



CITY OF OAKLAND

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# AGENDA REPORT

TO: DEANNA J. SANTANA  
CITY ADMINISTRATOR

FROM: Sara Bedford

SUBJECT: Second Chance Act Juvenile Reentry  
Evaluation Funding Opportunity

DATE: November 19, 2012

City Administrator

Date:

Approval

11/25/12

COUNCIL DISTRICT: City-Wide

## RECOMMENDATION

Staff recommends that the City Council adopt a resolution authorizing the City Administrator 1) to accept and appropriate a Second Chance Act Juvenile Offender Reentry Evaluation Grant in an amount not to exceed \$750,000 from the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) and 2) to enter into two-year grant agreements with various public and non-profit partners named in the grant for an estimated amount not to exceed \$576,800 from January 1, 2013 through December 31, 2014.

## BACKGROUND/LEGISLATIVE HISTORY

In June of 2009, Measure Y began implementation of the Juvenile Justice Center/Oakland Unified School District (OUSD) Wraparound Services Strategy. This strategy provides case management and support services for youth leaving the Alameda County Juvenile Justice Center (JJC) and reconnecting with OUSD or other appropriate educational institutions. Case Managers work with a multidisciplinary team to promote school attendance and academic progress, family support, and employment as appropriate for youth, starting from the time a youth arrives at the JJC through their return home. Services are coordinated with Probation to support the successful completion of Court Orders and disengagement from the Juvenile Justice System. The OUSD Placement Coordinator whose position is partially funded by Measure Y and who is housed at the JJC interacts with all JJC stakeholders and makes the school and case management placements.

In 2010, the City of Oakland, Department of Human Services (DHS) as lead agency, applied for and received \$750,000 in one year funding (October 1, 2010 to September 30, 2011) from the U.S. Department of Justice (DOJ), Office of Juvenile Justice and Delinquency Prevention (OJJDP). This grant funding supported efforts to further develop and implement a comprehensive System of Community Reentry Support for Juvenile Offenders by expanding and

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enhancing the Measure Y supported Juvenile Justice Center (JJC) strategy. The grant funding provided for added case management hours (serving more Oakland youth), increased probation collaborative capacity, extensive cross-systems partner training, expanded evaluation (including process evaluation) and data sharing.

In 2011, DHS received a continuation grant of \$375,000 for one year (January 2012 to December 2012) from OJJDP to continue the work of the original grant.

In 2012, DHS was selected as one of five recipients across the country to receive additional funding to continue Second Chance services and participate in a national evaluation grant. This participation comes with additional funding of \$750,000 for two years (January 2013 to December 2014). Collaborative partners on the grant include: Alameda County Probation, Alameda County Health Care Services Agency (ACHCSA), Oakland Unified School District (OUSD), Bay Area Legal Aid, and Measure Y funded JJC strategy case management agencies.

Building upon the successes of earlier efforts, these DOJ grant funds will enable more reentry youth to continue to be served, and will continue to enhance system changes to create a seamless network of community support for reentry youth in Oakland. Of the \$375,000 monies awarded per year, \$288,400 will go to community based organizations and public partners part of the collaboration to provide services described in the analysis section of the report. The remaining funding will be for DHS accounting and administrative personnel, program supplies, travel, and indirect costs.

## OUTCOME

The target population for this grant are juveniles being released to Oakland from the Juvenile Justice Center between the ages of 13-18, and their families, who face the most significant challenges to successful reentry. Key outcomes include expedient enrollment in school, reductions in recidivism and continued development of a highly innovative, community-based reentry system.

As discussed in the evaluation section of this report, the JJC strategy has had a positive impact on participating youth. An independent evaluation focusing on the 447 youth served in this strategy since 2009 found that *"The overall rate of violent recidivism is quite low which bodes well for the goals of Measure Y. Specifically, just 24 out of the 447 served have been convicted of a crime classified as violent."*

The evaluation section of this report contains more information on the outcomes of this project.

## ANALYSIS

In addition to providing reentry youth with wraparound services, the aim of the Second Chance Project is systems change, through coordination of multiple partners across systems, in order to enable partners to work together most effectively to reduce juvenile recidivism. The Second Chance Project has built upon the significant investments that the collaborating partners have

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made to create a Transition Center at the JJC and a system of community reentry support for juvenile offenders.

Second Chance Juvenile Evaluation funds will be used for the following purposes (Note that all the agencies mentioned above were included in the original grant proposal awarded by OJJDP):

- Additional Case Management and Mental Health Services The following agencies will provide case management services to youth being released from the JJC:
  - \$37,200 per year for Youth Uprising to serve 14 youth in addition to their Measure Y contract
  - \$37,200 per year for The Mentoring Center to serve 14 youth in addition to their Measure Y contract
  - \$92,000 per year for East Bay Agency for Children to serve 32 youth, including mental health services
- Probation Coordination and Program Development Alameda County Probation Department will receive \$92,000 per year for a Unit Supervisor who will be stationed at the Transition Center and will be the Probation liaison for the case managers and will provide coordination services.
- Legal technical assistance Bay Area Legal Aid will receive \$20,000 per year to provide public benefits, education, family law and housing advocacy training to Case Managers working on this project.
- Data collection and evaluation In order to measure program effectiveness, and to assess final outcomes, \$10,000 is allocated per year for data collection and evaluation purposes – updating the service delivery database, matching client data to public systems data (OUSD and Probation) and conducting match data analysis. Cityspan and a statistician consultant will be contracted with to provide these services. The specific allocation between these two partners will be determined after an evaluation plan is developed.
- Operational support Grant funds in the amount of \$86,600 per year will be used for DHS to support the implementation of the grant and participate in the national evaluation, including portions of fiscal and program staff funded by the original Second Chance grant.

## COORDINATION

The JJC Strategy and Second Chance partnership is an extremely collaborative partnership with the City of Oakland Department of Human Services, Alameda County Health Care Services and Alameda County Probation as primary partners. Other key partners include: Oakland Unified School District, East Bay Asian Youth Center, East Bay Agency for Children, The Mentoring Center, California Youth Outreach, Youth Uprising, and Bay Area Legal Aid.

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Second Chance Grant Planning Meetings with all the key partners are held quarterly to review program updates from each partner, discuss implementation challenges and successes, and review evaluation results.

DHS and other Second Chance partners are participating in the Probation Department's convening of a monthly Juvenile Justice Multi-Disciplinary Collaborative with members who formerly participated in the JJC Oversight Committee with the purpose to improve cross-systems communication and collaboration between key partners who provide services and programs inside the JJC and Camp. This collaborative includes members from JJC facilities leadership staff, JJC health services leadership staff, Camp Sweeney, Transition Center, ACOE, and AC Library.

On October 30, 2012, DHS staff participated in a joint presentation of the Second Chance Collaborative at the national Annual Public Health Association (APHA) conference.

### COST SUMMARY/IMPLICATIONS

Approval of this resolution will authorize the City Administrator to accept and appropriate \$750,000 from the U.S Department of Justice Office of Juvenile Justice and Delinquency Prevention. The funds will be appropriated in the Department of Human Services Fund (2112), DHS Administration Organization (78111), G423210, and Fostering Safe and Healthy Communities Program (SC22). The required matching funds are available through Measure Y funding of the Juvenile Justice Strategy.

There is no negative impact to the General Fund. DHS will utilize current Measure Y staff to manage resources; no new staff will be required to manage these new resources. These funds are fully cost covering.

### PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

Organizations are required to enter program data, including specific client information and recorded service levels, in an electronic database. Grantees are required to submit quarterly progress reports via the database that include the number of clients that have reached the intended benchmarks. Payment will be contingent upon grantees reaching their benchmarks.

Through Measure Y and previously awarded federal Second Chance funds, several evaluations of the JJC Strategy has been conducted, including both process and outcome evaluations. Measure Y evaluations can be found on the Measure Y website, [www.measurey.org](http://www.measurey.org). The Measure Y independent strategy level evaluation, conducted by RDA for FY 2010-11, found among their most important findings:

- Juvenile probationers who reside in Oakland *are being re-enrolled within one day of release*. The JJC strategy eliminates barriers to enrollment by co-locating educational placement services at Juvenile Hall.
- JJC clients who received case management *experienced significant decreases in criminal justice involvement* after enrolling in the program, suggesting that program

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participation can protect against recidivism.

Through the Second Chance funds, an additional outcome evaluation was conducted by Dr. Laura Abrams, a researcher at UCLA with significant expertise in the field of juvenile justice. Her analysis (Attachment A) included the following conclusions:

- “It is important to note that compared to other youth served by probation in this same time frame, *JJC youth had, on average a 1.2 point higher risk score* than those who weren’t served, which was statistically significant (15.4 vs. 14.2  $p < .01$ ), yet both still in the ‘moderate’ range.” This indicates that the program is serving high risk youth who are likely to be involved in violence.
- “Overall, the *recidivism rate hovers around 26% of the youth served*, which is potentially lower than expected based on studies with similar populations (Weibush et al., 2005), but needs to be examined in relation to youth who were not served by the program for more concrete information about recidivism reduction.
- *The overall rate of violent recidivism is quite low* which bodes well for the goals of Measure Y. Specifically, just 24 out of the 447 served have been convicted of a crime classified as violent.

## SUSTAINABLE OPPORTUNITIES


**Economic:** Providing case management, school enrollment and wraparound support services to youth returning from the Juvenile Justice Center will potentially decrease the recidivism rates for this population and, therefore, enable young people at risk of violence to become reintegrated in an educational environment, so they can become contributing members of their community.

**Environmental:** There are no environmental opportunities at this time.

**Social Equity:** Providing opportunities for at-risk youth assist youth and families in Oakland in achieving a greater degree of social equity by improving school performance, improving employment opportunities and providing support services.

For questions regarding this report, please contact Priya Jagannathan, Interim Manager of Measure Y Programs, at 510-238-2360.

Respectfully submitted,

  
SARA BEDFORD, Interim Director  
Department of Human Services

Prepared by: Priya Jagannathan  
Interim Manager, Measure Y Programs

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Approved as to Form and Legality

  
City Attorney

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## OAKLAND CITY COUNCIL

RESOLUTION NO. \_\_\_\_\_ C.M.S.

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**A RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR 1) TO ACCEPT AND APPROPRIATE A SECOND CHANCE ACT JUVENILE OFFENDER REENTRY EVALUATION GRANT IN AN AMOUNT NOT TO EXCEED \$750,000 FROM THE U.S. DEPARTMENT OF JUSTICE, OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION (OJJDP) AND 2) TO ENTER INTO TWO YEAR GRANT AGREEMENTS WITH VARIOUS PUBLIC AND NON PROFIT PARTNERS NAMED IN THE GRANT FOR AN ESTIMATED AMOUNT NOT TO EXCEED \$576,800 FROM JANUARY 1, 2013 THROUGH DECEMBER 31, 2014**

**WHEREAS**, the City of Oakland voters passed Measure Y, the Violence Prevention and Public Safety Act of 2004, in November 2004, approving a series of taxes to support violence prevention objectives, programs and services to reduce violence among children, youth and young adults in Oakland; and

**WHEREAS**, Measure BB, a revision of Oakland's 2004 Measure Y, passed by voters in the City of Oakland on November 2, 2010 revised Measure Y by suspending the requirement that the City maintain at least 739 police officers in order to collect funds from Measure Y; and

**WHEREAS**, the City of Oakland in Alameda County, California, confronts some of the nation's most critical juvenile crime and recidivism challenges; and

**WHEREAS**, the City of Oakland through Measure Y currently funds the Juvenile Justice Center (JJC) Wraparound Strategy serving youth and their families returning to Oakland from the JJC; and

**WHEREAS**, the City of Oakland, Department of Human Services (DHS) previously applied for and received a grant for \$750,000 from the U.S Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) Grant for a Second Chance Act Juvenile Offender Reentry Grant in 2010 and then a subsequent continuation grant of \$375,000 in 2011; and

**WHEREAS**, DHS is seeking authorization to allocate another continuation and evaluation Second Chance grant applied for and received, for \$750,000 from the U.S Department of Justice, Office of Juvenile Justice and Delinquency Prevention Grant for a Second Chance Act Juvenile Offender Reentry Grant from January 1, 2013 through December 31, 2014; and

**WHEREAS**, the City of Oakland DHS seeks to enter into grant agreements in amounts not to exceed \$74,000 each with The Mentoring Center and Youth Uprising to expand the case management services provided to youth leaving the Juvenile Justice Center funded by Measure Y; and

**WHEREAS**, the City of Oakland DHS seeks to enter into a grant agreement in an amount not to exceed \$184,000 with East Bay Agency for Children to continue their case management and mental health services provided to youth leaving the Juvenile Justice Center; and

**WHEREAS**, the City of Oakland DHS seeks to enter into a grant agreement in an amount not to exceed \$184,000 with Alameda County Probation to provide funding for a Probation Unit Supervisor to work with case managers and other partners to coordinate services for reentry youth; and

**WHEREAS**, the City of Oakland DHS seeks to enter into a grant agreement in an amount not to exceed \$40,000 with Bay Area Legal Aid to provide public benefits, education, family law and housing advocacy training for partners working on this project, as well as direct legal support services; and

**WHEREAS**, the City of Oakland DHS seeks to enter into grant agreements in an amount not to exceed \$20,000 with Cityspan and a contractor to be selected through the three-bid process to provide data collection and evaluation purposes and will determine the precise allocation to each partner at a later date without returning to Council; and

**WHEREAS**, the City of Oakland DHS will use \$173,200 for contract administration and operational support of the project; now therefore be it

**RESOLVED:** That the City Administrator is hereby authorized to accept and appropriate the aforesaid grant in the amount of \$750,000 for the time period January 1, 2013 through December 31, 2014 into the Department of Human Services Fund (2112), DHS Administration organization (78111), Second Chance Project (G423210); and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized to execute and enter into grant agreements or contracts for the time period of January 1, 2013 through December 31, 2014 with the following agencies: Alameda County Probation for \$184,000, Bay Area Legal Aid for \$50,000, East Bay Agency for Children for \$184,000, The Mentoring Center for \$74,400, Youth Uprising for \$74,400, and Cityspan and another contractor selected through a three bid process in an amount not to exceed \$20,000; and be it

**FURTHER RESOLVED:** That \$173,200 will be allocated to DHS for operational support and contract administration; and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized and directed to accept and appropriate any additional grant funding related to this grant, and execute grant agreements with the aforementioned agencies in future years without returning to Council; and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized to conduct all negotiations, execute and submit all documents, including but not limited to applications, agreements, amendments, modifications, payment requests and related actions which may be necessary to carry out the basic purpose of this resolution; and be it

**FURTHER RESOLVED:** That said agreements shall be approved as to form and legality by the Office of the City Attorney and placed on file in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_

**PASSED BY THE FOLLOWING VOTE:**

AYES- BROOKS, BRUNNER, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, SCHAAF, and  
PRESIDENT REID

NOES-

ABSENT-

ABSTENTION-

ATTEST: \_\_\_\_\_  
LATONDA SIMMONS  
City Clerk and Clerk of the Council  
of the City of Oakland, California