

# Comprehensive Multiagency Juvenile Justice Plan (CMJJP)

Contra Costa County

Cover Page/Update Addendum

Period covered 2001 to 2017

This addendum is being provided as an introduction to the CMJJP (attached and dated 2001). The Contra Costa County Juvenile Justice Coordinating Council will be working to completely revise the CMJJP plan for the year 2018. Since the inception of JJCPA funding in 2000, the Contra Costa County Probation Department has been responsive to community needs by providing the High School Challenge Team Program, the Community Probation Program, and the Safe Futures Program - Ranch Aftercare. These three programs have remained consistent throughout the years.

Several programs discussed in the 2001 CMJJP are no longer operational. Those programs include:

- 1) Edgar Transition Center (CMJJP page #38)
- 2) Chris Adams Girls' Treatment Center (CMJJP page # 38)
- 3) Challenge Team program/Middle Schools (CMJJP page # 97)
- 4) Family Intervention Substance Abuse Program (CMJJP page # 104)
- 5) Summit Center (CMJJP pages #90 and 93)
- 6) Volunteers in Probation (CMJJP page # 91 and 95)

In addition, funding is no longer being provided to the following Community Based Organizations: The West Contra Costa Youth Services Bureau, New Connections drug and alcohol assessment and treatment program, and the REACH program.

**COMPREHENSIVE  
MULTIAGENCY JUVENILE  
JUSTICE PLAN  
(CMJJP)**

**CONTRA COSTA COUNTY**

**FEBRUARY, 2001**

CONTRA COSTA COUNTY  
JUVENILE JUSTICE COORDINATING COUNCIL

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### Appendix 1: Juvenile Justice Programs Proposed for Crime Prevention Act 2000 Funding

## I. BACKGROUND AND SUMMARY OF CONTRA COSTA COUNTY JUVENILE JUSTICE SYSTEM

This Comprehensive Multiagency Juvenile Justice Plan (CMJJP) builds upon more than a decade of work and activism in Contra Costa County. The County has been engaged in a systematic and sustained effort to improve its juvenile justice system for more than fifteen years, beginning with the creation of a Juvenile Justice Master Plan in the mid 1980s. *The impetus for this decade plus of planning and innovation was not tied to grant opportunities, but to concerns within the County to attend to the welfare of its youth and citizens.*

Through ongoing and inclusive planning and implementation processes, Contra Costa County has built successful programs that directly respond to a variety of needs. In the past three years alone, the County has implemented several new projects to enhance its continuum of care, most notably the Edgar Transition Center, a day reporting program for boys leaving the Orin Allen Youth Rehabilitation Facility (OAYRF); the Chris Adams Girls' Treatment Center and two Challenge II programs that focus specifically on services for girls. As this CMJJP will illustrate, the variety of programs, collaboratives and approaches available in Contra Costa County combine to create a deep and diverse response to delinquency prevention, family empowerment and youth resiliency enhancement.

Contra Costa County's application for Crime Prevention Act 2000 funding represents just the latest step in an ongoing effort to respond to the needs of its juvenile justice clients, families and the community as a whole. An emphasis on involving partner agencies in providing, brokering and integrating services and identifying unmet needs goes hand in hand with the County's commitment to evaluating programs and continuing what works.

The following discussions summarize trends in justice system variables in the County and describe in detail the profile of youth in the justice system.

### A. JUVENILE JUSTICE TRENDS 1992-1997

#### Introduction

This study was conducted to examine the numbers of youth involved with the juvenile justice system as the general population of youth in Contra Costa County is rapidly rising. The youth population (ages 10-17) rose 19% in the six-year period between 1992 and 1997. In the same period, the average daily population at Juvenile Hall rose 28.7%. This brief study of the trends in number of bookings, length of stay, types of offenders, placements and referrals hopes to identify the direction Contra Costa County is going.<sup>1</sup>

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<sup>1</sup> Data was taken from Contra Costa County's Juvenile Hall statistics (1989-1998) as well as the California Criminal Justice Profile 1997 for Contra Costa County published by the California Department of Justice.

## Results

In 1992, the average daily population at the Hall was 126.8. That figure had risen to 175.9 in 1997 revealing an almost 29% increase in the Hall population in six years. The largest single jump was in 1994 when the population grew 22% in a single year. At the same time, the number of bookings decreased by 11.5% while the average length of stay increased by 46% from 17.2 days in 1992 to 25.1 days in 1997.

The ratio of average daily Hall population to the general youth population has remained fairly stable over the past 10 years. In 1989, there were 1.52 youths in Juvenile Hall per 1000 youth. In 1997, the rate was 1.53 per 1000. This ratio dropped to 1.41 in 1992 and again in 1996, and peaked in 1995 at 1.63. Overall, the percent change from 1992 to 1997 is 8.5%, a moderate increase.

The ratio of the average daily Hall population to the number of arrests increased 23.8% from 1992 to 1997, but over the longer term, the ratio has remained fairly stable at about two and a half youth at the Hall per 100 juvenile arrests.

In 1989, 65% of arrested youth were booked into Juvenile Hall. In 1997, that number was only 38.4%. This represents a 41% decrease in the ratio of bookings to arrests. This suggests that admissions criteria have been increasingly stringent, reflecting the on-going Hall overcrowding. However, since the mid-nineties, this ratio has remained fairly stable.

In 1997, there were 2052 youth on probation in the community. The data documented a 38.6% increase from 1993 to 1997. However, the number of referrals to probation decreased 11.5% from 1992 levels (28% from 1989), suggesting the youth who are placed on probation are more serious offenders who require a longer period of probation supervision.

Between 1992 and 1997, arrests increased by 5.6% for felonies and 1.1% for misdemeanors. The number of arrests in 1997 was basically the same as 1990-91 levels. However, felony arrests of girls increased remarkably (26%). Likewise, the number of violent felony arrests increased 15% and felony drug charges increased 13%. Going back to 1988, juvenile felony arrests have increased 22%, female felony arrests increased 55% and violent felony arrests increased 82%. Felony drug arrests have actually decreased 26% since 1988. The number of drug arrests peaked in 1988, hit a low in 1992, and have been creeping back up since then; still they remain lower than 1988 levels.

The number of status offenders was below 1988 levels in 1997 (256 offenders). In 1992, the number grew to 451, and has since decreased 43.2%.

It is interesting to examine the reasons for a youth's stay in Juvenile Hall. In 1992, 49% of the youth in the Hall were predisposition cases. A year later, 64% of the youth were predisposition cases. By 1997, the number had moved back down to 52%. The proportion of youth awaiting placement decreased from 30% in 1992 to 21% in 1997, reflecting perhaps concerted efforts by the county to reduce the use of out-of-home placements (e.g. by expanding the placement diversion caseload). Youth awaiting transfer to the "ranch" rose dramatically (108.6%) in the 6-

year period. 1993 saw a low of 13.3% of youth at the Hall awaiting ranch transfer, and by 1997, youth awaiting ranch transfer were 25% of the total Hall population.

Finally, the number of juvenile arrests per 100,000 youth was compared to the statewide ratios. In 1992, Contra Costa County was on par with state statistics on arrests. The State and Contra Costa both recorded about 6,700 arrests per 100,000 youth. Since 1992, this ratio has been falling for both the State and Contra Costa, with Contra Costa showing more rapid progress. The number of arrests per 100,000 fell 14% for Contra Costa and fell 8% for the State.

### Discussion

It is clear that the Juvenile Hall population is mildly increasing (<10%) in proportion to population growth while numbers of arrests are actually decreasing compared to the total youth population. This is a significant indicator that the kinds of crimes and the lengths of stay are changing. **Arrests for violent crimes and crimes by females are increasing much faster than overall arrests.** In fact, arrests of males in general have reached a plateau (albeit a high one), and may even be slightly falling.

It is notable that around 1994, Hall population, predisposition cases, ADP of youth awaiting transfer to the ranch and average lengths of stay all skyrocketed, while annual bookings, referrals to probation, ADP of youth awaiting placements and status offenders dropped considerably.

Table I - 1

Variable	Year						% Change
	1992	1993	1994	1995	1996	1997	
Total County Youth Population	89800	93300	96800	100200	103800	106900	19%
Average Daily Hall Population (ADP)	126.8	118.7	154.3	163.7	146.7	163.2	29%
Annual Bookings	2685	2250	2069	2299	2450	2376	-12%
Annual Referrals to Probation	8386	7646	7255	7704	7239	7489	-11%
ADP - Predisposition	62.7	75.9	89.3	85.9	71	84.2	34%
ADP - Awaiting Placement	37.7	23.4	27.2	36.8	35.6	33.9	-10%
ADP - Awaiting Ranch	19.8	15.9	32.5	36.8	36.8	41.3	109%
ADP - Awaiting CYA	6.6	3.5	5.3	4.2	3.3	3.8	-42%
Youth on Probation	-----	1480	1468	17	2052	2052	39%
Juvenile Arrests - Felony	2078	2165	2121	1926	1993	2194	6%
Male	1788	1897	1826	1663	1678	1829	2%
Female	290	268	295	263	315	365	26%
Violent	486	473	540	533	463	561	15%
Property	1177	1235	1096	984	1130	1210	3%
Drug	186	188	240	194	180	210	13%
Misdemeanor Arrests	3951	3573	3577	3903	3805	3995	1%
Male	2984	2590	2628	2900	2812	2946	-1%
Female	967	983	949	1003	993	1049	8%
Status Offenses	451	444	283	390	329	256	-43%
Total Juvenile Arrests	6480	6182	5981	6219	6127	6445	-1%
No. of Arrests to Probation	4297	4013	3981	4310	4425	4527	5%
Ratio_Arrests to Probation	0.663	0.649	0.666	0.693	0.722	0.702	6%
Ratio_ADP to Population	0.00141	0.00127	0.00159	0.00163	0.00141	0.00153	8%
Ratio_ADP to Arrests	0.021	0.021	0.027	0.028	0.025	0.026	25%
Predispositions to ADP	0.494	0.639	0.579	0.525	0.484	0.516	4%
Average Length of Stay	17.2	19.3	27.2	25.98	21.9	25.1	46%
Ratio_Annual Bookings to Arrests	0.445	0.392	0.363	0.394	0.423	0.384	-14%
Arrests per 100,000	6714	6150	5886	5817	5586	5790	-14%



Chart I - 2

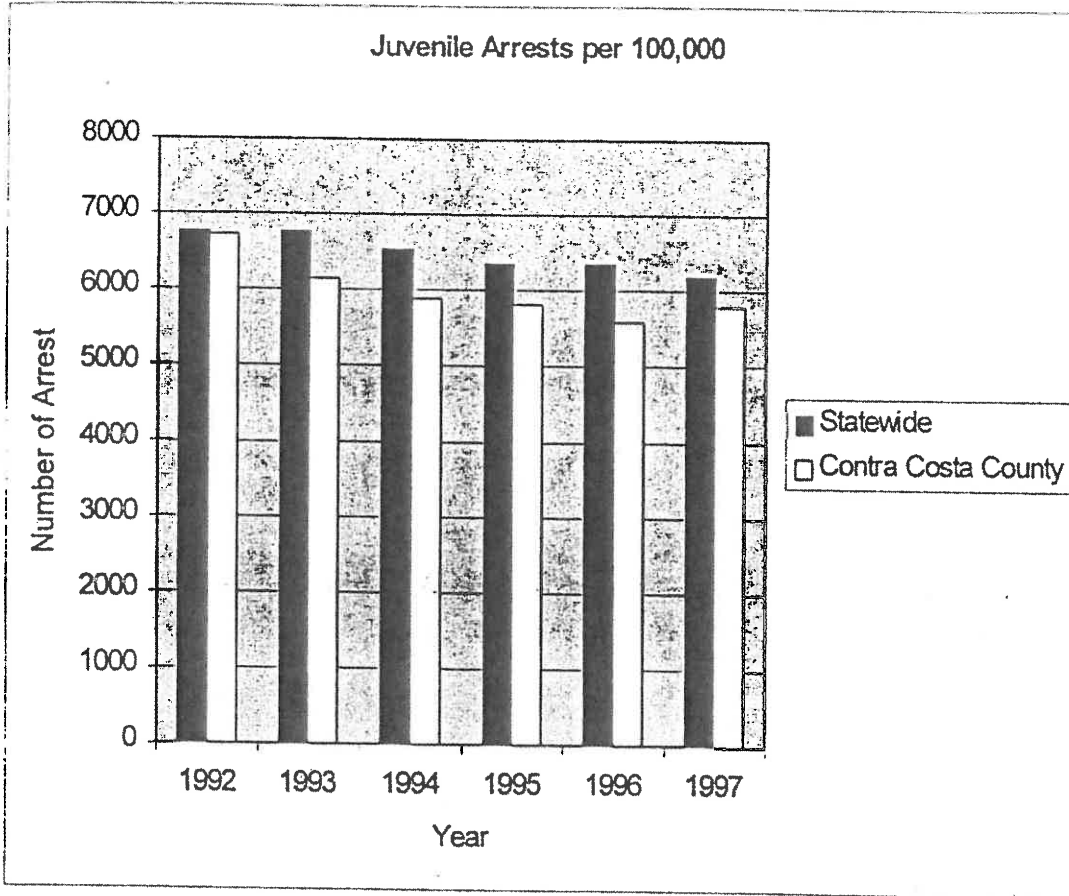


Chart I - 3

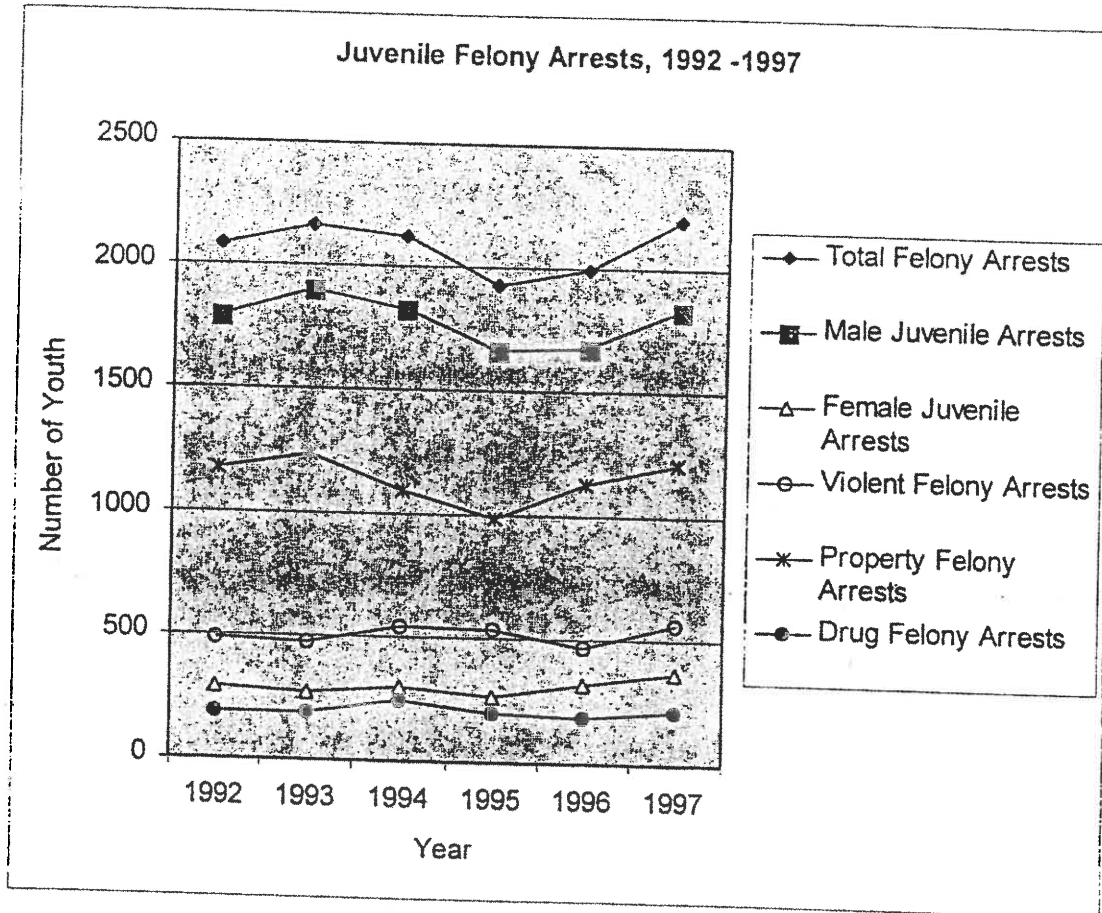
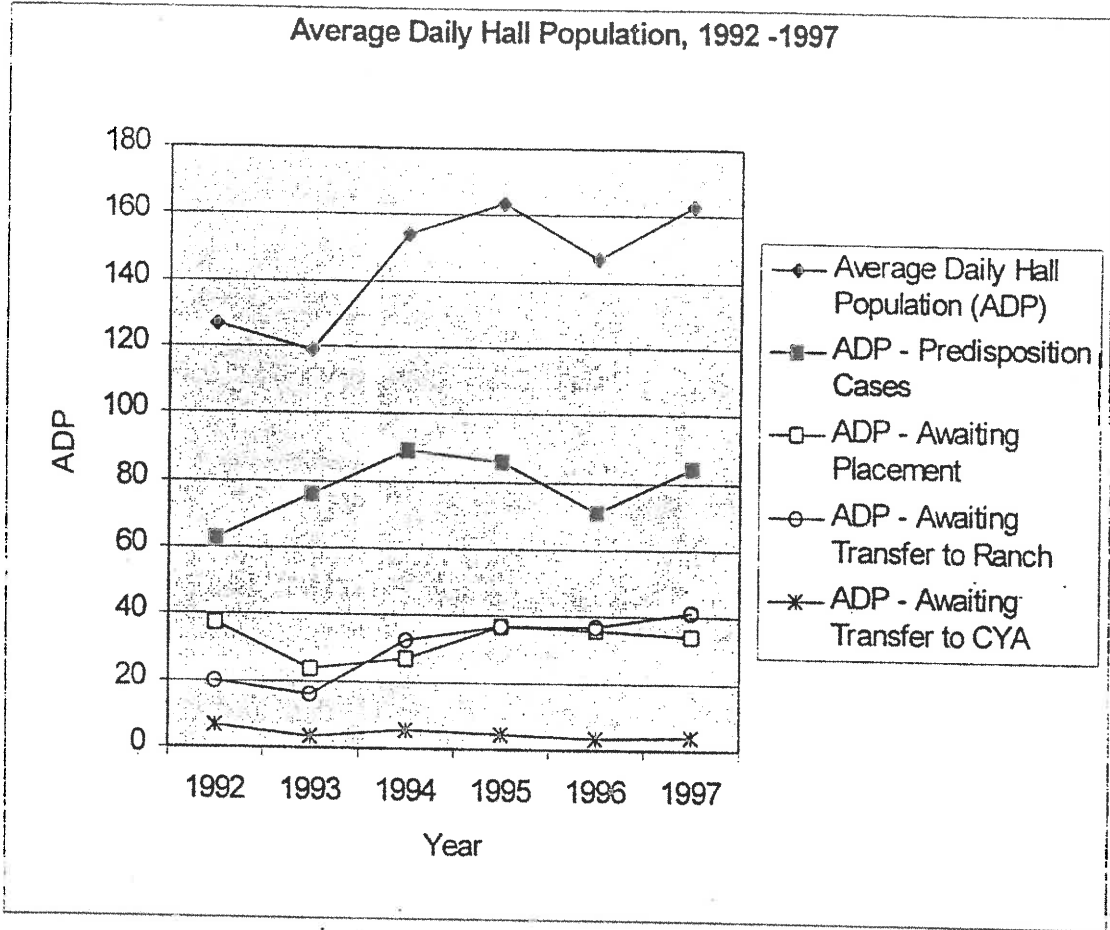


Chart I - 4



## B. JUVENILE HALL PROJECTIONS

2000-2010

### Introduction

Predicting the future population of Juvenile Hall requires taking into account many factors that are sometimes difficult to predict. For example, changes in policy, or a court judge turnover may shift a Hall population trend up or down. For this study, population growth and historic trends were the major factors involved, since they are the most reliable statistics. It is also assumed that there are an unlimited number of Hall beds, so lack of space does not influence the statistic more than in previous years.

Three scenarios were produced to determine the average daily population (ADP) of Juvenile Hall through the year 2010. The first is a simple trendline projection. This method is a basic linear extrapolation that assumes the ADP will continue at the same rate it has for the historic period (1992-1997). Thus, if no changes to policy occur, we would expect the growth in ADP to occur linearly.

The second method is a mathematical calculation strongly based on population growth. For this method, we used the following equation:

$$\text{ADP} = \frac{\text{Total Juvenile Population} \times \text{Intakes per Capita} \times \text{Average Length of Stay}}{365 \text{ days/year}}$$

Using population projections from the California State Department of Finance, we calculated a second and third possible scenario for the future Hall population. The second one is the "average scenario". This scenario assumes that the intake rate is going to be somewhere around the average intake rate over the historic period (see Trends data). The average length of stay was also assumed to be the average over the historic period. Thus, the average scenario takes into account the inevitable ups and downs that are not always predictable. **In this case, the average length of stay was 22.78 days and the number of intakes per capita was about 24 per 1000 juveniles.**

The third scenario is the "high scenario". It can also be thought of as the worst case scenario, since the values used were the highest observed values from the historic period. **In this case, the number of intakes per capita was 29.9 intakes per 1000 and the average length of stay was 25.98 days.**

As a matter of interest, we also chose to examine the trends in **violent offenders and female offenders.**

From the Trends section of this report, we observed that the number of violent felony arrests rose at a rate three times greater than the overall rate of felony arrests since 1992, and female felony

arrests rose twice as fast as other felonies<sup>2</sup>. For these projections, we decided to use a simple trendline, which relies more heavily on the patterns of historic data rather than mere population growth as a variable.

When making these types of projections, it is best not to try to predict too far into the future nor use data that is too out-of-date, as outside factors can quickly make a distant prediction statistically inaccurate. This study, therefore, should be updated annually.

## Results

Using the trendline scenario, the ADP of Juvenile Hall will reach about 250 by the year 2008. This is not far from the high scenario, meaning that current policy is producing a result in line with the high scenario.

Although the juvenile population of Contra Costa County has risen rapidly over the past six years, California's Department of Finance, which provided the census predictions, sees a slowing in that growth trend. From now until 2005, the population is expected to increase 5.1%, compared with the 19% increase marked between 1992 and 1997. Then, the juvenile population is actually expected to decline. By 2010, the population should decline to 2001 levels.

This population trend will greatly affect the Juvenile Hall population. It can be predicted that the Hall population will likewise peak in 2005 and then slightly decline. This is based on the assumption that other factors in society remain fairly stable, such as the economy and justice policy, and that population alone is the single greatest variable.

**In the high scenario, the average daily Hall population would peak at 239 juveniles per day in the next decade.** To translate ADP into bed requirements, a typical planning assumption is to add 15 – 20% to the ADP. This allows for a peak in capacity, classification and temporary closure of certain sections of the facilities for repairs. Thus, an ADP of 239 suggests a need for up to 287 beds (239 x 120%).

According to trendline data, female felony arrests will continue to climb. In 1997, there were 365 female felony arrests, and at the present rate, this number will reach 500 by the year 2009. As noted above, female felony rates are increasing four times as fast as the total felony rate.

Violent felonies are also predicted to increase. According to the trendline data, the number of these offenders will rise from 561 in 1997 to 650 in 2009. Also, by 2008 the ADP of violent offenders will be around 90 of a total of 166 beds (average scenario).

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<sup>2</sup> Since 1988, violent felony arrests have risen 82% and female felonies have risen 55%. Since 1992, these rates rose 15% and 26% respectively.

Chart I - 5

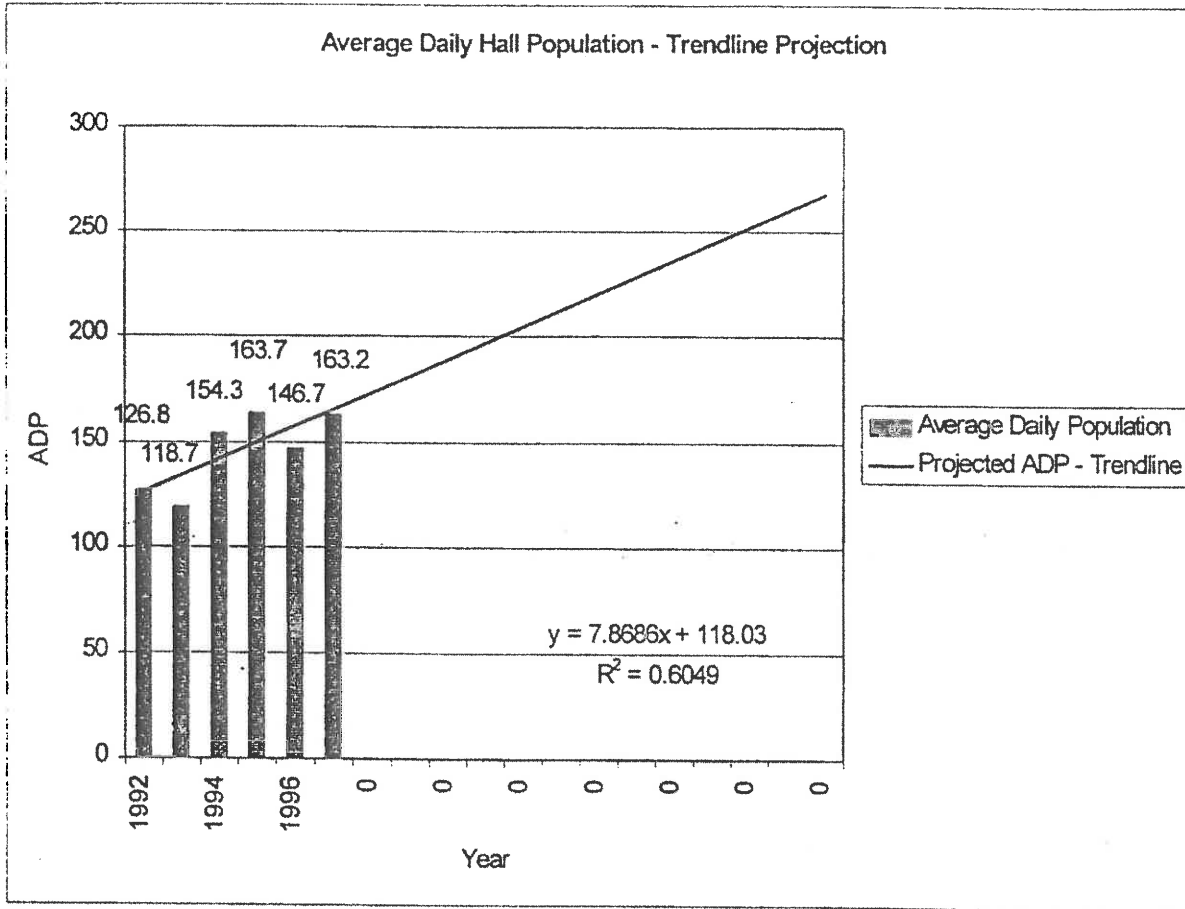


Chart I - 6

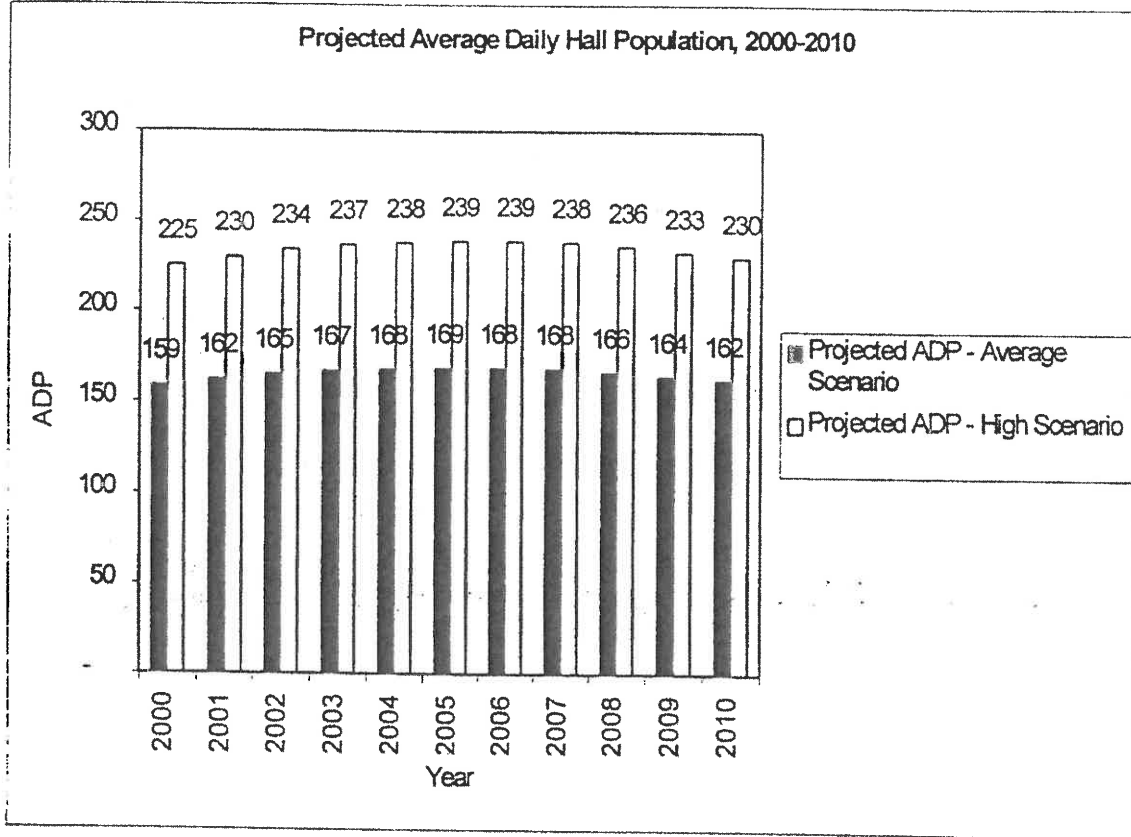


Chart I - 7

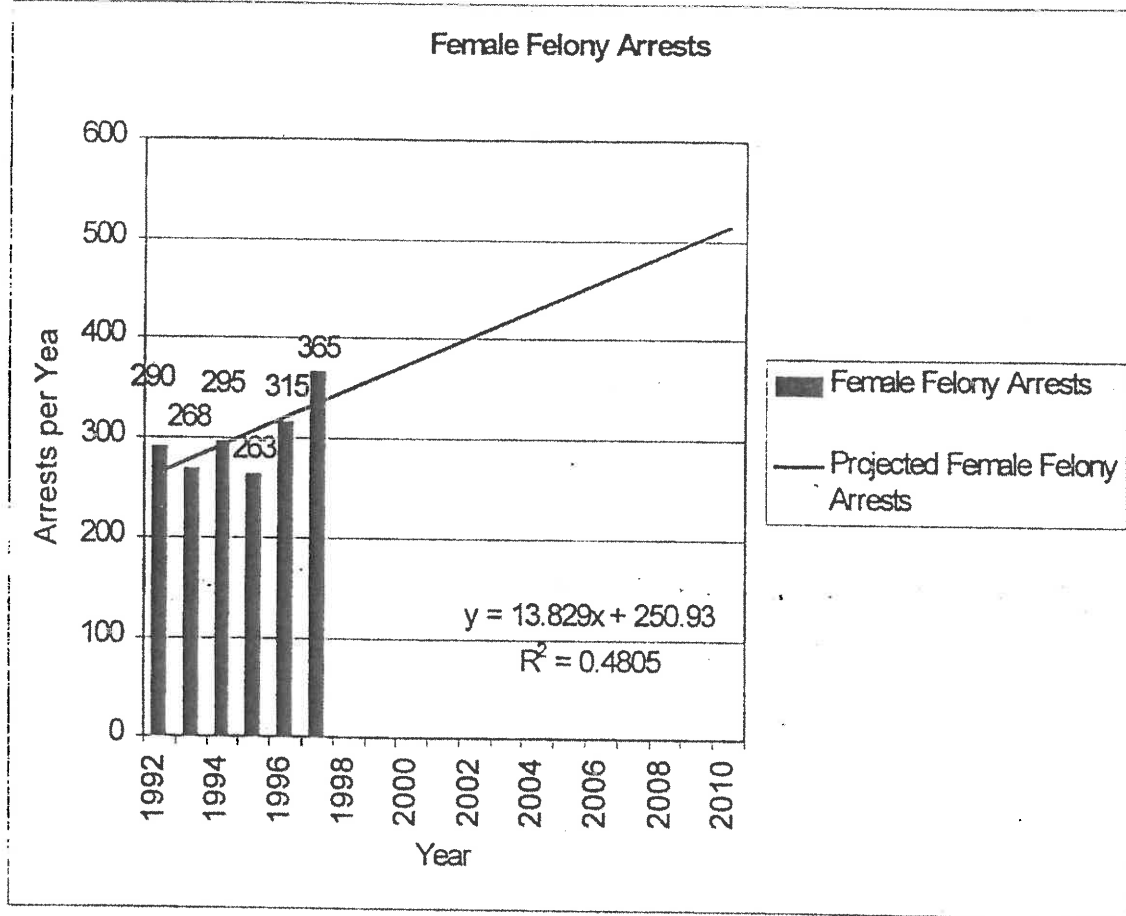




Chart I - 8

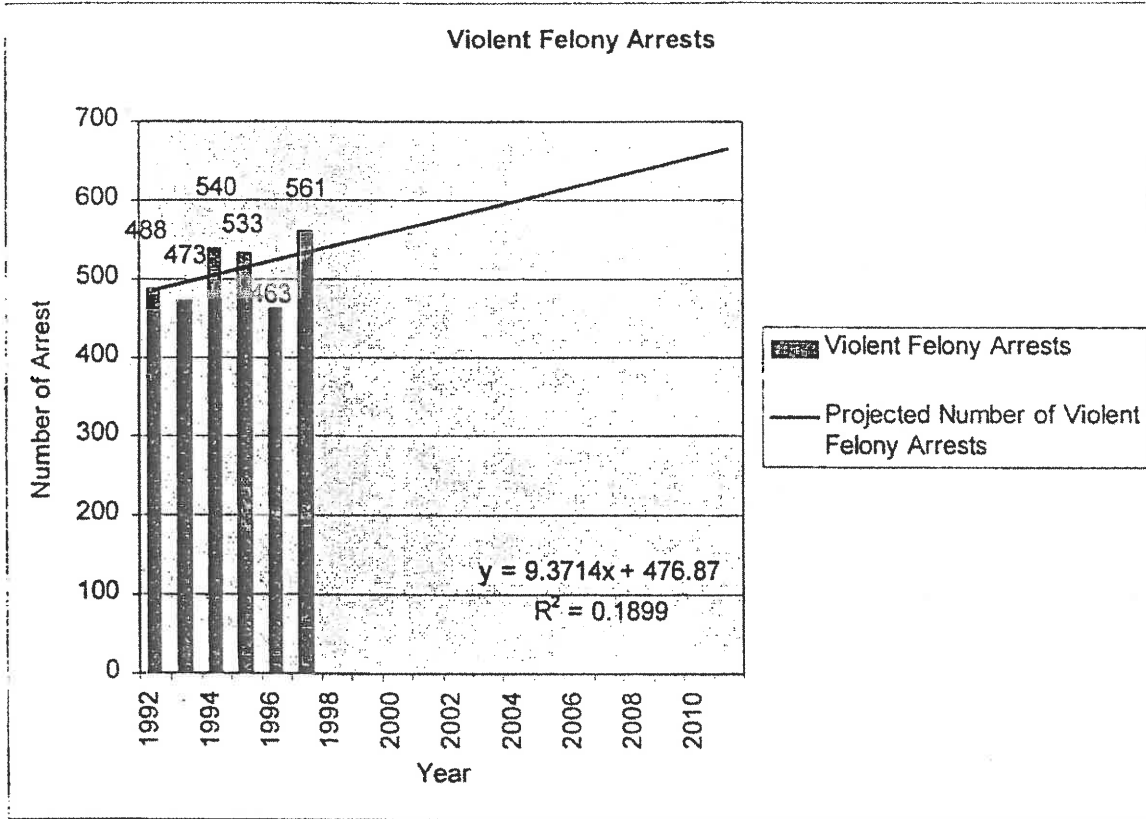
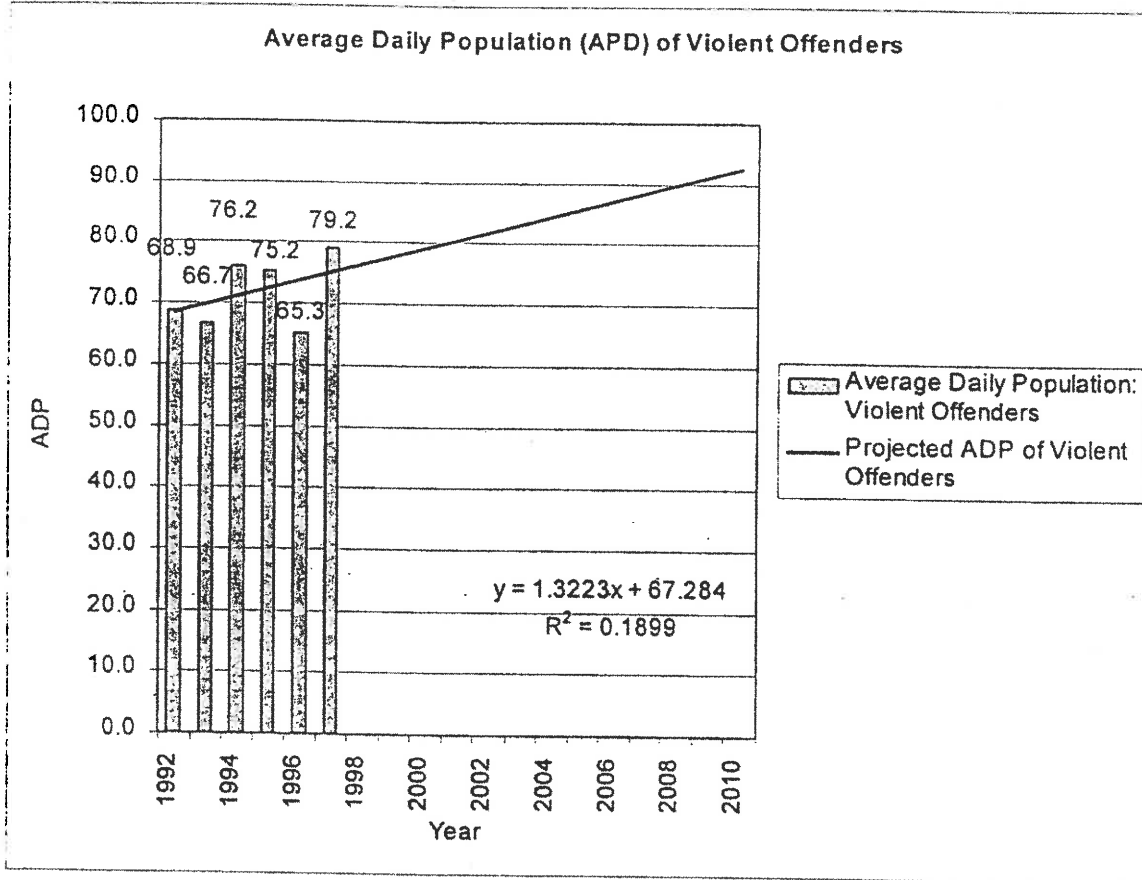


Chart I - 9



## C. PROFILES OF YOUTH IN THE JUSTICE SYSTEM

In evaluating program and system needs, it is crucial to have a clear and detailed picture of youth in the system. The following sections are updates of similar profiles conducted in 1992 and 1996. In the current profiles, additional detail regarding risk factors in the youths' lives is included.

### 1. Contra Costa County Juvenile Hall Boys Profile

#### Methods

A profile study was conducted on all of the boys in custody at the Contra Costa County Juvenile Hall on February 3, 1999. The purpose of this study was to review both current and historical criminal justice documentation on these youth in order to get a "snapshot" picture of the type of male offenders currently in custody at the Hall. Information for the profile was obtained from Probation files, and was collected by the Juvenile Hall staff.

#### Results

##### *Demographics*

Of the 133 boys sampled in this study, the largest proportion were African American (46%). Thirty-two percent were "Other" ethnicities such as Pacific Islander and Asian American, and 20% were White. The average age of these youth was 16 years old, and 44% of them another language in addition to English. Almost half of these boys lived with a single parent prior to intake (48%). Only 25% lived in a two-parent home, and 17% had lived with other family such as a grandparent, aunt or uncle or older sibling prior to their stay in the Hall.

##### *School/Employment*

On average, the highest grade completed by boys in this sample was 9<sup>th</sup> grade. With an average age of 16, it appears as a whole that these boys were slightly behind in grade level. It is perhaps not surprising, then, that the majority of these boys had some sort of school problem. A few of the most prevalent problems were truancy (58%), frequent absenteeism (43%), and suspensions (62%).

The majority of these boys were not employed prior to intake (55%). However 33% were employed part time, and 5% were employed full time.

##### *Current Status*

A very small percentage of the boys in this sample were committed to Juvenile Hall (2%). As an interesting side note, data collected on Hall releases in November 1998 illustrated a higher number of commitments to the Hall. This may indicate that there is considerable variability in the use of the Hall for commitments. The majority of boys in this study were pre-disposition (41%) or awaiting transfer to the Orin Allen Youth Rehabilitation facility (38%).

The largest proportion of boys in this study were in custody for felony property offenses such as burglary and grand theft (25%). Twenty percent were in the Hall for felony persons offenses such as robbery and murder, and 11% were in custody for a violation of probation.

### *Criminal History*

Overall, the boys in this sample had relatively few prior convictions. Thirteen percent had between two and five prior felony convictions, and 19% had between two and eight prior convictions for other types of offenses. Fifty seven percent had no prior felony convictions, and 43% had no prior other convictions.

However, most of these boys (81%) had been in the Hall before. Thirty-one percent had one prior stay, and as many as 17% had between seven and fifteen prior hall stays. Thirty-three percent of these youth had one or more prior commitment to the Orin Allen Youth Rehabilitation Facility and one fourth had one or more prior out-of-home placements.

### *Risk Factors*

In general, this sample of boys had a fairly large number of risk factors ranging from behavioral problems to drug abuse and household difficulties. More specifically, 44% had documented behavior problems with peers, and 31% had documented behavior problems with adults. More than half of these boys had alcohol use documented in their file, and 70% had documented use of marijuana. A somewhat smaller percentage of these boys had used harder drugs such as cocaine and crack (17% and 14% respectively). Despite the large percentage of drug use among these boys, only 16% were receiving substance abuse treatment at the time of this study.

It should be noted here that drug use among this sample may have been undercounted. Data was collected from Probation files which may have contained information on drug use only when specific evidence or self-report was available.

While almost 30% of this population had indications of some sort of emotional difficulty, only 7% had a diagnosed mental health condition and only 6% were receiving mental health treatment at the time of this study.

Difficulties in the home environment were significant among this sample of boys. Thirty-six percent had either parents or siblings involved in a gang. Over 50% of the boys had parents who are or have been involved in the criminal justice system. Forty-one percent of these youth had parents abusing alcohol and/or drugs, and 32% had siblings with substance abuse problems. Parent unemployment was a common risk factor (45%) and 22% had domestic violence in the home. Physical and sexual abuse toward the youth was suspected for a relatively small percentage of these boys (5%). Child neglect was suspected for 6% of this population.

### *Risk Factors: Further Analysis*

A recent profile of all girls on probation in Contra Costa County measured its population for this same set of risk factors. A few key differences in the results of these two studies are worth mentioning. It should be noted that the boys sample was only of boys in the Hall, as opposed to the full probation sample of girls. Overall, the girls population tended to have less of a problem

with drug abuse and physical aggression compared to the boys, and a much higher occurrence of emotional and mental health problems. More specifically, while only 5% of the boys had been suspected victims of physical or sexual abuse, 22% of the girls had suspected abuse documented in their files. Almost half (47%) of the girls population had been diagnosed with some sort of mental health condition compared to only 7% of the boys. Similarly, 46% of the girls sample had indications of emotional difficulty compared to only 29% of the boys sample.

Boys, however, had a higher frequency of alcohol and marijuana use than the girls. Seventy percent of the boys had documented marijuana use compared to 51% of the girls, and 66% of the boys used alcohol compared to 42% of the girls. Boys also had a much higher frequency of physical aggression than girls. Fifty-three percent of the boys had problems with physical aggression toward peers compared to only 29% of the girls population.

**Table I – 10: Ethnicity**

RACE	COUNT	PERCENT
White	26	19.5%
African American	62	47%
Latino	2	1.5%
Other	43	32%
TOTAL	133	100%

**Table I – 11: Age**

AGE	COUNT	PERCENT
10	1	.8%
11	1	.8%
12	2	1.5%
13	6	4.5%
14	19	14%
15	28	21%
16	31	23.5%
17	39	30%
18	5	3.8%
TOTAL	132	100%

\*Missing records: 1

**Table I – 12: Language Spoken**

LANGUAGE	COUNT	PERCENT
English and other	59	44%
English Only	74	56%
TOTAL	133	100%

**Table I – 13: Highest Grade Completed**

GRADE LEVEL	COUNT	PERCENT
5	1	.8%
6	2	1.6%
7	4	3%
8	14	11%
9	34	27%
10	52	41%
11	13	10%
12	7	5.5%
<b>TOTAL</b>	<b>127</b>	<b>100%</b>

\*Missing records: 6

**Table I – 14: School Problems**

PROBLEM	COUNT	PERCENT
General School Problems	118	89%
Disruptive Behavior	50	38%
Frequent Absenteeism	57	43%
Behind in Grade Level	46	35%
Truancy	77	58%
Suspensions	82	62%
Expulsions	58	44%
Special Education	43	32%

**Table I – 15: Employment at Time of Admission**

EMPLOYMENT	COUNT	PERCENT
Not Employed	68	55%
Part Time	41	33%
Full Time	7	6%
Occasional, seasonal work	8	7%
Missing	9	7%
TOTAL	124	100%

\*Missing records: 9

**Table I – 16: Current Charge**

CURRENT CHARGE	COUNT	PERCENT
Felony persons	27	20%
Felony property	35	26%
Felony drugs	12	9%
Other felony	4	3%
Misdemeanor persons	14	11%
Misdemeanor property	3	2%
Misdemeanor drugs	3	2%
Other misdemeanor	2	2%
VOP	14	11%
Miscellaneous	19	14%
TOTAL	133	100%

**Table I – 17: Current Justice Status**

CURRENT STATUS	COUNT	PERCENT
Predisposition	53	42%
Committed to Hall	2	2%
Awaiting OAYRF	49	38%
Awaiting placement	22	17%
Awaiting CYA	2	2%
Other	2	2%
TOTAL	130	100%

\* Missing records: 3

**Table I – 18: Prior Felony Convictions**

NUMBER OF PRIORS	COUNT	PERCENT
0	76	57
1	40	30
2	10	8
3	4	3
4	2	2
5	1	.8
TOTAL	133	100%

**Table I – 19: Prior Other Convictions**

NUMBER OF PRIORS	COUNT	PERCENT
0	57	43%
1	50	38%
2	10	8%
3	7	5%
4	3	2%
5	2	2%
6	1	.8%
7	2	2%
8	1	.8%
TOTAL	133	100%

**Table I – 20: Prior Hall Stays**

NUMBER OF PRIOR STAYS	COUNT	PERCENT
0	25	19
1	41	31
2-5	44	33%
6-15	23	17%
TOTAL	133	100%



**Table I – 21: Prior Ranch Commitments**

NUMBER	COUNT	PERCENT
0	90	68%
1	33	25%
2	6	5%
3	2	2%
5	2	2%
TOTAL	133	100%

**Table I – 22: Prior Out-of-Home Placements**

NUMBER	COUNT	PERCENT
0	100	75%
1	26	20%
2	5	4%
3	1	.8%
6	1	.8%
TOTAL	133	100%

**Table I – 23: Living Situation Prior To Admission**

LOCATION	COUNT	PERCENT
Two-parent home	34	26%
Single mother	52	39%
Single father	11	8%
Grandparent	11	8%
Aunt/uncle	4	3%
Older sibling	6	5%
Placement: Group Home	5	4%
Placement: Residential Treatment	1	.8%
Runaway	1	.8%
Homeless	1	.8%
Other	6	5%
TOTAL	133	100%

**Table I – 24: Risk Factors**

RISK FACTOR	COUNT	PERCENT
Behavior Problems with Adults	41	31%
Physical Aggression Toward Adults	26	20%
Verbal Aggression Toward Adults	59	42%
Behavior Problems with Peers	59	44%
Physical Aggression Toward Peers	71	53%
Verbal Aggression Toward Peers	66	50%
Alcohol Use	85	66%
Cocaine Use	21	17%
Crack Use	17	14%
Heroin Use	2	2%
Inhalant Use	6	5%
Marijuana Use	92	70%
LSD Use	15	12%
Downers Use	6	5%
Ecstasy Use	11	9%
Crystal Meth Use	11	9%
Morphine Use	4	3%
Speed Use	13	10%
Currently Receiving Substance Abuse Treatment	21	16%
Indications of Emotional Difficulty	38	29%
Diagnosed Mental Health Condition	9	7%
Currently Receiving Mental Health Treatment	8	6%
Health Problems	25	19%
Untreated Health Problems	7	5%
Parent Substance Abuse	54	41%
Sibling Substance Abuse	42	32%
Parent/Caregiver Unemployment	60	45%
Family Risk of Losing Current Housing	12	9%
Periods of Insufficient Food at Home	9	7%
Insufficient Clothing For Children to Attend School	11	8%
Domestic Violence	29	22%
Sibling Gang Involvement	13	10%
Parent Gang Involvement	7	5%
Other Family Gang Involvement	28	21%
Parents Involved in Criminal Justice System	66	50%
Siblings Involved in Criminal Justice System	52	40%
Siblings in Protective Custody/Out-of-Home Placement	21	16%
Suspected Physical or Sexual Abuse	6	5%
Suspected Child Neglect	8	6%
Other Family Problems	1	.8%

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## 2. Contra Costa County Juvenile Girls Profile

### Introduction

This profile of juvenile girls in Contra Costa County was conducted to better understand what types of girls are involved in the county's probation program.

### Methods

The profile sample was taken from surveys distributed to probation officers and mental health workers in December 1998. The overall sample consisted of 298 girls on probation, including 49 girls in probation or mental health placement and/or residential treatment facilities. In order to see more clearly the background differences between girls in placement and girls in other home situations (e.g. family home, correctional facility, runaway), the tables were split to display statistics for the entire sample and then separately for the placement sub-sample.

The information collected includes demographic data, current status in the justice system, current/prior home situation, school and employment status, risk factors (e.g. health, substance abuse, aggression), family risk factors, and resiliency/strength factors.

### Summary

- *Age/Ethnicity/Language*  
Of the 298 girls examined, 97% were between the ages of 14 and 19 (Table I-25). The average age was slightly over 16 (16.12); the median was also 16 years. Average age of the girls in placement was slightly lower, at 15.6. Of the total sample, 38.6% were white, 35.9% were African American, 13.1% Latino, 3.7% Asian American and 2% Pacific Islander. The sample of girls in placement had a higher proportion of whites (46.9%). African Americans were 34.7% and Latinos were 8.2% of the placement population. There were no Asian Americans in placement, and Pacific Islanders were 2%. Of the overall sample, about 10% spoke English and another language, about 85% spoke English only, and one percent spoke limited or no English.
- *Current Justice Status*  
As expected, 92% of the girls sampled were on probation (Table I-26); 2.3% were currently in a juvenile correctional facility, and the remaining girls were not currently involved in the justice system. The girls not on probation were in mental health placements that we chose to include in our study of at-risk girls.

The most common primary offense was a misdemeanor property offense (e.g. petty theft and vandalism). These accounted for 23% of the girls' offenses. The next most common offenses were misdemeanor persons offenses (14.1%) and felony property offenses (12.8%). Following were other misdemeanors (9.1%) and felony drug charges (8.1%). The distribution of offenses was statistically the same for the group of girls in placement as the total group.

- ***Home Situation***

The statistics in Table I-27 summarize the girls' current place of residence. "Home Setting Upon Return" was the only section that looked at the future setting in which the child would be placed after treatment or incarceration. About 77% of the surveys indicated that the girl was already living in her permanent place of residence, thus she would not "return" to another home.

About 23% of the girls were currently living in a two-parent home. Thirty percent lived with a single mother, four percent lived with their father only, and two percent were under joint custody by both parents. Eight percent lived with another family member (not a parent). Two percent were in a juvenile correctional facility. As mentioned above, 16% were in placement or a residential treatment facility. Nearly eight percent were runaways and 0.7% were homeless. It was not clear from the surveys where they were seeking shelter, or if they were sleeping on the streets.

Of the total sample, 42.6% had been living at the current home setting for over two years which correlates with the fact that most were living with their parents. About 11% had been in their current home for 1-2 years, 10% for 6-12 months, and 26.5% for less than 6 months.

Girls in placement had been at their current home setting (i.e. treatment or group home) for a much shorter time. No girls in placement had been at their current home for more than 2 years. Fifty-three percent had been in the current placement for less than six months. Thirty percent had been there for 6-12 months and another 16.3% for 1-2 years.

Over 99% of the girls lived with one or more adults. About 95% lived with other children as well. Thirty-one girls (10.4%) were teen parents, and 20 (6.7%) were pregnant at the time of the survey.

Looking at the home setting to which the girls would theoretically return after treatment or custody, the girls in placement had the most telling figures. Almost 43% would return to a single mother's home. The next highest percent was "unknown" (16.3%). For these girls in placement, that might signify an uncertainty as to where they can safely go after treatment. Still, 12.2% would return to a two-parent home, and 14.3% would return to another family member, not the parent.

- ***School Issues/ Employment***

There was not a huge statistical difference between the total sample and the girls in placement regarding current school. Approximately one third were attending regular school, one third were attending a continuation or alternative school, ten percent were in an independent study program, and ten percent had dropped out completely (of those, no drop-outs were girls in placement).

Overall, most of the girls had school problems of some sort. Ninety percent of girls in placement had histories of school problems, including the following: disruptive behavior (38.8%), frequent absenteeism (51%), behind in grade level (63.3%), truancy (57.1%) and suspensions (36.7%). Almost 33% needed special education programs.

In the larger sample, high levels of school problems were also recorded: disruptive behavior (23.5%), frequent absenteeism (40.3%), behind in grade level (34.6%), truancy (38.9%), suspensions (19.8%) and expulsions (1.3%). Over 14% needed special education programs. Only 6.1% had any current disciplinary action (e.g. suspension) in both the total and placement samples.

The girls in placement tended to have less work experience than the overall group. About six percent of girls in placement had jobs and 10% had had a job prior to the study. Of the total sample, 17.1% currently held a job while 20.4% had previously had a job.

- ***Risk Factors***

Not surprisingly, the girls in the sample exhibited very high numbers of the classic risk factors. Girls in placement had even higher rates of most of the listed risk factors. For example, 96% of girls in placement had a diagnosed mental health condition, and 90% were receiving mental health treatment. It is not coincidence that these rates are so high, because it is one reason the girls were put into group homes and treatment facilities. Of the overall sample, 17.4% were diagnosed with a mental health condition and 20.8% were in mental health treatment. It is possible that more girls were being “treated” than were diagnosed because counseling, for example, is standard treatment for preventing further delinquencies of high-risk girls.

Girls in placement had very high numbers for behavior problems with adults (79.6%), verbal aggression against adults (79.6%) and verbal aggression against peers (81.6%). The rates for the whole group were 57.4%, 50.0% and 43.0% respectively. These behavior problems are, of course, related to the reasons for placement, and the higher rates for girls in placement may reflect better information about those girls as compared to girls on general probation supervision

Fourteen percent of the girls in placement were involved with gangs, while 8.1% of the total sample were involved with gangs.

Drug and alcohol use was markedly higher in the group of girls in placement in almost every category. This could, however, be the result of more complete data gathering from the live-in treatment facilities where the girls are known more intimately by their case workers. Instances of drug use are usually under-counted since the numbers rely on the youth’s willingness to admit usage. Generally, case workers who spend more time with the individual will have more accurate statistics.

- ***Family Risk Factors***

Family Risk Factors profiles the background of the parents and siblings of an individual. They include the family’s ability to provide food and clothing, as well as family involvement with gangs, the criminal justice system, family substance abuse and suspected child abuse. As in Table I-29 (Risk Factors), the figures for girls in placement were significantly higher than the overall sample. This, again, may reflect both the reasons for the placement and the case workers’ more intimate relationship with the placed girls.

About 50% of girls in placement were exposed to parental substance abuse, parent unemployment, domestic violence and suspected physical or sexual abuse. The corresponding figures for the entire sample were 31.5%, 30.9%, 26.8% and 21.8%. Girls in placement suffered twice the risk of losing the family home and three times the chance of periods of insufficient food compared to the total sample. However, they had half the risk of insufficient clothing compared to the total sample. About a third of the girls had a parent in the criminal justice system.

- ***Resiliency/Strength Factors***

Surveys indicated that most of the girls had a number of factors in their favor. Ninety percent of girls in placement and 80% of all the girls had parent or caregiver support. Two thirds of all girls reported a stable home environment. In most categories, girls in placement had a higher proportion of strengths than the overall sample. These higher rates may be attributed to the supportive nature of the placements themselves, where girls have exposure to supportive adults and peers, and access to organized activities.

Of girls in placement, 94% had supportive adult relationships, 57% had positive peer support, 88% were working toward future goals, 84% had character strengths and 63% had strong interests or skills such as fine arts. For the overall sample, 71.5% had supportive adult relationships, 37.9% had positive peer support, 57.4% were working toward future goals, 59% had character strengths and 41% had strong interests or skills.

In other areas, girls in placement had twice the rate of certain resiliency factors compared with the total sample. Girls in placement participated more in positive peer activities (51%), general organized activities (26.5%) and ethnic/cultural activities (37%). Of the total sample, only 25% participated in positive peer activities, 11% participated in general organized activities and 19% in ethnic/cultural activities. Overall, about six percent took part in organized sports activities.

## **Discussion**

The girls in this profile were chosen so as to characterize the types of girls on probation, and as expected, the majority represent classic high-risk cases. They had exceptionally high rates of parent substance abuse, parent unemployment, single parent families, domestic violence, parents in the criminal justice system and suspected child abuse, especially among the girls in placement. However, it is notable that the girls in placement had higher levels of strength and resiliency factors. This seems to indicate that the placements are providing safe and supportive environments for girls with unstable families and/or mental health conditions.

The data for the girls in placement may be slightly more accurate due to the closer proximity of the girls to counselors and case workers. Girls in placement may be admitting to more risk factors and may feel safer discussing their personal histories. Drug use is one factor that is often undercounted in surveys like this. Physical and sexual abuse is almost always underrepresented for reasons of embarrassment, self-blame and wanting to protect the abuser. Given the probability that these numbers are on the low side, these girls most certainly fit the profile of

children who need counseling, family intervention, child protection, drug treatment, mentoring and health/mental health treatment.

Of girls getting placement, there are several demographic factors worth mentioning. First, whites are slightly over-represented and Asian Americans are underrepresented in placement facilities when compared to the overall probation population. Latinos are also slightly underrepresented. It would be worth investigating the reasons for this discrepancy in ethnic representation. Also, the average age of girls in placement was lower than in the total sample. This may be a positive sign that intervention is happening at an early age, perhaps reducing the number of future encounters with law enforcement.

TABLE I - 25: Age, Ethnicity and Language Spoken

AGE	ALL GIRLS		GIRLS IN PLACEMENT	
	COUNT	PERCENT	COUNT	PERCENT
11-13	8	2.6%	2	4.1%
14-16	161	54.0%	34	69.4%
17-19	128	43.0%	13	26.5%
Unknown	1	.4%	0	0%
Total	298	100%	49	100%
ETHNICITY				
White	115	38.6%	23	46.9%
African American	107	35.9%	17	34.7%
Latino	39	13.1%	4	8.2%
Asian American	11	3.7%	0	0%
Pacific Islander	6	2.0%	1	2.0%
Other	10	3.4%	1	2.0%
Unknown	10	3.4%	3	6.1%
Total	298	100%	49	100%
LANGUAGE SPOKEN				
English and another	35	11.7%	5	10.2%
English only	252	84.6%	44	89.8%
Limited or no English	3	1.0%	0	0%
Unknown	8	2.7%	0	0%
Total	298	100%	49	100%

**TABLE I - 26: Current Justice Status**

CURRENT JUSTICE STATUS	ALL GIRLS		GIRLS IN PLACEMENT	
	COUNT	PERCENT	COUNT	PERCENT
No prior involvement with justice system	5	1.7%	3	6.1%
Not currently involved	2	0.7%	2	4.1%
On probation	274	91.9%	40	81.6%
Other	17	6.3%	4	8.2%
<b>CURRENT OFFENSE</b>				
Felony Persons	15	5.0%	3	6.1%
Felony Property	38	12.8%	6	12.2%
Felony Drugs	24	8.1%	5	10.2%
Other Felony	3	1.0%	1	2.0%
Misdemeanor Persons	42	14.1%	6	12.2%
Misdemeanor Property	69	23.2%	11	22.4%
Misdemeanor Drugs	17	5.7%	1	2.0%
Other Misdemeanor	27	9.1%	4	8.2%
Violation of Probation	19	6.4%	1	2.0%
Miscellaneous	16	5.4%	1	2.0%

Note: Missing data not included in above table.



**TABLE I - 27: Home Situation**

GIRLS' CURRENT HOME SETTING	ALL GIRLS		GIRLS IN PLACEMENT	
	COUNT	PERCENT	COUNT	PERCENT
Two-Parent Home	68	22.8%	0	0%
Single Mother	87	29.2%	0	0%
Single Father	12	4.0%	0	0%
Joint Custody	6	2.0%	0	0%
Grandparent or Aunt	22	7.4%	0	0%
Older Brother or Sister	3	1.0%	0	0%
Placement in Group Home	22	7.4%	22	44.9%
Residential Treatment Facility	27	9.1%	27	55.1%
Juvenile Correctional Facility	7	2.3%	0	0%
Runaway	23	7.7%	0	0%
Homeless	2	0.7%	0	0%
Other	12	4.0%	0	0%
<b>TIME AT CURRENT HOME</b>				
Less than 6 months	79	26.5%	26	53.1%
6-12 months	31	10.4%	15	30.6%
1-2 years	34	11.4%	8	16.3%
Over 2 years	127	42.6%	0	0%
<b>LANGUAGE OF CAREGIVER</b>				
English and another	46	15.4%	7	14.3%
English only	215	72.1%	38	77.6%
Limited or no English	7	2.3%	0	0%
<b>NO. OF ADULTS IN HOUSEHOLD</b>				
0	1	0.3%	0	0%
1	128	43.0%	23	46.9%
2	106	39.0%	15	30.6%
3 or More	37	12.4%	3	6.1%
<b>NO. OF CHILDREN IN HOUSEHOLD</b>				
0	16	5.4%	1	2.0%
1	100	33.6%	13	26.5%
2	73	24.5%	11	22.4%
3 or More	82	27.4%	16	32.5%
<b>HOME SETTING UPON RETURN</b>				
Two-Parent Home	11	3.7%	6	12.2%
Single Mother	32	10.7%	21	42.9%
Single Father	7	2.3%	5	10.2%
Joint Custody	3	1.0%	2	4.1%
Grandparent or Aunt/Uncle	14	4.6%	7	14.3%
Older Brother or Sister	1	0.3%	0	0%
Unknown or Not Applicable**	230	77.2%	8	16.3%
<b>TEEN PARENT</b>	31	10.4%	6	12.2%
<b>PREGNANT</b>	20	6.7%	1	2.0%

Note: Missing data not included in above table.

\*\*This high number comes from the fact that most of the girls are already in their permanent family home thus will not be returning to another abode.

TABLE I - 28: School/ Employment

CURRENT SCHOOL	ALL GIRLS		GIRLS IN PLACEMENT	
	COUNT	PERCENT	COUNT	PERCENT
Attending Regular School	82	27.5%	11	22.4%
Attending Court School	12	4.0%	2	4.1%
Attending Community School	13	4.4%	9	18.4%
Attending Continuation/ Alternative Sch.	81	27.2%	16	32.7%
Independent Study Program	31	10.4%	1	2.0%
Graduated	10	3.4%	0	0%
GED completion	2	0.7%	0	0%
Dropped out	32	10.7%	0	0%
Other	32	10.7%	10	20.4%
<b>HISTORY OF SCHOOL PROBLEMS</b>	<b>201</b>	<b>67.4%</b>	<b>44</b>	<b>89.8%</b>
History of Disruptive Behavior	70	23.5%	19	38.8%
Frequent Absenteeism	120	40.3%	25	51%
Behind in Grade Level	103	34.6%	31	63.3%
History of Truancy	116	38.9%	28	57.1%
History of Suspensions	59	19.8%	18	36.7%
History of Expulsions	4	1.3%	0	0%
Special Education	43	14.4%	16	32.7%
<b>CURRENT DISCIPLINARY ACTION</b>				
Suspended	20	6.7%	3	6.1%
Expelled	2	0.7%	0	0%
<b>CURRENT EMPLOYMENT</b>	<b>51</b>	<b>17.1%</b>	<b>3</b>	<b>6.1%</b>
<b>PRIOR EMPLOYMENT</b>	<b>61</b>	<b>20.4%</b>	<b>5</b>	<b>10.2%</b>

Note: Missing data not included in above table.

**TABLE I - 29: Risk Factors**

RISK FACTORS	ALL GIRLS		GIRLS IN PLACEMENT	
	COUNT	PERCENT	COUNT	PERCENT
Behavior Problems with adults	171	57.4%	39	79.6%
Physical Aggression against adults	53	17.8%	9	18.4%
Verbal Aggression against adults	149	50.0%	39	79.6%
Behavior Problems with peers	133	44.6%	29	59.2%
Physical Aggression against peers	86	28.9%	18	36.7%
Verbal Aggression against peers	128	43.0%	40	81.6%
Indications of current substance abuse	114	38.3%	25	51.0%
Alcohol use	126	42.3%	32	65.3%
Crack use	26	8.7%	15	30.6%
Cocaine use	30	10.1%	16	32.7%
Crystal meth use	23	7.7%	9	18.4%
Heroin use	2	0.7%	2	4.1%
Inhalant use	1	0.3%	1	2.0%
Marijuana use	151	50.7%	33	67.3%
LSD use	6	2.0%	3	6.1%
Downers use	2	0.7%	2	4.1%
Ecstasy use	0	0%	0	0%
Morphine use	1	0.3%	0	0%
Speed use	33	11.1%	17	34.7%
Receiving substance abuse treatment	78	26.2%	31	63.3%
Indications of current gang involvement	24	8.1%	7	14.3%
Indications of emotional difficulties	137	46.0%	40	81.6%
Diagnosed mental health condition	52	17.4%	47	95.9%
Receiving mental health treatment	62	20.8%	44	89.8%
Health problem	21	7.0%	6	12.2%
Untreated health problem	4	1.3%	0	0%

Note: Missing data not included in above table.

**TABLE I - 30: Family Risk Factors**

FAMILY RISK FACTORS	ALL GIRLS		GIRLS IN PLACEMENT	
	COUNT	PERCENT	COUNT	PERCENT
Parent substance abuse	94	31.5%	26	53.1%
Sibling substance abuse	25	8.4%	5	10.2%
Parent/Caregiver unemployment	92	30.9%	26	53.1%
Family risk of losing housing	34	11.4%	11	22.4%
Periods of insufficient food at home	23	7.7%	11	22.4%
Insufficient clothing for children	17	5.7%	8	16.3%
Domestic violence	80	26.8%	22	44.9%
Parent gang involvement	1	0.3%	0	0%
Sibling gang involvement	12	4.0%	4	8.2%
Other family gang involvement	6	2.05%	1	2.0%
Parent in Criminal Justice System	84	28.2%	15	30.6%
Siblings in Criminal Justice System	66	22.1%	8	16.3%
Siblings in protective custody or placement	20	6.7%	5	10.2%
Suspected physical or sexual abuse	65	21.8%	24	49.0%
Suspected child neglect	39	13.1%	16	32.7%
Other family problems	72	24.2%	16	32.7%

Note: Missing data not included in above table.

**TABLE I - 31: Resiliency/Strength Factors**

RESILIENCY/STRENGTH FACTORS	ALL GIRLS		GIRLS IN PLACEMENT	
	COUNT	PERCENT	COUNT	PERCENT
Parent/ Caregiver Support	239	80.2%	44	89.8%
Stable Home Environment	203	68.1%	33	67.3%
Positive Peer Support	113	37.9%	28	57.1%
Supportive Adult Relationships	213	71.5%	46	93.9%
Scholastic Achievement	126	42.3%	25	51.0%
Involved in Positive Peer Activities	75	25.2%	25	51.0%
Sports Team Member	16	5.4%	3	6.1%
Participates in Organized Activities	37	12.4%	13	26.5%
Participates in Religious Activities	52	17.4%	8	16.3%
Participates in Ethnic/Cultural Activities	56	18.8%	18	36.7%
Other Activities	33	11.1%	16	32.7%
Working toward Future Goals	171	57.4%	43	87.8%
Character Strengths	174	58.4%	41	83.7%
Strong Interest and/or Skills	121	40.6%	31	63.3%
Other Strengths	75	25.2%	23	46.9%

Note: Missing data not included in above table.

## D. INTAKE/RELEASE STUDY

### Introduction

In order to develop a picture of the number and types of youth brought into Juvenile Hall, an intake and release study was conducted for youth released from the Contra Costa County Juvenile Hall. Data were collected on youth released over a one-month period (November 1998). The purpose of this study was to examine what types of offenders were brought to the Hall and how long each type of offender remained in custody. Using the different offense categories represented in the sample, this data was then used to measure what types of offenders utilized the majority of care days in the Hall.

The profile of youth in the intake/release study is typically different from the snapshot profile of the youth in custody. The intake/release profile has a fuller picture of the youth brought to custody whether their stay is brief or extended, whereas the snapshot profile tends to emphasize the youth that remain in custody for longer periods of time.

### Profile Summary

Of the 186 youths released from the Hall in this one-month period, 79% were males and 21% were females. Ninety percent were between the ages of 14 and 17. Both males and females had an average age of 15 at the date of intake. The median age was also 15. African Americans made up 42.5% of the releases; whites were 30.6%; Latinos were 15.1%; and Asian Americans were 9.7%. Fifty-seven percent of the youth were in grades nine and ten.

By region, 44% of the youth came from West county (e.g. Pinole, Richmond, El Sobrante, etc.). Thirty-five percent came from East county (e.g. Antioch, Pittsburg, Bay Point, etc.). Central and South county combined made up 17% of the total releases.

Youth in this sample stayed in custody for an average of 26 days. Males stayed in custody for an average of 28 days and females for an average of 19 days. Fifty percent of youth in custody spent less than 10 days at the Hall. However, 27.4% spent more than a month in custody, and 14% spent more than 60 days at the Hall.

## Results

Tables I-32 through I-39 summarize the key findings of this study. Main points include the following:

**Offense Category/Length of Stay.** Roughly a third of youth in this sample were brought into custody on a court commitment (31.7%). However, the mean length of stay for these youth was well below average, at only 12 days.

Almost twelve percent were brought into custody for a violation of probation. Probation violators accounted for over 30% of the total care days. In twenty percent of cases, the reason for admission was listed as "warrant", utilizing 19% of the total care days. Of the youth brought in on new charges, the largest numbers were for felony persons offenses (e.g. assault and rape). These youth stayed an average of 51.5 days – well above the overall average – occupying the largest amount of Hall space (20.3%).

**Previous Detentions.** Although two thirds of the youth were already wards, one third of the sampled youth had no previous detentions. Of those with prior records, a third had one or two previous detentions. Eighteen percent had three or four previous detentions, and almost 15% had five or more detentions.

**Release Modality.** Some 29% of the sampled youth were released under Home Supervision, the most common release modality. Another 21% were released to a family member, without special supervision, and 17.9% were placed on Juvenile Electronic Monitoring (JEM). It is noteworthy that the youth released to Home Supervision and JEM spent a number of days in custody well below the average length of stay.

It is also noteworthy that about 15% of the youth were in the Hall pending transfer to OAYRF (the "Ranch"), and these youth stayed in the Hall for an average of over 58 days. Because of the long length of stay, these used up fully a third of Hall space.

Four individuals were transferred to the California Youth Authority (CYA). Their average stay at the Hall was over 66 days, over twice the average length of stay. A single escaped youth had spent 77 days in custody before getting out. Some 3.2% of the youth were transferred to an out-of-county agency.

## Discussion

Three population groups stand out in this analysis. The data suggest that youth in custody awaiting placement, youth in custody pending transfer to OAYRF and youth on court commitments use nearly 60% of bed capacity at the Hall. The county's increasing use of Home Supervision and JEM has alleviated the pressure for space for pre-disposition cases. Space for pre-disposition detection is clearly limited because of the use of the Hall for adjudicated youth and youth pending transfer.

These figures suggest issues for further discussion, for example, why placements are so delayed and whether transfers to CYA could be expedited. With the opening of the new unit at OAYRF, the number of youth awaiting transfer to the ranch will presumably decline.

A final note on the types of offenders held: it appears from this data that the Hall is now used primarily for serious and/or chronic offenders. While lesser offenders may cycle through the Hall for brief periods, those who remain in the facility tend to be charged with felonies and/or have prior probation and Juvenile Hall involvement.

**Table I - 32: Average Length of Stay and Total Care Days, by Offense Category**

Offense Category	Count (#, %)	Average length of Stay (days)	Total Care days (#, %)
<b>Felony Persons</b>	19 (10.2%)	51.5	979 (20.3%)
Felony Property	7 (3.8%)	66.1	463 (9.6%)
Felony Drugs	2 (1.1%)	118.0	236 (4.9%)
Other Felony	4 (2.2%)	18.3	73 (1.5%)
Misdemeanor Persons	9 (4.8%)	9.6	86 (1.8%)
Misdemeanor Property	1 (0.5%)	21.0	21 (0.4%)
Other Misdemeanor	5 (2.7%)	12.3	49 (1.0%)
Violation of Probation	22 (11.8%)	31.4	690 (14.3%)
Warrant	37 (19.9%)	24.9	922 (19.1%)
Miscellaneous	21 (11.3%)	28.6	601 (12.5%)
Court commitment	59 (31.7%)	12.0	696 (14.5%)
<b>TOTAL</b>	<b>186</b>	<b>26.2</b>	<b>4816</b>

Table I – 33: Youth in Custody, by Region

Region	Count	Percent
West county	82	(44.1%)
East county	65	(34.9%)
Central county	29	(15.6%)
South county	3	(1.6%)
Out-of-county	7	(3.8%)
<b>TOTAL</b>	<b>186</b>	<b>100%</b>

Table I -34: Age Distribution

Age	Count	Percent
Less than 10 years old	0	0%
10-12	3	1.6%
13-15	96	51.6%
16-18	87	46.8%
<b>TOTAL</b>	<b>186</b>	<b>100%</b>

Table I - 35: Grade

Grade	Count	Percent
6	1	0.5%
7	7	3.8%
8	14	7.5%
9	50	26.9%
10	56	30.1%
11	41	22.0%
12	14	7.5%
Unknown	3	1.6%
<b>TOTAL</b>	<b>186</b>	<b>100%</b>

**Table I - 36: Ethnicity**

Ethnicity	Count	Percent
White	57	30.6%
African American	79	42.5%
Asian American	18	9.7%
Latino	28	15.1%
Other	3	1.6%
Unknown	1	0.5%
<b>TOTAL</b>	<b>186</b>	<b>100%</b>

**Table I - 37: Previous Detentions**

Number of Detentions	Number of youths	Percent
0	64	34.4%
1-2	62	33.3%
3-4	33	17.7%
5-7	19	10.2%
More than 7	8	4.3%
<b>TOTAL</b>	<b>186</b>	<b>100%</b>

**Table I - 38: Release Modality**

Release Modality	Count (#, %)	Average Length of Stay (days)	Total Care Days (#, %)
Home	40 (21.5%)	25.3	1011 (21.0%)
JEM	27 (14.5%)	11.9	308 (6.4%)
Placement	25 (13.6%)	34.5	863 (17.9%)
Home Supervision	55 (29.6%)	10.5	566 (11.8%)
Out-of-county	6 (3.2%)	15.8	95 (2.0%)
OAYRF	28 (15.1%)	58.3	1631 (33.9%)
CYA	4 (2.2%)	66.3	265 (5.5%)
Escape	1 (0.5%)	77.0	77 (1.6%)
<b>TOTAL</b>	<b>186 100%</b>	<b>26.2</b>	<b>4816</b>



Table I - 39: Status

Status	Count	Percent
Ward	116	62.4%
Informal	4	2.2%
Non-ward	7	3.8%
Pending	59	31.7%
<b>TOTAL</b>	<b>186</b>	<b>100%</b>

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## **E. CURRENT CONTINUUM OF RESPONSES TO JUVENILE CRIME**

### **1. Continuum of Care**

The following materials summarize the current continuum of care and describe in more detail a sample of the many programs and resources available in 2001. As these materials demonstrate, Contra Costa County has developed an extensive array of programs and interventions throughout its juvenile justice continuum.

In the past three years alone, the County has implemented several new projects to enhance this continuum, most notably the Edgar Transition Center, a day reporting program for boys leaving the Orin Allen Youth Rehabilitation Facility (OAYRF); the Chris Adams Girls' Treatment Center and two Challenge II programs that focus specifically on services for girls.

- The day reporting program is a step-down program, allowing early release to community supervision for boys in the county's commitment facility. Opened in May 2000, it includes a full education program through the County Office of Education, vocational training and development and community service.
- The Chris Adams Girls' Treatment Center opened in December 1999. The County renovated a facility adjacent to the Juvenile Hall and Probation, Mental Health, and the County Office of Education formulated the Center's program. The Center serves as a residential placement for 20 girls who have failed other placements and/or who have serious mental health conditions that require intensive treatment and close supervision.
- In 1999, the County received a Challenge II grant to place specific focus on programs for girls. The first, the Circle of Care Day Treatment Program, is an intensive field supervision program operating in each of the three regions of the County for girls on probation or at high risk of delinquency and placement. The second effort is the Living Skills Foster Care Program that provides transitional housing for older girls preparing for independent living or emancipation.

### **2. Out-of-Home Placements**

Over the past seven years, Contra Costa Probation has averaged slightly over 100 youth in placement. As the profile of girls on probation in the preceding section shows, the girls in placement manifest particularly high levels of risk factors, making removal from placement difficult in many cases.

Probation has made concerted efforts to minimize the number of minors in placement, through Placement Diversion, the Summit Center and now the Chris Adams Girls' Treatment Center. The Summit Center is a residential program for boys with placement orders. Youth placed in Summit are serious offenders or chronic placement failures with serious mental and emotional disorders, requiring intensive services and a secure environment. Probation, Mental Health, and the County Office of Education jointly operate the Summit Center.

The Summit Center is partially funded by AB 3015 System of Care moneys. Although it is technically a placement itself, the Summit Center seeks to reduce placements by providing more intensive interventions that can shorten the length of time in out-of-home settings. The Chris Adams Girls Treatment Center includes a similar goal and strategy for reducing placements for girls.

Contra Costa County has a long history of seeking alternatives to placements to keep families intact. The County was one of the first in the country, for example, to implement Family Preservation services. Probation also fields a Placement Diversion program, which, like Family Preservation, includes intensive work with families.

### **3. Continuum of Services**

The following displays describe the rich array of programs, interventions and services which constitute Contra Costa County's continuum of services from prevention through intervention, suppression, custody and aftercare. The variety of programs, collaboratives and approaches combine to create a deep and diverse response to delinquency prevention, family empowerment and youth resiliency enhancement.

Current Services and Programs<sup>3</sup>

PROGRAM	CONTINUUM CATEGORY	SERVICE AREA	ELIGIBLE CLIENTS	PROGRAM SIZE	SPONSORING AGENCY	STATUS
<b>PREVENTION/ EARLY INTERVENTION PROGRAMS:</b>						
Lao Family:						
Youth Activities	Violence and truancy prevention	Richmond High School, Kennedy, Manzanita, Portola and Helm Schools	Southeast Asian youth from 4 <sup>th</sup> grade to High School	200 youth/yr	United Way	Funded for 10-12 years.
Teen Pregnancy Program	Intervention	San Pablo	Parenting and birth control education	50 youth, 20-25 parents	County Superintendent of Schools, Health Department, East Bay Center for the Performing Arts, Familias Unidas, Early Childhood Mental Health	Community-Challenge Grant.
Community Service Program	Diversion Early Intervention	Countywide	First time minor offenders referred informally. Court ordered moderate to serious offenders	Average of 100 per day in volunteer independent community work and 75 per day on weekend work	Probation and Juvenile Court	1,045 clients in weekend work in 1997, 656 clients in volunteer independent work program in 1997.  \$300,000 / year.
Family Diversion	Diversion	Countywide	School problems, informal probation, first referrals and court wards.	15 families per month / 2 hr sessions / one time a week	Superior Court / Probation	Curriculum defined / \$50 - \$75 per family.

<sup>3</sup> Italicized entries denote programs that are still in planning or pending funding.

PROGRAM	CONTINUUM CATEGORY	SERVICE AREA	ELIGIBLE CLIENTS	PROGRAM SIZE	SPONSORING AGENCY	STATUS
Adolescent Family Life: Sibling Program	Prevention	Countywide	Siblings of pregnant and parenting teens  Serves youth between ages of 11-17 years old	40 youth	East Bay Perinatal	Program in the third year.
Business Leaders Alliance/ Future Corps Foundation	Prevention	Countywide	Children, youth and families	Variable	Board of Supervisors , CAO, Business Leaders Alliance, East Bay Community Foundation	Private non profit community foundation to develop financial and volunteer support to further children and youth programs including job internships and mentoring.
Family / School/ Community Partnerships	Prevention	Focus on elementary schools/initially in West County at Lincoln, Nystrom, Coronado	At-risk children and families for mentoring, day centers, child care, parent support in-home services	Variable	WCCUSD/Youth Service Bureau  CBOs/City of Richmond	SafeFutures funding at \$350,000/year.  Social Worker provides staff support and mental health back up.
Youth Commission	Prevention	Countywide	Youth Commissioners must be 13-18 years old	3 youth reps from each district in County (15) and 5 at-large	Board of Supervisors (Mark DeSaulnier)	Started in 1995 with \$5,000 in private donations.
Communities in Schools Conflict Resolution	Prevention	Helms Middle and Richmond High Schools	At-risk (for violence, substance abuse, truancy, child abuse) students and families for counseling and conflict mediation services	Once a month workshops at two schools  100 cases	WCCUSD Communities in Schools	

PROGRAM	CONTINUUM CATEGORY	SERVICE AREA	ELIGIBLE CLIENTS	PROGRAM SIZE	SPONSORING AGENCY	STATUS
School to Career Partnership Grant	Prevention	Countywide	A program for students who are on probation, are habitually truant, have been expelled from other schools or have been referred by the District SARB.		COE	A \$10,500 grant received from the East Bay School - To - Career Partnership.
Urban Action Corps / Richmond Youth Academy	Prevention	City of Richmond	Youth at high risk of gang involvement, 12 - 16 years old for mentoring and community service employment, 10 months / 4 hours each Saturday	40 boys	Richmond Fire Dept. Black Professional Firefighters	
Youth Council	Prevention	East Bay Corridor	Administer Youth Mini-Grant Program for youth crime and violence prevention activities	15 youth 13 - 20 years old	East Bay Public Safety Corridor Partnership	
Youth Together	Prevention	West Contra Costa County	Mentoring to youth at Helms Middle School; Community organizing involving 10 youth organizers, ages 15 to 18, focusing on interracial violence prevention.	30 mentees and 10 youth organizers	Helms Middle School and Richmond High School	Funded by the US Department of Education.

PROGRAM	CONTINUUM CATEGORY	SERVICE AREA	ELIGIBLE CLIENTS	PROGRAM SIZE	SPONSORING AGENCY	STATUS
Project SEED	Prevention	Richmond	Elementary school children who have suffered a loss or who themselves have a terminal illness	10 youth	Harry Ells school	\$50,000 grant funded by United Way.
Sheriff's Dept. Youth Academy	Prevention	Countywide	Any youth 14 – 18 to strengthen relationship between peace officers and youth.	7 youth	Sheriff's Dept.	East Bay Public Safety Corridor Partnership funded.
Systemic and Thoughtful Organization of Prevention and Parenting Programs (S.T.O.P.)	Prevention	West County	Pre sexually and sexually active adolescents, pregnant and parenting teens, parents and families, adults at risk for unwed parenthood, absentee fatherhood	2,000 youth for training in responsibility and referral services for jobs and education	West County Community Collaborative  County Office of Education	State Department of Health Services grant.
Infant/Parent Program	Prevention and early intervention	Richmond and Pittsburgh	Home-based counseling for mothers (including teen mothers) of high-risk infants from birth to 4 years.	29 clients	Family Center in Richmond, also in Pittsburgh	Funded by MediCal and County Mental Health.
JJDP	Prevention and early intervention	West Contra Costa County, mostly Richmond, north Richmond and San Pablo	Similar to Generations program	Southeast Asian Youth (not strictly Mien, unlike Generations), ages 12 – 18	Helms Middle School and Richmond High School/ International Institute	Funded by the OCJP.
Early Childhood Assessment and Treatment Team	Prevention and Intervention	Richmond	Provides assessment and play therapy for children ages 1 – 6 and counseling for teen mothers	26 youth	Family Center, Richmond, CA	Funded by MediCal and County Mental Health (EPSDT).

PROGRAM	CONTINUUM CATEGORY	SERVICE AREA	ELIGIBLE CLIENTS	PROGRAM SIZE	SPONSORING AGENCY	STATUS
Reclaiming Our Children and Families	Prevention and intervention	West Contra Costa Unified School District	Comprehensive case management; truant youth on probation and court wards with substance abuse, gang, family problems / 15 years old or younger.	Goal: 200 per year	WCCUSD, Probation, Police Community-based agencies	
Healthy Start	Prevention, intervention, aftercare	Bay Point (4 schools), Parkside School, OAYRF School and West County, Monument Corridor, Antioch (Marsh School), Richmond High, Portola and Helms Middle Schools, East County Consortium (Alternative Programs in Pittsburg, Anitoch, County Office of Education)	At-risk families and youth providing case management, health services, afterschool programs, referrals	Variable	California Foundations, State Department of Education, local school districts and County agencies	
Regional Intake Assessment Centers	Short-term detention Diversion Early intervention	West and East County	Minors arrested by local law enforcement/ Youth pending detention hearing/ Status offenders	10-20 youth	Probation, Health Services, Social Service, law enforcement, CBOs	Program elements defined.  No funding identified.
<b>INTERVENTION PROGRAMS:</b>						
Drug Court	Intervention	Started in West County, will eventually expand to countywide	To be determined	Proposed 30 youth per Probation officer	Juvenile Court/Probation	Started in West County in early 2000.



PROGRAM	CONTINUUM CATEGORY	SERVICE AREA	ELIGIBLE CLIENTS	PROGRAM SIZE	SPONSORING AGENCY	STATUS
School Challenge Teams	Early intervention; intensive supervision	Countywide	602 W&I wards, informal probationers, non-ward police and school referrals.	1,000 youth (approximately 100 youth per school)	Contra Costa County Probation	Funded by BOC Challenge Grant. To be expanded using Crime Prevention Act funding.
Adolescent Family Life Program	Intervention	Countywide, based in Pittsburg and Richmond	Boys and girls between the ages of 14-21 years old	40 clients in Pittsburg, 40 clients in Richmond	East Bay Perinatal	State Department of Health Services-funding renewed annually.
CalLearn Program	Intervention	Countywide	Provides comprehensive case management to pregnant and parenting teens on CalWORKs, have not received GED or High School Diploma	300 clients	East Bay Perinatal	Funded by the State on a yearly basis.
Golden Gate Community School	Intervention and Treatment	Countywide	The goal of the program is to transition youth back to ordinary schools.	Students who are on probation, are habitually truant, have been expelled from other schools or have been referred by the District SARB.	COE	
Volunteers in Probation	Intervention, treatment	Countywide	Youth on Probation	Mentoring for 10 girls- mentoring and other services by 50 volunteers	Probation	SafeFutures funded. To be funded with CPA 2000 dollars when SafeFutures grant ends 9/30/01.
Step Up and Lead Girls Mentoring Program	Intervention, treatment, aftercare	Countywide	Girls leaving Juvenile Hall/ 12-18 years old who volunteer for program matched with adult 21 and older for at least one year	20 girls and 20 adult mentors	Probation, Families First	SafeFutures funding. Crime Prevention Act funding to be used when SafeFutures ends 9/30/01.

PROGRAM	CONTINUUM CATEGORY	SERVICE AREA	ELIGIBLE CLIENTS	PROGRAM SIZE	SPONSORING AGENCY	STATUS
Richmond Gang Intervention	Prevention, Intervention	Kennedy, El Cerrito High Schools, Portola Middle	Youth in gangs or at risk of gang involvement	50 gang members returning from OAYRF; 90+ "at risk" in schools	Probation/WCC USD/RPD/DA/ Courts/Youth Services Bureau/ CBOs	SafeFutures funding secured at \$350,000/year. Crime Prevention Act funding to be used when SafeFutures ends 9/30/01.
Mirror Images: Nurturing Directions (MIND) Mentoring Program	Prevention	West County	Girls in selected Richmond elementary schools	Variable/ 30 matched mentor-mentee pairs	WCCUSD/Youth Services Bureau	SafeFutures funding.
Youth Court	Prevention, diversion, Intervention	Countywide	Youth 12-17 as clients with misdemeanor to serious offenses	Variable	Probation, CAO, Juvenile Court, DA, PD, police	Program to be defined and funding identified.  Have secured volunteer attorneys.
<b>TREATMENT PROGRAMS:</b>						
Federal Family Preservation/ Support Program	Early Intervention	Countywide	Families with youth at risk of out-of-home placement/crisis	Intensive in-home family preservation serves 150 families per year	Probation, Social Service	Started 1967/ \$660,000/year.
	Prevention	Pittsburg, Richmond	Families in target areas with dependent and non dependent youth in their homes	Kinship Care (outreach, advocacy, I&R)	Social Service, CBOs	Started 1997/ \$300,000/year.
	Prevention	North Richmond	Families in target area with substance abuse, out-of-home placement issues	Shared Family Care for 10 families/year living with 10 mentor families for 6 months	Social Service, CBOs	Started 1997/ \$140,000/ Coordinate with SIT.

PROGRAM	CONTINUUM CATEGORY	SERVICE AREA	ELIGIBLE CLIENTS	PROGRAM SIZE	SPONSORING AGENCY	STATUS
System of Care	Intervention, Treatment, Sanction	County-wide	A multi-component grant aimed at changing the way counties handle emotionally disturbed children	Variable, depending on service modality	Partnership between Probation, school districts, and County Mental Health	Grant of \$1.2 million received.
Summit Mental Health Unit	Post adjudicated Aftercare	Countywide located at Juvenile Hall site	Emotionally disturbed, serious delinquents, reduce group home placements/12-18 years old for 6 months	20 boys Court ordered to placement and screened by Probation and Mental Health	County Office of Education/ Probation/Health Services	Opened 11-96 with SafeFutures, System of Care (3015), Probation and MediCal funding/ \$1 million per year. Crime Prevention Act 2000 funding will be a funding source.
Day Treatment Program	Pre and Post adjudicated	Three sites	Youth on home supervision, electronic monitoring, placement diversion, probation	30 youth at each site	Probation/CBOs	Began operating May 2000.
Service Integration / Family Service Centers	Prevention	Bay Point and North Richmond	Families receiving four or more County services from three County departments (Health, Probation, Social Service)	600 families in Bay Point and 300 families in North Richmond	Contra Costa County	Integrated County services of \$1.7 million at two sites/ developing seven additional sites.
Youth Interagency Assessment and Consultation Team	Prevention Early Intervention	Countywide	Youth in juvenile institutions requiring crisis intervention and case management and psychological testing	90 per month	Health Services	Started 1980.

PROGRAM	CONTINUUM CATEGORY	SERVICE AREA	ELIGIBLE CLIENTS	PROGRAM SIZE	SPONSORING AGENCY	STATUS
Youth Build	Prevention Post adjudicated	West County	Ex-offenders, single mothers, homeless, high school drop-outs, gang members, West County residents	10-20 boys and girls	HUD/City of Richmond	SafeFutures funding at \$45,000/year.
State Family Preservation And Support Program	Prevention	Bay Point, Parkside, Coronado, North Richmond	Families at risk/ crisis in target areas for community development, I&R, job skills and placement	Variable	Social Service, Housing Authority, CBOs	\$100,000/year per site.
Juvenile Justice Treatment Programs	Substance abuse outpatient treatment Aftercare	East, Central and West County	Adolescents who have substance abuse problems  Self referrals and court ordered	Variable	Community Substance Abuse Services/CBO's	New Connections, REACH, Center for Human Development, Family Stress Center, Crossroads High School for Pregnant Teens, Kaiser, Neat Family, New Bridge Found, San Ramon Valley Discovery Center, Gateway Project, TriCities Discovery Center, Youth Services Bureau.
Chris Adams Girls' Treatment Center	Treatment	Countywide	Adjudicated girls with serious emotional/mental health problems	20 residential beds, 10 day treatment slots	Probation, Mental Health, Social Services	Program opened December 1999.

PROGRAM	CONTINUUM CATEGORY	SERVICE AREA	ELIGIBLE CLIENTS	PROGRAM SIZE	SPONSORING AGENCY	STATUS
Education Technology Grant	Treatment	Countywide	Provides resources for networking, the community school classrooms at Harry Ells, hardware, software and staff development		COE	The grant is for \$21,500.
<b>GRADUATED SANCTIONS:</b>						
Aftercare Case Management	Aftercare	Countywide	All youth leaving OAYRF on specialized caseload for 1.5 months and then put on regular caseload	75 youth per caseload	Probation	Funding secured from SafeFutures and Probation for 2 DPOs/Started 9-96. To be funded using Crime Prevention Act 2000 funding when SafeFutures funding ends 9/30/01.
Community Probation Officers	Diversion, Pre and post adjudication	West County, Central County, East County	At risk youth and court wards to reduce truancy and crime rates around schools	35-60 per caseload	Probation, School Districts	Three DPOs assigned to Pinole Middle, Mt. Diablo and Olympic High, Pittsburg High and Riverside Continuation.  To be expanded using Crime Prevention Act funding.
Transition Center	Post adjudicated	Countywide / located at Juvenile Hall	Low risk placement cases and pre-ranch	25 – 50 youth	Contra Costa County / Probation	Discussion with CAO, Probation, Social Services.
Crystal Creek	Post Adjudicated Aftercare	Countywide	Ages 15-17, boys, no violence, arson, sex	2-4 boys	Shasta County, State of CA	Wait list/\$2,200 month/possible entry to CA Conservation Corps after 18.

PROGRAM	CONTINUUM CATEGORY	SERVICE AREA	ELIGIBLE CLIENTS	PROGRAM SIZE	SPONSORING AGENCY	STATUS
Sherman House Reunification	Post adjudicated Placement Diversion	Countywide / located in Central County	W&I 602, ages 12 – 17, no violence, arson, serious sex  Probation referred	Six beds	Children's Home Society / Contra Costa County	Private construction funding provided for renovation.
New Juvenile Hall/ Treatment Facilities	Pre and post adjudicated	Countywide / located at current Juvenile Hall site	Youth detained and committed by court	200 secure detention beds, 100 locked	Contra Costa County / Probation	State violent offender grant provided funding for additional 10 beds. Construction expected to begin Spring 2001.
Electronic Monitoring	Pre and post adjudicated Home Supervision	Countywide	No violence, arson, sex/in-custody screening by probation	75 youth	Superior Court/Probation	Start date 10/95.
Orin Allen Youth Rehabilitation Facility	Ranch	Countywide / located in Byron	Boys 12 – 18 committed by the court  Housing allows for separation of younger and older boys.	Expand 74 bed minimum security facility by 26 beds	Contra Costa County / Probation	Architectural program completed for additional housing.

## F. PRESENT ROLE OF COLLABORATIONS

### 1. History

This Comprehensive Multiagency Juvenile Justice Plan builds upon more than a decade of work and activism in Contra Costa County. The County has been engaged in a systematic and sustained effort to improve its juvenile justice system for more than fifteen years, beginning with the creation of a Juvenile Justice Master Plan in the mid 1980s. *The impetus for this decade plus of planning and innovation was not tied to grant opportunities, but to concerns within the County to attend to the welfare of its youth and citizens.*

In 1992 the County Board of Supervisors instituted the Juvenile Systems Planning Advisory Committee (JSPAC) to lead the County's efforts to replace or improve the Hall and to enhance the whole range of sanctions and services in the juvenile justice system. Today, JSPAC continues as an active voice in the County. JSPAC's membership includes representation of all of the County's youth and family service and juvenile justice agencies, along with representatives from other advisory boards, community based organizations and service providers, labor, taxpayers associations, and citizens from each supervisorial district.

The following chronology summarizes the County's on-going efforts since the creation of JSPAC to review juvenile justice needs and create programs to address the issues identified in planning.

1994	<ul style="list-style-type: none"> <li>• JSPAC issues <u>Continuum of Care</u> report calling for 300 secure beds at the Hall site by the Year 2005, and urging creation of electronic monitoring, intensive supervision probation, locked mental health treatment, and day reporting. JSPAC also stresses the need for more programs for girls, to provide them equal access to services.</li> <li>• County Administrator's Office and Juvenile Court initiate study of the functions and operations of Probation. Among other things, report recommends "outstationing" probation officers in schools, police departments, and other local community centers.</li> </ul>
1995	<ul style="list-style-type: none"> <li>• JSPAC's Continuum of Care results in federal SafeFutures grant, which funds mental health treatment unit for post-disposition boys (the Summit Center), intensive aftercare for youth leaving the Boys Ranch, school based prevention programs, gang intervention programs, and a Volunteers in Probation program.</li> <li>• Juvenile Electronic Monitoring (JEM) instituted by Probation to ease population pressures at Hall.</li> </ul>
1996	<ul style="list-style-type: none"> <li>• Hall population down, in part because of JEM, but still over capacity on frequent occasions.</li> <li>• SafeFutures grant begins operation. Summit Center opens in unit adjacent to Hall, with 20 treatment beds for boys who would</li> </ul>

otherwise go to placement.

- Community Punishment Options Plan recommends expansion at the Boys Ranch and increased use of community alternatives (such as JEM and day reporting).
- 1997
- Planning begins for a Girls Treatment Center (comparable to the Summit Center for boys).
  - Hall capacity remains at 160. Custody alternatives (Home Supervision and JEM) up from 39 ADP in 1995 to 143 by 1998.
- 1998
- Work begins on 10-bed expansion to Hall (under Violent Offender Incarceration Grant) and 26-bed expansion at Boys Ranch (Orin Allen Youth Rehabilitation Facility).
  - Through SafeFutures, County receives OJJDP assistance in the "Comprehensive Strategy"—a planning model requiring detailed community risk data as basis for key leaders to set justice priorities.
  - Comprehensive Strategy's Strategic Plan completed by JSPAC, updating the Continuum of Care, and listing the following as top priorities: new Juvenile Hall, Girls Treatment Unit and other programs for girls, and day reporting program for boys. Comprehensive Strategy consultants work with Probation to develop "structured decision-making" (objective risk/needs instruments for classifying juveniles for probation supervision).
  - Funding identified for the Girls Treatment Unit; site and funding identified for day reporting center, also at current Hall complex.
  - County receives Challenge I Grant to place probation officers in schools.
  - Planning begins for day treatment for girls and for day reporting for boys.
- 1999
- Chris Adams Girls Treatment Center opens to serve as a residential placement for 20 girls who have failed other placements and/or who have serious mental health conditions that require intensive treatment and close supervision.
  - County receives Challenge II funding to focus on program for girls, including "Circle of Care" Day Treatment Centers and Living Skills Foster Care Program.
- 2000
- The Edgar Transition Center, a day reporting program which allows early release to community supervision for boys, opens.



## 2. Collaboration on Policy Making

At the level of planning and policy making, Contra Costa County uses two main interagency bodies: JSPAC, which addresses juvenile justice issues, and the Policy Forum, initially established under AB 1741 to set overall policy regarding all children and family issues. The Policy Forum also works with the Family and Human Services Committee of the Board of Supervisors to oversee the Children's Report Card and the Children's Budget.

Both JSPAC and the Policy Forum are broadly inclusive. The Policy Forum includes all pertinent county department heads, plus representatives of community organizations, cities, and schools. JSPAC's membership was described above.

The Juvenile Justice Coordinating Council (JJCC) serves as another key interagency planning body and works closely with the JSPAC and Policy Forum. The JJCC's membership is outlined in law, its make-up resembles the JSPAC's and the Policy Forum's. The JJCC played a pivotal role in updating the local action plan and preparing for submittal of our application for Crime Prevention Act 2000 (CPA 2000) funding by reviewing the status of the current system, identifying gaps in services and prioritizing programs.

Another major collaborative is the Contra Costa Future Corps. Future Corps grew out of prior experience with the Business Leaders Alliance, an informal group of business executives who met with the County Administrator and members of the Board of Supervisors to discuss various topics of county management. The Business Leaders Alliance determined that its primary area of interest was in children and family issues, including juvenile justice.

The Future Corps is designed to involve the private sector—businesses and private foundations—in a collaborative effort to enlist the community at-large in identifying and implementing needed prevention programs.

## 3. Collaboration in Service Delivery

Interagency collaboration has emerged as a hallmark of how services are delivered in Contra Costa County. The County has two service integration sites—one-stop shopping locations—at which Probation, Social Services and other county agencies work as teams. Probation, Mental Health and the County Office of Education, for example, jointly operate the Summit Center program for boys as well as the Chris Adams Girls Treatment Unit. Under SafeFutures, the County fields the Gang Core Team—a collaboration of community organizations, Probation, employment agencies, schools and local police—to provide team case management of 50 active youth gang members returning to West County from the Orin Allen Youth Rehabilitation Facility (OAYRF), the County's commitment facility.

The Probation Department is continually striving to strengthen ties with outside agencies and groups. The County's Challenge I program, for example, outstations probation officers in high schools to provide supervision and intensive services to offenders and other at-risk youth. The program's evaluation have found that the Challenge Grant Probation Officers created new roles for themselves, becoming part of the school community. These probation officers also

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established new collaborative relationships with many partners, including school administrators and staff.

This emphasis on collaboration continues with the County's Crime Prevention Act 2000 application, as the programs proposed for funding all include a close working relationship with key partner agencies, both public and private. The proposed Community Probation Program, for example, will focus on outstationing probation officers in various police agencies throughout the county to focus on high-risk youth, at-risk youth and chronic offenders. Working non-traditional hours, the probation officers will collaborate with police agencies, schools and community based organizations to help prevent offending behavior. The program emphasizes the importance of maximizing the strengths of family, school and community resources when designing approaches for solving problems. Active participation and buy-in from all partners is critical to successful outcomes.

## G. STRENGTHS AND CHALLENGES OF THE PRESENT SYSTEM

### 1. Strengths

The strongest aspects of Contra Costa County's juvenile justice system are for the most part detailed in prior sections of this report.

JSPAC is one crucial asset. It is rare that an advisory group will maintain its commitment for so long. JSPAC has been an effective advocate within the County, arguing for and monitoring various enhancements to the continuum of care. JSPAC is also an example of the ongoing commitment within the County to collaboration and broad-based involvement in the justice policy making.

A second strength is that there is broad coverage of all aspects of the continuum of care. Although gaps in service still exist, the County is gradually filling in those areas with new programs or new ways of providing service. The continual evaluation and review of the system facilitates the identification of such gaps.

As previously discussed, interagency collaboration has increasingly become a central component of service delivery. The Summit Center, the Chris Adams Girls Treatment Center, the Gang Core Team, and the Challenge I High School Challenge Teams all represent examples of programs that have developed strong support and have produced positive outcomes, in large part because they are based on successful collaborations. All are also examples of the gradual breaking of traditional boundaries or walls between agencies. This focus on partnership enhances the quality and effectiveness of services.

Another systemwide asset is the emerging emphasis on data-based policy-making and outcome driven budgeting. This trend is still relatively new in the County, but there is consensus that the approach is appropriate and healthy. As data systems improve, and as we learn how to use data in planning and program implementation and assessment, it is likely that our juvenile justice system will be more effective.

It is also significant to note that intensive evaluations have shown that several specific juvenile justice programs operated by the County produce positive outcomes. For example, an evaluation of the Challenge I program found that the interventions and specialized referrals coordinated by the on-site probation officers resulted in clients being more attached to their school communities, creating more opportunities for pro-social development. A separate evaluation of the Circle of Care Day Treatment Program for girls that was funded with Challenge II dollars found participants experience fewer missed classes. Finally, evaluations indicate that placement and detention alternatives such as Placement Diversion, Family Preservation and Juvenile Electronic Monitoring not only help control costs associated with the most expensive resources in the system, they have also helped to strengthen families and mitigate some of the risk factors associated with delinquency. One parent noted that he liked the JEM program because it kept his child at home, where the parent could supervise the youth and enforce homework study requirements.

Contra Costa County also has particularly strong aftercare services. It is well known that whatever benefits accrue from treatment while in custody or placement often quickly fade away when the offender returns to his or her home and neighborhood setting. To correct this, the County has developed intensive supervision and/or wraparound services for youth returning home from a variety of settings. Evaluations found that after receiving aftercare services, those youth who do re-offend commit less serious offenses.

An additional strength is the County's in-custody programs and services. The boys ranch (OAYRF), for example, has a variety of sound educational, vocational, substance abuse and gang intervention programs. The Chris Adams Girls' Treatment Center is a model for the state, if not the nation, in providing similar services for girls.

## 2. Challenges

Through ongoing and inclusive planning and implementation processes, Contra Costa County has built successful programs that directly respond to a variety of needs. One of its main priorities is to sustain those programs that have proven to produce positive results for youth, families and the community-at-large. Specifically, the County is focused on continuing the High School Challenge Teams and SafeFutures program, the grants for which are scheduled to conclude within the 2001-02 fiscal year. Its CPA 2000 application prioritizes continuation of these programs, because their loss would severely weaken the County's Continuum of Care.

The need to leverage and blend funding remains an ongoing challenge. The County has long demonstrated a commitment to leveraging funds as a way to better meet the multiple needs of clients and provide a richer array of services. Its Summit Center, for example, blends funding from such sources as federal SafeFutures grant dollars (which are scheduled to expire in the 2001-02 fiscal year), AB 3015 mental health system-of-care moneys, Medi-Cal matching funds, County Office of Education and County General Fund dollars.

Although the blending of funding leads to the availability of more integrated services, achieving this positive outcome can require a great deal of effort. Too often, Contra Costa County, like other public agencies, encounters federal and state regulatory barriers in its attempts to blend funding. The County continues to work to identify and eradicate these barriers so that youth and their families can receive needed services.

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## II. IDENTIFICATION AND PRIORITIZATION OF NEIGHBORHOODS, SCHOOLS AND OTHER AREAS FACING A SIGNIFICANT RISK FROM JUVENILE CRIME

Following is a review of community indicators of various risk factors known to be associated with delinquent and violent behavior that was produced for the County's 1998 Strategic Plan. The tables depict the relative severity of each risk factor by city. The number "1" means that the risk factor is relatively low in the city, while "5" means that the problem is relatively severe. Although the data is far from complete, it does provide a picture of what problems are found in which areas of the County.

It is important to note that the severity of these risk factors plays a major role in the determination of program sites. Communities facing more serious problems would receive a higher priority for an out-stationed probation officer in the new Community Probation Program, for example, as compared to a community with lower risk factors. In determining site selections, the County uses this information to identify areas of high need and then works with the appropriate partner agencies, such as police departments or schools, to finalize locations.

Please note that the following tables were copied from the 1998 Strategic Plan.

Comprehensive Strategy Grid

	% of elementary children receiving free or reduced price lunches	total prison population per 1,000 residents	Referrals for child abuse	% of births that are to teenagers	liquor stores per 1000 residents	domestic abuse contacts per 1,000 residents	felonies per 1,000 residents	Person/felonies per 1,000 residents	Adults over 25 with at least a high school education	Juvenile probationers per 1,000 residents
Alamo	1	1	1	1	1	n/a	n/a	1	1	n/a
Antloch	4	5	5	6	3	6	4	4	4	4
Brentwood	4	4	4	4	5	n/a	3	3	5	4
Byron & Discovery Bay	2	3	3	3	1	n/a	n/a	n/a	2	3
Clayton	1	3	3	3	2	7	1	2	2	2
Concord	4	4	4	4	3	8	4	4	3	3
Crockett & Rodeo	4	5	5	5	5	n/a	n/a	n/a	4	5
Danville	1	1	1	1	2	9	1	2	1	1
El Cerrito	4	2	2	2	3	9	4	3	3	2
Hercules	3	3	3	3	1	4	3	4	3	3
Kensington	1	1	n/a	n/a	n/a	n/a	2	3	n/a	n/a
Lafayette	1	2	2	2	2	2	1	1	1	1
Martinez	3	4	4	4	4	n/a	2	3	3	3
Moraga	1	1	1	1	1	n/a	1	1	1	1
Oakley	4	5	5	5	2	n/a	2	4	4	3
Orinda	1	1	1	1	1	n/a	n/a	1	1	1
Pinole	4	3	3	3	3	1	4	3	3	4
Pittsburg	5	5	5	5	3	3	5	5	5	5
Pleasant Hill	2	3	3	3	4	4	3	2	2	2
Richmond	5	4	4	4	4	5	5	5	5	5
San Pablo	5	4	4	4	5	5	5	5	5	5
San Ramon	1	2	2	2	3	3	1	1	1	2
Walnut Creek	1	2	2	2	3	2	2	3	1	1

Population Grid, 1997 estimates

Place	Zip Code(s)	Population- city limits only	Population other areas	Total Population
Alamo	94507	13,477	-	13,477
Antioch	94509	76,500		76,500
Brentwood	94513	14,500		14,500
Byron & Discovery Bay	94514	7,200		7,200
Clayton	94517	10,050		10,050
Concord	94518, 94519, 94520, 94521	111,800		111,800
Crockett & Rodeo	94572, 94525	11,900		11,900
Danville/Blackhawk and Diablo	94506, 94526	38,100	9,100	47,200
El Cerrito	94530	23,300		23,300
Hercules	94547	18,800		18,800
Kansington	not possible	5,000		5,000
Lafayette	94549	23,600		23,600
Martinez/Pacheco and Vine Hill	94553	35,350	6,500	41,850
Moraga	94556	16,350		16,350
Oakley	94561	25,000		25,000
Orinda	94563	16,900		16,900
Pinole	94564	18,150		18,150
Pittsburg/Baypoint	94565	50,800	19,000	69,800
Pleasant Hill	94523	31,450		31,450
Richmond/North Richmond, Richmond Heights, El Sobrante	94801, 94803, 94804, 94805	91,300	15,600	106,900
Richmond/North Richmond, Richmond Heights, El Sobrante(- Hillcrest for zip info)	94801, 94803, 94804, 94805	82,070	15,600	97,670
San Pablo/Bay View-Montalvan, Tara Hills, Rollingwood, (+ Hillcrest for zip info)	94806	25,950	20,580	46,530
San Pablo/Bay View-Montalvan, Tara Hills, Rollingwood(- Hillcrest)	94806	25,950	11,350	37,300
San Ramon	94583	41,950		41,950
Walnut Creek	94595, 94596, 94598	62,200	14,000	76,200

indicator of children in poverty: school lunch assistance

City	% of children receiving free or reduced price lunches	rank
San Pablo	79.3%	5
Richmond	75.6%	5
Pittsburg	65.7%	5
Crockett/Rodeo	39.8%	4
El Cerrito	38.9%	4
Antioch	38.7%	4
Brentwood	35.6%	4
Concord	35.4%	4
Oakley	32.1%	4
Pinole	30.9%	4
Martinez	24.4%	3
Hercules	23.6%	3
Byron	17.2%	2
Pleasant Hill	14.9%	2
Walnut Creek	6.8%	1
Kensington	6.6%	1
San Ramon	3.3%	1
Clayton	2.8%	1
Danville	2.1%	1
Alamo	0.7%	1
Lafayette	0.1%	1
Moraga	0.0%	1
Orinda	0.0%	1
<b>Source: School Enrollment and Meal Enrollment, 1996</b>		
<b>California Department of Education, Education Finance Division</b>		
<b>Reported by school</b>		
<b>Only elementary school data was used because there is more intermingling of areas in middle and high schools.</b>		



Indicator of children in poverty: school lunch assistance

School	Public Enrollment	# of students		% receiving free or reduced price lunches
		enrolled in program	enrolled in lunch program	
Alamo Elementary Schools	942	7		0.7%
Alamo Middle Schools	656	5		0.8%
Antioch Elementary Schools	8101	3139		38.7%
Antioch Middle Schools	3925	1244		31.7%
Brentwood Elementary Schools	1594	567		35.6%
Brentwood Middle Schools	1268	353		27.8%
Byron Elementary Schools	644	111		17.2%
Byron Middle Schools	319	44		13.8%
Clayton Elementary Schools	749	21		2.8%
Clayton Middle Schools	575	41		7.1%
Concord Elementary Schools	7682	2719		35.4%
Concord Middle Schools	3646	1116		30.6%
Crockett Elementary Schools	940	374		39.8%
Crockett Middle Schools				
Danville Elementary Schools	4153	89		2.1%
Danville Middle Schools	2205	24		1.1%
El Cerrito Elementary Schools	1746	679		38.9%
El Cerrito Middle Schools	982	634		64.6%
Hercules Elementary Schools	1439	340		23.6%
Hercules Middle Schools				
Kensington Elementary Schools	545	36		6.6%
Kensington Middle Schools				
Lafayette Elementary Schools	2251	3		0.1%
Lafayette Middle Schools	1143			0.2%

Indicator of children in poverty: school lunch assistance

School	Public Enrollment		# of students enrolled in lunch program	% receiving free or reduced price lunches	
	Enrollment				
Martinez	2864	699	24.4%		
Martinez	905	212	23.4%		
Moraga	1180	0	0.0%		
Moraga	679	2	0.3%		
Oakley	2835	909	32.1%		
Oakley	1149	336	29.2%		
Orinda	1557	0	0.0%		
Orinda	765	0	0.0%		
Pinole	2024	626	30.9%		
Pinole	943	252	26.7%		
Pittsburg	6480	4256	65.7%		
Pittsburg	2945	1682	57.1%		
Pleasant Hill	3391	506	14.9%		
Pleasant Hill	2042	191	9.4%		
Richmond	8799	6653	75.6%		
Richmond	971	472	48.6%		
San Pablo	4058	3220	79.3%		
San Pablo	1044	973	93.2%		
San Ramon	3904	128	3.3%		
San Ramon	1220	35	2.9%		
Walnut Creek	4393	298	6.8%		
Walnut Creek	2126	133	6.3%		

Indicator of community norms and parental involvement in crime: adult felony probationers

Place	Total Population	felony probationers	Rate per 1000 residents
Alamo	13,477	3	0.22
Antioch	76,500	254	3.32
Brentwood	14,500	32	2.21
Byron/Discovery Bay	7,200	9	1.25
Clayton	10,050	14	1.39
Concord	111,800	332	2.97
Crockett/Rodeo	11,900	55	4.62
Danville	47,200	29	0.61
El Cerrito	23,300	21	0.90
Hercules	18,800	38	2.02
Kensington	5,000	3	0.60
Lafayette	23,600	9	0.38
Martinez	41,850	120	2.87
Moraga	16,350	9	0.55
Oakley	25,000	51	2.04
Orinda	16,900	3	0.18
Pinole	18,150	40	2.20
Pittsburg/Baypoint	69,800	336	4.81
Pleasant Hill	31,450	50	1.59
Richmond	106,900	623	5.83
San Pablo	37,300	158	4.24
San Ramon	41,950	26	0.62
Walnut Creek	76,200	69	0.91
<b>Source: Count of Adult Felony Probationers - January 1998</b>			
<b>Contra Costa County Probation Department</b>			
<b>Provided by area</b>			

Indicator of community norms and parental involvement in crime: adult felony probationers

Place	Rate per 1000 residents	Rank
Alamo	0.22	1
Antioch	3.32	4
Brentwood	2.21	3
Byron/Discovery Bay	1.25	2
Clayton	1.39	2
Concord	2.97	4
Crockett/Rodeo	4.62	5
Danville	0.61	1
El Cerrito	0.90	2
Hercules	2.02	3
Kensington	0.60	1
Lafayette	0.38	1
Martinez	2.87	4
Moraga	0.55	1
Oakley	2.04	3
Orinda	0.18	1
Pinole	2.20	3
Pittsburg/Baypoint	4.81	5
Pleasant Hill	1.59	2
Richmond	5.83	5
San Pablo	4.24	5
San Ramon	0.62	1
Walnut Creek	0.91	2

Indicator of Child Abuse: Suspected Child Abuse Referrals Received

Town	Children Referred per 1000 Residents	Rank
Alamo	0.74	1
Antioch	12.30	5
Brentwood	7.38	4
Byron/Discovery Bay	3.06	3
Clayton	3.88	3
Concord	7.77	4
Crockett/Rodeo	12.10	5
Danville	1.02	1
El Cerrito	2.15	2
Hercules	2.66	3
Kensington	n/a	n/a
Lafayette	1.57	2
Martinez	8.32	4
Moraga	0.98	1
Oakley	10.40	5
Orinda	0.71	1
Pinole	2.70	3
Pittsburg	13.17	5
Pleasant Hill	3.66	3
Richmond	8.22	4
San Pablo	9.07	4
San Ramon	1.45	2
Walnut Creek	1.71	2

Source: Children in Referrals Received - Sept 97 - Feb. 98  
 Child Welfare Services /Case Management System  
 Information is provided by zip code and may contain duplicated  
 children if more than one referrals were received in more than one month

Indicator of Child Abuse: Suspected Child Abuse Referrals Received

Town	Feb-98	Jan-98	Dec-97	Nov-97	Oct-97	Sep-97	sept-feb	rate per 1000 residents
Alamo	0	2	5	0	2	1	10	0.74
Antioch	204	211	114	140	122	150	941	12.30
Brentwood	17	15	15	16	22	22	107	7.38
Byron & Discovery Bay	4	4	3	9	0	2	22	3.06
Clayton	10	11	7	8	1	2	39	3.88
Concord	176	132	125	154	129	153	869	7.77
Crockett & Rodeo	21	22	11	18	38	34	144	12.10
Danville	4	6	9	10	9	10	48	1.02
El Cerrito	2	9	5	9	10	15	50	2.15
Richmond	16	12	4	14	24	24	94	
Hercules	7	5	18	5	12	3	50	2.66
Kensington	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Lafayette	9	2	10	8	4	4	37	1.57
Martinez	88	51	42	48	63	56	348	8.32
Moraga	5	5	3	1	0	2	16	0.98
Oakley	61	34	33	23	47	62	260	10.40
Orinda	1	0	3	2	3	3	12	0.71
Pinole	13	10	7	6	10	3	49	2.70
Pittsburg	205	120	131	128	174	161	919	13.17
Pleasant Hill	25	27	20	7	15	21	115	3.66
Richmond	138	132	111	112	143	167	803	8.22
San Pablo	89	74	66	63	75	55	422	9.07
San Ramon	5	17	9	6	14	10	61	1.45
Walnut Creek	22	22	33	18	27	8	130	1.71
unknown zip	200	115	167	160	164	181	987	
total referrals	1365	1069	1007	992	1119	1191	6743	
% unknown	14.7%	10.8%	16.6%	16.1%	14.7%	15.2%	14.6%	

Indicator of Family History of Problem Behavior: Birth Data

town	% of births that are to teenagers	rank	town	% of births to women who received first	rank
Kensington	n/a	n/a	Kensington	n/a	n/a
Pittsburg	15.3%	5	Lafayette	95.2%	1
San Pablo	14.6%	5	Danville	95.0%	1
Richmond	13.6%	5	San Ramon	94.8%	1
Antioch	11.0%	5	El Cerrito	94.4%	2
Pinole	8.9%	4	Orinda	93.4%	2
Concord	8.8%	4	Moraga	92.6%	2
Brentwood	8.0%	4	Clayton	92.4%	2
Oakley	7.8%	4	Walnut Creek	92.1%	2
Crockett & Rodeo	7.58%	4	Alamo	92.1%	2
Hercules	6.7%	3	Hercules	89.5%	3
Martinez	6.6%	3	Pleasant Hill	89.2%	3
Byron & Discovery Bay	6.5%	3	Oakley	85.1%	3
Pleasant Hill	4.0%	2	Pinole	83.7%	4
Clayton	3.4%	2	Byron & Discovery Bay	83.2%	4
El Cerrito	2.8%	1	Martinez	82.3%	4
San Ramon	2.3%	1	Richmond	79.8%	5
Alamo	2.0%	1	Antioch	79.5%	5
Walnut Creek	1.8%	1	San Pablo	78.9%	5
Danville	1.52%	1	Brentwood	78.3%	5
Orinda	1.5%	1	Concord	78.2%	5
Lafayette	1.1%	1	Crockett & Rodeo	76.6%	5
Moraga	0.0%	1	Pittsburg	71.8%	5

California Department of Health Services, 1995  
 pregnancy data is provided by zip code, zip codes with less than 5 births are not included

Indicator of the availability of alcohol and drugs: alcohol outlets

Place	Liquor Stores	Rate per 1,000 Residents	Rank
Kensington	n/a	n/a	n/a
Brentwood	19	1.31	5
San Pablo	49	1.05	5
Crockett/Rodeo	12	1.01	5
Richmond	87	0.89	4
Martinez	36	0.86	4
Pleasant Hill	27	0.86	4
Pittsburg	53	0.76	3
El Cerrito	17	0.73	3
Pinole	13	0.72	3
San Ramon	28	0.67	3
Concord	74	0.66	3
Antioch	50	0.65	3
Walnut Creek	48	0.63	3
Clayton	6	0.60	2
Lafayette	14	0.59	2
Oakley	14	0.56	2
Danville	26	0.55	2
Byron/Discovery Bay	3	0.42	1
Orinda	7	0.41	1
Hercules	7	0.37	1
Alamo	5	0.37	1
Moraga	4	0.24	1
<b>Source: Count of Retail Licences in Contra Costa County as of July 1,</b>			
<b>State of California Department of Alcohol and Beverage Control</b>			
Information provided by zip code			



Indicator of the availability of alcohol and drugs: alcohol outlets

Place	Total Population	Liquor Stores	Rate per 1,000 Residents
Alamo	13,477	5	0.37
Antioch	76,500	50	0.65
Brentwood	14,500	19	1.31
Byron/Discovery Bay	7,200	3	0.42
Clayton	10,050	6	0.60
Concord	111,800	74	0.66
Crockett/Rodeo	11,900	12	1.01
Danville	47,200	26	0.55
El Cerrito	23,300	17	0.73
Hercules	18,800	7	0.37
Kensington	5,000	n/a	n/a
Lafayette	23,600	14	0.59
Martinez	41,850	36	0.86
Moraga	16,350	4	0.24
Oakley	25,000	14	0.56
Orinda	16,900	7	0.41
Pinole	18,150	13	0.72
Pittsburg	69,800	53	0.76
Pleasant Hill	31,450	27	0.86
Richmond	97,670	87	0.89
San Pablo	46,530	49	1.05
San Ramon	41,950	28	0.67
Walnut Creek	76,200	48	0.63
<b>Source: Count of Retail Licences in Contra Costa County as of July 1, 1997</b>			
<b>State of California Department of Alcohol and Beverage Control</b>			
<b>Information provided by zip code</b>			

Indicator of community norms: crime statistics

City	Felonies per 1,000 residents	Rank	City	Person Felonies per 1,000 residents	Rank
Alamo	no crime data		Alamo	no crime data	
Byron/Discovery Bay	no crime data		Byron/Discovery Bay	no crime data	
Crockett/Rodeo	no crime data		Crockett/Rodeo	no crime data	
Oakley	no crime data		Oakley	no crime data	
San Pablo	27.4	5	San Pablo	8.67	5
Richmond	27.2	5	Richmond	7.06	5
Pittsburg	20.2	5	Pinole	5.67	5
El Cerrito	17.9	4	Antloch	3.96	4
Pinole	17.9	4	Concord	3.88	4
Concord	16.5	4	Pittsburg	3.79	4
Antloch	16.4	4	Hercules	3.51	4
Brentwood	11.2	3	El Cerrito	3.39	4
Pleasant Hill	9.2	3	Brentwood	2.31	3
Hercules	9.2	3	Martinez	2.21	3
Kensington	7.8	2	Pleasant Hill	2.13	3
Martinez	7.5	2	Danville	1.14	2
Walnut Creek	7.0	2	Walnut Creek	1.00	2
San Ramon	3.8	1	Lafayette	0.89	1
Lafayette	3.8	1	Clayton	0.82	1
Danville	3.6	1	Kensington	0.8	1
Moraga	2.3	1	San Ramon	0.77	1
Clayton	2.1	1	Orinda	0.18	1
Orinda	0.9	1	Moraga	0.12	1
<p>Source: Adult and Juvenile Arrests Reported - January through December 1996</p> <p>California Department of Justice, Law Enforcement Information Center</p> <p>Information reported by city limits. Information for unincorporated areas was not available by area.</p> <p>Population was estimated using the midpoint of city estimates for Jan. 1996 and Jan. 1997</p>					







Indicator of community norms: crime statistics

	Population	Felony Arrests - Hercules	Total Felonies	total adult	18-21 years old	% by 18-21 year olds	total Juvenile	Juvenile under 15	% by Juveniles under 15	% of crimes by 10-21
Hercules	18,800	personal	68	49	14	28.6%	17	4	23.5%	47.0%
Hercules	9.2	property	79	40	17	42.5%	39	14	35.9%	70.9%
Hercules	felonies per 1,000	drugs	16	14	1	7.1%	2	0	0.0%	18.8%
Hercules	3.51	weapons	4	4	0	0.0%	0	0	0.0%	0.0%
Hercules	person felonies per 1,000	DUI	2	2	0	0.0%	0	0	0.0%	0.0%
Hercules		other	6	3	2	66.7%	3	2	66.7%	83.3%
Hercules		total	173	112	34	30.4%	61	20	32.8%	54.9%
Kensington	Population	Felony Arrests - Kensington	Total Felonies	total adult	18-21 years old	% by 18-21 year olds	total Juvenile	Juvenile under 15	% by Juveniles under 15	% of crimes by 10-21
Kensington	5,000	personal	4	4	0	0.0%	0	0	0.0%	0.0%
Kensington	7.8	property	15	14	6	42.9%	1	0	0.0%	46.7%
Kensington	felonies per 1,000	drugs	15	15	1	6.7%	0	0	0.0%	6.7%
Kensington	0.80	weapons	2	2	1	50.0%	0	0	0.0%	50.0%
Kensington	person felonies per 1,000	DUI	0	0	0	0.0%	0	0	0.0%	#DIV/0!
Kensington		other	3	3	3	100.0%	0	0	0.0%	100.0%
Kensington		total	39	38	11	28.9%	1	0	0.0%	30.8%







Indicator of community norms: crime statistics

	Population	Felony Arrests - Pinole	Total Felonies	total adult	18-21 years old	% by 18-21 year olds	total Juvenile	Juvenile- under 15	% by Juveniles under 15	% of crimes by 10-21
Pinole	18,150	personal	103	63	15	23.8%	40	12	30.0%	53.4%
Pinole	17.9	property	124	63	18	21.7%	41	17	41.5%	47.6%
Pinole	felonies per 1,000	drugs	35	35	2	5.7%	0	0	n/a	5.7%
Pinole	5.67	weapons	1	1	0	0.0%	0	0	n/a	0.0%
Pinole		DUI	4	4	0	0.0%	0	0	n/a	0.0%
Pinole	person felonies per 1,000	other	57	45	13	28.9%	12	1	8.3%	43.9%
Pinole		total	324	231	48	20.8%	93	30	32.3%	43.5%
Pittsburg	Population	Felony Arrests - Pittsburg	Total Felonies	total adult	18-21 years old	% by 18-21 year olds	total Juvenile	Juvenile- under 15	% by Juveniles under 15	% of crimes by 10-21
Pittsburg	50,650	personal	192	154	28	18.2%	38	7	18.4%	34.4%
Pittsburg	20.2	property	198	123	50	40.7%	75	37	49.3%	63.1%
Pittsburg	felonies per 1,000	drugs	476	442	51	11.5%	34	0	n/a	17.9%
Pittsburg		weapons	27	24	6	25.0%	3	0	n/a	33.3%
Pittsburg	3.79	DUI	4	4	0	0.0%	0	0	n/a	0.0%
Pittsburg	person felonies per 1,000	other	126	122	16	13.1%	4	0	n/a	15.9%
Pittsburg		total	1023	869	151	17.4%	154	44	28.6%	29.8%





Misdemeanor Crime Statistics

Place	misdemeanors by adults	misdemeanors by juveniles	total misdemeanors	misdemeanors per 1000 residents
Alamo	0	n/a	n/a	n/a
Antioch	2071	821	2892	37.8
Brentwood	289	186	475	32.8
Byron/Discovery Bay	n/a	n/a	n/a	n/a
Clayton	43	20	63	6.3
Concord	3239	750	3989	35.7
Crockett/Rodeo	n/a	n/a	n/a	n/a
Danville	355	119	474	12.4
El Cerrito	581	164	745	32.0
Hercules	129	62	191	10.2
Kensington	52	2	54	10.8
Lafayette	175	86	261	11.1
Martinez	598	49	647	18.3
Moraga	101	104	205	12.5
Oakley	n/a	n/a	n/a	n/a
Orinda	53	50	103	6.1
Pinole	417	157	574	31.6
Pittsburg	1106	204	1310	25.8
Pleasant Hill	514	170	684	21.7
Richmond	1828	215	2043	22.4
San Pablo	773	115	888	34.2
San Ramon	267	164	431	10.3
Walnut Creek	983	259	1242	20.0
<b>Source: Adult and Juvenile Arrests Reported - January through December 1996</b>				
<b>California Department of Justice, Law Enforcement Information Center</b>				
<b>Information reported by city limits.</b>				
<b>Information for unincorporated areas was not available by area.</b>				

Girls Crime Statistics

Place	Population (city only)	felonies by boys	felonies by girls	% of felonies by girls	misdemeanors by boys	misdemeanors by girls	% of misdemeanors by girls
Alamo	13,477	n/a	n/a	n/a	n/a	n/a	n/a
Antioch	76,500	186	27	12.7%	550	271	33.0%
Brentwood	14,500	53	8	13.1%	148	38	20.4%
Byron/Discovery Bay	7,200	n/a	n/a	n/a	n/a	n/a	n/a
Clayton	10,050	1	2	66.7%	18	2	10.0%
Concord	111,800	225	64	22.1%	575	175	23.3%
Crockett/Rodeo	8,300	n/a	n/a	n/a	n/a	n/a	n/a
Danville	38,100	22	3	12.0%	89	30	25.2%
El Cerrito	23,300	97	16	14.2%	108	56	34.1%
Hercules	18,800	51	10	16.4%	51	11	17.7%
Kensington	5,000	1	0	0.0%	2	0	0.0%
Lafayette	23,600	17	2	10.5%	68	18	20.9%
Martinez	35,350	28	2	7.1%	28	20	40.8%
Moraga	16,350	19	1	5.0%	84	20	19.2%
Oakley	25,000	n/a	n/a	n/a	n/a	n/a	n/a
Orinda	16,900	0	2	100.0%	42	8	16.0%
Pinole	18,150	79	14	15.1%	114	43	27.4%
Pittsburg	50,800	139	15	9.7%	155	49	24.0%
Pleasant Hill	31,450	58	11	15.9%	116	54	31.8%
Richmond	91,300	303	45	12.9%	167	48	22.3%
San Pablo	25,950	87	16	15.5%	100	15	13.0%
San Ramon	41,950	42	5	10.6%	129	35	21.3%
Walnut Creek	62,200	67	32	32.3%	173	86	33.2%
Source: Adult and Juvenile Arrests Reported - January through December 1996							
California Department of Justice, Law Enforcement Information Center							
Information reported by city limits.							
Information for unincorporated areas was not available by area.							

Indicator of Low Adult Literacy Levels: Educational Attainment

Area	Adults age 25+ with low educational attainment	Total population	% of adults with low educational attainment
Alamo	265	6080	4.4%
Antioch	8264	43357	19.1%
Brentwood	2033	7428	27.4%
Byron & Discovery Bay	314	4238	7.4%
Clayton	450	6524	6.9%
Concord	8815	74848	11.8%
Crockett & Rodeo	1559	7337	21.2%
Danville	1638	38100	4.3%
El Cerrito	1972	21816	9.0%
Hercules	1013	10375	9.8%
Kensington	n/a	n/a	n/a
Lafayette	711	18420	3.9%
Martinez	4107	31330	13.1%
Moraga	307	10451	2.9%
Oakley	2837	13225	21.5%
Orinda	369	12248	3.0%
Pinole	1666	11374	14.6%
Pittsburg	9474	37569	25.2%
Pleasant Hill	1745	22253	7.8%
Richmond	14266	59590	23.9%
San Pablo	7882	29763	26.5%
San Ramon	1048	22804	4.6%
Walnut Creek	3412	59442	5.7%

Indicator of Community Norms. Juveniles on Probation

Place	Juvenile Probationers per 1000 Residents	Rate
Richmond	9.40	5
San Pablo	8.12	5
Pittsburg	7.77	5
Crockett & Rodeo	7.56	5
Antioch	5.93	4
Brentwood	5.72	4
Pinole	4.35	4
Oakley	3.92	4
Martinez	3.66	3
Hercules	3.40	3
Concord	2.92	3
Byron & Discovery Bay	2.92	3
Pleasant Hill	2.23	2
Clayton	1.89	2
El Cerrito	1.67	2
San Ramon	1.45	2
Lafayette	1.31	1
Walnut Creek	1.30	1
Danville	1.17	1
Moraga	0.86	1
Alamo	0.45	1
Orinda	0.36	1
Kensington	n/a	n/a
Source: Contra Costa County Probation Department		
Information was provided by zip code		

### III. LOCAL JUVENILE JUSTICE ACTION STRATEGIES

#### A. SUSTAINING AND ENHANCING SERVICES

Through the ongoing and inclusive planning and implementation processes discussed previously, Contra Costa County has built successful programs that directly respond to a variety of needs. Presently, one of the County's most pressing needs is to sustain those programs which have proven to be producing positive results for participating youth, families and the community at-large. Specifically, the County is focused on maintaining funding for the High School Challenge Teams and SafeFutures programs, the grants for which are scheduled to conclude within the 2001-02 fiscal year. Its CPA 2000 application makes continuation of these programs a high priority and their loss would severely weaken the County's Continuum of Care. The County also considers it a priority to further enhance services to strengthen its Continuum of Care. In short, the overriding theme of the County's CPA 2000 application is to sustain successful services and enhance those that prevent or reduce delinquency and support youth and families.

#### B. LEVERAGING FUNDS

As part of its overall juvenile justice strategy, the County continues its commitment to leverage funds. Leveraging funds allows the County to provide more integrated services that respond to the multiple needs of clients and their families. A goal of the juvenile justice strategy is to blend funding streams to the greatest extent possible so as to facilitate service delivery, reduce duplicative efforts and maximize the effect of each dollar.

#### C. EXPANDING SERVICES WITHIN COMMUNITIES

An additional need involves continuing the effort of bringing services to communities, rather than centralizing them at the County Probation Office. The County's High School Challenge Teams represents one example of localizing services. As previously discussed, the High School Challenge Teams involve outstationing probation officers at various high schools to provide supervision and services to juvenile offenders and other at-risk youth. Evaluations have shown the program produces numerous positive effects, including reductions in truancy and higher levels of school involvement. Through review of its implementation, the need to provide earlier interventions has emerged. Reaching youth at an even earlier age will provide more opportunities for positive life outcomes as well as for reduced demand on the justice system. Therefore, the County proposes to use a portion of its CPA 2000 funding to adapt the High School Challenge Team model to middle schools in several communities.

The proposed Community Probation Program represents another example of continuing the focus on bringing services to the community. Under this model, the strengths of family, school and the community are maximized when designing approaches to solving problems. Probation officers housed at local police stations can create and facilitate interventions within the youth's own community which significantly involve family and other community resources.



## **D. CONTINUING EMPHASIS ON COLLABORATION**

Contra Costa County has long recognized that clients in their juvenile justice system often have multiple needs. The County has a rich history of collaboration with partner agencies in working to assure that the full service needs of the youth are addressed. This kind of collaboration takes time as the partners have had to build trust, learn each discipline's language and identify effective strategies for success. They have also had to work toward ongoing communication to ensure stability.

Though they are labor-intensive, Contra Costa County is committed to such collaboration and recognizes that it is critical to maintaining a strong Continuum of Care. This emphasis on partnership is clearly reflected in all of the programs proposed for CPA 2000 funding. The Family Intervention in Substance Abuse Program, for example, utilizes a multi-disciplinary team approach to provide supervision and intervention services for those families with children in the home where an adult is on probation for a substance abuse related offense. Implementation will require a close working relationship with the County Welfare Department, County Alcohol and Drug Department, County Mental Health Department and other community partners.

## **E. SPECIFIC OBJECTIVES AND OUTCOME MEASURES TO DETERMINE EFFECTIVENESS OF THE LOCAL JUVENILE JUSTICE ACTION STRATEGIES**

The following section lists specific programs and objectives for each. In addition, Contra Costa County will assess our success in meeting these general goals for sustaining programs, building community linkages and interagency collaboration and increased leveraging of funding. These general goals are not, by and large, amenable to statistical or quantitative measures. Rather, process evaluation will collect the following information, designed to assess the degree to which system change goals have been met.

- Interviews with officials will assess support for new relationships.
- Budget analysis will identify changing funding arrangements, including leveraging of funds.
- Review of written documents—policies and procedures, meeting minutes, etc.—will provide evidence of the institutionalization of new or strengthened interagency arrangements.

In addition, Contra Costa County will collect data, both countywide and for each funded program, on the legislatively mandated measures. The baseline for these measures will be year 2000 data regarding total numbers and rates figured as indicated below:

- New sustained arrests (Goal: reduce. Rate: per 100,000 population)
- Successful completion of probation (Goal: increase. Rate: per total probation adjudicated caseload)
- Completion of restitution to victims (Goal: increase. Rate: per cases with victim restitution conditions)

- Completion of restitution to Restitution funds (Goal: increase. Rate: per cases with restitution fund conditions.)
- Completion of Court-ordered community service (Goal: increase. Rate: per cases with court-ordered community service)
- New Detentions (Goal: reduce. Rate: per 100,000 population)
- New sustained probation violation rates (Goal: reduce. Rate: per total adjudicated probation caseload)
- Annual cost per minor served (Goal: reduce. Rate: total costs divided by total number of clients served)

## IV. PROPOSED PROGRAMS

### A. Sustain High School Challenge Team Program

#### *Program Goals*

Initiated with Challenge I funding, the High School Challenge Team Program focuses on placing probation officers in selected high schools and special necessary schools to provide supervision and specified services to juvenile offenders and other at-risk youth experiencing problems ranging from truancy to major criminal offenses. Among other outcomes, the program seeks to reduce delinquent offenses; provide for higher rates of successful completion of probation and restitution requirements; improve participating students' school attendance and performance and enhance overall school safety.

#### *Collaboration and Integration with Service Partners*

A collaboration among schools, probation and police officers, the program employs a variety of preventive strategies designed to keep youth from entering or re-entering the formal juvenile justice system. These strategies include the utilization of police diversion, student courts and volunteer mediation. Currently operating in 8 schools in targeted areas of the County, the program's probation officers carry reduced caseloads averaging between twenty-five and thirty-five wards to allow for intensive interaction with youth. It is not unusual for a typical probation officer caseload to exceed seventy wards in the general supervision arena. This program offers significantly greater interaction due to its smaller youth to officer ratio.

#### *Basis of Program Effectiveness – Challenge I Program Evaluation*

An in-depth evaluation performed at four of the participating schools, pursuant to Challenge I, found that the interventions and specialized referrals coordinated by the on-site probation officers resulted in numerous positive outcomes for program participants as compared to the control group. For example, the evaluation found that program participants became more attached to their school communities. This attachment, in turn, leads to more opportunities for pro-social development and productive behavior patterns.

Additionally, the evaluation showed that that compared with a control group, the program produces reductions in truancy, offending behavior and the seriousness of offenses on occasions where youth do re-offend. As a result, the program generates a reduction in law enforcement costs and damage to crime victims. During the intervention period, participating youth were also more successful in completing probation requirements.

Another significant program outcome has been the development of new and collaborative relationships among probation officers, school administrators and staff members, law enforcement officials, mental health service providers and social service providers. Many school personnel, for example, stated that having a probation officer on campus has improved overall school safety and has also helped the school staff identify those students facing problems, including those in trouble with alcohol and other substance abuse or gang activity.

By physically locating on high school campuses and working closely with partner agencies to secure needed services, the evaluation noted, probation officers created new roles for themselves and became part of the school community. This close working relationship led to a better understanding of each partner's perspective and, more importantly, improved service delivery for youth.

Finally, the evaluation showed that having a probation officer on campus changed the way youth view the Probation Department. The program design affords probation officers the opportunity to see their wards and other students on a day-to-day basis, immersed in their community of school. The evaluation found that the youth no longer had to go out of their way (i.e. take a trip to the probation office) to meet with their officer. In many cases, this accessibility led to youth relying on their probation officer as an informal counselor. Some even called for their officer to serve as an advocate and provide assistance in speaking with administrators when the youth were called into the school office for disciplinary action. Additionally, the evaluation noted that the presence of a probation officer on campus served as a deterrent to inappropriate behavior.

#### ***Budget and Timeframe***

The current funding source for the High School Challenge Teams will terminate June 30, 2001. Given the positive outcomes achieved by the program, the County proposes to use \$525,643 of its CPA 2000 dollars to allow the program to continue uninterrupted during the 2001-02 fiscal year. Overall program costs will total \$876,071, with a cost per treatment client of \$3,965. The County projects the program will receive \$350,428 in reimbursements from Title IV-E. Funding will be used to continue the services and associated costs for one supervisor, 9 deputy probation officers and one clerk.

#### ***Identification of Specific Objectives and Outcome Measures and their Relation to Program Goals***

Because this program is tied to an expansion to middle schools, the evaluation for both high schools and middle schools will be similar. The goals and evaluation are therefore discussed in Table 4, which follows.

### **B. Sustain SafeFutures Program**

#### ***Program Goals and Collaboration and Integration with Service Partners***

Funded by a federal grant that is scheduled to conclude September 30, 2001, the SafeFutures Program contains a number of approaches to enhance the County's juvenile justice Continuum of Care. These approaches include intensive aftercare for youth leaving the Boys Ranch; the Summit Center that provides specialized mental health treatment services; the Gang Core Team in which a collaboration of community organizations, probation, employment agencies, schools and police provide team case management to active gang members returning to the West County from the Orin Allen Youth Rehabilitation Facility; and the Volunteers in Probation program in which more than 70 volunteers work with minors as mentors. CPA funding will allow the County to sustain these programs currently funded by the SafeFutures grant without interruption and also provide for enhancements in the ranch aftercare program, including expansion of the supervision period from 45 to 60 days.

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***Basis of Program Effectiveness – Evaluation of SafeFutures Ranch Aftercare Program***

The aftercare program provides for continuity of care after release from the Boys Ranch. Deputy probation officers provide intensive supervision for at least 45 days, assisting youth with their readjustment to the community and school. One of the aftercare officers specializes in gang-related cases in the West End of the County.

The aftercare program seeks to provide supervision and support during the particularly vulnerable period when youth are moving from the ordered and controlled environment of the ranch back to their home communities. Contra Costa County recognizes that given the socially embedded nature of juvenile criminal behavior and gang-related activities, youth need support in this transition back to their community. The primary goal of the aftercare program is to reduce juvenile offenses and arrests among youth and/or reduce the seriousness of these offenses by supporting the transition.

An in-depth evaluation of the SafeFutures programs tracked outcomes for youth served and compared those outcomes with historical information on youth leaving the ranch. The evaluation found that after receiving aftercare services, those youth who did re-offend committed less serious offenses than historical baselines would have predicted. During the 45 day supervision period, only 19% of program clients were charged with new law violations and more than 70% of these offenses were misdemeanors, with property misdemeanors being the most common. This outcome shows that the program's goal of reducing the number and severity of offenses was achieved. The evaluation further found that increased supervision and care leads to lower recidivism rates. This outcome speaks to the concept that expanding the period of aftercare services from 45 to 60 days following release may solidify the reduction in recidivism.

**Summit Center**

Youth placed in the Summit Center are serious offenders or chronic placement failures with mental and emotional disorders requiring intensive services and a secure environment. Probation, Mental Health, and the County Office of Education jointly operate the Summit Center.

An evaluation of the Summit Center program found that half of its graduates did not commit a post-release offense. Consistent with this data, recidivism rates from Summit graduates are around 50 percent. It is important to note that youth enrolled in this program are high-risk and have a history of multiple offenses, with 91.5% having committed one or more felonies prior to their placement and over half (55%) having committed three or more felonies. Other information available suggests that the baseline recidivism expectation would be about 70%.

Further, the evaluation showed that despite initial intake test scores that demonstrated high levels of functional impairment, participants experienced dramatic improvements in functioning from intake to discharge, particularly in performance in school, at home, and in the community, as well as with substance abuse. Finally, the program experiences a very low attrition rate, with most participants completing the program successfully.

**Volunteers in Probation**

The primary goal of the Volunteers in Probation program is to provide at-risk youth with a positive adult role model who can keep to address the youth’s special needs. An evaluation acknowledged program challenges, including the reluctance of some young people to become involved or stay involved. Many of these youth have been disappointed by adult role models throughout their lives and are reluctant to believe their mentor will be around on a consistent basis.

Although evaluations such as the Public/Private Ventures evaluation of Big Brother/Big Sister mentoring programs have generally shown very strong, positive results in reducing problem behaviors, the evaluation of the SafeFutures mentoring program noted that addressing its impact by recidivism rates alone would be simplistic and would ignore the complex problems faced by program participants. The evaluation asserts that one significant measure of program success is the desire of the mentee to continue the relationship with the mentor. Some youth reported that they re-offended because they were afraid their relationship with their mentor would terminate when their probation period ended. Looking at data available for twelve mentees, the evaluation found that at least three relationships had continued past the probation period.

***Budget and Timeframe***

In addition to sustaining the Summit Center Program and the deputy probation officer position for the Volunteers in Probation Program during the 2001-02 fiscal year, CPA funding will allow the County to maintain two existing deputy probation officer positions in the aftercare program whose funding is scheduled to terminate September 30, 2001. It will also provide for the addition of two new deputy probation officers for aftercare services, starting May 1, 2001.

Additionally, the County plans to expand the aftercare component from 45 to 60 days and focus on identified specialized caseloads, offering such services as preparation for emancipation. Overall funding for the SafeFutures component totals \$600,458, with \$476,858 coming from CPA 200 funds. The remaining amount, \$123,600, will come from Title IV-E reimbursements.

***Identification of Specific Objectives and Outcome Measures and their Relation to Program Goals***

**Ranch Aftercare.** This program seeks to assist incarcerated youth in making a successful transition to more productive lives when they return to the community. Heightened supervision, to prevent a return to delinquent activities, contributes to a successful transition. In addition, the program provides assistance in returning to school (and/or to vocational training or employment) and in readjustment (by youth and caregivers) in the family setting. Objectives for evaluation thus address recidivism, educational/vocational participation, and family adjustment.

Specific objectives and evaluation measures are listed in Table 1.

**Table 1: Ranch Aftercare**

Outcome	Goal	Outcome Measure	Comparison (Baseline)*	Nature of Comparison*
New arrests	Reduction in number of program participants with	% program participants with new arrest for up	% of program participants with new	Pre-Post program for

	new arrests	to six months following ranch release	arrest during six months prior to incarceration	participants
Arrest type	Reduction in severity of arrests (reduction in felony arrests)	% program participants with felony, misdemeanor, and probation violation arrests during six months following ranch release	% of program participants with arrests of various types during six months prior to incarceration	Pre-Post program for participants
New sustained petitions	Reduction in rate of program participants with new sustained petitions	Rate (average number per program participant) of new sustained petitions during six months following ranch release	Rate (average number per program participant) of sustained petitions during six months prior to incarceration	Pre-Post program for participants
Sustained petition type	Reduction in rate of sustained felony petitions	Rate (average number per program participant) of new sustained felony petitions during six months following ranch release	Rate (average number per program participant) of sustained felony petitions during six months prior to incarceration	Pre-Post program for participants
New detentions	Reduction in the rate of returns to custody	Rate (average number per program participant) of days in returns to custody during six months following ranch release	Rate (average number per program participant) of days in returns to custody during six months prior to incarceration	Pre-Post program for participants
Education attendance	Decrease in number of school days absent	Number of days absent from school or educational setting for participants without GED or HS diploma	Number of days absent from school in year prior to incarceration, for participants without GED or HS diploma	Pre-post program for participants without GED/HS diploma
Employment readiness	Increase in employment readiness	% youth (not in school) in employment programs and/or jobs six months after ranch release	% of youth (not in school) in employment programs and/or jobs prior to incarceration	Pre-Post program for participants
Stable living situation	Improvement in living situation (measured by Probation assessment of home setting)	% youth in stable living situation at end of 60 day supervision period	% youth in stable living situation prior to incarceration	Pre-post program for participants
Completion of probation	Increase the rate of successful probation completions	% of youth successfully completing probation following release from ranch	% of youth released in prior year who successfully completed probation	Program participants vs. ranch releases in prior year
Probation violations	Reduction in the rate of new sustained probation violations	Rate (average number per program participant) of new sustained probation violations during six months following ranch release	Rate (average number per program participant) of sustained probation violations during six months prior to incarceration	Pre-Post program for participants
Restitution to	Increase the rate of completed	% of youth completing	% of youth released in	Program

victims	court-ordered restitution to victims	court ordered restitution to victims	prior year who successfully completed court ordered restitution to victims	participants vs. ranch releases in prior year
Restitution to restitution fund	Increase the rate of completed court-ordered restitution to fund	% of youth completing court ordered restitution to fund	% of youth released in prior year who successfully completed court ordered restitution to fund	Program participants vs. ranch releases in prior year
Community service	Increase the rate of completed court-ordered community service	% of youth completing court ordered community service	% of youth released in prior year who successfully completed court ordered community service	Program participants vs. ranch releases in prior year
Cost per client	Identify impact on cost per probationer	Total cost of program divided by number of youth released during year	Total cost of special post-release supervision during year prior to program, divided by the number of youth released during that year	Cost per client in program year compared with prior year

\*For outcomes related to recidivism, the County will attempt to establish baseline recidivism rates (or expectations) based on a historical sample of youth leaving the ranch. If it proves feasible to develop a reasonably valid baseline, the outcome for program participants will also be compared with historical baseline recidivism rates.

**Summit Center.** The purpose of the Summit Center is to assist troubled, delinquent youth toward a more satisfactory, less troubled life. There are several dimensions to this. Perhaps the most significant is to overcome the emotional difficulties which impair the youths' functioning. It is thought that reduction of emotional impairments will be associated with improvements in other domains of the youths' lives: family functioning, educational performance, reduced substance abuse and reduced delinquency.

Specific objectives regarding these domains, along with a summary of evaluation approach, are contained in Table 2.

**Table 2: Summit Center**

Outcome	Goal	Outcome Measure	Comparison (Baseline)	Nature of Comparison
Personal and social functioning	Improve the level of personal and social functioning, as measured by Auchenbach and other scales	Average score on scales by program participants at program exit (residential phase)	Average score on scales by program participants at program entry	Pre-Post for program participants
Education credits	Increase educational level by at least one grade level	Average grade level achievement by program participants at program exit (residential phase)	Average grade level achievement by program participants at program admission	Pre-Post for program participants
Out-of-home placements	Reduce the number of out-of-home placements	Average number of new placements per program participant during six months following exit from residential phase	a. Average number of placements and placement changes per participant during six months prior to	a. Pre-post for program participants b. Participants compared with



			program entry (or associated incarceration) b. Average number of placements/replacements per youth in other, Level 12-14 placements, during the program period	youth in other high level out-of-home placements.
New arrests	Reduction in rate of new arrests	Rate of new felony, misdemeanor, and probation violation offenses (by program participants per day) during program participation period and during time at liberty for up to six months following exit from residential phase	Rate of new offenses (by program participants per day) during time at liberty for six months prior to entry into residential phase	Pre-post program for program participants
New detentions	Reduction in the rate of returns to custody	Rate (average number per program participant) of days in returns to custody during six months following release from program (residential phase)	Rate (average number per program participant) in days in custody during the six months preceding entry into the program (residential phase)	Pre-post for program participants
New sustained probation violations	Reduction in rate of probation violations	Rate of new probation violations (by program participants per day) during program participation period and during time at liberty for six months following exit from residential phase	Rate of new probation violations (by program participants per day) during time at liberty for six months prior to entry into residential phase	Pre-post program for program participants
New sustained petitions	Reduction in rate of new sustained petitions	Rate of new felony, misdemeanor, and probation violation sustained petitions (by program participants per day) during program participation period and during time at liberty for year following exit from residential phase	Rate of new sustained petitions (by program participants per day) during time at liberty for year prior to entry into residential phase	Pre-post program for program participants
Completion of probation	Increase in the rate of successful completion of probation	% of youth successfully completing probation following release from Summit.	% of youth successfully completing probation following release from other Level 10 or higher placement	Youth in Summit Center compared with youth in other high intensity out of home placements
Restitution to	Increase the rate of completed	% of client youth	% of youth in other	Youth in

victims	court-ordered restitution to victims	completing court-ordered restitution to victims	Level 10 or higher placements completing court-ordered restitution to victims.	Summit Center compared with youth in other high intensity out of home placements
Restitution to restitution fund	Increase the rate of completed court-ordered restitution payments to restitution fund	% of client youth completing court-ordered payments to restitution fund	% of youth in other Level 10 or higher placements completing court-ordered payments to restitution fund	Youth in Summit Center compared with youth in other high intensity out of home placements
Community service	Increase the rate of completed court-ordered community service	% of client youth completing court-ordered community service	% of youth in other Level 10 or higher placements completing court-ordered community service	Youth in Summit Center compared with youth in other high intensity out of home placements
Cost per client	Identify impact of cost per probationer	Total cost of program divided by number of youth served during the program year	Total cost of other Level 10 and higher placements divided by the number of youth placed during the year	Youth in Summit Center compared with youth in other high intensity out of home placements

**Volunteers in Probation.** Volunteers in Probation has dual goals: to provide mentors and other caring adults for individual youth on probation (and their families), and to provide additional resources for and community involvement with the Probation Department. Objectives related to both client service and organizational resource dimensions will be the basis for the VIP evaluation.

Details about the objectives and pertinent measures are contained in Table 3.

**Table 3: Volunteers in Probation**

Outcome	Goal	Outcome Measure	Comparison (Baseline)	Nature of Comparison
Volunteer involvement	Equal or exceed the year 2000 number of adult volunteers and volunteer hours	Volunteers and volunteer hours in a twelve-month period during 2001/2002.	Year 2000 volunteers and volunteer hours	Year to year level of effort
Duration of mentoring matches	Sustain mentoring matches for period of at least one year	Average length of time matches continue	Target of one year	Actual duration compared with target of one year
New arrests (mentoring)	Reduction in rate (average number per participant) of new arrests (mentored youths)	Rate of new felony, misdemeanor, and probation violation offenses during	Rate of new offenses during six months prior to program entry (or associated	Pre-post program for mentored youths

		program participation and for six months following termination of mentoring match	incarceration)	
New sustained petitions (mentoring)	Reduction in rate (average number per participant) of new sustained petitions (mentored youths)	Rate of new felony, misdemeanor, and probation violation sustained petitions during program participation and for six months following termination of mentoring match	Rate of new sustained petitions during six months prior to program entry (or associated incarceration)	Pre-post program for mentored youths
Caregiver satisfaction (mentoring)	Maintain high rates of satisfaction by caregivers of mentored youth, as measured by survey instruments	Average caregiver satisfaction score	Not applicable	Not applicable
Probation violations	Reduction in rate (average number per participant) of new violations (mentored youths)	Rate of new sustained probation violation during program participation and for six months following termination of mentoring match	Rate of new sustained violations during six months prior to program entry (or associated incarceration)	Pre-post program for mentored youths
Completion of Probation	Increase the rate of successful completion of probation	% of mentored youth successfully completing probation	% of all adjudicated probation youth completing probation during the program year	Mentored youth compared with all probation cases
Restitution to victims	Increase the rate of successful completion of court ordered restitution to victims	% of mentored youth successfully completing restitution	% of all adjudicated probation youth completing restitution during the program year	Mentored youth compared with all probation cases
Restitution to restitution fund	Increase the rate of successful completion of court ordered payments to restitution fund	% of mentored youth successfully completing payments	% of all adjudicated probation youth completing payments during the program year	Mentored youth compared with all probation cases
Community service	Increase the rate of successful completion of court ordered community service	% of mentored youth successfully completing community service	% of all adjudicated probation youth completing community service during the program year	Mentored youth compared with all probation cases
New Detentions	Reduction in the rate of returns to custody	Rate (average number per mentoring program participant) of days in returns to custody during program period (following first release from custody, if in custody at the start of mentoring).	Rate (average number per adjudicated probationer) of days in return to custody during program year (following first release from custody, if in custody at the start of the year).	Mentored youth compared with all probation cases
Cost per client	Identify impact on cost per mentored youth	Total cost of program divided by number of	Average cost per youth of probation	Mentored youth

		youth in VIP mentoring program	supervision during the program year	compared with all probation cases
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**C. Expand the High School Challenge Team Program to Middle Schools**

As previously discussed, Contra Costa County utilized its Challenge I grant to establish High School Challenge Teams. Under this program, probation officers are placed in selected high schools and special necessary schools to provide supervision and specified services to juvenile offenders and other at-risk youth experiencing problems ranging from truancy to major criminal offenses. Program goals include reducing delinquent offenses; providing for higher rates of successful completion of probation and restitution requirements; improving participating students' school attendance and performance and enhancing overall school safety.

***Basis of Program Effectiveness – Challenge I Evaluation***

As discussed in detail above, evaluations of the high school-based model show that the program produces numerous positive outcomes for participants, including reductions in truancy, delinquent behavior and the seriousness of offenses for those youth who do re-offend. Given these successful results for high school-age youth, the County proposes to utilize a portion of its CPA funding to replicate this program in selected middle schools.

***Program Goals***

Numerous research studies have shown that the middle school years are crucial to pro-social development. An expansion of the High School Challenge Team concept to middle schools will allow for earlier interventions with juvenile offenders and other at-risk youth. It is anticipated that such preventive action will improve life outcomes for participating youth and also reduce demand on the justice system in the out-years.

The expansion of this school-probation partnership to middle schools will also strengthen the County's Continuum of Care and enhance early intervention in particular.

***Collaboration and Integration with Service Partners***

The County will work in close collaboration with the Contra Costa County Office of Education to identify middle schools receptive to placing a probation officer on-site. As with the High School Challenge Team Program, an ongoing partnership with schools, mental health, social service and other partner agencies will be critically important.

***Budget and Timeframe***

The county proposes to target \$627,650 in CPA funding for the services and other associated costs for one supervisor, nine deputy probation officers and one clerk to operate the Middle School Challenge Teams, beginning May 1, 2001. Overall, the program will cost a total of \$1,046,083. In addition to CPA funding, the County budget assumes receipt of \$418,433 in Title IV-E revenue.

**Identification of Specific Objectives and Outcome Measures and their Relation to Program Goals**

A proposed AB 1913 project is an expansion of the Challenge Grant I High School Challenge Teams into several local area middle schools. This move was suggested in part by the research finding that Campus DPOs while effective in preventing probation clients from cutting classes once at school, the project did not have much success in getting clients to come to school. This project will explore whether the placement of deputy probation officers on middle and high school campuses will result in probation clients attending school more regularly.

The objectives of the program component include positive impacts on recidivism (a reduction in the number of arrests, the making of less serious arrest types and the severity of those arrests, the number of sustained petitions, the making of less serious sustained petition types and the severity of those sustained petitions), school attendance (number of days missed from school, number of days with one or more class cuts), school behavior (number of suspensions from school, number of expulsions from school), and academic performance (number of school units earned). Another objective is to positively change the school staff's attitudes regarding school safety.

Table 4 provides a detailed matrix of objectives and evaluation techniques.

**Table 4: Middle School Challenge Team Program**

Outcome	Goal	Outcome Measure	Comparison (Baseline)	Nature of Comparison
New Arrests	Reduction in number of clients with new arrests	% of program participants with new arrests during program and for up to 6 months following program completion	% of program participants with new arrest during 6 months immediately prior to program entry	Pre-Post for Program Participants
Arrest Type	Reduction in the Severity of Arrests	% of Program Participants with Arrests of Various Types (Felonies, Misdemeanors, Probation Violations) during program participation and for up to 6 months after	% of Program Participants with Arrests of Various Types (Felonies, Misdemeanors, Probation Violations) 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Arrest Severity	Reduction in the Number of Arrests for Violent Offenses	% of Program Participants with Arrests of Various Types (Violent, Property, Drug and so on) during program participation and for up to 6 months after	% of Program Participants with Arrests of Various Types (Violent, Property, Drug and so on) 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
New Sustained Petitions	Reduction in Number of Clients with New Sustained Petitions	% of Program Participants with New Sustained Petitions during Program Participation and for up	% of Program Participants with New Sustained Petitions During 6 Months Immediately Prior to	Pre-Post for Program Participants

Sustained Petition Type	Reduction in the Severity of Sustained Petitions	to 6 Months After	Program Entry	Pre-Post for Program Participants
Sustained Petition Severity	Reduction in the Number of Sustained Petitions for Violent Offenses	% of Program Participants with Sustained Petitions of Various Types (Felonies, Misdemeanors, Probation Violations) during program participation and for up to 6 months after	% of Program Participants with Sustained Petitions of Various Types (Felonies, Misdemeanors, Probation Violations) 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Number of Days Missed from School	Reduction in the number of days missed from school	Mean number of Days Missed from School during program participation and for up to 6 months after	Mean Number of Days Missed from School 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Number of Partial Days Missed from School	Reduction in the number of partial days missed from school	Mean number of Partial Days Missed from School during program participation and for up to 6 months after	Mean Number of Partial Days Missed from School 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Number of Suspensions from School	Reduction in the number of suspensions from school	% of Clients with One or More Suspensions from School during program participation and for up to 6 months after	% of Clients with One or More Suspensions from School 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Number of Expulsions from School	Reduction in the number of expulsions from school	% of Clients with One or More Expulsions from School	% of Clients with One or More Expulsions from School 6 Months Immediately Prior to School Entry	Pre-Post for Program Participants
Number of School Units Earned	Maintenance or Increase in the Number of School Units Earned	% of Clients Earning the Normal and Expected Number of School Units	% of Clients Earning the Normal and Expected Number of School Units Two Quarters Immediately Prior to Program Entry	Pre-Post for Program Participants
School Staff Attitudes Regarding Campus Safety	Increase in Positive Estimations of Campus Safety by School Employees	% of Employees Estimating Their School Community as "Safe"	% of Employees Estimating Their School Community as "Safe" at Program Startup	Pre-Post for Program Schools
Probation Violations	Reduction in number of probation violations	% of Program Participants with New probation violations during program	% of program participants with new probation violations during 6 months	Pre-Post for Program Participants

		participation and for up to 6 months after	immediately prior to program entry	
New detentions	Reduction in the rate of new detentions	Rate (average number of new detention days per child) during program participation and for up to 6 months after	Rate (average number of new detention days per child) during 6 months immediately prior to program entry	Pre-Post for Program Participants
Completion of probation	Increase the rate of successful probation completion	% of participating youth successfully completing probation	% of all adjudicated youth successfully completing probation during program year	Program caseload compared with all adjudicated probation youth
Restitution to victims	Increase the rate of successful completion of court ordered restitution to victims	% of participating youth with restitution orders who successfully complete restitution requirements	% of all adjudicated probation youth with restitution orders who successfully complete restitution requirements	Program caseload compared with all adjudicated probation youth
Restitution to restitution fund	Increase the rate of successful completion of court ordered restitution fund payments	% of participating youth with restitution orders who successfully complete restitution fund payments	% of all adjudicated probation youth with restitution orders who successfully complete restitution fund payments	Program caseload compared with all adjudicated probation youth
Community service	Increase the rate of successful completion of court ordered community service	% of participating youth with community service orders who successfully complete community service	% of all adjudicated probation youth with community service orders who successfully complete community service	Program caseload compared with all adjudicated probation youth
Cost per client	Identify impact on cost per probation case	Total cost of program divided by the number of youth supervised in the program	Average cost per youth of probation supervision during the program year	Program youth compared with all probation cases

### D. Create a Community Probation Program

***Program Goals and Collaboration and Integration with Service Partners***

Modeled after a similar program that Alameda County established under Challenge I, Contra Costa County's Community Probation Program will use CPA funding to out-station 8-10 probation officers in various police agencies throughout the county to focus on high-risk youth, at-risk youth and chronic offenders. Exact locations will be determined by working with the various police chiefs countywide to identify areas of greatest need.

Starting May 1, 2001, the out-stationed probation officers will work non-traditional hours and collaborate with police agencies, schools and community based organizations to help prevent offending behavior. The program will strive to provide youth with the necessary tools to successfully complete probation requirements and avoid further formal involvement with the justice system.

The Community Probation model, as exemplified in Alameda County, involves the use of multi-disciplinary teams, depending heavily upon collaboration between police and probation officers, schools, recreation departments and other community based organizations. The model also emphasizes the importance of maximizing the strengths of family, school and community when designing approaches for solving problems. Physically locating probation officers in the community will facilitate this process.

***Fee-For-Service Relationship with Partner Service Providers***

To more effectively respond to the true needs of clients, Contra Costa will target \$300,000 of the CPA funds designated for the Community Probation Program toward a new approach to accessing services. Under this new focus, the county will purchase services on an as-needed basis, rather than entering into blanket contracts with various non-profit entities.

In most disciplines, the current widespread practice is for public agencies to enter into contractual arrangements with a limited number of community-based-organizations. When youth are in need of services, these public agencies work to “fit” these needs into the existing contractual arrangements. The goal of purchasing services on-demand is to shift this focus to effectively address the service needs of youth on an individualized basis.

After reviewing a client’s needs, the county will purchase services that respond to the identified needs. Examples of services that could be purchased on this fee-for-service basis include stipends for youth to receive computer training, mental health services, parenting skills classes or anger management classes.

This new approach will require close collaboration with the numerous non-profit organizations in the county as well as a keen awareness of the array of services currently available countywide. The county will work with partner agencies to develop a menu of available services as well as projected costs.

***Basis of Program Effectiveness – Alameda County Challenge I Evaluation***

An evaluation of the Alameda County program found that the interventions produced numerous successful results. Specifically, program participants experienced a higher rate of completion of probation, restitution and court-ordered work program or community service. During the follow-up period, program participants experienced fewer arrests resulting in referrals to probation. The evaluation asserts that smaller caseloads, enhanced supervision and the provision of wraparound services all contributed to these successful results.

The Alameda County program has also led to the development of better collaboration with law enforcement agencies. This partnership with law enforcement has proven effective in enforcing court-ordered curfews and performing room searches. More importantly, it has led to improved problem solving.

As a result of this program, deputy probation officers now enjoy higher visibility within the community. The probation officers, in fact, have become a part of the community, attending high school baseball games, teen talk groups and other community events. This community involvement serves as a demonstration of their care and commitment and also as a foundation for



improved communication and trust between the probation officer and youth and their families. This bond facilitates problem solving and successful outcomes.

***Budget and Timeline***

Total program funding for Contra Costa County’s Community Probation effort is \$1,258,039, with \$886,823 coming from CPA 2000 funding and the remaining \$371,216 from Title IV-E revenues. Included in this total is the \$300,000 in CPA funding targeted for the fee-for-service purchases discussed above. The budget assumes a May 1, 2001 start-date and will purchase the services and associated costs for eight deputy probation officers, one supervisor and one clerk.

***Identification of Specific Objectives and Outcome Measures and their Relation to Program Goals***

A project creation of this proposal is the development of a Community Probation Program in Contra Costa County. The program will focus on high-risk probation clients. The objectives of the program component include positive impacts on recidivism (a reduction in the number of arrests, the making of less serious arrest types and the severity of those arrests, the number of sustained petitions, the making of less serious sustained petition types and the severity of those sustained petitions), school enrollment (number of client remaining enrolled in school), rates of detention (number of clients detained in the Juvenile Hall, Ranch, or California Youth Authority), and arrest frequency (number of days between arrests). Additionally, we seek to positively impact local law enforcement officers working relationship with deputy probation officers and parents’/caregivers’ satisfaction with probation supervision.

Details of program objectives and evaluation measures are contained in Table 5.

**Table 5: Community Probation**

New Arrests	Reduction in Number of Clients with New Arrests	% of Program Participants with New Arrest During Program and for up to 6 months following program completion	% of Program Participants with New Arrest During 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Arrest Type	Reduction in the Severity of Arrests	% of Program Participants with Arrests of Various Types (Felonies, Misdemeanors, Probation Violations) during program and for up to 6 months following program completion	% of Program Participants with Arrests of Various Types (Felonies, Misdemeanors, Probation Violations) 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Arrest Severity	Reduction in the Number of Arrests for Violent Offenses	% of Program Participants with Arrests of Various Types (Violent, Property, Drug, and so on) during program and for up to 6 months	% of Program Participants with Arrests of Various Types (Violent, Property, Drug, and so on) 6 Months Immediately Prior to	Pre-Post for Program Participants

		following program completion	Program Entry	
New Sustained Petitions	Reduction in Number of Clients with New Sustained Petitions	% of Program Participants with New Sustained Petitions During Program and for up to 6 months following program completion	% of Program Participants with New Sustained Petitions During 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Sustained Petition Type	Reduction in the Severity of Sustained Petitions	% of Program Participants with Sustained Petitions of Various Types (Felonies, Misdemeanors, Probation Violations, and so on) during program and for up to 6 months following program completion	% of Program Participants with Sustained Petitions of Various Types (Felonies, Misdemeanors, Probation Violations, and so on) 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Sustained Petition Severity	Reduction in the Number of Sustained Petitions for Violent Offenses	% of Program Participants with Sustained Petitions of Various Types (Violent, Property, Drug, and so on) during program and for up to 6 months following program completion	% of Program Participants with Sustained Petitions of Various Types (Violent, Property, Drug, and so on) 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
School Enrollment	Increase in the Number of Clients Enrolled in School	% of Program Participants Enrolled in a School during Program and for up to 6 months following program completion	% of Program Participants Enrolled in a School 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Detention in a Facility (Juvenile Hall, Ranch, or California Youth Authority)	Decrease in the Number of Clients Detained at the Juvenile Hall, the Ranch, or California Youth Authority	% of Program Participants Detained in a Facility during Program and for up to 6 months following program completion	% of Program Participants Detained in a Facility 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Time Between Arrests	Increase the Period Between Arrests for New Law Violations	Mean Number of Days Between Arrests for New Law Violations	Mean Number of Days Between Arrests for New Law Violations 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Probation Violations	Reduction in the number of new probation violations	% of Program Participants with new probation violations during Program and for up to 6 months following program completion	% of Program Participants with new probation violations 6 Months Immediately Prior to Program Entry	Pre-Post for Program Participants
Completion of	Increase the rate of successful	% of participants who	% of all adjudicated	Program youth

Probation	completion of probation	successfully complete probation	probation youth successfully completing probation during the program year	compared with all adjudicated probation cases
Restitution to victims	Increase the rate of court ordered restitution to victims	% of participants with restitution orders who complete restitution payments to victims	% of all adjudicated probation youth with restitution orders who complete restitution payments to victims	Program youth compared with all adjudicated probation cases
Restitution to restitution fund	Increase the rate of court ordered restitution payments to restitution fund	% of participants with restitution orders who complete payments to restitution fund	% of all adjudicated probation youth with restitution orders who complete payments to restitution fund	Program youth compared with all adjudicated probation cases
Community Service	Increase the rate of successful completion of court ordered community service	% of participants who successfully complete community service	% of all adjudicated probation youth successfully completing community service during the program year	Program youth compared with all adjudicated probation cases
Parents/ Caregivers' Attitudes Regarding the Effectiveness of Community Probation	Increase in Positive Estimations of the Effectiveness of Community Probation by Clients' Parents/Caregivers	% of Parents/Caregivers Estimating the Effectiveness as Positive	% of Parents/Caregivers Estimating the Effectiveness as Positive at Program Startup	Pre-Post for Parents/ Caregivers
Cost per client	Identify impact on cost per probation case	Total cost of program divided by the number of youth supervised in the program	Average cost per youth of probation supervision during the program year	Program youth compared with all probation cases

**E. Create a Family Intervention in Substance Abuse Program**

***Program Goals***

It is clear that the passage of Proposition 36 will greatly impact county probation departments. To offset some of the demands of Proposition 36, Contra Costa County proposes to use a portion of its CPA funds to establish the Family Intervention in Substance Abuse Program. This program, which is slated to begin May 1, 2001, will serve to provide supervision and intervention services for those families with children in the home where an adult is on probation for a substance abuse related offense. The overall goal of the program is to reduce the risk to and need for out-of-home placements for children whose risks are heightened by their parent's involvement in the justice system and with substance abuse.

***Collaboration and Integration with Service Partners***

In strong collaboration with the County Welfare Department, County Alcohol and Drug Department, County Mental Health Department and other partners, the program will utilize a multi-disciplinary team approach to provide families with a variety of intervention and support services designed to strengthen families and address substance abuse issues. Such services could include family counseling, job skills training, alcohol and drug treatment services, conflict resolution training, parenting skills classes and after school recreation programs.

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*Basis of Program Effectiveness – Stanislaus County Challenge II Program, RAND Evaluation and Santa Barbara County’s Challenge I Program*

*Stanislaus County Challenge II Program*

Stanislaus County utilized Challenge II funding to establish a similar program, called the Family Oriented Community Utilization System (FOCUS). In that county, children of adult probationers receive a needs assessment first and then services based upon the results of that assessment. The program uses coordinated family case management to meet the needs of all family members. Program goals include reducing the number of minors from participating families entering the justice system, the incidence of domestic violence in the home and either the number of out-of-home placements for children or, if out-of-home placement is required, the early identification of that need to provide greater protection to the minor.

Although still relatively young, the Stanislaus County program is already displaying promising results. An initial evaluation shows that participating families are receiving an array of services – services that have been shown in other studies to produce positive outcomes.

*RAND Evaluation*

In 1998, the RAND Corporation produced an independent analysis focusing on the impact of a number of early intervention programs, including the High/Scope Perry Preschool Project in Ypsilanti, Michigan and the Prenatal/Early Infancy Project in Elmira, New York.

The High/Scope Perry Preschool Project represents one of the most definitive assessments of the long-term effects of early childhood intervention for low-income children. That program focused on enrolling children from at-risk families in high quality preschool programs and also contained a home visiting component. Significantly, program participants were tracked annually through age 11 and again at ages 14, 15, 19 and 27. The results from these numerous evaluations show the program produced many lasting differences for participants as compared to the control group. For example, at age 27, program participants were more likely to have graduated from high school; had significantly lower rates of current and former welfare utilization; displayed significantly lower criminal activity and attained higher employment rates and earnings.

The Prenatal/Early Infancy Project studied the effects of home visiting for economically disadvantaged first time mothers and their children. Participating women were considered to be high-risk for poor child and family outcomes, including substance abuse. One intervention group received home visiting only during pregnancy while the other received home visits until the children reached two years of age. The study also included a control group. The intervention groups received visits from registered nurses trained in parent education, methods of involving the mother’s support group and linking the family with needed health and human services. A 15-year follow-up study found fewer reported acts of child abuse and neglect among the intervention groups. It also found that the most at-risk mothers in the intervention group displayed lower levels of criminal activity and fewer behavioral impairments due to alcohol and drugs than the control group. Finally, children in the intervention groups had fewer arrests as compared to those children in the control group.

*Santa Barbara County Challenge I Program*

Santa Barbara County's Family Caseload Program seeks to provide family-focused services and supervision to juvenile with a parent or caregiver in the home who is either currently on probation or has a past connection to probation and/or parole. Its overall goal is to break the generation cycle of criminal and antisocial activities. The approach and design of Santa Barbara County's program closely resembles Contra Costa County's FISA Program.

Families participating in the Family Caseload Program are considered high-risk with multiple needs. To effectively meet these needs, program probation officers manage caseloads averaging 20 families.

Initially, there were 56 youth enrolled in the program. As of December 1999, two of those youth dropped out through no fault of their own, 30 exited and 24 were still engaged in program activities. Of those who exited, 11 youth successfully completed the program requirements while 19 did not.

An evaluation of the Santa Barbara County program published in March 2000 found that the program is producing positive results. During the six-month period following the intervention, none of the participants who successfully completed the program were re-arrested. In contrast, 31 percent of the youth who failed to complete the program were re-arrested.

With regard to recidivism, during the six-month follow-up, 20 percent of the treatment group committed new offenses while 27.9 percent of the historical comparison group committed new offenses. Significantly, for the treatment group, none of these new offenses were felonies, violent crimes, property crimes or drug and alcohol offenses. In comparison, the historical comparison group displayed new offenses in each of these categories during the same time period.

*Budget and Timeline*

The County proposes to dedicate \$550,931 in CPA funding to initiate this program. This amount represents the total program cost and will provide for the purchase of services for five deputy probation officers and .56 probation supervisor, beginning May 1, 2001.

*Identification of Specific Objectives and Outcome Measures and their Relation to Program Goals*

Objectives for this program include reduction of substance abuse by parents and of the consequences of that—domestic violence, child abuse, and removal of minors from the home. An additional objective is for longer-term reductions in problem behaviors by the children, such as school failure and delinquency. The longer-term outcomes are beyond the scope and timetable of the current funding and evaluation, although the County will seek additional funds to track the youth for a longer period. Assessment of outcomes for this program is also complicated by the lack of baseline data. Therefore, the evaluation design will include random assignment of cases to control and treatment groups.

A listing of specific objectives and assessment plans is contained in Table 6.

**Table 6: Family Intervention in Substance Abuse Program**

Outcome	Goal	Outcome Measure	Comparison	Nature of Comparison
Parental drug use	Reduce parental drug use	Rate (as % total tests and as % tested clients) of "dirty tests" by parents participating	Rate of "dirty tests" in a randomly selected control group	Randomly selected treatment and control groups
Child abuse	Reduce incidence of child abuse	Rate (as average N per family per time period) of child abuse or neglect incidents in participating families	Rate of child abuse or neglect incidents in randomly selected control group	Randomly selected treatment and control groups
Domestic Violence	Reduce incidence of domestic violence	Rate (as average N per family per time period) of domestic violence incidents in participating families	Rate of domestic violence incidents in randomly selected control group	Randomly selected treatment and control groups
Removal from home	Reduce number of incidents in which children must be removed from home	Rate (as average N per family per time period) of incidents of removal of child in participating families	Rate of incidents of removal of child in randomly selected control group	Randomly selected treatment and control groups
Removal from home	Reduce number of days spent by children in foster care, shelter, and other non-family or kinship care	Total number, and average per child, of days spent by children in non-familial care because of problems in the family, among participating families	Total number, and average per child, of days spent by children in non-familial care because of problems in the family, among randomly selected control families	Randomly selected treatment and control groups
New Arrests, parents	Reduce number of new arrests of parents	Total number, and average per family, of new arrests of parents or caregivers, during program participation in participating families	Total number, and average per family, of new arrests of parents or caregivers in randomly selected control families	Randomly selected treatment and control groups
New incarceration, parents	Reduce number of new incarcerations of parents	Total number, and average per family, of new incarcerations during program participation, of parents or caregivers in participating families	Total number, and average per family, of new incarcerations during program participation, of parents or caregivers in randomly selected control families	Randomly selected treatment and control groups
School attendance	Increase number of days of school attendance by children	Average number of school attendance days (per time period) by school-aged children in participating families	Average number of school attendance days (per time period) by school-aged children in control families	Randomly selected treatment and control groups
New arrests, juveniles	Reduce number of new arrests of children	Average number of new arrests (per time period) of children in participating families	Average number of new arrests (per time period) of children in control families	Randomly selected treatment and control groups
New probation	Reduce number of new	Average number of new	Average number of new	Randomly

violations, juveniles	probation violations by children	violations (per time period) of children in participating families	violations (per time period) of children in control families	selected treatment and control groups
New detentions, children	Reduce number of new detentions of children	Rate (average number of detention days per child during the program period) for participating families	Rate (average number of detention days per child during the program period) for control families	Randomly selected treatment and control groups
Completion of probation	Increase the rate of successful completion of probation (juveniles)	% of juveniles in participating (treatment) families who are on probation who successfully complete probation	% of juveniles in control families who are on probation who successfully complete probation	Randomly selected treatment and control groups
Restitution to victims	Increase the rate of successful completion of court ordered restitution to victims (juveniles)	% of juveniles in participating (treatment) families who are on have orders for restitution who successfully complete restitution	% of juveniles in control families who are on probation who have orders for restitution who successfully complete restitution	Randomly selected treatment and control groups
Restitution to restitution fund	Increase the rate of successful completion of court ordered payments to restitution funds (juveniles)	% of juveniles in participating (treatment) families who are on have restitution orders who successfully complete restitution fund payments	% of juveniles in control families who are on have restitution orders who successfully complete restitution fund payments	Randomly selected treatment and control groups
Community service	Increase the rate of successful completion of court ordered community service (juveniles)	% of juveniles in participating (treatment) families who have community service orders who successfully complete court ordered community service	% of juveniles in control families who have community service orders who successfully complete court ordered community service	Randomly selected treatment and control groups
Annual cost	Identify impact on cost per family and cost per juvenile	Total cost per participating family and per participating child for the program during the calendar year	Total cost per control family and child for the program during the calendar year	Randomly selected treatment and control groups

**F. Other Budgetary Items**

In addition to the specific programmatic components discussed above, the County's proposed budget for its CPA 2000 funds includes \$112,000 for additional rent and occupancy costs; \$165,000 to perform program evaluations; \$129,788 (\$87,328 in CPA funding and \$42,459 from Title IV-E revenue) for a probation manager to oversee the 43 additional positions and \$16,427 for administrative overhead.

With regard to the rent and occupancy line-item, the County notes that the initiation of new programs demands new staff and support personnel and that these workers must be housed

somewhere. At this time, Contra Costa County is experiencing a major shortage of physical space to locate staff. This funding will allow the County to secure sufficient office space to support the staff for these new and ongoing programs. Funding for evaluation will allow the County to continue its commitment to intensive evaluation of its new and ongoing programs and to meet the requirements of data collection and reporting in CPA 2000.

Following is detailed information regarding all of the programs proposed for CPA 2000 funding.



## **Appendix 1:**

# **Juvenile Justice Programs Proposed for Crime Prevention Act 2000 Funding**

Indicator of low adult literacy level: educational attainment

Area	% of population with less than High School Diploma(or Equivelent)	Rank
Kensington	n/a	n/a
Brentwood	27.4%	5
San Pablo	26.5%	5
Pittsburg	25.2%	5
Richmond	23.9%	5
Oakley	21.5%	4
Crockett & Rodeo	21.2%	4
Antioch	19.1%	4
Pinole	14.6%	3
Martinez	13.1%	3
Concord	11.8%	3
Hercules	9.8%	3
El Cerrito	9.0%	3
Pleasant Hill	7.8%	2
Byron & Discovery Bay	7.4%	2
Clayton	6.9%	2
Walnut Creek	5.7%	1
San Ramon	4.6%	1
Alamo	4.4%	1
Danville	4.3%	1
Lafayette	3.9%	1
Orinda	3.0%	1
Moraga	2.9%	1

Educational Attainment of 25+ age group(counted those with less than HS diploma or equivalent)

Source: US Census, 1990

More direct literacy data is available, but it too is based on the 1990 census and does not include all areas. For those areas for which literacy data is available it appeared that educational level is an adequate proxy.

**JUVENILE JUSTICE PROGRAMS PROPOSED FOR**

**CRIME PREVENTION ACT 2000 FUNDING**

**CONTRA COSTA COUNTY**

<b>PROGRAM NAME</b>	<b>TOTAL PROJECTED COST</b>	<b>TOTAL CPA FUNDING</b>
1. High School Challenge Team Program	\$876,071.00	\$525,643.00
2. SafeFutures Program	\$600,458.00	\$476,858.00
3. Middle School Challenge Team Program	\$1,046,083.00	\$627,650.00
4. Community Probation Program	\$1,258,039.00	\$886,823.00
5. Family Intervention in Substance Abuse Program	\$550,931.00	\$550,931.00

CONTRA COSTA COUNTY PROBATION DEPARTMENT  
STAFF COSTS  
FY 2001/2002

	Step 5 Salary	Benefits @ 35%	Direct Cost (Subtotal)	Supervision @ 12%	Clerical Support @ 16%	Manager Support @ 1%	Department Administrative Support @ 4%	County Administrative Support @ 7%	Fully Loaded Cost
<b>JULY, AUGUST, SEPTEMBER:</b>									
Deputy Probation Officer III:									
Monthly	4,771	1,670	6,441	773	1,031	64	258	451	9,017
3 Months	14,313	5,010	19,323	2,319	3,092	193	773	1,353	27,052
<b>OCTOBER THROUGH JUNE:</b>									
Deputy Probation Officer III:									
Monthly	4,962	1,737	6,698	804	1,072	67	268	469	9,378
9 Months	44,657	15,630	60,286	7,234	9,646	603	2,411	4,220	84,401
<b>TOTAL FY 2000/2001 COST PER DPO-III</b>			<b>\$ 79,609</b>	<b>9,553</b>	<b>12,737</b>	<b>796</b>	<b>3,184</b>	<b>5,573</b>	<b>\$ 111,452</b>
Probation Supervisor I									
Monthly, 1st Quarter	5,862	2,052	7,914						
Monthly, 3 Quarters	6,096	2,134	8,230						
Annual	72,454	25,359	\$ 97,813						
Clerk - Senior Level (Step 7, Benefits @ 31%)									
Monthly, 1st Quarter	3,136	972	4,108						
Monthly, 3 Quarters	3,261	1,011	4,272						
Annual	38,761	12,016	\$ 50,777						
Probation Manager									
Monthly, 1st Quarter	6,453	2,259	8,712						
Monthly, 3 Quarters	6,711	2,349	9,060						
Annual	79,759	27,916	\$ 107,675						

CONTRA COSTA COUNTY PROBATION DEPARTMENT  
 CRIME PREVENTION ACT 2000 (AB 1913)  
 PROGRAM COSTS ESTIMATE  
 FY 2001/2002

Months	Ongoing		Start-up	Total	Revenue	Net AB 1913 Cost
	Salaries & Employee Benefits	DoIT & Telecom	Furniture and Equipment	First Year Cost	Title IV-E	
<b>DPO's @ High Schools:</b>						
12	9 Deputy Probation Officer III	716,481	9,000			
12	1 Probation Supervisor I	97,813	1,000			
12	1 Clerk - Senior Level	50,777	1,000			
		<u>865,071</u>	<u>11,000</u>	<u>-</u>	<u>876,071</u>	<u>(350,428)</u>
						<b>525,643</b>
<b>DPO's @ Middle Schools:</b>						
14	9 Deputy Probation Officer III	835,895	10,500	18,000		
14	1 Probation Supervisor I	114,115	1,167	3,000		
14	1 Clerk - Senior Level	59,240	1,167	3,000		
		<u>1,009,250</u>	<u>12,833</u>	<u>24,000</u>	<u>1,046,083</u>	<u>(418,433)</u>
						<b>627,650</b>
<b>Community Probation:</b>						
Purchase of Services						<b>300,000</b>
<b>Staff:</b>						
14	8 Deputy Probation Officer III	743,017	9,333	24,000		
14	1 Probation Supervisor I	114,115	1,167	3,000		
14	1 Clerk - Senior Level	59,240	1,167	3,000		
		<u>916,372</u>	<u>11,667</u>	<u>30,000</u>	<u>958,039</u>	<u>(371,216)</u>
						<b>586,823</b>
<b>Family Intervention in Substance Abuse:</b>						
14	5 Deputy Probation Officer III	464,386	5,833	15,000		
14	0.56 Probation Supervisor I	63,397	648	1,667		
		<u>527,783</u>	<u>6,481</u>	<u>16,667</u>	<u>550,931</u>	<u>550,931</u>
						<b>550,931</b>
<b>DPO's @ Orin Allen Youth Rehabilitation Facility:</b>						
14	2 Deputy Probation Officer III	185,754	2,333	6,000		
9	2 Deputy Probation Officer III	119,414	1,500			
		<u>305,168</u>	<u>3,833</u>	<u>6,000</u>	<u>315,001</u>	<u>(123,600)</u>
						<b>191,401</b>
<b>Volunteers in Probation Program:</b>						
9	1 Deputy Probation Officer III	59,707	750			
		<u>59,707</u>	<u>750</u>	<u>-</u>	<u>60,457</u>	<u>60,457</u>
						<b>60,457</b>
14	1 Probation Manager	125,621	1,167	3,000	129,788	(42,459)
						<b>87,328</b>
9	Summit Center Mental Health Residential Unit					<b>225,000</b>
	Additional Rent & Occupancy Costs					<b>112,000</b>
	<b>Sub-Total Service Costs</b>					<b>3,267,233</b>
	Vacancy factor on above staffing (approx. 6.5%)					(247,583)
	Revenue loss due to vacancy					84,466
	Evaluation					165,000
	Administration					16,427
	<b>TOTAL CPA 2000 (AB 1913) BUDGET</b>					<b>3,285,643</b>
					<b>Award</b>	<b>3,285,643</b>

## G. Development of Coordinated Information Sharing Systems

Contra Costa County recognizes that the development of coordinated information sharing systems is an important, but complex, issue. The County continues its commitment to ongoing discussions with partner agencies to look at long-range information sharing needs. However, progress to date has been slowed by concerns relating to legal and technological barriers.

Legal constraints are particularly present in the areas of mental health and social services where confidentiality laws can prohibit the release of certain information. The County's ongoing discussions include the identification of strategies by which privileged or confidential information can be shared among team members and ways in which different technology systems and collection processes can be unified.

Given these legal and technological constraints, it has been Contra Costa County's experience that close collaboration among partner agencies facilitates the exchange of information. Open lines of communication and regular meetings bring increased opportunities for program partners to discuss a client's progress and problem-solve. In fact, evaluations of a number of Contra Costa County's programs highlighted this information sharing process as a major strength that enhanced the level of services. Evaluations of the High School Challenge Teams and the Gang Core Teams, for example, specifically mentioned that the relationships established between probation officers and partner agencies positively benefited participants and contributed to program success. The County will continue to emphasize collaborative working relationships as a tool to facilitate information sharing in the CPA 2000 programs.

It is also important to note that the Probation Department is currently participating on 2 countywide multi-disciplinary teams that are working on ways to identify mechanisms to exchange information, including the development of a memorandum of understanding.

Contra Costa County certainly recognizes that a coordinated system of exchanging information benefits clients and enhances overall program operations. The County will maintain its emphasis on close collaboration to facilitate the exchange of information and will also continue its discussions on long-term information sharing needs.