

PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION MEETING

Created by the Public Safety and Services Violence Prevention Act of 2014

**Wednesday, May 27, 2015
6:30-9:00 p.m.
Hearing Room 1
1 Frank H. Ogawa Plaza, City Hall
Oakland, California 94612**

Oversight Commission Members: *Jody Nunez, Tony Marks-Block, Rev. Curtis Flemming, Sr., Jennifer Madden, Rebecca Alvarado, Melanie Shelby, Kevin McPherson, and Gary Malachi Scott.*

PUBLIC COMMENT: The Oversight Commission welcomes you to its meetings and your interest is appreciated.

- ✓ If you wish to speak before the Oversight Commission, please fill out a speaker card and hand it to the Oversight Commission Staff.
- ✓ If you wish to speak on a matter not on the agenda, please sign up for Open Forum and wait for your name to be called.
- ✓ If you wish to speak on a matter on the agenda, please approach the Commission when called, give your name, and your comments.

ITEM	TIME	TYPE	ATTACHMENTS
1. Call to Order	6:30pm	AD	
2. Roll Call	2 Minutes	AD	
3. Agenda Approval	3 Minutes	AD	
4. Minutes Approval: May 18 SSOC Meeting	5 Minutes	A	Attachment 1
5. Coordinator's Announcements i. Recusal update	5 Minutes	I	
6. Open Forum	10 Minutes	I	
7. Three-year Priority Spending Plan Human Services Department (HSD)	25 Minutes	A	Attachment 2
8. Three-year Priority Spending Plan Oakland Fire Department (OFD)	15 Minutes	A	Attachment 3
9. Three-year Priority Spending Plan Oakland Police Department (OPD)	25 Minutes	A	Attachment 4
10. Amended Three-year Priority Spending Plan for CAO and the Mayor's Office	10 Minutes	A	Attachment 5
11. Retreat Planning	15 Minutes		
12. SSOC Report to Public Safety Committee i. Send Recommendations for Spending Plans to Council	10 Minutes	A	
13. Agenda Building	10 Minutes	AD	
14. Adjournment			

A = Action Item

I = Informational Item

AD = Administrative Item

PUBLIC SAFETY AND SERVICES OVERSIGHT COMMITTEE MEETING MINUTES**Monday, May 18, 2015**Council Chambers – 3rd Floor**ITEM #1: CALL TO ORDER**

The meeting was called to order at by Chairperson Flemming at 7:27pm after the MYOC and SSOC Joint Meeting and the MYOC meeting.

ITEM #2 ROLLCALL

Present: Chairperson, Rev. Curtis Flemming Sr.
Vice Chair, Jennifer Madden
Commissioner Rebecca Alvarado
Commissioner Letitia Henderson
Commissioner Kevin McPherson
Commissioner Tony Marks-Block

Excused: Commissioner Jody Nunez
Commissioner Gary Malachi Scott
Commissioner Melanie Shelby

ITEM #3 AGENDA APPROVAL

Agenda approved by consensus.

ITEM #4 SSOC BYLAWS DISUCSSION

Ms. Cotton Gaines gave an overview of the changes between last meeting and today. The changes are as follows:

1. The ordinance number for SSOC terms of membership is now included
2. The time for each public speaker was added. It is 2 minutes per speaker at the discretion of the chair
3. On the last page, the edition of Robert's Rules was added

Commissioner McPherson noted that the spending plans were not presented before the end of April. Ms. Cotton Gaines clarified that the spending plans for the CAO, Controller, and the Mayor's office were presented at the April 27, 2015 meeting which kept the Commission in compliance with the Measure.

Commissioner McPherson moved to adopt the bylaws as presented; Commissioner Marks-Block Seconded it; **6 Ayes; Motion Passed**

ITEM #5 APPROVAL OF MINUTES

Ms. Cotton Gaines gave an overview of the minutes and how staff organized them. With the exception of a typo on page 1 (MINUTESS) the minutes were approved by consensus.

ITEM #6 FOLLOW-UP DISCUSSION ON THE 6 MONTH/3 MONTH HSD PROGRAM EXTENSION

24 Public Speakers

Motion: Commissioner Marks-Block moved to amend the motion from the April 27, 2015 SSOC Meeting, to extend the programs offered by Measure Y to be funded out of the new Measure Z, from 3 months to the full 6 months; Vice Chair Madden seconded.

Chairperson Flemming noted that last time, the Commission felt that they did not have enough time to really digest the material and to get an understanding of the information presented. He is pleased that the Commission took more time to think through this.

Commissioner Alvarado appreciated the information that staff sent to the Commission. More information is always better to allow them to make the most informed decisions. As more information becomes available, please forward it to the Commission. Commissioner Henderson agreed.

Chairperson Flemming called for a vote, **6 Ayes; Motion Passed.**

ITEM #7 THREE-YEAR SPENDING PLAN – HUMAN SERVICES DEPARTMENT – Peter Kim

Mr. Peter Kim walked through the PowerPoint presentation.

Chairperson Flemming noted that this does not require action today. The commission can vote next week.

Mr. Kim noted he would provide the gap analysis information at the meeting on the May 27th. He is shooting to get it to the SSOC in the packet which will be distributed on May 22nd.

Commissioner Alvarado asked for information about undocumented youth, parental involvement, and Oakland Unite case managers to be included in the next report.

Mr. Kim will follow up with this information at the next meeting.

4 Public Speakers

By Consensus, this item is continued to the next meeting.

ITEM #8 THREE-YEAR SPENDING PLAN – OAKLAND FIRE DEPARTMENT (OFD)

By Consensus, this item has been moved to the next meeting as a result of a request of the Fire Department.

ITEM #9 THREE YEAR SPENDING PLAN – OAKLAND POLICE DEPARTMENT (OPD) – Asst. Chief Figueroa

This spending plan strikes the balance that the voters wanted with Measure Z. Three goals of the Ceasefire strategy (noted on page 142 of the packet) include:

- Reduce gang and gun violence
- Reduce recidivism rates
- Improve police and community relationships

This spending plan has a strong emphasis on police legitimacy and strategies that seek to accomplish Measure Z goals as well as those of the Ceasefire strategy. The bulk of OPD funding in this spending plan goes towards paying for personnel.

Chairperson Flemming noted that this does not require action today. The commission can vote next week. Timing will likely require a vote at the meeting next week.

Commissioner Henderson asked if the commission could have more info on the following:

- The interaction of this plan with the goal of building community trust and community policing
- Implicit bias and the desired outcomes of the trainings
- The tough situations between the community and the police dept in the past

Commissioner Marks-Block asked if the commission could have more info on the following:

- Procedures taken for contacts with community members identified through Ceasefire
- Day-to-day comprehensive overview of Ceasefire
- Explanation of the Community Resource Officers
- Clarification on the budget items such as SARAnet and other expenses

Commissioner McPherson asked if the commission could have more info on the following:

- Agenda for implicit bias and legitimacy training
- In-service training curriculums
- Community policing in Oakland. How is the dept. working towards making sure every officer engages with the community

By Consensus, this item is continued to the next meeting.

ITEM #10 SSOC REPORT TO PUBLIC SAFETY COMMITTEE

Ms. Cotton Gaines explained that this is a standing item on the agenda that is the opportunity for the commission to vote to send reports to the City Council Public Safety Committee. It is possible that it may not require any discussion at the meeting, but staff will always keep it on the agenda.

ITEM #11 AGENDA BUILDING

Ms. Cotton Gaines explained that this is also a standing item on the agenda that is the opportunity for the commission to give input on agenda items for future meetings.

Ideas for an upcoming meeting:

- The planning of a retreat
- Bringing back the spending plans of CAO and Fire
- Some items related to contracting etc.

It was moved by Commissioner McPherson to adjourn the meeting. Seconded by Vice Chair Madden. Chairperson Flemming adjourned the meeting at 9:10 pm.



MEMORANDUM

TO: Safety and Services Oversight Committee **FROM:** Peter Kim, Manager, Oakland Unite Human Services Department (HSD)

SUBJECT: Overview of Proposed Spending Plan **DATE:** May 20, 2015

Purpose: The purpose of the attached report and supplemental materials are to provide the Safety and Services Oversight Committee (SSOC) with details of the proposed spending plan for Measure Z-funded violence intervention services for discussion and approval.

History: Recommendations for strategy areas and overall funding amounts are based on a five-month planning process that has included:

- Internal review of evaluation and service data, including deliverables, demographics and client outcomes, as well as input from Program Officers on strategy strengths and gaps.
- Review of the draft Asset Inventory and Gaps Analysis prepared by Urban Strategies/Prevention Institute including determination of most highly stressed police beats based on crime, probation, and school district data.
- Review of recommendations provided by Resource Development Associates based on past evaluations and literature review of current best and evidence-based practices.
- Focus groups conducted by HSD staff with current Oakland Unite providers, clients, and other members of Measure Z target population to gather input of program effectiveness and areas for growth.
- Interviews with public partners (such as Probation, OPD, Ceasefire Steering Committee) to determine how Measure Z resources can best supplement and support broader City/County violence prevention efforts.

Summary of Next Steps:

- Pending SSOC approval, HSD hopes to present the detailed spending plan to the Public Safety Committee on June 23 and (pending approval) to Full Council on June 30.
- This timeline would allow for RFP release in mid-July/early August 2015, award recommendations to be made in October, and new contracts to begin January 2016.

Information Attached: To provide the SSOC with the information needed to make a decision, staff have prepared the following:

- *Agenda Report* – Proposed HSD/Oakland Unite Service Spending Plan
- *Attachments A and B* – Asset Inventory & Gaps Analysis by Urban Strategies/Prevention Institute
- *Attachment C* – Evaluation Review & Recommendations by Resource Development Associates
- *Attachment D* – Memo on Community Input by Bright Research Group
- *Attachment E* – Stressor Map and Table
- *Attachment F* – Visual Overview of Strategy Areas
- *Attachment G* – Summary of Proposed Investments
- *Attachment H* – Sub-strategy Details



AGENDA REPORT

TO: CLAUDIA CAPPIO
INTERIM CITY ADMINISTRATOR

FROM: Sara Bedford

SUBJECT: Recommendations for Measure Z Violence
Prevention Services Spending Plan

DATE: May 20, 2015

City Administrator
Approval

Date

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

Staff recommends that the City Council receive and approve the Measure Z violence prevention program strategies, funding amounts, and the request for proposal process for the funding cycle for January 2016 through Fiscal Year 2017-18 described in this report.

EXECUTIVE SUMMARY

This report provides City Council with recommendations on funding Measure Z violence intervention and prevention program strategies and the competitive request for proposal process for the two and half year funding cycle from January 2016 through Fiscal Years 2017-18.

The Human Services Department (HSD) developed these recommendations concerning strategies to prioritize and the process for allocating funds in collaboration with public partners. A competitive Request for Proposal (RFP) process is recommended for most strategies and services. The remaining is being recommended for direct allocation for programs and positions that are implemented by public institutional partners, or directly by the City.

OUTCOME

Oakland Unite violence prevention programs funded under Measure Z will provide an array of intensive services to youth and young adults at highest risk of violence, with the goals of 1) reducing violence in Oakland among young people, and 2) creating a well-integrated violence intervention system, with strong links among social services, school district, police, workforce development, and criminal justice agencies. Council approval of this report that outlines the Measure Z violence prevention program strategies, funding amounts, and proposed allocation process will allow staff to issue a competitive request for proposals, with the goal of having new service contracts begin in January 2016.

Item: _____
Public Safety Committee
June 23, 2015

BACKGROUND/LEGISLATIVE HISTORY

Measure Z

The 2014 Oakland Public Safety and Services Violence Prevention Act was passed by the Oakland voters in November 2014. The objectives of Measure Z 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.

Measure Z funds are generated through a special parcel tax along with a parking surcharge on commercial lots. The annual allocation of the revenues is as follows:

- 3% of total funds for audit, evaluation, and support of the Commission;
- \$2,000,000 for the Fire Department;
- 60% of the remainder for geographic policing, and
- 40% of the remainder for community-focused violence prevention and intervention services and strategies

Measure Z establishes a Public Safety and Services Violence Prevention Commission, whose members are charged with ensuring the proper revenue collection, spending and implementation of the programs mandated by the Ordinance. Among the Commission's duties is to receive and review priority spending plans for funds received through the ordinance, and to make recommendations to the Mayor and City Council on the spending plans prior to Council approval.

Measure Z Funding Cycles

HSD recommends that the vast majority of violence prevention grants be awarded through three competitive requests for proposals. HSD proposes the following funding cycles for Measure Z services:

- January 2016 – Fiscal Year 2017-18 (2.5 years)
- Fiscal Year 2018-19 – Fiscal Year 2020-21 (3 years)
- Fiscal Year 2021-22 – Fiscal Year 2023-24 (3 years)

Measure Z sunsets in December 2024; staff will make a recommendation to Council for the last full fiscal year of funding (July 2024–June 2025).

ANALYSIS

Planning Process

HSD developed recommendations for strategy areas and overall funding amounts based on a five-month planning process that included:

- Internal review of evaluation and service data, including deliverables, demographics and client outcomes, as well as input from Program Officers on strategy strengths and gaps.

Item: _____
Public Safety Committee
June 23, 2015

- Review of the Asset Inventory and Gaps Analysis prepared by Urban Strategies/Prevention Institute including determination of most highly stressed police beats based on crime, probation, and school district data (*Attachments A, B and E*).
- Review of recommendations provided by Resource Development Associates based on past evaluations and literature review of current best and evidence-based practices (*Attachment C*).
- Focus groups and listening sessions conducted by HSD staff with current Oakland Unite service providers, clients, the Oakland Youth Commission, and other members of Measure Z target population to gather input of program effectiveness and areas for growth (*Attachment D*).
- Interviews with public and community partners such as Alameda County Probation, Oakland Unified School District, the Alameda County District Attorney's Office, the Oakland Police Department, Alameda County Public Health, Boys and Men of Color Initiative Coordinating Committee and the Ceasefire Steering Committee to determine how Measure Z resources can best supplement and support broader City/County violence prevention efforts (*Attachment D*).
- Additionally, information was collected from national experts on violence prevention and intervention, such as agency officials from Baltimore's Safe Streets Program, the Los Angeles Gang Reduction and Youth Development Program, Richmond's Office of Neighborhood Safety, New Orleans' Violence and Behavioral Health Division, Seattle's Youth Violence Prevention Initiative, and the Chicago One Summer Plus Program.

Information from all of the above sources has been integrated in the Proposed Services Spending Plan section of this report, which describes the recommended request for Proposal funding process and program strategies.

In order to maximize leveraging and coordination, the recommendations in this report have been made in consultation with other partners who fund violence prevention work such as Alameda County Probation and Oakland Unified School District. The recommendations are also crafted to align with the critical investments made across the prevention and intervention spectrum through Oakland Fund for Children and Youth, Head Start, the Public Safety Realignment Act (AB109), Workforce Investment Board and other critical funding streams. During the Request for Proposal process, staff will continue to consult with these partners to ensure alignment and develop additional leveraging opportunities.

Guiding Principles for Measure Z Resource Allocation

In addition to the legislative language of Measure Z, the following principles guided the staff's planning process:

- **Focusing on the highest risk individuals most likely to be involved in and directly affected by violence.** This may include youth and young adults who experience violence, who are considering using violence to solve conflicts, and/or who are returning to their community after incarceration for a serious or violent offense.

Item: _____
Public Safety Committee
June 23, 2015

- **Supporting intensive interventions for these highest risk individuals.** Understanding that highest risk individuals often have high needs (including basic needs such as housing, food, education), intensive and comprehensive interventions are often required. Services must be individualized, by matching particular needs with appropriate interventions. Effective service provision relies on intense relationship building between participant and provider, where relationships are shaped by mutual trust, respect, accountability, and consistency.
- **Engage participants during defining moments when they are often most open to life changes.** Understanding that youth and young adults engaged in lifestyles of high-risk are often resistant to change, service providers and programs must capitalize on windows of opportunity for engagement – such as returning home after incarceration, losing a loved one to or being seriously injured by intense violence, or being “called-in” by law enforcement – by establishing strategic entry points for referrals.
- **Using Trauma-Informed Practices and Approaches.** Recognizing that many of these youth and young adults have histories of abuse and other trauma-inducing experiences, programs must be trauma-informed so that services can address the core issue.
- **Prioritizing resources for neighborhoods where violence is most prevalent.** The RFP will give priority to the police beats with the highest stressors, which historically and currently have had the highest incidence of shootings and homicides (*Attachment E*).
- **Emphasizing coordination among public and community service systems.** The RFP recommendations require coordination and communication across providers, public systems and community members through means such as case conferencing and other formal and informal mechanisms.
- **Utilizing data-driven analysis and outcome-based evaluation.** HSD staff regularly analyze grantee performance data and crime data, in partnership with OPD, to help guide program development, ensure a focus on highest risk individuals, and to monitor program outcomes.
- **Integrating family and community into service plans.** Family and community members play a vital role in the growth and development of youth and young adults. The RFP will require family and community involvement where appropriate, as well as incorporate opportunities for community engagement in community building projects and leadership development.
- **Using evidence-based programs and/or best practices.** In order to promote successful outcomes, the RFP will prioritize programs that demonstrate expertise and effectiveness in serving local communities, and also replicate evidence-based programs and/or utilize best practices in the field of violence prevention.
- **Encourage and support efforts towards innovation and improvement of programs and services.** Recognizing the need for continued refinement of services and strategies, the RFP will offer opportunities for innovative and emerging practices focused on violence prevention and intervention,

Item: _____
Public Safety Committee
June 23, 2015

PROPOSED SERVICE SPENDING PLAN: REQUEST FOR PROPOSAL PROCESS

Staff recommends releasing the majority of funds (82%) for the January 2016 through Fiscal Year 2017-18 funding cycle through a competitive Request for Proposal (RFP) process and a separate Request for Qualifications (RFQ) Process. The remaining approximately 18% is being recommended for direct allocation for programs and positions that are implemented by public institutional partners.

For the RFP submission process:

- HSD will solicit proposals from nonprofit community-based and public agencies.
- Applicants will be required to demonstrate the highest level of capacity and a history of managing high quality programs in Oakland.
- As in the past, applicants will be required to demonstrate the ability to leverage an additional 20% in matching funds.
- Staff proposes to again use an on-line application and review process (through the existing Cityspan database) to streamline the process as well as the subsequent contract development process for successful applicants.
- A non-binding letter of intent to apply will be required by applicants in advance of a full proposal. This will allow staff to determine the resources needed for the review process.
- At least one bidders' conference will be held within two weeks of the release of the RFP.
- Staff will also provide on-going technical assistance through on-line FAQs throughout the application process.

For the RFP review process:

- HSD will convene review panels that consist of subject-matter experts and, where appropriate, public sector partners involved in the strategy under review (as in past years).
- Panelists will be trained on a rating scale that closely follows the RFP guidelines and allows for clear scores to be given to each proposal.
- Staff will also compile panelists' narrative comments that will form the basis of feedback for all applicants.
- For any applicants that are former Measure Y grantees, past performance will be shared with the review panel and taken into consideration during the review process.
- The HSD Director and staff will be responsible for making the final recommendations to City Council taking both scores, populations, and geographic distribution considerations into account.

Item: _____
Public Safety Committee
June 23, 2015

Proposed RFP Timeline

RFP Activity	Estimated Date(s)
Release RFP	July 15, 2015
Bidder’s Conference	July 27, 2015
Letter of Intent Due	August 3, 2015
Ongoing Technical Assistance	July 16 – September 1, 2015
Proposals Due	September 2, 2015
Review Process	September 3 – October 7, 2015
Notification of Recommendations	October 8, 2015
Appeals Due	October 13, 2015
Recommendations to Safety and Services Oversight Committee	October 19, 2015
Recommendations to Public Safety/Full Council	October 27 / November 3, 2015
Contract Negotiations and Execution	November 3 – December 31, 2015
Contract Start Date	January 1, 2016

For the RFQ submission and review process: Once the RFP for violence prevention and intervention services is finalized, HSD will release a separate Request for Qualifications to solicit applicants to provide training and technical assistance to selected applicants – please see *Strategy Area IV* for details.

PROPOSED SERVICE SPENDING PLAN: STRATEGY AREAS & ALLOCATIONS

Staff recommends allocating funding in five general strategies:

- I. Life Coaching/Intensive Case Management
- II. Education and Economic Self-Sufficiency
- III. Violent Incident and Crisis Response
- IV. Community Asset Building
- V. Innovation Fund

Below is an overarching description of each Strategy Area. Please see ***Attachment F*** for a visual overview of Strategy Areas, ***Attachment G*** for summary of proposed investments, and ***Attachment H*** for details of each sub-strategy, including best practices and referral sources.

The charts in this report include recommended sub-strategies, along with projected annual number of participants served and recommended annual funding allocation. As the proposed funding cycle is 2.5 years (January 2016 through June 2018) due to the 6-month extension of

Item: _____
 Public Safety Committee
 June 23, 2015

Measure Y grant agreements, the numbers served and the annual funding allocations will be prorated for the first 1.5 year grant period, and adjusted to reflect revised revenue projections.

Strategy Area I: Life Coaching/Intensive Case Management

Goal: To form deep, long-term relationships with highest risk youth and young adults, including coaching, advocacy, system navigation and connection to basic needs and resources.

Measure Z Language: “(a) Street outreach and case management to youth and young adults at high-risk of involvement in violence in order to connect individuals in need of employment, mental health, or educational services to needed programs”

Population(s):

- Youth /young adults considering using or using violence to solve conflicts
- Youth/young adults with a serious/violent offense returning to the community after incarceration

Key Components:

- Client-centered approach prioritizing safety, health and personal development
- Small caseloads (ratio 12:1)
- High intensity engagement (daily touch)
- 12-18 month service period
- Must use needs assessment to inform life/case plan
- Case conferencing required
- Incentivized participation for highest risk
- Coaching includes basic life skills as well as critical thinking, attitudes and behaviors
- Comprehensive supports including systems navigation, legal advocacy, and resource brokerage
- Support for undocumented immigrants in accessing legal assistance and other available resources, such as U Visa application if applicable

Proposed Changes from Current Funding:

- Case Management a stand-alone strategy area
- Even more strategic, defined referral mechanisms (points of entry)
- More emphasis on standard protocols for engagement and assessment
- More investment in structured client incentives for milestones
- More robust coordination across providers, strategies and systems
- Staff recommends that the stipend program for highest risk adults be directly allocated to a local foundation to be named pending further discussions

Item: _____
Public Safety Committee
June 23, 2015

Leveraging and Alignment Opportunities: Staff has had preliminary conversations with the Alameda County Probation (ACP) about leveraging opportunities for youth and young adults served in this strategy. Staff have met to ensure that strategies are in alignment with ACP priorities and resources and will continue to work with ACP to explore leveraging opportunities associated with realignment funds. Additionally, funds from a state CalGRIP grant awarded to HSD and OPD in 2015 will support 1 Ceasefire Case Manager in HSD from January 2016-December 2017. Staff is recommending allocating remaining FY15-16 Measure Z funds (see Cost Summary section) to continue support for this position and ensure continuity for participants.

Life Coaching/Intensive Case Management Allocations

Sub-strategy	Number of Agencies and/or Positions	Projected Annual # Served	Estimated Annual Funding
Intensive Youth Case Management	Direct Allocation to OUSD*	320**	\$ 80,000
	Direct Allocation to Probation*	320**	\$ 90,000
	RFP for 2-4 Agencies	320	\$ 920,000
	Subtotal	320	\$ 1,090,000
Intensive Adult Case Management	Direct Allocation to HSD for 3 Case Managers***	45	\$ 300,000
	RFP to 1-2 Agencies to serve High Risk Individuals (6 Case Mgrs)	120	\$ 300,000
	RFP for 1-2 Agencies to serve Highest-Risk Individuals (6 Case Mgrs)	90	\$ 325,000
	Direct Allocation for Stipend Program for Highest Risk	120**	\$ 450,000
	Subtotal	255	\$ 1,375,000
Strategy Area Total		575	\$ 2,465,000

* Direct allocation to these partners ensures robust coordination and alignment of public systems with intensive youth case management strategy

** Clients served will be a subset of clients served elsewhere, and thus are not included in the projected total annual service numbers.

***4th Case Manager funded through CalGRIP for 2 years and Measure Z for 1 year

Strategy Area II: Education and Economic Self-Sufficiency

Goal: To connect highest risk youth and young adults with employment through skills and job readiness training, academic support, job placement, and strengthening employer relationships.

Item: _____
 Public Safety Committee
 June 23, 2015

Measure Z Language: “(c) Reentry programs for youth and young adults, including case management, school support, job training and placement in order to reduce recidivism rates and improve educational and employment outcomes”

Population(s):

- Youth/Young adult at highest risk of violence
- Youth/Young adult with a serious/violent offense returning to the community after incarceration

Key Components:

- Prioritize referrals from Oakland Unite Case Managers
- Employment Specialist at each agency works closely with client and Case Manager
- Employment Specialist must demonstrate capacity to effectively work with target population
- Employment providers are required to include educational supports, either as an internal component of their service delivery or through a formal partnership with other agency
- Educational achievement can include tutoring, academic case planning, credit recovery, GED attainment, specialized skills certification, post-secondary alternatives, etc.
- Case conferencing required
- Incentives for employment retention
- Funds to support client job readiness (travel, attire, tools, certification)
- Soft and hard skills training
- Paid job training/internships/transitional employment
- Long-term job placement and retention
- Summer youth employment

Proposed Changes from Current Funding:

- Dedicated Business/Community Liaison to work with employers and funded employment agencies on creating jobs and career pathways that meet employer needs
- Focus on building employer-readiness that is aligned with client readiness
- Increasing capacity to successfully support high-risk individuals in employment through strong connection with dedicated case manager, training for employers, stipends
- Combined youth and young adult services to support continuity of services for clients
- Increased emphasis on education and certification support linked to employment for youth and adults

Leveraging and Alignment Opportunities: Staff have had preliminary conversations with the Workforce Investment Board and OUSD on leveraging additional resources and will include relevant opportunities or requirements in the Request for Proposals.

Item: _____
Public Safety Committee
June 23, 2015

Education and Economic Self-Sufficiency Allocations

Sub-strategy	Number of Agencies and/or Positions	Projected Annual # Served	Estimated. Annual Funding
Employment/ Education Support	RFP for 3-6 Agencies	450	\$ 1,750,000
	Business/Community Liaison	N/A	\$ 100,000
	<i>Subtotal</i>	<i>450</i>	<i>\$ 1,850,000</i>
<i>Strategy Area Total</i>		<i>450</i>	<i>\$ 1,850,000</i>

Strategy Area III: Violent Incident and Crisis Response

Goal: To provide individual and community support following a violent incident, with an eye to developing relationships that can interrupt retaliation and prevent future violence.

Measure Z Language: “(b) Crisis response, advocacy and case management for victims of crime (including domestic violence victims, commercially sexually exploited children, and victims of shootings and homicides) with a strategic focus on reducing likelihood of being re-victimized” and “(d) Young children exposed to trauma or domestic and/or community violence.”

Population(s)

- Young child/adult experiencing violence in the home
- Young person being sexually exploited
- Youth/young adult who is shot or seriously injured from violence
- Family, friends, community of young person who is shot or killed
- Young person considering using violence to solve problems
- Young person at highest risk for intense violence

Key Components

- Direct response to shooting victims, families of homicide victims, and those experiencing family violence within 24-48 hours of incident
- Outreach and support for individuals experiencing sexual exploitation
- Outreach and support to individuals and communities deeply impacted by intense violence
- Trained specialists in intense conflict mediation and violence interruption
- First response/outreach services integrated with longer-term clinical case management
- Emphasis on mental health services that also address holistic needs associated with aftermath of violence (housing, etc.)
- Strong coordination among those involved in incident response – including with Ceasefire efforts, Highland Hospital, OPD and other law enforcement entities, and community networks

Item: _____
Public Safety Committee
June 23, 2015

- Support for undocumented immigrants who are victims of crime, including assistance with U Visa application.

Proposed Changes from Current Funding:

- Relocation pilot program for those at highest risk of immediate intense violence
- Increased coordination between homicide/shooting response, Street Outreach and Ceasefire efforts
- Extended age range (12-35) and greater number of shooting victims referred through Highland Hospital to be served with distinct service categories depending on client need and risk-level
- Street Outreach teams even more focused on targeted incident response, violence interruption and community engagement, with added layers of training and supervision
- Integration of services for young children exposed to intense violence in family violence and homicide response strategies

Leveraging and Alignment Opportunities: HSD staff will work with funded agencies to ensure that funds available through Medi-Cal and the California Victim Compensation Program are fully leveraged to support program activities. Staff will coordinate and align efforts with the Family Justice Center and the District Attorney’s Office.

Additionally, funds from a federal Office of Juvenile Justice and Delinquency Prevention grant awarded to HSD in 2015 will support Street Outreach activities (uniforms, materials) from January 2016 through December 2016. Staff will also work with the Mayor’s Office to ensure that RFP services are complementary to the recent General Purpose Fund allocation to services for Commercially Sexually Exploited Children.

Violent Incident and Crisis Response Allocations

Sub-strategy	Number of Agencies and/or Positions	Projected Annual # Served	Estimated. Annual Funding
Homicide/Shooting Response & Support Network	RFP for 1-2 Agencies to do homicide response	250	\$ 300,000
	RFP for 1-2 Agencies to do shooting response	100	\$ 125,000
	RFP for 1 Agency to do Relocation	100*	\$ 100,000
	<i>Subtotal</i>	350	\$ 525,000
Street Outreach	Direct Allocation to HSD for VPNC & Services Liaison	250*	\$ 270,000
	RFP for 1-2 Agencies	250	\$ 1,116,686
	<i>Subtotal</i>	250	\$ 1,386,686

Item: _____
 Public Safety Committee
 June 23, 2015

Family Violence Intervention	RFP for 1-2 Agencies	1,000	\$ 450,000
	<i>Subtotal</i>	1,000	\$ 450,000
Comm. Sexually Exploited Children (CSEC) Intervention	RFP for 1-2 Agencies	200	\$ 175,000
	<i>Subtotal</i>	200	\$ 175,000
Strategy Area Total		1,800	\$ 2,536,686

** Note: Clients served will be a subset of clients served elsewhere, and thus are not included in the projected total annual service numbers.*

Strategy Area IV: Community Asset Building

Goal: To deepen the capacity of service providers and communities most affected by violence to change norms and decision-making around violence.

Measure Z Language: “Coordination of public systems and community-based social services with a joint focus on youth and young adults at highest risk of violence as guided by data analysis.”

Population(s)

- Providers in the Oakland Unite network
- Community members (parents, residents, educators) in neighborhoods most impacted by violence

Key Components

- Through the “Provider Network and Capacity Building” sub-strategy, offer training, tools, and resources to providers that increase their effectiveness when working with high-risk clients
- Training may include: motivational interviewing, trauma-informed care, case planning, restorative justice techniques, using BMoC informed practices
- Support structures, events, and trainings that develop and empower community leaders, helping them to be active partners in community-wide violence reduction
- In the “Community Engagement” sub-strategy, activities will include a Client Leadership Council for Ceasefire and Street Outreach to deepen client involvement in citywide violence prevention strategies and to support client’s personal development
- Community engagement will build upon previous efforts of the City and County Neighborhoods Initiative (CCNI) and include an expansion of the Peace in the Parks Program, increasing outreach and support to parents and residents in neighborhoods experiencing disproportionate levels of violence to replicate and build on the successful summer parks program model

Item: _____
Public Safety Committee
June 23, 2015

- Position in the Mayor’s office will ensure coordination across City departments and alignment of Measure Z funded services with the Mayor’s Policy Initiatives.

Proposed Changes from Current Funding

- New strategy area that focuses on internal capacity of both providers and communities
- Intended to highlight best practices within the provider network and encourage learning new skills and shared approaches based on evidence
- HSD proposes that funds in the “Provider Network and Capacity Building” sub-strategy be awarded through a separate Request for Qualifications process. This RFQ would solicit applicants to provide training and technical assistance to violence prevention and intervention service providers who are successful in the RFP process.

Leveraging and Alignment Opportunities: The “Community Engagement” sub-strategy will build on continued investments made by the Alameda County Public Health Department through the City and County Neighborhoods Initiative (CCNI) to support resident engagement and empowerment.

Community Asset Building Allocations

Sub-strategy	Number of Agencies and/or Positions	Projected Annual # Served	Estimated Annual Funding
Provider Network Skills and Capacity Building	RFQ for 2-6 Agencies	200	\$ 200,000
	Subtotal	200	\$ 200,000
Community Engagement and Support	Direct Allocation to HSD for Parks Program Coordinator	300	\$ 120,000
	RFP or Direct Allocation for Resident Leadership Development (CCNI)	300*	\$ 215,000
	RFP for 1 Agency for Leadership Council	20	\$ 170,000
	Direct Allocation for Mayor's Public Safety Advisor	N/A	\$ 83,314
	Subtotal	720	\$ 588,314
Strategy Area Total		920	\$ 788,314

* Clients served will be a subset of clients served elsewhere, and thus are not included in the projected total annual service numbers.

Item: _____
 Public Safety Committee
 June 23, 2015

Strategy Area V: Innovation Fund

Goal: To create space for emerging ideas and promising practices/programs in violence intervention to prove their effectiveness.

Population(s): services must be focused on individuals communities most affected by violence

Key Components

- Innovation programs/practices may include employment, diversion programs, social/political/cultural education, healing approaches, leadership development
- Mechanisms to capture lessons learned with an eye to informing future interventions

Proposed Changes from Current Funding:

- New strategy area to provide seed funds that incubate high potential programs/practices
- Offers opportunity for creative approaches towards serving hyper-marginalized populations disproportionately impacted by violence that OU programming have had challenges in engaging (i.e.: undocumented youth and young adults, LGBTQ, CSEC, young children, etc.).

Innovation Fund Allocation

	Number of Agencies and/or Positions	Projected Annual # Served	Estimated. Annual Funding FY
Innovation Fund	RFP for 1-3 Agencies	100	\$ 246,981
	<i>Subtotal</i>	<i>100</i>	<i>\$ 246,981</i>
	<i>Strategy Area Total</i>	<i>100</i>	<i>\$ 246,981</i>

Item: _____
Public Safety Committee
June 23, 2015

Highlight: Direct Investment in Ceasefire Across Strategies

The following direct investments (20% of the overall investment) will support expansion and sustainability of the City’s Ceasefire effort, focusing on working intensively with young adults identified as at very highest risk of gun violence.

Ceasefire Direct Investment	Strategy Area	Projected Annual # Served	Estimated Annual Funding FY 2016-17
Direct Allocation to HSD for 3 Case Managers*	Life Coaching/ Intensive Case Mgmt	45	\$ 300,000
RFP for 1-2 Agencies to serve Highest-Risk Population (6 Case Managers)	Life Coaching/ Intensive Case Mgmt	90	\$ 325,000
Direct Allocation for Stipend Program for Highest Risk	Life Coaching/ Intensive Case Mgmt	120**	\$ 450,000
Business/Community Liaison	Edu/Econ. Self-Sufficiency	N/A	\$ 100,000
Direct Allocation to HSD for Violence Prevention Network Coordinator & Services Liaison	Violent Incident and Crisis Response	250**	\$ 270,000
RFP for 1 Agency for Leadership Council	Community Asset Building	20	\$ 170,000
<i>Ceasefire Total</i>		<i>155</i>	<i>\$ 1,615,000</i>

* 4th HSD Case Manager funded by CalGRIP grant for 2 years; and Z funding for 1 year

**Note: Clients served will be a subset of clients served elsewhere, and thus are not included in the projected total annual service numbers.

Complementary services that align with Ceasefire efforts include:

- Estimated \$1.4 million annually in Street Outreach services
- Estimated \$535,000 annually for violent incident response (shooting and homicide)
- Estimated \$1.7 million annually in youth and adult employment services with priority for Ceasefire clients
- Estimated \$300,000 annually in community engagement efforts that focus on neighborhoods that experience a disproportionate amount of gun violence.

Additionally, leveraged funds for Ceasefire include a state CalGRIP grant of \$1.5 million over three years to support case management and mentorship development for Ceasefire clients. Staff will return with recommendations to continue support for this work if new funding cannot be identified when the grant ends in December 2017.

Item: _____
Public Safety Committee
June 23, 2015

Highlight: Direct Investment in Commercially Sexually Exploited Children (CSEC)

The following direct investments (4% of the overall investment) will support outreach and intensive support to young people experiencing commercial sexual exploitation.

CSEC Direct Investment	Strategy Area	Projected Annual # Served	Estimated Annual Funding
RFP for 1-2 Agencies	Violent Incident and Crisis Response	200	\$ 175,000
CSEC Youth Case Management*	Life Coaching/ Intensive Case Management	Estimated 50-60	\$ 172,500
CSEC Total		260	\$ 347,500

*An estimated 2-3 Case Managers in the youth Life Coaching/Intensive Case Management Strategy will be explicitly assigned to serve CSEC.

Summary

For the two and a half year funding cycle beginning in January 2016, staff recommends that 82% of available funding be allocated through a competitive request for proposal process. Direct allocation is recommended to the following positions and programs:

- Oakland Unite Peace in the Parks Program (Department of Human Services)
- Violence Prevention Network Leader and Street Outreach/Ceasefire Service Liaison (Department of Human Services)
- Two Case Managers and Lead Ceasefire Case Manager/Outreach Developer (Department of Human Services)
- Juvenile Justice Center (JJC) Program Manager (Oakland Unified School District)
- Alameda County Probation Department Juvenile Justice Program Manager
- High Risk Adult Participant Stipend Program (Foundation TBD)

PUBLIC OUTREACH/INTEREST

Staff plans to present this item to the Measure Z Oversight Committee on May 27, 2015, in Oakland City Hall, Hearing Room 1, and the Public Safety Committee at their meeting on June 23, 2015 (meeting place TBD). In addition, HSD staff conducted a five-month public input and planning process – please see **Attachment D** for details.

Item: _____
 Public Safety Committee
 June 23, 2015

COORDINATION

The City Attorney's Office, Budget Office, City Administrator, and OPD were consulted in the preparation of this report and resolution. Oakland Unite violence prevention efforts are done at multi-agency collaborative tables, and coordinated with OPD and other law enforcement entities. As noted above, the planning process that led to the recommendations in this report included coordination with key stakeholders (*Attachment D*).

COST SUMMARY/ IMPLICATIONS

The allocations recommended in this report will be supported by restricted funds collected for violence prevention programs as authorized by the voter initiative Measure Z, the 2014 Oakland Public Safety and Services Violence Prevention Act.

The Budget Office currently projects Measure Z revenue for Fiscal Year 2015-2016 and Fiscal Year 2017-2018 to be an estimated \$24,658,021 and \$25,207,875 respectively. Of this total, three percent is set aside annually for audit and evaluation of the programs, strategies and services funded by this measure, and to support the work of the Commission. Of the remaining 97%, \$2,000,000 annually is allocated to the Fire Department; after which 60% is set aside for the Oakland Police Department.

The remaining portion goes to HSD for violence prevention and intervention programs. The projected HSD portion is projected to be \$8,763,412 in Fiscal Year 2015-2016 and \$8,980,656 in Fiscal Year 2016-2017. After 10% administrative costs are allocated to HSD (\$876,331 in Fiscal Year 2015-2016 and \$898,066 Fiscal Year 2016-2017), approximately \$7,886,981 is available for violence intervention and prevention programs in Fiscal Year 2015-2016 and \$8,082,590 in Fiscal Year 2016-2017.

The proposed service allocations in this report for January 2016 through June 2016 are based on half of the projected program funding available in Fiscal Year 2015-2016 (\$3,943,490). Service allocations in Fiscal Year 2016-2017 are double the amount allocated for January-June 2016, plus a 2.5% increase based on projected revenue increases. Revenue projections are not yet available for the final year, Fiscal Year 2017-2018. If revenue projections change, either positively or negatively, staff recommends all allocations be adjusted by the same percentage amount.

The Safety and Services Oversight Commission authorized the use of \$2,407,832 (pending Council approval) from Fiscal Year 2015-2016 funds to extend programs funded under Measure Y from July 1, 2015 through December 31, 2015 while this spending plan and the subsequent request for proposals could be approved and carried out. Staff will return to Council with a recommendation for use of any remaining Fiscal Year 2015-2016 Measure Z funds (an estimated \$1.5 million).

Item: _____
Public Safety Committee
June 23, 2015

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

Informed by evidence-based practices and leading models of violence prevention and intervention, Oakland Unite programs have proven effective in reducing rates of recidivism and arrests for violent crimes among participants, while increasing rates of engagement in employment and education programs.

The Measure Y independent evaluator, Research Development Associates (RDA), is charged with conducting an evaluation of Measure Y and the Oakland Unite violence prevention programs. RDA released the *Oakland Unite Retrospective Evaluation Report: 2005-2013*, for the purpose of reflecting on the impact of the measure over time. This report was presented to the Public Safety Committee on October 28, 2014. **Attachment C** contains an updated overview of evaluation findings prepared by RDA, along with recommendations based on those findings and a review of best practices.

Key evaluation findings include:

- Oakland Unite used data to target its programs to individuals who are at higher risk for justice system involvement. As a result, over time, Oakland Unite served older clients; a greater proportion of men and boys compared to women and girls; and a greater proportion of clients with histories of justice system involvement.
- Oakland Unite participants were less likely to be arrested or convicted of any new offense—either violent or non-violent—after participating in an Oakland Unite program, with particularly striking decreases in the percentage of clients arrested or convicted for violent offenses.

This report incorporates a number of the recommendations made by evaluators, including:

- Clearer definition of target population through more defined referral sources
- Build professional capacity among providers and CBOs
- Increase coordination and communication among providers and key partners
- Increase emphasis on job placement/retention and focus on partnerships with employers
- More consistent use of evidence-based practices across all strategies, including shared assessment protocols and intensive relationship-centered interventions

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 around recidivism reduction, educational achievement, and employment 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.

Item: _____
Public Safety Committee
June 23, 2015

Environmental: By expanding social services to and improving opportunities for those most impacted by violence, marginalized communities are made safer, healthier, and stronger through the sustained development of its most disenfranchised members. Safer neighborhood conditions contribute to the growth and revitalization of our communities.

Social Equity: Oakland Unite programs assist youth, young adults, and families in Oakland in achieving a greater degree of social equity by improving school performance, expanding employment opportunities and providing comprehensive support services in the areas of mental health, legal advocacy, crisis response, and intensive case management.

For questions regarding this report, please contact Peter Kim, Oakland Unite Manager, at 510-238-2374.

Respectfully submitted,

SARA BEDFORD
Director, Human Services Department

Reviewed by:
Peter Kim, Oakland Unite Manager

Prepared by:
Dyanna Christie, Planner
Josie Halpern-Finnerty, Planner

ATTACHMENTS:

Attachments A and B – Asset Inventory and Gaps Analysis prepared by Urban Strategies/Prevention Institute

Attachment C – Evaluation Review and Recommendations Memo prepared by Resource Development Associates

Attachment D – Memo on Community Input by Bright Research Group

Attachment E – Stressors Map by Urban Strategies

Attachment F – Visual Overview of Strategy Areas

Attachment G – Summary of Proposed Investments

Attachment H – Sub-strategy Details

Item: _____
Public Safety Committee
June 23, 2015

ATTACHMENT A

Prepared for the

City of Oakland Department of Human Services

Under Contract PO# 2014014033

An Analysis of Gaps and Assets to Enhance Violence
Prevention Outcomes in Oakland, California:
Summary Findings and Recommendations

Prepared by



April 2015

Urban Strategies Council is a social impact organization that uses research, policy, collaboration, and advocacy to achieve equity and social justice. The Council's mission is to eliminate persistent poverty by working with partners to transform low-income neighborhoods into vibrant, healthy communities.

Urban Strategies Council
1720 Broadway, 2nd Floor
Oakland, California 94612
www.urbanstrategies.org

Prevention Institute is an Oakland-based nonprofit, national center dedicated to improving community health and wellbeing by building momentum for effective primary prevention. Primary prevention means taking action to build resilience and to prevent problems before they occur. The Institute's work is characterized by a strong commitment to community participation and promotion of equitable health outcomes among all social and economic groups. Since its founding in 1997, the organization has focused on community prevention, injury and violence prevention, health equity, healthy eating and active living, positive youth development, health system transformation and mental health and wellbeing.

Prevention Institute
221 Oak Street
Oakland, CA 94607
www.preventioninstitute.org

Produced under a Creative Commons
Zero License. All uses permitted.



Table of Contents

Introduction	4
---------------------	----------

Findings	5
-----------------	----------

1. Violence is one of the city’s biggest and most important challenges, and there is strong support for finding solutions that will work for Oakland.
2. There is agreement on the leading factors that contribute to violence in Oakland, and these factors align with the research.
3. There is agreement on the factors that could be most protective against violence in Oakland, and these factors align with the research.
4. Even as there is agreement on underlying risk and resilience factors for violence in Oakland, the strategies most often cited as effective tend to be on the intervention and enforcement side. There is room to focus more substantially on the underlying factors for violence through effective prevention strategies.
5. There are large disparities in violence and in risk and resilience factors across Oakland neighborhoods.
6. There is agreement about desired outcomes—a safe, thriving Oakland.
7. The absence of structural supports and formal mechanisms has hampered the city from maximizing outcomes.
8. There’s a common understanding that the problem of violence is “bigger than the police,” and there is great interest in multi-sector roles, contributions and partnerships, and in leveraging the breadth of Oakland’s resources.
9. There is support for a unified violence prevention plan to prevent violence in Oakland and to unite people under a shared vision.
10. An indicators framework could increase public understanding of what works to prevent violence and help prioritize allocation of resources

Recommendations	14
------------------------	-----------

1. Develop a balanced, comprehensive multi-sector plan to prevent violence in Oakland that clarifies the prioritized actions for reducing violence.
2. Create an ongoing mechanism or forum for coordination across city efforts, and with the community and with the county.
3. Communicate to all stakeholders – including city agencies and the public – the need for a comprehensive multi-sector approach and develop benchmarks that would support reductions in violence.
4. Continuously build capacity to implement a comprehensive multi-sector plan.

References	15
-------------------	-----------

Introduction

In many ways, Oakland is thriving—it's one of three major cities in a booming region, it's a hub for commerce and culture in the East Bay, and a destination known for its diversity, activism and roots. But Oakland also has been hampered for too long by violence. Safety is the number one priority of Oakland residents, and rightly so. Violence has become so common in some neighborhoods that it seems endemic and normal, instead of something that can be prevented.

As evidenced by the passage of Measure Y in 2004 and Measure Z in 2014, Oakland residents know that law enforcement and violence suppression cannot stand alone. Public safety has long been a top priority among local voters, and there is widespread and long-standing support in Oakland for a balanced approach to violence with investments in community policing, as well as prevention and intervention strategies. While Measure Y has been a tremendous asset for the City and a model for other locales around the country, Measure Y and burgeoning police reforms alone are insufficient to maximize Oakland's violence prevention efforts. The underlying contributors to violence will take a concerted effort to address, necessarily engaging evermore partners and leveraging Oakland's limited resources wherever possible. Emerging successes in cities around the country can also inform Oakland's strategies. Essential elements of success go beyond programming to include strategic plans, integrated data sharing, and formal structures for collaboration. Indeed, among the largest cities in the U.S., those with the most collaboration across multiple sectors also have the lowest rates of violence.¹

Despite structural challenges, there are many opportunities to make headway and much great work to build upon. These findings and recommendations for creating safe communities throughout Oakland are informed by Urban Strategies Council products on violence prevention gaps and assets, as well as interviews with nine city leaders. (See Appendix A: List of Interviewees.) Interviews took place in February and March 2015 with the explicit purpose of understanding commonalities and shared priorities for policy and programming, understanding key barriers and challenges and opportunities for overcoming them, and identifying potential structures and supports to maximize Oakland's investments and improve outcomes further.

Findings

1. Violence is one of the city’s biggest and most important challenges, and there is strong support for finding solutions that will work for Oakland. Oakland’s residents and leaders are deeply concerned about high levels of violence and seek solutions. It’s clear that too many people are impacted by violence and there is too much fear. While this plays out differently in various parts of the city, it is nevertheless a common concern. At the same time, there is a sense that there is a brazenness in Oakland and, further, that behaviors are tolerated that would be unacceptable in other places, including speeding, for example, as well as sideshows and violence. The pervasiveness of violence makes it seem too much the norm, and there is the risk of desensitization and resignation to the status quo. For example, when “innocent victims” are harmed—children and, recently, a young mother, there is strong outcry. In contrast, violence that affect the majority of victims, largely young men of color, are perhaps seen as normal or more acceptable. Oakland can be a city where every life is valued and any loss of life is considered a tragedy. Oakland can renew its commitment to ever more effective solutions that will work for the whole city and all residents. An example cited in one interview was a lack of observance of speed limits in Oakland, while drivers slow down just across the bridge when they reach Alameda. There is a need to shift norms away from violence and “anything goes” and toward hope and opportunity for everyone.

2. There is agreement on the leading factors that contribute to violence in Oakland, and these factors align with the research. Factors that increase or reduce the likelihood of violence are known as risk and resilience factors, respectively. Risk factors are conditions or characteristics in individuals, families, communities and society that increase the likelihood that violence will occur.² Resilience factors are conditions or characteristics in individuals, families, communities and society that are protective, thus reducing the likelihood that violence will occur, even in the presence of risk factors.³ No one factor alone can be credited with causing or preventing violence; it is the accumulation of risk factors without compensatory resilience factors that puts individuals, families and communities at risk.⁴ Effective violence prevention efforts are those that reduce risk factors and strengthen resilience factors. Among city leaders, there is agreement about key risk factors that contribute to violence in Oakland. The most commonly named factors include economic and educational factors, social inequities, and lack of opportunities and alternatives to violence for young people. In addition, family factors and conditions, the widespread availability of guns, pervasive trauma, and a lack of hope were identified as key issues.

3. There is agreement on the factors that could be most protective against violence in Oakland, and these factors align with the research. In addition to intervention, enforcement and policing strategies, there is an understanding of the need for prevention strategies that bolster priority resilience factors. The most commonly identified resilience factors include: enhanced employment opportunities, through better jobs, workforce development, and career pathways; improved educational outcomes; positive activities for young people and alternatives to violence; positive early childhood development; reduced exposure to trauma and violence; housing; and supportive re-entry.

The emphasis on these resilience factors underscores Oakland's support for upfront prevention strategies. At the same time, there is recognition that strategies to bolster these factors are not yet fully implemented. While Oakland UNITE, for example, is seen as an important resource for addressing some of these, it's clear that it cannot bring these strategies to scale on its own, particularly given the level and intensity of need and the importance of engaging many other partners and coordinating efforts to address this array of resilience factors.

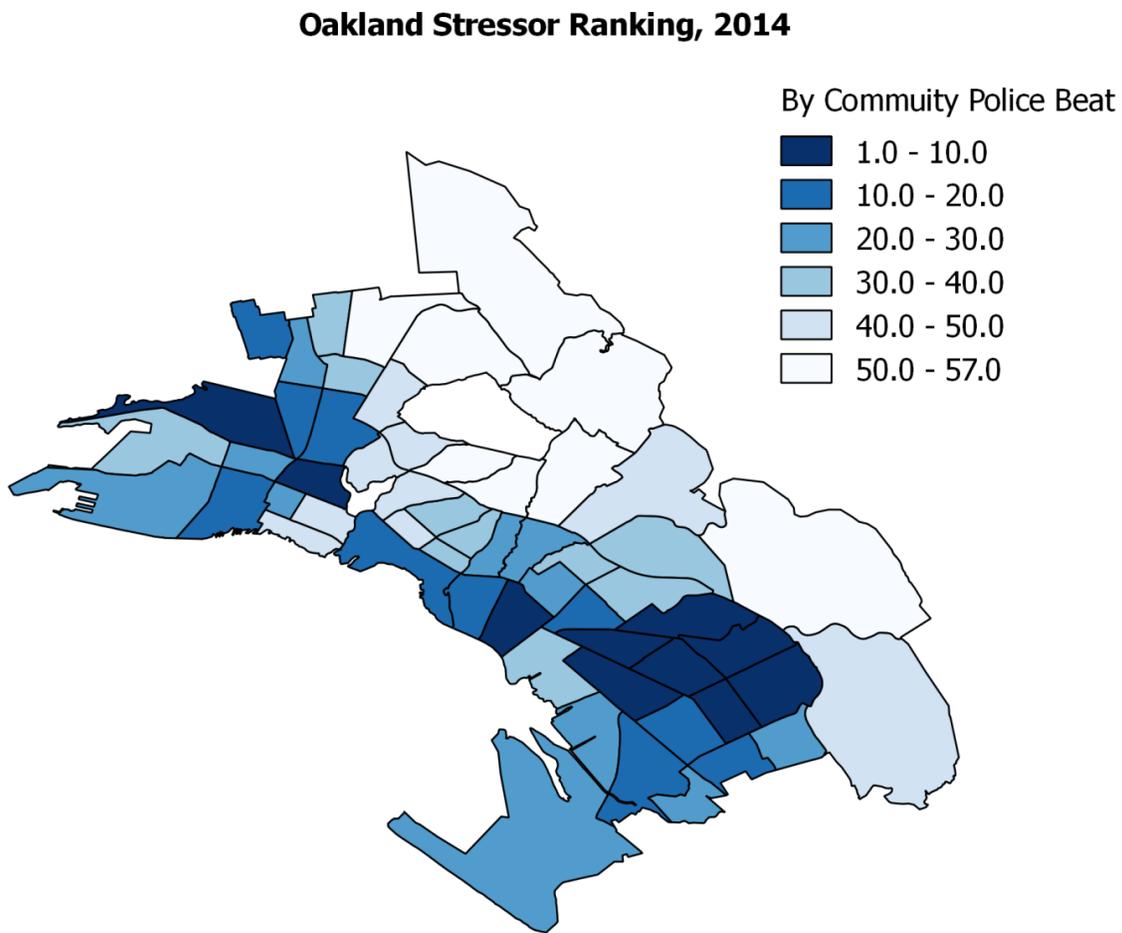
4. Even as there is agreement on underlying risk and resilience factors for violence in Oakland, the strategies most often cited as effective tend to be on the intervention and enforcement side. There is room to focus more substantially on the underlying factors for violence through effective prevention strategies. Aside from Oakland UNITE prevention programs, the strongest elements identified by city leaders to address violence tend to be intervention, enforcement and policing strategies. Of particular note is the current iteration of Operation Ceasefire, and street outreach and interruption strategies are also seen as effective. The value of community policing was also noted, as was the notion that there are varying definitions of community policing and there is value in having a shared definition. There is support for police department efforts to improve trust with residents and communities affected by violence. Restorative justice programs were also noted as being extremely valuable. There was strong support for the need to bring multiple programs to scale to maximize impact, as well as recognition of the challenges of doing so.

5. There are large disparities in violence and in risk and resilience factors across Oakland neighborhoods. Understanding the distribution of violence, as well as of risk and resilience factors, can inform the allocation of resources and prioritization of investment in specific neighborhoods and populations. The stressor rankings are local measures of violence-related stress that allow for comparison of the relative levels of need across Oakland's community police beats at a single point in time (see Figure 1).

The stressor rankings are purely a measure of relative need. The latest model includes data on crime incidence (juvenile and adult arrests, domestic violence reports, shootings and homicides, other violent crime, and burglaries), adult probationers, chronic absence from school, suspensions from school for violent incidents, and a proxy for poverty. These data come from a variety of sources and many reflect snapshots from 2013 while others reflect mid-2014 data. The lowest rankings (e.g., 50-57 on the map on page 8) indicate the lowest concentration of stressors in a community. As Figure 1 shows, large disparities in violence-related stressors exist across Oakland neighborhoods. Neighborhoods in East Oakland and West Oakland have the highest concentrations of high-stress police beats. These highly-stressed neighborhoods are consistently identified over time as impacted by violence, and the people who reside in these communities experience higher levels of factors known to increase individual and community violence risk. The stressors reinforce the need to pursue community-level strategies to build a safer Oakland. They also point to school-aged children and youth and young adults as two populations who may benefit most from strategies that prevent violence.

At times, Oakland can appear to be a divided city in terms of its violent crime—home invasion burglary and armed robberies in the city’s more affluent neighborhoods in the hills, and shootings and homicides in the city’s lower-income neighborhoods in the flatlands. It’s important that residents and policymakers understand that the same actors are responsible for all types of violent crime around the city, and that these different forms of violence are symptoms of the same root problems. This suggests that, in the short-term, policing strategies that use data to identify these actors and offer alternatives, such as through the city’s Ceasefire program, will likely have an impact throughout and the city. In the long-term, addressing the risk and resilience factors that contribute to or are protective against a ‘pipeline’ into criminality will have a broader, more sustainable impact on violence and safety throughout the city.

Figure 1: Police Beats by Stressor Ranking



6. **There is agreement about desired outcomes—a safe, thriving Oakland.** This consensus can inform the development of a shared vision. A shared vision can help align efforts, inform priorities, and build momentum in a common direction. Themes on desired outcomes that emerged are: significant, visible and sustained reductions in violence crime; young people feel connected to school and community; people feel safe in their neighborhoods; hope and opportunity for everyone; cooperative,

trusting relationships between police and the community; systems that act early for Oaklanders in a way that prevents violence down the road and keeps young people on a path to success; and every Oaklander is able to access gainful, meaningful employment and/or attend college.

7. The absence of structural supports and formal mechanisms has hampered the city from maximizing outcomes. City leaders recognize that a number of challenges will need to be overcome to more systematically maximize the city's investments and leverage existing resources. These challenges include: the absence of a formal mechanism for ongoing coordination; inadequate resources to match the breadth of the problem and bring what's working well to scale; absence of coordinated resources or a coordinated framework to better leverage existing resources; the need for a unified vision under which to coordinate and mobilize action; the need for a unified plan; historical challenges related to community-police trust; and the absence of a clear place or mechanism for responsibility and accountability.

There is a shared understanding that solutions must go beyond the police and law enforcement strategies – as evidenced by support for Oakland UNITE programs – but these strategies are also frequently identified as being the most accountable. People recognize that Oakland cannot arrest its way out of the problem and that core risk and resilience factors for violence go well beyond the mandate of law enforcement, but in the absence of clear mechanisms for accountability, the police department may continue to be the default player for addressing violence in Oakland. Having an explicit mechanism for accountability, e.g. explicit roles for multiple sectors and shared indicators for success, could help clarify who is responsible for each component and how each partner can be held accountable.

8. There's a common understanding that the problem of violence is "bigger than the police," and there is great interest in multi-sector roles, contributions and partnerships, and in leveraging the breadth of Oakland's resources. There is an opportunity to enhance the city's effectiveness by engaging multiple sectors and clarifying their roles to prevent violence. In one of Strategic Policy Partnership's reports, "Addressing Crime in Oakland: Zeroing Out Crime, a Strategy for Total Community Action," the authors listed multiple city departments and noted current programs that could be in service to a safer city.⁵ Since that report was issued, the possibility of engagement hasn't been realized. Even as city leaders note the potential roles and contributions that multiple city agencies could make, there was the acknowledgement that, for example, "It might be that libraries and parks and rec don't know their role in this." Without a unified, multi-sector plan, it's likely that most people will continue to think of Ceasefire, policing and Oakland UNITE as the city's violence prevention approach, without leveraging other existing resources that could enhance outcomes.

Coordination across agencies, and coordinated funding in particular, were identified as an important mechanism for existing programs and resources to have an even greater impact. While there are realistic concerns about resources and scale, there is also an opportunity to leverage and better coordinate existing resources in service of safer Oakland communities. For example, workforce development was noted as an important strategy in support of a safer Oakland. For example, with the

passage of Measure N, the Oakland College and Career Readiness for All Act, there is the opportunity to coordinate workforce development strategies with Oakland UNITE both to prioritize investments toward a common goal, reduce potential duplication of effort, and ensure that Measure N resources are supporting a safer Oakland as appropriate.

9. There is support for a unified violence prevention plan to prevent violence in Oakland and to Unite people under a shared vision. City leaders see the value of having a unified plan and identified a number of advantages to such a unified plan. These include: it would allow for a focus to be maintained by city leaders; clarifies priorities; allows for the development of common definitions and shared understanding of key terms and issues (e.g. community policing, prevention, roles of multiple sectors, etc.); creates the opportunity for many sectors besides the police to engage in solutions, which is what's needed to be most effective; co-creates; creates a platform for better coordination; overcomes traditional silos between sectors and/or different branches of city leadership; and could lend a laser-like focus on violence prevention, including priority risk and resilience factors for each relevant department.

Measures Y and Z were repeatedly identified as tremendous assets for Oakland. That notwithstanding, Oakland UNITE and particularly Measure Y has served as a proxy for the city's violence prevention plan to date. This may have contributed to an overreliance on Measure Y funding without the platform to understand how additional or existing resources can also contribute to solutions. This overreliance may also place unrealistic expectations on Measure Y outcomes that are out of proportion to the funding level. Having a more comprehensive plan can clarify the appropriate and strategic contributions for Measure Z funding – and Ceasefire – in the context of other efforts.

10. An indicators framework could increase public understanding of what works to prevent violence and help prioritize allocation of resources. Because violence is complex and its prevention is not widely understood, there is value in having tools or frameworks that can more readily convey the comprehensive nature of solutions. Particularly in Oakland where policing, Ceasefire and Measure Y have largely been seen as the whole of the city's approach, a more comprehensive and inclusive approach needs to be conveyed to policymakers and the public.

For example, Los Angeles developed a Community Safety Scorecard to inform resource allocation based on need, to convey clearly key factors associated with violence, and to track progress. Based on correlation analysis and available datasets at the ZIP code level, 18 indicators were selected in four categories – safety, school, risk factors and protective factors. Such indicator frameworks and scorecards can help change the conversation, and capture a broader audience. They can also help communicate a theory of change to the public in a way that overcomes the skepticism about the city's ability to be effective on this issue.

Among city leaders, there is agreement on the value of a shared indicator framework that communicates the kinds of indicators that will need to move one way or the other to impact the city's violence rates over time. Not surprisingly, city leaders identified indicators consistent with the risk and resilience factors they identified. These include: chronic absenteeism, childhood trauma and child abuse,

availability of weapons, high school graduation rates, 3rd grade reading levels, school readiness, community activities, unemployment/employment, community deterioration, police officer retention rates, affordable housing, connection to a caring adult, living-wage jobs, employability, and job skills for probationers. Unfortunately, some of these key indicators along a developmental continuum or at the community level are not tracked.

Having an indicator framework for shared accountability could also help multiple sectors understand their own contributions to violence prevention and advance the kind of collective action necessary to prevent violence. Because of the complexity of violence, any single person or group is wary of being held individually accountable. The shared framework can convey: 1) the range of activities needed for success, 2) the need for a balanced approach, 3) the wisdom of a developmental approach, and 4) the necessity of community-level strategies that support individual outcomes.

Taking all of these factors and available data into account, Prevention Institute and Urban Strategies Council developed a draft indicator framework for the city's consideration as it develops a more unified approach. The proposed framework for Oakland's violence prevention efforts addresses risk and resilience factors across a developmental continuum and includes those at the community level (see Figure 2.)

At the individual level, key indicators are provided across a developmental continuum – ages 0-5, 6-17, 18-24, and 25-35. At each developmental stage, key indicators reflect the relative risk of future violence. The ultimate success of the individual-level violence prevention strategies depends on effective action that addresses the community-level conditions associated with violence. While services often are more visible and easily understood by the public, actions to improve community conditions, institutional practices and public policies go hand in hand with those efforts. Unfortunately, data are scarce for important community-level violence risk and resilience factors such as trust among neighbors, social norms around violence, housing stability, access to reliable transportation, and alcohol outlet density.

The four community-level indicators selected in the proposed Oakland framework are neighborhood recreation programs, block clubs and community associations, unemployment, and graffiti and illegal dumping. These represent available data about some of the community-level risk or resilience factors, and are proxies for community cohesion, economic opportunity, and neighborhood conditions:

- *Community cohesion:* The presence of regular recreation programs and the average number of block clubs and community associations both are indications of neighborhood support and connectedness. High levels of neighborhood support and connectedness reduce the risk of youth violence, intimate partner and sexual violence, child and elder abuse, and suicide.⁶ Data on the number of recreation programs, block clubs, and community associations is forthcoming from the City of Oakland.
- *Economic opportunity:* Oakland's annual unemployment rate of 11.9 percent in 2013 was the highest among cities in Alameda County.⁷ High rates of unemployment are linked to increased perpetration of youth violence, child maltreatment, intimate partner and sexual violence.⁸

Reducing and preventing violence in Oakland will depend on increasing employment among Oakland residents, particularly in neighborhoods of high unemployment.

- *Neighborhood conditions:* The 2,677 graffiti reports and 20,337 reports of illegal dumping in 2013 provide a baseline against which to measure progress in creating neighborhoods where residents are able to act together to improve the conditions surrounding them.

The significance and relative importance of community-police relations is underscored by attention to indicators that can reflect trust between the community and police, such as residents' willingness to provide tips. Such support from residents can be an important contributor to the department's ability to clear homicide cases.

Finally, improvements in indicators at the individual level across the developmental continuum, at the community level in support of safety, and at the community-police level should ultimately result in improved community safety, indicated by outcome measures.

Figure 2: Framework for Oakland Violence Prevention Indicators

		Early Childhood (Ages 0-5)	Childhood & Adolescence (Ages 6-17)	Transition-Age Youth (Ages 18-24)	Young Adults (Ages 25-35)
Risk and Protective Indicators	Individual-Level Indicators	<ul style="list-style-type: none"> • CHILD MALTREATMENT • SCHOOL READINESS 	<ul style="list-style-type: none"> • CHRONIC ABSENCE* • 3RD GRADE READING • CONNECTION TO SCHOOL • PERCEPTIONS OF SAFETY AT SCHOOL 	<ul style="list-style-type: none"> • GRADUATION RATE • VIOLENT OFFENSES* 	<ul style="list-style-type: none"> • LIVING WAGE • HIGH-RISK PROBATIONERS
	Community-Level Indicators	NEIGHBORHOOD RECREATION PROGRAMS BLOCK CLUBS & COMMUNITY ASSOCIATIONS UNEMPLOYMENT GRAFFITI & ILLEGAL DUMPING			
	Community-Police Indicators	INFORMANT TIPS & COMMUNITY CALLS POLICE OFFICER RETENTION RATE ¹ HOMICIDE CLEARANCE			
Outcome Indicators	HOMICIDES* GUN-SHOT EMERGENCY DEPARTMENT VISITS BY YOUTH SHOOTINGS* AGGRAVATED ASSAULTS ROBBERIES DOMESTIC VIOLENCE INCIDENTS* RAPES				

¹ Retention rate calculation will *exclude* retirements.

* Also in stressors model.

Figure 3: Baseline Data for Proposed Oakland Violence Prevention Indicators

	Early Childhood (Ages 0-5)	Childhood & Adolescence (Ages 6-17)	Transition-Age Youth (Ages 18-24)	Young Adults (Ages 25-35)	
Risk and Protective Indicators	Individual-Level Indicators	<ul style="list-style-type: none"> • CHILD MALTREATMENT: 2.4 substantiated cases of child abuse or neglect per 1,000 children ages 1-5 in Alameda County in 2013 (231 cases) • SCHOOL READINESS: 40% of kindergarteners were ready for school in all domains in OUSD in 2013 	<ul style="list-style-type: none"> • CHRONIC ABSENCE: 11.5% of OUSD students were chronically absent (4,184 out of 36,240 students) in 2013-14 • 3RD GRADE READING: 37% of OUSD 3rd graders were proficient or above in English (1,350 of the 3,641 tested) in 2012-13 • CONNECTION TO SCHOOL: 33.5% of OUSD 9th graders had high levels of connectedness to school in 2008-10 • PERCEPTIONS OF SAFETY AT SCHOOL: 44% of OUSD 9th graders felt safe or very safe at school in 2008-10 	<ul style="list-style-type: none"> • GRADUATION RATE: 62.7% of students who entered ninth grade four years prior, graduated in 2013 (1,577 students) • VIOLENT OFFENSES: 154 youth aged 18-24 in Oakland on probation due to violent offenses, as of 7/1/2013 	<ul style="list-style-type: none"> • LIVING WAGE: 70.9% of workers 29 and under with living wage jobs in 2012 • HIGH-RISK PROBATIONERS: 548 probationers ages 25-35 in Oakland assessed at high or very high level of risk of reoffending with violence as of 7/1/2013 (462 <i>high</i> and 86 <i>very high</i> risk)
	Community-Level Indicators	Percentage of neighborhoods with regular recreation programs* Average number of block clubs and community associations per neighborhood* Unemployment rate of 11.4% in Oakland in 2013 2,677 graffiti reports and 20,337 reports of illegal dumping in 2013			
	Policing Indicators	Number of informant tips and community calls* Retention rate for Oakland Police Department (excluding retirements)* 38% of homicides were cleared in 2013			
	Outcome Indicators	90 reported homicides in Oakland in 2013 183 emergency department visits due to gunshot injuries among youth aged 18-24 in Oakland in 2012 1,020 reported shootings in Oakland in 2013 3,491 aggravated assaults in Oakland in 2013 5,151 robberies in Oakland in 2013 8,872 reported incidents of domestic violence in Oakland in 2013 210 reported rapes in Oakland in 2013			

*Data to come from City of Oakland.

Recommendations

The city expressed its commitment to a balanced approach through Measure Y and the reauthorization of Measure Z, and there is growing success in the current iteration of Ceasefire. Despite these efforts, however, violence remains far too entrenched and the city is unsafe in too many places. Even beyond Oakland Unite and Ceasefire, there are numerous investments in Oakland—strong, capable non-profit organizations and a high priority placed on community safety. Looking at what’s working in other cities and building off the needs identified in this paper, Oakland can take steps to enhance its effectiveness, maximize its investments and leverage its limited resources.

1. Develop a balanced, comprehensive multi-sector plan to prevent violence in Oakland that clarifies the prioritized actions for reducing violence.

A good prevention plan reduces risk factors for violence and bolsters resilience factors, promotes coordination, is responsive to constituent needs and concerns, and builds on best practices and existing strengths. It can be the foundation for sustainable, effective, scalable and efficient efforts. Key components of strategy development may include: clarifying vision, goal, and directives; identifying the needs and assets; establishing decision making processes and criteria; determining and engaging the support of key constituents and decision makers; evaluating program effectiveness; fostering sustainability; and ensuring that resources are being appropriately used.

Mayor Libby Schaaf, Council President Lynette Gibson McElhaney, Superintendent Antwan Wilson and Police Chief Sean Whent launched a multi-sector planning process in March 2015. This presents a timely and unprecedented opportunity to build off the findings and analyses presented in this report and to move the city toward a unified vision and coordinated approach.

The comprehensive community safety plan should be data-driven, including using the stressors to prioritize resource allocation. Moving forward, the city should create mechanisms to evaluate efforts and measure progress. For example, data on community-level risk and resilience factors in Oakland are not currently readily available, but could be collected and shared. This could include data on alcohol outlet density, neighborhood cohesion, social norms around violence and gender roles, and family connectedness. It also would be beneficial to collect and share additional data on transition-age youth and young adults, two groups at greater risk of experiencing violence as both victims and perpetrators. The shared indicator framework could serve as a starting frame for the planning process or as a model for shared accountability (see Figure 2). A comprehensive community safety plan could align the many substantial violence prevention efforts currently underway and, for example, align relevant funding in support of achieving shared outcomes and as a way to achieve scale to the extent possible.

2. Create an ongoing mechanism or forum for coordination across city efforts, and with the community and with the County.

Collaboration and the staffing to support it are critical because no one person, group, organization, department or agency has the responsibility or ability to prevent violence alone. In fact, violence

prevention requires multiple private, public and community players coming together in a strategic and coordinated way. Further, dedicated staffing situated at the city government level can staff a coalition, implement activities, help ensure accountability, and coordinate activities, communication and data-sharing among key sectors and the community. The structure should be set up as mechanism to help implement the city's plan. A clear structure can delineate where lead violence prevention staff members are housed, who they report to, the key partners engaged in the collaboration, the frequency and nature of meeting, how department and agency directors are held accountable, and who is responsible for what. Being clear about the structure can help clarify the breadth of players at the table and how and for what purpose subcommittees exist.

3. Communicate to all stakeholders – including city agencies and the public – the need for a comprehensive multi-sector approach and develop benchmarks that would support reductions in violence.

It will be valuable to build an understanding about why a comprehensive plan is needed, the city's theory of change for how violence will be reduced, and the roles and contributions of multiple sectors. As part of the planning process, it will be important to engage multiple sectors in understanding how they can contribute to shared outcomes in support of a safer Oakland.

4. Continuously build capacity to implement a comprehensive multi-sector plan.

Once a comprehensive plan is developed, it will be important to build capacity for implementation. This includes attending to data-sharing and -integration needs relevant to indicators and service data, as well as ongoing training for multiple sectors to reinforce their roles in making Oakland a safer city.

Appendix A: List of Interviewees

The following City leaders were interviewed by Prevention Institute staff in February and March 2015:

Councilmember Desley Brooks
Councilmember Annie Campbell Washington
Councilmember Noel Gallo
Council President Lynette Gibson McElhaney
Councilmember Abel Guillen
Councilmember Dan Kalb
Mayor Libby Schaaf
Police Chief Sean Whent
Assistant Police Chief Paul Figueroa

References

-
- ¹ Weiss, B.P. (June 2008). An Assessment of Youth Violence Prevention Activities in USA Cities. Los Angeles, CA: UCLA Southern California Injury Prevention Research Center.
- ² Osgood DW, Johnston LD, O'Malley PM, Bachman JG. The generality of deviance in late adolescence and early adulthood. *American Sociological Review*. 1988;53:81-93.
- ³ Kirby L, Fraser M. Risk and resilience in childhood. In: Fraser M, ed. *Risk and Resiliency in Childhood: An Ecological Perspective*. Washington, DC: NASW Press; 1997:10-30
- ⁴ Garbarino J. Personal communication, March 2002.
- ⁵ Strategic Policy Partnership, LLC (2013). Addressing Crime in Oakland: Zeroing Out Crime, a Strategy for Total Community Action. West Tisbury, MA: Strategic Policy Partnership.
- ⁶ Wilkins, N., Tsao, B., Hertz, M., Davis, R., & Klevens, J. (2014). Connecting the Dots: An Overview of the Links among Multiple Forms of Violence. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Oakland, CA: Prevention Institute.
- ⁷ California Employment Development Department. Monthly Labor Force Data for Cities and Census Designated Places (CDP): Annual Average 2013. Available at: <http://www.labormarketinfo.edd.ca.gov>
- ⁸ Wilkins, N., Tsao, B., Hertz, M., Davis, R., & Klevens, J. (2014). Connecting the Dots: An Overview of the Links among Multiple Forms of Violence. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Oakland, CA: Prevention Institute.

ATTACHMENT B

Prepared for the

City of Oakland Department of Human Services

Under Contract PO# 2014014033

Estimated Gaps in Oakland Unite and Oakland Fund for Children and Youth Violence Prevention Services

Prepared by



April 2015

Urban Strategies Council is a social impact organization that uses research, policy, innovation, and collaboration to achieve equity and social justice. The Council’s mission is to eliminate persistent poverty by working with partners to transform low-income neighborhoods into vibrant, healthy communities.

Urban Strategies Council
1720 Broadway, 2nd Floor
Oakland, California 94612
www.urbanstrategies.org

Prevention Institute is an Oakland-based nonprofit, national center dedicated to improving community health and wellbeing by building momentum for effective primary prevention. Primary prevention means taking action to build resilience and to prevent problems before they occur. The Institute’s work is characterized by a strong commitment to community participation and promotion of equitable health outcomes among all social and economic groups. Since its founding in 1997, the organization has focused on community prevention, injury and violence prevention, health equity, healthy eating and active living, positive youth development, health system transformation and mental health and wellbeing.

Prevention Institute
221 Oak Street
Oakland, CA 94607
www.preventioninstitute.org

Produced under a Creative Commons
Zero License. All uses permitted.



Table of Contents

<i>Executive Summary</i> _____	4
<i>Oakland's Violence Prevention Services in Context</i> _____	6
<i>Estimates of Populations and Individual-Level Services</i> _____	8
Early Childhood _____	10
Childhood and Adolescence _____	14
Transition-Age Youth _____	18
Young Adults _____	23
<i>Findings</i> _____	27
<i>Appendix A: Oakland Fund for Children & Youth Program Types</i> _____	29
<i>Appendix B: Oakland Unite Strategies</i> _____	30

Executive Summary

The City of Oakland's Human Services Department engaged Urban Strategies Council and Prevention Institute to prepare an analysis of violence prevention efforts supported by the City of Oakland and by the Human Services Department in particular. That analysis resulted in the production of this report, the 2014 Oakland stressor maps and tables, a proposed indicator framework for violence prevention with baseline data, a comprehensive inventory of services focused on violence prevention and reentry from incarceration, and summary findings and recommendations.

One component of the analysis was to figure out what information can be gleaned about whether the current scale of violence prevention programs is commensurate with the need for such programs. This report offers possible ways to estimate the population in need of universal, targeted, and intensive violence prevention services within specific age groups, and the approximate numbers served in 2013-14 by Oakland Unite and the Oakland Fund for Children and Youth (OFCY). This report does not address another crucial aspect of scale – the intensity or dosage of those programs. Service intensity matters because to provide effective violence prevention services, we need not simply to serve the right people, but to give them the amount of service they need. Given the major limitations in the data available, these figures are best read as *very broad approximations* of need and of the numbers served by current Oakland Unite and Oakland Fund for Children and Youth programs relative to that need.

Universal-Level Prevention – Large Gaps Likely: We were able to estimate gaps between the population estimates and the numbers for two age groups: early childhood and school-age children and adolescents; OFCY-funded programs served approximately 40 percent of the estimated child and youth population with out-of-school time, school transition, and youth leadership programs in 2013-14. However, most of the universal-level services available to Oakland residents – from public schools to public libraries to community colleges – were not included in the scope of this analysis, as the universal prevention needs of young children, transition-age youth, and young adults are more difficult to assess and meet. This is because the concept of taking public responsibility for meeting the needs of children is more largely accepted than that for transition-age youth and young adults.

Targeted Prevention – Largest Gaps for School-Age Children/Adolescents, Young Adults: Gaps between estimates of the total size of the population in need of targeted prevention services and the numbers actually served will vary by the method of estimation. However, the number of children and adolescents, and young adults in particular, who are provided with targeted prevention services is much lower than any of the population estimates. Depending on the method of estimating need, between 71 percent and 92 percent of children and adolescents in need of targeted prevention did not receive those services through OFCY or Oakland Unite; the estimated proportion of young adults who needed but did not receive targeted prevention ranges from 49 percent to 94 percent in 2013-14.

Intensive Prevention – Greatest Service Coverage for Transition-Age Youth,

Children/Adolescents: While 69 percent of the children ages 0-5 and 64 percent of the young adults estimated to need intensive prevention services were not served by Oakland Unite in 2013-14, the estimated numbers not served are relatively small (approximately 530 young children and 350 young adults). Further, there was no gap detected between the number of school-age children and adolescents or transition-age youth served with intensive prevention and the estimated number in need. In fact, the number of transition-age youth served was substantially larger than the population estimate, although that population estimate (the number on probation for violence) very likely understates the number of those in need of intensive prevention.

Oakland’s Violence Prevention Services in Context

The violence prevention strategies funded by Oakland Unite and the Oakland Fund for Children and Youth (OFCY) are not the only violence prevention assets currently available to Oakland residents. Oakland Unite and OFCY services should be viewed in the broader context of relevant community resources, which include, but are not limited to, Alameda County services, First 5 Alameda County programs, Oakland Unified School District resources, workforce development programs, community colleges, and programs operated by community-based organizations with philanthropic funding.

Levels of Prevention: Universal to Intensive

A useful way of understanding violence prevention efforts is to divide needs and services into three levels, starting from the universal, moving to the targeted, and then to the most intensive. Each level is nested within the preceding levels, so that young people who need intensive interventions also are understood as needing access to the supports and opportunities in the universal and targeted categories (e.g. high-quality education, leadership development opportunities, mentoring, and pathways to employment).

Table 1: Levels of Prevention

Universal Prevention	Targeted Prevention	Intensive Prevention
Encompasses the conditions, assets, and opportunities that all people need in order to live in safety. For example, all young people need access to rich youth development opportunities such as high-quality out-of-school time programs.	Includes the services that those most affected by violence* need: counseling, case management, and family support for young people who have experienced trauma in their homes, schools, or communities.	Encompasses interventions with those at highest risk of perpetrating violence, or, for children, those who have endured the most serious maltreatment.

**(Reaching those affected by violence is a prevention strategy because witnessing or being victimized by violence increases an individual’s risk of perpetrating violence, although most people who witness or experience violence do not go on to perpetrate.)¹*

OFCY’s strategies generally fall into the universal and targeted levels of prevention, while Oakland Unite’s strategies generally apply to the targeted and intensive levels of prevention.² However, please note that some OFCY and Oakland Unite strategies do not fit neatly into a single level; Mental Health

¹ *Connecting the Dots: An Overview of the Links Among Multiple Forms of Violence*

² See Appendix A for a list of Oakland Fund for Children and Youth program strategies and the levels and age groups to which they were assigned; see Appendix B for Oakland Unite’s program strategies and which level and age group to which they were assigned. Please note that while each program strategy was assigned to a single level, some strategies include services that fall into both the targeted and intensive categories.

Services for Ages 0-5, for example, serve children who need both targeted and intensive services. For the purpose of this analysis, each program strategy has been assigned to a single level.

Estimates of Populations and Individual-Level Services

In this section, we estimate the size of the population in Oakland at every developmental stage, from early childhood through young adulthood. We also identify at least one way to estimate the proportion of that population who need targeted and intensive violence prevention services.

Measures of risk are incomplete

This analysis draws from extensive research literature on those risk and resilience factors that are understood to increase or decrease the likelihood of violence. However, knowing that a particular condition (e.g. not completing high school) is a risk factor for violence will not necessarily lead to a sufficient estimate of the population that likely to perpetrate violence. While low educational attainment is a well documented risk factor for violence, the majority of people with low levels of education are not perpetrators of violence. Similarly, the unemployed are at increased risk of perpetrating violence, but most unemployed people do not become perpetrators. Other factors, in addition to employment status and educational level, are likely responsible for moving someone from a low-level, but heightened, risk for violence into a high-risk status. These include: having an incarcerated parent, not having a permanent and loving relationship with an adult during childhood and adolescence, alcoholism and/or drug abuse, and having unmet mental health needs. However, data on such factors are not routinely collected in administrative datasets; and such gaps will lead to *overestimates* of the number of people who are likely to commit violence.

Equally important, some perpetrators of violence are not among the populations we have been able to identify as at risk of perpetrating violence. For example, in the five-year period from 2003-2007, 20 percent of suspects in Oakland murder cases were neither on probation nor on parole.³ This data gap will lead to *underestimates* of the number of people at risk of committing violence.

Intimate Partner and Sexual Violence Underreported

National surveys consistently find that intimate partner violence and sexual violence both are widespread but underreported.⁴ This likely results in an *underestimate* of needs for violence prevention and intervention services that rely on reporting to law enforcement.

Major data elements are unavailable locally

In addition to accurate data on the populations most at risk of perpetrating violence, a thorough gap analysis would require detailed data about the intensity and quality of services available to those

³ Urban Strategies Council. (2008). "Homicides in Oakland: 2007 Homicide Report." Available at: http://www.urbanstrategies.org/programs/infotech/oak_homicides.php

⁴ National Institute of Justice, Office of Justice Programs. (2009). "Practical Implications of Current Domestic Violence Research." Available at: <http://www.nij.gov/topics/crime/intimate-partner-violence/practical-implications-research/ch2/pages/extent-reported.aspx>

populations. This would enable a comparison of the scale of need with the scale of resources and programs.

How to Use these Estimates

The next section summarizes possible ways to estimate violence prevention needs within each age group, and the approximate numbers served. Given the major limitations in the data available, these figures are best read as *very broad approximations* of need and of the scale of current Oakland Unite and Oakland Fund for Children and Youth programs relative to that need. Moreover, these estimates of need do not necessarily match the target populations as program providers define them; basic information about program populations also is included.

The numbers served are derived from the most recent data available for relevant programs funded by Oakland Unite and Oakland Fund for Children and Youth (OFCY). It is important to note that the many programs and services not funded by Oakland Unite or Oakland Fund for Children and Youth, but which address universal or targeted violence prevention needs, were not included as part of this analysis. Some of those programs and services not included are funded by Oakland Human Services Department (e.g. Head Start or Safe Walks to School), by various Alameda County departments or First 5 Alameda County, or provided by Oakland Unified School District.

Please note as well that this analysis does not include the intensity or dosage of services; some of the perspectives shared by service providers in the 2013 evaluation of Oakland Unite,⁵ it is likely that current resources do not allow for services of sufficient intensity to meet the needs of Oakland's children, youth, and young adults affected by violence.

In addition, the children, youth, and adults served by OFCY and Oakland Unite programs are not necessarily those identified in the estimates of need. For example, we use an estimate of the number of children with a substantiated case of abuse or neglect by age five as a way to gauge the potential size of the population in need of intensive prevention services in early childhood, yet the children ages 0-5 served by mental health services did not necessarily all experience abuse or neglect (they may have witnessed family violence or been exposed to community violence instead).

Ultimately, the attendant gaps will vary depending on the method of estimating need.

⁵ Bennett, P., et al. (2013). *Evaluation of Oakland Unite Violence Prevention Programs: FY 2012-13*. Oakland, CA: Resource Development Associates and Department of Human Services, City of Oakland. Available at http://oaklandunite.org/wp-content/uploads/2011/05/OU-Evaluation-Report-FINAL_2013-1230.pdf.

Early Childhood

In this section:

- **Early Childhood: Universal**
- **Early Childhood: Targeted**
- **Early Childhood: Intensive**

Early Childhood: Universal

Population estimate: Based on the American Community Survey⁶ three-year estimates, for the period 2011-2013, children under 5 make up approximately 6.5% of the estimated 400,000 residents in Oakland, bringing us to **approximately 26,000 children** in that age range. All of those infants and young children need safety, caring attention from consistent and loving family members and other adults, opportunities to learn, explore, and develop, as well as access to safe housing, healthful food, and health care.

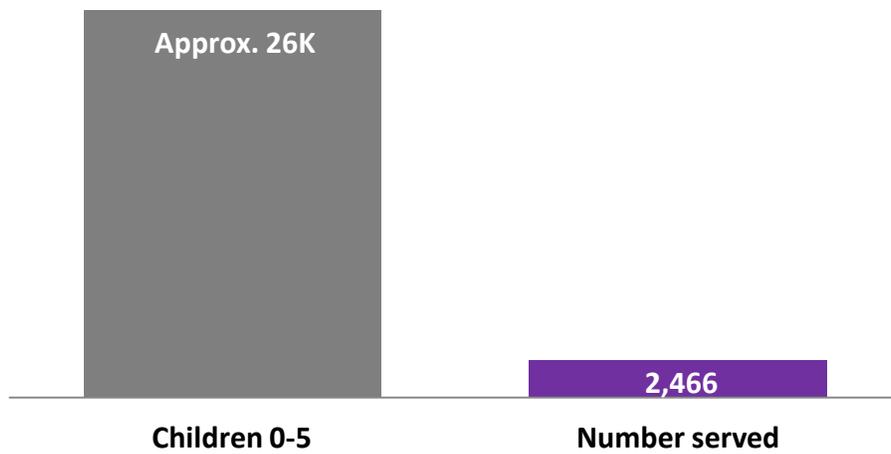
Program population: OFCY Parent and Child Engagement in Early Learning and Development programs target very young children (ages 0-5) and their parents in the highest-priority neighborhoods.

Number served: In the 2013-14 fiscal year, OFCY Parent and Child Engagement in Early Learning and Development programs served **2,466 very young children** (ages 0-5), or roughly ten percent of the population of interest.⁷ (If a child participated in more than one OFCY Parent and Child Engagement in Early Learning and Development program, she or he would be counted more than once.)

⁶ United States Census Bureau, American Community Survey. Accessed on 1/21/15.
<http://factfinder.census.gov/faces/nav/jsf/pages/searchresults.xhtml?refresh=t>

⁷ Oakland Fund for Children and Youth.

Figure 1: Early Childhood Universal Population Estimate with Number Served



Early Childhood: Targeted

We offer two alternatives for estimating the number of very young children who need targeted prevention. Both methods draw from research on the effects of Adverse Childhood Experiences (ACEs), which include emotional and physical abuse or neglect; sexual abuse; witnessing violence against one’s mother; alcohol and other drug abuse, incarceration or mental illness among household members; and parental divorce or separation.⁸ The more such experiences a child has, the greater his or her likelihood of experiencing poor outcomes in myriad areas throughout life. According to extant research, experiencing more than three or four ACEs – particularly ACEs related to violence – is correlated with increased risk of youth violence⁹ and, for males, perpetrating intimate partner violence.¹⁰ This is of particular relevance to identifying children with heightened violence prevention needs, as such exposure also has been shown to increase risk factors for violence, such as mental health problems and addiction to alcohol and other drugs.¹¹ Because ACEs among boys are more strongly associated with increased risk of perpetrating violence, we offer an estimate of boys, specifically, with a high number of ACEs, along with the number of young children of both sexes with a high number of ACEs.

⁸ “Adverse Childhood Experiences.” Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Available at: <http://www.cdc.gov/violenceprevention/acestudy/index.html>

⁹ Centers for Disease Control and Prevention. Youth Violence: Risk and Protective Factors. Available at: <http://www.cdc.gov/violenceprevention/youthviolence/riskprotectivefactors.html>

¹⁰ Whitfield CL et al. “Violent Childhood Experiences and the risk of intimate partner violence in adults: assessment in a large health maintenance organization.” *Journal of Interpersonal Violence* 2003;18(2):166–185.

¹¹ “Adverse Childhood Experiences.” Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Available at: <http://www.cdc.gov/violenceprevention/acestudy/index.html>

(a) Children with four or more adverse childhood experiences: A recent study of ACEs among California adults found that 17 percent had experienced four or more ACEs.¹² By applying that figure to the estimated population of Oakland children under age five, we estimate that **approximately 4,400 children** in this age range need targeted services. Because the prevalence of ACEs increases throughout childhood and adolescence, this may be an *overestimate* of the number of young children in Oakland who need targeted violence prevention services. However, there is some evidence that the prevalence of ACEs in Oakland may be higher than the California average.¹³

(b) Boys with four or more adverse childhood experiences: The original ACEs study of more than 17,000 adults found that approximately nine percent of males experienced four or more ACEs.¹⁴ If we apply that figure to the population estimate of Oakland boys under age five (approximately 13,700 in 20011-13),¹⁵ we estimate that **approximately 1,200 boys** in this age range need targeted services. Because the prevalence of ACEs increases throughout childhood and adolescence, this may be an *overestimate* of the number of young boys in Oakland who need targeted violence prevention services. However, there is some evidence that the prevalence of ACEs in Oakland may be higher than the national average.¹⁶

Program population: OFCY Mental Health and Development Consultations programs aim to serve children in specific Head Start, Child Development Centers, and Pre-Kindergarten programs in high-stress neighborhoods.

Number served: In the 2013-14 fiscal year, OFCY Mental Health and Development Consultations programs served **3,409 young children** (including **1,680 boys**).

¹² Center for Youth Wellness. (2014). *A Hidden Crisis: Findings on Adverse Childhood Experiences in California*. San Francisco, CA: Center for Youth Wellness. Available at: <https://app.box.com/s/nf7lw36bjjr5kdfx4ct9>

¹³ Child & Adolescent Measurement Initiative (2014). "Adverse Childhood Experiences among Oakland and California's Children." Data Resource Center, supported by Cooperative Agreement 1-U59-MC0680-01 from the U.S. Department of Health & Human Services. Available at: http://www.acesconnection.com/g/california-aces-action/fileSendAction/fcType/0/fcOid/405780286639531975/filePointer/405780286639532103/fodoid/405780286639532087/ACES%20Oakland_Profile_102714.pdf

Health Resources & Services Administration, Maternal & Child Health Bureau.

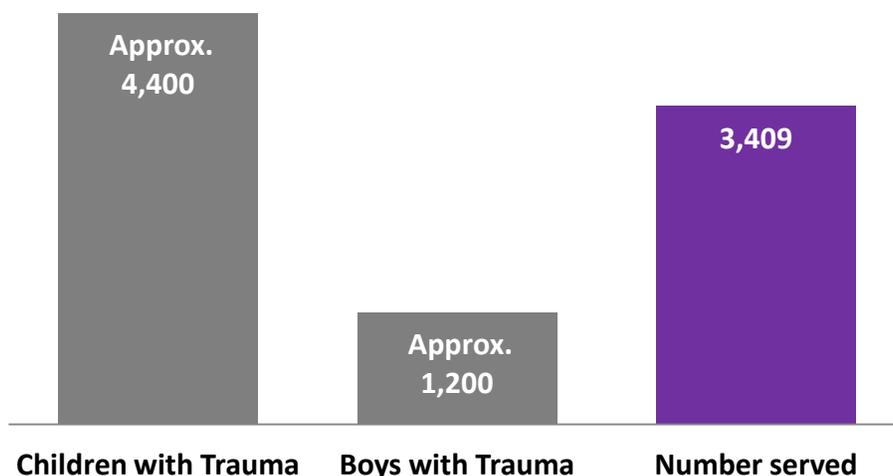
¹⁴ "Prevalence of Individual Adverse Childhood Experiences." Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Available at: <http://www.cdc.gov/violenceprevention/acestudy/prevalence.html>

¹⁵ American Community Survey, 3-Year Estimates: 2011-2013. Available at http://www.census.gov/acs/www/data_documentation/data_release_info/

¹⁶ Child & Adolescent Measurement Initiative (2014). "Adverse Childhood Experiences among Oakland and California's Children." Data Resource Center, supported by Cooperative Agreement 1-U59-MC0680-01 from the U.S. Department of Health & Human Services. Available at: http://www.acesconnection.com/g/california-aces-action/fileSendAction/fcType/0/fcOid/405780286639531975/filePointer/405780286639532103/fodoid/405780286639532087/ACES%20Oakland_Profile_102714.pdf

Health Resources & Services Administration, Maternal & Child Health Bureau.

Figure 2: Early Childhood Targeted Population Estimates with Number Served



Early Childhood: Intensive

The estimate of the number of children under age five who need intensive prevention services is based on the percentage with a substantiated case of abuse or neglect by age five. Data on child abuse and neglect typically is reported as an *annual* rate or number, which does not give a picture of the cumulative number of children affected by maltreatment. A recent study by the Children’s Data Network¹⁷ enables us to estimate the cumulative number of young children who need intensive services; this is important because a four-year-old child who was abused at age one still is likely to need intensive prevention services at age four, but that child would not be counted if estimates were based on only a single year’s child maltreatment substantiation cases.

Children with a substantiated case of maltreatment: A study of the cohorts of children born in 2006 and 2007 found that by age five, 2.9 percent of children in Alameda County (including, but not exclusively Oakland) had a substantiated case of abuse or neglect. If we apply the 2.9 percent figure to the population of children under age five in Oakland alone, we estimate that approximately **760 young children** in Oakland in this age range need targeted services.¹⁸ As not all cases of child abuse or neglect are reported, and because other factors, such as exposure to community violence during early childhood, increase the risk of violence later in life, this likely is an *underestimate* of the number of the youngest children who need intensive violence prevention services.

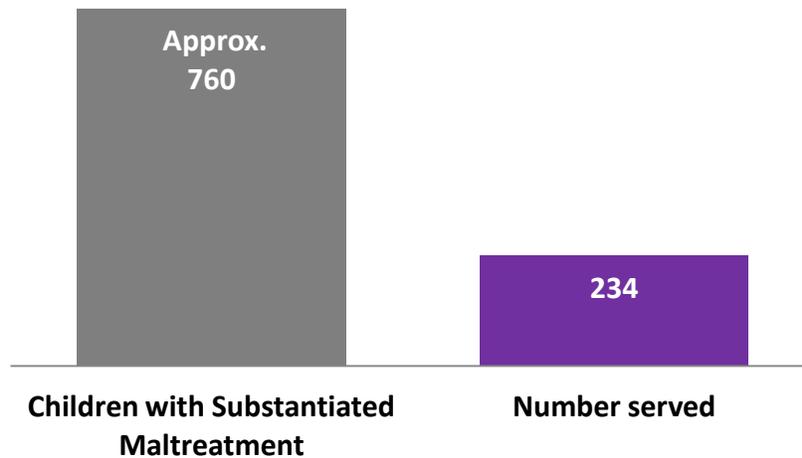
¹⁷ Putnam-Hornstein, E. et al. (2014). *Cumulative Risk of Child Protective Service Involvement before Age 5: A Population-Based Examination*. Los Angeles, CA: Children’s Data Network at the University of Southern California. Available at <http://www.datanetwork.org/actionable-research/1002>.

¹⁸ Putnam-Hornstein, E. et al. (2014). *Cumulative Risk of Child Protective Service Involvement before Age 5: A Population-Based Examination*. Los Angeles, CA: Children’s Data Network at the University of Southern California. Available at <http://www.datanetwork.org/actionable-research/1002>.

Program population: Oakland Unite Mental Health Services for Ages 0-5 focus on children exposed to family and/or community violence.

Number served: In the 2013-14 fiscal year, programs in the Oakland Unite strategy Mental Health Services for Ages 0-5 served **234 young children**.

Figure 3: Early Childhood Intensive Population Estimate with Number Served



Childhood and Adolescence

In this section:

- *Childhood & Adolescence: Universal*
- *Childhood & Adolescence: Targeted*
- *Childhood & Adolescence: Intensive*

Childhood & Adolescence: Universal

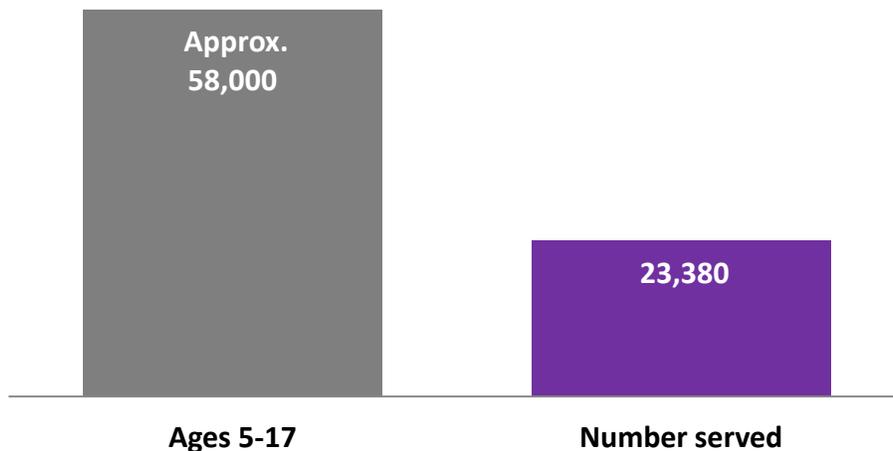
Population estimate: Based on the American Community Survey¹⁹ three-year estimates, for the period 2011-2013, the size of the population of children and adolescents (ages 5-17) in Oakland is **approximately 58,000**. All of those children and youth need high-quality education and youth development opportunities, in addition to consistent and loving care in families, and safe housing, healthful food, and access to health care.

¹⁹ United States Census Bureau, American Community Survey. Accessed on 1/21/15.
<http://factfinder.census.gov/faces/nav/jsf/pages/searchresults.xhtml?refresh=t>

Program population: OFCY Out-of-School Time and After School Programs, Middle and High School Transition Programs, and Youth Leadership Programs focus on all children and youth, children and youth in low-income families or high-stress neighborhoods, or youth with specific needs (e.g. youth with disabilities, LGBTQ youth).

Number served: In the 2013-14 fiscal year, OFCY Out-of-School Time and After School Programs, Middle and High School Transition Programs, and Youth Leadership Programs served **23,380 children and youth**. (If a child participated in more than one program, she or he would be counted more than once.)

Figure 4: Child and Adolescent Population Estimate with Number Served



Childhood & Adolescence: Targeted

The following are three alternatives for estimating the number of school-age children and youth who need targeted violence prevention. In addition to using the proxy of four or more adverse childhood experiences (ACEs)²⁰ - (a) for the entire population ages five through 17, and (b) for only boys in the same age range, we look at (c) the number of youth under age 18 who are either on probation or suspended from Oakland Unified School District for a violence-related incident.

(a) Children and adolescents with four or more adverse childhood experiences: A recent study of ACEs among California adults found that 17 percent had experienced four or more ACEs.²¹ If we apply that figure to the population of Oakland residents ages five to 17, we estimate that

²⁰ "Adverse Childhood Experiences." Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Available at: <http://www.cdc.gov/violenceprevention/acestudy/index.html>

²¹ Center for Youth Wellness. (2014). *A Hidden Crisis: Findings on Adverse Childhood Experiences in California*. San Francisco, CA: Center for Youth Wellness. Available at: <https://app.box.com/s/nf7lw36bjjr5kdfx4ct9>

approximately 9,900 children and youth in this age range need targeted services. Because the prevalence of ACEs increases throughout childhood and adolescence, this may be an *overestimate* of the number of young children in Oakland who need targeted violence prevention services. However, there is some evidence that the prevalence of ACEs in Oakland may be higher than the California average, which means that this may be an *underestimate*.²²

(b) Boys with four or more adverse childhood experiences: Based on the original ACEs study of more than 17,000 adults it is estimated that approximately nine percent of males experienced four or more ACEs.²³ If we apply that figure to the population of Oakland boys age five to 17, (approximately 29,500 in 2011-13),²⁴ we estimate that **approximately 2,700 boys** in this age range need targeted services. Because the prevalence of ACEs increases throughout childhood and adolescence, this may be an *overestimate* of the number of boys in Oakland who need targeted violence prevention services. However, there is some evidence that the prevalence of ACEs in Oakland may be higher than the national average, which means that this may be an *underestimate*.²⁵

(c) Youth suspended for violence or on probation: In 2013, **1,233 Oakland youth** under age 18 were on probation.²⁶ Most of these young people were not on probation for a violent crime, but likely need specialized interventions given the prevalence of key violence risk factors in this population.²⁷ Students can be suspended for threatening or causing injury. In the 2013-14 school year, **1,316 students** in Oakland Unified School District were suspended once or more for a violence-related incident.²⁸ Combined, these youth number **2,549**. (Note: It is possible that a student might be suspended for violence and be on probation for a violent incident, leading to possible double counting.)

²² Child & Adolescent Measurement Initiative (2014). "Adverse Childhood Experiences among Oakland and California's Children." Data Resource Center, supported by Cooperative Agreement 1-U59-MC0680-01 from the U.S. Department of Health & Human Services. Available at: http://www.acesconnection.com/g/california-aces-action/fileSendAction/fcType/0/fcOid/405780286639531975/filePointer/405780286639532103/fodoid/405780286639532087/ACES%20Oakland_Profile_102714.pdf

Health Resources & Services Administration, Maternal & Child Health Bureau.

²³ "Prevalence of Individual Adverse Childhood Experiences." Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Available at: <http://www.cdc.gov/violenceprevention/acesstudy/prevalence.html>

²⁴ American Community Survey, 3-Year Estimates: 2011-2013. Available at http://www.census.gov/acs/www/data_documentation/data_release_info/

²⁵ Child & Adolescent Measurement Initiative (2014). "Adverse Childhood Experiences among Oakland and California's Children." Data Resource Center, supported by Cooperative Agreement 1-U59-MC0680-01 from the U.S. Department of Health & Human Services. Available at: http://www.acesconnection.com/g/california-aces-action/fileSendAction/fcType/0/fcOid/405780286639531975/filePointer/405780286639532103/fodoid/405780286639532087/ACES%20Oakland_Profile_102714.pdf

Health Resources & Services Administration, Maternal & Child Health Bureau.

²⁶ Urban Strategies Council analysis of Alameda County Probation Department data.

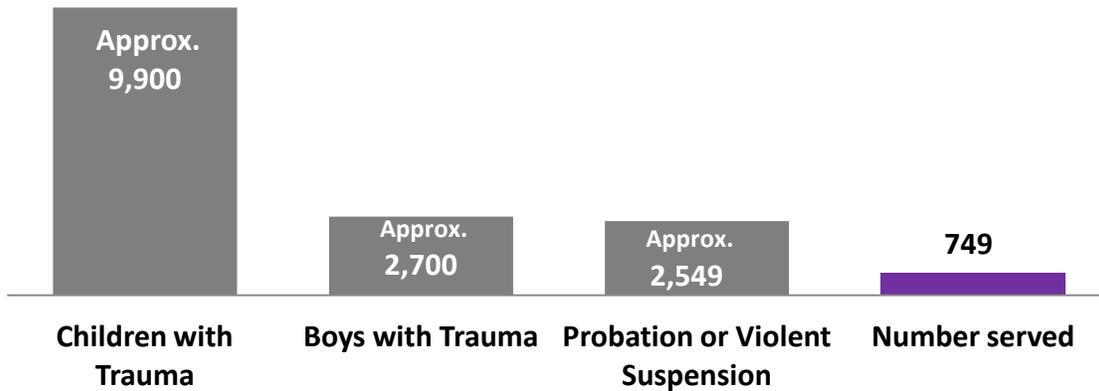
²⁷ Coccozza, J and Kathy Skowrya, "Youth with Mental Health Disorders: Issues and Emerging Responses," *Office of Juvenile Justice and Delinquency Prevention Journal* 7, no. 1, (2000): 3-13, Available at: <http://1.usa.gov/1fy9OYa>. Cited in Juvenile Justice Information Exchange. (undated) "Mental Health and Substance Abuse Disorders." <http://jjie.org/hub/mental-health-and-substance-abuse/key-issues/>

²⁸ Urban Strategies Council analysis of Oakland Unified School District data.

Program population: Oakland Unite’s Our Kids/Our Families programs target middle school students in specific schools who have experienced trauma and their families; Outreach to Sexually Exploited Minors focuses on commercially sexually exploited children; Family Violence Intervention serves domestic violence survivors; and Youth Employment programs serve juvenile justice-involved youth.

Number served: During the 2013-14 fiscal year, programs in Oakland Unite’s Our Kids/Our Families, Outreach to Sexually Exploited Minors, Youth Employment, and Family Violence Intervention strategies served **749 children and youth**. (If a young person participated in more than one program, she or he would be counted more than once.)

Figure 5: Child and Adolescent Targeted Population Estimate with Number Served



Childhood & Adolescence: Intensive

One available estimate of young people ages 5-17 who need intensive interventions to prevent perpetration of violence is the number of youth in that age group who are on probation for a violent offense.

Youth on probation for violent offenses: In 2011, there were **317** Oakland adolescents under age 18 on probation for a violent crime.²⁹ Because past victimization by or perpetration of

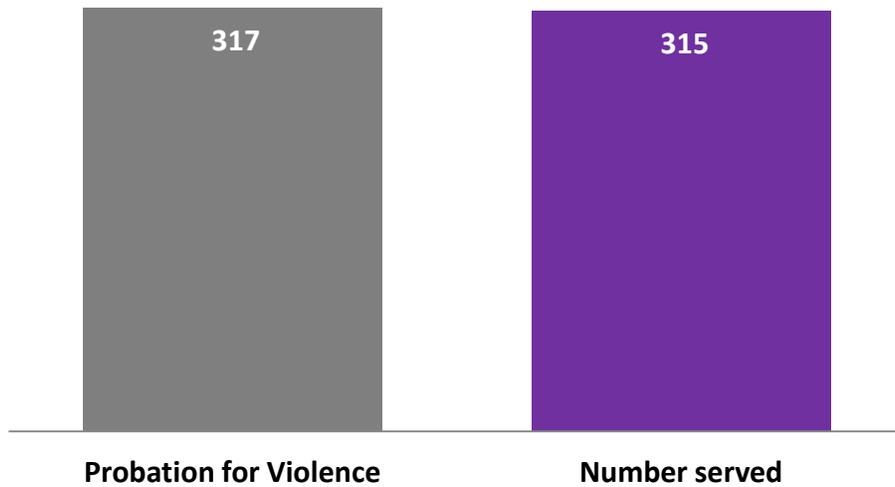
²⁹ Urban Strategies Council analysis of Alameda County Probation Department data.

violence is a strong predictor of future violence perpetration, this likely is an *underestimate* of the number of children and youth who need intensive violence prevention services.

Program population: Juvenile Justice/OUSD Wraparound programs serve youth returning from Juvenile Hall to the community, with a focus on those at the highest risk. The Highland Hospital Intervention strategy serves youth hospitalized for a gunshot or stab wound. Crisis Response and Support Network serves family and friends of homicide victims. Ceasefire targets individuals most likely to commit shootings.

Number served: In the 2013-14 fiscal year, **313 youth** were served through programs in the Juvenile Justice/OUSD Wraparound, Oakland Street Outreach, Highland Hospital Intervention, and Crisis Response and Support Network strategies of Oakland Unite. In addition, **two youth** under age 18 were Ceasefire clients in the six-month period from July 2014 through January 2015.³⁰

Figure 6: Child and Adolescent Intensive Population Estimate with Number Served



Transition-Age Youth

In this section:

- ***Transition-Age Youth: Universal***
- ***Transition-Age Youth: Targeted***
- ***Transition-Age Youth: Intensive***

³⁰ City of Oakland Department of Human Services.

Transition-Age Youth: Universal

Population estimate: Based on the American Community Survey³¹ three-year estimates, for the period 2011-2013, the size of the population of youth ages 18-24 in Oakland is **approximately 36,500**. All young people need educational, training, and job opportunities to support their transition to adulthood, as well as mentoring, safe and healthful places to live and work, access to health care, and in many cases, support for the families they are forming.

Number served: We do not provide an estimate of the number served through universal supports and opportunities, because that is not a focus of either the Oakland Fund for Children and Youth or Oakland Unite.

Transition-Age Youth: Targeted

We offer four ways to estimate the number of transition-age youth (ages 18-24) who need targeted violence prevention. In addition to using the proxy of four or more Adverse Childhood Experiences ACEs³² - (a) for the entire population ages 18-24 and (b) for males only - we look at (c) those who did not complete high school in four years, and (d) those on probation for any offense. High school dropout and push-out are associated with higher rates of violent crime.³³ Youth on probation, whether for a violent crime or not, are more likely than their peers who are not on probation to have substantial violence risk factors, including alcohol and other drug abuse,³⁴ the co-occurrence of alcohol and other drug abuse and mental health problems, and low educational achievement.³⁵ However, the number of youth on probation likely is an *underestimate* of those who need targeted prevention, because in a recent analysis of homicide victims and suspects in Oakland, a greater percentage of suspects had been on probation in the past than were on probation at the time of the homicide.³⁶

³¹ United States Census Bureau, American Community Survey. Accessed on 1/21/15.

<http://factfinder.census.gov/faces/nav/jsf/pages/searchresults.xhtml?refresh=t>

³² "Adverse Childhood Experiences." Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Available at: <http://www.cdc.gov/violenceprevention/acestudy/index.html>

³³ Lochner, L. & Moretti, E. (2004). The effect of education on crime. *The American Economic Review*. 91(4) cited in Christeson, B. et al. (2008). *School or the Streets: Crime and America's Dropout Crisis*. Washington, DC: Fight Crime: Invest in Kids. Available at <http://www.fightcrime.org/wp-content/uploads/sites/default/files/reports/National%20BTS%20Report.pdf>

³⁴ Sinha, R. et al. (August 2003). Substance abuse treatment characteristics of probation-referred young adults in a community-based outpatient program. *American Journal of Drug and Alcohol Abuse*. 29(3):585-97

³⁵ Chief Probation Officers of California. (2007). *Serving 18-25-Year-Olds: Best Practices*. Available at <http://www.cpoc.org/assets/Data/bestpractice18-25.pdf>

³⁶ California Partnership for Safe Communities. (2014). Understanding Serious Violence in Oakland: A Problem and Opportunity Analysis.

(a) Transition-age youth with four or more adverse childhood experiences: A recent study of ACEs among California adults found that 17 percent had experienced four or more ACEs.³⁷ If we apply that figure to the population of Oakland residents ages 18-24, we estimate that **approximately 6,200 transition-age youth** need targeted services. There is some evidence that the prevalence of ACEs in Oakland may be higher than the California average, which means that this may be an *underestimate*.³⁸

(b) Males with four or more adverse childhood experiences: Based on the original ACEs study of more than 17,000 adults it is estimated that approximately nine percent of males experienced four or more ACEs.³⁹ If we apply that figure to the population of Oakland males ages 18-24, (approximately 17,400 in 20011-13),⁴⁰ we estimate that **approximately 1,600 males** in this age range need targeted services. There is some evidence that the prevalence of ACEs in Oakland may be higher than the national average, which means that this may be an *underestimate*.⁴¹

(c) Youth who did not finish high school in four years: To estimate the number of youth in this age group who did not finish high school with their peers, we used the reported number of high school dropouts from Oakland's public high schools (including district and charter schools) from the 2009-10 school year through the 2012-13 school year.⁴² Note that some young people who do not graduate with their class do go on to graduate high school or to earn a GED, so this likely is an *overestimate*. By this method, we estimate that **approximately 5,300 transition-age youth** in Oakland need targeted violence prevention services.

(d) Transition-age youth on probation: During 2012, **886** Oakland residents ages 18-24 were on probation.⁴³ Since not all people who commit violence are on probation, this likely is an *underestimate*.

³⁷ Center for Youth Wellness. (2014). *A Hidden Crisis: Findings on Adverse Childhood Experiences in California*. San Francisco, CA: Center for Youth Wellness. Available at: <https://app.box.com/s/nf7lw36bjr5kdfx4ct9>

³⁸ Child & Adolescent Measurement Initiative (2014). "Adverse Childhood Experiences among Oakland and California's Children." Data Resource Center, supported by Cooperative Agreement 1-U59-MC0680-01 from the U.S. Department of Health & Human Services. Available at: http://www.acesconnection.com/g/california-aces-action/fileSendAction/fcType/0/fcOid/405780286639531975/filePointer/405780286639532103/fodoid/405780286639532087/ACES%20Oakland_Profile_102714.pdf

Health Resources & Services Administration, Maternal & Child Health Bureau.

³⁹ "Prevalence of Individual Adverse Childhood Experiences." Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Available at: <http://www.cdc.gov/violenceprevention/acesstudy/prevalence.html>

⁴⁰ American Community Survey, 3-Year Estimates: 2011-2013. Available at http://www.census.gov/acs/www/data_documentation/data_release_info/

⁴¹ Child & Adolescent Measurement Initiative (2014). "Adverse Childhood Experiences among Oakland and California's Children." Data Resource Center, supported by Cooperative Agreement 1-U59-MC0680-01 from the U.S. Department of Health & Human Services. Available at: http://www.acesconnection.com/g/california-aces-action/fileSendAction/fcType/0/fcOid/405780286639531975/filePointer/405780286639532103/fodoid/405780286639532087/ACES%20Oakland_Profile_102714.pdf

Health Resources & Services Administration, Maternal & Child Health Bureau.

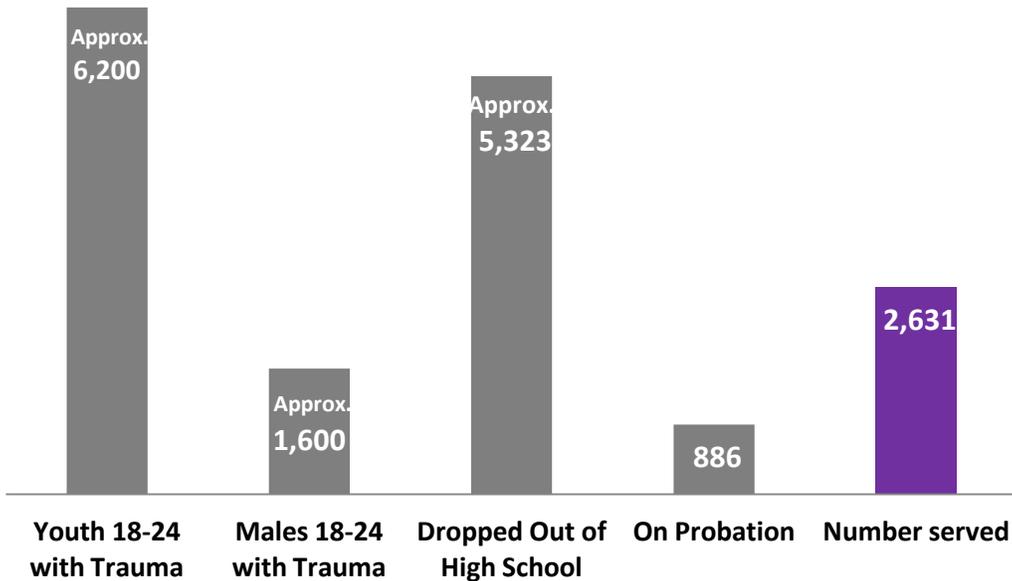
⁴² DataQuest, California Department of Education. Accessed on 1/28/15. <http://data1.cde.ca.gov/dataquest/>

⁴³ Urban Strategies Council analysis of Alameda County Probation Department data.

Program population: OFCY Transitions to Adulthood programs target youth with high needs; Oakland Unite’s Project Choice programs serve Oakland residents (youth and adults) returning from incarceration from the Department of Juvenile Justice or San Quentin State Prison; Reentry Employment serves adults on probation or parole; Outreach to Sexually Exploited Minors focuses on commercially sexually exploited children; Family Violence Intervention serves domestic violence survivors; and Youth Employment programs serve juvenile justice-involved youth.

Number served: OFCY Transitions to Adulthood programs served **2,038 youth** in 2013-14 and programs in Oakland Unite’s Project Choice, Reentry Employment, Youth Employment, Outreach to Sexually Exploited Minors, and Family Violence Intervention strategies served **593 transition-age youth** in 2013-14. (If a young person participated in more than one program, she or he would be counted more than once.)

Figure 7: Transition-Age Youth (18-24) Targeted Population Estimates with Number Served



Transition-Age Youth: Intensive

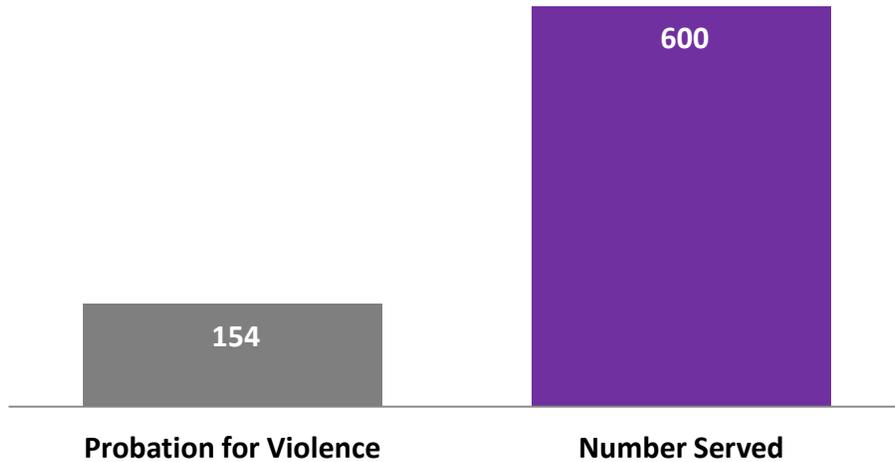
We offer a single method of estimating the number of transition-age youth who need intensive violence prevention.

Transition-age youth on probation for violent offenses: Among Oakland residents ages 18-24, **154** were on probation for violent offenses as of July 1, 2013.⁴⁴ However, the number of youth who need intensive prevention services likely exceeds the number of youth on probation because in a recent analysis of homicide victims and suspects in Oakland, a greater percentage of suspects had been on probation in the past than were on probation at the time of the homicide.⁴⁵

Program population: Juvenile Justice/OUSD Wraparound programs serve youth returning from Juvenile Hall to the community, with a focus on those at the highest risk. The Highland Hospital Intervention strategy serves youth hospitalized for a gunshot or stab wound. Crisis Response and Support Network serves family and friends of homicide victims. Ceasefire targets individuals at highest risk of committing shootings.

Number served: In 2013-14, Oakland Unite’s Highland Hospital Intervention, Crisis Response and Support Network, Oakland Street Outreach, and Juvenile Justice Center/OUSD Wraparound strategies served **561 transition-age youth**. In addition, Ceasefire served **39 clients** ages 18-24 in the six-month period from July 2014 through January 2015, bringing the total number of transition-age youth served to 600.

Figure 8: Transition-Age Youth Intensive Population Estimate with Number Served



⁴⁴ Alameda County Probation Department.

⁴⁵ California Partnership for Safe Communities. (2014). Understanding Serious Violence in Oakland: A Problem and Opportunity Analysis.

Young Adults

In this section:

- ***Young Adults: Universal***
- ***Young Adults: Targeted***
- ***Young Adults: Intensive***

Young Adults: Universal

Population estimate: Based on the American Community Survey⁴⁶ three-year estimates for 2011-2013, the size of the population of young adults ages 25-34 in Oakland is **approximately 71,000**.

Number served: We do not provide an estimate of the number served through universal supports and opportunities, because that is not a focus of either the Oakland Fund for Children and Youth or Oakland Unite.

Young Adults: Targeted

We offer four ways to estimate the number of young adults (ages 25-34) who need targeted violence prevention. In addition to using the proxy of four or more Adverse Childhood Experiences ACEs⁴⁷ for (a) the entire population ages 25-34 and (b) for males only, we give (c) the estimated number of young adults who are group involved, and (d) number of young adults (25-35) on probation. However, arriving at an estimate using only the number of youth on probation would likely result in an *underestimate* of those who need targeted prevention, because in a recent analysis of homicide victims and suspects in Oakland, a greater percentage of suspects had been on probation in the past than were on probation at the time of the homicide.⁴⁸

(a) Young adults with four or more adverse childhood experiences: A recent study of ACEs among California adults found that 17 percent had experienced four or more ACEs.⁴⁹ If we apply that figure to the population of Oakland residents ages 25-34, we estimate that **approximately 12,000 young adults** in this age range need targeted services. There is some evidence that the

⁴⁶ United States Census Bureau, American Community Survey. Accessed on 1/21/15.

<http://factfinder.census.gov/faces/nav/jsf/pages/searchresults.xhtml?refresh=t>

⁴⁷ "Adverse Childhood Experiences." Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Available at: <http://www.cdc.gov/violenceprevention/acestudy/index.html>

⁴⁸ California Partnership for Safe Communities. (2014). Understanding Serious Violence in Oakland: A Problem and Opportunity Analysis.

⁴⁹ Center for Youth Wellness. (2014). *A Hidden Crisis: Findings on Adverse Childhood Experiences in California*. San Francisco, CA: Center for Youth Wellness. Available at: <https://app.box.com/s/nf7lw36bjir5kdfx4ct9>

prevalence of ACEs in Oakland may be higher than the California average, which means that this may be an *underestimate*.⁵⁰

(b) Males with four or more adverse childhood experiences: Based on the original ACEs study of more than 17,000 adults it is estimated that approximately nine percent of males experienced four or more ACEs.⁵¹ If we apply that figure to the population of Oakland males ages 25-34, (approximately 35,100 in 2011-13),⁵² we estimate that **approximately 3,200 males** in this age range need targeted services. There is some evidence that the prevalence of ACEs in Oakland may be higher than the California average, which means that this may be an *underestimate*.⁵³

(c) Group-involved young adults: A recent analysis of homicides in Oakland found that approximately 60-80 percent of homicides involved suspects (and/or victims) who were involved in various groups and networks (e.g. sets, teams, cliques, gangs). An estimated 1,000-1,200 Oakland residents are group involved with the majority between ages 18 and 34; we used the lower estimate of **1,000**.⁵⁴

(d) Young adults on probation: As of July 1, 2013, there were **1,469** Oakland residents ages 25-35 on probation; most were not on probation for violent offenses.

Program population: Reentry Employment serves adults on probation or parole; Project Choice programs serve Oakland residents (youth and adults) returning from incarceration from the Department of Juvenile Justice or San Quentin State Prison; Family Violence Intervention serves domestic violence survivors; Reentry Employment serves adults on probation or parole.

Number served: In the 2013-14 fiscal year, programs in the Project Choice, Reentry Employment, and Family Violence Intervention strategies of Oakland Unite served **743 young adults**.

⁵⁰ Child & Adolescent Measurement Initiative (2014). "Adverse Childhood Experiences among Oakland and California's Children." Data Resource Center, supported by Cooperative Agreement 1-U59-MC0680-01 from the U.S. Department of Health & Human Services. Available at: http://www.acesconnection.com/g/california-aces-action/fileSendAction/fcType/0/fcOid/405780286639531975/filePointer/405780286639532103/fodoid/405780286639532087/ACES%20Oakland_Profile_102714.pdf

Health Resources & Services Administration, Maternal & Child Health Bureau.

⁵¹ "Prevalence of Individual Adverse Childhood Experiences." Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention. Available at: <http://www.cdc.gov/violenceprevention/acesstudy/prevalence.html>

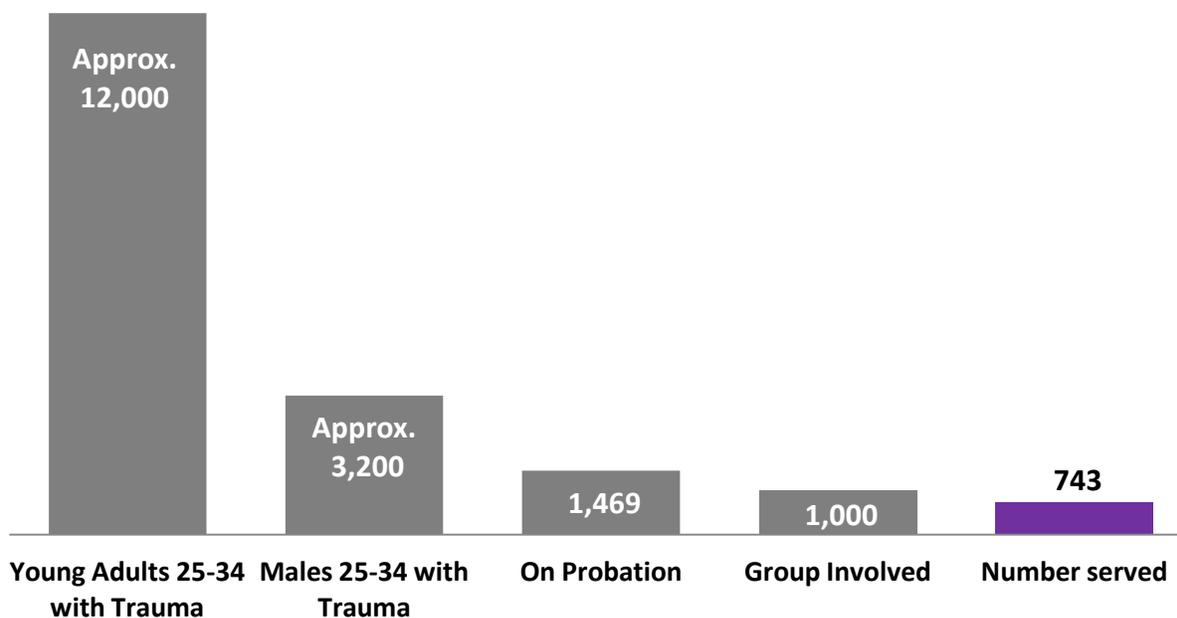
⁵² American Community Survey, 3-Year Estimates: 2011-2013. Available at http://www.census.gov/acs/www/data_documentation/data_release_info/

⁵³ Child & Adolescent Measurement Initiative (2014). "Adverse Childhood Experiences among Oakland and California's Children." Data Resource Center, supported by Cooperative Agreement 1-U59-MC0680-01 from the U.S. Department of Health & Human Services. Available at: http://www.acesconnection.com/g/california-aces-action/fileSendAction/fcType/0/fcOid/405780286639531975/filePointer/405780286639532103/fodoid/405780286639532087/ACES%20Oakland_Profile_102714.pdf

Health Resources & Services Administration, Maternal & Child Health Bureau.

⁵⁴ California Partnership for Safe Communities. (2014). Understanding Serious Violence in Oakland: A Problem and Opportunity Analysis.

Figure 9: Young Adult Targeted Population Estimates with Number Served



Young Adults: Intensive

Our estimate of young adults in need of intensive violence prevention is the number of people on probation who are at high risk of perpetrating violence. The Alameda County Probation Department assesses adult probationers using the Adult Services Risk Assessment and Supervision Assignment tool. Based on this assessment, some probationers are designated as having high or very high level of risk of re-offending with violence. However, the number of youth on probation likely is an *underestimate* of those who need intensive prevention, because in a recent analysis of homicide victims and suspects in Oakland, a greater percentage of suspects had been on probation in the past than were on probation at the time of the homicide.⁵⁵

Probationers at high risk of perpetrating violence: As of July 1, 2013, **548** probationers ages 25-35 in Oakland were assessed at high or very high risk levels (462 *high* and 86 *very high* risk).⁵⁶

Program population: Oakland Unite’s Oakland Street Outreach strategy serves people who are least four of the following: gang-involved, gun-involved, on probation or parole for a violent incident, connected to a targeted area, high risk for using a gun within 30 days, or is a gang or clique leader. The Highland Hospital Intervention strategy serves youth hospitalized for a

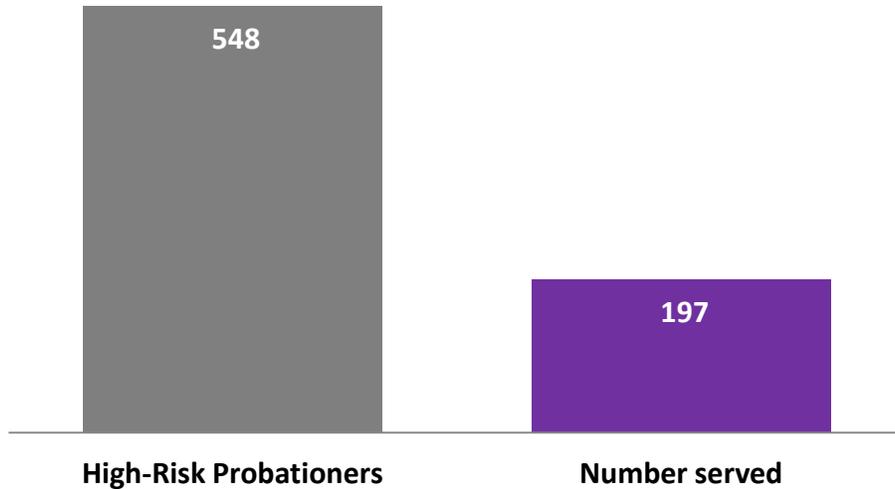
⁵⁵ California Partnership for Safe Communities. (2014). Understanding Serious Violence in Oakland: A Problem and Opportunity Analysis.

⁵⁶ Alameda County Probation Department.

gunshot or stab wound. Crisis Response and Support Network serves family and friends of homicide victims. Ceasefire targets individuals at highest risk of committing shootings.

Number served: In 2013-14, programs in Oakland Unite’s Oakland Street Outreach, Highland Hospital Intervention, and Crisis Response and Support Network strategies served **166 young adults** with case management and intensive outreach. Ceasefire served **31 clients** ages 25-34 in the six-month period from July 2014 through January 2015, bringing the estimated total of number served to 197. (If a young adult participated in more than one program, she or he would be counted more than once.)

Figure 10: Young Adult Intensive Population Estimate with Number Served



Estimated Service Gaps: Summary Table

Table 3 summarizes the estimated percentage of the population, with each level of need in each age group *not* served by OFCY and Oakland Unite service providers in 2013-14. These estimates vary depending on the method used to estimate the number of people who need a given level of service.. Where the table indicates that no gap was detected in OFCY and Oakland Unite services, the number served met or exceeded the estimated population in need of services at that level.

Table 2: Estimated Percentage of Population (and Approx. Number) Not Served by Oakland Unite or OFCY in 2013-14

Age Group	Universal Not Served	Targeted Not Served	Intensive Not served
Early Childhood Ages 0-5	91% (~23,600 children)	0-23% (~0-990) depending on estimate of need	69% (~530 children)
Children & Adolescents Ages 6-17	60% (~34,600 children)	71-92% (~1,800-9,200 children) depending on estimate of need	No gap detected (number served met/exceeded estimate)
Transition-Age Youth Ages 18-24	N/A	0-58% (~0-3,600 youth) depending on estimate of need	No gap detected (number served met/exceeded estimate)
Young Adults Ages 25-35	N/A	26-94% (~260-11,300 young adults) depending on estimate of need	64% (~350 young adults)

Findings

In spite of the limitations encountered throughout the analysis, some themes emerge that can guide decision making.

Universal-Level Prevention – Large Gaps Likely: We were able to estimate gaps between the population estimates and the numbers for two age groups: early childhood and school-age children and adolescents; OFCY-funded programs served approximately 40 percent of the estimated child and youth population with out-of-school time, school transition, and youth leadership programs in 2013-14. However, most of the universal-level services available to Oakland residents – from public schools to public libraries to community colleges – were not included in the scope of this analysis, as the universal prevention needs of young children, transition-age youth, and young adults are more difficult to assess and meet. This is because the concept of taking public responsibility for meeting the needs of children is more largely accepted than that for transition-age youth and young adults.

Targeted Prevention – Largest Gaps for School-Age Children/Adolescents, Young Adults: Gaps between estimates of the total size of the population in need of targeted prevention services and the numbers actually served will vary by the method of estimation. However, the number of children and adolescents, and young adults in particular, who are provided with targeted prevention services is much lower than any of the population estimates. Depending on the method of estimating need, between 71 percent and 92 percent of children and adolescents in need of targeted prevention did not receive those services through OFCY or Oakland Unite; the

estimated proportion of young adults who needed but did not receive targeted prevention ranges from 49 percent to 94 percent in 2013-14.

Intensive Prevention – Greatest Service Coverage for Transition-Age Youth,

Children/Adolescents: While 69 percent of the children ages 0-5 and 64 percent of the young adults estimated to need intensive prevention services were not served by Oakland Unite in 2013-14, the estimated numbers not served are relatively small (approximately 530 young children and 350 young adults). Further, there was no gap detected between the number of school-age children and adolescents or transition-age youth served with intensive prevention and the estimated number in need. In fact, the number of transition-age youth served was substantially larger than the population estimate, although that population estimate (the number on probation for violence) very likely understates the number of those in need of intensive prevention.

Appendix A: Oakland Fund for Children & Youth Program Types

For the purposes of this analysis, each of OFCY’s strategies was assigned to a level of intervention (universal or targeted), and a developmental stage (early childhood, childhood and adolescence, or transition-age youth).

Strategy	Level of Intervention	Developmental Stage
Parent and Child Engagement in Early Learning and Development	Universal	Early Childhood
Mental Health and Development Consultations	Targeted	Early Childhood
Out-of-School Time and After School Programs	Universal	Childhood and Adolescence
Middle and High School Transition Programs	Universal	Childhood and Adolescence
Youth Leadership Programs	Universal	Childhood and Adolescence
Transitions to Adulthood Programs	Targeted	Transition-Age Youth

Appendix B: Oakland Unite Strategies

For the purposes of this analysis, Oakland Unite’s strategies were assigned to a level of intervention (universal, targeted, or intensive), and a developmental stage (early childhood, childhood and adolescence, transition-age youth, or young adults).

Strategy	Level of Intervention	Developmental Stage
Mental Health Services for ages 0-5	Intensive	Early Childhood
Our Kids/Our Families	Targeted	Childhood and Adolescence
Outreach to Sexually Exploited Minors	Targeted	Childhood and Adolescence
Youth Employment	Targeted	Childhood and Adolescence
Juvenile Justice Center & OUSD Wraparound	Intensive	Childhood and Adolescence
Project Choice	Targeted	Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)
Highland Hospital Intervention	Intensive	Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)
Crisis Response and Support Network	Intensive	Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)
Reentry Employment	Targeted	Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age

Strategy	Level of Intervention	Developmental Stage
		Youth, Young Adults)
Oakland Street Outreach	Intensive	Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)
Ceasefire	Intensive	Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)
Family Violence Intervention Unit	Targeted	Number of clients in each age group assigned to relevant group (Childhood and Adolescence, Transition-Age Youth, Young Adults)
Gang Prevention	Targeted	Not assigned because services are primarily to parents

Oakland Unite: Overview of Evaluation Findings and Recommendations

Prepared by:

Resource Development Associates

May 19, 2015





Table of Contents

Oakland Unite: Overview of Evaluation Findings and Recommendations.....	2
Introduction:.....	2
Findings and Recommendations	3
Appendix A: CeaseFire and Street Outreach Programs Literature Review	10
Appendix B: Case Management Models	22
Appendix C: The Recovery-Oriented Services Approach	36
Appendix D: The Trauma Informed Care Approach.....	38
Appendix E: Reentry Employment Programming.....	42
Appendix F: Youth Employment.....	67
Appendix G: Behavior Modification Programs	80

Oakland Unite: Overview of Evaluation Findings and Recommendations

Introduction:

Resource Development Associates (RDA) has been the external evaluator for the City of Oakland's Measure Y initiative since 2008. In that role, RDA has worked with the City's Human Services Department (HSD) and contracted service providers to design and implement a mixed-methods evaluation to examine both the implementation and the impact of Oakland Unite Violence Prevention Programs. This memo is intended to provide an overview of evaluation findings to date, along with recommendations for improving Oakland Unite programs and the broader Oakland Unite service delivery infrastructure.

Evaluation Overview

Over the past 8 years, RDA has used a mixed methods approach to evaluate the implementation and effectiveness of the Oakland Unite initiative, as well as of specific Oakland Unite strategies, and of individual Oakland Unite programs. Our qualitative data collection activities have included interviews and focus groups with a range of Oakland Unite stakeholders, including both executive-level and line staff in community-based service providers, program participants, and leadership from partner agencies, such as the Oakland Police Department (OPD), Oakland Unified School District (OUSD), Alameda County Health Care Services Agency (ACHCSA), and more. In addition, the evaluation team has collected a range of quantitative data, including client-level service data from Oakland HSD's CitySpan data system; justice-system data from Alameda County Probation Department's (ACPD) Juvenile Division, ACPD's Adult Division, and the California Department of Corrections and Rehabilitation (CDCR); OUSD data on youth attendance, suspensions, and expulsions; and client surveys on development assets, service quality, and more.

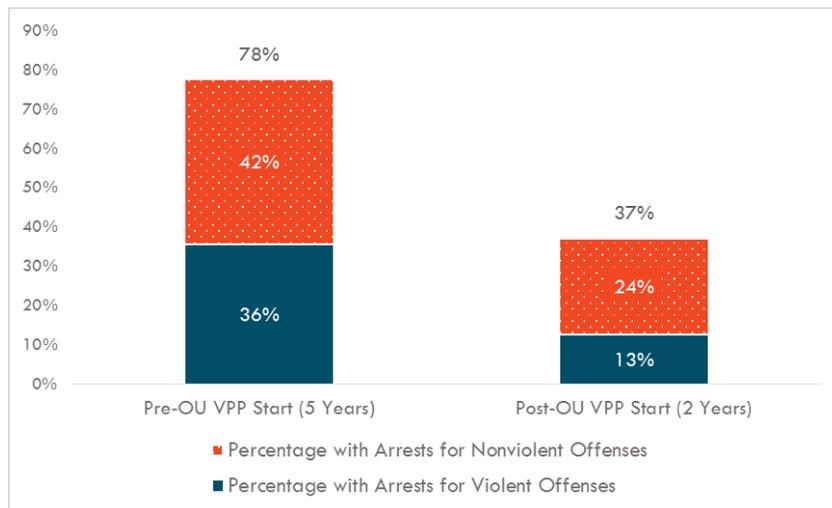
Overview of Recommendations

Drawing on our knowledge of the Oakland Unite programs, our experience in violence prevention, and conversations with experts in the field, the RDA team developed a set of recommendations intended to improve future programming by leveraging current programmatic strengths and addressing areas of need and challenge. These recommendations are grounded in best practices and the current needs of Oakland's crime prevention programs. Informed by discussions with Oakland Unite leadership, partners from other public agencies, and conversations with clients and providers, RDA conducted reviews of best practices in the areas of criminal justice, violence prevention, case management, social work, and mental health. We triangulated these best practices with our evaluation findings to develop a series of targeted recommendations. Below, we present an overview of our evaluation findings along with recommendations for addressing challenges identified in our evaluations.

Findings and Recommendations

The Oakland Unite programs have had a number of impressive achievements since the initiative was implemented in 2005. In particular, across all years of the initiative, participants in those programs that work with individuals with recent criminal justice system involvement showed Oakland Unite reduced criminal justice involvement after participating in Oakland Unite programs. Participants were less likely to be arrested or convicted of any new offense—either violent or non-violent—after participating in an Oakland Unite program, with particularly striking decreases in the percentage of clients arrested or convicted for violent offenses. Figure 1 shows the percentage of Oakland Unite clients who were arrested before and after participating in Oakland Unite programs.

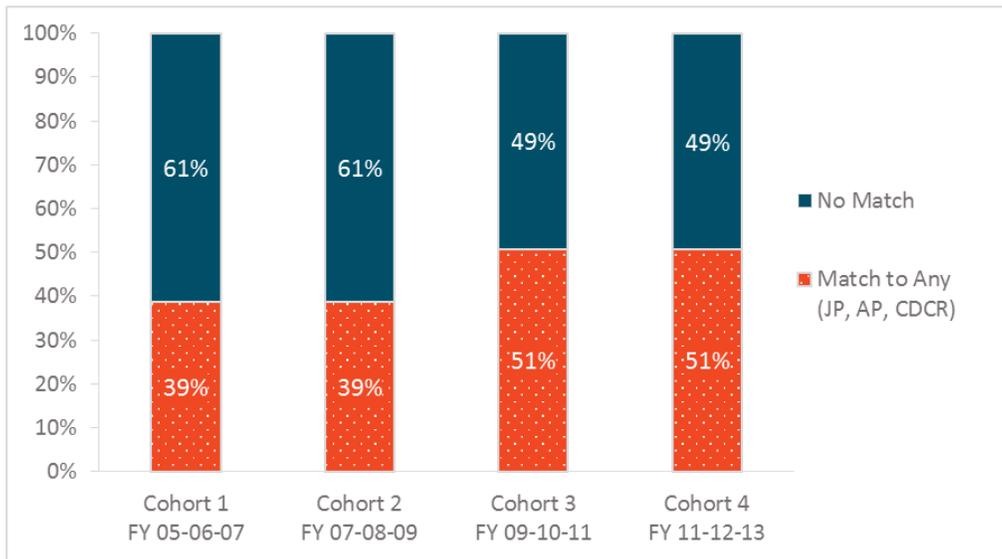
Figure 1. Percentage of Clients Arrested for New Crimes Before and After Oakland Unite Participation



Key Findings: Oakland Unite Target Population

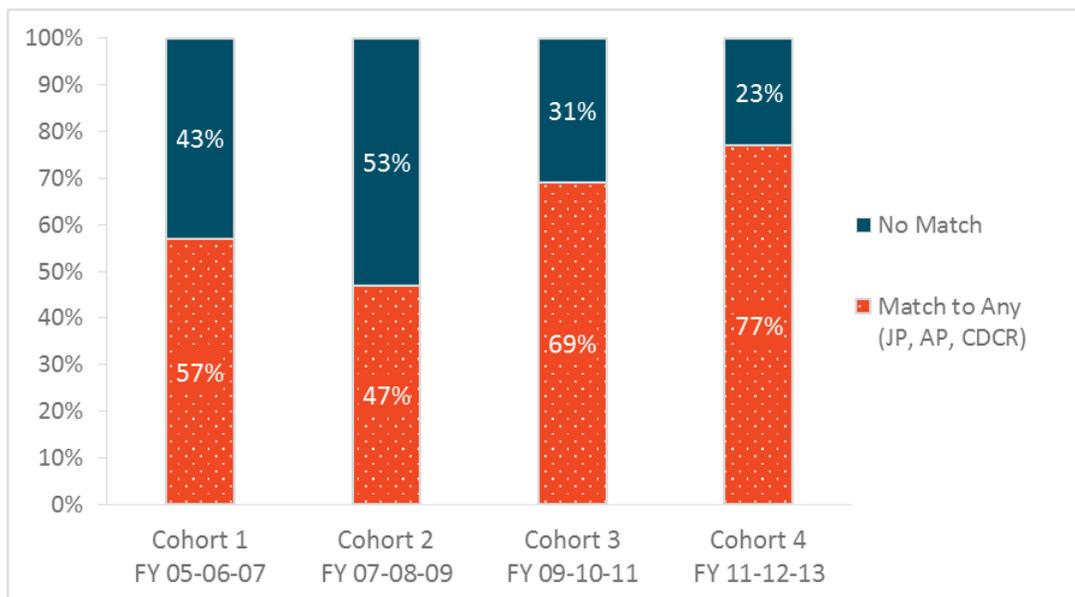
Initiative Successes: This ongoing post-service reduction has been particularly impressive given the way that the initiative’s target population has shifted. In particular, Oakland Unite has refined its service delivery model to serve a higher-risk population, including more young adults rather than youth; more men and boys compared to girls and women; and more clients with histories of justice system involvement. As Figure 2 shows, when the initiative began in fiscal year 2005/06, less than 40% of client in recidivism-targeting programs has a criminal history with the Alameda County Probation Department and/or the California Department of Corrections and Rehabilitation from 2005 through 2012. By the most recent two years, more than half of all clients (51%) were found to have a criminal history.

Figure 2. Justice System “Match Rate”



This shift has been especially true for reentry programs. Figure 3 looks specifically at the proportion of clients in Reentry Services programs (including the Project Choice, Reentry Employment, and Juvenile Justice Center/OUSD Wraparound Services strategies) with a history of criminal involvement, showing that the percentage of clients who had a history of involvement with ACPD and/or CDCR increased from 57% in the first two years of the initiative to 77% by the most recent years available.

Figure 3. Reentry Strategy “Match Rate”



Areas for Improvement: Despite the notable shift in the Oakland Unite target population – from clients considered at risk for justice system involvement to clients with active justice system involvement – this shift is not yet complete. As Figure 2 shows, while recent Oakland Unite clients are more likely to have

justice system involvement than clients from the initiative's early years, almost half of the clients in the programs and strategies that are supposed to reduce justice system contact do not have an active or recent criminal record with ACPD or CDCR. Although this data does not include clients who have criminal records in other jurisdictions, it nonetheless indicates that a substantial proportion of clients continue to be "at-risk" rather than high risk.

Recommendation: Explicitly Define the Target Population

In order to continue its impressive progress toward targeting higher-risk, more justice-system-involved clients, Oakland Unite should develop a more formalized and robust processes to identify high-risk populations and individuals. To do so, HSD should explicitly define the target populations, including perpetrators, victims, and families. To do so, Oakland Unite should develop specific definitions to define what "high-risk" means for different population, including determining whether risk is specific to recidivism only or should specifically include involvement in violence.

This definition should align with a validated risk tools, such as the CAIS, JAIS, LS/CMI, YLS/CMI and COMPAS, to allow programs to accurately assess and identify individual with high risk. By instituting a specific definition of risk accompanied by a validated method for identifying and measuring risk, Oakland Unite will be able to better target the appropriate clients and tailor services to their needs.

Key Findings: Oakland Unite Service Delivery Infrastructure

Initiative Successes: Evaluation findings indicate that, in addition to modifying its strategies to be more aligned with the City's violence prevention needs, over time Oakland Unite has built a coordinated infrastructure for delivering high-quality services. To achieve this coordination, HSD both helped strengthen existing interagency partnerships and also developed new ones. For example, OU began requiring regular cross-sector meetings for grantees. Leadership from agencies including HSD, OUSD, OPD, and Highland Hospital pointed to the effectiveness of such meetings. Such meetings have helped foster a high level of coordination and communication between Oakland Unite service providers and across Oakland Unite providers and City and County agencies, including OUSD, Probation, OPD, and Alameda County Health Care Services Agency. Among grantees, Oakland Unite has fostered a culture of collaboration to facilitate cooperation. Oakland leaders and partners noted that while many partners were initially resistant to collaborate with each other and with public agencies, such partnerships are now the norm.

- *"There are good structures built around doing the work and trying meet the needs of the kids...each public system entity gets better the more we find places our work intersects." (Curtiss Sarikey, OUSD)*
- *"Communication from the hospital to the street [is] so powerful on both ends...it's a true intervention." (Stefania Kaplanes, Highland Hospital)*
- *"The relationship between DHS and HCSA has a long and strong tradition of collaboration, and that collaborative culture is one of the strengths of Measure Y." (Alex Briscoe, ACHCSA)*

Areas for Improvement: Despite Oakland Unite's impressive success in building a collaborative,

coordinated service delivery infrastructure, there are a number of opportunities for HSD and its partners to continue to build on these successes and improve the overall service delivery infrastructure. In particular, despite the fact that there are strong partnerships between certain service providers as well as between Oakland Unite service providers and certain external partners, there are other areas with limited partnerships. Not all reentry-related service providers work with Probation or with each other to do case conferencing or develop collaborative case plans, despite the fact that doing so is an established best practice which can improve service coordination for clients. In addition, there is limited collaboration with the Alameda County Sheriff's Office, despite research on the importance of pre-release case planning.

Recommendation: Formalize Existing Partnerships

Oakland Unite's service delivery infrastructure would benefit from more formalized partnerships with a number of agencies and entities, including the Alameda County Probation Department and the Alameda County Sheriff's Office. In addition to more formalized partnerships, there remains a critical need for better data sharing and for more in-depth coordination of services for formerly and currently incarcerated individuals. Given the challenge of information sharing and of collaborative case planning, Oakland Unite should consider the benefits of funding positions to embed on-site at ACPD and Santa Rita Jail. These positions would serve as liaisons between probation and jail-based services and Oakland Unite providers and could serve as a nexus for coordinated case planning and information sharing. They would also help build a more robust continuum of services from jail to the community. Oakland Unite should also engage County realignment efforts to coordinate efforts and leverage resources related to reentry services. This might involve developing formal information sharing agreements, improving communication, and identifying ways partners can work in tandem, coordinate efforts, and share resources.

Key Findings: Oakland Unite Direct Service Provision

Initiative Successes: Across all Oakland Unite programs and strategies, clients' have repeatedly underscored the importance of their relationship with their Oakland Unite mentors and case managers. For many clients, these relationships are directly tied to the fact that many case managers come from the same neighborhoods and understand the experiences of participants. Even those case managers who do not come from the same backgrounds as Oakland Unite participants quickly build trust with their clients through their commitment to and investment in their clients.

- *"Growing up, I didn't have my mom, my pops, and I turned to the street. When I saw that they wasn't there for me, I went to this program and they filled that family void for me that wasn't there."*
- *"I thought I'd come and not want to be here, not want to talk; I thought people weren't really going understand who I was, why I did stuff, they'd be judgmental and they really aren't. And they care. You don't wonder if they care with anyone who works with these organizations. You know that they care."*

In addition, case managers help clients navigate the multiple, complex issues they are dealing with, helping clients get to appointments, advocating for them in court, helping them remain probation compliant, and more.

- *“My case manager, she like the general, she gather a team that was just for me – I really had an advocate a voice that made such a difference, that I had all of that behind me, things I couldn’t articulate, and things I didn’t know I needed, certain things the judge order, I wouldn’t know where to get this counseling or do this community service. She like a navigation system to get it together in bad weather.”*

Areas for Improvement: While the importance of the relationships between Oakland Unite clients and providers cannot be understated, it is also important to note that many of the case management services are informal in nature, and do not draw on established case management models or practices. In particular, there is limited use of evidence-based practices, such as motivational interviewing or cognitive behavioral therapy, and many programs do not use validated criminogenic assessments as the basis for developing client case plans.¹ Similarly, there is inconsistent understanding of trauma informed care across Oakland Unite providers, with some providers bringing extensive training in case management in general and trauma-informed case management in particular, while other providers have little training besides their own lived experiences. Finally, despite their dedication and commitment, many Oakland Unite service providers struggle to link clients to the services they need, including housing, anger management, substance abuse treatment, child care, and more.

- *“Housing is the number one need. Not just in the physical needs aspect – so many have unstable home situations that are unhealthy. They are constantly on the verge of being evicted, which makes it hard for them to focus.”*
- *“Childcare [is a major need]. If childcare is not arranged, it affects attendance and program participation. Childcare Links is a program, Bananas is a resource, but waiting lists and cost are still issues.”*

Recommendation: Build Professional Capacity among Providers and CBOs

Oakland Unite mentors are a key component of the programs current and future efforts. The relationship development, mentoring, and guidance they provide to clients is a one of the initiative’s biggest assets. At the same time, more training and increased professionalization could build up and improve these services. Oakland Unite should provide resources and funding for training in evidence-based and promising practices. Training should focus on building capacity in case management practices, especially in regards to specific practices known to be effective with current and formerly incarcerated individual—which includes motivational interviewing, cognitive behavior therapy (CBT) and trauma-informed approaches. Building capacity and professionalism among providers would also address the need for more intensive case management services and intervention practices.

Building professionalism includes providing training and resources to implement established case management models and practices. Oakland Unite should provide CBOs with funding, training, or technical assistance to establish a case management approach, determine caseload sizes, and implement

¹ Criminogenic assessments are structured surveys that can identify clients’ needs with a focus on factors most strongly associated with recidivism. (Edward J. Latessa & Christopher Lowenkamp, What Are Criminogenic Needs and Why Are They Important?, For the Record 4th Quarter 2005, 15 (2005))

case management practices such as screening and assessment, collaborative case planning, and service linkages. This should also include establishing organizational structures for case managers to receive regular supervision from trained case manager supervisors.

Similarly, training should also serve as an opportunity to strengthen the service delivery at a system level by providing CBOs and public entities with funding and resources for training in evidence-based models of care such as trauma-informed care. Additionally, Oakland Unite should provide resources for trainings of trainers to build a sustainable capacity within organizations to disseminate the use of evidence-based practices.

Key Findings: Oakland Unite Employment Services

Initiative Successes: Across both youth and adult reentry employment services, Oakland Unite has helped build a strong network of providers who can provide a mix of soft- and hard-skills training to clients. Although these programs vary somewhat in their specific target populations and formats, all provide a combination of case management, education, job readiness training, and subsidized employment over a period of three-to-six months, as well as job placement and retention support services longer term. Few clients have GEDs or high school diplomas and many struggle with basic literacy and math skills. As one provider explained, “They need education, skills. Some cannot write a sentence properly.” Many also lack meaningful employment histories and, even clients who have held jobs in the past have often done so under the table, so they still have “gaps in their work history or lack of a documented work history, lack of documented, transferrable skill sets.”

Because of their limited education and employment experience, the vast majority of participants lack the basic soft skills necessary to obtain and maintain gainful employment.

Reentry Employment programs help clients gain the soft and hard skills they need to be successfully employed through a combination of educational support, soft-skills training, and subsidized employment.

A number of clients highlighted the importance of learning how to find a job and how to act at work on a daily basis.

- *“They were putting people back into the routine of getting up in the morning, utilizing your time, taking advantage of the opportunities in front of you. It really tries to put people back in motion and get people mobile with their time.”*
- *“I learned how to respect others, like greeting people. I can also say that this program helped me with my references, my cover letter, that sort of thing. Now I can fill out a whole job application. It bettered me for a lot of things.”*

Areas for Improvement: Although Oakland Unite reentry employment programming provides clients with a range of critical skills and experiences to help them obtain gainful employment, few programs provide structured mechanisms to help clients find unsubsidized employment following program completion. In particular, few reentry employment providers focus on job development and building relationships to potential employers. In addition, most programs do not offer apprenticeship programs that could



transition into permanent employment, nor do they provide certification programs, which could better prepare clients for specific career trajectories and strengthen their resumes.

Recommendation: Expand Employment Services to Increase Job Placement and Retention

To support better job placement and retention, Oakland Unite should expand services to focus on job placement in addition to skill development. Services such as job search help, coaching, and ongoing employment retention support are key ways to support clients in finding and maintaining employment. Job placement programs and Oakland Unite more generally should make intentional efforts to understand the local job market and target areas with high growth opportunities and industries that are more likely to hire formerly incarcerated individuals.

Individuals with felony convictions experience barriers related to stigma and other negative perceptions from employers that contribute to high rates of unemployment among this population. Creating incentives for businesses and industries to hire individuals with felony convictions could create more jobs for hard-to-hire populations. Programs such as non-transitional subsidized employment offer short-term wage subsidies to businesses as incentives to hire and train clients for a limited period of time after which the client's position would then convert into a permanent position. This approach is especially effective with individuals who have some employment experience, but need support reentering the workforce.

Recommendation: Establish New Partnerships with Employment Focused Services

Oakland Unite develop partnerships with job creation and employment entities such as Workforce Development, local businesses, community colleges, and employment service providers to identify job growth opportunities and employment resources and align employment efforts. This partnership should also aim to establish referral and information sharing agreements to allow case managers the ability to refer clients to employment services and provide support to client when needed.

Appendix A: CeaseFire and Street Outreach Programs Literature Review

CeaseFire and Street Outreach Programs in the Literature

There are two main program models that focus on reducing gang or group-based violence through targeted interventions. Focused deterrence programs, often referred to as CeaseFire programs, are used to prevent and control gun violence, especially stemming from gang violence and overt drug markets. These programs are increasingly being used by law enforcement to control violence, and available research indicates that the focused deterrence programs do have the desired effect of reducing violence in the targeted areas. The first two program examples outlined below detail CeaseFire violence prevention strategies that have been used in two cities to target and reduce gun violence. The third program model differs from the first two; although this model also emphasizes targeted group-based violence reduction, Baltimore’s Safe Streets Program is primarily a street outreach intervention and, unlike the first two models, does not partner closely with law enforcement as part of a “stick and carrot” approach.

The Boston Gun Program and Operation Ceasefire

Key Highlights	
Description	The Boston Gun Program is aimed at reducing homicide victimization among <i>youth</i> aged 24 and below.
Outcomes	<ul style="list-style-type: none"> Majority of worksite managers indicated their intern did exceptionally well at the work site. Majority of worksite managers also indicated they “would like to hire” or “would like to extend” the internship (approximately 50% who stated they “would like to hire” the participant did so).

Program Description:

The National Institute of Justice’s Boston Gun Program is aimed at reducing homicide victimization among youth aged 24 and below. “The project was designed to proceed by: (1) assembling an interagency working group of largely line-level criminal justice and other practitioners; (2) applying quantitative and qualitative research techniques to create an assessment of the nature of, and dynamics driving, youth violence in Boston; (3) developing an intervention designed to have a substantial, near-term impact on youth homicide; (4) implementing and adapting the intervention; and (5) evaluating the intervention’s impact.”²

² Braga, A. A., Kennedy, D. M., Waring, E. J., & Piehl, A. M. (2001). Problem-oriented policing, deterrence, and youth violence: An evaluation of Boston’s Operation Ceasefire. *Journal of Research in Crime and Delinquency*, 38(3), 195–225.

The Operation Ceasefire intervention that was implemented included two main components: (1) A law enforcement attack on illicit firearms traffickers arming youth with guns and (2) an attempt to generate a strong deterrent to gang violence. Concurrently, street workers, probation and parole officers, and later church and other community groups offered known gang members services and other types of assistance/support.³

Program Interventions/Activities:

“To systematically address the patterns of firearms trafficking...the Working Group:

- Expanded the focus of local, State, and Federal authorities to include intrastate firearms trafficking in Massachusetts in addition to interstate trafficking.
- Focused enforcement attention on traffickers of the makes and calibers of guns most used by gang members.
- Focused enforcement attention on traffickers of guns that had short time-to-crime intervals and, thus, were most likely to have been trafficked (The time-to-crime interval is the time from the first retail sale to the time the gun is confiscated by the police. The Boston Field Division of the Federal Bureau of Alcohol, Tobacco and Firearms (ATF) set up an in-house tracking system that flagged guns whose traces showed a time-to-crime interval of 18 months or shorter).
- Focused enforcement attention on traffickers of guns used by the city's most violent gangs.
- Attempted to restore obliterated serial numbers of confiscated guns and subsequently investigate trafficking based on those restorations.
- Supported these enforcement priorities through analysis of data generated by the Boston Police Department and ATF's comprehensive tracing of crime guns and by developing leads from the systematic debriefing of gang-affiliated arrestees or those involved in violent crime.

The second strategic element, which became known as the "pulling levers" strategy, involved deterring the violent behavior (especially gun violence) of chronic gang offenders by:

- Targeting gangs engaged in violent behavior.
- Reaching out directly to members of the targeted gangs.
- Delivering an explicit message that violence would not be tolerated.
- Backing up that message by "pulling every lever" legally available (i.e., applying appropriate sanctions from a varied menu of possible law enforcement actions) when violence occurred.

Concurrently, the Streetworkers (a coalition of Boston social service workers), probation and parole officers, and, later, churches and other community groups offered gang members services and other types of assistance. Throughout the intervention process the Ceasefire message was delivered repeatedly: in formal meetings with gang members, through individual police and probation contacts with gang members, through meetings with inmates of secure juvenile facilities, and through gang and street outreach workers. The message was a promise to gang members that violent behavior (especially gun

³ Kennedy, D. M., Braga, A. A., & Piehl, A. M. (2001). Reducing Gun Violence: The Boston Gun Project's Operation Ceasefire Series: Research Report. *NCJ*. Retrieved April 13, 2015, from <https://www.ncjrs.gov/txtfiles1/nij/188741.txt>

violence) would evoke an immediate and intense response. Although nonviolent crimes would be dealt with routinely within the criminal justice system, violence would receive the Working Group's focused enforcement actions."⁴

In addition to the program components noted above, streetworkers and law enforcement teams, most notably the Youth Violence Strike Force, (YVSF) work to prevent violence and engage youth in services through strategic communication. For instance, if the director of streetworkers heard that that two gangs were going to be fighting, he could quietly notify the YVSF, who could then deploy a large number of police to the area in order to prevent the incident. Further, if a YVSF officer noticed that one or more of the gang members present at the scene were under the supervision of Boston's Department of Youth Services (DYS), they could notify DHS and arrange for the youth to be picked up and held in a DHS facility until things calmed down. While the youth was being held, DHS would coordinate with community-based workers to come into their facilities to meet with youth and try to engage them in services.⁵

Time Frame:

The Boston Gun Project Working Group began meeting in January 1995, and implementation of Operation Ceasefire began in early 1996. The program evaluation considered data from January 1, 1991 to May 31, 1998 assessing a little over two years of Boston's Operation Ceasefire.

Assessment Tool:

Assessment Tool	Purpose
Braga et al.'s (2001) analysis of impacts within Boston associated with Operation Ceasefire using a one-group time series design and a non-randomized quasi-experiment.	To measure the impact of Ceasefire intervention to reduce violent crime by street gangs. Specifically, the analysis assesses the impact of Operation Ceasefire on monthly homicide victims age 24 and younger, as well as monthly counts of citywide shots-fired citizen calls for service and citywide gun assault incidents.

Outcomes:

Results from Braga, Kennedy, Waring, and Piehl's (2001) analysis indicate that between pre and post-intervention time periods there was a statistically significant 63 percent reduction in youth homicides, 25 percent reduction in gun assaults, and 32 percent reduction in shots fired calls for service.

Chicago's Project Safe Neighborhoods

Key Highlights	
Description	Two principles guided this program: (1) enforcement efforts would target those most at risk of being a victim and offender of gun violence, and (2) serious efforts would be directed towards changing the normative nature of gun violence.

⁴ Kennedy, D. M., Braga, A. A., & Piehl, A. M. (2001). Reducing Gun Violence: The Boston Gun Project's Operation Ceasefire Series: Research Report. *NCJ*. Retrieved April 13, 2015, from <https://www.ncjrs.gov/txtfiles1/nij/188741.txt>

⁵National Institute of Justice. (2001). Reducing gun violence: the Boston Gun Project's Operation Ceasefire. Retrieved on April 21, 2015, from <https://www.ncjrs.gov/pdffiles1/nij/188741.pdf>.

- Outcomes**
- Approximate 37 percent decrease in monthly homicide compared to preceding three years prior to program implementation.
 - Individuals who attended a “Project Safe Neighborhood” forum were almost 30 percent less likely to return to prison compared to similar individuals who did not attend a forum.
 - Survey results indicated that offenders are more likely to comply with law and not to carry a gun when they have more positive opinions towards law and the police.

Program Description:

Since 2002, a Department of Justice funded program called Project Safe Neighborhoods (PSN) has been implemented in Chicago with the specific charge of reducing the city’s high levels of homicide and gun violence. Participating program members include representatives from: the Chicago Police Department, the Cook County State’s Attorney’s Office, the Illinois Department of Correction, the Cook County Department of Probation, the United States’ Attorney’s Office for the Northern District of Illinois, the City of Chicago Corporation Counsel, the Chicago Alternative Policing Strategy, the Chicago Crime Commission, and more than 12 community-based organizations.⁶ Their gun violence reduction strategy is comprised of four interventions: (1) increased federal prosecutions for convicted felons carrying or using guns, (2) lengthy sentences associated with federal prosecutions, (3) supply-side firearm policing activities, and (4) social marketing of deterrence and social norms messages through offender notification meetings.⁷

Program Interventions/Activities:

Chicago’s PSN programming has three program areas – the community-level (prior to any criminal actions), a law enforcement strategy, and multi-agency case review and prosecutorial decision making. The majority of Chicago’s PSN programming is said to occur in the first program area, the community-level. Community level interventions include community outreach and media campaigns, school based programs, and various programs and forums specifically geared towards known gun offenders.

The community- and school-based programs involved working with local non-profits to provide gun violence prevention education to high-violence primary and secondary schools. These programs, titled “Hands without Guns” and “In My Shoes,” brought outreach workers to schools to talk to students about strategies for deescalating tense situations so that they did not result in gun violence. In My Shoes also organized dialogue sessions between students and victims of gun violence (many in wheelchairs), who spoke about how guns had changed their lives.⁸

Offender Notification Forums were also held approximately twice per month. Offenders with a history of gun violence and gang participation who were recently placed on parole or probation were requested to

⁶ Papachristos, A. V., Meares, T. L., & Fagan, J. (2007). Attention felons: evaluating project safe neighborhoods in Chicago. *Journal of Empirical Legal Studies*, 4(2), 223–272.

⁷ Braga, A. A., & Weisburd, D. L. (2011). The effects of focused deterrence strategies on crime: A systematic review and meta-analysis of the empirical evidence. *Journal of Research in Crime and Delinquency*, 49(3), 323-358.

⁸ Project Safe Neighborhoods: Review of the Research. (2009). Homicide and gun violence in Chicago: evaluation and summary of the Project Safe neighborhoods program. Retrieved April 20, 2015, from http://www.psnchicago.org/PDFs/2009-PSN-Research-Brief_v2.pdf.

attend a forum hosted by the PSN taskforce. The forums were designed to stress to offenders the consequences should they choose continue to be involved in violence and to explain the ways in which the program would support them, should they want to change their lives. After explaining these choices, the forums then presented speakers from various community based organizations discussing their programs and services, and describing how interested individuals could participate.

Chicago’s PSN law enforcement strategy also focused on high-risk populations and known gun offenders in targeted geographic areas, and leveraged the role that federal prison sentences for gun charges could have as a deterrent effect. A multi-agency task force reviewed every gun case bi-weekly to determine whether a federal prosecution could yield a longer prison sentence than a state prosecution, and cases involving individuals with a previous history of gun violence, occurring in the targeted program areas, or accompanying severe circumstances were referred for federal prosecution. For cases sent to the state system, PSN taskforce members stressed to judges the campaign to crack down on gun violence to promote longer sentencing in hopes of yielding a deterrent effect.

Time Frame:

Data were collected for the 72 month period from January 1999 to December 2004 and collapsed to 24 quarter time periods for analysis. The intervention began in 2002.

Assessment Tool:

Assessment Tool	Purpose
Papachristos et al.’s (2007) evaluation of Project Safe Neighborhoods in Chicago	To measure the impact of Chicago’s PSN to reduce gun violence in targeted neighborhoods, and to reduce re-offending from prior gun-offenders.

Outcomes:

There was an approximate 37 percent decrease in monthly homicides compared to the preceding three years prior to program implementation. There was also a statistically significant reduction in gun homicides and aggravated assaults in the targeted districts. Finally, individuals who attended a “Project Safe Neighborhood” forums were almost 30 percent less likely to return to prison compared to similar individuals who did not attend a forum, and survey results indicated that offenders are more likely to comply with law and not to carry a gun when they have more positive opinions towards law and the police. There was no statistically significant reduction in gang homicides specifically, but this was not the primary target, as is the case for some Ceasefire programs.

Baltimore’s Safe Streets Program

Key Highlights	
Description	Baltimore’s Safe Streets program differs from the previous two program and from the approach currently in implementation in Oakland. Rather than using a call-in model to identify high-risk, system involved individuals, this approach centers of community mobilization, street outreach, public education, faith based leader involvement, and criminal justice participation to reduce violence generally, and gun violence specifically. Street outreach is a central component of this program, notably using ex-

offenders and violence intervention tactics as key approaches to reducing gun violence. The program also attempts to change social norms surrounding shootings, sending the message that using guns to resolve conflict is unacceptable. There is little law enforcement involvement in this approach.

- Outcomes**
- Statistically significant reduction in homicides and nonfatal shootings
 - Less favorable attitudes towards using gun to resolve disputes

Program Description:

Baltimore’s Safe Streets program considers itself a replication of Chicago’s Ceasefire program, consisting of five core components including community mobilization, street outreach, public education, faith based leader involvement, and criminal justice participation. The program is aimed at reducing violence in general, and gun violence more specifically. The program also attempts to change social norms surrounding shootings, sending the message that using guns to resolve conflict is unacceptable.⁹ In contrast to the previous CeaseFire program models, this model is centered in community-oriented street outreach and does not utilize the call-in approach of the other two. This model also has much less law enforcement involvement.

Program Interventions/Activities:

Baltimore’s Safe Streets program was implemented in four separate neighborhoods in Baltimore, the first program starting in June 2007 and the last starting in January 2009.¹⁰ The program has five core components including community mobilization, street outreach (including violence intervention tactics), public education, faith based leader involvement, and criminal justice participation. Each program includes a center (3 sites in one neighborhood share one center) staffed by a site director, a violence prevention coordinator responsible for community mobilization, four full-time-equivalent outreach worker positions, and an outreach supervisor.

The community mobilization component of the program is used to build a base of support for Safe Streets and to build neighborhood-based coalitions that include youth organizations, faith leaders, block club members, community residents, as well as local law enforcement. This coalition is designed to ensure responses to all shootings and distribute public education materials community wide.

Street outreach workers are local community members, many of who have had a history of involvement with street violence. They are present in the community during hours when, according to statistics, violence is most likely. These workers canvass the neighborhood and get to know community members, and the individuals who are of greatest risk of becoming a victims or perpetrators of shootings and/or killings. The goal of the street outreach workers is to have a pulse on the streets and to be informed about everything going on with the community, as well to intervene in high-risk incidents.¹¹

⁹ Webster, D. W., Whitehill, J. M., Vernick, J. S., & Curriero, F. C. (2013). Effects of Baltimore’s Safe Streets Program on gun violence: A replication of Chicago’s CeaseFire Program. *Journal of Urban Health*, 90(1), 27–40.

¹⁰ *ibid*

¹¹ City of Baltimore Health Department. (n/a). *Safe Streets: Stop Shooting Start Living*. Retrieved on April 20, 2015, from <http://health.baltimorecity.gov/sites/default/files/Safe%20Streets%20Overview.pdf>

The violence intervention tactic is the most directly relevant program component to the immediate reduction of gun violence, as this component involves street outreach workers mediating high-risk incidents within the targeted communities. Typically these incidents involved individuals or groups with violent pasts (88%), gang members (75%), and weapons at the scene (nearly 67%). Outreach staff mediated 276 of these sorts of incidents from July 2007 – December 2010, and reported that they successfully resolved approximately 69% of them (no serious violence), and temporarily resolved another 23% of these cases.

Street outreach workers also carry a caseload of around 15 – 20 at risk community members (program participants), and assist them in changing the directions of their lives. Program participants must either have gang/crew involvement (or thought to be actively involved with violence by police), a prior criminal history including crimes against persons, pending or prior arrests for weapons offenses, high-risk street activity, be a recent victim of a shooting (shot within last 90 days), recently released from prison or juvenile detention center, and/or be between the ages of 14 -25. Once participants are identified, street outreach workers help to connect them, as well as their families, to educational opportunities, employment training, mental health and substance abuse services, etc., in hopes of reducing the risk of violence.¹²

Time Frame:

Homicide data and nonfatal shootings data (NFS) were collected for the period of January 1, 2003 – December 31, 2010. Programmatic interventions began in the McElderry Park neighborhood in July 2007. Elwood Park’s program was fully implemented as of March 2008 while Madison-Eastend and Cherry Hill were implemented as of January 2009.

Assessment Tool:

Assessment Tool	Purpose
John Hopkins Bloomberg School of Public Health (2012) evaluation of Baltimore’s Safe Streets program.	To assess the impact the street outreach intervention had on reducing shootings and homicides in the intervention neighborhoods, as compared with high crime comparison areas (police posts) without the intervention.

Outcomes:

Comparison of changes in the number of homicides and nonfatal shooting incidents per month in the intervention neighborhoods as compared with high crime comparison areas (police posts) without the intervention were used in order to assess the impact the street outreach intervention had on reducing shootings and homicides in the intervention neighborhoods, as compared with high crime comparison areas (police posts) without the intervention. To be a comparison area, the police post must have been in the top 25% among all posts for the number of homicides and nonfatal shootings from 2003 to 2006.

¹² John Hopkins Bloomberg School of Public Health. (2012). Evaluation of Baltimore’s Safe Streets program effects on attitudes, participants’ experiences, and gun violence, retrieved April 16, 2015, from <http://www.rwjf.org/content/dam/web-assets/2012/01/evaluation-of-baltimore-s-safe-streets-program>

“In Cherry Hill, Safe Streets was associated with statistically significant reductions of 56% in homicide incidents and 34% in nonfatal shootings. Program effects in the three East Baltimore sites varied... There was also evidence that positive programs extended into areas bordering the neighborhoods that implemented Safe Streets. Totaling statistically significant program effects across all the program sites and border posts we estimate that the program was associated with 5.4 fewer homicide incidents and 34.6 fewer nonfatal shooting incidents during 112 cumulative months of intervention post observations. There would have been more than 10 additional homicide incidents prevented had there not been significant increases in Madison-Eastend and in the area bordering Elwood Park that coincided with program implementation.”¹³

Additionally, survey data of youth from McElderry Park indicated they were much less likely than youth in the other neighborhoods to believe that it was okay to use a gun to resolve disputes. Interviews with program participants who sought assistance also reported that “outreach workers helped with activities including: finding a job (88%); 5 job interviewing skills (75%); job training (63%); getting into a school or GED program (95%); and resolving family conflicts (100%). Outreach workers also helped the majority (52%) of program participants settle an average of two disputes. Twenty-eight percent of these disputes involved guns and 91% avoided violence. Overall, 80% of program participants reported that their lives were “better” since becoming program participant of Safe Streets.”^{14]}

Developing a Successful Street Outreach Program

Components to Consider:

RDA reviewed effective violence prevention/street outreach programs, as well as a review of reviews of effective violence prevention/street outreach programs across various cities in the United States and compiled the following list of program components to consider when implementing a street outreach program.

Specific Purpose/Target Audience:

It is imperative to lay out clear programmatic goals prior to implementing a violence prevention/street outreach program. Each program should consider what their target population or specific purpose is. Is the program’s purpose to reduce gun violence in general, or gang violence or drug market related violence more specifically? Is it to connect at-risk youth with positive opportunities? Making this decision is key prior to moving forward with program implementation.

¹³ John Hopkins Bloomberg School of Public Health. (2012). Evaluation of Baltimore’s Safe Streets program effects on attitudes, participants’ experiences, and gun violence, retrieved April 16, 2015, from <http://www.rwjf.org/content/dam/web-assets/2012/01/evaluation-of-baltimore-s-safe-streets-program>

¹⁴ *ibid*

Type of Street Outreach:

Program coordinators should have clear outreach strategies in place prior to program implementation. Various violence prevention programs utilize disparate outreach strategies to reduce neighborhood violence. While some programs focus more on building closer and long-term relationships with violent or at-risk community members, others focus their resources towards conflict mediation and high-risk situations. Regardless of the strategy that is implemented, outreach staff must be able to build trusting relationships with the targeted youth/offending populations. Depending on the intended target populations, programs may want to hire workers with direct experience with gangs and/or street violence in order to be able to build these kinds of relationships.

Program Partnerships:

A key decision to make is whether or not the street outreach program will include a partnership with local law enforcement. The majority of outreach programs consider this relationship as crucial to program success, as they allow outreach programs and police to share valuable information and sometimes to coordinate strategies to help reduce violence. These partnerships can be complicated and sensitive relationships to build, but most programs consider the effort well worth it. Law enforcement partnerships work best when the majority of communication, particularly regarding sensitive information, occurs between street outreach coordinators or supervisors and designated high-level police officers. Typically, beat officers do not have relationships with outreach workers themselves, and only very rarely will line officers and outreach workers demonstrate any sort of relationship on the street. This is due to potential mistrust, as well as the need for outreach workers to maintain credibility with target populations and not be seen as “snitches” who are working with the police.

Other potential partnerships include probation, parole, and correctional facilities, community-based organizations/service agencies; faith-based organizations, schools, hospitals, etc.¹⁵

¹⁵ National Council on Crime and Delinquency. (2009). Developing a successful street outreach program: recommendations and lessons learned. Retrieved April 20, 2015, from <https://ca-richmond2.civicplus.com/DocumentCenter/Home/View/8054>

Ceasefire / Violence Prevention / Street Outreach Program Models

Program	Program Purpose/Target	Program Interventions	Street Outreach Strategy	Partner w/ Law Enforcement	Outcomes
Boston Gun Program/ Operation Ceasefire	<ul style="list-style-type: none"> Reduce gun violence and youth homicides among youth age 24 and below 	<ul style="list-style-type: none"> Increased gun law enforcement <ul style="list-style-type: none"> Target traffickers of makes/models used by gang members Target traffickers of guns with short time-to-crime intervals “Pulling Levers” strategy <ul style="list-style-type: none"> Deliver explicit message that violence not tolerated to targeted gang members Strict enforcement/prosecution Street outreach and offerings of community services 	<ul style="list-style-type: none"> Community Outreach Build relationships with known violent offenders/gang members 	<ul style="list-style-type: none"> Yes 	<ul style="list-style-type: none"> 63% reduction in youth homicides 25% reduction in gun assaults 32% reduction in shots fired calls for service
Project Safe Neighborhoods - Chicago	<ul style="list-style-type: none"> Reduce homicides and gun violence 	<ul style="list-style-type: none"> Focused law enforcement on high-risk populations or known gun offenders in specific areas <ul style="list-style-type: none"> Leverage federal prosecutions Offender Notification Forums <ul style="list-style-type: none"> Law enforcement message Ex-offender intervention talk CBO representatives discuss programs and how to enroll 	<ul style="list-style-type: none"> Community outreach programs School programs Media Campaigns Offender Notification Forums Build relationships with known violent offenders/gang members 	<ul style="list-style-type: none"> Yes 	<ul style="list-style-type: none"> 37% decrease in monthly homicides Statistically significant reduction in gun related homicides and aggravated assaults Individuals who attended Offender Notification Forums 30% less likely to return to prison



<p>Baltimore's Safe Streets Program</p>	<ul style="list-style-type: none"> • Reduce gun violence in Baltimore's most violent neighborhoods 	<ul style="list-style-type: none"> • Street Outreach <ul style="list-style-type: none"> ○ Violence Intervention tactics/conflict mediation • Community Mobilization <ul style="list-style-type: none"> ○ Community response to shootings • Public Education • Faith based leadership involvement • Criminal Justice Participation 	<ul style="list-style-type: none"> • Community Outreach/Build relationships with at-risk victims/offenders • Outreach workers mediate high-risk incidents 	<ul style="list-style-type: none"> • Yes 	<ul style="list-style-type: none"> • Statistically significant reduction in homicide and nonfatal shooting incidents • Surveyed youth less likely than youth in the other neighborhoods to believe it is okay to use a gun to resolve disputes • Program participants reported high levels of program support for reducing violence and connecting to services
--	---	--	---	---	---

References

- Braga, A. A., Kennedy, D. M., Waring, E. J., & Piehl, A. M. (2001). Problem-oriented policing, deterrence, and youth violence: An evaluation of Boston's Operation Ceasefire. *Journal of Research in Crime and Delinquency*, 38(3), 195–225.
- Braga, A. A., & Weisburd, D. L. (2011). The effects of focused deterrence strategies on crime: A systematic review and meta-analysis of the empirical evidence. *Journal of Research in Crime and Delinquency*, 49(3), 323-358.
- Kennedy, D. M., Braga, A. A., & Piehl, A. M. (2001). Reducing Gun Violence: The Boston Gun Project's Operation Ceasefire Series: Research Report. *NCJ*. Retrieved April 13, 2015, from <https://www.ncjrs.gov/txtfiles1/nij/188741.txt>
- Papachristos, A. V., Meares, T. L., & Fagan, J. (2007). Attention felons: evaluating project safe neighborhoods in Chicago. *Journal of Empirical Legal Studies*, 4(2), 223–272.
- Webster, D. W., Whitehill, J. M., Vernick, J. S., & Curriero, F. C. (2013). Effects of Baltimore's Safe Streets Program on gun violence: A replication of Chicago's CeaseFire Program. *Journal of Urban Health*, 90(1), 27–40.
- National Institute of Justice. (2001). Reducing gun violence: the Boston Gun Project's Operation Ceasefire. Retrieved on April 21, 2015, from <https://www.ncjrs.gov/pdffiles1/nij/188741.pdf>
- Project Safe Neighborhoods: Review of the Research. (2009). Homicide and gun violence in Chicago: evaluation and summary of the Project Safe neighborhoods program. Retrieved April 20, 2015, from http://www.psnchicago.org/PDFs/2009-PSN-Research-Brief_v2.pdf
- City of Baltimore Health Department. (n/a). Safe Streets: Stop Shooting Start Living. Retrieved on April 20, 2015, from <http://health.baltimorecity.gov/sites/default/files/Safe%20Streets%20Overview.pdf>
- John Hopkins Bloomberg School of Public Health. (2012). Evaluation of Baltimore's Safe Streets program effects on attitudes, participants' experiences, and gun violence, retrieved April 16, 2015, from <http://www.rwjf.org/content/dam/web-assets/2012/01/evaluation-of-baltimore-s-safe-streets-program>
- National Council on Crime and Delinquency. (2009). Developing a successful street outreach program: recommendations and lessons learned. Retrieved April 20, 2015, from <https://ca-richmond2.civicplus.com/DocumentCenter/Home/View/8054>

Appendix B: Case Management Models

Case Management Models

Case management models differ in how they assess and address the needs of a client population through varying case management practices, types of services, dosages, and caseloads size. The following section provides an overview of key case management components that vary across different models.

Types of Case Management

At the most basic level, case management services provide ongoing support to clients in areas such as housing, employment, social relationships, and community integration. Case managers take on the role of a broker to assess clients for their level of need, provide them information on available resources, and connect them to services. Depending on the discipline and the target population, case management services vary in terms of level of intensity, supervision, and service provisions. For populations with multiple and complex needs, intensive case management models provides comprehensive, multidisciplinary services directly, such as mental health service. Whereas for populations with lesser needs, a case manager will have limited interactions with a client that may only involve a standardize assessment and referrals to external service providers¹⁶.

Types of Case Managers

While case management models require a “case manager,” the role of case manager varies depending on the type of model. The most common type of case manager is a single individual who manages a load of client cases¹⁷. This individual is the single point of contact to connect a client to the appropriate resources or services. Individual case management serves a variety of purposes and used in nearly all types of case management models.

More intensive case management models, such Assertive Community Treatment (ACT) as well as certain types of managed care services, rely on multi-disciplinary teams (MDTs) made up of mental health, substance use, specialty care, and healthcare providers as well as peers support coordinators, life coaches, and service coordinators¹⁸. The team leader is generally a mental health clinician who is responsible for coordinating services with the client and other team members. Team-based case management is resource intensive and only appropriate for populations with the highest level of need.

¹⁶ Guarino, K. (2011). *Step by Step: A Comprehensive Approach to Case Management*. The National Center of Family Homelessness.

¹⁷ Society for Case Management of America (2010). *Standards of practice for case management (Rev ed.)*. Little Rock, Arkansas: Society for Case Management of America.

¹⁸ Vanderplasschen, W. W. (2007). Effectiveness of Different Models of Case Management for Substance-Abusing Populations. *Journal of Psychoactive Drugs*, 39(1), 81–95.

Service Provision v. Service Brokerage

Case management services provide clients with access to resources and supports to meet their individual needs. Most commonly, case managers serve as a broker between client and services. Case managers in this role conduct assessments, referral clients to services, and provide education. If appropriate, case managers act as advocates for their clients to ensure they receive the services they need¹⁹. Brokerage case management is one of the more common and adaptable service delivery models used in a variety of disciplines including criminal justice, employment, social services, education, behavioral health, and healthcare²⁰.

Clinicians who also work as case managers provide clients directly with services and supports. For instance, in cases where case management is a central component of a mental health program, the case manager may provide the client with mental health services in addition to connecting the client to housing services. While most case management services provide clients with a mix of direct and referred services, full service case management models, such as ACT and intensive case management, provide clients with a full continuum of services and supports²¹.

Case Management Practices

Case managers employ a variety of practices to engage clients, build rapport, identify client needs, and develop appropriate case plans. Most intensive case management models use relationship building between the client and case manager and client participation in case planning as key components of understanding client needs and developing case plans. Once case plans have been developed, case managers support implementation through regular follow up meetings with clients as well as with other agencies or entities that can help achieve client goals.

Not all case management practices require client engagement and relationship building to effectively serve clients. Case management services that focus on discrete service categories with clear eligibility requirements, such as employment or benefits acquisition, use case management practice that are less personal and more focused on assessment, planning, and referral. This approach to case management is more cost effective than others, but has fewer long term impacts on client outcomes. There is also evidence that this model of case management is less effective for populations with complex needs such as reentry populations, homeless substance users, and individuals with co-occurring mental health and substance use disorders.²²

Caseload Size

Case managers' caseloads vary based on the type of services they provide and the intensity with which they provide them. General case management services, such as use in employment services, allow for larger

¹⁹ Society for Case Management of America, (2010)

²⁰ *Ibid*

²¹ Ziguras, S., & Stuart, G. (2000). A Meta-Analysis of the Effectiveness of Mental Health Case Management Over 20 Years. *Psychiatric Services*, 51(11), 1410-1421

²² Vanderplasschen, (2007)

caseloads – such as 35 clients per case manager – because case manager chiefly refers clients to service providers and interactions with clients are less frequent. On the other hand, full service case management, such as ACT requires a substantially smaller caseload of 10 clients per case manager to provide their clients with the level of intensity and direct service support that they need²³.

Promising Models of Case Management

Case management refers to the coordination of community services and supports by a trained professional, or case manager, and includes an assessment of an individual's or family's needs to inform the development and implementation of a plan to meet those needs through a series of services and supports. Case management is a core intervention of publicly and privately funded efforts to meet the needs of high-risk populations, improve outcomes, and reduce the costs and burden to public services. Case management services began in the field of social welfare and have since been adapted to other disciplines such as healthcare, mental health, substance use, employment, education, and most recently public safety.

Assertive Community Treatment

Assertive Community Treatment (ACT) is an evidence-based team treatment approach designed to provide comprehensive, community-based psychiatric treatment, rehabilitation, and support to persons with serious and persistent mental illness. ACT case management provides direct, outpatient services aimed at addressing serious functioning difficulties in several major areas including employment, social relationships, residential independence, resource management, physical health, and wellness²⁴.

ACT has the explicit goal of promoting the clients' independence, rehabilitation, and recovery and, in so doing, to prevent homelessness, unnecessary hospitalization, and other negative outcomes. ACT providers work with clients either in their homes or community settings to encourage practicing newly learned skills and utilizing supports in a real world setting²⁵.

A multi-disciplinary team provides case management service to ACT clients. Case management teams use a "total team approach" in which all of the staff work with all of the participants, under the supervision of a mental health professional who serves as the team's leader. Teams typically include a psychiatrist and one or more social workers, nurses, substance abuse specialists, vocational rehabilitation specialists, occupational therapists, service coordinators, and peer support specialists (individuals who have had personal, successful experience with the recovery process). ACT purposefully maintains low staff-to-client ratios to ensure that the ACT team can perform virtually all the necessary rehabilitation, treatment, and community support interventions in an efficient and coordinated manner.

²³ *Ibid*

²⁴ Center for Evidence-Based Practices. (2011). Assertive Community Treatment Practices. Retrieved from <https://www.centerforebp.case.edu/practices/act>

²⁵ Vanderplasschen, (2007)

Intensive Case management

Intensive case management (ICM) refers to a broad type of comprehensive case management that provides a community-based package of long term services, supports, and care to severely mentally ill clients who do not require hospitalization or inpatient care. ICM is defined by smaller caseloads, team-based and/or individual case management, and a focus on direct services rather than brokerage; however ICM does refer clients to external providers if needed. ICM emphasizes outreach, client participation in case planning, and an assertive approach to maintaining contact with clients.

ICM is most commonly used for populations with high needs, such homeless adults, individuals with co-occurring mental health and substance use disorders, reentry populations, and people living with HIV and/or AIDS (PLWHA). The case manager in an ICM model is often mental health or healthcare clinician in order to facilitate the provision of direct care to client in addition to resources and supports. ICM also employs the use of evidence-based practices, and assessment tools to develop an individualized and achievable case plan. Services often include mental health and substance use treatment, primary care, co-occurring services, and resource acquisition.

ICM focuses on case management activities and supports taking place in the community rather than clinical settings to encourage greater integration of clients into their community environment. Case managers also aim to develop trusting relationships with clients in order to best understand the client's need and provide the appropriate supports. In order to provide such high levels of community-based services and supports to clients, ICM maintains caseloads at 20 clients per case managers (20:1)²⁶.

Strength Based Case Management

Strength-based case management (SBCM) provides clients with direct therapeutic services and other supports, but lacks the comprehensive array of services that define ACT and ICM models. SBCM uses a strengths-based approach to assessment and case planning that seeks to empower the individual by building on their personal and environmental assets. Case managers work with clients to understand their needs and build case plans from the perspective of their personal, social, and environmental strengths and resources rather than from a deficits perspective.

SBCM is used in a variety of settings, but is more common in substance use and mental health treatment settings because the empowering nature of the model aligns with behavioral health's concepts of recovery. To that point, SBCM is most effective in addressing issues related to substance use and mental health. Integrated primary and behavioral health care programs have also utilized components of strength-based practices, including SBCM, in the implementation of integrated coordinated care models.

SBCM case managers are clinicians, paraprofessionals, or peers. Case managers generally focus on building a supportive and strength-based relationships with their clients. Generally, SBCM maintains a caseload of fifteen client per case manager (15:1). The lower case load allows case managers to provide sufficient attention to their clients to build a relationship and accurately assess their resources and needs.

²⁶ Vanderplasschen, (2007)

This ensures that case managers and clients work together to develop a supportive and effective case plan²⁷.

Generalist Case Management

Generalist case management (GCM) refers to a variety of case management services that provide clients with assessment, planning, facilitation, education, service coordination, and advocacy services. GCM provides little if any direct services beyond assessment, education, and service brokerage. A variety of disciplines and settings use a GCM approach to connect their clients to supplementary services and supports²⁸.

GCM has less of a focus on relationship building than other case management models; however case managers still aim to understand their clients' needs and strengths to develop effective and achievable case plans. Many GCM services rely on standardized assessment tools and means testing as a way to effectively assess need and eligibility for various types and intensity of services. This allows for case managers to have a large caseload of thirty-five clients per case manager (35:1). GCM is the most cost-efficient form of case management due to the model's high caseload²⁹.

GCM case managers are most often social workers, counselors, paraprofessional staff, and peer staff. Case managers generally focus on assessing their clients' needs and eligibility; providing education about their needs, services, and supports; developing case plans; and connecting clients to service providers. Case managers may also engage in advocacy on behalf of the clients in certain instances such as legal proceedings³⁰.

²⁷ Brun, C., & Rapp, R. (2001). Strengths-Based Case Management: Individuals' Perspectives on Strengths and the Case Manager Relationship. *Social Work*, 278-288.

²⁸ Center for Evidence-Based Practices. (2011)

²⁹ Vanderplasschen, (2007)

³⁰ Guarino, (2001)

Intensive Case Management Models

	Description	Services	Case Management Components	Dosage	Participants	Outcomes
Assertive Community Treatment (ACT)	Assertive Community Treatment is an evidence-based team treatment approach designed to provide comprehensive, community-based psychiatric treatment, rehabilitation, and support to persons with serious and persistent mental illness.	<ul style="list-style-type: none"> • Case management team provides services • Mental health • Housing • Life skills training • Employment • Crisis intervention • Substance use Tx 	<ul style="list-style-type: none"> • Large focus on relationship with client • Multi-disciplinary teach approach • Services delivered by team in client’s natural environment • 24 hour coverage • Case management shared by team 	<ul style="list-style-type: none"> • Significant effects on substance use observed at 36 months; limited improvements at 6 & 12 months • ACT model provides “Time-unlimited” services • Case management intensity is tiered based on need (e.g. step down program) 	<ul style="list-style-type: none"> • Recommended caseload is 10:1 • Demonstrated effectiveness with various populations: <ul style="list-style-type: none"> ○ Homeless ○ Alcohol dependent adults ○ SMI/co-occurring ○ Offenders 	<ul style="list-style-type: none"> • Reduce hospitalizations by 20% • Improvements in retention in services • Improvements in substance use and quality of life • Limited cost-effectiveness • Increased satisfaction
Intensive Case Management (ICM)	Intensive Case Management (ICM) is a community-based package of care, aiming to provide long term care for severely mentally ill people who do not require immediate admission. Intensive case management is differentiated from other forms of case management through factors like a smaller caseload size, team management, outreach emphasis, a decreased brokerage role, and an assertive approach to maintaining contact with clients.	<ul style="list-style-type: none"> • Case manager provides services • Service provision fluctuates based on client need • Integrated mental health/SUD Services • Social supports 	<ul style="list-style-type: none"> • Large focus on relationship with client • Client participation in case planning; review annually • Services delivered in community • Services delivered by a primary case manager 	<ul style="list-style-type: none"> • Most effective at 12-24 month long doses 	<ul style="list-style-type: none"> • Recommended caseload is 20:1 • Demonstrated effectiveness with various populations: <ul style="list-style-type: none"> ○ Homeless, alcohol dependent adults ○ SMI/co-occurring ○ Reentry populations ○ PLWHA 	<ul style="list-style-type: none"> • Reductions in hospitalizations • Improvements in client retention and satisfaction • Improvements in quality of life

					<ul style="list-style-type: none"> • Most favorable outcomes with adolescent substance users 	
Strengths-Based Case Management	<p>Also known as Iowa Case Management, strengths based case management provides clients with a greater intensity of services, including therapeutic services and smaller caseloads. The purpose of strengths model case management is to assist people to recovering by identifying, securing, and sustaining the range of environmental and personal resources needed to live, play, and work in a normal, interdependent way in the community.</p>	<ul style="list-style-type: none"> • Case manager provides services and coordinates services • Substance use Tx • Employment • Life skills • Mental health • Resource acquisition 	<ul style="list-style-type: none"> • Large focus on relationship with client • Outreach • Engagement of client in case planning • Assessment of strengths 	<ul style="list-style-type: none"> • Demonstrated effectiveness as 6, 12, & 36 month doses 	<ul style="list-style-type: none"> • Recommended caseload ration of 15:1 • Demonstrated effectiveness with various populations: <ul style="list-style-type: none"> ○ Veterans ○ Chronically Unemployed ○ Substance users ○ Homeless ○ Offenders 	<ul style="list-style-type: none"> • Improvements in employment situation • Increase in utilization of medical, substance use, and aftercare services • Improvements in drug use and criminality
Generalist Case Management (GCM)	<p>Generalist case management, also known as brokerage case management, is a collaborative process of assessment, planning, facilitation, care coordination, evaluation, and advocacy for options and services to meet an individual's and family's comprehensive needs through communication and available resources to promote quality cost-effective outcomes.</p>	<ul style="list-style-type: none"> • Case manager coordinates services; no direct service provision • Most common in Employment, Health, and human services settings 	<ul style="list-style-type: none"> • Limited focus on relationship btw case manager & client • Assessment of client needs • Case & transition planning • Informing client about services • Coordinating services • Advocacy & supporting client self-advocacy 	<ul style="list-style-type: none"> • Demonstrated effectiveness at 6 & 12 months • Diminishing long term effects (12 mo+) 	<ul style="list-style-type: none"> • Recommended caseload is 35:1 • Demonstrated effectiveness with various populations: <ul style="list-style-type: none"> ○ Homeless adults ○ Substance users ○ Reentry populations 	<ul style="list-style-type: none"> • More cost efficient than more intensive models • Initial improvements in substance use observed • Improvements in recidivism

Case Management in Criminal Justice Settings

Screening and Assessment

The use of validated screening and assessment tools helps case managers triage clients to prioritize interventions based on where resources are most needed. Screening and assessment helps 1) categorize individual by risk and need, in order to 2) identify the appropriate mix, duration, dosage, and intensity of intervention for each client based on risk and need information³¹.

Targeted Services

Programs should provide case management services to clients who have been screened as medium or high risk to reoffend. Low risk offenders should be subject to minimal intervention and case management services. Interventions should target the dynamic issues that drive criminal behavior and provide the necessary supports to reduce the risk of reoffending. Services may include referrals to substance abuse or mental health treatment, employment or educational services, cognitive-behavioral classes aimed at addressing criminal thinking, or other jail- and community-based programs as appropriate³².

Comprehensive Case Planning

Clients receive a comprehensive case plan that builds upon needs assessment by specifying interventions that address the client's identified criminogenic needs. Case plans should include realistic goals, timeline for achieving goals, and the client's responsibility for meeting these goals. Case plans have three components that provide a continuum of interventions and supports that include:

- interventions to be carried out while in jail to prepare the client for release
- Interventions that address immediate, post-release needs
- Interventions that support longer term integration into the community³³

Collaborative Case Plans

All agencies should use a single case plan when interacting with the client—including the jail, probation, and community-based service providers—and the case plan should follow the client into the community upon release from jail. Case plans should include any information pertaining to community supervision to ensure the client, supervising officers, and community-based providers have the correct information about the client's probation or sentencing. Case managers should be actively engaged and in regular communication with clients' probation and/or parole officers and service providers in order to ensure consistent implementation of the case plan and common understanding of clients' needs and goals. Clients should also actively participate in the case planning process, working with the case manager to

³¹ Warwick, K., Dodd, H., & Neusteter, S. (2012). Case Management Strategies for Successful Jail Reentry. Transition from Jail to Community Initiative, National Institute of Corrections.

³² *Ibid*

³³ *Ibid*

develop long and short term goals. Case managers should aim to develop a supportive relationship with clients³⁴.

Referral Processes

Case managers should collaborate with community-based organizations to link clients to evidence based programs that match clients' risk and need in intensity and duration. Case managers should keep an updated inventory of the type of programs and resources available including information on the types of services, the appropriate target populations, the use of evidence-based practices, and any eligibility restrictions. An inventory of programs should also indicate whether or not the programs are accessible, willing to serve a reentry population, and can collaborate with criminal justice staff, supervisors, and case managers³⁵.

Case Management Supervision Structure

A component of effective case management is the supervision that case managers receive from their supervisors. In both clinical and non-clinical settings, supervision plays a vital role to the oversight, professionalism, and training of case managers³⁶. While there is not a specific model that provides an example of an effective case manager supervision structure, researchers have identified effective practices supervisors use to support case managers, especially as they face larger caseloads, dwindling resources, and a growing demand for outcomes³⁷.

Qualifications of Case Management Supervisors

Case management supervisors are individuals who manage and oversee case managers in both clinical and non-clinical settings. Generally, case managers have at least one of the following qualifications:

- A bachelors (or higher) degree in a health-related field or human services profession
- Advanced licensure as a health, mental health, or clinical professional
- Certification as a case manager
- At least five (5) years' experience as a case manager³⁸

This is not an exhaustive list of qualifications required of case manager supervisors. The focus and scope of the case management services should also influence the qualifications of a supervisory position. For instance, a supervising case manager in a clinical setting will need to have certain advanced degrees and licensures compared to a supervisor in a social services setting where commensurate experience can

³⁴ *Ibid*

³⁵ Center for Evidence-Based Practices, (2011)

³⁶ Bowers, B., Esmond, S., & Canales, M. (1999). Approaches to Case Management Supervision. *Administration in Social Work*, 23(1), 29-49.

³⁷ Kilminster, S., & Jolly, B. (2000). Effective Supervision in Clinical Practice Settings: A Literature Review. *Medical Education*(34), 827-840.

³⁸ Case Management Society of America. (2011). *Case Management Model Act: Support Case Management Programs*. CMSA. Retrieved from http://www.cmsa.org/portals/0/pdf/PublicPolicy/CMSA_Model_Act.pdf

suffice. Most important is that the supervisor has the experience, knowledge, and certification to support and oversee the case managers in effectively interfacing with clients.

The Supervision Relationship

The supervisory relationship is the single most important factor for the effectiveness of case management supervision. This component is more effective than the supervisory methods used. A healthy supervisor-supervisee relationship serves as a resource for both the case manager, supervisor, and indirectly, the client³⁹. Supervisory relationships should encompass client/clinical management, case review, performance review, teaching, research, administration, interpersonal skills, personal and professional development, client outcomes, as well as feedback from the case manager about the performance of the supervisor.

Development of a Supervision Plan

Supervision should begin with a discussion regarding the structure, systematic review, planning time to cover all areas, deciding who is responsible for raising each topic, and how and evaluation occurs. Supervisors and supervisees should work together to develop a set of ground rules, have learning objectives, and document the discussions. There should also be an agreed-upon process of escalation should an issue occur that requires an external intervention to resolve. Most importantly, supervisors and supervisee should schedule regular time to meet and discuss supervision topics as well as develop a process for supervision on an “as-needed” basis⁴⁰.

Standards of Supervision⁴¹

The National Association of Social Workers (NASW) has developed a list of standards for social worker supervisors. While the NASW developed the following standards specifically for social workers, these standards are general enough to apply to disciplines across the full spectrum of human services. Furthermore, these standards come from the experience of social workers and case managers across multiple disciplines including criminal justice, social service, education, youth and family services, and health and thus apply to case management supervision in a variety of professional settings.

Context in Supervision

The context in which supervision occurs influences the process of supervising. A supervisor must be sure they meet the qualifications become a supervisor and have a clear understanding of the skills and knowledge that the supervisory relationship is designed to help the supervisee develop. Supervisors should have an awareness and understanding of cultural issues and communities of practice of both the supervisee and their clients.

³⁹ *Ibid*

⁴⁰ Kilminster et al. (2000)

⁴¹ National Association of Social Workers and Association of Social Work Boards. (2013). Best Practice Standards in Social Work Supervision. NASW

Conduct of Supervision

The underlying agreement between supervisors and supervisees includes the premise that supervisees depend on the skills and expertise of supervisors to guide them. Respect for the different roles that supervisors and supervisees play in the supervisory relationship is a key factor in successful supervision.

To maintain objectivity in supervision, it is important to:

- Ensure confidentiality of client information discussed in supervision
- Negotiate a supervision contract with mutually agreeable goals, responsibilities, and time frames
- Create a communication plan to resolve communication issues and other problems in supervision
- Identify feelings or issues supervisors have about their supervisees that may interfere or limit their effectiveness as a supervisor

Legal and Regulatory Factors

In most contexts, supervisors share responsibilities for service provided by clients. Both supervisors and supervisees should familiarize themselves with their legal and statutory obligations and liabilities specified in regulations, written policies, job descriptions, or contracts. To minimize risk, supervisors should:

- Ensure services meet standards or practice
- Maintain documentation of supervision
- Monitor supervisee's professional work activities
- Identify actions that pose a risk to the health or welfare of the supervisee or the client
- Identify and address conditions that may impair the supervisee's ability to practice with reasonable skill, judgment, and safety

Ethical Guidance

Supervisors foster a supervisee's capacity for ethical decision-making, a process that is both cognitive and emotional. Supervisors should discuss and model the process of identifying and exploring ethical issues that includes consideration of the various factors, values, principles, and regulations. Supervisors and their supervisees should discuss possible consequences and benefits of certain actions. They should explore what actions best achieve fairness, justice, and respect for others; make a decision about a course of action; and evaluate the outcome. When a supervisee makes an ethical mistake, with the assistance of their supervisor, they should try to ameliorate any damage and learn how to avoid that mistake in the future.

Implications of Effective Supervision

The evaluation and outcome of the supervisory process is an integral part to the development of professional case managers. The evaluation of the supervisee, as well as the evaluation of the impact and outcome of supervision, is a significant responsibility of the supervisor⁴².

⁴² NASW (2013)

Ongoing Feedback

Feedback is an essential component of a supervisory relationship as it is one of the few methods through which the supervisee can understand their strengths and weaknesses without negatively affecting or disrupting their relationship with the client.⁴³ To enhance learning and increase the effectiveness of supervision, a systematic procedure for ongoing supervisory feedback is necessary. Supervisors should provide feedback through a planned process and offer it in both written and verbal form. Planned supervisory feedback allows both the supervisor and the supervisee to make modifications, if needed, to improve professional practice and skill development. Continuous feedback also helps to determine the impact and effectiveness of the received supervision. When using an evaluation as a learning process, both supervisors and supervisees should expect clinical and administrative errors to occur, but they should be viewed as a teachable moments and not used in a punitive manner⁴⁴.

Impacts on Client Outcomes

Additionally, supervision can have impacts on the outcomes of clients. Researchers in the fields of social work, medicine, education, and psychotherapy have found links between effective supervision and improvements in client outcomes. Most noted improvements in the case manager or clinicians ability to communicate with clients, identify issues, and develop resolutions more quickly than those without supervision⁴⁵.

References

- Bowers, B., Esmond, S., & Canales, M. (1999). Approaches to Case Management Supervision. *Administration in Social Work*, 23(1), 29-49.
- Brun, C., & Rapp, R. (2001). Strengths-Based Case Management: Individuals' Perspectives on Strengths and the Case Manager Relationship. *Social Work*, 278-288.
- Case Management Society of America. (2011). Case Management Model Act: Support Case Management Programs. CMSA. Retrieved from http://www.cmsa.org/portals/0/pdf/PublicPolicy/CMSA_Model_Act.pdf
- Center for Evidence-Based Practices. (2011). Assertive Community Treatment Practices. Retrieved from <https://www.centerforebp.case.edu/practices/act>
- Guarino, K. (2011). Step by Step: A Comprehensive Approach to Case Management. The National Center of Family Homelessness.

⁴³ Kilminster et al. (2000)

⁴⁴ *Ibid*

⁴⁵ Kilminster et al. (2000)



- Kilminster, S., & Jolly, B. (2000). Effective Supervision in Clinical Practice Settings: A Literature Review. *Medical Education*(34), 827-840.
- National Association of Social Workers and Association of Social Work Boards. (2013). Best Practice Standards in Social Work Supervision. NASW.
- Smith L, Newton R (2007). Systematic review of case management. *Aust N Z J Psychiatry* 41 (1): 2–9
- Society for Case Management of America (2010). Standards of practice for case management (Rev ed.). Little Rock, Arkansas: Society for Case Management of America.
- Vanderplasschen, W. W. (2007). Effectiveness of Different Models of Case Management for Substance-Abusing Populations. *Journal of Psychoactive Drugs*, 39(1), 81–95.
- Warwick, K., Dodd, H., & Neusteter, S. (2012). Case Management Strategies for Successful Jail Reentry. Transition from Jail to Community Initiative, National Institute of Corrections.
- Ziguras, S., & Stuart, G. (2000). A Meta-Analysis of the Effectiveness of Mental Health Case Management Over 20 Years. *Psychiatric Services* , 51(11), 1410-1421.



Appendix C: The Recovery-Oriented Services Approach

Recovery-Oriented Services

A recovery approach to mental health and substance use treatment services emphasizes the individual's personal journey rather than a set outcome, and one that may involve developing hope, a secure base and sense of self, supportive relationships, empowerment, social inclusion, coping skills, and meaning⁴⁶. While there is ongoing debate in both substance use and mental health communities as to what constitutes "recovery" or a recovery model, the Substance Abuse and Mental Health Services Agency (SAMHSA) adopted the following working definition of recovery from mental health and substance use disorders:

"A process of change through which individuals improve their health and wellness, live a self-directed life, and strive to reach their full potential⁴⁷."

Recovery-oriented services offer a holistic, person-centered, and community-based model of care that exists on a continuum of improved health and wellness as well as an increased sense of individual self-efficacy. Recovery-oriented services are consumer driven—referring to the involvement and meaningful input of consumers in the process of designing, monitoring, and changing the systems of care. Services are person-centered by providing care to each individual based on unique needs, values, and preference. Service delivery occurs in a community-based environment outside of an institution or clinical setting as a way to maximize the use of an individual's natural supports and encourage greater community involvement. A recovery-oriented system of behavioral health care must communicate the belief that people with serious behavioral health conditions can, and should, be productive members of society. Providers should offer services in a timely, responsive, and trustworthy manner to encourage a meaningful and trusting relationship between consumer and provider.

⁴⁶ SAMHSA. (2010). Recovery Oriented Systems of Care. Substance Abuse and Mental Health Services Administration

⁴⁷ SAMHSA. (2011). *SAMHSA announces a working definition of "recovery" from mental disorders and substance use disorders*. Substance Abuse and Mental Health Services Administration Retrieved from: <http://www.samhsa.gov/newsroom/press-announcements/201112220300>



References

SAMHSA. (2010). Recovery Oriented Systems of Care. Substance Abuse and Mental Health Services Administration

SAMHSA. (2011). *SAMHSA announces a working definition of “recovery” from mental disorders and substance use disorders*. Substance Abuse and Mental Health Services Administration Retrieved from: <http://www.samhsa.gov/newsroom/press-announcements/201112220300>

Appendix D: The Trauma Informed Care Approach

Trauma-informed care (TIC) integrates an awareness of trauma with an understanding of the neurological, biological, psychological, and social effects of trauma and the prevalence of these experiences in persons who receive mental health and substance use services. TIC takes into account knowledge about trauma — its impact, interpersonal dynamic, and paths to recovery — and incorporates this knowledge into all aspects of service delivery.⁴⁸

TIC is based in the recognition that traditional service approaches can re-traumatize consumers and family members. Additionally, trauma informed care is a person-centered response focused on improving an individuals' all around wellness rather than simply curing mental illness.⁴⁹ Trauma informed care is about creating an approach to service provision built on five core principles:

1. **Safety:** Ensuring physical and emotional safety
2. **Trustworthiness:** Maximizing trustworthiness, making tasks clear, and maintaining appropriate boundaries
3. **Choice:** Prioritizing consumer choice and control
4. **Collaboration:** Maximizing collaboration and sharing of power with consumers
5. **Empowerment:** Prioritizing consumer empowerment and skill-building⁵⁰

A trauma-informed approach reflects adherence to six key principles rather than a prescribed set of practices or procedures. These principles may be generalizable across multiple types of settings, although terminology and application may be setting- or sector-specific. It is critical to promote the linkage to recovery and resilience for those individuals and families impacted by trauma.

Trauma-Informed Services

Consistent with SAMHSA's definition of recovery, trauma-informed services and supports build on the best evidence available, consumer and family engagement, empowerment, and collaboration. A program, organization, or system that deploys a trauma informed services aims to:

1. *Realizes* the widespread impact of trauma and understands potential paths for recovery
2. *Recognizes* the signs and symptoms of trauma in clients, families, staff, and others involved with the system

⁴⁸ Hemmert, T., & Oberdier, B. (2007). Trauma Informed Care In Behavioral Health Settings. In Closer Look. Ohio Legal Rights Services.

⁴⁹ *Ibid*

⁵⁰ Substance Abuse and Mental Health Service Administration (SAMHSA). (2014). Trauma-Informed Approach and Trauma-Specific Interventions. Retrieved from National Center for Trauma-Informed Care: <http://www.samhsa.gov/nctic/trauma-interventions>

3. *Responds* by fully integrating knowledge about trauma into policies, procedures, and practices
4. *Seeks* to actively resist re-traumatization⁵¹

Trauma informed services should be recovery-oriented and client-centered by prioritizing the client’s need to be respected, informed, connected, and hopeful regarding their own recovery. Providers should explicitly recognize the interrelation between trauma and symptoms such as substance abuse, eating disorders, depression, and anxiety. Interventions should occur in least restrictive manner as possible in collaboration with clients, family members, friends, and other service providers in a manner that empowers clients⁵².

Trauma-Specific Services v. Trauma Informed Care

Trauma-specific services (TSS) provide specific interventions and treatments for psychosocial disorders resulting from exposure to trauma. TIC differs from TSS because TIC provides a framework for understanding the impact of trauma that guides the organization and behavior of the entire system of care;⁵³ however, TIC does not specifically target the symptoms related to trauma,⁵⁴ whereas TSS employs evidence-based treatment models to directly address the consequences of trauma and facilitate recovery. Ideally, TSS are a major component of TIC continuum of services, but more often TSS are stand-alone services that target specific populations or exposure to certain kinds of trauma.

Trauma-Informed Interventions Used in Public Systems⁵⁵

Intervention	Description	Target Populations
Addiction & Trauma Recovery Integration Model (ATRIUM)	ATRIUM is a 12-session recovery model intended to bring together peer support, psycho-education, interpersonal skills training, meditation, creative expression, spirituality, and community action to support survivors in addressing and healing from trauma. Designed to serve survivors of sexual and physical abuse, those with substance abuse and other addictive behaviors, those who are actively engaged in harmful relationships, who self-injure, have serious psychiatric diagnoses, and for those who enact violence and abuse against others.	<ul style="list-style-type: none"> • Currently & formerly incarcerated • Reentry Populations • PLWHA • Drop-in center clients
Sanctuary Model	The goal of the Sanctuary Model is to help children who have experienced the damaging effects of interpersonal violence, abuse, and trauma. The model is intended for use by residential treatment settings for	<ul style="list-style-type: none"> • Children • Transitional aged youth

⁵¹ SAMHSA (2014)

⁵² *Ibid*

⁵³ Hopper, E. K., Bassuk, E. L., & Oliver, J. (2010). Shelter from the Storm: Trauma-Informed Care in Homelessness Services. *The Open Health Services and Policy Journal*(3), 80-100.

⁵⁴ Alameda County Behavioral Health Care Services . (2013). Trauma-Informed Care vs. Trauma Specific Treatment . Retrieved from Alameda County Trauma Informed Care: <http://alamedacountytraumainformedcare.org/trauma-informed-care/trauma-informed-care-vs-trauma-specific-treatment-2/>

⁵⁵ SAMHSA (2014)

	<p>children, public schools, domestic violence shelters, homeless shelters, group homes, outpatient and community-based settings, juvenile justice programs, substance abuse programs, parenting support programs, acute care settings, and other programs aimed at assisting children.</p>	
Seeking Safety	<p>Manualized model that offers coping skills to help individuals attain greater safety in their lives for those suffering from Post-traumatic stress disorder (PTSD) and substance abuse</p>	<ul style="list-style-type: none"> • Formerly and currently incarcerated women • Evidence of effectiveness with men
Trauma, Addiction, Mental Health, and Recovery (TAMAR)	<p>Developed as part of the first phase of the SAMHSA Women, Co-Occurring Disorders and Violence Study, the TAMAR Treatment Group Model is a structured, manualized 15-week intervention combining psycho-educational approaches with expressive therapies. It is designed for women and men with histories of trauma in correctional systems. Groups are run inside detention centers, state psychiatric hospitals, and in the community.</p>	<ul style="list-style-type: none"> • Adults with exposure to trauma • Current and formerly incarcerated adults • Adults with SMI
Trauma Affect Regulation: Guide for Education and Therapy (TARGET)	<p>TARGET is a strengths-based approach to education and therapy for trauma survivors who are looking for a safe and practical approach to recovery. TARGET's goal is to help trauma survivors understand how trauma changes the body and brain's normal stress response into an extreme survival-based alarm response. TARGET teaches a practical 7-step set of skills that can be used by trauma survivors to regulate extreme emotion states, to manage intrusive memories, to promote self-efficacy, and to achieve lasting recovery from trauma.</p>	<ul style="list-style-type: none"> • Adults with exposure to trauma • Current and formerly incarcerated adults • Adults with SMI • Survivors of abuse & DV
Trauma Recovery and Empowerment Model (TREM and M-TREM)	<p>The Trauma Recovery and Empowerment Model is intended for trauma survivors, particularly those with exposure to physical or sexual violence. This model is gender-specific: TREM for women and M-TREM for men. This model has been implemented in mental health, substance abuse, co-occurring disorders, and criminal justice settings. The developer feels this model is appropriate for a full range of disciplines.</p>	<ul style="list-style-type: none"> • Adults with exposure to trauma • Current and formerly incarcerated adults • Adults with SMI & SUD



References

- Alameda County Behavioral Health Care Services . (2013). Trauma-Informed Care vs. Trauma Specific Treatment . Retrieved from Alameda County Trauma Informed Care: <http://alamedacountytraumainformedcare.org/trauma-informed-care/trauma-informed-care-vs-trauma-specific-treatment-2/>
- Hemmert, T., & Oberdier, B. (2007). Trauma Informed Care In Behavioral Health Settings. In Closer Look . Ohio Legal Rights Services.
- Hopper, E. K., Bassuk, E. L., & Oliver, J. (2010). Shelter from the Storm: Trauma-Informed Care in Homelessness Services. *The Open Health Services and Policy Journal*(3), 80-100.
- Substance Abuse and Mental Health Service Administration. (2014). Trauma-Informed Approach and Trauma-Specific Interventions . Retrieved from National Center for Trauma-Informed Care: <http://www.samhsa.gov/nctic/trauma-interventions>

Appendix E: Reentry Employment Programming

Direct Service Delivery of Reentry Employment Programming

There are many direct service programs that have been proven effective in helping formerly incarcerated individuals obtain employment. These programs generally are trying to achieve two broad goals: (1) promoting job readiness, and (2) finding and retaining employment. Each of these goals encompasses several broad objectives, which relate to numerous needs common to formerly incarcerated individuals, and which may be addressed through various commonly used and proven effective program components.

Promoting Job Readiness

The table on the following page presents a brief overview of objectives related to promoting job readiness, as well as important needs to address, program components, and corresponding best practices. This is followed by a discussion of the different components of promoting job readiness.

OBJECTIVES	NEED ADDRESSED	PROGRAM COMPONENT	BEST PRACTICES
Improve individuals' hard skills	Basic education GED attainment Technical skills Familiarity with technology Industry-specific training	Education and Training Transitional Job Placements	<ul style="list-style-type: none"> ❖ In-custody education, training, and certification ❖ In-custody work opportunities with certifications, mirror community workplace ❖ Partnerships / collaboration between corrections and community-based stakeholders to ensure smooth transition ❖ Acknowledging successes and progress ❖ Assessment of hard skills needs determines education/training programming ❖ Education/training most effective with credentialing such as GED, degree, or license ❖ Basic skills education most effective in the context of work ❖ Post-secondary education through partnership with local community colleges ❖ Vocational training in partnership with local employers or labor unions
Improve individuals' soft skills	Professionalism Ability to collaborate Communication skills Conflict resolution Decision making Problem solving	Soft/Cognitive Skill Development Transitional Job Placements	<ul style="list-style-type: none"> ❖ In-custody cognitive behavioral programming ❖ Assessment of soft skills needs determines soft/cognitive skill programming ❖ Develop job readiness certification for soft skills program completion ❖ Limited duration transitional job placements to improve skills and provide immediate income

Address non-skill-related barriers to employment	Mental health services Substance abuse treatment Housing supports Transportation supports Childcare supports	Non-Skill-Related Interventions	<ul style="list-style-type: none"> ❖ Assessment of non-skill-related barriers ❖ Provide linkages to needed services ❖ Serious issues should be addressed prior to employment program engagement; less serious issues may be addressed concurrently ❖ Partnerships with other community organizations can provide an extensive support network of needed services ❖ Supported employment programs (SEPs) may help clients with serious mental illness
---	--	---------------------------------	---

Pre-Release

Programs that promote job readiness can begin as early as leading up to an individual’s release from custody. Many institutions provide education and training services in classroom settings; these services may address hard skill development through adult basic education and GED prep programs, or soft skills through cognitive therapy based programming. Best practices encourage partnering with local workforce development agencies in developing in-custody hard and soft skill programming; such partnerships represent an important resource for job readiness training in custody as well as linkages to ongoing support services post-release.

Additionally, many institutions provide the opportunity for inmates to gain work experience through transitional job placements such as work release programs or prison industry work assignments, and research has shown that both types of programs improve future employment outcomes and reduce recidivism. Best practices suggest that in-custody work assignments are most effective when they mirror the community workplace as much as possible, including a required application, job interviews, workplace orientation, regular work evaluations, employment termination for unacceptable performance, and opportunities for performance-based pay raises.

Best practices suggest that providing participating inmates with credentials to reflect their progress leads to better preparedness for the workforce post release. Credentials may include GED certificates or other adult basic education documentation, or may take the form of U.S. Department of Labor apprenticeships, trade association certificates, OSHA safety certifications, other specific skill credentials, or prison work verification. Additionally, some programs acknowledge successes through graduation ceremonies, success bulletins, and articles in local correctional publications or trade journals. Acknowledging successes in this way not only provides positive reinforcement for inmates, but also creates an opportunity to engage community stakeholders such as manufacturing associations, chambers of commerce, or labor trade unions to promote future job opportunities.

Linkages to Community-Based Programming

Many sources stressed the importance of the transition from in-custody job readiness programming to community-based programming. Best practices indicate that collaboration and information sharing between corrections personnel and community-based providers are the most effective way to bridge the

gap from in-custody to post-release. Efforts should be made to ensure that individuals continue the type of programming they were receiving in custody after their release.

Assessment

Once an individual has been released from custody and engaged with community-based job readiness services, the first step is to assess their job readiness needs, as well as any potential barriers to employment. Assessment can also help to match individuals to specific work environments in which they are most likely to achieve job satisfaction and long-term success. Assessment best practices incorporate a wide range of information about the client, including criminogenic risk/need, strengths/barriers, likes/dislikes, skills, interests, education, work history, criminal record, mental health issues, substance abuse issues, living situation, family situation, language proficiency, and more. At minimum, the most effective assessments incorporate an assessment of an individual's hard skills, soft skills, and any non-skill-related barriers to employment. In the event that an individual's assessment reflects serious non-skill-related barriers to employment, such as severe mental illness, physical health problems, or substance abuse disorders, best practices recommend focusing first on connecting the individual with services to help address these barriers. It may be possible for individuals with less severe issues to receive treatment concurrently with employment programming.

Education and Training

The results of an individual's assessment will determine which education or training programs are appropriate. Education and training programs address clients' hard skills needs, and cover a wide range of programs including adult basic education, GED prep and certification, and post-secondary coursework or vocational training. Best practices suggest that education and training have the greatest impact on employment outcomes if they result in credentialing, such as the completion of a GED, a post-secondary degree, or a trade license.

Basic education programs are oriented for adult learners, typically those reading below the 9th grade level, and provide instruction in fundamental reading, writing, math skills, and English as a Second Language (ESL). Best practices indicate that basic skills are most effectively taught in the context of work rather than traditional education formats; this helps students to make the connection between the basic skills they are learning and the working world, revealing the value of training and facilitating skills retention once they are on the job. Post-secondary education programs serve individuals with higher education levels and are often provided in partnership with local community colleges. Vocational training programs are designed to improve the employment prospects of workers by understanding the needs of the local labor market and training participants to meet those needs. Best practices suggest that vocational training programs are most effective for individuals with at least a high school diploma or GED. Additionally, vocational training programs are best executed in partnership with local employers or labor unions, to ensure instruction is adequately addressing the needs of employers and to best position program staff to broker job placements for program participants.

Soft Skill / Cognitive Development

Soft skill or cognitive skill development addresses topics such as professionalism, communication skills, the ability to collaborate with others, conflict resolution, problem solving, decision making, and other skills that enable an individual to work well with others. Depending on the needs of the individual, as determined by the assessment, soft skills may be taught prior to job placement, on the job, or both. Best practices show that both clients and employers respond well when programs develop certificates of employability or rehabilitation for individuals completing soft skills programming; clients appreciate the recognition, and employers are comforted by the formal certification of job readiness.

Incorporating cognitive behavioral therapy (CBT) into soft skill development programming is another promising practice for employment services. CBT programs have been shown to be effective in helping formerly incarcerated individuals to address deficits and build social skills, decision-making skills, and problem-solving skills essential for job retention. Additionally, many successful programs cited the effectiveness of mentoring programs and identification of pro-social supports. Such programs and supports provide job seekers with social connections and relationships they need to avoid re-establishing anti-social associations that lead to recidivism, negative behaviors, and job loss. For organizations that do not have the capacity for in house mentoring programs, local YMCAs and faith-based organizations often sponsor mentorship programs.

Non-Skill-Related Interventions

A formerly incarcerated individual may have many needs that must be addressed in order to receive the maximum benefit of employment programming. Some such needs include mental health services, substance abuse treatment, housing supports, transportation supports, or childcare supports. Needs that pose a less serious barrier to employment, as determined by the initial assessment, may be addressed concurrently with other employment programming. According to best practices in employment programming for formerly incarcerated individuals, the most important thing is to ensure that the range of issues faced by program participants are comprehensively addressed to ensure that individuals are best positioned to benefit from employment services. Welfare-to-Work funding may be used to provide some of these services, most often delivered through WIA One-Stop Centers. In addition, after the individual has secured employment, he or she may be able to access supportive services through an employee assistance program, which an employer may make available with public funding or through WIA follow up, if the person was a WIA participant. Through these programs, employers are more likely to get an employee who can effectively deal with many of the issues that could otherwise compromise job retention and performance.

Logistical needs such as housing, clothing, transportation, childcare, and identification are common obstacles to obtaining and holding a job. Responding to these needs can be done directly by a program with sufficient capacity, but best practices indicate that many employment programs establish partnerships with other community organizations to develop an extensive support network of social services. This is especially true for behavioral health issues. Some programs also partner with legal aid

programs, which can provide clients with legal assistance to secure licenses, expunge criminal records, modify child support orders, and address other barriers with legal solutions.

In the case of individuals with serious mental illness (SMI), best practices recognize supported employment programs designed to connect individuals with jobs while ensuring they receive the necessary professional support services to succeed. Supported employment programs (SEPs) are closely integrated with the individual’s mental health treatment plans, and research has shown that such programs can significantly improve employment outcomes for populations with SMI. However, these programs are not typically designed to address other criminogenic needs, and therefore should be supplemented with other cognitive behavioral interventions as needed.

Transitional Job Placement

Transitional jobs are a type of subsidized employment program in which temporary, income-generating employment is provided to hard-to-employ individuals with the goal of improving their employability through work experience, skills development, and supportive services. Research suggests that transitional job placement can be helpful for formerly incarcerated individuals. Best practices in transitional job placement indicate that the impact of transitional jobs can vary depending on the length of the placement; placements should be long enough to teach important skills, but not so long that individuals are no longer benefiting from their involvement in the program.

Finding and Retaining Employment

The second major goal addressed by employment programs for formerly incarcerated individuals is helping the client to find, obtain, and retain employment. The table above provides a brief overview of objectives related to finding and obtaining employment, as well as important needs to address, program components, and corresponding best practices.

OBJECTIVES	NEED ADDRESSED	PROGRAM COMPONENT	BEST PRACTICES
Prepare individuals for the job hunt process	Criminal record /credit report issues Identification / other documents Identifying career goals Resume development Job searching Job interview coaching Networking	Job Coaching	<ul style="list-style-type: none"> ❖ Develop career goals ❖ Obtain necessary documents and evidence of rehabilitation ❖ Mentor on job hunt skills including resume development, job searching, networking, applications, and interviews ❖ Review and “clean up” criminal records and credit reports ❖ Counsel on how to approach criminal history in job interviews
Connect individuals to work opportunities	Income Employment opportunities	Job Development Non-Transitional Subsidized Employment	<ul style="list-style-type: none"> ❖ Know your local labor market ❖ Use labor market information to target high-growth occupations

	<p>Matching individuals to jobs where they can succeed</p>	<p>Financial Work Incentives</p>	<ul style="list-style-type: none"> ❖ Consider on the job training arrangements with subsidized wages ❖ Link clients to income as quickly as possible, whether transportation costs, or financial incentives
<p>Support individuals in retaining work and advancing in their field</p>		<p>Retention and Advancement Services</p>	<ul style="list-style-type: none"> ❖ Provide or link clients to ongoing supports to support employment success ❖ Support rapid reemployment in the event of job loss ❖ Provide career advancement to promote quality job placements and improved long term outcomes

Job Coaching

Job coaches play an important role in employment services for hard-to-employ populations, including formerly incarcerated individuals. The job coaching process often begins with preparing clients for the job hunt. This may include working in partnership with the client on developing career goals; for example, a short-term goal might focus initially on obtaining a job or keeping a current job, whereas a long-term goal might focus on education, training, or a certificate needed for advancement in the client’s field of choice. Job coaches also support clients in obtaining documents such as various forms of identification (state issued picture identification, social security card, and birth certificate) they will need to apply for jobs. In addition, best practices suggest that job coaches help their clients to gather evidence of rehabilitation including previous employment information, educational achievements, social and religious activities, military achievements, and letters of reference from people who can attest to the individual’s character. Job coaches also help prepare individuals for a job search by supporting clients in learning important job hunting skills, such as developing a resume, searching for appropriate jobs, networking, completing the application process, and preparing for and completing job interviews.

Job coaches should also help clients in reviewing and “cleaning up” their criminal records and credit reports, and counseling clients on how best to address their criminal histories in job applications and interviews. Job coaches should ensure that their clients understand the legal rights and responsibilities of a job seeker with a criminal record, and familiarize them with the questions employers may ask and how to respond appropriately and honestly. Best practices indicate that participants must be encouraged to be honest about their backgrounds, but should resist elaborating on convictions, instead explaining any mitigating circumstances and emphasizing efforts at rehabilitation. Particular attention should be paid to any vocational training or education, employment experiences, community service performed, and successful alcohol or substance abuse treatment the client has attained since committing the offense.

The results of an individual’s initial assessment should inform when clients receive job coaching and development services. For individuals who do not have major obstacles to job readiness, matching individuals with potential opportunities may happen almost immediately. For others, the job readiness best practices described above will help to prepare them for eventual employment.

Job Development

Job development involves working with local employers to identify job openings and to match clients with these jobs. Because formerly incarcerated individuals may not be as competitive on the job market to begin with, and because having a criminal record compounds their challenges in obtaining gainful employment, job development requires particular attention to both the needs of the local job market and to potential employers' staffing requirements.

Best practices in job development for formerly incarcerated individuals indicate that the most important steps to successful employment linkages are 1) knowing your local labor market, and 2) using information about the local labor market to target high-growth occupations that may be amenable to hiring formerly incarcerated individuals. Job developers should familiarize themselves with state laws that affect the employment of people with criminal records, including knowing which jobs have legal barriers to employment and licensure for people with certain types of criminal convictions, and what if anything can be done to remove those bars. Using information about the local labor market, job developers then identify recent labor market trends and job prospects within key sectors where criminal records are not an absolute bar. Occupational forecasting material can enable job developers to stay informed about what sectors have current job openings and where future opportunities will exist. This can inform job referrals and referrals to job training programs.

For example, one program reported successes with "green economy" jobs for traditionally disadvantaged workers, including people with criminal records, limited work history, and lacking higher education. "Green economy" positions have offered clients opportunities for advancement and higher wage earnings not available in every sector. Accordingly, programs to provide training for controlled deconstruction of buildings and salvaging of materials, work crews to participate in community beautification, and sustainable landscaping and urban agriculture projects were developed, and clients were linked to opportunities with potential for long term sustainability. Another program emphasized entrepreneurship for its clients. Individuals completed coursework in business ownership, received one-on-one counseling, microloans, and mentorship through every step of creating their own business.

Job development will be discussed at greater length below, in the section on creating jobs.

Non-Transitional Subsidized Employment

Another form of employment services for formerly incarcerated individuals and other hard-to-employ individuals is non-transitional subsidized employment. Non-transitional subsidized employment programs connect clients with employment opportunities, and pay some portion of the client's wages for a trial period, during which the employers and/or the program provides training and support services to prepare the client for permanent, unsubsidized employment. Some such positions convert to permanent jobs after the subsidy period ends. On-the-job training programs are a common subsidized employment program model, in which the employer is expected to provide training to employees in exchange for short-term wage subsidy. Best practices indicate that this option is best suited for individuals who do not require

intensive job preparation services, but would benefit from additional training or are struggling to find non-subsidized employment.

Job Retention and Advancement

Many employment programs also provide job retention services, or “post-employment” services. These programs can provide or link clients to the support services they need to help them retain employment, including addressing child support issues, housing, childcare, and transportation, all of which may compromise employment success. Additionally, “post-employment” service programs provide crisis intervention, continued soft skills supports, or assist with reemployment in the case of job loss.

Some employment programs also provide career advancement guidance to their clients. These programs work to match their clients with higher-paying jobs or educational opportunities to promote advancement. This can involve developing relationships with clients’ employers to mediate workplace issues, facilitate opportunities for advancement, and provide on-site retention skills. Skill and career interest assessment tools can be used to guide longer-term career planning after a client’s initial placement.

While effective, engaging individuals in voluntary employment-retention and advancement programs may require intensive marketing and other outreach strategies, strong program participant/staff relationships, and the use of incentives to promote participation. Evaluations of advancement and retention programs show individuals who moved up to better job opportunities during the course of the program tended to have better retention outcomes than participants who stayed employed at the same job over the course of the program. This is consistent with research that shows the quality of job placements factors into the effectiveness of employment interventions.

Financial Incentives

Financial incentives have been shown to be highly effective for supporting formerly incarcerated individuals in pursuing and obtaining long term employment; research indicates that incentives often have the greatest impact on future employment and earnings outcomes. When feasible, programs should provide some form of immediate income while preparing and training clients for employment, through stipends or paychecks that may cover, at a minimum, transportation costs. This form of income is also an incentive for participants to attend the program.

Financial incentive programs may also condition cash incentives on full-time work, or on participation in job preparation programming for part time workers. Financial incentives may be especially beneficial to individuals with criminal histories who are non-custodial parents, as this population is only eligible for a very small credit under the Earned Income Tax Credit, the largest federal work incentive program.

Program Duration

Research is not conclusive on the best employment program duration for formerly incarcerated individuals. According to best practices, length of course and setting (classroom/workplace) should vary by individual and type of program; for example, programs with a transitional job component may feature a shorter class, as soft skills can continue to be taught in the context of work by program staff overseeing workers. However if the program is placing individuals into jobs with outside employers, they need to first ensure that basic soft skills such as professionalism and conflict resolution are developed and that the individuals' attitudes toward work have been addressed.

Promising Programs in Reentry Employment

Center for Employment Opportunities (CEO), New York NY

The Center for Employment Opportunities (CEO) was created by the Vera Institute of Justice to respond to the employment needs of recently released prisoners. CEO is an independent nonprofit agency that provides a highly structured set of employment services to formerly incarcerated individuals in New York City, primarily men (90%) in their mid-twenties (90%).

The CEO program involves seven structured steps to sustainable employment: job readiness training, meeting with a job counselor, paid transitional employment, job development, job placement, post-placement services, and support services. Clients begin the process by completing an orientation, a four-day soft skills training workshop, and an initial meeting with a job counselor for an in-depth skills assessment. Clients are then immediately matched with day-labor work crews, paid for by city and state agencies, which involve a variety of assignments including providing custodial services to government buildings, maintaining nature trails, painting classrooms, and cleaning up roadways. The program pays crew members at the end of each work day. While clients are employed through this program, they continue to work with CEO staff on job development and placement for longer-term job opportunities. CEO specializes in finding jobs in customer service, food industries, manufacturing, office support, and semi-skilled trades. CEO also provides a range of post-placement support services for a minimum of 12 months.

CEO places approximately 70% percent of its graduates into full-time jobs within three months of program completion. About 75% of placed clients are still working after one month; and 60% are still on the job after three months. The average hourly wage of placed participants is higher than the minimum wage. Nearly two-thirds of the positions offer full benefits. In terms of recidivism outcomes, a study by the Vera Institute found that only 21% of all enrollees (whether they were with CEO for one day or one year) recidivated within three years; only 15% of enrollees that CEO placed in jobs were recidivated within three years.

Institute for Social and Economic Development: Microenterprise Training for Women, Iowa State

The Institute for Social and Economic Development (ISED) is a nonprofit organization providing a highly structured set of employment services to assist low-income individuals entering the labor market. ISED's Microenterprise Training for Women in Corrections (MTWC) program, launched in 2001, assists women who are incarcerated at the Iowa Correctional Institution for Women in Mitchellville, Iowa. ISED collaborates with the Iowa Women's Enterprise Center and the Iowa Department of Corrections to provide entrepreneurial training to women in prison. The Microenterprise Training for Women in Corrections focuses on helping the women to use their talents and skills to start small businesses, obtain quality jobs, and build financial assets to help them become economically independent and successful members of the community.

While in prison, participants attend business planning training workshops. After release, the women receive follow-up one-on-one technical assistance from a trained business consultant. ISED provides support by developing a curriculum and set of interventions directed toward preparing offenders for reentry, focusing on their financial and economic situations. A financial assessment is done upon their entry into the program. The assessment and reentry plan are comprehensive and integrated into their overall reentry plan. Additional support is provided via a partnership between the community corrections/parole officer and a community sponsor who assists the new business owner with connecting to community supports or other services that are key to becoming a successful independent member of the community. Paroled inmates must meet all conditions of release and are encouraged to obtain jobs and stabilize their household before they embark on full time self-employment.

Pioneer Human Services, Washington State

Pioneer Human Services is an entrepreneurial nonprofit organization that seeks to improve the lives its clients through employment and training, social services, and housing. Pioneer provides services to at-risk populations, which primarily include individuals who were formerly incarcerated and former substance abusers. The program is a combination of correctional services, substance abuse services, behavioral health services, drug and alcohol-free housing, and employment in one of Pioneer's businesses. Pioneer Human Services manages 14 work-release correctional facilities that serve juveniles and adult men and women who are probation violators or individuals who are serving the last three to six months of their sentences. The program has an integrated approach to helping its clients, providing services including housing, on the job training, life skills training, risk assessment, communication skills, and inpatient substance abuse treatment. The organization manages several businesses and places clients in on-the-job training opportunities in fields such as manufacturing, construction, printing, packing distribution, or food services. When clients leave the work-release program, they have the opportunity to continue working with Pioneer.

A University of Washington study found that participants in the Pioneer program had a lower recidivism rate (about 6% after two years) than other work-release programs. The study also found that Pioneer participants have higher earnings and work more hours than a comparison group that was used in the

study. Pioneer also established a monthly client outcomes program that looks at the performance of Pioneer clients based on over 100 indicators.

Project RIO, Texas State

The Project RIO (Re-Integration of Offenders) program is operated through the Texas Workforce Commission. It has over 100 program staff in 62 offices across the state, providing services to 16,000 parolees every year. The initial impetus behind the program was to reduce skyrocketing corrections costs by reducing the number of released prisoners that are returned to prison. Project RIO begins working with clients before they are released from prison. Program participants receive assessments and testing used to develop an employment plan, and participate in job readiness and life skills training during their incarceration. Assessment specialists gather birth certificates, social security cards, and general equivalency diplomas (GEDs) from family members and others for the inmates. A job readiness specialist meets with every participant who is within two years of his/her release date and every 90 days after that to help work on the interviewing skills of the inmate. Inmates work on Project RIO developed workbooks called Project RIO Occupational Direction or PROD to help develop their employability and life skills. RIO clients who are within six months of release can participate in a 65-day life skills program, which covers anger management, family relationships, victim awareness, personal hygiene, and other related topics.

Inmates and formerly incarcerated individuals can learn about and connect to Project RIO both in prison and after release. Project RIO distributes program brochures to all new inmates; sponsors an orientation for prisoners on their release day, providing them with contact information for the program; and trains parole officers to refer their parolees to the program. After release, Project RIO employment specialists work with clients to place them in jobs that match their skills and temperament.

An independent evaluation of the program documented a number of promising outcomes. Nearly 70% of RIO participants found employment, as compared to 36% of a matched group of non-participants. Additionally, within one year of release from prison, RIO participants were less likely to have been returned to prison; 23% of RIO participants were returned to prison within one year of release as compared to 38% of the comparison group. The study also estimated that RIO saved the State of Texas over \$15 million per year due to the reduction in the number of individuals who otherwise would have been rearrested and returned to prison.

Safer Foundation, Illinois State and Iowa State

The Safer Foundation was established to provide vocational training to inmates in an effort to help them enter unions and private industry after release. The Safer Foundation focuses on preparing formerly incarcerated individuals for work by helping them find and keep meaningful employment through a full range of employment services. Safer also provides clients with the additional services they often need for employment readiness such as housing, substance abuse treatment, education, and life skills.

One of the largest community-based providers of employment services for formerly incarcerated individuals in the country, Safer has numerous programs across both Illinois and Iowa, including a school site in a county jail, and a work release program in a correctional center. Walk-in post-release services are

also provided at numerous community-based locations in both Illinois and Iowa. Each location provides intake and assessment for the full spectrum of Safer support services, job referral, and follow-up. Intake staff complete an assessment on each client and develop a plan for how the person can make the best use of the resources Safer offers. The primary educational course offered by Safer is a six-week basic skills program in which clients learn the fundamental skills needed to find and keep a job. All Safer courses are based on a peer-learning model, developed by the organization, in which students work in groups of three to five people supervised by a staff facilitator. During and after the course, employment specialists work with the clients to find jobs. Special case managers provide follow-up with clients for one year to help with various problems such as childcare, transportation, substance abuse treatment, and other issues.

The Center for Fathers, Families, and Workforce Development: STRIVE (National program highlighting Baltimore MD)

STRIVE is a national network of affiliates in locations including Atlanta, Baltimore, Boston, Buffalo, Chicago, Hartford, New Haven, New York, Philadelphia, San Diego, San Francisco, Seattle, and Washington, committed to helping men and women achieve financial independence. STRIVE National works with each of the local STRIVE sites through the STRIVE Affiliates by providing technical assistance and facilitating program development. The STRIVE model emphasizes attitudinal training, job placement, and job retention. For example, STRIVE Baltimore targets hard-to-employ Baltimore residents including formerly incarcerated individuals and the homeless, and assists them with their employment needs. STRIVE Baltimore is set up so that vocational skills can be acquired at work and education courses can be taken after work. Generally, the program prepares participants for employment through an intensive three-week workshop that addresses soft skills. During this time, job seeking and job readiness skills are refined and participants learn about and improve upon workplace behavior, appearance, and attitude.

A key element in the training program is the group interaction session, in which the entire class participates. The initial session is designed to focus each participant on why he or she is there and what he or she expects to accomplish. If successful, this session will reduce hostility, increase confidence, and identify realistic goals. The group interaction sessions allow trainers to assess participants' motivation levels. Job application skills are also refined. Participants work on resume writing, interviewing, and telephone skills. Upon completion of the training, most STRIVE Baltimore participants are placed in jobs within three weeks. The program monitors graduates for a minimum of two years.

Welfare to Work: Partnership Law Project (National program highlighting Chicago IL)

The Welfare to Work Partnership is a national nonpartisan, nonprofit organization created by the business community to encourage and educate companies about hiring and retaining former welfare recipients and formerly incarcerated individuals. The Partnership's Business Resource Group has launched Law Projects in Chicago, Miami, and New Orleans with the goal of helping law firms meet the demands of recruiting, hiring, training, and retaining staff. The Chicago Law project serves both former welfare recipients and people with criminal records. Clients receive an initial screening that involves skills assessment, drug testing, and identification of any other potential health issues. Program participants



then complete a 13-week training curriculum that covers both hard skills (reading, writing, math, spelling, communication, and office skills) and soft skills (office etiquette, prioritizing skills, and giving and receiving constructive feedback) specific to working in a law firm environment. The training also incorporates important life skills such as money management, handling stress, and balancing work and family. After two weeks of training, the program paces participants into paid law firm internships; two days at the firm and three days in class. Additionally, the individual is matched with a volunteer mentor from the law firm, who meets with the candidate once a week to discuss his/her progress, identify challenges, and help with problem solving. Upon completion of the training, the candidate is placed with a law firm and continues to receive support services (skill development, transportation, and childcare assistance) for one year.

Promising Reentry Employment Program Models

Program Name	Hard Skills	Soft Skills	Non-Skill Related	Job Coaching	Job Linkages	Job Retention	Duration
America Works Criminal Justice Program (National)	N/A	On the job soft skills training	Case management Referrals	Job readiness classes	Job placement agency	Case manager provides job retention services (6 months +)	N/A
Center for Employment Opportunities (New York, NY)	Vocational training. Tuition reimbursement for college classes.	Transitional employment placement with soft skills classes. Life skills classes including responsible fatherhood class, budgeting, and nutrition.	Case management Referrals	Job readiness classes (4 days). Weekly meetings with Job Coach to search for full time job.	Transitional employment placement. Job linkages provided after transitional employment completed.	Follow-up support for 1 year provided by Job Coach	3 month transitional employment and follow-up support for 1 year
Institute for Social and Economic Development-Microenterprise Training (Iowa State)	Entrepreneurial training workshop	Financial and economic life skills training	Referrals to community supports and other services			Technical assistance from business consultant	
Pioneer Human Services (Washington State)	GED prep and completion. Tuition reimbursement for college classes. On-the-job training.	On-the-job training. Risk management. Communication skills	Housing. Substance abuse treatment. Co-occurring disorders program. Basic health services.	2 weeks job search training	Employment opportunities internally. Cultivating potential employers.	Follow up support for juvenile offenders only	60 days – 3 months
Project RIO (Texas State)	N/A	Life skills training. Anger management.	N/A	Job readiness counseling. IDs/documentation	Job placement	N/A	65 days + follow-up



Oakland Unite Violence Prevention Programs
Overview of Evaluation Findings and Recommendations

		Personal hygiene. Family relationships.					
Safer Foundation (Illinois State)	GED prep classes. Vocational training.	Life skills training. Soft skill training incorporated into GED classes. Teach other students.	Housing Substance abuse treatment Transportation assistance	Job readiness classes	Program runs staffing agency with temporary, temp-to-hire, and permanent staffing to local businesses. Human resources and hiring paperwork. Job Managers manage employer relationships. Public policy group for job development.	Retention specialists work closely with employers and clients. Career development services Support groups.	2 weeks – several months
The Center for Fathers, Families, and Workforce Development / STRIVE B'more (National)	On the job vocational skills training	Cognitive soft skills training	Group interaction session for goal identification and motivational support	Job readiness classes. Resume writing. Interviewing. Telephone skills.	Job placement	Retention support and 2 years monitoring and follow-up	3 week workshop + average 3 weeks till job placement
Welfare to Work— Partnership Law Project (National)	13 week training in reading, writing, math, spelling, communication, and office skills specific to working in law firm environment	13 week training in office etiquette, prioritizing skills, giving and receiving constructive feedback specific to working in law firm environment	Mentorship Transportation Childcare support	N/A	Placement in paid law firm internship and subsequent placement with law firm job	Mentor in the law firm provides weekly support on challenges, problem solving, and progress	13 week training and internship + 1 year of continued support services

Reentry Employment Program Infrastructure

The three most commonly identified strategies for employment programming infrastructure relate to identifying or creating jobs for clients, developing partnerships, and linking employers to fiscal incentives for hiring formerly incarcerated individuals. This table provides a brief outline of these strategies, as well as objectives and identified best practices.

Employment Programming Infrastructure		
STRATEGY	OBJECTIVES	BEST PRACTICES
Creating Jobs	❖ Identify appropriate employers who can hire individuals with criminal records	<ul style="list-style-type: none"> ❖ Become familiar with legal restrictions around certain types of job and certain types of criminal record ❖ Identify employers who will hire applicants with minimal skills or work experience ❖ Identify employers who hire without conducting a criminal background check ❖ Identify industries most likely to hire formerly incarcerated individuals ❖ Recruit and persuade employers through job fairs and community partnerships ❖ Consider small and medium-sized employers and locally-owned companies
	❖ Recognize and respond to employers' needs	<ul style="list-style-type: none"> ❖ Develop strong, long term relationships with employers in your community ❖ Become informed about employers' needs through asking questions, listening carefully, and making thoughtful job placements ❖ Communicate about and partner with employers on screening, education, and training ❖ Use job placement staff who know the culture of local employers ❖ Reduce the transaction costs associated with hiring new employees
Partners and Collaboration	❖ Partnerships to comprehensively support individuals' reentry needs	❖ Partner with agencies and organizations providing other relevant services for formerly incarcerated individuals to comprehensively support reentry needs
	❖ Partnerships to enhance and support employment programming and workforce development	<ul style="list-style-type: none"> ❖ Collaborate with correctional staff to plan for individuals' release from custody ❖ Partner with agencies experienced at working with formerly incarcerated individuals who may have employment resources ❖ Attend job fairs and network with local employers
Fiscal Incentives	<ul style="list-style-type: none"> ❖ Federal Bonding Program ❖ Work Opportunity Tax Credit 	<ul style="list-style-type: none"> ❖ Emphasize fiscal incentives ❖ Educate employers about options

Creating Jobs

Identify appropriate employers who can hire individuals with criminal records

Identifying employers who can hire individuals with criminal records is an important initial step in creating jobs for formerly incarcerated individuals. Some employers may be subject to criminal liability for hiring employers with certain types of convictions; accordingly, employment programmers will build credibility with both employers and clients if they are aware of such limitation and avoid referring clients with incompatible records.

Once employers who cannot hire your clients have been identified, best practices reveal a number of helpful strategies for identifying appropriate employers who may, including identifying employers who will hire applicants with minimal skills or work experience, identifying employers who hire without conducting a criminal background check, and identifying industries most willing to hire formerly incarcerated individuals. Research indicates that willingness to hire formerly incarcerated individuals varies according to industry. Construction and manufacturing employers expressed more willingness to hire former prisoners than employers in retail trade or services. Generally, employers indicated a reluctance to hire former prisoners for positions that require a wide variety of skills and direct contact with customers.

Another best practice for identifying appropriate employers is recruitment of employers who can be persuaded to hire formerly incarcerated individuals. For example, the Federal Bureau of Prisons uses mock job fairs in prisons to introduce employers to the idea of hiring recently released inmates. These fairs simultaneously give inmates the opportunity to develop their job seeking skills and employers the chance to meet inmates who have marketable skills.

Program evaluations and the experiences of expert job developers show that small and medium-sized employers and locally owned companies may find more value and benefit from the additional supports and financial incentives provided by hiring formerly incarcerated individuals. They may also have fewer hiring restrictions, less bureaucracy, and be more likely to recognize and value the community benefit and social purpose of hiring formerly incarcerated individuals. Small employers may have more flexibility to “take a chance” on a job seeker with a criminal record whereas larger employers may have hiring policies that include blanket prohibitions.

Recognize and respond to employers’ needs

Strong, long-term relationships with employers have been shown to be essential for successful job development. Employment programs should pay significant attention to cultivating employer relationships with a special focus on understanding potential employers’ needs. Attending to both employer and employee needs through deliberate job matching supports the creation of long-term employer partnerships by ensuring that job placements are a mutually beneficial fit. Job developers can develop and demonstrate a deep understanding of an employer’s needs by asking questions, listening carefully, and taking care to match employers with candidates whose goals, interests, and aptitudes align with what employers are seeking. This will also allow for marketing clients to best meet employers’ needs.

Best practices also suggest that employment programs employ job placement staff who are familiar with the culture of local employers; this may include experience working with the target professions or preexisting relationships with employers and hiring staff.

Best practices also indicate that communicating with employers about the employment program's screening, training, and referral processes can reassure employers about the quality of clients they will receive. Additionally, there may be opportunity for partnering with employers to develop training/skill building programmatic offerings to better equip your clients for success with that particular employer.

Many employers fear they will be liable if they hire a person with a conviction record who later commits a new crime. Performing quality screening and referring appropriate job applicants can significantly reduce employers' risk of liability. Additionally, informing potential employers about the Federal Bonding Program (discussed at greater length below) and how it can help protect them when hiring formerly incarcerated individuals may make them feel more supported and safer about "taking a risk" on your clients.

Another successful method for recruiting employers, especially among those who have not yet hired formerly incarcerated individual, is to emphasize the ways in which an employment program reduces their costs for hiring new employees. Employment programs for formerly incarcerated individuals represent free human resource services for employers who need qualified labor by screening clients carefully and ensuring the needs of the employer match the skills and competencies of program participants. This service can be very attractive to smaller employers who cannot afford human resource departments. However, even large employers can benefit from employment programming services, due to the readily available pool of job-ready applicants. In addition, employers save on the costs of conducting background checks on prospective employees through information provided by the employment program when matching clients to opportunities. Once your participants are placed in jobs, you can also offer postemployment services to employers such as supports for childcare, transportation, and ongoing occupational skills training. Employment programs may also serve as an intermediary between the employer and employee and help them resolve problems that arise. Research suggests that employers are appreciative of these services and the cost savings they represent, providing an additional incentive to employers to hire your clients.

Partnerships and Collaboration

Partnerships to comprehensively support individuals' reentry needs

The importance of partnerships and collaborations in supporting successful employment programs for formerly incarcerated individuals is stressed throughout research and best practices literature. Identified range from close collaborations with the local Department of Corrections to relationships with employment agencies and other community organizations. Successful employment programs note that their program is only one part of a larger support network that previously incarcerated persons should have access to when reentering the community. Research emphasizes the importance of working closely with local service and treatment providers to whom they can refer participants for substance abuse, mental health, cognitive behavioral treatment, and other reentry and responsivity-related concerns.

Partnerships with organizations who provide mentoring services, such as faith-based organizations or the YMCA, may also be helpful, as are partnerships with legal clinics to support clients in addressing their legal needs.

Partnerships to enhance and support employment programming and workforce development

Research reports the most successful employment outcomes when individuals began programming while in custody and continue treatment in their communities. Best practices suggest that employment service providers and corrections personnel should share information and collaboratively plan for an individual's release from a facility and the start of community based programming. Efforts should be made to continue the type of programming individuals were receiving while in custody.

There may also be agencies in the community that have experience working with formerly incarcerated individuals and who have developed employer networks and strategies for working with formerly incarcerated individuals. For example, the U.S. Department of Justice has initiated several projects in communities across the country aimed at facilitating the reintegration of returning offenders. Other potential partners include the Division of Workforce Development, Department of Labor apprenticeship programs, Department of Community Development, Department of Family and Support Services, Department of Environment, community based organizations, criminal justice agencies, educational institutions, and employers.

Joining and participating in organizations that allow access and interaction with local employers may bolster partnerships and collaboration for effective employment services and workforce development opportunities. Such organizations include local Workforce Investment Boards, Chambers of Commerce, Rotary Clubs, or trade associations. Employment programs should also attend local job fairs to talk with employers about their candidates and services; distribute business cards, brochures, and fliers; and provide other business references that have used the employment program's services in employing formerly incarcerated individuals.

Incentivizing Hiring

Emphasize financial incentives

Employment programs may have an important role to play in incentivizing hiring by emphasizing available financial incentives and assisting employers in securing them. Best practices suggest that employment programs familiarize themselves with the availability of and requirements for federal bonds through the Federal Bonding Program, tax credits (federal Work Opportunity Tax Credit and State tax incentives, if available), and any other employee training funds that may be available through the Workforce Investment Act.

The Federal Bonding Program

The Federal Bonding Program (FBP) serves as a job placement tool by guaranteeing to an employer the job honesty of "at-risk," hard-to-place job applicants. Fidelity Bonds that employers purchase commercially do not cover anyone who has already committed "a fraudulent or dishonest act." The

insurance industry often deems individuals with criminal records, past drug and alcohol histories, and other job applicants with questionable backgrounds “not bondable” because they may pose a risk for committing a dishonest act, such as stealing. The FBP was created to serve as an incentive for employers to hire qualified individuals who may not be insurable otherwise. The FBP issues fidelity bonds, which are business insurance policies that protect employers in case of embezzlement of money or property by an employee who is covered by the bond. The bond coverage is usually \$5,000 with no deductible amount of liability for the employer. Higher amounts of coverage, up to \$25,000, may be allowed if justified. The bond does not cover liability due to poor workmanship, job injuries, or work accidents. Bonds are usually available free of charge through a State Department of Labor office. All jobs are bondable in both private and public sectors, including full and part-time positions, as well as jobs secured through temporary agencies. The bond is put into effect instantly on the first day of employment. The employer simply makes the applicant a job offer and sets a date for the individual to start working. Once the bond is issued, there are no forms or other papers for the employer to sign, and no processing to delay matters.

Bonding services as a job placement tool have achieved a 99% success rate, employing over 40,000 bonded individuals. Bonding services have been shown effective in encouraging employers to hire people with criminal records. A recent survey determined that employers were much more willing to hire people with criminal records who are bonded. The report states that “bonding was the only variable to which the majority of employers (51%) responded favorably.” Bonding has also been shown to be effective in reducing rates of re-incarceration. A Texas A&M comparison group study found that people with criminal records who were released from Texas State prisons and were job placed through use of bonding and other services, experienced a re-incarceration rate reduced by 40%. This reduction of recidivism saved the state over \$10 million per year in potential re-incarceration costs, and participants who secured employment generated about \$1,000 per year in state and local taxes.

Work Opportunity Tax Credit

Additionally, a for-profit business that hires a person with a criminal record can benefit from the Work Opportunity Tax Credit (WOTC). This federal tax credit provides an incentive for employers to hire, train, and retain job seekers who are among nine groups—including individuals with felony convictions who are hired within one year of their date of conviction or date of release from prison. The credit can reduce an employer’s federal income tax liability by as much as \$2,400 per qualified new worker. Applying is easy and the application is available through a State Department of Labor office. The Department of Labor also provides information about whether or not your state offers additional incentives for employers, such as state tax credits.

Promising Reentry Employment Infrastructures

Center for Employment Opportunities (CEO), New York, NY

In addition to CEO's transitional job placements with day-labor work crews paid for by city and state agencies, CEO has developed an extensive network for long term job placement, including government agencies and private sector employers. CEO has placed clients in over 300 local businesses and organizations. CEO is 90% supported by the revenue it generates from the agencies with which clients are placed for temporary work. The remaining funds are obtained primarily from government funding sources, including state and local criminal justice agencies and workforce development agencies.

Institute for Social and Economic Development: Microenterprise Training for Women, Iowa State

ISED provides community-based services through its Iowa Women's Enterprise Center (a women's business center) in partnership with the Iowa Department of Corrections. Funding for the project was made possible through a grant from the MS Foundation for Women's Collaborative Fund. While in prison, clients work with ISED staff and volunteers. Upon release, participants continue to be served by ISED's network of staff and consultants in their location of residence; they are linked to a variety of programs and services in cooperation with community corrections / parole officers. Some of these connections include faith-based organizations, financial literacy programs, job training programs, and substance abuse groups.

Pioneer Human Services, Washington State

Almost 99% of Pioneer's budget comes from income from goods and services. Pioneer forms contractual relationships with businesses in the commercial sector such as Boeing, Microsoft, and Nintendo. Pioneer also partners with numerous state and local government agencies, including the Washington State Department of Corrections. The job training programs that are offered to Pioneer clients are conducted with local community colleges and state certification programs.

Project RIO, Texas State

The Texas Workforce Commission administers Project RIO in collaboration with the Texas Department of Criminal Justice and The Texas Youth Commission. In addition, the Texas Workforce Commission has developed a network of over 12,000 employers across the state that have hired formerly incarcerated individuals who have completed the program.

Safer Foundation, Illinois State and Iowa State

Safer reports that it takes employment specialists an average of three weeks to place clients in a job. One reason they report being so successful is that the organization has developed good relationships with employers and has a reputation for preparing their clients well for employment. A survey of employers



found that the majority reported little or no difference between job candidates referred by Safer and candidates who came to them by traditional means. Safer Foundation also has a robust partnership with the Illinois Department of Corrections. State parole officers and county probation officers rely on the services provided by Safer to improve the chances that their clients will remain successfully in the community. Safer also collaborates with a wide range of business and service providers.

The Center for Fathers, Families, and Workforce Development: STRIVE (National program highlighting Baltimore MD)

In addition to the robust partnerships of the national STRIVE network, STRIVE Baltimore has developed an extensive employment network with local government agencies as well as numerous private sector employers. The national STRIVE network is also dedicated to advancement of workforce development policy in line with their mission and the needs of their target populations.

Welfare to Work: Partnership Law Project, Chicago IL

The Chicago Law Project has developed partnerships with other community-based organizations and local law firms. Potential candidates for the program are identified through local service providers who provide referrals. The Law Project's community partners also include Chicago area law firms, which agree to hire at least one person who completes the training program, to provide a paid internship in a support staff role during the program, and to assign a mentor for new hires. The 13-week curriculum was designed in collaboration with the Partnership's Business Resource Group and the participating law firm.

Promising Models of Reentry Employment Infrastructure

<i>Program Name</i>	<i>Job Placement Support</i>	<i>Partnerships</i>	<i>Cultivating Potential Employers</i>	<i>Internal Employment / Staffing & HR Services</i>	<i>Policy / Advocacy</i>
Center for Employment Opportunities (New York, NY)	Transitional and long term job placement	Local government agencies Local businesses	Yes	Transitional employment placement	
Institute for Social and Economic Development-Microenterprise Training (Iowa State)		Women’s Business Center			Promoting entrepreneurship for formerly incarcerated women
Pioneer Human Services (Washington State)		For profit corporations Community colleges	Yes	Internal employment opportunities	
Project RIO (Texas State)	X	Workforce commission	Yes		
Safer Foundation (Illinois State)	X	Local businesses For profit corporations	Through developing and maintaining ongoing relationships with employers	Staffing agency with temporary, temp-to-hire, and permanent staffing to local businesses Human resources and hiring paperwork	Public policy group for job development
The Center for Fathers, Families, and Workforce Development / STRIVE Baltimore (National)	X	Local government agencies For profit corporations			National network focused on advancing workforce development policy
Welfare to Work— Partnership Law Project (National)	Paid internship placement and permanent placement	Business Resource Groups Community based organizations Local law firms	Five founding companies have since grown to more than 20,000 participating companies	Screening and drug testing	Encouraging and educating companies about hiring and retaining former welfare recipients, including formerly incarcerated individuals

References

- After Prison: Roadblocks to Reentry. (2009). Retrieved May 6, 2015, from <http://lac.org/roadblocks-to-reentry/upload/lacreport/Roadblocks-to-Reentry--2009.pdf>
- Boer Drake, E., & LaFrance, S. (2007). Findings on Best Practices of Community Re-Entry Programs for Previously Incarcerated Persons. Retrieved May 6, 2015, from [http://www.eisenhowerfoundation.org/docs/Ex-Offender Best Practices.pdf](http://www.eisenhowerfoundation.org/docs/Ex-Offender_Best_Practices.pdf)
- Career Resource Centers: An Emerging Strategy for Improving Offender Employment Outcomes. (2010). Retrieved May 6, 2015, from <http://www.nicic.gov/Library/023066>
- Duran, L., Plotkin, M., Potter, P., & Rosen, H. (2013). Integrated Reentry and Employment Strategies: Reducing Recidivism and Promoting Job Readiness. Retrieved May 6, 2015, from <https://www.bja.gov/Publications/CSG-Reentry-and-Employment.pdf>
- Federal Bonding Program: An Incentive Program for Hiring Individuals with Criminal Records. Retrieved May 6, 2015, from <http://www.hirenetwork.org/content/federal-bonding-program>
- Meyers-Peebles, R. Serving the Employment Needs of Justice Involved Juveniles and Adults: A Primer for Treatment and Recovery Support Service Providers. Retrieved May 6, 2015, from http://www.hirenetwork.org/sites/default/files/SAMHSA_Guide_3-08.pdf
- Mukamal, D. (2001). From Hard Time to Full Time: Strategies to Help Move Ex-Offenders from Welfare to Work. Retrieved May 6, 2015, from <http://www.hirenetwork.org/sites/default/files/From%20Hard%20Time%20to%20Full%20Time.pdf>
- Solomon, A., Waul, M., Van Ness, A., & Travis, J. Outside the Walls: A National Snapshot of Community-Based Prisoner Reentry Programs. Retrieved May 6, 2015, from http://webarchive.urban.org/UploadedPDF/410911_OTWResourceGuide.pdf
- The Employer-Driven Model and Toolkit Strategies for Developing Employment Opportunities for Justice-Involved Individuals. (2014). Retrieved May 6, 2015, from <https://s3.amazonaws.com/static.nicic.gov/Library/028098.pdf>
- Warland, C. (2014). Effective Job Development Strategies for Working With the Chronically Unemployed. Retrieved May 6, 2015, from http://transitionaljobs.issuelab.org/resource/effective_job_development_strategies_for_working_with_the_chronically_unemployed
- Williams, D. (2012). Leading Best Practices in US Prisoner Re-entry Employment Programs. Retrieved May 6, 2015, from http://www.saferfoundation.org/files/documents/US-EU_Delegation_Extended_Website_Presentation.pdf
- Work Opportunity Tax Credit. (n.d.). Retrieved May 6, 2015, from <http://www.hirenetwork.org/content/work-opportunity-tax-credit>



Appendix F: Youth Employment

Youth Employment Programs in the Literature

Youth employment programs meet the needs of millions of youth today who lack the skills and experience needed for high-wage employment. The situation is most dire for youth living in communities with high poverty rates, where a number of risks and negative environmental factors impede their paths to occupational success. The examples outlined below provide examples of youth employment programs from across the nation that connect youth with local employers and provide various forms of skill building and adult support for youth participants. By learning more about the components of various successful employment programs we are better able to understand the processes that make successful job placement and program completion possible.

Baltimore Internship Program

Key Highlights	
Description	The Baltimore Internship Program is offered through the Baltimore Youth Opportunity System (YO! Baltimore), providing program participants on-the-job opportunities to improve their labor market skills.
Outcomes	<ul style="list-style-type: none"> Majority of worksite managers indicated their intern did exceptionally well at the work site. Majority of worksite managers also indicated they “would like to hire” or “would like to extend” the internship (approximately 50% who stated they “would like to hire” the participant did so).

Program Description:

The Baltimore Internship Program is offered through the Baltimore Youth Opportunity System (YO! Baltimore) that serves young people age 16 – 24 who were previously disconnected from traditional learning environments in order to increase their wage earnings and educational credentials through skills training. Built within this infrastructure, the Baltimore Internship Program offers paid work experience jobs, referred to as internships, to interns who are typically placed in entry-level positions paying at least minimum wage for approximately three months. In order to be eligible for the internship, youth must first complete work preparation courses (group or one-on-one), and also attend work retention classes on a regular basis for the duration of the internship.

Program Eligibility:

Youth members (defined as age 16 – 24) of the Baltimore Youth Opportunity System (YO! Baltimore) who have completed a job preparation training class (JBS) are eligible for the Baltimore Internship Program. The majority of program participants have no prior work experience, and none of them have completed high school.

Program Interventions/Activities:

Members of YO! Baltimore are provided a helpful environment staffed by caring adults who offer educational and careers skills training opportunities. Baltimore Internship Program members take a job preparation course prior to their internships and attend work “retention training” classes regularly for the duration of their internship. In the retention trainings youth are exposed to information regarding employee/employer relations, dealing with work issues and stress, coping with diversity, and managing personal issues and other types of work related stresses. YO! Job Coaches provided ongoing program support for youths in the internship program, visiting work sites regularly to keep up with how interns are faring on the job and to provide assistance to the worksite supervisors if needed.

Dosage:

Internships typically last three months, and program participants are required to attend bi-weekly “retention training” courses.

Assessment Tool:

Assessment Tool	Purpose
Employer Internship Evaluation Form	To provide measurable indicators of program success, including employer ratings of how interns fared and whether they would like to keep them on.

Outcomes:

Approximately 70% of 375 program participants were rated as “very good” or “excellent” workers by their employers. Furthermore, 65% of employers indicated they “would like to hire” or “would like to extend” the internship. Of the employers that indicated they “would like to hire” the intern, over half went ahead to do so.⁵⁶

United Way of Northeast Florida Youth Employment Program

Key Highlights	
Description	Program participants are placed in paid, six-week, part-time and fulltime internships throughout the city. Interns are supervised and mentored by an on-site employment coach, who also assigns them a capstone project for completion. The goals of the program are to place 90-100 youth per year in meaningful internships, align internships with Jacksonville’s target growth industries, and to focus on critical skills necessary for twenty-first century jobs.
Outcomes	In 2013, <ul style="list-style-type: none"> • 104 people successfully completed the program • 6 youth-serving organizations participated • 50 host internship sites participated • 80 employment coaches participated

⁵⁶ Yo! Baltimore. (nd). *Yo! Baltimore Internship Program Evaluation*. Retrieved February 26, 2015, from http://www.yobaltimore.org/documents/Impact/impact_internship_eval.pdf



Program Description:

The goals of the program are to place 90-100 youth per year in meaningful internships, align internships with Jacksonville’s target growth industries, and to focus on critical skills necessary for twenty-first century jobs. Program participants are placed in paid six-week internships throughout Jacksonville and are supervised and mentored by an on-site employment coach who has received training through the program.

Program Eligibility:

Students who are between the ages of 16 – 19, have a GPA above a 2.0, qualify for free or reduced-price lunch (or have a family income not exceeding 185% of the poverty level), and who have attended a mandatory job readiness conference and financial literacy program are eligible for program participation.

Program Interventions/Activities:

Program participants are connected with individual coaches, exposed to career paths that match their interests and talent, and provided job readiness skills and financial literacy trainings. They each participate in an interactive job readiness conference where they cover topics such as how to complete a job application, effective resume writing, interviewing techniques, mock interviews, social media, dressing for success, and employer expectations. They also participate in a financial literacy program designed as a reality fair that is a hands-on, real life simulation that gives young people the opportunity to experience their futures in an exciting way. Discussion topics included having a plan for your money, budgeting basics and the importance of having good credit. Program participants are also given the opportunity to open a savings account.

On-site employment coaches mentor and supervise participants over the course of their internships, and also assign capstone projects for them to complete. Transit passes are provided for interns needing transportation. Full-time interns (30 hours per week) earned a total stipend of \$1,305.00 and part-time (15 hours per week), \$652.00 over the course of the six week internship program. The program concludes with a celebratory reception where program participants and employers are recognized for their accomplishments. At the reception, students display their capstone projects, network with fellow interns and employers, and introduce their families to their employment coaches.

Youth-serving organizations, selected via an RFP process, designate individuals to serve as youth development specialists (separate from the on-site employment coach) who work directly with the youth. The youth-service organizations are responsible for youth recruitment, case management, and stipend payments. Youth development specialists attend job readiness conferences and the end of program celebration, and serve as a proactive measure to address any employment coach/supervisor and intern concerns such as job performance. Youth development specialists also make weekly visits and phone calls to internship sites to ensure the quality of the internship and to address any concerns.

Dosage:

Internships last six weeks. Participants attend a job readiness skills training as well as a financial literacy training and have access to on-site employment coaches and youth development specialists over the course of the internship.

Assessment Tool:

Assessment Tool	Purpose
Formal program evaluation and online bi-weekly evaluations completed by interns and employers.	To measure the success of the program and to provide feedback on program experiences, areas for improvement, and accomplishments.

Outcomes:

In 2013, 104 students participated in the summer internship program and completed their training courses, capstone projects, and summer internships. Results indicate that interns gained confidence, communication skills, and a basic understanding of business and/or non-profit operations. Interns also gained a better understanding of their future long-term goals. Employment coaches had positive impacts on their interns and employers expressed personal satisfaction in mentoring interns. Together, employers and interns were satisfied with the program and hope to participate in years to come.⁵⁷

Mayor’s Youth Employment and Education Program (MYEEP)

Key Highlights	
Description	MYEEP is a program that provides youth age 14 – 17 who are living in San Francisco and have multiple barriers to employment first time work experience, with the intent to support ongoing educational participation and success in the workforce.
Outcomes	<ul style="list-style-type: none"> Served over 25,000 youth over the past 25 years, currently serving approximately 1,300 youth annually. Serves 11 neighborhoods, with 200 different internship opportunities, where interns are paid a minimum wage of \$11.05.⁵⁸

Program Description:

MYEEP provides a three month long pre-employment training period for youth in order to help build competencies and skills for the workplace, providing a sixty hour interactive curriculum designed for high school aged youth. Upon completion of the training youth are matched with internships at one of MYEEP’s partnering work sites.

Program Eligibility/Selection Criteria:

MYEEP program participants must be between the ages of 14 – 17, a resident of San Francisco, enrolled in a high school or GED program, and eligible to obtain a workers permit. Additionally, participants must

⁵⁷ The United States Conference of Mayors: Council on Metro Economics and the New American City. (2014). *Partnerships for summer youth employment*. Washington D.C. Retrieved April 3, 2015, from <http://www.cityconnectdetroit.org/wp-content/uploads/2014/02/syecpartnerships.pdf>

⁵⁸ Mayor’s Youth Employment & Education Program. (2014). Retrieved April 3, 2015, from <http://www.myEEP.org/>

have multiple barriers to employment which may include the following: a lack of prior work experience, poor school performance, one or more disabilities, low English proficiency, teen parenthood, living in poverty; involvement in the juvenile justice system, receiving services from a case manager, living in foster care or a group home, identifying as LGBTQ, and/or homelessness. MYEEP participants must also live in one of eleven targeted service areas, not be involved with other enrichment activities, and show a high level of motivation to participate in the program.⁵⁹

Program Interventions/Activities:

MYEEP provides a three month long pre-employment training period for youth in order to help build competencies and skills for the workplace. This includes a sixty-hour interactive curriculum designed for high school aged youth facilitated through workshops that emphasize self-efficacy, asset based learning and experiential education. Topics include teamwork, communication, professionalism, time management, public speaking, financial literacy, and career exploration. Over the course of the training period, program participants are asked think about their personal, educational and career goals and how they will achieve them in order to form the basis of their Development Plan that is presented to a panel of staff, worksite supervisors, peers and parents. Upon completion of the training period youth are matched based on their interests and skill sets with internships at one of MYEEP’s partnering work sites. Interns work 8-10 hours per week during the school year and 18 – 20 hours per week during the summer program. Each program location has an employment coordinator that supports the entire employment period and is the contact person for any questions regarding timesheets, paychecks, worksite issues, transition to school year programs, and referrals to other service providers.

Dosage:

There is a fall program that runs seven months (October – April) and a summer program that runs three (Jun – August). Interns work eight to ten hours per week during the fall program and eighteen to twenty hours per week during the summer program. Participants all receive sixty hours of pre-employment training, and have an employment coordinator that provides them support throughout the duration of the program.⁶⁰

Assessment Tool:

Assessment Tool	Purpose
Formal program evaluation conducted by Social Policy Research Associates evaluating	Describe the service model, asses performance measures, describe the quality of in-program activities and work experience placements, examine the quality of capacity building efforts, and determine the impact of the investment on youth’s readiness to learn/succeed in school.

⁵⁹ Mayor’s Youth Employment & Education Program. (2013). *Mayor’s Youth Employment & Education Program: 2013 Summer MYEEP Application*. Retrieved April 3, 2015, from <http://myeep.org/websitedocuments/2013SummerApplication.pdf>

⁶⁰ Mayor’s Youth Employment & Education Program. (2014). *MYEEP Experience*. Retrieved April 3, 2015, from <http://www.myeep.org/programs/fall-program/>

Outcomes:

Over the last twenty-five years, MYEEP has served over 25,000 youth, currently serving approximately 1,300 youth annually. The program provides 200 different internship opportunities, where interns are paid a minimum wage of \$11.05, and does a very good job of reaching racially and culturally diverse youth by having programs in eleven neighborhoods across San Francisco. They make a strong effort to encourage positive adult and youth interaction through several activities, and participants note that they feel physically and emotionally safe in the program and that the staff are friendly and easy to talk to. Furthermore, MYEEP has developed a detailed curriculum for skill building sessions that insures program uniformity across the different program sites, and also allows for program flexibility to fit the individual training/learning styles of program staff and participants⁶¹. In September of 2003, MYEEP was one of 27 youth employment programs selected nationally to receive the Promising and Effective Practices Network (PEPNet) Award.⁶²

Job Corps

Key Highlights	
Description	Job Corps is a national comprehensive residential education and job training program for at-risk youth ages 16-24 that provides integrated academic, vocational, and social skills training necessary for gaining economic independence and/or furthering one’s educational training.
Outcomes	<ul style="list-style-type: none"> • Earnings gains • Increases educational attainment • Reduces criminal activity

Program Description:

Job Corps is a comprehensive residential education and job training program for at-risk youth ages 16-24 that provides integrated academic, vocational, and social skills training necessary for gaining economic independence.⁶³ The Department of Labor (DOL) with primary goals of helping youths become more responsible, employable, and productive citizens administers the program.⁶⁴

Program Eligibility:

“Applicants must meet 11 criteria to be eligible for Job Corps: (1) be age 16 to 24; (2) be a legal US resident; (3) be economically disadvantaged (receiving welfare or food stamps or having income less than 70

⁶¹ Social Policy Research Associates. (2013). *Evaluation of the San Francisco Department of Children, Youth and Their Families (DCYF)’s Youth Workforce Development (YWD) programming: midterm report*. Oakland, CA. Retrieved April 3, 2015 from <http://www.spra.com/wordpress2/wp-content/uploads/2014/07/FINAL-DCYF-YWD-Mid-Project-Report.pdf>

⁶² Japanese Community Youth Council: Empowering Young People for the Future (2015). *Mayor’s Youth Employment & Education Program (MYEEP)*. Retrieved April 13, 2015 from <http://www.jcyc.org/programs/youth-employment/myeep/>

⁶³ Partee, G. (2003). Preparing Youth for Employment: Principles and Characteristics of Five Leading United States Youth Development Programs. *Washington, DC. American Youth Policy Forum*.

⁶⁴ Schochet, P. Z., Burghart, J., McConnell S. (2008). Does Job Corps work? Impact findings from the National Job Corps study. *American Economic Review, (98) 5, 1864-1886*.

percent of DOL's "lower living standards income level"); (4) live in an environment characterized by a disruptive home life, high crime rates, or limited job opportunities; (5) need additional education, training, or job skills; (6) be free of serious behavioral problems; (7) have a clean health history; (8) have an adequate child care plan (for those with children); (9) have registered with the Selective Service Board (if applicable); (10) have parental consent (for minors); and (11) be judged to have the capability and aspirations to participate in Job Corps."⁶⁵

Program Intervention/Activities:

Job Corps offer a number of different vocational training programs developed with input from businesses and labor organizations. Service centers typically offering 10 or 11 distinct vocational training programs for program participants. Additionally, they offer a uniform, computer based curriculum for academic courses. Academic and vocational trainings are typically individualized and self-paced. "Key Job Corps components include: 1) Entry diagnostic testing of reading and math levels, 2) Occupational exploration programs and world of work training, 3) A comprehensive basic education program, including reading, math, GED, health education, parenting, introduction to computers, and driver education, 4) Competency-based vocational education, 5) Zero tolerance for violence and drugs, 6) Inter-group relations/cultural awareness programs, 7) Social skills training, 8) Counseling and related support services, 9) Regular student progress reviews, 10) Student government and leadership development programs, 11) Community service through volunteer and vocational skills training programs, 12) Work experience programs, 13) Health care, 14) Recreation programs and avocational activities, 15) Meals, lodging and clothing, 16) Incentive-based allowances for performance, 17) Child care support, 18) Post-program placement and follow-up support."⁶⁶

Dosage:

The amount of time program participants remain in the program varies widely. At the time of Schochet, Burhardt, and McConnell's (2008) evaluation the average length of enrollment was eight months.

Assessment Tool:

Schochet, Burhardt, and McConnell's (2008) evaluation used a random assignment experimental technique based on a national sample of eligible program participants who were found eligible in February of 1996. Randomly assigned program group members were allowed to enroll in Job Corps (n = 9,409) while control group members were not allowed to enroll for at least three years, although they could enroll in other training programs (n = 5,977).

⁶⁵ Schochet, P. Z., Burghart, J., McConnell S. (2008). Does Job Corps work? Impact findings from the National Job Corps study. *American Economic Review*, (98) 5, 1864-1886.

⁶⁶ Partee, G. (2003). Preparing Youth for Employment: Principles and Characteristics of Five Leading United States Youth Development Programs. *Washington, DC. American Youth Policy Forum*.

Assessment Tool	Purpose
Survey	To measure impact findings for: 1) education and training, 2) employment and earnings, and 3) crime.
Administrative Earnings Records	To measure impact findings for earnings

Outcomes:

Findings indicate that the Job Corps program has promise, as treatment group participation increased educational attainment, reduced criminal activity, and increased short-term earnings. Administrative earnings records indicated that increases in earnings only remained for the oldest program participants (age 20 -24) when they were assessed several years after program participation

Developing an Effective Youth Employment Program

Effective youth employment programs institute similar programmatic components to identify target populations, provide effective job training and support services, and secure employment. RDA reviewed best practices in workforce development, case management, and youth development to identify the following program components to be incorporated by youth employment program partners.

Eligibility Requirements:

Typically youth employment programs directed services towards low-income youth with barriers to employment, from geographically bounded regions. Programs geared toward school-aged children often require that participants are enrolled in school and have no serious behavioral problems. Other programs target youth who have not completed high school to assist them in educational training and developing job skills.

Pre-Employment Training:

At minimum, each program should provide job-readiness assessments, basic educational training, and workplace readiness training. While there are a variety of specific job-preparation trainings, most trainings typically provide training in professional skills development, social skills/communication, and workplace professionalism. Additionally, many programs provide a financial literacy training to support youth in basic money management.

Case Management:

Youth employment programs use case managers to provide youth clients with program support for the duration of the program. Case managers provide one-on-one adult support to youth participants, communicate with employers, and visit work sites regularly to monitor progress and provide assistance if needed. Typically case managers are the contact person for questions regarding worksite issues and/or referrals to other service providers.

Internships/Links to Employers:

Youth employment program participants should gain hands-on work experience through paid internships with partnering employers. Partnering employers should be local and play a primary role in training and building interns’ work skills. Effective programs have an open line of communication between interns, worksites, and case management to ensure successful relationships between interns and worksites.

Post-program placement and follow-up support:

Effective youth employment programs provide follow-up support and work-placement services to program graduates in order to help them connect with full or part-time employment. Establishing meaningful connections with partnering employers increases the likelihood partnering employers will hire successful interns.

Dosage:

The length of program participation varies across effective youth programs. Program goals and budgetary constraints should inform this decision making process.

A Systems Approach to Youth Employment Programs

For youth employment programs directed toward at-risk youth to successfully implement critical program elements, it is imperative to take a cross system approach that allows for a broad range of resources to be available to program coordinators and clients alike. Recently a successful cross-system approach has been utilized by several communities identified by CLASP. These approaches all included the following five components (discussed in more detail below): a strong convening entity, an effective administrative agent, a well-trained case management team, strong partnerships across systems that serve youth, and high quality work experience and career exposure components.⁶⁷ These elements should be in place for youth employment programs to be ready to serve a wide array of clients with a diverse set of needs.

A Strong Convening Entity

It is crucial to assemble a strong and coordinated body comprised of community stakeholders to focus attention on building a comprehensive approach for developing a high quality youth employment delivery system. An effective convening entity should include buy-in from elected community officials, corporate leadership, youth-serving systems, and community organizations. One of the purposes of the convening entity is to build relationships between agency representatives with decision-making powers across the community.

Effective Administrative Agent

In order for a youth employment program to be successful, it is important for there to be an effective administrative agent in place. This means that the program should have a well-trained staff with leadership skills and a capacity to work across systems to implement the collaborative service delivery process. Furthermore, the program should have a management system in place in order to monitor expenses and maintain program accountability. Finally, it is imperative that the administrative agent understands the needs of the labor market and is able to successfully develop strategic partnerships with businesses and educational institutions to create pipelines for program participants.

⁶⁷ CLASP Policy Solutions that Work for Low-Income People. (2010). Building a comprehensive youth employment delivery system: examples of effective practice. Washington D.C. Retrieved March 25, 2015 from <http://www.clasp.org/resources-and-publications/files/Youth-Employment-Systems-1.pdf>

Case Management

Each program will be comprised of a diverse array of program participants with a wide array of academic skills, personal experiences, support needs, and interests. As such, it is crucial for case managers to match program participants to programs, services, and educational options that best suit the participants' needs. Case managers should take input from the youth they are serving, so that they know their clients' interests and needs and are better able to match them with services. There should be a personal one-on-one relationship that is developed between the client and the case manager, and this relationship should last the duration of program participation. Quality case managers should function in the following ways:

- Provide the adult support to youth in assessing their strengths, talents, barriers, and support needs.
- Formulate individualized plans based on that assessment, and facilitate their engagement in an appropriate set of activities.
- Provide the counseling and support to keep youth on track.
- Support the transition for youth who are engaged in the child welfare or justice system and connect them to the education, training, and community supports they will need.
- Assure that youth don't fall between the cracks of multiple systems and programs.
- Account for the ultimate attainment of education credentials and employment success.

Effective Collaboration and Across Systems

Strong and effective communication and collaboration between disparate service agencies within the community allow for a successful youth employment program. Youth coming from poverty stricken backgrounds are likely to have several service needs, and systems ranging from education to child welfare, workforce and juvenile justice may touch the lives of youth. Especially important to a youth employment programs are strong partnerships with educational institutions. Without these partnerships, program success is unlikely.

Workforce Preparation and Employer Engagement

For an individual to truly be ready to enter the workforce, it is important that she or he to have some hands on experience, whether through an internship, shadowing, or some other contact with the world of work. For this to be possible, it is imperative that employers engage with the youth employment program. This may include employers becoming involved with implementing training programs or providing mentoring and/or coaching at a workplace, as well as providing access to full and part time jobs.

Effective Models of Youth Employment Programs

	Eligibility Requirements	Pre-Employment Training	Case Management	Internships / Links to Employers	Post-program Placement & Follow-up Support	Dosage	Participants	Outcomes
Yo! Baltimore's Baltimore Internship Program	<p>Age 16 – 24</p> <p>Previously disconnected from school</p> <p>Completion of job training courses</p>	<p>Development of work habits, expectations, attitudes, and related life skills</p>	<p>Ongoing employment support</p> <p>Regular workplace visits</p> <p>Consultation and problem solving</p>	<p>Partners with employers to provide positions in:</p> <ul style="list-style-type: none"> • Administrative support • Healthcare • Building maintenance 	<p>No formal follow-up</p> <p>YO! Baltimore Parent Program</p>	<p>3 mos</p>	<p>375 participants from 2002 - 2007</p>	<p>68.5% of participants rated very good to excellent by supervisor</p> <p>Supervisors “would like to hire” or “extend internship” to 65% of participants</p>
United Way of Northeast Florida Youth Employment Program	<p>Age 16 – 19</p> <p>Enrolled in school with GPA above 2.0</p> <p>Below 185% of the FPL</p> <p>Completion of job readiness and financial literacy program</p>	<p>Job readiness training covering topics such as:</p> <ul style="list-style-type: none"> • Effective job application and resume writing • Interviewing techniques • Interview attire • Workplace expectations • Financial literacy program 	<p>On-site employment coaching</p> <p>Off-site youth development specialists</p> <p>Job skills training</p> <p>Weekly visits/phone calls to employers</p>	<p>Connected to employers with youth development and workforce initiatives</p>	<p>Program concludes with a capstone project</p>	<p>6 wks</p>	<p>184 participants since 2012</p>	<p>104 students completed program in 2013</p> <p>Interns gained confidence, communication skills, workplace knowledge, and better understanding of future goals</p>

Mayors Youth Employment & Education Program	Age 14 – 17	Three-month training that covers:	Case manager provides support:	Youth are matched to MYEEP’s partnering work sites based on their interests and skill sets	Provides transition to school year/summer programs	7 mo fall program	25,000 participants over past 25 years	Successfully completed rigorous skills building training and internship
	San Francisco resident Enrolled in high school or GED program Eligible to obtain workers permit Multiple employment barriers	<ul style="list-style-type: none"> • Professionalism • Time management • Public speaking • Financial literacy • Career exploration 	<ul style="list-style-type: none"> • Timesheets / paychecks • Worksite issues • School transition planning • Referrals to other service providers 		Referrals to other service providers No tangible follow-up support	3 mo summer program	Approximately 1,300 youth annually	Felt physically and emotionally safe in program Made positive connections with adults
Job Corps	Age 16 – 24	None required	Counseling/support services	Workforce training in 10 different vocations	Post-program job placement	Average length of 8 mos	60,000 participants served annually at sites across the nation	Earnings gains
	Legal US resident Economically disadvantaged Community environment characterized by high risk factors Limited job opportunities No major behavioral or health issues Adequate childcare plan	Client must meet eligibility requirements	Individualized employment training plan	Job-placement services Ongoing Employment support Workplace attire/uniform support Computer based curriculum for academic courses	Ongoing support and consultation			Increases educational attainment Reduces criminal activity

References

- Partee, G. (2003). Preparing Youth for Employment: Principles and Characteristics of Five Leading United States Youth Development Programs. *Washington, DC. American Youth Policy Forum.*
- Schochet, P. Z., Burghart, J., McConnell S. (2008). Does Job Corps work? Impact findings from the National Job Corps study. *American Economic Review, (98) 5, 1864-1886.*
- Yo! Baltimore. (nd). *Yo! Baltimore Internship Program Evaluation.* Retrieved February 26, 2015, from http://www.yobaltimore.org/documents/Impact/impact_internship_eval.pdf
- The United States Conference of Mayors: Council on Metro Economics and the New American City. (2014). *Partnerships for summer youth employment.* Washington D.C. Retrieved April 3, 2015, from <http://www.cityconnectdetroit.org/wp-content/uploads/2014/02/syecpartnerships.pdf>
- Mayor's Youth Employment & Education Program. (2014). Retrieved April 3, 2015, from <http://www.myeep.org/>
- Mayor's Youth Employment & Education Program. (2013). *Mayor's Youth Employment & Education Program: 2013 Summer MYEEP Application.* Retrieved April 3, 2015, from <http://myeep.org/websitedocuments/2013SummerApplication.pdf>
- Mayor's Youth Employment & Education Program. (2014). *MYEEP Experience.* Retrieved April 3, 2015, from <http://www.myeep.org/programs/fall-program/>
- Social Policy Research Associates. (2013). *Evaluation of the San Francisco Department of Children, Youth and Their Families (DCYF)'s Youth Workforce Development (YWD) programming: midterm report.* Oakland, CA. Retrieved April 3, 2015 from <http://www.spra.com/wordpress2/wp-content/uploads/2014/07/FINAL-DCYF-YWD-Mid-Project-Report.pdf>
- CLASP Policy Solutions that Work for Low-Income People. (2010). Building a comprehensive youth employment delivery system: examples of effective practice. Washington D.C. Retrieved March 25, 2015 from <http://www.clasp.org/resources-and-publications/files/Youth-Employment-Systems-1.pdf>

Appendix G: Behavior Modification Programs

Behavior Modification Program Design

Behavior modification programs are designed to work with populations who are at high risk for recidivism and violence because of factors such as low levels of education, high prevalence of substance use and abuse, homelessness, unemployment, and mental health issues. These programs help individuals reform the skills, attitudes, and behaviors that are associated with violence and criminal involvement as well as leverage opportunities to secure stable employment, housing, and support networks. The table below provides an overview of the wide range of evidence-based behavior modification interventions implemented in jail-based and reentry programs.

Short-Term (0—3 Months)	Medium Term (3—6 Months)	Long Term (6+ Months)
Aggression Replacement Training	Moral Reconation Therapy	Therapeutic Communities
Relapse Prevention Therapy	Reasoning and Rehabilitation v.2	Criminal Conduct and Substance Abuse Treatment
Thinking for a Change	Relapse Prevention Therapy	Relapse Prevention Therapy
Seeking Safety	Forensic Assertive Community Treatment (FACT)	Supportive Housing
Life Skills	Dialectical Behavior Therapy	Resolve to Stop the Violence Project
Faith-Based Programs	GED or ABE	Case Management
Vocational	Post-Secondary Education	Sheriff’s Anti-Violence Effort (SAVE) (with aftercare)
Parenting Classes	Case Management	Reasoning and Rehabilitation v.1
Duluth Model	Female Offender Treatment and Employment Project (FOTEP)	
Cognitive Behavioral Group Treatment	Gender Responsive Treatment for Post-Traumatic Stress Disorder and Substance Abuse	

Behavior modification is a crucial component of most criminal justice reform and reentry programming and should begin when an individual is booked into custody and continue after his release—in some cases for more than a year⁶⁸. This continuum of services and supports maximizes currently and formerly

⁶⁸ Prendergast M. (2009). Interventions to Promote Successful Re-Entry among Drug Abusing Parolees. *Addiction Science & Clinical Practice*.

incarcerated individuals' chances of successful reintegration into the community post-release. That said, behavior modification programs do not focus on an individual's re-entry per se, but instead focus on increasing skills and knowledge and changing behaviors regardless of custody status.

The use of validated risk and need assessments, while important for most types of community-based programming, is especially critical for behavior modification programming. Without validated risk and need assessments, it is impossible to ensure that an individual receives the appropriate services to address his or her specific behavioral and psychosocial needs, as well as to ensure that providers offer services in the appropriate context and at the right dosage⁶⁹.

When designing a treatment or case plan for an individual, it is necessary to take into the account an individual's current and former experience with the criminal justice system. Some therapies or treatments are much more demanding than others in terms of duration and intensity. Those programs that require longer and more intense participation should be only available to individuals with a high-risk level, and those with low-risk should participate in programs that are shorter and less intense. It should also be noted that program curricula, in some cases, can be modified based on individual's need and their specific case plan⁷⁰.

Essential Components of Behavior Modification Programming

While there is no type of single program or behavior modification approach that can meet the needs of all current and formerly incarcerated individuals, researchers have identified various components of behavior modification programs that can increase the likelihood of successful outcomes for the target population. Based on evaluation reports of nine (9) reentry programs over a 25-year period, literature reviews, and cost-benefit analyses, researchers offer the following best practice for reentry programs:⁷¹

- Programs should take place in community settings (as opposed to institutions).
- Programs should be intensive, and offer services for at least six months.
- Programs should use cognitive behavioral treatment techniques.
- The therapist and program should be matched to the learning styles and characteristics of individual clients.
- Praise and rewards should outweigh punishments and other punitive measures.
- Previously incarcerated persons should be given job training and enhancement opportunities.
- Programs begun in jail should have an intensive and mandatory aftercare component.

Providing a Comprehensive Continuity of Care

Effective behavior modification programs involve partnerships between corrections, social services, and the community in order to coordinate reintegration and ensure a continuum of services. The most

⁶⁹ O'Brien, K., Lawrence, S. (2007). Implementing a Reentry program According to Best Practices. Massachusetts Executive Office of Public Safety – Research and Policy Analysis Division

⁷⁰ Prendergast M, (2009)

⁷¹ Drake, E., & LaFrance, S. (2007). *Findings on Best Practices of Community Re-Entry Programs for Previously Incarcerated Persons*. Milton S. Eisenhower Foundation 6- 7.

common elements to the ‘continuity of care’ approach include creating an individualized case plan with a multidisciplinary team and case managers and case management in community after care to ensure linkages to the proper services per the individualized re-entry plan.

In the case of parolees, probationers, and individuals in reentry programs, case managers serve an integral role in the coordination of services and care for formerly incarcerated post-release, and help identify and prioritize clients’ needs, coordinate clients’ services from other agencies, and follow up on progress. Studies indicate that individualized care for reintegration that begins early in incarceration yield the greatest effects to reduce recidivism. Thus, these findings combined indicate the best practice in re-entry programming is to begin case management early in incarceration and continue the practice through the process of transitioning into the community⁷².

Types of Behavior Modification Programming

Behavior modification programs vary in terms of duration, intensity, target population, context, and intended outcomes. Interventions target a variety of behavior and needs including substance abuse and mental health treatment; education programs; gender-responsive programming; and domestic violence prevention programming.

Cognitive Behavioral Therapy

Cognitive Behavioral Therapy (CBT) is the most common and effective behavioral intervention for addressing substance use and mental health problems in populations with high levels of risk for criminality. In addition, by reducing substance abuse and antisocial behaviors associated with involvement in criminal activities, CBT is also an effective tool in reducing recidivism.

Cognitive Behavioral Therapies direct interventions towards changing distorted or dysfunctional cognitions or teaching new cognitive skills, and involve structured learning experiences designed to affect such cognitive processes. The results of a meta-analysis of treatment interventions for drug abusing and offender populations showed that CBT significantly reduces drug use (14% reduction) among general drug using offender populations. CBT in both institutional and community settings leads to significant reductions in recidivism and arrest for general offender populations, as well. The table below provides a review of the most common types of cognitive behavioral therapy by duration, as documented in the National Institute of Corrections’ (NIC) Prominent Cognitive Behavioral Therapy Programs for Offenders⁷³.

CBT Type	Description	Target Population
Aggression Replacement Training (ART)	Multimodal intervention designed to reduce violence.	Adults in correctional and community settings
Criminal Conduct and Substance Abuse Treatment: Strategies for Self-	Treatment of individuals who manifest substance abuse and criminal justice problems.	Adults in correctional or community settings

⁷² Prendergast M, (2009)

⁷³ Milkman, H., Wanberg, K. (2007). Cognitive Behavioral Treatment: A Review and Discussion for Corrections Professionals, US Department of Justice – National Institute of Corrections.

Improvement and Change (SSC)		
Moral Reconciliation Therapy (MRT)	Treatment of individuals convicted of driving while intoxicated, domestic violence, sex offenses, substance users, and others with "resistant personalities."	Adults in prison-based therapeutic communities
Reasoning and Rehabilitation (R&R and R&R2)	Treatment of adults to increase prosocial behaviors.	Adults in institutional or community settings of any risk-level
Relapse Prevention Therapy (RPT)	Maintenance program to prevent and manage relapse following addiction treatment.	Adults receiving case management of any risk level.
Thinking for a Change (T4C)	Social skill training, life skills training, problem solving and increasing levels of self-awareness	Individuals with a history of criminality in correctional or community settings

Substance Use and Mental Health Treatment

Formerly and currently incarcerated individuals with mental health and substance use disorders can benefit from behavior modification programs designed to reduce the likelihood of relapse, hospitalization, and related criminal behavior. Programs designed to address mental health disorders provide the appropriate mental health treatment as well as cognitive-behavioral interventions to address criminal thinking errors. Other treatments shown to be effective at reducing drug use among current or formerly incarcerated individuals with substance use disorders include contingency management, motivational interviewing and relapse prevention. The table below includes an overview of effective interventions other than CBT used in jails for substance abuse and mental health treatment⁷⁴.

SA/MH Treatment	Description	Target Population
Forensic Assertive Community Treatment (FACT)	This program takes the Assertive Community Treatment (ACT) program, with its mental health treatment emphasis, and adds cognitive-behavioral programming to address criminal thinking issues.	Incarcerated Adults
Permanent Supportive Housing	For homeless mentally ill individuals. Program includes several different types of permanent housing with on-site or easy-to-access services. Provides subsidized rent based on income. Services generally include case management, mental health, substance abuse, employment, and public assistance programs.	Homeless mentally ill offenders

⁷⁴ Prendergast, M. (2003). Outcome Evaluation of the Forever Free Substance Abuse Treatment Program: One-Year Post-Release Outcomes. US Department of Justice.

Dialectical Behavioral Therapy - Corrections Modified	Therapeutic interventions to reduce impulsive aggressive behaviors in jail.	Adult inmates
Texas TC Initiative	Therapeutic Community plus mandated community-based residential aftercare for 3-months post-release plus 12 months outpatient counseling.	Drug-involved incarcerated individuals

Gender Specific Programming

Gender-specific, comprehensive behavior modification programs reduce recidivism for currently and formerly incarcerated women. Programs that include gender-specific drug treatment, parenting and family preservation assistance, training in employment and life skills, counseling focused on dealing with past experiences of abuse, and help finding safe and affordable housing lead to successful reintegration for currently and formerly incarcerated women. In a study comparing reentry programs for women, researchers concluded the most successful programs take a strong case management approach and include positive role models vis-à-vis staff and mentors that mirror the racial and gender make-up of program participants. Women enrolled in the gender-specific reintegration program experienced decreased recidivism rates compared to programs with a 50/50 participant gender split (40% vs. 50%). Surveys showed women in gender-specific reintegration also “did better with regard to drug use, employment, psychological functioning, and regaining child custody⁷⁵.”

Gender Specific Program	Description	Population
Seeking Safety	Manualized model that offers coping skills to help individuals attain greater safety in their lives for those suffering from Post-traumatic stress disorder (PTSD) and substance abuse	Formerly and currently incarcerated women, but research has shown the curriculum is effective with men.
Forever Free Program	Provides CBT for currently incarcerated women. Most effective when linked to community-based reentry program	Incarcerated women preparing for reentry
Female Offender and Employment Project	Community-based reentry program for women that includes residential drug abuse treatment, comprehensive case management, vocational services, and parenting-related services	Formerly incarcerated women
Resolve to Stop Violence	Male specific jail program for designed specifically for men with violent criminal backgrounds that aims to decrease emotions that stimulate violent impulses and challenge traditional notions of	Currently incarcerated men

⁷⁵ Spjeldnes S., Goodkind, S. (2009). Gender Differences and Offender Reentry: A Review of the Literature. Journal of Offender Rehabilitation.

	masculinity that contribute violence	
Beyond Trauma: A Healing Journey for Women	Teaches women about trauma and how it impacts their lives. It also helps them develop coping skills and emotional wellness to counter the effects of neglect, physical, emotional, and sexual abuse	Women in jail and community based settings.
Women Offender Case Management Model (WOCMM)	Focuses on reducing and stabilizing women in their communities. The four-stage model is designed to develop social capital by building upon strengths and developing a system of supportive resources.	Currently incarcerated women transitioning into their community
Resolve to Stop Violence	Male-specific jail program for designed specifically for men with violent criminal backgrounds that aims to decrease emotions that stimulate violent impulses and challenge traditional notions of masculinity that contribute violence	Currently incarcerated men

References

- Drake, E., & LaFrance, S. (2007). *Findings on Best Practices of Community Re-Entry Programs for Previously Incarcerated Persons*. Milton S. Eisenhower Foundation 6- 7.
- Grella C., Rodriguez, L. (2011). Motivation for Treatment Among Women Offenders in Prison-Based Treatment and Longitudinal Outcomes Among These Who Participate in Community Aftercare. *Journal of Psychoactive Drugs, Supplement 7*
- Milkman, H., Wanberg, K. (2007). *Cognitive Behavioral Treatment: A Review and Discussion for Corrections Professionals*, US Department of Justice – National Institute of Corrections.
- O'Brien, K., Lawrence, S. (2007). *Implementing a Reentry program According to Best Practices*. Massachusetts Executive Office of Public Safety – Research and Policy Analysis Division
- Prendergast M. (2009). Interventions to Promote Successful Re-Entry among Drug Abusing Parolees. *Addiction Science & Clinical Practice*.
- Prendergast, M. (2003). *Outcome Evaluation of the Forever Free Substance Abuse Treatment Program: One-Year Post-Release Outcomes*. US Department of Justice.
- Spjeldnes S., Goodkind, S. (2009). Gender Differences and Offender Reentry: A Review of the Literature. *Journal of Offender Rehabilitation*.

Oakland Unite: Summary of Community Input and Research

Introduction and Purpose

At the end of 2014 and through the first quarter of 2015 Oakland Unite conducted a comprehensive review of services and supports funded under Measure Y and a listening campaign with providers, clients, and other stakeholders vested in reducing and preventing violence in Oakland. The purpose of this campaign was to inform the development of Oakland Unite's strategic spending plan under Measure Z. Oakland Unite contracted with Bright Research Group to conduct a review of all data and research reports and to facilitate internal staff reflections on lessons learned through Measure Y, Oakland Unite's strategic directions and the theory of change of supported activities under Measure Z. This memo summarizes the resulting findings.

Methodology

The research and community input activities aimed to answer the following questions:

- What worked under Measure Y Investments?
- What are the gaps and challenges in preventing violence?
- What are the opportunities to innovate and strengthen services under Measure Z?

The following methods were undertaken to answer the research questions outlined above.

Method	Format	Respondents
Measure Y Clients	Focus Group	13 Oakland Unite Clients
Youth	Youth Commission Meeting	Over 150 Youth
Youth	Youth Advisory Commission	10 Youth
Measure Y Providers	Focus Groups (6)	26 Oakland Unite Agencies
Measure Y Providers	Listening Sessions (1)	17 Executive Directors
Community Stakeholders	Focus Group	8 representatives of Ceasefire Partnership
City Leaders and Stakeholders	Interviews	9 leaders and elected officials conducted Prevention Institute
Evaluation and Best Practice Review	Literature Review and Evaluation of Violence Prevention	Conducted by Evaluator, RDA
Gap Analysis and Stressor Report	Gap Analysis	Urban Strategies

*Attachment D: Summary of Research and Community Input
May 18, 2015*

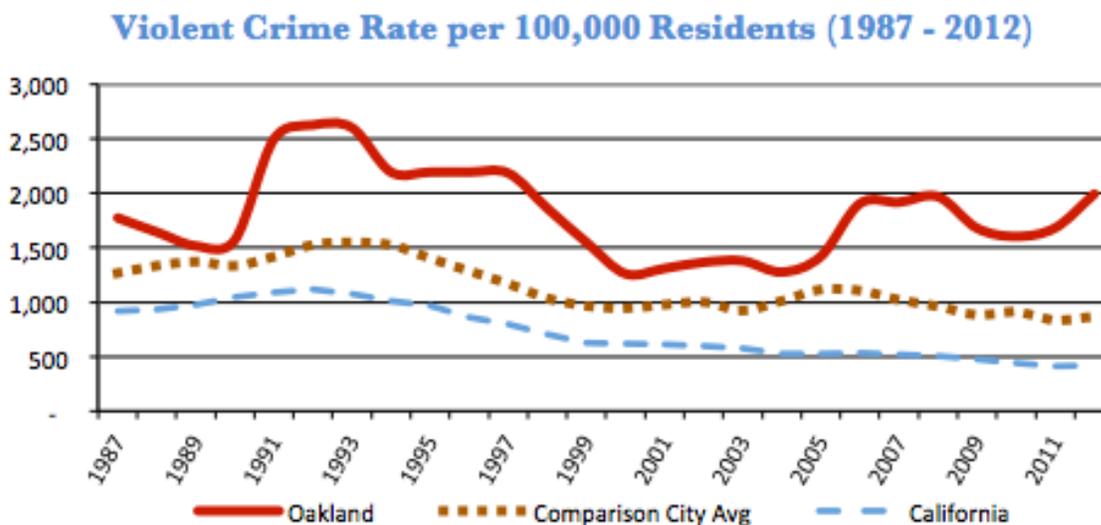
The purpose of these activities was to inform and generate recommendations for directing Oakland Unite’s strategic investments under Measure Z. Bright Research Group also conducted several activities with Oakland Unite staff, including a full day retreat to solicit staff perspectives on lessons learned, reflect on prior evaluation reports and client data, and a facilitation of the theory of change exercises. Bright Research Group analyzed all data sources for key themes and generated the findings reported here. Oakland Unite used these results to inform their funding allocation recommendations..

Findings

1. There is widespread agreement among city leaders and providers of violence prevention services that violence is Oakland’s biggest and most complex challenge; efforts to solve it must address: risk factors in individuals, families, communities and society that increase the likelihood of violence, while also strengthening protective factors such as access to employment, caring relationships, education, and basic needs that decrease the likelihood of violence.

The Problem of Violence in Oakland

A recent analysis by the Warren Institute found that violent crime has remained relatively unchanged in Oakland over the past twenty years. While there is a tendency to look at year-to-year changes, or even six-month periods, violent crime declined 1% over the past twenty-five years. Oakland’s violent crime rate is higher than comparative cities and regions.¹



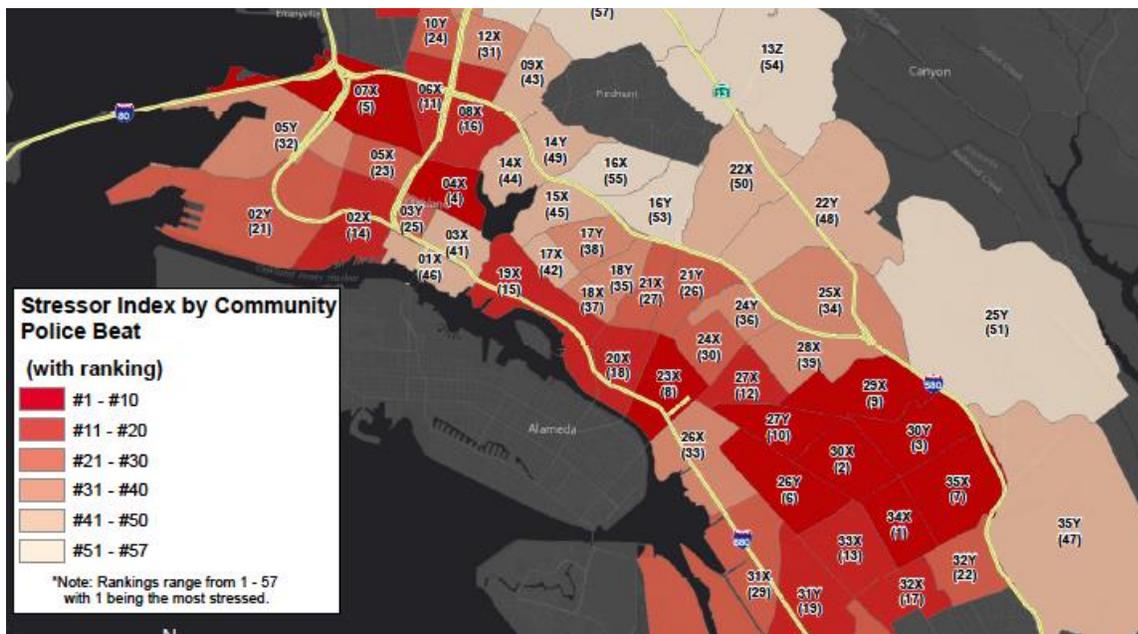
A recent report by The Prevention Institute and Urban Strategies describes Oakland as a city divided when it comes to crime. Home invasions and robberies afflict the more affluent areas, while shootings, homicides, and theft afflict flatland neighborhoods.² Oakland Unite’s

¹ “25 Year Crime Trend Analysis in Oakland.” The Warren Institute, UC Berkeley. 2013.

² “An Analysis of Gaps and Assets to Enhance Violence Prevention Outcomes in Oakland, CA: Summary Findings and Recommendations.” The Prevention Institute and Urban Strategies. 2015.

Attachment D: Summary of Research and Community Input
May 18, 2015

neighborhood stressor index uses data on arrests, crime reports, food-stamp recipients, youth incarceration and probation, violent suspensions, and chronic absence for OUSD students. This stressor index is mapped to the city's 57 police beats and illustrates this division.



Research on Violence Prevention and Intervention

The Public Health model of violence prevention is built on the premise that effective violence prevention efforts must include strategies that focus on individual, relationship, community, and system level changes. Recognizing that violence is a learned behavior, rooted in complex interactions between structural conditions (i.e. poverty, oppression, and racism) and individual risk and resiliency factors, solutions must address individual behavior, while also promoting environmental change and social norm shifts at a community level (Culross, Cohen, et. Al., 2006).

While leaders and providers broadly agree on the need for both prevention and intervention services, there is a tension between the extent to which Measure Z and the City of Oakland as a whole invest in each of these strategies. Interviews with City leaders found that there is a shared understanding that solutions must go beyond police, law enforcement and intervention strategies. At the same time, the solutions most frequently cited by stakeholders were along the intervention side of the continuum. Over the past several years, Oakland Unite has shifted towards a focus on individuals who are at the highest risk of being shot or perpetrating a shooting or homicide, as outlined in the table below (see table on page 4 of this memo). Providers noted the shift in Measure Y funding from supporting prevention services to more focused intervention.

"I would love to see this initiative drawing the connections between violence in the home and what happens later on— incarceration, violence in the community."

Oakland Unite Provider

*Attachment D: Summary of Research and Community Input
May 18, 2015*

The report developed by Urban Strategies and The Prevention Institute provides a useful framework for understanding the continuum of prevention to intervention services.

Universal Prevention	Targeted Prevention	Intensive Prevention
Assets and conditions people need to live in safety.	Services for those most affected by violence, including those who are victimized	Interventions with those at highest risk of perpetrating violence, or, children who have been abused (maltreated)

- As Oakland Unite has moved towards a more targeted model of services, investments in targeted prevention have shifted to intensive prevention. Under Measure Z there is continued support for services and supports funded under Measure Y, but a greater emphasis on coordination between public systems and community agencies and a focus on individuals who are the highest risk.

Target Populations

Oakland Unite recognizes that stopping violence in Oakland requires changes at the system, community, family and individual level, but directs its limited resources towards youth, adults, and families that have experienced or been victimized by violence and those individuals who perpetrate violence.

Individuals Impacted by Violence in the home, family or community	Individuals At High Risk for Perpetrating or Being Victimized by Violence
<ul style="list-style-type: none"> Young child experiences family violence in the home Young person is sexually exploited Young person, adult or family member is shot Young person or adult experiences violence in the home or community Community experiences violence in the neighborhood 	<ul style="list-style-type: none"> Young person is involved in a gang or clique that perpetrates violence Young person carries and uses a gun Young person or peer group consider using violence to solve conflicts/resolve problems Young person is called in or detained Young person with a serious or violent offense returns to the community after incarceration Adult with a serious or violent offense returns to the community after incarceration

For victims, getting shot, being victimized by sexual violence, or witnessing domestic violence as a young child are traumatizing experiences that lead to depression and psycho-social challenges, compromised physical safety, and risk for re-victimization. When a family loses a loved one to gun violence or experiences violence in the home, they have pressing emotional, financial, and personal safety needs.

Analysis of crime data as well as feedback and input from staff, providers and program participants indicates that many acts of violence in Oakland can be linked to the activities of individuals who belong to a gang or clique (formally or informally) and engage in activities where violence is used to solve problems. When these individuals have defining moments and

*Attachment D: Summary of Research and Community Input
May 18, 2015*

experiences that create a window for change an engagement opportunity for Oakland Unite programs and services is created. When individuals who perpetrate violence return to the community after incarceration, receive a custom notification from law enforcement, are detained, or are shot, services, supports, and resources can lead them to imagine alternatives to their current lifestyle and begin to make different choices that do not lead to violence.

Gaps in Reaching Priority Target Populations

With limited funding, Oakland Unite is not able to serve all individuals impacted by violence or at risk for perpetrating violence. However, research and community input identified gaps in reaching the target populations Oakland Unite intends to serve. Measure Z funding cannot be used to meet all identified gaps, and each shift of resources within Measure does potentially create new gaps. This information illustrates the importance of a concerted alignment of Measure Z resources with other systems and resources (Alameda County Health Care Services, Realignment funds, OFCY, Head Start, OUSD, etc) to ensure that the wide range of needs is being addressed.

Providers identified the following gaps:

- Young people who are straddling the Adult and Juvenile Probation Systems
- Young people who are “at risk” of system involvement or in the “pipeline” towards using violence to solve problems
- Children, youth, families and communities that have experienced high levels of trauma and violence
- Intergenerational violence (looking at client within family context)
- Young children exposed to violence
- Undocumented youth
- Involving the family and community to prevent and stop violence

A gap analysis conducted by Urban Strategies identified the following community level gaps in services:

- Young children (0-5): gaps in intensive prevention
- Transition Age Youth: gaps in targeted prevention
- Young Adults (25-35): gaps in targeted and intensive prevention.

This analysis looked at the services supported through OFCY and Oakland Unite; the contributions of First 5, OUSD, Alameda County Behavioral Health and Health Care Services Agency, and activities supported through philanthropic investments were not included.

3. A review of evaluation reports, provider input, client focus groups and staff input found that Oakland Unite services are most valuable to clients when they provide assistance navigating court and criminal justice systems, access to basic needs such as housing and employment, employ a relationship-based approach to case management, and integrate coaching to support positive behavior change. Providers and clients identified access to employment, housing, substance use treatment as gaps in services.

“My case manager, she’s like the general, she gather a team that was just for me– I really had an advocate, a voice that made such a difference, that I had all of that behind me; things that I couldn’t articulate that the judge ordered... She is like a navigation system through the bad weather.”

*Attachment D: Summary of Research and Community Input
May 18, 2015*

A review of evaluation reports, client focus groups and staff input found that individuals who access services through Oakland Unite find them to be valuable in improving the direction of their lives, gaining employment, and acquiring new skills.

Valuable services for individuals at risk for perpetrating violence fall into several broad categories:

- *Basic Needs & Resources:* Clients need help getting a license, accessing housing, food, and transportation, resolving legal issues, meeting child support obligations, and accessing jobs and money.
- *Voice & Advocate:* Clients need someone to go to court, advocate with them and provide assistance navigating criminal justice and other public systems. They also need help navigating their relationship with employers and reconnecting with school.
- *Relationships:* Clients mentioned that Oakland Unite case managers and workers provide a valuable relationship - specifically someone who believes in them and cares for them. Case managers provide motivation, encouragement, and accountability to Oakland Unite clients.
- *Coaching:* Oakland Unite clients benefit from coaching designed to connect them with their own motivation and resilience, and support behavior change and personal growth.

“In my foster home, I can’t really talk about my past. We don’t speak on it, but a lot of time I have to because it’s part of me regardless of whether they want it to be or not.... I can’t really be ashamed of my life and I’m able to speak about that at MISSEY and BAWAR.”
Oakland Unite Client

Valuable services for families and individuals who have been exposed to or victimized by violence fall into several categories:

- Access to safe housing and relocation assistance
- Financial assistance to families who have been impacted by homicides
- Trauma-informed behavioral health services and supports to young children and family members exposed to violence
- Support navigating law enforcement and other systems
- De-escalation, restorative justice, and conflict mediation
- Community engagement efforts to help communities reclaim spaces that have been impacted by violence, focused on community building and healing.

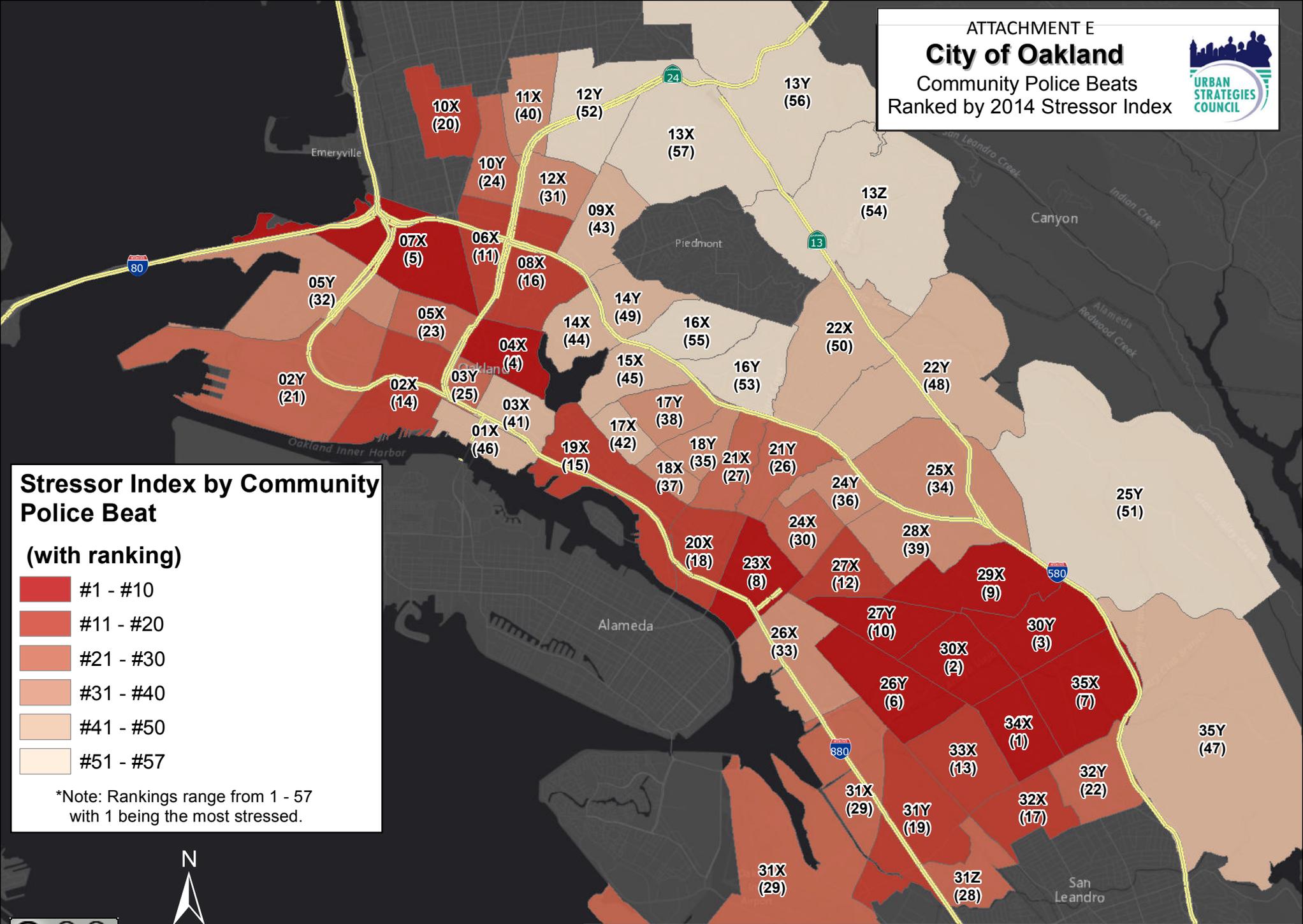
There was consensus among a range of stakeholders about the need to articulate standards for case management and to strengthen community and provider capacity to deliver the highest quality service possible. Specific areas of focus include: strengthening case management practices and building provider capacity to deliver services that are trauma-informed and utilize the techniques of restorative justice. There was also consensus among clients and providers about the need for innovations in linking Oakland Unite clients with employment and jobs.

Attachment E Table

Beat	Rank by Z-Score (1 = most stressed)	Z-Scores*	# of Indicators scoring in top 10†	Populations					School Issues		Crime incidence						Rate of Probationers per 1,000 people (Age 18+)	Food Stamp Recipients Per 1,000 Population	OUSD Students' Behavioral Indicators Per 1,000 Population			
				Total	Age 0-17	Age 18-30	Age 18+	OUSD Students	Adult Probationers	Food Stamps	Chronic Absentees	Violent Suspensions	Arrests (Age 0-17)	Arrests (Age 18-30)	Domestic Violence	Shootings & Homicides			Other Violent Crime	Burglaries	Chronic Absentees	Violent Suspensions
01X	46	-0.71	1	2,484	141	632	2,343	30	9	68	1	6	51	53	5	14	498	4	27	33	0	
02X	14	0.53	3	4,399	1,202	864	3,197	629	107	1836	99	20	14	131	178	42	58	149	33	417	157	32
02Y	21	0.25	1	4,672	1,149	1,077	3,523	439	89	1760	65	6	144	202	41	59	153	25	377	148	14	
03X	41	-0.40	1	5,088	540	557	4,548	371	22	1058	15	12	120	141	17	32	314	5	208	40	0	
03Y	25	0.10	2	2,754	177	698	2,577	70	18	316	5	4	552	575	6	21	166	7	115	71	0	
04X	4	1.15	6	9,076	829	1,955	8,247	355	88	4663	42	7	21	313	386	29	93	799	11	514	118	20
05X	23	0.16	0	3,770	844	760	2,926	355	69	1128	54	12	16	115	147	14	40	105	24	299	152	34
05Y	32	-0.20	2	1,073	225	206	848	63	15	216	12	4	3	24	41	3	11	36	18	201	190	63
06X	11	0.70	2	6,748	1,348	1,489	5,400	544	132	1962	79	20	14	310	374	24	88	136	24	291	145	37
07X	5	1.03	5	5,895	1,185	1,266	4,710	479	140	1643	86	31	16	281	355	38	79	214	30	279	180	65
08X	16	0.45	3	10,456	1,061	2,342	9,395	331	74	1226	48	7	8	235	274	16	63	742	8	117	145	21
09X	43	-0.65	1	8,741	810	1,556	7,931	162	9	396	9	1	6	72	96	9	29	320	1	45	56	6
10X	20	0.26	2	6,803	1,140	1,384	5,663	266	98	1240	56	19	9	52	62	28	42	156	17	182	211	71
10Y	24	0.10	2	6,026	1,113	1,227	4,913	374	68	1045	75	19	7	68	104	31	51	92	14	173	201	51
11X	40	-0.39	1	6,465	885	1,543	5,580	320	55	859	44	13	3	44	65	12	21	123	10	133	138	41
12X	31	-0.17	2	4,285	581	969	3,704	220	16	359	26	11	8	50	54	7	28	446	4	84	118	50
12Y	52	-0.90	0	10,252	1,627	1,736	8,625	578	6	292	23	3		41	48	8	19	274	1	28	40	5
13X	57	-1.25	0	6,486	1,412	597	5,074	548	1	35	12	1		2	4	0	2	96	0	5	22	2
13Y	56	-1.21	0	8,401	1,528	682	6,873	392	9	58	11			7	11	0	2	129	1	7	28	0
13Z	54	-1.10	0	10,970	2,258	638	8,712	878	5	96	22	4	3	13	17	1	8	163	1	9	25	5
14X	44	-0.65	1	9,915	895	2,024	9,020	288	23	747	20	6	2	47	65	6	23	288	3	75	69	21
14Y	49	-0.82	1	6,836	716	1,128	6,120	208	10	285	13	3	1	21	31	5	17	285	2	42	63	14
15X	45	-0.65	0	7,478	837	1,362	6,641	358	14	522	26	3	15	70	78	5	17	153	2	70	73	8
16X	55	-1.14	0	4,612	1,119	307	3,493	343	7	71	6	3	2	10	15	2	5	105	2	15	17	9
16Y	53	-1.10	0	6,896	1,317	532	5,579	476	11	229	15	1	2	16	19	2	6	143	2	33	32	2
17X	42	-0.47	0	7,074	1,371	1,559	5,703	607	58	1200	52	15	3	82	110	10	35	109	10	170	86	25
17Y	38	-0.35	0	7,780	1,459	1,518	6,321	679	68	982	53	7	12	92	100	25	52	148	11	126	78	10
18X	37	-0.29	1	3,078	849	584	2,229	554	42	1288	38	14	3	63	91	23	35	38	19	418	69	25
18Y	35	-0.24	0	6,173	1,534	1,250	4,639	789	67	1709	88	25	7	54	81	21	34	89	14	277	112	32
19X	15	0.51	3	9,576	1,736	1,948	7,840	906	67	1999	81	15	31	272	288	35	88	279	9	209	89	17
20X	18	0.38	2	9,024	2,481	1,885	6,543	1,070	100	1921	99	31	16	211	254	52	93	132	15	213	93	29
21X	27	0.00	0	7,024	1,814	1,461	5,210	840	56	2096	97	25	17	92	121	32	46	88	11	298	115	30
21Y	26	0.03	0	10,439	2,560	1,988	7,879	1,151	113	2575	126	32	11	123	171	31	49	172	14	247	109	28
22X	50	-0.84	0	8,363	1,661	811	6,702	670	30	507	31	4	1	37	55	7	24	234	4	61	46	6
22Y	48	-0.74	0	9,014	1,718	1,237	7,296	662	29	551	50	8	4	27	34	12	19	216	4	61	76	12
23X	8	0.87	4	8,442	2,262	1,846	6,180	823	271	2542	96	22	19	212	242	61	117	169	44	301	117	27
24X	30	-0.17	0	8,180	2,274	1,651	5,906	889	64	1851	100	20	4	82	112	41	61	111	11	226	112	22
24Y	36	-0.28	0	7,188	1,817	1,328	5,371	863	75	1659	91	15	7	79	100	17	43	144	14	231	105	17
25X	34	-0.23	0	9,656	1,959	1,249	7,697	858	60	1014	76	20	11	92	116	22	45	282	8	105	89	23
25Y	51	-0.84	0	5,152	899	609	4,253	235	13	187	23	4	7	14	19	1	10	90	3	36	98	17
26X	33	-0.22	0	1,892	497	484	1,395	252	20	532	33	4	4	96	112	14	41	170	14	281	131	16
26Y	6	1.01	7	9,108	2,913	1,934	6,195	1,604	194	3789	274	61	20	228	321	48	102	174	31	416	171	38
27X	12	0.65	2	7,314	1,979	1,469	5,335	922	118	2324	154	25	28	180	205	42	80	151	22	318	167	27
27Y	10	0.83	5	10,474	3,176	2,142	7,298	1,575	187	3332	192	39	25	224	282	71	99	169	26	318	122	25
28X	39	-0.36	0	5,658	967	1,290	4,691	403	57	673	47	12	5	52	69	24	31	139	12	119	117	30
29X	9	0.84	3	9,124	2,156	1,545	6,968	897	153	2434	139	43	18	158	209	76	109	212	22	267	155	48
30X	2	1.40	7	10,385	3,068	1,987	7,317	1,439	212	3450	197	52	35	255	352	97	138	201	29	332	137	36
30Y	3	1.35	7	6,802	1,702	1,137	5,100	827	144	5692	145	35	24	211	251	71	103	164	28	837	175	42
31X†	29	-0.14	1																			
31Y	19	0.31	2	4,748	1,425	937	3,323	629	121	1502	71	7	8	132	165	28	58	380	36	316	113	11
31Z	28	-0.03	2	4,866	1,569	917	3,297	834	96	1581	106	22	10	71	94	16	39	88	29	325	127	26
32X	17	0.44	1	7,279	2,065	1,485	5,214	855	133	1992	103	26	12	164	215	50	82	184	26	274	120	30
32Y	22	0.23	2	6,156	1,637	1,036	4,519	601	97	1666	84	25	6	109	139	50	66	105	21	271	140	42
33X	13	0.54	3	7,990	2,540	1,686	5,450	1,428	149	3038	171	36	12	150	220	64	91	139	27	380	120	25
34X	1	1.75	8	8,878	2,955	1,796	5,923	1,389	220	3134	230	49	29	415	507	104	143	161	37	353	166	35
35X	7	0.94	6	7,316	2,048	1,273	5,268	813	162	2273	143	47	20	161	234	59	91	159	31	311	176	58
35Y	47	-0.72	0	6,045	1,055	602	4,990	289	35	416	35	6	2	26	36	6	8	117	7	69	121	21
Total				390,779	83,085	70,175	307,694	35,430	4,306	82,019	4,089	940	592	7,111	8,872	1,565	2,875	11,532	838			
Average				6,978	1,484	1,253	5,495	633	77	1,465	73	18	11	125	156	27	50	202	15	213	109	25
Standard Deviation				2,365	734	523	1,927	381	64	1,214	60	15	8	109	127	25	36	145	11	156	49	17

City of Oakland

Community Police Beats
Ranked by 2014 Stressor Index

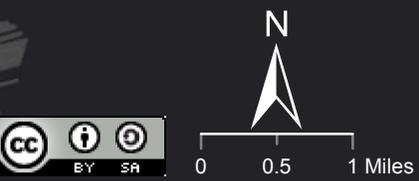


Stressor Index by Community Police Beat

(with ranking)

- #1 - #10
- #11 - #20
- #21 - #30
- #31 - #40
- #41 - #50
- #51 - #57

*Note: Rankings range from 1 - 57 with 1 being the most stressed.



The top number is the beat name, bottom number is the ranking of that beat's Stressor score

Attachment F: Measure Z January 2016 – FY17-18 Proposed Strategy Areas

REFERRAL SOURCE

- OPD/Ceasefire Call-ins
- Probation/Parole
- San Quentin/Santa Rita
- Outreach & Crisis Response
- Highland Hospital

GOALS & TARGET POPULATIONS

Goal: To form deep, long-term relationships that include coaching, advocacy, and connection to basic needs and resources.

Life Coaching

- Youth/Young adult considering using or using violence to solve conflicts
- Youth/Young adult with a serious/violent offense returning to the community after incarceration

Community Asset Building

Goal: To deepen the capacity of providers and communities most affected by violence to change norms and decision-making around violence.

Violent Incident & Crisis Response

- Young child/adult experiencing violence in the home
- Young person being sexually exploited
- Youth/Young adult who is shot
- Family, friends, community of young person who is shot or killed

Education & Economic Self-Sufficiency

- Youth/young adults at highest risk of violence
- Youth/Young adult with a serious/violent offense returning to the community after incarceration

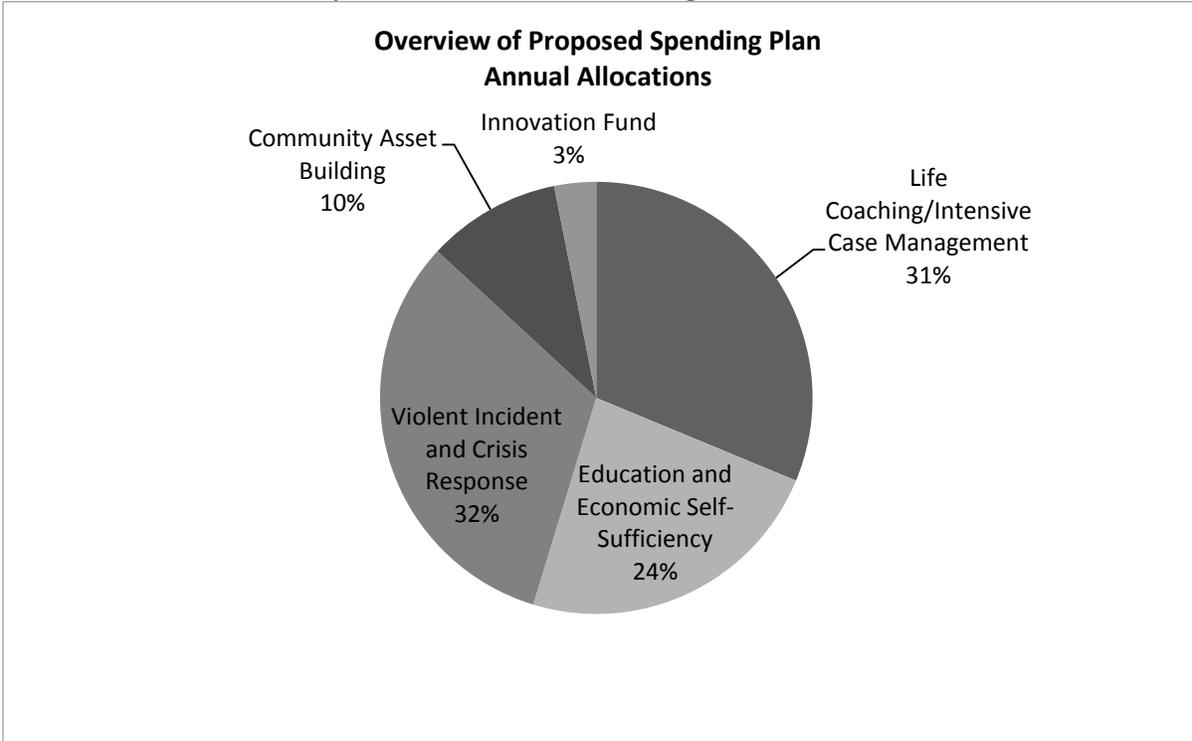
OUTCOMES

- Reduced death, injury and re-injury from violence
- Reduced re-arrest and incarceration
- Increased educational attainment (attendance, graduation, certification)
- Increased employment and economic self-sufficiency
- Increased community engagement around violence prevention and intervention

Goal: To provide individual and community support following a violent incident, with an eye to developing relationships that can interrupt retaliation and prevent future violence.

Goal: To connect those served with employment through skills and job readiness training, academic support, job placement, and strengthening employer relationships.

ATTACHMENT G: Summary of Recommended Strategies and Amounts



	Annual Allocation Recommendation
Life Coaching/Intensive Case Management	
Intensive Youth Case Management	\$ 1,090,000
Intensive Adult Case Management	\$ 1,375,000
<i>Subtotal</i>	\$ 2,465,000
Education and Economic Self-Sufficiency	
Employment/Education Support	\$ 1,850,000
<i>Subtotal</i>	\$ 1,850,000
Violent Incident and Crisis Response	
Homicide/Shooting Response & Support Network	\$ 525,000
Street Outreach	\$ 1,386,686
Family Violence Intervention	\$ 450,000
Commercially Sexually Exploited Children Intervention	\$ 175,000
<i>Subtotal</i>	\$ 2,536,686
Community Asset Building	
Provider Network Skills and Capacity Building	\$ 200,000
Community Engagement and Support	\$ 588,314
<i>Subtotal</i>	\$ 788,314
Innovation Fund	
<i>Subtotal</i>	\$ 246,981
TOTAL	\$ 7,886,981

ATTACHMENT H

Measure Z Violence Prevention Sub-Strategy Detailed Descriptions - *DRAFT*

Strategy Area I: Life Coaching/Intensive Case Management

Goal: To form deep, long-term relationships with highest risk youth and young adults, including coaching, advocacy, system navigation and connection to basic needs and resources.

Measure Z Language: “(a) Street outreach and case management to youth and young adults at high-risk of involvement in violence in order to connect individuals in need of employment, mental health, or educational services to needed programs”

Literature Key Findings¹:

- Higher intensity case management is needed for higher risk individuals, including smaller caseloads (ratio 12:1); 12-18 month service period; and daily contact.
- A client-centered approach prioritizing safety, health and personal development, such as Recovery-Oriented Services, is necessary. Much more than linking to services, intensive case management is built on relationship building and trust and takes time.
- Trauma Informed Care Practices should be incorporated.
- Coaching should include basic life skills as well as critical thinking, attitudes and behavior modification practices.
- Highly strategic, defined referral mechanisms (points of entry) and coordination across providers, strategies and systems, including case conferencing, are required.
- Standardized protocols should be used for intake, assessment, life/case planning, engagement/regularity of contact, monitoring progress, milestones to achieving goals, active trouble-shooting of barriers and re-articulating of revised life goals as needed.
- Family systems should be included in addressing barriers to individuals’ progress and in recognizing successes.
- Incentives/stipends for achieving life goals on a trajectory towards a stable, sustainable non-violent life-style, maintains engagement of highest risk individuals.

➤ **Intensive Youth Case Management**

Population served: Youth, ages 12-18, detained at Alameda County Juvenile Justice Center (JJC) will be linked to the Intensive Youth Case Management sub-strategy.

Description of sub-strategy: Intensive case management services will allow youth to be successfully re-integrated back into the community, be engaged in school, or another appropriate educational setting, and possibly be linked to youth employment opportunities, as appropriate. Intensive case management identifies and supports their positive life goals and links them with caring adults, resulting in decreased criminal justice involvement and/or violent/high risk behavior. The Juvenile Justice Strategy under Measure Y has been providing case management to youth leaving the JJC. This Intensive Youth Case Management sub-strategy will continue to provide JJC youth with services, but case management will be more intensive, as indicated by evidence based approaches for effective case management in general, and more specifically for intensive case management. Providers will be given training and support in the principles of intensive case management, trauma informed care, utilizing assessment and life planning tools and in engaging family systems in order to optimally address youth needs. *See sub-strategy area: Provider Network Skills and Capacity Building.*

¹ See RDA Overview of Evaluation Findings and Recommendations, Appendices A -G, for full literature reviews.

ATTACHMENT H

Measure Z Violence Prevention Sub-Strategy Detailed Descriptions - *DRAFT*

Direct Allocation: This sub-strategy includes a direct allocation to support two systems partner positions, both located at the Alameda County Juvenile Justice Center's Transition Center: 1) Oakland Unified School District Coordinator responsible for ensuring the smooth transition of youth from detention back to enrollment in school. 2) Probation Supervisor who will be responsible for coordinating the partnership, collaboration and case conferencing with youth participants' assigned probation officers. The funding of these positions ensures robust coordination and alignment of OUSD, Probation, and Oakland Unite strategies.

➤ **Intensive Adult Case Management**

Population served: Young adults, ages 18-35, with a history of violent or criminal behavior, or that are involved in violent or criminal behavior, or are highly at risk of using violence to solve conflicts will be linked to the Intensive Adult Case Management sub-strategy. These young adults may be identified because they are currently incarcerated (Project Choice), have been recently released from incarceration, or have been identified through Street Outreach, Ceasefire or Highland Hospital (Homicide/Shooting Response & Support Network).

Description of sub-strategy: Measure Y programs serving young adults have included case management services historically. However, this Intensive Adult Case Management sub-strategy will provide a more intensive case management model, based on evidence based practices for successful behavior modification of young adults with the experiences and lifestyles Measure Z intends to reach. The Adult Intensive Case Management sub-strategy will provide services to young adult participants across strategy areas, including Adult Employment/Academic Support.

The Intensive Adult Case Management sub-strategy will be organized as follows: Four specialized case managers will be housed within the Human Services Department; one will be an experienced Outreach Developer and will oversee the activities of the other three. One will be funded through a grant that HSD presently has with OJJDP and that ends in December 31, 2017. The other three positions, and the fourth position from January 1, 2018 – June 30, 2018, will be funded through direct allocation of Measure Z. Additional case managers to provide intensive case management will be hired through 2-4 agencies in the community. Between the case managers hired within HSD and case managers at the agencies, intensive case management services will be available to participants across all strategies. Case managers will receive required training. *See sub-strategy area: Provider Network Skills and Capacity Building.*

Participants identified through Ceasefire, and others that are identified as highest risk, will be offered enrollment in a highly structured incentivized stipend program. In partnership with the case manager, individuals will develop a life plan with goals and milestones for tracking success towards a positive, non-violent life. Specific goals/milestones have pre-determined incentive stipend amounts that individuals can earn as they work through achieving their life plan. Case managers will be able to offer a critical incentive for engaging individuals who have experienced the most entrenched lives isolated in cultures of violence. Along with the relationship of the case manager, highest risk individuals will be kept on course, through the ups and downs of recovery, with the help of concrete evidence of reward for work well done. Further, a select group of individuals who demonstrate progress and initiative will also be

ATTACHMENT H

Measure Z Violence Prevention Sub-Strategy Detailed Descriptions - *DRAFT*

invited to participate on the Leadership Council, described in further detail below. *See sub-strategy area: Resident Leadership Development.*

Strategy Area II: Education and Economic Self-Sufficiency

Goal: To connect highest risk youth and young adults with employment through skills and job readiness training, academic support, job placement, and strengthening employer relationships.

Measure Z Language: “(c) Reentry programs for youth and young adults, including case management, school support, job training and placement in order to reduce recidivism rates and improve educational and employment outcomes”

Literature Key Findings:

- Academic/Education Attainment is critical to the successful pursuit of sustainable employment and a livable wage.
- An employment specialist with demonstrated capacity to effectively work with target population should be present at each agency and work closely with clients and Case Managers, including participating in case conferencing.
- Dedicated Job Developer/Retention Specialist is needed to work with employers and Employment Specialists on creating jobs and career pathways that meet employer needs and focus on building employer-readiness that is aligned with client readiness.
- Incentives and funds for employment retention and job readiness (travel, attire, tools, and certification) should be available.
- A combination of soft and hard skills training should be continued, along with paid job training, internships and transitional employment.

➤ ***Youth & Young Adult Employment/Education Support***

Population served: Youth and young adults, ages 12-35, with a history of serious/violent offense or at highest risk of violence require a great deal of support in order to be successful in obtaining or maintaining employment or achieving academic goals. Participants for this strategy may be identified because they are currently incarcerated (Project Choice), have been recently released from incarceration, have been detained or recently released from the Juvenile Justice system, and/or have been identified through Street Outreach, Ceasefire or Highland Hospital (Homicide/Shooting Response & Support Network). They will also be engaged in the Youth or Adult Intensive Case Management services, and will have indicated a desire, willingness and readiness to pursue employment and education goals. Employment and academic support programs will need to be innovative and comprehensive.

Description of sub-strategy: For youth, education is a priority, but financial constraints are often real and pressing and opportunities for employment can serve as a powerful incentive to engage youth in school achievement as well as providing skills and strong basic work habits. Youth employment programs will be required to provide an academic support component as well as work experience and training. Youth should be supported in not only attending school regularly, but should receive tutoring in subject areas, be engaged in reviewing and understanding their transcripts, setting course completion goals and being supported in meeting the requirements for high school graduation and potentially other

ATTACHMENT H

Measure Z Violence Prevention Sub-Strategy Detailed Descriptions - *DRAFT*

education pursuits. Youth employment programs will provide job-readiness assessments, workplace readiness training, professional skills development, social skills/communication, and workplace professionalism. Programs will provide summer employment opportunities for youth. Youth employment program participants will gain hands-on work experience through paid internships with partnering employers. These youth development strategies must be provided in tandem with the Intensive Youth Case Management services described above. Case conferencing across systems that service youth is imperative.

Young adults will already be receiving intensive case management services, but will need specialized attention in the areas of employment and education. Programs will need to provide opportunities and support around obtaining GED, if needed, as well as certifications and other educational attainment to reduce barriers to employment.

New inroads must be established with the business community in order to move beyond employment training and life skills development and into sustainable job placements. A position for a Business & Community Liaison will be dedicated to pursuing business relationships in the community and ensuring participant transition into new employment opportunities. Employment programs serving young adults will provide newly hired participants with intensive follow-up support with both the participant and with the work-placement site in order to facilitate a smooth adjustment. Establishing meaningful connections with partnering employers increases the likelihood employers will hire successful participants.

Strategy Area III: Violent Incident and Crisis Response

Goal: To provide individual and community support following a violent incident, with an eye to developing relationships that can interrupt and prevent future violence.

Measure Z Language: “(b) Crisis response, advocacy and case management for victims of crime (including domestic violence victims, commercially sexually exploited children, and victims of shootings and homicides) with a strategic focus on reducing likelihood of being re-victimized” and “(d) Young children exposed to trauma or domestic and/or community violence.”

Literature Key Findings:

- Program staff providing services under the Violent Incident and Crisis Response strategy should be trained in utilizing the principles of Trauma Informed Care and/or Trauma-Specific Services. Trauma informed services should be recovery-oriented and client-centered by prioritizing the client’s need to be respected, informed, connected, and hopeful regarding their own recovery. Providers should explicitly recognize the interrelation between trauma and symptoms.

ATTACHMENT H

Measure Z Violence Prevention Sub-Strategy Detailed Descriptions - *DRAFT*

➤ **Homicide/Shooting Response & Support Network**

Population served: Victims of violence and family, friends, community of young persons who are shot or killed due to street violence through immediate crisis response and follow-up services.

Description of sub-strategy: Outreach, grief and trauma counseling, support, financial assistance and mental health services will be provided to those directly affected by gun violence as described above. The network also ensures strong coordination among all those involved in incident response, including Street Outreach, Ceasefire efforts, Highland Hospital, OPD and other law enforcement entities, and community networks. When a situation results in an individual or individuals having become active targets of retaliatory violence and it is imperative for their safety and for the purpose of avoiding shootings and potential homicides, these individuals will be relocated out of the area either until the situation is abated, or they may relocate permanently. Relocation efforts are done in coordination with family members, service providers, probation department, and others to ensure an effective, safe, and successful relocation. The relocation program under this sub-strategy will support these needs as necessary.

➤ **Street Outreach**

Population served: Young adults, ages 14-35, with a history of violent or criminal behavior, or that are involved in violent or criminal behavior, or are highly at risk of using violence to solve conflicts. These young adults may be identified because they are currently incarcerated, have been recently released from incarceration, or have been identified through Ceasefire, Highland Hospital, or the Homicide/Shooting Response and Support Network.

Description of sub-strategy: Street Outreach is designed to interrupt violence – before it happens whenever possible, or by preventing ensuing incidents of retaliation. With an emphasis on utilizing individuals with histories of street violence, street outreach workers will build relationships in the communities of highest violent crime rates with highest risk youth and young adults in order to be well positioned to interrupt violent occurrences.

Street outreach workers will help mediate hostile situations, including being present as first responders at the scene of violent incidences and intervening at Highland Hospital as necessary to avoid violent conflicts and retaliation. Street outreach workers will participate in the Homicide/Shooting Response & Support Network in order to effectively coordinate a team response to violent incidents when they do occur.

The Street Outreach sub-strategy includes funding for two positions. One is a Violence Prevention Network Coordinator (VPNC). This position will provide on-going training, support and coordination for agencies funded under the street outreach strategy, including overseeing the activities of the street outreach teams. The second position is for a Violence Prevention Services Liaison (VPSL). This person will support the VPNC in overseeing the activities of the street outreach team and assist in connecting individuals identified through street outreach to Adult Intensive Case Management services when appropriate. This person will also be critical to facilitating a bridge between outreach and Ceasefire efforts.

ATTACHMENT H

Measure Z Violence Prevention Sub-Strategy Detailed Descriptions - *DRAFT*

➤ **Family Violence Intervention**

Population served: Young child/adult experiencing violence in the home.

Description of sub-strategy: Outreach and support will be provided for young children and adults experiencing violence in the home. A crisis hotline for victims of domestic violence is available 24 hours/7 days a week, including mental health counseling, legal advocacy, and emergency relocation services.

In partnership with OPD, there will remain follow-up outreach in response to all OPD reports that indicate domestic violence, inviting victims to receive assistance with crisis intervention, trauma informed care, emergency housing, and obtaining legal assistance. Efforts will be coordinated with the Family Justice Center and the District Attorney's Office.

➤ **Commercially Sexually Exploited Children (CSEC) Intervention**

Population served: Young person being sexually exploited.

Description of sub-strategy: This sub-strategy will ensure a continued, coordinated effort to provide outreach to commercially sexually exploited children, and provide a safe place for initiating services, and making a connection with appropriate, caring adults in order for young persons, age 18 and under, to be extricated from exploitation. Participants will be linked to Youth Intensive Case Management services and will receive trauma informed care interventions. Coordination with law enforcement, probation department, juvenile courts, and community-based service providers and advocates will help ensure effective service delivery with goal of de-criminalizing victims of commercial and sexual exploitation.

Strategy Area IV: Community Asset Building

Goal: To deepen the capacity of service providers and communities most affected by violence to change norms and decision-making around violence.

Measure Z Language: "Coordination of public systems and community-based social services with a joint focus on youth and young adults at highest risk of violence as guided by data analysis."

➤ **Provider Network Capacity Support**

Description of sub-strategy: A request for qualifications (RFQ) will be announced in order to select qualified providers to support those agencies that are selected to receive Measure Z funding with the training and support needed to meet the demands described above. For example, training will be provided to ensure quality and fidelity in the provision of Intensive Case Management, including trauma informed care. Other areas may include training in conducting Restorative Justice Healing Circles, implementing Boys and Men of Color frameworks, achieving family engagement in client services, and/or proper use of standardized assessment tools and utilization of life planning/goal oriented case management instruments. Other support and training as required to meet standards of identified evidence based practices will be provided through this RFQ.

ATTACHMENT H

Measure Z Violence Prevention Sub-Strategy Detailed Descriptions - *DRAFT*

➤ **Resident Leadership Development**

Description of sub-strategy: This sub-strategy has two main components. One is to develop the capacity of residents of Oakland's East and West neighborhoods to be engaged in community improvement efforts. Building on the work of the City County Neighborhood Initiative, a community based organization will be funded to provide support and infrastructure to residents who want to grow their ownership of making their communities safer, healthier places to live and have families. Various activities within the community will be supported through this sub-strategy, such as the Summer Nights Parks Program, Community Healing Circles, neighborhood athletic events (i.e.: Midnight Basketball), etc.

This component of the sub-strategy area will also be supported at the HSD through a Community Coordinator position. The Community Coordinator will oversee the performance of the agency selected to facilitate community ownership activities as well as coordinate the logistics of the Parks program.

The second main component of this sub-strategy is to launch a pilot program to establish a Young Men's Leadership Council. Members of the Client Leadership Council will be selected from those highest risk individuals described under the Adult Intensive Case Management sub-strategy through a referral and application process. Ideal participants will be those who have been intensely impacted by street violence, either as victims or as offenders, yet are at a critical place in their lives where they are highly motivated to engage in a transformative process of healing and growth, not only for themselves but for their peers and communities as well. Ideal participants would be those already considered leaders and change agents within their own networks and communities, and would be given training, education, and resources to grow their leadership capacity and be actively involved in violence prevention efforts throughout Oakland.

Participants in the Leadership Council would commit to the council for 12 months, receive a monthly stipend for their participation, and attend at least two learning trips to other municipalities with the goal of observing and assessing successful models of violence prevention and intervention programs, and then applying what they learn to efforts and practices here in Oakland. In addition to building leadership capacity, participants will engage in intense learning workshops including, but not limited to: manhood development; social/cultural/political education; healing of trauma and emotional violence; anger management; etc.

Lastly, this sub-strategy includes an allocation for the Mayor's Public Safety Advisor, a key position in the Mayor's that provides essential communication and coordination between the City and community leaders. This position will also link Oakland Unite violence intervention and prevention programs to broader citywide violence reduction efforts.

ATTACHMENT H

Measure Z Violence Prevention Sub-Strategy Detailed Descriptions - *DRAFT*

Strategy Area V: Innovation Fund

Goal: To create space for emerging ideas and promising practices/programs in violence intervention to prove their effectiveness.

Description of sub-strategy: The purpose of this new strategy is to provide seed funding to encourage incubation of new programs/practices with high potential. Innovation programs/practices may include employment, diversion programs, social/political/cultural education, trauma-informed healing approaches, parent education, or leadership development. Priority will be given to applicants that propose new strategies to address intense community violence, with an emphasis on serving those populations that are often difficult to engage and serve (ie: undocumented youth/young adults, CSEC, LGBTQ, etc.). It is anticipated that new approaches useful to informing future, effective violence intervention will be discovered.

To: SSOC Commissioners
From: Teresa Deloach-Reed, Chief, Oakland Fire Department
Date: 5/12/2015
Subject: Priority Spending Plan for OFD

The Oakland Public Safety and Services Violence Prevention Act of 2014 (Safety and Services Act) calls for each department which will receive funds from the Act to present, every three (3) years, a priority spending plan for funds received from the Act. The plan should include proposed expenditures, strategic rationales for expenditures, and intended measurable outcomes expected from those expenditures. The Act calls for the presentation of a plan to be presented within 120 days of January 1, 2015 which is the effective date of the Act. This report presents a timeline for all priority spending plans which will come before the Commission as well as presenting the priority spending plans for the City Administrator's Office, the Finance Department, and the Mayor's Office.

The following page shows the priority spending plan for the Oakland Fire Department. The expenditure plan only include a two-year projection because precise staff costs beyond the second year is currently unknown because it is outside of the two-year cycle. The annual total allotment, however, is listed for each year because it is a static dollar amount each year.

Priority Spending Plan - Oakland Fire Department (OFD)

12-May-15

	FY 15-16	FY 16-17	FY 17-18
OFD Annual Allotment of Measure Z Funds	\$ 2,000,000	\$ 2,000,000	\$ 2,000,000

**Note, the amount is a set dollar amount annually*

Proposed Priority Spending Plan by Fiscal Year for One Engine Company

Item	FY 15-16	FY 16-17	FY 17-18
Salary and Benefits - Captain of Fire (2 FTE)	\$ 472,040	\$ 486,599	Unknown
Salary and Benefits - Lieutenant of Fire (2FTE)	\$ 436,623	\$ 450,064	Unknown
Salary and Benefits - Engineer of Fire (4 FTE)	\$ 816,224	\$ 841,398	Unknown
Salary and Benefits - Fire Fighter Paramedic (4FTE)	\$ 824,531	\$ 849,961	Unknown
Salary and Benefits - Fire Fighter (4FTE)	\$ 749,628	\$ 772,748	Unknown
OFD Total for One Engine Company	\$ 3,299,046	\$ 3,400,769	Unknown at this time

Descriptions:

Minimum staffing per Engine Company is as follows:

(1) Captain of Fire, (1) Lieutenant of Fire, (3) Engineers of Fire, (3) Fire Fighter Paramedics, and (3) Fire Fighters. One company is one single fire house. The personnel costs (above) for staffing an Engine Company require an additional position to be factored into each FTE rank. The additional personnel are assigned to fill vacancies for personnel on leave (i.e., sick, vacation, regular day off).

The Oakland Fire Department has an authorized strength of 507 sworn members in the proposed FY 2015-17 budget. Aside from the \$2 Million Measure Z Funds, the General Purpose Fund (GPF) funds all sworn positions, except one position that is fully grant funded and two positions that are partially grant funded.

Operations and Maintenance (O & M) costs are not included in the above calculations.



May 27, 2015

Re: Oakland Police Department Spending Plan

Members of the Safety and Services Oversight Committee:

Thank you for the opportunity to present the Oakland Police Department's spending plan. The objectives outlined in the language of the Measure Z legislation provide guidance on outcomes that our efforts and staffing must address. Specifically, Measure Z outlines the following objectives:

1. Reduce homicides, robberies, burglaries, and gun-related violence;
2. Improve police and fire emergency 911 response times and other police services;
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.

We seek to meet these objectives by funding staff that will be dedicated to implementing nationally recognized best practices and strategies to reduce the violent crimes outlined in the objectives and strengthen community-police relationships. We will continue to focus on reducing serious violence as our top priority. At the same time, we want to limit the use of incarceration to the greatest extent possible, so we fully support the Human Services Division in their promise of help for those at highest risk of violence.

The allocation of \$13.15 million will be used to employ staff currently working on these efforts to reduce crime and strengthen community-police relationships. A significant amount of staff time will be used to implement the *Ceasefire* strategy. This strategy focuses on reducing gun violence by focusing community, social service and justice system partners on the small number of people at very highest risk of gun violence with the goal of keeping them alive, out of prison; and moving towards a better future. Because Ceasefire is a partnership based strategy, where police and community stakeholders are working together towards common goals, it has been shown to improve community-police relationships. Ceasefire is a national best practice and has a proven ability to reduce levels of gun violence while also decreasing recidivism for those at highest risk. In the past two years, this strategy has led to a **36.5%** reduction in homicides and a 26% reduction in non-fatal shootings.

Another aspect of our efforts to improve police-community relationships are the Procedural Justice and Police Legitimacy training. These training are based on the research of Yale Professors Tracey Meares and Tom Tyler, which demonstrate that the use of procedural justice in community-police interactions is proven to build community trust, increase voluntary compliance with the law and decrease re-offending. This Oakland Police training was co-developed with and is co-taught with community members. This training is the only course of its kind certified by California POST. The Oakland Police Department

recently began working with the California Department of Justice to include implicit bias in the training and make it available to police departments throughout California.

We realize that this training is only the *beginning*. The Oakland Police Department plans to use funding to co-create a multi-year trust building strategy, in partnership with the community, to implement the trainings in the field. The Oakland Police Department plans to work more closely with partners at Stanford to address implicit bias. The staffing funded by this \$13.15 million will work with non-Measure Z staff to meet these objectives.

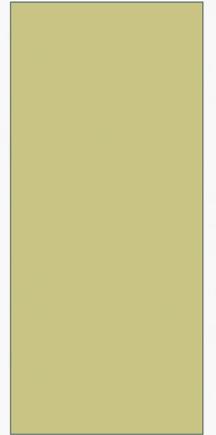
Members of the Oakland Police Department look forward to working with the Measure Z Advisory Committee over the next several years.

Respectfully,

Sean Whent
Chief of Police
Oakland Police Department

MEASURE Z

OPD SPENDING PLAN
FY 15-16, 16-17



MEASURE Z: OBJECTIVES

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.

The Oakland Police Department will receive approx. \$13.1 million Measure Z dollars to achieve these objectives

Measure Z is about reducing violence and supporting better outcomes for those at highest risk of violence...so is this plan

OPD'S COMMITMENT

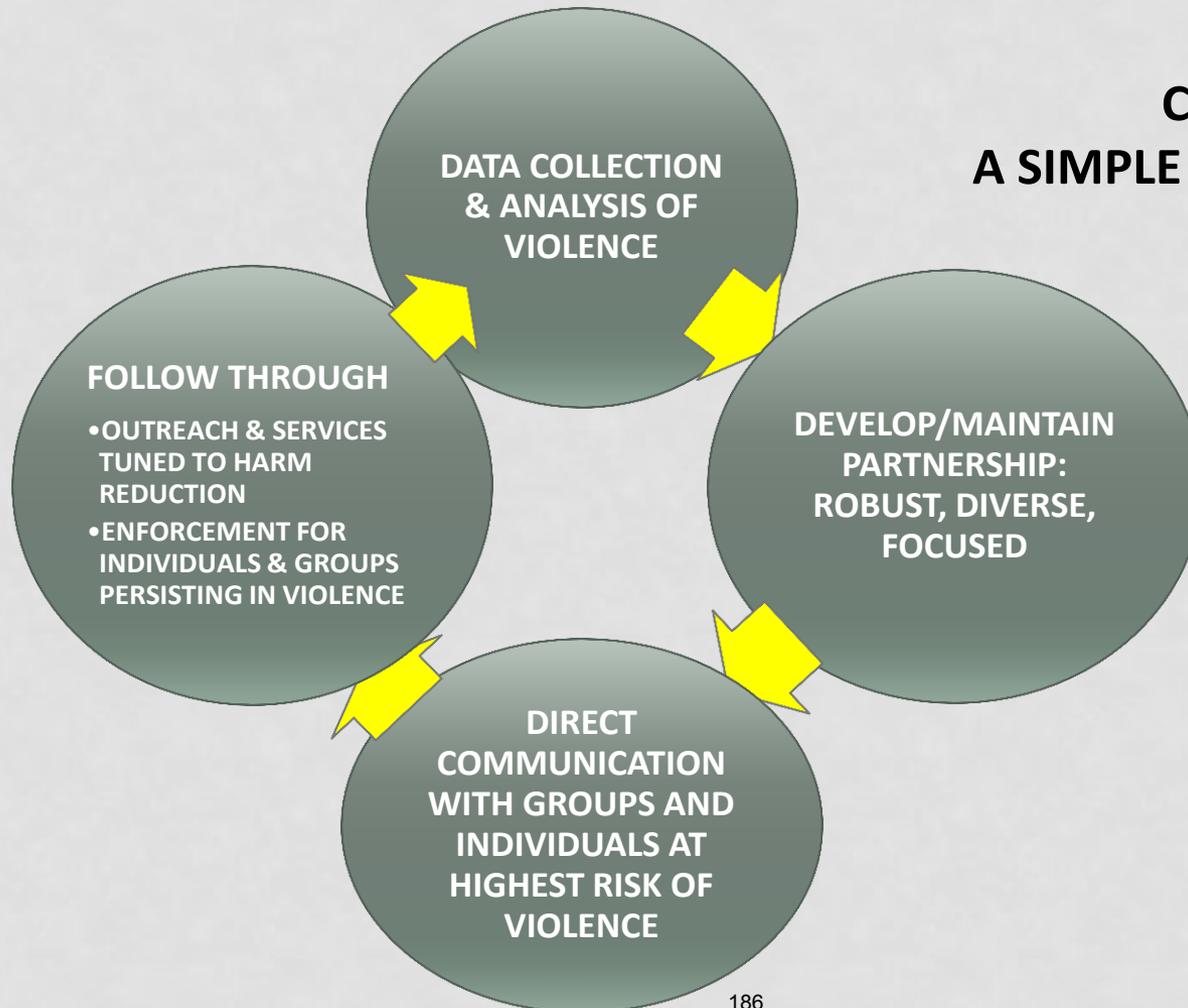
- **Our Commitment:** to reduce violence, improve outcomes for young men at highest risk of violence, and build community trust.
- Ceasefire is OPD's primary strategy to reduce violence and improve outcomes; it's evidence-based, nationally recognized, and has been successful in Oakland.

WHAT IS CEASEFIRE?

- **Ceasefire *Defined*:** A partnership and data-driven strategy that uses respectful direct communication about risk, support, and consequences as well as swift follow-through to intervene with those at highest risk of being involved in gun violence
- **Goals**
 - Reduce gang and group related shootings and homicides (MZ Obj. 1)
 - Reduce the recidivism rate among participants (MZ Obj. 3)
 - Improve community and police relationships and build trust with a focus on those most impacted by violence (important for all MZ Obj.)

WHAT IS CEASEFIRE?

**CEASEFIRE:
A SIMPLE CONTINUOUS CYCLE**



WHO'S AT HIGHEST RISK???

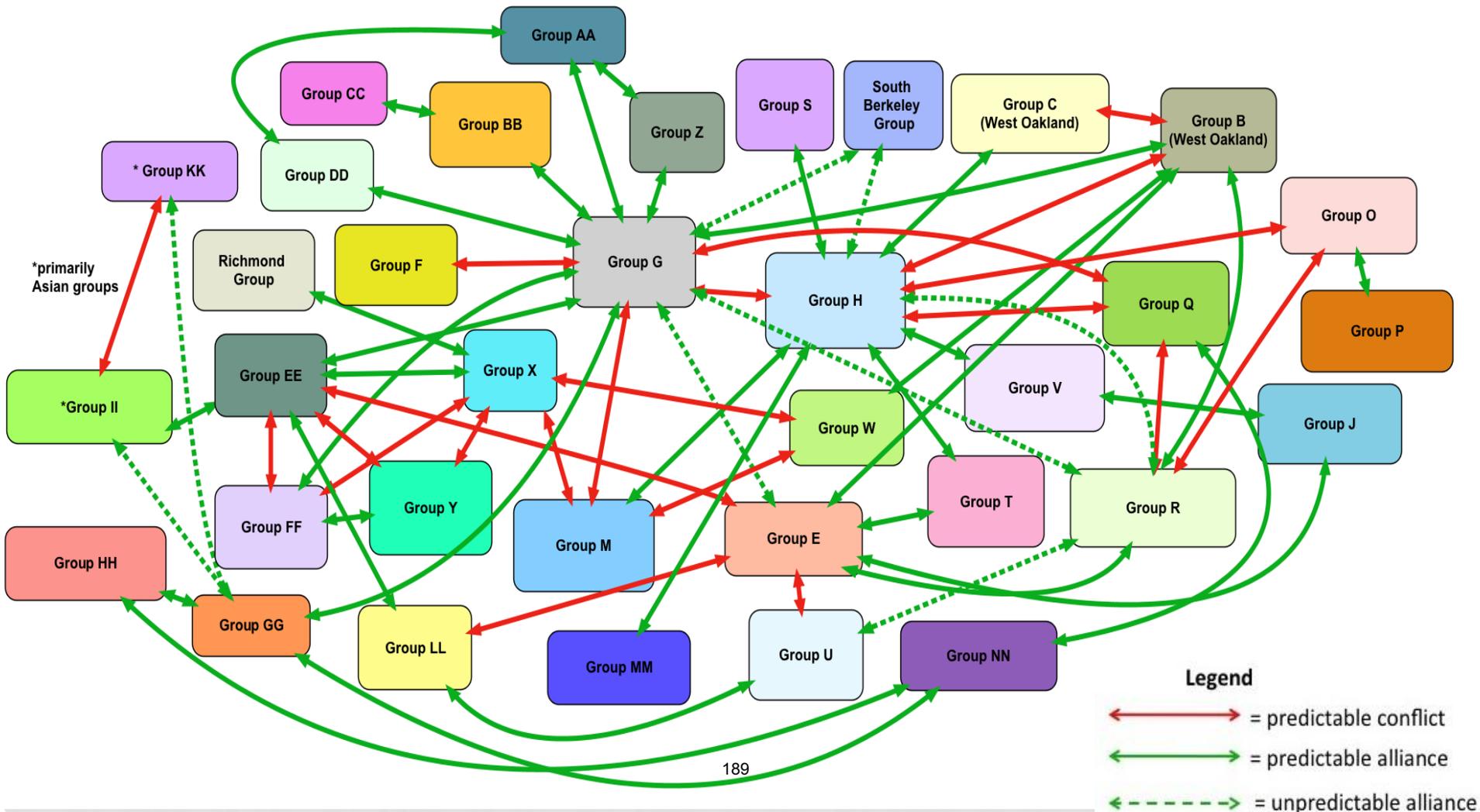
- There are approximately 50 violent groups in Oakland, with an estimated active membership of 1000 – 1200 people. This is approximately 0.3% of the entire city's population.
- Of active groups in Oakland, at any one time, only a small subset of the groups are at highest risk of violence. During the review period, 18 groups citywide were associated with a majority of group-involved violence.
- Approximately 70% victims and 90% of suspects have come into contact with the criminal justice system prior to the homicide incident.
- Homicide victims and suspects come into contact with the criminal justice system frequently and for a variety of offenses:
 - Arrested an average of 10 times prior to their homicide victimization or perpetration
 - Approximately 7 of all their arrests are felony arrests
 - Approximately 73% have been convicted of a felony
 - 76% - 80% have been on probation
 - Approximately 84% have been incarcerated
 - Have high averages of violent offenses, and also have high averages of other offenses, particularly drug and property

WHO'S AT HIGHEST RISK???

- **Serious violence is most concentrated among individuals ages 18-34**
 - **67% of all individuals involved in homicide (both victims and suspects)**
 - **66% of all homicide victims**
 - **69% of known homicide suspects**
 - **76.25% of homicide victims known to be group involved**
 - **The average age of an individual involved in homicide is 29.15.**
 - **The average age of victims is 30.25 and the average age of suspects is 26.36.**

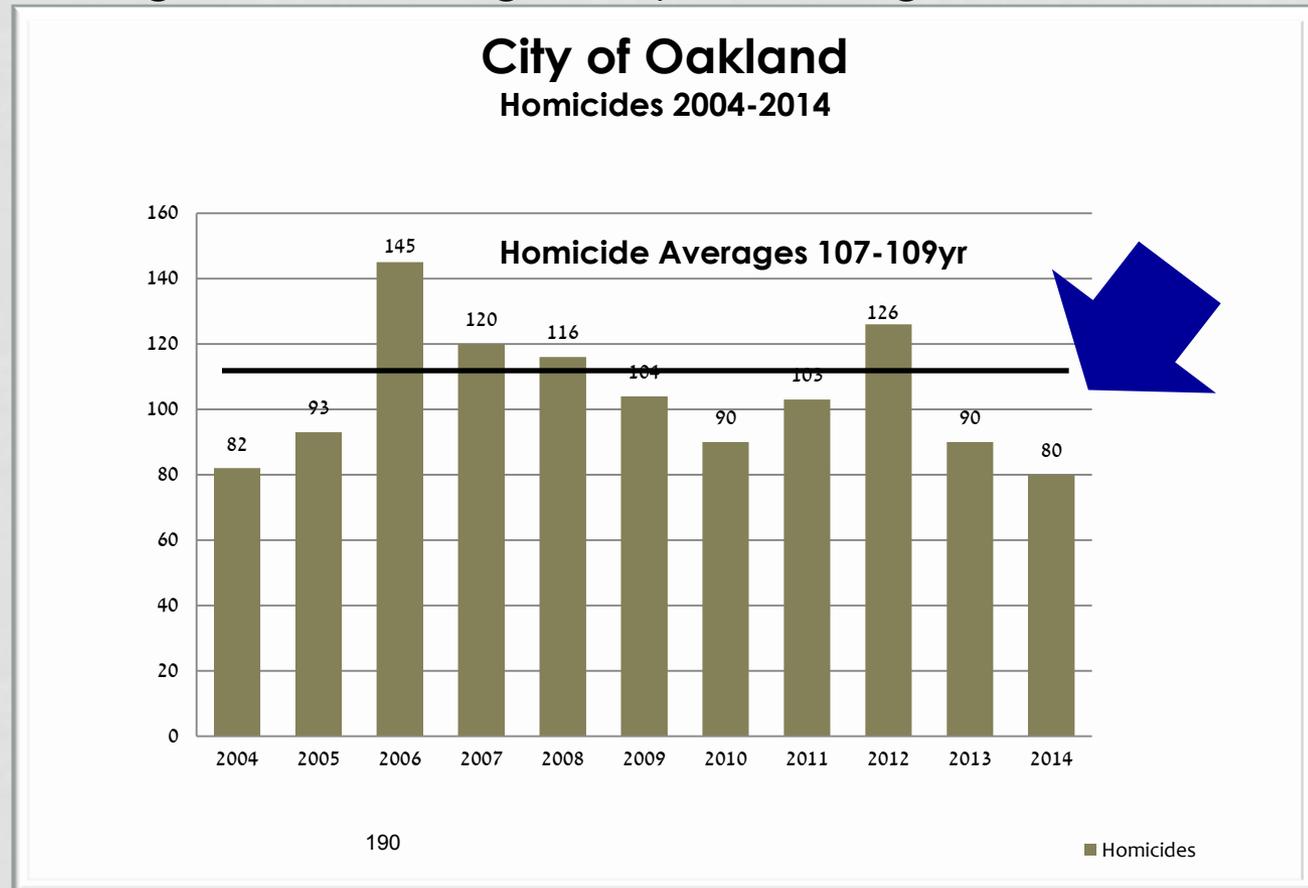
WHO'S AT HIGHEST RISK???

Central and East Oakland Groups, Primarily Black



IMPACT OF THE CEASEFIRE STRATEGY

- In Oakland we have realized a **36%** reduction in homicides and a **26%** reduction in shootings since we began implementing the strategy in 2012.
- This is despite a forty-year low in officer staffing during the same timeframe.



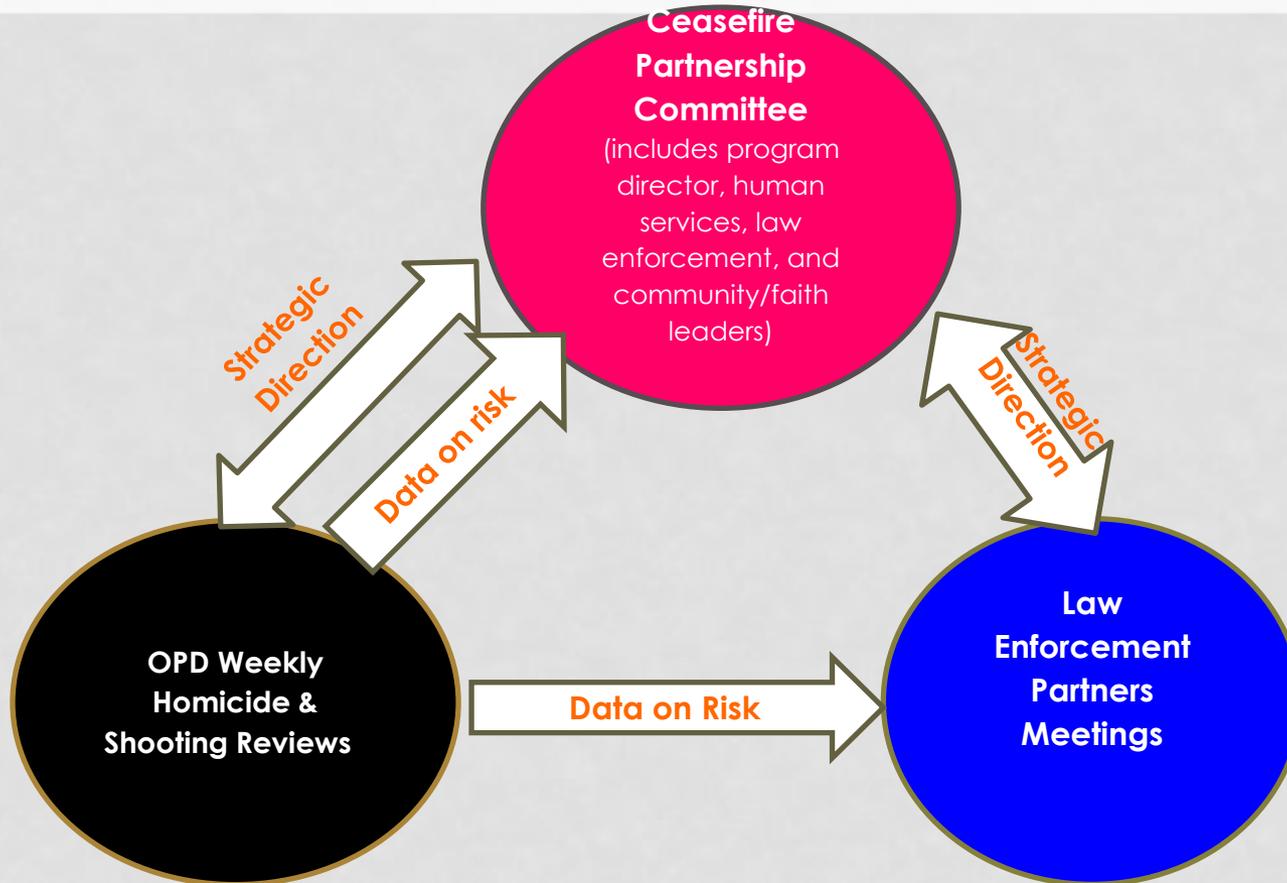
IMPACT & EVALUATION OF THE CEASEFIRE STRATEGY

Study	Outcome
Boston Operation Ceasefire	-63% Youth Homicide
Indianapolis IVRP	-34% Total Homicide
Stockton Operation Peacekeeper	-42% Gun Homicide
Lowell PSN	-44% Gun Assaults
Cincinnati CIRV	-42% GMI Homicide; -21% Injury Shootings
Newark Ceasefire	NS Reduction in Gunshot Wound Incidents
LA Operation Ceasefire	Significant Short-Term Reduction in Violent and Gun Crime
Chicago PSN	-37% Homicide; -30% Recidivism
Nashville DMI	-56% Drug Offenses
Rockford DMI	-22% Non-Violent Offenses
Hawaii HOPE	-26% Recidivism

WHAT DOES THIS TELL YOU?

1. **First, these partnership-based approaches have an exceptionally strong record of success.**
2. **Second, they effectively reduce violence while also reducing recidivism.**
3. **Third, by emphasizing partnership and holding to principles of criminal justice system “legitimacy” they improve community-police relations.**
4. **They elevate the voices and experiences of those directly affected by violence – focus on those at highest risk of violence.**

HOW THIS WORKS IN OAKLAND



The OPD in coordination with partners have conducted 198 custom notifications and 149 individuals have participated in call-ins since 2012

BUILDING COMMUNITY TRUST

“Bringing down crime...and bringing people to justice; are not always the same thing....Lots of arrests may bring down crime, but that can also leave communities worse off than they were before.”

-Yale Law Professor Tracey Meares

BUILDING COMMUNITY TRUST

- **Community Policing** is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.
- **Procedural Justice**: The procedures used by police officers where citizens are treated fairly and with proper respect as human beings.

Procedural Justice leads  to police legitimacy

These are all directly connected to each other and to the Ceasefire strategy

BUILDING COMMUNITY TRUST

Procedural Justice leads  *to police legitimacy*

- **Police Legitimacy:** The public view of the police as entitled to exercise authority in order to maintain social order, manage conflicts, and solve problems in the community
- **Implicit Bias:** A positive or negative mental attitude towards a person, or group that a person holds at an unconscious level.

BUILDING COMMUNITY TRUST

- **OPD in collaboration with our community and service partners co-created the Procedural Justice Course in 2013. To date OPD has the only POST certified course and is the only course in the nation co-instructed with community partners**
- **In 2015 OPD will continue our work with Stanford to view PDRD footage and work with officers to address implicit bias.**

BUILDING COMMUNITY TRUST

- **Both the Procedural Justice work and implicit bias findings will be included in a refresher course for OPD staff**
- **In 2015 OPD and our community partners want to make the principles of Procedural Justice felt in the communities we serve. This will involve community participation, service provider participation, participation of the CPSC, and the participation of CRO's, CRT's, and patrol staff.**
- **Ceasefire is about reducing violence and building trusting between OPD and people most affected by violence. Additionally, the Procedural Justice, Implicit Bias work will impact CRO's and other patrol staff. The goal here is to build trust with broader sections of the OPD and the community. The broader work supports Ceasefire and this broader change is what we all want**

BETTER OUTCOMES FOR THOSE AT HIGHEST RISK

Since October 2012 the Ceasefire Partnership has conducted 8 call-ins and implemented 4 enforcement operations focused on those at highest risk.

Less than 25% of call-in clients have been re-arrested for a violent offense

HOW THIS ALL WORKS TOGETHER

The Specifics...

Group	Classification	No.	Indiv. Cost	Total
CRO	Sergeant of Police	3	\$ 205,121	\$ 615,363
CRO	Police Officer	17	\$ 177,784	\$ 3,022,328
CRT	Sergeant of Police	5	\$ 205,121	\$ 1,025,605
CRT	Police Officer	30	\$ 177,784	\$ 5,333,520
Ceasefire	Sergeant of Police	1	\$ 205,121	\$ 205,121
Ceasefire	Police Officer	6	\$ 177,784	\$ 1,066,704
Ceasefire	Project Manager II (Program Director)	1	\$ 250,756	\$ 250,756
Ceasefire	Volunteer Specialist (Program Coordinator)	1	\$ 114,309	\$ 114,309
Research & Planning	Management Assistant (Crime Analysis Supervisor)	1	\$ 134,816	\$ 134,816
	Position Total	65		\$11,768,522
	Overtime			\$ 292,252
	Personnel Cost Total			\$12,060,774
	Related Costs			\$ 715,194
	Technical Assistance			\$ 125,000
Ceasefire	Program Evaluation			\$ 250,000
	Measure Z FY 2015-16 Spending Plan			\$13,150,968
	Measure Z FY 2015-16 Budget			\$13,150,968

The staff and resources requested will meet the objectives of Measure Z by doing the work of Community Policing through the full implementation of the Ceasefire strategy, Procedural Justice, Police Legitimacy, and addressing Implicit Bias

Our Values in Alignment with Measure Z



Together, these strategies put us in the position as a national leader on 21st Century Policing.

Procedural Justice Training



AGENDA

Instructors: Lt. LeRonne Armstrong, Lt. Roland Holmgren

Module Intro: Course content, objectives	Lt. Armstrong	8:00-8:30a
Module 1: Interactive nature of procedural justice, legitimacy and policing goals	Lt. Holmgren	8:30-9:30a
Module 2: Expectations, legitimacy and its relationship to stress and cynicism	Lt. Armstrong	9:30-11:00a
Module 3: The Four Tenets and their effect on decision-making, policing process and outcomes	Lt. L. Armstrong & Lt. R. Holmgren	11-11:30a
Lunch		11:30a-12:30p
Module 3 (continued)	Lt. L. Armstrong & Lt. R. Holmgren	12:30-1:30p
Module 4: Historical, generational and environmental effects of policing	Lt. Armstrong & Community Member	1:30-3:00p
Module 5: Takeaways, review, procedural justice in action Q&A	Lt. L. Armstrong & Lt. R. Holmgren	3:00-4:00p
Test and evaluation		

LEARNING NEED

Police officers know that their fundamental duty is to serve, safeguard and protect. Procedural Justice is an evidence-based and cost-effective way to reduce crime and increase police legitimacy. This course is designed to create a broader awareness of procedural justice in order to increase citizen compliance, cooperation and support, improve police legitimacy, and improve citizen and officer safety.

INTRODUCTION

1. INSTRUCTOR AND STUDENT INTRODUCTIONS

- a. Introductions
- b. What students expect to get from the training

2. PROCEDURAL JUSTICE AS A WAY OF POLICING

- a. Network of cities
- b. Personal benefit
- c. Professional benefit

3. COURSE CONTENT

- a. Module 1: Procedural justice and police legitimacy
- b. Module 2: Relationship
- c. Module 3: Four principles
- d. Module 4: Historical and generational effects
- e. Module 5: Ways to implement

4. COURSE OBJECTIVES

- a. Increase police legitimacy
- b. Reap benefits of procedurally just policing
- c. Improve police-community relationships
- d. Understand historical and generational effects
- e. Understand ways to implement

5. WHAT THIS CLASS IS NOT

- a. Redefining policy
- b. Ethics
- c. Political Correctness
- d. Verbal judo or “dusting off”

6. WHAT THIS CLASS IS

- a. Thinking differently
- b. Understanding “best practices” and academic support
- c. Reflecting on experience/practices
- d. Procedural just encounters lead to police legitimacy
- e. Protecting our valued profession

7. EVIDENCED-BASED PRACTICES

- a. Dr. Tom Tyler research
- b. Dr. Tracy Meares research
- c. Research findings

8. LEARNING OBJECTIVES

- a. Understand concepts
- b. Consider human dynamic and perception
- c. Practice safer policing
- d. Identify behaviors not representing concepts
- e. Apply concepts in a practical way

MODULE 1: INTERACTIVE NATURE OF PROCEDURAL JUSTICE, LEGITIMACY AND POLICING GOALS

OVERVIEW: Module 1 defines police legitimacy and procedural justice and provides video examples of procedural justice. It introduces the “Four Tenets of Procedural Justice”. This module offers an opportunity to discuss how procedural justice benefits staff and supports the Department’s goals for policing.

Teaching Objectives:

Upon completion of this module, clear connections will be made between:

- a. individual officers’ goals,
- b. the code of ethics, and

- c. ways in which procedural justice can support the implementation of these two concepts.

Learning Objectives:

Upon completion of this module, students will be able to:

- a. define procedural justice,
- b. define police legitimacy, and
- c. understand how procedural justice gets you to police legitimacy.

Outline

1. DEFINE AND CLARIFY

- a. What it is
- b. Why it works
- c. How it works
- d. What we can expect in return

2. FOUR PRINCIPLES

- a. Voice
- b. Neutrality
- c. Respectful Treatment
- d. Trustworthiness

3 OFFICER BENEFITS OF PROCEDURAL JUSTICE

- a. Safety
- b. Lower stress
- c. Fewer complaints
- d. Public Safety

4. GOALS OF POLICING

- a. Social order
- b. Crime prevention
- c. Safety, support
- d. Serve and protect
- e. Public trust
- f. Protect constitutional rights

MODULE 2: EXPECTATIONS AND LEGITIMACY

OVERVIEW: Module 2 presents a more in-depth look at “legitimacy” and its relationship with cynicism. It offers an opportunity to discuss police and community expectations (of each other) and examine actions that build trust.

Teaching Objectives:

Upon completion of this module, the following concepts will be clear:

- I. the role cynicism plays in procedural justice,
- II. the importance of public support for policing efforts,
- III. how law enforcement-community relations can impact public support, and
- IV. how citizen and law enforcement expectations can conflict and cause harm to positive to positive relations.

Learning Objectives:

Upon completion of this module, students will be able to:

- I. Compare and contrast citizen and law enforcement expectations
- II. Understand the role cynicism plays in procedural justice and police legitimacy
- III. Discuss the need for public support

Outline:

1. CYNICISM

- a. How we view things
- b. How we are affected
- c. Categorizing stressors
- d. Emotional point of view
- e. Spearhead of officer safety

2. STRESSORS

- a. What we don't talk about
- b. How it plays out at work
- c. How it plays out outside of work

3. US VS. THEM

- a. The 3-6 %

- b. Golden Rule
- c. Platinum Rule
- d. Expectations
- e. Voluntary compliance

4. LEGITIMACY

- a. What it is
- b. Critical to policing
- c.. Acceptance, trust and confidence
- d. Moral, appropriate and fair actions
- e. Achieving legitimacy

MODULE 3: PROCEDURAL JUSTICE – WHAT IS JUSTICE?

Overview: Module 3 is an in-depth look at “procedural justice”. It examines each of the four tenets and the effect they have on decision-making, the policing process, and how treatment affects outcomes. This module also offers an opportunity for students to discuss personal experiences with procedural justice.

Teaching Objectives:

Upon completion of this module, the following concepts will be clear:

- I. procedural justice,
- II. how strategically applying procedural justice principals in interactions with citizens can impact officer safety and mitigate the stresses and challenges of police work, and
- III. how procedural justice affects outcomes.

Learning Objectives:

Upon completion of this module, students will be able to:

- I. Explain how utilizing procedural justice can mitigate the challenges/ stresses of police work
- II. Demonstrate retention of knowledge pertaining to procedural justice principles
- III. Understand that process is equally as important (if not more important) as the outcome

Outline:

1. PROCESS MATTERS

- a. Citizen assessments

- b. Process vs. outcome
- c. How communities view legitimacy

2. VOICE

- a. Perception
- b. Listen and understand
- c. Value
- d. How we communicate
- e. Outcomes

3. NEUTRALITY

- a. Fair and unbiased treatment
- b. Labeling
- c. Officer safety
- d. See, Do, Get model

4. RESPECT

- a. Earning respect
- b. Voluntary compliance
- c. Leaving them with their dignity

5. TRUSTWORTHINESS

- a. Throughout the process
- b. Listen, consider, and explain
- c. Benefits of trust

6. RESEARCH

- a. California street stops
- b. Quality of treatment
- c. Voluntary compliance
- d. Building relationships

MODULE 4: HISTORICAL AND GENERATIONAL EFFECTS OF POLICING

Overview: Module 4 examines the historical, generational and environmental effects of policing. It offers an opportunity for discussion about perceptions and experiences and overcoming our past. By the end of this module,

June 2014

students are expected to understand the concepts of “deposits” and “withdrawals” and relate them to “procedural justice”.

Teaching Objective:

Upon completion of this module, the following concepts will be clear:

- a. Historical, generational and environmental effects of policing,
- b. How perceptions and expectations effect policing, and
- c. Deposits and withdrawals.

Learning Objective:

Upon completion of this module, students will understand:

- a. Why relationships are strained and that police/law enforcement has, and still is, used as a tool of corrupt governments to implement unjust laws in countries throughout the world,
- b. How communities in OAKLAND are products of that history and that reality,
- c. Why we need to understand this and how this impacts our common goal of a safer community and better relationships, and
- d. Deposits and withdrawals and what we can do to make more deposits.

1. HOW DID WE GET HERE?

- a. Power and control
- b. Effect of corrupt governments world-wide
- c. History of racism and cultural bias
- d. Oakland’s violent past

2. COMMUNITY BANK ACCOUNT

- a. Deposits and withdrawals
- b. Making every encounter count
- c. Bankrupt Communities – Too many withdrawal
- d. Future generations

3. NEUTRALITY

- a. Fair and unbiased treatment
- b. Labeling
- c. Officer safety

MODULE 5: WHERE DO WE GO FROM HERE?

Overview: Module 5 offers the instructor an opportunity to review the major points of the training, discuss how the students will apply the concepts to everyday policing and answer questions.

Teaching Objective:

Review and discuss

Learning Objective:

At the end of this module, students will be able to:

- a. Discuss the major points, concepts and principles of the training without reference to training material,
- b. Discuss how procedural justice benefits the community and the officer, and
- c. Understand how to apply these concepts in a practical way in every day policing.

1. TAKEAWAYS

- a. More effective officer, team member, family member
- b. Reduced stress
- c. Community cooperation and support
- d. Voluntary compliance

2. REVIEW

- a. Four principles of procedural justice
- b. Dangers of cynicism and bias
- c. Deposits and withdrawals
- d. Why it matters
- e. Where it matters
- f. Benefits to community, officer, and department
- g. Procedural justice leads to legitimacy

3. PROCEDURAL JUSTICE IN ACTION: CEASEFIRE OAKLAND

- a. Respectful, unbiased direct communication with highest risk individuals
- b. Offering services and follow-up to promote alternative choices
- c. Working in partnership with community leaders/members
- d. Relying on 4 principles (of procedural justice) with excellent results

June 2014

Total Instructional Hours: 8

Test

Test is administered. During the course, students are engaged in classroom exercises and group discussion and are given a quiz at the end of each module in preparation for the course exam.

Course Evaluation

At the end of the class, students are requested to complete a short evaluation of the course/instructor.

Certificate

Students who participate for the entire class receive a certificate of completion.

To: SSOC Commissioners
From: Chantal Cotton Gaines, Assistant to the City Administrator
Date: 5/21/2015
Subject: REVISED CAO and Mayor's Office Priority Spending Plans

The City Administrator's Office is presenting revised spending plans for CAO and the Mayor's Office due to discovering that .4 FTE of a staff member who contributes to the data gathering for the annual evaluation is funded from the 3% of the total revenue. Staff also realized that the Mayor's staff are connected to broader public safety and strategy collection and not related to the requirements of what should be funded by the 3% of total revenue. Thus, staff removed the recommended funding for the Mayor's staff from this document. The following pages show the REVISED priority spending plans for the CAO and the Mayor's Office. The plan for the Finance Dept., Controller's Bureau is included here again, but there are no changes. All changes on the CAO page, the Mayor's page, and the Totals page, are highlighted in yellow.

Just a reminder of the timeline with an additional note made about taking the spending plans to the City Council in June.

Overall Timeline:

4/27/2015	Intro to Spending Plans; Presentation of CAO, Finance, and Mayor's Office Spending Plans
5/18/2015	Introduction of Human Services Spending Plan, Police Dept. Spending Plan, and Fire Dept. Spending Plan
5/27/2015	SSOC Approval/Recommendation related to all spending plans Any other recommendations related to spending plans. Spending Plans would also go to City Council June.
June Meeting	

Just a reminder that the plans on the following pages only include a two year projection because funding beyond the second year is subject to the City's Budget process which occurs on two-year cycles.

REVISED: Priority Spending Plan - City Administrator's Office
21-May-15

	FY 15-16	FY 16-17	FY 17-18
Estimated Revenue of Measure	\$ 24,658,021	\$ 25,207,875	Unknown at this time

**Note, each year has a CPI Increase*

3% of Total Revenue	\$ 739,741	\$ 756,236	Unknown at this time
----------------------------	------------	------------	----------------------

This revenue can be used for: audit, evaluation, SSOC support and supplies

Proposed Priority Spending Plan by Fiscal Year

Item	FY 15-16	FY 16-17	FY 17-18
Annual Evaluation Services and Associated Costs	\$ 477,945	\$ 491,407	Unknown
Evaluation Contingency Costs	\$ 22,539	\$ 22,920	Unknown
Program Analyst III for Evaluation (.4 FTE)	\$ 56,774	\$ 57,586	Unknown
SSOC Materials/Support	\$ 12,000	\$ 12,000	Unknown
O&M for Assessment (Engineering) Contract	\$ 18,000	\$ 18,000	Unknown
CAO Asst. to the City Admin (.5 FTE)	\$ 89,888	\$ 91,174	Unknown
CAO Admin Staff (.3 FTE)	\$ 39,275	\$ 39,829	Unknown
CAO Total	\$ 716,421	\$ 732,916	Unknown at this time

Descriptions:

Annual Evaluation Services and Associated Costs

The evaluation, mandated by the Safety and Services Act of 2014, evaluates the strategies funded with Safety and Services Act funding each year. It is performed by an independent evaluator and the SSOC contributes to the evaluation scope before the RFP is released for a third party evaluator. **NEW: There is a contingency of funds for evaluation which is listed as "evaluation contingency."**

NEW INFORMATION: PROGRAM ANALYST III: The evaluation is also supported by .4 FTE of a program Analyst. She gathers data for the Human Services Dept. program evaluation by the chosen evaluator each year. The other part of her role is with the Human Services Dept.

SSOC Materials/Support

Support for the SSOC can include funding for printing, retreats, special speakers, contracts fees, etc. The SSOC can discuss the use of their budget. **NEW: This amount has been increased by \$4000 in this revised spending plan.**

O&M for Assessment (Engineering) Contract

The City contracts with an outside firm, currently Francisco & Associates, to serve as the assessment engineer for special districts and special measures. This contract provides the annual proposed CPI increase for all special measures.

CAO Staff

Two staff members support the SSOC, 0.5 FTE of an Assistant to the City Administrator as the policy staffer to the Commission and 0.3 FTE of an administrative staffer as the additional administrative support for the Commission.

Priority Spending Plan - Finance Department - Controller's Bureau

27-Apr-15

	FY 15-16	FY 16-17	FY 17-18
Estimated Revenue of Measure	\$ 24,658,021	\$ 25,207,875	Unknown

**Note, each year has a CPI Increase*

3% of Total Revenue	\$ 739,741	\$ 756,236	Unknown
----------------------------	------------	------------	---------

This revenue can be used for: audit, evaluation, SSOC support and supplies

Proposed Priority Spending Plan by Fiscal Year

Item	FY 15-16	FY 16-17	FY 17-18
Annual Audit	\$ 23,320	\$ 23,320	Unknown
Finance Dept. Total	\$ 23,320	\$ 23,320	Unknown

Description(s):

Annual Audit

The audit, mandated by the Safety and Services Act of 2014, evaluates the spending of all strategies funded with Measure Z (Safety and Services Act) funding each year. It is performed by an independent auditing firm and overseen by the Controller's Bureau.

REVISED Priority Spending Plan - Mayor's Office
21-May-15

	FY 15-16	FY 16-17	FY 17-18
Estimated Revenue of Measure	\$ 24,658,021	\$ 25,207,875	Unknown

**Each year assumes a CPI Increase*

REVISED: Priority Spending Plan by Fiscal Year - This amount is to be taken from the HSD Allocation

Item	FY 15-16	FY 16-17	FY 17-18
Special Asst. to the Mayor (.4 FTE)	\$ 83,313	\$ 84,506	Unknown
Mayor's Office Total	\$ 83,313	\$ 84,506	Unknown

Description(s):

Special Asst. to the Mayor - Director for Community Safety - Taken from HSD Allocation, Not the 3 Percent

The Special Asst. to the Mayor, with the title of Director for Community Safety, will be responsible for implementation of the Mayor's community safety platform, including rebuilding police and civilian staffing, implementing community policing, expanding successful violence intervention and prevention programs, and improving educational outcomes for all Oakland youth. The person will also work on a comprehensive public safety plan and work with public safety boards and commissions to implement it. **CORRECTION FROM THE SPENDING PLAN PRESENTED AT THE APRIL 27, 2015 MEETING:** The Safety and Services Act covers .4 FTE of this position and it does **NOT** come out of the 3% total revenue. Instead, funding for this position, comes from the Human Services Dept. share of the revenue and will be included in their spending plan.

The Job Description for this role is attached.

REVISED Total Allocations of the 3 Percent
21-May-15

	FY 15-16	FY 16-17	FY 17-18
Estimated Revenue of Measure	\$ 24,658,021	\$ 25,207,875	Unknown at this time

**Note, each year has a CPI Increase*

3% of Total Revenue	\$ 739,741	\$ 756,236	Unknown at this time
----------------------------	------------	------------	----------------------

This revenue can be used for: audit, evaluation, SSOC support and supplies

The following table summarizes all proposed allocations for the CAO and Finance Dept. which total the 3 percent allocation for staff support, evaluation, auditing, SSOC support, and supplies.

	FY 15-16	FY 16-17	FY 17-18
CAO Total (Inc. Eval and SSOC support)	\$ 716,421	\$ 732,916	Unknown at this time
Finance Dept. Total	\$ 23,320	\$ 23,320	Unknown
Grand Total	\$ 739,741	\$ 756,236	Unknown at this time

MAYOR'S POLICY DIRECTOR FOR COMMUNITY SAFETY

Salary Range: \$85,000 - \$125,000

Benefits: Health, dental, vision, retirement and other very competitive benefits

*Open until filled, but applicants strongly encouraged to apply **by January 15, 2015***

Mayor Libby Schaaf is putting together a motivated and enthusiastic team to work closely with her to help our beloved city achieve its full potential. Mayor Schaaf is looking for passionate individuals who care deeply about making this community a better place to live.

Position Summary

Oakland Mayor Libby Schaaf seeks a well-qualified, experienced and motivated individual for the position of Mayor's Policy Director for Community Safety. This is a cabinet-level position responsible for implementing the Mayor's community safety platform, including rebuilding police and civilian staffing, implementing community policing, expanding successful violence intervention and prevention programs, and improving educational outcomes for all Oakland youth. The Director will work as a liaison to all city agencies and relevant State, Federal and county agencies, the Oakland Unified School District, neighborhood safety councils and other community and neighborhood groups concerning the development and implementation of a comprehensive community safety plan. For more information on Mayor Schaaf's platform, visit <http://libbyforoakland.com/issues.html>.

Job Description

The Mayor's Policy Director for Community Safety is responsible for coordinating collaborative action by city agencies, the school district, community groups and state and federal partners to address the City's comprehensive plans to reduce crime and address quality of life issues, as well as the strengthen the City's partnership with the School District to improve educational outcomes for youth. Specific responsibilities will include the following:

- Provide advice to the Mayor concerning the design and implementation of City policies that impact Community Safety, recommending modifications that will strengthen impact;
- Coordinate and ensure successful implementation of City policies related to Community Safety.
- Working under the direction of the Mayor, and with the City Administrator and Mayor's Community Safety Cabinet, members of the City Council, Neighborhood Community Safety Councils, Community Policing Advisory Board, Public Safety and Services Violence Prevention Commission and others as directed by the Mayor, establish, articulate, publicize and drive implementation of a Comprehensive Community Safety Action Plan.
- Act as a representative for the Mayor in regularly addressing the public concerning the effectiveness of and ongoing modifications to the Comprehensive Community Safety Plan.
- Meet regularly with the Mayor's Community Safety Cabinet and State, Federal, School District and County partners to coordinate interdepartmental and interagency efforts to reduce community violence, quality of life and other crime.
- As directed by the Mayor, represent the Mayor on matters of community safety before the City Council, boards and commissions, community organizations and other entities involved in Oakland's efforts to improve community safety.
- Act as the Mayor's liaison for Education and Families to lead implementation and coordination of her education priorities and initiatives.
- Publish an annual work plan for 1) coordinating the work of city agencies to implement the Mayor's education priorities, and 2) partnering with other agencies and organizations to support students and public schools. Act as the Mayor's representative, where appropriate, in implementing the work plan.

- Develop a CitiStat performance management strategy to continually monitor the status of community safety and education initiatives, highlighting areas of success and areas in which improvements are required.

Minimum Qualifications

- Bachelor's Degree (Master's or Law Degree preferred) with a major or other emphasis in studies related to municipal public policy and/or community safety. Demonstrated strong interest in community safety and education policy. Demonstrated ability to provide policy leadership and work collaboratively as part of a team on public policy matters, preferably at the City or County level. Public sector work experience involving community safety highly desirable.
- Ability to handle stressful and sensitive situations with tact and diplomacy.
- Ability to work both independently and as part of a team. Ability to manage multiple programs, cases and projects with competing deadlines.
- Ability to communicate effectively in public forums, and to communicate in both oral and written form with City officials, representatives of outside agencies and the public.
- Ability to appreciate and articulate a comprehensive and holistic approach to community safety – including the role of law enforcement, prevention and social service programs, as well as root causes.
- Ability to graph and analyze crime and other statistics and data.

Preferred Qualifications

- Knowledge of/experience with Ceasefire, Restorative Justice and Collective Impact approaches
- Knowledge of local, state and federal laws and policies related to Community Safety
- Experience running initiatives or programs with proven safety results

Send resume and letter of interest to OaklandMayorJobs@gmail.com. *The Oakland Mayor's Office values a diverse workplace and is an equal opportunity employer with a commitment to engaging the skills and leadership all types of people.*