



City of Long Beach

Working Together to Serve

Memorandum

Date: August 16, 2016

To: Patrick H. West, City Manager *T. H. West*

From: Kelly Colopy, Director of Health and Human Services /s/

For: Mayor and Members of the City Council

Subject: Office of Equity

On July 5, 2016 the City Council requested that the City Manager's Office conduct an analysis to explore the feasibility of realigning the City's Safe Long Beach Violence Prevention Plan, as well as the Language Access Plan, into the Department of Health and Human Services (Health Department); and evaluate the feasibility and benefits of establishing a new "Office of Equity, Access and Prevention" or similar title. This document serves as an initial response to this request.

Background

The Safe Long Beach (Safe LB) Plan is an inclusive violence prevention policy developed with input from a variety of community stakeholders and partners. Its primary focus is to create "systems" change to violence and its root causes. The Safe LB Plan is not intended to be a direct service provider, nor is it intended to coordinate direct service work. As a policy, its focus remains on working to identify key contributors to violence, and addressing these contributors in partnership with government and community partners. Over time, this work has led to improved communications and partnerships between the City, County, School District, community and faith-based agencies.

The Safe LB Plan offers a coordinated approach to service work that seeks to yield the most beneficial impact to the communities most impacted by violence, including young men/boys and young women/girls in at-risk communities. At the request of the City Council, the work has led to the development of the "My Brother's Keeper" and "My Sister's Keeper" plans. These plans are designed to develop comprehensive strategies to improve the success rate and quality of life opportunities for the young people in Long Beach most at-risk to experience, participate in, or become victims of violence. This same work and objectives contain root concepts or programs that are tied into the broader national discussion around equity, equity policy, and equity of services. The natural evolution of the Safe LB Plan now places it in a position to symbiotically support much of the health equity work currently being developed by the Health Department.

For the last several years, the Health Department has been focusing on the social determinants of health and the impact that economics, violence, education, and access to healthy and safe food and active spaces. Included in this work is the issue of violence prevention, response, and intervention, and in this respect the Health Department has been a key partner/contributor to the Safe LB Plan and work from a systems change perspective.

Closely tying the work of the Health Department and Safe LB is the concept that violence and its outcomes are not, in and of themselves, root causes, but merely indicators or symptoms of larger societal issues that must be addressed. As symptoms, crime and violence stand side-by-side with unemployment, disease, malnutrition, obesity, and low educational attainment. Through grant funding the Health Department has created the position of Health Equity Program Manager. This position, which will be housed in the Director's Office, will help assess, analyze, and determine a way to create significant change in the areas noted above. This work will closely align with the Safe LB Plan and will present an opportunity to connect the two programs to provide a coordinated approach to violence prevention and equity, which are at the heart of the direction provided by the City Council on July 5, 2016. It should be noted that most of the currently funded work is not designed, or resourced, to provide direct service. Rather, it provides coordination of services among and with our community-based partners. Almost all of the work is grant funded.

Existing Equity and Violence Prevention Resources

Existing Equity and Violence Prevention Resources in the Development Services and Health Departments include:

Equity (Development Services)

- **Language Access Policy:** Supports language access efforts in the City to improve service and information access and provides interpretation and translation resources.
- **Human Relations Commission:** Gathers information from Long Beach residents that will assist with the promotion of better understanding among the diverse ethnic cultural groups in Long Beach.
- **My Brother's Keeper (MBK):** The MBK Community Challenge addresses persistent opportunity gaps faced by boys and young men of color and is a call to action to cities, towns, counties and tribal nations to build and execute "cradle to college and career" plans around six crucial milestones for success.

Violence Prevention (Development Services)

Currently, Safe LB is housed in Development Services and is comprised of the following initiatives.

- **Safe LB Violence Prevention Plan**
 - **Safe Schools:** Focused on improving educational attainment and reducing chronic absenteeism. A recent grant supports the LBUSD All-In Campaign to reduce chronic absenteeism in schools.
 - **Safe Families:** Focused on reducing child abuse and neglect, domestic violence and elder abuse. A recent grant supports trauma informed training across the City and a trauma awareness campaign.
 - **Safe Communities:** Focused on building neighborhood leaders and improving community-police relationships. A recent grant for the LBPD will support Community Police Academies and Implicit Bias Training for the Police Department.

- My Sister's Keeper (CalGrip): Supports anti-gang efforts and the prevention and reduction of victimization among at-risk female youth and adults through awareness, school engagement and supportive services.

Funding for these efforts includes \$2.9 million in grant funds and \$263,000 from the General Fund, for a total of approximately \$3.1 million.

Of the total funding, approximately \$500,000 supports 4.7 FTEs who lead and coordinate the efforts, 30 percent of the funding for their work comes from the General Fund and the remaining 70 percent is derived from grant funds. These grant funds must be pursued on a regular basis which detracts from the time available for staff to work on the initiatives. In addition, these grant funds are not guaranteed for future funding.

The remaining grant funds support training consultants, efforts in the schools, and the LBPD.

Equity (Health Department)

- Equity Program Manager: Will lead Health Department efforts in developing and implementing an equity lens on the policy and program implementation. This position is in the hiring process.
- Government Alliance for Race and Equity (GARE) team lead: A multi-sector team representing a number of departments in the City participating in a year-long training and planning effort to support race and social equity in the City. Long Beach was selected as one of eight sites in California to receive training about government's role in promoting equity. At the end of the training year, the team will be equipped with tools, knowledge and skills to move toward eliminating inequities in Long Beach.

Violence Prevention (Health Department)

- Center for Families and Youth (CFY): The CFY is located in Houghton Park in North Long Beach and provides a number of services focused on building strong families. Efforts include:
 - Strengthening Families programs: Includes the Partnership for Families, Family Support Program and Family Preservation Program. Each program provides different training and services to support building strong families.
 - Fatherhood Initiative: Addresses the lack of resources available to low-income fathers to ensure that children are healthy, safe and emotionally secure. It aims to improve father involvement through a comprehensive project that creates responsible fatherhood by increasing the economic stability of fathers, increasing their emotional wellbeing and ability to connect with their children, as well as healthy co-parenting relationships.
- Mental Health Diversion from Incarcerated Settings (Planning Process): A collaborative partnership between the Health Department, Police Department, the City Prosecutor's Office and community organizations aimed at reducing jail and court use for those with mental illness and instead connecting people with treatment opportunities.

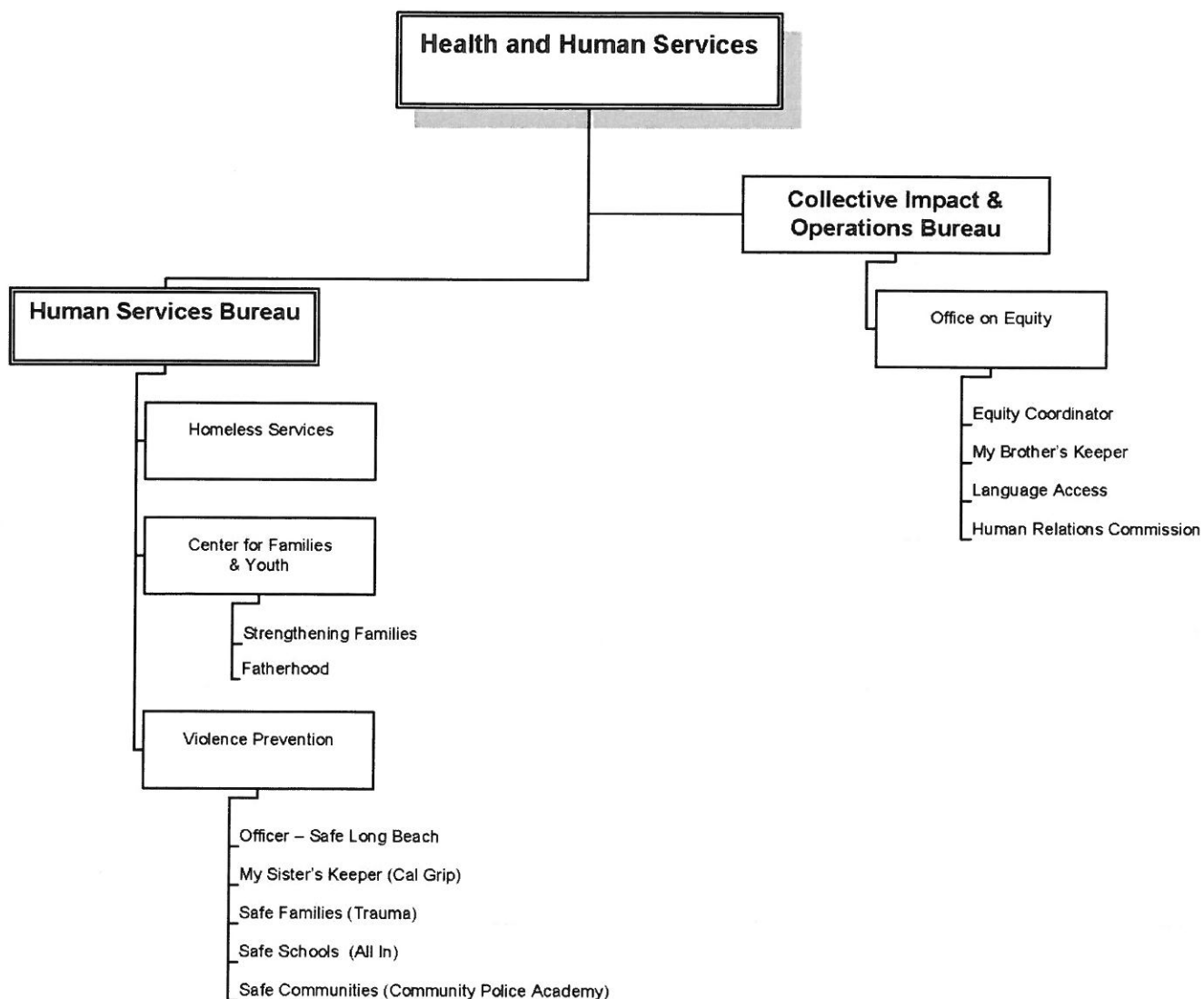
Funding for these efforts: \$6.2 million.

These efforts are provided by 27.5 FTEs and approximately \$1.6 million in staffing annually, of which 100 percent of the staffing costs are grant funded. The remaining \$4.6 million supports community providers and infrastructure costs.

The Proposed Structure

The concept of health, race and social equity is a much broader conversation than violence prevention, so the Health Department proposes a two-tiered structure, aligning Safe LB and other City violence prevention efforts within the Department's new Human Services Bureau. The Human Services Bureau holds the Health Department's existing programs supporting violence prevention. The Equity Office would be aligned with the Health Department's Collective Impact and Operations Bureau.

The proposed organizational structure:



Equity

We propose an Interim Office of Equity to be housed in the Collective Impact and Operations (CI&O) Bureau of the Health Department. The CI&O Bureau includes the Department's current equity planning, strategic planning, policy, and planning efforts as well as personnel and finance functions. During the first six months of the 2017 budget year, we will operate the Office of Equity on an interim basis to allow the Equity Program Manager, GARE team and a FUSE Fellow to engage in planning. A FUSE Fellow, an experienced professional chosen for qualities such as innovation and entrepreneurial spirit, will join the team as a new member to lead a community engagement and planning process, identify additional resources, and fund additional aspects of the plan. The FUSE Fellow is funded for one-year through the General Fund and grants. This planning and engagement process is needed to design the Equity Office and to determine appropriate goals, structure, and needed resources. These would be presented for FY 2018 budget consideration.

The Interim Office of Equity would include:

- Equity Program Manager
- Government Alliance for Race and Equity (GARE)
- My Brother's Keeper
- Language Access Policy (including program management and funding for interpretation/translation)
- Human Rights Commission

Violence Prevention

Violence Prevention efforts would be housed within the Human Services Bureau in the Health Department. The FUSE Fellow will also strongly support advancing the violence prevention agenda. The following work would be aligned with existing programs to leverage City planning and violence prevention program efforts, building overall capacity:

- Safe Long Beach Special Projects Officer
 - Safe Families
 - Safe Schools
 - Safe Communities
- My Sister's Keeper
- Center for Families and Youth – Strengthening Families Programs and Fatherhood grants
- Mental Health Diversion from Incarceration planning

Existing General Fund funding for these programs (annual): \$262,686

Annual Staffing Costs (annual): \$2.1 million (\$1.94 million covered by grants)

Existing Grant Fund funding for these programs: Approximately \$9.3 million. These grants expire within two to five years.

Gap

Nearly all of the programs listed above are funded primarily from outside grant sources. Approximately \$263,000 comes from City funds which have been leveraged to provide more than \$7 million in grants annually for planning, training, coordination and services. Unfortunately, grants do not pay the full administrative/overhead costs that are required to write, contract and manage the grants, and to supervise and lead staff. These grants have been written and managed primarily by grant-funded staff, which reduces their time to engage in the work of coordinating with partners in our communities to support violence prevention and equity efforts. This model provides minimal resources to truly drive an integrated violence prevention or an effective equity model.

The existing efforts located in Development Services have been outstanding, given existing resources. However, their ability to achieve violence prevention in our City has been limited by resource constraints in both coordination and service opportunities. Of the Equity efforts, only the Language Access Program is funded through the City. The remaining planning efforts for equity are funded by temporary grants and will require additional resources in the future.

Resources Needed

Resources beyond those currently dedicated will be needed to establish an Office of Equity and to move the violence prevention efforts to the Health Department. These positions could be housed in the Health Department for the current cost; however, the effectiveness would not improve beyond what we currently have today, and may even decline due to the administrative strain on the Department. A no cost option is not recommended. Without additional resources we risk audit violations, losing grants, and other serious consequences.

At a minimum, the following staff are needed:

- Administrative Analyst: The Health Department operates more than 80 grants and 30 subcontracts with fewer than 12 finance and administrative staff. The additional grant requirements would be unsustainable with existing finance/administrative staff. An additional Administrative Analyst position would support financial planning, grant writing, grant monitoring, contract administration and other administrative needs for both violence prevention and equity efforts. We request support of \$130,000 for this position.
- Public Health Professional: Driving violence prevention efforts is time and resource intensive; requiring program development, building and maintaining partnerships, data collection and management and significant community engagement. Currently, violence prevention efforts (outside of services provided by the Center for Families and Youth) are managed and implemented by fewer than 4 FTEs. This Public Health Professional would lead further service and partnership development based on community needs and strengths, continue with the data sharing and reporting efforts, and engage with community members and partners for local planning to address community violence. We request support of \$130,000 for this position.
- Administrative Aide: Community engagement efforts for both the violence prevention and equity efforts require focused support for detail planning, communication and materials. We request support of \$60,000 for this position.

- Leadership and Supervision: Time invested by the Health Department Director, Collective Impact and Operations Bureau Manager and Human Services Bureau Manager to supervise and lead these efforts (\$30,000).

Total New Funds Required: \$350,000 General Fund for support of equity and violence prevention programs.

Future Resource Needs

The resources outlined above represent a minimal level of support. In order to ensure that we are able to accomplish what the City Council and the community believe we will accomplish with these efforts, additional resources will be needed. The initial efforts of: 1) establishing an Office on Equity, and 2) advancing the violence prevention work, will require a thorough planning and engagement phase. It will be necessary to understand the expectations of the community, the City Council, and other stakeholders and come to an agreement about the needed scope of direct and indirect services, timelines, and expected outcomes. At that point we will be able to calculate the additional resources needed to reach the City's goals, and will be able to outline those resources as well as potential sources of additional funding.

The minimum level of resources outlined above do not include the following, which once more fully understood, will be quantified and presented at a later date:

- Additional technology and infrastructure costs to support the individuals in a new department.
- Programmatic funding for programs serving schools, communities, families, adults and youth to support violence prevention. The teams will seek grants to support these efforts as well as bring forward future funding requests based on need.
- Additional staffing for the Office of Equity. Equity offices are operated with an average of about four staff members, based on our review of other equity offices across the country.

The two transitions outlined above, consolidating all violence prevention efforts under the Health Department and establishing an Office on Equity, come at a time when we are more conscious than ever of the need to create efficiencies, leverage resources, and collaborate to produce measurable, positive outcomes. Violence is a public health issue, and the Health Department is already supporting violence prevention initiatives. Further, there is an opportunity to be a leader in the national effort to increase equity. Current public awareness and the examples set by other cities across the country make this the right time to invest proactively in addressing issues of equity. The Health Department is already oriented toward this issue and has shown leadership locally and regionally to begin preparing teams to engage in this work. With additional resources, and time for proper planning, we envision both of these efforts bringing positive attention to Long Beach.

cc: Charles Parkin, City Attorney
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