

# CITY OF OAKLAND

## AGENDA REPORT

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OFFICE OF THE CITY CLERK  
OAKLAND

**To:** Office of the City Administrator  
**Attn:** Deborah Ederly  
**From:** Police Department  
**Date:** September 25, 2007

2007 SEP 13 PM 6:42

**Re:** **A Report And Recommendation On The Oakland Police Department's Juvenile Desk, Including But Not Limited To Updates On (1) Staffing Levels And Cooperation With Social Services Agencies On Referring Juvenile Offenders To Measure Y And Other Intervention Services And On Following Cases Through The Juvenile Justice System; And On (2) Opportunities For Safe Passages To Coordinate Follow-Up Services And Tracking Outcomes For Individual Juveniles With Agencies Including The Alameda County Probation Department, District Attorney's Office, Measure Y Programs, And Oakland Unified School District**

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### SUMMARY

As requested by the Rules and Legislation Committee, staff has prepared a report and recommendation with details of the Department's Juvenile Desk, staffing levels, cooperation with social service agencies on referring youths to Measure Y and other intervention service providers, as well as follow-up of cases through the Juvenile Justice System.

### FISCAL IMPACT

The authorized strength of the Juvenile Desk is one Police Sergeant, five Police Officers, and five Police Services Technician II (PST) positions. Collectively, the annual cost for staffing is approximately \$1,348,609 (O & M included). Funding for these positions is included in the Department's FY 2007-08 baseline budget. Funds are allocated in the General Purpose Fund (1010), Youth and Family Services Division Organization Code (102350), and Criminal Investigations Program (PS03).

### BACKGROUND

Since the late 1960's, the Oakland Police Department operated a 24/7 juvenile processing unit under the Youth Services Division. This unit was tasked with screening and processing juvenile offenders, as well as locating a placement for status offenders and child abuse victims. Other duties included, but were not limited to, processing missing person cases, and completing reports on juvenile related crimes and statistics.

Based partially on financial and personnel related issues, in July of 2005 a decision was made to close the Juvenile (Intake) Desk. Prior to the closure of the Intake Desk, a police sergeant (since retired) conducted an unofficial study of the effectiveness of the Intake Desk

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which concluded that the Desk was not a fiscally sound investment of Department personnel or funding.

Based on recent interviews with officers who worked the Intake Desk before it closed in 2005, the Desk was not supervised or operated to its fullest ability, and lacked adequate formal training opportunities for Intake staff.

### **KEY ISSUES AND IMPACTS**

Prior to the closure of the Intake Desk, the Department experienced a drop in the number of juveniles being arrested by field officers and subsequently processed by the Juvenile Desk. With the closure, the Oakland Police Department became the only major law enforcement agency in the State of California to operate without a Juvenile Section; this action created the following situations:

- Patrol officers no longer had a point of contact to aid them in screening juvenile offenders which resulted in an overwhelming majority of juvenile offenders being sent to Juvenile Hall or released without further evaluation or follow-up.
- The Department's ability to log contacts and/or detentions of juveniles was eliminated. Subsequently, the Department's juvenile history tracking system (juvenile files/folders), which was a significant factor in determining whether or not to send a youth to Juvenile Hall, was no longer accurate or updated. Since minor offenses were not being logged by the Juvenile Desk, youth offenders were given second chances (when the situation may have warranted incarceration or referral to a service provider).
- The Department discarded nearly 9,000 juvenile folders/records that had been used in the past by juvenile officers and investigators to solve crimes and track juvenile histories.
- Missing persons cases were not processed and/or followed-up in a timely fashion. As a result, the overall caseload of the Missing Persons Unit nearly double during the time the Juvenile Desk was closed.

One of the greatest losses that can be attributed to the closure of the Juvenile Desk was the juvenile officer's experience. When the Desk closed in July of 2005, the knowledge that had been passed down over some 40 years from one officer to another was lost forever. In addition, the closure signified a change of Department priorities in which, police/youth relations were no longer part of the Department's fabric. This fact was made even more evident when the title of the Youth Services Division was changed to the Special Victims Section.

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*Current Efforts*

In January of 2006, the Department began to research the possibility of re-opening the Juvenile Desk for the following reasons:

- The Department recognized the need to have intervention/diversionary programs available for officers at pre-arrest levels (these programs are used to prevent youths from continuing down a pathway toward more serious criminal behavior);
- Requests by police field personnel who wanted to have the Juvenile Law and Youth and Family Services Division (YFSD) Operations subject matter experts (SME) available 24/7 to address juvenile related issues.
- Increases in juvenile crime (i.e., robberies, prostitution and gang violence);
- Complaints from Alameda County Juvenile Probation and the Alameda County District Attorneys' Office concerning incomplete police reports;
- An audit by the Alameda County Disproportionate Minority Contact (DMC) Project concluded that the Department was sending far more minority youths to Juvenile Hall than other law enforcement agencies;

In January of 2007, the Department reinstated its juvenile services component in the form of the Youth and Family Services Division.

In February-March 2007, a revised/expanded Intake Operations Manual (reviewed and approved by the California Correction Standards Authority) was developed. The manual outlines the following:

- Mission and Overview
- Field Screening
- Processing of Juveniles at the Youth and Family Services Division
- Detention Issues at the Youth and Family Services Division
- Additional Operations/Services of the Intake Desk

In February 2007, on-going revisions to the Department's Local Records Management System (LRMS) were made to rename/expand data fields to capture vital juvenile information. These expansions afford the Department the ability to:

- Retrieve data on all reported police/youth official encounters (detentions);
- Retrieve data on all dispositions made by the Department on a subject juvenile;
- Retrieve data on booking/detention issues at the Department;
- Track juvenile histories through the Department's internal records system;
- Update data/information with respect to the status/disposition of service provider referrals;
- Make automatic referrals to service providers via email (in progress);

- Create a range of reports as required by the Department, the City, and the State (in progress).

On March 26-29, 2007, for the first time in more than 20 years, the Department presented a 32-hour Juvenile and Family Processing Unit – Intake Course which was attended by sworn and non-sworn Department personnel, and an Alameda County Juvenile Probation Officer. Courses presented in the training include:

- Juvenile Law
- Probation Procedures
- LRMS/Intake Database (OPD's official tracking system)
- Booking Procedures
- Criminal History Checks (Screenings)
- Missing Person Processing (Follow-up work, entering names into nation-wide system)
- Service Providers (Community Based Groups involved in intervention/diversionary and counseling services)

On March 31, 2007, at 9:27 PM, the Juvenile and Family Processing Unit (the new and improved Juvenile Desk) opened for business. Authorized staffing for this unit was one sergeant and five officers. In July 2007, funding for five PST II positions was approved and granted for fiscal years 2007/2009.<sup>1</sup>

#### *Expanding Partnerships and Resources*

For the first time in the history of the Juvenile Intake Desk, an Alameda County Juvenile Probation Officer (PO) is assigned as an official liaison to the Department's Juvenile Desk. With a workstation on site, the PO assists the Department in tracking specific cases that have been forwarded to the Probation Department for evaluation, and provides immediate follow-up and assistance to Department staff.

#### *Following Cases through the Juvenile Justice System*

The Probation Department regularly sends the Police Department copies of the Juvenile Detention Disposition Report, which outlines the findings of the Probation Department and/or the District Attorney's Office for each Oakland arrest. These records document the following findings for each juvenile arrested:

- Probation Dispositions
- Prosecution Dispositions
- Juvenile Court Findings

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<sup>1</sup> Currently, the unit is staffed with one sergeant and five officers. Staff is in the process of filling the five PST II positions.

- Sentencing Requirements

Complimenting these reports are the electronic records which are kept and updated in the County's Juvenile Information System Database (JUVIS). The Department has full access to JUVIS, which is used as part of the standardize background/screening of all detained/arrested juveniles.

#### *The Use of Other Service Providers*

As a result of the research preceding the re-opening of the Intake Desk, a new tool was identified and added to the Department's juvenile disposition options - **Service Provider Referrals**. Prior to the Intake Desk re-opening, agreements were made and partnerships were formed between the Department and six service provider agencies:

- **Scotlan Center** – Behavioral Health [*Measure Y*]
- **Center for Family Counseling** – Behavioral Health
- **SACEY/SPA** - Sexually Exploited Minors [*Measure Y*]  
(Sexually Abused Commercially Exploited Youth / Safe Place Alternative)
- **McCullum Youth Court** – First Time Offender (minor offenses)
- **Project First** - First Time Offender (more serious offense)
- **Safe Passages** – Children Exposed to Violence [*Measure Y*]

#### *Service Providers (Training and Implementation)*

During the Intake Officers Training Course in March of 2007, representatives from the above agencies presented to Intake staff the criteria, qualification, and their organization's process for making service provider referrals. Since that time, a working group (coordinated by Safe Passages and Measure Y) consisting of representatives from the Department, have worked very hard to establish a referral mechanism that affords the Department the ability to:

- Make referrals to service providers;
- Track the success/failure of the youth referrals in terms of successful engagement in programs within designated periods of time;
- Share limited information on referrals and youth progress while adhering to confidentiality mandates.

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*The Department's Current Referral Process*

Screening

Each time an officer contacts the Juvenile Desk regarding a juvenile detention/arrest, Intake staff conduct juvenile history checks. Based on the juvenile's history and the totality of the circumstances under which the juvenile was detained, a recommendation is made by Intake staff as to a possible disposition (e.g., Notice to Appear, Counsel and Release, Incarceration or Complaint/Warrant).

Service Provider Selection

Intake staff members select a service provider (depending on the factors of the case) that is most appropriate to address the issues involving the subject juvenile. The provider selection is based on:

- The types of services the agency provides
- Whether or not the subject juvenile fits the eligibility criteria for acceptance

Making the Referral

Officers complete a crime report or a similar form documenting the incident involving the subject juvenile. The report is then taken to the Juvenile Desk where Intake staff completes a Service Provider Coversheet which contains the names of each Service Provider Agency. The coversheet is then attached to the crime report and placed in the service provider mailbox located at the Police Department; staff then calls the provider to let them know a referral is waiting for pick-up.

The exception to the above process is the Sexually Abused Commercially Exploited Youth / Safe Place Alternative (SACEY/SPA) referrals. In cases involving sexually exploited minors, Intake staff makes immediate notifications to SACEY/SPA advocates who often respond to the scene of the arrest or place of detention.

Documenting the Referrals

The Law Records Maintenance System (LRMS) allows Intake staff to log which service provider was selected. Future plans include sending automatic electronic notifications to the selected service providers alerting them to the referral whenever entries are made in LRMS. In addition, LRMS will generate a report detailing all Departmental service provider referrals and follow-up dispositions.

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Follow Up

Currently, all Measure Y funded programs are mandated to use the Measure Y Cityspan service tracking database. Safe Passages, in partnership with the Police Department, the Department of Human Services, and Cityspan, is working to expand the Measure Y database to include service tracking as it pertains to youth referrals made through the Intake Desk. The Measure Y database will produce monthly reports to LRMS on the number of hours and number of contacts that each youth referral has had with their designated service provider. Success or failure of the referral will be provided, as defined by: 1) The youth demonstrated some measurable benefit, and/or, 2) The youth completed program activity expectations.

The success or failure determination will occur 90 days from the Intake Desk's referral date. The Department will be able to access this report from the Measure Y Cityspan database and use it to update LRMS on the status of each youth referral.

The ability to include those service providers that are not currently funded by Measure Y in the Cityspan tracking and reporting procedures is also being explored.

Social Services Referrals

Past practices for how the Department makes referrals to social services will remain in effect. Currently, Intake staff contacts the Alameda County Assessment Center in Hayward, CA concerning all 601 W&I (status offenses)<sup>2</sup> and 300 W&I (Dependent cases)<sup>3</sup> matters. Based on the facts of the case and the juvenile's social services history/classification, the juvenile could be:

- Placed in Foster Home
- Placed in a Group Home
- Placed in an Emergency Crisis Home (Malabar House)
- Allowed to remain in the home

Depending upon the circumstances of the case, Social Services may provide direct feedback on a referral as part of a follow-up criminal investigation inquiry.

*Juvenile Arrests and Referrals since September 2006 through June 30, 2007*

The below chart illustrates known arrests and referral information on those juveniles coming into Department contact. Please note: The Juvenile Desk re-opened on March 31, 2007.

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<sup>2</sup> 601 Welfare and Institution Code (W&I) Status Offenses: Behaviors that if the subject was and adult would not be a violation, i.e., incorrigible, running away curfew violations (if applicable).

<sup>3</sup> 300 W&I Dependant cases: Cases in which the subject child is a victim/ward of a case/situation.

Month & Year	Total 602's <sup>4</sup> Arrested (criminal offenses)	SACEY/ SPA	Scotlan	McCullum Youth Court	Project First	Center for Family Counseling **None were Intake Referrals	Safe Start	Total Referrals
Sep 06	12	0	*n/a	8	0	1	n/a	21
Oct 06	36	2	n/a	5	0	3	n/a	46
Nov 06	23	7	n/a	3	0	6	n/a	39
Dec 06	29	8	n/a	0	0	0	n/a	37
Jan 07	25	5	n/a	7	0	3	n/a	40
Feb 07	16	6	n/a	18	0	4	n/a	44
Mar 07	23	2	n/a	10	0	3	n/a	38
<i>Apr 07</i>	<i>67</i>	<i>6</i>	<i>n/a</i>	<i>6</i>	<i>0</i>	<i>9</i>	<i>2</i>	<i>90</i>
<i>May 07</i>	<i>70</i>	<i>6</i>	<i>n/a</i>	<i>4</i>	<i>0</i>	<i>6</i>	<i>1</i>	<i>87</i>
<i>June 07</i>	<i>72</i>	<i>8</i>	<i>n/a</i>	<i>7</i>	<i>6</i>	<i>3</i>	<i>0</i>	<i>96</i>
Total <i>Before</i> 31 Mar 07	164	30	n/a	51	0	20	n/a	265
Total <i>After</i> 31 Mar 07	209	20	n/a	17	6	18	3	273
<b>TOTAL</b>	<b>373</b>	<b>50</b>	<b>n/a</b>	<b>68</b>	<b>6</b>	<b>38</b>	<b>3</b>	<b>538</b>

\*Still awaiting data from service providers.

\*\* These cases were not generated by the Intake Desk but by other means (i.e., Child Protective Service Referrals or other community groups).

Table: Shaded area represents the 7 months the Department was able to capture referrals. Italic print represents the 3 months since the Juvenile Desk opened.

### PROGRAM DESCRIPTION

The Department has started implementing the operations and procedures as outlined in this report.

#### *Purpose*

The purpose of the revised Juvenile Desk is to expand services to youth and connect them with appropriate alternatives to incarceration, and provide field officers with vital information that will make them more effective in providing public safety throughout the community.

<sup>4</sup> Children aged 14 or older can be criminally charged as an adult.



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*Goals and Objectives*

The two primary goals and objectives of this strategy are: 1) connect those youth who commit minor offenses with support services that will correct/redirect their behaviors; subsequently keeping them from entering the Juvenile Justice System, and 2) prevent future criminal activity by engaging youth before they continue down a criminal path.

*Community Members and Groups Served*

Youth crime and violence is everyone's problem. To raise the community's awareness of this issue a concerted effort by the City and its agencies must continue. It is vital to recognize that everyone in the community benefits from long term crime reduction strategies that engage and involve youth.

*Plan for Ongoing Operations and Maintenance*

With the reinstatement of a Juvenile Desk and the addition of the Service Provider Referral System, the Department has made a huge commitment to addressing youth issues in the City of Oakland. These actions are now part of the Department's daily operations and will be monitored and evaluated regularly by supervisory and command staff.

*Evaluation Period*

State and Department mandates require monthly reporting on all juveniles arrested and processed by law enforcement agencies. For this reason, monthly evaluations will be done to measure our effectiveness.

**SUSTAINABLE OPPORTUNITIES**

*Economic:* Because of adequate screening and assessment of youth offenders, connections and referrals made by the Department to the appropriate support services will enhance the Department's efforts to reduce juvenile crime and improve the City's image, which will afford an opportunity for further financial growth.

*Environmental:* There are no environmental concerns associated with this report.

*Social Equity:* Reducing juvenile crime, and connecting youth to support services will improve public safety and the welfare of children in the City of Oakland, making the City safer.

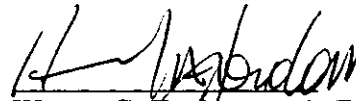
**DISABILITY AND SENIOR ACCESS**

There are no ADA or senior citizen access issues identified in this report.

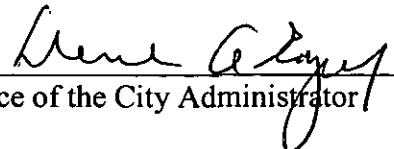
**RECOMMENDATION / RATIONALE**

This is an information report; therefore no action is requested of the Council. Staff recommends acceptance of this report.

Respectfully submitted,

  
Wayne G. Tucker FOR  
Chief of Police WGT

APPROVED AND FORWARDED TO  
THE PUBLIC SAFETY COMMITTEE:

  
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