



DATE: September 15, 2020

TO: Mayor and City Council

FROM: Chief of Police

SUBJECT: Adopt Resolutions Approving Agreements with the Alameda County Health Care Services Agency and the Hayward Unified School District for School Based Mental Health Services in the Amounts of \$220,000 and \$120,000 Respectively and Authorize the City Manager to Execute the Agreements

RECOMMENDATION

That the Council:

1. Adopts a Resolution (Attachment II) approving an agreement with the Alameda County Health Care Services Agency (HCSA) for the Our Kids Our Families Program, which provides critical mental health services to youth who attend six Hayward schools; and
2. Adopts a Resolution (Attachment III) approving two agreements with the Hayward Unified School District (HUSD) for school-based mental health services at four Hayward schools and mental health crisis response at all schools; and
3. Authorizes the City Manager to execute the FY20-21 Agreement with the Health Care Services Agency; and
4. Authorizes the City Manager to execute the FY20-21 Agreement with the Hayward Unified School District for school-based mental health services and the FY20-23 Agreement for mental health crisis response and service coordination; and
5. Accepts and appropriates \$340,000 (\$220,000 from HCSA; \$120,000 from HUSD) in payment for these school-based services.

SUMMARY

Consistent with best practices on the most effective way to serve youth in a school setting, the Youth and Family Services Bureau (YFSB) School-Based Mental Health Programs take a broad approach to serving students by offering a continuum of interconnected school-based behavioral health services that include prevention, early intervention, and treatment for

students and their families who attend Hayward Unified School District schools. The key components of the program include:

- Mental health counseling and clinical case management services for youth and families;
- Therapeutic and positive youth development groups;
- Mental health consultation and classroom support for teachers, administrators, and other school staff;
- Workshops, support groups, and other consultation for parents/caregivers;
- Mental health crisis response in the aftermath of school related tragedies;
- Facilitation of school site based multi-disciplinary teams who work together to address the needs of referred youth and manage support resources available at the schools; and
- Active participation in school-wide efforts to create a positive school climate, prevent conflicts and violence, and enhance the community setting for all members.

Under the recommended agreements:

- 4.0 Full Time Equivalent (FTE) Family Counselors will provide services to ten identified schools;
- Mental health crisis response will be provided as needed at all sites; and
- All middle and high schools will have YFSB representation on their coordination of services teams to facilitate linkage of referred youth to services.

Council approval is requested to authorize the City Manager to negotiate and execute: 1) the annual contract with the County for the Our Kids Our Families Program; 2) the annual MOU with HUSD for site based mental health services; and 3) the triennial MOU with HUSD for mental health crisis response and service coordination to maintain these important mental health services for students.

BACKGROUND

Preparing students to thrive and graduate high school ready for college and a career is one of the primary goals of K-12 education. Increasingly, educating the whole child to promote social-emotional and character development as well as academic skills is becoming a recognized best practice in education.¹ The field of Social-Emotional Learning (SEL) offers a framework for how to incorporate a focus on the emotional needs of students into the daily tasks of education. The research shows that with this approach, students demonstrate significantly improved social and emotional skills, attitudes, behavior, and academic performance.² Moreover, forming and maintaining relationships with caring adults at school

¹ AEI-Brookings Workgroup on Poverty and Opportunity, *Opportunity, Responsibility and Security: A Consensus Plan for Reducing Poverty and Restoring the American Dream*. December 3, 2015. Accessed August 24, 2020. <https://www.brookings.edu/research/opportunity-responsibility-and-security-a-consensus-plan-for-reducing-poverty-and-restoring-the-american-dream/>

² Durlak, J. A., Weissberg, R. P., Dymnicki, A. B., Taylor, R. D. & Schellinger, K. B. (2011). *The impact of enhancing students' social and emotional learning: A meta-analysis of school-based universal interventions*. *Child Development*, 82(1): 405–432.

has been linked to long term success and can serve as a protective factor against trauma and other challenges.³

In 2009, the Alameda County Health Care Services Agency (HCSA), Center for Healthy Schools and Communities (CHSC) launched a School-Based Behavioral Health Initiative to address student social-emotional issues as a critical ingredient for learning. The initiative supports a wide variety of services, including the Our Kids Our Families Program, which offers:

- School-based mental health services for youth and their families;
- Mental health consultation training for teachers, staff, administrators, and parents;
- Development and improvement of referral and service coordination systems; and
- Consultation on school wide efforts to create positive, culturally inclusive school environments.

As part of the Our Kids Our Families Program, these services are provided by County staff and a network of community-based behavioral health providers, including the Youth and Family Services Bureau (YFSB) of the Hayward Police Department.

For nearly two decades, the YFSB has had an annual contract with the HCSA to provide school-based counseling and other support services in Hayward schools. With the development of the School-Based Behavioral Health Initiative in 2009, the focus of the work shifted to include both counseling services (individual, group and family) as well as significant work with the whole school climate (including, parents, teachers, administrators, community providers, and others). The framework shift sought to amplify opportunities for youth to make crucial connections to adults by supporting the whole school, which included offering a range of services to both the youth and adults in the school system.

In 2015, the City entered into a no-cost agreement with HUSD to formalize the role the YFSB staff plays on HUSD campuses in the aftermath of tragic events that impact school communities, such as the death of a student, parent, or teacher. This agreement also included provisions to include YFSB in school site-based coordination of services teams to facilitate the connection of students in need to services. The City was able to allocate existing resources to provide these services at no cost to the District and without adding any personnel.

In 2016, through a new Local Control Funding Formula (LCFF), the State of California changed the way public schools are funded resulting in an increase in funding for the Hayward Unified School District. LCFF requires schools engage their communities to develop Local Control Accountability Plans (LCAP) on how they plan to use the increased funds. Through town hall meetings with students and families, HUSD determined more school-based counseling services was the greatest need in the schools. Partially as a result of the infrastructure built to deliver the already successful Our Kids Our Families program funded by the County, HUSD

³ Scales, P.C., Boat, A., & Pekel, K. (2020). *Defining and Measuring Social Capital for Young People: A Practical Review of the Literature on Resource-Full Relationships*. Minneapolis: Search Institute. Report for the Bill & Melinda Gates Foundation

initiated an agreement with the City to expand the school-based services provided by YFSB to include four additional school sites.

Together, the services described above and provided under the recommended agreements are YFSB’s School-Based Mental Health Programs. These services are integrated and serve as part of a larger system of support for Hayward students. Currently, the County provides funding in the amount of \$220,000 annually to offset the cost of three full time equivalent (FTEs) YFSB Family Counselors to provide services in six Hayward schools. The District provides funding in the amount of \$120,000 annually to offset the cost of one full time equivalent (FTE) YFSB Family Counselor to provide services in an additional four Hayward schools.

Table 1 and Table 2 below summarize the services provided in the 2019-20 school year by the three YFSB Family Counselors assigned to the Our Kids Our Families program. See Attachment IV for additional program data.

Services were provided to six Hayward Unified School District Schools:

- Bowman Elementary School
- Treeview Elementary School
- Ochoa Middle School
- Bret Harte Middle School
- Martin Luther King Jr. Middle School
- Brenkwitz Continuation High School

Table 1. Our Kids Our Families Program Totals – Academic Year 19-20

Number of Unique Individuals Served (Students, Family, Teachers, School Administrators, Other Providers)	4,642
Unique Activities of Direct Service	1,272

Table 2. Our Kids Our Families Program Services by Type – Academic Year 19-20

Individual Clients	121 students
Group Clients	864 students
Student Case Management	83 students
Family Case Management	38 family members
Classroom Support	58 hours
Consultation to Staff and Administration	412 hours
Community Partner Collaboration	67 hours

Table 3 and Table 4 below summarize the services provided in the 2019-20 school year by the one YFSB Family Counselor assigned to the HUSD funded school-based mental health program. See Attachment V for additional program data.

Services were provided to four Hayward Unified School District Schools:

- Southgate Elementary School
- Stonebrae Elementary School
- Lorin Eden Elementary School
- Mt. Eden High School

Table 3. HUSD School-Based Mental Health Program Totals – Academic Year 19-20

Number of Unique Individuals Served (Students, Family, Teachers, School Administrators, Other Providers)	1,028
Unique Activities of Direct Service	249

Table 4. HUSD School-Based Mental Health Services by Type – Academic Year 19-20

Individual Clients	63 students
Group Clients	258 students
Outreach and Case Management	20 families
Classroom Support	60 students
Consultation to Staff and Administration	58 hours

In March 2020, the Shelter In Place order went into effect and the schools transitioned to Distance Learning due to COVID-19. As a result, the school-based mental health programs were quickly restructured, and all program staff were equipped to work remotely to minimize disruptions to services for students and families during a time of heightened need.

Throughout this time, the following services continued:

- Telehealth services for students and families
- Regular “office hours”
- Participation in Coordination of Services Team meetings and Student Success Team meetings virtually
- Consultation with staff and school administration
- Accepting new referrals and following up with families providing outreach, case management services, and basic needs resources to families.
- Providing backpacks and school supplies to students in need.

DISCUSSION

The YFSB School-Based Mental Health Programs have successfully served Hayward students for over a decade. At a time when the needs of Hayward youth and families are only increasing, it is more important than ever to maintain critical mental health services for students at school. The services that will be provided under the recommended agreements have been developed in partnership with the Hayward Unified School District and the

Alameda County Center for Health Schools and Communities. They reflect best practices for school based mental health by taking a broader, school wide approach to allow for the greatest impact possible with limited resources. Moreover, the program model allows for universal access to services with all students being eligible to participate at no cost, regardless of insurance or immigration status. Programs like YFSB's School-Based Mental Health Programs have been shown to have a positive impact on key young adult outcomes across multiple domains of education, employment, criminal activity, substance use, and mental health.⁴

Components of YFSB School-Based Mental Health Services – Academic Year 20-21

- Mental health counseling and clinical case management services for youth and families to ensure that children and youth in need of early and intensive intervention services are receiving and benefitting from appropriate care, as well as removing or minimizing environmental contributors to problems;
- Therapeutic and positive youth development groups;
- Mental health consultation and classroom support for teachers, administrators, and other school staff to enhance the capacity of adults to better meet the social-emotional needs of children, youth, and their networks;
- Workshops, support groups and other consultation for parents/caregivers;
- Mental health crisis response in the aftermath of school related tragedies, including crisis intervention and management, triage, psychological first aid, and follow-up with students, parents, and school staff;
- Facilitation of school site based multi-disciplinary teams who work together to address the needs of referred youth and manage support resources available at the schools; and
- Active participation in school-wide efforts to create a positive school climate, prevent conflicts and violence, and enhance the community setting for all members in order to create optimal conditions for learning and development.

School-Based Mental Health Program Staff

The YFSB staff assigned to the School-Based Mental Health Programs are highly qualified to provide the described services. Of the three counselors assigned to the County funded Our Kids Our Families Program, two are Licensed Marriage and Family Therapists and the third is a Licensed Clinical Social Worker. The 1.0FTE Family Counselor assigned to the HUSD funded program is split between four .25FTE Family Counselors. Of these four, one is a Licensed Clinical Psychologist and three are Registered Marriage and Family Therapist Interns (two have completed their supervised clinical hours and are eligible to test for licensure). All 7 YFSB Counselors assigned to the school-based programs reflect the diversity of the Hayward community and two are bilingual, bicultural Spanish speakers. They range in years of clinical experience from 2 to 25 years.

⁴ Damon E. Jones, Mark Greenberg, and Max Crowley. (2015). *Early Social-Emotional Functioning and Public Health: The Relationship Between Kindergarten Social Competence and Future Wellness*. American Journal of Public Health 105, 2283_2290,

Program Sustainability

It is anticipated that these programs will be able to continue for many years to come. The current contract amount received annually from Alameda County is \$220,000. County financing comes from a combination of Measure A Funds and Tobacco Master Settlement Funds and is a recurring expenditure in the County's operating budget. Moreover, should additional County funds become available, it has been communicated that they would be likely to invest more in the City of Hayward to expand the services provided. The \$120,000 received annually from HUSD comes from the Local Control Funding Formula. As part of this, school districts are required to create a new three-year Local Control Accountability Plan (LCAP) each year. The services are in the current three-year LCAP and given the ongoing demands for more mental health counseling for students, it is anticipated that this funding will continue to be part of HUSD's three-year plan, and relatedly their operating budget.

The YFSB School-Based Mental Health Services 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. Keeping youth engaged in school is one of the most important protective factors in their success, and by extension, prevents them from getting into trouble with law enforcement. This has a clear nexus with public safety and contributes to the overall wellbeing of Hayward families.

ECONOMIC IMPACT

As stated above, supporting the emotional needs of students while they are in school has been shown to have positive outcomes on education, employment, criminal activity, substance use, and mental health that last for years to come. This has 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.

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.

FISCAL IMPACT

The City will receive \$220,000 in revenue from the agreement with HCSA and \$120,000 in revenue from the agreement with HUSD. The four FTE Family Counselor positions discussed above are included in the City's FY 2021 Operating Budget; accepting and appropriating these funds will help to offset the cost of these positions. While the revenue from these agreements does not fully cover the cost of the positions, the costs are further offset by additional revenue from the Medical Administrative Activities (MAA) agreement. Any remaining net costs to the City General Fund are already included in the City's FY 2021 Adopted Budget.

NEXT STEPS

If the Council authorizes this action, staff will work to: 1) execute the agreement with HCSA to provide Our Kids Our Families services for FY20-21; 2) execute the agreement with HUSD to provide school-based mental health services for FY20-21; 3) execute the agreement with HUSD to provide mental health crisis response and service coordination for FY20-23; and 4) continue providing essential mental health services to youth in schools.

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

Recommended by: Toney Chaplin, Chief of Police

Approved by:



Kelly McAdoo, City Manager