

KERN COUNTY



**Comprehensive Multi-Agency
Juvenile Justice Plan**

EXECUTIVE SUMMARY

March 2001

Section I - Planning Activities

The purpose of the Kern County Juvenile Justice Coordinating Council (KCJJCC) is to develop and implement an integrated continuum of prevention, intervention, suppression and incapacitation. KCJJCC and council staff have met collectively and in smaller groups since 1996 in an ongoing effort to identify resources and strategies to reduce juvenile crime and delinquency in Kern County. The Comprehensive Multi-agency Juvenile Justice Plan (CMJJP) documents the council's strategic priorities of early intervention to prevent or deter juvenile delinquency while preserving community safety through intervention and suppression of gang activity.

Kern County's citizens require and desire a diverse array of services. To strike a balance between the many interests, the county developed strategic goals to identify priorities and establish an overall direction to achieve long-term needs and service priority goals. The Kern County Juvenile Justice Coordinating Council, members of which are county department heads or staff, members of outside agencies, and private organizations, participated in the working groups that ultimately produced this formal plan of nine strategic goals. Noteworthy, is the fact that the strategic goal at the top of the list is, "Provide exceptional crime prevention and law enforcement services and an effective system of justice."

Kern County recognizes that juvenile justice agencies and programs are a *part* of a

larger picture, involving many other local agencies and programs, all of which must be responsible for working with at-risk youth and their families. The coordinating council perceives its members and other partners, such as schools, health and human services, and community-based groups as critical participants in its strategic planning tasks and wishes to gratefully acknowledge their time and efforts which have contributed to the overall framework of the Comprehensive Multi-agency Juvenile Justice Plan.

The Kern County Network for Children (KCNC) is a vital player on the Council; fifty percent of the Juvenile Justice Coordinating Council are members of KCNC's Board of Trustees. KCNC provides the coordinating council with leadership, in-kind staff support, data collection and analysis and has evolved into a working group through which the council conducts strategic planning and operationalizes its mission. KCNC meets monthly to bring together major "players" and decision makers from the Board of Supervisors and heads of county departments, to CEOs of local business and key organizations, all working to improve the conditions of children and families. After each Executive Board meeting, the General Membership convenes for discussion of issues specific to implementation of collaborative safety and health services.

Meeting in October, Kern County Juvenile Justice Coordinating Council received an overview of Crime Prevention Act 2000 from the Chief Probation Officer, and reviewed a 1997 survey of perceived gaps in service in order to compare them with current service assessments. The council staff then utilized in-depth statistical information in

the Conditions of Children 1998, compiled by the Kern County Superintendent of Schools, as well as information from the Kern County Network for Children on the Neighborhood Partnership communities (Delano, Southeast Bakersfield, Arvin/Lamont and 34th Street Area), and the North Kern, Oildale and East Bakersfield Community Coalitions. A 1999 United Way of Kern needs assessments in these communities documented youth activities to deter delinquency as one of their top five needs. In addition, school truancy rates were evaluated to determine districts and individual schools which might benefit most from additional services. In mid-November, the Kern County Coordinating Council met to collectively review and discuss the proposed programs, and subsequently to unanimously endorse their development. Meeting in March, the Council approved the Comprehensive Multi-agency Juvenile Justice Plan to represent their strategic priorities.

The communities of East Bakersfield, Oildale and 34th Street and North Kern's Delano, McFarland, Shafter, and Wasco became candidates for an Early Intervention Program directed at changing behaviors at school and in the family, as well as addressing substance abuse problems and gang involvement. In addition, East Bakersfield and Southeast Bakersfield were selected for a strategy to reduce street gang crime. Kern County is fortunate to have the collaborative infrastructure already in place to successfully implement the programs and services proposed.

Section II - History and Background Summary

By the year 2005, Kern's population of persons 8 to 17 years of age will number over 125,000 and comprise approximately 17.4 percent of the estimated total Kern County

population of 724,000, according to the California Department of Finance. The impact of a growing population on the juvenile justice system is difficult to predict; arrest rates may reflect trends and changes in public attitudes and law enforcement policy. For example, local officials view the increase in crime rates in public schools as reported by the state Department of Education as tied to better reporting and zero-tolerance policies. Crime and delinquency rates in Kern County reflect a slowing in juvenile felony arrests paralleling national and statewide statistics.

In 1999-2000, there were 10,087 referrals to Probation, most of which came from law enforcement; of those, 3,767 petition requests were referred the District Attorney. In a significant percentage of contacts between law enforcement and juveniles, the juveniles are not arrested, rather the officers act as counselors, social workers and teachers in an effort to avoid the need for future arrests. While there are several small community law enforcement agencies in Kern County, as well as school enforcement personnel, the bulk of criminal investigation and arrests are conducted by the Bakersfield Police Department and the Kern County Sheriff's Department.

PREVENTION PROGRAMS Kern County has made good progress in developing major components of the continuum of services, in spite of chronically overburdened caseloads resulting from financial limitations. The department has implemented a variety of creative and innovative programs, enhancing their effectiveness by partnering with community resources of law enforcement, education, mental and public health, human services, drug and alcohol and other community youth services. These

programs target youth who have had contact with the juvenile justice system as non-offenders (neglected, abused, and dependent), as status offenders (runaways, truants, alcohol offenders and incorrigibles), or as minor delinquent offenders. Many of the juveniles with whom the department works are never formally referred by law enforcement agencies. The Probation Department's Annual Report cites an average of 7,000 minors referred to non-custody intake annually, with an additional 998 "informal" contacts via walk-in and or crisis counseling events. Prevention programs include:

• <i>Youth Connection</i>	• <i>"I'm Thumbbody"</i>
• <i>Drug Suppression Program</i>	• <i>Standard Middle School Project</i>
• <i>Teen Reach Program</i>	• <i>Laws for Youth</i>
• <i>Police Activities League</i>	• <i>Sheriff/ Police DARE Program</i>

A major strength of Prevention programs is the involvement of a wide variety of helping agencies, imparting a network of support to potentially at-risk youth. Successful programs free juvenile institutions and courts to handle more serious delinquent offenders. The Coordinating Council supports the concept of development of a uniform high-risk assessment tool to aid in identification of this population, administered to youth *early* in their intersection with the juvenile justice system. Currently, referral-driven prevention/education programs provided by the Probation Department and its youth services partners are reaching only 3-5 percent of the 207,000 under-18 population. The 1997 Local Action Plan encouraged the expansion of officers on elementary and middle school campuses as well as expansion of truancy reduction programs in regionalized offices throughout the county. Probation officers at schools provide the

most immediate response to the needs of the target population. A more modest goal was achieved by adding two Probation Officers to serve truancy problems in smaller school districts.

INTERVENTION PROGRAMS For juveniles on probation or who have been arrested, intervention programs aim to intercede and change behavior patterns that have resulted in their contact with the juvenile justice system. Restitution, community service activities, and other service programs may be required. Probation Officers on metropolitan Bakersfield high school campuses are highly valued by the schools, not just for their truancy reduction efforts, but because they truly interact to build trust at a grassroots level changing behavior and improving communication between students, families, agencies and schools. "Allowing just one youth to leave high school for a life of crime and drug abuse costs society approximately \$2 million." ¹ The 1997 Local Action Plan recommended development of assessment tools. In response, an assessment instrument was created to identify the "8% population," that small percentage of youth referred to the juvenile justice system multiple times. An assessment tool was developed to identify juveniles likely to fit the specific profile for recidivism. Using this tool, the Repeat Offender Prevention Program (ROPP) and Pride Academy, a collaborative, multi-disciplinary structured school program have resulted in reduced recidivism rates and increased school attendance.

¹ National Center for Juvenile Justice. September 1999. *Juvenile Offenders and Victims: 1999 National Report*. Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

The Coordinating Council recommends expanding these successful programs in targeted areas using accepted assessment and tracking to verify outcomes. Current programs developed to intervene with at-risk offenders include:

• <i>Truancy Reduction Program</i>	• <i>Teen Alternative Court</i>
• <i>Teen Moms & Dads</i>	• <i>Kern High School District</i>
• <i>Tattoo Program</i>	• <i>Mentor Program</i>
• <i>Court Day School</i>	• <i>Pride Academy</i>
• <i>Repeat Offender Prevention Program</i>	• <i>Multi-Agency Integrated Services Team</i>
• <i>Home Supervision</i>	• <i>Aftercare and Probation Supervision</i>
• <i>Edwards Air Force Base Youth Services Team</i>	• <i>Specialized Treatment Offender Program</i>
• <i>Tagger Supervision</i>	• <i>Out-of-Home Placement</i>

SUPPRESSION PROGRAMS Aimed at serious, violent and chronic criminal behavior, suppression programs are addressed by collaborative efforts between Probation and Police Officers, Sheriffs' Deputies, and California Department of Corrections Parole agents through the gang suppression unit and narcotic enforcement task force. These programs are a joint and cooperative effort of the law enforcement agencies to eradicate criminal activity from the streets of metropolitan Bakersfield..

• <i>Gang Suppression Unit</i> (Kern County Sheriff)	Intelligence and gang suppression operations
• <i>Kern Narcotic Enforcement Task Force</i>	(Bakersfield Police, Kern County Sheriff, California Department of Corrections Parole, Probation Department)
• <i>Special Enforcement Unit</i> (Bakersfield Police)	Probation collaborates with Bakersfield Police Department in searches

Probation Supervision Units monitor juveniles placed in various levels of supervision to ensure accountability and compliance with Juvenile Court orders. The primary goal of Supervision is community protection completion of probation terms through frequent contacts in both the minor's community and office.

INCAPACITATION PROGRAMS Minors, who pose such a threat to society that they must be removed, are placed in correctional facilities with specific levels of treatment and rehabilitation services. Aftercare services, designed to integrate youth back into their communities, are critical to program success. Kern County's incapacitation programs include:

• <i>Camp Erwin Owen (CEO)</i>	• <i>Female Treatment Program</i>
• <i>James G. Bowles Juvenile Hall</i>	• <i>Electronic Monitoring</i>
• <i>California Youth Authority (CYA)</i>	• <i>Kern Crossroads Facility</i>
• <i>Aftercare</i>	• <i>Certification to Adult Court</i>

Kern County has made good progress developing the continuum of juvenile services, but the following are some of many challenges that remain:

- Expansion of early identification and intervention programs
- Finding ways to place probation staff on additional school campuses
- Replicating proven programs such as the Repeat Offender Prevention Program throughout other communities in the county
- Implementing gang prevention and suppression programs

- Finding resources to meet the need for substance abuse treatment for juveniles
- Stronger collaborations with mental health services
- Improved information sharing between agencies
- Better data collection and evaluation

The Coordinating Council identified and prioritized at-risk neighborhoods, schools and communities using the resources of the Kern County Network for Children, and system partners. At-risk neighborhoods possess certain characteristics:

- Extreme economic deprivation
- Community disorganization and low neighborhood attachment
- Transitions and mobility
- Availability of firearms, drugs and alcohol
- High rates of juvenile and violent crime
- Presence of gang activity

Five distinct geographic areas demonstrate these characteristics: East Bakersfield, South East Bakersfield, Oildale and 34th Street in North Bakersfield, the North Bakersfield communities of Delano, McFarland, Shafter, and Wasco. South Kern communities of Arvin and Lamont will be considered for programs should additional funding become available in the future.

Community safety is the priority of Kern's Juvenile Justice Council. East and Southeast Bakersfield have searched for ways to reduce violence and destruction of property caused by members of street gangs. In these areas, law enforcement has documented

14 Hispanic gangs, 3 Asian and 3 "Tagger Crews", and 34 African American gangs, for a total of 3,813 youths involved in criminal gang activity. By incarcerating gang leaders, who are often repeat offenders, it is believed that criminal activities of gangs will be reduced.

The factors driving crime are many, and the solutions must be just as varied. Kern's comprehensive strategy will focus the attention of a multi-agency service team combining Probation, Mental Health, Sheriffs' Crime Prevention Specialist and a Family Advocate on preventing young, potential delinquents from initially engaging in criminal activity. They will identify family and individual strengths to be used as framework for new ways to deal with problems that are often precursors to criminal behavior.

III. Summary of Programs

<p>Early Intervention Program <u>Priority Program #1</u> East Bakersfield, Oildale & 34th Street, North Kern (Delano, McFarland, Shafter, Wasco)</p>
<p>Target Population*: Juveniles in fifth-eighth grades, at the pre-petition level, who manifest at least one of the following screening criteria: school attendance/behavior problems, significant family problems, drug/alcohol use, and high risk delinquency behavior (gang involvement, runaway, pattern of theft-related crimes).</p> <p style="text-align: right;">*Minors who are wards of the Court and on formal Probation are ineligible</p>
<p>Program Description: Collaborative, early-intervention team approach to case</p>

management with staff from Probation, Mental Health, Sheriff supplemented by family advocates, mentors, peer counseling. Project components include: family-focused intervention, referral and linkage to resources: mental/public health, substance abuse counseling, tutoring, truancy reduction, after school programs.

Goal: To prevent youth from committing crimes by changing known risk factors influencing their behavior.

Objectives:	Outcomes:
To improve school attendance.	To increase school attendance by 50 percent.
Decrease teacher-reported disciplinary problems.	To decrease reports of disciplinary problems by 25 percent.
To retain the youth in the program. (Pre/post tests will be administered).	To retain at least 75 percent of the participants in the program for its duration.

Total Program Costs: \$1,426,385

Estimated Per Capita Cost: \$4,134

Gang Intervention / Suppression Unit

Priority Program #2

East and Southeast Bakersfield

Target Population:

Identified gang members in East Bakersfield and Southeast Bakersfield.

Program Description: Close collaboration among Probation, law enforcement, and prosecution to gather data, monitor known gang members, and target them for arrest and incarceration with enhanced penalties, utilizing the Street Terrorism Enforcement

and Prevention Act (STEP). G.I.S.T. team will share office space to facilitate information sharing, case planning and activities. District Attorney will support team with vertical prosecution.

Goal: To increase community safety.

Objectives:

Outcomes:

Reduce the number of violent crimes in the target area.

A 10 percent reduction of crime after 12 months.

Increase the number of guns confiscated in 1999-2000.

There will be 10 percent increase in weapon confiscation.

Total Program Costs: \$901,368

Estimated Per Capita Costs: \$3,805

KERN COUNTY



COMPREHENSIVE MULTI-AGENCY JUVENILE JUSTICE PLAN

March 2001

**COMPREHENSIVE MULTI-AGENCY
JUVENILE JUSTICE PLAN**

Prepared by:

**Kern County
Juvenile Justice Coordinating Council**

March 2001

Kern County

JUVENILE JUSTICE COORDINATING COUNCIL

2001

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Larry J. Rhoades	Chief Probation Officer	Kern County
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Kenneth Mason	Attorney	Community Representative
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Dave McArthur	General Manager	North Bakersfield Recreation Park District
Terry McNally	Court Executive Officer	Kern County Superior Court
Magda Menendez	Administrator	Mexican-American Opportunity Foundation
Barbara Patrick	Chairman	Board of Supervisors
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Steve Sanders	Executive Director	Kern County Network for Children
Carl Sparks	Sheriff	Kern County

Kern County

Comprehensive Multi-Agency

JUVENILE JUSTICE PLAN

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I. BACKGROUND SUMMARY OF KERN COUNTY'S JUVENILE JUSTICE SYSTEM

In November 1996, the Kern County Juvenile Justice Coordinating Council (KCJJCC) was formed to develop and implement a continuum of services, sanctions and appropriate responses to reduce juvenile crime and delinquency. The Coordinating Council is comprised of those individuals required by Senate Bill 1760 as well as key members of the Kern County Network for Children; the Chief Probation Officer is the chair of the group. KCJJCC members have a wide variety of experience and interest in the continuum of services for juveniles, their families, and the community. Members from the criminal and juvenile justice agencies bring expertise in dealing with youth just entering the system and/or those in need of strong controls and sanctions. Others, from human service disciplines, bring knowledge of programs that can impact juveniles who are at risk of entering the system. The inclusion of members from agencies filling recreational needs, providing social and mental health services, and representing job training/job counseling concerns, ensures that the total spectrum of services is considered in the planning and implementation process. The composition of the council contributes to a collaborative approach to developing mechanisms that effectively link different service providers in order to maximize efficiency and avoid duplication of services. Meeting collectively and in smaller groups the KCJJCC has exerted an ongoing effort to identify the resources and strategies to provide a continuum of responses for Prevention, Intervention, Suppression, and Incarceration.

Kern County Juvenile Justice Coordinating Council's charge to develop ensure a continuum of strategic responses is an ongoing process. Juvenile justice agencies and programs are *part of a larger picture*, involving many other local agencies, programs, and individuals, all of which must be responsible for working with at-risk youth and their families.

• EXISTING CONTINUUM OF RESPONSE •

Kern County Network for Children (KCNC)

As early as 1992, Kern County leaders recognized the need to address a diverse range of issues facing the county's children and families in a more comprehensive, collaborative manner when the Kern County Board of Supervisors established the Kern County Network for Children. KCNC brings together the county's senior policy and decision makers as well as public/private businesses to develop, coordinate and authorize strategies for community-based services to improve the lives of children and families. The "Network" has served as an agent for change for the way Kern County takes care of its children and families. KCNC provides the current 21 local collaboratives with technical assistance, enabling them to operate more efficiently, access a greater array of funds, and as a result, serve their clients better. A recent evaluation of KCNC reported agencies participating in the collaboratives felt more effective, efficient and reached a larger number of people. They also acknowledged better working relationships among themselves and better results working as a network that individually.

Law Enforcement

Arresting agencies form the first link in the Juvenile Justice continuum. In a significant percentage of contacts between law enforcement and juveniles, the juveniles are not arrested, rather, the officers act as counselors, social workers and teachers in an effort to avoid the need for future arrests. Kern juvenile law enforcement referrals from 7/1/99 - 6/30/00 totaled 13,508. While there are several small community law enforcement agencies in Kern County, as well as school enforcement personnel, the bulk of criminal investigations and arrests are conducted by the Bakersfield Police Department and the Kern County Sheriff's Department. KCSD units are assigned to schools for prevention activities. Both the Bakersfield Police Department and the Sheriff's office participate in recreational after-school programs which include mentoring, tutoring, and other

activities to help school age children be safe and successful.

Courts

The Kern County Juvenile Justice Center is the site where delinquency hearings and dependency proceedings are brought before the Court. In addition, a variety of prevention and early intervention services outside the scope of case adjudication receive the Court's support:

Specialized Treatment Offender Program (STOP) - A collaborative program between the Probation Department, Superior Court, and Mental Health providing an alternative disposition program for minors accused of substance abuse violations.

Juvenile Traffic Court - For minors under the age of eighteen charged with a violation of Vehicle Code. Also handles chronic truancy cases screened by school officials and Probation Officers.

Teen Court - A court system comprised of teenagers and a jury of peers designed to divert first-time juvenile misdemeanor offenders from the Juvenile Justice System.

Family Court Services - conducts mediation regarding child custody and visitation disputes. Court reports are submitted to Superior Court regarding child custody matters, abandonments, stepparent adoptions, contested guardianships and conservatorship matters.

Education

Enrollment for Kern County public schools, grades K-12, in 1998-1999 was 143,671, or 2.5 percent of state enrollment. For the same school year, 57.1 percent of the students were either American Indian, Asian-Pacific Islander, Filipino (4.8 percent), African-American (7.2 percent), or Latino (45.1 percent). Whites students made up 42.9

139 Elementary
39 Middle/Junior High
25 High School
15 Continuation
7 Alternative/Community
7 Other

percent of the total student enrollment.

Latino students comprised 90 percent or more of student enrollment in a number of districts. The fastest growing county in California, Kern has one of the highest dropout rates in the state.

Mental Health

Community-based services for seriously emotionally disturbed children and their families are available in eleven geographic areas of the county by the Kern County Mental Health Department and its contract providers. The Mental Health Children's System of Care offers services on many school campuses and collaborates with multiple agencies to enhance linkage and referral functions.

Public Health

Kern County Public Health Nursing coordinates and collaborates with other agencies and health care providers to promote healthy children and disease prevention. The department operates district offices throughout the county and provides case management services for families dealing with health issues such as free health examinations for children, immunization, communicable disease control, perinatal outreach and education and prenatal care services.

Social Services

Kern County Department of Human Services has over a thousand staff located in 22 facilities throughout the county. CALWorks, signed into law in 1997, has engendered community partnerships for jobs, mental and physical health, mentoring and training. DHS works with families to build skills for dealing with factors which lead to child neglect and abuse. Emergency response workers are available 24 hours a day, 365 days a year. A children's shelter provides temporary protective care for children up to 18 years, and the department has 67 designated emergency shelter foster homes. Child

abuse victims are afforded a safe, emotionally supportive environment while their needs are coordinated by socio-mental and physical health services. An Independent Living Skills Program serves Court Dependent youths or Probation wards 16 to 18 years of age teaching self-improvement, life and job skills. As of June 2000, 370 youth were involved in ILSP.

Drug and Alcohol Services

Alateen, Alcoholics Anonymous, DARE, Desert Counseling / AWARE, Kern County Mental Health, Memorial Center, Narcotics Anonymous provide education and treatment.

Youth Services

Job Training: Employment Development Department, Employers' Training Resource, Cal State University at Bakersfield, Kern High School District Regional Occupational Center, Bakersfield Adult School, North Kern Vocational Training Center, Building Trade Apprenticeship Programs, Jobs Corps

Recreation: Metropolitan Bakersfield has the lion's share of activities including programs of arts & crafts, dance, exercise, sports, drama, homework assistance, excursions. Most programs are for youth ages 12 and under. Some schools and community centers offer after schools programs. These activities range from extremely limited to non-existent in outlying areas of the county and costs associated with them may make them inaccessible to many impoverished families.

Who Exercises Discretion in the Juvenile Justice System?¹	
Schools	<ul style="list-style-type: none"> · Identify truant youths. · Expel/suspend students who commit offenses on school grounds, and may or may not notify police of the offense.
Police/Sheriffs	<ul style="list-style-type: none"> · Can warn offenders or cite and release offenders. · Detain or arrest juvenile offenders. · Transport offenders to juvenile hall.
Probation Department	<ul style="list-style-type: none"> · Decide whether or not to accept and “book” the juvenile offenders into juvenile hall. · Make recommendations on whether juveniles should be adjudicated in juvenile court or tried as adults. · Recommend placement options—home, foster care, county incarceration, or Youth Authority—to juvenile court judges. · Supervise juveniles in the community and in juvenile halls, ranches and camps.
District Attorneys	<ul style="list-style-type: none"> · File charges; and reduce, modify, or drop charges. · Request transfer of juveniles to the superior court.
Youth Authority	<ul style="list-style-type: none"> · Incarcerates wards and inmates and supervises parolees ranging in age from 12 to 24 years old.
Youthful Offender Parole Board	<ul style="list-style-type: none"> · Orders the program of treatment for juvenile court-committed wards. · Decides when wards are eligible for parole and revokes parole for violators.

¹ Juvenile Crime—Outlook for California, www.lao.ca.gov/kkpart5.html

• ASSESSMENT OF CURRENT SERVICES •

Probation Mission:

“Reduce the incidence and impact of criminal behavior of juveniles and adults by developing and operating correctional programs that provide for public protection, the prevention of crime, and the redirection of offenders; providing investigation and enforcement services for the courts; holding offenders accountable for criminal conduct; and providing assistance to crime victims.”

• PREVENTION PROGRAMS •

Kern County has been a leader in prevention/early intervention, and was the first in the state to place Probation Officers on high school campuses. These non-custody intake services are multi-functional and may be described as providing early intervention, prevention, and education. The programs are designed to provide a cost-effective system that generally handles problems at an at-risk and pre-delinquent level, thereby curtailing escalation and penetration into the juvenile justice system. When programs are successful, the results free juvenile institutions and courts to handle more serious delinquent offenders. Many of the youth with whom the department works are never formally referred by law enforcement agencies. Other referrals to current prevention programs come through schools, social service and community agencies.

Current Prevention Programs (Primary Service Provider in Bold)	
Youth Connection	Community-based organization targeting pre-delinquent youth 7-9 years old. Assessments/linkages with social service agencies, recreational activities, educational supports.
I'm Thumbody	Second grade self-esteem building program staffed by PACK volunteers.
Drug Suppression Program	Probation officer collaborating with Kern County Superintendent of Schools provides problem solving and interpersonal skill building to help keep students drug/alcohol free. 1999-2000: 347 served in 22 area schools, grades 7-12.
Standard Elementary/Middle School Project - Approximately 2600 total school enrollment.	Partnering with school districts, sheriff's office, mental health and others, a probation officer intervenes with students exhibiting absenteeism, truancy, behavior problems and links them with other service agencies as needed. Provides home calls, parent counseling, staff training, interagency collaboration.
Beardsley School District Project - Approximately 1600 total school enrollment.	
Kern High School District Program	Probation officers work on-site at 9 metropolitan high schools to handle informal cases. Other community/school officers are responsible for larger, outlying, rural areas.

Teen Reach Program	Probation Department and High School District collaborate to provide a fifth grade cross-age teaching presentation using 49 high school students volunteers as role models for self esteem, peer pressure and how to say no. Presented to approximately 2,500 youth annually.
Laws for Youth	Collaborative effort with Kern County Superintendent of Schools & Probation to target junior high schools emphasizing the impact of law violations and possible consequences. 1999-2000: presented to 250 junior high school students.
Police Activities League	PAL, a 6-year old program primarily staffed by volunteers & located in a high-risk/need area draws over 1000 youth for multiple educational and athletic activities: sports (from boxing to baseball), camping/snow trips, tutoring, movie nights to provide healthy alternatives to gangs and crime.
D.A.R.E.	National substance abuse prevention program by Bakersfield Police Department and Kern County Sheriff's Office with 48 schools participating at all grade levels. 35,000 youth, including 1,500 high school students.
Sheriff's Activity League	After school and Saturday morning mentoring, tutoring, recreational activities, conflict resolution, trust building, leadership and crisis response activities designed to help students in Lamont/Weedpatch Neighborhood Partnership succeed at school and home.
Boys & Girls Club	Community-based organization provides after school tutoring, recreational and educational activities. 1999-2000: served over 4,000 children.
Independent Living Skills	Prepares older adolescents for emancipation from placements. A Department of Human Services program.
Probation Auxiliary County of Kern (PACK)	A non-profit corporation to develop awareness and support for the Juvenile Division. PACK works with numerous community agencies for a wide variety of services: Tattoo removal, teen moms & dads, mentor programs. In 1999-2000, 35 volunteers provided 938 service hours, equivalent to \$244,435.

• INTERVENTION PROGRAMS •

Programs for minors who may or may not be on probation are designed to alter behavior patterns for youth deemed to be at-risk of further involvement with the juvenile justice system. Multi-dimensional juvenile programs have been developed to provide alternatives to incarceration.

Current Intervention Programs (Primary Service Provider in Bold)	
Truancy Reduction Program	For at-risk students K-8, Probation Officers emphasize attendance through parent participation, school involvement and case management. 1999-2000: 465 served.
Kern High School District Program	Probation officers work on-site at 9 metropolitan high schools to handle informal cases. Other community/school officers are responsible for larger, outlying, rural areas.
Teen Alternative Court	An alternative peer court for low-risk first time offenders; 385 volunteers have helped over 300 minors stay out of the formal juvenile justice system annually.
Specialized Treatment Offender Program (STOP)	6-9 month alternative disposition program aimed at intervening in drug use and criminal behavior. Probation Officer , Substance Abuse Specialist, and Juvenile Court Referee collaborate to provide intensive supervision, participation in recovery services, and mandatory drug testing, school attendance, and weekly counseling sessions. 1999-2000 Caseload: 67.
Pride Academy	Probation Officers, mental & public health collaborate with Superintendent of Schools to provide structured school for at-risk 1st-time wards 15 ½ or under. Includes counseling, recreation, restorative justice and enrichment activities. 1999-2000 Caseload: 65.
Repeat Offender Program	Intensive, collaborative, community-based approach to families of at-risk youth to minimize delinquency, reduce recidivism, improve school attendance and academic performance. 1999-2000 Caseload: 150. Probation.
Court Day School	An alternative to commitment in juvenile hall by the Probation Department and Kern Superintendent of Schools to serve up to 108 minors providing mandatory school attendance and individualized academic program. 1999-2000: 43, Average daily attendance.

Multi-agency Integrated Services Team (MIST)	Collaboration between Probation, Mental and Public Health, Schools, and Human Services to families of minors at risk of high-cost, out-of-home placement. 8-10 families identified as "multiple users".
Star Academy	Collaboration with the Superintendent of Schools , with contracted mental health services, Probation provides classroom daily instruction and activities for out-of-custody wards.
Work Program	An alternative to custodial treatment, Probation program is intended to discourage recidivism through specified number of hours of physical labor and positive image building while providing community services. Work projects may include chopping weeds and painting out graffiti.
Out-of-Home Placement	Suitable placement for wards removed from the care of their parents/guardians by the Court. Collaboration with Departments of Mental Health & Human Services for review of high level placements through S.M.A.R.T. Committee.
Supervision	To assure juvenile probationers comply with Court orders, protect the community, and assist victims recover their losses. 44 Probation Staff are involved in Supervision activities, 23 are armed for high-risk caseloads or activities.
Community Learning Center	Collaboration between Kern Superintendent of Schools to provide supervision to wards.
Victim Witness Program	Probation services to crime victims: crisis intervention, resource referral & linkage, counseling, orientation to criminal justice system, court escort, assistance in filing reimbursement claims for burials, medical bills, counseling. 1,500 new victims served last year.
Mentor Program	Volunteers work 1 on 1 with wards aged 9-14 joining in recreational and community events as well as group counseling sessions with other mentees and their parents. 1999-2000: 12 adults matched with 12 minors.
Teen Moms & Dads	2-Day Probation parenting program for wards focusing on child rearing, health issues, goal setting. 1999-2000: 86 participants.
Tattoo Removal Program	Volunteer M.D.s remove tattoos for juveniles electing a positive lifestyle. 1999-2000: 185 participants.

At the intervention level, deputy probation officers act as a liaison between referral agencies and the juveniles; officers investigate, resolve and supervise cases referred by law enforcement, schools and other agencies. Officers are assigned to a

primary work site in the community, middle or high school; others are responsible for the larger outlying geographical areas in the rural regions of the county. Intervention services also include supervision of wards in foster or group homes who have been removed from the care, custody and control of their parents, and who require special counseling or therapy. As these facilities are limited in Kern, placements for seriously emotionally disturbed youth are often made to expensive, out-of-county facilities. The *Juvenile Investigations unit* completes in-depth case studies and makes recommendations to the Court for disposition. Investigators also provide the Court with recommendations for record sealing, emancipations and juvenile marriages. Depending on the Court disposition, juveniles are placed in various levels of *Supervision*, based on the nature of their offense, and prior history with the department.

• **SUPPRESSION PROGRAMS** •

Serious, violent and chronic criminal behavior is addressed by collaborative efforts between Probation Officers, Bakersfield Police Officers, Kern County Sheriff's Deputies, and California Department of Corrections Parole agents. Probation Supervision Units caseloads are typically comprised of probationers who may be gang members, violent, or serious habitual offenders. All officers assigned to this caseload are armed. At minimum, the minor is required to report face-to-face twice a month with three collateral contacts per month.

Suppression Programs (Primary Service Provider in Bold)	
Gang Suppression Unit	Deputy Probation Officer works in concert with Kern County Sheriff's Deputies tracking known gang members, gathering intelligence and conducting suppression operations.
Kern Narcotic Enforcement Task Force	Deputy Probation Officers works together with Bakersfield Police Officers, Sheriff's Deputies and California Department of Corrections Parole agents to provide narcotic searches and enforcement on known offenders and probationers.
Special Enforcement Unit	Probation responds to occasional requests from Bakersfield Police Department to collaborate in searches for high-risk, habitual or gang offenders and provide street enforcement.
Sweeps: Outlying Areas	Collaboration with law enforcement targeting specific groups in outlying areas of the county to suppress criminal activities.
Aftercare	Probation provides intensive supervision to improve the minor's chances to successfully return to their home and community after release on furlough from commitment programs. Utilizes home calls, random drug testing, and school attendance monitoring. 1999-2000: 540 wards furloughed to Aftercare.

• INCAPACITATION PROGRAMS •

For offenders who pose such a threat to society that they must be placed in correctional facilities for public safety, secure sanctions have proven to be the most effective in changing future conduct when they are coupled with comprehensive treatment and rehabilitation services. Probation offers a complete continuum of care for juveniles that focuses on treatment and rehabilitation during commitment. In general, a juvenile will be detained if there is reason to believe he/she is a threat to, or will be at-risk if returned to the community; may fail to appear at an upcoming hearing; or may require diagnostic evaluation.

The department has sought to divert the impact Court ordered commitments have on its crowded institutions. Some solutions included expanding home supervision; screening classified cases in time commitments and marginal cases awaiting court for possible home supervision; screening intake cases more closely to determine need for detention; referring illegal residents to Immigration, and establishing "good time credit" to minors, resulting in earlier releases. Home electronic monitoring of juveniles was initiated in 1990 and has grown from a proposed 20 participants in 1990, to more than 100 in Fiscal Year 1999-2000.

Aftercare programs are structured to provide intensive supervision with the goal of integrating juveniles back into their own communities and a mainstream probation supervision. This is a critical component to program success to ensure patterns of delinquency, truancy, or family problems continue to improve. If regression does occur, the youth may be moved up to higher level of supervision.

Current Incapacitation Programs

(Primary Service Provider in Bold)

James G. Bowles Juvenile Hall	Probation's 154-bed secure facility for the temporary detention of minors, provides a structured school program and individual as well as group counseling. 1999-2000: 139, average daily population, 20 days, average length of stay.
Special Services Team	Probation detains juveniles on Home Supervision pending Court disposition, provides Electronic Monitoring for minors released from a commitment program prior to term of confinement. 1999-2000: 100 juveniles monitored.
Camp Erwin Owen (CEO)	Probation's 125-bed unsecured forestry camp designed for high school age males. Rehabilitative function is carried out through discipline, education, counseling, guidance work experience, vocational training, recreation and group living experience. 1999-2000: 123, average daily population, 133 days, average length of stay.
Female Treatment Program	20-bed Probation program located in the Juvenile Hall facility for female wards and considered to be the equivalent of Camp Owen. Girls, ages 13-18, are taught individual responsibility, logical consequences, and earn privileges during their average stay of 96 days. 1999-2000: 28, average daily population, 118 days, Average length of stay.
Kern Crossroads	116-bed structured, intensive in-custody one-year Probation program provides continuum of short-term, highly organized components involving military protocol, therapeutic intervention, education, vocational training, family involvement. 1999-2000: 104 Average daily population, 134 days, average length of stay.
Star Academy	In collaboration with the Superintendent of Schools, contracted mental health services, Probation provides classroom daily instruction and activities for in-custody wards. 1999 -2000: 24, average daily attendance, 184 enrollments.
California Youth Authority	CYA is the last step in the juvenile justice continuum and amounts to prison for young people. The Court does not order this except as a last resort. The finding must be made that no other treatment option is available.
Certification to Adult Court	Minors arrested and charged with the most serious offenses may be handled in the Adult Court either through fitness proceedings or direct filing.

The county's incarceration rate has been close to or below the state average for some time. As shown below, Kern's incarceration rate of 25.8 was just slightly above the state average of 23.3 percent, and far below the high of 55.4 percent for neighboring Kings County.

	Placer (low)	Kings (high)	<u>Kern</u>	<u>State</u>
1992	12.3	55.4	25.8	23.3
1997	n/a	n/a	23.7	25.7

*per 100,000

• ROLES OF CURRENT COLLABORATIONS •

Local resources which specifically target at-risk juveniles and their families include education, mental health, public health, social services, drug and alcohol, and youth services. By providing leadership and oversight, the Kern County Network for Children is in the unique position to ensure that each of the participating agencies works to mutually minimize duplication, maximize resources, and create a service delivery system that helps to empower, build, and sustain healthy families. The *Kern County Collaborative*, *Neighborhood Partnership projects* and *Healthy Start Collaborative* are examples of Kern's interagency collaborative efforts. Neighborhood Partnerships were envisioned by the Kern County Network for Children as a means to incorporate and expand on many aspects of Healthy Start at a grassroots level. Neighborhood Partnerships emphasize the need for the development of public/private partnerships, for redirection of existing services and for the active involvement of local business. Whereas the State requires schools to be the lead agency and fiscal agent for Healthy Start, Neighborhood Partnerships look to a community-driven plan of action for addressing and resolving local problems within a framework of shared governance.

Kern County Child and Family Services Agency (KCCFSA) is responsible for administering grants and contracts under the auspices and collaborative support of the KCNC. The Agency currently administers the Family Preservation and Support Program, Neighborhood Partnerships, Service Access Coalition, and the Child Abuse Prevention, Intervention and Treatment Program.

Family Preservation and Support Program (FPSP) is a result of the federal Omnibus Budget Reconciliation Act of 1993 (Public Law 103-66), is administered through the California State Department of Social Services, and provides funds to plan for new and

enhanced services, targeting the specific needs of communities and to provide direct services that preserve and strengthen families.

Child Abuse Prevention, Intervention and Treatment Program (CAPIT) services provide state and county funds (generated by birth certificate fees and donations) to agencies serving children and families who are either victims of, or at-risk of, child abuse and/or neglect.

Service Access Coalition (SAC) SAC is a partnership between the KCNC and Kern County's Healthy Mothers/Healthy Babies formed to reduce risk factors associated with substance abuse and to create a service delivery system to families and children addressing critical substance abuse issues.

Special Multi-disciplinary Assessment and Referral Team (SMART) Oversight Committee meets monthly to establish programs, policies, and management issues between agencies and promotes and to facilitate interdepartmental cooperation and collaboration. Members are managers and division directors of Kern County's System of Care: Probation, Mental Health, Public Health, Human Services and Kern County Superintendent of Schools. Program supervisors from these agencies also meet twice monthly to discuss high-risk cases and to develop comprehensive interagency service plans. Meetings ensure every possible resource is explored and utilized, regardless of which agency "door" these at-risk children enter.

Kern County HELPLINE provides a comprehensive, computerized information and referral service designed to link people in need of health care, employment, counseling, housing and other services to the appropriate provider(s).

• STRENGTHS OF THE CURRENT JUVENILE JUSTICE SYSTEM •

The Probation Department has sought creative ways to meet its mission “to reduce the impact of criminal behavior of juveniles...”, and respond to the changing needs and circumstances of the communities it serves in spite of a decade-long period of unstable funding from the County General Fund.

- A charter member of the Kern County Network for Children, the Probation Department embraced collaboration with other agencies in this spirit, and the result is a new and *better* way of conducting business by using an interdisciplinary approach to service delivery in order to develop comprehensive and lasting solutions.
 - School partnerships have been encouraged. Schools welcome Probation Officers on campus because they help with truancy, security, and provide an alternative for students seeking counseling. Probation Officer visibility on high school campuses has been enhanced to reduce truancy and resolve problems before they escalate.
 - Alliances with community-based organizations county-wide have addressed violence prevention and treatment.
 - Child and family mentor programs to provide positive role models have been supported and implemented.
 - Multi-disciplinary programs to monitor cases, identify problems, and seek solutions before acts of violence occur have been developed.
 - Program services for prevention and early intervention have been emphasized as a way to lessen the impact on the juvenile justice system and still hold juveniles accountable by providing effective enforcement and treatment.
 - Joint law enforcement activities such as street enforcement and searches have enhanced the effectiveness of sheriff, police, and probation.

- According to The Conditions of Children 1998, published by the Kern County Network for Children, one-third of all Kern residents, or 207,000, were under the age of 18 in 1998. It is estimated that by 2005, that population will increase by fifteen percent to over 238,870. Nevertheless, the petition rate in Juvenile Court has remained approximately stable, while the population rate has risen in past 20 years.
- A Special Multi-Agency Resource Team (S.M.A.R.T.) was established to assess high-cost, high-risk youth who have involvement with more than one of agency. Monthly, managers and directors from the departments of Human Services, Mental Health, and Probation set policy and establish programs, while program supervisors review cases of families to reduce duplication of services and costs.
- A Repeat Offender Prevention Program was added to target high-risk offenders in metropolitan Bakersfield. This successful program has a recidivism rate of only 11 percent, contrasted that of approximately 35 percent in regular Probation caseloads.
- Probation has actively sought funding to expand capacity of its facilities, and a new 120-bed secure treatment facility for youth committed to the Crossroads program will be built and staffed by March 2003 and is expected to relieve the current pressure on institutions.
- A major strength of the department's suppression efforts has been the excellent collaboration between law enforcement agencies, especially regarding the identification and targeting of specific high-risk groups. In addition, community safety has been enhanced because of removal of dangerous juveniles and the visibility of officers conducting weapon and drug sweeps.

- Kern's Board of Supervisors authorized the Aftercare program to provide transitional services to juveniles released from commitment in 1997. In 1999-2000, there were 442 successful completions, 55 new petitions, and 7 returned to Court(violations) out of 540 wards furloughed to Aftercare.

•CHALLENGES AND OPPORTUNITIES FOR THE JUVENILE JUSTICE SYSTEM •

Kern County Juvenile Justice Coordinating Council has adopted the same strategic goal set by the Kern County Board of Supervisors in December, 2000, which is to "Provide exceptional crime prevention and law enforcement services and an effective system of justice." The focus and commitment of the KCJJCC is a seamless continuum of service to targeted juveniles and their families including:

- Prevention services to those who are at risk of entering the juvenile justice system;
- Effective intervention and case management of those already within the system;
- Adequate suppression of criminal activities by gang members and the more entrenched juvenile offenders;
- Isolation and incapacitation of those youth who do not respond to lesser sanctions who are deemed to be a risk to the safety of the community.

CENTRAL ELEMENTS OF THE KCJJCC'S COMPREHENSIVE STRATEGY:

- Expanding existing collaborative partnerships with other agencies and local community-based organizations.
- Early identification of youths at high-risk of entering the criminal justices system.
- Accurate assessment of the needs and risk factors of youth as well as intensive

programming for those deemed at highest risk.

- Timely and appropriate services to youths based on the individual level of risk they present.
- Noted in the Local Action Plan, 1997, was “the need for the development of an improved information sharing and record maintenance system for all stages in the continuum.” This gap remains a challenge to the department as well as its partner agencies. Information sharing that is beneficial to all parties and will reduce duplication of effort, while not compromising confidentiality is the goal.
- Antiquated information systems and multiple software programs make information sharing problematic. A computer-based management system is needed that will enhance clarity of communications and access to appropriate information in order to reduce paperwork, save time and resources, and provide information by which to evaluate program effectiveness.
- Services are few for youth and their families *before* they are brought to the attention of law enforcement and/or probation. Current Prevention and Education programs provided by the Probation Department and its youth service partners are reaching only three to five percent of the total target population. Prevention and intervention programs directed toward elementary and middle schools are needed in order to redirect negative behavior before the pattern is set.
- Additional staff is needed on high school campuses to handle youth who are not yet in the juvenile justice system. Probation Officers placed at local high schools have unreasonably large caseloads. Most officers split their time between several schools, and the ensuing work load does not allow enough

quality time with minors and parents.

- There is a need to replicate good programs such as the Repeat Offender Prevention Program currently operating in Bakersfield throughout other communities in the county. While the department has worked to meet the need for early intervention services for high risk youth, services are mainly in the metropolitan Bakersfield area. Kern County's size, poverty, and rural nature continues to make service delivery a challenge in the outlying areas.
- Although minors are classified high, medium or low-risk, overloaded supervision caseloads are strained and the juvenile may not receive the level of treatment appropriate to their status. This situation is especially true in some of the outlying areas of the county, in which an officer may be responsible for multiple communities.
- There is a need to provide effective gang prevention and intervention services in high crime and gang areas. The business of reducing gang-related crime and violence necessitates aggressive probation supervision and high visibility of law enforcement in the targeted communities. Current large caseloads limit officers' ability to closely supervise and enforce probation terms.
- Ongoing and integrated targeting and tracking of specific, known gang members is necessary. Probation Department collaborations with the Sheriff's Office and the Bakersfield Police have been intermittent and informally integrated. Currently one Probation Officer is assigned as a liaison to the Sheriff's Gang Suppression Unit.
- A significant number of minors and families is Spanish speaking. Additional bilingual staff is needed to ensure appropriate service delivery, programmatic

intervention and reduction of recidivism.

- A critical need for substance abuse treatment in the county exists. There currently are no inpatient treatment facilities for youth in Kern, and only a few outpatient providers in metropolitan Bakersfield. Some of the smaller communities have little or no treatment for juveniles. Although Probation has a successful court program for juveniles in metropolitan Bakersfield, there are not enough resources to accommodate the number of minors in the program.
- *A Victim Offender Mediation Program, focused on restorative justice* is an essential element in rehabilitating and diverting young offenders from continued law violations. Currently a volunteer runs a program in which victims meet the perpetrators face-to-face and reach a mutually agreed upon settlement. During Fiscal Year 1998-1999, 8 victims and offenders were involved in successful mediation out of 20 cases referred. This program needs support in order to provide more services.
- For seriously emotionally disturbed juveniles, appropriate placement is sparse, expensive and only located out-of-county, and sometimes out-of-state. The county does not contract with the State for hospital bed space, therefore there are *no* secure treatment beds for these minors. Minors who are disabled due to drug usage often do not qualify for needed services and may “fall through the cracks” in the juvenile system. There is often confusion as to which agency has responsibility for minors who violate the law, but are deemed incompetent due to mental illness or other mental incapacity.
- The population status in the Juvenile Hall influences decisions about whether or not to conduct operations which might result in arrests. When a juvenile

arrested for a serious crime is brought in, another must be released to make room, undermining Probation's challenge of enforcing Court orders by imposing incarceration as a consequence.

- The need for services for females is significantly larger than can be accommodated in the program at its existing size; the Female Treatment Program can house a maximum of only 20 females. When compared to their male counterparts, Kern female misdemeanors comprised a higher percentage of total arrests. Studies have shown that this population rarely pose a threat to the safety of their home communities, but are at the highest risk of becoming substance dependent, sexually active at an early age, or experiencing school failure. The National Council on Crime and Delinquency (NCCD) reported girls in this risk group must be reached early and provided a continuum of girl-specific juvenile justice sanctions and programs.
- Presently there are no in-custody facilities for minors younger than high school age. Camp Erwin Owen is not designed for the younger, immature or emotionally disturbed minor; however, minors with such profiles are often placed at this facility due to their failures at lower sanction levels. This results in a seemingly high rate of failures at CEO.
- Crossroads, a local intensive institutional program, lacks appropriate placement space. Minors who should be placed in other types of custody may be placed in this program; as a result, there is a possible compromise in the design and intent of the program, as "immature failures " become a larger part of the population.
- There is a great need for increased psychiatric and substance abuse services in our institutions for the safety of the minor, the family, as well as the community.

- Aftercare expansion is needed. All minors released from a commitment program are placed on Intensive Aftercare Services in order to gradually reintegrate them back into their homes and communities and ensure that patterns of delinquency, truancy and family problems continue to improve. Aftercare is a critical component of the department's supervision continuum.

II. IDENTIFICATION AND PRIORITIZATION OF HIGH RISK JUVENILE CRIME AREA

Kern County's Juvenile Justice Coordinating Council studied and based their selection of target neighborhoods on needs/risk assessments conducted by the individual communities within the past two years. In 1999 the United Way of Kern County conducted a countywide needs' assessment. Of the top 10 needs identified *countywide*, the third highest was "youth activity to deter delinquency".

Kern County's diverse communities have set the pace in developing community strength through local collaboration. There are 21 established, neighborhood-based coalitions to identify and address local issues. While every unmet human services need merits the attention of those who possess the ability to impact them, scarce resources require that the focus be on those areas with the highest priority. Risk factors cover a wide spectrum of indicators including extreme economic deprivation, community disorganization, low neighborhood attachment, transitions and mobility, availability of firearms, family conflict, attitudes and involvement in crime and violence, early and persistent antisocial behavior, academic failure, lack of commitment to

school, alienation and rebelliousness, association with peers who engage in delinquency and violence, and constitutional factors (e.g., low intelligence, hyperactivity, and attention-deficit disorders).

These factors, combined with crime statistics, were used to identify and prioritize East Bakersfield, South East Bakersfield, the North Bakersfield communities of Oildale and 34th Street and the North Kern communities of Delano, McFarland, Shafter, Wasco as neighborhoods that demonstrate both a high number of juveniles at-risk, as well as communities that have a social service infrastructure in place with which the Council could collaborate. Communities of Arvin/Lamont will be targeted for future programs, should new funding become available.

EAST BAKERSFIELD East Bakersfield has a population of approximately 89,300 residents. According to the 1990 Census, 30 percent of the children under 18 in the predominantly Hispanic community live below the national poverty level. A community needs assessment reported by the Kern County Network for Children focused on: 1. Reducing violence in the community, 2. Drug use, and 3. Improving community's image. Law enforcement referrals from East Bakersfield during the 1999-00 school year were 2,573 out of a countywide total of 13,508. ***A gang suppression and intervention program as well as an early prevention and intervention program are planned for this area.***

OILDALE Oildale is a small community of 26,500, on the northern edge of metropolitan Bakersfield. It is characterized by a low socioeconomic level, 11 percent unemployment and 22 percent annual income of less than \$10,000. Predominantly Caucasian, there is evidence of white supremacist gang activity, including KKK. Living conditions are impacted by high population density, unemployment, prostitution, drug trafficking, substance abuse and domestic violence. The area has the highest child

abuse reporting in Kern County. The Oildale Community Partnership has identified needs as 1. Physical health care, 2. Recreation/education, 3. Mental health care, 4. Reduced neighborhood crime, 5. An improved community image/environment.

An early intervention program in elementary and middle schools is proposed for the Oildale area.

34th STREET 34th Street, located just north of downtown Bakersfield, is highly integrated ethnically, but over 33 percent of the families live in poverty according to 1990 census data. Needs assessed as of June 1999 were: 1. Physical and Mental health care, 2. Improved school attendance and performance, 3. Family case management, 4. After-school recreation programs.

An early intervention program in elementary and middle schools is proposed for the 34th Street area.

SOUTHEAST BAKERSFIELD South East Bakersfield's 63,300 population is characterized by severe poverty, joblessness, alcohol and drug abuse, gang violence, poor transportation, crime, and a school dropout rate of 27 percent. Ethnically mixed, the neighborhood has the highest concentration of African American residents in the county (22 percent). The S.E. Bakersfield Collaborative has identified the following priorities: 1. Health care, 2..Parenting for new mothers and teens, 3. Employment/job training, 4. Safety, 5. Gang violence, 6. Community appearance, 7. Economic development. ***Gang suppression and intervention are targeted for S.E. Bakersfield in this proposal.***

NORTH KERN (Delano, McFarland, Shafter, Wasco) Located about 35 miles north of Bakersfield, the rural communities of Delano and McFarland have a significantly higher proportion of Hispanic residents (67 percent in Delano and 87 percent in McFarland). The median family income (adjusted for inflation to 1999) is \$28,400, and 35 percent of the children under age 18 live below national poverty levels.

North County communities of Delano and Wasco each house a state prison, attracting families and others associated with prisoners. Enrollment for Delano Union Elementary District currently totals 6,557 students; enrollment for Delano Joint Union High School District totals 3,340 students. McFarland Unified School District enrollment currently is 2,717 and includes population from grades K-12. ***An early intervention program in elementary and middle schools is proposed for North County.***

DELANO Delano community collaboratives have targeted issues of
1. Immunizations and health care, 2. Domestic violence, 3. Gang activity,
4. Substance abuse prevention, and 5. Youth activities.

McFARLAND The McFarland Collaborative identified priorities of: 1. Safety,
2. Employment, and 3. Health.

SHAFTER Shafter is a small, agricultural community of 11,139 inhabitants, 20 miles north of Bakersfield. Its schools serve 2,400 students, 81 percent of whom are Hispanic, with 57 percent Limited English Proficiency. A 1999 Healthy Start application listed inadequate child care, a lack of supervision, and a lack of recreational opportunities for youth as causes for an increase in juvenile crime. The Richland Union Elementary School District has an enrollment of 2,576 students for this year.

WASCO Wasco, population 18,067, is only 30 miles from Bakersfield, but since many families lack transportation most services are inaccessible. A 1997 United Way of Kern County survey assessed the needs of this rural, agricultural community as:
1. Gang prevention activities, 2. Teen pregnancy prevention, 3. Services for abused children and spouses, 4. Tobacco, alcohol, drug information, treatment and rehabilitation, 5. A safe social center for youth after school and weekends. Enrollment for Wasco Union Elementary is 2,686 at the present time.

ARVIN/LAMONT The rural, agricultural communities of Arvin and Lamont lie approximately 25 miles south of Bakersfield. Together they have a population of about 24,000, 78 percent of whom are Hispanic. Crime and gang violence, truancy, poor school achievement and alcohol abuse have been cited as critical problems. *The South Kern areas of Arvin and Lamont are targeted for future early intervention programs if additional funding becomes available.*

III. KERN COUNTY JUVENILE JUSTICE STRATEGY

In December of 2000, the Kern County Board of Supervisors approved county strategic goals, developed over a two year process of community forums and planning groups, as an opportunity to identify priorities and establish an overall direction for the allocation of the county's limited financial resources.

To meet long-term needs and service priority goals the Juvenile Justice Coordinating Council has considered the following **COUNTY GOALS:**

“Provide exceptional crime prevention and law enforcement services and an effective system of justice.”

■ “Reduce community violence by taking the following pro-active actions:

- Identifying causes of violence in our communities;

- Identifying the populations that are most likely at-risk of committing violent acts or becoming victims;
- Using an inter-disciplinary approach to service delivery in order to develop comprehensive and lasting solutions; and
- Identifying at-risk children at school sites.”

■ “Hold people accountable for their criminal conduct by providing effective

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- Increasing staffing resources to meet per capita needs in the areas of social services, law enforcement, probation services, courts, prosecution and public defense;
- Increasing the capacity (space) to accommodate diversion, incarceration, community correction programs for adults, day-reporting programs for juveniles and detoxification facilities; and
- Developing aggressive court-mandated treatment programs for offenders.”

■ “Maximize resources, increase operational efficiency, and achieve a reduction

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- Identifying and promoting promising practices for violence prevention and treatment of abuse;
- Supporting and promoting the use of grassroots community collaborative approaches in prevention and intervention programs;
- Ensuring that program outcomes are performance-based with measurable criteria for determining effectiveness;
- Supporting fresh, creative approaches to service delivery and partnerships that promote the safety and permanence of families.”

“Develop creative methods of expanding access to health, human, and other services for all populations who need them in all areas of the county.”

■ "Increase services to outlying areas by:

- Considering the growth of our county and developing a plan to move centralized services to other regions of our county;
- Supporting Family Resource Centers that serve neighborhoods;
- Providing mental health crisis and transportation services."

In 1996, Kern County Juvenile Justice Coordinating Council came together with the goal of developing a strategy to implement a continuum of prevention, intervention, suppression and incapacitation solutions to the problems impacting the juvenile justice system. That strategy was revised in 2000 after reviewing the subsequent progress and remaining challenges. KCJJCC members have a wide variety of experience and interest in the total continuum of services for juveniles, families, and the community. Council members from the criminal and juvenile justice agencies *bring expertise* in dealing with youth just entering the system and/or those in need of strong controls and sanctions. The inclusion of members from agencies which fill recreational needs, provide social, physical and mental health services, as well as those representing job training/job counseling concerns, ensures that the total spectrum of services is considered in planning and implementation processes.

Historically, a lack of resources has limited development of new ways to deal with the problems of youth crime, and prevented expansion of existing successful programs. In response to the county's Strategic Plan, the current Juvenile Justice Coordinating Council has crafted a continuum that addresses all levels of at-risk youth, all parts of the service delivery system, from early prevention and intervention through incarceration and aftercare.

To following Comprehensive Multi-Agency Juvenile Justice Plan goals includes programs that aim at :

Decreasing the number of juveniles entering the justice system by:

- Facilitating a family-focused, community-based approach for youth who are
 - Accurately assessing the risk factors and needs of troubled youths;
 - Providing Probation Officers on elementary and junior high school sites, as well as current high school programs;
 - Integrating enhanced services and referrals for the entire family;
 - Collaborating with other service providers to create a comprehensive WrapAround system, to prevent youth from falling through the cracks between the multiple systems.

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Timely and effective intervention:

- Reducing recidivism and preventing escalation of problems of first-time wards
by:
 - Intervening early in their experience with the system;
 - Targeted, intensive intervention for juveniles most at-risk for re-offending;
 - Enhanced services to the entire family;
 - Providing prevention services to siblings;
 - Providing enrichment and recreational activities;
 - Arranging mentoring and tutoring services;
 - Providing gender-specific and appropriate services.

Ensuring community safety:

- Identifying and removing hardcore gang members from targeted communities
 - Tracking an identified target group in specific high-risk gang areas;
 - Monitoring gang members for new criminal activity for which there will be intensified investigation;
 - Employing enhanced penalties in accordance with the Street Terrorism

to |

Enforcement and Prevention Act (S.T.E.P.);

- Isolating through incapacitation those who represent an immediate danger to the community;
- Assist those released from institutions to successfully re-integrate and remain safely in their community.

Commitment to public safety:

■ Provide continuum of care for juveniles that focuses on treatment and rehabilitation during commitment including:

- Psychiatric and substance abuse counseling;
- Temporary secure detention with structured school program, individual and group counseling;
- Unsecured forestry camp offering education, counseling, work experience, vocational training and recreation;
- Secure facility for teenage females, with guidance in individual responsibility and logical consequences;

- A one-year, highly organized in-custody program with a military component;
- State prison term.

Information sharing:

■ Commitment to improve information sharing and record maintenance systems

for

- Provide tracking of individual juveniles systemwide, including supervision status, compliance with probation terms, restitution status;
- Provide cost summaries and analysis;
- Manual collection of some information by participating agencies, for example school attendance and behavior data;

- Data sharing on a “need-to-know basis as indicated for the best interest of the minor and family.

• STRATEGY OUTCOMES AND GOALS •

Kern County has an ongoing commitment to reduce juvenile crime among at-risk youth and the Juvenile Justice Coordinating Council is proud of the continuum of services developed thus far. The Council's planning and support has enabled the implementation of an integrated system of prevention, intervention, suppression and incarceration. Collaborative partnerships between law enforcement, education, mental and public health, human services and the juvenile justice system have grown, and families are increasingly included in the planning of services to their children.

The programs proposed in this plan will all have measurable outcomes as required by the Crime Prevention Act of 2000. However, the strategies developed for funding will not have a significant impact on overall rates of crime per 100,000. Success for these programs will be measured individually and identified within the program description.

IV. DETAILED PROGRAM DESCRIPTIONS

The Kern County Juvenile Justice Coordinating Council identified current needs and gaps, which if addressed, would provide a more comprehensive continuum of responses to juvenile crime, enhance collaborative and integrated approaches, and implement a system of swift, certain, and graduated responses for at-risk youth. As a result, specific programs have been developed to achieve these goals.

Early Intervention Program's goal is to *prevent* youth from ever having to enter the juvenile justice system. This is a collaborative team effort to deter youth who are beginning to show signs of behavior that is considered to be precursors of delinquency such as substance problems, gang affiliation, school or family dysfunction. For those minors who exhibit such risk factors, intense family-focused attention by a team of professionals, redirection of youthful energy, and connection with helping resources may prevent problems developing into criminal behavior. KCJJCC is therefore proposing this new program in East Bakersfield, the North Bakersfield communities of Oildale and 34th Street, and North Kern communities of Delano, McFarland, Shafter and Wasco. (The South Kern areas of Arvin and Lamont are targeted for future early intervention programs if additional funding becomes available.)

Total CPA 2000 Program Cost: \$1,426,385

The **Gang Intervention and Suppression Team** responds to the needs of two specific communities with long documented histories of gang-related incidents. While the department participates informally with Bakersfield Police and Kern County Sheriffs' Office, this will be a new program targeting known gang members, monitoring their activities and utilizing the Street Terrorism Enforcement and Prevention Act which allows enhanced penalties when they commit new crimes.

Total CPA 2000 Program Cost: \$901,368

Early Intervention Program

East Bakersfield and Oildale/34th Street
North Kern: Delano, McFarland, Shafter, Wasco

The target population for Kern's proposed Early Intervention Program is juveniles at the *pre-petition level* who exhibit identified risk behaviors. East Bakersfield, the North Bakersfield communities of Oildale and 34th Street and North Kern's Delano, McFarland, Shafter and Wasco were selected for this program based on an analysis of school truancy statistics and using community risk/needs assessments that were completed in 1999.

East Bakersfield has a population of approximately 89,300 according to figures provided by the Kern Council of Governments. Primary community issues include unemployment, substance abuse, gang activity, crime and poor transportation. Truancy rates at targeted middle schools were 6.23 for Washington Junior High, 6.03 for Compton Junior High, an increase of 164 percent over other area middle schools.

Oildale's population of approximately 26,500 has an 11 percent unemployment rate, with 21 percent of the residents receiving some type of public assistance.

Neighborhood crime was identified in 1999 by the Oildale Collaborative as one of the top 6 critical needs to address. Middle school truancy rates in Oildale as reported by Standard and Beardsley School Districts averaged 5.37.

Two "feeder" schools to Oildale middle schools are, Stella Hills and Longfellow Elementary, which lie within the 34th Street area. While they report relatively low rates of truancy, this community has the highest rate of child abuse reporting in Kern County according to 1999 Neighborhood Partnership/Healthy Start assessment. In a

Neighborhood Partnership survey taken in 2000, drugs, crime, gangs, violence were cited as the greatest problem faced by children in the neighborhood.

The *North Kern communities of Delano, McFarland, Shafter and Wasco* make up one of the poorest areas of the state. According to the 1990 census, 35 percent of children under age 18 in Delano and McFarland live below the national poverty level. In Shafter 85 percent of the students are eligible for free and reduced lunch. Twenty-seven percent of the households in Wasco fall below poverty level, 72 percent of the students qualify for free or reduced lunch. Even though many services are available in Bakersfield, most are inaccessible to these residents because families lack transportation to support and intervention services. There were 1,686 law enforcement referrals in northern Kern County from July 1999 to June 2000. Crime prevention was noted by 81 percent of the respondents to Delano's Neighborhood Partnership risk assessment.

Program Objective

This early intervention program aims to prevent youth from entering the juvenile justices system by mitigating the factors that are identified with delinquency.

Population to be served

Juveniles in fifth through eighth grades who meet at least *one* of the following criteria:

Family Issues

- Lack of parental control
- Criminal family influence
- Family violence/neglect
- Environmental factors (dysfunction, divorce, substance abuse, chaos, language barrier, relocations, etc.)

School issues

- Attendance problems
- Behavior problems

- Academic problems
- Adjustment/emotional difficulties

Substance-abuse issues

- Alcohol/marijuana experimentation
- Other drug experimentation
- Frequent substance use
- Substance abuse that interferes with school performance

Pre-delinquency issues

- Gang member/affiliation
- Delinquent peers
- Runaway/beyond-control behavior
- Emergent criminal behaviors

Program Description

Studies noted in the Office of Juvenile Justice and Delinquency Prevention Juvenile Justice Bulletin, November 2000, indicate that delinquency and other school, home, and personal behavior problems co-occur, and it is critical to identify and address them early. Kern County's Early Intervention Program targets minors *before* they enter the juvenile justice system. Referrals may come from a range of sources including: school, law enforcement, mental health, social services, probation, community-based organizations, family and self. One of the goals of the program will be to change behavior by presenting positive experiences and options. Early Intervention features a collaboration of service providers and an interdisciplinary approach to develop long-term solutions for at-risk minors and their families. Probation Officers will team with a mental health case manager, a Family Advocate. Other community resources will be used as needed to build a support system for the family. Staff will be co-located so opportunities for information sharing and joint planning will be available daily. The goal will be to deal with problems in the youth's environment that are negatively affecting behavior. This will be achieved through home visits, visits to schools, interviews with school staff, and referrals to other programs and service providers. Interventions may range from linking a parent with employment training to transporting a sibling to mental

health services. The team will provide informational presentations at the schools and collaborative meetings to ensure their understanding and boost participation.

Program components and service providers may include:

- Crisis intervention - Probation Staff and Mental Health Department/contractor
- Parent education and Teen parenting - contracted CBO
- Family/individual counseling - Mental Health Department/contractor
- Drug/Alcohol education and treatment - Mental Health Department/contractor
- Social services - Department of Human Services (CPS)
- Health screening and inoculations - Department of Public Health
- Basic needs: food, clothing, shelter - Local collaborative's family advocate
- Educational assistance - Kern Adult School, Regional Occupational Center
- Restorative justice - Probation Staff
- Truancy - Probation and school staff
- Employment assistance - Local career services center
- Recreation and tutoring - Local Boy's and Girl's Club, local school districts, local after school community programs
- Gang intervention - Probation, law enforcement
- Victim/Offender Mediation - Probation Staff/contract staff

At initial contact, the Probation Officer will obtain parent or guardian's agreement for the child to participate in the program and will complete a risk factor/eligibility assessment which will serve as a pre-test. A county and schools-approved confidentiality form, which allows service providers to share pertinent information will also be completed.

The minor's progress will be reviewed at least monthly by the team, and the intervention plan will be modified accordingly. It is anticipated that caseloads will range from 15-20 maximum, with approximately 115 minors in East Bakersfield, 55 in North Bakersfield, and 60 in North Kern receiving services at any given time. The minor will remain in the program for six months or until treatment interventions are completed, at which time a post-test will be administered. Those who do not complete the program will be identified. Their school attendance and disciplinary records as well as Probation records will be

tracked. Over the term of the year's program, approximately 345 juveniles (accounting for attrition) should be served.

Demonstrated Effectiveness

A Rand publication, Diverting Children from a Life of Crime, Measuring Costs and Benefits, by Peter W. Greenwood, Karyn E. Model, C. Peter Rydell, and James Chiesa, MR 699-1-UCB/RC/IF, found that appropriate correctional services could reduce recidivism by as much as 50 percent. Appropriate services were defined as those that target high risk individuals; address the causes of crime, such as substance abuse or anger; and use styles and modes of treatment (e.g., cognitive and behavioral) that are matched with client needs and learning styles. Assistance in family management and training in social skills resulted in 31 percent of the treated group vs. 55 percent of controls reporting a theft at the one year follow up. Training parents to monitor and reward/punish behavior resulted in 94 percent of the control group vs. 50 percent of the treatment group incarcerated after two years in a study by Patterson, Reid, and Dishion, in 1992. The proposed Early Intervention Program is built around directly addressing and treating youth with known precursors of delinquency ("the causes of crime"). There will be strong emphasis changing behaviors, not just of the juvenile, but of his/her siblings and family, by intensive supervision and assisting them to access the supportive services listed previously. The use of para-professionals as family advocates, has been a successful strategy in Kern, increasing the trust between service providers and clients. The largely poor and Hispanic population will benefit from their personal commitment and enthusiasm.

San Diego County's early intervention program, Community Assessment Teams (CATs), provides direct services and referrals to youth at-risk of entry into the juvenile justice system. Working in five areas throughout San Diego County, CAT's teams served 3,417 children through August 1999. The mean age at referral was 13.4 years, but 200 CAT youth were under the age of ten. Outcomes indicate success: 79 percent of eligible CAT youth successfully completed their program; 24 percent continued to

receive services; and 99 percent of all terminations had no further referrals to Probation. An anger management group reduced referrals on its candidates for suspension/expulsion by 87 percent.

Kern has modeled the Early Intervention Program after Fresno County's "Youth Challenge Community Program", a three-year demonstration approach to ease the factors that put youth at-risk of entering the juvenile justice system who are just beginning to show signs of trouble. The state has expressed confidence in this program by funding it for a fourth consecutive year. Kern intends to target the same age group, and use the same screening criteria as Fresno, with referrals coming from similar sources as noted in the program description. As of May 2000, the program measured 35 youths suspended from school in the control group, and only 5 suspensions in the YCCP experimental group. The experimental group had a 52 percent reduction in academic issues, and 51 percent "perceived" reduction in mental health and social adjustment issues. Fresno's YCCPs were placed in three geographically different sites: urban, rural, and suburban. Kern's programs will take place in similar settings. Services such as anger management, crisis intervention, family and individual counseling, tutoring, parenting and recreational activities are based on Fresno's contention that the family strength-based, wraparound approach "strengthen the family, support core social and educational institutions, promote delinquency prevention...". Even though there is not much hard data for Fresno's YCCP, because it was modeled after the Repeat Offender Prevention Program, its promising results have encouraged Kern's decision to implement a similar program. Kern's Early Intervention Program expects a slightly smaller case load size (15-20) than Fresno's 25. Like Fresno, Kern will use a pre- and post-test model at six month intervals to measure effectiveness. Because Fresno found that 58 percent of the youth and families enrolled in YCCP had Child Protective Services referrals, Kern will place special emphasis on its alliance with the Department of Human Resources Child Protective Services team.

Outcome Objectives and Measures

Goal: Prevent youth from committing crimes.		
Objective:	Outcome:	Measured by:
Increase school attendance rates	Increase attendance by 50% from beginning of school year to end of program.	School records: (number of days attending out of the number of school days)
Decrease teacher-reported disciplinary problems	Decrease reports of disciplinary problems by 25%	School records: number of documented disciplinary actions
Retain youth in program	75% of participants will complete the program	E.I.P. team and Probation records

Six-month historical data on program participants will be developed which will include school attendance, disciplinary problems, and incidents of violence on campus. Numbers of out-of-home placements, numbers of child abuse/neglect referrals will also be tracked and reported for participants as these address family problems, and additional signs of pre-delinquency. This information will be used to establish baselines for behavioral improvement for the target youth.

<p>MANDATED OUTCOMES FOR PROGRAM PARTICIPANTS</p>
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Outcome	Measure	Goal
1. Arrest rate reduction in number of program participants with new arrests	Percentage of program participants with new arrests	Percentage of program participants with new arrests will approximate those in Fresno's YCCP.
2. Probation violation rate reduction in program participants	Percentage of probation violation rates of program participants	Percentage of program participants who violate probation will approximate those in Fresno's YCCP.
3. Incarceration rate reduction in program participants	Percentage of incarceration rates of program participants	Percentage of program participants who are incarcerated will approximate those in Fresno's YCCP
4. Probation completion rate increase for program participants	Percentage of completion of probation rates of program participants	Percentage of program participants who complete probation will approximate those in Fresno's YCCP
5. Completion of restitution to victim increase for program participants	Percentage of completion of restitution to victims of program participants	Percentage of program participants who complete restitution to victims will approximate those in Fresno's YCCP
6. Completion of Court-ordered community services increase for program participants	Percentage of completion of Court-ordered community services for program participants	Percentage of program participants who complete Court-ordered community services will approximate those in Fresno's YCCP
7. The arrest rate per 100,000 population will be compared to the county-wide rate for the year prior to CPA 2000, with the expectation that there will be no significant change in the rate.		
<i>Because E.I.P. is a new program, Kern will be using Fresno County's baseline data as a comparison. It is anticipated that while the actual percentages may not initially match Fresno's, this will occur over time.</i>		

Number of minors served and types of services provided will also be documented and reported. Subsequent annual measures of these indicators will be compared to the baseline rates with the expectation that there will be fewer juveniles with this profile entering the justice system. Finally, program costs will be tracked in order to establish the annual per capita cost of the program.

Planning Process

In addition to the Juvenile Justice Coordinating Council the following individuals participated in planning for this program: Steve Sanders, Kern County Network for Children; East Bakersfield Community Coalition; Deanna Cloud, Kern County Mental Health, Children's System of Care; Jackie Parli, Kern County Sheriff's Department; Probation Department staff.

Information Sharing

Early Intervention staff will share office space, and have daily opportunities to discuss plan cases, and share their expertise. Kern County has a commitment to improve information sharing and record maintenance systems for all stages of the juvenile justice continuum. Use of a county and schools-approved confidentiality form, signed by the parent or guardian allows service providers to share pertinent information so duplication of efforts is avoided for the benefit of the families.

In addition, Kern intends to:

- Provide tracking of individual juveniles systemwide, including supervision status, compliance with probation terms, restitution status;
- Provide cost summaries and analysis;
- Manual collection of some information by participating agencies, for example school attendance and behavior data;
- Data sharing on a "need-to-know basis as indicated for the best interest of the minor and family.

Program Costs

Personnel	\$968,868 (\$1,144,468 - annualized)
Lease Vehicles:	66,510
Telephone Equipment, Furniture, Computers:	175,600 (One time costs)
Office Lease	66,667
Services & Supplies	148,740
<u>Total CPA 2000 Program Costs:</u>	\$1,426,385
<u>Cost Per Individual Served:</u>	\$4,134

Personnel East Bakersfield:

- .5 - Assistant Division Director
- 1 - Probation Supervisor
- 1 - Deputy Probation Officer III
- 5 - Deputy Probation Officer I/II
- 1- Mental Health Case Manager
- 1- Word Processing Technicians I/II
- 1- Family Advocate

Personnel Oildale/34th Street:

- 1- Deputy Probation Officer III
- 2-Deputy Probation Officer I/II
- 1-Mental Health Case Manager
- 1-Word Processing Technician II
- 1- Family Advocate (CBO)

Personnel North County:

- 1-Probation Supervisor
- 4-Deputy Probation Officer I/II

Implementation Schedules/Time frames

In order to implement this program it will be necessary to seek the Kern County Board of Supervisors' approval to:	
· hire staff · develop and execute contracts for office space and with community based organizations	May-September 2001
Additional tasks:	
· train staff	May-June 2001, on-going
· develop memorandums of understanding between county agencies	May-June 2001
· purchase and install computers, phones, and office equipment	May-June 2001
· develop forms necessary for assessments, tracking and evaluation	June-July 2001
· visit schools and present program information	July-October 2001
· begin accepting referrals	August 2001

Proposed Program # 2

**Gang Intervention and Suppression Team
G.I.S.T.**

The target population for G.I.S.T. is identified juvenile gang members (exempting taggers) in high crime areas of metropolitan Bakersfield, specifically East and Southeast Bakersfield.

Program Objective

Reduce gang involvement and increase community safety in East and Southeast Bakersfield through a collaborative approach between the Probation Department, Kern County Sheriff's Office, Bakersfield Police Department, and the Kern County District Attorney's Office.

Population to be served

The target communities of East and Southeast Bakersfield are both characterized by high crime rates. In 1993, 58 percent of the total county homicides, and 81 percent of the total city homicides occurred in Southeast Bakersfield. The East Bakersfield crime reporting area 05J is most representative of the target community because it lies completely within the defined neighborhood and has one of the highest crime rates in the county.

ESTIMATED TARGETED GANG MEMBERSHIP IN EAST & SOUTH EAST BAKERSFIELD		
Hispanic	Asian	Black
2,403	114	1,218

Program Description

While both communities have collaboratives out of which some case management services are run, crime-fighting agencies have only informally, and intermittently joined forces. At the present time, gang members on probation are assigned to regular supervision units. The intent is for Gang Intervention and Suppression Team members to co-locate in a shared space where they can interact daily and provide a high-visibility law enforcement presence in the community. This model is intended to maximize communication and coordination among the different agencies, thereby amplifying their ability to suppress gang activity. Their task will be to identify gang members in the target areas according to specified criteria used by the Kern County Sheriff's Office and Bakersfield Police Department (Appendix F), and monitor them for new criminal activity. If a violation occurs, the incident will be subject to intensified investigation. When arrests are made, target subjects face enhanced penalties under a statutory scheme directed toward street gang activity, Street Terrorism Enforcement and Prevention Act (S.T.E.P.) and aggressive probation supervision. Probation case management will include frequent probationer contacts, home calls, probation searches, and search warrants. For the first six months of the program the team will focus on suppression activities. Intelligence gathering activities will develop very specific and detailed information on each member in the gang, as well as proof of gang affiliation. During street interviews, a field interview card, including a gang membership verification form will be completed by the officer and signed by the target. Under a process know as civil abatement, the entire membership of

a gang can be sued in civil court to abate their activity in a specific geographic area. Gang members can be prohibited from associating with one another in this area, disrupting the basic mechanism of gang activity, and negative group behavior.

Caseloads will be a maximum of 35, with a target total of approximately 250 minors served throughout the year. In addition, probation supervision strategies will include routine home visits of active probationers; court-ordered searches; patrol and surveillance of gang active streets and hang-outs; and vehicle detention.

Demonstrated Effectiveness

The program is based on components of Orange County's City of Westminster's "Tri-Agency Resource Gang Enforcement Team (TARGET)", and seeks to remove from communities selected hardcore target subjects, gather intelligence on gangs and individual gang members for use in criminal investigations and trial preparations, and to document the effectiveness of program efforts in accordance with the Street Terrorism Enforcement and Prevention Act (S.T.E.P.). While Orange County's TARGET program houses staff from city police, probation and district attorney, the Gang Intervention and Suppression Team, is comprised of Kern County Probation Officers and Sheriff's Deputies, who will be co-located. GIST expects to collaborate with Bakersfield City Police, but in a less formal setting. Increasing the flow of intelligence information between cooperating agencies is a common goal of both programs. Kern has estimated 3,813-gang members in the target area, compared to Westminster's 2,158 verified gang members. There are some ethnic differences in the target population also. Westminster population is as follows: 59 percent Asian, 33 percent Hispanic, and 8 percent Other. Kern target population estimate is: 64 percent Hispanic, 33 percent Black, and 3 percent Asian. Both programs will heavily utilize field interviews, documenting gang membership. GIST will include case management, involving frequent probationer contacts, home calls, probation searches, and search warrants.

The City of Westminster had a 99 percent conviction rate of 145 cases involving 168 gang member defendants in the second year of this program's implementation. There was an 11 percent decrease in gang-related crime from 1991 to 1992, and the following year, a decrease of 62 percent. Of the 77 subjects targeted (based on the high probability of their future involvement in crime), 53 (69 percent) were placed in custody and 33 (43 percent) in state prison or the California Youth Authority, according to The Prosecutor, Volume 29, Number 2, March/April 1995.

Outcome Objectives and Measures

Goal: To increase community safety.		
*Objective:	Outcome:	Measured by:
Reduce the number of violent crimes in target area	We will document the number of crimes in the first 6 months of the program and reduce that number by 10% in the second 6 months.	Law enforcement and Probation records.
Increase the number of guns confiscated in 1999-2000	There will be a 10% increase in guns seized during initial year.	Law enforcement and Probation records.
*It is expected that the number of crimes reported will initially increase due to the focused attention of the team in the target area. Likewise, the number of weapons confiscated should decrease after the first year.		

Applied Research Center at California State University, Bakersfield will compile and report on rates of juvenile arrests per 100,000. In addition, specific local measures for the program participants will involve a six month historical analysis of their arrest, incarceration, and probation violation rates as well as rates of successful completion of probation, restitution, and Court-ordered community services. This baseline will be compared with rates after six months of program activity. Because of the intensive monitoring applied to the gang subjects, arrests and incarceration rates are expected to rise. Crime rates in the target communities will be compared to those of the previous year and will be expected to fall.

Logs of daily activity will include: (a) arrests of target subjects, (b) arrests of non-target subjects, (c) recovered firearms, (d) recovered non-firearm weapons (e) field interviews completed, (f) gang verification forms, (g) STEP Act notices served.

MANDATED OUTCOMES FOR PROGRAM PARTICIPANTS		
Outcome	Measure	Goal
1. Arrest rate will increase for program participants	Percentage of program participants with new arrests	Percentage of program participants with new arrests will be greater when compared to period prior to program entry
2. Probation violation rate increase for program participants	Percentage of probation violation rates of program participants	Percentage of program violation rate will greater when compared to period prior to program entry
3. Incarceration rate increase for program participants	Percentage of incarceration rates of program participants	Percentage of program participants who are incarcerated will be greater when compared to period prior to program entry
4. Completion rate for probation will decrease for program participants	Percentage of completion of probation rates of program participants	Percentage of program participants who complete probation will decrease compared to period prior to program entry
5. Completion of restitution to victim decrease for program participants*	Percentage of completion of restitution to victims of program participants	Percentage of program participants who complete restitution to victims will decrease compared to period prior to program entry
6. Completion of Court-ordered community services	Percentage of completion of Court-ordered community	Percentage of program participants who complete

will decrease for program participants	services for program participants	Court-ordered community services will decrease compared to period prior to program entry
<p>7. The arrest rate per 100,000 population will be compared to the county-wide rate for the year prior to CPA 2000, with the expectation that there will be no significant change in the rate.</p> <p>Finally, program costs will be tracked in order to establish the annual per capita cost of the program.</p> <p>*Because participants will be removed from the community, they will not be available to complete the restitution requirements.</p>		

Finally, program costs will be tracked in order to establish the annual per capita cost of the program.

Planning Process

In addition to the Juvenile Justice Coordinating Council, the following individuals contributed to the planning for this program: Carl Sparks, Kern County Sheriff; Ed Jagels, Kern County District Attorney; Eric Matlock, Bakersfield City Police Chief; Robert A. Barton, District Attorney's Office; David Barker, Kern County Sheriff's Department, Kevin Stokes, Bakersfield Police Department; Members East Bakersfield Community Coalition, Probation staff.

Information Sharing

The Gang Intervention and Suppression Team will also be co-located for easy and daily communication and planning. Intelligence developed by the Sheriff's office will be shared with Probation as necessary to ensure operations are not compromised. Kern County has a commitment to improve information sharing and record maintenance systems for all stages of the juvenile justice continuum.

- Provide tracking of individual juveniles systemwide, including supervision status, compliance with probation terms, restitution status;
- Provide cost summaries and analysis;

- Formal and informal intelligence sharing between law enforcement and Probation;
- Manual collection of some information by participating agencies, for example, Daily Log (Appendix E) will document number of field interviews, weapons recovered, etc.

Program Costs

Personnel:	\$690,142 (\$777,942 annualized)
Lease Vehicles:	36,278
Telephone Equipment, Furniture, Computers:	87,800 (One time costs)
Office Lease	33,333
Services & Supplies	53,815
<u>Total CPA 2000 Program Costs:</u>	\$901,368
<u>Non-CPA 2000 Program Costs:</u>	\$49,761
<u>Cost Per Individual Served:</u>	\$3,805

Personnel:

- .5 Assistant Division Director
- 1-Probation Supervisor
- 1-Deputy Probation Officer III
- 5-Deputy Probation Officers I/II
- 1-KCSO Senior Deputy
- 4-KCSO Deputies
- 1-Word Processing Technician II
- 1-Word Processing Technician III

Implementation Schedules/Time frames

In order to implement this program it will be necessary to seek the Kern County Board of Supervisors' approval to:	
<ul style="list-style-type: none"> · hire staff · develop and execute contracts for office space · train staff (on-going) 	May-September 2001
Additional tasks:	
<ul style="list-style-type: none"> · develop memorandums of understanding between county agencies 	May-June 2001
<ul style="list-style-type: none"> · purchase and install computers, phones, and office equipment 	May-June 2001
<ul style="list-style-type: none"> · develop forms necessary for assessments, tracking and evaluation 	May-June 2001
<ul style="list-style-type: none"> · Receive referrals 	June-July 2001

• OUTCOME MEASURES •

Kern will quantify annual per capita costs of programs as well as track measurable outcomes in:

- Rates of Arrests per 100,000 population
- Successful completion of probation
- Successful completion of court-ordered restitution
- Arrest, incarceration and probation violation rates

While these outcomes will be reported as appropriate for each program, the strategies developed for funding are not expected to have a significant effect on the overall rates of arrest per 100,000. Outcomes that will be addressed, while reflective of countywide goals, will be for the individual programs as described. The Early Intervention Program and the Gang Intervention and Suppression Team are intended to serve specific geographic areas and are expected to be successful and cost-effective. The

measurement of these program outcomes will aid in planning further service expansion if they are evaluated as responsive to community needs.

Kern County will enter into an agreement with Applied Research Center (ARC) at California State University, Bakersfield to perform program analysis and reporting for evaluation of the proposed programs. To ensure confidentiality, a file number will serve as a link across files; no other identifying information will be included. The Probation Department will extract data elements needed for the evaluation such as demographic information, types of referrals, types of services received, and cooperation with specific Court orders.

The Early Intervention Program (EIP) target population is, by definition, pre-system youth, and therefore will generally not be present in the administrative data systems. Data elements relating to their background information will be collected "on paper" during intake.

Other data that are specifically related to the prevention and intervention programs, such as school attendance, behavior, and referrals will be recorded on paper during intake and sent to Applied Research Center. One way program success will be evaluated is to compare outcomes between those who do and those who do not complete programs or comply fully with program expectations. Thus, those participants will continue to be tracked and data will be sent to ARC for compilation.

A key instrument in the evaluation process will be open, honest, and ongoing communications between the agencies, teams and program participants. Effective communication will ensure that the Probation Department has a clear understanding of how effective the program is in meeting the needs of its target audience.

Our evaluation will attempt to not only determine the success of a particular program, but *which variables* appear to contribute to juveniles' success or failure in each program.

APPENDICES

A. PRIORITIZED LIST OF JUVENILE JUSTICE PROGRAMS

Early Intervention Program

- East Bakersfield
- Oildale/34th Street
- North Kern (Delano, McFarland, Shafter, Wasco)

The first program has been selected by the Kern County Juvenile Justice Council because it meets needs cited by the communities in recent needs/risks surveys and also because the Council supports the concepts of prevention and early intervention as a means to divert minors from the Juvenile Justice system. (The South Kern areas of Arvin and Lamont are targeted for future early intervention programs if additional funding becomes available.)

CPA 2000 Cost Projection: \$1,426,385*

Gang Intervention and Suppression Team

The Gang Intervention and Suppression Team again is a result of stated community need, as well as a recognition that more needs to be done to protect the two communities of East and Southeast Bakersfield from high-risk juveniles involved in gangs.

CPA 2000 Cost Projection: \$901,368*

*Costs include purchase of fixed assets (computers, telephone equipment, furnishings), professional and CBO contracts and a lease of vehicles and program space to support the proposed CMJJP programs.

B. KERN COUNTY COLLABORATIVE MAP

Kern County is the third largest county in the state (8,000 square miles), with eleven incorporated cities. Kern has been the fastest growing county in California for most of the past decade and has a population of 694,749 according to the California Department of Finance.

C. COLLABORATIVE PARTNERS

Alliance Against Family Violence
Arvin Union High School District
Bakersfield City School District
Bakersfield Indian Health Service
Barbara Patrick, 3rd District Supervisor
Beardsley School District
Blue Cross
Boy's & Girls Club
Buttonwillow Union School District
Carol Ordiway
Child Guidance Clinic
Clinica Sierra Vista
College Health, IPA
Court Appointed Special Advocates
Desert Counseling Clinic
Diane Atkinson
Dixie King
Ebony Counseling Center
El Tejon School District
Girl Scouts-Joshua Tree Council
Greater Bakersfield Legal Assistance
Greenfield Union School District
Hall Ambulance
Harvey Hall
Kern Child Abuse Prevention Council
Kern County Housing Authority
Jim Burke Ford
Kaiser Permanente

Kern County Departments:

- Economic Opportunity Corporation
- Public Health
- Mental Health
- Human Services
- Probation

Superintendent of Schools
Kern Family Health Care
Kern Regional Center
Kernville Union School District Kids' Club
Lamont School District
McFarland Unified School District
Mercy Hospital/Mercy Learning Center
National Health Services
North of the River Parks & Recreation
Planned Parenthood
Richland Lerdo School District
Rio Bravo Country Club
Sierra Sands School District
Southeast Healthy Start
Stan Shires
Tehachapi Unified School District
Teen Challenge
United Way of Kern County
Vietnam Veterans of America #536
Wasco Union High School District

D. KERN COUNTY DEMOGRAPHIC TRENDS

Demographic Trends in Kern County's Population by Race/Ethnicity, 1990-1998*									
Race/Ethnicity	Total Population			Population Under 18			Population Under 5		
	1990	1998	Rate of Change	1990	1998	Rate of Change	1990	1998	Rate of Change
African-American	29,177	38,115	+30.6%	10,539	12,840	+21.8%	3,656	3,737	+2.2%
American Indian	5,575	6,808	+22.1%	1,607	1,558	-3.1%	418	380	-10.0%
Asian/Pacific Islander	15,133	20,774	+37.3%	4,724	6,332	+34.0%	1,384	1,929	+39.4%
Latino	154,397	207,133	+34.2%	63,702	87,923	+38.0%	21,072	29,679	+40.8%
White	345,148	375,327	+8.7%	93,316	98,693	+5.8%	28,080	24,405	-15.1%
TOTALS	549,531	648,157	+17.4	173,888	207,346	+19.2%	54,610	60,130	+10.1%

*Source: 1998 California Department of Finance

Demographic Trends in the Ethnic Distribution of Kern County's Population, 1990-1998

Race/Ethnicity	% of Total Population			% of Total Population			% of Total Population		
	1990	1998	% Change	1990	1998	% Change	1990	1998	% Change
African-American	5.3	5.9	+0.6	6.1	6.2	+0.1	6.7	6.2	-0.5
American Indian	1.0	1.1	+0.1	0.9	0.8	-0.1	0.8	0.6	-0.2
Asian/Pacific Islander	2.8	3.2	+0.4	2.7	3.1	+0.4	2.5	3.2	+0.7
Latino	28.1	32.0	+3.9	36.6	42.4	+5.8	38.6	49.4	+10.8
White	62.8	57.9	-4.9	53.7	47.6	-6.1	51.4	40.6	-10.8

*Source: 1998 California Department of Finance

E. GANG INTERVENTION and SUPPRESSION TEAM (G.I.S.T.)

Daily Log

Date: _____ Name: _____

	Target Subjects:	Non-target Subjects:
# of <u>Arrests</u>		
# of <u>Recovered Firearms</u>		
# of <u>Recovered Non-Firearm Weapons</u>		
# <u>Field Interviews Completed</u>		
# <u>Gang Verification Forms Completed</u>		

# STEP Act Notices Served		
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F. CRIMINAL GANG MEMBERSHIP CRITERIA

1. Claims affiliation with gang.
2. Has tattoos indicating affiliation with gang.
3. Wears clothing which bears gang identification.
4. Is repeatedly in the company of validated gang members.
5. Is involved in gang related crimes.
6. Is named by validated gang members as being a member of that gang.
7. Is named by validated members of a rival gang as being a member of another gang.
8. Has been field interviewed participating in suspicious activity with validated gang members.
9. Has been identified as a gang member by another agency.
10. Is identified as a gang member by reliable source(s).
11. Appears in a photograph which indicates gang affiliation.
12. Is listed in documents indicating gang affiliation.
13. Requests jail housing with specific gang factions.