

County of Santa Cruz

PROBATION DEPARTMENT

P.O. BOX 1812, SANTA CRUZ, CA 95061-1812 (831) 454-2150 FAX: (831) 454-3035

JOHN P. RHOADS CHIEF PROBATION OFFICER

August 8,2001 Agenda: August 21,2001

Board of Supervisors County of Santa Cruz 701 Ocean Street Santa Cruz, CA 95060

Approve Probation Department Grant Application to Robert Wood Johnson Foundation for "Reclaiming Futures" Initiative

Dear Board Members:

The Santa Cruz County Probation Department is requesting approval to submit a proposal for fbnding to the Robert Wood Johnson Foundation in response to their Call for Proposals entitled "Reclaiming Futures: Building Community Solutions to Substance Abuse and Delinquency".

The focus of this \$21 million initiative is to develop models of juvenile justice system infrastructure able to deliver comprehensive and effective adolescent treatment and community reintegration for substance abusing youth. Applicants are to develop proposals for a one-year planning process, followed by a potential for four years of system implementation funding, with a maximum annual budget of \$250,000 per year. Funds are to be used soley for planning and system development: no funds may be used to cover cost of treatment services or to support activities already in place. Applications are due by August 24, 2001.

Background

Two-thirds of youth who end up in the juvenile justice system in the United States suffer from some substance abuse-related problem. Untreated, these youth are highly likely to continue and escalate their criminal involvement. Despite significant advances in recent years, there is a need to improve adolescent treatment services to provide both the amount and types of treatment that are needed for juveniles in the justice system. Fragmented fonding structures, confidentiality rules, and competing philosophies have limited efforts to provide coordinated treatment services within the juvenile justice system.

Proposal Summary

Santa Cruz County is recognized as a national leader in the area of juvenile justice reform, and is in an excellent position to contribute to the body of knowledge regarding adolescent treatment in

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the juvenile justice system. The County Probation Department will be lead agency for the proposed project, which will be guided by a community collaborative (Core Team) with representation from institutions and constituencies that play a role in the lives of juveniles in the justice system. The planning year will include in-depth data collection and analysis to fully understand the experiences of substance abusing youth offenders and their parents, the types of services they currently receive, and how effective these services are. The proposed project is titled "Juntos Para el Futuro" (Together for the Future), and will feature intensive community involvement and community education and will identify promising, innovative pathways for youth offenders to reintegrate back into the community. The project will be based on a balanced and restorative justice model, combining a focus on community safety, victim restoration and offender habilitation.

Santa Cruz County already has an integrated System of Care that brings together probation and mental health services; the proposed project will further existing efforts to include substance abuse treatment services. This System of Care, operational since 1989, is a community-based collaboration between Probation and Children's Mental Health that provides individualized services to children and families at risk of separation due to court-ordered out-of-home placement. Researchers have recognized this program as one of the best examples of System of Care integration, and foundation funding will enable the County to expand the existing System of Care to provide a model system for treating substance abusing youth in the juvenile justice system.

Attached to this letter for your Board's information is a copy of the Letter of Intent submitted to the Robert Wood Johnson Foundation, detailing program objectives, target population, judicial presence and commitment to the proposed project, and other key elements required in the grant application, as well as a proposed Core Team membership listing.

A copy of the actual grant application package is on file with the Clerk of the Board for your review.

If approved for funding, the Probation Department will return to your Board with the appropriate financial documents for the receipt and expenditure of funds. Funds will be used to hire a project coordinator, a community outreach specialist, a drug treatment analyst, and part-time clerical support, as well as numerous contracted services. The Foundation plans to make site visits in October 2001 and an announcement of grant award in January 2002. There is no match requirement for these funds, and no increase in net county cost is associated with this grant application.

IT IS THEREFORE RECOMMENDED that your Board approve and authorize the Chief Probation Officer to submit a grant application in the amount of \$250,000 to the Robert Wood Johnson Foundation for the "Reclaiming Futures" Initiative, as outlined in the grant application titled "Juntos Para el Futuro".

Sincerely,

JOHN P. RHOADS
Chief Probation Officer

RECOMMENDED:

SUSAN A. MAURIELLO County Administrative Officer

cc: County Administrative Officer Probation Department Project Title:

Juntos Para el Futuro

(Together for the Future)

Amount Requested:

\$250,000

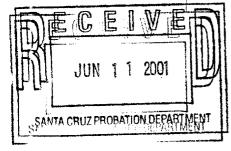
Contact Information:

John Rhoads, Chief Probation Officer

Santa Cruz County Probation Department P.O. Box 1812 Santa Cruz, CA 95061-1812 (831) 454-2150 (831) 454-3035 fax Johnprhoads@hotmail.com

Hon. John Salazar, Presiding Juvenile Court Judge

Santa Cruz County Superior Court 701 Ocean Street Santa Cruz, CA 95060 (831) 454-3880 (831) 454-3843 fax John.salazar@co.santa-cruz.ca.us



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JOHN P. RHOADS CHIEF PROBATION OFFICER

County of Santa Cruz

PROBATION DEPARTMENT

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LETTER OF INTENT

Summary. The Santa Cruz County Probation Department seeks to submit a proposal to the Robert Wood Johnson Foundation in response to the Call for Proposals entitled *Reclaiming Futures: Building Community Solutions to Substance Abuse and Delinquency.* Our county is prepared to chart new ground in the area of services to substance-abusing youth in the juvenile justice system, and to contribute to the body of knowledge of effective youth development within a balanced and restorative justice model. The proposed project, *Juntos Para el Futuro* ("Together for the Future"), is a one-year planning effort that will engage all community stakeholders as active participants in a four-year process of creating and implementing a comprehensive, seamless system of care for substance abusing youth in the juvenile justice system.

With a twenty-year history of pioneering inter-agency collaboration and a juvenile justice system that is nationally recognized for its innovation and leadership, Santa Cruz County is well positioned to implement *Juntos*. The Santa Cruz County Probation Department, lead agency for this proposal, is an innovative force in the juvenile justice field and has developed active relationships with youth advocacy organizations and research centers such as the Youth Law Center, the Annie E. Casey Foundation, the Center for Juvenile and Criminal Justice and the Academy of Child and Adolescent Psychiatry. The department is considered a leader in articulating and implementing practices based on a strength-based, balanced and restorative justice model. Staff have presented trainings and technical assistance throughout the country for the Office of Juvenile Justice and Delinquency Prevention, the National Juvenile Detention Association, and a variety of state and local agencies. Santa Cruz has been chosen as a model site for studies of detention alternatives, foster care reform, and reducing disproportionate minority confinement.

Of particular relevance to *Reclaiming Futures*, Santa Cruz County brings considerable experience in the development and operation of a comprehensive System of Care that integrates mental health and juvenile justice services. This System of Care, operational since 1989, is a community-based collaboration between County Probation and Children's Mental Health that provides individualized services to children and families at risk of separation due to court ordered out-of-home placement. Researchers have recognized this program as one of the best examples of System of Care integration of mental health and juvenile justice services in the nation.

Foundation funding will enable the County to expand the existing System of Care to provide a model system for treating substance abusing youth in the juvenile justice system. During the planning phase, the project will build system-wide shared language, goals and methods through a multi-level collaborative process and training series. This process will include intensive outreach to elicit active involvement by youth, parents, and other adults in the community. The project will also develop new policies and procedures to support cross-system services that are developmentally and culturally appropriate, and that reflect evidence-based practices for adolescent substance abuse treatment. Finally, *Juntos* will refine data collection and analysis to allow policy leaders to assess the efficacy of individual service components as well as specific strengths and weaknesses of the overall system.

Principle Objectives. The principle objectives of *Juntos* are listed below.

Goal One: Establish a shared, community-supported philosophy of substance abuse treatment for juvenile of enders, and promote a matching skill-set among all adults who will interact with these youth.

- Objective 1. Facilitate multi-level collaborative planning process with full engagement by youth, parents and other community stakeholders.
- Objective 2. Maintain full judicial participation and leadership'in the collaborative process and work groups.
- Objective 3. Develop a shared training agenda and produce a minimum of six county-wide trainings for agency staff, parents, and non-traditional service providers in the area of balanced and restorative justice, adolescent treatment modalities, strength-based assessment and case management.

*Coal Two: Increase the capacity of the juvenile justice system to carry out culturally and developmentally appropriate therapeutic jurisprudence.

- Clbjective **4.** Implement comprehensive substance abuse assessment for all substance abusing juvenile offenders.
- Cibjective 5. Approve a written drug test policy that provides appropriate consequences for substance relapse without interrupting services and supports.
- Cibjective 6. Increase the capacity of non-profit treatment providers to access external funding sources to support expanded treatment services.

Coal Three: Develop a specific plan to align existing substance abuse treatment services for juvenile offenders into an integrated, comprehensive system of care.

- Cibjective 7. Complete an inventory of existing services, involving youth in data collection and analysis.?
- Cibjective 8. Enhance current data collection and analysis to provide detailed information regarding specific client-level outcomes prioritized by the community-driven collaborative planning process.
- Cbjective 9. Identify specific policy and procedural changes needed to eliminate system discontinuities and provide a common "passport for service" throughout the continuum of programs available to substance abusing juvenile offenders.

Target Population. Last year the Santa Cruz County Probation Department handled 377 diversion cases, supervised an additional 401 cases on formal and informal probation, and filed 1,622 court petitions. Among supervised youth, 50% were Latino, 44% White and 6% other ethnicities. One quarter were arrested for felony crimes. Violent crimes by juveniles have doubled over the last decade, and there has been a 125% increase in the number of girls in secure confinement.

Approximately 110 young people are petitioned to appear before the courtin Santa Cruz County each month. According to a detailed study of juvenile court petitions conducted in September of 2000:

- Forty-five percent are going to court for a substance use related offense or violation;
- Sixty-seven percent have a documented drug and alcohol use, abuse or dependency problem;
- Cocaine and heroin use accounted for thirty-six percent of alleged drug violations;
- Over two-thirds (71%) are probation recidivists, with an average of 2.8 prior probation interventions.

Substance abuse is the key co-occurring variable for youth entering the Santa Cruz County juvenile justice system. Yet current resources allow only fifteen minors each month to receive a thorough substance abuse assessment.

Judicial Presence and Commitment. The Honorable John Salazar, Presiding Juvenile Court Judge, has committed to full involvement in the design, planning and implementation of *Juntos*. Judge Salazar meets regularly with system and community partners and has embraced the values of restorative justice, strength-based irreventions and research-based practice. He has actively encouraged the development of victim/offender dialog, community boards and other alternative methods, and has endorsed the inclusion of family conferencing plans in dispositional hearings.

The Santa Cruz County judiciary has a long history of working in collaboration with probation and other departments to continuously asses and improve the accessibility and effectiveness of the local juvenile justice system. One recent example of this commitment is the establishment, in 1998, of the Watsonville Juvenile Community Court (WJCC). This specialized court serves non-violent youth offenders under 17 years who are recommended by probation officers for intensive "wrap-around" services, including individual and family counseling, anger management groups, academic tutoring, and mentoring. The program was developed specifically to eliminate the transportation barrier that limited parent involvement and advocacy, and which also limited the ability to build on-going connections between Watsonville youth and local support systems.

Base Population. Approximately 31,000 youth, aged ten to eighteen, reside in Santa Cruz County. Of these, 63% are White, 33% Latino, 2% Asian/Pacific Islander, 1% African American and 1% Native American. These drmographics are shifting rapidly: this age group is growing at a significantly higher rate than the general population, and Latinos are projected to comprise **45%** of the total youth population by 2005.

Current Treatment Services. Over the last five years adolescent treatment availability has come to be widely recognized as a top priority in Santa Cruz County. The result is an increasingly sophisticated collection of treatment services that meet a wide spectrum of needs. At the "front end" are prevention and early intervention programs such as school district student assistance programs and diversion programs run by non-profit agencies ard local police departments. For youth with diagnosed substance abuse problems, formal treatment options are

organized by level of intensity of services. *Outpatient treatment* (up to two sessions per week) is available through local non-profit agencies working under county contract and Medi-Cal reimbursement, with a combined capacity of approximately 122 spaces for general population and 48 for youth in the juvenile justice system. *Intensive outpatient treatment* (more than three sessions per week) is available for up to ten youth in the general population, and up to **45** youth in the juvenile justice system through a Family Preservation program (GROW) operated by the County Probation and Health departments. *Day treatment* (a minimum of four hours per day) is available for approximately 18 youth in the general population and 63 youth in the juvenile justice system. Residential treatment (**24** hours per day) is available for up to 21 youth in the general population and for up to 31 youth in the juvenile justice system through county-run programs and private providers under county contract.

The local juvenile justice system is committed to a vision of adolescent treatment that integrates sanctions, victim reparation, and public safety with a broad array of non-traditional, habilitative services and activities that foster a positive linkage between substance abusing youth and the community. Treatment plans often include academic titoring, mentoring, community service, job readiness and placement, positive alternative activities, leadership development and other supports that build on the strengths of each individual youth and their family. Many families receive counseling, social work, case management and other comprehensive "wrap-around" services.

Eustainability of Efforts. Santa Cruz County has a proven record of sustaining program and policy change initiated in response to community input, program data and current research. The outcome of *Juntos* will be a thorough re-design of the local juvenile justice system, one that will be fully institutionalized at the end of the fourth year of implementation funding. With service-critical positions funded exclusively through local and established revenue sources, the conclusion of foundation support will not result in loss of services.

Several elements of *Juntos* will lead towards sustainability. The project's in-depth data collection and analysis will provide compelling rationale for redirecting local resources and committing on-going funding. For example, when research evaluation of the Santa Cruz System of Care documented a total cost savings of over three million dollars in group home expenditures over a three year period, the Probation Department was successful in advocating for these cost savings to be re-invested in "front-end" family preservation services. (Pat Jordan, et al, *Guide to Implementing Children's System of Care in California*, 1998)

Interagency commitment and integration will provide long-term stability for services to youth and their families, buffering them against changes in categorical funding patterns. Blended funding will allow services to continue uninterrupted even if the primary funding channel shifts from juvenile justice to education, mental health, community services, or other sectors.

Applicant Experience: Leadership in Advocacy. Substance-abusing juvenile offenders have an extremely high rate of recidivism. The County Probation Department has worked steadily over the last few years to assess, understand, and respond to the needs of these youth and their families. The department has adopted a strength-based model that is developmentally appropriate to the special characteristics of adolescent substance abuse treatment. This includes an emphasis on building competencies through individualized habilitative services, often drawing on non-traditional resources; a value on maintaining and building on young people's connections within their community; actively addressing the family as a central locus for service; and providing a "Plan For Success" rather than traditional relapse prevention through risk avoidance.

Two recent developments exemplify this commitment to serving substance-abusing youth and their families. The County is the recipient of a juvenile drug court planning grant, and is currently studying effective models for inlplementation. The planning team for this effort is lead by County Health Services staff and includes the Juvenile Court Judge, Probation administrative staff, an Assistant District Attorney, a Public Defender and a community-based youth agency. The second new development is the design and implementation in July 2001 of the STAR program (Strength-based Treatment Assessment and Recovery), a short-term residential treatment center for substance-abusing juvenile offenders. This research-based program will emphasize stabilization and assessment, skill building, and transitional planning and aftercare. Family conferencing will allow for the development of in lividualized service plans that mobilize family and natural supports for sustainable change.

History of Efforts to Improve Services. Santa Cruz County operates one of the most efficient court systems in the nation, where youth are brought to service interventions quickly and await placement for shorter periods of time than in other California jurisdictions. This is the result of innovative programs and practices such as electronic monitoring, home supervision, research-based detention risk assessment instruments, and site-based and non-sited family preservation programs that operate under a restorative justice, strength-based model.

The Santa Cruz County juvenile justice system has undergone intense internal study and data collection to look critically at its practices and outcomes. Successes, failures and service gaps have been viewed with an open and critical eye in areas ranging from detention reform to ineffective treatment interventions. A culture of creativity and

responsiveness to the changes in the local juvenile justice landscape exists. **An** example of this commitment to responsiveness is the collaborative effort launched two years ago to reduce overcrowding and disproportionate minority representation in the juvenile justice system. The Probation Department convened and chaired a committee to study the issue with technical assistance from the Youth Law Center. Planning included extensive public comment and input from all sectors of the community. The success of the resulting programs and system-level changes is documented in a research article to be published by the Judicial Council of California in *Journal & Children, Families and the Court.*

The county's juvenile justice system is currently under study by the Center on Juvenile and Criminal Justice as a model site in the development of individualized care strategies, innovation in service delivery systems and funding for non-institutional alternatives. The Santa Cruz Family Prevention Program has been featured in *Juvenile Justice Update*, published by Civic Research Institute, Inc. Santa Cruz is one of four model sites nationwide for the Juvenile Detention Alternatives Initiative of the Annie E. Casey Foundation.

Effective Management Information System. Santa Cruz County has an exemplary record of data collection and analysis, both at the level of individual programs as well as cross-system, multi-disciplinary information n-anagement. One example is the "Kids Data Base," developed by the Probation Department and Children's Nental Health to track a wide spectrum of variables for all youth in out of home placement or in advanced placement alternatives. This detailed infomation system has already resulted in the documentation of cost-savings which have been re-invested in early prevention and intervention family preservation services. Process and outcome data from Santa Cruz has helped guide the implementation of the System Of Care model throughout the Slate of California. The Santa Cruz County juvenile justice system has been the focus of numerous internal and external evaluation and research efforts, resulting in considerable local expertise and infrastructure for information management.

Collaboration with Shared Leadership. With one of California's first AB 997 Interagency Coordinating Councils, Santa Cruz has over twenty years of leadership in interagency efforts that have progressed from simple cooperation to genuine collaboration involving shared resource allocation, client tracking, and decision-making. Key collaborative institutions include the Santa Cruz County Criminal Justice Council, the Juvenile Justice Task Force, and the Community Assessment Project.

Specific examples of judicial leadership in collaborative ventures include the Watsonville Juvenile Community Court, the Juvenile Drug Court planning team, and detention alternatives services. Other instances of shared leadership include extensive collaborative work with the University of California, including probation-taught courses, undergraduate internship and mentoring programs. A ten-year multi-disciplinary project known as BASTA (Broad-based Apprehension, Suppression, and Treatment Alternatives) brings together all elements of the juvenile justice system, along with non-profit service providers, to address the proliferation of gang influence and violence in the county. The Youth Community Restoration Program is a youth development program that brings together the County Public Works Department, Probation and the non-profit Community Action Boards to offer community service and job training as an alternative to commitment days in the Juvenile Hall.

Involvement by Youth and Adults in the Community. *Juntos* will include one full-time community/youth outreach position, responsible for creating pathways for meaningful input and involvement by youth and adults. In addition to representation at all planning meetings, input will be gathered through focus groups, interviews and two community-wide evening forums. Systematic feedback from juvenile offenders and their parents will be in-plemented and linked directly to a policy-setting process. Additional information will come from community volunteers who staff the five Neighborhood Accountability Boards located throughout the county. These trained volunteers work directly with juvenile offenders and their families, overseeing victim/offender dialog and developing reparation contracts: they will provide crucial grassroots information about the needs, strengths and issues of the target population.

During the planning process a variety of methods will be employed to plan and implement system-wide improvements to youth interventions. A multisystemic process will gather information about the particular strengths and problems facing individuals, families, peer groups, schools, and neighborhoods within Santa Cruz Ccunty. This will include, but not be limited to: (a) data tracking from wrap-around client and family teams on recurrent needs identified by youth and families; (b) data tracking from a court database containing numerous variables on demographics, youth risk factors, service interventions, dispositions, court process, (c) continuous tracking of group homes, institutional commitments and family preservation programs; (d) interviews with youth, far illies and community members; (e) surveys of community members, with a focus on neighborhoods facing higher victimization and crime rates; (f) a youth-lead community assessment project to evaluate risk, protective

factors and needs within neighborhoods; (g) participation in youth development groups, including Community Action Boards, Workforce Investment Board, and its Council for Youth Employment.

Timetable for Implementation. The anticipated start date for the project is March, 2002. The following timeline represents the task implementation schedule by quarter.

1st Quarter (March – May)

- Hire and orient qualified staff; establish subcontracts; office set-up; initial press conference
- Convene community coordinating committee, establish governance structure
- Conduct analysis of information systems
- Establish training agenda and community outreach goals
- Initiate on-going team building framework and activities

2nd Quarter (June – August)

- Gather community and stakeholder information through youth and community-lead public forums, focus groups, interviews & surveys
- Commence staff and community trainings; conduct cross-site exchange visits
- Establish system for on-going youth and community input
- Begin participation in Judicial Leadership activities

3rd Quarter (September – November)

- Complete community-lead analysis of strengths and needs of substance-abusing youth, inventory of services and inter-program linkages
- Articulate shared vision for juvenile justice system processes and outcomes for substanceabusing youth
- Develop 5-year plan for management, governance and accountability structure

4th Quarter (December – February)

- Gather community input to review and refine implementation design and plan
- Complete strategic plan for project implementation funding years 2 through 5
- Negotiate MOU with partner agencies
- Public presentation/press conference

Budget Summary. The total planning year budget for *Juntos* will be \$250,000. This will include personnel costs of \$152,895, operating expenses of \$58,384, equipment costs of \$6,000, consultant costs of \$20,721, travel costs of \$12,000, and indirect costs of \$20,642. Personnel will include the following positions:

- Project Coordinator (1.0 FTE). This will be a position hired by the Probation Department, with an annual salary and benefits of approximately \$72,539.
- Community Outreach Specialist (1.0 FTE). This will be a position hired under subcontract by one of our community-based organization partners, with an annual salary and benefits of approximately \$47,300.
- Management Information System Specialist (Hourly). This will be **a** consultant position hired by the Probation Department for a total of up to 100 hours at a rate of \$75/hour.
- Clerical Assistant (0.5 FTE). This will be a position hired by the Probation Department, with a half-time annual salary and benefits of approximately \$25,556.

Operating expenses will include office facilities, supplies, utilities, postage and training materials. Equipment will icclude two personal computer systems. Consultant costs will include professional trainers, facilities and promotional materials for project trainings. Travel will include local mileage as well as travel and per diem costs for 2-3 staff to attend regional and national trainings.

We appreciate your consideration of this Letter of Intent and look forward to the opportunity to develop and submit a full proposal for this ground-breaking effort to work "together for the future."

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Sincerely,

It has Rhoads, Chief Probation Officer
Sunta Cruz County Probation Department

Juntos Para el Futuro Planning Grant: Core Partners

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Retionale: The core partners will include community institutions and constituencies that shape the experience of young people going through the juvenile justice system, as well as key community members who hold special knowledge of juvenile substance abuse and crime in Santa Cruz County. Participation will require a minimum commitment of one year, and will include attendance at trainings, community forums, and regular planning meetings wherepertners will review and analyze data, draft and approve a multi-year implementation plan, and provide general project oversight. Invited participants will include, but not be limited to, the fo lowing:

Sector	Organization	Representative	Contact
Justice System	Juvenile Court	John Salazar; t.b.a.	JC & JR
	Public Defender	• P.D.	RM
	District Attorney	• D.A.	RM
	Criminal Justice Council	Executive Director	RM
	Probation	Chief Probation Officer; Juvenile Division Director	JC & JR
Law Enforcement	Police Chiefs Assoc.	• chair	JR
Substance Abuse Treatment	County HSA	ADP Director	BM
Education	County Office of Education	Director, Alt. Education	AD
	Cabrillo College	Student Services Dean	SMD
	ucsc	• Mike Rotkin	SMD
Ccunty Government	Latino Affairs Commission	Chair or Commissioner	RM
	Juv. Justice/ Del. Prev. Comm	Chair or Commissioner	RM
	Alcohol and Drug Abuse Comm.	Chair or Commissioner	BM
	Human Resources Agency	CeciliaEspinola	ES & JR
	County Administrative Officer	• C.A.O.	ES
Eamily Guidance/Mental Health	County Mental Health	Chief of Children's Services	DC
Community Volunteers	Neighborhood Account. Boards	Board Members	SMD
Youth	Youth Leadership Programs	Youth Representatives	
Parents	Parent Partnership	Parent Representative	DC
	Parent Councils	Parent Representative	
Recreation Programs	Watsonville YMCA	Steve Orosco	LP
<u>Bı</u> siness	WIA Youth Council	Chair or Council Member	JC
Media	Independent Journalist	Mike Wallace	LP
Crimevictims	Victim Advisory Board	Chair or Board Member	SMD
Eaith Community	Inter-faith Community Program	Mike Wilker	LP
Community-Based Service Providers	Barrios Unidos, Community Action Boards, Fenix Services, Triad Services, PVPSA, Youth Services	Executive Directors and Youth Representatives	BM, RM, DC, LP, SMD