



DATE: May 4, 2021

TO: Mayor and City Council

FROM: Chief of Police

SUBJECT: Adopt Resolutions Approving Agreements with the Alameda County Probation Department for Delinquency Prevention Network (Youth Service Center) Services and the Alameda County Health Care Services Agency for Medi-Cal Administrative Activities and Authorizing the City Manager to Execute the Agreements

RECOMMENDATION

That the Council:

1. Adopts a resolution approving an agreement with the Alameda County Probation Department (ACPD) for the Delinquency Prevention Network (Youth Service Center) services, which provide crisis intervention, counseling, case management and diversion services to youth who are system involved or at elevated risk of system involvement (Attachment II); and
2. Adopts a resolution approving an agreement with the Alameda County Health Care Services Agency (HCSA) for Medi-Cal Administrative Activities (MAA), which provides reimbursement to the City in recognition of the critical role it plays connecting community members to Medi-Cal covered services (Attachment III); and
3. Authorizes the City Manager to execute the FY21-23 agreement with the ACPD; and
4. Authorizes the City Manager to execute the FY21-22 agreement with the HCSA; and
5. Accepts and appropriates between \$1,400,000 and \$1,500,000 (\$500,000 annually for two years from ACPD; estimated HCSA reimbursement between \$400,000-\$500,000) 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 (Youth Service Center) services address the root causes underlying youth behaviors that result in contact with law enforcement. The key components of the services include:

- Mental health counseling and clinical case management services for youth and families;
- Diversion for youth who are arrested for first time or minor offenses;
- Crisis intervention and collaboration with the Alameda County Crisis Receiving Home; and
- Participation in the District Attorney's Truancy Mediation program and case coordination for youth who are truant.

Under the recommended agreement with the ACPD, 5.0 Full Time Equivalent (FTE) Family Counselors and 1.0 Full Time Equivalent (FTE) Counseling Supervisor will provide Delinquency Prevention Network (DPN) Youth Service Center services to 280 unduplicated youth annually.

To further offset the cost of these services, the MAA program provides an annual reimbursement for the cost of staff time spent supporting the Medi-Cal program and connecting community members to Medi-Cal covered services.

Council approval is requested to authorize the City Manager to negotiate and execute: 1) the two-year contract with the ACPD for the Youth Service Center services and 2) the annual Memorandum of Understanding with HCSA for MAA to maintain these important mental health services for Hayward youth and families.

BACKGROUND

The Youth and Family Services Bureau'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, the Bureau has successfully done this by 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.

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/>

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 an annual contract with the ACPD for Delinquency Prevention Network (Youth Service Center) services. In the fall of 2017, ACPD, in partnership with the Alameda County General Services Agency, released a Request for Proposals (RFP) as part of a competitive bid process to identify the most qualified service providers to continue to deliver these services in specified geographic regions Countywide. Hayward was identified as Region 8. 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 three specific 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.

The specific requirements sought contractors who could provide the following services:

- Family focused mental health counseling and crisis intervention for at-risk and system involved youth ages eight to 18, as well as Transition Age Youth (TAY), ages 18-21 with active probation involvement or non-minor dependents. At-risk and system-involved youth are defined as youth who are habitually truant, youth who runaway, and/or youth at risk of becoming wards under Section 601 and youth described in Section 602 of the California Welfare and Institutions Code;
- Support for The Alameda County Crisis Receiving Home that provides receiving capability for police departments and other appropriate community agencies for youth who are beyond parental control and need short-term (72 hour) respite placements;
- Clinical case management and educational advocacy for youth referred through the District Attorney's Office Truancy Mediation program;
- Case management services to link youth and families to appropriate community resources; and
- Diversion services specifically aimed at diverting identified problem behavior and preventing formal entry into the juvenile justice system.

In December 2017, YFSB completed the application and interview process to provide the services outlined above. The submitted proposal was selected after it received the highest score of the bids the County received to serve Region 8 (City of Hayward) and the second highest score of all 17 applications submitted Countywide. Annual funding in the amount of \$500,000 was awarded. In May 2018, after the conclusion of the competitive bid process, the City received a Standard Services Agreement from the County specifying a three-year contract award (FY18-FY21) for \$1.5 million in total funding with an option to extend an additional two years (FY21-FY23), increasing the total amount of funding over the five-year contract term to \$2.5 million.

To further offset the cost of providing YFSB services, since 2006 the City has had an annual Memorandum of Understanding (MOU) with HCSA to provide MAA. The State of California Department of Health Care Services (DHCS) recognizes that local, community agencies such as YFSB have a unique relationship with Medi-Cal eligible individuals and are in a position to facilitate these individuals' access to Medi-Cal and Medi-Cal covered services. It further recognizes the expertise of these agencies to identify and assess the health care needs of the Medi-Cal eligible individuals served. As a result, DHCS, through HCSA, reimburses the City for the cost of time spent providing services that support the Medi-Cal program. Examples of these activities include assisting eligible individuals to apply for Medi-Cal coverage, connecting people to Medi-Cal covered services, and developing programs and policies that close service gaps and allow more people to access Medi-Cal and Medi-Cal covered services. The amount of MAA reimbursement varies year to year, but it is expected to be between \$400,000 and \$500,000 for FY21-22, which minimally funds 1.0 Full Time Equivalent (FTE) Family Counselor and the YFSB Secretary. Additional revenue generated beyond that is reinvested into YFSB's programming to further offset the cost to the City General Fund.

Combined, the revenue generated from the recommended agreements is close to \$1,000,000 annually and 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 mental health supports for the youth and families they encounter.

Table 1, Table 2, and Table 3 below summarize the services provided in the first three years (FY18-FY21 through 3/31/21) of the Delinquency Prevention Network (Youth Service Center) contract. See Attachment IV for additional program data.

Delinquency Prevention Network (Youth Service Center) Program Totals

Table 1. FY 18-19 Services Provided by Type

Service Type	Number of Clients	Percentage
Family Counseling and Crisis Intervention	220	70%
Crisis Receiving Home	11	3%
Clinical Case Management	12	4%
Truancy Mediation	15	5%
Diversion	58	18%
Total	316	

Table 2. FY 19-20 Services Provided by Type*

Service Type	Number of Clients	Percentage
Family Counseling and Crisis Intervention	142	70%
Crisis Receiving Home	8	4%
Clinical Case Management	3	1%
Truancy Mediation	1	< 1%
Diversion	49	24%
Total	203	

* 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. All counselors were given the equipment they needed to work remotely and received training on providing telehealth services as well as engaging clients remotely. Family Counselors were able to create confidential space in their homes to provide counseling sessions and continued to accommodate families with later in the evening sessions for parents who were working and/or supporting distance learning. 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 counseling and case management. 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.

Table 3. FY 20-21 Services Provided by Type (through 3/31/21)

Service Type	Number of Clients	Percentage
Family Counseling and Crisis Intervention	97	88%
Crisis Receiving Home	1	1%
Clinical Case Management	0	0%
Truancy Mediation	0	0%
Diversion	12	11%
Total	110	

Table 4 below, summarizes the number of reimbursable hours spent improving access to Medi-Cal and Medi-Cal covered services as part of the MAA program in FY19-20, which is the most recent year with available data.

Table 4. FY19-20 Hours Spent on Medi-Cal Administrative Activities

Activity	Hours
Medi-Cal Outreach	822
Referral, Coordination and Monitoring of Medi-Cal covered services	4055
Facilitating Medi-Cal Application	8
Contract Administration	375

Program Planning and Policy Development	3217
Total	8477

DISCUSSION

YFSB programs, including the Youth Service Center services and MAA, 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 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 mental health services can be part of the solution. The services that will be provided under the recommended agreements have been developed in partnership with ACPD and HCSA. 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 of Hayward 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 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 (Youth Service Center) Services – FY21-23

- Family focused mental health counseling and crisis intervention for at-risk and system involved youth ages eight to 18, as well as the TAY population, ages 18-21 with active probation involvement or non-minor dependents. At-risk and system-involved youth are defined as youth who are habitually truant, youth who runaway, and/or youth at risk of becoming wards under Section 601 and youth described in Section 602 of the California Welfare and Institutions Code;
- Support for The Alameda County Crisis Receiving Home that provides receiving capability for police departments and other appropriate community agencies for youth who are beyond parental control and need short-term (72 hour) respite placements;
- Clinical case management and educational advocacy for youth referred through the District Attorney's Office Truancy Mediation program;
- Case management services to link youth and families to appropriate community resources; and
- Diversion services specifically aimed at diverting identified problem behavior and preventing formal entry into the juvenile justice system.

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/>

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.

Components of MAA Program – FY21-22

- Medi-Cal outreach to connect Medi-Cal eligible individuals with Medi-Cal covered services;
- Referral, coordination, and monitoring of Medi-Cal covered services;
- Facilitating the Medi-Cal application process;
- Contract administration for Medi-Cal covered services; and
- Program planning and policy development to increase Medi-Cal system capacity and close service gaps and coordinate with other agencies to improve service delivery

Youth and Family Services Bureau Program Staff

The YFSB staff are highly qualified to provide the described services. **Table 5** below outlines their education and licensure status. Clinical staff range in years of experience from three to 25 years. The YFSB Family Counselors and Clinical Supervisors reflect the diversity of the Hayward community and four are bilingual, bicultural Spanish speakers.

Table 5. YFSB Clinical Staff Training/Licensure

Degree/Licensure	Number of Clinical Staff
Licensed Clinical Psychologist	2
Licensed Clinical Social Worker	3
Licensed Marriage and Family Therapist	5
Registered Marriage and Family Therapist Intern earning hours towards licensure	1

Program Sustainability

It is anticipated that these programs will be able to continue for many years to come. The current contract amounts received annually from ACPD and HCSA are \$500,000 and between \$400,000 and \$500,000 respectively. County financing comes from state allocations for Juvenile Probation Activities Funding and the Juvenile Justice Crime Prevention Act (ACPD agreement) and the State Department of Health Care Services (HCSA agreement) and are recurring expenditures in the County’s operating budget.

The services that will be provided under the recommended agreements 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.

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.

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 \$500,000 annually in revenue from the two-year agreement with ACPD and between \$400,000 and \$500,000 in reimbursement from the one-year agreement with HCSA. The eight FTE positions (six Family Counselors, one Counseling Supervisor, and one YFSB Secretary) discussed above 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 ACPD agreement does not fully cover the cost of the positions, the costs are offset by the revenue from the MAA agreement. Any remaining net costs to the City General Fund are already included in the approved budget.

NEXT STEPS

If the Council authorizes this action, staff will work to: 1) execute the agreement with ACPD to provide Delinquency Prevention Network (Youth Service Center) services for FY21-23; 2) execute the agreement with HCSA to provide MAA services for FY21-22; and 3) continue providing essential mental health 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