

FILED
OFFICE OF THE CITY CLERK
OAKLAND

CITY OF OAKLAND

AGENDA REPORT

2005 JUN 28 PM 3: 21

To: Office of the City Administrator
Attn: Deborah Edgerly
From: Police Department
Date: July 12, 2005

Re: A Report and Proposed Resolution Authorizing the City Administrator to Accept and Appropriate Grant Funds in an Amount Not to Exceed Eighty Thousand Dollars (\$80,000) from the U.S. Department of Justice, Office of Justice Programs, Community Capacity Development Office, Weed and Seed Support Grant Program to the Police Department, and Authorize a Funding Agreement in an Amount Not to Exceed Forty Thousand Dollars (\$40,000) with Safe Passages for Implementation of the Truancy Prevention Program

SUMMARY

A resolution has been prepared authorizing the City Administrator, on behalf of the City of Oakland, to accept and appropriate a grant in an amount not to exceed \$80,000 from the U.S. Department of Justice, Office of Justice Programs, Community Capacity Development Office, Weed and Seed Support Grant Program. Authorization is also requested to enter into a funding agreement in the amount of \$40,000 with Safe Passages for implementation of the Truancy Prevention Program to be funded by the grant. The proposed program period is October 1, 2005 through September 30, 2006. The funds will be used to support the Police Department's ongoing efforts to curb incidents of truancy and other youth-related criminal activities in Oakland.

FISCAL IMPACT

It is anticipated that the Department will receive federal grant funds of up to \$80,000 for the Police Department's Weed and Seed Truancy Prevention Program. Revenues and appropriations will be allocated in the Federal Grant Fund: 2112, Police Neighborhood Services Org.: 105320; Crime Reduction Services Program: PS11, in a Project Account to be determined. The program will be managed by the Community Policing Beat 6 and Beat 7 Division Area Commander. The program liquidation period is 90 days following the program end date. There is no match requirement. Expense allocations are as follows:

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Description and Use of Funds	Amount
Personnel (Overtime rate for 1 Lieutenant, 1 Sergeant, 4 Police Officers, and 1 Accountant)	\$36,482
Program Supplies	1,318
Safe Passages (Contract for Services): Mentoring Services Tutorial Services Art Workshops Truancy & Violence Prevention Workshops Anger Management Seminars Parenting Workshops	40,000
Contract Assessment Fee (3%)	1,200
Field Trips	1,000
TOTAL	\$80,000

Based on a 17.77% calculation rate, the cost for Central Services Overhead (CSO) charges associated with the \$36,482 in salary and wages equals \$6,482. However, the granting agency specifically disallows indirect cost (CSO) charges. Therefore, the Department requests a waiver of said charges.

BACKGROUND

Operation Weed and Seed was established in 1991 by the U.S. Department of Justice as a community-based, multi-agency partnership approach to law enforcement, crime prevention, and neighborhood restoration. The goals of Weed and Seed are to control violent crime, drug trafficking, and drug-related crime in targeted high-crime neighborhoods, thereby providing a safe environment for residents that is free of crime and drugs.

In February 2002, the City received Official Recognition status for a new Weed and Seed site in West Oakland. The target area is comprised of portions of Community Policing Beats 6 and 7, primarily in census tracts 4014, 4015 and 4016 (a small triangular shaped 18-block area, bounded by Peralta Street, Mandela Parkway and Interstate 580.) Official Recognition status made the site eligible to submit a competitive application for initial funding in May 2002.

KEY ISSUES AND IMPACTS

Role of the West Oakland Weed and Seed Steering Committee

The West Oakland Weed and Seed Initiative (WOWSI) Steering Committee (see organization chart on page 4) will oversee implementation of the Truancy Prevention Program. The WOWSI Steering Committee is Co-Chaired by a representative of the U.S. Attorney's Office for the Northern District of California, and the chairpersons of the Beat 6 and Beat 7 Neighborhood Crime Prevention Councils (NCPC). The WOWSI Steering Committee is made up of NCPC representatives, community residents, and representatives of community organizations and public agencies serving the target area. The steering committee has responsibility for overseeing the implementation of the Weed and Seed strategy. Sub-committees focus on each component of the approved strategy. The WOWSI Steering Committee meets bi-monthly, sub-committees meet monthly, to ensure effective coordination in meeting the goals and objectives established by the WOWSI strategic plan.

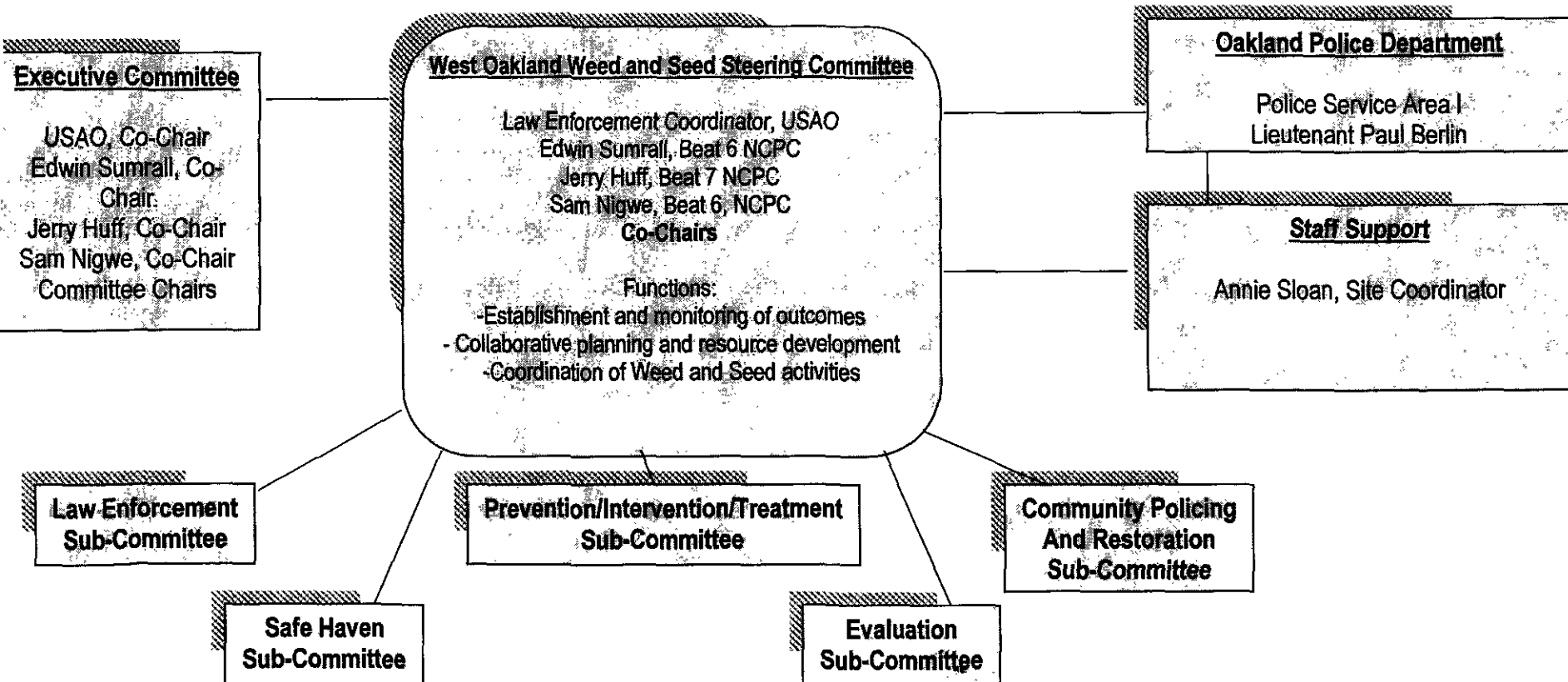
Analysis of Program Justification

Truancy rates citywide and in the target area remain at high levels. The OPD has determined that there is a direct relationship between the large number of truants and the high daytime crime rate. According to the Alameda County District Attorney, Juvenile Division, youth encountered in the court system are often chronic truants, lacking the most basic skills such as the ability to read anywhere near their age/grade level. Left alone, these youth have such compromised life chances that they are likely headed toward a lifetime of repeated criminal activity and incarceration. The impact on the WOWSI target area is two-fold: 1) Escalation in criminal activity (from petty crimes to full blown criminal enterprises), and 2) Loss of productivity, quality of life, and (potentially) the loss of life itself, for youth caught up in this destructive cycle.

Program Identification and Location

The Police Department's Truancy Prevention Program will be conducted at Lowell Middle School and McClymonds High School, both located in the West Oakland Weed and Seed Initiative (WOWSI) target area. The purpose of this project is to maintain and expand truancy abatement services in the target area and provide program partners with more opportunities to expand their programming, solidify their impact on the target area relative to truancy abatement, and sustain any successes.

West Oakland Weed and Seed Initiative Organizational Chart



PROJECT DESCRIPTION

Prevailing Risk Factors

√ School Environment

Oakland youth are in dire need of violence prevention services. Public schools in Oakland rank among the most dangerous in the state of California with regard to incidents of violence and the use of drugs and weapons on campuses. Additionally, with the recent legislative enactment of the Gang Violence and Juvenile Crime Prevention Act, Alameda County district attorneys now have the authority to charge youth offenders, younger than the age of 18, in adult court, where they could be subject to harsher punishment than the juvenile system allows.

√ Academic Overview

On most measures, schools in Oakland perform under the median in a District that is itself historically troubled and is currently in receivership. The table below compares the performance of schools in the Oakland Unified School District to those within the County as a whole on the state-mandated STAR Test. In every grade, on each component, Oakland schools performed below the national average. Moreover, median scores tended to decline from grade to grade, except for the language score. This appears to be an indicator of the progressive failure of OUSD schools to engage students and support their educational success over time.

<i>Percent of Students Scoring "Below Proficient" or "Far Below Proficient" on the 2003 STAR Test</i>				
<i>Grade Level</i>	<i>English</i>		<i>Mathematics</i>	
	<i>Oakland Unified School District</i>	<i>All Alameda County Schools</i>	<i>Oakland Unified School District</i>	<i>All Alameda County Schools</i>
2	46	30	33	22
3	51	34	37	24
4	40	25	41	26
5	39	25	45	33
6	51	27	60	34
7	51	27	60	34
8	50	28	47	27
9	54	30	87	51
10	58	33	94	69
11	58	36	92	76

√ Oakland Crime Rates

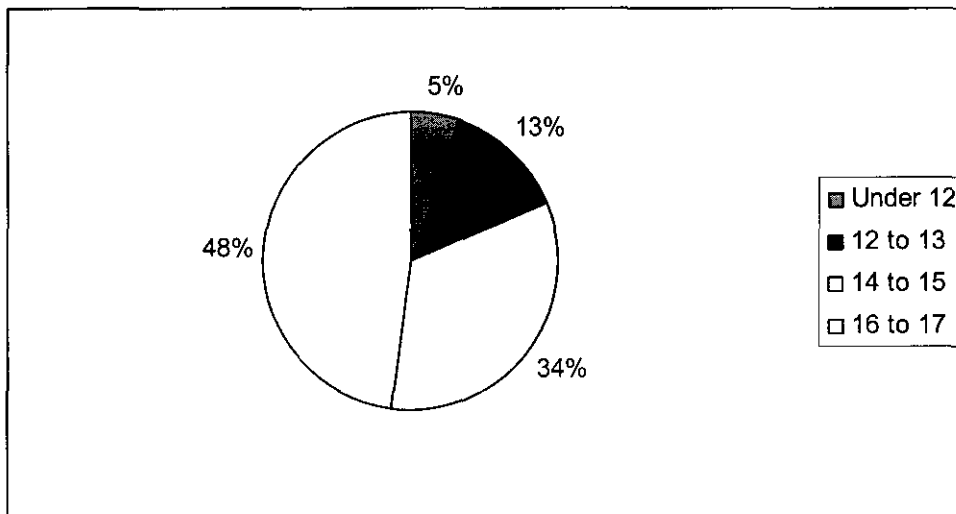
U.S. Census information indicates that crimes in Oakland are almost three times the national average; with 2,184 violent crimes per 100,000 residents, and 7,915 property crimes per 100,000 residents. As reported in the OPD's 2003 Annual Report, crime data city-wide was as follows: 109 homicides; 2,474 robberies; 268 reported rapes; 2,762 felony assaults; 4,568 burglaries; 12,551 total larcenies; 5,511 auto thefts; **8,148 reported juvenile crimes; 2,301 reports of child abuse, and 363 children placed in protective custody.**

√ Juvenile Arrest Data

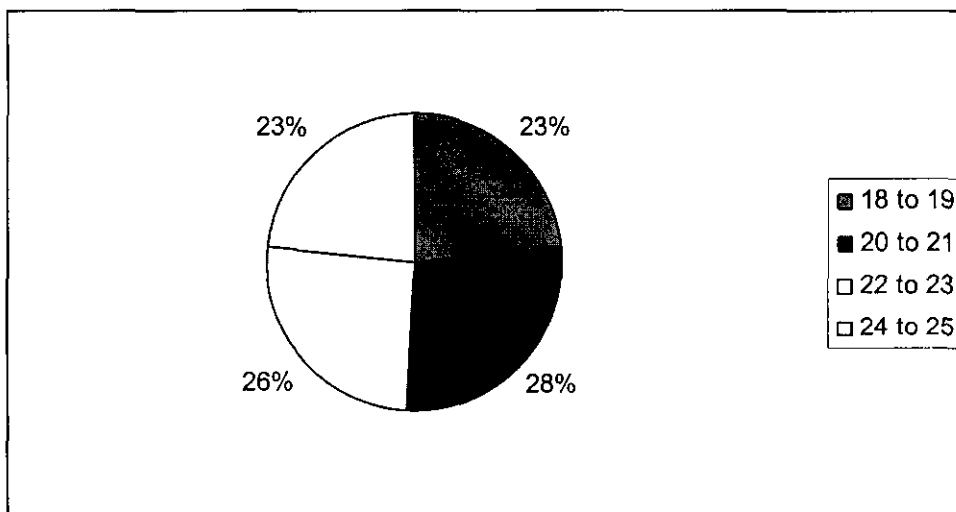
Arrest data was examined for youth under 18 and for young adults between the ages of 18 and 25. A single year data analysis was done for 2003, the most recent year data were available.

**Arrest Data for the City of Oakland
Age of Persons Arrested in 2003**

Under 18 Years



18 to 25 Years



- Youth ages 16 to 17 comprised almost half (47.8%) of all youth arrests. Those 14 to 15 years old comprised one third of all arrests.
- For those 18 to 25 years old, each of the age groups from 18-19 to 24-25 contributed similarly to the number of arrests.

An array of factors contribute to the concentration of juvenile delinquency risk factors in Oakland, including a high level of adult criminal activity. A child in Oakland is at risk of living with 5 times the level of violent crime as a child in nearby Berkeley and 400 times that of a child in neighboring Piedmont.¹ The latest public data on juvenile crime in Alameda County shows a considerable rise in violent crime; a huge rise in juvenile “prostitution” (exploitation and trafficking) and commercialized vice; and a steady rise in crimes against family, forgery and counterfeiting, burglary, motor vehicle theft, drug abuse violations, and vagrancy. On a given school day, an estimated 4,000 youth per day are truant from Oakland public schools – costing the district almost \$20 million a year in lost revenue and costing children, families, and communities lost opportunities that education provides.

√ Need for Continuum of Services

Strategies to interrupt the cycle of juvenile delinquency, inclusive of truancy abatement, must include a continuum of services for youth that will both prevent and suppress patterns of delinquent behavior. Prevention alone will not work, nor will suppression alone. A number of cities nationally have successfully reduced violence in their communities after multiple years of implementing a service continuum of prevention to suppression programs. Research suggests that Oakland needs a similar approach if significant gains are to be made and sustained over time.

To this end, the Department’s Truancy Prevention Program has been developed in response to the prevailing research of, and overwhelming need for, delinquency prevention services and juvenile crime abatement needs in Oakland.

Program Goals and Objectives

The Police Department, as part of the WOWSI program, seeks to continue its efforts related to truancy prevention at Lowell Middle School and McClymonds High School. The OPD will maintain and expand intervention services through mentoring and other youth-based services, which will help youths recognize and avoid destructive influences in their school, social and family lives centered around truancy, delinquency, violence, sexual behavior, drug use, and gang activity.

Primary program goals are:

Goal 1: To seek effective services for youth to reduce the likelihood of truancy and other youth-based crimes.

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Goal 2: Youth remain outside the juvenile justice system as a conscious choice.

Goal 3: Youth possess knowledge, skills, and attitudes needed to navigate challenges and opportunities through middle school and high school.

Goal 4: Youth are connected to a caring, supportive community that includes positive mentors and role models.

Goal 5: Youth envision and pursue positive goals towards a positive future as productive, pro-social members of the community

Program objectives include:

- 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 choices;
- Empower families to support youth's positive activities and efforts to succeed in school;
- Connect youth with pro-social peers;
- Link youth to highly structured program activities in the communities in which they live.
- Broaden the programmatic continuum to better serve all program youth.

SUSTAINABLE OPPORTUNITIES

Economic

Whenever possible, supplies and equipment used for the project will be purchased locally.

Environmental

There are no environmental opportunities associated with this report.

Equity

The Weed and Seed Truancy Prevention Program will assist in the Police Department's efforts to curb youth-based crimes and enhance police-community relations.

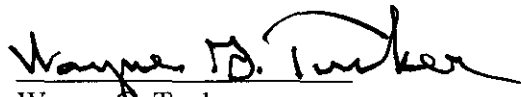
DISABILITY AND SENIOR CITIZEN ACCESS

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

RECOMMENDATION

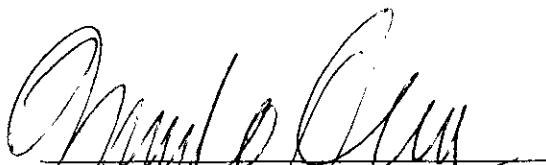
The Oakland Police Department recommends that the City Council authorize the City Administrator to accept grant funds in an amount not to exceed \$80,000 from the U.S. Department of Justice, Office of Justice Programs, Weed and Seed Support Grant Program, and authorize a Funding Agreement in an amount not to exceed \$40,000 with Safe Passages for implementation of the Truancy Prevention Program.

Respectfully submitted,


Wayne G. Tucker
Chief of Police

Prepared by: Candice Jessie
Fiscal Services Division
Bureau of Administration

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:


Office of the City Administrator

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OAKLAND CITY COUNCIL

[Signature]
City Attorney

RESOLUTION No. _____ C.M.S.

OFFICE OF THE CITY CLERK
OAKLAND

2005 JUN 28 PM 3:21

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO ACCEPT AND APPROPRIATE GRANT FUNDS IN AN AMOUNT NOT TO EXCEED EIGHTY THOUSAND DOLLARS (\$80,000) FROM THE U.S. DEPARTMENT OF JUSTICE, OFFICE OF JUSTICE PROGRAMS, COMMUNITY CAPACITY DEVELOPMENT OFFICE, WEED AND SEED SUPPORT GRANT PROGRAM TO THE POLICE DEPARTMENT, AND AUTHORIZE A FUNDING AGREEMENT IN AN AMOUNT NOT TO EXCEED FORTY THOUSAND DOLLARS (\$40,000) WITH SAFE PASSAGES FOR IMPLEMENTATION OF THE TRUANCY PREVENTION PROGRAM

WHEREAS, it is anticipated that grant funds totaling up to \$80,000 will be received from the U.S. Department of Justice, Office of Justice Programs, Community Capacity Development Office, Weed and Seed Support Grant Program for implementation of the West Oakland Weed and Seed Initiative (WOWSI) Truancy Prevention Program in the Police Department; and

WHEREAS, the Police Department desires to enter into a Funding Agreement with Safe Passages in an amount not to exceed forty thousand dollars (\$40,000) for truancy abatement and mentoring services associated with the program to be funded by the grant; 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; and

WHEREAS, the funding agency does not make allowances for Central Services Overhead charges amounting to \$6,482, and the Department hereby requests a waiver of said charges; 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 \$80,000 from the U.S. Department of Justice, Office of Justice Programs, Community Capacity Development Office, Weed and Seed Support Grant Program, to be allocated to the Federal Grant Fund: 2112, Police Neighborhood Services Org.: 105320, Crime Reduction Services Program: PS11, in a Project Account to be determined, for implementation of the Truancy Prevention Program; 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 \$40,000 for implementation of the Truancy Prevention Program funded by the grant, and be it

FURTHER RESOLVED: That City Central Services Overhead costs of \$6,482 (17.77%) are hereby waived; and be it

FURTHER RESOLVED: That grant funds received for the Weed and Seed Support Grant, 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 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