

OFFICE OF THE CITY CLERK
2007 JAN 11 PM 12:43

CITY OF OAKLAND
AGENDA REPORT

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Department of Human Services
DATE: January 23, 2007

RE: A Resolution Authorizing the City Administrator to Execute Agreements Between the City of Oakland and Catholic Charities of the East Bay for an Amount not to Exceed \$300,000 to Provide a Community Response and Support Network (CRSN) to Respond to Oakland Homicides, \$100,000 to the Alameda County Health Care Services Agency to Provide Coordination and Mental Health Services to CRSN Participants and \$65,000 to Youth ALIVE! to Provide the Caught in the Crossfire Program at Highland Hospital in Accordance with the Violence Prevention and Public Safety Act of 2004 for the Period of February 1, 2007 to January 31, 2008 with a One-Year Option to Renew

SUMMARY

On July 18, 2006 the City Council finalized plans for the use of \$4.5 million in carry forward funds from the Violence Prevention Program Funds of the Violence Prevention and Public Safety Act of 2004 (VPPSA) including \$800,000 over two years for an Oakland Community Response and Support Network (CRSN). This report outlines the recommendations of the independent review panel and City of Oakland, Department of Human Services staff to fund Catholic Charities of the East Bay and a collaboration of community based organizations, faith based organizations and individuals for \$300,000 a year for two years to implement the Community Response and Support Network for CRSN participants. This report also recommends providing the Alameda County Health Care Services Agency with \$100,000 a year for two years to coordinate and provide mental health services for CRSN participants. In response to the increasing homicide rate, the City of Oakland, Department of Human Services staff also recommends providing \$65,000 a year for two years to the Youth ALIVE! Caught in the Crossfire program at Highland Hospital to address the rising number of victims of violence by allocating funds from the Measure Y Reserve Fund. The total amount of the agreements over two years will be \$930,000.

Item: _____
Public Safety Committee
January 23, 2007

FISCAL IMPACT

Currently, there is \$800,000 in Measure Y: VPPSA unexpended funds in FY 2005-06 which are allocated for Community Response and Support Network. These funds are located at Public Safety Act of 2004 Measure Y Fund (2251), DHS Administration Unit Organization (78111), DHS Measure Y FY06-07 Crisis Response Project (G261274). Currently, there is an estimated \$845,718 in Measure Y: VPPSA unexpended funds for FY 2005-06 which are in the Reserve Fund. Funds from the Reserve Fund will be used to provide \$130,000 to the Youth ALIVE! Caught in the Crossfire program. These funds are located at Public Safety Act of 2004 Measure Y Fund (2251), DHS Administration Unit Organization (78111), Measure Y Reserve Funds Project (G261273).

BACKGROUND

On June 7, 2005, City Council approved specific program recommendations for Measure Y: VPPSA funded violence prevention programs. The recommendations included allocating funds to existing violence prevention programs and allocating funds to community based organizations or public agencies through a competitive Request for Proposal (RFP) process. The funding for the contracts awarded through the RFP process started July 1, 2006 are using funds available from FY 06-07, thus leaving \$4.4 million in revenues collected in FY 05-06 available for re-programming. The City Council approved the re-programming of funds on July 18, 2006 to include the following programs:

- Support for Youth Uprising Teen Center - \$1,500,000
- Capital Costs for Sexually Exploited Minors Safe House - \$225,000
- Gap funding for the Family Violence Intervention Unit for FY 05-06 - \$190,000
- Grantee Data Base Development, Strategic Planning and Technical Assistance - \$150,000
- Support Groups for Youth Exposed to Violence and Staffing Infrastructure at the Family Justice Center - \$147,364 over five years
- Gang Prevention and Intervention Parent Education and Support Groups Demonstration Grants-\$300,000 over two years
- Gang Intervention and Prevention Demonstration Grants - \$380,000 over two years
- Oakland Gang Intervention and Prevention Network and Task Force - \$20,000 over two years
- **Reserve Fund - \$845,718**
- **Community Crisis Response Teams - \$800,000 over two years**

Community Response and Support Network

The City Council dedicated carry forward funds to developing a CRSN, in part, to address the rising homicide rate. The City of Oakland, Department of Human Services partnered with Alameda County Health Care Services Agency to develop a Request for Proposals that would emphasize the need for the network to provide a community-based response, whenever possible, at the scene of a homicide to make initial contact with family members and friends. A special emphasis will be made to ensure first responders are individuals

Item: _____
Public Safety Committee
January 23, 2007

who are known in the neighborhood, who are respected, and therefore who are likely to be well received by families and friends who have experienced trauma. Funded organizations were also required to partner with Oakland Police Department, Alameda County Health Care Services Agency including Behavioral Healthcare Services, and the Alameda County District Attorney's Office Victim/Witness Assistance Center.

A Request for Proposal (RFP) was released on October 3, 2006 calling for proposals from community based organizations or public agencies to provide the following services:

- Respond to scenes of homicides within 24 hours of occurrence. This includes working with the Alameda County Health Care Services Agency and the Oakland Police Department to establish protocols for communication when a violent incident occurs and for the conduct of staff and volunteers present at a crime scene.
- Funded organizations will provide intensive support services to victims, their friends and families. These intensive support services may include: Coordination and assistance with planning memorials, funerals, or vigils for victim; referring clients to appropriate organizations for more intensive services; follow up on referrals and general comfort during times of need.
- Organizations will involve (either paid or volunteer) the respected residents of the the community served in the above mentioned services. Organizations must demonstrate how these individuals will be trained to provide intensive support to clients.
- Organizations will establish a partnership with the Alameda County Health Care Services Agency to provide mental health services to participants.
- Support groups for victims, their families and friends will be provided.
- Organizations will have strategies, either directly or through partner organizations, for using this grant as a starting point for doing more community-based violence prevention awareness.

The target population for the Oakland CRSN program is family and friends of homicide victims. It is estimated that the program will have the capacity to serve 60 victim-focused "groups." These groups may include family members, neighbors, classmates, and friends of homicide victims. Priority will be given to groups associated with homicide victims who are youth and young adults under the age of 30 years old. As part of this strategy, an Emergency Fund of \$30,000 is set aside for needs that can result from a crisis such as: Emergency food, off hours child care, transportation to a hospital, and other necessities in the days and weeks following a homicide.

KEY ISSUES

Community Response and Support Network Request for Proposal Process

Five (5) applications from a variety of Oakland based organizations and public agencies were submitted to the City of Oakland, Department of Human Services, on October 6, 2006. An independent review panel comprised of professionals in the field of violence prevention,

Item: _____
Public Safety Committee
January 23, 2007

community and crisis response, public health, health care services, and a representative from one of the neighborhoods most affected by homicides and discussed each proposal. They met on December 11, 2006 and determined the most responsive and qualified applicant to be Catholic Charities of the East Bay. The recommendation of the independent review panel is:

- **Catholic Charities of the East Bay - \$300,000 a year for two years beginning on February 1, 2007**

Catholic Charities of the East Bay with its collaborative of organizations including the Khadafy Foundation, S.A.V.O.Y, the Lovelife Foundation and faith based groups will organize, recruit, train and support a volunteer workforce comprised of 75 respected and competent members of targeted Oakland neighborhoods. This collaborative will provide First Response to homicides, intensive support services to 60 “victim focused groups” associated with homicides, and provide general awareness surrounding the issue of violence in Oakland. The project will leverage the extensive services of the lead agency and also provide the services in a culturally and linguistically appropriate manner. Catholic Charities will hire a Program Director, two Outreach Workers and volunteers in the collaborative will receive stipends for the services they provide. Two responders (one staff member and one volunteer) will be on-call 24 hours a day, 7 days a week and will make at least two contacts with family members of the homicide victim within 24 hours of the incident. The Khadafy Foundation will also provide First Response and Support Services to 20 East Oakland victim focused groups. Intensive support services will be provided by Outreach Workers and a coordinated volunteer pool. Catholic Charities staff will also conduct at least one adult and one youth focused support group meeting per month. Catholic Charities of the East Bay will also administer the Emergency Fund of \$30,000 (described above).

- **Alameda County Health Care Services Agency - \$100,000 a year for two years**

The mental health component of CRSN was not part of the Request for Proposals. City Council approved the appropriation of funds for mental health services to the Alameda County Health Care Services Agency (ACHCSA) on July 18, 2006. ACHCSA will coordinate the first response dispatch with the Oakland Police Department and facilitate the linkage of the Catholic Charities of the East Bay CRSN collaborative to other community services. The mental health component will provide a part-time mental health crisis intervention specialist and supervision (\$69,000). This intervention specialist will be responsible for processing mental health referrals and coordinating mental health services.

ACHCSA offers a wide variety of mental health services to clients based on individual needs. Mental health services will be provided through a certified vendor pool of culturally and linguistically appropriate community mental health providers and practitioners. There is a pool of funding (\$31,000) set aside for clients who do not qualify for these services under other funding sources (e.g. private insurance, Victims of Crime compensation). Some examples of services to support enrolled clients may include the following:

- Access to interpreter services

- Technical assistance and support to providers
- Linkage to mental health and medical services
- Referral to in-home services, if applicable
- Special population (i.e., Homeless, medically vulnerable) outreach and engagement
- Linkage and support for individual, group therapy and family therapy
- Mental health consultation to schools
- Education and training opportunities
- Consumer/advocate run programs and services

The mental health services will be focused on supporting short term interventions with individuals and groups experiencing psychological difficulties to traumatic violence or grief/loss of a loved one. These interventions may involve the counseling goals of assisting survivors of violence in understanding their current situation and reactions, assisting survivors in reviewing their options, providing emotional support, encouraging linkages with other individuals and organizations, and to promote the development of healthy coping strategies that can be called upon in the future.

- **Youth ALIVE! Caught in the Crossfire at Highland Hospital - \$65,000 a year for two years**

The independent review panel determined that Catholic Charities of the East Bay best responded to the Request for Proposal and staff agreed with this determination. However, Youth ALIVE! also applied for CRSN funding. Their proposal made a compelling argument for expanding services to victims of violent crimes (primarily gunshot wounds) at Highland Hospital through the Caught in the Crossfire program. While the Community Response and Support Network is a direct response to provide support for families and friends of victims of homicides, there is a very obvious crisis with the number of youth who are shot or are a victim of violent crime in Oakland. For example, violent injuries at Highland Hospital increased 25% from 2004-2005 and increased 50% from 2005-2006. This year for the first time ever at the hospital 50% of all violent injuries were trauma. The effects of these violent injuries are retaliation by the victims or his/her friends, or the emergence of mental health issues such as post traumatic stress syndrome. A violent injury also causes disruption in the lives of youth victims such as, missing school or losing a job.

Currently, Caught in the Crossfire is the only program in Oakland working with youth (aged 14 to 20) hospitalized for a violent injury, and their families, to provide healing and positive alternatives to violence and retaliation. A recently published case control evaluation conducted by a multidisciplinary team found that participants in the program were 70% less likely to be arrested during the six months post-injury period versus non-participants. In 2005, 96% of Caught in the Crossfire participants were not arrested for a new offense and 99% of clients were not hospitalized for a violent injury. This local program is cited in literature as a national model of successful intervention.

Caught in the Crossfire responds to alerts from Highland Hospital whenever a victim of assault with a deadly weapon, a strong armed robbery, an aggravated assault or attempted murder is admitted. Youth ALIVE! proposes to add one additional Intervention Specialist to the Caught in the Crossfire team at Highland Hospital for \$65,000 per year for two years. The funds for this program will be from the Measure Y:VPPSA reserve fund. City Council specifically set aside reserve funding to respond to escalating trends in violence, of which the rising homicide rate is one.

This Intervention Specialist will provide 30 victims aged 14 to 20 with individualized outreach and case management services. Currently, the Intervention Specialist meets with the victim and his/her family at the hospital or in their home. A service plan is developed for each participant and the Intervention Specialist works with the youth to ensure they stay on track for reaching the goals of the plan. Therefore, staff recommends funding Youth ALIVE! to hire this additional Intervention Specialist to meet this alarming trend of young trauma victims at Highland Hospital in an attempt to stem the growing number of retaliatory shootings and stabilize Oakland youth who are victims of violence. In an effort to ensure sustainable funding for this program after the two year grant period, Youth ALIVE! will submit a sustainability plan and continue to work with partners on ways to institutionalize this program at Highland Hospital.

The rationale for providing these services is that City of Oakland, Department of Human Services is seeking to provide two programs that directly address the rising homicide rate in the City. Most current Measure Y:VPPSA programs were not designed to immediately reduce homicides or to address the issue of the rising homicide rate. Determining whether a program reduces violence depends on when the intervention or prevention occurs. For example, the Measure Y:VPPSA program that provides mental health services for children aged 0-5 exposed to violence may not result in a reduction in violence for many years to come. Other programs that work with ex-offenders returning to Oakland from prison are expected to have a more immediate effect on the reduction of crime overall, but not specifically homicides.

However, the City of Oakland, Department of Human Services believes the Community Response and Support Network and the Caught in the Crossfire program are a direct response to the rising homicide rate. The intention is that they will work to mediate the effects of homicides and reduce their impact on Oakland communities and families. However, the work of immediately reducing homicides cannot be done without a more wholesale strategy that involves other community organizations and law enforcement. For example, the City of Oakland, Department of Human Services is also working closely with the Violence Prevention Initiative led by State Senator Don Perata to ensure coordination of services, in particular with the Community Peacekeeping Program. Coordinated efforts between law enforcement, violence intervention programs and the community are the only way homicides can be reduced.

SUSTAINABLE OPPORTUNITIES

Economic: Providing funding for a Community Response and Support Network and the Youth ALIVE! Caught in the Crossfire program will increase the stability of individuals in Oakland most affected by violence by linking them to organizations that can assist them in living a productive life and finding gainful employment.

Environmental: No environmental impacts are expected at this time.

Social Equity: Measure Y: VPPSA programs assist the youth and their families in Oakland in achieving a greater degree of social equity. Creating programs that address the after affects of violence will increase the likelihood that youth will complete school and avoid arrest and incarceration.

DISABILITY AND SENIOR CITIZENS ACCESS

All programs funded by Measure Y: VPPSA will be accessible to persons with disabilities.

RECOMMENDATION(S) AND RATIONALE

Staff requests that the City Council adopt the resolution to authorize the grant agreements outlined in this report, specifically Catholic Charities of the East Bay for \$300,000 to implement the Community Response and Support Network, Alameda County Health Care Services Agency for \$100,000 to the coordinate mental health services for CRSN participants and Youth ALIVE! for \$65,000 to implement an expansion of the Caught in the Crossfire program at Highland Hospital with one year options to renew. These agencies have proven track records demonstrating their ability to deliver tangible outcomes that will reduce gang involvement in the City of Oakland.

ACTION REQUESTED OF THE CITY COUNCIL

That City Council approve a resolution authorizing the City Administrator to execute agreements between the City of Oakland and Catholic Charities of the East Bay for an amount not to exceed \$300,000, the Alameda County Health Care Service Agency for an amount not to exceed \$100,000 and Youth ALIVE! for \$65,000 to support a direct response to homicides and gun violence in with the Violence Prevention And Public Safety Act of 2004 for the period of February 1, 2007 to January 31, 2008 with a one-year option to renew.

Respectfully submitted,



ANDREA YOUNGDAHL
Director, Department of Human Services

Reviewed by:
Sara Bedford, Manager
Policy and Planning Unit

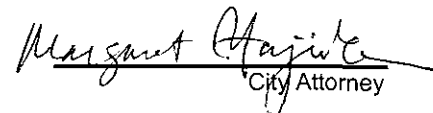
Prepared by:
Page Tomblin, Planner
Policy and Planning Unit

**APPROVED AND FORWARDED TO THE
PUBLIC SAFETY COMMITTEE:**


OFFICE OF THE CITY ADMINISTRATOR

Item: _____
Public Safety Committee
January 23, 2007

2007 JAN 11 PM 12:43


Margaret Hajira
City Attorney

OAKLAND CITY COUNCIL

RESOLUTION No. _____ C.M.S.

A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO EXECUTE AGREEMENTS BETWEEN THE CITY OF OAKLAND AND CATHOLIC CHARITIES OF THE EAST BAY FOR AN AMOUNT NOT TO EXCEED \$300,000 TO PROVIDE A COMMUNITY RESPONSE AND SUPPORT NETWORK (CRSN) TO RESPOND TO OAKLAND HOMICIDES, \$100,000 TO THE ALAMEDA COUNTY HEALTH CARE SERVICES AGENCY TO PROVIDE COORDINATION AND MENTAL HEALTH SERVICES TO CRSN PARTICIPANTS AND \$65,000 TO YOUTH ALIVE! TO PROVIDE THE CAUGHT IN THE CROSSFIRE PROGRAM AT HIGHLAND HOSPITAL IN ACCORDANCE WITH THE VIOLENCE PREVENTION AND PUBLIC SAFETY ACT OF 2004 FOR THE PERIOD OF FEBRUARY 1, 2007 TO JANUARY 31, 2008 WITH A ONE-YEAR OPTION TO RENEW

WHEREAS, City of Oakland voters passed Measure Y, the Violence Prevention and Public Safety Act of 2004, in November 2004, approving a series of taxes to support violence prevention objectives; and

WHEREAS, Measure Y resources are available and violence prevention programs were approved by City Council on June 7, 2005; and

WHEREAS, among these programs, the City Council approved programs that will be funded by Measure Y carry forward funds from Fiscal Year 2005-06; and

WHEREAS, the City Council deemed a Community Response and Support Network necessary to provide support services to friends and families who are victims of homicides in the City of Oakland; and

WHEREAS, the City Council approved \$800,000 in carry forward funding for a Community Response and Support Network; and

WHEREAS, through a competitive Request for Proposals process Catholic Charities of the East Bay was the most qualified and competent entity to implement said programs; and

WHEREAS, the City Council approved funding for mental health services for the Community Response and Support Network participants by allocating funds to the Alameda County Health Care Services Agency to coordinate those services; and

WHEREAS, the City Council approved \$845,718 in carry forward funding for a reserve fund to respond to specific issues related to violence in the City of Oakland of which the dramatic rise in the homicide rate is one; and

WHEREAS, the City Council deems the rising homicide and violent injury rate as an issue that must be responded to by providing increased services to youth who are victims of violent crimes; and

WHEREAS, the funding for these contracts is allocated to Public Safety Act of 2004 Measure Y Fund (2251), DHS Administration Unit Organization (78111), DHS Measure Y FY06-07 Crisis Response Project (G261274) and Measure Y Reserve Funds Project (G261273); and

WHEREAS, the City wishes to enter into an agreement with Catholic Charities of the East Bay to implement the Community Response and Support Network, a Measure Y program, with a one-year option to renew contingent upon successful performance; and

WHEREAS, the City wishes to enter into an agreement with the Alameda County Health Care Services Agency to implement the mental health component of the Community Response and Support Network, a Measure Y program, with a one-year option to renew contingent upon successful performance; and

WHEREAS, the City wishes to enter into an agreement with Youth ALIVE! to implement the Caught in the Crossfire program at Highland Hospital, with a one-year option to renew contingent upon successful performance; and

WHEREAS, the City Council finds that these contracts will not result in the loss of employment or salary by any person having permanent status in the civil service; now, therefore be it

RESOLVED: That the City Administrator is hereby authorized to execute a one year agreement with Catholic Charities of the East Bay for \$300,000, Alameda County Health Care Services Agency for \$100,000 and with Youth ALIVE! for \$65,000 with one-year options to renew contingent upon successful performance, for the purpose of providing a direct response to homicides and violent injuries funded by the Violence Prevention and Public Safety Act of 2004; and be it

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

FURTHER RESOLVED: That said agreements shall be approved as to form and legality by the Office of the City Attorney and placed on file in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID, and PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

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