



DATE: December 14, 2021

TO: Mayor and City Council

FROM: Chief of Police

SUBJECT: Adopt a Resolution Authorizing the City Manager to Execute an Agreement with the Alameda County Probation Department for Delinquency Prevention Network (Local Service Center) Services and to Appropriate \$475,000 for the Services

RECOMMENDATION

That the Council:

1. Adopts a resolution (Attachment II) approving an agreement with the Alameda County Probation Department for the Delinquency Prevention Network (Local Service Center) services which provide diversion, life skills and restorative justice services to youth who are system involved or at elevated risk of system involvement;
2. Authorizes the City Manager to execute a two-year (March 1, 2022, through February 29, 2024) agreement with the Alameda County Probation Department; and
3. Accepts and appropriates \$237,500 annually (\$475,000 total) in payment for these services.

SUMMARY

Research clearly shows that being arrested in adolescence significantly increases the likelihood of subsequent arrests.¹ Consistent with best practices on the most effective ways to serve youth and families and prevent escalating contact with the juvenile justice system, the Youth and Family Services Bureau (YFSB) Delinquency Prevention Network (Local Service Center) services address the root causes underlying youth behaviors that result in contact with law enforcement. The key components of the services include:

¹ The Annie E. Casey Foundation. (2020). *Research in Brief to Transform Juvenile Probation: Expand the Use of Diversion from the Juvenile Justice System*. Baltimore, MD: Author. Retrieved from <https://www.aecf.org/resources/expand-the-use-of-diversion-from-the-juvenile-justice-system/>

- Diversion for youth who are arrested for first time or minor offenses, youth who receive citations for marijuana use pursuant to Proposition 64, or youth who are at high risk of school suspension;
- Life Skills and other support services to enhance youth's abilities to live independently and provide skills and opportunities critical to their success;
- Case management/service coordination and educational support services to address basic needs and remove barriers to program success; and
- Restorative justice groups for youth who are in-custody at Camp Sweeney and Juvenile Hall.

Under the recommended agreement with the Alameda County Probation Department, 1.5 Full Time Equivalent (FTE) Service Coordinators (Lead Program Assistants), 0.2 FTE Family Counselor, and 0.3 FTE Counseling Supervisor will provide Delinquency Prevention Network (Local Service Center) services to 115 unduplicated youth annually. Council approval is requested to authorize the City Manager to negotiate and execute the two-year contract with the Alameda County Probation Department for Delinquency Prevention Network (Local Service Center) services to maintain these important services for Hayward youth and families

BACKGROUND

YFSB's mission is to promote family stability and prevent juvenile justice involvement through offering comprehensive, culturally responsive services and opportunities that empower families to build on their strengths, supplement needs, and create pathways to achieving their goals. For nearly 45 years, YFSB has successfully done this supporting thousands of families to address challenges and improve their individual and family functioning. Less than 10% of youth who participate in YFSB's services are arrested or re-arrested within one year. YFSB's groundbreaking model of integrating mental health clinicians into the Hayward Police Department was recognized in the recent Commission on Accreditation for Law Enforcement Agencies (CALEA) evaluation as a national model and was recommended for replication in police departments nationwide.

Since the 1970s, YFSB's core service of providing mental health counseling to youth and families who are either system involved or at elevated risk of system involvement has been primarily funded through a contract with the Alameda County Probation Department for Delinquency Prevention Network (Youth Service Center) services. In April of 2018, the Probation Department in partnership with the Alameda County General Services Agency released a Request for Proposals (RFP) to expand the Delinquency Prevention Network beyond the mental health counseling that had always been offered and begin funding diversion, life skills, and restorative justice services. As part of a competitive bid process to identify the most qualified service providers to deliver these services in specified geographic regions Countywide, Hayward was identified as Service Area Two. Through the RFP, the County outlined both general and specific requirements for contractors.

The general requirements specified that services utilize evidence-based practices and incorporate the following approaches:

- Trauma Informed Care Approach, which recognizes the long-lasting impact of trauma, including historical trauma, and implements services and interventions accordingly;
- Positive Youth Development Approach, which values and honors the strengths that youth and families possess as the basis of what is needed to achieve their goals; and
- Cultural Responsiveness Approach, which emphasizes the importance of developing policies, systems, and structures that are relevant for families across racial/ethnic identities as well as gender, sexual orientation, language capacity, socioeconomic status, exposure to trauma, migration, and other factors that directly impact culture.

Additionally, an emphasis was placed on the provision of services that were developmentally appropriate for youth and focused on utilizing social support and building coping strategies to encourage success.

The specific requirements of the RFP sought contractors to provide the following services:

- Diversion services and programs specifically structured to prevent formal entry into the juvenile justice system and work with local school districts to develop site-specific alternatives to suspension programming;
- Life skills and support services to enhance a youth's ability to live independently and provide skills and opportunities that are critical to success, such as tangible life skill development, and pro-social engagement. These programs include service coordination/system navigation and case management services; and
- Restorative justice programs that utilize restorative practices to facilitate accountability strategies, which encourage youth to take responsibility and make amends for the harm caused within their communities. Services are intended for youth both in and out of custody.

In Summer 2018, YFSB completed the application and interview process to provide the services outlined above to 115 youth annually. In November 2018, annual funding in the amount of \$237,500 was awarded to provide the proposed services. In May 2019, the City received a Standard Services Agreement from the County specifying a three-year contract award (March 1, 2019 through February 28, 2022) for \$712,500 in total funding with an option to extend an additional two years (through February 29, 2024) increasing the total amount of funding over the five-year contract term to \$1,187,500.

The revenue generated from the recommended agreement allows the City to provide critical services to the community as part of a larger strategy to maintain community safety and prevent juvenile involvement in the justice system through addressing the root causes underlying youth criminal behavior and giving police officers direct access to support services for the youth and families they encounter. **Table 1** below summarize the services provided in the first three years (March 1, 2019 through November 30, 2021) of the Delinquency Prevention Network (Local Service Center) contract. See Attachment III for additional program data. Note: because these were new services, the first six months of the contract period were spent recruiting and filling the Service Coordinator (Lead Program Assistant) Positions. Service delivery did not start until September 2019.

Table 1. Services Provided by Type (9/1/2019 - 11/30/21)

Service Type	Number of Clients	Percentage
Diversion	89	45%
Life Skills and Support Services	62	31%
Restorative Justice	48	24%
Total	199	

As a result of COVID-19, in March 2020, the Shelter In Place order went into effect. All programs were quickly restructured, and protocols were developed so services could continue safely, both via telehealth and in person as needed in crisis situations. Service Coordinators were given the equipment they needed to work remotely and received training on providing telehealth services as well as engaging clients remotely. YFSB continued regular participation in Coordination of Services Team (COST) meetings at the schools to provide resources to staff and students alike, as well as to continue taking referrals to connect students and their families with services. YFSB demonstrated creativity and adaptability in serving the Hayward community during this crisis. Despite this, there were challenges engaging clients who did not have easy access to technology and struggled with inconsistent internet connections. Referrals decreased during this time for many agencies, including YFSB, as families struggled to juggle multiple demands on their time. Additionally, YFSB could only provide limited restorative justice services to youth in custody due to restrictions around who could enter the facilities and limitations around technology at Juvenile Hall and Camp Sweeney.

DISCUSSION

YFSB programs have successfully served Hayward youth and families from within the police department for more than four decades. At a time when the needs of families are only increasing, it is more important than ever to maintain critical mental health and other support services for youth. Moreover, as the field of law enforcement strives to be responsive to the needs of the community, programs like YFSB that prioritize the use of social services can be part of the solution. The services that will be provided under the recommended agreement have been developed in partnership with the Alameda County Probation Department. They reflect best practices for keeping youth positively engaged in the community and preventing involvement with the juvenile justice system.^{2,3} Moreover, the program model allows for universal access to services with all City residents being eligible to participate at no cost, regardless of insurance or immigration status. Services like those provided by YFSB have been shown to mitigate the negative impacts of arresting youth during adolescence, including reducing the likelihood of future arrest or incarceration and increasing school enrollment and

² Josh Weber, Michael Umpierre, and Shay Bilchik, *Transforming Juvenile Justice Systems to Improve Public Safety and Youth Outcomes* (Washington, DC: Georgetown University Center for Juvenile Justice Reform, 2018).

³ The Annie E. Casey Foundation. (2018). *Transforming Juvenile Probation: A Vision for Getting it Right*. Baltimore, MD: Author. Retrieved from <https://www.aecf.org/resources/transforming-juvenile-probation/>

graduation rates.⁴ Consistent with this research, less than 10% of youth who participate in YFSB's services are arrested or re-arrested within one year.

Components of YFSB Delinquency Prevention Network (Local Service Center) Services - March 1, 2022 through February 29, 2024

- Diversion services and programs to prevent formal entry into the juvenile justice system. Program components include individual and group diversion meetings for youth who are arrested for first time or minor offenses or who receive citations for marijuana use pursuant to Proposition 64 and Alternative to Suspension group services delivered at Hayward Unified School District middle schools;
- Life skills and support services to enhance a youth's ability to live independently and provide skills and opportunities that are critical to their success, such as tangible life skill development, and pro-social engagement;
- Service coordination/system navigation and case management services, including Educational Support Services and participation in COST to connect youth and families to community resources, address basic needs and remove barriers to program success; and
- Restorative justice programs for youth who are in custody at Camp Sweeney and Juvenile Hall, or are returning to the community after time in custody, that utilize restorative practices to facilitate accountability strategies, which encourage youth to take responsibility and make amends for the harm caused within their communities.

Program Sustainability

It is anticipated that these programs will be able to continue for many years to come. County financing comes from State allocations for Juvenile Probation Activities Funding and is a recurring expenditure in the County's operating budget.

The services that will be provided under the recommended agreement are part of the YFSB's overarching strategy to reduce and prevent juvenile involvement in the justice system by linking youth to services and opportunities that help them stay positively connected with the community. Addressing the root causes underlying youth behavior problems, such as mental health challenges, family functioning issues, school engagement problems, and insufficient access to positive activities and supports are critical components to encourage youth success and prevent contact with law enforcement. For youth who do encounter law enforcement, these services give officers more options and minimize formal processing in the juvenile justice system. This has a clear nexus with public safety and contributes to the overall wellbeing of Hayward families.

⁴ Cauffman, E., Beardslee, J., Fine, A., Frick, P.J., & Steinberg, L. (2020). *Crossroads in Juvenile Justice: The Impact of Initial Processing Decision on Youth Five Years after First Arrest*. Development and Psychopathology.

ECONOMIC IMPACT

As stated above, improving community safety and keeping youth out of the juvenile justice system by supporting them to lead productive and healthy lives will have a positive economic impact for the Hayward community, as it addresses many of the factors that underlie poverty and a lack of economic opportunity. Moreover, the positive impact this program has on overall public safety contributes to a safe and thriving City which attracts residents and local businesses.

FISCAL IMPACT

The City will receive \$237,500 annually in revenue from the two-year agreement with Alameda County Probation Department for a total of \$475,000. The associated positions are included in the City's FY 2022 Operating Budget; accepting and appropriating these funds will help to offset the cost of these positions. While the revenue from the Alameda County Probation Department agreement does not fully cover the cost of the positions, the costs are offset by the revenue from other funding sources, including the Medical Administrative Activities (MAA) agreement. Any remaining net costs to the City's General Fund are already included in the approved budget.

STRATEGIC ROADMAP

This agenda item supports the Strategic Priority of Support Quality of Life. It specifically relates to Project 9: Expand existing support services offered by the Hayward Police Department Youth and Family Services Bureau to include life skills, diversion and restorative justice.

NEXT STEPS

If the Council authorizes this action, staff will work to: 1) execute the agreement with the Alameda County Probation Department to provide Delinquency Prevention Network (Local Service Center) services through February 29, 2024; and 2) continue providing essential diversion, life skills, and restorative justice services to Hayward youth and families.

Prepared by: Emily Young, Youth and Family Services Bureau Administrator

Recommended by: Toney Chaplin, Chief of Police

Approved by:



Kelly McAdoo, City Manager