



Juvenile Alternatives to Suspension (JASP) Evaluation

Updated July 2018

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INTRODUCTION

In February 2017, the San Francisco Department of Children, Youth and Their Families (DCYF) engaged Mission Analytics Group, Inc. (Mission Analytics) to evaluate the implementation of the Juvenile Alternatives to Suspension Program (JASP), since renamed the Junior Achievement and Success Program, at Visitacion Valley Middle School (VVMS). JASP was funded through a three-year grant from the Edward Byrne Memorial Justice Assistance Grant (JAG) Program to bring together DCYF, VVMS, the Juvenile Probation Department (JPD), and Beacon/Real Options for City Kids (R.O.C.K.) in a program designed to disrupt the school-to-prison pipeline. Mission completed interviews with 14 JASP stakeholders and conducted a brief site visit to the school campus and JASP office. Data was also collected from JASP staff's monthly reports and summary information was pulled from the first hired evaluator, Social Policy Research Associates (SPR), and a third party retreat facilitated by consultant Be The Change. This report presents findings related to the implementation and function of JASP through the end of the 2017-2018 school year in May 2018. The program has since been discontinued and findings were used to inform successful behavioral interventions that were highlighted in DCYF's 2018-2023 RFP which supported funding Beacon middle schools throughout San Francisco.

Four key stakeholders were involved in the implementation and maintenance of JASP.

Department of Children, Youth and Their Families (DCYF)

DCYF is the primary grant-making agency in San Francisco that provides funds for youth services to community-based organizations (CBOs). Goals of the organization are to provide children and youth with opportunities to be successful in school, prepare for the future, engage in positive activities outside of school, and live in safe and supported communities. DCYF funds programs in two service areas specifically geared toward high risk youth: The Violence Prevention Initiative and Youth Workforce Development for Justice-Involved Youth. DCYF regularly collaborates with JPD to refer high risk youth to programs and to evaluate programs funded under the state Juvenile Justice Crime Prevention Act (JJCPA).

DCYF and JPD collaborated to write a grant proposal for JASP.

SFUSD Pupil Services was engaged to help identify a school site.

Visitacion Valley Middle School and Beacon/R.O.C.K. were brought on to the JASP team.

Beacon/R.O.C.K. developed the program curriculum.

Beacon/R.O.C.K. and JPD selected coordinators for JASP.

Coordinators implemented the program.

The program was maintained and reshaped due to staffing changes.

Juvenile Probation Department (JPD)

JPD works to prevent crime, reduce recidivism, and provide academic and extracurricular opportunities to youth in the justice system. JPD is engaged with DCYF to provide diversion activities for youth previously involved in the justice system as a referral partner for the Violence Prevention Initiative and Youth Workforce Development for Justice-Involved Youth programs. While JPD has demonstrated excellence in working with youth involved in the justice system, they have less experience in direct service provision geared toward prevention and risk mitigation activities for youth not already involved in the justice system.

Visitacion Valley Beacon Center (The Beacon Center)/Real Options for City Kids (R.O.C.K.)

The Beacon Center, a longtime grantee of DCYF, is a CBO that provides academic and extracurricular opportunities for San Francisco youth through eight centers, one of which is housed in VVMS R.O.C.K. took over leadership of the Visitacion Valley Beacon Center in 2009. Beacon/R.O.C.K. focuses on prevention and social support as key tenets of their work with youth, and provides both in and afterschool services to students of VVMS.

Visitacion Valley Middle School

Visitacion Valley Middle School, located in the Visitacion Valley neighborhood of San Francisco, has roughly 550 enrolled students who are in sixth to eighth grade. The school provides a safe space for youth that promotes social and emotional learning and skill development and allows for academic growth. VVMS was selected in collaboration with the San Francisco Unified School District (SFUSD) Pupil Services as the implementation site for JASP after the grant was awarded to DCYF and JPD.

BACKGROUND

In 2015 the Board of State and Community Corrections offered California counties the opportunity to develop programs under the Edward Byrne Memorial Justice Assistance Grant (JAG) Program. The JAG program funds state and local initiatives that involve technical assistance, strategic planning, research and evaluation, data collection, training, personnel, equipment, forensic laboratories, supplies, contractual support, and criminal justice information systems. DCYF and JPD collaborated to complete the grant application, with the idea to design an innovative collaborative program to disrupt the school-to-prison pipeline.

JASP built on previous research on Early Warning Indicators (EWI). The John W. Gardner Center for Youth and their Communities (JGC) developed these indicators, which are employed by the SFUSD to identify high-risk youth.¹ The EWI consist of two indicators: GPA below 2.0 and attendance rate below 87.5% during eighth grade. JGC analysis from 2011 showed that eighth grade students with one of the two risk factors were nearly half as likely to graduate from high school within four years, and only 15 percent of students with two risk factors graduated on time. In 2014, Mission extended the EWI analysis, showing that eighth graders with the EWI and suspensions were at high risk of JPD contact within two years.²

In the grant application, only DCYF and JPD were identified as partners. After the grant was awarded DCYF and JPD collaborated with SFUSD to identify a middle school that had high need for an on-campus diversion program. After narrowing the scope to two schools, VVMS was chosen because of the existing on-site presence of R.O.C.K.

Though most of R.O.C.K.'s programming occurred after school hours, the CBO had some experience providing in-school service and good potential to expand. DCYF awarded additional funding to R.O.C.K. to fully implement the program, a role which included hiring coordinators. JPD also staffed the program with one probation officer (PO).

In an effort to create a strong partnership, DCYF facilitated a kick-off meeting in July 2015, with all identified partners, to establish the collaborative model, discuss successful partnerships and develop a shared vision. The partners discussed key elements of successful and unsuccessful partnerships and expressed that open and honest communication and the need to keep youth served at the center of the work would be critical to the success of the model. Partners also

¹ See John W. Gardner Center for Youth and their Communities, "Developing Early Warning Indicators for the San Francisco Unified School District."

http://jgc.stanford.edu/resources/publications/JGC_SS_SFUSDEarlyWarningIndicators2011.pdf.

² See Mission Analytics Group, "Does VPI Reach SFUSD Students at Risk of Juvenile Justice Involvement?" <http://dcyf.org/index.aspx?page=65>.

identified key areas of focus for the model which included increased attendance, trainings, youth engagement, coordination & partnership, decrease in suspensions and family engagement.

Youth Linked to JASP

JASP criteria are designed to detect risk of dropping out and to identify youth at risk of entering the juvenile justice system. Risk criteria for JASP participation were therefore built from a foundation of the EWI, and include additional characteristics to identify high need students. The final selection criteria include:

- GPA below 2.0
- Referred to JASP by Visitacion Valley Middle School staff (e.g. by counselors or teachers) three or more times
- Attendance rate less than 85%
- Out of school suspension one or more times

A student must meet two of the four eligibility criteria to qualify for JASP. Teacher referrals are also taken into consideration for youth who do not fit into the above categories, but referral alone is not sufficient for enrollment in JASP.

JASP Activities

The initial JASP model was intended to provide push-in services for students to increase the amount of time they spent in the classroom and improve academic outcomes. In the push-in model, support staff join students in the classroom rather than having them “pulled out” of class when exhibiting behavioral problems. This was to be achieved through the engagement of one JPD PO and one R.O.C.K. staff member who would both serve as coordinators bearing individual caseloads of high-risk students. The presence of a PO in school was also designed to encourage positive relationships between students and law enforcement. Finally, the added support from JASP coordinators was expected to ease the burden on school staff in managing high need students with behavioral difficulties.

Coordinators each held a case load of ten students, for whom they are responsible for providing push-in support, mentoring and limited case management. Coordinators conducted weekly “one-on-one” meetings with each student to get to know students on a deep level, check in on social, emotional, and academic status and provide support as needed. One-on-ones occur during the school day, typically during a non-core academic session such as gym class. Students were also able to access the JASP space when a coordinator is present, often before school and through to the end of the school day. JASP coordinators supported R.O.C.K. in school-day and after-school programming such as homework club.

Coordinators also established several groups that JASP and non-JASP students elected to participate in, such as a book club and a girls group. JASP students also participated in field trips that were paid for by the program. Field trips included trips to the movies and shows.

Coordinators provided in-school support for teachers and counseling staff by referral and work with students to de-escalate situations as needed. Coordinators were also expected to be a part of the school community, providing logistic support such as monitoring lunch periods and providing outreach to parents and additional family engagement activities.

IMPLEMENTATION OF JASP

In order to establish the collaborative partnership, create shared vision and clarify goals, partners attended a series of planning meetings that began January 2015 and continued for one year. With guidance from Be The Change, DCYF introduced the Second Step curriculum as well as led in the initial planning for the project roll out and expressed to the partner's qualifications for key staff hires. However, because each partner held their own hiring processes there was no opportunity to work together and thoroughly identify common skills needed to fulfill the roles of the Coordinators.

While the JASP partnership had a strong start a number of challenges existed in its implementation. This section reviews issues that arose in implementing the intervention, setting staff expectations and being a fit for the different stakeholders.

Implementing the Intervention

Many of the challenges with JASP stemmed from the program launching without an adaptation of the grant and without consideration of the unique nuances of the school community. The task of structuring and implementing the intervention with the lens of what was happening on the ground at VVMS fell largely on the initial staff who were hired first which were the staff for R.O.C.K.

Program Development

In the early stages of planning, DCYF and JPD agreed on a PO that was a good fit for the coordinator role, with the expectation that this staff person would support in developing JASP's programming and would serve as a coordinator. However, she was not offered the role initially. JPD proposed another PO to fill the coordinator role on the program. However, due to restrictions in JPD staffing, he was not able to reduce his PO caseload and become a full-time coordinator. Towards the end of the school year the PO was subsequently transitioned off the project when it became clear that he was not a good fit for the role. Ultimately the original preferred PO that DCYF requested was brought on to the project but would not be able to start until late in the second year which meant there was no JPD support over the summer session and at the beginning of the school year.

In order to fulfill the commitment to the school of the proposed program launch date DCYF asked R.O.C.K. to continue the project and support youth during the summer. Due to staffing shortages and subsequent delays in identifying and installing a PO coordinator the R.O.C.K. Beacon Director ultimately assumed responsibility for refining the adaptation of JASP's programming. With limited administrative oversight from JPD, DCYF, and VVMS, Beacon/R.O.C.K. developed policies and procedures, onboarding documents, protocols, and management and implementation plans. During the gap in time in which JPD did not have a ground-level staff

person involved in JASP, other stakeholders continued to meet and develop the program in their absence. Additionally, a second coordinator was hired by R.O.C.K.

After the start of the 2016-2017 school year DCYF brought in Be the Change (BTC) to lead the full team in a half day retreat to collectively support policies and procedures, onboarding documents, protocols and most importantly roles and responsibilities. During this retreat all partners agreed to the following goals:

- **Safety:** Youth have a safe space to process issues they are facing and can cultivate positive adult relationships
- **School Community:** Youth can gain a positive school experience
- **Self-Management:** Youth can learn valuable tools for navigating conflict in and out of school.

BTC’s skilled facilitator also worked with the team to determine what success looked like. The group shared that they wanted to see JASP go to scale and be supported across all San Francisco middle schools, used as a way to strengthen multi-system collaborations between CBOs, JPD and schools and lastly to use out the box thinking to increase attendance, decrease suspensions and increase achievement. (Attachment A)

The group also re-established their shared vision for the project which included three goals.

Goal #1: Create Strong Systems for Cross Agency Collaboration	Goal #2: Successful Outcomes for Youth in Our Programs	Goal #3: Youth Feel Successful & Empowered
<input type="checkbox"/> Hold regular meetings for communication, updates and progress reports. <input type="checkbox"/> Build tools for consistent documentation and data tracking.	<input type="checkbox"/> Youth are engaged in programs and has a connection to school <input type="checkbox"/> Increase in attendance and decrease in suspension	<input type="checkbox"/> Social skills <input type="checkbox"/> Stabilization and skill building <input type="checkbox"/> Develop positive social skills <input type="checkbox"/> Positive youth engagement

While the partners identified these goals they acknowledged the many hurdles that existed. Early challenges created mistrust and fragile relationships, the decision making procedures and who gets to weigh in on decisions were challenging, the varying opinions of roles and collaborative members repeatedly slowed down the program and communication within the collaborative was hard and often created a bottleneck making it hard to act and advance program elements that were critical to the success of the model.

The biggest decision the partners had to make during the retreat was whether to split up the projected 30 youth to be served across all three coordinators. The partners spent a great deal of

time discussing two possible options. Splitting the group into different caseloads presented immediate challenges because the coordinators felt that they should each share the work of all the youth in the program. While the coordinators felt that it was important to build relationships with all thirty youth and wanted to ensure accountability across the caseloads they felt neither coordinator would get the 'toughest' participants. Everyone agreed that youth needed to build deep and meaningful relationships and caseloads needed to be smaller. Coordinators also wanted to use this opportunity to differentiate their skills and determine the best fit for the youth.

The second option included dividing the caseload of thirty evenly so that each coordinator only had a caseload of 10 youth. Some felt that this option would allow coordinators to identify the youth who are the right fit for the coordinators, allowed for deeper, dedicated relationships with youth, building a cohort of 10 would be a good best practice as it related to check ins and each coordinator felt they could ensure proper data tracking for their youth on a weekly basis. However, this option also presented challenges such as youth could miss opportunities to build relationships with the other coordinators, youth could feel stifled by the focused attention of one coordinator or if shifts needed to happen due to conflicts, coordinators would have to start over again and build new relationships with the youth.

Ultimately the partners decided to assign each coordinator to a dedicated caseload of 10 youth. The group identified shared activities that each coordinator would provide when checking in with the youth on their caseload such as attendance, homework completion, and overall health and well-being. A final agreement included the coordinators creating 'affinity' groups across their caseloads to build deeper relationships or provide additional supports based on their unique skills sets.

Despite the gains established during this retreat the initial unanticipated lead of R.O.C.K. still proved to be challenging and partners were not amenable to the gains that had been made. The work during the initial program development meant that much of the work had already been established and the role of R.O.C.K. manager was significantly more involved in both creation of the program and day-to-day operations than was initially intended. Management of the program was further complicated by the hiring of the second R.O.C.K. coordinator, which created an environment in which R.O.C.K. had greater supervision over the coordinator team and thus, greater influence than was intended.

Despite the retreat and perceived agreements across stakeholders, JPD continued to feel that they were left out of the conversation in developing roles and responsibilities related to JASP. VVMS staff felt that they were not represented when the program was developed, and that none of the organizations had a clear goal of what JASP activities would entail.

At the close of the 16-17 school year, the Principal ultimately asked that JPD not return as part of the JASP program, due in large part to their lack of flexibility and ability to step out of the

“authoritarian” role consistent with their law enforcement background. As a result of this and turnover of the R.O.C.K. Beacon Director and first hired Coordinator, JASP took on the core components initially proposed in the grant. Ultimately the new hires and new direction proved to be the winning formula for the JASP program.

Program Curriculum

The organizations involved differed in their expectations regarding what curriculum and programming JASP would implement. JPD expected to implement “Thinking for a Change,” or T4C, an integrated cognitive behavior change program developed by the U.S Department of Justice³, designed to help children and adults in the justice system take control of their lives by taking control of their thinking. T4C has been shown to reduce recidivism, but it does not appear to have been designed for prevention. Other stakeholders were not made aware that JPD anticipated using the T4C curriculum in the early planning stages and repeatedly expressed, once aware, that a T4C model would never have worked, nor been envisioned, on a public middle school campus.

Instead, JASP coordinators revisited the Second Step curriculum⁴ in supporting program participants, which had been strongly encouraged by DCYF in September of 2015 during the planning phase as it was the District’s adopted Social, Emotional Learning Curriculum. Second Step has flexible curriculum developed for middle school students that stresses creating a “culture of connectedness” in school communities and provides resources to case managers and school staff to build an advisory program for students. Elements of the curriculum were integrated into one-on-one case management sessions with students, but there was no formally structured incorporation of Second Step in everyday activities of JASP, as JASP coordinators did not find the curriculum engaging for students. JASP did not ultimately incorporate a formal curriculum, though training on Second Step was provided to the initial coordinators.

Program Goals

Despite having established program goals during the BTC retreat there were significant discrepancies between stakeholder expectations and reality in terms of staffing, program development, and the function of JASP. JASP was expected by various stakeholders to meet a diverse set of needs. On one hand, VVMS and Beacon/R.O.C.K. expected that the program would provide low-level oversight on a day-to-day basis and integrated support for the school counseling team. Both VVMS and JPD expected that the program would involve more formal intensive case management. All stakeholders appeared to agree that JASP would provide push-ins, academic support, and social/emotional support to students. However, organizations did not

³ See National Institute of Corrections, “Thinking for a Change.” <https://nicic.gov/t4c>

⁴ <http://www.secondstep.org/new-middle-school>

seem to be aware that other stakeholders had differing or additional expectations for the program. JASP was not able to meet the expectations of all stakeholders because expectations were not mutually shared or concretely communicated to other parties.

While the retreat proved initially successful, partners remained confused about the expectation of JASP's role on the campus throughout the 16-17 school year. Though JASP is intended to improve outcomes among high-risk students, partners remained confused about how this would be achieved or what improvement entailed.

Expectations of Stakeholders

Leadership

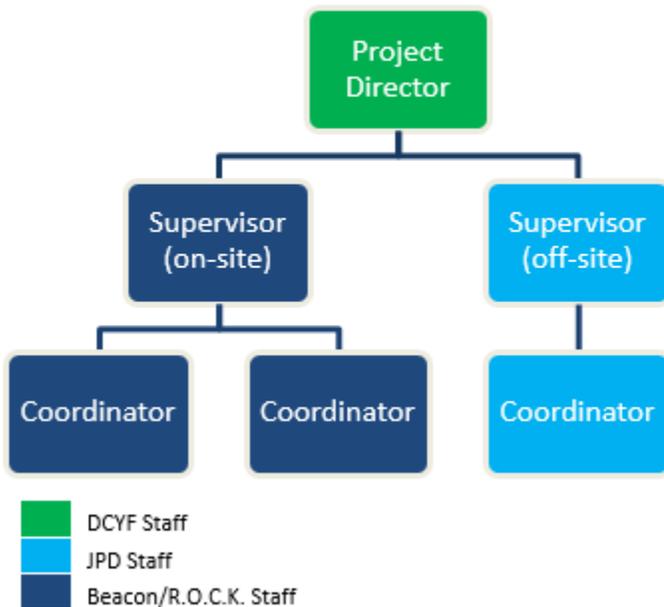
From the initial stages of the program, there was no one entity assigned as the primary executor of JASP because it was meant to be a collaborative partnership which would have included shared ownership of the model. DCYF encouraged the onsite team to organically develop a cooperative management strategy. However, because of the absence of JPD, the R.O.C.K. Beacon Director held

the primary management of the program because they were on the grounds daily. While VVMS and R.O.C.K. expected DCYF to lead or to delegate leadership of the program that was never a part of the design of the model. Leadership at the coordinator level was also challenging because JPD was not fully committed to staffing the model as it was envisioned and thus lost credibility from all the partners early on. Their inability to be flexible before, during and after the retreat continued to present daily problems. Having different supervisors for coordinators that ended up having identical job responsibilities created confusion both for stakeholders and for school staff. This

challenge was exacerbated by the fact that the JPD coordinator's supervisor was not located on-site. A simplified staffing model showing coordinator supervision is presented in Figure 1.

Public agencies like JPD have less flexibility in terms of staffing and organizational changes. Additionally, JPDs role as an enforcement partner presented challenges because they were viewed as "probation" and not as a coordinator and by virtue of their training were often challenged with integrating fully onto a school campus and becoming part of the fiber of the school. The coordinator role also required them to step back and not be a lead authoritarian versus

Figure 1. Organization Chart



being on campus and integrating as a part of the school staff. CBOs have significantly more flexibility, meaning that they can bring in staff more easily and can quickly respond to challenges – a clear strength of R.O.C.K. in the implementation of JASP. However, the differing speeds at which JPD and R.O.C.K. can readjust meant that during development and implementation, the right staff (for cooperation and for seeing the program purpose through) were not involved in the process.

JASP services and programming were ultimately finalized yet stakeholders did not agree on who would be responsible for specific activities. This included clearly delineating a leader for the program. While Beacon/R.O.C.K. is the natural choice for leading JASP because as a CBO, they have more flexibility and can respond to challenges more quickly than agencies like JPD, JPD still felt otherwise.

Communication

During the planning phase, VVMS's School's principal was enthusiastic about JASP. A new principal and assistant principal came in prior to the implementation of the program. The new principal was new both to the school, but had an existing relationship with DCYF staff that helped to ease the transition and fostered continued buy-in from the school. While DCYF hosted the kick-off launch before the program began and prior to the identification of coordinators and continued to have regular meetings to discuss implementation and provide oversight, communication was complicated by outside competing priorities of administrative staff.

First and foremost, communication gaps in the development and implementation process led to a power imbalance among stakeholders, a lack of cohesion in the mission/vision of JASP, and inconsistent approaches to implementation. Partners had differing notions about how the program would operate and who was responsible for specific activities. The meeting structure presented a major challenge. During all phases of program there were high level management meetings happening with stakeholders from partner agencies where personnel and other confidential matters were discussed. Simultaneously there were line-level stakeholder meetings where high-level decisions were communicated. This structure did not allow for line staff to seemingly have an influence on decisions made at that level. DCYF, as shown in Figure 1, had a Project Director role that called for their constant communication with all partners. This structure created gaps in communication and slowed down decision making on every level.

Coordinators worked together well with one another at the ground-level, but coordinators from both JPD and Beacon/R.O.C.K. reported concerns back to administrative staff, such as feeling uncomfortable with expectations from the school. This issue was named and seemingly resolved during the August, 2016 retreat. VVMS was set on having Coordinators support the school by providing consistent lunch time supervision, which took Coordinators out of their intended role. This issue is consistent with schools with large populations of high risk youth, where the demand

for human resources are higher than school funding can provide. It appears that these concerns led to rising tension among higher level staff at each agency.

Expectations for Staff

Not surprisingly, the lack of an initial adaptation strategy taking into context the school community spilled into divergent expectations for staff.

Staff Roles and Responsibilities

Expectations regarding the roles and responsibilities of the coordinators did not match across organizations. While JPD was aware that JASP was a pilot project, they were unable to respond to changes over time in staffing and roles due to a lack of organizational flexibility. This ultimately created tension with the other stakeholders when expectations differed.

VVMS was under the impression that the coordinators would answer to the school and R.O.C.K. Additionally, they saw JASP as a provider of formal intensive case management services to augment those being provided by the school. They expected that coordinators would accept referrals and work in tandem with school counselors to provide support to students with pronounced behavior difficulties who had not responded to other services offered by the school. They also expected that coordinators would operate within the “school community,” meaning that they would provide support to school staff such as staffing lunch and hall monitoring. Except for the lunch time and hall monitoring, these expectations were consistent with the District’s Behavioral Response to Intervention (BRTI) Model. The BRTI Model is an adaptation of Response to Intervention, which is a school’s ability to implement a multi-tiered continuum of evidence-based practices and making ongoing decisions about student need based on data.

R.O.C.K.’s understanding of the coordinator role was more in line with the school’s than JPD’s, though they did not see the role as involving formal intensive case management. R.O.C.K.’s work is in the youth development space, but does not typically involve intensive case management activities for high risk youth.

However, despite confirming roles during the retreat, differences between the anticipated and actual roles of coordinators sustained tension between stakeholders. VVMS administrators felt that both of the JPD PO’s were resistant to joining the community of the school and refused to perform activities that the school felt were appropriate for the coordinator role such as supporting school staff during the recess hours. Finally, the school staff felt that the coordinators were not equipped to serve the high-risk population that JASP was to target. Rather, they felt that coordinators were functioning as youth development specialists/counselors, a role that was already filled by school staff. While there were numerous attempts to integrate JASP staff into school Student Assistance Program (SAP) meetings with counselors and social workers to discuss student’s behaviors, all partners were not available for these crucial relationship and team building opportunities.

Staffing

JASP experienced challenges from the onset due to staff turnover at VVMS, and staffing logistics at other organizations meant that the right people were not involved at the right stages of the process.

From the JPD side, the first PO coordinator should not have retained his probation caseload. While this was rectified with the appointment of the second PO coordinator, she would have been an ideal candidate to co-design JASP but ultimately believed she was overqualified for the role of the coordinator.

From the R.O.C.K. perspective, hiring of the initial coordinator occurred before there was a clear understanding of what the coordinator role would entail. The role that developed involved more formal case management than was initially anticipated, meaning that the staff person did not have the right skill set for the position, and she was eventually let go.

Staff training was a significant challenge for JASP, particularly due to conflicting priorities across stakeholders. There was a mismatch in the skill sets needed for VVMS's expectation of low-level oversight and integration in the school community, and the provision of intensive case management services to students with significant needs. The mismatch in skill sets needed for these two roles presented a significant barrier to finding staff that are suitable for the positions, even though a significant amount of funding was provided to R.O.C.K. designated for Professional Development and Capacity Building for each of the Coordinators. This funding was ultimately not utilized

Expectations for Students

Organizational Mindset

JPD and R.O.C.K. held different organizational mindsets, which created friction in implementing JASP. JPD, for example, views attendance to activities such as field trips as a reward for students who are behaving well, while R.O.C.K. takes a "positive youth development" focus and views activities as opportunities students would not have without JASP. R.O.C.K. and the school would have liked to take more students on field trips, but JPD felt that they should not reward bad behavior.

Additionally, the school held a different view from JPD and R.O.C.K. of recruitment and buy-in from students and families for JASP, seeking an approach of continued care and support even when faced with resistance. JPD and R.O.C.K. coordinators to some extent refused to support students who were unwilling to receive services from them. The school believed they should have been more adamant about providing care, rather than allowing students to decline service. JASP developed without a clear integrated mindset and stakeholders were not able to reach agreement on a central philosophy to guide the program. These disagreements led to a lack of clarity about how students with continuing behavioral difficulties interact with JASP.

Outcomes

After the retreat partners confirmed that coordinators were responsible for completing pre- and post- program evaluations of students that participate in JASP, and teachers were to provide coordinators with written feedback on JASP students. Some of this information was incorporated into regular reports that document who JASP was serving, which were shared among stakeholders.

At the beginning of the implementation a third party evaluation firm, Social Policy Researchers (SPR), worked with the partners to create a Logic Model (Attachment B) for the JASP program and developed outcomes.

Short Term

Participant Level – Consistent attendance in school & JASP activities; Reductions in referrals and suspensions; Changes in the number and type of suspensions (i.e. violent vs. non-violent); Decrease youths’ out of classroom time; Increase youths’ sense of safety at & connectedness to school; Increase youths’ connection to adult allies.

System-Level – Increased coordination between JASP partners to identify and address needs of youth; Reduce use of suspension as a tool to manage behavior; Increased capacity of JASP partners to address needs of youth with cultural humility.

Long-Term – Reduce involvement in juvenile justice system; Increased school engagement among vulnerable youth; Sustained focus on addressing structural barriers to success among youth of color.

At the start of the implementation SPR was contracted to perform an implementation and final evaluation of the program. However, delays in hiring and changes to the JPD position, partners decided not to perform the implementation evaluation until there was stable hiring amongst all partners. Ultimately, SPR was asked to work more closely with the other San Francisco County pilot, Young Adult Court and were not used to continue the work with JASP.

Though feedback from teachers and coordinator evaluations are an important documentation of JASP activities, more formal evaluation of outcomes was necessary to understand how well JASP was working. Interview participants added that outcome measures that fell into two main buckets: measures that can be evaluated in the long term, including changes in GPA, school attendance, and suspension rates; and measures that can be assessed in the short term, including JASP attendance, formal status reports, improvements in student behavior, more time spent in class, and fewer referrals.

SUCCESSSES

Despite challenges in the implementation of JASP, interview participants noted several successes of the program. These successes became more pronounced in the second year of operations as staff acclimated to roles and the operating procedures of JASP became somewhat clearer. As mentioned earlier, at the end of the 16-17 school year, school administration requested to remove the JPD Coordinator role due to the lack of flexibility and inability to commit to staffing the model as it was envisioned, specifically to step back and not be a lead authoritarian. As a result, by the end of the 17-18 school year the structure and cohesion of the integration into the school community began to improve. According to monthly reports, the program has seen the following results.

- **Improvements in Student Behavior:** Interview participants expressed that there was positive feedback regarding some JASP students' behavior by teachers and school staff. JASP coordinators employed field trips as a merit-based perk, and noted that by the end of the 16-17 school-year, more participants were allowed to participate in field trips. Interviewees reported that teachers came to rely on the JASP coordinators for support, and that coordinators were able to de-escalate situations due to their relationships with students. In the 17-18 school year there was continued improvement in student behavior as expressed by teachers and staff. There was an increase in student participation, leading to an increased interest in the program by non-participant youth. Student enrollment and participation increased over the course of the final school year. Coordinators maintained a case-load of 26 students throughout the school year and according to reports, participants in JASP saw a fluctuating rate of suspensions over the course of their enrollment in the program. Between August and October only 3 students were suspended, while 7 were suspended between November and December. Between January and March only 4 students were suspended while 3 students were suspended in the April – May period with 2 students being suspended twice. While these rates fluctuated, JASP participants saw a steady decrease in truancy letters, which reflect their increased attendance at school.
- **Coordinators as Resources:** In addition to supporting improvements in student behavior, coordinators were also a resource to the school in providing support for day-to-day school operations. The flexibility of coordinators allowed for the development of groups that reflected the interests of students, and educated them on topics that they would not have otherwise been exposed to. The girls group and book club, for example, served as avenues for students to discuss topics ordinarily inaccessible to them in daily classes. Finally, JASP coordinators were able to fill in for school staff that were absent toward the end of the 16-17 school year. In the 17-18 school year, the formalization of relationships between counseling staff and JASP Coordinators was encouraged by the Principal. JASP staff were included in the Principal's Tier 2 Intervention Plan, thereby assigning them a critical role in the service

delivery during the school day. JASP was also featured in the Principal's All Staff communications and identified as a program that offered additional supports for struggling students. In addition, the JASP Coordinators took on a formal role in providing "In School" suspensions for students at VVMS, which included non-JASP students. JASP Coordinators see this as an opportunity to appropriately provide support for the school, while building relationships with students outside the program.

- **JASP Reputation:** Interview participants expressed that JASP had a good reputation amongst students, and that students enjoy participating in the program. Even students who are not enrolled in JASP voluntarily attend some activities like the book club meetings and groups, and drop in to the JASP room. In the 17-18 school year there was an increase with the integration of the program into the Tier 2 model. This strengthened the relationship between JASP and the Counseling staff whereby JASP staff worked hand in hand with counselors to come up with appropriate interventions and supports.
- **Providing a Safe Space:** The JASP room provided a safe space on campus for students to feel connected to and supported by adults who come from similar backgrounds. School staff reported that many of the employees of VVMS do not reflect the ethnic and demographic backgrounds of the youth served, but noted that the coordinators better represented the student population. JASP coordinators emphasized that students came to them for advice and to decompress from the day – both opportunities that may have been absent at home for many of the high-risk youth in the program.

CONCLUSION

JASP brought together DCYF, JPD, R.O.C.K., and VVMS to develop and implement an innovative program to disrupt the school to prison pipeline. Bringing together a diverse group of stakeholders is a complex undertaking, and the implementation of JASP was rocky from the onset due to timing issues that prevented staff from being engaged in the process at the right time. R.O.C.K. took responsibility for program development, but the first PO that JPD placed did not have ample time to dedicate and was not a good fit for a program development role, and the second PO came in too late to effectively use her skills.

These timing issues were compounded by a lack of commitment to the agreed upon shared vision. VVMS, R.O.C.K., and JPD all had conflicting understandings of the services JASP was to provide, a haziness that was never fully resolved. Administrative and on the ground staff continued to struggle to understand exactly what the JASP operations were. Despite these challenges, JASP ultimately settled into a role in providing informal case management, behavioral support and mentoring services to students enrolled in the program. Because of these numerous personnel challenges and lack of shared vision the program will ultimately sunset in June 2018.

Despite DCYF's added investments by contracting with two evaluation firms and hiring a consultant to support with the retreat, DCYF has concluded that assisting as a funder and not as a program implementer is most useful. Ultimately, by the start of school year 18-19 R.O.C.K. will continue operating programs at VVMS working with the school population and implementing their Beacon program. Additional lessons learned from JASP will carry forward which includes 'push-in'/school day support activities. Also, relationships with the Principal and R.O.C.K. staff were strengthened as a result of this pilot program. DCYF was able to use 'push-in'/school day support as a part of their full role out of Beacons across all San Francisco Middle Schools. The total investment in Out of School Time programs is \$26.4M for 2018-2023. DCYF also continues its partnership with JPD and are working closely together to jointly fund 34 programs under the Justice Services area for a total investment of \$9.6M. While all partners have maintained positive working relationships the experiences learned from the implementation of JASP will remain far reaching as all are committed to improving the outcomes of youth who struggle academically and behaviorally.