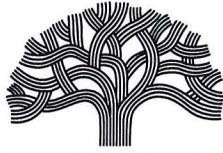


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CITY OF OAKLAND

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford

SUBJECT: MOU with Alameda County Probation for
Violence Prevention Relocation Program

DATE: March 4, 2016

City Administrator Approval

Date:

3/9/16

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Enter Into A Memorandum Of Understanding With Alameda County Probation Department Establishing A Violence Prevention Relocation Program To Facilitate Coordinated Implementation Of Emergency Relocation Services For Witnesses And Victims Of Violent Crime.

EXECUTIVE SUMMARY

Staff is seeking Council authorization for the City Administrator to enter into an Memorandum of Understanding (MOU) with the Alameda County Probation Department (ACPD) that will allow ACPD and the City of Oakland's Human Services Department (HSD) to coordinate services and funding for individuals who are on active Probation in Alameda County and are in real danger or harm where they reside in Oakland. The funding will allow temporarily transition to a safer location typically for three months or less. This MOU is intended to endure as long as funding remains available to support the services.

BACKGROUND/LEGISLATIVE HISTORY

Oakland Unite (OU), in the City's HSD, oversees the City's Shooting and Homicide Response Network. The network includes a weekly shooting and homicide response team. This team is a partnership between the Crisis Response & Support Network service providers, Intensive Adult Case Managers, Oakland Street Outreach teams (including Violence Interrupters and HSD Violence Prevention Network Coordinator Kevin Grant), and Highland Hospital. The Network partners meet weekly to coordinate intervention efforts to incidents of violence, including the provision of crisis response support services to victims of gun violence and the families and friends of young homicide victims in Oakland.

Item: _____
Public Safety Committee
March 22, 2016

On September 23, 2014, Oakland City Council approved Resolution No. 85177 C.M.S., to receive funding from the California Board of State and Community Corrections (CBSCC) (Recidivism Reduction Funds) to address a need that the Shooting and Homicide Response Network had identified – an emergency temporary relocation system for shooting victims, family members of homicide victims and CeaseFire and/or Street Outreach clients. A pilot relocation program was developed with one-time California Board of State and Community Corrections (CBSCC) funding in 2014-2015. Ongoing funding for the relocation program was included in OU's recommendations for Measure Z spending that was approved by Oakland City Council in Resolution No. 85926 C.M.S. on December 8, 2015.

Assembly Bill (AB) 109, the Public Safety Realignment Act, was passed in April 2011. It transfers responsibility for supervising certain kinds of felony offenders and state prison parolees from state prisons and state parole agents to the local (County) level. Following the enactment of AB 109, the Realignment Housing Program was developed by Alameda County to assist formerly incarcerated AB 109 participants, who were homeless or at high-risk of homelessness and under the jurisdiction of the Probation Department for a realigned offense. Probation's Realignment Housing Program focuses on securing permanent housing, and also provides a broad range of housing-related services such as emergency shelter, shelter diversion, housing-related financial supports, and housing case management. The ACPD offers the Realignment Housing Program to support emergency temporary relocation services for probationers, and has requested an MOU with the City of Oakland to formalize resource coordination.

OU and ACPD have been meeting since fall 2014 to coordinate resources for emergency relocation services for different populations. All parties remain committed to coordinating resources and services to improve the public safety of Oakland residents.

ANALYSIS AND POLICY ALTERNATIVES

Witnesses and victims of violent crime often fear for their safety, and are in real and immediate danger of retaliation and/or further violence. In order to support these individuals, temporary or permanent relocation to a different locale may be the best solution to ensure their safety, and/or the safety of others. California's Victim Compensation Program provides housing, shelter and relocation services for victims of violent crime. However, applications for these resources take time to process, and often individuals on probation and/or parole are deemed ineligible or require further screening, leaving them at further risk of violence.

The funds Oakland Unite received from CBSCC provided support for developing a pilot relocation program, focusing on those who are unable to access the Victim Compensation Program resources, or for whom such resources are insufficient for successful relocation. During the pilot period, OU met with partners, developed protocols and referral systems, began relocating individuals, and worked with an evaluator to incorporate best practices and identify appropriate outcome measures.

Item: _____
Public Safety Committee
March 22, 2016

Establishing an MOU with the ACPD will allow OU to coordinate and leverage OU resources and services, and refer individuals to Probation who may qualify for its relocation support, as well as ensure compliance with Probation and/or court mandates. The MOU will include the relocation services and resources ACPD and the City of Oakland will respectively provide (i.e., staff assignment to the program, referral process, communication expectations, etc.). The MOU period is tied to ongoing availability of funding and will be renewed annually if funding continues. There is no specific end date for the collaborative effort. However, either party can withdraw from the MOU with 30-days written notice.

FISCAL IMPACT

Oakland Public Safety and Services Violence Prevention Act of 2014 (Measure Z) annual funding of \$100,000 for the emergency temporary relocation program has already been approved by Council via Resolution No. 85926 C.M.S. and is earmarked in Measure Z-Violence Prevention and Public Safety Act of 2014 Fund (2252), Policy and Planning Organization (78311), Services Contract Account (54911), and Fiscal Year (FY) 2015-2016/ FY 2016-2017 Measure Z-Crisis Response Projects (G484776/G484876). The MOU being developed will allow OU to refer clients that meet eligibility criteria to ACPD and the Alameda County Housing and Community Development Department for reimbursement of relocation costs. Probation anticipates leveraging \$50,000 annually to support relocation efforts of eligible probationers. There is no impact to the City's General Fund and this does not require new Measure Z funds.

PUBLIC OUTREACH/INTEREST

As mentioned earlier, HSD has worked with Alameda County Probation to develop this emergency temporary relocation program. Other key partners who have been consulted and/or involved in planning include: Alameda County Housing and Community Development Department, Catholic Charities of the East Bay, East Oakland Community Partnership, and Resource Development Associates (RDA).

COORDINATION

In addition to coordinating with the external entities mentioned, this report was developed in consultation with the Offices of the City Attorney and Controller's Bureau.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

Following approval by Council, RDA provided evaluation support for CBSCC funded programs including the initial emergency temporary relocation pilot program. RDA assisted in program development as well as the development of process and outcome evaluation measures. The evaluation memo released in September 2015 is included as Attachment A. RDA's memo details the outcomes of the initial one-year pilot and demonstrates the value/impact of the relocation program to reduce retaliatory violence in Oakland. In the initial pilot, 21 individuals received relocation services, with the majority still in progress at the time of evaluation (June 2015). Significantly, only one individual became a shooting victim after relocation.¹ The memo also notes the following program success:

As a result of the assistance provided to Relocation Program clients, two-thirds were provided with the resources necessary to be relocated either temporarily or permanently outside of Oakland and away from immediate threats. Although clients expressed that the Relocation Program needs additional resources to better assist clients, overall, clients expressed gratitude for the assistance they received and felt relocation played a major role in keeping them safe.²

Recommendations from the evaluation include: 1) Collaborative development of protocols to guide the implementation of the Relocation program; 2) Develop and review a schedule for financial disbursements with clients as early as possible; 3) Identify opportunities to increase the number of case managers dedicated to relocation program clients; 4) Develop and strengthen relationships with providers outside of Oakland to provide support to relocated individuals and their families; and 5) Work with Probation to establish a narrow, mutually agreed upon definition of the success of the relocation efforts.³

OU staff will continue to monitor the progress of relocation efforts and work with Probation and related program staff to address the recommendations.

¹ *Oakland Unite BSCC Relocation Program: Formative Evaluation Findings Memo*, prepared by Resource Development Associates, pp. 4, 6.

² *Id.* at p. 9.

³ *Id.* at pp. 14-15.

SUSTAINABLE OPPORTUNITIES

Economic: Providing relocation support services for Oakland residents affected by violence will improve their economic stability by linking them to organizations and programs geared to produce positive outcomes around recidivism reduction, educational achievement, and employment. Breaking the cycle of violence has the potential to reduce expenses in medical care, police services, and incarceration costs, among other costs.

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

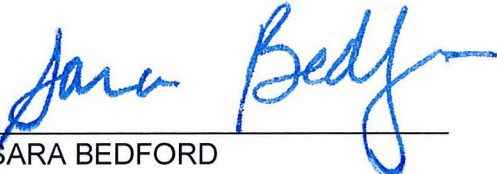
Social Equity: Relocation services will help clients by expanding employment opportunities and providing support services in the areas of crisis response, housing support, and case management.

ACTION REQUESTED OF THE CITY COUNCIL

Staff is seeking adoption of a resolution authorizing the City Administrator to enter into a MOU with the Alameda County Probation Department to continue a violence prevention relocation program that will facilitate coordinated implementation of emergency relocation services for witnesses and victims of violent crime.

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

Respectfully submitted,



SARA BEDFORD
Director, Human Services Department

OAKLAND UNITE DIVISION

Reviewed by: Peter Kim, Manager

Prepared by: Jessie Warner, Planner

Attachment A: *Oakland Unite BSCC Relocation Program: Formative Evaluation Findings Memo*, prepared by Resource Development Associates, September 3, 2015

Item: _____
Public Safety Committee
March 22, 2016

ATTACHMENT

A

Oakland Unite BSCC

Relocation Program

Prepared by

Resource Development

Associates (RDA), Sept. 3, 2015

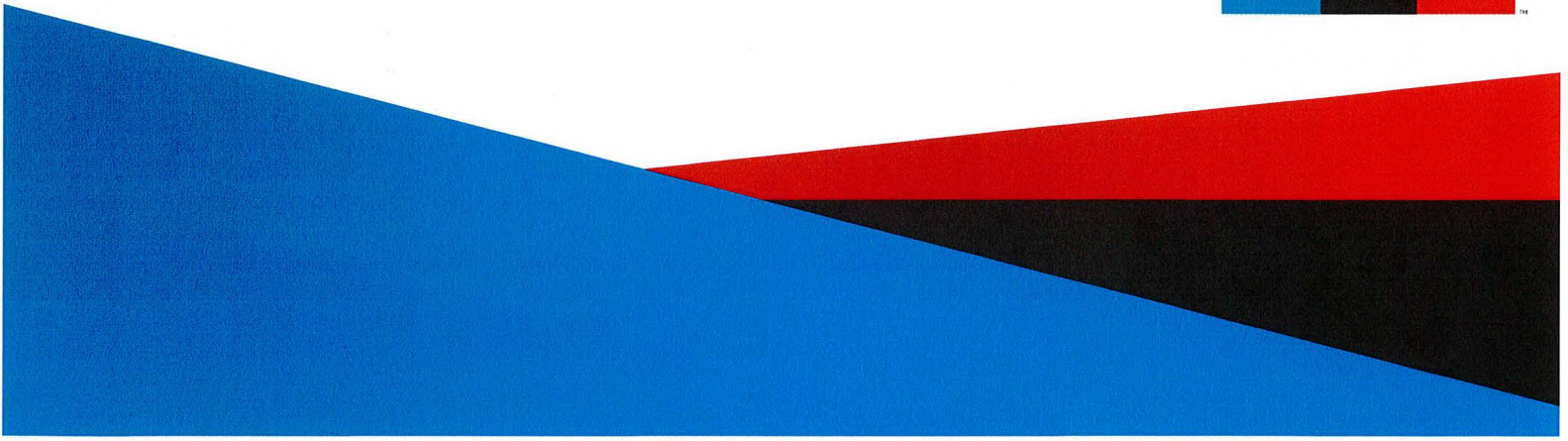
Oakland Unite BSCC Relocation Program

Formative Evaluation Findings Memo



Prepared by:

Resource Development Associates





Relocation Program Overview

The Oakland Unite Relocation Program seeks to provide emergency financial support, coordinated support services, and relocation assistance for individuals in Oakland who are in immediate danger of becoming victims of violent crime or committing a violent retaliatory act where they reside. Operated by the City's Human Service Department (HSD), in partnership with the Alameda County Probation Department, the Relocation Program has the capacity to serve between 25-35 clients per year. Individuals who are at risk for either participating in and/or being victims of shooting incidents in Oakland are identified through a variety of mechanisms (discussed below) and assessed for short-, medium-, or long-term relocation financial support and case management services. Program participants with the assistance of Relocation case managers enter into an agreement to: 1) develop employment, education, and relocation goals; 2) collaboratively work towards those goals; 3) stay in frequent contact with case managers; 4) resolve outstanding issues with the Probation and/or Parole departments; and 5) commit that they will not engage in criminal activities moving forward.

Evaluation Overview

The City of Oakland contracted Resource Development Associates (RDA) to carry-out a formative evaluation of the Relocation Program. Because the program is in very early stages, with implementation beginning in late-2014/early-2015, the purpose of this evaluation project is to inform the City's understanding of the program's progress and potential in order to inform decisions about how and whether to improve upon and/or continue implementing the Relocation Program in the future. To do so, RDA's evaluation focused on understanding how the program has been implemented thus far, successes and challenges in program implementation, and the program's potential for success based on preliminary data and stakeholder perceptions. The timeframe for RDA's data collection was from April 2015 through mid-June 2015.

Evaluation Activities

RDA conducted a variety of evaluation activities to inform its understanding of the Relocation Program and identification of recommendations for continuous program improvements moving forward. These activities included the following:

- ❖ **Case Conferences:** RDA attended three relocation case conference meetings to observe how the team collaborates and develops plans for clients on the caseload. RDA also used these opportunities to ask questions of the Relocation team to learn about their decision-making processes.
- ❖ **Participant Interviews:** RDA conducted interviews with four Relocation Program clients. Of the clients interviewed, two of their relocations were complete, one was in process, and one client interviewed was initially relocated but had since disengaged from the program and was last known to be residing in Hayward. From interviews with clients, RDA was able to obtain a wide



understanding of the Relocation Program's processes, strengths, challenges, and potential points of improvement from the viewpoints of those receiving its services.

- ❖ **Key Informant Interviews:** RDA conducted in-person and telephone interviews with a wide variety individuals to gain a multiple perspectives about the Relocation Program and how it could be improved moving forward. RDA spoke with members of the Relocation Program (including its case managers), members of the Alameda County Probation Department (a member of this Relocation Program), a homicide detective with experience helping victims relocate, members of other law enforcement agencies that assist in relocations, and administrators of programs with similar objectives in other regions of the country (administrators from both the Boston Violence Intervention Advocacy Program and the Boston Victim and Witness Assistance Program).
- ❖ **Service Delivery Tracking Data:** RDA reviewed the Relocation Program services data and notes kept by case managers. Data and notes are logged into an internal programmatic tracking spreadsheet and the City of Oakland Human Services Department's CitySpan electronic case management records system. RDA used this data to understand the breadth of services offered by the Relocation Program and the type and quantity of activities provided for clients.
- ❖ **Team Collaboration Survey:** RDA conducted the Wilder Collaboration Factors Inventory (WCFI) survey with six Relocation program staff and key Probation Department representatives. The aggregated findings from this survey provided detailed information and recommendations for how the Relocation Program's staff currently views its level of collaboration and how it can be improved should this program continue. See Appendix 1 for the Relocation Program's WCFI survey results.

Evaluation Limitations

The Relocation Program is still evolving and improving to better meet the needs of its clients. During the short timeframe that RDA was present for this evaluation, Relocation Program staffing modifications and limited staff time availabilities contributed towards limitations in RDA quickly obtaining contact information and programmatic documents. The minor delays in receiving this information limited the number of interviews that RDA conducted and the amount of programmatic case management data reviewed for producing this evaluation findings memo.

Summary of Relocation Clients and Activities

Relocation Program staff maintained a detailed spreadsheet tracking log and case management data (Oakland HSD CitySpan data system) of its clients, their statuses, costs incurred, and services provided. RDA reviewed this spreadsheet at the end of June 2015 to understand the range of clients served by the Relocation Program, the resources dedicated to the program, and the general outcomes of clients at the time.

Between October 2014 and June 2015, the Relocation Program recruited 21 clients. These clients were recruited into the program during the following months:

Recruitment Months	Number/Percentage of Clients Recruited
October – December 2014	8 (38%)
January – March 2015	5 (24%)
April – May 2015	5 (24%)
(Unknown)	3 (14%)
TOTAL:	21

At the end of June 2015, the Relocation clients' programmatic statuses were varied:

Relocation Program Status of Clients	Number/Percentage of Clients
Completely Relocated	3 (14%)
Relocation Support Services In Progress	11 (52%)
Housing Site Identified & Have Pending Relocation Status	3 (14%)
Closed Cases Without Completion of Relocation Process	4 (19%)
TOTAL:	21

Of clients that had been completely relocated and that had known recruitment months (n= 18), half were recruited between October and December of 2014 and half were recruited between January and March 2015. Of individuals whose cases were closed without completing the relocation process, all clients were recruited between January and March 2015. Lastly, all individuals who were recruited between April and May 2015 remained in progress at the time this analysis was performed.



At the time of recruitment into the Relocation Program, clients were determined to have varying levels of need for relocation services:

Need for Relocation Services Upon Recruitment	Number/Percentage of Clients
Emergency / High Need	2 (10%)
Urgent / Medium Need	9 (43%)
Moderate / Low Need	1 (5%)
(Undisclosed)	9 (43%)
TOTAL:	21

On average, Relocation clients had between 1-2 other family members included in their relocation processes. Moreover, Relocation clients had a variety of geographic locations that they considered relocating to – they all had plans to move outside of the City of Oakland, California, while some had clear intentions of relocating outside of Alameda County. The geographic regions clients planned on relocating to included: Contra Costa County, Santa Clara County, San Joaquin County, Sacramento County and Fulton County, Georgia.

Case management services are provided to Relocation clients by Catholic Charities of the East Bay (CCEB). Between the eight-month period of October 2014 through June 2015, CCEB case managers conducted many case management contacts with Relocation clients, amassing many hours of case management services provision. On average, CCEB case managers spent 118 minutes per client contact (approximately two hours).

Relocation Case Management Services (10/2014-6/2015)	Total Count	Average Count per Month
Total Case Management Contacts	422 contacts	53 client contacts per month
Total Case Management Hours	827 hours	103 hours per month

A major component of the Relocation Program is providing financial assistance for interim hotel costs, food, security deposits for apartment applications, first month’s rent for apartment leases, medical fees, legal fees, and other related costs. At the end of June 2015, the Relocation Program has contributed \$27,221 towards its 21 clients thus far for a variety of items. For those clients receiving subsidized hotel rooms (n=8, 38%), an average of 24 hotel nights per client was covered by the Relocation Program.



Relocation Program Costs	Amount
Hotel Costs	\$20,321 (75%)
Food	\$2,800 (10%)
Apartment Application Security Deposits	\$590 (2%)
First Month's Rent for Apartment Leases	\$1,400 (5%)
Legal Fees	\$300 (1%)
Other Related Costs	\$1,000 (4%)
TOTAL:	\$27,221

Lastly, the Relocation Program's clients experience a variety of challenges and supports in their lives. In terms of supports, eleven (52%) clients received some type of housing support while they engaged with the Relocation Program to work through their case and seek a more permanent relocation situation. Often times, Relocation staff are also faced with many challenges as they work with clients to improve their current situations, search, and prepare for relocation away from potentially dangerous situations in Oakland. The table below presents some of the challenges encountered by Relocation clients.

Challenges Facing Relocation Clients	Number/Percentage of Clients
Experiencing serious medical and/or mental health challenges stemming from involvement in a shooting	11 (52%)
Became a shooting victim after becoming Relocation client	1 (5%)
Arrested for another crime after becoming Relocation client	4 (19%)
Closed Relocation file and transferred to Oakland's Victim of Crime (VOC) benefits program	1 (5%)
Closed Relocation file and transferred to District Attorney's Witness Protection Program for continued relocation support	1 (5%)

Thematic Findings

From our formative evaluation activities, RDA synthesized our findings into four themes: Recruitment and Relocation, Resources, Collaboration and Partnership, and Defining Success. Below, we present a synopsis of the Relocation Program's current practices and our recommendations for program improvements moving forward.

Recruitment and Relocation

In this section, we refer to recruitment as the process through which individuals are selected as candidates for the Relocation Program. As used here, Relocation refers to the transitional process from when an individual is selected for relocation to when the individual is physically relocated out of Oakland.

Current Practices: Individuals in immediate danger of becoming victims of violent crime are referred to the Relocation Program after they have been shot and often while they are still recuperating in the hospital. Wounded individuals are referred to the Relocation Program by representatives from hospitals or by Oakland Street Outreach staff. This approach of recruiting individuals is based on the philosophy that individuals are most open to embracing lifestyle changes that reduce violent involvement after they have sustained a life threatening injury such as a gunshot wound. This philosophy is supported by research showing that hospital violence intervention programs are effective in disrupting cycles of violence because they provide individuals with emotional support and guidance during the period they are vulnerable to changing their behaviors.¹

Once an individual is identified as a candidate for Relocation services, case managers then determine the severity of the threats to the individual and determine if he/she needs to be physically removed from Oakland. Allowing the wounded individual to recover in the absence of threats of violence reduces their likelihood of being wounded again, as well as their potential for retaliation. If the threats to the individual persist, he/she may be offered transitional assistance by the Relocation Program to assist with longer-term relocation out of Oakland.

Program Successes: Clients relocated expressed gratitude towards the Relocation Program staff that assisted them with relocation. Clients indicated they were too scared to return to Oakland after being shot – as evidence of this, some clients did not want to return home to Oakland to collect their belongings after being discharged from the hospital. For this reason, most clients expressed strong support for the program and recognized it as capable of saving and transforming lives. Multiple Relocation clients praised the Relocation Program for providing them with a second chance and

"I am grateful because after getting shot they placed me in a much better environment. They got me a game system to keep me from going outside where I would be at risk. I have no family or friends here but I feel safe."
– Relocation Program Client

¹ Cooper, C., Eslinger, D., and Stolley, P. (2010). Hospital based violence programs work. *The Journal of Trauma, Injury, Infection and Critical Care*. 61, P. 534-540.

credited case managers for keeping them and their families safe.

Recommendations: Since the Relocation Program has been operating for less than one year, the establishment of utilized protocols and procedures to guide recruitment and relocation is still a work in progress. Findings from the Wilder Collaboration Factors Inventory (WCFI) Survey administered with Relocation Program staff as well as interviews conducted by RDA staff with Relocation Program staff indicated that member roles and procedures have not been made explicit. RDA recommends that existing protocols be refined so mandatory procedures and staff members' roles in the recruitment and relocation processes become clearer.

"At the beginning, we were operating with no kind of protocols or procedures. Now, that is getting a little bit better but in a lot of ways we are learning as we go."

– Relocation Program staff member

Given that multiple organizations have stakes in the Relocation Program, RDA recommends that all member entities be involved in developing or refining programmatic protocols and procedures. RDA suggests the following factors be considered prior to making decisions regarding recruitment and relocation:

- ❖ Involve a Probation Department representative in the development of protocols and procedures so that all Relocation Program entities are involved in programmatic development and improvements.
- ❖ Decisions regarding short-term housing should consider the safety of the housing/hotel area and whether or not the proposed housing/hotel arrangement can accommodate multiple family members. Long-term housing related factors to consider are whether the client can successfully live with a family member, if apartment managers will offer housing to the client, and if affordable housing/public housing is an option for the client. Interviews with Relocation clients revealed they sometimes felt unsafe in hotels they were placed in due to criminal activity occurring nearby. Clients also mentioned they frequently wasted money on applications for apartments that were ultimately rejected for by apartment managers.
- ❖ Currently, Relocation Program staff maintain relationships with employment providers in the Bay Area, but relationships need to be made with employment providers outside of the Bay Area to help relocated clients find jobs. Upon being selected for relocation services, client's employment status and work history should be carefully examined in order to help prepare them to find stable employment after relocation.
- ❖ Client eligibility to receive public assistance should be determined as early as possible in the relocation process. Depending on client circumstances, they may be eligible to receive California Victim Compensation Program (CalVCP) and Social Security Income (SSI) funds. To reduce the amount of time between when a client is a victim of a shooting and when they begin to receive public assistance, we recommend that clients work with a Health Advocate while in the Hospital to complete applications for public assistance. Since Relocation clients may initially be unable to work due to injuries sustained, obtaining public assistance benefits as early as

possible may assist clients until they are physically and mentally capable of obtaining employment.

Resources

In this section, we discuss resources provided to Relocation clients, followed by a discussion of additional resources needed to increase the capacity of the Relocation Program.

Current Practices: The Relocation Program leverages resources from multiple organizations to reduce violence in Oakland. Staff members from the Oakland Human Services Department (HSD), Catholic Charities of the East Bay (CCEB), and the Alameda County Probation Department work together to provide violence intervention, case management, and transitional support services for individuals relocated out of Oakland. Individuals selected for relocation for any period of time receive financial support to assist them with lodging and meals during relocation. If an individual is selected to receive long-term relocation assistance, he/she receives additional support from CCEB case managers to help them find employment and permanent housing. The amount of financial support allotted for each Relocation Program client is approximately \$4,000. Clients with families can receive additional support for food and lodging expenses. Relocation clients who are unemployed are referred by Relocation Program staff to employment agencies that assist them in finding and pursuing employment. This service provides clients with opportunities to financially support themselves once relocated. Case managers also provide Relocation clients with assistance in finding long-term housing. Clients have found housing in sober living homes, apartments, and shared households with family members.

Program Successes: The staff from multiple Relocation Program organizations have combined their resources and personnel to keep vulnerable violent crime victims safe. As evidence of this, 95% of Relocation clients did not become violent crime victims after participating in the Relocation Program. As a result of the assistance provided to Relocation Program clients, two-thirds were provided with the resources necessary to be relocated either temporarily or permanently outside of Oakland and away from immediate threats. Although clients expressed that the Relocation Program needs additional resources to better assist clients, overall, clients expressed gratitude for the assistance they received and felt relocation played a major role in keeping them safe.

*"My case manager was very helpful and would help us even late at night. Sometimes he would even come out of his own pocket to pay for a hotel. I am very grateful for his help because it might have saved my life."
– Relocation Program client*

Recommendations: In order to expand the range of services provided to Relocation Program clients, RDA recommends the Relocation Program acquire additional resources. Relocation Program staff members highlighted the need for additional personnel in order to improve the program's quality of services. Additionally, Relocation clients stated during interviews that the program needs more support staff. Clients commented that their case managers were often pulled in many different directions; as a result, Relocation case managers were sometimes unable to meet their commitments. Clients described occasions where delays in receiving funds for lodging had resulted in them sleeping in their cars. Clients

"Sometimes I didn't feel supported... Because they would tell me they'd be there to help me find a job or an apartment and then they wouldn't show up. I would call them to see what's up and they would be like something came up, somebody else got shot. They'd tell me your doing good you're alright now, but I wasn't. I guess other people needed their help more than me but I felt like I was being punished."

– Relocation Program client

also described instances where case managers made appointments to assist them with completing rental applications or applications for public assistance, but then failed to make the appointments because more pressing client issues arose.

In addition to the Relocation Program needing more support staff, additional funding is needed to provide clients with the minimum amount of financial assistance

required for relocations. Clients indicated they received gift cards to pay for food, but stated the delivery of gift cards was inconsistent and not enough for them to survive on. For example, one client indicated that the Relocation Program gave him only \$100 to feed his family of four people for two weeks. This client indicated that his family ate fast food every night because the Relocation Program placed them in a hotel without a kitchen. Moreover, this client's family ran out of money for food and had to borrow money from friends to be able to eat. Other clients stated they were abruptly told their allocated budget from the Relocation Program was terminated, which led them to become homeless. Overall, clients indicated that financial resources need to be dispersed in a more pre-planned and consistent manner – clients can then be more secure of their ability to survive on the support provided.

Collaboration and Partnership

In this section, we discuss the collaboration that exists between Relocation Program members and offer recommendations for how collaboration could be increased. We also describe existing partnerships and identify partnerships that should be built to better support Relocation clients.

Current Practices: The Relocation Program is a collaborative program that utilizes expertise and resources from multiple organizations to protect individuals from harm. The Oakland Human Services Department, Catholic Charities of the East Bay, and the Alameda County Probation Department work collaboratively to provide street outreach, violence intervention, transition assistance, and case management to clients in immediate danger. Funding for the Relocation Program has also come from multiple sources. The California Board of State and Community Corrections (BSCC) provided \$60,000 and the Alameda County Probation Department provided \$50,000 to support the Relocation Program for fiscal year 2014/2015.

Multiple organizations are also involved in the process of identifying and assessing the appropriateness of wounded individuals for relocation services. Once individuals are identified as candidates for relocation, the degree of risk of harm to the individual is determined by staff from HSD and CCEB. Clients eligible for relocation that are on probation or parole must be approved for Relocation services by the supervising department prior to long-term relocation. The eligibility criteria that individuals must meet to receive support from the Relocation Program include:

- ❖ Immediate risk of injury of death due to involvement of a shooting incident that took place in Oakland
- ❖ Over 18 years of age
- ❖ Oakland resident at the time of being shot
- ❖ Working actively with a Oakland Unite Case Manager
- ❖ Relocation approved by Probation and Parole for Probation funded clients, on active Probation in Alameda County

Case conference meetings are scheduled weekly and are attended by representatives from Oakland HSD and CCEB. At case conference meetings, Relocation staff discuss the status of clients and identify issues pertaining to clients that require staff action. These weekly meetings facilitate collaboration across organizations by allowing representatives from member organizations to share information about how to best assist Relocation clients. Though the Alameda County Probation Department is a member organization of the Relocation Program, they have not been required to attend these weekly case conference meetings.

Program Successes: Relocation Program member organizations have shown the capacity to work together to protect individuals vulnerable to violence in Oakland. Member organizations combined resources and organizational strengths to support clients with relocation and in making positive lifestyle changes. Relocation Program staff have worked to develop partnerships with

“We are all working towards a common goal of protecting people who live in the City of Oakland and trying to assist them with serious life style changes.”

– Team Collaboration Survey respondent

businesses and community organizations throughout the Bay Area to provide transitional support services to Relocation clients. Staff have identified hotels and sober living homes in the Bay Area which have served as safe spaces for clients to recover after being shot. Additionally, Relocation staff have identified organizations in the Bay Area that provide employment opportunities to clients outside of Oakland in order to support clients financially supporting themselves.

Recommendations: Collaboration and partnership is a tremendous strength of the Relocation Program; however, areas exist where increased collaboration and partnership could improve program quality.

“Our case conference meeting structure is a strong component, but they are not consistently facilitated well and the follow-up items are often unclear, which makes follow-through challenging.”

– Team Collaboration Survey respondent

While case conference meetings are a valuable component of the Relocation Program, staff indicated that they need to be held more consistently and facilitated more effectively. RDA recommends developing a more structured agenda prior to case conferences that allocates a specific amount of time to each agenda item. Developing a more formal structure for facilitating meetings would help ensure

that all cases are discussed and offer representatives from member organizations sufficient time to voice issues and concerns. Given that the Alameda County Probation Department is a member of the Relocation Program, and probation officers may have additional information on Relocation clients, RDA



suggests that a representative from the Alameda County Probation Department meet weekly with Relocation Program staff to share pertinent information regarding Relocation clients. In order for the confidentiality of clients to remain protected, RDA recommends that the Relocation Program develop strict guidelines indicating what can and cannot be shared about its clients with representatives from outside agencies.

RDA also recommends that when feasible, the Alameda County Probation Department should be consulted regarding the appropriateness of candidates for Relocation services prior to them being relocated. We make this recommendation because probation officers may have valuable information about candidates' behavioral history that case managers may not have. Such information could be useful in determining whether or not an individual is appropriate for relocation as well as for developing case management plans for clients. More closely linking the Probation Department to the candidate assessment process may also address concerns expressed by Probation Department personnel that relocated clients may engage in violent behavior outside of Alameda County while receiving financial support from the Probation Department.

"If one of these guys is involved in a violent act outside of Alameda County while we (Alameda County Probation Department) are supporting them financially, it's a major black eye for us... Don't get me wrong, I am in support of the program but we have to be very careful about who we relocate."
– Relocation Program staff member

Once clients are relocated out of Oakland, they must find employment or other means of financial support as well as a range of support services to make the relocation sustainable. During interviews with relocated clients, individuals highlighted several factors that pressured them to return to Oakland even though they felt at risk in the city. These factors included: medical needs, employment opportunities, the support of family, and children's schooling. To better assist individuals after being relocated, increased partnerships need to be built outside of Oakland with service providers to provide ongoing support to relocated clients. RDA recommends that the Relocation Program seek to develop partnerships with transitional housing providers, employment agencies, traveler's aid societies, faith-based organizations, low-cost medical clinics, and non-profit community organizations in Relocation destination areas.

Defining Success

In this section, we discuss current Relocation Program goals and identify how these goals relate to an overall definition of program success. We describe potential ways to think about Relocation Program success as identified during interviews with Relocation staff and administrators of other relocation programs with similar objectives.

Current Practices: The main stated goal of the Relocation Program is to "provide emergency financial support and coordinated support services to individuals in Oakland who are in real, immediate danger of harm where they reside to help them transition to a safer location." Additional

"Our group lacks a clear sense of success... Simply moving someone doesn't feel like success to me."
– Team Collaboration Survey respondent

goals set for clients by the Relocation Program include: securing long-term housing and establishing a job or schooling so that clients can become self-sufficient. Some clients in the Relocation Program have achieved these goals, yet others have not. Specifically, clients have had difficulty securing long-term housing and maintaining employment. In cases where not all goals are met, Relocation staff have struggled to identify whether or not these cases are successful.

Program Successes: Staff indicated that a major contribution of the program has been its ability to provide feuding parties with a vital “cooling down period.” Interviewed staff believed that during the “cooling down period,” relocated shooting victims are able to logically think through the option of retaliation and, as a result, retaliation becomes a less attractive option.

“If someone is relocated after being shot, then they might not feel like they have to come back to Oakland strapped up. If they don’t come back to Oakland shooting than the program is useful from a violence reduction standpoint.”
– Relocation Program staff member

From a violence reduction perspective, successful cases of relocation occur when: 1) clients are protected from their attacker, and 2) they are prevented from violently retaliating. In thinking about program success, it may be helpful to think about short- and long-term goals for clients. Short-term goals may include protecting the client from harm and preventing them from engaging in retaliatory violence, and long-term programmatic goals may include sustaining long-term housing relocations.

Since there is not currently agreement about what constitutes program success, we believe Relocation Program operators should critically consider whether lifestyle transformation and/or harm reduction defines program success. To assist the Relocation Program in developing a firmer sense of program success, we describe below how an official that operates a program with similar objectives identifies programmatic success.

Recommendations: Kara Hayes, Director of the Victim and Witness Protection Program (VWPP) in Boston, Massachusetts recommended that leaders of the Relocation Program maintain realistic expectations about what can be accomplished given the available resources. The goal of VWPP is narrowly defined as harm reduction. VWPP provides support to clients wishing to make positive lifestyle changes, however, lifestyle change is not a factor used to determine client success. VWPP emphasized that challenges faced by clients prior to becoming a violent crime victim will likely continue to exist after their relocation. For example, if an individual struggled to maintain employment prior to becoming a violent crime victim, relocation will not remove the barriers they previously faced to stable employment. As a result, VWPP considers cases where relocation kept the client safe, although personal challenges remain, as successful when the goal of harm reduction is achieved. Given that Oakland’s Relocation Program also primarily seeks to protect clients from harm, RDA recommends the Relocation Program primarily measure program success according to its effectiveness in reducing harm and violence.

In order for Relocation Program performance to be meaningfully assessed against its goal of harm reduction, RDA recommends establishing periods of time that exist as benchmarks indicating the length of time a client remains safe after initially becoming a victim of a violent crime. For example,

benchmarks could be set at the 3-, 6-, 9- and 12-month marks for clients. In order for a baseline to be established for purposes of comparison, RDA recommends comparing the proportion of Relocation clients that achieve each benchmark as compared to the proportion of violent crime victims in Oakland that did not participate in the Relocation Program but did achieve each benchmark. If data could be collected on the proportion of clients and non-clients reaching each benchmark, program success towards the goal of harm reduction could begin to be meaningfully assessed.

Overall Recommendations

RDA offers the following variety of overall recommendations for the Relocation Program. The program has achieved a number of milestones during its short start-up period. These recommendations are intended for consideration by program staff as they continue to improve the valuable program moving forward.

Relocation Program member organizations should work together to develop a more detailed and mutually agreed upon protocol to guide implementation of the Relocation Program. Relocation program staff indicated that a protocol currently exists but is not consistently followed. To increase protocol utilization by staff, the existing protocol should be revised to be made more explicit. All Relocation Program member organizations should be involved in developing and refining the protocol so the perspectives of multiple organizations are considered and reflected in the protocol. Involving all member organizations in protocol development will increase the likelihood that a primary protocols is mutually supported by all Relocation Program member organizations.

As early as possible in the client relocation process, develop and review a schedule of financial disbursements with clients. Relocation clients expressed gratitude for the gift cards they received to assist them with relocation-related costs. Clients indicated that the disbursement of gift cards would have been more helpful to them had the disbursement of gift cards been more predictable. To better assist clients plan their finances during relocation, RDA suggests case managers develop and review a schedule of financial disbursements with clients as early as possible in their relocation processes.

Identify opportunities to increase the number of case managers dedicated to Relocation Program clients or choose to serve fewer so clients can receive more intensive case management services. Clients and Relocation Program staff both indicated clients needed greater support from case managers during the relocation process. Relocation clients often need case management services even after they have been relocated to help themselves and family members adapt to their new community. Increasing the number of case managers or choosing to serve fewer clients would allow clients to receive more intensive and longer term case management services during the relocation processes.

Develop and strengthen relationships with organizations outside of Oakland to support clients after they are relocated. Relocation Program staff have established partnerships with organizations capable of supporting clients in Oakland and throughout the Bay Area. Since Relocation clients often need to leave the Bay Area to be kept safe, new relationships need to be developed with organizations outside



of the Bay Area. RDA recommends researching and developing relationships with transitional housing providers, employment agencies, traveler's aid societies, faith-based organizations, low-cost medical clinics, and non-profit community organizations in areas outside of the Bay Area so clients can receive ongoing support services after their relocations.

Develop a clearer agenda for case conference meetings to ensure that all agenda items are discussed in the time allocated. Case conference meetings are a strong and collaborative component of the Relocation Program. To improve case conference meetings, RDA recommends that a meeting agenda with pre-selected periods of time allocated to each meeting agenda item be utilized to facilitate meetings. Developing and adhering to a clear meeting agenda would help to ensure that adequate time is spent discussing each client's case. During the case conference meetings, there should be enough time to allow for concrete action items to be identified and assigned to specific staff members. Additionally, follow-up items should be determined so that staff can be held accountable for completing each item prior to the next case conference meeting.

Establish a narrow and mutually understood definition of Relocation Program success. Many Relocation Program clients have not subsequently been harmed after relocation services began but often struggle to maintain permanent housing and stable employment. Since what defines Relocation Program success is not well defined or mutually understood, it is difficult to decipher whether or not these cases are successful relocations. To aid the Relocation Program in developing a well-defined and mutually understood definition of success, RDA recommends considering how victim assistance programs define success – they work towards the specific goal of reducing physical harm to clients.

Appendix 1 – WCFI Collaboration Survey Results for Relocation Team

The Wilder Collaboration Factors Inventory (WCFI) survey tool can be found online at: <https://www.wilder.org/Wilder-Research/Research-Services/Pages/Wilder-Collaboration-Factors-Inventory.aspx>. Below are the results from RDA’s anonymous administration of the WCFI survey with six Relocation Program staff members. Compiled scores for 20 specific collaboration factors are presented first, followed by the average scores for each of the survey’s 40 items.

Collaboration Factor scoring for the group (6 completed forms)

Average scores for each of the 20 factors:

Factor	Factor Average
History of collaboration or cooperation in the community	3.5
Collaborative group seen as a legitimate leader in the community	3.1
Favorable political and social climate	4.4
Mutual respect, understanding, and trust	3.4
Appropriate cross section of members	3.1
Members see collaboration as in their self-interest	4.0
Ability to compromise	4.0
Members share a stake in both process and outcome	3.8
Multiple layers of decision-making	2.9
Flexibility	3.7
Development of clear roles and policy guidelines	2.8
Adaptability	3.6
Appropriate pace of development	3.3
Open and frequent communication	3.3
Established informal relationships and communications links	4.2
Concrete, attainable goals and objectives	3.9
Shared vision	3.1
Unique purpose	4.6
Sufficient funds, staff, materials, and time	2.6
Skilled leadership	3.3
<i>As a general rule...</i>	
Scores of 4.0 to 5.0 - strengths, don't need attention	
Scores of 3.0 to 3.9 - borderline, deserve discussion	
Scores of 1.0 to 2.9 - concerns that should be addressed	

Item Averages

Average scores for each of the 40 items:

Item	Item Average
1. Agencies in our community have a history of working together.	3.7
2. Trying to solve problems through collaboration has been common in this community. It's been done a lot before.	3.3
3. Leaders in this community who are not part of our collaborative group seem hopeful about what we can accomplish.	3.2
4. Others (in this community) who are not part of this collaboration would generally agree that the organizations involved in this collaborative project are the "right" organizations to make this work.	3.0
5. The political and social climate seems to be "right" for starting a collaborative project like this one.	4.2
6. The time is right for this collaborative project.	4.7
7. People involved in our collaboration always trust one another.	2.5
8. I have a lot of respect for the other people involved in this collaboration work.	4.3
9. The people involved in our collaboration represent a cross section of those who have a stake in what we are trying to accomplish.	3.8
10. All the organizations that we need to be members of this collaborative group have become members of the group.	2.3
11. My organization will benefit from being involved in this collaboration.	4.0
12. People involved in our collaboration are willing to compromise on important aspects of our project.	4.0
13. The organizations that belong to our collaborative group invest the right amount of time in our collaborative efforts.	3.2
14. Everyone who is a member of our collaborative group wants this project to succeed.	4.2
15. The level of commitment among the collaboration participants is high.	4.0
16. When the collaborative group makes major decisions, there is always enough time for members to take information back to their organizations to confer with colleagues about what the decision should be.	3.3
17. Each of the people who participate in decisions in this collaborative group can speak for the entire organization they represent, not just a part.	2.5
18. There is a lot of flexibility when decisions are made; people are open to discussing different options.	3.5
19. People in this collaborative group are open to different approaches to how we can do our work. They are willing to consider different ways of working.	3.8
20. People in this collaborative group have a clear sense of their roles and responsibilities.	2.7
21. There is a clear process for making decisions among the partners in this	3.0



collaboration.	
22. This collaboration is able to adapt to changing conditions, such as fewer funds than expected, changing political climate, or change in leadership.	3.5
23. This group has the ability to survive even if it had to make major changes in its plans or add some new members in order to reach its goals.	3.7
24. This collaborative group has tried to take on the right amount of work at the right pace.	3.3
25. We are currently able to keep up with the work necessary to coordinate all the people, organizations, and activities related to this collaborative project.	3.3
26. People in this collaboration communicate openly with one another.	3.2
27. I am informed as often as I should be about what goes on in the collaboration.	3.7
28. The people who lead this collaborative group communicate well with the members.	3.2
29. Communication among the people in this collaborative group happens both at formal meetings and in informal ways.	4.0
30. I personally have informal conversations about the project with others who are involved in this collaborative group.	4.3
31. I have a clear understanding of what our collaboration is trying to accomplish.	4.3
32. People in our collaborative group know and understand our goals.	4.0
33. People in our collaborative group have established reasonable goals.	3.3
34. The people in this collaborative group are dedicated to the idea that we can make this project work.	3.3
35. My ideas about what we want to accomplish with this collaboration seem to be the same as the ideas of others.	2.8
36. What we are trying to accomplish with our collaborative project would be difficult for any single organization to accomplish by itself.	4.7
37. No other organization in the community is trying to do exactly what we are trying to do.	4.5
38. Our collaborative group has adequate funds to do what it wants to accomplish.	2.5
39. Our collaborative group has adequate "people power" to do what it wants to accomplish.	2.7
40. The people in leadership positions for this collaboration have good skills for working with other people and organizations.	3.3
<i>As a general rule...</i>	
Scores of 4.0 to 5.0 - strengths, don't need attention	
Scores of 3.0 to 3.9 - borderline, deserve discussion	
Scores of 1.0 to 2.9 - concerns that should be addressed	

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OFFICE OF THE CITY CLERK
OAKLAND

2016 MAR 10 PM 1:25

Approved as to Form and Legality


City Attorney

OAKLAND CITY COUNCIL

RESOLUTION No. _____ C.M.S.

Introduced by Councilmember _____

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO ENTER INTO A MEMORANDUM OF UNDERSTANDING WITH ALAMEDA COUNTY PROBATION DEPARTMENT ESTABLISHING A VIOLENCE PREVENTION RELOCATION PROGRAM TO FACILITATE COORDINATED IMPLEMENTATION OF EMERGENCY RELOCATION SERVICES FOR WITNESSES AND VICTIMS OF VIOLENT CRIME

WHEREAS, witnesses and victims of violent crime often fear for their safety, and are in real and immediate danger of retaliation and/or further violence; in order to support these individuals, temporary or permanent relocation to a different locale may be the best solution to ensure their safety; and

WHEREAS, on September 23, 2014, Oakland City Council approved funding from the California Board of State and Community Corrections (CBSCC) (Recidivism Reduction Funds) to begin developing an emergency temporary relocation system for shooting victims, family members of homicide victims and/or Ceasefire or Street Outreach clients; and

WHEREAS, following a successful pilot, on December 8, 2015, Oakland City Council approved the use of funding from the 2014 Public Safety and Services Violence Prevention Act (Measure Z) to contract with California Youth Outreach to continue the emergency temporary relocation program; and

WHEREAS, following the enactment of Assembly Bill (AB) 109, the Public Safety Realignment Act, the Realignment Housing Program was developed by Alameda County under the jurisdiction of the Probation Department to assist formerly incarcerated AB 109 participants, who were homeless or at high-risk of homelessness; and

WHEREAS, the City of Oakland's Human Services Department (HSD), Oakland Unite division and Alameda County Probation Department have been meeting since the fall of 2014 to coordinate these resources for emergency temporary relocation services, and are committed to coordinating resources and services to improve the public safety of Oakland residents; and

WHEREAS, the City of Oakland wishes to enter into a Memorandum of Understanding (MOU) with Alameda County Probation to formalize the coordination of these resources; and

WHEREAS, section 504(l) of the City Charter authorizes the City Administrator to enter into intergovernmental agreements subject to City Council approval; now therefore be it

RESOLVED: That the City Administrator is hereby authorized to enter into a Memorandum of Understanding with Alameda County Probation Department to coordinate resources and services for emergency relocation services for witnesses and victims of violent crime; and be it

FURTHER RESOLVED: That the City Administrator is authorized to conduct all negotiations, execute and submit all documents, including but not limited to applications, agreements, amendments, modifications, and related actions which may be necessary in accordance with this resolution's basic purpose; and be it

FURTHER RESOLVED: That said agreement shall be reviewed as to form and legality by the Office of the City Attorney and copies will be filed in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

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

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____
LATONDA SIMMONS
City Clerk and Clerk of the Council
of the City of Oakland, California