



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Guillermo Cespedes
Chief, Violence Prevention

SUBJECT: FY2022 CalVIP Grant

DATE: June 22, 2022

City Administrator Approval

Date: Jul 6, 2022

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To:

- 1. Accept and Appropriate A California Violence Intervention and Prevention (CalVIP) Grant From The California Board of State and Community Corrections (BSCC) In An Amount Not To Exceed Five Million Nine Hundred Ninety-Nine Thousand Nine Hundred Forty-Eight Dollars (\$5,999,948) For The Period Of July 1, 2022, To December 31, 2025 (42 Months);**
- 2. Take All Steps Necessary For The City To Receive The CalVIP Grant;**
- 3. Waive The City of Oakland's Local and Small Local Business Enterprise Program (L/SLBE) And The Competitive Bid Process And Award An Agreement In An Amount Not To Exceed Three Hundred Twenty-Five Thousand Dollars (\$325,000) For A Term Ending December 31, 2025, To Urban Institute To Evaluate The CalVIP-Funded Program;**
- 4. Waive The City of Oakland's Local and Small Local Business Enterprise Program (L/SLBE) And The Competitive Bid Process And Award An Agreement In An Amount Not To Exceed Two Hundred Twenty Thousand Dollars (\$220,000) For A Term Of July 1, 2023 To June 30, 2025, To Faith In Action East Bay, Inc. To Support the CalVIP-Funded Program;**
- 5. Waive The City of Oakland's Local and Small Local Business Enterprise Program (L/SLBE) And The Competitive Bid Process And Award An Agreement In An Amount Not To Exceed One Hundred Twenty-Five Thousand Nine Hundred Sixty Dollars (\$125,960) For a Term Ending June 30, 2025, To Heru Consulting To Deliver Training In The Prevention And Intervention Family Systems Approach;**
- 6. Waive The City of Oakland's Local and Small Local Business Enterprise Program (L/SLBE) And The Competitive Bid Process And Award An Agreement In An Amount Not To Exceed Sixty-Six Thousand Seven Hundred Seventy-Six Dollars (\$66,776) For A Term Ending June 30, 2025, To Roca, Inc. To Deliver The REWIRE Cognitive Behavioral Theory Training Curriculum;**

City Council
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- 7. Add Six (6) 1.0 Full-Time Equivalent (FTE) Case Manager I Positions To The Department Of Violence Prevention (DVP) For The Term of October 1, 2022, to June 30, 2025, (33 months) For A Total Amount Not To Exceed Two Million Four Hundred Fifty-One Thousand Nine Hundred And Six Dollars (\$2,451,906);**
- 8. Add One (1) 1.0 FTE Health & Human Services Program Planner Position To The DVP For The Term of October 1, 2022, to June 30, 2025, (33 months) For A Total Amount Not To Exceed Five Hundred Seventy-Four Thousand Nine Hundred Forty-Eight Dollars (\$574,948);**
- 9. Add One (1) 1.0 FTE Case Manager II, Supervising Position To The DVP For The Term of October 1, 2022, to June 30, 2025, (33 months) For A Total Amount Not To Exceed Five Hundred Twenty-One Thousand Three Hundred Forty-Three Dollars (\$521,343);**
- 10. Allocate CalVIP Funds In An Amount Not To Exceed One Million Seven Hundred Eighty Thousand Seven Hundred Ninety-One Dollars (\$1,780,791) To Augment Existing Violence Prevention Services In The DVP Through December 31, 2025.**

EXECUTIVE SUMMARY

The proposed resolution, if adopted, will authorize the City Administrator to: (1) accept and appropriate the CalVIP grant from BSCC in the amount of \$5,999,948 for the grant term of July 1, 2022, to December 31, 2025; (2) allocate CalVIP funds in an amount not to exceed \$3,548,197 to fund six (6) 1.0 FTE Case Manager I positions, one (1) 1.0 FTE Health & Human Services Program Planner position, and one (1) 1.0 FTE Case Manager II, Supervising position for the duration of the grant term; (3) allocate CalVIP funds in an amount not to exceed \$670,960 to contracts with Urban Institute (\$325,000), Faith in Action East Bay, Inc. (\$220,000), and Heru Consulting (\$125,960) to deliver professional services related to grant activities; (4) allocate DVP matching funds in an amount not to exceed \$66,766 to Roca, Inc. to deliver professional services related to grant activities; and (5) allocate CalVIP funds in an amount not to exceed \$1,780,791 to augment existing violence prevention services through the DVP.

BACKGROUND / LEGISLATIVE HISTORY

The DVP, through the City of Oakland, has been awarded a grant for \$5,999,948 from the BSCC through its CalVIP grant program to focus services and resources on individuals affiliated with three groups in Oakland that are responsible for the majority of group-driven gun violence. The grant will fund six (6) family coaches and one (1) supervisor who will work with 192 individuals and their families over the life of the grant to improve family communication, cohesion, and access to services in order to reduce the likelihood of the target individuals perpetrating or being victimized by gun violence. The grant will also fund 24 community engagement team members (8 per group) to perform street outreach with group members in

order to mediate potential conflicts before they result in violence, engage individuals in services and skill development, and identify and remediate environmental contributors to violent crime (e.g. lack of lighting on specific street corners). Lastly, the grant will fund experts from Roca, Inc. to train family coaches and community engagement team members in the REWIRE cognitive behavioral theory curriculum in order to change unhealthy thinking patterns that contribute to perpetration of gun violence. The CalVIP-funded project aims to reduce the number of shootings and homicides in Oakland that involve members of the three target groups as victims, perpetrators, or both by increasing internal and external protective factors that make group members less likely to engage in risky or violent behaviors.

ANALYSIS AND POLICY ALTERNATIVES

Gun violence in Oakland has increased significantly as a result of the COVID-19 pandemic. Total shootings with injury in Oakland increased from 815 in 2019 to 1,656 in 2021 (103%), and homicides, which predominantly result from shootings, increased from 78 to 134 (72%). The majority of shootings and homicides in Oakland result from conflicts between individuals associated with violent groups or social networks. Drs. Lisa Barao and Anthony Braga conducted a problem analysis of gun violence in Oakland from 2019 to 2020, and their analysis revealed that at least 34% of victims and 43% of suspects had a known affiliation with a violent group or gang. Their analysis also identified three groups that were responsible for a majority of the group-driven violence: Case/Acorn, ENT/Ghost Town, and Norteños. Violence interrupters funded by the DVP confirm that Case/Acorn, ENT/Ghost Town, and Norteños remain the most prolific in Oakland today and require dedicated attention in order to significantly reduce gun violence in Oakland.

Since 2012, Oakland has implemented the focused deterrence approach to group violence known as Ceasefire, which has been widely recognized as one of the most effective approaches to reducing gun violence. Oakland's Ceasefire partners regularly conduct custom notifications in which one representative from law enforcement, one faith-based partner, and one representative from the DVP communicate the consequences of ongoing gun violence to high-risk individuals and urge them to accept services offered through the DVP. Ceasefire partners also hold 4-5 call-ins per year during which individuals who are on probation or parole receive the same message in a group setting. Ceasefire partners, including representatives from the DVP, Oakland Police Department (OPD), and Alameda County Probation Department, participate in weekly shooting review meetings and violent incident crisis response meetings to identify individuals in need of direct communication, and direct communications take place within 48 hours. Although the Ceasefire model has demonstrated success in Oakland in previous years, it has been unable to contain Oakland's recent surge in shootings and homicides and requires additional resources to effectively reduce current levels of violence.

The DVP will use CalVIP funding to enhance current Ceasefire efforts by intervening with individuals who identify with Case/Acorn, ENT/Ghost Town, or Norteños and their families in order to significantly reduce group-driven gun violence. Intervention activities will include the following four (4) components:

1. **Prevention and intervention family systems approach:** 192 individuals from the target groups and their families will receive intensive support delivered by 6 family coaches that is intended to develop healthier family dynamics that protect individuals from involvement in group violence.
2. **Street outreach:** 24 community engagement team members will be hired to perform street outreach with group members in order to mediate potential conflicts before they result in violence and engage individuals in needed services
3. **Cognitive behavioral theory (CBT) training:** Family coaches and community engagement team members will be trained in the REWIRE CBT curriculum and will deliver the curriculum to group members in order to change unhealthy thinking patterns that contribute to perpetration of gun violence.
4. **Crime prevention through environmental design:** Community engagement team members will work with group members to identify and remediate environmental contributors to shootings and homicides (e.g. lack of lighting on specific street corners).

Implementation of these activities addresses the citywide priority of holistic community safety by strengthening internal and external protective factors against gun violence for individuals who are at the greatest risk for being victims or perpetrators.

Justification of Waiver

In its CalVIP grant submission to the BSCC, the DVP indicated its intention and ability to contract with the entities below to deliver the services indicated:

1. Heru Consulting: Initial and ongoing training for family coaches and the family coach supervisor in the prevention and intervention family systems approach.
2. Roca, Inc.: Training for family coaches, community engagement team members, and supervisors in the REWIRE cognitive behavioral theory curriculum.
3. Urban Institute: Evaluation of CalVIP-funded activities.
4. Faith in Action East Bay, Inc.: Ongoing participation in Ceasefire custom notifications and recruitment of individuals and families to participate in the family systems approach.

The DVP selected these entities for inclusion in the grant application because of expertise and fit in their respective areas. The City Administrator's Office selected Urban Institute through Request for Qualifications (RFQ) #267688 to perform an evaluation of DVP violence prevention and intervention services funded through the Oakland Public Safety and Services Violence Prevention Act of 2014, also known as Measure Z, for the period of July 1, 2022 through June 30, 2025. Contracting with Urban Institute to evaluate CalVIP grant activities will create alignment with evaluation activities of DVP programs and services that will already be conducted during the grant period. Faith in Action East Bay, Inc. is a founding member of Oakland's Ceasefire strategy and is funded through an existing CalVIP grant held by the DVP to support Ceasefire custom notifications through June 30, 2023. Extending funding for Faith in Action East Bay, Inc. to continue performing this role for two years as an integral Ceasefire partner supports the ongoing continuity and success of the work. Dr. Andrae Brown, president of Heru Consulting, is a licensed family therapist who previously adapted the prevention and intervention family systems approach for implementation in the Eastern Caribbean and has extensive experience training staff to apply the model. Lastly, Roca, Inc. is a nationally-recognized nonprofit organization that uses relentless outreach and cognitive behavioral techniques to engage individuals at the center of urban

violence in changing their destructive behaviors, and their REWIRE CBT skills curriculum in partnership with physicians from Massachusetts General Hospital based on research on trauma-informed CBT interventions and for use with individuals who are actively involved in violence.

The BSCC awarded the CalVIP grant to the DVP based on the totality of the work proposed in the grant application, which included partnerships with the aforementioned entities. Failure to contract these entities would jeopardize the DVP's receipt of this funding. Oakland Municipal Code (OMC) section 2.04.051.A requires the City Administrator to conduct a request for proposals/qualifications (RFP/Q) process for professional services contracts greater than \$50,000 and OMC section 2.04.051.B allows Council to waive the RFP/Q requirements upon a finding by the Council that it is in the best interest of the City to do so. It is recommended that City Council find that it is in the best interest of the City to waive the advertising and competitive bidding requirements of the OMC and enter into the following contracts to ensure receipt of CalVIP funding and successful implementation of grant activities: Three Hundred Twenty-Five Thousand Dollars (\$325,000) with Urban Institute, Two Hundred Twenty Thousand Dollars (\$220,000) with Faith in Action East Bay, Inc., One Hundred Twenty-Five Thousand Nine Hundred Sixty Dollars (\$125,960) with Heru Consulting, and Sixty-Three Thousand Six Hundred Fifty Dollars (\$63,650) with Roca, Inc.

FISCAL IMPACT

Approval of this resolution will authorize the City Administrator to accept and appropriate a CalVIP grant for a total of \$5,999,948 for the grant term of July 1, 2022, to December 31, 2025. Table 1 provides an overview of grant funding allocations. The CalVIP grant will be appropriated into the California Board of State and Community Corrections Fund (2152), Oakland Unite Org (70211), CALVIP 2022-2025 Project (TBD), and Fostering Safe and Healthy Communities Program (SC22). The CalVIP grant is subject to annual allocations through the State budget process, and therefore funding for subsequent years of the grant will be dependent on availability of funds and the City's compliance with the grant agreement.

Table 1. Grant funding allocations included in CalVIP budget

Item	Total amount
Staff	
Case Manager I positions (6)	\$2,451,906
Health & Human Services Program Planner position (1)	\$574,948
Case Manager II, Supervising position (1)	\$521,343
Subtotal: Staff	\$3,548,197
Contracts	
Contract with Urban Institute	\$325,000
Contract with Faith in Action East Bay	\$220,000
Contract with Heru Consulting (Dr. Andrae Brown)	\$125,960
Contract with Dr. Anthony Braga for problem analysis	\$25,000
Subtotal: Contracts	\$695,960
Other	
Stipends for community engagement team members	\$1,287,000

Item	Total amount
Incentives for families	\$230,400
CPTED equipment and supplies	\$100,000
Gift cards for client attendance at CBT sessions	\$50,000
DVP data management system	\$30,000
Mileage for DVP staff	\$23,166
Equipment for staff (computers and phones)	\$20,000
Financial audit services	\$14,500
Travel to BSCC convenings	\$725
Subtotal: Other	\$1,755,791
TOTAL	\$5,999,948

Table 2 provides an overview of match funding, including the fund, org, project, program numbers for each item.

Table 2. Match funding allocations included in CalVIP budget

Item	Total amount	Fund	Org	Project	Program
Staff					
Program Analyst III	\$625,543	2252	70211	1005669	PS37
Program Analyst II	\$521,034	2252	70211	1005669	PS37
Program Analyst III	\$548,459	1010	70211	1006367	SC22
Program Analyst II	\$221,898	2152	70111	1005670	SC22
Outreach Developer	\$257,312	2252	70211	1005667	PS37
Budget and Grants Administrator	\$199,490	1010	70111	1003738	SC22
Program Analyst III	\$301,561	1010	70111	1006367	SC22
Administrative Services Manager I	\$228,127	1010	70111	1006367	SC22
Accountant II	\$253,271	1010	70111	1006367	SC22
Chief of Violence Prevention	\$129,759	1010	70111	1003738	SC22
Project Manager II	\$296,733	2252	108630	1001323	PS37
Police Captain	\$371,903	1010	108630	1000008	PS03
Subtotal: Staff	\$3,955,090				
Contracts					
Contract with Roca, Inc.	\$66,776	2252	70211	1005363	PS37
Contracts with Measure Z employment providers	\$1,050,000	2252	70211	1005653	PS37
Contracts with Measure Z life coaching providers	\$900,000	2252	70211	1005651	PS37
Subtotal: Contracts	\$2,016,776				
Other					
Data management system	\$28,082	2252	02111	1001362	PS37
Subtotal: Other	\$28,082				
TOTAL	\$5,999,948				

PUBLIC OUTREACH / INTEREST

The DVP developed the CalVIP grant proposal in consultation with the Oakland Police Department, Faith in Action East Bay, Inc., the City Administrator's Office, and the Mayor's Office. The population targeted by grant activities was selected in response to the 2019-2020 Ceasefire problem analysis conducted by Drs. Lisa Barao and Anthony Braga and commissioned by the Oakland Police Department.

COORDINATION

The City Attorney's Office, Budget Bureau, and the City Administrator's Office were consulted during the preparation of this agenda report and corresponding resolution. Grant activities will be implemented in coordination with Ceasefire partners and community-based organizations funded through the DVP to deliver services to individuals involved in group violence and their families.

PAST PERFORMANCE, EVALUATION, AND FOLLOW-UP

Each of the intervention strategies proposed in the CalVIP grant application have been identified through research and practice at reducing gun violence. The prevention and intervention family systems approach was originally conceived and implemented for the Los Angeles Mayor's Office of Gang Reduction and Youth Development (GRYD) by then-Deputy-Mayor Guillermo Céspedes and Dr. Denise Herz, a professor of criminology at California State University, Los Angeles, and development of the approach was informed by consultation with top experts in the field of family systems from Salvador Minuchin Academy and the Chicago Center for Family Health. An evaluation of the PIFSM implemented in Central America found that after one year of intervention, 73% of high-risk individuals experienced a reduction in risk factors and 56% experienced such a significant reduction that they dropped below the minimum risk threshold for program participation based on delinquent behavior.

Street outreach, which involves credible messengers forming relationships with high-risk individuals in order to mediate conflicts, connect individuals to services, and promote a message of non-violence, is widely regarded as an effective approach to gun violence reduction. Multiple evaluations of the Cure Violence model of street outreach in Baltimore, Chicago, New York have demonstrated significant reductions in shootings and homicides. CBT interventions are also consistently successful in helping high-risk individuals modify their thoughts and behaviors to avoid violence. Becoming a Man, a CBT-informed mentoring program for adolescent males, has demonstrated reductions in violent crime arrests of 45-50% through two randomized controlled trials. Early analysis of READI Chicago, a CBT employment readiness program that teaches clients to recognize harmful thinking, alter it, and delete it before it leads to harmful behavior, indicates that the program reduces shooting and homicide arrests for participants by 80%. Finally, an external evaluation of the Roca REWIRE curriculum from 2018-2020 found that intervention clients had significantly lower three-year recidivism rates compared to statewide recidivism rates for high-risk young adults.

Crime prevention through environmental design (CPTED) is an approach to crime prevention that focuses on the design and management of built and natural environments. Many research studies, including several randomized controlled trials in Philadelphia, have demonstrated the impact of blight remediation on reducing violent crime. A randomized controlled trial involving 40 public housing developments in New York City found that additional lighting reduced serious felony crimes, including murder, robbery, and aggravated assault, by 36%, even when accounting for displacement of crime to nearby areas.

The CalVIP grant includes Three Hundred Twenty-Five Thousand Dollars (\$325,000) to contract with Urban Institute to evaluate implementation of these strategies in Oakland throughout the grant period.

SUSTAINABLE OPPORTUNITIES

Economic: There are no economic benefits.

Environmental: There are no environmental benefits.

Race & Equity: The vast majority of shooting and homicide victims in Oakland are people of color. In 2021, African Americans represented 41% of shooting victims and 59% of homicide victims even though they represent less than 25% of the Oakland population. By focusing resources on individuals who are most likely to perpetrate shootings and homicides in order to reduce their incidence, CalVIP grant activities will contribute to a reduction in shootings and homicides that disproportionately impact Oakland's black and brown community members.

ACTION REQUESTED OF THE CITY COUNCIL

Adopt A Resolution Authorizing The City Administrator To:

1. Accept and Appropriate A California Violence Intervention and Prevention (CalVIP) Grant From The California Board of State and Community Corrections (BSCC) In An Amount Not To Exceed Five Million Nine Hundred Ninety-Nine Thousand Nine Hundred Forty-Eight Dollars (\$5,999,948) For The Period Of July 1, 2022, To December 31, 2025 (42 Months);
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For questions regarding this report, please contact Guillermo Céspedes, Chief of the Department of Violence Prevention, at 510-238-2916.

Respectfully submitted,



Guillermo Céspedes (Jul 6, 2022 09:15 PDT)

Guillermo Céspedes
Chief
Department of Violence Prevention

Reviewed by: Mailee Wang
Administrative Services Manager
Department of Violence Prevention

Prepared by: Jenny Linchey
Budget and Grants Administrator
Department of Violence Prevention