeting. **Attachment I** includes additional information and justification from the HSD as presented to the SSOC at the May 18, 2015 and May 27, 2015 meetings.

SSOC Recommendations and Discussion Summary about each Priority Spending Plan:

1. City Administrator's Office: The SSOC approved the CAO spending plan as is on April 27, 2015 but stated the amount of funding provided to the SSOC was limited. This issue was addressed in the revised CAO spending plan which was approved on May 27, 2015 which increased the allocation for the SSOC as well as the allocation for the evaluation services. These line items could be increased due to the removal of the Mayor's staff person from the 3 percent allocation.

During discussion, the SSOC questioned the amount of money allocated for evaluation even with the acknowledgement that evaluation services are often expensive line items. The SSOC wanted to note that funding should be used to get a good evaluator who will try to link all strategies across all departments to the expected outcomes of the measure.

2. Controller's Bureau: The SSOC approved the Controller's Bureau spending plan without much discussion. The auditing services are important to this measure and the SSOC simply seeks to have a good third party consultant perform the work.
3. Mayor's Office: Although the spending plan was withdrawn because the staff person will be funded out of the HSD spending plan services allocation, the SSOC has an interest in meeting the staff person from the Mayor's Office. The commission also wants to know more specifically how the duties of this person will expand the efforts of the measure over the three year spending plan period.
4. Oakland Fire Department: The SSOC approved the OFD spending plan without much discussion. The commission simply thanked the department for the work that they do and encouraged them to work towards the goals of the measure.
5. Oakland Police Department: The SSOC spent a lot of time discussing the OPD spending plan to understand more about what the CRTs and CROs do since so much of the OPD funding allocation goes to them. The commission was interested in seeing more efforts for Ceasefire go to West Oakland and North Oakland, with more partnerships, because currently, the information shows a concentration of efforts in East Oakland. Additionally, the commission noted an interest in seeing data about Ceasefire and its outcomes. A formal evaluation is needed to know the full effect of the strategy. The spending plan includes funding for such an evaluation and the Commission supports such evaluation. Lastly, the commission requested that at the semi-annual check-in presentations about the spending plans, the SSOC would like to see progress on the strategies and hoped more than just the 7 officers listed will be working on Ceasefire if it is the number 1 strategy funded by OPD within Measure Z.
6. Human Services Department: The SSOC also spent a lot of time discussing the HSD spending plan. The actual motion from the commission for this spending plan asked for



Chair: Rev. Curtis Flemming, Sr. | Vice Chair: Jennifer Madden

HSD to amend the spending plan to take a portion of the funds in the RFP from 3-6 agencies for employment services and to use them as a source for the youth stipends related to reentry. The goal here is to provide stipends to young people who are reentering the community similar to the stipends provided to adults through Ceasefire. The commission did not state a specific amount and left that to the department to decide. In addition to the formal recommendation through the motion taken on the HSD spending plan, the commission also discussed a few other key topics including: being specific and intentional about the definition used for the term "young adult" in order to focus on those who really need the support; the need for a formal study to show the populations of people who the City should focus time and resources on to really make the greatest impact; gathering additional support for Ceasefire clients with other outside grants or donor funds; and lastly, putting greater emphasis on client tracking and organization successes related to desired outcomes for the measure.

We hope that you take these SSOC comments and recommendations into consideration in your discussions of the 3-year spending plans in preparation of City Council adoption of the spending plans. The commission also recommends that the City Council ensure that the spending plan reflect the staffing in the adopted City Council budget.

Please contact us for any questions through our Measure Z staff coordinator, Chantal Cotton Gaines at [ccotton@oaklandnet.com](mailto:ccotton@oaklandnet.com) or 510-238-7587.

Sincerely,

/s/

Rev. Curtis Flemming, Sr.  
Chair  
Safety and Services Oversight Commission (SSOC)

**To:** SSOC Commissioners  
**From:** Chantal Cotton Gaines, Assistant to the City Administrator  
**Date:** 5/21/2015  
**Subject:** REVISED CAO and Mayor's Office Priority Spending Plans

The City Administrator's Office is presenting revised spending plans for CAO and the Mayor's Office due to discovering that .4 FTE of a staff member who contributes to the data gathering for the annual evaluation is funded from the 3% of the total revenue. Staff also realized that the Mayor's staff are connected to broader public safety and strategy collection and not related to the requirements of what should be funded by the 3% of total revenue. Thus, staff removed the recommended funding for the Mayor's staff from this document. The following pages show the REVISED priority spending plans for the CAO and the Mayor's Office. The plan for the Finance Dept., Controller's Bureau is included here again, but there are no changes. All changes on the CAO page, the Mayor's page, and the Totals page, are highlighted in yellow.

Just a reminder of the timeline with an additional note made about taking the spending plans to the City Council in June.

**Overall Timeline:**

4/27/2015	Intro to Spending Plans; Presentation of CAO, Finance, and Mayor's Office Spending Plans
5/18/2015	Introduction of Human Services Spending Plan, Police Dept. Spending Plan, and Fire Dept. Spending Plan
5/27/2015	SSOC Approval/Recommendation related to all spending plans Any other recommendations related to spending plans. Spending Plans would also go to City Council June.
June Meeting	

Just a reminder that the plans on the following pages only include a two year projection because funding beyond the second year is subject to the City's Budget process which occurs on two-year cycles.



**REVISED: Priority Spending Plan - City Administrator's Office**  
**21-May-15**

	<b>FY 15-16</b>	<b>FY 16-17</b>	<b>FY 17-18</b>
<b>Estimated Revenue of Measure</b>	\$ 24,658,021	\$ 25,207,875	Unknown at this time

*\*Note, each year has a CPI Increase*

<b>3% of Total Revenue</b>	\$ 739,741	\$ 756,236	Unknown at this time
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*This revenue can be used for: audit, evaluation, SSOC support and supplies*

**Proposed Priority Spending Plan by Fiscal Year**

<b>Item</b>	<b>FY 15-16</b>	<b>FY 16-17</b>	<b>FY 17-18</b>
Annual Evaluation Services and Associated Costs	\$ 477,945	\$ 491,407	Unknown
Evaluation Contingency Costs	\$ 22,539	\$ 22,920	Unknown
Program Analyst III for Evaluation (.4 FTE)	\$ 56,774	\$ 57,586	Unknown
SSOC Materials/Support	\$ 12,000	\$ 12,000	Unknown
O&M for Assessment (Engineering) Contract	\$ 18,000	\$ 18,000	Unknown
CAO Asst. to the City Admin (.5 FTE)	\$ 89,888	\$ 91,174	Unknown
CAO Admin Staff (.3 FTE)	\$ 39,275	\$ 39,829	Unknown
<b>CAO Total</b>	<b>\$ 716,421</b>	<b>\$ 732,916</b>	<b>Unknown at this time</b>

**Descriptions:**

**Annual Evaluation Services and Associated Costs**

The evaluation, mandated by the Safety and Services Act of 2014, evaluates the strategies funded with Safety and Services Act funding each year. It is performed by an independent evaluator and the SSOC contributes to the evaluation scope before the RFP is released for a third party evaluator. **NEW: There is a contingency of funds for evaluation which is listed as "evaluation contingency."**

**NEW INFORMATION: PROGRAM ANALYST III:** The evaluation is also supported by .4 FTE of a program Analyst. She gathers data for the Human Services Dept. program evaluation by the chosen evaluator each year. The other part of her role is with the Human Services Dept.

**SSOC Materials/Support**

Support for the SSOC can include funding for printing, retreats, special speakers, contracts fees, etc. The SSOC can discuss the use of their budget. **NEW: This amount has been increased by \$4000 in this revised spending plan.**

**O&M for Assessment (Engineering) Contract**

The City contracts with an outside firm, currently Francisco & Associates, to serve as the assessment engineer for special districts and special measures. This contract provides the annual proposed CPI increase for all special measures.

**CAO Staff**

Two staff members support the SSOC, 0.5 FTE of an Assistant to the City Administrator as the policy staffer to the Commission and 0.3 FTE of an administrative staffer as the additional administrative support for the Commission.

## Priority Spending Plan - Finance Department - Controller's Bureau

27-Apr-15

	FY 15-16	FY 16-17	FY 17-18
<b>Estimated Revenue of Measure</b>	\$ 24,658,021	\$ 25,207,875	Unknown

*\*Note, each year has a CPI Increase*

<b>3% of Total Revenue</b>	\$ 739,741	\$ 756,236	Unknown
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*This revenue can be used for: audit, evaluation, SSOC support and supplies*

## Proposed Priority Spending Plan by Fiscal Year

Item	FY 15-16	FY 16-17	FY 17-18
Annual Audit	\$ 23,320	\$ 23,320	Unknown
<b>Finance Dept. Total</b>	<b>\$ 23,320</b>	<b>\$ 23,320</b>	<b>Unknown</b>

## Description(s):

## Annual Audit

The audit, mandated by the Safety and Services Act of 2014, evaluates the spending of all strategies funded with Measure Z (Safety and Services Act) funding each year. It is performed by an independent auditing firm and overseen by the Controller's Bureau.

**REVISED Total Allocations of the 3 Percent  
21-May-15**

	<b>FY 15-16</b>	<b>FY 16-17</b>	<b>FY 17-18</b>
<b>Estimated Revenue of Measure</b>	\$ 24,658,021	\$ 25,207,875	Unknown at this time

*\*Note, each year has a CPI Increase*

<b>3% of Total Revenue</b>	\$ 739,741	\$ 756,236	Unknown at this time
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*This revenue can be used for: audit, evaluation, SSOC support and supplies*

The following table summarizes all proposed allocations for the CAO and Finance Dept. which total the 3 percent allocation for staff support, evaluation, auditing, SSOC support, and supplies.

	<b>FY 15-16</b>	<b>FY 16-17</b>	<b>FY 17-18</b>
<b>CAO Total (Inc. Eval and SSOC support)</b>	\$ 716,421	\$ 732,916	Unknown at this time
<b>Finance Dept. Total</b>	\$ 23,320	\$ 23,320	Unknown
<b>Grand Total</b>	<b>\$ 739,741</b>	<b>\$ 756,236</b>	<b>Unknown at this time</b>

## REVISED Priority Spending Plan - Mayor's Office

21-May-15

	FY 15-16	FY 16-17	FY 17-18
Estimated Revenue of Measure	\$ 24,658,021	\$ 25,207,875	Unknown

*\*Each year assumes a CPI Increase*

REVISED: Priority Spending Plan by Fiscal Year - This amount is to be taken from the HSD Allocation			
Item	FY 15-16	FY 16-17	FY 17-18
Special Asst. to the Mayor (.4 FTE)	\$ 83,313	\$ 84,506	Unknown
<b>Mayor's Office Total</b>	<b>\$ 83,313</b>	<b>\$ 84,506</b>	<b>Unknown</b>

## Description(s):

**Special Asst. to the Mayor - Director for Community Safety - Taken from HSD Allocation, Not the 3 Percent**

The Special Asst. to the Mayor, with the title of Director for Community Safety, will be responsible for implementation of the Mayor's community safety platform, including rebuilding police and civilian staffing, implementing community policing, expanding successful violence intervention and prevention programs, and improving educational outcomes for all Oakland youth. The person will also work on a comprehensive public safety plan and work with public safety boards and commissions to implement it. **CORRECTION FROM THE SPENDING PLAN PRESENTED AT THE APRIL 27, 2015 MEETING:** The Safety and Services Act covers .4 FTE of this position and it does **NOT** come out of the 3% total revenue. Instead, funding for this position, comes from the Human Services Dept. share of the revenue and will be included in their spending plan.

The Job Description for this role is attached.

# Attachment E

**To:** SSOC Commissioners  
**From:** Teresa Deloach-Reed, Chief, Oakland Fire Department  
**Date:** 5/12/2015  
**Subject:** Priority Spending Plan for OFD

The Oakland Public Safety and Services Violence Prevention Act of 2014 (Safety and Services Act) calls for each department which will receive funds from the Act to present, every three (3) years, a priority spending plan for funds received from the Act. The plan should include proposed expenditures, strategic rationales for expenditures, and intended measurable outcomes expected from those expenditures. The Act calls for the presentation of a plan to be presented within 120 days of January 1, 2015 which is the effective date of the Act. This report presents a timeline for all priority spending plans which will come before the Commission as well as presenting the priority spending plans for the City Administrator's Office, the Finance Department, and the Mayor's Office.

The following page shows the priority spending plan for the Oakland Fire Department. The expenditure plan only include a two-year projection because precise staff costs beyond the second year is currently unknown because it is outside of the two-year cycle. The annual total allotment, however, is listed for each year because it is a static dollar amount each year.

**Priority Spending Plan - Oakland Fire Department (OFD)**

12-May-15

	<b>FY 15-16</b>	<b>FY 16-17</b>	<b>FY 17-18</b>
<b>OFD Annual Allotment of Measure Z Funds</b>	\$ 2,000,000	\$ 2,000,000	\$ 2,000,000

*\*Note, the amount is a set dollar amount annually*

**Proposed Priority Spending Plan by Fiscal Year for One Engine Company**

<b>Item</b>	<b>FY 15-16</b>	<b>FY 16-17</b>	<b>FY 17-18</b>
Salary and Benefits - Captain of Fire (2 FTE)	\$ 472,040	\$ 486,599	Unknown
Salary and Benefits - Lieutenant of Fire (2FTE)	\$ 436,623	\$ 450,064	Unknown
Salary and Benefits - Engineer of Fire (4 FTE)	\$ 816,224	\$ 841,398	Unknown
Salary and Benefits - Fire Fighter Paramedic (4FTE)	\$ 824,531	\$ 849,961	Unknown
Salary and Benefits - Fire Fighter (4FTE)	\$ 749,628	\$ 772,748	Unknown
<b>OFD Total for One Engine Company</b>	<b>\$ 3,299,046</b>	<b>\$ 3,400,770</b>	<b>Unknown at this time</b>

**Descriptions:**

Minimum staffing per Engine Company is as follows:

(1) Captain of Fire, (1) Lieutenant of Fire, (3) Engineers of Fire, (3) Fire Fighter Paramedics, and (3) Fire Fighters.

One company is one single fire house. The personnel costs (above) for staffing an Engine Company require an additional position to be factored into each FTE rank. The additional personnel are assigned to fill vacancies for personnel on leave (i.e., sick, vacation, regular day off).

The Oakland Fire Department has an authorized strength of 507 sworn members in the proposed FY 2015-17 budget. Aside from the \$2 Million Measure Z Funds, the General Purpose Fund (GPF) funds all sworn positions, except one position that is fully grant funded and two positions that are partially grant funded.

Operations and Maintenance (O & M) costs are not included in the above calculations.

# Attachment F

robberies, burglaries, and gun-related violence) and Objective 3 (Invest in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism).

Only if Objective 1 and Objective 3 are met, will OPD be able to meet Objective 2 (Improve police and fire emergency response times and other police services) because less crime and fewer calls for service will lead to improved response times and other police services. These objectives will also emphasize appropriate strategy alignment with the Human Services Department (HSD) because Oakland's violence problems are too big and complex for only one agency to focus on. These areas of alignment are covered in this report as well as in the RFP's created by HSD.

Measure Z emphasizes community policing. According to the U.S. Department of Justice, Office of Community Oriented Policing Services, community policing is defined as:

A philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

This philosophy – when aligned with the objectives of Measure Z, data, and evidenced-based practices – provides for two categories of community policing:

- Community Policing through Problem Solving with Community Stakeholders and Positive Community Engagement
- Ceasefire (including Community Policing through Procedural Justice, Police Legitimacy and Addressing Implicit Bias)

For fiscal year 2015-16, OPD projects that \$13,150,968 of Measure Z funds will be available to dedicate to these community policing efforts. \$12,060,774 will be used for personnel costs; \$715,194 will be used for related costs; \$125,000 will be used for technical assistance; and \$250,000 will be used for a program evaluation. The following table includes a breakdown of personnel who are being funded to implement strategies to meet the objectives provided by the Measure.

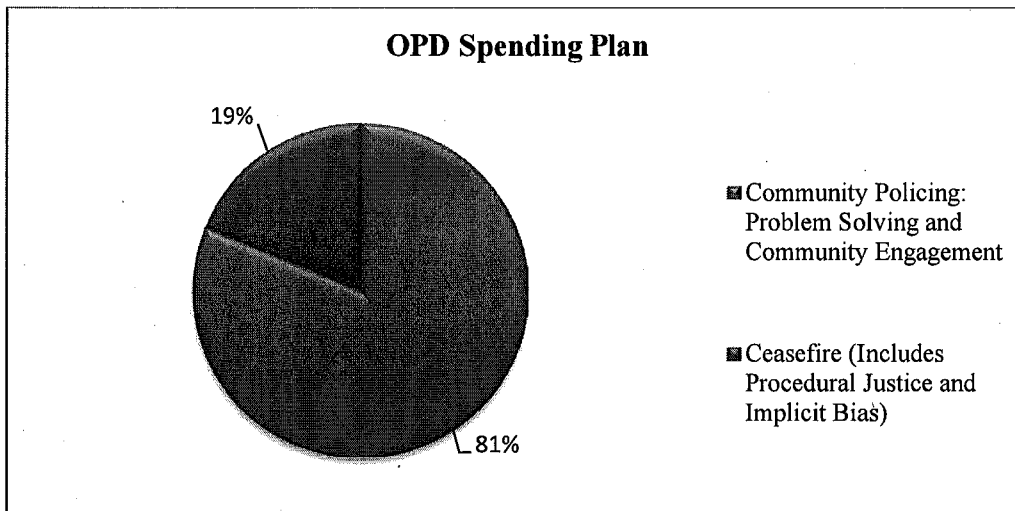
<b>Group</b>	<b>Classification</b>	<b>No.</b>	<b>Indiv. Cost</b>	<b>Total</b>
CRO <sup>3</sup>	Sergeant of Police	3	\$ 205,121	\$ 615,363
CRO	Police Officer	17	\$ 177,784	\$ 3,022,328

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

<sup>3</sup> CRO is Community Resource Officer and is similar to PSO (Problem Solving Officer) under Measure Y

CRT <sup>4</sup>	Sergeant of Police	5	\$ 205,121	\$ 1,025,605
CRT	Police Officer	30	\$ 177,784	\$ 5,333,520
Ceasefire	Sergeant of Police	1	\$ 205,121	\$ 205,121
Ceasefire	Police Officer	6	\$ 177,784	\$ 1,066,704
Ceasefire	Project Manager II (Program Director)	1	\$ 250,756	\$ 250,756
Ceasefire	Volunteer Specialist (Program Coordinator)	1	\$ 114,309	\$ 114,309
Research & Planning	Management Assistant (Crime Analysis Supervisor)	1	\$ 134,816	\$ 134,816
	<b>Position Total</b>	65		\$11,768,522
	<b>Overtime</b>			\$ 292,252
	<b>Personnel Cost Total</b>			\$12,060,774
	<b>Related Costs<sup>5</sup></b>			\$ 715,194
	<b>Technical Assistance</b>			\$ 125,000
Ceasefire	<b>Program Evaluation</b>			\$ 250,000
	<b>Measure Z FY 2015-16 Spending Plan</b>			<b>\$13,150,968</b>
	<b>Measure Z FY 2015-16 Budget</b>			<b>\$13,150,968</b>

The below chart below indicates shows the percentage of funds dedicated to each strategy.



*Alignment with Measure Z Objectives*

The objectives outlined in Measure Z are priorities for the *entire* department regardless of funding source. Grants and other funding sources will continue to be leveraged to accomplish these objectives.

<sup>4</sup> CRT is Crime Reduction Team

<sup>5</sup> Related Costs are Computer Maintenance, Database, Training/Travel, Equipment & Supplies, Cellphones, SARANet, Internal Service/Work Order Expenditures, and Other Expenses



## Attachment

This attachment only includes the reports from OPD and not the research background materials that were included in the Safety and Services Oversight Commission's May 18<sup>th</sup> and May 27<sup>th</sup> packets. If you would like to review any of those additional materials, please follow the links below starting at the designated page numbers noted.

1. OPD May 18<sup>th</sup> full report here: <http://oaklandunite.org/wp-content/uploads/2015/04/Joint-Meeting-1-Final.pdf>. The OPD Materials start on page 140.
2. OPD May 27<sup>th</sup> full report here: <http://oaklandunite.org/wp-content/uploads/2015/04/SSOC-Meeting-May-27-2015-Packet.pdf> . The OPD materials start on page 180.



# AGENDA REPORT

**TO:** JOHN A. FLORES  
INTERIM CITY ADMINISTRATOR

**FROM:** Sean Whent

**SUBJECT:** Measure Z Spending Plan

**DATE:** May 11, 2015

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City Administrator  
Approval

Date

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**COUNCIL DISTRICT:** City-Wide

## **RECOMMENDATION**

Staff recommends that the Public Safety Committee approve this spending plan for Measure Z funds from the Oakland Police Department (OPD).

## **OUTCOME**

This report will help inform discussion between the Oakland Police Department, the Measure Z Advisory Committee, and the Public Safety Committee regarding the planned expenditure of Measure Z funds.

## **BACKGROUND / LEGISLATIVE HISTORY**

For the past twenty-five years, the City of Oakland has experienced a significant homicide and violent crime rate that has resisted state and national downwards trends. Consistently ranked as the most violent city in California, Oakland also ranks as the second most-violent city in the United States, according to Law Street Media.<sup>1</sup> Multi-year annual homicide averages (3-, 5-, 10-, 44-year) include 107 to 109 homicides. In recent years, Oakland's violent crime rate has been three to four times California's crime rate. Oakland's homicide rate has been three to six times California's crime rate.

In 2004 the residents in Oakland passed Measure Y to help prevent and reduce crime. In 2014 Measure Y sunset and Measure Z was put out to the voters to assist the City in its efforts to reduce violent Crime. The residents of Oakland passed the Public Safety and Services Violence Prevention Act ("Measure Z") in November 2014. Measure Z outlines three objectives for the use of funds. Section A (Objectives) states:

<sup>1</sup> <http://lawstreetmedia.com/crime-america-2015-top-10-dangerous-cities-200000-2/>

The tax proceeds raised by these special taxes may be used only to pay for any costs or expenses relating to or arising from efforts to achieve the following objectives and desired outcomes:

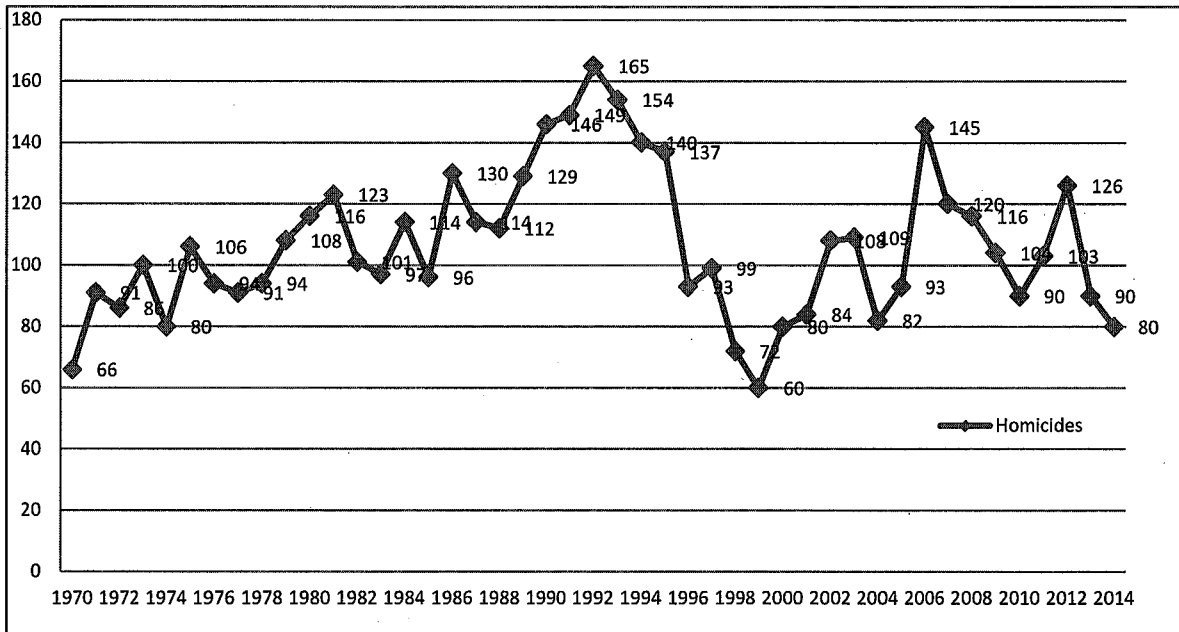
1. Reduce homicides, robberies, burglaries, and gun-related violence;
2. Improve police and fire emergency 911 response times and other police services; and,
3. Invest in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of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

To address these objectives the Oakland Police Department is seeking to sustain and expand the Ceasefire strategy, enhance the Crime Reduction Teams, and Community Resource Officers.

*History of the Ceasefire Strategy*

In 2012, Oakland reached its highest homicide total since 2006, with 126 murders. In response to this violence, City leadership and the Chief of Police considered re-implementing the Ceasefire strategy. In previous years, the city had attempted and failed to fully implement the strategy. With a significant spike in homicides at the close of 2012, City leadership made a commitment to the Ceasefire strategy and began contracting with the California Partnership for Safe Communities (CPSC) to implement it.

Figure 1: Homicides in the City of Oakland 1970-2014



In 2012, the CPSC began working with the City of Oakland to help implement the Ceasefire strategy. They began by conducting an up-to-date analysis about Oakland homicides and gang

activity. This “problem and opportunity analysis” provided a shared understanding of the nature of violence in Oakland and allowed all stakeholders to operate from a common understanding. The CPSC offered the implementation of the Ceasefire strategy as a solution.

From this series of meetings, a community working group made up of faith leaders, service providers, and staff from the Oakland Police Department and the mayor’s office was formed. A law enforcement partners’ group and steering committee were created. The U.S. Attorney’s Office led the partnership that created the law enforcement partners group whose purpose was to ensure that senior and mid-level law enforcement professionals from federal, state and local agencies would focus their collective resources on individuals in groups and gangs who were engaging in violence. The steering committee included the chairs of the community working group, senior staff from the city’s Human Services Department, staff from the mayor’s office, and the Chief and Assistant Chief of Police. This steering committee decided what the goals of the Ceasefire strategy would be:

- Reduce gang- and group-related shootings and homicides
- Reduce the recidivism rate among participants
- Improve community and police relationships among those most impacted by violence

In order to accomplish these goals the strategy utilizes two forms of direct communications. They include call-ins and custom notifications:

- Call-ins are larger meetings involving up to 20 participants on active probation or parole with multiple community and law enforcement speakers in the same room together.
- Custom notifications are smaller, one-on-one meetings with law enforcement, one or two community members, and participants who may or may not be on probation or parole. These small meetings still reflect the full partnership: community leaders and residents impacted by violence, outreach and support services, and law enforcement.

The first call-in was held in October 2012. Since then, call-ins, custom notifications, night walks, and focused law enforcement actions have been held consistently, using data to ensure a laser-like focus on young men who are at highest risk of violence. Following these efforts, Oakland has seen a 36.5 percent reduction in homicides during the past two years.

#### *Leveraging Funding*

Oakland received funding under a PSN (Project Safe Neighborhoods) grant in January 2014 through the U.S. Attorney’s Office, and a Cal GRIP (California Gang Reduction Intervention and Prevention Program) grant in 2014. A large portion of the PSN grant paid for the Ceasefire program director that coordinates the strategy within OPD and works with the city’s Human Services Division (HSD) to ensure that high-risk individuals requesting social service assistance can obtain it. Since the program director position was created and funding allocated to stabilize it, three work groups have been established:

- Law Enforcement Partners
- Ceasefire Partnership (formerly the Community Working Group)
- Weekly Shooting and Homicide Reviews

The Ceasefire program director coordinates and actively participates in these groups and shares appropriate information between them.

The Cal GRIP grant is a three year grant that is being used to leverage the costs of the Oakland Unite Case Managers, technical assistance, and the creation of a mentoring program for Ceasefire clients. Oakland Unite is working closely with The Mentoring Center and the Empower Initiative to develop and implement this mentoring program.

*Coordination: Ceasefire Partnership Meetings*

The Ceasefire Partnership includes participation from Oakland Unite staff (social services), the Assistant Chief of the Oakland Police Department, the Ceasefire Unit and Crime Reduction Team, CPSC staff, and community partners. At Partnership Committee meetings, the most up-to-date version of the shooting scorecard — gathered from the weekly Oakland police shooting and homicide reviews — is shared. This allows social service and community partners to ensure that night walks by concerned residents and clergy take place in the most active areas and that individuals from violence-involved groups receive higher-intensity case management. This collaboration also provides for the continued development and implementation of the Procedural Justice Police Legitimacy and Implicit Bias work. The committee also plans the call-in meetings and its members often participate as speakers. These partnership meetings take place every 60 to 90 days, with smaller subcommittees meeting in between.

*Law Enforcement Coordination & Data Driven Approach to Reducing Crime*

The Oakland Police Department's Weekly Shooting and Homicide Reviews include full participation from the department's Ceasefire CRT (Crime Reduction Team), the U.S. Marshals Service, FBI analysts, ATF (the Bureau of Alcohol, Tobacco, and Firearms), Alameda County Probation, California State Parole, Oakland Housing Authority, and OPD's Criminal Investigations Division, crime analysts, and area commanders. At the meetings, partners review and share information about every shooting and homicide during the previous week to ensure a shared understanding of the groups or gangs driving violence. Participants also create and assess solutions that sharply focus on individuals within groups who are at the highest risk of being victims or perpetrators of gun violence. At each meeting the following items are discussed as they pertain to each incident:

- The incident's connection to gangs or groups
- For "hot" groups, (those at top of the scorecard, involved in recent shootings, or identified as highest-risk based on street information), the group discusses:
  - Potential future shootings or retaliation that may flow from shootings
  - Any information that can be shared about strategies to mediate conflicts and prevent retaliation among these groups

- Attention and support that Oakland police and other agencies might provide to deter groups from shooting
  - Direct communication strategies (custom notifications and call-ins) to address these groups, including who the partners should focus on and how, and what role each partner might play
- Assessment of – and amendment to – activities and strategies from previous weeks to determine if the focus has been correct

The Law Enforcement Partners meeting occurs quarterly, and is largely informed by the weekly shooting reviews. This meeting is attended by management from the U.S. Attorney’s Office, ATF, FBI, the Alameda County District Attorney’s Office, California Department of Corrections and Rehabilitation, Alameda County Probation, California Highway Patrol, Oakland Housing Authority, DEA, Department of Homeland Security, Alameda County Sheriff’s Department, and the U.S. Marshals Service. The meetings provide the agencies with current data, and may include requests to supplement Oakland police efforts in 90-day plans — based on the shooting reviews — to determine the most active gang or group feuds and the vulnerabilities of individuals involved in these groups.

Since the beginning of the strategy in October 2012, the Ceasefire Partnership has conducted eight call-ins and more than 130 custom notifications with high-risk young adults. These occur on the street, in hospitals, homes, and in custody. These efforts added up to 279 direct communications with individuals at highest risk of gun violence.

Table 1: Areas of Oakland represented in Ceasefire Call-Ins

<b>Police Areas Represented</b>	<b>Call-In Date</b>	<b>Number of Attendees</b>	<b>Signed Up for Services</b>
<b>4 &amp; 5 (East Oakland)</b>	October 2012	20	12 (60%)
<b>4 &amp; 5 (Central &amp; East Oakland)</b>	March 2013	23	18 (78%)
<b>3, 4 &amp; 5 (Central and East)</b>	September 2013	19	13 (68%)
<b>3, 4 &amp; 5 (Central and East)</b>	December 2013	21	19 (90%)
<b>1, 3, 4, 5 (Central, East &amp; West)</b>	March 2014	15	13 (80%)
<b>1, 3, 4, 5 (Central, East &amp; West)</b>	July 2014	15	15 (100%)
<b>1, 3, 4, 5 (Central, East &amp; West)</b>	November 2014	20	17 (85%)
<b>1,2, 3, 4, 5 (Central, East, West &amp; North)</b>	March 2015	16	15 (94%)
<b>Total</b>		149	122

*Procedural Justice, Police Legitimacy and Implicit Bias*

Oakland has a deep history of community distrust of law enforcement, especially in minority neighborhoods where violent crime is most prevalent. The city is the home of the Black Panther Party and an important location of the Occupy movement. OPD is under a court-mandated

Negotiated Settlement Agreement addressing police misconduct. Given this history, it was clear to all partners participating in the Ceasefire strategy that they could not solely focus on reducing crime without also building community trust. As such, the third goal of the strategy is to strengthen relationships between the police and communities most impacted by violence.

As an initial step, the partnership decided to embark on police legitimacy and procedural justice training. A shared interest in improved outcomes for the city and those at highest risk of violence brought community partners to the table with the OPD. With a commitment to accomplish the following:

- Support a way of policing that builds trust
- Explain the context for strained relationships with communities of color
- Emphasize that through their decision-making and treatment of residents, police can positively shape residents' assessments of them

Applying the rationale that recipients of police services and those most affected by crime and violence have perspectives that should be respected and taken into account, Oakland agreed that the community partners would co-author Oakland's training and be involved in the instruction. After observing Chicago's version of this training, Oakland engaged in six months of planning to modify the curriculum and build internal capacity to deliver the training in partnership with the community.

Oakland has already trained all sworn personnel, and has begun training civilian staff. Oakland developed the first and only (we recently began working with the California Department of Justice to create a course so that outside agencies could be trained) POST-certified procedural justice course in California, and it is the only course with community instructors. The training has been consistently rated as excellent or very good. Nearly every attendee expressed appreciation that community partners co-taught the sessions. Participants said they felt positively about hearing from community partners, that they appreciated a personal perspective on the community's experience, and that they liked that the history of policing in communities of color was presented in a clear and relevant way. Additionally, the President's Task Force on 21<sup>st</sup> Century Policing (see attached) recognizes Procedural Justice and Police Legitimacy as a best practice in policing

The staff funded by Measure Z (and other staff), the CPSC, and community partners would continue to co-create and develop Phase 2 and 3 of the procedural justice and implicit bias work. Phase 2 will focus on implementation and evaluation of the Procedural Justice principles in critical incidents before expansion to other incidents. Phase 3 will include refresher training for all sworn staff and be inclusive of efforts addressing implicit bias. Both Phase 2 and 3 are under development.

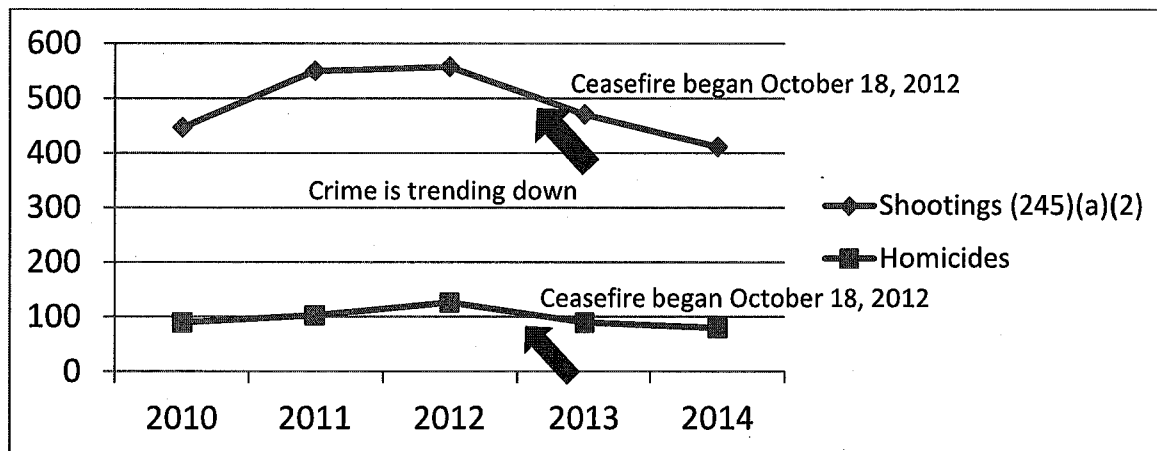
#### *Oakland's Results — Violence Reductions*

In 2014 efforts of the Oakland Ceasefire Partnership achieved the following:

- An 11 percent reduction in homicides and a 13 percent reduction in shootings

- The lowest number of homicides since 2000
- From 2012 to 2014, a decline in homicides of 36.5 percent.
- Three successful call-ins with 50 participants and 72 custom notifications, totaling 122 direct communications
- 80 percent of call-in attendees signing up for services and support
- Regular focus groups with highest-risk young men about their perspectives on violence
- Several focused and intelligence-based law enforcement operations on groups that continued to engage in violence
- Procedural Justice training for all sworn OPD staff, 22 non-sworn police employees, and 10 individuals from external law enforcement agencies and community groups
- Receipt of a state Cal GRIP grant for \$1.5 million for three years

In addition, the most dramatic decreases in violence occurred in 2014 and 2015 in East Oakland, the area of the City where the gang/group dynamic is the most complicated, violence is highest but where the strategy and partnerships are the strongest.



During this two-year decline in shootings and homicides, OPD reached a staffing low of 613 officers, one of the lowest staffing totals in decades. Despite this challenge, the city has achieved significant declines in violence. The staff funded by Measure Z (as well as other staff) will continue to work on all aspects of this strategy discussed above.

## ANALYSIS

OPD has had great success with evidence-based strategies that support all three of the Measure Z objectives<sup>2</sup>. OPD proposes placing the greatest emphasis on Objective 1 (Reduce homicides,

<sup>2</sup> The residents of Oakland passed the Public Safety and Services Violence Prevention Act ("Measure Z") in November 2014. Measure Z outlines three objectives for the use of funds. Section A (Objectives) states:

The tax proceeds raised by these special taxes may be used only to pay for any costs or expenses relating to or arising from efforts to achieve the following objectives and desired outcomes:



robberies, burglaries, and gun-related violence) and Objective 3 (Invest in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism).

Only if Objective 1 and Objective 3 are met, will OPD be able to meet Objective 2 (Improve police and fire emergency response times and other police services) because less crime and fewer calls for service will lead to improved response times and other police services. These objectives will also emphasize appropriate strategy alignment with the Human Services Department (HSD) because Oakland’s violence problems are too big and complex for only one agency to focus on. These areas of alignment are covered in this report as well as in the RFP’s created by HSD.

Measure Z emphasizes community policing. According to the U.S. Department of Justice, Office of Community Oriented Policing Services, community policing is defined as:

A philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

This philosophy – when aligned with the objectives of Measure Z, data, and evidenced-based practices – provides for two categories of community policing:

- Community Policing through Problem Solving with Community Stakeholders and Positive Community Engagement
- Ceasefire (including Community Policing through Procedural Justice, Police Legitimacy and Addressing Implicit Bias)

For fiscal year 2015-16, OPD projects that \$13,150,968 of Measure Z funds will be available to dedicate to these community policing efforts. \$12,060,774 will be used for personnel costs; \$715,194 will be used for related costs; \$125,000 will be used for technical assistance; and \$250,000 will be used for a program evaluation. The following table includes a breakdown of personnel who are being funded to implement strategies to meet the objectives provided by the Measure.

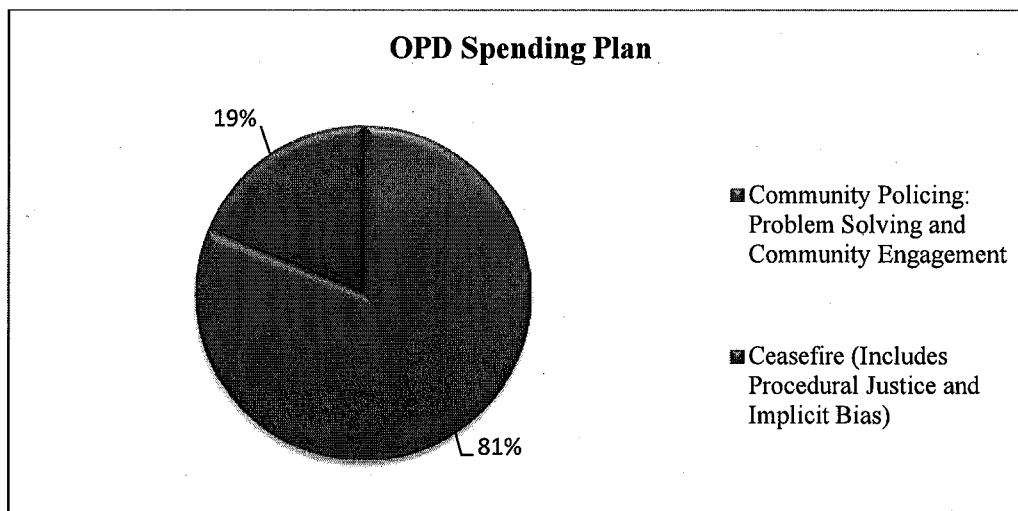
<b>Group</b>	<b>Classification</b>	<b>No.</b>	<b>Indiv. Cost</b>	<b>Total</b>
CRO <sup>3</sup>	Sergeant of Police	3	\$ 205,121	\$ 615,363
CRO	Police Officer	17	\$ 177,784	\$ 3,022,328

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

<sup>3</sup> CRO is Community Resource Officer and is similar to PSO (Problem Solving Officer) under Measure Y

CRT <sup>4</sup>	Sergeant of Police	5	\$ 205,121	\$ 1,025,605
CRT	Police Officer	30	\$ 177,784	\$ 5,333,520
Ceasefire	Sergeant of Police	1	\$ 205,121	\$ 205,121
Ceasefire	Police Officer	6	\$ 177,784	\$ 1,066,704
Ceasefire	Project Manager II (Program Director)	1	\$ 250,756	\$ 250,756
Ceasefire	Volunteer Specialist (Program Coordinator)	1	\$ 114,309	\$ 114,309
Research & Planning	Management Assistant (Crime Analysis Supervisor)	1	\$ 134,816	\$ 134,816
	<b>Position Total</b>	65		\$11,768,522
	<b>Overtime</b>			\$ 292,252
	<b>Personnel Cost Total</b>			\$12,060,774
	<b>Related Costs<sup>5</sup></b>			\$ 715,194
	<b>Technical Assistance</b>			\$ 125,000
Ceasefire	<b>Program Evaluation</b>			\$ 250,000
	<b>Measure Z FY 2015-16 Spending Plan</b>			<b>\$13,150,968</b>
	<b>Measure Z FY 2015-16 Budget</b>			<b>\$13,150,968</b>

The below chart below indicates shows the percentage of funds dedicated to each strategy.



#### *Alignment with Measure Z Objectives*

The objectives outlined in Measure Z are priorities for the *entire* department regardless of funding source. Grants and other funding sources will continue to be leveraged to accomplish these objectives.

<sup>4</sup> CRT is Crime Reduction Team

<sup>5</sup> Related Costs are Computer Maintenance, Database, Training/Travel, Equipment & Supplies, Cellphones, SARANet, Internal Service/Work Order Expenditures, and Other Expenses

*Objective 1: Reduce Homicides, Robberies, Burglaries, and Gun-Related Violence*

**First Strategy/Activity:** Community Policing through Problem Solving with Community Stakeholders and Positive Community Engagement

**Area of Focus:** Geographic Policing

**Budgeted Amount:** \$10,411,881

**Personnel Costs:** \$9,996,832

- Three Community Resource Officer Sergeants of Police: \$615,363
- Seventeen Community Resource Officer Police Officers: \$3,022,328
- Five Crime Reduction Team Sergeants of Police: \$1,025,605
- Thirty Crime Reduction Team Police Officers: \$5,333,520

**Related Costs:** \$415,049

- Computer Maintenance: \$15,000
- Database Costs: \$49,000
- Training/Travel: \$32,500
- Equipment and Office Supplies: \$57,500<sup>6</sup>
- Cellphones: \$29,904
- SARA Net: \$100,000
- Other Expenses: \$28,200
- Internal Service/Work Order Expenditures: \$117,945<sup>7</sup>

**Community Resource Officers**

For many years, Problem Solving Officers (PSOs) were assigned to beats throughout the City. These officers worked with Neighborhood Service Coordinators and community members (through Neighborhood Crime Prevention Councils and other avenues) to solve problems. Measure Z provides funding for Community Resource Officers (CROs) to engage in problem solving projects, attend Neighborhood Crime Prevention Council meetings, serve as a liaison with city services teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects and coordinate these projects with Crime Reduction Teams (CRTs), Patrol, and other sworn police personnel. Although Measure Z only funds twenty CROs (three sergeants and 17 officers) the OPD general purpose budget will fund an additional twenty CROs (two sergeants and 18 officers) that will engage in similar activities.

The activities and the projects of the CROs will be dedicated to the reduction of homicides, robberies, burglaries and gun-related violence in partnership with the community and with the assistance of the Neighborhood Service Coordinators (NSCs).

**Crime Reduction Teams**

<sup>6</sup> Equipment and Office Supplies includes training books, maintenance, pens, paper, binder clips, binders, computers, software

<sup>7</sup> Internal Service/Work Order Expenditures include vehicle rental, radio rentals, contract and compliance

Measure Z provides that CRTs shall strategically and geographically deploy sworn police personnel to investigate and respond to the commission of violent crimes in identified violence hot spots using intelligence-based policing. These thirty-five sworn employees will work in conjunction with the CROs to solve neighborhood based problems associated with homicides, robberies, burglaries, and gun-related violence. While working with the Ceasefire CRT they will use timely intelligence, data from problem analyses (*Attachment A*), data from the weekly shooting review to assist in their efforts to reduce homicides and shootings. Funding for the CRTs will be leveraged with existing Community Oriented Policing Grants received from the Department of Justice.

**Second Strategy/Activity:** Sustaining the Ceasefire Strategy

**Area of Focus:** Reduction of Gang/Group Related Shootings and homicides

**Budgeted Amount:** \$2,446,851

**Personnel Costs:** \$1,771,706

- One Ceasefire Sergeant of Police: \$205,121
- Six Ceasefire Police Officers: \$1,066,706
- One Project Manager II (Ceasefire Program Director): \$250,756
- One Volunteer Specialist (Ceasefire Program Coordinator): \$114,309
- One Management Assistant (Crime Analysis Supervisor): \$134,816

**Related Costs:** \$300,145

- Computer Maintenance: \$15,000
- Database Costs: \$49,000
- Cellphones: \$5,096
- Training/Travel: \$32,500
- Equipment and Office Supplies: \$57,500
- Other Expenses: \$28,200
- Internal Service/Work Order Expenditures: \$117,945

**Technical Assistance:** \$125,000

The continued implementation of the Ceasefire strategy requires ongoing technical assistance to implement correctly. When it is implemented accurately and receives sustained attention, the Ceasefire strategy not only improves community relationships but can be applied to other crimes as well. For cities like Oakland, with significant crime problems and limited resources, Ceasefire is an ideal approach to helping a police department utilize data and intelligence to prioritize limited resources on the small percentage of people committing violence. Using this approach, cities not only reduce crime, but foster better working relationships with the community by demonstrating that law enforcement actions are fair and informed.

**Program Evaluation:** \$250,000

Oakland has invested a significant amount of time and resources into the Ceasefire strategy. Given the dramatic declines in homicides and shootings during the implementation period the OPD would like an evaluation specific to the effectiveness of the strategy. A strategy specific

evaluation would inform the OPD and City leadership on the outcomes and effectiveness of this strategy.

### *The Ceasefire Strategy*

Oakland's Ceasefire strategy is a data driven approach to reducing violence. Oakland's strategy is based on a method first implemented in Boston almost 20 years ago. Its core is the direct communication of a powerful anti-violence message to young people at highest risk of violence by an alliance of community leaders. The Boston effort combined the careful analysis of serious violent incidents and trends to identify those individuals and their social networks at highest risk of violence; communicating to those individuals and groups the risks associated with continued violence; enforcement efforts narrowly targeted to those individuals who persisted in violence; and offering social services and supportive relationships to those who sought them.

In 2012 Oakland conducted a similar analysis of serious incidents to inform implementation efforts. A preliminary analysis indicated that about 60 percent of Oakland's homicides and shootings occurred in East Oakland, the Ceasefire strategy originally focused in this area, from High Street to the San Leandro border. East Oakland covers a third of the city's territory but accounts for 53 percent of homicides, as indicated in an analysis that provided an in-depth look at homicides from January 2012 through June 2013 (*Attachment B*). The remaining 47 percent of homicides are distributed primarily across West Oakland.

The disparity and concentration of crime became clearer through a "Problem and Opportunity Analysis" conducted by CPSC. During the review period covered in the Problem and Opportunity Analysis, 18 groups were associated with a majority of group-involved violence. CPSC staff, working with the Oakland Police Department and Oakland Unite, completed the Problem and Opportunity Analysis of every homicide in the city between January 2012 and June 2013 — a total of 179. It showed that 80 percent of Oakland's homicide suspects and victims were African-American even though they were only 28 percent of the population. It also showed that the highest concentration of homicides were among adults aged 18 to 34, with 30 being the median age of victims and 26 the median age of suspects. Fifty-nine percent of all homicides involved group or gang members as victims, suspects or both. Forty percent stemmed from ongoing group feuds, personal disputes between group members, or internal group disputes. Nineteen percent were instances in which group members used violence to resolve other kinds of disputes. Twenty-five percent appear to have involved group members as suspects or victims. Disputes over drugs, drug turf or drug business made up 13 percent of homicides. Risk of involvement in homicide was concentrated within and among groups and their networks.

The analysis also demonstrated that there are approximately 50 violent groups or gangs in Oakland, with an estimated active membership of 1,000 to 1,200 people, making up approximately 0.3 percent of the city's population. At any time, only a small subset of the groups are at highest risk of violence. The analysis showed that approximately 50 identifiable street networks drove 59 to 84 percent of the city's violence. These networks were made up of 1,000 to 1,200 young men in their late teens to late 20s. Within this population, a smaller set of about 18 groups, with a total active membership of about 200 to 350 people, were associated with the greatest share of this violence. The analysis helped the partners focus on this small,

highest-risk population. To keep the violence analysis up to date, the Oakland partners now conduct two separate reviews of fatal and non-fatal shootings every week. This tends to reveal an even smaller number of very highest-risk people and groups at any one time — often 4 to 10 groups with fewer than 100 active members. These groups and individuals become the focus of call-ins and custom notifications and of the outreach and support work led by Oakland Unite. In addition to these shooting reviews, leaders in the Oakland Police Department and Oakland Unite regularly communicate to reinforce their joint focus on the same highest risk groups. This coordination takes place at the senior management level to protect the safety and credibility of line staff.

This type of analysis continues to help inform the strategy. In the summer of 2015 another in-depth analysis will be conducted that focuses on homicides and robberies. We expect that this report will be completed in the fall of 2015. Necessary adjustments to the strategy will be made and the information will be made available to the Measure Z Committee, Public Safety Committee, and the City Council.

#### *Connecting With Those at Highest Risk*

There are two primary ways the partners come into contact with and communicate with the highest-risk groups and individuals: call-ins and custom notifications.

- Call-ins are larger meetings involving up to 20 participants on active probation or parole with multiple community and law enforcement speakers in the same room together.
- Custom notifications are smaller, one-on-one meetings with law enforcement, one or two community members, and participants who may or may not be on probation or parole. These small meetings still reflect the full partnership: community leaders and residents impacted by violence, outreach and support services, and law enforcement.

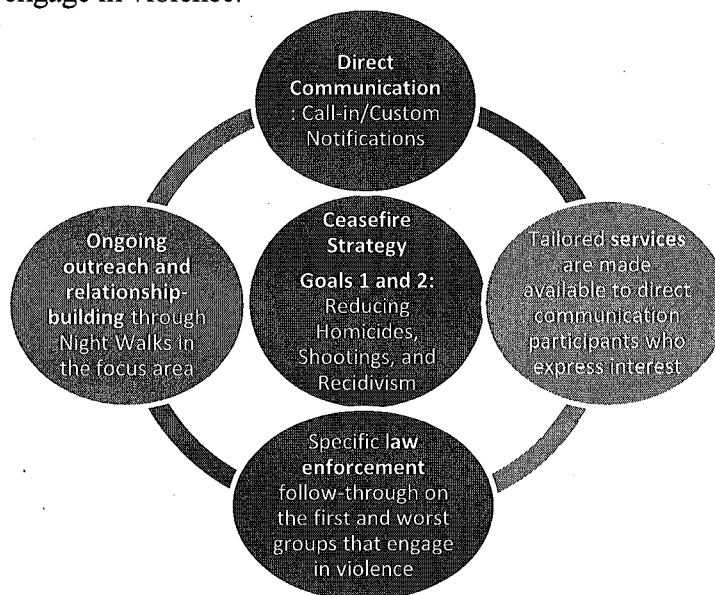
At both types of meetings, highest-risk individuals are given this message:

The community cares about you and wants to help you, but we need the shootings and homicides to stop. There is special help available for you and those you care about if you are willing to take it, and we are committed to working with you and supporting you to change your life. However, if you or members of your group continue to shoot and kill, your group will receive special attention from multiple law enforcement agencies.

During call-ins and custom notifications, social services are offered to those wishing to receive help. However, participation in the services offered is not a requirement. The only requirement is that the shootings and homicides stop. These communications are important because they acknowledge what a large body of research already shows — that most individuals involved in this type of violence really do not want to continue in this dangerous lifestyle, and that they can and will make rational decisions regarding their future if given accurate information about their risks and opportunities. They often do not understand their legal risks and exposure. They also

don't often hear that the community loves and cares about them and is committed to helping them walk another path.

At these meetings, local, state and federal law enforcement agencies tell attendees that their lives matter and because the participants value life in their city, stopping gun violence is the highest priority. Typically, most individuals and group members will heed the message and a smaller number will not. Law enforcement agencies jointly focus their efforts on those individuals and groups who continue to engage in violence.



If participants and their associates continue to engage in violence the Ceasefire CRT and the Gang Unit gathers the intelligence, and develops the strategy to focus multiple law enforcement agencies on these gangs/groups. Once information is gathered they will often work together with the other CRTs and outside law enforcement agencies to implement their intelligence-driven operations.

*Objective 2: Improve Police and Fire Emergency 911 Response Times and Other Police Services*

**Strategy/Activity:** Increase the Number of Sworn Police Personnel

**Budgeted Amount:** \$6,408,880 (FY 2015-16); \$6,508,582 (FY 2016-17)

**Description:** The primary means for OPD to meet this objective are to reduce crime and the number of calls for service. This can best be done through increasing staffing so there is more staff to respond to calls. Public Safety and increased police staffing are priorities in the Mayor's Proposed Fiscal Year 2015-17 Budget. She has proposed that \$6.4 million be allocated to increase police staffing by forty positions for FY 2015-16 and \$6.5 for FY 2016-17. This will result from five of academies over the next two years in order to reach 762 budgeted sworn positions. The Measure Z funds will assist in sustaining current staffing levels while the Mayor's budget helps to increase staffing levels. Both of these actions and the work of the Oakland Fire Department are efforts to meet this goal.

*Objective 3: Invest In Violence Intervention and Prevention Strategies that Provide Support for At-Risk Youth and Young Adults to Interrupt the Cycle of Violence and Recidivism*

**Strategy/Activity:** Expansion of the Ceasefire Program and Programming Efforts to Reduce Domestic Violence and Commercially Sexually Exploited Children (CSEC)

**Budgeted Amount:** See above for Ceasefire and OPD General Fund Contribution of \$1.4M+

**Description:** As mentioned throughout the report there is significant alignment and coordination with Oakland Unite. Their RFP has a focus on working with clients at the highest risk of violence which are all of the Ceasefire clients that have expressed a desire to accept services in an effort to decrease their risk and involvement in gun violence. Their RFP includes a commitment to providing high-level case management, stipends, mentoring, and other wraparound services to those who data indicates are at the highest risk of engaging in shootings and homicides.

This work will significantly enhance the work of the Ceasefire strategy and will help the City not only deliver on the enforcement promise but also on the promise of appropriate services and support. Since the first call-in and custom notification in 2012 there has been a significant uptick in direct communications and the desire on behalf of participants to engage in services. This investment by Oakland Unite helps the strategy move in this direction.

*Domestic Violence & Human Trafficking*

Since the mid-2000s, OPD has worked in collaboration with Bay Area Women Against Rape (BAWAR) to provide services and support to children that are victims of human trafficking. BAWAR, founded in 1971 works with OPD on undercover trafficking investigations; BAWAR provides comprehensive counseling and wrap-around services for victims of human trafficking, which helps OPD maintain a victim-centered approach to combatting human trafficking. BAWAR also provides community education regarding human trafficking and sexual assault issues. All BAWAR staff and advocates are California State Certified Rape Crisis Counselors and BAWAR offers multi-lingual support.

Additionally, OPD has staff dedicated to the Family Violence Law Center to investigate and provide criminal justice advocacy for victims of domestic violence. This work is done in close coordination with the Alameda County District Attorney's Office. Although not paid out of Measure Z funds OPD currently has one sergeant, seven officers, and one support staff totaling working with BAWAR and the FVLC on the issues of domestic violence and CSEC. The total annual personnel from OPD's General Purpose Fund for these positions is \$1,425,633 for FY 2015-16 and \$1,447,983 for FY 2016-17.

**PUBLIC OUTREACH/INTEREST**

This is of public interest as it directly relates to safety within the Oakland community.



## **COORDINATION**

The Office of the City Attorney and the Controller's Bureau were consulted in preparation of this report.

## **SUSTAINABLE OPPORTUNITIES**

***Economic:*** There are no economic opportunities identified in this report.

***Environmental:*** No environmental opportunities have been identified.

***Social Equity:*** This report provides valuable information to the Oakland community regarding enforcement and crime reduction efforts in their communities.

For questions regarding this report, please contact Reygan Harmon, Ceasefire Program Director, at 510-777-8675 and Nell Taylor, Fiscal Manager, 510-238-3288.

Respectfully submitted,

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Sean Whent  
Chief of Police  
Oakland Police Department

Prepared by:  
Reygan Harmon  
Program Director  
Ceasefire



May 27, 2015

Re: Oakland Police Department Spending Plan

Members of the Safety and Services Oversight Committee:

Thank you for the opportunity to present the Oakland Police Department's spending plan. The objectives outlined in the language of the Measure Z legislation provide guidance on outcomes that our efforts and staffing must address. Specifically, Measure Z outlines the following objectives:

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

**We seek to meet these objectives by funding staff that will be dedicated to implementing nationally recognized best practices and strategies to reduce the violent crimes outlined in the objectives and strengthen community-police relationships.** We will continue to focus on reducing serious violence as our top priority. At the same time, we want to limit the use of incarceration to the greatest extent possible, so we fully support the Human Services Division in their promise of help for those at highest risk of violence.

The allocation of \$13.15 million will be used to employ staff currently working on these efforts to reduce crime and strengthen community-police relationships. A significant amount of staff time will be used to implement the *Ceasefire* strategy. This strategy focuses on reducing gun violence by focusing community, social service and justice system partners on the small number of people at very highest risk of gun violence with the goal of keeping them alive, out of prison; and moving towards a better future. Because *Ceasefire* is a partnership based strategy, where police and community stakeholders are working together towards common goals, it has been shown to improve community-police relationships. *Ceasefire* is a national best practice and has a proven ability to reduce levels of gun violence while also decreasing recidivism for those at highest risk. In the past two years, this strategy has led to a **36.5%** reduction in homicides and a 26% reduction in non-fatal shootings.

Another aspect of our efforts to improve police-community relationships are the Procedural Justice and Police Legitimacy training. These training are based on the research of Yale Professors Tracey Meares and Tom Tyler, which demonstrate that the use of procedural justice in community-police interactions is proven to build community trust, increase voluntary compliance with the law and decrease re-offending. This Oakland Police training was co-developed with and is co-taught with community members. This training is the only course of its kind certified by California POST. The Oakland Police Department

recently began working with the California Department of Justice to include implicit bias in the training and make it available to police departments throughout California.

We realize that this training is only the *beginning*. The Oakland Police Department plans to use funding to co-create a multi-year trust building strategy, in partnership with the community, to implement the trainings in the field. The Oakland Police Department plans to work more closely with partners at Stanford to address implicit bias. The staffing funded by this \$13.15 million will work with non-Measure Z staff to meet these objectives.

Members of the Oakland Police Department look forward to working with the Measure Z Advisory Committee over the next several years.

Respectfully,

Sean Whent  
Chief of Police  
Oakland Police Department



## MEMORANDUM

**TO:** Safety and Services Oversight Committee    **FROM:** Peter Kim, Manager, Oakland Unite Human Services Department (HSD)

**SUBJECT:** Overview of Proposed Spending Plan    **DATE:** May 12, 2015

**Purpose:** The purpose of the attached report and supplemental materials are to provide the Safety and Services Oversight Committee (SSOC) with an overview of the proposed spending plan for Measure Z-funded violence intervention services and receive input.

**History:** Recommendations for strategy areas and overall funding amounts are based on a five-month planning process that has included:

- Internal review of evaluation and service data, including deliverables, demographics and client outcomes, as well as input from Program Officers on strategy strengths and gaps.
- Review of the draft Asset Inventory and Gaps Analysis prepared by Urban Strategies/Prevention Institute including determination of most highly stressed police beats based on crime, probation, and school district data (to be released on May 27).
- Review of recommendations provided by Resource Development Associates based on past evaluations and literature review of current best and evidence-based practices.
- Focus groups conducted by HSD staff with current Oakland Unite providers, clients, and other members of Measure Z target population to gather input of program effectiveness and areas for growth.
- Interviews with public partners (such as Probation, OPD, Ceasefire Steering Committee) to determine how Measure Z resources can best supplement and support broader City/County violence prevention efforts.

**Summary of Next Steps:**

- After receiving input, HSD will return to the SSOC on May 27 with a more detailed spending plan that includes projected service numbers.
- Pending SSOC approval, HSD hopes to present the detailed spending plan to the Public Safety Committee on June 23 and (pending approval) to Full Council on June 30.
- This timeline would allow for RFP release in mid-July/early August 2015, award recommendations to be made in October, and new contracts to begin January 2016.

**Information Attached:** To provide the SSOC with the information needed to make a decision, staff have prepared the following:

- *Overview* of Proposed HSD/Oakland Unite Service Spending Plan
- *Attachment A* provides a summary table of funding amounts by strategy and sub-strategy
- *Attachment B* provides visual of proposed strategy areas

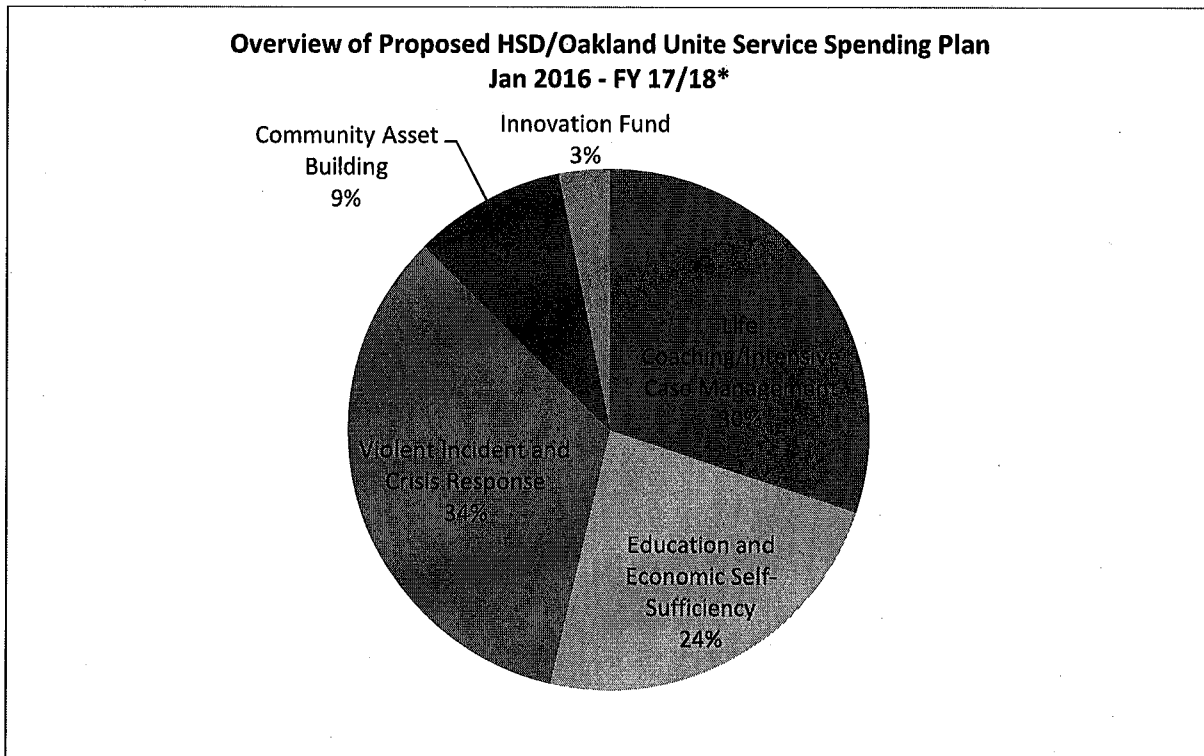
**OVERVIEW OF PROPOSED HSD/OAKLAND UNITE SERVICES SPENDING PLAN**

Measure Z, the 2014 Oakland Public Safety and Services Violence Prevention Act, was passed by the Oakland voters in November 2014. The objectives of Measure Z are to:

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

With respect to “Community-focused Violence Prevention and Intervention Services and Strategies,” the measure requires “Coordination of public systems and community-based social services with a joint focus on youth and young adults at highest risk of violence as guided by data analysis.”

Proposed service investments for the January 2016 through Fiscal Year 2018 break down as follows:



	Jan 2016 - June 2016	FY 16/17
Life Coaching/Intensive Case Management	\$1,187,500	\$2,433,904
Education and Economic Self-Sufficiency	\$925,000	\$1,895,883
Violent Incident and Crisis Response	\$1,335,000	\$2,736,220
Community Asset Building	\$372,500	\$763,477
Innovation Fund	\$123,491	\$253,107
<b>TOTAL</b>	<b>\$3,943,491*</b>	<b>\$8,082,591*</b>

\*Note: Please see Appendix A for a complete breakdown of proposed strategies and substrategies.

Proposed spending plan is based on two-year projected revenues from the Budget Office.



**HIGHLIGHT: What's New?**

- **Major Ceasefire investment:** over \$1.5 million annually for expanded case management, client leadership development, employment support, and coordination.
- **Increased overall focus on interventions serving those involved in and directly affected by violence,** such as Street Outreach and first response services for victims of gun violence, family violence, and sexual exploitation.
- **Increased emphasis on coordination** across providers, systems and community members through case conferencing and other built-in partnerships.
- **Even higher intensity case management services,** including shared standard of practice around assessment and engagement, small caseloads, longer service periods, and structured stipends.
- **Greater integration of mental health and family services** across interventions.
- **Training in evidence-based practices** for service providers to increase effectiveness.
- **Community capacity-building fund** to empower and engage clients, family members, and other residents in neighborhoods most affected by violence.
- **Innovation fund** to create space for emerging ideas and promising practices/programs in violence intervention to prove their effectiveness.

**HIGHLIGHT: Ceasefire Direct Investment Across Strategies**

The following direct investments will support expansion and sustainability of the City's Ceasefire effort, focusing on working intensively with young adults identified as at very highest risk of gun violence.

Ceasefire Direct Investment	Strategy Area	Estimated Annual Funding
Case Management	Life Coaching/Case Management	\$625,000
Client Incentives	Life Coaching/ Case Management	\$450,000
Leadership Council	Community Asset Building	\$175,000
Coordination	Violent Incident & Crisis Response	\$270,000
Job Developer/Retention Specialist	Educ. & Economic Self-Sufficiency	\$100,000
<b>Total</b>		<b>\$1,620,000</b>

**Complementary services that align with Ceasefire efforts include:**

- Estimated \$1.4 million annually in Street Outreach services
- Estimated \$525,000 annually for violent incident response (shooting and homicide)



- Estimated \$1 million annually in adult employment services with priority for Ceasefire clients
- Estimated \$300,000 annually in community engagement efforts that focus on neighborhoods that experience a disproportionate amount of gun violence.

Additionally, leveraged funds for Ceasefire include a state CalGRIP grant of \$1.5 million over three years to support mentorship development for Ceasefire clients.

**I. LIFE COACHING & INTENSIVE CASE MANAGEMENT**

**Goal:** To form deep, long-term relationships with highest risk youth and young adults, including coaching, advocacy, system navigation and connection to basic needs and resources.

**Measure Z Language:** “(a) Street outreach and case management to youth and young adults at high-risk of involvement in violence in order to connect individuals in need of employment, mental health, or educational services to needed programs”

**Population(s):**

- Youth/Young adult considering using or using violence to solve conflicts
- Youth/Young adult with a serious/violent offense returning to the community after incarceration

**Key Components:**

- Client-centered approach prioritizing safety, health and personal development
- Small caseloads (ratio 12:1)
- High intensity engagement (daily touch)
- 12-18 month service period
- Must use needs assessment to inform life/case plan
- Case conferencing required
- Incentivized participation for highest risk
- Coaching includes basic life skills as well as critical thinking, attitudes and behaviors

**Proposed Changes from Current Funding:**

- Case Management a stand-alone strategy area
- Even more strategic, defined referral mechanisms (points of entry)
- More emphasis on standard protocols for engagement and assessment
- More investment in structured client incentives for milestones
- More robust coordination across providers, strategies and systems

Sub-Strategies	Estimated Funding Jan - June 2016	Estimated Funding FY 16/17
Intensive Youth Case Management	\$500,000	\$1,024,802
Intensive Adult Case Management	\$687,500	\$1,409,102
<i>Subtotal</i>	<i>\$1,187,500</i>	<i>\$2,433,904</i>



**II. EDUCATION AND ECONOMIC SELF-SUFFICIENCY**

**Goal:** To connect highest risk youth and young adults with employment through skills and job readiness training, academic support, job placement, and strengthening employer relationships.

**Measure Z Language:** “(c) Reentry programs for youth and young adults, including case management, school support, job training and placement in order to reduce recidivism rates and improve educational and employment outcomes;”

**Population(s):**

- Youth/Young adult at highest risk of violence
- Youth/Young adult with a serious/violent offense returning to the community after incarceration

**Key Components:**

- Prioritize referrals from Oakland Unite Case Managers
- Employment Specialist at each agency works closely with client and Case Manager
- Employment Specialist must demonstrate capacity to effectively work with target population
- Case conferencing required
- Incentives for employment retention
- Funds to support client job readiness (travel, attire, tools, certification)
- Soft and hard skills training
- Paid job training/internships/transitional employment
- Long-term job placement and retention

**Proposed Changes from Current Funding:**

- Dedicated Job Developer/Retention Specialist to work with employers and Employment Specialists on creating jobs and career pathways that meet employer needs
- Focus on building employer-readiness that is aligned with client readiness
- Increasing capacity to successfully support high-risk individuals in employment through strong connection with dedicated case manager, training for employers, stipends

Sub-Strategies	Est. Funding Jan - June 2016	Est. Funding FY 16/17
Youth Employment/Academic Support	\$375,000	\$768,601
Adult Employment/Academic Support	\$550,000	\$1,127,282
<i>Subtotal</i>	<i>\$925,000</i>	<i>\$1,895,883</i>

**III. VIOLENT INCIDENT/CRISIS RESPONSE**

**Goal:** To provide individual and community support following a violent incident, with an eye to developing relationships that can interrupt retaliation and prevent future violence.

**Measure Z Language:** “(b) Crisis response, advocacy and case management for victims of crime (including domestic violence victims, commercially sexually exploited children, and victims of shootings





and homicides) with a strategic focus on reducing likelihood of being re-victimized” and “(d) Young children exposed to trauma or domestic and/or community violence.”

**Population(s)**

- Young child/adult experiencing violence in the home
- Young person being sexually exploited
- Youth/young adult who is shot
- Family, friends, community of young person who is shot or killed

**Key Components**

- Direct response to shooting victims, families of homicide victims, and those experiencing family violence within 24-48 hours of incident
- Outreach and support for individuals experiencing sexual exploitation
- Outreach and support to individuals and communities deeply impacted by gun violence
- Trained specialists in intense conflict mediation and violence interruption
- First response/outreach services integrated with longer-term clinical case management
- Emphasis on mental health services that also address holistic needs associated with aftermath of violence (housing, etc.)
- Strong coordination among those involved in incident response – including with Ceasefire efforts, Highland Hospital, OPD and other law enforcement entities, and community networks

**Proposed Changes from Current Funding:**

- Relocation pilot program for those at highest risk of immediate gun violence
- Increased coordination between homicide/shooting response, Street Outreach and Ceasefire efforts
- Street Outreach teams even more focused on incident response, violence interruption and community engagement
- Community healing circles following violent incident
- Integration of services for young children in family violence and homicide response

Sub-Strategies	Est. Funding Jan - June 2016	Est. Funding FY 16/17
Homicide/Shooting Response & Support Network	\$287,500	\$589,261
Street Outreach	\$735,000	\$1,506,458
Family Violence Intervention	\$225,000	\$461,161
Comm. Sexually Exploited Minor Intervention	\$87,500	\$179,340
<i>Subtotal</i>	<i>\$1,335,000</i>	<i>\$2,736,220</i>

**IV. Community Asset Building**

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



**Measure Z Language:** “Coordination of public systems and community-based social services with a joint focus on youth and young adults at highest risk of violence as guided by data analysis.”

**Population(s)**

- Providers in the Oakland Unite network
- Community members (parents, residents, educators) in neighborhoods most impacted by violence

**Key Components**

- Offer training, tools, and resources to providers that increase their effectiveness when working with high-risk clients
- Training may include: motivational interviewing, trauma-informed care, case planning, restorative justice techniques, BMoC informed practices
- Support structures, events, and trainings that develop and empower community leaders, helping them to be active partners in community-wide violence reduction
- Community capacity-building activities may include: Leadership Council for Ceasefire and Street Outreach, Peace in the Parks Program, training for parents and educators

**Proposed Changes from Current Funding**

- New strategy area that focuses on internal capacity of both providers and communities
- Intended to highlight best practices within the provider network and encourage learning new skills and shared approaches based on evidence

Sub-Strategies	Est. Funding Jan - June 2016	Est. Funding FY 16/17
Provider Network Skills and Capacity Building	\$100,000	\$204,960
Community Engagement and Support	\$272,500	\$558,517
<i>Subtotal</i>	<i>\$372,500</i>	<i>\$763,477</i>

**V. Innovation Fund**

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

**Population(s):** priority given to services focused on those affected by gun violence

**Key Components**

- Innovation programs/practices may include employment, diversion programs, social/political/cultural education, healing approaches, leadership development
- Mechanisms to capture lessons learned with an eye to informing future interventions

**Proposed Changes from Current Funding:**

- New strategy area to provide seed funds that incubate high potential programs/practices

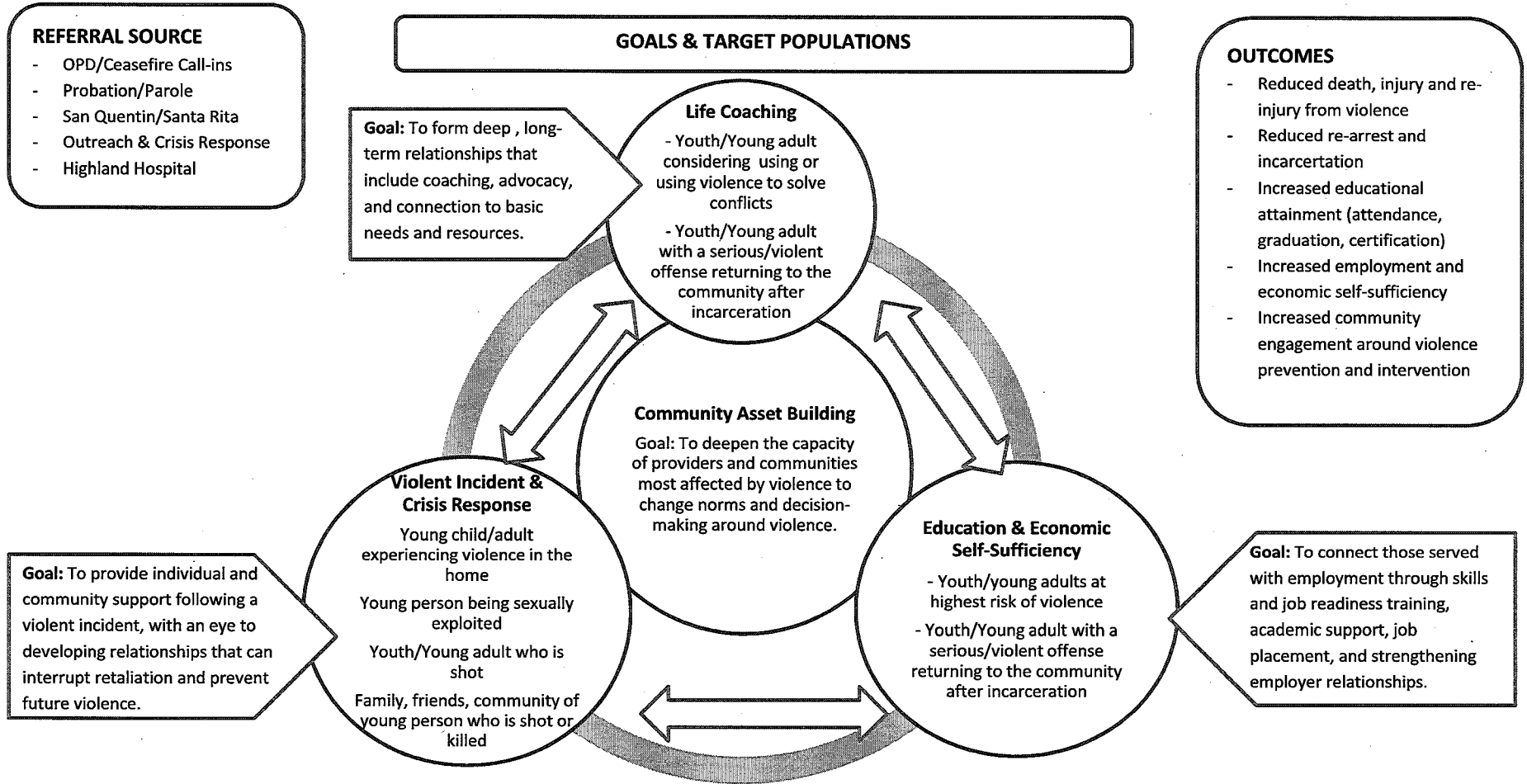
	Est. Funding Jan - June 2016	Est. Funding FY 16/17
<i>Subtotal</i>	<i>\$123,491</i>	<i>\$253,107</i>



**Attachment A: Overview of Proposed HSD/Oakland Unite Spending Plan Strategies and Substrategies**

<b>Overview of Proposed HSD/Oakland Unite Service Spending Plan</b>		
	<b>Jan 2016 - June 2016</b>	<b>FY 16/17</b>
<b>Life Coaching/Intensive Case Management</b>		
Intensive Youth Case Management	\$ 500,000	\$ 1,024,802
Intensive Adult Case Management	\$ 687,500	\$ 1,409,102
<i>Subtotal</i>	\$ 1,187,500	\$ 2,433,904
<b>Education and Economic Self-Sufficiency</b>		
Youth Employment/Academic Support	\$ 375,000	\$ 768,601
Adult Employment/Academic Support	\$ 550,000	\$ 1,127,282
<i>Subtotal</i>	\$ 925,000	\$ 1,895,883
<b>Violent Incident and Crisis Response</b>		
Homicide/Shooting Response and Support Network	\$ 287,500	\$ 589,261
Street Outreach	\$ 735,000	\$ 1,506,458
Family Violence Intervention	\$ 225,000	\$ 461,161
Commercially Sexually Exploited Minor Intervention	\$ 87,500	\$ 179,340
<i>Subtotal</i>	\$ 1,335,000	\$ 2,736,220
<b>Community Asset Building</b>		
Provider Network Skills and Capacity Building	\$ 100,000	\$ 204,960
Community Engagement and Support	\$ 272,500	\$ 558,517
<i>Subtotal</i>	\$ 372,500	\$ 763,477
<b>Innovation Fund</b>		
<i>Subtotal</i>	\$ 123,491	\$ 253,107
<b>TOTAL</b>	\$ 3,943,491	\$ 8,082,591

**Attachment B: Measure Z January 2016 – FY17-18 Proposed Strategy Areas**



**Attachment I:**

This attachment only includes the reports from HSD and not the research background materials that were included in the Safety and Services Oversight Commission's May 18<sup>th</sup> and May 27<sup>th</sup> packets. If you would like to review any of those additional materials, please follow the links below starting at the designated page numbers noted.

1. HSD May 18<sup>th</sup> full report here: <http://oaklandunite.org/wp-content/uploads/2015/04/Joint-Meeting-1-Final.pdf>. The HSD Materials start on page 129.
2. HSD May 27<sup>th</sup> full report here: <http://oaklandunite.org/wp-content/uploads/2015/04/SSOC-Meeting-May-27-2015-Packet.pdf> . The HSD materials start on page 6.



# AGENDA REPORT

**TO:** CLAUDIA CAPPIO  
INTERIM CITY ADMINISTRATOR

**FROM:** Sara Bedford

**SUBJECT:** Recommendations for Measure Z Violence  
Prevention Services Spending Plan

**DATE:** May 20, 2015

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City Administrator  
Approval

Date

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**COUNCIL DISTRICT:** City-Wide

## **RECOMMENDATION**

Staff recommends that the City Council receive and approve the Measure Z violence prevention program strategies, funding amounts, and the request for proposal process for the funding cycle for January 2016 through Fiscal Year 2017-18 described in this report.

## **EXECUTIVE SUMMARY**

This report provides City Council with recommendations on funding Measure Z violence intervention and prevention program strategies and the competitive request for proposal process for the two and half year funding cycle from January 2016 through Fiscal Years 2017-18.

The Human Services Department (HSD) developed these recommendations concerning strategies to prioritize and the process for allocating funds in collaboration with public partners. A competitive Request for Proposal (RFP) process is recommended for most strategies and services. The remaining is being recommended for direct allocation for programs and positions that are implemented by public institutional partners, or directly by the City.

## **OUTCOME**

Oakland Unite violence prevention programs funded under Measure Z will provide an array of intensive services to youth and young adults at highest risk of violence, with the goals of 1) reducing violence in Oakland among young people, and 2) creating a well-integrated violence intervention system, with strong links among social services, school district, police, workforce development, and criminal justice agencies. Council approval of this report that outlines the Measure Z violence prevention program strategies, funding amounts, and proposed allocation process will allow staff to issue a competitive request for proposals, with the goal of having new service contracts begin in January 2016.

Item: \_\_\_\_\_  
Public Safety Committee  
June 23, 2015

## **BACKGROUND/LEGISLATIVE HISTORY**

### ***Measure Z***

The 2014 Oakland Public Safety and Services Violence Prevention Act was passed by the Oakland voters in November 2014. The objectives of Measure Z are to:

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

Measure Z funds are generated through a special parcel tax along with a parking surcharge on commercial lots. The annual allocation of the revenues is as follows:

- 3% of total funds for audit, evaluation, and support of the Commission;
- \$2,000,000 for the Fire Department;
- 60% of the remainder for geographic policing, and
- 40% of the remainder for community-focused violence prevention and intervention services and strategies

Measure Z establishes a Public Safety and Services Violence Prevention Commission, whose members are charged with ensuring the proper revenue collection, spending and implementation of the programs mandated by the Ordinance. Among the Commission's duties is to receive and review priority spending plans for funds received through the ordinance, and to make recommendations to the Mayor and City Council on the spending plans prior to Council approval.

### ***Measure Z Funding Cycles***

HSD recommends that the vast majority of violence prevention grants be awarded through three competitive requests for proposals. HSD proposes the following funding cycles for Measure Z services:

- January 2016 – Fiscal Year 2017-18 (2.5 years)
- Fiscal Year 2018-19 – Fiscal Year 2020-21 (3 years)
- Fiscal Year 2021-22 – Fiscal Year 2023-24 (3 years)

Measure Z sunsets in December 2024; staff will make a recommendation to Council for the last full fiscal year of funding (July 2024–June 2025).

## **ANALYSIS**

### ***Planning Process***

HSD developed recommendations for strategy areas and overall funding amounts based on a five-month planning process that included:

- Internal review of evaluation and service data, including deliverables, demographics and client outcomes, as well as input from Program Officers on strategy strengths and gaps.

Item: \_\_\_\_\_  
Public Safety Committee  
June 23, 2015

- Review of the Asset Inventory and Gaps Analysis prepared by Urban Strategies/Prevention Institute including determination of most highly stressed police beats based on crime, probation, and school district data (*Attachments A, B and E*).
- Review of recommendations provided by Resource Development Associates based on past evaluations and literature review of current best and evidence-based practices (*Attachment C*).
- Focus groups and listening sessions conducted by HSD staff with current Oakland Unite service providers, clients, the Oakland Youth Commission, and other members of Measure Z target population to gather input of program effectiveness and areas for growth (*Attachment D*).
- Interviews with public and community partners such as Alameda County Probation, Oakland Unified School District, the Alameda County District Attorney's Office, the Oakland Police Department, Alameda County Public Health, Boys and Men of Color Initiative Coordinating Committee and the Ceasefire Steering Committee to determine how Measure Z resources can best supplement and support broader City/County violence prevention efforts (*Attachment D*).
- Additionally, information was collected from national experts on violence prevention and intervention, such as agency officials from Baltimore's Safe Streets Program, the Los Angeles Gang Reduction and Youth Development Program, Richmond's Office of Neighborhood Safety, New Orleans' Violence and Behavioral Health Division, Seattle's Youth Violence Prevention Initiative, and the Chicago One Summer Plus Program.

Information from all of the above sources has been integrated in the Proposed Services Spending Plan section of this report, which describes the recommended request for Proposal funding process and program strategies.

In order to maximize leveraging and coordination, the recommendations in this report have been made in consultation with other partners who fund violence prevention work such as Alameda County Probation and Oakland Unified School District. The recommendations are also crafted to align with the critical investments made across the prevention and intervention spectrum through Oakland Fund for Children and Youth, Head Start, the Public Safety Realignment Act (AB109), Workforce Investment Board and other critical funding streams. During the Request for Proposal process, staff will continue to consult with these partners to ensure alignment and develop additional leveraging opportunities.

#### ***Guiding Principles for Measure Z Resource Allocation***

In addition to the legislative language of Measure Z, the following principles guided the staff's planning process:

- **Focusing on the highest risk individuals most likely to be involved in and directly affected by violence.** This may include youth and young adults who experience violence, who are considering using violence to solve conflicts, and/or who are returning to their community after incarceration for a serious or violent offense.

Item: \_\_\_\_\_  
Public Safety Committee  
June 23, 2015



- **Supporting intensive interventions for these highest risk individuals.** Understanding that highest risk individuals often have high needs (including basic needs such as housing, food, education), intensive and comprehensive interventions are often required. Services must be individualized, by matching particular needs with appropriate interventions. Effective service provision relies on intense relationship building between participant and provider, where relationships are shaped by mutual trust, respect, accountability, and consistency.
- **Engage participants during defining moments when they are often most open to life changes.** Understanding that youth and young adults engaged in lifestyles of high-risk are often resistant to change, service providers and programs must capitalize on windows of opportunity for engagement – such as returning home after incarceration, losing a loved one to or being seriously injured by intense violence, or being “called-in” by law enforcement – by establishing strategic entry points for referrals.
- **Using Trauma-Informed Practices and Approaches.** Recognizing that many of these youth and young adults have histories of abuse and other trauma-inducing experiences, programs must be trauma-informed so that services can address the core issue.
- **Prioritizing resources for neighborhoods where violence is most prevalent.** The RFP will give priority to the police beats with the highest stressors, which historically and currently have had the highest incidence of shootings and homicides (*Attachment E*).
- **Emphasizing coordination among public and community service systems.** The RFP recommendations require coordination and communication across providers, public systems and community members through means such as case conferencing and other formal and informal mechanisms.
- **Utilizing data-driven analysis and outcome-based evaluation.** HSD staff regularly analyze grantee performance data and crime data, in partnership with OPD, to help guide program development, ensure a focus on highest risk individuals, and to monitor program outcomes.
- **Integrating family and community into service plans.** Family and community members play a vital role in the growth and development of youth and young adults. The RFP will require family and community involvement where appropriate, as well as incorporate opportunities for community engagement in community building projects and leadership development.
- **Using evidence-based programs and/or best practices.** In order to promote successful outcomes, the RFP will prioritize programs that demonstrate expertise and effectiveness in serving local communities, and also replicate evidence-based programs and/or utilize best practices in the field of violence prevention.
- **Encourage and support efforts towards innovation and improvement of programs and services.** Recognizing the need for continued refinement of services and strategies, the RFP will offer opportunities for innovative and emerging practices focused on violence prevention and intervention,

Item: \_\_\_\_\_  
Public Safety Committee  
June 23, 2015

## **PROPOSED SERVICE SPENDING PLAN: REQUEST FOR PROPOSAL PROCESS**

Staff recommends releasing the majority of funds (82%) for the January 2016 through Fiscal Year 2017-18 funding cycle through a competitive Request for Proposal (RFP) process and a separate Request for Qualifications (RFQ) Process. The remaining approximately 18% is being recommended for direct allocation for programs and positions that are implemented by public institutional partners.

For the RFP submission process:

- HSD will solicit proposals from nonprofit community-based and public agencies.
- Applicants will be required to demonstrate the highest level of capacity and a history of managing high quality programs in Oakland.
- As in the past, applicants will be required to demonstrate the ability to leverage an additional 20% in matching funds.
- Staff proposes to again use an on-line application and review process (through the existing Cityspan database) to streamline the process as well as the subsequent contract development process for successful applicants.
- A non-binding letter of intent to apply will be required by applicants in advance of a full proposal. This will allow staff to determine the resources needed for the review process.
- At least one bidders' conference will be held within two weeks of the release of the RFP.
- Staff will also provide on-going technical assistance through on-line FAQs throughout the application process.

For the RFP review process:

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

Item: \_\_\_\_\_  
Public Safety Committee  
June 23, 2015

**Proposed RFP Timeline**

RFP Activity	Estimated Date(s)
Release RFP	July 15, 2015
Bidder's Conference	July 27, 2015
Letter of Intent Due	August 3, 2015
Ongoing Technical Assistance	July 16 – September 1, 2015
Proposals Due	September 2, 2015
Review Process	September 3 – October 7, 2015
Notification of Recommendations	October 8, 2015
Appeals Due	October 13, 2015
Recommendations to Safety and Services Oversight Committee	October 19, 2015
Recommendations to Public Safety/Full Council	October 27 / November 3, 2015
Contract Negotiations and Execution	November 3 – December 31, 2015
Contract Start Date	January 1, 2016

For the RFQ submission and review process: Once the RFP for violence prevention and intervention services is finalized, HSD will release a separate Request for Qualifications to solicit applicants to provide training and technical assistance to selected applicants – please see *Strategy Area IV* for details.

**PROPOSED SERVICE SPENDING PLAN: STRATEGY AREAS & ALLOCATIONS**

Staff recommends allocating funding in five general strategies:

- I. Life Coaching/Intensive Case Management
- II. Education and Economic Self-Sufficiency
- III. Violent Incident and Crisis Response
- IV. Community Asset Building
- V. Innovation Fund

Below is an overarching description of each Strategy Area. Please see *Attachment F* for a visual overview of Strategy Areas, *Attachment G* for summary of proposed investments, and *Attachment H* for details of each sub-strategy, including best practices and referral sources.

The charts in this report include recommended sub-strategies, along with projected annual number of participants served and recommended annual funding allocation. As the proposed funding cycle is 2.5 years (January 2016 through June 2018) due to the 6-month extension of

Item: \_\_\_\_\_  
 Public Safety Committee  
 June 23, 2015

Measure Y grant agreements, the numbers served and the annual funding allocations will be prorated for the first 1.5 year grant period, and adjusted to reflect revised revenue projections.

**Strategy Area I: Life Coaching/Intensive Case Management**

**Goal:** To form deep, long-term relationships with highest risk youth and young adults, including coaching, advocacy, system navigation and connection to basic needs and resources.

**Measure Z Language:** “(a) Street outreach and case management to youth and young adults at high-risk of involvement in violence in order to connect individuals in need of employment, mental health, or educational services to needed programs”

**Population(s):**

- Youth /young adults considering using or using violence to solve conflicts
- Youth/young adults with a serious/violent offense returning to the community after incarceration

**Key Components:**

- Client-centered approach prioritizing safety, health and personal development
- Small caseloads (ratio 12:1)
- High intensity engagement (daily touch)
- 12-18 month service period
- Must use needs assessment to inform life/case plan
- Case conferencing required
- Incentivized participation for highest risk
- Coaching includes basic life skills as well as critical thinking, attitudes and behaviors
- Comprehensive supports including systems navigation, legal advocacy, and resource brokerage
- Support for undocumented immigrants in accessing legal assistance and other available resources, such as U Visa application if applicable

**Proposed Changes from Current Funding:**

- Case Management a stand-alone strategy area
- Even more strategic, defined referral mechanisms (points of entry)
- More emphasis on standard protocols for engagement and assessment
- More investment in structured client incentives for milestones
- More robust coordination across providers, strategies and systems
- Staff recommends that the stipend program for highest risk adults be directly allocated to a local foundation to be named pending further discussions

Item: \_\_\_\_\_  
Public Safety Committee  
June 23, 2015

**Leveraging and Alignment Opportunities:** Staff has had preliminary conversations with the Alameda County Probation (ACP) about leveraging opportunities for youth and young adults served in this strategy. Staff have met to ensure that strategies are in alignment with ACP priorities and resources and will continue to work with ACP to explore leveraging opportunities associated with realignment funds. Additionally, funds from a state CalGRIP grant awarded to HSD and OPD in 2015 will support 1 Ceasefire Case Manager in HSD from January 2016-December 2017. Staff is recommending allocating remaining FY15-16 Measure Z funds (see Cost Summary section) to continue support for this position and ensure continuity for participants.

**Life Coaching/Intensive Case Management Allocations**

Sub-strategy	Number of Agencies and/or Positions	Projected Annual # Served	Estimated Annual Funding
Intensive Youth Case Management	Direct Allocation to OUSD*	320**	\$ 80,000
	Direct Allocation to Probation*	320**	\$ 90,000
	RFP for 2-4 Agencies	320	\$ 920,000
	<b>Subtotal</b>	<b>320</b>	<b>\$ 1,090,000</b>
Intensive Adult Case Management	Direct Allocation to HSD for 3 Case Managers***	45	\$ 300,000
	RFP to 1-2 Agencies to serve High Risk Individuals (6 Case Mgrs)	120	\$ 300,000
	RFP for 1-2 Agencies to serve Highest-Risk Individuals (6 Case Mgrs)	90	\$ 325,000
	Direct Allocation for Stipend Program for Highest Risk	120**	\$ 450,000
	<b>Subtotal</b>	<b>255</b>	<b>\$ 1,375,000</b>
<b>Strategy Area Total</b>		<b>575</b>	<b>\$ 2,465,000</b>

\* Direct allocation to these partners ensures robust coordination and alignment of public systems with intensive youth case management strategy

\*\* Clients served will be a subset of clients served elsewhere, and thus are not included in the projected total annual service numbers.

\*\*\*4<sup>th</sup> Case Manager funded through CalGRIP for 2 years and Measure Z for 1 year

**Strategy Area II: Education and Economic Self-Sufficiency**

**Goal:** To connect highest risk youth and young adults with employment through skills and job readiness training, academic support, job placement, and strengthening employer relationships.

Item: \_\_\_\_\_  
 Public Safety Committee  
 June 23, 2015

**Measure Z Language:** “(c) Reentry programs for youth and young adults, including case management, school support, job training and placement in order to reduce recidivism rates and improve educational and employment outcomes”

**Population(s):**

- Youth/Young adult at highest risk of violence
- Youth/Young adult with a serious/violent offense returning to the community after incarceration

**Key Components:**

- Prioritize referrals from Oakland Unite Case Managers
- Employment Specialist at each agency works closely with client and Case Manager
- Employment Specialist must demonstrate capacity to effectively work with target population
- Employment providers are required to include educational supports, either as an internal component of their service delivery or through a formal partnership with other agency
- Educational achievement can include tutoring, academic case planning, credit recovery, GED attainment, specialized skills certification, post-secondary alternatives, etc.
- Case conferencing required
- Incentives for employment retention
- Funds to support client job readiness (travel, attire, tools, certification)
- Soft and hard skills training
- Paid job training/internships/transitional employment
- Long-term job placement and retention
- Summer youth employment

**Proposed Changes from Current Funding:**

- Dedicated Business/Community Liaison to work with employers and funded employment agencies on creating jobs and career pathways that meet employer needs
- Focus on building employer-readiness that is aligned with client readiness
- Increasing capacity to successfully support high-risk individuals in employment through strong connection with dedicated case manager, training for employers, stipends
- Combined youth and young adult services to support continuity of services for clients
- Increased emphasis on education and certification support linked to employment for youth and adults

**Leveraging and Alignment Opportunities:** Staff have had preliminary conversations with the Workforce Investment Board and OUSD on leveraging additional resources and will include relevant opportunities or requirements in the Request for Proposals.

Item: \_\_\_\_\_  
Public Safety Committee  
June 23, 2015

**Education and Economic Self-Sufficiency Allocations**

Sub-strategy	Number of Agencies and/or Positions	Projected Annual # Served	Estimated Annual Funding
Employment/ Education Support	RFP for 3-6 Agencies	450	\$ 1,750,000
	Business/Community Liaison	N/A	\$ 100,000
	<b>Subtotal</b>	<b>450</b>	<b>\$ 1,850,000</b>
<b>Strategy Area Total</b>		<b>450</b>	<b>\$ 1,850,000</b>

**Strategy Area III: Violent Incident and Crisis Response**

**Goal:** To provide individual and community support following a violent incident, with an eye to developing relationships that can interrupt retaliation and prevent future violence.

**Measure Z Language:** “(b) Crisis response, advocacy and case management for victims of crime (including domestic violence victims, commercially sexually exploited children, and victims of shootings and homicides) with a strategic focus on reducing likelihood of being re-victimized” and “(d) Young children exposed to trauma or domestic and/or community violence.”

**Population(s)**

- Young child/adult experiencing violence in the home
- Young person being sexually exploited
- Youth/young adult who is shot or seriously injured from violence
- Family, friends, community of young person who is shot or killed
- Young person considering using violence to solve problems
- Young person at highest risk for intense violence

**Key Components**

- Direct response to shooting victims, families of homicide victims, and those experiencing family violence within 24-48 hours of incident
- Outreach and support for individuals experiencing sexual exploitation
- Outreach and support to individuals and communities deeply impacted by intense violence
- Trained specialists in intense conflict mediation and violence interruption
- First response/outreach services integrated with longer-term clinical case management
- Emphasis on mental health services that also address holistic needs associated with aftermath of violence (housing, etc.)
- Strong coordination among those involved in incident response – including with Ceasefire efforts, Highland Hospital, OPD and other law enforcement entities, and community networks

Item: \_\_\_\_\_  
 Public Safety Committee  
 June 23, 2015

- Support for undocumented immigrants who are victims of crime, including assistance with U Visa application.

**Proposed Changes from Current Funding:**

- Relocation pilot program for those at highest risk of immediate intense violence
- Increased coordination between homicide/shooting response, Street Outreach and Ceasefire efforts
- Extended age range (12-35) and greater number of shooting victims referred through Highland Hospital to be served with distinct service categories depending on client need and risk-level
- Street Outreach teams even more focused on targeted incident response, violence interruption and community engagement, with added layers of training and supervision
- Integration of services for young children exposed to intense violence in family violence and homicide response strategies

**Leveraging and Alignment Opportunities:** HSD staff will work with funded agencies to ensure that funds available through Medi-Cal and the California Victim Compensation Program are fully leveraged to support program activities. Staff will coordinate and align efforts with the Family Justice Center and the District Attorney’s Office.

Additionally, funds from a federal Office of Juvenile Justice and Delinquency Prevention grant awarded to HSD in 2015 will support Street Outreach activities (uniforms, materials) from January 2016 through December 2016. Staff will also work with the Mayor’s Office to ensure that RFP services are complementary to the recent General Purpose Fund allocation to services for Commercially Sexually Exploited Children.

**Violent Incident and Crisis Response Allocations**

Sub-strategy	Number of Agencies and/or Positions	Projected Annual # Served	Estimated Annual Funding
Homicide/Shooting Response & Support Network	RFP for 1-2 Agencies to do homicide response	250	\$ 300,000
	RFP for 1-2 Agencies to do shooting response	100	\$ 125,000
	RFP for 1 Agency to do Relocation	100*	\$ 100,000
	<b>Subtotal</b>	<b>350</b>	<b>\$ 525,000</b>
Street Outreach	Direct Allocation to HSD for VPNC & Services Liaison	250*	\$ 270,000
	RFP for 1-2 Agencies	250	\$ 1,116,686
	<b>Subtotal</b>	<b>250</b>	<b>\$ 1,386,686</b>

Item: \_\_\_\_\_  
 Public Safety Committee  
 June 23, 2015



Family Violence Intervention	RFP for 1-2 Agencies	1,000	\$ 450,000
	<b>Subtotal</b>	<b>1,000</b>	<b>\$ 450,000</b>
Comm. Sexually Exploited Children (CSEC) Intervention	RFP for 1-2 Agencies	200	\$ 175,000
	<b>Subtotal</b>	<b>200</b>	<b>\$ 175,000</b>
<b>Strategy Area Total</b>		<b>1,800</b>	<b>\$ 2,536,686</b>

*\* Note: Clients served will be a subset of clients served elsewhere, and thus are not included in the projected total annual service numbers.*

**Strategy Area IV: Community Asset Building**

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

**Measure Z Language:** “Coordination of public systems and community-based social services with a joint focus on youth and young adults at highest risk of violence as guided by data analysis.”

**Population(s)**

- Providers in the Oakland Unite network
- Community members (parents, residents, educators) in neighborhoods most impacted by violence

**Key Components**

- Through the “Provider Network and Capacity Building” sub-strategy, offer training, tools, and resources to providers that increase their effectiveness when working with high-risk clients
- Training may include: motivational interviewing, trauma-informed care, case planning, restorative justice techniques, using BMoC informed practices
- Support structures, events, and trainings that develop and empower community leaders, helping them to be active partners in community-wide violence reduction
- In the “Community Engagement” sub-strategy, activities will include a Client Leadership Council for Ceasefire and Street Outreach to deepen client involvement in citywide violence prevention strategies and to support client’s personal development
- Community engagement will build upon previous efforts of the City and County Neighborhoods Initiative (CCNI) and include an expansion of the Peace in the Parks Program, increasing outreach and support to parents and residents in neighborhoods experiencing disproportionate levels of violence to replicate and build on the successful summer parks program model

Item: \_\_\_\_\_  
 Public Safety Committee  
 June 23, 2015

- Position in the Mayor’s office will ensure coordination across City departments and alignment of Measure Z funded services with the Mayor’s Policy Initiatives.

**Proposed Changes from Current Funding**

- New strategy area that focuses on internal capacity of both providers and communities
- Intended to highlight best practices within the provider network and encourage learning new skills and shared approaches based on evidence
- HSD proposes that funds in the “Provider Network and Capacity Building” sub-strategy be awarded through a separate Request for Qualifications process. This RFQ would solicit applicants to provide training and technical assistance to violence prevention and intervention service providers who are successful in the RFP process.

**Leveraging and Alignment Opportunities:** The “Community Engagement” sub-strategy will build on continued investments made by the Alameda County Public Health Department through the City and County Neighborhoods Initiative (CCNI) to support resident engagement and empowerment.

**Community Asset Building Allocations**

Sub-strategy	Number of Agencies and/or Positions	Projected Annual # Served	Estimated Annual Funding
Provider Network Skills and Capacity Building	RFQ for 2-6 Agencies	200	\$ 200,000
	<b>Subtotal</b>	<b>200</b>	<b>\$ 200,000</b>
Community Engagement and Support	Direct Allocation to HSD for Parks Program Coordinator	300	\$ 120,000
	RFP or Direct Allocation for Resident Leadership Development (CCNI)	300*	\$ 215,000
	RFP for 1 Agency for Leadership Council	20	\$ 170,000
	Direct Allocation for Mayor's Public Safety Advisor	N/A	\$ 83,314
	<b>Subtotal</b>	<b>720</b>	<b>\$ 588,314</b>
	<b>Strategy Area Total</b>	<b>920</b>	<b>\$ 788,314</b>

*\* Clients served will be a subset of clients served elsewhere, and thus are not included in the projected total annual service numbers.*

Item: \_\_\_\_\_  
 Public Safety Committee  
 June 23, 2015

**Strategy Area V: Innovation Fund**

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

**Population(s):** services must be focused on individuals communities most affected by violence

**Key Components**

- Innovation programs/practices may include employment, diversion programs, social/political/cultural education, healing approaches, leadership development
- Mechanisms to capture lessons learned with an eye to informing future interventions

**Proposed Changes from Current Funding:**

- New strategy area to provide seed funds that incubate high potential programs/practices
- Offers opportunity for creative approaches towards serving hyper-marginalized populations disproportionately impacted by violence that OU programming have had challenges in engaging (i.e.: undocumented youth and young adults, LGBTQ, CSEC, young children, etc.).

**Innovation Fund Allocation**

	Number of Agencies and/or Positions	Projected Annual # Served	Estimated Annual Funding FY
Innovation Fund	RFP for 1-3 Agencies	100	\$ 246,981
	<b>Subtotal</b>	<b>100</b>	<b>\$ 246,981</b>
	<b>Strategy Area Total</b>	<b>100</b>	<b>\$ 246,981</b>

Item: \_\_\_\_\_  
 Public Safety Committee  
 June 23, 2015

**Highlight: Direct Investment in Ceasefire Across Strategies**

The following direct investments (20% of the overall investment) will support expansion and sustainability of the City’s Ceasefire effort, focusing on working intensively with young adults identified as at very highest risk of gun violence.

Ceasefire Direct Investment	Strategy Area	Projected Annual # Served	Estimated Annual Funding FY 2016-17
Direct Allocation to HSD for 3 Case Managers*	Life Coaching/ Intensive Case Mgmt	45	\$ 300,000
RFP for 1-2 Agencies to serve Highest-Risk Population (6 Case Managers)	Life Coaching/ Intensive Case Mgmt	90	\$ 325,000
Direct Allocation for Stipend Program for Highest Risk	Life Coaching/ Intensive Case Mgmt	120**	\$ 450,000
Business/Community Liaison	Edu/Econ. Self-Sufficiency	N/A	\$ 100,000
Direct Allocation to HSD for Violence Prevention Network Coordinator & Services Liaison	Violent Incident and Crisis Response	250**	\$ 270,000
RFP for 1 Agency for Leadership Council	Community Asset Building	20	\$ 170,000
<b><i>Ceasefire Total</i></b>		<b><i>155</i></b>	<b><i>\$ 1,615,000</i></b>

\* 4<sup>th</sup> HSD Case Manager funded by CalGRIP grant for 2 years; and Z funding for 1 year

\*\*Note: Clients served will be a subset of clients served elsewhere, and thus are not included in the projected total annual service numbers.

**Complementary services that align with Ceasefire efforts include:**

- Estimated \$1.4 million annually in Street Outreach services
- Estimated \$535,000 annually for violent incident response (shooting and homicide)
- Estimated \$1.7 million annually in youth and adult employment services with priority for Ceasefire clients
- Estimated \$300,000 annually in community engagement efforts that focus on neighborhoods that experience a disproportionate amount of gun violence.

Additionally, leveraged funds for Ceasefire include a state CalGRIP grant of \$1.5 million over three years to support case management and mentorship development for Ceasefire clients. Staff will return with recommendations to continue support for this work if new funding cannot be identified when the grant ends in December 2017.

Item: \_\_\_\_\_  
 Public Safety Committee  
 June 23, 2015

**Highlight: Direct Investment in Commercially Sexually Exploited Children (CSEC)**

The following direct investments (4% of the overall investment) will support outreach and intensive support to young people experiencing commercial sexual exploitation.

CSEC Direct Investment	Strategy Area	Projected Annual # Served	Estimated Annual Funding
RFP for 1-2 Agencies	Violent Incident and Crisis Response	200	\$ 175,000
CSEC Youth Case Management*	Life Coaching/ Intensive Case Management	Estimated 50-60	\$ 172,500
<b>CSEC Total</b>		<b>260</b>	<b>\$ 347,500</b>

\*An estimated 2-3 Case Managers in the youth Life Coaching/Intensive Case Management Strategy will be explicitly assigned to serve CSEC.

**Summary**

For the two and a half year funding cycle beginning in January 2016, staff recommends that 82% of available funding be allocated through a competitive request for proposal process. Direct allocation is recommended to the following positions and programs:

- Oakland Unite Peace in the Parks Program (Department of Human Services)
- Violence Prevention Network Leader and Street Outreach/Ceasefire Service Liaison (Department of Human Services)
- Two Case Managers and Lead Ceasefire Case Manager/Outreach Developer (Department of Human Services)
- Juvenile Justice Center (JJC) Program Manager (Oakland Unified School District)
- Alameda County Probation Department Juvenile Justice Program Manager
- High Risk Adult Participant Stipend Program (Foundation TBD)

**PUBLIC OUTREACH/INTEREST**

Staff plans to present this item to the Measure Z Oversight Committee on May 27, 2015, in Oakland City Hall, Hearing Room 1, and the Public Safety Committee at their meeting on June 23, 2015 (meeting place TBD). In addition, HSD staff conducted a five-month public input and planning process – please see *Attachment D* for details.

Item: \_\_\_\_\_  
 Public Safety Committee  
 June 23, 2015

## COORDINATION

The City Attorney's Office, Budget Office, City Administrator, and OPD were consulted in the preparation of this report and resolution. Oakland Unite violence prevention efforts are done at multi-agency collaborative tables, and coordinated with OPD and other law enforcement entities. As noted above, the planning process that led to the recommendations in this report included coordination with key stakeholders (*Attachment D*).

## COST SUMMARY/ IMPLICATIONS

The allocations recommended in this report will be supported by restricted funds collected for violence prevention programs as authorized by the voter initiative Measure Z, the 2014 Oakland Public Safety and Services Violence Prevention Act.

The Budget Office currently projects Measure Z revenue for Fiscal Year 2015-2016 and Fiscal Year 2017-2018 to be an estimated \$24,658,021 and \$25,207,875 respectively. Of this total, three percent is set aside annually for audit and evaluation of the programs, strategies and services funded by this measure, and to support the work of the Commission. Of the remaining 97%, \$2,000,000 annually is allocated to the Fire Department; after which 60% is set aside for the Oakland Police Department.

The remaining portion goes to HSD for violence prevention and intervention programs. The projected HSD portion is projected to be \$8,763,412 in Fiscal Year 2015-2016 and \$8,980,656 in Fiscal Year 2016-2017. After 10% administrative costs are allocated to HSD (\$876,331 in Fiscal Year 2015-2016 and \$898,066 Fiscal Year 2016-2017), approximately \$7,886,981 is available for violence intervention and prevention programs in Fiscal Year 2015-2016 and \$8,082,590 in Fiscal Year 2016-2017.

The proposed service allocations in this report for January 2016 through June 2016 are based on half of the projected program funding available in Fiscal Year 2015-2016 (\$3,943,490). Service allocations in Fiscal Year 2016-2017 are double the amount allocated for January-June 2016, plus a 2.5% increase based on projected revenue increases. Revenue projections are not yet available for the final year, Fiscal Year 2017-2018. If revenue projections change, either positively or negatively, staff recommends all allocations be adjusted by the same percentage amount.

The Safety and Services Oversight Commission authorized the use of \$2,407,832 (pending Council approval) from Fiscal Year 2015-2016 funds to extend programs funded under Measure Y from July 1, 2015 through December 31, 2015 while this spending plan and the subsequent request for proposals could be approved and carried out. Staff will return to Council with a recommendation for use of any remaining Fiscal Year 2015-2016 Measure Z funds (an estimated \$1.5 million).

Item: \_\_\_\_\_  
Public Safety Committee  
June 23, 2015

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

Informed by evidence-based practices and leading models of violence prevention and intervention, Oakland Unite programs have proven effective in reducing rates of recidivism and arrests for violent crimes among participants, while increasing rates of engagement in employment and education programs.

The Measure Y independent evaluator, Research Development Associates (RDA), is charged with conducting an evaluation of Measure Y and the Oakland Unite violence prevention programs. RDA released the *Oakland Unite Retrospective Evaluation Report: 2005-2013*, for the purpose of reflecting on the impact of the measure over time. This report was presented to the Public Safety Committee on October 28, 2014. *Attachment C* contains an updated overview of evaluation findings prepared by RDA, along with recommendations based on those findings and a review of best practices.

Key evaluation findings include:

- Oakland Unite used data to target its programs to individuals who are at higher risk for justice system involvement. As a result, over time, Oakland Unite served older clients; a greater proportion of men and boys compared to women and girls; and a greater proportion of clients with histories of justice system involvement.
- Oakland Unite participants were less likely to be arrested or convicted of any new offense—either violent or non-violent—after participating in an Oakland Unite program, with particularly striking decreases in the percentage of clients arrested or convicted for violent offenses.

This report incorporates a number of the recommendations made by evaluators, including:

- Clearer definition of target population through more defined referral sources
- Build professional capacity among providers and CBOs
- Increase coordination and communication among providers and key partners
- Increase emphasis on job placement/retention and focus on partnerships with employers
- More consistent use of evidence-based practices across all strategies, including shared assessment protocols and intensive relationship-centered interventions

## **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 around recidivism reduction, educational achievement, and employment 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.

Item: \_\_\_\_\_  
Public Safety Committee  
June 23, 2015

**Environmental:** By expanding social services to and improving opportunities for those most impacted by violence, marginalized communities are made safer, healthier, and stronger through the sustained development of its most disenfranchised members. Safer neighborhood conditions contribute to the growth and revitalization of our communities.

**Social Equity:** Oakland Unite programs assist youth, young adults, and families in Oakland in achieving a greater degree of social equity by improving school performance, expanding employment opportunities and providing comprehensive support services in the areas of mental health, legal advocacy, crisis response, and intensive case management.

For questions regarding this report, please contact Peter Kim, Oakland Unite Manager, at 510-238-2374.

Respectfully submitted,

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**SARA BEDFORD**

Director, Human Services Department

Reviewed by:

Peter Kim, Oakland Unite Manager

Prepared by:

Dyanna Christie, Planner

Josie Halpern-Finnerty, Planner

**ATTACHMENTS:**

**Attachments A and B** – Asset Inventory and Gaps Analysis prepared by Urban Strategies/Prevention Institute

**Attachment C** – Evaluation Review and Recommendations Memo prepared by Resource Development Associates

**Attachment D** – Memo on Community Input by Bright Research Group

**Attachment E** – Stressors Map by Urban Strategies

**Attachment F** – Visual Overview of Strategy Areas

**Attachment G** – Summary of Proposed Investments

**Attachment H** – Sub-strategy Details

Item: \_\_\_\_\_

Public Safety Committee

June 23, 2015