

FRESH DIRECTIONS

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**Community Programs
Supported by the San Francisco
Juvenile Probation Department**

May 2004

Executive Summary: Fresh Directions

Community Programs Supported by the San Francisco Juvenile Probation Department

Fresh Directions is the first ever comprehensive report on community-based services funded by the San Francisco Juvenile Probation Department's (SFJPD) Community Programs Division. The Community Programs Division (CPD) allocates and manages approximately \$5 million 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 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?
6. How satisfied are Probation Officers with funded programs?

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 Pertains to the July 2003 – June 2004 fiscal year.

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

In the 2003-2004 fiscal year, 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; juvenile detention alternatives; 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 2004, over 1,200 youth participated in SFJPD/CPD-funded programs. Some youth participated in more than one SFJPD/CPD-funded program in this contract year (12.6%, n=1,018).

Youth served by SFJPD/CPD-funded programs mirror the diversity of San Francisco. Programs serve roughly the same number of girls and boys 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, and the Mission.

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 one-third 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 (and of these, about half were felony petitions) prior to enrolling in a SFJPD/CPD-funded program.

SFJPD/CPD- Funded Programs 2003-04

- 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
- Family Restoration House, X-Cell Club/Life Skills
- Girls 2000, Family Services Project
- Huckleberry Youth Programs, Status Offender Program
- Girls Justice Initiative, Inside Mentoring and Detention-Based 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
- Parenting Skills Program
- Performing Arts Workshop, Impact High School
- Potrero Hill Neighborhood House, Omega Peer Counseling Program and IHBS
- SAGE Project, Inc., Girls Survivor Services
- Samoan Community Development Center, CLC – Anger Management
- SLUG/DPW, Saturday Community Service
- Solutions Program
- Special Services for Groups, OTTP
- The San Francisco Boys and Girls Home, Pre-Placement Shelter
- University of San Francisco, Street Law
- Urban Services YMCA, Bayview Beacon Center Truancy Program
- Vietnamese Youth Development Center, IHBS
- California Community Dispute Services, Youth Accountability Boards
- Youth Guidance Center Improvement, Focus I, Focus II, GED Plus
- YWCA, Girls Mentorship and FITS

According to data reported by the staff members of SFJPD/CPD-funded programs, about two-thirds of the youth served by SFJPD/CPD-funded programs since July 2003 are still participating in them (65.5%, n=1,355). A full summary of the populations served by SFJPD/CPD-funded programs is provided in Exhibit 1.

**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	SpiritLife	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	No	No	Outer Mission	No				✓	Schools
Brothers Against Guns	IHBS	9-19	Boys	Bayview Western Addition	African American Pacific Islander	✓	✓	✓	✓	Youth at risk of system involvement
CARECEN	Second Chance Tattoo Removal	14-24	No	Misson (Citywide)	Latino/a All	✓			✓	Youth at risk of system involvement
CYWD	Girls Detention Advocacy Project and Sister Circle	14-19	Girls	No	No	✓	✓	✓	✓	Youth at risk of system involvement
Community Works	ROOTS	12-14	No	Visitacion Valley	No					Children w/incarcerated parents experiencing behavior problems
	Young Women's Internship Program	No	Girls	No	No	✓				
Community Youth Center	IHBS	No	No	No	Chinese Filipino Vietnamese	✓	✓	✓	✓	Youth at risk of system involvement
Edgewood Children's Center	Kinship Support Network	12-17	No	Bayview-Hunters Point	African American	✓	✓	✓		All youth live with kin caregivers
Family Restoration House	X-Cell Club/Life Skills	14-21	No	Bayview-Hunters Point	African American			✓		Youth at risk of system involvement
Girls 2000	Family Services Project	10-18	Girls	Hunters Point	African American	✓	✓	✓	✓	Youth in public housing, 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
Huckleberry Youth Programs	Status Offender	11-17	No	No	No		✓	✓		Status offenders, youth 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
Instituto Familiar de la Raza	IHBS	13-18	No	Mission (Citywide)	Latino/a	✓	✓	✓	✓	
	Intensive Case Management	13-18	No	Mission	Latino	✓	✓	✓	✓	
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	No	Girls	Mission Bayview	Latina African-American	✓		✓	✓	Youth at risk of system involvement
Morrisania West, Inc.	IHBS	12-19	No	No	No	✓	✓	✓	✓	Youth at risk of system involvement
Parenting Skills	Parenting Skills Program	Parents	No	No	No					Parents of youth at risk of system involvement
Performing Arts Workshop	Impact High School	15-18	No	No	No	✓	✓	✓	✓	
Potrero Hill Neighborhood House	IHBS	No	No	No	No	✓	✓	✓	✓	Youth at risk of system involvement
SAGE Project, Inc.	Girls Survivor Services	11-18	Girls	No	No	✓	✓	✓	✓	Girls involved in sexual exploitation, youth at risk of system involvement
Samoan Community Development Center	CLC – Anger Management	No	No	No	No	✓				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	15-22	No	No	No	✓	✓	✓		Youth at risk of system involvement
The San Francisco Boys and Girls Home	Pre-Placement Shelter	10-17	No	No	No	✓	✓		✓	
University of San Francisco	Street Law	11-17	No	No	Asian American/Pacific Islander African-American Latino/a	✓				Detained youth (boys), Out-of-custody, youth at-risk of system involvement
Urban Services YMCA	Bayview Beacon Center Truancy Program	13-17	No	Bayview-Hunters Point	African-American			✓		High-risk families Youth offenders or pre-adjudicated youth
Vietnamese Youth Development Center	IHBS	No	No	No	No	✓				
Youth Accountability Boards	California Community Dispute Services	11-17	No	Bayview-Hunters Point Visitacion Valley	No					Youth leaders, youth with school discipline issues
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=29)
Case Management	22
Tutoring/Help with Homework	18
Mentoring	17
Job Readiness/Employment Training	14
Extra-Curricular/After-School Activities	14
Health Education Services	13
Anger Management Services	12
Substance Use Counseling	12
Mental Health Counseling	12
Practical Assistance (Transportation, Meals, etc.)	10
GED Services	8
Housing Services/Assistance	8
Intensive Home Based Supervision	8
Other Services	16

*Programs could select more than one response. This information was provided on CBO Questionnaires, which were submitted by 29 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. Based on our query of the JJIS system for a sample of youth who have participated in SFJPD/CPD-funded programs, youth have had many fewer contacts with the juvenile justice system – fewer referrals, detentions, filed petitions, sustained petitions, and dispositions – after program entry than prior to program entry.

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.³ Depending on youth responses to a number of different survey questions, we rated programs’ effectiveness. With regard to service satisfaction, if 80.0% or more respondents said they were “very satisfied” or “satisfied” with all aspects of the program, we indicated this with an asterisk (*).

³ This information is only available for programs that participate in PrIDE and submitted both Baseline and Follow-up data by March 15, 2004. Other 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.

Exhibit 3
Outcomes Across SFJPD/CPD-Funded Programs That Participate in PrIDE⁴

Organization and Program Name		Key Outcome Areas					
ORGANIZATION	PROGRAM	EDUCATION ⁵	WORK AND JOB READINESS	BUILDING POSITIVE RELATIONSHIPS ⁶	SKILL-DEVELOPMENT ⁷	RISK BEHAVIOR REDUCTION ⁸	SERVICE SATISFACTION
Various Providers ⁹	IHBS	+	+/-	+	+/-	+	+
Bernal Heights Neighborhood Center	OMCSN	+	NS	+	+/-	+/-	+
CARECEN	Second Chance Tattoo Removal	+	-	+	+	+	+
Family Restoration House	X-Cell Club/Life Skills	+/-	+/-	+/-	+	+/-	+
Girls 2000	Family Services Project	+	+/-	+	+	NS	+
Mission Neighborhood Center	Home Detention Program	+	+	+/-	NS	NA	☐
Mission Neighborhood Center	Young Queens on the Rise	+	-	-	+/-	-	☐
Samoan Community Development Center	CLC – Anger Management	+	NS	+	+	NS	☐
Special Services for Groups	Ida B. Wells H. S. Occupational Therapy	+	+	+/-	+	NA	+
The San Francisco Boys and Girls Home	Pre-Placement Shelter	+	+/-	+	+	+/-	☐
Youth Guidance Center Improvement	Focus I Focus II GED Plus	+	+	+/-	+/-	NA	+
YWCA	Girls Mentorship Program	+/-	NS	+	+	NA	+
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 80% were "satisfied or "very satisfied" with all areas. ☐ = Most participants were "satisfied" or "very satisfied," but in some areas fewer than 80% were.

Data Source: PrIDE

⁴ 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; 2) they did not submit Baseline and/or Follow-up PrIDE surveys for the youth they serve.

⁵ Based on data provided about school attendance, behavior, and/or future orientation toward school.

⁶ Based on data regarding perceived skills gained and relationships with peers, adults, and/or program staff.

⁷ Based on responses to a set of questions regarding self-care and social development skills and/or anger management skills.

⁸ Based on questions regarding gang affiliation and, where appropriate, juvenile justice system involvement.

⁹ Data were aggregated across IHBS programs. Includes data from the following organizations: Bayview-Hunters Point Foundation, Brothers Against Guns, Community Youth Center, Instituto Familiar de la Raza, Morrisania West, Inc., Potrero Hill Neighborhood House, and Vietnamese Youth Development Center.

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

Youth expressed **very high levels of satisfaction** with all aspects of the SFJPD/CPD-funded programs they participate in. More than three-quarters 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. Further, youth are building strong relationships with staff members in the SFJPD/CPD-funded programs. Nearly all said they were “very satisfied” or “satisfied” with the staff in their program (83.1%, n=219).

6. How satisfied are Probation Officers with funded programs?

Of the 60 Probation Officers in the Department currently, 27 completed a Feedback Form for the Community Programs Division (a 45.0% response rate). Because of this high response rate and the fact that feedback forms were completed by some Probation Officers in every division – Intake, Supervision, Placement, Prevention, Diversion, Girls Services, and FITS (Family Integrated Treatment Services) – we can be confident that these findings are representative; that is, if we surveyed every single Probation Officer in the Department, we would likely get similar results from our survey.

The highest percentages of Probation Officers have referred youth to the following programs:

- CJCJ, Detention Diversion Advocacy Project
- University of San Francisco, Street Law
- Mission Neighborhood Center, Home Detention Program
- Parenting Skills Program
- Bayview Hunters Point Foundation, IHBS

Probation Officers who referred youth to a program reported how satisfied they were with the services youth received and whether they would use that program again. All of the probation officers who used the following programs said they were “very satisfied” or “satisfied” with them and/or that they would refer youth to them again:

- Samoan Community Development Center, CLC-Anger Management
- Mission Neighborhood Center, Home Detention Program
- Potrero Hill Neighborhood House, Peer Counseling Program
- CARECEN, Second Change Tattoo Removal
- Bernal Heights Neighborhood Center, OMCSN
- Special Services for Groups, Ida B. Wells H. S. Occupational Therapy
- Youth Guidance Center Improvement , GED Plus
- Youth Guidance Center Improvement Committee, Focus II
- Edgewood Children’s Center, Kinship Support Network
- Girls 2000, Family Services Project
- Mission Neighborhood Center, Young Queens on the Rise
- YWCA, Girls Mentorship Program
- YWCA, FITS Girls Program
- Center for Young Women’s Development, Sister Circle

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, despite hardships imposed by the challenges of fiscal year 2003-04, which included delays in contracts and mid-year budget cuts for most providers. Youth participants are generally satisfied with the programs they are participating in; and probation officers use many SFJPD/CPD-funded programs as a resource.

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.