



AGENDA REPORT

TO: Steven Falk
Interim City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: HSD Violence Intervention Renewals
Fiscal Year 2020-2021

DATE: April 20, 2020

City Administrator Approval

Date: 5-13-2020

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Approving:

- 1. (A) Awards Of Grants, (B) Extensions Of Grant Agreements With Existing Grantees, And (C) Award Of A New Grant To Restorative Justice For Oakland Youth, All For Violence Intervention Programs For A Total Estimated Amount Of \$8,197,500 For Fiscal Year 2020-2021; And**
- 2. Amendments To The Aforementioned Grant Agreements, If Revised Fiscal Year 2020-2021 Safety And Services Act Revenue Changes Either Positively Or Negatively, Without Returning To Council.**

EXECUTIVE SUMMARY

This report provides an overview of violence intervention programs implemented with funding from the 2014 Oakland Public Safety and Services Violence Prevention Act ("Safety and Services Act"). The Human Services Department (HSD) administers violence intervention funds through grant agreements with 23 nonprofit and public agencies, and by providing direct services within the City to individuals at highest risk for violence. This report provides detail on these services, and requests authorization to renew agreements and services for one additional year, Fiscal Year (FY) 2020-2021, bringing the total grant term to two years. This timeline allows the City to align planning processes for violence intervention services with the planning process for transition of the violence intervention programs to the new Department of Violence Prevention (DVP).

After thorough monitoring of grantee progress, HSD in close consultation with the Department of Violence Prevention recommends that grant agreements be renewed for 21 nonprofit agencies with proposed reductions of five (5) percent in contract amounts over \$200,000 due to anticipated revenue reductions. Grant amounts with two public agency partners, Oakland Unified School District and Alameda County Probation, will be reduced by fifteen percent (15%). In light of the economic uncertainty created by COVID-19, HSD is also seeking the ability to further adjust proposed grant amounts to account for any positive or negative that may occur in

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the fiscal year. In addition, for one program renewed funding is contingent upon taking action in identified areas and one grantee is not recommended for renewed funding at this time.

A new spending plan for violence intervention services, informed by the Department of Violence Prevention Chief, will be brought in the fall of 2020 with a new funding opportunity to follow in early 2021.

BACKGROUND / LEGISLATIVE HISTORY

Overview of Safety and Services Act: Oakland voters passed the Public Safety and Services Violence Prevention Act in 2014, approving a series of taxes to support public safety and violence intervention objectives. The Safety and Services Act includes funding for programs and services that provide support to high-risk youth and young adults to interrupt the cycle of violence and recidivism. HSD administers these funds through its Oakland Unite division.

Oakland Unite 2019-2021 Spending Plan: The strategies in the Oakland Unite 2019-2021 Spending Plan center on the belief that Oakland can move towards safety, healing, and growth by working in close partnership with people and communities at the center of violence.

The Safety and Services Oversight Commission (SSOC) and City Council approved the current Spending Plan in winter 2018 (Resolution No. 87477 C.M.S.), which was informed by and aligned with the larger citywide planning process related to the Department of Violence Prevention.

Approved Strategy Areas: The spending plan directs funding across five strategic investment areas as 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

Strategy	FY 2020-21 Allocation	Percent of Total
Gun Violence Response	\$3,427,500	42%
Youth Diversion and Reentry	\$1,830,000	22%
Gender-based Violence Response	\$1,292,500	16%
Community Healing	\$1,647,500	20%
Grand Total	\$8,197,500	100%

Current Grant Agreements: In May 2019, the SSOC approved HSD recommendations to execute grant agreements with non-profit and public agencies selected through the 2019 RFP process to provide violence prevention and intervention services. On June 18, 2019, City Council approved grant agreements to run from July 1, 2019 through June 30, 2020 (Resolution No. 87756 C.M.S.).

Monitoring Grantee Progress: HSD monitors grantee progress on an ongoing basis through formal mechanisms outlined in a Grantee Manual and in each grantee's contract. Monitoring is intended to assess programmatic and fiscal compliance, identify areas of strength and success, and identify areas where improvement is needed, and where technical assistance (TA) or training could be beneficial. Monitoring activities may include: quarterly review of progress

reports and invoices; site visits, file review, and program observation; fiscal review; and required coordination meetings. Renewal 'Report Cards' for each agency that provide details of the monitoring visits conducted in February and March 2020 are included in **Attachment C**.

Highlights: Grantees provided close to 40,000 hours of intensive services aimed at interrupting the cycle of violence and recidivism to over 2,100 high-risk youth and young adults in the first six-months of FY 2019-20. Highlights from the first six-months include:

- Gun Violence Intervention: Grantees conducted hospital outreach to 93 victims of violence, mediated 98 serious conflicts, temporarily relocated 19 individuals/families facing immediate, life-threatening danger, and provided support to over 95 percent of families affected by homicide in Oakland. In addition, Life coaching services were provided to 192 young adults and Employment and Education Support Services were provided to over 140 young adults at highest-risk of violence.
- Gender-Based Violence Response: Over 1,000 victims of family violence received crisis, legal, and wraparound support; over 365 commercially sexually exploited (CSE) youth received transitional housing, crisis response and/or life coaching support services.
- Community Healing: A brand new initiative focused on healing interventions and grassroots community involvement, the Community Healing Strategy was launched this year. Through a community led process developed in partnership with grantees, over \$400,000 in Community Healing Mini-Grants was awarded to over 60 projects to promote safety and healing in Oakland.
- Community Capacity Building: Grantees received training in topics such as intensive coaching, motivational interviewing, intersectional violence, impact of trauma on brain development, career development, and care mapping.

Renewal Recommendation Process: Grantee renewal recommendations are based on information from the monitoring activities described above between July 1, 2019 and February 2020. HSD works closely with grantees to support their success in implementing contracted programs and services. Criteria for renewal recommendations include:

- Ability to meet contracted deliverables;
- Ability to serve the intended target population;
- Overall agency health and general contract compliance; and
- Effectiveness and quality of services, informed by evaluation findings where applicable.

Department of Violence Prevention: On June 20, 2017 Council approved the creation of a new Department of Violence Prevention (DVP) (Resolution 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. The Chief of Violence Prevention was hired in September 2019 and was consulted regarding the proposed renewal recommendations. HSD anticipates that Oakland Unite activities will transition into the DVP and under the direction of the Chief of Violence Prevention in FY 2020-21.

ANALYSIS AND POLICY ALTERNATIVES

Recommendation: HSD recommends renewing current grant agreements for 23 grantees serving Oakland residents as a network of agencies in five strategies and eight sub-strategies.

In addition, Restorative Justice for Oakland Youth (RJOY) was granted 510 (c) (3) tax-exempt status and seeks to contract directly with the City of Oakland instead of through Community Initiatives, their past fiscal sponsor. Therefore, staff recommends award of a new grant to RJOY for community healing programs. Nihonmachi Legal Outreach (Asian Pacific Islander Legal Outreach) is not recommended for renewed funding due to significant performance challenges, described further in **Attachment A**.

Current planning efforts are underway to move Oakland Unite and its violence intervention efforts from HSD to the DVP. As such, the recommended renewal will avoid a break in critical services during planning for a new spending plan to be brought before the Safety and Services Oversight Commission and City Council in fall of 2020, with a funding opportunity to follow in early 2021.

Recommendations are outlined in greater detail by strategy area and agency in **Attachments A** and **C**, including funding amounts, whether the agency is on track to meet primary contract deliverables, and any areas of necessary improvement.

Overview of Services Provided: Mathematica Policy Research (Mathematica) is the independent evaluator for violence intervention programs under the Safety and Services Act. Mathematica has prepared an Agency Report that contains a profile of services for each grantee program, included as **Attachment B**. Please note that while the bulk of the report focuses on program services provided in the prior grant cycle, Appendix A is most relevant for this year's renewal report and provides details about the services provided by current grantees between July 1, 2019 and December 31, 2019. Readers are encouraged to review the main report as well, which details services provided from January 1, 2016 to June 30, 2019, since many current grantees provided services in the prior grant cycle.

FY 2020-2021 will be the final year of services under the current approved spending plan. Unfortunately, this report also reflects a reduction in grant awards in light of projected revenue shortfalls due to the impact of COVID-19 shelter in place orders (both state and local) on Safety and Services Act revenues. The reduced grant amounts have been forecasted to all grantees. To account for the proposed budget shortfall, HSD has also proposed to freeze hiring of an additional case manager/Life Coach, to serve young adults at high-risk of engaging in gun violence, and significantly reduce (over 20%) our investment in consultants and trainers that provide capacity building support for the Oakland Unite Network.

A new spending plan for violence intervention services, informed by the Department of Violence Prevention Chief, will be submitted in the fall of 2020 with a new funding opportunity to follow in early 2021.

FISCAL IMPACT

Total Projected Expenses: Approval of this resolution will authorize the City Administrator to renew grant agreements with 23 community based and public agencies to provide violence intervention services. The total projected cost of these efforts for FY 2020 - 2021 is \$8,197,500.

Funding Sources: The primary funding source for renewals is restricted revenue collected through the Safety and Services Act, as shown in Table 4 below. The Budget Office currently projects \$26,393,250 in overall revenue from the Safety and Services Act in FY 2020-2021, of that \$9,327,269 is allocated to the DVP. Close to \$6.5 million of the current year revenue is designated for contracts with community-based organizations. In addition, \$1,534,017 funds direct service City-staff to provide violence interruption coordination, life coaching and Ceasefire case management services.

The estimated allocation for violence prevention services provided by community-based grantees is \$8,197,500 (MZ 20-21 contracts). The MZ 20-21 contracts will be funded by a mix of current year revenue and past year reserve funding.

Such funding is held within the Measure Z – Violence Prevention and Public Safety Act of 2014 Fund (2252). Carryforward from the Measure Z – Violence Prevention and Public Safety Act of 2014 Fund (2252), Violence Prevention Administration (70111), Measure Z Violence Prevention Service Reserve Project (1004313) will continue to fund the Community Healing sub-strategy. One-time funds issued in Fiscal Year 2019-2021 baseline budget due to receipt of delinquent payments under the Public Safety Act of 2004; Measure Y Fund (2251), Policy and Planning Organization (78311), Measure Y Reserve Project (1005042) will continue to fund the Gender-Based Violence Response sub-strategy. **Table 4** summarizes the funding sources for FY 2020-2021 violence intervention services.

Table 4 - Summary of Funding Sources

Fund Name	Funding Codes	Description	FY 2020-21 Amount
Safety and Services Act FY 2020-2021	Fund 2252, Org 78311, Project 1004486-1004496	Award grants to qualified organizations to provide violence intervention services.	\$6,487,520
Safety and Services Act FY 2015-2020 Carryforward Funds	Fund 2252, Org 78311, Project 1004313	Award grants to qualified organizations to provide violence intervention services.	\$1,581,200
Public Safety Act of 2004 (Measure Y)	Fund 2251, Org 78311, Project 1005042	Award grants to qualified organizations to provide violence intervention services.	\$128,780

Staff recommends, as in previous years, that any unexpended balances shall be placed into the reserve fund in Measure Z – Violence Prevention and Public Safety Act of 2014 Fund (2252), Violence Prevention Administration (70111), and Measure Z Service Reserve Project (1004313).

PUBLIC OUTREACH / INTEREST

All grantees funded through HSD are required to share information about their program and the broader network at three public meetings annually as part of their contracted deliverables. HSD also provides quarterly updates on grantee progress to the SSOC. While HSD intended to present renewal recommendations to the SSOC on April 27, 2020 or May 18, 2020, both meetings were cancelled due to Alameda County's shelter in place order in response to the COVID-19 pandemic and as such this recommendation has not been reviewed by that Advisory Body.

COORDINATION

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

HSD Convened Provider Meetings: To develop and sustain a well-integrated violence intervention network, Grantees are required to convene in regular coordination meetings and trainings, such as:

- Weekly Shooting/Homicide Reviews;
- Monthly Learning Community convening of Life Coaching and Employment providers;
- Weekly Calls and Monthly Community Healing Provider Meetings;
- Family Violence and CSEC Provider Meetings; and
- All-Grantee Training Offerings

Broader Violence Prevention Efforts: Oakland Unite participates in collaborative efforts including Oakland Ceasefire, Alameda County Anti-Trafficking Collaborative (AC United), the Alameda County Reentry Network, the California Cities Gang Prevention Network, the Alameda County United, and National League of Cities' campaigns to prevent violence and reduce homicides in cities nationwide. The Department of Violence Prevention has also joined the international efforts to reduce gun and gender-based violence.

Resource and Fund Leveraging: HSD works with multiple partners to leverage funds and resources, including the Oakland Fund for Children and Youth, Head Start, Community Housing Services, Alameda County Probation and Oakland Unified School District. HSD also leads the Oakland Permanent Access to Housing Rehousing Initiative (OPRI), which is a partnership between the Oakland Housing Authority and non-profit agencies to provide housing to low-income residents, homeless youth/families, and adults leaving the criminal justice system.

With Safety and Services Act funds as a base, HSD and its grantee network leverage significant additional funds to enhance services. All Grantees are required to provide proof that they have secured at least a 20 percent match for their funded program by the third quarter of each year.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

Evaluation Efforts: The Safety and Services Act requires an annual evaluation to be conducted by a third-party independent evaluator. The purpose of the evaluation is to ensure

that the City effectively uses funds on permitted activities that have the greatest impact in helping Oakland progress towards the Safety and Services Act objectives. Results from current and future evaluation will inform program implementation. The Oversight Commission and City Administrator's Office oversaw the process for selecting the new independent evaluator of violence intervention services (Resolution No. 86487 C.M.S). Mathematica Policy Research began evaluation activities in January 2017 and evaluation activities conclude in 2020.

The evaluation of violence intervention services includes:

- 1) Annual descriptive reports on program activities at each funded agency;
- 2) Annual evaluations of the impact of selected strategies on participant outcomes; and
- 3) A four-year comprehensive evaluation of the impact of participation in programs on individual criminal justice, education, and employment outcomes.

Table 5 below provides an overview of the reports that have been initiated or completed since implementation of the Safety and Services Act of 2014 began in 2016.

Table 5 – Independent Evaluation Reports of Oakland Unite (2016 -2020)

Year	Report Topic, Author	Findings	Funding Source
November 2017	Adult life coaching and employment & education support services, Mathematica	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. ¹	Measure Z
April 2018 and April 2019	Agency Profile Reports, Mathematica	Summaries of participant demographics, service provision, and program performance , broken down by grantee agency	Measure Z
July 2019	Youth life coaching and employment and education support services, Mathematica	Youth life coaching reduces school dropout and short-term arrests for violence. Youth employment reduce school dropout. ²	Measure Z
October 2019	Commercial sexual exploitation response, Mathematica	In-depth analysis of the implementation of the CSE youth sub-strategy, including best practices. ³	Measure Z
Expected 2020	Gun violence response and coordination, Mathematica	Evaluation currently in design	Measure Z

¹ Gonzalez, N., Dawson-Andoh, E., Nicolai, N., Lacoe, J., Yanez, A., & Crissey, S. (2017). Evaluation of Oakland Unite: Year 1 Strategy Report. Mathematica Policy Research.

² Gonzalez, N., Lacoe, J., Yanez, A., Demers, A., & Crissey, S. (2019). Evaluation of Oakland Unite 2017-2018: Life Coaching and Employment and Education Support for Youth at Risk of Violence. Mathematica Policy Research.

³ Gonzalez, N., Hu, M., Larkin, N., & Barber, M. (2019). Evaluation of Oakland Unite 2018-2019: Commercially Sexually Exploited Youth Intervention. Mathematica Policy Research.

Expected 2020	Healthy, Wealthy, Wise cognitive behavior groups, Mathematica	Evaluation in progress; Process and impact analyses will compare outcomes between individuals in adult life coaching and individuals who are dual enrolled in adult life coaching and cognitive behavior treatment	CalVIP ⁴
Expected Dec 2020	Comprehensive evaluation of youth and adult life coaching, Mathematica	Evaluation currently in design	Measure Z

Evaluation findings available before November 2018, input from community listening campaigns, and a review of best practices in the field informed the FY 2019-21 Oakland Unite Spending Plan, which was adopted by City Council in December 2018 (Resolution No. 87477 C.M.S.).

Evaluation Findings: As the evaluator for the Oakland Unite network, Mathematica looks closely at who is being served, what type of supports they receive, and how their lives are affected. Lessons learned in the first two-years of implementation and evaluation of the 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 across strategies benefited from grant funds directed to stipends and wages, and from connection to resources like conflict mediation and job placement.
- The network serves people at high-risk of violence. People have experienced violence, contact with local law enforcement, and many youth are disconnected from education. Most people are between 14-35 years-old, live in West, Central, and Deep-East Oakland, and the vast majority identify as African American and Latinx.
- Agencies have shared values and shared practices. Oakland Unite grantees value hiring peer providers with similar lived experience as participants and agree that training and support – including livable salaries – for providers is necessary for program success. Life coaching providers use best practices such as shared assessments, smaller caseload ratios, longer service duration, and use of participant incentives.
- Incentives and stipends promote participation. Incentives of up to \$1,600 per participant/per year are available for meeting goals set using a Life Map created with the support of a Life Coach. These monthly payments support progress and retention. Education and employment providers are encouraged to expand the use of incentives in their programs.

In addition, Oakland Unite works to align Oakland Unite investments to complement other violence reduction initiatives lead by system partners and local community groups. Oakland

⁴ California Violence Intervention Program (CalVIP) is funding to address gun violence in California cities that is administered by the Bureau of State and Community Corrections (BSCC). Oakland is in the second year of CalVIP funding.

Unite also reviewed local and national best practice reports and used these lessons from the field to inform the plan

Agency Report: Mathematica's third Agency Report, included as **Attachment B**, provides a profile of services for each grantee program from January 2016 to June 2019. In addition, Appendix A of the report provides a brief overview of each currently funded grantee and charts detailing performance data from July 1, 2019 to December 31, 2019. Though the Agency Report is not intended as an assessment of service outcomes or effectiveness several themes emerged for the network:

- Agencies across the network serve individuals who experience violence and have lost loved ones to violence, have contact with local law enforcement, including reporting victimization, and for youth participants, are also disconnected from education;
- Agencies collaborate with one another to more effectively serve participants; and
- Having a mix of agencies that provide a spectrum of services and offer options to participants increases overall program success.

Next Steps for Evaluation: Mathematica is currently working on a strategy-level evaluation of Violent Incident and Crisis Response support services, as well as a four-year comprehensive evaluation of the impact of participation in youth and adult life coaching on individual criminal justice, education, and employment outcomes. Results from current and future evaluation will inform the next spending plan proposal and funding recommendations.

SUSTAINABLE OPPORTUNITIES

Economic: Providing programs for Oakland residents affected by violence will improve their economic stability by linking them to organizations and services geared to produce positive outcomes for youth and young adults. Breaking the cycle of violence has the potential to save dollars in medical care, police services, and incarceration costs, among other costs.

Environmental: By expanding social services to and improving opportunities for those most impacted by violence, marginalized communities are made safer, healthier, and stronger. Safer neighborhood conditions contribute to the growth and revitalization of our Oakland communities, including efforts to preserve or improve the quality of the physical environment.

Race & Equity: HSD violence intervention programs help youth, young adults, and families who have been disproportionately impacted by violence and trauma, especially black, Latino and other communities of color as well as women who have survived violence, gain more equitable access to opportunity and a greater chance at success by improving school performance, expanding employment opportunities, and providing critical support services such as legal advocacy, crisis response, and case management.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Approving:

1. (A) Awards Of Grants, (B) Extensions Of Grant Agreements With Existing Grantees, And (C) Award Of A New Grant To Restorative Justice For Oakland Youth, All For Violence Intervention Programs For A Total Estimated Amount Of \$8,197,500 For Fiscal Year 2020-2021; And
2. Amendments To The Aforementioned Grant Agreements, If Revised Fiscal Year 2020-2021 Safety And Services Act Revenue Changes Either Positively Or Negatively, Without Returning To Council

For questions regarding this report, please contact Sara Bedford, Director, at 510-238-6794.

Respectfully submitted,



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Attachments (3):

- A: HSD Updates on Agencies Recommended for Funding
- B: Agency Report by Mathematica Policy Research
- C: HSD Reporting on Oakland Unite Grantee Progress July 2019 – February 2020