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OAKLAND

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# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Peter Kim  
Interim Chief of Violence  
Prevention

**SUBJECT:** Department of Violence Prevention  
Implementation

**DATE:** October 18, 2018

City Administrator Approval

Date:

10/18/18

## RECOMMENDATION

**Staff Recommends That The City Council Receive An Informational Report From The City Administrator On The Implementation Of Ordinance No. 13451 C.M.S. Which Established The Department Of Violence Prevention On Ending The Epidemic Of Violent Crime In Oakland And Healing Trauma In Impacted Communities.**

## EXECUTIVE SUMMARY

This informational report is a standing item at the Life Enrichment Committee. Measure Z (Oakland Public Safety and Services Violence Prevention Act of 2014) provides a dedicated funding stream for community policing and community-focused violence prevention and intervention strategies. For the Fiscal Year 2018-19, the City has budgeted approximately \$27.4 million in Measure Z funds dedicated to the objectives of (1) reducing homicides, robberies, burglaries, and gun-related violence, (2) improving police and fire emergency 911 response times and other police services, and (3) investing 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 2017, the City Council created the Department of Violence Prevention (DVP) with the desire to better align, amplify and elevate Oakland's violence prevention efforts. The City Administrator is charged with its implementation. The mission of the DVP is to work directly with victims of violent crime - and those who are most likely to be future victims or perpetrators of violent crime - to dramatically reduce violent crime and to serve communities impacted by violence to end the cycle of trauma. The DVP shall pursue a public health approach to violence prevention and will focus on the successful implementation of community-led violence prevention and intervention strategies to realize sustained safety and stability of the communities most-impacted by violence.<sup>1</sup>

<sup>1</sup> This mission statement is taken directly from City Council Ordinance No. 13451 C.M.S. establishing the Department of Violence Prevention.

Item: \_\_\_\_\_  
Life Enrichment Committee  
October 23, 2018

Of the \$27.4 million in Measure Z funds, about \$9.8 million supports the work of Oakland Unite. Oakland Unite applies public health approaches to violence prevention. The City's violence prevention strategies, approved by the City Council in July 2015, are categorized in to five (5) strategic investment areas as follows.

- Life Coaching/Intensive Case Management with goal of forming deep, long-term relationships with highest risk youth and young adults, including coaching, advocacy, system navigation and connection to basic needs and resources.
- Employment and Education Support Services with goal of connecting highest risk youth and young adults with employment through skills and job readiness training, academic support, job placement, and strengthening employer relationships.
- Violent Incident & Crisis Response with goal of providing individual and community support following a violent incident, with an eye to developing relationships that can interrupt retaliation and prevent future violence.
- Innovation with goal of creating space for emerging ideas and promising practices/programs in violence intervention to prove their effectiveness.
- Community Asset Building with goal of deepening the capacity of service providers and communities most affected by violence to change norms and decision-making around violence.

The work to dramatically reduce violent crime and to serve communities impacted by violence to end the cycle of trauma is complex. The most current violence prevention strategies are in place, being diligently monitored and adjusted, and will require continued discipline if positive results are to be realized.

In addition, the City has engaged the Urban Strategies Council to coordinate and facilitate a robust and inclusive citywide community stakeholder engagement and convening process, including a community-based Participatory Research component, that will culminate in a community leadership summit. The themes and recommendations that come out of the Participatory Research process and community leadership summit will further inform the planning and implementation of DVP strategic planning and operations. The USC Executive Director will be present at the Life Enrichment Committee meeting to provide a status report (**Attachment A**) on the Participatory Research process and community leadership summit.

Since the last Life Enrichment Committee meeting on October 9, 2018, staff met with Councilmember Kaplan to discuss DVP's use of shot spotter data from the Oakland Police Department as part of the public health approach to violence prevention.

## **BACKGROUND / LEGISLATIVE HISTORY**

The City Council adopted Ordinance No. 13451 C.M.S. on July 24, 2017 that amended Chapter 2.29 of the Oakland Municipal Code entitled "City Agencies, Departments and Offices" to create the Department of Violence Prevention focusing on ending the epidemic of violent crime in

Oakland and healing trauma in impacted communities. Also, as part of the FY 2017-19 Adopted Budget, the City Council established 3.0 FTE for the new department, including a Chief of Violence Prevention, Deputy Chief of Violence Prevention and Administrative Analyst II.

At the Life Enrichment Committee on February 13, 2018, staff prepared an informational report, as scheduled by the Rules Committee on January 25, 2018, that briefly outlined the on-going violence prevention work and next steps in the recruitment and hiring of a permanent Chief of Violence Prevention. In the meantime, the City Administrator appointed an Interim Chief of Violence Prevention.

On May 15, 2018, the City Council approved Resolution No. 87192 C.M.S. authorizing the City Administrator to enter into a contract with Urban Strategies Council, a community building nonprofit organization based in Oakland, CA, to coordinate and facilitate a robust and inclusive community stakeholder engagement process, including a community-based Participatory Research component, that will culminate in a community leadership summit that will inform the planning and implementation of DVP strategic planning and operations. The contract was executed on June 11, 2018.

At the Rules Committee on June 28, 2018, at the request of Councilmember McElhaney, staff was directed to prepare an informational report on the implementation of the department for the Life Enrichment Committee meeting of July 17, 2018. This informational report was continued to the meeting of September 11, 2018 and September 25, 2018.

Most recently on September 13, 2018, the Rules Committee approved a standing item directing staff to provide a regular update on the implementation of the Department of Violence Prevention at the Life Enrichment Committee.

### **ANALYSIS/POLICY ALTERNATIVES**

In 2017, the City Council created the Department of Violence Prevention (DVP) with the desire to better align, amplify and elevate Oakland's violence prevention efforts. The City Administrator is charged with its implementation. The mission of the DVP is to work directly with victims of violent crime - and those who are most likely to be future victims or perpetrators of violent crime - to dramatically reduce violent crime and to serve communities impacted by violence to end the cycle of trauma. The DVP shall pursue a public health approach to violence prevention and will focus on the successful implementation of community-led violence prevention and intervention strategies to realize sustained safety and stability of the communities most-impacted by violence.<sup>2</sup>

As referenced in City Council Ordinance No. 13451 C.M.S., Measure Z (Oakland Public Safety and Services Violence Prevention Act of 2014) provides a dedicated funding stream for community policing and community-focused violence prevention and intervention strategies. For the Fiscal Year 2018-19, the City has budgeted approximately \$27.4 million in Measure Z funds dedicated to the objectives of (1) reducing homicides, robberies, burglaries, and gun-related

<sup>2</sup> This mission statement is taken directly from City Council Ordinance No. 13451 C.M.S. establishing the Department of Violence Prevention.

violence, (2) improving police and fire emergency 911 response times and other police services, and (3) investing in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism.

Of the \$27.4 million in Measure Z funds, about 40% (\$9.8 million) is dedicated to provide a public health approach to reducing violence by specifically investing in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism. Within the city organization, Oakland Unite manages this work and uses collaborative strategies that focus on youth and young adults at highest risk of engaging in or becoming victims of violence such as: (a) street outreach and violence interruption; (b) crisis response, including hospital-based intervention to survivors of violence, and support services to families of homicide victims; (c) life coaching, advocacy and intensive case management; (d) employment and education support; and (e) advocacy and support services for commercially sexually exploited children (CSEC) and for domestic/family violence victims. Oakland Unite administers these violence intervention funds through grant agreements with 26 nonprofit and public agencies and by providing direct services within the City to individuals at highest risk for violence.

An independent evaluator, Mathematica Policy Research, assesses the effectiveness of key violence prevention strategies employed by Oakland Unite, as required by Measure Z. The most recent evaluation presented to the Public Safety Committee on February 13, 2018 and City Council on February 20, 2018, evaluated two sub-strategies (i.e., adult life coaching and adult employment/education support programs) and showed evidence of decreased short-term arrests for violence after program participation. Mathematica Policy Research prepared a separate Agency Report that contained a profile of services for each grantee program. Each 2-page profile contained a brief program description, participant characteristics, service delivery statistics, and program successes and challenges as reported by the grantee profiled - see the evaluation section for more detail.

#### *Violence Prevention Strategy Areas*

Measure Z established the Public Safety and Services Oversight Commission (SSOC) whose members receive and approve for recommendation to City Council a priority spending plan for violence intervention funds related to the Act every three years. The current spending plan was approved by the SSOC on May 27, 2015, and by City Council on July 21, 2015 (Resolution No. 85720 C.M.S.). The spending plan directs funding across five strategic investment areas shown in **Table 1**. Strategic investment areas emphasize coordination of public systems and community-based social services with a focus on youth and young adults at highest risk of violence as guided by data analysis.

**Table 1 - Strategic Investment Areas**

<b>Strategy</b>	<b>FY 2018-19 Allocation</b>	<b>Percent of Total</b>
Life Coaching	\$2,987,281	33%
Employment and Education Support Services	\$1,872,500	21%
Violent Incident & Crisis Response	\$2,994,318	33%
Innovation	\$214,000	2%
Community Asset Building	\$874,906	10%
<b>Grand Total</b>	<b>\$8,943,005</b>	<b>100%</b>

Item: \_\_\_\_\_  
Life Enrichment Committee  
October 23, 2018

This information, including the complete Agency Report, prepared by Mathematica Policy Research, was presented to the SSOC on April 23, 2018, to the Public Safety Committee on May 8, 2018, and to the City Council on May 15, 2018.

The work to dramatically reduce violent crime and to serve communities impacted by violence to end the cycle of trauma is complex. The most current violence prevention strategies are in place, being diligently monitored and adjusted, and will require continued discipline if positive results are to be realized.

In addition, the City has engaged the Urban Strategies Council to coordinate and facilitate a robust and inclusive citywide community stakeholder engagement and convening process, including a community-based Participatory Research component, that will culminate in a community leadership summit. The themes and recommendations that come out of the Participatory Research process and community leadership summit will further inform the planning and implementation of violence prevention strategic planning and operations. USC's work is guided by a Steering Committee comprised of community stakeholders, specifically the Coalition for the Department of Violence Prevention and City staff. The USC Executive Director will be present at the Life Enrichment Committee meeting to provide an update as to the status of the Participatory Research process and community leadership summit.

**FISCAL IMPACT**

This is an informational report that has no direct fiscal impact. The topic of this report revolves primarily around Measure Z (Fund 2252) – Violence Prevention and Public Safety Act of 2014, which totals approximately \$27.4 million in FY 2018-19.

As prescribed in Measure Z, the \$27.4 million in FY 2018-19 is budgeted in the following categories:

<b>Category</b>	<b>Amount</b>
Audit and Evaluation	\$0.8 million
Oakland Fire Department	\$2.0 million
Oakland Police Department	\$14.8 million
Oakland Unite	\$9.8 million

**PUBLIC OUTREACH / INTEREST**

This informational report is posted in accordance with the standard City Council agenda noticing procedures.

**COORDINATION**

This informational report is prepared by the Interim Chief of Violence Prevention, in coordination with the City Administrator's Office.

**SUSTAINABLE OPPORTUNITIES**

**Economic:** There are no direct economic opportunities associated with this report.

**Environmental:** There are no direct environmental opportunities associated with this report.

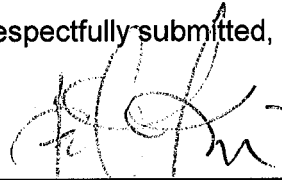
**Social Equity:** The outcome goal of City's work around violence prevention is to dramatically reduce, if not eliminate, violent crime that disproportionately impacts our communities of color, especially African-Americans, and interrupt the cycle of violence, trauma and recidivism.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Receive An Informational Report From The City Administrator On The Implementation Of Ordinance No. 13451 C.M.S. Which Established The Department Of Violence Prevention On Ending The Epidemic Of Violent Crime In Oakland And Healing Trauma In Impacted Communities.

For questions regarding this report, please contact Peter Kim, Interim Chief of Violence Prevention at (510) 238-2374.

Respectfully submitted,



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Peter Kim  
Interim Chief of Violence Prevention

Reviewed by:  
Stephanie Hom  
Deputy City Administrator

Attachments (1):

- A. Urban Strategies Council Memorandum Dated October 17, 2018 Regarding Project Update – Department of Violence Prevention Community Research and Leadership Summit Planning Contract

## MEMORANDUM

To: Stephanie Hom, Deputy City Administrator, City of Oakland  
From: David Harris, President and CEO, Urban Strategies Council  
Date: October 18, 2018  
Re: Project Update – Department of Violence Prevention Community  
Research and Leadership Summit Planning Contract

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This update is divided into four sections. Each section corresponds with a Task Area identified in USC's scope of work with the City (re: Department of Violence Prevention (DVP) Community Research and Leadership Summit Planning Contract).

The Task Areas/Update Sections are: 1) Pre-Summit Research; 2) Summit and Convenings; 3) Post-Summit Reporting; and, 4) Ongoing Activities.

### Task Area 1 - Pre-Summit Research

- USC research staff has completed the literature review of violence prevention best practice policies and programs across the U.S. A comparative analysis of U.S. city efforts/investments in violence prevention was presented to the DVP Project Steering Committee. Quantitative data analysis (for the City of Oakland) is near completion. Data for non-City jurisdictional districts is still being collected.
- USC is administering a survey instrument (not required by this contract) to Oakland residents - citywide - to compare findings obtained from a broader resident sample to the findings obtained from interviews targeting violence-impacted residents.
- USC staff is working with Oakland Unite (OU) and City Council staff to complete an inventory of existing research reports on violence and community safety in Oakland.
- USC staff has attended four OU listening sessions to collect insights and feedback on current programming efforts.
- USC project Research Fellows has completed approximately 250 interviews with Oakland resident directly impacted by, or living in communities most impacted by, violence. Fellows have met regularly to review progress, and

are assisting with: survey distribution, focus group facilitation, interviews with key stakeholders, and project coordination/research tasks.

- 14 community-based organizations have been selected for project mini-grants of \$750 - \$1500 to conduct focus groups of residents impacted by family/sexual/community violence. These organizations include: Adamika Village; Asian Prisoner Support Committee; Cata's Polished Act; Changing Criminal Behaviors; Community Christian Church; Communities United for Restorative Youth Justice; Center for Youth Opportunities; Global Communication Education and Arts; Men of Influence; No More Tears; Resident Action Council; Saving Shorty; Youth Alive; and, Young Women's Freedom.
- Three organizations have been selected for mini-grants, focused on research activities (interviews and focus groups) with special populations and content expertise (domestic violence and CSEC victims/offenders). These organizations include: A Safe Place, Bay Area Women Against Rape, and MISSEY.

#### Task Area 2 - Summit and Convenings

- The DVP Steering Committee has recommended a change in the planned community summits. A research briefing for the Steering Committee is now planned for early November, and the Citywide Leadership Summit will be held in late-January, early-February. The November briefing will engage the Steering Committee representatives; USC Research Fellows; mini-grant recipients; and, key stakeholders in a review of initial project findings. Citywide Leadership Summit planning recommendations will be discussed at upcoming Steering Committee meetings.

#### Task Area 3 - Post-Summit Reporting

- There has been no activity towards this Task Area.

#### Task Area 4 - Ongoing Activities

- USC has convened ongoing meetings of the Steering Committee since the contract start date. The Steering Committee has met bi-weekly since July, and will begin to meet weekly (beginning November).
- USC provided a project update at the August Measure Z Safety and Services Oversight Commission (SSOC) meeting, and bi-weekly scheduled meetings of the Oakland City Council Life Enrichment Committee (through October 9, 2018).