




AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Guillermo Cespedes
Chief, Violence Prevention

SUBJECT: MACRO Pilot Program Grant

DATE: December 21, 2020

City Administrator Approval 

Date: Jan 22, 2021

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Awarding A Professional Services Agreement With Bay Area Community Services Inc. (BACS) In An Amount Not To Exceed One Million Six Hundred Thousand Dollars (\$1,600,000) For Implementation Of The Mobile Assistance Community Responders Of Oakland (MACRO) Pilot Program, From January 1, 2021 To June 30, 2022.

EXECUTIVE SUMMARY

The Department of Violence Prevention is seeking authority to enter into an agreement with Bay Area Community Services, Inc. (BACS) to implement the Mobile Assistance Community Responders of Oakland (MACRO) pilot program in two areas of Oakland. BACS will provide services from January 1, 2021 to June 30, 2022. BACS was selected through a competitive Request for Qualifications (RFQ) process and demonstrated capacity and expertise to launch MACRO quickly and provide mental health and other supportive services for non-violent/non-felony crisis response during the 18-month MACRO pilot program.

BACKGROUND / LEGISLATIVE HISTORY

Oakland voters have consistently identified public safety as a priority and first approved the Violence Prevention and Public Safety Act in 2004 (Measure Y) and subsequently approved the 2014 Oakland Public Safety and Services Violence Prevention Act (Measure Z) to provide a dedicated funding stream for community policing and community-focused violence prevention and intervention strategies. Accordingly, the City Council sought to better align, amplify and elevate Oakland's violence prevention efforts for increased accountability and performance by establishing the Department of Violence Prevention (DVP) to pursue a public health approach to violence prevention. The City Council intended the DVP to work with both victims of violent crime and those statistically most likely to become future victims or perpetrators of violent crime, to dramatically reduce violent crime and to serve communities impacted by violence to end cycles of trauma (Ordinance No. 13451 C.M.S.).

Due to City Council interest in police alternative response models to support Oakland residents in crisis, \$40,000 was allocated in fiscal year (FY) 2019-2020 budget to explore implementation of a model like Crisis Response Healing Out On The Streets (CAHOOTS), a program in place in Eugene, Oregon, that provides a non-law enforcement response to mental health crisis calls (Resolution No. 87759 C.M.S.). Urban Strategies Council (USC) released a feasibility report in Spring 2020 that examined the CAHOOTS model and surveyed existing programs and services in place to respond to mental health and other non-violent/non-felony crises. USC coordinated with experts in the field, both community organizations and government agencies, as well as community members who have experience with existing crisis response services, to propose Mobile Assistance Community Responders of Oakland (MACRO). The report provided a comprehensive analysis and recommended launching a pilot program in two Oakland areas at an estimated cost of \$3.09 million.

As part of the mid-cycle budget for FY 2019-21, the City Council voted on June 23, 2020 to budget \$1.85 million for the DVP to identify a qualified community-based organization(s) who will implement MACRO in several Oakland neighborhoods with an emphasis on neighborhoods in East and West Oakland in alignment with the neighborhoods identified by the DVP's place-based strategy (Resolution No. 88174 C.M.S.; Amendment to Resolution No. 87759 C.M.S.).

In addition, on December 15, 2020, City Council requested that the City Administrator's Office or designee begin reviewing options for the creation of Oakland City staff civilian response positions for the MACRO program (Resolution No. 88433 C.M.S.). This inquiry will take place alongside launch and implementation of the pilot. As such, this report details next steps in the process of implementing MACRO with the selected qualified, community-based organization as the implementation partner (Resolution No. 88174 C.M.S.; Amendment to Resolution No. 87759 C.M.S.).

ANALYSIS AND POLICY ALTERNATIVES

MACRO: Immediate Response, Connections to Care and Follow-up

MACRO provides an opportunity to improve access to mental health and other supportive services for non-violent/non-felony crisis response in Oakland. Drawing on lessons learned from the CAHOOTS model, established by the City of Eugene, MACRO provides a diversion model to reduce reliance on police and attendant jail and criminal justice responses by offering a public health response, which also reduces the burden on, and high costs of, the emergency medical care system.

Under the MACRO model, whenever possible, a team of Emergency Medical Technicians (EMTs) and counselors or Crisis Support Specialists (CSS) will respond to and provide medical assessment/clearance, de-escalation and support, and connection to care. Connections to care can be immediate, and provide a range of possible options beyond a 72-hour psychiatric assessment (or 5150 hold) including detox centers such as Cherry Hill, 23-hour crisis stabilization units and drop-in centers, longer-term residential rehabilitation, primary care with a private medical provider, and even to a safe place determined by the person in crisis, such as

their own home or that of a loved one. Transportation and follow-up would be voluntary and next steps will be determined in consultation with the individual in crisis. The MACRO team will also provide follow-up support to connect to the individual with additional available resources including clinical care, medication access, and residential treatment or drop-in clinics.

By employing the EMT-Counselor team, MACRO provides an opportunity for hiring peer professionals as counselors trained to respond, de-escalate and support individuals in crisis. MACRO will emphasize training community members that have been at the center of violence either as victims or perpetrators as responders.

Release and Review of Funding Solicitation

A Request for Qualifications (RFQ) was released in October 2020 and five (5) agencies provided responsive, written proposals by the November 20, 2020 deadline (See **Table 1**). A review panel of community members and City/County staff with personal experience and/or professional expertise relevant to the program read and scored all five proposals. As per the process outlined in the RFQ, following an initial scoring review, three (3) agencies with the highest scores for the written proposal were selected for interview. The interviews provided additional information and led to a clear recommendation from the review panel to select Bay Area Community Services, Inc. (BACS) as the community-based provider to implement MACRO.

Table 1: MACRO Pilot Program Proposal Review Scores

Agency	Proposal Score	Interview Score	Combined Score	Rank
Bay Area Community Services (BACS)	100.2	97.6	197.8	1
La Familia Counseling Services	91.8	89.6	181.4	2
Building Opportunities for Self-Sufficiency (BOSS)	93.2	80.4	173.6	3
Felton Institute	76	N/A	N/A	4
Anti-Police Terror Project (AFTP)	43.8	N/A	N/A	5

Selected MACRO Provider

BACS's written proposal and interview demonstrated significant relevant experience, connection to Oakland, and readiness to launch the MACRO pilot program. BACS has been in Oakland since 1953 and currently provides a range of services including crisis/residential stabilization, mobile street outreach to the unsheltered community, and an array of housing interventions in partnership with the City and Alameda County. Current staffing at BACS includes a mix of behavioral and physical health expertise as well as community/street outreach teams. In addition, their agency culture and current staffing uplifts individuals with lived-experience of incarceration, mental health crisis, and substance use recovery. BACS demonstrated a commitment to equity from board governance to leadership and line staff, with 80 percent of the agency identifying as people of color. Finally, BACS furnished evidence of their ability to hire/promote from within their current staff to begin implementation and launch MACRO immediately.

BACS's additional qualifications include current work with unsheltered people, peer support crisis intervention and mental health support services. For example, as part of the City's

homeless prevention services, BACS operates the Henry Robinson and Holland navigation centers. Many of their programs incorporate crisis de-escalation for people in acute crisis to avoid the need for law enforcement involvement. BACS also demonstrated long standing, collaborative relationships with other community-based and government agencies such as West Oakland Health Center, Lifelong Medical, Youth Uprising, Allen Temple Baptist Church and Alameda County (AC) Probation, AC Behavioral Health, and Oakland Fire Department. Though MACRO is intended to provide a non-law enforcement response, coordination with Oakland Police Department (OPD) patrol and dispatch may be needed. As operator of Alameda County's Amber House, a crisis stabilization unit located in Oakland, BACS has developed relationships with OPD officers and leadership to launch and sustain the program. Amber House also serves as an alternative location for services for the non-violent/non-felony population that MACRO seeks to serve, which can be utilized by the MACRO teams.

BACS current training model for all staff mirror those identified by DVP as necessary for successful MACRO teams including, but not limited to, Strengths Based Crisis Intervention, Non-violent Crisis De-Escalation, Suicide Assessment and Intervention, Mental Health First Aid, Anti-Racism in the Work, and others.

BACS also has systems in place, both data collection and quality assurance, that will help demonstrate the impact of the pilot. Their proposal noted their use of dashboards available for both internal and external audiences to keep updated on the progress of the MACRO pilot. This will provide a communication tool for the city, county and community partners during the duration of the pilot.

BACS's overall qualifications, particularly their connections to the Oakland community, street mobilizations efforts and training and support for peer teams, along with the demonstrated capacity to launch complex programs successfully, made BACS the clear recommendation of the review panel and DVP to launch MACRO.

FISCAL IMPACT

The grant agreement will be funded by General Purpose funds allocated for implementation of MACRO in June 2020. The funds for the grant agreement in the amount not to exceed \$1,600,000 will be allocated from the General Purpose Fund (1010), Violence Prevention Administration (70111), Contract Contingencies (54011), MACRO Project (1005384), MACRO Task (1010.SC22), 1010.70111.MACRO (23818), and Fostering Safe and Healthy Communities Program (SC22).

PUBLIC OUTREACH / INTEREST

USC engaged in a nine-month process with stakeholders and community members in research and design of the pilot proposed in the feasibility report. Community agencies convened by USC for the feasibility report include: Anti-Police Terror Project, Berkeley Mental Health Commission, Block by Block Organizing Network, Brotherhood of Elders, Building Opportunities for Self-Sufficiency, Ceasefire, Coalition for Police Accountability, Copwatch, Faith in Action, Family Violence Law Center, Frontline Healers, Homeless Advocacy Working Group, Homeless Action

Center, Imani Church, Justice Teams Network, Neighbors for Racial Justice, North Oakland Restorative Justice, Qal'bu Maryam Mosque, Restorative Justice for Oakland Youth, Timelist, Youth Alive and others.

In addition, DVP staff coordinated with USC's MACRO project leads and community stakeholders to determine next steps for implementation of the MACRO pilot. A community member from this team participated on the review panel as well.

COORDINATION

In addition to the community coordination detailed above, this report was developed in consultation with the Office of the City Attorney and Budget Bureau.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

An evaluation partner will be contracted for a robust evaluation of MACRO. Up to \$250,000 of the allocated MACRO funding has been set aside for this purpose.

SUSTAINABLE OPPORTUNITIES

Economic: Diverting individuals in crisis from incarceration to short term crisis response clinics, outpatient mental health care and drug treatment has the potential to save dollars in medical care, police services, and incarceration costs, among other costs.

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

Race & Equity: MACRO will help youth, adults, and families who have been disproportionately impacted by violence and trauma, especially black, Latino and other communities of color, gain more equitable access to critical support services such as crisis response and related supportive services

ACTION REQUESTED OF THE CITY COUNCIL

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For questions regarding this report, please contact Guillermo Cespedes, Chief of Violence Prevention, at 510-238-2916.

Respectfully submitted,



[GuillermoCespedes \(Jan 20, 2021 18:01 PST\)](#)

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