

2008 MAR 27 AM 10: 57 **CITY OF OAKLAND**
AGENDA REPORT

TO: Office of the City Administrator
ATTN: Deborah A. Edgerly
FROM: Department of Human Services
DATE: April 8, 2008

RE: **Resolution Authorizing The City Administrator To Execute Agreements
Between The City Of Oakland And Various Agencies To Provide Street
Outreach In Coordination With Measure Y For A Total Amount Not To Exceed
\$575,000 For The Period Of April 1, 2008 To June 30, 2009**

SUMMARY

The Department of Human Services (DHS) seeks City Council approval to enter into grant agreements with Leadership Excellence for \$175,000, with California Youth Outreach for \$225,000, and with Youth UpRising for \$175,000 for fifteen months from April 2008 through June 2009. This is one time funding set aside by City Council, per the Mayor's request, from Measure Y reserve funds and the Mayor's discretionary funds, in order to fund incident and target-specific, on-the-street, deployable outreach workers during afternoon and nighttime hours, coordinated with the police.

FISCAL IMPACT

The funds for these grants will be appropriated as follows: \$375,000 from the DHS Measure Y Mayor's Outreach Project (G261280), Measure Y Fund (2251), DHS Administration Organization (78111) and \$200,000 from City/County Collaboration Street Outreach Project (P333410), General Purpose Fund (1010), and Citywide Activities Organization (90591).

BACKGROUND

On December 4, 2007, City Council passed Resolution No. 80972 C.M.S. introduced by Mayor Dellums, setting aside \$575,000 for Street-Based Outreach. This resolution instructed DHS to administer a Request for Proposals process to select one or several providers that would, as detailed in the Mayor's report, provide street outreach workers to carry out the following tasks:

- i. Create a public safety presence of credible civilians in hot spots.
- ii. Build and use relationships with "hot spot" residents, their families and friends, including "street leaders," to actively promote positive life choices that build healthy communities.
- iii. Connect "high risk" individuals and their families to resources that provide opportunities for productive lives, including career and education services.
- iv. Proactively prevent the escalation of tension that is likely to lead to violence through the identification of key disputants and the provision of mediation services.

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- v. Increase community cohesion by rallying constructive community responses following violence, ensuring linkage to support services and hosting community events aimed at fostering non-violence.

KEY ISSUES AND IMPACTS

Request for Proposal Process

The Request for Proposals process began with DHS staff conducting conversations with the Mayor's Office and OPD in order to define the parameters of the street-based outreach program desired, and to distinguish its features from the less incident- and street violence- specific outreach and case management services already funded by Measure Y. For more detailed information on the Mayor's Street Outreach model, please refer to the excerpts from the Request for Proposals in Attachment A.

Selecting an agency to provide these services was a three step process that DHS undertook in coordination with the Office of the Mayor. After the Mayor's Public Safety Director reviewed it for content and fidelity to the Mayor's street-based outreach model, the Request for Preliminary Proposals was released on December 17, 2007. A mandatory bidder's conference, held on January 8, 2008, was an opportunity for all interested community based organizations to be given an overview of funding requirements, service expectations, and proposal guidelines, and to hear from the Mayor's Office regarding expectations of integration into the larger street outreach strategy. From this process, nine complete applications from a variety of community based organizations were submitted to the City of Oakland, Department of Human Services by the January 22, 2008 deadline.

In the second step, a review panel composed of experts representing police, neighborhood services, a private foundation, a criminal justice research center, and a non-Oakland outreach provider, met on January 27, 2008. For each proposal, reviewers used a scoring rubric that was designed to emphasize: a) agency history and capacity; b) program design (and fit with the Mayor's Street-based Outreach model); c) ability to work with the target population; d) quality of partnerships with other service providers; f) leveraging; and, g) budgeting and cost-appropriateness.

Overall, the review panel decided that three of preliminary proposal applicants were so strong that they should each be invited to submit full proposals for amounts that, when combined, equaled the full \$575,000 available. These were:

1. Leadership Excellence, in partnership with Healthy Oakland and Covenant House, to provide street-based outreach in Public Safety District 1 (North and West Oakland).
2. California Youth Outreach, in partnership with Victory Outreach and Acts Full Gospel, to provide street-based and gang-specific outreach in Public Safety District 2 (Central and East Oakland) and in parts of District 3 with a specific focus on Latino gangs.

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3. Youth UpRising, in partnership with Word Assembly, to provide street-based outreach in Public Safety District 3 (east of High Street, East Oakland).

In the third step, chosen applicants were given a number of individualized follow-up questions generated by the review panel with a deadline of February 26, 2008 to submit full proposals. DHS staff met with each proposal applicant to review the feedback from the review panel so that each agency could submit a proposal that met the expectations of Mayor's original request. Full proposals were received and reviewed by DHS staff. These proposals were deemed to appropriately incorporate the feedback of the review panel and therefore are recommended for City Council approval.

About the Grantees

Leadership Excellence (LE) is "committed to developing the next generation of leaders who possess the skills and desire to create social change in urban communities." LE currently provides Measure Y Youth Outreach/Case Management and Sports and Recreation services in West Oakland, primarily to McClymonds High School youth. Through a sub grant with the Pathways to Change program, LE also provides targeted case management to repeat juvenile offenders. Through their proposal, LE will leverage current resources to hire and deploy part-time outreach workers attached to three West Oakland organizations – LE, Healthy Oakland, and Covenant House – in Public Safety District 1.

California Youth Outreach (CYO) "is dedicated to reaching out to all gang impacted youth, families and their communities with education services, intervention programs and resource opportunities that support a healthy and positive lifestyle for current and future generations." CYO has been recognized nationally and specifically through the State of California for their expertise in outreaching to gang-involved youth, particularly their work in San Jose. CYO has had a program in Oakland, at Fremont High School, for several years and is currently providing Measure Y gang prevention and intervention services through a sub grant with the Oakland Unified School District Office of Alternative Education. Through this grant, CYO will conduct gang-specific outreach in Public Safety District 2 and parts of District 3 from an Oakland-based office, in partnership with Victory Outreach and Acts Full Gospel Church.

Youth UpRising (YU) "is dedicated to being a leader in the advancement of youth leadership development as a means of affecting positive community change by ensuring that youth and young adults are supported in actualizing their potential." YU currently provides Measure Y Youth Outreach/Case Management and Sports and Recreation services in East Oakland. YU also receives funding from State Senator Don Perata's office to implement the Peacemaking Program. The PeaceMaking Program is a three (3) pronged model that: (a) delivers on-the-ground conflict mediation services to Oakland residents likely to participate in or fall victim to violence; (b) actively links community residents to critical resources including employment, recreational and cultural services; and, (c) develops and promotes a culture of peace through

music and film campaigns. Through this new grant, YU will augment its Peacemaking team with outreach workers and integrate its strategy with the Mayor's overall street outreach strategy.

All three agencies are current Measure Y grantees in good standing. Please refer to Attachment A for their current grants amount(s) and performance status. Outcome evaluation will not be available from Berkeley Policy Associates (BPA) until May 2008.

Integration and Coordination

The Mayor's Street Outreach Program is one part of a citywide violence reduction effort that involves interagency collaboration and coordination with the Oakland Police Department, DHS, and others that seeks a unified citywide approach that includes, shared training, data, and information, shared resources, and shared identification of deployment priorities. Staff expect selected grantees to work with City partners on a consistent basis, including but not limited to attending regular meetings in the relevant Public Safety District area to meet with City partners, to discuss trends, and identify priority hot spots. DHS, OPD, and the Office of the Mayor have agreed on an organizational and meeting structure to ensure that coordination of the limited deployable outreach resources occurs and that communication regarding "hot spots," emerging crises, and target individuals happens on a regular basis and in a timely fashion.

The Department of Human Services will serve as the central coordinating agency for the street outreach component of the citywide violence reduction effort. Kevin Grant, the DHS Violence Prevention Network Coordinator will be responsible for the overall management of the Mayor's Street Outreach Program and will build close working relationships with each grantee. He will oversee, train and deploy the outreach workers in coordination with existing Measure Y violence prevention services administered by DHS – particularly violent incident response programs like the Crisis Response and Support Network and Caught in the Crossfire – and in consultation with the Area Command Captains and the priorities of the Oakland Police Department.

SUSTAINABLE OPPORTUNITIES

Economic: Providing legitimate employment opportunities to high risk individuals and their families can help reduce the economic incentive to commit crimes and also provide a gateway to more positive social networks and daily routines.

Environmental: No environmental impacts or opportunities are anticipated.

Social Equity: Street Outreach programs provide services and connect residents to opportunities they would otherwise not be afforded. Many high risk individuals are or have been criminal-justice-involved and are disenfranchised.

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DISABILITY AND SENIOR CITIZEN ACCESS

All activities sponsored by these grants will be fully accessible.

RECOMMENDATION(S) AND RATIONALE

Staff recommends that the City Council authorize the City Administrator to execute agreements for fifteen months from April 1, 2008 through June 30, 2009, with:

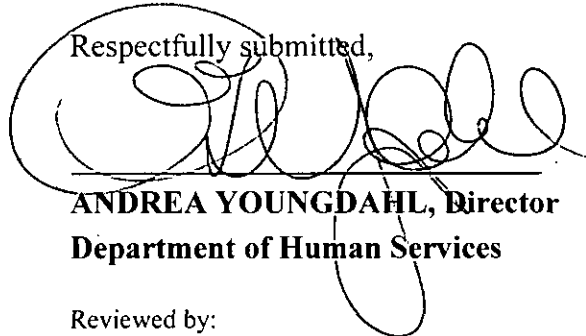
1. Leadership Excellence for \$175,000;
2. California Youth Outreach for \$225,000; and
3. Youth UpRising for \$175,000.

Approval of these agreements will provide critical resources to those neighborhoods most affected by violent crime in Oakland and to the police officers who work in them.

ACTION REQUESTED OF THE CITY COUNCIL

That City Council approves a resolution authorizing the City Administrator to execute agreements between the City of Oakland and various agencies listed above to provide street outreach in coordination with Measure Y for a total amount not to exceed \$575,000 for the period of April 1, 2008 to June 30, 2009.

Respectfully submitted,



ANDREA YOUNGDAHL, Director
Department of Human Services

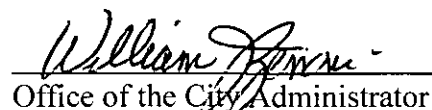
Reviewed by:
Sara Bedford, Policy & Planning Manager

Prepared by:
Anne Marks, Policy & Planning, Planner

ATTACHMENT

A - Information on previous performance of recommended grantee agencies and Excerpts from the Street Outreach Request for Preliminary Proposals

APPROVED AND FORWARDED TO THE
PUBLIC SAFETY COMMITTEE;


Office of the City Administrator

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A. Information on previous performance of recommended grantee agencies:

Current Grantee: Leadership Excellence with subgrantee Urban Services YMCA

Amount of contract: \$245,500 (\$200,000 for Youth Outreach; \$45,500 for Sports& Rec)

1st Quarter Report: On time 2nd Quarter Report: One day late

Numbers Served 7/1/07 – 12/31/07

Service	Annual Goal	# Served	% of Goal Reached	% of Year
# of intensive outreach clients	300	194	65%	50%
# of intensive outreach contacts	1200	451	38%	50%
# of case managed clients	20	30	150%	50%
# of case management contacts	500	543	109%	50%
# of intensive outreach hours	1200	467	39%	50%
# of general outreach event participants	600	727	121%	50%
# of general outreach events	30	16	53%	50%
# of general outreach event hours	80	36	45%	50%

Current Grantee: Youth UpRising with subgrantee Destiny Arts

Amount of contract: \$176,170 (\$130,670 for Youth Outreach; \$45,500 for Sports& Rec)

1st Quarter Report: On time 2nd Quarter Report: On time

Numbers Served 7/1/07 – 12/31/07

Service	Annual Goal	# Served	% of Goal Reached	% of Year
# of clients referred to mental health services	10	21	210%	50%
# of intensive outreach clients	40	55	138%	50%
# of case managed clients	30	56	187%	50%
# of case management hours	375	616	164%	50%
# of general outreach event hours	10	23	230%	50%
# of general outreach event participants	200	4595	2298%	50%
# of group session client hours	4000	7267	182%	50%

Current Grantee: OUSD with subgrantee California Youth Outreach

Amount of contract: \$190,000 (for Gang Intervention and Prevention)

1st Quarter Report: On time 2nd Quarter Report: On time

Numbers Served 1/1/07 – 12/31/07

Service	Annual Goal	# Served	% of Goal Reached	% of Year
Case Management Clients	75	90	120%	100%
Case Management Client Hours	1235	1531	124%	100%
Violence Prevention Group Clients	75	59	79%	100%
Violence Prevention Groups	90	65	72%	100%

B. Excerpts from the Street Outreach Request for Preliminary Proposals:

Theory/Best Practices

Best practices in reducing and preventing street level violence demonstrate that strategic coordination of city and community efforts focused on specific high violence areas and high risk

youth and young adults in those areas can have a positive impact on levels of street violence. This solicitation aims to provide enhanced funding for street outreach, conducted in coordination with enhanced services and law enforcement efforts. The City of Oakland seeks applicants who can engage in street outreach as one part of a collaborative city/community street violence reduction strategy that includes coordinated and intensified:

- Street-based outreach – contracted to one or more community-based organizations selected through this Request for Proposals process
- Service delivery – coordinated by the Oakland Department of Human Services and performed by current Measure Y funded agencies
- Law enforcement – performed by the Oakland Police Department in coordination with partners in parole, probation, and other law enforcement entities.

The City of Oakland aims to contract out the street-based outreach component of an overall strategy to an agency or agencies that have the capacity and credibility in the community to successfully build relationships with young people at highest risk for involvement in street violence. Street outreach calls on community members who are familiar with the neighborhoods most impacted by violence and skilled at conflict mediation, intervention, and mentorship to walk the streets seeking to connect with youth and adults involved in the street life. Street outreach workers get to know the youth and adults, give them resources and opportunities to get off the street, and work to resolve conflicts before violence erupts.

The efforts envisioned herein are inspired in part by best practice models from Boston and Chicago.

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Summary

In collaboration with city agencies such as the Oakland Police Department, Neighborhood Service Coordinators, and the Department of Human Services, street-smart, street-based outreach workers provide neighborhood and “hot spot” specific street outreach in high-violence areas, including during nights and weekends, in order to reduce street violence. Street outreach workers:

- create a public safety presence of credible civilians in high violence areas;
- build relationships with “hot spot” residents, their families, and friends, including “street leaders,” to promote positive life choices that build healthy communities;
- connect high risk individuals to resources; and,
- proactively prevent the escalation of tension that is likely to lead to violence.

Targeted Population

Youth and young adults who are at the highest risk for involvement in street violence. In general, these are people who are likely to be:

- Involved in the “street life”
- Currently on parole or probation;

- Formerly involved with the criminal or juvenile justice system;
- Significantly disconnected from school as either chronically truant; school drop outs; or suspended or expelled;
- Disconnected from employment or youth services providers;
- Gang involved;
- Sexually exploited; and/or
- Involved in criminal activity

Members of the target population will be ethnically and linguistically diverse. Preference will be given to applicants who possess the cultural and linguistic capacity to serve the multiple ethnic communities impacted by street violence in their neighborhoods.

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Required Service Activities and Program Design Elements

The goal of targeted street outreach is to prevent violence by intervening in crisis and near-crisis situations and connecting with otherwise disconnected young people who are on a life path toward violence. Outreach workers are street-smart individuals who identify and engage individuals who are at high risk of becoming involved in violence in order to prevent shootings and killings from occurring.

This funding aims to support agencies who can deploy outreach workers in high violence areas in all of the City's three area command centers: East Oakland (Command Area 3), West Oakland (Command Area 1), and the Fruitvale/San Antonio (Command Area 2). Maps of the Police Command Areas are available on the web site, www.MeasureY.org. Although this contract will be managed and monitored by the Department of Human Services, the agency or agencies awarded this contract will also be expected maintain relationships with the Police Area Commanders, Problem Solving Officers, Crime Reduction Teams, Neighborhood Service Coordinators, and the Measure Y Violence Prevention Network Coordinator to identify and respond to hot spot areas in need of outreach. Agencies will also be expected to participate in a coordinating body that includes the Oakland Police Department and other city agencies to design collaborative strategies to reduce street violence. While certain neighborhoods may be targeted at any given time, over the course of the grant period the awarded agency or agencies will develop the capacity to deploy outreach workers throughout their Police Command Areas.

Outreach workers must be flexibly deployed. They must be able to respond to requests for support from the Oakland Police Department and their work schedules must follow violence trends in the city. On average, OPD data identifies peak hours of crime are between 4pm and 2am, and the peak days are Friday, Saturday and Sunday.

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Outreach workers will be a cadre of people who share either the experience of past criminal involvement or are otherwise connected to the communities from which participants are drawn, and therefore have credibility in that community. Outreach workers are challenged to build

sufficient trust with these high risk individuals, many of whom are gang-involved, to be able to influence the ways these young people think and act – and to redirect them to positive pursuits, including jobs, job training, and returning to school. Outreach workers meet and work with those they assist in non-traditional settings – parks, street corners, places young people gather – during non-traditional hours when local data indicate violence is most likely to occur, particularly evenings and late-night hours and on weekends.

Outreach workers will be required to have an intimate knowledge of Measure Y programs, and the ability to link high-risk youth and young adults to needed resources, including successful, real job referral. Outreach workers must be equipped with a skill set that would allow them to respond to “hot spot” areas at OPD’s request, especially areas where the crime trends indicate large reentry and gang issues.

Outreach workers should be trained in outreach, conflict mediation, youth development, and mentorship. They will conduct outreach and provide mentoring to targeted youth and young adults and then link these clients to programs, services, and employment opportunities to ensure their long-term success. Street outreach programs will have access to all of the employment and case management programs funded by Measure Y and can budget to have flexible funds available to purchase key services as determined by the individual needs of participants.

2009 MAR 27 AM 10:08

D. Bialosky
City Attorney

OAKLAND CITY COUNCIL

RESOLUTION No. _____ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO EXECUTE AGREEMENTS BETWEEN THE CITY OF OAKLAND AND VARIOUS AGENCIES TO PROVIDE STREET OUTREACH IN COORDINATION WITH MEASURE Y FOR A TOTAL AMOUNT NOT TO EXCEED \$575,000 FOR THE PERIOD OF APRIL 1, 2008 TO JUNE 30, 2009

WHEREAS, street violence and homicides in Oakland continue to occur at alarming rates and all Oakland residents deserve peaceful communities; and

WHEREAS, Oakland voters have committed, through the passage of Measure Y, to funding community based violence prevention programs; and

WHEREAS, on December 4th of 2007, the City Council approved funding for street-based outreach as a critically important violence prevention strategy via Resolution No. 80972 C.M.S.; and

WHEREAS, funds for street outreach are available in the amount of \$375,000 from DHS Measure Y Mayor's Outreach Project (G261280), Measure Y Fund (2251), Human Services Organization (78111) and \$200,000 already appropriated from City/County Collaboration Street Outreach Project (P333410), General Purpose Fund (1010), and Citywide Activities Organization (90591); and

WHEREAS, through a competitive Request for Proposals process, California Youth Outreach, Leadership Excellence, and Youth UpRising were selected as the most qualified and competent entities to implement said program; now, therefore be it

RESOLVED: That the City Administrator execute agreements between the City of Oakland and the following agencies to conduct street outreach in the areas listed below in amounts not to exceed those listed below:

Agency	Area	Amount
California Youth Outreach	Police Command Areas 2 and 3	\$225,000
Leadership Excellence	Police Command Area 1	\$175,000
Youth UpRising	Police Command Area 3	\$175,000

; 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