

Introduction

California's seventh most populous county, Alameda County is a region of enormous scope and diversity. Its 1.3 million residents are spread across 821 square miles, with 14 incorporated cities, 13 school districts, and 26 different law enforcement jurisdictions. In 1995 the California Department of Finance estimated that there were nearly 139,000 youths aged 10-17 years who lived in Alameda County. Socially and economically the county ranges from the concentrated affluence of Piedmont to the dispersed rural poverty of the Livermore Valley, from the persistent decline of the urban core to the hectic growth of the TriValley.

One element that has consistently united Alameda County citizens across all regions and social classes has been a concern for the future of our children. In many arenas—homelessness, infant mortality, community revitalization—Alameda County initiatives have laid the conceptual and programmatic foundations for the national agenda in support of children and families. Alameda County has a rich tradition of innovative justice programs including adult courts, building family preservation into juvenile probation, national models of community policing, and juvenile diversion programs.

The large geographic span of the county along with the enormous diversity of race, culture and class within urban and suburban settings creates a special challenge in developing a juvenile justice plan that is responsive to the unique needs of each community while maintaining a county-wide structure and set of standards. We feel that this Plan does indeed meet those challenges, and will—when fully implemented—make Alameda County a national leader in juvenile justice policy and practice.

The development of the *Alameda County Local Action Plan* comes at a time when Alameda County has been responding to the challenge of its youth crime problem with vigorous new initiatives designed to improve youth outcomes, strengthen links between the juvenile justice system and the community, and shape a continuum of graduated sanctions that is results driven, rehabilitation-oriented, and represents the national leading edge in assessment, intervention, supervision and treatment.

Planning for this *Local Action Plan* predates SB1760 and the Challenge Grant process. In July, 1996, the Alameda County Probation Department committed itself to full implementation of the United States Department of Justice *Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*. A large delegation of Alameda County probation and law enforcement officials attended an intensive seminar on the Comprehensive Strategy that was conducted by the Office of Juvenile Justice and Delinquency Prevention. Alameda County helped host the seminar for officials from five states on the campus of the University of California, Berkeley in the fall of 1995. Following the seminar, Chief Probation Officer Sylvia Johnson entered into negotiations with the National Council on Crime and Delinquency (NCCD)—a nationally respected organization that had assisted OJJDP in the development of the federal Comprehensive Juvenile Justice

Strategy. NCCD was specifically asked to develop data on juvenile justice trends and project potential programs and institutional needs for the future. NCCD was also engaged to help the Alameda Probation Department develop state-of-the-art risk and needs assessment tools for use in detention, placement and field service decision making. Alameda County expressed a strong interest in moving toward the system of graduated sanctions that is advocated by the federal strategy. This LAP builds upon the results already achieved by that process and identifies the priority steps needed to advanced this important agenda.

We regard the planning for juvenile justice and juvenile crime prevention as an ongoing process within the context of larger community efforts to make Alameda County a better place for children. We feel that planning should not be restricted to professionals or policy makers but should involve every citizen who is concerned about children. Consequently, we do not view this document as a finished product, but as one product in a process of continuous evolution.

Before reporting on the results of Alameda County's intensive multi-agency planning process that resulted in this LAP, let us summarize the major aspects of the United States Department of Justice Comprehensive Strategy that has guided our thinking. Next, we will show how the broad federal perspective has been translated into the vision of juvenile justice that we want to achieve in Alameda County.

The Comprehensive Strategy was the product of an exhaustive review of research on the causes and correlates of serious juvenile crime as well as a national review of carefully evaluated programs. The Strategy rests on a set of key principles.

- We must strengthen the family as the primary social institution to instill moral values and to guide and nurture child development
- We must support core social institutions such as schools, community agencies, religious organizations and neighborhood groups that can assist children to become capable and responsible citizens. These groups must help in designing programs to address known delinquency risk factors and offer protective resources for at-risk youths.
- We must promote delinquency prevention as the most cost-effective response to reducing youth crime
- We must intervene immediately and effectively when delinquent behavior occurs to avert the progressive escalation of juveniles to more serious forms of law breaking
- We must identify and control the small group of serious, violent and chronic juvenile offenders who contribute disproportionately to the crime problem

The Comprehensive Strategy envisions a Continuum of Care that spans prevention programs, early interventions and a system of graduated sanctions. Prevention and early intervention efforts are guided by a focus on

proven risk factors and protective factors. The system of graduated sanctions relies on empirically developed risk assessment and needs assessment tools. Further, the system of graduated sanctions is organized in a framework of structured decision making. These components are crucial to ensure that program resources are properly target and resources are most effectively utilized.

It is also important that the prevention and graduated sanctions portions of the Comprehensive Strategy are integrated and that joint planning and program development is accomplished, SB 1760 provided Alameda County with a excellent opportunity to establish a broad-based multi-agency committee that could move the federal model into concrete action.

Also essential to the Comprehensive Strategy is a focus on objective data, not anecdotes. The Strategy assumes an intensive fact-finding effort. This LAP is faithful to that commitment to data gathering. Moreover, the Comprehensive Strategy demands a rigorous commitment to evaluation and refinement of policies and programs. We believe there is no other county in California that is making a stronger statement than Alameda County about the need to implement and support solid evaluation research as part of its SB 1760 application. Alameda County is completely committed to institutionalizing this research-based approach to program development and review into the future.

Vision Statement, Guiding Principles, Systemwide Outcomes

1. Vision Statement

It is the year 2000 and Alameda County has successfully implemented a Comprehensive Continuum of Care to address the needs of high risk, chronic and violent juvenile offenders, while enhancing public safety within the community. This system is inclusive of prevention, early intervention, intermediate sanctions, detention, and intensive supervision components that are fused together in a seamless county-wide system. All continuing efforts, system design and implementation will be informed by rigorous evaluations that focuses on outcomes. The system is designed to meet the needs of high risk youth, their families and the communities in which they reside by improving the outcomes of those youth who are involved in the juvenile justice system so that they can live crime-free, productive, and personally-rewarding lives and by providing meaningful alternatives for at risk youngsters before they penetrate the juvenile justice system too deeply..

By the year 2000, the implementation of tested and holistic prevention strategies has become a central feature of the justice system of Alameda County. No longer a wishful amorphous concept, prevention strategies are implemented with the use of informed risk factor indicators and results are measured and monitored. A countywide strategy of prevention is adopted that cuts across all systems--Health, Social Services, Justice and Education--and is coordinated in a collaborative effort among county and city jurisdictions. A strong working partnership has been forged between government and community-based organizations and agencies resulting in better targeting of resources and activities toward clearly defined local needs and opportunities.. The community and government officials have now mastered the use of information regarding risk factors down to a neighborhood level and are able to make decisions regarding resource allocation and strategies that result in quantifiable improvement in the lives of youth and families.

At the heart of the prevention strategy lies the belief that the best prevention against juvenile crime are strong families and communities where all children are healthy and able to reach their fullest potential. Fully recognizing that no government program, no policing activity and or any quick fix solution can create such a community, Alameda County is engaged in the long term effort of empowering citizens to assume full responsibility for making their children healthy and their communities strong.

2. Statement of Beliefs and Guiding Principals

Alameda County's Comprehensive Strategy for Serious, Violent and Chronic Juvenile Crime is based not only on principles contained in the U.S. Department of Justice Comprehensive Strategies, but also embodies concepts drawn from the State Department of Mental Health's *System of Care for Youth with Serious Emotional Disorders* (the "Ventura Model") and

from Orange County's *8% Solution*, modified to address the unique conditions and opportunities of Alameda County. Whenever possible the juvenile justice system will be guided the principles of balanced and restorative justice. The Continuum of Care seeks to respond meaningfully to the suffering of victims, advancing public protection and assisting youths to acquire the skills to become productive members of our society

Mission Statement: *The Alameda County Probation Department's purpose is to improve outcomes for youth and their families within the Probation System, while protecting the public through the implementation of a comprehensive system of care and sanctions inclusive of prevention, intervention, treatment, and detention.*

Alameda County's Comprehensive Strategy is based upon the following guiding precepts:

- The Juvenile Justice System commits itself to specifying and achieving clear measurable outcomes that embody its mission to protect the community, reduce the harm to victims and to rehabilitate the youth under its charge. Each year, the System will assess its progress toward meeting these goals and adopt a strategy of continuous quality improvement.
- The continuum of care must include prevention, early intervention, intermediate sanctions, and community based probation strategies that are risk-focused, and which pursue well-defined outcomes.
- A primary goal of the system will be to maintain youth in the most cost effective level of control commensurate with assuring public safety and meeting the rehabilitative needs of the youth.
- The need for detention or other forms of out-of-home placement will be determined by application of objective risk assessment tools. Youth that are detained for more than 24 hours will receive a comprehensive needs assessment and referral to appropriate services.
- All components of the system and key program elements will be continually evaluated to determine outcomes based on rigorous quantitative data on such elements as reduction of recidivism, expanded compensation to victims, improved educational attainment, family stability, employability and the overall cost-effectiveness of the component..
- Cost savings from avoiding unnecessarily high levels of intervention will be reinvested into the Alameda County Juvenile Justice system to enhance cost-effective prevention and early intervention programs.
- The continuum of care assumes ongoing collaboration among all key county departments and community based youth and family serving organizations.

- A pivotal component to the success of the implementation of this strategy will be ongoing commitment to high quality training of county staff and community based providers.

3. Alameda County Comprehensive Strategy Outcome Objectives

The achievement of the important goals outlined in this LAP will be assessed by the following system-wide indicators:

- A. The rate of juvenile arrests per 100,000 will decline annually;
- B. The rate of arrests for violent felonies will decline annually;
- C. The rate of successful completion of probation will increase annually. A youth will be considered to have successfully completed probation if she/he goes twelve months without referral for a new offense.
- D. The rate of successful completion of restitution and court-ordered community service will increase annually; and
- E. All youth on probation who are placed out-of-home will demonstrate improvement in overall life functioning within one year of placement, as measured by improvement in a minimum of 5 of 8 subscales of the well-validated Comprehensive Adolescent Severity Inventory.

THE PLANNING PROCESS

Summary

The Planning Process was supervised by the Multi-Agency Juvenile Justice Coordinating Council, which—in addition to the members mandated by legislation—included representation of citizens, community-based agencies, and representatives of all major public institutions and all areas of the County. The Coordinating Council met bi-weekly through January 1997, and then weekly throughout February to finalize the plan. On February 25, the Council took a final vote on each element of the plan, all of which were passed unanimously, and the Council unanimously voted to send the Local Action Plan and Challenge Grant Proposal to the Alameda County Board of Supervisors for approval. The Coordinating Council also confirmed its intention to continue as an ongoing body, not only to oversee the administration of SB1760 funds, but also to serve as the central body for developing, coordinating, and advocating for, comprehensive juvenile justice policy in Alameda County. On March 11, the Board of Supervisors unanimously voted to approve the Local Action Plan and Challenge Grant proposal. Each member of the Board also expressed his/her commitment to participating personally in the ongoing planning process.

Building upon work already in progress by NCCD and the Probation Department, Alameda County conducted an extremely extensive planning process that involved more than 400 individuals representing more than 75 agencies, public institutions, and community groups. Data analysis included extensive community resources and needs mapping, analysis of crime and delinquency trends, a retrospective and prospective analysis of the case histories of all 7,978 youth who received a probation referral in 1995, and risk/needs assessments of 695 youth in the placement and field supervision populations. Four standing committees met biweekly and developed the system designs for two Truancy Intervention Programs, the Drug Court, the Girls Continuum, and the Community Probation strategy. Elements of the planning process included:

■ **Quantitative Data Collection and Analysis:**

- *Resource Mapping:* The Planning Project mapped resources for high-risk youth by type of program and by geographic region.
 - a) *Analysis of the juvenile crime problem.*
 - b) *Analysis of the juvenile probation caseload:* With a complete download of data from the Probation Department MIS, we were able to conduct an analysis—similar to the Orange County *8% Solution* analysis—of the entire referral history (through December 31, 1996) of nearly 8,000 youth referred to Probation in 1995.
- *Analysis of individual risk/needs factors:* We completed and analyzed risk/needs assessments for 695 youth in the juvenile justice system.
- *Modeling of Secure and Non-Secure Juvenile Corrections Needs:* We

completed a 15 year projection of secure corrections needs.

- *Resource Analysis:* We identified a number of resources, not only for match, but also for ancillary program development to meet critical needs identified in the planning process.
- **Qualitative Data Collection and Analysis:** During the months of December and January, 34 focus groups were held with youth, parents, community organizations, churches, businesses, and staff of youth-serving agencies. Overall 344 individuals participated in at least one project focus group.
- **Program Planning:** During January and February, the four standing subcommittees met biweekly, and planners and a team of Probation Department staff met weekly to review the data analysis results, identify and design new program elements, and secure community and institutional commitment to the proposed interventions.
- **Preparation of the LAP:** Planners and the Probation Department Planning Team met daily through the last two weeks of February to develop the Local Action Plan and SB1760 Proposal.
- **Ongoing Collaboration** The MAJJCC immediately moved to establish formal ties with other ongoing efforts in the county already underway to improve the conditions of all children including the Interagency Children's Policy Council (ICPC) . The Interagency Children's Policy Council (ICPC) formed in 1994 under AB 1741, was an outgrowth of earlier planning efforts which brought together agencies, community based organizations, labor and parents. It is a county sponsored collaborative with a focus on Alameda County's low-income and vulnerable children and their families.

The ICPC uses cross-agency collaboration as a strategy for improving outcomes for children and families while promoting institutional change at the county level. The ICPC's membership includes a member of the Board of Supervisors, executive leadership from County Office of Education, Health Care Services, Juvenile Court, Probation, Social Services, and representatives of non-governmental organizations. ICPC selected those families whose children are at risk of out-of-home placement as its target. The Multi-Agency Juvenile Justice Council, whose focus is similar but more narrowly defined to address delinquency risks and behaviors, closely interrelates to ICPC, having a total of 9 members who attend both groups. Through that joint linkage and common goals, it is expected that many of the projects will blend, particularly the area of preventative services.

The chart on the next page summarizes the membership of the MAJJCC and the structure that will be utilized for the implementation of SB 1760 and the Local Action Plan.

MULTI-AGENCY JUVENILE JUSTICE COORDINATING COUNCIL (MAJJCC)

Youth & Parent Advisory Committee

NCCD Evaluation Team

MEMBERS

Sylvia J. Johnson, Chair
Chief Probation Officer

Martin Jenkins, Presiding Juvenile Court Judge

Tom Orloff, District Attorney

Jay Gaskill, Public Defender

Gail Steele, Board of Supervisors

Mary King, Board of Supervisors

Millie Cleveland, West Oakland Violence Prevention

Joseph Samuels, Chief, Oakland Police Department

August Scornaienchi, Superintendent, County Schools

Carolyn Getridge, Superintendent, Oakland Schools

Barnarese Wheatley, Chair, Juvenile Justice

Commission Mary Ann Cabral, Principal Admin. Analyst
County Administrator

Dr. Marye Thomas, Director, Behavioral Care Services

David Kears, Director Health Care Services

Rodger Lum, Director, Social Services Agency

Curtis Watson, Undersheriff, Sheriff's Department

Martin Jacks, Executive Director, The Mentoring Center

Carl Mack, Vice Chair, Juvenile Justice Commission

John Hazen, Director, Juvenile Services Probation

Jane Jennings, Director, Program Development,
Probation

Community Based Service Provider Network

RDA Resource Development & Data Collection Team

This 22 member Council quickly established several sub-committees, each chaired by a member of the MAJJCC . Sub-committees were charged with the task of developing recommendations on a variety of topics that were felt to be of utmost concern. These topics included:

1. Prevention
2. Medium and High End Youth
3. Female Juvenile Offenders
4. Drugs
5. Evaluation & Data

Each sub-committee established a regular two hour weekly meeting time and invited additional members of the community to participate within its working group. A total of 34 sub-committee meetings were held involving 64 individuals during the months of January and February. Each sub-committee was staffed with at least one consultant and one staff member of probation minutes of each meeting were maintained and provided to all participants.

A. Prevention Subcommittee

The sub-committee focused on several aspects of prevention early on in its deliberation and broadened its focus as it proceeded. Beginning with the subject of Truancy, the sub-committee undertook an exhaustive collection and review of the state of the art programs throughout the nation that addressed truancy. Members of the committee visited truancy courts and truancy mediation programs in Fremont and Santa Clara County. Several factors emerged from this review:

- A system wide database of student attendance records is needed in order to adequately analysis truancy patterns and rates within the county and by school sites and neighborhoods. This database will enable the MAJJCC to best allocate resources and determine strategies based upon demonstrated need and characteristics of the problem.
- Concerted ongoing effort was required to advocate for schools to serve its at-risk youth more effectively and more tenaciously.
- Schools required more resources to deal with the underlying life problems of truants and their families;
- In communities in which truancy was endemic, more extensive community mobilization efforts were needed to address the culture of truancy.

The committee forwarded to the MAJJCC a recommendation for the truancy mediation component as an immediate action, with a recommendation that community mobilization against truancy be a major focus of the prevention planning effort to be undertaken in 1997-98.

B. Gang Strategy

The subcommittee determined that a county wide plan was essential to adequately address the problems of gangs within Alameda County. It was recommended that the County Gang Task Force, the District Attorney and the Public Defender join forces to complete such a plan

C. Data Analysis

The sub-committee reviewed the conceptual framework of Communities that Care and studied the risk factor assessment data that has been to date collected in Alameda County. It was agreed that the Communities That Care Model should be adopted as the county wide prevention strategy with particular attention and resources given to the ongoing risk factor data collection and assessment that would best determine allocation of resources and targeting of efforts and communities.

D. Medium and High-End Youth

While the Prevention Sub-committee was meeting and conferring, the Medium and High End Sub-committee was deliberating about what models of intervention and graduated sanctions work best with youth who are already deeply enmeshed within the Juvenile Probation System. The committee read and discussed models described in the Comprehensive Strategy, obtained program descriptions and additional information and even visited a unique program in another County.

Recommendations to the MAJJCC from this sub-committee included

- More attention must be given to adequately assess the needs and problems within the juvenile probation system so that graduated sanctions and interventions can be targeted and clearly measured for outcomes
- The interconnection between gang activities and medium and high end youth needs to be analyzed and addressed
- It is essential that the Probation Department adopt an ongoing process of measuring outcomes of placement programs in order to determine where to best utilized scarce resources.

E. Female Offender Subcommittee

The work of this sub-committee built upon efforts already underway in the Department to address the unmet needs of females within the system. What emerged from this subcommittee was the commitment of several key community based providers to partner with the Probation Department in implementing a Comprehensive Continuum for Female Offenders.

F. Drug Court Subcommittee

Encouraged by the success of the recently established adult Drug Court, the sub-committee proceeded to examine models across the County for Juvenile Drug Courts. However, it was determined early on in the deliberations that it

would be futile to establish a juvenile drug court in Alameda County without also establishing drug treatment capacity for juveniles.

Members of the sub-committee researched the costs and funding streams to establishing outpatient juvenile treatment programs in both North and South County areas. Several meetings were held with staff from the Department of Behavioral Care and the Probation Department to hammer out agreements regarding funding and matching funding.

The following recommendations were made to the MAJJCC from the Drug Court Sub-committee:

- Outpatient Juvenile Drug Treatment capacity must be established in Alameda County commensurate with and adequate to serve the numbers of youth within the Probation System who are abusing drugs.
- A Juvenile Drug Court should be established to handle a specialized case load of probationers with drug problems
- More attention must be paid to the early identification of youth who have problems with alcohol and drugs
- The problems of juvenile drug abuse must be addressed as a health problem and draw upon the best models for treatment and prevention while maintaining public safety.

■ ***Ongoing Role of the MAJJCC***

It is understood that the MAJJCC will play a primary role in the ongoing implementation and evaluation of the Local Action Plan.

- **Ongoing Oversight** The primary role of the MAJJCC will be to monitor and provide feedback to the implementation of the Local Action Plan. It is anticipated that the Council will continue to meet on a monthly basis, to review the progress of implementation of the plan and provide input into future direction. Most importantly the Council will continue to insure that multi-disciplinary collaboration is brought to bear on all aspects of implementation of the Local Action Plan.
- **Prevention Planning** The MAJJCC will spearhead the development of a County wide prevention plan based on the conceptual framework of Communities that Care.
- **Targeting of Prevention Resources** Based upon Data Analysis, the MAJJCC will make recommendations to the Board of Supervisors for targeting particular communities for prevention strategies as outlined and developed in the Prevention Plan.
- **Ongoing Evaluation** Over the course of the next 3 years the MAJJCC will review the outcome data and evaluation of all experimental programs developed and implemented through SB 1760 as well as all other components of the Juvenile Justice System.

Needs Assessment Results

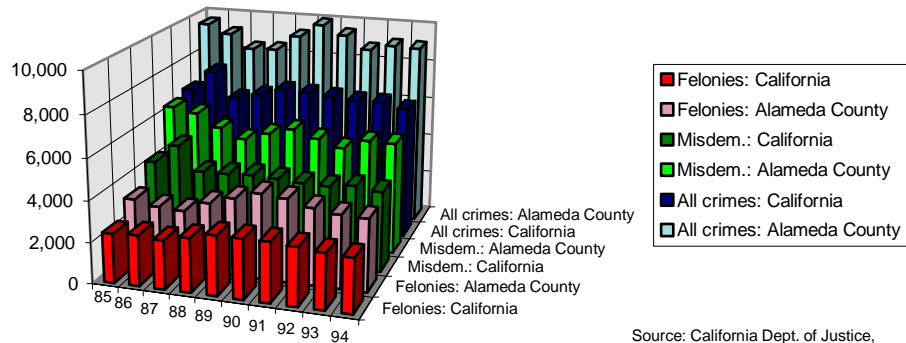
The next several pages of the LAP will review key data that was collected as apart of the SB 1760 planning process. First, we will review aggregate juvenile justice trends in Alameda County to set a context for changes taking place in the jurisdiction. Next, we will utilize data from the county's excellent automated juvenile justice referral data base. These data will allow a portrayal of the concentration of serious and chronic offending among a small proportion of court-referred youths. These data will also offer rough indicators as to how well existing court sanctions are suppressing juvenile crime careers.

From the automated data, the analysis will shift to more in depth profiles of youth who enter the probation system. We will look at two studies of probation youths that were gathered via careful readings of individual case files. This analysis reveals important policy and program data that was used to shape the design of programs in the LAP and to estimate the potential caseloads for various proposed demonstration projects. Finally, we will report on detailed focus groups involving a cross-section of nearly 400 knowledgeable and concerned citizens, clients and professionals.

1. Juvenile Crime Trends

In 1994 (the last year for which comparable figures are available), Alameda County ranked 5th among California's 58 counties in juvenile felony arrests, 5th in violent felonies by juveniles, and 6th in overall juvenile crime. In 1994, the rate of juvenile crime in Alameda County was 40% higher than for the state as a whole, while the rate of juvenile felonies was 34% higher.

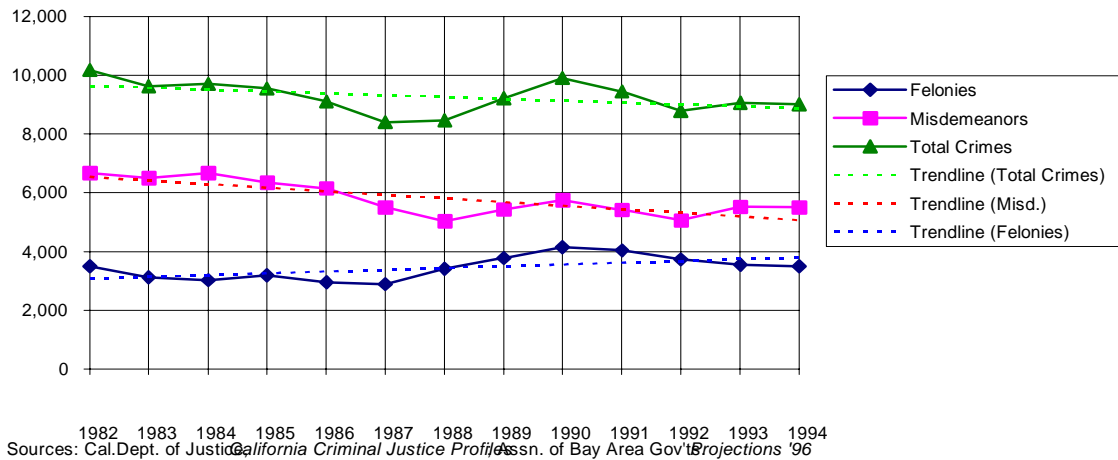
**Table 1: Crimes per 100,000 youth ages 10-17:
Alameda County vs. State of California**



Source: California Dept. of Justice,
California Criminal Justice Profiles

Notwithstanding substantial annual fluctuations, the juvenile arrest rate in Alameda County has shown a slow decline over the past fifteen years. Between 1982 and 1994¹, the overall juvenile arrest rate declined 13%. This decline resulted entirely from a decline of 20% in the misdemeanor arrest rate, while the rate of felony arrests was virtually identical at the beginning and end of the period.

Table 2: Juvenile Crime Rates In Alameda County: 1982-1994
Arrests per 100,000 youth ages 10-17



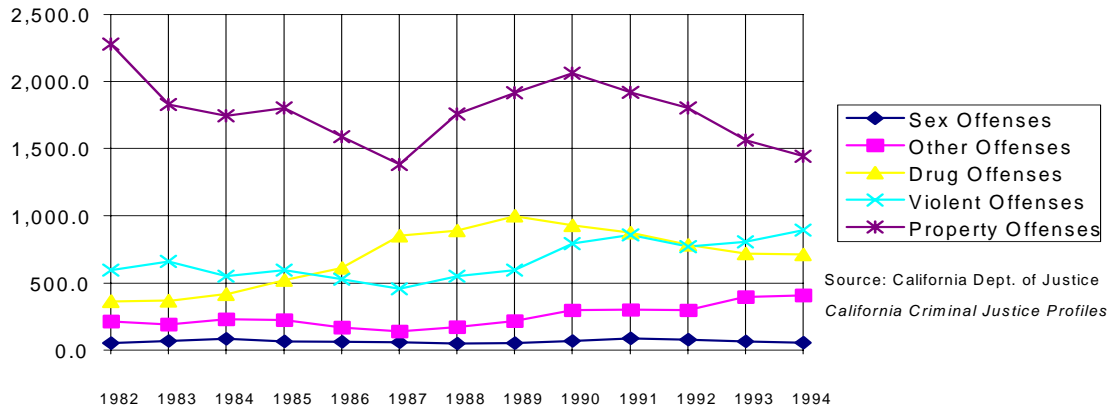
Serious and Violent Crime Trends

In 1982, felons comprised 34% of the total population of juvenile arrestees; by 1994, this proportion had risen to 39%. Although the rate of felony arrests per 100,000 juvenile population has remained relatively stable in recent years, the rate of *violent* felonies has increased by 40% and the rate of drug felonies increased by 90%. The overall felony rate remained stable over the period because the rate of property crimes declined sufficiently to compensate for the increase in violent and drug crimes.

The increasing numbers of serious and violent offenders suggests the need to strengthen and intensify probation programs designed to intervene with the most serious, chronic and violent offenders, and—in the realm of prevention—to develop effective violence prevention programs targeting gang members and other groups at high risk for violence.

¹ Unfortunately, due to computer problems, the City of Oakland—the County’s largest city—has not been able to compile its crime statistics for 1995. Consequently, we are not able to extend this analysis beyond 1994 at the present time.

**Table 3: Juvenile Felony Trends in Alameda
Crimes per 100,000 youth ages 10-17**

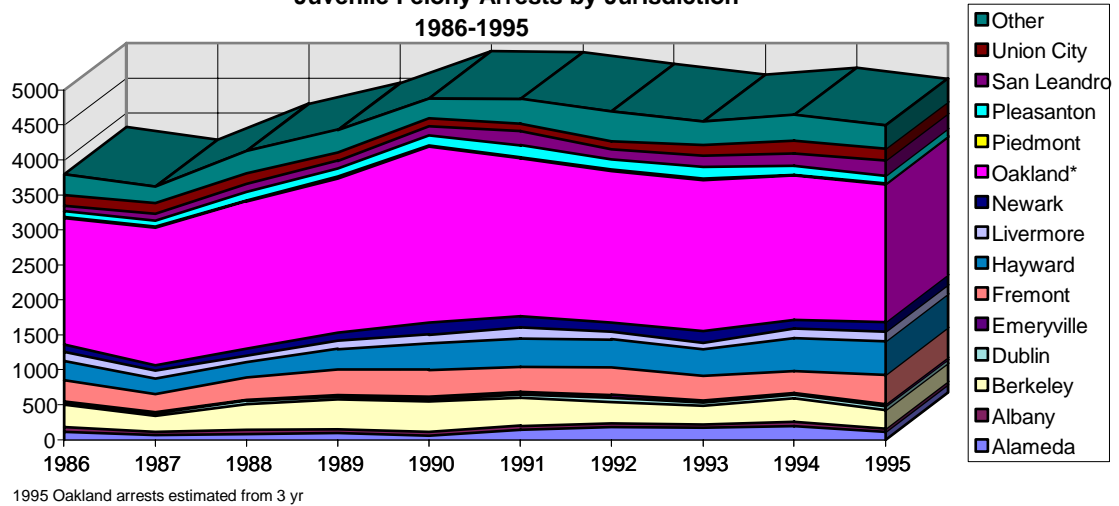


Geographic Distribution of Juvenile Crime

Although the greatest single share of juvenile crimes continues to occur in Oakland, the County’s largest city, the overall geographic distribution of crime has manifested a significant shift over the past decade—away from the older urban cities in the northwestern corner of the county toward the cities in the central and southern parts of the county. In 1986, the cities of Albany, Berkeley, Alameda, Emeryville, Piedmont, and Oakland collectively accounted for 62% of juvenile arrests; by 1995, this proportion had fallen to 54%. In 1986, the central cities of Hayward and San Leandro contributed 9% of juvenile arrests; by 1995, their share rose to 16%. The TriCity area in southern Alameda County (Newark, Fremont, and Union City) also increased their proportion, although at a slower rate—from 14.5% to 16.3%. Juvenile crime has become a serious concern in many Alameda County communities, both urban and suburban. Further, the advent of high speed transportation systems such as BART and the growth of suburban shopping complexes mean that Alameda County youth are far more mobile and that the spread of their youthful criminal behavior is wider

As the community resource maps below indicate, the distribution of community organizations and resources has only begun to accommodate the geographic changes in juvenile crime. A major element of the systems and programs proposed in this Local Action Plan involves the strengthening of the infrastructure of youth-serving organizations throughout all regions of the county, including those in which youth crime has not previously been seen as a major community problem.

**Table 4: Alameda County
Juvenile Felony Arrests by Jurisdiction
1986-1995**

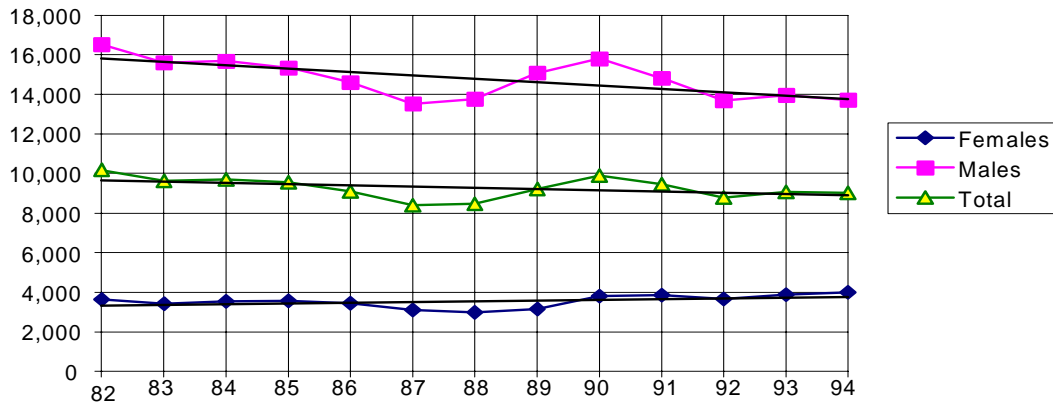


Crime Trends by Gender

As indicated above, the overall county crime rate declined by 13% between 1982 and 1994. This decline resulted from a 20% decline in the crime rate among boys, offset by a 9% rise in the crime rate among girls. In 1982, crimes committed by girls totaled 21% of the crimes committed by boys; by 1994, this total had risen to 27%. Girls are becoming more frequent in the numbers of youths arrested for violent crimes.

Several national studies have shown that girls have very different patterns and causes of delinquency, and that girls are not well or effectively served by a system of services targeted to boys. Delinquent behavior by girls is often correlated with other problems such as teenage pregnancy, domestic violence and other public health problems. The children of young women who are processed by the justice system has extremely high rates of serious misconduct in schools and in the community. Thus, “crime costs” are just the tip of the iceberg of the needed community response to these traditionally underserved young women. These data suggest that an effective continuum of care focusing on girls must be a major element in reducing the overall level of delinquency in Alameda County.

Table 5: Crime Rates by Gender in Alameda County



SOURCES: California Dept. of Justice, *California Criminal Justice Profiles*;
 Assn. of Bay Area Governments, *Projections '96*.

The Juvenile Justice System: Trends and Projections

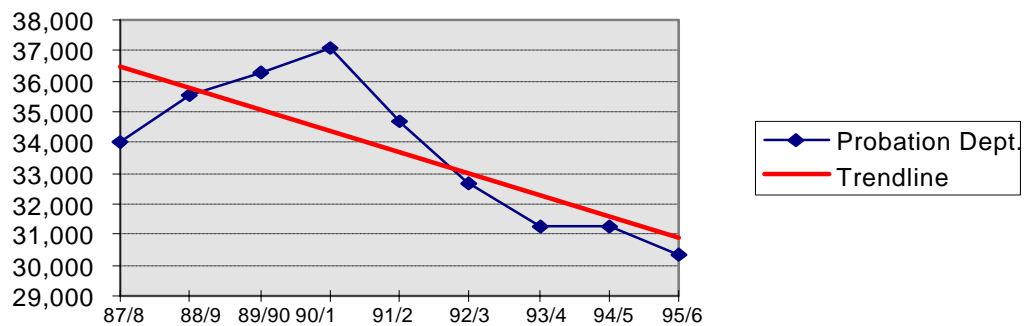
Table 6 below provides an overview of Juvenile Justice statistics from 1991-96. The overall picture is that of a system that is caught in the confluence between rising need and declining resources. The total number of referrals rose 3% in the period, largely due to an 18% rise in the number of referrals of females. Detention admissions of violent offenders grew by 14%. At the same time, as Table 7 shows, the Probation Department budget has declined 23% in constant dollars over the same period. The result of this resource squeeze in a time of increased demand for service for more troubled youngsters is a system that must triage its clientele and focus only on the most immediately obvious violent, troubled youths, while prevention and early intervention options are given lower budgetary priorities. This is a recipe for failure because it ignores that many less serious offenders will escalate their criminality for each current offender we can incapacitate.

Between FY91-2 and FY94-5, average probation field service case staffing ratios rose nearly 23% to 259 cases per FTE. In 1991, there were no days on which the Juvenile Hall exceeded its capacity of 288 youth. By 1995, in spite of many initiatives to relieve overcrowding, there were 222 days on which the facility housed more than 288 youth.

Table 6: Alameda County Probation Department: Juvenile Probation Service Statistics

	1991	1992	1993	1994	1995	1991-5 % change
Delinquency Referrals	12,028	11,891	11,870	11,772	11,841	+3%
Males	10,015	9,819	9,814	9,604	9,637	<1%
Females	2,013	2,072	1,996	2,168	2,204	+16%
Juvenile Hall Admissions	3,095	4,527	6,334	6,822	6,354	-6%
Probation Ctr Admissions	3,688	2,056	0	0	0	n/a
Average Daily Population	274	278	296	291	309	+13%
Admissions by Gender and Offense						
Male	5,909	5,647	5,502	5,855	5,477	-7%
Female	874	936	832	967	877	<1%
Offense against person	1,210	1,200	1,314	1,458	1,379	+12%
Homicide	24	28	22	20	16	-33%
Robbery	261	279	319	373	347	+25%
Property Offense	1,867	1,952	1,804	1,834	1,999	+7%
Drug Offense	1,183	1,108	1,048	1,077	885	-25%
Juvenile. Hall ADP as a % of capacity	91%	92%	98%	96%	103%	

Table 7: Probation Department Budget in Constant 1987 Dollars



In the 1980's the county experienced some relief from youth crime due to the decline in numbers of youth in the highest-risk age groups. At the present time, however, the decline in teenagers resulting from the "baby bust" of the 1970's is reversing into the "baby boom echo". According to State Department of Finance projections, the juvenile at-risk population (ages 10-17) in Alameda County will increase by 30% between 1995 and 2010. As outlined in Table 8, below, NCCD'S modeling of juvenile hall population based upon the current juvenile hall profile and county demographic shifts for those groups at greatest risk of being detained suggest that Alameda County will experience a further growth of almost 50% in the juvenile detention average daily population over the next fifteen years if current systems and practices are not fundamentally changed. Thus, a chronically overcrowded facility and system would face ever more crushing pressures and the County will need to invest vast sums in constructing new secure bed capacity.

Other Alameda County juvenile justice data compiled by NCCD suggests that the county is attempting to divert more minor offenders to less formal court sanctions by handling fewer cases via formal petitions. Alameda County is also making steady progress in reducing the number of referrals who are not admitted to the detention hall. However, this progress in diverting cases and the larger numbers of violent offenders coming to probation are resulting in more petitions being resolved at the adjudication phase. This means more pressure on staff to conduct accurate and detailed investigations and greater need to have a repertoire of graduated sanctions to enforce the juvenile court's orders. The projected 50% increase in Probation clients in the years ahead means that Alameda County needs to plan and implement new graduated sanctions programs to respond earlier in lives of troubled youths and the County needs a more diversified array of responses to the most serious offenders. This program planning and design must recognize realistic fiscal constraints that will impact new facility and service design strategies.

2. The Juvenile Probation Population: A Closer Look

Participants in the planning process realized that—to truly implement an effective Comprehensive Strategies model—it would be necessary to go beyond the aggregate juvenile justice systems statistics that are often used in juvenile justice planning. What was desired was an ability to look past the crude counts of system activity to focus more precisely on the individual youths and their families that generate the aggregate numbers. We felt that this view of individual cases needed to look at juvenile court offense histories, but also examine the personal attributes of these youngsters, the community context within which youth crime originates, and the impact of Department services on youths, their families, and their communities.

Alameda possesses important automated data sources that assisted the planning effort. As a first phase of this deeper look, the Probation Department downloaded to the planning team the complete court referral histories of all juveniles who received at least one referral in either 1995 or 1996. This

allowed us, for the 1995 referral population, a complete look at their prior court involvement (in some cases extending into the mid-1980's) plus a 12 month prospective look at what happened to them after their first 1995 referral.

“The Front Door”: Police Practices and the Geography of Referral

Map 1, on the next page, shows the numbers of youth referred to the Probation Department in 1996 by census tract. This map shows fairly well-defined youth crime problem areas in each of the County's major regions. There were, however, some areas that planning participants found anomalous; e.g. the City of Alameda, with a relatively low youth crime rate, shows up as a high referral area, whereas Berkeley, with several very high crime areas, appears to have a fairly low rate of referral.

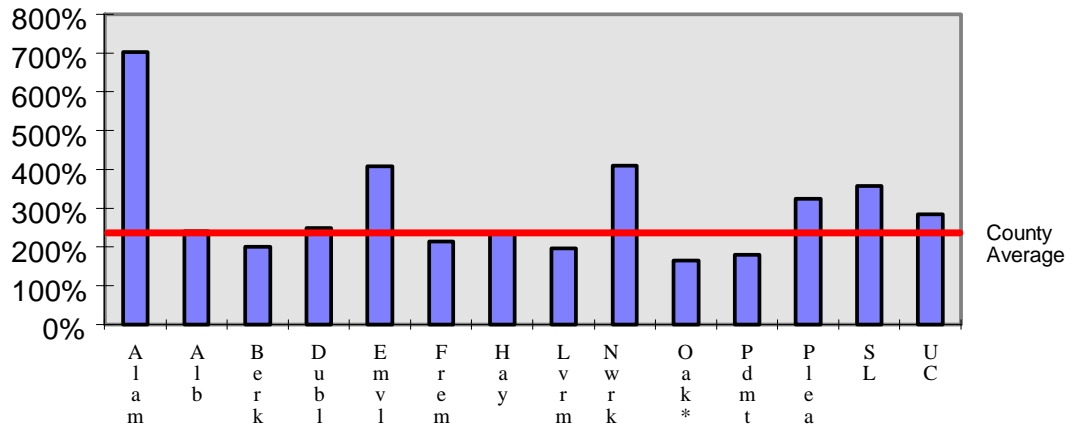
These findings caused us to look more closely at the “front door” of juvenile justice system—the process by which youth arrested by the police are referred to the Probation Department otherwise diverted to non-justice system sanctions. This review found a wide variation among police departments in practices and procedures used to determine who would be referred to probation. Table 8, which compares by jurisdiction the juvenile felony rate to the juvenile probation referral rate, shows the wide variation in police practices—from the City of Alameda, whose ratio of probation referrals to juvenile felony arrests was 7 to 1, to the City of Oakland, whose ratio was 1.36 to 1. This suggests that a youth who is arrested in the city of Alameda is far more likely to be brought to the Probation Department. There did not seem to be any regional pattern to these ratios; wealthy, low-crime Piedmont had the second lowest ratio of referrals to arrests after Oakland, suburban Pleasanton had a high rate of referrals while its neighbor Dublin did not. Instead, referral practices seem to be primarily a matter of department philosophy and policy. These patterns may also reflect the availability of diversionary options in each of these communities. No police department referred only felons to the Probation Department.

Improving the consistency of referral among police departments is an area in which an relatively modest investment in training, coordination, information infra-structure, and policy development will show a significant return in more effective utilization of probation and police resources. Given the large number of independent police agencies in Alameda County, this process will evolve over a number of years. There have already been discussions in this direction under the auspice of the East Bay Public Safety Corridor. The focuses of this effort will likely be (1) to train individual police agencies to use structured risk assessment as a tool in deciding which youth to refer, (2) to assist departments to obtain on-line access to Probation and other agency data to improve the quality of information they have to make referral decisions, and (3) to clarify departmental policies and protocols regarding arrest and referral. The goal of this effort will not be to replace police judgement or departmental practice with a rigid decision tool, but to assist individual police agencies to

insert map 1 here

have a higher quality of information in making their decisions—both to reduce the number of low-risk youth referred, and to reduce the number of high risk youth who escape through the cracks due to limited police information.

Table 9: Probation Referrals as a Percentage of Juvenile Felony Arrests



*1995 Oakland estimate from 3-yr. trend

Map 2, on the next page, shows juvenile probation referrals by census tract for 1996, adjusted for the differing referral practices of individual police departments. In general, areas of high risk are similar between the two maps, with a few exceptions. The City of Alameda now longer shows as a high-risk area, whereas the area of relative risk in southwest Berkeley becomes more extensive. In the TriCities, the area of risk broadens out from Newark into neighboring Fremont and Union City, while Newark itself is less highly impacted. In the TriValley area, Livermore is confirmed as a high-risk area.

This area of needed attention will be part of the broader agenda of the multi-agency committee that will be outlined later in this LAP. However, is crucial to recall the linkage between planned for prevention and early intervention programs and the geography of Probation referrals in Alameda County.

insert map 2 here

Community Assets and Protective Factors

The following five pages contain maps of the locations of youth and family serving organizations within a variety of communities and cities in Alameda County. These maps and others like them can help to tell us which of our communities have resources that can be mobilized and brought to bear upon the problems of juvenile delinquency. The MAJJCC will insure that over the course of the next year, all targeted communities with SB 1760 as well as other communities within Alameda County are mapped with this information.

The mapping of community assets will serve us in a variety of ways including:

- Demonstrating the contrasts between communities that are rich in resources as compared to those that lack such resources;
- Provide us with a comprehensive starting point for mobilizing community-based organizations to better serve the targeted population;
- Provide valuable information that can be used not only in systems planning but also in individual case planning and service delivery; and
- Help us to determine where resources are most critically needed.

Not only will we increase our information base regarding community assets, but we can also map important data elements that will better inform our decisions regarding program development and intervention strategies. These maps are useful not only to professionals working within the system but are also important educational tools to be used at the grassroots level within communities to empower them with the information they need to launch community efforts.

Insert maps here

**Alameda County's Most Serious and Chronic Juvenile Offenders:
The Orange County *Eight Percent Solution* Revisited**

In 1995, the Juvenile Probation Department had 7,978 different individuals referred to it as the result of an arrest. For nearly sixty percent of these youth (4,618), this was the first referral in their lives. The remaining 3,360 youth had had between 1 and 40 prior referrals to the Probation Department stretching back to 1984, for a total of 12,484 prior referrals (an average of 3.7 prior referrals for each youth who had a prior referral). Seven Percent of the total referral population - those with seven or more prior referrals- had nearly half of all the prior referrals for all youth sent to Probation in 1995. Clearly, there is a very small proportion of the total juvenile probation population to whom the juvenile justice system has devoted a large amount of resources without substantial crime control effects. Table 10, below, provides a profile of the prior referral history of youth referred in 1995.

Table 10: Pre-1995 Referral History of Youth Referred to Probation in 1995

Number of Prior Referrals	Number of Youth in this category	Percent this category comprises of total referral population	Total number of pre-1995 referrals for youth in this category	Percentage of total pre-1995 referrals comprised by this category	Average age at first referral
0	4,618	57.9	0	0	15.39
1-2	1,815	22.7	2,436	19.5	14.33
3-4	632	8.0	2,153	17.2	13.84
5-6	351	4.4	1,930	15.5	13.69
7 or more	562	7.0	5,965	47.8	12.95
TOTAL	7,978	100	12,484	100	14.78

This table illustrates that nearly 11 percent of the 1995 referrals accounted for two-thirds of all prior referrals for this referral cohort. And, it is clear that the earlier a youth entered the juvenile justice system, the more extended and serious would be their court history.

Next, we looked at the subsequent twelve months after each youth had his/her initial 1995 referral. For this analysis, we excluded youths who were 17 years old in 1995, since these youth would "graduate" to the adult system with subsequent offenses. Of the 4,824 youth who were under 17 at the time of their first 1995 referral, 2,332—nearly half—had no new offenses within twelve months. In the terms defined in the outcome objectives of the SB1760

legislation. these were the system's successes. The remaining 2,492 youth (51.7%) had a total of 7,185 new offenses serious enough to warrant a new referral to the Probation Department—an average of 2.9 per youth. The 10% of the group who were the most chronic recidivists had an average of 6.8 additional offenses *within 12 months of their first 1995 referral*.

Since some of these youths were confined for at least some portion of those twelve months, the actual extent of their criminal behavior is higher. Further, these data on new referrals do not count violations of probation rules that did not result in new petitions being filed. Moreover, many of these youngsters most probably committed additional crimes for which they were not apprehended, these youth clearly manifest an extraordinary level of criminal behavior and exert a major impact on the youth crime problem in Alameda County.

Table 11: Rates of Re-offending of Youth Referred to Probation in 1995

Number of subsequent offenses within 12 mos. of first 1995 referral	Number of Youth in this category	Percentage this category comprises of total referral population under 17	Total number of additional referrals for youth in this category	Percentage of total re-offenses comprised by this category	Average age at current referral	Average age at first referral
0	2,332	48.4	0	0	14.6	14.3
1-2	1,419	29.4	1,965	27.2	14.8	14.0
3-4	595	12.3	2,028	28.4	14.9	13.8
5 or more	478	9.9	3,192	44.4	14.8	13.4
TOTAL	4,824	100	7,185	100	14.7	14.0

Table 12 presents the re-referral rate as a function of the number of prior offenses each youth had at the time of their first 1995 offense. This table allows us to combine both prior and prospective referrals for the 1995 probation cohort and illustrates the actual numbers of youths who fall into the most serious and chronic category. This analysis suggests that Alameda's serious and chronic offender population is closer to 20 percent of its referral population -- this is not surprising given the urban concentration of the county, the severe problems with drugs and gangs and the levels of economic deprivation. For Alameda County, an 8% solution is not big enough to stem the tide of serious juvenile crime.

Table 12: Re-referrals as a function of prior referrals—Youth 16 years of age and younger

	No Additional Referral	1 additional referral	2 or 3 additional referrals	4 or more additional referrals
No pre-1995 referrals	1,940	830	249	153
1 or 2 pre-1995 referrals	297	406	198	143
3 or 4 pre-1995 referrals	64	102	62	75
5 or more pre-1995 referrals	31	81	86	107

Table 13 presents the utilization statistics and the recidivism rates for the major types of disposition within the Alameda County Juvenile Probation system (again, as measured by a new referral to probation within 12 months) As with previous analyses, these data are confined to youth 16 years of age and younger, since failures of older youth would be addressed by the adult system.

Table 13: Intervention Outcomes for Youth 16 Years and Younger at Time of Referral

	Total Cases	Recidivism*	Recidivism Rate (%)
Cases without court disposition			
Closed after investigation	2,151	1,057	49.14%
Informal Supervision	706	590	83.57%
Diversion	1,635	511	31.25%
Other	608	434	71.38%
Cases with Court Dispositions			
Formal Supervision	913	564	61.77%
Placement	601	430	71.55%
Camp Sweeney	96	71	73.96%
CYA	49	6	12.24%
Transferred out-of-county	137	49	35.77%
Transferred to adult court	2	1	50.00%
Court Informal Probation	135	61	45.19%
Dismissed	517	379	73.31%
Other	8	4	50.00%
TOTALS	7,558	4,157	55.00%

*Recidivism defined as at least one referral within a 12 month period

As these analyses show, there is a large class of juveniles who begin their offending at an early age and who quickly reach a point at which the sanctions of the juvenile justice system appear to no longer deter them. As noted above, this population is not the “8 percent problem” found in the Orange County analysis. Instead, it is at least 20% of the 13-16 year old referral population—those 1,007 youth who are contained in the cells identified in bold in Table 12 above.

These findings suggest a need to fundamentally expand and strengthen the array of services that can be targeted at these very high risk youths. Further, it is crucial that we intervene early enough to make a significant difference in their careers in crime. It is vital to recall that virtually all the serious and chronic offenders have been through the juvenile justice system many times before. Virtually all of the chronic and serious offenders passed through traditional, field supervision, experienced some placements and were likely securely detained for some brief period. We can also speculate that other county services such as mental health, special education, child protective services, and social services were delivered to these children and their families.

Traditional juvenile justice planning has proceeded with just two arrows in its quiver: for most youth, it would find a level of sanction that would seek to deter their further re-offending. Those youth who remained incorrigible would be incarcerated—both to protect the public from their behavior, and to provide a deterrent example to those youth who had not yet reached the point of criminality. However, this two dimensional approach clearly will not work in Alameda County on purely fiscal grounds, even if we were willing to accept its moral and social implications. A strategy of controlling the dangerous 20 percent in Alameda County through a pure incapacitation approach would bankrupt the county and would offer little or no hope to reach the next generation of potentially high risk youngsters. For example, incarcerating roughly 250 youth per age-cohort for whom lesser sanctions have failed from approximately age 14 to age 18 (even assuming that these youth could somehow be released rehabilitated at age 18), at a annual cost per youth of \$53,544 (the Probation Group Home cost per bed) would total \$54 million annually. This amount is approximately twice the annual budget of the Probation Department for both adult and juvenile services. Clearly, we must devise new, more effective ways to reach these youth to reclaim them from habitual criminality.

Risk and Needs Profile of Youth on Probation

The data presented above comes from automated court records. To enhance our understanding the youth and families reflected in these court histories, we conducted two intensive reviews of case files of youth on probation in Alameda County. The first study looked at youth who received a disposition of field supervision in 1995. This sample (described below) is the first in a series of profiles being completed by the Probation Department. We are presently completing a similar risk and needs study of those in placements. A final sample will be drawn later this year to profile those admitted to secure detention. This is the most comprehensive case review conducted in recent years and will be routinized as part of the on-going management process of the Probation Department

- ***Risk Assessment Study***

In order to understand the complex histories and needs that youth bring to the juvenile justice process that will impact their outcomes within the system, the planning staff selected a random sample of 500 cases from the field supervision caseload and conducted a case review to develop a risk profile for each youth in this sample. Of the 500 cases in the original sample, 463 were located and coded. From this sample, results were extrapolated to the entire population of youth referred to probation in 1996 who received field supervision as a disposition (n=1,334). We reviewed the files of all girls on entering field supervision and a 25% sample of the boys. The findings are as follows:

Risk Assessment Study Results

Age at First finding:	Total	Males	Females
Total*	98%	99%	101%
Age 16 or older	48	44	56
Age 14 or 15	40	42	35
Age 13 or younger	12	13	10
Prior Criminal Behavior:			
Total*	100%	100%	101%
No prior arrest	36	31	46
Prior arrest, no petitions sustained	31	32	27
Prior misdemeanor finding	16	15	18
Prior felony finding	16	20	10
Prior 707(b) offense finding	1	2	0
Prior Institutional Commitments			
Total*	100%	100%	100%
No prior institutional commitments	87	86	89
One prior institutional commitment	7	8	5
Two or more prior institutional comm..	6	6	5
Missing information	>1	>1	1
Drug/Chemical Use			
Total*	101%	99%	101%
No known drug use	33	33	33
Some disruption of functioning	29	29	27
Chronic drug use	14	13	15
Missing information	25	24	26
Alcohol Use			
Total*	100%	100%	100%
No known alcohol use	32	32	33
Occasional use	22	22	23
Chronic use	12	11	14
Missing information	34	35	30

Parent Skills	Total	Males	Females
Total*	100%	101%	99%
Generally constructive	24	24	24
Inconsistent	48	52	40
Little or none	25	22	32
Missing information	3	3	3
School Problems			
Total*	100%	99%	100%
Attending, GED or graduated	13	9	19
Problems handled at school level	35	37	32
Severe truancy or behavior problems	27	28	23
Not attending or expelled	23	23	24
Missing information	2	2	2
Peer relationships			
Total*	101%	100%	100%
Good support	7	6	8
Negative influence, involved in dealing.	77	76	78
Gang Member	11	12	8
Missing information	6	6	6

*May not add to 100% due to rounding

Although this risk assessment instrument is designed primarily to assess the risk of re-offending, it provides a number of salient insights into the histories of the youth on field supervision:

1. A large number of case files do not have information about drug use (24.6%) or alcohol use (33.5%). This lack of data provides a significant insight in itself, in view of the documented relationship between recidivism and alcohol and drug problems. Although the absence of this data makes projections about the absolute need for substance abuse programming difficult to ascertain, even the 19% of youth observed to have a severe alcohol and/or drug problem yields a baseline need for intensive treatment for 600 youth per year among the adjudicated population. The current capacity in the entire county to serve this population is 25 slots.
2. There is a need for parenting skills enhancement efforts for the parents of the youth. Almost three-fourths were judged to have inadequate parenting skills (48.4% inconsistent, and 25.1% little or none).
3. There is a large proportion of youth who have educational problems (26.6% severe truancy or behavior problems; 23.3% not attending school at all).
4. The lack of prosocial peer groups for these youth is quite apparent--over 90% have peers involved in delinquency to some degree.

- **Needs Assessment Study**

The use of the risk instrument suggested an even closer analysis of the treatment needs of youth on field supervision. Here, we chose to go to those probation staff who had very close knowledge of their clients and ask them to complete treatment needs profiles on these youths. Unlike the risk assessment study, the needs assessment profile relied on a convenience sample and may not be statistically generalizable to the total field supervision population.

To provide the planning process with a more detailed profile of the underlying needs of high-risk youth, all Probation Officers in the Family Preservation Unit and some in the Placement Unit were asked to fill out needs assessment questionnaires on their entire caseloads. They were asked to answer the questions based on what they knew of each case and in the event that they did not know to so indicate. Responses were provided for 232 individual cases. The results are summarized below:

1. Family Relationships (Check one box)	
Stable/Supportive	22%
Some Disorganization/Stress	45%
Major Disorganization/Stress	30%
Unknown	3%
2. Parental Problems (Check all that apply)	
Inadequate Discipline	72%
Emotional Instability	6%
Criminality	2%
Substance Abuse	1%
Unknown	14%
3. Support System (Check one box)	
Youth has Support System or None Needed	82%
No Family/External Support	13%
Unknown	5%
4. School Attendance (Check one box)	
No Problem	42%
Some Truancy	32%
Major Truancy	27%
Unknown	0%
5. School Behavior (Check one box)	
No Problem	42%
Some Problem	34%
Major Problem	20%
Unknown	03%

6. School Achievement (<i>Check one box</i>)	
Performing at or above grade level	25%
Performing below grade level	52%
In Special Education	19%
Unknown	03%
7. Substance Abuse (<i>Check one box</i>)	
No Use	14%
Experimenter	30%
Former Use/In Recovery	6%
Occasional Use	25%
Abuse	9%
Unknown	16%
8. Emotional Stability (<i>Check one box</i>)	
No Problem	22%
Some Problem/Occasional Instability	55%
Major Problem, Serious Instability	17%
Unknown	6%
9. Peer Relationships (<i>Check one box</i>)	
Good Support/Influence	10%
Associations with Occasional Negative Results	56%
Associations Primarily Negative	30%
Unknown	4%
10. Health (<i>Check one box</i>)	
No Problem	71%
Some Health Problems	17%
Major Handicap/Illness	1%
Unknown	10%
11. Sexual Adjustment (<i>Check all that apply</i>)	
No Problem	47%
Prostitution	4%
Sex Offense	3%
Sexual Identity/Awareness Problems	0%
Pregnant/Has Child	3%
Aggressive/Assaultive Sex Offence	0%
Unknown	41%
12. Structured Activities (<i>Check one box</i>)	
Involvement	44%
No Involvement	40%
Unknown	14%

The results of the needs assessment generally confirmed the results of the risk assessment study, not only with respect to the profile of severe needs experienced by a significant subsection of the probation population but also with respect to the major areas in which probation officers appear to lack critical information about the underlying problems of the youth on their caseloads.

- The needs assessment confirmed the existence of severe parental dysfunction and educational problems for a major segment of the population.
- Only 10% of the youth were reported to have prosocial peer associations.
- Seventeen percent were identified to have a major emotional problem. While this is not a substitute for a professional diagnosis, this suggests that a major segment of chronic recidivists may have severe emotional disorders that may interfere with their ability to profit from standard juvenile justice interventions.
- There were positive elements in the profile as well; 40% of youth were involved in some sort of structured activity; 82% were found to have an adequate support system.

The results of both the risk and needs studies illustrate that there are probation youth experiencing severe and multiple problems across several areas of their lives. Effective probation services must be responsive to these major areas of family, individual and community breakdown. The conventional tools for supervision, sanctions and escalating punishments are not, by themselves, sufficient to deter the chronic and serious juvenile offender population. These empirically developed conclusions have been used by Alameda County to propose a series of highly targeted demonstration efforts that will enrich the existing Continuum and Care and direct the appropriate level of control and services to the most serious and chronic youth. Our key assumption is that we must significantly buttress the tools and strategies that can be used with youths before incapacitation is our only possible response.

The Social Context of Juvenile Crime: Summary of Focus Groups

Early on in the Needs Assessment process, the MAJJCC determined that any effective reform of the Juvenile Justice system must be based on the input of those who will be affected by it and by those line staff and key stakeholders who will be expected to implement it. To take a snapshot of the community's perceptions of causes and solutions for the problems of juvenile crime in Alameda County a series of 34 focus groups were conducted in the month of January

These focus groups were held across a broad cross-section of the community to provide a qualitative dimension to the needs assessment process. The primary purpose of organizing and facilitating focus groups as part of the needs assessment was to invite key informants to provide their views and experiences on the topic of what causes youth to become involved in the juvenile justice system and how the system could serve youth and the community more effectively. Key informants included youth and parents, line staff of the juvenile justice system and other public agencies, and professionals and paraprofessionals working with delinquent and at-risk youth and their families.

Methodology

Four professionals were hired and trained to conduct the focus groups. A set of open-ended questions were developed and agreed upon prior to conducting the focus groups. These questions included:

1. What do you think gets youth in trouble with the Law?
2. What can be done to help youth stay out of trouble?
3. What is currently being done that is effective in helping to keep youth out of trouble?
4. What is the least effective?
5. What would you change about the current Juvenile Justice System?

Special attention was paid to ensure that all participants understood that their comments would remain anonymous, that their input would help to inform and shape the Local Action Plan, and that they would be able to receive a summary sheet of their focus group upon request.

Facilitators were careful to maintain an inclusive process that permitted as much input as possible and discouraged any one person from controlling or dominating the group. Each focus group lasted for a minimum of one to a maximum of two hours. The size of the group was limited to between 8-10 people, with some groups being smaller.

Immediately following each focus group, summary sheets were completed by the facilitator and included:

- The number of people in attendance;
- The type of constituency (e.g. parents, youth, etc);
- The racial composition of the focus group;
- A statement regarding the overall level of participation of the group;
- Major themes that emerged; and
- Memorable Quotes and Interesting Stories.

Summary Sheets were collected by the Focus Group Project Coordinator and a final report and summary was completed.

Focus groups were organized by a variety of community-based organizations as well as by members of the MAJJCC. We found many people willing to organize these groups and still more people who wanted to participate even though it meant doing so after their normal work hours, on weekends and evenings. Members of the community who had not been participating in the MAJJCC heard about the effort and called to volunteer to set up a focus group. Many of these people began to regularly attend the MAJJCC and sub-committee meetings and, in this way, started to become part of the ongoing process.

A wide range of key constituents were tapped, including juvenile probation officers, police gang and youth units, and community police units.

There were also community groups such as parents, teachers and direct service providers. Parents who had children in juvenile hall, parents of youth on probation and youth in and out of school were also included.

Along with the quantitative data analysis described above, focus group results provide a qualitative information source of equal importance.

While the analysis, based on data that we have described above, directed our attention on the Graduated Sanctions part of the Comprehensive Strategy, the focus groups allowed us to see in bold relief the critical nature of Prevention and Early Intervention to the total youth crime control approach.

The focus groups surveyed a total of 344 individuals. As part of the implementation phase, an ongoing schedule of focus groups will be conducted in order to provide continuous youth and community input into system design and evaluation.

1. Major Recurring Themes

- Mentioned in almost every group was the concept that our schools are failing our children. Schools were depicted as one of the major institutional contributors to delinquency. The lack of regular school attendance, high expulsion rates and the difficulty students have in getting back into school once they have been out were cited as particular professionals, parents and students alike.
- Among youth “in the system” there was an overwhelming sense of hopelessness expressed. Most youth felt that no one cared about them. They experienced teachers and other professionals as disrespectful. Many youth have a vision of the world that does not extend beyond their immediate neighborhood. They lack positive aspirations and little experience of prosocial role models.
- Youth do not feel safe in their schools or in their neighborhoods.
- It was generally agreed that the failure of families was a causal root of why youth get into trouble. However, the failure was described in different ways. Some pointed to the socio-economic problems of many families while others blamed parents for their individual failings. Many spoke of a greater need for parental involvement and parental control of youth. It was pointed out that it was often the members of the child’s family that needed the most help. Lack of positive role models within the family or the community makes youth vulnerable to negative peer pressure.
- There was a strong feeling, especially among youth, that youth get into trouble because of the lack of employment opportunities.
- There is need for afterschool activities, recreation programs, counseling and community based programs that are willing to work with difficult youth. A number of non-profit participants expressed reluctance to serve medium- or high-risk youth, preferring to focus on a prevention population.

- There is a need for at least one person in a child's life who is deeply connected, caring and communicative. This was cited many times by both people who had been through the system and those who work in the system.
- Many people felt that there was a lack of swift and certain consequences for youth. Too little was done too late for many youth who have been in trouble for a long time. At the same time, many professionals and parents expressed the notion that incarceration of youth made them worse and was not a solution.
- Drugs and the culture of drug sales along with gangs, teen pregnancy, and negative peer pressures were cited as causes for youth becoming involved in the system. However, most seemed to believe that these were symptoms of the larger problems associated with lack of economic opportunity, positive role models and the lack of other protective factors.

2. Unusual Findings

- There was a remarkably high level of agreement among diverse types of focus group participants on the causality of juvenile delinquency and the failure of the system to adequately address it.
- It was noted by probation officers and police that it is not just youth from poor families that get into trouble but youth from middle class families as well. However, the lack of available support services, such as quality counseling for youth and their families was seen as contributing to the continuance of delinquency.
- Parents expressed anger at the juvenile justice system and the schools for ignoring them and not adequately communicating with them.
- The experience of incarceration is often viewed by youth as a "right of passage" instead of a punishment. Many youth who have been in trouble and witnessed family members in prison may be more "comfortable" and familiar with the idea of going to jail than of going to college.

HISTORY OF ALAMEDA COUNTY JUVENILE JUSTICE SYSTEM: RECENT ACCOMPLISHMENTS

Over the past five years, Alameda County has been responding to the challenge of its youth crime problem with new initiatives, structural redesign, and new forms of collaboration. Many of the initiatives that impact the delinquent population are driven by a collaboration of government agencies and community partnerships, with the Probation Department providing leadership and support. Other efforts are aimed at improving traditional tools of the juvenile justice system. The LAP builds upon these initiatives and provides additional coordination, resources and strategies to insure reversal of the juvenile crime problem.

Multi-Agency Collaborative Efforts

- SB 620 are pilot projects in two schools in Oakland; each of these projects is developing a comprehensive network of school-based prevention and early intervention services
- The Inter-Agency Children's Policy Council (ICPC) was founded in 1994 with the support and leadership of the Probation Department, Health Services Agency and the Department of Social Services. Since its founding, ICPC has developed two neighborhood pilot projects where staff and community participants are partnering to demonstrate the power of a collaborative, community based approach for family stability and self sufficiency. Final plans are being completed for the initiation of a managed care approach to service for seriously emotionally disturbed children who are currently placed in our most expensive group home facilities. This project has involved the granting of state waivers to regulations under AB 1760 and is a product of a strong working relationship that has been developed with the State Department of Social Services and the ICPC membership.
- The Family Preservation Unit was established with matching state and local funding to provide intensive case management services to prevent out-of home placement of youth on probation. Beginning with only 5 probation staff in 1991 the program has been expanded to ten staff using a blend of funding resources and is the enviable model for all probation officers in Alameda County
- A Community-based Providers Network of organizations was convened by Probation in 1994 and established to work with high-risk youth on probation. This network will play an ongoing essential role in the implementation of the LAP and all elements of SB 1760.
- In 1995 the Probation Department partnered with the District Attorney's Office to develop a Gang Violence Suppression Program which was funded through the State Office of Criminal Justice Planning.

- In 1994, the Probation Department in a joint project with the County Office of Education, developed a Community Day School for delinquent youth on probation who are failing in regular school.
- Starting January, 1997, Probation has received a California Youth Authority grant to address male parenting responsibility. The Young Men As Fathers grant will provide a series of classes using a curriculum developed by the Youth Authority, family oriented activities and mentors for groups of male wards at Camp Sweeney and in the community. Direct services will be provided through contracts with four CBOs who were selected based on specialty approaches, which include culturally appropriate services for African-Americans and Latinos, as well as Community College based classes for older youth.
- In 1996, through an OCJP grant, the Probation Department initiated a restitution and employability project for serious offenders to perform work and repay victims while learning employment skills. This effort has met with a high level of success as to date only two participants have failed to complete the program. A longer term evaluation is underway to determine recidivism rates and next steps for the program.
- The Alameda County Probation Department is a voting member of the East Bay Public Safety Corridor, a regional government collaborative effort to address youth violence prevention.
- The Behavioral Care Department has recently partnered with the Probation Department and has submitted a plan to implement a System of Care for severely emotionally disturbed youth in Alameda County.
- The Office of Education of Alameda County is submitting a plan to the state in partnership with the Probation Department to address the problems of chronically truant youth who are on Probation.

Juvenile Justice System Enhancements

- NCCD was hired to work with the Department on a planning process that includes capacity planning, risk assessment tool development and training and other efforts.
- In 1992 the Probation Department streamlined the In-Custody Intake process to provide one-site delivery, extend service hours, and quicken the assessment process, thereby reducing in-custody time.
- In 1995 the Juvenile Hall facility was completely reorganized and procedures to provide a safer and more humane environment for youth were implemented. Steps were taken to enhance contacts with parents and other out-side support systems.
- The Probation Department has instituted electronic monitoring for youth who would otherwise be incarcerated
- In 1995, a Risk Assessment Instrument was introduced to provide uniform evaluation of the need for detention and to ensure the best use of secure detention resources.

- In 1996, training to local police departments in juvenile Risk Assessment criteria began in order to reduce inappropriate referral of youth to the Juvenile Hall Intake Unit.
- In 1996, Probation initiated the development of a Risk and Needs Assessment process that will result in better decision support for placing youth in appropriate levels of treatment and graduated sanctions, thus ensuring the best and highest use of scarce resources.
- The Probation Department is currently in the process of developing computer enhancements for case management and automated court report generation to reduce repetitive paperwork and insure adequate information regarding risk and needs of youth on Probation.
- In 1996 the Probation department issued an RFP to begin the planning process to replace Juvenile Hall and construct a new Juvenile Justice System Design. Already efforts are underway to insure that this planning process becomes an integral part of the LAP.

Resource Development

Recognizing that the ongoing fiscal crisis that afflicts California Counties will mean that County funds for Juvenile Probation are unlikely to expand in the immediate future, the Department of Probation has taken an entrepreneurial approach to the maximization of outside revenues.

From 1991-92 to 1996-97 Probation Department staffing has declined by 8.5% with net county costs having been significantly reduced in intervening years and returning to the 1991-92 levels in 1996-97. During this period the Department has aggressively pursued funding opportunities including maximizing claiming and grant opportunities. The Department used the opportunities available to repair a deteriorating Juvenile Hall as well as to develop programming such as R.E.A.D.Y. Boot Camp. Unfortunately, access to Title IV A has been withdrawn, resulting in a substantial revenue decline in the past year.

While the Probation Department continues to seek out and competitively request funding from a host of other private and public sources, it has also recognized that resources can be created from within. The following Strategies will be adopted over the course of the next three years to insure maximum attainment and appropriate utilization of resources:

- Leveraging of Funding: As demonstrated through the long list of collaborative efforts that Probation is involved with, many youth on probation can be served through a blending of funding and services from other government and community based agencies. These requires adequate assessment of youth who come to the attention of the probation department and constant communication with other agencies and organizations.
- Outcome Driven System: Recognizing that increased limitation on resources makes it unwise to continue to invest in programs and strategies that do not produce positive results, the Probation Department

will institute a major paradigm shift and insist that all programs, institutions and youth focused efforts provide outcome data. This data will be used to insure that improvements in the system continue and that youth who are served by the system show improvement in specific areas. Decisions regarding continuation of funding and resource concentrations will be informed by outcome data. Outcome Data will also be used to provide technical assistance, training and other resources to community based providers, and probation staff.

- Reinvestment in the Front End: Throughout the SB 1760 Needs Assessment process, the refrain from community members, youth, families and professionals within the system was heard - we do too little to late for youth. There was an overwhelming consensus that more attention must be paid to preventing youth from ever entering the juvenile justice system and preventing those youth who have entered it from becoming more deeply involved in it. Therefore, resources that are realized through more efficient and effective ways of addressing youth in the deep end of the system will be reinvested into less costly prevention and early intervention strategies.
- Identification of New Resources: The Probation Department feels that the model outlined in this Local Action Plan—with leading edge innovations in many areas of juvenile justice—will prove extremely attractive to Federal, state, and foundation funders. As part of the ongoing implement of the Local Action Plan, the Probation Department work aggressively to obtain new resources to implement the unfunded components of this Plan.

**ALAMEDA COUNTY COMPREHENSIVE STRATEGY
CONTINUUM OF CARE DESCRIPTION**

Principles of System Design

Alameda County’s Local Action Plan is based on the best practice from two primary sources, The U.S. Department of Justice’s *Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders* and the California System of Care/Ventura Model, originally developed for improving services to youth with severe emotional disorders. Both of these models have won national acclaim and have proven highly effective in addressing the problems of high risk youth and their families. They serve as cornerstones for the Alameda County Continuum. However, the Alameda County Continuum is not a copy of some other model, but builds upon the existing strong institutional base of the county and adapts itself to the unique cultural, social, and economic climate of Alameda county.

The following guiding principals reflect the basic tenants of the Alameda County Juvenile Justice Continuum of Care.

System Guiding Principals & Characteristics

Principle	Description	Rationale
A. Risk Assessment Screening Tool Inform Decisions of Detention and Placement	NCCD has developed a risk assessment instrument that Alameda County Probation will implement for all youth who are referred to Probation	Utilization of this risk assessment tool will permit expensive and scarce detention space to be utilized appropriately and will assure that placement resources are better utilized commensurate with public safety.
B. Needs Assessment Tools Inform Decisions of Placement, Program and Graduated Sanctions	The Alameda County Probation Department has adopted two Needs Assessment tools, the Lucas County Needs Assessment Tool and the Comprehensive Adolescent Status Inventory (CASI), developed by the Department of Health and Human Services. The Lucas County Tool will be applied to all youth who are detained for more than 24 hours in Juvenile Hall or for whom a petition is filed. The CASI will be utilized on all cases scoring a high factor on selective indicators such as drugs addiction or cases filed by the DA.	Review of current case files reveals the need for a comprehensive and uniform system of articulating needs of youth within the system. This will help to assure appropriate case planning and more effective utilization of resources. It will also serve as a bench mark to measure improvements for outcome evaluations on all youth served by the system.
Principle	Description	Rationale

<p>C. Comprehensive, Multi-disciplinary Collaboration Among Government and Community Partners Continues to Be Nurtured and Supported.</p>	<p>All Youth referred to Probation will be assessed for their involvement with other government departments. Information systems will be shared to insure coordinated service delivery. Partnerships among the public and private sector will be nurtured to insure maximum service delivery and public safety.</p>	<p>Youth and their families are often caught in the confusion and lack of communication between competing case management systems in different government departments. A single system of case management, monitoring and care will assure maximum leveraging of resources.</p>
<p>D. Interventions are Focused on Family & Community Centered Services</p>	<p>Whenever possible, emphasis will be placed on maintaining the youth within the family system and providing the resources and support necessary for the youth and family to succeed.</p>	<p>Out of home placement is costly. Resources can often be better spent in maintaining the youth within the family. This is particularly true in case when the youth will eventually be returned to the family.</p>
<p>E. Strategic Placement and Aftercare Is Appropriately Utilized Throughout the System</p>	<p>When continuing a child within the family is not possible, a youth will be placed in the least restrictive level of care and confinement commensurate with public safety. In all out of home placements special attention will be given to insuring aftercare services.</p>	<p>Utilization of the risk and needs assessment tools will help inform choices regarding out of home placement. The CASI will be used as a case management tool to insure planning of aftercare services.</p>
<p>F. A Clearly Articulated Target Population is Served Throughout the Continuum and Matched to the Level of Intervention and Graduated Sanctions.</p>	<p>Utilizing the Placement Matrix developed by NCCD all youth within the Probation system will fall within the grid and will be placed in options or receive services accordingly</p>	<p>Currently there is no quality Assurance System to help guarantee that placement and program decisions are made based on risk or need. Utilization of the matrix will help insure that the correct fit is made between the youth and the program. This will enhance utilization of resources and insure better outcomes.</p>

Principle	Description	Rationale
<p>G. All Components of the System Become Culturally and Gender Competent</p>	<p>Diligence will be paid to developing a gender- and culturally-competent system of care within the Probation Department and the community at large. Staff training, volunteer recruitment and community training will be undertaken with ongoing attention to cultural competence. Recruitment of minorities as trainers, mentors and advisory board participants will continue. Minority churches and other institutions will be enlisted for support of youth and families.</p>	<p>The Alameda County Probation Department and the Multi-Agency Coordinating Council will build upon the strengths and institutions of minority communities to assist youth and families within the Probation system</p>
<p>H. The Entire System Subscribes to and Supports Ongoing Evaluation</p>	<p>High accountability for all placements, and services will be maintained. Client outcomes and cost-effectiveness of interventions and placements will be assessed on an ongoing basis and the results of findings will be utilized to continually improve the system practices. Targeted reductions of the most restrictive and most costly of placements and interventions will be an ongoing process.</p>	<p>The goal is to hold the entire system - both the public and private sector- accountable for results, and to collect the information necessary to improve service delivery, reduce recidivism and juvenile delinquency.</p>
<p>I. Utilization of cost saving from the system is used to further enhance the system</p>	<p>Substantial portions of the cost-savings resulting from informed decision making government by risk and needs assessment will be passed back down through the system to further enrich front end prevention and early intervention services.</p>	<p>Unfortunately, the most common fate of public institutions that develop cost efficiencies is to find that savings from those efficiencies are transferred to fill budget gaps in other institutions. A critical element of the Continuum is that mechanisms will be created to retain cost-savings and utilize them for further system improvement. The Multi-Agency Coordinating Council will find ways to make this happen.</p>

Description of the Current Continuum of Care

The chart below describes the system's current options:

CONTINUUM OF CARE PROGRAM DESCRIPTIONS

PROGRAM	DESCRIPTION
<u>Institutional Locked</u> 1. CYA 2. Juvenile Hall 3. Psychiatric Health Facility (STARS)	<p>Secure commitment for wards who can not profit from local alternatives and who have committed serious offenses.</p> <p>Secure detention for pre-adjudicated youth pending placement in dispositional alternatives. Does not provide treatment</p> <p>Secure residential program for comprehensive assessment, evaluation and intensive treatment for severely emotionally disturbed adolescents.</p>
GEOGRAPHICALLY SECURE 1. Vision Quest 2. Wilderness Programs	<p>Out of State programs including remote site with wilderness environment that physically challenges youth.</p>
INSTITUTIONAL NOT LOCKED 1. Camp READY 2. Camp Sweeney	<p>Boot camp program for non-violent offenders ages 12-16 with strong emphasis on treatment, accountability.</p> <p>County Camp providing 6 to 9 month program</p>

<p>LEVEL 13-14 Group Homes</p>	<p>Staff intense setting serving Seriously Emotionally Disturbed (SED) youth with psychiatric treatment services, usually with on-grounds school Located throughout California</p>
<p>1. STARS Group Home</p> <p>2. Institutional Placements</p> <p>3. Specialized Institutional Placement</p> <p>4. Group Home Placements</p>	<p>County contracted psychiatric facility operated in conjunction with PHS, as phased reduction in care in a highly structured setting, including on-grounds day treatment school.</p> <p>Licensed group homes usually housing larger groups of youth in a structured environment with on-grounds school, located throughout California.</p> <p>Licensed group homes serving offenders with specialized needs such as sex offenders, developmentally delayed, drug/alcohol treatment in an institution like setting</p> <p>Licensed programs located within the community providing structure and monitoring of daily activities, individualized care, peer/group counseling.</p>

<p>Community Programs- Court</p> <ol style="list-style-type: none"> 1. Family Preservation 2. Enhanced Field Supervision 3. Field Supervision 4. Court Informal Probation 	<p>Intensive family treatment and support supervision . Time limited to 90 days</p> <p>Specialty Programs of supervision such as Vehicle Theft Intervention . Program is designed to address needs of identified offender group</p> <p>Supervision services which include monitoring of compliance and case management. Minimum one monthly contact.</p> <p>Supervision agreement between minor and court to behave for one year.</p>
<p>Community Programs; Non-Court</p> <ol style="list-style-type: none"> 1. Informal Probation 2. Diversion 3. Police Diversion 	<p>Agreement between minor, parents and Probation for 6 months supervision period without formal court action.</p> <p>Referral of a case for specific services/performance requirements.</p> <p>Action taken by police, without any referral to probation. Programs vary by police agency and include community service, Peer Court, etc</p>

Much thought and study has been given to analyzing Alameda County's current continuum of care to determine gaps in the continuum and to identify mechanisms to utilize existing resources more effectively. The chart on the following page represents that system at the beginning of the SB 1760 Planning Process.

The Multi-Agency Council has added the following components to Alameda County's Continuum of Care and over the course of the next three years will evaluate these new elements along with all elements of the system.

New Elements of the Alameda County Continuum of Care

A. Risk Assessment

As discussed above, the SB 1760 planning process revealed the need to institute a comprehensive system of risk and needs assessment throughout the Probation Department. A risk assessment system has been proposed and is being tested for validity and feasibility. Under this plan, all youth referred to the Probation Department will be assessed utilizing a risk assessment tool that has been developed by the National Center on Crime and Delinquency. The proposed tool is adopted from the Santa Clara County Risk Assessment Instrument which has been validated for juvenile justice populations.

The proposed Alameda County Risk Assessment tool will lend accountability, consistency, and credibility to disposition decisions made for adjudicated youth. This tool is not designed to replace the judgment of trained professional, but to deepen the knowledge base upon which those professionals make their decisions and to ensure that resources systemwide are being targeted to those youth upon whom they will have the greatest effect.

The instrument will not be used as a means of predicting individual behavior. Instead, it will be used to classify an individual in terms of his or her similarity with one of three categories of offender that have known differential rates of reoffending. The sum of the eight risk items classifies offenders as Low, Medium, and High.

Youth are classified as low risk if their total risk score is between 0 and 17; Medium risk if their total risk score is between 18 and 22; and High risk if their total risk score is 23 or higher.

The Risk Assessment data can also be used to make program planning decisions. In conjunction with the severity of current offense, the probation population can be placed on a matrix that combines risk of reoffending with offense severity. This combination allows decision makers such as probation officers, judges, police etc., to estimate the offenders risk to public safety.

Proposed Alameda County Juvenile Risk Assessment Form

Name of minor _____ Case # _____ DOB _____ Sex: M F
 Completed by: _____ Finding offense(s) _____
 Most serious prior petition sustained _____

Black Asian or Pacific Islander Am. Indian or Alaskan Native Hispanic White

____ **1. Age at First Finding**
 0 16 or older
 3 14 or 15
 5 13 or younger

____ **2. Prior Criminal Behavior**
 0 No prior arrests
 2 Prior arrest record, no petitions sustained
 3 Minimum level
 4 Medium level
 7 Maximum level

____ **3. Institutional Commitments of 30 Consecutive Days or More**
 0 None
 2 One
 4 Two or more

____ **4. Drug/Chemical Use**
 0 No known use or disruption of functioning
 2 Some disruption of functioning
 5 Chronic abuse or dependency

____ **5. Alcohol Use**
 0 No known use or interference with functioning
 1 Occasional use, some disruption of functioning
 3 Chronic abuse, serious disruption of functioning

____ **6. Parental Skills**
 0 Generally constructive
 2 Inconsistent
 4 Little or none

____ **7. School Disciplinary Problems**
 0 Attending, graduated, GED equivalence
 1 Problems handled at school level
 3 Severe truancy or behavioral problems
 5 Not attending/expelled

____ **8. Peer Relationships**
 0 Good Support and influence
 3 Negative influence, companions involved in delinquent behavior
 6 Gang member

____ **TOTAL**

RISK CLASSIFICATION **Low Risk** **(0-17 points)**
 Moderate Risk **(18-22 points)**
 High Risk **(23+ points)**

PROPOSED ALAMEDA COUNTY DISPOSITION MATRIX

OFFENSE SEVERITY ↓	HIGH RISK	MEDIUM RISK	LOW RISK
M A X I M U M	<ul style="list-style-type: none"> • Remand to Adult Court • CYA • Vision Quest • <i>Staff Secure Program in Alameda County</i> 	<ul style="list-style-type: none"> • CYA • Vision Quest • Camp Sweeny • Wilderness Programs • Institutional Placement 	<ul style="list-style-type: none"> • CYA • Vision Quest • Camp Sweeny • Specialized • Institutional Placement • Group Home • Camp READY • Family Preservation • <i>Proctoring</i> • <i>Intensive Supervision</i>
M E D I U M	<ul style="list-style-type: none"> • CYA • Vision Quest • Camp Sweeny • Institutional Placement • Specialized Placement • Group Home • Camp READY • <i>Intensive Supervision</i> • Community Probation • Drug Court • High Impact Learning Center • Girls Continuum • Family Preservation • Enhanced Field Supervision 	<ul style="list-style-type: none"> • Camp Sweeny • Institutional Placement • Group Home • Camp READY • Community Probation • Drug Court • High Impact Learning • Center • Girls Continuum • Foster Care • Family Preservation • <i>Intensive Supervision</i> • <i>Proctoring</i> • Enhanced Field Supervision • Field Supervision 	<ul style="list-style-type: none"> • Specialized Placement • Group Home • Camp READY • Family Preservation • <i>Intensive Supervision</i> • Community Probation • Drug Court • High Impact Learning • Center • Girls Continuum • Enhanced Field Supervision • Field Supervision • Court Informal Probation
M I N I M U M	<ul style="list-style-type: none"> • Group Homes • Camp READY • Family Preservation • Proctoring • <i>Intensive Supervision</i> • Field Supervision with Day Reporting Center • Other Enhanced Field Supervision • <i>Neighborhood Assessment Centers</i> • <i>Truancy Mediation Programs</i> 	<ul style="list-style-type: none"> • Foster Care • Family Preservation • Enhanced Field Supervision • Field Supervision • Court Informal Probation • Informal Probation • <i>Truancy Mediation Programs</i> 	<ul style="list-style-type: none"> • Court Informal Probation • Informal Probation • Diversion • <i>Neighborhood Assessment Center</i> • <i>Youth Court</i> • Police Diversion • <i>Casebank</i> • <i>Truancy Mediation Programs</i> •

B. Needs Assessment

In addition to the risk assessment, Alameda County has proposed that every youth referred to Probation should have an initial needs assessment to systematically identify critical problems and to determine the specific program interventions to be delivered. The proposed Needs Assessment instrument has been adapted from the Lucas County Needs Assessment included in the *Comprehensive Strategy for Serious Chronic and Juvenile Offenders*, and is provided below. The specific items for the needs assessment should be determined on a local level, and will usually include substance abuse, family functioning, emotional stability, school adjustment, and peer relationships. By design, this assessment tool is a brief screening instrument, and should be followed by a more comprehensive tool to pinpoint the offender's unique challenges.

Alameda County SB 1760 Juvenile Court Caseload Needs Assessment

1. Family Relationships (<i>Check one box</i>)	
Stable/Supportive	<input type="checkbox"/>
Some Disorganization/Stress	<input type="checkbox"/>
Disorganization/Stress	<input type="checkbox"/>
2. Parental Problems (<i>Check all that apply</i>)	
Inadequate Discipline	<input type="checkbox"/>
Emotional Instability	<input type="checkbox"/>
Criminality	<input type="checkbox"/>
Substance Abuse	<input type="checkbox"/>
Physical/Sexual Abuse	<input type="checkbox"/>
Family Violence	<input type="checkbox"/>
Marital Discord	<input type="checkbox"/>
3. Support System (<i>Check one box</i>)	
Youth has Support System or None Needed	<input type="checkbox"/>
No Family/External Support	<input type="checkbox"/>
Unknown	<input type="checkbox"/>
4. School Attendance (<i>Check one box</i>)	
No Problem	<input type="checkbox"/>
Some Truancy	<input type="checkbox"/>
Major Truancy	<input type="checkbox"/>
Unknown	<input type="checkbox"/>
5. School Behavior (<i>Check one box</i>)	
No Problem	<input type="checkbox"/>
Some Problem	<input type="checkbox"/>
Major Problem	<input type="checkbox"/>
Unknown	<input type="checkbox"/>

6. School Achievement (<i>Check one box</i>)	
Performing at or above grade level	<input type="checkbox"/>
Performing below grade level	<input type="checkbox"/>
In Special Education	<input type="checkbox"/>
Unknown	<input type="checkbox"/>
7. Substance Abuse (<i>Check one box</i>)	
No Use	<input type="checkbox"/>
Experimenter	<input type="checkbox"/>
Former Use/In Recovery	<input type="checkbox"/>
Occasional Use	<input type="checkbox"/>
Abuse	<input type="checkbox"/>
Unknown	<input type="checkbox"/>
8. Emotional Stability (<i>Check one box</i>)	
No Problem	<input type="checkbox"/>
Some Problem/Occasional Instability	<input type="checkbox"/>
Major Problem, Serious Instability	<input type="checkbox"/>
Unknown	<input type="checkbox"/>
9. Peer Relationships (<i>Check one box</i>)	
Good Support/Influence	<input type="checkbox"/>
Associations with Occasional Negative Results	<input type="checkbox"/>
Associations Primarily Negative	<input type="checkbox"/>
Unknown	<input type="checkbox"/>
10. Health (<i>Check one box</i>)	
No Problem	<input type="checkbox"/>
Some Health Problems	<input type="checkbox"/>
Major Handicap/Illness	<input type="checkbox"/>
Unknown	<input type="checkbox"/>
11. Sexual Adjustment (<i>Check all that apply</i>)	
No Problem	<input type="checkbox"/>
Prostitution	<input type="checkbox"/>
Sex Offense	<input type="checkbox"/>
Sexual Identity/Awareness Problems	<input type="checkbox"/>
Pregnant/Has Child	<input type="checkbox"/>
Aggressive/Assaultive Sex Offense	<input type="checkbox"/>
Unknown	<input type="checkbox"/>
12. Structured Activities (<i>Check one box</i>)	
Involvement	<input type="checkbox"/>
No Involvement	<input type="checkbox"/>
Unknown	<input type="checkbox"/>

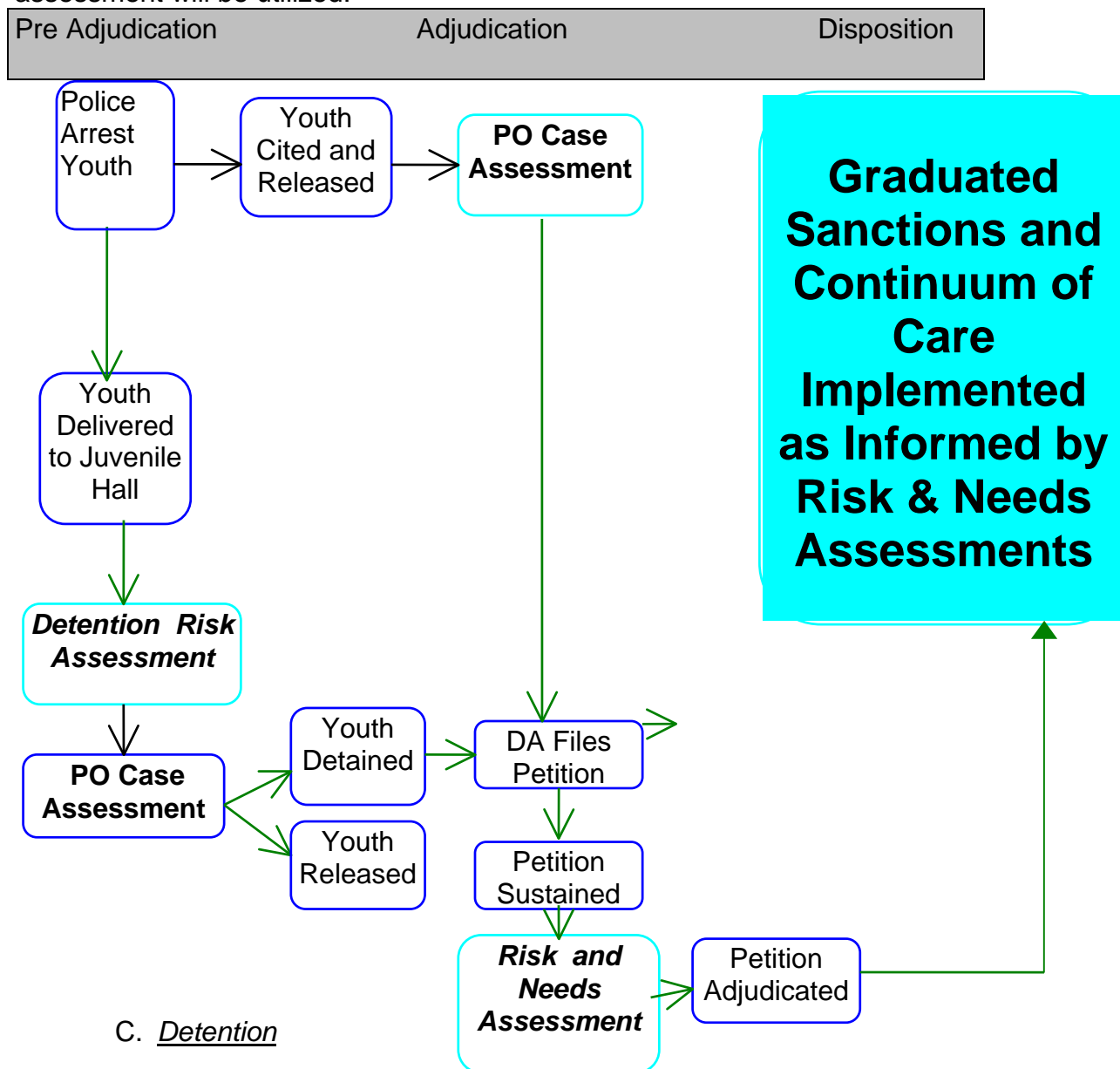
Adapted from US Department of Justice, *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*, 1995.

Even prior to the Challenge Grant opportunity, the Alameda County Probation Department committed to using a standardized diagnostic and assessment instrument for each youth under its care. The Challenge Grant provides an opportunity to introduce a comprehensive needs assessment, the Comprehensive Adolescent Severity Inventory (CASI), into the regular probation services. The CASI assesses the presence and severity of the key

risk factors identified by the *Comprehensive Strategy*: substance abuse, school adjustment, family functioning, and peer relationships.

In addition to permitting an assessment of the presence of risk factors and determining programming needs, the CASI is also a valuable tool for tracking outcomes. Recognizing that quantitative data is critical to that ability to make research based policy decisions, Alameda County is committed to using the CASI to quantify changes in risk factors that result from program intervention. When administered as part of a needs assessment battery at intake and again after a period of intervention, changes in scores on the CASI subscales indicate the degree of improvement in school adjustment, peer relations, family functioning, and substance abuse.

The following chart outlines when these tools of risk and needs assessment will be utilized:



Alameda County Juvenile Hall is one of many juvenile County detention facilities in facilities in the State of California that does not comply with Federal Health and Safety code. Over the past two years the Probation Department, under the guidance of the Chief Probation Officer has done much to improve conditions and make the facility safer and more humane. However, nothing short of construction of a new facility will remedy the fire and safety problems of the old and dilapidated facility.

To this end the Department has contracted with NCCD to provide population projections that will become part of the Master Planning process for a new Juvenile Hall facility. Within the past six month an RFP has been issued and awarded to begin the planning.

However, much can be done to remedy the overcrowding conditions that exist at the Hall. The following actions will be taken over the course of the next two years to reduce the Hall population and enhance safety of those who must remain.

1. Risk Assessment Instrument will be immediately applied to all Youth delivered to Juvenile Hall
2. The Probation Department will engage Police Departments throughout Alameda County in training on how to utilize the risk assessment tool.
3. The Probation Department will hire and train an expeditor of youth who are awaiting placement at Juvenile Hall. On any given day upwards of 40 youth are in the Hall awaiting placement.
4. The District Attorney and the Public Defender will review the progress that has to date been made in Sacramento County in adopting protocols and practices resulting in speedier trial and disposition of youth incarcerated in juvenile hall.

Evaluation

Alameda County has a strong commitment to make program and policy decisions that are research based and outcome driven. This goal will be achieved by routinizing evaluation and quality monitoring into all aspects of the Continuum of Care. Although the county possesses substantial sources of data for policy analysis, budget cutbacks have prevented the Alameda Juvenile Justice system from making full use of existing data sources. A process has begun to remedy this situation through a series of contracts with NCCD to analyze trends in juvenile justice, provide in-depth analyses of existing automated court data, and to create new data collection procedures focusing on offender risk and needs profiles. This work has already identified needed improvements in the data system including auditing the accuracy of automated data, streamlining data files and augmenting data collection to permit tracking youths in a variety of dispositions. Rigorous data collection and analyses will permit the Probation Department to use data to inform key policy and program decisions.

The county-wide data resources can be improved by enhancing software and hardware to improve the value of existing automated data. With these enhancements, Alameda County will establish accurate baseline measures of the outcomes of all court dispositions and will statistically model the flow of youth through the court process. Analysis of enriched automated data will allow the Multi-agency Council to track large trends over time. It will also permit the examination of whether the entire continuum is improving system outcomes. To accomplish such an analysis, system evaluation would focus on aggregate success rates, reductions in unnecessary placements, reductions in gender and race disparity in juvenile justice processing, elimination of institutional crowding, more expeditious processing of cases, and when appropriate, reinvestment of budgetary resources.

Even as rigorous evaluation is conducted, the Multi-agency Committee will need to define and monitor performance standards for each component of the Continuum of Care. Separate from, but complementary to, the evaluation effort will be a concerted effort to promote quality assurance in each component of the continuum. With the aid of a consultant, a subcommittee of the Multi-agency Coordinating Council will be assembled to examine and promote quality care for all programs. Under the guidance of the consultant, the Quality Assurance Committee will consult with project staff, clients, and community representatives to develop standards of care for each program in the continuum. These standards will not only specify desired outcomes, but will hold each program accountable for the success of its clients. Once the standards of care are defined, the Quality Assurance Committee will provide regular reports to the Multi-agency Committee and to the programs themselves. These reports will describe program activities and objectives, and will identify strengths of the program and areas of needed improvement with respect to pre-established standards. If standards are not being met, the Quality Assurance Committee will work with the relevant parties to develop a plan to remedy any deficits.

This focus on quality assurance is key because research has demonstrated that “model” programs cannot be replicated if core program elements fail to meet the performance standards that were achieved in the original model. Without the confidence that key elements of program design are implemented accurately, the ability to demonstrate positive impact is compromised. Further, it is essential that the Multi-agency Committee engage in regular and high structured discussions with program staff so that the overall planning process can be enriched. Moreover, the goal of the quality assurance approach is to maintain a focus on demonstrable outcomes and on achieving excellence in every component of the continuum of care.

Because Alameda County has adopted the *Comprehensive Strategy for Serious, Violent, and Chronic Offenders* as its guiding principal in system design, we are also committed to implementing programs that are focused on risk and protective factors. In order to achieve such a focus, better data need to be developed on the prevalence of the different risk factors in the juvenile justice population. Currently, the system suffers from large unknowns that hinder the development of risk-targeted programming. For example, a risk

assessment project on youth who received field supervision in 1996 revealed that in 25 percent of the cases, information about the youths' alcohol use was not available in the case file. In 34 percent of the cases, information about the youths' drug use was missing. Given these large deficits in knowledge, planning programs that are responsive to identified risk factors of youth in the system is impossible. To remedy this situation, the Alameda County Probation Department has committed to using a standardized diagnostic and assessment instrument for each youth under its care. The Comprehensive Adolescent Severity Inventory (CASI) assesses the presence and severity of the key risk factors identified by the *Comprehensive Strategy*: substance abuse, school adjustment, family functioning, and peer relationships. The consistent administration of this instrument will greatly enhance the degree to which programs and policies can be planned in response to the identified risks factors of the juvenile justice population.

In addition to permitting an assessment of the baseline prevalence of risk factors, the CASI is also a valuable tool for tracking outcomes. Recognizing that quantitative data is critical to that ability to make research based policy decisions, Alameda County is committed to using the CASI to quantify changes in risk factors that result from program intervention. When administered as part of a needs assessment battery at intake and again after a period of intervention, changes in scores on the CASI subscales indicate the degree of improvement in school adjustment, peer relations, family functioning, and substance abuse. These changes quantify individual outcomes and, when compiled, can be used to specify the effectiveness of programs in the aggregate.

The mandate for strong evaluation from SB 1760 is an opportunity for Alameda County to institutionalize rigorous program evaluation into all components of its continuum of care. Evaluation resources will be directed to an assessment of the process of implementation as well as the outcomes produced by the proposed interventions. A randomized, experimental design will be used to assess the effectiveness of five program components: Truancy Mediation, Community Probation, Female Offenders Continuum, Drug Court, and High Impact Learning Center. In each case, we will develop a pool of clients eligible for assignment to these programs. Using random assignment, youths will either be placed in the demonstration programs (the experimental group) or will receive traditional probation services (the control group). Because random assignment is unfeasible for the Mentoring and Community Volunteers component, we will use a quasi-experimental design to develop matched samples of youth whose risk and needs profiles mirror those of the demonstration group. While this latter design is not as rigorous as the experimental design, it can generate useful data for policy makers (Huck, Cormier, and Bounds, 1974; Madaus, Scriven, and Stufflebeam, 1983).

Evaluation data will be collected for all youth in the experimental and control groups including demographics, legal, and psycho-social characteristics. Baseline data will consist of demographics, prior criminal history, and a pre-test measurement using the Comprehensive Adolescent Severity Index (CASI). During the period of intervention, data will be collected

on the number, type, duration, and intensity of service delivery or supervision contacts. These “tracking data” will be reported via monthly updates completed by probation staff, and entered directly into automated case files. NCCD has successfully used tracking forms in other evaluations, which can aid in the development of a protocol for Alameda County (see Attachment). These data not only quantify the extent of successful versus unsuccessful participation, but also reveal whether or not staff are following program guidelines with respect to number of contacts, or applications of rewards and sanctions in response to the youths’ behavior.

Upon termination of the service period, post-test and initial outcome data will be collected. Outcome data will include those measures specified by the SB 1760 legislation: arrest rates, successful completion of probation, restitution, and community service. Outcome data will also include a variety of measures of recidivism (re-arrest, subsequent petitions, re-conviction), rates of re-offending, changes in the seriousness of subsequent crimes, as well as educational data such as attendance and performance. In addition to automated data, psycho-social data will be collected that is intervention-specific and directly addresses the program goals specified in the program design. The CASI will be administered as a post-test, which permits an assessment of progress along each of the subscales corresponding to risk factors.

These same outcome data will also be collected after a specified follow-up period (9 months for some components, 12 months for others). A comparison of data across time will indicate the strength and persistence of the changes that result from the program interventions. While much of the needed data will be available through the Probation Department’s automated system, some data collection will rely on access to other systems. For example, it will be extremely important to develop a centralized data system for the tracking of the educational status of youths participating in all experimental and control conditions.

The following list summarizes the impact design elements that will be used in the evaluation of all demonstration projects:

- **assignment of youths** into experimental or control conditions. Five program component will use a true experimental design with randomization. One program component, the Mentors and Community Volunteers, will use a quasi experimental design with a matched sample;
- collection of **baseline information** on all youths involved in both the experimental and control groups. At a minimum this will include demographic information, prior criminal history, a risk and needs assessment, and the CASI;
- use of **tracking forms** to identify the type, frequency, intensity, and duration of the services received. This data will be collected for both the experimental and control participants;
- **analysis, upon termination of demonstration services**, of a variety of recidivism data and a number of “intermediate” outcome variables, such

as substance abuse, educational adjustment, employment, and family situation using the CASI;

- **analysis, after a designated follow up period**, of a variety of recidivism data and a number of “intermediate” outcome variables, such as substance abuse, educational adjustment, employment, and family situation using the CASI); and
- **analysis to determine outcome differences** between experimental and control groups, to determine the effectiveness of the demonstration projects as justice system interventions. It is expected that the experimental groups will show a significant reduction in recidivism (including rearrest and reconviction); fewer and less serious subsequent offenses; greater rates of completion of restitution, community service, and other court-ordered terms of probation; improved school attendance, behavior, and grades; and improvement along the major subscales of the CASI, as compared to the control groups. These outcomes will be compared after the intervention and after a follow-up period to determine both the immediate and enduring effects of the intervention, as compared to traditional probation services.

In addition to the impact evaluation design, we will conduct an in-depth process evaluation for each of the major demonstration projects, to assess the quality and design of program activities relative to the desired outcomes. This process evaluation will document how program designs were translated into action and how environmental forces shaped program implementation. These process data will be important in the interpretation of results. Process data will focus on the following program elements:

- the **context** of the program, including site characteristics and justice system trends;
- the methods for **identifying eligible participants**, including selection, responsibility for referrals, and the process for referral;
- the specific **intervention**, including service descriptions, and the process by which individual case plans were developed;
- the organizational **linkages** that either helped or hindered program implementation; and
- the **goals** of the program and the criteria for determining success in meeting these objectives.

Process evaluations have been used successfully in numerous applied criminal justice research projects and are a standard component of NCCD’s program evaluation projects. The process evaluation protocol must be individually tailored to each program component to ensure that subtle nuances and unique features of each program have been thoroughly assessed.

Overview of Proposed Elements of the Continuum of Care

Component	Prevention/Early Intervention			Graduated Sanctions			
	Prevention & Gang Strategy	Mentoring & Volunteers	Truancy Mediation	Community Probation	Female Offenders	Drug Court	High Impact Learning Center
Description of Intervention	Mobilize and coordinate county-wide prevention; develop strategy for gang-involved youth	Through RFP, establish CBO network of mentoring and re-sources for at-risk youth	Provide full continuum of truancy-related services; uses SARB and probation involvement	Enhances supervision by PO located in community setting; greater access to C-B resources	Health, mental health, and parenting services from Female Offender unit	Substance abuse related services accessed through special drug intervention team	Wrap around services from multi-disciplinary, educationally based day program
Description of Control	Not Applicable	Quasi-experimental	SARB processing only	Regular Field Supervision	Regular Field Supervision	Regular Field Supervision	Regular field supervision and schools
Method of Assignment	Not Applicable	Matched Sample	Random Assignment	Random Assignment	Random Assignment	Random Assignment	Random Assignment
Number of Exp. Subjects	Not Applicable	500 during SB1760	100/year; 250 during SB1760	160/year; 400 during SB1760	225/year; 560 during SB1760	80/year; 200 during SB1760	300/year; 750 during SB1760
Number of control subs	Not Applicable	Same as experimental pool	50 per year	50 per year	50 per year	50 per year	50 year
Length of Intervention	1 year	1 year	6 months	1 year, then move to reg. supervision	1 year, then move to reg. supervision	1 year, then move to reg. supervision	1 year, then move to reg. Supervision
Goals	County plan; ID target communities for CTC; gang definition and protocol	Enhance protective factors of at-risk youth through C-B support	Increase attendance; address underlying causes of truancy	Improved service integration; improve community adjustment	Improve access to gender-specific services	Improve access to substance abuse related services; improve data	Improve literacy; school perform; treat co-occurring problems

Component	Prevention/Early Intervention			Graduated Sanctions			
	Prevention & Gang Strategy	Mentoring & Volunteers	Truancy Mediation	Community Probation	Female Offenders	Drug Court	High Impact Learning Center
Outcome Measures	<ul style="list-style-type: none"> • Written Plan; • CTC implemen tation in 2 communi ties; • Written gang strategy 	<ul style="list-style-type: none"> • arrest rates • probation referrals • serious-ness of offense • school adjust. • risk factors 	<ul style="list-style-type: none"> • arrest rates • probation violations • school at-tendance & perfor-mance • risk factors 	<ul style="list-style-type: none"> • arrest and recidivism • successful probation • school adjustment • risk factors 	<ul style="list-style-type: none"> • arrest and recidivism • successful probation • pregnancy rates • STD • risk factors 	<ul style="list-style-type: none"> • arrest and recidivism • success-ful probation • sub. Abuse • risk factors 	<ul style="list-style-type: none"> • arrest and recidivism • successful probation • school adjust. & perfor-mance • risk factors
Instruments	Not Applicable	Arrest & prob. re-cords; school record; POSIT	Arrest and prob records; School records; CASI	Arrest and prob records; school records; CASI	Arrest and prob records; school records; CASI	Arrest and prob records; CASI	Arrest and prob records; TABE or Woodcock; CASI
Data Collection Methods	Neighbo-rhood anal-ysis of risk and protec-tive factors	Interagency link to track involved youth; admin instruments	Interagency link; Pre and post test	Pre and post test; follow up at 12 months	Pre and post test; follow up at 12 months	Pre and post test; follow up at 12 months	Pre and post test; follow up at 12 months
Amount Requested	\$1, 893,731	\$387,000	\$320,000	\$2,700,000	\$2,700,000	\$1,278,008	\$3,895,917
Cost per participant	n/a	\$774.00	\$1,280.00	\$6,750.00	\$4,821.00	\$6,390.00	\$5,194.00

Graduated Sanctions Elements

■ **Community Probation**

Rationale: Analysis of Alameda County Probation data and discussions with staff, clients, and community representatives revealed a clear need to test new models of field supervision. In particular, many individuals expressed concern about the service fragmentation that accompanies the involvement of many service agencies with a single youth. To combat this fragmentation, a Community Probation model is proposed to better integrate the work of probation officers with other youth-serving agencies including the schools, law enforcement, youth workers and community-based organizations. In addition to better serving the needs of youth on field supervision, we heard constant directives to improve the transition to community living for youths returning from out of home placement. The proposed integration between probation, police, schools, and community-based organizations could combat current frustrations involved with the re-entry of probation youth into community schools. Further, collaboration between youth-serving organizations

enhances the ability to monitor and support the school attendance of probation youth.

Many participants in the planning process called for innovative service strategies to retain youths in their homes in lieu of expensive institutional placements. Retaining youth in the community who are in danger of out of home placement requires the proposed collaboration between youth service agencies. The Community Probation component of the Alameda County Plan will test whether a new model of probation service will more successfully address these goals.

The concept of Community Probation draws on the successes achieved by some public law enforcement agencies through the implementation of community policing. Instead of simply responding to calls for service, community police officers “walk their beats,” getting to know the residents, businesses, and civic institutions of the neighborhoods to which they are assigned. Community police become participants in community efforts to improve the lives of local residents. They are problem-solvers and community resources who mobilize neighborhood assets to help troubled families. They target crime problems that are jointly identified by community residents and law enforcement officials.

Under Community Probation, probation staff would be assigned to geographic areas that are related to community policing areas. The Community Probation Officer’s caseload would be comprised of a random sample drawn from all the youth on probation from a given area. This officer would work from within the community, with an office located at a school or a community agency. Functioning as case managers, the Community Probation Officers would advocate for the youth and coordinate the delivery of needed services. This coordination requires extensive connections to the community based organizations which exist in a given community. The Community Probation Officer would become a leader in a multi-disciplinary team focused on solving the problems of their clients and their families. Local community police officers, school officials, public health workers, community-based organization staff, and the families of the minor would work as a team to maximize the opportunities for youth on probation to succeed.

Traditional probation focuses on ensuring the orders of the court are strictly followed. Inadvertently, probation officers often focus on reacting to “failures” rather than on working toward a shared definition of success for the youth and his or her family. In the new model, probation officers will achieve the court’s goals through a proactive case management process that focuses on youth needs and that mobilizes community resources to meet those needs. Community Probation Officers will be armed with special training in meeting needs of high risk youth and families and control funds to purchase services from community based organizations for youth on their caseload.

Community Probation officers will be able to purchase concrete support and services from community based organizations or public and private vendors. Anything from drug treatment to transportation can be and will be used to assist the youth and his or her family.

Program Summary: Probation staff will be assigned to specific geographic areas that are coordinated with community policing areas. The Community Probation Officer will work in the community with an office located at the school or community agency. Each PO will be part of a multi-disciplinary team effort focused on solving problems of their clients and their families .

- A CASI needs assessment will be conducted for each youth on the Community Probation caseload. The PO will utilize the results of the CASI as the basis for a case management plan and will also identify strengths and protective factors that will assist the youth in successful community living.
- Community Probation officers will be able to purchase concrete support services (e.g. transportation, child care, shoes etc.) and services from community based organizations. Anything from drug treatment to transportation can and will be used to assist the youth and his or her family.
- Special emphasis will be placed on serving youth coming back to the community from out of county or state placement.

Program Design: The Alameda County Probation Department will select four Community Probation Officers, each with a maximum caseload of 40-50 youths at any given time. This program will serve 400 medium- and high-risk probation cases during the three-year demonstration project. The youth's risk level will have been determined prior to disposition using the Alameda County Risk Assessment Instrument, which was developed in partnership with NCCD. The Community Probation Officers, with input and support from the other members of the multi-disciplinary team, will conduct a comprehensive needs assessment for each youth on his or her caseload. This assessment will address a number of critical issues known to relate to involvement in delinquency: school performance and behavior, peer relations, health issues, involvement with alcohol and drugs, quality of connection to the community, as well as family relations and parenting skills. The Community Probation Officer will also identify strengths and protective factors that will aid the youth in successful community living. These identified needs and strengths will be assimilated into an individual service plan that will guide the Community Probation Officer's work with the youth.

The Community Probation Officer will facilitate the connections between the youth, family, and service providers. An important goal of the Community Probation model is the empowerment of the family to recognize and, ultimately, to solve the problems related to the minor's delinquent behavior. Such empowerment can only be achieved by including the family as an integral part of the multi-disciplinary team and treatment process.

Further, the members of the multi-disciplinary team will hold each other accountable for the provision of needed services. The Community Probation model draws on the available resources of the local community. Community support will take the form of practical needs such as transportation, child care,

and emergency assistance; mentors; assistance in developing new programs and recreational opportunities; tutors; and specialized skills and services. The collaboration that becomes possible with the insertion of probation officers in the community enhances the opportunities available to youth for a successful term of probation.

Community Probation staff will be carefully selected and will receive ongoing supervision and training in this innovative model of probation service delivery. Training will also be provided to community based organizations. The Community Probation Officers, supported by funds to purchase emergency services and buy access to the treatment resources provided by community based organizations within a distinct geographic areas.

The Alameda County Probation Department currently operates a highly regarded Family Preservation Unit (FPU) that is similar in many ways to the concept of community probation, but without the geographic focus and connection to community policing efforts. The lessons learned in implementing the FPU as well as the expertise of the FPU staff will be utilized to orient and provide ongoing consultation for the Community Probation Officers.

Evaluation Design: This component provides enhanced field supervision to medium and high risk youth who live in the targeted areas. The experimental group will receive services from Community Probation Officers, who provide services from a community-based location in collaboration with law enforcement, the schools and community based providers. The control group will receive traditional probation field supervision. From the target population of medium and high risk youth, 160 youth per year (400 during the demonstration project) will be randomly assigned to the experimental group. One hundred youth per year (250 during the demonstration project) will be randomly assigned to the control group. The length of intervention will be one year.

A process evaluation identifies the major program elements that are fundamental to how programs operate and helps to assess the impact of these programs. Our approach includes an examination of the following elements that are key to the implementation of the Community Probation model:

- the **context** of the program, including site characteristics and justice system trends. Specific research questions in this area include:
 1. What are the characteristics of the target community being served by the model, including demographics, crime rates, prevalence of community risk factors and protective factors?
 2. What are the strengths and areas of needed improvement of the community policing effort to which the Community Probation officer is attached?
 3. How do traditional field supervision services currently operate in the target area?

- the methods for **identifying eligible participants**, including selection, use of risk and needs assessment. Specific research questions include:
 4. What are the characteristics of the youth on probation in the target area (demographics, prior criminal history, type of offense, risk factors, etc)?
 5. What are the differences in the youth who are referred to probation versus those who are dealt with by informal police procedures?
 6. How many youth are eligible for Community Probation in the target area?
- the specific **intervention**, including service descriptions, frequency of referrals to community-based providers. Specific research questions include:
 1. Who participates in the multi-disciplinary team effort (probation, police, school, community based providers?)
 2. What is the structure, process, and frequency of sharing information about clients?
 3. What is the process for determining individual case plans? To what extent are these plans based on risks and needs?
 4. What is the expectation for the frequency of client contact? How are these contacts tracked?
 5. How are rewards and sanctions used in response to the youth's behavior?
- the organizational **linkages** that either helped or hindered program implementation. Specific research questions include:
 6. How were available treatment programs identified and contracted?
 7. What was the quality of interagency communication (type, frequency, detail, usefulness) with regard to both clients and interagency linkage?
 8. How was the location of the Community Probation Officer's office determined? What was the process?
 9. Describe the quality of connections to both the host agency and other agencies on which the PO depends for service.
 10. Which interagency relationships have enhanced the delivery of Community Probation services? How? Which interagency relationships have hindered the delivery of Community Probation services? How?
 11. How is the community made aware of these services? How might additional community support be mobilized?
- the **goals** of the program and the criteria for determining success in meeting these objectives. Specific research questions include:
 12. What are the individual outcome measures specific to this intervention that indicate success? How are they measured?

13. What are the criteria for successful program implementation? How is community support identified and measured?

14. What needs to happen to improve the quality of care?

In addition to the process evaluation, Community Probation demonstration projects will also be evaluated in terms of their ability to produce significantly improved outcomes for the target population. Baseline data will be collected for both groups, including demographics and prior criminal history. The CASI will also be administered to both the experimental and control groups to establish baseline psycho-social adjustment. Important to the efficacy evaluation is rigorous tracking of the nature, frequency, and duration of service contacts. These indicators will be monitored using the tracking form devised for these demonstration projects. The following outcome measures will be assessed at the termination of the intervention period and after a 12-month follow up period:

- arrest rates and other measures of recidivism (convictions, subsequent placement);
- rates of positive and negative termination of probation;
- rates of completion of community service and restitution;
- rates and severity of reoffending;
- school adjustment (attendance, behavior, and grades);
- cost-effectiveness as compared to traditional models of field supervision.

In addition to these outcome measures, the CASI will be re-administered at the termination of the intervention period and after a 12-month follow up period to detect changes in substance abuse, family situation, school adjustment, employment, and peer relationships. These data will be compared for the experimental and control groups to determine the effectiveness of the Community Probation model as a justice system intervention.

■ Female Juvenile Offender Continuum

Rationale: As in most California counties, girls and young women proportionately are the fastest growing and most undeserved segment of the juvenile justice population in Alameda County. In response to the unmet needs of this rapidly growing population, Alameda County will implement the Alameda County Girls' Continuum, an intensive and comprehensive matrix of girl-specific programs. The Continuum will be housed on a special site within the Department of Juvenile Probation, staffed by probation personnel, and will have highly developed collaborative relationships with community-based service providers.

The design of the Alameda Girls Continuum emerged from a two-year national search for promising and effective programs for girls in and at-risk of entering the juvenile justice system, which was conducted by Chief Sylvia Johnson and Bonita Vinson, director of the Continuum. Among those

programs identified through the Guide to the Comprehensive Strategy and the Office of Juvenile Justice and Delinquency Prevention, that informed the Continuum design were the Female Intervention Team in Baltimore, Maryland; the P.A.C.E. Center for Girls in Jacksonville, Florida; and the Sistas' Program Washington, DC. While the Continuum incorporates elements of these programs, the unique service design was guided by the expertise and experience of Chief Johnson and her staff in the area of young women offenders.

Program Goals: The primary goal of the Continuum is to prevent girls whose cases have been adjudicated within the Alameda juvenile court from returning to the juvenile justice system or entering the adult criminal justice system. A corollary goal is to promote the development of the girls' social, academic, and vocational competencies so that they can sustain crime-free and economically secure lifestyles. Additionally, since a significant number of girls in the juvenile justice system are already pregnant and/or parenting, the Continuum will seek to interrupt the intergenerational cycle of family fragmentation and delinquency through the provision of family-focused services.

Program Structure: The core structural element of the program will be an interdisciplinary team of nine probation officers skilled in investigation, supervision, intensive in-home case management and placement who will receive specialized training in order to work exclusively with adjudicated girls, their children, and their families. Their case work will take into account the diversity of girls, their developmental stages, culture and sexual orientation. This will consist of:

- Assessment and Case Planning Structured risk and needs assessments will be conducted on each girl and will be the basis for an individually tailored case plan.
- Intensive Supervision At all times address public safety as a first priority and will also determine the least restrictive sanctions commensurate with the nature of the offense.
- Life Stages and Transitions Program This 12-week gender-specific curriculum includes training in practical living skills, health issues such as family planning, nutrition, hygiene, conflict resolution, HIV/AIDS prevention, cultural awareness activities.
- Support Services A flexible menu of probation and community-based services will support each case plan and include services to the girl and her family. These services will be purchased on an as needed basis from community based service providers including counseling, substance abuse treatment, tutoring, parenting education, and other services. All providers of services will receive training on meeting the special needs of girls in the juvenile justice population
- Intensive Early Intervention Services - For young mothers and their children 0-3 years old, services will be provided to strengthen the mother child bond and prevent further pregnancies.

- Re-entry Services - For girls returning from out-of home placement the above services and activities will be provided.

Each girl will be assigned to a specific officer who will then maintain regular contact with her as she moves through the juvenile justice system and returns to her home community. The ongoing and sustained nature of the relationship between each officer and the young women on her/his caseload will be a critical and distinguishing characteristic of the Continuum design. This relationship will be facilitated by a lower than average caseload and by specialized training officers will receive. Additionally, this program element will be supported by the Probation Department's long-term provision of Family Preservation Services through which officers have gained extensive experience in delivering intensive and sustained in-home probation supervision and other services.

The Probation Department will offer a range of services and activities that can be accessed for individual girls on a flexible, as-needed basis. The counseling component will offer a critical matrix of individual, family (including multi-family), and group counseling services. Girls with primary psychiatric disorders or who are dual diagnosed will be referred to more intensive therapeutic services outside the department. Girls with alcohol and other drug dependencies will have access to ongoing substance abuse recovery groups, day treatment program and to family counseling that specifically addresses substance abuse from a whole family perspective. In addition to group and family counseling, girls will have access to ongoing Narcotics Anonymous and Alcoholics Anonymous meetings, which will be provided on the program site by recovering adolescents under an arrangement with Anonymous Fellowships.

The parenting component will include "developmentally sequenced" groups, meaning that they will provide hands-on guidance for the mother-child pairs specifically geared to each developmental stage in the children's lives. These interventions are important because they can, unlike more generic "parenting classes," minimize and reverse many forms of neurological damage, including those caused by substance exposure. When initiated during the first year of an infant's life, this approach can prevent a lifetime of learning and behavior disorders. Expertise for delivering this component will be provided to selected probation staff through a specialized training provided through the Infant-Parent Program at Highland Hospital.

The Probation Department will also offer a multi-faceted girls' sports program, including team sports such as basketball and softball as well as track and field. Included in this component will be attendance at local girls' sport events as appropriate.

The Probation Department will provide a career readiness component that will include on-site speakers of women who have attained satisfying and remunerative careers and visits to community businesses that offer women higher-wage employment. After year one of Continuum operation, it is expected that this component will be linked to a girl-specific job internship and training program in the community.

The Probation Department will also have a cultural activities component, which will transport groups of girls to specific performances, conferences, and special events. In order to facilitate this and other program components, the program will operate its own 15 person van.

Evaluation Design: This component provides enhanced, gender-specific services to females under the jurisdiction of the Probation Department. Of the females referred to the probation department, 225 per year (450 total) will be randomly assigned to the experimental group and will receive services from the Female Offenders Unit. Fifty females per year (150 total) will be randomly assigned to the control group and will receive traditional probation services. The length of intervention is one year.

A process evaluation identifies the major program elements that are fundamental to how programs operate and helps to assess the impact of these programs. Without confidence that a program was implemented properly, impact evaluation data are difficult to interpret. Our approach includes an examination of the following elements of the Female Offenders Continuum:

- the **context** of the program, including site characteristics and justice system trends. Specific research questions include:
 1. What are the characteristics of the girls in the program, including demographics, prior criminal history, educational status, risk and protective factors?
 2. What is the commitment of the Probation Department to provide gender-specific programming along all components of the continuum of care?
 3. What are the specific challenges and risks that are posed by this population?
- the methods for **identifying eligible participants**, including selection, risk and needs assessment procedures. Specific research questions include:
 4. Who is eligible for services, and how are they selected? How do they differ from girls who are not served by the Female Offenders Continuum?
 5. What was the size of the target population? Was there a large enough pool of girls to consistently fill the program and comparison groups during the evaluation?
 6. What factors were used to override eligibility criteria, and how often did this happen? Where there particular types of clients who were consistently excluded from services?
 7. What is the number and profile of the girls entering the program?
- the specific **intervention**, including service descriptions, frequency of referrals for community based services. Specific research questions include:

8. At what point in the system are services provided? How is continuity between service levels achieved?
 9. How is the primary case manager selected? What are his/her primary responsibilities?
 10. What are the expectations for the type, frequency, and duration of contact with clients? How are these contacts tracked?
 11. How are service needs identified? How is system response to these needs mobilized and verified?
 12. How were risks, needs, and individual circumstances addressed through the program's case management process?
 13. Were services available to youth during critical and evening hours?
- the organizational **linkages** that either helped or hindered program implementation. Specific research questions include:
 14. How are community-based services identified and contracts established?
 15. Are there any services that are needed but unavailable?
 16. Which interagency relationships have facilitated program implementation? How? Which interagency relationships have hindered implementation? How?
 - the **goals** of the program and the criteria for determining success in meeting these objectives. Specific research questions include:
 17. What are the specific objectives for the program? How are they measured?
 18. How many girls completed the program successfully, and what were their characteristics? How many were terminated unsuccessfully and why?

NCCD will also conduct an impact evaluation to determine the effectiveness of the Female Offenders Continuum as compared to traditional probation services. Baseline data will be collected for both groups, including demographics and prior criminal history. The CASI will also be administered to both the experimental and control groups to establish baseline psychosocial adjustment. Important to the efficacy evaluation is rigorous tracking of the nature, frequency, and duration of service contacts. These indicators will be monitored using the tracking form devised for these demonstration projects. The following outcome measures will be assessed at the termination of the intervention period and after a 12-month follow up period:

- arrest rates and other measures of recidivism (reconviction and subsequent placement);
- rates of positive and negative termination of probation;
- rates of completion of community service and restitution;

- rates and severity of reoffending;
- school adjustment (attendance, behavior and grades);
- program-specific outcomes including pregnancy rates, HIV/STD rates; and
- measures of cost effectiveness as compared to traditional services.

In addition to these outcome measures, the CASI will be re-administered at the termination of the intervention period and after a 12-month follow up period to detect changes in substance abuse, family situation, school adjustment, employment, and peer relationships. These data will be compared for the experimental and control groups to determine the effectiveness of the Female Offenders Continuum as a justice system

■ Drug Court

Rationale: Throughout the needs assessment and focus group process, identification of drug use, sales, and involvement in “drug culture” was cited by parents, youth and professionals as being a primary cause and characteristic of juvenile delinquent behavior. Detention in and of itself does little to break the cycle of illegal drug use and juvenile crime-related activities. Substance related offenses exhibit a high rate of recidivism and graduation into higher levels of supervision and placement.

The planning process revealed that chronic drug use is implicated with a substantial proportion of chronic offenders, and that treatment need among the juvenile justice population far exceeds treatment capacity. Within the risk assessment survey 200 youth out of a total probation population of 1,334 were identified as having severe alcohol or drug problems. Within the Needs Assessment survey, 9% of youth were identified as having a chronic alcohol or drug problem. Given the high rate of unknowns for these variables in both surveys (34% for the Needs Assessment; 25% for the drug use question of the Risk Assessment, and 34% for the alcohol question of the Risk Assessment), it is likely that the actual rate of alcohol and drug problems among this population is considerably higher. This likelihood is supported by the experience of the Presiding Judge of the Juvenile Court, who estimates that approximately 70% of the cases that come before him involve substance abuse and by reports of community based service providers, who indicate that within some communities 75% of their clients have drug and alcohol problems.

If we regard the observed rate of significant alcohol and drug problems (approximately 15%) as a minimum estimate of incidence, this would yield approximately 1,050 youth needing treatment among the total population referred to probation in 1996, 650 individuals among youths who cases were actually adjudicated, and 200 among the placement population, with the likelihood that a rigorous assessment process would probably find many more. These numbers are occurring in a county whose total publicly-funded juvenile outpatient treatment capacity is 25 slots.

Program Summary

This component of the Graduated Sanctions continuum will:

- a) Establish a Drug Court for youthful offenders with assessed drug problems that will serve a minimum of 200 youth per year.
- b) Identify and access substance abuse problems and mobilize treatment resources for identified youth.
- c) Establish a system of comprehensive case management based on individualized service plans.
- d) Assist in the creation of two licensed community-based, intensive, outpatient day treatment centers, each with a daily capacity of 25 youth, one in Northern and one in Southern Alameda County.
- e) Provide mentoring, victim restitution, employment training and community service opportunities for participants.
- f) Utilize the assistance of a peer counseling program to support youth in the program.

Program Design: Drug Courts have become a major focus for criminal justice system reform in the United States. Alameda County has experienced a high measure of success in the establishment and operation of a drug court for adult offenders. This experience is consistent with a large body of research which indicates that mandated treatment is more effective than voluntary treatment.

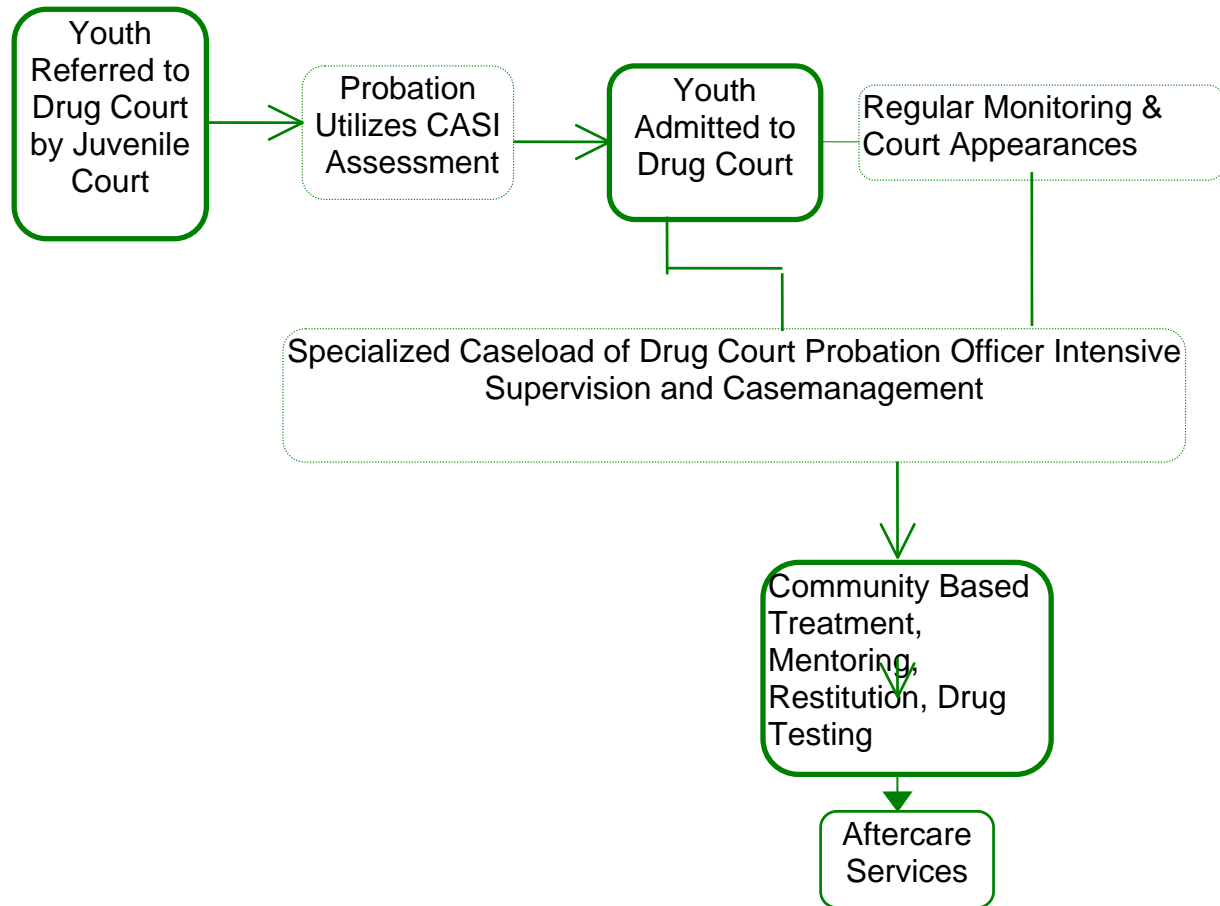
The current program will combine court-mandated, high-quality community-based treatment, restitution, probation supervision, family case management, and mentoring into a comprehensive program designed to dramatically reduce the rate of chronic offending. The court will also have in place a continuum of graduated sanctions, and relapse prevention strategies.

This court will focus on youthful offenders with identified drug problems, regardless of the exact violation that brings them under the scrutiny of the court. One of the reasons for the relative “invisibility” of drug problems among juvenile offenders is that the nature of the crime has been regarded as a surrogate diagnosis, with only those youth who commit drug law violations regarded as having drug problems. In fact, drug and alcohol abuse underlie many crimes, especially the most violent. The current model will allow Alameda County to explore more deeply the fundamental etiology of juvenile crime and will provide it with the resources and the methodology to begin to address drug-related crime among its youthful offenders.

Elements of this intervention will include:

- Establishment of dedicated and specialized probation officers to work with the drug court.
- High quality assessment;
- Comprehensive case management;
- Community service or victim restitution program, and graduated sanctions

The following chart describes the steps and processes involved in the Drug Court intervention:



Program Elements

1. Screening: The CASI will be administered to all youth meeting the following initial eligibility criteria:

- arrest for a drug related crime;
- more than two arrests for property crimes;
- known gang affiliation; or
- substance abuse identified from risk assessment, needs assessment, self-report, or family information.

The CASI will be administered to all youth meeting one of the criteria above. Any youth scoring a 7 or higher on the substance abuse axis of the CASI will be considered eligible for Drug Court services.

Program Elements:

1. Drug Court: A special drug court will be established to review referred cases; probation, public defender, and district attorney will work to jointly agree upon the conditions of probation and the primary elements of the treatment plan; The goals of the drug court will be specifically agreed upon and articulated and will follow a public health model of understanding and addressing addiction issues. There will be regular monthly contacts between judge and probationer to ensure that the treatment and community service mandates are being followed. At all steps of the process, the family of the youth will be encouraged to participate and report to the court with the youth.
2. The model for this drug court will be based upon the already successful model that has been operating in Alameda County for adults for the past two year. The primary ingredient that has created success in this model is the shift in the paradigm among all of the participants in the court room process. The district attorney, the public defender, the judge the court officer act as a team. On hand in the court room are volunteers from the community who are experienced in working with the population and provide assistance in breaking down culture, class and race barriers.
3. Intensive supervision: PO's will have reduced (40:1) caseloads to allow for more intensive supervision.
4. Assessment
5. Case Planning
6. Victim Restitution/Community Service
7. Intensive Day Treatment—a minimum of 3 hours per day, 3 days per week for two months, followed by six months of one-visit-per-week aftercare.
8. Job Training/Placement
9. SB 1760 will allocate funds for the establishment, start up costs and operating reserve for two day treatment center each with capacity to serve 25 youth. The Probation Department will issue an RFP and competitive awards will be made based upon the organizations experience, program design, demonstrated commitment to work with probation youth and their plan for sustainability of the program past start up funds.
10. Funds from the grant will be utilized to pay stipends to youth who are in recovery to work with the Drug Court as advisors and peer role models

The start up funds will be utilized to obtain state certification as an outpatient treatment program that will permit reimbursement for drug treatment of youth with Medi-Cal. In addition, youth who are dual diagnosed will be paid for with Short Doyle Medi-Cal funding. Other long term funding sources for uninsured youth will be explored and secured.

Evaluation Design: This component provides enhanced substance abuse treatment to post-adjudication youth. Youth meeting any of the following

criteria will be referred for screening, using the CASI, to determine eligibility for Drug Court services:

- Arrest for a drug-related crime;
- More than two arrests for property crimes;
- Known gang affiliation;
- Identified substance abuse from the risk assessment, the needs assessment, self-report, or family information.

All youth who score a 7 or above on the substance abuse axis will be considered eligible for Drug Court services. Of these youth, 80 per year (200 total) will be randomly assigned to the experimental group and will receive enhanced substance abuse related case management services. Fifty youth per year (150 total) will be randomly assigned to the control group and will receive traditional probation services. The length of intervention is one year.

A process evaluation identifies the major program elements that are fundamental to how programs operate and helps to assess the impact of these programs. The effectiveness of the Drug Court model will be more meaningful when examined with an understanding of implementation activities. Our approach includes an examination of the following elements:

- the **context** of the program, including site characteristics and justice system trends. Specific research questions include:
 1. How were substance abuse treatment services delivered prior to the implementation of the Drug Court?
 2. At what point in the system are Drug Court services administered? Is this entry point appropriate to the overall functioning of the system?
 3. To what extent are Drug Court services accepted by administrators, judges, prosecutors, and public defenders?
 4. How were grantees of community-based outpatient treatment facility awards selected? What communities will they serve?
- the methods for **identifying eligible participants**, including selection, risk and needs assessment procedures. Specific research questions include:
 5. How were participants selected? What were the range of scores on the CASI? Does the cutoff point of 7 on the substance abuse axis seem appropriate? How are eligible youth different from non-eligible youth?
 6. What was the size of the target population? Were there enough youth to fill service slots? Does the program capacity need to be expanded to meet the needs of the population?
 7. What is the profile of youth receiving Drug Court services (e.g. mental health status, ethnicity, offense history, age, family situation, etc.)?
- the specific **intervention**, including service descriptions, frequency of referrals for community based services. Specific research questions include:

8. How were risks, needs, and individual circumstances addressed through the program's case management process?
 9. To what extent were community-based substance abuse treatment services used? How were the programs identified?
 10. To what extent did the available services fit the treatment needs of the clients?
 11. What were the expectations for the type, duration, and frequency of client contacts? How were these contacts tracked?
- the organizational **linkages** that either helped or hindered program implementation. Specific research questions include:
 12. Within the Drug Court, what is the organizational relationship and structure among the different types of service providers?
 13. Describe the quality of communication between Drug Court case managers and community-based service providers (frequency, detail, usefulness). What interferes with dependable interagency communication?
 14. To what extent is the Drug Court supported by existing justice system structures? How could these internal linkages be more helpful?
 15. Which community-based linkages have been most useful to program implementation and service delivery? Why?
 - the **goals** of the program and the criteria for determining success in meeting these objectives. Specific research questions include:
 16. What are the specific objectives for the Drug Court? How are these objectives measured? Are these measures appropriate and sufficient to measure progress?
 17. How many youth completed the program successfully? How many were terminated unsuccessfully, and why? Were there differences between these two groups in terms of demographics or offense type?

NCCD will also conduct an impact evaluation to determine the effectiveness of Drug Court as compared to traditional probation services. Baseline data will be collected for both groups, including demographics and prior criminal history. These baseline data will be useful in establishing the link between drug use and involvement in delinquency. The CASI will have been administered to youth in both the experimental and control groups to establish initial eligibility, and will also be used as a baseline measurement for psycho-social adjustment. Important to the efficacy evaluation is rigorous tracking of the nature, frequency, and duration of service contacts. These indicators will be monitored using the tracking form devised for these demonstration projects. The following outcome measures will be assessed at the termination of the intervention period and after a 12-month follow up period:

- arrest rates and other measures of recidivism (reconviction and subsequent placement);
- rates of positive and negative termination of probation;
- rates of completion of community service and restitution;
- rates and severity of reoffending;
- school adjustment (attendance, behavior and grades);
- program specific outcomes including frequency and severity of substance abuse; and
- cost effectiveness of the Drug Court as compared to traditional probation services.

In addition to these outcome measures, the CASI will be re-administered at the termination of the intervention period and after a 12-month follow up period to detect changes in family situation, school adjustment, employment, and peer relationships. These data will be compared for the experimental and control groups to determine the effectiveness of the Drug Court as a justice system intervention.

■ High Impact Learning Center

Rationale: The Needs Assessment process revealed that educational failure among youth on probation is a critical problem requiring an immediate and targeted response. Additionally, profiles of delinquent youth who are failing in or who have been expelled from school indicate that they are also highly likely to be experiencing serious emotional and family problems as well as substance dependency. Consequently, these co-occurring educational and other problems must be address simultaneously if intervention and treatment are to be successful.

Program Overview

Operated as a partnership between the County Office of Education and the Probation Department the goal of this program is to immediately improve the academic functioning of students who have been expelled from school and who are on probation and return them, with ongoing support and advocacy services to mainstream schools.

The High Impact Learning Center (HILC) will provide a hub of intensive educational services including basic, remedial and specialized learning disabilities services and a defined constellation of substance abuse and family counseling services which will be flexibly tailored to meet the individual needs of each youth.

Elements of the HILC design were drawn from multiple existing models that have proven promising including the Threshold Day Treatment and Sober Classroom programs in Marin County, California. These elements will be re-configured to meet the unique needs of Alameda County

The core educational component will be operated by the County Office of Education within an attractive and accessible school setting during regular school hours. County educational staff will provide the basic, remedial and special educational services in a manner that addresses each student's individualized needs yet allows some group classroom interaction. Probation staff and other professionals including substance abuse family and group counseling will be co-located on the school site providing adjunctive services. Extended Day services, recreational activities and other extra-curricula activities will be provided by a variety of community based programs on site.

Special activities such as substance abuse education and treatment will take place on site during and after regular school hours. Van transportation to and from the site will be provided to enable family members to participate in on-site family meetings and to transport youth to and from programs and services.

Upon entry into the program youth will receive a comprehensive and standardized learning and perceptual, substance abuse and psycho-social evaluation. Additionally, each child and family will receive an in-home family evaluation.

Core Components:

- A comprehensive learning and perceptual disability diagnostic assessment and individualized learning program for each student
- A high quality substance abuse treatment program and corresponding sober student community culture
- Family case management services that are initiated with a comprehensive in-home assessment for each incoming student
- Intensive remedial education and coaching that will provide each student with the literacy skills they require to excel academically.
- Individualized case plans that include clearly defined strategy for ongoing care once the youth has completed the program and returned to regular school.

The school curriculum and program components will be particularly sensitive to gender specific issues. Currently, females fair poorly in this school setting.

Evaluation Design: This component is designed to enhance the quality of educational and other support services to youth on probation who are either expelled, or who are severely and chronically truant from community schools. Of the total population of youth meeting these eligibility requirements, 125 per year (400 over the entire demonstration project) will be randomly assigned to the experimental group and will receive enhanced educational services and services to address co-occurring problems. One hundred youth per year (300 total) will be randomly assigned to the control group and will receive traditional services from probation and county or community schools. The length of intervention will be determined by the severity of the youth's needs.

A process evaluation identifies the major program elements that are fundamental to how programs operate and helps to assess the impact of

these programs. Outcome data will be more meaningful when viewed in the context of an analysis of the quality of program implementation. Our approach includes an examination of the following elements:

- the **context** of the program, including site characteristics and justice system trends. Specific research questions include:
 1. How does the High Impact Learning Center fit in to the existing educational options for probation youth? How is the HILC different from these other options?
 2. To what extent do administrators and probation officers accept, support, and utilize the HILC?
- the methods for **identifying eligible participants**, including selection, risk and needs assessment procedures. Specific research questions include:
 3. How are students determined to be eligible for HILC services? By what process are they referred for services?
 4. What are the characteristics of the students of the HILC? What are their educational status, histories, and challenges (IEP, learning and perceptual disorders, co-occurring substance abuse, etc.)?
 5. Is the pool of potential students large enough to justify this program? Does the capacity of the program need to be enlarged?
- the specific **intervention**, including service descriptions, frequency of referrals for community based services. Specific research questions include:
 6. Did the program have an underlying mission or conceptual framework to go from identifying individual risks and needs to developing a coherent treatment plan?
 7. How were risks, needs, and individual circumstances addressed through the program's case management process?
 8. Is the case management coordinated, comprehensive, and consistent?
 9. What types and amounts of services were provided by the program or by contracted services? How were these contacts tracked?
- the organizational **linkages** that either helped or hindered program implementation. Specific research questions include:
 10. Which agencies were involved in the development of the program and the provision of services and how were they chosen?
 11. How are referrals to community-based services made, and verified?
 12. Which relationships facilitated the delivery of services? How? Which relationships hindered the delivery of services? How?
- the **goals** of the program and the criteria for determining success in meeting these objectives. Specific research questions include:

13. What are the specific goals articulated for the program? What is the balance between education and co-occurring challenges?
14. How are the outcomes measured? Are the instruments adequate and appropriate to identify progress?
15. How many youths completed the program and what were their characteristics? How many youth were terminated unsuccessfully and why?

In addition to the process evaluation, NCCD will conduct an impact evaluation to determine the effectiveness of the High Impact Learning Center as compared to traditional probation and education services. Baseline data will be collected for both groups, including demographics and prior criminal history. Both groups will also receive a standardized education assessment to determine grade level equivalency (such as the TABE or Woodcock-Johnson). The CASI will also be administered to both the experimental and control groups to establish baseline psycho-social adjustment. Important to the efficacy evaluation is rigorous tracking of the nature, frequency, and duration of service contacts. These indicators will be monitored using the tracking form devised for these demonstration projects. The following outcome measures will be assessed at the termination of the intervention period and after a 12-month follow up period:

- arrest rates and other measures of recidivism (reconviction and subsequent placement);
- rates of positive and negative termination of probation;
- rates of completion of community service and restitution;
- rates and severity of reoffending;
- school adjustment (attendance, behavior and grades);
- program-specific outcomes related to educational achievement; and
- cost-effectiveness of the HILC as compared to traditional probation and education services.

In addition to these outcome measures, the CASI will be re-administered at the termination of the intervention period and after a 12-month follow up period to detect changes in substance abuse, family situation, school adjustment, employment, and peer relationships. These data will be compared for the experimental and control groups to determine the effectiveness of the High Impact Learning Center as a justice system intervention.

Early Intervention Program Elements

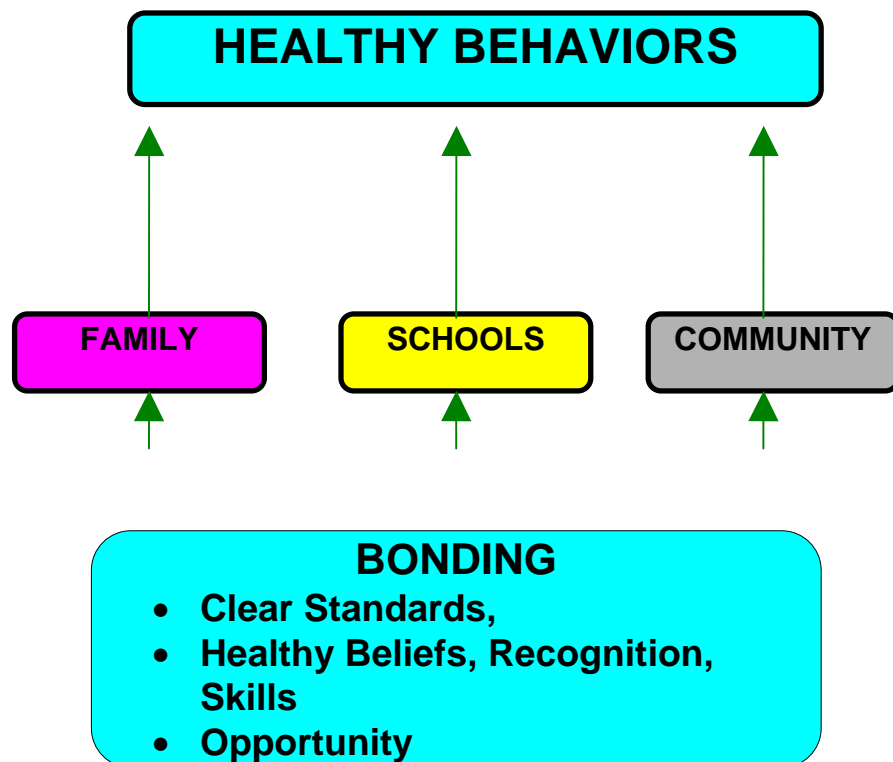
From the start the MAJJCC was clear that any attempt to adequately address juvenile crime would be incomplete and ineffective without including straddles

to address prevention and early intervention. We heard from community members and professionals alike that too little was done to late for our youth and that resources need to be committed to preventing youth from every getting to the point where graduated sanctions and expensive intensive programming is necessary. The following efforts are included in out plan and SB 1760.

■ Mentors and Community Volunteers

Studies have indicated that there are several key protective factors that can reduce an individual youth's risk for juvenile delinquency even in the midst of a community with extensive risk factors. The establishment of a relationship with a caring and nurturing adult role model enhances protective processes by strengthening bonding to schools, family and community while strengthening healthy beliefs and setting clear positive standards.

Within Alameda County many efforts are underway to harness and direct the energies of volunteers within the community to act as mentors, tutors, trainers and peer supporters. Community based organizations, churches, schools, businesses and other local entities are capable of recruiting, training and fostering volunteers to work with high risk youth and enhance protective factors within communities. SB 1760 will build upon those efforts that are already underway, strengthening the capacity to deliver services to youth who are at risk for becoming part of the probation system within targeted high risk communities.



Program Design: RFP's will be issued by the Probation Department for mentoring services for youth from the target population. Three to five programs will be chosen to receive funding to increase their services to the targeted population. The CBO's will be selected to provide these services based on their demonstrated commitment and ability to serve a significant portion of at-risk youth, provide quality mentoring services that conform to the standards of mentoring programs described in the *Guide to Implementing the Comprehensive Strategy*, and their ability to conform to the specified evaluation standards.

Evaluation Design: This component provides community-based mentoring services to at-risk youth who live in the target area of the CBO's that respond to the RFP. Because the target population consists of youths who are not under probation supervision, random assignment is unfeasible. Therefore, a quasi-experimental design will be employed, using a sample of youth matched according to demographics, educational status, and prior criminal history. Because the at-risk population is so and the capacity of the community-based efforts is limited, there will be some at-risk youth who do not receive mentors. The youth who do receive mentors (the experimental group) will be matched to youth who do not receive mentors (the control group). Statistical analyses will be conducted to ensure that there are no systematic differences between these two groups. The length of intervention will be determined by the design implemented by the CBO's.

A process evaluation identifies the major program elements that are fundamental to program operation and helps to assess the impact of the programs. A process evaluation is critical to this component in order to assess conformity to the known characteristics of effective mentoring programs. Our approach includes the following:

- the **context** of the program, including site characteristics and an assessment of the target communities' risk and protective factors. Specific research questions include:
 1. What were the particular site characteristics (e.g. description of the community) and juvenile justice trends (e.g. number of arrests, detention rates, truancy rates, etc.) of the target areas?
 2. What is the structure of the community-based organization and what is its commitment to working with at-risk youth?
 3. What other resources exist in the target community to serve at-risk youth?
- the methods for **identifying eligible participants**, including numbers served, methods for identifying at-risk youth, and for making services available. Specific research question include:
 4. Who is eligible for these services? How are the eligibility criteria defined?

5. How are eligible youth selected for services? What are the characteristics of this population (e.g. demographics, educational status, contact with law enforcement)?
 6. Is there any systematic bias toward accepting or rejecting particular subgroups of ostensibly eligible juveniles?
- the specific **intervention**, including the demographics of the mentors, frequency, duration, and type of contact. Specific research questions include:
 7. How were individual risks, needs and circumstances addressed through the provision of mentoring services?
 8. What was the expectation for the type, frequency, intensity, and duration of client contacts? How were these contacts tracked?
 9. How were rewards and sanctions applied in response to the youth's behavior?
 - the organizational **linkages** that either helped or hindered program implementation. Specific research questions include:
 10. How were mentors and volunteers recruited from the larger community? What are the characteristics of these individuals?
 11. Which community organizations were particularly useful for accessing mentors?
 12. Which community relationships need to be cultivated to enhance their willingness to serve at-risk youth?
 - the **goals** of the program and the criteria for determining success in meeting these objectives. Specific research questions include:
 13. Have specific goals been articulated for the program? Where they consistent with the juvenile justice system and the community?
 14. Were the goals clearly identified with specific service components corresponding to each goal?
 15. How many youth completed the program and what were their characteristics? How many youth terminated unsuccessfully and why?
 16. What were the expected outcomes and how were they measured?

In addition to the process evaluation, NCCD will conduct an impact evaluation to assess the effectiveness of the Mentoring Component to prevent youth from becoming involved in delinquency. Baseline data will be collected including demographics and an assessment of risk factors. The Problem Oriented Screening Instrument for Teens (POSIT), a self report instrument, will be used to assess the youths' functioning with regard to key risk factors.

Outcome measures will include:

- arrest rates;
- rates and severity of offending; and
- pre-and post-test differences on the POSIT subscales.

These data will be collected using a variety of automated systems (law enforcement and probation data). The POSIT will be administered as a pre-and post-test, and after the designated follow-up period (9 or 12 months). These data will be compared to assess the efficacy of mentoring services as a resource to prevent delinquency.

■ Truancy Mediation and Intervention

Rationale: The Truancy Mediation Services Initiative is based upon the following insights about truancy and its relation to delinquency:

- a) Truancy is related to several factors known to contribute to an individual's risk of involvement in delinquency including poor academic performance, low commitment to school, and early and persistent disruptive classroom behavior.
- b) Truancy is an effective early warning sign of personal, family, educational, and social problems that place a youth at high risk for delinquency. This offers the opportunity for effectively identifying families and youth who would benefit from early intervention services.
- c) Reducing high levels of truancy in the community involves increasing adult engagement with youth, resident engagement with schools and other public institutions, and institutional engagement with residents. It involves addressing the complex causes of family and community disorganization that underlie delinquency. Consequently, truancy reduction can provide a focus and an outcome indicator for community revitalization and delinquency prevention efforts.

Program Summary: The Fremont-Hayward Corridor Truancy Mediation program will target Fremont, Newark, Union City and Hayward area youth. This effort will strengthen a continuum of truancy related services by utilizing existing components, enhancing others, and creating services to meet the needs of Alameda County students and their families living in the targeted area. Most importantly, truancy services will be tailored to the individual needs of each youth and family.

The continuum of services involved the following steps:

1. Processing of students who are truant by SARB school district
2. SARB intervention and identification of problems underlying truancy
3. SARB referral to Probation, based on outcome of hearing and assessment of facts
4. Intervention by Probation Officer; assessment of the causative factors and level of youth and family cooperation

5. After assessment and case management by the Probation Officer, options may include:
 - Direct case management by community-based organization, status offender network, or provision of other concrete services
 - Peer Court with continued PO support, services and tracking
 - Truancy Court utilizing existing structures in Fremont with continued PO support, services, and tracking
 - DA referral.

Because Elementary and Middle School students are less likely to be beyond parental control than high school students, and more likely to accept adult authority as represented by the court, our truancy court effort will be targeted to elementary and middle school students. Older students will be processed through the Peer Mediation process, which will utilize the McCollum Youth Court as a model. Referral to the District Attorney will be used only when the youth and family do not respond to other interventions.

As a pilot, we will work with an existing truancy court in Fremont, extending the targeted area to create a Truancy Mediation Corridor between Hayward and Fremont. The Corridor will be provided with the staff support and social service infrastructure it currently lacks and requires to become a best practice model for testing the truancy mediation services concept. An evaluation with a rigorous experimental design will then assess student and family outcomes, along with school district revenue enhancements resulting from increased ADA. If this program is successful, Alameda County will begin working to establish partnerships with local schools, the courts, and the Probation Department to replicate this model throughout the county.

This model involves an escalating series of interventions with case management and social service interventions designed to address the entire family. Participating agencies will include Youth and Family Services, the DSO Coalition (Status Offender Network) and other community based organizations from whom services for youth and their families can be purchased with vouchers through the probation officer and the court.

Program Evaluation: This component provides enhanced truancy-related services to youths who have been reviewed and referred by the SARB in their school districts. Once a youth has been screened by the SARB and deemed in need of probation services, randomized experimental and control groups will be selected. The experimental condition will consist of enhanced truancy-related case management by a Probation Officer and will serve 75 youths per year (225 during the entire demonstration project). The control condition will consist of traditional post-SARB processing by the school district, and will include 50 youths per year (125 during the entire demonstration project). The length of intervention will be 6 months.

A process evaluation identifies the major program elements that are fundamental to how programs operate and helps to assess the impact of

these programs. Our approach includes an examination of the following elements:

- the **context** of the program, including site characteristics and trends in truancy behavior. Specific research questions include:
 1. What are the characteristics of the target communities (e.g. demographics, crime rates, etc)? What are the truancy rates, school-wide, in the target communities?
 2. How do the services of the Truancy Mediation component enhance existing services available to truant youth?
 3. To what degree are the services accepted and utilized by administrators in both the probation and education systems?
- the methods for **identifying eligible participants**, including selection, and responsibility for and processing of referrals. Specific research questions include:
 4. How are students selected for truancy mediation services? What characteristics distinguish them from students who are not selected (i.e. those who are not referred to the probation officer)?
 5. What are the characteristics of the youth served by this program (e.g. demographics, prior arrests, school attendance and behavior, grades)?
- the specific truancy-related **intervention**, including service descriptions, frequency of referrals to community-based providers. Specific research questions include:
 6. What types of services are provided to the youth referred for truancy mediation services?
 7. How do students proceed from one level to the next in the continuum of truancy related services?
 8. What types of services are provided by community based organizations? How are these contacts monitored and tracked?
- the organizational **linkages** that either helped or hindered program implementation. Specific research questions include:
 9. How are contracts established for community based services?
 10. What is the quality of the communication between the different systems and professionals interacting with the youths?
 11. Which relationships helped the delivery of services? How? Which relationships hindered the effort? How?
- the **goals** of the program and the criteria for determining success in meeting these objectives. Specific research questions include:
 12. What are the specific objectives and outcomes expected from the intervention? How are they measured?

13. Were the goals of the program clearly identified with specific services corresponding to each goal?

14. Did families cooperate with program objectives?

In addition to a process evaluation, NCCD will conduct an impact evaluation to determine the effectiveness of the Truancy Mediation services as compared to regular SARB processing. The experimental and control groups will be compared according to the following outcomes:

- arrest rates;
- attendance rates;
- school performance and behavior;
- improvements on the subscales of the CASI.

The data will be collected through a variety of automated tracking systems and test administration. Baseline data will be collected including demographics, educational status, and legal characteristics (e.g. prior arrest record, prior referrals to probation). Upon assignment to either the experimental or control groups, the CASI will be administered to each youth. The same information will be collected at the end of the intervention period, along with specific indicators of program intensity and interventions. Data will be collected again after a 9 month follow up period. Data from each of the three time periods (baseline, end of intervention, follow-up) will be compared for the two groups to determine the effectiveness of the Truancy Mediation Services component.

■ Prevention Planning and Program Development

Alameda County is committed to developing and implementing a long range comprehensive prevention strategy that is based upon reducing risk factors for juvenile delinquency while enhancing protective factors for individuals and strengthening community assets. The Multi-Agency Juvenile Justice Coordinating Council established through SB 1760 recognizes that any attempt to implement a comprehensive strategy for the juvenile justice system must include coordinated prevention activities aimed at the individual, the family, the school and the local community. The Department of Justice has paid considerable attention to this aspect of the continuum in its model for a comprehensive juvenile justice strategy and has established an excellent road map through its Communities That Care. The Probation Department has purchased the tool kit and training packet for Communities that Care and is committed to utilizing these well tested tools in the development of a prevention strategy.

The SB 1760 planning process has determined that there is public consensus in Alameda County for supporting prevention strategies. Through focus groups, Coordinating Council discussions and sub-committee meetings, a dominant theme emerged that too little is done too late for youth, that resources to prevent youth from ever becoming involved in costly high end

care is under-funded and uncoordinated and that public institutions have failed in their responsibility to protect and advocate for high risk youth.

The objectives of prevention will be:

- To identify specific communities within Alameda County where risk factor data suggest the strong need for prevention programs;
- To identify within those communities organizations, programs and activities that mitigate against these identified risk factors;
- To identify within those communities program and activities that are not in place that would have a measurable impact on reducing risk factors;
- To provide training, resources and support to strengthen what is and to create what is missing;
- In collaboration with existing county-wide and local planning efforts, to develop a long range county-wide prevention plan, and to develop multi-agency coordination and pooled funding for its implementation.
- A primary focus of the development and implementation of the county-wide prevention strategy will be focusing on gang prevention and intervention. This work will be based upon the efforts that are already underway with the Alameda County Gang Task Force and will involve the Public Defender and the District Attorney in the planning process.

Communities for targeted prevention activities will be chosen based upon analysis of comparative data. Criteria for selection of pilot communities will include:

1. Level of risk
2. Strength of existing local institutions;
3. Willingness to participate.

Outcomes:

- By July 1, 1998, the Coordinating Council will produce a county-wide juvenile delinquency prevention plan. This plan will include a comprehensive inventory of community risks and community assets. The plan will specify a county wide systems coordinated approach to mobilizing community resources to enhance protective factors and reduce risk factors. The plan will include identification of resources to implement the prevention plan as well as an evaluation component.
- By July 1, 1998, the Coordinating Council will have selected a minimum of two target communities, will have mobilized local organizations and citizens into a Youth Prevention Advisory Board, and will have developed a comprehensive prevention plan.
- By July 1, 1998 The Coordinating Council will receive, review and approve a County wide plan of Gang Prevention and Intervention Strategies. This

plan will build upon the ongoing efforts of the Alameda County Gang Task Force and will involve the District Attorney and Public Defender. Development of protocol for identification of gang involvement, and planning for system response that ranges from treatment and services to incarceration will be included in the final plan submitted and approved.

- By July 1, 1998 the chart in Appendix 2 will have been applied to every neighborhood in Alameda County that has demonstrated a high level of youth violence, arrest, or truancy. Data on every element for these neighborhoods will be collected and analyzed.

In each category of risk factors, data will be collected, analyzed compared and mapped by neighborhood and maintained for the purposes of bench marking and insuring that long term affects are measured.

Types of data to be collected will include :

- ◇ Numbers, addressees and locations of liquor outlets with correlation to juvenile arrests and incidence of violence at address
- ◇ CPS reports by neighborhood
- ◇ School attendance reports by individual schools
- ◇ Live births to teens by neighborhoods
- ◇ High school graduation rates
- ◇ School drop out rate
- ◇ School expulsion/suspension rates
- ◇ Children injured by or killed by guns

Implementation Time Frames

The following charts illustrate the proposed timelines for the implementation of each program component. These timelines take into account the time needed to contract with community-based services, hire and train staff, and assign caseloads. Further, the timelines reflect the time needed to conduct process and impact evaluations within the three year demonstration period.

Conclusion

The results of the extensive data analyses, coupled with the experiences of approximately 400 citizens, professionals, parents, and youths suggest that the Alameda County juvenile justice system is at a pivotal juncture in its planning. Faced with the choice of “business as usual” or of a complete revitalization, Alameda County has committed itself to broad reforms of its existing juvenile justice system. Adopting the *Comprehensive Strategy for Serious, Violent, and Chronic Offenders* has necessitated choices and commitments that force the system to be more accountable to the youth it is designed to serve. This strategy is research based, and requires a keen insight into the size, shape, and characteristics of the juvenile offender population. The extensive data analyses create a picture of a county that is challenged by a large number of chronic offenders who continue to utilize a tremendous amount of time, energy, and resources, with few visible results. Instead of an Eight Percent Solution, Alameda County needs a Twenty Percent Solution in order to make a demonstrable impact on its juvenile crime rate.

The data analyses, along with key experiences from the focus groups, suggest that in order to make such an impact, Alameda County must do more for its youth. Probation youth are experiencing severe and multiple problems across several areas of their lives. An effective justice system must provide a larger array of services that respond to the major areas of family, individual, and community breakdown. Further, the traditional tools for supervision and incarceration are clearly not sufficient to deter the serious and chronic juvenile offender. It is vital to recall that virtually all of the serious and chronic offenders have been through the juvenile justice system many times before, with little demonstrable impact on juvenile crime. Clearly, juvenile justice services must not only provide more intensive supervision, but must also develop need-specific programming that combats the co-occurring problems that make sanctions ineffective for many youth. Finally, the data demonstrate that we must interrupt a potentially long history within the system by intervening at an earlier age.

These tasks cannot be undertaken as an isolated, solitary endeavor. Instead, the entire community surrounding the youth must be mobilized to reduce risk factors and to enhance protective factors. The success of a new system for caring for troubled youth depends on the ability to increase the youths’ engagement with prosocial adults and the community, and to revitalize community and adult commitment to take responsibility for providing needed guidance, services, and opportunities to troubled youth. Clearly, a new model of juvenile justice that addresses such multifaceted needs and that requires such an investment of resources and energy must be a collaborative effort. In this spirit, the Alameda County Multi-agency Coordinating Council blends a diversity of knowledge, expertise, and experience to provide oversight, guidance, and momentum to this effort.

Together, the needs suggested by the data and the planning accomplished by the Multi-agency Committee have resulted in the Continuum of Care described in this Local Action Plan. This Continuum possesses several features which indicate its uniqueness and its ability to rise to the challenge posed by the problem of juvenile crime. First, it demonstrates a commitment to provide a comprehensive continuum of options and services to address the needs of individual youths. Each component, Prevention and Gang Strategy, Mentors and Community Volunteers, Truancy Mediation, Community Probation, Female Offenders Continuum, and the High Impact Learning Center, represent one piece of this continuum that encompasses prevention, intermediate, and increasingly graduated sanctions. In addition to representing a full continuum, several components have an internal continuum that permits a multitude of responses to meet the youths' changing needs. The Continuum also demonstrates Alameda County's commitment to the *Comprehensive Strategy*, in that each component targets risk factors and works to enhance protective factors that mitigate against future involvement in delinquency.

Second, the design of each component of the continuum demonstrates the county's priority for program evaluation. Each program was carefully designed with specific desired outcomes that are tied to particular service components. Wanting to demonstrate what works with juvenile offenders, Alameda County has enlisted the expertise of consultants who have a long history of designing evaluations that clearly assess the efficacy of justice system interventions. Each component is expected to have a demonstrable impact on global outcomes (such as arrest rates) as well as on intervention-specific indicators of effectiveness (such as decreasing an individual's substance abusing behavior). Employing a wide variety of outcome measures, Alameda County's Continuum of Care represents an unprecedented approach to program implementation that requires a rigorous evaluation to be built into the program design.

Knowing "what works" will not only improve Alameda's ability to improve individual outcomes, but will also permit the county to make program, resource, and policy decisions that are research based and results driven. Integrating a structured decision making system and adopting a standard battery of validated assessment tools testifies to Alameda County's commitment to make juvenile justice more rational and systematic.

Finally, we believe that enhancing the justice system's response in this way will set the standard for local, state, and national juvenile justice policy. This Local Action Plan represents an ambitious strategy of reform that will define county policy in both the short- and long-term. Informed by research, data, and citizen input, this plan works to strengthen the bonds between the youths, adults, and institutions of Alameda County, and to provide greater opportunities for youths to lead successful and personally rewarding lives.

APPENDIX 1: FOCUS GROUP LIST

Focus Group Category	Contact Organization	Date Held	Place	# of Participants
Incarcerated Youth- Camp Sweeney -Youth Summit	Ron Johnson	12/1	Camp Sweeney San Leandro	15
Incarcerated Youth- Camp Ready- Youth Summit	Ron Johnson	12/2	Camp Ready San Leandro	20
Incarcerated Youth Girls	Robert Dillon	1/14	Camp Sweeney	8
Juvenile Police Officers	Theresa Smith,	1/14	Camp Sweeney LLJ Rm 2600	19
Public Defenders	Sheri Schoenberg	1/15	600 Washington Oakland	8
Community Based Service Providers	Probation Dept.	1/15	Probation Depart. Oakland	4
Juvenile Probation Officers North County	Phil Lum	1/16	400 Broadway Oakland	13
Incarcerated Youth Boys	Robert Dillon Michael Harris	1/17	Juvenile Hall San Leandro	10
Parents of Youth at Juvenile Hall	Jim Ladner	1/19	Juvenile Hall San Leandro	15
Counselors, Supervisors-Juvenile Hall	Jim Ladner	1/21	Juvenile Hall San Leandro	16
Youth in Recovery	Ben Eiland Gilbert Martinez ICSI	1/22	22612 Foothill Hayward	13
Youth Guidance Center- Mental Health Counselors	Madeline Nelson	1/22	Youth Guidance Center San Leandro	10
Suspended Youth	Youth ALIVE! Deane Calhoun	1/22	Shiloh School Oakland	10
Out of School Youth	Don Godbold	1/22	Scotlan Youth Center, Oakland	5
Parents of Out of School Youth	Don Godbold	1/22	Scotlan Youth Center Oakland	8

Community Based Service Providers	Probation Dept.	1/23	Probation Department Oakland	2
Welfare Workers	Rodger Lum Pat Englehart Paul Davis	1/23	Enterprise Way -Oakland	8
District Attorneys	Jack Radisch	1/27	District Attorney's Office, Oakland	7
Incarcerated Fathers	Darryl McMillon	1/27	Camp Sweeney	11
Teachers at Juvenile Hall, Camp Sweeney, Camp Ready, Chabot	Virgina DeJulio	1/27	Juvenile Hall San Leandro	17
Berkeley Police, Youth Services Division	Inspector Gaebe	1/28	Police Department Berkeley	4
Status Offender Coalition	Paula Barber	1/28	9925 East 14th St Oakland	20
Status Offenders	Don Godbold	1/29	Scotlan Youth Center	2
Faith Community	Elder Ferrell Darryl McMillion	1/30	Network Communication Oakland	7
Fremont School Teachers	Shirley Kesterke	1/30	Fremont Unified School District Offices	6
Parents in a Support Group -West Oakland	Millie Cleveland	1/30	West Oakland Healthy Start	22
Youth Violence Prevention Program - Boys 15 -18	Ron Been	1/30.	Camp Sweeney San Leandro	16
Child Protective Services	Rodger Lum Pat Englehart	1/30	Franklin Street, Oakland	8
Female Homeless Youth	Areda Boyd	1/31	Roger House San Leandro	3
Youth in Employment Training	CCET- Vallecitos Beverly Dancey	1/31	Hayward	9
Youth who have been through the JJ system and are doing well	Martin Jacks Mentoring Center	2/3	Mentoring Center Preservation Park Oakland	3
Community & Youth Police Officers	Chief Al Guzman Officer Munoz	2/4	Union City Police Depart.	3
Parents of Youth on Probation	Gilbert Martinez ICSI	2/4	Hayward	3

Youth who are mentors and mediators	Millie Cleveland	2/5	McClymont High School Oakland	7
Total # of Focus Groups 34				Total # Participants 344

Alameda County Juvenile Delinquency Risk Factors

	Adolescent Problem Behaviors				
	Substance Abuse	Delinquency	Teen Pregnancy	School Drop-Out	Violence
Community					
Availability of drugs	X				
Availability of firearms		X			X
Community laws and norms favorable to drug use, violence, crime	X	X			X
Media portrayals of violence					X
Transitions and mobility	X	X		X	
Low neighborhood attachment and community disorganization	X	X			X
Extreme Economic Deprivation	X	X	X	X	X
Family					
Family history of the problem behavior	X	X	X	X	
Family management problems	X	X	X	X	X
Family conflict	X	X	X	X	X
Favorable parental attitudes and involvement in the problem behavior	X	X			X
School					
Early and persistent antisocial behavior	X	X	X	X	X
Academic failure beginning in elementary school	X	X	X	X	X
Lack of commitment to school	X	X	X	X	
Individual/Peer					
Rebelliousness	X	X		X	
Friends who engage in the problem behavior	X	X	X	X	X
Favorable attitudes toward the problem behavior	X	X	X	X	
Early initiation of the problem behavior	X	X	X	X	X
Constitutional factors	X	X			X

Adapted from Hawkins and Catalano, *Communities that Care*