Community-Based Juvenile Justice in San Francisco: Huckleberry Youth Programs’ Community Assessment & Resource Center (CARC)

Denise Coleman, MSW | Director of Juvenile Justice Programs
Elizabeth Ascher, Ph.D. | Director of Research and Evaluation

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CARC Overview

- **Single largest juvenile justice diversion program** in San Francisco
- **Unique on-site collaboration** of Police Department, Sheriff Department, Juvenile Probation, and CBOs
- Provides youth, on the day of arrest, **with single point of entry** for:
  - Assessment
  - Service integration
  - Referral
  - Booking
  - Crisis intervention
  - Intensive case management
  - Counseling (as needed)
  - Mentoring (in select cases)
History

• In the 1990s juvenile crime rates were on the rise and juvenile hall was over-crowded.

• San Francisco won a 1997 California Challenge Grant to undergo a comprehensive juvenile justice reform effort.

• Local Action Plan was developed with over 100 participants including probation, law enforcement, schools, health and human services, CBOs, youth, parents, clergy, and others.

• Central to this reform effort was the establishment of CARC.

• CARC began in 1998 by Delancey Street, transferred to Huckleberry Youth Programs in 2000 because of our specialization and reputation for serving youth and families.
A Community-Based Alternative
to juvenile hall, CARC has changed how youth are processed at the front end of the juvenile justice system. Eligible San Francisco youth detained by the police are brought directly to CARC, never to see the inside of a police station or juvenile hall.

Community-based programs are proven to reduce recidivism, promote positive life-outcomes for youth, improve public safety, and are more cost-effective than incarceration.¹

CARC Expansion

- The District Attorney is diverting an increasing number of felony offenders to CARC, with the implementation of *restorative community conferencing* and *deferred charging initiatives*.
- CARC has recently expanded services to provide a *one-time, point of arrest intervention for out-of-county youth*.
- CARC Advisory Board initiatives have led to:
  - Successful efforts to *minimize police presence in schools*,
  - *Expand admonishment practices* in the field, and
  - Institute *changes to the SFPD General Order 7.01*, authorizing police to bring youth to Huckleberry’s shelter to eliminate arrests for status offenses and mandating police to contact CARC when arresting a youth.
Results

• CARC is one of the programs credited with reducing juvenile detention bookings by 63% over the last 15 years.

• CARC has a low (25-33%) recidivism rate among clients who complete the program.

• CARC effectively diverts about one-third of arrested youth from detention and formal probation at just a fraction of the cost of detention.

• CARC clients re-engage in school, secure jobs, and participate in positive recreational activities.
Eligibility

CARC serves all youth arrested in San Francisco, 11-17, for all misdemeanors and some felonies, except youth who are on probation or who have been arrested for violent-serious offenses.

<table>
<thead>
<tr>
<th>Examples of Eligible Offenses</th>
<th>Examples of Non-Eligible Offenses</th>
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</thead>
<tbody>
<tr>
<td>• Battery</td>
<td>• Assault inflicting serious injury</td>
</tr>
<tr>
<td>• Assault</td>
<td>• Homicide</td>
</tr>
<tr>
<td>• Possession of drugs</td>
<td>• Felony arson</td>
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<tr>
<td>• Theft</td>
<td>• Forcible rape</td>
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<tr>
<td>• Trespassing</td>
<td>• Robbery</td>
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<tr>
<td>• Vandalism</td>
<td>• Warrants</td>
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Basic CARC Overview

1. Police are mandated to call CARC for all juvenile arrests.
2. Police and Probation discuss the situation.
3. If criteria are met, Police transport youth to CARC.
4. On-site Probation Officer takes custody of youth.
5. On-site Sheriff searches and secures youth for processing.
7. On-site therapist provides crisis intervention, family mediation and consultation.
8. Multi-disciplinary team develops case plan.
9. Case Manager meets with family and youth is released to family.
10. CARC provides case management for next 3-9 months.
**CARC Provides**

<table>
<thead>
<tr>
<th>Legal Advocacy and System Diversion</th>
<th>Social Emotional Development</th>
<th>Academic And Vocational Support</th>
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<tbody>
<tr>
<td>Supporting youth in completing the legal consequences of arrest</td>
<td>Creating individualized support plans for each youth and referrals</td>
<td>Connecting youth with positive educational and vocational opportunities</td>
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- Work with the on-site Probation Officer
- Develop and monitor case plan
- Work with legal services providers
- Educate youth and family
- Accompany youth and family through juvenile justice process

- Build relationship with youth
- Provide referrals to services, resources, and pro-social activities
- Help youth strengthen relationship with family
- Ongoing case planning

- Provide school-related support (referrals for tutoring, counselors, etc.)
- Create a vocational plan
- Connect youth with job readiness services, internships, and employment opportunities
CARC Case Management

- **Every youth** is assigned a CARC Case Manager
- Case manager works with the youth and their family for **3-9 months**
- Helps client **complete legal requirements, improve school performance, and connect with helpful services**

**Referral services include:**
- Alcohol & drug intervention
- Mental health counseling
- Employment
- After school programs
- Academic support
- Mentoring programs
- Primary medical care
- Safe housing
- And much more…
CARC Mental Health Services

- Often youth are more at-risk of contact with the juvenile justice system as a result of unmet mental health needs
- About $\frac{1}{3}$ of CARC youth are referred to on-site counseling
- Counselor works with the youth and their family over multiple sessions
- 6-week parent workshops offered in English and Spanish are offered on-site

Mental Health Consultation to Support Case Managers:
- Support for clients or families in crisis at point of arrest
- Consults on difficult cases
- Consults on filing abuse reports
- Promotion of self-care among case managers
Research & Evidence: Program Design

- Research by the **National Council on Crime & Delinquency** in 2001 indicated that youth who completed CARC were significantly less likely to be rearrested.\(^3\)

- The CARC model is based on the **Community Assessment Center** concept, a best practice for diversion by the OJJDP.\(^4\)

- The **Anne E. Casey Foundation** highlighted CARC as a model for juvenile detention reform in a 2006 publication, *Juvenile Detention Risk Assessment*.\(^5\)

- The **Vera Institute of Justice** has invited Huckleberry to present the CARC model at several conferences over the past decade. Huckleberry also presented CARC to the **California Assembly Special Subcommittee on Juvenile Justice**.
Research & Evidence: Program Components

- **The Traumatic Events Screening Inventory for Children (TESI-C)**\(^6\) screens for a wide variety of traumatic experiences.

- Youth are screened for trauma symptoms via **Child Report of Post-traumatic Symptoms (CROPS)**.\(^7\)

- **Social Skills Improvement System Assessment and Intervention Program (SSIS)**\(^8\) informs domains of CARC’s work with social skills development.

- Following a successful pilot with the DA’s Office, CARC is in the process of implementing **Restorative Community Circles (RCC)**,\(^9\) a restorative justice process that is proven effective in further reducing recidivism and positively engaging victims.
FY 2018 Demographics
259 Youth Served

Race/Ethnicity
- Latinx: 33%
- African American/Black: 32%
- Multiracial: 14%
- Asian: 8%
- Other: 3%
- Pacific Islander: 2%
- Unknown: 2%

Gender Identity
- Man: 66%
- Woman: 33%
- Transgender/gender nonconforming: 1%

Age
- 16 yrs: 29%
- 17 yrs: 25%
- 15 yrs: 24%
- 14 yrs: 10%
- 10-13 yrs: 10%
- 18 yrs: 2%
- Other: 2%
FY 2018 Demographics
259 Youth Served

**Counties**
- San Francisco: 89%
- Alameda: 5%
- Contra Costa: 3%
- San Mateo: 2%
- Solano: <1%
- Unknown: 1%

**SF Neighborhoods**
- Other: 11%
- Bayview/Hunters Point: 23%
- Ingleside/Excelsior/Outer Mission: 11%
- Visitacion Valley/Sunnydale: 9%
- Mission/Bernal Heights: 9%
- Outer Richmond: 6%
- Pacific Heights/Western Addition: 6%
- Parkside: 3%
- Nob Hill/Russian Hill: 3%
- Potrero Hill: 3%
- Treasure Island: 3%
- Twin Peaks/Glen Park: 4%
- Hayes Valley/Civic Center: 6%
- SOMA: 4%
Clients Arrested FY 2018

Youth* NOT assessed at CARC

- Infraction: 1%
- Other: 1%
- Misdeemeanor: 27%
- Felony: 72%

Clients* assessed at CARC

- Misdeemeanor: 64%
- Felony: 36%

* Each graph is unduplicated by youth/client. Those youth receiving multiple charges were only counted once per graph at the level of the most severe degree with which they were charged.
Youth arrested in SF & population served at CARC by fiscal year arrested (July-June) 2010-2018

On average, 29% of youth (31% of SF-county youth) arrested in SF were served by CARC from FY 2010 to 2018.
Population served at CARC by fiscal year receiving services (July-June) 2010-2018

While San Francisco youth arrests have been decreasing, CARC staff are spending more time working with each client.
98% of 772 clients screened* over the past 4 fiscal years reported experiencing at least one trauma type (90% reported 2 or more types; 80% reported 3 or more)

* Clients were screened for trauma exposure via a modified version of the Traumatic Events Screening Inventory (TESI-C; Ippen, Ford, et al. 2002)
Case management time by trauma exposure & PTSD symptom severity per client FYs 2016-2018 (3 years)

Level of Trauma Exposure (N=616)

TESI Items Endorsed (max=16)

PTSD Symptom Severity (N=237)

CROPS Score (max=50, clinical cutoff=19)

$r = .10, p < .05$

$r = .22, p < .01$

TESI = Traumatic Events Screening Inventory; CROPS = Child Report of Post-traumatic Symptoms
Program Outcomes FY 2018

- 78% of youth case managed at CARC successfully completed their probation requirements

- 67% of CARC clients were *not re-arrested* within 1 year following program completion* which is a rate much higher than incarcerated youth (30%)\(^\text{10}\)

- 68% of CARC clients identified as struggling in school improved their school behavior/performance

- 73% of CARC Counseling clients demonstrated an improvement in well-being as measured by PCOMS, an evidence-based tool\(^\text{11}\)

* Of clients completing the program during the prior fiscal year. \(^\text{10}\)Division of Juvenile Justice (DJJ) non-707(b)/290 youth: *California Department of Corrections and Rehabilitation 2010 Juvenile Justice Outcome Evaluation Report* \(^\text{11}\)Duncan, Barry L. “The Partners for Change Outcome Management System (PCOMS): The Heart and Soul of Change Project.” *Canadian Psychology*, Vol 53(2), May 2012, 93-104.