



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: OFCY 2022-2025 Strategic
Investment Plan

DATE: October 18, 2021

City Administrator Approval

Date: Nov 4, 2021

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution To Adopt The 2022-2025 Strategic Investment Plan Of The Oakland Fund For Children And Youth As Approved By The Planning And Oversight Committee.

EXECUTIVE SUMMARY

The Oakland Fund for Children and Youth (OFCY) Planning and Oversight Committee (POC) is forwarding the 2022-2025 Strategic Investment Plan addressing the four goals of OFCY outlined in the City Charter Section 1303.1:

- 1) Support the healthy development of young children
- 2) Help children and youth succeed in school and graduate from high school
- 3) Prevent and reduce violence, crime and gang involvement among children and youth
- 4) Help youth transition to productive adulthood

The full OFCY 2022-2025 Strategic Investment Plan (Plan) is provided as **Attachment A** to the report. The chart *OFCY Strategies Contribute to More Equitable Outcomes* is provided as **Attachment B**. The appendix to the Plan, the *Community Needs Assessment – Racial Equity Analysis* (CNA-REA) is available on the website www.ofcy.org. A Request for Proposals (RFP) for services during the approved grant period 2022-2025 will be released in December 2021 based on the Strategic Investment Plan.

Adoption of the Plan will expand support for family engagement programming and trauma informed services for families with young children, continue investments in high-quality school-based afterschool programs and focus strategies to support student wellness and success in higher need middle and high schools, focus funding for violence prevention programming, continue youth development and leadership ensuring safe spaces for priority and vulnerable youth, and provide economic opportunities and pathways to employment through the two career access strategies designed for high school and opportunity youth.

The City's long-term investment through OFCY in positive youth development is primary violence prevention that addresses the well-being and safety of children, youth, and families. The 2022-2025 Plan emphasizes creative, innovative and culturally affirmative programming and opportunities for youth development, supports safe community spaces as centers for furthering learning and empowerment, and fosters youth leadership in social justice efforts.

OFCY is adding a strategy to specifically focus on primary violence prevention through youth leadership, peer to peer education and support, and restorative justice. OFCY is further focusing resources to support prevention and wellness efforts designed to engage the middle school age group. Funding for high school aged youth will center wellness efforts and youth's mental health and support, as well as youth leadership to complement violence interruption services at specific schools and additional high school communities focused on more equitable educational outcomes. These strategies are framed to align with the Department of Violence Prevention (DVP) but not duplicate efforts, and may present further opportunities to coordinate with the DVP.

OFCY strategies are a result of youth voice, community and stakeholder input and aligned with the key youth related recommendations from the Reimagining Public Safety Task Force. The Plan establishes priority populations with focus on serving Black and Latinx children and youth, children in low-income households, and communities of East and West Oakland. These strategies will offer support for programs centering Black youth, ensure culturally and linguistically-responsive programming for youth and families of color, and ensure opportunities to support specific needs of LGBTQ youth, newcomers, and children and youth experiencing housing insecurity, exposed to violence or commercial sexual exploitation, and foster youth.

BACKGROUND / LEGISLATIVE HISTORY

The Oakland Fund for Children and Youth was established to address the well-being of children and youth by voter approval of the Kids First! Oakland Children's Fund Amendment in 1996. Oakland City Charter Article XIII was extended by the City Council on March 3, 2020 (Ordinance No. 13588 C.M.S.), for a third twelve-year term through June 30, 2033. The legislation identifies the Oakland Fund for Children and Youth as the "Fund" receiving revenues appropriated as specified in the Act. OFCY is overseen by a 17-member public commission composed of one youth and one adult appointee per Council member, and one appointee by the Mayor. The Planning and Oversight Committee (POC) is responsible for the completion of a three-year Strategic Investment Plan, the solicitation of proposals for funding to implement the Plan through an open and fair application process, and the selection of the recommended grant awards for Council's approval.

Article XIII of the Oakland City Charter requires the POC to develop a three-year Strategic Investment Plan (Plan) with the involvement of young people, parents, and service providers throughout the city. The current OFCY 2019-2022 Strategic Investment Plan was adopted by the City Council on October 20, 2015 (Resolution No. 85844 C.M.S.). The OFCY 2022-2025 Strategic Investment Plan will provide the framework for the allocation of OFCY funds and guide the development of the next OFCY RFP for the selection of grants for the July 1, 2022 through June 30, 2025 grant period. The OFCY RFP release is planned for December 2021. The POC approved the 2022-2025 Plan in October and is forwarding it to the City Council for adoption.

ANALYSIS AND POLICY ALTERNATIVES

The ad-hoc strategic planning subcommittee of the POC was formed in December 2020 and met monthly for in-depth examination of data, disparities, and equity indicators relating to children, youth and family outcomes in education, financial stability, health and community safety. The Community Needs Assessment - Racial Equity Analysis (CNA-REA) report, prepared by Hatchuel Tabernik & Associates (HTA), synthesized racial equity data and input from community engagement and is available on the website at www.ofcy.org.

OFCY prioritized community engagement through a series of community forums and outreach efforts which engaged over 300 community members from March through June 2021. Additional input was obtained through the monitoring of the Reimagining Public Safety Task Force, system conversations, and key interviews with stakeholders from the City of Oakland, Oakland Unified School District (OUSD), collective impact tables, and others such as Oakland Thrives, Oakland Starting Smart and Strong, the Oakland Literacy Coalition, and First 5 of Alameda County to advance collaboration in the development and implementation of strategies. City department leaders and officials interviewed include:

- Department of Human Services
- Department of Violence Prevention
- Oakland Parks Recreation and Youth Development (OPRYD).
- Oakland Workforce Development Board (OWDB)
- Office of the Mayor
- Oakland City Councilmembers

The Population of Children and Youth

The POC review of current data on the changing demographics in Oakland and dramatic racial and geographic disparities in access to resources and outcomes is documented in the CNA-REA found at www.ofcy.org. The 2019 American Community Survey 5-year population estimate for Oakland totals youth ages 0-19 to 94,741, and provides a demographic breakdown for race/ethnicity as 23% African American, 42% Latinx, 9% Asian/Pacific Islander, and 27% White.

Based on the outcome data mapped across Oakland, youth growing up in East and West Oakland neighborhoods face the highest levels of poverty, environmental stressors, and arrests, and the poorest outcomes for early development, health, school success, and transitions to adulthood. Families that are housing burdened are most likely to live in East Oakland and to be Black/African American or Latinx. Gentrification is contributing to significant demographic shifts in the city, affecting most significantly Black, Latinx, and Native American communities. Black youth bear the highest burdens when considering poverty, environmental degradation, and interactions with punitive systems (i.e. suspensions and arrests).

Insufficient income has a negative impact on the social determinants of health, academic achievement, personal development, and well-being of children and youth in Oakland, disproportionately affecting youth of color in East, Central, and West Oakland communities south of highway 580. Racial/ethnic groups with the highest poverty rates overall and as a proportion of their population include African American (23.8%), Native American (21.8%), and Latinx (20.6%) children and youth.ⁱ Black youth are the most disproportionately represented

among foster children, children with disabilities, children and youth who are sexually exploited, youth who are housing insecure, youth who are chronically absent from school, who face suspension from school, and youth likely to be disconnected from both school and work as they transition to adulthood. The CNA-REA and community input indicate that disparities were exacerbated due to the covid-19 pandemic.

OFCY's Equity Guidance

The Strategic Plan includes key guidance to ensure equity is furthered in funding approaches and decisions. The funding strategies support programming that is for the benefit of children, youth and families with the greatest need, particularly Black and Latinx children, and low-income children of color and children attending public schools with historically high rates of environmental stress. Geographically, OFCY funding is directed to support neighborhoods that are disproportionately low-income, and are identified as having high rates of stress based on the index updated by the HSD's updated 2019 – Community Stressor Map. Based on the data on disparities in the CNA-REA, the funding process will incorporate the following:

- prioritize resources to Black and Latinx youth;
- prioritize programs centering Black children who often face the greatest disparities and are hardest to reach;
- address funding to children from low income families, including communities serving Native American and Asian Pacific Islander youth;
- prioritize key geographic neighborhoods, reaching children and youth in East and West Oakland with attention to the HSD Community Stressor map;
- and support funding for youth with multiple barriers including Lesbian, Gay, Bisexual, Transgender and Queer (LGBTQ) youth, immigrant and refugee children, youth experiencing homelessness, commercially-sexually exploited children (CSEC), youth with disabilities, and foster and opportunity youth.

Input from youth and adult family members, providers, and community members provides key guidance as a basis for strategies identified in the Plan.

Key Community Guidance for OFCY

Prioritize opportunities for mental health, wellbeing, cultural and gender-based safe spaces, restorative violence prevention, and trauma-informed programming—especially youth-led programming.

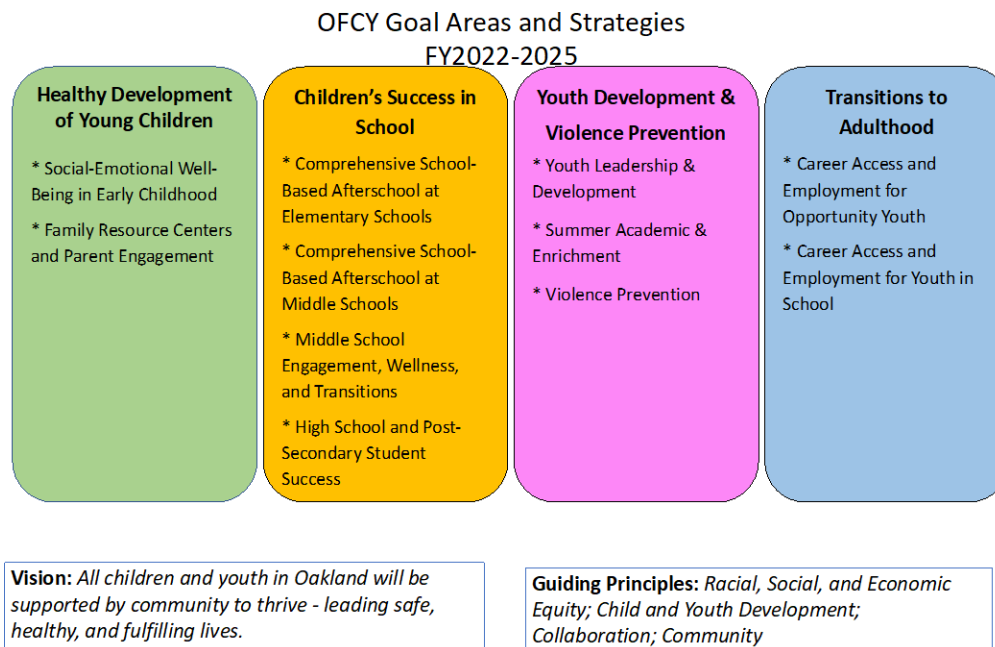
Foster opportunities for youth, parents, and caregivers to be key decision-makers and leaders

Ensure programs and services are accessible, including their hours, location, language access, and cultural relevancy. Parent education workshops, centralized resources, and family navigators can support this aim.

Support older youth to achieve stability as they transition to adulthood. Ensure support beyond the “entry point” for college and career, considering their holistic employment or postsecondary paths, financial needs, and capitalizing on their social-emotional and community assets.

Highlights of the Strategic Investment Plan and Funding Strategies for FY 2022-2025

The Strategic Investment Plan is available at www.ofcy.org. OFCY's four major goal areas represent the pillars underneath the POC Vision Statement: ***"All children and youth in Oakland are supported by community to lead safe, healthy, and fulfilling lives."*** The goal areas serve as the main framework for the funding strategies in the Strategic Investment Plan as shown in the chart below.



Allocations for funding are based on the projected Kids First revenues for FY2022-23. The total funding available of \$18 million is shown in **Table 1** below, with a preliminary allocation across the four OFCY goal areas that is consistent with current investments based on leverage of additional funding with key system partners, including the Oakland Unified School District and Oakland Employment Development Department – Workforce Investment Board.

Table 1: Allocation by Goal Area of FY2022-2023 Kids First Revenues

Funding Strategy	\$ by Goal Area	% by Goal Area
I) Healthy Development of Young Children		
1. Social Emotional Well-being in Early Childhood	\$2,880,000	16%
2. Family Resource Centers and Parent Engagement		
II) Children's Success in School		
3. Comprehensive School-Based Afterschool at Elementary Schools	\$6,660,000	37%
4. Comprehensive School-Based Afterschool at Middle Schools		
5. Middle School Engagement, Wellness, and Transitions		
6. High School and Post-Secondary Student Success		
III) Youth Development and Violence Prevention		
7. Youth Leadership and Development	\$5,580,000	31%
8. Summer Academic and Enrichment Programs		
9. Violence Prevention Programming		
IV) Transitions to Adulthood		
10. Career Access and Employment for Opportunity Youth	\$2,880,000	16%
11. Career Access and Employment for Youth in School		
Estimated Grant Funding for FY2022-2023		\$18,000,000
		100%

Investments in Children and Youth Align for Equity and Positive Outcomes

OFCY funding strategies support coordination and partnership with multiple system providers and investors to achieve a shared vision of positive long-term outcomes for Oakland children and youth. As City stakeholders responded to the multiple public health, education, and economic crises affecting children, youth, and families in Oakland, collective focus has shifted toward ensuring early literacy as foundation for improving educational outcomes, more direct support for mental health and the overall wellness of children and youth, including support for violence prevention and economic opportunities for communities in high need.

OFCY strategies are aligned with this collective focus and will shift toward 1) direct support for social, emotional, and mental well-being and the overall wellness of children and youth most impacted by racially disparate outcomes; 2) enhancing literacy initiatives, 3) primary violence prevention work aligned with DVP investments and 4) and economic opportunities for youth.

OFCY remains focused on ensuring that young children are safe, healthy and ready for kindergarten; school age children are safe and healthy, reading at grade level, thrive in the joy

of learning in positive school cultures; youth have access to positive youth development opportunities, holistic supports, and pathways to employment.

The strategies thus advance more equitable outcomes in:

- kindergarten readiness
- third grade literacy
- Safe spaces in community and schools
- Family engagement and parenting supports
- reduction in suspensions and involvement in juvenile justice system
- Increased high school readiness and reduction in disparities
- reduction in disparities for high school graduation
- increased access to career awareness, internships for high school youth and sustainable employment for disconnected youth.

Eleven strategies continue OFCY funding for neighborhood based family centered hubs through parent engagement programs and family resource centers; after school programming in high need schools; additional supports for middle school and high school student well-being, connection, and prevention, culturally affirmative youth development programs and safe spaces, youth employment and transition supports. All support the provision of safe spaces for youth and families in Oakland's low-income communities, the well-being of youth and families in schools and community spaces, and connections to adults and peers to support optimal educational and life outcomes.

- **Healthy Development of Young Children:** Strategies support Family Resource Centers and family engagement programming and social, emotional, and mental health centered programming in underserved neighborhoods to ensure families have what they need for children's emotional and mental health and development in the early critical years. This work will provide a core set of services including: family navigation; parent education and support; literacy initiatives; and play and learn interaction; and, opportunities for parent leadership at welcoming locations near where families live. Family engagement is designed to reach more equitable outcomes for kindergarten readiness and literacy, as well as enhanced parenting supports and connection to schools. The early childhood investments are aligned with the changing early childhood landscape in the state and First Five of Alameda County place-based Neighborhoods Ready for School Initiative, as well as anticipated new ECE investments under the County's measures.
- **Children's Success in Schools:** Strategies leverage funding to address disparities in educational outcomes and align with the Oakland Unified School District (OUSD) strategic plan across key elements including literacy, student mental health and well-being, academic support and pathways opportunities as community partnerships help ensure that schools are places of learning and joy.
 - Comprehensive after school programming providing safe spaces, academic supports, joy in schools, and wellness activities. Focus is on grade level reading and math, school attendance, and enhanced supports. Funding is for schools with student enrollment with greater than 50% eligibility for Free and Reduced
 - Price Meals. After school programs will be supported in 55 to 60 schools with an average rate of over 80% or the students eligible for FRM rate, and many with over 90% FRM students, located across the Oakland flatlands with greatest needs in Central and Far East Oakland.

- Additional funding for middle school students supports innovative approaches to reach high need populations and will focus on schools with high suspension rates and opportunities for improving school culture through wellness centered programming, peer to peer supports, mentoring and activities that engage hard to reach youth. This may include physical activities and recreation and culturally responsive programming designed to engage youth at risk of suspension and not being ready for high school. The approach may support coordination with the Department of Violence Prevention based on its selection of schools for violence interruption and intervention, or as a continuum of services with focus on the middle school age group consistent with place based focus of violence prevention efforts and support for youth exposed to violence¹.
 - High School Success strategy focuses on the wellness centered programming at high need schools to incorporate non-clinically based wellness services, youth leadership, trauma informed services and healing, peer to peer supports and community building. Investments will be coordinated with and complement focused programming developed by DVP by prioritizing specific sites identified for DVP and OUSD partnership developing around violence interruption services at high schools.
- *Youth Development and Violence Prevention* is a primary prevention approach focused on priority populations and youth in high need communities and reflects the recommendations from the Reimagining work to expand “safe spaces” for Oakland youth and supports for youth well-being and healing. Youth development funding is aimed at culturally affirmative programs and support for the social and emotional well-being as a foundation for learning, youth agency and leadership. Funding in this area also often directly supports populations identified including children/youth in foster care, experiencing housing insecurity, youth exposed to commercial sexual exploitation, immigrant and newcomer youth, and LGBTQ youth.
- The Youth violence prevention strategy further identifies funding for violence prevention education, conflict resolution skill-building and restorative justice efforts in the broader youth culture, through youth leadership, peer-to-peer models, mentoring and training.
- *Transitions to Adulthood* provides Career access addresses economic opportunities for opportunity youth disconnected from school and work, internships through career pathways and summer employment opportunities for high school students. Strategies are highly aligned with the OUSD investments in Career pathways for high school students, by supporting preparation and internships. Funding is aligned for summer employment through coordination and partnership with the Oakland Workforce Development Board.

OFCY’s strategies are designed to support improved outcomes for children and youth and based on the equity framework and contribute resources aligned with other systems and community partners to address key disparities in outcomes identified in the CNA-REI. The chart “OFCY Strategies Contribute to More Equitable Outcomes” is included in **Attachment B**.

Alignment of Department of Violence Prevention Strategies and Funding

The public health framework for supporting healthy communities and reducing violence maintains the importance of investing simultaneously in all three levels of primary, secondary, and tertiary intervention to make a substantive difference in creating safe communities. The Human Services Department (HSD) is coordinating closely with the Department of Violence Prevention (DVP) to align community investments in communities exposed to violence, strengthen the impact of the departments' respective investments, and to avoid duplication of effort and funding. HSD and DVP recommend that focus populations for the departments continue to be aligned but distinct to avoid duplication and hone expertise. OFCY continues its focus on primary prevention efforts supporting youth exposed to violence, while DVP invests primarily in higher need secondary and tertiary efforts for youth and young adults at risk of engaging and/or at the center of violence.

HSD and DVP investments will be made mutually reinforcing by a focus on neighborhoods most impacted by poverty, violence, poor educational outcomes, and systemic racism. The HSD stressors report demonstrates critical neighborhoods that need primary prevention support particularly in East Oakland and West Oakland. The DVP priority neighborhoods are subsets of these same stressor areas. This geographic focus includes an intentional focus on Black and Latinx youth and families who consistently experience disparate outcomes in health, safety and education.

This coordination will lead to specific OFCY investments aligned with DVP in critical areas, such as but not limited to:

- Investment in employment services for Oakland youth with OFCY funded efforts available to youth and opportunity youth to age 21 living in neighborhoods exposed to violence and DVP employment efforts for youth and young adults to age 35 who are at risk or at the center of violence including justice-involved individuals.
- Wellness, safe spaces, and support services to address inequitable outcomes for students in high schools. OFCY will prioritize complementary services that align with the DVP intensive high school interventions.
- OFCY's focused strategy on wellness and transitions supports in middle school will complement the DVP high school based strategy, to support a continuum of investment in neighborhoods where youth are exposed to violence by adding supports in middle schools that have high rates of suspension, largely due to violence, and inequitable outcomes in terms of readiness for high school.
- OFCY is adding a Violence Prevention strategy to increase youth/peer to peer leadership in school and community in education, safety and violence prevention models and to continue support for restorative justice, further complementing the interruption efforts of the DVP.

Following the approval of the 2022-2025 OFCY Strategic Investment Plan by the Oakland City Council, OFCY will release an RFP and initiate the proposal review and grant selection process in December 2021. The RFP will provide information on strategies, program goals, grant ranges and activities to be funded, and will align with the information contained in the Plan. The RFP will address criteria for eligibility, equity considerations, and rating. OFCY is doing outreach to small and grassroots programs to reach toward greater equity.

The proposals will be reviewed and scored by independent readers. Programs recommended for funding are approved by the full body of the POC prior to submission as a package of funding recommendations to the City Council.

Policy Alternative

Article III of the Oakland City Charter requires that the POC submit a three-year strategic investment plan for Council adoption. The policy alternative is presented below.

Alternative #1	The policy alternative before Council would be to reject the 2022-2025 Strategic Investment Plan from the POC as submitted and provide proposed modifications to the Plan for further review and consideration by the POC.
Pros	Council can provide suggested policy modifications that more closely align with the Council's priorities.
Cons	The POC would need additional time to be able to receive and approve modifications to the Plan based on the suggested policy modifications. City Council's approval of the OFCY Strategic Plan (2022-2025) would be delayed until January or February. A resulting delay in the release of RFP(s) would both affect the time available for the community to submit proposals and the proposal review process, and delay Council approval of the POC's recommendation for funding awards. The new grant agreements would likely not be fully executed in a timely way. The change in timeline would potentially result in challenges for summer programs in 2022.
Reason for not recommending	The POC has worked diligently over the past year to develop and approve a Strategic Investment Plan that is reflective of city priorities and community voice. OFCY's POC members have been actively engaged in the development of the strategic investment plan. Oakland City Councilmembers were contacted during the planning to solicit their input during the development of the plan. The Plan establishes key guidance and identifies funding areas that will be incorporated an RFP process to solicit proposals to address needs identified through an extensive community engagement process. Approval of the Strategic Investment Plan for 2019-2022 will ensure adequate time for the community to submit proposals and the July 1, 2022 start of new programming from this primary funding source for youth without contracting or programming delays.

FISCAL IMPACT

Oakland Municipal Charter Article XIII establishes that Kids First revenues are to be received and appropriated each year and requires the set aside of 3% of the unrestricted general fund revenues annually to the Kids First Children's Fund, "together with any interest earned and any amounts unspent or uncommitted by the Fund at the end of any fiscal year". Additionally, 90% of that revenue is to be used for grants for direct services awarded through an open and fair application process based on the three-year strategic investment plan.

The FY2021-2023 Adopted Budget includes \$19.9 million as the allocation to Kids First! Fund 1780 in FY2022-2023. An estimated \$18 million dollars will be available for direct grants based on these projected revenues and the unspent balance from prior years.

PUBLIC OUTREACH / INTEREST

From March 2021 through June 2021, OFCY reached approximately 370 community members through a variety of community engagement events hosted throughout Oakland. These included interviews and panel meetings with key stakeholders, community input meetings, an online community survey; provider focus groups, youth community forums, transition age youth forum, East/West Town Hall and public POC meetings. The POC presented the Strategic Investment Plan to the Oakland Youth Advisory at its meeting of November 5, 2021.

The POC has submitted a Strategic Investment Plan for 2022-2025 that strongly aligns with City policy supporting positive outcomes for children and youth, most notably the Youth Ventures Joint Powers Authority (JPA), Department of Violence Prevention initiative for violence prevention and reduction, the Oakland Workforce Development Board for youth employment, and the Oakland Unified School District's Pathway to Excellence Strategic Plan regarding quality community schools. More information can be found in the Shared Goals for Children and Youth section of the Strategic Investment Plan on page 11 of **Attachment A**.

COORDINATION

This report and legislation have been reviewed by the Office of the City Attorney, Budget Bureau, and the Department of Workforce Standards. OFCY sought input from multiple systems in development of the Strategic Investment Plan, including the following programs within the City of Oakland: Office of Parks Recreation and Youth Development, Department of Violence Prevention and the Oakland Workforce Development Board. In addition, staff coordinated with First 5 of Alameda County and the Oakland Unified School District to further the development of strategies.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

The proposed 2019-2022 Strategic Investment Plan details the intended impact to be achieved through each of the proposed funding strategy areas. OFCY-contracted agencies are assessed annually by independent, third-party evaluation firms in separate reports forwarded by the Planning and Oversight Committee and available on www.ofcy.org.

SUSTAINABLE OPPORTUNITIES

Economic: The proposed 2022-2025 Strategic Investment Plan will provide the basis for funding program services for three years beginning in FY 2022-2023. Current OFCY funding in FY 2021-2022 supports 74 agencies operating 146 programs. These agencies are predominately Oakland-based and employ local staff, providing a positive economic impact. In addition, OFCY funds are used to leverage and match additional local, state, federal and

foundation funding sources, bringing significant additional financial support for children and youth into Oakland.

Environmental: The 2022-2025 Strategic Investment Plan increases public safety through quality afterschool and year-round youth development and leadership programs that lead to safer communities and less youth exposure to violence.

Racial and Social Equity: The POC prioritizes funding for services that reach children and youth with the greatest need, and specifically addresses support to prioritize Black and Latinx youth. Programs provide opportunities for and support youth from low-income households to participate in high-quality programming and gain experiences they otherwise may not have been able to gain due to economic barriers. OFCY explicitly identifies youth facing barriers ensures including LGBTQ youth, immigrant and refugee youth, youth experiencing homelessness, commercially-sexually exploited children (CSEC), youth with disabilities, and foster youth.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution To Adopt The 2022-2025 Strategic Investment Plan Of The Oakland Fund For Children And Youth As Approved By The Planning And Oversight Committee

For questions regarding this report, please contact Sandra Taylor, Human Services Manager, Children and Youth Services Division, at 510-238-7163.

Respectfully submitted,



SARA BEDFORD
Director, Human Services Department

Prepared by: Sandra Taylor, Manager
Children & Youth Services Division

Attachments: (2)

Attachment A: OFCY 2022-2025 Strategic Investment Plan
Attachment B: OFCY Strategies Contribute to More Equitable Outcomes

ⁱ OFCY Community Needs Assessment and Racial Equity Analysis Report. 2021.p 75.

