

**SAN FRANCISCO  
JUVENILE JUSTICE COORDINATING COUNCIL**

**JUVENILE JUSTICE LOCAL ACTION PLAN  
2011 DRAFT UPDATE**

San Francisco Juvenile Probation Department,  
San Francisco Department of Children Youth and Their Families  
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## **I. Background of the Juvenile Justice Coordinating Council (JJCC)**

San Francisco's Juvenile Justice Coordinating Council (hereinafter referred to as "JJCC") was established pursuant to Section 749.22 of Article 18.7 of the Welfare and Institutions Code as a necessary component under the State of California's Juvenile Crime Enforcement and Accountability Challenge Grant Program. To receive funding, each county is required to establish a multi-agency council to develop and implement a continuum of county-based responses to juvenile crime.

The purpose of the JJCC is to develop a comprehensive, multiagency plan, called "The Juvenile Justice Local Action Plan," that identifies the resources and strategies for providing an effective continuum of responses for the prevention, intervention, supervision, treatment, and incarceration of male and female juvenile offenders, including strategies to develop and implement locally-based or regionally based out-of-home placement options for juveniles who are adjudicated as a Section 602.

Per the by-laws, the JJCC currently consists of 18 voting members designated as follows: the Chief of Juvenile Probation or his designee, serving as Chair of the Council; one representative from the District Attorney's Office, the Public Defender's Office, the Sheriff's Department, the Board of Supervisors, the Department of Human Services, the Department of Public Health-Mental Health Division, a community-based drug and alcohol program, the Police Department, the San Francisco Unified School District, the Juvenile Probation Commission, the Adult Probation, the Mayor's Criminal Justice Council, the Juvenile Justice Commission, the Youth Commission, the Department of Recreation and Parks, the Department of Children, Youth and their Families, and an at-large community representative. Additional voting members shall be designated by the chair of the Council, and shall include representatives from nonprofit, community-based organizations providing services to youth.

The complete list of 2011 JJCC members can be found in Appendix A at the end of this plan.

Today, the Juvenile Justice Local Action Plan continues to establish juvenile justice directives for youth and young adults, ages 11-25. In 2007, San Francisco completed a local Violence Prevention Plan that outlines a comprehensive and strategic approach to juvenile and criminal justice efforts. In addition to focusing on the needs of youth 18 and under, the plan underscored the needs of at-risk transitioning youth (ages 18-25) who often face obstacles that make them vulnerable to entry or reentry into the criminal justice system. As such, the plan acknowledges San Francisco's responsibility to create strategies and safety nets for transitioning youth.

To this end, the JJCC takes into consideration the funding parameters of sources blended from the State of California and the City and County of San Francisco to address the needs of children and youth ages 11 to 25. San Francisco's JJCC unanimously approved this Juvenile Justice Local Action Plan on April 12, 2011.

## **II. Juvenile Justice Funding Sources for Fiscal Year 11-12**

The JJCC sets juvenile justice funding priorities for various juvenile justice funding streams: the Juvenile Justice Crime Prevention Act (JJCPA), the Juvenile Accountability Block Grant (JABG), the Children's and General Funds (CCSF streams), and EPSDT funding stream.

- **Juvenile Justice Crime Prevention Act (JJCPA)**

JJCPA funds are allocated by the state Corrections Standards Authority (formerly called the Board of Corrections) to each county based on its population. Funds are to be used for services that are "based on

programs and approaches that have been demonstrated to be effective in reducing delinquency and addressing juvenile crime. In order to receive JJCPA funds, a county must engage in the extensive planning process described in this document. Historically, the Mayor's Office administered these funds through its Office of Criminal Justice or its Office of Community Investment. Due to organizational changes within the Mayor's Office, JJCPA funds are now administered through the Department of Children, Youth, and Families.

- Juvenile Accountability Block Grant (JABG)

These federal funds pass through the state Corrections Standards Authority and on to the counties, based on each county's crime index and law enforcement expenditures. The goal of this grant is to hold juvenile offenders accountable for their criminal activities. San Francisco received \$119,034 in FY 2010-11, \$100,583 in FY 2009-10, and \$100,583 in FY 2008-09.

- San Francisco Children's Fund:

The Children's Fund administered by Department of Children, Youth & their Families, was first established by Proposition J, known as the Children's Amendment, approved by San Francisco voters in 1991, and renewed by Proposition D in 2000. The Children's Amendment, resulting from the joint efforts of advocates and community members, created a fund generated by an annual tax of 3 cents for every \$100 of assessed property tax value, which funds programs for children and youth ages 0-17. In FY 2010-11, San Francisco dedicated \$1,795,449 from the Children's Fund to violence prevention and intervention efforts for San Francisco Youth.

- San Francisco General Fund:

The general fund is the City & County of San Francisco's general revenue. These funds are allocated to City Departments to support several areas including funding of non-profit agencies for services. The use of the General Fund is more flexible than other local, State and Federal funding streams, therefore the General Fund is often used to fill various funding gaps left by restricted funding sources. General Funds help to meet some of the service needs of transitioning youth ages 18 -25. In FY 2010-11 San Francisco dedicated \$7,590,708 in general fund support to violence prevention and intervention efforts.

- Early and Periodic Screening, Diagnosis and Treatment (EPSDT) Funds:

The Early And Periodic Screening, Diagnosis and Treatment (EPSDT) Program is a requirement of the Medicaid program to provide comprehensive health care for persons under age 21 who are eligible for the full scope of Medi-Cal benefits. Effective July 1, 1995, as part of the expansion of Medi-Cal services for full scope Medi-Cal beneficiaries ages 0 to 21 through the Early and Periodic Screening, Diagnosis and Treatment (EPSDT) program, Department of Health Services (DHS) began providing State General Funds (SGF) to serve as matching funds for Short/Doyle Medi-Cal (SD/MC) services beyond what counties would have expected to spend on those services absent the EPSDT augmentation.

### **III. 2011 JJCC Planning Process**

The recent economic challenges prompted San Francisco's criminal justice stakeholders to explore innovative strategies, both systematic and programmatic to meet the service needs of youth ages 11 to 25 who are at various levels of risk for connection to the criminal justice system. In 2009, the Mayor's Office of Community

Investment (MOCI), the San Francisco Juvenile Probation Department (JPD), the Department of Children, Youth and their Families (DCYF), and the San Francisco Department of Public Health (DPH) all of whom provide resources for juvenile or criminal justice and violence prevention programs, created a partnership to better coordinate and consolidate their criminal justice and violence prevention efforts.

The "Joint Funders" now work as a collaborative to pool resources, consolidate efforts and make annual criminal justice funding priorities. Through the JJCC planning process, the Joint Funders have a starting point from which program and strategy recommendations may be offered and vetted through JJCC members, juvenile and criminal justice service providers and members of the public. As a result, JPD, MOCI and DCYF and in a smaller but important way DPH, as well as our non-profit and city stakeholders have developed an ongoing partnership where best practices and funding priorities may be explored in an open and constructive manner.

In 2010, due to a series of budget reductions and organizational changes in San Francisco, DCYF was tasked with leading the City and County's violence prevention planning and implementation efforts. DCYF now oversees the administration of five federal grants and three state grants that support core criminal justice functions including law enforcement; prosecution and courts; corrections and community corrections; planning; and evaluation and technology improvement. Most importantly, DCYF has been asked to revise the City's Violence Prevention Plan. This plan is to serve as the foundation to the City and County's efforts to identify the key risk factors associated with violence in San Francisco neighborhoods and to address those factors in a highly coordinated and effective manner. DCYF has partnered with multiple city departments including JPD and the DPH as well as multiple community providers to develop and implement a unified city and community vision to reduce violence and victimization in San Francisco neighborhoods.

As DCYF develops the San Francisco Violence Prevention Plan, JPD is looking to strengthen the JJCC to take on a more prominent and coordinated role in the City's violence prevention and intervention efforts. Section 749.22 of the Welfare and Institutions Code states that amongst other tasks, the JJCC is to "ensure that county actions are fully coordinated." While the JJCC does meet to approve an annual LAP as required under State law, until now, the body has been responsible only for approving the LAP as it relates to JJCPA funds. The LAP has been applied to broader funding decisions (such as other violence prevention services funded as part of the same RFP) however; there has been little formal coordination between the JJCC and other city-wide and/or department specific violence prevention efforts, even by departments represented on the JJCC.

Over the past several months, JPD has worked extensively with the Joint Funders and other stakeholders including the District Attorney's Office and the Public Defender's Office to reestablish the LAP as the single plan for providing violence prevention and intervention programs for San Francisco youth. The new Violence Prevention Plan and the LAP will be merged into one document to create a single comprehensive plan that addresses the needs of the community as well as operational and policy implications for system stakeholders.

Consistent with the JJCC process, the revised plan will include community input. In fact, DCYF developed an extensive community input plan that included multiple community meetings in seven different San Francisco neighborhoods, 14 meetings with current community-based service providers, and 11 specialized focus groups such as residents of JPD's Log Cabin Ranch, the Youth Advisory Council, public high school students, the San Francisco Housing Developing Coalition and others. In addition, DCYF facilitated 15 different key stakeholder interviews with department heads and other City officials to ensure a balanced community and system perspective. This level of outreach is far beyond the typical JJCC planning process which has lacked the input of individual system stakeholders and the perspectives of different workgroups and coalitions. The new plan is expected to be completed by the middle of 2011 at which time will be presented to the San Francisco Board of Supervisors for approval.

#### IV. New Role of the JJCC

San Francisco has many committees and groups dedicated to the reduction in crime, violence prevention, violence reduction, high-risk youth, high-risk adults, high-risk families, street/gang violence, and other similar issues. Some examples include:

- San Francisco Reentry Council
- Street Violence Reduction Initiative Meetings
- Public Safety Cluster Meetings
- SB678 Steering Committee
- Violence Prevention Initiative Joint Funders
- Family Violence Council
- Truancy Reduction Initiative
- Community Corrections Partnership Council

These groups are separate and apart from the JJCC and from the 2007 Violence Prevention Plan described above, which has no formal governing or monitoring body. Further, there are many redundancies in the roles and memberships of the groups listed and few formal efforts to coordinate between them.

One commonality amongst these groups is the membership. San Francisco's key criminal justice stakeholders who serve as JJCC members also sit on the many other committees and councils that focus on violence prevention and/or intervention. Despite that fact, there remains a tremendous gap in coordination amongst efforts, especially those that serve different age groups, such as transitional aged young adults and juveniles, for example.

Given its membership of key stakeholders and established purpose, the JJCC is the natural starting point for establishing a more collaborative and comprehensive discussion around violence prevention programming in San Francisco. JPD and DCYF have partnered to enhance the role of the JJCC so that it serves as the primary coordinating and advisory body for the implementation the new Violence Prevention Plan as it relates to violence prevention efforts for youth and transitional aged youth involved in San Francisco's juvenile and criminal justice systems. San Francisco will enhance the role of the JJCC through three key efforts:

Integrate the LAP and Violence Prevention Plan: As described above, San Francisco must eliminate redundant or conflicting reports and plans that seek to address violence in San Francisco neighborhoods before it can establish a coordinated violence prevention effort. While San Francisco has expanded the role of the LAP with the Violence Prevention Initiative administered by the Joint Funders (JPD, DCYF, and DPH), the plan is independent from other similar efforts including the 2007 citywide Violence Prevention Plan.

The new LAP will better establish a system of care that includes transitional aged youth and adults. It will benefit from a far-reaching process to include stakeholder input and will allow department heads to focus on one coordinated strategy when developing their own policies and programs. Most importantly, it will better engage JJCC members and will establish a venue for more transparent discussions regarding the implementation of the plan.

Develop a Strong Partnership with the Reentry Council: Similar to the JJCC, the Reentry Council is a local advisory body established to coordinate efforts to support adults exiting San Francisco County Jail, San Francisco juvenile justice out-of-home placements, the California Department of Corrections and Rehabilitation facilities, and the United States Federal Bureau of Prison facilities. The Council coordinates information

sharing, planning, and engagement among all interested private and public stakeholders to the extent permissible under federal and state law.

The Reentry Council is composed of 23 members, many of whom also serve on the JJCC. The council is co-chaired by the District Attorney, Public Defender, Sheriff, Chief of Adult Probation, and the Mayor's Office. While it holds an advisory role, its leadership and structure, including subcommittees with approximately 96 additional members from the City and community have established the Reentry Council as the best organized and most effective in creating transparency, expanding communication, and encouraging community participation in the development and implementation of programming for transitional aged youth and adults exiting detention and prison facilities.

The Reentry Council has already amended via ordinance the administrative code that defines its authority to ensure formal coordination with the JJCC. In addition, the Joint Funders are working with Reentry Council staff to explore how the two committees can better collaborate to ensure consistency. One proposal under consideration is the establishment of a joint committee that consists of representatives from both the Reentry Council and the JJCC. The purpose of the committee would be to reduce duplicative or competing priorities between the two councils and to take advantage of the redundancies in membership between the two bodies. Amongst other tasks, joint committee members will review the new Violence Prevention Plan/LAP and make recommendations to the Reentry Council and the JJCC regarding services for transitional aged youth, linkages between the adult and juvenile systems, and coordinated implementation amongst the two groups.

Increase the Authority of the JJCC: Given its enhanced role with the city-wide Violence Prevention Plan/LAP, JPD and its partners are working to identify ways to enhance the authority of the JJCC. To start, JPD will expand the membership to include representatives from the various city-wide committees and boards who advise on violence prevention programs but are not currently represented on the JJCC.

Similar to the Reentry Council, JPD is developing a city ordinance to formally define the role and structure of the JJCC. The ordinance will acknowledge the state required functions and responsibilities while increasing the authority of the council to include the approval of the entire Violence Prevention Initiative allocation plan including funding from the San Francisco General Fund, Children's Fund, EPSDT funds, and other grant and one-time sources. In FY 2010/2011, total funding for the Violence Prevention Initiative exceeded \$11.5 million.

The proposed ordinance will also include a provision that codifies the relationship between the JJCC and the Reentry Council. Language that acknowledges the role of the Reentry Council and formally creates an avenue for dialogue and coordination between the two entities will further support efforts to improve coordination between the juvenile and criminal justice systems.

By increasing the authority of the body to approve the entire VPI plan, San Francisco will ensure that all funds dedicated to violence prevention programming for juvenile offenders are allocated in a coordinated and transparent manner. Further, the expanded authority will offer the JJCC and the community a greater opportunity to ensure the efficacy of San Francisco's violence prevention programs.

## **V. Timeline**

San Francisco is aware that the plan described above is ambitious. However, with the establishment of the Joint Funders and the other funding and structural changes at DCYF, there is an opportunity to establish a more coordinated and effective framework for San Francisco's violence prevention efforts. JPD and DCYF have partnered to create a timeline that includes the revision of the new plan, the passing of the JJCC ordinance, and

implementation. These efforts began in October 2010, and are anticipated to continue throughout 2011. In light of the many tasks that must be completed to achieve these goals, San Francisco is continuing its 2010/2011 LAP as a bridge document pending the completion of the new Violence Prevention Plan/LAP in FY 2011/2012. Once complete, the new Violence Prevention Plan/LAP will serve as the formal LAP for purposes of allocating JJCPA funds. At that time, the Plan will be submitted to the State as part of its JJCPA application for funding.

## **VI. Bridge LAP**

The San Francisco JJCC met on April 12, 2011 to vote on whether to continue the 2010/2011 LAP as a bridge document pending the completion of the Violence Prevention Plan/LAP. In doing so, the group reviewed last year's process for approving its LAP, as follows:

In developing its 2010/2011 LAP, San Francisco Interdepartmental recommendations took several factors into account: the parameters of the various funding juvenile/criminal justice funding streams, core services that are required to meet the requirements of the funding, the goals and priorities of the Juvenile Probation Department, the priorities established through San Francisco's "Circle of Care," the needs of systems involved and the various needs of youth, ages 11-25 at-risk of involvement in the juvenile and criminal justice system. The strategy/service/program recommendations largely mirror those outlined in the 2008 plan.

They include:

- Alternative Education
- Case Management (previously included in the Diversion category) and Violence Prevention Support Services
- Detention Alternatives
- Detention Based Services
- Diversion (Includes Crisis Response and Street Outreach services)
- Young Women's Gender Specific Programs

While the interdepartmental group presented preliminary program category recommendations as a discussion starting point, it is the JJCC membership that is responsible for weighing the broad based needs of system involved youth and youth at-risk of entry or reentry into the juvenile/criminal justice system. The JJCC considered the ideas and concerns of non-profit stakeholders and other members of the public, and determined how best to allocate the finite pool of resources that is available. Towards this end, the JJCC sought to ensure that the most needed communities and areas identified as the five hot spots would receive adequate funding. These five areas identified by the San Francisco Police Department in their February 2009 Violence Reduction Plan are the Mission, Tenderloin/SOMA, Western Addition, Bayview/Hunters Point/Potrero Hill, and Visitacion Valley.

JJCC members and the public provided feedback into how to clarify the parameters of the definitions and sought assurance that the needs of the transitional aged youth returning to their communities from out-of-home placement were also priorities within the landscape. As part of the JJCC's due diligence, a review of the Juvenile Probation Department's Goals and Priorities was reviewed and discussed.

## **VII. Juvenile Justice System Goals and Principles**

In 2009 the JJCC approved the following juvenile justice system goals and principles that had been developed from the 2006 planning process. These goals and guiding principles are part of the decision-making foundation for San Francisco's FY 11-12 funding allocations to juvenile/criminal justice programs.



### Juvenile Justice System Goals

- To reduce the recidivism rate for youth who have entered the juvenile justice system
- To reduce the inappropriate or unnecessary use of secure detention
- To reduce the overrepresentation of minority youth in the juvenile justice system
- To hold youth and families involved in the juvenile justice system accountable
- To hold city departments, public agencies and community-based organizations involved in the juvenile justice system accountable to performance-based outcomes
- To bring together all relevant city departments, city commissioners, public agencies, community-based organizations, faith-based organizations, youth and families to work in partnership to frame solutions and services
- To innovatively craft smart strategies for leveraging resources across juvenile/criminal justice departments and committing to sustained, coordinated efforts that strengthen the intersection between associated systems and services
- To prevent delinquent behavior of youth who are at risk of entering the juvenile justice system

### Principles Underlying the System Goals

- The system should be balanced and restorative, cooperative, inclusive and accountable
- A youth development approach (strength-based programming) underlies the system
- Individualized services target the specific needs of each youth
- Culturally and linguistically appropriate services must be provided
- The system is based on graduated sanctions utilizing alternatives to detention and alternatives to incarceration whenever appropriate
- Relevant data is gathered and analyzed at all stages of the system, and all system decisions are data-driven
- Training, technical assistance and partnership development for all individuals who have direct contact with youth in the system are central to the system's success
- Family-focused care should be utilized whenever appropriate
- Principles of evidence based practices should be pursued and applied when appropriate
- Key law enforcement, criminal justice and resource-allocating departments should commit to ongoing systems' coordination improvements

A public request was made to strive to substantively connect approved juvenile/criminal justice strategies to JPD's Principles and Goals and to commit to ongoing reflection as to whether or not the juvenile justice system and associated strategies are operating in accordance with these ideals and benchmarks. JPD committed to pursuing the outlined principles and goals. A diligent review of the Circle of Care was also completed.

### **VIII. Juvenile Justice 'Circle of Care' Categories and Definitions**

The purpose of the Circle of Care is to outline a comprehensive set of service-level definitions for the intended target populations of juvenile/criminal justice strategies, and to explain the purpose of services at the various levels.

It is used as a valuable reference throughout the JJCC process and helps JJCC members and the public to thoroughly consider the continuum of care that youth need to avoid or permanently exit the juvenile/criminal justice system.

Given the ever-shrinking pot of available juvenile/criminal justice resources, it is incumbent upon the JJCC to determine how to prioritize the allocation of resources when they are not sufficient to address the needs of target populations at each point on the continuum. Members of the public made a specific request to use the Circle of Care as a touchstone for juvenile/criminal justice planning and to clearly demonstrate where program categories fall on the continuum.

Below is a detailed explanation of the Circle of Care followed by the 2009 program category descriptions that include information on how the strategies connect to the Circle of Care.

**The categories are:**

**A. Prevention**

Target Population: Youth who are not engaged in delinquent behavior or involved in the juvenile justice system.

Purpose: To provide youth with multiple positive opportunities to develop strengths and build skills with services designed to address the risk factors they face.

**B. Early Risk Identification and Intervention**

Target Population: Youth who are engaged in delinquent behavior or displaying other at-risk behaviors in school or in the community, but are not formally involved in the juvenile justice system.

Purpose: To identify these youth before they become engaged in the juvenile justice system, assess their needs, and provide reliable informal referrals to hook them into need-based and strength-based services that will enable them to increase positive behavior and avoid entering the formal juvenile justice system.

**C. Pre-Adjudication Community-Based Intervention**

Target Population: Youth arrested and awaiting adjudication (or youth arrested and not petitioned) who can safely remain in their community without formal supervision but are in need of need-based and strength-based services.

Purpose: To provide youth with an array of appropriate needed services to stop delinquent behavior, develop or build upon strengths, and successfully exit the juvenile justice system.

**D. Pre-Adjudication Community-Based Supervision & Intervention (Alternatives to Detention)**

Target Population: Youth arrested and awaiting adjudication who can safely remain in their community with supervision, as an alternative to detention.

Purpose: To ensure that youth appear at their court date and do not re-offend prior to their court date, and to provide them with an array of appropriate needed services to stop delinquent behavior, develop or build upon strengths, and successfully exit the juvenile justice system.

**E. Post-Adjudication Community-Based Supervision & Intervention**

Target Population: Youth who have been adjudicated delinquent and can safely remain in their community with appropriate supervision and intervention.

Purpose: To provide youth with structured supervision in the community, and to provide them with an array of appropriate needed services to stop delinquent behavior, develop or build upon strengths, and successfully exit the juvenile justice system.

**F. Intensive Post-Adjudication Community-Based Supervision & Intervention (Alternatives to Placement)**

Target Population: Youth who have been adjudicated delinquent and can safely remain in their community with intensive supervision and intervention, as an alternative to out-of-home placement.

Purpose: To provide youth with intensive, highly structured supervision in the community, and to provide them with an array of appropriate needed services to stop delinquent behavior, develop or build upon strengths, and successfully exit the juvenile justice system.

**G. Pre-Adjudication and Post-Adjudication Emergency Shelter Programs**

Target Population: Youth involved in the juvenile justice system who are not appropriate for detention but cannot safely return to their homes or do not have a home to return to.

Purpose: To provide youth with safe emergency placements while more permanent plans are developed.

**H. County Detention**

Target Population: Use should be restricted to youth arrested who are determined to be a danger to self, others, or the property of another, or present a flight risk. Decisions to detain should be guided by the application of a risk assessment instrument.

Purpose: To ensure the safety of the minor and the community and to ensure the presence of youth at court proceedings.

**I. Structured Short-Term Residential Programs**

Target Population: Youth adjudicated delinquent who cannot safely remain in their own homes and require structured, specialized short-term (0-3 months) interventions, Rate Classification Level 8-11.

Purpose: To provide the target population with safe placement and the structure and services they need to stop delinquent behavior and successfully exit and remain out of the juvenile justice system.

**J. Intensive Highly-Structured Long-Term Residential Programs**

Target Population: Youth adjudicated delinquent who cannot safely remain in their own homes and require long-term (3-18 months) out-of-home placements, Rate Classification Level 10-14.

Purpose: To provide the target population with safe placement and the structure and services they need to stop delinquent behavior and successfully exit and remain out of the juvenile justice system.

**K. County Residential Facilities**

Target Population: Youth adjudicated delinquent who require long-term placement in a local facility because they present a danger to the community and require rehabilitative intervention.

Purpose: To ensure the safety of the community, and to provide youth with the structure and services they need to stop delinquent behavior and successfully exit and remain out of the juvenile justice system.

#### **L. State Incarceration**

Target Population: Use should be restricted to youth adjudicated delinquent for violent felonies for whom the courts have determined that other community-based, residential, or county camps are inappropriate and who require long-term secure incarceration because they present a grave danger to the community.

Purpose: To ensure the safety of the community.

#### **M. Aftercare**

Target Population: Youth adjudicated delinquent who are transitioning back into their community from a residential treatment or incarceration.

Purpose: To provide youth with meaningful opportunities to reintegrate into their family and community, and to access the services they need to develop strengths, build skills, and address the risk factors they face.

### **IX. 2010 Juvenile/Criminal Justice Program and Strategy Recommendations**

During the 2010 discussion, there was a request to provide additional context for risk status definitions, as follows:

#### **Risk Status Definitions**

The following definitions best reflect the breadth of needs and deficits confronted by a variety of vulnerable populations, such as African-American youth caught in the juvenile justice system, and immigrant youth and families facing language access issues.

- At-Risk, Highly At-Risk, and In-Risk/Systems Involved Youth

**At-Risk** ó Youth are starting to display signs of delinquent behavior. Youth are using more destructive language, not going to school, showing signs of more aggressive or defensive behavior, disobeying parents/guardians/authority, not connecting to positive peers or adult role models, reduced interest in positive activities, reduced interest in striving for positive personal goals. These youth and/or their families may have been referred to Child Protective Services and; may or may not have an open case pending.

**Highly At-Risk** ó All of the above, but on a more consistent and deeper level. These youth may have also had a police contact, other contact with criminal justice system, or have been or are currently involved in the foster care system.

**In-Risk**- All of the above, but on an even more consistent and deeper level. Youth has had police contacts and is involved in the criminal justice system.

**System's Involved** - Pre or post adjudicated youth whose court or probationary requirements keep them connected to the juvenile justice system.

**In-Custody/Detained** ó Pre or post adjudicated youth or young person that is in a secure county facility.

## **RECOMMENDATIONS FOR BLENDED JJCPA, GENERAL and CHILDREN’S FUNDS, and EPSDT REIMBURSEMENT**

### **1. Alternative Education**

#### **Overview**

Alternative Education provides highly specialized academic instruction and resiliency and life skills development for students, ages 14 ó 18 whose disruptive or delinquent behavior has prevented them from succeeding in mainstream educational environments.

Alternative Education provides highly specialized, community-based, GED/High School instruction to young adults ages 18-25 who were not able to succeed in mainstream secondary education.

The purpose of this category is to help youth and young adults to complete a High School Diploma or GED equivalency certificate.

*Connection to Circle of Care:*

- Early Risk Identification and Intervention
- Pre-Adjudication Community Based Supervision and Intervention
- Intensive Post Adjudication Community Based Intervention and Supervision
- Aftercare

*Target population:*

- At-risk, Highly at-risk, in-risk systemsøinvolved youth ages 14 ó 25

### **2. Case Management and Violence Prevention Support Services (CMVPSS)**

#### **Overview**

CMVPSS provides in-custody, school or community-based case management, counseling, linkage and brokering to services and advocacy to children, youth ages 12-25. All organizations applying in this category will be required to adhere to DCYF compliance standards.

Services may be provided in-custody, schools, community based organization or other location that meets the demand of high and at-risk young adults (defined below).

**Restorative Case Management** ó Seeks to stabilize functioning of highly at-risk youth. Highly at-risk youth are starting to demonstrate signs of delinquent behavior. They are attending school less, show a drop in grades, demonstrate increased disruptive or combative behavior in school, at home or in social environments, are not following through on pro social activities, and may have been picked up for a first contact with the criminal justice system.

- Organizations should be prepared to provide 1-6 months of restorative case management
- Caseloads should be at 1 staff: 20 youth ratio.

**Intensive Case Management** seeks to stabilize functioning of in-risk youth. In-risk youth are youth who are clearly demonstrating delinquent behaviors. They are failing to perform in school, are becoming increasingly more truant, found to be hanging out in high crime spots, not responding to available positive mentorship, have parents/guardians that are expressing parenting challenges, and have multiple contacts with the criminal justice system.

- Organizations should be prepared to provide 6-12 months of Intensive Case Management
- Caseloads should be at 1 staff: 8-10 youth

**EPSDT Case Management** -EPSDT is highly specialized case management and mental health services provided by medical certified organizations. Organizations that are already medical certified can apply.

- Organizations should be prepared to provide 6-12 months of EPSDT Case Management
- Caseloads should be at 1 staff: 8-10 youth

**All funded organizations must comply with DCYF's case management standards.**

**CMVPSS includes Secondary Supportive Services**, an array of auxiliary services that directly support case management clients. These secondary services are either an entry point to case management or an additional service to which case management refers youth.

*Secondary Supportive Services include programs such as but not limited to:*

- Conflict mediation support groups and Leadership Development groups
- School based life skills groups/classes
- Detention based life skills groups
- Enrichment programs
- Employment Services
- Tattoo Removal

*Circle of Care Category:*

- Early Risk Identification and Intervention/Prevention
- Pre-Adjudication Community Based Supervision and Intervention
- Intensive Post Adjudication Community Based Intervention and Supervision
- Aftercare

*Target population*

- At-risk, high risk youth, and in-risk/system involved youth ages 12 to 25

### **3. Detention Alternatives**

*Overview*

Detention Alternatives reduces reliance on secure confinement, improves public safety, reduces racial disparities and bias; and saves taxpayers dollars. These programs keep youth off the street and involved in positive activities during afternoon and evening hours, provide transportation, tutoring and life skills training. These programs provide activities and supervision to youth going through the adjudication process to help them successfully address the pre and post adjudication requirements imposed by the juvenile justice system.

Since youth are referred into Detention Alternatives programs through the juvenile justice system, a track record of working with San Francisco Juvenile Probation Department is required.

### *Connection to Circle of Care*

- Pre-Adjudication Community Based Supervision and Intervention
- Intensive Post Adjudication Community Based Intervention and Supervision

### *Target Population:*

- In-Risk/systems involved youth ages 12-18

## **4. Detention Based Services**

### *Overview*

Detention-based services provide coordinated, planned programs and services to detained youth and incorporate reentry aftercare to promote successful community re integration. Services include education, vocational, life skills/personal development, mentoring and therapy.

Since detention based services require entrance into Juvenile Hall or Log Cabin Ranch, organizations should have a track record of providing on-location services or a clear plan for getting access into units to serve youth.

### *Connection to Circle of Care*

- Shelter programs

### *Target Population:*

- Detained juveniles

## **5. Diversion**

### *Overview*

**Classic diversion** is an attempt to divert youth and young adults, ages 11-18 who have had a police contact from the criminal justice system. The classic concept of diversion theorizes that processing certain youth through the criminal justice system may do more harm than good. Classically successful programs have established systematic protocols with local law enforcement and the juvenile probation department, a single point of entry into services and demonstrate intensive and comprehensive services; focusing on identification, evaluation and treatment of youth. These programs provide a single point of entry, immediate comprehensive assessment, integrated case management and management information systems to avoid duplication of services.

**Diversion** in San Francisco also takes to the form of **intervention** activities and strategies to attempt to divert youth and young adults, ages 12 - 25 from having multiple police contacts or **returning** to the criminal justice system. Last year, the JJCC agreed to add crises response and intervention to the Diversion category as a critical component to the concept of diversion. Crisis response and street outreach programs will continue. However, San Francisco is considering a revised program model to better serve the individuals and families in need of such services. A new program model is expected to be introduced in the spring of 2010. At that time, a special meeting of the JJCC will be called to review and comment on its structure and design.

### *Connection to Circle of Care*

- Early Risk Identification and Intervention
- Pre-Adjudication Community Based Supervision and Intervention
- Intensive Post Adjudication Community Based Intervention and Supervision

### *Target Population*

- At-risk, high-risk and in-Risk youth ages 11 ó 25.

## **6. Gender Specific Services for Young Women**

### *Overview*

Gender Specific Services for Young Women provides in-custody, transitional/reentry and community based services to young women ages 12-25. Specific services include a gender-specific, juvenile hall-based curriculum, in-custody and community based case management and mentoring, personal skills and leadership development.

### *Circle of Care Category:*

- Pre-Adjudication Community-Based Intervention
- Pre-Adjudication Community Based Supervision and Intervention
- Post Adjudication Community Based Supervision and Intervention
- County Detention
- Aftercare

### *Target Population*

- Highly at-risk, in-risk/systemsøinvolved young women ages 12 ó 25
- Detained young women ages 12 - 18

Recommendations for how to allocate 10/11 funding across the above program categories were presented during the January 6, 2010 special meeting of the JJCC. There was no JJCC member or public opposition to the allocation information that was presented. These recommendations can be found in Appendix D at this end of this document.

## **RECOMMENDATION FOR CONTINUED JABG FUNDING**

### Public Defender Juvenile Assistance Project

The Public Defender Juvenile Assistance Project provides the Public Defender's Juvenile Division with additional support in accessing educational services, placement services, linkages to community providers and advocacy for informal probation. The JJCC found in 2006 that the øtarget population was deemed appropriate for juvenile justice funding streams, since the program targets youth being represented by the public defenderö and that øthis program greatly increases the placement and educational options for the youth it serves.ö The JJCC recommends continued usage of JABG funds for this program to be implemented in FY 09-10.

## **X. Identification of Juvenile Justice System Needs**

In this budget climate, it will be impossible to strengthen every juvenile/criminal justice asset and address every unmet need. The JJCC worked hard to logically consider how to prioritize the programs and strategies that were recommended.

However, we also understand the need to keep track of the unmet needs and to continue to bring together meaningful public and non-profit working groups to plan for how to meet the needs when funding becomes available.



A review of the 2008-2009 key system and program gaps was conducted:

- É Need for more family involvement in all services
- É Need to determine more effective ways to link families in need to the services available to them
- É Need for more collaboration and communication between Probation and CBOs
- É Need for more training and technical assistance to support CBOs
- É Need for cross-training CBOs and Probation to build partnerships
- É Need for greater measurable accountability of both CBOs and Probation
- É Need for more referrals from Probation to CBOs
- É Need to maximize collaboration and minimize duplication across system
- É Need to ensure that non-juvenile justice services are funded by other sources, rather than being funded by dwindling juvenile justice funding streams

Public comment on this matter underscored the above and

- A consolidated contract management and billing system
- Clarification of evidence-based practices
- Family focused services
- Restorative justice services
- School based violence prevention
- Improved coordination across public sector departments systems
- Housing for transition age youth and youth reentering from out of home placement

The forthcoming FY 10-11 Criminal Justice and Violence Prevention Request for Proposals (RFP) process will provide an opportunity for organizations to submit proposals within approved categories that meet some of the detailed needs. This RFP will have requirements, which seek to identify the most qualified organizations able to provide the best service for the community. All programs selected to provide services in the 2011-2012 fiscal year will be required to report data on several required outcomes as required by the RFP. The outcomes vary depending on the funding category under which the agency applies. There will also be an outside agency conducting an evaluation of outcomes, overall effectiveness, data reporting and other programmatic goals to assess the selected programs.

## **XI. Closing**

The JJCC is eager to expand its role in reducing violence and identifying sustainable alternatives for high-risk populations. Once complete, San Francisco's plan to create a single comprehensive and coordinated strategy for violence prevention programming will serve as a model for collaboration amongst system and community stakeholders and for the development and implementation of a highly effective continuum of care for San Francisco residents.

## **Appendix A: 2011 JJCC Members**

**Chief William Siffermann (Department is a Mandated JJCC Member)**

San Francisco Juvenile Probation Department

**John Avalos (Department is a Mandated JJCC Member)**

San Francisco Board of Supervisors

**Mario Yedidia (Department is a Mandated JJCC Member)**

Youth Commission

**Chief Wendy Still (Department is a Mandated JJCC Member)**

San Francisco Adult Probation Department

**Casey Blake (Department is a Mandated JJCC Member)**

Human Services Agency

**Dr. Ernest Brown (A Drug and Alcohol Prevention Organization is Mandated by the JJCC)**

The Principal Center Collaborative

**Rev. Ishmael Burch (A Community At-Large Representative is Mandated by the JJCC)**

Community Organizer BVHP-Potrero Hill  
Family Neighborhood Director BV/Beacon  
Safety Network/YMCA Urban Services

**Mr. Brian Chieu**

Mayor's Office of Housing

**Keith Choy (Department is a Mandated JJCC Member)**

San Francisco Unified School District/Department of Children, Youth and Their Families

**Glenn Eagleson**

Office of Economic and Workforce Development

**Captain Antonio Parra (Department is a Mandated JJCC Member)**

San Francisco Police Department  
Juvenile and Family Services Division

**Katherine Miller (Department is a Mandated JJCC Member)**

San Francisco District Attorney's Office

**Patricia Lee (Department is a Mandated JJCC Member)**

San Francisco Public Defender's Office

**Honorable Patrick Mahoney**

San Francisco Superior Court

**Dirk Beijen (Department is a Mandated JJCC Member)**

San Francisco Juvenile Probation Commission

**Sunny Schwartz (Department is a Mandated JJCC Member)**

SF Sheriff's Department

**Sai-Ling Chan Sew (Department is a Mandated JJCC Member)**  
San Francisco Department of Public Health

**Maria Su (Department is a Mandated JJCC Member)**  
Department of Children, Youth and their Families

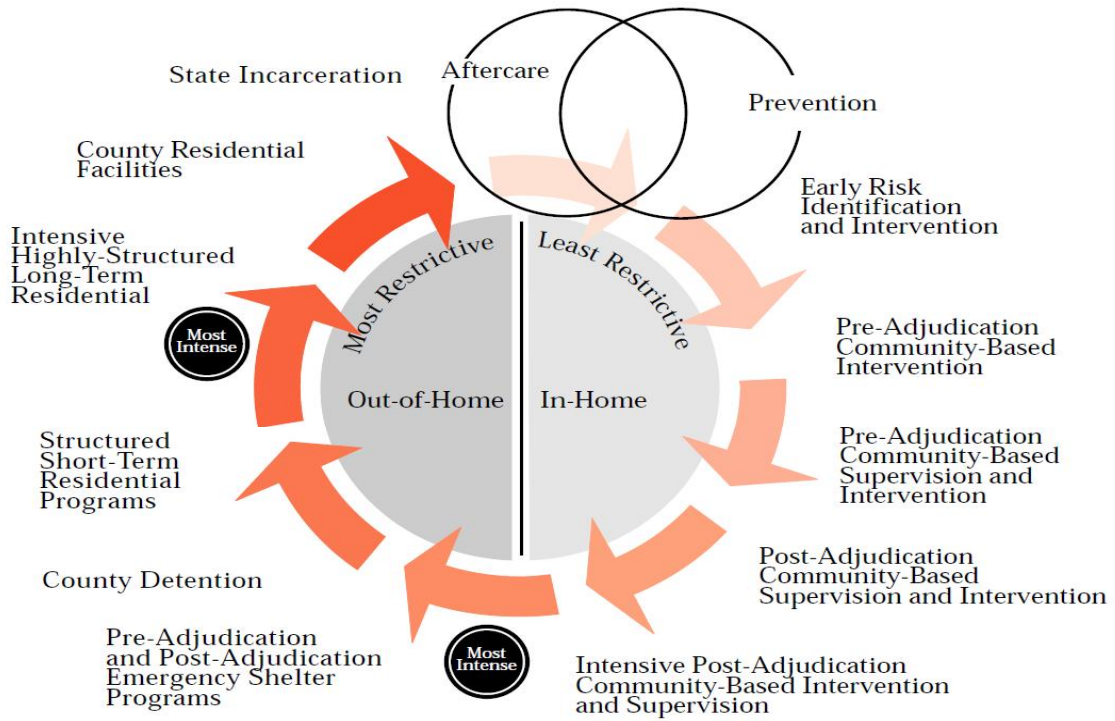
**Victor Peterson**  
San Francisco Youth Commission

**Xiomara Galvan**  
Juvenile Advisory Committee

**Kimo Uila**  
Juvenile Justice Providers Association

DRAFT

**Appendix B: Circle of Care**



San Francisco Juvenile Justice Local Action Plan - Circle of Care

March 2005

## **Appendix C**

### **FY 011/12 Percent Allocation Across Program Category Recommendations**

#### **35 % - Case Management and Violence Prevention Support Services**

*Rationale:* Propose to fund this category at the highest level because there is great need for high quality case management, crisis response, and street outreach for youth at-all risks and including youth who are transitioning back to their community from detention. This category encourages innovative partnerships between lead case management organizations and violence prevention support services providers.

#### **30% - Diversion**

*Rationale:* Diversion successfully keeps young people out of the juvenile justice system and in their communities where they can continue to strengthen family and peer relationships, stay in school, go to work and get connected with other positive personal development programs. Additionally, diversion services meet the needs of highly and in-risk young adults whose personal barriers make them deeply vulnerable to re-involvement in the criminal justice system ó these crisis response and street outreach services meet youth where they are at, connect them with needed case management or support and help to prevent them from reentering the system.

#### **12% - Alternative Education**

*Rationale:* Highly at-risk and in-risk young people have been failed by the education system and have tremendous barriers to academic success. This category values the need for all young people to get a High School Diploma or GED certificate to meet the minimal level requirement to compete in the mainstream labor market.

#### **10% - Detention Alternatives**

*Rationale:* Systemø involved youth need unique pre and post adjudication support to complete systematic court requirements and probation. Detention alternatives provide a safe and encouraging space in which young people stay focused on court and probation related matters. Before the final RFP is completed, we will re-address what kinds of referrals will be eligible for detention alternatives and what length of participation in detention alternatives programs makes sense.

#### **7% - Girls Services**

*Rationale:* While the number of girls at Juvenile Hall has decreased, we understand that a unique set of services is still necessary to address the spike in violent behaviors associated with girls. We encourage a broad spectrum of in-custody and community based services to help young woman gain stability, transition back to their community and develop resiliency skills needed to avoid or stay out of the system.

#### **6% - Detention Based Services**

*Rationale:* It is of utmost importance that we continue to support the crafting and availability of a diverse set of high quality, in-custody services. We will look to organizations to provide an array of well-developed and structured services for detained youth.