



# AGENDA REPORT

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

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

**SUBJECT:** Violence Prevention  
Services Spending Plan

**DATE:** October 19, 2020

City Administrator Approval 

Date: November 12, 2020

## **RECOMMENDATION**

**Staff Recommends That The City Council Adopt A Resolution 1) Approving Violence Prevention Program Strategies And 2) Funding Priorities For Programs Funded By The 2014 Oakland Public Safety and Services Violence Prevention Act (Safety And Services Act) For The Funding Cycle From July 2021 Through The End of Safety And Services Act Funding Period (December 2024).**

## **EXECUTIVE SUMMARY**

This report provides City Council with recommendations on the strategic investment of funds from the Oakland Public Safety and Services Violence Prevention Act of 2014 (Safety and Services Act) for violence intervention and prevention programs. The Department of Violence Prevention (DVP) worked with community members and public partners to develop the framework and allocations in this report. This report provides an overview of the DVP's vision and plans for violence intervention and prevention in Oakland based upon spending plan investments aimed at reductions in five areas:

- Gun violence
- Intimate partner violence
- Commercial sexual exploitation
- Unsolved homicides (cold cases), particularly support for families
- Community trauma associated with violence

Highlights in the spending plan include the following public health community driven approach;

- Services that prioritize those residing in geographic areas of Oakland in which underlying conditions generated the highest rates of documented gun and gender-based violence in the years 2018 and 2019. These same areas also experienced high rates of COVID-19 infection in 2020.
- Measures that identify levels of promise and vulnerabilities at an individual, peer, family and community level among the population living in the identified geographic areas. These measures will guide more effective alignment of services.
- Proven strategies that strengthen the leadership of the diverse family structures living in the identified geographic areas. These strategies include improving measures of mutual protection and accountability among all family members as well as drawing on customs,

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and celebrations that build protective factors and healing through ancestrally informed family systems practices.

- Amplification of services aimed at reducing intimate partner violence and commercial sexual exploitation.
- Improving victim's assistance services and advocating for changes to the eligibility policy for families who have been victims of homicides. This includes a special focus on those families living with the trauma of unsolved cold cases.

Council approval of this report will allow staff to issue a competitive request for qualifications (RFQ) that may provide for services to the end of the Safety and Services Act funding period (December 2024). Staff intends to issue the RFQ with an initial two-year funding cycle, starting July 2021 through June 2023 (Fiscal Years 2021-2022 and 2022-23) and possibility of extension based on the outcome of possible upcoming measure to extend funding for violence prevention services.

Approximately \$7.1 million will be awarded to community-based providers through this RFQ process. Prior to entry into new grant agreements, staff will return to Council in Spring 2021 with specific grant recommendations with allocations informed by updated projections from the upcoming City budget process.

Additionally, approximately \$1.3 million of Safety and Services Act annual revenue supports on-going baseline staffing within the City that coordinates and provides direct services to the community, as approved in the FY 2019-2021 City budget. Approximately \$1.6 million goes towards on-going baseline staffing within the City to cover program management activities, including planning, research, data analysis, and contract management.

## **BACKGROUND/LEGISLATIVE HISTORY**

**Overview of Safety and Services Act:** In 2014, Oakland voters passed Measure Z, the Public Safety and Services Violence Prevention Act to fund violence prevention services over a ten-year period (through December 2024). The Safety and Services Act fund varies over time and is projected to raise \$26 million in Fiscal Year (FY) 2020-21 through a special parcel tax along with a parking surcharge on commercial lots – out of this, approximately \$500,000 (3% of total funds) goes towards independent audit, oversight and evaluation, \$2 million (constant) is set aside to improve fire response services, approximately \$14 million (60% of remainder) goes to the Police Department for violence reduction efforts, and approximately \$9.5 million (40% of remainder) goes toward community-based violence intervention programs. The objectives of the Safety and Services Act are to:

1. Reduce homicides, robberies, burglaries and gun-related violence;
2. Improve police and fire emergency 911 response times and other police services; and
3. Invest in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism.

In regards to violence prevention and intervention strategies, the Safety and Services Act emphasizes coordination of public systems and community-based services with a joint focus on youth and young adults at highest risk of violence as guided by data analysis. It names collaborative strategies such as crisis response, victim services, and reentry support intended to

interrupt the cycle of violence and recidivism. The City administers Safety and Services Act funds through the DVP. The DVP prepares a spending plan to outline the strategies and services recommended for the next funding cycle.

The Act establishes a Public Safety and Services Violence Prevention Oversight Commission (SSOC) that, among other duties, reviews spending plans for proposed funding, and makes recommendations to the Mayor and City Council on the plans prior to City Council approval.

**Funding Cycles:** The Safety and Services Act sunsets in December 2024, and a new measure for continued funding of the City's violence prevention efforts is expected to be introduced in advance of the sunset date. Following the previously awarded funding cycles, DVP recommends that violence prevention grants be awarded through another competitive request for qualifications (RFQ) process.

**Awarded:** January 2016 through Fiscal Year 2017-18 (2.5 years; Resolution No. 85720 C.M.S.)  
Fiscal Year 2018-19 (1-year extension; Resolution No. 87195 C.M.S.)  
Fiscal Year 2019-20 through Fiscal Year 2020-21 (2 years; Resolution No. 87477 C.M.S.)

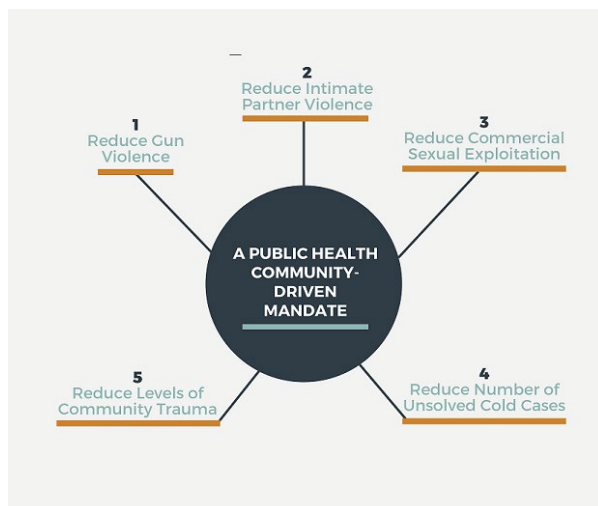
**Proposed:** Fiscal Year 2021-22 through Fiscal Year 2022-23, with possibility of extension through December 2024 based on monitoring and performance and available future funding, or if a new measure is passed prior to legislation sunset, which alters funding requirements before that date.

**Department of Violence Prevention:** The Department of Violence Prevention (DVP) was created by the City Council on June 20, 2017 (Ordinance 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. To inform the development of the DVP, Urban Strategies Council (USC) facilitated a participatory research planning process, completed a landscape analysis and hosted the Safe Oakland Summit (summer 2019) to inform findings and recommendations (Resolution No. 87192 C.M.S.).

In September 2019, Guillermo Céspedes became the department's first chief, bringing to Oakland expertise in reduction of interpersonal violence acquired over four decades of domestic and international practice experience. Chief Céspedes began his career on the East Coast in 1972, then came to Oakland and provided direct services to families in East and Central Oakland for 19 years (1981-1999). Céspedes led the successful gang violence reduction strategy as Deputy Mayor of the City of Los Angeles (2007-2014). From 2014 to 2019 Céspedes led violence reduction programs in Central America, Eastern Caribbean and North Africa. Céspedes comes to the City of Oakland with proven expertise in blending public health principles with balanced focused deterrence models used in various cities in the US, including Oakland.

The City of Oakland's Department of Violence Prevention has been charged with using a public health community driven approach to achieve reductions in the following areas, illustrated in **Figure 1** below:

**Figure 1: Public Health Community-Driven Mandate**



To reduce in Oakland levels of:

- Gun violence
- Intimate partner violence
- Commercial and sexual exploitation
- Family trauma associated with unsolved homicides (cold cases)
- Community trauma associated with violence

***Principles of Public Health Approach:***

- Improves health and safety by addressing specific behaviors and underlying community vulnerabilities that lead individuals, peer groups, and families to be harmed or inflict harm on others.
- Identifies levels of vulnerability and promise at a primary, secondary, tertiary, and community level.
- Aligns the focus of interventions with the identified level of vulnerability and promise.
- Emphasizes building on the strengths, assets and promise rather than deficits or pathology.

***Community Driven Principles:***

- Community participates in the identification of a problem and the implementation of the solution.
- Builds capacity within formal and informal community systems during the identification and problem-solving process among individual, peer, family, and community systems.
- Defines all community members as legitimate stakeholders, including those that have been harmed by violence, and those that have caused harm to others through violent actions.

**ANALYSIS AND POLICY ALTERNATIVES**

**Recommendation:** DVP recommends adopting the strategy and allocations outlined below for the period beginning July 1, 2021 through the end of Safety and Services Act funding in December of 2024. The proposed DVP community-based, public health violence intervention strategy is informed by: a) feedback from community members, volunteers, and organizations with an established history of violence prevention work in Oakland; b) proven effectiveness of these strategies in reducing violence in a national and international context; c) best practices as

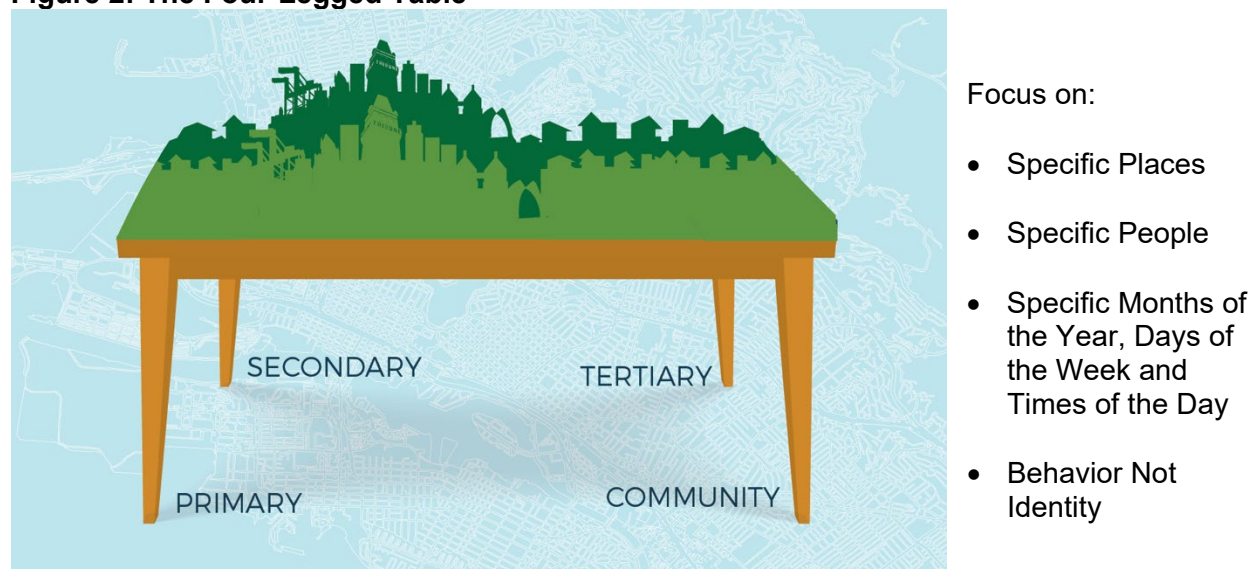
defined nationally by the Office of Juvenile Justice and Delinquency Prevention in the Gang Reduction Program (GRP) initiative.<sup>1</sup>

**Public Health Vision of an Integrated Community-Based Strategy:** The DVP theory of change is based on the following public health premise to reduce violence:

- If DVP focuses on specific places in Oakland with underlying conditions that generate the highest rates of violence;
- And the specific populations of men and women determined to be at a primary, secondary, tertiary, or community level of vulnerability;
- Provide services at the times and days of the week when violence occurs; and
- Direct interventions to the individual, peer, family, and community level simultaneously then,
- The public health conditions DVP is trying to mitigate will be reduced.

This theory of change has been simplified in a drawing referred to as the Four-Legged Table (**Figure 2**).

**Figure 2: The Four-Legged Table**



\*Simultaneous Implementation Strategies in Specific Geographic Location

The Four-Legged Table illustrates the *public health community-based prevention and intervention strategy* with each leg of the table representing a specific population of focus. The Table also illustrates the critical need for all those involved in problem-solving about violence to work together including DVP staff, funded community-based organization partners, city departments other government partners, law enforcement, and, most importantly, community members and the individuals, peer groups, and families most impacted by violence.

<sup>1</sup> For more information about the Gang Reduction Program framework developed by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) as implemented in Los Angeles, see <https://www.ncjrs.gov/pdffiles1/ojjdp/230106.pdf>

**The Family as a Building Block of Community:** The structure of the urban family has evolved, diversified, and re-emerged in ways that may not look like the traditional nuclear unit, however as an institution, and in whatever configuration it shows up, the family continues to be a critical building block of community. The DVP recognizes that respectful engagement of families as equal partners in the problem-solving process is a critical component of reversing the negative impacts of mass incarceration, forced migration, structural racism and systemic pathologizing of black and brown families. Consequently, the DVP promotes cross-cutting family activities designed to accomplish the following:

a) Strengthen the leadership and decision-making abilities of the family's caretakers and decision makers. This emphasizes activities between family members who live together that increase mutual accountability and protection from violence that may occur inside or outside the family. This process is more akin to community organization principles (as applied to family) than traditional western therapy.

b) Promote the identification of family customs, traditions, stories and histories of struggle and resilience that generate a sense of pride and strength as they have been passed across multiple generations. This process, referred to as *ancestrally informed work*, emphasizes reclaiming positive cultural aspects of the family's identity as a tool for the healing of all family members and an important element of building community.

**Gender-Based Violence:** Historically, violence against women and girls has been viewed as a distinctly separate phenomena not receiving the same level of priority as violence associated with guns, groups or gangs. The mandates of the DVP includes the reduction of gun violence, intimate partner violence, sex trafficking, reduction of community trauma, and increase the solve rates of cold cases as critical components of its overall strategy to reduce gun violence, community trauma and cold cases. This broad results framework must be driven by forward thinking leadership, critical thought partnership, strategic resource allocation, and grounded practice expertise that embraces the intersectionality between these different mandates. Therefore, the DVP endeavors to amplify the need for additional resources, data and evaluation, and coordination of services focused on gender-based violence.

**Triangle Response:** A important component of the DVP strategy moving into FY 2021-22 is the Triangle Response. This is a twenty-four hour, seven-days-a week (24/7) real-time intervention to shootings with serious injuries and homicides by three entities, referred to as triangle partners; these entities respond simultaneously as a triangular service delivery system, and includes: a) intervention workers; b) social workers/advocates with expertise in crisis intervention principles and; c) law enforcement with direct practice knowledge of the geographic areas in which the triangle is implemented.

The triangle response principles and protocols are built upon the conceptual framework of the theory of relational triangles applied to community systems. The goals of the Triangle Response is to: a) reduce retaliatory violence; b) reduce community and family trauma and; c) improve the relationship between city government and marginalized communities. The Triangle Response is an Oakland contextualized adaptation of a best practice developed in 2009 at the City of Los Angeles. Evaluations of this approach have determined that it is effective in improving the relationship between city government, police and marginalized communities and in reducing



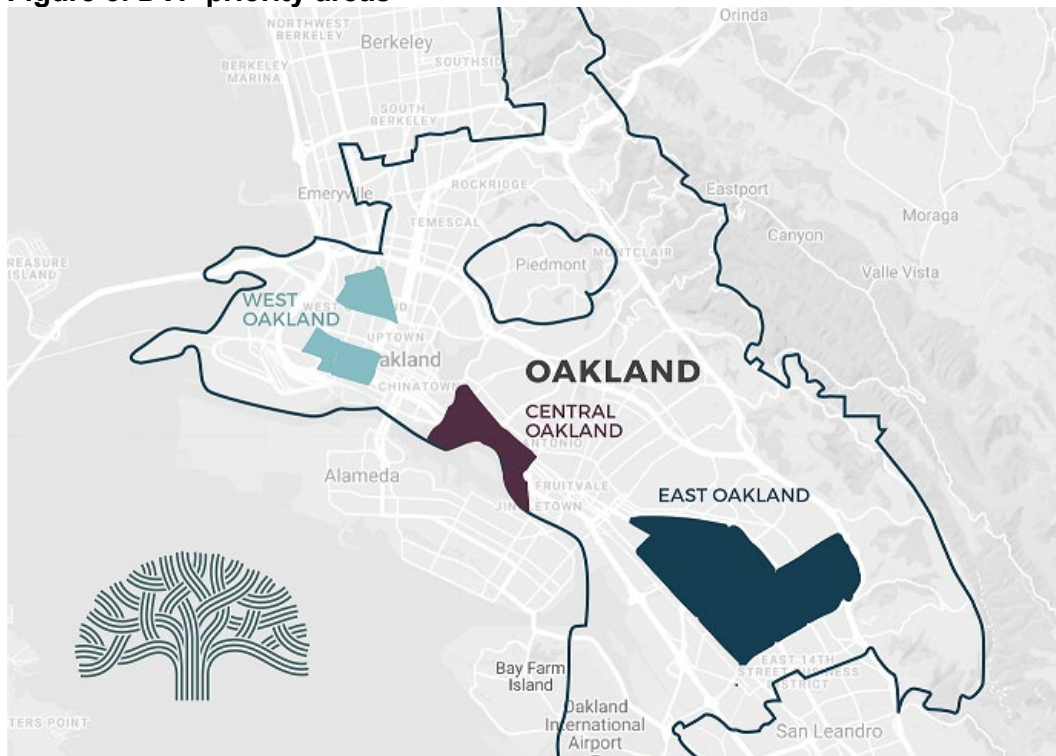
retaliatory shootings by 41 percent in the areas where the triangle was implemented.<sup>2</sup> Staffing of the Triangle Response includes DVP direct service and managerial staff, in coordination with priority area intervention workers.

## THE AREAS

The DVP will prioritize investments and activities in geographic areas of Oakland where violence is most concentrated and residents and families are most impacted by trauma and harm. Informed by data produced by Oakland Police Department, Oakland Department of Race and Equity, Alameda County Public Health and U.S. census data, DVP proposes to dedicate resources to the people and places in Oakland that are most vulnerable to violence while also exhibiting the most promise towards contributing to a safer, healthier city.

The DVP priority areas are located in East, Central East, and West Oakland. **Figure 3** below shows the location of the DVP priority areas.

**Figure 3. DVP priority areas**



The East Oakland Area is bounded by 98th Avenue - High Street (east to west) and Bancroft Avenue - San Leandro Avenue (north to south), as well as 98th Avenue - 82nd Ave (east to west) and 580 freeway to Bancroft Avenue (north to south), and includes the neighborhoods of Seminary, Havenscourt, Castlemont, Arroyo Viejo and Elmhurst.

<sup>2</sup> Urban Institute 2012 GRYD evaluation; UCLA GRYD incident response evaluation 2017

The Central East Oakland Area is bounded by 23rd Avenue - 1st Avenue (east to west) and Foothill Boulevard - East 12th Street (north to south) and includes the Eastlake, San Antonio and Jingtowntown neighborhoods.

The West Oakland Area includes two separated areas. The first from Brush Street - Pine Street (east to west) and 14th Street - Adeline/Embarcadero West (north to south), which includes the Acorn, Campbell Village and Lower Bottoms neighborhoods; and the second from San Pablo Avenue - Wood Street (east to west) and 35th Street - West Grand Avenue (north to south) including the Hoover-Foster and McClymonds neighborhoods.

The identified vulnerabilities, or underlying conditions, that predispose these priority areas to trauma and harm include, but are not limited to:

- In 2018 and 2019, these priority areas contained roughly half of all shootings resulting in injury (see **Table 1** below).
- In 2018 and 2019, these priority areas contained one-third of reported incidents of intimate partner violence (see **Table 1** below).<sup>3</sup>
- In 2020, these priority areas were among the highest rates of COVID-19 infection (see **Table 2** below).
- Some of the highest rates of unemployment and poverty in the city as well as high rates of criminal justice involvement, and low rates of educational attainment.

**Table 1. Total incidents of shooting with injury and intimate partner violence (IPV) in 2018 and 2019 by Police beat.<sup>4</sup>**

Police Beat	Oakland Area	Shooting with injury	IPV*
Beat 34X	East	166	398
Beat 30X	East	97	429
Beat 19X	Central	90	314
Beat 26Y	East	79	435
Beat 33X	East	77	307
Beat 02X	West	74	282
Beat 27Y	East	72	359
Beat 07X	West	63	263
Beat 02Y	West	62	177
Best 35x	East	54	313
Total among x neighborhoods	-	834	3,277
Total in Oakland	-	1,664	10,092
Percent of total	-	50%	32%

\*Incidents of IPV are frequently not reported to police. These data are an underrepresentation of total incidents of IPV in the priority areas.

<sup>3</sup> Data obtained from the Oakland Police Department using incident-based reporting.

<sup>4</sup> Data represent incident-based reporting and include incidents that resulted in death. Neighborhood boundaries correspond to the following Oakland Police Department community policing beats: 1 = 34X; 2 = 30X; 3 = 19X; 4 = 26Y; 5 = 33X; 6 = 02X; 7 = 27Y; 8 = 07X; 9 = 02Y; 10= 35x



Given the fact that IPV is significantly under-reported, these numbers of IPV are a low estimate, thus even more alarming. Studies have shown that IPV and community gun violence are linked as forms of violence that fuel each other, and both must be addressed through an intersectional and gender-responsive lens. The DVP recognizes that both of these forms of violence contribute greatly to broader levels of community trauma, perceptions of insecurity, and inter-group conflict.

In 2020, these geographic areas also experienced some of the highest rates of COVID infection, particularly in East Oakland, which suggests that the same underlying conditions that place families at the highest risk of victimization by gun and intimate partner violence, also places them at the highest risk of victimization by the pandemic (see **Table 2**).

**Table 2. DVP areas by region. COVID-19 case rates by zip code.**<sup>5</sup>

DVP Area	Main Zip codes within DVP area	COVID Case Rate (per 100,000 residents) Range between Zip Codes
East Oakland	94601, 94603, 94621	4,000 - 4,569
West Oakland	94607; 94608	871- 1,334
Central East Oakland	94606	1,921
Rest of Oakland	Various	561-1,770

Of the ten areas represented by the shooting with injury data, six are located in East Oakland, three in West Oakland and one in Central East Oakland. In addition, the population density in East Oakland, which is more than double the rate in West and Central East, points to the need for a heavier DVP investment to support deep East Oakland residents experiencing violence (see **Table 3**).

**Table 3. Population density**<sup>6</sup>

DVP Area	Persons Per Square Mile
East Oakland	16,317/mi <sup>2</sup>
West Oakland	6,872/mi <sup>2</sup>
Central East Oakland	4,777/mi <sup>2</sup>

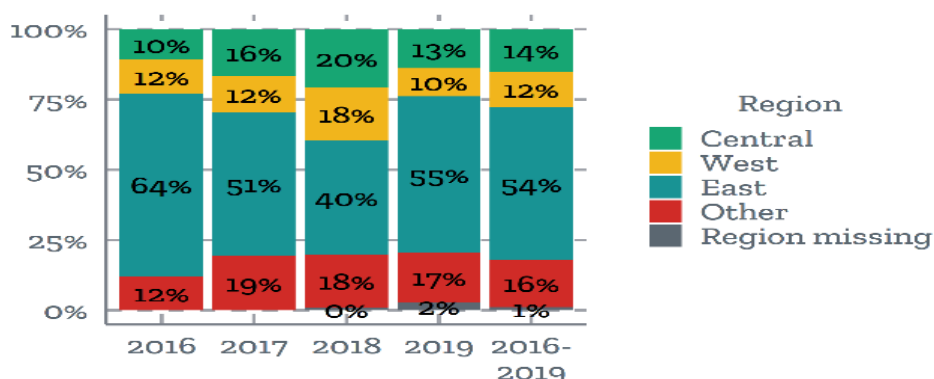
<sup>5</sup> COVID-19 Data. (2020). Retrieved October 13, 2020, from <https://covid-19.acgov.org/data.page>

<sup>6</sup> U.S. Census Bureau American Community Survey (2018). American Community Survey Demographic and Housing Estimates. Table DP05. Retrieved from <https://data.census.gov/> with analysis using Daft Logic. (n.d.). Google Maps Area Calculator. Retrieved from October 11, 2020, from <https://www.daftlogic.com/projects-google-maps-area-calculator-tool.htm>

Similar to the data presented above, community members, service providers and DVP direct service staff have shared similar assessments of where the violence is most concentrated in Oakland based on their own lived experiences and the experiences of the people they serve.

A recent evaluation of the DVP-funded hospital-based intervention services delivered to victims of violence found that most participants (a 4-year average of 54 percent) reported an East Oakland home residence, with Central East Oakland residents accounting for 14 percent and West Oakland residents accounting for 12 percent of those served (see **Figure 4**).<sup>7</sup>

**Figure 4. Demographic characteristics of services recipients by region**



## THE PEOPLE

The DVP and its funded network of community-based organizations will implement interventions directed at the individual, peer, family and community level domain. The DVP recognizes that, in order for intervention to be most effective, they must align with primary, secondary, tertiary, and/or community-based levels of vulnerability. Aligning interventions with levels of vulnerabilities is a critical component of a public health approach. The primary prevention educational approach to someone with sickle cell trait, is significantly different than the tertiary level approach of chronic blood transfusions for someone with sickle cell disease. As is the case in the mitigation of harm from sickle cell trait or disease, the right intervention directed at the right level of vulnerability is equally as important in mitigating the harmful effects of violence. A person at a primary level of vulnerability, such as youth who is not engaged in dangerous or violent behavior but lives in proximity to it, who is provided a tertiary level intervention, such as intense police suppression or individualized intensive case management, can experience as harmful a side effect as providing a chronic blood transfusion to someone with sickle cell trait.

Levels of vulnerability, presented in **Table 4**, recognize that each population requires a different set of activities.

<sup>7</sup> Mathematica. (2020). *Oakland Unite 2019–2020 Strategy Evaluation: Shooting and Homicide Response*.

**Table 4. Populations served in priority areas based on level of vulnerability.**

Vulnerability Level	Definition of Population	Interventions
3- Tertiary	Families with individuals of any age who <b>are directly involved in</b> or experiencing gun violence (harmed or creating harm), intimate partner violence, or commercial sexual exploitation.	Individualized service plan that includes individual and family with the addition of coordination with public systems such as law enforcement, probation and/or parole.
2- Secondary	Families with a youth member(s) ages 10-17 who displays high vulnerability for gun violence intimate partner violence, or commercial sexual exploitation <b>but who are not yet directly involved.</b>	Individualized, evidence-informed service plan that includes a combination of individual and family system interventions
1- Primary	Families with youth members ages 10-17 who are <u>not</u> involved in or experiencing gun violence, intimate partner violence, or commercial sexual exploitation <b>and do not display high vulnerability.</b>	Group-based, after- school programs, recreation, and youth development activities are some appropriate supports
Community	Overall population living in neighborhoods of focus.	Community activities including community awareness campaigns and strategies designed to reclaim spaces and change norms about violence

Shootings primarily victimize Black and Latino residents, who accounted for 51.7 percent and 27.7 percent of victims, respectively, within the ten most impacted police beats in 2019. Across both years, 71 percent of victims were male. Contrary to common public perception, 50 percent of shootings victims in 2019 fell between the ages of 23 and 42, with a median age of 30. Only 7 percent of shooting with injury victims were under 18.

The DVP anticipates developing an Oakland-specific promise and vulnerabilities assessment tool with support from a research and evaluation entity as part of the evaluation required by the Safety and Services Act. This tool will help to refine primary, secondary, and tertiary levels of vulnerability and promise based on the specific demographics of Oakland and will not only identify levels of vulnerability and promise but will also be critical in evaluating the effectiveness of the city’s investments in the DVP strategies. A separate request for qualifications (RFQ) for evaluation will be issued by the City Administrator’s Office in 2021.

**DAYS OF THE WEEK AND TIMES OF THE DAY**

The DVP will emphasize services directed at the individual, peer, family and community level domain during the time frame of Thursday through Saturday from 6pm to midnight. These are the days of the week and the times of the day that data indicates shootings with injuries are most likely to occur. A close examination of these ten police beats reveals that roughly half of all shootings with injury take place between the hours of 6:00pm and 12:00am (**Table 5**), and shootings routinely increase on Saturdays and Sundays.

**Table 5. Hours of shootings with injury in Oakland’s ten most impacted police beats in 2018 & 2019.**

Hours	2018	2019
12:00 – 5:59AM	20.9%	17.0%
6:00 – 11:59AM	7.6%	7.3%
12:00 – 5:59PM	25.7%	21.2%
6:00 – 11:59PM	45.8%	54.6%

The DVP will emphasize service delivery during the hours that data indicate when shootings with injuries and interpersonal violence is most likely to occur. Examples of strategies that will prioritize the hours between 6pm and midnight, Thursday through early Sunday morning, include:

1. Triangle Response
2. Family Support Services
3. Intimate Partner Violence (IPV)
4. Gender-Based Violence (GBV) Community Awareness Campaigns
5. Ancestral Family Informed Community Activities

## DVP NETWORK

To achieve its mandated goals of reducing violence in Oakland, DVP will fund, coordinate and support a network of violence prevention and intervention programs that prioritize the people and places most impacted by violence. The DVP network of service providers will promote and nurture the strengths of families as the critical element of neighborhood safety and healing, while providing targeted opportunities designed to meet the needs of multiple levels of promise and vulnerability.

The DVP network will include area-specific teams of direct service frontline staff who respond to incidents of violence in real-time, provide trauma-informed support services to survivors of violence and their families or loved ones, and engage those most active in violent activities through mentorship and coaching. These DVP area teams will also host events and activities that promote family engagement, nurture and celebrate community resilience, transform norms around violence and restore hope in healing. Assigned throughout the identified priority areas, DVP area teams will be resourced according to the levels of need and vulnerability in that area. For example, East Oakland will require a larger investment to support more teams than Central or West Oakland due to its heavier concentration of people, shooting incidents and IPV cases. DVP area team members will reflect the racial, cultural and gender diversity of the priority areas they are assigned and possess the credibility and awareness that only lived experience can provide in order to earn the trust and respect of the people they serve. Available around-the-clock and throughout the week, especially when violence occurs the most, DVP area teams will work closely with DVP staff when responding to shootings and homicides and gender-based violence, providing an alternative to law enforcement when arriving at crime scenes, hospital bedsides or homes. DVP area teams will also help program participants navigate public systems and connect them to specialized resources and opportunities made available through the DVP network of shared services.

The DVP network will also include community-based organizations that provide a variety of specialized services that are shared across the priority areas. DVP area teams will be able to refer their program participants to these DVP shared services to receive support in areas of employment training/placement, transitional housing, temporary emergency relocation, mental health/grief counseling and legal advocacy. In particular, gender-responsive services that specialize in serving survivors of commercial sexual exploitation or survivors of intimate partner violence will be available. These DVP shared services will prioritize referrals from the DVP area teams. Like DVP area team members, DVP shared services staff will possess cultural competencies and receive skills-based training to effectively establish trust and build rapport with DVP program participants.

**Table 6 - Recommended DVP Network Allocations**

	<b>EAST OAKLAND</b> <b>53% (~\$2.6 million)</b> 2 teams	<b>CENTRAL EAST OAKLAND</b> <b>20% (~\$1 million)</b> 1 team	<b>WEST OAKLAND</b> <b>27% (~\$1.3 million)</b> 1 team
<b>DVP AREA TEAMS</b>  <b>69% of total DVP investment (~\$4.9 million)</b>	Each team includes: <ul style="list-style-type: none"> <li>• Community Violence Responders: real-time response to shootings and homicides; violence interruption and conflict mediation</li> <li>• Community Ambassadors: street outreach; service linkage; event promotion</li> <li>• Family Support Liaisons: supportive services and advocacy for families and loved ones of victims of homicide and violence</li> <li>• Life Coaching: intensive case management, systems advocacy and resource linkage for those at center of violence including loved ones returning home from incarceration</li> <li>• Gender-based Violence Liaisons: supportive services and advocacy for survivors of commercial sexual exploitation and intimate partner violence</li> <li>• Program Managers: supervision and oversight of team; coordination and alignment with other DVP Area Teams and with DVP staff</li> </ul>		
<b>DVP SHARED SERVICES</b>  <b>31% of total DVP investment (~\$2.2 million)</b>	<b>Specialized supportive services that prioritize referrals from DVP Area Teams</b>		
	<b>Violent Incident Response and Family Supports</b> <b>30% (~\$650,000)</b>	<b>Gender-based Violence Specific Services</b> <b>39% (~\$850,000)</b>	<b>Employment and Housing</b> <b>25% (~\$550,000)</b>
	<ul style="list-style-type: none"> <li>• Hospital-based Intervention</li> <li>• Grief Counseling and Mental Health Support</li> <li>• Temporary Emergency Relocation</li> </ul>	<ul style="list-style-type: none"> <li>• Outreach &amp; Crisis Response</li> <li>• Emergency Housing</li> <li>• Wraparound Supports</li> </ul>	<ul style="list-style-type: none"> <li>• Employment Training and Placement</li> <li>• Transitional and Permanent Housing</li> </ul>
	<b>Strengthen DVP Network Providers 7% (~\$150,000)</b>		
	<ul style="list-style-type: none"> <li>• Training and capacity building opportunities designed to strengthen DVP Network providers</li> </ul>		

\*all allocations are estimates and will be finalized based on actual revenue funds available

Below are detailed descriptions of the proposed interventions and services to be provided by DVP area teams and DVP shared services.

### DVP AREA TEAMS

**Estimated Investment: ~\$4.9 million (~69% of total investment)**

**Estimated for East Oakland: ~\$2.6 million (~53%)**

**Estimated for Central East Oakland: ~\$1 million (~20%)**

**Estimated for West Oakland: ~\$1.3 million (~27%)**

**Estimated Number of Grants: 4**

To provide intervention and community level services in Oakland, the DVP seeks to invest Safety and Services Act resources to support DVP Area Teams that deliver the following services to the people living in the DVP priority areas, through contracts with community-based organization partners. DVP recommends proportionate investment in each DVP priority area region as indicated above.

**Community Violence Responders** play a key role in interrupting street-level conflicts, with a focus on disrupting retaliation and group- or gang-related gun violence. Community violence responders are on-call around the clock, seven days a week, and deployed in real-time immediately after a shooting with serious injury has taken place. Community violence responders go to crime scenes, hospitals, neighborhoods and homes as the first step in assessing dynamics of retaliation and potential for mediation. Community violence responders rely on their community credibility and intimate knowledge of Oakland street dynamics to intervene in and de-escalate volatile situations. Regular communication with DVP staff ensures coordination of violence response efforts across all DVP area teams throughout the priority neighborhoods.

**Community Ambassadors** serve as credible messengers and street outreach workers whose primary focus is to nurture and maintain relationships with community members, residents and influential figures in their priority area. They are essential in developing relationships that can be leveraged by community violence responders in order to mitigate inter-group violence and retaliation. They also lead outreach and promotion of their area team events and activities, connect people to DVP network services and serve as informal mentors to youth and peers. Community ambassadors are often young adults with organic and firm ties to the neighborhoods they serve who have demonstrated leadership and credibility through previous DVP-sponsored programs or activities. Core members of their DVP area teams, community ambassadors will contribute to community-level efforts related to violence interruption, health disparities, intimate partner violence, family strengthening and victims' advocacy.

**Family Support Liaisons** support family members and loved ones who have lost someone to intense violence through immediate direct service support and longer-term advocacy. At the immediate service delivery level, the family support liaison engages families in real-time at homicide scenes, hospitals and homes to support emotional and concrete needs immediately after a traumatic event such as a homicide or life-threatening injury. This includes mobilization of resources for burials and funerals, referrals to DVP-funded grief counselling services, accessing Victims' Assistance Services, and liaising with Oakland Police Department investigators for updates on case. Family support liaisons will be trained in ancestrally informed approaches designed to access family customs, traditions and celebrations of struggles that



have been passed down through multiple generations. Family support liaisons may lead support groups or mothers' circles or assist those family members motivated by their loss to share their story or advocate for change. At the broader policy level, family support liaisons will participate in advocacy aimed at improving eligibility and access to victims' assistance resources and other policy reform.

**Life Coaches** engage participants who are at high-risk for becoming a victim of or causing violence, by meeting them where they are at during times of crisis. Life coaching is a client-centered relationship which aims to move away from transactional exchanges and towards transformative mentorship. This includes frequent interaction, structured dialogue (i.e. motivational interviewing), critical self-reflection, client-led life mapping and intentional family engagement. Life Coaches will be trained in ancestrally informed approaches designed to access family customs, traditions and celebrations of struggles that have been passed down through multiple generations. Life coaches help participants connect to resources such as housing, clinical counseling, employment, education, and medical services. Life Coaches also serve as systems advocates (i.e. court, probation/parole, schools, social services) and support participants transition back into the community after incarceration. Life coaches are peer professionals with similar life experiences from similar communities and serve as models of personal struggle, growth and transformation. Life Coach participant referrals will continue to come from sources including DVP Network partners, Oakland Ceasefire, AC Probation, Highland Hospital and others.

**Gender-based Violence Liaison (GBVL):** This role includes three levels of interrelated services on behalf of victims of gender-based violence, including:

a) direct immediate services to individuals and families to assist in recovering from the physical, psychological, and spiritually negative impact of physical or sexual abuse. These services include legal advocacy, emergency housing for immediate safety, and therapeutic services offered in individual, group and family settings. These services will be available during days of the week and times of the day in which community members are most likely to be victimized. The GBVL will engage individuals and families who are victims of intimate partner violence and/ or people experiencing or are vulnerable to commercial sexual exploitation. Residents in the target areas access services inside and outside the target areas, as given the scarcity of services. Safety concerns, and the strict need for confidentiality in serving this population.

b) indirect, longer term participation in advocacy and policy work on behalf of gender-based violence victims. These activities include the empowerment of survivors in advocating for policies that lead to the development of more adequate data gathering by police, academics, and researchers of GBV incidents.

c) community level education designed to raise awareness of the prevalence of the problem, but equally as important the access to the available resources. Survivors will be empowered to enhance their recovery by using their experience to educate, promote and build awareness, while avoiding being defined by that experience.

**Program Manager** oversees day-to-day operations and supports the area team while working closely with DVP staff around coordination, communication, program model fidelity and service referrals.

## **DVP SHARED SERVICES**

**Estimated Total Investment: ~\$2.2 million (~31%)**  
**Estimated Number of Grants: 10-12**

In addition to city-wide coordination by City staff, shared services will be available as dedicated referral partners for the DVP area teams working directly with the residents in each DVP priority area.

### **Violent Incident Response and Family Supports (Approx. \$650,000)**

**Hospital-based intervention** starts with community-based responders who meet people where they are – be it at the hospital or in their homes – and walk with them as they navigate crisis. Families and individuals will be connected to immediate resources including case management, post-release medical treatment and mental health support. Primary response is to referrals from Highland Hospital.

**Grief and loss counseling** provided to homicide victims' families which will include trauma-informed healing circles, immediate individual and/or family grief counseling and longer-term therapeutic and healing supports.

**Temporary, emergency relocation** is available to identified community members in immediate danger of harm. Relocation activities include assessment of lethality and likelihood of mortal harm, assistance locating family or other supports out of the area, including out of state, that may provide a place to relocate. Funds are used for to meet immediate relocation needs regarding transportation, temporary hotel stays, and to support family providing shelter in the new location.

### **Gender-Based Violence Specific Services (Approx. \$850,000)**

These services require specific training and expertise to serve women, LGBTQIA+ and others who experience gendered violence.

**Outreach and crisis response** that connects people to support as they transition out of immediate danger including crisis response hotlines and drop-in centers.

**Emergency housing** that provides a temporary safe place for individuals that are commercially sexually exploited or experiencing intimate violence to stabilize.

**Wraparound supports** such as legal advocacy, family support, therapeutic services, and other resources.

### **Employment and Housing (Approx. \$550,000)**

**Employment training and placement** programming for adults that meets participants' immediate needs and enhances their long-term job prospects through the development of skills and education. Programs emphasize paid work experience, opportunities for certifications or educational advancement, as well as successful job placement and retention supports.

**Transitional and permanent housing** is accessible, on a limited basis, to participants in the life coaching and gender-based services who are unsheltered or vulnerably housed. By funding a housing case manager, DVP can access rental assistance through a partnership with the in

Human Services Department's Community Housing Division. In addition, using Coronavirus Aid, Relief, and Economic Security (CARES) Act funding, DVP will seek to house people who are released early from incarceration and coming home to Oakland in need of temporary housing support due to homelessness or housing instability.

**Strengthening the DVP Network (Approx. \$150,000)**

**Training opportunities and learning communities** for the network of peer providers, who are rooted in Oakland and many have experienced violence themselves, to be ready to support and serve residents of the DVP priority areas. Training may include family systems, life coaching certification, conflict mediation, cultivating male allyship, and gender responsive approaches.

**EXPECTED OUTCOMES**

Expected outcomes for **DVP priority area participants** include:

- Shootings and homicides decrease
- Participants successfully satisfy probation/parole mandates
- Participants and families feel supported during crisis
- Participants and families transition out of immediate danger
- Participants and families avoid violent injury/re-injury
- Participants and families begin to heal from trauma related to homicide and cold cases
- Participants reduce risk behaviors related to violence (e.g. carrying a weapon)
- Participants strengthen their socio-emotional skills (e.g. resilience)
- Participants reduce or cease contact with the justice system
- Participants are employed and prepared to pursue longer-term goals
- Community leaders are supported in their efforts to heal their own communities
- Community members feel involved in reducing violence and are connected in positive ways
- Providers have strong skills that enhance their work and support their growth
- Families improve their ability to provide more protection and mutual accountability for its members.
- Families improve their ability to communicate more effectively with each other
- Families improve their level of cohesion
- Families increase their levels of adaptability
- Families increase their access to multigenerational emotional support
- Youth have improved educational outcomes
- Youth have caring relationships with positive adults and peers
- IPV victims access resources to increase longer-term safety (e.g. protection orders)
- Decrease in IPV victims
- Increase in awareness and education of IPV issues
- Victims of commercial sexual exploitation transition out of immediate danger
- CSE survivors access resources to increase long-term safety
- CSE survivors receive therapeutic support that helps them begin to heal from trauma
- Increase in awareness and education of CSE issues

## PLANNING AND RFQ TIMELINE

**Planning Process:** The recommendations for the spending plan were informed by the Chief of Violence Prevention prior work domestically and internationally, as well as the 2018 Oakland Unite community listening campaign and the 2018-2019 Urban Strategies participatory research and planning process. DVP conducted internal review of service and evaluation data; meetings with community and public partners; conversations with local, national, and international leaders in the field.

**Proposed Request for Qualifications (RFQ) Process:** Staff recommends releasing funds through a competitive RFQ process. For the submission process, DVP will solicit proposals from nonprofit community-based agencies. As in the past, applicants will be required to demonstrate the ability to leverage an additional 20 percent in matching funds. DVP will provide technical assistance to applicants, including at least one bidders' conference following RFQ release.

For the review process, DVP will convene review panels that consist of community members, subject-matter experts and public sector partners involved in the strategy. Past performance will be shared with the review panel for any applicants that are former grantees. DVP will present final grant recommendations to the SSOC and City Council for approval. A tentative timeline of key dates includes:

- RFQ release – January 8, 2021
- Proposals due – February 19, 2021
- Grant recommendations – April 26, 2021 (SSOC); May 25 (Committee); June 1 (City Council)
- Contract start date – July 1, 2021

## FISCAL IMPACT

**Total Projected Expenses:** Approval of this spending plan will allow DVP to invest approximately \$7.1 million to be issued through an RFQ process to identify community-based partners to provide DVP services. Of this \$7.1 million, \$6.6 million will be generated by annual revenue from Safety and Services Act and \$500,000 annually will be supplemented by available carryforward funds to cover two years of community-based services.

Additionally, approximately \$1.3 million of Safety and Services Act annual revenue supports on-going baseline staffing within the City that coordinate and provide direct services to the community, as approved in the FY 2019-2021 City budget. Approximately \$1.6 million goes towards on-going baseline staffing within the City to cover program management activities, including planning, research, data analysis, and contract management.

The total projected cost of all these direct service efforts in FY 2021-2022 is \$10 million and estimated to be similar for FY 2022-23.

**Funding Sources:** The recommended allocations will be supported primarily by restricted funds collected for violence prevention programs as authorized by the Safety and Services Act. The Safety and Services Act is estimated to provide a total of \$26 million in FY 2020-21. As prescribed in the voter-approved measure, funding is allocated as follows in **Table 7**:

**Table 7 – Safety and Service Act Funds**

<b>Category</b>	<b>Percent Allocation</b>	<b>FY 2020-21 Amount</b>
Audit and Evaluation	3% of total funds	\$0.5 million
Oakland Fire Department	\$2 million of remainder	\$2 million
Oakland Police Department	60% of remainder	\$14 million
Department of Violence Prevention	40% of remainder	\$9.5 million

This funding is projected to continue in (FY) 2021-22 and (FY) 2022-23. Of the total projected annual costs of \$10 million as stated above, \$9.5 million will come from the projected annual allocation of \$9.5 million and supplemented with an additional \$500,000 annually in carryforward funds (\$1 million over two years).

All funding is held within the Measure Z – Violence Prevention and Public Safety Act of 2014 Fund (2252). In addition, carryforward from the Measure Z – Violence Prevention and Public Safety Act of 2014 Fund (2252), Violence Prevention Administration (70211), Measure Z Violence Prevention Service Reserve Project (1004313) may be used to enhance funding for the grant period. Revised revenue projections are not yet available for Fiscal Years 2021-2022 and beyond, and if revenue projections change, either positively or negatively, staff will reflect adjustments during the grant award process and return to Council for approval of grant amounts based upon the available funds in the FY 21-23 proposed budget.

**Leveraged Funds:** DVP works with multiple partners to leverage funds and resources, including the City’s Oakland Fund for Children and Youth, Head Start, Community Housing Services, and the Workforce Development Board, along with Alameda County Probation, Alameda County District Attorney, and Oakland Unified School District. Over \$4 million in funds annually from the California Board of State and Community Corrections (CBSCC), California Department of Corrections and Rehabilitation (CDCR), and the Office of Juvenile Justice and Delinquency Prevention have been secured to supplement Safety and Services Act funds. Additional available funding from related grants, in particular the recent California Violence Intervention and Prevention (CALVIP) award from CBSCC, and other revenue sources may be included in the RFQ alongside Measure Z funding to facilitate a more efficient allocation and award process.

### **PUBLIC OUTREACH/INTEREST**

As mentioned above, to inform the previous spending plan and the launch of the DVP, an intensive public input and planning process took place in 2018 by Oakland Unite/Human Services Department. A central part of this process was a series of community listening sessions hosted in partnership with Be The Change Consulting, a local women-of-color led business. Listening sessions were held with over 100 people, including: young adults at highest risk for gun violence, families of homicide victims, young people impacted by commercial sexual exploitation, community advocacy groups and faith leaders, and funded service providers. Additional listening sessions were held with established family violence survivor support groups.

Staff also participated on the Steering Committee for the Urban Strategies Council-led participatory research and planning process to further inform the launch of the DVP. This process involved over 20 community-based Research Fellows who conducted interviews and surveys of over 500 Oakland residents impacted by violence; a landscape analysis of regional and national violence prevention practices, programs and offices; and culminated in a Safe Oakland Summit in Summer 2019 that attracted more than 200 attendees. All these efforts provided insights and recommendations that informed DVP priorities.

DVP Chief Cespedes spent the first year of his tenure meeting with local residents, stakeholders, community leaders, advocacy groups and service providers soliciting their input and feedback on how to effectively reduce violence and trauma in Oakland. Chief Cespedes also met with numerous national and international violence prevention experts and leaders to discuss emerging data, promising practices and proven strategies.

Staff presented this spending plan to the SSOC on October 26, 2020, during the Committee's publicly noticed meeting held via Zoom.

## **COORDINATION**

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

The DVP participates in collaborative efforts including the Alameda County Reentry Network, Oakland Ceasefire, the California Cities Violence Prevention Network, the Alameda County Human Trafficking Advisory Council and AC United, and National League of Cities' campaigns to reduce violence. Recommendations in this report were developed in coordination with stakeholders from these and other efforts.

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

***Evaluation Efforts:*** The Safety and Services Act requires evaluation of funded efforts to be conducted by a third-party independent evaluator. SSOC and City Administrator's Office oversaw the process for selecting the evaluator, Mathematica Policy Research, who began activities in January 2017 and will continue through 2020 (Resolution No. 86487 C.M.S).

The evaluation of violence intervention services includes: annual descriptive reports on program activities; annual evaluations of the impact of selected strategies on participant outcomes; and a four-year comprehensive evaluation of the impact of participation in programs. Results from current and future evaluation will inform program implementation.

***Evaluation Findings:*** Initial evaluation findings on new strategies launched in 2016 include:

- People are better off. 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.
- Participants are at high-risk of violence. Participants have experienced violence, contact with local law enforcement, and are often disconnected from education.



- Agencies have shared values and shared practices. Grantees value hiring peer providers with similar lived experience and agree that training, support, and coordination around use of best practices is necessary for program success.

A 2018 report linked recent gun violence reductions in Oakland (prior to 2020 and the recent impacts of the pandemic on rising violence) in part to the Ceasefire strategy, which emphasizes a shared focus on young men at the center of gun violence. DVP's role in the strategy is to advocate for and serve these young men through life coaching and supportive services that help them stay alive and free.

In an evaluation on Youth Life Coaching presented to LEC in February 2020, it was found:

- Youth life coaching contributed to increased school participation. Youth who received life coaching or employment and education support services had higher rates of school enrollment relative to a comparison group of similar individuals.
- Youth life coaching helped decrease arrests. Youth who received life coaching had fewer short-term arrests for violence within a twelve-month period in comparison to youth who did not receive life coaching.

Also presented to LEC in February 2020, an evaluation on Commercial Sexual Exploitation support services found:

- Agencies serve the intended population. CSE youth participants are girls and young women of color with a history of victimization, contact with law enforcement, and school disengagement.
- Participant engagement with CSEC agencies reflects a continuum of care for youth as they access services as needed. Although the services offered by funded-agencies focus on short-term crisis response, many youth return for support over time with almost half of participants receiving support over multiple service periods.

A recent Shooting and Homicide Response evaluation presented to SSOC in October 2020 showed:

- Individuals avoid additional harm after program participation. After a shooting incident was referred to violence interrupters, victims largely avoided retaliation and re-injury in the following two-year period. Moreover, two years after engaging in hospital-based intervention or temporary, emergency relocation programs were less likely to experience violent re-injury after beginning these services.
- Shooting and Homicide Response staff established trusting relationships with communities. Agency staff established unique relationships with communities that allow them to quickly identify and support families affected by homicide. Moreover, participants were less likely to experience violent re-injury after engaging in the hospital-based intervention or temporary emergency relocation programs.
- Most participants reported an East Oakland residence. Across the shooting and homicide response strategies, East Oakland was the region with the largest number of participants.

### **SUSTAINABLE OPPORTUNITIES**

**Economic:** Programs for Oakland residents affected by violence will improve their economic stability through recidivism reduction, educational achievement, and employment for youth and young adults. Breaking the cycle of violence reduces medical, police, and incarceration costs.

**Environmental:** Expanding social services and improving opportunities for those most impacted by violence helps make marginalized communities safer, healthier, and stronger. Safer neighborhood conditions contribute to the growth and revitalization of Oakland communities.

**Race and Equity:** DVP programs focus on serving low-income communities of color most impacted by violence, a vast majority being African American and Latino, and seeks to achieve greater social equity by improving public health outcomes, improving school performance, expanding employment opportunities and providing comprehensive support and social services.

### **ACTION REQUESTED OF THE COUNCIL**

Staff Recommends That The City Council Adopt A Resolution 1) Approving Violence Prevention Program Strategies And 2) Funding Priorities For Programs Funded By The 2014 Oakland Public Safety and Services Violence Prevention Act (Safety And Services Act) For The Funding Cycle From July 2021 Through The End of Safety And Services Act Funding Period (December 2024).

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

Respectfully submitted,



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GUILLERMO CESPEDES  
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