

YOUTH VIOLENCE PREVENTION INITIATIVE: LOCAL ACTION PLAN



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EXECUTIVE SUMMARY

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

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

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

The purpose of this document, the *Youth Violence Prevention Initiative: Local Action Plan*, is to establish JJCC partner's funding strategies and recommendations for community violence prevention and intervention efforts targeting youth and young adults between the ages of 10 and 25.

The plan will provide background on violence prevention planning in San Francisco, the JJCC partnership, and the funding sources available for violence prevention among youth and young adults in San Francisco. It will also identify the target population in more detail, and describe the continuum of risk used by JJCC partners to guide service allocation. The plan will set out the theoretical framework that JJCC partners use to guide violence prevention planning and evaluation.

The document will present the community input process that the Department of Children, Youth and their Families (DCYF) carried out in order to incorporate community viewpoints into the *Youth Violence Prevention Initiative: Local Action Plan*. The results of that community input process, along with a review of relevant San Francisco crime data and of the literature on violence prevention will provide an

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

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

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

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

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

overview of violence prevention needs. This section describes the problem of street violence, juvenile/criminal justice trends among youth and young adults, issues concerning education and workforce systems, and how trauma contributes to the problem of violence in San Francisco.

Finally, the document will set out the JJCC partner's strategic violence prevention funding priorities. Strategies for prevention, enforcement, and reentry are defined. These strategies include: alternative education; secondary prevention; diversion; detention alternatives; detention based services; and aftercare/reentry services. A series of next steps will be laid out for the adoption and implementation of the *Youth Violence Prevention Initiative: Local Action Plan*. These steps focus primarily on strengthening and expanding the JJCC partnership, and building connections with other coordinating bodies such as the San Francisco Reentry Council.

All youth and young adults in San Francisco should have the opportunity to live safe, meaningful, and productive lives. The *Youth Violence Prevention Initiative: Local Action Plan* aims to help make that vision a reality.

I. INTRODUCTION AND BACKGROUND

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

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

In 2008, former Mayor Newsom charged the Department of Children, Youth and their Families (DCYF) with coordinating the revision of the City and County of *San Francisco Violence Prevention Plan (2008-20013)*. DCYF developed a partnership with multiple City Departments and CBO partners to work collaboratively in developing and implementing a unified City and community vision to reduce violence and victimization in San Francisco.

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

In order to incorporate the diverse viewpoints of key stakeholders into the revised Violence Prevention Plan, DCYF conducted an extensive and inclusive input process. DCYF used the information from the

community input process and secondary data collection to complete the first phase of the Violence Prevention Plan revision, the *Street Violence Reduction Initiative (SVRI)*.⁶ The SVRI is targeted towards perpetrators and victims of street violence between the ages of 10 and 25 years old. DCYF and partners are currently implementing the SVRI.

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

This document draws on community input findings, evidence-informed best practices and an assessment of the current DCYF violence prevention and intervention strategies to develop a framework for future allocation of all the Joint Funders Violence Prevention and Intervention portfolio.

JUVENILE JUSTICE COORDINATING COUNCIL (JJCC)

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

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

Per the by-laws, the JJCC currently consists of 18 voting members designated as follows: the Chief of Juvenile Probation or his designee, serving as Chair of the Council; one representative from the District Attorney's Office, the Public Defender's Office, the Sheriff's Department, the Board of Supervisors, the Department of Human Services, the Department of Public Health-Mental Health Division, a community-based drug and alcohol program, the Police Department, the San Francisco Unified School District, the Juvenile Probation Commission, the Adult Probation, the Mayor's Criminal Justice Council, the Juvenile Justice Commission, the Youth Commission, the Department of Recreation and Parks, the Department of Children, Youth and their Families, and an at-large community representative. Additional voting members may be designated by the chair of the

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

Council, and may include representatives from nonprofit, community-based organizations providing services to youth (see *Appendix 1: 2011 Juvenile Justice Coordinating Council Members List* for a complete list of JJCC members).

JUVENILE JUSTICE FUNDING SOURCES FOR FISCAL YEAR 2011-2013

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

JUVENILE JUSTICE CRIME PREVENTION ACT (JJCPA)

JJCPA funds are allocated by the state Corrections Standards Authority (formerly called the Board of Corrections) to each county based on its population. Funds are to be used for services that are “based on programs and approaches that have been demonstrated to be effective in reducing delinquency and addressing juvenile crime.”⁷ In order to receive JJCPA funds, a county must engage in the extensive planning process described above. Historically, the Mayor’s Office administered these funds through its Office of Criminal Justice or its Office of Community Investment. Due to organizational changes within the Mayor’s Office, JJCPA funds are now administered through DCYF.

JUVENILE ACCOUNTABILITY BLOCK GRANT (JABG)

These federal funds pass through the state Corrections Standards Authority and on to the counties, based on each county’s crime index and law enforcement expenditures. The goal of this grant is to hold juvenile offenders accountable for their criminal activities. San Francisco received \$119,034 in FY 2010-11, \$100,583 in FY 2009-10, and \$100,583 in FY 2008-09.

SAN FRANCISCO CHILDREN’S FUND

The Children’s Fund administered by DCYF was first established by Proposition J, known as the Children’s Amendment, approved by San Francisco voters in 1991, and renewed by Proposition D in 2000. The Children’s Amendment, resulting from the joint efforts of advocates and community members, created a fund generated by an annual tax of 3 cents for every \$100 of assessed property tax value, which funds programs for children and youth ages 0-17. In FY 2010-11, San Francisco dedicated \$1,795,449 from the Children’s Fund to violence prevention and intervention efforts for San Francisco Youth.

SAN FRANCISCO GENERAL FUND

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

⁷ “Juvenile Justice Local Action Plan: Bridge Update.” SFJPD, DCYF, April 2011.

help to meet some of the service needs of transitioning youth ages 18-25. In FY 2010-11 San Francisco dedicated \$7,590,708 in general fund support to violence prevention and intervention efforts.

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

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

II. TARGET POPULATION

As noted above, the *Youth Violence Prevention Initiative: Local Action Plan* targets youth and young adults age 10 to 25. Although violence has an impact on individuals throughout their life courses, those between the ages of 10 to 25 are at higher risk of being either a victim or a perpetrator of street violence.⁸ In 2009, almost 30% of the homicide victims in the city were between the ages of 10 to 25 years old.⁹ Not all youth and young adults are affected by violence to the same extent –African American, Latino, immigrant youth, and youth living in neighborhoods where the majority of families have income below the poverty line experience disproportionately high levels of violence.¹⁰

Youth and young adults also experience different levels of needs and service requirements depending on their risk level. The following definitions, revised and approved by the JJCC in a 2011 planning document, reflect some of the primary stages when youth and young adults may require services to prevent juvenile/criminal justice system involvement or to support successful exit of these systems.

At-Risk

Youth and young adults who display signs of delinquent behavior, experimenting with drugs and alcohol, not going to school or work. These individuals are not connecting to positive peers or role models, and they show reduced interest in positive activities and in striving for positive personal goals.

Highly At-Risk

In addition to presenting the conditions for at-risk youth and young adults, these individuals and/or their families may have been referred to Family and Children Services; they might have been or are currently involved in the foster care system, and they these individuals may have had police contacts.

⁸ Although street violence affects this age group at a higher rate, we recognize that in San Francisco individuals out of this range are also profoundly impacted by street violence. In an effort to maximize resources this target age group has been adopted. However, recommendation for services and interventions might be provided for a wider targeted age group.

⁹ Violence Police Center, *Lost Youth: A County-by-County analysis of 2009 California Homicides Victims Ages 10 to 24*. (Washington, DC: 2011). p. 17.

¹⁰ Davis Ja, "Violence Prevention and Intervention Evaluation Report." Ja & Associates, San Francisco, 2010.

In-Risk

Youth and young adults who have made contact with the juvenile and criminal justice system. Youth “in-risk” fall into three sub-categories:

- *System Involved*: Pre or post adjudicated youth and young adults whose court, probationary or parole requirements keep them connected to the juvenile justice system.
- *In-Custody/Detained*: Pre or post adjudicated youth or young adult who are in a secure facility.
- *Aftercare/Reentry*: Post adjudicated youth and young adult who have completed their detention and court requirements. They are getting ready to exit the juvenile and criminal justice system and they need support to successfully reintegrate into their communities.

Some specific areas and neighborhoods in San Francisco are impacted more severely by street violence than others. A 2008 analysis of the San Francisco Police Department District Stations Boundaries found five neighborhoods and areas that had the highest concentration of crime and calls for services: Zone (1) Tenderloin/SOMA; Zone (2) Western Addition; Zone (3) Mission; Zone (4) Bay view/Hunter’s Point; and Zone (5) Visitation Valley.¹¹ This *Youth Violence Prevention Initiative: Local Action Plan* outlines a unified interdepartmental funding strategy to prevent and intervene in the cycle of violence. Given limitations on actual funding, strategies also target neighborhoods mostly impacted by violence while acknowledging the unique environmental and cultural characteristics of each area.

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

III. FRAMEWORK FOR VIOLENCE PREVENTION

San Francisco has designed many effective violence prevention programs and initiatives to create safer communities. DCYF, the Juvenile Probation Department (JPD) and the Department of Public Health (DPH), jointly fund and coordinate efforts to support a portfolio of over sixty violence prevention and intervention services to address the needs of young people involved in the juvenile justice system, adults criminal justice system and those at-risk of getting involved. This partnership funds sixty-three violence prevention and intervention programs totaling approximately \$12M, which are monitored by DCYF. In 2010, 3,600 youth ages 14 to 18 and 700 young adult ages 19 to 24 participated in city-funded violence prevention and intervention services.¹²

Partnerships between public agencies and community organizations are fundamental to the success of violence-reduction projects.¹³ Dealing effectively with violence and delinquent behavior requires a

¹¹ San Francisco Police Department, San Francisco Police Department District Station Boundaries Analysis, Final Report. May, 2008.

¹² San Francisco Department of Children, Youth and their Families, Contract Management System Data, City and County of San Francisco: 2010.

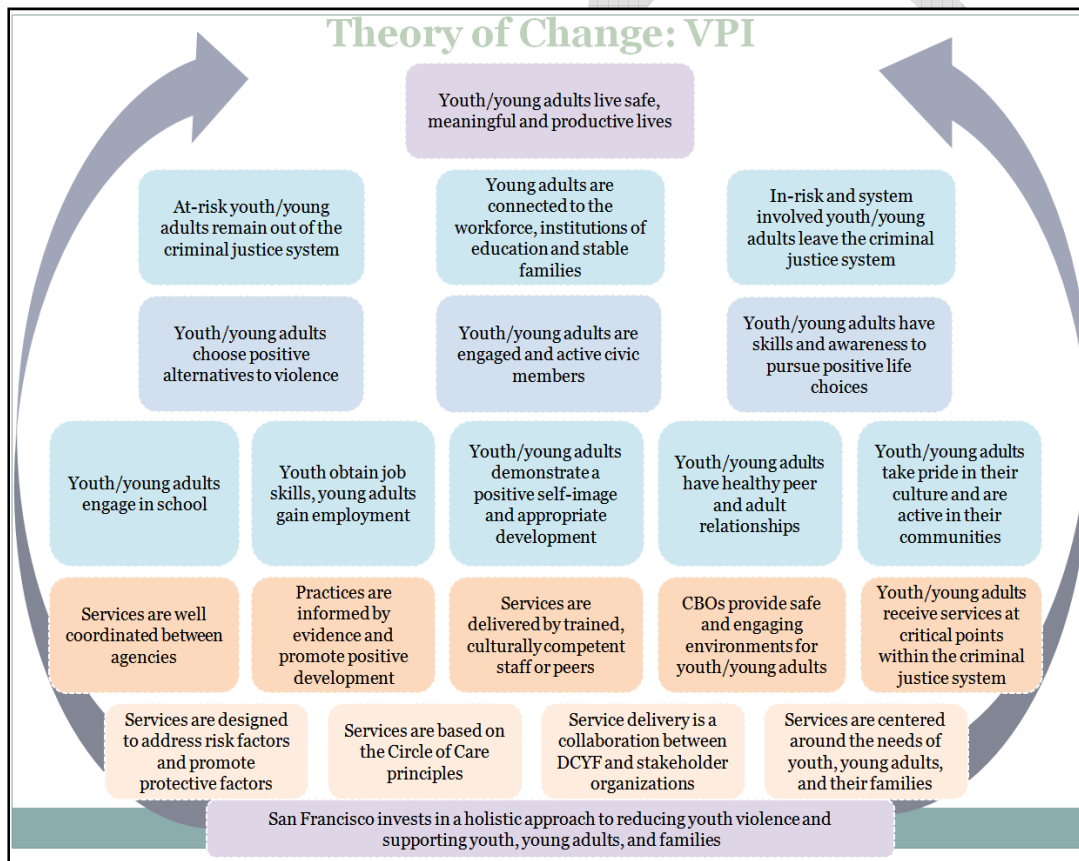
¹³ Linda Jucovy & Wendy McClanahan, *Reaching Through the Cracks: A Guide to Implementing Youth Violence Reduction Partnership*. (Pennsylvania: Public/Private Ventures: 2008) p. 25

continuum of services formed by prevention, intervention, law enforcement, and reentry.¹⁴ Prevention services are often provided at the community level and aim to help youth avoid risky behavior and contact with the juvenile justice system; these programs and services are usually provided by social service agencies, public and mental health agencies and schools.¹⁵ Intervention and reentry strategies are usually provided by local law enforcement agencies in two main components: a supervisory component and a treatment component.¹⁶

THEORY OF CHANGE AND THE “CIRCLE OF CARE” MODEL

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

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



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

¹⁴ Spergel, Irving et al., *The Comprehensive Community-Wide, Gang Program Model: Success and Failure. Studying the Youth Gang*, edited by Short, James et al, MD: Altamira Press: 2006, pp.203-224.

¹⁵ Mark W. Lipsey, et. al., *Improving Effectiveness of Juvenile Justice Programs. A New Perspective on Evidence-Based Practice*. Center for Juvenile Justice Reform. 2010.

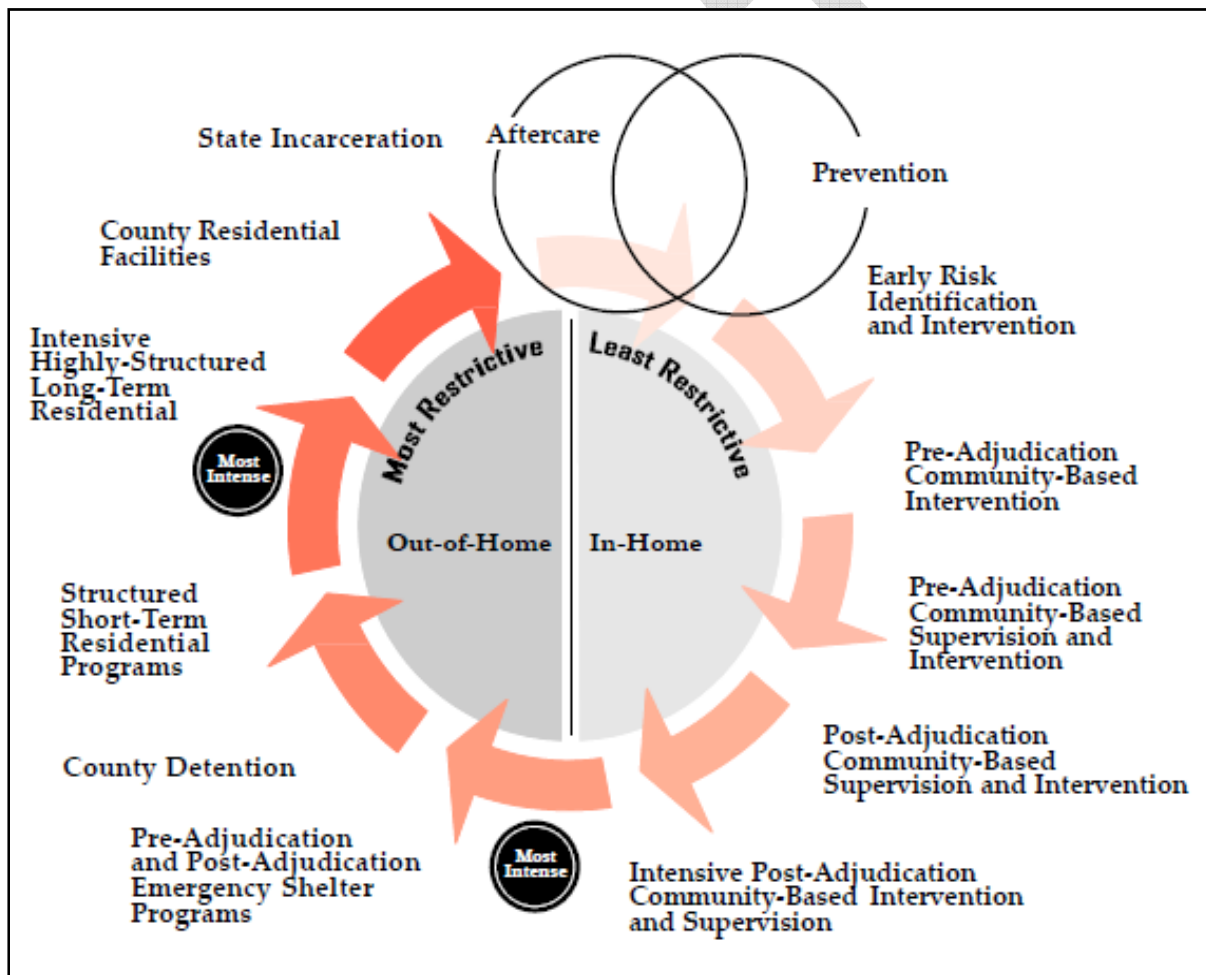
¹⁶ The VPI Joint Funders partner with several CBOs to provide the treatment component within intervention strategies.

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

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

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

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



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

INCORPORATING COMMUNITY PERSPECTIVES

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

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

Violence is typically addressed in two ways: interventions focused directly on reducing or preventing violence and violent crimes; and interventions designed to improve neighborhoods and residents' well-being, which are expected to indirectly have an impact on reducing crime and violence.¹⁷ Participants in focus groups, interviews, and community meetings were asked a series of questions structured around this model of violence prevention, such as "what does a safe San Francisco look like?" and "what are the challenges to safety in your community?" Questions focused on identifying the factors they perceive as contributing to violence and proposed solutions.

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

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

As part of the information gathering phase of the revision, DCYF also conducted a literature review of relevant social science research. This secondary data collection process provided context and support

¹⁷ Jannetta, Denver, et. al., "The District of Columbia Mayor's Focused Improvement Area Initiative: Review of the Literature Relevant to Collaborative Crime Reduction." The Urban Institute, 2010.

for community input. The results of the literature review help ensure that the *Youth Violence Prevention Initiative: Local Action Plan* builds on well-grounded evidence as to the root causes of violence and successful strategies to address it.

IV. VIOLENCE PREVENTION NEEDS IN SAN FRANCISCO

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

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

STREET/COMMUNITY VIOLENCE

At every level in the information gathered (city constituents, service providers and city departments) street violence was identified as one of the most pervasive types of violence afflicting San Francisco community. The alarming rates among young people between 10 and 25 years old, especially vulnerable minorities,¹⁸ account for some of the reasons why street violence is considered such a priority within the City and County of San Francisco.

Street violence is not only the leading cause of injury, disability and premature death among youth and young adults in the nation; it is also a contributing factor in the development of chronic diseases, such as post traumatic stress disorder, depression, anxiety, and substance abuse. According to the Prevention Institute, street violence presents a barrier for communities to adopt healthier life styles. For example, efforts to improve nutrition and increase physical activity levels are undermined by violence or the fear of it. Furthermore, as indicated earlier street violence is more prevalent in socially disadvantaged communities of color; this disparity contributes greatly to the overall health, life style and well-being inequalities these communities experience.¹⁹

¹⁸ City and County of San Francisco. Department of Children, Youth and Their Families. *Street Violence Reduction Initiative: San Francisco Plan*. April 2011.

¹⁹ Prevention Institute. *A Public Health Approach to Preventing Violence: FAQ*: 2009. p.3

“People (young and old) are looking for community, for a group to belong to; we must provide alternatives to violent street groups”²⁰

STREET VIOLENCE IN SAN FRANCISCO

The homicide rate in San Francisco rose steadily from 2005 to 2008, with 100 homicides in 2007. Table 1 illustrates the violent crime trends from 2005 to 2009. Prior to 2009 San Francisco experienced over 80 homicides a year. Of the 98 homicides reported for 2008, approximately 38% were youth and young adults aged 14 to 25. 94% of those youth and young adult victims were high school dropouts.²¹ Although 50 homicides were reported in 2010 in San Francisco²², 2011 presents a significant challenge for the community since by late May of this year over 20 homicides have been reported; significantly more than reported in 2010 and 2009 using year to date comparison. In this sense, intervention strategies and techniques are clearly needed to reduce the harm caused by street violence in the City and County of San Francisco.

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

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

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

San Francisco’s Adolescent Health Working Group (AHWG) released a 2009 report, *A Snapshot of Youth Health and Wellness*, to raise awareness about the health and well-being of adolescents in San Francisco, inform the design and delivery of service strategies for young people and provide data that can be used by stakeholders for grant writing and advocacy purposes. The working group found that homicide is still the leading cause of death among youth ages 15-24 in San Francisco at a rate of 30 per 100,000, which is nearly twice the statewide youth homicide rate (18 per 100,000).²³

In 2010, DCYF partnered with Davis Y. Ja & Associates to conduct a violence prevention and intervention evaluation, to document the climate and overall environment of San Francisco’s most at-risk communities.²⁴ Although San Francisco’s homicide rates decreased in 2009, analysis conducted by Ja &

²⁰ City and County of San Francisco. Department of Children, Youth and Their Families. Key Informant Interviews. 2010.

²¹ Adolescent Health Working Group, *A Snapshot of Youth Health and Wellness, San Francisco 2009* by Marlo Simmons, Rachel David, Mara Larsen-Fleming & Natalie Combs (San Francisco, CA: 2008).

²² San Francisco Police Department, *Compstat Year End Report*. Press Conference: January 05, 2011.

²³ Adolescent Health Working Group, *A Snapshot of Youth Health and Wellness, San Francisco 2009* by Marlo Simmons, Rachel David, Mara Larsen-Fleming & Natalie Combs (San Francisco, CA: 2008).

²⁴ Davis Ja, *Violence Prevention and Intervention Evaluation Report*. Ja & Associates. San Francisco, 2010.

Associates found on the five neighborhoods considered “hot zones” by the San Francisco Police Department²⁵, violent crime levels remained the same. The disproportionate number of shootings still remained constant and impacted these neighborhoods where the majority of the population is African American, Latino and have economic levels below the poverty line; and where the incidences of street violence continue to impact San Franciscans at significant rates.

Estimates indicate San Francisco has 1,200 to 1,700 individuals are affiliated with a group perpetuating street violence and that about 48% of the homicides in 2004, 2005, and 2006 were reportedly related to this affiliation. Local research indicates young people were most likely to join a street association between 12 and 14 years of age, and that their reasons for joining included money, protection, a friend was part of the group, fun, and to get respect. More than half of males involved in street violence or some sort of street affiliation indicated being part of these groups made them safer.²⁶

While the actual number of young adults involved in violent street associations or at-risk of involvement is difficult to estimate, available evidence suggests that involvement in high at-risk activities is affecting many young adults in San Francisco. As indicated by the research and the community input process youth and young adults involved in street associations or those at-risk of involvement with street violence face a range of interconnected needs and barriers due to poverty, trauma, insufficient education, crime and street violence which put them at great risk of not being able to escape from “the life” to become safe, employed and economically self sufficient. A recent survey of 11th graders in traditional public high schools indicates that 8% of male students and 3% of female students reported they are in an organized street group, and about one in five (18%) of males students and female students (20%) in non-traditional high schools report they are involved in an organized street group.²⁷ Overall, street violence remains a primary concern among youth and families in San Francisco.²⁸

JUVENILE/CRIMINAL JUSTICE SYSTEM INVOLVEMENT

INCIDENTS OF VIOLENCE AMONG CHILDREN AND YOUTH

In 2010, a total of 2,814 referrals were made to the Juvenile Probation Department, approximately a 15% decrease from 2006 when 3,290 referrals were made.²⁹ Although this decrease in referrals is encouraging the needs of the juvenile justice population are still critical. The juvenile justice referrals made in 2010 correspond to 1,720 unduplicated youth, 45% were African American, 29% Hispanic, 17% White, 5% Chinese and 10% Asian & Pacific Islander. Approximately 83% of these young people were between the ages of 15 and 18 years old. Of the young people referred to the San Francisco Juvenile Probation Department in 2010, about 70% were male and 30% were female. Juvenile incarceration rates disproportionately impact African American and Latino males above any other demographic group.

²⁵ San Francisco Police Department, San Francisco Police Department District Station Boundaries Analysis, Final Report. May, 2008.

²⁶ San Francisco Mayor’s Office of Housing, Office of Economic and Workforce Development, Redevelopment Agency. 2010-2014 Five-Year Consolidated Plan. May 2010.

²⁷ Kidsdata.org, “San Francisco: Child and Youth Safety,” <http://www.kidsdata.org/data/region/dashboard.aspx?loc=266&cat=1> accessed March 2011.

²⁸ San Francisco Department of Children, Youth and Their Families, *Violence Prevention Plan Community Input Sessions: 2011*.

²⁹ San Francisco Juvenile Probation Department, *2009 Statistical Report: 01/01/2010 to 12/31/2010*. City and County of San Francisco: 2011

“We need positive role models that look like us to look up to. Young, strong, women of color that really understand us because they have been through the same struggle we have. The director of my internship program is a couple of years older than I am; when I see her I know that in a few years I can be like her.”³⁰

Furthermore, special attention must be paid to the number of young girls and women referred to the juvenile justice system. Even though male referrals are notably higher, as indicated on the Table 2, the percentage of female referrals has increased since 2005. This year the Juvenile Probation Department presented a special report based specifically on girls entering the juvenile justice system. The report demonstrates a 12.5% recidivism rate among girls in 2010. Approximately, 60% of the girls arrested in 2010 were African American and around 24% were Hispanic; and about 70% were between the ages of 16 and 18 years old, while around 23% were 14 or 15 years old.

The reports also indicate 73% of the girls arrested or referred to juvenile probation are primarily for three top criminal offenses such as felonies, with robbery, assault and prostitution.³¹

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

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

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

The Juvenile Probation Department demographics directly correlate with those most impacted by street violence in San Francisco. Although approximately 23% of youth arrested in 2010 were not San Francisco residents; the remaining percentages indicate that a high concentration of arrested youth were residents in the “hot zone” communities: 20% of them were Bayview Hunters Point residents, 17% lived in the Mission, 13% resided in Visitation Valley and 11% were from Tenderloin, South of Market and the Western Addition areas.³²

³⁰ Young woman in a gender specific focus group. March, 2011.

³¹ Ibid.

³² San Francisco Juvenile Probation Department, *2009 Statistical Report: 01/01/2010 to 12/31/2010*. City and County of San Francisco: 2011.

Despite San Francisco Juvenile Probation Department’s decrease in population, the number of juvenile offenders involved in more serious and violent incidences is steadily increasing. Table 3 indicates the percentage of bookings for robbery and assault increased from 2006 to 2010. Similarly juveniles detained for weapons-felony have also spiked higher in numbers compared to other years. Furthermore, the Juvenile Probation Department found a recidivism rate of 18.09% during 2010, which indicates that about 20% of youth arrested in 2010 had already been in contact with the Juvenile Justice System.³³

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

Year	Total Detentions	Detention Reason					
		Robbery		Assault ^a		Weapons–Felony	
2006	3,290	370	11.25%	*324	9.85%	105	3.19%
2007	1,252	326	26.04%	*205	16.37%	71	5.67%
2008	1,289	349	27.08%	*219	16.99%	82	6.59%
2009	1,025	302	29.46%	*200	19.51%	71	6.93%
2010	846	259	30.61%	*173	20.45%	52	6.15%

Source: *San Francisco Juvenile Probation Department Annual Reports (2006-2010)*. City and County of San Francisco <http://sfgov3.org/index.aspx?page=549>

^a Includes attempted murders

TRANSITIONAL AGE YOUTH AND YOUNG ADULTS

In 2010, 2,075 adults were released to parole in San Francisco.³⁴ A total of 7,174 individuals were on probation in San Francisco in 2007-08, of which approximately 655 were youth ages 18-25.³⁵ Presently, San Francisco’s Adult Probation Department is responsible for supervision of approximately 6,341 adults placed on formal Probation by the Superior Court. Of these, approximately 1,243 are transition age youth (TAY) ages 18-25.³⁶ These young adults face significant challenges in establishing financial stability, obtaining and maintaining employment and securing stable housing. Many also face substance abuse, mental health, and medical and criminal association issues. Table 4 presents the results of an analysis of the Adult Probation Department’s 18-25 year old San Francisco probationers where the challenges and needs of this population were identified.

³³ Ibid.

³⁴ CA Department of Corrections and Rehabilitation, *County and Region of Parole: Calendar Year 2010*. Data Analysis Unit. Sacramento: 2011.

³⁵ San Francisco Adult Probation Department, *Annual Report Fiscal Year 2007-08*. City and County of San Francisco: 2009.

³⁶ Wendy Still (Chief of San Francisco Adult Probation Department), e-mail communication to DCYF’s VPI Team, March 15, 2011

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

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

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

The California Department of Justice data shows that 19-30 year old adults account for 50% of felony arrests. According to the 2010 Adult Institution Outcomes Evaluation Report by the California Department of Corrections and Rehabilitation (CDCR) in California, “Younger formerly incarcerated individual’s recidivate at the highest rate. Inmates released at age 24 or younger return to prison at a rate of almost 75%.”³⁷ Furthermore, San Francisco’s recidivism rate is 78.3%, which is over 10% higher than the statewide recidivism rate (67.5%).³⁸

The devastating consequences of violence among youth and young adults in San Francisco make demonstrate that a comprehensive, integrated and coordinated approach to reduce violence is necessary to overcome these barriers and to provide safer communities for all San Franciscans.

EDUCATION AND WORKFORCE SYSTEM NEEDS

Lack of a meaningful education system and meaningful work opportunities were the most mentioned contributing factors to violence in the community input process, particularly among youth groups and confirmed by service providers and community based organizations. According to the information collected and analysis, youth disengage from school because the school system presents courses that seem boring and irrelevant to students. Some students complained that the few courses they would enjoy if they took are not available to them because of their low performance or behavioral problems. The majority of the interviews and comments from specialized groups called for a systematic improvement of the education system to address this situation.

In the same way, according to the analysis of the information, lack of work and/or volunteer opportunities where youth and young adults could engage in meaningful productive activities was attributed to have a great impact in increasing the opportunities for violence in San Francisco.

An inclusive, engaging and effective education system is fundamental to prevent violence. Research indicates that youth who are less committed and interested in school are more likely to engage in

³⁷ California Department of Corrections and Rehabilitation, Office of Research, *2010 Adult Institution Outcome Evaluation Report*. (Sacramento, CA, 2010). http://www.cdcr.ca.gov/Adult_Research_Branch/Research_Documents/ARB_FY0506_Outcome_Evaluation_Report.pdf accessed March, 2011.

³⁸ Ibid.

violence and criminal behavior. Furthermore, numerous studies demonstrate that unemployment and lack of access to meaningful jobs contribute greatly to higher involvement in violent behavior.³⁹

“Something has to change with the school system. We can’t play sports because of our grades; we can’t take the classes we want because of our grade. There’s so much we can’t do because of the grades, but I don’t see them help me to get better [grades].”⁴⁰

EDUCATION AND WORKFORCE NEEDS IN SAN FRANCISCO

The San Franciscans who participated in the planning process believe that violence cannot be significantly reduced unless the factors that contribute to it are addressed. Limited educational and employment opportunities, as well as untreated trauma caused primarily by violence are among the factors known to contribute to violence, and were seen by San Franciscans as the most pressing. Poverty, unemployment, and poor academic preparation are key factors that affect a young person’s likelihood of participating in violent behavior.^{41, 42}

Poverty and poor academic preparation are key factors that affect a young person’s likelihood of involvement with street groups and San Francisco’s youth that are at high risk: one in ten San Franciscans (11.2%) lives in poverty⁴³, and rates tend to be higher among young adults and in communities of color. In 2009, nine of San Francisco’s 17 high schools have an Academic Performance Index rank of 1 or 2, placing them among the poorest performing in the state and in school year 2008-2009 just 81% of San Francisco’s high school students graduated from High School.⁴⁴

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

Each year, approximately 5,500 ninth graders enroll in San Francisco Unified School District (SFUSD) high schools; one in four of these students (27%) will not graduate.⁴⁵ In addition, approximately 1,000 students, or 20% of each cohort, drop out of high school annually. According to SFUSD, there are 130

³⁹ Esbenses Finn-Aage, “Preventing Adolescent Gang Involvement” in *Criminal Justice: Concepts and Issues*, ed. Chris Eskridge, 371-385. Los Angeles, CA: Roxbury Publishing Company, 2004.

⁴⁰ Youth in detention from a Focus Group. February, 2011.

⁴¹ San Francisco Department of Children, Youth, and Their Families. “Street Violence Reduction Initiative: San Francisco Plan.” Violence Prevention and Intervention Unit, 2011.

⁴² Finn-Aage, E. “Preventing Adolescent Gang Involvement” in *Criminal Justice: Concepts and Issues*, ed. Chris Eskridge, 371-385. Los Angeles, CA: Roxbury Publishing Company, 2004.

⁴³ U.S. Census Bureau, *State and County Quick Facts: San Francisco (city) Quick Facts: 2009* <http://quickfacts.census.gov/qfd/states/06/0667000.html> accessed October, 2010.

⁴⁴ CA Department of Education, Educational Demographics Office, *Data Quest, 2009 Base Academic Performance Index Report*. http://dq.cde.ca.gov/dataquest/AcntRpt2010/2009Base_Dst.aspx?cYear=&allcids=3868478&cChoice=2009BDst accessed January, 2011.

⁴⁵ San Francisco Department of Children, Youth, and Their Families, City and County of San Francisco.

sixteen year olds who are off-track by one or more years; 430 seventeen year olds off-track by one or more years; and 475 eighteen year olds who should be in their last year of school, but who are off-track by one or more years.⁴⁶

San Francisco's African American youth are particularly at risk, as only 228 of the approximately 660 graduate each year. While African Americans make up only 6% of the San Francisco population, they account for the majority of youth in both the juvenile justice (45%) and high school dropout rates (42%)⁴⁷, and 49% of young adults ages 18-25 on Adult Probation are African American.

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

The 2009 American Community Survey reports that there are approximately 60,000 young adults ages 18-24 in San Francisco. Of these, 9,000 are neither working nor attending school and 6,156 lack a high school diploma, severely limiting their employment opportunities. Approximately 2,000 of these individuals receive some form of public assistance.

San Francisco ranks first in California and fourth out of 314 urban cities nationwide with the highest cost of living in the U.S. with an index of 62% above the national average.⁴⁹ While 11.2% of San Franciscans live below the federal poverty level⁵⁰, the average annual living wage needed by a single adult working full time to afford food, housing, transportation and necessary expenses is \$31,965. For a single adult raising a child wage increases must increase to at least \$76,201.⁵¹

In 2010, DCYF conducted a Community Needs Assessment as the first phase of a three year cycle to inform the development of an action plan, called the Children's Service Allocation Plan, which analyzes existing citywide spending and identifies priorities for future use of the Children's Fund. A wide representation of young people, parents, service providers, community members, and policymakers participate in this process every three years.⁵²

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

⁴⁶ City and County of San Francisco, *California Healthy Kids Survey, Technical Report*: 2009.

⁴⁷ City and County of San Francisco, *California Healthy Kids Survey, Technical Report*: 2009.

⁴⁸ U.S. Census Bureau, State and County Quick Facts: San Francisco (city) Quick Facts: 2009. <http://quickfacts.census.gov/qfd/states/06/0667000.html> accessed October, 2010.

⁴⁹ The Council For Community and Economic Research: 2010.

⁵⁰ U.S. Census Bureau, State and County Quick Facts: San Francisco (city) Quick Facts: 2009. <http://quickfacts.census.gov/qfd/states/06/0667000.html> accessed October, 2010.

⁵¹ California Budget Project, *Making Ends Meet: How much does it cost to raise a family in California*, California Budget Project: 2010.

⁵² Department of Children, Youth and Their Families, *Community Needs Assessment*, May 2011.

31%, while at some schools truancy rate is significantly higher.⁵³ In 2009-2010, 1,075 high school students were chronically truant. While the number of chronically truant high school students decreased by 79 students since 2008-2009, there are still concerns with the number of schools experiencing chronic truancy and chronic absenteeism, and the extent of some students' absenteeism.⁵⁴

During community input sessions to inform DCYF's Community Needs Assessment, parents, and service providers expressed concerns about safety in and around schools. Mirroring statewide averages, school safety in San Francisco appears to have improved negligibly since 1997.⁵⁵ Between 2006 and 2008, one percent of 9th grade females and nearly three percent of 9th grade males reported they felt very unsafe at school. During that same time period, four percent of 11th grade males reported feeling very unsafe at school.⁵⁶ In 2009, more than 1,100 students (7%) reported that they skipped school because they felt unsafe and more than 1,000 students reported having been threatened or injured with a weapon on school property. About 14% of 11th graders in SFUSD reported being "afraid of being beaten up" at school and 10 percent report having actually been in a physical fight. More 9th graders reported being afraid of being in a fight (20%) than having actually been in a physical fight (15%).⁵⁷ From 1997 to 2009 the percentage of students who self-reported carrying a weapon to school dropped from 8% to 7%.⁵⁸

COMMUNITY VIOLENCE AND TRAUMA

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

Participants in the community input sessions indicated that opportunities should be provided specifically for those who have been impacted by street and gun violence to mourn and heal from this trauma in order to avoid retaliation and therefore the perpetuation of violence.

In a mental health context, trauma refers to events that are emotionally painful, shocking, or distressing.⁵⁹ Traumatic events can be acute -- time and place specific -- such as school shootings or gang-

⁵³ The truancy rate measures the percentage of students who have missed class without an excuse more than three times during the school year. California Department of Education, Safe & Healthy Kids Program Office, "San Francisco Unified Expulsion, Suspension, and Truancy Information for 2009-10," <http://dq.cde.ca.gov/dataquest/Expulsion/ExpReports/DistrictExp.aspx?cYear=2009-10&cChoice=DstExp1&cCounty=38&cNumber=3868478&cName=San+Francisco+Unified>, accessed January 13, 2011.

⁵⁴ San Francisco Unified School District, Stay in School Coalition, "Students with Chronic Absences and Habitual Absences," San Francisco, October 2010.

⁵⁵ San Francisco Unified School District, "Youth Risk Behavior Survey, trend sheets 1997-2007," accessed July 12, 2010, <http://healthiersf.org/Resources/chks-yrbs.cfm>.

⁵⁶ California Department of Education, "San Francisco County: Perceptions of School Safety," in "California Healthy Kids Survey, 2006-2008 by Gender and Grade Level in 2006-2008" accessed January 18, 2011, <http://www.kidsdata.org/data/region/dashboard.aspx?loc=265&cat=a>.

⁵⁷ San Francisco Unified School District, "California Healthy Kids Survey, 2008-2009: Key Findings," San Francisco, 2009, 16;

⁵⁸ San Francisco Unified School District, "Youth Risk Behavior Survey trend sheets 1997-2009," accessed July 12, 2010, <http://healthiersf.org/Resources/chks-yrbs.cfm>.

⁵⁹ National Institute of Mental Health. "Helping children and adolescents cope with violence and disasters." NIH publication, no. 01-3519, 2001.

related violence, or chronic, such as domestic violence or abuse. Traumatic stress occurs in young people when their exposure to traumatic events overwhelms their ability to cope with these experiences. Young people can experience traumatic stress from being directly victimized, or from witnessing violence in their homes or communities.⁶⁰ While there is a wide range of responses to trauma, many children and youth experience traumatic stress as a result of community violence.

Exposure to violence has serious consequences for many young people. Untreated traumatic stress can affect social, emotional, and physical development among children and adolescents, and result in a number of adverse health and life outcomes. Traumatic stress can affect educational and workforce outcomes, interpersonal relationships, mental and physical health, risk-taking behavior, and likelihood of involvement in violence.⁶¹

Traumatic stress can affect educational outcomes by harming a young person's ability to concentrate and take in new information, and by negatively affecting cognitive development in a way that contributes to learning disabilities.⁶² Trauma may also lead to a host of social and behavioral issues that negatively affect educational outcomes. Young people who experience trauma may have lower levels of educational attainment and poorer workforce options as a result of their exposure to violence.⁶³ If school is a source of traumatic stress for students these effects may be exacerbated and contribute to truancy and dropping out of school.⁶⁴ Education, as discussed in the previous section, is a key determinant of workforce outcomes, and correlated with involvement in violence.

"This community has been exposed to so much trauma: loss of family members to violence and incarceration, poverty, abuse, neglect; and people think the best way to deal with that is to tough it up, but if we don't heal, if we don't weep and mourn our losses, we won't be able to move on."⁶⁵

Untreated traumatic stress can negatively affect mental health and interpersonal relationships, both immediately and later on in a young person's life. Increased depression and anxiety can play a role in lowered school achievement, and also contribute to a general sense of hopelessness and isolation. Though some young people may suppress depressive symptoms or experience emotional numbing as a short-term response to community trauma, these protective, adaptive responses can mask mental health issues that may have negative consequences later in life.⁶⁶ Untreated traumatic stress can have a

⁶⁰ Gerrity, E. & Folcarelli, C.. "Child traumatic stress: What every policymaker should know." Durham, NC and Los Angeles, CA: National Center for Child Traumatic Stress, 2008.

⁶¹ Ibid.

⁶² Carrion, V. "Youth Violence, Posttraumatic Stress Symptoms & Learning." CA Education Supports Project, Brief Number 6, 2011.

⁶³ Margolin, G., and Gordis, E. "The Effects of Family and Community Violence on Children." Annual Review of Psychology, 51:445-479, 2000.

⁶⁴ See section III. B. above for San Francisco-specific data on perceptions of school safety and experiences of traumatic events at school.

⁶⁵ Community member and service provider in VPI/DCYF Community Input Session, 2011.

⁶⁶ Gaylord-Harden, N., Cunningham, J., and Zelencik, B. "Effects of Exposure to Community Violence on Internalizing Symptoms: Does Desensitization to Violence Occur in African American Youth?" Journal of Abnormal Child Psychology, 39:711-719, 2011.

negative impact on young people's ability to form close peer relationships,⁶⁷ and to communicate effectively with family and friends as adults.⁶⁸

A growing body of research also suggests that traumatic stress contributes to physical health issues that persist into adulthood. Kaiser's Adverse Child Experiences Study (ACE) used data from more than 17,000 participants to track the relationship between exposure to childhood trauma and negative health outcomes. The ACE Study found that experiencing trauma increased the likelihood of having a whole host of physical health risk factors or conditions. Among the risk factors and conditions associated with trauma are alcohol abuse, early initiation of smoking, early initiation of sexual activity, illicit drug use, sexually transmitted infections, severe obesity, heart disease, and liver disease.⁶⁹ Many characteristics associated with trauma are also associated with these poor health outcomes (such as poverty), but the strong dose-response relationship (where more traumatic experiences were correlated with more negative health outcomes) between health outcomes and traumatic events suggests that the effects of trauma are long-lasting and significant.

Young people who experience untreated traumatic stress have a higher risk of involvement in the juvenile justice system – some studies estimate that at least 75% of youths in the juvenile justice system have been victimized.⁷⁰ Research also suggests that exposure to community violence can increase aggressive and/or risk-taking behavior.⁷¹ While the pathways between experiencing traumatic events in one's community and the likelihood of participating in violence are not fully understood, the link between community violence, traumatic stress, and likelihood of participating in violence is clear. When young people are exposed to community violence and untreated traumatic stress, they are more likely to continue the "cycle of violence."⁷²

TRAUMATIC STRESS IN SAN FRANCISCO

While it is difficult to estimate the prevalence of traumatic stress among San Francisco's youth, research suggests that many San Franciscans are experiencing the effects of traumatic events. Researchers estimate that in inner-city neighborhoods at least one-third of young people have been directly victimized, and that nearly all children and teens have been exposed to community violence.⁷³

⁶⁷ Kelly, B., Schwartz, D., Hopmeyer Gorman, A., and Nakamoto, J. "Violent Victimization in the Community and Children's Subsequent Peer Rejection: The Mediating Role of Emotion Dysregulation" *Journal of Abnormal Child Psychology*, 36:175–185, 2008.

⁶⁸ Gerrity, E. & Folcarelli, C.. "Child traumatic stress: What every policymaker should know." Durham, NC and Los Angeles, CA: National Center for Child Traumatic Stress, 2008.

⁶⁹ Felitti, V. et al., "Relationship of Childhood Abuse and Household Dysfunction to Many of the Leading Causes of Death in Adults: The Adverse Childhood Experiences (ACE) Study." *American Journal of Preventive Medicine*, 14(4), 1998.

⁷⁰ Ford, J. D., Chapman, D. P., Mack, M., & Pearson, G. "Pathways from traumatic child victimization to delinquency: Implications for juvenile and permanency court proceedings and decisions." *Juvenile and Family Court Journal*, 5(1), 13–26, 2006.

⁷¹ National Institute of Mental Health. "Helping children and adolescents cope with violence and disasters." NIH publication, no. 01-3519, 2001.

⁷² Siegfried, C., Ko, S., Kelley, A. "Victimization and Juvenile Offending." National Child Traumatic Stress Network Juvenile Justice Working Group. Durham, NC and Los Angeles, CA: National Center for Child Traumatic Stress, 2004.

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

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

Data from the National Survey of Adolescents found that:

- The percentage of boys who were physically assaulted and had ever committed an offense was 46.7 percent, compared to 9.8 percent of boys who were not assaulted.
- 29.4 percent of physically assaulted girls reported having engaged in offending acts at some point in their lives, compared with 3.2 percent of non-assaulted girls.
- About 32 percent of boys who witnessed violence reported ever engaging in offending acts, compared with only 6.5 percent of boys who did not witness violence.
- About 17 percent of girls who witnessed violence reported lifetime offending behavior, compared with 1.4 percent of girls who did not witness violence.⁷⁴

As mentioned earlier in San Francisco, homicide is still the leading cause of death among youth ages 15-24, with a local youth homicide rate nearly twice the statewide rate (30 vs. 18 per 100,000).⁷⁵ San Francisco City officials estimate that between 5,000 and 11,000 children and youth under age 18 are exposed to domestic violence each year.⁷⁶ Family and community violence is affecting the lives of San Francisco youth.

Results from DCYF’s 2011 Community Needs Assessment suggest that violence causes stress for young people and their families. A recent survey of SFUSD high school students found that when asked what issues add stress to their lives, violence in the community was “very stressful” for 16 percent of SFUSD students, and “somewhat stressful” for 33 percent of SFUSD students.⁷⁷ Participants that took part in DCYF’s community input sessions during the Community Needs Assessment noted a need for mental health services for older youth and transitional age youth.⁷⁸ The prevalence of violence-related trauma and need for mental health services was echoed in input sessions focused on violence, and in DCYF’s recent Violence Prevention Plan community input process. Community violence affects many San Francisco youth, and many will experience lasting effects from traumatic stress that can contribute to violence if left untreated.

⁷⁴ Siegfried, C., Ko, S., Kelley, A. “Victimization and Juvenile Offending.” National Child Traumatic Stress Network Juvenile Justice Working Group. Durham, NC and Los Angeles, CA: National Center for Child Traumatic Stress, 2004.

⁷⁵ Simmons, David, Larsen-Fleming & Combs, “A Snapshot of Youth Health and Wellness.” Adolescent Health Working Group, San Francisco, 2009.

⁷⁶ Mayor’s Office of Housing, Office of Economic and Workforce Development, Redevelopment Agency, “2010-2014 Five-Year Consolidated Plan,” San Francisco, 2010.

⁷⁷ YouthVote, YouthVote Fall 2010 Student Survey,” San Francisco, 2010.

⁷⁸ San Francisco Department of Children, Youth and Their Families, “2011 Community Needs Assessment.” San Francisco, 2011.

VI. STRATEGIC FUNDING PRIORITIES

Based on theoretical frameworks of violence prevention and change, community input, and national models and best practices, JJCC partners will support the following strategies focused on prevention, intervention, enforcement, and reentry services.

Prevention strategies can be divided in two tiers: primary prevention and secondary prevention. Primary prevention accounts for universal prevention programs of which all youth and young adults are recipients of through community wide programs delivered usually at schools, community center and similar settings – these are typically funded through other City and County of San Francisco agencies and departments. Secondary prevention programs target specific youths and young adults within the community with identified risk factors for delinquency related adverse outcomes.⁷⁹

Intervention programs, strategies and intensive services (early and high risk intervention) provide care and rehabilitation services for youth who are actively involved in violence and might or might not be in contact with system.⁸⁰ Reentry programs and strategies provide support and access to comprehensive services and assistance for formerly incarcerated individuals to reduce recidivism, improve public safety and reintegrate individuals into their communities.⁸¹

Participants in the community input process had a number of specific recommendations about the best strategies and activities to address violence and its contributing factors. To address education and workforce system gaps, participants in the community input process recommended a number of specific steps, such as academic assistance and mentoring for youth and young adults, workforce development programs, and school-based services such as mental health, and counseling.

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

Participants also suggested a number of improvements to community health services that could have an impact on violence. Among the ideas proposed was the provision of spaces for community empowerment, safer, cleaner public places for youth to spend time, and gender specific programs.

This community input, along with lessons learned from successful national programs, guides the strategies that will be supported by the JJCC partners.

⁷⁹ U.S Department of Justice. Office of Justice Programs. Office of Juvenile Justice and Delinquency Prevention. JJ Wilson & JC Howell A *Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*. Juvenile Justice Bulletin. 1993

⁸⁰ Spergel, Irving et al., *The Comprehensive Community-Wide, Gang Program Model: Success and Failure*. *Studying the Youth Gang*, edited by Short, James et al, MD: Altamira Press: 2006, pp.203-224.

⁸¹ National League of Cities Institute for Youth and Education and Families, *Preventing Gang Violence and Building Communities where Young People Can Thrive. A Toolkit for Municipal Leaders*. p.67

PREVENTION AND SECONDARY STRATEGIES

Prevention and intervention strategies are ideally delivered prior to contact with the juvenile justice system, but they are not necessary exclusively delivered prior to individuals making this contact.

ALTERNATIVE EDUCATION

Participants of specialized group sessions and community input sessions recommended education services starting as early as possible in the life of young individuals in order to prevent violence. Specific services mentioned were academic assistance and tutoring; mentoring programs; and overall curriculum improvement to include culturally relevant courses that engage students in their own development and to prepare them for the workforce and college paths. San Francisco community sees schools sites as perfect hubs to provide prevention services through academic support and mentorship.

Although there is not yet much empirical support to the theory that school-based prevention activities reduce violence and crime, some anecdotal evidence suggests that when well implemented school-based programs could reduce targeted behaviors like smoking and gang activity, and could improve discipline in schools and peers relationship.⁸² There is a wealth of research indicating that skill building strategies (i.e. academic and vocational skills and social skills) have a significant impact in reducing recidivism among juvenile justice involved populations.⁸³

Though important to successful violence prevention, education and workforce development primary prevention services are provided through other San Francisco funding strategies and departments, such as: Early Care and Education, Out of School Time, Youth Leadership, Empowerment and Development Services, Community Based Workforce and Job Placement, Office of Economic Workforce Development, San Francisco Unified School District, etc.

The *Youth Violence Prevention Initiative: Local Action Plan* therefore emphasizes alternative education and workforce needs of youth and young adults that are at risk for involvement or already involved with the juvenile/criminal justice system. Alternative Education activities can be delivered when youth or young adults who are at-risk or highly at-risk of getting in contact with the juvenile system, as well as when they are already in contact with the system and in aftercare or reentry services.

Connecting youth and young adults to these services is an effective violence prevention strategy. Programs in the Promising and Effective Practices Network (PEPNet), funded by the U.S. Department of Labor, offer alternative education options to young offenders in both residential and community settings. These programs have been found to reduce recidivism rates, prepare youth offenders for economic self-sufficiency, and help them develop the work and life skills and resources necessary to achieve long-term success.⁸⁴

⁸² Ibid.

⁸³ Mark W. Lipsey, et. al., *Improving Effectiveness of Juvenile Justice Programs. A New Perspective on Evidence-Based Practice*. Center for Juvenile Justice Reform. 2010.

⁸⁴ PEPNet: Connecting Juvenile Offenders to Education and Employment Office of Juvenile Justice and Delinquency Prevention, 2001

JJCC partners will prioritize highly specialized academic instruction for students, ages 10–18 whose disruptive or delinquent behavior has prevented them from succeeding in mainstream educational environments. Partners will also prioritize highly specialized, community-based, GED/High School instruction for young adults ages 18-25 that didn't succeed in mainstream secondary education.

SECONDARY PREVENTION STRATEGIES

Some of the secondary prevention methods supported by the JJCC partners may include: case management; mentorship; and enrichment activities.

Case Management

During the community input sessions and interviews to inform the revision of the Violence Prevention Plan, service providers and youths strongly agreed on the needs and benefits of a well-structured, culturally competent, comprehensive, and service planning-driven Case Management Program with a strong component of Violence Prevention Support Services. Those participating in the input process believe that Case Management is the starting point from where youth and young adults can assess their social, educational and vocational needs and receiving the right services that will prevent them, from getting in contact with the systems or completely exiting from them.

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

Case management programs following the wraparound approach (after an initial assessment, an individualized care plan is prepared for each participant outlining current needs and following up steps to address those needs) have shown positive effects to prevent and reduce youth violence when well-implemented. Youth in contact with the juvenile justice system receiving wraparound services are less likely to engage in at-risk or delinquent behavior and they show significant improvement in their behavioral and interpersonal relationships with their family, authority figures and peers.⁸⁵

Conventional case management, offered by a single case manager, can be successful when well implemented. Including core wraparound elements (based in the community, include family and peers in the process, culturally appropriate, individualized strength-driven case plans that balance interagency and community based collaboration, etc) offer more favorable outcomes.⁸⁶

Case Management services could be delivered in-custody, school or community-based settings and it should include when necessary counseling, and linkage to services and advocacy organizations. After initial assessment, individuals can be placed in different types of case management depending on their level of risk and needs. Some types of case management include: Restorative Case Management, Intensive Case Management, Intensive Supervision and Clinical Services and Transitional and Reentry Case Management.

⁸⁵ Janet Walter and Eric Bruns, Wraparound. - Key Information, Evidence and Endorsements. National Wraparound Initiative. March 2007.

⁸⁶ Burchard, J. D., Bruns, E.J., & Burchard, S.N. The Wraparound Process. In B. J. Burns, K. Hoagwood, & M. English. Community-based interventions for youth. New York: Oxford University Press. (2002).

Case management providers usually refer participants to other agencies or community based organizations where youths and young adults receive services to address their needs. Case Managers could also offer services themselves according to their expertise. JJCC partners will support case management services for youth aged 10-25.

Mentorship

Mentoring programs with youth involved or at-risk of getting involved with the Juvenile Justice System have proven to improve outcomes for participants. An evaluation of mentoring programs where youth at risk were paired with an adult and exposed to a range of activities or opportunities to build relationships and engage in positive experiences found that participants of these programs had improvement at school (such as skipping school less, getting better grades and improving academic confidence), they were less likely to begin carrying weapons or use drugs or alcohol, less likely to hit someone else and overall improved relationships with family and peers⁸⁷.

The Juvenile Mentoring Program (JUMP), supported by OJJDP, provided one-to-one mentoring for youth at risk of delinquency, gang involvement, educational failure, or dropping out of school. The program found that mentoring can operate in support of a wide variety of goals such as improved school performance and attendance, abstinence from drug and alcohol use, reduction in gang involvement, and avoidance of delinquent activities.⁸⁸

JJCC partners will target mentorship opportunities to those youth or young adults who are at-risk or highly at-risk of getting in contact with the juvenile justice system, as well as when they are in-risk. The activities within this strategy could be delivered at any point within the continuum of the circle care, youth at-risk, highly at-risk and in-risk (system involved, in custody, aftercare/reentry) would benefit from this strategy.

Enrichment Activities

Enrichment activities such as arts programs, cultural (identity and diversity) programs, sports programs, music recording, writing workshops, field trips, outings and retreats; were mentioned as alternatives to violence that could be offered to children, youth and young adults. Services such as community empowerment and civic engagement activities to build capacity in order to respond to violence were also mentioned by services providers during the community input sessions to inform the revision of the violence prevention plan. Community wisdom and research agree in this area. These services provide the means for youth and young adults to engage in positive, productive activities while establishing interpersonal relationships, developing trust, and provide access to opportunities. Enrichment activities also allow youth and young adults to belong to a group they can relate to and call their own.⁸⁹

⁸⁷ Jesse Jannetta, Megan Denver, et. al. "The District of Columbia Mayor's Focused Improvement Area Initiative: Review of the Literature Relevant to Collaborative Crime Reduction" District of Columbia Crime Policy Institute. Washington, DC The Urban Institute: 2010.

⁸⁸ 1998 Report to Congress: Juvenile Mentoring Program. Office of Juvenile Justice and Delinquency Prevention Report, 1998. Available at: <http://www.ncjrs.gov/html/ojdp/173424/chap7.html>

⁸⁹ Quint Thurman, et. at.. "Community-Based Gang Prevention and Intervention: An Evaluation of the Neutral Zone." Crime and Delinquency, 42(2). 1996. p. 279-295.

JJCC partners will support enrichment activities to meet the need for positive engagement of youth and young adults at-risk and highly at-risk of getting involved with the juvenile justice system as well as those who have already made contact with it. The activities within this strategy could be delivered at any point within the continuum of the circle care, youth at-risk, highly at-risk and in-risk (system involved, in custody, aftercare/reentry) would benefit from this strategy.

ENFORCEMENT AND REENTRY STRATEGIES

Enforcement strategies attempt to interrupt the most violent groups in communities and older individuals actively involved in violent delinquent activity by applying some form of sanction⁹⁰.

The information gathered and analyzed during the input process demonstrated a significant call of action to law enforcement to move towards a proactive and not reactionary way of enforcing the law. Alternatives sentencing, this is less punitive and more restorative approaches, were recommended when dealing with youth and young adults who get in contact with the juvenile and criminal justice systems.

Participants in the input process to inform this revision believe that once youths and young adults get in contact with the systems, they need intervention measures and services to reduce the possibilities of those individual reoffending and it could also offer a continuation of services he or she were receiving prior to getting in contact with the systems.

Enforcement or suppression efforts are often designed to discipline those engaging in violent or delinquent behavior and to deter other individuals from following that path. However, a meta-analysis of 548 studies on delinquency interventions aimed to reduce recidivism found that interventions based on control (discipline, deterrence, surveillance) were less effective than interventions based on therapeutic philosophy (restorative, case management, skill building and counseling). Alarmingly, some of the control strategies, specifically discipline and deterrence, produced negative results in reducing recidivism⁹¹. Furthermore research indicates that swiftness and certainty of sanctions for criminal behavior is more effective in deterring new offenses or offenders than is severity of the sanction.⁹²

Suppression efforts, for example detention, probation and parole surveillance programs, have been determinate extremely important to successfully prevent and reduce violence.⁹³ However, these

⁹⁰ Spergel, Irving et al., *The Comprehensive Community-Wide, Gang Program Model: Success and Failure. Studying the Youth Gang*, edited by Short, James et al, MD: Altamira Press: 2006, pp.203-224.

⁹¹ Mark W. Lipsey, et. al., *Improving Effectiveness of Juvenile Justice Programs. A New Perspective on Evidence-Based Practice*. Center for Juvenile Justice Reform. 2010.

⁹² Jannetta, Denver, et. al., "The District of Columbia Mayor's Focused Improvement Area Initiative: Review of the Literature Relevant to Collaborative Crime Reduction." The Urban Institute and the District of Columbia Crime Policy Institute, Washington, DC, 2010.

⁹³ Spergel, I. A., Wa, K. M., & Sosa, R. V. *The Comprehensive, Community-Wide, Gang Program model: Success and failure*. In J.F. Short & L.A. Hughes (eds.), *Studying Youth Gangs*. Lanham, MD: AltaMira Press. (2006). P. 203-224

programs alone do not appear to be very effective.⁹⁴ Studies have shown that when broadly applied intensive enforcement and suppression strategies could yield negative results.⁹⁵

Based on this wealth of information about the impact of enforcement and suppression strategies to prevent and reduce violence, the Joint Funders Partnership recommends a set of strategies to enhance services provided by enforcement entities and to alleviate the overreliance in detention alone as a way to deal with violence, which has not shown the desired outcomes of public safety and youth well-being. The set of strategies are Diversion, Detention Alternatives, and Detention Based Services.

DIVERSION

Diversion strategies attempt to stir youth and young adults away from the path of the juvenile and criminal justice systems. The classic concept of diversion theorizes that processing certain youth through the criminal justice system may do more harm than good. Successful diversion programs have established systematic protocols with local law enforcement and juvenile probation departments, to identify a point of entry into services and demonstrate delivery of intensive and comprehensive services. These programs focus on assessing the risks and needs of youth and young adults and provided the level of needed treatment or intervention according to these assessments.⁹⁶

The Office of Juvenile Justice and Delinquency lists the Detention Diversion Advocacy Program (DDAP) as one “best practice” program for violence prevention. DDAP was first launched in San Francisco in 1993 and has since been replicated in several cities across the country. The DDAP program found that providing detention case advocacy, intensive case management, and a comprehensive range of individualized, community-based services to young people who have had contact with the juvenile justice system increased appearances at court hearings, reduced recidivism, and helped decrease incarceration.⁹⁷

JJCC partners will support diversion strategies combined with specific intervention activities to divert youth and young adults from having multiple police contacts, being removed from their community, and families or returning to the criminal justice system. Individuals participating in diversion strategies are involved in the juvenile system; although they have not been formally adjudicated they might have court requirements.

DETENTION ALTERNATIVES

Detention alternatives reduce harmful over reliance on secure confinement, reduce racial disparities and bias, and improve public safety while keeping youth and young adults engaged in their community

⁹⁴ Jannetta, Denver, et. al., “The District of Columbia Mayor’s Focused Improvement Area Initiative: Review of the Literature Relevant to Collaborative Crime Reduction.” The Urban Institute and the District of Columbia Crime Policy Institute, Washington, DC, 2010.

⁹⁵ David Wesiburd and John Eck, What can Police Do to Reduce Crime, Disorder and Fear? The Annals of the American Academy of Political and Social Science. 593. May 2004. P. 42-65.

⁹⁶ U.S Department of Justice. Office of Juvenile Justice and Delinquency Prevention Randall G. Shelden, Detention Diversion Advocacy: An Evaluation. Juvenile Justice Bulletin.. September, 1999. <http://www.ncjrs.gov/html/ojdp/9909-3/contents.html> Accessed May 2011.

⁹⁷ Detention Diversion Advocacy Program (DDAP). Deinstitutionalization of Status Offenders Best Practices Database. Office of Juvenile Justice and Delinquency Prevention. [http://www2.dsgonline.com/dso2/dso_program_detail.aspx?ID=815&title=Detention Diversion Advocacy Program](http://www2.dsgonline.com/dso2/dso_program_detail.aspx?ID=815&title=Detention%20Diversion%20Advocacy%20Program) Accessed June 2011.

and spending more wisely taxpayers' contributions. This strategy keeps youth off the street and involved in positive activities during afternoon and evening hours, it provides transportation, tutoring and life skills training. Programs under this strategy provide activities and supervision to youth going through the adjudication process to help them successfully address the pre and post adjudication requirements imposed by the juvenile justice system.

The Juvenile Detention Alternatives Initiative (JDAI) is a national model aimed at reducing reliance on detention. Some of the core elements of the JDAI model include collaboration among key partners related to juvenile offenders, effective use of data, and new or enhanced use of non-secure alternatives. Out of 78 sites that reported current and pre-JDAI data, the total detention population in 2009 was 35 percent less than the average detention population prior to joining JDAI. In 24 areas, the detention population was less than half of the average in the year prior to entering the JDAI project.⁹⁸

JJCC partners will support detention alternatives that offer a combination of supervision, services and structured activities to find the most suitable approach to prevent and reduce violence among in-risk/system involved youth. Those participating in these programs will be required to have a track record of working with San Francisco Juvenile Probation Department because they are referred to these alternatives to detention services through the juvenile justice system.

DETENTION BASED SERVICES

The Violence Prevention and Intervention Joint Funders Partnership understands that in some cases detention is the most appropriate strategy to guarantee not only public safety but also the safety and well being of youths engaging in negative harmful behavior. As mentioned before and reiterated over time in research studies and evaluations, in order to provide an environment where youth and young adults can thrive and overcome the circumstances that have brought them to their current situation, an optimal balanced of detention and services are critical.⁹⁹

The partnership recognizes the fundamental role played by community based organizations in delivering culturally appropriate services, and engaging this vulnerable population in exploring new ways of thinking, new belief system and therefore different behaviors through evidence-based and promising curricula.

JJCC partners will prioritize services delivered while youth are in custody to support behavior change and well-being while in detention and away from their communities and families. Youth and young adults receiving detention based services are between the ages of 10-25 years old whose behavior has become so harmful to themselves and the community that they need a higher of supervision.

⁹⁸ Mendel, R., "Two Decades of JDAI." Annie E. Casey Foundation, 2009.

⁹⁹ Jannetta, Denver, et. al., "The District of Columbia Mayor's Focused Improvement Area Initiative: Review of the Literature Relevant to Collaborative Crime Reduction." The Urban Institute and the District of Columbia Crime Policy Institute, Washington, DC, 2010.

AFTERCARE/REENTRY

Participants in the community input process to inform this review were well aware of the importance of reentry and aftercare services to those youth and young adults coming back from detentions settings. Input at every level (city departments, services providers and community at large) proposed that reentry processes for those involved with the juvenile and criminal justice system would benefit from more effective collaboration between probation/parole and nonprofit organizations, to provide wrap-around services that include risk assessment, case managing and mentoring. It is well understood that reentry services are extremely important to support those individual preparing and getting ready to reenter their communities and reconnect with their families.¹⁰⁰

JJCC partners will emphasize aftercare and reentry services in order to provide needed support during this fragile and critical stage of violence prevention and intervention. Youth and young adults participating in this strategy are system involved and could be transitioning out of their detention or alternative to detention/court requirements.

GENDER AND CULTURALLY SPECIFIC SERVICES

During the community input sessions and the key informants' interviews conducted to inform this revision, the important of providing preventive services and interventions tailored specifically to meet the needs of young girls and women were consistently highlighted. The JJCC partners recognize the need to ensure that all services provided to young people who are at-risk and in-risk/system involved and in custody are appropriate to their gender, cultural identity, and sexual orientation.

“Women’s roles in society need to be valued and respect for women must be reclaimed through culturally appropriate solutions.”¹⁰¹

Gender specific programs can take many forms, and can provide services at any range of the risk continuum (from prevention to aftercare). One model, Movimiento Ascendencia (Upward Movement) established in Pueblo, CO, was designed to provide 8- to 19-year-old females with positive alternatives to substance use and gang involvement. The program found that girls in the program showed a greater reduction in delinquency than girls in the control group.¹⁰²

These services should also be included in the prevention and intervention strategies to prevent the harmful impact of violence not only male and female youth and young adults but also those who do not identify within that traditional categorization. In order words, it is recommended that all strategies and their corresponded activities should be based on a gender and culturally specific foundation.

¹⁰⁰ National League of Cities Institute for Youth and Education and Families, Preventing Gang Violence and Building Communities where Young People Can Thrive. A Toolkit for Municipal Leaders. p.67

¹⁰¹ Mission Neighborhood Center. Mission Girls' philosophy.

¹⁰² Movimiento Ascendencia. OJJDP Model Programs Guide. Office of Juvenile Justice and Delinquency Prevention. <http://www.ojjdp.gov/mpg/mpgProgramDetails.aspx?ID=643> Accessed June 2011.

ADDITIONAL RECOMMENDATIONS ACROSS STRATEGIES

The following values and recommendations should guide all JJCC-supported strategies.

- 1) Continue to strengthen evaluation of funded programming, guided by DCYF's "Theory of Change." The Theory of Change shows the series of changes that lead to the desired outcome, and includes changes that are difficult to measure.
- 2) Continue to build connections across city agencies and community partners that respond to family violence and street/community violence via data-sharing, referrals, and joint planning.
- 3) Address institutional barriers that prevent individuals from accessing services and budgetary challenges that impact city funding for service delivery.
- 4) Ensure that all services provided are appropriate to a youth or young adult's gender, sexual orientation, and cultural identification.

VII. NEXT STEPS

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

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

The City and County of San Francisco will enhance the role of the JJCC through the following efforts.

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

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

This plan will better establish a system of care that includes transitional aged youth and adults. It will

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

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

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

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

Similar to the Reentry Council, JPD is developing a city ordinance to formally define the role and structure of the JJCC. The ordinance will acknowledge the state required functions and responsibilities while increasing the authority of the council to include the approval of the entire Violence Prevention and Intervention allocation plan including funding from the San Francisco General Fund, Children's Fund, EPSDT funds, and other grant and one-time grants sources. In FY 2010/2011, total funding for the Violence Prevention and Intervention Services exceeded \$11.5 million.

The proposed ordinance will also include a provision that codifies the relationship between the JJCC and the Reentry Council. Language to acknowledge the role of the Reentry Council and to formally create an avenue for dialogue and coordination between the two entities will further support efforts to improve coordination between the juvenile and criminal justice systems.

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

DEVELOP A STRONG PARTNERSHIP WITH THE SAN FRANCISCO REENTRY COUNCIL

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

The Reentry Council of San Francisco is composed of 23 members, many of whom also serve on the JJCC. The council is co-chaired by the District Attorney, Public Defender, Sheriff, Chief of Adult Probation, and the Mayor's Office. While the Reentry Council holds an advisory role, its leadership and structure which

includes subcommittees with approximately 96 additional members from the City and community, have established the Reentry Council as a leader. The Council is well organized and effective in ensuring transparency, expanding communication, and encouraging community participation in the development and implementation of programming for transitional aged youth and adults exiting detention and prison facilities.

The Reentry Council of San Francisco has already amended via ordinance the administrative code that defines its authority to ensure formal coordination with the Juvenile Justice Coordinating Council. In addition, the Joint Funders Partnership is working with Reentry Council staff to explore how the two councils can better collaborate to ensure consistency. One proposal under consideration is the establishment of a joint committee that consists of representatives from both the Reentry Council and the JJCC. The purpose of the committee would be to reduce duplicative or competing priorities between the two councils and to take advantage of the redundancies in membership between the two bodies. Amongst other tasks, joint committee members will review *Youth Violence Prevention Initiative: Local Action Plan* and make recommendations to the Reentry Council and the JJCC regarding services for transitional aged youth, linkages between the adult and juvenile systems, and coordinated implementation amongst the two groups.

VIII. CONCLUSION

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

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

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

APPENDIX 1: 2011 JUVENILE JUSTICE COORDINATING COUNCIL MEMBERS LIST

Chief William Siffermann (Department is a Mandated JJCC Member)

San Francisco Juvenile Probation Department

John Avalos (Department is a Mandated JJCC Member)

San Francisco Board of Supervisors

Mario Yedidia (Department is a Mandated JJCC Member)

Youth Commission

Chief Wendy Still (Department is a Mandated JJCC Member)

San Francisco Adult Probation Department

Casey Blake (Department is a Mandated JJCC Member)

Human Services Agency

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

The Principal Center Collaborative

Rev. Ishmael Burch (A Community At-Large Representative is Mandated by the JJCC)

Community Organizer BVHP-Potrero Hill
Family Neighborhood Director BV/Beacon
Safety Network/YMCA Urban Services

Mr. Brian Chieu

Mayor's Office of Housing

Claudia Anderson (Department is a Mandated JJCC Member)

San Francisco Unified School District

Glenn Eagleson

Office of Economic and Workforce Development

Lieutenant Jason Fox (Department is a Mandated JJCC Member)

San Francisco Police Department
Juvenile and Family Services Division

Katherine Miller (Department is a Mandated JJCC Member)

San Francisco District Attorney's Office

Patricia Lee (Department is a Mandated JJCC Member)

San Francisco Public Defender's Office

Honorable Patrick Mahoney

San Francisco Superior Court

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

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

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

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

Victor Peterson
San Francisco Youth Commission

Xiomara Galvan
Juvenile Advisory Committee

Kimo Uila
Juvenile Justice Providers Association

DRAFT

APPENDIX 2: CIRCLE OF CARE DESCRIPTION

1. Prevention

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

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

2. Early Risk Identification and Intervention

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

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

3. Pre-Adjudication Community-Based Intervention

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

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

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

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

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

5. Post-Adjudication Community-Based Supervision & Intervention

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

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

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

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

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

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

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

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

8. County Detention

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

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

9. Structured Short-Term Residential Programs

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

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

10. Intensive Highly-Structured Long-Term Residential Programs

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

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

11. County Residential Facilities

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

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

12. State Incarceration

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

Purpose: To ensure the safety of the community.

13. Aftercare

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

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

DRAFT

APPENDIX 3: YOUTH VIOLENCE PREVENTION PLAN STRATEGIES AND ACTIVITIES

