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CITY OF OAKLAND

AGENDA REPORT

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Department of Human Services
DATE: January 27, 2009

RE: **Supplemental Report to the January 27th Public Safety Report on Recommendations for funding Measure Y Violence Prevention Program Strategies and the Competitive Proposal Process for the Three Year Funding Cycle Beginning Fiscal Year 2009-2010**

SUMMARY

This report provides City Council with additional information requested by Councilmember Quan on the recommendations for funding Measure Y violence prevention program strategies and the competitive proposal process for the three year funding Fiscal Year 2009-12.

Information is provided on the rationale for recommending significant changes in program strategies for the 2009-2010 RFP cycle, including the expansion of the Mayor's Street Outreach Program, and the inclusion of operational support for the Public Safety Districts and the Clergy Cares Program.

Also included in the report are an updated stressors map (Attachment A), a power point presentation for the January 27, 2009 Public Safety Committee meeting (Attachment B), and an updated proposed Measure Y RFP timeline (Attachment C).

KEY ISSUES AND IMPACTS

The proposed RFP priorities and strategies for the next Measure Y funding cycle, FY 09—12, were developed taking the following key points into consideration.

- Given a 21% reduction in the prevention dollars available, due to carryforward dollars no longer being available (\$1.2 million less in funding), funding priorities needed to be narrowed.
- The recommendations reaffirm both the Council approved priorities and legislative mandates to focus Measure Y funding on youth and young adults most likely to be involved in street level violence and/or already in the criminal justice system.

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- Focus on the individuals most likely to be involved in violence is especially important in light of reduced funding and the passage of Measure OO. Measure OO has the potential to raise prevention dollars available more broadly to youth development programs, thus further focusing Measure Y funding on the highest risk youth.
- Staff sought to identify resources for other funding opportunities, such as Victims of Crime, that can be used to backfill where reductions are necessary.
- All available performance and evaluation information about the strategies and grantees was taken into account.
- Updated information on best practices was reviewed and incorporated.
- Public system partners – Alameda County Probation, Health Care, and District Attorney, and Oakland Unified School District, -- were consulted, and assisted with the development of the current recommendations.

The overarching effect is that the proposed RFP priorities reaffirm an emphasis on:

1. Strategies working with youth and young adults on parole and probation.
2. Maintaining support for the Family Violence Intervention Unit.
3. Increasing the funding available to support street outreach, specifically focused on reaching out to the youth and young adults on street corners and in late night/early morning hours in high crime neighborhoods.
4. Focusing on youth who are returning to the community from the Juvenile Justice Center, as opposed to prior youth outreach strategies that emphasized school-based case management services to youth with other risk factors aside of direct involvement with violence.

Mayor's Street Outreach Program

Staff is recommending that funding for the Mayor's Street Outreach (MSO) program be increased from \$575,000 to \$750,000, and that funding for the Mayor's Street Outreach Coordinator, previously supported by foundation money, be supported through Measure Y dollars. The Mayor's Street Outreach program utilizes community members with 'street credibility' and conflict mediation skills to build and establish relationships with youth and young adults involved in street life. Outreach workers provide opportunities for the youth and young adults to get off the street, and work to resolve conflicts before they escalate, with the goal of preventing and reducing violence.

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This strategy recommendation reflects an emphasis on street-level violence, and working with those individuals most likely to be perpetrators and victims of violent crime. National best practices in violence prevention recommend street-based outreach in hot spot areas of urban communities as an important strategy to help reduce and prevent street violence. Street outreach has been an essential component of violence prevention in many cities, including Boston, MA; Chicago, IL; Philadelphia, PA; High Point, NC, and others.

Although evaluation data is not available for this current Measure Y strategy, there are many positive indications that the strategy is successful in reducing violence. Outreach workers have established a presence (with their Measure Y Outreach gear) among youth and young adults on the street, as well as community members and OPD. Outreach workers are establishing relationships with OPD, through attending outreach worker trainings, police line-ups, meeting with Area Captains, and through the consistent work of the Mayor's Street Outreach Coordinator. Outreach workers have convinced youth to turn in weapons to OPD, and have connected many individuals to job training programs as well as jobs.

The following table provides service delivery information from the three current contractors: California Youth Outreach, Healthy Oakland, and Youth Uprising:

Mayor's Street Outreach Deliverables 2008-2009 (July 1, 2008 - December 31, 2008)

	Individual outreaches	Intensive outreach clients	Clients provided with referral	Clients enrolled in employment training
Healthy Oakland <i>West Oakland</i>	5,228	31	31	12
California Youth Outreach <i>Central Oakland</i>	3,727	55	43	21
Youth Uprising <i>East Oakland</i>	8,308	83	67	12
TOTAL	17,263	169	141	45

DHS staff reviewed data on shootings before and after the outreach teams were implemented, and found an overall 30% reduction in shootings in the three areas from March-May 2008 (prior to the program) and August-October 2008, after outreach workers were deployed throughout the City. Continued tracking of data and evaluation results will determine if this trend continues. Enhancing the funding available for MSO Contractors will allow the presence of at least six (6) street outreach workers in each of the three districts, in addition to a case manager to help link and refer individuals to programs and resources. Currently, the street outreach teams range from three to five outreach workers, with no case managers, and are stretched thin by the size of the geographic areas they cover.

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Each street outreach contractor is required to meet regularly with other service agencies in their area to facilitate and coordinate case management and service delivery for 'intensive clients' who are likely to be involved in street violence. To ensure that Council members are kept updated and are able to express their constituents' concerns about violence in their communities, representatives for each Council member will be periodically invited to these meetings..

Youth Outreach and Comprehensive Services

Staff is recommending that this comprehensive strategy be more focused on youth who are already involved in the criminal justice system, by providing services for those youth who are leaving the Juvenile Justice Center and reconnecting with the Oakland Unified School District. Currently, the majority of youth outreach and case management programs provide school-based services. This recommendation reflects a shift from school-based services to the Juvenile Justice Center, to reach youth who are most likely to be involved, either as perpetrators or victims, in violence.

Public Safety District Support

Staff is also recommending \$180,000 in Measure Y funding for operational support for the Public Safety Districts and to address emerging needs in each geographic Safety District. The Public Safety Director will work closely with each of the Service Delivery System (SDS) teams to determine how funds will be utilized to address continuing and emerging needs in the respective districts. The funds are anticipated to be used for a community empowerment mini-grant program which can support both emerging needs and efforts like "Clergy Cares" (faith-based outreach), youth-initiated community projects, and community-building activities. All funded activities must adhere to all legal, program, and contractual requirements of Measure Y.

Mini-grant programs have been utilized by numerous cities and counties (including Alameda County) as a community-empowerment, prevention and engagement strategy. The proposed mini-grants are expected to be in the \$5,000-\$15,000 range and are intended for short-term, community-initiated projects that address emerging needs consistent with Measure Y.

In the development of the Measure Y mini-grant program staff will adhere to the following principles:

- **Transparency:** Ensure a transparent process with significant community engagement
- **Community Engagement:** Create grant-making committees in each district to include youth and adult residents representing both the local SDS team and the local community

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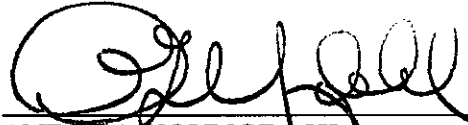
- **Community Involvement:** Involve grant-making committees in the development of their mini-grant program while ensuring a level of consistency across the program including:
 - ▶ Identification of program priorities and criteria;
 - ▶ Review of proposals; and
 - ▶ Awarding of grants.
- **Outreach:** Conduct outreach to ensure the community is aware of the program and the types of projects being supported.
- **Technical Support:** Provide technical assistance and support for groups and organizations awarded grants.
- **Oversight & Monitoring:** Ensuring that funded activities are implemented consistent with Measure Y rules and regulations.

Each district will be allocated approximately \$60,000 based on crime and "stressor" beat data. However, the intent of the funding is to concentrate resources in the areas where they are most needed. As mentioned in the initial report, mini-grant funds could be utilized to support local Clergy Cares efforts. Clergy Cares is a group of local pastors who are developing and implementing strategies to address violence in their communities. The pastors of Clergy Cares are conducting activities such as street outreach, social service referrals, education services, health referrals, and crisis response to victims of violence.


ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that City Council accept this supplemental report to the January 27, 2009 staff report on Measure Y violence prevention program strategies and the competitive proposal process for the three year funding cycle beginning Fiscal Year 2009-10.

Respectfully submitted,



ANDREA YOUNGDAHL
Director, Department of Human Services

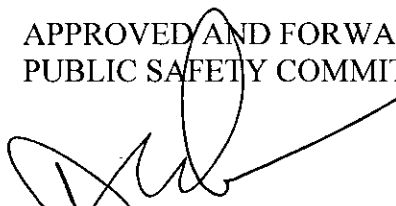
Reviewed by:
 Sara Bedford, Manager
Policy and Planning

Prepared by:
Priya Jagannathan
Planner

ATTACHMENTS:

ATTACHMENT A – Updated Measure Y Stressors Report
ATTACHMENT B – 01/27/09 Powerpoint Presentation
ATTACHMENT C – Tentative Measure Y RFP Timeline - Revised

APPROVED AND FORWARDED TO THE
PUBLIC SAFETY COMMITTEE:



Office of the City Administrator




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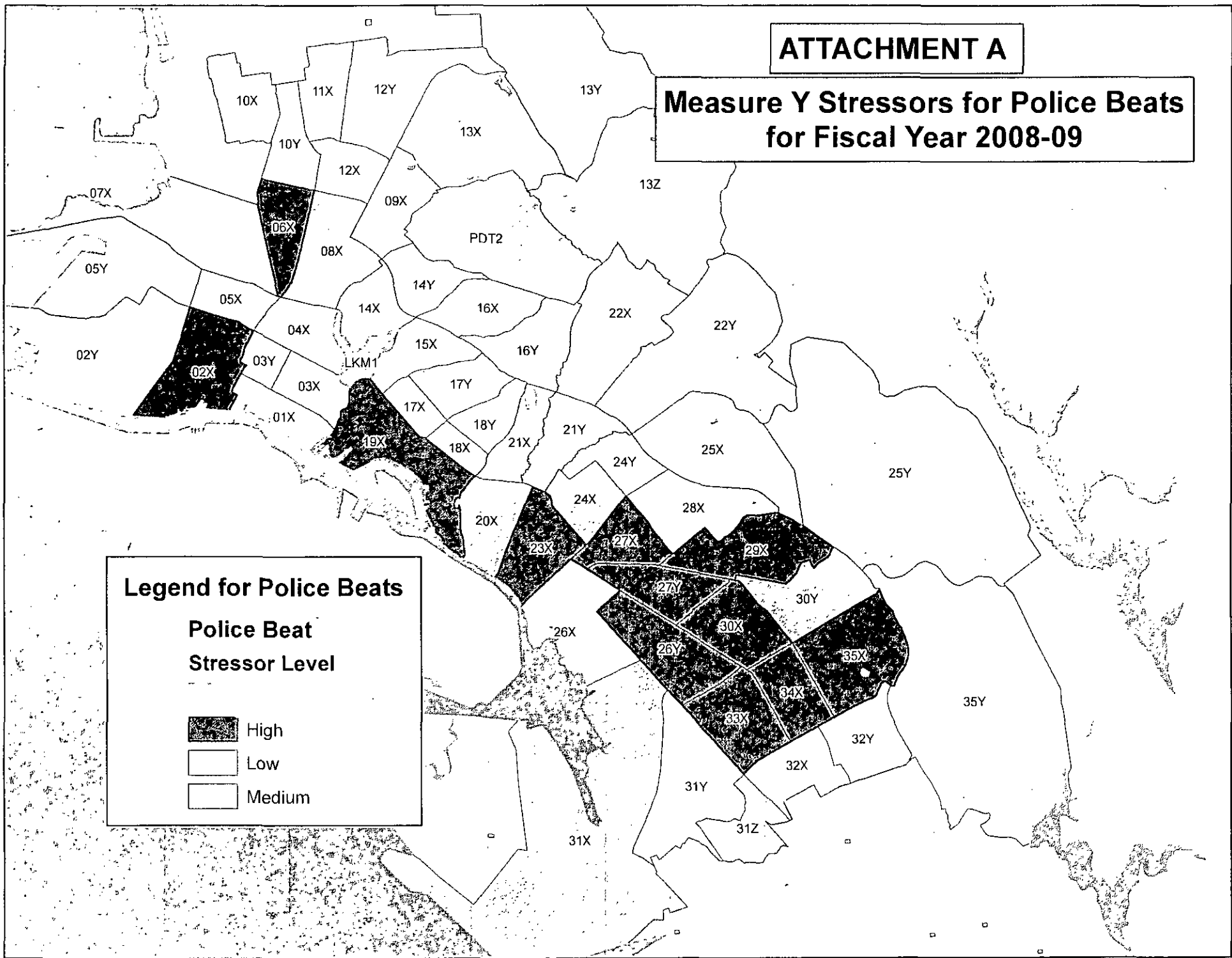
ATTACHMENT A

**Measure Y Stressors for Police Beats
for Fiscal Year 2008-09**

Legend for Police Beats

**Police Beat
Stressor Level**

	High
	Low
	Medium





Attachment B: Measure Y 2009-10

Request for Proposal Recommendations

Presentation to Public Safety Committee
Tuesday, January 27, 2009
Sara Bedford, Policy & Planning Manager
City of Oakland, Department of Human Services

Measure Y Prevention Programs

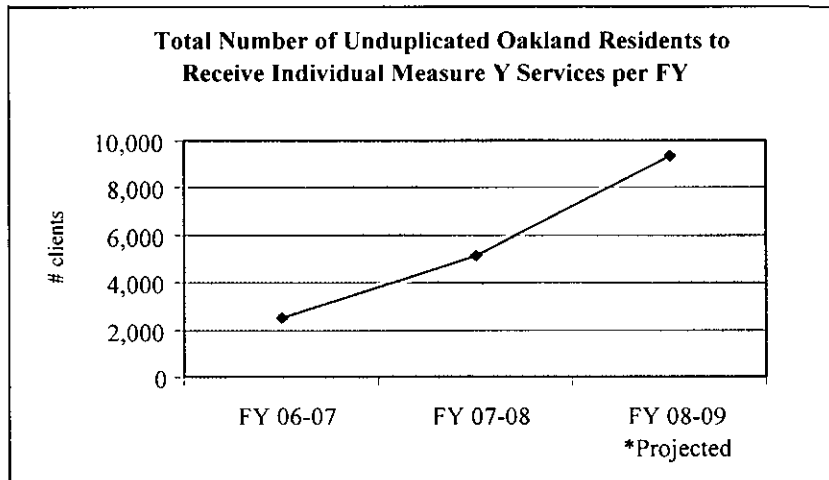
- First three-year cycle of funding began in FY 2005-06.
- FY 2008-09 is the third and final contract year for most Measure Y funded programs.
- Funding strategies must be prioritized for the next funding cycle.

Measure Y Service Levels Fiscal Years 2006-2007 & 2007-2008

	Individual Services		Group Services		Events	
	Unduplicated Clients	Client Hours	Unduplicated Clients	Client Hours	Events	Event Participants
FY 2006-2007	2,500	17,898	1,565	66,533	935	22,035
FY 2007-2008	5,148	43,697	2,218	163,997	2,359	149,621

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Measure Y Service Levels Over Three Years



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Key Evaluation Findings from BPA Final Report

- Fewer than a third of formerly truant students in Measure Y programs were truant again
- Formerly suspended Measure Y students were 32% less likely than other students to be suspended again
- Measure Y youth recidivism remained comparable to other juvenile offenders
- The violent arrest rate for Measure Y reentry young adults decreased from 27% to 10%.
- Limitations:
 - Small sample sizes
 - Short term analysis

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Measure Y Prevention Program Funds

- DHS currently administers \$7.9 million in Measure Y Violence Prevention Program funds:
 - \$6.1 million in ongoing funds
 - \$1.8 million in carry forward funds from first year of the Measure

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Measure Y Prevention Program Funds

- \$1.8 million in carry-forward funds is for one-time investments responding to current issues/crises:
 - **Gang Prevention and Intervention**
 - **Youth Uprising teen center support**
 - **Caught in the Crossfire**
 - **Family Justice Center**
 - **Crisis Response and Support Network**
 - **Mayor's Street Outreach**

- The \$1.8 million will not be available for Fiscal Year 2009-2010 and beyond.

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Measure Y Prevention Program Funds

- Measure Y Revenue for Fiscal Year 2009-2010 projected at \$21,871,967, essentially flat.

- Approximately \$6 million will be available for Violence Prevention Programs.

- A reduction of \$1.65 million (21%) from current program funding is necessary.

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Process for Developing RFP Recommendations

- ❑ Reviewed available program and evaluation data and best practices
- ❑ Considered input from key partners: OUSD, Alameda County Probation, Alameda County Health Care Services, District Attorney
- ❑ Staff referenced City Council affirmed principles of: 1) serving highest risk individuals; 2) support intensive interventions with high levels of contact; 3) prioritizing neighborhoods where violence is most prevalent

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Process for Developing RFP Recommendations (cont.)

- ❑ Staff also referenced Goal of Measure Y: to prevent and reduce violence and crime
- ❑ Considered leveraging opportunities and alternate funding sources – OFCY expanded funding not available for agencies to apply for until FY 2010-2011

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Recommendations by the Mayor's Office & DHS

- Focus on youth and young adults most likely to be involved in street violence, and those already caught up in the criminal justice system
- Maintains Mayor's priorities on Reentry Employment and Street Outreach based on best practices.
- Maintains support of key multi-agency partnerships, such as Family Justice Center.
- Seeks to identify alternative funding sources where funding cuts are necessary.

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Overview of Recommendations

- Measure Y Violence Prevention funding in four broad strategies:

	Family Violence Intervention	Adult Reentry	Incident/Crisis Response	Youth Outreach/ Comprehensive Services	TOTAL
FY 0809 Funding	\$1,151,205	\$1,884,404	\$1,262,380	\$3,672,987	\$7,970,976
FY 0910 Proposed Funding	\$835,000	\$1,610,000	\$1,540,000	\$2,330,530	\$6,315,530
% Change	-27%	-16%	22%	-37%	-21%

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Family Violence Intervention

FY 0809 funded strategies		FY 0910 recommended strategies	
Family Violence Intervention Unit	\$458,100	Family Violence Intervention Unit, with mental health services	\$525,000
Sexually Exploited Minors intervention	\$231,750	Sexually Exploited Minors intervention	\$310,000
Mental health services for 0 to 5	\$303,570		
Youth support groups	\$157,785		
Family Justice Center support	\$47,850		
TOTAL	\$1,151,205		\$835,000

- The key recommendations are to maintain core support for the Family Violence Intervention Unit at the Family Justice Center and slightly enhance the Sexually Exploited Minors Intervention.

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Family Violence Intervention

- Staff also recommends:
 - Sole source funding for the Family Violence Law Center for the Family Violence Intervention Unit
 - Substantial funding reduction for mental health services for children 0 to 5; and combining these dollars with the Family Violence Intervention Unit
 - Funding for youth support groups be eliminated
- Mental health services and youth support groups could be covered by MediCal, EPSDT, and Victims of Crime (VOC) funding.

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Adult Reentry

0809 funded strategies		0910 recommended strategies	
Project Choice	\$505,950	Project Choice	\$375,000
Adult Reentry employment and training	\$1,260,454	Adult Reentry employment and training	\$1,100,000
Mayor's Reentry Employment Specialist	\$118,000	Mayor's Reentry Employment Specialist	\$135,000
TOTAL	\$1,884,404		\$1,610,000

- The key recommendations are to maintain the Mayor's Reentry Employment position, while slightly reducing funding for Project Choice and Adult Employment strategies.

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Adult Reentry

- Staff recommends:
 - Adding \$15,000 in operations and materials support for Mayor's Reentry Employment Specialist position
 - Adult employment strategies would include intensive re-entry, crew-based transitional jobs, and direct placement.
- Leveraging possibilities include Second Chance for Project Choice and Food Stamp Employment and Training dollars.

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Incident/Crisis Response

0809 funded strategies		0910 recommended strategies	
Mayor's Street Outreach (MSO)	\$575,000	Mayor's Street Outreach Coordinator and operations	\$150,000
Caught in the Crossfire	\$85,000	MSO/Contractors	\$750,000
Crisis Response Support Network (CRSN)	\$300,000	CRSN with mental health	\$375,000
Mental Health for CRSN	\$100,000	Caught in the Cross Fire	\$85,000
City/County Neighborhood Initiative	\$202,380	Public Safety District/Clergy Cares (Faith-based outreach)/ Alive and Free	\$180,000
TOTAL	\$1,262,380		\$1,540,000

- Key recommendations are to continue funding for the Mayor's Street Outreach Coordinator and to expand the Mayor's Street Outreach Program.

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Incident/Crisis Response

- Staff also recommends:
 - Continue funding for the Crisis Response Support Network (CRSN), and combining mental health with the CRSN
 - Continue sole source funding for Youth Alive to implement 'Caught in the Crossfire'
 - Funding for operational support and emerging needs in each Public Safety District, including faith based outreach
 - Elimination of the City County Neighborhood Initiative

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Youth Outreach and Comprehensive Services

0809 funded strategies		0910 recommended strategies	
Outreach and case management	\$881,340	Juvenile Justice Center (OUSD wraparound)	\$885,000
Sports and recreation	\$226,110	Second Step	\$148,330
Second Step	\$233,332	OUR Kids	\$247,200
OUR Kids – Middle School	\$247,200	Restorative Justice	\$150,000
Peer Conflict Resolution	\$233,332	Youth employment	\$400,000
Restorative Justice	\$210,750	Gang Intervention/prevention	\$200,000
Youth employment and training	\$559,973	Youth Uprising Teen Center	\$300,000
Pathways to Change	\$505,950		
Gang Intervention/prevention	\$275,000		
Youth Uprising Teen Center	\$300,000		
TOTAL	\$3,672,987		\$2,330,530

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Youth Outreach and Comprehensive Services

- The key recommendation is to be more focused on the 'highest risk' populations of youth – those already involved in the criminal justice system.
 - Combines Pathways to Change and school-based case management, to focus on advocacy and case management on youth leaving the Juvenile Justice center and reconnecting with OUSD.
 - Wraparound services to promote school attendance and academic progress.
 - \$90,000 would be allocated for an OUSD enrollment specialist; \$795,000 would be allocated through an RFP process.

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Youth Outreach and Comprehensive Services

- Staff also recommends:
 - Reduce gang specific interventions slightly
 - Reduce amount allocated to youth employment slightly; and more of the dollars redirected to Mayor's Summer Jobs Programs
 - Reduce Second Step curriculum funding
 - Maintain OUR Kids middle school strategy
 - Slightly reduce Restorative Justice for Youth
 - Eliminate Sports and Recreation programs
 - Eliminate OUSD's Peer Conflict Mediation Program

- Youth Uprising Teen Center Support continues for two more years.

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RFP Process

- Most of the funds are recommended to be released through a competitive Request for Proposal (RFP) process.

- Key Proposed Dates:
 - Release RFP February 9, 2009
 - Proposals Due March 16, 2009
 - Notification of Selection April 13, 2009
 - Recommendations to Public Safety Cmmttee May 12, 2009
 - Contract Start Date July 1, 2009

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ATTACHMENT C: Tentative Measure Y RFP Timeline – Revised

Recommendations to Oversight Committee	January 26, 2009
Recommendations to Public Safety	January 27, 2009
Full Council	February 3, 2009
Release RFP	February 9, 2009
Bidder's Conference	February 19, 2009
Letter of Intent Due	March 2, 2009
Technical Assistance sessions	March 2 – 10, 2009
Proposals Due (5 wks from release date)	March 16, 2009
Notification of Recommendations	April 13, 2009
Appeals Due	April 17, 2009
Funding Recommendations Report Draft Due to City Administrator	April 23, 2009
Recommendations to Public Safety	May 12, 2009
Full Council	May 19, 2009
Contract Negotiations and Execution	June 1 – July 1, 2009
Contract Start Date	July 1, 2009