

FILED
OFFICE OF THE CITY CLERK
OAKLAND

CITY OF OAKLAND 2010 MAY 13 PM 3: 23
AGENDA REPORT

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Andrea Youngdahl
DATE: May 25, 2010

RE: A Report Regarding Options For The Use Of Measure Y, Violence Prevention And Public Safety Act Of 2004, Reserve Funds And Safe Challenge Grant And A Resolution Authorizing The City Administrator With Measure Y Funding To Execute Grant Agreements With Alameda County Health Care Services Agency For An Emergency Shelter For Sexually Exploited Minors In An Estimated Amount Of \$112,500 And Authorizing The Department Of Human Services To Provide Support And Employment Services For Young Adults On Probation Or Parole Under The Call-In Strategy For \$90,000 Both Agreements Are For The Period Of July 1, 2010 To June 30, 2011 With An Option To Renew For One Year In The Same Amount

SUMMARY

The Department of Human Services has prepared a report that provides options for consideration by the Public Safety Committee and City Council for the use of one time monies available for violence prevention programming under Measure Y: Violence Prevention and Public Safety Act of 2004. There is an estimated \$250,000 in the Measure Y Reserve Fund. This report also proposes an alternate or revised use of \$225,000 that has been set aside as a challenge grant for Alameda County to establish a Safe House for sexually exploited minors.

FISCAL IMPACT

This report provides options for the use of funds that can be found in two projects: Measure Y Fund (2251), DHS Admin Organization (78111), Measure Y Reserve Project (G261273), and SEM Safe House Challenge Grant Project (G261270). There is no impact on the General Purpose Fund.

BACKGROUND

During the first year of Measure Y, the Violence Prevention and Public Safety Act of 2004, funds for the violence prevention programs accumulated while a Request for Proposal process was implemented. The unallocated carry forward funds from that first year were subsequently

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allocated by City Council to special, two year pilot programs that were deemed a priority and/or emerging need by City Council. Those programs included Crisis Response, Gang Intervention, Street Based Outreach and others. All of those pilot programs have expired and were either discontinued or incorporated into the most recent RFP process in 2009. Those incorporated into last year's RFP now have funding under the continuing annual allocation for prevention programming.

There is still one outstanding program from this process which is a \$225,000 capital match or challenge grant for Alameda County for a Safe House for Sexually Exploited Minors. These funds were set aside for two years; in 2009 the County was given an additional one year extension which expires June 20, 2010. The goal was to establish a Safe House outside of the City of Oakland where sexually exploited minors can be kept safe from their exploiters and wrap around services can be provided. This is a recognized best practice in the field. This report provides a recommendation regarding these funds. It should be noted that the current litigation around Measure Y challenges the Safe House expenditure for capital costs as not consistent with Measure Y legislative language. This report includes a recommendation to allocate the \$225,000 in Safe House funds toward supporting the currently operating DreamCatcher to provide shelter for youth with a concentration on serving Sexually Exploited Minors.

In addition to these one time funds, Measure Y grant agreements are performance based such that when a grantee does not meet their agreed upon deliverables then monies may be withheld from that provider. City Council has also authorized that any of these unexpended grant funds, be placed in a Reserve Fund that can then be used to address emerging needs or specific service gaps. It should be noted that monies in the reserve can only provide a one time funding option and thus are not typically used to establish new programs since there is no on-going allocation to keep the work going. Currently, there is approximately \$250,000 in the Measure Y Reserve that has accumulated from various grantee withholdings. This report includes four options for allocating these reserve funds.

KEY ISSUES AND IMPACTS

The Department of Human Services believes it is important to use the reserve funding in as timely a way as possible given the large unmet need for various Measure Y programs and services. It is also important to note that starting a new program or substantially increasing the funding for an existing program for a short period of time can be problematic. Staff recommends that funding be distributed over the two remaining years, FY 2010-12, of the current Measure Y grant cycle.

In the course of implementing current Measure Y programs, DHS has identified or been made aware of a variety of recommendations for use of the reserve funding. The following section outlines some of these options. It also provides a proposal for the use of the Safe House challenge grant as proposed by Alameda County Health Care Services Agency. DHS seeks Council direction as to the best use of these various funds.

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A. Reserve Funding of \$250,000

1. The Oakland Mentoring Consortium - \$100,000 for one year of funding

The Mayor's Office has recommended an allocation of one-hundred thousand dollars (\$100,000) in Measure Y Violence Prevention Programming, FY 2010-11, for The Oakland Mentoring Consortium. The Mentoring Consortium is a collaboration of the Oakland Unified School District, Oakland Parks and Recreation, Be A Mentor, Inc., Oakland Alliance for Community Partnership, Helping Youth Pursue Excellence (H.Y.P.E.), Leadership Excellence and the OK Mentoring Program. The Mentoring Consortium is designed to expand the existing Oakland Police Department's OK Mentoring effort that provides mentors for African-American boys. The Oakland Mentoring Consortium expands on this model, extending mentoring services to a "girls only" and a "co-ed" group. The program provides trained individual and group mentors, structured recreational and academic mentoring programming for youth 12-18, with a maximum capacity of 150 youth mentees. Program activities take place three days weekly at three Oakland Parks and Recreation sites (North/West, Central and East), with additional structured mentoring activities at three Oakland Unified School sites (North/West, Central and East) on Saturdays. Prospective volunteer mentors are screened, fingerprinted, undergo criminal background checks, tuberculosis testing and are uniformly trained in a culturally competent best practice. The initial allocation of Measure Y monies will be utilized to complete LiveScan background checks, mentor/mentee matching, training, placement as well as the part-time staffing costs to ramp up the enhanced mentoring efforts. Managed through the Office of the City Administrator, the Oakland Mentoring Consortium will include referrals from the Oakland Fire Services Agency to fulfill the mandate of Measure Y.

2. Expansion of Call-In Work - \$180,000 for two years of funding

Currently, the City of Oakland is in the second year (through March 30, 2011) of a two year CalGRIP grant from the Office of Emergency Services and the Governor's Office of Youth and Gang Violence. With these funds, the City is working in a collaborative partnership with OPD, US Attorney's Office, District Attorney's Office, Probation, Parole, various service providers, employers, and the Public Health Institute to focus on individuals on probation or parole that are known to be engaged in group violence. The Call-In strategy sends a clear enforcement message but coupled with case management and a primary emphasis on providing employment. Call-Ins have been conducted with various gang-involved young men including Border Brothers, Nortenos, Northpole Gang, and Ghost Town. As the Call-In strategy expands and is ramped up, there is a need for additional support for the employment and mentoring support for the individuals involved.

OCO recently held an action with over 500 attendees requesting expanded support for the Call-In strategy and street outreach (see below). If Council approves expansion, DHS recommends funding for two years for a case manager/job developer at \$90,000 including benefits for each

year (total of \$180,000 over two years). Housed at DHS, the individual will provide direct case management and employment services to participants as well as linking participants to existing employment programs, street based case management and outreach teams. This allocation would allow for expanded support in the coming year and baseline support for FY 2011-12.

The advantages of this recommendation is that it builds on a current multi-agency partnership and targets the highest risk youth and young adults known to be involved in gang violence. While the work is closely modeled after best practices that have been shown to substantially reduce gun violence in other major cities, the work in Oakland itself is still too new to have evaluation results. DHS staff recommends funding this option.

3. Expansion of Street Outreach - \$300,000 for 2 years of funding (\$50,000 of this amount would need to be allocated from the Reserve next year)

Measure Y currently funds two agencies to conduct late night and weekend street outreach to identify youth and young adults who are most at-risk of violence. Outreach workers' first priority is to build relationships with young people who might not be reached in more traditional settings. Outreach workers and case managers provide counseling, mentoring, employment services, health referral, and other support services. Currently, Measure Y provides funding for 12.00 FTE under these contracts which supports teams in the highest stressor beats in West, Central and East Oakland. Each team has approximately 4 members, some of whom are part time. The most current evaluation data (see companion evaluation report) by Resource Development Associates (RDA) demonstrates that outreach teams statistically significantly reduce violence on the nights that they are deployed in high crime neighborhoods.

As mentioned before, OCO recently held an action with over 500 attendees requesting the expansion of the Call In and Street Outreach strategies. OCO itself is also actively raising money to support the strategy. Additional funding has not been identified at this time.

An additional street outreach FTE could be added to each of the three teams at an estimated cost of \$50,000 per worker plus benefits and overhead. A total of \$150,000 per year for two years totals \$300,000. While the reserve cannot currently cover the full amount, additional funding may be available by the end of FY 2010-11.

4. Hold Reserve as a Rainy Day Fund - \$250,000 for two years of funding

Currently the Budget Office projects revenues for Measure Y to be the same in FY 2010-11 as they are currently. Prior to the start of FY 2009-10, all grantees took over a 10% reduction due to declining revenues. The current Reserve Fund could be held as a rainy day fund to backfill in the event that revenue projections are not fully realized in the coming year.

The advantages are that it is prudent fiscal management to have some type of reserve, in this case equal to about 4.5% of the annual allocation. On the other hand, staff expects funds each year

will be available in uncertain amounts to replenish the reserve and the litany of unmet need is so great that holding onto funds may not be appropriate.

B. Safe House For Sexually Exploited Minors -\$225,000 for two years of funding

In 2007, City Council set aside \$225,000 in Measure Y carryforward dollars as a matching challenge grant for Alameda County Health Care Services Agency (ACHCSA) to establish a Safe House outside of Oakland for sexually exploited minors. The creation of a Safe House is considered a best practice in the field, affording an opportunity to physically remove the minor from the reach of their abuser and allow for comprehensive support services to be provided in a safe, secure environment. Initially proposed to be set aside for two years, City Council extended the challenge grant for one more year which expires June 30, 2010.

ACHCSA has been actively pursuing a variety of options for this facility including locations in other counties. While ACHSA is still expecting to develop a Safe House, to date, full funding for purchase, renovation, and services is not entirely secured and a date certain is not available.

Given the pressing need for services for sexually exploited minors, DHS, in collaboration with ACHCSA, is recommending these funds be used over the next two years, FY 2010-12, at \$112,500 per year for ACHCSA to provide in collaboration with DreamCatcher, an emergency shelter for youth. This proposed program, The DreamSPA, would be designed as a 3-60 day, short term placement with 6 beds that would allow both Foster Care and Probation youth to temporarily reside there while receiving counseling and determining the most appropriate long term placement for the youth. The program would operate 24 hours a day with CSEC, trauma informed counseling services available on-site. Basic physical needs of food, warmth, shelter and hygiene would be immediately addressed and provided in a family like setting that is both developmentally appropriate and gender responsive to the target population, girls 13 to 18 years old.

A complete proposal and budget, as submitted by ACHCSA, can be found in *Appendix A*. Staff recommends accepting this proposal so the funding is put to use more quickly. Alternatively, the Challenge Grant could be held for an additional year or redirected to alternate program strategies.

EVALUATION OF PAST PERFORMANCE

Evaluation data is cited above if available. However, more comprehensive evaluation information, including review of best practices, can be found in the independent evaluation report from Resource Development Associates (RDA) which is also being presented at the same meeting of the Public Safety Committee on May 25, 2010.

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SUSTAINABLE OPPORTUNITIES

Economic:

All Measure Y programming, including the ones cited here, place a high importance on helping individuals to become self-sufficient. Employment, training, job placement and education to ensure long term wage gains are a vital part of all programs.

Environmental:

There are no adverse environmental impacts through the work described in this report.

Social Equity:

Again, these programs are designed to promote social equity through helping individuals engaged in violence or victims of violence to find support services and appropriate employment, and ultimately to be more active participants in community life.

DISABILITY AND SENIOR CITIZEN ACCESS

Measure Y programs are fully accessible; programming largely focuses on youth and young adults as required by the legislation.

RECOMMENDATION(S) AND RATIONALE

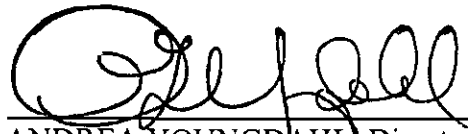
Staff believes that all of the aforementioned programs are worthy of expansion and would serve to enrich the Measure Y program array. However, given the limited, one-time nature of this particular funding, staff recommends building on one of the current projects, which is Option # 2, The Call-In strategy. This strategy works closely with street outreach, street based case management, and the Caught in the Crossfire work at Highland Hospital and as such has the potential to provide support across a variety of programs. This work also helps focus the Measure Y dollars on the highest risk individuals who are most likely to be engaged in and/or victims of violence and is conducted in close partnership with OPD. Staff recommends funding this augmentation of the Call-In for the next two years as the first priority.

Staff also recommends accepting the proposal from Alameda County Health Care Services Agency to establish an up-to-60 day emergency shelter with comprehensive support services for sexually exploited minors at DreamCatcher. While the long term goal of establishing an out-of-town Safe House is ideal, staff does not recommend continuing to extend the challenge grant for a fourth year given the pressing demand for SEM services.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends City Council approve a resolution authorizing the City Administrator with Measure Y funding to execute grant agreements with Alameda County Health Care Services Agency for an emergency shelter for Sexually Exploited Minors in an estimated amount of \$112,500 and authorizing the Department of Human Services to provide support and employment services for young adults on probation or parole under the call-in strategy for \$90,000 both agreements are for the period of July 1, 2010 to June 30, 2011 with an option to renew for one year in the same amount.

Respectfully submitted,



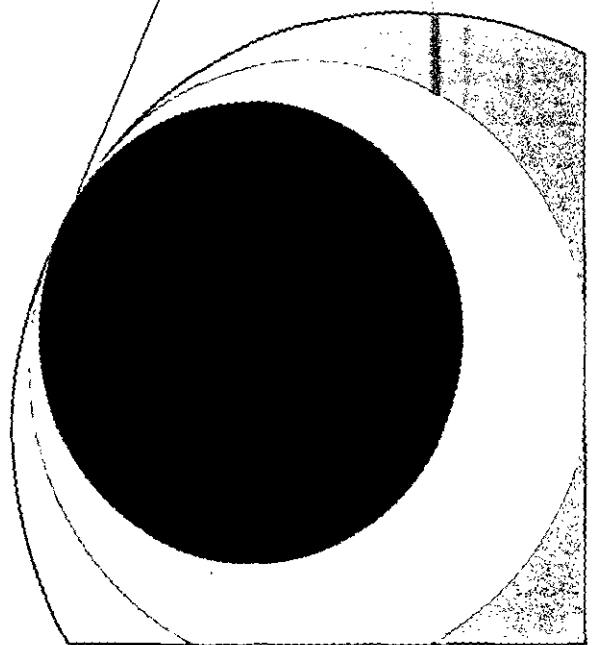
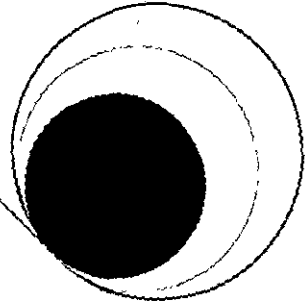
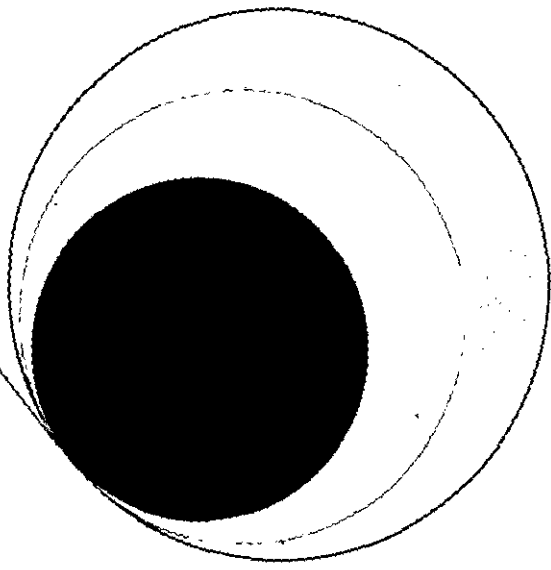
ANDREA YOUNGDAHL Director
Department of Human Services

Prepared by: Sara Bedford, Manager
Policy & Planning

APPROVED AND FORWARDED TO THE
PUBLIC SAFETY COMMITTEE:



Office of the City Administrator



Alameda County
CSEC/SEM Dream SPA
Alameda Family Services DreamCatcher Youth Shelter
Dream SPA Model Continuum Proposal and Budget

APPENDIX A

Alameda County CSEC/SEM DreamSPA

Alameda Family Services (AFS) DreamCatcher Youth Shelter is designed as a 21 day safety net for runaway, throwaway and homeless youth ages 13-18. The shelter is largely funded through the Federal Services Youth Bureau (FYSB) which stipulates that youth are dependents, Wards of the Court or on probation (systems involved youth) may not be served. Youth who have run from foster care or juvenile justice settings must be returned to these institutions in accordance with state and local law. The majority of Commercially Sexually Exploited Children (CSEC) and Sexually Exploited Minors (SEM) identified in Oakland and Alameda County are **systems involved** and are not able to stay at DreamCatcher beyond 24 hours. It has been recognized that Commercially Sexually Exploited Children (CSEC) need access to a variety of services to meet their basic and long term needs. The Sexually Exploited Minors (SEM) Network together with leadership from ICPC has long envisioned a continuum of care that includes shelter care, safe placement, advocacy, specialized case management, and therapeutic services. The proposed project would fill the need for short term emergency placement in Oakland for CSEC/SEM to stabilize and prepare young victims to receive services and support.

From lessons learned to date, primarily from SACEY/SPA program (funded by Measure Y), it has been determined that **stabilization of CSEC/SEM is the key to achieving the following outcomes:**

- engaging youth in immediate and critical health and basic needs services;
- providing legitimate re-entry to the Child Welfare/Foster Care and Probation systems;
- initiating intensive case management and therapeutic mental health services including diagnostic assessments;
- reenrolling in school;
- maintaining placements both with biological, foster family, and or residential facility; supporting family reunification efforts;
- reducing recidivism and "recycling" through the system;
- increasing successful prosecution of exploiters by supporting youth who have chosen to participate in law enforcement efforts.

Project Description

DreamCatcher has served sexually exploited minors in emergency shelter care since it's inception in December 2000 and currently has 8 beds available for youth seeking shelter. Through this project, DreamCatcher would be expanded to include **an additional 6 beds specifically for CSEC/SEM and would be maintained as a separate "safe place" within the emergency shelter facility.** In addition, existing SACEY/SPA services would be directly linked to the new **CSEC focused area, called DreamSPA.** First Responder/Crisis Response and will be provided to all referred CSEC with advocacy, case management and therapeutic services offered on-site by co-located staff. Program providers will include BAWAR (Crisis Response), MISSEY Inc, (Advocacy, Case Management) and West Coast Children's Clinic (Clinical Case Management and Therapeutic

APPENDIX A

Although the location is one block from OPD headquarters, it must be noted that the facility is visible and would not serve as a "Safe House". With that said immediate safety needs are determined at intake which occur 24 hours a day and would be coordinated with SACEY-SPA, OPD, and other appropriate partners.

DreamSPA Annual Operational Budget

This budget reflects the proposed commitment of \$225,000 which is annualized to \$112,500 per year (for a two year period) for the DreamSPA portion of the total DreamCatcher Shelter budget that supports CSEC advocacy and associated program costs.

PROGRAM/PROJECT EXPENSES

<u>Item</u>	<u>DreamCatcher Shelter Total</u>	<u>Dream SPA Portion</u>
Salaries and wages (break down by individual position and indicate full- or part-time.)		
Spa Coordinator (1.0 FTE)	\$37,000	\$37,000
Overnight Counselors (2.5 FTE)	72,946	
Case manager (.5 FTE)	18,000	18,000
CSEC Advocate (.75 FTE)	27,750	27,750
Program Director (1.0 FTE)	5,000	3,250
SUBTOTAL	220,696	86,000
Benefits (25%)	57,486	23,812
Food	15,500	2,688
Travel	5,000	
Equipment	2,800	
Supplies	15,000	
Printing and copying	1,500	
Telephone and fax	10,000	
Postage and delivery	500	
Utilities	12,000	
Depreciation	4,694	
Other (specify) Administrative overhead	50,000	
Other building repairs/maintenance/IT support	6,000	
Other:		
Total Expense	\$401,176	\$112,500

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M. Mowdon

City Attorney

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OAKLAND CITY COUNCIL

RESOLUTION No. _____ C.M.S.

A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR WITH MEASURE Y FUNDING TO EXECUTE GRANT AGREEMENTS WITH ALAMEDA COUNTY HEALTH CARE SERVICES AGENCY FOR AN EMERGENCY SHELTER FOR SEXUALLY EXPLOITED MINORS IN AN ESTIMATED AMOUNT OF \$112,500 AND AUTHORIZING THE DEPARTMENT OF HUMAN SERVICES TO PROVIDE SUPPORT AND EMPLOYMENT SERVICES FOR YOUNG ADULTS ON PROBATION OR PAROLE UNDER THE CALL-IN STRATEGY FOR \$90,000 BOTH AGREEMENTS ARE FOR THE PERIOD OF JULY 1, 2010 TO JUNE 30, 2011 WITH AN OPTION TO RENEW FOR ONE YEAR IN THE SAME AMOUNT

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, programs and services to reduce violence among children, youth and young adults in Oakland; and

WHEREAS, Measure Y program strategies were developed based on Measure Y legislation and principles affirmed by City Council; and

WHEREAS, the City Council approved \$225,000 in 2007 for Alameda County Health Care Services Agency as a challenge grant for the establishment of a residential Safe House for Sexually Exploited Minors; and

WHEREAS, the Safe House project is not yet fully funded and able to be established but there are extensive needs for support services and emergency housing for sexually exploited minors; and

WHEREAS, the City of Oakland still wishes to use these funds set aside for the purpose of providing emergency residential services to sexually supported minors in Oakland; and

WHEREAS, unexpended grant funds from prior year grant agreements, by City Council direction, are placed in a Reserve Fund for future allocation and the current balance in the Measure Y Reserve Fund is in excess of \$250,000; and

WHEREAS, City Council desires to provide expanded employment and counseling and case management support to young men and youth on probation and parole who are participants in an evidence-based group gang violence strategy called the Call-In; and

WHEREAS, the Department of Human Services administers the Call-In and has an Outreach Developer position PPT that can provide young men on probation and parole with employment and case management support; and

WHEREAS, the funding for these grant agreements is available in Public Safety Act / 2004 Measure Y Fund (2251), DHS Administration Organization (78111), Measure Y Reserve Project (G261273), and SEM Safe House Challenge Grant Project (G261270); and

WHEREAS, Measure Y does not require the City to conduct a competitive process to select Measure Y grant recipients; and

WHEREAS, the City Council finds that these agreements shall not result in the loss of employment or salary by any person having permanent status in the competitive services; now, therefore, be it

RESOLVED: That these agreements do not provide that goods or services be provided to the municipal corporation, City of Oakland. Rather the agreements are for grants to nonprofit programs that serve the public at large. Therefore these agreements are not professional services contracts as defined by City ordinance, and the competitive request for proposal/qualifications process is not required under City ordinance; and be it

FURTHER RESOLVED: Because there is current litigation challenging the City's authority to award grants to nonprofit programs without a competitive request for proposal/qualifications process, in the event that a court were to find that these agreements are subject to a competitive request for proposal/qualifications process, pursuant to Oakland Municipal Code section 2.04.051.B and findings set forth in the City Administrator's report accompanying this item, the City Council finds and determines that it is in the best interests of the City to waive the competitive request for proposal/qualifications process for these agreements and so waives the requirement; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized to execute grant agreements with Alameda County Health Care Services Agency for \$112,500 for emergency shelter and support for sexually exploited minors for FY 2010-11 with one year option to renew at a similar amount; and be it

FURTHER RESOLVED: That the Department of Human Services is hereby authorized to provide employment and support services to participants in the Call In strategy for the reduction of gang violence in the amount of \$90,000 for FY 2010-11 with a one year option to renew with City Council approval; and be it

FURTHER RESOLVED: These funds will be allocated from Public Safety Act / 2004 Measure Y Fund (2251), DHS Administration Organization (78111), DHS Measure Y Projects (G261268, G261269, G360051 through G360076); 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, acceptance of additional funding, 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, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, QUAN, REID and
PRESIDENT BRUNNER

NOES-

ABSENT-

ABSTENTION-

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