



# AGENDA REPORT

**TO:** Edward D. Reiskin  
City Administrator

**FROM:** Guillermo Cespedes  
Chief, Violence Prevention

**SUBJECT:** DVP Violence Intervention Renewals  
Fiscal Year 2021-2022

**DATE:** April 12, 2021

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City Administrator Approval 

Date: Apr 29, 2021

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## **RECOMMENDATION**

**Staff Recommends That City Council Adopt A Resolution Authorizing The City Administrator To Renew Grant Agreements With Violence Intervention Program Service Providers In A Total Amount Not To Exceed Eight Million Five Hundred Sixty Thousand Dollars (\$8,560,000) For An Additional One-Year Term Beginning July 1, 2021 And Ending June 30, 2022.**

## **EXECUTIVE SUMMARY**

This report provides an overview of violence intervention programs implemented with funding from the 2014 Oakland Public Safety and Services Violence Prevention Act (“Safety and Services Act”). The Department of Violence Prevention (DVP) administers violence intervention funds through grant agreements with 23 nonprofit and public agencies and by providing direct services within the City to individuals at highest risk for violence. This report provides detail on these services and requests authorization to renew agreements and services for an additional year, Fiscal Year (FY) 2021-2022, at an approximate amount of \$8,560,000. The total grant term will be three years. This timeline allows the City to align planning processes for violence intervention services with the planning process for Oakland Fund for Children and Youth’s strategic priorities and Reimagining Public Safety Taskforce’s recommendations to City Council for their consideration in finalizing budget priorities.

The Department of Violence Prevention recommends that grant agreements be renewed for 21 nonprofit agencies for the full Fiscal Year 2021-2022. Grant amounts with two public agency partners, Oakland Unified School District and Alameda County Probation, will remain at the same reduced-level as last fiscal year. DVP’s recommendation is based-upon projected revenue from the Safety and Services Act and general purpose fund appropriation that City Council is anticipated to approve.

As requested by City Council in December 2020, a new spending plan for violence intervention services, informed by community engagement, will be presented in June 2021 with a new funding opportunity to follow in late 2021 or early 2022.

## **BACKGROUND / LEGISLATIVE HISTORY**

**Overview of Safety and Services Act:** Oakland voters passed the Public Safety and Services Violence Prevention Act in 2014, approving a series of taxes to support public safety and violence intervention objectives. The Safety and Services Act includes funding for programs and services that provide support to high-risk youth and young adults to interrupt the cycle of violence and recidivism. Until June 2020, the Human Services Department (HSD) administered these funds through its Oakland Unite division. The funds are currently administered by the Department of Violence Prevention.

**Oakland Unite 2019-2021 Spending Plan:** The strategies in the Oakland Unite 2019-2021 Spending Plan center on the belief that Oakland can move towards safety, healing and growth by working in close partnership with people and communities at the center of violence.

The Safety and Services Oversight Commission (SSOC) and City Council approved the current Spending Plan in winter 2018 (Resolution No. [87477](#) C.M.S.) which was informed by and aligned with the larger citywide planning process related to the Department of Violence Prevention.

Following discussion of a new proposed spending plan in December 2020 the City Council requested extension of the current awards of violence prevention grant agreements to provide time for additional community input before returning to City Council with a new spending plan by June 30, 2021 (Resolution No. [88466](#) C.M.S.).

**Approved Strategy Areas:** The 2019-2021 spending plan directs funding across five strategic investment areas as shown in **Table A**. Strategic investment areas emphasize coordination of public systems and community-based social services with a focus on youth and young adults at highest risk of violence as guided by data analysis.

**Table A - Strategic Investment Areas**

<b>Strategy</b>	<b>FY 2021-22 Allocation</b>	<b>Percent of Total</b>
Gun Violence Response	\$3,600,000	42%
Youth Diversion and Reentry	\$1,885,000	22%
Gender-based Violence Response	\$1,350,000	16%
Community Healing	\$1,725,000	20%
<b>Grand Total</b>	<b>\$8,560,000</b>	<b>100%</b>

**Current Grant Agreements:** In June 2020 City Council approved grant agreements with non-profit and public agencies, selected through the 2019 Request for Proposal process, to provide violence prevention and intervention services to run from July 1, 2020 through June 30, 2021 (Resolution No. 88120 C.M.S.). Due to the pandemic, SSOC did not meet from March to June in 2020 but reviewed and made comments to the recommendations at their October 26, 2020 meeting.

**Monitoring Grantee Progress:** DVP monitors grantee progress on an ongoing basis through formal mechanisms outlined in a Grantee Manual and in each grantee's contract. Monitoring is intended to assess programmatic and fiscal compliance, identify areas of strength and success, and identify areas where improvement is needed, and where technical assistance (TA) or training could be beneficial. Monitoring activities may include quarterly review of progress

reports and invoices; site visits, file review, and program observation; fiscal review; and required coordination meetings. Renewal 'Report Cards' for each agency that incorporate recent performance and insights are included in **Attachment B**.

**Highlights:** Grantees provided intensive services aimed at interrupting the cycle of violence and recidivism to over 3,500 high-risk youth and young adults in Oakland during the first six-months of FY 2020-21. Highlights from the first six-months include:

- Gun Violence Intervention: Grantees mediated 146 serious conflicts and provided support to 100 people in families affected by homicide in Oakland. In addition, Life Coaching Services were provided to over 150 young adults and Employment and Education Support Services were provided to 85 young adults at highest risk of violence.
- Youth Diversion and Reentry: Life coaching services were provided to 140 youth at highest risk of violence and 22 youth were diverted from further criminal justice involvement. In addition, over 65 youth and transition aged youth received Career Exploration and Education Support Services.
- Gender-Based Violence Response: Over 2,750 victims of family violence received crisis, legal, and wraparound support; over 115 commercially sexually exploited (CSE) youth received transitional housing, crisis response and/or life coaching support services.
- Community Healing: Through a community led process developed in partnership with grantees, close to \$400,000 in Community Healing Mini-Grants was awarded to 45 projects to promote safety and healing in Oakland.
- Community Capacity Building: Grantees received training in topics such as seeking safety, conflict de-escalation and townhalls on gender-based violence.

**Renewal Recommendation Process:** Grantee renewal recommendations are based on information from the monitoring activities described above between July 1, 2019 and February 2021. DVP works closely with grantees to support their success in implementing contracted programs and services. Criteria for renewal recommendations include:

- Ability to meet contracted deliverables;
- Ability to serve the intended target population;
- Overall agency health and general contract compliance; and
- Effectiveness and quality of services, informed by evaluation findings where applicable.

**Department of Violence Prevention:** On June 20, 2017, Council approved the creation of a new Department of Violence Prevention (Resolution No. 13451 C.M.S.). The mission of the DVP is to dramatically reduce violent crime and serve communities impacted by violence to end the cycle of trauma. Oakland Unite activities transitioned into the DVP and under the direction of the Chief of Violence Prevention in FY 2020-21.

## **ANALYSIS AND POLICY ALTERNATIVES**

**Recommendation:** DVP recommends renewing current grant agreements for 23 grantees serving Oakland residents as a network of agencies in five strategies and eight sub-strategies for Fiscal Year 2021-2022. The recommended renewals will avoid a break in critical services. Planning for a new spending plan will be brought before the Safety and Services Oversight Commission and City Council before June 30, 2021, with a funding opportunity to follow in late 2021 or early 2022.

Recommendations are outlined in greater detail by strategy area and agency in **Attachments A** and **B**, including funding amounts, whether the agency is on track to meet primary contract deliverables, and any areas of necessary improvement.

Funding these grants for a 12-month period assumes additional general purpose fund support in the upcoming fiscal year. Following City Council approval, DVP staff will prepare contracts to be fully executed by July 1, 2021. However, the contracts will not be finalized, and no funds will be disbursed under the contracts, until the funds are appropriated and the City's two-year (Fiscal Year 21-23) budget is adopted.

**DVP Spending Plan:** As requested by City Council in December 2020, a new spending plan for violence intervention services, informed by community engagement, will be presented in June 2021 with a new funding opportunity to follow in late 2021 or early 2022.

## **FISCAL IMPACT**

**Total Projected Expenses:** Approval of this resolution will authorize the City Administrator to renew grant agreements with 23 community based and public agencies to provide violence intervention services. The total projected cost of these efforts for FY 2021 – 2022 is \$8,560,000.

**Funding Sources:** The primary funding source for renewals is restricted revenue collected through the Safety and Services Act. The Budget Office currently projects \$26,436,890 in overall revenue from the Safety and Services Act in FY 2021-2022, of that \$9,344,201 is allocated to the DVP. Close to \$6.6 million of this revenue is designated for contracts with community-based organizations. In addition, \$1,344,614 is allocated to City-staff to provide direct services including violence interruption and community healing coordination, life coaching, and Ceasefire case management services.

The estimated funding for violence prevention services provided by community-based grantees is \$8,560,000. (MZ 21-22 contracts). The MZ 21-22 contracts will be funded by a mix of current year revenue, past year reserve funding, and general purpose fund allocations expected in the FY 21-23, two-year budget.

Staff recommends, as in previous years, that any unexpended balances shall be placed into the reserve fund in Measure Z – Violence Prevention and Public Safety Act of 2014 Fund (2252), Violence Prevention Administration (70211), and Measure Z Service Reserve Project (1004313).

## **PUBLIC OUTREACH / INTEREST**

Focus groups for each strategy were conducted during March and April 2021 as part of the DVP's series of community engagement town halls and focus groups. All grantees funded through DVP are required to share information about their program and the broader network at three public meetings annually as part of their contracted deliverables. DVP also provides quarterly updates on grantee progress to the SSOC. DVP presented renewal recommendations to the SSOC on April 26, 2021.

## **COORDINATION**

***Internal City Review:*** This report and legislation have been reviewed by the Office of the City Attorney and Budget Bureau.

***DVP Convened Provider Meetings:*** To develop and sustain a well-integrated violence intervention network, Grantees are required to convene in regular coordination meetings and trainings, most of which have been held virtually during the pandemic, such as:

- Weekly Shooting/Homicide Reviews;
- Monthly Learning Community convening of Life Coaching and Employment providers;
- Bi-weekly Calls with Community Healing Providers;
- Family Violence and CSEC Provider Meetings; and
- All-Grantee Training Offerings

***Broader Violence Prevention Efforts:*** DVP participates in collaborative efforts including Oakland Ceasefire, Alameda County United to End Trafficking (AC United), the Alameda County Reentry Network, the California Cities Gang Prevention Network, and National League of Cities' campaigns to prevent violence and reduce homicides in cities nationwide. DVP has also joined the international efforts to reduce gun and gender-based violence.

***Resource and Fund Leveraging:*** DVP works with multiple partners to leverage funds and resources, including the Oakland Fund for Children and Youth, Head Start, Community Housing Services, Alameda County Probation and Oakland Unified School District.

With Safety and Services Act funds as a base, DVP and its grantee network leverage significant additional funds to enhance services. All Grantees are required to provide proof that they have secured at least a 20 percent match for their funded program by the third quarter of each year.

## **PAST PERFORMANCE, EVALUATION AND FOLLOW-UP**

***Evaluation Efforts:*** The Safety and Services Act requires an annual evaluation to be conducted by a third-party independent evaluator. The purpose of the evaluation is to ensure that the City effectively uses funds on permitted activities that have the greatest impact in helping Oakland progress towards the Safety and Services Act objectives. Results from current and future evaluation will inform program implementation. The SSOC and the City Administrator's Office oversaw the process for selecting the new independent evaluator of violence intervention services (Resolution No. 86487 C.M.S). Mathematica Policy Research began evaluation activities in January 2017 and evaluation activities concluded in 2020. Due to the contract period ending, there is not a current Agency Profile Report to share with this report.

The from 2017 to 2020 evaluation of violence intervention services includes:

- 1) Annual descriptive reports on program activities at each funded agency;
- 2) Annual evaluations of the impact of selected strategies on participant outcomes; and
- 3) A four-year comprehensive evaluation of the impact of participation in programs on individual criminal justice, education, and employment outcomes.

**Table C** below provides an overview of the reports that have been initiated or completed since implementation of the Safety and Services Act of 2014 began in 2016.

**Table C – Independent Evaluation Reports of Oakland Unite (2016 -2020)**

Year	Report Topic, Author	Findings	Funding Source
November 2017	Adult life coaching and employment & education support services, Mathematica	Adults who received life coaching or employment and education support services had fewer short-term arrests for a violent offense, relative to a comparison group of similar individuals. <sup>1</sup>	Measure Z
April 2018 April 2019 April 2020	Agency Profile Reports, Mathematica	Summaries of participant demographics, service provision, and program performance, broken down by grantee agency	Measure Z
July 2019	Youth life coaching and employment and education support services, Mathematica	Youth life coaching reduces school dropout and short-term arrests for violence. Youth employment reduces school dropout rates. <sup>2</sup>	Measure Z
October 2019	Commercial sexual exploitation response, Mathematica	In-depth analysis of the implementation of the CSE youth sub-strategy, including best practices. <sup>3</sup>	Measure Z
August 2020	Healthy, Wealthy, Wise (HWW) cognitive behavior groups, Mathematica	The percentage of HWW participants who had contact with law enforcement decreased after starting services. Additional data is needed to determine impact of participation solely in HWW and vs. both HWW and life coaching. <sup>4</sup>	CaVIP <sup>5</sup>

<sup>1</sup> Gonzalez, N., Dawson-Andoh, E., Nicolai, N., Laco, J., Yanez, A., & Crissey, S. (2017). Evaluation of Oakland Unite: Year 1 Strategy Report. Mathematica Policy Research.

<sup>2</sup> Gonzalez, N., Laco, J., Yanez, A., Demers, A., & Crissey, S. (2019). Evaluation of Oakland Unite 2017-2018: Life Coaching and Employment and Education Support for Youth at Risk of Violence. Mathematica Policy Research.

<sup>3</sup> Gonzalez, N., Hu, M., Larkin, N., & Barber, M. (2019). Evaluation of Oakland Unite 2018-2019: Commercially Sexually Exploited Youth Intervention. Mathematica Policy Research.

<sup>4</sup> Gonzalez, N., Hu, M., Spitzer, M. (2020). Implementation and Outcomes of Healthy, Wealthy and Wise Mindy Hu, and Matthew Spitzer. Mathematica Policy Research.

<sup>5</sup> California Violence Intervention Program (CaVIP) is funding to address gun violence in California cities that is administered by the Bureau of State and Community Corrections (BSCC). Oakland is in the second year of CaVIP funding.

Year	Report Topic, Author	Findings	Funding Source
November 2020	Gun violence response and coordination, Mathematica	Individuals who participated in violence interruption programs largely avoided retaliatory violence and re-injury. <sup>6</sup>	Measure Z
February 2021	Comprehensive evaluation of youth and adult life coaching, Mathematica	Rates of violence in areas of Oakland experiencing the most violent crime (many of them in East Oakland) largely remained the same as violent crime fell overall between 2016 and 2019. DVP participants resided in the most violent parts of Oakland. Youth who participated in life coaching were more likely to reenroll in school and graduate. Adults who received life coaching had fewer arrests for a violent offense after 12 months relative to a comparison group of similar individuals, but this impact diminished over time. <sup>7</sup>	Measure Z

Evaluation findings, input from the 2018 community listening campaign, and a review of best practices in the field informed the FY 2019-21 Oakland Unite Spending Plan, which was adopted by City Council in December 2018 (Resolution No. 87477 C.M.S.).

### **SUSTAINABLE OPPORTUNITIES**

**Economic:** Providing programs for Oakland residents affected by violence will improve their economic stability by linking them to organizations and services geared to produce positive outcomes for youth and young adults. Breaking the cycle of violence 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 opportunities for those most impacted by violence, marginalized communities are made safer, healthier, and stronger. Safer neighborhood conditions contribute to the growth and revitalization of our Oakland communities, including efforts to preserve or improve the quality of the physical environment.

**Race & Equity:** DVP violence intervention programs help youth, young adults, and families who have been disproportionately impacted by violence and trauma, especially black, Latino and other communities of color as well as women who have survived violence, gain more equitable access to opportunity and a greater chance at success by improving school performance, expanding employment opportunities, and providing critical support services such as legal advocacy, crisis response, and case management.

<sup>6</sup> D'Agostino, A.L., Hu, M., Gonzalez, N., Larkin, N., Garber, Michela, G. (2020) Oakland Unite 2019–2020 Strategy Evaluation: Shooting and Homicide Response. Mathematica Policy Research.

<sup>7</sup> Gonzalez, N., Larkin, N., Demers, A., D'Agostino, A.L. (2021). Oakland Unite 2016–2020 Comprehensive Evaluation Implementation and Impacts of Youth and Adult Life Coaching. Mathematica Policy Research.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution:

Authorizing The City Administrator To Renew Grant Agreements With Violence Intervention Program Service Providers In A Total Amount Not To Exceed Eight Million Five Hundred Sixty Thousand Dollars (\$8,560,000) For An Additional One-Year Term Beginning July 1, 2021 And Ending June 30, 2022.

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

Respectfully submitted,



Guillermo Cespedes (Apr 29, 2021 09:31 PDT)

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GUILLERMO CESPEDES  
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***Attachments (2):***

- A: DVP Updates on Agencies Recommended for Funding
- B: DVP Reporting on Grantee Progress July 2020 – February 2021