

CITY OF OAKLAND

AGENDA REPORT

To: Office of the City Administrator
Attn: Deborah Edgerly
From: Police Department
Date: November 9, 2004

Re: A Report and Proposed Resolution Authorizing the City Administrator to Enter into a Funding Agreement Between the City of Oakland and the East Bay Community Foundation (Safe Passages) in an Amount Not to Exceed Two Hundred Thousand Dollars (\$200,000) for the Period of July 1, 2004 through June 30, 2005 for Services Associated with the "Pathways to Change" Juvenile Repeat Offender Program

SUMMARY

The Police Department requests approval to enter into a funding agreement with the East Bay Community Foundation (Safe Passages) for an amount not to exceed two hundred thousand dollars (\$200,000) for the period July 1, 2004 through June 30, 2005, for the Pathways to Change project.

Pathways to Change is an intensive intervention program aimed at reducing recidivism among juvenile offenders in the City of Oakland. Case-management services are designed to provide advocacy services for moderate to high-risk juvenile repeat offenders as an alternative to detention.

FISCAL IMPACT

The source of the \$200,000 in funds for the Pathways to Change project originates from the Police Department's General Fund budget (1010), Bureau of Investigation Organization (102110), Account 54919. The attached Scope of Work (Schedule A) delineates the program's deliverables.

BACKGROUND

To address the serious issue of youth violence within the City of Oakland, the Police Department has enlisted the services of Safe Passages and The Mentoring Center to manage an intervention program aimed at reducing the incidence of violence among the juvenile repeat offender population. Eligible youth are identified by the Alameda County Public Defender's Office and screened and assessed through Pathways to Change staff. Services conducted through this initiative are designed to achieve the following:

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- Significantly reduce recidivism rates among juvenile repeat offender population.
- Expand the range of alternative youth and community-based intervention services available within the City of Oakland.
- Provide effective community-based services for at-risk youths.

Pathways to Change provides intensive case management and court advocacy for youth enrolled in the program. The target population for Pathways to Change is Oakland youth between the ages of 11 -17 that have at least one prior referral to the Probation Department. Pathways to Change case managers contact youth twice daily by phone and twice weekly in person, and are available 24 hours a day, 7 days a week for crisis intervention.

KEY ISSUES AND IMPACTS

Communities within the City of Oakland are in need of youth violence prevention services. Oakland's public schools continue to struggle with an unacceptable level of violence, drug usage, and weapons on campuses. In addition, enactment of the California Gang Violence and Juvenile Crime Prevention Act allows the Alameda County District Attorney to charge youth offenders younger than the age of 18 as adults, where they could be subject to much harsher punishment than allowed in the juvenile system.

PROGRAM DESCRIPTION

Through the Pathways to Change project, youth undergo a screening process that involves gathering background information from probation reports, psychological evaluations, as well as police and school reports to determine the types of services required. After evaluating a potential youth client, youths are partnered with a case-manager. The case-manager is responsible for developing a comprehensive community service plan that is submitted to the juvenile court judge. The juvenile court judge is then asked to release the youth into the custody of the Pathways to Change project.

Upon enrollment in the program, a repeat offender is paired with an adult mentor/advocate and then linked to services such as counseling, mentoring, court advocacy, tutoring, etc.. Access to these services help ensure that enrolled youths do not re-enter the juvenile criminal justice system.

This is the third year of the program. To date the program has served 160 youth. Results continue to show a decrease in the recidivism rate, an increase in school attendance, and a decrease in substance abuse for youth enrolled in the program. Recent evaluation results show:

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- A 60% decrease in recidivism during a 6-month follow up period and a 45% decrease in recidivism during a 12-month follow up period.
- A 32% decrease in the proportion of violent offenses during the 6-month follow-up period and a 16% decrease in the proportion of violent offenses during a 12-month follow up period.
- An 81% decrease in the proportion of youth with 3 or more referrals to Probation during the 6-month follow-up and a 87% decrease in the proportion of youth with 3 or more referrals to Probation during the 12-month follow up period.

SUSTAINABLE OPPORTUNITIES

Economic

All programmatic services associated with this initiative, inclusive of the acquisition of any needed equipment and supplies, will be secured from local, community-based organizations.

Environmental

There are no environmental opportunities associated with this report.

Social Equity

Case management and advocacy services provided to moderate to high-risk juvenile repeat offenders through the Pathways to Change project appear to greatly assist in police-community relations.

DISABILITY AND SENIOR CITIZEN ACCESS

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

RECOMMENDATION(S) AND RATIONALE

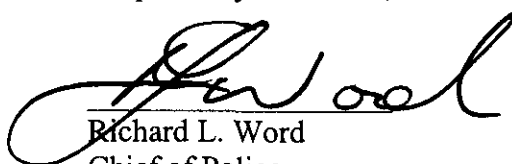
Recommend approval of the proposed resolution to enter into a funding agreement between the City of Oakland and the East Bay Community Foundation (Safe Passages) in an amount not to exceed \$200,000. The services associated with the "Pathways to Change" juvenile repeat offender program have shown they are effective in reducing the recidivism rate of students enrolled in the program.

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ACTION REQUESTED OF THE CITY COUNCIL

Adopt the resolution to enter into a funding agreement between the City of Oakland and the East Bay Community Foundation (Safe Passages) in an amount not to exceed \$200,000.

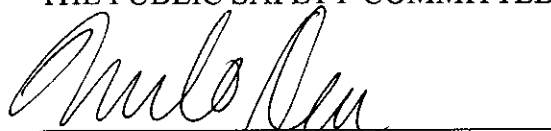
Respectfully submitted,



Richard L. Word
Chief of Police

Prepared by: Ralph M. Lacer, Captain of Police
Criminal Investigation Division
Bureau of Investigation

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:



Office of the City Administrator

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OAKLAND CITY COUNCIL

FILED
OFFICE OF THE CITY CLERK
OAKLAND
City Attorney

RESOLUTION No. _____

C.M.S.

2004 OCT 28 PM 1:52

RESOLUTION AUTHORIZING THE CITY ADMINSTRATOR TO ENTER INTO A FUNDING AGREEMENT WITH THE EAST BAY COMMUNITY FOUNDATION (SAFE PASSAGES) IN AN AMOUNT NOT TO EXCEED TWO HUNDRED THOUSAND DOLLARS (\$200,000) FOR THE PERIOD JULY 1, 2004 THROUGH JUNE 30, 2005 FOR SERVICES ASSOCIATED WITH THE "PATHWAYS TO CHANGE" JUVENILE REPEAT OFFENDER PROGRAM

WHEREAS, the Police Department requests authorization to enter into a funding agreement with the East Bay Community Foundation (Safe Passages) in an amount not to exceed two hundred thousand dollars (\$200,000) for the period July 1, 2004 through June 30, 2005 for services associated with the Pathways to Change Juvenile Repeat Offender Program; and

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

WHEREAS, the Council finds that this agreement shall not result in the loss of employment or salary by any person having permanent status in this competitive service; and

WHEREAS, contracts requiring professional or specialized services are exempt from competitive bidding pursuant to Chapter 2.04 of the Oakland Municipal Code; and

WHEREAS, *funding for the East Bay Community Foundation (Safe Passages) professional services agreement will originate from the Police Department's General Fund budget (1010), Bureau of Investigation Organization (102110), in Account 54919, now therefore, be it*

RESOLVED: That the City Council hereby authorizes the City Administrator to negotiate and enter into a funding agreement with the East Bay Community Foundation (Safe Passages) in an amount not to exceed two hundred thousand dollars (\$200,000) for the period July 1, 2004 through June 30, 2005, for continuation of the Pathways to Change Juvenile Repeat Offender Program; and be it

FURTHER RESOLVED: That the City Administrator is authorized to execute any further documents necessary to implement this resolution; and be it

FURTHER RESOLVED: That the City Administrator is authorized to modify, extend or amend said agreement provided that no additional funds will be allocated without prior Council approval; and be it

FURTHER RESOLVED: That the agreement shall be reviewed by the Office of the City Attorney as to form and legality and a copy placed on file in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

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

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____
CEDA FLOYD
City Clerk and Clerk of the Council
of the City of Oakland, California

CITY OF OAKLAND

**CONSULTING AND FUNDING AGREEMENT SCOPE OF WORK /
OUTLINE OF SERVICES TO BE PERFORMED**

The services to be performed by Consultant shall consist of services requested by the Project Manager or a designated representative, including (but not limited to) the following:

Contractor: East Bay Community Foundation - lead agency for Safe Passages

Contract Period: July 1, 2004 – June 30, 2005

Cost: \$200,000

- 1. Contracted Services:** Oversee intervention services for the juvenile repeat offender population in Oakland
- 2. Program Name:** Pathways to Change

Program Goal: Pathways to Change is a case-management and advocacy project that develops and implements case planning and advocacy for the moderate to high-risk repeat offender population as an alternative to detention and as a deterrent to committing additional offenses. The project utilizes a referral process through the Alameda County Public Defender's Office and will accept youth from the Probation Department's Camp Sweeney for after-care services. The program is designed to: Reduce the recidivism rate among the repeat offender population in Oakland; Expand the range of alternative community-based interventions; Demonstrate the effectiveness of community-based services for at risk youths; and Create sustainable and diverse program funding options

Program Description: To address the serious issue of youth violence in Oakland, Safe Passages will contract with The Mentoring Center (TMC) to act as lead agency for the Pathways to Change program. The Mentoring Center will subcontract with up to four community-based organizations that will supply case managers to provide "intensive intervention" services to the repeat offender population.

Eligible youth are identified by the Public Defender's Office and/or the Probation Department and screened by the **Pathways to Change** program director. The screening process involves gathering background information from probation reports, psychological evaluations, police reports and school reports to determine the types of services required. After evaluating a potential client, the program director pairs the youth with a case-manager. The case manager then presents a comprehensive community service plan to the juvenile court judge and asks the judge to release the youth into the custody of the **Pathways to Change** program. Upon enrollment into the program, a repeat offender is paired with a mentor/advocate and then linked to "wrap-around" services such as counseling, mentoring, court advocacy, tutoring, etc., to ensure that he/she does not re-enter the juvenile criminal

justice system. This model is based on best-practices and is used across the country as an alternative to incarceration.

The role of Safe Passages is not that of a direct service provider. Rather, Safe Passages provides leadership, expertise, and advocacy to promote more effective resource allocation and service delivery such as the development of a city-wide intervention system with our partner agencies that provides better services to the repeat offender population in Oakland. Therefore:

Safe Passages will (not charged to this agreement):

- A. Contract with TMC who will employ a project director and subcontract with five community-based organizations for service delivery.
- B. Report to the Safe Passages' Board of Directors on the progress of the Pathways to Change.
- C. Bring policy issues to the Pathways to Change Board Committee for discussion
- D. Facilitate monthly Pathways to Change Committee meetings to ensure program compliance as well as identify gaps in services for the repeat offender population.
- E. Identify local, county and state resources to sustain Pathways to Change.

The Mentoring Center (TMC) will:

- A. Oversee daily operations of Pathways to Change through the Program Director.
- B. Contract with up to four community-based organizations for the delivery of services to the repeat offender population in Oakland.
- C. Negotiate referral systems with the Juvenile Court, Oakland Police Department, Public Defender's Office, Probation Department, and the Oakland Unified School District so that referrals are being sent to the appropriate community-based organization and information on the progress of clients is coming back to the appropriate public system. It is at this point that any improvements with the referral mechanisms will take place.
- D. The project will provide intervention services to 100 repeat offenders between July 2004 and June 2005.
- E. Oversee the data collection system.
- F. Identify gaps in services for the repeat offender population and develop plans to address them.
- G. Update representatives of community stakeholders on the progress of the intervention model including the Oakland Police Department, Oakland Unified School District, District Attorney's Office, Public Defender's Office, Probation Department, and the Juvenile Court.

Community-based organizations, selected by Safe Passages, shall perform the work as described:

- a. Hire case managers to provide intensive intervention services such as case-management and court advocacy to youth assigned to them by The Mentoring Center. Case managers will be on call 24 hours a day, 7 days a week.
 - b. Contact youth and parent/guardian to provide them with details of the program and obtain their permission and support prior to enrollment.
 - c. Provide an individual assessment on youth to determine appropriate intervention services and develop case-plans.
 - d. Link youth to ancillary services, as needed. Such services shall include, but not be limited to, counseling, job-training, anger-management, recreational programs, etc...
 - e. In conjunction with the Safe Passage evaluator, collect qualitative and quantitative data, including demographic, service information, and tracking data on the repeat offender population.
 - f. Identify gaps in services for the repeat offender population.
 - g. Participate in monthly coordination meetings and trainings intended to support the program.
 - h. Participate in additional meetings convened by Safe Passages and TMC pertaining to the broader, city-wide effort to serve high-risk youth.
3. **Target Population:** Repeat offender youth between the ages of 11 - 17 residing in Oakland and referred by the Juvenile Court
4. **Service Area:** City-wide
5. **Service Delivery Sites:** Services will be delivered at a number of selected community-based organization sites in Oakland, as determined by Safe Passages.
6. **Service Criteria:** All youth must be between the ages of 11 - 17, a resident of Oakland, and referred by the Alameda County Public Defender's Office or the Probation Department.
7. **Reporting Requirements:** Safe Passages will submit quarterly reports to the Oakland Police.
8. **Evaluation Requirements:** Safe Passages will evaluate the program through an independent evaluator. All reports will be given to the City of Oakland.

CONTRACTOR SIGNATURE:

DEPARTMENT SIGNATURE:

DATE: _____

DATE: _____