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July 18, 2006

Oakland City Council  
Oakland, CA

RE: Supplemental Report from Safe Passages providing Additional Information regarding the Creation of the Youth Ventures Joint Powers Authority for Children and Youth Issues between the City of Oakland, Alameda County and the East Bay Community Foundation

Dear President De La Fuente and Members of the City Council:

At the July 11, 2006 Life Enrichment Committee meeting, Safe Passages presented a report requesting that the Council approve a resolution authorizing the creation of the Youth Ventures Joint Powers Authority (JPA) for children and youth issues between the City of Oakland, Alameda County and the East Bay Community Foundation. The Committee requested additional information regarding the funding leveraged by Safe Passages, other JPA models, and the core mission of the proposed Youth Ventures JPA.

Safe Passages submitted the attached supplemental report providing the requested information.

FORWARDED TO CITY COUNCIL:

  
Office of the City Administrator

Item No. \_\_\_\_\_  
City Council  
July 18, 2006



safepassages

## City Council Supplemental Report

TO: Oakland City Council  
FROM: Josefina Alvarado Mena, Executive Director Safe Passages  
DATE: July 18, 2006

**RE:** *A Supplemental Report to the recommendation for the creation of the Youth Ventures Joint Powers Authority Agreement for children and youth issues between the City of Oakland and Alameda County.*

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At the request of the Life Enrichment Committee on July 11, 2006, Safe Passages is submitting this supplemental report with the following information:

- 1) Funding leveraged by Safe Passages in 2005 and throughout the 10 years existence of the collaboration.
- 2) Research on other existing JPAs throughout the country.
- 3) Mission, principles, and core functions of the proposed Youth Ventures JPA.

### LEVERAGED FUNDING

The City of Oakland has been a key partner in the work of Safe Passages since its inception in 1996. Safe Passages was founded through the Robert Wood Johnson Foundation's (RWJF) Urban Health Initiative (UHI), a ten-year funding commitment to five selected cities across the United States. The goal of the initiative was to systematically improve the health and safety of children in high-need urban centers.

Subsequently, as a condition for RWJF continuing its annual UHI investment of approximately \$1 million per year, local public entity partners serving children signed an MOU committing match funding for core (non-Strategy) operations of the initiative.

The City of Oakland, the County of Alameda, and Oakland Unified School District each committed to contribute \$150,000 per year to the core operations of the initiative. The creation of a county-wide Joint Powers Authority will continue the City's existing funding commitment and will not create new fiscal responsibilities for the City.

In the last ten years, the City of Oakland's annual contribution to Safe Passages has successfully leveraged the following major funding sources for services for children and youth (over \$46.1 million new or redirected dollars total):

**Over Lifetime of Collaborative:**

- **Private Foundations** **\$9,643,297**
- **Alameda County** **\$12,512,494**  
(Health Care Services, Social Services, Tobacco Settlement, EPSDT Expansion)
- **Oakland Unified School District** **\$2,553,656**  
(School Site Budgets and LEA Medical \$ redirected to Safe Passages MS Strategy)
- **Federal Grants** **\$20,659,673**
  - US Dept. Health and Human Services (ELOA,  
New Beginnings) \$1,386,300
  - US Dept. of Justice Grants (Safe Start) \$816,000
  - Additional Title I \$50,000
  - 21<sup>st</sup> Century After-School \$18,407,373
- **State Funds** **\$752,001**  
(State Asset Forfeiture fund, Board of Corrections, AB113)

In addition, the collaborative has facilitated the acquisition of new grant dollars. Grants such as the federal Early Learning Opportunities Act and New Beginnings, both for services for young children and their families exposed to domestic and community violence, require that applicants prove a coordinated service delivery structure. Safe Passages has been actively engaged in designing and supporting the development of the infrastructure required to support these complex cross jurisdictional projects. These grants also required Safe Passages to facilitate one single coordinated grant application that involves the partnering of several County, City, OUSD departments and lead community service providers in the grant application.

Last year alone, Safe Passages leveraged its \$1.4 million core operating budget into approximately \$14 million in new programmatic funding for services for the City of Oakland’s children and youth. This leveraged sources include: private foundations, federal grants (US DHHS (ELOA, New Begin, US DOJ Safe Start, 21st Century After-School), state funds (Board of Corrections, AB113), Alameda County (Health Care Services, EPSDT/Medical, Tobacco Settlement), Oakland Unified School District (General Fund, School Site Budgets, LEA Medi-Cal).

**Joint Powers Authority (JPA) Research**

A Joint Exercise of Powers Authority, commonly known as a Joint Powers Authority (JPA), by its definition allows a range of configurations for a variety of purposes. The California JPA structure is defined by the Joint Exercise of Powers Act, California Government Code sections 6500-6534. The language within the Code allows for a variety of purposes by stating that, “...two or more public agencies by agreement may jointly exercise any power common to the contracting parties...”

The following are requirements of the Legislature for a JPA:

- ✓ Name a treasurer;

- ✓ Have a conflict of interest code;
- ✓ Have periodic financial audits;
- ✓ Grand Jury has authority to examine joint powers agencies in conformance with Article 925a of the California Penal Code;
- ✓ Meetings of JPA are properly noticed and conducted in public conformance with the Ralph M. Brown Act (open meeting law);
- ✓ Financial operations of JPA are annually audited by an independent auditor;
- ✓ Copies of the financial audits are regularly filed with the Auditor of the county in which the JPA operates and are available to the public;
- ✓ File with the office of the California Secretary of State:
  - An initial notice of formation,
  - Periodic updates of organizational changes.

As a result of these broad guidelines, there are numerous JPAs that provide assorted functions. Within the broad limitations of the Code, the agreements entered into by these varied agencies have a range of structures. After an exhaustive search, it was determined that there are many JPAs that exist and operate cross-jurisdictionally in the United States to perform a variety of functions, but few that serve youth and families directly. Whatever the purpose, many agencies identified the JPA as a functional structure for maximized efficiency with respect to coordination, development and collaboration.

JOINT POWERS AUTHORITY

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JPA Within Alameda County	Partners	Budget	Voting Structure
Alameda County Transportation Authority (and ACTIA)	Alameda County All cities in Alameda County	\$0.005 sales tax (Measure B) Grants fund gaps	Majority rule Each member has one vote.
Alameda County Congestion Management Authority	Alameda County All cities in Alameda County Union City Transit Authority AC Transit District Bay Area Rapid Transit District Livermore Amador Valley Transit	\$0.09 per gallon statewide fuel tax Grants Member Agencies Exchange Fund Interest ACTIA Measure B Miscellaneous	Majority rule Weighted majority based on population
Alameda County Waste Management Authority	Alameda County All cities in Alameda County Oro Loma Sanitary District Castro Valley Sanitary District	Measure D Facility Operator Fees Mitigation Fees	Majority rule To account for population: Each member has 1 vote, except Oakland (3), County (2)
Chabot Space and Science Center	City of Oakland Oakland Unified School District East Bay Regional Park District East Bay Astronomical Society	One partner contributes 180K Approx.: 33% gate admission, facility rentals 33% Foundations, Corporations, Indiv. 33% Gov-related org. (NSF,NASA)	(Awaiting agreement in mail)
Associated Community Action Program	Alameda County 12 cities in Alameda County	(Awaiting response)	(Agreement not available at Recorder's office)

<b>JPA</b> <b>Out of Alameda County</b>	<b>Partners</b>	<b>Budget</b>	<b>Voting Structure</b>
Sacramento Employment Training Agency	City of Sacramento County of Sacramento	Federal Grants Welfare (COSTA)	Majority rule Each member has one vote
Fouts Springs	Solano County Colusa County	Fees from ward's counties Federal, State, Intergovernmental (tied to ward population)	Not stated in agreement
Kern County Network for Children	Kern County County Superintendent of Schools	Initial funding from County—FPSP County, Superintendent, State, Federal, Grants	Not stated in agreement ED does not vote
San Diego Model School	City of San Diego San Diego Schools San Diego Redevelopment Agency San Diego Housing Authority	Partner contributions Redevelopment Authority CDBG	Majority rule Each director has one vote
Los Angeles Housing Services Agency	City of Los Angeles County of Los Angeles	City funds—general, housing County funds- general, shelter FEMA, CDBG, CalWorks, etc.	Majority rule Each member has one vote

## Mission, Core Principles, Functions and Limitations of Proposed JPA

### *Mission*

As written in the JPA agreement:

“The Mission of the JPA shall be to advocate for children, youth and families in Alameda County with a special emphasis on vulnerable populations.”

### *Core Principles*

The JPA will operate in accordance with core principles intended to support and implement this mission:

- Creation and institutionalization of inter-agency and intra-agency support systems and strategies;
- Data-driven, collaborative decision-making;
- Protection of individual privacy and confidentiality;
- Resource development, expansion, leveraging and pooling;
- Mutual responsibility for meaningful outcomes;
- Joint credit for success;
- Promotion of best practices.

### *Functions and Goals*

<b>Function</b>	<b>Goal</b>
POLICY DEVELOPMENT, IMPLEMENTATION, & ADVOCACY	<p>Facilitate improvements in the health and well being of children, youth, and families within cities and the county as a whole.</p> <p>For the past five years, Safe Passages has successfully gained the support from school principals to allow direct service delivery of mental health programs and case management in their schools. The success of this new policy has resulted in an investment of over \$10 million in county managed mental health Medicare funds in Oakland public schools. In addition, school sites themselves have invested in hiring full time staff to coordinate these programs on site.</p>
COORDINATION	<p>Facilitate cross-jurisdictional coordination of efforts targeting children, youth, and families. Reduce duplication of efforts and maximize both new and existing resources.</p> <p>Today, the County of Alameda coordinates service delivery with Oakland Unified district schools and early childhood centers and with City of Oakland’s Head Start Programs.</p>
COMMUNICATION	<p>Disseminate information regarding policy development, research, best practices, resource development, and new and existing initiatives. Market services to target populations. Market strategies to potential funders. Advocate for systems change efforts.</p>

	Over 40,000 families are reached annually through direct mail and through radio talk shows.
RESEARCH & EVALUATION	Data gathering, integration, and analysis to continuously assess the well being of children, youth, and families as well as the effectiveness of new and existing strategies to meet the needs of those populations. Identification and analysis of best practices.
DESIGN & INCUBATION OF INNOVATIVE SERVICE DELIVERY SYSTEMS	Use data and best practices to guide the development of innovative cross-agency approaches to better meet the needs of children, youth, and families. Assist in the design of funding/leveraging plans to support implementation. Administer the start-up and implementation of strategies as needed to test viability and evaluate effectiveness. Build capacity within public systems to implement innovative strategies. Facilitate the institutionalization of effective strategies within partner entities for long-term implementation.  Under the Youth Offender Strategy, Pathways to Change was designed and incubated through funding from the Oakland Police Department. This program was deemed successful and has been institutionalized through Measure Y funds and under the auspices of the Mentoring Center.
RESOURCE DEVELOPMENT	Administer and coordinate resource development strategies to secure new resources and the redirection of existing resources to perform the functions of the proposed organization and support long term implementation of innovative service delivery systems for children, youth, and families.

Respectfully Submitted,




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Josefina Alvarado Mena  
Executive Director  
Safe Passages