

2010 NOV -4 PM 1: **CITY OF OAKLAND**
AGENDA REPORT

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Department of Human Services
DATE: November 16, 2010

RE: **A Resolution Authorizing The City Administrator To Apply For, Accept, And Appropriate A Grant For \$2,216,000 From The Department Of Justice, Office Juvenile Justice And Delinquency Prevention, For Community Based Violence Prevention For \$2,216,000 From October 1, 2010 Through September 30, 2013 And Authorizing Grant Agreements With Various Non Profit Agencies Named In The Grant Proposal To Provide Violence Prevention Services From October 1, 2010 Through June 30, 2012**

SUMMARY

The City of Oakland, Department of Human Services (DHS) applied for and received a total of \$2,216,000 (\$738,666 per year for three years, October 1, 2010 to June 30, 2012) Community-based Violence Prevention Demonstration grant from the Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) to support the expansion of the Street Outreach and Call-In efforts and support a community engagement component. The City of Oakland, Department of Human Services is the lead agency. Funding will support hiring, through community based and private organizations, additional street outreach workers, sustaining the case manager for the Call-In efforts, a public education coordinator, a public education campaign and grants management staffing.

FISCAL IMPACT

Approval of this resolution will authorize the City Administrator to apply for, accept, and appropriate \$2,216,000 in Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) funds. The funds will be appropriated in the Department of Human Services Fund (2128), DHS Administration Organization (78111), and a project to be determined.

There is no negative impact to the City's finances or on the General Purpose Fund. These funds are fully cost covering. DHS will draw down funding for reimbursements on a quarterly basis from the OJJDP. DHS will utilize current staff; no new staffing is required to manage resources.

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BACKGROUND

Through Measure Y, Oakland has developed an integrated system of prevention, early intervention, and treatment services linked to nine (9) FTE street outreach workers coordinated by the Department of Human Services. These teams of geographically-based outreach workers engage youth and young adults who are most gang, gun and violence-involved and link them to case management, educational and employment opportunities. Within the four target areas of the OJJDP grant, Measure Y and other leveraged sources fund a range of Violence Prevention Programs including: street outreach; a Call-in strategy; after-school jobs for probation and chronically truant youth; paid on-the-job training for young adults under 25 who are on probation and parole; and crisis response and support teams that work with the victims, families and friends of shootings and homicides. In addition, Measure Y invests over \$1.2 million in reentry employment and case management citywide.

Despite the substantial current investment in violence prevention, Oakland still had several major gaps in the City's violence prevention strategy that will be filled by this grant. For example, our current street outreach staffing is too low, but the grant provides funding for an additional 9 Street Outreach workers. The current funding for the Call-In program ends on March 31, 2011 but this funding will enable the program to continue. This grant will also allow the City to launch a public education campaign and hire a Community Engagement Coordinator to organize clergy and mobilize community members.

KEY ISSUES AND IMPACTS

The three main goals of this grant, which replicates the nationally recognized Ceasefire model are: (1) to provide alternatives to violence when gangs and individuals in the community are making risky behavior decisions through street outreach, case management, crisis response, intervening before retaliation, connection to education, and employment and training opportunities; (2) to change community norms regarding violence through a public education campaign, targeted community organizing, and mobilizing clergy to plan vigils and other activities; and (3) to increase awareness of the perceived risks and costs of involvement in violence among high-risk young people through public education and a call-in strategy targeting young people involved with guns with a message of strong sanctions for future violence.

Components of the Oakland Community-based Violence Prevention Demonstration Project

○ Street Outreach

In coordination with the Oakland Police, street-based outreach workers provide incident- and "hot spot"- specific outreach in high-crime areas at hours of peak need (typically nights and weekends) in non-traditional settings – parks, street corners, and other places where young people gather. Two community based organizations - Healthy Oakland (Target Areas 1 and 2)

and California Youth Outreach (Target Areas 3 and 4) – manage teams of street outreach workers currently with Measure Y funds. Currently, there are nine (9) street outreach workers and three (3) street outreach case managers. OJJDP funding allows for the hire of an additional nine (9) street outreach workers, and an additional Area Team Leader (ATL) with responsibilities to manage street outreach workers in one target area, since Target Areas 3 and 4 are currently both overseen by a single ATL. With OJJDP funding, the Oakland Street Outreach program will be able to connect with 9,000 high-risk youth for a total of 25,000 contacts. Of these youth, 250 will be identified for increased support with case management, for a total of 9,000 hours over 3 years.

○ **Call-ins**

The Call-in strategy is a key element to this project that is currently funded through a California State grant from the Governor’s Office of Gang and Youth Violence Prevention under Safe Communities for Public-Private Partnerships that will sunset in March 2011. The strategy begins with recognition that homicide and other serious violence is driven by a very small group, typically less than 5% of a community’s population. These violent groups and their individual members are identified through rigorous data analysis and law enforcement input that focuses on previous gun violence from the Oakland Police with analysis from Dr. Braga through the Safe Communities Partnership. With letters followed by parole and probation officer visits, identified individuals are mandated to attend Call-in meetings. These individuals are then directly engaged – “called in” – by a partnership of police, parole, probation, service providers, and community figures who deliver a unified “Stop the Violence” message. The Call-In is a very coordinated effort led by the Oakland Police Department with collaboration from the Department of Human Services, the Mayor’s Office, Councilmember staff, Probation, Parole, District Attorney, FBI, and the Northern California Office of the U.S. Attorney General, Highland Hospital, faith based representatives and community members.

In the Call-in meeting, the targeted probationers and parolees are informed that they are on law enforcement’s radar and that the full attention and weight of the law enforcement system will be upon them if they are arrested for an act of violence. This “stick” portion delivers a message that sanctions have been ramped up and that going forward new, more severe consequences are in place. Community members, including clergy and mothers of homicide victims, also attend the Call-ins to share how violence impacts the community. The “carrot” portion of the Call-in has employers and a case manager whose job it is to assess, plan, document, and refer participants to jobs, substance abuse treatment, housing, and other services. As part of this project, 24 Call-in meetings will be conducted, connecting 250 parolees and probationers involved in gun violence directly to jobs and services.

○ **Public Education**

OJJDP funding will support a targeted community education campaign focused upon the four Target Areas. This campaign will include the development of billboards, banners on buses, and

fliers for distribution through Neighborhood Crime Prevention Councils, the faith community, and street outreach workers. The campaign will reinforce community values that reject gangs and gun-violence, and promote and encourage youth and young adults to utilize local resources to develop their capacity.

In order to provide sustained community education to influence community norms, deter violence, and engage more community residents in problem solving, DHS will hire a consulting firm to lead the public education campaign. In collaboration with the Community Engagement Coordinator, faith leaders, community groups, and youth development organizations, DHS will develop and administer a Request for Proposals to select a consultant with a track record and clear plan for communicating messages to disadvantaged communities of color. With assistance from the Community Engagement Coordinator, the Public Education consultant will reach out to faith leaders, community members, churches, neighborhood crime prevention councils (NCPCs) and other community groups to create and convene a public education advisory group. The consultant will work with this group as well as with DHS over 6 months to develop a public education message and program materials, including flyers and brochures, and designs for billboards and bus panels. The goal of the messaging is to change community norms regarding violence, increase the perceived risks and costs of involvement in violence, and publicize violence prevention programs.

o **Community Engagement**

The Community Engagement Coordinator is an essential new position funded by OJJDP. The Community Engagement Coordinator is responsible for training, organization, and mobilization of clergy and community members to change community norms regarding violence, communicate the costs of involvement in violence, and provide alternatives to violence. The Coordinator takes the lead on community mobilization by working with local NCPCs to build neighborhood-based coalitions of police, youth organizations, faith leaders, block clubs, and residents in each of the Target Areas. Central to the work of the Coordinator is the communication and refinement of a violence prevention plan that describes the nature and extent of violence in the target neighborhoods, existing community resources to respond to the violence and identifies goals and activities that are directed at stopping the shootings and killings.

The Community Engagement Coordinator ensures responses to all shootings by community members and faith leaders. The Community Engagement Coordinator will organize quarterly training sessions at churches, community organizations, and recreation centers to train 350 faith and other community members on how to talk to high-risk individuals, participate and provide leadership in shooting responses, build trust with law enforcement, spread the message of nonviolence, and urge congregants to work to stop shootings and killings.

Organizing clergy and other faith leaders is a major task for the Community Engagement Coordinator. The Coordinator will meet with leaders at 60 churches, and get 80 faith leaders to commit to open safe havens, talk to high-risk individuals, participate and provide leadership in

shooting responses, preach nonviolence, and urge congregants to work to stop shootings and killings. The Community Engagement Coordinator will recruit clergy and other leaders at 20 churches and community organizations to be trained on how to organize vigils and support families and friends after a shooting or homicide.

Partners

The partners in this project include the Oakland Police Department, Oakland Community Organizations, Alameda County Probation, California Parole Department, US Attorney's Office of Northern District of California, Alameda County District Attorney's Office, Healthy Oakland, California Youth Outreach, and various community-based and faith-based agencies.

Project Implementation

Oakland's Department of Human Services (DHS) will administer the OJJDP grant and will develop and monitor grant agreements with current Measure Y Street Outreach providers, Healthy Oakland for an amount not to exceed \$211,750 from October 1, 2010 – June 30, 2012 and California Youth Outreach for an amount not to exceed \$510,125 from October 1, 2010 – June 30, 2012. DHS will return to City Council to approve funding for the remainder of this OJJDP grant cycle (July 1, 2012- September 30, 2013) after a Request for Proposal process determines the Street Outreach grantees for Measure Y for Fiscal Year 2012 -13 and for the remainder of the OJJDP grant funds.

Kevin Grant, the current Street Outreach Coordinator who conducts outreach, trains outreach workers, and provides coordination between the teams and the police will oversee the street outreach expansion. Emilio Mena, the Street Outreach Supervisor, will provide direct supervision, mentoring, and professional development support of Street Outreach workers and the Call-Ins. A part-time Community Engagement Coordinator will be a temporary employee hired by the City of Oakland, Department of Human Services and will be responsible for developing and administering a Request for Proposal process to select a consultant for the community messaging campaign. A Violence Prevention Planner will develop and monitor grant agreements with Street Outreach partners and coordinate the implementation of the Call-In strategy. Funding for .05 FTE of fiscal services staff at DHS is included to oversee the accounting, fiscal monitoring and reporting to the Department of Justice. Funding also includes \$5,000 over the three years to CitySpan, Inc. to support the use of the current grantee database for this project. The Department of Human Services will enter into a professional services agreement with CitySpan, Inc. because they currently manage the Measure Y programs database. Therefore, using the system already built and in place is more cost and time effective than building another system for the purpose of tracking and evaluation of this program.

As of July 1, 2010, the City of Oakland was unable to maintain funding for 739 police officers as required by the Measure Y legislation. Thus Measure Y funding is no longer being collected and the violence prevention programs have both been funded with alternate funding only through December 31, 2010. A ballot measure, Measure BB, is on the November 2, 2010 ballot and includes a "Measure Y" fix which will eliminate the language in the legislation requiring the

police force to be maintained at a certain level. If this ballot measure does not pass, the Measure Y programs will no longer be funded and the grant funding described above will no longer expand services but maintain a portion of the current Measure Y programming. If Measure BB does not pass, DHS will return to City Council with a report and resolution outlining how this grant will support a portion of the current Measure Y funded programming.

EVALUATION OF PAST PERFORMANCE

The Community-based Violence Prevention Demonstration project is a new program that has not been evaluated. However, the City of Oakland, Department of Human Services Measure Y programs are part of an independent evaluation led by Research Development Associates and the results of the work on the Street Outreach component of Measure Y will be enhanced by OJJDP. In addition, the Public Health Institute is conducting an ongoing evaluation of the effectiveness of the Call-In intervention in coordination with evaluation efforts led by the State CalGRIP office.

SUSTAINABLE OPPORTUNITIES

Economic: Providing alternatives to at-risk youth and young adults in Oakland will decrease violence and, therefore, enable businesses to thrive and young people at risk of violence to become gainfully employed, contributing members of their community.

Environmental: There are no environmental impacts.

Social Equity: Providing opportunities for at-risk youth and young adults with positive alternatives to living with high levels of crime and violence works to achieve social equity.

DISABILITY AND SENIOR CITIZEN ACCESS

All activities sponsored by this grant will be fully accessible.

RECOMMENDATION(S) AND RATIONALE

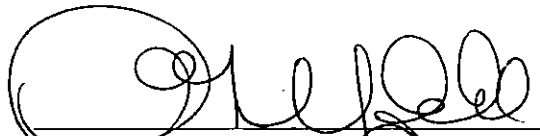
Staff recommends that the City Council approve a resolution authorizing the City Administrator to apply for, accept, and appropriate \$2,216,000 in Community-based Violence Prevention Demonstration grant funds from the Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) to the City Of Oakland, Department of Human Services to enter into a grant agreement for the period October 1, 2010 through September 30, 2013 and to enter into grant agreement with Healthy Oakland for an amount not to exceed \$211,750 from October 1, 2010 through June 30, 2012 and California Youth Outreach for an amount not to exceed \$510,125 from October 1, 2010 through June 30, 2012.

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ACTION REQUESTED OF THE CITY COUNCIL

That City Council approve a resolution authorizing the City Administrator to apply for, accept, and appropriate a grant for \$2,216,000 in Community-based Violence Prevention Demonstration grant funds from the Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) for the period October 1, 2010 through September 30, 2013 and to enter into grant agreement with Healthy Oakland for an amount not to exceed \$211,750 from October 1, 2010 through June 30, 2012 and California Youth Outreach for an amount not to exceed \$510,125 from October 1, 2010 through June 30, 2012.

Respectfully submitted,

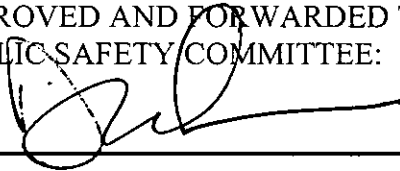


ANDREA YOUNGDAHL, Director
Department of Human Services

Reviewed by: Sara Bedford, Manager
DHS Policy and Planning Division

Prepared by: Page Tomblin, DHS Planner

APPROVED AND FORWARDED TO THE
PUBLIC SAFETY COMMITTEE:



Office of the City Administrator

Item: _____
Public Safety Committee
November 16, 2010

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Approved as to Form and Legality

M. McDonough

Oakland City Attorney's Office

OAKLAND CITY COUNCIL

Resolution No. _____ C.M.S.

A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO APPLY FOR, ACCEPT, AND APPROPRIATE A GRANT FOR \$2,216,000 FROM THE DEPARTMENT OF JUSTICE, OFFICE JUVENILE JUSTICE AND DELINQUENCY PREVENTION, FOR COMMUNITY BASED VIOLENCE PREVENTION FOR \$2,216,000 FROM OCTOBER 1, 2010 THROUGH SEPTEMBER 30, 2013 AND AUTHORIZING GRANT AGREEMENTS WITH VARIOUS NON PROFIT AGENCIES NAMED IN THE GRANT PROPOSAL TO PROVIDE VIOLENCE PREVENTION SERVICES FROM OCTOBER 1, 2010 THROUGH JUNE 30, 2012

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, of the 109 homicide victims killed in Oakland in 2007, 51 were under the age of 24 and homicide is the leading cause of death for youth under the age of 25; and

WHEREAS, Chicago's Ceasefire program has demonstrated that targeting of resources to high crime beats, aggressive prosecution of gun trafficking and offenses, and outreach and employment to high-risk clients resulted in a greater reductions in homicides; and

WHEREAS, the City of Oakland, Department of Human Services applied to the Department of Justice, Office of Juvenile Justice and Delinquency Prevention, to implement the Community Based Violence Prevention Demonstration Project for \$2,216,000 which is based on the Chicago model; and

WHEREAS, the City of Oakland, Department of Human Services was one of only four applications to be awarded funding by the Department of Justice, Office of Juvenile Justice and Delinquency Prevention in the amount of \$2,216,000 over three years to implement a Community-based Violence Prevention Demonstration Project; and

WHEREAS, the City of Oakland, Department of Human Services will enter into a grant agreement with Healthy Oakland in the amount of \$211,750 to provide street outreach from October 1, 2010 through June 30, 2012; and

WHEREAS, the City of Oakland, Department of Human Services will enter into a grant agreement with California Youth Outreach in the amount of \$510,125 to provide street outreach from October 1, 2010 through June 30, 2012; and

WHEREAS, the City of Oakland, Department of Human Services determined based on the accompanying staff report that it is in the best interest of the City to enter into a professional services agreement with CitySpan, Inc. in the amount of \$5,000 to support the inclusion of this grant in the current Measure Y database from October 1, 2010 through June 30, 2012; and

WHEREAS, the City of Oakland, Department of Human Services will employ a Grant Funded Position to fill the role of Community Engagement Coordinator for three years; now, therefore be it

RESOLVED: That the City Administrator is hereby authorized to accept and appropriate the aforesaid grant in the amount of \$2,216,000 and appropriate it to the City of Oakland, Department of Human Services to implement the Community-based Violence Prevention Demonstration project; and be it

FURTHER RESOLVED: After the finding and determination based on the accompanying staff report that it is in the best interest of the City to enter into a professional services agreement with CitySpan, Inc. in the amount of \$5,000 to support the inclusion of this grant in the current Measure Y database from October 1, 2010 through June 30, 2012; and be it

FURTHER RESOLVED: The City of Oakland, Department of Human Services will employ a Grant Funded Position to fill the role of Community Engagement Coordinator for three years; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized and directed to accept and appropriate any additional funding related to this grant that may become available without returning to council; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized to accept and appropriate the aforesaid grant in the amount of \$2,216,000 into Department of Human Services Fund (2128), DHS Administration Organization (78111), and a project to be determined; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized to apply for, accept, and appropriate a grant for \$2,216,000 from the Department of Justice, Office of Juvenile Justice and Delinquency Prevention to implement a Community-based Violence Prevention Demonstration project in Oakland for October 1, 2010 through September 30, 2013 and enter into a grant agreement with Healthy Oakland for an amount not to exceed \$211,750 from October 1, 2010 through June 30, 2012 and California Youth Outreach for an amount not to exceed \$510,125 from October 1, 2010 through June 30, 2012; and be it

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

FURTHER RESOLVED: That said agreement 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, _____, 2010

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