



# **City and County of San Francisco's Comprehensive Multi-agency Local Action Plan: Strategies for San Francisco Juvenile Justice**

**Approved by San Francisco's Juvenile Justice Coordinating Council**

**March 2017**

**Juvenile Probation Department and Department of Children, Youth, and Their Families**

## Table of Contents

<b>I. EXECUTIVE SUMMARY</b> .....	4
<b>II. GLOSSARY OF TERMS AND ACRONYMS</b> .....	6
<b>III. INTRODUCTION</b> .....	7
<b>IV. REVIEW OF 2011 LOCAL ACTION PLAN</b> .....	9
<b>V. DETAILS OF CURRENT INVESTMENTS</b> .....	15
<b>VI. 2017 LOCAL ACTION PLAN</b> .....	16
<b>VII. METHODS FOR INFORMATION COLLECTION FOR 2017 LOCAL ACTION PLAN</b> .....	16
<b>VIII. SUMMARY OF FINDINGS FOR 2017 LOCAL ACTION PLAN</b> .....	18
<b>IX. FUTURE SYSTEMS &amp; PROGRAMS/REFINED PRIORITY SERVICE AREAS</b> .....	21
<b>X. IMPLEMENTATION STRATEGIES</b> .....	22
<i>SYSTEM-LEVEL STRATEGIES</i> .....	22
<i>DIRECT SERVICE STRATEGIES</i> .....	25
<b>APPENDIX A: 2016 JJCC MEMBERSHIP LIST</b> .....	28
<b>APPENDIX B: VPI PROGRAMMING EVALUATION REPORTS</b> .....	29
<b>APPENDIX C: PROTOCOL FOR INTERVIEWS WITH JJCC MEMBERS</b> .....	30
<b>APPENDIX D: QUESTIONS FOR VPI GRANTEE INPUT SESSIONS</b> .....	33
<b>APPENDIX E: PROTOCOL FOR FOCUS GROUP WITH YOUNG WOMEN IN JJC</b> .....	34
<b>APPENDIX F: PROTOCOL FOR FOCUS GROUP WITH YOUNG MEN IN JJC</b> .....	36

## Table of Figures

Figure 1. San Francisco: Selected Demographics, 2014 .....	11
Figure 2. Number of Juvenile Offenses by Type, 2005-2014 .....	12
Figure 3. Number of Juvenile Arrests by Gender, 2005-2014 .....	12
Figure 4. Race/Ethnicity of Youth in Justice System Compared to San Francisco Youth Population (2014) .....	13
Figure 5. Key Detention Utilization Indicators by Year (2011-2015) .....	14
Figure 6. Characteristics of Youth in VPI Programs.....	15
Figure 7. Juvenile Justice Characteristics of VPI Participants by Service Area (2015) .....	16

## I. EXECUTIVE SUMMARY

The City and County of San Francisco last revised its Comprehensive Multi-Agency Local Action Plan (LAP) for Juvenile-Justice Involved Youth in 2011. In the last six years, San Francisco has gone through an immense shift with the addition of over 40,000 new residents juxtaposed with a shrinking proportion of youth. Similarly, the overall number of youth referred to the juvenile justice system has significantly declined over the past decade, further evidenced by a juvenile hall population that has dwindled, while the investments in system-involved youth have grown. This dynamic is realized in part due to the increasing complexity of needs for this highly vulnerable population, the commitment to evidence-based practices that require high levels of skill, and a diligent commitment to fidelity. San Francisco has seen a marked decline in the number of arrests and referrals to Juvenile Probation, down 45%, and the number of young people incarcerated in both short- and long-term facilities since the release of our last Local Action Plan. Much of this is the result of very deliberate efforts around the strategies included in the 2011 LAP, both of city agencies and departments along with the tireless efforts of community-based organizations. It is also the result of intentional investments, \$2.3 million from JJCPA funding and \$10 million from DCYF's Children and Youth Fund, along with substantial investments from all juvenile justice system partners across the city.

Though San Francisco has seen encouraging reductions in our system-involved population, these reductions have been uneven at best. The enormous disparate impact on young people of color, especially San Francisco's African-American youth, cannot be ignored. Though African-American children have comprised no more than 12% of San Francisco's youth population since 2005, they have consistently accounted for a disproportionate representation of young people in the juvenile justice system. In 2016, African-American youth represented 54% of the unduplicated referrals to the juvenile justice system. This disproportionality will be the framework for all new and revised LAP strategies.

Through a multitude of information gathering efforts, San Francisco has taken the time to assess current policies, practices, and investments in order to chart the course for the next five years. In this LAP, the city has committed to think creatively and be focused and responsive to the young people in the juvenile justice system and the people that love and care for them. In service to this commitment, this LAP will focus only on young people ages 10-18 who have made formal contact with the system, with the exception of young people 18-21 in or returning from out-of-home or other custodial placements. Additionally, San Francisco will prioritize the use of JJCPA dollars for youth actively involved with the juvenile justice system. At the same time, San Francisco will continue making substantial investments in prevention strategies by accessing resources from other funding streams.

Through this Local Action Plan, San Francisco commits to:

1. Examine and review system policies and practices of all departments and agencies that work with system-involved to ensure that practice and policy align with the City's vision;
2. Support system partners and young people committed to out-of-home placement during implementation of AB 403/Continuum of Care Reform to ensure a seamless a transition to these new legal mandates;
3. Ensure intentional and continuous coordination in and out of custody throughout a young person's involvement in the juvenile justice system, using a continuum of service delivery options;
4. Demonstrate a commitment to work in collaboration and ensure all partners have full knowledge of juvenile justice system processes and evidence-informed practices, are consistent, and provide trauma-informed and culturally relevant services across all touch points of the system;
5. Provide a robust continuum of supervision services that ensure multiple opportunities for young people to engage in community-based services wherever possible, to leave secure custody, and provide complementary services to support young people during their involvement so that they transition into adulthood successfully;

6. Support and include traditional and non-traditional family members throughout their child's system involvement in a meaningful, intentional way so that families have opportunities to address needs and barriers to success, as well as, effectively advocate and provide support for their child during and after system involvement.

Many system partners believe that San Francisco is currently in a moment in which City leadership shares a collective vision for system-involved youth. This Local Action Plan endeavors to address system behaviors in tandem with youth behaviors in service to that vision: that this system is rehabilitative and San Francisco's children deserve the opportunity and their city's full support to transition into adulthood successfully.

## II. GLOSSARY OF TERMS AND ACRONYMS

AB 403/Continuum Of Care Reform	A new state law that reduces reliance on congregate care while increasing reliance on short-term, therapeutic interventions for young people, particularly applicable to young people committed to out-of-home placements
ACEs	Adverse Childhood Experiences
CBO	Community-Based Organization
Children & Youth Fund	An amendment to San Francisco’s city charter that sets aside 4% of local property tax revenues each year to fund services for children, youth and their families
Detention Alternatives	Non-secure programs which increase the options available for arrested youth by providing supervision, structure and accountability in the community instead of a stay in detention
Direct Service	Services and programs delivered directly to youth and families
Diversion	A program model in which a youth has no further contact with the justice system after point of arrest
DPH	Department of Public Health
In-Custody	In the detention center
JJCC	Juvenile Justice Coordinating Council
JJCPA	Juvenile Justice Crime Prevention Act
JPD	Juvenile Probation Department
Juvenile Justice Center (JJC)	San Francisco’s Detention Center
LAP	Local Action Plan
Log Cabin Ranch	Residential program for young people from San Francisco who have been adjudicated delinquent
Out-of-Home Placement/Custodial Placement	Any post-adjudication placement of a young person that is out of their parent’s custody, i.e. Log Cabin Ranch, group home, Department of Juvenile Justice, etc.
SFPD	San Francisco Police Department
SFUSD	San Francisco Unified School District
TA	Technical Assistance
VPI	Violence Prevention & Intervention Strategy
VPI Joint Funders	Collaborative body which consists of representatives from DCYF, JPD, and DPH to make strategic and funding decisions regarding system-involved youth in San Francisco

### III. INTRODUCTION

#### ***Purpose of Local Action Plan***

The Juvenile Justice Crime Prevention Act (JJCPA), created by the Crime Prevention Act of 2000, provides counties across California with a stable funding source for programs and services in local juvenile justice systems. Funds are allocated based on county population and it is recommended that all applicant counties periodically develop, review, and update a Comprehensive Multi-Agency Local Action Plan that addresses and prioritizes gaps in a continuum of services that reduce delinquent behavior and address juvenile crime. This plan is crafted by a multiagency collaborative body, the Juvenile Justice Coordinating Council (JJCC), which includes members from county agencies representing law enforcement, probation, prosecution, public defense, juvenile court, education, mental and physical health, and social services as well as representatives from community based youth-centered programs and young people with experience in the juvenile justice system.

The Local Action Plan includes an assessment of existing resources that target juvenile offenders and their families, strategies to reduce juvenile delinquency, and strategies to address underlying risk factors for youth who are referred to the juvenile justice system. Additionally, the Local Action Plan outlines how San Francisco ensures collaboration in service to this population.

#### ***Why San Francisco is Revising Now***

San Francisco last updated its Local Action Plan in 2011. Since then, San Francisco has gone through a period of immense growth with the addition of over 40,000 new residents since 2011, an over 9% growth in the city's total population<sup>1</sup>. The technology boom has changed the landscape of the city, driving a decrease in the percentage of children and youth in San Francisco as compared to the population as a whole. During the same time, the population in the Juvenile Justice Center, San Francisco's detention center, has witnessed a 39% reduction in admissions in 2015 compared to 2011<sup>2</sup>. Despite this decrease in the system-involved population, disparities persist with a portion of young people who cycle back through our system repeatedly. In addition, the Children and Youth fund, which helps to fund many of the services prioritized through the LAP, was reauthorized in 2014. This LAP is aligned with the planning cycle of the Children and Youth Fund. With all of this in mind, it is time to assess the current investments and strategies of San Francisco and determine what comes next: act smaller and tighter, think creatively, and be focused, responsive, and personalized to youth involved in the juvenile justice system and the people that love and care for them.

#### ***Framework for Local Action Plan***

The changing landscape of San Francisco has forced the city to think about how and in whom it invests state and city resources. The funding through JJCPA along with many additional City fiscal allocations make up San Francisco's resources and investment in the juvenile justice system and the youth currently in it or at risk of getting involved. The previous Local Action Plan included all youth ages 10-25 who were at-risk of involvement in the juvenile-justice system as well as young people who had already made formal contact with it. As San Francisco's justice-involved population shrinks, the city has the ability and responsibility to develop and deliver specific, targeted, and personalized services and support to system-involved young people. With that in mind, San Francisco's 2017 Local Action Plan and juvenile justice strategy will focus only on young people ages 10-18 who have made formal contact with the system, with the exception of young people 18-21 in or returning from out-of-

---

<sup>1</sup> American Community Survey Demographic and Housing Estimates, 2011-2015, San Francisco County  
<https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk> Retrieved on: 2/10/17

<sup>2</sup> San Francisco Juvenile Probation Department 2015 Annual Report

home or other custodial placements. San Francisco remains committed to substantial investment in prevention strategies and resources from other funding streams, such as the Children and Youth Fund, and DCYF will continue to fund prevention and early intervention services for high-risk youth that have not had prior system-involvement. However, the focus of this Local Action Plan is on the set of priorities, needs, and risks that emerge when a youth is formally involved in the juvenile justice system. These investments were previously referred to as the Violence Prevention and Intervention (VPI) strategy but will now be referred to as Justice Services.

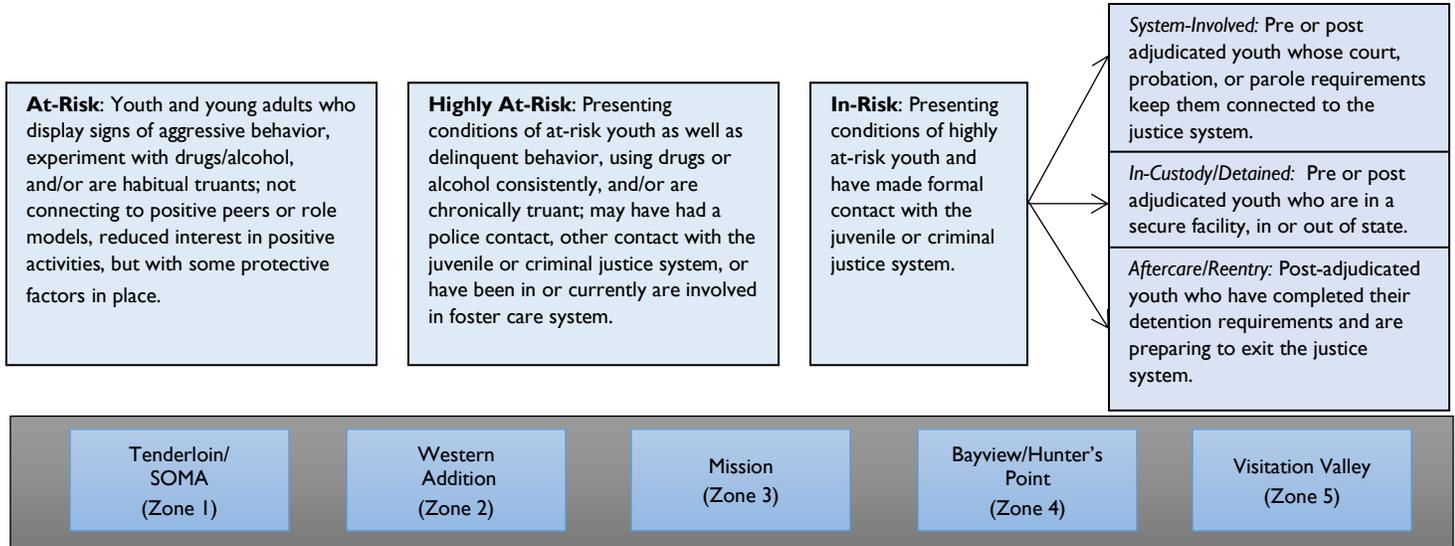
***Overview of Comprehensive Multi-Agency Local Action Plan Contents***

This Comprehensive Multi-Agency Local Action Plan will review the 2011 LAP investments and strategies and the impact those investments have had on the juvenile-justice involved population in San Francisco. It will then walk through methods of information collection for the planning and revising of the new 2017 Local Action Plan, and summarize the findings of those tasks. Based on those findings, the JJCC has prioritized and refined service areas and the activities that will be funded and implemented. This Local Action Plan will serve as the template not only for the JJCPA dollars but also as the guide for all Juvenile Justice Coordinating Council partner agencies and organizations, like DCYF, who invest in and support juvenile justice system-involved young people in the City and County of San Francisco.

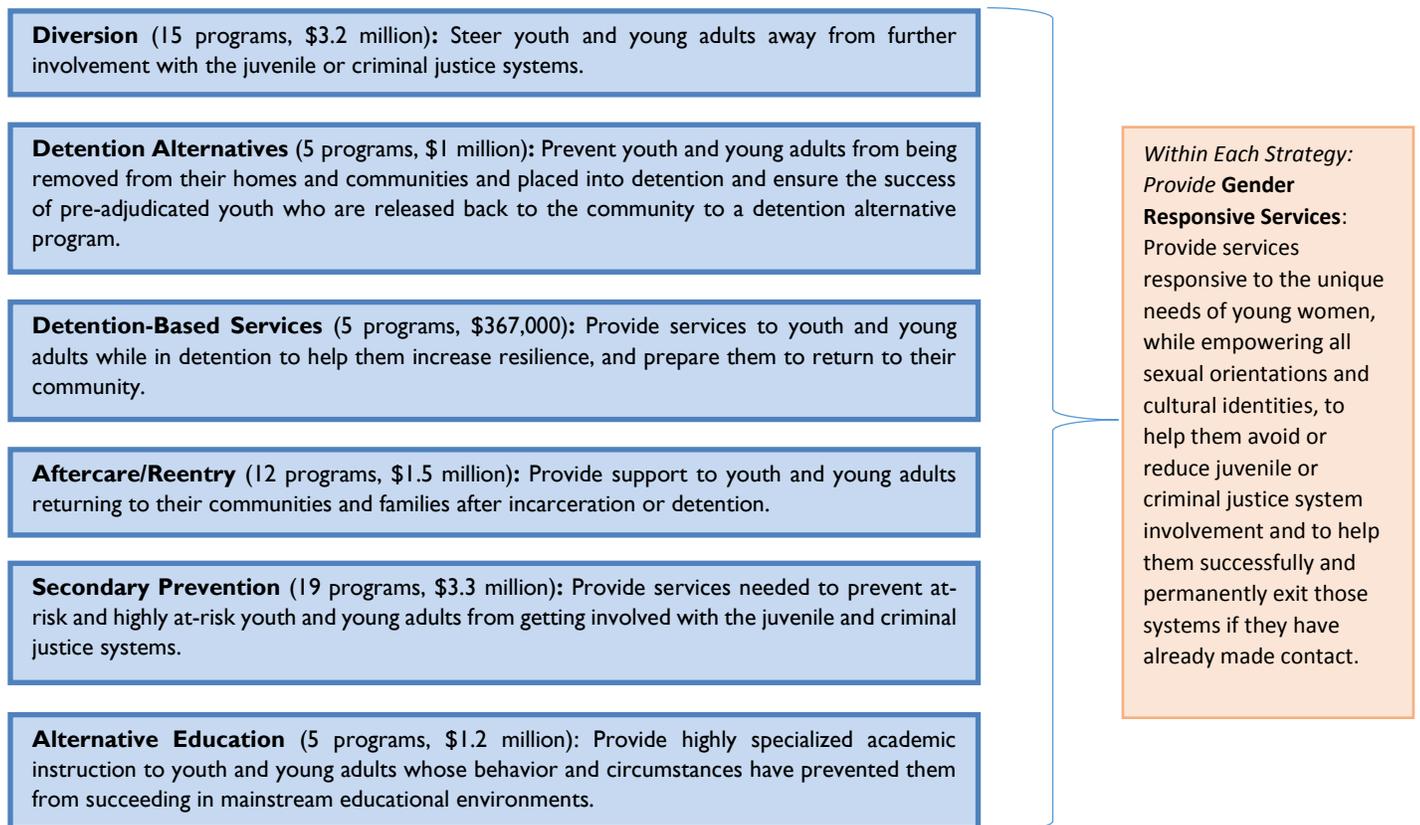
## IV. REVIEW OF 2011 LOCAL ACTION PLAN

### 2011 LAP Strategies and Investments

The 2011 Local Action Plan JJCC-supported strategies and investments primarily target youth and young adults (10 to 25 years old) at one of the following stages of risk within one of the five geographic areas below:



The 2011 Local Action Plan's service strategy areas focus primarily on prevention, intervention, enforcement, and reentry for the target population as outlined below:



To support these strategies, San Francisco has received slightly increasing JJCPA allocations over the last few years, receiving a little over \$1.9 million in FY 2010-11 and \$2.3 million in the most recent allocation for FY 2016-17. This funding is not, however, the only funding source for these strategies or for the juvenile justice system-involved and at-risk populations in San Francisco. San Francisco has found that in order to effectively support these strategies, millions of other dollars must be used from other funding streams and resources, \$10 million from DCYF and substantial investments from all other system partners, to ensure that these strategies are implemented effectively and appropriately. Many of the strategies from the 2011 LAP will be embedded in the 2017 LAP with the exception of Secondary Prevention which will continue to be funded by DCYF but under a different strategy area and not with JJCPA dollars. San Francisco remains committed to substantial investment in prevention strategies and resources and DCYF will continue to fund prevention and early intervention services for high-risk youth that have not had prior system-involvement. At a City and County level, the total investments for this population were previously referred to as the Violence Prevention and Intervention strategy (VPI) from 2011-2016. Moving forward, for the 2017 LAP and all the funded programming and services resulting from it, this strategy will be referred to as Justice Services.

### ***Total Investments and Resources in VPI Programming***

#### *JUVENILE JUSTICE CRIME PREVENTION ACT (JJCPA)*

The Board of State and Community Corrections (BSCC) currently allocates JJCPA funds. These funds are granted to each county based on its population. JJCPA funds are used for services that are “based on programs and approaches that have been demonstrated to be effective in reducing delinquency and addressing juvenile crime.” In order to receive JJCPA funds, counties are encouraged to engage in the extensive planning process described above.

#### *SAN FRANCISCO'S CHILDREN AND YOUTH FUND*

The Children's Amendment to the City Charter sets aside a portion of annual property taxes for the Children's Fund to be used exclusively for services that benefit children from birth to age 24. In 2000, residents voted to renew the Children's Fund, and then again in 2014, under Proposition C with an extended 25-year tenure. The Children and Families First Initiative renamed the fund the Children and Youth Fund and earmarks property taxes which will increase to four cents for each \$100 of assessed property value by fiscal year 2018-2019.

#### *EARLY AND PERIODIC SCREENING, DIAGNOSIS AND TREATMENT (EPSDT) FUNDS*

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

### ***Key Demographics of San Francisco Youth***

According to recent estimates from the U.S. Census Bureau 2014 American Community Survey, San Francisco is home to approximately 852,000 residents, including 114,000 children and youth under 18 years of age, 45% of whom are between the ages of 10 and 18, as well as 65,000 young adults ages 18 to 24. Compared to other major cities in the United States, San Francisco has a proportionately small percentage of residents under 18 years of age,

that is, only 13.4% of San Francisco residents are children or youth under 18, compared to 14.9% of Seattle residents, 16.5% of Boston residents, and 21.2% of New York City residents<sup>3</sup>.

Figure 1. San Francisco: Selected Demographics, 2014

	2014	
Total San Francisco Residents	852,469	
Under 18 years of age	114,445	
Youth (under 18 years of age) by Race/Ethnicity	#	%
African American	7,169	6.3%
Asian-Chinese	22,521	19.7%
Asian-Filipino	4,617	4.0%
Asian-Other	6,836	6.0%
Hispanic/Latino	26,299	23.0%
Multiracial/Multiethnic	11,070	9.7%
Native Hawaiian/Pacific Islander	1,244	1.1%
Other	1,436	1.3%
White	33,043	28.9%

The cost of living in the city has been steadily rising over the years and has outpaced wage growth, making it increasingly difficult for families to make ends meet and potentially influencing the proportionately low number of children and youth in San Francisco. Approximately 38% of households with children in San Francisco are living below the self-sufficiency standard (SSS), a benchmark that measures the minimum level of income needed to support very basic household needs without public or private assistance.<sup>4</sup>

It is within this context that the demographics of our juvenile justice involved youth are considered.

**Key Demographics of Juvenile Justice-Involved Youth**

The United States has seen a marked decline in juvenile offenses since 2000. Overall, there were 36% fewer juvenile arrests nationally in 2014 compared to 2000<sup>5</sup>. This trend of decreasing juvenile arrests persists at the state level as well with California seeing an impressive nearly 64% fewer arrests statewide in 2014 compared to 2000<sup>6</sup>. San Francisco is no exception to this national and statewide trend. Locally, San Francisco saw nearly 70% fewer juvenile arrests in 2014 compared to 2000. This profound shift away from arrest as a solution to delinquent behavior is the result of the tremendous work San Francisco has done to reduce reliance on the juvenile justice system and incarceration.

This reduction in juvenile arrests has been driven in large part by the decrease in arrests for more serious, felony offenses. This marked decline in San Francisco arrests is illustrated in Figure 2 below.

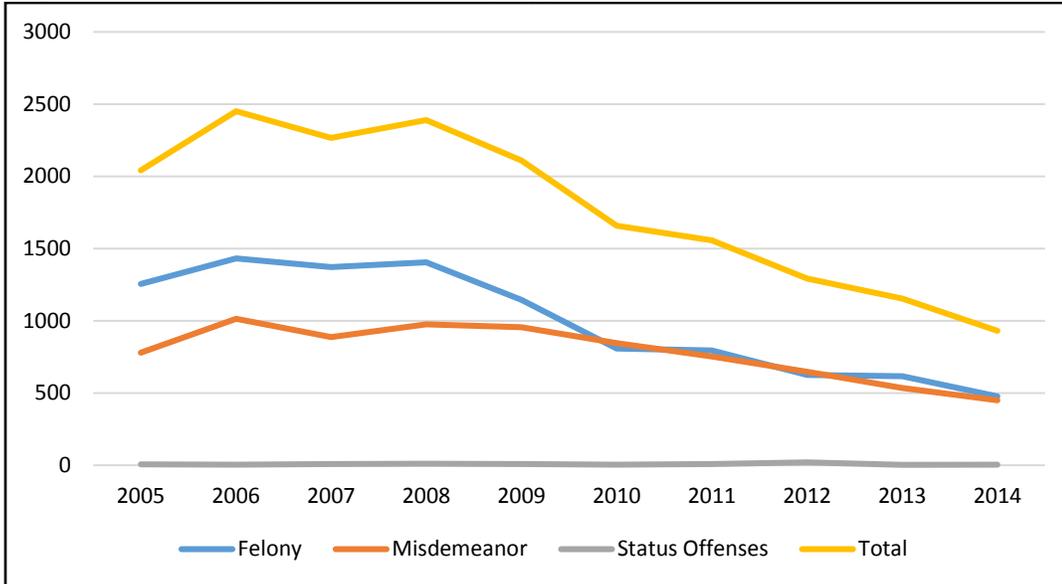
<sup>3</sup> San Francisco City and County of San Francisco Department of Children, Youth and Their Families. (2016) Community Needs Assessment: A Snapshot of San Francisco’s Children and Families.

<sup>4</sup> 7 Insight Center for Community Economic Development. (2015). SSS Calculator retrieved from <http://www.insightccd.org/toolsmetrics/self-sufficiency-standard-tool-for-california/>.

<sup>5</sup> UCR, 2015, Arrests by Age

<sup>6</sup> California Criminal Justice Statistics Center. State of California, Attorney General, Criminal Justice Statistic Center. Retrieved February 6, 2017, from <https://oag.ca.gov/crime/cjsc/stats/arrests>

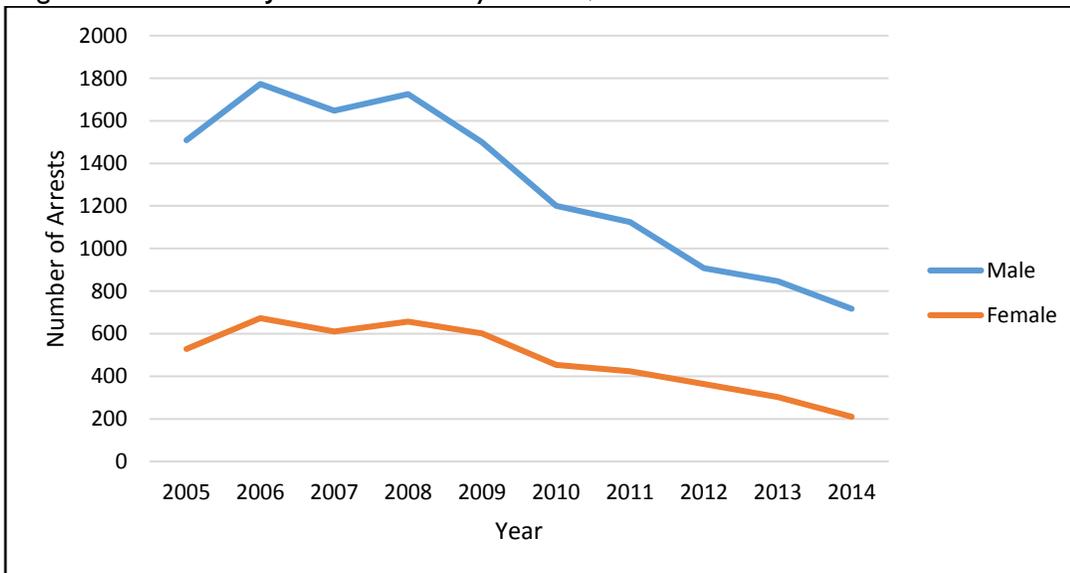
Figure 2. Number of Juvenile Offenses by Type, 2005-2014



Source: State of California, Department of Justice, Criminal Justice Statistic Center (CJSC)

Figure 3 reflects a decrease in arrests for both genders. There were 60% fewer boys arrested in San Francisco in 2014 (717 male arrests) than there were in 2006 (1773 male arrests), the year with the highest number of total arrests in the last twelve years. Even more impressively there were 69% fewer arrests of young women in 2014 (210 female arrests) than in 2006 (673 female arrests).

Figure 3. Number of Juvenile Arrests by Gender, 2005-2014

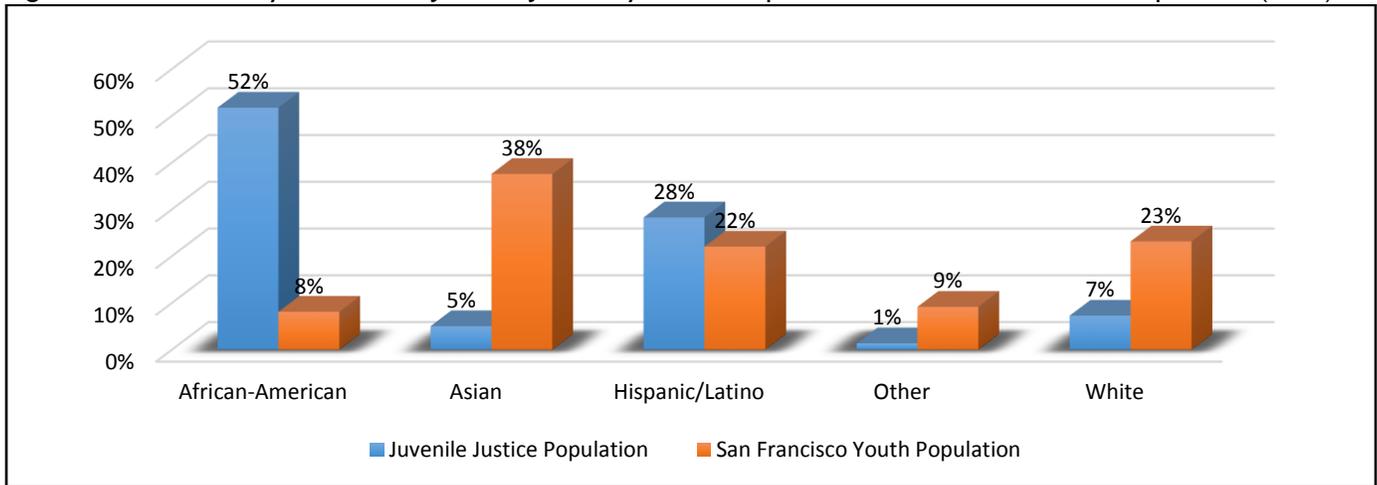


Source: State of California, Department of Justice, Criminal Justice Statistic Center (CJSC)

While this total reduction in system involvement is encouraging, San Francisco has become increasingly aware that the reduction in arrests and referrals to the Juvenile Probation Department (JPD) has not benefitted all San Francisco youth equally. In fact, in 2014 African-American youth in San Francisco made up eight percent of the general youth population, but accounted for over half of all referrals to JPD. This extraordinary disproportionality has persisted in San Francisco for over ten years. Though African-American children have comprised no more than 12% of San Francisco's youth population since 2005, they have consistently accounted for a disproportionate

representation of young people in the juvenile justice system: over 44% of young people in the juvenile justice system are African-American, increasing to nearly 53% in 2014 as displayed in Figure 4.<sup>7,8</sup>

Figure 4. Race/Ethnicity of Youth in Juvenile Justice System Compared to San Francisco Youth Population (2014)



This disproportionality in the juvenile justice system persists for other groups of young people as well. Within San Francisco, both African American and Hispanic/Latino youth experience higher rates of poverty, lower rates of academic achievement, and higher rates of involvement with the juvenile justice system than other racial/ethnic groups in the city.<sup>9</sup> Because of an inconsistent measurement of Asian/Pacific Islander youth in Census population surveys, this population of young people is not included in Figure 4 above. However, it is important to note that San Francisco’s Asian/Pacific Islander (API) youth are consistently disproportionately represented in the juvenile justice system as well. In 2014, API youth made up six percent of the system-involved population while Asian/Pacific Islander San Franciscans of all ages routinely make up under one percent of our city’s population.

Disproportionate contact persists at the neighborhood level as well. The young people in Bayview-Hunters Point only make up 9.3% of San Francisco’s youth population but they accounted for 17% of all referrals to JPD<sup>10</sup>. Similarly, though young people in Visitacion Valley only make up 3.6% of San Francisco’s youth population they made up 8% of JPD’s referrals<sup>11</sup>.

Across the nation, we have seen that LGBTQ/GNCT (lesbian, gay, bisexual, questioning/gender non-conforming, trans) youth<sup>12</sup>, homeless youth<sup>13</sup>, youth in foster care<sup>14</sup>, and children with a system-involved or incarcerated family member<sup>15</sup> are disproportionately represented and/or disparately impacted by involvement in the juvenile justice

<sup>7</sup> American Community Survey, 2014 1-Year Estimates.

<sup>8</sup> San Francisco Juvenile Probation Department. (2015). Statistical Report.

<sup>9</sup> Not controlling for offense or other factors. Mission Analytics. (2015). Analysis of Racial and Ethnic Disparities in SF Juvenile Justice. Mission Analytics

<sup>10</sup> American Community Survey, 5-Year Estimates 2011-2015; San Francisco Juvenile Probation Department. (2015).

<sup>11</sup> Ibid.

<sup>12</sup> Sherman, F. and Black, A. (2015) Gender Injustice: System-Level Juvenile Justice Reforms for Girls. The National Crittenton Foundation, National Women’s Law Center.

<sup>13</sup> Applied Survey Research. (2015) San Francisco Homeless Point-In-Time Count & Survey Comprehensive Report.

<sup>14</sup> Huang, H., Ryan, J., & Herz, D. (2012) The Journey of Dually-Involved Youth: The Description and Prediction of Rereporting and Recidivism. Children and Youth Services Review.

<sup>15</sup> Hairston, C. (2007) Focus on Children with Incarcerated Parents: An Overview of the Research Literature. Annie E. Casey Foundation.

system. Unfortunately, there is no reason to assume that this is different in San Francisco. In an evaluation commissioned by the San Francisco Human Rights Commission to determine violence prevention needs for San Francisco’s LGBTQI community, nearly half of participants were under 25, more than half identified as trans, and nearly two-thirds had ever experienced homelessness.<sup>16</sup> The city’s Homeless Point-In-Time Count in 2015 found 853 unaccompanied youth or transitional age youth (TAY) under 25 living on the street or in shelters<sup>17</sup>. In early 2016, there were 924 San Francisco children in foster care<sup>18</sup>. A 2015 survey of incarcerated adults in the San Francisco County jail system found that 59% are parents to a total of approximately 1,110 children in San Francisco. While we only have data on the presence of these populations of young people locally, the national data paired with the qualitative evidence gathered from interviews and focus groups bears out the concern of disproportionate representation in and disparate impact of system involvement on these young people. Many system partners are also concerned about gang-involved youth in San Francisco whose interactions with law enforcement and the juvenile justice system are seen as much more likely and normalized. Additionally, while we know that the implications of justice system-involvement can be negative for all youth, justice system partners acknowledge that there is special attention to be paid to the disparate impact of involvement on the aforementioned young people as well as on undocumented youth, youth 13 and younger, and girls.

**Key Detention Utilization Indicators**

The Annie E. Casey Foundation which launched the Juvenile Detention Alternatives Initiative in jurisdictions around the country over a decade ago, of which San Francisco is a site, identifies three key indicators in measuring detention utilization. The average daily population of a detention facility is the best metric to measure a jurisdiction’s detention utilization because it reflects both key system flow indicators: the number of youth admitted to detention and the average length of stay in detention for those youth. In San Francisco, with the exception of length of stay we have seen a notable decrease year over year for these key detention utilization indicators.<sup>19</sup>

Figure 5. Key Detention Utilization Indicators by Year (2011-2015)

	2011	2012	2013	2014	2015
All Juvenile Hall Bookings	1,146	937	856	746	704
Average Length of Stay	27	24	27	31	26
Average Daily Population	89	74	74	70	56

Source: San Francisco Juvenile Probation Department’s 2015 Annual Report

<sup>16</sup> San Francisco Human Rights Commission, The SF LGBTQ Center, Learning for Action. (January 2015). San Francisco Lesbian, Gay, Bisexual, Transgender, Queer & Intersex Violence Prevention Needs Assessment. San Francisco, CA.  
<sup>17</sup> Applied Survey Research. (2015) San Francisco Homeless Point-In-Time Count & Survey Comprehensive Report.  
<sup>18</sup> Webster, D., Armijo, M., Lee, S., Dawson, W., Magruder, J., Exel, M., Cuccaro-Alamin, S., Putnam-Hornstein, E., King, B., Rezvani, G., Wagstaff, K., Sandoval, A., Yee, H., Xiong, B., Benton, C., Tobler, A., & Romero, R. (2016). CCWIP Reports. Retrieved from [http://cssr.berkeley.edu/ucb\\_childwelfare](http://cssr.berkeley.edu/ucb_childwelfare)  
<sup>19</sup> Howell, J. C., Lipsey, M. W., & Wilson, J. J. (2014). *A handbook for evidence-based juvenile justice systems*. Lexington Books.

## V. DETAILS OF CURRENT INVESTMENTS

San Francisco’s current Violence Prevention and Intervention Strategy invests over \$12 million dollars in over 60 programs that fall into five service areas: diversion, detention alternatives, detention-based, aftercare/reentry, alternative education, and secondary prevention. In FY 2015-16, these programs served over 5,000 students.

Figure 6. Characteristics of Youth in VPI Programs

		FY 2015-16	
Demographics		#	%
Age	0-13	680	13%
	14-17	3,055	61%
	18-24	1,122	22%
	25+	85	2%
	(Missing)	63	1%
Gender	Female	2,207	44%
	Male	2,722	54%
	Transgender	61	1%
	(Missing)	15	<1%
Race/Ethnicity	African American	1,936	39%
	Asian	774	15%
	Hispanic/Latino	1,272	25%
	Multiracial/Multiethnic	427	9%
	Pacific Islander	231	5%
	White	228	5%
	Other	113	2%
	(Missing)	24	<1%

Of youth participating in VPI programs in FY 2015-16, 45% had contact with the juvenile justice system prior to program participation and 22% had contact with JPD during/after program participation. Of those with system contact prior to program participation, 80% had been booked into juvenile hall, 63% had been issued a citation, and 28% had been arrested for a violent offense. For VPI program participants who had JPD contact during or after program participation, 83% had a booking into juvenile hall, 18% received a citation, and 5% were arrested on a violent offense.

All VPI program participants are asked to participate in a survey about their prior life experiences. In FY 2015-16, 1,532 young people responded to this survey. Of these respondents, 41% reported ever being bullied, 35% reported a parent in jail, 33% reported ever having been in juvenile hall, 24% had been in a foster home, and 19% reported ever being homeless. Young people in VPI programs live overwhelmingly in Bayview-Hunters Point (19.4%). Other neighborhoods with high proportions of the VPI participant population are the Mission (7.2%), Visitacion Valley (7.1%), the Tenderloin (5.6%), South of Market (5.1%) and the Excelsior (4.8%).

In Figure 7, juvenile justice involvement and characteristics are presented by service area. The characteristics look very different for young people who start VPI programming with prior justice involvement. Service areas with higher proportions of young people with prior involvement see higher proportions of participants with arrests and detentions. The opposite is true for service areas with lower levels of prior involvement. All service areas, and the

programs within each of them, are not comparable in terms of effectiveness since the risk level and current level of system involvement varies greatly across programs and service areas.

Figure 7. Juvenile Justice Characteristics of VPI Participants by Service Area (2015)

	Alternative Education	Detention-Based	Detention Alternatives	Diversion	Reentry	Secondary Prevention
Total Participants	439	648	198	1261	729	1424
Prior Justice Involvement	50%	76%	88%	32%	45%	13%
Arrested within 180 Days	17%	22%	26%	11%	12%	5%
Detained with 180 Days	13%	21%	23%	8%	11%	3%
Restitution Ordered	39	123	48	61	80	20
Restitution Paid	13%	10%	13%	16%	14%	10%
Youth on Formal Probation	69	139	33	81	132	35
Completing on Time	9%	3%	8%	11%	14%	15%
Youth on Informal Probation	<10	<10	<10	21	<10	<10
Completing on Time	33%	75%	43%	38%	100%	13%

Source: Matched data between the Juvenile Justice Information System (JJIS) and DCYF's Contract Management System for calendar year 2015.

For more information on program outcomes and evaluation reports on VPI programming from 2011-2016, please see Appendix A.

## VI. 2017 LOCAL ACTION PLAN

Section V included an assessment of existing resources and current strategies that target youth at-risk of entering the juvenile justice system as well as youth in the system and their families in San Francisco. Through this assessment and the rest of these information-gathering processes, San Francisco has determined what comes next: act smaller and tighter, think creatively, and be focused, responsive, and personalized to juvenile justice system-involved youth and their families. The rest of this document will propose new or revised strategies to reduce juvenile delinquency, new or revised strategies to address underlying risk factors for youth who end up in the juvenile justice system, and the process San Francisco used to determine them.

## VII. METHODS FOR INFORMATION COLLECTION FOR 2017 LOCAL ACTION PLAN

### Community Needs Assessment

To fulfill the planning requirements of the Children and Youth Fund, DCYF engages young people, parents, and service providers in a Community Needs Assessment (CNA) every five years. The results of the CNA inform the development of a citywide action plan (the Services Allocation Plan) and strategic funding priorities. In developing its CNA, DCYF, in collaboration with the Our Children, Our Families (OCOF) Council, Office of Early Childcare and Education (OECE), and San Francisco Board of Supervisors, held a series of Community Input Sessions across all 11 supervisorial districts in San Francisco with 362 participants. Additionally, DCYF compiled a vast literature review and conducted a series of expert interviews and focus groups.

As a part of the data collection process, on March 23, 2016 DCYF held an All-Grantee meeting to gather feedback on the needs of children, youth, and their families in San Francisco from over 200 service providers who work directly with the young people of San Francisco and their families. Information relevant to the juvenile justice system involved population is included in the present report.

### ***Interviews with JJCC Members***

In order to understand what professionals across the city consider gaps or barriers to programs and services for justice-involved youth as well as possible solutions to these identified issues, twenty-two interview sessions<sup>20</sup> were conducted with JJCC members, including thirty people from the following eighteen agencies and organizations who sit on the JJCC:

- Adult Probation Department
- Community Assessment and Referral Center (CARC)
- Center on Juvenile and Criminal Justice (CJCJ)
- Department of Children Youth and Their Families
- District Attorney's Office
- Department of Public Health
- Human Services Agency
- Juvenile Advisory Committee
- Juvenile Probation Department
- Mayor's Office of Violence Prevention Services
- Mayor's Office of Housing and Community Development
- Recreation and Park Department
- San Francisco Police Department
- Public Defender's Office
- San Francisco Unified School District
- Sheriff's Department
- Superior Court
- Youth Commission

### ***Violence Prevention & Intervention Grantee Input Sessions***

In addition to the JJCC interviews and the focus groups, DCYF also ran two input sessions with current grantees who run programs under our current JJCC strategies: Violence Prevention & Intervention and Youth Workforce Development (for Justice System Involved Youth). In these two sessions, DCYF asked a condensed version of the questions posed in the JJCC member interviews. There were thirty-six total participants representing thirty-one separate programs that serve at-risk or juvenile justice-involved young people<sup>21</sup>.

### ***Focus Groups in Juvenile Justice Center***

To ensure that there was input from the young people in the juvenile justice system, DCYF conducted two focus groups in the Juvenile Justice Center, San Francisco's detention center. The first focus group was with fourteen young men, ages 15-17. The other was in the girls' unit with eight young women. The protocol for the focus groups included content similar to the JJCC member interviews but asked the young people to reflect on their own personal experience<sup>22</sup>.

### ***Other Targeted Information Gathering***

Additional input on gaps, challenges, and successes was gathered from directors at JPD who oversee Juvenile Justice Center, Log Cabin Ranch (the county youth incarceration facility), and Probation Services. Input was also given from a collaborative body, the Violence Prevention & Intervention (VPI) Joint Funders, which consists of representatives from DCYF, JPD, and the Department of Public Health (DPH).

### ***Transitional Age Youth (TAY) Service Provider Interviews***

DCYF has commissioned an external evaluator (Harder & Co.) to evaluate new Collaborative and Innovative strategy investments serving transitional age youth in San Francisco. As a component of this evaluation, Harder &

---

<sup>20</sup> See Appendix C for full interview protocol

<sup>21</sup> See Appendix D for VPI input session questions

<sup>22</sup> See Appendix E and F for full youth focus group protocols

Co. conducted a series of interviews with lead and partner nonprofits (or community-based organizations) representing ten Innovation grants and three Collaborative grants to help DCYF, service providers, and other stakeholders learn more about what high-quality TAY services look like and to inform DCYF's future support for this population. Some of these agencies work with similar youth and information relevant to the juvenile justice system involved population is included in the present report.

## **VIII. SUMMARY OF FINDINGS FOR 2017 LOCAL ACTION PLAN**

The following findings reflect information gathered through sources described in Section VII: Methods for Information Collection for 2017 LAP. Information was coded and categorized into eleven discrete topic areas, represented here by each heading. In each of the following sections is an explanation of the topic area as well as suggestions that arose in the information gathering process. While the following findings discuss San Francisco's justice-involved youth population broadly, stakeholders, young people, and research recognize that we must strategically target specific special populations of young people who are system-involved. These populations are discussed in Section IV (Review of 2011 LAP: Key Demographics of Juvenile Justice Involved Youth).

### **Policy Review**

Throughout all of the information gathering processes, system stakeholders, youth, and community members identified policies and/or practices that were outdated, out of sync with the City's vision, and needed to change. This included the VPI Joint Funders, a collaborative body made up of DCYF, DPH, and JPD, who stressed the immediate need to address the implications of AB 403, referred to as Continuum of Care Reform. AB 403 is a state effort that draws together a series of existing and new reforms to child welfare services and reduces reliance on congregate care while increasing reliance on short-term, therapeutic interventions for young people separated from their biological parents, particularly as applicable to young people committed to out-of-home placements. Additionally, stakeholders identified the need to organize a policy working group and/or seek other opportunities to revise and/or eliminate functions, operations, practices, and policies that promote inefficiency, unnecessary delays, inequity, or contribute to racial and ethnic disparity.

### **Trained & Supported Workforce**

Stakeholders, system partners, and youth alike offered suggestions focused on ensuring that there is a well-trained and well-supported workforce for all partners who work with youth in the juvenile justice system.

Young people felt a bias in the systems they interacted with, especially with police, juvenile probation, and in school (especially teachers). Additionally, youth suggested that law enforcement can and should make stronger connections to the communities they serve.

Similarly, service providers felt that departments and agencies working with system-involved youth should be providing developmentally appropriate services, have culturally and linguistically appropriate staff and use trauma-informed, harm reduction, and restorative justice approaches.

### **Collaboration & Communication**

All system partners cited the need for City departments and agencies to work together in service of San Francisco's most vulnerable young people. Many people mentioned that San Francisco ought to capitalize on this moment in the city when leadership is progressive, respects and likes each other, and shares a vision for system-involved youth.

Some specific suggestions were to ensure that all agencies and organizations that touch system-involved youth

maintain an ongoing dialogue, are transparent with one another, and commit to collaborations that best support young people and their families.

### **Alternatives to Formal Involvement & Incarceration**

Often identified and discussed throughout our information gathering was the need to ensure that there are multiple opportunities for youth to exit the detention center and/or formal system involvement where and when appropriate and to keep youth from deeper involvement in the justice system. Many stakeholders and youth identified this particularly in terms of a continuum of additional community supervision services that include, but are not limited to: diversion, home detention, electronic monitoring, and reporting centers as well as restorative justice opportunities.

Some system partners cited the need for more diversion opportunities at time of arrest so a young person never has to go through formal processing or involvement with JPD where possible and when appropriate. Many others recognized that while San Francisco has what resembles a continuum of alternatives, many resources, such as the evening reporting center, are vastly underutilized.

### **Academic & Alternative Education Opportunity**

Many young people in San Francisco's juvenile justice system are completely disconnected from a traditional school setting, and stakeholders discussed the need for multiple alternatives for appropriate education and workforce opportunities for system-involved youth and stressed the overall need to be more creative.

All of the young people discussed their connection or lack thereof to school. Young people acknowledged that school inside juvenile hall was too easy and did not match their experience in district schools. Similarly, many young people expressed the desire for extra support in school and recognized that incentives were helpful in encouraging attendance. The JPD Directors and VPI Joint Funders echoed this and called out the need for effective academic supports for young people in the hall. The VPI Joint Funders also identified the need for more workforce development opportunities.

### **Whole Family Engagement**

All system partners recognize that the juvenile justice system has traditionally focused on each individual young person and that it is integral to consider youth in the context of their family and community. Many young people mentioned feeling isolated from friends and family while incarcerated or in out-of-home placements. Partners stressed that including and engaging families in every step of the juvenile justice process is imperative to a young person's successful transition out of the system. Ensuring that families have access to the services and resources they need will help ensure that the caring adults in a system-involved young person's life are equipped to provide appropriate care.

One focus group emphasized the need for more family-oriented programs to help keep families together, noting that problems often start in the home and that building support systems can strengthen individuals and their families.

### **Basic Needs/Access to Service & Transportation**

All sources cited the inextricable connection between access to basic services and the success of youth in the juvenile justice system.

Service providers observed that youth are often compelled to prioritize meeting their immediate and basic needs over participating in services. They also cited trauma, social anxiety, substance use and mental health issues, and delayed socio-emotional development as common barriers to engagement in supportive services. Additional

challenges to young people's engagement in services include a distrust of institutions, language and literacy barriers, scheduling, parenting responsibilities, and concerns about losing eligibility for other benefits. Service providers specifically reported that lack of safe transportation to and from programs is a significant barrier for youth from high crime neighborhoods

Affordable housing and housing support was one of the most pressing needs cited by sources. Community input session participants acknowledged that while the City has increased efforts to address housing needs, disconnected youth and their families have particular needs for intentional services for the whole family (as discussed above).

### **Service Connection & Coordination**

The need for intentional, continuous, and coordinated services for youth throughout the juvenile justice process was a continuous thread throughout all information gathering. Many system partners identified that services started in custody ought to continue out of custody.

Youth also identified a need for better outreach to improve awareness about available programs for career development and job-training opportunities, especially those who are not in school and system-involved.

Quite a few young people mentioned that being in custody provides time to reflect and get the help they need, but that once released help and support becomes inconsistent. Additionally, many expressed that the help and support available does not always fit what they want or need. Many young people expressed immense anxiety and apprehension about getting out, mostly centered around a sense of dread and fear of failure, as well as apprehension around social circles and friend groups.

### **Quality Programming**

The majority of stakeholders discussed the type, quality and accountability of programming available to young people in the juvenile justice system.

Young people and partners alike expressed the need for quality programming that offers enrichment (arts and music), life skills, anger management, conflict resolution, education about the dangers of social media, and exposure to a greater diversity of environments. JPD Directors called out a need for robust workforce development opportunities for justice-involved young people. Young people also expressed interest in pathways to upward mobility and mentorship with adults in their communities who have successfully transitioned out of public housing, off public assistance, and into gainful employment and independent living.

Similarly, young people and service providers stressed the need to develop life skills and independence, with a particular emphasis on financial literacy (e.g., banking, building credit, taxes, and savings).

Youth highlighted the particular challenge immigrants in the city face in obtaining employment because of the lack of language-appropriate, culturally competent job training programs. Additionally, they mentioned that programs are held only during the workweek and are located in parts of the city that are difficult for them to access.

There is a continued demand for more safe spaces and culturally competent and culturally specific community programs, where family-community connections can be developed and strengthened. Youth expressed concerns about crime and violence in their communities, indicating a need for better security in their neighborhoods. They felt that existing parks and recreation centers need to be renovated and maintained, and that housing projects should have their own centers for youth and separate spaces for teens to recreate in a healthy, safe environment.

### **Youth Culture and Perspective**

Most young people felt that their involvement with the justice system was unsurprising and expected. However,

every young person at some point throughout each focus group session mentioned wanting to grow, learn, or do something different with their lives.

Many participants in the young women’s focus group lead independent lives filled with responsibility on the outside but feel like they are treated like children while incarcerated, highlighting a perceived incongruence between needs of young people and services the system provides. When asked where they saw themselves in a year, youth in detention responded with a range of responses from “Opening my eyes” (being alive) to “Going to college” or “Working with animals.”

**IX. FUTURE SYSTEMS & PROGRAMS/REFINED PRIORITY SERVICE AREAS**

Based on all of the qualitative information gathered from adults and youth involved with the juvenile justice system, along with the feedback of grantees, and data pulled from law enforcement and juvenile probation datasets, San Francisco will prioritize system-level and direct service strategies. Following are the refined priority areas for San Francisco’s Juvenile Justice Strategy:

	<b>Refined Priority Area</b>	<b>Strategies</b>
<b>System-Level Strategies</b>	Rethinking Policy & Practice/ Continuum of Care Reform	Convene high-level stakeholder collaborative to review and reconsider system policies and practices; Support implementation of Continuum of Care Reform.
	Service Connection and Coordination	Strengthen key partnerships and service coordination to ensure that the complex needs of justice-involved youth are met through in-house service provision, collaboration, or referral.
	Trained and Supported Workforce; Collaboration and Communication	Develop ongoing, shared learning and training opportunities for professionals; develop youth referral process and increase awareness of community services and supports.
<b>Direct Service Strategies</b>	Alternatives to Formal Involvement & Incarceration; Alternative Education; Quality Programming	Continue and build upon quality programming and direct service strategies that are designed to keep youth from deeper involvement in the justice system and to successfully complete court requirements; provide opportunities for justice-involved youth to engage in educational opportunities and positive skill building activities.
	Whole Family Engagement	Provide whole family engagement for family members of youth involved with the justice system as well as for justice-involved young people who are parents.

## X. IMPLEMENTATION STRATEGIES

The following implementation strategies do not specifically address needs of the special populations discussed in Section IV (Review of 2011 LAP: Key Demographics of Juvenile Justice Involved Youth). However, the City and County of San Francisco recognizes that all of the strategies discussed below require direct planning, strategizing, and action around these populations and their intersectionality in order to reduce the disproportionate representation of and disparate impact on certain young people in our system.

**System-Level Strategies:** System-level strategies require and support all departments and agencies that interact with system-involved youth to work collaboratively to address key policies and practices to ensure that policies and practices are equitable and efficient, system partner staff operate with similar training and knowledge, and services delivered to families and youth are coordinated.

### Rethinking Policy & Practice

**Purpose:** Convene high-level stakeholder collaborative group to examine and review system policies and practices of all departments and agencies that work with system-involved youth to ensure that practice and policy is data-driven and aligns with the City's belief in the rehabilitative capacity of the juvenile justice system and in a child's potential to change if given real opportunity.

**Rationale:** Through all of our information gathering sources, system stakeholders, youth, and community members identified policies and/or practices were outdated, out of sync with the City's vision, and needed to change. The Juvenile Justice Coordinating Council (JJCC) recognizes the need to take responsibility for shared efforts to improve how systems function by seeking opportunities to revise and/or eliminate functions, operations, practices, and policies that promote inefficiency, unnecessary delays, inequity, or contribute to racial and ethnic disparity.

**Target Population:** All departments and agencies that interact with juvenile justice system-involved youth, especially that serve on the JJCC including, but not limited to, Juvenile Probation (JPD), District Attorney, Public Defender, Superior Court, Department of Public Health (DPH), Department of Children, Youth, & Their Families (DCYF), San Francisco Unified School District (SFUSD), Mayor's Office, Police Department (SFPD), Human Services Agency (HSA), and Child Welfare.

**Activities:** The JJCC has committed to:

1. Regularly convene a collaborative body of juvenile justice partners to discuss system challenges and address emerging needs of youth involved in the juvenile justice system.
2. Advance training in the areas of trauma-informed strategies as well as the impacts of implicit bias and incorporate these principles in policy and practice planning.

## Continuum of Care Reform

**Purpose:** Support system partners and young people committed to out-of-home placement as implementation of AB 403/Continuum of Care Reform rolls out in San Francisco to ensure a seamless transition to these new legal mandates.

**Rationale:** Continuum of Care Reform draws together a series of existing and new reforms to the child welfare services program designed out of an understanding that children separated from their biological parents do best when they are cared for in committed nurturing family homes. AB 403 provides the statutory and policy framework to ensure services and supports provided to the child or youth and his or her family are tailored toward the ultimate goal of maintaining a stable permanent family. Reliance on congregate care should be limited to short-term, therapeutic interventions that are just one part of a continuum of care available for children, youth and young adults. This is a departure from the way San Francisco has structured out-of-home placement care for young people in the past and will require a significant shift in resources and planning for the city.

**Target Population:** Young people at-risk of or committed to out-of-home placements.

**Activities:** The JJCC has committed to:

Support all system partners affected by the Continuum of Care Reform to ensure a seamless transition from San Francisco's current out-of-home placement model to the new requirements set forth in AB 403. This also requires that the City identify and develop capacity for foster youth served by the juvenile justice system.

## Service Connection & Coordination

**Purpose:** Strengthen key partnerships and service coordination to ensure that the complex needs of justice-involved youth are met through in-house service provision, multi-partner collaboration, and referral and linkage services. Support intentional and continuous coordination in and out of custody throughout a young person's involvement in the juvenile justice system.

**Rationale:** The need for intentional, continuous, and coordinated services for youth during the juvenile justice process was repeatedly cited and includes both young people with continued formal supervision or incarceration as well as young people who are discharged from the juvenile justice system without a term of probation or formal supervision. Many system partners identified that services begun in custody ought to continue out of custody.

**Target Population:** All youth who are/have been formally involved or under formal supervision, especially young people upon custodial release.

**Activities:** Service Connection & Coordination activities that the JJCC may implement include but are not limited to:

1. Define how JPD staff and other system partners can support the coordination of services for youth and families.
2. Prioritize the coordination of data collection and the sharing of information data systems.
3. Develop an evaluation plan for continuous ongoing reflection for system review.

## Trained & Supported Workforce/Collaboration & Communication

**Purpose:** Demonstrate a commitment to work in collaboration and ensure all partners have full knowledge of juvenile justice system processes and evidence-informed practices, are consistent, and provide trauma-informed and culturally relevant services across all touch points of the system. Additionally, support system partners' collective vision in the rehabilitative capacity of the juvenile justice system and in a child's potential to change if given real opportunity.

**Rationale:** Many system partners believe that San Francisco City leadership shares a vision for system-involved youth that allows system partners to challenge each other to think about how improve systems to better serve the youth in their care. This means ensuring all partners operate from the same research-based perspective, have the same information and training, and have opportunities to work together in service of this population.

**Target Population:** All departments and agencies that interact with juvenile justice system-involved youth, especially those that serve on the Juvenile Justice Coordinating Council including, but not limited to Juvenile Probation, District Attorney, Public Defender, Superior Court, Department of Public Health, Human Services Agency, Department of Children, Youth, & Their Families, SFUSD, Mayor's Office, and Police Department.

**Activities:** Trained & Supported Workforce/Collaboration & Communication activities that the JJCC may implement include but are not limited to:

1. DCYF, SFPD, and CBOs determine strategies to cultivate trusting relationships with San Francisco youth.
2. Improve collaboration and communication between Community-Based Organizations (CBOs) and all justice system partners (judges, district attorneys, public defenders, the Bar Association of San Francisco, probation officers, HSA, and SFUSD) to increase overall awareness of CBO services.
3. Develop a JPD Certification process for CBOs and other institutions that work with juvenile justice population.
4. Create formal referral process to CBOs based on assessment of youth needs and create standard process for CBOs to report back to probation officers and courts.
5. Create joint trainings for all professionals in:
  - a. The impact of trauma and Adverse Childhood Experiences (ACEs) on a child's development to Justice System Partners.
  - b. Implicit bias specific to ACEs, trauma, and the impact of bias on the juvenile justice system that specifically targets teachers, police officers, and other system stakeholders.
  - c. Identified assessment tools, and practices that are validated and reliable, with proven efficacy in helping to address the needs of youths and families.
6. Provide Technical Assistance (TA) and capacity building to all programs serving justice-involved youth on administering and interpreting ACEs screening tools and supporting youth who have experienced adverse childhood experiences, especially case management programs.
7. Provide TA and capacity building for providers on embedding financial empowerment concepts in programming for all programs serving justice-involved youth.

**Direct Service Strategies:**

Direct service programs provide the support needed to help youth engaged in the justice system to stabilize their lives, reconnect with their education and begin to get themselves focused on achieving the steps needed for successful adulthood. This includes age appropriate and culturally relevant programs that provide comprehensive supports to youth throughout the time they are engaged in the justice system.

**Alternatives to Formal Involvement & Incarceration; Alternative Education; Quality Programming**

**Purpose:** Build upon existing Alternative to Detention programs to create a robust continuum of supervision services that ensures multiple opportunities for young people to leave secure custody and keeps youth from deeper involvement in the justice system, while at the same time, preserving and enhancing the City's commitment to community safety. Also, provide quality complementary services and programming to support young people during their involvement so that they transition into adulthood successfully and do not come back into contact with the juvenile justice system.

**Rationale:** Though the juvenile detention population in San Francisco continues to decline, many stakeholders and youth identified the need for additional detention alternative/community supervision options. As research has shown, even one night in detention can do great harm to a young person and ultimately have an adverse impact on community safety. Ensuring a continuum of supervision services means youth have options other than confinement to ensure they appear for court appearances and do not commit new offenses. Additionally, many young people in the juvenile justice system have a variety of unmet educational, workforce, mental health, and social service needs which should be addressed while they are system-involved so that they have a better chance of transitioning to adulthood successfully. Finally, like all young people, the teenagers in San Francisco's system are just beginning to forge an identity and are curious and inquisitive about the world around them. These young people deserve intentional spaces and programs to explore art, music, and other youth development enrichment opportunities that are culturally relevant and connect them to adult allies in their community.

**Target Population:** All system-involved youth from point of arrest through disposition and upon return to the community from out-of-home placement.

**Interventions:** Alternatives to Incarceration & System-Involved Programming include the targeted support of quality programming that offers comprehensive intervention strategies for youth who have been arrested, youth who are currently on probation, in any out-of-home placement, or in-custody at the detention center or at Log Cabin Ranch such as:

*Continuum of Supervision Services*

- o Diversion - Collaboration between DCYF, JPD, SFPD, District Attorney, Public Defender, and Superior Court to determine appropriate diversion program models in which a youth has no further contact with the justice system at key junctures, including point of arrest and at charging decision, where and when appropriate. This includes restorative justice models that act as an alternative to formal court processing.
- o Alternatives to Detention – Collaboration between DCYF, JPD, SFPD, District Attorney, Public

Defender, and Superior Court to determine an appropriate continuum of detention alternatives that targets only those youth who would otherwise be detained, and may include: electronic monitoring, house arrest, community monitoring, day or evening reporting centers, and shelter beds for youth who cannot return home. DCYF to continue to fund and expand funding to detention alternative programs as determined by partner agencies.

- Case Management – Provides ongoing case management throughout a young person’s involvement in the justice system that is designed to help the youth complete probation and meet other court mandates.
- Intensive Supervision and Clinical Services (ISCS) – Works with system-involved youth, their families, their probation officers, and other legal stakeholders to promote healthy development and functioning by addressing trauma and other behavioral health needs, and increasing skills and strengths. ISCS combines the structure and monitoring of community supervision with portable evidence-based and practice-based therapeutic services delivered at home, school, in the community, or at the Juvenile Justice Center.

*Complementary Services: Provided as youth move through the juvenile justice process, especially in detention and during aftercare/reentry.*

- Alternative Education – delivers culturally relevant curriculum that prepares youth academically for educational or career advancement while in custody and/or provides alternative opportunities that do the same upon release.
- Detention-based Enrichment and Youth Development – Provide enrichment programming (such as arts and music) that encourages youth to develop a larger identity, as well as positive skill building activities like anger management and conflict resolution.
- Mentorship – Support long-term multiple mentorship model that creates a relentless, coordinated, and creative support network of caring adults from across the community for system-involved youth.
- Youth Workforce Development – Provide paid, tiered wraparound support programs that include components of financial literacy to prepare youth for job readiness programs, as well as vocational training opportunities that offer intensive programming with clothing, bus passes, and tuition support, especially for youth returning from out-of-home placement.
- Basic Needs/Transportation – Provide safe, reliable, and affordable transportation for low-income children & youth to increase access to school, services and employment especially in the Bayview, Sunnysdale, and Visitacion Valley neighborhoods.

## Whole Family Engagement

**Purpose:** Support and include traditional and non-traditional family members throughout their child’s system involvement in a meaningful, intentional way so that families can effectively advocate and support their child during and after system involvement.

**Rationale:** The juvenile justice system has traditionally focused primarily on the young person involved. Throughout the information gathering process, many youth and stakeholders highlighted the need to stop treating young people in the system as if they exist in a vacuum. Including and engaging families in every step of the juvenile justice process is imperative to that young person’s successful transition out of the system. Ensuring

that families have access to the services and resources they need to support their child will in turn make sure that the caring adults in that child's life are best equipped to care for them.

**Target Population:** Parents, extended family, and other caring adults in the life of a system-involved young person; children in the juvenile justice system who have incarcerated parents; justice involved young people who are parents.

**Interventions:**

1. Redefine family to include an adult caregiver and/or supportive adult identified by the youth.
2. Convene juvenile justice system and social service partners to coordinate support for parents/families whose children are in the juvenile justice system, youth in the system who are parents, as well as non-traditional family members of both.
3. Create coordinated services and resources for youth and families that includes system navigation for youth in-custody and at Log Cabin Ranch.
4. Create services for parents of teens, children of incarcerated parents, and young parents who are on probation, in out-of-home placement, in custody and at Log Cabin Ranch.
5. Develop standard and shared youth and family practices, protocols, and principles.

## **XI. CONCLUSION**

Unlike the City and County of San Francisco's previous Local Action Plan that presented only direct service strategies, this plan addresses both direct service and system-level strategies. These system-level strategies will require all departments and agencies that work with system-involved youth to address key policies and practices to ensure that policies are working across purposes and that the delivery of the direct service strategies outlined above are coordinated and effective. Simultaneously, the JJCC can cultivate intentional, collective decision-making and collaboration among all City and County agencies and institutions that touch juvenile justice involved youth in service to these strategies.

Over the last six years, San Francisco has recognized the need to focus our efforts and coordinate those efforts at both a policy and direct service level. Now is a good time for a few reasons. First, the Department of Children, Youth, and Their Families will be releasing a large RFP later this year and will use this Local Action Plan as an integral planning document to guide its strategic funding decisions for services and programming for juvenile justice system-involved youth. Additionally, San Francisco is currently in a moment in which City leadership shares a collective vision for system-involved youth. This Local Action Plan and its implementation strategies address system behaviors in tandem with youth behaviors in service to that vision: that the juvenile justice system is rehabilitative and San Francisco's children deserve the opportunity and their city's full support to transition into adulthood successfully.

## Appendix A: 2016 Juvenile Justice Coordinating Council Membership List

Name	Department/Organization
Chief Allen Nance	Juvenile Probation Department
Laura Moye	Department of Children, Youth, and Their Families
Chief William Scott	San Francisco Police Department
Jean Roland	District Attorney's Office
Patricia Lee	Public Defender's Office
Sheriff Vicki Hennessey	San Francisco Sheriff's Department
Sylvia Deporto	Human Services Agency
Ken Epstein	Department of Public Health
Chief Karen Fletcher	Adult Probation Department
Diana Oliva-Aroche	Mayor's Office of Violence Prevention Services
Julia Sabory	Mayor's Office of Housing and Community Development
Bob Palacio	Department of Recreation & Parks
Thomas Graven	San Francisco Unified School District
Lisa Lightman	San Francisco Superior Court
Todd Lloyd	Juvenile Justice Commission
Joseph Arellano	Juvenile Probation Commission
Jesus Martinez	Juvenile Advisory Council
Kimo Uila	Juvenile Justice Providers Association
Doug Styles	Huckleberry Youth Programs
Irene Casanova	Larkin Street Youth Services
Ron Stueckle	Sunset Youth Services
Thear Chum	Vietnamese Youth Development Center, Health & Wellness Program

## **Appendix B: Violence Prevention & Intervention Programming Evaluation Reports**

- San Francisco Dept. of Children, Youth and Their Families. (2013). Violence Prevention Initiative (VPI) and Youth Workforce Development- High Risk (YWD-HR): Evaluation). San Francisco, CA: O'Brien-Strain, M., Theobald, N., Gunther, K., Rosenberger, A., Marin, S. V., Mission Analytics Group, Inc.
- San Francisco Dept. of Children, Youth and Their Families. (2013). Violence Prevention Initiative and Youth Workforce Development- High Risk: Reaching In-Risk Youth. San Francisco, CA: Mission Analytics Group, Inc.
- San Francisco Dept. of Children, Youth and Their Families. (2014). Does VPI Reach Students at Risk of Juvenile Justice Involvement? Violence Prevention Initiative and Youth Workforce Development. San Francisco, CA: Mission Analytics Group, Inc.
- San Francisco Dept. of Children, Youth and Their Families. (2014). SFUSD Student Characteristics of Violence Prevention Initiative and Youth Workforce Development- High Risk Participants (Revised). San Francisco, CA: Theobald, N., O'Brien-Strain, M., Moody, J., Marin, S. V., Mission Analytics Group, Inc.
- San Francisco Dept. of Children, Youth and Their Families. (2014). The Violence Prevention Initiative and Youth Workforce Development – Justice System Involved Referral Process Analysis. San Francisco, CA: Gunther, K., Marin, S. V., O'Brien-Strain, M., Mission Analytics Group, Inc.
- San Francisco Dept. of Children, Youth and Their Families. (2016). Violence Prevention and Intervention Executive Brief. San Francisco, CA.

## Appendix C: Protocol for Interviews with JJCC Members

### DCYF JJCC Local Action Plan Interview Protocol

---

#### Before the meeting:

- Be sure that interviewee has had the opportunity to ask questions either prior to the interview or at the start of the interview about the materials sent to them prior to the meeting (current investments, impact on investments, purpose of local action plan, etc.)
- Ensure that interviewer has all necessary materials to take notes (recorder, pen, paper, protocol).
- Ensure interview space is comfortable, conversation is intelligible.
- Bring/distribute copies of prep materials if necessary.
- Be aware of how your tone, language, and framing of questions influence responses- we want to know what the interviewees think first and foremost

#### Welcome, Introductions (1 min)

I am here from the Department of Children, Youth, and Their Families. Today, I will be asking you a series of questions about how the City and County of San Francisco might meet the needs of juvenile justice system-involved youth (ages 10-18). You have been selected to be interviewed either because of your participation in the JJCC or because of your content-knowledge of this particular population. The expertise and input that you share today will inform the scope and strategy areas in the City's Local Action Plan for System-Involved Youth and will help guide the investments in programming and resources for San Francisco's system-involved youth.

#### Setting the Stage (5 min)

*(Ensure that both the interviewer and interviewee have a hard copy in order to review the purpose of the Local Action Plan together)*

The Local Action Plan is required by State Assembly Bill 2261 and resulted in the legislation found in Welfare and Institutions Code section 749.22 both of which stipulate that all jurisdictions who compete for the Juvenile Crime Enforcement and Accountability Challenge Grant Program must “(a) develop and implement a comprehensive, multiagency local action plan that provides for a continuum of responses to juvenile crime and delinquency including collaborative ways to address local problems of juvenile crime and (b) demonstrate a collaborative and integrated approach for implementing a system of swift, certain, graduated responses, and appropriate sanctions for at-risk youth and juvenile offenders.”

The Local Action Plan must include the following components:

- a. An assessment of existing law enforcement, probation, education, mental health, health, social services, drug and alcohol and youth services resources which specifically target at-risk juveniles, juvenile offenders, and their families.
- b. An identification and prioritization of the neighborhoods, schools, and other areas of the community that face a significant public safety risk from juvenile crime.
- c. A local action plan for improving and marshaling the resources set forth in subdivision a (above) to reduce the incidence of juvenile crime and delinquency in the areas targeted pursuant to subdivision b (above) and the greater community. The councils shall provide specific strategies for all elements of response including prevention, intervention, suppression, and incapacitation, to provide a continuum for

addressing the identified juvenile crime problem, and strategies to develop and implement locally-based or regionally-based out-of-home placement options for youth involved in the juvenile justice system.

- d. Develop information and intelligence-sharing systems to ensure that county actions are fully coordinated, and to provide data for measuring success of the jurisdiction in achieving its goals. The plan shall develop goals related to the outcome measures that shall be used to determine the effectiveness of the program.
- e. Identify outcome measures which shall include, but not be limited to:
  - i. The rate of juvenile arrests
  - ii. The rate of successful completion of probation
  - iii. The rate of successful completion of restitution and court-ordered community service responsibilities.

The point of our conversation today is to inform the development of this local action plan. I will ask you a series of questions that pertain directly to points (a) through (c) from the Purpose of the LAP sheet you have in front of you.

You will notice that someone is taking notes today. We want to make sure that we capture your input from our conversation. I will also be recording today's conversation if you have no objections.

Do you have any questions about the Local Action Plan or any of the materials provided to you before we get started?

### Questions (45-60 min)

OK, let's get started:

1. How do you see your role (in your work) in supporting better outcomes for system-involved youth in San Francisco?
2. In your role, what programming and/or resources do you currently support for system-involved youth?
  - *If additional instruction or context is necessary, interviewer will encourage interviewees to think about what programs and resources their agency or association (law enforcement, probation, educational, mental health, health, social services, drug and alcohol, and youth services, etc.) might have/support which specifically target system-involved youth and their families along current continuum of response services. Probing questions include: what agencies/organizations do you partner with to support system-involved youth? In these partnerships, what is your role?*
3. What do you see as the greatest **barriers to success** for system-involved youth in San Francisco?
  - *Probing questions include: What are the greatest unmet needs of system-involved youth in San Francisco? What system challenges impede success for system-involved youth? What partnerships (or lack thereof) limit success for system-involved youth? What neighborhood challenges, if any, impede success for system-involved youth? What family challenges, if any? Economic challenges? Social challenges? Educational challenges?*
4. What do you see as **strengths and protective factors** for youth that the City could build upon to prevent involvement in the juvenile justice system and/or increase success among system-involved youth in San Francisco?
  - *Probing questions include: How might the City help to increase these strengths and protective factors especially for youth who are coming into contact with the juvenile justice system? What kinds of program and policies could the City develop to build or expand upon programming and service capacity for*

*increasing these strengths and protective factors among youth in San Francisco?  
What do these programs look like? What do they achieve? Who do they serve?*

5. How do you think the City could improve the juvenile justice system in San Francisco in order to support the success of system-involved youth?
  - *Probing questions include: How might the City and County overcome the barriers identified in Question 3? What partnerships don't currently exist that ought to? What programs don't currently exist that ought to? What structural and systemic changes need to be made to support the success of system-involved youth?*
6. How do you see CBOs contributing to the success of system-involved youth?
  - *Probing questions include: Where do you think CBOs can be most effective in supporting system-involved youth? How do you think partnerships could be strengthened and accountability be shared between city departments, other agencies, professional collaboratives, and CBOs?*
7. Are there any specific sub-populations within the more general population of system-involved youth that you feel face greater challenges or barriers than do other system-involved youth? If so, who are these youth, what are their needs, and how might the City address these challenges differently than we would the general system-involved youth population?
  - *If additional instruction is necessary, interviewer will encourage interviewees to try to identify specific neighborhoods, communities, types of offenders, gender, age, school, etc. who may have additional, greater, or different needs than that of the general system-involved youth population.*
8. Are there any other thoughts or ideas you'd like to share with me regarding programming and/or resources for juvenile justice system-involved youth in San Francisco?

### Closing (1 min)

Thank you again for your time and sharing your thoughts and expertise with me today. Your input is very helpful and will inform how the JJCC will develop its Local Action Plan. After I have finished these interviews, DCYF will compile all interview input and present this information to the JJCC in mid-September. At that meeting, the JJCC will set out their strategic funding priorities to address the identified needs of juvenile justice system-involved youth in San Francisco in order to reduce crime and delinquency and increase successful transitions into adulthood for the youth of San Francisco.

## Appendix D: Questions for Violence Prevention & Intervention Grantee Input Sessions

### DCYF Questions for LAP Input Session with VPI Grantees

---

1. What do you see as the greatest **barriers to success** for system-involved youth in San Francisco?
  - *Probing questions include: What are the greatest unmet needs of system-involved youth in San Francisco? What system challenges impede success for system-involved youth? What partnerships (or lack thereof) limit success for system-involved youth? What neighborhood challenges, if any, impede success for system-involved youth? What family challenges, if any? Economic challenges? Social challenges? Educational challenges?*
2. What do you see as **strengths and protective factors** for youth that the City could build upon to prevent involvement in the juvenile justice system and/or increase success among system-involved youth in San Francisco?
  - *Probing questions include: How might the City help to increase these strengths and protective factors especially for youth who are coming into contact with the juvenile justice system? What kinds of program and policies could the City develop to build or expand upon programming and service capacity for increasing these strengths and protective factors among youth in San Francisco? What do these programs look like? What do they achieve? Who do they serve?*
3. How do you think the City could improve the juvenile justice system in San Francisco in order to support the success of system-involved youth?
  - *Probing questions include: How might the City and County overcome the barriers identified in Question 3? What partnerships don't currently exist that ought to? What programs don't currently exist that ought to? What structural and systemic changes need to be made to support the success of system-involved youth?*
4. Are there any specific sub-populations within the more general population of system-involved youth that you feel face greater challenges or barriers than do other system-involved youth? If so, who are these youth, what are their needs, and how might the City address these challenges differently than we would the general system-involved youth population?
  - *If additional instruction is necessary, interviewer will encourage interviewees to try to identify specific neighborhoods, communities, types of offenders, gender, age, school, etc. who may have additional, greater, or different needs than that of the general system-involved youth population.*

## Appendix E: Protocol for Focus Group with Young Women in Juvenile Justice Center

### DCYF Local Action Plan: Targeted Outreach/Focus Groups Protocol Juvenile Justice Center – Girls' Unit

#### Before the meeting:

- *Ensure that someone is designated to take notes and has all necessary materials (recorder, pen, paper, protocol)*
- *Set the room up in a circle (if possible)*
- *Be aware of how your tone, language, and framing of questions influence youth responses- we want to know what the youth think first and foremost*
- *Make sure everyone in the room has a name-tag on*

#### Youth Introductions & Icebreakers

- Let's have everyone go around the room and say their name and play two truths and a lie.

#### What's in it for us

- The feedback we collect through this **focus group will serve to inform the development of a Local Action Plan for Juvenile Justice System-Involved Youth by the Juvenile Justice Coordinating Council. This is a group of decision-makers who either run parts of the juvenile justice system or who run programs in partnership with it.** Ultimately, your input will help to tell the City and County of San Francisco (and all these decision-makers) what we can do to ensure that juvenile justice system involved youth are successful upon exiting the system. We would like you all to help us understand your experience in the system and get your input on how we can make it better.
- If you have more questions about how all of this works, we are happy to talk more about it at the end of the group.

#### What's in it for you

- The input you give today is hugely important to the work that we do, but it does take a little while for the information you share to reach the people who make changes. So while what you share with us might not end up influencing you directly, it will impact the young people who come after you.
- I would like to thank you all for taking the time to speak with us today, and Director Recinos for inviting us.

#### Confidentiality and Group Agreements

- Acknowledge the difficulty and sensitive nature of the conversation in today's group. Remind young people that they don't need to say or share anything they don't feel comfortable saying or sharing.
- Please help us respect everyone's confidentiality and privacy today by not repeating any personal information that anyone else shares after today's discussion.
- You will notice that I am taking notes today. She's here to make sure we capture the feedback from today's discussion. **She will not use any names in her notes.**
- We are primarily interested in gathering youth feedback but if staff would like to give input we will make sure there are a few minutes reserved at the end for them to share their thoughts.
- Does anyone have any questions about how we plan to use the information we gather today.

- Next, I would like suggest that we try not to talk over each other and respect the speaker while they are talking. We want to hear what all of you have to say.

### Questions

1. **What has been the single most difficult part of being involved in the juvenile justice system? Do you think your experience is different because you're a girl?**
  - a. About the court process
  - b. About time spent in the hall
  - c. If in and out, about fulfilling probation requirements
  - d. With family
  - e. In terms of school or your education
  - f. With friends or social circles
  - g. In terms of plans and/or goals you may have made for yourself
2. **What has been the single most positive part of being involved in the juvenile justice system? Do you think your experience is different because you're a girl?**
  - a. Same probes as above
3. **What makes you the most anxious about getting out of YGC?**
4. **What programs, people, and/or places do you think will be able to help you when you leave YGC? Do you think if these programs were just for girls they would help you more or less than programs with boys and girls?**
5. **What has made this process (being system-involved) easier or less stressful?**
  - a. Things, people, programs
6. **Where do you see yourself in a year?**
7. **If needed: If you could add anything to San Francisco (or your school, or your neighborhood) to help you stay out of trouble/the juvenile justice system after you leave YGC, what would it be?**

### Closing

Thank you again for your time and sharing today. Your input has been very helpful and will inform how the City and County of San Francisco approaches its work with the juvenile justice system moving forward.

## Appendix F: Protocol for Focus Group with Young Men in Juvenile Justice Center

### DCYF Local Action Plan: Targeted Outreach/Focus Groups Protocol Juvenile Justice Center – Unit 5

#### Before the meeting:

- *Ensure that someone is designated to take notes and has all necessary materials (recorder, pen, paper, protocol)*
- *Set the room up in a circle (if possible)*
- *Be aware of how your tone, language, and framing of questions influence youth responses- we want to know what the youth think first and foremost*
- *Make sure everyone in the room has a name-tag on*

#### Youth Introductions & Icebreakers

- Let's have everyone go around the room and say their name and play two truths and a lie.

#### What's in it for us

- The feedback we collect through this **focus group will serve to inform the development of a Local Action Plan for Juvenile Justice System-Involved Youth by the Juvenile Justice Coordinating Council. This is a group of decision-makers who either run parts of the juvenile justice system or who run programs in partnership with it.** Ultimately, your input will help to tell the City and County of San Francisco (and all these decision-makers) what we can do to ensure that juvenile justice system involved youth are successful upon exiting the system. We would like you all to help us understand your experience in the system and get your input on how we can make it better.
- If you have more questions about how all of this works, we are happy to talk more about it at the end of the group.

#### What's in it for you

- The input you give today is hugely important to the work that we do, but it does take a little while for the information you share to reach the people who make changes. So while what you share with us might not end up influencing you directly, it will impact the young people who come after you.
- I would like to thank you all for taking the time to speak with us today, and Director Recinos for inviting us.

#### Confidentiality and Group Agreements

- Acknowledge the difficulty and sensitive nature of the conversation in today's group. Remind young people that they don't need to say or share anything they don't feel comfortable saying or sharing.
- Please help us respect everyone's confidentiality and privacy today by not repeating any personal information that anyone else shares after today's discussion.
- You will notice that someone is taking notes today. She's here to make sure we capture the feedback from today's discussion. **She will not use any names in her notes.**
- We are primarily interested in gathering youth feedback but if staff would like to give input we will make sure there are a few minutes reserved at the end for them to share their thoughts.
- Does anyone have any questions about how we plan to use the information we gather today.
- Next, I would like suggest that we try not to talk over each other and respect the speaker

while they are talking. We want to hear what all of you have to say.

### Questions

1. **What has been the single most difficult part of being involved in the juvenile justice system?**
  - a. About the court process
  - b. About time spent in the hall
  - c. If in and out, about fulfilling probation requirements
  - d. With family
  - e. In terms of school or your education
  - f. With friends or social circles
  - g. In terms of plans and/or goals you may have made for yourself
2. **What has been the single most positive part of being involved in the juvenile justice system?**
  - a. Same probes as above
3. **What makes you the most anxious about getting out of YGC?**
4. **What has made this process (being system-involved) easier or less stressful?**
  - a. Things, people, programs
5. **Let's each say one sentence describing what goals we'd like to achieve by the end of the year?**
  - a. These goals can be in school, in art or music or sports, at home, with your family or friends or in any other part of your life.
6. **What programs, people, and/or places do you think will be able to help you achieve the goals you just shared when you leave YGC?**
7. **If needed: If you could add anything to San Francisco (or your school, or your neighborhood) to help you stay out of trouble/the juvenile justice system after you leave YGC, what would it be?**

### Closing

Thank you again for your time and sharing today. Your input has been very helpful and will inform how the City and County of San Francisco approaches its work with the juvenile justice system moving forward.