



County of San Diego

Comprehensive Multi-agency Juvenile Justice Plan Update

August 2008

San Diego County Comprehensive Multi-agency Juvenile Justice Plan

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County of San Diego**

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San Diego County Juvenile Justice System of Care

Since the 1990s, San Diego County’s Juvenile Justice stakeholders have been committed to implementing evidence-based approaches and promising practices to promote positive youth development and prevent juvenile delinquency. During the latter half of the 1990s, San Diego County became one of the first three sites, in the nation, to implement the Office of Juvenile Justice and Delinquency Prevention’s (OJJDP) “Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders.” This model is predicated upon a philosophy of shared responsibility and coordinated action to prevent juvenile delinquency and promote youth development. San Diego recognized that to ensure the broadest array of stakeholder and agency buy-in there was an immediate need to expand the focus of the strategy and rename the local juvenile justice initiative to ensure all-encompassing buy-in and long term support. With the OJJDP title, “Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders,” many stakeholders, the education community and numerous government agencies were quick to point out that they did not work with or serve “Serious, Violent Chronic Offenders”. Wanting to create a seamless continuum of services for all levels of the juvenile justice system, San Diego renamed the local efforts to the “Comprehensive Strategy for Youth, Family and Community”. This infused a much broader stakeholder population and insured that all youth-serving government agencies were at the table and engaged.

Through the creation of the Comprehensive Strategy, San Diego developed a clear vision for San Diego’s youth, crafting a mission statement, guiding principles, prioritized strategies and focus areas, and recommended action steps.

Vision

Youth in San Diego will have the opportunity to develop into **Caring, Literate, Educated And Responsible** (CLEAR) community members.

Mission Statement

To promote positive youth development and prevent juvenile delinquency through shared responsibility, collaboration, and coordinated action.

Strategies and Focus Areas

- Prevention- Building positive services for youth to keep them from entering the juvenile justice system.
- Intervention and Treatment- Providing appropriate and necessary services and programs when youth enter the juvenile justice system to reduce recidivism.
- Supervision and Custody- Providing appropriate consequences, as well as safe and secure detention for youth escalating in the system and/or committing serious offenses.
- Shared Responsibility- Coming together as a collective team to develop cross system communication, multi-agency partnerships, joint responses, services and policies that support youth no matter what door they enter.
- Collaboration-Working in partnership with government entities and community organizations to maximize resources, eliminate duplication of services, and develop strength-based services to support youth in their communities.

The Comprehensive Strategy has enabled San Diego to build strong effective partnerships and working agreements with multiple levels of government, schools, local law enforcement, community organizations and groups, parents and youth. Working with diverse partners allows San Diego to look at all aspects of the juvenile justice system and build a coordinated plan that focuses on each level of the system, identifying strategies and goals. Throughout the year, using the Comprehensive Strategy model, the Juvenile Justice Coordinating Council (JJCC) and the Task Force review data, solicit community and provider feedback and input, examine system and program assessments, and identify service gaps and needs. This process enables the JJCC and the Task Force to be responsive and make ongoing recommendations for policy, program, and system change.

Background Summary of San Diego County's Juvenile Justice System

In 1996, in accordance with state legislation Welfare and Institutions Code (WIC) 749.22, the San Diego County Board of Supervisors appointed a 22-member Juvenile Justice Coordinating Council (JJCC). The JJCC represented a regional, coordinated advisory group which works to strengthen and support communities and families. At its inception the Board of Supervisors appointed more than the required state mandated members to ensure that a much broader community voice was at the table. The JJCC advises the Board of Supervisors on all juvenile justice issues, oversees and develops quality prevention,

intervention, and graduated sanction services, policies and programs. Also at this time, working with The Children's Initiative, a local nonprofit child advocacy agency, San Diego hired a Comprehensive Strategy Coordinator to: oversee and staff the JJCC and all subcommittees, coordinate juvenile justice efforts throughout the region, and partner with stakeholder groups such as education, local law enforcement, alcohol and drug service, mental health, etc.

In the year of its formation, under the mandate from Senate Bill 1760 and with funding from a planning grant from the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the JJCC was tasked with developing a Local Action Plan (LAP) (now called a Comprehensive Multi-agency Juvenile Justice Plan), as well as coordinating a Comprehensive Strategy planning process that worked to develop a seamless continuum of services for youth. By early 1997, San Diego's first LAP was completed and submitted, along with a Challenge I grant proposal, to the California Board of Corrections (BOC). The BOC accepted San Diego's plan and awarded the Challenge I grant proposal to implement a new program, *Breaking Cycles Demonstration Project*. *Breaking Cycles* works with high risk youth ages 13-18, who are in custody. This project builds on a treatment team approach providing intensive case management and treatment services.

In 1999, the JJCC submitted an updated LAP to the BOC, along with a state grant proposal for a newly identified issue in San Diego. Through data research and community input San Diego recognized the substantial increase of crimes and violent acts committed by girls, as well as their increased involvement in school suspensions and gangs. In response to this identified need, the JJCC submitted a grant proposal to the Board of Corrections for a newly developed gender-responsive program. This program, *Working to Insure and Nurture Girls' Success* (WINGS), was funded with Challenge II funds and commenced in 1999. The WINGS program works with at-risk young women providing community-based home visiting services by a multi-disciplinary team.

In August 2000, in response to the Schiff-Cardenas Crime Prevention Act of 2000 (now called the Juvenile Justice Crime Prevention Act, or JJCPA), the JJCC, along with the Comprehensive Strategy Coordinator, formed a Technical Work Group. The purpose of the Technical Work Group was to gather and review information and data regarding neighborhoods, schools, and communities facing significant juvenile crime and public safety risks; and to identify both national and local best practices and proven juvenile justice strategies that would provide a continuum of responses in the juvenile justice arena. On the basis of the Technical Work Group recommendations, the JJCC voted to use JJCPA funds to support proven programs in which grant funds were expiring and to augment existing and proven programs to meet needs and service gaps in the identified communities. The seven priority programs that the JJCC recommended for support were: three prevention programs (Community Assessment Teams (CAT),

Truancy Supervision Program (TSP), and Community Youth Collaborative (CYC)); an intervention program (*Working to Insure and Nurture Girls' Success (WINGS)*); a supervision program (*Repeat Offender Prevention Program (ROPP)*); and two treatment programs (*Juvenile Delinquency Drug Court (DC)* and *Breaking Cycles (BC)*).

These programs were managed successfully and positive outcomes were realized. Due to budget reductions at the state level, state funding for San Diego was reduced by approximately \$500,000 in the second year, FY 2001/02. These funds had been used the previous year for startup costs, so this initial reduction still allowed the seven programs, CAT, CYC, WINGS, TSP, ROPP, Drug Court, and Breaking Cycles to continue and allowed San Diego to continue to offer services at approximately the same levels. State funding was reduced further in the third year, FY 2002/03, by approximately \$250,000. As a result of this state budget cut, the Technical Work Group and the JJCC used a methodology to rate and rank juvenile justice programs throughout the continuum in order to make decisions on the structure of JJCPA for FY 2003-04. The Technical Work Group and the JJCC reviewed outcome measures, program participation, alignment with the County Strategic Plan, and program costs. Through this analysis the Technical Work Group recommended program changes to be made in the third year, eliminating CYC and combining CAT and WINGS into one program. The programs funded in the third year included: one prevention/intervention program, CAWINGS; one supervision program, TSP; and three treatment programs ROPP, DC/PMSA (*Parenting/Mentoring/Substance Abuse*), and Breaking Cycles. The PMSA program enhanced the services offered by Juvenile Drug Court. In the fourth year of funding, FY 2003/04, to adjust for rising costs of service and additional reduced funding, staff reductions were made and contracts were reduced. In addition, ROPP was suspended due to the limited number of wards it served, limited service area, and high cost of programming per participant. The programs funded in FY 2004-05, FY 2005-06, and FY 2006-07 included one prevention/intervention program (CAWINGS), one supervision program (TSP), and two treatment programs (DC/PMSA and Breaking Cycles).

In 2006, to address potential conflicts of interests and to better maintain integrity of the juvenile justice system in implementing the Comprehensive Strategy approach to juvenile justice, the County of San Diego clarified WIC 749.22, changing the membership of the JJCC to only state mandated members. To make certain there remains strong, active and ongoing community participation, stakeholder input, and to ensure consistency and ongoing collaboration, the San Diego County Board of Supervisors in partnership with the Children's Initiative, (which staffs the JJCC), created the Juvenile Justice Comprehensive Strategy Task Force (JJCSTF). The Task Force is made up of a broad array of community stakeholders, government representatives, local law enforcement, educators, and other interested parties. The purpose of the Task Force is to partner with the JJCC to serve as a platform to

address emerging issues with at-risk youth in the juvenile justice system and to maximize partnerships and resources on behalf of San Diego's youth.

Role of JJCC, JJCSTF and Collaborating Partners

In San Diego County, the Juvenile Justice Coordinating Council and the Comprehensive Strategy Task Force developed and strengthened public and private partnerships to advise and make recommendations to the County Board of Supervisors, state and federal legislators, Juvenile Court and juvenile justice stakeholders on juvenile justice services, programs and policies. The ongoing role of the JJCC, JJCSTF and their partners is to:

1. Develop a Comprehensive Multi-agency Juvenile Justice Plan (CMJJP)

- Solicit input and participation from community partners and stakeholders.
- Review relevant data to identify trends and gaps in the system.
- Identify best practices, promising approaches and evidence-based services and policies.
- Develop priority strategies, focus areas, and services.
- Develop outcome measures to evaluate the effectiveness of strategies.

2. Develop and utilize a system-wide funding strategy based on outcomes and filling identified gaps in the areas of prevention through custody

- Recommend desired outcomes to policy makers.
- Utilize assessment instruments and protocols to identify local needs and priorities.
- Utilize grant resource networks and community collaboratives to seek partners and resources to fill identified gaps in the areas of prevention through custody.
- Advocate and gain support for the Juvenile Justice Plan in all areas of the community by engaging the community.

3. Ensure public participation, awareness, and support of the Juvenile Justice Plan

- Gain support from the media, business, grass roots entities, and others to convey the vision of the CMJJP in as broad a manner as possible.

- Develop appropriate and relevant means for sharing information and engaging communities.

4. Coordinate efforts with other initiatives serving youth and families

- Involve youth and families in program design and implementation.
- Develop and train community-planning teams, with the goal of establishing a Memorandum of Understanding for cooperation, information sharing, and use of universal risk and needs assessments, such as the San Diego Regional Resiliency Checkup.

5. Develop a comprehensive Management Information System (MIS) for capturing and analyzing risk/needs assessment data

- Liaison with the Public Safety Group and Regional Data Sharing forum to enhance communication, data sharing, and coordination among police, schools, community-based organizations, Probation, public and private social service agencies.

6. Increase the number of community members (individuals, families, schools, businesses, organizations, service providers, etc.) engaged in efforts to mobilize and promote crime-free, healthy communities

- Develop formal linkages, coordinate and collaborate with agencies and systems that provide services to at-risk youth, i.e., Probation, Child Protection Services, Mental Health, Alcohol and Drug Services, etc.
- Use existing or sponsor forums for youth to participate in planning and implementing services.
- Promote expectations of healthy lifestyles to positively impact community norms using art, the media, a speaker's bureau, and presentations.

7. Utilize federal, state, local partnerships, and collaborative efforts to highlight prevention and early intervention strategies and services

- Blend federal, state, and local funds to support staff positions related to the Comprehensive Strategy.
- Partner with other government agencies to blend resources, maximize funding, and enhance and expand services.

8. Ensure that elected officials, policy makers, and community leaders support the Comprehensive Multi-agency Juvenile Justice Plan

- Investigate, evaluate, and communicate the efforts and successes of communities to establish policies and practices that positively impact communities.
- Utilize a structured decision-making process to allocate resources to fill identified gaps in the areas of prevention through custody.

The JJCC and the Task Force has developed strong partnerships and committed agreements to work collectively and across systems on behalf of children and youth. Partners include, but are not limited to:

San Diego County Board of Supervisors	San Diego County Probation Department
San Diego Sheriffs Office	San Diego County District Attorney
San Diego Police Chiefs Association	Commission on Children Youth and Families
Public Defenders Office	Health and Human Services Agency
Ninth District PTA	San Diego Police Department
Community-based Organizations	San Diego Unified School District
San Diego County Office of Education	San Diego Superior Court-Juvenile
The Children's Initiative	San Diego Association of Governments
San Diego School Boards Association	San Diego School Districts
Business Leaders	San Diego Association of Non Profits

Shared Vision- Developing a Plan for Action

Through ongoing Comprehensive Strategy efforts the JJCC and the Task Force have committed to developing biennial Comprehensive Multi-agency Juvenile Justice Plans (CMJJP) to guide local juvenile justice efforts and to clearly understand issues, trends and gaps in the continuum of care for our youth. While updated local plans are not mandated by the state, the JJCC and the Comprehensive Strategy Task Force believe that it is vital to have: ongoing analysis of data to identify emerging trends and issues, updates on program outcomes and measurements to evaluate effectiveness, progress on cross agency communication and partnerships, monitoring of funding streams, and review of policy implications on the juvenile justice system. These plans are developed though data research and

analysis, agency and organization participation, and extensive community and stakeholder outreach and input. The JJCC and the Comprehensive Strategy Task Force seek to gather and include professional expertise and experience, local data and statistics, best practices and promising approaches, and national and state evidence-based methods. Community representatives, local law enforcement, educators, researchers, front-line staff, and government staff work together to craft a comprehensive countywide plan that demonstrates shared responsibility and collaboration and addresses a full continuum of services for youth from prevention, intervention, and treatment to supervision.

The Multi-agency Juvenile Justice Plan proposes an integrated systems approach, identifying opportunities for cross agency partnerships and community organization participation, emerging issues and trends in the juvenile justice system, geographic and service gaps, and community needs. The plans include: identified geographic, service and gender gaps and needs, programs and services that demonstrate sustained and measured results, and specific areas in need of building and strengthening. The plans are based upon the shared vision that all of San Diego's youth will develop into Caring, Literate, Educated and Responsible (CLEAR) community members. To achieve this vision, the Juvenile Justice Coordinating Council in partnership with the Comprehensive Strategy Task Force works to maintain and reinforce a regional coordinated effort that strengthens communities and families by assisting in the development of healthy, responsible youth through the promotion of prevention, intervention, and appropriate graduated sanctions.

The Comprehensive Multi-agency Juvenile Justice Plan (CMJJP) works to:

- Strengthen families and communities by developing resources and programs that assist youth in becoming Caring, Literate, Educated and Responsible (CLEAR) members of society.
- Emphasize prevention as the most cost-effective approach to the reduction of delinquency.
- Identify gaps and weaknesses in services and policies in the juvenile justice system.
- Provide immediate and effective early interventions with youth at their first sign of problems or inappropriate behavior.
- Support core institutions such as schools, health care providers, government agencies, faith communities, and community-based organizations in their role in supporting youth.

San Diego's Multi-agency Plans serve as a blueprint for communities to work together, so that local leaders, representatives of public and private agencies and organizations, schools and community members and youth, can bring about systems change and strategies that work in the areas of prevention and early intervention. San Diego's Multi-agency Plans begin with the following general principles:

Guiding Principle #1 – We must strengthen families by recognizing that the family has primary responsibility to instill values and provide guidance and support to children. When necessary, we must strengthen the family in support of these responsibilities. Where there is no functional family unit, we must establish a family surrogate and help that entity to guide and nurture the child.

Guiding Principle #2 – We must support core social institutions – i.e., schools, faith communities, government agencies and community organizations – in their roles of developing capable, mature, and responsible youth.

Guiding Principle #3 – We must promote prevention as the most cost-effective and humane approach to reducing juvenile delinquency. Communities must take the lead in designing and building cohesive prevention approaches that address known risk factors and target other youth at risk of delinquency.

Guiding Principle #4 – We must intervene immediately and effectively to assist at-risk youth to prevent first time offenders from committing progressively more serious crimes.

The first step in developing a comprehensive juvenile justice plan and a continuum of services for our youth is to know and understand what services, programs, and policies are in place and available in our communities for our youth. Numerous sources of information, including the expertise of the JJCC, JJCSTF, and the San Diego Association of Government (SANDAG) are used to compile data and information on existing resources and services. There are literally hundreds of resources in San Diego County representing the types of services needed for at-risk youth, juvenile offenders, and their families throughout the entire continuum of prevention and graduated sanctions. Some of these resources serve the entire region while others serve only specific geographic, ethnic or cultural communities. Existing resources that target at-risk juveniles, juvenile offenders, and their families are gathered from the following sources:

- Law enforcement
- Probation
- Education
- Mental health
- Health
- Employment
- Social services
- Drug and alcohol treatment services

- San Diego Association of Governments
- Youth services

Using this data and knowledge, the JJCC and the Task Force identify emerging issues and trends, gaps in services and communities and develop priority strategies and focus areas. These efforts form recommendations for best practices, evidence-based, and proven programs to fill gaps and needs and develop and/or respond to policies for the juvenile justice system. San Diego's Multi-agency Plan works to ensure a continuum of responses to juvenile delinquency and crime that maximizes collaboration and the use of integrated resources. The identified strategies and focus areas include prevention, intervention, supervision, treatment, and custody. San Diego's Multi-agency Plan identifies and/or reports on programs and services which are designed to enhance protective factors and reduce risk factors within each of the following identified focus areas:

- **Prevention.** Programs and resources that address community, family, and individual risk factors and enhance protective factors that will minimize the risk of delinquent behavior and entry into the juvenile justice system.
- **Intervention.** Programs and resources that provide immediate, swift responses within the community for youth exhibiting delinquent and/or criminal behavior.
- **Supervision.** Programs and resources that provide juvenile offender supervision, accountability for compliance with court ordered conditions of probation, and assistance to lawful self-sufficiency.
- **Treatment.** Treatment programs and resources including substance abuse prevention, mental health services, anger management, family therapy, community-based treatment, structured day treatment centers, and residential group home placement for 601 and 602 wards of the Court.
- **Custody.** Programs and resources that provide safe and secure detention for juvenile offenders alleged to have committed a crime or waiting for placement; local correctional treatment facilities for young people committed to custody by the Juvenile Court; and the Department of Juvenile Justice for the most serious, violent, chronic juvenile offenders.

San Diego's Existing Continuum of Services for the Juvenile Justice System

Major Accomplishments

San Diego Regional Resiliency Checkup - With the participation of over 20 community and county agencies, San Diego undertook the development of a universal assessment tool in October 1997. The San Diego Regional Resiliency Checkup (SDRRC) is a research-based screening and assessment instrument being used across systems, e.g., Probation, law enforcement, schools and community-based service providers, etc., since May 1998. The objective was to design an assessment tool that would prevent a minor's entry into the juvenile justice system using early assessment and provide important data to be used to build and strengthen intervention and treatment services when needed. The tool identifies what is "good" in a child's life that can be built upon and strengthened and what is "not working" in a child's life that can be diminished or eliminated. The SDRRC provides a uniform screening and referral process throughout the region and enhances quality control in case management. In 2003, an automated web-based version of the SDRRC was implemented and is accessible to all partner agencies.

Community Risk & Needs Survey - During a prevention planning process, members of the Technical Work Group discovered that partner agencies needed to obtain community input for various projects and funding initiatives. For example, staff from Children's Mental Health registered their need to obtain community input for a planning process pertaining to the Mental Health Services Act (Proposition 63) while staff from the County Probation Department needed community input for the development of a Local Action Plan and staff from the Commission on Children, Youth and Families were also seeking community input. Upon learning of this, and in the true spirit of maximizing resources, eliminating duplication, and cross system collaboration, representatives from the JJCC, Commission on Children Youth and Families, Child Welfare Services, community-based organizations, Children's Mental Health, and San Diego's Family and Youth Roundtable, devised a survey to meet the collective needs of each organization for community input. San Diego Association of Governments (SANDAG), Criminal Justice Research Division, offered in-kind assistance to develop and analyze survey results. The survey asked respondents their opinions regarding challenges that negatively impact youth and family success, and where the greatest gaps exist in terms of services and programs.

In January 2005, the survey was distributed (English and Spanish versions) via the Internet and “hard copies” were distributed throughout the County, including: members of the JJCC, the Commission on Children, Youth and Families, the Task Force, community-based organizations, regional community collaborative groups, law enforcement, education, parents, youth under age eighteen, and county government. In an effort to obtain as much input as possible, representatives from the aforementioned organizations went to community forums throughout all regions of San Diego County to dialogue with community members and distribute the survey. By March 2005, 365 surveys were received and tabulated.

Disproportionate Minority Contact (DMC) - The issue of Disproportionate Minority Contact (DMC), or overrepresentation of minority youth in the juvenile justice system, has garnered significant attention at the local, state, and national levels. In early 2000, in partnership with the San Diego County Probation Department, the Children’s Initiative formed a DMC committee to identify and address DMC issues that might exist in our local justice system. The San Diego County DMC committee is made up of juvenile justice representatives including but not limited to: Probation Department, District Attorney’s Office, Public Defender’s Office, law enforcement, Health and Human Services Agency, Superior Court, San Diego Association of Governments, and schools. To date, the committee has collected and analyzed juvenile data, conducted field interviews, provided multiple trainings for probation staff and community groups, and developed and disseminated DMC-specific information materials. In December 2006, San Diego County was one of five regions throughout the state of California to receive an Enhanced DMC Technical Assistance Project grant from the California Corrections Standards Authority, which will allow San Diego to expand and enhance our research study in order to better understand our DMC problem and develop specific protocols, procedures and trainings.

Gender-Specific Services

OCJP Award - In 1998, the Office of Criminal Justice Planning awarded \$100,000 to YMCA Youth and Family Services to provide services to adolescent girls participating in day treatment centers managed by the Probation Department. Services included home visits, group counseling focused on gender specific issues, independent living skills, academic enrichment, employment preparation, family counseling and peer mentoring.

Board of Supervisors Policy A-132 - In 1999, the Board of Supervisors adopted Board Policy A-132, *‘Gender Responsive Services for San Diego County’s Juvenile Female Offenders and At-Risk Youth Women and Girls,’* with the ultimate goal of providing gender-responsive services for at-risk young

women and girls to assist them in becoming successful in life and preventing them from entering or escalating in the justice system.

Girls Working Group - In 1999, the County Board of Supervisors formed a Girls Working Group to formulate a county policy and related recommendations for gender-based services. As a cross agency community-wide advisory body to the County Board of Supervisors, the Girls Working Group assisted with guidance and monitoring of gender-responsive programs to be planned and implemented within the guidelines of Board Policy entitled '*Gender-Responsive Services for San Diego County's Juvenile Female Offenders and At-Risk Youth Women & Girls.*' (This was a time-limited workgroup with a sunset date of 2004).

Challenge Grant II - In 1999, the Probation Department received \$4.6 million for three years (Challenge Grant II) to provide program services for over 1,500 girls (ages 12 to 17) and their families. The WINGS (Working to Insure and Nurture Girls' Success) program includes community-based and home visiting services by a multi-disciplinary team of workers in various regions of the county.

Reduction of Out-of-County Residential Placement - Since the 1990's, the County Board of Supervisors, in conjunction with the County of San Diego Chief Administrative Officer, the Probation Department, and the Juvenile Court, has provided leadership and continued support to 1) reduce out of county residential facility placements, 2) achieve net County cost savings, and 3) create new or expand local placement programs. Through the reinvestment of dollars saved on the reduction of out-of-county residential placements, San Diego County developed a Local Juvenile Placement Trust Fund. The San Diego County Probation Department has utilized trust fund dollars to implement juvenile programs.

Youth Mapping Project - San Diego Workforce Partnership, directed by the School to Career Youth Council, and funded through the Workforce Investment Act, sponsored the Regional Youth Mapping Project to determine how to best meet the workforce needs of at-risk youth by:

- Identifying existing elements and gaps of the local youth development system.
- Providing data to inform policy and programmatic decisions.
- Creating a resource database for on-line access utilized by youth, service providers and the community.

Components of the Regional Youth Mapping Project

Information obtained from the Youth Mapping Project informs the local youth workforce partnership and assists to direct resources and identify collaborative opportunities.

- ***A Demographic Report*** - provides an analysis of the county's youth population including trends and forecasts for the future.
- ***A Qualitative Report*** - reflects the collection and analysis of opinions gathered from stakeholders regarding the issues, needs, assets and gaps related to the county's youth workforce preparation system.
- ***An Activities and Services Inventory*** - describes organizations that provide core services to the local youth workforce preparation system.
- ***A Funding Stream Inventory*** - lists the resources that support local youth workforce preparation services.
- ***A Website*** provides user-friendly access to the above information.

Juvenile Justice System Resource and Services

San Diego has made significant progress in recent years in forging strong cross agency and system partnerships to develop and implement a comprehensive juvenile justice system, creating a seamless continuum of responses to juvenile crime at all points of the system. Through extensive data review and analysis, community participation, and stakeholder knowledge and advice, the JJCC and the Task Force identify community needs, gaps in services, and emerging trends and issues in the juvenile justice system. From this examination, national, state, and local best practice scans are conducted to inform recommendations for action. The following are programs and services which have been implemented in San Diego through the JJCC and the Task Force's aforementioned analysis and examination, each filling an identified gap or addressing an identified issue. Each program or service is designed to enhance protective factors and reduce risk factors within each of the identified focus areas.

Prevention

Community Assessment/Working to Insure and Nurture Girls' Success (CAWINGS) Teams - The

CA/WINGS Team is a community-based prevention and early intervention program designed to provide services to families with school-aged youth who have chronic behavior problems or other issues that place them at risk of entering in or continuing in the juvenile justice system. Probation Officers are housed at each of the five community-based organizations in five regions of San Diego

County. The officers work collaboratively with community agency staff to provide strength-based assessments, interventions, referrals, and case management services.

In 1998, as a result of the Challenge I grant, the Community Assessment Teams (CAT) were established and sustained via Juvenile Justice Crime Prevention Act funds. In 1999, the Working to Insure and Nurture Girls' Success (WINGS) program was established as a result of Challenge Grant II funding. In order to sustain the WINGS program, both programs were integrated into one program in July 2003.

Juvenile Diversion - San Diego County is a national leader in Juvenile Diversion and has proven programs designed to prevent young people from entering into and escalating in the juvenile justice system. Juvenile Diversion Programs provide a positive alternative to school suspension, expulsion and formal court processing for at-risk and first time misdemeanor offenders. Through structured activities and community service, the program aims to reduce recidivism by:

- Helping young people understand that criminal behavior will not be tolerated.
- Teaching at-risk and delinquent youth how to behave in a socially acceptable manner.
- Helping parents learn more effective ways to cope with difficult situations involving their children.
- Providing case management and supervision to ensure that youth are enrolled and attending school and staying out of trouble.
- Linking youth to strength-based activities and services.
- Providing youth with the opportunities to take part in community service, victim restitution, and youth development activities.

The San Diego JJCC Juvenile Division subcommittee along with local law enforcement developed protocols to assure uniformity across the county in juvenile diversion. The protocols serve as guidelines for law enforcement, schools, and providers.

Community Response Officer Program (CROP) - The goal of CROP is to increase and enhance the communication and cooperation between law enforcement agencies, the Probation Department, and school districts. The program out-stations seven Deputy Probation Officers at 20 police agency sites

throughout the County to act as liaisons between law enforcement, Probation, the schools, and the Courts. The Probation Officers gather and provide information to law enforcement agencies, such as clarification of court orders, truancy, runaway and delinquency issues, and support field operations/sweeps. CROP is a federal grant-funded program, supported by the Juvenile Accountability Block Grant (JABG), which was awarded in June 2000. In May 2007, a significant program modification occurred and became fully operational. In addition to fulfilling traditional CROP duties, Probation Officers received a case load of twenty-five (25) 18+ year old wards to supervise.

Critical Hours Program - The Critical Hours Program is after school programming for middle school youth, both on and off school campuses. Critical Hours works to address youth violence, health and social issues that affect youth e.g., delinquency, teen pregnancy, substance abuse and peer pressure, and offers an alternative support system. Required program components include: health, education, recreation, and interpersonal skills/self-esteem development. Critical Hours brings together education, recreation, social services, and the arts to provide high quality programming at each site. In 1997 the County Board of Supervisors, through the Children's Investment Trust Fund, awarded funding for after school programs for middle school age youth in San Diego County. This program seeks to foster collaborative efforts among public, private and non-profit organizations that, in the past, have been fragmented and isolated in their efforts to serve children, youth and families.

Multi-systemic Therapy (MST) - In October 2005, the MST Program was implemented to reduce current gaps in mental health services for at-risk youth in San Diego County. Operating under the purview of the San Diego Unified School District's (SDUSD) Mental Health Resource Center (MHRC), MST provides integrated, cost-effective, family-based treatment to students in the central region of San Diego County who are at risk of entering the juvenile justice system or are first-time offenders who committed non-serious offenses. MST is an evidence-based practice that targets youth with a mental health diagnosis, such as conduct disorder or oppositional defiant disorder. MST's broad array of services limits the need for multiple service providers, thus freeing the family from duplication and fragmentation of services. The MST Program utilizes one Deputy Probation Officer who serves as a liaison for MST therapists. The Probation Officer facilitates communication between law enforcement, juvenile court, and students at risk of entering the juvenile justice system. The Probation Officer assists MST therapists to help youth and families link with the faith community, youth resources, and other community agencies that support families. The Probation Officer also provides outreach and education to school districts in the county who are interested in the MST Program.

Intervention

Truancy Intervention Program (TIP) - The TIP program targets juveniles with truancy, delinquency, and behavior issues, grades K-12, in school districts throughout the county. TIP is a partnership between the Juvenile Court, Probation, various school districts, and the School Attendance Review Board (SARB). Each participating school district contracts with Probation for School Probation Officers (PO) who respond to the needs of the local district. Each school site informally refers students to resolve attendance problems. If a juvenile is referred to SARB, the School PO assists in monitoring the juvenile's attendance through direct contact with the truant juvenile and his/her family. In addition, officers conduct in-service training and support groups, provide crisis intervention, participate in various multidisciplinary teams, and work collaboratively to administer alcohol and drug assessments. TIP was the foundation for the development of the Truancy Supervision Program.

Community Intervention Officer Program (CIO) - Community Intervention Officers (CIOs) are out-stationed regionally in North County, East County, South Bay, North Coastal, and Central Region. Officers are assigned to police stations as well as community-based organizations in each region. They supervise cases monthly and provide intake, assessment, and community linkages for non-wards who are first time offenders. CIOs look for cases that are appropriate to divert from the criminal juvenile justice system, and file petitions on those more serious cases. Additionally, they determine the level of intervention required for cases that remain under probation supervision.

Supervision

Truancy Supervision Program (TSP) - Established in 2001, TSP is an expansion of the Truancy Intervention Program. TSP provides intensive supervision and case management services to habitually truant WIC 601 wards of the Juvenile Court. The mission of TSP is to intervene and resolve attendance/drop out problems with a secondary goal of addressing family issues, drug problems, and school safety. TSP officers are responsible for providing supervision, intervention, and attendance monitoring of 601 wards. TSP officers' work in tandem with the District Attorney's Office, Juvenile Court Officers, and the San Diego County Office of Education. They conduct home visits, ensure wards adhere to court mandated conditions, and provide wraparound services to wards and their families. In February 2007, TSP added youth and parent mediation services. The mediation workshops are designed for parents and teens to help build better communication and increase capacity for dealing with conflict in the home.

Banked Caseloads - In Fiscal Year 2003-2004, as a result of State and Federal funding cuts, the San Diego County Probation Department created a Juvenile Compliance Bank Unit to supervise offenders through a series of compliance requirements that enforce the court's orders. Essentially, two Deputy Probation Officers were responsible for supervising approximately 800 delinquency wards. Using national research studies that outlined acceptable target populations for banked cases (i.e. low risk level 1 offenders had the lowest recidivism rates when banked) the JJCC and the Task Force prioritized the review and modification of the banked case system in San Diego. Providing active appropriate supervision to wards is a mission critical service of the Probation Department, as such, it was determined that more proactive supervision was needed for higher risk levels, i.e., medium, high and intensive. Currently, there are 283 wards in the compliance bank supervised by one officer.

Treatment

Challenge Grant I, Breaking Cycles Program - High-risk youth, ages 13-18, are committed by the Juvenile Court to this program. This program, builds on a treatment team approach using a multi-disciplinary assessment to evaluate program progress. With a Probation Officer as case manager, Breaking Cycles provides a seamless continuum of services and graduated sanctions, and the ability to move wards up or down the continuum without returning to Juvenile Court, providing there is no new arrest. Service plans are tailored to each youth, allowing for a wide array of service permutations. Placement decisions include all graduated sanctions components, from own home supervision through incarceration.

Reflections Day Treatment - Probation secured a grant from the Office of Criminal Justice Planning (OCJP) in 1996 to enhance and expand the capacity of Reflections, a multi-agency, family-focused, day treatment alternative to residential placement. In 1999 the central facility obtained certification from the Department of Mental Health as a Short-Doyle/Medi-Cal Program. The program offers school, counseling, recreational activities, mental health and wraparound services for the entire family in two locations, Central San Diego and North County.

Youth Day Center (YDC) - The Youth Day Center Program was established to meet the transitional needs of youth during the last 60 days of their Juvenile Ranch Facility/Girls Rehabilitation Facility camp commitments. The YDC center was viewed as a "graduation" phase of the Juvenile Ranch Facility /Girls Rehabilitation Facility. The YDC Program provides services to wards (both male and female) and their families as a continuum of services of the Breaking Cycles program. It is based on the philosophy of developing a partnership between YDC and each parent. The goals of the YDC

Program are to provide structure and supervision to wards who do not need “out of home” placement. Additional goals are to increase school attendance and performance, reduce delinquency and criminal involvement through supervision, and to develop self-sufficiency for the ward and his/her family. The YDC Program has enlisted the services of the San Diego County Office of Education/Juvenile Court and Community Schools to provide intensive educational services for each ward. Each ward is provided the opportunity to continue their education, gain classroom credits and to eventually return to a school setting in the community.

Juvenile Drug Court - The Juvenile Drug Court is a continuum of services for wards of the court with substance abuse issues. It is a partnership between the Juvenile Court, the Alternate Public Defender, District Attorney, treatment providers, Police Departments, the Sheriff’s Department and Probation. The goals of the Juvenile Delinquency Drug Court are to:

- Hold wards accountable for a clean, sober and legal lifestyle.
- Strengthen the family’s ability to support a sober lifestyle.
- Help youth complete conditions of probation.
- Assist youth in completion of community service and paying restitution.

Interventions may include required attendance in substance abuse treatment programs operated by subcontractors of the County’s Alcohol & Drug Service. Adolescent substance abuse treatment is an integral and necessary component of the Juvenile Drug Court program.

Custody

Kearny Mesa Juvenile Detention Facility (Juvenile Hall) - This is a locked maximum-security detention facility for male and female juveniles awaiting court hearings or placements. Detainees may be held up to one month or more, depending on the length of court proceedings. At Juvenile Hall, minors attend school five days a week, receive counseling, and are involved in exercise and structured activities.

East Mesa Juvenile Detention Facility - In 2002, the Probation Department was successful in obtaining a \$36.5 million grant from the Board of Corrections to build a 288-bed juvenile detention facility. East Mesa is a state of the art maximum-security locked detention facility for male juveniles, awaiting court hearings or placement. Detainees may be held up to one month or more, depending on the length of the court proceedings. Minors attend school five days a week, receive counseling, and are involved in exercise and structured activities.

Juvenile Ranch Facility (JRF) (Rancho del Campo/Rayo): This minimum-security facility can accommodate minors from 30 to 240 days, with the average stay of approximately 100 days. JRF offers a school program and interactive educational programs such as literacy, anger management, substance abuse, and behavior change focused on pro-social values and taking responsibility for their own actions. In addition, wards may participate in counseling, relapse and substance abuse treatments, conflict resolution classes, and work crews, both in and out of camp.

Girls Rehabilitation Facility (GRF): This minimum-security facility holds female wards from 90 to 365 days, with the average stay about 110 days. GRF offers a school program and interactive educational programs such as literacy, anger management, substance abuse, and behavior change focused on pro-social values and taking responsibility for one's own actions. Wards also participate in counseling, relapse and substance abuse treatments, and conflict resolution classes.

Camp Barrett: This is a rural residential camp for older, more criminally sophisticated male offenders, 16-18 years old, who may otherwise face lengthy, out-of-home placement in facilities out of the county or state. Sentences vary from six months to one year and youth are eligible to receive administrative sentence reductions for good behavior and program performance. The camp operates on a model, which promotes advancement toward a law-abiding lifestyle and independence in adulthood and promotes a "positive peer culture." Upon release, each minor receives intensive supervision in the community to facilitate re-integration.

Work Project: The Work Project program is an alternative sentencing option for both adult and juvenile offenders. Probationers are referred to this program by the court to complete public service work, often instead of paying fines or serving time in custody. The Probation Department contracts with various public agencies to supply eight - twelve person crews to assist with litter clean-up, weed abatement, firebreaks, culvert cleanout, and numerous other tasks to preserve and enhance the environment. The enrollment fees paid by program participants and the revenues received for the use of the crews are designed to recover the cost of maintaining the program so that it is not dependent on taxpayer dollars.

Strengths, Opportunities and Emerging Issues for Growth

Through research, analysis and review of data, programs, services and policies the following strengths, opportunities and emerging issues for growth are identified in our present juvenile justice system of care.

Strength: Strong Local Support and History of Collaboration

San Diego County has worked hard to build and sustain strong local support and active involvement of the Juvenile Justice Coordinating Council (JJCC) and the Juvenile Justice Comprehensive Strategy Task Force. In San Diego County, members of the JJCC, Task Force, local elected leaders, and juvenile justice stakeholders are committed to the development of cost-effective, efficient collaborations and partnerships between public and private agencies that reduce juvenile delinquency and crime. The Board of Supervisors, state and local elected leaders, the County Chief Administrative Officer, the JJCC, Task Force, the Commission on Children, Youth and Families, the Children's Initiative, local law enforcement, education, courts, Public Defender's Office, District Attorney's Office, community-based agencies, and local initiatives all work hard to coordinate efforts to prevent duplication of services, and provide a seamless continuum of integrated services for at-risk children, youth and families. Strong local support results in: changes in public policy, prioritization of strategies (e.g., more dollars to prevention and treatment), the funding of services for identified gaps, and ongoing support of proven practices and evidence-based programs.

Strength: Regular Assessment, Evaluation and Response to Juvenile Delinquency and Crime

Through the use of a yearly program evaluation, regular contract monitoring, quarterly analysis of crime and delinquency data, and stakeholder input, San Diego has demonstrated the ability to consistently and quickly identify community needs, geographic and service gaps and respond with the development and implementation of quality programs and policies throughout the continuum of the juvenile justice system. San Diego County's strong local support of the Comprehensive Strategy model and local juvenile justice planning efforts of the JJCC and the Task Force have produced sustained regular evaluation, review and analysis of data, program outcomes and stakeholder feedback resulting in ongoing development of supportive policies, implementation of quality programs and the funding of identified service gaps and community needs.

Strength: Focus on Prevention and Treatment

The Board of Supervisors has taken a leading role in endorsing and supporting the prioritization of prevention as a primary means to address juvenile delinquency and crime in San Diego. The JJCC and the Task Force routinely review and discuss the current programs, focusing on community needs and service gaps.

Strength: Evaluation

San Diego is fortunate to be able to draw upon the resources of a number of organizations with evaluation expertise, including San Diego Association of Governments (SANDAG), Criminal Justice Research Division, the Children's Adolescent Services Research Center (CASRC), and several universities in the region that provide evaluation services. Much is being done in the way of evaluation locally for individual projects and programs. For example, SANDAG has designed and implemented evaluation models for numerous prevention and early intervention programs, including the Community Assessment Team/Working to Insure and Nurture Girls' Success Program and the Truancy Supervision Program. CASRC has designed, implemented and evaluated important local research regarding mental health issues that impact youth and families across systems. Both SANDAG and CASRC are contributing to a system-wide evaluation effort.

Opportunity: Ongoing Strengthening of Communication & Partnership

While San Diego County enjoys broad support for the Comprehensive Strategy Model and planning efforts from elected officials and juvenile justice stakeholders, community leaders, local law enforcement, and community groups it takes diligent work and oversight to ensure all parties stay connected and engaged. Given the size of the region, number of municipalities and school districts, and the ethnic/cultural diversity of our communities (4,260 square miles, 18 incorporated cities, 42 school districts and many more communities within these cities and unincorporated areas), infrastructure and policy changes can be a monumental task.

Ongoing coordination and linkages are critical for collaborative efforts to effectively address the problems of at-risk youth and first time offenders who have committed non-serious offenses, as well as for their families and the community. The Juvenile Justice Coordinating Council and the Task Force provides the forum for cross-systems communication and training, as well as the development of interagency agreements that clearly state the relationships between agencies and organizations. It is an ongoing issue in San Diego to involve and engage the multiple municipalities and school districts to share data, resources and responsibility in addressing juvenile delinquency and crime.

Opportunity: Information Technology & Information Sharing

In 2003, San Diego County Probation Department shifted from the Regional Juvenile Information System (REJIS) to the Probation Case Management System (PCMS). Effective coordination and management of prevention and early intervention programs requires constant effort and sufficient resources, which are usually underestimated or not funded adequately. Implementing a well-designed case management

system requires the resources (staff) to collect and enter data, to refine and analyze the reports, and to support the hardware and software infrastructure. Current data are collected in a multitude of ways, i.e., by court jurisdiction, police jurisdiction, municipality, school district, zip code, region and countywide. Our ability to actively analyze and compare equitable data will be enhanced by improved knowledge and management of the PCMS.

Opportunity: Increase and Expand Juvenile Diversion

While San Diego has developed diversion protocols and secured support from local law enforcement, the District Attorney's Office, Juvenile Court, and the Probation Department, more work is needed in securing additional resources to ensure diversion is available in all law enforcement jurisdictions. An additional opportunity is to expand diversion to local school districts working with youth who have been suspended in an effort to reduce expulsion rates and provide case management and needed support for at-risk youth.

Opportunity: Development of Disproportionate Minority Contact (DMC) Reduction Plan

The DMC Committee of the JJCC has worked diligently in the last five years to identify and clearly understand the depth, scope, and nature of the DMC issues in San Diego's juvenile justice system. The JJCC and the Task Force feel it is imperative to engage and educate juvenile justice stakeholders about DMC and to develop a local, responsive DMC Reduction Plan. A reduction plan will include: assessment of tools and forms used at key decision points, specifically designed trainings for identified decision points, cultural awareness education and trainings for all juvenile justice stakeholders, policy and procedure recommendations, and a strategy for community education and engagement. The development and implementation of a reduction plan will strengthen and solidify the knowledge, practices, trainings, and policies regarding DMC within the Probation Department and with other juvenile justice stakeholders.

Opportunity: Job Readiness and Employment Opportunities for Older Wards of the Court

The JJCC and the Task Force have begun to work with the San Diego Work Force Partnership to develop job readiness and employment programs for youth in the Juvenile Detention Camps. Lack of job readiness skills and appropriate employment opportunities have been identified as a significant barrier in reducing recidivism. It is important to provide youth in the Juvenile Detention Camps with job readiness and realistic career development at least 90 days prior to their release. After release, it is essential to

provide ongoing case management, transitional services and employment assistance, and coaching for this special population to reduce recidivism and ensure their success in their community.

Emerging Issues: Local Supervision and Service Delivery for the Department of Juvenile Justice (DJJ)/Transition Age Youth

According to the latest SANDAG crime statistics, nationally the 18-24 year olds make up twelve percent of the population, yet represent nearly one-third of felony and misdemeanor arrests (U.S. Department of Justice, 2006). In California, this age group makes up 10 percent of the state's population yet accounts for 32% of arrests (California Department of Justice, 2004). In San Diego County, 18-24 year olds represent 13% of the County's population, but account for 42% of homicide suspects, 40% of robbery suspects, and 31% of rape suspects (Burke, 2006).

The San Diego County Probation Department currently implemented an adult program designed to reduce recidivistic criminal behavior of 18-25 year old offenders by assigning them to specialized Youth Offender Program (YOP) caseloads. YOP combines Taxman, Yancey and Bilanin's Proactive Community Supervision model with elements taken from evidence-based practice models (National Institute of Corrections, 2004; Joplin et al., 2004; Taxman, 2006; Taxman, Yancey and Bilanin, 2006).

In 2007, in response to Senate Bill 81 and Assembly Bill 191, and using the YOP model as a foundation, the Probation Department is in the process of developing the **Youthful Offender Unit (YOU)**. This unit will provide services to high-risk wards ages 17 and older, and to non-Welfare and Institutions Code (WIC) 707(b) wards that must now be kept in local jurisdictions and are not allowed to be sent to the Department of Juvenile Justice. **YOU** will be designed to provide public protection and offender rehabilitation. It will assist minors in developing the skills necessary to maintain a law abiding life and reduce the number of youth re-entering the justice system.

YOU is structured into four phases:

- Phase 1 - Incarceration
- Phase 2 – Assessment, Transition, and Re-entry
- Phase 3 - Case Management and Community Supervision
- Phase 4 - Aftercare

Emerging Issues: Mental Health Services Act (MHSA) Funds

The Mental Health Services Act (MHSA) represents a comprehensive approach to the development of community-based mental health services and supports for the residents of California. The MHSA

addresses a broad continuum of community services and supports, technical assistance, and prevention and early intervention plans.

In March 2007, at the request of the Presiding Juvenile Court Judge, the Probation Department facilitated a work group to identify policy direction in regard to the Mental Health Services Act – Prevention & Early Intervention (MHSA-PEI) funds. Building off the unique collaborative atmosphere in San Diego County, Probation, Mental Health, Child Welfare, and the Education communities were equal leads in developing a unified proposal. The workgroup factored in State and County guidelines regarding priority mental health populations.

The work group proposed school-based services and, in regions where schools may not be the most appropriate provisional entity, neighborhood and community providers could apply and obtain funds. Allocations are data driven so that regions of the county with the greatest need have a greater opportunity to access funds for services and programs. This proposal gives schools and communities the flexibility to develop programs that meet the needs of particular neighborhoods, and this approach has prompted major child serving systems to have other discussions around more effective ways to blend discretionary monies and expand community services.

Emerging Issues: Truancy Issues

In 2007, the County of San Diego released its Report Card on Children and Families, which demonstrated for the first time that 24% of our middle and high school students are absent from school more than 10% of their school days. This equals more than 18 days of absence during a school year. Poor school attendance is associated with poor academic performance, truancy, low literacy levels, poor school connectedness, and is the strongest early indicator of dropping out of school. It is imperative that our students are attending classes and engaged with school. Law enforcement, Probation, and school districts have a critical opportunity to work as a collective team to improve attendance rates and the futures of our children.