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AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Amendment to HSD MOU with OUSD
to Increase Student Attendance

DATE: November 9, 2017

City Administrator Approval

Date:

11/21/17

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Execute An Amendment To The Memorandum Of Understanding Between The City And The Oakland Unified School District To Reduce Chronic Absenteeism And Increase Student Attendance In Order To Extend The Agreement For Fiscal Years 2017-2018 And 2018-2019 For The Provision Of Two Case Manager Positions.

EXECUTIVE SUMMARY

This report requests authorization for an amendment to the Memorandum of Understanding (MOU) with the Oakland Unified School District (OUSD) to continue a coordinated effort to reduce chronic absenteeism and improve student academic outcomes. The MOU documents the expectations of the City and OUSD for the assignment and management of case managers funded by the City. This report also provides updated information on the impact of targeted services provided by the case managers in assigned OUSD schools. At all schools assigned consistent case management services during the 2016-2017 school year, the percentage of students identified as severely or moderately chronically absent declined.

BACKGROUND / LEGISLATIVE HISTORY

The MOU to establish responsibilities and expectations for the effort between the City and OUSD to reduce chronic absenteeism was first approved on January 2016 (Resolution No. 85988 C.M.S). The MOU term covered a term expiring June 30, 2017. The City of Oakland Fiscal Year (FY)2017-2019 Adopted Budget continues the funding for two case managers hired by the City to support the joint effort to reduce chronic absenteeism.

ANALYSIS AND POLICY ALTERNATIVES

Research shows that children chronically absent in kindergarten and 1st grade are much less likely to read at grade level by the end of 3rd grade. By 6th grade, chronic absences are a proven

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early warning sign for students at risk of dropping out of school. OUSD has established district-wide targets to reduce chronic absence to 5 percent of students at every school (currently it is 10 percent).

Both OUSD and the City have funded case manager positions in a coordinated effort to establish services in elementary schools with the highest rates of absenteeism. The City provided funding for two case managers in the 2015-2017 budget year, and continued funding for 2.0 FTE Case Manager II positions in the 2017-2019 Adopted Budget. The District funded one position during this period. This proposed amendment extends the term of the MOU which establishes the City and OUSD responsibilities for coordination and support, through June 30, 2019.

Case managers provide case management services to identified chronically absent/truant students and work with the school administrator and staff to develop school wide strategies to support increased attendance. Case managers were assigned to schools with high absenteeism to shift the students out of chronic absenteeism. Case managers also work with families, teachers, and other resource organizations to help support students to improve their attendance. The Coordinator of Attendance and Discipline Support Services coordinates case manager workloads and provides ongoing support for supervision, professional development and problem solving.

In FY2015-2016, the case managers were assigned schools and student caseloads and became familiar with the school site attendance issues, site leadership, Coordination of Service Team (COST) and attendance teams, and access to data on attendance available in the OUSD Aeries database. In FY 2016-2017, both City positions were filled at the start of the school year; one of the City positions was subsequently vacated. Data is available for this report on the results for two schools assigned case management under the remaining and presently filled position and for two schools assigned by OUSD for the District funded position.

Attachment A shows chronic absence rates for OUSD and for the six schools provided with case managers. Students are moderately chronically absent if their attendance rate is below 90 percent, severely chronically absent if their attendance rate is below 80 percent, and at risk of chronic absence if the attendance rate is below 95 percent. Students with an attendance rate of 95 percent or higher have satisfactory attendance. The chronic absence rate for the six schools shown in the attachment indicates the percentage of students which were classified as severely chronically or moderately chronically absent.

For OUSD as a whole in the 2016-2017 school year, the percentage of students identified as chronically absent is 13.2 percent. As of fall 2017 OUSD reports that 21 schools are struggling with severe chronic absenteeism. For these schools, 20 percent or more of students are identified as chronically absent. This is a reduction from the 28 schools struggling with severe chronic absenteeism last year.

The data in **Attachment A** indicates that the percentage of students identified as severely or moderately chronically absent has decreased to date in the 2016-2017 school year for the schools New Highland, Howard, Horace Mann and Reach Elementary. These schools have received consistent case management services over the school year through the position

funded by the City (Horace Mann and Howard) or the position funded by OUSD (Reach). Between last year and this school year, Horace Mann is showing a drop from 21.5 to 16.9 percent of students as of June 2017 identified as chronically absent. Howard Elementary is showing a drop from 23.3 to 18.7 percent of students classified as chronically absent.

OUSD also provided information that 26 of the 30 students on the caseload of the case manager for Howard and Horace Mann schools show improved attendance. Of the 30 students, 21 were with OUSD last year. Of the 21 students, 9 now have 90 to 95 percent attendance, and 10 have attendance rates between 85 and 89 percent. OUSD's case manager shows similar results at Reach Elementary, where between the 2015-2016 and 2017-2018 school years the percentage of students identified as chronically absent has dropped from 23.3 to 20 percent.

FISCAL IMPACT

There is no fiscal impact associated with the adoption of the proposed resolution. The City of Oakland's FY2017-2019 Adopted Budget includes 2.0 FTE Case Manager II positions specifically to support the coordinated effort with OUSD to reduce chronic absenteeism. One of the case managers is budgeted with ongoing funding, and the other case manager is funded one-time from January 1, 2018 through June 30, 2019. Funds for two case managers are budgeted in the General Purpose Fund (1010), Youth Services Organization (78251), HSD - Chronic Absenteeism – OUSD Project (1000304).

PUBLIC OUTREACH / INTEREST

This report contains information of public interest as it is directly related to the safety and education of Oakland youth within the City of Oakland.

COORDINATION

HSD's Children & Youth Division coordinated with the Oakland Unified School District and the Office of the City Attorney to develop the MOU, report, and resolution.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

OUSD tracks improvements in student attendance through this effort and reports back annually.

SUSTAINABLE OPPORTUNITIES

Economic: There are no economic opportunities identified in this report.

Environmental: No environmental opportunities have been identified.

Social Equity: This report provides valuable information to the Oakland community regarding efforts to ensure equal educational outcomes for all Oakland youth.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Execute An Amendment To The Memorandum Of Understanding Between The City And The Oakland Unified School District To Reduce Chronic Absenteeism And Increase Student Attendance In Order To Extend The Agreement For Fiscal Years 2017-2018 And 2018-2019 For The Provision Of Two Case Manager Positions.

For questions regarding this report, please contact Sandra Taylor, Manager, Children and Youth Services, at 238-7163.

Respectfully submitted,


SARA BEDFORD
Director, Human Services Department

Prepared by:
Sandra Taylor, Manager
Children and Youth Services Division

Attachments (1):

A – OUSD Chronic Absence Data



ATTACHMENT A

Chronic Absence Data City of Oakland Report Fall 2017

District Wide Chronic Absence

2016-2017	YTD October 2017	Increase Decrease
13.2%	10.2%	- 3.0%

Chronic Absence Rates Breakdown

Chronic Absence Rates	Number of sites 2016-2017
None (below 10%)	30
Moderate (10% - 19.9%)	35
Severe (20% or Higher)	21

Case Management Sites

Site Name	CA Rate 2015-2016	CA Rate 206-2017	Increase/Decrease
New Highland	15.7%	10.5%	- 5.20%
Howard*	23.3%	18.7%	- 4.6%
H. Mann*	12.5%	16.9%	- 4.6%*
Reach	23.3%	20.0%	- 3.3%
Rise**	15.9%	15.9%	0.0%
East Oakland Pride**	16.8%	17.7%	+0.9%

*City Of Oakland Case Manager

CA-Chronic Absence

**Current CA rate at Rise is 11.8% (-4.1%). Current CA rate at East Oakland Pride is 10.7% (-7.0%)

Horace Mann/Howard Student data

- 30 students on caseload-26 showed improved attendance
- 9 students new to the sites. ○ 7 ended the year moderate or at risk (83%-92%)
- 21 returning students ○ 10 moved from severe to moderate (Below 80% to over 80%) ○ 9 moved from moderate to at-risk (From 80-89% to 90-94%)

Reach/East Oakland Pride Student data

- 30 students on caseload -24 showed improved attendance
- 7 moved from below 70% to 70-79%
- 15 moved from severe to moderate (below 80% to 80-89%)
- 2 moved from moderate to at risk (below 80% to 90-95%)

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OAKLAND CITY COUNCIL


City Attorney

RESOLUTION No. _____ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO EXECUTE AN AMENDMENT TO THE MEMORANDUM OF UNDERSTANDING BETWEEN THE CITY AND THE OAKLAND UNIFIED SCHOOL DISTRICT TO REDUCE CHRONIC ABSENTEEISM AND INCREASE STUDENT ATTENDANCE IN ORDER TO EXTEND THE AGREEMENT FOR FISCAL YEARS 2017-2018 AND 2018-2019 FOR THE PROVISION OF TWO CASE MANAGER POSITIONS

WHEREAS, efforts to reduce chronic absenteeism and improve school attendance are strongly aligned with the citywide goals to promote student success in school, to prevent violence and youth involvement in gangs, and to ensure a healthy transition to adulthood for all of Oakland's youth; and

WHEREAS, when students miss too much school it can cause them to fall behind academically and research shows that children chronically absent in kindergarten and 1st grade are much less likely to read at grade level by school the end of 3rd grade; by 6th grade, chronic absences are a proven early warning sign for students at risk of dropping out of school; by 9th grade, good attendance can predict graduation rates even better than 8th grade test scores; and

WHEREAS, the Oakland Unified School District (OUSD) has established district-wide targets to 1. Reduce chronic absence to 5% of students at every school, 2. Ensure that 85% of students attend school 95% of days annually, and 3. Reach an average daily attendance (ADA) rate of 98% at every school; and

WHEREAS, City and OUSD executed a Memorandum of Understanding ("MOU") for City to fund two case manager positions to support the joint effort to reduce chronic absenteeism for fiscal years 2015-2016 and 2016-2017; and

WHEREAS, the MOU expired June 30, 2017 and City wishes to amend the MOU to extend the term for an additional two years through June 30, 2019 and continue to provide funding for two case manager positions; and

WHEREAS, OUSD has identified strategies to address attendance including the provision of targeted support provided to schools with high rates of chronic absence to help build site capacity to manage attendance, engagement of families and the community around the importance of attendance, and the hiring of case managers during the 2017-2019 school year to support ten elementary schools with high rates of chronic absenteeism, including two positions funded by the City of Oakland and two positions funded by OUSD; and

WHEREAS, 2.0 FTE Case Manager II positions were included in the FY 2017-2019 Adopted Budget for the aforementioned purpose to strengthen the partnership with OUSD to reduce chronic absenteeism; and

WHEREAS, funding for these positions are budgeted in the General Purpose Fund (1010), Youth Services Organization (78251), HSD Chronic Absenteeism OUSD Project (1000304; now, therefore be it

RESOLVED: That the City Council hereby authorizes the City Administrator to execute the Amendment to the Memorandum of Understanding (MOU) with OUSD for the purpose of continuing the agreement for the provision of two case workers funded and hired by the City to help reduce chronic absenteeism and increase student attendance at school sites for the period FY 2017-2018 and 2018-2019; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized without returning to Council, 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 for the above referenced MOU; and be it

FURTHER RESOLVED: That said MOU shall be reviewed as to form and legality by the Office of the City Attorney and copies will be filed in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLEN, KALB, KAPLAN, and PRESIDENT REID

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____
LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California