

CITY OF SEATTLE
ORDINANCE 126292
COUNCIL BILL 120011

AN ORDINANCE relating to appropriations for the Human Services Department; approving a spending plan; amending Ordinance 126237, which adopted the 2021 Budget; lifting a proviso; and ratifying and confirming certain prior acts.

WHEREAS, The City of Seattle’s 2021 Adopted Budget appropriated \$12 million for community-led efforts to scale up organizations to increase public safety through technical support, capacity building, and expansion of capacity; and

WHEREAS, The City of Seattle’s 2021 Adopted Budget included a proviso on \$10 million in the Human Services Department related to the scaling up of community-led organizations whose work increases public safety; and

WHEREAS, the proviso in Council Budget Action HSD-008-A-003 specifies that, “Of the appropriations in the 2021 budget for the Human Services Department’s (HSD’s) Supporting Safe Communities (HSD-BO-HS-H40000) Budget Summary Level, \$10 million is appropriated solely for community-led efforts to scale up organizations to increase public safety through technical support, capacity building, and expansion of capacity (including HSD’s associated administrative costs) and may be spent for no other purpose, notwithstanding powers provided to the Mayor by Section 3 of the Proclamation of Civil Emergency dated March 3, 2020. These funds are intended to support the Council’s re-imagining of community safety work. Furthermore, none of the \$10 million so appropriated may be spent until the City Council approves by ordinance a proposed spending plan organized within the Intercept Model framework submitted by HSD to the

1 Public Safety and Human Services committee and the City Council Central Staff
2 Director."; and

3 WHEREAS, the Human Services Department submitted the described spending plan to the City
4 Council in conjunction with this ordinance, in accordance with HSD-008-A-003; NOW,
5 THEREFORE,

6 **BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:**

7 Section 1. The City Council approves the Community Safety Capacity Building RFP
8 Spending Plan, Attachment 1 to this ordinance.

9 Section 2. The restrictions imposed by the following budget proviso, which limits
10 spending on the following item, are removed because the conditions set forth in the proviso have
11 been satisfied and they are no longer restrictions for any purpose, including those set forth in
12 subsection 1(b) of Ordinance 126237:

Item	Department	2021 CBA	Proviso	Budget Summary Level
2.1	Human Services Department	HSD-008-A-003	"Of the appropriations in the 2021 budget for the Human Service Department's (HSD's) Supporting Safe Communities (HSD-BO-HS-H4000) Budget Summary Level, \$10 million is appropriated solely for community-led efforts to scale up organizations to increase public safety through technical support, capacity building, and expansion of capacity (including HSD's associated administrative costs) and may be spent for no other purpose, notwithstanding powers provided to the Mayor by Section 3 of the Proclamation of Civil Emergency dated March 3, 2020. These funds are intended to support the Council's re-imagining of community safety work. Furthermore, none of the \$10 million so appropriated may be spent until the City Council	HSD - BO-HS-H4000 - Supporting Safe Communities

			approves by ordinance a proposed spending plan organized within the Intercept Model framework submitted by HSD to the Public Safety and Human Services committee and the City Council Central Staff Director."	
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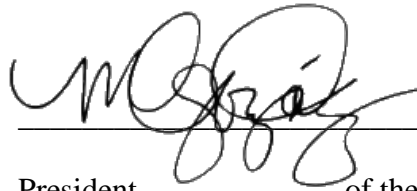
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Section 3. Any act consistent with the authority of this ordinance taken after its passage and prior to its effective date is ratified and confirmed.

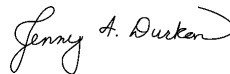
1 Section 4. This ordinance shall take effect and be in force 30 days after its approval by
2 the Mayor, but if not approved and returned by the Mayor within ten days after presentation, it
3 shall take effect as provided by Seattle Municipal Code Section 1.04.020.

4 Passed by the City Council the 15th day of March, 2021,
5 and signed by me in open session in authentication of its passage this 15th day of
6 March, 2021.


7 
8 _____
9 President _____ of the City Council

10 Approved returned unsigned vetoed

11 this 22nd day of March, 2021.

12 
13 _____
14 Jenny A. Durkan, Mayor

15 Filed by me this 22nd day of March, 2021.

16 
17 _____
18 Monica Martinez Simmons, City Clerk

(Seal)

17 Attachments:
18 Attachment 1 – Community Safety Capacity Building RFP Spending Plan

Date: March 2, 2021
To: Public Safety and Human Services Committee
From: Helen Howell, Interim Director, Human Services Department
Subject: Community Safety Capacity Building RFP Spending Plan

The Community Safety Capacity Building RFP Spending Plan seeks to satisfy the requirements of HSD-009-A-003 and SPD-025-B-002, which appropriate \$10M and \$2M, respectively, for community-led public safety investments.

This report includes:

- I. Background
- II. Community Engagement Learnings
- III. Inventory of Community Responses in the Intercept Model and along the Prevention-Intervention Continuum
- IV. Community Safety Capacity Building Request for Proposals (RFP)
- V. Spending Plan
- VI. Coordination and Evaluation
 - Appendix A: Community Engagement Themes
 - Appendix B: Intercept Model – Organizations

I. Background

Council is investing a total of \$12M “for community-led efforts to scale up organizations to increase public safety through technical support, capacity building, and expansion of capacity.” Per Council Budget Action (CBA) direction, these investments are being developed in partnership with impacted communities, and should “move the City’s community safety strategy toward a public health-centered, harm reduction model of restorative justice, crime prevention, and ameliorating the harm caused by the criminal legal system to individuals and communities most impacted.”

Both CBAs direct that the spending plan be framed within the Sequential Intercept Model. The Sequential Intercept Model (“the Intercept Model”) illustrates how individuals enter and move through the criminal justice system at six distinct points or intercepts. Designed to support individuals experiencing mental illness or substance abuse, the Intercept Model helps communities identify gaps and resources at each intercept.

Table 1 illustrates a timeline of key deliverables in implementing both CBAs.

Table 1: Timeline of Key Deliverables

Date	Deliverable and Review Schedule
February 23	Transmit Ordinance to Council
March 1	Community Safety Capacity Building RFP Release
March 9	Council Committee Briefing
May 6	Council Committee Briefing
June 4	Mayor’s Office Review Award Recommendations
June 11	Applicant Award Announcement <i>HSD has moved announcing awards to applicants from May 13 to June 11, 2021. Contracts will start on July 1, 2021, on target. Through community engagement,</i>

Date	Deliverable and Review Schedule
	<i>there was overwhelming feedback to interview all applicants as part of the RFP process.</i>
June 24	Public Announcement of Awards

II. Community Engagement Learnings

HSD has conducted 36 stakeholder engagement sessions from January-February 2021. These sessions have been small group conversations comprised of community members with lived experiences of systemic racism and violence, and harm from the criminal legal system as well as frontline staff at community-based organizations (CBOs) many of whom also have lived experience of systemic racism and violence. Each session averaged one hour but more time was allotted if community members had more to share. Conveners followed a script and allowed for flexibility if participants preferred to lead the conversation in a particular direction or wanted to focus on a particular aspect of community safety. The standard questions were:

1. How do you define a strong healthy community? What is your definition of community safety?
2. How do you measure success with regard to community safety?
3. What does your community need to feel safe?
4. What does community capacity building mean to you?
5. Who is missing from the table? Who do we especially need to hear from?
6. If CBO: What do you need to strengthen your organization?
7. If CBO: Where do you see yourself in prevention to intervention continuum? Intercept Model? Share diagram.
8. If CBO: What does a public health approach to community safety mean to you?
9. If CBO: Do you see your services as responding to violent and non-violent crimes? As replacing a police function?
10. As time permitted: What do you most want the city to know?

Participants expressed themes around community ownership, self-determination and resiliency, and had an expansive view of “community safety” that reached beyond reducing gun violence or domestic and sexual violence to a broader sense of safety and well-being. Key themes included:

- Community safety is broad and must be defined and owned by individuals and groups for themselves
- The definition of community safety must be holistic and inclusive
- There is an aspect to community safety which involves healing from systems of oppression, like the criminal legal system, or acts of violence (ranging from physical to emotional), as well as a feeling of hope and self-determination
- Healing for both those who cause harm and those who experience harm
- It is important to honor the wisdom of our community; avoid getting stuck on a particular model or national practice; – our community knows what it needs
- Reimagining community safety cannot simply be alternatives to police functions

When service provider staff were involved in community engagement conversations they expressed themes around capacity, which included:

- The definition of capacity building must be broad and not just include building and strengthening structures

- Capacity building with one-time only funding requires groups to have maximum flexibility and discretion in spending
- HSD must be clear about allowable and not allowable expenses
- Contracting must be streamlined and allow for upfront funding for smaller agencies

HSD met with lead researchers of the Black Brilliance Research Project who confirmed themes and alignment with their community research. Conversations will continue with this research team. See Appendix A for a full list of themes. Some themes—particularly around the existence of systemic racism, the need for culturally-appropriate services and relationship-based community building, and barriers and opportunities to accessing funding—are similar to themes and recommendations from other recent reports: [Mapping Prevention 2020: A Preliminary Report of the Coalition Ending Gender-Based Violence \(October 2020\)](#), and the [Cities United Report Reimagining Public Safety \(September 2020\)](#).

III. Inventory of Community Responses in the Intercept Model and along the Prevention-Intervention Continuum

HSD placed self-identified community responses on both the Intercept Model and the Prevention-Intervention Continuum. Many participants vocalized some version of “we do many/all activities on this continuum.” Further inquiry resulted in HSD being able to specify one or more distinct points in each framework (see Tables 2 and 3).

The RFP will not establish predetermined funding levels for prevention and intervention services, nor for services falling within an intercept. Instead, applicants will be invited to define what community safety means to their communities and how they will measure success. This feedback was consistently provided at community convenings.

Note, of the 36 interviewees, 10 providers identified with either replacing a police function or seeing themselves aligned with Intercept 1 (Law Enforcement).

Several providers described how they could offer high value when police are involved, such as providing culturally competent de-escalation or other intervening services, in nonemergency situations. HSD interprets provider feedback to mean that they could be a potential co-responder, but they are not necessarily positioned to replace a police function.

See Appendix B for a full list of organizations by Intercept.

Table 3. Community Engagement Participants Identifying Within the Prevention-Intervention Continuum

Continuum of Care	%
All, except intervention	15.15%
All, except intervention, with a strong focus on crisis response	3.03%
All, except intervention, with a strong focus on Prevention/Diversion	3.03%
All, except intervention, with a strong focus on Prevention/Intervention	3.03%
Prevention	27.27%
Prevention/Diversion/Restoration	6.06%
Prevention/Restoration	21.21%
Restoration	21.21%
Total	100.00%

IV. Community Safety Capacity Building Request for Proposals (RFP)

HSD will fund safety providers through an open, low-barrier RFP funding process. The RFP design is informed by community engagement learnings such as those noted above. The RFP will have two parts: part one will include guidelines for a written application, and part two will include applicant interviews. Contracts for this one-time funding will span 18 months, from July 1, 2021-December 31, 2022.

The RFP will fund efforts to expand community-led capacity to re-envision solutions to safety—including ending violence and reducing crime—as the community and policy makers re-evaluate the function and role of Seattle Police Department (SPD) in Seattle’s broader community safety system. Traditional capacity building investments may be unhelpful and even harmful to Black, Indigenous, Latinx, Pacific Islander, and Immigrant and Refugee-led organizations and communities. Additionally, Seattle’s community safety landscape is changing given the additional resources allocated to community-led solutions to safety.

For the purposes of the RFP, capacity building is defined as the: "process of developing and strengthening the skills, instincts, abilities, processes and resources that organizations and communities need to survive, adapt, and thrive."¹

Based on initial community engagement and stakeholder feedback, this RFP takes a transformational approach to capacity building that sees the growth of organizations as:

- being grounded in deep trust
- working to understand and address the underlying patterns and beliefs of the organizations’ culture
- encouraging groups to be specialists, not generalists
- cultivating networks to generate power, and change systems
- investing in the inner well-being and growth of leaders
- providing simultaneous, multilayered capacity building opportunities²

¹ Blumenthal, Investing in Capacity Building: A Guide to High-Impact Approaches, 2003

² Nishimura, Sampath, Le, Sheikh, Valenzuela, *Transformative Capacity Building*, Stanford Social Innovation Review, Fall 2020, pp 33-36

Any organization doing violence prevention and community safety work in Seattle is encouraged to apply. HSD’s community engagement in 2019 and 2021, and the Coalition Ending Gender-based Violence/King County Department of Community and Human Services’ *Mapping Prevention 2020: A Preliminary Report of the Coalition Ending Gender-based Violence*, identified trust-centered and transformational approaches as best practices in building a culture of safety.

Proposals will be reviewed by a panel of raters, recruited for community knowledge and centering on anti-racist practices. This group will make funding recommendations to HSD’s Department Director.

Through community engagement, HSD received feedback strongly encouraging HSD to provide applicant technical assistance. HSD will be contracting with two technical assistance consultants:

- **Manal Al-ansi, MAT, Esq**, is an attorney and the Principal Equity Consultant of T.E.N. Consultants LLC., a Seattle-based equity firm founded and led by Women of Color specializing in racial equity strategies, competence-building, goal operationalization, and cultural-shifting within organizations. She is also Director of Racial Equity Advancement at Seattle Public Schools. Manal has worked to institutionalize racial equity and promote sustainable development in education, community ownership and wealth, healthcare, criminal justice, public transportation, workforce management, and local, state and federal government.
- **Yasmin Habib** is a consultant to nonprofits. She is also the founder and executive director of the World Mind Creation Academy (WMCA), a grassroots youth development organization led by first and second- generation immigrant women with a vision for a more holistic and equitable approach to youth development. Yasmin has extensive experience in nonprofit leadership and management, and a commitment to supporting person of color-led organizations.

The Seattle Office for Civil Rights and HSD co-vetted the consultants.

V. Spending Plan

Community engagement feedback, which is consistent with a public health approach to safety, has informed the \$12M Community Safety Capacity Building budget. Table 4 outlines HSD’s spending plan.

Table 4: Spending Plan

Item	Dates/Duration	Budget
Agency Contracts	July 1, 2021 - December 31, 2022	\$10,400,000
Community Member Honorariums	February - July 2021	\$20,730
Translate Guidelines and Application	March 1, 2021 - April 9, 2021	\$12,000
Applicant Technical Assistance	March 1 - June 30, 2021	\$60,000
Community Rater Honorariums	Application and Interview Periods	\$24,000
Staffing – 3 FTE Senior Grants and Contracts Specialists	July 1, 2021 - December 31, 2022	\$554,198
Post Award Convener(s)	July 1, 2021 - December 31, 2022	\$57,072
External Evaluation Team – Black or Native-led	July 1, 2021 - December 31, 2022	\$120,000
Indirect	January 1, 2021 - December 31, 2022	\$752,000
Total		\$12,000,000

VI. Coordination and Evaluation

Program level metrics will be customized and built from the awarded proposals. HSD will provide technical assistance to grantees and will negotiate metrics based on each organization's vision, award amount, and capacity. Awarded applicants will be required to participate in monthly city-wide systems coordination meetings (meeting frequency subject to change) facilitated by the Seattle Community Safety Initiative. Systems coordination will increase provider knowledge of available services, encourage referral processes, and reinforce a community-driven safety net of services.

HSD has met with the Black Brilliance Research Project lead researchers, Seattle University's Department of Criminal Justice Crime and Justice Research Center and the Headwater – a team of Indigenous evaluators and community organizers – to inform the selection of an external evaluation team.

Following the Community Safety Capacity Building RFP, HSD may release a Request for Qualifications (RFQ) for a community-led evaluation team that will work with grantees to develop community-level indicators.

Appendix A. Community Engagement Themes

Emergent themes drawn from the 36 community engagement sessions, as of February 12, are presented below. Community engagement will conclude on February 25th.

<p>Definition of community safety</p> <ul style="list-style-type: none"> • Everyone’s basic needs are met, including food, shelter, housing, and a stable job to support family • People feel empowered • People are able to address intergenerational trauma • Community Safety is doing the upstream and systemic work • Safety must be felt and experienced at the individual, family, and community level • Each person has a different definition of safety • Environments for safety must be intentionally created
<p>Measuring success</p> <ul style="list-style-type: none"> • Should be individual-based • Quantity should not be the only measurement of success • Are the clients’ needs being met? • Capacity building must not just include expanding but also deepening • Metrics need to be customized • Concerns about the sensitive information CBOs would be required to report • Have the flexibility to report outcomes specific to what the organization does • Flexibility of being able to report deliverables without the pressure of getting their payment • More focus on the narrative and focus group methods; numbers don’t convey the realities of the work and people they’re serving
<p>Community-Based Organization (CBO) perception of role as alternative to police function</p> <ul style="list-style-type: none"> • Some CBOs see themselves as a bridge between the victims/perpetrators and police • CBOs can effectively deescalate the situation more than police • CBOs can translate and communicate effectively with the victim/perpetrator and police to make an accurate assessment of the situation • CBOs help all parties involved navigate the legal systems and provide appropriate legal options • CBOs may have stronger relationships, culturally competency, social services skills, and client knowledge than police • The trust and relationship CBOs have with community will make them more effective in de-escalating a situation
<p>Community -Based Organization (CBO) role as partner with police and other systems</p> <ul style="list-style-type: none"> • Coordination between community-based organizations (CBOs) and systems (education, judicial, police, law enforcement) factor in how they do work • Some CBOs utilize schools, courts, and police systems to connect with their program participants • Police have the infrastructure and capacity to address violent crimes that CBOs don’t do or haven’t historically done in the past; CBOs don’t see themselves as chasing down criminals • CBOs do see themselves as a resource/partners as an alternative to calling the police; they see themselves as people that can de-escalate a situation, both from the police and perpetrators’ side

Funding for capacity building

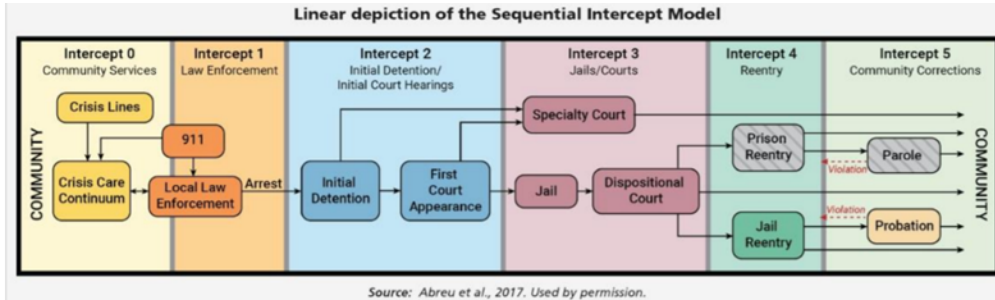
- Capacity building is rare and not readily available for community based organizations
- Capacity building funding has been a need for organizations for a while and appreciate that there's now money being allocated for it
- This needs to be sustained funding
- Potential harm can be put on organizations in provide funding only to take it away
- Concerns about scaling up and hiring more support staff only to let them go after the funding is gone or reduced
- It is preferred to allocate full proposed funding to those awarded rather than partial funding
- Communities lose relationships and trust with CBOs if they are not able to be consistent with their programming over time
- If it is one time funding, it must be very flexible
- Concerns about reimbursement because of the financial limitations of small agencies; make accommodations for "up-front" funding

Specific funding priorities

- Competitive staff compensation rates
- Hiring skilled leadership administrative staff to provide support for the organization
- Can services be outside of the city if organizations can demonstrate that participants live in Seattle
- Money for organizations to hire third party evaluators to help them strategize, know their weaknesses, gaps, strengths, and provide long term planning to be more effective and impactful to community
- Due to gentrification, funding needs to be able to address the changing geography of communities most impacted by safety
- Dedicated funding that approach ethnic populations in culturally reflective ways and who have built in relationships with that community (East African, immigrant and refugee, Native American, etc.)

Appendix B. Intercept Model – Organizations

Not all Community Engagement participants identified placement within a specific Intercept. Currently contracted HSD Safety Programs who did not participate in community engagement sessions will be inventoried by February 25, 2021.



Intercept 0	Intercept 1	Intercept 2	Intercept 3	Intercept 4	Intercept 5
African American Leadership Forum	Boys and Girls Clubs of King County	Boys and Girls Clubs of King County		Boys and Girls Clubs of King County	African American Leadership Forum
Atlantic Street Center	County	Building Cultural Gaps		Building Cultural Gaps	Boys and Girls Clubs of King County
Boys and Girls Clubs of King County	Building Cultural Gaps	Choose 180		Chief Seattle Club	Brothers United in Leadership (BUILD) 206
Brothers United in Leadership (BUILD) 206	Choose 180	Community Passageways		Choose 180	Building Cultural Gaps
Building Cultural Gaps	Community	Consejo Counseling and Referral Services		Collective Justice	Chief Seattle Club
Choose 180	Passageways	Mother Nation		Community Passageways	Choose 180
Coalition Ending Gender-based Violence	Consejo	Powerful Voices		Consejo Counseling and Referral Services	Collective Justice
Collective Justice	Counseling and Referral Services	Progress Pushers		East African Community Services	Community Passageways
Community Passageways	Mother Nation	Refugee Women's Alliance		Freedom Project	Consejo Counseling and Referral Services
Consejo Counseling and Referral Services	Progress Pushers	YMCA		Jewish Family Services	Creative Justice
Creative Justice	Rainier Beach Community			Mother Nation	East African Community Services
Domestic Abuse Women's Network (DAWN)	Empowerment Coalition			People of Color Against AIDS Network	Freedom Project
East African Community Services	Coalition			AIDS Network	Jewish Family Services
Interim CDA	YMCA			Pioneer Human Services	Mother Nation
Mother Nation				Progress Pushers	People of Color Against AIDS Network
Northwest Justice Project				R3 Community Services	Pioneer Human Services
Powerful Voices				Rainier Beach Community Empowerment Coalition	Progress Pushers
Progress Pushers				The Passion Center dba: Walk Away City Collaborative	R3 Community Services
Rainier Beach Community Empowerment Coalition				Collaborative	Rainier Beach Community Empowerment Coalition
Rainier Valley Corp				Unkititwa	Roots Young Adult Shelter
Refugee Women's Alliance				Urban League of Metropolitan Seattle	The Passion Center dba: Walk Away City Collaborative
Roots Young Adult Shelter				YMCA	Unkititwa
Seattle Neighborhood Group					Urban League of Metropolitan Seattle
The Passion Center dba: Walk Away City Collaborative					YMCA
Urban League of Metropolitan Seattle					
YMCA					