

OFFICE OF THE GIT I CHERK OAKLAND

2018 MAR - 1 PM 4: 42

AGENDA REPORT

TO:

Sabrina B. Landreth

City Administrator

FROM: Anne Kirkpatrick

Chief of Police

SUBJECT:

Ceasefire and Community

Engagement Strategy Support Grant

DATE: February 15, 2018

City Administrator Approval

Date:

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator, Or Designee, To:

- 1) Accept And Appropriate Grant Funds To The Oakland Police Department (OPD) In An Amount Not To Exceed Seven Hundred And Fifty Thousand Dollars (\$750,000) To Be Administered By The International Association Of The Chiefs Of Police. Which Serves As The Grant Administrator On Behalf Of The U.S. Department Of Justice, Office Of Justice Programs, Office For Victims Of Crime For The Vision 21: Law Enforcement And The Communities They Serve: Supporting Collective Healing In The Wake Of Harm Demonstration Initiative To Fund Personnel Time, Training, Supplies, And Three Project Partners, During The 22-Month Grant Period Of December 1, 2017 - September 30, 2019;
- 2) Authorize The City Administrator To Appropriate Three Hundred Fifty-Three Thousand Three Hundred Forty Three Dollars (\$353,343) Of The Grant Funds To Fund One Full-Time Grant Funded Limited Duration Project Manager I Position To Implement The Collective Healing Project For The Duration Of This Grant Or, If The Grant Is Extended, For No Longer Than **Three Years:**
- 3) Authorize A Contribution Of Twenty Eight Thousand Two Hundred Ninety Two Dollars (\$28,292) From The General Purpose Fund To Cover The Associated Central Services Overhead Costs Of 14.32 Percent Which The **Grant Does Not Cover; And**
- 4) Waive The City's Competitive Advertising And Bidding Requirements To Allow OPD To Enter Into Contracts Using Grant Funds With:
 - A. Bay Area Women Against Rape In An Amount Not To Exceed Fifty-

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Seven Thousand Dollars (\$57,000) For The Grant Period Of December 1, 2017 To September 30, 2019, With One Extension At The Same Amount, For A Total Not To Exceed One Hundred Fourteen Thousand Dollars (\$114,000);

- B. Community Youth Outreach In An Amount Not To Exceed Seventy-Five Thousand Dollars (\$75,000), For The Grant Period Of December 1, 2017 To September 30, 2019, With One Extension At The Same Amount, For A Total Not To Exceed One Hundred Fifty Thousand Dollars (\$150,000); And
- C. The Urban Institute In An Amount Not To Exceed Seventy Thousand Dollars (\$70,000), For The Grant Period Of December 1, 2017 To September 30, 2019, With One Extension At The Same Amount, For A Total Not To Exceed One Hundred Forty Thousand Dollars (\$140,000).

EXECUTIVE SUMMARY

OPD was awarded a grant of \$750,000 from the U.S. Department of Justice, Office of Justice Programs, Office for Victims of Crime (DOJ/OVC) with a start date of January 1, 2018 and end date of September 30, 2019. The pilot grant program is titled, "Vision 21: Law Enforcement and the Communities They Serve: Supporting Collective Healing in the Wake of Harm (Collective Healing) Initiative." The grant is administered by IACP to fund personnel time, training, supplies, and contracts to three project partners: Bay Area Women Against Rape (BAWAR), Community Youth Outreach (CYO), and the Urban Institute). OPD plans to use this opportunity to implement the Collective Healing Initiative in Oakland and to support OPD's Ceasefire strategy. The 22-month grant will be used to: 1) cover the personnel costs, training, evaluation costs, and to hire a full time equivalent. Collective Healing Initiative Project Manager (1 FTE), requiring an increase in OPD's authorized staffing by one Project Manager I for the duration of this grant; 2) send key staff and partner agencies to trainings and meetings required by IACP; 3) participate in a required needs assessment; 4) host site visits and receive technical assistance from experts as needed; 5) develop a written strategic and sustainable project implementation plan focused on enhancing agency capacity to effectively respond to incidents of violence and trauma; 6) enhance collaborative community partnerships; 7) review, adapt, and adopt best practices and policies that support a victimcentered and trauma-informed response and culture; and 8) participate in a National Institute of Justice (NIJ) evaluation of the Collective Trauma Initiative.

OPD plans to use this grant in part to subcontract with community partners to provide trauma-informed personnel trainings and to conduct community forums (partnering with community organizations is a grant requirement). OPD is requesting that the City Council waive the City's Competitive Advertising and Bidding Requirements so that OPD can continue partnering with BAWAR, CYO and The Urban Institute who are each uniquely qualified to support the grant requirements.

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BACKGROUND / LEGISLATIVE HISTORY

IACP has launched a new initiative to address the needs of those directly impacted by violence. IACP is partnering with the National Association for the Advancement of Colored People (NAACP), the Childhood Violent Trauma Center at the Yale School of Medicine — in addition DOJ/OVC. The new initiative recognizes that communities that have experienced officer-involved shootings or violence against the police, may experience community-police tensions or harm as a result. Therefore, the initiative is designed to help communities develop a preventative and a reparative focus to police-community violence. As the program website explains, the initiative backers hope that this pilot will help to "reduce tensions, maximize communication, ensure that victims receive a just and meaningful victim centered response, address officer health and well-being, and promote problem-solving between law enforcement and the communities they serve."

The "Supporting Collective Healing in the Wake of Harm" program is designed to:

- Assist law enforcement in developing, implementing, and assessing comprehensive evidence-based and trauma-informed response strategies, protocols, and interventions that promote community engagement and healing related to law-enforcement involved shootings and other high-profile incidents of violence; and
- Develop and disseminate comprehensive, expert technical assistance resources for law enforcement on trauma-informed culture and practice

OPD's Ceasefire strategy has three goals: 1) reduce gang/group related shootings and homicides; 2) reduce the recidivism rate amongst participants; and 3) building community police relationships. This IACP grant focuses on the third goal (community relationships) and builds upon research conducted by the Urban Institute (Washington, D.C.) and Urban Peace Institute (Los Angeles), both of which have already conducted research on community-police relationship building on behalf of OPD.

The impact of a high-profile incident involving law enforcement and the community, which often creates or furthers significant barriers to community trust, can have immediate and long-term implications for agencies, officers, and the community alike. Police have the capacity to serve a critical function in helping to initiate recovery. However, pre-existing negative perceptions between police and community members can create barriers to healing. Additionally, the same stresses and traumatic events which affect the community often negatively affect police officers as well; police officers are themselves a part of the community in their role as public servants.

Communities that have built trust and transparency, and agencies that have trained officers to provide a trauma-informed response are better able to constructively respond to the trauma of a high-profile violent incident. Otherwise, when any segment of a community lacks confidence or trust in their local police, high-profile incidents serve only to inflame these feelings and further

¹ http://www.theiacp.org/collectivehealing

erode trust². If managed properly, the post-event response can contribute to community-wide trust and confidence in the police and play a significant role in the healing process for victims. Furthermore, attention to officer trauma and resilience can promote greater officer wellbeing and improved quality of service.

ANALYSIS AND POLICY ALTERNATIVES

This grant will allow the OPD and its community partners to build upon and implement the research conducted by the Urban Institute (Washington, D.C.) and the Urban Peace Institute (Los Angeles, CA). These research firms were contracted by the city to develop a literature and practice review on best practices in implementing procedural justice at shooting and homicide scenes. As part of their work, these firms also partnered with local nonprofits to interview shooting victims and families of homicide victims to understand and obtain their recommendations for improving community trust. Lastly, they also conducted a learning assessment of advanced procedural justice training for specialized units. The combination of this work included the recommendation to implement the principles of procedural justice at shooting and homicide scenes, provide trauma-informed care training to sworn OPD staff that engage with the public, and provide more trust building opportunities for officers and members of impacted communities.

Informed by the work of the Urban Institute and the Urban Peace Institute, OPD will use this grant for the following purposes:

- Provide trauma-informed training for members of the OPD;
- Provide shooting and homicide scene specific training for responders at shooting and homicide scenes;
- Implement the principles of procedural justice at shooting and homicide scenes;
- Contract with BAWAR to ride with officers responding to calls involving sexual assault
 and address the immediate needs of victims in the amount of \$57,000 (see
 "subcontracts to project partners" in Fiscal Impact Section below); this resolution asks
 for authority to contract with BAWAR for up to \$114,000 in case the grant is extended;
- Contract with CYO to provide cognitive behavioral therapy groups for Ceasefire clients in the amount of \$75,000 (see "subcontracts to project partners" in Fiscal Impact Section below); this resolution asks for authority to contract with CYO for up to \$150,000 in case the grant is extended;
- Conduct "Barbershop" like community forums with Ceasefire clients, their families, and other high-risk individuals and police officers in effort to build community trust; and
- Evaluate the program implementation by a competent and respected academic partner.
 OPD is currently working to contract with the Urban Institute in the amount of \$70,000 (see "subcontracts to project partners" in Fiscal Impact Section below); this resolution asks for authority to contract with the Urban Institute for up to \$140,000 in case the grant is extended.

² http://www.theiacp.org/Portals/0/documents/pdfs/CommunityPoliceRelationsSummitReport_web.pdf

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The Supporting Collective Healing in the Wake of Harm IACP grant requires that OPD formally collaborate with community partners for the duration of the project. OPD selected project partners based firstly for their unique expertise in trauma-informed and victim-centered service provision with sexual assault and homicide victims. These partners were also selected for their existing knowledge and experience with OPD's Ceasefire program and OPD Special Victims Section operations.

BAWAR was the first rape crisis center in the country founded in 1971. BAWAR also offers counseling, advocacy, support, education and information on sexual assault and sexual abuse; In this role, BAWAR has partnered with OPD to provide services through numerous grants and contracts to support the victims contacted during OPD anti-sex trafficking operations.

CYO already supports Oakland's Ceasefire Strategy through their direct violence interruption work. Oakland contracts with CYO as part of the City's Oakland Unite Strategy (funded by the 2014 Public Safety and Services Violence Prevention Act, or Measure Z). CYO provides intensive case management to young adults determined to be at high risk of being involved in gun violence.

The Urban Institute, as noted on pages 2 and 3 above have conducted research on community-police relationship building on behalf of OPD.

Oakland Municipal Code (OMC) sections 2.04.050 and 2.04.051 authorize the City Council to waive advertising and competitive processes required for contract awards upon a finding by the Council that it is in the City's best interests to do so. OPD is therefore requesting that the City Council find that it is in the City's best interest to waive the City's advertising and competitive processes, to approve contracts with BAWAR, CYO, and the Urban Institute because of their unique experience and qualifications.

Further, should the grantor decide to extend the grant end date beyond the 22-month project timeframe, OPD is requesting permission to offer no-cost extensions to OPD's subcontracted project partners to reflect any revised grant end date without returning to Council for approval.

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FISCAL IMPACT

IACP will reimburse OPD up to \$750,000 for the various activities conducted during the Collective Healing grant period of December 1, 2017 to September 30, 2019 (22 months). The budget for the grant award is outlined in the table below.

. Use of Funds	Amount
One (1) FTE Collective Healing Project Manager	\$205,791
Fringe Benefits	\$147,552
Travel/Training/Required Meetings Expenses	\$55,320
Supplies, Printing, Barbershop Forum Expenses	\$76,700
Subcontracts to Project Partners	\$202,000
Indirect Costs	\$62,637
TOTAL	\$750,000

Funds will be allocated in the Department of Justice Fund (2112), Ceasefire Organization (108630), Criminal Investigations Program (PS03), in the Project to be determined. The Department is requesting the General Purpose Fund contribute \$15,431 to cover the CSO costs associated with the Project Manager I position.

PUBLIC OUTREACH / INTEREST

No public outreach was required in the development of this report and resolution.

COORDINATION

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

SUSTAINABLE OPPORTUNITIES

Economic: There continues to be a nexus between economic development and public safety. As crime rates drop and police-community trust goes up, businesses will increasingly invest in the City which could potentially benefit all residents.

Environmental: There are no environmental opportunities identified in this report.

Social Equity: This grant will provide seed funding for initiatives that will help OPD develop and infuse more trauma-informed and victim-centered response strategies in their policing which benefits all Oakland residents and visitors, particularly those at-risk for or impacted by violence. This grant will help OPD accomplish this goal.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council Adopt A Resolution Authorizing the City Administrator, or Designee, to:

- 5) Accept And Appropriate Grant Funds To The Oakland Police Department (OPD) In An Amount Not To Exceed Seven Hundred And Fifty Thousand Dollars (\$750,000) To Be Administered By The International Association Of The Chiefs Of Police, Which Serves As The Grant Administrator On Behalf Of The U.S. Department Of Justice, Office Of Justice Programs, Office For Victims Of Crime For The Vision 21: Law Enforcement And The Communities They Serve: Supporting Collective Healing In The Wake Of Harm Demonstration Initiative To Fund Personnel Time, Training, Supplies, And Three Project Partners, During The 22-Month Grant Period Of December 1, 2017 September 30, 2019;
- 6) Authorize The City Administrator To Appropriate Three Hundred Fifty-Three Thousand Three Hundred Forty Three Dollars (\$353,343) Of The Grant Funds To Fund One Full-Time Grant Funded Limited Duration Project Manager I Position To Implement The Collective Healing Project For The Duration Of This Grant Or, If The Grant Is Extended, For No Longer Than Three Years;
- 7) Authorize A Contribution Of Twenty Eight Thousand Two Hundred Ninety Two Dollars (\$28,292) From The General Purpose Fund To Cover The Associated Central Services Overhead Costs Of 14.32 Percent Which The Grant Does Not Cover; And
- 8) Waive The City's Competitive Advertising And Bidding Requirements To Allow OPD To Enter Into Contracts Using Grant Funds With:
 - A. Bay Area Women Against Rape In An Amount Not To Exceed Fifty-Seven Thousand Dollars (\$57,000) For The Grant Period Of December 1, 2017 To September 30, 2019, With One Extension At The Same Amount, For A Total Not To Exceed One Hundred Fourteen Thousand Dollars (\$114,000);
 - B. Community Youth Outreach In An Amount Not To Exceed Seventy-Five Thousand Dollars (\$75,000), For The Grant Period Of December 1, 2017 To September 30, 2019, With One Extension At The Same Amount, For A Total Not To Exceed One Hundred Fifty Thousand Dollars (\$150,000); And
 - C. The Urban Institute In An Amount Not To Exceed Seventy Thousand Dollars (\$70,000), For The Grant Period Of December 1, 2017 To September 30, 2019, With One Extension At The Same Amount, For A Total Not To Exceed One Hundred Forty Thousand Dollars (\$140,000).

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For questions concerning this report, please contact Reygan E. (Harmon) Cunningham, Ceasefire Program Director, at (510) 777-8675.

Respectfully submitted,

Anne E. Kirkpatrick

Chief of Police

Oakland Police Department

Reviewed by:

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Prepared by:

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Reygan E. Cunningham, Ceasefire Program Director OPD, Ceasefire Section

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Approved as to Form and Legality

City Attorney's Office

OAKLAND CITY COUNCIL

RESOLUTION	NO.		C.M.S.
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RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR, OR DESIGNEE, TO:

- 1) ACCEPT AND APPROPRIATE GRANT FUNDS TO THE OAKLAND POLICE DEPARTMENT (OPD) IN AN AMOUNT NOT TO EXCEED SEVEN HUNDRED AND FIFTY THOUSAND DOLLARS (\$750,000) TO BE ADMINISTERED BY THE INTERNATIONAL ASSOCIATION OF THE CHIEFS OF POLICE, WHICH SERVES AS THE GRANT ADMINISTRATOR ON BEHALF OF THE U.S. DEPARTMENT OF JUSTICE, OFFICE OF JUSTICE PROGRAMS, OFFICE FOR VICTIMS OF CRIME FOR THE VISION 21: LAW ENFORCEMENT AND THE COMMUNITIES THEY SERVE: SUPPORTING COLLECTIVE HEALING IN THE WAKE OF HARM DEMONSTRATION INITIATIVE TO FUND PERSONNEL TIME, TRAINING, SUPPLIES, AND THREE PROJECT PARTNERS, DURING THE 22-MONTH GRANT PERIOD OF DECEMBER 1, 2017 SEPTEMBER 30, 2019;
- 2) AUTHORIZE THE CITY ADMINISTRATOR TO APPROPRIATE THREE HUNDRED FIFTY-THREE THOUSAND THREE HUNDRED FORTY THREE DOLLARS (\$353,343) OF THE GRANT FUNDS TO FUND ONE FULL-TIME GRANT FUNDED LIMITED DURATION PROJECT MANAGER I POSITION TO IMPLEMENT THE COLLECTIVE HEALING PROJECT FOR THE DURATION OF THIS GRANT OR, IF THE GRANT IS EXTENDED, FOR NO LONGER THAN THREE YEARS:
- 3) AUTHORIZE A CONTRIBUTION OF TWENTY EIGHT THOUSAND TWO HUNDRED NINETY TWO DOLLARS (\$28,292) FROM THE GENERAL PURPOSE FUND TO COVER THE ASSOCIATED CENTRAL SERVICES OVERHEAD COSTS OF 14.32 PERCENT WHICH THE GRANT DOES NOT COVER; AND
- 4) WAIVE THE CITY'S COMPETITIVE ADVERTISING AND BIDDING REQUIREMENTS TO ALLOW OPD TO ENTER INTO CONTRACTS USING GRANT FUNDS WITH:
 - A. BAY AREA WOMEN AGAINST RAPE IN AN AMOUNT NOT TO

EXCEED FIFTY-SEVEN THOUSAND DOLLARS (\$57,000) FOR THE GRANT PERIOD OF DECEMBER 1, 2017 TO SEPTEMBER 30, 2019, WITH ONE EXTENSION AT THE SAME AMOUNT, FOR A TOTAL NOT TO EXCEED ONE HUNDRED FOURTEEN THOUSAND DOLLARS (\$114,000);

- B. COMMUNITY YOUTH OUTREACH IN AN AMOUNT NOT TO EXCEED SEVENTY-FIVE THOUSAND DOLLARS (\$75,000), FOR THE GRANT PERIOD OF DECEMBER 1, 2017 TO SEPTEMBER 30, 2019, WITH ONE EXTENSION AT THE SAME AMOUNT, FOR A TOTAL NOT TO EXCEED ONE HUNDRED FIFTY THOUSAND DOLLARS (\$150,000); AND
- C. THE URBAN INSTITUTE IN AN AMOUNT NOT TO EXCEED SEVENTY THOUSAND DOLLARS (\$70,000), FOR THE GRANT PERIOD OF DECEMBER 1, 2017 TO SEPTEMBER 30, 2019, WITH ONE EXTENSION AT THE SAME AMOUNT, FOR A TOTAL NOT TO EXCEED ONE HUNDRED FORTY THOUSAND DOLLARS (\$140,000).

WHEREAS, the "Vision 21: Law Enforcement and the Communities They Serve: Supporting Collective Healing in the Wake of Harm Demonstration Initiative (Collective Healing, grant award from the International Association of the Chiefs of Police (IACP), which serves as the grant administrator on behalf of the U.S. Department of Justice, Office of Justice Programs, Office for Victims of Crime (DOJ/OVC), is designed to: 1) support the Ceasefire Strategy, 2) assist Oakland law enforcement in developing, implementing, and assessing comprehensive evidence-based and trauma-informed response strategies, protocols, and interventions that promote community engagement, and 3) improve OPD's internal capacity to understand and humanely confront the impact of vicarious trauma and community harm; and

WHEREAS, grant funds of seven hundred and fifty thousand dollars (\$750,000) have been awarded by DOJ/OVC through IACP for OPD's participation in Collective Healing pilot program over the 22-month grant period; and

WHEREAS, the Collective Healing grant award period of performance is December 1, 2017 to September 30, 2019; and

WHEREAS, grant funds will be utilized to hire a Collective Healing Initiative Project Manager, fund training, technical assistance and program evaluation costs; and

WHEREAS, the 14.32% Central Service Overhead Costs in the amount of \$28,292 is not allowed by the grantor; and

- WHEREAS, this grant requires that OPD partner with two or more community organizations; and
- WHEREAS, through this grant initiative OPD seeks to partner with Bay Area Women Against Rape (BAWAR) for an amount not to exceed \$57,000; the Community Youth Outreach (CYO) for an amount of \$75,000; and the Urban Institute in the amount of \$70,000; and
- WHEREAS, this grant initiative is a pilot project that requires OPD to formally collaborate with community partners for the duration of the project, and should the grantor decide to extend the grant end date beyond the current 22-month project timeframe, OPD wishes to have the flexibility to offer contract extensions to these three organizations; and
- WHEREAS, OPD chose these partners based upon their proven expertise on trauma-informed and victim-centered service provision with sexual assault and homicide victims and their existing knowledge and experience with OPD's community/trust building efforts under the Ceasefire program and Special Victims Section operations; and
- **WHEREAS**, Oakland Municipal Code (OMC) sections 2.04.050 and 2.04.051 authorize the City Council to waive advertising and competitive processes required for contract awards upon a finding by the Council that it is in the City's best interests to do so; and
- WHEREAS, BAWAR partnered with OPD in the application of this IACP grant and is uniquely qualified to offer training related to sexual assault and the needs of sexual assault victims; and
- WHEREAS, CYO already supports Oakland's Ceasefire Strategy through their direct violence interruption work; and
- **WHEREAS**, this IACP grant initiative builds upon the research conducted by the Urban Institute; now, therefore be it
- **RESOLVED:** That the City Council does hereby authorize the City Administrator or designee to accept and appropriate a grant award in the amount not to exceed seven hundred and fifty thousand dollars (\$750,000) from IACP, which serves as the grant administrator on behalf of DOJ/OVC; and be it
- **FURTHER RESOLVED:** That the City Council authorizes the City Administrator to appropriate \$353,343 of the grant funds to fund one full time Grant Funded Limited Duration Project Manager to implement the Collective Healing project for the duration of this grant or, if the grant is extended, for no longer than three years; and be it
- **FURTHER RESOLVED:** That the City Council authorizes a contribution of \$28,292 from the general purpose fund to cover the associated central services overhead costs of 14.32 per cent which the grant does not cover; and be it

FURTHER RESOLVED: That the City Council waives the City's competitive advertising and bidding requirements to allow OPD using grant, funds to enter into contracts with:

- A) Bay Area Women Against Rape (BAWAR) in an amount not to exceed fifty-seven thousand dollars (\$57,000) for the grant period of December 1, 2017 to September 30, 2019, with one extension at the same amount, for a total not to exceed one hundred fourteen thousand dollars (\$114,000);
- B) Community Youth Outreach (CYO) in an amount not to exceed seventy-five thousand dollars (\$75,000), for the grant period of December 1, 2017 to September 30, 2019, with one extension at the same amount, for a total not to exceed one hundred fifty thousand dollars (\$150,000); and
- C) The Urban Institute in an amount not to exceed seventy thousand dollars (\$70,000), for the grant period of December 1, 2017 to September 30, 2019, with one extension at the same amount, for a total not to exceed one hundred forty thousand dollars (\$140,000); and be it

FURTHER RESOLVED: That the grant funds shall be maintained in the Department of Justice Fund: 2112, Ceasefire Division Org.: 108630; Program: PS03, in a Project to be determined; and be it

FURTHER RESOLVED: That the City Administrator or designee is authorized to complete all required negotiations, certifications, assurances, related actions, and documentation required to execute, modify, extend and/or amend all applications, agreements, and contracts that may be necessary for the completion of this grant, without returning to the City Council for approval; and be it

FURTHER RESOLVED: That in accordance with Article IV, Section 401(6) of the City Charter, the City Attorney's Office shall review and approve all contracts authorized by this resolution as to form and legality before execution, and a copy of each fully executed agreement shall be placed on file with the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA,
PASSED BY THE FOLLOWING VOTE:
AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLÉN, KALB, KAPLAN AND PRESIDENT REID
NOES -
ABSENT –
ABSTENTION -
ATTEST:
LATONDA SIMMONS City Clerk and Clerk of the Council of the City of Oakland, California