

CITY OF OAKLAND

AGENDA REPORT

OFFICE OF THE CITY CLERK

2007 FEB -13 10:06

To: Office of the City Administrator
Attn: Deborah Edgerly
From: Police Department
Date: February 13, 2007

Re: A Report and Proposed Resolution Authorizing the City Administrator, on Behalf of the City of Oakland, to Accept and Appropriate Grant Funds in an Amount Not to Exceed Two Hundred Thousand Dollars (\$200,000) from the State of California, Corrections Standards Authority, Title V Community Prevention Grants Program, and Authorize a Funding Agreement in an Amount Not to Exceed One Hundred Sixty Thousand Dollars (\$160,000) with the East Bay Community Foundation (Safe Passages) for Third Year Program Implementation of Project First, and Appropriate Said Funds to the Police Department

SUMMARY

A resolution has been prepared authorizing the City Administrator, on behalf of the City of Oakland, to accept and appropriate grant funds in an amount not to exceed \$200,000 from the State of California, Corrections Standards Authority, Title V Community Prevention Grants Program. The resolution also authorizes a Funding Agreement with the East Bay Community Foundation (Safe Passages) in an amount not to exceed \$160,000 for third year program implementation of Project First. The proposed program period is July 1, 2007 through June 30, 2008.

FISCAL IMPACT

Approval of the proposed resolution will authorize the application, acceptance and appropriation of a State of California, Corrections Standards Authority grant for the Police Department's Project First for program year (3), beginning July 1, 2007, in the estimated amount of \$200,000. Funding will be appropriated to the State of California, Corrections Standard Authority Grant Fund (2152); Youth and Family Services Division Org. (102350); Youth and Family Services Division Program (PS03), in a Project Account to be determined. The funding agency requires a fifty percent (50%) in-kind match component. The matching funds/services shall be provided by non-City of Oakland collaborative partners. Proposed expense allocations are as follows:

Use of Funds	Cost
Safe Passages (Program Administration)	10,000
The Mentoring Center	60,000
The Center for Family Counseling	60,000
Covenant House	30,000
Safe Passages Subtotal	160,000

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Program Evaluation (Disproportionate Minority Contact)	10,000
Subtotal for Other Program Expenses	10,000
Accountancy and General Administrative Services (Overtime for Professional Staff)	15,000
Program Supplies/Equipment	7,535
Contract Assessment Fee (\$160,000 x 3%)	4,800
Central Services Overhead (\$15,000 x 17.77%)	2,665
OPD Expense Subtotal	30,000
TOTAL GRANT FUNDS	\$200,000
Local In-Kind Match (50% of total project cost) (Provided by Safe Passages, The Mentoring Center, the Center for Family Counseling and Covenant House)	\$100,000
GRAND TOTAL	\$300,000

BACKGROUND

Project First, through targeting first time offenders, provides services which reduce the likelihood that youths will commit future crimes. It is suggested that youth involvement with the juvenile justice system lessens as a function of both decreasing risk factors and increasing protective factors. Research also suggests that when services are immediately provided to first time youth offenders, they are less likely to commit more violent or serious crimes.

KEY ISSUES AND IMPACTS

The effectiveness of programs designed to serve at-risk youth are, in large part, contingent upon matching the appropriate level of intervention with the level of risk the target youth are experiencing. Further, there is persuasive evidence that appropriate interventions can significantly reduce risks and the rate of offending. According to research and evaluation of best practices in violence prevention programs for at-risk youth, the most effective programs are those that incorporate the following principles:

- Use a strength-based (rather than a deficit-based) approach to help youth develop empathy, learn how to anticipate outcomes of their actions, see alternatives to negative behaviors, and recognize that they have options
- Empower families to support youth’s positive activities and efforts to succeed in school
- Connect youth with peers
- Link youth to highly structured program activities in the communities in which they live

PROJECT DESCRIPTION

Project First offers mentoring, counseling, educational services, and afterschool enrichment activities to first-time offenders on court-ordered informal probation. The court places youth on court-ordered informal probation in lieu of adjudging the minor as a ward of the court. With the consent of the minor and the minor's parents or guardian, the court requires the youth to participate in specified services available within the community under the supervision of the Probation Department, for a period of at least six months. The designed supervision program may also require the parents or guardians of the minor to participate with the minor in counseling or education programs. In most cases, the court will dismiss all charges at the end of the informal probation period if the youth successfully completes the requirements outlined in the designed supervision program. If a youth is successful in Project First, the court will be more likely to dismiss the charges and dismiss the youth from informal probation.

Referral Source

Referrals to Project First come from the Alameda County Probation Department. Once a youth is placed on informal probation by the court, the assigned probation officer makes a referral to the Project First Program Coordinator. The Program Coordinator provides regular reports back to the referring probation officer to update them on the youth’s involvement in the program and their progress. The probation officer includes the Project First updates in their own report back to the court at the end of the informal probation period.

Delinquency Prevention Plan

As mandated by the State of California, Corrections Standard Authority, the Police Department developed a three-year Delinquency Prevention Plan (DPP) to serve as the foundation for the development and ongoing implementation of Project First. The Department’s DPP was developed based upon Alameda County’s Comprehensive Multi-Agency Juvenile Justice Plan. It was reviewed and endorsed by the Alameda County Chief of Probation in his capacity as Chair of Alameda County’s Juvenile Justice Coordinating Council.

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Assessment and Case Management

Every youth and his/her family referred to Project First participates in an initial assessment with the Program Coordinator. The assessment gathers background information on the youth's family, education status, and involvement in the juvenile justice system to determine needs. The assessment also gathers information on existing risk and protective factors. Risk factors have been defined as "anything that increases the probability that a person will suffer harm." Protective factors have been defined as "something that decreases the potential harmful effect of a risk factor." All of the information collected by the initial assessment is used by the Program Coordinator to determine which intervention services are appropriate for the youth and his/her family, as well as to inform the evaluation of the program.

Safe Passages

Safe Passages represents a partnership between the City of Oakland, Alameda County, the Oakland Unified School District, and the community that works to reduce youth violence in Oakland by changing the way public systems and community based organizations work together. Safe Passages has developed four violence prevention/intervention strategies: a Youth Offender Strategy to prevent youth from re-offending; a Middle School Strategy that provides a network of school-based services to steer vulnerable middle school youth from violent behavior; an After-School Strategy to sustain and expand quality after-school programs; and the Oakland Early Childhood Initiative (OECI), dedicated to creating a system to identify and support families and children aged 0-5 exposed to violence.

Transformative Mentoring

Project First youth are enrolled in a 12-week group-mentoring program, called the Positive Minds Group (PMG), offered by **The Mentoring Center**. Since 1995, PMG has utilized a "Transformative Mentoring" approach to serve highly at-risk youth to address the mentality that gives rise to destructive behavior. Transformative Mentoring/Intervention is a structured, systemic and corrective intervention focused on personally transforming the attitude and mental framework of a disrupted human development cycle. For youth enrolled in PMG, a case manager maintains one-on-one contact throughout their time in the program. For youth not enrolled in PMG, the Program Coordinator provides the case management. In addition, youth enrolled in PMG are provided with bus passes (if needed) to enable them to attend program activities and related appointments.

PMG sessions include a combination of facilitated discussions, lectures, video presentations, writing exercises, role-play, and more. In addition to trained staff, PMG employs three youth coordinators (youth who have gone through the PMG process) to serve as peer mentors.

PMG uses a curriculum designed to encompass Character Development, Cognitive Restructuring, Spiritual Development, Life Skills training, Anger Management, and Employability skills. The curriculum consists of eight topics:

- 1) Why Do We Act The Way We Act
- 2) Who Am I Really: The Foundation of Human Culture, Conduct & Purpose
- 3) Life's Developmental Process: Man/Womanhood, Responsibility, Perseverance
- 4) African and African American History and Cultural Precepts
- 5) The World of Work and Personal Industry
- 6) Character Development and Life's Purpose
- 7) Male-Female Relationships
- 8) Practical Application Exercises

Upon "graduation" from the Positive Minds Group, youth receive a certificate of completion to symbolize their commitment to personal growth. This mentoring model, its curriculum, and program services have proven successful in effectively addressing the core goals of reducing violence and recidivism and helping youth from troubled backgrounds to discover and develop their potential.

Family Counseling

The **Center for Family Counseling** provides an initial mental health assessment for all youth and their families referred to Project First. This initial assessment is conducted to determine if there is a need for family counseling. During assessment, the family therapist assesses each youth's situation and needs, involving family members, probation staff and school representatives, as necessary. The therapist uses a Parent Problem Checklist and Youth Questionnaire to frame the assessment. A genogram¹ of the family may be developed to create a schema of important family members who influence the child, in order to look at family dynamics. If the initial mental health assessment concludes that there is a need for family counseling, families are offered 12 one-hour family counseling sessions at no cost. The Family Therapist develops a family treatment plan for the youth and his/her family that integrates various therapeutic modalities including Multi-Systemic Therapy and Brief Strategic Family Therapy, collateral contacts, referrals to additional services for the youth and family, and coordination with probation and school. The youth and his/her family are also engaged in developing the treatment plan to maximize buy-in and cooperation. The goals of family counseling include improvement in the youth's behavior, reduction in the severity of the

¹ Genogram: resembles a family tree, however, it includes additional relationships among individuals. It permits the therapist and patient to quickly identify and understand patterns in family history.

presenting problem, improved family communication skills, acquisition of tools to reduce family conflict, and improved school behavior and attendance.

Although the goal of this component is to provide counseling to the youth and his/her family, some parents/caregivers may choose not to participate. In such cases, the youth is still eligible to receive individual counseling. Youth with more severe mental health and/or substance abuse needs will be referred to the most appropriate agency.

Afterschool Enrichment Activities

Under the direction of the Activities Coordinator at **Covenant House**, Project First youth are enrolled in afterschool enrichment activities as an incentive to attend the tutoring/homework support sessions. The enrichment activities are offered two afternoons a week, in 1-hour sessions. Enrichment activities such as poetry, lyric-writing, beat-making, vocal performance, and sound editing, help youth develop confidence, skills in writing and organization, and constructive ways to express personal problems and social issues. Youth are able to record music in a recording studio and compile their work onto compact discs. Youth are also introduced to digital photography, film, and dance.

Tutoring

This component of Project First addresses basic education and life skills gaps exhibited by youth referred to the program. Because youth that are referred will have a variety of backgrounds and academic needs, this component is flexible enough to help youth at many levels. For 1.5 hours, two afternoons per week, youth receive help with homework assignments and/or tutoring in specific subjects from an Educational/Vocational Specialist located at Covenant House. The tutoring/homework support is conducted either on a one-to-one or small groups basis. Periodically, youth are also organized into group activities such as life skills workshops, discussion groups, and career counseling information sessions.

Parent Education and Support Groups

The **Center for Family Counseling** will offer three (3) Parent Education and Support Groups per year. Each parent group will consist of eight, two- hour group meetings for parents of identified youth, with 8 – 10 participants per group. The parent groups features a collaborative parenting series that includes core therapeutic elements that enable group process and family change. These structured work groups accentuate mutual support, empowerment, parental strengths, optimism, and encourage confidence in participants' parenting skills and potential to provide a nurturing and consistent environment for their children.

Overview of Year One Program Operations

Project First had a goal of serving (60) youths during its first (and second year) of program operation. (Second year program operations are currently in process, and as such, are not detailed in the context of this report.) Throughout the first year term, a total of (81) youth cases were referred to and assessed by Project First staff; with (45) of these referrals eventually qualifying for full program participation.

Addressing Program Challenges

The greatest first year challenge was the limited number of youth referrals to Project First by the Alameda County Probation Department. Barriers included the reality that Project First was a new program, meaning that many community and public systems stakeholders were initially cautious about the viability and credibility of the program. Further, provider agencies were for the first time working with this youth population in a collaborative effort. Even with these challenges, Project First managed to successfully increase its profile and broaden community support.

As a result of the sound collaboration between program stakeholders and increasing program credibility within the Alameda County Probation Department, Project First program staff requested and received approval and support from the Alameda County Probation Department to work with additional probation officers with caseloads of youth who were first time offenders on informal probation. This resulted in an increased number of youth that could be assessed for Project First program eligibility. With the support of the initially assigned probation officer to Project First, coupled with advocacy from the Deputy Probation Chief, two additional probation officers were assigned and given the green light to refer cases to Project First.

Alignment with the Alameda County District Attorney's Office

Safe Passages' program staff continually engaged the District Attorney's office throughout the first year program term; advocating for overall – and ongoing - program support. As a result, the District Attorney's Office made a commitment to develop staff awareness within its agency about Project First; taking advantage of their knowledge of the program when charging youth cases. The District Attorney's Office also acknowledged that their agency is encouraged to know that a credible collaborative, community-based resource exists within the City of Oakland for youths on informal probation; youths who would otherwise be confined without this viable alternative to incarceration.

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Disproportionate Minority Contact

The issue of Disproportionate Minority Contact (DMC) for juveniles in Oakland is significant, with African American juveniles more than three times as likely to be arrested than whites, and more than 15 times as likely to be confined in a secure correctional facility. Further, Latinos are more than twice as likely as a white youth to be confined. Youth of color in general are more than 3 times as likely as a white youth to be placed on probation. In July 2005, the County of Alameda was awarded a technical assistance grant by the State of California to investigate (and subsequently validate) DMC in the County, with emphasis placed on 10 to 17 year olds and their involvement in the juvenile justice system. As detailed in the County's August 2006 report, Oakland must increase its efforts to prevent the progression of behaviors that eventually result in delinquency.

DMC – Program Evaluation and Technical Assistance

Throughout its third year of program operations, Project First shall incorporate three primary DMC education and awareness activities into its primary framework:

- DMC Training for all program staff and partnering agencies
- DMC training for public, private, and community-based stakeholders, designed to increase knowledge of DMC
- Data input and analysis of all State of California, Corrections Standards Authority-mandated DMC performance measures

SUSTAINABLE OPPORTUNITIES

Economic

Violence prevention activities enhance the Police Department's efforts to reduce crime and provide a climate in which economic development can flourish.

Environmental

No environmental opportunities are anticipated.

Equity

Continued enactment of Project First will enhance violence prevention and facilitate future economic growth in Oakland.

DISABILITY AND SENIOR CITIZEN ACCESS

All facilities used in relationship to Project First operate in compliance with the Americans with Disabilities Act (ADA) and Older Americans Act.


RECOMMENDATION

The Oakland Police Department recommends that the City Council adopt the resolution and authorize the City Administrator to accept grant funds in an amount not to exceed \$200,000 from the State of California, Corrections Standard Authority, Title V Community Prevention Grants Program, and authorize a Funding Agreement in an amount not to exceed \$160,000 with Safe Passages for second year program implementation of Project First.

ACTION REQUESTED BY THE CITY COUNCIL

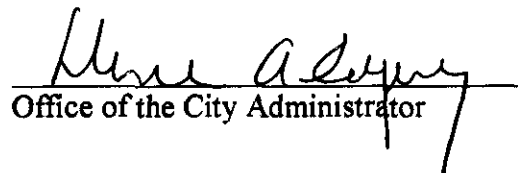
Staff recommends that the City Council approve the resolution.

Respectfully submitted,


Wayne G. Tucker
Chief of Police

Prepared by: Candice Jessie
Budget and Grants Administrator
Bureau of Administration

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:


Office of the City Administrator

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Rocio V. Qiero
City Attorney

OAKLAND CITY COUNCIL

OFFICE OF THE CITY CLERK

RESOLUTION No. _____ C.M.S.

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RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR, ON BEHALF OF THE CITY OF OAKLAND, TO ACCEPT AND APPROPRIATE GRANT FUNDS IN AN AMOUNT NOT TO EXCEED TWO HUNDRED THOUSAND DOLLARS (\$200,000) FROM THE STATE OF CALIFORNIA, CORRECTIONS STANDARDS AUTHORITY, TITLE V COMMUNITY PREVENTION GRANTS PROGRAM, AND AUTHORIZE A FUNDING AGREEMENT IN AN AMOUNT NOT TO EXCEED ONE HUNDRED SIXTY THOUSAND DOLLARS (\$160,000) WITH THE EAST BAY COMMUNITY FOUNDATION (SAFE PASSAGES) FOR THIRD YEAR PROGRAM IMPLEMENTATION OF PROJECT FIRST, AND APPROPRIATE SAID FUNDS TO THE POLICE DEPARTMENT

WHEREAS, it is anticipated that grant funds totaling up to \$200,000 will be received from the State of California, Corrections Standards Authority, Title V Community Prevention Grants Program, for third program implementation of Project First through the Police Department; and

WHEREAS, the Department desires to enter into a Funding Agreement with the East Bay Community Foundation (Safe Passages) for an amount not to exceed one hundred sixty thousand dollars (\$160,000) for implementation of the Project First, to be funded by the grant; and

WHEREAS, additional program collaborators associated with the proposed implementation of Project First are The Mentoring Center, The Center for Family Counseling, and Covenant House; and

WHEREAS, all non-City of Oakland collaborative partners associated with Project First shall provide the fifty percent (50%) in-kind match required by the grantor, in the amount of one hundred thousand dollars (\$100,000); and

WHEREAS, the City Council previously authorized acceptance of similar grant funds by Resolution No. 79273 C.M.S. dated June 7, 2005 and Resolution No. 80024 C.M.S. dated July 18, 2006; and

WHEREAS, the City Council finds that the services provided pursuant to the agreement with Safe Passages authorized hereunder are of a professional, scientific or technical nature and are temporary in nature; and

WHEREAS, the City Council finds the agreement with Safe Passages shall not result in a loss of employment or salary by any person having permanent status in the competitive service; now, therefore be it

RESOLVED: That the City Council hereby authorizes the City Administrator or her designee to accept and appropriate a grant in an amount not to exceed \$200,000 from the State of California, Corrections Standards Authority to be allocated to the State of California, Corrections Standard Authority Grant Fund (2152): Youth and Family Services Division Org. (102350); Youth and Family Services Division Program (PS03), in a Project Account to be determined; and be it

FURTHER RESOLVED: That the City Administrator or her designee is hereby authorized to enter into a Funding Agreement with Safe Passages in an amount not to exceed \$160,000 for the implementation of Project First, funded by the grant, and be it

FURTHER RESOLVED: That grant funds received for the Project First program shall not be used to supplant expenditures controlled by the City of Oakland; and be it

FURTHER RESOLVED: That the City Council hereby appoints the City Administrator, or her designee, as agent of the City to conduct all negotiations, applications, agreements, and related actions which may be necessary for the completion of the aforementioned grant and funding agreements; and be it

FURTHER RESOLVED: That the City Attorney shall review and approve said agreement with Safe Passages as to form and legality and a copy of the fully executed agreement shall be placed on file with the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID, and PRESIDENT DE LA FUENTE

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____

LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California