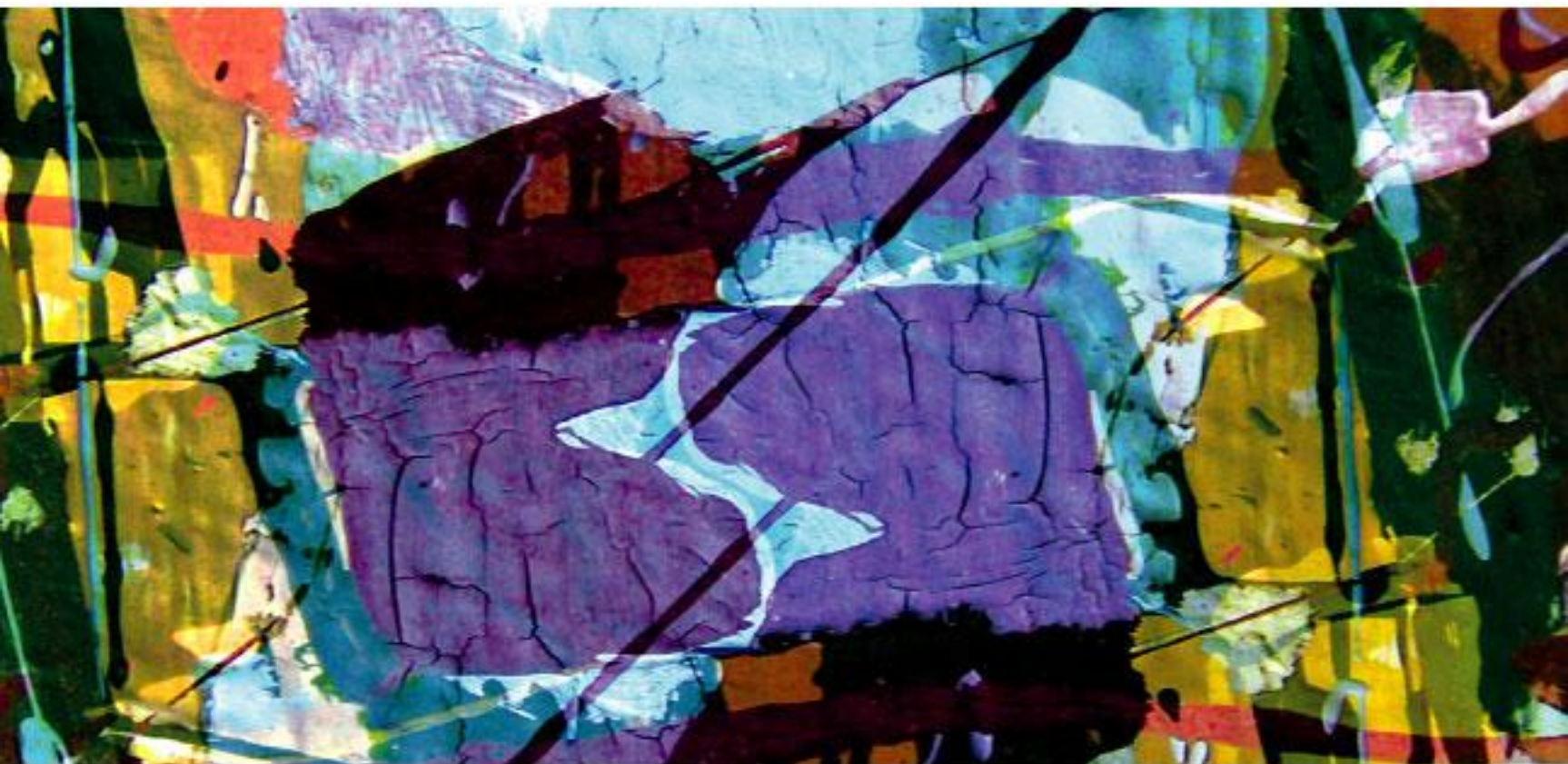


freshdirections

volume II



communityprograms

supported by the San Francisco
Juvenile Probation Department

june 2005

prepared by
LaFrance Associates, LLC
for the Community Programs Division
of the San Francisco Juvenile Probation Department



LAFRANCE ASSOCIATES

Fresh Directions volume II

Community Programs Supported by the San Francisco Juvenile Probation Department

June 2005

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by providing applied research, evaluation and technical assistance services
that advance the work of organizations in the nonprofit, philanthropic, and public sectors.*

Executive Summary: Fresh Directions volume II

Community Programs Supported by the San Francisco Juvenile Probation Department

Fresh Directions volume II is the second comprehensive report on community-based services funded by the San Francisco Juvenile Probation Department's (SFJPD) Community Programs Division. This report is cumulative over two years; it covers the contract years 2003-2004, and 2004-2005. The Community Programs Division (CPD) allocates and manages approximately \$5 million annually from different funding streams: General Fund, Temporary Assistance for Needy Families (TANF), Juvenile Justice Crime Prevention Act, and Children Services Prop J dollars.¹ CPD funding decisions are approved by the Juvenile Probation Commission and made in concert with the Juvenile Justice Coordinating Council (JJCC) in San Francisco, which includes representatives from the Juvenile Probation Department, the Mayor's Office of Criminal Justice, all other youth-serving City Departments, local law enforcement agencies, and community-based providers. With the goal of preventing or reducing youths' involvement with the juvenile justice system, the SFJPD/CPD supports a variety of youth development promotion and delinquency prevention strategies, from education and life skills programs, to services specifically geared toward girls, to services for families. For each type of service, the Division partners with one or more community-based organizations, so that young people receive services provided from a *community* orientation, rather than a probation orientation, right in their home neighborhoods.

What Will I Find in *Fresh Directions*?

- **Background, history, and context of the Community Programs Division** of the San Francisco Juvenile Probation Department
- A **literature review** that summarizes the demonstrated connection between youth development-oriented delinquency prevention strategies with reduced juvenile justice system involvement
- Descriptions of **eight types of SFJPD/CPD-funded programs**, such as Girls Services, Intensive Home Based Supervision, and Education, Life Skills, and Employment Programs
- A descriptive profile and evidence of effectiveness for **community-based organizations supported by the SFJPD Community Programs Division**
- Maps of San Francisco that pinpoint service locations in relation to geographic patterns of juvenile crime
- General **conclusions** and a set of **recommendations** for future evaluation

Fresh Directions volume II was prepared by LaFrance Associates, LLC (LFA), a San Francisco-based evaluation consulting firm the Community Programs Division has contracted with to manage the PrIDE (Program Information for Development and Evaluation) system since July 2002. About two-thirds of the programs that are funded by the Community Programs Division take part in this ongoing evaluation project. While this report highlights data from PrIDE, it also includes service delivery and utilization information across all funded programs.

The Executive Summary answers these questions:

1. What organizations and programs does the Community Programs Division support?
2. What youth are being served by SFJPD/CPD-funded programs?
3. What services do SFJPD/CPD-funded programs offer to young people?
4. What changes do young people who participate in these programs experience?
5. How satisfied are youth participants with the services these programs provide?

The following provides an overview of responses to each of these questions. The full report contains details about individual programs, grouped by type of service. The full report also opens with a review of the literature about the known effectiveness of prevention programs and delinquency reduction, as well as an extensive set of recommendations for future areas of focus in assessing the effectiveness of the community programs model.

¹ This pertains to the two contract years 2003-2004 and 2004-2005.

1. What organizations and programs does the Community Programs Division support?

During the 2003-2004 and 2004-2005 fiscal years, the Community Programs Division (CPD) of the San Francisco Juvenile Probation Department funded over 40 different programs for youth who are involved or at risk of involvement in the juvenile justice system. For the purposes of this report, they have been grouped into eight different clusters: anger management; case management; education, life skills, and employment; family support; girls services; intensive home based supervision; alternatives to secure detention; and shelter services.

The SFJPD/CPD has selected a diverse set of providers that offer age- and culturally-appropriate services and that provide a range of offerings to youth living in different areas of the city who have varied needs. A full list of providers is provided in the box to the right.

2. What youth are being served by SFJPD/CPD-funded programs?

Between July 2003 and February 2005, over 1,700 youth participated in SFJPD/CPD-funded programs. Some youth participated in more than one SFJPD/CPD-funded program in this contract year (10%, n=1,759).

Youth served by SFJPD/CPD-funded programs mirror the diversity of San Francisco. Programs serve slightly more boys than girls, and they serve youth from as young as six years old to over 18 years old. On average, participants are 16 years old. They are from neighborhoods across San Francisco, with the largest concentration of youth coming from Bayview-Hunters Point, the Western Addition, the Mission, and Visitacion Valley. The population of participating youth is quite ethnically diverse, although most of the youth served are either African-American (49%) or Latino/a (23%).

Programs are reaching youth with a range of risk factors that make them prone to becoming involved with or remaining involved in the juvenile justice system: about two-thirds acknowledge hanging out with gang members; youth live in families with parents, siblings, and other relatives who have been arrested; and, among the sample for whom these data were available, about one-fifth had sustained petitions prior to program entry.

SFJPD/CPD- Funded Programs 2003-05

- Ark of Refuge, Spirit Life Chaplaincy Program
- Asian American Recovery Services, Straight Forward Club
- Bayview Hunters Point Foundation, IHBS
- Bernal Heights Neighborhood Center, OMCSN
- Brothers Against Guns, IHBS
- CARECEN, Second Chance Tattoo Removal
- CYWD, Girls' Detention Advocacy Project and Sister Circle
- CJCJ, Detention Diversion Advocacy Project
- Community Works, ROOTS and Young Women's Internship Program
- Community Youth Center, IHBS
- Edgewood Children's Center, Kinship Support Network
- Ella Hill Hutch Community Center, UJIMA Co-Ed Mentorship Program (2003-2004 only)
- Family Restoration House, X-Cell at Work
- Huckleberry Youth Programs, Status Offender Program
- Hunters Point Family, Girls 2000 Family Services Program
- Girls Justice Initiative, Detention-Based Case Management, Inside Mentoring and After-Care Case Management
- Instituto Familiar de la Raza, Intensive Case Management and IHBS
- Mission Neighborhood Center, Home Detention Program and Young Queens on the Rise
- Morrisania West, Inc., IHBS
- Office of Samoan Affairs, IHBS (2003-2004 only)
- Parenting Skills Program (2003-2004 only)
- Performing Arts Workshop, Impact Community High School
- Potrero Hill Neighborhood House, Omega Peer Counseling Program and IHBS (Peer Counseling Program 2003-2004 only)
- SAGE Project, Inc., Survivor Services for Girls
- Samoan Community Development Center, CLC – Anger Management and IHBS
- SLUG/DPW, Saturday Community Service (2003-2004 only)
- Solutions Program (2003-2004 only)
- Special Services for Groups, OTTP
- The San Francisco Boys and Girls Home, Pre-Placement Shelter
- University of San Francisco, Street Law (2003-2004 only)
- Urban Services YMCA, Bayview Beacon Center Truancy Program
- Vietnamese Youth Development Center, IHBS
- California Community Dispute Services, Youth Accountability Boards (2003-2004 only)
- Youth Guidance Center Improvement, Focus I, Focus II, GED Plus
- YWCA, Girls Mentorship and FITS

**Exhibit 1
Target Populations Served by SFJPD/CPD-Funded Programs²**

SFJPD/CPD- Funded Program		Primary Target Population: Demographic Characteristics				Primary Target Population: Risk Factors				
Organization	Program	Age-specified	Gender-specified	Neighborhood-specified	Race/ Ethnicity-specified	On probation	Used/ abused drugs	Truant	Gang affiliated	Other
Ark of Refuge	Spirit Life Center Chaplaincy Services	12-18	No	No	No	✓				Juvenile Hall detainees
Asian American Recovery Services	Straight Forward Club	10-18	No	No	No	✓	✓		✓	Youth at risk of system involvement
Bayview Hunters Point Foundation	IHBS	No	No	Bayview-Hunters Point	No	✓	✓	✓	✓	Youth at risk of system involvement
Bernal Heights Neighborhood Center	OMCSN	12-17	No	Outer Mission	Latino/a African American	✓			✓	Youth at risk of system involvement
Brothers Against Guns	IHBS	12-18	Boys	Bayview-Hunters Point	African American Pacific Islander	✓	✓	✓	✓	Youth at risk of system involvement
CARECEN	Second Chance Tattoo Removal	12-24	No	Misson (Citywide)	Latino/a All	✓	✓	✓	✓	Youth at risk of system involvement
CYWD	Girls Detention Advocacy Project and Sister Circle	16-24	Girls	No	Youth of color	✓	✓	✓	✓	Youth at risk of system involvement
Community Works	ROOTS	12-14	No	No	No					Children w/incarcerated parents experiencing behavior problems
	Young Women's Internship Program	13-17	Girls	No	No	✓				
Community Youth Center	IHBS	15-16	Male	No	Chinese Filipino Vietnamese	✓	✓	✓	✓	Youth at risk of system involvement
Edgewood Children's Center	Kinship Support Network	11-19	No	No	No	✓				All youth live with kin caregivers and are at risk of system involvement
Family Restoration House	X-Cell at Work	14-21	No	Bayview-Hunters Point	African American			✓		Youth at risk of system involvement
Girls Justice Initiative	Detention-Based Case Management	12-18	Girls	No	No	✓	✓		✓	Detained youth
	Inside Mentoring	12-18	Girls	No	No	✓	✓			Detained youth
	After-Care Case Management	13-18	Girls	No	Youth of color	✓	✓			Youth at risk of system involvement
Hunters Point Family	Girls 2000 Family Services Project	10-18	Girls	Bayview-Hunters Point	African American	✓	✓	✓	✓	Youth in public housing, at risk of system involvement

² The following programs are not included in this exhibit because all relevant data were not available: Ella Hill Hutch Community Center, UJIMA Co-Ed Mentorship Program; Office of Samoan Affairs, IHBS; CJCJ, Detention Diversion Advocacy Project; Potrero Hill Neighborhood House, Peer Counseling Program, and SLUG/DPW, Saturday Community Service.

SFJPD/CPD- Funded Program		Primary Target Population: Demographic Characteristics				Primary Target Population: Risk Factors				
Organization	Program	Age-specified	Gender-specified	Neighborhood-specified	Race/Ethnicity-specified	On probation	Used/abused drugs	Truant	Gang affiliated	Other
Huckleberry Youth Programs	Status Offender	11-17	No	No	No		✓	✓		Youth who have run away, status offenders, and youth at risk of system involvement
Instituto Familiar de la Raza	IHBS	13-18	No	Mission (Citywide)	Latino/a	✓	✓	✓	✓	Youth at risk of system involvement
	Intensive Case Management	13-18	No	Mission	Latino	✓	✓	✓	✓	Youth at risk of system involvement
Mission Neighborhood Center	Home Detention Program	No	No	Bayview Mission	Latino African-American	✓	✓	✓	✓	Court-ordered, youth at risk of system involvement
	Young Queens on the Rise	14-18	Girls	Mission Bayview	Latina African-American	✓	✓	✓	✓	Youth at risk of system involvement
Morrisania West, Inc.	IHBS	No	No	No	No	✓	✓	✓	✓	Youth at risk of system involvement, and youth who are 554s
Performing Arts Workshop	Impact High School	14-18	No	No	No	✓	✓	✓	✓	
Potrero Hill Neighborhood House	IHBS	No	No	No	No	✓	✓	✓	✓	Youth at risk of system involvement
SAGE Project, Inc.	Survivor Services for Girls	11-18	Girls	No	No	✓	✓	✓	✓	Girls involved in sexual exploitation, youth at risk of system involvement
Samoan Community Development Center	CLC – Anger Management	12-17	No	No	No	✓				Youth at risk of system involvement
	IHBS	13-18				✓	✓	✓	✓	Youth at risk of system involvement
Solutions Program	Solutions Program	12-18	Girls	No	African American Latina	✓				Detained youth
Special Services for Groups	Ida B. Wells H. S. Occupational Therapy	14-21	No	No	No	✓	✓	✓		Classified "at risk" special education youth, youth at risk of system involvement
The San Francisco Boys and Girls Home	Pre-Placement Shelter	13-18	No	No	No	✓	✓	✓	✓	Youth at risk of system involvement
Urban Services YMCA	Bayview Beacon Center Truancy Program	No	No	Bayview-Hunters Point	No			✓		High-risk families Youth offenders or pre-adjudicated youth
Vietnamese Youth Development Center	IHBS	12-18	No	No	Southeast Asian	✓	✓	✓	✓	Youth at risk of system involvement
Youth Guidance Center Improvement	Focus I Focus II GED Plus	16-18	No	No	African-American Latino	✓	✓	✓	✓	High school drop outs Group home/foster home
YWCA	Girls Mentorship Program and FITS	11-18	Girls	No	No	✓				Youth at risk of system involvement

3. What services do SFJPD/CPD-Funded programs offer to young people?

As described above, the SFJPD/CPD funds community-based providers to offer a variety of offerings to young people who are at risk of involvement or already involved in the juvenile justice system. These providers were asked to indicate which types of services they provide to the youth they serve. Exhibit 2 provides an overview of the number of programs who are providing each type of service.

Exhibit 2
Types of Services Provided by SFJPD/CPD-Funded Programs

Types of Services Provided	Number of Programs* (n=30)
Case Management	27
Tutoring/Help with Homework	25
Extra-Curricular/After-School Activities	20
Mentoring	17
Job Readiness/Employment Training	16
Mental Health Counseling	16
Health Education Services	16
Substance Use Counseling	13
Practical Assistance (Transportation, Meals, etc.)	12
Anger Management Services	11
GED Services	8
Intensive Home Based Supervision	8
Housing Services/Assistance	7
Other Services	20

*Programs could select more than one response. This information was provided on CBO Questionnaires, which were submitted by 30 programs.

Programs provide a range of “Other Services,” including: arts education, leadership training, bereavement counseling, independent-living skills, and parent groups, etc.

4. What changes do young people who participate in these programs experience?

Programs have significant positive effects on the youth they serve. Youth with sustained petitions show lower rates of juvenile justice system involvement after they have participated in community-based programs.

Further, we have distilled findings for five core outcome areas: education, work and job readiness, building positive relationships, skill-development, risk behavior reduction, and service satisfaction. Depending on youth responses to a number of different survey questions, we rated programs’ effectiveness.

Exhibit 3
Outcomes Across SFJPD/CPD-Funded Programs That Participate in PrIDE³

Organization and Program Name		Key Outcome Areas						
ORGANIZATION	PROGRAM	EDUCATION ⁴	WORK AND JOB READINESS	BUILDING POSITIVE RELATIONSHIPS ⁵	SKILL-DEVELOPMENT ⁶	RISK BEHAVIOR REDUCTION ⁷	INVOLVEMENT IN JUVENILE JUSTICE SYSTEM ⁸	SERVICE SATISFACTION
Various Providers ⁹	IHBS	+	+/-	+	+	+	-	□
Bernal Heights Neighborhood Center	OMCSN	+	NS	+	+	+	NA	+
Brothers Against Guns	IHBS	+	+	+	+	+	+	□
CARECEN	Second Chance Tattoo Removal	+/-	+/-	+	+	+	NA	□
Center for Young Women's Development	Girls' Detention Advocacy Project/Sister Circle	+	+	+	+	+	+	□
Community Works	Young Women's Internship Project	+/-	+	+	+/-	NS	+/-	+
Community Works	ROOTS	+	+	+	+	NS	NS	+
Community Youth Center	IHBS	+	+/-	+/-	+	+	+/-	□
Edgewood Center for Children and Families	Kinship Support Network	+	NS	+	+	NS	+	+
Family Restoration House	X-Cell at Work	+	+/-	+	+	-	NA	+/ <input type="checkbox"/>
Hunters Point Family	Girls 2000 Family Services Project	+/-	NS	+	NS	-	NA	+/ <input type="checkbox"/>
Mission Neighborhood Center	Home Detention Program	+	NS	+	+	+	+/-	□
Mission Neighborhood Center	Young Queens on the Rise	+	NS	+	+	+	+	+/ <input type="checkbox"/>
Performing Arts Workshop	Impact Community High School	+	NS	+	+	+	+/-	□

³ This information is only available for programs that participate in PrIDE and submitted both Baseline and Follow-up data by March 15, 2004. Some SFJPD/CPD-funded programs are not included in the PrIDE system because: 1) they participate in other evaluations (including the DCYF evaluation); their interventions are short-term and therefore are not appropriate to evaluate using the standard PrIDE data collection forms; 3) they did not submit Baseline and/or Follow-up PrIDE surveys for the youth they serve.

⁴ Based on data provided about school attendance, behavior, and/or future orientation toward school.

⁵ Based on data regarding perceived skills gained and relationships with peers, adults, and/or program staff.

⁶ Based on responses to a set of questions regarding self-care and social development skills and/or anger management skills.

⁷ Based on questions regarding substance use and gang affiliation.

⁸ Based on JJJIS sustained petition data.

⁹ Data were aggregated five of the eight IHBS programs, and Instituto Familiar de la Raza's Case Management Program. This summary indicators includes data from the following organizations: Instituto Familiar de la Raza, Morrisania West, Inc., Potrero Hill Neighborhood House, Samoan Community Development Center and Vietnamese Youth Development Center.

Organization and Program Name		Key Outcome Areas						
ORGANIZATION	PROGRAM	EDUCATION ⁴	WORK AND JOB READINESS	BUILDING POSITIVE RELATIONSHIPS ⁵	SKILL-DEVELOPMENT ⁶	RISK BEHAVIOR REDUCTION ⁷	INVOLVEMENT IN JUVENILE JUSTICE SYSTEM ⁸	SERVICE SATISFACTION
Samoan Community Development Center	CLC – Anger Management	+	NS	+	+	NS	+/-	☐
Special Services for Groups	Ida B. Wells H. S. OTTP	+	+/-	+	+/-	NS	+	Majority had “no opinion”
The San Francisco Boys and Girls Home	Pre-Placement Shelter	+	+/-	+	+/-	+	+	☐
Youth Guidance Center Improvement	Focus I Focus II GED Plus	+	+/-	+	+	+	+	☐
YWCA	Girls Mentorship Program	+/-	NS	+	+/-	+	+/-	Majority had “no opinion”
Exhibit Codes		+ = maintain or improve positive behavior +/- = no clear positive or negative change in behavior - = negative change in behavior NS = Not specified as an outcome area for this program; NA = Not available.						+ = Over 75% were “satisfied” or “very satisfied” with all areas. ☐ = 50% - 74% were “satisfied” or “very satisfied” with all areas.

Data Source: PrIDE

5. How satisfied are youth participants with the services these programs provide?

Youth expressed fairly high levels of satisfaction with all aspects of the SFJPD/CPD-funded programs they participate in. A majority of youth indicated a high level of satisfaction with every program area about which they were asked, from the type of services provided to the respect shown for their cultural and ethnic background; and 89% of respondents said they would recommend the program to a friend. Further, youth are building strong relationships with staff members in the SFJPD/CPD-funded programs; two thirds said that if they were in trouble and needed to talk, they would talk to a staff member at the program.

Conclusion

The portfolio of SFJPD/CPD-funded programs is eclectic, addressing diverse needs, in neighborhoods across the city, and generally in the areas where they are most needed as indicated by neighborhood-based geographic patterns of juvenile crime. This means that the Division has a broad reach on many dimensions through the work of its community partners. In general, SFJPD/CPD-funded programs demonstrate that they do what they set out to do and they are doing it well.

Unfortunately, it is likely that the fiscal challenges facing the Department and community-based providers will continue. Given this context, we urge decision-makers within the Juvenile Probation Commission, the Juvenile Justice Coordinating Council, and the Community Programs Division to carefully consider all data available – on types of services provided, profiles of youth served, contract compliance, and program effectiveness – because they each tell a different though equally important part of the overall story. Information-based decision making, rather than political and turf-based interests, is particularly important in times of scarcity in order to achieve the ultimate goal of preventing youth from becoming or remaining involved in the juvenile justice system.