

# **Alameda County, California Comprehensive Study of the Juvenile Justice System**



## **Final Report Volume 1: *Executive Summary and Recommendations***

**Submitted by:  
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Juvenile Justice System- Phase II***

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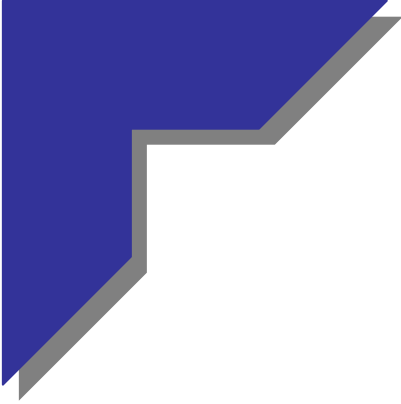
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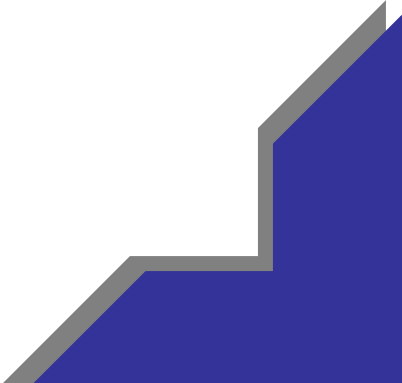
***“We want books that describe guns, violence, sex and drugs”***

***“The only role model I’ve had is my brother and he is a criminal”***

***Two unsolicited statements from minors confined in the  
Alameda County Juvenile Hall***



*1.0 Executive Summary and Recommendations*



## **1.0 Executive Summary and Recommendations**

These unsolicited statements made by two minors detained in Alameda County's Juvenile Hall underscores the urgency to change the attitudes, thinking patterns, and potentially violent behaviors of juvenile offenders involved with Alameda County's Juvenile Justice System. It also reveals the importance of providing positive role models and support services to the families/caregivers of these children to develop their skills.

The findings of this *Comprehensive Study of the Alameda County Juvenile Justice System* will highlight the many strengths of the current juvenile justice system. The study also identified existing gaps and ways in which the system can be strengthened. These are proposed in order to position the juvenile justice system to meet the challenges facing Alameda County's juvenile justice service delivery system.

Alameda County's juvenile justice system is a component of a larger youth services delivery system. While juvenile justice is independent from public health, mental health, substance abuse, education, social services, housing, parks and recreation, community-based organizations, faith-based organizations, and neighborhood organizations, these components are interrelated. Although youth may be court-involved, often, many of these youth continue to be involved in other youth service systems. If one approaches youth services as a whole, without any boundaries, there is only one youth services delivery system operating in Alameda County<sup>1</sup>. This system can be strengthened and made more effective when stakeholders recognize their interdependence on one another and establish opportunities for collaboration and blending of resources.

The overall goals of this study were to analyze gaps in community-based services within Alameda County's juvenile justice system that result in youth being detained in the Juvenile Hall, to assess impediments in juvenile case processing that result in long detention stays and to develop strategies to reduce the number of youth detained in the Juvenile Hall.

The study was divided into two phases. During Phase I, eight Regional Juvenile Justice Roundtables were held in the following four regions of Alameda County:

- Area 1: Oakland, Berkeley, Emeryville, Alameda, Piedmont
- Area 2: San Leandro, San Lorenzo, Hayward, Castro Valley
- Area 3: Union City, Newark, Fremont (Tri-cities)
- Area 4: Dublin, Pleasanton, Sunol, Livermore (Valley)

The purpose of these roundtables was to identify the risk factors that contribute to juvenile crime in these communities.

Phase II involved comprehensive data collection, program analysis, research into best practices and evidence based programming in operation and evolving throughout California and the nation, and consideration of viable options for Alameda County, even in light of the dramatic budget restrictions facing the County.

Nearly 400 individuals were contacted during the course of this project through individual interviews, focus groups, roundtables, briefings and/or telephone surveys. Extensive data was collected with the assistance of various agencies and 30 databases were created. Interviews were conducted with stakeholders throughout the juvenile justice, educational, social services, behavioral health care, substance abuse services and health care systems and with community-based organizations, community advocates, and youth both involved in and outside the juvenile justice system. An analysis was conducted of the characteristics of the minors detained in the Juvenile Hall to determine if there was a potential pool of youth who could be considered for

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<sup>1</sup> Senge, P.M. (1990). The Fifth Discipline: The Art & Practice of The Learning Organization. Currency and Doubleday.



alternatives to detention. The project team conducted a process and immediate impact evaluation of 46 delinquency prevention, early intervention, diversion, alternatives to detention, detention, probation, graduated sanctions, alternatives to placement, placement, and reentry services to minors involved in the juvenile justice system. A case processing analysis was conducted to determine policies and practices that impact on the length of time a minor is detained.

The following is the project team's key findings and recommendations. The team provides recommendations that are intended to enhance and reexamine existing policies, practices and programs to help make them more effective. A key goal in developing these recommendations was to expand service capacities without adding additional staff and additional General Fund revenues. Where recommendations require additional funds, suggestions are made for alternative funding sources. Proposals are presented to expedite juvenile cases through the juvenile justice process and to shorten minors' stay in the Juvenile Hall. New policies, practices and programs are suggested based on evidence-based models in use in California and throughout the nation.

New policies and practices are presented to expedite the juvenile's case through the juvenile justice process and to shorten the minor's stay in the Juvenile Hall. New policies, practices and programs are suggested based on evidence-based models in California and throughout the nation.

The project team suggests that these recommendations be presented to the Steering Committee to determine which recommendations are considered the most important and most feasible to implement immediately. Where appropriate, these recommendations will be refined and new recommendations may be developed for the Final Report, based on feedback from the Steering Committee.

## **1.1 Delinquency Prevention, Early Intervention and Diversion**

### **Key Findings and Conclusions**

1. The Delinquency Prevention Network plays an important role in diverting at-risk youth from the juvenile justice system. If these services were not available, the project team believes that more youth would graduate to delinquent status. In particular, the 11 Youth Service Centers divert status offenders from intake. However, by design, they do not handle minors charged with misdemeanors and minor felonies. These youth are referred to juvenile intake where the majority of them (76.7%) are closed without any services and another 16.7% are placed on informal supervision where they receive little supervision. A study conducted by the Alameda County Probation Department in 1998 (latest data available), found that 50.8% of the cases closed at intake were later rearrested, in some cases, for more serious offenses. Other cases are formally processed but one-third of them are not filed on by the District Attorney.
2. Formal diversion programs for minors charged with minor 602 offenses are administered only in six police departments (Cities of Hayward, Berkeley, Fremont, Livermore, Piedmont and Pleasanton) and the Alameda County Sheriff's Office. With the elimination of Project First, the City of Oakland no longer has a formal diversion program. Youth in Oakland are either counseled and released or returned to their home without any support services from local agencies.

### **Recommendations**

1. Every child referred to a delinquency prevention program should be screened using a standardized Risk, Needs and Responsivity assessment that identifies the youth's risk for

offending and the youth and the family's risk factors, needs and strengths to be addressed during the period of intervention. The Youth Level of Service Inventory-YLS/CMI, Global Appraisal of Individual Needs-GAIN, California Institute for Mental Health-Mental Health Screening Tool are examples to consider (see Appendices for descriptions of these assessment instruments). Long-term, these instruments should be validated on Alameda County's youth population. The Needs Assessment should be used to identify risk factors and problem domains in which further evaluation and a complete assessment should be conducted. Based on this assessment, the highest risk youth should receive the highest level of services because they pose the highest risk to the community and because they have the highest probability of becoming a delinquent. This practice should assist community-based organizations and the Probation Department to prioritize their resources.

2. Secondary assessments should be conducted by treatment providers qualified to conduct these assessments on those domains identified at intake as requiring further evaluation (California Institute for Mental Health-Mental Health Screening Tool, Adolescent Anger Rating Scale, State Trait Anger Expression Inventory, Beck's Depression Inventory, Comprehensive Addiction Severity Index for Adolescents (CASI-A) are examples of secondary assessments to consider). Secondary assessments should also be conducted to determine if the child is full scope Medi-Cal eligible for services to provide an additional source of funding.
3. Youth Service Centers located in the five locations in Alameda County that have the highest referrals to juvenile intake (e.g. Oakland, North County, South County, Tri-cities and the Valley) should be asked to serve as a Community Assessment, Referral and Diversion Center (CARD Centers) to address the following target populations:
  - Minors arrested on non-delinquent offenses
  - Minors arrested on misdemeanor offenses in lieu of filing a petition
  - Minors charged arrested on minor offenses (e.g. fighting at school, graffiti, petty theft, shoplifting, alcohol possession, marijuana possession, public intoxication, battery, vandalism) in lieu of filing a petition
  - Cases closed by Juvenile Intake

These CARD Centers should collaborate with the County's Behavioral Health Care Services TEEN AOD Network of Alcohol and Drug Treatment providers and the Drug and Prevention Network.

4. The goal of this effort would be to reduce the number of referrals to Juvenile Probation Intake, reduce the number of cases to the District Attorney, provide intervention to cases that are high risk of reoffending and to reduce the number of youth sent to the Juvenile Hall. Additionally, this intervention should be aimed at increasing the protective factors within various communities to prevent further juvenile crime (note: intended to reduce the 50.8% rearrest rate of youth whose cases were closed at intake). See Appendices for examples of successful community-based referral services in San Diego, Orange County and San Francisco that resulted in reductions in the number of youth referred to Juvenile Intake and to the Juvenile Hall. This recommendation builds on the success of Youth Service Centers and the Diversion Programs in operation in Alameda County.
5. Evidence-based programs should be incorporated into programs implemented within the Delinquency Prevention Network (see Appendices for profiles of Evidence-based Model and Promising Programs).
6. Cognitive behavioral skills training (CBT) should be an integral component of all Delinquency Prevention programs, including but not limited to:
  - Reduction in criminal attitudes, thinking patterns and behavior
  - Violence reduction skills (conflict-resolution)
  - Decision-making skills

- Problem-solving skills
7. The Probation Department and community-based providers funded by TANF funds should continue to work toward a consensus on common performance measures that define the effectiveness of all delinquency prevention programs and then to develop specific performance measures for each program (YSC, CM and LSA). The same assessment instrument used at intake should also be used at discharge to document measurable change in the youth and their family as a result of the intervention. The project team has proposed *process, immediate and post-discharge performance measures* that could be used as a starting point. (see Chapter 8).
  8. A Request for Proposal process should be developed by the Probation Department whereby community-based organizations are asked to develop their proposal for delinquency prevention assessment, services and diversion. This is customary when there are large sums of money to be distributed to a wide variety of agencies.
  9. TANF funding should no longer be the sole source of funding for the Network. The Network should supplement these funds with alternative funding sources such as Title V: Community Prevention Grants Program of the Office of Juvenile Justice and Delinquency Prevention; Office of Justice Programs; Title IV-E; Medi-Cal; Early Periodic Screening, Diagnostic and Treatment (EPSDT); and Juvenile Mentoring Program (JUMP), Office of Juvenile Justice and Delinquency Prevention.

## 1.2 Case Processing

### Key Findings and Conclusions

1. Alameda County formally processes more juvenile cases from intake than nationally (99.8% formally processed by Juvenile Intake vs. 56.9% nationally), the District Attorney rejects 30.5% of the DPO's requests for petitions and 16.5% of final court dispositions result in informal probation suggesting that more cases could be handled informally and earlier in the process thus saving valuable court processing time.
2. The Profile Analysis of the minors in the Juvenile Hall indicated that the median time spent for a pre-adjudicated youth was 29-31 days and more than one-third of these minors were detained over 30 days (males spent an average of 54.3 days and females spent an average of 37.2 days). Post-adjudicated minors during this period of study (November 2003-February 2004) were detained a median of 50 days. While current databases show an overall (mean) stay of 22 days in the Juvenile Hall, these findings demonstrate that some minors stay much longer than this.
3. An analysis of the time between petition and the final court disposition (combined in and out of custody) indicated that the median days between these two steps is a median of 52 days.
4. In 2004, the population at the Juvenile Hall reached its functional capacity of 251 (90% of its design capacity) and to date, there is no on-going protocol developed to review this population on a weekly basis and to develop strategies to reduce it.
5. More than twenty percent (20.7%) of the youth detained have placement orders. These minors wait in a maximum-security bed until a group home bed opens up. These minors have already been determined to be suitable for community-based supervision, including attending their community school. It does not seem to be the best use of secure beds to keep these youth detained.

6. African-American youth are disproportionately represented at every stage of the juvenile justice process documenting that a higher priority needs to be given to address this issue throughout Alameda County. More than one-half of African-American youth are formally processed at each major stage of the case process and two-thirds of these youth are detained. On the other hand, African-American youth represent 17.2% of the youth population in Alameda County demonstrating that the African-American youth are disproportionately represented in the juvenile justice system. The Office of Juvenile Justice and Delinquency Prevention and the California Board of Corrections promotes policies that reduce *disproportionate minority contact* within the juvenile justice system.

### **Recommendations**

1. The Juvenile Court, Juvenile Probation, District Attorney, Public Defender, and law enforcement agencies should reach consensus on a County-wide policy that defines the target population upon which Beat Officers are authorized to grant a Notice to Appear (NTA) in the field, upon which In-Custody Intake Deputy Probation Officers (DPO) at the Juvenile Hall are authorized to grant a NTA and which cases should be brought into custody based on the newly modified Risk Screening Instrument. The goal of this meeting (s) would be to develop general protocols that would guide the use of NTA and the Risk Screening Instrument.
2. The Juvenile Court, Intake DPOs, District Attorney, Public Defender and law enforcement officers should develop together a policy that provides the DPO criteria to use in determining which cases could be closed, counseled and released, referred for community-based services and placed on informal supervision at intake. The Intake staff should clarify with the District Attorney the type of cases to be referred for petitions given the high percentage of cases not petitioned by the DA. The protocol should also develop strategies that would enable DPOs to meet the 21-day deadline for filing cases with the District Attorney.
3. Intake DPOs should increase their referrals of minors charged with 601 and minor 602 offenses to Community Assessment, Referral and Diversion Centers (CARD Centers) in strategic locations throughout the County to enhance early intervention services to youth and families, to expand the use of informal supervision and diversion.
4. A system should be developed (either by mail or telephone) that notifies youth and families of court dates to reduce subsequent failure to appear (FTA's) and the issuance of warrants.
5. The Probation Department should implement a formal supervisory review of the cases of probation violators prior to the DPO initiating a violation hearing to ensure that all options have been exhausted prior to violating the minor.
6. Alameda County should reapply for grant funds to implement a Disproportionate Minority Contact initiative in order to reduce the number of African-American youth from the juvenile justice system. The Office of Juvenile Justice and Delinquency Prevention just released its 2005 funding plan that includes grant funds for this initiative.
7. Alameda County should develop an automated information system that permits all components of the Juvenile Court to access case-specific information, to send file information and electronic signatures via e-mail. The current system of transporting files from one office to another is inefficient, costly and it slows down the case handling process. Additionally, the MIS system should be HIPPA compliant and interface with other county departments and providers via a web-based secure system.
8. A Juvenile Hall staff member should be assigned to examine the detained population on a weekly basis, identify those cases that can be eligible for Electronic Monitoring, and expedite

the compilation of case information for detained minors. This case expediter would track detained cases through the juvenile case handling process, identify youth in detention who could be stepped down to an alternative to detention, and monitor minors awaiting placement thus reducing the length of stay at the Juvenile Hall.

Two examples of jurisdictions that have dramatically reduced their detention population through case processing are Sacramento, California and Cook County, Illinois.

Sacramento, CA created a Detention Early Resolution (DER) program to speed up the disposition of routine delinquency cases for juveniles assigned to the Detention Center and to an alternative to detention program. Five new procedures were implemented:

- Full discovery made at the outset of the case.
- A short form probation report is prepared within four days to guide decision-making.
- “Best plea bargain offers” are made immediately at the District Attorney’s Office.
- A special case tracking system to assure coordination.
- Case conferencing prior to court appearances.

An Expediter was hired to track the cases and 75% of the detained cases are processed through the DER program. As a result of these reforms, the time from first court appearance to disposition has been reduced from 24 to 5 days and the detention population was reduced by 20%.

Cook County, IL implemented four new procedures to expedite cases through the system.

- Court notification program was implemented to remind defendants of pending court appearances to reduce the failure to appear warrants.
- Arraignment call was established which shortened the time between the issuance of the summons and the actual court appearance.
- Placement calendar was created to shorten the time for cases awaiting placement in residential facilities.
- Presumption against continuances

These procedures have resulted in reduced failures to appear, a reduction of the time between the issuance of the summons and actual court appearance from eight to two weeks, reduced continuances, and expedited placements.

In addition to these reforms, Cook County implemented a series of alternatives to detention such as evening reporting centers in various neighborhoods, outreach supervision, shelter care, home confinement/electronic monitoring, community service work program and a detention step-down program. These combined reforms have resulted in a 38% drop in the number of youth detained in the Cook County Temporary Detention Center from 1996-1999 (See Appendices for a summary of Cook County’s Continuum of Detention Alternatives).

### **1.3 Alternatives to Juvenile Hall**

#### **Key Findings and Conclusions**

1. The Home Supervision and Electronic Monitoring programs are the only two formal alternatives to detention in Alameda County’s juvenile justice system. Between 65%-81% of the youth participating in these options comply with their conditions indicating that these programs are evidence-based and effective. These have a high degree of impact on

managing the population at the Juvenile Hall since most minors in these options are pre-adjudicated and most of the minors detained are waiting their disposition hearings. However, these options are not yet fully maximized. Minors wait 2-3 weeks in detention to be evaluated.

### **Recommendations**

1. The Juvenile Hall staff should evaluate minors upon admission to the Juvenile Hall for Home Supervision and Electronic Monitoring. Formal criteria should be established for Home Supervision like there is for Electronic Monitoring. Instead of waiting for the second court date (2-3 weeks of confinement) to be evaluated for Electronic Monitoring, a minor should be evaluated for Electronic Monitoring as well as other alternatives and information verified within 72 hours after admission to the Juvenile Hall. The Juvenile Court, Probation Department and the District Attorney are recommended to develop a protocol to fully maximize this option.
2. Differential levels of supervision should be developed for Home Supervision and Electronic Monitoring to ensure that the highest risk minor receives the greatest intensity of supervision and services and the lowest risk minors receive fewer services. Given scarce staff resources, it will be important to develop differential levels of supervision.
3. A standard Risk and Needs Assessment instrument should be used for both the HS and the EM programs to ensure that the appropriate level intervention is provided.
4. A further evaluation should be conducted by the Probation Department, Juvenile Court, District Attorney and Public Defender to determine the number of minors who could be diverted to alternatives to detention in lieu of Juvenile Hall using the findings of this study as a starting point. This study found that 23% of the pre-adjudicated youth and 31% of the post-adjudicated minors could be considered for alternatives to detention.
5. The minors detained in the B2 Unit of the Juvenile Hall are recommended for evaluation and placement in a specialized Mental Health Wraparound Caseload in lieu of detention. A mechanism should be implemented to evaluate mentally ill youth upon admission to the Juvenile Hall to determine who might be eligible. Written criteria should be created with input from the Center for Behavioral Health Care Services, the Probation Department, District Attorney, Public Defender and the Juvenile Court Judge. The California Institute for Mental Health-Mental Health Screening Tool should be used to screen youth upon intake. Secondary assessments should be conducted later by Center for Behavioral Health Care Services on those domains identified at intake as requiring further evaluation (Global Assessment of Functioning (GAF), Adolescent Anger Rating Scale, State Trait Anger Expression Inventory, Beck's Depression Inventory, Comprehensive Addiction Severity Index for Adolescents (CASI-A) are examples of secondary assessments to consider). This caseload could be funded through a Blended Funding arrangement in which the Probation Department would have the case management funded by Medi-Cal funding through the Health Care Services Agency<sup>2</sup>, by Systems of Care, Medi-Cal, EPSDT, Title IV-E, and the Juvenile Justice Crime Prevention Act.
6. A Memorandum of Understanding (MOU) should be established between the Juvenile Court, Probation Department, Health Care Services Agency and mental health treatment providers to provide these mental health wraparound services to these youth in their home while their case is being processed through the system. This is consistent with the Systems of Care initiative. Wraparound Milwaukee is an example of an evidence-based program that has

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<sup>2</sup> Edelman, Susan. (1998). *Developing Blended Funding Programs for Children's Mental Health Care Systems: A Manual of Financial Strategies*. Cathie Wright Center for Technical Assistance to Children's Systems of Care.

reduced the out of home placement for non-violent mentally ill youth (see Appendices for description). If a child requires shelter, Malabar or other facilities should be considered.

7. A Day/Evening Reporting Center is recommended for non-violent pre-adjudicated minors and a portion of the minors held in the Juvenile Hall waiting placement provided they have a suitable home. Youth requiring short-term shelter should be referred to Malabar House or to another shelter while waiting for a community placement in lieu of the Juvenile Hall. Youth with community placement orders have already been determined by the Juvenile Court to be suitable for community-based programming and do not require confinement in a maximum-security bed. These programs should be geographically placed in three sites--at the Probation Offices in Oakland, Hayward and Fremont. Depending on the needs of the youth, there may or may not be school on site. Youth attending school should report to the DRC after school until 9:00 p.m. Youth who have been suspended, expelled or dropped out of school should attend from 9:00 a.m. until at least 5:30 p.m. Services should include education, tutoring, cognitive behavior change groups (CBT), substance abuse treatment, mental health counseling, family counseling and recreation. Participants would receive 1-2 meals depending on the length of their program.
  - An example of this type of program is in Chicago, IL. Six Evening Reporting Centers are located in high-crime neighborhoods and are designed to provide the court an alternative to secure detention. The target population is technical and minor offense probation violators, waiting for their violation hearings, who were previously detained in the Juvenile Detention Center. The program operates from 4:00 p.m.-9:00 p.m. and lasts up to 21 days. Youth are involved in educational activities, recreational programs and life skills training. Youth are transported to the center each evening, have a meal and participate in programming until 9:00 p.m. Probation Officers supervise the youth, conduct unannounced visits at the home and visit with the family at least weekly. The outcomes of the program indicate that 90% of the youth make their court hearings and remain arrest-free while in the program. An evaluation of the program found that 60% of the youth who participate would have been detained in secure detention if the program were not in operation. Sacramento, Orange County and Riverside County operate programs. These and other examples of evidenced-based programs are included in the Appendices.
  - An MOU with the Oakland Unified School District Community Day School should be established to refer non-violent youth who have been expelled from the Oakland schools to this CDS as an alternative to detention. This CDS has a capacity of 135 slots and it currently has 52 youth involved (October 14, 2004).
  - An MOU could be established with Pathways to Change for them to provide intensive, in-home case management services to youth involved in the DRC. This would provide an expanded target population for Pathways to Change and increase their client base.
  - An MOU could be established with the Alameda County Office of Education to work with the SB1095 agency partners to formally include these target populations in their programs.
  - These reporting centers could be funded through a variety of sources including, the Probation Department, Juvenile Justice Crime Prevention Act (JJCPA), 21<sup>st</sup> Century Community Learning Centers and the Independent Living Centers of the U.S. Department of Education; Blended Funding arrangements; Comprehensive Community Mental Health Services for Children with Serious Emotional Disturbances, Child Mental Health Service Initiative Project Grants, Child Adolescent and Family Branch, Division of Knowledge Development and Systems Change, Center for Mental Health Services; Center for Substance Abuse Treatment, Department of Health and Human Services, Demonstration Cooperative Agreement for Development and Implementation of Criminal Justice Treatment Networks Project Grants: Division of Practice and Systems

Development, Center for Substance Abuse Treatment, Department of Health and Human Services, Title IV-E, Early Periodic Screening, Diagnostic and Treatment (EPSDT) providers, SB1095 providers.

- Minors in these day programs who require short-term housing while they wait for their placement facility to open up should be considered for Malabar House or for another shelter. Shelter beds are comparable to the group home the child is going to in lieu of a maximum-security bed.
8. To ensure on-going effectiveness and feedback to staff, performance measures for each alternative to detention should be formalized, monitored through an automated database and reported on monthly and quarterly. Chief Don Blevins is commended for initiating the development of performance measures for each division with the Department. This information will enable the Probation Department to routinely evaluate on-going effectiveness.
  9. A pre and a post test should be conducted on every child involved in an alternative to detention to measure attitudes, thinking patterns and positive behavioral change.

#### **1.4 Expanded Continuum of Community-Based Options in Lieu of Detention, Placement and CYA Commitment**

##### **Key Findings and Conclusions**

1. Alameda County's Probation Department operates an evidence-based program entitled Community Probation. Data provided by the Probation Department documents a reduction in reported drug and alcohol use, decrease in suspensions/expulsions and increase the employability by participants as of February 2004. However, the number of youth in Community Probation has declined since 2001.
2. Probation supervision is not guided by a standardized Risk, Needs and Responsivity Assessment instrument to ensure that offenders receive the level of supervision and treatment they need. A core element of effective programs is that services are matched with the youth/family's assessed risks, needs, strengths and learning styles.
3. Most general supervision Deputy Probation Officers do not make home visits.
4. Interviews with DPOs indicate that most of the youth's families require counseling but only 10%-15% are involved in counseling.
5. There is no formal cognitive behavioral skills training (CBT) provided to juveniles on probation to reduce their criminal attitudes, thinking patterns and behavior nor is there any pre and post-test measurements used to measure change in attitudes, thinking patterns and behavior of juvenile offenders on probation.
6. There is no formal mechanism in place at the Juvenile Hall to screen out mentally ill youth from detention for an alternative to detention, and the majority of these youth do not receive a full mental health assessment, written treatment plan or mental health treatment while they are detained. The profile of minors detained documented that 62.2% of the youth in detention had one psychiatric disorder and 60.9% of these had more two or more disorders.
7. The profile of minors in the Juvenile Hall indicated that 81.7% of the males and 74.1% of the females reported use of an illegal drug and sixty one percent reported use of alcohol documenting a significant need for substance abuse assessment and treatment. However,



very few minors detained or on probation receive substance abuse assessment or treatment and the twenty beds reserved for probation youth at Thunder Road are underutilized.

8. The California Offender Program Services is one of the few programs identified in Alameda County that teaches attitude and behavioral change. However, this program is so short in its duration that it is unrealistic to expect any long-term attitude and behavioral change.
9. CYA Parole and the Alameda County Probation Department provide overlapping supervision. In some instances, officers from the two agencies supervise minors in the same family at the same time thus resulting in redundancies.
10. The Center for Behavioral Health operates an evidence-based Sex Offender Treatment Program but it is underutilized by the Probation Department.
11. The Independent Living Skills Program is a valuable service for youth aging out of probation but it is underutilized by the Probation Department.

### **Recommendations**

1. The Probation Department should conduct a Risk, Needs and Responsivity assessment at intake using an objective and standardized assessment instrument designed to assess the youth's risk for reoffending and needs to be addressed in the Case Plan. The information and scores from this assessment should be summarized in the PSI for the Juvenile Court to consider at the dispositional hearing. The Youth Level of Service Inventory-YLS/CMI, Youth Assessment Screening Instrument (YASI) and the Global Appraisal of Individual Needs-GAIN are examples to consider. These instruments have been validated on males, females, whites and non-whites. Eventually, these assessments should be validated on the youth population within Alameda County. The results of this instrument should be used for five overall purposes:
  - Information and scores should be used to develop a Case Plan for each youth.
  - Information from the assessment should be incorporated into the report to the Juvenile Court at the Dispositional Hearing so the Judge has information from various sources upon which to make a decision.
  - Findings from the assessment should determine the level of supervision required.
  - At discharge from probation, the instrument should be used to measure reduction in risk and need and to measure change in criminal attitudes, thinking patterns and behavior.
  - Based on this initial assessment, a case classification system should be established to determine the needed supervision level. The highest risk youth should be assigned to an intensive caseload whereby they receive the highest level of services because they have the highest probability of reoffending if intensive services are not provided. The lowest risk offender should be placed on a caseload that provides minimal services.
2. When problem areas are identified during the investigation stage that need further evaluation, the DPO should refer these youth to qualified treatment providers for secondary assessments (Global Assessment of Functioning (GAF), Adolescent Anger Rating Scale, State Trait Anger Expression Inventory, Beck's Depression Inventory, Comprehensive Addiction Severity Index for Adolescents (CASI-A) are examples of secondary assessments to consider).
3. The Probation Department should establish Counseling and Education Centers for youth on Informal Supervision and for those closed by the DPO at Juvenile Intake. Section 654 c of the Welfare & Institutions Code authorizes the probation department to maintain and operate "Counseling and Educational Centers" or to contract with private or public agencies to provide services in lieu of filing a petition to declare a minor a dependent child of the court. This recommendation could be in collaboration with the Community Assessment Referral Diversion Centers (CARD Centers). The level and type of services provided to youth on

Informal Supervision should be driven by the assessment and the highest risk youth should receive the highest level of services and minimal services should be provided to the lowest risk. The case of the lowest risk offender should be either closed or placed on a caseload that receives minimal services.

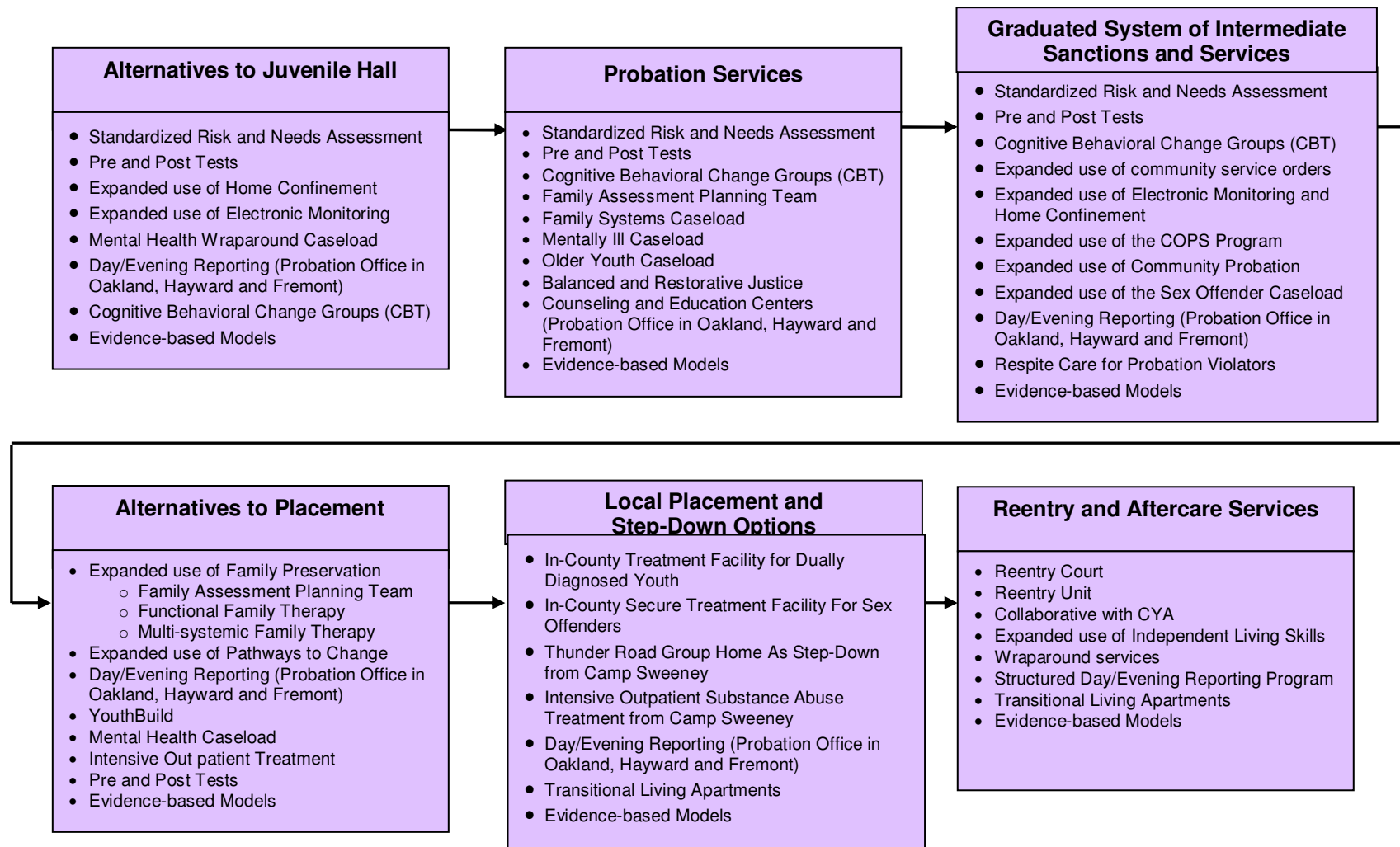
4. A Graduated System of Intermediate Sanctions and Services is recommended to reduce the number of probation violators confined in the Juvenile Hall, Camp Sweeney and sent to placement. Examples include:
  - Expanded use of community service orders: Findings indicate that this sanction is underutilized. Agencies receiving the service would provide on-site supervision. It is our understanding that the Weekend Academy Program has been reinstated.
  - Expanded use of Electronic Monitoring and Home Confinement.
  - Expanded use of the COPS program: Incorporate additional cognitive behavioral skills training and increase the length of these group sessions. See Appendices for examples of Cognitive Behavioral Training Resources. This is at no cost to the Probation Department.
  - Structured Day/Evening Reporting should be established in the Probation offices in Oakland, Hayward and Fremont. The target population for this program is youth who score moderate risk on the Risk and Needs Assessment and who can live in their own home or in a foster home. Those youth attending school should report to the DRC after school until 9:00 p.m. Youth who have been suspended, expelled or dropped out of school should attend from 9:00 a.m. until at least 5:30 p.m. Services would include education, tutoring, cognitive behavior change groups (CBT), substance abuse treatment, mental health counseling, family counseling and recreation. Either 1-2 meals are provided depending on the length of the youth's program. While the minor is participating, it is recommended that a structured parenting and family counseling program be conducted for parents of these youth. See Appendices for examples of Day Reporting Programs in Sacramento, San Diego, Orange and , Riverside Counties and in other states.
  - These Day/Evening Reporting Centers could be funded through a variety of sources including, the Juvenile Justice Crime Prevention Act (JJCPA), the Substance Abuse Treatment Network of the Office of Program Support, Substance Abuse and Mental Health Services Administration, Public Health Service, Department of Health and Human Services, Title IV-E, Medi-Cal, Early Periodic Screening, Diagnostic and Treatment and ACOE.
  - Expanded use of Community Probation for moderate to high-risk probationers.
  - Expanded use of the Sex Offender Caseload provided by the Center for Behavioral Health Care Services.
  - The Probation Department should create a Family Systems Caseload consisting of adults and juveniles who are on Probation Supervision at the same time with the Alameda County Probation Department. Evidence-based family therapy models (see Chapter 16 Appendices) should be considered. A Memorandum of Agreement between the Probation Department and the Health Care Services Agency could be established whereby the therapist and the Case Manager could be funded under the Systems of Care Program.
  - The Juvenile Court should consider mandating that parents participate in the treatment plan of their child on probation and participate in parenting skills or counseling if the treatment plan identifies these needs to be addressed.
  - The Probation Department should establish a specialized caseload for the Mentally-Il Offender (MIO Caseload) on probation and enter into MOUs with Health Care Services Agency and EPSTD providers to provide mental health services to youth and their families. Similar successful approach is in operation in Santa Barbara, CA and Wraparound Milwaukee. (See *Perspectives, Summer 2004, American Probation and Parole Association, re mental health service delivery systems for juvenile probation*).
  - The Probation Department should establish a specialized caseload for Older Youth aging out of the juvenile justice system. Services should be coordinated with the Independent

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- Living Skills Program to develop an Emancipation Plan and to recruit and coordinate services for these youth.
- The Probation Department should establish a Respite Facility for probation violators who require short-term shelter (1-2 days) in lieu of using the Juvenile Hall. Discussions should be initiated with Malabar House and other shelters to develop this option.
5. The following diagram summarizes the project team's recommendations for community based polices, practices and programs for court-involved minors. It includes recommendations for making greater use of existing partnerships between the Probation Department, Health Care Services Agency, Behavioral Health Care Services, Social Services Agency, County Office of Education; School Districts with Community Day Schools; SB1095 service providers; Workforce Investment, Pathways to Change; expanding existing programs; and developing new policies, practices and programs to enhance Alameda County's Juvenile Justice Continuum.

**Figure 1.1**  
**Summary of Recommendations**  
**Proposed Alternatives to Detention, Placement and CYA Commitment for Court-Involved Minors**



A variety of funding arrangements and funding sources can be explored to fund these recommendations including:

- *Blended Funding* arrangements in which the Probation Department could have case management services, family therapy and behavioral health (CBT) funded by Medi-Cal funding through the Health Care Services Agency, Title IV-E, Family Preservation and Support Services, Administration for Children and Families through the Social Services Agency or with Alcohol and Other Drug Providers through Early Periodic Screening, Diagnostic and Treatment (EPSDT) funding
  - *Memorandum of Understanding* with Pathways to Change, ACOE, Independent Living Skills Program, or Behavioral Health Care Services
  - *Juvenile Justice Crime Prevention Act (JJCPA)*
  - *Comprehensive Community Mental Health Services for Children with Serious Emotional Disturbances*, Child Mental Health Service Initiative Project Grants Child Adolescent and Family Branch, Division of Knowledge Development and Systems Change, Center for Mental Health Services
  - *Substance abuse assessment and treatment*, Center for Substance Abuse Treatment, Department of Health and Human Services, Demonstration Cooperative Agreement for Development and Implementation of Criminal Justice Treatment Networks Project Grants: Division of Practice and Systems Development, Center for Substance Abuse Treatment, Department of Health and Human Services, the Substance Abuse Treatment Network of the Office of Program Support, Substance Abuse and Mental Health Services Administration, Public Health Service, Department of Health and Human Services
  - *Juvenile Mentoring Program (JUMP)*, Office of Juvenile Justice and Delinquency Prevention.
  - *Mentoring Children of Prisoners* of Section 439 of the Social Security Act.
  - *Transitional Living Program* of the Family and Youth Services Bureau (FYSB), Administration for Children and Families, Department of Health and Human Services.
  - *Shelter Plus Care (S + C)* program of the U.S. Department of Housing and Urban Development, Office of Community Planning and Development Department of Housing and Urban Development for *Transitional Living*.
  - *21<sup>st</sup> Century Community Learning Centers* of the U.S. Department of Education.
  - *Independent Living Centers* of Title VII of the Rehabilitative Act.
6. A core curriculum of CBT groups based on youth's assessed needs in Alameda County should be developed and provided, either through contracts with community-based providers or in conjunction with the Probation Department to reduce criminal attitudes, thinking patterns and behavior and to increase skills. Recommendations include but are not limited to:
- Conflict Resolution/ Violence Reduction
  - Anger Management
  - Decision-Making
  - Healthy Relationships
  - Social and Communication Skills
7. The Probation Department should incorporate the principles of *Balanced and Restorative Justice*<sup>3</sup> into their mission statement and in practice. The Administrative Office of the Courts and California State Association of Counties, *Probation Services Task Force Final Report*, (2003), *Balanced and Restorative Justice* serves as a framework for balancing the needs of the offender, family, victim and community. The *community justice approach* promotes "offender accountability, victim restoration, competency development and community collaboration."

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<sup>3</sup> American Probation and Parole Association. (1998). *Community Justice Concepts and Strategies*.

8. Community Probation is an evidenced-based program in Alameda County. It demonstrates the value of wraparound case management with partnerships with local agencies. This program should be more fully maximized and expanded.
9. Since placement facilities for dual diagnosed youth are not available in the County and are difficult to locate out of County, the Juvenile Court, Probation, treatment providers and the County should establish a secure residential treatment facility for youth who are both mentally ill and substance abusers, both mentally ill and a sex offender and for sex offenders. The John George Psychiatric Pavilion could be considered for this program.
10. The Probation Department is in the process of developing performance measures for each of its divisions. We support this effort. Additionally, youth should be assessed at midpoint and at discharge to probation to measure positive behavioral change. Probationers should be tracked 6, 12 and 18 months following discharge similar to what is done in Community Probation.

## **1.4 Juvenile Hall**

### **Key Findings and Conclusions**

1. Every child who leaves the Juvenile Hall does not leave with a completed educational, pre-vocational (if older youth), mental health care, substance abuse, reentry assessment and written. National and state standards emphasize the importance of screening, assessment, and a Service Plan conducted.
2. The Juvenile Hall has implemented programs for some housing units but these programs are not available consistently in all housing units.
3. There is no core therapeutic program for all minors detained that addresses their mental health and substance abuse needs nor is there any cognitive behavioral skills development programs (CBT) provided for the detained population. There is no staff person who dedicates at least fifty percent of their time to develop and coordinate therapeutic and reentry programs for minors at the Juvenile Hall.
4. Juvenile Hall officials and the Center for Behavioral Health Care Services are commended for establishing a Special Housing Unit for mentally ill youth but this represents only 8.2% of the overall Juvenile Hall population. The Profile Analysis described in Chapter 5 documents that 62.2% of the detained youth had a psychiatric disorder and 60.9% of these had two or more diagnoses. These findings illustrate that the majority of minors with psychiatric disorders do not receive a complete mental health assessment or Treatment Plan nor do they receive treatment prior to their release.
5. Substance abuse education and a treatment group are provided only to minors housed in the B2 unit and in the Girl's Unit. Two staff from Thunder Road, Inc., a qualified substance abuse provider, conducts a one-hour group once a week to less than 9% of the minors detained. Most of the minors with substance abuse problems do not have complete assessments or treatment plans to guide their continuing treatment upon release.
6. The project team believes that the Juvenile Hall could do so much more for the youth detained and to prepare them and their families to face the next stage in the juvenile justice process. The Juvenile Hall is the feeder system for probation, Camp Sweeney, placement, and California Youth Authority. The time a minor stays in the Juvenile Hall could expedite the process of behavioral change.

**Recommendations**

1. To supplement the Department's Risk Assessment currently under development, the current internally-developed Needs Assessment instrument should be replaced with a standardized Needs Assessment instrument (GAINS, MAYSI, POSIT are examples to consider-see Appendices). This Needs Assessment should be validated on youth at the Juvenile hall. This Needs Assessment should be used to identify problem domains in which further evaluation and complete assessment should be conducted. An assessment to determine if the child is full scope Medi-Cal should be conducted by the DPO. The assessment is recommended to be used in the following ways:
  - Development of an objective classification system that helps intake staff determine objectively to which housing unit the minor should be assigned.
  - Identification of needs that need further evaluation.
  - Specific counseling and pre-treatment groups to be developed within the Juvenile Hall.
  - Development of a Service and a Reentry Plan.
2. Secondary assessments using standardized instruments are recommended on those domains identified at intake as requiring further evaluation (California Institute for Mental Health-Mental Health Screening Tool, Adolescent Anger Rating Scale, State Trait Anger Expression Inventory, Beck's Depression Inventory, Comprehensive Addiction Severity Index for Adolescents (CASI-A) are examples of secondary assessments to consider).
3. Prior to discharge, each minor should have a written Educational Plan that includes pre-vocational goals for the older minor, a Health Care Plan that includes a Mental Health Treatment Plan and a Substance Abuse Treatment Plan that guides the next stage of intervention upon release.
4. A core substance abuse program should contain but not be limited to the following components: a more detailed intake screening instrument; secondary assessments where indicated by the intake screening, a written intervention plan, a written reentry plan, substance abuse education, substance abuse pre-treatment groups to prepare youth for treatment upon release and individual sessions as needed. Substance abuse counseling groups should be expanded to other housing units within the Juvenile Hall.
5. A core mental health services program should include but not be limited to the following components: a more detailed intake screening instrument approved by the Center for Behavioral Health Care Services and the Juvenile Hall intake staff, a secondary assessment on those problem areas identified at the intake screening, a written intervention plan, a written reentry plan, cognitive behavioral groups and individual sessions as needed. Mental health care individual and group counseling should be expanded in the Juvenile Hall to those assessed as needing these services.
6. A core program of cognitive behavioral change group sessions should be developed for and provided to all minors detained giving higher priority to changing minors' criminal attitudes, thinking patterns and behaviors. Core elements for this would include but not be limited to the following components: violence reduction, anger management, victim awareness, pro-social values, attitudes and thinking patterns, decision-making and problem solving skills). This Core Program is detailed in California Board of Corrections Standards (Title 15: Section 1370), in American Correctional Standards for Juvenile Detention Centers and the policies of the National Juvenile Detention Association. The specific areas to be addressed in the Core Program should be based on the results of the Needs Assessment. See Appendices for Cognitive Behavioral Training Resources to consider.
7. After the core program is developed, one staff member should be designated to recruit mentors, student interns and Foster Grandparents to provide services to more housing units.

Local businesses should be recruited to give presentations to minors at the JH and Camp Sweeney to expose minors to multi-cultural employers who operate successful businesses. Foster Grandparents can be funded through the National Senior Service Corps, Foster Grandparent Program, Corporation for National and Community Service and Mentors can be funded through the Juvenile Mentoring Program of the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs.

8. To enhance the skills of Juvenile Counselors, to expand the number of programs at the Juvenile Hall, and to reduce downtime in the facility after school, Juvenile Counselors should be trained to co-facilitate with outside contractors or facilitate cognitive behavioral change groups (Juvenile Counselors at juvenile facilities in Texas and in Cook County, IL Juvenile Detention Center are examples of jurisdictions that include these tasks in their job classification for Juvenile Counselors). All counselors at Juvenile Hall and Camp should receive training in managing the youth offender population in a therapeutic manner. It is important that these Juvenile Counselors interact with the youth in a positive and supportive manner. This proposal should be discussed with and approved by the Juvenile Counselor Union.
9. The James King Fund, Temporary Assistance for Needy Families and Medi-Cal are potential funding sources to compensate staff and to purchase training programs and materials for youth confined in the Juvenile Hall. As is done in other jurisdictions throughout California, TANF funding should be explored for the Juvenile Hall to conduct mental health assessments, mental health treatment, substance abuse assessments, education and pre-treatment groups, and cognitive behavioral change programs to youth confined in the Juvenile Hall.
10. Prior to discharge, every child should have a Reentry Plan and staff should be given appropriate time to prepare the Reentry portfolio so that every child who is discharged has a plan. The Probation Department and the Juvenile Court should work together on developing a coordinated reentry protocol.
11. An automated information system should be created so that Juvenile Hall staff, teachers, health and mental health staff can transfer needed information electronically about the child in detention.

#### **1.4.1 Juvenile Hall Education**

1. Minors held in Units 3, 4 and B2 should be evaluated to determine if they are eligible to receive a post-test on the Advantage STAR Renaissance Test in Reading and Math.
2. A Career Interest Inventory should be conducted on older minors housed in Unit D to assist them with identifying their career interests. A standardized assessment instrument (e.g. PLATO, Career Interest Inventory are examples to consider). See Appendices for examples of career interest inventory assessment instruments.
3. Prior to discharge, each minor should have a written Educational Plan with specific reentry educational and employment goals (for the older minor) to guide them upon release.
4. Students should be exposed to the work-place literacy skills curriculum identified in the Secretary's Commission of Achieving Necessary Skills (SCANS)<sup>4</sup>. The project team believes this skills-based program would augment the Community Based Literacy program. SCANS is recommended by juvenile correctional educators associated with the Workforce Investment Act and the Correctional Educational Association for students who may not return to school

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<sup>4</sup> What Work Requires of Schools: A SCANS Report for America 2000, from the Secretary's Commission on Achieving Necessary Skills (SCANS). U.S. Department of Labor, June 1991.



but who will enter the workplace. The SCANS focuses on pre-vocational preparation. It is based on a Three-part Foundation of 1) basic skills, 2) thinking skills and 3) personal qualities. Within this framework, it specifically teaches five workplace competencies that will be expected of persons entering the workforce including:

- Ability to maximize existing resources to one's benefit
  - Ability to work well with others and control one's anger in the workplace
  - Ability to acquire and evaluate data to present one's ideas
  - Ability to understand social organizations and how they work
  - Ability to identify and apply technology (See Appendix for further information).
5. A job readiness skills training program should be provided for older minors housed in Unit D to expose them to various trades and careers, to generate interest in the workplace, to prepare oneself for a job, to write winning resumes, and more importantly, to acquire the social, communication and emotional skills to retain a job. The Probation Department should collaborate with the Workforce Investment Board and ACOE to develop this pre-vocational skills training. The Magellan Curriculum, a self-directed, work-related assessment software program of the VALPAR Corporation and PLATO are current curriculum that could be considered. A job readiness classroom needs to be carefully designed.
  6. A program of GED preparation and testing should be provided at the Juvenile Hall for the older unit housed in Unit D. A GED preparation classroom needs to be carefully designed.
  7. An after-school program that includes homework and tutoring should be established in those times that minors are not in school. Juvenile Counselors and volunteers should assist minors with their homework. The project team believes that not requiring youth to complete homework sends a negative message to students. Students receive homework in their community school and they should be expected to complete homework while within the Juvenile Hall. Since The Beat Within has been successful in incorporating writing activities, the project team believes homework could be successfully monitored by Juvenile Hall staff as well. Interviews with Juvenile Hall staff indicated some interest in piloting this activity in the evening. The job description of the Juvenile Counselor should be amended to include their involvement in after-school programming.
  8. Cognitive skills education such as anger management, problem-solving, decision-making, communications skills training should be developed with the Probation Department through an after-school program or during the school day. The list of cognitive skills is identified in Title XV of the Welfare and Institutions Code.
  9. A Health Center for minors confined in the Juvenile Hall and Camp Sweeney is recommended. Currently, there are 11 Health Centers located in five school districts but none currently serving Juvenile Court Schools or those youth on probation. The target population for the SBHC is youth engaged in high risk sexual and health behaviors, which makes students attending the Juvenile Court Schools eligible. The overall mission of the SBHC is early screening, intervention and health education to teach vulnerable populations who do not have regular access to health care, how to avoid unwanted pregnancies and unhealthy behaviors that could lead to serious health consequences, such as sexually transmitted diseases. Juvenile Court School students are the highest risk for unwanted pregnancies and disease, they clearly meet the criteria of the SBHC and these minors should have access to the same services as non-court-involved youth. Services provided by these Centers include medical, mental health and health education services such as:
    - Health education
    - Counseling, psychological and social services (8-32 hours each week)
    - Physical education
    - Health services

- Nutrition services
  - Parent/community involvement
  - Health promotion for staff
10. The Local Service Area Programs located in schools and Health Centers should examine the services provided by each of the programs and develop a coordinated plan to ensure that these two programs complement one another rather than duplicate services.

## **1.5 Camp Wilmont Sweeney**

### **Key Findings and Conclusions**

Outcome data analyzed on Camp Sweeney participants during 2001-2004 document that only 10% of the minors successfully complete this Camp program and between 9.4%-12.7% of the minors do not return from their authorized furloughs.

The gaps in the program are:

- Comprehensive assessments that guide specific educational, vocational, psycho-educational or treatment programming
- Vocational education
- Family engagement
- Sufficient capacity for substance abusing youth
- Adequate prerelease planning-reentry planning that begins upon admission-instead it is begun in the last 2-3 weeks of the youth's stay at the Camp
- Educational transition for youth being released before 90 days-only youth who remain in the Camp for 90 days are eligible for the Transitional High Risk Program (SB1095)
- Seamless transition from Camp to continuing aftercare and support services following discharge (Note: The Probation Department has recognized this need and is developing a formal aftercare program).
- Aftercare component that allows youth "booster sessions"

These findings indicate that the current Camp Sweeney program is not effective since ten percent successfully complete the program. Likewise, there is no evidence of the impact of this program on reducing future recidivism following discharge 6, 12 and 18 months after discharge.

### **Recommendations**

1. The Camp's mission, overall goals and program should be modified to provide the Juvenile Court an intermediate sanction for probation violators, for minors not suitable for group home placement and for minors who do not need to be committed to the California Youth Authority. The Camp should be considered as a graduated sanction and be considered for minors who fail other probation supervision options and placement. In this model, minors would receive all services at the Camp and not be permitted to go home for furlough until the last few weeks prior to release. The length of time spent at the Camp is recommended to be "competency-driven" based on youth's achieving specific program goals. This may mean that the minor is at the Camp longer in order to accomplish all treatment goals and positive behavioral change. Attitude and behavioral change should be measured by a pre test at admission and a post test at discharge using a standardized assessment instrument.
2. The specific type of program for each youth should be based on the assessment of risk and needs and the development of a case plan. See Appendices for examples of the Camp Programs in other California jurisdictions. A Core Program should be developed for youth participating in the Camp. Suggestions include but are not limited to:
  - Vocational program based on skills needed in demand in the area

- Job readiness skills
  - Presentations by local employers and mock interviews
  - Substance abuse education and treatment groups for chronic alcohol, drug and nicotine users
  - Individual and group counseling
  - Family relationships group
  - Trauma and grief group
  - Cognitive behavioral change groups (criminal thinking errors, violence reduction, conflict resolution, decision-making, problem-solving) Camp Sweeney youth should complete a curriculum based cognitive behavioral change group prior to release and connected with community based services prior to release.
  - Family engagement (parenting skills and parent-child counseling groups)
  - Parenting skills for the young men who are fathers
  - Reentry planning that begins at intake
  - Independent Living Skills Plan for youth 17-18 years of age who will live on their own
  - Written Reentry Plan
  - Restorative justice elements such as victim restitution, victim empathy training, victim awareness and community service
  - Educational transition for youth being released from the Camp (only youth who remain in the Camp for 90 days are eligible for the Transitional High Risk Program (SB1095))
3. Develop a formal Reentry Aftercare program for minors discharged from the Camp. Examples of core components include but are not limited to:
- Relapse prevention groups at the Camp for once a week for six months
  - Individual sessions as needed
  - Volunteer mentors and Foster Grandparents: Foster Grandparents can be funded through the National Senior Service Corps, Foster Grandparent Program, Corporation for National and Community Service and Mentors can be funded through the Juvenile Mentoring Program of the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs.
  - Facilitate the older youth into the Independent Living Skills Program
  - Develop an MOU with Thunder Road's group home to step-down eligible youth from Camp Sweeney to residential substance abuse treatment or to Intensive Outpatient Treatment.
  - As a step-down program for youth who have earned their release from Camp Sweeney, YouthBuild is recommended. This project works in conjunction with the Department of Housing and Urban Development and a local building contractor. The target population for this vocational education program is an older youth. The program provides an integrated program of education, pre-employment job training, leadership development, construction skills training, hands-on construction experience, life skills training, entrepreneurial skills training and social support services. The hands-on construction experience should be provided through a partnership between a local building contractor and the YouthBuild program. This experiential training results in youth having real experience in building and selling affordable homes to low and moderate-income families. National data reported by

YouthBuild USA indicates that 60.8% of the youth successfully complete and 85.2% are placed in jobs or school at the end of the program. This program is funded by YouthBuild USA.

4. Performance measures should be developed to evaluate the successful completion of programs while at the Camp, the achievement of treatment goals and the number of major and minor incidents at the Camp. An automated database should be implemented to track the performance of program goals and the minor should be tracked 6, 12 and 18 months following discharge from the Camp to measure rearrests and readjudications.
5. Residential treatment within the County for girls should be developed within the County either through contracts with treatment providers or by designating a portion of the Camp. An internal study is recommended to determine the number of girls who would be eligible for a secure residential program.
6. The Workforce Investment Act should be explored to fund vocational training, job readiness and job retention training. TANF and EPSDT should be explored to fund assessments and expanded counseling and MOU should be discussed with Alameda County Office of Education to provide psycho-educational groups at the Camp.

### **1.5.1 Camp Sweeney Educational Program**

1. Every child who arrives at the Camp should have an educational assessment and an Educational Plan with specific educational goals developed while they were at the Juvenile Hall. The Camp DPO should assist in obtaining the Individual Education Plans from local school districts. It is not acceptable for teachers to wait 3-5 months to know students' needs and background.
2. The career interests and employability of older minors who are likely to enter the workplace upon release should be evaluated while at the Camp using standardized assessment instruments (PLATO, Career Interest Inventory are examples to consider). The SCANS curriculum should be incorporated into the curriculum for the older youth who will enter the workforce following discharge from the Camp.
3. A job readiness skills training program should be provided for older minors to expose them to various trades and careers, to generate interest in the workplace, to teach them the skills to locate employment, to prepare oneself for a job, to write winning resumes, and more importantly, to acquire the social, communication and emotional skills to retain a job. Career assessment, job readiness and job retention programming can be funded by the Workforce Investment Act.
4. The Camp administration and educational staff should ensure that the teachers have input into the Reentry Plan for each Camp student. The Reentry DPO should assist in the transition from the Camp Sweeney School and the child's next school by ensuring that school records are transferred within 72 hours upon discharge.
5. An automated information system should be created so that Camp staff, teachers, health and mental health staff can share needed information electronically about the child in the Camp.

## 1.6 Alternatives to Placement

### Key Findings and Conclusions

1. The Family Preservation Unit is not evidence-based, has little family involvement and has not achieved its goals of wraparound services.
2. Pathways to Change is a multi-systemic evidence-based program. This program is a valuable service provider but is underutilized by the Probation Department. Pathways to Change is an excellent example of an evidence-based, wraparound case management model that has demonstrated success. This agency is a valuable service provider for the County.

### Recommendations

1. The Family Preservation Unit should be reexamined to increase its effectiveness. The FPU should establish a clear target population, clear goals, and performance measures to evaluate its success. By design, it is a wraparound model, but in the project team's opinion, it has not yet achieved its mission.
2. Youth should be placed into FPU if the risk and needs assessment indicates that they require this high level of supervision and monitoring. This assessment should be conducted by the Probation Department and presented to the Court prior to placement so that the Court has the best information available to it. Families' overall level of functioning should be assessed to determine if they require structured counseling.
3. Families involved in FPU should be offered family counseling and parenting skills training. See Appendices for successful evidence-based models—Functional Family Therapy and Multi-systemic Therapy. FFT involves between 8 and 30 hours of home-based therapy per week spread over a three-month time period. A team of probation and mental health staff delivers therapy. Outcome studies indicate that FFT can reduce the rate of reoffending and foster care and institutional placement by 25%-60%. The cost of this treatment service is \$24.00 per day for 90 days. This program can be funded by OJJDP, National Institute of Drug Abuse, National Institute of Alcohol Abuse, Medicaid and TANF.

Multi-systemic Therapy is an intensive wraparound program for serious, chronic delinquent probationers who are at-risk of out-of-home placement. A Multi-systemic Assessment Team should be formed to review each case, to conduct an assessment of the youth, family, peers, school, and neighborhood, the MST Team assigns a case manager to coordinate treatment and to report back to the Team twice a month. A caseload of no more than six families is recommended in order to provide intensive, in-home services to 20 hours each week and the length of the program should be five months. Eight evaluations of MST have substantiated a 47%-64% reduction in residential treatment, 25%-70% reduction in rates of rearrest, and improvements in family functioning in eight evaluations.

The Probation Department and the Social Services Agency should reallocate some of the out-of-home placement funds currently being used for youth in placement to fund the Family Preservation Unit, FFT and the Multi-Systemic Therapy for serious offenders on probation as is done in other jurisdictions (Monroe County, IN). Since it is estimated that 50% of the minors on probation are full-scope Medi-Cal, funding should be explored from Family Preservation and Support Services, Administration for Children and Families; Medi-Cal; Title IV-E, TANF, and from EPSDT-approved providers for specialized services not offered by the Probation Department. The cost per youth is \$55.00 per day.

4. An automated database should be created that monitors the outcomes of the cases on Family Preservation, tracks the youth discharged from FPU 6 and 12 months following discharge and provides monthly and quarterly reports on the outcome of the program.
5. Pathways to Change is a valuable service provider for the County. It will be even more effective if it deals with populations that are in need of intensive out-patient services, such as mentally ill and dually diagnosed (mentally ill and substance abusers). These youth are involved in more than one service delivery system and intensive outpatient services for these youth appear to be a gap within the County. This successful wraparound approach would augment traditional probation services and provide the Probation Department a service that it cannot currently provide given current resources. This program should be fully maximized by the Probation Department.

## **1.7 Reentry and Aftercare Services**

### **Key Findings and Conclusions**

Reentry services for youth discharged from Juvenile Hall, from Camp Sweeney and placement facilities are not well-coordinated. The Alameda County Probation Department and CYA Parole have areas of overlapping interest, supervision and jurisdiction. In some instances, officers from the two agencies are supervising minors in the same family at the same time.

### **Recommendations**

1. Alameda County should consider establishing a Reentry Court for youth coming out of CYA facilities to ensure that these youth comply with conditions and receive aftercare support to reduce their future rearrests and readjudications.
2. It is recommended that the Probation Department establish a Reentry Unit that would serve youth released from the following:
  - Placement (foster home, group home)
  - Camp Sweeney
  - Juvenile Hall
  - Additionally, if the proposed legislation is approved that would charge probation departments with the responsibility of reentry services for youth coming out of CYA facilities, this population should also be supervised by the Reentry Unit. Funding opportunities will open up from the proposed Second Chance Act if a formal unit was dedicated to reentry.
  - A Reentry Plan should be developed by the Reentry Unit prior to a minor being released from any facility. A Reentry Program should be developed to follow the youth six months following discharge from these facilities. A formal program of volunteer Mentors should be created to provide support to youth discharged from facilities. Mentors can be funded through the Juvenile Mentoring Program of the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs and the Mentoring Children of Prisoners of Section 439 of the Social Security Act. With a formalized aftercare program, the time spent in facilities could be reduced, costs for placement would be reduced, and it would expedite family reunification.
3. Thunder Road is an excellent resource to the Probation Department and one in which is being underutilized. Thunder Road's group home could serve as a transitional facility for youth coming out of Camp Sweeney and Intensive Outpatient services could serve as aftercare for youth who do not require housing.

4. The Probation Department should work together with the local CYA Parole office to reduce redundancies of supervision of those minors who are also under supervision by CYA Parole. Enhancing collaboration and communication between the two agencies is especially important in light of ongoing legislative and policy initiatives to transfer responsibility for supervising Youth Authority parolees to county probation departments.
5. Alameda County should expand its use of the Independent Living Skills Program for youth aging out of probation to provide needed life skills, employment, housing, health care and other transitional services to help prepare them for self-sufficient adulthood. To date, the ILSP is underutilized by the Probation Department for youth on probation. The ILSP could provide valuable community support services as well as support for DPO supervision, especially for those probationers approaching adulthood and/or emancipation.
6. Alameda County should also explore Transitional Living Apartments for older youth released from Camp Sweeney, Juvenile Hall and placement facilities such as those in operation in other states (Chicago, IL). These apartments are located in commercial/residential areas of the city. They either have 24-hour adult staff supervision on-site or provide a Supervision Team to youth in their own apartments. In Chicago, Kaleidoscope, a non-profit agency, has contracts with 65 apartments. Their staff of five provides 24-hour on call crisis support, the youth has a face-to-face contact with the staff twice a week and the youth receives \$65.00 per week for supportive services. The program is supplemented by an Adolescent Parent Specialist for parenting training and a Housing Coordinator who finds the youth apartments. The cost is \$107.77 per day (\$38.00 is paid by Medicaid and \$69.77 is paid by Title IV). These apartments can be funded by the *Transitional Living Program* of the Family and Youth Services Bureau (FYSB), Administration for Children and Families, Department of Health and Human Services; *Shelter Plus Care (S + C)* program of the U.S. Department of Housing and Urban Development, Office of Community Planning and Development Department of Housing and Urban Development.
7. The Probation Department should contact Representatives in Congress to indicate their support for the Responsible Reintegration of Youthful Offenders/ Reintegration of Youthful Offenders Program (S.2810). This funding mechanism targets youth returning to communities from correctional facilities, youth on probation as an alternative to correctional confinement, as a diversion from formal judicial proceedings and youth on parole as an alternative to return to incarceration and. This funding is proposed to provide support, education and training to youth in these targeted groups.

## **1.8 Other Recommendations**

1. The project team recommends that an on-going mechanism be authorized to continue the discussions on juvenile justice reform and to develop Action Plans to implement some of the recommendations found within this report. This Council should include the key implementers of juvenile justice reform and invite community advocates, faith-based organizations, community-based organizations and youth to provide input on draft Action Plans to ensure that the plan is feasible and will be acceptable to their community.
2. After the Final Report and its recommendations are approved by the Alameda County Board of County Supervisors, a Staff and Community Education Plan should be developed and implemented to train staff and to inform community members of the recommendations. Staff education and training briefings/retreat, news releases, flyers, a standard power point presentation, focus groups, roundtables, website and public hearings should be considered as mechanisms to communicate Alameda County's Vision to staff and to the community.
3. During Phase I of this study, a number of key community leaders were identified. It is recommended that these be invited to participate in further discussions on juvenile justice reform and to solicit their support in developing and implementing specific Action Plans in

their communities. The following are community organizations that should be invited to lead reform efforts in their neighborhoods throughout Alameda County:

- Neighborhood Crime Prevention Councils
  - Community Health Teams
  - Youth Service Centers
  - Faith-based organizations
  - Health Centers
  - Probation Satellite Offices
  - League of Women Voters
  - Youth organizations
4. To initiate contracts/Memorandum of Agreements with existing public and private agencies and to develop grants with funding agencies, the project team recommends the designation of an Administrative /Grants liaison in Alameda County.
  5. Alameda County should further develop and implement a Youth Development Strategy that enhances the safety of communities so youth can grow and thrive, that promotes a community culture that values and supports youth, that strengthens their communities, that “provides them opportunities to contribute to their community, gain leadership skills, and ensures that youth have the opportunities to acquire and strengthen their sense of competence, usefulness, belonging and power—the four key principles of youth development”<sup>5</sup>.

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<sup>5</sup> National Clearinghouse on Families and Youth. July 1996. *Reconnecting Youth and Community: A Youth Development Approach*. U.S. Department of Healthy and Human Services, Administration for Children and Families.



# **Alameda County, California Comprehensive Study of the Juvenile Justice System**



## **Final Report** *Volume 2: Trends and Analysis*

**Submitted by:**  
**Huskey & Associates, Inc.**  
**December 31, 2004**



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***Comprehensive Study of the Alameda County  
Juvenile Justice System- Phase II***

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JUVENILE JUSTICE SYSTEM  
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Alameda County Chiefs of Police and Sheriff's Association

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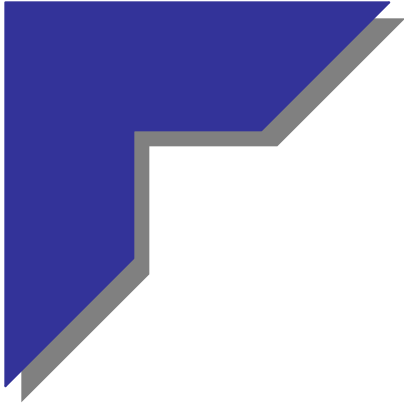
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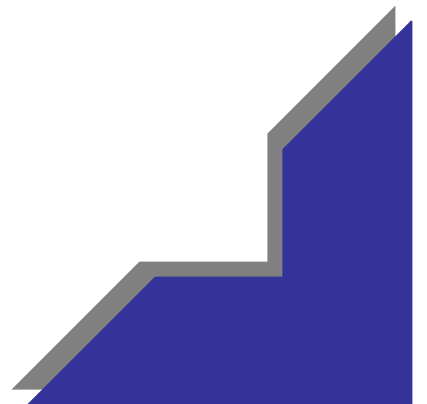
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## *2.0 Study Methodology*



## **2.0 Methodology**

### **2.1 Introduction**

A Steering Committee was formed to guide the overall direction of the study and the President of the Board of Supervisors, Supervisor Gail Steele and Presiding Judge of Superior Court 150, Carl Morris were selected as chairs. The Committee consists of carefully selected stakeholders within Alameda County's juvenile justice system, educational system, social services system, behavioral health care system, substance abuse services system, health care system, community advocates, faith-based organizations and youth. While actively recruited, faith-based and youth representatives were not available. Each of the major geographical areas of the County was represented on the Steering Committee.

### **2.2 Program Evaluation Methodology**

The Study Team used the Logic Model of Program Evaluation, established by the U.S. Department of Justice as its framework for evaluating programs.<sup>1</sup> The Logic Model is a program evaluation tool for measuring and monitoring programs against their stated goals, objectives and projected outcomes.

The Logic Model has four components:

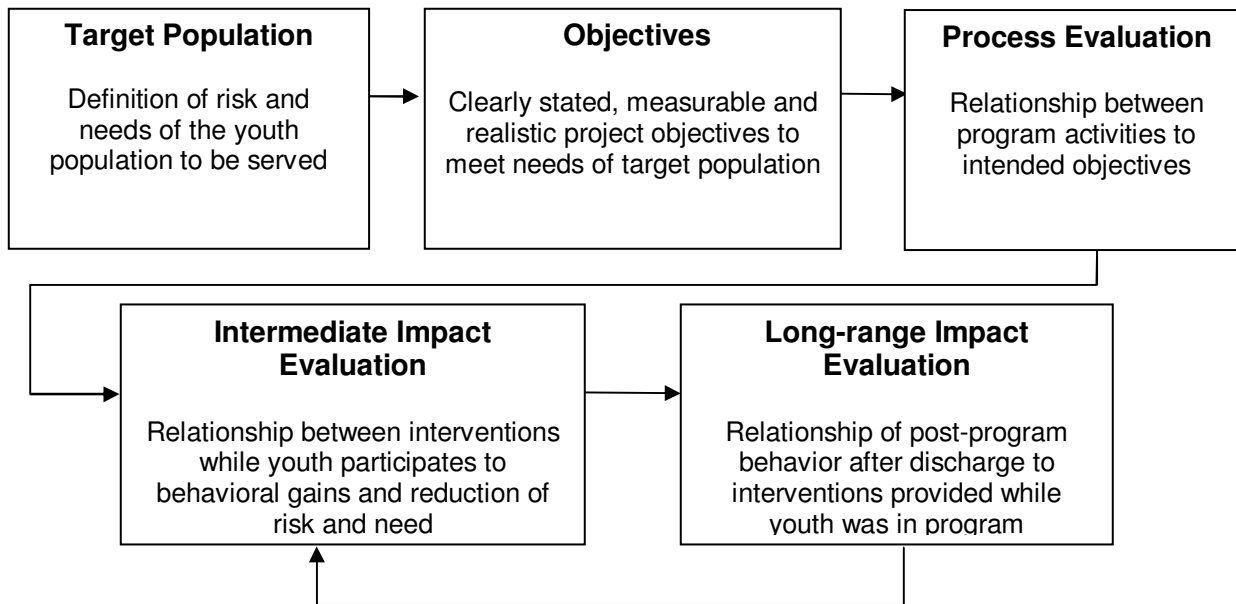
- Conditions: Represents community needs that require a response. They describe the problem statement to be addressed.
- Activities: Is the response to the condition that needs to be addressed such as actions, programs or interventions. These interventions are aimed at producing both an immediate and a long-term outcome.
- Outcomes: Represents the immediate results that occur as a result of these activities and reflect the impact on the youth/family while they are involved in the program.
- Impacts: Are the long-term results that will likely occur when outcomes are achieved and include post program outcomes following discharge from the program.

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<sup>1</sup> Office of Juvenile Justice and Delinquency Prevention.(2004). *Logic Model of Program Evaluation*. U.S. Department of Justice.

The project team used this Logic Model as its framework for evaluating all juvenile justice programs under its Scope of Services. The following diagram illustrates the continuum of the evaluation process and shows how a program's goals and its activities result in outcomes.

**Table 2.1**  
**Logic Model of Program Evaluation**



Source: Department of Justice, Bureau of Justice Assistance

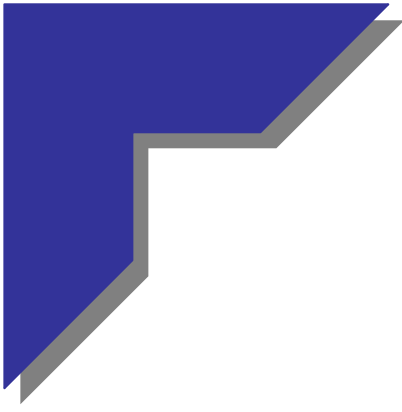
A number of sources were used to guide this study, including:

- California Board of Corrections Minimum Standards for Juvenile Facilities Title 15 (2003)
- Alameda County Juvenile Hall Administrative Policies
- National Juvenile Detention Association Policies
- American Correctional Association Standards for Juvenile Detention Facilities (2002).
- National Commission on Correctional Health Care Standards (2003)
- Correctional Service of Canada
- U.S. Department of Justice
- National Criminal Justice Reference Service
- Office of Juvenile Justice and Delinquency Prevention
- National Clearing House for Alcohol & Drug Information
- Interviews with 40 agencies in Alameda County
- Interviews with youth detained in the Juvenile Hall, in Camp Sweeney and on probation
- Interviews with youth not involved in the juvenile justice system
- 33 Focus Groups with 162 individuals
- On-site observation of juvenile justice programs and facilities

This report provides findings, conclusions and recommendations for discussion and consideration by the Steering Committee. The final report will include a Strategic Plan that includes specific policies, programs and practices to reduce the number of at-risk youth and status offenders further penetrating the juvenile justice system. This will help reduce the number of juvenile offenders being detained in Juvenile Hall, in out of home placement and in the California Youth Authority. Special emphasis was given in Phase II to those

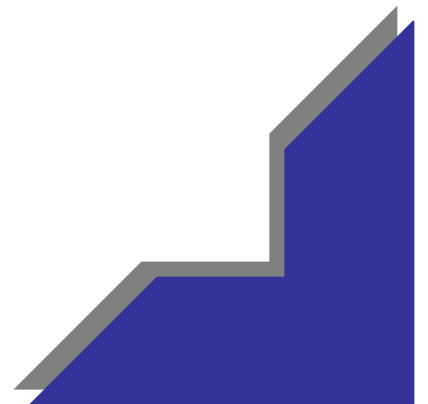


policies, programs and practices that result in the disproportionate confinement of youth of color in Alameda County's juvenile justice system.



### *3.0 Trends Analysis*

- *Demographic Trends*
- *Risk Factors*
- *Juvenile Crime Trends*



### 3.0 Trends Analysis

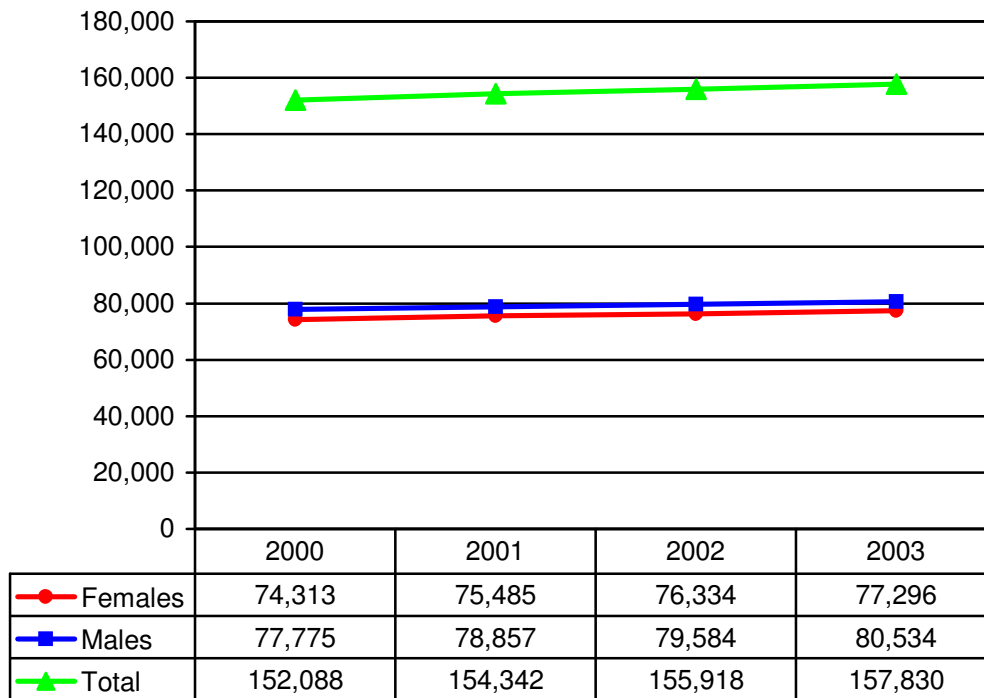
#### 3.1 Introduction

This chapter describes the demographic and juvenile crime trends that Alameda County will need to address in future years.

#### 3.1.2 Description of Demographic Trends

The number of at-risk youth has increased in the last three years. Figure 3.1 shows that the number of youth in this age range increased during 2000-2003 by 3.8%, from 152,088 to 157,830.

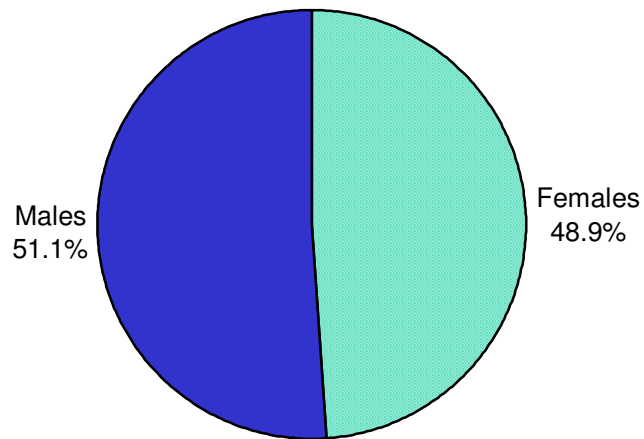
**Figure 3.1**  
**Alameda County, CA**  
**Youth Population (10-17 years)**  
**2000-2003**



Source: State of California, Department of Finance, Race/Ethnic Population with Age and Sex Detail 2000–2050. Sacramento, CA, May 2004.

Figure 3.2 shows that during 2000-2003, 51.1% of these youth were male and 48.9% were female.

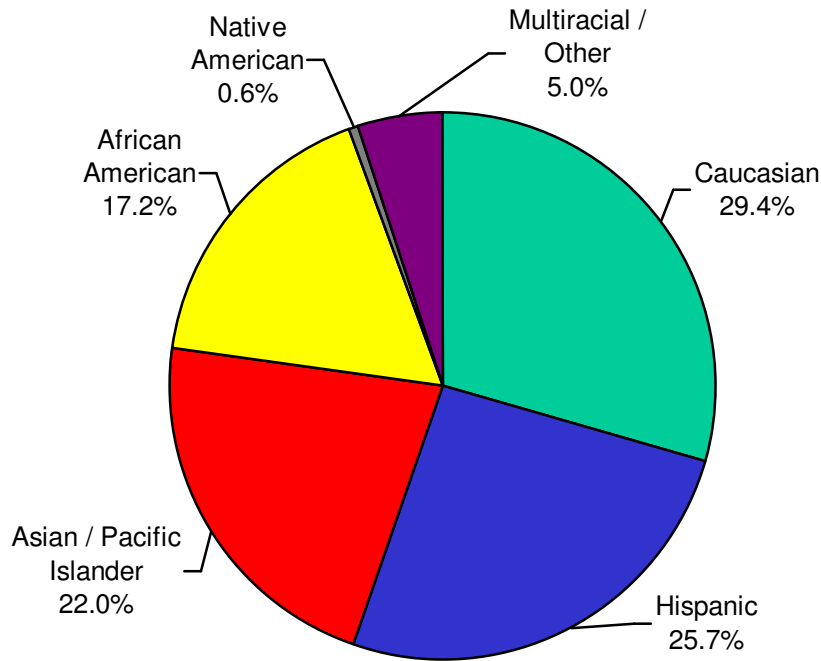
**Figure 3.2**  
**Alameda County, CA**  
**Youth Population (10-17 years) by Gender**  
**2000 - 2003 N=157,830**



Source: State of California, Department of Finance, Race/Ethnic Population with Age and Sex Detail, 2000-2050. Sacramento, CA, May 2004.

The breakdown of these youth by race is shown in Figure 3.3. The largest number of youth in Alameda County is Caucasian (29.4%), followed by 25.7% Hispanic/Latino, 22.0% Asian/Pacific Islander, 17.2% African-American, 5.0% Multi-Racial or Other and less than 1% Native American.

**Figure 3.3**  
**Alameda County, CA**  
**Youth Population (10-17 years) by Ethnicity**  
**2003 N=157,830**



Source: State of California, Department of Finance, Race/Ethnic Population with Age and Sex Detail, 2000–2050. Sacramento, CA, May 2004.

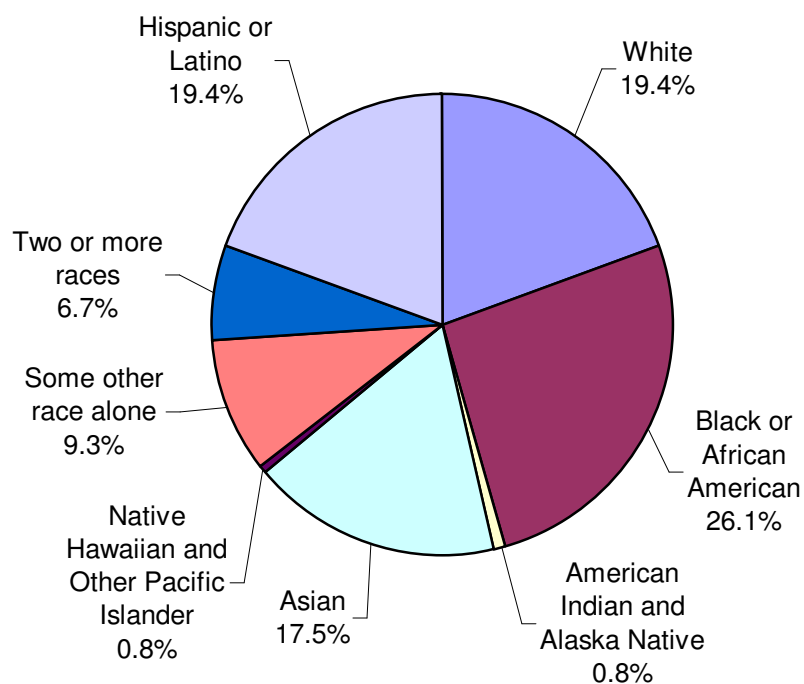
The top three ethnic/racial groups residing in Alameda County are Caucasian, Hispanic, and Asian/Pacific Islander.

### 3.2 Description of Risk Factors At-Risk Youth in Alameda County

#### 3.2.1 Youth Living in Poverty in Alameda County

A total of 19,422 youth were living in households whose earned income was below the federal poverty level in 1999<sup>2</sup>. Figure 3.4 shows that there was more African-American youth living below the federal poverty level than any other racial group. Both Caucasian and Hispanic/Latino youth were the second highest groups, followed by Asian, and Other Races. According to these data, Native Hawaiian/Other Pacific Islander and American Indian/Alaska Native had the smallest number of youth living in poverty.

**Figure 3.4**  
**Youth 12-17 Years Living in Poverty in Alameda County California**  
**1999 N=19,422**



Source: Census 2000, Summary File #3 (SF3).

<sup>2</sup> U.S. Census, 2000.

### 3.2.2 Portion of Alameda County Youth Living in Poverty Compared to their Population

Nearly fifteen percent (14.6%) of the youth residing in Alameda County were living under the poverty level in 1999 (latest data available). This compares to 20.2% in the state of California. The number and percent of youth living in poverty in eight racial groups are compared in Table 3.1.

**Table 3.1**  
**Alameda County, CA**  
**Percent of Youth 12-17 Years Old in Poverty by Race**  
**N=132,787**

Caucasian		Native Hawaiian/Other Pacific Islander	
Total Population	45,318	Total Population	1,135
Youth in Poverty	3,765	Youth in Poverty	150
% in Poverty	8.3%	% in Poverty	13.2%
Black/African American		Some Other Race	
Total Population	18,674	Total Population	11,740
Youth in Poverty	5,072	Youth in Poverty	1,807
% in Poverty	27.2%	% in Poverty	15.4%
American Indian/Alaska Native		Two or More Races	
Total Population	646	Total Population	9,288
Youth in Poverty	164	Youth in Poverty	1,304
% in Poverty	25.4%	% in Poverty	14.0%
Asian		Hispanic/Latino	
Total Population	21,485	Total Population	24,501
Youth in Poverty	3,391	Youth in Poverty	3,769
% in Poverty	15.8%	% in Poverty	15.4%
Totals For Alameda County			
<b>Total Youth Population</b>		<b>132,787</b>	
<b>Youth in Poverty</b>		<b>19,422</b>	
<b>% in Poverty</b>		<b>14.6%</b>	

Source: Census 2000 Summary File 3 (SF 3).

Of the eight racial groups, the following five groups exceeded the percent of youth living under the poverty level in Alameda County (in rank order):

1. African-American youth
2. American Indian/Alaska Native
3. Asian
4. Hispanic
5. Other races (equal to Hispanic)

### **3.2.3 Risk Factors for Delinquency**

Table 3.2 shows other risk factors may contribute to delinquency in Alameda County. The number of children (per 1,000), 0-17 years of age, residing in Alameda County reported to have been the victim of sexual, physical, or emotional abuse or neglect declined 2.7% between 1999 and 2001 for Alameda County. However, the rate of abuse/neglect fluctuated among the three years. This compares with an increase of 9.8% in the State of California between 1999 and 2001.<sup>3</sup>

The rate per 1,000 children ages 0-18 years placed in foster care for 2000-2001 was 12.0/1,000 youth in Alameda County compared to 10.0/1,000 in 2000 and 9.0/1,000 in 2001 for the State of California.

The number of births to females 15-19 years of age declined by 2.2% in Alameda County from 1999-2001, compared to a decline of 14.1% in the State of California. Although teenage births declined between 1999 and 2001, the State of California's teen birth rate exceeds Alameda County by 9.9% in 2001.

The percentage of infants born to mothers with less than 12 years of education in Alameda County has remained fairly stable over the past three years, varying from 19% in 1999 to 18% in 2000 and then back to 19% in 2001. In the State of California there has been a 3.2% decline between 1999 and 2001. The rate of births to mothers with less than a 12<sup>th</sup> grade education was lower in Alameda County compared to the State of California for all years from 1999-2001. Infants born to fathers with less than 12 years of education both in Alameda County and in the State of California increased.

**Table 3.2**  
**Risk Factors for Delinquency in Alameda County, California\***  
**1999-2001**

<i>Risk Factor</i>	<b>1999 Alameda County Statistics</b>	<b>1999 State of California Statistics</b>	<b>2000 Alameda County Statistics</b>	<b>2000 State of California Statistics</b>	<b>2001 Alameda County Statistics</b>	<b>2001 State of California Statistics</b>	<b>99-01 % Change-- Alameda County</b>	<b>99-01 % Change-- State of California</b>
Births to Teenagers, Ages 15-19	7.8%	10.9%	7.6%	10.4%	7.1%	10.0%	-9.0%	-8.3%
Teen Birth Rate--Females who gave birth during a one year period per 1,000 females ages 15-19	35.8	52.3	37.7	47.0	35.0	44.9	-2.2%	-14.1%
Births to Mothers with <12 years Education	19.0%	31.0%	18.0%	30.0%	19.0%	30.0%	0.0%	-3.2%
Births to Fathers with <12 years Education	16.0%	27.0%	16.0%	27.0%	17.0%	28.0%	6.3%	3.7%
High School Dropouts <sup>a</sup>	2.4%	2.8%	2.3%	2.8%	2.0%	2.8%	-16.7%	0.0%
High School Graduates Prepared for College	38.0%	36.0%	40.0%	35.0%	42.0%	36.0%	10.5%	0.0%
Children Ages 0-17 Reported to Have Incurred Abuse or Neglect (rate per 1,000)	37	51	41	56	36	56	-2.7%	9.8%
Children Ages 0-18 in Foster Care (rate per 1,000)	N/A	N/A	12.0	10.0	12.0	9.0	0.0% <sup>2</sup>	-10.0% <sup>2</sup>

\*Source: Children Now, California County Data Book 2003, <http://www.childrennow.org>.

<sup>a</sup>Academic Year 1998-1999, 1999-2000 & 2000-2001.

<sup>3</sup> Children Now, California County Data Book, 2003.



2000-2001 % Change — County or State.

Table 3.3 shows the teenage birth rate for 21 cities/jurisdictions throughout Alameda County.<sup>4</sup>

As the table shows, there are five cities that have teen birth rates per 1,000 that exceed Alameda County's rate of 34.6/1,000 female birth rates. They are:

1. Oakland (62.2)
2. Ashland (52.3)
3. Cherryland (51.3)
4. Hayward (49.2)
5. Emeryville (38.9)

**Table 3.3**  
**Alameda County, CA**  
**Number and Rate of Teen Births by City**  
**2000-2002**

	15-19 years	Rate
Alameda	32	17.1
Albany	3	6.3
Ashland	31	52.3
Berkeley	39	9.6
Castro Valley	24	13.8
Cherryland	20	51.3
Dublin	10	12.9
Emeryville	5	38.9
Fairview	6	20.3
Fremont	116	19.1
Hayward	226	49.2
Livermore	47	20.6
Newark	47	31.8
Oakland	757	62.1
Piedmont	0	0.0
Pleasanton	16	8.3
San Leandro	67	31.9
San Lorenzo	17	23.4
Sunol	0	Na
Unincorporated	7	Na
Union City	74	29.7
<b>Total, Alameda County</b>	<b>1,545</b>	<b>34.6</b>

\* Census 2000 estimates, Rate per 1,000 females 15-19 years  
na: not available - rates or estimates were too unstable to report

<sup>4</sup> Janet Brown, M.S., Epidemiologist, Alameda County Public Health Department, Community Assessment, Planning and Education Unit, June 2004.

There were five cities that had a higher percent of births to mothers with less than 12 years of education than the County average:

- Oakland
- Cherryland
- Hayward
- Ashland
- Newark

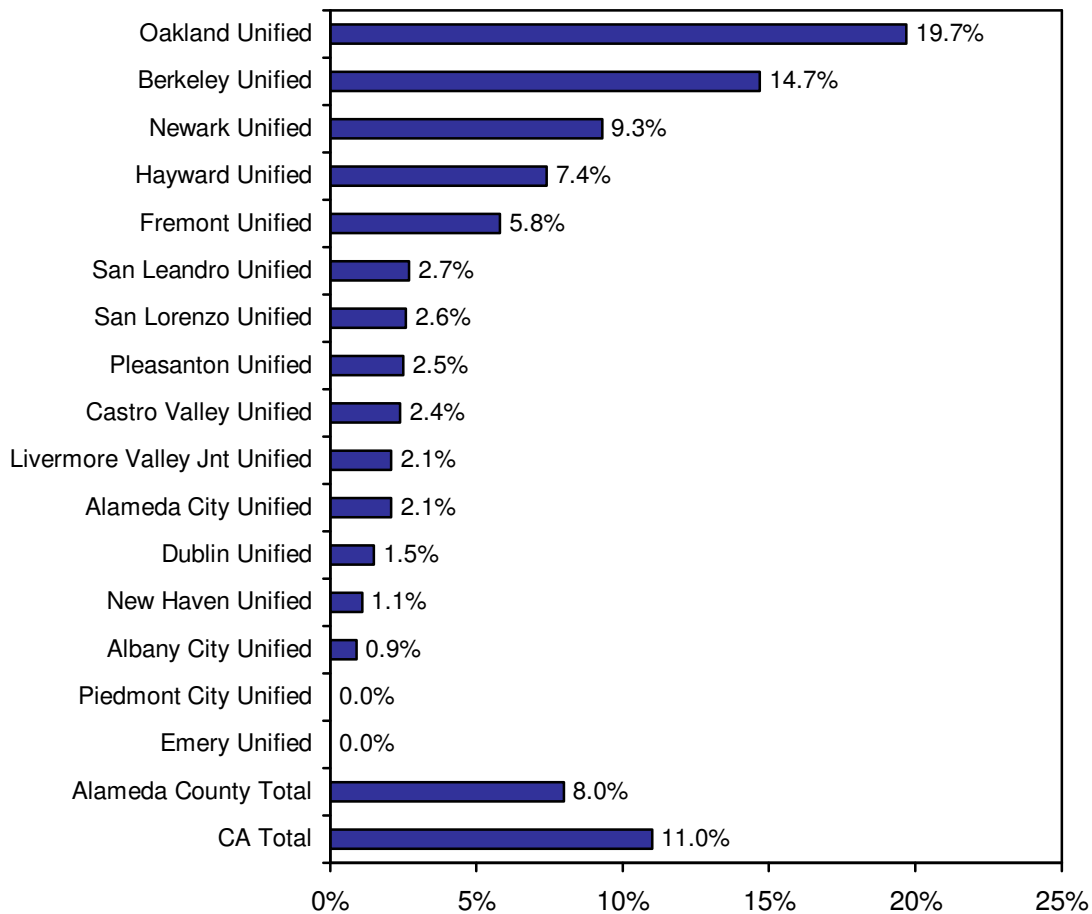
**Table 3.4**  
**Alameda County, CA**  
**Percentage of Births to Mothers and Fathers**  
**That Have Less Than 12 Years of Education, By City**  
**2000-2002 Average**

	<b>Mother</b>	<b>Father</b>
Alameda	7.2%	5.1%
Albany	1.8%	na
Ashland	24.5%	24.5%
Berkeley	8.3%	6.3%
Castro Valley	7.1%	6.6%
Cherryland	31.4%	31.5%
Dublin	2.7%	2.6%
Emeryville	5.3%	na
Fairview	10.0%	5.4%
Fremont	7.8%	6.7%
Hayward	28.9%	27.0%
Livermore	9.3%	8.3%
Newark	19.2%	19.1%
Oakland	31.7%	27.4%
Piedmont	na	na
Pleasanton	3.0%	2.5%
San Leandro	14.0%	12.5%
San Lorenzo	14.9%	14.3%
Sunol	na	na
Unincorporated	13.8%	13.6%
Union City	16.7%	14.9%
<b>Alameda County average</b>	<b>19.0%</b>	<b>16.6%</b>

Source: U.S. Census  
na - percentages were too unstable to report

The percentage of high school dropouts shown in this figure is based on the California Department of Education "derived" drop out rate. These data show that Berkeley, Oakland and Newark Unified School Districts had drop out rates that exceeded the County's drop out rate of 8.0/1,000 students.

**Figure 3.5**  
**Alameda County, CA**  
**School Dropout Rates by District**  
**2003**



Source: Alameda County Public Health Report, 2003

The percent of high school graduates in Alameda County completing all courses required for admission to a college or university has increased by 10.5% between 1999 and 2001 from 38.0% in 1999 to 42.0% in 2001.

### 3.2.4 Conclusions

Catalano, R.F. and J.D. Hawkins. (1996)<sup>5</sup>, Howell, J.C., Krisberg, B., Hawkins, J.D., & Wilson, J. J. document that children who experience more than one risk factor in their life have a higher likelihood of becoming a delinquent.<sup>6</sup> Some of these risk factors are:

- Child victimization and maltreatment
- Poor school performance and dropping out of school
- Anti-social peers
- Living in households with incarcerated parents
- Early onset of alcohol and drug use
- Availability of alcohol and drugs
- Parented by parents who are not capable of providing consistent, warm and firm supervision
- Lack of commitment to school, neighborhood, pro-social values
- Teen parenthood and sexual activity
- Family conflict
- Cognitive and neurological deficits

On the other hand, children who have more than one protective factor are less likely to become delinquent.

These findings suggest that many youth between the ages of 10-17 are at risk of becoming delinquent. The number of youth living in households with earned incomes below the federal poverty level, the high number of youth experiencing abuse and neglect, the high teen birth rates, high number of children with less than a 12<sup>th</sup> grade education having babies, and the high number of children in foster care continue to be of concern of many officials and citizens in Alameda County.

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<sup>5</sup>Catalano, R.F. and J.D. Hawkins. (1996). *The social development model: A theory of antisocial behavior*. In J.D. Hawkins (Ed.) *Delinquency and Crime: Current Theories*: New York.

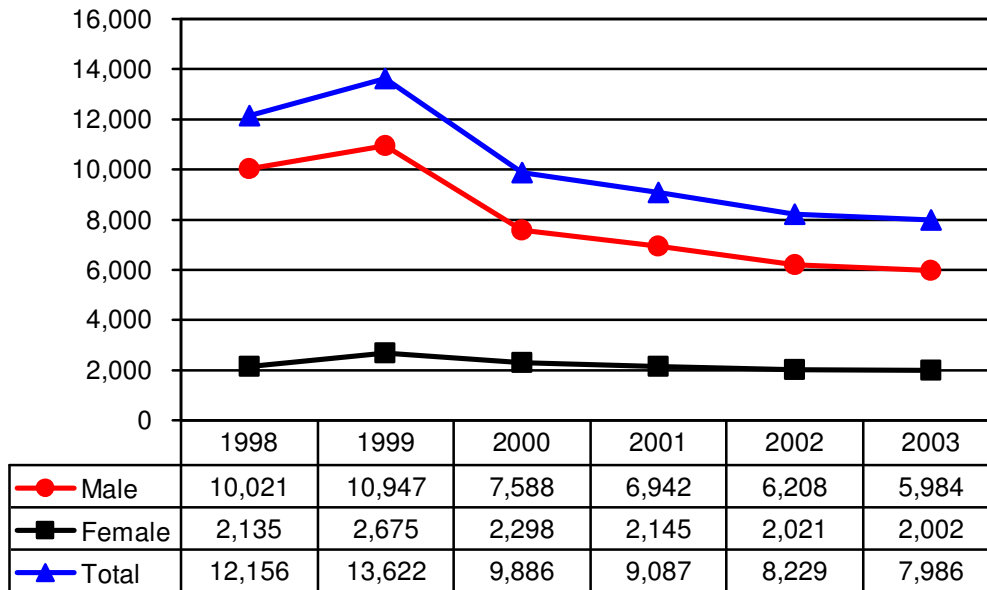
<sup>6</sup> Howell, J.C., Krisberg, B., Hawkins, J.D., & Wilson, J.J. (Eds). (1995). *A sourcebook: serious violent and chronic juvenile offenders*. Thousand Oaks, CA.

### 3.3 Juvenile Crime Trends

#### 3.3.1 Referrals to Juvenile Intake by Gender

Referrals to Juvenile Intake represent the number of youth referred by Law Enforcement, Juvenile Probation Officers, Judiciary, Schools, Parent and Other. Figure 3.6 shows that the total number of referrals to juvenile intake decreased 34.3%, from 12,156 in 1998 to 7,986 in 2003. Male referrals declined 40.3%, or at an average annual rate decrease of 8.8%. Female referrals decreased 6.2%, or at an average annual rate decrease of 0.4%.

**Figure 3.6**  
**Alameda County, CA**  
**Number of Total Referrals to Juvenile Intake by Gender**  
**1998-2003**



Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

### 3.3.2 Referrals to Juvenile Intake by Race

As seen in Table 3.5, there were declines in all racial groups except those classified as Multiracial/Other. This group was the only group to show an average annual increase over the six-year period of study. Referrals for this group increased at an average annual rate of 1.7%.

**Table 3.5**  
**Alameda County, CA**  
**Number of Total Referrals to Juvenile Intake by Ethnicity/Race**  
**1998-2003**

	1998	1999	2000	2001	2002	2003	Average % Change
<b>African American</b>	6,047	6,508	4,463	3,928	3,578	3,553	-9.1
<b>Caucasian</b>	2,284	2,641	2,043	1,908	1,670	1,516	-7.1
<b>Hispanic or Latino</b>	2,108	2,389	1,881	1,786	1,635	1,653	-4.1
<b>Asian</b>	876	969	714	686	554	494	-9.9
<b>Multiracial/Other</b>	751	1040	747	742	754	735	1.7
<b>Native Hawaiian or Other Pacific Islander</b>	56	41	21	21	22	26	-10.5
<b>Native American</b>	34	34	17	16	16	9	-19.9
<b>Total</b>	<b>12,156</b>	<b>13,622</b>	<b>9,886</b>	<b>9,087</b>	<b>8,229</b>	<b>7,986</b>	<b>-7.2</b>

Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese.

Hispanic or Latino includes Hispanic and Guamanian.

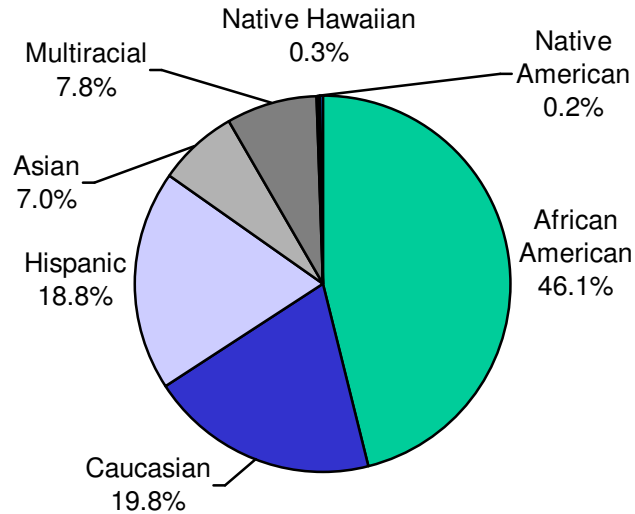
Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, and Samoan.

Multiracial/Other includes Multiracial, Other Race, and Unknown.

Between 1998 and 2003, referrals for Native Americans declined the greatest followed by Native Hawaiians and Asians.

As seen in Figure 3.7, during the five years between 1998-2003, nearly half of all referrals to Juvenile Intake were from African-American youth (46.1%) followed by Caucasian (19.8%) and Hispanic/Latino (18.8%) youth.

**Figure 3.7**  
**Alameda County, CA**  
**Percent of Total Referrals to Juvenile Intake By Ethnicity/Race**  
**1998-2003**



Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese.

Hispanic or Latino includes Hispanic and Guamanian.

Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, and Samoan.

Multiracial/Other includes Multiracial, Other Race, and Unknown.

During 2003, African-American youth represented the largest number of referrals. In fact, there were two African-American youth referred to Juvenile Intake for every one Caucasian and one Hispanic/Latino youth; almost five African-American youth referred to every one Multiracial/Other and seven times more African-American youth referred to every one Asian youth.

These findings indicate that there is a disproportionate number of African-American youth referred to the juvenile justice system proportionate to their representation in the County. While African-American youth represented 17.2% of the population in Alameda County in 2003, they represented 46.1% of all referrals during 1999-2003.

### **3.3.2.1 Referrals to Juvenile Custody Intake by Specific Police Agencies, Law Enforcement Entities and Other Referral Sources**

Table 3.6 presents referrals to juvenile custody intake by specific agencies from 1997 to 2003. Overall, total referrals from specific police agencies, law enforcement entities and other referral sources decreased from 5,841 in 1997 to 3,182 in 2003 representing a decline of 45.5%. The average annual rate decreased 9.0% from 1997 to 2003.

Referrals from police agencies in North County, declined 44.8% between 1997 and 2003, or at an average annual rate decline of 9.0%. All police agencies within this area, except Albany, experienced a decline in referrals between 1997 and 2003. The Albany Police District made no referrals in the years from 1997 to 1999. In 2000, 19 referrals were made, 11 in 2001, 5 in 2002 and 16 in 2003, representing an average annual rate increase of 37.2% over the 6-year period.

Overall, the referrals from police districts in South County declined 44.8% between 1997 and 2003, or at an average annual rate decline of 8.4%. The Dublin police district declined the most between 1997 and 2003 at 69.0%. Referrals from Hayward between 1997 and 2003 decreased 52.3%. Referrals from Livermore, Fremont, and San Leandro decreased 47.5%, 46.5% and 46.0%, respectively, between 1997 and 2003.

On the other hand, referrals from other law enforcement entities (Alameda County Sheriff, California Highway Patrol, Judge, Municipal Court, and Department Probation Officer) increased by 24.8% between 1997 and 2003, or at an average annual rate increase of 4.8% over the 6-year period. While referrals from the Municipal Court, California Highway Patrol, and Judge decreased between 1997 and 2003, referrals from Probation Officers increased 133.3%, from 153 in 1997 to 357 in 2003. Such a dramatic increase from Probation Officers between 1997 and 2003 influenced the overall rate.

Referrals from sources such as government agencies, private agency, individuals, and unknown or PJUCPD, decreased 83.5% between 1997 and 2003, or at an average annual rate decrease of 18.8% over the 6-year period. After 2001, referrals from unknown sources and from PJUCPD disappeared all together.

In summary, referrals to Juvenile Intake declined by 44.8% in North and in South Counties but increased by nearly one-quarter from other law enforcement agencies.



**Table 3.6**  
**Law Enforcement Referrals to Juvenile Custody Intake by Referring Agency**  
**1997-2003**

Year	1997		1998		1999		2000		2001		2002		2003		Average Annual Change	1997-2003 Percent Change
	n	% Change	n	% Change	n	% Change	n	% Change	n	% Change	n	% Change	N	% Change		
<b>North County City Police Agencies</b>																
Alameda	128		110	-14.1%	97	-11.8%	76	-21.6%	92	21.1%	86	-6.5%	110	27.9%	-0.8%	-14.1%
Albany	0		0	0.0%	0	0.0%	19	100.0%	11	-42.1%	5	-54.5%	16	220.0%	37.2%	100.0%
Berkeley	245		175	-28.6%	164	-6.3%	153	-6.7%	111	-27.5%	128	15.3%	121	-5.5%	-9.9%	-50.6%
Emeryville	87		76	-12.6%	59	-22.4%	21	-64.4%	43	104.8%	29	-32.6%	19	-34.5%	-10.3%	-78.2%
Oakland	1,977		1,830	-7.4%	1,942	6.1%	1,413	-27.2%	1,372	-2.9%	1,235	-10.0%	1,079	-12.6%	-9.0%	-45.4%
Piedmont	6		0	-100.0%	2	200.0%	3	50.0%	1	-66.7%	0	-100.0%	3	100.0%	13.9%	-50.0%
Subtotal	2,443		2,191	-10.3%	2,264	3.3%	1,685	-25.6%	1,630	-3.3%	1,483	-9.0%	1,348	-9.1%	-9.0%	-44.8%
<b>South County City Police Agencies</b>																
Dublin	29		21	-27.6%	23	9.5%	19	-17.4%	16	-15.8%	11	-31.3%	9	-18.2%	-16.8%	-69.0%
Fremont	282		205	-27.3%	156	-23.9%	158	1.3%	185	17.1%	157	-15.1%	151	-3.8%	-8.6%	-46.5%
Hayward	451		421	-6.7%	343	-18.5%	237	-30.9%	192	-19.0%	179	-6.8%	215	20.1%	-10.3%	-52.3%
Livermore	118		135	14.4%	96	-28.9%	73	-24.0%	66	-9.6%	58	-12.1%	62	6.9%	-8.9%	-47.5%
Newark	97		66	-32.0%	57	-13.6%	40	-29.8%	61	52.5%	71	16.4%	74	4.2%	-0.4%	-23.7%
Pleasanton	80		70	-12.5%	52	-25.7%	38	-26.9%	55	44.7%	38	-30.9%	51	34.2%	-2.8%	-36.3%
San Leandro	298		290	-2.7%	317	9.3%	166	-47.6%	151	-9.0%	127	-15.9%	161	26.8%	-6.5%	-46.0%
Union City	110		92	-16.4%	88	-4.3%	60	-31.8%	69	15.0%	63	-8.7%	86	36.5%	-1.6%	-21.8%
Subtotal	1,465		1,300	-11.3%	1,132	-12.9%	791	-30.1%	795	0.5%	704	-11.4%	809	14.9%	-8.4%	-44.8%
<b>Other Law Enforcement Entities</b>																
Alameda County Sheriff	400		447	11.8%	476	6.5%	379	-20.4%	404	6.6%	403	-0.2%	406	0.7%	0.8%	1.5%
California Highway Patrol	39		31	-20.5%	31	0.0%	15	-51.6%	10	-33.3%	17	70.0%	18	5.9%	-4.9%	-53.8%
Judge	56		43	-23.2%	40	-7.0%	64	60.0%	47	-26.6%	45	-4.3%	33	-26.7%	-4.6%	-41.1%
Municipal Court	4		0	-100.0%	2	200.0%	0	-100.0%	0	0.0%	0	0.0%	0	0.0%	0.0%	-100.0%
Department Probation Officer	153		168	9.8%	256	52.4%	244	-4.7%	181	-25.8%	163	-9.9%	357	119.0%	23.5%	133.3%
Subtotal	652		689	5.7%	805	16.8%	702	-12.8%	642	-8.5%	628	-2.2%	814	29.6%	4.8%	24.8%
<b>Other Referral Sources</b>																
Other Government Agencies <sup>1</sup>	230		287	24.8%	256	-10.8%	209	-18.4%	228	9.1%	179	-21.5%	159	-11.2%	-4.7%	-30.9%
Private Agency <sup>2</sup>	1		0	-100.0%	1	100.0%	0	-100.0%	0	0.0%	0	0.0%	0	0.0%	-16.7%	-100.0%
Individuals <sup>3</sup>	99		79	-20.2%	59	-25.3%	63	6.8%	56	-11.1%	71	26.8%	52	-26.8%	-8.3%	-47.5%
Unknown / PJUCPD	951		856	-10.0%	1,008	17.8%	864	-14.3%	0	-100.0%	0	0.0%	0	0.0%	-17.8%	-100.0%
Subtotal	1,281		1,222	-4.6%	1,324	8.3%	1,136	-14.2%	284	-75.0%	250	-12.0%	211	-15.6%	-18.8%	-83.5%
<b>Total</b>	<b>5,841</b>		<b>5,402</b>	<b>-7.5%</b>	<b>5,525</b>	<b>2.3%</b>	<b>4,314</b>	<b>-21.9%</b>	<b>3,351</b>	<b>-22.3%</b>	<b>3,065</b>	<b>-8.5%</b>	<b>3,182</b>	<b>3.8%</b>	<b>-9.0%</b>	<b>-45.5%</b>

1 Bay Area Rapid Transit; California State University, Hayward; California Youth Authority; East Bay Regional Park District; Fish & Game; Immigration & National Services; Other County Agency; Other County Court/DPO; Other State Agency; University of California, Berkeley PD

2 Private Agency, Union Pacific Railroad

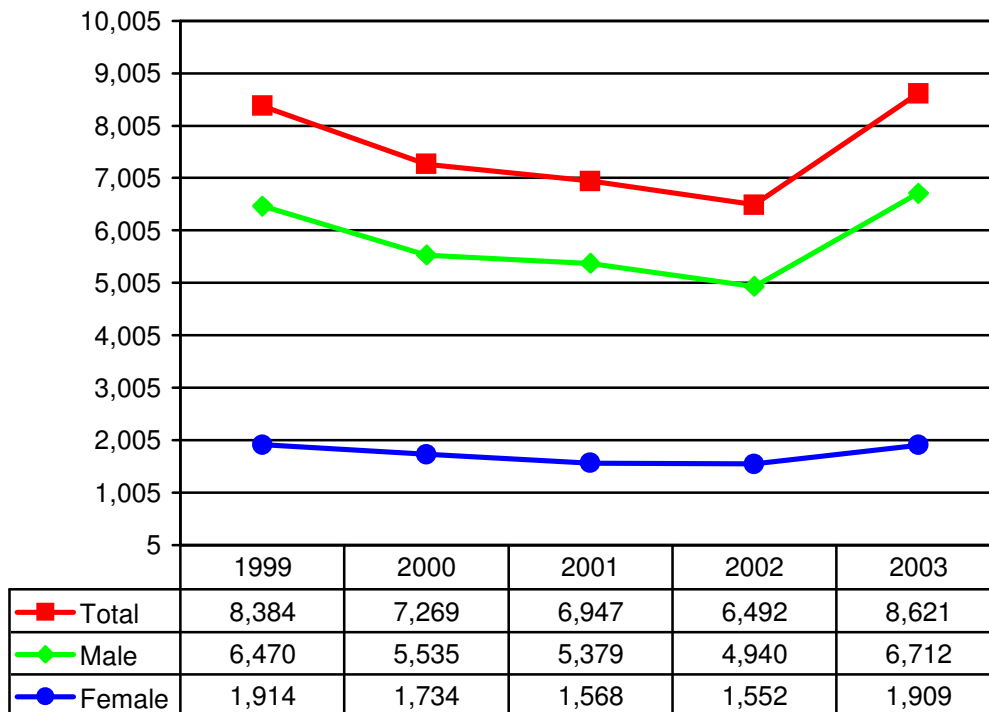
3 Guardian, Parent, Other, or Self.

Source: Juvenile Probation Information System. Report ID: RPJ681-2.

### 3.3.3 Juvenile Arrest Trends by Gender

Figure 3.8 shows that male arrests increased 3.7% between 1999 and 2003. In contrast, female arrests decreased 0.3% between 1999 and 2003. Total number of arrests increased 2.8%, or at an average annual rate of 2.1% during 1999-2003.

**Figure 3.8**  
**Alameda County, CA**  
**Juvenile Arrests by Gender**  
**1999-2003**



Source: California Criminal Justice Statistics Center; Alameda County Probation Department  
Note: Includes Felony and Misdemeanor arrests

Males comprise 77.0% of all juvenile arrests, compared to 23.0% for females.

### **3.3.4 Juvenile Arrests by Jurisdiction**

An analysis of the total arrests for 2003 was conducted to document the total arrests by jurisdiction, by race and by gender. In 2003, there were a total of 8,621 arrests by 25 referral sources.

Table 3.7 shows that the Oakland Police Department (19.4%) arrested the greatest number of youth, followed by Hayward Police Department (11.4%), Alameda County Sheriffs Office (9.9%), Deputy Probation Officer (9.5%) and Fremont Police Department (6.5%).

Because Oakland has the highest population, it would be expected that Oakland would have the highest number of youth arrested. Table 3.7 shows that the greatest number of male and female arrests among all these 25 referral sources was from the Oakland Police.

However, as with referrals, the number of African-American youth were overrepresented. These youth were arrested more than any other racial group (at 48.7%), compared to 21.3% for Hispanics, 16.7% for Caucasians, 7.8% for Others, 5.1% for Asians, and less than 1% combined for Native Americans and Native Hawaiians.

**Table 3.7**  
**Alameda County, CA**  
**2003 Arrests by Jurisdiction, Sex and Race**

Arresting Agency	Agency Code	Males								Females								Grand Total
		Asian	Black	Hispanic	Native American	Native Hawaiian	Caucasian	Other	Total	Asian	Black	Hispanic	Native American	Native Hawaiian	Caucasian	Other	Total	
Albany Police Department	ABPD	6	29	8			28	9	80		2	1			4	2	9	89
Alameda County Sheriff's Office	ACSO	17	253	166		1	177	35	649	2	86	46			56	12	202	851
Alameda Police Department	AMPD	39	159	42		2	55	19	316	6	40	11	1		9	13	80	396
BART Police Department	BART	2	99	21			5	5	132	1	23				2		26	158
Berkeley Police Department	BPD	5	172	55			20	10	262		34	2			3	1	40	302
California Highway Patrol <sup>a</sup>	CHP	5	23	22		1	17	6	74		6	2			4	3	15	89
Dublin Police Department	DPD	3	9	8			27	4	51		3	3			7	1	14	65
Deputy Probation Office	DPO	28	436	138		3	69	31	705	2	76	14			16	8	116	821
East Bay Regional Park District Police Department	EBRP	4	3	2		3	7	1	20		2	3			4		9	29
Emeryville Police Department	EMPD	1	26	2			2		31	1	15	1			1	1	19	50
Fremont Police Department	FRPD	27	93	129		3	154	60	466	2	22	28			33	7	92	558
Hayward Police Department	HPD	28	287	271	1	1	77	50	715	13	127	74		2	27	25	268	983
Judge Ordered	JUDG	6	51	30		1	15	6	109		17	4			3	3	27	136
Livermore Police Department	LVPD	3	17	42			88	4	154		8	9			19	4	40	194
Newark Police Department	NWPD	17	73	109			84	35	318	20	51	37			31	9	148	466
Other County Agency	OCA	14	114	46	1	1	54	38	268	9	60	12			28	23	132	400
Oakland Police Department	OPD	86	1,027	160	2	2	32	54	1,363	13	235	24		1	21	13	307	1,670
Out of County Agency	OUTC	3	49	36	1	1	19	80	189	2	20	6			1	25	54	243
Piedmont Police Department	PDPD	1	4				6	1	12		1				3		4	16
Pleasanton Police Department	PLPD	10	17	27			93	10	157	6	33	11			54	6	110	267
Self Surrender on a Warrant	SELF	2	17	4			2	2	27		3	2					5	32
San Leandro Police Department	SLPD	19	156	99		1	38	20	333	6	94	19	1		13	1	134	467
UC Berkeley Police Department	UCB		6				2	1	9		1				1		2	11
Union City Police Department	UCPD	28	82	90		4	20	27	251	4	23	15			5	4	51	302
Other <sup>b</sup>	OTHR	1	11	5			2	2	21	1	4						5	26
<b>Total Arrests</b>		<b>355</b>	<b>3,213</b>	<b>1,512</b>	<b>5</b>	<b>24</b>	<b>1,093</b>	<b>510</b>	<b>6,712</b>	<b>88</b>	<b>986</b>	<b>324</b>	<b>2</b>	<b>3</b>	<b>345</b>	<b>161</b>	<b>1,909</b>	<b>8,621</b>

Source: Alameda County Probation Department

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian and Vietnamese; Native Hawaiian includes Hawaiian, Pacific Islander and Samoan; Other includes Other Race and Unknown.

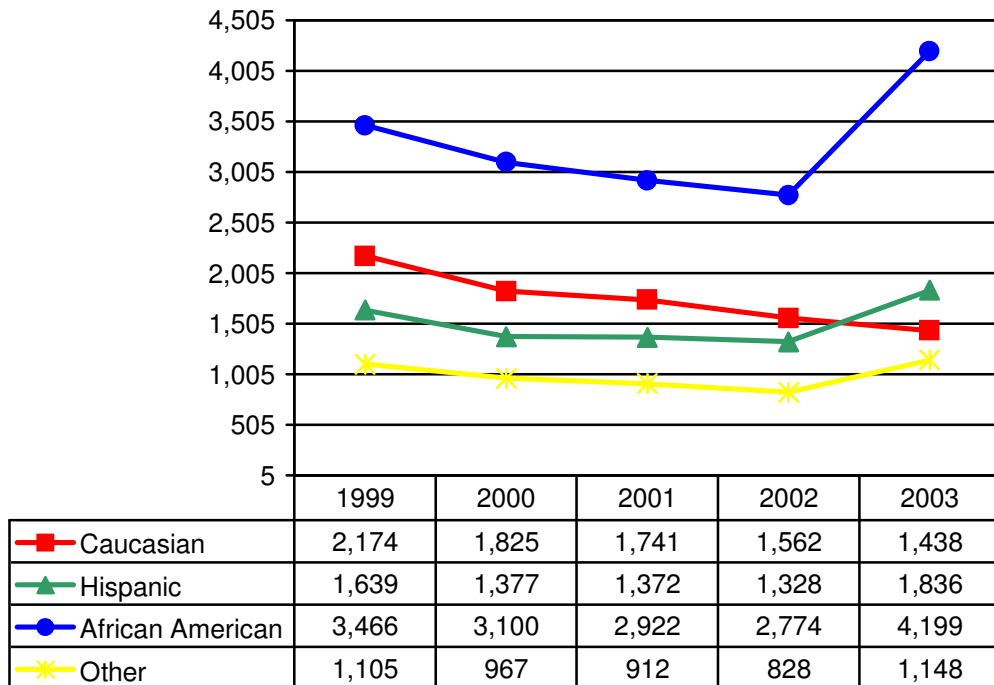
<sup>a</sup>California Highway Patrol includes Castro Valley Office, Dublin Office, Hayward Office and Oakland Office.

<sup>b</sup>Other includes CSUH, HARD, OTHR, PRNT and ST/G.

### 3.3.5 Juvenile Arrest Trends by Race

Figure 3.9 shows that between 1999 and 2003, juvenile arrests decreased 33.9% for Caucasian youth. In contrast, juvenile arrests increased 21.1% for African-American youth, 12.0% for Hispanic youth and 3.9% for Others.

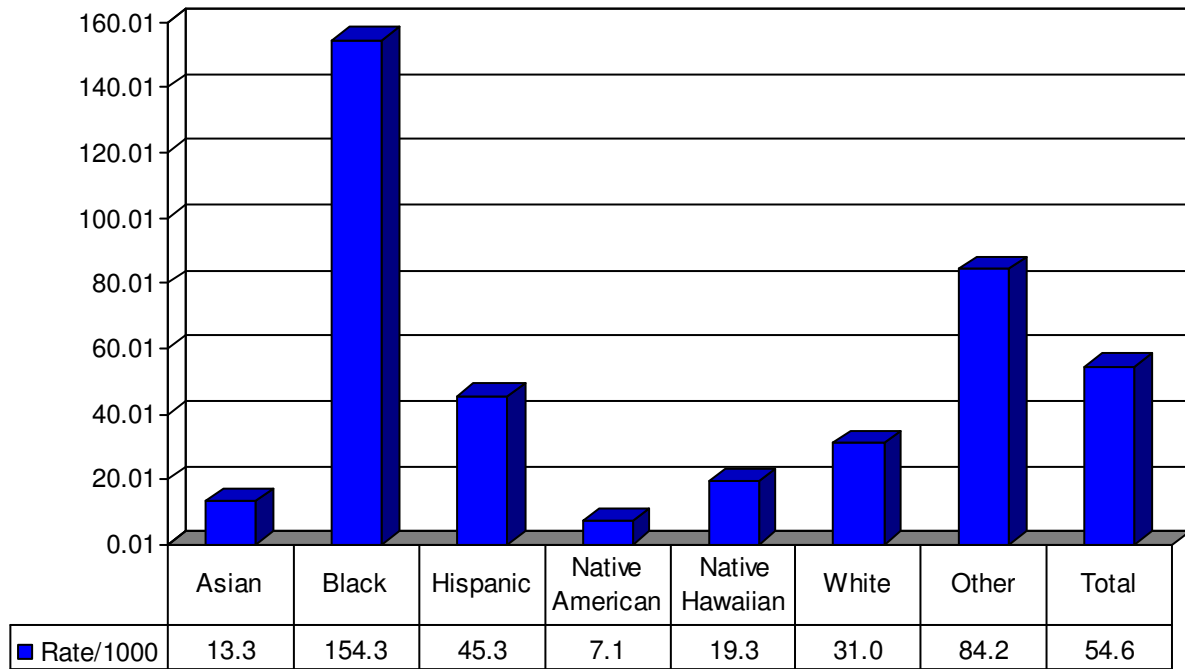
**Figure 3.9**  
**Alameda County, CA**  
**Juvenile Arrests by Race**  
**1999-2003**



Source: California Criminal Justice Statistics Center; Alameda County Probation Department  
Note: Includes Felony and Misdemeanor arrests

As seen in Figure 3.10, the arrest rate is highest among African-American youth (154.3/1,000), followed by Multi-racial Other youth (84.2/1,000). In contrast, the arrest rate is lowest for Native American youth (7.1/1,000).

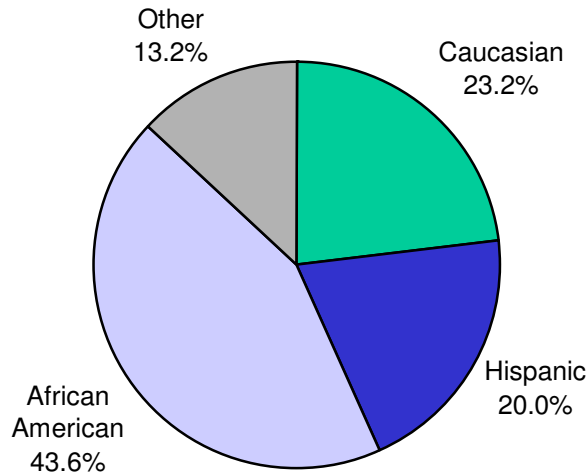
**Figure 3.10**  
**Alameda County, CA**  
**Arrest Rate by Race Per 1,000 Youth**  
**2003**



Source: Alameda County Probation Department; State of California, Department of Finance, Race/Ethnic Population with Age and Sex Detail, 2000–2050. Sacramento, CA, May 2004.  
 Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian and Vietnamese; Native Hawaiian includes Hawaiian, Pacific Islander and Samoan; Other includes Other Race and Unknown.

Figure 3.11 shows that during 1999-2003, African- American youth comprised the greatest portion of all arrests (43.6%), followed by Caucasians (23.2%), Hispanics (20.0%) and Others (13.2%).

**Figure 3.11**  
**Alameda County, CA**  
**Percentage of Juvenile Arrests by Ethnicity/Race**  
**1999-2003**



Source: California Criminal Justice Statistics Center; Alameda County Probation Department  
Note: Includes Felony and Misdemeanor arrests

Once again this shows that African-American youth are overrepresented in the number of juvenile arrests, as compared to their number in the overall population.

A separate study conducted by the National Council on Crime and Delinquency for the Asian and Pacific Islander Youth (API) Violence Prevention Center (2003) found that while API were arrested at lower rates than White, African American and Hispanic youth, they were convicted at higher rates and placed into institutions at higher rates than the other racial groups<sup>7</sup>

<sup>7</sup> National Council on Crime & Delinquency, *Under the Microscope: Asian and Pacific Islander Youth in Oakland. Executive Summary.* June 2003.

### 3.3.6 Youth Population, Race, Arrest Rate, Poverty Rate by City

The number of youth 12-17 years by race in 2000<sup>8</sup> (latest data available) was compared with their arrest rates in 2003<sup>9</sup> to determine whether their arrest rate was disproportionate to their population in 14 cities with police districts.

The poverty rates for each racial group are reported using the Census 2000 data. These data were compared with the arrest rates and population rates of each of the six racial groups in each of the 14 cities.

#### 3.3.6.1 Arrest Rates by Population and Race

The arrest rates for African-American, Native Hawaiian/Pacific Islanders, American Indian/Alaska Natives and Some Other Races are disproportionate to their population. The following summary shows the number of youth residing in each city by race, population and their arrest rates.

The arrest rates for African-American youth were disproportionate to their population rates in 11 cities. Particularly, an African-American youth was 29 times more likely to be arrested in Pleasanton than a youth of other races. The following cities where African-American youth were disproportionately arrested are:

**Table 3.8**  
**Rank Ordering of Cities as to Arrest Rates and Population Rates**  
**By Racial/Ethnic Groups –**  
**African-American Youth**

Cities	Black/African American, Population Rate per 1,000	Black/African American, Arrest Rate per 1,000	Arrest Rate to Population Rate
Pleasanton	17.1	495.0	29.022
Piedmont	13.5	263.2	19.515
Newark	46.2	696.6	15.064
Albany	47.4	508.2	10.730
Livermore	21.1	186.6	8.845
Dublin	34.5	179.1	5.189
Fremont	37.7	188.2	4.987
Alameda	98.0	392.5	4.006
San Leandro	124.9	369.8	2.960
Union City	88.2	192.0	2.176
Hayward	134.0	276.6	2.064

Source: Census 2000 Summary File 3 (SF 3). Alameda County Probation Department

<sup>8</sup> Census 2000, Summary File.

<sup>9</sup> Alameda County Probation Department.



Even in cities with high African-American youth populations, such as Berkeley, Emeryville, and Oakland, the arrest rates per 1,000 African-American youth are still disproportionate:

- Berkeley 188.0 arrests per 1,000
- Emeryville 386.8 arrests per 1,000
- Oakland 101.1 arrests per 1,000

In five police districts, the arrest rates per 1,000 for Native Hawaiian and Other Pacific Islander youth were disproportionate as compared to their population rates:

**Table 3.9**  
**Rank Ordering of Cities as to Arrest Rates and Population Rates**  
**By Racial/Ethnic Groups**  
**Native Hawaiian and Other Pacific Islanders**

Cities	Native Hawaiian, Population Rate per 1,000	Native Hawaiian, Arrest Rate per 1,000	Arrest Rate to Population Rate
Fremont	4.4	41.7	9.4
Union City	11.0	58.8	5.364
Alameda	10.4	37.0	3.549
Oakland	7.7	13.0	1.681
San Leandro	13.5	13.7	1.015

Source: Census 2000 Summary File 3 (SF 3). Alameda County Probation Department

In the following three cities, the arrest rates per 1,000 for American Indian and Alaska Native exceeded their population rates:

**Table 3.10**  
**Rank Ordering of Cities as to Arrest Rates and Population Rates**  
**By Racial/Ethnic Groups**  
**American Indian and Alaska Native**

Cities	American Indian, Population Rate per 1,000	American Indian, Arrest Rate per 1,000	Arrest Rate to Population Rate
Alameda	7.7	25.0	3.234
San Leandro	12.8	14.5	1.137
Oakland	7.8	8.5	1.092

Source: Census 2000 Summary File 3 (SF 3). Alameda County Probation Department

Youth classifying themselves as some other race, were arrested at rates that exceeded their population rates in five cities:

**Table 3.11**  
**Rank Ordering of Cities as to Arrest Rates and Population Rates**  
**By Racial/Ethnic Groups – Other Races**

Cities	Other Race, Population Rate per 1,000	Other Race, Arrest Rate per 1,000	Arrest Rate to Population Rate
Piedmont	5.7	125.0	22.016
Albany	40.4	211.5	5.240
Pleasanton	23.8	113.5	4.765
Alameda	44.1	140.4	3.186
Dublin	43.8	58.8	1.343

Source: Census 2000 Summary File 3 (SF 3). Alameda County Probation Department

In contrast, the arrest rates for Caucasian, Asian and Hispanic/Latino youth were not disproportionate to their population rates in any of the 14 cities.

Complete data on 14 jurisdictions in Alameda County by population and arrest rates can be found in the Appendices.

### **3.3.6.2 Poverty Rates**

Poverty rates were examined by race in 14 jurisdictions having police districts. Poverty rates for African-American, Native Hawaiian/Pacific Islander, and Some Other Races youth 12-17 years of age are higher than their population rate in a number of cities.

The poverty rates for African-American youth were disproportionate to their population rate in eight cities. An African-American youth living in Livermore was 21.6 times more likely to be living in poverty and a youth living in Pleasanton was 8.7 times more likely than any other race.

These findings are presented in Table 3.12.

**Table 3.12**  
**Rank Ordering of Cities as to Poverty Rates and Population Rates**  
**By Racial/Ethnic Groups**  
**African-American Youth**

Cities	Black/African American, Population Rate per 1,000	Black/African American, Poverty Rate per 1,000	Poverty Rate to Population Rate
Livermore	21.1	455.2	21.582
Pleasanton	17.1	148.5	8.706
Alameda	98.0	252.5	2.577
Union City	88.2	133.5	1.513
San Leandro	124.9	184.9	1.480
Fremont	37.7	54.0	1.431
Newark	46.2	61.8	1.336
Berkeley	230.5	260.0	1.128

Source: Census 2000 Summary File 3 (SF 3). Alameda County Probation Department

Although the African-American youth poverty rate in the cities of Oakland and Emeryville did not exceed their population rates, their poverty rates for these cities were still very high:

- Oakland poverty rate of 313.5 per 1,000 Black or African American 12-17 year olds versus population rate of 417.4 per 1,000 Black or African American 12-17 year olds.
- Emeryville poverty rate of 311.3 per 1,000 Black or African American 12-17 year olds versus population rate of 502.4 per 1,000 Black or African American 12-17 year olds.

Native Hawaiian and Other Pacific Islander youth also experienced high rates of poverty in seven cities in Alameda County, especially in Berkeley where a Native Hawaiian/Other Pacific Island youth is 924 times more likely to live in poverty than any other racial group. These data are presented in the following table:

**Table 3.13**  
**Rank Ordering of Cities as to Poverty Rates and Population Rates**  
**By Racial/Ethnic Groups –**  
**Native Hawaiian and Other Pacific Islanders**

Cities	Native Hawaiian / Pacific Islander, Population Rate per 1,000	Native Hawaiian / Pacific Islander, Poverty Rate per 1,000	Poverty Rate to Population Rate
Berkeley	1.3	1166.7	924.389
Fremont	4.4	402.8	90.569
Alameda	10.4	425.9	40.818
Oakland	7.7	238.1	30.825
Union City	11.0	117.6	10.728
San Leandro	13.5	41.1	3.046
Hayward	27.6	81.2	2.944

Source: Census 2000 Summary File 3 (SF 3). Alameda County Probation Department

Youth classified as “some other race” experienced disproportional poverty rates compared to their population rate in seven cities. For example, in Albany, other races youth experienced poverty rates five times their population rates. The following table presents the data related to these youth:

**Table 3.14**  
**Rank Ordering of Cities as to Poverty Rates and Population Rates**  
**By Racial/Ethnic Groups – Other Races**

Cities	Other Race, Population Rate per 1,000	Other Race, Poverty Rate per 1,000	Poverty Rate to Population Rate
Albany	40.4	211.5	5.240
Alameda	44.1	136.0	3.086
Dublin	43.8	117.6	2.687
Berkeley	63.9	148.0	2.315
Livermore	56.4	120.1	2.131
Oakland	147.9	229.5	1.552
Fremont	67.2	96.5	1.436

Source: Census 2000 Summary File 3 (SF 3). Alameda County Probation Department

Complete data on 14 jurisdictions in Alameda County by arrest and poverty rates can be found in the Appendices.

### **3.3.6.3 Conclusion**

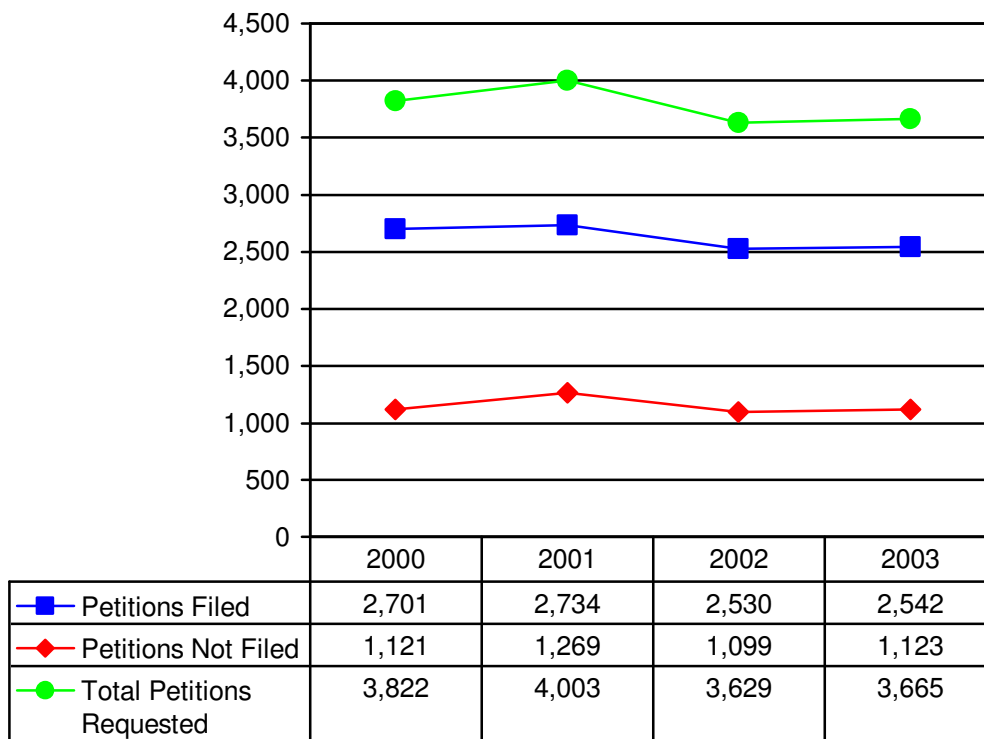
Based on the Spearman Rank Order Correlation Coefficient statistical procedure, the following conclusions were reached relating to poverty, youth population, and arrest rates:

Correlations between poverty and arrest rates by racial groups revealed that Native Hawaiian and Other Pacific Islanders was the only racial group in which there was a statistically significant relationship ( $r_s=0.689$ ,  $p=0.006$ ) between arrest rate and the number of youth living below the poverty level. With the exception of Native Hawaiians, there were no statistically significant correlations between poverty rate and arrest rate for any other racial group.

### 3.3.7 Juvenile Petitions

Figure 3.15 shows the total number of requests for petitions sent by the Alameda County Probation Department to the District Attorney's Office for 2000-2003. During these four years, a total of 15,119 requests for petitions were sent by the Probation Department. A total of 4,612 requests were not filed by the District Attorney, for an average of 30.5% for the four years. The remaining 69.5% of petitions requested were filed.

**Figure 3.15**  
**Alameda County, CA**  
**Juvenile Requests for Petitions by Filed**  
**vs. Not Filed by the District Attorney**  
**2000-2003**



Source: Quarterly Statistical Report, Alameda County District Attorney's Office

According to the Alameda County District Attorney, requests for petitions were not filed for a number of reasons including: (a) There was insufficient evidence to prove the charges, (b) the minor was charged with separate, more serious offenses, (c) informal supervision was used without court adjudication, and (d) the referral was untimely.

This graph shows that between 2000 and 2003, the number of petitions filed decreased 5.9%. In contrast, between 2000 and 2003, the number of petitions not filed increased 0.2%. Total number of petitions requested decreased 4.1% between 2000 and 2003, or at an average annual rate decrease of 1.2%.

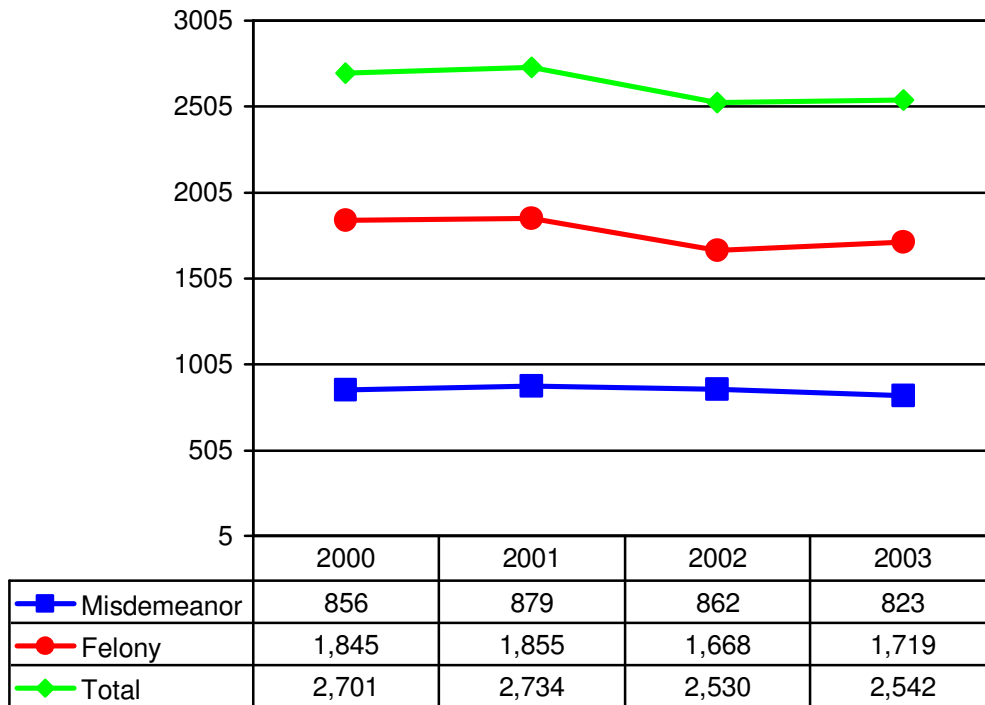
The Juvenile Probation Department has no discretion on those offenses that are mandatory referrals by law enforcement. No data were available to determine which of these referrals were for mandatory

**Comprehensive Study of the Juvenile Justice System**

offenses in which there is no discretion either by law enforcement or the Probation Department. However, interviews with Deputy Juvenile Probation Officers confirmed that, even with mandatory offenses, DPO's have discretion regarding who they request for a petition.

As figure 3.16 shows, the number of petitions filed by the Alameda County District Attorney between 2000 and 2003 decreased 5.9%, or at an average annual rate of 1.9%. Misdemeanor petitions decreased at an average annual rate of 1.3% and felony petitions decreased at a rate of 2.2% during these three years.

**Figure 3.16**  
**Alameda County, CA**  
**Juvenile Petitions Filed by Type**  
**2000-2003**



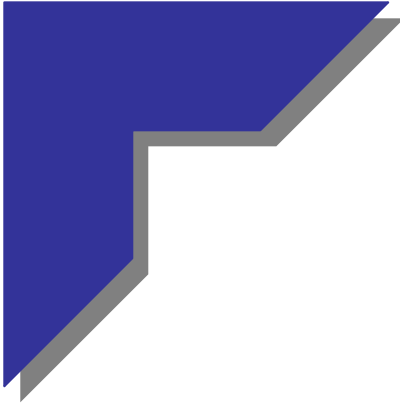
Source: Quarterly Statistical Report, Alameda County District Attorney's Office

### **3.3.8 Overall Conclusions**

1. During the past four years (2000-2003), the at-risk youth population in Alameda County increased 3.8%.
2. Despite being the fourth largest youth population (at 17.2% in Alameda County) in 2003, African American youth represent the greatest percent of:
  - a. youth living in poverty in 1999 (26.1%)
  - b. referrals to Juvenile Intake during 1998-2003 (46.1%)
  - c. arrests during 1999-2003 (43.6%)
3. Among the eight risk factors for delinquency explored in this study (Table 3.2), Alameda County fares better than the state of California in all instances, with the exception of foster care rate.
4. Referrals by police agencies, law enforcement entities and other referral sources are on the decline. The one exception was an increase of nearly 25% between 1997 and 2003 by Probation Officers.
5. In relation to youth population, the arrest rate is highest among African Americans (154.3). Additionally, among the 14 cities included in this study, the arrest rate for African Americans was disproportionately high in 11 cities. Arrest rates were also disproportionate for Native Hawaiians/Pacific Islanders in five cities, American Indian/Alaskan Natives in 3 cities and Other Races in 5 cities.
6. Similarly, the poverty rate was disproportionately high for African Americans in 8 cities. Poverty rates were also disproportionate for Native Hawaiian/Pacific Islanders and Other races in 7 cities.
7. With the exception of Native Hawaiian/Pacific Islanders, there is no statistical correlation between poverty and arrest rates.
8. Between 2000 and 2003, the number of petitions requested decreased 4.1%. During the period of study, over two thirds of the petitions requested were filed while 30.5% were rejected.

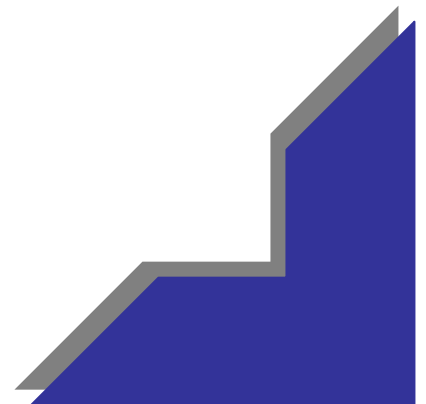
Based on these conclusions, the County will need to:

1. Decide how best to prepare for an increasing at-risk youth population.
2. Develop solutions to reduce the disproportionate representation of African-American youth in the juvenile justice system (referrals and arrests).
3. Develop early intervention strategies for the highest risk youth who were referred but whose case was closed and the highest risk youth on 654 Informal Supervision. By providing support services for these high risk children it will reduce the likelihood that their delinquency will escalate.



## *4.0 Minors In Custody Trends Analysis*

- *Juvenile Hall Trends*
- *Camp Sweeney Trends*
- *California Youth Authority*





## **4.0 Minors In Custody Trends Analysis**

### **4.1 Introduction**

The previous chapter documented the decline in referrals, arrests and petitions in Alameda County in the last several years<sup>10</sup>. This chapter will focus on the minors who are confined in the Alameda County Juvenile Hall, committed to Camp Wilmont Sweeney and committed to the California Youth Authority. It describes how these three facilities are used within Alameda County's juvenile justice continuum.

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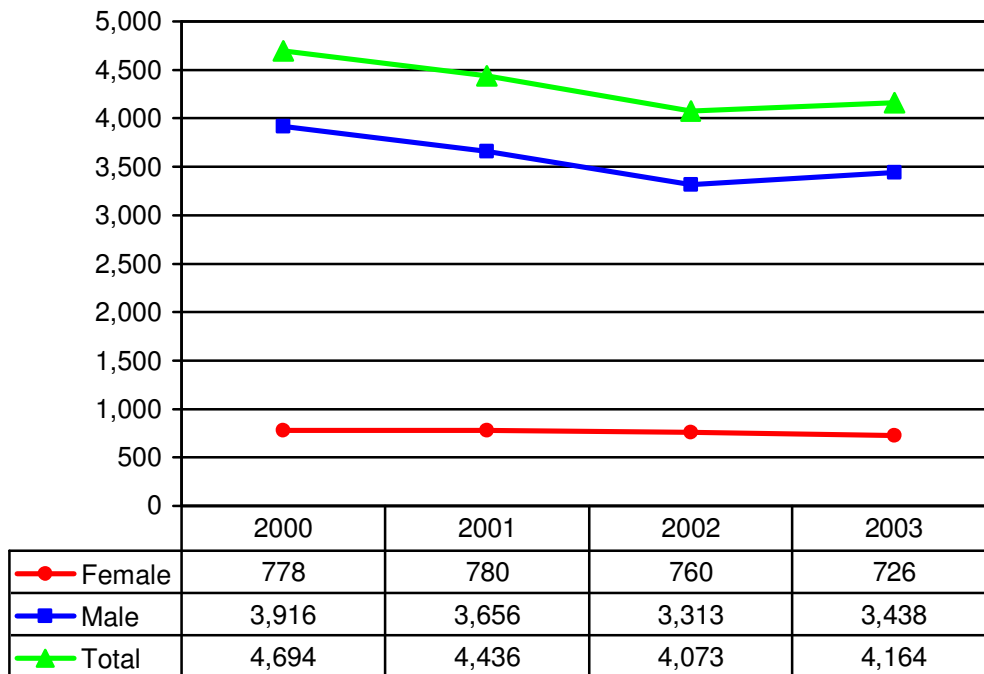
<sup>10</sup> Note: 2002-2003 was the only year in which arrests increased during 2000-2003.

## 4.1 Juvenile Hall Trends

### 4.1.1 Juvenile Hall Admissions by Gender

Figure 4.1 shows the total admissions to the Alameda County Juvenile Hall, including those youth who were booked several times in a given year. Between 2000 and 2003, female admissions to Juvenile Hall decreased 6.7%, while male admissions decreased 12.2%. During this period, total admissions decreased 11.3%, or at an average annual rate of 3.8%.

**Figure 4.1**  
**Alameda County, CA**  
**Total Admissions to Juvenile Hall by Gender**  
**2000-2003**



Source: Alameda County Juvenile Probation Department, RPT281-02  
Note: Total admissions reflect duplicated youth in a year who are booked

During 2000-2003, males comprised 82.5% of all admissions to Juvenile Hall, compared to 17.5% for females. During these four years, total admissions to the Juvenile Hall remained fairly stable.

#### 4.1.2 Juvenile Hall Admissions by Race

Table 4.1 shows the trends in the number of youth (unduplicated counts) admitted to the Juvenile Hall by race. This table demonstrates that Filipinos experienced the greatest decrease (55.9%) in new admissions between 1998 and 2003, followed by Asians (52.1%), Caucasians (49.6%) and African-Americans (39.8%).

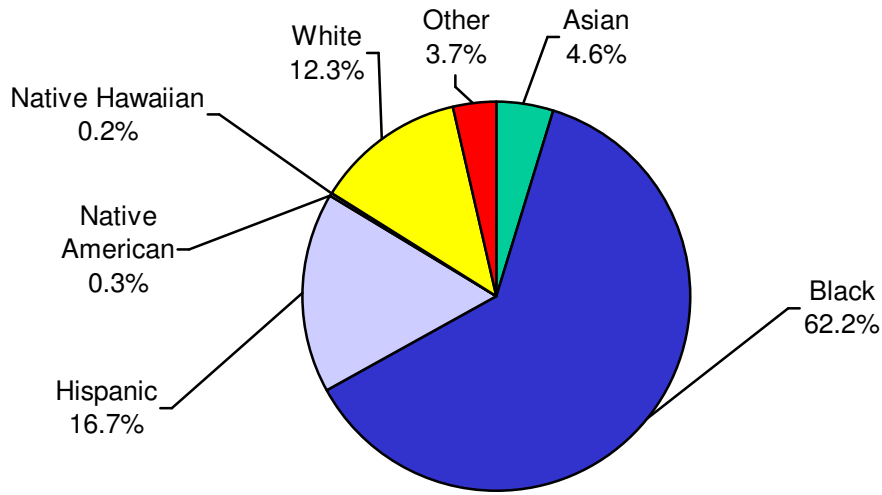
**Table 4.1**  
**Alameda County, CA**  
**Total Number of Youth Admitted to the Juvenile Hall by Ethnicity/Race**  
**1998-2003**

	1998	1999		2000		2001		2002		2003		Average % Change 1998- 2003	Overall % Change 1998- 2003
	n	n	% Change	n	% Change	n	% Change	n	% Change	n	% Change		
American Indian	8	12	50.0%	6	-50.0%	7	16.7%	12	71.4%	5	-58.3%	6.0%	-37.5%
Asian	282	259	-8.2%	201	-22.4%	134	-33.3%	100	-25.4%	135	35.0%	-10.9%	-52.1%
African-American	3200	3362	5.1%	2675	-20.4%	1969	-26.4%	1974	0.3%	1928	-2.3%	-8.8%	-39.8%
Filipino	34	36	5.9%	28	-22.2%	13	-53.6%	15	15.4%	15	0.0%	-10.9%	-55.9%
Hispanic	981	953	-2.9%	657	-31.1%	614	-6.5%	484	-21.2%	609	25.8%	-7.2%	-37.9%
Other	201	234	16.4%	156	-33.3%	142	-9.0%	140	-1.4%	134	-4.3%	-6.3%	-33.3%
Unknown	4	18	350.0%	7	-61.1%	7	0.0%	7	0.0%	7	0.0%	57.8%	75.0%
Caucasian	692	651	-5.9%	584	-10.3%	465	-20.4%	333	-28.4%	349	4.8%	-12.0%	-49.6%
Total	5402	5525	2.3%	4314	-21.9%	3351	-22.3%	3065	-8.5%	3182	3.8%	-9.3%	-41.1%

Source: Alameda County Juvenile Probation Department, R-PJ-681-4. Represents unduplicated counts (number of youth admitted)

As seen in Figure 4.2, over sixty percent of all admissions to the Juvenile Hall during 2000-2003 were African-American youth (62.2%). Hispanics (16.7%) were the second largest racial group admitted, followed by Caucasians at 12.3% and then Asians at 4.6%. All other races combined comprised less than 5% of all admissions.

**Figure 4.2**  
**Alameda County, CA**  
**Percentage of Total Admissions to Juvenile Hall by Race/Ethnicity**  
**2000-2003**



Source: Alameda County Juvenile Probation Information System RPT281-02  
Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian and Vietnamese; Native Hawaiian includes Hawaiian, Pacific Islander and Samoan; Other includes Other Race and Unknown.  
Note: Total admissions reflect duplicated youth in a year who are booked

While African-American youth represent 17.2% of the total youth residing in Alameda County in 2003, they represent 62.2% of the youth detained.

### 4.1.3 Juvenile Hall Admissions by Type of Offense

Table 4.2 shows that between 1998 and 2003, youth charged with warrant offenses represented the highest percentage increase in admissions to the Juvenile Hall (89.1% increase). In contrast, there was a decrease in the number of admissions for all other types of offense. The greatest decrease was observed for drug offenses (71.7%), followed by property offenses (58.4%) and possession of weapons (54.2%).

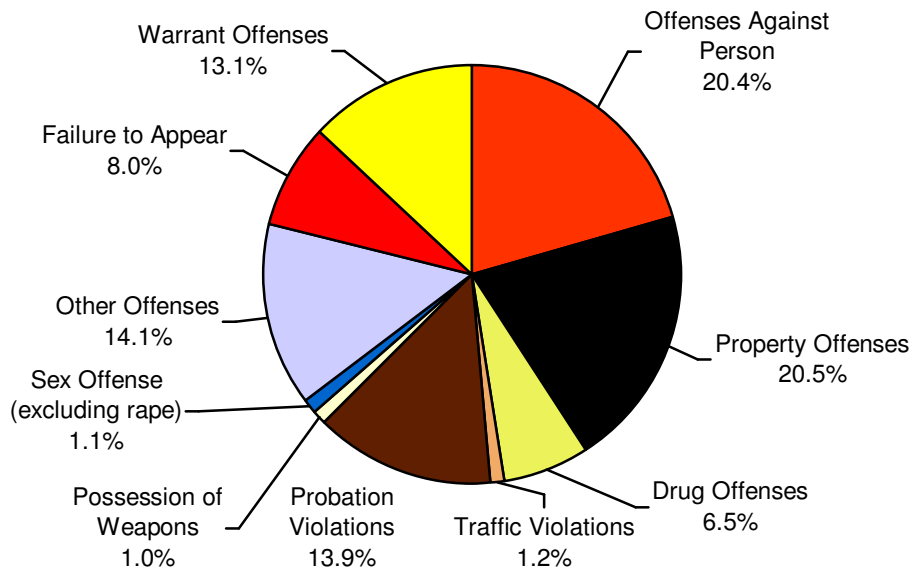
**Table 4.2  
Number of Youth Admitted to Alameda County Juvenile Hall by Offense  
1998-2003**

	1998	1999	98-99%	2000	99-00%	2001	00-01%	2002	01-02%	2003	02-03%	Average % Change 1998-2003	Overall % Change 1998-2003
Offenses Against Person	1067	1033	-3.2%	771	-25.4%	598	-22.4%	540	-9.7%	650	20.4%	-8.1%	-39.1%
Property Offenses	1568	1551	-1.1%	1033	-33.4%	836	-19.1%	691	-17.3%	653	-5.5%	-15.3%	-58.4%
Drug Offenses	728	815	12.0%	505	-38.0%	295	-41.6%	213	-27.8%	206	-3.3%	-19.8%	-71.7%
Traffic Violations	71	66	-7.0%	71	7.6%	52	-26.8%	32	-38.5%	39	21.9%	-8.6%	-45.1%
Probation Violations	613	658	7.3%	537	-18.4%	333	-38.0%	321	-3.6%	443	38.0%	-2.9%	-27.7%
Possession of Weapons	72	89	23.6%	72	-19.1%	31	-56.9%	19	-38.7%	33	73.7%	-3.5%	-54.2%
Sex Offense (excluding rape)						42		38	-9.5%	36	-5.3%	-7.4%	-14.3%
Other Offenses	745	757	1.6%	596	-21.3%	459	-23.0%	441	-3.9%	450	2.0%	-8.9%	-39.6%
Failure to Appear	318	296	-6.9%	368	24.3%	330	-10.3%	367	11.2%	256	-30.2%	-2.4%	-19.5%
Warrant Offenses	220	260	18.2%	361	38.8%	375	3.9%	403	7.5%	416	3.2%	14.3%	89.1%
<b>Total</b>	<b>5402</b>	<b>5525</b>	<b>2.3%</b>	<b>4314</b>	<b>-21.9%</b>	<b>3351</b>	<b>-22.3%</b>	<b>3065</b>	<b>-8.5%</b>	<b>3182</b>	<b>3.8%</b>	<b>-9.3%</b>	<b>-41.1%</b>

Source: County of Alameda Juvenile Probation, Report ID: R-PJ-681-5. Represents unduplicated counts.

However, as seen in Figure 4.3, more minors were charged/adjudicated with probation violations/warrants combined (27.0%) than any other offense, suggesting a lack of availability and use of graduated sanctions. Offenses against property (20.5%), offenses against person (20.4%), other offenses (14.1%) and failure to appear (8.0%) were among the top five offenses admitted to the Juvenile Hall.

**Figure 4.3**  
**Alameda County, CA**  
**Percentage of New Admissions to Juvenile Hall**  
**by Offense Category**  
**2003**



Source: County of Alameda Juvenile Probation, Report ID: R-PJ-681-5.

#### 4.1.4 Juvenile Hall Releases by Release Reason

Table 4.3 shows that the majority of youth were released from the Juvenile Hall without any conditions (straight release), a total of 6,748 in six years. The releases identified in Table 4.3 represent the primary alternatives to detention in the County. The number of juveniles released from Juvenile Hall decreased 28.6%, from 5,257 in 1998 to 3,753 in 2003. The greatest decrease was for conditional release (77.3%), followed by placement (31.8%) and probation/home supervision (31.8%).

**Table 4.3**  
**Alameda County, CA**  
**Number of Juveniles Released from Juvenile Hall by Release Reason**  
**1998-2003**

Year	1998		1999		2000		2001		2002		2003		Average Annual Change	1998-2003 Percent Change
	n	%	n	%	n	%	n	%	n	%	N	%		
Conditional Release <sup>1</sup>	1486	5.4%	1566	5.4%	779	-50.3%	436	-44.0%	405	-7.1%	338	-16.5%	-22.5%	-77.3%
Straight Release <sup>2</sup>	1199	1.9%	1222	1.9%	1053	-13.8%	1119	6.3%	1059	-5.4%	1096	3.5%	-1.5%	-8.6%
Placement	872	-8.8%	795	-8.8%	764	-3.9%	705	-7.7%	630	-10.6%	595	-5.6%	-7.3%	-31.8%
Probation / Home Supervision	781	-4.1%	749	-4.1%	662	-11.6%	569	-14.0%	536	-5.8%	533	-0.6%	-7.2%	-31.8%
Other <sup>3</sup>	499	10.0%	549	10.0%	548	-0.2%	803	46.5%	692	-13.8%	678	-2.0%	8.1%	35.9%
Camp Sweeney (Los Cerros)	316	21.8%	385	21.8%	285	-26.0%	218	-23.5%	226	3.7%	401	77.4%	10.7%	26.9%
CYA	99	32.3%	131	32.3%	113	-13.7%	100	-11.5%	79	-21.0%	105	32.9%	3.8%	6.1%
Informal Probation	5	40.0%	7	40.0%	2	-71.4%	6	200.0%	12	100.0%	7	-41.7%	45.4%	40.0%
<b>Total</b>	<b>5257</b>	<b>2.8%</b>	<b>5404</b>	<b>2.8%</b>	<b>4206</b>	<b>-22.2%</b>	<b>3956</b>	<b>-5.9%</b>	<b>3639</b>	<b>-8.0%</b>	<b>3753</b>	<b>3.1%</b>	<b>-6.0%</b>	<b>-28.6%</b>

Source: County of Alameda, Juvenile Probation Annual Report 1998--2003.

<sup>1</sup> Conditional Release is release of a youth without a detention hearing pending pre-trial hearing with a promise to appear.

<sup>2</sup> Straight release is release of a youth with no promise to appear.

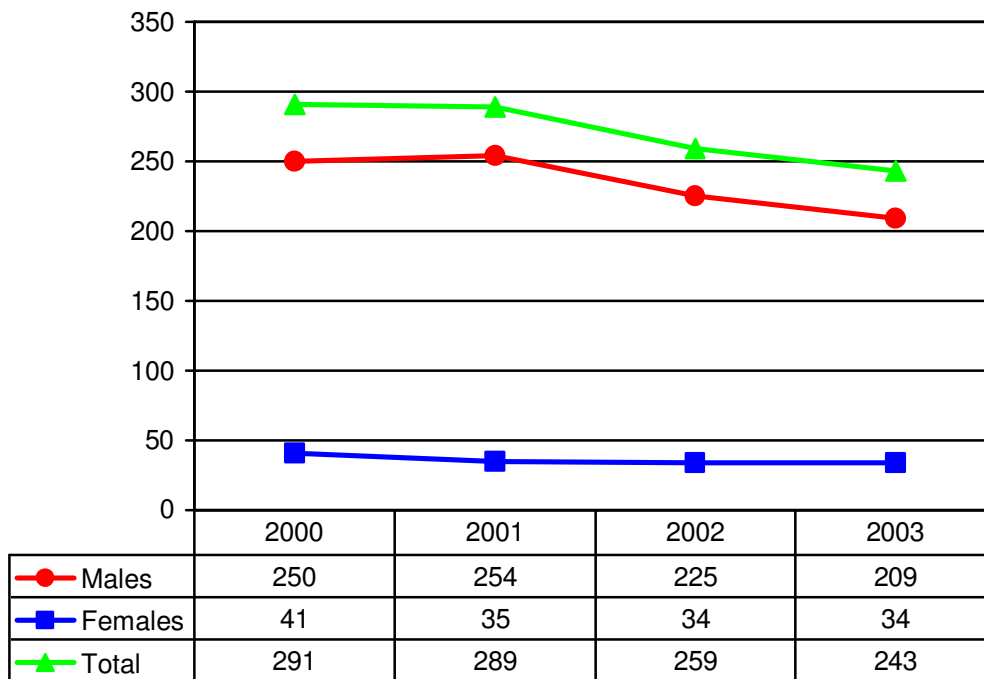
<sup>3</sup> Other includes Chabot, Court Dismissed, Held by Sheriff, INS, Ordered Release, Other, Release to Sheriff, & Santa Rita.

Discussions with the Probation Department suggest that there are likely coding errors regarding the coding of straight release (e.g. a misunderstanding of the difference between straight release from conditional release).

#### 4.1.5 Average Daily Population in Juvenile Hall by Gender

Figure 4.4 shows that the average daily population (ADP) of females in Juvenile Hall decreased 17.1%, or at an average annual rate of 5.8% between 2000 and 2003. Similarly, the ADP of males in Juvenile Hall decreased 16.4%, or at an average annual rate of 5.6% during the 4-year period.

**Figure 4.4**  
**Alameda County, CA**  
**Juvenile Hall Average Daily Population by Gender**  
**2000-2003**



Source: Alameda County Report #D57PJ180-1

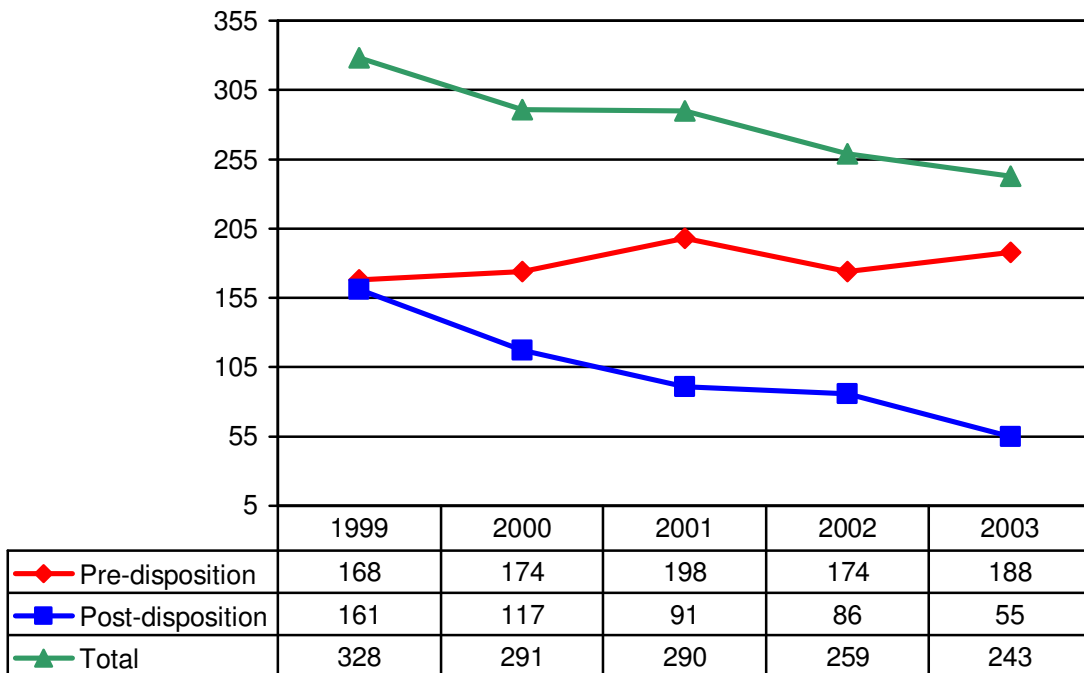
On average, 86.7% of the daily population of the Juvenile Hall is male and 13.3% is female.



#### 4.1.6 Average Daily Population by Legal Status

Figure 4.5 shows that during 1999-2003, the ADP for pre-adjudicated youth increased 11.9%, or at an average annual rate of 3.3%. The increase in pre-adjudicated youth is driven in part by the large number of youth released from the Juvenile Hall without any court supervision thus leading to an increase in straight release warrants and failures to appear.

**Figure 4.5**  
**Alameda County, CA**  
**Average Daily Population in Juvenile Hall by Legal Status**  
**1999-2003**



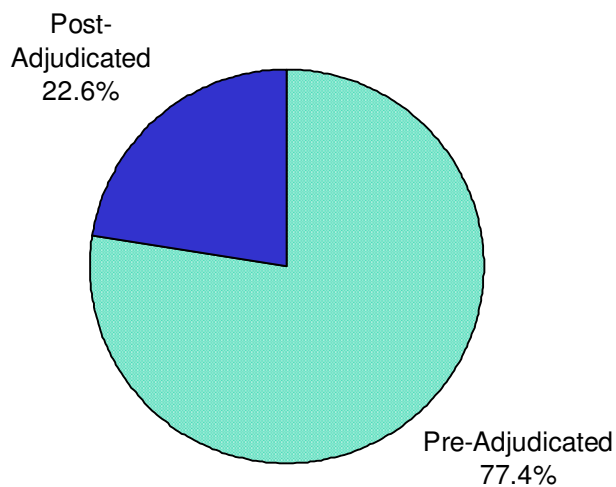
Source: California Board of Corrections

Note: ADP calculated using average of one-day monthly snapshot for each year

In contrast, the ADP for post-adjudicated youth decreased 65.8%, or at an annual rate of 22.8% during the same period.

In 2003, over three-quarters (77.4%) of the minors detained in the Juvenile Hall were pre-adjudicated youth while 22.6% were post-adjudicated.

**Figure 4.6**  
**Alameda County, CA**  
**Percentage of Average Daily Population in Juvenile Hall**  
**by Legal Status**  
**2003**



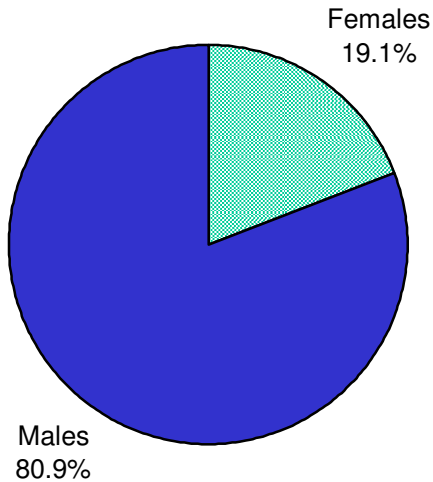
Source: California Board of Corrections

**4.1.7 Number of Male and Female Minors Waiting Placement in the Juvenile Hall**

A total of 660 minors detained in 2003 had placement orders. This represents 20.7% of the total youth admitted in 2003 (unduplicated count).

In 2003, eight out of ten (80.9%) youth waiting placement were male, compared to 19.1% female.

**Figure 4.7**  
**Alameda County, CA**  
**Percent of Youth in Juvenile Hall Awaiting Placement by Gender**  
**2003**

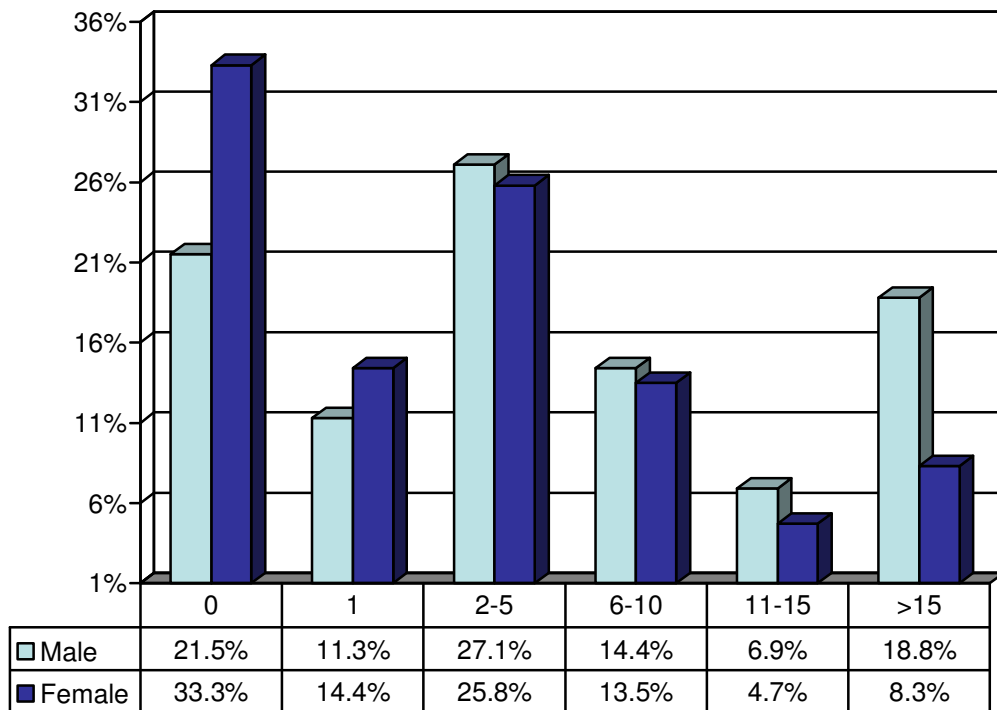


Source: Juvenile Probation Information System RPT999-01.  
Note: Case Counts Reported.

### 4.1.8 Recidivism

The data show that in 2003, the majority of the minors had been in the Juvenile Hall before. More than three-quarters (78.5%) of the males and two-thirds of the females (66.7%) had one or more bookings in the Juvenile Hall. However, one quarter of the male admissions and one-third of the female admissions had no previous bookings.

**Figure 4.8**  
**Alameda County, CA**  
**Percent of Youth with Previous Admissions**  
**to Juvenile Hall by Gender**  
**2003**

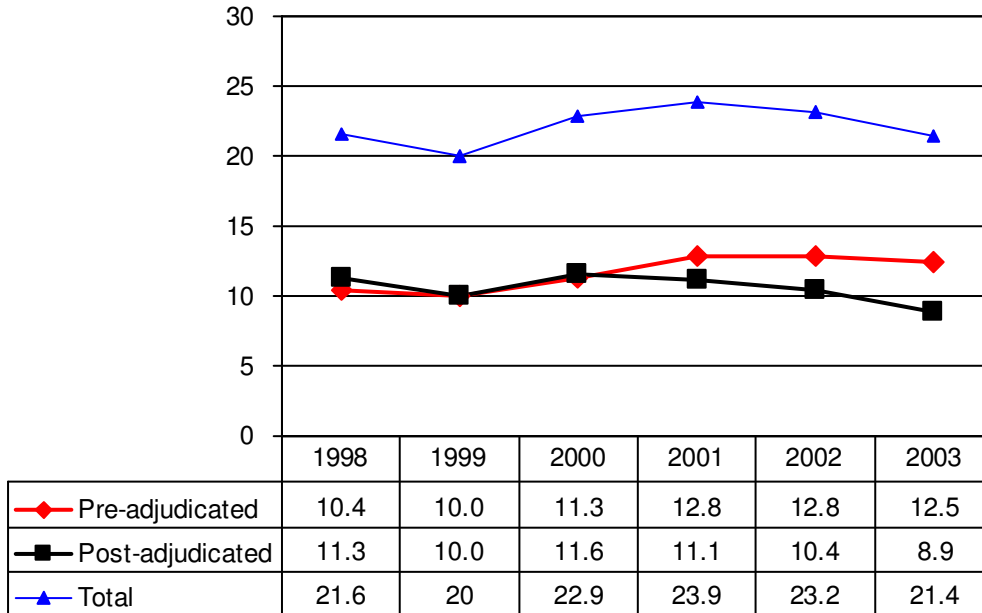


Source: Alameda County Juvenile Probation Department, Report ID: R-PJ-681-1.

#### 4.1.9 Average Length of Stay by Legal Status

Figure 4.9 shows that between 1998 and 2003 the average length of stay (ALOS) for pre-adjudicated youth (those minors not yet convicted) increased 20.2%, from an average of 10.4 days to 12.5 days.

**Figure 4.9**  
**Alameda County, CA**  
**Average Length of Stay in Juvenile Hall in Days by Legal Status**  
**1998-2003**



Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

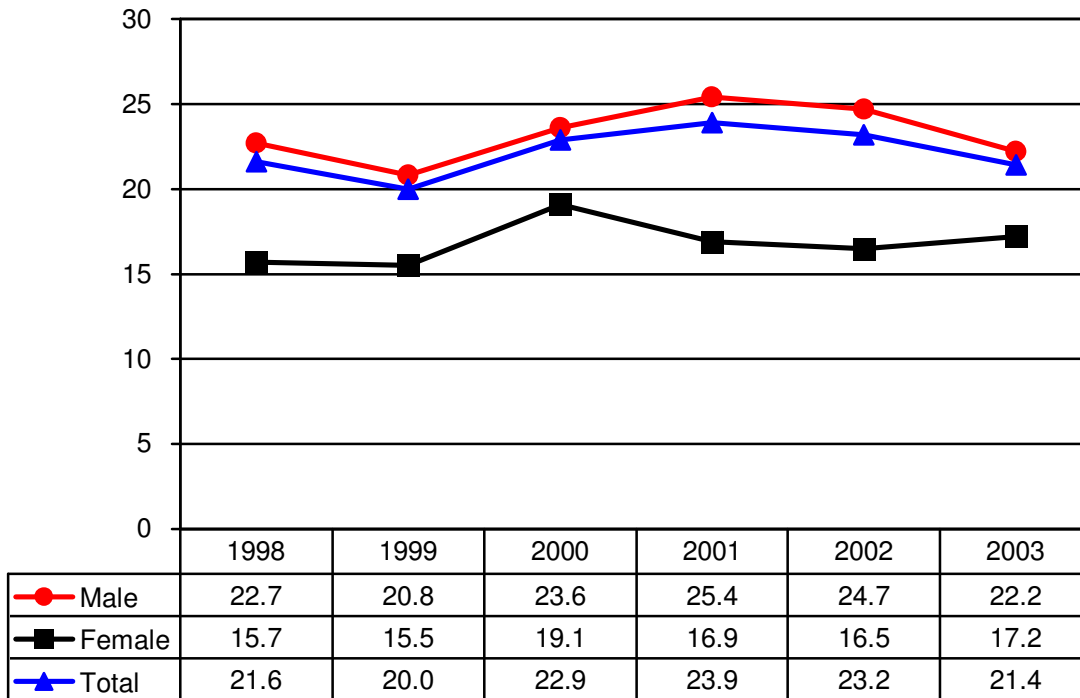
The ALOS of post-adjudicated youth in Juvenile Hall between 1998 and 2003 decreased 21.2%, from an average of 11.3 days to 8.9 days.

Overall, the average length of stay in the Juvenile Hall for all youth in 2003 was 21 days.

**4.1.10 Average Length of Stay by Gender**

As seen in Figure 4.10, the ALOS for males in Juvenile Hall decreased 2.2% between 1998 and 2003. In contrast, female ALOS increased 9.6% between 1998 and 2003. The total ALOS decreased 0.9% between 1998 and 2003.

**Figure 4.10**  
**Alameda County, CA**  
**Average Length of Stay in Juvenile Hall in Days by Gender**  
**1998-2003**

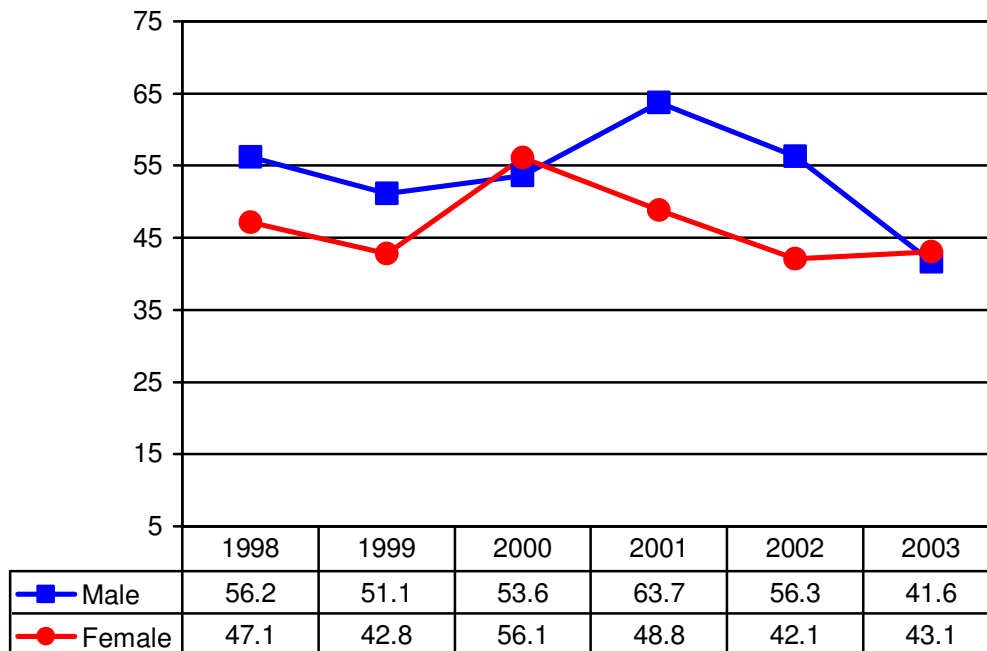


Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

The average length of stay for these adjudicated minors waiting placement is more than 40 days.

As seen in Figure 4.11, there was an average annual decrease of 4.6% in the average length of stay (ALOS) for males in Juvenile Hall awaiting placement. Similarly, there was an average annual decrease of 0.5% in the ALOS for females. Between 1998 and 2003, the ALOS for males decreased 26.0%, and the ALOS for females decreased 8.5%.

**Figure 4.11**  
**Alameda County, CA**  
**Average Length of Stay in Juvenile Hall In Days**  
**Waiting Placement by Gender**  
**1998-2003**

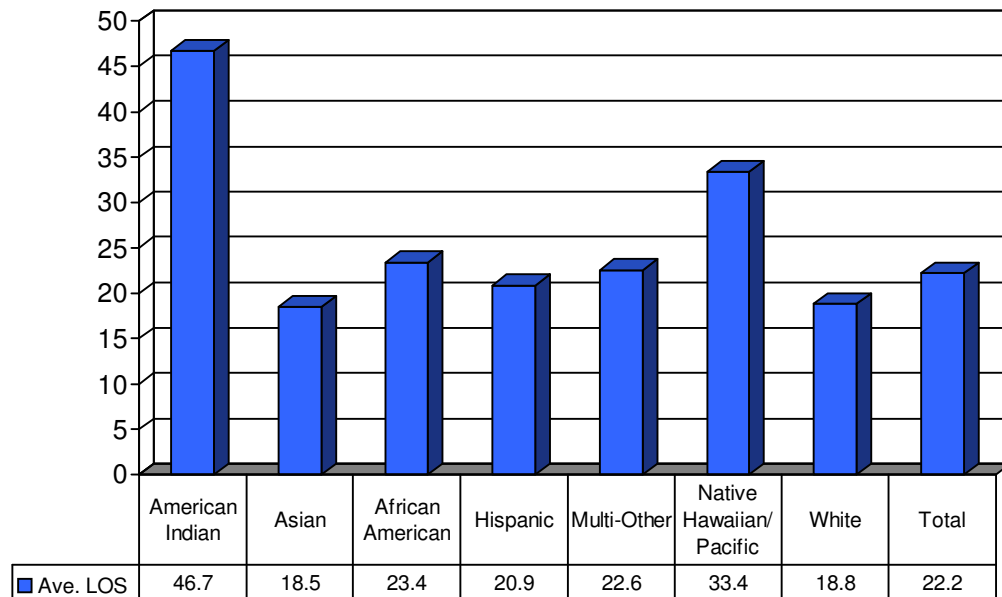


Source: Alameda County Juvenile Probation Department

The reduction in the length of stay for youth waiting placement is due largely to the Probation Department working with the Social Services Agency to locate placements. However, as this graph shows, there remains an issue to be addressed by both agencies.

As seen in Figure 4.12, the greatest average length of stay (ALOS) was for Native Americans (46.7 days), followed by Native Hawaiian/Pacific Islanders (33.4 days). The ALOS for all other ethnicities was under 24 days.

**Figure 4.12**  
**Alameda County**  
**Average Length of Stay for Males in Juvenile Hall in Days by Race**  
**2003**



Source: Juvenile Probation Information System. RPT999-01.

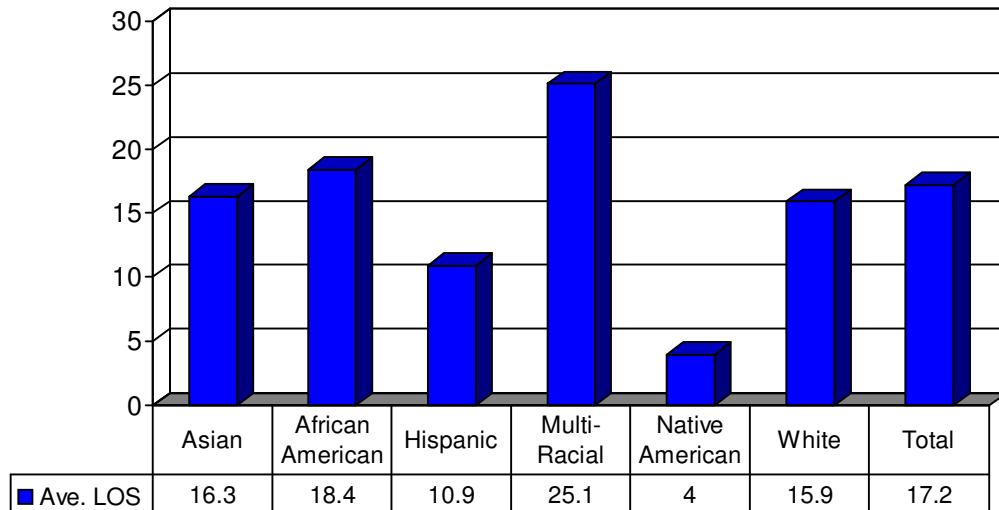
Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese. Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan. Multiracial/Other includes Other and Unknown. This represents pre- and post-adjudicated minors combined.

African-American and Multi-Racial males stay an average of 23 days compared to 21 days for Hispanic males and 18.5 days for Asian and White youth.



Figure 4.13 displays the average length of stay (ALOS) for females in Juvenile Hall in 2003. The highest average length of stay was for multiracial females. The lowest ALOS was for Native American females (4 days).

**Figure 4.13**  
**Alameda County, CA**  
**Average Length of Stay for Females in Juvenile Hall in Days by Race**  
**2003**



Source: Juvenile Probation Information System. RPT999-01.

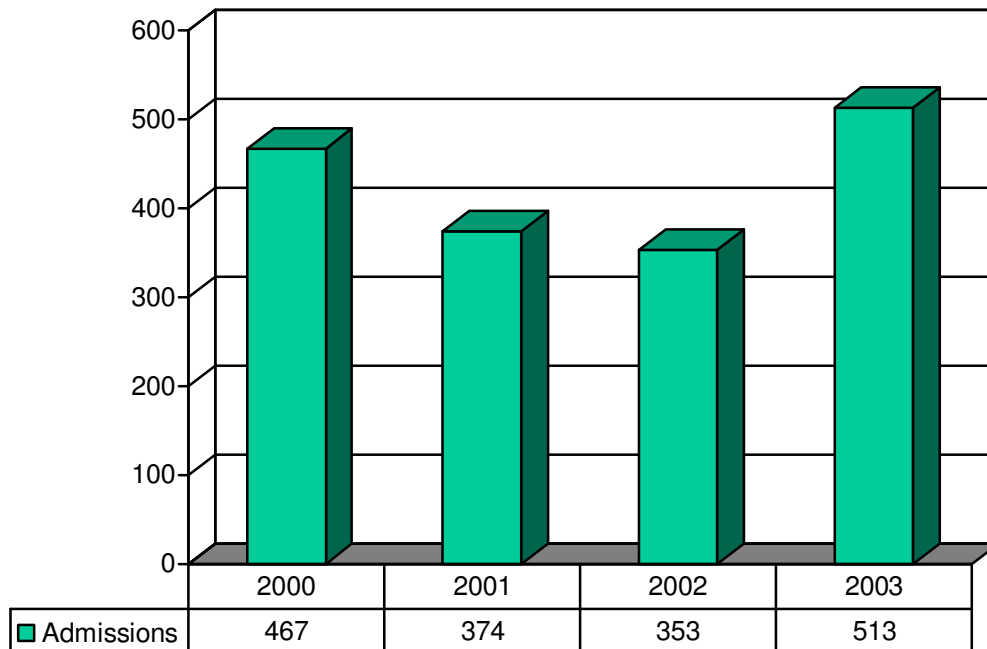
Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese. Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan. Multiracial/Other includes Other and Unknown.

## 4.2 Camp Wilmont Sweeney Trends

### 4.2.1 Total Admissions to Camp Wilmont Sweeney

Figure 4.14 shows total admissions to Camp Sweeney, including minors who had previously been admitted, increased 9.9%, or at an average annual rate of 6.6%.

**Figure 4.14**  
**Alameda County, CA**  
**Total Admissions to Camp Wilmont Sweeney**  
**2000-2003**

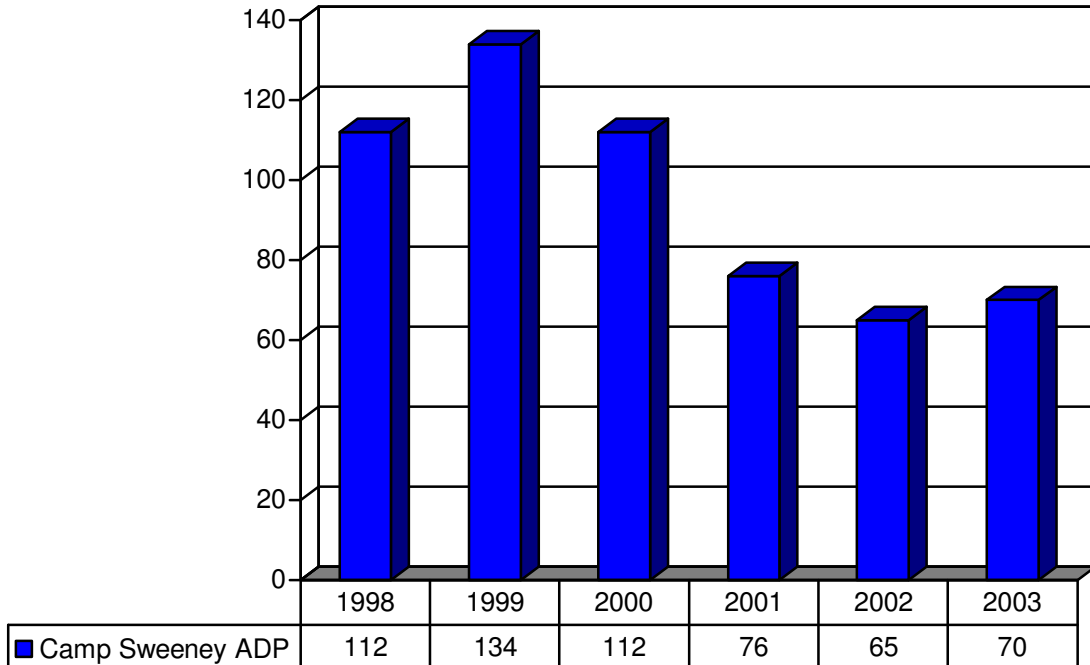


Source: Alameda County Juvenile Probation Information System RPT281-02

Note: Total admissions reflect duplicated youth in a year who are booked; 2001 total includes 3 females.

As seen in Figure 4.15, between 1998 and 2003 the average daily population in Camp Sweeney decreased 37.5%, or at an average annual rate of 7.1%.

**Figure 4.15**  
**Alameda County, CA**  
**Average Daily Population of Youth in Camp Sweeney**  
**1998-2003**



Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

The decline in the ADP is due to the reduction in the capacity over the years.

#### 4.2.2 Admissions to Camp Sweeney by Race

Table 4.4 shows that the number of Caucasian and African-American commitments to Camp Wilmont Sweeney increased at an average annual rate of 12.0% and 6.7%, respectively. The number of Hispanic/Latino and Asian commitments decreased annually.

**Table 4.4**  
**Alameda County, CA**  
**Number of Admissions to Camp Wilmont Sweeney by Ethnicity/Race**  
**1998-2003**

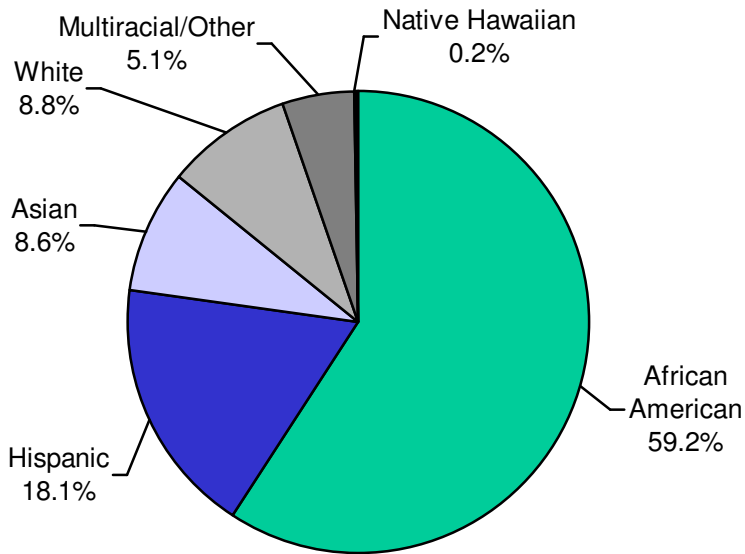
	1998	1999	2000	2001	2002	2003	Average % Change
<b>African-American</b>	324	391	314	220	224	360	6.7
<b>Hispanic or Latino</b>	87	108	78	76	61	76	-0.3
<b>Asian</b>	34	40	28	27	24	30	-0.4
<b>Caucasian</b>	21	26	23	33	23	31	12.0
<b>Multiracial/Other</b>	16	19	23	15	17	15	1.3
<b>Native Hawaiian and Other Pacific Islander</b>	1	0	1	3	2	1	---
<b>Total</b>	<b>483</b>	<b>584</b>	<b>467</b>	<b>374</b>	<b>353</b>	<b>513</b>	<b>4.1</b>

Source: Juvenile Probation Information System, Alameda County Probation Department.

### 4.2.3 Average Daily Population in Camp Sweeney by Race

As seen in Figure 4.16, between 1998 and 2003 African-American youth comprised 59.2% of the ADP in Camp Sweeney, followed by Hispanic/Latino (18.1%), Caucasian (8.8%) and Asian (8.6%) youth.

**Figure 4.16**  
**Alameda County, CA**  
**Percentage of Average Daily Population**  
**of Camp Wilmont Sweeney by Ethnicity/Race**  
**1998-2003**



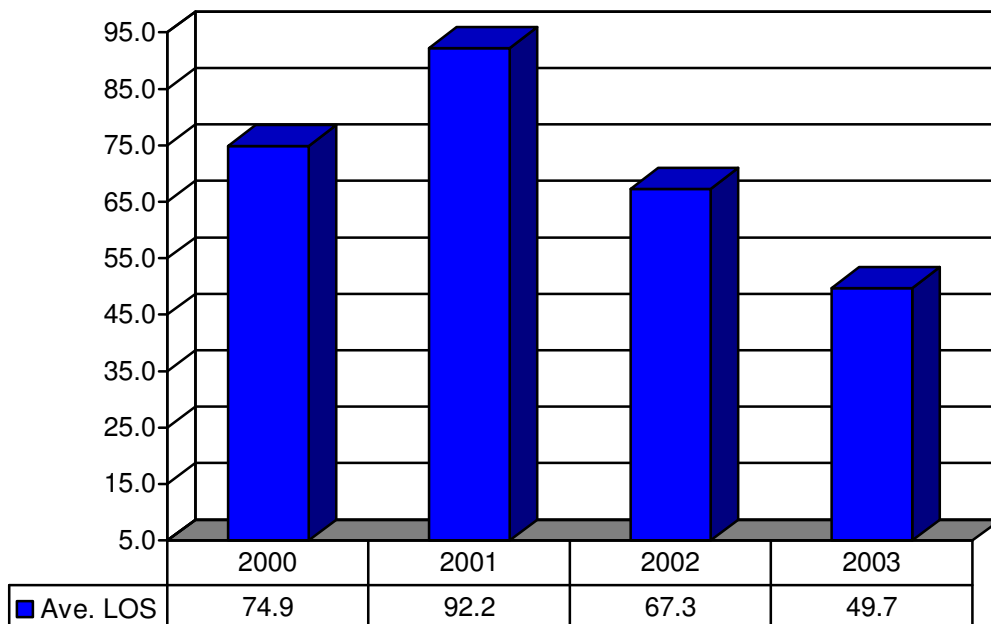
Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese. Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan. Multiracial/Other includes Other and Unknown.

#### 4.2.4 Average Length of Stay in Camp Sweeney

As seen in Figure 4.17, the length of stay went down from 92 days in 2001 to 50 days in 2003. The degree to which this length of stay is related to successful completion rates for Camp Sweeney is not known. There was an average annual decrease of 10.0% in the average length of stay (ALOS) in Camp during 2000-2003. Between 2000 and 2003, the ALOS in Camp decreased 33.6%, from 75 days to 50 days.

**Figure 4.17**  
**Alameda County, CA**  
**Average Length of Stay in Camp Sweeney In Days**  
**(all releases)**  
**2000-2003**



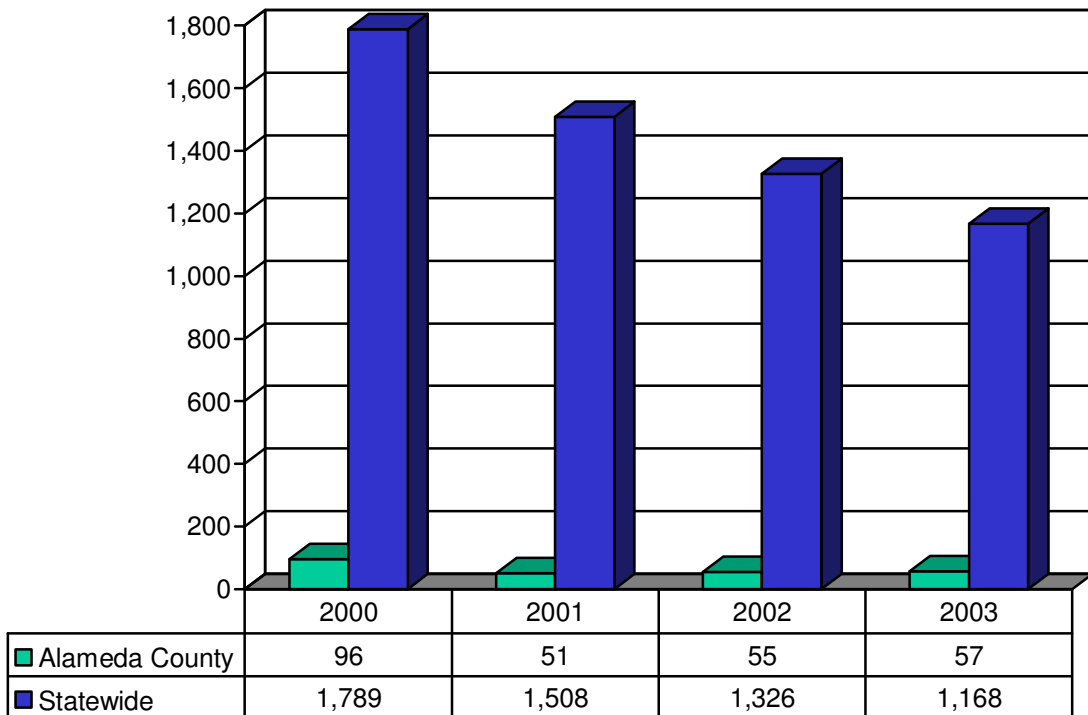
Source: California Board of Corrections, Juvenile Probation Information System RPT999-01

### 4.3 California Youth Authority Trends

#### 4.3.1 Introduction

Alameda County represented only 3.4% to 5.4% of total CYA commitments statewide during 2000-2003 indicating that Alameda County uses state commitment as the last resort. Between 2000 and 2001, the number of commitments to the California Youth Authority (CYA) from Alameda County decreased 46.9%.

**Figure 4.18**  
**Alameda County, CA**  
**Number of Commitments to the California Youth Authority**  
**2000-2003**



Source: California Youth Authority

However, between 2001 and 2003, the number of CYA commitments in Alameda County increased 11.8%.

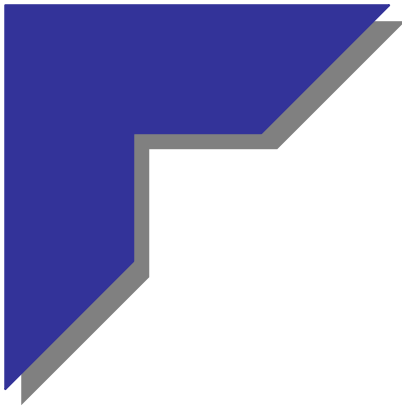
## **4.4 Conclusions**

The findings presented in this chapter indicate that the number of minors in custody declined during 2000-2003. This is a reflection of the decline in referrals and petitions.

Other conclusions from the data are:

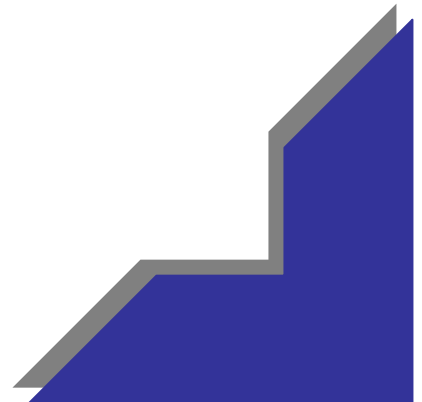
1. One quarter of the males and one-third of the females admitted to the Juvenile Hall had not been in the Hall previously indicating that there is a pool of youth who are not chronic, serious delinquents.
2. The majority of minors confined are waiting for their dispositional hearing thus it would be in Alameda County officials' best interest to develop new policies and alternatives to detention programs for this group to reduce detention populations.
3. More than a quarter of the minors are admitted for probation violations and warrants suggesting a lack of availability and use of graduated sanctions in lieu of Juvenile Hall.
4. African-American youth are disproportionately confined in the Juvenile Hall and in Camp Sweeney as compared to their number in the youth population in the County, indicating that early intervention and diversion programs need to be developed in all cities in the County, but particularly in Oakland, Emeryville, and Berkeley.
5. The length of stay for youth waiting for a placement is more than 40 days indicating that the transfer of youth from detention to placement facilities needs to be expedited and more suitable placements need to be found or developed within the County. As the next chapter will show, a change of placement is a frequent reason for a readmission to the Juvenile Hall. This seems to indicate that many youth are not suitable for existing placements.





## *5.0 Minors In Custody Risk and Need Profiles*

- *Risk Profile*
- *Need Profile*
- *Minors Eligible for Alternatives to Detention/Placement*
- *Conclusions from Juvenile Hall Profile Analysis*



## **5.0 Minors In Custody Risk And Need Profiles**

### **5.1.1 Introduction**

One of the goals of the Comprehensive Study of the Juvenile Justice System was to examine the characteristics of minors detained in the Alameda County Juvenile Hall and to assess whether there is a potential pool of youth who could be placed on non-custodial supervision options if the County had more options available. Secondly, this Profile Analysis was conducted to examine the special needs of the youth detained in order to enhance the number and type of programs provided at the Juvenile Hall.

### **5.1.1 Methodology**

The Juvenile Justice Study Team examined a total of 111 minors detained in the Juvenile Hall from November 1, 2003 – February 6, 2004. The sample population of 111 represented 45% of the total youth confined during this period. The population was broken down into the following four groups:

- Pre-disposition males (53)
- Pre-disposition females (22)
- Post-disposition males (30)
- Post-disposition females (6)
- Total population of sample (111)

The 53 pre-disposition males were selected using a nationally accepted sampling method in which a computer-generated program selected a random sample of the detained population. Due to small sample sizes for the three remaining groups (pre-disposition females, post-disposition males, post-disposition females), all minors were included in the analysis. Nationally accepted sampling procedures recommend sampling 100% of small groups.

The project team used three assessment instruments to gather information--Risk Screening Instrument and the Needs Assessment completed at intake by the Juvenile Probation and Juvenile Hall staff. The project team developed a 37-item Coding Instrument to capture additional information to supplement the existing assessments.

In order to obtain this supplemental information, staff trained on the Juvenile Information System (JUVIS) gathered offense information from the automated information system. Supplemental information was gathered with the assistance of Kris Anderson, Director of the Juvenile Hall, two staff assigned to this project (Theresa Lofton-Bradley and Joseph Havens), Juvenile Justice Health Services, Behavioral Health Care Services Guidance Clinic and Buena Vista.

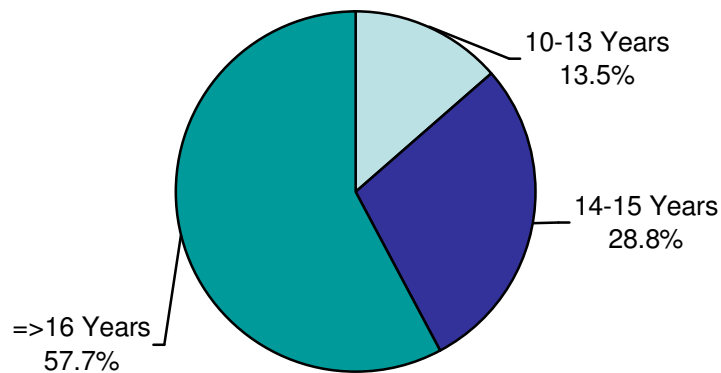
Information from the Risk Assessment, Needs Assessment and the Supplemental Coding Instrument was then entered into a specially created database for analysis. Follow up inquiries were made to the Juvenile Hall when information was missing or if data needed to be clarified. The project team found a great deal of missing information and a number of files with missing Risk and Needs Assessments. When this was discovered, Ms. Bradley and Mr. Havens obtained the missing information from Deputy Probation Officers.

The following is a summary of the characteristics of the youth detained in the Juvenile Hall. An overall profile of the pre and post-adjudicated youth combined is presented first. A Risk Profile describing the offense and potential risk to the community of the pre- and post-adjudicated youth by males and females are described next, followed by the Need Profile illustrating special needs of the minors.

### 5.1.2 Demographics

As seen in Figure 5.1, over one-half (57.7%) of the youth detained in the Juvenile Hall were at least 16 years old. More than one-quarter (28.8%) of the minors detained were 14-15 years old and 13.5% were between 10 and 13 years old.

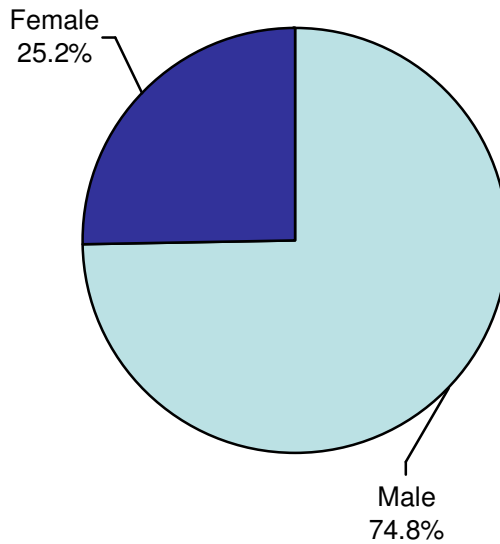
**Figure 5.1**  
**Alameda County, CA**  
**Age Categories of Youth in Juvenile Hall**  
**December 2003**  
**N=111**



Source: Alameda County, CA Probation Needs Assessment

Figure 5.2 shows that three-quarters of the youth in Juvenile Hall were male while 25.2% were female.

**Figure 5.2**  
**Alameda County, CA**  
**Gender of Youth in Juvenile Hall**  
**December 2003**  
**N=111**

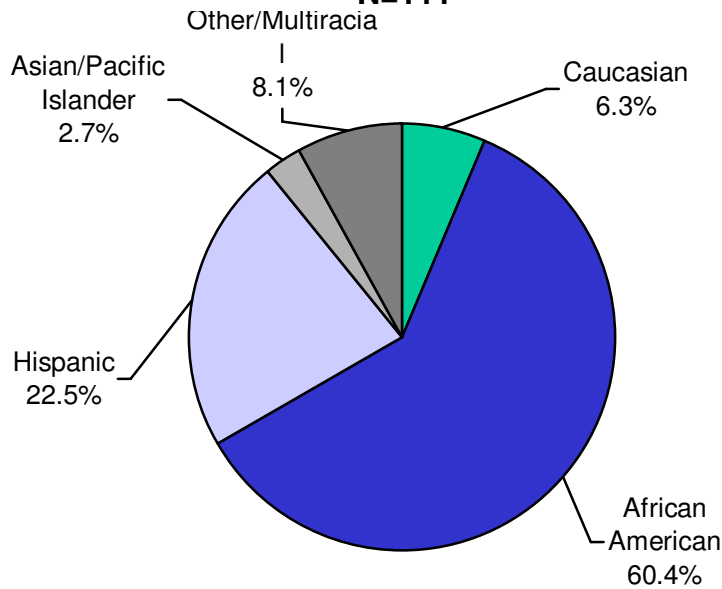


Source: Alameda County, CA Probation Needs Assessment

Among the 28 females detained, more than three-quarters (78.6%) were pre-dispositional, compared to 21.4% post-dispositional. Of the 83 males in the sample population, nearly two-thirds (63.9%) were awaiting final hearings, compared to 36.1% post-dispositional.

As displayed in Figure 5.3, African-American youth represented more than sixty percent (60.4%) of the youth confined in the Juvenile Hall. Hispanic/Latino youth represented nearly one quarter of the youth in Juvenile Hall. All other races/ethnicities combined comprised less than 20% of the detained youth population.

**Figure 5.3**  
**Alameda County, CA**  
**Race/Ethnicity of Youth in Juvenile Hall**  
**December 2003**  
**N=111**



Source: Alameda County, CA Police Report

**Table 5.1**  
**Alameda County, California**  
**Juvenile Hall Population Need Profile**  
**Pre-Dispositional Minors N=75**

	Male=53		Female=22	
	Frequency	Valid Percent	Frequency	Valid Percent
<b>Demographics</b>				
<b>Age</b>				
10-13	10	18.9%	1	4.6%
14-15	12	22.6%	8	36.4%
=> 16	31	58.5%	13	59.1%
<b>Race/Ethnicity</b>				
White (Not Hispanic)	3	5.7%	2	9.1%
African-American (not Hispanic)	27	50.9%	15	68.2%
Hispanic	14	26.4%	4	18.2%
Asian/Pacific Islander	2	3.8%	0	0.0%
Native American	0	0.0%	0	0.0%
Other Multiracial	7	13.2%	1	4.6%

Source: Alameda County Juvenile Hall

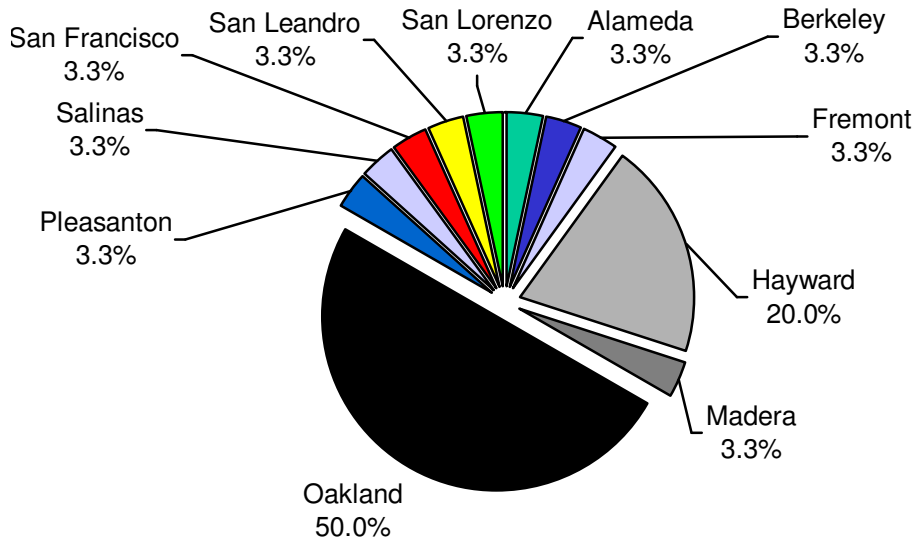
**Table 5.2**  
**Alameda County, California**  
**Juvenile Hall Population Need Profile**  
**Post-Dispositional Minors N=36**

	Male=30		Female=6	
	Frequency	Valid Percent	Frequency	Valid Percent
<b>Demographics</b>				
<b>Age</b>				
10-13 Years	3	10.0%	1	16.7%
14-15 Years	9	30.0%	3	50.0%
=> 16 Years	18	60.0%	2	33.3%
<b>Race/Ethnicity</b>				
White (Not Hispanic)	2	6.7%	0	0.0%
African-American (not Hispanic)	21	70.0%	4	66.7%
Hispanic	7	23.3%	0	0.0%
Asian/Pacific Islander	0	0.0%	1	16.7%
Native American	0	0.0%	0	0.0%
Other Multiracial	0	0.0%	1	16.7%

Source: Alameda County Juvenile Hall

Figure 5.4 displays the town of residence of the detained youth. Data were available for only 30 of the 111 youth in this study. Among these 30 youth, 50.0% were from Oakland and 20.0% were from Hayward. The remaining thirty percent were from nine other towns/cities in Alameda County.

**Figure 5.4**  
**Alameda County, CA**  
**Town of Residence for Youth in Juvenile Hall**  
**N=30**



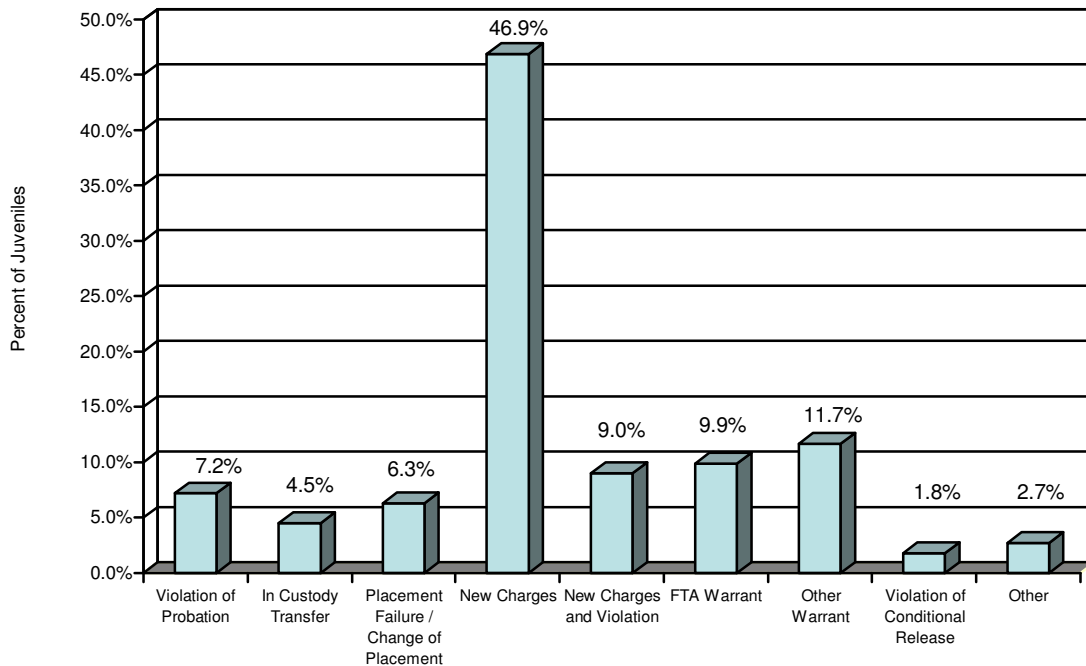
Source: Police Reports

## 5.2 Risk Profile

### 5.2.1 Reason for Detention Admission

Figure 5.5 shows that nearly one-half (46.9%) of all youth admitted to the Juvenile Hall during this period of study were for new charges. More than one-quarter (27.9%) were admitted for violations of probation/new charges violation and other warrants combined, and 6.3% for placement failure or change of placement. The remaining 9.0% were detained for in custody transfer (4.5%), violation of conditional release (1.8%), another unspecified reason (2.7%) or FTA warrant (9.9%).

**Figure 5.5**  
**Alameda County, CA**  
**Reason for Detention Admission**  
**N=111**



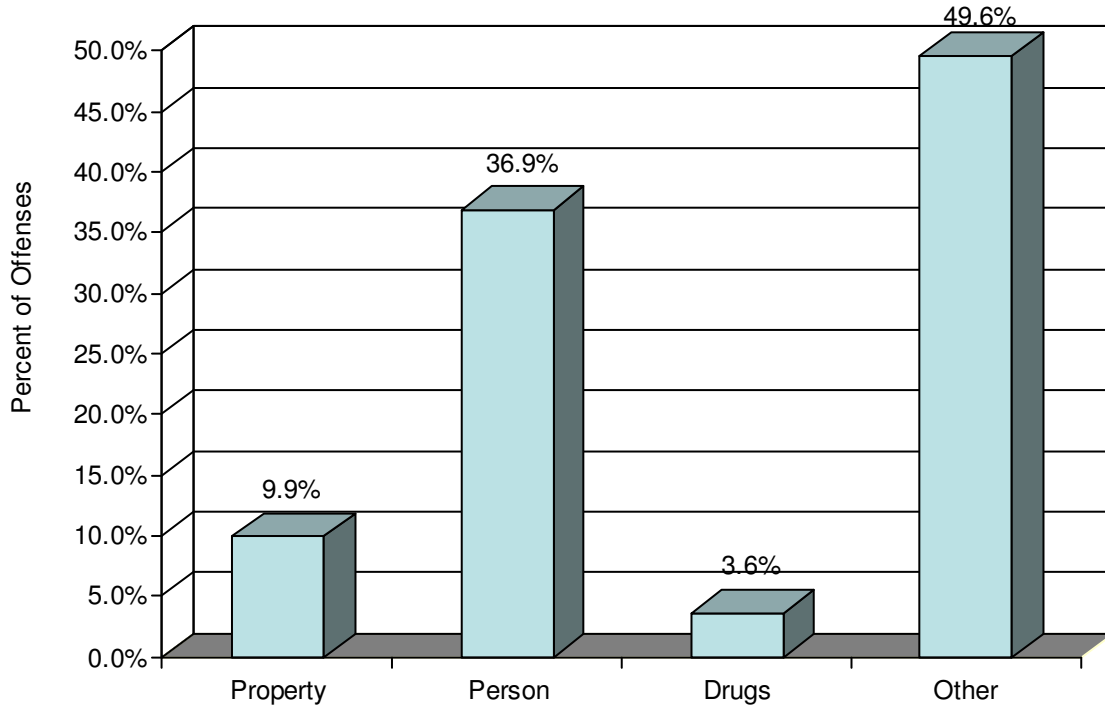
Source: Alameda County, CA Probation Juvenile Information System  
Data Collection Period: November 2003 – February 2004.



### 5.2.2 Type of Offense at Booking

As seen in Figure 5.6, over one-third (36.9%) of the youth detained in Juvenile Hall were booked for person offenses. An additional 9.9% were booked for property offenses and 3.6% for drugs. Finally, the majority (49.6%) of bookings were for other offenses (see tables for detailed list).

**Figure 5.6**  
**Alameda County, CA**  
**Type of Offense at Booking**  
**N=111**



Source: Alameda County Probation Juvenile Information System.  
Data Collection Period: November 2003 – February 2004.

Table 5.1 and Table 5.2 (p. 5) show that the greatest percent of admissions by pre-dispositional males (62.3%), pre-dispositional females (31.8%) and post-dispositional males (40.0%) were for new charges only. However, as Table 5.4 will show, 50% of post-dispositional females were admitted because of placement failure/change of placement.

Table 5.3 provides details regarding the type of offense at booking for pre-dispositional minors. Robbery (18.9%) was the most frequent charge for boys, followed by burglary (11.3%), aggravated assault with a deadly weapon (7.6%), transfer from another county (7.6%) and warrant (7.6%).

In contrast, warrant (31.8%) was overwhelmingly the most frequent charge for girls, followed by aggravated assault with a deadly weapon (9.1%), disorderly conduct (9.1%) and transfer from another county (9.1%).

**Table 5.3**  
**Alameda County, California**  
**Juvenile Hall Population Risk Profile**  
**Pre-Dispositional Minors**  
**N=75**

Variable Name	Male=53		Female=22	
	Frequency	Valid Percent	Frequency	Valid Percent
<b>Reason for Detention Admission</b>				
Violation of Probation	1	1.9%	0	0.0%
In Custody Transfer	2	3.8%	2	9.1%
Placement Failure/Change of Placement	0	0.0%	0	0.0%
New Charges Only	33	62.3%	7	31.8%
New Charges and Violation	7	13.2%	2	9.1%
Failed to Appear Warrant	6	11.3%	3	13.6%
Other Warrant	2	3.8%	5	22.7%
Violation of Conditional Release	1	1.9%	1	4.6%
Other	1	1.9%	2	9.1%
<b>Living Situation after Release from the Juvenile Hall</b>				
Return to parents/guardian's home	24	45.3%	9	40.9%
Return to home of extended relative	0	0.0%	0	0.0%
Go or return to Foster Home	0	0.0%	2	9.1%
Go or return to a Group Home	8	15.1%	7	31.8%
Go or return to a CYA Facility	2	3.8%	0	0.0%
Go or return to Camp Sweeney	5	9.4%	0	0.0%
No home to return to	0	0.0%	0	0.0%
Live independently	0	0.0%	0	0.0%
Other	0	0.0%	1	4.6%
Not Available	14	26.4%	3	13.6%
<b>Current Charge at Booking</b>				
Aggravated Assault with Deadly Weapon	4	7.6%	2	9.1%
Annoying or Molesting a Child under 18	1	1.9%	0	0.0%

**Alameda County, CA**  
**Comprehensive Study of the Juvenile Justice System**

Variable Name	Male=53		Female=22	
	Frequency	Valid Percent	Frequency	Valid Percent
Attempted Murder	1	1.9%	0	0.0%
Battery	0	0.0%	1	4.6%
Battery/Person	1	1.9%	0	0.0%
Bringing or Possession of a Weapon on School Property	2	3.8%	0	0.0%
Burglary	6	11.3%	0	0.0%
Carrying a Concealed or Loaded Weapon	2	3.8%	0	0.0%
Change of Placement	0	0.0%	0	0.0%
Courtesy Hold	0	0.0%	1	4.6%
Disorderly Conduct	1	1.9%	2	9.1%
Electronic Monitoring Failure	0	0.0%	1	4.6%
False Bomb	1	1.9%	0	0.0%
Firearm	1	1.9%	0	0.0%
FTA Warrant	3	5.7%	1	4.6%
Grand Theft	3	5.7%	0	0.0%
Home Supervision Failure	1	1.9%	0	0.0%
Loitering-Prostitution	0	0.0%	1	4.6%
PC	1	1.9%	0	0.0%
Possess Cocaine With Intent To Sale	2	3.8%	0	0.0%
Probation Violation	1	1.9%	0	0.0%
Purchase To BA	0	0.0%	1	4.6%
Return From CYA Evaluation	1	1.9%	0	0.0%
Robbery	10	18.9%	1	4.6%
Stolen Vehicle	1	1.9%	0	0.0%
Theft	0	0.0%	1	4.6%
Threat and Terrorize	1	1.9%	0	0.0%
Transfer in from Another County	4	7.6%	2	9.1%
Under Influence of Controlled Substance	0	0.0%	1	4.6%
Vandalism	1	1.9%	0	0.0%
Warrant	4	7.6%	7	31.8%
<b>California Offense Category for Current Offense</b>				
Misdemeanor (Violent- Person)	1	1.9%	0	0.0%
Misdemeanor (Property)	3	5.7%	5	22.7%
Felony -- 707	12	22.6%	2	9.1%
Felony -- non 707	24	45.3%	2	9.1%
Not Available	13	24.5%	13	59.1%
<b>Weapon Involved or Charged with the Use of a Weapon Offense</b>				
Yes	11	20.7%	2	9.1%
No	38	71.7%	20	90.9%
Not Available	4	7.6%	0	0.0%
<b>Age at First Finding</b>				
16 or Older	16	30.2%	5	22.7%
14 or 15	17	32.1%	11	50.0%
13 or Younger	16	30.2%	4	18.2%
Not Available	4	7.6%	2	9.1%

## Comprehensive Study of the Juvenile Justice System

Variable Name	Male=53		Female=22	
	Frequency	Valid Percent	Frequency	Valid Percent
<b>Prior Juvenile History</b>				
Prior Record	34	64.1%	16	72.7%
No Prior Record	16	30.2%	4	18.2%
Not Available	3	5.7%	2	9.1%
<b>On Formal Probation Previously</b>				
Yes	17	32.1%	8	36.4%
No	33	62.3%	12	54.5%
Not Available	3	5.7%	2	9.1%
<b>In CYA Previously</b>				
Documented History of 707b Offenses	5	9.4%	4	18.2%
No Documented Prior History	35	66.0%	14	63.6%
Not Available	13	24.5%	4	18.2%
<b>Prior Bookings to Juvenile Hall in the Last 12 Months</b>				
Valid Cases	53	100.0%	22	100.0%
Average Number of Bookings to Juvenile Hall in the Last 12 Months	1.34		1.18	
<b>Length of Stay in Juvenile Hall (in days)</b>				
Average Length	54.3 Days		37.2 Days	
Valid Cases	39	73.6%	19	86.4%
Not Available	14	26.4%	3	13.6%
<b>Number of Days between the Detention Hearing and the Disposition Date</b>				
Zero	3	5.7%	1	4.6%
Within 3 Days	0	0.0%	0	0.0%
Within 10 Days	0	0.0%	1	4.6%
Within 30 Days	25	47.2%	11	50.0%
Between 31-60 Days	14	26.4%	4	18.2%
Between 61-90 Days	3	5.7%	1	4.6%
91 or More Days	1	1.9%	0	0.0%
Not Available	7	13.2%	4	18.2%

Source: Alameda County Juvenile Hall

Table 5.4 provides the type of offenses that were identified at booking for post-dispositional minors.

Change of placement (23.3%) was the most frequent charge for boys, followed by probation violation (16.7%), stolen vehicle (13.3%) and warrant (10.0%). Likewise, change of placement (50.0%) was the most frequent charge for girls. The only other charges for post-dispositional girls were warrant (33.3%) and probation violation (16.7%).

**Table 5.7**  
**Alameda County, California**  
**Juvenile Hall Population Risk Profile**  
**Post-Dispositional Minors**  
**N=36**

Variable Name	Male=30		Female=6	
	Frequency	Valid Percent	Frequency	Valid Percent
<b>Reason for Detention Admission</b>				
Violation of Probation	6	20.0%	1	16.7%
In Custody Transfer	1	3.3%	0	0.0%
Placement Failure/Change of Placement	4	13.3%	3	50.0%
New Charges Only	12	40.0%	0	0.0%
New Charges and Violation	0	0.0%	1	16.7%
Failed to Appear Warrant	2	6.7%	0	0.0%
Other Warrant	5	16.7%	1	16.7%
Violation of Conditional Release	0	0.0%	0	0.0%
Other	0	0.0%	0	0.0%
<b>Living Situation after Release from the Juvenile Hall</b>				
Return to parents/guardian's home	9	30.0%	0	0.0%
Return to home of extended relative	1	3.3%	0	0.0%
Go or return to Foster Home	1	3.3%	1	16.7%
Go or return to a Group Home	14	46.7%	4	66.7%
Go or return to a CYA Facility	1	3.3%	0	0.0%
Go or return to Camp Sweeney	2	6.7%	0	0.0%
No home to return to	0	0.0%	0	0.0%
Live independently	0	0.0%	0	0.0%
Other	2	6.7%	0	0.0%
Not Available	0	0.0%	1	16.7%
<b>Current Charge at Booking</b>				
Aggravated Assault with Deadly Weapon	0	0.0%	0	0.0%
Annoying or Molesting a Child under 18	0	0.0%	0	0.0%
Attempted Murder	0	0.0%	0	0.0%
Battery	0	0.0%	0	0.0%
Battery/Person	1	3.3%	0	0.0%
Bringing or Possession of a Weapon on School Property	0	0.0%	0	0.0%
Burglary	2	6.7%	0	0.0%

## Comprehensive Study of the Juvenile Justice System

Variable Name	Male=30		Female=6	
	Frequency	Valid Percent	Frequency	Valid Percent
Carrying a Concealed or Loaded Weapon	1	3.3%	0	0.0%
Change of Placement	7	23.3%	3	50.0%
Courtesy Hold	0	0.0%	0	0.0%
Disorderly Conduct	0	0.0%	0	0.0%
Electronic Monitoring Failure	0	0.0%	0	0.0%
False Bomb	0	0.0%	0	0.0%
Firearm	0	0.0%	0	0.0%
FTA Warrant	2	6.7%	0	0.0%
Grand Theft	0	0.0%	0	0.0%
Home Supervision Failure	1	3.3%	0	0.0%
Loitering-Prostitution	0	0.0%	0	0.0%
PC	0	0.0%	0	0.0%
Possess Cocaine With Intent To Sale	1	3.3%	0	0.0%
Probation Violation	5	16.7%	1	16.7%
Purchase To BA	0	0.0%	0	0.0%
Return From CYA Evaluation	0	0.0%	0	0.0%
Robbery	2	6.7%	0	0.0%
Stolen Vehicle	4	13.3%	0	0.0%
Theft	1	3.3%	0	0.0%
Threat and Terrorize	0	0.0%	0	0.0%
Transfer in from Another County	0	0.0%	0	0.0%
Under Influence of Controlled Substance	0	0.0%	0	0.0%
Vandalism	0	0.0%	0	0.0%
Warrant	3	10.0%	2	33.3%
<b>California Offense Category for Current Offense</b>				
Misdemeanor (Violent-Person)	0	0.0%	0	0.0%
Misdemeanor (Property)	1	3.3%	0	0.0%
Felony -- 707	3	10.0%	0	0.0%
Felony -- non 707	7	23.3%	1	16.7%
Not Available	19	63.3%	5	83.3%
<b>Weapon Involved or Charged with the Use of a Weapon Offense</b>				
Yes	2	6.7%	0	0.0%
No	28	93.3%	6	100.0%
<b>Age at First Finding</b>				
16 or Older	8	26.7%	0	0.0%
14 or 15	14	46.7%	3	50.0%
13 or Younger	8	26.7%	3	50.0%
<b>Prior Juvenile History</b>				
Prior Record	27	90.0%	6	100.0%
No Prior Record	3	10.0%	0	0.0%
<b>On Formal Probation Previously</b>				
Yes	18	60.0%	2	33.3%
No	12	40.0%	4	66.7%

## Comprehensive Study of the Juvenile Justice System

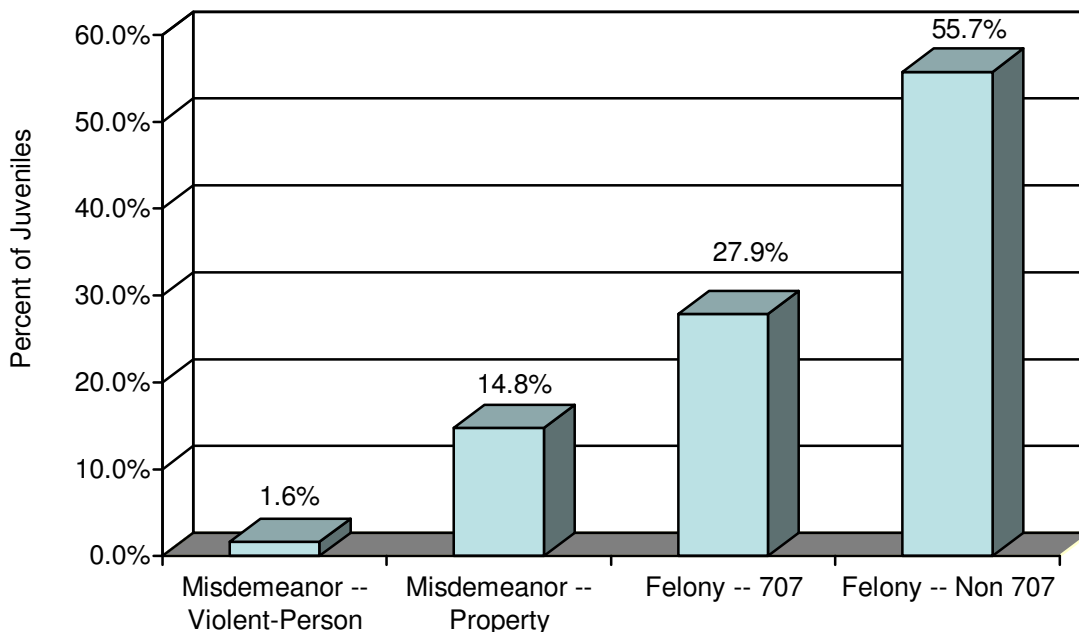
Variable Name	Male=30		Female=6	
	Frequency	Valid Percent	Frequency	Valid Percent
<b>In CYA Previously</b>				
Documented History of 707b Offenses	5	16.7%	0	0.0%
No Documented Prior History	20	66.7%	4	66.7%
Not Available	5	16.7%	2	33.3%
<b>Prior Bookings to Juvenile Hall in the Last 12 Months</b>				
Average Number of Bookings to Juvenile Hall in the Last 12 Months	1.70		1.67	
Valid Cases	30	100.0%	6	100.0%
<b>Length of Stay in Juvenile Hall (in days)</b>				
Average Length	61.5		127.5	
Valid Cases	24	80.0%	4	66.7%
Not Available	6	20.0%	2	33.3%
<b>Number of Days between the Detention Hearing and the Disposition Date</b>				
Zero	12	40.0%	2	33.3%
Within 3 Days	1	3.3%	1	16.7%
Within 10 Days	1	3.3%	0	0.0%
Within 30 Days	10	33.3%	1	16.7%
Between 31-60 Days	5	16.7%	1	16.7%
Between 61-90 Days	0	0.0%	0	0.0%
91 or More Days	0	0.0%	0	0.0%
Not Available	1	3.3%	1	16.7%

Source: Alameda County Juvenile Hall

Figure 5.8 shows that more than one-half (55.7%) of all offenses that the minors were charged with were Felony - Non 707 (non-violent) offenses. An additional 27.9% were Felony 707 offenses.

Misdemeanor – Property offenses represented 14.8% of all offenses, followed by Misdemeanor – Violent – Person offenses (1.6%).

**Figure 5.8**  
**Alameda County, CA**  
**California Offense Category for Current Offense**  
**N=61**



Source: Alameda County, CA Police Report.  
Data Collection Period: November 2003– February 2004.  
Note: California Offense Category not available for 50 youth, 45.0%.

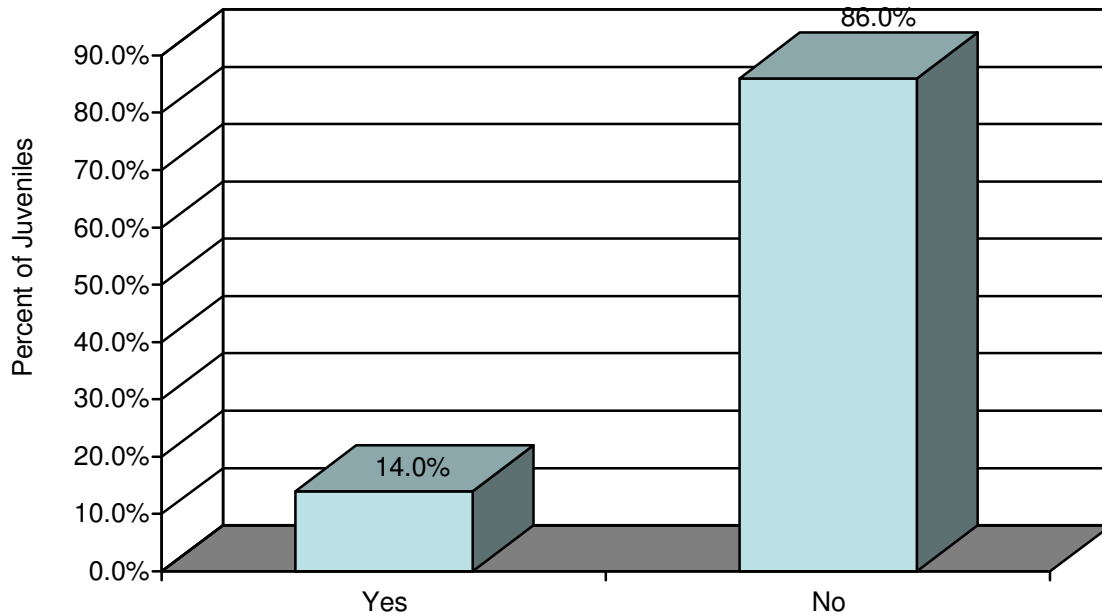
There is a distinction between males and females with respect to the California Offense Code categories. Males were more often charged with Felony – Non 707 offenses while the females were more often charged with Misdemeanor – property offenses. Data were not available for 5 of the 6 post-dispositional females.

Significantly, 45% of the youth examined had missing information in JUVIS regarding offense category.



Data regarding the use of a weapon were available for 107 youth. The majority (86.0%) of these youth did not use a weapon in connection with the crime. However, weapons were involved 14.0% of the time. Among the 15 charges involving use of a weapon, 11 (or 73.3%) were pre-dispositional males.

**Figure 5.9**  
**Alameda County, CA**  
**Weapon Involved or Charged with Use of a Weapon Offense**  
**N=107**



Source: Police Reports

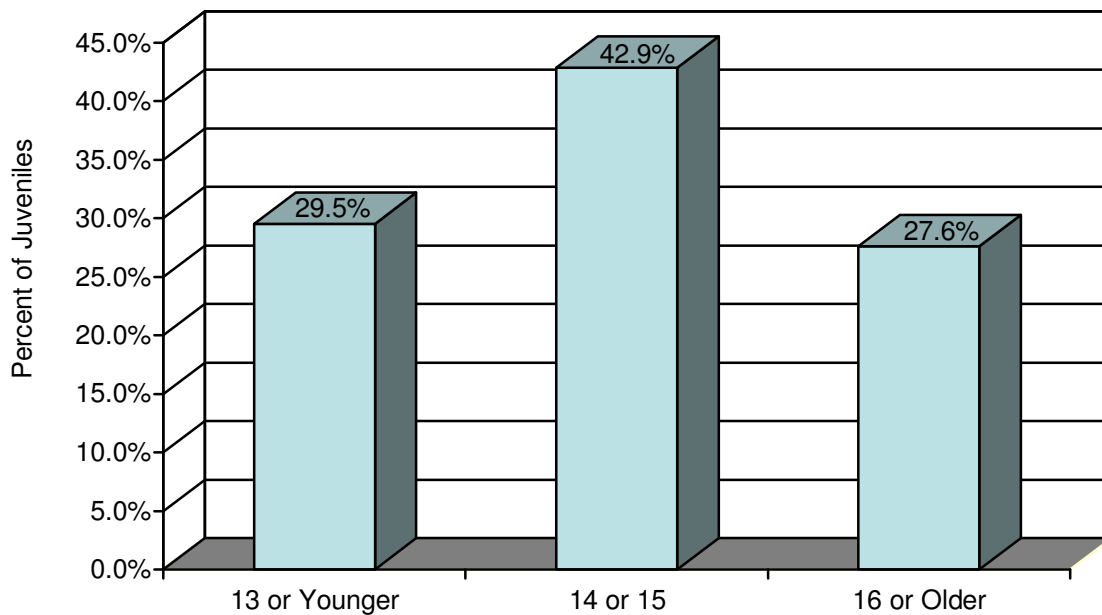
Data Collection Period: November 2003 – February 2004.

Note: Weapon involved or charged with use of a weapon offense not available for 4 youth, 3.6%.

National research shows that the earlier a youth commits a crime, the higher the likelihood that they will become a chronic offender. Almost one third of these youth committed their first crime at 13 years of age or younger.

As seen in Figure 5.10, nearly one-half (42.9%) of the youth detained were between 14-15 years old at their first offense/finding but more than one-quarter were age 13 and younger.

**Figure 5.10**  
**Alameda County, CA**  
**Age at First Finding**  
**N=105**

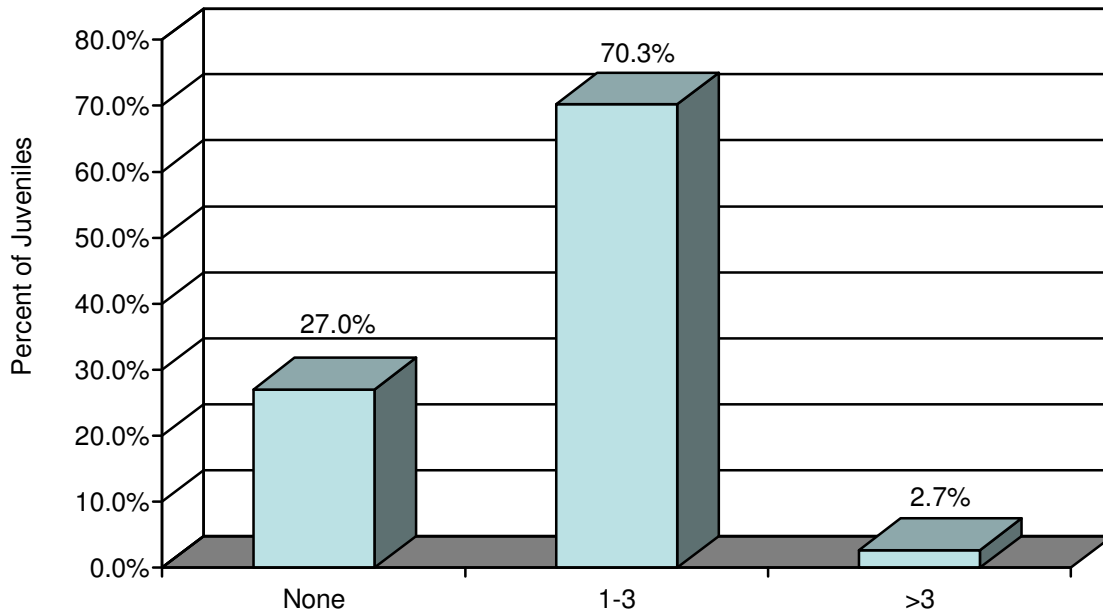


Source: Alameda County, CA Probation Juvenile Information System.  
Data Collection Period: November 2003 – February 2004.  
Note: Age at First Finding not available for 6 youth, 5.4%.

### 5.2.3 Recidivism

The number of times minors were booked into detention within the last 12 months is a risk factor for future re-offending. Figure 5.11 shows that nearly three-quarters (73.0%) of detained youth had previously been in the Juvenile Hall within the last year and 2.7% had more than three bookings. However, one-quarter (27.0%) of the youth had no prior bookings within the last year.

**Figure 5.11**  
**Alameda County, CA**  
**Prior Bookings to Juvenile Hall in the Last 12 Months**  
**N=111**

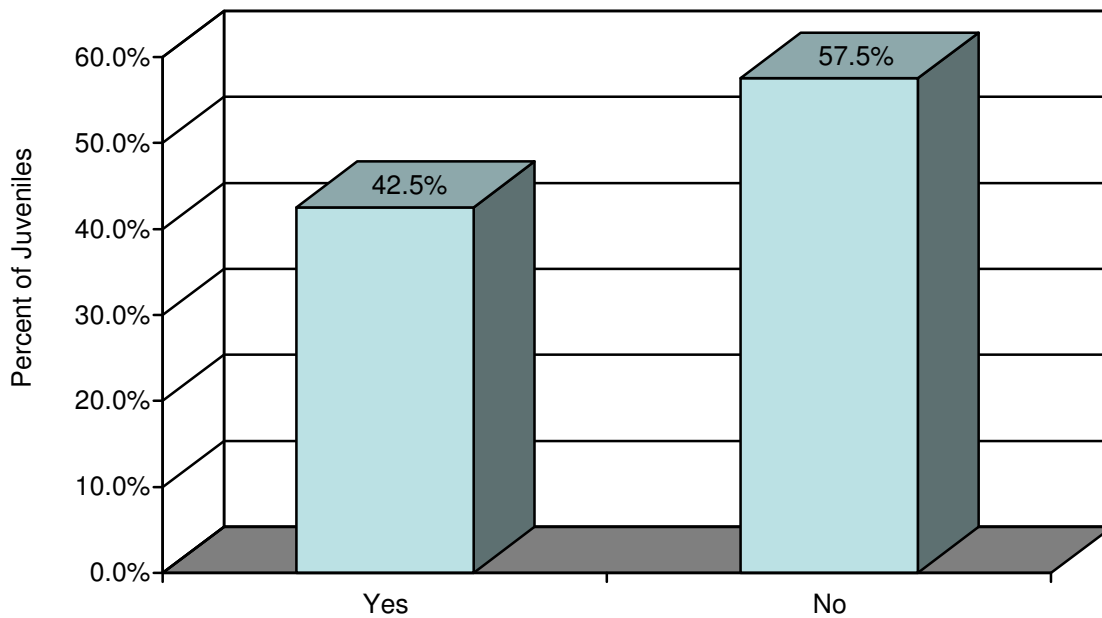


Source: Alameda County, CA Probation Juvenile Information System. Data Collection Period: November 2003– February 2004.

On average, post-dispositional minors had a greater number of bookings to Juvenile Hall within the last year (males = 1.70; females = 1.67) than pre-dispositional minors (males = 1.34; females = 1.18).

As seen in Figure 5.12, the majority of youth (57.5%) were not on formal probation prior to the current offense for which they were being detained. The only group that differed from this trend was post-dispositional boys, in which case 60.0% were on formal probation at the time of booking.

**Figure 5.12**  
**Alameda County, CA**  
**On Formal Probation Prior To Current Offense**  
**N=106**



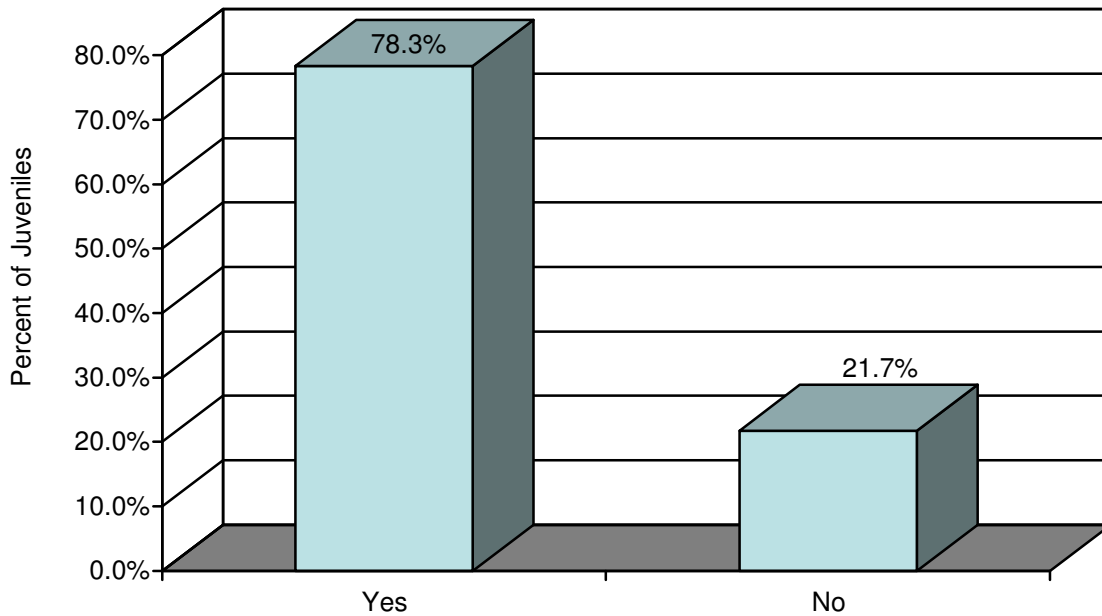
Source: Alameda County, CA Probation Juvenile Information System.

Data Collection Period: November 2003– February 2004.

Note: On Formal Probation Previously not available for 5 youth, 4.5%.

Figure 5.8 shows that the three-quarters (78.3%) of youth had a prior juvenile history, compared to 21.7% who did not. Among the 70 pre-dispositional minors with available data, 71.4% had a prior record. And, among the 36 post-dispositional minors, 91.7% had a prior record.

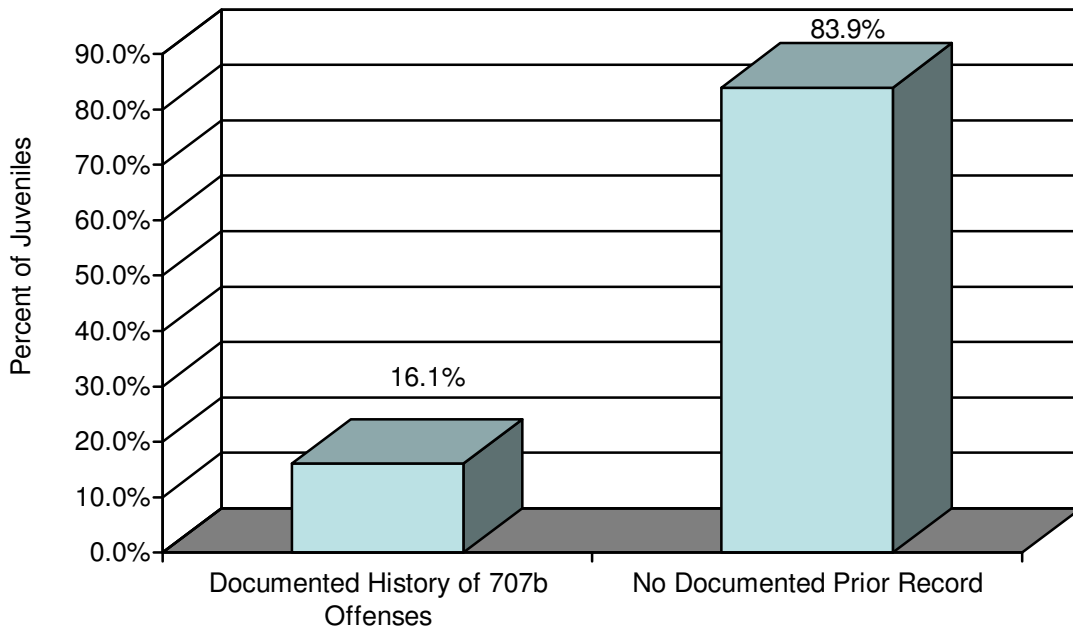
**Figure 5.8**  
**Alameda County, CA**  
**Youth Reported a Prior Juvenile History**  
**N=106**



Source: Alameda County, CA Probation Juvenile Information System.  
Data Collection Period: November 2003– February 2004.  
Note: Prior Juvenile History not available for 5 youth, 4.5%.

Finally, Figure 5.9 shows that eight out of ten minors (83.9%) did not have a documented history of violence, as opposed to 16.1% with a history of violence. This pattern is reflected in all four study groups.

**Figure 5.9**  
**Alameda County, CA**  
**History of Violence**  
**N=87**



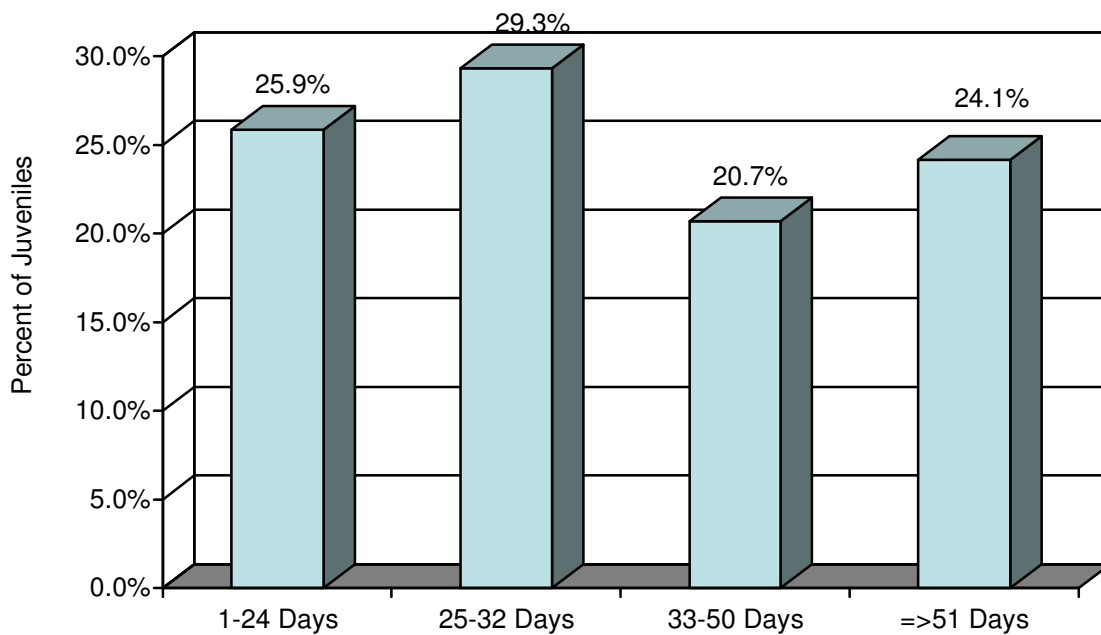
Source: Alameda County, CA Probation Juvenile Information System. Data Collection Period: November 2003– February 2004. Note: History of Violence not available for 24 youth, 21.6%.

### 5.2.4 Length of Stay for Pre-Dispositional Youth

Among the 75 pre-dispositional youth examined, 53 were male and 22 were female. Lengths of stay for pre-dispositional youth were obtained for 58 minors.

As seen in Figure 5.10, the majority of youth in the sample population stayed in the Juvenile Hall between 25 to 32 days (29.3%), followed by 1-24 days (25.9%), 51+ days (24.1%) and 33-50 days (20.7%). On average, males stayed in the Juvenile Hall 54.3 days, compared to 37.2 days for females.

**Figure 5.10**  
**Alameda County, CA**  
**Length of Stay in Days in Juvenile Hall**  
**Pre-Dispositional Minors**  
**N=58**



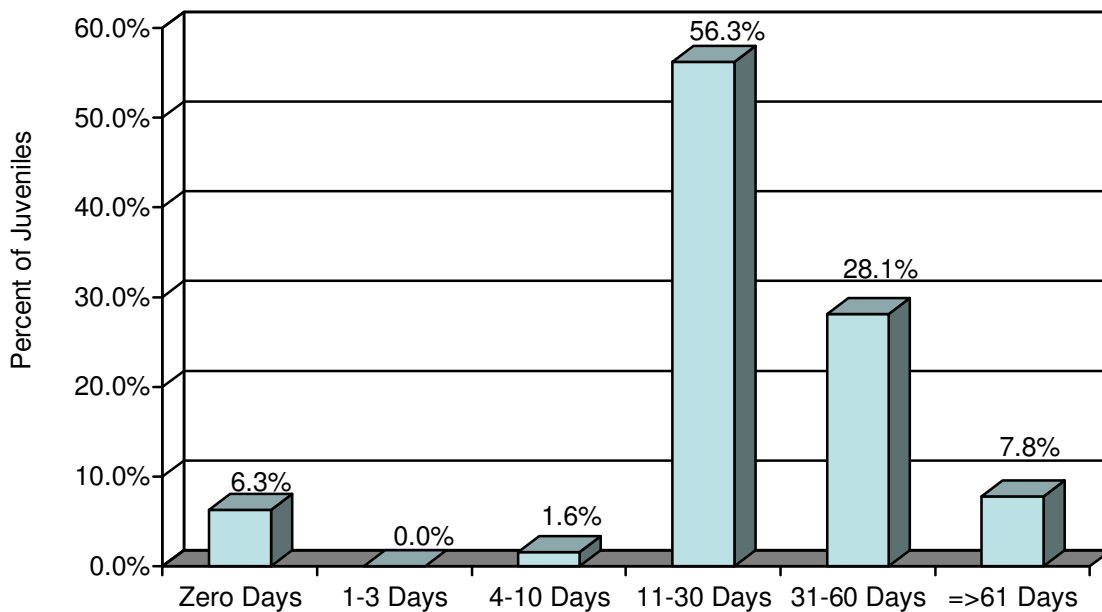
Source: Alameda County, CA Probation Juvenile Information System.  
Data Collection Period: November 2003– February 2004.  
Note: Length of Stay not available for 17 youth, 22.7%.

The median length of stay for pre-adjudicated youth was 29-31 days based on this sample.

### 5.2.5 Days between Detention Hearing and Disposition Date for Pre-Dispositional Youth

Figure 5.11 presents the number of days minors were detained after their detention hearing and before their disposition date. Nearly two-thirds (64.2%) of the youth waited between 0 to 30 days for a dispositional hearing while more than one-third (35.8%) stayed greater than 30 days. There was no difference between the wait time for boys and girls.

**Figure 5.11**  
**Alameda County, CA**  
**Days between Detention Hearing and Disposition Date**  
**Pre-Dispositional Minors**  
**N=64**



Source: Alameda County, CA Probation Juvenile Information System.

Data Collection Period: November 2003– February 2004.

Note: Days between Detention Hearing and Disposition Date not available for 11 youth, 14.7%.

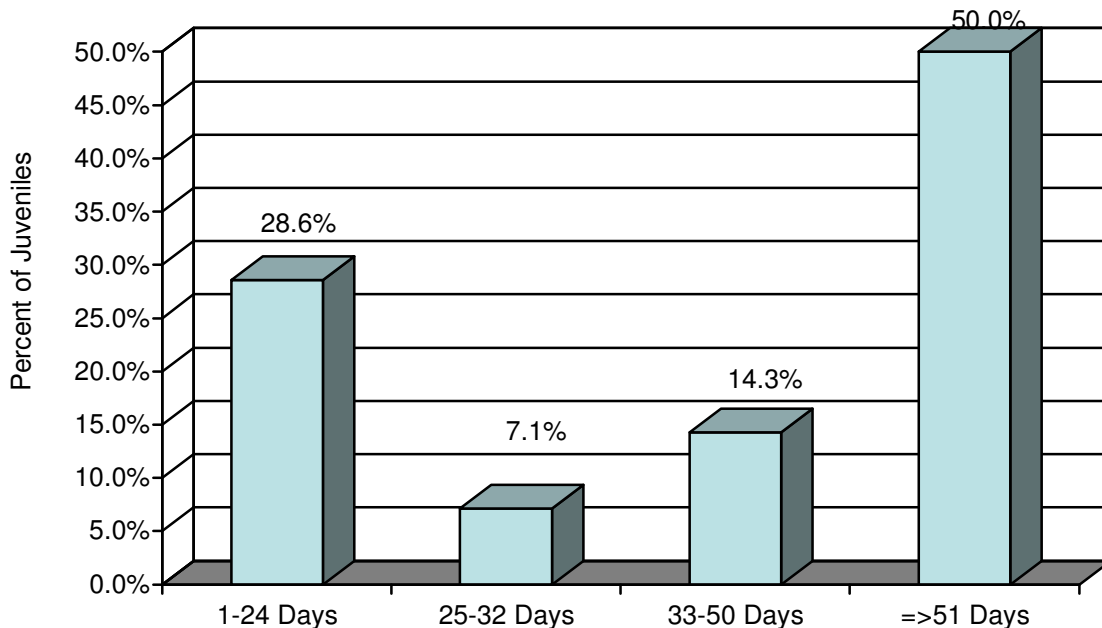


### 5.2.6 Length of Stay for Post-Dispositional Youth

Figure 5.12 shows the Length of Stay (LOS) in Juvenile Hall for minors who have already been adjudicated. These data were available for 28 of the 36 post-dispositional youth.

One-half (50.0%) of these youth stayed more than 50 days in Juvenile Hall. Approximately one-third (28.6%) stayed less than 25 days and the remaining 21.4% stayed between 25 and 50 days. The long stays are attributed to the difficulty in locating appropriate placement facilities and waiting to be transferred to the California Youth Authority.

**Figure 5.12**  
**Alameda County, CA**  
**Length of Stay in Days in Juvenile Hall**  
**Post-Dispositional Minors**  
**N=28**



Source: Alameda County, CA Probation Juvenile Information System.  
Data Collection Period: November 2003– February 2004.  
Note: Length of Stay not available for 8 youth, 22.2%.

Finally, the length of stay in Juvenile Hall was more than twice as long for females (127.5 days) compared to males (61.5 days). The median length of stay for post-adjudicated minors was 50 days.

The profile indicated that more than 40% of pre-dispositional minors will return to their parents/guardian home after release from Juvenile Hall. In contrast, the majority of post-dispositional males (46.7%) and females (66.7%) will go/return to a Group Home after release.

### **5.2.7 Conclusions**

The following conclusions can be drawn from the analysis of these data:

1. There appears to be a pool of youth who are non-violent because 60.8% of the males were charged with non-violent Felony (non-707) offenses, 50.0% of the females were charged with misdemeanor property offenses, 27% of the minors had no prior bookings in the last 12 months, 21.7% of the youth had no prior history, 57.5% of the minors were not on probation at the time of booking, and 83.9% had no documented history of violence.
2. However, the majority of detained youth were charged with felony offenses, thus suggesting there is strong evidence that the Detention Screening Instrument screens out most low-risk offenders.
3. Nearly one-half (42.5%) of Juvenile Hall detainees are youth who were on probation at the time of admission, suggesting a need for additional graduated sanctions.
4. There is a disproportionate number of African-American youth detained, compared to their number in the youth population in Alameda County, suggesting systemic issues that need addressing by agencies in all regions of the County.
5. Nearly two-thirds of the minors had been in the Juvenile Hall previously. This high return rate suggests that alternative options need to be developed to reduce recidivism, similar to results in the national studies cited in this Report. This also suggests that while minors are confined in the Juvenile Hall they need to be engaged in assessments and educational, mental health, substance abuse and cognitive behavioral treatment programs.
6. Length of case processing is an issue to be addressed since more than one-third (35.8%) of the pre-adjudicated minors were detained more than 30 days; pre-adjudicated males were detained an average of 54.3 days and females were detained 37.2 days.

### 5.3 Need Profile

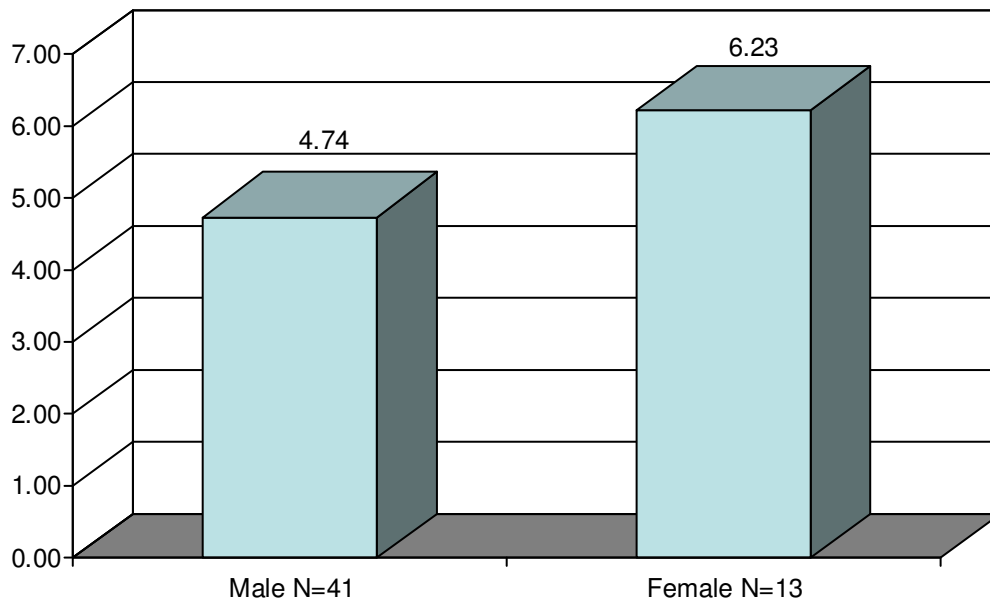
#### 5.3.1 School Attendance

Poor school attendance and performance have been shown to be risk factors associated with delinquent behavior. Based on 95 minors for which information was available, 61.1% admitted to skipping school and 38.4% admitted to being suspended in the last year.

#### 5.3.2 Learning Problems

Figure 5.13 illustrates the average reading grade levels for 54 youth in Grades 5 through 12. Boys tested at an average reading level of fourth grade (4.74) while girls tested slightly higher – at an average reading level of sixth grade (6.23). However, there were no statistically significant differences between boys and girls.

**Figure 5.13**  
**Alameda County, CA**  
**Average Reading Grade Level Equivalent by Gender**  
**N=54**



Source: Alameda County, CA Probation — Educational Records completed by School Personnel.  
Data Collection Period: November 2003– February 2004.

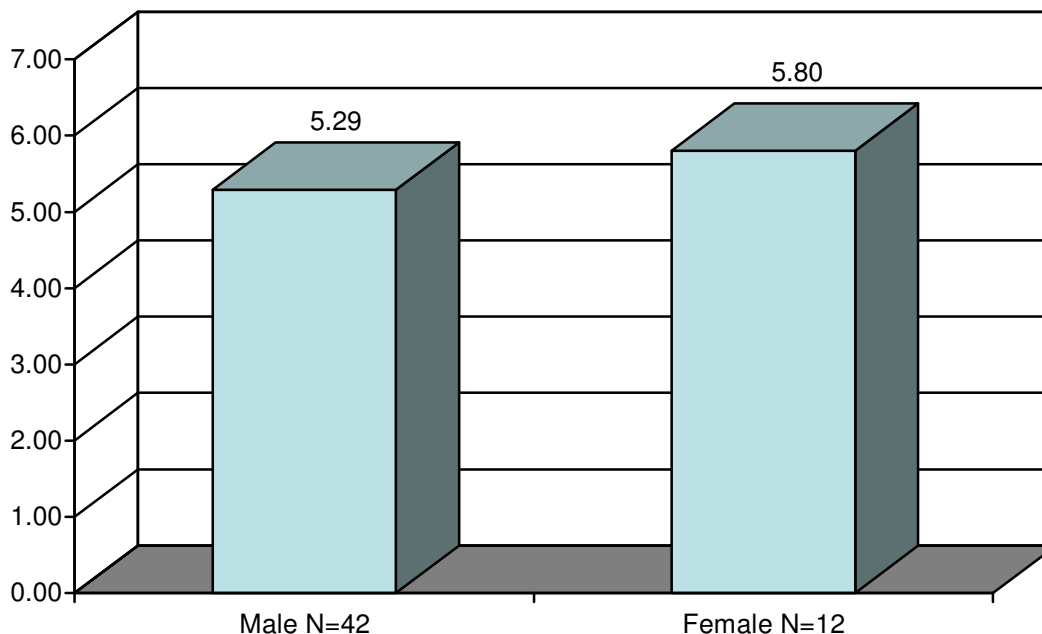
Note: Average Reading Grade Level Equivalent not available for 42 male youth, 50.6%, and 15 female youth, 53.6% .

The reading levels of those older than 16 years were equivalent to a 6<sup>th</sup> grade level, those 14-15yrs old to a 5<sup>th</sup> grade level, and those under 14 years old to a 4.5 grade level.

Significantly, no information was available for 42 males, representing 50.6% of the males, and 15 females, representing 53.6% of the females.

Figure 5.14 shows the average math grade levels for 54 youth in Grades 5 through 12. Boys tested at an average math level of fifth grade (5.29). Girls also tested at an average math level of fifth grade (5.80). Again, there were no statistically significant differences between boys and girls. The math scores of minors older than 16 years were equivalent to a 6<sup>th</sup> grade level, those 14-15 yrs old to a 5<sup>th</sup> grade level, and those under 14 years old to a 4.5 grade level.

**Figure 5.14**  
**Alameda County, CA**  
**Average Math Grade Level Equivalent by Gender**  
**N=54**



Source: Alameda County, CA Probation — Educational Records completed by School Personnel.  
Data Collection Period: November 2003– February 2004.

Note: Average Math Grade Level Equivalent not available for 41 male youth, 49.4%, and 16 female youth, 57.1%.

Significantly, information was missing on 41 males (or 49.4% of the sample) and 16 female youth (or 57.1% of the female sub-sample).

**Table 5.3**  
**Alameda County, California**  
**Juvenile Hall Population Need Profile**  
**Pre-Dispositional Minors**  
**N=75**

	Male=53		Female=22	
	Frequency	Valid Percent	Frequency	Valid Percent
<i>Educational Assessment at Time of Admission</i>				
<b>School/Employment</b>				
<b>Are You Attending School Regularly?</b>				
Yes	40	75.5%	12	54.6%
No	12	22.6%	9	40.9%
Not Available	1	1.9%	1	4.6%
<b>Grades in School</b>				
Excellent / Good (A/B)	10	18.9%	4	18.2%
Average / Satisfactory (C)	24	45.3%	9	40.9%
Not Satisfactory (D)	14	26.4%	1	4.6%
Failing / Incomplete (F/I)	2	3.8%	3	13.6%
Not Applicable / Not Available	3	5.7%	5	22.7%
<b>Ever Skip School?</b>				
Yes	30	56.6%	12	54.6%
No	20	37.7%	6	27.3%
Not Applicable / Not Available	3	5.7%	4	18.2%
<b>How Often Skip School?</b>				
Once a Week	4	7.6%	2	9.1%
More than Once a Week	5	9.4%	1	4.6%
Sometimes	19	35.9%	5	22.7%
Not Applicable / Not Available	25	47.3%	14	63.6%
<b>Have You Been Suspended in the Past Year?</b>				
Yes	18	34.0%	6	27.3%
No	33	62.3%	12	54.5%
Not Applicable / Not Available	2	3.8%	4	18.2%
<b>Number of Times Suspended</b>				
Valid Cases	17	32.1%	6	27.3%
Not Available	36	67.9%	16	72.7%
Average Number of Times Suspended	5.5		4.7	
<b>Has an Individual Education Plan</b>				
Yes at time of admission	9	17.0%	2	9.1%
No at time of admission	17	32.1%	7	31.8%

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	Male=53		Female=22	
	Frequency	Valid Percent	Frequency	Valid Percent
Yes developed in custody by the time of release	0	0.0%	0	0.0%
Not Available	27	50.9%	13	59.1%
<b>Disability in Accordance with the Individual Disabilities Education Act</b>				
Learning Disabled	6	11.3%	1	4.6%
Emotionally Disturbed	2	3.8%	1	4.6%
Physically Disabled	0	0.0%	0	0.0%
504	0	0.0%	0	0.0%
Not Available	45	84.9%	20	90.9%
<b>Reading Grade Level Equivalent Student Functioning at</b>				
Average Reading Grade Level Equivalent	4.97		7.26	
Valid Cases	28	52.8%	10	45.5%
Not Available	25	47.2%	12	54.5%
<b>Math Grade Level Equivalent Student Functioning at</b>				
Average Math Grade Level Equivalent	5.68		6.77	
Valid Cases	29	54.7%	9	40.9%
Not Available	24	45.3%	13	59.1%
<b>Medical Condition at Admission</b>				
<b>What Kind of Health Do You Have?</b>				
Good	38	71.7%	18	81.8%
Average	14	26.4%	3	13.6%
Poor	1	1.9%	0	0.0%
Have a Disease or Chronic Condition	0	0.0%	1	4.6%
<b>Had Parasitic Infections</b>				
Yes	0	0.0%	1	4.6%
No	44	83.0%	19	86.4%
Not Available	9	17.0%	2	9.1%
<b>Had Sexually Transmitted Diseases</b>				
Yes	2	3.8%	4	18.2%
No	42	79.3%	16	72.7%
Not Available	9	17.0%	2	9.1%
<b>Pregnant</b>				
Yes	0	0.0%	3	13.6%
No	44	83.0%	17	77.3%
Not Available	9	17.0%	2	9.1%
<b>Evidence of Contagious Diseases</b>				
<b>Infectious TB Requiring Negative Air Pressure Isolation</b>				
Yes	0	0.0%	0	0.0%
No	43	81.1%	20	90.9%

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Comprehensive Study of the Juvenile Justice System

	Male=53		Female=22	
	Frequency	Valid Percent	Frequency	Valid Percent
Not Available	10	18.9%	2	9.1%
<b>Infectious Chicken Pox Requiring Medical Isolation</b>				
Yes	0	0.0%	0	0.0%
No	43	81.1%	20	90.9%
Not Available	10	18.9%	2	9.1%
<b>Infectious Hepatitis Requiring Medical Isolation</b>				
Yes	0	0.0%	0	0.0%
No	43	81.1%	20	90.9%
Not Available	10	18.9%	2	9.1%
<b>Active AIDS Requiring Medical Isolation</b>				
Yes	0	0.0%	0	0.0%
No	43	81.1%	20	90.9%
Not Available	10	18.9%	2	9.1%
<b>Had No Infectious Diseases</b>				
Yes	43	81.1%	20	90.9%
No	0	0.0%	0	0.0%
Not Available	10	18.9%	2	9.1%
<b>Mental Health Assessment</b>				
<b>Mental Health Psychiatric Diagnosis</b>				
Yes	26	49.1%	13	59.1%
No Diagnosis	0	0.0%	1	4.6%
Not Available	27	50.9%	8	36.4%
<b>Number of Mental Health Psychiatric Diagnoses</b>				
No Diagnosis	0	0.0%	1	4.6%
One Diagnosis	14	26.4%	6	27.3%
Two Diagnoses	6	11.3%	5	22.7%
Three Diagnoses	5	9.4%	2	9.1%
Four Diagnoses	1	1.9%	0	0.0%
Not Available	27	50.9%	8	36.4%
<b>Primary Mental Health Diagnosis Males, N=26 Females, N=13</b>				
Major Affective Disorders	2	7.7%	1	7.7%
Bipolar Disorders	0	0.0%	1	7.7%
Dysthymic Disorders	2	7.7%	0	0.0%
Adjustment Disorders	14	53.8%	8	61.5%
Post Traumatic Stress Disorder	1	3.9%	2	15.4%
Depressive Disorder NOS	2	7.7%	0	0.0%
Impulse Disorders	1	3.9%	0	0.0%
Disruptive Behavior NOS	1	3.9%	0	0.0%
Oppositional Defiant Disorder	2	7.7%	0	0.0%

## Comprehensive Study of the Juvenile Justice System

	Male=53		Female=22	
	Frequency	Valid Percent	Frequency	Valid Percent
Attention-Deficit/Hyperactivity Disorder	1	3.9%	0	0.0%
Diagnosis or Condition Deferred	0	0.0%	1	7.7%
Total	26	100%	13	100%
<b>Secondary Mental Health Diagnosis Males, N=12 Females, N=7</b>				
Major Affective Disorders	0	0.0%	1	14.3%
Anxiety Disorders	1	8.3%	0	0.0%
Dysthymic Disorders	0	0.0%	2	28.6%
Psychosexual Disorders	1	8.3%	0	0.0%
Adjustment Disorders	3	25.0%	1	14.3%
Post Traumatic Stress Disorder	1	8.3%	1	14.3%
Depressive Disorder NOS	1	8.3%	0	0.0%
Impulse Disorders	2	16.7%	0	0.0%
Conduct Disorder Childhood Onset Type	0	0.0%	1	14.3%
Oppositional Defiant Disorder	1	8.3%	1	14.3%
Attention-Deficit/Hyperactivity Disorder	2	16.7%	0	0.0%
Total	12	100%	7	100%
<b>Receiving Psychotropic Medications</b>				
Yes	3	5.7%	1	4.6%
No	19	35.8%	10	45.4%
Not Available	31	58.5%	11	50.0%
<b>Out Patient Mental Health Treatment Prior to Admission</b>				
Yes	25	47.2%	13	59.1%
No	0	0.0%	0	0.0%
Not Available	28	52.8%	9	40.9%
<b>In Patient Mental Health Treatment (Psychiatric Hospitalization) Prior to Admission</b>				
Yes	5	9.4%	3	13.6%
No	20	37.7%	10	45.5%
Not Available	28	52.8%	9	40.9%
<b>History of Mental Health Treatment</b>				
Had no prior Mental Health Treatment	1	1.9%	1	4.5%
Had one type of Mental Health Treatment, either Out Patient or In Patient	20	37.7%	10	45.5%
Had both Out Patient and In Patient Mental Health Treatment	5	9.4%	3	13.6%
Not Available	27	50.9%	8	36.4%



## Comprehensive Study of the Juvenile Justice System

	Male=53		Female=22	
	Frequency	Valid Percent	Frequency	Valid Percent
<b>Substance Abuse Assessment</b>				
<b>Drugs and Alcohol Use</b>				
<b>Youth Reports Use of Any Illegal Drug(s)</b>				
Yes	41	77.4%	17	77.3%
No	11	20.8%	5	22.7%
Not Available	1	1.9%	0	0.0%
<b>About How Often Do You Use the Following Drugs?</b>				
<b>Marijuana</b>				
Never	12	22.6%	7	31.8%
Hardly Ever	8	15.1%	4	18.2%
Sometimes	12	22.6%	5	22.7%
A lot	8	15.1%	1	4.6%
Everyday	11	20.8%	5	22.7%
Not Available	2	3.8%	0	0.0%
<b>Alcohol</b>				
Never	20	37.7%	9	40.9%
Hardly Ever	13	24.5%	4	18.2%
Sometimes	13	24.5%	9	40.9%
A lot	4	7.6%	0	0.0%
Everyday	1	1.9%	0	0.0%
Not Available	2	3.8%	0	0.0%
<b>Did Youth Ever Have Substance Abuse Treatment</b>				
Yes	11	20.8%	3	13.6%
No	30	56.6%	9	40.9%
Not Available	12	22.6%	10	45.5%
<b>Substance Abuse Regular Out Patient Treatment</b>				
Yes	6	11.3%	0	0.0%
No	35	66.0%	12	54.5%
Not Available	12	22.6%	10	45.5%
<b>Substance Abuse Intensive Out Patient Treatment</b>				
Yes	1	1.9%	0	0.0%
No	40	75.5%	12	54.5%
Not Available	12	22.6%	10	45.5%
<b>Substance Abuse Residential Treatment</b>				
Yes	5	9.4%	3	13.6%
No	36	68.0%	9	40.9%
Not Available	12	22.6%	10	45.5%
<b>Living Situation</b>				
<b>Ever Been Hurt by Someone in Your Home or by Someone Close to You to the Extent that You Had Bruises, Broken Bones or Had to be Taken to the Doctor?</b>				
Yes, All the Time	0	0.0%	0	0.0%

## Comprehensive Study of the Juvenile Justice System

	Male=53		Female=22	
	Frequency	Valid Percent	Frequency	Valid Percent
Yes, Within the Last Month	0	0.0%	0	0.0%
Yes, More than a Month Ago	3	5.7%	3	13.6%
No	49	92.5%	19	86.4%
Not Available	1	1.9%	0	0.0%
<b>Have You Ever Engaged in Sexual Activity against Your Will?</b>				
Yes, in My Home	0	0.0%	4	18.2%
Yes, outside My Home	0	0.0%	4	18.2%
No	52	98.1%	14	63.6%
Not Available	1	1.9%	0	0.0%
<b>Have You Ever Witnessed or been the Victim of Shootings, Stabbings or Other Forms of Severe Violence?</b>				
Yes, in My Home	3	5.7%	0	0.0%
Yes, in the Neighborhood / School	13	24.5%	8	36.4%
Yes, at Home and the Neighborhood / School	1	1.9%	0	0.0%
No	31	58.5%	13	59.1%
Don't Know	3	5.7%	0	0.0%
Not Available	2	3.8%	1	4.6%

Source: Alameda County Juvenile Hall

**Table 5.4**  
**Alameda County, California**  
**Juvenile Hall Population Need Profile**  
**Post-Dispositional Minors**  
**N=36**

	Male=30		Female=6	
	Frequency	Valid Percent	Frequency	Valid Percent
<i>Educational Assessment at Time of Admission</i>				
<b>School/Employment</b>				
<b>Are You Attending School Regularly?</b>				
Yes	14	46.7%	4	66.7%
No	14	46.7%	1	16.7%
Not Available	2	6.7%	1	16.7%
<b>Grades in School</b>				
Excellent / Good (A/B)	4	13.3%	1	16.7%
Average / Satisfactory (C)	11	36.7%	4	66.7%
Not Satisfactory (D)	5	16.7%	0	0.0%
Failing / Incomplete (F/I)	3	10.0%	0	0.0%
Not Applicable/ Not Available	7	23.3%	1	16.7%
<b>Ever Skip School?</b>				
Yes	16	53.3%	0	0.0%
No	7	23.3%	4	66.7%
Not Applicable / Not Available	7	23.3%	2	33.3%
<b>How Often Skip School?</b>				
Once a Week	2	6.7%	0	0.0%
More than Once a Week	4	13.3%	0	0.0%
Sometimes	10	33.3%	0	0.0%
Not Applicable / Not Available	14	46.7%	6	100.0%
<b>Have You Been Suspended in the Past Year?</b>				
Yes	11	36.7%	3	50.0%
No	15	50.0%	1	16.7%
Not Applicable / Not Available	4	13.3%	2	33.3%
<b>Number of Times Suspended</b>				
1	8	26.7%	1	16.7%
2	2	6.7%	0	0.0%
4	0	0.0%	1	16.7%
10	1	3.3%	0	0.0%
Not Available	19	63.3%	4	66.7%
<b>Has an Individual Education Plan</b>				
Yes at time of admission	14	46.7%	2	33.3%

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	Male=30		Female=6	
	Frequency	Valid Percent	Frequency	Valid Percent
No at time of admission	4	13.3%	4	66.7%
Yes developed in custody by the time of release	0	0.0%	0	0.0%
Not Available	12	40.0%	0	0.0%
<b>Disability in Accordance with the Individual Disabilities Education Act</b>				
Learning Disabled	9	30.0%	1	16.7%
Emotionally Disturbed	3	10.0%	0	0.0%
Physically Disabled	0	0.0%	0	0.0%
504	0	0.0%	0	0.0%
Not Available	18	60.0%	5	83.3%
<b>Reading Grade Level Equivalent Student Functioning at</b>				
Average Reading Grade Level Equivalent	4.24		2.80	
Valid Cases	13	43.3%	3	50.0%
Not Available	17	56.7%	3	50.0%
<b>Math Grade Level Equivalent Student Functioning at</b>				
Average Math Grade Level Equivalent	4.43		2.90	
Valid Cases	13	43.3%	3	50.0%
Not Available	17	56.7%	3	50.0%
<b>Medical Condition at Admission</b>				
<b>What Kind of Health Do You Have?</b>				
Good	24	80.0%	5	83.3%
Average	4	13.3%	0	0.0%
Poor	0	0.0%	1	16.7%
Have a Disease or Chronic Condition	1	3.3%	0	0.0%
Not Available	1	3.3%	0	0.0%
<b>Had Parasitic Infections</b>				
Yes	1	3.3%	0	0.0%
No	27	90.0%	6	100.0%
Not Available	2	6.7%	0	0.0%
<b>Had Sexually Transmitted Diseases</b>				
Yes	1	3.3%	0	0.0%
No	27	90.0%	6	100.0%
Not Available	2	6.7%	0	0.0%
<b>Pregnant</b>				
Yes	0	0.0%	1	16.7%
No	30	100.0%	5	83.3%
<b>Evidence of Contagious Diseases</b>				
<b>Infectious TB Requiring Negative Air Pressure Isolation</b>				
Yes	0	0.0%	0	0.0%

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	Male=30		Female=6	
	Frequency	Valid Percent	Frequency	Valid Percent
No	28	93.3%	6	100.0%
Not Available	2	6.7%	0	0.0%
<b>Infectious Chicken Pox Requiring Medical Isolation</b>				
Yes	0	0.0%	0	0.0%
No	28	93.3%	6	100.0%
Not Available	2	6.7%	0	0.0%
<b>Infectious Hepatitis Requiring Medical Isolation</b>				
Yes	0	0.0%	0	0.0%
No	28	93.3%	6	100.0%
Not Available	2	6.7%	0	0.0%
<b>Active AIDS Requiring Medical Isolation</b>				
Yes	0	0.0%	0	0.0%
No	28	93.3%	6	100.0%
Not Available	2	6.7%	0	0.0%
<b>Had No Infectious Diseases</b>				
Yes	28	93.3%	6	100.0%
No	0	0.0%	0	0.0%
Not Available	2	6.7%	0	0.0%
<i>Mental Health Assessment</i>				
<b>Mental Health Psychiatric Diagnosis</b>				
Yes	25	83.3%	5	83.3%
No Diagnosis	0	0.0%	0	0.0%
Not Available	5	16.7%	1	16.7%
<b>Number of Mental Health Psychiatric Diagnoses</b>				
No Diagnosis	0	0.0%	0	0.0%
One Diagnosis	6	20.0%	1	16.7%
Two Diagnoses	5	16.7%	1	16.7%
Three Diagnoses	9	30.0%	2	33.3%
Four Diagnoses	5	16.7%	1	16.7%
Not Available	5	16.7%	1	16.7%
<b>Primary Mental Health Diagnosis Males, N=25 Females, N=5</b>				
Major Affective Disorders	0	0.0%	1	20.0%
Dysthymic Disorders	0	0.0%	1	20.0%
Substance Use Disorders	1	4.0%	0	0.0%
Adjustment Disorders	11	44.0%	1	20.0%
Depressive Disorder Not Otherwise Specified	6	24.0%	1	20.0%
Impulse Disorders	1	4.0%	0	0.0%
Conduct Disorder Childhood Onset Type	1	4.0%	0	0.0%
Disruptive Behavior Not Otherwise Specified	1	4.0%	0	0.0%
Oppositional Defiant Disorder	1	4.0%	1	20.0%

## Comprehensive Study of the Juvenile Justice System

	Male=30		Female=6	
	Frequency	Valid Percent	Frequency	Valid Percent
Attention-Deficit/Hyperactivity Disorder	2	8.0%	0	0.0%
Diagnosis or Condition Deferred	1	4.0%	0	0.0%
Total	25	100.0%	5	100.0%
<b>Secondary Mental Health Diagnosis Males, N=19 Females, N=4</b>				
Major Affective Disorders	1	5.3%	0	0.0%
Dysthymic Disorders	2	10.5%	0	0.0%
Adjustment Disorders	4	21.0%	2	50.0%
Depressive Disorder Not Otherwise Specified	3	15.8%	1	25.0%
Impulse Disorders	2	10.5%	0	0.0%
Conduct Disorder Childhood Onset Type	1	5.3%	0	0.0%
Disruptive Behavior Not Otherwise Specified	1	5.3%	0	0.0%
Oppositional Defiant Disorder	3	15.8%	1	25.0%
Diagnosis or Condition Deferred	1	5.3%	0	0.0%
Physical Abuse of Child	1	5.3%	0	0.0%
Total	19	100.0%	4	100.0%
<b>Third Mental Health Diagnosis Males, N=14 Females, N=3</b>				
Major Affective Disorders	1	7.1%	0	0.0%
Brief Psychotic Disorder	1	7.1%	0	0.0%
Obsessive-Compulsive Disorder	1	7.1%	0	0.0%
Substance Use Disorders	1	7.1%	0	0.0%
Adjustment Disorders	3	21.4%	0	0.0%
Depressive Disorder Not Otherwise Specified	2	14.3%	0	0.0%
Impulse Disorders	1	7.1%	1	33.3%
Disruptive Behavior Not Otherwise Specified	0	0.0%	1	33.3%
Oppositional Defiant Disorder	1	7.1%	1	33.3%
Attention-Deficit /Hyperactivity Disorder	2	14.3%	0	0.0%
Diagnosis or Condition Deferred	1	7.1%	0	0.0%
Total	14	100.0%	3	100.0%
<b>Fourth Mental Health Diagnosis Males, N=5 Females, N=1</b>				
Substance Use Disorders	1	20.0%	0	0.0%
Adjustment Disorders	1	20.0%	1	100.0%
Post Traumatic Stress Disorder	1	20.0%	0	0.0%
Impulse Disorders	1	20.0%	0	0.0%
Attention-Deficit /Hyperactivity Disorder	1	20.0%	0	0.0%

## Comprehensive Study of the Juvenile Justice System

	Male=30		Female=6	
	Frequency	Valid Percent	Frequency	Valid Percent
Total	5	100.0%	1	100.0%
<b>Receiving Psychotropic Medications</b>				
Yes	5	16.7%	2	33.3%
No	3	10.0%	1	16.7%
Not Available	22	73.3%	3	50.0%
<b>Out Patient Mental Health Treatment Prior to Admission</b>				
Yes	24	80.0%	4	66.7%
No	1	3.3%	1	16.7%
Not Available	5	16.7%	1	16.7%
<b>In Patient Mental Health Treatment (Psychiatric Hospitalization) Prior to Admission</b>				
Yes	5	16.7%	2	33.3%
No	20	66.7%	3	50.0%
Not Available	5	16.7%	1	16.7%
<b>History of Mental Health Treatment</b>				
Had no prior Mental Health Treatment	0	0.0%	0	0.0%
Had one type of Mental Health Treatment, either Out Patient or In Patient	21	70.0%	4	66.7%
Had both Out Patient and In Patient Mental Health Treatment	4	13.3%	1	16.7%
Not Available	5	16.7%	1	16.7%
<i>Substance Abuse Assessment</i>				
<b>Drugs and Alcohol Use</b>				
<b>Youth Reports Use of Any Illegal Drug(s)</b>				
Yes	26	86.7%	3	50.0%
No	4	13.3%	2	33.3%
Not Available	0	0.0%	1	16.7%
<b>About How Often Do You Use the Following Drugs?</b>				
<b>Marijuana</b>				
Never	5	16.7%	2	33.3%
Hardly Ever	6	20.0%	0	0.0%
Sometimes	7	23.3%	1	16.7%
A lot	5	16.7%	2	33.3%
Everyday	7	23.3%	0	0.0%
Not Available	0	0.0%	1	16.7%
<b>Alcohol</b>				
Never	11	36.7%	2	33.3%
Hardly Ever	9	30.0%	2	33.3%
Sometimes	6	20.0%	0	0.0%
A lot	2	6.7%	1	16.7%
Everyday	2	6.7%	0	0.0%

## Comprehensive Study of the Juvenile Justice System

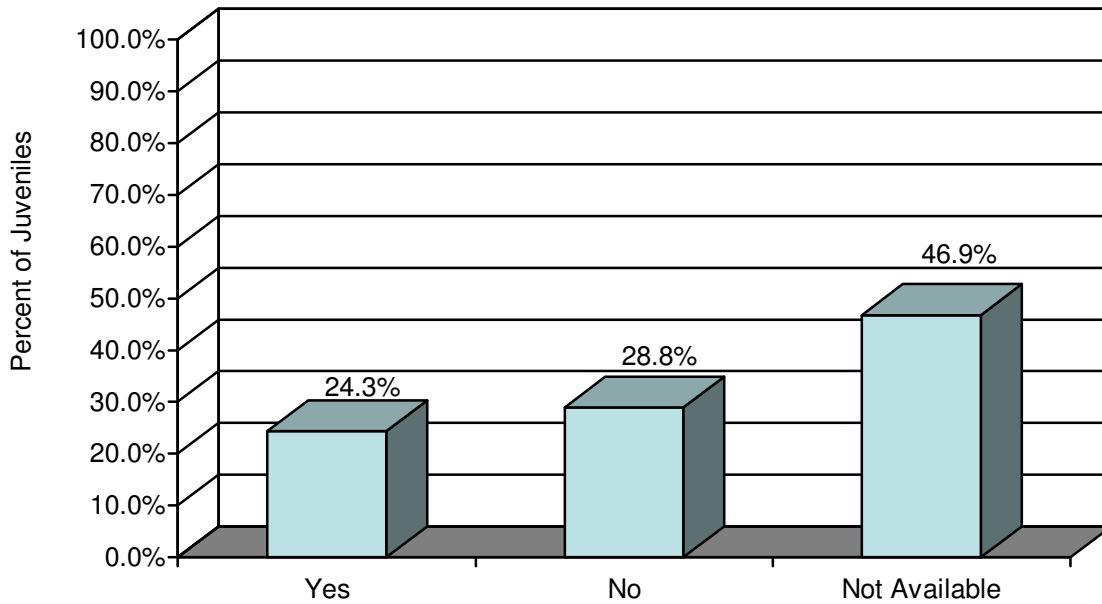
	Male=30		Female=6	
	Frequency	Valid Percent	Frequency	Valid Percent
Not Available	0	0.0%	1	16.7%
<b>Did Youth Ever Have Substance Abuse Treatment</b>				
Yes	6	20.0%	1	16.7%
No	16	53.3%	5	83.3%
Not Available	8	26.7%	0	0.0%
<b>Substance Abuse Regular Out Patient Treatment</b>				
Yes	4	13.3%	0	0.0%
No	18	60.0%	6	100.0%
Not Available	8	26.7%	0	0.0%
<b>Substance Abuse Intensive Out Patient Treatment</b>				
Yes	0	0.0%	1	16.7%
No	22	73.3%	5	83.3%
Not Available	8	26.7%	0	0.0%
<b>Substance Abuse Residential Treatment</b>				
Yes	3	10.0%	1	16.7%
No	19	63.3%	5	83.3%
Not Available	8	26.7%	0	0.0%
<b>Living Situation</b>				
<b>Ever Been Hurt by Someone in Your Home or by Someone Close to You to the Extent that You Had Bruises, Broken Bones or Had to be Taken to the Doctor?</b>				
Yes, All the Time	1	3.3%	0	0.0%
Yes, Within the Last Month	0	0.0%	0	0.0%
Yes, More than a Month Ago	2	6.7%	0	0.0%
No	27	90.0%	6	100.0%
<b>Have You Ever Engaged in Sexual Activity against Your Will?</b>				
Yes, in My Home	0	0.0%	1	16.7%
Yes, outside My Home	1	3.3%	0	0.0%
No	29	96.7%	5	83.3%
<b>Have You Ever Witnessed or been the Victim of Shootings, Stabbings or Other Forms of Severe Violence?</b>				
Yes, in My Home	1	3.3%	1	16.7%
Yes, in the Neighborhood / School	9	30.0%	1	16.7%
Yes, at Home and the Neighborhood / School	1	3.3%	0	0.0%
No	17	56.7%	4	66.7%
Don't Know	2	6.7%	0	0.0%

Source: Alameda County Juvenile Hall



As seen in Figure 5.15, only one quarter (24.3%) of the youth in this study had a completed Individual Education Plan at the time of admission. Equally important is the large amount of missing information. The status of Individual Education Plans was unknown for approximately one-half (46.9%) of all youth in the study.

**Figure 5.15**  
**Alameda County, CA**  
**Has an Individual Education Plan**  
**N=111**

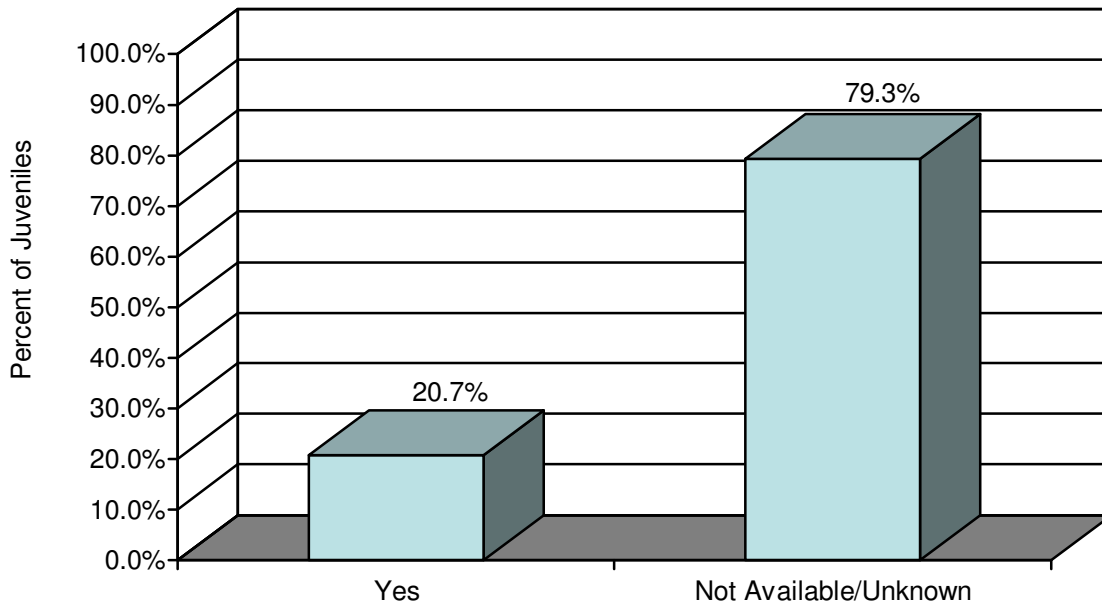


Source: Alameda County Probation — Educational Records completed by School Personnel.  
Data Collection Period: November 2003 – February 2004.

Slightly over twenty percent of the youth detained had diagnosed disabilities (physical, learning and emotional) as defined by the Individual Disabilities Education Act (Figure 5.16). The extent to which the youth in this study have learning disabilities was missing for 79.3% of the minors examined.

Of the 23 individuals with diagnosed disabilities, 73.9% had learning disorders and 26.1% had emotional disabilities.

**Figure 5.16**  
**Alameda County, CA**  
**Learning Disability as Defined By**  
**Individual Disabilities Education Act**  
**N=111**



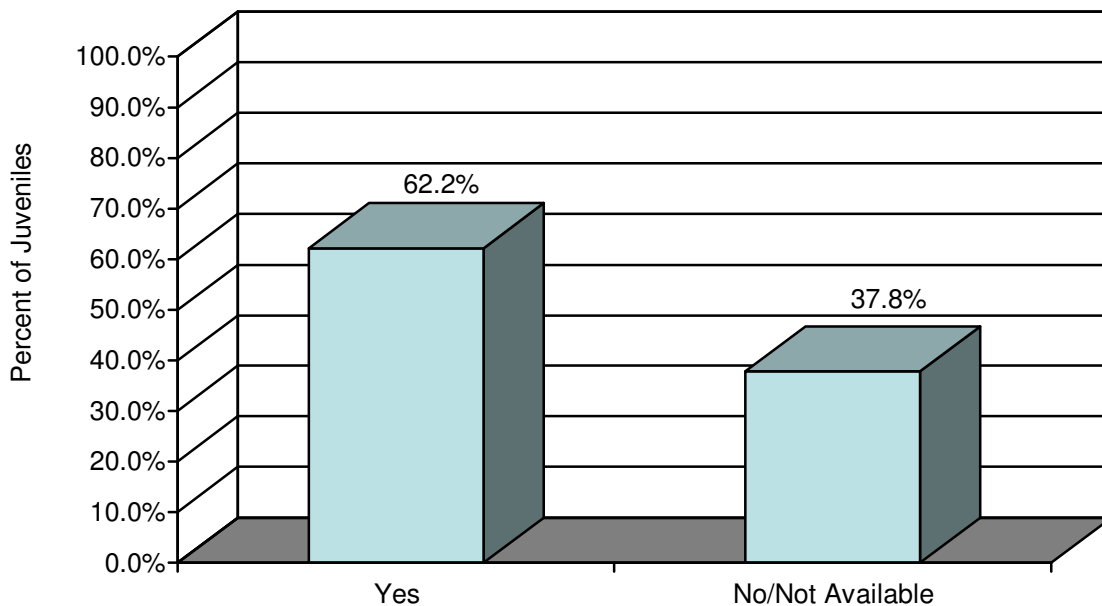
Source: Alameda County Probation — Educational Records completed by School Personnel.  
Data Collection Period: November 2003– February 2004.

### 5.3.3 Health

Medical, mental health, physical and developmental disabilities and substance abuse problems were assessed among the youth confined in the Juvenile Hall during this time period. An overwhelming majority of youth (96.4%) in this study reported average to good health. Two youth were identified as having a parasitic infection, seven had a sexually transmitted disease, and four girls were pregnant. There were no known cases of infectious disease among the study sample. This confirms that minors with serious infectious diseases were sent to local hospitals.

As seen in Figure 5.17, two-thirds (62.2%) (69/111) of the minors (as evidenced by a review of the files maintained in the Guidance Clinic) had a psychiatric disorder sometime in their lifetime. This percentage represents only those who were referred to the Guidance Clinic. In fact, the questions on the coding instrument were not completed for 41 of 111 (36.9%) of the youth, therefore the incidence of psychiatric disorders among these confined minors is probably higher.

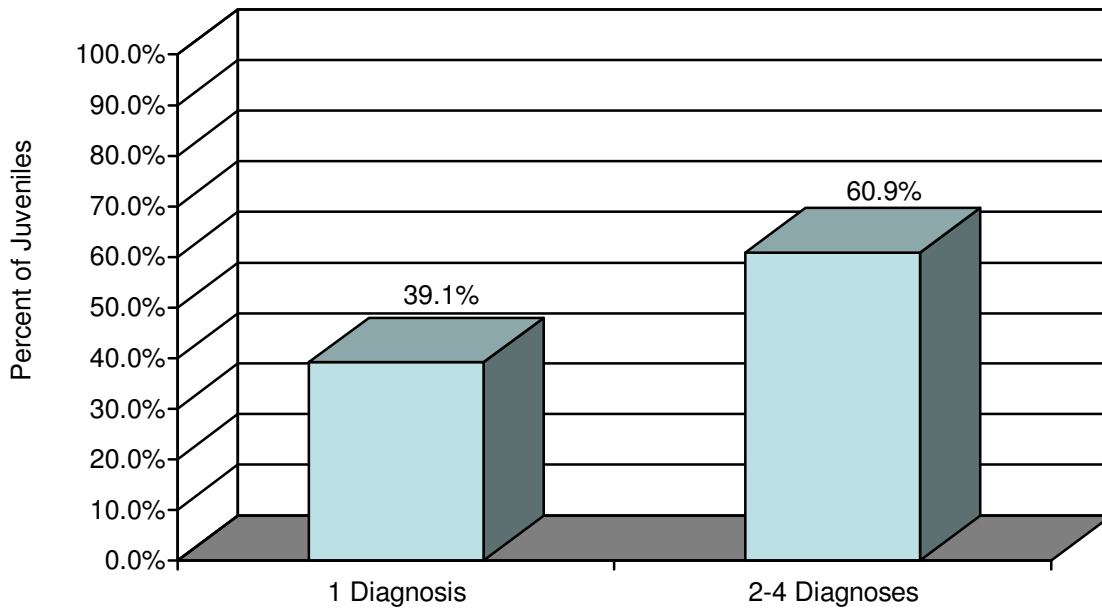
**Figure 5.17**  
**Alameda County, CA**  
**Ever Had a Psychiatric Diagnosis?**  
**N=69**



Source: Alameda County Probation — Mental Health Records completed by Mental Health Personnel.  
Data Collection Period: November 2003 – February 2004.

Of the 69 youth identified with a psychiatric disorder, 42 (60.9%) had two or more psychiatric diagnoses (Figure 5.18). There were equal percents of males (60.8%) and females (61.1%) with more than one psychiatric diagnoses.

**Figure 5.18**  
**Alameda County, CA**  
**Number of Psychiatric Diagnoses**  
**N=69**

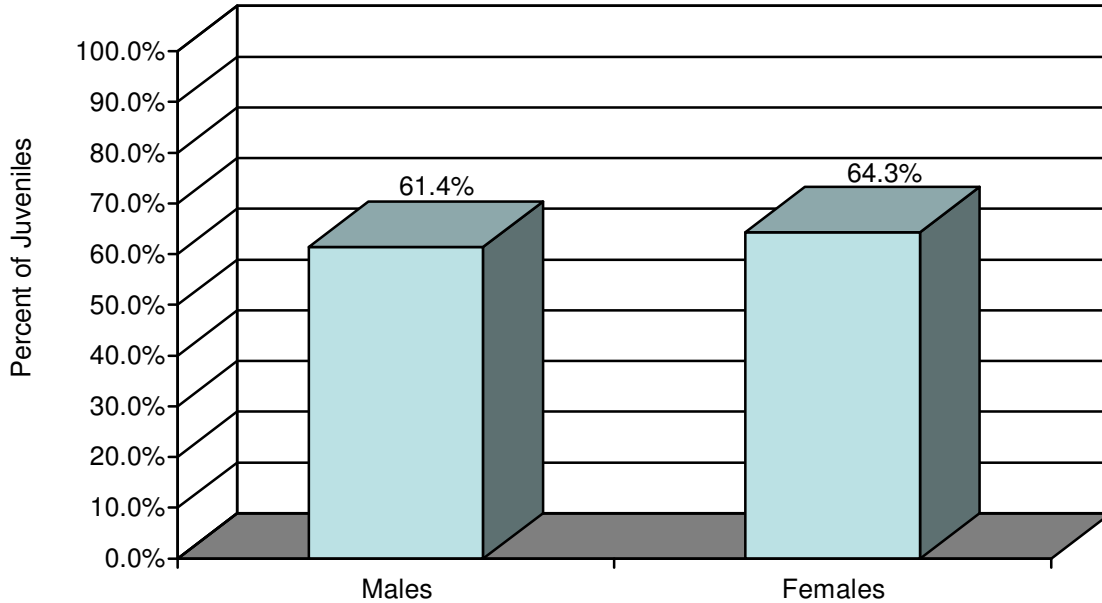


Source: Alameda County Probation — Mental Health Records completed by Mental Health Personnel.  
Data Collection Period: December – February 2004.

Note: Number of Psychiatric Diagnoses not available/not applicable for 42 youth, 37.8%.

Figure 5.19 shows that upon closer examination, females (64.3%) showed a slightly higher incidence of psychiatric disorders than did males (61.4%).

**Figure 5.19**  
**Alameda County, CA**  
**Incidence of Psychiatric Disorders by Gender**  
**N=69**



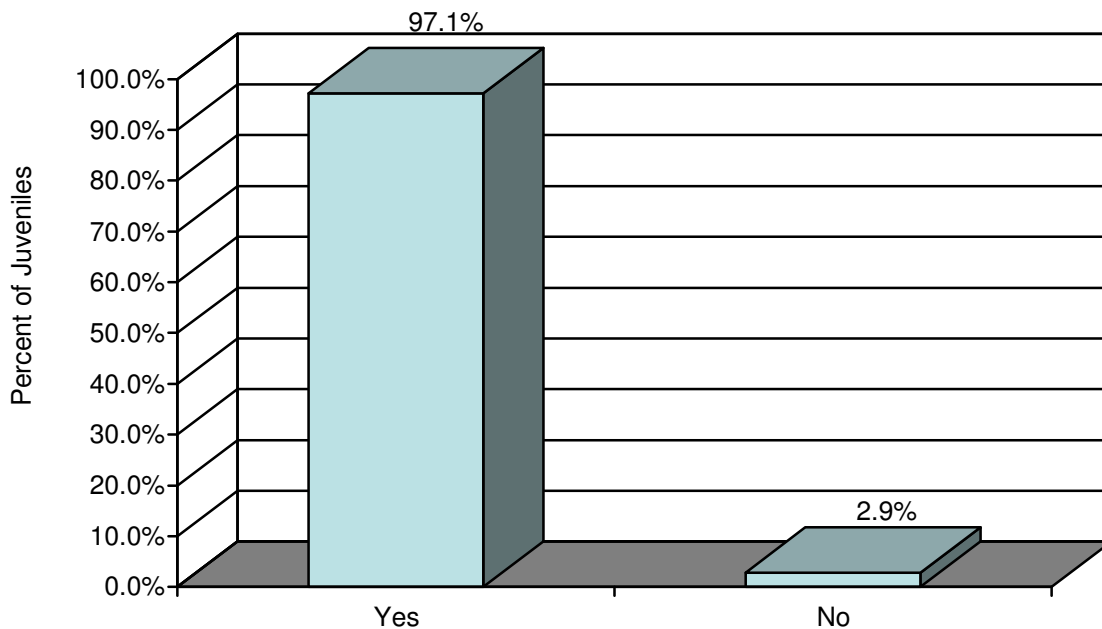
Source: Alameda County Probation — Mental Health Records completed by Mental Health Personnel.  
Data Collection Period: November 2003– February 2004.  
Note: Number of Psychiatric Diagnoses not available/not applicable for 42 youth, 37.8%.

Adjustment disorders were the most common Axis 1 mental health diagnosis reported for pre-dispositional males (53.8% or 14/26), pre-dispositional females (61.5% or 8/13), and post-dispositional males (44.0% or 11/25).

Of the 44 youth with available data, one-quarter were taking psychotropic medications. However, there is a notable difference between pre and post-dispositional minors. Only 12.1% of pre-dispositional minors were taking psychotropic medications, compared to 63.6% of post-dispositional minors.

Finally, as Figure 5.20 shows, among the 70 juveniles with available records, 97.1% had received mental health treatment prior to admission.

**Figure 5.20**  
**Alameda County, CA**  
**Had Previous Mental Health Treatment**  
**N=70**



Source: Alameda County, CA Probation — Mental Health Records completed by Mental Health Personnel.

Data Collection Period: November 2003– February 2004.

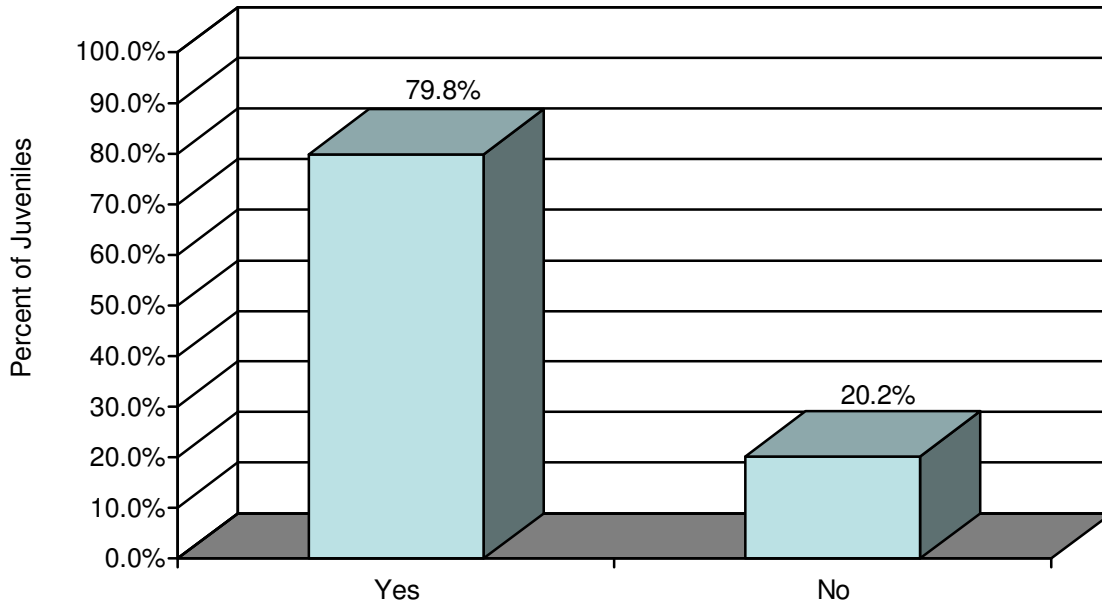
Note: Had Previous Mental Health Treatment not available for 41 youth, 36.9%.

Significantly, missing information was found on 41 youth, or 39.6% of the sample population.

### 5.3.4 Drug Use among Detainees

Figure 5.21 presents the self-reported illegal drug use for 109 youth in this study. The majority of youth (79.8%) reported use of an illegal drug prior to admission.

**Figure 5.21**  
**Alameda County, CA**  
**Youth Reports Use of an Illegal Drug**  
**N=109**

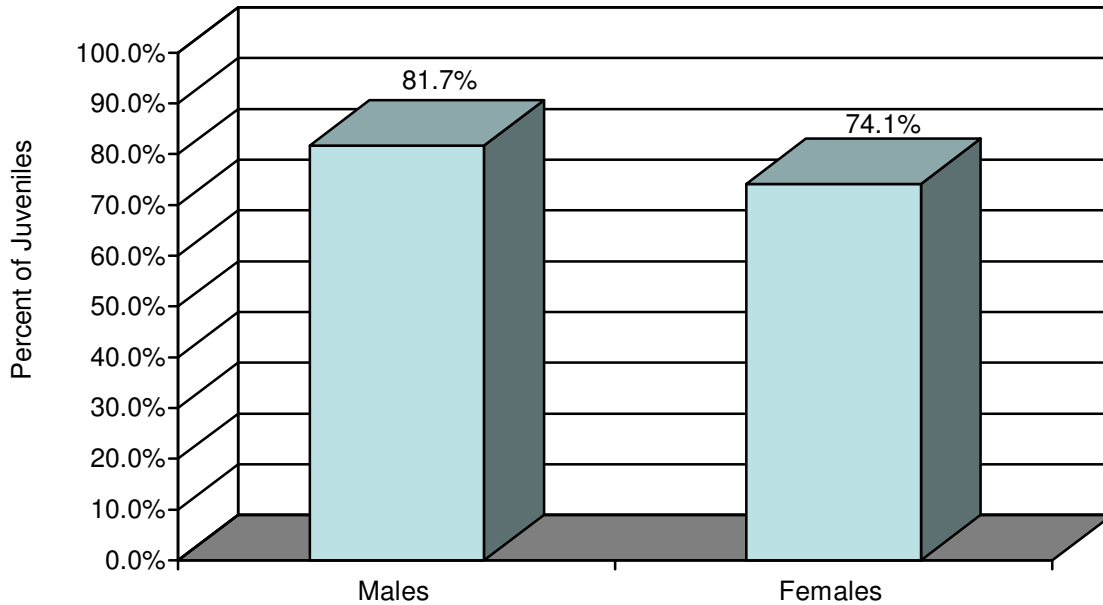


Source: Alameda County, CA Probation Needs Assessment Self-Report.  
Data Collection Period: November 2003– February 2004.  
Note: Youth Uses An Illegal Drugs not available for 2 youth, 1.8%.

### 5.3.5 Reported Drug Use by Gender

As seen in Figure 5.22, among the 87 youth who admitted to using illegal drugs prior to admission, 81.7% (67/82) were male, compared to 74.1% (20/27) female.

**Figure 5.22**  
**Alameda County, CA**  
**Illegal Drug Use by Gender**  
**N=87**



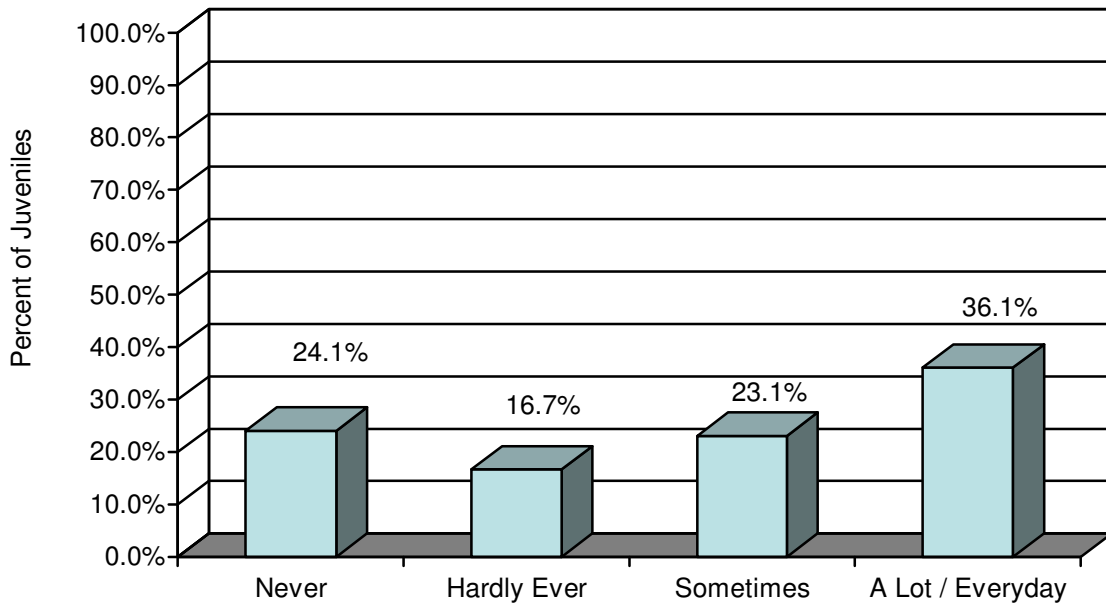
Source: Alameda County Probation — Mental Health Records completed by Mental Health Personnel.  
Data Collection Period: November 2003 – February 2004.  
Note: Illegal Drug Use not available/not applicable for 24 youth, 21.6%. Male sample was 67 and female sample was 20.



### 5.3.6 Type of Drug Used

Figures 4.47 and 4.48 illustrate that the most commonly abused substances were marijuana and alcohol. More than one-third (36.1%) of the youth in this study admitted to using marijuana a lot or everyday. Another 23.1% admitted to using marijuana sometimes and 16.7% stated they hardly ever used the drug. Only one-quarter (24.1%) of the youth reported never having used marijuana.

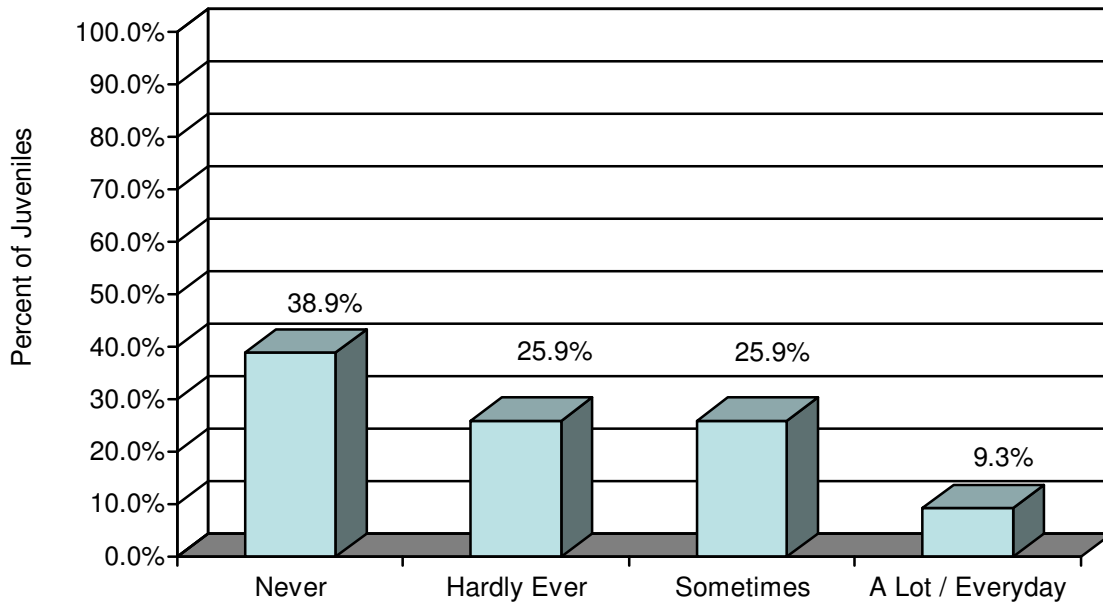
**Figure 5.23**  
**Alameda County, CA**  
**Youth Uses Marijuana**  
**N=108**



Source: Alameda County, CA Probation Needs Assessment Self-Report.  
Data Collection Period: November 2003– February 2004.  
Note: Youth Uses Marijuana not available for 3 youth, 2.7%.

When compared with marijuana, a greater percent (38.9%) of youth stated they never used alcohol. However, the number of youth who hardly ever (25.9%) or sometimes (25.9%) use alcohol is greater than those who use marijuana at the same frequency. Finally, only 9.3% of the youth admitted to using alcohol a lot or everyday.

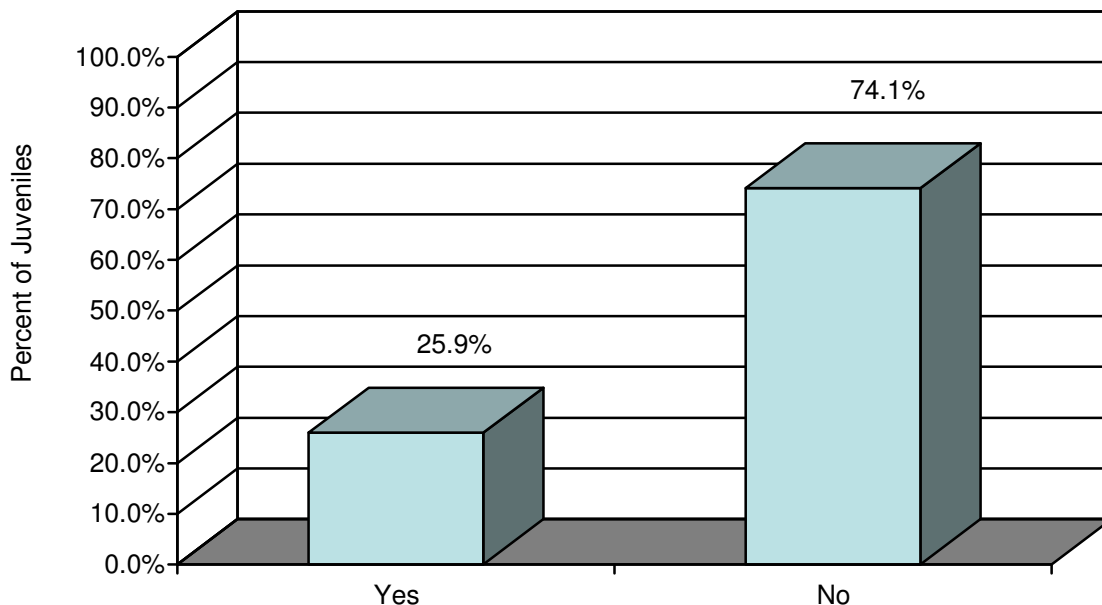
**Figure 5.24**  
**Alameda County, CA**  
**Youth Uses Alcohol**  
**N=108**



Source: Alameda County, CA Probation Needs Assessment Self-Report.  
Data Collection Period: November 2003– February 2004.  
Note: Youth Uses Alcohol not available for 3 youth, 2.7%.

Only 25.9% of the minors in the sample population had previous substance abuse treatment.

**Figure 5.25**  
**Alameda County, CA**  
**Had Previous Substance Abuse Treatment**  
**N=81**



Source: Alameda County, CA Thunder Road Self-Report.

Data Collection Period: November 2003– February 2004.

Note: Had Previous Substance Abuse Treatment not available for 30 youth, 27.0%.

The 2002 National Survey on Drug Use and Health found that more than 42% of the youth in detention reported use of illicit drugs in the last 12 months<sup>11</sup>.

According to preliminary data from the Arrestee Drug Abuse Monitoring (ADAM) Program, a median of 59.7% of male and 45.9% of female juvenile detainees tested positive for drug use in 2002. The male samples were compiled from five U.S. sites and the female samples were compiled from four sites<sup>12</sup>.

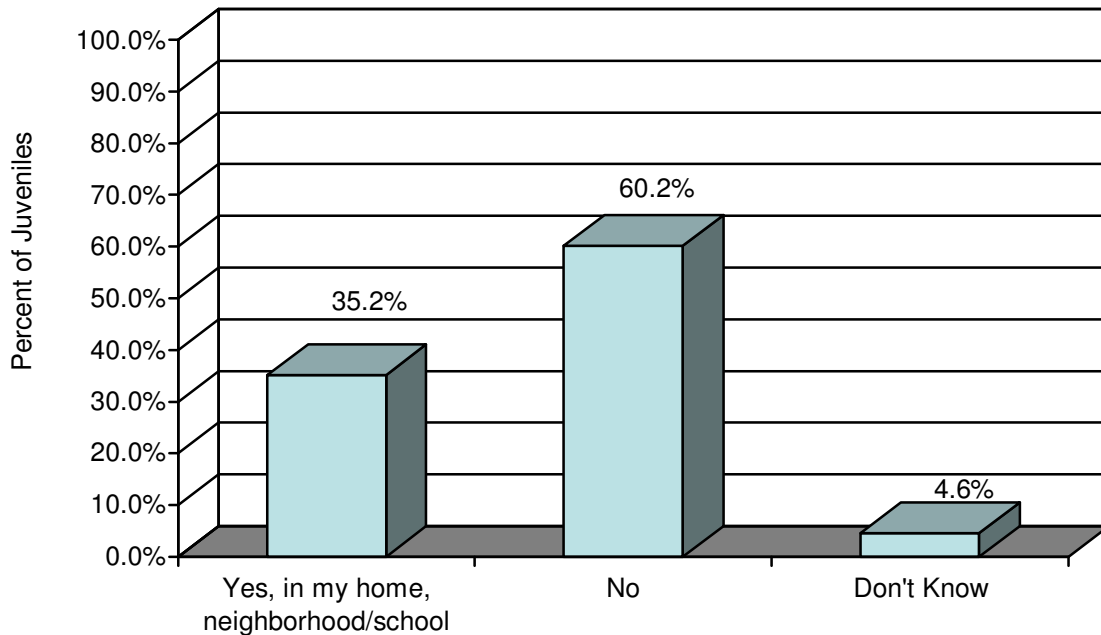
<sup>11</sup> National Institute of Justice (2003). Preliminary Data on Drug Use & Related Matters Among Adult Arrestees & Juvenile Detainees, 2002.

<sup>12</sup> Office of applied studies (2003). *Results from the 2002 National Survey on Drug Use and Health: National Findings*. (DHHS Publication No. SMA 03-3836, NHSDA Series H-22). Rockville, MD: Substance Abuse and Mental Health Services Administration. <http://222.drugabusestatistics.samhsa.gov>.

### 5.3.7 Victim/Witness of Violence

Finally, youth detained in the Juvenile Hall were asked if they had ever witnessed or been the victim of violence. The majority (60.2%) of youth had not been victims or witnessed violence. This may be due to the reluctance of the youth to share this information at booking. However, 35.2% reported being victims or witnessing violence in their home, in their neighborhood, and/or in their school.

**Figure 5.26**  
**Alameda County, CA**  
**Have Witnessed or Been the Victim of Violence**  
**N=108**



Source: Alameda County, CA Probation Needs Assessment Self-Report.  
Data Collection Period: November 2003– February 2004.

Note: Have Witnessed Been the Victim of Violence not available for 3 youth, 2.7%.

National research documents that youth who routinely witness violence are more likely to become aggressive.<sup>13</sup>

<sup>13</sup> Widom, Cathy S.; Maxfield, Michael G. (2001) "The Cycle of Violence," Research in Brief. NCJ 184894, Washington, DC: United States Department of Justice, National Institute of Justice, 2001.

## **5.4 Potential Pool of Minors Eligible for Alternatives to Juvenile Hall and Alternatives to Placement**

### **5.4.1 Introduction**

To determine a potential pool of minors detained in the Juvenile Hall who might be eligible for consideration for alternatives to detention and placement, the project team examined the 111 minors who were detained in the Juvenile Hall during November 2003-February 2004. The sample population represented 45.8% of minors detained during this time period.

Based on the information available in the sample population, screening criteria were developed that mirrored successful alternatives to detention programs in California and throughout the nation. These criteria were applied against the sample population to determine the portion of the sample population who could be considered.

The following criteria were used to determine the percentage of pre and post-adjudicated youth who might be considered for alternatives to detention and placement:

1. Charged with Misdemeanor property; Non 707-B; Property; Other; Drug possession
2. 0-1 prior bookings to the Juvenile Hall in the last 12 months
3. No outstanding warrant or Failure to Appear warrant.

### **5.4.2 Findings**

#### **5.4.2.1 Pre-adjudicated Detained Minors**

The number of pre-adjudicated youth in the sample was 75. Twenty-three percent (22.7%) of pre-adjudicated youth met the three stated criteria. The average daily population of pre-adjudicated youth in Juvenile Hall in 2003 was 188. Therefore, approximately 43 pre-adjudicated youth could be considered for alternatives to detention.

#### **5.4.2.2 Post-adjudicated Detained Minors**

The number of post-adjudicated youth in the sample was 36. Using the same criteria, the analysis indicated that close to thirty-one percent (30.6%) of post-adjudicated youth met the three stated criteria. In 2003, the average daily population of post-adjudicated youth in Juvenile Hall was 55. It is proposed that at least 17 post-adjudicated youth could be considered for alternatives to placement.

**Table 5.5  
Alameda County, California  
Minors in Custody**

<b>Legal Status</b>	<b>Average Daily Population in Juvenile Hall in 2003</b>	<b>Youth Considered for Alternatives</b>	<b>Percentage Meeting Criteria</b>
<b>Pre-adjudicated</b>	188	43*	22.9%
<b>Post-adjudicated</b>	55	17**	30.9%
<b>Total</b>	243	60	25.0%***

\*Alternatives to detention.

\*\*Alternatives to placement.

\*\*\*60 youth considered for alternatives/243 ADP in Juvenile Hall in 2003.

## **5.5 Conclusions From Juvenile Hall Profile Analysis**

### **5.5.1 Mental Health Problems**

Nearly two-thirds (62.2%) of the minors confined in the Juvenile Hall reported to have a psychiatric disorder sometime in their lifetime and 60.9% had two or more. These findings suggest a need for greater depth of screening for mental health problems at intake beyond the acute needs, for a comprehensive assessment for those identified at intake and for more youth having Mental Health Treatment Plans completed prior to release.

This finding is consistent with national studies:

- Teplin et al., 2002
  - 1,829 youth in Cook County Juvenile Detention Center
  - 66% of males and 74% of females assessed have 1 or more psychiatric disorders<sup>14</sup>
- Huizinga et al., 2000
  - 4,000 youth from Rochester, NY, Denver, CO and Pittsburgh, PA
  - 13%-21% of serious male delinquents in three sites and 34% of female delinquents in Rochester had mental health problems<sup>15</sup>.
- Domalanta et al., 2003
  - 1,024 youth detained in Harris County, TX Detention Center
  - 26% of males and 31% of females had one or more diagnosis<sup>16</sup>

### **5.5.2 Substance Abuse Problems**

The rates of substance abuse among boys (81.7%) in the Juvenile Hall are considerably higher than national studies indicate. Nearly one-quarter (74.1%) of the girls reported use of illegal drugs. This compares with the following studies:

- Huizinga et al., 2000
  - 38% of males and 47% of females in Rochester and Denver were drug users
- Teplin et al., 2002
  - 51% of males and 47% of females had a diagnosed substance use disorder
- Domalanta et al., 2003
  - 43% of males and 36% of females were drug users and 27% of both groups were alcohol abusers

All youth at intake need to be better screened for substance abuse beyond the acute needs and those in need of further examination should receive a complete substance abuse assessment and a Treatment Plan prior to release.

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<sup>14</sup> Teplin, L.A., Abram, K.M., McClelland, G.M., Dulcan, M.K., and Mericle, A.A. (2002). Psychiatric disorders in youth in juvenile detention. *Archives of General Psychiatry* 59(12):1133–1143.

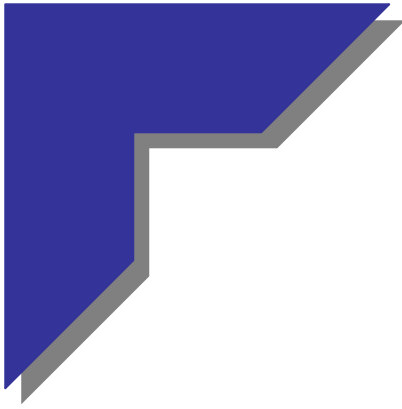
<sup>15</sup> Huizinga, D., Loeber R., Thornberry T.P., Cothorn L. (2000). Co-occurrence of Delinquency and Other Problem Behaviors. *Juvenile Justice Bulletin*. U.S. Department of Justice. Office of Justice Programs. Office of Juvenile Justice and Delinquency Prevention.

<sup>16</sup> Domalanta, D.D., Risser W.L., Roberts R.E., Risser J.M.H. (2003). Prevalence of Depression and Other Psychiatric Disorders among Incarcerated Youths. *Journal of the American Academy of Child & Adolescent Psychiatry*, 42 (4): 477-484.

### **5.5.3 Educational Problems**

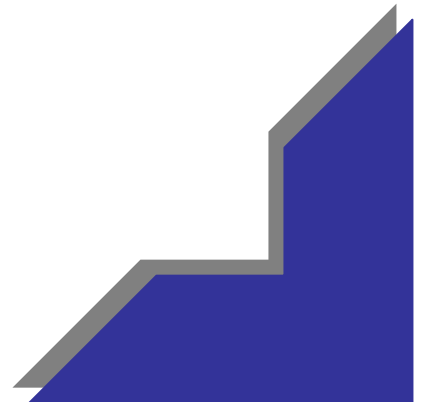
Regarding educational assessments, only one-quarter of the youth had a completed Individual Education Plan at the time of admission. Many are reading at a 4<sup>th</sup> grade level and have math test scores well below their age grade levels indicating that these minors have educational disabilities. Twenty-percent of the minors had an identified educational disability.

In more than one-half of the minors, there was not any information available on reading and math levels, IEPs or learning disabilities. Because there is so much missing information on these youth at intake, a complete educational assessment and an educational plan should be developed prior to release.



## *6.0 Programs and Services to Minors in Custody*

- *Alameda County Juvenile Hall*
- *Sex Offender Treatment Program*
- *Camp Wilmont Sweeney*





## **6.0 Programs and Services to Minors in Alameda County Juvenile Hall**

### **6.1.1 Methodology**

An assessment of the programs and services offered to minors housed in the Alameda County Juvenile Hall was conducted during June 2004. The sources used to conduct this assessment were:

- California Board of Corrections Minimum Standards for Juvenile Facilities Title 15 (2003).
- National Juvenile Detention Association Policies
- American Correctional Association Standards for Juvenile Detention Facilities (2002).
- National Commission on Correctional Health Care Standards (2003).
- Alameda County Juvenile Hall Administrative Policies.
- Data provided by various departments.
- Interviews with Juvenile Hall administrators, administrators from Alameda County Juvenile Justice Health Services, Alameda County Behavioral Health Care Services, Alameda County Office of Education, Principal, Buena Vista School and Thunder Road.
- On-site observation of all housing units, interviews with Juvenile Counselors and youth in each housing unit; observation of Intake Receiving and interviews with Receiving Staff and Nurses; interviews with Intake Deputy Probation Officers; observation of family visiting; on-site observation of six classrooms and individual interviews with seven teachers.

The national and California Standards are presented as a foundation for this analysis.

### **6.1.2 Nationally Accepted Definition of the Purpose of Detention**

A national definition of secure detention developed by detention administrators across the country has been adopted by the National Juvenile Detention Association (NJDA). Secure detention is defined as:

*“The temporary and safe custody of juveniles who are accused of conduct subject to the jurisdiction of the court who require a restricted environment for their own community’s protection while pending legal action, and includes clinical observation and assessment.”*

This definition states that one of the primary purposes for detention is to assess strengths and deficits of the minor and to develop a written service plan for the juvenile court at the time of the dispositional hearing. Based on this widely accepted definition, the project team believes that detention administrators should ensure that youth receive a comprehensive assessment of needs and that they have a written Service Plan developed with goals to reduce their risk of future reoffending.

While detained, NJDA states that programs shall be provided to enhance the juvenile’s physical, emotional, and social development. At a minimum, the following services should be provided:

1. Medical and health care services
2. Education
3. Counseling
4. Recreation/exercise
5. Nutrition
6. Reading
7. Visitation

While detention is not the recommended setting for long-term treatment, it should be the setting whereby minors who are detained receive complete educational, pre-vocational, mental health, substance abuse, and health care assessments and completed Case and Treatment Plans prior to release. Youth are detained for a short time and these assessments and plans should be thorough enough to prepare youth, their families and their treatment providers for long-term intervention and treatment. If these objectives are not adequately achieved in the early stages of a child's life, their emerging delinquent behavior patterns, and their problems will go undiagnosed and thus contribute to the child becoming a chronic delinquent.

### **6.1.3 California Standards for Juvenile Facilities**

The California Board of Corrections Standards (Title 15: Section 1355 and 1356) and Alameda County Probation Departmental Policy mandate that an assessment be conducted and a Service Plan be developed on all minors who are detained for 30 days or more. The following domains (problem areas) shall be addressed in the assessment:

1. Educational needs
2. Identification of substance abuse history
3. Vocational needs
4. Counseling needs
5. Family reunification needs

Although 30 days is mandatory, these standards do not suggest that Juvenile Halls should wait until 30 days if the Juvenile Hall believes that an assessment and service plan should be developed. A principle of effective detention practice is to conduct a comprehensive assessment and to develop a Service Plan based on this assessment for as many youth as is feasible. According to the Juvenile Hall Profile Analysis (Chapter 5.1), a pre-adjudicated minor is detained a median of 29-31 days and an adjudicated minor stays 50 days in detention. Based on the studies conducted by the consultant team, a complete assessment should be able to be completed within 14 days and a service plan should be developed within 20 days.

According to Title 15 (Section 1355) of the Board of Corrections Standards, the core components of the child's written Service Plan include:

1. Objectives and timeframes for the resolution of the problem areas identified in the assessment.
2. A plan for meeting the objectives.
3. Identification of the program resources needed.
4. Individuals responsible for assuring that the plan is implemented.
5. Transition or aftercare plan that is completed prior to the minor being released.

In summary, national and state standards emphasize the importance of screening, assessment, and Treatment Plan development prior to release.

As the following summary will show, two of the major gaps in services provided to minors at the Juvenile Hall are:

- Lack of complete educational, mental health, substance abuse and pre-vocational assessments.
- Lack of written Service Plans, Educational Plans, Treatment Plans and Transition/Aftercare Plans prior to one's release.

#### **6.1.4 In-Custody Intake**

##### **6.1.4.1 Health, Mental Health and Substance Abuse Screening**

Proper screening immediately upon intake to the facility and assessments conducted by trained professionals are necessary to alter the child's path toward chronic delinquency and to reduce liability.

#### **Findings**

Every minor brought into custody by law enforcement is evaluated by the Intake Deputy Probation Officer (IDPO) using the Detention Risk Screening Assessment to determine if the minor meets the criteria for detention.

If the child is booked, the Receiving Staff screens the minor using the Juvenile Hall Receiving Intake Health Screening form to determine their medical condition, if they have infectious diseases, if they pose a risk of suicide and if they are intoxicated. If the receiving staff observes any abnormal behavior, the minor is referred to a licensed health care professional immediately.

According to policy, a health screening is conducted by a licensed Registered Nurse prior to the child being placed into the Intake Control Unit or a housing unit. However, reports from child care staff state that sometimes a child is placed in transferred to general population housing without seeing the nurse.

A HCG pregnancy test, HIV test and a test for Chlamydia are conducted on all girls because these medical problems are prevalent within this high-risk population. However, there does not appear to be an HIV test conducted on all males at admission.

Youth who have been returned to the Juvenile Hall are health screened even if they have been booked recently.

There does not appear to be any delay in one's medication schedule when one is booked. Minors who are admitted with their own medication are allowed to continue to take their medication for three days provided that medical staff authorize it. If medication is required but the minor does not have their medication, it is obtained by Juvenile Justice Health Services within 24 hours and provided to the youth.

Immunizations are either verified by the school shortly after intake, or they are given by Juvenile Justice Health Services.

A health assessment is conducted by a Nurse Practitioner, Physician's Assistant or by a Physician within four days. The California Board of Corrections Standards requires that a complete health assessment be conducted within 96 hours, but interviews with medical staff indicate difficulty in meeting this standard.

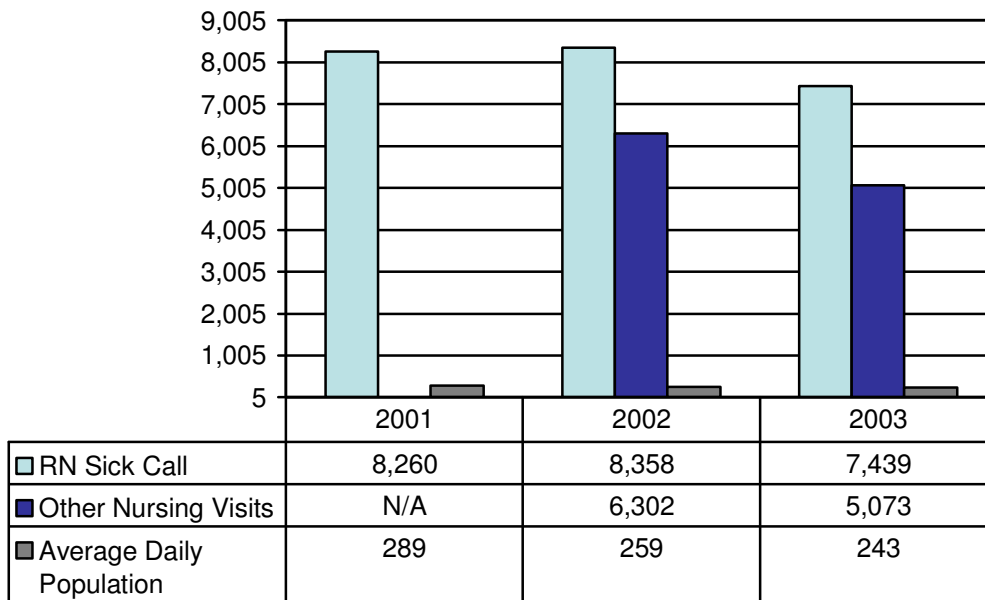
The health assessment fully examines sexually transmitted diseases, infection, hearing, allergies, injuries, heart rate, abdominal pain, acute dental problems and overall motor difficulties. However, limited analysis is conducted on the child's vision, mental health and substance abuse problems.

A dental screening is conducted by a dentist within 14 days or sooner.

None of these assessments are automated and the results of these tests are not easily retrievable by staff.

Between 2001 and 2003, the number of detained youth in Juvenile Hall referred to RN Sick Call decreased 9.9%, representing an average annual rate decrease of 4.9% for the two-year period.

**Figure 6.1**  
**Alameda County, CA**  
**Referrals to Medical Services in Juvenile Hall by Type**  
**2000-2003**



Source: Juvenile Justice Health Services, Years 2001-2003 Statistics.  
Source: Alameda County Report #D57PJ180-1

Between 2002 and 2003, the number of detained youth in Juvenile Hall receiving other nursing visits decreased 19.5%, from 6,302 visits in 2002 to 5,073 visits in 2003.

#### **6.1.4.2 Mental Health Screening & Assessment**

Mental health screenings are not performed at intake by a mental health specialist or a social worker. A minor's acute suicide potential is screened by Probation personnel using a general Needs Assessment instrument and the Juvenile Hall Receiving Intake Health Screening form developed by the Probation Department.

California Board of Corrections (Section 1437) requires that screening for mental health problems shall be conducted at intake. No standardized mental health screening instrument is used at intake to identify minors who require mental health assessment. Inquiry into the minor's mental health problems is limited to acute, suicidal needs.

Minors arriving from psychiatric facilities are flagged in the file.

Policy requires that when minors are placed in a camera room for medical isolation, mental health observation or because they are intoxicated are monitored and assessed by Juvenile Hall staff every 5 minutes and by medical staff the following day or more often as needed. During on site visits conducted during the week of June 1-4, 2004, the consultant did not verify that these 5-minute visual checks were actually being done. Cameras provided continuous monitoring but effective detention practice recommends that child care staff also conduct face-to-face visual checks of youth in seclusion rooms every 5 minutes.

The American Correctional Association Juvenile Detention Standard 4C-16 and Standard Y-36 of the National Commission on Correctional Health Care Standards for Juvenile Detention and Correctional Facilities require that each detainee identified with mental health problems receive a comprehensive mental health assessment within 14 days of admission by a qualified mental health professional (QMHP). These standards require that a mental health assessment assess the following:

1. History of psychiatric hospitalizations and outpatient treatment
2. Family history
3. Current psychotropic medications
4. Suicidal ideation and history of suicidal behavior
5. Drug and alcohol usage
6. Testing for intelligence for mental retardation with the Wechsler Intelligence Scale for Children (WISC)
7. History of sex offenses
8. History of expressively violent behavior (involving harm to another person)
9. History of victimization /abuse
10. History of special education placement
11. History of cerebral trauma or seizures
12. Emotional response to confinement

Not all minors in the Juvenile Hall receive a complete mental health assessment or treatment plan. Minors on psychotropic medications, in the B2 Special Need Unit, and youth coming from psychiatric facilities are not automatically referred for a mental health assessment.

#### **6.1.4.3 Substance Abuse Screening**

The protocols for identifying and managing minors who have recently ingested alcohol and drugs and are still intoxicated at intake are consistent with California Board of Corrections Standards (Section 1431) and Probation Department policy. Minors are not admitted if they demonstrate visible signs of intoxication and not until they have received a medical clearance.

At intake, minors can be referred for immediate medical attention, referred to the Guidance Clinic and/or placed in protective housing for observation. Minors in protective housing are checked by Juvenile Hall staff once during the shift or every 15 minutes when the child shows continued intoxication.

California Board of Corrections Standards (Section 1431) and NCCHC Standard Y-56 require that substance abuse assessment, counseling, and referral protocols upon release (Section 1355) be provided to all minors with substance abuse problems. NCCHC Standard Y-56 recommends that health care providers facilitate assessment and treatment of youth with substance abuse problems with substance abuse treatment providers. Juvenile Justice Health Services provides substance abuse counseling one time in conjunction with the regular health appraisal process.

The Juvenile Hall Profile Analysis (Chapter 5, Section 5.3.4) indicated that among the 87 youth who reported use of illegal drugs prior to admission, 81.7% (or 67/82) were boys and 74.1% (or 20/27) were girls. To date, a complete assessment and addiction education is provided to approximately 20 minors in the JH on a daily basis, representing only 8.9% of the overall JH population.

There is limited information pertaining to drug and alcohol use on both the screening and assessment forms. Only three questions are asked and reported on. Minors can be referred for substance abuse assessment and services to the Guidance Clinic by the nurse, by the probation officer, and by a housing unit institutional supervisor. Only minors in the Girl's Unit routinely receive a complete substance abuse assessment by Thunder Road using the GAIN. The GAIN Q is a nationally accepted, validated, and standardized assessment instrument approved by the Center for Substance Abuse Treatment of the U.S. Health and Human Services. In 2003, 270 youth were assessed by Thunder Road and placed in a substance abuse education group, thus representing only 8.5% of the total youth admitted to the Juvenile Hall in 2003.

#### **6.1.4.4 Classification and Orientation**

##### **Findings**

The Institutional Supervisor assigns a classification level to each minor based on the severity of their offense, medical condition, suicide potential, emotional stability, legal status, gender, age, size, maturity level, history of escapes/runaways, failures to appear, gang related offenses, weapons offenses and multiple victims. The In-custody Intake Unit assesses the youth on these factors and the staff uses this information to assign a child to one of 10 units.

These classifications guide the assignment of minors to the following housing units:

**Intake Holding/Control (40 beds):** This unit houses minors who have not been detained in the Juvenile Hall previously, minors who are under special medical observation or mental health observation, and for girls with discipline problems who can not be safely housed in the Girls Unit. New intakes, not previously detained, stay in this unit for three days until their detention hearing.

**Special Need Unit (B2-20 beds):** This unit houses emotionally unstable youth, primarily, waiting for placement. They are placed in this unit either from intake or from general population to participate in a specially designed therapeutic program.

**Behavior Management Units (Boys Control (23 beds)):** This unit houses minors who exhibit out-of-control behavior for a temporary period of stabilization after which they can return to general population. There is no dedicated, separate unit for Girl's Control. Girls are housed in the Intake Unit because of the available rooms with a camera.

**General Population Units:**

- **Unit A (20 beds):** Boys 15-16 years of age or small.
- **Unit B (20 beds):** Boys 12-14 years of age and small.
- **Unit C (20 beds):** Boys 16-17 years of age and not heavily criminally involved.
- **Unit D (20 beds):** Boys 17-18 years of age and heavily criminally involved.
- **Unit II (20 beds):** Girls 12-18 years of age.
- **Unit III (20 beds):** Boys who are highly aggressive, waiting to go to California Youth Authority. This is a self-contained housing unit where all services are provided within the housing unit.
- **Unit IV (20 beds):** Boys who are less aggressive than Unit III. This is a self-contained housing unit where all services are provided within the housing unit.

The Juvenile Hall Receiving Staff orient the minor to the facility's rules and their rights immediately upon admission.

#### **6.1.4.5 Conclusions Regarding In-Custody Intake Medical, Mental Health and Substance Abuse Screening and Assessment**

The project team concludes that the minor's health status is adequately screened and assessed.

Three staff currently screen for acute health/mental health and substance abuse issues at intake on three separate screening forms suggesting redundancies in the intake process. Interviews suggest that there may be areas for consolidation of these forms thus expediting the flow of information and the time that it takes in intake.

The current Needs Assessment and the Juvenile Hall Receiving Intake Health Screening forms have not been approved by either Juvenile Justice Health Services or by Behavioral Health Care Services (BHCS).

None of these health screening forms is automated, and thus medical information is not easily retrievable by staff who need to know and act on the information. The completed Needs Assessments are filed and not routinely shared with mental health staff so they can be aware of the special needs of minors.

Mental health staff indicate that the questions on the Probation Department's Needs Assessment are not complete. Based on the outcomes of the Needs Assessment, a minor can be assigned to special camera observation or to the B2 Special Need Unit. BHCS needs certain information upon which to determine if a child requires further mental health assessment but the few questions being asked at intake does not appear to be sufficient for BHCS.

One of the staff conducting the mental health/substance abuse screenings is professionally trained and the other two are not health-trained (the Intake Deputy Probation Officer and Juvenile Hall Receiving Staff).

Adequate screening at intake and complete assessment for those who need further attention helps staff avoid potential crisis situations.

Since there is no mental health specialist available at intake, no one is screening minors who might be eligible for diversion. Experience demonstrates that youth with psychiatric disorders decompensate and become worse in a detention environment. If this assessment were conducted early on, this population could be diverted from the Juvenile Hall, thus freeing up space for violent youth.

Substance abuse questions are limited during the primary intake screening to two questions and also limited during the health appraisal process. No nationally accepted standardized substance abuse screening instrument is used for all incoming minors to determine those youth who require a complete substance abuse assessment.

### 6.1.5 Mental Health Services Provided to Detainees

#### Findings

Minors are provided the following mental health services while they are detained:

- Crisis intervention and the management of acute psychiatric episodes. Minors indicating that they are in a crisis are seen by the Guidance Clinic staff within 2 hours.
- Stabilization of minors with psychiatric disorders and the prevention of psychiatric deterioration in the facility.
- Elective therapy once a week or more.
- Medication support. A psychiatric nurse conducts a medication group in B2 Special Needs Unit and serves as a liaison between the psychiatrist, the Guidance Clinic and the Juvenile Hall staff.
- Referral, transportation and facilitated admission to a licensed mental health facility.
- Mental health treatment plan for those youth in therapy.

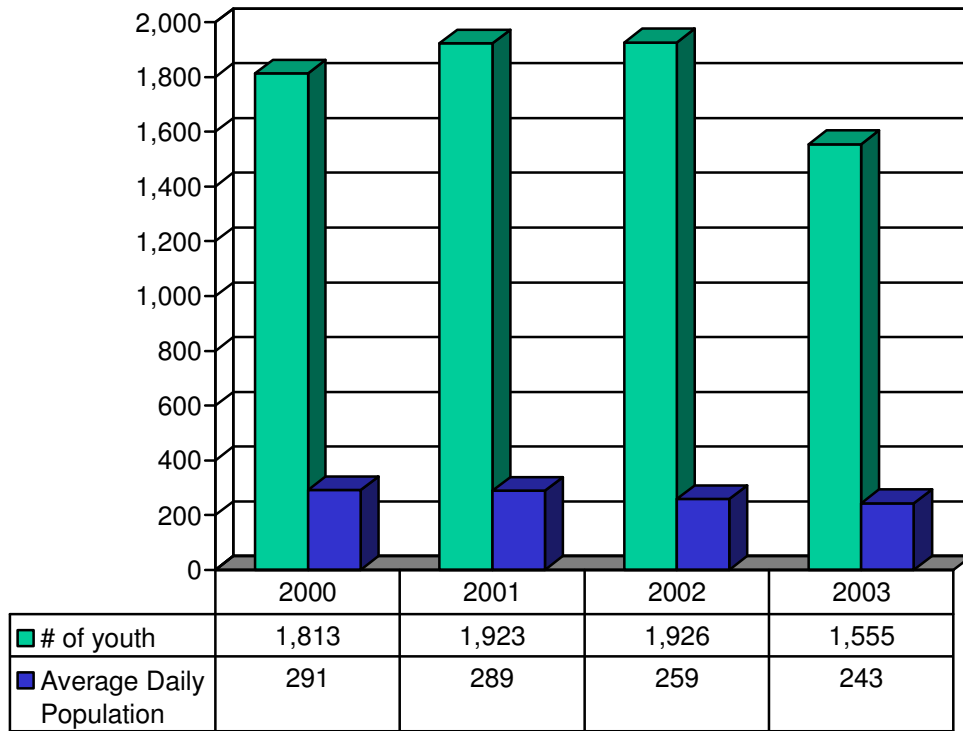
Minors who evidence the following criteria are eligible for a crisis referral to the Guidance Clinic:

- Suicidal gestures
- Who make statements of committing suicide
- Who are experiencing acute crisis as a result of a sudden loss
- Charged with a homicide offense
- Who experience somatic complaints
- Who are acutely psychotic
- Demonstrate continued depression, refusal to eat



Figure 6.2 shows that between 2000 and 2003 there was a 14.2% decrease in the number of youth referred to the Guidance Clinic. During 2000-2003, the number of youth referred to the Guidance Clinic decreased at an average annual rate of 4.3%.

**Figure 6.2**  
**Alameda County, CA**  
**Number of Youth Referred to Guidance Clinic at Juvenile Hall**  
**2000-2003**



Source: Alameda County Juvenile Hall

The decline in referrals is largely due to two overall reasons—

1. The decline in the average daily population of the Juvenile Hall during those years.
2. The establishment of a 20-bed Special Need Housing Unit that provides intensive mental health services to detained youth waiting placement.
3. Better screening of trivial requests on the part of the Juvenile Hall staff to know when to refer a child to the Clinic. On the other hand, youth interviewed expressed the view that one must be suicidal or out of control (“act stupid”) to talk to a mental health counselor.

Officials are to be commended for establishing this Unit instead of mixing the mentally ill youth in with other, more aggressive youth. However, this unit represents only 8.2% of the overall Juvenile Hall population. The Profile Analysis described in Chapter 5 documented that 62.2% of the detained youth had a psychiatric disorder and 60.9% of these had two or more diagnoses. These findings illustrate that the majority of minors with psychiatric disorders do not receive a complete mental health assessment or Treatment Plan nor do they receive treatment prior to their release. While minors in crisis appear to be seen immediately by clinicians, those with chronic mental health problems are not being treated within the Juvenile Hall.

Mental health staff include the following:

- 1 FTE Mental Health Administrator
- 9.5 FTE Therapists
- 1 16-hour Psychiatrist
- 4.5 FTE Mental Health Specialists in B2 Housing Unit

One unit within the Juvenile Hall is designated as a special need unit for youth with a current or history of severe psychiatric and severe behavioral disorders. This unit has a capacity of 22 beds and is coed (8 girls and 14 boys).

The overall goal of this unit is to separate unstable youth and provide them a therapeutic program prior to their being transported to a residential facility. This program is provided through collaboration among Juvenile Probation, Juvenile Justice Health Services, Alameda County Office of Education and Alameda County Behavioral Health Care Services Agency. These agencies are commended for developing such a partnership and an innovative program.

The criteria used by the Guidance Clinic to identify youth requiring the services of this unit are:

- Youth has a prior history of severe emotional and/or disorder conduct
- Youth requires a small, structured therapeutic milieu because they can not cope in a larger, general population housing unit
- Youth has been seen frequently by the Guidance Clinic
- Youth's behavior demonstrates a high level of emotional disturbance
- Youth have poor social interaction skills and are unable to manage peer relationships
- Youth have the inability to manage their behavior in highly intense emotional states
- Youth who have a history of prior placement failures in therapeutic group homes or prior admissions to acute hospital settings
- Youth identified as Special Education

The majority of the minors in this B2 Unit are awaiting placement to a group home or psychiatric facility. Youth stay between 1-6 months awaiting placement.

Institutional Supervisors can directly assign a minor who is disruptive in another housing unit to the B2 unit, thus bypassing the Screening Committee. This results in behavior problems being mixed in with emotionally disturbed youth and it gives higher priority to those minors who are on the Screening Committee's waiting list. Approximately six minors are on the BHCS's waiting list at any time.

Not every child who is referred to the B2 Unit receives a complete mental health assessment or has a treatment plan developed, thus reducing the likelihood that the B2 program is actually what is needed by all minors.

A Day Treatment Program is provided to every youth who resides in the unit. A total of 3.0 hours of treatment each day for 15 hours provided per week.

Services provided to youth on the B2 unit include:

- Group counseling
- Substance abuse education and counseling by Thunder Road
- Medication dispensing by Juvenile Justice Health Services
- Medication information group (weekly)
- Medication review by the Psychiatrist
- Psycho-educational groups and activities (life skills, stress management, anger management, art therapy, music therapy, transition group, self-esteem group, goal setting)
- Gender group
- Recreation therapy
- Special education instruction
- Behavior management program with four levels

Gaps in services include:

- Mental health screening and assessment by specially trained mental health specialists
- Treatment plans for all minors with psychiatric orders
- Too high staff ratios to minors in the B2 Unit
- Individual counseling
- Family counseling
- Parent education & support

The unit is staffed with experienced mental health and juvenile counseling staff. A senior Psychiatric Social Worker and an Institutional Supervisor I provides supervision to one Mental Health Specialist III, and three Group Counselor IIIs on each shift. The staff ratio for JH staff is 3:20 for the two waking shifts. One Mental Health Specialist is scheduled for the 7:00 a.m.-3:00 p.m., for a ratio of 1:20, and two for the 3:00 p.m.-11:00 p.m. shift, or 1:10. Licensed clinicians provide back up consultation.

The Institutional Supervisor and the Senior Psychiatric Social Worker meet at a minimum weekly, and case conferences are scheduled weekly between BHCS and Probation Staff.

### **6.1.6 Substance Abuse Services Provided to Detainees**

Substance abuse education is provided only to minors housed in the B2 unit, in the Girl's Unit, and those minors seen by the Guidance Clinic. Two staff from Thunder Road, Inc., a qualified substance abuse provider, conduct a one-hour group once a week to less than 9% of the minors detained. It is reported that minors with substance abuse problems do not have treatment plans while they are confined nor are they provided continuing care plan to guide their continuing treatment upon release.

### **6.1.7 Current Programs Offered in the Juvenile Hall**

#### **Findings**

The Juvenile Hall has implemented programs for various housing units as is illustrated on Table 6.1. However, programs are not available consistently in all housing units. One program that is provided in all housing units is The Beat Within, an innovative program designed to inspire youth to express their feelings through poetry and writing. This program works well for those students who can read and write, but interviews with juvenile counselors and teachers indicate that a lot of youth can neither read nor write satisfactorily.

**Table 6.1  
Programs Provided to Minors in Hours Per Week\***

Housing Unit	The Beat Within Writing Program	Spiritual Discussion Groups	Religious Services	Recreation	Exercise/Physical Fitness	Meditation/Yoga	Visiting	Substance Abuse	Volunteers in Probation Mentoring
Intake	0	3.5	2	6	7	1.5	8	0	2
Unit A	3	1.5	2	13	7	0	8	0	0
Unit B	3	1	2	10	7	0	8	0	3
Unit C	2	0	2	10	7	0	8	0	2
Unit D	3	2	2	10	7	1	8	0	0
Unit 2	1	0	2	9	7	1	8	1	4
Unit 3	3	3	2	8	7	2	8	0	0
Unit 4	1	3.5	2	14	7	0	8	0	0
Boys Control	1	0	2	0	7	0	8	0	0

\* - Excludes B2 Unit

These programs are provided by the following providers and cover the following topics:

- The Beat Within: Private provider. Writing program to encourage minors to express themselves through writing and poetry.
- Religious discussion group: Religious volunteers. Spiritual discussion groups.
- Religious Services: Religious volunteers: Religious worship and counseling. (Love Squad/God Squad)
- Recreation: Juvenile Hall counselors. Table games, basketball, volleyball, aerobics.
- Exercise/Physical Fitness: Buena Vista school teachers/Juvenile Hall counselors. Activities to build gross motor activity include basketball, volleyball, aerobics, handball, hula hoops.
- Meditation: Private provider. Stress reduction, reflection.
- Visiting: Juvenile Hall counselors. Visiting with family members.
- Volunteers in Probation: Private citizens. Support and mentoring.
- Write to Read: Alameda County Library Foundation. Evidence-based Youth Literacy Program offering authors as guest speakers, tutoring, and two books provided to each youth at discharge. University of California Berkeley indicates that students who are engaged in 15-20 sessions of the Write to Read program increased their reading level one full grade. Survey conducted by Write to Read indicated that 60% of the students in Juvenile Hall wanted to read more books following an author visit and 63% learned something new from the visit.

Programs that are highlighted in the Juvenile Hall's Policy Section 202, Chapter II of the Policy Manual but not yet provided include:

- Drama therapy
- Music therapy
- Arts and crafts therapy
- Vocational educational skills (drawing, cooking, printing)

In contrast, there is a greater number and variety of programs provided to minors housed in the B2 Special Purpose Unit. They are:

- Intensive Day Treatment
- Special Day Special Education
- Art Therapy
- Recreation Therapy
- Music Therapy
- Substance Abuse counseling
- Anger Management

Programs are tailored for both boys and girls:

Boy Specific Group

- Medication Education
- Group Journal Writing

Girl Specific Group

- Self-Esteem-
- Goals Group Journal Writing-
- Stress Management-

These programs are provided because they can drawdown funds from various funding streams, including:

- Medi Cal (Because the minors have a placement order and are waiting placement)
- Alameda County Office of Education
- Alameda County Behavioral Health Care Services

Currently, BHCS bills Medi-Cal for group treatment provided in this unit.

### **6.1.8 Conclusions Regarding Medical, Mental Health, Substance Abuse and Risk Reduction Programs Provided to Minors Detained at the Juvenile Hall**

There are no core therapeutic programs addressing mental health, substance abuse, cognitive distortions and cognitive skills development for the entire detained population. There is no staff person who dedicates at least fifty percent of their time developing and coordinating therapeutic programs to minors at the JH. Many of the program resources (materials, in-kind donations) could be donated by local corporations/business/foundations if there was someone at the JH dedicated to aggressively solicit donations and partnerships. For example, a nationally recognized partnership is between corporations and School Districts called Communities in Schools. Since the Alameda County Juvenile Hall is located near many Fortune 500 corporations in the Silicon Valley, it is feasible that at least several of these corporations could be convinced to adopt the Juvenile Hall as one of their annual programs.

Also, some of the educational modules that have been identified as being needed (anger management, life skills development) could be delivered by specially trained juvenile counselors or probation officers, thus increasing their career development. Of course, this would require a readjustment of their job classification and negotiation with the unions.

Clinicians working in detention should excel in conducting complete assessments and in the development of service plans that guide the minor's immediate needs. Even more importantly, this service plan should provide the child/family a "compass" for achieving short and long-term goals after release from detention.

Information from the assessment and the service plan should be readily accessible to the family and to the Deputy Probation Officer so that it can be incorporated into the dispositional report presented to the Juvenile Court.

The program offerings at the Juvenile Hall address many of the issues facing the youth detained. Programs like Write to Read, The Beat Within, Meditation, and the physical fitness/recreation programs build skills in reading, self-expression, stress reduction, team building physical conditioning, and communications. The religious and Volunteers in Probation programs provide inspiration and emotional support while the minor is detained.

However, there are gaps in health care services at the Juvenile Hall in the following overall program areas:

1. Mental health diagnosis and treatment planning
2. Mental health treatment
3. Substance abuse assessment and serving planning
4. Substance abuse treatment
5. Violence reduction

While adolescent infections, diseases and acute care have been given a high priority at the Juvenile Hall, a lower priority has been given to those adolescents in detention with psychiatric disorders, with high levels of substance abuse, and with high levels of criminal thinking patterns, anger and aggression. These five problem domains should be given higher priority in the future. Public safety and the overall health and well-being of the community will be improved if these areas are more fully addressed prior to release.

The following describes these gaps in more detail.

### 6.1.9.1 Gaps in Risk Reduction Programs

Risk reduction programs aimed at reducing criminal thinking, errors, cognitive distortions, violence and recidivism are not yet offered at the Juvenile Hall. Seabloom et al., 2000; Goldstein et al. 1995 and Hagan et al. (1992)<sup>17</sup> document that juveniles in detention and correctional facilities demonstrate criminal thinking errors, cognitive distortions, deficits in conflict resolution skills, and present inadequate skills in controlling anger and aggression. This research concludes that juvenile offenders who are exposed to and successfully complete cognitive self-change programming demonstrate reductions in violence and future reoffending, including violent offending.

The California Board of Corrections Standards (Title 15:Section 1370) indicates that “social awareness” programs are those programs that are designed to promote social awareness and reduce recidivism. Social awareness programs shall take into consideration the needs of male and female minors. Such programs may be provided under the direction of the County Board of Education or the chief probation officer and may include the following:

- Victim awareness
- Conflict resolution
- Anger management
- Parenting skills
- Juvenile justice
- Self-esteem
- Building effective decision making skills
- Other topics that are specific to the needs of the population

Interviews with juvenile staff and youth in the Juvenile Hall and on probation confirm that these minors exhibit a high incidence of exposure to criminal attitudes, thinking and behavior patterns. Likewise, they appear to have little experience with pro-social associates and healthy role models. A letter read of one of the students at the Juvenile Hall indicated that the only role model he had was his brother and he admitted that his brother was a criminal. Catalano and Hawkins demonstrate that lack of pro-social role models is a factor in conditioning criminal behavior<sup>18</sup>.

The project team believes that while a child is involved with juvenile justice service continuum, their criminal thinking patterns should be altered and pro-social patterns should be taught, modeled and reinforced by everyone working with the child and family.

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<sup>17</sup> Seabloom, W, Seabloom, ME, Seabloom, E, Barron, R & Hendrickson, S. (2003). A 14- To 24- Year Longitudinal Study of a Comprehensive Sexual Health Model Treatment Program for Adolescent Sex Offenders: Predictors of Successful Completion and Subsequent Criminal Recidivism. *International Journal of Offender Therapy and Comparative Criminology*, 47(4), 468-481.

Goldstein, A.P., Glick, B., & Gibbs, J.C. (1998). Aggression replacement training: A comprehensive intervention for aggressive youth (Rev.ed). Champaign, IL.

Hagan MP, Cho ME, Jensen JA, King RP (1997). An Assessment of the Effectiveness of an Intensive Treatment Program for Severely Mentally Disturbed Juvenile Offenders. *International Journal of Offender Therapy*, 41(4): 340-350.

Hagan, M.P. and King, R.P. (1992). Recidivism rates of youth completing an intensive treatment program in a juvenile correctional facility. *International Journal of Offender Therapy and Comparative Criminology*, 36(4): 349-358.

<sup>18</sup> Catalano, R.F. and J.D. Hawkins. (1996). *The social development model: A theory of antisocial behavior*. In J.D. Hawkins (Ed.) *Delinquency and Crime: Current Theories*: New York.



### **6.1.9.2 Gaps in Mental Health Assessment and Treatment**

Other than the assessment of one's risk for suicide, a comprehensive mental health assessment is not conducted on those who have been identified with a psychiatric disorder at intake, nor is a treatment plan or treatment provided to the majority of emotionally disturbed minors confined at the Juvenile Hall. The Profile Analysis of the minors detained in Juvenile Hall found that two-thirds (62.2%) of the minors who come to the attention of the Guidance Clinic had a psychiatric disorder and 60.9% of these youth had one or more psychiatric disorders and 97.1% have previous mental health treatment.

The Global Assessment Functioning scale is the only standardized mental health assessment instrument used and this is not routinely given. Also, there is no data to determine the pre- and post-test scores or to measure the improvement in functioning from the beginning to the end of treatment.

Interviews with youth and Juvenile Hall staff suggest that requests for mental health counseling are discouraged except for those who are suicidal or in an extreme crisis. The project team is not suggesting that counseling is appropriate for all situations, but it believes that mental health counseling is appropriate for more minors than those in a suicide or acute crisis.

Not every child in the B2 Housing Unit has a treatment plan identifying treatment goals even though the B2 unit is specifically designed to provide a therapeutic environment where treatment goals should be achieved. Not every child in the B2 Unit is suited for group counseling exclusively, but individual counseling is not provided regularly.

The project team believes that the mixing of minors with severe emotional problems with those with behavior problems results in a dilution of the effectiveness of the B2 Therapeutic Program. In the project team's opinion, minors with behavior problems are more suitable in a housing unit tailored to the highly aggressive as is done in other jurisdictions rather than being housed with the emotionally disturbed. The project team recognizes that there is a fine line between the two groups but experience shows that mentally ill youth have a high likelihood of being victimized by highly aggressive youth when they are housed together in the same housing unit.

These findings suggest that there are many more mentally ill minors detained that have not been identified and diagnosed. This does not adequately meet California or national standards, and it is not considered best practices. This gap results in on-going stress for the child care staff because they are not equipped to manage this volatile population. And, it places Alameda County officials at risk of expensive litigation for failure to treat. Teplin et al. (2002), state that "juvenile detainees with serious mental disorders have a constitutional right (under the Eighth and Fourteenth Amendments) to receive needed treatment"(p. 1133)<sup>19</sup>.

The project team believes that there would be fewer mentally ill minors detained if youth were routinely assessed and then diverted to an intensive case manager in lieu of residential treatment. HMO providers could be approached to fund case managers for some of these youth in order to reduce their costs for residential treatment .

### **6.1.9.3 Gaps in Substance Abuse Treatment**

The project team analyzed the total number of drugs used by gender and found that 81.7% of males and 74.1% of females reported using one or more drugs. To date, assessment and addiction education is provided to only 20 minors in the JH on a daily basis, representing only 8.9% of the overall detained population.

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<sup>19</sup> Teplin L.A., Abram K.M., McClelland G.M., Dulcan M.K., Mericle A.A. (2002). Psychiatric Disorders in Youth in Juvenile Detention. *Archives of General Psychiatry*, 59 (12): 1133-1143.

#### **6.1.9.4 Interagency Communication among Health, Mental Health, Juvenile Hall, and Probation Staff**

Once a month, Juvenile Justice Health Services coordinates a review of medical issues throughout the Juvenile Hall with Juvenile Hall staff through the Health Council. In addition, the Guidance Clinic holds a bi-monthly meeting to discuss the youth's emotional well-being. California Board of Corrections standards require that health and mental health information be shared with child supervision staff.

The Deputy Probation Officer is a member of the B2 Unit Treatment Team and the Guidance Clinic's Case Conference, but interviews conducted by the consultant indicated that the officers do not regularly attend these team meetings. These are valuable vehicles upon which to obtain important information for the court about the health and mental health needs of the minor.

Behavioral Health holds a Case Conference 2-3 times each month to review the minor's progress and provide feedback to other departments. The Case Conference consists of the Administrator of BHCS, B2 Unit Director, Mental Health Specialist, Juvenile Justice Health Services, School, JH staff, and Deputy Probation Officer. Thunder Road is not officially a member of the Case Conference and does not attend. It is reported that the DPO also does not regularly attend these meetings, and a written mental health and substance progress summary is not routinely prepared or presented by the DPO.

Without this information, it is difficult for the DPO to present a complete picture of the mental health and substance abuse needs of the youth.

#### **6.1.9.5 Training of Juvenile Hall Child Care Staff**

There is a gap in the training of juvenile counselors provided by the Academy as this training is more focused on care and custody, use of OC Pepper Spray and new laws related to juvenile facilities. To be effective as a role model, leader and motivator, the staff require much more. The Juvenile Justice Health Services, Behavioral Health Care Services and Thunder Road are very qualified professionals who could serve as training resources to Juvenile Hall staff.

Additionally, the National Juvenile Detention Association, the Center for Research and Professional Development and the American Correctional Association offer training resources that could be tapped. The ACA has two correspondence courses (Juvenile Careworker Course-equivalent to 40 hours of in-service training; Behavior Management in Juvenile Facilities –equivalent to 24 hours of in-service training) and educational materials (Establishing Routine and Structure: A Survival Guide for Youth Workers) specifically designed for Juvenile Careworkers to teach juvenile counseling staff child development, communication, positive behavior management techniques, personal hygiene, meeting scheduled times, physical plant cleanliness, meals, education, and physical activity. Also, the ACA can develop a specific training for a jurisdiction and bring in trainers.

Adequately trained Juvenile Counselors could teach and facilitate anger management and cognitive behavioral groups thus expanding the program capacity at the Juvenile Hall. Acquiring these skills gives additional meaning to the Juvenile Counselor's job and assists them in advancing their careers. This job reclassification would require discussions with the Probation Officer's Union to determine if they would accept this recommendation and additional incentive pay would need to be allocated to encourage Juvenile Counselors to choose this training and responsibilities.

#### **6.1.9.6 Reentry Planning**

According to policy, the Deputy Probation Officer notifies the medical staff 48 hours prior to release to prepare a transition plan and prepare the minor for release. Sometimes staff are given several hours and this is not enough time to prepare the minor nor is it time to prepare the reentry packet.

Interviews indicate that many minors are released abruptly, medical staff do not have sufficient time to prepare the release packet and to prepare for release. Neither are school or mental health staff notified when a minor is going to be released. Thus, they are not able to develop a reentry packet or adequately prepare the child for release.

The speed with which a minor is released prevents health and mental health services from developing and executing a complete reentry plan containing a plan for continuity of care upon release and a referral to community medical, mental health, and substance abuse providers upon release.

### **6.1.10 Educational Program**

The California Board of Corrections (Article 6, Section 1370) requires that the County Board of Education provide Juvenile Court Schools in conjunction with the Chief Probation Officer. State Board of Corrections Standards and Alameda County Juvenile Hall Policy (Chapter VI: Section 1370) state that the course of study shall include, but not be limited to:

- English/Language Arts
- Social Sciences
- Physical Education
- Science
- Health
- Mathematics
- Fine Arts/Foreign Language
- Electives (include career education)
- General Education Development (GED) program for all eligible youth

A minimum of 240 minutes of educational instruction should be provided daily. The only exception is for those students who are enrolled in a vocational education program.

Youth shall be provided an educational screening upon admission and a written record shall be prepared that describes the minor's educational history, special needs and discipline problems. Within five school days, a preliminary education plan shall be developed for each minor.

No later than three days after admission, the minor shall be enrolled in school and the educational staff shall conduct an assessment to determine the minor's general academic functioning levels to enable placement in core curriculum courses.

Educational instruction shall be provided to minors with special needs:

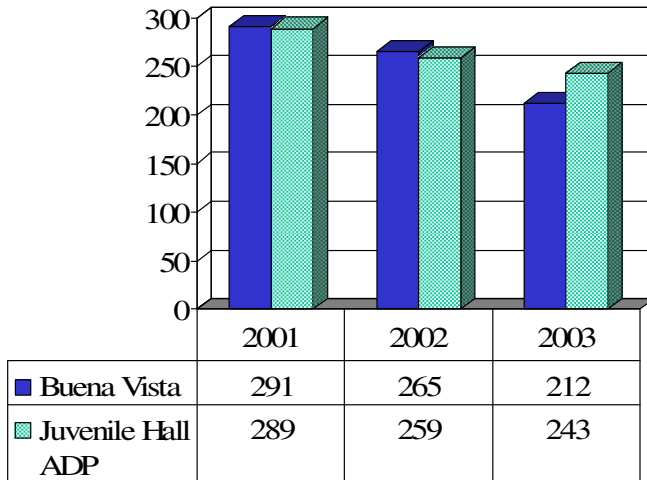
- Individuals with special needs
- Youth housed in highly restricted and special units.
- Non-English speaking minors and those with limited English-speaking skills.

Social awareness programs designed to promote social awareness and to reduce recidivism may be provided under the direction of the County Board of Education or the chief probation officer and may include:

- Victim awareness
- Conflict resolution
- Anger management
- Parenting skills
- Juvenile justice
- Self-esteem
- Building effective decision making skills
- Other topics that are specific to the needs of the population

Figure 6.3 demonstrates that the average number of minors detained at the Juvenile Hall and attending school have dropped since 2001.

**Alameda County, CA**  
**Average Daily Attendance in School vs. Average Daily**  
**Population at the Juvenile Hall**  
**2001-2003**



- Between 2001 and 2003, the ADA in school (Buena Vista) decreased 27.1%, or at an average annual rate of 14.5%.
- Similarly, between 2001 and 2003, the ADP in Juvenile Hall decreased 15.9%, or at an average annual rate of 8.3%.

Source: Alameda County Office of Education; Alameda County Report #D57PJ180-1

Note: School ADP: 2001=2001-2002 school year, 2002=2002-2003 school year, 2003=2003-2004 school year

### 6.1.10.1 Educational Screening, Assessment and Preliminary Educational Planning

#### Findings

Each newly admitted minor receives an initial educational screening conducted by the Deputy Probation Officer at intake. Twelve questions are asked and answers are recorded on the Needs Assessment Survey. This Needs Assessment has not been approved by the Buena Vista Principal, the form is not automated and thus not used by the teachers. The Alameda County Office of Education (ACOE) has developed its own Student Enrollment procedures in an attempt to obtain more meaningful information. Currently, two educational screening processes are simultaneously in operation with many duplicate questions being asked by Probation and by ACOE.

In the past year, except for Unit 3 and 4, every other child who is new to the juvenile justice system is referred to the Orientation and Assessment (O&A). The teacher in this class conducts an initial pre-test to determine the student's skill level on reading and mathematics using the Advantage STAR test, and each student submits a writing sample to evaluate the student's writing skills. This test is used because it is one of the instruments approved for federal Title I funding and by the California Alternative School Assessment Model (ASAM) reporting. However, most teachers interviewed indicated that they do not consider the test to be a valid measure of the student's ability because of its brevity and because the student is so angry and upset so soon after admission that many minors do not answer the questions accurately. In practice, some teachers indicate that they implement their own non-standardized evaluation at the beginning of the class to give them a sense of the student's ability and to aid them in adapting their teaching style to the ability of the student.

Minors who are maximum custody and recidivists (73% had prior bookings in the last 12 months) are not presented to the orientation and assessment class. The ACOE has adapted by sending out their aides to the housing units to conduct the Advantage STAR Test. Interviews with school staff indicate that this practice delays the educational assessments of many youth. The Profile Analysis indicated a high degree of missing information.

A one-day random sample of minors in all housing units found that many youth had not yet been assessed.

**Table 6.2  
Number of Minors with Complete Educational Assessments  
As of March 2, 2004**

Unit Location	Number in Unit	Number Assessed	Number Not Assessed	Number of Minors with No Information
Unit A	37	8	5	24
Unit B	34	5	N/A	29
Unit C	36	15	2	19
Unit D	34	8	3	23
Unit 2	19	2	N/A	17
Unit 3	20	7	6	7
Unit 4	19	6	5	8
Total	208	55	22	131

Source: Buena Vista

B2 Unit just recently received Advantage STAR computer program so that an educational assessment can be conducted.

This table confirms the findings of the Profile Analysis on great deal of missing information on these students. Two-thirds (62.9%) of the students had no record of being assessed. Only 26.4% of the students had been assessed. There is a manual record of the students needing assessments which makes it difficult for teaching staff to keep up with the schedule for assessments.

A review of the days spent in the Juvenile Hall as of March 2, 2004 indicated that many minors had been detained for more than 30 days and were not yet assessed. ACOE requires that minors be post-tested 60 days following the pre-test. If a student is not pre-tested, they are also not post-tested. There was no information available regarding the number who had received a post-test according to this database.

Because not all minors receive an educational assessment while at the Juvenile Hall, not all minors have a preliminary educational plan, which is required by California Board of Corrections within five school days (Title 15: Section 1370). ACOE policy requires that a preliminary educational plan be developed by O&A staff on each student who participates in the O&A class. According to ACOE policy, the plan contains the Advantage STAR Test results, an instructional goal for each content area as identified in the STAR, the student's writing sample and the unit in which they are assigned. However, with most of the students bypassing the O&A class because they are repeaters, it has been difficult to ensure that an educational plan is developed for all minors.

The school is unable to assign a minor to their course of study based on their academic level because classroom assignment is based on the child's classification level and housing assignment. Interviews with students indicated that some are not challenged by the curriculum because they either have already received the same instruction in their community school or at previous visits to the Juvenile Hall. To remedy this situation, Buena Vista and the Juvenile Hall administration scheduled to begin in July students from the same classification to participate in class together based on the course of study rather than on their classification only. To date, it is our understanding that this has not been implemented.

In addition to the educational testing, the O&A curriculum covers non-educational related topics such as sexual harassment policy, uniform complaint procedures, law related education, youth rights, rules within the facility and AIDS education. A review of the orientation conducted by Juvenile Hall staff shows that these same issues are covered in their orientation process. It appears that staff from Buena Vista and the Juvenile Hall have not collaborated on the orientation topics to streamline this orientation process.

Students who test below 5<sup>th</sup> grade level are flagged as a potential Special Education Student and then referred to the school's administrative staff to execute a request for their Individual Education Plan, their 504 Plan and a referral to a Resource Specialist. Everyone admits to the slowness in obtaining copies of school records from the School Districts.

#### **6.1.10.2 Course Offerings to the Juvenile Offender in Buena Vista, Hours Involved in Education and Grading System**

The majority of the program offerings meet the California Board of Corrections Standard and Probation Department Policy (Section 1370). However, GED preparation and pre-vocational skills preparation are not yet provided. Students have the option of taking the General Education Development Test offered through Hayward Unified School District Adult School. However, no Memorandum of Agreement has been established with Hayward Unified School District to offer the GED test at the Juvenile Hall to eligible students. On the other hand, students are permitted to take the California High School Proficiency Exam (CHSPE) preparation and test (ACOE students are offered this test twice a year).

The ACOE offers an innovative, specially-designed curriculum for at-risk students involved in alternative education—Character-Based Literacy (CBL) Program. The CBL Program uses literature to teach reading skills, to generate an interest in reading, and to learn core values such as Responsibility Requires Action, Courage Requires Moderation, Change Requires Effort, Integrity Requires Wholeness.

The consultant found various levels of engagement in the program by minors during the various site visits and interviews with youth. Some minors indicated that the CBL program was interesting while some indicated that it did not entirely relate to their life suggesting that the reading list is not yet fully multi-cultural. Since core values are a foundation of the CBL program, students should be able to recite these beliefs if asked. However, students interviewed at the Juvenile Hall were not able to recite these beliefs when asked. These interviews were conducted outside the classroom where the messages are posted as a reminder. However, one would expect if students have integrated the beliefs they would be able to recall at least some of these beliefs when asked.

Special students are dealt with in a variety of ways. Minors in maximum security and in the B2 Special Need Unit have class conducted in the housing unit. Non-English speaking students are given the Home Language Survey to assess the language most often used in their home. However, there is no formal educational program for non-English speaking students. Also, there does not appear to be any formal program for youth who can neither read nor write.

The school curriculum exceeds the state minimum of 240 hours. Currently, students receive 270 hours, except in the summer. ACOE has implemented this procedure to allow the teacher to implement the CBL curriculum and to implement a daily grading system, thus providing the student immediate feedback. The grading system allows for a daily grade on the student's attendance and level of participation in assignments. Students in Juvenile Court Schools earn one credit per month or per 15 school days of attendance for each subject in which a student receives a passing grade.

### **6.1.10.3 Educational Summary Report to the Juvenile Court**

Interviews with the probation and school staff indicate that a written summary of the child's educational test scores, educational plan and progress is not routinely developed or automatically shared with the Deputy Probation Officer so that they can include it in the dispositional hearing for the court. Upon request, a summary is provided to the probation officer.

### **6.1.10.4 Social Awareness Programming**

According to the 2003 Report from the Principal of Buena Vista and Camp Sweeney, the following programs were implemented in the 2002-2003 school year to address the mandates of the Social Awareness Program:

- Guest poets and authors
- Visits from the Alameda County Library
- Character-Based Literacy Program using novels, short stories, and poetry to teach core socially appropriate values
- School assemblies organized with the Student Council to commemorate special holidays (Camp and Juvenile Hall)
- After School Tutoring Programs offered to 24 students through the U.C. Builder's Americorps Program (Camp)
- After-school program for 15 students to introduce them to the construction trades through guest lecturers and trained architectural graduates (Camp)
- Field trips to expose students to careers and employer contacts (Camp)
- Athletic competitions in track and basketball with other league sponsored camps (Camp)
- Senior Prom for graduating students (Camp)

Most of the programs target Camp populations rather than Juvenile Hall minors. Social awareness programs as described by the Board of Corrections are programs that help reduce recidivism and these have not yet been developed. The California Board of Corrections Standards (Title 15:Section 1370) indicates that “social awareness” programs are those programs that are designed to promote social awareness and reduce recidivism. Social awareness programs shall take into consideration the needs of male and female minors. Such programs may be provided under the direction of the County Board of Education or the chief probation officer and may include the following:

- Victim awareness
- Conflict resolution
- Anger management
- Parenting skills
- Juvenile justice
- Self-esteem
- Building effective decision making skills
- Other topics that are specific to the needs of the population

Additionally, programs that reduce the minor’s criminal thinking attitudes, thinking and behavior patterns are not available either in the educational curriculum or the therapeutic program.

#### **6.1.10.5 Staffing**

The staffing at the Juvenile Hall is:

- 1 FTE Principal
- 14 FTE General Education Teachers
- 2 FTE Resource Specialists
- 4 FTE Special Day Class Teachers
- 8 FTE Instructional Aides
- 1 FTE Psychologist (to begin in the summer)
- 1 PT Speech Specialist

It is our understanding that the Principal’s position will remain vacant.

#### **6.1.10.6 Post Testing**

The school attempts to post test every student prior to release from the Juvenile Hall but very few minors are both pre- and post-tested. The desired performance indicator used by ACOE is one month gain in reading and mathematics for each month of attendance in the program. According to the Annual Evaluation (2002-2003) for Title I-Neglected and Delinquent Programs conducted by the ACOE, those Juvenile Court School students who were both pre- and post-tested met the growth index of 3.2 mean months for each month in reading and 1.5 mean months for each month enrolled in mathematics. The growth in reading was twice that of the gain in mathematics. The CBL Literacy and the Right to Read program are certainly positive contributing factors in these gains.

#### **6.1.10.7 Reentry and Transition**

As with other providers providing services to minors at the Juvenile Hall, Buena Vista is also not notified ahead of time when a child is to be released. Most minors are released before a post-test can be conducted that measures their growth in reading and mathematics. Because these goals can not be accomplished, the school can not develop a proper Reentry Plan for the receiving school district.



### **6.1.10.8 Conclusions in Educational Program at the Juvenile Hall**

The project team believes that teaching in a setting such as a detention center is one of the most difficult but important jobs one can be expected to perform. The teachers rely on Juvenile Hall staff to ensure that their students are escorted at the beginning of class time so they obtain the necessary 270 minutes of educational instruction. But because of incidents and scheduled activities under which the teacher has no control, in practice, students do not receive continuous instruction.

Like all providers of service, educational professionals should provide complete educational assessments and develop a complete educational plan on all students. The lack of an integrated automated information system reduces the effectiveness of identifying those students who have not yet been tested.

The CBL program is an innovative and cognitive-behavioral educational curriculum. The project team believes that this program would be enhanced with multi-cultural readings.

Students served by Juvenile Court Schools are especially vulnerable because if these students do not receive proper assessments and planning, they will likely become chronic delinquents. So many of these students go to probation and placement facilities following release where they will be required to attend school. A complete assessment and a complete education plan conducted on minors while confined will give them a jump start to success on probation and placement.

### **Gaps in Educational Program**

The project team considers the major gaps in the education program are:

1. Lack of complete educational assessments on the majority of students.
2. Lack of pre and post testing prior to release on the majority of students.
3. Lack of a complete educational plan on all minors prior to release.
4. Lack of information on the number of minors who are detained at the Juvenile Hall who cannot read and an intensive tutoring program for these youth.
5. Lack of a complete Reentry Plan prior to release.
6. Students are not taught work-place literacy skills identified in the Secretary's Commission on Achieving Necessary Skills (SCANS)<sup>20</sup>. The project team believes this skills-based program would enhance the Community Based Literacy program. SCANS is recommended by juvenile correctional educators associated with the Workforce Investment Act and the Correctional Educational Association for students who may not return to school but who will enter the workplace. The SCANS focuses on pre-vocational preparation. It is based on a Three-part Foundation of 1) basic skills, 2) thinking skills and 3) personal qualities. Within this framework, it specifically teaches five workplace competencies that will be expected of persons entering the workforce including:
  - Ability to maximize existing resources to one's benefit
  - Ability to work well with others and control one's anger in the workplace
  - Ability to acquire and evaluate data to present one's ideas
  - Ability to understand social organizations and how they work
  - Ability to identify and apply technology (See Appendix for further information).
7. There is no assessment of the older minor's degree of employability and there does not appear to be any strategies included into their educational plan to enhance their employability after release.
8. There is no structured program that involves multi-cultural employers to expose minors to successful business owners/role models whom they could emulate and learn from.

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<sup>20</sup> What Work Requires of Schools: A SCANS Report for America 2000, from the Secretary's Commission on Achieving Necessary Skills (SCANS). U.S. Department of Labor, June 1991.

9. There is no job readiness skills training provided for older minors to expose them to various trades and careers, to generate interest in the workplace, to teach them the skills to look for jobs, to prepare oneself for a job, to write winning resumes, and more importantly, to acquire the social, communication and emotional skills to maintain a job. Working at Buena Vista is a certified Vocational Educational Specialist who has experience in developing and teaching pre-vocational skills training. This same teacher has received training in the Magellan Curriculum, a self-directed, work-related assessment software program of the VALPAR Corporation. This program is a standardized program that is consistent with the U.S. Department of Labor criterion-referenced factors and grade-level scores for employability. Another program that may be considered is PLATO.
10. There is no GED preparation or testing provided at the Juvenile Hall.
11. To date, there is no formal program to educate the non-English speaking student.
12. There is no formal tutoring program to assist the students who cannot read or write.
13. Risk reduction programs are not yet provided to reduce criminal thinking errors and behavior patterns and to improve anger management, conflict resolution skills, social and communication skills.
14. There is not sufficient notice given to teachers to permit them to develop a proper Reentry Plan and to ensure that minors are released with a portfolio containing their educational assessment, written summary of progress and their educational plan. Effective reentry planning begins the first day the student is enrolled in school.
15. Not all vision test results are being shared with Juvenile Hall administration and thus those students needing glasses are not receiving them.
16. There is no structured after-school program that includes homework and tutoring. The project team believes that this sends a negative message to students. Students are expected to study on the outside and they should be held accountable within the facility. Since The Beat Within has been successful in incorporating writing activities, the project team believes homework could be monitored by Juvenile Hall staff as well. Interviews with Juvenile Hall indicated some interest in piloting this activity in the evening.
17. There is no Therapeutic After-school Reporting Program at the Juvenile Hall for minors who have been suspended, expelled from or dropped out of school who are on probation and for those minors who are detained.
18. There will be no health education provided in the future. Health education is important to educate youth on birth control methods and how to prevent disease. Mental health services include mental health assessments, case management, individual and group counseling. Psycho-educational topics covered in groups include relationship issues, avoiding peer pressure, dealing with depression, anxiety, and grief/loss, effects of drugs/alcohol, assimilation and eating disorders.
19. There is no Health Center (SBHC) dedicated to reach out to the youth affiliated with Juvenile Court Schools. Currently, there are 11 School Based Health Centers located in five school districts but none currently serving Juvenile Court Schools or those youth on probation. The target population for the SBHC is youth engaging in high risk sexual and health behaviors, which makes students at the Juvenile Court Schools eligible.

The overall mission of the SBHC is early screening, intervention and health education to teach vulnerable populations (e.g. Juvenile Court School students), who do not have regular access to health care, how to avoid unwanted pregnancies and unhealthy behaviors that could lead to serious health consequences, such sexually transmitted diseases. Services provided by these Centers include medical, mental health and health education services such as:

- Health education
- Counseling, psychological and social services (8-32 hours each week)
- Physical education
- Health services
- Nutrition services
- Parent/community involvement

- Health promotion for staff

Most Juvenile Court School students do not have regular access to health care before or after release from the Juvenile Hall. Likewise, probationers who are expelled, suspended or who have already dropped out of school do not receive regular access to health care thus increasing unwanted pregnancies and disease.

### **6.1.11 Overall Conclusions Regarding Programs and Services At Juvenile Hall**

Among the Juvenile Hall staff, educational staff, mental health staff and health staff are a number of dedicated staff who are sincerely interested in improving services to minors who are detained. Since the County is building a new Juvenile Hall, this time is an excellent opportunity to reexamine current practices, policies and programs and to advance a new vision that will energize and mobilize staff to help make the Alameda County Juvenile Hall the best facility in the State of California. Experience demonstrates that a new building will improve environmental conditions but unless the policies and programs in operation within this building are modified, very little will be achieved to improve services to youth or to provide incentive for staff to achieve greater accomplishments.

The project team believes that the Juvenile Hall could do so much more for the youth detained and to prepare youth and their families to face the next stage in the juvenile justice system. The Juvenile Hall is the feeder system for probation, Camp Sweeney, placement, and California Youth Authority. The time a minor stays in the Juvenile Hall could expedite the process of behavioral change.

Outcome-driven detention services have the following characteristics:

1. Every child who leaves detention has a complete educational, pre-vocational (if older youth), health care, mental health care and substance abuse assessment prior to release.
2. Secondary assessments are conducted on problem areas identified at intake using standardized instruments.
3. Each minor who leaves detention has an Educational Plan that includes pre-vocational goals for the older minor, a Health Care Plan that includes a Mental Health Treatment Plan and a Substance Abuse Treatment Plan that guides the next stage of intervention.
4. A trained mental health/substance abuse staff is available at intake to screen potential minors for diversion to community-based services with the approval of the judiciary. Secondary assessments are also conducted to determine if the child is full scope Medi-Cal eligible for services.
5. A core program is developed for and provided to all minors detained giving higher priority to mental health and substance abuse education and treatment and providing pre-vocational readiness, GED preparation, English as a Second Language, and cognitive behavioral treatment (pro-social values and thinking patterns, decision making, victim awareness, conflict resolution, anger management, parenting skills, self-esteem, decision-making skills, juvenile law). This Core Program is detailed in California Board of Corrections Standards (Title 15: Section 1370), in American Correctional Standards for Juvenile Detention Centers and the policies of the National Juvenile Detention Association.
6. Every program has a pre-test to establish a baseline and a post-test to measure change in the youth's attitudes, knowledge or behavior.
7. Every child has a Reentry Plan prior to release, staff are given appropriate time to prepare the youth and to develop a Reentry package prior to release.
8. Down time in the facility is substituted with programs.
9. Juvenile counselors are motivated to learn new skill sets and are involved in co-facilitating cognitive behavioral groups.

**Ideas And Suggestions Reported By  
Teachers, Juvenile Hall Counselors, Minors  
To Enhance Programs and Services**

**TEACHERS REPORTED**

1. Provide glasses to the students with vision problems
2. Provide an Instructional Aide in each class
3. Increase the funds for supplies
4. Provide pre-vocational career interest assessment and exploration (explore Magellan and PLATO software programs)
5. Provide job readiness skills training
6. Continue health education to the students
7. Locate funding for the Write to Read program
8. Enhance the multi-cultural readings in the CBL program and be permitted to adapt the CBL program to individual school's needs
9. Transitional class to prepare minors for successful reentry and independent living
10. Juvenile Probation should give the school proper notice so they can develop a Transition Plan
11. Students should not leave the Juvenile Hall without an educational packet, including a transcript
12. To ensure that the student receives the mandatory hours of education, they need to be delivered on time
13. Expand author visits because more minors become interested in reading
14. Upgrade the computers to support new software programs
15. Provide Advantage STAR testing software in B2 housing unit so minors can be tested
16. More information should be shared with teaching staff so they know what barriers to education the student has that they need to be sensitive to in class
17. All students should receive anger management skills because this is one of the barriers to testing and learning in the classroom
18. Develop an After-school Program for the housing units, including homework
19. Offer GED to eligible students
20. Develop a program for non-English speaking students
21. Standardize forms used by the school and by the Juvenile Hall
22. Expand the size of the recreational yard in the new Juvenile Hall design

**JUVENILE COUNSELORS REPORTED**

**Intake Control**

1. Art therapy would help reduce stress

**Boys Control**

1. Minors require counseling
2. Meditation could lower stress for minors and staff

**Housing Unit A**

1. Develop an After-school Program
2. Homework would work since the Beat Within and Religious programs involve writing and they are successful

### **Housing Unit B**

1. Implement an After-school Program
2. Expand creating writing, poetry, composing songs
3. Minors need to recognize criminal thinking and behavior
4. Empower youth to take greater responsibility

### **Housing Unit C**

1. Minors need tutors because so many can not read or write
2. Youth need mentors
3. Implement a job skills preparation training
4. Pilot homework

### **Housing Unit D**

1. Bring in successful employers for these youth to learn from
2. Expose youth to vocational trades and “real-life” situations
3. Expose minors to job skills preparation training
4. Transitional planning should be better
5. Develop a Plan of Action for every minor in the Hall
6. Homework is a possibility
7. Youth require more counseling (60% need this)

### **Housing Unit 3**

1. Increase number of guest authors
2. Teach decision-making skills
3. Minors need life skills to prepare them for independent living
4. Many minors need counseling-not just in times of suicide or crisis
5. Expose youth to job training
6. Bring in local employers to expose minors to employer’s expectations

### **Housing Unit 4**

1. Life skills to prepare minors for release is needed
2. Need substance abuse education, Narcotics Anonymous and Alcohol Anonymous
3. Minors need tutors to help them learn how to read and write
4. Upgraded computers would enhance the education of the student
5. Pre-employment skills training is greatly needed
6. Need more personal hygiene items such as soap that is milder to the skin, body lotion, shampoo, sturdy zip lock bags that close
7. Youth need better tennis shoes-can not send child out in hot weather with current shoes
8. Need more educational materials (paper back dictionaries and books, law books to assist minors in understanding the law, more DVDs because the library doesn’t have any)
9. Health educators should be continued
10. Minors need “man-hood” training (hygiene, expectation of the male in society, etiquette)
11. The unit needs volunteers to assist with mentoring
12. Copy machine is needed
13. Facility could use a Community Liaison to reach out to local organizations/corporations/foundations for donations and volunteers

## **Minors Reported**

1. We are not challenged by the instruction—we have had the same level of instruction previously
2. Group students by academic level so the better students can advance and not be kept back by the lower functioning youth
3. We need help in learning job readiness skills because we will not return to school
4. We would like to have a counselor available to talk to us—we get the impression that you have be almost suicidal to get help
5. We want books that describe guns, violence, sex and drugs

### **6.1.11 Adolescent Sex Offender Program**

#### **6.1.11.1 Introduction**

The Center for Behavioral Health Care Services operates a Sex Offender Program for minors confined in the Juvenile Hall who are waiting to be transferred to a residential treatment facility and for youth on probation.

#### **6.1.11.2 Target Population**

The target population are sex offenders who are admitted to the Juvenile Hall to wait for a placement. Interviews with the Program's Director indicate that 70% of these youth are given a notice to appear and the other 30% remain in detention.

The Alameda County Probation Department has a Memorandum of Understanding (MOU) with the Center for Behavioral Health Care for 30 sex offenders who are on probation.

#### **6.1.11.3 Goal**

The goal of this program is to reduce future victims and to change the thinking patterns and behavior of the youth and their families. Usually, these youth have been the victims of continued abuse and intergenerational patterns of family incest. These youth and their families tend to minimize their crime.

#### **6.1.11.4 Assessment**

The youth is assessed upon referral using the widely accepted standardized Juvenile Sex Offender assessment instrument to determine level of treatment and risk of reoffending. Secondary assessments include Beck's Depression Inventory, Global Assessment Functioning Scale and the Substance Abuse Screening Instrument. The results of these assessments are summarized, a Treatment Plan is developed and included into a report which is presented to the court at their dispositional hearing.

#### **6.1.11.5 Services Provided**

The program's service delivery method is multi-modal which is one of the core principles for effective programming. If the child is returned to their home, they return to the Juvenile Hall for treatment services. The Program provides the following services:

- Pre-treatment: Designed to break down barriers to treatment such as denial.
- Cognitive behavioral treatment groups: Designed to teach pro-social attitudes, thinking patterns and behaviors. Role playing is used to supplement these psycho-educational groups.
- Group therapy: Designed to support the child and break down dysfunctional thinking patterns, attitudes and behaviors.
- Parent/teen therapy group: Designed to break the cycle of violence.

- Family therapy groups: Designed to assist families with parenting skills.
- Individual sessions as needed: Treatment of sex offenders discourage individual treatment.

#### **6.1.11.6**      **Duration**

The duration of the program is 14 months up to 2 years. This is consistent with national research that indicates that long-term treatment is needed to teach alternative ways.

#### **6.1.11.7**      **Staffing**

The Program is staffed by one full-time Licensed Psychiatric Social Worker, one part-time Marriage and Family Therapist, one part-time clinician and one- quarter time psychologist.

#### **6.1.11.8**      **Conclusions**

This specialized caseload is based on sound principles of effective treatment. It matches the level of services the youth and their family need based not only on an internal psycho-social interview but also on nationally accepted secondary assessments instruments. These results are used to develop an individualized treatment plan so that the program is individualized and so that the services are clearly matched to risk and need levels.

The program is multi-modal because it uses a variety of treatment modalities. It involves the family which is key to breaking down the cycle of family violence. Services are provided based on evidence-based research (1-3 sessions per week for up to 2 years).

This is an excellent example of an evidence-based program and a successful partnership between the juvenile justice and mental health service delivery systems. This model has elements that could be replicated in other service areas.

## **6.2 Camp Wilmont Sweeney Programs and Services**

### **6.2.1 Introduction**

The Alameda County Probation Department operates an 80-bed camp for boys, ages 15 – 18, who are committed by the Court for a six to nine month treatment and rehabilitation program. Youth committed to the Camp are not suitable for a non-secure program such as a group home, they require a secure placement as the last step before commitment to the California Youth Authority.

### **6.2.2 Goals of Camp Sweeney**

According to the Camp's Procedural Manual, Section 202, the Camp's goals and objectives are:

Focusing youths' attention on "the importance of normally accepted behavior, social rules and expectations;" providing "youth with ways to ... experience success;" improving family and peer relationships; increasing responsibility, accountability and leadership skills; and providing opportunities for each youth to further his education and job skill development.

### **6.2.3 Target Population and Eligibility Determination**

Although there are no written eligibility criteria to determine selection, the Court generally uses Camp commitments for adjudicated young men with histories of drug use and/or sales, burglary and/or low level property crimes. For the most part, serious, violent offenders (those with WIC Section 707b offenses) are not committed to the Camp, nor are sex offenses, mentally retarded and those who have serious mental illness not controlled through medication.

### **6.2.4 Referral and Assessment Process**

There is no standardized assessment process to determine the youth's eligibility or appropriateness for placement at the Camp. There is no differential classification methodology once admitted to the Camp to determine housing placement based on risk and need. Additionally, there is no pre or post test administered to measure cognitive behavioral change resulting from the Camp program.

There are no written criteria for selection for the substance abuse treatment program administered by Thunder Road, Inc. Referrals to the substance abuse program are made by Probation staff, generally based on offense and whether the youth's file documented prior history of substance abuse. Upon referrals, Thunder Road staff administer an individualized assessment instrument called the GAIN (Global Assessment Inventory Needs Survey) to determine level of need.



### 6.2.5 Capacity

Camp Sweeney's capacity was 80 youth at the time of this study (February – March, 2004) but its Board of Corrections rated capacity is 105.

### 6.2.6 Use of Camp Sweeney

Table 6.3 shows that the number of commitments to Camp Sweeney from 1998-2003 increased 4.1%.

**Table 6.3**  
**Alameda County, CA**  
**Admissions to Camp Wilmont Sweeney**  
**by Ethnicity / Race**  
**1998-2003**

<b>Ethnicity</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>Average % Change</b>
African American	324	391	314	220	224	360	6.7
Hispanic or Latino	87	108	78	76	61	76	-0.3
Asian	34	40	28	27	24	30	-0.4
Caucasian	21	26	23	33	23	31	12.0
Multiracial/Other	16	19	23	15	17	15	1.3
Native Hawaiian and Other Pacific Islander	1	0	1	3	2	1	---
<b>Total</b>	<b>483</b>	<b>584</b>	<b>467</b>	<b>374</b>	<b>353</b>	<b>513</b>	<b>4.1</b>

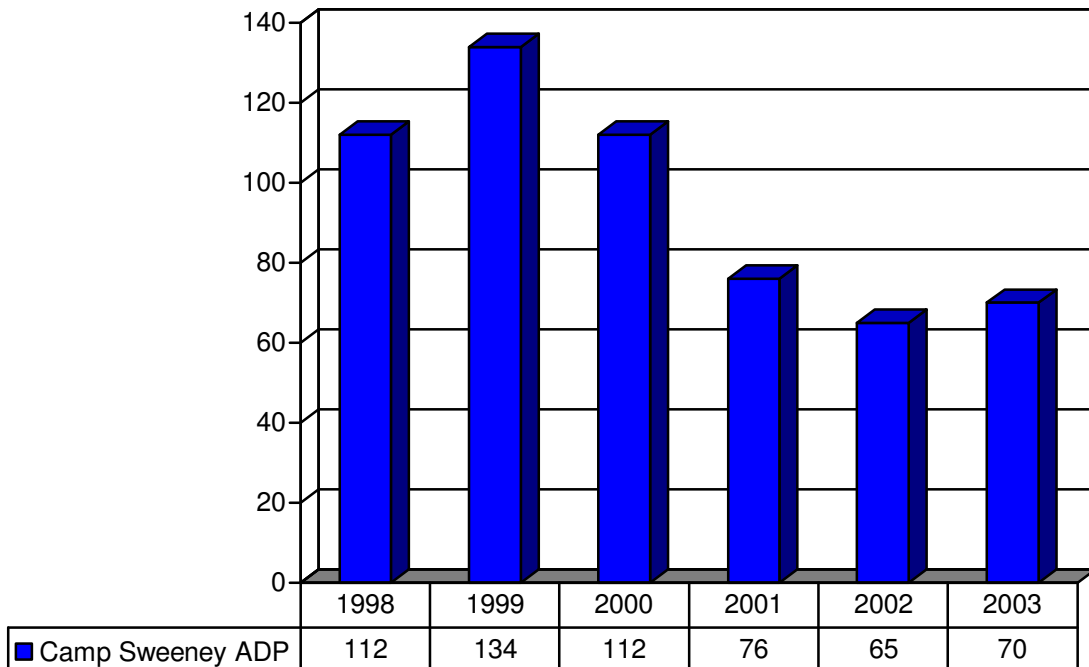
Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese. Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan. Multiracial/Other includes Other and Unknown.

African-American youth comprised the largest racial/ethnic group admitted to the Camp (66.1%), followed by Hispanic / Latino youth (17.5%), Asian youth (6.6%), White/non-Hispanic youth (5.7%), Multiracial / other youth (3.8%) and Native Hawaiian and other Pacific Islander youth 0.3%.

Figure 6.4 shows that the Camp's average daily population in the last five years was 113.8.

**Figure 6.4**  
**Alameda County, CA**  
**Average Daily Population of Youth in Camp Sweeney**  
**1998 – 2003**



Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

The average daily population peaked in 1999 at 134 and declined as low as 65 in 2002. This decrease is attributed in large part to the Probation Department's having reduced the staffed capacity of the Camp from 100 to 60 beds. That capacity was raised, at the end 2003, to 80 beds.

### **6.2.7 Surveillance/Supervision**

Youth are supervised around the clock according to the Board of Corrections' staffing standards requiring one Counselor for every 15 minors during the day and one Counselor for every 30 youth at night. During approved visits to the home, Group Counselors conduct curfew calls to ensure that youth are at home when they are supposed to be.

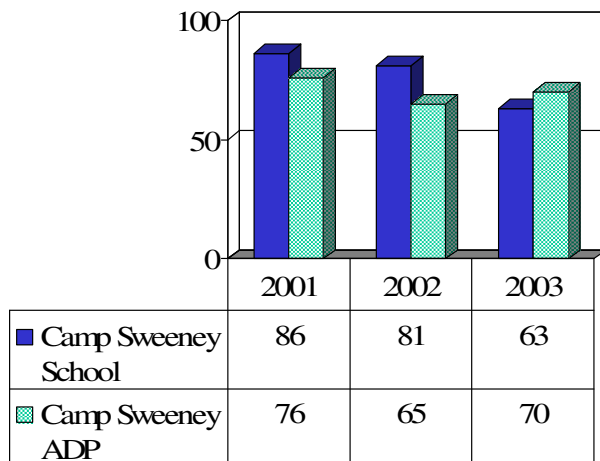
When a Camp participant leaves the premises or does not return from a home visit or outside appointment (school, work, etc.) on time, he is considered AWOL (absent without leave). In these instances, Camp administrators notify the Sheriff, the victim(s) of that youth's offenses and the offender's parents. Warrants are issued for youth who do not return within a prescribed period.

### 6.2.8 Services to Reduce Risk and Address Needs

Programming provided to youth confined at Camp Sweeney include:

- Education: Services include assessment, general education, special education, GED preparation and Character-based Literacy (CBL) that uses literature to teach and instill pro-social values. The teacher to student ratio is 1:16.

**Alameda County, CA**  
**Average Daily Attendance in School vs. Average Daily**  
**Population at Camp Wilmont Sweeney**  
**2001-2003**



- Between 2001 and 2003, the ADA in school decreased 26.7%, or at an average annual rate of 14.0%.
- Similarly, between 2001 and 2003, the ADP in Camp Sweeney decreased 7.9%, or at an average annual rate of 3.4%.

Source: Alameda County Office of Education; Juvenile Probation Information System. RPT281-01, RPT999-01.

Note: School ADP: 2001=2001-2002 school year, 2002=2002-2003 school year, 2003=2003-2004 school year

- Students range in capability from barely literate to college prep. Reports indicate that not all minors have an educational assessment upon admittance to the Camp. An Instructional Aide from Juvenile Hall goes to the Camp twice a week to conduct the Renaissance STAR test to measure academic aptitude in reading and math. Youth who score at or below the third grade reading level are considered for Special Education services, whether they come to Camp with an Individual Learning Plan (IEP) or not. The Student Study Team assesses the students' history/background, identifies strengths and needs, develop a plan to address educational problems. After a month, the Student Study Team meets again and, if the youth still appears to have unmet problems, the Team will request an IEP and a psychological assessment.

- Both Probation and ACOE conduct their own screening questionnaires regarding IEPs and/or 504 Plans resulting in redundancies. The Resource Specialist attempts to obtain the IEP before the youth enters the Camp Sweeney School but experiences the same types of delays with area school districts as the Juvenile Hall does. Camp Sweeney and ACOE are very dedicated in their attempts at obtaining the information from the school districts.
- Vocational Education: The Cornerstone Project, provided by ACOE, offers training and skill development in construction trades and architecture. Except for this vocational education program, there is no other vocational education or job readiness skills training provided.
- Mental Health: Mental health counseling is provided by a psychologist and a licensed clinical social worker on an individual and group basis. However, youth experiencing an acute episode are transported to the Guidance Clinic at Juvenile Hall and placed in one of the mental health observation rooms. Currently, youth who are diagnosed with psychiatric disorders in need of special housing and programming are not housed separately thus placing them at risk of being harmed by more aggressive youth.
- Medical Services: Sick call and dispensing of prescribed medications are conducted on-site by the nurse. In medical emergencies, Camp youth are transported to local medical facilities.
- Substance Abuse Treatment: Substance abuse assessment, education and treatment are provided by Thunder Road. Approximately 20% of the youth at Camp Sweeney are receiving these services when it is estimated that at least two thirds are in need of these services. Thunder Road conducts groups two hours twice a week for four months. These groups focus on cognitive behavioral change and relapse prevention. Youth receive American Society of Addiction Medicine (ASAM) Level 1 (outpatient) services.
- Thunder Road also conducts an aftercare group at the Camp. This is a 90-minute, staff-facilitated support group in which youth discuss their reentry plans and those issues arising from home visits. At present, there is no requirement that youth attend aftercare groups after release from Camp or during/return from furlough.
- Cognitive Behavioral Treatment: Treatment groups focusing on skills in dealing with anger management and conflict resolution are addressed in a 4 – week, 1 ½ hour per week, interactive curriculum. Life Skills are taught / facilitated through a contract with Catholic Charities. Mothers Against Murder and Aggression (MAMA) presents a 10-hour program twice a year to instill victim empathy.
- The Berkeley Repertory Company provides training and hands on experience in play writing, poetry and drama. This is a 4 to 6 week program presented twice a year.
- Literacy is supported by tutors from UC Berkeley who come to Camp to work with students on reading and other schoolwork.
- Youth Radio is a hands-on training program related to broadcasting and self-expression, available 2 hours a week. Students write and produce actual broadcasts.
- The Beat Within is a writing and self-expression program available 1.5 hours per week. Students produce a book of their collective writings for distribution to members of the Camp community, parents and other interested individuals.
- Student Council provides the opportunity for selected youth to develop leadership skills and learn the skills and value of democratic processes.

- Sports and special events are organized and supervised by Camp staff and include sports teams, games and special outings for Camp youth.
- Visiting occurs on Wednesday nights, and during the days on Saturdays and Sundays for youth who do not go home on the weekend.
- Aftercare Furlough is the final element of the Camp program. For a six to nine month period after completion of the in-Camp program, youth are under the supervision of an Aftercare Deputy Probation Officer. They remain under the custody of the Camp during this period of intensive supervision and support intended to facilitate their transition from Camp. Aftercare caseloads are 40 youth per DPO, which exceeds nationally accepted best practice. Pathways to Change has added a case manager to provide the Probation Department with aftercare support to youth going home from the Camp.

### **6.2.9 Staffing**

Camp Probation staff include:

- Director
- 3 Institutional Supervisors
- 19 Group Counselor IIIs
- 4 Group Counselor IIs
- 5 Intermittent Group Counselors
- 1 Unit Supervisor
- 3 In-Camp Deputy Probation Officers
- 2 Aftercare DPOs
- 1 Nurse
- 1 Psychologist
- 1 Licensed Clinical Social Worker

ACOE's school at Camp is staffed by 5 Teachers (of which 1 teaches GED exclusively); 1 Teachers' Aide; and a Part-time Resource Specialist (Special Educational Coordinator). The teachers are all credentialed and experienced; most have been at Camp for many years. Three of the teachers have advanced degrees.

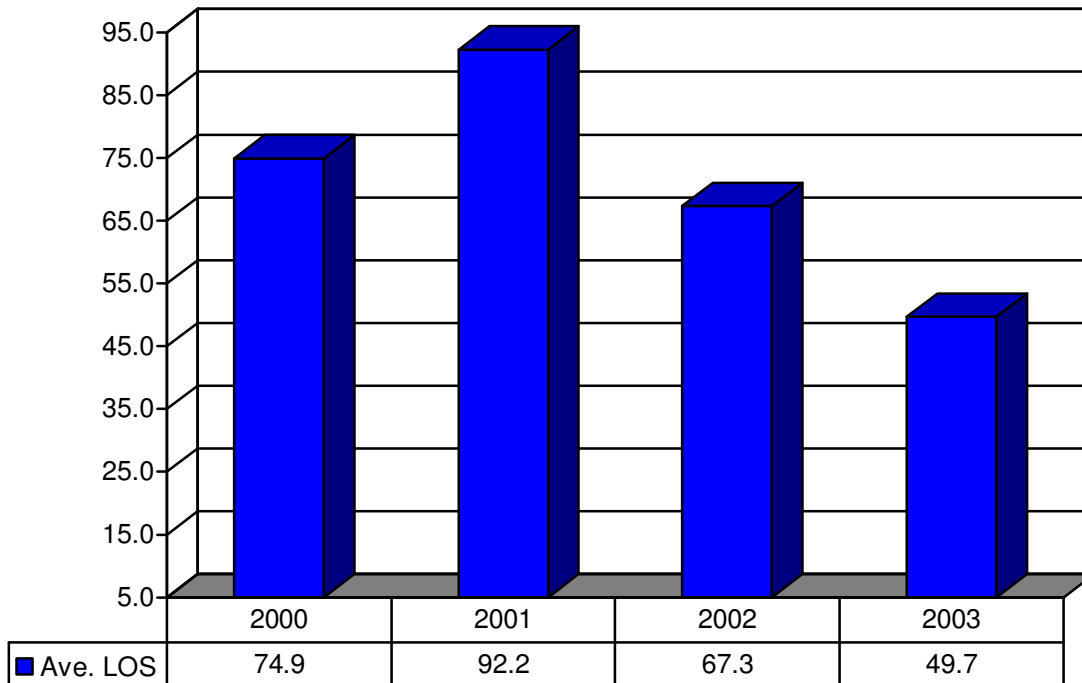
Thunder Road has one Substance Abuse Recovery Counselor assigned to Camp Sweeney. He is on site 5 days a week and conducts groups and limited individual support to youth needing more individualized attention.

### **6.2.10 Average Length Of Stay**

The Camp's intended length of stay is 5 to 9 months, followed by the 6-month aftercare furlough. The intended length of the Thunder Road treatment program within the Camp is 4 months.

Figure 6.5 shows that the average length of stay at the Camp has declined from 75 days in 2000 to 49 days in 2003. Between 2000 and 2003, the average length of stay in Camp decreased 33.6%.

**Figure 6.5**  
**Alameda County, CA**  
**Average Length of Stay in Camp Sweeney in Days**  
**2000 – 2003**



Source: California Board of Corrections, Juvenile Probation Information System RPT999-01

### **6.2.11 Internal Program Monitoring Process**

The Camp Director conducts regular staff meetings and supervisors conduct weekly meetings to maintain on-going communication among staff. There are all-shift meetings once each month with custody staff.

Regular case reviews are conducted on each youth on a quarterly basis and/or prior to a youth's release to Aftercare. The Aftercare Probation Officers not only participate in case review meetings, but they also meet regularly with the Camp Probation Officers to discuss individual minors' needs and programming.

The teaching staff is very cohesive and they ensure that all youth at Camp receive the mandated number of minutes and standard curriculum required by ACOE for Court Schools. Students' progress is monitored through grades and discussions with other teachers as well as with the Juvenile Counselors, Supervisors and Probation Officers. The teachers are particularly careful to refer students to Special Education or GED services when it appears that such referrals are needed.

Thunder Road's on-site Counselor monitors each youth's progress through the program's curriculum and communicates regularly with custody staff, teachers, the Camp and Aftercare Probation Officers to advise them of relevant issues, concerns and accomplishments of youth in the substance abuse treatment program.

### 6.2.12 Performance Measures

Camp Sweeney uses a behavioral management system to manage youth in the facility. Good behavior is rewarded by special events off campus and increased number of home passes. Incidents such as testing positive for illegal substances, not completing required school work, etc., results in loss of privileges and/or violation and Court referral.

There are no performance measures articulated to ensure that the Camp program provides the services that it was designed to provide, to measure change in the youth's attitudes, thinking patterns or behaviors while at the Camp or that address reoffense rates following discharge. No outcomes are formally tracked or reported through an automated information system. A manual review of graduates from Camp for fiscal years 2001-2003 and July 2003 through February 2004, was conducted by Camp Sweeney personnel. The findings are shown in Table 6.4.

**Table 6.4**  
**Camp Wilmont Sweeney**  
**Graduates and AWOLS**  
**2001-2004**

Year	Total Population	Number of Graduates	% Graduates	Number AWOL	% AWOL
July '01 - June '02	992	101	10.2%	119	12%
July '02 – June '03	1,012	76	7.5%	128	12.7%
July '03 – February '04	721	67	9.3%	68	9.4%

Source: Camp Wilmont Sweeney

This table shows that 10% successfully completed the Camp program and between 9.4% to 12.7% was on unauthorized leave from the Camp. These represent youth who do not return from furloughs.

Additionally, School and Camp personnel reported that 13 General Education Diplomas (GEDs) were earned by Camp youth in FY 2002-03 and an additional 12 were earned from July 2003 through February 2004. At the time of this assessment in March 2004, there were two GED graduates going to work outside the Camp every day, five Camp youth attending outside colleges, five youth who had completed GED coursework who were awaiting test results and three more participating in the GED testing.

Thunder Road provided completion data on 100 clients served between July 1, 2002 and June 30, 2003. These findings indicated that 50% successfully completed the Thunder Road curriculum. On June 30, 2003, in addition to the 50 youth who had completed the program curriculum, 22 additional youth were active in the Thunder Road program.

No performance or outcome measures are regularly or formally tracked for the Camp Sweeney Aftercare component. The Aftercare Deputies consider the key performance measures for continuation and/or success on Aftercare to include: no new offenses; satisfactory grades, attendance and progress at school; satisfactory attendance at work if employed; family reports of youth's behavior; clean drug tests; restitution paid; compliance with Court orders and terms of Aftercare.

No data is available to evaluate the rearrest or reconviction rate of youth who are discharged from Camp Sweeney within 6, 12 or 24 months following discharge. Nor is there data as to the success or subsequent placement of minors who have been through the Camp Sweeney program. There appears to be no requirement that this program make periodic assessments of its effectiveness and report these findings to policy makers.

The Director of the Camp is not provided a specific budget nor are specific expenditures monitored by the Camp Director on a monthly, quarterly or annual basis.

### **6.2.13 Conclusions**

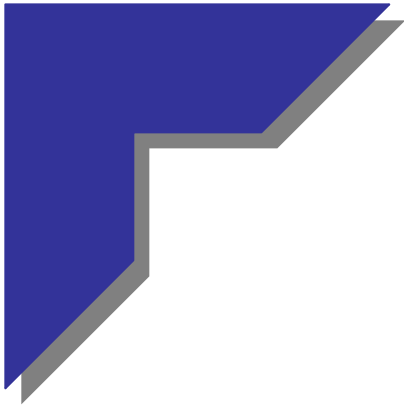
The gaps in the program are:

- Comprehensive assessments that guide specific educational, vocational, psycho-educational or treatment programming
- Cognitive behavioral therapeutic training to reduce criminal attitudes, thinking patterns and behaviors
- Vocational education
- Family engagement
- Sufficient capacity for substance abusing youth
- Adequate prerelease planning-reentry planning that begins upon admission-instead it is begun in the last 2-3 weeks of the youth's stay at the Camp
- Educational transition for youth being released before 90 days-only youth who remain in the Camp for 90 days are eligible for the Transitional High Risk Program (SB1095)
- Seamless transition from Camp to continuing aftercare and support services following discharge (Note: The Probation Department has recognized this need and is developing a formal aftercare program).
- Aftercare component that allows youth "booster sessions"

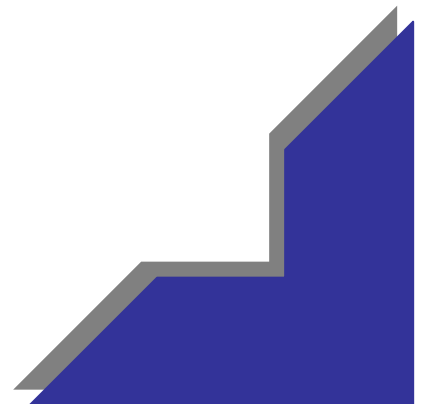
The Camp Sweeney Program has given a high emphasis on youth enrichment activities and little emphasis on skills training that reduce criminal attitudes, thinking patterns, behaviors; addictive behaviors, and emotional well-being.

These findings indicate that the current Camp Sweeney program is not effective since ten percent successfully complete the program and more than twelve percent are considered AWOL. Likewise, there is no evidence of the impact of this program on reducing future recidivism following discharge.





## *7.0 Intake Case Flow Processing Analysis*



## **7.0 Juvenile Intake Case Flow & Case Processing Analysis**

### **7.1 Introduction**

This chapter examines the process for juvenile cases through the juvenile justice system. The policies, procedures and standards that govern each step of the process have significant impact on the length of time a minor stays in detention and on the efficiency of the system. A system with unnecessary delays and long periods of time between significant events burdens the process and can work against the rehabilitative goals of the juvenile justice system. Some negative outcomes that result from slow processing are:

- Increased time between the incident and the consequences of that incident.
- Longer stays in the Juvenile Hall.
- Increased Failure to Appear (FTA) warrants.
- Increased reoffending by youth if they are not monitored.

### **7.2 Goals**

The goals of this analysis were to:

1. Identify the steps and bottlenecks of out of custody and in-custody juvenile intake processes.
2. Determine if the time spent by pre-adjudicated minors in the Juvenile Hall can be reduced.
3. Examine opportunities for diversion and alternatives to detention.

### **7.3 Methodology**

The case processing analysis examined out-of-custody and in-custody intake. The significant decision points were identified and the time between these steps were assessed. Special attention was given toward decision points in which diversion could occur and where alternatives to detention could be implemented.

The following sources were used to guide this analysis:

- California Rules of Court (Chapter 2. Rule 1404, 1406, 1407, 1408).
- National Standards from the National Center for State Courts, American Bar Association, National Center for Juvenile Justice.
- Nationally recognized models from the project team's literature review.
- Detention Profile Analysis that documented the days between the detention hearing and the disposition hearing for minors detained in the Alameda County Juvenile Hall.
- Juvenile Information System maintained by the Alameda County Probation Department that documented the days between referral to Juvenile Intake (out of custody) and the disposition of the case.
- Local polices and practices as reported by juvenile justice officials.

These sources were used to compare Alameda's juvenile case processing procedures with national standards and nationally recognized models in case processing.

## 7.4 National Standards and Practice

Butts, J.A. & Sanborn, J.B. (1999) point out that the timeliness of case processing is critical for adolescents because if consequences are not closely associated with the event, they lose their effectiveness of exerting control over the youth's behavior<sup>21</sup>.

National standards, state law and court rules recommend the maximum time for significant steps in the juvenile justice system. The consensus of four national associations is summarized below:

- Time between police referral and adjudication for a *detained case*: 15-30 days
- Time between police referral and adjudication for a *non-detained case*: 30-65 days
- No more than 30 days should elapse before adjudication for detained cases
- No more than 60 days should elapse before adjudication for non-detained cases

Table 7.1 summarizes the time standards recommended by various national associations.

**Table 7.1**  
**Recommended Standards for Maximum Days of Court Processing**  
**Prior to Adjudication and Disposition**  
**for Detained vs. Non Detained Juvenile Offenders**

	Adjudication	Disposition
<b><u>Detained Juveniles</u></b>		
NDAAs (1989)	30	60
ABA (1984)	15 <sup>a</sup>	30 <sup>a</sup>
NAC/OJJDP (1980)	18	33
IJA/ABA (1977-80)	15	30
<b><u>Released Juveniles</u></b>		
NDAAs (1989)	60	90
ABA (1984)	30 <sup>b</sup>	45 <sup>b</sup>
NAC/OJJCP (1980)	65	80
IJA/ABA (1977-80)	30	60

a. Time limit begins at point of detention admission rather than referral

b. Time limit begins at filing of delinquency petition rather than referral

NDAAs = National District Attorneys Association (Standard 19.2)

ABA = National Conference of State Trial Judges (Standards 2.50-2.56)

NAC/OJJDP = National Advisory Committee for Juvenile Justice and Delinquency Prevention/OJJDP

IJA/ABA = Institute of Judicial Administration / American Bar Association

Source: Jeffrey A. Butts, Ph.D., Office of Juvenile Justice Delinquency Prevention Fact Sheet #60, March 1997

Butts, J.A. (1997) found that almost one-half of all juvenile cases took 90 days from police referral to reach adjudication or disposition<sup>22</sup>. Butts, J.A. and Sanborn, J.B. (1999) found that 22 jurisdictions mandate adjudication between 30-90 days.

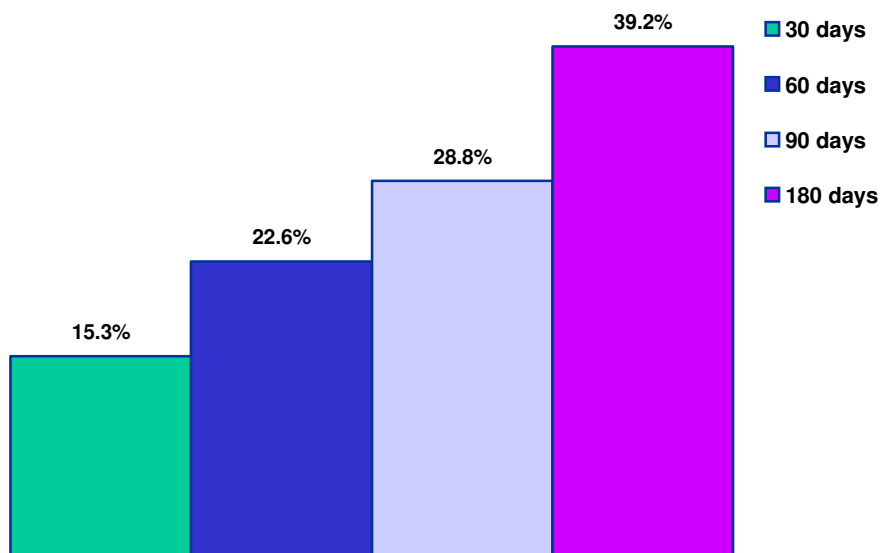
<sup>21</sup> Butts, J.A. and Sanborn, J.B. *Is Juvenile Justice just too slow?* (1999). *Judicature*. Volume 83, No. 1.

<sup>22</sup> Butts, J.A. *Necessarily Relative: Is Juvenile Justice Speedy Enough?* (1997). *Crime and Delinquency*. Volume 43, No.3.

A study conducted of 1,505 youth processed in the Phoenix Juvenile Court found that 57% of youth were rearrested within three months following their first arrest<sup>23</sup>. Since cases take an average of three months to reach disposition, these findings indicate that there is a high likelihood that a juvenile will be picked up for a second arrest before he can be disposed on the first arrest.

The time between arrest and disposition is often related to reoffending. Youth who wait a long time between their arrest and disposition are often rearrested. For example, in San Bernardino, CA, reoffense rates increased the longer the youth waited for their case to be disposed of and especially when there was no one providing support to them and their family during this interim period. Fifteen percent of the youth who were returned home from the Juvenile Hall without any case management reoffended within 30 days, 22% reoffended within 60 days and almost 40% of the youth reoffended within 180 days (Huskey, San Bernardino, CA Juvenile Justice Needs Assessment, 1997). Figure 7.1 shows the outcome of juveniles who were returned home without case management supervision.

**Figure 7.1**  
**San Bernardino, CA**  
**Re-offense Rates for Out-of-Custody Minors**  
**1997**



Source: San Bernardino, CA Probation Department, 1997.

This finding shows the importance of case management for those minors who are released from Juvenile Hall.

<sup>23</sup> Synder H. and Sickmund, 1995. *Juvenile Offender and Victims: A National Report*. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention.

## 7.5 California Rules of Court

California Rules of Court (Section 1402) establishes the following time standards for processing of both in-custody and released juveniles.

**Table 7.2**  
**California Rules of Court**  
**Juvenile Case Processing Time Standards**

<b>Event</b>	<b>Detained</b>	<b>Released</b>
Detention hearing	2 judicial days	
Jurisdictional-adjudication	15 judicial days from Detention	30 calendar days from petition
Disposition	10 judicial days from adjudication	30 calendar days from adjudication.

Source: California Juvenile Laws and Rules, 2003.

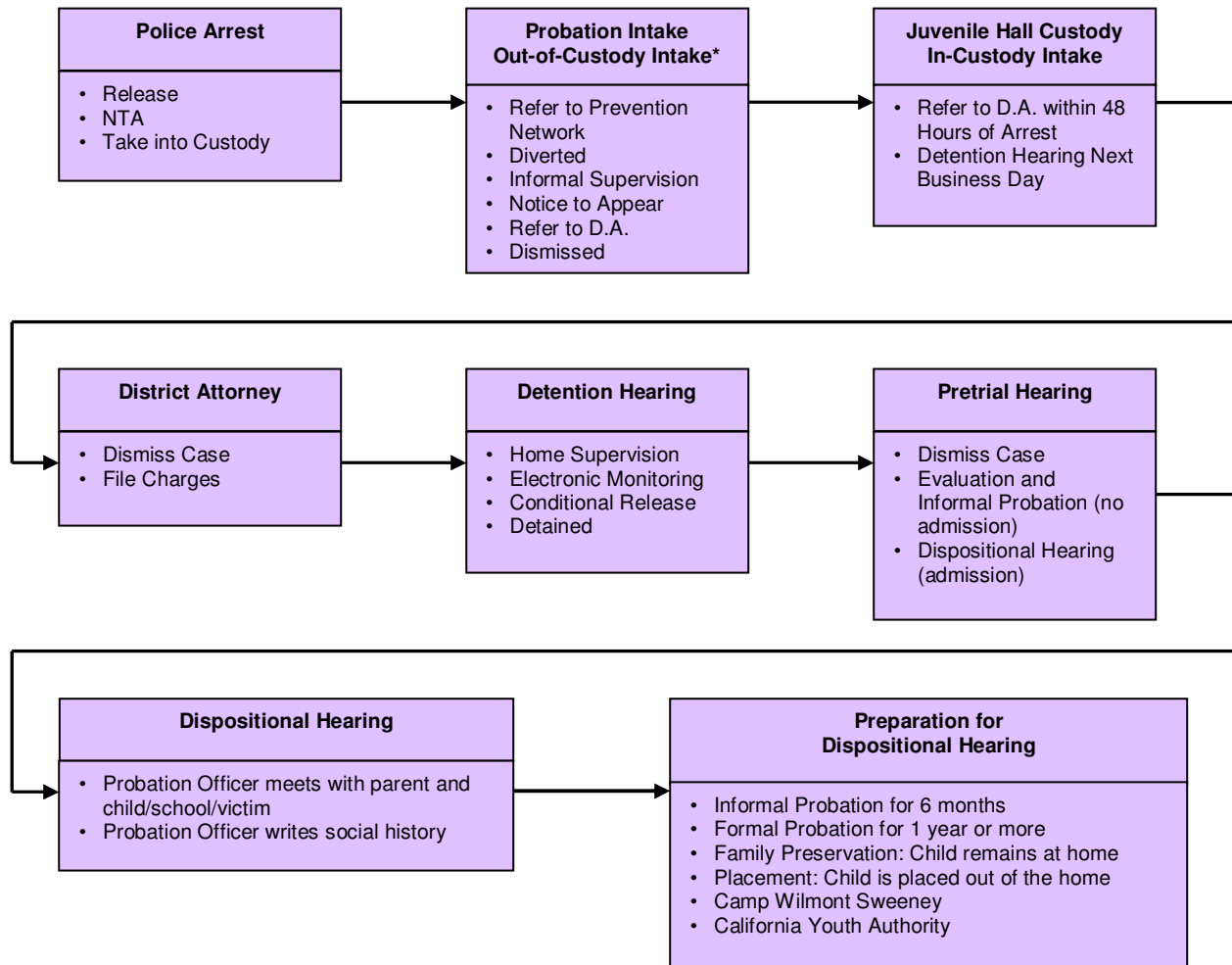
California Rules of Court requires that the jurisdictional (adjudication) hearing for detained youth be conducted within 19 days. The time requirement for released youth of 30 days from the filing of the petition meets all the national standards.

Both of these practices are consistent with NDAA standards.

## 7.6 Alameda County Juvenile Case Flow Process

The flow of delinquent cases through the Alameda County Juvenile Court is very similar to that of most juvenile justice systems around the country. The following Flow Chart illustrates the steps in the process and the time between each step. At each step in the process decisions are made that determine if a case is to continue, be diverted, or be dismissed.

**Figure 7.2  
Alameda County, CA  
Juvenile Case Processing**



Note: The DPO has 21 days to file a request with the District Attorney or the case must be closed.

## 7.7 Out of Custody Intake

In Alameda County, law enforcement agencies mail or deliver their Police Reports to Juvenile Intake on those cases that are not taken into custody. At this time, there is no electronic transfer of this information from police agencies to the Probation Department. The Information Services Office of the Probation Department enters information into the Juvenile Information System (JUVIS) and refers the cases to a Unit Supervisor. After the Supervisor reviews the case, the supervisor assigns the case to a Deputy Probation Officer. Interviews indicate a delay of one week in assigning a case to a DPO.

Table 7.3 shows the length of time between referral to Juvenile Intake and the disposition of an informal vs. a formal processed case.

**Table 7.3**  
**Alameda County, CA**  
**Time Between Referral to Juvenile Intake and**  
**Disposition by Juvenile Intake in Days**  
**2003**

Type of Disposition	Mean	Median	Time Range
Formal Processing	24 days	4 days	1-340 days
Informal Processing	6 days	4 days	1-23 days

Source: Alameda County Juvenile Probation Department –Referrals to Juvenile Intake and Disposition.

These data represent the length of time that it takes to informally and formally dispose of a case by the Deputy Probation Officer after they receive the referral. As this table illustrates, it takes an average of 24 days for the Deputy Probation Officer to file a request for a petition with the District Attorney and only six days for an informal case. According to Department policy, the DPO has 21 days to refer a case to the District Attorney or close the case.

The Deputy Probation Officer has a variety of options upon receiving a case from the Unit Supervisor. The DPO can grant a Notice to Appear (promise to appear in court), can refer the case to local service providers, can dismiss, divert or place the case on informal supervision, or can refer the case to the District Attorney for formal processing (petition).

No data were available to determine the number of mandatory referrals to the District Attorney vs. non-mandatory referrals. As was presented in Chapter 3, 30.5% of the referrals sent to the District Attorney by the Juvenile Probation Department are not petitioned suggesting that there is some discretion on the part of the DPO.

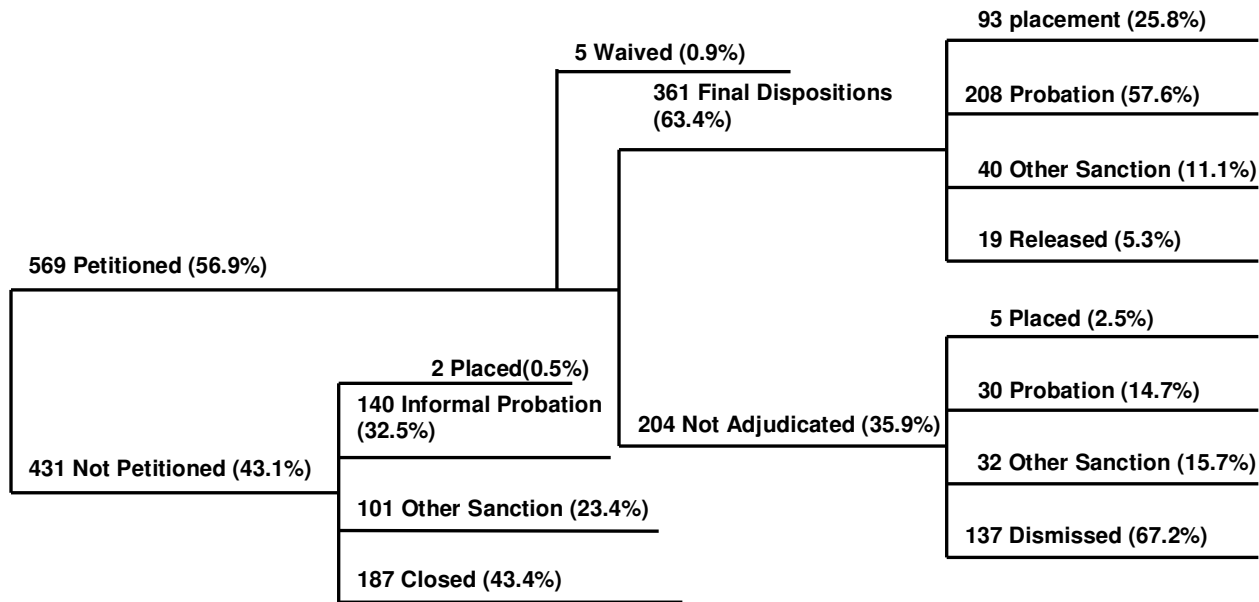
The Probation Department's policy is that if the DPO does not take action and does not file a petition with the District Attorney within 21 court days after the application, the DPO shall notify the applicant of the decision not to proceed consistent with the W&I Code. Since the average time to dispose of a case was calculated to be 24 days this finding documents that some cases exceed the 21-day rule.

An analysis of the time between petition and the final court disposition indicated that the median days between these two steps is a median of 52 days. This finding indicates that the case process is lengthy.

The number and percentage of cases that are processed nationally and in Alameda County are compared below.

The following diagram shows the processing of delinquency cases nationally in 1998 (latest data available) as published in the OJJDP National Report Series Bulletin. These data are compared with the processing of delinquency cases in Alameda County where data were available.

**Figure 7.3**  
**Processing of Juvenile Delinquency Cases**  
**National Practices**  
**1998**



Source: Office of Juvenile Justice and Delinquency Prevention.

Note: Percentages of petitioned and non-petitioned cases do not add to 100% due to rounding error.

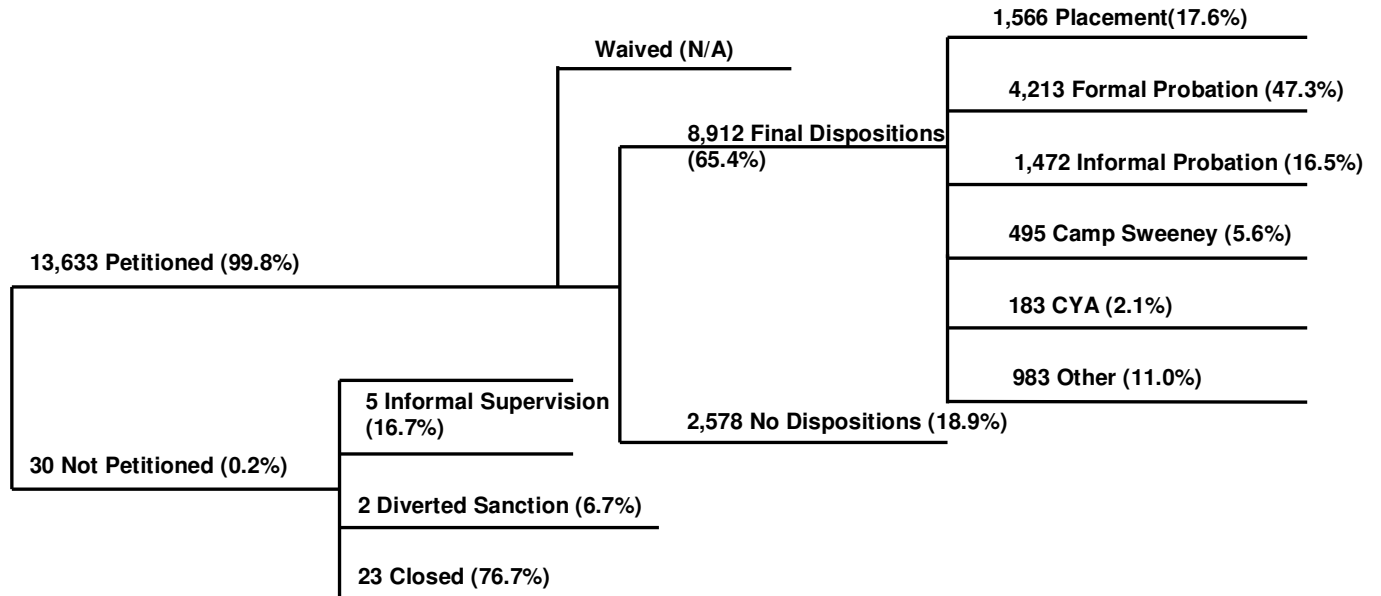
Nationally, of every 1,000 delinquency cases referred in 1998, 57% of the referrals resulted in formal processing (petitioned). More than forty percent (43.1%) of the cases were not petitioned.

Of the petitioned cases, 57.6% of the final dispositions resulted in formal probation and one quarter (25.8%) of the final dispositions resulted in out of home placement. Of the cases not petitioned, most cases were dismissed (43.4%), one third were placed on some form of probation, one quarter were sanctioned informally and less than one percent were placed.



In Alameda County, cases are referred to various options by the Deputy Probation Officer. During 2000-2003, a total of 35,188 referrals were presented to Juvenile Intake from law enforcement, juvenile probation officers, judiciary, schools, parents and self. Figure 5.4 illustrates how these cases were disposed of during 2000-2003.

**Figure 7.4**  
**Processing of Juvenile Delinquency Cases**  
**Alameda County, CA**  
**2000-2003**



Source: Alameda County Probation Department. Referrals to Juvenile Intake and Disposition.  
 Source: Probation Department (ReqJ2004-13 Modification 4754 V1.xls)

As is true nationally, the majority of cases in Alameda County are formally processed. However, in Alameda County, almost 45% more minors are formally processed compared to national practice (57% nationally compared to 99.8% in Alameda County).

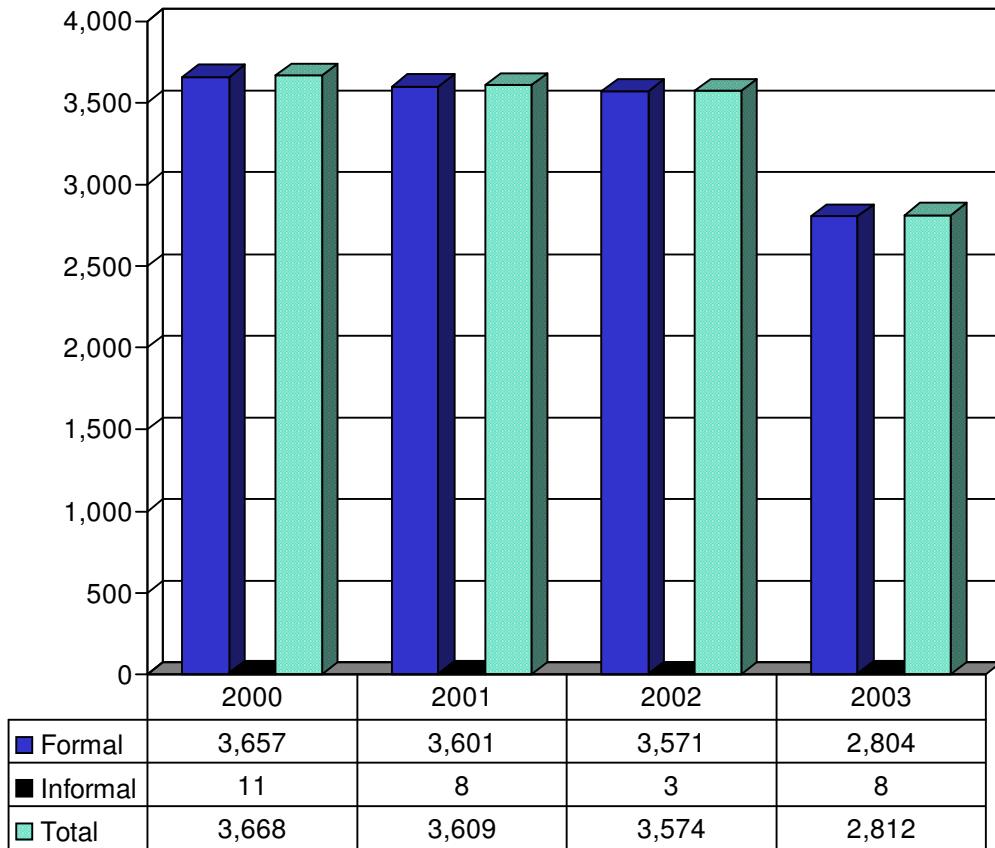
Likewise, similar to national practice, the majority of cases closed in Alameda County are at intake (43% dismissed nationally compared to 77% in Alameda County). According to the latest data available (1999), 50.8% of these closed cases were later rearrested indicating that these youth continue to present a risk to public safety<sup>24</sup>. However, while one-third of the not-petitioned nationally cases were placed on some form of supervision, only 17% of the minors were placed on informal supervision in Alameda County.

As with national practices, the majority of final dispositions are placed on formal probation. However, fewer youth were placed on probation in Alameda County (57.6% nationally vs. 47.3% in Alameda). Fewer youth were also placed in out of home placement in Alameda County, compared to national practice. Similar percentages of youth were placed in other sanctions.

<sup>24</sup> Alameda County Probation Department. Grant Application for Disproportionate Minority Confinement Prevention Program (1999).

Figure 7.5 illustrates the low number of minors who were disposed of informally versus being formally charged during 2000-2003 (excludes closed cases).

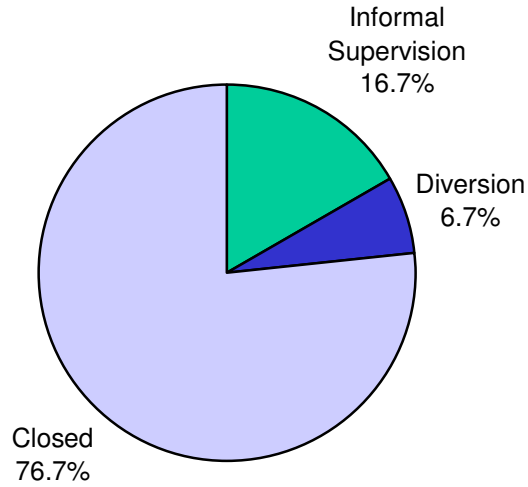
**Figure 7.5**  
**Alameda County, CA**  
**Deputy Probation Officer Dispositions by**  
**Formal vs. Informal**  
**2000-2003**



Source: Alameda County Probation Department. Referrals to Juvenile Intake and Disposition.

Figure 7.6 shows that very few minors were placed on informal supervision or diverted by Deputy Probation Officers of those cases that are handled informally.

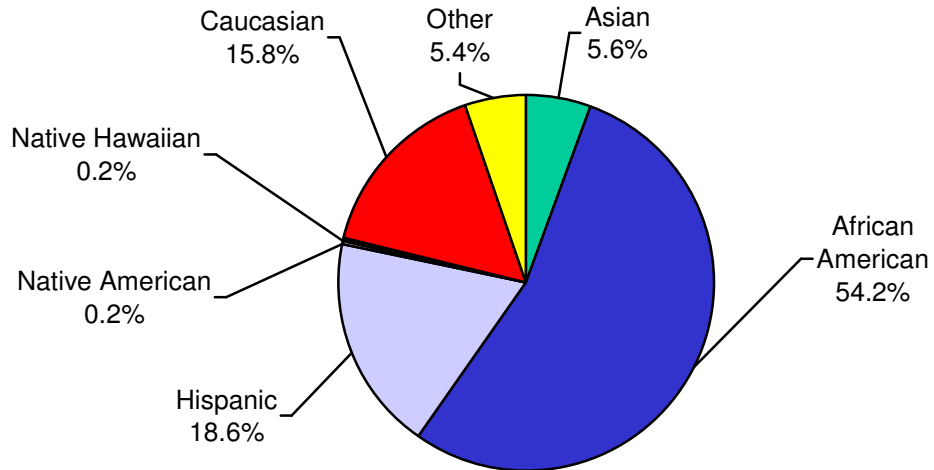
**Figure 7.6**  
**Alameda County, CA**  
**Percent of Informal Dispositions by DPO by Type**  
**2000-2003**



Source: Alameda County Probation Department.  
Source: ReqJ2004-07 Excel file.xls

This graph illustrates that African-Americans represented the highest portion of all formal dispositions by the Deputy Probation Officer, followed by Hispanic and then Caucasian.

**Figure 7.7**  
**Alameda County, CA**  
**Percent of Formal Dispositions By DPO by Race**  
**2000-2003**

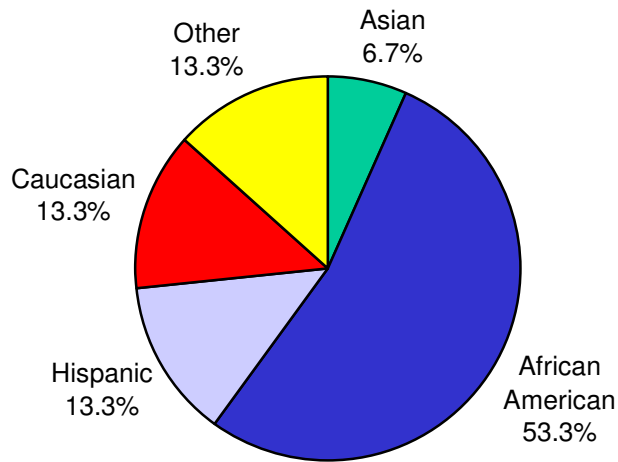


Source: Alameda County Probation Department

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian and Vietnamese; Native Hawaiian includes Hawaiian, Pacific Islander and Samoan; Other includes Other Race and Unknown.

Similarly, African-Americans represent the greatest proportion of informal dispositions by Deputy Probation Officers. However, Hispanic, Caucasian and Other youth each represent an additional 13.3% of informal dispositions.

**Figure 7.8**  
**Alameda County, CA**  
**Percent of Informal Dispositions by DPO by Race**  
**2000-2003**



Source: Alameda County Probation Department

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian and Vietnamese; Other includes Other Race and Unknown.

### **7.7.1 Final Court Dispositions**

Table 7.4, on the next page, shows the final court dispositions by type.

As this table demonstrates, there are some important trends in final dispositions:

- While informal probation represented only 16.5% of the final court dispositions during 2000-2003, the number of informal dispositions increased nearly seventy percent between 2000 and 2003.
- Informal supervision is the third most frequent final court disposition. This raises an issue because youth on informal probation do not receive supervision, thus potentially posing a risk of future reoffending.
- Formal probation represented 47.3% of all final court dispositions, but the number of youth placed on probation declined 5.9% during 2000-2003.
- The number of youth ordered to placement was the second most frequent final court disposition suggesting a lack of viable intensive outpatient, home-based options.
- Secure care is the least utilized court disposition-CYA commitments represented only 2.1% of the overall court dispositions and Camp Wilmont Sweeney represented 5.6% suggesting that the court uses non-residential probation and group home placement more often than secure care.

**Table 7.4**  
**Alameda County, CA**  
**Final Court Dispositions by Type**  
**2000-2003**

<b>Final Dispositions by Type and Race 2000-2003</b>	<b>2000</b>	<b>2001</b>	<b>2000-01 % change</b>	<b>2002</b>	<b>2001-02 % change</b>	<b>2003</b>	<b>2002-03 % change</b>	<b>ave. annual % change</b>	<b>2000-03 % change</b>	<b>Total</b>	<b>% of Total</b>
CWS	119	109	-8.4%	118	8.3%	149	26.3%	8.7%	25.2%	495	5.6%
CYA	63	41	-34.9%	38	-7.3%	41	7.9%	-11.4%	-34.9%	183	2.1%
Formal Probation	1,072	1,099	2.5%	1,033	-6.0%	1,009	-2.3%	-1.9%	-5.9%	4,213	47.3%
Informal Probation	241	378	56.8%	444	17.5%	409	-7.9%	22.1%	69.7%	1,472	16.5%
Other	305	239	-21.6%	209	-12.6%	230	10.0%	-8.0%	-24.6%	983	11.0%
Placement	528	381	-27.8%	332	-12.9%	325	-2.1%	-14.3%	-38.4%	1,566	17.6%
<b>Total Final Dispositions</b>	<b>2,328</b>	<b>2,247</b>	<b>-3.5%</b>	<b>2,174</b>	<b>-3.2%</b>	<b>2,163</b>	<b>-0.5%</b>	<b>-2.4%</b>	<b>-7.1%</b>	<b>8,912</b>	<b>100.0%</b>

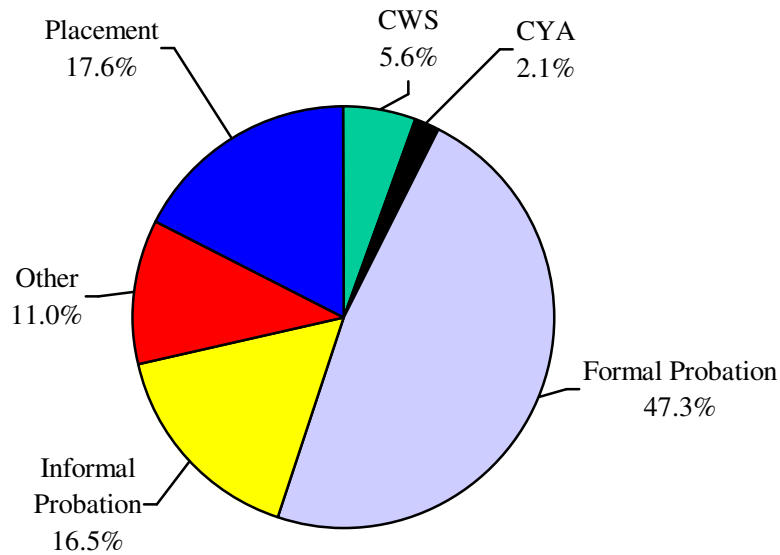
Source: Alameda County Probation Department (J2004-13 Modification 4754 V1.xls)

Note Court Disposition Codes: **CWS**=721 (Camp Wilmont Sweeney); **CYA**=829 (Committed to CYA/779 W&I), 830 (Committed to CYA), 831 (Returned to CYA); **Formal Probation**=711 (Formal Supervision Own Home), 712 (Formal Supervision Relative's Home) ; **Informal Probation**=656 (Petition Dismissed – Placed on Informal), 657 (Court Informal Probation 654.2 W&I), 941 (Probation without Wardship); **Other**=645 (Remand to Adult Court Prior Status Retained), 651 (Transfer out of County), 716 (Camp Ready), 722 (Chabot), 811 (After Care); **Placement**=701 (Placement Foster Home/Private Institution/Relatives Home), 833 (Placement/CYA Stayed or Suspended).

Figure 7.9 illustrates that nearly one-half of the final dispositions were for formal probation, followed by placement and then informal probation. Since so many cases were eligible for informal supervision at this late stage of the case handling process, it suggests that these cases could have been diverted earlier in the process thus saving court time and money in processing these cases.

This graph also points out the gap that exists in the lack of intermediate sanctions.

**Figure 7.9**  
**Alameda County, CA**  
**Final Dispositions by Type**  
**2000-2003**  
**N=8,912**

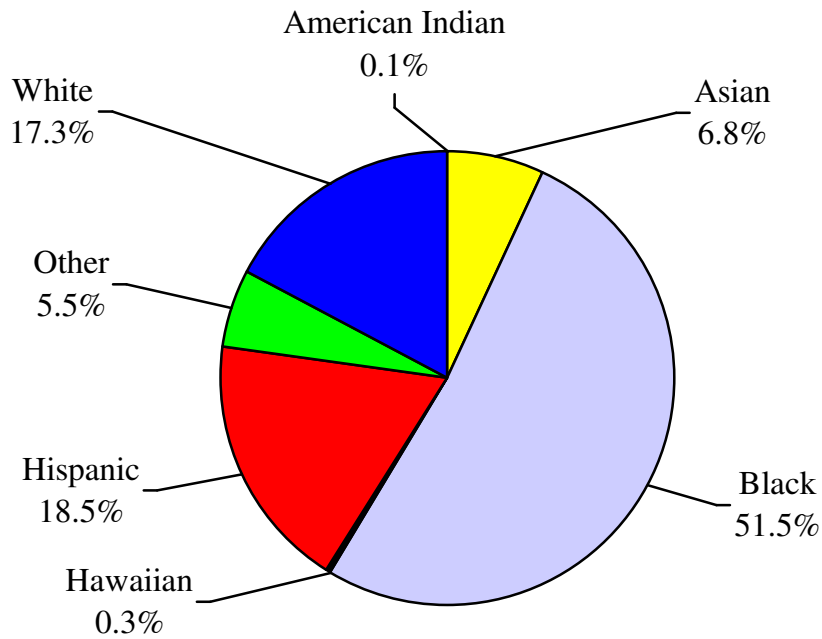


Source: Alameda County Probation Department (J2004-13 Modification 4754 V1.xls).  
Note: CWS=721; CYA=829, 830, 831; Formal Probation=711, 712; Informal Probation=656, 657, 941; Other=645, 651, 716, 722, 811; Placement=701, 833.



As this graph demonstrates, African-American youth are disproportionate to their population in the County.

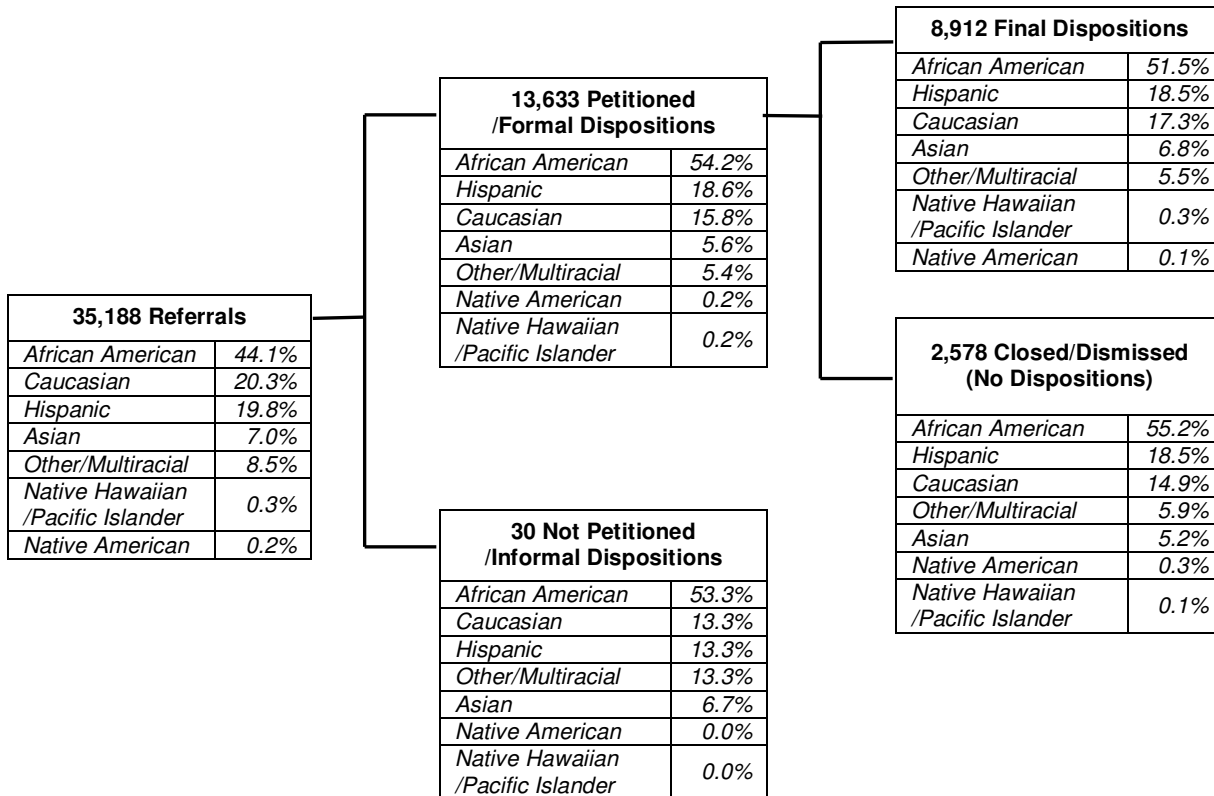
**Figure 7.10**  
**Alameda County, CA**  
**Final Dispositions by Race**  
**2000-2003**  
**N=8.912**



Source: Alameda County Probation Department (J2004-13 Modification 4754 V1.xls)  
Data include: CWS, CYA, Formal Probation, Informal Probation, Other and Placement.  
Note: Asian=Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, Vietnamese;  
Hawaiian=Native Hawaiian, Pacific Islander, Samoan; Other=Other Race, Unknown.

This figure documents that African-American youth are overrepresented at every stage of the juvenile justice process compared to their proportion in the County's population.

**Figure 7.11**  
**Processing of Juvenile Delinquency Cases by Race**  
**Alameda County, CA**  
**2000-2003**

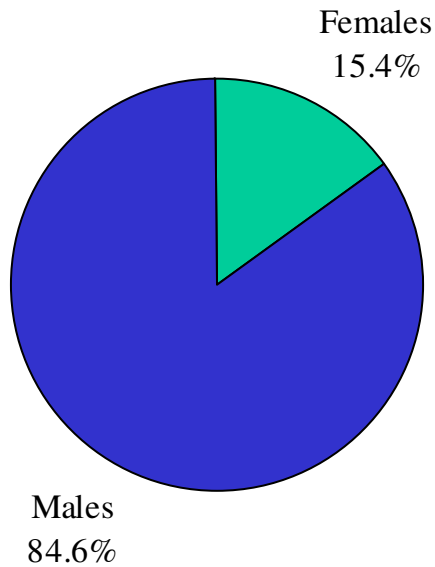


Source: Juvenile Probation Information System. RPT281-01, RPT999-01; ReqJ2004-07 Excel file.xls; J2004-13 Modification 4754 V1.xls

Note: Asian = Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, Vietnamese; Hawaiian = Native Hawaiian, Pacific Islander, Samoan, Other = Other Race, Unknown

Eight out of ten of the final court dispositions are male while fifteen percent are females.

**Figure 7.12**  
**Alameda County, CA**  
**Final Dispositions by Gender**  
**2000-2003**  
**N=8,912**



Source: Alameda County Probation Department (J2004-13 Modification 4754 V1.xls)  
Data include: CWS, CYA, Formal Probation, Informal Probation, Other and Placement.

## **7.8 In-Custody Intake And Population Management**

Minors referred to the Juvenile Hall are again eligible for a NTA (notice to appear). A Notice to Appear is a promise to appear in court and it can be granted by the In-Custody Intake Deputy Probation Officer (IDPO) to minors who are first time offenders and charged with property or minor offenses. These minors are released at booking on the authority of the In-Custody Intake Deputy Probation Officer.

While the Juvenile Hall is rated by the California Board of Corrections with a capacity of 299, the Juvenile Hall has reduced its capacity on its own to 279 based on budget cutbacks. Based on a functional capacity measure, the actual capacity in practice is really 251 beds. Functional capacity is the number of beds that a facility can reasonably use based on its physical plant, staffing availability and need to accommodate special need situations. Nationally, the juvenile justice field uses a formula of 90% of the facility's design capacity.

Recently, the Juvenile Hall has averaged a daily population of 260, demonstrating that the facility population has exceeded its functional capacity.

Pre-adjudicated minors have an average length of stay in the Juvenile Hall of 29-31 calendar days (median). However, 20.7% stay 33-50 days and another group (24.1%) stay more than 50 days.

More than one-half (56.3%) of the pre-adjudicated youth wait between 11-30 days from their detention hearing to their disposition. However, 28.1% wait 31-60 days and another 7.8% wait more than 60 days.

The Juvenile Court and the Probation Department have implemented a number of practices to release eligible minors from custody, including:

1. Notice to Appear (Out of Custody Intake): Minors who are first time offenders and charged with a property or another minor offense, are eligible for release prior to booking on the authority of the Deputy Probation Officer through a Notice to Appear. The NTA is a promise to appear in court.
2. Straight Release: (In-Custody Intake): Minors who score low on the Risk Screening Assessment and who do not require any special monitoring are released without conditions within 72 hours either before or at the time of the Detention Hearing.
3. Conditional Release: (In-Custody Intake): Minors can be released at any time during the case handling process by the Juvenile Probation Officer or the Juvenile Court within 72 hours on conditional release or on 654 Informal Supervision either before or at the time of the Detention Hearing.
4. Electronic Monitoring and Home Supervision: Minors who meet certain criteria for out of custody supervision are released by the Juvenile Court at the time of the Detention Hearing.
5. Adjudication Hearing: Minors can be released on straight release, conditional release, 654 Informal Supervision, electronic monitoring or home supervision at the adjudication hearing.
6. Pre-trial Hearing: Minors who admit a plea will be heard at the Pre-trial Hearing, which takes place one week after adjudication. If the child contests the charge, a hearing date is set.
7. Dispositional Hearing: Minors can be released on conditional release, electronic monitoring or home supervision at the dispositional hearing, which takes place three weeks after the Adjudication Hearing.
8. Deputy Probation Officer's extended hours: To expedite release, especially after regular business hours, the hours of the Intake DPO have been extended to 12:00 midnight.

## 7.9 Conclusions

In Alameda County, juvenile offenders either receive formal probation supervision, informal supervision (which involves little to no supervision) or are removed from the home and placed in a group home, foster home or a secure residential treatment facility. Significantly absent from the analysis of court dispositions is the lack of an array of intermediate sanctions available for the court.

The low utilization of diversion and informal supervision by the Deputy Probation Officer early in the process suggests that these two options could greatly increase, especially since many of these same cases proceed through the case handling process and then get informally disposed of by the Juvenile Court. Interviews with Deputy Probation Officers confirm that more diversion should be implemented rather than relying on formal processing early in the process.

The findings of this analysis are also significant in terms of placement dispositions. While it is commendable that the number of youth committed to placement has gone down, it still remains the second most frequent court disposition.

The gaps identified for Non-Custody Intake are:

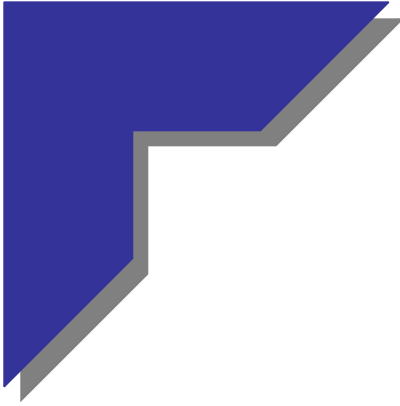
1. There is no assessment included at this early stage to determine if a youth is eligible for diversion or informal supervision. The Youth Service Centers are set up as assessment centers and could be used to conduct these assessments.
2. There is no protocol developed between law enforcement and the probation department to guide the granting of notices to appear in the field.
3. There is a lack of agreement between law enforcement and the Probation Department in the use of the Detention Criteria, particularly by Oakland Police Department.
4. There is a lack of consensus between the District Attorney and the Probation Department about those cases that should be rejected for a petition. Since the rejection rate is 30.5%, it suggests that the Probation Department should place a higher priority on diverting eligible cases.
5. There is no routine court date reminder system in place to remind defendants of their court date. This system has reduced failures to appear in other jurisdictions.
6. There is no case expediter assigned to track cases through the system to identify bottlenecks.
7. There is no use of combined hearings where the disposition hearing is conducted immediately after the adjudication hearing.

The project team identified the following gaps in the In-Custody Intake and release mechanisms for those minors brought into custody:

1. There is no priority given at Juvenile Hall intake to screening out non-violent minors with psychiatric disorders for intensive case management in lieu of detention. Illinois's *Mental Health Juvenile Justice Initiative* evaluates youth admitted to detention and on probation for referral to a wraparound mental health caseload in lieu of detention. There is evidence that youth's emotional problems decreased significantly as evidenced on pre and post test scores using the Child and Adolescent Needs Survey (CANS) instrument<sup>25</sup>. Albuquerque, New Mexico conducts an assessment within 72 hours and refers eligible youth with mental health problems to a case manager in lieu of remaining in detention. Wraparound Milwaukee is a nationally recognized program that targets emotionally disturbed youth for a specialized multi-systemic caseload. This program reports a 23% reduction in new felony arrests and a 65% reduction in the use of out-of-home placement.
2. There is no on-going review of the detained population (e.g. Population Management Screening Committee) to evaluate when the Juvenile Hall population reaches 251 (90% of its design capacity) and to work with the Juvenile Court to expedite a variety of conditional release mechanisms. Experience shows that the child's home situation changes during his custody (e.g. family locates a third party supervisor, family pays their telephone bill or family lifts the block on their telephone thus making the youth eligible for Electronic Monitoring). A child is eligible for Electronic Monitoring if they have access to a telephone and if they have adult supervision. Given this current crowding situation, the Juvenile Hall needs to consider a variety of population management mechanisms to identify the population for conditional release, electronic monitoring or home supervision or other out of custody alternatives to detention or placement.
3. Instead of waiting for 2-3 weeks to be considered for one of the release options discussed above, the Juvenile Hall staff could identify youth within several days from admission and at any time during confinement for home supervision, electronic monitoring, 654 informal supervision or intensive in-home services.
4. Those minors who have a placement order and who are returned to the Juvenile Hall to wait for a placement bed to open should not need to take up a maximum security bed in the Juvenile Hall. These youth have already been determined suitable for community-based supervision, including attending their community school. It does not seem to be the best use of secure beds to keep these youth detained when they could be released to intensive wraparound case management caseloads to wait for a placement bed to open up. For example, Santa Barbara targets youth with placement orders for a specialized caseload in lieu of detention. Our analysis found that 20.7% of the minors admitted to Alameda County's Juvenile Hall in 2003 (using the 3,182 unduplicated admits in 2003) had placement orders. These minors wait an average of 41.9 days to be transferred to a placement facility.
5. African-American youth are disproportionately represented at each stage of the juvenile justice process suggesting that a higher priority needs to be given to address this issue by not only juvenile justice officials but by individual families, schools, communities, social service agencies, faith-based organizations, and community-based organizations

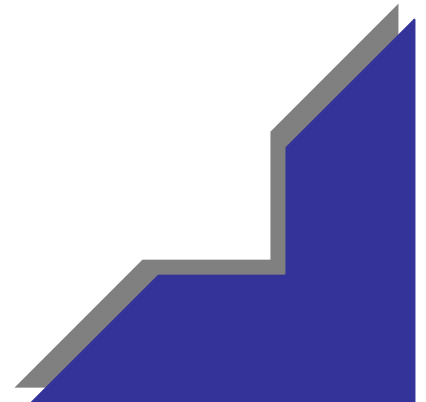
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<sup>25</sup> Lyons, J.S., Griffin, G., Quintenz, S. Jenuwine, M., Shasha, M. (2003). "Clinical and Forensic Outcomes from the Illinois Mental Health Juvenile Justice Initiative". *Psychiatric Services*. Vol. 54., No. 12. Coalition for Juvenile Justice Annual Report for 2000. *Serving the Mental Health Needs of Young Offenders*. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention.



## 8.0 *Diversion*

- *Prevention and Early Intervention for At-Risk Youth*
- *School Based Intervention*
- *Pre-adjudicated Diversion*
- *Diversion Programs for 1<sup>st</sup> Time Adjudicated Offenders*



## **8.1 Prevention and Early Intervention for At-risk Youth**

This chapter describes the types of options available for at-risk and court-involved youth in Alameda County.

### **8.1.1 Introduction**

At risk youth are defined as youth who are under 18 years of age who are beyond the control of a parent or guardian and who are picked up by the police for offenses associated with being an adolescent, such as a runaway, curfew violator or habitual truant.

Alameda County has created a well-established Delinquency Prevention Network to intervene in the lives of youth charged with adolescent offenses under the provisions of Section 601 of the Welfare and Institutions Code of California. The goal of the Delinquency Prevention Network is to identify the specific risk factors that contribute to delinquency and provide direct services to families and youth to reduce these risk factors and increase protective factors.

A total of 11 Youth Service Centers, 10 Case Management and 24 Local Service Area programs have been developed to serve at risk youth. The Network is funded largely by Temporary Assistance for Needy Families (TANF) under contract with the Alameda County Probation Department.

The Network consists of 31 community-based organizations that provide services to these youth in three program categories -- *Youth Service Centers, Case Management and Local Service Area*.

Youth Service Centers are designed to be assessment and crisis intervention sites. The overall goal of the YSC is to resolve crisis, reunify the youth with the family, strengthen the family in dealing with their child and divert the at-risk youth from becoming a delinquent offender. Referrals to YSCs are made by local law enforcement, School Attendance Review Boards, School Attendance Review Teams, school staff, parents, or the youth themselves. The primary service provided is family crisis intervention with short-term family counseling.

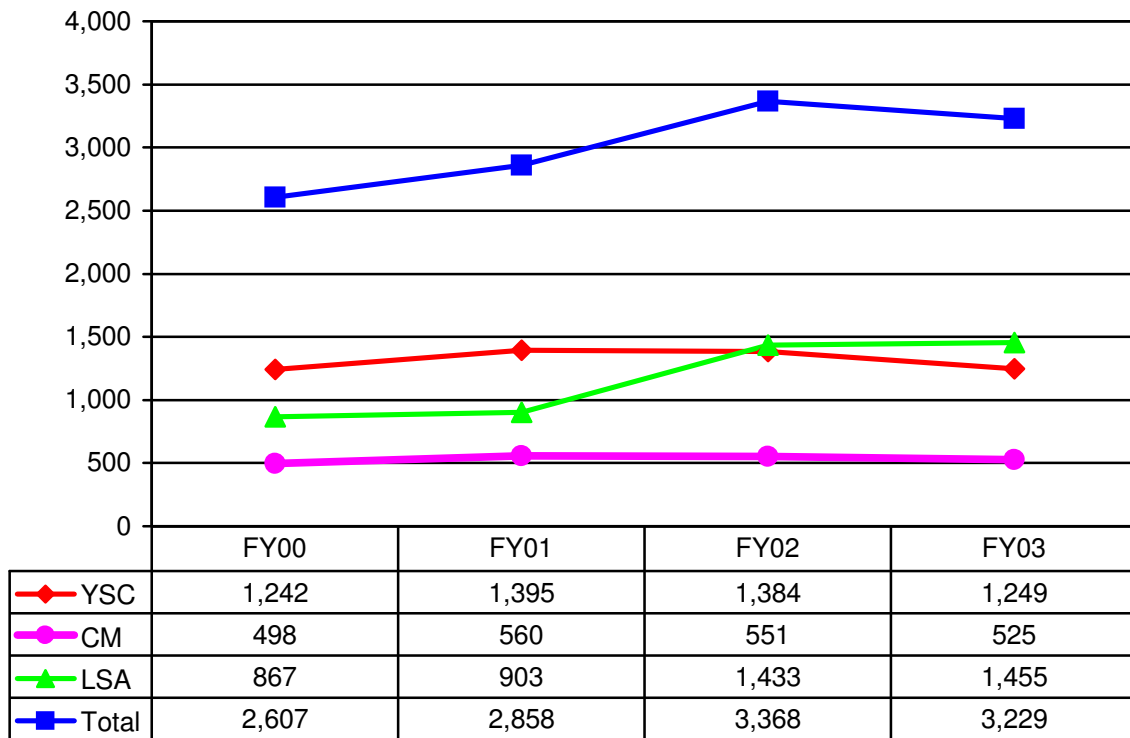
Case Management programs assign a case manager to a family to help them access needed support services to improve their functioning. The overall goal is to help reduce barriers to the family's effective functioning and coordinate services on behalf of the family. The case manager's role is systemic as they address the system barriers that the family faces in achieving optimum functioning, such as housing, substance abuse, health, immigration, job development, social security and assimilation.

Local Service Area programs address a unique need of a geographic area of the County. Because Alameda County is so culturally, racially and socially diverse, these LSAs are specially designed to meet the needs of at risk youth and their families in a targeted community/neighborhood. Twenty-three services are eligible for CYS/TANF funding.



A request for information was made to all TANF-funded programs to gather statistics on the number of youth served for four years. Data were obtained from nine Youth Service Centers, nine Case Management programs and by 11 Local Service Area programs. Figure 8.1 shows that a total of 2,607 truants, incorrigibles and runaways were served by community-based organizations in these three programs in 2000 and the number increased 23.9% between 2000 and 2003 to 3,229. There is no database available to determine how many of these youth were kept out of the juvenile justice system but it is probable that a portion of these youth were diverted.

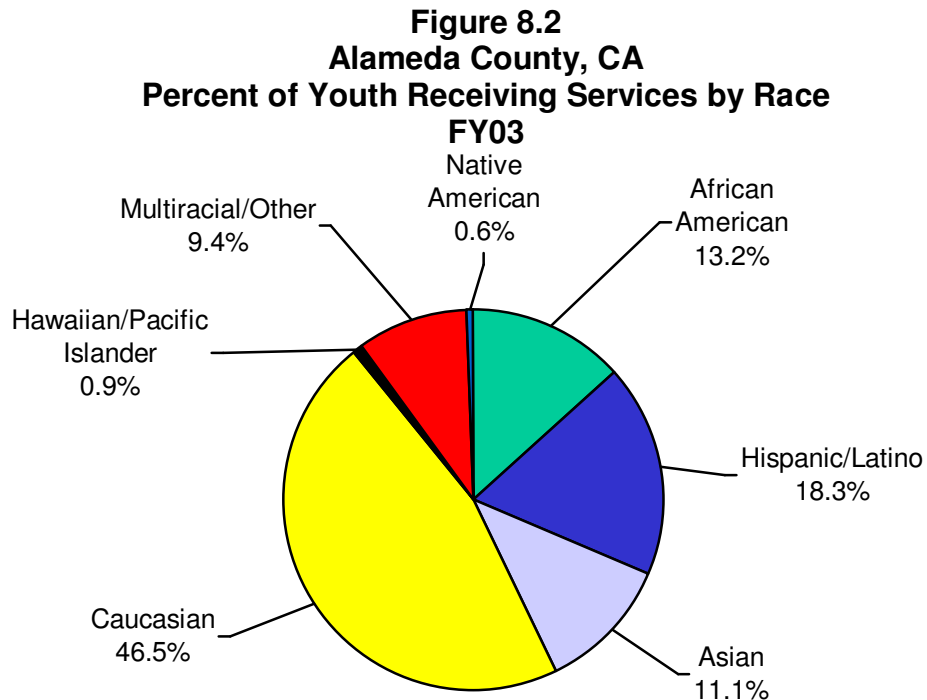
**Figure 8.1**  
**Total Number of Youth Receiving Services by TANF-Funded Agencies**  
**FY00-FY03**



Source: Scotlan Youth and Family Center, Center for Family Counseling, City of Fremont, Hayward, Girls Inc., Second Chance, Xanthos, YWCA, Office of Education (Community Schools Connections Programs and Cal Safe), Valley Community, Donald McCullum and East Bay Asian Youth Center.

This graph also demonstrates that the Youth Services Centers served the greatest number of youth compared to Local Service Area and Case Management. During these four years, 43.7% of the youth were served by YSCs, followed by 38.6% in LSA and 17.7% in CM programs. While there was an increase in number served in all three program categories, YSC had the lowest increase (0.6%) and LSA had the highest increase (67.8%) between FY00 and FY03. The number of youth in CM programs increased by 5.4%.

Figure 8.2 shows the race of youth being served in four sites. Data were not available regarding race among all agencies. This graph shows the race of youth served in all three programs combined.



Source: City of Fremont, Xanthos, YWCA and East Bay Asian Youth Center.  
Note: Includes Youth Service Center, Case Management and Local Service Area

This graph shows that more Caucasian youth were represented in TANF-funded programs than any other group (46.5%) and seventeen percent higher than their percentage of the youth residing in Alameda County (Caucasian youth make up 29.4% of the youth population 10-17 in 2003). Hispanic youth were second highest (18.3%) in these TANF-funded programs similar to their representation in the youth population. African-American youth were third highest in the TANF-funded (13.2%) but four percent lower than their representation in the youth population residing in Alameda County. Asian/Pacific Islander showed the lowest representation (12.0%) compared to their percent of the youth population in Alameda County (22.0%).

These findings partially reflect the location of these programs in regions of the County with higher Caucasian youth. There is no formal YSC program in the City of Oakland and only one program serving Asian youth.

### 8.1.2 Methodology

To evaluate these three program categories, the project team used the following methodologies:

- A literature review of the evaluation of methodologies of prevention/early intervention programs
- Review of the 2003 Statewide Evaluation of the CYSA/TANF Programs conducted by Rand Public Safety and Justice Report
- Review of grant submissions from community based organizations
- Review of the outcomes submitted by community based organizations
- Analysis of referral data submitted by community based organizations
- Interviews with the Alameda County Probation Department
- Interviews and site visits to a representative sample of the TANF programs

The project team developed an *Evaluation Framework* against which all three program categories would be evaluated. Sources used to develop the framework were:

Section 601 Welfare and Institutions Code of California: These programs were measured against Section 601 of the W&I Code, which defines the target population to be served as at-risk youth (runaway, curfew violations or habitual truancy). The overall goal of these programs are to divert these youth from arrest and to community based agencies for early intervention services and to remove all at-risk youth from secure custody.

Comprehensive Youth Services Act (CYSA): The CYSA permits probation departments to expand preventive services to serve children who are habitual truants, runaways, at risk of being wards of the court or are currently under juvenile court supervision or supervision by the probation department. These programs were examined to determine the degree to which these programs addressed the basic goals of the CYSA, specifically, to keep at-risk and probation youths from further crime and to help these youth and families develop essential skills. The services provided by these agencies were to include one or more of the 23 eligible service areas identified in the CYSA regulations.

Temporary Assistance for Needy Families: These programs were assessed to determine whether they worked toward achieving the goals of the Temporary Assistance for Needy Families, specifically, to provide assistance to families so youth may be cared for in their homes, to reduce the dependence of needy parents on government benefits by promoting job preparation, work and marriage, to encourage the formation and maintenance of two-parent families, and to prevent and reduce the incidence of out-of-wedlock pregnancies.

Social Development Model: The Social Development Model<sup>26</sup> is based on the philosophy that there are risk factors in a child's life that contribute to them becoming a delinquent. It also suggests that the impact of these factors can be minimized if there are protective factors that serve as a safety net for the child. According to the Social Development Model, risk and protective factors can be grouped into the following major life domains:

- Community
- Individual
- Family
- School
- Peer

The project team used the tenants of this model to examine the degree to which the community-based organizations assess and measure the reduction in risk factors in their community and in the groups of youth and families they serve.

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<sup>26</sup> Catalano, R.F. and J.D. Hawkins. (1996). *The social development model: A theory of antisocial behavior*. In J.D. Hawkins (Ed.) *Delinquency and Crime: Current Theories*: New York.

Core Components for Effective Programs: The programs were assessed to determine the extent to which they reflected core components that lead to effective intervention as identified in national research. These components are based on findings from evidence-based programs and meta-analyses<sup>27</sup>. These core components are summarized in Exhibits A, B and C.

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<sup>27</sup> Gendreau, P., & Andrews, D.A. (1990). Tertiary prevention: What the meta-analyses of the offender treatment literature tells us about what works. *Canadian Journal of Criminology*, 32.

**Exhibit A**  
**Core Principles of Effective Programs**  
**A National Summary**<sup>28</sup>

1. An assessment of risk and needs should be conducted on each youth at intake using a variety of standardized and valid assessment instruments. Assessment should address the risk factors in the child/family that contribute to delinquent behavior in the following areas:
  - a. Engaging in high-risk behaviors (see also Risk Factor research-Exhibit B):
  - b. Criminogenic risk factors such as the existence of:
    - Criminal attitudes, values, and beliefs
    - Cognitive distortions
    - Associating with criminal peers
    - Isolation from pro-social organizations, adults and peers
    - Having little to no supervision from caring adults and engaging in high-risk behaviors.
2. The goal of prevention/early intervention programs should be to reduce the criminogenic risk factors, increase family functioning and increase the number of protective factors in a child's life.
3. The assessment should result in a written plan of care that specifies goals to be achieved during program involvement.
4. Interventions should match the strengths and deficits of the child in multiple life domains (e.g. individual, community, family, peers, school).
5. Interventions should be tailored to the learning style of the youth and family.
6. Programs should be based on a well-structured design and treatment protocols.
7. Positive behavioral change has a high likelihood of being achieved if the intervention is at least three-four months in duration and includes frequent contacts during the program duration. Programs should specify the duration, document the frequency of hours of service received, and extent of exposure to various interventions.
8. Programs are most effective when they are delivered through a variety of modalities including, individual, group, family counseling, and psycho-educational focus groups.
9. To ensure an effective transition, the process should begin at intake.
10. Treatment interventions should be cognitive-behavioral and instruct youth and families how to reduce their cognitive distortions, recognize their triggers for relapse, reduce their criminal thinking patterns and to develop their skills to deal with problems.
11. Treatment should be provided to the highest risk youth (status or delinquent) because they have a high likelihood of reoffending without the intervention. The greatest number of resources should be devoted to those youth who have the highest risk of reoffending.
12. A period of aftercare should follow discharge from the program (minimum of six months is encouraged).
13. Treatment staff should have the qualifications and experience in the areas in which they practice, they must communicate a caring attitude, they should model pro-social behavior and they should demonstrate leadership.
14. Case management should document changes in the criminogenic risk and needs of the youth while participating in the program.
15. Post-program outcomes should be tracked at various intervals (at 6, 12 and 18 months is recommended) to determine where programs should modify their delivery methods.
16. An average reduction of 25%-30% in recidivism from treatment and control groups is expected in effective programs.

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<sup>28</sup> Gendreau, P., & Goggin, C. (1996). Principles of effective correctional programming. Forum on Correctional Research, Vol 8.

**Exhibit B**  
**Types of Risk Factors Found in the National Literature**<sup>29</sup>

Community Factors

- Availability and use of alcohol and other drugs
- Neighborhood norms favoring the use of firearms, crime and drug use
- Low levels of attachment to community organizations
- Little bonding with the community-alienation from pro-social organizations

Family Factors

- Little or no supervision by adults
- Chronic family conflicts
- Regularly witness domestic violence in the home
- Parent's involvement in the adult criminal justice system
- Parent's regular use and abuse of alcohol and other drugs

School Factors

- Chronic truancy and lack of consequences and intervention
- Suspensions and expulsions and lack of intervention and support services
- Academic failure
- Lack of commitment to school

Individual Factors

- Early onset of problem behavior
- Non-compliance with family, school and community organizations
- Peers involved in at-risk behavior
- Brain-based emotional disorders
- Co-occurring medical, mental health, substance abuse, familial and social problems

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<sup>29</sup> Catalano, R.F. and J.D. Hawkins. (1996). *The social development model: A theory of antisocial behavior*. In J.D. Hawkins (Ed.) *Delinquency and Crime: Current Theories*: New York.

Classification of Prevention Programs<sup>30</sup>

Primary prevention:	Prevents the occurrence of delinquency by addressing the risk and protective factors.
Secondary prevention (Early Intervention):	Intervenes with children in the early stages of delinquency.
Tertiary prevention (Intervention):	Rehabilitates and prevents future recidivism.

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<sup>30</sup> Brantingham, P.J. & Faust, F.L. (1976). A conceptual model of crime prevention. *Crime & Delinquency*, 22.

**Exhibit C**  
**International Community Corrections Association**  
**Correctional Practice Treatment Survey Principles**<sup>31</sup>

Offender Assessment

- Use a combination of standardized risk/need assessment instruments that result in a score to assess the likelihood of recidivism and supplement with non-standardized, psycho-social assessments.
- Measure the child's responsivity to treatment through evaluation of personality, attitudes, beliefs, and IQ/educational level.
- Norm and validate the assessment instruments on the population being targeted.
- Reassess the youth/family to modify treatment goals, where needed.

Program Elements

- Standard program modules/curriculums should be used to ensure that they are delivered consistently.
- Behavior change occurs when the duration of a program lasts between 3-9 months.
- The frequency and the length of sessions is as important to behavior change as is the duration of the program involvement.
- Each program should have well-established protocols for monitoring the behavior of the offender.
- Each program participant should learn to recognize high-risk situations or their triggers for relapse.
- A system of rewards, incentives, and sanctions should be developed to encourage participation and successful completion.
- Role playing provides important opportunities to model and rehearse new behaviors that are learned while involved in the program.
- New behaviors are reaffirmed through reading assignments, homework, journal writing, and report writing

Matching Offenders with Specific Types of Treatment

- Not all offenders require the same level of intervention.
- Focus the greatest amount of resources and intervention on the highest risk offenders.
- After assessing need, the program should target those risk factors that have a high likelihood of contributing to delinquency.
- Programs based on social learning theories and cognitive behavioral methods are the most effective in teaching offenders that every thought, attitude and feeling leads to action.

Staff Credentials and Experience

- Treatment staff should have a 4-year degree in the social sciences and have a minimum of 2 years experience with offenders in a clinical setting.
- Low staff turnover promotes stability in the program.
- Staff training should be continuous to ensure that staff have current knowledge on research findings, national literature and nationally accepted best practices.
- Clinical staff should receive regular supervision by a licensed clinical supervisor.
- Staff are responsible to model positive behavior for offenders.

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<sup>31</sup> Latessa, E.J., Pealer, J.A., Shaffer, D.K. (2003). *Correctional Practice Treatment Survey*, International Community Corrections Association.



### Aftercare

- Transitional planning should be an integral component of each program.
- Transitional planning should occur at intake.
- Aftercare should provide continuing care to reduce recidivism

### Interagency Collaboration

- Offender programs cannot operate effectively in isolation from community based organizations.
- All agencies should consider best practices research as high priority in ensuring program effectiveness.

Proposed Performance Measures: Funding submissions submitted to the Alameda County Probation Department for the Youth Service Centers, Case Management and Local Service Area programs were reviewed by the project team. Information was obtained from the Program Outcome and Accountability Reports submitted by the Delinquency Prevention programs for July-December 2003. After reviewing these documents and the Rand Public Safety and Justice Statewide Evaluation of the CYS/TANF Programs, Final Report (2003), the project team developed a *Working Draft of Proposed Performance Measures* that could be considered by the Probation Department and the community-based organizations to document their impact on youth, families and the community in Alameda County. These performance measures are categorized into *process, immediate and post-discharge measures* and are identified in Exhibit D. The measures identified in the *Working Draft* should be considered as the first step toward developing outcome measures for delinquency prevention in Alameda County. And more importantly, final performance measures should be developed jointly by the Probation Department and the community-based organizations.

Logic Model of Program Evaluation: The project team developed a framework for measuring performance in Alameda County's juvenile justice programs using the Logic Model.<sup>32</sup> The Logic Model is a program evaluation tool for measuring and monitoring programs against their stated goals, objectives and projected outcomes.

The Logic Model has four components:

- Conditions: Represents community needs that require a response. They describe the problem statement to be addressed.
- Activities: Is the response to the condition that needs to be addressed such as actions, programs or interventions. These interventions are aimed at producing both an immediate and a long-term outcome.
- Outcomes: Represents the immediate results that occur as a result of these activities and they reflect the impact in the youth/family while they are involved in the program.
- Impacts: Are the long-term results that will likely occur when outcomes are achieved and include post program outcomes following discharge from the program.

The project team used this Logic Model as its framework for evaluating all juvenile justice programs under its Scope of Services.

On-site Interviews with Community based Organizations: On site interviews were conducted with a total of nine Youth Service Centers, Malabar Crisis Receiving Home, seven agencies operating Case Management programs and nine agencies operating Local Service Area programs. The purpose of the interviews was to supplement the information gathered from other sources.

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<sup>32</sup> Office of Juvenile Justice and Delinquency Prevention.(2004). *Logic Model of Program Evaluation*.

**Exhibit D**  
**Proposed Performance Measures**  
**For Delinquency Prevention Programs<sup>33</sup>**

**PROCESS PERFORMANCE MEASURES**

Process measurements document that the activities and services performed in each program relate to the program's intended project design. In developing these measurements, the agency examines the characteristics of the youth/families/victims/communities that it serves. The needs of these constituent groups should drive the development of goals, objectives and interventions.

1. Program meets the goals/intent of the Comprehensive Youth Services Act (CYSA)
2. Program meets the eligible target populations and goals of the Temporary Assistance for Needy Families (TANF)
3. Program offers one of the 23 services identified as eligible in the CYSA
4. All youth and families referred for services receive an assessment of their strengths, risk and needs, a written treatment plan is developed and this plan is used to match the type and level of services provided to the youth and family.
5. Clinical staff providing services directly to youth and families can demonstrate that they have the educational and experiential qualifications related to the specific area in which they practice.
6. Program demonstrates that it is family focused.

**IMMEDIATE PERFORMANCE MEASURES**

Immediate measurements document that the project design, activities and services have produced positive, pro-social attitudes, beliefs and behavioral changes in the youth while they have participated in the program.

1. Program showed no new arrests while participating in the program.
2. Program demonstrated no new applications for petitions while participating in the program.
3. Program demonstrated no new sustained petitions while participating in the program.
4. Program demonstrated no new admissions to the Juvenile Hall while participating in the program.
5. Program showed a reduction in truancy and an increase in school attendance while participating in the program.
6. Program demonstrated that youth regularly attended their treatment programs while participating in the program.
7. Program showed no increase in teen pregnancies while the youth was participating in the program.
8. Program demonstrated gain in school performance of the youth participating in the program.
9. Program demonstrated that eligible youth obtained employment upon discharge from the program.
10. Program demonstrated a reduction in positive drug use for those youth identified with a drug problem.
11. Prior to release, a written aftercare plan is developed and agreed upon by the youth and their family.

**POST-DISCHARGE PERFORMANCE MEASURES**

Post program measurements document the impact of the program in achieving its ultimate outcomes.

1. Program demonstrated that of the youth discharged from the program there were no admissions to the Juvenile Hall within 6 months following their discharge from the program.

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<sup>33</sup> Huskey & Associates. (2004). *Proposed Performance Measures For Consideration by All TANF-Funded Providers.*

### 8.1.3 Findings from Program Outcome and Accountability Reports

#### 8.1.3.1 Number of Youth and Families Served

During the first half of FY04, the eleven YSCs served 878 youth and 974 families. The 10 Case Management Programs served 745 youth and 794 families, and the 24 Local Service Area Programs served 3,716 youth and 1,413 families.

**Table 8.1**  
**Alameda County Delinquency Prevention Programs**  
**July 1, 2003 — December 31, 2003**  
**Number of Youth and Families Served**

Program	YSC	CM	LSA
Number of Youth Served	878	745	3,716
Number of Families Served	974	794	1,413
Average Length of Stay	6.5 Sessions <sup>1</sup>	N/A <sup>2</sup>	N/A <sup>2</sup>

11 YSC Programs

10 Case Management Programs

24 LSA Programs

<sup>1</sup> Average lengths of stay based upon 9 agencies.

<sup>2</sup> Average length of stay not reported for these programs due to different time periods reported.

#### 8.1.3.2 Youth Service Centers

The 11 YSCs were examined to determine their commonalities. This analysis is based on information from the Program Outcome and Accountability Reports submitted by the community-based organizations and supplemented with data gathered by the project team from interviews with a total of nine Youth Service Centers. The findings are summarized on Table 8.2.

### Findings

#### 8.1.3.3 Referral Sources

All YSCs received referrals from the police, schools, youth and/or parents. One of the agencies also accepted youth from other agencies and one from School Attendance Review Boards. It must be noted that referral sources were not always stated in the reports, but were gleaned from the interviews conducted by the project team and from their program descriptions.

#### 8.1.3.4 Assessment Instruments Used by Youth Service Centers

One of the core elements for effective programs is that every child and family be assessed on risk factors, strengths and needs and that this assessment guides the development of a written plan and the matching of services to identified needs.

All YSCs used a structured, but non-standardized, psycho-social assessment of risk factors, strengths and needs on various domains (problem areas) at intake. Eight out of ten (81.8%) YSCs examined five risk factors and domains (individual, community, family, peers, and school).

Fewer YSCs used standardized assessment instruments. Elements of a standardized assessment are that they meet the test of reliability and validity on a specific population being served, for example, on youth in Alameda County, and they result in a score that quantifies level of risk and need at intake (pre-test) and again at the conclusion of the intervention (post-test). A standardized instrument gives administrators information about whether risk factors have decreased as a result of the intervention and thus is a valuable tool in quantifying outcomes of the intervention.

**Table 8.2**  
**Alameda County, CA Youth Service Center Programs**  
**Youth Services Centers Report on Performance Measures (Based upon 11 YSC Programs)**  
**July 1, 2003-December 31, 2003**

Process Performance Measures	Immediate Performance Measures	Post Program Performance Measures
<u>Referral Sources</u>	5 (45.5%) YSCs reported an average 85.8% of cases closed successfully <sup>1</sup> .	No YSCs reported any information on Post Program Performance Measures
11 (100.0%) YSCs accept from Police, Schools, Self Referrals and/or Parents.	8 (72.7%) YSCs reported an improvement in or reduction in 601 behaviors.	
1 (9.1%) YSC accepts also from Other Agencies.	9 (81.8%) YSCs reported improvements in family functioning, parent child relationship or reduced family conflict.	
1 (9.1%) YSC accepts also from School Attendance Review Boards.	4 (36.4%) YSCs reported improvements in communication skills, problem solving skills.	
	2 (18.2%) YSCs reported that an average of 94.9% of youth were returned home with parent, relative or family friend.	
<u>Assessment Instruments Used by Youth Service Centers</u>	2 (18.2%) YSCs reported severity of the matter decreased as evidenced on Client Satisfaction Surveys	
11 (100.0%) YSCs used Therapist's Assessment	2 (18.2%) YSCs reported an average 73.1% of youth improved school behavior, attendance and/or performance.	
11 (100.0%) YSCs used some form of Client Satisfaction Evaluation Surveys	3 (27.3%) YSCs did not report any immediate performance measures.	
4 (36.4%) YSCs used Family Development Matrix Scale.	For 1 (9.1%) YSC, immediate performance measures did not specify to which program they applied, i.e., YSC or Case Management.	
2 (18.2%) YSCs used Global Assessment Functioning Scale.		
1 (9.1%) YSC used both Family Development Matrix Scale and Global Assessment Functioning Scale.	<u>Proposed Immediate Performance Measures/Core Elements*</u>	

Process Performance Measures	Immediate Performance Measures	Post Program Performance Measures
3 (27.3%) YSCs used Pre-Post Tests.	Of the 11 Immediate Performance Measures proposed, YSCs had available information on 2 measures: (1) a reduction in truancy and an increase in school attendance and (2) gain in school performance.	
6 (54.6%) YSCs used Other/Additional Types of Evaluations:		
Progress Reports.		
Grade Reports.		
CPS Reports.		
Reports from Youth Shelter.		
Initial, 90-day, & termination assessment.		
<u>Types of Services Provided by Youth Service Centers</u>		
11 (100.0%) YSCs—Crisis Intervention		
11 (100.0%) YSCs—Family Reunification Services		
10 (90.9%) YSCs—Family Counseling		
2 (18.2%) YSCs—602 Diversion		
2 (18.2%) YSCs—Individual Counseling		
<u>Custody Status</u>		
4 (36.4%) YSCs reported custody status of youth.		
7 (63.6%) YSCs did not report custody status of youth.		
<u>Proposed Process Performance Measures/Core Elements*</u>		

Process Performance Measures	Immediate Performance Measures	Post Program Performance Measures
11 (100.0%) YSCs met the goals/intent of the Comprehensive Youth Services Act.		
11 (100.0%) YSCs met the eligible target populations and goals of the Temporary Assistance for Needy Families (TANF).		
11 (100.0%) YSCs offered at least 4 of the 23 services identified as eligible in the TANF.		
9 (81.8%) YSCs assess the strengths, risk and needs of referred youth and families. For 2 (18.2%) YSCs, it is not clear whether or not they do.		
9 (81.8%) YSCs prepare a written plan to use to match type and level of services provided. For 2 (18.2%) YSCs, it is not clear whether they do or not.		
7 (63.6%) YSCs reported that 100% of youth were seen with family; 1 (9.1%) YSC reported 96% of youth seen with family; 1 (9.1%) YSC reported 66% of youth seen with family; 1 (9.1%) YSC reported 40% of youth seen with family; 1 (9.1%) YSC reported 22% of youth were seen with family.		
11 (100.0%) YSCs have licensed clinical staff.		
YSCs provided information on all 6 Process Performance Measures Proposed,	<sup>1</sup> 3 YSCs stated explicitly that counselors/therapists assessed improvement and determined the cases closed successfully. 2 YSCs stated, a percentage of closed cases were classified as successful or being closed successfully.	

\*Proposed Performance Measures and Core Elements for Effective Programs (3/10/04)  
Note: Success is defined as completing all conditions without any new arrests.

All YSCs used some form of Client Satisfaction Evaluation Survey to evaluate receptivity of the intervention. While these resulted in a score, these evaluation surveys were developed in-house and, therefore, are not standardized among all YSCs, nor are they validated on Alameda County youth/families. Four (36.4%) used the Family Development Matrix Scale alone, two (18.2%) used the Global Assessment Functioning alone, while one (9.1%) used both the Family Development Matrix Scale and the Global Assessment Functioning together.

Other types of assessment instruments were used by six (54.6%) YSC programs. These included progress reports that were prepared either by schools, Child Protective Services or from the Youth Shelter. One YSC designed an agency-specific assessment instrument for use at intake, at 90-days, and at termination.

#### **8.1.3.5      Types of Services**

All eleven (100%) YSCs identified that they provided family crisis intervention, short-term family counseling and family reunification services and 2 YSCs (18.2%) also indicated that they provided individual counseling. Two YSCs operate 602 diversion programs (diversion programs prior to adjudication of misdemeanant and minor felony offenders).

#### **8.1.3.6      Custody Status**

Four (36.4%) YSCs reported that an average of 27.9% of the youth served were in-custody and an average of 72.1% were out-of-custody youth. However, the custody status of youth was not reported by seven (63.6%) YSCs.

#### **8.1.3.7      Duration of Program Intervention**

Ten YSCs reported that the average length of stay ranged from 3 to 13 sessions with an overall average of 6.5 sessions.

#### **8.1.3.8      Conclusions Regarding Youth Service Centers**

The following conclusions were based on an assessment of the extent to which the YSCs used performance measures to evaluate and monitor their impact on reducing risk factors in the lives of at-risk youth and families.

The following description summarizes the degree to which the YSCs used process, immediate or post-discharge performance measures:

- All YSCs provided information relating to all six of the proposed process performance measures.
- Only two agencies could provide information on immediate performance measures.
- No agency reported information relating to the post-discharge performance measures.

All eleven YSCs addressed the goals of the Comprehensive Youth Services Act within their program design. The eleven YSCs offered at least four of the 23 services identified as eligible services in the CYSA. All YSCs addressed the goals of Temporary Assistance for Needy Families.

All eleven YSCs served the targeted at-risk populations – a minor under 18 years of age who is beyond the control of the parent or guardian with behavior which falls within the provisions of Section 601 W&I (such as runaway, curfew violations, or habitual truancy).



Nine (81.8%) of the YSCs assessed risk and needs and prepared written plans after the assessment. Also, these nine agencies indicated that they used this assessment to match the type and level of services provided. For two YSCs (18.2%), it was not clear whether youths and/or families were assessed at intake and/or if written plans were prepared.

Three-quarters of the YSCs reported that the family was their unit of service by indicating that they see youth with their families, which is a key goal of the Comprehensive Youth Services Act. Other agencies reported various levels of family involvement. Eight (72.7%) reported 96%-100% of the youth were seen together with his/her family. One (9.1%) reported that two-thirds of the youth were seen with his/her family, one (9.1%) reported that 40% of the youth were seen with family and one (9.1%) reported that 22% of the youth were sent with their family.

In all YSCs, clinical staff providing services directly to youth and families were reported to possess the educational and experiential qualifications related to the specific area in which they practice. Six (54.5%) programs reported to have on staff licensed marriage and family therapists and five (45.5%) agencies reported that they had other licensed clinicians.

Regarding the outcomes of youth and families while participating in the YSC, five (45.5%) YSCs reported an average 85.8% of cases closed successfully.

Eight (72.7%) YSCs reported an improvement in or reduction in 601 behaviors. However, three YSCs (27.3%) neither reported a percentage of clients who improved nor stated explicitly to what 601 behaviors were referred.

Three (27.3%) YSCs did not report any immediate performance measures, and for one (9.1%) it could not be determined to which program the immediate performance measures applied, i.e., YSC or Case Management.

Improvements in family functioning and parent child relationships were reported by nine (81.8%) YSCs. Forty-four percent of the nine stated that there were also improvements in communication skills and problem solving skills based on a subjective evaluation conducted by therapist.

Six YSCs reported outcomes on family reunification, the decrease in risk factors and gain in school-related problems. Two (18.2%) YSCs, who had recorded the custody status of youths, reported that an average 94.9% of youth were returned home to their parent, relative or family friend. Two other YSCs reported that the severity of the matter decreased as evidenced on Client Satisfaction Surveys. In addition, another two YSC agencies (18.2%) reported an average 73.1% of youth improved school behavior, attendance and/or performance.

Two YSCs (18.2%) provided information on two of the Immediate Performance Measures proposed:

1. One program showed a reduction in truancy and an increase in school attendance while participating in the program
2. One program demonstrated gain in school performance of the youth participating in the program.

#### **8.1.4 Core Components of Effective Programs**

The reports indicated that many of the YSCs addressed Core Components of Effective Programs as defined in Exhibit B:

- Assessment of risk and needs were based on standardized assessment tools (Family Development Matrix Scale and the Global Assessment Functioning Scale) assessing individual and family functioning. (7 YSCs).
- Assessments resulted in written plans of care that specified goals to be achieved during program involvement. (9 YSCs).
- Interventions were tailored to the strengths and deficits of the child in the life domains of individual, community, family, peers, and school. Improvements were noted in the reduction of 601 behaviors, and improved school attendance and performance. (8 YSCs)
- Program services consisted of family crisis intervention, short-term strategic family counseling and family reunification services. (11 YSCs)
- Treatments were cognitive-behavioral (skill based) and instructed youth and families in skills to improve their communication, problem solving and parenting skills. (4 YSCs)
- Treatment staff have the qualifications and experience in the areas in which they practice because all staff were either licensed marriage and family therapists, licensed clinical psychologists or licensed therapists. (11 YSCs).

### **8.1.5 Case Management Programs**

A total of 10 case management programs were examined using the information from the Program Outcome and Accountability Reports and the on-site interviews. The findings are summarized in Table 8.3.

#### **Findings**

##### **8.1.5.1 Referral Sources**

All Case Management Programs received referrals from the police, schools, youth and/or parents. Three of the ten programs (30.0%) also accepted youth from other agencies. It must be noted that referral sources were not always stated in the reports, but were gleaned from the interviews conducted by the project team and from their program descriptions.

##### **8.1.5.2 Assessment Instruments Used by Case Management Programs**

Similar to the YSC, all of the ten (100.0%) Case Management Programs used a non-standardized psycho-social assessment of risk factors, strengths and needs on the five domains. Most indicated that they use the same process for both the YSC and the CM.

A total of seven of the programs used standardized assessment instruments such as the Family Development Matrix Scale (40%) and the Global Assessment Functioning Scale (30.0%). Five (50.0%) Case Management Programs used instruments explicitly designed by the particular agency to establish a baseline at intake and then to evaluate at the end to assess whether there was resolution of the problems identified at intake. These assessment instruments were developed specifically for their agency's services and were not standardized across the case management programs.

All ten (100.0%) Case Management Programs used some form of Client Satisfaction Evaluation Surveys during the course of treatment and at the conclusion of treatment.

Other or additional types of evaluations were used by three (30.0%) Case Management Programs. These included progress reports that could be prepared by schools or other agencies involved with the youth and/or his/her family. One Case Management Program reported using an agency-specific Case Management Agency Report.

##### **8.1.5.3 Types of Services**

Case management is a systemic intervention for families with multiple problems. It addresses the system barriers that the family faces in achieving optimum functioning, such as housing, substance abuse, health, immigration, job development, social security and assimilation. Most case managers worked hand-in-hand with the Marriage and Family Therapist working in the Youth Service Center. Additionally, the case manager represented the family/youth on various multi-disciplinary teams, including the School Attendance Review Board (SARB).

All ten (100%) Case Management Programs provided the following services:

- Immediate response (crisis intervention)
- Service linkages
- Integrated/individualized services
- Information and referral
- Case tracking

**Table 8.3**  
**Alameda County, CA Youth Service Center Programs**  
**Case Management Programs Report on Performance Measures (Based upon 10 CM Programs)**  
**July 1, 2003-December 31, 2003**

Process Performance Measures	Immediate Performance Measures	Post Program Performance Measures
<u>Referral Sources</u> 7 (70.0%) CMs accept from Police, Schools, Self Referrals	5 (50.0%) CMs reported an average 75.5% of the risk factors identified were either partially or completely resolved.	No CMs reported any information on Post Program Performance Measures
3 (30.0%) CMs accept from Police, Schools, Other Agencies, Parents, Self Referrals	4 (40.0%) CMs reported an average 79.1% of cases closed successfully <sup>1</sup> .	
	7 (70.0%) CMs reported improvements in family functioning, parent child relationship or reduced family conflict.	
	2 (20.0%) CMs reported an average 80.0% of families followed through on two or more of recommended services successfully.	
<u>Assessment Instruments Used by Case Management Programs</u>	2 (20.0%) CMs reported an average 80.3% of youth improved school behavior, attendance and/or performance.	
10 (100.0%) CMs used Therapist's Assessment.	1 (10.0%) CM reported that 14 cases did not enter Juvenile Justice System.	
10 (100.0%) CMs used some form of Client Satisfaction Evaluation Surveys.	2 (20.0%) CMs did not report any immediate performance measures.	
5 (50.0%) CMs used Pre-Post Tests.	For 1 (10.0%) CM, immediate performance measures did not specify to which program they applied, i.e., YSC or Case Management.	
3 (30.0%) CMs used Family Development Matrix.	<u>Proposed Immediate Performance Measures/Core Elements*</u>	

Process Performance Measures	Immediate Performance Measures	Post Program Performance Measures
2 (20.0%) CMs used Global Assessment Functioning Scale.	Of the 11 Immediate Performance Measures proposed, YSCs had available information on 2 measures: (1) a reduction in truancy and an increase in school attendance and (2) gain in school performance.	
1 (10.0%) CM used both Family Development Matrix Scale and Global Assessment Functioning Scale.	5 Case Management Programs specifically documented changes in the criminogenic risk and needs of the youth while participating in the program: an average 75.5% of the risk factors identified were either partially or completely resolved.	
3 (30.0%) CMs used Other/Additional Types of Evaluations:		
Case Management Agency Report.		
Progress Reports.		
Grade Reports.		
DHP Reports.		
School Attendance Reports.		
Reports from Teachers.		
School Records.		
<u>Types of Services Provided</u>		
10 (100.0%) CMs—Immediate Response		
10 (100.0%) CMs—Service Linkages		
10 (100.0%) CMs—Integrated/Individualized Services		
10 (100.0%) CMs—Information & Referral		
10 (100.0%) CMs—Case Tracking & Disposition Services		

Process Performance Measures	Immediate Performance Measures	Post Program Performance Measures
<u>Proposed Process Performance Measures/Core Elements*</u>		
10 (100.0%) CMs met the goals/intent of the Comprehensive Youth Services Act.		
10 (100.0%) CMs met the eligible target populations and goals of the Temporary Assistance for Needy Families (TANF).		
10 (100.0%) CMs offered at least 3 of the 23 services identified as eligible in the TANF.		
10 (100.0%) CMs assess the strengths, risk and needs of referred youth and families.		
10 (100.0%) CMs prepare a written plan and use it to match type and level of services provided.		
3 (30.0%) CMs reported that 100% of youth were seen with family; 3 (30.0%) CMs reported that from 80% to 97% of youth were seen with family; 1 (10.0%) CM reported that 48% of youth were seen with family. 3 (30.0%) CMs reported that 12%, 20%, or 27% of youth were seen with family.		
10 (100.0%) CMs reported having licensed clinical staff.		
CMs provided information on all 6 Process Performance Measures Proposed.	<sup>1</sup> 1 CM stated explicitly that the case manager assessed the cases closed successfully. 3 CMs stated, a percentage of closed cases were classified as successful or being closed successfully.	

\*Proposed Performance Measures and Core Elements for Effective Programs (3/10/04)  
Note: Success is defined as completing all conditions without any new arrests.

#### **8.1.5.4      Duration of Program Intervention**

While case management services were reported to last for up to one year in some cases, the average months in case management was reported to be 6.5 months. One agency reported case management services ranging from one session to 1.5 years, another reported 12.75 client contacts for the closed cases, and another from 1-2 sessions as the average length of service. Two (20.0%) reported length of case management service in months, 5 months and 6.5 months. Four reported length of service in number of sessions ranging from 2 to 15, with an average of 9.5 sessions.

#### **8.1.5.5      New Database Created By Edens Information and Referral**

With the assistance of the Case Management providers, Edens Information and Referral developed a separate database reporting the risk factors that have been partially or completely resolved by case managers. Data were sent to the project team and it was analyzed and summarized on Table 8.4.

**Table 8.4**  
**Alameda County Case Management Statistics**  
First through Fourth Quarters - July 2003 through June 2004  
Problem Resolution by Risk Factor for Referred Youth – Closed Cases N=582  
1,730 Risk Factors Identified

	Risk Factors	# Youth	% of 582 Youth	Number Resolved		Number Unresolved	
				Problem Resolved	Partially Resolved	Inadequate Resources	Services Declined
Educational Risk Factors	Failing school, low grades	176	30.2%	82	68	5	21
	School behavior, suspension	131	22.5%	87	24	1	19
	Tuancy, attendance problems	217	37.3%	104	83	5	25
	Learning disability, developmental problem	52	8.9%	35	9	1	7
Total Educational Risk Factors		576	98.9%	308 (53.5%)	184 (31.9%)	12 (2.1%)	72 (12.5%)
Mental Health Risk Factors	Drug/Alcohol problem	45	7.7%	21	11	6	7
	Depression, anxiety, emotional difficulties	115	19.8%	78	20	5	12
	High-risk, self-destructive behavior	78	13.4%	39	28	3	8
	Victim of crime	30	5.2%	17	10	1	2
Total Mental Health Risk Factors		268	46.1%	155 (57.8%)	69 (25.8%)	15 (5.6%)	29 (10.8%)
Physical Health Risk Factors	Physical health, well-being issues	161	27.7%	77	68	7	9
	Total Physical Health Risk Factors		161	27.7%	77 (47.8%)	68 (42.2%)	7 (4.4%)
Anti-Social Risk Factors	High conflict relational patterns	102	17.5%	61	28	4	9
	Antisocial behavior, potential for violence	30	5.2%	17	11	2	0
	Gang involvement	17	2.9%	9	2	5	1
Total Anti-Social Risk Factors		149	25.6%	87 (58.4%)	41 (27.5%)	11 (7.4%)	10 (6.7%)
Parent Child Relationship Risk Factors	Beyond parental control	130	22.3%	82	25	6	17
	Runaway or absent from home without consent	39	6.7%	15	18	1	5
	Youth "pushed out" from family home	30	5.2%	10	13	4	3
Total Parent Child Relationship Risk Factors		199	34.2%	107 (53.8%)	56 (28.1%)	11 (5.5%)	25 (12.6%)
Parent Functioning Risk Factors	Parent/guardian(s) appear overwhelmed	299	51.4%	188	74	3	34
	Parent/guardian(s) unresponsive, uninvolved	78	13.4%	33	32	1	12
Total Parent Functioning Risk Factors		377	64.8%	221 (58.6%)	106 (28.1%)	4 (1.1%)	46 (12.2%)



Source: Alameda County CYSA Case Management Statistics, First through Fourth Quarters 2003-2004 reported by Dr. Carolyn Weston, Edens Information and Referral.

Five hundred eighty-two cases were closed between July 2003 and June 2004. During this period, 1,730 risk factors were identified among these 582 youths. A total of 955, 55.2%, of these risk factors were fully resolved at the case closing. For specific risk factor categories, the following findings were reported:

- Educational Risk Factors – 53.5% fully resolved.
- Mental Health Risk Factors – 57.8% fully resolved.
- Physical Health Risk Factors – 47.8% fully resolved.
- Anti-Social Risk Factors – 58.4% fully resolved.
- Parent Child Relationship Risk Factors – 53.8% fully resolved.
- Parent Functioning Risk Factors – 58.6% fully resolved.

These findings indicate the value of case management involvement in the lives of these families.

### **8.1.5.6 Conclusions Regarding Case Management Programs**

The Case Management Programs provided greater detail of documentation on performance than the Youth Service Centers. All ten Case Management Programs provided information on six of the proposed process performance measures, much higher than the YSC.

The ten Case Management Programs offered at least three of the 23 services identified as eligible in the Comprehensive Youth Services Act. All Case Management Programs addressed the goals of TANF with specific emphasis on providing assistance to families so youth may be cared for in their homes.

All ten Case Management Programs served the eligible target populations – a minor under 18 years of age who is beyond the control of the parent or guardian with behavior which brings him/her within the provisions of Section 601 W&I (such as runaway, curfew violations, or habitual truancy).

There were no standardized assessment instruments used by all CM programs. All ten (100.0%) Case Management Programs used non-standardized assessment instruments of risk factors and they prepared written plans based on the assessment. Further, they reported that they used this assessment to match the type and level of services provided.

More than one-half of the Case Management Programs demonstrated a family focus by seeing the youth with their families, which is a key goal of the CYSA. Three (30.0%) reported that all youth were seen with his/her family and an additional three (30.0%) reported that from 80% to 97% of youth were seen with family. However, four (40.0%) reported that less than fifty percent of the youth were seen with his/her family.

Clinical staff providing services directly to youth and families in all ten Case Management Programs were reported to possess the educational and experiential qualifications related to the specific area in which they practice. Five (50.0%) programs had on staff licensed marriage and family therapists, the remaining five (50.0%) had staff designated as a licensed clinicians.

Regarding documentation of the progress while involved with the case manager, five (50.0%) Case Management Programs reported an average 75.5% of the risk factors identified were either partially or completely resolved at discharge. Five programs did not report whether there was a resolution of risk factors even though they assessed these issues at intake.

Four (40.0%) Case Management Programs reported an average 79.1% of cases closed successfully. There was no consistent reporting of the number and percent of cases that were closed successfully. Six (60.0%) CM Programs did not report percentage of cases closed successfully.

Seven (70.0%) Case Management Programs reported improvements in family functioning, parent child relationships or reduced family conflict.

An average 80.3% of youth participating in two programs improved their school behavior, attendance and/or performance as reported by two (20.0%) Case Management Programs.

Two (20.0%) of the Case Management Programs reported that an average 80.0% of families followed through successfully on two more of the recommended services.

One Case Management Program reported that 14 cases were prevented from entering the juvenile justice system due to the agency's intervention with the youth and their families.

Two (20.0%) Case Management Programs did not report any immediate performance measures, while for one (10.0%) it could not be determined to which program the immediate performance measures applied, i.e., YSC or Case Management.

### **8.1.5.7 Core Components of Effective Programs**

Case Management Programs reported information on the following six Core Components of Effective Programs:

- Assessment of risk and needs were based on standardized assessment tools (Family Development Matrix Scale and the Global Assessment Functioning Scale) assessing individual and family functioning. (6 CMs)
- Interventions conducted by the Case Management Programs addressed the strengths and deficits of the child in the life domains of individual, community, family, peers, and school as improvements were noted in the reduction of 601 behaviors, and improved school behavior, attendance and performance. (6 CMs)
- Assessments resulted in written plans of care that specified goals to be achieved during program involvement. (10 CMs)
- Programs were tailored to individual needs and delivered through the treatment modalities of family crisis intervention, short-term family counseling and family reunification services and/or individual counseling. (10 CMs)
- Treatment staff have the qualifications and experience in the areas in which they practice because all are licensed marriage and family therapists or licensed clinical psychologists or licensed therapists or clinicians.(10 CMs)
- Treatments were cognitive-behavioral (skill based) and instructed youth and families in skills to improve their communication, problem solving and parenting skills. (7 CMs)

### **8.1.6 Local Service Area**

Local Service Area programs address unique needs of a geographic area of the County. Because Alameda County is so culturally, racially and socially diverse, these LSAs are specially designed to meet the needs of at risk youth and their families in a targeted community/neighborhood. Majority of programs are located in the school and provide on-site counseling services.

A total of 24 local service area programs were examined using the information from the Program Outcome and Accountability Reports and on-site interviews with 10 agencies.

The following findings are based upon twenty-three Local Service Area Programs. One LSA program prepares statistics for the Delinquency Prevention Network programs, and, therefore, does not provide direct services to youth or their families. Table 8.5 summarizes all findings.

### **Findings**

#### **8.1.6.1 Referral Sources**

All programs received referrals from schools, School Attendance Review Boards, families, self-referrals, probation, police, court referrals, and/or social service agencies. It must be noted that referral sources were not always stated in the reports, but were gleaned from the interviews conducted by the project team and from their program descriptions.

#### **8.1.6.2 Assessment Instruments Used by Local Service Area Programs**

In twenty-three (95.8%) of the programs providing direct services, counselors/case managers conducted a non-standardized psycho-social assessment of the youth/family's needs. Thirteen (54.2%) LSA Programs used some form of Client Satisfaction Evaluation Surveys during the course of treatment and at the conclusion of treatment. Nine (37.5%) LSA Programs used instruments explicitly designed by the particular agency called pre and post-tests to assess the clients' needs at intake and the resolution of these needs at termination.

Standardized assessment instruments such as the Family Development Matrix Scale were used by four (16.7%) agencies, the Global Assessment Functioning Scale were used by two (8.3%) agencies and one (4.2%) LSA Program used both.

Because most of the programs were school-based, it was noted that 16 (66.7%) LSAs used reports from the school teachers such as attendance reports, grades, feedback from school staff, school records, and the School Counseling Survey.

Other or additional types of evaluations were used by three (12.5%) LSA Programs. These included a Case Management Agency Report designed by an agency for its use, progress reports that could be prepared by other agencies involved with the youth and/or his/her family, and one agency used the Logic Model Program Evaluation.

**Table 8.5**  
**Alameda County, CA Youth Service Center Programs**  
**Local Service Area Programs Report on Performance Measures (Based upon 24 LSAs Programs)**  
**July 1, 2003-December 31, 2003**

Process Performance Measures	Immediate Performance Measures	Post Program Performance Measures
<u>Referral Sources</u>	6 (26.1%) LSAs <sup>1</sup> reported an average 71.3% of cases closed successfully <sup>3</sup> .	No LSAs reported any information on Post Program Performance Measures
Schools, School Attendance Review Boards, Families, Self Referrals, Probation, Police, Court Referrals, and/or Social Service Agencies	9 (39.1%) LSAs <sup>1</sup> reported improvements in family functioning, parent child relationship or reduced family conflict.	
	10 (43.5%) LSAs <sup>1</sup> reported that youth improved school behavior, attendance and/or performance.	
<u>Assessment Instruments Used by Local Service Area Programs</u>	3 (13.0%) LSAs <sup>1</sup> reported decreases in truancy or prevention of youth sent to Probation or that 80% of non-offending youth were found not responsible for a first time offense.	
23 (95.8%) LSAs used Counselor's/Case Manager's Assessment		
13 (54.2%) LSAs used some form of Client Satisfaction Evaluation Surveys.	3 (13.0%) LSAs <sup>1</sup> reported an average 86.8% of program participants found the services beneficial or family participation in treatment was helpful.	
9 (37.5%) LSAs used Pre-Post Tests.	2 (8.7%) LSAs <sup>1</sup> reported an average 88.8% positive impact in non-closed cases <sup>4</sup> .	
	7 (29.2%) LSAs <sup>2</sup> did not report any immediate performance measures.	

Process Performance Measures	Immediate Performance Measures	Post Program Performance Measures
4 (16.7%) LSAs used Family Development Matrix.	<sup>1</sup> Based on 23 LSAs. <sup>2</sup> Based on 24 LSAs.	
2 (8.3%) LSAs used Global Assessment Functioning Scale.		
1 (4.2%) LSA used both Family Development Matrix Scale and Global Assessment Functioning Scale.	<u>Proposed Immediate Performance Measures/Core Elements*</u>	
4 (16.7%) LSAs used School Material, such as, attendance reports, grades, feedback from school staff, school records, School Counseling Survey..	Of the 11 Immediate Performance Measures proposed, LSAs had available information on 2 measures: (1) a reduction in truancy and an increase in school attendance and (2) gain in school performance.	
3 (12.5%) LSAs used Other/Additional Types of Evaluations:		
Case Management Agency Report.		
Progress Reports.		
Logic Model Evaluation System.		
<u>Types of Services Provided</u>		
23 (95.8%) LSAs—Counseling		
17 (70.8%) LSAs--School-Based Support Services		
14 (58.3%) LSAs--Parent Education/Support		

Process Performance Measures	Immediate Performance Measures	Post Program Performance Measures
7 (29.2%) LSAs--Drug Treatment/Drug & Alcohol Education		
7 (29.2%) LSAs--Case Management		
6 (25.0%) LSAs--Violence Prevention		
5 (20.8%) LSAs--Recreation Activities		
4 (16.7%) LSAs--Crisis Intervention		
4 (16.7%) LSAs--Truancy Prevention/Intervention		
4 (16.7%) LSAs--Life Skills		
4 (16.7%) LSAs--Information about Community Services		
4 (16.7%) LSAs--Anger Management		
3 (12.5%) LSAs—Transportation		
3 (12.5%) LSAs--Gang Prevention/Intervention		
3 (12.5%) LSAs--Career Exploration		
2 (8.3%) LSAs--Delinquency Prevention		
2 (8.3%) LSAs--Conflict Resolution		
2 (8.3%) LSAs—602 Diversion		
1 (4.2%) LSA—Shelter		
1 (4.2%) LSA--Law Related Training		

Process Performance Measures	Immediate Performance Measures	Post Program Performance Measures
1 (4.2%) LSA--Statistics for TANF CM program		
<u>Proposed Process Performance Measures/Core Elements*</u>		
24 (100.0%) LSAs met the goals/intent of the Comprehensive Youth Services Act.		
24 (100.0%) LSAs met the eligible target populations and goals of the Temporary Assistance for Needy Families (TANF).		
23 (95.8%) LSAs offered between 1 and 13 of the 23 services identified as eligible in the TANF.		
17 (70.8%) LSAs assess the strengths, risk and needs of referred youth and families. For 5 (20.8%) LSAs, it is not clear whether or not they do. For 1 (4.2%) LSAs, it is not applicable. For 1 (4.2%), they do not.		
17 (70.8%) LSAs prepare a written plan and use it to match type and level of services provided. For 5 (20.8%) LSAs, it is not clear whether a written plan is prepared. For 1 (4.2%) LSAs, it is not applicable. For 1 (4.2%), they do not prepare a written plan.		

Process Performance Measures	Immediate Performance Measures	Post Program Performance Measures
<p>7 (29.2%) LSAs reported that 100% of youth were seen with family;            2 (8.3%) LSAs reported that from 56% to 78% of youth were seen with family;            5 (20.8%) LSAs reported that from 10% to 22% of youth were seen with family.            2 (8.3%) LSAs reported that from 2% to 9% of youth were seen with family.            4 (16.7%) LSAs reported that none of youth were seen with family.            2 (8.3%) LSAs did not report percent of youth seen with family.            1 (4.2%) LSA does not see families.            1 (4.2%) LSA does not see youth or families.</p>		
<p>11 (45.8%) LSAs reported having licensed clinical staff.            3 (12.5%) LSAs reported having counselors having certification.            10 (41.7%) LSAs did not report counselors'/case managers' status.</p>		
<p>LSAs provided information on all 6 Process Performance Measures Proposed.</p>	<p><sup>3</sup>6 LSAs stated a percentage of closed cases were classified as successful or being closed successfully.  <sup>4</sup>2 LSAs stated explicitly "more than 80% of the cases still open will be closed successfully" or "97.5% of cases reviewed showed positive progress with issues" (referring to non-closed cases).</p>	

\*Proposed Performance Measures and Core Elements for Effective Programs (3/10/04)  
 Note: Success is defined as completing all conditions without any new arrests.



### **8.1.6.3 Types of Services**

Twenty-three (95.8%) LSA Programs provided counseling to youth while in school and to families. Services included individual, family and/or group counseling.

Twenty (83.3%) LSAs provided a range of school-based support services, such as, information about drugs, alcohol, gangs, teen sexuality; counseling around truancy, school behavior problems, drug and alcohol and tobacco use; crisis intervention; recreation activities; truancy prevention/intervention; life skills training; information and referral; anger management training; mental health assessment and treatment; teacher consultation; and case management services.

Fourteen (58.3%) LSAs reported providing parent education/support services. Seven (29.2%) LSAs provided drug/alcohol education and/or treatment along with a similar number providing case management services (coordination of ancillary services).

### **8.1.6.4 Duration of Services**

Nineteen (79.2%) LSA Programs reported averages for a variety of lengths of service. Ten reported length of service in number of sessions ranging from 3 to 11, with an average of 6.4 sessions. Five programs reported a range from 5 to 26 weeks, averaging 16.2 weeks of service. The average length of service was reported in hours by four LSAs, three stated the average length to be between 1 and 2 hours, the fourth reported to last 21 hours.

### **8.1.7 Conclusions Regarding Local Service Areas**

All twenty-four LSAs complied with the requirements of the Comprehensive Youth Services Act and the TANF. All LSAs served the eligible target populations – a minor under 18 years of age who is beyond the control of the parent or guardian with behavior which brings a minor within the provisions of Section 601 W&I (such as runaway, curfew violations, or habitual truancy).

Seventeen (70.8%) LSAs conducted assessments, prepared written plans based on the assessment and used this assessment to match the type and level of services provided. For five (20.8%) LSAs, it was not clear whether a written plan was prepared. Two LSAs did not prepare written plans—one agency does not provide direct services and the other agency provided short-term respite services.

Two-thirds (16, 66.7%) of the LSA Programs reported that they saw youth with their families, which is a key goal of the CYSA. Seven (29.2%) reported that 100% of the youth were seen with his/her family, an additional two (8.3%) reported that from 56% to 78% of youth were seen with family, and 5 (20.8%) reported that from 10% to 22% of youth were seen with their family.

Four (16.7%) LSAs reported that none of the youth were seen with his/her family. Two (8.3%) LSAs did not report how many youth were seen with their family, one (4.2%) did not see the youth with family together and one (4.2%) did not see either the youth or the family.

Clinical staff providing direct services to youth and families in thirteen (54.2%) LSA Programs reported to possess the educational and experiential qualifications related to the specific area in which they practice. Seven (29.2%) LSA programs have on staff licensed marriage and family therapists, one (4.2%) has a licensed clinical psychologist and two (8.3%) have licensed therapists/clinicians. Three (12.5%) LSAs reported having certified staff with Pupil Personnel certification and Drug and Alcohol certification.

For 10 (41.7%) LSAs, it could not be determined from either the reports or program descriptions what educational and experiential qualifications the staff possessed.

Eleven LSAs provided information on immediate performance measures:

- One LSA indicated that youth in their program showed a reduction in truancy and an increase in school attendance while participating in the program.
- Ten programs demonstrated gain in school performance of the youth participating in their programs.
- Six (26.1%) LSAs reported an average 71.3% of cases closed successfully.
- Nine (39.1%) programs reported improvements in family functioning, parent child relationships or reduced family conflict. Improvements in the youths' school behavior, school attendance and/or performance were reported by 10 (43.5%) LSAs. One LSA reported explicitly that the youth participating in their program showed decreases in truancy, another LSA stated that participation of youth in their program had prevented them from being sent to Juvenile Probation, and one-third LSAs reported that 80% of the youth's charges were later dismissed.
- Three (13.0%) LSA Programs reported an average 86.8% of program participants who found the services offered to be beneficial as reported on the Client Satisfaction Questionnaire.

Seven (29.2%) LSAs did not report any outcomes on the immediate performance measures. One LSA does not provide direct services thus was dropped from the calculations.

### **8.1.7 Core Components of Effective Programs**

Between seven and seventeen LSAs addressed the Core Components of Effective Programs:

- Assessment of risk and needs were based on standardized assessment tools (Family Development Matrix Scale and the Global Assessment Functioning Scale) assessing individual and family functioning. (7 LSAs)
- Assessments resulted in written plans of care that specified goals to be achieved during program involvement. (17 LSAs)
- Interventions conducted by the LSAs addressed the strengths and deficits of the child in the life domains of individual, community, family, peers, and school as improvements were noted in the reduction of 601 behaviors, and improved school behavior, attendance and performance. (17 LSAs)
- More than one-half of the treatment staff has the qualifications and experience in the areas in which they practice because they are licensed or certified in their particular areas. (13 LSAs)
- Interventions conducted by the Local Service Area Programs addressed the strengths and deficits of the child in the life domains where problems emerged such as individual, community, family, peers, and school as improvements were noted in family functioning, parent child relationships, and improved school behavior, attendance and performance. (13 LSAs)
- Treatments were cognitive-behavioral in operational philosophy and they instructed youth and families on skills development. (9 LSAs)

### 8.1.8 How Alameda County Programs Compare with Statewide TANF-Funded Programs

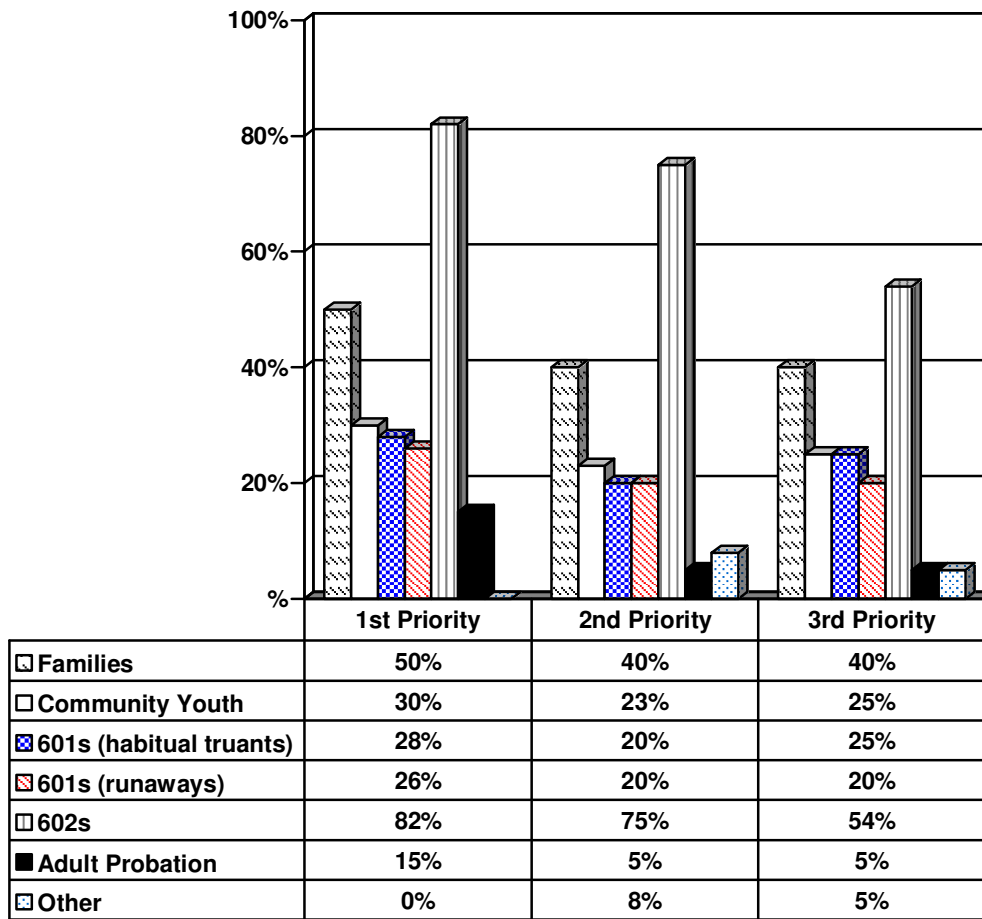
By design, 28 of the 31 delinquency prevention programs in Alameda County have served 601 youth exclusively.

In contrast, the Statewide Evaluation of TANF-funded programs conducted by the Rand Public Safety and Justice found that most counties throughout California serve a variety of youth populations (in rank order):

1. Youth charged with Section 602 W&I offenses who are in custody
2. Families
3. Community youth
4. Habitual truants
5. Runaways
6. Adult probationers

Figure 8.3 shows that the majority of California counties targets 602 youth as receiving TANF funding.

**Figure 8.3**  
**Distribution of Program Funds By Target Population**  
**by Number of Counties (N=55 Counties)**



Source: Rand Public Safety and Justice, 2003. N=55 represents number of counties.

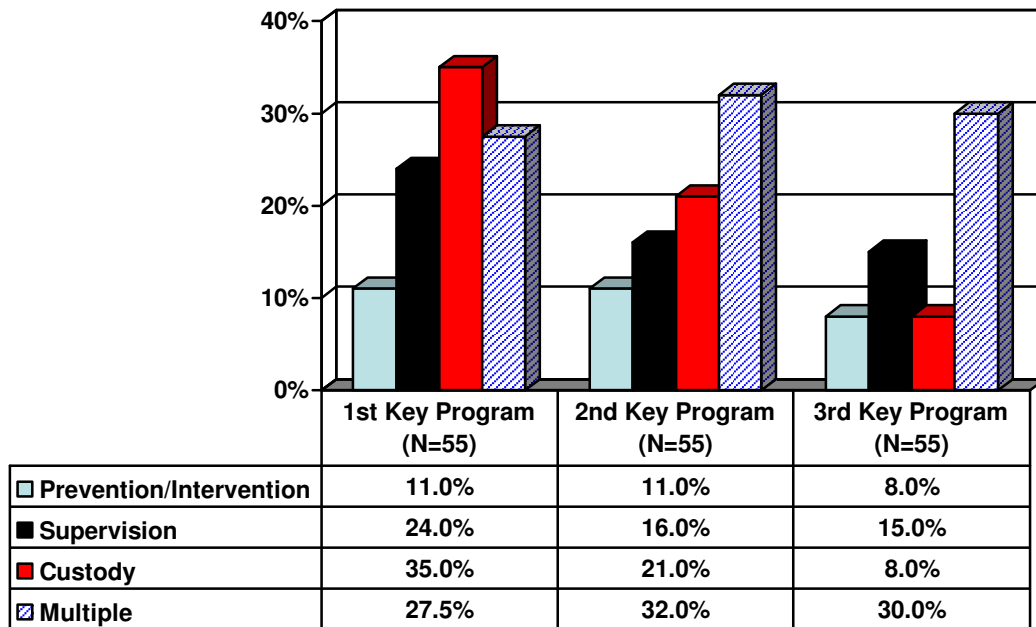
### 8.1.8.1 Types of Programs Funded by CYSA/TANF

According to the Comprehensive Youth Services Act and TANF, eligible program categories for funding are:

1. Prevention/Early Intervention Programs
2. Supervision (Intake Services/Informal And Formal Supervision)
3. Juvenile Halls
4. Camps/Ranches
5. Multiple

Figure 8.4 shows that statewide, the majority of counties use their TANF funds for minors in custody as their first priority.

**Figure 8.4**  
**Distribution of Program Funds along the Continuum of Options**  
**By Key Program (Percent)**



Source: Rand Public Safety and Justice, 2003 (Key programs relate to 55 county programs evaluated in the study).

Services provided to youth housed in the Juvenile Hall were usually outsourced to public rather than private service providers. These services were usually formal treatment services such as mental health assessment, substance abuse assessment, substance abuse education, mental health and substance abuse counseling, individual and group counseling. Life skills development services were also provided to youth in the Juvenile Hall. Services were provided to pre-adjudicated youth whose length of stay was an average of 5-27 days and to post-adjudicated youth whose average length of stay was 10-73 days.

In contrast, 86.3% of the TANF funding available within Alameda County for FY04 was allocated to primary prevention/early intervention service for 601 youth. Only 3.0% of the funding went toward minors in custody. These priorities are consistent with the historical use of TANF funding in Alameda County.

A total of \$4.4 million in TANF funding was allocated to 31 community-based organizations in FY04 to provide prevention and early intervention services to at-risk youth. As Table 8.6 shows, the majority of these funds were allocated for three program categories--one-third of the funds were allocated to Youth Service Centers and the Crisis Receiving Home, 26% of the funds were allocated to Local Service Areas and 15.5% were allocated for Case Management. By design, the majority of the funds (86.2%) was allocated to agencies exclusively serving 601 youth.

**Table 8.6**  
**Types of Programs Funded In Alameda County**  
**with Temporary Assistance for Needy Families**  
**FY04**

PROGRAM SERVICE	Target Population	CATEGORY OF PROGRAM	CATEGORY OF SERVICE	TOTAL 2004 FUNDING ALLOCATION	PERCENT OF TOTAL FUNDING
11 Youth Services Centers 1 Receiving Home	601: 31 Programs	Primary Prevention/Early Intervention	Formal Treatment/Coordination	\$1,921,606	33.9%
Transportation	601	Primary Prevention/Early Intervention	Coordination	\$ 62,499	1.1%
Case Management	601	Primary Prevention/ Early Intervention	Formal Treatment/Coordination	\$ 878,571	15.5%
Information and Referral	601	Primary Prevention/Early Intervention	Coordination	\$ 5,780	0.1%
Local Service Area	601: 27 programs 602: 4 programs	Primary Prevention/Early Intervention	Formal Treatment/Life Skills/Coordination	\$1,474,334	26.0%
Alameda County Office of Education	601	Primary Prevention/Early Intervention	Formal Treatment/Life Skills/Coordination	\$ 80,922	1.4%
Truancy Intervention Project	601	Primary Prevention/Early Intervention	Life Skills/Formal Treatment/Coordination	\$ 465,385	8.2%
Substance Abuse Treatment at Camp Sweeney	602	Camp	Formal Treatment/Life Skills	\$111,408	2.0%
Literacy Program at Camp Sweeney	602	Camp	Life Skills	\$ 55,000	1.0%
Juvenile Probation Services to High-risk Youth and their Family	602	Supervision	Life Skills/Formal Treatment/Coordination	\$ 612,240	10.8%
Total				\$5,667,745	100%

**8.1.8.2 TANF Financial Analysis**

The financial analysis of TANF-funded programs in Alameda County examined fiscal 2003 expenditures for the Youth Service Centers, Case Management and Local Service Areas because this was the only year in which data on number of youth served and cost allocations were available. Expenditures for 11 Youth Service Centers, 10 Case Management Programs and 24 Local Service Area programs were analyzed against the number of youth served in these programs for FY03. Table 8.7 shows the cost per youth for each of the program categories.

**Table 8.7  
 Alameda County  
 Cost Per Youth for TANF-Funded Programs  
 Fiscal Year 2003**

Program(1)	TOTAL YOUTH RECEIVING SERVICES	TANF EXPENDITURES	TANF EXPENDITURES PER YOUTH	AVG. HOURS PER YOUTH/FAMILY	Cost Per Session
Youth Service Centers	1,249	\$ 1,290,957	\$ 1,034	6.50	\$ 159
Case Management	525	\$ 700,561	\$ 1,334	n/a	n/a
Local Service Areas	1,455	\$ 892,625	\$ 613	6.40	\$ 96
Totals	3,229	\$ 2,884,143	\$ 893	n/a	n/a

Source: Alameda County Probation Department; Scotlan Youth and Family Center, City of Fremont, Hayward, Girls Inc

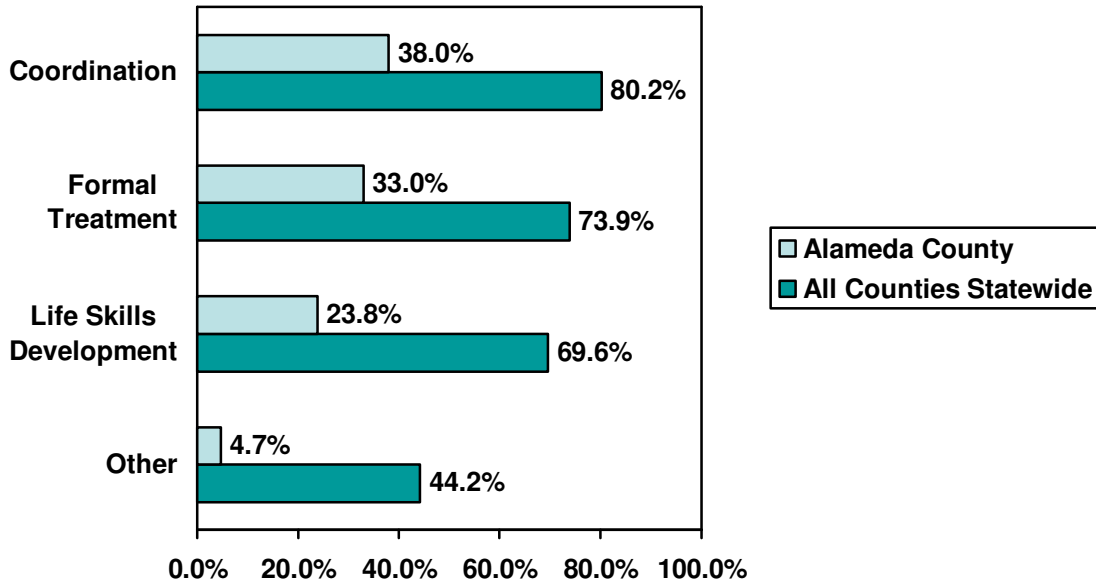
Of the \$2,884,143 allocated to these agencies in FY03, nearly 45% was spent on Youth Service Centers followed by nearly 31% for Local Services Areas and 24% for Case Management.

These findings show the cost per youth and where data was available, the cost per session. Case management had the highest cost per youth served (\$1,334) followed by Youth Service Centers (\$1,034) and Local Service Areas at \$613. Youth Service Centers averaged 6.50 sessions resulting in an average of \$159.00 per session. Local Service Areas reported an average of 6.4 sessions for an average cost per session of \$96.00 per session. There was no similar data available on Case Management programs to determine an average duration of case management supervision during this study period.

**8.1.8.3 Comparison of Alameda County to Statewide TANF-funded Services**

Based on the data from the Rand Statewide Evaluation, the project team analyzed the 23 eligible services to four target groups (at risk, referral to 602, wardship, custody and other) statewide and within Alameda County. These services were categorized into the four categorical types – formal treatment (includes six eligible services), coordination (includes three services), life skills development (includes 10 services) and other (includes four services). The project team calculated the percentages of counties providing services in these four categories and compared them with Alameda County.

**Figure 8.5**  
**Percent of the Types of Program Services in Alameda County**  
**Compared to Statewide**



Source: Rand Public Safety and Justice Statewide Evaluation of TANF programs, 2003; Alameda County Probation Department.

Statewide and in Alameda County, the largest allocation of the TANF funding has gone to coordination, formal treatment, life skills development and other, in that order. A little over 80% of the counties funded coordination types of services and 73.9% funded formal treatment services. Nearly 70% (69.6%) of the counties funded services encompassing life skills development and 44.2% of the counties funded other kinds of services.



The CYSA/TANF identifies the following 23 services as eligible.

Formal Treatment

1. Counseling, monitoring and treatment
2. Individual, family, group counseling
3. Drug/alcohol education
4. Mental health assessment
5. Family crisis intervention
6. Life skills development
7. Therapeutic day treatment

Life Skills Development

8. Social responsibility training,
9. Family mentoring
10. Parent peer support
11. Life skills counseling/ Pre-vocational training
12. Anger management
13. Parenting skills
14. Educational advocacy
15. Sex/ health education
16. Gang intervention

Coordination

17. Availability of community services
18. Case management
19. Transportation to needed services

Other

20. Home detention
21. Respite care
22. Aftercare services
23. Emergency shelter

**Table 8.8**  
**Mean Number of Services Provided and Percent of Counties**  
**Providing Services along the Continuum of Options**

Service	At Risk (N=9)	Ref to 602 (N=6)	Wardship (N=15)	Custody (N=20)	Other (N=1)	Average
Mean Number of Services	12	12	15	15	15	
Formal Treatment						
Mental Health	88	100	80	100	100	93.6
Drug Alcohol Education	75	100	86	100	100	92.2
Individual and Family Counseling	72	67	71	69	100	75.8
Family Crisis Intervention	71	75	86	65	100	79.4
Counseling, Monitoring, Treatment	100	100	93	74	100	93.4
Day Treatment	0	0	29	15	0	8.8
Average						73.9
Coordination						
Case Management	88	80	100	94	100	92.4
Community Services	88	100	93	84	100	93
Transportation	78	67	71	60	0	55.2
Average						80.2
Life Skills Development						
Anger Management	63	80	93	89	100	85
Educational Advocacy	75	80	100	94	100	89.8
Parenting Skills	29	25	71	71	100	59.2
Life Skills Counseling	100	67	86	88	100	88.2
Gang Intervention	50	60	67	78	0	51
Sex/Health Education	38	83	67	95	100	76.6
Social Responsibility Training	86	100	85	94	100	93
Prevocational Training	25	60	67	61	0	42.6
Family Mentoring	43	67	79	53	100	68.4
Parent Peer Support	29	0	50	33	100	42.4
Average						69.6
Other						
Home Detention	44	50	40	60	100	58.8
Aftercare Services	44	83	71	80	100	75.6
Emergency Shelter	44	33	29	35	0	28.2
Respite Care	11	17	13	30	0	14.2
Average						44.2

Total Number of Services = 23

Source: Rand Public Safety and Justice, 2003.

### **8.1.9 Overall Conclusions for TANF-Funded Programs**

Based on this analysis of the Delinquency Prevention Network, the project team has reached the following conclusions:

1. These programs play an important role in diverting at-risk youth from the juvenile justice system and if they were not available, the project team believes that more youth would graduate to delinquent status. In particular, the Youth Service Centers and the Case Management Programs specifically target and address a variety of individual and family risk factors contributing to delinquency.
2. The YSC and the Case Management program supplement one another. While the Case Management programs could operate without the YSC, the project team believes that YSC needs the Case Management programs to operate effectively because it provides wraparound services that the family needs.
3. The validity and reliability of the assessment instruments developed by the agencies have not been demonstrated nor have norms been established for the specific group served. Results obtained from such assessment instruments do not result in valid and reliable pre- and post-test scores that quantify progress during intervention nor are the results comparable across agencies.
4. Most agencies have developed client satisfaction evaluations but few use nationally accepted standardized assessment instruments that quantify reduction in risk and need while participating in the programs. A standardized risk and needs screening instrument should be used upon admission to determine risk and need. Secondary assessments should also be given in those domains that the initial screening instrument was not able to thoroughly identify. These assessment instruments should be standardized across the three program categories.
5. There is an insufficient number of immediate performance measures developed for all of the program categories—YSCs, CMs, LSAs and only one agency uses post-discharge performance measures to guide program effectiveness. These performance measures should involved pre and post test scores so that a reduction in risk and need levels can be documented.
6. There are inconsistent definitions of the number served and what constitutes success in the program.
7. Brief Strategic Family Therapy is the only evidence-based program intervention implemented in the Network. There is no use of nationally accepted assessments or curriculums to reduce criminal thinking errors or cognitive distortions, or to document improvements in decision making, anger control, problem-solving skills.
8. The widespread availability of licensed Marriage and Family Therapists is outstanding and atypical in juvenile justice programs.
9. To date, there is no consensus between the Juvenile Probation Department and the community-based organizations on the specific performance measures to be used for all TANF-funded programs. Performance measures have been required by the Probation Department of all of its providers and providers have submitted Accountability Reports and Monthly Tracking Forms to the Probation Department. Juvenile Probation and the providers should reach a consensus of the performance measures that should be standard for all TANF-funded programs receiving funds. Additional measures should be developed that relate to specific program categories.
10. CYSA and TANF funds are being used in Alameda County consistently with the goals of the CYSA and TANF but compared to other counties in California, these funds are uniquely being used for at-risk youth. The project team believes that a portion of these youth would likely be diverted from the juvenile justice system anyway.

11. Consistent with one of the core components of effective programming, scarce funding should be devoted to those youth who have the highest risk of reoffending which suggests that some of the 601 and 602 youth will score high risk. The project team believes that if this principle were used for future funding, it would focus on those 601 youth who have a high likelihood of becoming a delinquent and entering the juvenile justice system and at the same time expand the target population of the community-based organizations to include youth charged with 602 offenses.
12. Expanded target populations open up additional opportunities for state, federal and foundation funding sources.
13. When granting large sums of money to a wide variety of agencies, it is customary to develop a Request for Proposal process whereby community based organizations are asked to develop their proposal for using the funds.

## **8.2 School-Based Early Intervention Program for At-Risk Youth**

### **8.2.1 Introduction**

The Community School Connections (CSC) is a partnership between the Alameda County Office of Education and community-based service providers. It provides a multi-systemic counseling program for students whose behaviors or history of family problems have led to expulsion and /or other at risk behaviors.

The target population for the program is students 12-17 years of age who are expelled from the 18 school districts in Alameda County. Youth who are on probation are not eligible. The referral process is initiated by the school district after a review of test scores, an intake interview, review of school records and a parental interview.

A behavioral assessment process is used to identify the most appropriate methods to work with students in school.

The objectives of CSC are:

- Provide a comprehensive assessment to determine needed services, family involvement and staff support.
- Develop self-sufficiency skills and personal responsibility for youth and their family.
- Provide individualized and integrated case management to develop life skills.
- Monitor program success through indicators of school retention, promotion and transition back to district school.
- Provide access to students and families to information, workshops, or individual, group and family counseling about violence prevention, anger management, drug, alcohol and tobacco use.
- Improve access to physical and mental health services for students and their families.

CSC is coordinated by a TANF-funded Case Manager/Counselor who both provides services directly to and refers youth and families to appropriate community resources.

### **8.2.2 Process Measures**

Since the program began, a total of 166 students have been served. In FY 02, 44 youth were served and 43 in FY 03.

The Case Manager/Counselor averages 100 contacts a month with students and families.

Funding for this program is from the Probation Department TANF funds in the amount of \$ 80,922.00 annually. Therapeutic interventions are provided in-kind through a Vesper grant of \$100,000.00.

### **8.2.3 Immediate Performance Measures**

The articulated desired outcomes for CSC are to reduce self-destructive and high-risk behavior that are linked with criminal behavior that result in poor school performance. The CSC intervention is provided to:

- decrease the number of unexcused absences
- decrease the number of drop outs
- increase the achievement of student's own goals
- increase academic skills as measured by testing
- improve student grade point averages
- increase the number of GEDs, CHSPE certificates or HS diplomas
- increase successful placement in local schools
- decrease health related school absences
- increase options to reduce gang activity

The most recent data indicate that 59 youths and 20 families were served during July 2003-December 2003. CSC reports 24 discharges from the program during this period. A total of 13 were identified as successful discharges for a 54.2% successful discharge rate. During this time period, 35 students remained in the program.

No data were available to determine the impact of the CSC program on any of the other performance measurements.

#### **8.2.4 Conclusions**

The project team believes this program provides a valuable service to at risk youth. The program is assessment-driven as it defines the specific needs that present barriers to learning. It links at risk youth to a wide variety of services and programs that enhance their learning experience. It collaborates with an array of services to assist the youth and their family.

Because the project team believes this school-based program provides a valuable early intervention, it also believes that youth who are not yet expelled should be a target population for this program as well.

#### **8.2.5 Community Day Schools**

The most recent Community Day School that has been implemented within Alameda County is Oakland Unified School District's CDS located at the old conservatory site. This program began in September 2004 and has a capacity of 135 slots. Like Community School Connections, this CDS serves expelled students from Oakland schools.

The hours of this CDS is from 9:00 a.m.-5:30 p.m. It combines school on-site, cognitive behavioral groups, restorative justice "circles" and recreational activities.

This program could serve as a graduated sanction for probation violators and operate through a Memorandum of Understanding between the Juvenile Court, Probation Department and Oakland Unified.

### **8.3 Pre-Adjudicated Diversion Programs**

#### **8.3.1 Introduction**

The project team surveyed the number and type of diversion programs currently existing in Alameda County. Diversion was defined as:

*Referrals upon an arrest by the police district for a 602 charge (misdemeanor or felony) to a counseling agency (either at the police district or under contract with a community-based organization) in lieu of sending the case to the Juvenile Intake Officer.*

A telephone survey was conducted with all police departments, follow up correspondence was initiated and on-site visits were conducted with the Cities of Oakland, Hayward, Berkeley, Fremont, Piedmont, Pleasanton and Livermore and with the Alameda County Sheriff's Office Youth and Family Service Bureau.

#### **8.3.2 Findings**

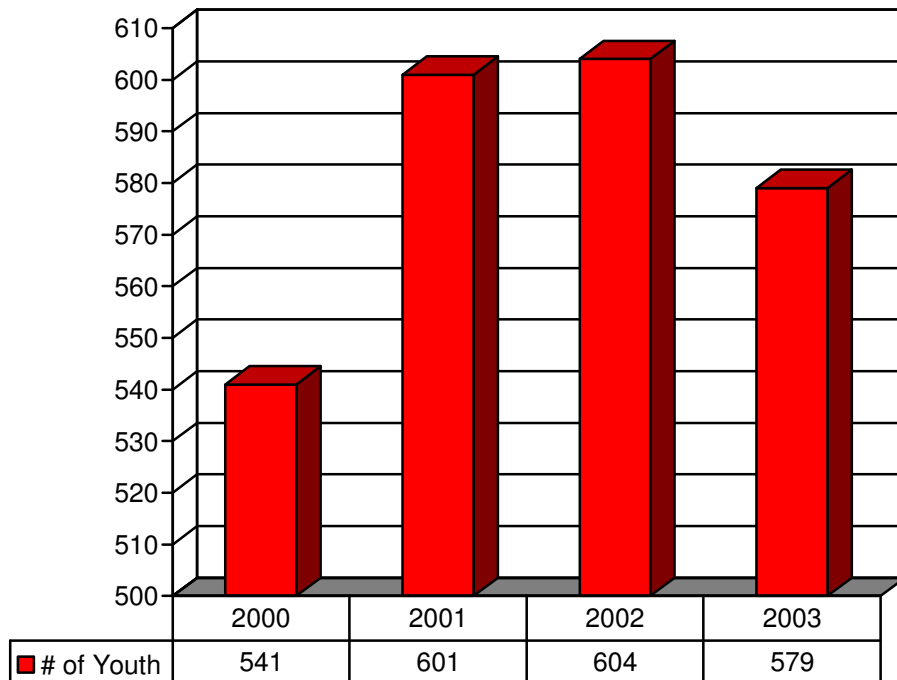
The project team identified six police districts and the Alameda County Sheriff's Office that administer a diversion program upon arrest of a minor charged with a 602 offense. The Cities of Hayward, Berkeley, Fremont, Piedmont, Pleasanton and Livermore reported to have formal diversion programs. In all instances, the police officer or a Sheriff's Deputy refers a case to the police district/Sheriff's Office YFSC and they either provide services directly or they refer the family to a community-based organization for counseling and intervention. If the youth and family comply with the diversion order, their case is dismissed.

A number of attempts were made to obtain data to document the number of youth who were diverted from Juvenile Intake. Very little data was reported. The following summarizes the findings of this survey.

Figure 8.6 shows the number of youth diverted to 602 Diversion Programs operated by six Law Enforcement agencies and one community-based organization. A total of 2,325 youth were diverted during 2000-2003.

Between 2000 and 2003, the total number of youth referred to 602 diversion programs increased 7.0%. Overall, the total number of youth referred to 602 diversion programs increased at an average annual rate of 2.5% during 2000-2003.

**Figure 8.6**  
**Alameda County, CA**  
**Total Number of Youth Referred to 602 Diversion Programs**  
**2000-2003**

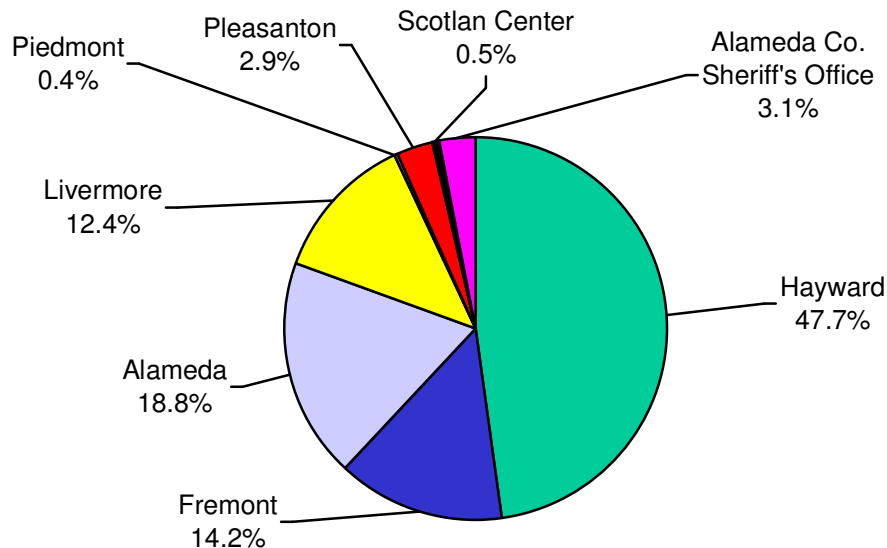


Source: Hayward Police Department, Fremont Police Department, Alameda Police Department, Livermore Police Department, Scotlan Center, Piedmont Police Department, Pleasanton Police Department, Alameda County Sheriff's Office.



Figure 8.7 illustrates that the majority of the delinquent youth were diverted from the City of Hayward followed by the Cities of Alameda, Fremont and Livermore.

**Figure 8.7**  
**Alameda County, CA**  
**Percent of Youth Referred to 602 Diversion Programs**  
**2000-2003**



Source: 2000-2003 data from Hayward Police Department, Fremont Police Department & Alameda Police Department; 2001-2003 data from Livermore Police Department & Alameda County Sheriff's Office; 2002-2003 data from Scotlan Center; 2003 data from Piedmont Police Department & Pleasanton Police Department.

### **8.3.3 City of Hayward 602 Diversion and MPACT Programs**

The police officers from the City of Hayward divert minors charged with a misdemeanor or a minor felony charge to their programs. According to diversion staff these youth are unlikely to be filed on by the District Attorney or to be handled by the Probation Department.

Another component of the City Hayward's 602 Diversion Program is the MPACT Program (Moving Police, Parents, Adolescents and Counselors Together). The MPACT program won a statewide award by the California Board of Corrections. This program targets repeat offenders who have multiple notices to appear, who are gang affiliated, chronically truant and whom the Probation Department will likely not handle formally.

Referrals come from School Resource Officers and Beat Officers. The youth is given a Notice to Appear and instructed to show up at the Hayward Police Department for the 602 Diversion or at the MPACT Program.

An assessment is completed on the family upon intake to determine the level of risk factors and presenting problems to be addressed. This assessment is conducted again at discharge to determine if there is a reduction in these risk factors.

The goal of the program is to divert the youth from the formal juvenile justice system and to reduce further arrests. A specific goal of the MPACT program is to improve decision-making and life-choices by providing first-hand exposure to the consequences of criminal behavior and the incentives of making pro-social choices in one's life.

### Services Provided

#### 602 Diversion

A variety of psycho-educational and counseling support services are provided to reduce risk of future reoffending. First-time offenders and their families are placed in a 1-2 hour Petty Theft Workshop led by a police officer to discuss the consequences of theft. The youth signs a contract to compensate the victim of crime either through restitution or community service and the youth participates in the California Offender Program Services.

### Process Performance Measures

The family enters family counseling once a week for 2-3 weeks. The family therapy model is based on the Brief Strategic Family Therapy which research shows is evidence-based<sup>34</sup>.

### Immediate Performance Measures

The outcome measure used to evaluate this program is the number of youth diverted from Juvenile Intake. In FY02-FY03, of the 456 youth and families served in this fiscal year, 28.1% of the minors were diverted from Juvenile Intake.

### MPACT Program

This program links youth with experiences that demonstrate the consequences of and benefits of choices made by the offender. Visits to hospital emergency Trauma Centers, the morgue, and correctional facilities demonstrate the consequences of poor choices. These visits are followed up with classes on violence, domestic violence, gun violence, sexually transmitted diseases and group counseling with the families and their child once per week. Visits are also made to Chabot College to expose the minor to the benefits of making good choices.

### Process Measures

The duration of the MPACT program is nine weeks, with sessions held once a week for two hours. The average daily population for this program is 13-17 families totaling up to 40 family members in FY03.

### Immediate Performance Measures

Two-thirds (66%) of the youth served in the MPACT program graduated from all their conditions in FY03.

### Post-Discharge Performance Measures

Youth involved in the program have fewer arrests than those who drop out. Of the total youth who graduate from the program, 83% of them are not rearrested 6-12 months following discharge compared to 17% of the unsuccessful minors.

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<sup>34</sup> Lipsey, M. W., Wilson, D. B. & Cothorn, L (2000). Effective interventions for serious and violent juvenile offenders (Juvenile Justice Bulletin). Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention. Center for Violence Reduction. *Blueprints for Violence Reduction*. University of Colorado.

### **8.3.4 City of Berkeley 602 Diversion Program**

The City of Berkeley targets youth charged with misdemeanors and minor ordinance infractions who live in Berkeley and Emeryville. All referrals are made to the program by the Beat Officer.

Each youth is assessed to determine if they are willing to participate. The officer has four options to choose from:

1. Reprimand
2. Counsel and release (if child admits)
3. Counseling (provided by a Berkeley PD employee)
4. Referral to a community based organization. MOAs are developed with partnering agencies.

#### Services Provided

A youth and their family are provided counseling services by Berkeley PD and support services by a variety of community agencies. Counseling could last for one month or up to 6 months. The frequency of counseling is one to two times each week. The agency will work with the child until final disposition.

Additionally, the School Resource Officer monitors the youth's attendance at school and reports back to the Diversion Program.

The average number of cases are 25 to 1 staff.

#### Performance measures

There are three performance measures used to monitor success in the program:

1. Number of arrests
2. Number of cases diverted
3. Increased school attendance

According to the BPD, 50% of the youth served were diverted from further arrests upon discharge in FY03.

### **8.3.5 City of Fremont 602 Diversion Program**

The City of Fremont targets first-time minor offenders. Examples of offenders served are those charged with misdemeanor offenses, felonies including drug and alcohol possession, minors charged with petty theft, shoplifting, fighting at school, breaking and entering, and smoking. Youth who reside in Fremont, who have never been in trouble before and who also have family problems are eligible.

The Fremont Police Department initiates diversion of youth immediately upon arrest. The police officer files an arrest report, JUVIS is reviewed to see if they have any prior/current charges. If not, the child is given a notice to appear, they are sent a letter by the Diversion Program letting the family know that their child is arrested and the parent/guardian is notified that their child is given an opportunity for diversion.

While the majority of the referrals are made by the Police Department, referrals are also made by Beat Officers and School Resource Officers.

The family is referred to Youth and Family Services for services. An assessment is conducted by the Diversion Staff with the family. Risk factors of the child and family are assessed using the Family Development Matrix, Client Satisfaction Scale, and the Therapist Evaluation.

The overall goal of the program is to divert the youth from juvenile intake, engage the family into counseling, enforce immediate consequences, erase the child's offense from their record and to strengthen families.

If the youth does not comply, the minor's case is referred to the Probation Department.

#### Services Provided

The following services are provided to parents/youth participating in the program:

- Clinical assessment of problems
- Family counseling (5 sessions in 6 weeks)
- California Offender Program Services provides psycho-educational classes specific to their offense. COPS classes are from 9:00-3:00 p.m., fee-based and taught by retired probation or police officers.
- Community service: 8-200 hours. Site supervisor signs their attendance sheets.

A child will stay in the program for 2-3 months. They attend counseling, one class of COPS, pay restitution and perform community service. The average caseload is 25 youth to one caseworker.

A parent component is also provided for parents who require assistance in parenting out of control youth. This class lasts 12-16 weeks, three hours each week.

#### Performance measures

A variety of performance measurements are used, including:

- Percent diverted to Diversion Program
- Increase in Family Development Matrix.
- Completion of COPS
- Number youth Rearrested
- School attendance
- Successful closure
- Completion of community service

No data were available to determine outcome on each of these measures.

### **8.3.6 City of Livermore 602 Diversion Program**

The City of Livermore operates a 602 Diversion Program in partnership with Horizons, Inc. The program targets misdemeanor and minor felony offenders charged with petty theft, burglary, battery, vandalism, possession of drug, alcohol, firecrackers, joy riding, disturbing the peace, graffiti, fighting in school or in public, and public intoxication. The family is the primary target for intervention, the family must be willing to participate and the child must admit to the charge. Children and their families residing in the City of Livermore, Pleasanton and Dublin are eligible for services.

Referrals come from the police officers. Upon arrest, the police officer screens the child immediately and if the child meets the criteria, the officer grants a notice to appear and completes a referral to Horizons for counseling and services.

The goal of the program is to strengthen families, increase parenting skills, reduce risk factors and reduce the number of further arrests. The increase in cases reflects a proactive philosophy on the part of the police in early intervention.

Each family is assessed using a family assessment instrument that has been developed by the agency to determine the severity of the presenting problem, the family's structure, their problem-solving ability, and the emotional climate within the family.

#### Services Provided

The following services are provided:

1. Family counseling based on the multi-systemic model (coordinates with other systems). The average is six, one-hour sessions.
2. Referrals to Valley Community School Based Health Center for individual family, mental health and substance abuse counseling. During the first six weeks, the family receive three sessions a week and the child is drug tested frequently.

#### Performance Measures

The performance measures used to evaluate the impact of the program are:

- No further arrests while involved in the program. In 2002, 21% were rearrested and it declined dramatically in 2003 to 2% new arrests.
- Reduction in risk factors as evidenced by the Client Satisfaction Survey.
- Increase in family skills as evidenced by pre and post tests.
- Reduction in crisis as evidenced by the Client Satisfaction Survey and the therapist's evaluation.

### **8.3.7 City of Pleasanton 602 Diversion Program**

Youth who are first-time offenders charged with a misdemeanor and a minor felony are eligible for diversion. Examples include drug and alcohol possession, intoxication, fighting at school, non-firearm weapons charges and vandalism.

Referrals to the program are from Juvenile Detectives and from School Resource Officers. The minor is given a notice to appear upon arrest and then referred to the program.

An assessment of the risk factors that are contributing to their problems is conducted and a written service plan is developed based on the result of the assessment. A six-month written contract is developed with the youth/family and they are required to successfully complete all conditions in the program.

The goals of the program are to keep the youth out of the formal juvenile justice system, strengthen families, reduce future arrests, reduce the caseload on Juvenile Probation, and to reduce the number of youth graduating to more serious crimes.

#### Services Provided

To reduce risk, a variety of services are provided including:

- Family counseling (conducted by a Licensed Marriage and Family Therapist from the local community mental health agency or by private therapists)
- Prepare an essay explaining the consequences of the offense
- Pay restitution to the victim
- Perform 20-30 hours of community service
- Participate in cognitive behavioral classes such as anger management, eating disorders

The average length of the program is 4-6 weeks. A total of 26 youth participate a day.

## Performance Measures

Three performance measures are used to evaluate the impact of the program:

1. New arrests
2. Citations
3. School performance

During the program's first year (2003) a total of 68 youth were served and 66 (97.05%) successfully completed and were officially diverted from Juvenile Intake.

### **8.3.8 Alameda County Sheriff's Office of Youth and Family Services Bureau**

The Alameda County Sheriff's Office of Youth and Family Services Bureau (YFSB) administers a diversion program for youth and families who live in the unincorporated areas of the County. Youth charged with a 602 delinquent offense are eligible, including misdemeanors, minor drug/alcohol possession, possession of tobacco, battery, petty theft, graffiti, vandalism and fighting at school.

Referrals are made to the program by the Patrol Officer, SRO, Parents, and Investigation Officers. Currently, no referrals are made by juvenile probation officers.

Upon arrest, the youth is taken to the Sheriff's substation. During the evening hours, the youth is either returned home or taken to the Malabar House to stay overnight.

The goals of the program are to divert the youth from the formal juvenile justice system, resolve the crisis and reduce family problems; provide immediate consequences; keep youth in school; reduce the number of cases sent to Juvenile Intake; and assist patrol deputies in the disposition of their cases. This program provides an option in lieu of being referred to Juvenile Intake, to the Court or in lieu of taking no action at all. Some of these youth/families would have received no services by the system and their problems would have likely escalated resulting in the youth being taken into custody.

Youth is granted a notice to appear by the Police Officer and referred to the YFSB. At intake, the risk factors are evaluated and a written service plan is developed based on the assessment of needs.

#### Services Provided

The YFSB provides the following services to youth and families participating in the program:

- Individual, family, group, play therapy (once a week) for 15-20 weeks.
- Crisis intervention.
- Referrals to community based agencies for mental health and substance abuse services not available at the YFSB.

The School Resource Officer works with the YFSB and reports to them on the youth's attendance at school. The YFSB has a collaborative relationship with School Resource Officers and the two School District Attendance and Review Boards. The YFSB participates in monthly School Attendance Review Board meetings in Castro Valley and San Lorenzo townships.

Youth are required to pay restitution to the victim and the YFSB monitors these payments.

The average daily population is 60 youth with a caseload standard of 15:1 for therapy and 20:1 for cases referred to other agencies.

When the youth is successful, the case is not referred to Juvenile Probation or to the District Attorney.

### Performance Measures

Three performance measures are used to document the impact in these unincorporated areas:

1. Number of diverted cases (During October-April 2003 there were 148 youth officially diverted from Juvenile Intake.
2. Successful closures with no new arrests (70% of the cases during this period were successfully closed).
3. Improved school performance (no data provided).

### **8.3.9 City of Oakland**

The City of Oakland currently has no formal program of diversion of minor 602 offenses upon arrest. Although, Pathways to Change is used by the Oakland Police Department as an alternative to detention. During FY03, the Oakland Police Department operated Project First for 602 delinquents but this option is no longer funded.

Immediately upon arrest, police officers will divert some misdemeanants and minor delinquents through mechanisms such as counsel and release and by giving them a notice to appear. However, if the minor is brought into custody, they are transported to OPD for booking and then either released to their parents or referred to Juvenile Intake.

If the child is on probation, they are referred to McCullum Youth Court or to Pathways to Change.

### **8.3.10 Scotlan Center's 602 Diversion Program**

The Scotlan Youth Center offers a diversion program to misdemeanors and minor felony offenders who live in Oakland and in Emeryville. Unlike other diversion programs, youth with prior charges/adjudications are accepted.

Referrals are made to Scotlan Center from the Oakland Police Department, Emeryville Police Department Community Probation, District Attorney and McCullum Youth Court. Some of the police referrals are direct referrals from the street.

The goals of the program are to divert those youth who are charged with misdemeanor offenses or with minor felonies from a formal filing with Juvenile Intake and with the District Attorney; to strengthen the family unit; to develop life skills; to improve school performance; to obtain a diploma; to reduce at risk behaviors; to avoid new arrests; and to dismiss the counsel and release from the youth's record.

### Services Provided

Scotlan Center offers a variety of services to the youth and their families including:

- Individual counseling once a week
- Family counseling once a week
- Case management
- Job development
- GED training
- Parenting Project

The youth is involved in the program for an average of 2-3 months but it could last up to seven months.

### Performance Measures

The performance measures used to document impact are:

1. Diversions. The number youth received in 2002 was 5 and in 2003 it was 6.
2. New arrests: In two years, the program reported only 2 new arrests.

### **8.3.11 Conclusions**

Formal diversion programs are not widespread in Alameda County. Only six police departments (Cities of Hayward, Berkeley, Fremont, Livermore, Piedmont and Pleasanton) and the Alameda County Sheriff's Office operate a formal 602 Diversion Program for non-violent misdemeanor and minor felony offenses (602 offenses).

With the elimination of Project First, the City of Oakland no longer has a formal diversion program. Youth not on probation in Oakland are either counseled and released or returned to their home without any support services from local agencies.

Among these diversion programs, the majority of the cases are referred by Police Officers and School Resource Officers. Only Scotlan Center reported receiving referrals from Deputy Probation Officers.

The majority of these programs have Memoranda of Agreements with local community-based organizations to provide counseling and intervention with the families who participate. Like the 601 Delinquency Prevention Network, these agencies play an important role in keeping non-violent minors out of the formal juvenile justice system and this partnership is instrumental in the success of these 602 Diversion programs. However, these few agencies result in very little impact on reducing court caseloads of minor offenses.

These findings support the benefit of diversion programs. In those jurisdictions that reported outcomes, it was documented that early intervention at the beginning of the child's involvement in the juvenile justice system reduces the minor's further involvement. Also, they demonstrate that diverting minor cases that have a low likelihood of being prosecuted benefits the juvenile justice system because diversion reduces court caseloads thus freeing up court system resources for higher risk and need cases.



## **8.4 Diversion Programs for First Time Adjudicated Offenders**

### **8.4.1 McCullum Youth Court**

The McCullum Youth Court serves first-time adjudicated misdemeanor offenders who live in the cities of Alameda, Oakland, Piedmont, Berkeley and Emeryville. Youth are adjudicated by the Juvenile Court, placed on 654 Informal Probation and referred to the Youth Court.

Referrals are made to the Youth Court by the four police departments, school districts, probation officers, parents and youth.

The goal of the Youth Court is to divert minor first-time adjudicated offenders from further involvement in the juvenile justice system.

The program has two types of participants. The offender is required to confront a jury of their peers, participate in counseling, anger management classes, perform community service and serve on a subsequent jury upon successful completion. The other participant is a high school student volunteer (not on informal probation) who is recruited to serve on a Peer Jury. The Peer Jury is supervised by an adult who plays the role of the judge. Each youth volunteer participates in 1-3 juries. Peer juries order drug and alcohol counseling, theft awareness, and anger management programming to youth who come before the Youth Court.

There are seven core components of the Youth Court program:

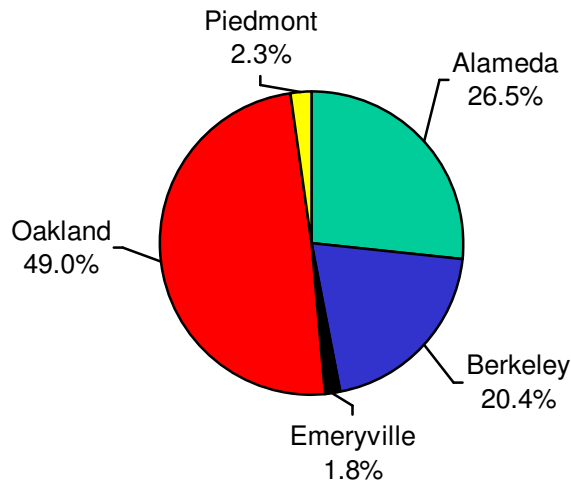
- Each youth and parent are assessed at intake to determine their risk factors.
- Youth and their family receive counseling.
- Youth receive conflict resolution and anger management skills training.
- Each youth writes a letter of apology to the victim.
- Youth pays restitution to their victim.
- Youth donates five hours of community service to community agencies.
- Each child is assigned a case manager who serves as their mentor, connects the youth and family with services.

The Youth Court holds four Courts each week for a total of 22 sessions each year. The duration of the program is 4-6 months.

The average caseload is 35-40 offenders to 1 case manager.

A total of 388 referrals were made to the Youth Court during FY04. Figure 8.8 shows the source of referrals to McCullum Youth Court by jurisdiction.

**Figure 8.8**  
**Alameda County, CA**  
**Referrals to Mc Cullum Youth Court by Jurisdiction**  
**FY2003/04**

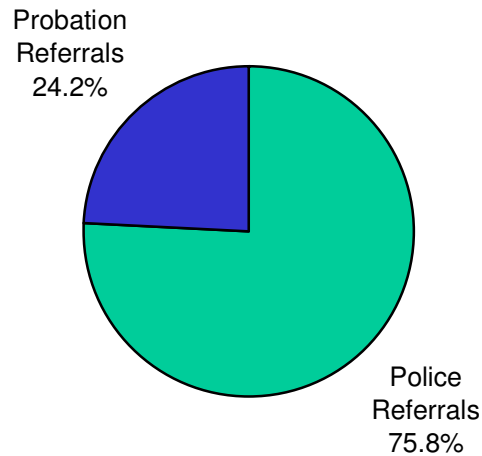


Source: Data include referrals by Police Departments and referrals by Deputy Probation Officers

This graph shows that nearly one-half of the referrals were from the City of Oakland, followed by Alameda, Berkeley, Piedmont and Emeryville. While the City of Oakland does not operate a 602 diversion program for pre-adjudicated youth upon arrest, it participates heavily in the McCullum Youth Court.

Figure 8.9 shows that the majority of referrals to the McCullum Youth Court are from law enforcement agencies rather than Deputy Probation Officers.

**Figure 8.9**  
**Alameda County, CA**  
**Referrals to McCullum Youth Court**  
**FY2003/04**



Source: Data from the following jurisdictions: Alameda, Berkeley, Emeryville, Oakland and Piedmont

Note: Referrals by Police Departments; Probation Referrals by Probation Officers

#### **8.4.2 Process Performance Measures**

At the time of the analysis, the program did not indicate that it had written policies. Reports are submitted monthly, quarterly and annually to the Board. The program has a new Executive Director who is making administrative changes.

At intake, youth and families are given a score using an adapted scoring system similar to the Malcolm Baldrige National Quality Award. The McCullum Youth Court achieved a performance score of 594 on the Baldrige Type Score in 2002.

The program is evaluated by the Oakland Fund for Children using the Logic Model Evaluation System. The following performance outcomes were reported by the evaluator:

- Customer satisfaction: Reported 90-93% customer satisfaction rate.
- Community service: A total of 54,139 hours of direct service to local agencies was donated.
- Behavior changes: Nearly two-thirds (65.2%) of the youth report behavior changes.
- Family reports changes: Families reported changes in 71.7% of their children.
- Staff reports changes: Staff reported 82.3% of the children demonstrated behavior changes.

No data were available to determine the percent of youth discharged from McCullum Youth Court who were later diverted from the juvenile justice system.

### **8.4.3 Conclusions**

A national evaluation of Teen Courts conducted by the Office of Juvenile Justice and Delinquency Prevention found that many youth involved in teen courts were later diverted from further involvement in the juvenile justice system<sup>35</sup>. In Arizona, the recidivism rate for teen court participants was 9% compared with 15% in the traditional system. And in Alaska, recidivism among teen court youth was 6% compared with 23% of those processed through the traditional juvenile case handling process. These findings illustrate the benefit of a Youth Court in not only reducing court caseloads but also in reducing future reoffending.

If the McCullum Youth Court can demonstrate similar outcomes, Alameda County's juvenile justice system would benefit from an expansion of this program.

### **8.4.4 SB 1095 First Time Probation Intervention Programs**

The Alameda County Office of Education receives funding from the State of California under SB 1095 to work with the Probation Department to offer risk reduction programming to first-time adjudicated offenders on either informal or formal probation. The two programs operated by ACOE are the High Risk First Time Offender (HRFO) and the Transition High Risk Youth (THRY).

#### **8.4.4.1 High Risk First Time Offender (HRFO)**

The goal of this program is to identify and reduce the educational, behavioral, medical, and familial barriers that result in youth staying in school and away from delinquent behavior.

HRFO works with youth on probation who meet at least three of the following criterion:

1. Minor must be a first time offender under the age of 16
2. Minor can be on formal or informal probation for a Section 602 offense
3. Minor meets 3 or 4 risk factors:
  - School misbehavior
  - Truancy
  - Low or non performance
  - Family problems
4. Substance abuse by minor or others in home
5. Increasing delinquent behavior

A Deputy Probation Officer conducts an assessment and develops a case plan based on the assessment and the DPO is responsible for supervising the probationer involved in the program.

#### **Services Provided**

Program participants receive a minimum of four hours of academic classes and three hours of after-school activities with community based organizations. A wide variety of services are offered including:

- Violence education
- Gang abatement
- Academic enrichment
- Conflict resolution
- Peer mediation
- Community services
- Individual and family counseling

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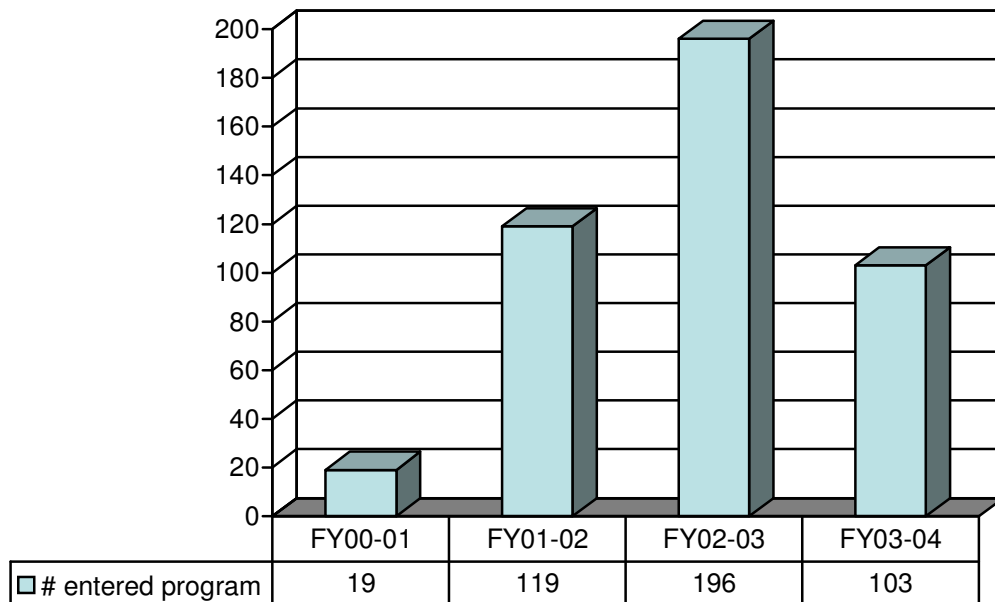
<sup>35</sup> Fisher, Margaret. (1995). *Youth Courts: Young People Delivering Justice*. American Bar Association in association with the Office of Juvenile Justice and Delinquency Prevention. U.S. Department of Justice.

The following community based organizations serve as partners with ACOE:

- Berkeley Youth Alternatives
- Youth Learning & Cultural Institute
- Thunder Road Adolescent Treatment Center
- Teens in Crisis
- Project Re-Connect
- Seneca Rock La Fleche Community School
- Students in Business
- Upright Group Home-Oakland
- Nettles Group Home-Fremont

Figure 8.10 shows that the number of youth placed in the High Risk Education Program dramatically increased from 19 in FY01 to 103 in FY04, or at an annual rate of 181.2%.

**Figure 8.10**  
**Alameda County**  
**High Risk Education and Public Safety Program**  
**Number of Referrals**  
**FY01-FY04**



Source: Alameda County Office of Education SB 1095 Program

### **8.4.3.2 Transitional High Risk Youth (THRY)**

The THRY program serves as a liaison between youth being released from the Juvenile Hall or Camp Sweeney and their local school district. Youth who meet the following criteria are eligible:

1. Have served at least 90 days in either Juvenile Hall or Camp Sweeney or a 90-day commitment in another secure facility.
2. Subsequently enrolled fulltime in a public school.
3. Assessed as being high risk for re-offending.

The goal is to keep youth from returning to the Juvenile Hall or to Camp Sweeney.

The THRY program has three components:

#### a. Transitioning

Youth committed to Camp Sweeney must be less than 18 ½ years old when released and have at least one year of school left to complete. After an assessment of risk and need is conducted, a case plan is developed based on this assessment. A variety of services are delivered including education, employment and family support.

#### b. Structural Transitioning

Ninety days prior to release, the youth will receive skills training to improve their pro-social thinking patterns and decision-making skills. In addition, the youth will have contact with his family at least once a week.

#### c. Aftercare

Probation staff provide supervision and support to assist in the child's re-entry to the community.

### **Performance Measures**

A total of 437 youth entered the High Risk Education and Public Safety Program in the last four school years (2000-2004).

The number of youth who successfully exited the program was 91 in the last four years.

Performance measures are identified in the Education Code and include:

1. Number of arrests/citations
2. Number of convictions
3. Number of new commitments
4. Number of violations of probation

Data were not available to identify the outcomes on these four measures.

### **8.4.4 Berkeley Youth Alternatives SB1095**

Berkeley Youth Alternatives is one of the partners with ACOE in the SB1095 programs. BYA targets first-time adjudicated misdemeanor offenders who are on probation. Youth who live in west and south Berkeley, who have significant school problems, who have significant family problems, who have a substance abuse problem and who have demonstrated increasing delinquent behavior are involved in BYA's SB1095 program.

The goal is to keep youth out of the Juvenile Hall.

Upon admission, the WRAT academic achievement test is conducted to establish a baseline for academic achievement. The child is evaluated again at six months intervals and at discharge.

BYA provides a combination of academic and enrichment programming including:

- Individual and group counseling (Two groups a week and one one-on-one counseling is provided weekly)
- Tutoring
- Social development
- Economic self-sufficiency classes
- Teen Center activities
- Substance abuse education
- Psycho-educational skills development such as anger management and life skills
- Job readiness training
- Experiential education is provided to assist them in learning a skill, exposing them to college
- Home visits are conducted weekly
- Mentors are assigned to each youth in addition to the caseworker

The duration of the program is between 6-8 months. An average of 21 youth participate on any given day.

#### Performance Measures

BYA uses the performance measures identified in the Education Code such as:

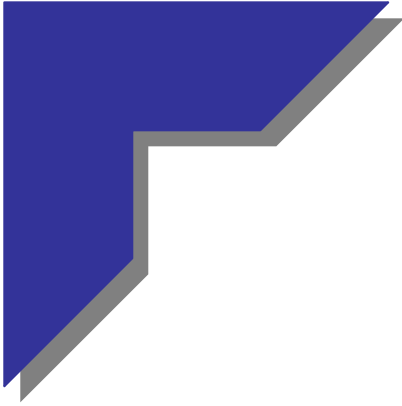
- Number of arrests/citations
- Number of convictions
- Number of new commitments
- Number of violations of probation

Since 2001-2004, 83 youth have been served at BYA and only 10 youth were later referred to the Juvenile Hall. BYA also monitors youth 24 months following discharge.

#### **8.4.5 Conclusions**

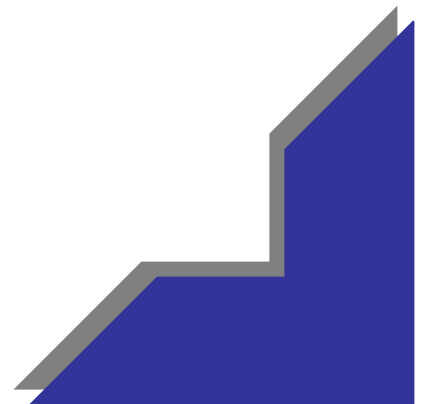
These two programs provide services to first-time adjudicated offenders who are at-risk of becoming chronic delinquents and minors released from confinement, thus they provide valuable services to the Probation Department. The High Risk Education Program provides early intervention services to first-time adjudicated youth and their families to reduce the potential for further involvement in the juvenile justice system.

The Transitioning Program provides valuable reentry services to youth released from the Juvenile Hall and Camp Sweeney. If these programs can demonstrate a reduced recidivism rate, it would be in Alameda County's best interest to expand these programs.



## *9.0 Alternatives to Juvenile Hall*

- *Home Supervision*
- *Electronic Monitoring*





## **9.0 Alternatives to Juvenile Hall** **Home Supervision and Electronic Monitoring**

### **9.1 Introduction**

In Alameda County, there are two specific alternatives to the Juvenile Hall-Home Supervision and Electronic Monitoring. If a minor is not deemed eligible for these two options, they will be detained in the Juvenile Hall.

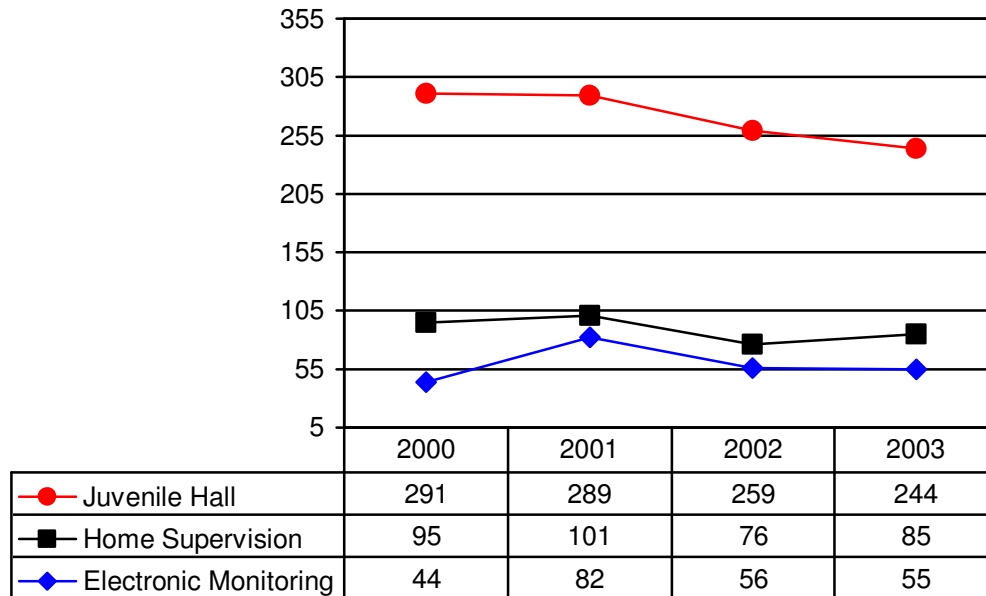
The project team conducted an analysis of the Home Supervision and Electronic Monitoring program using the following methodologies:

- Interviews with the program directors of the Home Supervision and Electronic Monitoring Program
- Interviews with Deputy Probation Officers
- Analysis of trends data on the historical use of HS and EM
- Analysis of outcome data gathered by the program directors on participants in both of these programs
- Review of national outcome data on electronic monitoring programs

The following report describes how these two alternatives are used and what impact they have on reducing Juvenile Hall populations.

Figure 9.1 shows the number of minors in three options—those detained in Juvenile Hall compared to those placed on Home Supervision or Electronic Monitoring. In 2003, nearly two-thirds (63.5%) of the minors are detained, 22.1% are placed on Home Supervision and 14.4% are on Electronic Monitoring.

**Figure 9.1**  
**Alameda County, CA**  
**Average Daily Population of Youth in Juvenile Hall vs.**  
**Home Supervision and Electronic Monitoring**  
**2000-2003**



Source: Alameda County Juvenile Probation Information System RPT281-01, RPT999-01.

The number of youth in the Juvenile Hall and on Home Supervision declined during 2000-2003. The ADP of youth in Juvenile Hall decreased 16.2%, representing an average annual rate decline of 5.6%. Similarly, the ADP of youth on Home Supervision decreased 10.5% between 2000 and 2003, or at an average annual rate decline of 2.2%.

On the other hand, the ADP of youth on Electronic Monitoring increased 25.0% between 2000 and 2003, representing an average annual rate increase of 17.6%. As the later analysis will show, the EM program has a direct impact on reducing the number of minors held in the Juvenile Hall. If these youth were not participating in EM, they would have been detained in the Juvenile Hall.

Compared to other jurisdictions (see Continuum of Care from San Diego, CA, San Francisco, CA, Orange County, Cook County, IL), Alameda County has few alternatives to its Juvenile Hall.

## 9.2 Home Supervision

### 9.2 Introduction

The Alameda County Probation Department operates a Home Supervision program as an alternative to the Juvenile Hall. The following summarizes the Home Supervision Program using the Logic Model of Program Evaluation.

The overall goal of the Home Supervision Program is to reduce the population at the Juvenile Hall.

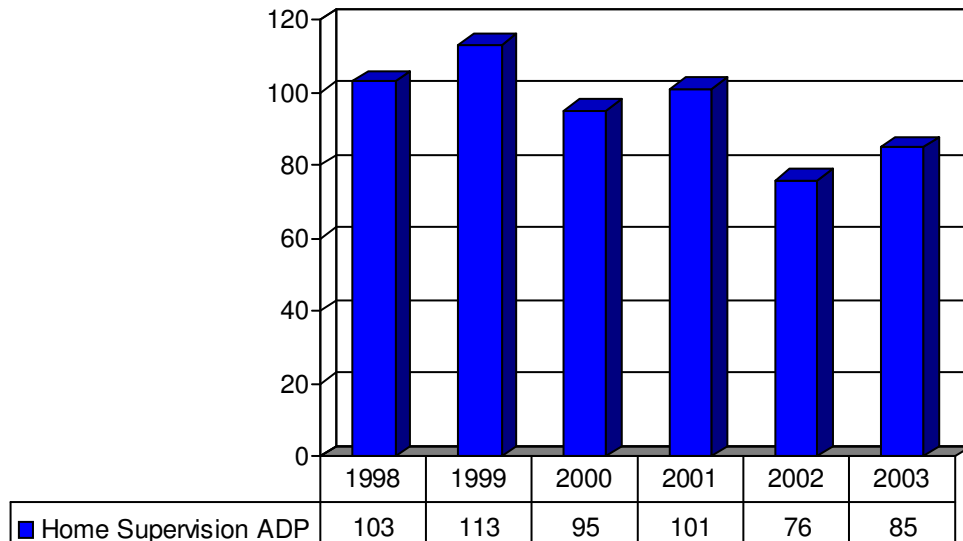
The Home Supervision program targets pre-adjudicated youth, some of whom would be detained in the Juvenile Hall. Youth are identified at the detention hearing and referred to Home Supervision. The Juvenile Hall can make a recommendation for Home Supervision at any time during detention but it is our understanding that this does not happen routinely.

No assessment is conducted to identify the risk and needs of the offender and no differential classification methodology has been established to assign offenders to varying levels of supervision. National experience shows that when no assessment is made, there is the potential that offenders could be given more supervision than they require, thus draining scarce resources.

#### 9.2.1 Trends in Use of Home Supervision

As seen in Figure 9.2, between 1998 and 2003 the ADP in Home Supervision decreased 17.5%, or at an average annual rate of 2.6%.

**Figure 9.2**  
**Alameda County, CA**  
**Average Daily Population of Youth in Home Supervision**  
**1998-2003**



Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

### 9.2.2 Home Supervision By Race

As seen in Table 9.1, Multi-racial/Other youth increased at an average annual rate of nearly 20%, while Caucasian youth increased at a rate of 6.0% and Hispanic/Latino youth at a rate of 2.6%. On the other hand, African-American youth declined at an annual rate of 4.0% and Asian youth at a rate of 9.5%.

**Table 9.1**  
**Alameda County, CA**  
**Number of Youth Admitted to Home Supervision by Ethnicity/Race**  
**1998-2003**

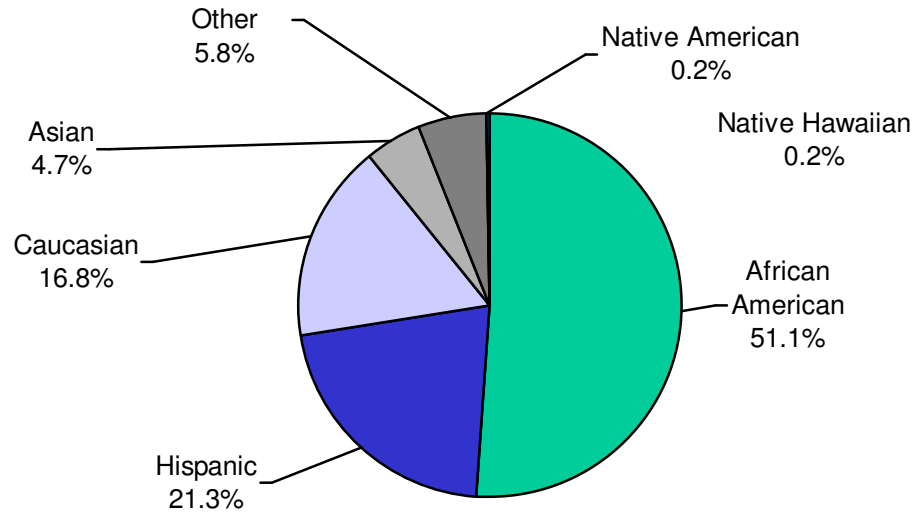
	1998	1999	2000	2001	2002	2003	Average % Change
African American	496	490	433	399	402	402	-4.0
Hispanic or Latino	181	174	163	177	126	181	2.6
Caucasian	98	149	148	141	115	117	6.0
Asian	56	51	35	36	27	31	-9.5
Multiracial/Other	22	41	41	45	37	44	19.5
Native American	4	3	1	0	0	2	---
Native Hawaiian and Other Pacific Islander	0	1	4	1	5	3	---
<b>Total</b>	<b>857</b>	<b>909</b>	<b>825</b>	<b>799</b>	<b>712</b>	<b>780</b>	<b>-1.5</b>

Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese. Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan. Multiracial/Other includes Other and Unknown.

Figure 9.3 shows that African Americans represent over one-half (51.1%) of the ADP of youth in Home Supervision, followed by Hispanic (21.3%) and Caucasian youth (16.8%).

**Figure 9.3**  
**Alameda County, CA**  
**Percentage of Average Daily Population of Home Supervision**  
**by Ethnicity/Race**  
**1998-2003**



Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

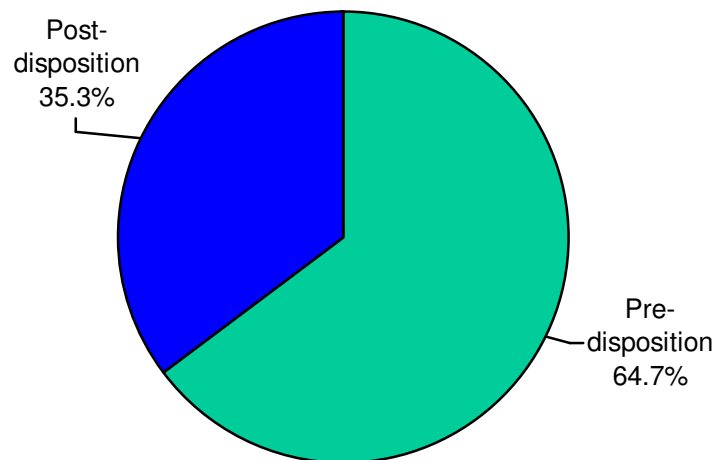
Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese. Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan. Multiracial/Other includes Other and Unknown.

The fact that African-American youth represent the largest single racial group on Home Supervision is positive since it shows that these youth are given the opportunity to participate in this program rather than to be detained. However, African-American youth remain disproportionately represented compared to their portion of the overall youth population residing in Alameda County.

### 9.2.3 Home Supervision by Legal Status

The majority of the minors on Home Supervision are awaiting for their case to be disposed. In 2002 (latest available data), nearly two-thirds (64.7%) of the average daily population in Home Supervision is pre-disposition. Post-disposition youth represents 35.3% of the ADP.

**Figure 9.4**  
**Alameda County, CA**  
**Percentage of Average Daily Population in Home Supervision by Legal Status**  
**2002**



Source: California Board of Corrections  
Note: ADP calculated using average of one day monthly snapshot in 2002.

The fact that the majority of the youth on HS are pre-adjudicated increases the impact of this program on the reduction of Juvenile Hall populations.

According to program standards, all offenders should receive daily face-to-face contacts. However, interviews with the program director and DPOs indicate that the standard is not being met. In practice, all offenders are monitored daily 8:00a.m.-10:00p.m. by telephone. Calls are made to the youth, school and employer.

No specific services are provided or formally coordinated.

There is a total of 10 staff in the program and the caseloads are 10 offenders to one officer. There are nine FTE Deputy Probation Officers who provide direct supervision and one supervisor.

Youth stay on home supervision until their case is disposed. If the case is uncontested, supervision could be three weeks. If their case is contested, supervision could take five weeks.

The Probation Department has developed a new internal monitoring system that monitors the activities of the DPO and the amount of direct services provided to offenders. Each DPO is now required to record their phone calls and the supervisor regularly monitors telephone contacts. The supervisor also monitors the field contacts. There are staff meetings every other week with the Unit Supervisor.

Communication among key juvenile justice officials is provided in several ways. The Unit Supervisor provides written progress reports to the Court in accordance with the conditions placed on the offender. A new protocol requires regular communication among the Home Supervision Officer and the regular

DPO assigned to the youth on HS to reduce duplication between the two DPOs. Prior to this practice being implemented, both officers would wait in court for hours and there was little communication among each officer even when these officers supervised the same case.

#### **9.2.4 Performance Measures**

The program has developed three performance measures to guide the implementation of the program and ensure that it is meeting its intended goals:

1. Failure to appear rate
2. Technical violations
3. New arrests

An assessment was conducted of the number of youth who successfully completed home supervision during FY2003. There was a total of 669 discharges in 2003, a total of 432 (64.6%) were discharged successfully and 233 (34.8%) were unsuccessful. Four other youth were not discharged during this year.

There are no other measures developed or tracked. No data is available to determine the number of youth who are discharged who later violate within six, 12 or 24 months.

There appears to be no requirement that this program make periodic assessments of its effectiveness and to report these findings to policy makers.

The program does not have a specific budget and the supervisor is not expected to monitor expenditures on a monthly, quarterly or annual basis.

#### **9.2.5 Factors that Lead to Success on Alameda County's Alternatives to Juvenile Hall**

##### **9.2.5.1 Introduction**

The purpose of this analysis was to identify for the Probation Department the criteria that it could consider to select candidates for Home Supervision and Electronic Monitoring.

The project team gathered offense and behavioral information on youth placed on Electronic Monitoring and Home Supervision during January 1-March 31, 2004. A total of 57 cases were entered into a database. There were so few electronic monitoring cases on which we had completed Needs Assessments (3) that an analysis was not feasible.

However, the sample size for Home Supervision was adequate for analysis. The project team analyzed 54 cases and grouped these cases into successful and unsuccessful.

##### **9.2.5.2 Methodology**

The *Needs Assessments* of every youth placed on Home Supervision during FY2003 were entered into a specially created database for analysis. Every item included on the *Needs Assessment instrument* was analyzed to determine the relative efficacy of various predictors of success.

This sample was analyzed using crosstab analysis and logistic regression. Due to sample size limitations, only a few of the items achieved statistical significance ( $p < 0.05$ ). In some instances, the restricted sample size similarly compromised confidence in chi-square results owing to expected cell counts that were less than five (5). Still, crosstab analysis revealed a number of patterns with the promise of distinguishing Home Supervision successes from failures.

The characteristics were characterized as one of two types:

- a. Protective Factors: Protective factors are those that *increase* the probability of success.

- b. Risk Factors: Risk factors *decrease* the likelihood of success (or, alternatively, increase the likelihood of the youth being violated).

**Table 1**  
**Protective and Risk Factors - Home Supervision (1/1-31/04)**  
**N-54**

	Category	<i>Violated</i>		<i>Success</i>		$\chi^2$
		N	%	N	%	
<i>Protective Factors</i>						
Age †	10-13	2	66.7	1	33.3	3.22
	14-15	8	47.1	9	52.9	
	16+	9	27.3	24	72.7	
Attend School Regularly	No	11	61.1	7	38.9	7.56 ***
	Yes	8	22.9	27	77.1	
Grades in School †	A/B	3	27.3	8	72.7	1.53
	C	6	37.5	10	63.5	
	D/F	9	50.0	9	50.0	
Visit Doctor in Past Year	No	10	47.6	11	52.4	1.87
	Yes	9	29.0	22	71.0	
<i>Risk Factors</i>						
Ever Skip School	No	5	22.7	17	77.3	3.23 *
	Yes	12	48.0	13	52.0	
Suspended in Past Year	No	5	21.7	18	78.3	4.06 **
	Yes	12	50.0	12	50.0	
How Many Times Suspended						4.03 **
Expelled in Past Year †	No	12	30.8	27	69.2	2.90 *
	Yes	5	62.5	3	37.5	
Ever Tried Drugs or Alcohol †	No	2	18.2	9	81.8	1.54
	Yes	16	38.1	26	61.9	
How Often Use Marijuana	Never/ Hardly Ever	9	25.0	27	75.0	4.02 **
	Sometimes/ A Lot	9	52.9	8	47.1	
How Often Use Alcohol †	Never/ Hardly Ever	13	30.2	30	69.8	1.41
	Sometimes/ A Lot	5	50.0	5	50.0	

† Indicates that at least one of the expected cells in the chi-square calculation is less than 5.

\*  $p < .10$ ; \*\*  $p < .05$ ; \*\*\*  $p < .01$

Source: Needs Assessments provided to the project team by the Probation Department.



### **9.2.5.3 Findings**

#### **Protective Factors Contributing to Success on Home Supervision**

Based on this analysis, there are four items that appear to insulate youths from negative outcomes (failing home supervision). The factor that demonstrates the strongest positive effect (and in fact, the largest effect of any kind, positive or negative) is regular school attendance. Youth who routinely attend school are more than five times more likely to succeed on Home Supervision than are those who fail to go to school on a consistent basis.<sup>17</sup> And, school performance is also an important indicator. The probability of success is higher for those youth with higher grades. The impact of grades is particularly noteworthy between the highest and lowest categories; youth maintaining As and Bs are three times more likely to succeed than are those with poor or failing (D/F) grades.

The third protective factor is age. The probability of program success increases for older youths. Again, the effect is most dramatic between the highest and lowest age categories. The likelihood of success for those youth 16 years old or older is more than four-and-a-half times that of youth under the age of 14. However, age group comparisons must be taken with some degree of suspicion, due to the fact that this sample is clearly skewed to the older end of the age spectrum and to the very low number of youth in the lowest category.

Whether or not the youth has visited a doctor in the past year is the final protective factor. The chances of success for youth that are able to see a doctor are more than double those of youth who are not afforded the same opportunity.

#### **Risk Factors Contributing to Failure on Home Supervision**

In contrast to these protective factors, the factors that are statistically related to failure on Home Supervision are inconsistency at school, and involvement with drugs and alcohol.

The risk factors associated with schooling are all variations on a theme, one centered on a tenuous connection to school. Given that consistent school attendance is a strong protective factor, it is hardly surprising that irregularities such as skipping, being suspended from, or being expelled from school increase the risk of Home Supervision failure. With each of these predictors, the risk of violation jumps by a factor of three.

The probability of failure also rises with the incidence and prevalence of alcohol and drug use. Youth who admit to trying alcohol or drugs are two-and-one-half times less likely to successfully complete Home Supervision. The results for prevalence are even more telling. There is an emergent pattern which suggest that using alcohol “sometimes” or “a lot” diminishes the prospects for success.

However, the findings regarding marijuana usage are the most powerful. The likelihood of failure is more than three times as great for those youth who categorize their marijuana usage as “sometimes” or “a lot,” in comparison with those who “never” or “hardly ever” use the drug. It is worth noting that very few of youth in this sample ever use harder drugs such as cocaine, heroin, LSD and ecstasy.

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<sup>17</sup> Statistical likelihood represent exponentiated beta coefficients calculated using logistic regression.

#### **9.2.5.4 Impact of Results**

The results of this analysis can be used to determine the probability of eligible youth succeeding on home supervision. Based on this analysis, the following criteria are recommended to be used to select youth for home supervision:

1. Youth who regularly attend school
2. Youth who have As and Bs
3. Youth ages 16-17 years old
4. Youth who have visited a doctor in the last year

The youth who have these characteristics have a higher likelihood of being successful on home supervision than those who do not possess these characteristics.

These results also demonstrate the areas significant in the child's life that require intervention. If a child demonstrates inconsistent attendance in school, poor performance in school, use of marijuana and alcohol, these risk factors suggest that a child is on the path toward violating home supervision. The results also demonstrate that one should not minimize the impact of marijuana use because those youth who use marijuana have a higher likelihood of failing on home supervision than those youth who use alcohol.

There is no relationship between outcome and gender ( $p=.777$ ), just as many girls and boys were violated or successful.

## **9.3 Electronic Monitoring**

### **9.3.1 Introduction**

The Juvenile Hall operates an Electronic Monitoring program as an alternative to detention. Unlike the Home Supervision Program, minors on the Electronic Monitoring program are considered in custody. Violations of EM result in automatic return to the Juvenile Hall.

The overall goal of the Electronic Monitoring program is to reduce the population at the Juvenile Hall and to provide intensive surveillance to protect public safety.

### **9.3.2 Target Population**

The Electronic Monitoring program targets “low-risk and minimum security pre-adjudicated youth who are currently in custody at the Juvenile Hall”. While detained youth are the primary target, youth on probation can also be referred to the Electronic Monitoring program.

The written selection criteria used to determine eligibility are:

- Youth who are charged with any offense except 707 (b), arson, sex, firearm, possession or sales of large quantities of drugs, minors posing a serious threat to the community or victim, escape, previous EM failures
- Parents/guardian is willing to participate
- Youth has a verifiable residence
- Youth has a telephone but has no call waiting, call forwarding, repeat dialing, call return, answering machines or security systems connected to the telephone. If the youth has no telephone, the EM staff may arrange for a special line to be installed.

It is reported by the EM Supervisor that all judges use EM but there are no data to determine admissions by judge.

### **9.3.3 Referral and Assessment Process**

Youth are identified for EM by the In-Custody Intake Unit at the Juvenile Hall upon intake to the Juvenile Hall and recommended to the Juvenile Court within 48 hours upon admission.

Similar to the Home Supervision program, no standardized assessment is used to identify the risk and needs of the minor and no differential classification methodology is in place to assign offenders to varying levels of supervision.

The Juvenile Hall does not routinely review the Juvenile Hall population to determine which minors would be eligible for EM.

In other jurisdictions, the Juvenile Hall has the authority to screen its population and to develop a list of eligible candidates for EM for the Court's review. In Santa Barbara, CA, minors who are going to school, who have an acceptable home and who have no disciplinary infractions are recommended to the Court for release on electronic monitoring.

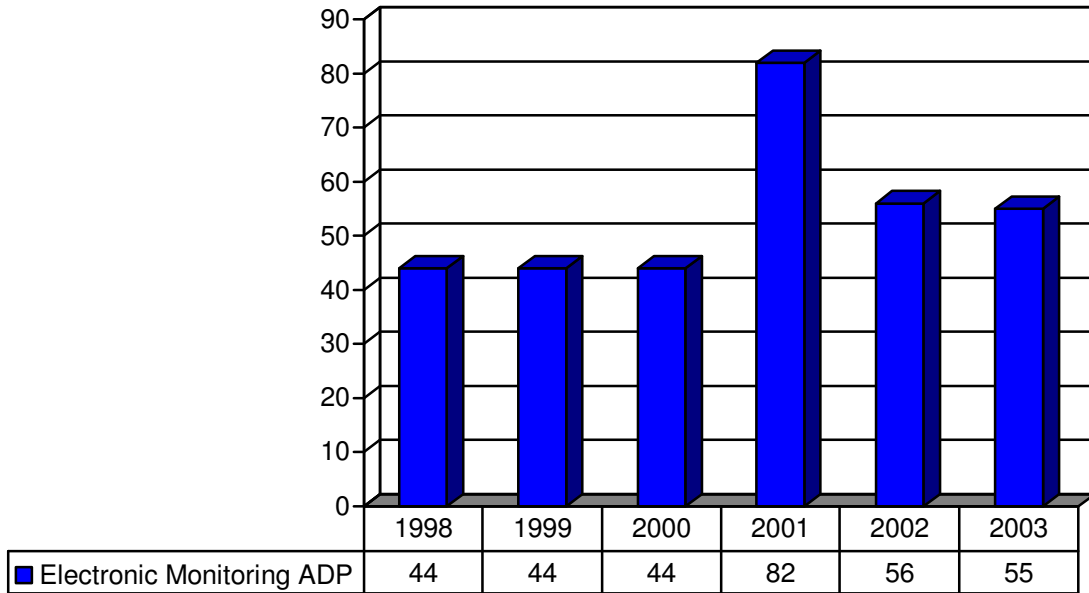
**9.3.4 Capacity**

The capacity of the EM program is 75 minors and five staff are assigned to the program. As of January 2004, there were 64 minors participating on EM (1EM staff to 13 minors) indicating that this program is operating slightly below capacity based on the W&I Code standard of 1 EM staff to 15 offenders.

**9.3.5 Trends in the Use of Electronic Monitoring**

As seen in Figure 9.5, between 1998 and 2003 the ADP in Electronic Monitoring increased 25.0%, or at an average annual rate of 10.6%.

**Figure 9.5  
Alameda County, CA  
Average Daily Population of Youth in Electronic Monitoring  
1998-2003**

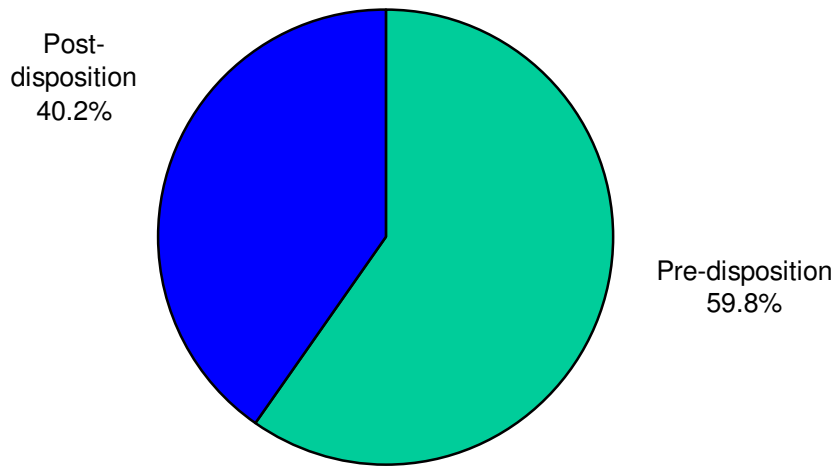


Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

**9.3.6 Electronic Monitoring by Legal Status**

In 2002 (latest available data), 59.8% of the largest number of youth in the Electronic Monitoring program was waiting for their final disposition. Post-disposition represents 40.2% of the ADP.

**Figure 9.6**  
**Alameda County, CA**  
**Percentage of Average Daily Population in Electronic Monitoring**  
**by Legal Status**  
**2002**



Source: California Board of Corrections  
Note: ADP calculated using average of one day monthly snapshot in 2002

### 9.3.7 Electronic Monitoring by Race

Table 9.2 shows that Hispanic/Latino youth grew at a higher rate than any other group (28.9%), followed by Caucasian (24.9%), and Multi-racial/Other (21.5%). Asians have the lowest average annual rate of 6.9%.

**Table 9.2**  
**Alameda County, CA**  
**Number of Youth Placed on Electronic Monitoring by Ethnicity/Race**  
**1998-2003**

	1998	1999	2000	2001	2002	2003	Average % Change
African American	257	272	334	529	422	409	12.7
Hispanic or Latino	47	81	65	119	96	123	28.9
Asian	34	35	31	42	53	43	6.9
Caucasian	33	32	43	88	56	70	24.9
Multiracial/Other	19	32	25	30	40	43	21.5
Native Hawaiian and Other Pacific Islander	1	2	0	1	2	0	---
Native American	0	0	1	1	2	0	---
<b>Total</b>	<b>391</b>	<b>454</b>	<b>499</b>	<b>810</b>	<b>671</b>	<b>688</b>	<b>14.7</b>

Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

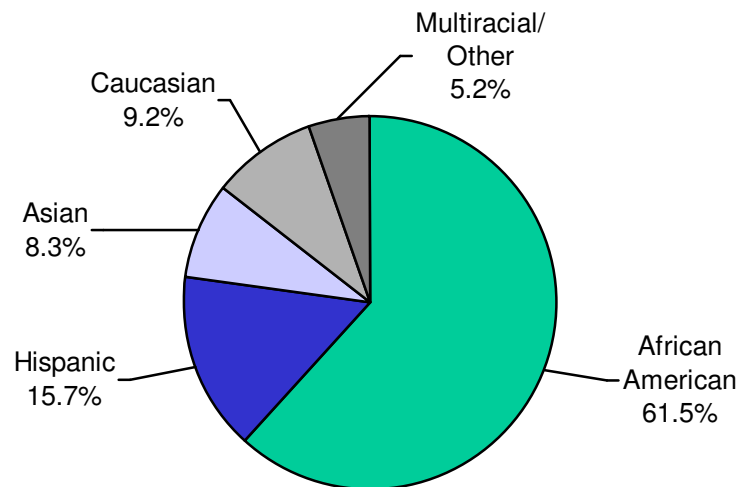
Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese.

Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan.

Multiracial/Other includes Other and Unknown.

Figure 9.7 shows that African Americans represent nearly two-thirds (61.5%) of the youth participating in Electronic Monitoring. Hispanic/Latino and Caucasian youth represent 15.7% and 9.2% respectively.

**Figure 9.7**  
**Alameda County, CA**  
**Percentage of Average Daily Population of Electronic Monitoring**  
**by Ethnicity/Race**  
**1998-2003**



Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese. Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan. Multiracial/Other includes Other and Unknown.

### 9.3.8 Surveillance

According to the Probation Department's written program standards, all offenders should receive face-to-face contacts three times per week. At least two of these contacts shall be at the minor's home and these should include the parent/guardian. The other contact may be at the school, employment or at another location. The EM counselor should be in weekly contact with the school to keep them up to date on the minor's attendance and behavior.

The EM Unit maintains a daily scheduling sheet of the minor's daily itinerary. The EM counselor contacts the school daily, makes telephone monitoring calls daily and visits the home two times per week to ensure that the youth is at home or at an approved location.

No specific services are provided or formally coordinated.

There is a total of six staff in the program, including one supervisor. There are five Youth Counselors who provide direct supervision and one supervisor.

The caseloads supervise an average of 13 minors: 1 youth counselor. The California Welfare and Institutions Code mandate no more than 15:1 caseload standard for electronic monitoring caseloads.

Youth will stay on electronic monitoring until their case is disposed of or until they are released from probation.

### **9.3.9 Internal Program Monitoring Process**

An internal program monitoring system is in place to monitor the activities of the EM staff. The Duty Officer at the Juvenile Hall and the EM Supervisor supervise the field contacts made by EM staff during the day using radios and a record of the EM staff's daily activities. A debriefing is conducted daily between the Duty Officer and the youth counselor.

Each EM youth counselor records their phone calls and home visits and these are reviewed by the EM Supervisor. Also, there are staff meetings once a month with the Unit Supervisor.

Communication among key juvenile justice officials is provided in several ways. The program provides written progress reports to the Court in accordance with the conditions placed on the offender.

### **9.3.10 Performance Measures**

The program has developed three performance measures to guide the implementation of the program and to ensure that the program is meeting its intended goals:

1. Technical violations
2. New arrests
3. Positive drug tests

An analysis of the youth discharged from EM during September-October 2003 indicated that 80.5% were successfully discharged.

### **9.3.11 Conclusions for Home Supervision and Electronic Monitoring**

The findings of the analysis of the Home Supervision and Electronic Monitoring program result in the following conclusions:

1. **Assessment:** An element of effective programming is that programs are assessment-driven. Nationally, assessments are incorporated into juvenile justice programs to evaluate one's risk for future reoffending and their special needs that require treatment. Currently, the Home Supervision program is not guided by an assessment and neither does it have written eligibility criteria to guide placement. Criteria should be formalized with the Juvenile Court so that Juvenile Hall staff could routinely evaluate the minors in custody and identify the pool that could be considered. A standard Risk and Needs Assessment instrument should be used for both the HS and the EM programs to ensure that the appropriate intervention is provided.
2. **Supervision standards:** A workload study would assist the Department in modifying its supervision standards to ensure that DPOs can fully meet the supervision standards for both programs, but particularly the Home Supervision program. Home visits are critically important in ensuring compliance with court-ordered conditions and in engaging families in the youth's life.
3. **Referrals:** These programs would be fully maximized if Juvenile Hall routinely evaluated the minors in custody and identify those who meet criteria. In accordance with Section 230 Cal. App.3<sup>rd</sup> 287, the Administrator of the Electronic Monitoring Program should determine which minors meet the criteria for EM and then to make this recommendation to the Juvenile Court Judge. If the Juvenile Hall continues to be crowded, it is recommended that Juvenile Hall staff evaluate the population weekly to determine which minors meet criteria for these alternatives.
4. **Impact on Juvenile Hall:** Because these two programs serve largely the pre-adjudicated populations, they have a high degree of impact on managing the population at the Juvenile Hall. However, they could have even greater impact if both programs were fully maximized. These programs indicate that between 65%-81% of the youth participating comply with their conditions indicating that these programs are effective. These rates of success are consistent with those of other jurisdictions from studies conducted by the project team.



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**Comprehensive Study of the Juvenile Justice System**

5. Performance review: To ensure on-going effectiveness and feedback to staff, performance measures should be formalized and tracked. This information would let DPOs know if this program is meeting the goals that it set out to accomplish and it would help the Probation Department and the Juvenile Court routinely evaluate on-going effectiveness.
6. Potential Pool for Alternatives to Detention: Based on the Profile Analysis, it would appear that at least one-quarter (25.0%) of the minors who are detained in the Juvenile Hall on any given day could be recommended to the Juvenile Court for alternatives to detention or placement. Table 9.3 shows that some of the minors are eligible:

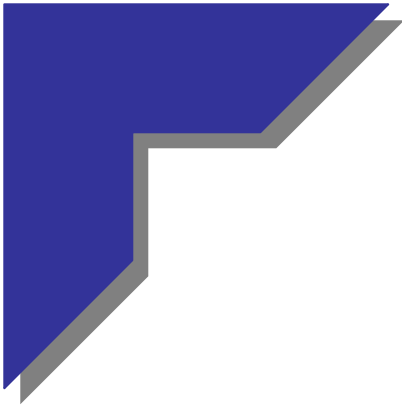
**Table 9.3**  
**Alameda County, California**  
**Minors in Custody**

<b>Legal Status</b>	<b>Average Daily Population in Juvenile Hall in 2003</b>	<b>Youth Considered for Alternatives</b>	<b>Percentage Meeting Criteria</b>
<b>Pre-adjudicated</b>	188	43*	22.99
<b>Post-adjudicated</b>	55	17**	30.6%
<b>Total</b>	243	60	25.0%***

\*Alternatives to detention.

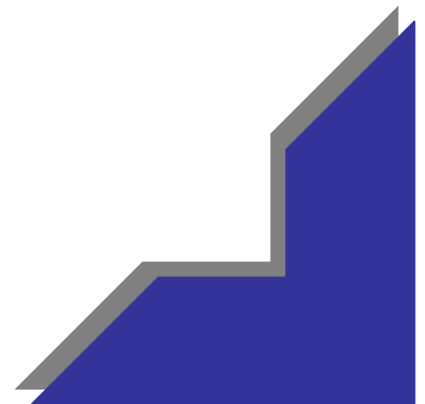
\*\*Alternatives to placement.

\*\*\*60 youth considered for alternatives/243 ADP in Juvenile Hall in 2003.



## *10.0 Probation Services*

- *Probation*
- *Community Probation*
- *California Offender Program Services*



## 10.0 Probation Services

### 10.1.1 Introduction

The California Welfare & Institutions Code (Section 202) identifies the target population and purpose of probation supervision to be for:

“minors under the jurisdiction of the juvenile court as a consequence of delinquent conduct shall, in conformity with the interests of public safety and protection, receive care, treatment and guidance that is consistent with their best interest, that holds them accountable for their behavior, and that is appropriate for their circumstances.”

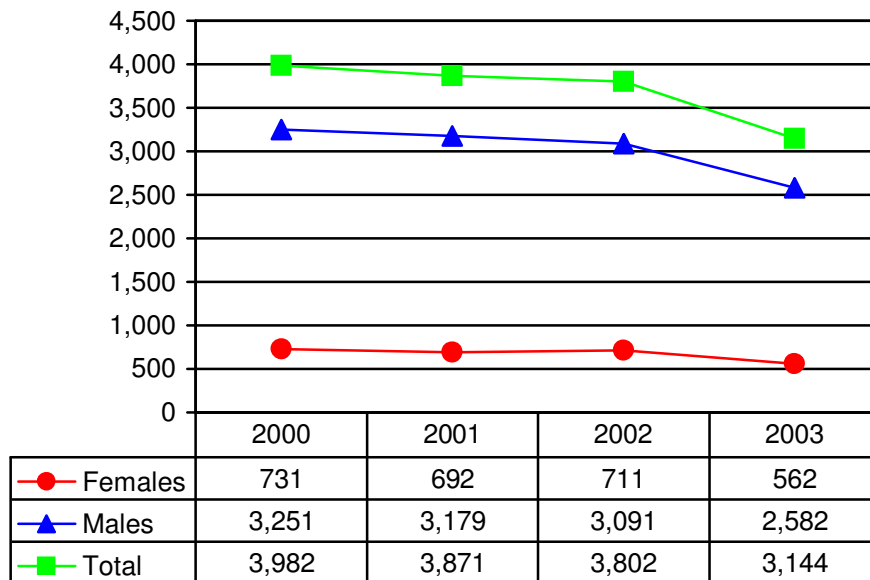
Minors are ordered by the Juvenile Court on either Section 654 informal or formal supervision and referred by Deputy Probation Officers (DPO) to community support services provided by community-based organizations.

An investigation is conducted by a DPO of the child’s offense, psychological, health, family, school and employment history and a Case Plan is developed based on this assessment. The Case Plan is presented by the DPO to the Juvenile Court at the dispositional hearing.

Currently, there is no standardized risk and needs assessment used by the Probation Department to determine the type and level of supervision to be provided.

Figure 10.1 shows that between 2000 and 2003, total probation admissions decreased 21.0%, or at an average annual rate of 7.3%.

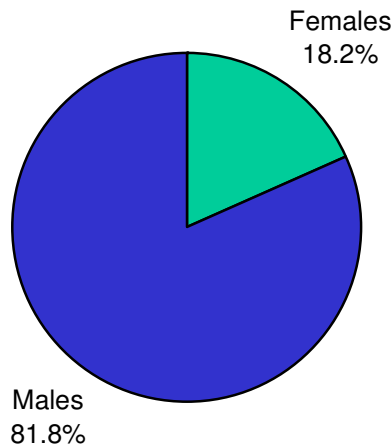
**Figure 10.1**  
**Alameda County**  
**Probation Admissions by Gender**  
**2000-2003**



Source: Alameda County Probation Department  
 Note: Admissions represents number of youth

Between 2000 and 2003, female admissions decreased 23.1%, or at an average annual rate of 7.8%. Similarly, male admissions decreased 20.6% between 2000 and 2003, or at an average annual rate of 7.2%. Figure 10.2 shows that eight out of ten minors (81.8%) on probation are males compared to 18.2% females.

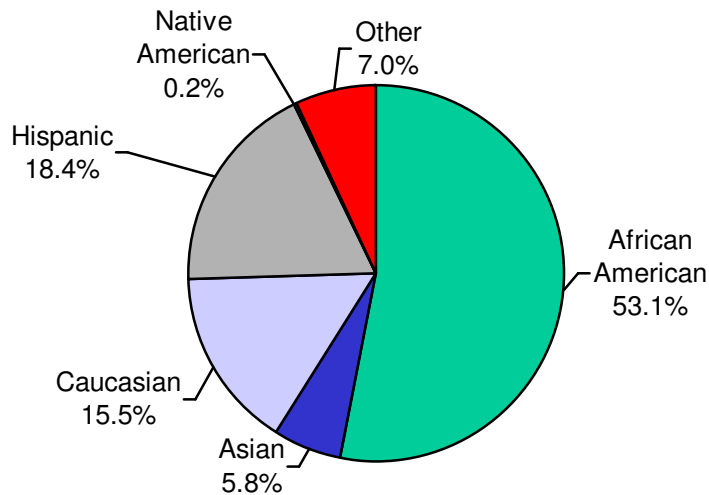
**Figure 10.2**  
**Alameda County**  
**Percent of Probation Admissions by Gender**  
**2000-2003**



Source: Alameda County Probation Department  
 Note: Admissions represents number of youth

Figure 10.3 shows that more than one-half (53.1%) of the minors on probation are African-American, followed by Hispanic (18.4%) and Caucasian (15.5%).

**Figure 10.3**  
**Alameda County**  
**Percent of Probation Admissions by Race**  
**2000-2003**



Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Hawaiian, Korean, Laotian, Other Asian, Pacific Islander, Samoan, Vietnamese; Other includes Other and Unknown.  
 Note: Admissions represents number of youth

These findings demonstrate that a disproportionate number of African-Americans are granted probation supervision compared to their representation within the youth population residing in Alameda County in 2003 (African-American youth represent 17.2% of the youth residing in the County). However, the percent of African-Americans confined in the Juvenile Hall in 2000-2003 is 62.2%, demonstrating that a greater percent of confined youth are African-American than youth placed on probation.

On the other hand, a smaller portion of Hispanic and Caucasian minors are granted probation compared to their proportion within Alameda County. In 2003, Hispanic youth represented 25.7% of all youth residing in the County. However, they only represent 18.4% of youth granted probation and 16.7% of youth admitted to the Juvenile Hall in 2000-2003. Similarly, in 2003, Caucasian youth represented 29.4% of all youth residing in the County. Yet, once again, they only represent 15.5% of youth granted probation and 12.3% of youth admitted to the Juvenile Hall in 2000-2003.

Juvenile probation (including Community Probation) is decentralized into seven site locations (West Oakland, East Oakland, Oakland, Hayward, Fremont, Pleasanton, and Cherryland) to provide services in neighborhoods. Neighborhood probation is consistent with nationally accepted best practices<sup>18</sup>. Probationers on general supervision caseloads are assigned to DPO's at one of these five locations. However, the majority of the contacts on general supervision caseloads are conducted in the DPO's office thereby reducing the potential impact the officer has within the family.

There are currently 17 DPO's and 2 supervisors with the average DPO's caseload between 43-50 youth. Although surveys (Thomas 1993)<sup>19</sup> suggest that the ideal juvenile caseload is 30:1, probation caseload standards should be based on the implementation of risk and needs instruments and on a workload assessment<sup>20</sup>.

Deputy Probation Officers largely use traditional casework methods. Except for the new Truancy Unit, DPOs do not conduct cognitive behavioral groups with community-based organizations as their partner.

Department policy requires at least monthly contact between DPO's and clients. The Department classifies cases as low, medium or high. Low cases are seen at least once a month in the office, medium level is bi-weekly and high level is weekly. The Community Probation and Family Preservation caseloads are specialized caseloads and are considered intensive caseloads (described later in the report).

Interviews with DPO's indicate that community-based organizations are used on a limited basis. Clerical support is limited to non-existent in the office requiring DPO's to perform many clerical functions that reduce face-to-face supervision with youth and their families.

The average length of stay on probation is 16 to 18 months.

### **10.1.2 Performance Measurements**

Supervisors conduct audits each month of individual DPO's performance and their workload. Supervisors conduct approximately four audits per month. Case contacts and compliance with conditions of probation are measured.

There were no performance measures identified or data available to determine the successful completion rates of youth on probation, their rearrest or reconviction rates that would provide valuable feedback to improve performance.

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<sup>18</sup> *Perspectives*. American Probation and Parole Association.

<sup>19</sup> Thomas, D. (1993). *The State of Juvenile Probation 1992: Results of a Nationwide Survey*. Washington, D.C.: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

<sup>20</sup> American Correctional Association Standards for Juvenile Probation and Aftercare Services (Standard 2-7130).

### 10.1.3 Conclusions

Probation supervision in Alameda County is not guided by a standardized Risk, Needs and Responsivity Assessment instrument that prioritizes services to offenders and their families. In Volume 3 of the Report, the project team has identified nationally accepted risk and needs assessment instruments that the Probation Department could consider. An assessment-driven probation system is recommended to ensure that minors receive services that reduce their risk to the community. This method is also recommended for the assignment of minors to the appropriate level of supervision, thus ensuring that the highest risk offenders and their families receive the highest intensity of services (a Core Principle of Effective Programming).

Few Deputy Probation Officers make home visits that would provide valuable information for the DPO to use in casework supervision. Interviews indicate that most of the youth's families require counseling but only one-quarter are involved in any form of counseling. Alameda County Probation does not have a contract with a local provider to provide family counseling to families with youth on probation.

According to the Probation Services Task Force Final Report (2003)<sup>21</sup>, "prevention and early intervention efforts should be an essential component of effective and meaningful probation services." In Alameda County, community-based organizations are the sole provider of prevention and intervention services to status offenders. However, these organizations have not yet been contracted with to provide intervention, diversion and family counseling services to youth on Informal Probation or on general probation supervision. These agencies provide a valuable resource to the Probation Department to augment their services.

Today, probation practice promotes the combined principles of *Balanced and Restorative Justice*.<sup>22</sup> This serves as a framework for balancing the needs of the offender, family, victim and community. The *community justice approach* promotes "offender accountability, victim restoration, competency development and community collaboration." This approach has transformed probation departments into a service that includes the community (e.g. community-based service organizations, local neighborhood organizations, faith-based organizations, civic/business groups) as both a customer and a partner.

Because of the emphasis on competency development, probation departments across the country have provided cognitive behavioral treatment groups, either through a contract with a community-based service provider, facilitated by probation officers or as a team. Although probation departments in California and throughout the nation have implemented cognitive behavioral skills group training for youth on probation, Deputy Probation Officers in Alameda County continue to operate on a daily basis using traditional, individual casework approaches.

Probation supervision has not been guided by written performance measures to measure its effectiveness and to modify its practices. However, Chief Don Blevins and his staff are developing performance measures among the Department's divisions. The Administrative Office of the Courts recognized the importance of performance measures to guide probation practice:

*Outcome measures provide an agency with tangible results as to the effectiveness of their services/programs; they demonstrate the departments' success or failure at meeting the goals and objectives established by the department; they point out areas where either elimination or modification of services are necessary because they are not effective at reaching the departments goals and objectives.*<sup>23</sup>

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<sup>21</sup> Administrative Office of the Courts and California State Association of Counties. (2003). *Probation Services Task Force Final Report*.

<sup>22</sup> American Probation and Parole Association. (1998). *Community Justice Concepts and Strategies*.

<sup>23</sup> Administrative Office of the Courts and California State Association of Counties. (2003). *Probation Services Task Force Final Report*.

As with many juvenile justice programs in Alameda County evaluated by the project team, pre and post tests using accepted standardized instruments are not widespread as a way of measuring change in attitudes, thinking patterns and behavior of juvenile offenders. Standardized evaluation instruments exist that could help Alameda County Probation demonstrate the effectiveness of probation intervention (see Volume 3).

The project team found that Alameda County's current information system is not being guided by policy-driven research questions that are useful in measuring effectiveness. For example, there is no data to report on the successful completion of youth on probation, new arrests or adjudications either during or after discharge from probation. Many of the data bases used to respond to policy questions that have driven this study have had to be developed over several months. The American Probation and Parole Association, in association with the National Center for State Courts, is developing a technical assistance guide for probation agencies to use in developing and implementing an effective automated management information system.

Alameda County Probation operates some exemplary services such as Community Probation and the Gender-Specific Caseload (these will be described later). However, there are other services that are *evidence-based* that are not in operation in Alameda County such as:

- Day Reporting (San Diego, CA; Sacramento, CA; Cook County, IL)
- Day Treatment (Orange County, CA)
- Family Mediation (New Jersey Administrative Office of the Courts, Loudoun County, VA)
- Pooling of Funding for Services (Wraparound Milwaukee, State of Virginia Comprehensive Services Act Family Assistance Planning Teams)
- Family Therapy (e.g. Functional Family Therapy, Multi-systemic Family Therapy)
- Restorative Justice (Deschutes County Department of Community Corrections, Bend, OR)
- Neighborhood Accountability Boards diverting minor cases from the juvenile justice system (San Bernardino, CA; Santa Barbara, CA)
- Community Assessment Centers (San Diego, CA; San Francisco, CA)
- 8 Percent Intervention (Orange County, CA)

Evidence-based programs use a pre-test to establish a baseline and a post-test to measure change in the youth's attitudes, knowledge or behavior.

## 10.2 Community Probation

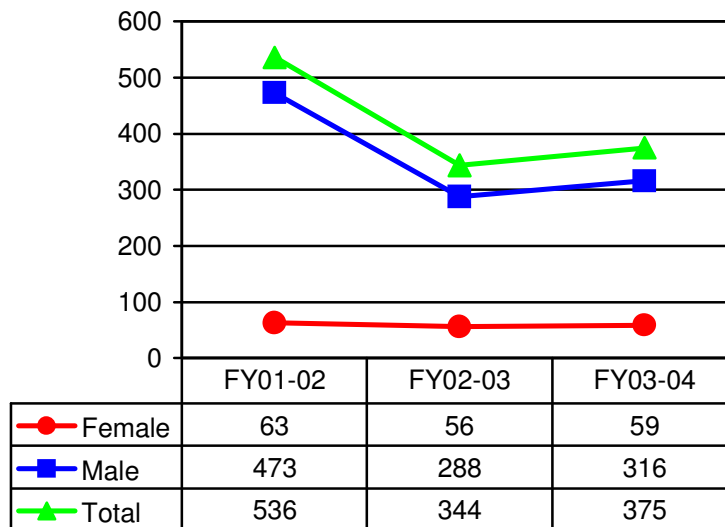
### 10.2.1 Introduction

The Community Probation Program (CPP) implements the neighborhood-based concept of probation whereby at least one DPO is located in four targeted areas of the County (West Oakland, East Oakland, Cherryland and Fremont). This allows the DPO to work collaboratively with the police, schools, School-Based Health Centers, faith-based organizations, Crime Prevention Councils and neighborhood community based organizations to increase the protective factors in these neighborhoods that help make these communities safer. The goal of CPP is to marshal these resources to reduce the personal, school, community and family behaviors that contribute to chronic delinquency.

CPP targets both boys and girls under 17 1/2 years old who are placed by court order to a term of one year of probation. The National Council on Crime and Delinquency found that 58% of the youth on Community Probation was moderate risk.<sup>24</sup> An assessment of strengths, risk and protective factors is conducted to guide the Individual Case Management Plan.

Figure 10.4 shows that youth referred to Community Probation declined 30.0%, from 536 in FY01 to 375 in FY03. The number of males declined by 33.2% while females decreased by 6.3%.

**Figure 10.4**  
**Alameda County, CA**  
**Number of Youth Referred to Community Probation by Gender**  
**FY2001-FY2003**



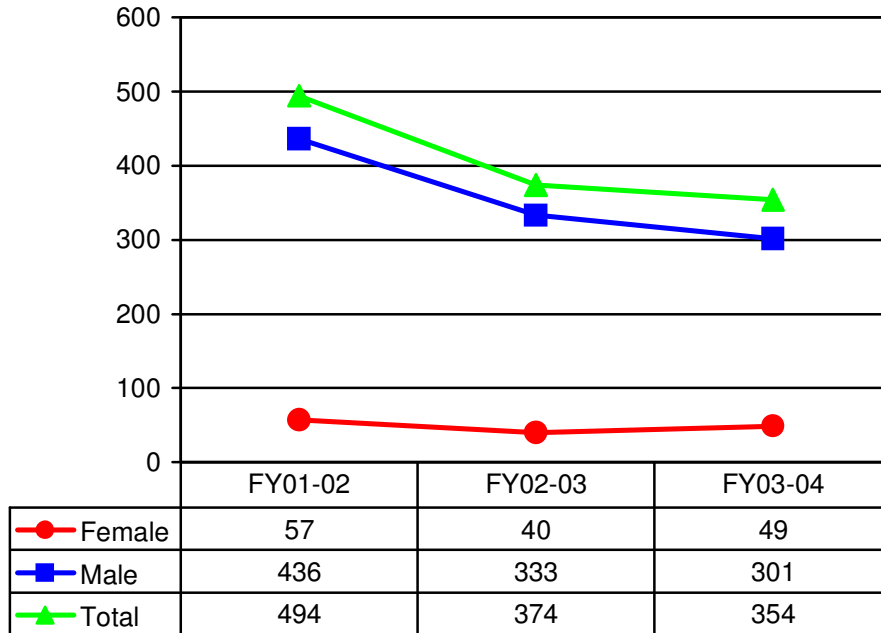
Source: Alameda County Probation Department  
Note: Data from 4/2001 – 4/2004

<sup>24</sup> Krisberg, B., (2001). *An Evaluation of Community Probation*. National Council on Crime and Delinquency.



Likewise, the average daily population for youth participating in Community Probation decreased by 28.3%, or at an average annual rate of 14.8%.

**Figure 10.5**  
**Alameda County, CA**  
**Average Daily Population for Youth Referred to Community Probation by Gender**  
**FY2001-FY2003**



Source: Alameda County Probation Department  
 Note: Data from 4/2001 – 4/2004; Differences in Totals due to rounding error.

During FY01-FY04, the ADP for female youth decreased at an average annual rate of 3.7%, compared to a 16.6% annual decrease for males.

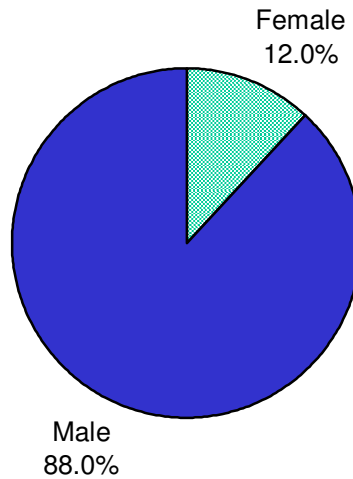
The CPP operates according to a wraparound case management model by coordinating a variety of services from a wide array of agencies. The DPO is assisted by interns and they have access to a Concrete Services Fund that provides stipends for rent, clothing, social and recreational activities.

Services for the girls in the program include gender-specific counseling support groups supplemented with educational and social activities.

There are 21 DPO's assisted by interns that supervise CPP with an average caseload of 17 per DPO (ADP of 354 in 2003). There is one supervisor for each 7 DPO's. The gender specific unit has 1 supervisor and three DPO's, all of whom are female.

As seen in Figure 10.6, 88.0% of the youth on Community Probation during the period of study was male, compared to 12.0% female.

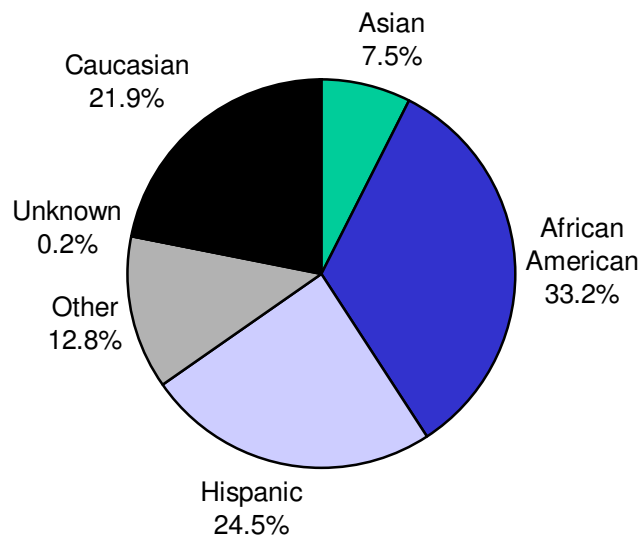
**Figure 10.6**  
**Alameda County, CA**  
**Average Daily Population on Community Probation by Gender**  
**FY2001-FY2004**



Source: Alameda County Probation Department  
 Note: Data from 4/2001 – 4/2004

Figure 10.7 shows that African Americans represent one-third of the ADP in Community Probation, demonstrating once again the disproportionate number of black youth on probation compared to their portion in the population.

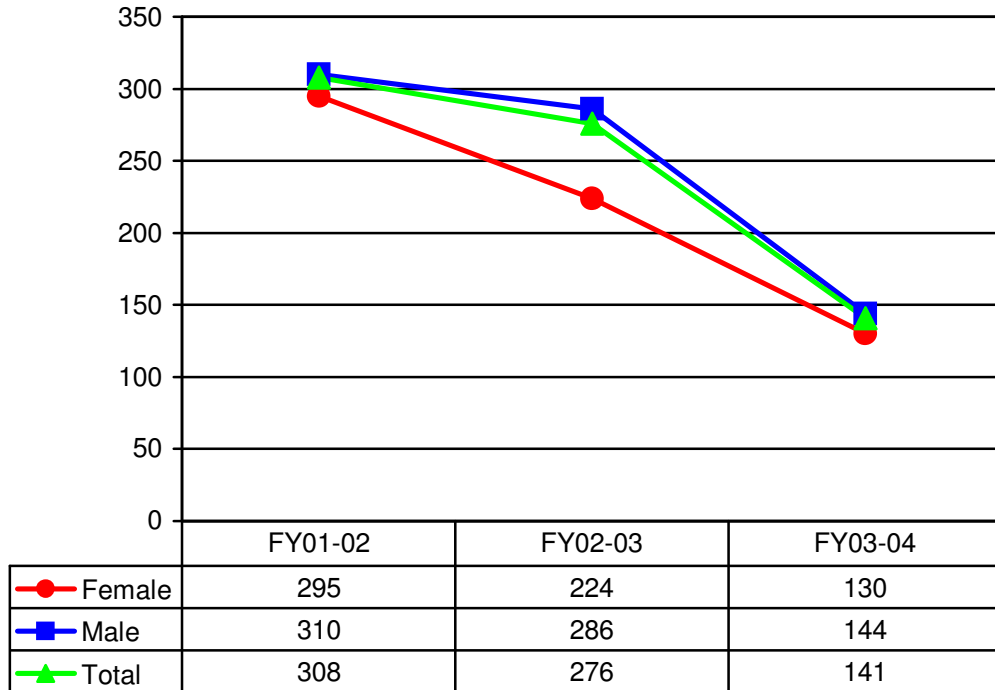
**Figure 10.7**  
**Alameda County, CA**  
**Percentage of Average Daily Population**  
**for Youth Referred to Community Probation by Ethnicity**  
**FY2001-FY2004**



Source: Alameda County Probation Department - Note: Data from 4/2001 – 4/2004

While the design of Community Probation was for one year, the average length of stay has declined to an average of 4.5 months. As indicated in Figure 10.8, the ALOS for youth referred to community probation decreased 54.2%, or at an average annual rate of 29.7%. The ALOS declined from 308 days in FY01 to 141 days in FY03.

**Figure 10.8**  
**Alameda County, CA**  
**Average LOS for Youth on Community Probation by Gender in Days**  
**FY2001-FY2003**



Source: Alameda County Probation Department  
 Note: Data from 4/2001 – 4/2004

## 10.2.2 Immediate Performance Measurements

Table 10.1 shows the performance measures used to evaluate the effectiveness of the Community Probation Program and the outcomes as reported by the Probation Department for February 2004.

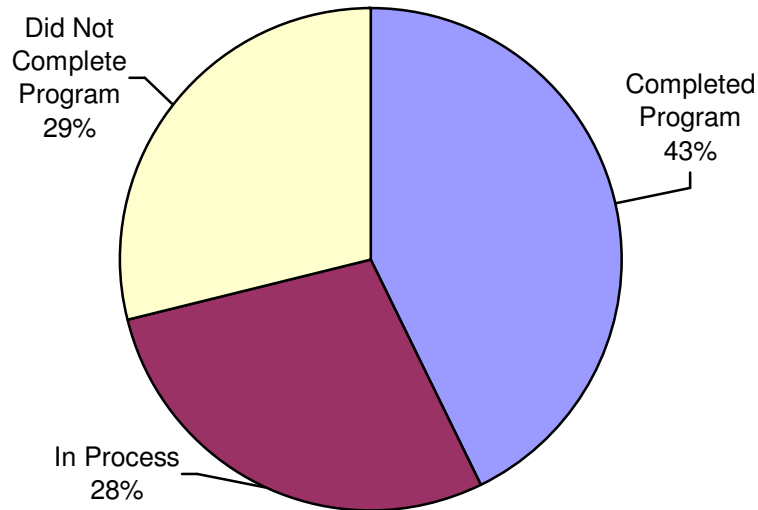
**Table 10.1**  
**Community Probation Program**  
**Outcome Summary**  
**February, 2004**

<b>Education</b>	35% decrease in attendance problems
	48% decrease in suspensions/expulsions
	29% increased in improved grades
	<b>Youth served by Community Probation will experience improved school performance and improved school behavior.</b>
<b>Medical Assessments</b>	74% completion rate for health assessments
	48% completion rate for health education classes
	<b>Youth served by Community Probation will receive timely medical assessments and treatment.</b>
<b>Employment</b>	46% increase in gaining employment
	42% increase in completing vocational training
	<b>Youth served by Community Probation will experience improved job preparedness and job attainment.</b>
<b>Drug Use</b>	55% decrease for participants with reported drug problem
	49% of those referred completed drug counseling
	56% of those referred completed drug treatment
	<b>Youth served by Community Probation will experience a decline in their use of drugs/alcohol</b>
<b>Alcohol Use</b>	30% decrease for participants with reported alcohol problem
	64% of those referred completed alcohol counseling
	50% of those referred completed alcohol treatment
	<b>Youth served by Community Probation will experience a decline in their use of drugs/alcohol.</b>

Source: Alameda County Probation Department. February 2004.

Figure 10.9. demonstrates that nearly twice as many youth successfully completed Community Probation than failed.

**Figure 10.9**  
**Alameda County, CA**  
**Success Rates for Juveniles on Community Probation**  
**4/1/2001 – 4/3/2004**



Source: Alameda County Probation Department – Community Probation Program

The length of stay for successful participants was longer than those who were unsuccessful. Youth succeeding on Community Program spent nearly one year in the program (314 days) compared to 294 days for those who failed to complete.

**Table 10.2**  
**Alameda County, CA**  
**Average Days in Program (For Probationers Successfully Completing**  
**vs. Probationers Not Successfully Completing)**  
**4/1/2001 – 4/3/2004**

	Average Days In Program
<b>Completed Program</b>	<b>314</b>
<b>In Process</b>	<b>192</b>
<b>Did not complete</b>	<b>294</b>
<b>Totals</b>	<b>273</b>
<b>Average Days in Program for Completed Participants:</b>	<b>306</b>

Source: Alameda County Probation Department – Community Probation Program

National studies also confirm that the longer the intervention for chronic offenders the greater the success<sup>25</sup>.

### **10.2.3 Post Program Performance Measurements**

An evaluation of the Community Probation Program conducted in 2001 by the National Council on Crime and Delinquency found that this program is successful with moderate risk offenders. The highlights of their evaluation were:

- 54% of the CPP youth were not rearrested during program intervention
- 70% of the treatment group were not rearrested during the 18 post-intervention months compared to only 54% of the comparison group

### **10.2.4 Conclusions**

CPP is an innovative and evidenced based program in Alameda County. It demonstrates the value of wraparound case management with partnerships with local agencies. The Gender-Specific Unit responds well to the unique issues of young women. This program should be more fully maximized and expanded.

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<sup>25</sup> Gendreau, P., & Goggin, C. (1996). *Principles of effective correctional programming*. Forum on Correctional Research, No. 8.

## **10.3 Graduated Sanctions** **California Offender Program Services**

### **10.3.1 Introduction**

California Offender Program Services (COPS) is an intermediate sanctions for minor property offenders referred by probation officers. COPS is designed to reduce further delinquent behavior, raise a youth's empathy for their victims and teach minors the consequences of their crime.

COPS uses a series of educational classes to teach young offenders problem-solving skills, prosocial attitudes, conflict resolution, social readiness and victim empathy. Classes are tailored to the youth's crime such as Property Crime, Personal Crime, Alcohol/Drug Crime, Vandalism/Graffiti, Vehicle Theft, Driving Offenses. The program is based on the offender accepting personal responsibility by writing a letter to the victim and paying for the services of the program. The fee is \$30.00 per class.

The classes are six hours in duration held on Saturdays from 9:00a.m.–3:00p.m. The format includes group interaction and role-playing. Classes are taught by police and probation officers.

### **10.3.2 Process Measurements**

The program administers a pre test at admission and a post-test at the conclusion of the program. There were no data available to measure knowledge gained from the intervention from pre and post-test for Alameda County referrals.

### **10.3.3 Post Program Performance Measurements**

There were no data available on youth who were discharged from the program. Program staff report a re-offense rate of less than 10%.

### **10.3.4 Conclusions**

The lack of available data on referrals and program outcomes limits the ability to determine the effectiveness of this program.

This is one of the few programs identified in Alameda County that teaches criminal thinking and cognitive behavioral change. This program is so short in its duration that it is unrealistic to expect any long-term attitude and behavioral change. National research demonstrates that attitudes, thinking patterns and behavior change take much longer than one 6-hour class. This was the only intermediate sanction identified in the juvenile justice continuum. The WETA is now being reestablished which will provide two intermediate sanctions.<sup>44</sup>

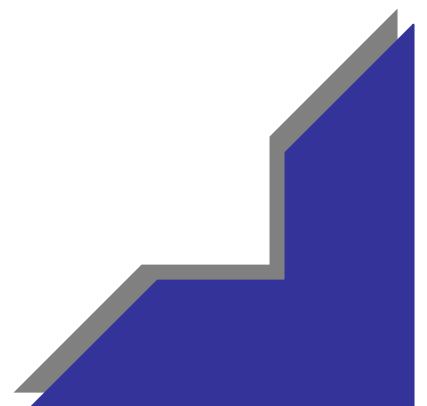
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<sup>44</sup> Gendreau, P., & Goggin, C. (1996). *Principles of effective correctional programming*. Forum on Correctional Research, No. 8.



## *11.0 Alternatives to Placement*

- *Family Preservation Unit*
- *Pathways to Change*





## **11.0 Alternatives To Placement** **Family Preservation Program**

### **11.1.1 Introduction**

The Alameda County Probation Department operates the Family Preservation Unit (FPU) to provide services and supervision as an alternative to out of home placement.

### **Findings**

#### **11.1.2 Goals**

The Family Preservation Unit's primary goal is to reduce the need for out of home placement for appropriate offenders. Additional goals include keeping youth in the County rather than sending them to out of county placements; reducing the cost of placements and seeking to slow the 'revolving door' of placement, placement failure and return to placement.

#### **11.1.3 Target Population and Eligibility Determination**

The unit's target population is adjudicated youth, ages 10 – 18, court-ordered to out of home placement and referred to the Family Placement Unit.

The criteria for selection include amenability to treatment in the community and a suitable home. The Investigating DPO reviews a youth's criminal history; his/her background related to family, school, past experience with the juvenile justice system; services previously involved in; and the experience of previous probation officers who have dealt with the youth and family. The Investigating DPO makes the recommendation to the Court in the Disposition Report. If the Court accepts the recommendation for Family Preservation, the Court will stay the placement order until successful termination of the program.

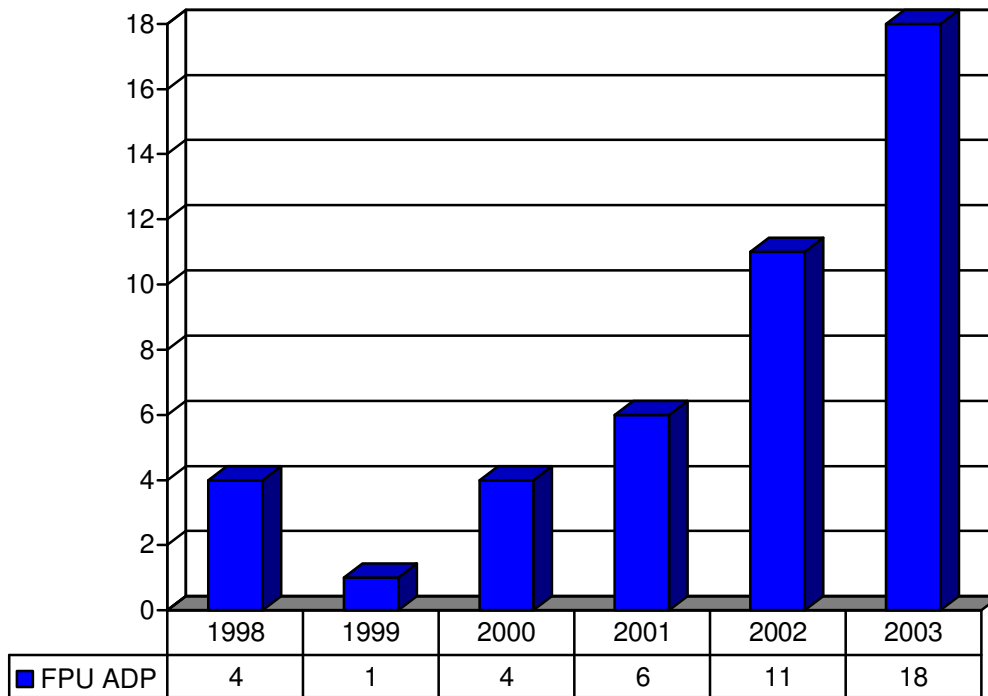
#### **11.1.4 Assessment Process**

No standardized diagnostic instrument is used to identify the risk and needs of the offender prior to placement. Neither is there any differential classification methodology used to assign offenders to varying levels of supervision or specific treatment interventions. Prior practice had been for the FPU to assess cases for suitability after the Court order but before placement on active FPU supervision. The court order was "referred to FPU for screening" as to the youth's appropriateness for placement or FPU and the case was considered 'pending' during the assessment process. The staff position to conduct this assessment and report to the Court has been eliminated due to current budget constraints. Assessment has therefore been eliminated and all referred youth are now placed on supervision without a suitability assessment.

**11.1.5 Use of Family Preservation**

Figure 11.1 shows that the average daily population went from 4 in 1998 to 18 in 2003.

**Figure 11.1**  
**Alameda County, CA**  
**Average Daily Population of Youth in Family Preservation Unit**  
**1998 – 2003**



Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

As indicated in Table 11.1, the FPU experienced increased admissions of Hispanic/Latino youth at an average annual rate of 223.7%, followed by 88.3% for Caucasians and 73.9% for African Americans. The number of youth from Asian or Multiracial/Other backgrounds placed in FPU has been small, from 9 and 0, respectively in 1998 to 7 and 5 in 2003. The highest number of Asians has been 9 and the highest number in the Multiracial/Other group was 14.

**Table 11.1**  
**Alameda County, CA**  
**Number of Admissions to FPU By Ethnicity**  
**1998 – 2003**

	1998	1999	2000	2001	2002	2003	Average % Change
<b>African American</b>	18	14	24	66	129	193	73.9
<b>Asian</b>	9	0	2	0	3	7	---
<b>Hispanic or Latino</b>	6	2	10	4	5	46	223.7
<b>Caucasian</b>	2	1	3	4	9	21	88.3
<b>Multiracial/Other</b>	0	0	4	14	5	5	---
<b>Total</b>	<b>35</b>	<b>17</b>	<b>43</b>	<b>88</b>	<b>151</b>	<b>272</b>	<b>71.6</b>

Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese. Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan. Multiracial/Other includes Other and Unknown.

Table 11.2 shows that the average daily population of African-American youth in the FPU increased steadily from 1 in 1998 to 13 in 2003, representing an average annual rate increase of 79.3%. Youth from other ethnic/racial backgrounds have represented small percentages of the average daily population. Asian and Multiracial youth have had ADPs of 1 over the 6-year period while Hispanic and Caucasian youth had ADPs of 1-3.

**Table 11.2**  
**Alameda County, CA**  
**Average Daily Population of FPU by Ethnicity / Race**  
**1998 – 2003**

	1998	1999	2000	2001	2002	2003	Average % Change
<b>African American</b>	1	1	3	5	10	13	79.3
<b>Hispanic or Latino</b>	1	0	1	0	0	3	---
<b>Multiracial/Other</b>	1	0	0	1	0	0	---
<b>Asian</b>	1	0	0	0	0	1	---
<b>White</b>	0	0	0	0	1	2	---
<b>Total</b>	<b>4</b>	<b>1</b>	<b>4</b>	<b>6</b>	<b>11</b>	<b>18</b>	<b>84.4</b>

Source: Juvenile Probation Information System

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese.

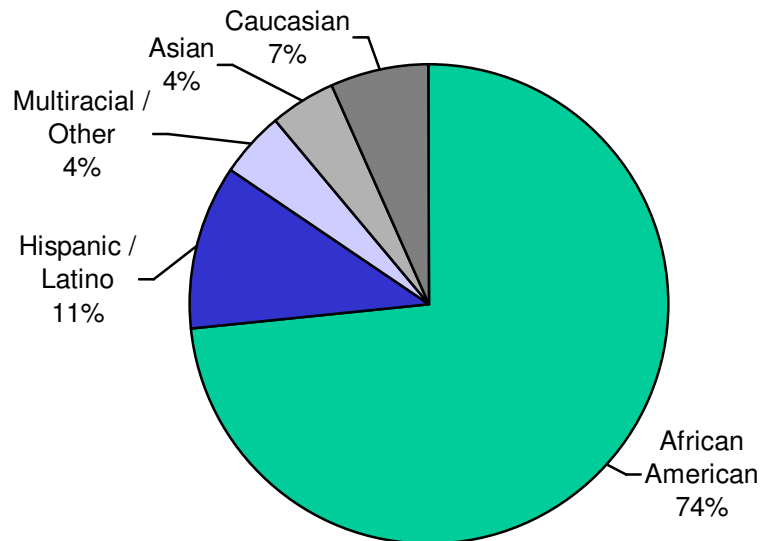
Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan.

Multiracial/Other includes Other and Unknown.

Note: Differences in totals due to rounding error.

Figure 11.2 shows that during the period of study, three-quarters (74%) of the youth on FPU were African- American youth.

**Figure 11.2**  
**Alameda County, CA**  
**Percentage of Average Daily Population**  
**Of Family Preservation Unit (FPU) by Ethnicity/Race**  
**1998-2003**



Source: Juvenile Probation Information System RPT281-01, RPT999-01.

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese.

Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan. Multiracial/Other includes Other and Unknown.

### **11.1.6 Surveillance / Supervision**

The FPU provides intensive supervision, defined as a minimum of two visits per week in the youth's home, school and/or place of employment if applicable. The caseload size was designed to be no more than 15 cases per officer but is currently averaging 23 - 24 cases per officer. This compares with 5-10 cases per case manager in other wraparound models (e.g. Pathways to Change, Wraparound Milwaukee).

### **11.1.7 Services to Reduce Risk**

Services include referrals to community based organizations; follow up on youth's school attendance and performance including special education services if applicable; referral to tutoring services; monitoring of participation in ordered services such as counseling, anger management and drug and alcohol interventions; and support for vocational training. FPU officers refer appropriate older youth to community resources such as the Job Corps and/or Conservation Corps for vocational and related skill development as well as to the County's Independent Living Skills Program (ILSP) for readiness, job development, housing assistance and other support related to aging out of the juvenile justice system.

Very little family engagement is evident in this program.

At the time of this study, the number of youth requiring aftercare for 4-6 weeks following discharge was reported to be so small that the Placement Unit had suspended aftercare. This may be reestablished when an aftercare DPO is reinstated and funding is available.

### **11.1.8 Staffing**

The Family Preservation Unit had 12 staff in 2003. The number of probation officers was reduced to 7 in January 2004, to 6 in March 2004 and is expecting a further reduction to 5 officers to handle the caseload. Oversight is provided by one FPU Supervisor. The two other Placement Supervisors assist as necessary. The Director of Placement oversees all Placement and FPU responsibilities.

### **11.1.9 Average Length of Stay**

Although there is no readily available, automated data, staff in the Unit estimate that the average length of stay in Family Preservation is 6-8 months.

### **11.1.10 Internal Program Monitoring Process**

Probation Officers monitor youths' and families' progress toward successful completion of the Family Preservation program. Youth who successfully complete court-ordered conditions are returned to court with a recommendation for dismissal or modification to general supervision. Youth who violate conditions or commit new offenses are returned to court on a violation (WIC 777). The Court can execute the out of home placement order and send the youth to placement and/or can escalate the case and send the youth to the California Youth Authority. The Court does not generally send youth who fail FPU to Camp Sweeney.

Unit meetings, case reviews and oversight by the Supervisor and Placement Director provide overall monitoring of the Unit. Internal communication is regular and ongoing. The Unit's Probation Officers communicate regularly with schools, families and service providers for court-ordered counseling, anger management and other interventions and communicate with other juvenile justice officials via court reports and regular case review.

### **11.1.11 Performance Measures**

While there are no formal written performance measures in place, the FPU considers the elements of successful completion of Family Preservation to be:

1. No probation violations
2. No new offenses
3. Completion of court ordered programming

None of these measures is tracked so there is no way to document the program's effectiveness.

No data were available to determine the number of youth who have been successful in the Family Preservation program who were subsequently returned to placement, committed to the California Youth Authority, or who later violated probation or committed new law violations within 6, 12 or 24 months.

There appears to be no requirement that the Unit make periodic assessments of its effectiveness or provide on-going reports regarding outcomes and report these findings to policy makers.

The FPU does not have a specific budget and the Supervisor does not appear to monitor expenditures on a monthly, quarterly or annual basis.

**11.1.12 Conclusions**

1. Because there is no assessment of FPU youth or their families, it is unclear how the department can ensure that the appropriate services are being provided. A Core Element of Effective Programs is that services are matched with youth's risks, needs, strengths and responsivity identified by assessment.
2. The FPU program is the County's only alternative to placement but this program is underutilized.
3. There is little family involvement nor is a formal family counseling and parenting skills training program provided. (See Family Functional Therapy, Multi-systemic Family Therapy, Wraparound Milwaukee as evidenced based program profiles located in the Appendices).
4. It appears that the Probation Department's graduated continuum is not being fully maximized for violators of FPU. It seems that DPOs could use Electronic Monitoring or Camp Sweeney before recommending a youth be sent to CYA.
5. The project team is concerned about the rise in FPU's caseload size. Nationally accepted case management models recommend a caseload size of 5-10 for intensive case management / wraparound services delivery. High caseloads make it difficult to provide intensive services to families with multiple needs.
6. There is a lack of clear goals and performance measures and there is no evidence of the outcome of youth and families involved in this program.
7. The FPU needs to be reexamined and made more effective.

## **11.2 Pathways To Change Program**

### **11.2.1 Introduction**

Pathways to Change is one of four violence prevention initiatives operated by Safe Passages, a community-based organization located in Oakland. Safe Passages is a partnership between the City of Oakland, the County of Alameda, the Oakland Unified School District, the East Bay Community Foundation and other community-based organizations. Safe Passages was founded in 1998 as part of the Robert Wood Johnson Foundation's Urban Health Initiative. Pathways to Change is the organization's Youth Offender Strategy, which focuses on reducing recidivism among repeat juvenile offenders in Oakland. The Mentoring Center serves as the lead agency for the collaborative effort and provides case management to the Juvenile Court through Pathways to Change.

### **Findings**

#### **11.2.2 Goal**

The goals of Pathways to Change are to reduce recidivism, reduce risk factors proven to contribute to violent behavior and increase protective factors and youth competencies. It is both an alternative to placement and an additional aftercare support service for youth discharged from Camp Wilmont Sweeney.

#### **11.2.3 Target Population and Eligibility Determination**

Pathways to Change's target population is repeat juvenile offenders who are currently on probation supervision and who are ordered by the Juvenile Court to enroll in the program. Pathways to Change accepts male and female youth between the ages of 11 and 17, who reside in Oakland, have one or more prior offense, and are at risk of out of home placement.

Additionally, Safe Passages has applied for a grant that will enable it to target girls, especially those who have been sexually exploited. This new effort is in partnership with CAL PEP (California Prevention Education Program) and the Alameda County Interagency Children's Policy Council (ICPC).

Pathways to Change receives referrals from the Public Defender's Office, the District Attorney's Office, the Juvenile Court, the Probation Department, private attorneys and parents.

#### **11.2.4 Assessment Process**

When a referral is made to the program, a Pathways to Change case manager completes an assessment of the youth's prior offense history, presenting issues and strengths of the youth and his/her family.

Once the intake assessment is completed, the case manager presents the case at a Pathways to Change staff meeting. The staff determine if the youth is eligible for the program and if the case manager should proceed in developing a case plan to present to the Court on behalf of the youth. The Juvenile Court has sole authority to assign youth to Pathways to Change.

Youth are assigned a case manager who works with the youth, family, and probation officer to implement the case plan.

### **11.2.5 Capacity / Use**

Pathways to Change is committed to working with a minimum of 100 and up to 200 youth and their families per year. Each case manager carries a caseload of no more than 10 youth and families at any given time.

Since signing a Memorandum of Understanding (MOU) with the Probation Department in October 2003, the program's enrollment has increased. Pathways to Change had 28 youth enrolled in 2002, 71 enrolled in 2003, and 42 enrolled between January and May of 2004. Pathways to Change has served a total of 141 youth since it began in May 2002.

The program is working to enhance enrollments, through its ongoing collaboration with the Probation Department and by addressing additional service populations such as youth leaving Camp Sweeney and girls who have been sexually exploited.

### **11.2.6 Surveillance / Supervision**

Court supervision of youth in Pathways to Change is provided by the youth's DPO. Pursuant to the MOU between the program and the Probation Department, probation officers are responsible for "executing court ordered searches, drug testing, arrests and filing a notice with the Court of any probation violation by any minor assigned to the Pathways to Change program by the Juvenile Court."<sup>26</sup>

### **11.2.7 Services to Reduce Risk**

Case managers provide intensive monitoring and case management while brokering appropriate services with community-based service organizations. Services include educational programming, after-school activities, substance abuse treatment, counseling, anger management, life skills development, job training and placement, family support services and monthly activities that create opportunities for personal development.

Each Pathways to Change case manager contacts each youth on his/her caseload twice daily by telephone and twice weekly in person, and they are available to respond to crisis calls 24 hours a day. Pathways to Change case managers accompany clients to all court hearings, seek to ensure compliance with probation orders, and assist minors in keeping appointments as well as participating in positive activities.

### **11.2.8 Staffing**

Currently, Pathways to Change has a full-time Program Director and six full-time case managers. The Program Director and two of the case managers are employees of The Mentoring Center. The other four case managers are subcontracted through the other collaborating agencies: Youth ALIVE!, East Bay Asian Youth Center, Center for Family Counseling, and the George P. Scotlan Center.

Pathways to Change is additionally supported by Safe Passages' administrative and operational personnel.

### **11.2.9 Average Length of Stay**

Youth generally participate in the program for three to four months, although some youth have remained in the program as long as eight months. The length of stay in the program is determined on an individual basis, depending on the case manager's assessment of whether the youth is stable enough to require

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<sup>26</sup> MOU between Alameda County Probation Department, the Mentoring Center (lead agency) and Safe Passages, October 2003 – December 2004, page 2



less intensive monitoring. Upon leaving the program, youth are transitioned to other agencies for aftercare services.

### **11.2.10 Internal Program Monitoring Process**

Pathways to Change is being evaluated by an outside, third party. Additionally, Safe Passages and The Mentoring Center engage in constant program monitoring to ensure that Pathways to Change is responsive to changes in its environment. The partners communicate regularly on both operational issues and individual case issues related to youth in the Pathways to Change program. Furthermore, Safe Passages convenes a bi-monthly meeting of the Alameda County Probation Department, District Attorney's Office, Public Defenders Office, Inter-agency Children's Policy Council, Office of Education, and the Oakland Police Department, the Oakland Unified School District, and The Mentoring Center, to monitor the program.

Monthly meetings are held between the Probation Department's Program Manager and the Pathways to Change Director to evaluate the effectiveness of services for youth on probation. Efforts are made for the youth's probation officer and the case manager to develop a joint case plan prior to the disposition hearing. Thereafter, the MOU calls for the probation officer and Pathways case manager to meet at least monthly to review the youth's progress in accomplishing the elements of her/his plan.

Pathways to Change case managers provide monthly progress reports to the Court, the Probation Department, the Public Defender or private attorney's office, and the District Attorney's office for each youth enrolled in the program.

Pathways to Change makes regular assessments of its effectiveness and reports its findings to policy makers. It conscientiously monitors its annual operating budget of approximately \$500,000 and continues to seek additional funding sources as needs arise.

### **11.2.11 Performance Measures**

Pathways to Change is subject to an annual, third party evaluation. Among the outcomes being tracked in this evaluation are:

- Recidivism rates at six months and one year after enrollment in the program (as measured by rearrests, time to rearrest, probation violations, return to custody, types of offenses)
- Successful terminations of probation
- Changes related to substance use and abuse
- Changes in other risk and protective factors and youth competencies

Key risk and protective factors and youth competencies are being measured using instruments adapted from the Oregon Juvenile Crime Prevention Risk Assessment and Interim Review, in the domains of:

- School Issues
- Peer Relationships
- Behavior Issues
- Family Functioning
- Substance Use

Additionally, this assessment measures five possible mental health indicators, including:

- Suicidal activity
- Depression
- Difficulty eating or sleeping
- Hallucinating or delusional behavior (while not on drugs or alcohol)
- Social isolation (i.e. youth is on the fringe of her/his peer group with few or no close friends).

Pathway to Change's 2004 Evaluation Report documents a decrease in referrals and a decrease in arrests. It also shows a significant decrease in the proportion of sustained petitions for violent crimes within both follow-up periods. The outcome evaluation reports a 60% decrease in recidivism during the 6-month follow-up period following discharge and a 45% decrease in recidivism (rearrest) during the 12-month follow up period.<sup>27</sup>

Pathways to Change is in its second full year of operation, thus it has a small sample size for the 12-month follow-up. Moreover, the JCP Screen Assessment had been in use for less than a full year. For these reasons, the report describes the characteristics of the service population but does not present changes in risk and protective factors and/or youth competencies. These are being measured and will be reported on in subsequent Pathways to Change evaluations.

### **11.2.12 Conclusions**

Pathways to Change is a collaborative, multi-systemic approach. Using an evidence-based, wraparound case management model, Pathways to Change has demonstrated that this approach leads to success.

Pathways to Change seeks to match offenders to case managers based on assessment of risk, needs, strengths, geography, gender, race/ethnicity and/or presenting issues (i.e., substance abuse), with a view to providing a relevant and caring adult to whom each young offender can relate.

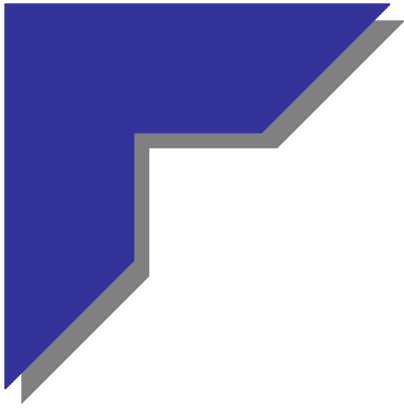
This program is a valuable service provider for the County. It would be even more effective if it dealt with populations that are in need of intensive out-patient services, such as mentally ill and dually diagnosed (mentally ill and substance abusers). These youth are involved in more than one service delivery system and intensive outpatient services for these youth appear to be a gap within the County. This successful wraparound approach would augment traditional probation services and provide the Probation Department a service that it cannot provide given current resources.

The program's MOU with the Probation Department and the ongoing meetings between case managers and probation staff are essential to the program's viability. It has been difficult for probation officers and case managers to learn each other's roles but reports indicate that this is much improved.

Since this program intervention has been proven, it will in be Alameda County's best interest to continue its support for this program.

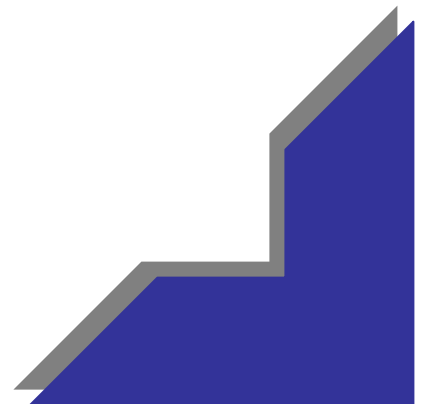
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<sup>27</sup> Safe Passages Strategies Outcome Evaluation Report, Revised June 2004, pages 21-23.



## *12.0 Placement*

- *Placement Unit*
- *Thunder Road*



## **12.1 Placement Facilities**

### **12.1 Introduction**

The Placement Unit supervises youth that the court removes from their home and orders into a foster home, group home, or a residential treatment facility. The Unit staff monitor the youth while in placement, monitor the cost of payments and report to the court on the youth's progress in placement.

The goal of the Placement Unit is to identify an appropriate placement facility for the court, maintain contact with and counsel parents to help prepare them for the youth's return. Keeping the court informed on the progress of the youth in placement and the cost of placement is a primary responsibility of the Unit. Payment for placement services is the responsibility of the Social Services Agency.

#### **12.1.2 Trends in Out of Home Placements**

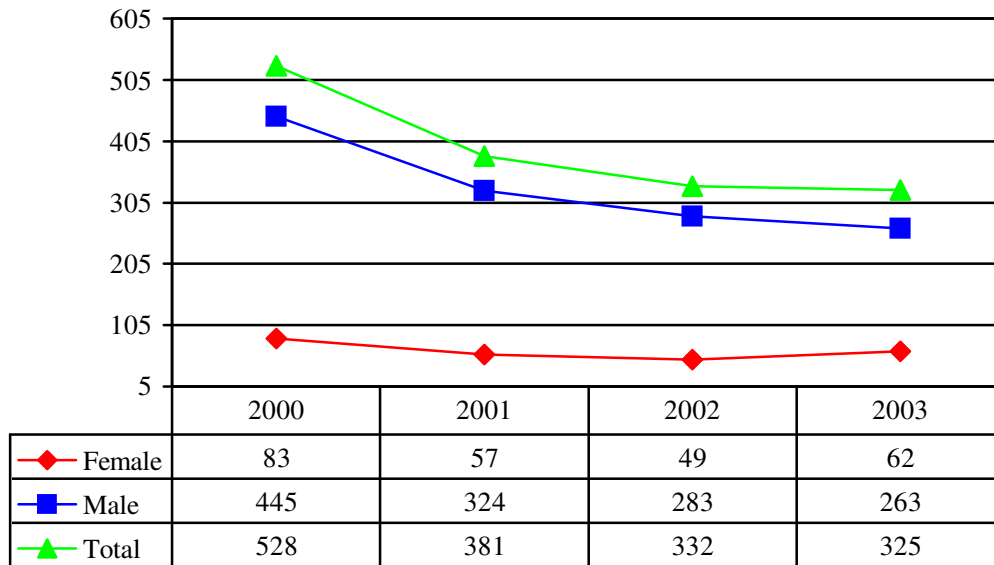
The Probation Department utilizes approximately 90 different placement facilities. According to data provided from the Placement Unit and the Social Services Agency, more than eighty percent of the placements are located out of the County, some as far away as Modoc County. Tables 16.5-16.8, in Volume 3, identify the facility used, the type of facility based on California Group Home Rate Classification Levels<sup>28</sup>, the target population serviced by each facility and the services provided.

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<sup>28</sup> California Department of Social Services. Overview of Group Home Rate Classification Levels. Each group home is classified from RCL 1-14, based on the number of hours per child per month of services in Child Care and Supervision, Social Work Activities, Mental Health Treatment Services.

Figure 12.1 shows that admissions to out of home placement for males declined by 40.9%, from 445 in 2000 to 263 in 2003. The average annual rate for male placements decreased 15.6% for the 3-year period.

**Figure 12.1**  
**Juvenile Court Dispositions to Out of Home Placement by Gender**  
**2000-2003**



Source: Alameda County Probation Department (J2004-13 Modification 4754 V1.xls).

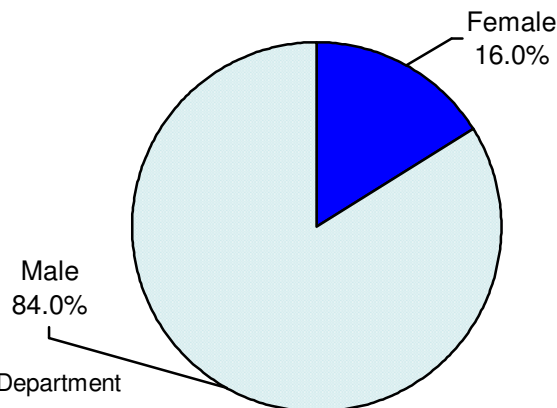
Females also decreased between 2000 and 2003, or at an average annual rate decrease of 6.3%.

Total out of home placements decreased 38.4% between 2000 and 2003, or at an average annual rate decrease of 14.3%.

Recent reports for FY04 indicates a continued decline in the number of placement facilities.

Eight out of ten minors in placement were males compared to 16% for females.

**Figure 12.2**  
**Juvenile Court Dispositions to Out of Home Placement by Gender**  
**2000-2003**



Source: Alameda County Probation Department (J2004-13 Modification 4754 V1.xls).

As seen in Table 12.1, the number of youth admitted to out of home placement declined 57.5% between 1998 and 2003, from 2,188 to 929. African-American youth placements peaked in 1999 at 1,381, but declined at an average annual rate of 14.1%.

**Table 12.1**  
**Alameda County, CA**  
**Number of Admissions to Out of Home Placement by Ethnicity/Race**  
**1998-2003**

	1998	1999	2000	2001	2002	2003	Average % Change
<b>African American</b>	1370	1381	1157	851	740	624	-14.1
<b>Hispanic or Latino</b>	353	329	261	194	135	125	-18.2
<b>Caucasian</b>	271	300	277	206	168	108	-15.4
<b>Asian</b>	140	117	76	43	54	37	-20.2
<b>Multiracial/Other</b>	49	65	53	40	31	25	-10.4
<b>Native American or Alaskan Native</b>	3	8	8	1	4	4	75.8
<b>Native Hawaiian or Other Pacific Islander</b>	2	0	0	2	3	6	---
<b>Total</b>	<b>2188</b>	<b>2200</b>	<b>1832</b>	<b>1337</b>	<b>1135</b>	<b>929</b>	<b>-15.3</b>

Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

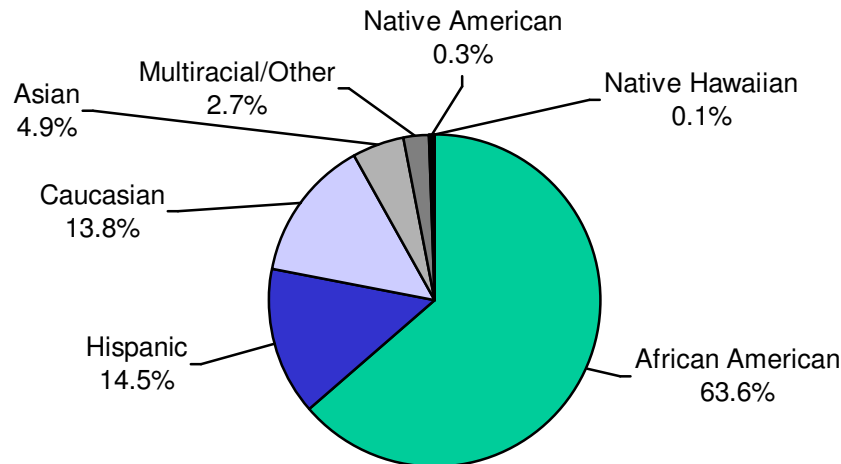
Note: These data are not final court dispositions.

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese. Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan. Multiracial/Other includes Other and Unknown.

The placement of youth from other ethnic/racial backgrounds also exhibited average annual rate declines: Hispanic/Latino, -18.2%, Caucasian, -15.4%, Asian, -20.2%, and Multiracial/Other, -10.4%.

Figure 12.3 shows that nearly two-thirds of all out of home placements during 1998-2003 were African American youth (63.6%). Hispanic/Latino and Caucasian youth represent 14.5% and 13.8% of all Out of Home Placements, respectively. All other ethnicities represent less than 10% of all admissions.

**Figure 12.3**  
**Percentage of Admissions to Out of Home Placement by Ethnicity/Race**  
**1998-2003**



Source: Juvenile Probation Information System. RPT281-01, RPT999-01.

Note: These are not court dispositions.

Note: Asian includes Asian Indian, Cambodian, Chinese, Filipino, Korean, Laotian, Other Asian, and Vietnamese. Native Hawaiian or Other Pacific Islander includes Hawaiian, Pacific Islander, Guamanian, and Samoan. Multiracial/Other includes Other and Unknown.

Supervision standards require placement DPO's to make one face to face contact with the youth per month while the child is in a facility and one contact with the family. This is not feasible when the child is placed out of the County. A total of 40% of the youth are placed in facilities located outside the County in 2003.

In preparation for release, the DPO arranges for and supervises trial home visits 30 to 60 days prior to discharge. Aftercare supervision is provided by the Family Preservation Unit and general supervision DPO's in geographic caseloads.

Chapter 4 documented that youth wait in the Juvenile Hall for transfer to a placement facility more than 40 days indicating that many facilities do not accept many youth. Change in placement was a frequent reason given for readmission to the Juvenile Hall. The reasons for this readmission could be the result from a variety of reasons, including facilities are not suitable for many youth, problems with the initial placement match, and lack of sanctions for failing to comply with program rules and regulations.

The Placement Unit has 17 DPO's to supervise all placement cases. This is down from a high of 22 DPO's in FY02.

### **12.1.3 Immediate Performance Measures**

Monitoring is completed on a case by case basis with periodic court reviews and case management conferences. There were no available performance measurements identified by the Unit.

### **12.1.4 Post Discharge Performance Measurements**

There were no data available from the Unit to determine the number of youth rearrested 6, 12 or 18 months following discharge from placement.

### **12.1.5 Conclusions**

- Interviews with staff indicate that the greatest gaps in placement facilities are for dually diagnosed youth (mentally ill and substance abusers, and mentally ill and sex offenders) and transitional living arrangements for older youth.
- Since so many placement options are located out of the County, it would be in the County's best interest to utilize and/or expand facilities within the County. John George Psychiatric Pavilion, closed Perry Place could be facilities that could be renovated to serve these hard to place youth.
- The bifurcated responsibilities between Probation and Social Services limits accountability and monitoring of performance of youth and providers.
- The difference in data systems information limits the ability to conduct appropriate analysis of the program. The data documenting the number of youth in placement facilities varies among databases. The above database reflects what is maintained by the JUVIS system. However, the VISFORM system and a survey conducted by the Placement Unit Supervisor show different data. These inconsistencies are cause for concern.



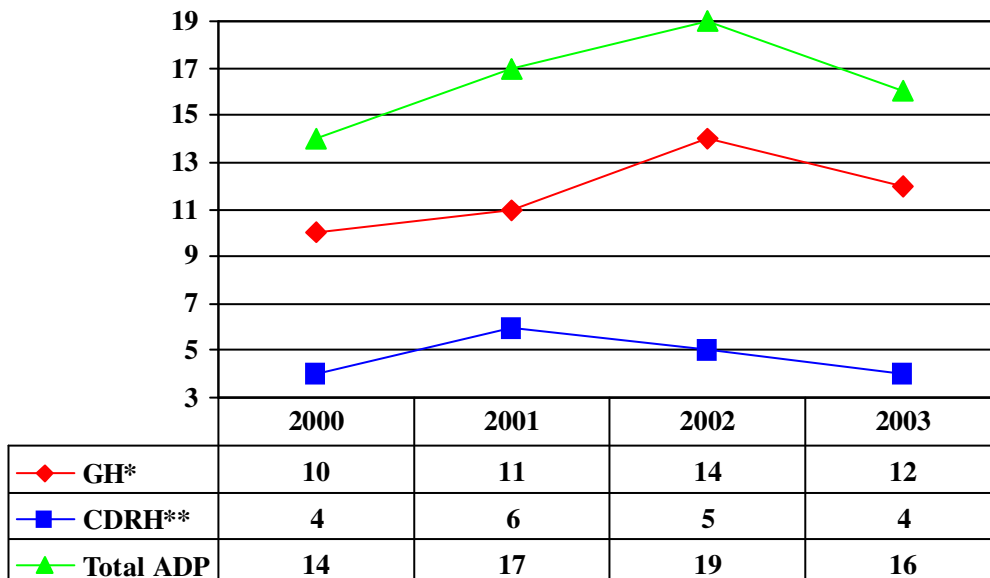
## 12.2 Thunder Road

### 12.2.1 Introduction

Thunder Road operates 50 residential substance abuse treatment beds for adolescents licensed by the California Department of Health Services (7 RCL) and the California Department of Social Services. Through a Memorandum of Agreement, the Probation Department has 20 beds reserved for juvenile probationers. Thunder Road operates both a group home and an in-patient hospital-based substance abuse treatment facility.

The Thunder Road Group Home provides a stable, nurturing, and healthy group home environment focused on clean and sober principles, life skills and activities. The therapeutic program addresses adolescents' chronic drug, behavioral and medical health issues. Figure 12.3 shows that the average daily population in these facilities ranged from 14-19 during 2000-2003.

**Figure 12.3  
Average Daily Populations in Thunder Road Facilities  
2000-2003**



Source: Data from Thunder Road Client Database, created on June 18, 2004.

\*Group Home.

\*\*Chemical Dependency Recovery Hospital.

The total ADP in Thunder Road's facilities increased 14.3% between 2000 and 2003, representing an average annual rate increase of 5.8%. These findings document that these facilities are operating below their capacity.

### **12.2.2 Target Population and Eligibility Determination**

The target population for these programs is chronic substance abusing adolescents with multiple problems. The population served has disproportionately high rates of mental health, physical health and legal problems. The typical client at Thunder Road is 16 years old, has an escalating and chronic pattern of alcohol, drug and nicotine use typically spanning 5 years, has a family with generational addiction problems, is often failing school or chronically truant and has a recent history of involvement with a variety of institutions, including locked facilities.

### **12.2.3 Referral and Assessment Process**

One-third of the referrals come from the Alameda County Probation Department and 20% from other treatment programs. The other fifty percent of the referrals come from therapists, schools, families, and third party payers.

Thunder Road is in the process of transitioning to using a standardized bio-psycho-social assessment tool upon admission called the Global Assessment of Individual Needs Survey (GAIN). A psychiatric evaluation, medical assessment, educational and family functioning assessments are also conducted at admission.

### **12.2.4 Services to Reduce Risk**

Thunder Road's treatment approach combines elements of a number of evidence-based, proven treatment models such as social learning therapeutic community, medical model, adolescent development and 12-Step continuing support. The facility's guiding principles are to: promote a recovery lifestyle that appeals to adolescents; be a community of recovery; address the family system; utilize the latest treatment technology; and promote the self help principles ascribed to in 12 Step Recovery communities throughout the country.

The program emphasizes a behavior modification approach involving families and caregivers at each of its three stages, as follows:

1. **Stages IA and I:** This *Introductory* phase of the program includes extensive assessments and evaluations to clearly determine need, substance abuse education and orientation to the rules of the program.
2. **Stage II:** This *Primary Treatment* phase includes individual and group counseling, behavioral workshops addressing powerlessness, unmanageability, and core issues focused on eight areas: identification with positive role models; identification with and responsibility for one's family; development of problem solving skills; skills of self; interpersonal skills; systems and planning skills; development of judgment; and development of a specific recovery plan for the individual.
3. **Stage III:** This phase prepares for *Reunification or Emancipation and Re-entry*. It includes development of a comprehensive Continuing Care Contract between the program staff, the youth, and the family. It recognizes the triggers for relapse and helps the youth and family identify these triggers. Continuing care includes weekly aftercare groups for clients and their families for up to one year after completion of residential treatment.

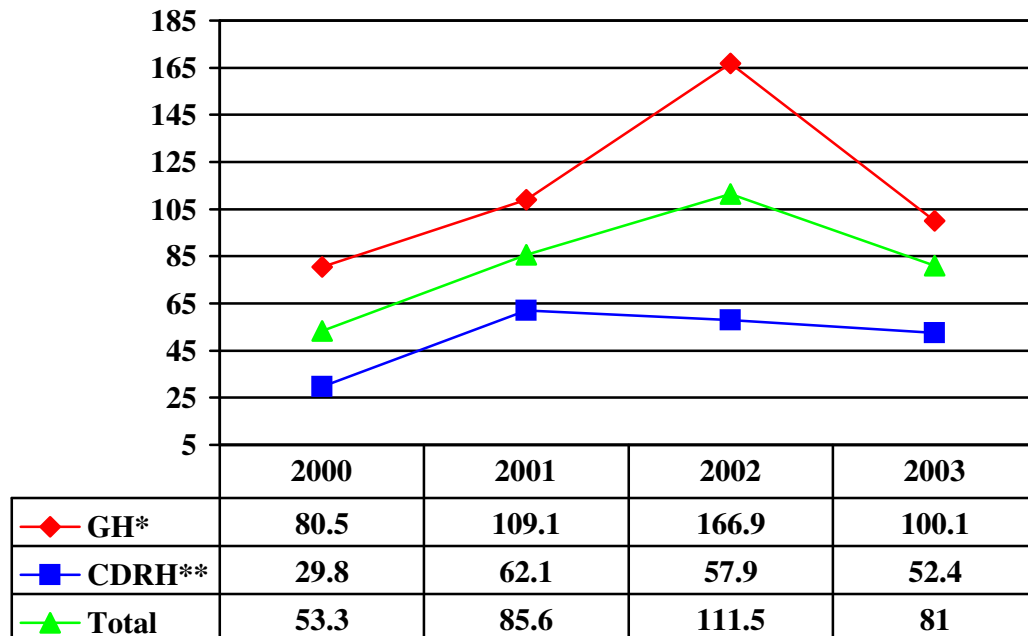
The Probation Officer visits youth once a month while they are in treatment to support the treatment staff and guide the youth in their completion of probation.

Youth and caregivers are invited to participate in weekly aftercare services for up to one year. Thunder Road provides these services without reimbursement.

### 12.2.5 Average Length of Stay

Youth stay in the Group Home treatment track between 6–12 months based on their individualized treatment plan.

**Figure 12.4**  
**Average Lengths of Stay (in days) in Thunder Road Facilities**  
**2000-2003**



Source: Data from Thunder Road Client Database, created on June 18, 2004.  
\*Group Home.  
\*\*Chemical Dependency Recovery Hospital.

Average length of stay (ALOS) for youth in the Group Home increased 24.4% between 2000 and 2003, or at an average annual rate increase of 16.2% over the 3-year period compared to 75.8% for the CDRH.

Total ALOS in the Thunder Road facilities increased 52.0% between 2000 and 2003, or at an average annual rate increase of 21.2% over the 3-year period.

### 12.2.6 Internal Program Monitoring Process

The facilities operate in compliance with relevant codes and standards and are subject to monitoring and inspection by the Alameda County Juvenile Justice Commission, California Community Care Licensing, California Department of Health Services, Alameda County Social Services and Alameda County Probation Department. The program is also nationally accredited by the Commission on Accreditation of Rehabilitative Facilities (CARF). The staff and administration provide ongoing quality control and program performance assessments in what they describe as a “dynamic by design” approach, which is described as a fluid yet conscientious way to ensure that the program responds to external changes in its operating environment.

### **12.2.7 Performance Measures**

The program measures clients' progress in accomplishing their individualized treatment plan goals and measures progress using a pre and post test, the Global Assessment of Individual Needs (GAIN). A statistically significant sample of youth are being followed, using a variation of the GAIN, at 3, 6 and 12 months following discharge from the program.

Thunder Road makes regular assessments of its effectiveness and reports its findings to policy makers. It conscientiously monitors its various income streams and expenditures on a regular basis.

### **12.2.8 Conclusions**

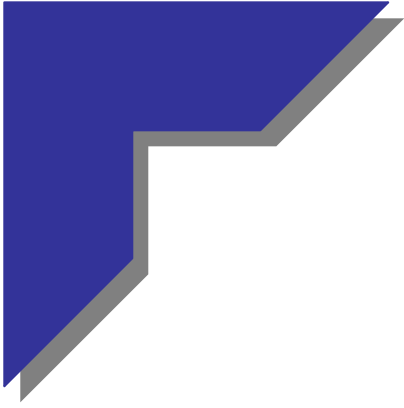
The Thunder Road Group Home and In-patient Treatment Facility are the only substance abuse residential treatment centers in Alameda County serving court-involved youth. This provider uses a standardized assessment instrument, conducts pre and post tests to measure change while the child is within the program and uses a research design to track rearrests and drug use 3, 6, and 12 months following discharge. This provider contains many of the *Core Components of Effective Programs*.

Twenty beds have been reserved for probation youth but these beds have been underutilized. The profile of minors in the Juvenile Hall indicated that among the 87 in the study, 81.7% of the males and 74.1% of the females reported use of an illegal drug and more than 61% reported use of alcohol.

The project team believes that the potential pool of youth in the juvenile justice system who require both residential and outpatient / aftercare services is significantly greater than is currently being served. Additional substance abuse treatment resources are needed to meet the demand.

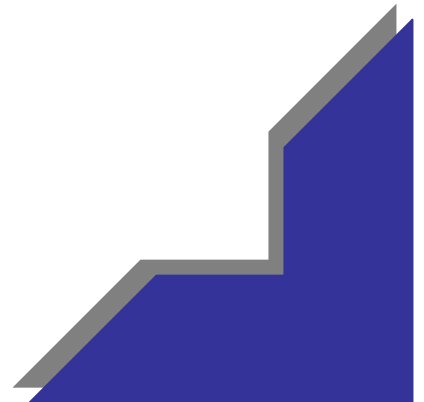
Substance use and abuse issues do not get fully assessed at intake for Probation or for Juvenile Hall nor are they assessed or addressed early on by community based organizations in the Delinquency Prevention Network. In the absence of early screening and assessment, substance use and abuse will escalate and pose risks to society.

The Early Periodic Screening, Diagnosis and Treatment (EPSDT) funding source has not been fully maximized by the Probation Department for substance abuse treatment for eligible substance abusing juvenile probationers. The Probation Department has begun to evaluate youth's eligibility for full-scope Medi-Cal so that more referrals can be made for residential and non-residential substance abuse treatment providers.



*13.0 Reentry Services*

- *Parole Services*
- *Project Choice*



## **13.0 Reentry Services**

### **13.0 Introduction**

The California Department of the Youth Authority (CYA) provides parole support and supervision for wards determined by the Youth Authority Board (formerly the Youthful Offender Parole Board) to be eligible for release to parole from juvenile correctional facilities.

In addition to its regular and specialized parole services, CYA's Oakland Parole Office is a partner with the City of Oakland and the California Department of Corrections' Parole and Community Services Division (CDC P&CSD) in Project Choice, a comprehensive reentry initiative for young offenders paroled to Oakland. Project Choice began in 2002 as a locally-initiated multi-agency collaborative. In May 2002, the City of Oakland applied for, and in August 2002 was awarded, a federal "Going Home" grant from the U.S. Departments of Justice, Education, Health and Human Services, Housing and Urban Development and Labor. Project Choice supports intensive pre-release, transitional, step-down and long-term follow-up services to 20 wards returning to Oakland from CYA institutions in Stockton. The Mentoring Center operates Project Choice for the City of Oakland for youth returning from CYA.

The following summarizes both standard CYA Parole Services in Alameda County and the elements of Project Choice.

### **Findings**

#### **13.1.1 Goals**

The goals of the Parole Services Branch of the California Department of the Youth Authority are to protect the public from further criminal activity by Youth Authority wards and to increase the likelihood of wards' successful reintegration into the community. The Parole Branch seeks to provide effective and equitable control of parolees through enforcement of conditions of parole, planned supervision, intervention and supportive reentry services. Consistent with these goals, Parole Agents facilitate the transition of YA wards from institutions (Phase I), onto parole (Phase II) and to release from parole (Phase III) while building strengths and supports to sustain the ward after supervision ends.

Project Choice is a locally-driven, multi-systemic reentry strategy that seeks to reduce the risk factors associated with recidivism and develop collaborative agreements with public and private agencies to provide risk reduction and support for high risk offenders.

#### **13.1.2 Target Population and Eligibility Determination**

The target population for CYA's Oakland Parole Office is youth released to parole from the Youth Authority to Alameda County. The Youth Authority Board determines eligibility for parole based on each youth's commitment offense, his or her behavior while confined in CYA institutions and a report from the Institutional Parole Agent (IPA) as to the ward's progress in meeting the treatment plan requirements.

Project Choice's target youth population is CYA male parolees between the ages of 14 and 25, being paroled to the City of Oakland, who have six to twelve months remaining on their terms and are housed at the O.H. Close, N.A. Chaderjian or DeWitt Nelson CYA facilities in Stockton. The Mentoring Center begins to work with these youth six months to one year while still confined at CYA and then provide intensive case management once they are released.

It is significant to note that these are male-only facilities. Project Choice, under its current federal "Going Home" grant, deals only with male parolees.

### **13.1.3 Referral and Assessment Process**

Pursuant to current law, CYA Institutional Parole Agents (IPAs) refer wards to the Field Parole Office in the county from which the youth was committed. Youth committed from Alameda County are referred to the CYA Parole Office in Oakland.

CYA Parole does not currently use a standardized risk/needs assessment to determine the level of supervision on parole. An individualized parole plan is developed for each parolee based on the Parole Agent's review of the ward's file, the Institutional Parole Agent's (IPA) report, the placement proposal and home visits with the youth's family. Based on the parole plan, services are matched to the needs of the youth.

The referral process for Project Choice is initiated by the IPAs at the Youth Authority's Stockton institutions. The IPA screens wards who are within one year (at a minimum, 6 months) prior to their parole release date. The IPA generates a list that is forwarded to the Oakland Parole Office and Project Choice. Eligible wards are then given the opportunity to participate in the program.

Project Choice does not use a validated needs assessment instrument, although it is currently using the 'risk' portion of an NCCD risk/needs assessment tool that identifies highest risk offenders among the potentially eligible population. Risk scores alone do not render a ward eligible or ineligible for Project Choice, although higher risk youth are the project's desired target group.

### **13.1.4 Capacity**

CYA Parole services, including special medical and mental health caseloads, are available throughout Alameda County. Project Choice serves only the City of Oakland.

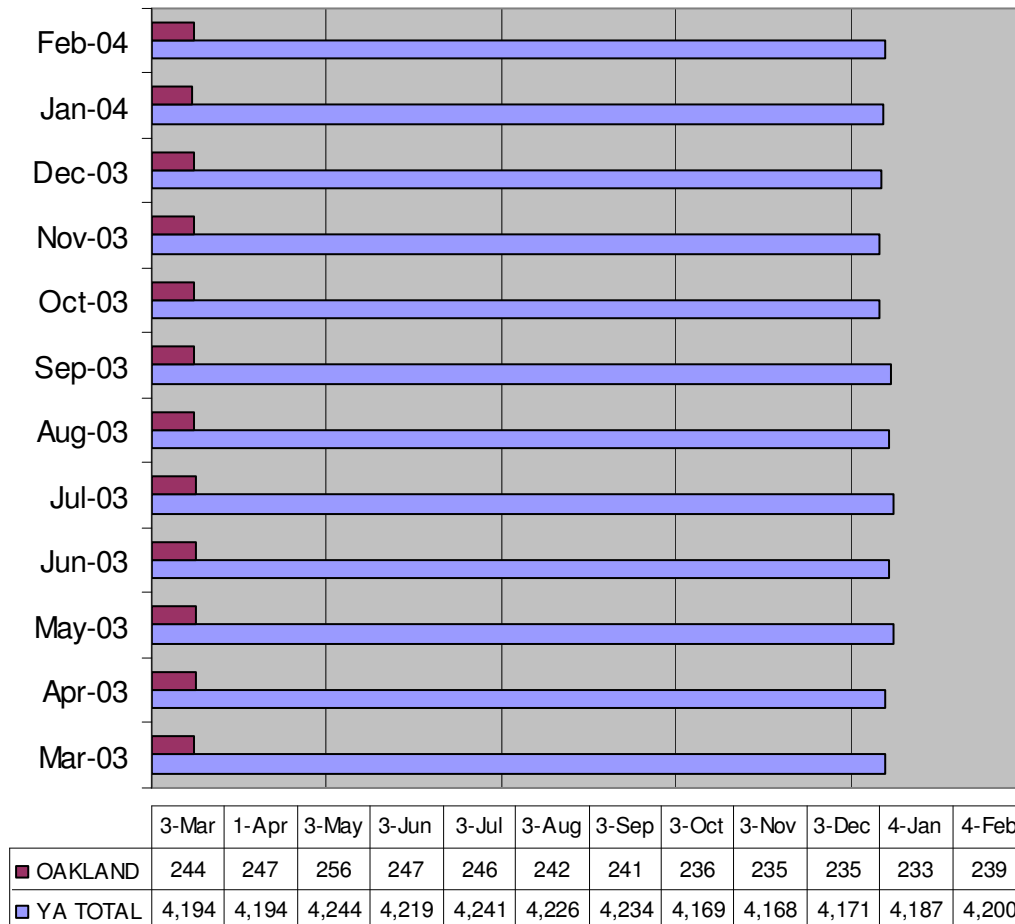
Given its current staffing and caseload ratios – four 'generalist' Parole Agents with average caseloads of 52 each and 2 'specialist' Parole Agents with average caseloads of 30 each – the Oakland Parole Office supervises and provides services to a maximum of 268 youth and their families on a daily basis.

As noted above, pursuant to its grant application and pilot project status, the capacity of Project Choice is 20 CYA wards per year for each of the next three grant-funded years.

### **13.1.5 Use of CYA Parole and Project Choice**

The Oakland Parole Office is one of seven YA Parole Offices in California's Northern Region and one of 17 such offices statewide. The following data, received from CYA, indicates the number of cases active in the Oakland Parole Office during the period from March 2003 through February 2004.

**Figure 13.1**  
**California Youth Authority Cases Total and in Oakland Parole Office**  
**March 2003 - February 2004**



Source: California Youth Authority Research Division - Statistical Services

Project Choice is operating at its full capacity. Historical data from CYA indicates that approximately 25 young men are eligible for Project Choice each year from the Stockton institutions. Of these, approximately 19 (75%) wards were committed for violent felonies, with the remainder committed for such offenses as burglary, theft and narcotics possession and/or sales. The average length of time in CYA institutions for these young men is 33.6 months. Those convicted of violent offenses generally serve longer periods, so these wards would meet the criterion of being in the institution for at least one year prior to parole release. Of the Oakland-bound parolees, 5% were 18 years of age or younger, 60% were between 19 and 22 years of age and 35% were 23 years or older.

### 13.1.6 Surveillance / Supervision

CYA Parole Agents, sworn officers, see the parolees on their caseloads at least twice a week during the first month on parole and weekly (or at least twice a month) thereafter to provide supervision as well as support. Parole Agents are empowered to make arrests and report technical violations of parole conditions; they also engage in crime prevention and social support functions.



Youth in Project Choice are subject to the same surveillance and supervision requirements as other parole as well as and in conjunction with the services provided and/or brokered by each youth's Case Worker.

### **13.1.7 Services to Reduce Risk**

The services to reduce risk provided by CYA Parole include but are not limited to:

- Individualized pre-parole placement plans with recommendations for special conditions;
- Meetings with family members;
- Group and individual counseling via contract therapists who work out of the Parole Office;
- Crisis intervention and /or crisis resolution services;
- Sober living centers in San Leandro, United Homes' sober living environment in East Oakland, Lakehurst Residential Hotel (an estimated 10 –12 CYA parolees/month reside in these placements); and
- Referrals to services in the community for programming ordered pursuant to the ward's parole terms, and other needs such as vocational and employment support, housing and transportation.

Services to reduce risk provided to Project Choice participants include but are not limited to:

- In the Institutional Phase (6 – 12 months), pre-release assessment, planning, enhanced programming, e.g., job readiness, education, anger management;
- A case worker, contracted through The Mentoring Center, interviews a youth while still confined to help him develop a 'vision' for reentry and begin to bond with someone from the outside.
- The Case Worker also identifies needs and begins linking the youth to services in the community;
- In the Transitional Phase (months 7 - 18), 'from the gate' intensive case management is provided with special attention to housing, mental health, substance abuse and job readiness issues;
- Aftercare services include the possibility of low cost housing through a separate City of Oakland grant-funded initiative, employment services and independent living skills training and support;
- Participant's case plan is developed by a multi-disciplinary team including the ward;
- A mentor / coach is assigned for each youth;
- In the Step Down Phase (months 13 - 24), the Project gradually diminishes support and sanctions;
- In the Long-Term Follow Up Phase (months 18 – 36), the Project team follows up with the youth to ensure that community support is continuing.

### **13.1.8 Staffing**

CYA's Oakland Parole Office (which supervises YA parolees in San Francisco, Alameda and Contra Costa Counties) has 11 staff total. These are: a Supervising Parole Agent; an Assistant Supervisor; 4 Parole Agent Is (generalists); 2 Parole Agent IIs (a mental health case specialist and a sex offender specialist); and support staff. There is also a Parole Agent II Specialist who is a resident in Contra Costa County.

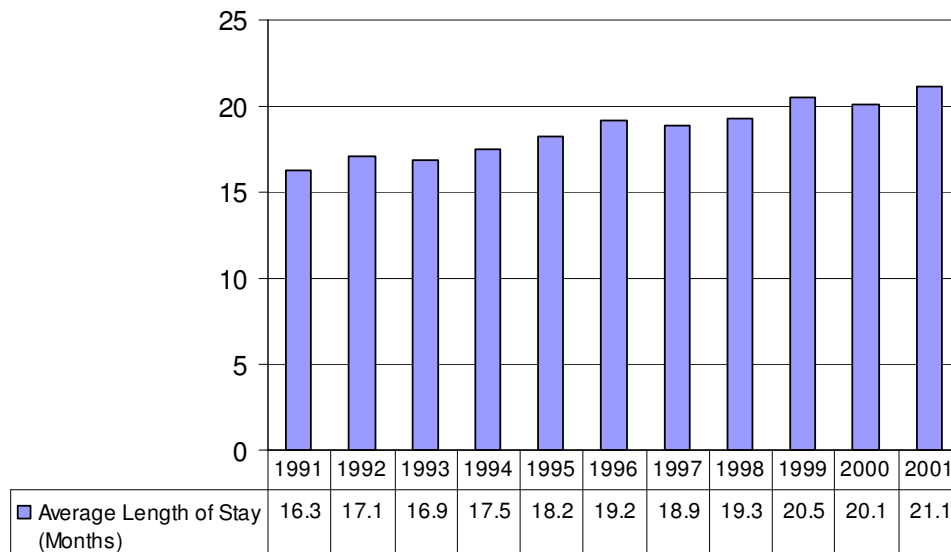
As noted previously, general caseloads have a ratio of 52 cases per officer and specialized caseloads (medical/mental health and sex abuse) operate with a ratio of 30 cases per officer.

Project Choice is staffed by a Project Manager and multi-disciplinary teams including those from the CDC and CYA Parole offices as well as personnel from two contract agencies – Centerforce, which works with adult parolees coming out of San Quentin, and The Mentoring Center, which works with wards coming out of CYA's Stockton institutions.

**13.1.9 Average Length of Stay**

The California Youth Authority reports that, in 2001, the overall average amount of time wards spent incarcerated prior to their release to parole was 28.3 months. The average length of stay prior to parole release for youth committed for the first time was 34.6 months. For 2001, the average length of stay on parole was 21.1 months, the highest it had been in the previous 19 years. As the following display indicates, YA wards' average length of stay on parole has risen significantly in the last decade from 16.3 months in 1991 to 21.1 months in 2001, or an increase of 29.5%.

**Figure 13.2  
 Length of Stay (In Months) For Youth On CYA Parole  
 1991 – 2001**



Source: California Youth Authority Research Division - Statistical Services

Project Choice's design anticipates that wards will spend 6 to 12 months in the Institutional Phase, 1 to 6 months in the Transitional Phase, approximately 6 months in the Step Down Phase and up to a year in the Long Term Phase. At the time of this analysis, the program was too new to have generated completion or average length of stay data.

**13.1.10 Internal Program Monitoring Process**

In addition to monitoring through their ongoing supervision, CYA Parole Agents review each case at first contact (i.e., the first day the ward is released to parole), at a minimum, 30, 60 and 90 days after entry to parole and then every 120 days thereafter. Additionally, every ward in the Youth Authority – in institutions or on parole – is subject to an annual review by the Youth Authority Board.

Communication between parole personnel and service providers is described by those interviewed as insufficient. More ongoing communication would be beneficial in supporting wards' treatment plans and encouraging their reintegration into the community. Parole Agents note they do not generally have access to treatment information from service providers, nor is there any dependency/service-need information in the probation report to help the agent determine potentially unmet needs. Those needs go unrecognized unless they are identified through self-report. Parole agents report that communication with other juvenile justice personnel and with youth and their families is generally open and mutually beneficial.

Project Choice is subject to a formal process and outcome evaluation that, among other things, seeks to assure youth are moving toward their identified goals and making progress on their treatment plans. Moreover, the MDT, Case Worker and Mentor/Coach maintain sustained contact with one another and with each youth to monitor and support positive outcomes. A hallmark of the project's multidisciplinary effectiveness is the ongoing communication among key juvenile justice, employment, mental health, substance abuse, housing and City of Oakland personnel. Similarly, there is good communication with the program's evaluator and with the grant oversight agency.

### **13.1.11 Performance Measures**

The Parole Agent monitors the parolee's performance to ensure compliance with the parole terms and conditions. A standardized case review instrument is used for this regular performance assessment. Based on the identified performance measures, a youth may be moved to a higher or lower supervision level and/or into identified programs or treatments based on performance.

Youth Authority 12-month outcome data for parolees released to Oakland in 2002 indicates that of 50 youth paroled to Alameda County:

- 22 (44%) were still on parole at year's end
- 5 (10%) received general discharges from parole
- 3 (6%) were dishonorably discharged
- 4 (8%) were discharged / missing.
- 6 of the original 50 wards (12%) were returned to custody during the year for technical violations
- 11 (22%) were returned for law violations

Overall, more than one-third of the minors (34%) on parole supervision were returned to YA correctional facilities.

With regard to positive behavior change on parole, the Youth Authority compared outcomes for parolees who had completed one of CYA's specialized parole programs (e.g., YA's Formal Sex Offender, Mental Health, Substance Abuse, El Centro or Fouts Springs programs – n=449) against all discharges (n = 1,605) during the period from September 1, 2001 through August 31, 2002. Findings indicate that a strong correlation exists between completing the specialized program with positive outcomes on parole. Parolees who completed aftercare services had a higher proportion of honorable and general discharges, more often had completed high school or vocational school or were enrolled in college and were much more likely to be employed full time. These findings support the value of aftercare supervision.

Table 13.1 shows the outcomes of parole supervision for 2001-2002.

**Table 13.1**  
**Outcomes Related To**  
**General Parolee Population In**  
**CYA Parole Aftercare Services**  
**September 1, 2001 – August 31, 2002**

<b>Outcome</b>	<b>% General Parolee Population</b>	<b>% Parolees Who Completed Aftercare Program</b>
Honorable Discharge	16.07	29.40
General Discharge	22.93	32.52
Dishonorable Discharge	60.69	37.86
Enrolled in College	6.85	12.03
Completed Vocational School	3.49	4.90
Completed High School	48.91	68.15
Employed Full Time	32.40	53.90
Employed Part Time	5.98	9.80
Unemployed	49.53	31.18

Source: California Youth Authority Research Division - Statistical Services

Project Choice is committed to making periodic assessments of its effectiveness, through its contracted process evaluation and an experimental design outcome study using matched control groups for both CYA and CDC participants. Outcome measures to be tracked include:

- 50% of Project Choice participants will not be arrested for criminal offenses or violate parole for one year post-release and at least 40% will be economically independent after one year
- Reductions in risk factors and enhancement in resiliency factors
- Successful performance in Project Choice's training classes
- Success in finding and keeping a job
- Participation in ongoing vocational training or academic education
- Development of independent living skills and interpersonal relationship factors.

No data were available at the time of this study on these performance measures.

Project Choice has an operating budget, consistent with its grant, of \$1 million a year for three years.

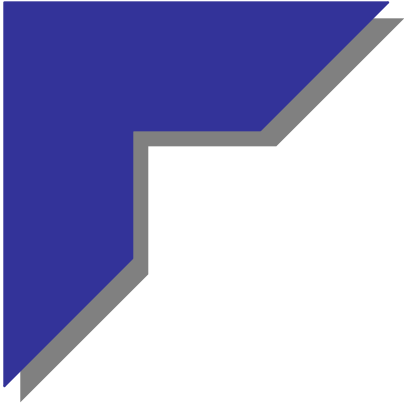
### **13.1.12 Conclusions**

CYA Parole manages approximately 240 wards per month, and provides a range of supervision and support services focused on successfully reintegrating these youth to the community. The Oakland CYA Parole Office helps parolees overcome deficits related to housing, transportation, independent living skills, family support, employment training and access to meaningful work by collaborating with local public and private agencies. Outcomes indicate that two-thirds of the minors supervised by the Oakland CYA Parole Office do not return to YA correctional facilities indicating that the supervision and support services CYA Parole provides is effective in reducing risk in Alameda County.

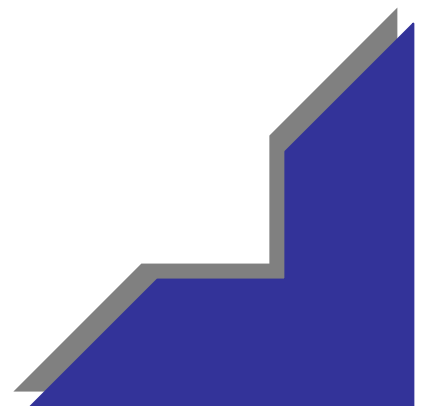
Project Choice is piloting a comprehensive reentry approach based on vocational readiness, job development, educational support, independent living skills, counseling and treatment services which suggests that it will be a promising aftercare model.

CYA Parole and Project Choice are moving to implement standardized assessment tools and processes. The Alameda County Probation Department might consider joining with the Parole Office to explore assessment issues and tools that would benefit both agencies.

CYA Parole and the Alameda County Probation Department have areas of overlapping interest, supervision and jurisdiction. In some instances, officers from the two agencies are supervising minors in the same family at the same time. Enhancing collaboration and communication between the two agencies is especially important in light of ongoing legislative and policy initiatives to transfer responsibility for supervising Youth Authority parolees to county probation departments.



## *14.0 Independent Living Skills Program*



## **14.0 Independent Living Skills Program**

### **14.1 Introduction**

The Foster Care Independence Act of 1999 (John H. Chafee Foster Care Independence Program) provides new services and support to children aging out of foster care. Consistent with this Act, the Alameda County Social Services Agency administers an Independent Living Skills Program (ILSP) to support older youth to become independent after discharge from foster care and placement. Alameda County's ILSP is a pioneer in this effort as it was one of the first ILSP programs in the State of California. It has been operating since 1987.

### **14.2 Goals**

The goal of the ILSP is to enable youth aging out of foster care and out of home placement to achieve self-sufficiency in an independent living arrangement. Staff develop with the youth a written Transitional Independent Living Plan, provide independent living skills development, life skills education, vocational training, job seeking skills, and individualized services.

### **14.3 Target Population and Eligibility Determination**

The ILSP's target population is youth ages 16 to 21, on probation or in foster care through the social services system. Youth must be in a placement and have the ability to live independently. Youth who have serious mental health or physical disabilities are not eligible.

Youth over 16 who are placed out of home or who were in out of home care after their 16<sup>th</sup> birthday can contact the ILSP directly to receive services. Additionally, foster parents or group home providers may refer or bring youth to ILSP for services.

Youth are referred to the ILSP by their social worker or probation officer, as applicable, after the worker/officer has developed the Transitional Independent Living Plan (TILP).

### **14.4 Assessment Process**

The ILSP uses the Ansell-Casey Life Skills assessment to evaluate youth's needs and strengths at intake and prior to discharge. The Metropolitan Achievement Test is also administered (by a UC Berkley professor with whom the program contracts) to evaluate the reading skills of ILSP youth. A comprehensive self-assessment packet, covering the youth's history, needs, strengths and life goals, is completed by the young person during orientation to the program. Entrance into the ILSP includes development of a contract based on these assessments and the youth's life plans.

### **14.5 Capacity / Use**

The ILSP is fully utilized. The program's latest annual report shows that 1,428 youth were referred and 1,322 youth received ILP services from October 2002 through September 2003. Of these referrals, 913 youth (69.1%) were referred from the Social Services Agency, 24.5% were referred from schools, mental health, self and only 84 youth (6.4%) were referred from Alameda County Probation.

Alameda County's juvenile justice system's underutilization of this resource is consistent with national studies.<sup>29</sup> National studies found that many jurisdictions have not drawn down funds or were not using funds.

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<sup>29</sup> The David and Lucile Packard Foundation. (2004). *The Future of Children*. Volume 14-Number 1.

While the ILSP receives an average of 1,200 – 1,300 referrals annually, only 200 – 300 of those come from the Probation Department. On the other hand, approximately 200 (15%) of those served during FY 2002-03 were out of county youth thus taking up available service slots which could be used by Alameda County youth.

Since a new State law requires case carrying workers, including probation officers, to prepare Transitional Independent Living Plans (TILPs) and to make ILP referrals, it will be important that the Probation Department identify appropriate cases. The ILSP expressed an interest in conducting briefings or cross training with probation officers to support referrals of all eligible youth to the ILSP.

The ILSP's daily capacity is approximately 50 to 80 youth. There are generally 30 youth in each of the program's classes and multiple classes occur at the same time. The ILSP Center also provides walk-in services as well as access to its food program, its computer lab, job assessment resources and medical and mental health care at the Auxiliary Teen Health Clinic.

#### **14.6 Services to Reduce Risk**

The Independent Living Skills Program helps youth establish a residence before leaving foster care or placement and provides a plan for their education, vocational skills development, and health care needs. After emancipation, youth can continue to use the Center's services. They have ongoing access to the computer lab, the Teen Health Clinic and individual staff support and counseling.

Independent living skills services include:

- Weekly emancipation classes (1 ½ hours per week during the academic year) with specialized classes on financial aid, computer skills, nutrition, parenting, anger management, job readiness, rites of passage, SAT preparation and other topics as determined by youth and staff.
- Life skills training and counseling in such areas as budgeting, managing a checking account, obtaining and maintaining housing, relationship and communication skills, nutrition, and cooking classes;
- Educational support, including obtaining and reviewing transcripts, scholastic advocacy, GED preparation, SAT training, tutoring, college advising and financial aid/scholarships;
- Job training and placement training on such topics as finding jobs, filling out applications, interviewing, workplace behaviors and computer training; and
- Concrete support such as bus / BART passes, emergency assistance, healthy food and financial incentives.

In addition, for eligible youth between the ages of 18 and 21, after dependency / wardship has been dismissed, the ILSP makes expanded services available, including:

- Housing support (e.g., support in locating housing; financial subsidies for housing deposits, rent and furnishings);
- Education support (e.g., grants for books and supplies, tutoring or other specialized classes / training; financial aid advocacy; payments for registration / enrollment fees for dorms and college admissions);
- Employment support (e.g., job training and placement, transportation assistance, purchase of uniforms; specialized clothing / tools necessary for work, access to ILSP computer lab);
- Childcare subsidies;
- Emergency utilities payments;
- Case management and counseling support.



## **14.7 Average Length of Stay**

An eligible young person can stay in the ILSP for up to six years, from age 16 through age 21. Many youth participate in the program's classes and then stay for aftercare work, resulting in an overall average length of stay in the program of three to four years.

## **14.8 Performance Measures**

The ILSP's key performance measures include the number of young people who are receiving services from the program, the number of youth who graduate from the program, the number who go on to stable employment and the number who emancipate into safe and affordable housing. The program also seeks to measure youths' improvements in anger management and reductions in teen pregnancies.

The ILSP's latest annual report to the Department of Social Services indicates that, in the period from October 1, 2002 through September 30, 2003:

- 897 youth completed ILP services or a component of service;
- 572 youth were continuing to receive ILP services;
- 84 youth completed high school, GED or adult education;
- 603 youth were continuing or were currently enrolled in high school, GED or adult education;
- 150 youth completed vocational or on the job training;
- 20 youth were continuing or were currently enrolled in vocational training;
- 165 youth were enrolled in community college or four year universities;
- 31 youth had obtained full time employment;
- 11 youth had obtained part time employment;
- 80 youth were actively seeking employment;
- 283 youth were living independently of agency maintenance programs;
- 32 youth had obtained subsidized housing; and
- 22 youth were placed in a transitional housing placement program.

Performance measures relating to the classroom segment of the program include attendance, performance in class and completion of class work. No grades are given. Some schools have permitted youth to calculate their ILSP classes in the units required for graduation from high school. Incentives are provided for attendance in class. ILSP youth graduate from high school and go on to college in greater numbers than do youth in Oakland's general population.

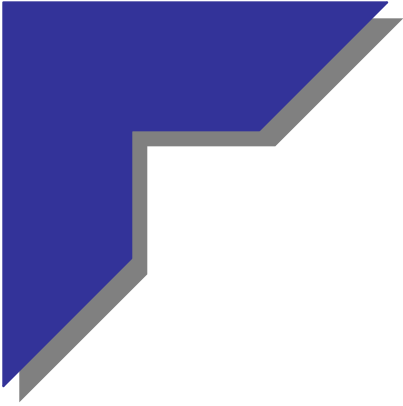
## **14.9 Conclusions**

The Alameda County Independent Living Skills Program serves approximately 1,300 foster care and/or probation youth annually, providing them a range of life skills, employment, housing, health care and other transitional services to help prepare them for self sufficient adulthood.

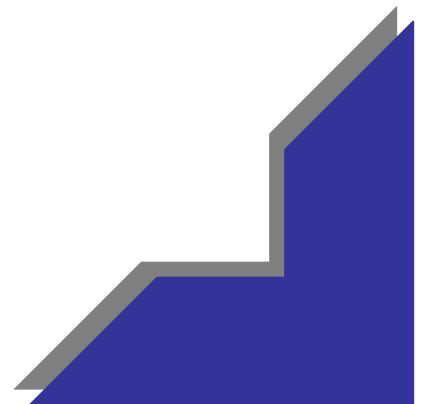
The ILSP appears to be underutilized by the Probation Department for youth on probation. The Probation Department refers approximately 200-300 eligible probationers to the program annually. The ILSP could provide valuable community programming as well as support for probation officer supervision, especially for those probationers approaching adulthood and/or emancipation.

The ILSP is dependent on individual social workers and probation officers for referrals to the program. Enhancing information sharing between agencies placing youth and the ILSP could enable greater outreach to the entire population of potentially eligible youth and thereby increase the number of youth served.

Funding for the ILSP could be in jeopardy depending on the outcome of State and County budget deliberations affecting social services.



## *15.0 Financial Analysis*



## **15.0 Financial Analysis**

### **15.1 Introduction**

The overall goal of the financial analysis was to determine the total all inclusive costs for selected juvenile justice programs utilized by Alameda County Probation Department and the Juvenile Court and to present these costs on a per day, per youth and cost avoidance basis. This analysis will enable Alameda County officials to determine which of these programs are the least and most cost effective.

#### **15.1.1 Methodology**

The following programs were examined:

1. Youth Service Centers, Local Service Areas, Case Management (TANF).
2. Home Supervision.
3. Electronic Monitoring.
4. Community Probation.
5. Placement.
6. Family Preservation.
7. Pathways to Change.
8. Juvenile Hall.
9. Camp Sweeney.
10. California Youth Authority.

Utilization and financial data were calculated for each of these programs for FY03. Due to the lack of and inconsistency of data on all programs for FY02-FY04, the financial analysis focused on FY03 only. It should be noted that information for regular probation was not available thus this functional area was omitted from the analysis.

The revenue sources were segmented by County funded programs funded out of County General Fund and programs funded by Federal/State/Local sources.

From the data provided, the project team calculated the costs for each program using the following methodologies:

- Utilization Days – determined by taking the average daily population and multiplying by 365 days in a year.
- Total Costs: determined by summing the direct program costs and the other program costs (administrative costs, salaries and benefits and general overhead). All costs were provided by the Financial Division of the Probation Department.

Cost effectiveness was defined in three ways: Cost per day, cost per youth admitted and cost avoidance. These were further defined in the following manner:

- Cost per Day/Session – determined by dividing total program costs by utilization days.
- Cost per Admitted Youth Served – determined by taking the total annual expenditures and dividing by the total number of youth admitted in a year.
- Cost Avoidance-determined by multiplying the utilization days of various non-custody programs x the per day cost of Juvenile Hall.

### **15.2 Findings**

Table 15.1 presents the direct and indirect costs for each program by each revenue source, the per day costs, the cost per admitted youth and compares the expenditures to the successful completion rates to determine the programs that are the least and most cost effective.

**Table 15.1**  
**Alameda County**  
**Total Annual All-Inclusive Costs, Revenues and Success Ratio By Program**

Program	YEAR	Utilization Days	County Funded Direct Program Costs	Other Program Costs (4)	Total County Funded Program Costs	Fed/State/City Funded Program Costs	Cost Per Admitted Youth	Cost per Day/session	Total Cost of Successful Outcomes
TANF ( youth service centers, case management, local service areas)	2003	3,229 (youth served)		\$ 370,070	\$ 370,070	\$ 2,884,143	\$ 1,008		Not Available
Placement	2003	49,642			-	2,213,232	2,382	\$ 44.58	Not Available
Pathways to Change	2003	71 (Youth served)			-	200,000	1,800	23.47	Not Available
California Youth Authority	2003	57 (Youth committed)			-			196.43	Not Available
Family Preservation	2003	6,570		175,817	175,817	578,887	2,775	114.87	Not Available
Home Supervision	2003	31,025	\$ 539,838		539,838		692	17.40	\$ 350,895.00 (65 cents per \$1) \$8.7 million in cost avoidance)
Electronic Monitoring	2003	20,075	388,848		388,848		565	19.37	314,966.88 (81 cents per \$1) \$5.6 million in cost avoidance)
Community Probation	2003	136,510	5,181,864	24,701	5,206,565		15,135	38.14	3,176,005.00 (61 cents per \$1) \$35.4 million in cost

Program	YEAR	Utilization Days	County Funded Direct Program Costs	Other Program Costs (4)	Total County Funded Program Costs	Fed/State/City Funded Program Costs	Cost Per Admitted Youth	Cost per Day/session	Total Cost of Successful Outcomes
									avoidance
Juvenile Hall	2003	89,060	21,627,524	4,882,050	26,509,574		6,366	297.66	Not Applicable
Camp Sweeney	2003	25,550	5,174,791	753,502	5,928,293		11,579	232.03	474,263.00 (8 cents per \$1) \$1.7 million in cost avoidance
<b>Totals</b>	<b>2003</b>	<b>N/A</b>	<b>\$33,491,752</b>	<b>\$6,206,140</b>	<b>\$39,119,005</b>	<b>\$7,797,209</b>			

Sources: Home Supervision (Juvenile Probation Information System. RPT281-01, RPT999-01); Electronic Monitoring (Juvenile Probation Information System. RPT281-01, RPT999-01); Juvenile Hall (Juvenile Probation Information System. RPT281-01, RPT999-01); TANF (Survey of TANF-funded Programs (This included 8 programs for Case Management, 8 Youth Service Centers and 11 Local Service Area providers.); Community Probation (Alameda County Probation Department); Family Preservation Program (Juvenile Probation Information System. RPT281-01, RPT999-01); Camp Wilmont Sweeney (Juvenile Probation Information System. RPT281-01, RPT999-01); California Youth Authority (California Youth Authority Public Information Office); Pathways to Change (Memorandum dated 3/28/03 from Chief Richard Wood and Laura Pinkney to Mayor Jerry Brown, Oakland City Council, Robert Bobb and Dr. George Musgrove); Placement Alameda County Probation Department, Placement Unit). Home Supervision, Electronic Monitoring, Community Probation, Family Preservation, Juvenile Hall, Camp Wilmont Sweeney and Placement financial data provided by Sandra Dalida, Chief Financial Officer, Alameda County Probation Department

Notes:

TANF other is pro rata of total other attributable.

Placement includes group homes and residential treatment facilities funded by Title IV-E

Juvenile Hall outcomes based on 2003 recidivism rates applied to both 02 and 03 data

Pathways to Change data from 3/28/03 memo from Chief Richard Word and Laura Pinkney to various City of Oakland personnel.

California Youth Authority reported cost per day of \$196.43.

Juvenile Hall utilization days represents calendar year

Camp Wilmont Sweeney utilization days represents calendar year

Column 4 Includes medical, education and building maintenance allocations.

**15.2.1 Per Diem Costs for Alameda County's Juvenile Justice Programs**

**15.2.1.1 Alameda County General Fund**

Of the juvenile justice programs funded by the County General Fund, the greatest amount of funding (\$26.5 million) was spent on the Juvenile Hall, followed by Camp Sweeney and Community Probation. The Juvenile Hall represented 68.73% of the total dollars spent out of the County General Fund on youth in the juvenile justice system in 2003 and it was more than four times the amount spent on Camp Sweeney.

Camp Sweeney (\$5.9 million) and Community Probation (\$5.2 million) were similar in overall costs. This is an important finding since one would expect that Community Probation would be considerably lower since it is a non-residential program. Our experience indicates that non-residential, intensive probation programs are considerably less the cost of residential programs. Camp Sweeney represented 15.37% of the County expenditures for juvenile justice programs while Community Probation represented 13.5% of the total.

On a per day cost basis, the Juvenile Hall was the most costly of the County's juvenile justice programs at \$297.66 per day, followed by Camp Sweeney at \$232.03 per day. Community Probation averaged \$38.14 and Electronic Monitoring and Home Supervision were \$19.37 and \$17.40 per day, respectively.

The least amount of County expenditures for juvenile justice programs was spent on Electronic Monitoring (\$388,878) and Home Supervision (\$539,838). Electronic monitoring represented about 1% of the County General while Home Supervision represented approximately 1.5%.

**15.2.1.2 Per Diem Costs for Other Juvenile Justice Programs**

**15.2.1.2.1 Other Funding Sources**

The project team obtained cost data from juvenile justice programs funded by other funding sources, including the California Youth Authority, Alameda County Social Services Agency, City of Oakland, and the Temporary Assistance for Needy Families. Utilization days and youth served were used to calculate these programs' cost per day and cost per youth served for Youth Service Centers, Pathways to Change, Family Preservation and Placement Facilities.

As expected, California Youth Authority reports the highest cost per day, compared to the per day cost for Youth Service Centers, Pathways to Change, Family Preservation and Placement Facilities. According to CYA, it costs the State of California \$196.43 per day to house, feed and treat a youth in a juvenile correctional facility. Additionally, compared to the Juvenile Hall and Camp Sweeney, it costs the State of California less to house a minor in a state facility than it does Alameda County in either of its two facilities (\$297.66 for Juvenile Hall and \$232.03 for Camp Sweeney). The state's lower cost per day is partially due to the economy of scale in state facilities and the number and type of staff within its facilities.

The Probation Department's Family Preservation Program is funded by the Alameda County Social Services Agency using federal funds (Family Preservation). The per diem cost for a youth participating in the Family Preservation Program was \$114.87 per day in FY03. This was calculated by dividing the total program costs by the utilization days.

The average cost per placement in a group home or a residential treatment facility in 2003 was \$44.58. This cost was calculated by dividing the total program costs by the total utilization days of minors in group homes and residential treatment facilities both in and out of Alameda County for FY03. The project team believes this cost to be low and recommends that further analysis needs to be conducted.

According to the City of Oakland, a total of \$200,000 was spent in 2003 for Pathways to Change and this program served 71 youth. Based on available data, these youth stayed an average of four months in the program for a per diem cost for PTC of \$23.47 per day.

Due to the lack of available information on all of the TANF-funded prevention programs (YSC, LSA, Case Management), a cost per day could not be calculated for each of these programs. However, the per diem cost for the Youth Service Center was calculated to be an average of \$22.97 per day (using 1,249 total youth served reported by eight YSCs in 2003 x an average length of stay of six weeks for 1 hr. per week).

#### **15.2.1.2.2 Cost Per Youth**

Another way of examining the cost of a program is to calculate the cost per youth admitted. The cost per youth presents the average cost for each youth admitted to a program. The project team calculated the cost per youth admitted based on the total program costs divided by the number of youth admitted in a given year. Figure 15.2 shows the cost per youth from lowest to the highest.

Based on this methodology, the most costly program on a cost per youth basis is Community Probation followed by Camp Sweeney, Juvenile Hall and Family Preservation. The cost per youth for Community Probation of \$15,135 is over 30% more than Camp Sweeney (\$11,578). The reason for the significantly higher cost per youth for Community Probation is mostly related to low admissions combined with length of stay in 2003. Likewise, the high cost per youth for Family Preservation is estimated to be due to the low admissions in 2003.

Although the Juvenile Hall is the most costly program based on a per day cost, the high number of admissions (4,164) generates a lower cost per youth compared to Camp Sweeney (\$6,366 for Juvenile Hall compared to \$11,579 for Camp Sweeney).

As would be expected, Home Supervision and Electronic Monitoring have the lowest cost per youth served of \$692.00 and \$565.00 respectively. However, while Home Supervision had the lowest cost per day, it had the second lowest cost per youth after Electronic Monitoring, which reported the lowest cost per youth admitted.

Figure 15.1 presents all 10 programs, regardless of funding source, showing the per diem costs from lowest to the highest cost per day. This figure documents that Home Supervision is the least costly, followed by Electronic Monitoring, Youth Service Center, Pathways to Change and Community Probation. It is important to note that all these programs are non-residential. This suggests that wherever feasible and consistent with public safety, non-residential community-based supervision should be encouraged over residential care.

Figure 15.2 presents all 10 programs, regardless of funding source, illustrating the cost per youth admitted from lowest to the highest. This figure demonstrates that Electronic Monitoring, Home Supervision, Youth Service Centers and TANF programs have the lowest cost per youth admitted while Community Probation, Camp Sweeney and Juvenile Hall have the highest cost per youth admitted.

Figure 15.1  
Alameda County  
Total Annual All-Inclusive Costs by Program  
2003 Costs per Day

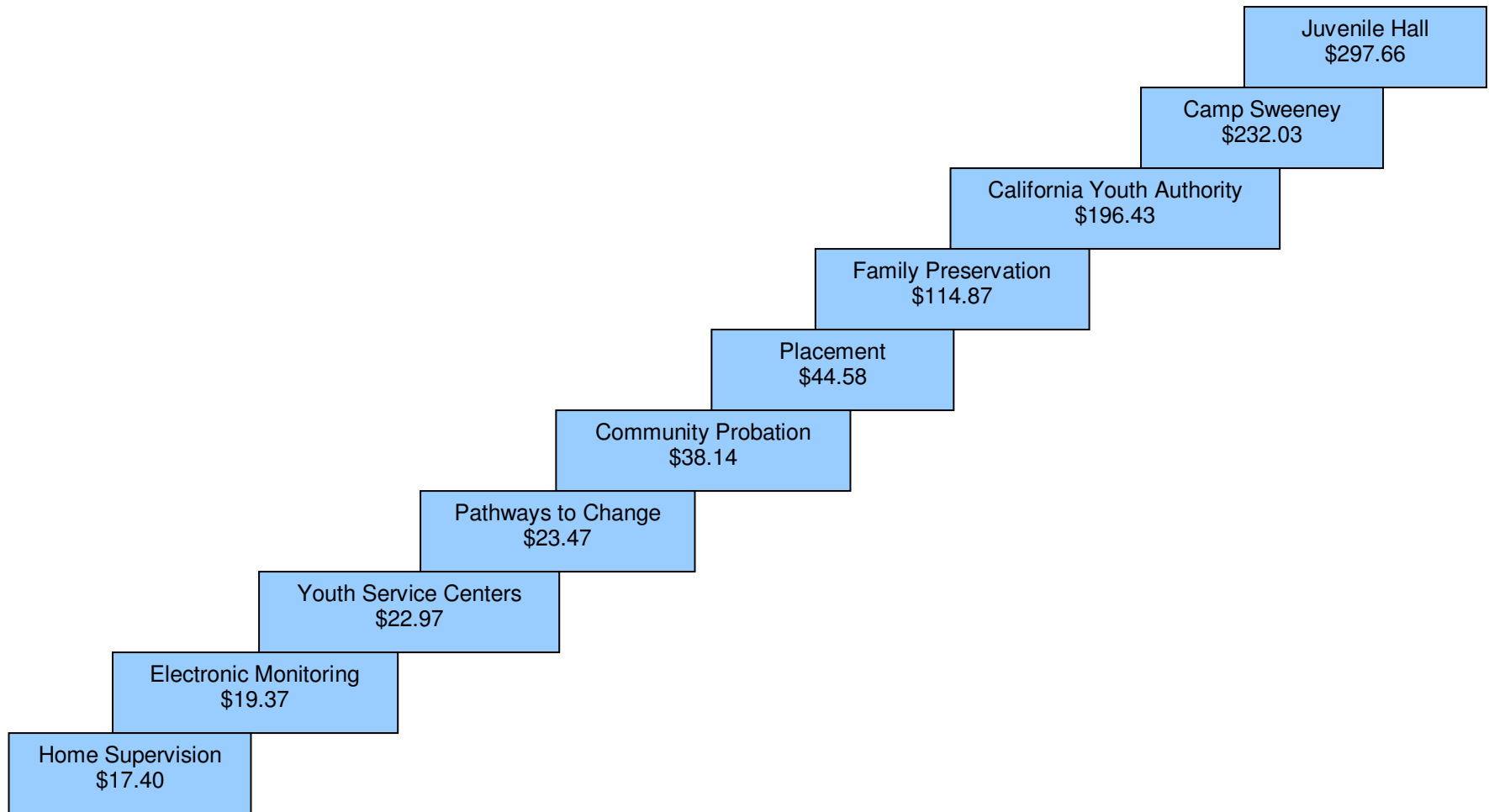
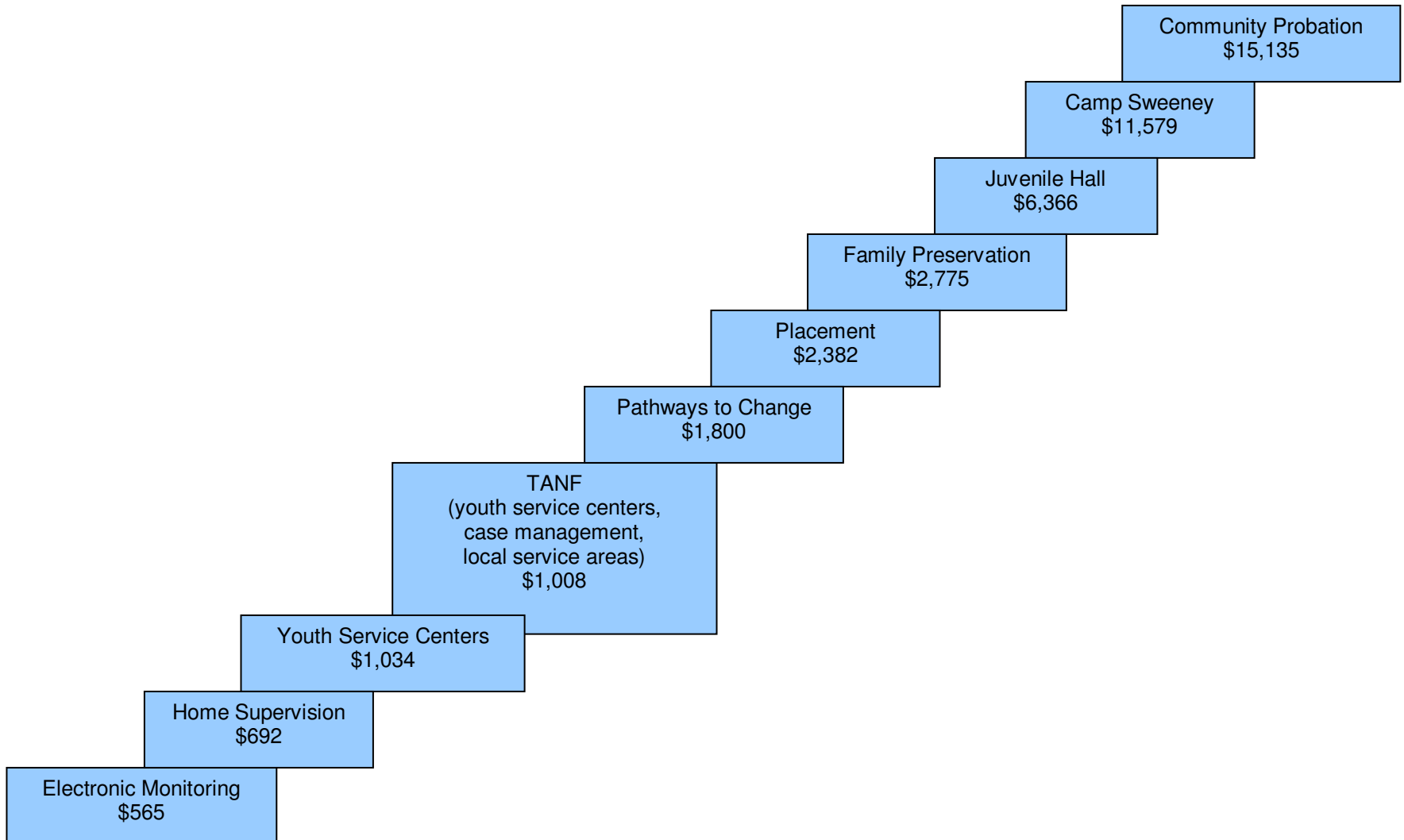




Figure 15.2  
Cost Per Youth Admitted 2003



### 15.2.1.2.3 Successful Outcomes Percentage and Costs

Using reported success rates for each of the programs, the project team calculated the investment costs for those programs reporting a successful completion rate.

Due to lack of consistent successful outcome data, the cost per successful outcome was only calculated for four of the programs in 2003 (Home Supervision, Electronic Monitoring, Camp Wilmont Sweeney, and Community Probation). Success rates were determined for each of these four programs using the best available data. As a result, determination of success rate for each program varies. Data regarding the success of the remaining seven programs were not available.

The success rate for Home Supervision was based on the number of discharges in 2003. The success rate for Electronic Monitoring was based on the number of discharges during September-October 2003. The success rate for Camp Wilmont Sweeney was based on the percent of graduates during July 2002 and June 2003. The success rate for Community Probation was based on the percent of youth who successfully completed the program during April 1, 2001 and April 3, 2004.

The cost for successful outcomes was determined for these four programs using the following methodologies:

- $(2003 \text{ Total Program Costs}) \times (\text{Percentage of Successful Completion}) = \text{the portion of the total costs that went to a successful outcome.}$
- $(\text{Percentage of Successful Completion}) \text{ of } (\$1.00) = \text{the portion of each dollar that the community invests in a successful outcome.}$
- $(\text{Utilization days}) \times (\text{Per day cost of Juvenile Hall minus the per day cost of the program}) = \text{Costs avoided by using a community-based program.}$

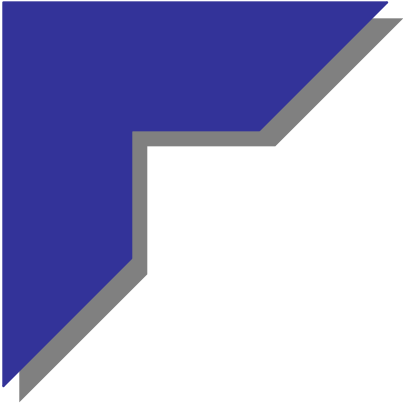
The successful completion rate for each of these four programs was applied to the total annual cost to determine the total dollars spent toward the total of successful youth. For example, for Electronic Monitoring, 81% of the total annual costs of \$388,848 or (\$314,967) of the County's expenditures yielded successful outcomes, or 8 cents out of every dollar was invested in a successful outcome. Further, the County avoided nearly \$5.6 million in County expenditures by using the EM program in lieu of confinement in the Juvenile Hall (20,075 utilization days for EM x \$297.00 per day cost for confinement in the Juvenile Hall minus 20,075 utilization days x \$19.37 per day for EM).

## 15.3 Summary of Findings

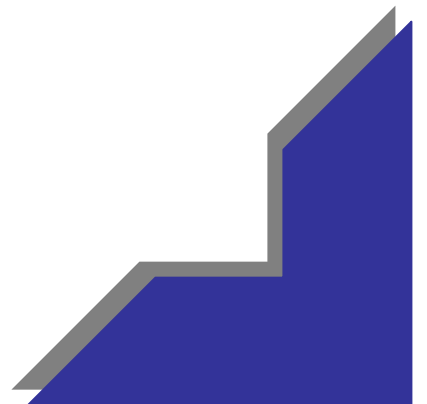
Given the lack of readily available information, the cost analysis could only be performed for FY03. However, the project team believes that the relative results for the 2003 analysis could be used as a guide for future planning

The County is spending the majority of its County General funds for juvenile justice programs on confinement in the Juvenile Hall (69% of the total County General Funds). Further, the Juvenile Hall is also the County's most expensive program on a cost per day basis. Camp Sweeney is the second most costly program on a per day basis. As would be expected, both Juvenile Hall and Camp Sweeney are significantly more costly on a per day basis than Electronic Monitoring, and Home Supervision.

Few programs were able to report successful completion rates thus limiting the successful outcome analysis. The project team recommends that each program track its discharges and the reasons for discharge (successful completion, unsuccessful completion by technical violation, new offense, transferred) on an annual basis. Furthermore, the Probation Department should track the rearrest and reconviction rates of each minor 6, 12 and 18 months following discharge from its programs. These data will allow for a comparison of the success of each program on a yearly basis.



## *16.0 Recommendations*



## **16.0 Recommendations**

### **16.1 Introduction**

The findings of this *Comprehensive Study of the Alameda County Juvenile Justice System* highlight the many strengths of the current juvenile justice system. The study also identified existing gaps and ways in which the system can be strengthened. These are proposed in order to position the juvenile justice system to meet the challenges facing Alameda County's juvenile justice service delivery system.

A key goal in developing these recommendations was to expand service capacities without adding additional staff and additional General Fund revenues. Where recommendations require additional funds, suggestions are made for alternative funding sources.

New policies and practices are presented to expedite the juvenile's case through the juvenile justice process and to shorten the minor's stay in the Juvenile Hall. New policies, practices and programs are suggested based on evidence-based models in California and throughout the nation.

The recommendations are presented in the following manner--beginning with prevention/early intervention and concluding with reentry. This order enables the reader to view the system-wide recommendations -- from the front to the back-end of the juvenile justice system.

#### **16.1.2 Delinquency Prevention, Early Intervention and Diversion**

1. Every child referred to a delinquency prevention program should be screened using a standardized Risk, Needs and Responsivity assessment that identifies the youth's risk for offending and the youth and the family's risk factors, needs and strengths to be addressed during the period of intervention. Youth Level of Service Inventory-YLS/CMI, Global Appraisal of Individual Needs-GAIN, California Institute for Mental Health-Mental Health Screening Tool are examples to consider (see Appendices for descriptions of these assessment instruments). Long-term, these instruments should be validated on Alameda County's youth population. The Needs Assessment should be used to identify risk factors and problem domains in which further evaluation and a complete assessment should be conducted. Based on this assessment, the highest risk youth should receive the highest level of services because they pose the highest risk to the community and because they have the highest probability of becoming a delinquent. This practice should assist community-based organizations and the Probation Department to prioritize their resources.
2. Secondary assessments should be conducted by treatment providers qualified to conduct these assessments on those domains identified at intake as requiring further evaluation (California Institute for Mental Health-Mental Health Screening Tool, Adolescent Anger Rating Scale, State Trait Anger Expression Inventory, Beck's Depression Inventory, Comprehensive Addiction Severity Index for Adolescents (CASI-A) are examples of secondary assessments to consider). Secondary assessments are also conducted to determine if the child is full scope Medi-Cal eligible for services to provide an additional source of funding.
3. Youth Service Centers located in the five locations in Alameda County that have the highest referrals to juvenile intake (e.g. Oakland, North County, South County, Tri-cities and the Valley) should be asked to serve as a Community Assessment, Referral and Diversion Center (CARD Centers) to address the following target populations
  - Minors charged with non-delinquent offenses
  - Minors charged with misdemeanor offenses in lieu of filing a petition
  - Minors charged with minor felony offenses (e.g. fighting at school, graffiti, petty theft, shoplifting, alcohol possession, marijuana possession, public intoxication, battery, vandalism) in lieu of filing a petition
  - Cases closed by Juvenile Intake

4. The goal of this effort would be to reduce the number of referrals to Juvenile Probation Intake, reduce the number of cases to the District Attorney, provide intervention to cases that are high risk of reoffending to reduce the number of youth sent to the Juvenile Hall. The other purpose of this intervention is to increase the protective factors within various communities to prevent juvenile crime. A study conducted by the Alameda County Probation Department in 1998 (latest data available), found that 50.8% of the cases closed at intake were later rearrested, in some cases, for more serious offenses. See Appendices for examples of successful community-based referral services in San Diego, Orange County and San Francisco that resulted in reductions in the number of youth referred to Juvenile Intake and to the Juvenile Hall. This recommendation builds on the success of Youth Service Centers and the Diversion Programs in operation in six police districts in Alameda County.
5. Evidence-based programs should be incorporated into programs implemented within the Delinquency Prevention Network (see Appendices for profiles of Evidence-based Model and Promising Programs).
6. Cognitive behavioral skills training (CBT) should be an integral component of all Delinquency Prevention programs, including but not limited to:
  - Reduction in criminal attitudes, thinking patterns and behavior
  - Violence reduction skills (conflict-resolution)
  - Decision-making skills
  - Problem-solving skills
7. The Probation Department and community-based providers funded by TANF funds should continue to work toward a consensus on common performance measures that define the effectiveness of all delinquency prevention programs and then to develop specific performance measures for each program (YSC, CM and LSA). The same assessment instrument used at intake should also be used at discharge to document measurable change in the youth and their family as a result of the intervention. The project team has proposed *process, immediate and post-discharge performance measures* that could be used as a starting point. (see Chapter 8).
8. A Request for Proposal process should be developed by the Probation Department whereby community based organizations are asked to develop their proposal for using TANF funds. This is customary when there are large sums of money to be distributed to a wide variety of agencies.
9. TANF funding should no longer be the sole source of funding for the Network. The Network should supplement these funds with alternative funding sources such as Title V: Community Prevention Grants Program of the Office of Juvenile Justice and Delinquency Prevention; Office of Justice Programs; Title IV-E; Medi-Cal; Early Periodic Screening, Diagnostic and Testing (EPSDT); and Juvenile Mentoring Program (JUMP), Office of Juvenile Justice and Delinquency Prevention.

### **16.1.3 Case Processing**

1. The Juvenile Court, Juvenile Probation, District Attorney, Public Defender, and law enforcement agencies should reach consensus on a County-wide policy that defines the target population upon which Beat Officers are authorized to grant a Notice to Appear (NTA) in the field, upon which In-Custody Intake Deputy Probation Officers (DPO) at the Juvenile Hall are authorized to grant a NTA and which cases should be brought into custody based on the newly modified Risk Screening Instrument. The goal of this meeting (s) would be to develop general protocols that would guide the use of NTA and the Risk Screening Instrument.
2. The Juvenile Court, Intake DPOs, District Attorney, Public Defender and law enforcement officers should develop together a policy that provides the DPO criteria to use in determining which cases could be closed, counseled and released, referred for community-based services and placed on informal supervision at intake. The Intake staff should clarify with the District Attorney the type of cases to be referred for petitions given the high percentage of cases not petitioned by the DA. The

protocol should also develop strategies that would enable DPOs to meet the 21-day deadline for filing cases with the District Attorney.

3. Intake DPOs should increase their referrals of minors charged with 601 and minor 602 offenses to Assessment, Referral and Diversion Centers (ARDC) in strategic locations throughout the County to enhance early intervention services to youth and families, to expand the use of informal supervision and diversion.
4. A system should be developed (either by mail or telephone) that notifies youth and families of court dates to reduce subsequent failure to appear (FTA's) and the issuance of warrants.
5. The Probation Department should implement a formal supervisory review of the cases of probation violators prior to the DPO initiating a violation hearing to ensure that all options have been exhausted prior to violating the minor.
6. Alameda County should reapply for grant funds to implement a Disproportionate Minority Contact initiative in order to reduce the number of African-American youth from the juvenile justice system.
7. Alameda County should develop an automated information system that permits all components of the Juvenile Court to access case-specific information, to send file information and electronic signatures via e-mail. The current system of transporting files from one office to another is inefficient, costly and it slows down the case handling process.
8. A Juvenile Hall staff member should be assigned to examine the detained population on a weekly basis, identify those cases that can be referred to Electronic Monitoring, and expedite the compilation of case information for detained minors. This case expediter would track detained cases through the juvenile case handling process, identify youth in detention who could be stepped down to an alternative to detention, and monitor minors awaiting placement thus reducing the length of stay at the Juvenile Hall.

Two examples of jurisdictions that have dramatically reduced their detention population through case processing are Sacramento, California and Cook County, Illinois.

Sacramento, CA created a Detention Early Resolution (DER) program to speed up the disposition of routine delinquency cases for juveniles assigned to the Detention Center and to an alternative to detention program. Five new procedures were implemented:

- Full discovery made at the outset of the case.
- A short form probation report is prepared within four days to guide decision-making.
- "Best plea bargain offers" are made immediately at the District Attorney's Office.
- A special case tracking system to assure coordination.
- Case conferencing prior to court appearances.

An Expediter was hired to track the cases and 75% of the detained cases are processed through the DER program. As a result of these reforms, the time from first court appearance to disposition has been reduced from 24 to 5 days and the detention population was reduced by 20%.

Cook County, IL implemented four new procedures to expedite cases through the system.

- Court notification program was implemented to remind defendants of pending court appearances to reduce the failure to appear warrants.
- Arraignment call was established which shortened the time between the issuance of the summons and the actual court appearance.
- Placement calendar was created to shorten the time for cases awaiting placement in residential facilities.
- Presumption against continuances

These procedures have resulted in reduced failures to appear, a reduction of the time between the issuance of the summons and actual court appearance from eight to two weeks, reduced continuances, and expedited placements.

In addition to these reforms, Cook County implemented a series of alternatives to detention such as evening reporting centers in various neighborhoods, outreach supervision, shelter care, home confinement/electronic monitoring, community service work program and a detention step-down program. These combined reforms have resulted in a 38% drop in the number of youth detained in the Cook County Temporary Detention Center from 1996-1999 (See Appendices for a summary of Cook County's Continuum of Detention Alternatives).

#### **16.1.4 Alternatives to Juvenile Hall**

1. The Juvenile Hall staff should evaluate minors upon admission to the Juvenile Hall for Home Supervision and Electronic Monitoring. Formal criteria should be established for Home Supervision like there is for Electronic Monitoring. Instead of waiting for the second court date (2-3 weeks of confinement) to be evaluated for Electronic Monitoring, a minor should be evaluated for Electronic Monitoring as well as other alternatives and information verified within 72 hours after admission to the Juvenile Hall. The Juvenile Court, Probation Department and the District Attorney are recommended to develop a protocol fully maximize this option.
2. Differential levels of supervision should be developed for Home Supervision and Electronic Monitoring to ensure that the highest risk minor receives the greatest intensity of supervision and services and the lowest risk minors receive fewer services. Given scarce staff resources, it will be important to develop differential levels of supervision.
3. A standard Risk and Needs Assessment instrument should be used for both the HS and the EM programs to ensure that the appropriate level intervention is provided.
4. A further evaluation should be conducted by the Probation Department, Juvenile Court, District Attorney and Public Defender to determine the number of minors who could be diverted to alternatives to detention in lieu of Juvenile Hall using the findings of this study as a starting point. This study found that 23% of the pre-adjudicated youth and 31% of the post-adjudicated minors could be considered for alternatives to detention.

**Table 16.1**  
**Alameda County, California**  
**Minors in Custody**

Legal Status	Average Daily Population in Juvenile Hall in 2003	Youth Considered for Alternatives	Percentage Meeting Criteria
Pre-adjudicated	188	43*	22.9%
Post-adjudicated	55	17**	30.9%
Total	243	60	25.0%***

\*Alternatives to detention.

\*\*Alternatives to placement.

\*\*\*60 youth considered for alternatives/243 ADP in Juvenile Hall in 2003.

5. The minors detained in the B2 Unit of the Juvenile Hall are recommended for evaluation for and placement in a specialized Mental Health Wraparound Caseload in lieu of detention. A mechanism should be implemented to evaluate mentally ill youth upon admission to the Juvenile Hall to determine who might be eligible. Written criteria should be created with input from the Center for Behavioral Health Care Services, the Probation Department, District Attorney, Public Defender and the Juvenile Court Judge. The California Institute for Mental Health-Mental Health Screening Tool should be used to screen youth upon intake. Secondary assessments should be conducted later by Center for Behavioral Health Care Services on those domains identified at intake as requiring further evaluation (Global Assessment of Functioning (GAF), Adolescent Anger Rating Scale, State Trait Anger Expression Inventory, Beck's Depression Inventory, Comprehensive Addiction Severity Index for Adolescents (CASI-A) are examples of secondary assessments to consider). This caseload could be funded through a Blended Funding arrangement in which the Probation Department would have the case management funded by Medi-Cal funding through the Health Care Services Agency<sup>30</sup>, by Systems of Care, Medi-Cal, EPSDT, Title IV-E, and the Juvenile Justice Crime Prevention Act.
  - A Memorandum of Understanding (MOU) should be established between the Juvenile Court, Probation Department, Health Care Services Agency and mental health treatment providers to provide these mental health wraparound services to these youth in their home while their case is being processed through the system. This is consistent with the Systems of Care initiative. Wraparound Milwaukee is an example of an evidence-based program that has reduced the out of home placement for non-violent mentally ill youth (see Appendices for description).
6. A Day/Evening Reporting Center is recommended for non-violent pre-adjudicated minors and a portion of the minors held in the Juvenile Hall waiting placement provided they have a suitable home. Youth requiring short-term shelter should be referred to Malabar House or to another shelter while waiting for a community placement in lieu of the Juvenile Hall. Youth with community placement orders have already been determined by the Juvenile Court to be suitable for community-based programming and do not require confinement in a maximum-security bed. These programs should be geographically placed in three sites--at the Probation Offices in Oakland, Hayward and Fremont. Depending on the needs of the youth, there may or may not be school on site. Youth attending school should report to the DRC after school until 9:00 p.m. Youth who have been suspended, expelled or dropped out of school should attend from 9:00 a.m. until at least 5:30 p.m. Services should include education, tutoring, cognitive behavior change groups (CBT), substance abuse treatment, mental health counseling, family counseling and recreation. Participants would receive 1-2 meals depending on the length of their program.

<sup>30</sup> Edelman, Susan. (1998). *Developing Blended Funding Programs for Children's Mental Health Care Systems: A Manual of Financial Strategies*. Cathie Wright Center for Technical Assistance to Children's Systems of Care.



- An example of this type of program is in Chicago, IL. Six Evening Reporting Centers are located in high-crime neighborhoods and are designed to provide the court an alternative to secure detention. The target population is technical and minor offense probation violators, waiting for their violation hearings, who were previously detained in the Juvenile Detention Center. The program operates from 4:00 p.m.-9:00 p.m. and lasts up to 21 days. Youth are involved in educational activities, recreational programs and life skills training. Youth are transported to the center each evening, have a meal and participate in programming until 9:00 p.m. Probation Officers supervise the youth, conduct unannounced visits at the home and visit with the family at least weekly. The outcomes of the program indicate that 90% of the youth make their court hearings and remain arrest-free while in the program. An evaluation of the program found that 60% of the youth who participate would have been detained in secure detention if the program were not in operation. Sacramento, Orange County and Riverside County operate programs. These and other examples of evidenced-based programs are included in the Appendices.
  - An MOU with the Oakland Unified School District Community Day School could be established to refer non-violent youth who have been expelled from the Oakland schools to this CDS as an alternative to detention. This CDS has a capacity of 135 slots and it currently has 52 youth involved (October 14, 2004).
  - An MOU could be established with Pathways to Change for them to provide intensive, in-home case management services to youth involved in the DRC. This would provide an expanded target population for Pathways to Change and increase their client base.
  - An MOU could be established with the Alameda County Office of Education to work with the SB1095 agency partners to formally include these target populations in their programs.
  - These reporting centers could be funded through a variety of sources including, the Probation Department, Juvenile Justice Crime Prevention Act (JJCPA), 21<sup>st</sup> Century Community Learning Centers and the Independent Living Centers of the U.S. Department of Education; Blended Funding arrangements; Comprehensive Community Mental Health Services for Children with Serious Emotional Disturbances, Child Mental Health Service Initiative Project Grants, Child Adolescent and Family Branch, Division of Knowledge Development and Systems Change, Center for Mental Health Services; Center for Substance Abuse Treatment, Department of Health and Human Services, Demonstration Cooperative Agreement for Development and Implementation of Criminal Justice Treatment Networks Project Grants: Division of Practice and Systems Development, Center for Substance Abuse Treatment, Department of Health and Human Services, Title IV-E, Early Periodic Screening, Diagnostic and Testing (EPSDT) providers, SB1095 providers.
  - Minors in these day programs who require short-term housing while they wait for their placement facility to open up should be considered for Malabar House or for another shelter. Shelter beds are comparable to the group home the child is going to in lieu of a maximum-security bed.
7. To ensure on-going effectiveness and feedback to staff, performance measures for each alternative to probation should be formalized, monitored through an automated database and reported on monthly and quarterly. Chief Don Blevins has already begun the process of developing performance measures for each division. This information will enable the Probation Department to routinely evaluate on-going effectiveness.
8. A pre and a post-test should be conducted on every child involved in an alternative to detention to measure attitude and positive behavioral change.

### 16.1.5 Juvenile Hall

1. To supplement the Department's Risk Assessment currently under development, the current internally-developed Needs Assessment instrument should be replaced with a standardized Needs Assessment instrument (GAIN, MAYSI, POSIT are examples to consider-see Appendices). This Needs Assessment should be used to identify problem domains in which further evaluation and complete assessment should be conducted. An assessment to determine if the child is full scope Medi-Cal should be conducted by the DPO. The assessment is recommended to be used in the following ways:
  - Development of an objective classification system that helps intake staff determine objectively to which housing unit the minor should be assigned.
  - Identification of needs that need further evaluation.
  - Specific counseling and pre-treatment groups to be developed within the Juvenile Hall.
  - Development of a Service and a Reentry Plan.
2. Secondary assessments using standardized instruments are recommended on those domains identified at intake as requiring further evaluation (California Institute for Mental Health-Mental Health Screening Tool, Adolescent Anger Rating Scale, State Trait Anger Expression Inventory, Beck's Depression Inventory, Comprehensive Addiction Severity Index for Adolescents (CASI-A) are examples of secondary assessments to consider).
3. Prior to discharge, each minor should have a written Educational Plan that includes pre-vocational goals for the older minor, a Health Care Plan that includes a Mental Health Treatment Plan and a Substance Abuse Treatment Plan that guides the next stage of intervention upon release.
4. A core substance abuse program should contain but not be limited to the following components: a more detailed intake screening instrument; secondary assessments where indicated by the intake screening, a written intervention plan, a written reentry plan, substance abuse education, substance abuse pre-treatment groups to prepare youth for treatment upon release and individual sessions as needed. Substance abuse counseling groups should be expanded to other housing units within the Juvenile Hall.
5. A core mental health services program should include but not be limited to the following components: a more detailed intake screening instrument approved by the Center for Behavioral Health Care Services and the Juvenile Hall intake staff, a secondary assessment where indicated by the intake screening, a written intervention plan, a written reentry plan, cognitive behavioral groups and individual sessions as needed. Mental health care individual and group counseling should be expanded in the Juvenile Hall to those assessed as needing these services.
6. A core program of cognitive behavioral change group sessions should be developed for and provided to all minors detained giving higher priority to changing minors' criminal attitudes, thinking patterns and behaviors. Core elements for this would include but not be limited to the following components: violence reduction, anger management, victim awareness, pro-social values, attitudes and thinking patterns, decision-making and problem solving skills). This Core Program is detailed in California Board of Corrections Standards (Title 15: Section 1370), in American Correctional Standards for Juvenile Detention Centers and the policies of the National Juvenile Detention Association. The specific areas to be addressed in the Core Program should be based on the results of the Needs Assessment. See Appendices for Cognitive Behavioral Training Resources to consider.
7. After the core program is developed, one staff member should be designated to recruit mentors, student interns and Foster Grandparents to provide services to more housing units. Local businesses should be recruited to give presentations to minors at the JH and Camp Sweeney to expose minors to multi-cultural employers who operate successful businesses. Foster Grandparents can be funded through the National Senior Service Corps, Foster Grandparent Program, Corporation for National

and Community Service and Mentors can be funded through the Juvenile Mentoring Program of the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs.

8. To enhance the skills of Juvenile Counselors, to expand the number of programs at the Juvenile Hall, and to reduce downtime in the facility after school, Juvenile Counselors should be trained to co-facilitate with outside contractors or facilitate cognitive behavioral change programs (Juvenile Counselors at juvenile facilities in Texas and in Cook County, IL Juvenile Detention Center are examples of jurisdictions that include these tasks in their job classification for Juvenile Counselors). This proposal should be discussed with and approved by the Juvenile Counselor Union.
9. The James King Fund, Temporary Assistance for Needy Families and Medi-Cal are potential funding sources to compensate staff and to purchase training programs and materials for youth confined in the Juvenile Hall. As is done in other jurisdictions throughout California, TANF funding should be explored for the Juvenile Hall to conduct mental health assessments, mental health treatment, substance abuse assessments, education and pre-treatment groups, and cognitive behavioral change programs to youth confined in the Juvenile Hall.
10. Prior to discharge, every child should have a Reentry Plan and staff should be given appropriate time to prepare the Reentry portfolio so that every child who is discharged has a plan. The Probation Department and the Juvenile Court should work together on developing a coordinated reentry protocol.
11. An automated information system should be created so that Juvenile Hall staff, teachers, health and mental health staff can transfer needed information electronically about the child in detention.

#### **16.1.6 Juvenile Hall Education**

1. Prior to discharge, a post-test should be conducted on all minors to measure gain in academic achievement while at the Juvenile Hall.
2. The career interests and employability of older minors who are likely to enter the workplace upon release should be evaluated while in detention using standardized assessment instruments (PLATO, Career Interest Inventory are examples to consider). See Appendices for examples of career interest inventory assessment instruments.
3. Prior to discharge, each minor should have a written Individual Learning Plan with specific reentry educational and employment goals (for the older minor) to guide them upon release.
4. Students should be exposed to the work-place literacy skills curriculum identified in the Secretary's Commission of Achieving Necessary Skills (SCANS)<sup>31</sup>. The project team believes this skills-based program would augment the Community Based Literacy program. SCANS is recommended by juvenile correctional educators associated with the Workforce Investment Act and the Correctional Educational Association for students who may not return to school but who will enter the workplace. The SCANS focuses on pre-vocational preparation. It is based on a Three-part Foundation of 1) basic skills, 2) thinking skills and 3) personal qualities. Within this framework, it specifically teaches five workplace competencies that will be expected of persons entering the workforce including:
  - Ability to maximize existing resources to one's benefit
  - Ability to work well with others and control one's anger in the workplace
  - Ability to acquire and evaluate data to present one's ideas
  - Ability to understand social organizations and how they work
  - Ability to identify and apply technology (See Appendix for further information).

<sup>31</sup> What Work Requires of Schools: A SCANS Report for America 2000, from the Secretary's Commission on Achieving Necessary Skills (SCANS). U.S. Department of Labor, June 1991.

5. A job readiness skills training program should be provided for older minors to expose them to various trades and careers, to generate interest in the workplace, to prepare oneself for a job, to write winning resumes, and more importantly, to acquire the social, communication and emotional skills to retain a job. Buena Vista has someone who is a certified Vocational Educational Specialist who has experience in developing and teaching pre-vocational skills training. This same teacher has received training in the Magellan Curriculum, a self-directed, work-related assessment software program of the VALPAR Corporation. This program is a standardized program that is consistent with the U.S. Department of Labor criterion-referenced factors and grade-level scores for employability. Another program that may be considered is PLATO. A job readiness program can be funded by the Workforce Investment Act.
6. A program of GED preparation and testing should be provided at the Juvenile Hall.
7. A formal ESL program should be established to educate the non-English speaking student.
8. An after-school program that includes homework and tutoring should be established in the daily curriculum and Juvenile Counselors and volunteers should assist youth with their homework. The project team believes that not requiring youth to complete homework sends a negative message to students. Students receive homework in their community school and they should be expected to complete homework while within the Juvenile Hall. Since The Beat Within has been successful in incorporating writing activities, the project team believes homework could be successfully monitored by Juvenile Hall staff as well. Interviews with Juvenile Hall staff indicated some interest in piloting this activity in the evening.
9. A School Based Health Center (SBHC) for minors confined in the Juvenile Hall and Camp Sweeney is recommended. Currently, there are 11 School Based Health Centers located in five school districts but none currently serving Juvenile Court Schools or those youth on probation. The target population for the SBHC is youth engaged in high risk sexual and health behaviors, which makes students attending the Juvenile Court Schools eligible. The overall mission of the SBHC is early screening, intervention and health education to teach vulnerable populations who do not have regular access to health care, how to avoid unwanted pregnancies and unhealthy behaviors that could lead to serious health consequences, such as sexually transmitted diseases. Juvenile Court School students are the highest risk for unwanted pregnancies and disease, they clearly meet the criteria of the SBHC and these minors should have access to the same services as non-court-involved youth. Services provided by these Centers include medical, mental health and health education services such as:
  - Health education
  - Counseling, psychological and social services (8-32 hours each week)
  - Physical education
  - Health services
  - Nutrition services
  - Parent/community involvement
  - Health promotion for staff
10. The Local Service Area Programs located in schools and these School Based Health Centers should examine the services provided by each of these programs in these schools and develop a coordinated plan to ensure that these two programs complement one another rather than duplicate services.

### **16.1.7 Camp Wilmont Sweeney**

1. The Camp's mission, overall goals and program should be modified to provide the Juvenile Court an intermediate sanction for probation violators, for minors not suitable for group home placement and for minors who do not need to be committed to the California Youth Authority. In this model, minors would receive all services at the Camp and not be permitted to go home for furlough until the last few

weeks prior to release. The length of time spent at the Camp is recommended to be “competency-driven” based on youth’s achieving specific program goals. This may mean that the minor is at the Camp longer in order to accomplish all treatment goals and positive behavioral change. Attitude and behavioral change should be measured by a pre test at admission and a post test at discharge using a standardized assessment instrument.

2. The specific type of program for each youth should be based on the assessment of risk and needs and the development of a case plan. See Appendices for examples of the Camp Programs in other California jurisdictions. A Core Program should be developed for youth participating in the Camp. Suggestions include but are not limited to:
  - Vocational program based on skills needed in demand in the area
  - Job readiness skills
  - Presentations by local employers and mock interviews
  - Substance abuse education and treatment groups for chronic alcohol, drug and nicotine users
  - Individual and group counseling
  - Family relationships group
  - Trauma and grief group
  - Cognitive behavioral change groups (criminal thinking errors, violence reduction, conflict resolution, decision-making, problem-solving)
  - Family engagement (parenting skills and parent-child counseling groups)
  - Parenting skills for the young men who are fathers
  - Reentry planning that begins at intake
  - Independent Living Skills Plan for youth 17-18 years of age who will live on their own
  - Written Reentry Plan
  - Restorative justice elements such as victim restitution, victim empathy training, victim awareness and community service
  - Educational transition for youth being released from the Camp (only youth who remain in the Camp for 90 days are eligible for the Transitional High Risk Program (SB1095))
3. Develop a formal Reentry Aftercare program for minors discharged from the Camp. Examples of core components include but are not limited to:
  - Relapse prevention groups at the Camp for once a week for six months
  - Individual sessions as needed
  - Volunteer mentors and Foster Grandparents: Foster Grandparents can be funded through the National Senior Service Corps, Foster Grandparent Program, Corporation for National and Community Service and Mentors can be funded through the Juvenile Mentoring Program of the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs.
  - Facilitate the older youth into the Independent Living Skills Program
  - Develop an MOU with Thunder Road’s group home to step-down eligible youth from Camp Sweeney to residential substance abuse treatment.
  - YouthBuild is recommended as a step-down program for youth who have earned their release from Camp Sweeney, This project works in conjunction with the Department of Housing and Urban Development and a local building contractor. The target population for this vocational education program is an older youth. The program provides an integrated

program of education, pre-employment job training, leadership development, construction skills training, hands-on construction experience, life skills training, entrepreneurial skills training and social support services. The hands-on construction experience should be provided through a partnership between a local building contractor and the YouthBuild program. This experiential training results in youth having real experience in building and selling affordable homes to low and moderate-income families. National data reported by YouthBuild USA indicates that 60.8% of the youth successfully complete and 85.2% are placed in jobs or school at the end of the program. This program is funded by YouthBuild USA.

4. Performance measures should be developed to evaluate the successful completion of programs while at the Camp, the achievement of treatment goals and the number of major and minor incidents at the Camp. An automated database should be implemented to track the performance of program goals and the minor should be tracked 6, 12 and 18 months following discharge from the Camp to measure rearrests and readjudications.
5. Residential treatment within the County for girls should be developed within the County either through designating a portion of the Camp, using some part of the future Juvenile Hall or through contracts with treatment providers. An internal study is recommended to determine the number of girls who would be eligible for a secure residential program.
6. The Workforce Investment Act should be explored to fund vocational training, job readiness and job retention training. TANF and EPSDT should be explored to fund assessments and expanded counseling and MOU should be discussed with Alameda County Office of Education to provide psycho-educational groups at the Camp.

#### **16.1.8 Camp Sweeney Educational Program**

1. Every child who arrives at the Camp should have an educational assessment and an Educational Plan with specific educational goals developed while they were at the Juvenile Hall. The Camp DPO should assist in obtaining the Individual Education Plans from local school districts. It is not acceptable for teachers to wait 3-5 months to know students' needs and background.
2. The career interests and employability of older minors who are likely to enter the workplace upon release should be evaluated while at the Camp using standardized assessment instruments (PLATO, Career Interest Inventory are examples to consider).
3. A job readiness skills training program should be provided for older minors to expose them to various trades and careers, to generate interest in the workplace, to teach them the skills to locate employment, to prepare oneself for a job, to write winning resumes, and more importantly, to acquire the social, communication and emotional skills to retain a job. Buena Vista has someone who is a certified Vocational Educational Specialist who has experience in developing and teaching pre-vocational skills training. This same teacher has received training in the Magellan Curriculum, a self-directed, work-related assessment software program of the VALPAR Corporation. This program is a standardized program that is consistent with the U.S. Department of Labor criterion-referenced factors and grade-level scores for employability. Another program that may be considered is PLATO. Career assessment, job readiness and job retention programming can be funded by the Workforce Investment Act.
4. The Camp administration and educational staff should ensure that the teachers have input into the Reentry Plan for each Camp student. The Reentry DPO should assist in the transition from the Camp Sweeney School and the child's next school by ensuring that school records are transferred within 72 hours upon discharge.
5. An automated information system should be created so that Camp staff, teachers, health and mental health staff can share needed information electronically about the child in the Camp. This information

system should also contain program information so that the Camp can report on successful completion rates quarterly.

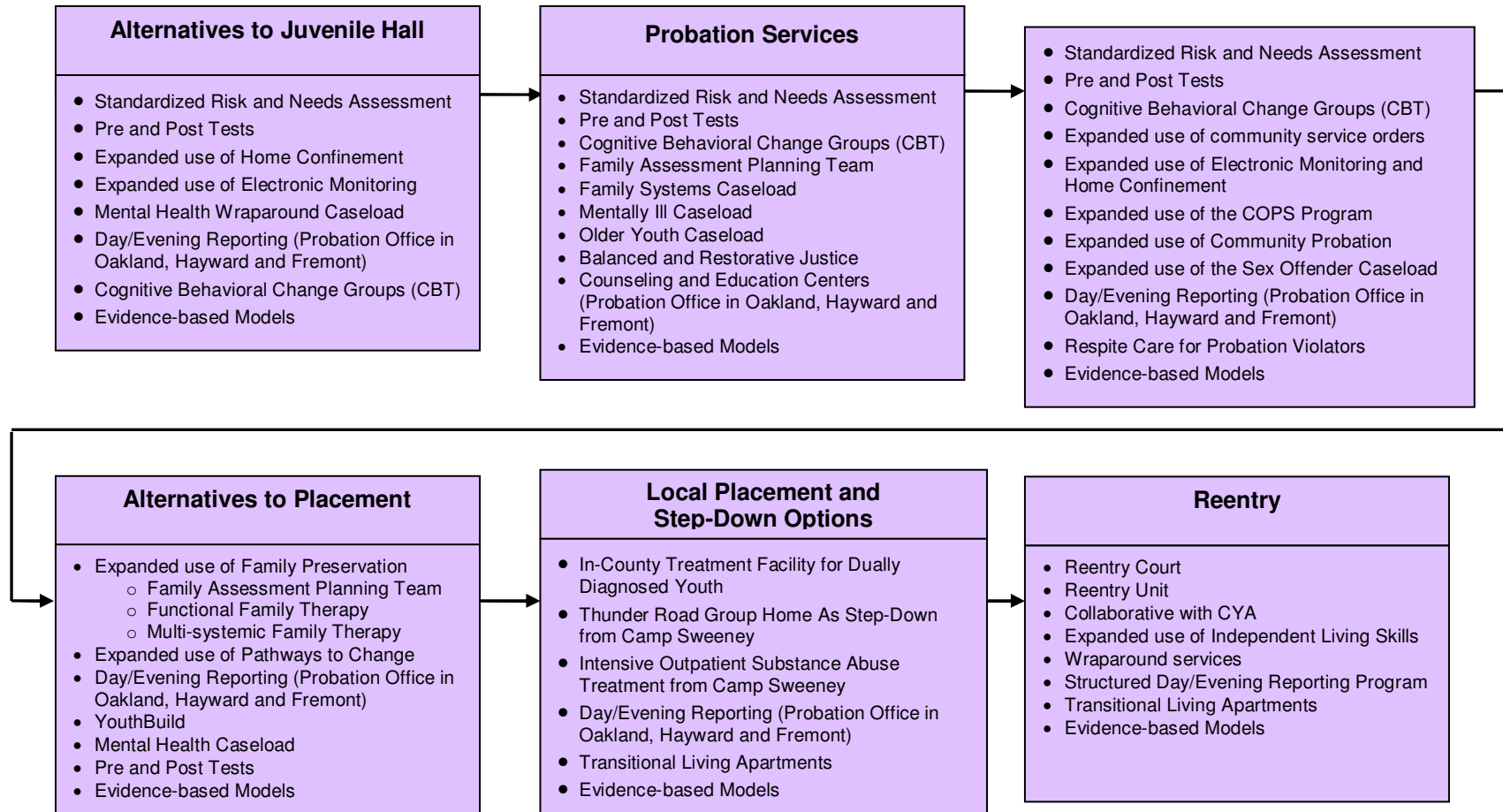
### **16.1.9 Probation Services**

1. The Probation Department should conduct a Risk, Needs and Responsivity assessment at intake using an objective and standardized assessment instrument designed to assess the youth's risk for reoffending and needs to be addressed in the Case Plan. The information and scores from this assessment should be summarized in the PSI for the Juvenile Court to consider at the dispositional hearing. The Youth Level of Service Inventory-YLS/CMI, Youth Assessment Screening Instrument (YASI) and the Global Appraisal of Individual Needs-GAIN are examples to consider. These instruments have been validated on males, females, whites and non-whites. Eventually, these assessments should be validated on the youth population within Alameda County. The results of this instrument should be used for five overall purposes:
  - Information and scores should be used to develop a Case Plan for each youth.
  - Information from the assessment should be incorporated into the report to the Juvenile Court at the Dispositional Hearing so the Judge has information from various sources upon which to make a decision.
  - Findings from the assessment should determine the level of supervision required.
  - At discharge from probation, the instrument should be used to measure reduction in risk and need and to measure change in criminal attitudes, thinking patterns and behavior.
  - Based on this initial assessment, a case classification system should be established to determine the needed supervision level. The highest risk youth should be assigned to an intensive caseload whereby they receive the highest level of services because they have the highest probability of reoffending if intensive services are not provided. The lowest risk offender should be placed on a caseload that provides minimal services. Medi-Cal eligible for services. Early Periodic Screening Diagnostic and Testing is a potential funding source for assessments.
2. When problem areas are identified during the investigation stage that need further evaluation, the DPO should refer these youth to qualified treatment providers for secondary assessments (Global Assessment of Functioning (GAF), Adolescent Anger Rating Scale, State Trait Anger Expression Inventory, Beck's Depression Inventory, Comprehensive Addiction Severity Index for Adolescents (CASI-A) are examples of secondary assessments to consider).
3. The Probation Department should establish Counseling and Education Centers for youth on Informal Supervision and for those closed by the DPO at Juvenile Intake. Section 654 c of the Welfare & Institutions Code authorizes the probation department to maintain and operate "Counseling and Educational Centers" or to contract with private or public agencies to provide services in lieu of filing a petition to declare a minor a dependent child of the court. This recommendation could be in collaboration with the Community Assessment Referral Diversion Centers (CARD Centers). The level and type of services provided to youth on Informal Supervision should be driven by the assessment and the highest risk youth should receive the highest level of services and the fewest level of services should be provided to the lowest risk. The case of the lowest risk offender should be either closed or placed on a caseload that receives minimal services.
4. A Graduated System of Intermediate Sanctions and Services is recommended to reduce the number of probation violators confined in the Juvenile Hall, Camp Sweeney and sent to placement. Examples include:
  - Expanded use of community service orders: Findings indicate that this sanction is underutilized. Agencies receiving the service would provide on-site supervision. It is our understanding that the Weekend Academy Program has been reinstated.
  - Expanded use of Electronic Monitoring and Home Confinement.
  - Expanded use of the COPS program: Incorporate additional cognitive behavioral skills training and increase the length of these group sessions. See Appendices for examples of Cognitive Behavioral Training Resources. This at no cost to the Probation Department.

- Structured Day/Evening Reporting adjacent to the Probation offices in Oakland, Hayward and Fremont. The target population for this program is youth who score moderate risk on the Risk and Needs Assessment and who can live in their own home or in a foster home. Those youth attending school should report to the DRC after school until 9:00 p.m. Youth who have been suspended, expelled or dropped out of school should attend from 9:00 a.m. until at least 5:30 p.m. Services would include education, tutoring, cognitive behavior change groups (CBT), substance abuse treatment, mental health counseling, family counseling and recreation and will include either 1-2 meals depending on the length of youth's program. While the minor is participating, it is recommended that a structured parenting and family counseling program be conducted for parents of these youth. See Appendices for examples of Day Reporting Programs in Sacramento, San Diego, Orange and , Riverside Counties and in other states.
  - These day/evening reporting centers could be funded through a variety of sources including, the Juvenile Justice Crime Prevention Act (JJCPA), the Substance Abuse Treatment Network of the Office of Program Support, Substance Abuse and Mental Health Services Administration, Public Health Service, Department of Health and Human Services, Title IV-E, Medi-Cal, Early Periodic Screening, Testing and Diagnostic and ACOE.
  - Expanded use of Community Probation for moderate to high-risk probationers.
  - Expanded use of the Sex Offender Caseload provided by the Center for Behavioral Health Care Services.
  - The Probation Department should create a Family Systems Caseload consisting of adults and juveniles who are on Probation Supervision at the same time with the Alameda County Probation Department. Evidence-based family therapy models (see Chapter 16 Appendices) should be considered. A Memorandum of Agreement between the Probation Department and the Health Care Services Agency could be established whereby the therapist and the Case Manager could be funded under the Systems of Care Program.
  - The Probation Department should establish a specialized caseload for the Mentally Ill Offender (MIO Caseload) on probation and enter into MOUs with Health Care Services Agency and EPSTD providers to provide mental health services to youth and their families. Similar successful approach is in operation in Santa Barbara, CA and Wraparound Milwaukee. (See *Perspectives, Summer 2004. American Probation and Parole Association, re mental health service delivery systems for juvenile probation*).
  - The Program Department should establish a specialized caseload for the Older Youth to assist them in their emancipation to adulthood. The Independent Living Skills Program should be maximized for these youth.
  - The Probation Department should create a Respite Care facility for probation violators who require short-term separation from their parents (1-2 days) in lieu of using the Juvenile Hall. Discussions should be initiated with Malabar House and other shelter facilities.
5. The following diagram summarizes the project team's recommendations for community based polices, practices and programs for court-involved minors. It includes recommendations for making greater use of existing partnerships between the Probation Department, Health Care Services Agency, Behavioral Health Care Services, Social Services Agency, Office of Education, Workforce Investment, Pathways to Change; expanding existing programs; and developing new policies, practices and programs to enhance Alameda County's Juvenile Justice Continuum.



**Figure 1.1**  
**Summary of Recommendations**  
**Proposed Alternatives to Detention, Placement and CYA Commitment for Court-Involved Minors**



A variety of funding arrangements and funding sources can be explored to fund these recommendations including:

- Blended Funding arrangements in which the Probation Department could have case management services, family therapy and behavioral health (CBT) funded by Medi-Cal funding through the Health Care Services Agency, Title IV-E, Family Preservation and Support Services, Administration for Children and Families through the Social Services Agency or with Alcohol and Other Drug Providers through Early Periodic Screening, Testing and Diagnostic (EPSDT) funding
  - Memorandum of Understanding with Pathways to Change, ACOE, Independent Living Skills Program, or Behavioral Health Care Services
  - Juvenile Justice Crime Prevention Act (JJCPA)
  - Comprehensive Community Mental Health Services for Children with Serious Emotional Disturbances, Child Mental Health Service Initiative Project Grants Child Adolescent and Family Branch, Division of Knowledge Development and Systems Change, Center for Mental Health Services
  - *Substance abuse assessment and treatment*, Center for Substance Abuse Treatment, Department of Health and Human Services, Demonstration Cooperative Agreement for Development and Implementation of Criminal Justice Treatment Networks Project Grants: Division of Practice and Systems Development, Center for Substance Abuse Treatment, Department of Health and Human Services, the Substance Abuse Treatment Network of the Office of Program Support, Substance Abuse and Mental Health Services Administration, Public Health Service, Department of Health and Human Services
  - *Juvenile Mentoring Program (JUMP)*, Office of Juvenile Justice and Delinquency Prevention.
  - *Mentoring Children of Prisoners* of Section 439 of the Social Security Act.
  - *Transitional Living Program* of the Family and Youth Services Bureau (FYSB), Administration for Children and Families, Department of Health and Human Services.
  - *Shelter Plus Care (S + C)* program of the U.S. Department of Housing and Urban Development, Office of Community Planning and Development Department of Housing and Urban Development for *Transitional Living*.
  - *21<sup>st</sup> Century Community Learning Centers* of the U.S. Department of Education.
  - *Independent Living Centers* of Title VII of the Rehabilitative Act.
6. A core curriculum of CBT groups based on youth's assessed needs in Alameda County should be developed and provided, either through contracts with community-based providers or in conjunction with the Probation Department to reduce criminal attitudes, thinking patterns and behavior and to increase skills of youth on probation and intermediate sanctions programs. Recommendations include but are not limited to:
- Conflict Resolution/ Violence Reduction
  - Anger Management
  - Decision-Making
  - Healthy Relationships
  - Social and Communication Skills
7. The Probation Department should incorporate the principles of *Balanced and Restorative Justice*<sup>32</sup> into their mission statement and in practice. The Administrative Office of the Courts and California State Association of Counties, *Probation Services Task Force Final Report*, (2003), *Balanced and Restorative Justice* serves as a framework for balancing the needs of the offender, family, victim and community. The *community justice approach* promotes "offender accountability, victim restoration, competency development and community collaboration."
8. Community Probation is an evidenced based program in Alameda County. It demonstrates the value of wraparound case management with partnerships with local agencies. This program should be more fully maximized and expanded.

<sup>32</sup> American Probation and Parole Association. (1998). *Community Justice Concepts and Strategies*.

9. Since placement facilities for dual diagnosed youth are not available in the County and are difficult to locate out of County, the Juvenile Court, Probation, treatment providers and the County should establish a residential treatment facility for youth who are both mentally ill and substance abusers, and both mentally ill and a sex offender. The John George Psychiatric Pavilion could be considered for this program.
10. The Probation Department is in the process of developing performance measures for each of its divisions. We support this effort. Additionally, youth should be assessed at midpoint and at discharge to probation to measure positive behavioral change. Probationers should be tracked 6, 12 and 18 months following discharge similar to what is done in Community Probation.
11. The Probation Department should enhance the skills of and career development paths for DPO by training them in group facilitation skills and in CBT training programs. Table 15.2 illustrates that the Probation Department can expand its staffing capacity to provide individual, CBT groups and administrative duties without adding additional staff. These calculations were based on the following planning assumptions:
  - Based on a standardized Risk and Needs Assessment, juveniles will be placed on either low, moderate or high level supervision.
  - Low level supervision includes: One face-to-face, 1-hour individual counseling session per month and 2, 1 hour CBT groups each week. Each DPO could serve 80 youth on individual counseling once a month and 60 can be involved in groups each week.
  - Moderate level supervision includes: One face-to-face, 1-hour individual counseling session twice a month, and 2, 1 hour CBT groups each week. Each DPO serving moderate risk youth can serve 40 youth in individual counseling twice a month and 60 can be involved in groups each week per DPO.
  - High level supervision includes: One face-to-face, 1-hour individual counseling session twice a week, and 2, 1 hour CBT groups each week. Each DPO can serve 10 youth in individual counseling twice a week and 60 can be involved in groups each week.
  - 10 hours of administrative duties are anticipated each week for each DPO.
  - Each DPO works a 40 hours work week.

Table 16.2 shows how probation services and staff capacity can be expanded given current resources.

**Table 16.2**  
**Expanded Probation Services by Type of Service**

Level of Supervision	Individual Sessions		CBT Groups		Administrative Duties	Totals per DPO
	# of Hours (per week)	# of Youth	# of Hours (per week)	# of Youth	# of Hours (per week)	# of Hours (per week)
Low Level Risk	20	80	10	60	10	40
Moderate Level Risk	20	40	10	60	10	40
High Level Risk	20	10	10	60	10	40
Total # of Youth Served		130		180		
Ave. # of youth per DPO		43.3		60		
# of DPO needed (as of July, 2004)		17		12		

Note: CBT groups consists of 5 groups of 12 youth meeting twice a week (1 hour per session)

Note: Low Level Supervision youth meet for individual counseling once a month (1 hour per session); Moderate Level Supervision youth meet for individual counseling twice a month (1 hour per session); High Level Supervision youth meet for individual counseling twice a week (1 hour per session).

Table 16.3 demonstrates the number of staff needed to supervise 773 probationers (number of youth on probation as of July 2004) based on the proposed reallocation and additional job duties.

**Table 16.3**  
**Expanded Deputy Probation Officer Capacity**

# of Probation Staff Needed for Individual Sessions and CBT Groups	Individual Counseling Sessions	CBT Groups
Average # of youth per DPO	43.3	60
# of Staff Needed	17	12

Note: At end of July 2004, there were 773 juveniles on probation.

This table shows that all 17 DPO will be needed to conduct individual counseling sessions for youth on low, moderate and high level, 12 of the 17 will be needed to conduct or co-facilitate groups leaving 5 DPO unassigned to groups. Experience in other jurisdictions shows that not all DPO are willing or capable to conduct groups. These five DPO could be assigned to pick up some of the report writing duties.

These calculations demonstrate that staff and service capacities can be expanded with current resources. A more detailed Workload Study is recommended to evaluate all of the current duties assigned to a DPO and to add CBT groups as an additional component.

**16.1.10 Alternatives to Placement**

1. The Family Preservation Unit should be reexamined to increase its effectiveness. The FPU should establish a clear target population, clear goals, and performance measures to evaluate its success. By design, it is a wraparound model, but in the project team's opinion, it has not yet achieved its mission.
2. Youth should be placed into FPU if the risk and needs assessment indicates that they require this high level of supervision and monitoring. This assessment should be conducted by the Probation Department and presented to the Court prior to placement so that the Court has the best information available to it. Families' overall level of functioning should be assessed to determine if they require structured counseling.
3. Families involved in FPU should be offered family counseling and parenting skills. See Appendices for successful evidence-based models—Functional Family Therapy and Multi-systemic Therapy. FFT involves between 8 and 30 hours of home-based therapy per week spread over a three-month time period. A team of probation and mental health staff delivers therapy. Outcome studies indicate that FFT can reduce the rate of reoffending and foster care and institutional placement by 25%-60%. The cost of this treatment service is \$24.00 per day for 90 days. This program can be funded by OJJDP, National Institute of Drug Abuse, National Institute of Alcohol Abuse, Medicaid and TANF.

Multi-systemic Therapy is an intensive wraparound program for serious, chronic delinquent probationers who are at-risk of out-of-home placement. A Multi-systemic Assessment Team should be formed to review each case, to conduct an assessment of the youth, family, peers, school, and neighborhood, the MST Team assigns a case manager to coordinate treatment and to report back to the Team twice a month. A caseload of no more than six families is recommended in order to provide intensive, in-home services to 20 hours each week and the length of the program should be five months. Eight evaluations of MST have substantiated a 47%-64% reduction in residential treatment, 25%-70% reduction in rates of rearrest, and improvements in family functioning in eight evaluations.

The Probation Department and the Social Services Agency should reallocate some of the out-of-home placement funds currently being used for youth in placement to fund the Family Preservation Unit, FFT and the Multi-Systemic Therapy for serious offenders on probation as is done in other jurisdictions (Monroe County, IN). Funding should be explored from Family Preservation and Support Services, Administration for Children and Families, Medi-Cal, Title IV-E and TANF. The cost per youth is \$55.00 per day.

4. An automated database should be created that monitors the outcomes of the cases on Family Preservation, tracks the youth discharged from FPU 6 and 12 months following discharge and provides monthly and quarterly reports on the outcome of the program.
5. Pathways to Change is a valuable service provider for the County. It will be even more effective if it deals with populations that are in need of intensive out-patient services, such as mentally ill and dually diagnosed (mentally ill and substance abusers). These youth are involved in more than one service delivery system and intensive outpatient services for these youth appear to be a gap within the County. This successful wraparound approach would augment traditional probation services and provide the Probation Department a service that it cannot currently provide given current resources. This program should be fully maximized by the Probation Department.

### 16.1.11 Reentry Services

1. It is recommended that the Probation Department establish a Reentry Unit that would serve youth released from the following:
  - Placement (foster home, group home)
  - Camp Sweeney
  - Juvenile Hall
  - Additionally, if the proposed legislation is approved that would charge probation departments with the responsibility of reentry services for youth coming out of CYA facilities, this population should also be supervised by the Reentry Unit. Funding opportunities will open up from the proposed Second Chance Act if a formal unit was dedicated to reentry.
  - A Reentry Plan should be developed by the Reentry Unit prior to a minor being released from any facility. A Reentry Program should be developed to follow the youth six months following discharge from these facilities. A formal program of volunteer Mentors should be created to provide support to youth discharged from facilities. Mentors can be funded through the Juvenile Mentoring Program of the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs and the Mentoring Children of Prisoners of Section 439 of the Social Security Act. With a formalized aftercare program, the time spent in facilities could be reduced, costs for placement would be reduced, and it would expedite family reunification. The Probation Department should contact Representatives in Congress to indicate their support for the Responsible Reintegration of Youthful Offenders/ Reintegration of Youthful Offenders Program (S.2810). This funding mechanism targets youth returning to communities from correctional facilities, youth on probation as an alternative to correctional confinement, as a diversion from formal judicial proceedings and youth on parole as an alternative to return to incarceration and. This funding is proposed to provide support, education and training to youth in these targeted groups.
2. Thunder Road is an excellent resource to the Probation Department and one in which is being underutilized. Thunder Road's group home could serve as a transitional facility for youth coming out of Camp Sweeney and Intensive Outpatient services could serve as aftercare for youth who do not require housing.
3. Alameda County should expand its use of the Independent Living Skills Program for youth aging out of probation to provide needed life skills, employment, housing, health care and other transitional services to help prepare them for self-sufficient adulthood. To date, the ILSP is underutilized by the Probation Department for youth on probation. The ILSP could provide valuable community support services as well as support for DPO supervision, especially for those probationers approaching adulthood and/or emancipation.
4. Alameda County should also explore Transitional Living Apartments for older youth released from Camp Sweeney, Juvenile Hall and placement facilities such as those in operation in other states (Chicago, IL). These apartments are located in commercial/residential areas of the city. They either have 24-hour adult staff supervision on-site or provide a Supervision Team to youth in their own apartments. In Chicago, Kaleidoscope, a non-profit agency, has contracts with 65 apartments. Their staff of five provides 24-hour on call crisis support, the youth has a face-to-face contact with the staff twice a week and the youth receives \$65.00 per week for supportive services. The program is supplemented by an Adolescent Parent Specialist for parenting training and a Housing Coordinator who finds the youth apartments. The cost is \$107.77 per day (\$38.00 is paid by Medicaid and \$69.77 is paid by Title IV). These apartments can be funded by the *Transitional Living Program* of the Family and Youth Services Bureau (FYSB), Administration for Children and Families, Department of Health and Human Services; *Shelter Plus Care (S + C)* program of the U.S. Department of Housing and Urban Development, Office of Community Planning and Development Department of Housing and Urban Development.

5. Alameda County should consider establishing a Reentry Court for youth coming out of CYA facilities to ensure that these youth comply with conditions and receive aftercare support.
6. The Probation Department should work together with the local CYA Parole office to reduce redundancies of supervision of those minors who are also under supervision by CYA Parole. Enhancing collaboration and communication between the two agencies is especially important in light of ongoing legislative and policy initiatives to transfer responsibility for supervising Youth Authority parolees to county probation departments.
7. The Probation Department should contact Representatives in Congress to indicate their support for the Responsible Reintegration of Youthful Offenders/ Reintegration of Youthful Offenders Program (S.2810). This funding mechanism targets youth returning to communities from correctional facilities, youth on probation as an alternative to correctional confinement, as a diversion from formal judicial proceedings and youth on parole as an alternative to return to incarceration and. This funding is proposed to provide support, education and training to youth in these targeted groups.

### **16.1.12 Other Recommendations**

1. The project team recommends that an on-going Juvenile Justice Coordinating Council be established to continue the discussions on juvenile justice reform and to develop Action Plans to implement some of the recommendations found within this report. This Council should include the key implementers of juvenile justice reform and invite community advocates, faith-based organizations, community-based organizations and youth to provide input on draft Action Plans to ensure that the plan is feasible and will be acceptable to their community.
2. After the Final Report and its recommendations are approved by the Alameda County Board of County Supervisors, a Community Education Plan should be developed and implemented to inform community members of the recommendations and of their role in helping make their communities safer. News releases, flyers, a standard power point presentation, focus groups, roundtables and public hearings should be considered as mechanisms to communicate Alameda County's Vision.
3. During Phase I of this study, a number of key community leaders were identified. It is recommended that these be invited to participate in further discussions on juvenile justice reform and to solicit their support in developing and implementing specific Action Plans in their communities. The following are community organizations that should be invited to lead reform efforts in their neighborhoods throughout Alameda County:
  - Neighborhood Crime Prevention Councils
  - Community Health Teams
  - Youth Service Centers
  - Faith-based organizations
  - School Based Health Centers
  - Probation Satellite Offices
  - League of Women Voters
  - Youth organizations
4. To initiate contracts/Memorandum of Agreements with existing public and private agencies and to develop grants with funding agencies, the project team recommends the designation of an Administrative /Grants liaison in Alameda County.
5. Alameda County should further develop and implement a Youth Development Strategy that enhances the safety of communities so youth can grow and thrive, that promotes a community culture that values and supports youth, that strengthens their communities, that provides them opportunities to contribute to their community, gain leadership skills, and ensures that youth have

the opportunities to acquire and strengthen their sense of competence, usefulness, belonging and power—the four key principles of youth development”<sup>33</sup>.

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<sup>33</sup> National Clearinghouse on Families and Youth. July 1996. *Reconnecting Youth and Community: A Youth Development Approach*. U.S. Department of Healthy and Human Services, Administration for Children and Families.



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