

File No. 110976

Committee Item No. 8

Board Item No. _____

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee PUBLIC SAFETY

Date 9/15/11

Board of Supervisors Meeting

Date _____

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Completed by: Gail Johnson

Date 9/9/11

Completed by: _____

Date _____

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INTRODUCTION FORM

By a member of the Board of Supervisors or the Mayor

Time Stamp or
Meeting Date

I hereby submit the following item for introduction:

- 1. For reference to Committee:
 An Ordinance, Resolution, Motion, or Charter Amendment
- 2. Request for next printed agenda Without Reference to Committee
- 3. Request for Committee Hearing on a subject matter
- 4. Request for letter beginning "Supervisor _____ inquires..."
- 5. City Attorney request
- 6. Call matter from Committee (File Number: _____)
- 7. Budget Analyst request (attach written Motion)
- 8. Substitute Legislation (File Number: _____)
- 9. Request for Closed Session
- 10. Board to Sit as a Committee of the Whole
- 11. Question(s) submitted for Mayoral Appearance before the BOS on _____

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Note: For the Imperative Agenda (a Resolution not on the printed agenda), use a different form.

Sponsor(s): Mirkarimi

Subject: DCYF Youth Violence Prevention Report

The text is listed below or attached:

Attached


Signature of Sponsoring Supervisor: _____

For Clerk's Use Only:

YOUTH VIOLENCE PREVENTION INITIATIVE: LOCAL ACTION PLAN



JULY 2011
SAN FRANCISCO MAYOR'S OFFICE
DEPARTMENT OF CHILDREN, YOUTH AND THEIR FAMILIES
VIOLENCE PREVENTION AND INTERVENTION UNIT

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DRAFT

EXECUTIVE SUMMARY

Many San Franciscans experience violence in their lives and communities. Homicide is the leading cause of death among youth ages 15-24 in San Francisco, with a local youth homicide rate nearly twice the statewide rate (30 vs. 18 per 100,000).¹ In fiscal year 2009-2010, the San Francisco Police Department investigated over 1,500 cases of domestic violence, and referred nearly 500 more to the District Attorney's office. San Francisco's Family and Children's Services substantiated over 1,000 cases of child abuse and neglect in 2009.²

Not all communities are affected by violence to the same extent – San Francisco neighborhoods where the majority of the population is African American, Latino and have economic levels below the poverty line experience disproportionately high levels of violence.³ Growing up in communities where violence is prevalent affects young people's educational outcomes, mental health, and likelihood of involvement in the criminal justice system.⁴ The World Health Organization defines violence as:

"The intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment, or deprivation."⁵

The purpose of this document, the *Youth Violence Prevention Initiative: Local Action Plan*, is to establish the Juvenile Justice Coordinating Council (JJCC) partners' funding strategies and recommendations for community violence prevention and intervention efforts targeting at-risk youth and young adults between the ages of 10 and 25.

In this plan, the JJCC partners provide background on violence prevention planning in San Francisco, the JJCC partnership, and the funding sources available for violence prevention among youth and young adults in San Francisco. The JJCC partners describe the target population, the continuum of risk used by to guide service allocation, and the theoretical framework used to guide violence prevention planning and evaluation.

In 2010-2011, The Department of Children, Youth and their Families (DCYF) carried out a community input process as part of larger-scale violence prevention planning processes in San Francisco. Feedback

¹ Simmons, David, Larsen-Fleming & Combs, "A Snapshot of Youth Health and Wellness." Adolescent Health Working Group, San Francisco, 2009.

² San Francisco Department on the Status of Women, "Comprehensive Report on Family Violence in San Francisco." Family Violence Council, San Francisco, 2010.

³ Davis Ja, "Violence Prevention and Intervention Evaluation Report." Ja & Associates, San Francisco, 2010.

⁴ Gerrity, E. & Folcarelli, C. (2008). "Child traumatic stress: What every policymaker should know." Durham, NC and Los Angeles, CA: National Center for Child Traumatic Stress.

⁵ Dahlberg LL, Krug EG. Violence: a global public health problem. In: Krug EG, Dahlberg LL, Mercy JA, Zwi AB, Lozano R, editors. World report on violence and health. Geneva (Switzerland): World Health Organization; 2002. p. 1-21.

from that community input process is incorporated into the *Youth Violence Prevention Initiative: Local Action Plan*. JJCC partners combine these community perspectives with a review of relevant San Francisco crime data and literature on violence prevention to provide an overview of violence prevention needs in the City. JJCC partners describe the problem of street violence, juvenile/criminal justice trends among youth and young adults; correlating factors such as education and workforce systems; and how trauma contributes to the problem of violence in San Francisco.

Based on the primary and secondary findings, JJCC partners set out their strategic violence prevention and intervention funding priorities. Strategies for prevention, enforcement, and reentry are defined. These strategies include: alternative education; secondary prevention; diversion; detention alternatives; detention based services; aftercare/reentry services; and gender and cultural specific services across all other strategies. A series of next steps is laid out for the adoption and implementation of the *Youth Violence Prevention Initiative: Local Action Plan*. These steps focus primarily on strengthening and expanding the JJCC partnership, and building connections with other coordinating bodies such as the San Francisco Reentry Council.

I. INTRODUCTION AND BACKGROUND

Violence is a leading cause of death and injury that disproportionately impacts people of color in San Francisco. Violence is a serious public health concern since it contributes to the development of chronic health conditions, such as death, body & harmful injury, post-traumatic stress disorder, depression, anxiety, and substance abuse. The social and individual factors that contribute to violence are overlapping and complex, and a flexible, coordinated strategy is necessary to address these factors and prevent violence in San Francisco.

Communication and solidarity between government and CBOs is fundamental to prevent and reduce violence. CBOs, community leaders, and residents know the ways in which violence affects their lives and communities, and are on the frontline of violence prevention and response. These partners play an essential role in identifying, planning, and implementing strategies to anticipate and respond to violence.

In 2010, former Mayor Newsom charged the Department of Children, Youth and their Families (DCYF) with coordinating the revision of the City and County of *San Francisco Violence Prevention Plan (2008-2013)*. DCYF developed a partnership with multiple City Departments and CBO partners to work collaboratively in developing and implementing a unified City and community vision to reduce violence and victimization in San Francisco.

San Francisco's vision is to invest in a holistic approach to create a sustainable environment where youth violence can be prevented and reduced, and to support youth, young adults, and their families in living safe, meaningful, and productive lives.

In order to incorporate the diverse viewpoints of key stakeholders into the revised Violence Prevention Plan, DCYF conducted an extensive and inclusive input process. DCYF used the information from the community input process and secondary data collection to complete the first phase of the Violence Prevention Plan revision, the *Street Violence Reduction Initiative (SVRI)*.⁶ The SVRI is targeted towards perpetrators and victims of street violence between the ages of 10 and 25 years old. DCYF and partners are currently implementing the SVRI.

This document, the *Youth Violence Prevention Initiative: Local Action Plan* represents the second phase of revising the Violence Prevention Plan. The *Youth Violence Prevention Initiative: Local Action Plan* is focused on DCYF and partner's current service areas and establishes funding strategies and recommendations for community violence prevention among young people between the ages of 10 and 25. DCYF and the members of the Juvenile Justice Coordinating Council (JJCC), along with other City and Community partners, collaborated to create the *Local Action Plan*. The Juvenile Justice Coordinating Council will be the governing body and DCYF will oversee the direct implementation for the *Youth Violence Prevention Initiative: Local Action Plan*.

In this document, JJCC partners draw on community input findings, evidence-informed best practices, and an assessment of the current DCYF violence prevention and intervention strategies to develop a framework for future allocation of all the JJCC partners Violence Prevention and Intervention portfolio.

JUVENILE JUSTICE COORDINATING COUNCIL (JJCC)

San Francisco's Juvenile Justice Coordinating Council (JJCC) is charged with developing a comprehensive, multiagency plan that identifies the resources and strategies for providing an effective continuum of responses for the prevention, intervention, supervision, treatment, and incarceration of male and female juvenile offenders. This *Youth Violence Prevention Initiative: Local Action Plan* is the result of that planning process.

The JJCC was established pursuant to Section 749.22 of Article 18.7 of the California Welfare and Institutions Code as a necessary component under the State of California's Juvenile Crime Enforcement and Accountability Challenge Grant Program. To receive funding, each county is required to establish a multi-agency council to develop and implement a continuum of county-based responses to juvenile crime.

Per the by-laws, the JJCC currently consists of 16 voting members designated as follows: the Chief of Juvenile Probation or his designee; Director of Department of Children, Youth and Their Families or her designee; a representative from the District Attorney's Office; a representative from the Public Defender's Office; serving as Co-Chairs of the Council; one representative from the Sheriff's Department, the Board of Supervisors, the Department of Human Services, the Department of

⁶ City and County of San Francisco. Department of Children, Youth and Their Families. *Street Violence Reduction Initiative: San Francisco Plan*. April 2011.

Public Health-Mental Health Division, a Community-Based Drug and Alcohol Program, the Police Department, the San Francisco Unified School District, the Juvenile Probation Commission, the Adult Probation Department, the Mayor's Office, the Youth Commission, and a Community At-Large Representative. Additional voting members may be designated by the co-chairs of the Council, and may include representatives from nonprofit, community-based organizations providing services to youth, and community residents impacted by the juvenile justice system (see *Appendix 1: 2011 Juvenile Justice Coordinating Council Members List* for a complete list of JJCC members).

JUVENILE JUSTICE FUNDING SOURCES FOR FISCAL YEAR 2011-2013

The JJCC sets juvenile justice funding priorities for various juvenile justice funding streams, and works with other agencies to plan the use of specific funds that contribute toward violence prevention and intervention strategies: the Juvenile Justice Crime Prevention Act (JJCPA), the Juvenile Accountability Block Grant (JABG), the Children's and General Funds as administered by DCYF, and Early and Periodic Screening, Diagnosis and Treatment (EPSDT) program.

JUVENILE JUSTICE CRIME PREVENTION ACT (JJCPA)

JJCPA funds are currently allocated by the State Corrections Standards Authority, which will be folded into the State Board of Community Corrections by July 1, 2012⁷. These funds are granted to each county based on its population. JJCPA funds are to be used for services that are "based on programs and approaches that have been demonstrated to be effective in reducing delinquency and addressing juvenile crime."⁸ In order to receive JJCPA funds, a county must engage in the extensive planning process described above. Historically, the Mayor's Office administered these funds through its Office of Criminal Justice or its Office of Community Investment. Due to organizational changes within the Mayor's Office, JJCPA funds are now administered through DCYF.

JUVENILE ACCOUNTABILITY BLOCK GRANT (JABG)

These federal funds pass through the state Corrections Standards Authority and on to the counties, based on each county's crime index and law enforcement expenditures. The goal of this grant is to hold juvenile offenders accountable for their criminal activities.

SAN FRANCISCO CHILDREN'S FUND

The Children's Fund administered by DCYF was first established by Proposition J, known as the Children's Amendment, approved by San Francisco voters in 1991, and renewed by Proposition D in 2000. The Children's Amendment, resulting from the joint efforts of advocates and community members, created a fund generated by an annual tax of 3 cents for every \$100 of assessed property tax value, which funds programs for children and youth ages 0-17.

⁷ California Department of Finance. "Enacted Budget Summary 2011-12".

<http://www.ebudget.ca.gov/pdf/Enacted/BudgetSummary/CorrectionsandRehabilitation.pdf> accessed on July 2011.

⁸ San Francisco Juvenile Probation Department and Department of Children, Youth and Their Families. "Juvenile Justice Local Action Plan: Bridge Update." City and County of San Francisco, April 2011.

SAN FRANCISCO GENERAL FUND

The General Fund is the City and County of San Francisco's general revenue. These funds are allocated to City Departments to support several areas including funding of non-profit agencies for services. The use of the General Fund is more flexible than other local, State and Federal funding streams, therefore the General Fund is often used to fill various funding gaps left by restricted funding sources.

EARLY AND PERIODIC SCREENING, DIAGNOSIS AND TREATMENT (EPSDT) FUNDS

The Early and Periodic Screening, Diagnosis and Treatment (EPSDT) Program is a requirement of the Medicaid program to provide comprehensive health care for persons under age 21 who are eligible for the full scope of Medi-Cal benefits. Effective July 1, 1995, as part of the expansion of Medi-Cal services for full scope Medi-Cal beneficiaries ages 0 to 21 through the Early and Periodic Screening, Diagnosis and Treatment (EPSDT) program, Department of Health Services (DHS) began providing State General Funds (SGF) to serve as matching funds for Short/Doyle Medi-Cal (SD/MC) services beyond what counties would have expected to spend on those services absent the EPSDT augmentation.

II. TARGET POPULATION

As noted above, the *Youth Violence Prevention Initiative: Local Action Plan* targets youth and young adults age 10 to 25. Although violence has an impact on individuals throughout their life courses, those between the ages of 10 to 25 are at higher risk of being either a victim or a perpetrator of street violence.⁹ Youth violence prevention should start as early as possible, both community input and research on violence prevention demonstrate this need¹⁰. Although local crisis response services reports in San Francisco indicate that shooting and homicides within this target population affect young adults 20 and 25 years old more significantly¹¹, it is critical to extend preventive services to reach younger youth including those between 10 and 13 years old.

In 2009, almost 30% of the homicide victims in the city were between the ages of 10 to 25 years old.¹² Preventive service should be made available for younger children; expanding the target population to cover children 10 years old and up will address this need. Not all youth and young adults are affected by violence to the same extent –African American, Latino, immigrant youth, and youth living in neighborhoods where the majority of families have income below the poverty line experience

⁹ Although street violence affects this age group at a higher rate, we recognize that in San Francisco individuals out of this range are also profoundly impacted by street violence. In an effort to maximize resources this target age group has been adopted. However, recommendation for services and interventions might be provided for a wider targeted age group.

¹⁰ U.S. Department of Justice. Office of Juvenile Justice Delinquency Prevention. James C. Howell. "Gang Prevention: An Overview of Research and Programs". Juvenile Justice Bulletin. 2010. p. 10

¹¹ Annette Quiett (Crisis Response Services. Department of Public Health), personal communication to DCYF's VPI Team, April, 2011

¹² Violence Police Center, *Lost Youth: A County-by-County analysis of 2009 California Homicides Victims Ages 10 to 24*. (Washington, DC: 2011). p. 17.

disproportionately high levels of violence.¹³

Youth and young adults also experience different levels of needs and service requirements depending on their risk level and protective factors. A review of the following definitions, revised and approved by the JJCC in a 2009 planning document¹⁴, reflect some of the primary stages when youth and young adults may require services to prevent juvenile/criminal justice system involvement and/or to support successful exit of these systems.

At-Risk

Youth and young adults who display signs of aggressive behavior, are experimenting with drugs and alcohol, and/or are habitual truants. These individuals may not be connecting to positive peers or role models, and they may show reduced interest in positive activities and in striving for positive personal goals. They may have protective factor, such family support; community engagement; self-esteem; among others¹⁵.

Highly At-Risk

In addition to presenting the conditions for at-risk youth and young adults, these individuals also exhibit delinquent behavior, are using drugs and alcohol consistently, and/or are chronically truant. They are involved with negative street activities and have had constant negative contact with police. These youth may have been victims of violence. These youth and young adults and/or their families may be involved in multiple systems, i.e. Special Education, Family and Children Services, Foster Care, Criminal or Juvenile Justice System, etc.

In-Risk

In –risk youth and young adults are individuals who formally made contact with the juvenile and criminal justice system. Youth and young adults “in-risk” fall into three sub-categories:

- *System Involved*: Pre or post adjudicated youth and young adults whose court, probationary or parole requirements keep them connected to the juvenile justice system. Youth in system involved population can be part of diversion or alternatives to detentions strategies.
- *In-Custody/Detained*: Pre or post adjudicated youth or young adults who are in a secure facility in State or Out-of State.
- *Aftercare/Reentry*: Post adjudicated youth and young adults who have completed their detention requirements. They are getting ready to exit the juvenile and criminal justice system and they need support to successfully reintegrate into their communities. They may comply to out-of-home placement.

¹³ Davis Ja, “Violence Prevention and Intervention Evaluation Report.” Ja & Associates, San Francisco, 2010.

¹⁴ San Francisco Juvenile Probation Department and Department of Children, Youth and Their Families. “Juvenile Justice Local Action Plan.” City and County of San Francisco, 2009.

¹⁵ Search Institute. “40 Developmental Assets for Adolescents (ages 12-18)”. Healthy Communities. Healthy Youth. Minneapolis, MN. 1997 <http://www.search-institute.org/system/files/40AssetsList.pdf> accessed July 2011.

Some specific areas and neighborhoods in San Francisco are impacted more severely by street violence than others. A 2008 analysis of the San Francisco Police Department District Stations Boundaries found five neighborhoods and areas that had the highest concentration of crime and calls for services: Zone (1) Tenderloin/SOMA; Zone (2) Western Addition; Zone (3) Mission; Zone (4) Bay view/Hunter's Point; and Zone (5) Visitation Valley.¹⁶ In the *Youth Violence Prevention Initiative: Local Action Plan*, JJCC partners outline a unified interdepartmental funding strategy to prevent and intervene in the cycle of violence. Given limitations on actual funding, strategies also target neighborhoods mostly impacted by violence while acknowledging the unique environmental and cultural characteristics of each area.

The *Youth Violence Prevention Initiative: Local Action Plan* funding strategy primarily targets youth and young adults (10 to 25 years old) at one of the stages of risk, within the five areas described above (as well as any other high profile area identified in the future).

III. FRAMEWORK FOR YOUTH VIOLENCE PREVENTION

San Francisco has designed many effective violence prevention programs and initiatives to create safer communities. The Department of Children, Youth and Their Families (DCYF), the Juvenile Probation Department (JPD) and the Department of Public Health (DPH), jointly fund and coordinate efforts to support a portfolio of over sixty violence prevention and intervention services to address the needs of young people involved in the juvenile justice system, adults in the criminal justice system and those at-risk of getting involved. Between 2010 and 2011 this partnership has funded sixty-three violence prevention and intervention programs, which are monitored by DCYF. In 2010, 3,600 youth ages 14 to 18 and 700 young adult ages 19 to 24 participated in city-funded violence prevention and intervention services.¹⁷

Research indicates that partnerships between public agencies and community organizations are fundamental to the success of violence-reduction projects.¹⁸ Studies have also demonstrated that dealing effectively with violence and delinquent behavior requires a continuum of services formed by prevention, intervention, law enforcement, and reentry.¹⁹ Prevention services are often provided at the community level and aim to help youth avoid risky behavior and contact with the juvenile justice system; these programs and services are usually provided by social service agencies, public and mental health agencies and schools.²⁰ Intervention and reentry strategies are usually provided by local law

¹⁶ San Francisco Police Department, San Francisco Police Department District Station Boundaries Analysis, Final Report. May, 2008.

¹⁷ San Francisco Department of Children, Youth and their Families, Contract Management System Data, City and County of San Francisco: 2010.

¹⁸ Linda Jucovy & Wendy McClanahan, *Reaching Through the Cracks: A Guide to Implementing Youth Violence Reduction Partnership*. (Pennsylvania: Public/Private Ventures: 2008) p. 25

¹⁹ Spergel, Irving et al., *The Comprehensive Community-Wide, Gang Program Model: Success and Failure. Studying the Youth Gang*, edited by Short, James et al, MD: Altamira Press: 2006, pp.203-224.

²⁰ Mark W. Lipsey, et. al., *Improving Effectiveness of Juvenile Justice Programs. A New Perspective on Evidence-Based Practice*. Center for Juvenile Justice Reform. 2010.

enforcement agencies in two main components: a supervisory component and a treatment component.²¹

In addition, the continuum of services should be guided by Restorative Justice Principles.²² These principles involve individual community members, community agencies, law enforcement, schools and other organizations and institutions to bridge the gap between people and organizations in order to increase public safety and capacity for collective action to prevent and reduce incarceration and overall youth violence. Restorative Justice Principles acknowledges the needs of the victims to heal from violence and to regain their personal power through this healing process. It also requires those engaging in violence behavior to take personal responsibility for their actions and to actively work in repair the harm caused to victims and community at large.²³

²¹ The VPI Joint Funders partner with several CBOS to provide the treatment component within intervention strategies.

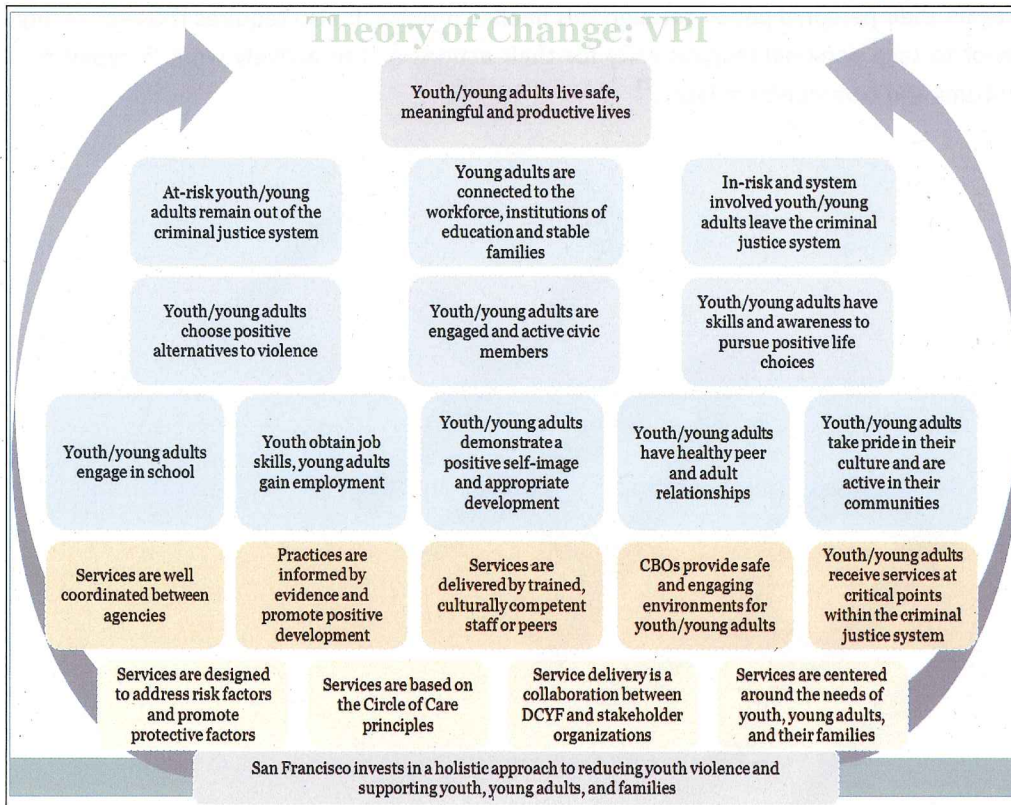
²² Howard Zehr & Harry Mika, *Fundamental Concepts of Restorative Justice*. Mennonite Central Committee. Eastern Mennonite University. 1997 published in National Institute of Justice, 2003 <http://nij.gov/nij/topics/courts/restorative-justice/fundamental-concepts.htm#noteReference1> Accessed June 2011

²³ Center for Restorative Justice & Mediation, *Restorative Justice for Victims, Communities and Offenders*. School of Social Work. University of Minnesota. 1997

THEORY OF CHANGE AND THE “CIRCLE OF CARE” MODEL

DCYF’s Violence Prevention and Intervention “theory of change” will inform the plan’s funding framework. The theory of change shows the series of changes that lead to the desired outcome, and includes changes that are difficult to measure. The theory of change underlies all DCYF’s violence prevention and intervention work. Figure 1 outlines the stages of the theory of change.

Figure 1: San Francisco Violence Prevention and Intervention Theory of Change.



Source: Mission Analytics, DCYF’s Theory of Change for Violence Prevention and Intervention

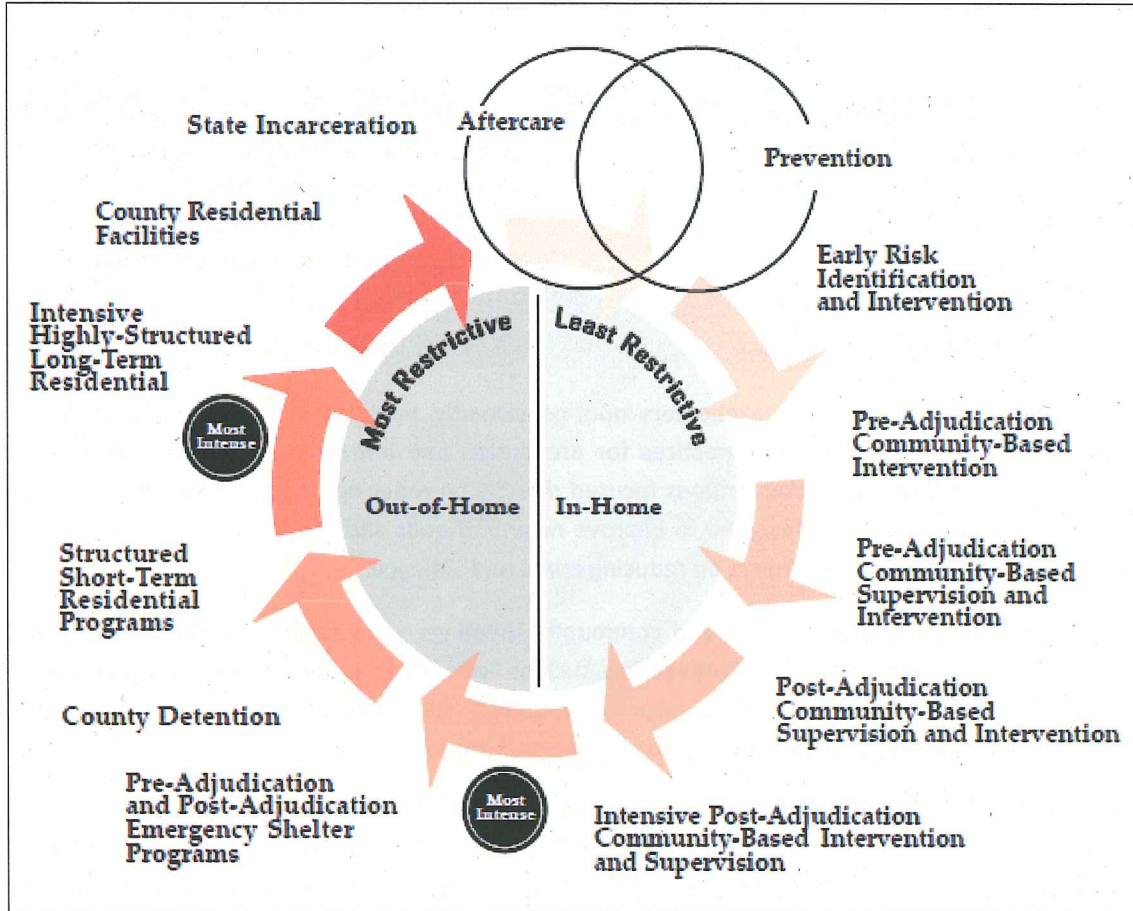
In addition, the *Youth Violence Prevention Initiative: Local Action Plan* is informed by the Juvenile Justice Coordinating Council’s “Circle of Care” approach to service provision.

The “Circle of Care” model outlines a continuum of services for youth and young adults that can help them avoid or permanently exit the juvenile/criminal justice systems. It is used as a reference throughout the JJCC in regard to strategies to serve youth and young adults in San Francisco.

Figure 2 illustrates how the “Circle of Care” places youth and young adults in the center of a continuum of prevention, intervention, enforcement and reentry services. The “Circle of Care” model aims to address the individual in a holistic way, treating a young person’s family and community as integral to prevention and intervention. The Circle of Care Model further demonstrates that Prevention and

Aftercare are not mutually exclusive; interventions or activities directed in these areas will overlap. This illustrates the reality of this vulnerable population, youth and young adults move between stages within the circle of care. It is critical to provide preventive services for those in aftercare to avoid setbacks.

Figure 2: San Francisco Juvenile Justice Circle of Care Model.



(See Appendix 2: Circle of Care Description for more details)

INCORPORATING COMMUNITY PERSPECTIVES

In order to incorporate the diverse viewpoints of key stakeholders into the *Youth Violence Prevention Initiative: Local Action Plan*, DCYF conducted an extensive and inclusive input process. The input process included 8 community meetings, 27 interviews with key informants from CBOs and City Departments, and 14 focus groups among targeted populations.

Input Type	Number of Participants	Target Population/ Neighborhood
Community Meetings	~200 (8 meetings)	Visitacion Valley, Tenderloin/SOMA, Bayview/Hunter's Point, Mission, Potrero Hill, Western Addition
Focus Groups	~180 (14 groups)	Youth Groups, Public Housing Working Groups, Faith Groups
Key Informant Interviews	27	CBOs, City Departments

In order to capture community and stakeholders input consistently, protocols were created focusing on local violence per se, as well as best practices for prevention and intervention models. Violence is typically addressed in two ways: interventions focused directly on reducing or preventing violence and violent crimes; and interventions designed to improve neighborhoods and residents' well-being, which are expected to indirectly have an impact on reducing crime and violence.²⁴

Participants in focus groups, interviews, and community meetings were asked a series of questions structured around this model of violence prevention, such as "what does a safe San Francisco look like?" and "what are the challenges to safety in your community?" Questions focused on identifying the factors respondents perceived as contributing to violence and proposed solutions.

Community meetings were held in San Francisco neighborhoods that experience disproportionate rates of violence, including: Bayview Hunter's Point, Mission, Potrero Hill, Tenderloin/SOMA, Visitacion Valley, and Western Addition. Over 3,000 flyers in English, Spanish, and Chinese were distributed through schools and other community organizations in order to promote the community meetings. Nearly 200 individuals, 15% of them youth, participated in the community meetings and gave feedback about violence prevention.

Focus group participants and community key informants primarily came from communities most affected by and involved in responding to violence, including communities of color and low income communities. Participants included representatives from public housing working groups, faith/spiritual-based groups, and youth groups. Youth participants included high school students, members of youth advisory councils, youth in detention and participating in alternative education, gender specific groups and others. Overall, more than 200 individuals participated in focus groups or key informant interviews.

²⁴ Jannetta, Denver, et. al., "The District of Columbia Mayor's Focused Improvement Area Initiative: Review of the Literature Relevant to Collaborative Crime Reduction." The Urban Institute, 2010.

As part of the information gathering phase of this process, DCYF also conducted a literature review of relevant social science research. This secondary data collection process provided context and support for community input. The results of the literature review help ensure that the JJCC partners build on well-grounded evidence as to the root causes of violence and successful strategies to address it.

IV. YOUTH VIOLENCE PREVENTION NEEDS IN SAN FRANCISCO

The following section outlines the problem of violence in San Francisco, drawing on rates of street violence and juvenile/criminal justice system involvement to paint a picture of the violence prevention challenges that the plan aims to address.

Additionally, this section discusses some of the contributing factors to violence in San Francisco (education and workforce needs and traumatic stress) as indicated in the community input process and literature review in order to point towards appropriate violence prevention responses. As noted in the Introduction, the *Youth Violence Prevention Initiative: Local Action Plan* focuses on street and community violence interventions, based on JJCC funding areas. Family violence prevention (intimate partner and domestic violence) is a crucial component of violence prevention and intervention in San Francisco. Many JJCC partners are involved in family violence response and prevention, and working to coordinate an integrated citywide approach to violence.

STREET/COMMUNITY VIOLENCE

In the information gathered across participants (city constituents, service providers, and City departments), street violence was identified as one of the most pervasive types of violence affecting San Francisco communities. The rates of violence among young people between 10 and 25 years old, especially among minorities, show why street violence is a high priority within San Francisco.²⁵

Street violence is not only the leading cause of injury, disability and premature death among youth and young adults in the nation, it is also a contributing factor in the development of chronic diseases, such as post traumatic stress disorder, depression, anxiety, and substance abuse. According to the Prevention Institute, street violence presents a barrier for communities to adopt healthier life styles. For example, efforts to improve nutrition and increase physical activity levels are undermined by violence or the fear of it. Street violence is more prevalent in communities of color; this disparity contributes to inequalities in health and well-being that these communities experience.²⁶

²⁵ City and County of San Francisco. Department of Children, Youth and Their Families. *Street Violence Reduction Initiative: San Francisco Plan*. April 2011.

²⁶ Prevention Institute. *A Public Health Approach to Preventing Violence: FAQ*: 2009. p.3

“People (young and old) are looking for community, for a group to belong to; we must provide alternatives to violent street groups”²⁷

STREET VIOLENCE IN SAN FRANCISCO

The homicide rate in San Francisco rose steadily from 2005 to 2008, with 100 homicides in 2007. Table 1 illustrates the violent crime trends from 2005 to 2009. Prior to 2009 San Francisco experienced over 80 homicides a year. Of the 98 homicides reported for 2008, approximately 38% were youth and young adults aged 14 to 25. Ninety-four percent (94%) of those youth and young adult victims were high school dropouts.²⁸ Although only 50 homicides were reported in 2010 in San Francisco,²⁹ 2011 looks as though it will present a greater challenge for the community, law enforcement, and violence prevention and intervention service providers. Year to date comparisons of homicide indicate that homicide has increased; as of July 5, 2011; 28 homicides had been reported; three more than reported in 2010 and four more than reported in 2009 using year to date comparison.³⁰ In this sense, intervention strategies and techniques are clearly needed to maintain the lower levels of violent crimes reached in previous years and with this reduce the harm caused by street violence in the City and County of San Francisco.

Table 1. San Francisco Violent Crime Trends 2005-2009.

Year	Population	Violent crime	% Change	Murder and non-negligent manslaughter	Forcible rape	Robbery	Aggravated assault
2005	749,172	5,985	4.0%	96	172	3,078	2,639
2006	746,085	6,533	9.2%	86	154	3,858	2,435
2007	733,799	6,414	-1.8%	100	125	3,771	2,418
2008	798,144	6,744	5.1%	98	166	4,108	2,372
2009	788,197	5,957	-11.7%	45	179	3,423	2,310

Source: U.S Federal Bureau of Investigation. Uniform Crime Reports (2005-2009). <http://www.fbi.gov/stats-services/crimestats>

San Francisco’s Adolescent Health Working Group (AHWG) released a 2009 report, *A Snapshot of Youth Health and Wellness*, to raise awareness about the health and well-being of adolescents in San Francisco, inform the design and delivery of service strategies for young people, and provide data that can be used by stakeholders for grant writing and advocacy purposes. The working group found that

²⁷ City and County of San Francisco. Department of Children, Youth and Their Families. Key Informant Interviews. 2010.

²⁸ Adolescent Health Working Group, *A Snapshot of Youth Health and Wellness, San Francisco 2009* by Marlo Simmons, Rachel David, Mara Larsen-Fleming & Natalie Combs (San Francisco, CA: 2008).

²⁹ San Francisco Police Department, *Compstat Year End Report*. Press Conference: January 05, 2011.

³⁰ San Francisco Police Department. *Compstat City Wide Profile 06/05-07/02, 2011*. City and County of San Francisco. http://www.sf-police.org/ftp/uploadedfiles/compstat/2011/jul/11jul2/city_11jul2.pdf Accessed July 2011.

homicide is still the leading cause of death among youth ages 15-24 in San Francisco at a rate of 30 per 100,000, which is nearly twice the statewide youth homicide rate (18 per 100,000).³¹

In 2010, DCYF partnered with Davis Y. Ja & Associates to conduct a violence prevention and intervention evaluation, to document the climate and overall environment of San Francisco's most at-risk communities.³² Although San Francisco's homicide rates decreased in 2009, analysis conducted by Ja & Associates found on the five neighborhoods considered "hot zones" by the San Francisco Police Department, violent crime levels remained the same.³³ The disproportionate number of shootings remained constant and affected neighborhoods where the majority of the population is African American, Latino and have economic levels below the poverty line. Street violence continues to have an impact on San Franciscans at significant rates.

Estimates indicate that San Francisco has 1,200 to 1,700 individuals that are affiliated with a group perpetuating street violence and that about 48% of the homicides in 2004, 2005, and 2006 were reportedly related to this type of violence. Local research indicates that young people were most likely to join a street association between 12 and 14 years of age, and that their reasons for joining included money, protection, a friend was part of the group, fun, and to get respect. More than half of males involved in street violence or some sort of street affiliation indicated being part of these groups made them safer.³⁴

While the actual number of young adults involved in violent street associations or at-risk of involvement is difficult to estimate, available evidence suggests that involvement in high at-risk activities is affecting many youth and young adults in San Francisco. A recent survey of 11th graders in traditional public high schools indicates that 8% of male students and 3% of female students reported they are in an organized street group, and about one in five (18%) of males students and female students (20%) in non-traditional high schools report they are involved in an organized street group.³⁵ Youth and young adults involved in street associations or those at-risk of involvement face a range of interconnected needs and barriers related to poverty, trauma, insufficient education, crime, and violence that make it more difficult for them to become safe, employed and economically self sufficient. Overall, street violence remains a primary concern among youth and families in San Francisco.³⁶

31 Adolescent Health Working Group, A Snapshot of Youth Health and Wellness, San Francisco 2009 by Marlo Simmons, Rachel David, Mara Larsen-Fleming & Natalie Combs (San Francisco, CA: 2008).

32 Davis Ja, Violence Prevention and Intervention Evaluation Report. Ja & Associates. San Francisco, 2010.

33 San Francisco Police Department, San Francisco Police Department District Station Boundaries Analysis, Final Report. May, 2008.

34 San Francisco Mayor's Office of Housing, Office of Economic and Workforce Development, Redevelopment Agency. 2010-2014 Five-Year Consolidated Plan. May 2010.

35 Kidsdata.org, "San Francisco: Child and Youth Safety," <http://www.kidsdata.org/data/region/dashboard.aspx?loc=266&cat=1> accessed March 2011.

36 San Francisco Department of Children, Youth and Their Families, *Violence Prevention Plan Community Input Sessions*: 2011.

JUVENILE/CRIMINAL JUSTICE SYSTEM INVOLVEMENT

INCIDENTS OF VIOLENCE AMONG CHILDREN AND YOUTH

In 2010, a total of 2,814 referrals were made to the Juvenile Probation Department (JPD), approximately a 15% decrease from 2006 when 3,290 referrals were made.³⁷ Although this decrease in referrals is encouraging, the needs of the juvenile justice population are still critical. The juvenile justice referrals made in 2010 correspond to 1,720 unduplicated youth, of which 45% were African American, 29% Hispanic, 17% White, 5% Chinese and 10% Asian & Pacific Islander.

Approximately 83% of these young people were between the ages of 15 and 18 years old. Of the young people referred to JPD in 2010, about 70% were male and 30% were female. Juvenile incarceration rates disproportionately impact African American and Latino males above any other demographic group. Clearly, disproportionate minority contact –the overrepresentation of youth of color who come in contact with the juvenile justice system relative to their numbers in the general population³⁸ – is an issue that must be addressed. San Francisco Juvenile Probation Department has recently received a grant award for its efforts in to reduce DMC.

Furthermore, San Francisco must pay close attention to the number of girls and young women referred to the juvenile justice system. Even though male referrals are notably higher, as indicated in Table 2, the percentage of female referrals has increased slightly since 2005. In 2010, JPD presented a special report specifically on girls entering the juvenile justice system to highlight this trend and the need for action.

According to the JPD report, approximately, 60% of the girls arrested in 2010 were African American and around 24% were Hispanic; and about 70% were between the ages of 16 and 18 years old, while around 23% were 14 or 15 years old. The reports also indicate 73% of the girls arrested or referred to juvenile probation are primarily for three top criminal offenses such as felonies, with robbery, assault and prostitution.³⁹

“We need positive role models that look like us to look up to. Young, strong, women of color that really understand us because they have been through the same struggle we have. The director of my internship program is a couple of years older than I am; when I see her I know that in a few years I can be like her.”⁴⁰

³⁷ San Francisco Juvenile Probation Department, *2010 Statistical Report: 01/01/2010 to 12/31/2010*. City and County of San Francisco: 2011

³⁸ Juvenile Justice and Delinquency Prevention Act of 1974, Section 223(a)(23).

³⁹ Ibid.

⁴⁰ Young woman in a gender specific focus group. March, 2011.

Table 2: San Francisco JPD Unduplicated Count of Juvenile Probation Referrals 2005-2010

Year	Total Unduplicated count of Juvenile Probation Referrals	Male		Female	
2005	1,930	1369	70.9%	561	29.1%
2006	2,071	1,412	68.2%	659	31.8%
2007	2,000	1,354	67.7%	646	32.3%
2008	2,135	1,494	70%	641	30%
2009	2,146	1,452	67.66%	694	32.34%
2010	1,720	1,164	67.67%	556	32.33%

Source: San Francisco Juvenile Probation Department Annual Reports (2005-2010). City and County of San Francisco, <http://sfgov3.org/index.aspx?page=549>

JPD demographics directly correlate with those most impacted by street violence in San Francisco. Although approximately 23% of youth arrested in 2010 were not San Francisco residents, the remaining percentages indicate that a high concentration of arrested youth were residents in the “hot zone” communities: 20% of them were Bayview Hunters Point residents, 17% lived in the Mission, 13% resided in Visitation Valley and 11% were from Tenderloin, South of Market and the Western Addition areas.⁴¹

Although JPD’s population has gone down, the number of juvenile offenders involved in more serious and violent incidences is steadily increasing. Table 3 indicates the percentage of bookings for robbery and assault increased from 2006 to 2010. The number of juveniles detained for weapons-felony have also spiked higher compared to other years. Juvenile Probation Department (JPD) reported an arrest recidivism rate for the general population of 18.09% in 2010, which indicates that less than 20% of youth arrested in 2010 were rearrested within the same year.⁴² Most recent analysis indicates that 14% of the youth arrested in 2010, were rearrested during the first six months of 2011⁴³.

⁴¹ San Francisco Juvenile Probation Department, *2009 Statistical Report: 01/01/2010 to 12/31/2010*. City and County of San Francisco: 2011.

⁴² Ibid.

⁴³ Allison Magee (Director of Administrative Services). E-mail communication to VPI Team, July 22, 2011.

Table 3: San Francisco Duplicated Count Juvenile Hall Bookings 2006-2010.

Year	Total Detentions	Detention Reason					
		Robbery		Assault ^a		Weapons–Felony	
2006	2,038	354	17.37%	*273	13.40%	82	4.02%
2007	1,252	326	26.04%	*205	16.37%	71	5.67%
2008	1,289	349	27.08%	*219	16.99%	82	6.59%
2009	1,025	302	29.46%	*200	19.51%	71	6.93%
2010	846	259	30.61%	*173	20.45%	52	6.15%

Source: *San Francisco Juvenile Probation Department Annual Reports (2006-2010)*. City and County of San Francisco

<http://sfgov3.org/index.aspx?page=549>

^a Includes attempted murders

TRANSITIONAL AGE YOUTH

In 2010, 2,075 adults were released to parole in San Francisco.⁴⁴ A total of 7,174 individuals were on probation in San Francisco in 2007-08, of which approximately 655 were youth ages 18-25.⁴⁵ Presently, San Francisco’s Adult Probation Department is responsible for supervision of approximately 6,341 adults placed on formal Probation by the Superior Court. Of these, approximately 1,243 are transition age youth (TAY) ages 18-25.⁴⁶ These young adults face significant challenges in establishing financial stability, obtaining and maintaining employment and securing stable housing. Many also face substance abuse, mental health, and medical and criminal association issues. Table 4 presents the results of an analysis of the Adult Probation Department’s 18-25 year old San Francisco probationers where the challenges and needs of this population were identified.

⁴⁴ CA Department of Corrections and Rehabilitation, *County and Region of Parole: Calendar Year 2010*. Data Analysis Unit. Sacramento: 2011.

⁴⁵ San Francisco Adult Probation Department, *Annual Report Fiscal Year 2007-08*. City and County of San Francisco: 2009.

⁴⁶ Wendy Still (Chief of San Francisco Adult Probation Department), e-mail communication to DCYF’s VPI Team, March 15, 2011

Table 4: Challenges and needs faced by individuals on probation who are 18 to 25 years old in San Francisco, 2009

Challenge/Need	Percentage
Education (lacking GED or HS Diploma)	80%
Unemployed	75%
Diagnosed Mental Health Illness	20%
Substance Abuse	80%
Criminal Associations	70%

Source: San Francisco Adult Probation Department, *Request for Proposal*. City and County of San Francisco: 2009.

The California Department of Justice data shows that 19-30 year old adults account for 50% of felony arrests. According to the 2010 Adult Institution Outcomes Evaluation Report by the California Department of Corrections and Rehabilitation (CDCR) in California, “Younger formerly incarcerated individual’s recidivate at the highest rate. Inmates released at age 24 or younger return to prison at a rate of almost 75%.”⁴⁷ San Francisco’s recidivism rate is 78.3%, which is over 10% higher than the statewide recidivism rate (67.5%).⁴⁸ A comprehensive, integrated and coordinated approach is necessary to change these trends and create opportunities for all youth and young adults to pursue safe and meaningful lives.

EDUCATION AND WORKFORCE SYSTEM NEEDS

Participants in the community input process, particularly youth groups, service providers, and community based organizations, mentioned the lack of meaningful education and workforce options as contributing factors to violence. Participants suggested that youth disengage from school because curriculum seems irrelevant to their lives. Some students said that the courses they want are not available to them because of their low performance or behavioral problems. Many participants called for large-scale changes in the education system to ensure that curriculum is relevant and engaging for a wide range of students, and for additional access to work/volunteer opportunities.

An inclusive, engaging and effective education system is fundamental to preventing violence. Research indicates that youth who are less committed and interested in school are more likely to engage in violence and criminal behavior. Furthermore, numerous studies demonstrate that unemployment and lack of access to meaningful jobs contribute greatly to higher involvement in violent behavior.⁴⁹ Poverty, unemployment, and poor academic preparation are key factors that affect a young person’s likelihood

⁴⁷ California Department of Corrections and Rehabilitation, Office of Research, *2010 Adult Institution Outcome Evaluation Report*. (Sacramento, CA, 2010). http://www.cdcr.ca.gov/Adult_Research_Branch/Research_Documents/ARB_FY0506_Outcome_Evaluation_Report.pdf accessed March, 2011.

⁴⁸ Ibid.

⁴⁹ Esbenses Finn-Aage, “Preventing Adolescent Gang Involvement” in *Criminal Justice: Concepts and Issues*, ed. Chris Eskridge, 371-385. Los Angeles, CA: Roxbury Publishing Company, 2004.

of participating in violent behavior.^{50, 51} Addressing education and workforce needs is crucial to effective violence prevention and intervention, and many City agencies and CBOs have programs and services designed to meet these needs (see Section V for a preliminary overview of City services). Some of the needs and challenges specific to San Francisco are described below; JCC partners will, however, prioritize strategies and services that are less available from other agencies.

“Something has to change with the school system. We can’t play sports because of our grades; we can’t take the classes we want because of our grade. There’s so much we can’t do because of the grades, but I don’t see them help me to get better [grades].”⁵²

EDUCATION AND WORKFORCE NEEDS IN SAN FRANCISCO

Poverty and poor academic preparation are key factors that affect a young person’s likelihood of involvement with street groups and San Francisco’s youth that are at high risk: one in ten San Franciscans (11.2%) lives in poverty, and rates tend to be higher among young adults and in communities of color.⁵³ In 2009, nine of San Francisco’s 17 high schools had an Academic Performance Index rank of 1 or 2, placing them among the poorest performing in the state and in school year 2008-2009 just 81% of San Francisco’s high school students graduated.⁵⁴

In the school year 2008-2009, approximately 20,000 ninth to twelfth graders enroll in San Francisco Unified School District (SFUSD); 8.9% of those students did not finish the school year⁵⁵. In addition, approximately 1,000 students, or 20% of each cohort, drop out of high school annually. According to SFUSD, there are 130 sixteen year olds who are off-track by one or more years; 430 seventeen year olds off-track by one or more years; and 475 eighteen year olds who should be in their last year of school, but who are off-track by one or more years.⁵⁶

San Francisco’s African American youth are particularly at risk, as only 228 of the approximately 660 graduate each year. While African Americans make up only 6% of the San Francisco population, they

⁵⁰ San Francisco Department of Children, Youth, and Their Families. “Street Violence Reduction Initiative: San Francisco Plan.” Violence Prevention and Intervention Unit, 2011.

⁵¹ Finn-Aage, E. “Preventing Adolescent Gang Involvement” in Criminal Justice: Concepts and Issues, ed. Chris Eskridge, 371-385. Los Angeles, CA: Roxbury Publishing Company, 2004.

⁵² Youth in detention from a Focus Group. February, 2011.

⁵³ U.S. Census Bureau, *State and County Quick Facts: San Francisco (city) Quick Facts: 2009* <http://quickfacts.census.gov/qfd/states/06/0667000.html> accessed October, 2010.

⁵⁴ CA Department of Education, Educational Demographics Office, Data Quest, *2009 Base Academic Performance Index Report*. http://dq.cde.ca.gov/dataquest/AcctRpt2010/2009Base_Dst.aspx?cYear=&allcids=3868478&cChoice=2009BDst accessed January, 2011.

⁵⁵ A Department of Education, Educational Demographics Office, Data Quest, *2009 Base Academic Performance Index Report*. http://dq.cde.ca.gov/dataquest/AcctRpt2010/2009Base_Dst.aspx?cYear=&allcids=3868478&cChoice=2009BDsthttp://dq.cde.ca.gov/dataquest/DropoutReporting/GradeEth.aspx?cDistrictName=SAN%20FRANCISCO&cCountyCode=3800000&cDistrictCode=0000000&cSchoolCode=0000000&Level=County&TheReport=GradeEth&ProgramName=All&cYear=2008-09&cAggSum=CTotGrade&cGender=B. Accessed July 2011.

⁵⁶ City and County of San Francisco, *California Healthy Kids Survey, Technical Report: 2009*.

account for the majority of youth in both the juvenile justice (45%) and high school dropout rates (42%)⁵⁷, and 49% of young adults ages 18-25 on Adult Probation are African American.

Of San Francisco residents without a high school diploma, 48% have an annual household income of less than \$10,000. Moreover, 58% percent of African Americans, 37% of Latinos, and 30% of Asian/Pacific Islanders, but only 13% of Whites have incomes of less than \$25,000. Conversely, 8% of African Americans, 21% of Latinos, 21% of Asian & Pacific Islanders and 40% of Whites have incomes of \$100,000 or more.⁵⁸

A total of 43% of San Francisco residents with a high school diploma or less education do not work, as compared to 32% of those who have some college, and 16% of those who have completed college educations or more. Job turnover rates for our residents increase as income decreases, with 25% of residents who make less than \$25,000 have changed their jobs three or more times in the last 5 years, compared to 9% of those making more than \$50,000. Furthermore, residents living below the poverty line tend to be concentrated in those neighborhoods identified as hot zones.

San Francisco ranks first in California and fourth out of 314 urban cities nationwide with the highest cost of living in the U.S. with an index of 62% above the national average.⁵⁹ While 11.2% of San Franciscans live below the federal poverty level⁶⁰, the average annual living wage needed by a single adult working full time to afford food, housing, transportation and necessary expenses is \$31,965. For a single adult raising a child wage increases must increase to at least \$76,201.⁶¹

In 2010, DCYF conducted a Community Needs Assessment as the first phase of a three year cycle to inform the development of an action plan, called the Children's Service Allocation Plan, which analyzes existing citywide spending and identifies priorities for future use of the Children's Fund. A wide representation of young people, parents, service providers, community members, and policymakers participate in this process every three years.⁶²

Concerns about truancy were voiced both during DCYF's Community Needs Assessment and Violence Prevention Plan Revision community input sessions. Participants stated that truancy interventions are needed and expressed concerns that students may be skipping school because of involvement in street violence or other issues. At the high school level, San Francisco's average truancy rate in 2009-10 was 31%, while at some schools truancy rate is significantly higher.⁶³ In 2009-2010, 1,075 high school

⁵⁷ City and County of San Francisco, California Healthy Kids Survey, Technical Report: 2009.

⁵⁸ U.S. Census Bureau, State and County Quick Facts: San Francisco (city) Quick Facts: 2009. <http://quickfacts.census.gov/qfd/states/06/0667000.html> accessed October, 2010.

⁵⁹ The Council For Community and Economic Research: 2010.

⁶⁰ U.S. Census Bureau, State and County Quick Facts: San Francisco (city) Quick Facts: 2009. <http://quickfacts.census.gov/qfd/states/06/0667000.html> accessed October, 2010.

⁶¹ California Budget Project, Making Ends Meet: How much does it cost to raise a family in California, California Budget Project: 2010.

⁶² Department of Children, Youth and Their Families, Community Needs Assessment, May 2011.

⁶³ The truancy rate measures the percentage of students who have missed class without an excuse more than three times during the school year. California Department of Education, Safe & Healthy Kids Program Office, "San Francisco Unified Expulsion, Suspension, and Truancy

students were chronically truant. While the number of chronically truant high school students decreased by 79 students since 2008-2009, there are still concerns with the number of schools experiencing chronic truancy and chronic absenteeism, and the extent of some students' absenteeism.⁶⁴

During community input sessions to inform DCYF's Community Needs Assessment, parents, and service providers expressed concerns about safety in and around schools. Mirroring statewide averages, school safety in San Francisco appears to have improved negligibly since 1997.⁶⁵ Between 2006 and 2008, one percent of 9th grade females and nearly three percent of 9th grade males reported they felt very unsafe at school. During that same time period, four percent of 11th grade males reported feeling very unsafe at school.⁶⁶ In 2009, more than 1,100 students (7%) reported that they skipped school because they felt unsafe and more than 1,000 students reported having been threatened or injured with a weapon on school property. About 14% of 11th graders in SFUSD reported being "afraid of being beaten up" at school and 10 percent report having actually been in a physical fight. In addition, an increased amount of 9th graders reported being afraid of being in a fight (20%) than being involved in a physical fight (15%).⁶⁷ From 1997 to 2009 the percentage of students who self-reported carrying a weapon to school dropped from 8% to 7%.⁶⁸

COMMUNITY VIOLENCE AND TRAUMA

One theme that emerged from DCYF's community input process is the importance of understanding the complex relationship between exposure to violence and the likelihood of becoming involved in violence. In order to prevent violence, community respondents indicated that more efforts were needed to address the effects of trauma among young people, particularly in those neighborhoods most affected by violence.

Participants in the community input sessions indicated that opportunities should be provided specifically for those who have been impacted by street and gun violence. According to participants these services must provide individuals and communities the opportunity to mourn and heal from trauma in order to avoid retaliation and therefore the perpetuation of violence. Substance abuse (of young people and/or their parents and guardians) was also noted as one of the barriers that communities must overcome in order to prevent and ultimately reduce violence, especially among young people.

Information for 2009-10," <http://dq.cde.ca.gov/dataquest/Expulsion/ExpReports/DistrictExp.aspx?cYear=2009-10&cChoice=DstExp1&cCounty=38&cNumber=3868478&cName=San+Francisco+Unified>, accessed January 13, 2011.

⁶⁴ San Francisco Unified School District, Stay in School Coalition, "Students with Chronic Absences and Habitual Absences," San Francisco, October 2010.

⁶⁵ San Francisco Unified School District, "Youth Risk Behavior Survey, trend sheets 1997-2007," accessed July 12, 2010, <http://healthiersf.org/Resources/chks-yrebs.cfm>.

⁶⁶ California Department of Education, "San Francisco County: Perceptions of School Safety," in "California Healthy Kids Survey, 2006-2008 by Gender and Grade Level in 2006-2008" accessed January 18, 2011, <http://www.kidsdata.org/data/region/dashboard.aspx?loc=265&cat=a>.

⁶⁷ San Francisco Unified School District, "California Healthy Kids Survey, 2008-2009: Key Findings," San Francisco, 2009,16;

⁶⁸ San Francisco Unified School District, "Youth Risk Behavior Survey trend sheets 1997-2009," accessed July 12, 2010, <http://healthiersf.org/Resources/chks-yrebs.cfm>.

In a mental health context, trauma refers to events that are emotionally painful, shocking, or distressing.⁶⁹ Traumatic events can be acute (time and place specific) such school shootings or gang-related violence, or chronic, such as domestic violence or abuse. Traumatic stress occurs in young people when their exposure to traumatic events overwhelms their ability to cope with these experiences. Young people can experience traumatic stress from being directly victimized, or from witnessing violence in their homes or communities.⁷⁰ While there is a wide range of responses to trauma, many children and youth experience traumatic stress as a result of community violence.

Exposure to violence has serious consequences for many young people. Untreated traumatic stress can affect social, emotional, and physical development among children and adolescents, and result in a number of adverse health and life outcomes. Traumatic stress can affect educational and workforce outcomes, interpersonal relationships, mental and physical health, risk-taking behavior, and likelihood of involvement in violence.⁷¹

Traumatic stress can affect educational outcomes by harming a young person's ability to concentrate and take in new information, and by negatively affecting cognitive development in a way that contributes to learning disabilities.⁷² Trauma may also lead to a host of social and behavioral issues that negatively affect educational outcomes. Young people who experience trauma may have lower levels of educational attainment and poorer workforce options as a result of their exposure to violence.⁷³ If school is a source of traumatic stress for students these effects may be exacerbated and contribute to truancy and dropping out of school.⁷⁴ Education, as discussed in the previous section, is a key determinant of workforce outcomes, and correlated with involvement in violence.

*"This community has been exposed to so much trauma: loss of family members to violence and incarceration, poverty, abuse, neglect; and people think the best way to deal with that is to tough it up, but if we don't heal, if we don't weep and mourn our losses, we won't be able to move on."*⁷⁵

Untreated traumatic stress can negatively affect mental health and interpersonal relationships, both immediately and later on in a young person's life. Increased depression and anxiety can play a role in lowered school achievement, and also contribute to a general sense of hopelessness and isolation. Though some young people may suppress depressive symptoms or experience emotional numbing as a short-term response to community trauma, these protective, adaptive responses can mask mental

⁶⁹ National Institute of Mental Health. "Helping children and adolescents cope with violence and disasters." NIH publication, no. 01-3519, 2001.

⁷⁰ Gerrity, E. & Folcarelli, C.. "Child traumatic stress: What every policymaker should know." Durham, NC and Los Angeles, CA: National Center for Child Traumatic Stress, 2008.

⁷¹ Ibid.

⁷² Carrion, V. "Youth Violence, Posttraumatic Stress Symptoms & Learning." CA Education Supports Project, Brief Number 6, 2011.

⁷³ Margolin, G., and Gordis, E. "The Effects of Family and Community Violence on Children." Annual Review of Psychology, 51:445-479, 2000.

⁷⁴ See section III. B. above for San Francisco-specific data on perceptions of school safety and experiences of traumatic events at school.

⁷⁵ Community member and service provider in VPI/DCYF Community Input Session, 2011.

health issues that may have negative consequences later in life.⁷⁶ Untreated traumatic stress can have a negative impact on young people's ability to form close peer relationships,⁷⁷ and to communicate effectively with family and friends as adults.⁷⁸

A growing body of research also suggests that traumatic stress contributes to physical health issues that persist into adulthood. Kaiser's Adverse Child Experiences Study (ACE) used data from more than 17,000 participants to track the relationship between exposure to childhood trauma and negative health outcomes. The ACE Study found that experiencing trauma increased the likelihood of having a whole host of physical health risk factors or conditions. Among the risk factors and conditions associated with trauma are alcohol abuse, early initiation of smoking, early initiation of sexual activity, illicit drug use, sexually transmitted infections, severe obesity, heart disease, and liver disease.⁷⁹ Many characteristics associated with trauma are also associated with these poor health outcomes (such as poverty), but the strong dose-response relationship (where more traumatic experiences were correlated with more negative health outcomes) between health outcomes and traumatic events suggests that the effects of trauma are long-lasting and significant.

Young people who experience untreated traumatic stress have a higher risk of involvement in the juvenile justice system – some studies estimate that at least 75% of youths in the juvenile justice system have been victimized.⁸⁰ Research also suggests that exposure to community violence can increase aggressive and/or risk-taking behavior.⁸¹ While the pathways between experiencing traumatic events in one's community and the likelihood of participating in violence are not fully understood, the link between community violence, traumatic stress, and likelihood of participating in violence is clear. When young people are exposed to community violence and untreated traumatic stress, they are more likely to continue the "cycle of violence."⁸²

TRAUMATIC STRESS IN SAN FRANCISCO

While it is difficult to estimate the prevalence of traumatic stress among San Francisco's youth, research suggests that many San Franciscans are experiencing the effects of traumatic events. Researchers estimate that in inner-city neighborhoods at least one-third of young people have been directly victimized, and that nearly all children and teens have been exposed to community violence.⁸³

⁷⁶ Gaylord-Harden, N., Cunningham, J., and Zelencik, B. "Effects of Exposure to Community Violence on Internalizing Symptoms: Does Desensitization to Violence Occur in African American Youth?" *Journal of Abnormal Child Psychology*, 39:711–719, 2011.

⁷⁷ Kelly, B., Schwartz, D., Hopmeyer Gorman, A., and Nakamoto, J. "Violent Victimization in the Community and Children's Subsequent Peer Rejection: The Mediating Role of Emotion Dysregulation" *Journal of Abnormal Child Psychology*, 36:175–185, 2008.

⁷⁸ Gerrity, E. & Folcarelli, C.. "Child traumatic stress: What every policymaker should know." Durham, NC and Los Angeles, CA: National Center for Child Traumatic Stress, 2008.

⁷⁹ Felitti, V. et al., "Relationship of Childhood Abuse and Household Dysfunction to Many of the Leading Causes of Death in Adults: The Adverse Childhood Experiences (ACE) Study." *American Journal of Preventive Medicine*, 14(4), 1998.

⁸⁰ Ford, J. D., Chapman, D. P., Mack, M., & Pearson, G. "Pathways from traumatic child victimization to delinquency: Implications for juvenile and permanency court proceedings and decisions." *Juvenile and Family Court Journal*, 5(1), 13–26, 2006.

⁸¹ National Institute of Mental Health. "Helping children and adolescents cope with violence and disasters." NIH publication, no. 01-3519, 2001.

⁸² Siegfried, C., Ko, S., Kelley, A. "Victimization and Juvenile Offending." National Child Traumatic Stress Network Juvenile Justice Working Group. Durham, NC and Los Angeles, CA: National Center for Child Traumatic Stress, 2004.

⁸³ Margolin, G., and Gordis, E. "The Effects of Family and Community Violence on Children." *Annual Review of Psychology*, 51:445–479, 2000.

“Some researchers report that chronic environmentally pervasive violence, such as living in violent neighborhoods, affects children in ways similar to living in war zones.”

Data from the National Survey of Adolescents found that:

- The percentage of boys who were physically assaulted and had ever committed an offense was 46.7%, compared to 9.8% of boys who were not assaulted.
- 29.4% of physically assaulted girls reported having engaged in offending acts at some point in their lives, compared with 3.2% of non-assaulted girls.
- About 32% of boys who witnessed violence reported ever engaging in offending acts, compared with only 6.5% of boys who did not witness violence.
- About 17% of girls who witnessed violence reported lifetime offending behavior, compared with 1.4% of girls who did not witness violence.⁸⁴

As mentioned earlier in San Francisco, homicide is still the leading cause of death among youth ages 15-24, with a local youth homicide rate nearly twice the statewide rate (30 vs. 18 per 100,000).⁸⁵ San Francisco City officials estimate that between 5,000 and 11,000 children and youth under age 18 are exposed to domestic violence each year.⁸⁶ Family and community violence is affecting the lives of San Francisco youth.

Between 2009 and 2010, 13% of mental health treatment provided to San Francisco residents was in the Juvenile Justice Center (detention center-based assessment and evaluation), and over 7% was provided to crisis intervention and community response to violence. Most of the clients at higher levels of care (i.e. residential mental health treatment, juvenile justice center, hospital care) were age 10 or older. However, 10% of the crisis intervention and community response care clients were aged 5 to 9 years old.⁸⁷

San Francisco youth involved with the juvenile justice system were at much higher risk for substance abuse, behavioral challenges such as problems with oppositional behavior, anger control, and adjusting to trauma; and risky behaviors such as posing a danger to others, self-harm and problems with

⁸⁴ Siegfried, C., Ko, S., Kelley, A. "Victimization and Juvenile Offending." National Child Traumatic Stress Network Juvenile Justice Working Group. Durham, NC and Los Angeles, CA: National Center for Child Traumatic Stress, 2004.

⁸⁵ Simmons, David, Larsen-Fleming & Combs, "A Snapshot of Youth Health and Wellness." Adolescent Health Working Group, San Francisco, 2009.

⁸⁶ Mayor's Office of Housing, Office of Economic and Workforce Development, Redevelopment Agency, "2010-2014 Five-Year Consolidated Plan," San Francisco, 2010.

⁸⁷ San Francisco Department of Public Health. Community Behavioral Health Services Child, Youth, and Family System of Care. *Annual Report Fiscal Year 2009-10*. City and County of San Francisco. 2011.

judgment. These youth were also at higher risk for neglect, trauma such as witnessing family violence and community violence.⁸⁸

Department of Public Health reported for fiscal year 2009-10 that 1,466 youth and young adults received substance abuse treatment services; this represents an 18% increase from the previous year⁸⁹. The two primary substances reported by clients aged 12 to 25, at treatment admission were marijuana (26%) and alcohol (20%).⁹⁰ Of the 971 probation-involved youth screened with a brief standardized assessment (the Crisis Assessment Tool) by SF AIM Higher Clinicians between 2009 and 2011,⁹¹ 31% (296) were at risk for developing a substance abuse problem and 34% (326) had a clinically significant substance abuse or dependence.⁹²

Results from DCYF's 2011 Community Needs Assessment suggest that violence causes stress for young people and their families. A recent survey of SFUSD high school students found that when asked what issues add stress to their lives, violence in the community was "very stressful" for 16 percent of SFUSD students, and "somewhat stressful" for 33 percent of SFUSD students⁹³. In the spring report of this survey, about 28% of middle school students reported being worried about street/community violence; while over 30% of high school students were worried about it.⁹⁴ Participants in DCYF's community input sessions during the Community Needs Assessment noted a need for mental health services for older youth and transitional age youth.⁹⁵

Community violence affects many San Francisco youth, and many will experience lasting effects from traumatic stress that can contribute to violence if left untreated.

V. PRELIMINARY OVERVIEW OF VIOLENCE PREVENTION SERVICES IN SAN FRANCISCO

As part of the input process for the *Local Action Plan*, JJCC partners pulled together a preliminary overview of City-funded services that might overlap with the population targeted by the JJCC partners. The overview includes current services related to violence prevention and intervention that are targeted towards youth and young adults between the ages of 10 and 25 at-risk and highly at-risk of getting in contact with the juvenile and criminal justice system, as well as those in-risk that are already involved with these systems.

⁸⁸ San Francisco Department of Public Health. Community Behavioral Health Services Child, Youth, and Family System of Care. *Annual Report Fiscal Year 2009-10*. City and County of San Francisco. 2011.

⁸⁹ Ibid.

⁹⁰ Ibid.

⁹¹ AIM (Assess, Identify Needs, Integrate Information, and Match to Services) Higher is a comprehensive and coordinated planning model based on standardized assessment, information sharing and systematic decision making.

⁹² Emily B. Gerber (Community Behavioral Health Services. Child, Youth and Family System of Care), e-mail communication to DCYF's VPI Team, June 30, 2011

⁹³ YouthVote, YouthVote Fall 2010 Student Survey," San Francisco, 2010. www.yefsf.org/youthvote

⁹⁴ YouthVote, YouthVote Spring 2011 Student Survey," San Francisco, 2011. www.yefsf.org/youthvote

⁹⁵ San Francisco Department of Children, Youth and Their Families, "2011 Community Needs Assessment." San Francisco, 2011.

The purpose of this overview is to inform the strategies supported by the JJCC partners by identifying overlaps and gaps in services, and to point the way for further coordination of violence prevention and intervention efforts. The overview below is a preliminary inventory and it is intended to be suggestive rather than exhaustive. Funding allocations are not included at this time, since a number of agencies are still finalizing their fiscal year 2011 budgets. Given City budget constraints, previous allocations may change substantially.

Further violence prevention and intervention planning should expand from this beginning, and might include additional funding designated for addressing family violence, primary prevention programs for those under 10 and over 25 years old. There are many services targeted towards children, youth, and families that are not directly violence prevention or intervention, but play a role in supporting a healthy, safe San Francisco. Other city planning efforts are more suited to identifying the gaps and overlap among these broader services (for example, see DCYF's Children's Services Allocation Plan 2010-2013, *Raising San Franciscans Together*, available at www.dcyf.org).

The preliminary overview below does not include the JJCC partners' funding designated to serve this population. Those funding sources are outlined on page 5 of this document, and developing the strategies that those funds will support is one of the purposes of this document. JJCC partners will deemphasize strategies that are already supported by other agencies and focus instead on further increasing coordination and building links between services.

Preliminary Overview of Current City Programs for At-Risk, Highly At-Risk, and In-Risk 10-25 Year Olds

Department/Agency	Services/Programs	Target Population	Funding Sources
Adult Probation Department	<ul style="list-style-type: none"> Alternative Court Interventions; Probation Supervision; Domestic Violence Supervision and Training; Education in Reentry. 	At-risk probationers 18-25 years old.	<ul style="list-style-type: none"> Bureau of Justice Assistance; Department of Justice; CalEMA; Justice Assistance Grant.
Department of Children, Youth, and Their Families	<ul style="list-style-type: none"> Out of School Time; Youth Workforce; School Based Wellness; Family Support; Youth Empowerment; Transitional Age Youth. 	At-risk and highly at-risk youth and young adults.	<ul style="list-style-type: none"> San Francisco Children's Fund; General Fund; Community Development Block Grant; Proposition H; and Others.

Department/Agency	Services/Programs	Target Population	Funding Sources
Department of Public Health	<ul style="list-style-type: none"> • Mental Health; • Trauma Recovery; • Substance Abuse Prevention and Treatment; • Parent Support and Training; • Workforce Development, • Education and Training; • School Based Wellness; and • Crisis Response Service. 	At-risk, highly at-risk, and in-risk youth and young adults.	<ul style="list-style-type: none"> • State and Federal allocations; • Mental Health Services Act; • General Fund, etc.
Department on the Status of Women	No information available yet.		
District Attorney's Office	<ul style="list-style-type: none"> • Back on Track Program for First Time Offenders; • Youth Summer Internship; • Hate Crimes Prevention Project; • Truancy Reduction. 	At-risk, highly at-risk, and in-risk youth and young adults generally between the ages of 14-25 (some 25-30).	<ul style="list-style-type: none"> • US Department of Justice; • State CalGRIP; • General Fund; • Asset Forfeiture Funds, • U.S. Department of Education.
Human Services Agency	<ul style="list-style-type: none"> • Independent Living Skills (referral process for employment and vocational training, employment subsidies); • Personal Assisted Employment Services (employment program for single adults on CAAP). 	Eligible youth and young adults aged 16 to emancipation; eligible transition age youth 18-24 years old.	<ul style="list-style-type: none"> • State and Federal allocation; • Small amount of General Fund.
Juvenile Probation Department	<ul style="list-style-type: none"> • Locates, develops, and administers programs for the assessment, education, treatment, appropriate rehabilitation and effective supervision of youth under its jurisdiction. 	In-Risk Youth.	<ul style="list-style-type: none"> • General Fund; • JPCF; • YOBG; • State, Federal, and private grant funds.
Mayor's Office of Housing	<ul style="list-style-type: none"> • Case Management, • Academic Support, and • Independent Living Skills. 	High-risk TAY population across the city with emphasis targeted geographic areas.	<ul style="list-style-type: none"> • Community Development Block Grant.

Department/Agency	Services/Programs	Target Population	Funding Sources
Office of Economic and Workforce Development	<ul style="list-style-type: none"> • RAMP (intensive job training and transitional employment); • GED+ (educational and wraparound supports); • Summer Youth Employment (subsidized work experience, job training, and career exploration). 	Youth ages 18-24 who are not positively connected with education or the labor force; youth ages 17-1/2 to 21 years without a high school diploma; low income youth ages 16-21 years who have barriers to employment.	<ul style="list-style-type: none"> • Workforce Investment Act (federal); and • General Fund.
Office of the Public Defender	<ul style="list-style-type: none"> • Juvenile Unit provides legal representation, social work intervention and advocacy, community conveners of service providers. 	Youth who are the focus of criminal investigation and who are facing delinquency charges.	<ul style="list-style-type: none"> • General Fund.
San Francisco Police Department	No information available yet.		
San Francisco Unified School District	<p>Prevention and intervention, counseling and social services, and for families and communities. Among these are:</p> <ul style="list-style-type: none"> • Mentoring for Success; • ExCEL After School Programs; • Foster Youth Services; and • Support Services for LGBTQ Youth. 	Eligible SFUSD students.	Unspecified.
Sheriff's Department	<ul style="list-style-type: none"> • Women's Reentry Center; • Rising Voices (paid internship); • Five Keys Charter School; • Post Release Education; • Case Management; • In-Custody Substance Abuse Treatment; • Restorative Justice In-Custody; • Electronic Monitoring; and • Survivor Support. 	<p>Adults involved with the County Jail (either pre-sentenced, in custody, or reentering their communities).</p> <p>Note: programs are not typically targeted specifically to those under 25.</p>	<ul style="list-style-type: none"> • General Fund.

VI. SERVICE STRATEGIES

Participants in the community input process had a number of specific recommendations about the best strategies and activities to address violence and its contributing factors. Participants suggested a number of improvements to community health services that could have an impact on violence. Among the ideas proposed were spaces for community empowerment, safer, cleaner public places for youth to spend time, and gender specific programs. To address education and workforce system gaps, participants in the community input process recommended a number of specific steps, such as academic assistance and mentoring for youth and young adults and school-based services such as mental health and counseling.

“In the San Francisco of my dreams I can go anywhere I want in the city without fear of violence or trespassing unofficial street codes and rules...”⁹⁶

Community suggestions for how law enforcement practices could be strengthened to reduce violence included meaningful and comprehensive community policing and investment in alternative sentencing options. Participants proposed that reentry processes for those involved with the criminal justice system would benefit from more effective collaboration between parole and nonprofit organizations, and wrap-around services that include risk assessment, case managing and mentoring.

This community input, along with lessons learned from research on successful national programs, informs the strategies that will be supported by the JJCC partners. Some strategies and activities are implemented or funded by other City agencies and initiatives; where such is the case, JJCC partners will not directly support these strategies to avoid overlap in services. JJCC strategies emphasize referrals and building capacity in agencies and programs addressing strategies not directly supported by the JJCC. See Section V for a preliminary overview of City services targeted towards youth and young adults between the ages of 10 and 25 at-risk and highly at-risk of getting in contact with the juvenile and criminal justice system, as well as those in-risk already involved with these systems.

The JJCC-supported strategies are focused on primary and secondary intervention, enforcement, and reentry. All strategies are guided by restorative justice philosophies, the “VPI Theory of Change,” and the youth-centered “Circle of Care” model. Intervention-focused strategies provide services for youth and young adults who are actively involved in violence and might or might not be in contact with the juvenile/criminal justice system.⁹⁷ Enforcement strategies attempt to interrupt the most violent groups in communities and older individuals actively involved in violent delinquent activity by applying some form of sanction.⁹⁸ Reentry programs and strategies provide support and access to comprehensive

⁹⁶ Youth on Probation During a Focus Group, February 2011.

⁹⁷ Spergel, Irving et al., *The Comprehensive Community-Wide, Gang Program Model: Success and Failure. Studying the Youth Gang*, edited by Short, James et al, MD: Altamira Press: 2006, pp.203-224.

⁹⁸ Spergel, Irving et al., *The Comprehensive Community-Wide, Gang Program Model: Success and Failure. Studying the Youth Gang*, edited by Short, James et al, MD: Altamira Press: 2006, pp.203-224.

services and assistance for formerly incarcerated individuals to reduce recidivism, improve public safety, and reintegrate individuals into their communities.⁹⁹

Enforcement or suppression efforts are often designed to discipline those engaging in violent or delinquent behavior and to deter other individuals from following that path. However, a meta-analysis of 548 studies on delinquency interventions aimed to reduce recidivism found that interventions based on control (discipline, deterrence, surveillance) were less effective than interventions based on therapeutic philosophy (restorative approaches, case management, skill building, and counseling). Alarming, some control strategies such as discipline and deterrence produced negative results in reducing recidivism.¹⁰⁰

Research indicates that swift and certain sanctions for criminal behavior are more effective in deterring new offenses or offenders than the severity of the sanction.¹⁰¹ Suppression efforts such as detention, probation, and parole surveillance programs contribute to successful prevention and reduction of violence.¹⁰² These programs are less effective than when paired with restorative or therapeutic approaches – studies indicate that when broadly applied, intensive enforcement and suppression strategies can yield negative results.^{103, 104}

Based on this wealth of information about the impact of enforcement and suppression strategies, the JJCC partners recommend strategies that continue to alleviate the overreliance on detention alone as a way to deal with violence. Simply detaining all youth who engage in negative behavior does not produce the desired outcomes of public safety and youth well-being.

JJCC partners will support the following strategies focused on prevention, intervention, enforcement, and reentry services for at-risk, highly at-risk, and in-risk youth between the ages of 10 and 25:

- Secondary prevention,
- Alternative education,
- Diversion,
- Detention alternatives,
- Detention based services, and
- Aftercare/reentry.

⁹⁹ National League of Cities Institute for Youth and Education and Families, *Preventing Gang Violence and Building Communities where Young People Can Thrive. A Toolkit for Municipal Leaders.* p.67

¹⁰⁰ Mark W. Lipsey, et. al., *Improving Effectiveness of Juvenile Justice Programs. A New Perspective on Evidence-Based Practice.* Center for Juvenile Justice Reform. 2010.

¹⁰¹ Jannetta, Denver, et. al., "The District of Columbia Mayor's Focused Improvement Area Initiative: Review of the Literature Relevant to Collaborative Crime Reduction." The Urban Institute and the District of Columbia Crime Policy Institute, Washington, DC, 2010.

¹⁰² Spergel, I. A., Wa, K. M., & Sosa, R. V. The Comprehensive, Community-Wide, Gang Program model: Success and failure. In J.F. Short & L.A. Hughes (eds.), *Studying Youth Gangs.* Lanham, MD: AltaMira Press. (2006). P. 203-224

¹⁰³ Jannetta, Denver, et. al., "The District of Columbia Mayor's Focused Improvement Area Initiative: Review of the Literature Relevant to Collaborative Crime Reduction." The Urban Institute and the District of Columbia Crime Policy Institute, Washington, DC, 2010.

¹⁰⁴ David Wesiburd and John Eck, What can Police Do to Reduce Crime, Disorder and Fear? *The Annals of the American Academy of Political and Social Science.* 593. May 2004. P. 42-65.

Within each of the above strategies, specifically designed programs should focus on providing gender-responsive services. See Appendix 3 for a visual representation of strategies and activities.

PRINCIPLES ACROSS STRATEGIES

The following values will guide all JJCC-supported strategies.

- 1) Continue to strengthen evaluation of funded programming, guided by DCYF's "Theory of Change." The Theory of Change shows the series of changes that lead to the desired outcome, and includes changes that are difficult to measure.
- 2) Standardized assessment tools considering risk factors as well as protective factors will facilitate youth and young adult placement in the proper strategy and programs, and it will enhance evaluation of programs and services
- 3) Services will be provided using youth-centered, restorative justice models of violence prevention and intervention.
- 4) Frameworks such as the "Circle of Care" will guide all strategies to ensure that young people are viewed in a holistic way, and that family and community are treated as integral to prevention and intervention.
- 5) Continue to build connections across city agencies and community partners that respond to family violence and street/community violence. Specifically, continue conversations about data-sharing, referrals, and joint planning.
- 6) Services for youth and transitional age youth within the in-risk population, whether they fall under system involved, in custody or aftercare/reentry population, should be provided through a collaborative partnership between Juvenile Probation Department and Community Based Organizations providing the services.
- 7) Address institutional barriers that prevent CBOs and residents from accessing government funding or services.
- 8) Emphasize referrals to other programs that serve the target population such as substance abuse treatment, workforce development, and family support. Support efforts to enhance the ability of these programs and services to meet the needs of youth dealing with violence and juvenile justice system involvement.
- 9) Provide trainings, technical assistance and peer learning, ultimately leading to expand agencies capacities to provide high quality services (i.e. collaboration and integration across case management programs especially when providers are working with the same youth, workshops and trainings, clinical supervision and case consultation, etc.).
- 10) Guarantee that all services provided are responsive to a youth or young adult's gender, sexual orientation, developmental stage, and cultural identification.

ALTERNATIVE EDUCATION

Purpose: Provide highly specialized academic instruction to youth and young adults whose behavior and circumstances have prevented them from succeeding in mainstream educational environments.

Rationale: Participants in the community input process listed early access to supportive, high quality education as an integral part of violence prevention. Community members mentioned a number of specific steps to achieve this goal, such as: academic assistance and tutoring; mentoring programs; broader curriculum changes that ensure culturally relevant courses; and engaging students in their own development to prepare them for the workforce and college. San Francisco community members see schools as perfect hubs to provide services that prevent violence by inspiring and supporting young people's aspirations. There is a wealth of research indicating that skill-building strategies (i.e. academic, vocational, and social skills) have a significant impact in reducing recidivism among juvenile justice involved populations.¹⁰⁵

Primary prevention services focused on education and workforce development are important to successful violence prevention, and are provided through other San Francisco funding strategies and departments such as: Early Care and Education, Out of School Time, Youth Leadership, Empowerment and Development Services, Community Based Workforce and Job Placement, Office of Economic Workforce Development, San Francisco Unified School District, Department of Public Health and others (See Section V. Mapping of Violence Prevention Funds in San Francisco for a preliminary inventory of City-funded services of this type).

The JJCC partners therefore emphasize alternative education as a strategy to support young people who may have difficulty accessing other educational supports because of their behavior and circumstances. While alternative education and workforce development may sometimes overlap, more specialized workforce programs will be targeted to youth in custody who are unable to access other workforce development programs.

Target Population: At-risk, highly at-risk, and in-risk youth between the ages of 10-18 who are not on path to graduate and young adults 18-25 who have not completed their high school diploma or GED.

Interventions: JJCC partners will prioritize highly specialized, community-based, GED/high school instruction academic instruction for students whose disruptive or delinquent behavior has prevented them from succeeding in mainstream educational environments. JJCC partners will prioritize the following services within this strategy:

1. GED Programs,
2. Credit Recovery Programs,

¹⁰⁵ Mark W. Lipsey, et. al., Improving Effectiveness of Juvenile Justice Programs. A New Perspective on Evidence-Based Practice. Center for Juvenile Justice Reform. 2010.

3. Tutoring, and
4. Gender Responsive Services.

Outcomes: Agencies that provide alternative education services should increase the number of students that are on-track to graduate or who earn their diploma or GED.

SECONDARY PREVENTION

Purpose: Provide services needed to prevent at-risk and highly at-risk youth and young adults from getting involved with the juvenile and criminal justice system.

Rationale: Prevention strategies can be divided in two tiers: primary prevention and secondary prevention. Primary prevention programs are those more widely available to youth and young adults through schools, community centers, and similar settings – these programs are funded through other San Francisco agencies, departments and initiatives. Secondary prevention programs target specific youth and young adults within the community who have identified risk factors for delinquency that could result in juvenile/criminal justice system involvement.¹⁰⁶

These intervention strategies are ideally delivered prior to contact with the juvenile/criminal justice system, but they are not necessary exclusively delivered prior to individuals making this contact. Secondary prevention services offer an opportunity to link youth to any other needed services such as mental health, substance abuse, and workforce development services.

Target Population: At-risk and highly at-risk youth between the ages of 10-25 who are not currently involved in the juvenile or criminal justice system (not on probation or in custody). These individuals may be habitually or chronically truant, multi-system involved, involved in negative street associations, and may have some police contact.

Interventions: Some of the secondary prevention methods supported by the JJCC partners may include:

1. Street and School-Based Mediation/Crisis Response,
2. Mentorship,
3. Enrichment Activities,
4. Gender Responsive Services, and
5. Wraparound Case management and Referral Services to
 - Workforce Development
 - Leadership Development
 - Substance Abuse Treatment
 - Mental Health Services and others

¹⁰⁶ U.S Department of Justice. Office of Justice Programs. Office of Juvenile Justice and Delinquency Prevention. JJ Wilson & JC Howell A *Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*. Juvenile Justice Bulletin. 1993

Outcomes: Agencies providing secondary prevention services should ideally reduce the number of youth who become involved with the juvenile or criminal justice system.

DIVERSION

Purpose: Steer youth and young adults away from further involvement with the juvenile or criminal justice system.

Rationale: Diversion strategies attempt to steer youth and young adults away from the juvenile and criminal justice systems after they have been involved in behavior that puts them in contact with these systems. The classic concept of diversion theorizes that processing certain youth through the juvenile/criminal justice system may do more harm than good¹⁰⁷. Diversion programs and services should be utilized as a primary response to youth's disruptive behavior instead of arrest and/or detention. If arrest and detention do take place, the decision to divert youth and young adults from the system should be made shortly after first contact.

Successful diversion will establish systematic protocols with local law enforcement and juvenile probation departments to identify a point of entry into services and demonstrate delivery of intensive and comprehensive services. Diversion programs focus on assessing the risks, needs and strength of youth and young adults and providing needed treatment or intervention according to these assessments¹⁰⁸.

Target Population: In-risk youth between the ages of 10-25 who are involved with the juvenile or criminal justice system.

Interventions: JJCC partners will support diversion strategies focused on decreasing the number of police contacts had by a youth or young adult, keeping young people in their community and family, and preventing them from further involvement with the juvenile/criminal justice system. Individuals participating in diversion strategies are involved in the juvenile system; they might have court requirements although they have not been formally adjudicated. Specific services may include:

1. Street and school-based mediation/crisis response,
2. Mentorship,
3. Enrichment Activities,
4. Shelter,
5. Gender Responsive Services, and
6. Wraparound Case management (Restorative and Intensive) and Referral Services to
 - Workforce Development

¹⁰⁷ U.S Department of Justice. Office of Juvenile Justice and Delinquency Prevention Randall G. Sheldon, Detention Diversion Advocacy: An Evaluation. Juvenile Justice Bulletin.. September, 1999. <http://www.ncjrs.gov/html/ojjdp/9909-3/contents.html> Accessed May 2011.

¹⁰⁸ *ibid.*

- Leadership Development
- Substance Abuse Treatment
- Mental Health Services and others

Outcomes: Agencies providing diversion services should ideally decrease the number of system-involved youth who progress into deeper involvement with the juvenile and criminal justice system.

DETENTION ALTERNATIVES

Purpose: Prevent youth and young adults from being removed from their homes and communities and into detention, and ensure the success of pre-adjudicated youth who are released back to the community to a detention alternative program.

Rationale: Detention alternatives alleviate harmful overreliance on secure confinement, reduce racial disparities and bias, and improve public safety while keeping youth and young adults engaged in their community (at less cost to taxpayers). This strategy aims to keep youth off the street and involved in positive activities during afternoon and evening hours. Programs under this strategy provide activities and supervision to young people going through the adjudication process to help them successfully address pre and post adjudication requirements imposed by the juvenile/criminal justice system.

Target Population: In-risk youth between the ages of 10-25 who are involved with the juvenile or criminal justice system.

Interventions: JJCC partners will support detention alternatives that offer a combination of supervision and structured activities intended to find the most suitable approach to preventing and reducing violence among in-risk/system-involved youth and young adults. These programs may provide transportation, tutoring, and life skills training. Youth/young adults participating in these programs must have a track record of working with San Francisco Juvenile Probation Department, and will be referred to these programs through the juvenile/criminal justice system. Specific services may involve:

1. Mentorship,
2. Enrichment activities,
3. Evening Reporting Centers,
4. Gender Responsive Services, and
5. Wraparound Case management and referral services to
 - Workforce Development
 - Leadership Development
 - Substance Abuse Treatment
 - Mental Health Services and others

Outcomes: Agencies providing alternatives to detention should ideally decrease the number of system-involved youth who are placed in the custody of the juvenile or criminal justice system.

DETENTION BASED SERVICES

Purpose: Provide services to youth and young adults while in detention to ensure their needs are addressed, to help them increase resilience, and prepare them to go back to their community.

Rationale: The JJCC partners understand that in some cases detention is the most appropriate strategy to guarantee not only public safety but also the safety and wellbeing of young people engaging in negative and harmful behavior. A balance of well-structured services are needed in order to provide an environment where youth and young adults in detention can thrive and overcome the circumstances that have brought them to their current situation.¹⁰⁹

JJCC partners recognize the crucial role played by community-based organizations in delivering culturally appropriate services. CBOs are fundamental to engaging this vulnerable population through evidence-based and promising curricula and helping them explore new ways of thinking, new belief systems, and different behaviors.

Target Population: In-risk youth between the ages of 10-25 who are in the custody of the juvenile or criminal justice system. Youth and young adults receiving detention based services have exhibited behavior so harmful to themselves and the community that they need a higher of supervision.

Interventions: JJCC partners will prioritize services that support behavior change and wellbeing while youth/young adults are in detention and away from their communities and families. Specific services may include:

1. Mentorship,
2. Workforce development,
3. Enrichment activities,
4. Alternative Education Activities,
5. Clinical behavioral services, and
6. Gender Responsive Services.

Outcomes: Agencies providing detention-based services should ideally increase the number of in-custody youth who are prepared to exit the juvenile and criminal justice system.

¹⁰⁹ Jannetta, Denver, et. al., "The District of Columbia Mayor's Focused Improvement Area Initiative: Review of the Literature Relevant to Collaborative Crime Reduction." The Urban Institute and the District of Columbia Crime Policy Institute, Washington, DC, 2010.

AFTERCARE/REENTRY

Purpose: Provide support to youth and young adults returning to their communities and families from incarceration or detention.

Rationale: Participants in the community input process were well aware of the importance of reentry and aftercare services to those youth and young adults coming back from detention settings. Input across the community (City departments, service providers, and from the community at large) proposed that reentry processes would benefit from more effective collaboration between probation/parole and nonprofit organizations in order to provide wrap-around services that include risk assessment, wraparound case management, and mentoring. According to the research reentry services are important to support individuals reentering their communities and reconnecting with their families.¹¹⁰ Pre-release preparation is extremely important for a successful reentry process, and reentry planning must start well in advance prior to the actual release of the youth or young adult.¹¹¹

Expanding probation and parole case planning capability to accomplish successful reentry is essential. This can be achieved through partnership between community-based organizations (CBOs), law enforcement and other government agencies¹¹². Transitional case management programs, usually provided by CBOs or by a partnership between these with parole/probation entities, should reach youth and young adults in detention prior to their release in order to understand their needs, build rapport, enhance their motivation for positive change and help them identify their goals, strengths and interests¹¹³. Reentry case plans addressing the needs of youth upon release should be a product of this partnership. Youth case plans must also include his or her interests, goals and talents as a way to empower participants to take an active role in the success of his or her reentry.

“When somebody from school goes to the hall, that’s it, we won’t see him ever again or know anything about him again, even when he comes out, who knows where he goes? That’s not reentry; if we never see him again, that’s not real reentry.”¹¹⁴

Target Population: In-risk youth between the ages of 10-25 who are exiting the juvenile or criminal justice system and reentering their communities. Youth and young adults participating in this strategy are system-involved and could be transitioning out of detention or out of an alternative to detention/court requirements.

¹¹⁰ National League of Cities Institute for Youth and Education and Families, Preventing Gang Violence and Building Communities where Young People Can Thrive. A Toolkit for Municipal Leaders. p.67

¹¹¹ National League of Cities Institute for Youth and Education and Families, Preventing Gang Violence and Building Communities where Young People Can Thrive. A Toolkit for Municipal Leaders. p.70

¹¹² Marta Nelson and Jennifer Trone, “Why Planning for Release Matters”. State Sentencing and Correction Programs. Issues in Brief. Vera Institute of Justice. 2000.

¹¹³ Amy Solomon, Jenny W. L. Osborne, et. al., “Life After Lockup: Improving Reentry from Jail to Community”. Urban Institute Justice Policy Center. 2008.

¹¹⁴ High School Youth During a Focus Group, February 2011.

Interventions: JJCC partners will emphasize aftercare and reentry services that provide needed support during this fragile and critical stage of violence prevention and intervention. Specific services may include:

1. Intensive Supervision and Clinical behavioral services,
2. Mentorship,
3. Enrichment activities,
4. Shelter and transitional housing,
5. Gender Responsive Services, and
6. Wraparound Case management and Referral Services to
 - Workforce Development
 - Leadership Development
 - Substance Abuse Treatment
 - Mental Health Services and others

Outcomes: Agencies providing detention based services should support the successful transition of youth and young adults exiting the juvenile and criminal justice system and reentering their communities.

WITHIN EACH STRATEGY: PROVIDE GENDER RESPONSIVE SERVICES

Purpose: Provide services responsive to the unique needs of young women, while empowering all sexual orientations and cultural identities, to help them avoid or deepen juvenile or criminal justice system involvement and to help them successfully and permanently exit those systems if they have already made contact.

Rationale: During the community process, the importance of providing services and interventions tailored specifically to meet the needs of girls and young women were consistently highlighted. The JJCC partners recognize the need to ensure that all services provided to young people who are at-risk and in-risk are appropriate to their gender, cultural identity, and sexual orientation. The JJCC partners also recognize the importance of supporting practices and programs specifically designed around and responsive to the unique needs of young women.

Experts agree that girls and young women who form positive connections to individuals and programs within their community are less likely to engage in the juvenile and criminal justice system.¹¹⁵ Thus it is essential to guarantee the delivery of practices and programs responsive to the unique needs of young women, and youth whose sexual orientation is different from that of the traditional sense, across all the strategies presented above.

¹¹⁵ Francine T. Sherman. "Pathways to Juvenile Detention Reform. Detention Reform and Girls. Challenges and Solutions." Annie E. Casey Foundation. 2005.

“Women’s roles in society need to be valued and respect for women must be reclaimed through culturally appropriate solutions.”¹¹⁶”

Target Population: At-risk, highly at-risk, and in-risk young women between the ages of 10-25.

Interventions: Specific services will vary depending on target population and may include:

- Street and school-based mediation/crisis response,
- Mentorship,
- Enrichment activities,
- Evening reporting centers,
- Intensive Supervision and Clinical Services, and
- Wraparound Case management and Referral Services to
 - Workforce Development
 - Leadership Development
 - Substance Abuse Treatment
 - Mental Health Services and others

Outcomes: Agencies providing gender responsive services should ideally decrease the number of girls and young women that become involved with the juvenile system, decrease the number of girls and young women that progress into deeper involvement with the juvenile or criminal justice system, and support successful reentry for those exiting the system.

DEFINITION OF ACTIVITIES

The broad activities listed under each strategy may include a number of more specific actions. A service like “case management” can take many forms. This section defines some of the specific activities the JCC partners will support, and what types of programming they might include. For additional detail and definitions of services that may be included under broader categories of activity, see DCYF’s Service Category Definitions in Appendix 4: DCYF Service Categories Definition. Young people may receive services that fall under several strategies, depending on their level of risk/system-involvement and their specific needs.

Wraparound Case Management

Service providers and youth who participated in the community input process strongly agreed that well-structured, culturally competent, comprehensive, and service plan-driven case management programs are needed to prevent and intervene in violence. Community members believe that case management is the starting point from which youth and young adults can connect to appropriate social, educational and vocational services.

¹¹⁶ Mission Neighborhood Center. Mission Girls’ philosophy.

Case management programs that follow the wraparound approach can have positive effects on the prevention and reduction of youth violence when well-implemented. With the wraparound approach, a young person receives an initial assessment, and an individualized care plan is prepared that outlines current needs and follow-up steps to address those needs. Youth in contact with the juvenile justice system that receive wraparound services are less likely to engage in at-risk or delinquent behavior and show significant improvement in their behavioral and interpersonal relationships with their family, authority figures, and peers.¹¹⁷

“Intensive, comprehensive case management services, taking youth to where they have to go to receive services, holding hands if you have to, but get them there”

Conventional case management, offered by a single case manager, can also be successful when well implemented. Including core wraparound elements such as ensuring services are based in the community, involve family and peers, are culturally appropriate, and use individualized strength-driven case plans offer more favorable outcomes.¹¹⁸

Wrap around case management services could be delivered in school or community-based settings, or when a young person is preparing to exit the juvenile/criminal justice system. After initial assessment, individuals can be placed in different types of case management depending on their level of risk and needs. Some types of case management include: Restorative Case Management, Intensive Case Management, Intensive Supervision and Clinical Services, and Transitional and Reentry Case Management.

Wraparound case management providers usually refer participants to other agencies or community based organizations where they can receive any needed services. Case Managers could also offer services themselves according to their expertise. Case managers can support (but are not limited to) referrals to:

- Clinical behavioral health services,
- Conflict mediation support groups,
- Leadership development groups,
- School or detention based life skills groups/classes,
- Transitional and reentry services,
- Court support and advocacy,
- Anger Management Services,
- Vocational training,
- Substance use service,

¹¹⁷ Janet Walter and Eric Bruns, Wraparound. - Key Information, Evidence and Endorsements. National Wraparound Initiative. March 2007.

¹¹⁸ Burchard, J. D., Bruns, E.J., & Burchard, S.N. The Wraparound Process. In B. J. Burns, K. Hoagwood, & M. English. Community-based interventions for youth. New York: Oxford University Press. (2002).

- Services for families,
- Enrichment programs,
- Employment Services,
- Tattoo Removal, and
- Housing.

Clinical Behavioral Services

From major depression to Attention Deficit Hyperactive Disorder, up to 70% of juvenile justice involved youth experience mental health problems, with a least 25% suffering from serious disorders that impact their ability to function.¹¹⁹ San Francisco Department of Public Health's Community Behavioral Health Services partners with other City agencies to meet the behavioral health needs of juvenile justice involved youth at the Juvenile Justice Center and in their communities. These programs are intended to provide evidence-based treatment interventions in the community that support juvenile justice involved youth at risk of out-of-home placement, as well as those youth in custody or returning home.

Street and School-Based Mediation/Crisis Response

Street and school-based mediation/crisis response is focused on de-escalating violence, following up with families after violence has occurred, facilitating community and individual healing after violence, and coordinating City services to benefit the community. These goals are accomplished by providing counseling, support, and care management to victims of violence and reaching out to young people in neighborhoods/schools with high rates of violence. Service providers doing this work can intervene to help diffuse potentially violent situations. They can also talk to young people who been victims of violence (as well as their family and friends) about how to break the cycle of violence and the consequences of retribution.¹²⁰

Mandated Reporting Centers

Mandated reporting centers are an alternative to detention that emerged as result of the Juvenile Detention Alternative Initiative (JDAI). In-risk youth and young adults receive intensive supervision within their communities by specialized staff with experience and expertise in dealing with the types of problems faced by participants. Mandated reporting centers offer the benefit of supporting in-risk youth to comply with their court requirements and to avoid new law violations.¹²¹ An early evaluation of the effectiveness of evening reporting centers to prevent further engagement with this juvenile system concluded that 60% of the youth participating in the program would have been admitted to secure detention if the reporting center was not available.¹²²

¹¹⁹ Community Behavioral Health Services, "Annual Report." SF Department of Public Health, 2010

¹²⁰ Ja, Davis and Associates, University of CA San Francisco, "Community Response Network Evaluation Planning Project." 2008.

¹²¹ Paul DeMuro. "Pathways to Juvenile Detention Reform. Consider the Alternatives. Planning and Implementing Detention Alternatives". Annie E. Casey Foundation, 1999

¹²² Ibid.

Mentorship

Mentoring programs with youth involved or at-risk of getting involved with the juvenile justice system improve outcomes for participants. An evaluation of mentoring programs where youth at risk were paired with an adult and exposed to a range of activities or opportunities to build relationships and engage in positive experiences found that participants of these programs had improvements at school (such as skipping school less, getting better grades, and improving academic confidence), were less likely to begin carrying weapons or use drugs or alcohol, less likely to hit someone else and overall had improved relationships with family and peers¹²³.

An effective mentoring program should provide the youth with general guidance and support; promote personal and social responsibility; increase participation in education; support juvenile offenders returning to their communities after confinement; discourage use of illegal drugs and firearms; discourage involvement in gangs, violence and other delinquent activity; and encourage participation in community services activities¹²⁴.

Enrichment Activities

Enrichment activities may include arts programs, cultural (identity and diversity) programs, sports programs, music recording, writing workshops, field trips, outings and retreats. Services such as community empowerment and civic engagement activities to build capacity in order to respond to violence were also mentioned by services providers during the community input sessions. Community wisdom and research agree in this area. These services provide the means for youth and young adults to engage in positive, productive activities while establishing interpersonal relationships, developing trust, and provide access to opportunities. Enrichment activities also allow youth and young adults to belong to a group they can relate to and call their own.¹²⁵

General Educational Development (GED) Programs

GED programs are designed to support students who are eligible to take the GED exam to receive the needed credential to pursue secondary education or to enter the workforce.¹²⁶ Typically, GED programs engage participants in test preparation activities covering the main sections of the test: Language Arts, Mathematics, Social Studies, and Science. Some GED programs have demonstrated better outcomes for

¹²³ Jesse Jannetta, Megan Denver, et. al. "The District of Columbia Mayor's Focused Improvement Area Initiative: Review of the Literature Relevant to Collaborative Crime Reduction" District of Columbia Crime Policy Institute. Washington, DC The Urban Institute: 2010.

¹²⁴ U.S. Office of the Federal Register. National Archives and Records Administration. "Department of Justice. Office Juvenile Justice and Delinquency Prevention. Final Plan for Fiscal Year 2011". *Federal Register* 76, N. 131

(2011): 94398, <http://www.ojdp.gov/about/FederalRegister2011ProgramPlan.pdf> accessed July 2011.

¹²⁵ Quint Thurman, et. at.. "Community-Based Gang Prevention and Intervention: An Evaluation of the Neutral Zone." *Crime and Delinquency*, 42(2). 1996. p. 279-295.

¹²⁶ According to the California Department of Education, to be eligible students must be at least 17 years of age, but within 60 days of their 18th birthday. They must also be within 60 days of when you would have graduated had they continued with school. On that same note, participants cannot take the exam while still a student or within two months of being one. Please note: one who passes the exam at the age of 17 will not be issued a certificate until his or her 18th birthday.

participants when they include cognitive development principles and create studying materials that are meaningful to the students outside of the classroom setting.¹²⁷

Tutoring

Tutoring programs aim to support students or participants' academic improvement by enhancing classroom instruction with high quality material and highly qualified tutors. Tutoring services should be provided through structured sessions, with a defined level of intensity and consistency (according to participant developmental and academic level).

SELECTED EVIDENCE-INFORMED PROGRAMS AND RESOURCES

There are many promising and effective programs already established in San Francisco, and many resources available to guide future work in violence prevention and intervention. A number of organizations maintain databases of evidence-informed programs and best practices in violence prevention and intervention.

The following is a small selection of the many successful programs that use some of the strategies described above:

Programs in the Promising and Effective Practices Network (PEPNet), funded by the U.S. Department of Labor, offer alternative education options to young offenders in both residential and community settings. These programs have been found to reduce recidivism rates, prepare youth offenders for economic self-sufficiency, and help them develop the work and life skills and resources necessary to achieve long-term success.¹²⁸

The Juvenile Detention Alternatives Initiative (JDAI) is a national model aimed at reducing reliance on detention. Some of the core elements of the JDAI model include collaboration among key partners related to juvenile offenders, effective use of data, and new or enhanced use of non-secure alternatives. Out of 78 sites that reported current and pre-JDAI data, the total detention population in 2009 was 35 percent less than the average detention population prior to joining JDAI. In 24 areas, the detention population was less than half of the average in the year prior to entering the JDAI project.¹²⁹

Movimiento Ascendencia (Upward Movement) established in Pueblo, CO, is a gender-specific program designed to provide 8- to 19-year-old females with positive alternatives to substance use and gang involvement. The program found that girls in the program showed a greater reduction in delinquency than girls in the control group.¹³⁰

¹²⁷ Erik Jacobson, Sophie Degener and Victoria Purcell-Gates, *Creating Authentic Materials and Activities for the Adult Literacy Classroom. A Handbook for Practitioners* National Center for The Study of Adult Learning and Literacy. 2003

¹²⁸ PEPNet: Connecting Juvenile Offenders to Education and Employment Office of Juvenile Justice and Delinquency Prevention, 2001

¹²⁹ Mendel, R., "Two Decades of JDAI." Annie E. Casey Foundation, 2009.

¹³⁰ Movimiento Ascendencia. OJJDP Model Programs Guide. Office of Juvenile Justice and Delinquency Prevention. <http://www.ojjdp.gov/mpg/mpgProgramDetails.aspx?ID=643> Accessed June 2011.

The Juvenile Mentoring Program (JUMP), supported by OJJDP, provided one-to-one mentoring for youth at risk of delinquency, gang involvement, educational failure, or dropping out of school. The program found that mentoring can operate in support of a wide variety of goals such as improved school performance and attendance, abstinence from drug and alcohol use, reduction in gang involvement, and avoidance of delinquent activities.¹³¹

The purpose of this selection is to present examples of evidence-informed models that have proven effective in reducing or preventing violence. The *Youth Violence Reduction Initiative: Local Action Plan* does not endorse or promote any of these models in particular.

Additional resources that service providers can explore to find models that work best for their organization and target population include:

- The Office of Juvenile Justice and Delinquency Prevention's Model Programs Guide (MPG): <http://www.ojjdp.gov/mpg/default.aspx>
- The Office of Justice Programs' CrimeSolutions.gov: <http://www.crimesolutions.gov>
- The Center for Study and Prevention of Violence: <http://www.colorado.edu/cspv/index.html>
- Find Youth Info: <http://www.findyouthinfo.gov/index.shtml>

VII. NEXT STEPS

DCYF will next work with the Mayor's office and current partners (including DCYF) on developing a fully revised, citywide Violence Prevention Plan targeted towards all residents and visitors in San Francisco. This third phase of the revision process should incorporate the work and expertise of City planning councils such as the Family Violence Council and the Reentry Council. Building a Plan that uses other City strategic plans and reports will help increase coordination, and ensure that each City agency builds on its core content expertise and community connections.

The Juvenile Justice Coordinating Council (JJCC) is a natural starting point for continuing to establish a more collaborative and comprehensive discussion around violence prevention programming in San Francisco. The Juvenile Probation Department (JPD) and the Department of Children, Youth and Their Families (DCYF) have partnered to enhance the role of the JJCC so that it serves as the primary coordinating and advisory body for the implementation the *Youth Violence Prevention Initiative: Local Action Plan* as it relates to violence prevention efforts for youth and transitional aged youth involved in San Francisco's juvenile and criminal justice systems. The City and County of San Francisco will enhance the role of the JJCC through the following efforts.

¹³¹ 1998 Report to Congress: Juvenile Mentoring Program. Office of Juvenile Justice and Delinquency Prevention Report, 1998. Available at: <http://www.ncjrs.gov/html/ojjdp/173424/chap7.html>

PRESENT THE YOUTH VIOLENCE PREVENTION INITIATIVE: LOCAL ACTION PLAN TO PARTNERS

As described above, DCYF's Violence Prevention and Intervention Unit is conducting an extensive revision of *San Francisco Violence Prevention Plan (2008-2013)*; the *Youth Violence Prevention Initiative: Local Action Plan* is a product of that revision. This plan will inform and guide not only the allocation of funds from the Juvenile Justice Crime Prevention Act (JJCPA), but also the entire pool of funds brought together by the Violence Prevention and Intervention Joint Funders Partnership (the Department of Children, Youth and Their Families, the Juvenile Probation Department, and the Department of Public Health).

This plan will better establish a system of care that includes transitional aged youth. It will benefit from a far-reaching input process that included stakeholders such as community members and CBOs, and will allow department heads to focus on one coordinated strategy when developing their own policies and programs. Most importantly, it will better engage JJCC members and will establish a venue for more transparent discussions regarding the implementation of the plan.

The San Francisco *Youth Violence Prevention Initiative: Local Action Plan* and its strategic recommendations will guide a competitive Request for Proposal for Violence Prevention and Intervention Services.

INCREASE THE AUTHORITY OF THE JUVENILE JUSTICE COORDINATING COUNCIL (JJCC)

The Juvenile Probation Department (JPD) and its partners are working to identify ways to enhance the authority of the JJCC. To start, JPD expanded JJCC's membership to include representatives from the various city-wide committees and boards who advise on violence prevention programs regarding youth and young adults but are not currently represented on the JJCC.

Similar to the Reentry Council, JPD is developing a city ordinance to formally define the role and structure of the JJCC. The ordinance will acknowledge the state required functions and responsibilities while increasing the authority of the council to include the approval of the entire Violence Prevention and Intervention allocation plan including funding from the San Francisco General Fund, Children's Fund, EPSDT funds, and other grant and one-time grants sources. In FY 2010/2011, total funding for the Violence Prevention and Intervention Services exceeded \$11.5 million. This city ordinance is expected to be submitted during fiscal year 2011-12. The proposed ordinance will also include a provision that codifies the relationship between the JJCC and the Reentry Council. Language to acknowledge the role of the Reentry Council and to formally create an avenue for dialogue and coordination between the two entities will further support efforts to improve coordination between the juvenile and criminal justice systems.

By increasing the authority of the body to approve the entire VPI plan, San Francisco will ensure that all funds dedicated to violence prevention programming for juvenile offenders are allocated in a coordinated and transparent manner. Further, the expanded authority will offer the JJCC and the community a greater opportunity to ensure the efficacy of San Francisco's violence prevention and intervention programs. The JJCC will use this authority to promote relevant policy changes to the juvenile and criminal justice systems in San Francisco.

DEVELOP A STRONG PARTNERSHIP WITH THE SAN FRANCISCO REENTRY COUNCIL

Similar to the JJCC, the Reentry Council of the City and County of San Francisco is a local advisory body established to coordinate efforts to support transitional age youth exiting San Francisco County Jail, San Francisco juvenile justice out-of-home placements, the California Department of Corrections and Rehabilitation facilities, and the United States Federal Bureau of Prison facilities. The Council coordinates information sharing, planning, and engagement among all interested private and public stakeholders to the extent permissible under federal and state law.

The Reentry Council of San Francisco is composed of 23 members, many of whom also serve on the JJCC. The council is co-chaired by the District Attorney, Public Defender, Sheriff, Chief of Adult Probation, and the Mayor's Office. While the Reentry Council holds an advisory role, its leadership and structure which includes subcommittees with approximately 96 additional members from the City and community, have established the Reentry Council as a leader. The Council is effective in ensuring transparency, expanding communication, and encouraging community participation in the development and implementation of programming for transitional aged youth and adults exiting detention and prison facilities.

The Reentry Council of San Francisco has amended via ordinance the administrative code that defines its authority to ensure formal coordination with the Juvenile Justice Coordinating Council.¹³² In addition, the Joint Funders Partnership is working with Reentry Council staff to explore how the two councils can better collaborate in the future to ensure consistency of services for both youth and young adults exiting the juvenile and criminal justice system and reconnecting back to their communities and families.

CREATE STRONGER CONNECTIONS TO FAMILY SUPPORT SYSTEMS

Families and family violence are inextricably connected to the needs of youth and young adults at-risk of or engaging in violence. Successful interventions require links between programs that serve families, such as Family Resource Centers, and violence prevention and intervention programs. The JJCC will look for ways to strengthen relationships between violence prevention and intervention programs and parent support agencies and programs. Additionally, the JJCC will work to build a stronger partnership with Family Violence Council of San Francisco.

VIII. CONCLUSION

Youth and young adults, particularly those from communities of color and low income communities, are disproportionately affected by violence in San Francisco. Young people between the ages of 10 and 25 years old may experience a range of adverse consequences as a result of experiencing or participating in violence. This plan endeavors to interrupt the cycle of violence and increase coordination among agencies that fund violence prevention work in San Francisco.

¹³² San Francisco Board of Supervisors. Ordinance Amending San Francisco Administrative Code Sections 5.1-1, 5.1-3, 5.1-4, 5.1-6 to amend the membership, powers and duties, and sunset date of the Reentry Council. Ordinance 44-11. City and County of San Francisco. 2011 <http://sfreentry.com/wp-content/uploads/2011/03/SFOrdinance44-11asApproved.pdf> accessed July 2011.

In the *Youth Violence Prevention Initiative: Local Action Plan*, JJCC partners establish a number of violence prevention and intervention strategies to prioritize when allocating funds. These strategies are informed by community input, the types of violence and factors that contribute to it in San Francisco, and national best practices in violence prevention and intervention.

The Youth Violence Prevention Initiative: Local Action Plan aims to ensure that young people between the ages of 10 and 25 have the opportunity to live safe, meaningful, and productive lives.

DRAFT

APPENDIX 1: 2011 JUVENILE JUSTICE COORDINATING COUNCIL MEMBERS LIST

Allison Magee, Co-Chair (Department is a Mandated JJCC Member)
San Francisco Juvenile Probation Department

Maria Su, Co-Chair (Department is a Mandated JJCC Member)
Department of Children, Youth and their Families

Katherine Miller, Co-Chair (Department is a Mandated JJCC Member)
San Francisco District Attorney's Office

Patricia Lee, Co-Chair (Department is a Mandated JJCC Member)
San Francisco Public Defender's Office

John Avalos (Department is a Mandated JJCC Member)
San Francisco Board of Supervisors

Chief Wendy Still (Department is a Mandated JJCC Member)
San Francisco Adult Probation Department

Casey Blake (Department is a Mandated JJCC Member)
Human Services Agency

Dr. Ernest Brown (A Drug and Alcohol Prevention Organization is Mandated by the JJCC)
The Principal Center Collaborative

Rev. Ishmael Burch (A Community At-Large Representative is Mandated by the JJCC)
Community Organizer BVHP-Potrero Hill
Family Neighborhood Director BV/Beacon
Safety Network/YMCA Urban Services

Mr. Brian Chieu
Mayor's Office of Housing

Claudia Anderson (Department is a Mandated JJCC Member)
San Francisco Unified School District

Glenn Eagleson
Office of Economic and Workforce Development

Lieutenant Jason Fox (Department is a Mandated JJCC Member)
San Francisco Police Department
Juvenile and Family Services Division

Honorable Patrick Mahoney
San Francisco Superior Court

Dirk Beijen (Department is a Mandated JJCC Member)
San Francisco Juvenile Probation Commission

Sunny Schwartz (Department is a Mandated JJCC Member)
SF Sheriff's Department

Sai-Ling Chan Sew (Department is a Mandated JJCC Member)
San Francisco Department of Public Health

Xiomara Galvan
Juvenile Advisory Committee

Kimo Uila
Juvenile Justice Providers Association

(Department is a Mandated JJCC Member)
Youth Commission

DRAFT

APPENDIX 2: CIRCLE OF CARE DESCRIPTION

1. Prevention

Target Population: Youth who are not engaged in delinquent behavior or involved in the juvenile justice system.

Purpose: To provide youth with multiple positive opportunities to develop strengths and build skills with services designed to address the risk factors they face.

2. Early Risk Identification and Intervention

Target Population: Youth who are engaged in delinquent behavior or displaying other at-risk behaviors in school or in the community, but are not formally involved in the juvenile justice system.

Purpose: To identify these youth before they become engaged in the juvenile justice system, assess their needs, and provide reliable informal referrals to hook them into need-based and strength-based services that will enable them to increase positive behavior and avoid entering the formal juvenile justice system.

3. Pre-Adjudication Community-Based Intervention

Target Population: Youth arrested and awaiting adjudication (or youth arrested and not petitioned) who can safely remain in their community without formal supervision but are in need of need-based and strength-based services.

Purpose: To provide youth with an array of appropriate needed services to stop delinquent behavior, develop or build upon strengths, and successfully exit the juvenile justice system.

4. Pre-Adjudication Community-Based Supervision & Intervention (Alternatives to Detention)

Target Population: Youth arrested and awaiting adjudication who can safely remain in their community with supervision, as an alternative to detention.

Purpose: To ensure that youth appear at their court date and do not re-offend prior to their court date, and to provide them with an array of appropriate needed services to stop delinquent behavior, develop or build upon strengths, and successfully exit the juvenile justice system.

5. Post-Adjudication Community-Based Supervision & Intervention

Target Population: Youth who have been adjudicated delinquent and can safely remain in their community with appropriate supervision and intervention.

Purpose: To provide youth with structured supervision in the community, and to provide them with an array of appropriate needed services to stop delinquent behavior, develop or build upon strengths, and successfully exit the juvenile justice system.

6. Intensive Post-Adjudication Community-Based Supervision & Intervention Alternatives to Placement

Target Population: Youth who have been adjudicated delinquent and can safely remain in their community with intensive supervision and intervention, as an alternative to out-of-home placement.

Purpose: To provide youth with intensive, highly structured supervision in the community, and to provide them with an array of appropriate needed services to stop delinquent behavior, develop or build upon strengths, and successfully exit the juvenile justice system.

7. Pre-Adjudication and Post-Adjudication Emergency Shelter Programs

Target Population: Youth involved in the juvenile justice system who are not appropriate for detention but cannot safely return to their homes or do not have a home to return to.

Purpose: To provide youth with safe emergency placements while more permanent plans are developed.

8. County Detention

Target Population: Use should be restricted to youth arrested who are determined to be a danger to self, others, or the property of another, or present a flight risk. Decisions to detain should be guided by the application of a risk assessment instrument.

Purpose: To ensure the safety of the minor and the community and to ensure the presence of youth at court proceeding.

9. Structured Short-Term Residential Programs

Target Population: Youth adjudicated delinquent who cannot safely remain in their own homes and require structured, specialized short-term (0-3 months) interventions, Rate Classification Level 8-11.

Purpose: To provide the target population with safe placement and the structure and services they need to stop delinquent behavior and successfully exit and remain out of the juvenile justice system.

10. Intensive Highly-Structured Long-Term Residential Programs

Target Population: Youth adjudicated delinquent who cannot safely remain in their own homes and require long-term (3-18 months) out-of-home placements, Rate Classification Level 10-14.

Purpose: To provide the target population with safe placement and the structure and services they need to stop delinquent behavior and successfully exit and remain out of the juvenile justice system.

11. County Residential Facilities

Target Population: Youth adjudicated delinquent who require long-term placement in a local facility because they present a danger to the community and require rehabilitative intervention.

Purpose: To ensure the safety of the community, and to provide youth with the structure and services they need to stop delinquent behavior and successfully exit and remain out of the juvenile justice system.

12. State Incarceration

Target Population: Use should be restricted to youth adjudicated delinquent for violent felonies for whom the courts have determined that other community-based, residential, or county camps are inappropriate and who require long-term secure incarceration because they present a grave danger to

the community.

Purpose: To ensure the safety of the community.

13. Aftercare

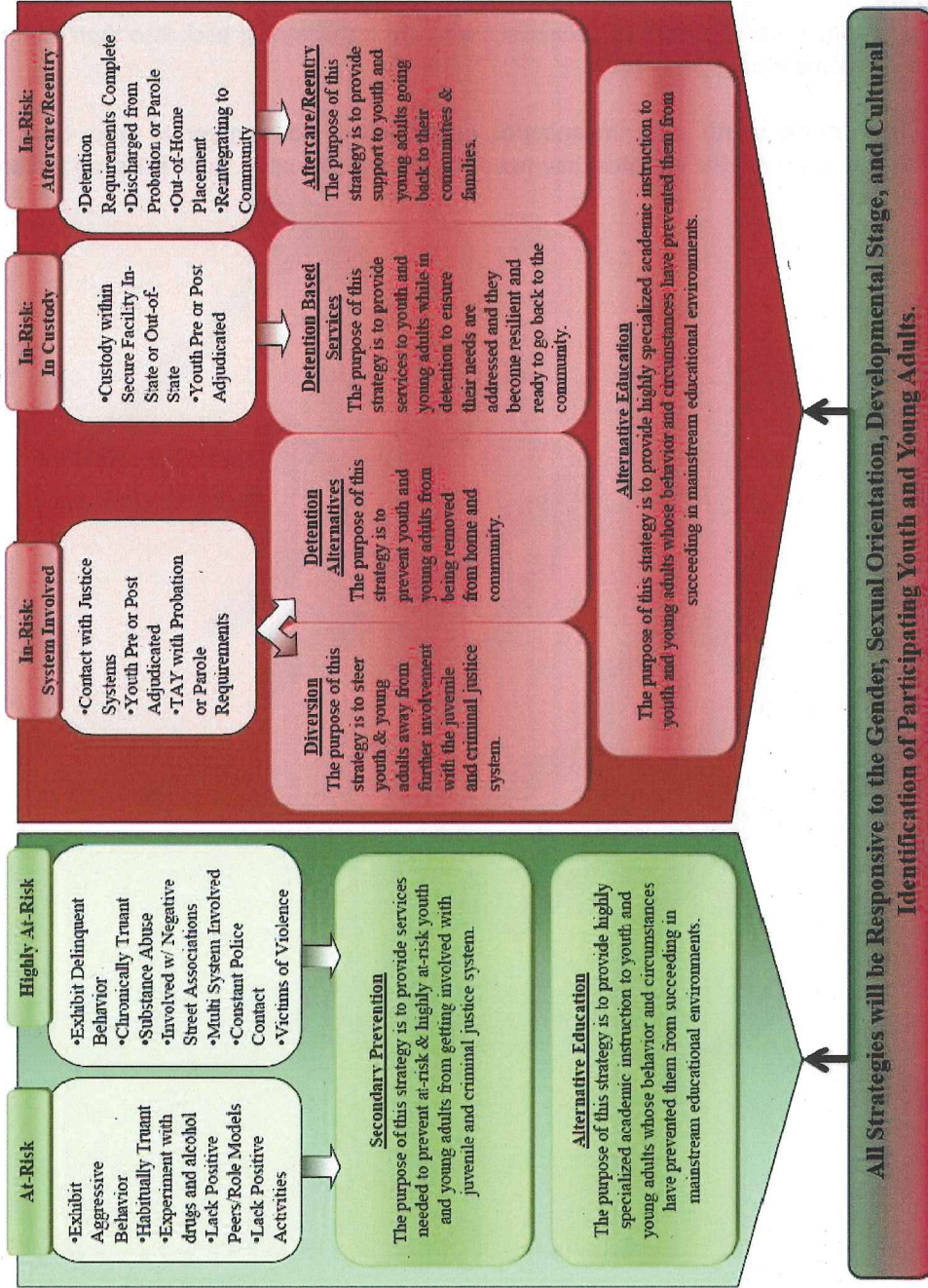
Target Population: Youth adjudicated delinquent who are transitioning back into their community from a residential treatment or incarceration.

Purpose: To provide youth with meaningful opportunities to reintegrate into their family and community, and to access the services they need to develop strengths, build skills, and address the risk factors they face.

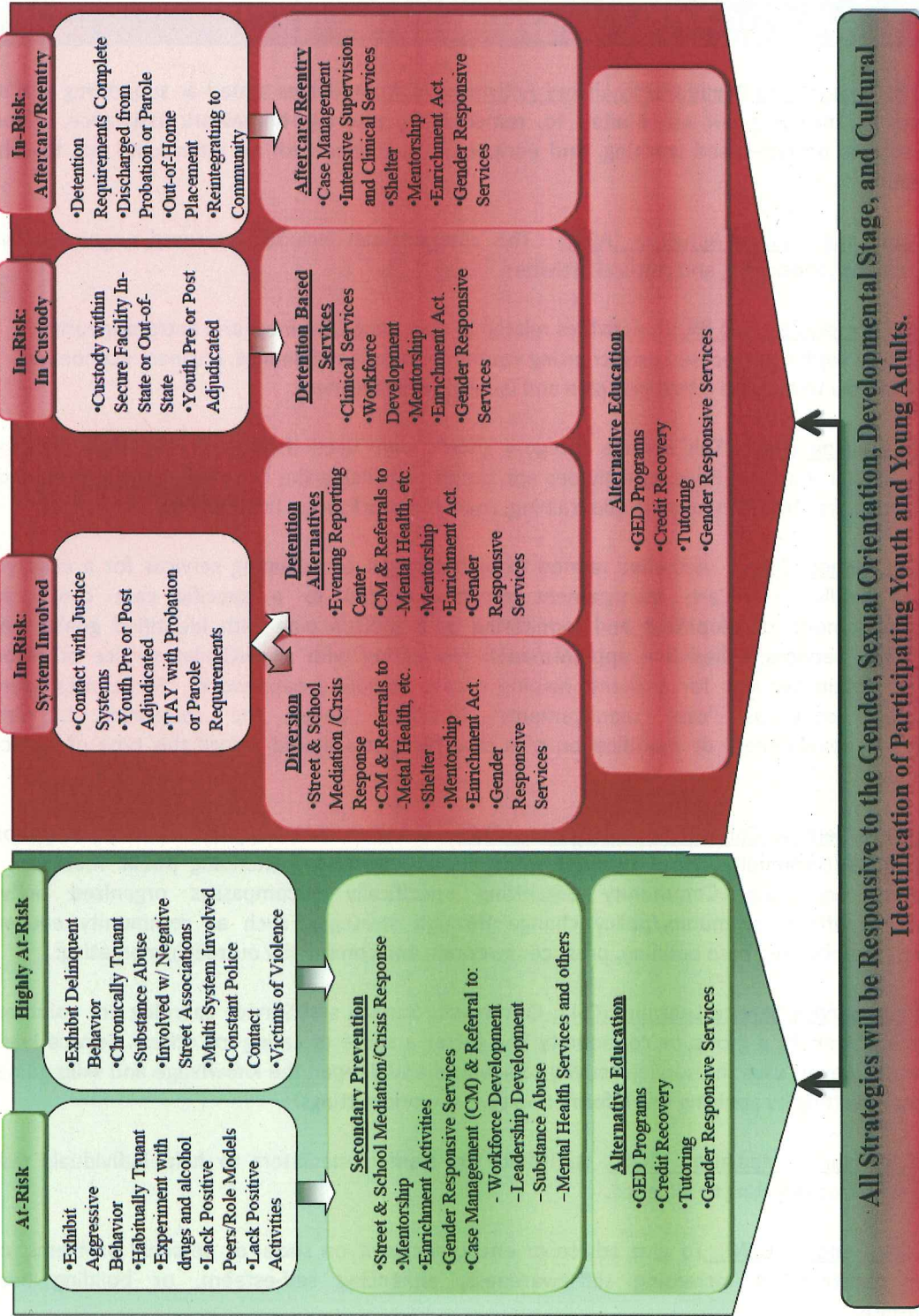
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APPENDIX 3: DIAGRAM OF STRATEGIES AND ACTIVITIES

Youth Violence Prevention Initiative: Local Action Plan Service Strategies



Youth Violence Prevention Initiative: Local Action Plan Service Strategies



APPENDIX 4: DCYF SERVICE CATEGORY DEFINITIONS

Academic Support and Academically-Linked Activities (ACA): Activities aimed at supporting academic achievement, including but not limited to, remediation, tutoring, homework assistance, advocacy with teachers, project-based learning, and enrichment activities with an intentional link to school-day academics.

Arts, Music and Cultural Activities (ART): This category can include structured ongoing activities such as theater, music, art, and cultural activities.

Business/Entrepreneurship (BUS): Activities related to operating a business and entrepreneurial education. Activities are focused on increasing youths' knowledge of finance, business economics, ethics, and how to develop a business plan and launch a new business.

Capacity Building (CAP): This service category should only be used if you have approval from your program officer. Capacity Building activities are aimed at building the knowledge and competency of service providers. Activities may include training, coaching, workshops, field building.

Care Management (CAS): Activities related to planning and coordinating services for a child/youth and their family. Care management services related to a specific case can include: intake; assessment; development and monitoring of a written plan with identified goals; making referrals for services; scheduling appointments; advocating with a particular service or resource agency to obtain services for a client; helping clients complete paperwork. Sometimes agencies refer to counseling as "case management;" however, unless the counseling is directly related to development or modification of a case plan, you should record this type of service as "counseling."

Civic Engagement & Community Organizing (CEO): Activities that support active participation in social/political/community issues through voting, voter education, attending public meetings, and community organizing. Community organizing specifically encompasses organized activities designed to affect community/policy change through strategies such as community education, advocacy, membership base building, press conferences, and community outreach/marketing.

Community Service/Service Learning (CSL): Community Service and Service Learning are volunteered services that benefit a group or community and foster a sense of caring for others. Service learning activities, however, use the service activity to advance and deepen the knowledge and skills gained in a classroom setting by applying this information to real world settings.

Conflict Resolution/Mediation (CON): Assistance by trained mediators to help individuals resolve disputes without resorting to violence.

Counseling-General (GEN): To give advice or encouragement on social or personal problems, or to provide assistance at increasing self-awareness, enhancing self-esteem, or building healthy relationships.

Counseling-Behavior Health (BHC): Treatment, education, or therapeutic services provided by a trained staff person regarding substance abuse issues, and/or help from a trained and certified person regarding mental health issues.

Culture, Identity, and Diversity (CID): Activities focused on educating youth about the diversity of cultures and identities to increase their understanding of self-identity and community-identity and their ability to interact with different cultural groups. Activities may include examining the history and experiences of different identity groups and conducting analyses of systems of power and oppression.

Early Childhood Development (ECD): Services and resources focused on children's cognitive, language, and social development, health and academic achievement as well as family functioning from infancy to school age (0-5 years). This service category should also be used to signify activities, training or education to provide child care providers with the skills they need to support professional development, especially in the areas of increasing their knowledge in early childhood development, children with special needs and professional certification.

Educational Guidance/ Post-secondary Planning (EDG): Programs that provide post-secondary preparatory guidance and assistance to youth, including college tours, application assistance, college counseling, exploring post-secondary options, setting post-secondary goals, completing an education plan, etc.

Family Support (FSU): Activities designed to promote healthy family functioning including, but not limited to, parent education, home visiting, support groups, nutrition and food pantry, employment, job training, job search, respite care, on-site child care, substance abuse treatment, crisis intervention, batterer's intervention, family advocacy, housing assistance, case management, legal assistance, and violence prevention.

Health / Violence Prevention Education (HVP): Activities and tools that are strategically aimed at increasing knowledge and practice of healthy behaviors, and/or providing youth or families with the skills they need to resolve conflicts in a productive and non-violent fashion.

Grantmaking (GRM): Activities aimed at awarding grants for community projects and programs, including identifying community needs, developing grantmaking strategies, supporting project development, reviewing and assessing proposals, and evaluating funded projects.

Information and /Referral (INS): Linkage to resources needed to meet an individual or family's assessed needs or to provide information on a particular issue area. Activities that help eligible individuals access public support and/or provision of physical goods—such as food, housing, medication, or clothing—to meet a youth or family's immediate survival needs are tracked in this category.

Job Development and Placement (JDP): Activities aimed at identifying and/or developing an employment opportunity for a youth (development); activities related to placing a youth either at a worksite connected to your program or another agency (placement).

Worksite Retention and Support (RET): Activities with the youth and workplace supervisor that support youth in maintaining their worksite placement/employment. Activities include supporting the

employer; coordinating with school staff, case managers, parents or others about the youth's needs to be successful in the worksite placement; and referring the youth to any support services needed.

Job Readiness Training (JOB): Activities that prepare youth for the work environment, including skills that help youth apply for and obtain jobs connected to your program or at another agency, such as completing a job application, organizing resume writing, interview skills, teamwork, communication skills, professionalism, etc. Also includes activities to advise youth of the necessary documentation needed to secure a work placement. (Soft Skills and Job-Search Skills)

Legal Services/Advocacy (LEG): Services designed to ensure access to justice, strengthen communities, combat discrimination, and effect system change through representation, advocacy, and community education.

Life Skills Training (LIF): Providing instruction and support relating to the routine conduct or maintenance of life; teaching basic skills with the goal of an individual being self sufficient, independent, and healthy, including activities to train youth in basic personal finances and financial literacy.

Medical/Dental/Vision Care (MED): Treatment from trained and certified providers of medical, dental, and vision care.

Mentoring (MTR): Serving as a trusted adult or peer friend and role model. In most cases, adult employees of a program should record their services under counseling, recreation, or academic support rather than mentoring.

Science, Technology, Engineering, and Mathematics-STEM (SCI): Activities that teach youth about how science, technology, engineering, and mathematics can be used to promote changes in behaviors that support environmental stewardship. STEM activities increase youths' understanding of and technological application of local, regional, and global environmental issues such as green economy, sustainable development, carbon footprints, climate change, energy and water conservation, air quality/pollution, waste disposal and recycling, solar power and nature conservation.

Sensitive Services (SSV): Provision of counseling, case management and/or medical treatment *related to reproductive health issues* such as contraception, sexually-transmitted infections (STIs), pregnancy, and healthy sexual behavior.

Sports, Physical Activity & Recreation (REC): This category can include structured ongoing activities such as sports, athletic teams, and other types of structured physical activity.

Supportive Services (SUS): Collateral Services, including contact or consultation with other service providers about a particular client or family.

Transition Planning (TRP): – Activities aimed at helping youth develop a plan for how they will continue to pursue and achieve academic and/or career goals.

Vocational Assessment and Career Awareness and Exploration (VOC): Activities to evaluate interests and skills of youth, set goals, and address other special needs in order to provide best job placement or referral (Vocational Assessment). Activities to enhance career awareness, career exploration and career preparation, such as job shadowing, career mentoring, researching career

opportunities, field trips, worksite tours (career guidance).

Vocational/Employment Training (TNG): Includes instruction in specific occupations; skills certification; on the job training (hard skills). As well as enhancement of skills that allow entry into the workforce, such as ESL, GED prep, reading, writing, typing, computer.

Work Experience (WRK): Activity where a youth is doing real work for wages, a stipend or credit. The activity may take place either onsite, a worksite connected to your program, or location outside of your program.

Youth Leadership Development (YOU): Activities aimed at increasing youths' capacity or ability to help a group make decisions, to facilitate or lead a group discussion, and to initiate projects involving other people.

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