

# CITY OF OAKLAND

## AGENDA REPORT

FILED  
OFFICE OF THE CITY CLERK  
OAKLAND

To: 2010 MAR 19 11:40 AM Office of the City Administrator  
Attn: Dan Lindheim  
From: Police Department  
Date: March 23, 2010

**Re: A Report and Proposed Resolution Authorizing the City Administrator, on Behalf of the City of Oakland, to Accept and Appropriate Supplemental Grant Funds in an Amount Not to Exceed Ninety Thousand Dollars (\$90,000) from the State of California, Corrections Standards Authority, Title II Formula Grants Program for Three-Month Continuation Funding Associated with Implementation of the Paragon Project in the Police Department**

### SUMMARY

A resolution has been prepared authorizing the City Administrator, on behalf of the City of Oakland, to accept and appropriate supplemental grant funds in an amount not to exceed \$90,000 from the State of California, Corrections Standards Authority, Title II Formula Grants Program. The proposed supplemental program term is April 1, 2010 to June 30, 2010

### FISCAL IMPACT

Approval of the proposed resolution will authorize the acceptance and appropriation of supplemental grant funds from the State of California, Corrections Standards Authority, for the Police Department's Paragon Project. Funding will be appropriated to the State of California, Corrections Standards Authority Grant Fund (2152); Youth and Family Services Division Org. (102350); Youth and Family Services Division Program (PS03), in a Project Account to be determined. The program shall be managed by the Commander for the Youth and Family Services Division. There is no matching funds requirement. Proposed expense allocations are as follows:

Use of Funds	Cost
Donald P. McCullum Youth Court	\$76,500
Program Supplies / Brochures / Duplication (\$1,500/mo x 3/monts)	\$4,500
Technological Supplies (Hardware and Software)	\$9,000
<b>TOTAL GRANT FUNDS</b>	<b>\$90,000</b>

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## BACKGROUND

In February 2007, the Police Department was awarded grant funds in the amount of \$1,500,000 from the State of California – Corrections Standards Authority, for implementation of the Paragon Project. Through enactment of the Paragon Project, the OPD, in collaboration with Donald P. McCullum Youth Court (MYC), focuses on several crucial youth violence and delinquency prevention goals: 1) the expanding of *early intervention* and diversion services, rendering them even more strategic and effective by providing enhanced and expanded *gender responsive and gender specific (GRGS)*<sup>1</sup> services; 2) building organizational capacity for the Department and MYC to develop and implement gender responsive services; 3) the establishment of a network of providers informed about and committed to providing services to youth offenders in developmentally appropriate, culturally competent, gender responsive ways; 4) education and increased understanding and collaboration among the City of Oakland's public safety personnel, MYC stakeholders, and the broader community as a whole with regard to youth issues, including juvenile delinquency and Disproportionate Minority Contact.

## KEY ISSUES AND IMPACTS

### The Paragon Project Restorative Peer Justice Utilizing Gender Responsive and Gender Specific Services

The Paragon Project expands upon core elements of MYC's services, namely *restorative justice, peer accountability, peer support, and leadership development*; all of which aim to empower youth to make a difference in their own lives and the lives of others.

A solid body of science has studied and documented core differences between male and female youth offenders in terms of their behaviors, self perceptions, motivations, and needs.<sup>2</sup> A substantial body of research profiles girls' gender specific needs and strengths --including female youth offenders.<sup>3</sup> As gender specific studies of girls emerged, an assumption was made that the

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<sup>1</sup> "Gender responsive" here refers to strategies and services that take gender-based needs and resilience into account; "gender specific" refers to strategies and services that address a need or issue that is considered to be associated one of the genders and/or to refer to services or programming that are provided to either females or males and delivered to one or the other separately. However, GRGS is not a code name for "girls services," nor does it refer simply to separate programming for male and female youth, or same-gender matching of staff and clients.

<sup>2</sup> Finley, K.A. (2005). *Gender differences among truant youth*. National Center for School Engagement report. Denver, CO: Colorado Foundation for Families and Children; Laundra, K.H. et al. (2002). "A social development model of serious delinquency: Examining gender differences." *The journal of primary prevention*, Volume 22, Number 4, pp 389-407 (19); Kim, J.Y.S & Fendrich, M. (2002). "Gender differences in juvenile arrestees' drug use, self reported dependence, and perceived need for treatment." *Psychiatric services*. January, 53:70-75.

<sup>3</sup> Acoca, L. (1998). "Outside/inside: The violation of American girls at home, on the streets and in the juvenile justice system." *Crime and delinquency*, 44:561-589; Chesney-Lind, M. & Shelden R.G. (1992). *Girls, delinquency, and juvenile justice*. Pacific Grove, CA: Brooks-Cole; Hoyt, S. & Scherer, D.G. (1998). "Female juvenile delinquency: Misunderstood by the juvenile justice system, neglected by social science." *Law and human behavior*, 22:81-107. Loper, A. B. (2000). Female juvenile delinquency:

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status quo served the needs of boys. A relatively recent body of research has begun to examine the specific needs of boys and how those needs remain unaddressed and underserved.<sup>4</sup> The particular needs of male youth offenders are largely ignored. The research on boys' development has followed in the footsteps of research on girls that preceded it, and research on male youth offenders and their specific needs and resiliency may require a similar process of building a body of research that mirrors the research on girls. At the same time, such differences as race, home language, socio-economic status, etc. also will need to be considered.

The Paragon Project aims to document experiences, perspectives, and outcomes for male youth offenders with an eye to better understanding what may be gender specific needs and resiliency, and what gender responsive services for them need to take into account.

The Paragon Project addresses a critical intersection of issues: insufficient early intervention, diversion, and prevention services; a lack of strategic gender responsive and gender specific services; and significant, long-standing DMC issues. As noted in the OPD's three-year Delinquency Prevention Plan, Oakland's limited resources to address juvenile delinquency result in only the most serious and habitual youth offenders being held accountable for their crimes. Many other youth engage in risky, anti-social, and illegal behaviors with no intervention until they are far down a path of habitual, negative behaviors with regular association with an anti-social peer groups.<sup>5</sup>

### Project Goals

The broad goals of the Paragon Project are in alignment with the Department's Delinquency Prevention Plan and MYC's overall program goals. Specific goals of the Paragon Project are presented below.

<b>Paragon Project Goals</b>
<b>Goal 1:</b> Youth remain outside the juvenile justice system.
<b>Goal 2:</b> Youth experience positive involvement with the law.

Risk factors and promising interventions. Available at [http://www.ilppp.virginia.edu/Juvenile\\_Forensic\\_Fact\\_Sheets/FemJuv.html](http://www.ilppp.virginia.edu/Juvenile_Forensic_Fact_Sheets/FemJuv.html);

<sup>4</sup> Kindlon, D. & Thompson, M. (1999). *Raising Cain: Protecting the emotional life of boys*. New York, NY: Random House; Gurian, M. & Stevens, K. (2005). *The minds of boys: Saving our sons from falling behind in school and life*. San Francisco, CA: Jossey Bass; Cox, A.J. (2005). *Boys of few words: Raising our sons to communicate and connect*. New York, NY: The Guilford Press.

<sup>5</sup> Research helps explain this phenomenon. See McGarrell, E.F. (August, 2001) *Restorative justice conferences as an early response to young offenders*. OJJDP juvenile justice bulletin.

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<b>Goal 3:</b> Youth envision and pursue positive goals towards a future as a productive, pro-social member of a community; specifically youth complete high school and pursue college or post secondary education.
<b>Goal 4:</b> Youth are connected to a caring, supportive community.
<b>Goal 5:</b> MYC collaborates with other providers who service youth offenders and youth at risk for involvement in the juvenile justice system to identify both evidence-based and cutting edge GRGS

Target Population

During its first two years of program operation, the Paragon Project served more than 3,000 youth and 500 related caregivers, including 600 youth offenders, and an additional 2,400 youth and young adults (ages 18 – 24, targeted due to their significant influence on younger peers). The target population consists of youth ages 10 – 17, including first time youth offenders ages 10 – 16 from the population MYC generally serves, i.e., under-resourced communities and underserved populations, especially from communities with disproportionate incarceration rates, i.e. African American and Latino communities, and communities with persistent under representation in higher education and the legal profession.

Overview of Program Services

The Paragon Project expands several core strategies that have emerged from the Interface Project, and augment *restorative justice* and *gender specific* service elements. Collaborative work with partners is a central element of the project. An overview of services provided are as follows:

<b>Program Services and Strategies</b>
<b>Youth Offender Program</b>
<b>Gender Specific Case Management:</b> <i>Peer centered, strength based case management that is gender specific will provide each youth with a gender specific adult case manager who partners with trained Youth in Leadership.</i>

<p><b>Parent/Guardian Workshops:</b> Adolescent Development and Parenting a Challenging Adolescent; Gender Specific Needs of Adolescents</p>
<p><b>Heroes and Young Heroes program &amp; Divas and Young Divas program:</b> Offering middle school youth an age-appropriate, gender specific parallel, <i>Young Heroes</i> and <i>Young Divas</i>, to the current six-week gender specific sequence of workshops, <i>Heroes</i> and <i>Divas</i>, offered to high school age youth.</p>
<p><b>Healthy Risks (high school/middle school) &amp; Healthy Boundaries &amp; Positive Self Expression (high school/middle school):</b> Other mandatory services (depending on the youth's age and offense) that Paragon will expand based on developmentally appropriate gender-specific curricula.</p>
<p><b>Restorative Circles:</b> <i>Restorative Circles</i> currently are offered to youth assessed at intake or at any point during sentence completion to be at higher risk for program failure.</p>
<p><b>Transformative Mediation:</b> This restorative justice service is offered through Catholic Charities. The mediation brings together youth offenders and victims for reconciliation, provided both are willing.</p>
<p><b>Mental Health Services:</b> Given the large number of youth offenders at MYC who present a need for psychological assessment and counseling, the Paragon Project will include mental health services as a key component.</p>
<p><b>"Focus on Justice" Research Project (2 cohorts of 10):</b> <i>Youth centered gender specific research</i> will partner MYC with Oakland-based <i>Youth in Focus</i>, a community based organization that trains youth and engages them in both quantitative and qualitative research design, data gathering, and data analysis.</p>
<p><b>Novice or Apprentice Program:</b> <i>Transition to the Law &amp; Justice Program</i> will be refined for youth offenders to add strategies that explore and affirm masculinity and femininity.</p>
<p><b>Law and Justice Youth Summit:</b> A program-sponsored <i>Youth Summit on Law &amp; Justice</i> for 150 – 200 MYC and other youth will also provide a venue for a presentation of the research project and its findings.</p>
<p><b>Youth in Leadership Program</b></p>

<b>Lead Attorney, Bailiff &amp; Clerk Program</b> (school year): The program will include a total of 26 youth in leadership positions with a stipend. All youth in leadership positions will participate in training on both gender issues and on DMC.
<b>Peer Advisor Program</b> (Summer Leadership)
<b>“Focus on Justice” Research Project</b> (2 cohorts of 5) (See above)
<b>Law and Justice Youth Summit:</b> The Summit will be planned, coordinated, and facilitated primarily by youth. 10 Youth in Leadership will assist staff with the youth research project and Summit.
<b>Law &amp; Justice Program</b>
Youth Attorney, Youth Bailiff, and Youth Clerk Programs
Peer Mentor Program
Youth Board and Juror Service
Law and Justice Youth Summit
Due Process and Restorative Justice Program (middle schools)

**Disproportionate Minority Contact**

Disproportionate Minority Contact refers to the overrepresentation of minority youth (all minority races and ethnic groups) who come into contact with the juvenile justice system relative to their numbers in the general population. Contact refers to all stages of the juvenile justice system, from an initial encounter with law enforcement (i.e., arrest) to all subsequent decision points (*diversion, adjudication, confinement, etc.*).

Perhaps the most heated debate in juvenile justice is the reality of Disproportionate Minority Contact (DMC) within the juvenile justice system. Several causes for this phenomena have been proposed, each likely holding some portion of the true causes. Identifying causes of minority over-representation generates passionate debate, but does little to foster any positive resolution. Racial and ethnic discrimination, socio-economic factors, legislative overreaching with unintended consequences, or because minority youths commit disproportionate numbers of crimes are the most common positions.

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“And Justice for All” - A Disproportionate Minority Contact Symposium

In September 2009, the OPD, in collaboration with the State of California – Corrections Standards Authority, the Donald P. McCullum Youth Court, the Alameda County Public Health and Probation Departments, the W. Haywood Burns Institute, and a host of other municipal, and community-based entities, held a two-day symposium on the issue of DMC: “And Justice for All”. More than 300 practitioners and concerned citizens participated in the event; sharing education, best practice techniques, and other positive solutions in the quest towards acknowledging and overcoming the over-representation of youth of color within our jurisdiction’s – and our nation’s – juvenile justice system(s).

Supplemental grant funds afforded our Department by the State of California shall be used to further our program goals towards addressing the issue of DMC through increased service provisions for youths, as well as the utilization of marketing tools to further educate juvenile service system providers, and others, regarding the issues of DMC.

**SUSTAINABLE OPPORTUNITIES**

**Economic**

Violence prevention activities enhance the Police Department’s efforts to reduce crime and provide a climate in which economic development can flourish.

**Environmental**

No environmental opportunities are anticipated.

**SOCIAL EQUITY**

Continued enactment of the Paragon Project will enhance violence prevention and facilitate future economic growth in Oakland.

**DISABILITY AND SENIOR CITIZEN ACCESS**

All facilities used in relationship to the Paragon Project operate in compliance with the Americans with Disabilities Act (ADA) and Older Americans Act.

**RECOMMENDATION**

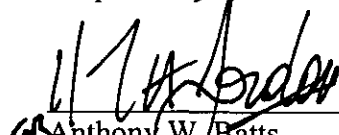
The Oakland Police Department recommends that the City Council adopt the resolution and authorize the City Administrator to accept supplemental grant funds in an amount not to exceed \$90,000 from the State of California, Corrections Standards Authority, Title II Formula Grants Program, , and appropriate said funds to the Police Department.

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**ACTION REQUESTED BY THE CITY COUNCIL**

Staff recommends that the City Council approve the resolution.

Respectfully submitted,

  
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Anthony W. Batts  
Chief of Police

Prepared by: Candice Jessie  
Budget and Grants Administrator  
Fiscal Services Division  
Office of the Chief of Police

APPROVED AND FORWARDED TO  
THE PUBLIC SAFETY COMMITTEE:



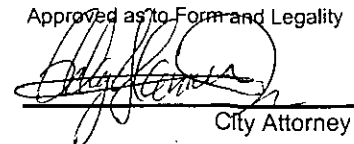
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## OAKLAND CITY COUNCIL


  
City Attorney

2010 MAR 11 PM 4:02 RESOLUTION No. \_\_\_\_\_ C.M.S.

**RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR, ON BEHALF OF THE CITY OF OAKLAND, TO 1) ACCEPT AND APPROPRIATE SUPPLEMENTAL GRANT FUNDS IN AN AMOUNT NOT TO EXCEED NINETY THOUSAND DOLLARS (\$90,000) FROM THE STATE OF CALIFORNIA, CORRECTIONS STANDARDS AUTHORITY, TITLE II FORMULA GRANTS PROGRAM FOR THREE-MONTH CONTINUATION FUNDING ASSOCIATED WITH IMPLEMENTATION OF THE PARAGON PROJECT IN THE POLICE DEPARTMENT**

**WHEREAS**, on February 20, 2007, the City Council adopted Resolution No. 80415 C.M.S. authorizing the City Administrator, on behalf of the City of Oakland, to accept up to \$1,500,000 in grant funds from the State of California, Corrections Standards Authority, Title II Formula Grants Program, for the three-year program implementation of the Paragon Project in the Police Department; and

**WHEREAS**, the State of California recently awarded the Department supplemental grant funds in the amount of \$90,000 in further support of our agency's programmatic efforts relating to Disproportionate Minority Contact (DMC) through implementation of the Paragon Project; and

**WHEREAS**, the proposed supplemental program term is April 1, 2010 through June 30, 2010; now, therefore be it

**RESOLVED:** That the City Council hereby authorizes the City Administrator or his designee to accept and appropriate grant funds in an amount not to exceed \$90,000 from the State of California, Corrections Standards Authority, Title II Formula Grants Program, and to increase revenues and appropriate said budget to the Police Department; and be it

**FURTHER RESOLVED:** That grant funds shall be maintained in the State of California Grant Fund (2999), Youth and Family Services Division Org. (102350), Youth and Family Services Division Program (PS03), in a Project Account to be determined; and be it

**FURTHER RESOLVED:** That the City Council hereby authorizes the City Administrator as agent of the City, to conduct all negotiations and related actions and to sign all applications and agreements that may be necessary for the completion of the aforementioned grant.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_, 20\_\_\_\_\_

**PASSED BY THE FOLLOWING VOTE:**

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

NOES-

ABSENT-

ABSTENTION-

ATTEST: \_\_\_\_\_

LaTonda Simmons  
City Clerk and Clerk of the  
Council of the City of Oakland, California