

# Juvenile Justice Realignment Block Grant Annual Plan

**Date:** October 14, 2021

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## Background and Instructions:

Welfare & Institutions Code Section(s) 1990-1995 establish the Juvenile Justice Realignment Block Grant program for the purpose of providing county-based care, custody, and supervision of youth who are realigned from the state Division of Juvenile Justice or who would otherwise be eligible for commitment to the Division of Juvenile Justice prior to its closure.

To be eligible for funding allocations associated with this grant program, counties shall create a subcommittee of the multiagency juvenile justice coordinating council to develop a plan describing the facilities, programs, placements, services, supervision and reentry strategies that are needed to provide appropriate rehabilitative services for realigned youth.

County plans are to be submitted and revised in accordance with WIC 1995, and may be posted, as submitted, to the Office of Youth and Community Restoration website.

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**Part 1: Subcommittee Composition (WIC 1995 (b) )**

List the subcommittee members, agency affiliation where applicable, and contact information:

Agency	Name and Title	Email
Chief Probation Officer (Chair)	Esa Ehmen-Krause	Esa.Ehmen@prob.cccounty.us
District Attorney’s Office Representative	Andrea Tavenier	ATavenier@contracostada.org
Public Defender’s Office Representative	Jonathan Laba	Jonathan.Laba@pd.cccounty.us
Department of Social Services Representative	Roslyn Gentry	gentrr@ehsd.cccounty.us
Department of Mental Health	Steven Blum	steven.blum@cchealth.org
Office of Education Representative	Lynn Mackey	LMackey@cccocoe.k12.ca.us
Court Representative	Judge Barbara Hinton	bhint@contracosta.courts.ca.gov
Community Member (Co- Chair)	Stephanie Medley	stephanie@rysecenter.org
Community Member	Tamisha Walker	tamisha@safereurnproject.org
Community Member	Ri Scott	ri.m.scott@gmail.com

## Part 2: Target Population (WIC 1995 (C)(1) )

Briefly describe the County's realignment target population supported by the block grant:

Contra Costa County intends to use the block grant funds to support the total population of youth who, prior to the promulgation of Senate Bill 823, were eligible for commitment to the California Department of Juvenile Justice (DJJ). This includes not only youth currently committed to DJJ, but also youth currently housed and supported by programming in two programs maintained and operated by the Probation Department: (1) the Youthful Offender Treatment Program (YOTP), and (2) the Girls in Motion (GIM) program. Both YOTP and GIM are phased residential programs that offer robust, evidence-based services designed to address mental, behavioral, and cognitive needs as well as to provide education, job, and life skills.

Demographics of identified target population, including anticipated numbers of youth served, disaggregated by factors including age, gender, race or ethnicity, and offense/offense history:

The County anticipates serving a youth population very similar to the population currently under its custodial care. As of September 30, 2021, twenty-four (24) youth are committed to DJJ facilities, in addition to zero (0) youth in GIM and 10 youth in YOTP, and four (4) youth in BYA, for a total of thirty-eight (38) young people. Across these three programs, the population can be described by the following demographics:

**Age.** At intake to Juvenile Hall, three (3) young people (8%) were aged 15 years; ten (10) young people (26%) were aged 16 years; nine (9) young people (24%) were aged 17 years; nine (9) young people (24%) were aged 18 years; and seven (7) young people (18%) were between the ages of 19 and 25.

**Sex.** Of the thirty-eight (38) young people, thirty-eight (38, 100%) are male.

**Racialization.** Thirteen (13) young people (34%) identified as Black; twenty (20) young people (53%) identified as Hispanic; two (2) young people (5%) identified as Asian or Pacific Islander; and three (3) young people (8%) identified as White.

**Offense.** Thirty-Five (35) young people (92%) were adjudicated for person offenses; three (3) young people (8%) for property offenses; and two (2) young people (5%) for other offenses. Of the person offenses, nine (11) cases involved Robbery or Carjacking; nine (9) involved Assault or Battery; six (6) involved Murder or Attempted Murder; seven (7) involved sex offenses; and two (2) involved shooting into inhabited dwellings.

\*There were six (6) young people currently pending DJJ intake who were excluded from the above data set as their intake date is unknown.

Since the beginning of 2018, looking at all commitment data, the County served a youth population of 198 who were committed as follows: forty-one (41) youth were committed to DJJ, one-hundred seven (107) youth to YOTP, four (4) to BYA, and forty-six (46) youth to GIM. Notably, the lookback data includes eleven (11) male youths who were committed twice to YOTP, one (1) female youth who was committed twice to GIM, and one (1) female youth who was committed three (3) times to GIM. Across these three programs, the population can be described by the following demographics:

**Age.** At intake, four (4) young people (2%) were aged 14 years; twenty (20) young people (10%) were aged 15 years; fifty-two (52) young people (27%) were aged 16 years; sixty-five (65) young people (34%) were aged 17 years; thirty-five (35) young people (18%) were aged 18 years; fourteen (14) young people (7%) were between the ages of 19 and 25. Six (6) young people are currently pending delivery to DJJ. Therefore, their age at intake is unknown and not reflected in these percentages. Percentages were rounded to the nearest whole number.

**Sex.** Of the one hundred ninety-eight (198) young people, forty-six (46; 23%) are female and one hundred thirty-eight (152, 77%) are male.

**Racialization.** One hundred (100) young people (50%) identified as Black; sixty-three (63) young people (32%) identified as Hispanic; twenty-two (22) young people (11%) identified as White; eight (8) young people (4%) identified as Asian or Pacific Islander; five (5) young people (3%) were unknown or other.

**Offense.** One hundred forty-two (142) young people (72%) were adjudicated for person offenses; thirty-seven (37) young people (19%) were adjudicated for property offenses; and nineteen (19) young people (10%) were adjudicated for other offenses, including weapons related offenses. Of the person offenses, fifty-five (61) cases involved Assault or Battery; fifty-four (56) cases involved Robbery or Carjacking; one (1) case involved Extortion; one (1) case involved Elder Abuse; nine (9) cases involved various sexual offenses; one (1) case involved False Imprisonment; two (2) cases involved threats against an executive officer; nine (9) cases involved Murder or Attempted Murder; and two (2) cases involved shooting into an inhabited dwelling.

Describe any additional relevant information pertaining to identified target population, including programs, placements and/or facilities to which they have been referred.

N/A

### **Part 3: Programs and Services (WIC 1995 (c)(2) )**

Provide a description of the facilities, programs, placements, services and service providers, supervision, and other responses that will be provided to the target population:

The County has created a treatment program roadmap to serve the needs of the target population. This program includes three components following disposition:

- 1) Orientation
- 2) Pathway
- 3) Reentry

During orientation, the following assessments will be completed:

- Ohio Youth Assessment System (OYAS)
- Youth Outcomes Questionnaire (YOQ)
- Criminal Thinking Scale (CTS)
- Choices
- Career Aptitude Test

These assessments will be utilized to inform the youth's individualized rehabilitation plan, developed collaboratively within a multidisciplinary team (MDT).

An individualized "Pathway" will be developed based on a youth's unique, specific needs. The Pathway is developed collaboratively within the MDT, which will include the youth, Deputy Probation Officer, Juvenile Institutional Officer, and Behavioral Health, Medical, Education, and supportive individuals. These supportive individuals may include any person or persons the youth identify as supportive, such as mentors, coaches, faith leaders, and/or family members. The Department will also work with the young person to ensure that they have a mentor to work with him/her in that capacity. In addition to plan development, the MDT will meet regularly to check-in on the youth's progress. Following best practice, the MDT includes only stakeholders relevant to the actual and current needs of the youth while in-custody. Research also illustrates the connection between meaningful engagement and participation of youth within the decision-making and treatment plan and successful plan completion.

Programming will include evidence-based cognitive behavioral treatment classes, life-skills development, postsecondary coursework, vocational and career technical education, and exposure to programs, services, and activities that encourage positive youth development. Additional program considerations include attending off-site educational opportunities, employment, recreational activities, home passes, and collaboration with community-based organizations when eligible and court-approved. All youth within the program will initially be housed on the Aspen Unit until they have amassed the appropriate number of points and reached specified personal goals and benchmarks to transition into the Tamalpais Unit. The Tamalpais Unit is a less restrictive environment, and program goals will prepare the youth for reentry.

#### **Part 4: Juvenile Justice Realignment Block Grant Funds (WIC 1995 (3)(a) )**

Describe how the County plans to apply grant funds to address the mental health, sex offender treatment, or related behavioral or trauma-based needs of the target population:

Whereas empirical research estimates that the prevalence rate for mental health disorders among juvenile justice-involved young people is exceptionally high—and given the high degree of overlap between the clinical needs of youth adjudicated for sexual offenses and for non-sexual offenses—the County will explore ways to consolidate and leverage its resources to best serve these populations. Contra Costa will assess expanding local capacity and consider partnerships with other counties. Moreover, the County commits to continuous improvement and supplementation of its programs using an evidence- and strength-based, trauma-informed lens.

Serious and persistent mental illness (“SPMI”) is a critical concern for the juvenile justice system. Although there is wide variation, most mental health disorders emerge between adolescence and early adulthood,<sup>1</sup> precisely the age range of the realigned youth. Relative to their non-system-involved peers, young people in the juvenile justice system are exceptionally likely to meet the criteria for at least one mental health diagnosis.<sup>2</sup> As described above, the County will assess on an ongoing basis the needs of the young people under its care, including mental health needs. For those with identified mental health needs, County-employed behavioral health clinicians possess sufficient training to not only provide guidance with respect to the development of individualized rehabilitation plans, but also administer appropriate care consistent with that plan.

To address concerns regarding practical delivery of care, Contra Costa County will seek to expand its capacity to locally serve the rehabilitative needs of youth with SPMI diagnoses. To serve youth assigned to its secure treatment facility, the County will explore two practical adjustments to current practice and policy: (1) allocating budgetary and human resources toward creating and sustaining one ongoing, funded position to serve in the role of clinical supervisor; and, (2) updating policies, practices, and trainings as appropriate toward the development of strategies regarding crisis stabilization and management upon return from hospitalization, which may include establishing a formal agreement with Psychiatric Emergency Services at the Regional Medical Center, or a similarly appropriate entity.

The purpose of these two adjustments is to enhance the existing infrastructure of care such that it may accommodate: (a) a higher volume of cases resulting from the increase of the local population under SB 823; and (b) a wider range of responses as may be clinically appropriate and

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<sup>1</sup> Kessler, R., Amminger, P., Aguilar-Gaxiola, S., Alfonso, J., Lee, S., Ustun, T. (2007). [Age of onset of mental disorders: A review of recent literature](#). *Current Opinion in Psychiatry*, 20(4), 359-364; de Girolamo, G., Dagani, J., Purcell, R., Cocchi, A., & McGorry, P.D. (2012). [Age of onset of mental disorders and use of mental health services: needs, opportunities, obstacles](#). *Epidemiology and Psychiatric Services*, 21(1), 47-57.

<sup>2</sup> Shufelt, J., & Cocozza, J. (2006). [Youth with Mental Health Disorders in the Juvenile Justice System: Results from a Multi-State Prevalence Study](#). *National Center for Mental Health and Juvenile Justice*; Burke, J., Mulvey E., & Schubert, C. (2015). [Prevalence of mental health problems and service use among first-time juvenile offenders](#). *Journal of Child and Family Studies*, 24(12), 3774-36781.

necessary in serving a potentially wider and more complex range of mental health needs. To these ends, the clinical supervisor will manage the administrative burdens associated with the provision of care, thus centralizing and strengthening clinical oversight, in addition to displacing that burden from clinical staff who may, in turn, focus their efforts on their clinical duties. Similarly, updating crisis-response strategies will leverage the County's existing resources and expertise to equip all staff—clinical, correctional, or otherwise—with the knowledge and tools necessary to ensure the safety and well-being of the youth under the County's care. Strategies developed may address, among other things, psychosis events, suicide prevention, and other circumstances to which WIC § 5150 may apply.

In addition to SPMI, problematic sexual behavior ("PSB") is a significant area of concern. With respect to Contra Costa County, this population is relatively small: as described in Part 2 (above). Of the total eligible population of 36 young people, youth with PSB account for five commitments, or less than 14%. However, given the gravity of these offenses, the County will pursue evidence-based programs or arrangements that serve its dual interest in rehabilitation and public safety.

Importantly, the body of evidence consistently demonstrates that youth adjudicated for sexual offenses are psychologically and behaviorally distinct from adults convicted for similar charges. Namely, justice-involved youth with PSB are, on average, remarkably similar to the general population of justice-involved youth (i.e., without PSB) in terms of rehabilitative needs<sup>3</sup> and may be appropriately and effectively treated using non-PSB-specific methods.<sup>4</sup> Nonetheless, there remains a limited proportion of this population who would benefit from PSB-specific treatment methods. For this group, the County will explore expanding its local capacity and partnerships with other jurisdictions.

In exploring an expansion of local capacity, the County will consider: (1) an additional allocation of budgetary and human resources toward either (a) the creation of an ongoing, funded position to serve in the role of clinical specialist with experience treating PSB, or (b) development and fulfillment of an agreement with an appropriate non-County entity to provide contract-based services for the same purpose; (2) an additional allocation of budgetary resources toward training and certification for facility-based clinical staff to provide supplementary care and to ensure the appropriateness of services provided to youth adjudicated for sexual offenses but who do not warrant specialized care; and (3) partnering with at least one community-based provider to coordinate and synchronize therapeutic methods for the purpose of ensuring consistency and

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<sup>3</sup> Chaffin, M. (2008). [Our Minds Are Made Up—Don't Confuse Us With the Facts: Commentary on Policies Concerning Children with Sexual Behavior Problems and Juvenile Sex Offenders](#). *Child Maltreatment*, 13(2), 110-121; Ryan, E., & Otonichar, J. (2016). [Juvenile Sex Offenders](#). *Current Psychiatry Reports*, 18(7), Article 67.

<sup>4</sup> Letourneau, E., & Miner, M. (2005). [Juvenile Sex Offenders: A Case Against The Legal And Clinical Status Quo](#). *Sexual Abuse: A Journal of Research and Treatment*, 17(3), 293-312; Borduin, C., Munsch, R., Wagner, D., & Taylor, E. (2011). Multisystemic therapy with juvenile sexual offenders: Development, validation, and dissemination, in Boer, D., Eher, R., Craig, L., Miner, M., & Pfafflin F. (eds.), *International Perspectives on the Assessment and Treatment of Sexual Offenders: Theory, Practice, and Research*.



continuity of service across the continuum of care (i.e., from the secure treatment facilities to less restrictive placements and through reentry).

These considerations recognize the value of developing local clinical expertise that, consistent with the articulated intent of SB 823, maintains strong connections between youth and their families and communities. Specifically, family involvement carries empirically validated benefits in terms of therapeutic engagement<sup>5</sup> and post-release outcomes<sup>6</sup> for youth with PSB generally and young women with PSB specifically.<sup>7</sup> Additionally, building capacity from within the existing County infrastructure averts logistical complications related to securing non-MediCal-eligible contract funding and ensuring physical access to juvenile facilities by non-County clinicians, especially for non-routine visits as, for example, during emergent situations.

Moreover, establishing a local continuum of services comprising both County agencies and community-based providers has substantial clinical benefits. Evidence-based clinical standards of care suggest that youth with PSB should be treated in community as soon as is clinically feasible and that continuity of services is critical to successful reentry.<sup>8</sup> Indeed, research finds that community-based care is more effective than facility-based care in terms of reducing recidivism among youth with PSB.<sup>9</sup> While this may not be possible in some cases, the County embraces these findings in principle and will appropriately weigh these facts as it determines its programmatic strategies. To this end, Contra Costa will consider partnerships with local providers, such as A Step Forward, or similarly appropriate entities.

In exploring partnerships with other jurisdictions, the County will consider establishing agreements with other counties that: (1) are willing to host youth from Contra Costa; (2) will house and treat youth in a facility located within a distance that is reasonably accessible to the families of youth; and, (3) administer evidence-based programming that is both consistent and compatible with programming offered by those community providers that will manage care for youth post-release. For example, the County will consider a partnership with Sonoma County upon completion of their regional hub for sex behavior treatment.

For both the SPMI and PSB population, Contra Costa commits to continuously exploring methods by which to improve or supplement its programming using an evidence- and strength-based,

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<sup>5</sup> Yoder, J., Hansen, J., Lobanov-Rostovsky, C., & Ruch, D. (2015). [The impact of family service involvement on treatment completion and general recidivism among male youthful sexual offenders](#). *Journal of Offender Rehabilitation*, 54(4), 256-277.

<sup>6</sup> Bustnay, T. G. (2019). [Group Intervention with Parents Of Juvenile Sex Offenders](#). *Journal of Child Sexual Abuse*, 29(3), 278-294.

<sup>7</sup> Frey, L. (2017). Adolescent females who have sexually abused, in Righthand, S. and Murphy, W. (eds.), *The Safer Society Handbook of Assessment and Treatment of Adolescents Who Have Sexually Offended*, Global Institute of Forensic Research.

<sup>8</sup> Hunter, J. (2012). Management and treatment methods, in Ryan, E., Murrie, D., & Hunter, J. (eds.), *Juvenile Sex Offenders: A Guide to Evaluation and Treatment for Mental Health Professionals*.

<sup>9</sup> Kim, B., Benekos, P., & Merlo, A. (2016). [Sex offender recidivism revisited: Review of recent meta-analyses on the effects of sex offender treatment](#). *Trauma, Violence, & Abuse*, 17(1), 105-117.

trauma-informed lens. In the immediate term, the County will consider: (1) adding strength-based curricula to its mental health programming, and (2) committing resources toward continuous training and professional development opportunities for its facility-based staff. Specifically, for strength-based curricula, the County will explore options regarding arts- and performance-based therapeutic modes of constructing narrative identity, including opportunities to share or publish final works. Additionally, with respect to training and professional development, the County will consider providing additional staff training on topics such as crisis response strategies (discussed above), basic knowledge regarding mental health conditions common among justice-involved young people, appropriate strategies and boundaries for building positive relationships between staff and the young people under their care, and other topics deemed professionally relevant and useful for achieving the County's rehabilitative goals.

Furthermore, consistent with the evidence in culturally responsive and trauma-informed care, the County will be attentive to not only models of treatment, but also the means by which that treatment is delivered. For example, most existing interventions do not take into account the impact of historical trauma, structural racism, and current interpersonal racial discrimination in the lives of system impacted youth. To address this gap, Contra Costa will consider implementing Culturally Adapted Treatments (CATs), which have been defined as the "systematic modification of an evidence-based treatment or intervention protocol to consider language, culture and context in such a way that it is compatible with the client's cultural patterns, meanings and values."<sup>10</sup> Additionally, the County will explore mechanisms—including training and clinical assignment policies—by which to ensure that mental health clinicians and institutional staff have a reasonable understanding of the cultures and communities from which youth emanate and have the capacity to engage in ways that are familiar to youth.<sup>11</sup>

Describe how the County plans to apply grant funds to address support programs or services that promote healthy adolescent development for the target population: (WIC 1995 (3)(B) )

The County understands the importance and benefits of utilizing positive youth development (PYD) framework for programs involving young people. The PYD framework is commonly conceptualized as building a pathway for youth to work towards the Five Cs: connection, confidence, character, competence, and contribution. A sixth C, caring, is sometimes added. These components focus on the youth's perception of themselves: for example, confidence in this framework means "a sense of self-worth and mastery; having a belief in one's capacity to succeed."<sup>12</sup> They also incorporate desired outcomes, from taking on leadership roles to contributing to the community. The framework outlines a holistic approach that focuses on creating

<sup>10</sup> Bernal, G., Jiménez-Chafey, M.I., & Domenech Rodríguez, M.M. (2009). [Cultural adaptation of treatments: A resource for considering culture in evidence-based practice](#). *Professional Psychology: Research and Practice*, 40(4), 361–368.

<sup>11</sup> Khumalo, M. (2021). Considerations for SB823 MH and Program Services.

<sup>12</sup> [The 5 C's of Positive Youth Development](#). Nebraska Department of Health and Human Services (2015).

a network of supportive individuals and opportunities that allow youth to build on their strengths and define and work towards goals that speak to their interests and values. This network brings together family, educators, and other trusted adults as community partners to work with youth in building their own individual pathways to success.<sup>13</sup>

Recognizing youth as the experts on their own needs and strengths is a critical component of this framework. Therefore, the County will explore ways to engage youth in developing these programs as well as to solicit and value feedback from current and former participants. The County will consider collecting feedback that allows youth to be consulted both on their individual interests, goals, and desired opportunities and to have a voice in the overall conception and implementation of PYD programming. Engaging youth provides an opportunity to ensure that services are responsive to youth needs and creates a leadership opportunity for youth to advocate for themselves and their communities as part of their PYD progress. Feedback mechanisms vary widely but at their most successful will center authentic youth-adult partnerships, in which youth are consulted, their considerations are incorporated into programming, and youth and adults work together to make decisions.<sup>14</sup> Youth commonly offer input through Youth Advisory Boards or Councils, which may put forth suggestions for improvements to programs and facilities.<sup>15</sup>

Contra Costa County recognizes the importance of substantial family involvement in developing pathways to success for youth throughout their involvement with the juvenile justice system. The County will pursue a goal of ensuring that families are informed about their family member's current activities, have a voice in all decisions regarding the young person, and are part of the supportive network of adults that contributes to PYD.<sup>16</sup>

As the juvenile and criminal justice systems disproportionately impact youth and young adults of color, it is critical to ensure racial equity is embedded into the County's PYD framework and programming. Following evidence-based and promising practices,<sup>17</sup> the County will work to ensure that all youth have access to and are engaged by programming, and will collect and examine data on outcomes for youth across racial and ethnic groups. The County will explore trainings for program leadership and staff to increase their capacity to recognize and respond to both racial inequities experienced by youth directly while participating within the program, and structural and interpersonal racism experienced within and outside of the program.

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<sup>13</sup> [Key Principles](#). Youth.gov.

<sup>14</sup> [Youth as Partners](#). Positive Youth Development Toolbox.

<sup>15</sup> *This resource on the power and use of Youth Leadership Boards for youth in foster care contains many useful guidelines for ensuring authentic youth engagement that can be extrapolated to youth engagement in the juvenile justice system: [Realizing the Power of Youth and Young Adult Voice Through Youth Leadership Boards](#)*. Jim Casey Youth Opportunities Initiative. (2014).

<sup>16</sup> [Family Engagement in the Juvenile Justice System](#). The Annie E. Casey Foundation. (2021).

<sup>17</sup> *The Annie E. Casey Foundation has collected many PYD resources (found [here](#)). In particular, see Redd, Z., Moore, K., & Andrews, K. (2020). [Embedding a Racial Equity Perspective in the Positive Youth Development Approach](#). *Child Trends*.*

Describe how the County plans to apply grant funds to address family engagement in programs for the target population: (WIC 1995 (3)(C) )

Contra Costa County is committed to prioritizing family and community engagement. Research demonstrates that strong bonds with family and community support is essential for positive youth development and successful reintegration.<sup>18</sup> The County will begin its family engagement strategies at the earliest stage of the youth's commitment. Upon commitment, the youth will be assigned to a counselor, who will meet with the youth's caretaker. The County encourages families to actively participate in their loved one's treatment plan, both at its inception and thereafter, continuing with regular meetings with Briones Academy staff.

The County will consider adopting a broad definition of family that extends beyond biological parents and legal guardians, allowing individual youth and their caretaker(s) to define the individual who will best serve the youth's positive development. As a practical matter, the County will consider using the Juvenile Relational Inquiry Tool ("JRIT"). Consistent with evidence-based practices, the JRIT provides a structure under which young people may work with staff to identify familial resources, strengths, and gaps, both at intake and continuously throughout their justice involvement.<sup>19</sup> Utilizing a broad definition and identifying the strengths and gaps within youth's family network will provide robust and meaningful supportive networks for the young person.<sup>20</sup>

In order to promote family engagement, the County will review policies and aim to ensure that barriers are removed for families to participate in their youth's treatment plan and that relationships are maintained while in custody. In particular, the County will consider flexible family visitation hours and meeting times with counselors, as well as providing transportation support to those in need. The County will additionally consider that some families benefit from supplementary support or coaching to help them throughout the process. Such considerations will include providing skill or navigation classes for families or offering an orientation where families can connect with similarly situated families involved in the justice system. It is important for engagement with families to be culturally responsive,<sup>21</sup> and the County will explore utilizing community-based organizations for these services. Relatedly, the County will seek to ensure that any spaces identified for family engagement events, to the degree possible, mirror a home-based setting in order to provide a sense of normalcy that is grounded in dignity for youth and their families.

In the long term, the County will continue to monitor and assess other models to further facilitate a family-oriented environment.

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<sup>18</sup> Yoder, J., Hansen, J., Lobanov-Rostovsky, C., & Ruch, D. (2015); Burke, J., Mulvey E., & Schubert, C. (2015); Agudelo (2013); Early, Champman, & Hand (2013)

<sup>19</sup> Shanahan, R., & Agudelo, S.V. (2012). [The family and recidivism](#). *American Jails*, 18(2), 40-55.

<sup>20</sup> Shanahan & diZerega (2016); Shanahan, R. & Agudelo, S.V. (2012).

<sup>21</sup> Amani, et al. (2018)

Describe how the County plans to apply grant funds to address reentry, including planning and linkages to support employment, housing and continuing education for the target population: (WIC 1995 (3)(D) )

Understanding how to support returning youth requires understanding the harm confinement inflicts during a crucial period of a young person's development.<sup>22</sup> The disconnection from one's family, friends, and community impairs the potential for successful reentry.<sup>23</sup> For young people, these challenges are complicated by the already trying transition from adolescence to adulthood.<sup>24</sup> Reentry interventions that center adolescent development are effective in reducing recidivism and ensuring long-term success, particularly when they involve the family in treatment and target higher-risk youth.<sup>25</sup> To ensure better reentry outcomes as they transition from confinement to their communities, the county's reentry support system will explore methods that tap into the strengths, assets, and aspirations of justice-involved youth and their support systems, and combine targeted programs and services to address the immediate needs of youth returning to their communities. Some of these needs include housing; employment; education; substance abuse, mental health, social-emotional, legal, and familial support; and transportation.

To improve the odds of success for youth reentering their communities, the County, related agencies, and the community should consider planning measures of success for youth during their reentry process when the youth first enters the juvenile justice system. Coordination and collaboration between agencies and across services and supports are necessary at multiple phases of a youth's confinement.<sup>26</sup> Reentry services and supports that are tailored, high quality, and provided in the least restrictive environment will allow youth the greatest chance to succeed.<sup>27</sup> Youth in confinement show significantly low levels of psychosocial maturity (e.g., responsibility, perspective, and short-term decline in temperance). As a result, confined youth have lower levels of educational and employment attainment in young adulthood compared to all other youth.<sup>28</sup> As these are critical components to successful reentry, the County will explore programming that

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<sup>22</sup> De Nike, M., Shelden, R., Macallair, D., & Menart, R. (2019). [Collaborating for Successful Reentry: A Practical Guide to Support Justice-Involved Young People Returning to the Community](#). Center on Juvenile and Criminal Justice.

<sup>23</sup> Mears, D., & Travis, J. (2004). [Youth Development and Reentry](#). *Youth Violence and Juvenile Justice* 2, 3–20.

<sup>24</sup> Zimmermann, C. (2005). [Always in Custody? An Agenda for Juvenile Reentry](#), *International Journal of Comparative and Applied Criminal Justice*, 29(1), 33-51.

<sup>25</sup> James, C., Stams, G., Asscher, J.J., De Roo, A.K., & van der Laan, P.H. (2013). [Aftercare programs for reducing recidivism among juvenile and young adult offenders: A meta-analytic review](#). *Clinical Psychology Review*, 33(2), 263-74; Cauffman, E., Feldman, S., Waterman, J., & Steiner, H. (1998). [Post Traumatic Stress Disorder Among Female Juvenile Offenders](#). *Journal of the American Academy of Child and Adolescent Psychiatry*. 37(11), 1209-16; Abram, K.M., Teplin, L.A., Charles, D.R., Longworth, S.L., McClelland, G.M., & Dulcan, M.K. (2004). [Posttraumatic Stress Disorder and Trauma in Youth in Juvenile Detention](#). *JAMA Psychiatry*, 61(4), 403-10.

<sup>26</sup> Brock, L., O'Cummings, M., & Milligan, D. (2008). [Transition toolkit 2.0: Meeting the educational needs of youth exposed to the juvenile justice system](#). National Evaluation and Technical Assistance Center for the Education of Children and Youth Who Are Neglected, Delinquent, or at Risk.

<sup>27</sup> Schaefer, S. & Erickson, G., (2016). [The Impact of Juvenile Correctional Confinement on the Transition to Adulthood](#).

<sup>28</sup> Ibid.

allows youth to build psychosocial maturity skills through activities that mirror typical adolescent responsibilities, behaviors, and tasks.

Many youth with justice involvement have few, if any, financial resources and may not have family members that they can rely on for food and shelter. These young people cannot afford to volunteer, take unpaid internships, or engage in some of the job-search behaviors common among more privileged young people. Involving youth in paid work, service, or other employment related activity as soon as possible is key to success. Examples of successful approaches include wage-subsidized internships, stipends for community service, and transitional jobs—i.e., time-limited subsidized work experiences that help establish a work history and develop skills to access unsubsidized employment.<sup>29</sup>

The County recognizes that placement into the secure treatment facility is the first step in the reentry process.<sup>30</sup> As part of the reentry planning process, Contra Costa will examine its extant practices and explore methods by which to align those practices with evidence-based best practices in four key areas: (1) consistent with the Risk-Needs-Responsivity principle, assessing confined youth both continuously<sup>31</sup> and immediately prior to referring any services, supports, or treatment interventions<sup>32</sup>; (2) ensuring continuity of care between treatments provided in facility and those referred upon reentry<sup>33</sup>; (3) identifying opportunities for establishing partnerships with community-based providers for non-Probation case management to coordinate care across all service-providing agencies<sup>34</sup>; and, (4) meaningfully engaging youths' social support systems in the reentry planning process.<sup>35</sup>

The majority exiting SB 823 commitments will likely be transition-aged youth. The County will look to implement programs that can address the unique challenges and needs of this specific population while they are still in confinement. The multiple problems faced by transition-aged youth present barriers to meeting normative developmental milestones of this age, including vocational and educational success, development of stable relationships, and maturation into

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<sup>29</sup> O'Sullivan, K., Spangler, D., Showalter, T., & Bennett, R. (2020). [Job Training for Youth with Justice Involvement: A Toolkit](#). National Youth Employment Coalition.

<sup>30</sup> Dunlap, E. & Roush, D. (1994). [Juvenile Detention as Process and Place](#). *Juvenile and Family Court Journal*, 46(2), 3 - 16.

<sup>31</sup> Vigilione, J. (2018). [The Risk-Need-Responsivity Model: How Do Probation Officers Implement the Principles of Effective Intervention?](#) *Criminal Justice and Behavior*.

<sup>32</sup> Development Services Group, Inc. (2015). [Risk and Needs Assessment for Youths](#). Office of Juvenile Justice and Delinquency Prevention; Seigle, E., Walsh, N., & Weber, J. (2014). [Core Principles for Reducing Recidivism and Improving Other Outcomes for Youth in the Juvenile Justice System](#). Council of State Governments Justice Center.

<sup>33</sup> Underwood L.A., & Washington, A. (2016). [Mental Illness and Juvenile Offenders](#). *International Journal of Environmental Research and Public Health*, 13(2), 228.

<sup>34</sup> Jain, S., et al. (2018). [Evaluating the Implementation of a Collaborative Juvenile Reentry System in Oakland, California](#). *International Journal of Offender Therapy and Comparative Criminology*.

<sup>35</sup> Ruch, DA. (2017). [The Effects of Family Contact on Community Reentry Plans Among Incarcerated Youths, Victims & Offenders](#).

productive adults.<sup>36</sup> The County will explore transition planning that includes provisions for mental health transitions from juvenile-to-adult systems of care. They may also assess and plan for needs in key areas crucial to success in adulthood (e.g., education, vocation, independent living), for this population.<sup>37</sup> In the course of these considerations, the County will contract with subject-matter experts for consultation and technical assistance. Moreover, to ensure that a continuum of services is in place, Contra Costa is developing a request for proposals that will expand the services designed for and available to this population.

Step-down treatment would occur continuously throughout a young person's commitment. Assessments for readiness to transition to a less restrictive stage will occur on a regular basis. The County will explore ways to immerse youth in a modified therapeutic community that prepares them for their reentry. For example, the step-down program could be designed to promote positive behavior. The County recognizes that "positive behavior" should be individualized, culturally responsive, and trauma-informed. Youths' negative behavior can be addressed using a procedural justice model,<sup>38</sup> in which rules and expectations are clear and infractions are dealt with swiftly and fairly, but in a respectful and informative manner. This would allow the youth time to ask questions during the process and would remind them that this should be a learning experience. Treatment exercises in the step-down program will explore ways to mimic as much as possible the challenges that youth will face in the outside world. The program exercises become a dress rehearsal for reentering youth so that they can role-play new skills before reintegrating into their community.

Describe how the County plans to apply grant funds to address evidence-based, promising, trauma-informed and culturally responsive services for the target population: (WIC 1995 (3)(E) )

Contra Costa County's Probation Department is committed to providing services that are gender-responsive, trauma-sensitive, and culturally responsive for young people and training staff.

The County currently has one girls housing unit. Girls in Motion Program offers both individual and group counseling. This is provided by Probation staff trained on gender-specific issues, therapists, and providers affiliated with community-based organizations that facilitate counseling and the creation of individualized treatment plans. Additionally, the County has gender-responsive probation officers.

Restoration cannot exist alongside harm or fear of harm. The milieu surrounding the realigned DJJ population is being designed to serve as a nurturing social environment and thus cannot include

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<sup>36</sup> Zajac, K., Sheidow, A.J., Davis, M. (2015). [Juvenile Justice, Mental Health, and the Transition to Adulthood: A Review of Service System Involvement and Unmet Needs in the U.S.](#) *Children and Youth Services Review*, 56, 139-148.

<sup>37</sup> Ibid.

<sup>38</sup> Travis, J. (2000). [But They All Come Back: Rethinking Prisoner Reentry.](#) *Papers from the Executive Sessions on Sentencing and Corrections*, 7.

tools that degrade, control, and create physically and psychologically unsafe environments. As such, the County will consider eliminating the use of pepper spray and “strip search,” as well as reducing the use of room restrictions in this program.

The County is committed to designing a high-quality, culturally responsive program. The term *cultural responsiveness* generally refers to an approach that considers and responds to individuals’ cultural frame of reference including demographic, sociopolitical, and other contextual characteristics.<sup>39</sup> When applied to youth programming, a culturally responsive approach takes into account the cultural characteristics, experiences, and perspectives of youth in the design and implementation of the program.<sup>40</sup> Effective implementation makes youth, particularly those from ethnic and racial minorities, feel safe and valued and better prepared for their futures.<sup>41</sup> Contra Costa will consider programs that youth find experientially relevant, comprehensible, and practically valuable.

An integral component of a culturally responsive approach is the appropriate training of all facility staff given that they will play an essential role in the implementation of culturally responsive programming. As such, the County will explore opportunities for appropriately equipping staff to feel prepared and willing to engage youth in the design and implementation of program activities. These opportunities may train staff on, for example, actively seeking youth’s input regarding their interests, goals, and community concerns. Providing youth with the opportunity to co-create program activities is fundamental to providing culturally responsive programming.<sup>42</sup> Likewise, the County will assess materials and develop appropriate procedures as necessary to ensure that materials are written in language that is accessible for all literacy levels and remain attentive for when interpretation or translation services are needed.<sup>43</sup> Since youth’s realities and needs are likely to change over time, staff should remain flexible and prepared to adapt programs in order to remain responsive to the youth. Additional trainings that may be considered include:

- Positive Youth Justice
- Restorative justice practices and programs
- Effective Strategies for youth and family engagement
- Group facilitation
- Conflict resolution
- Behavior management principles
- Effective case planning and case management
- Special management plans and behavior management plans

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<sup>39</sup> Charles, T.A., (2016). [4 Tips for Culturally Responsive Programming](#). Solutions for Social Impact.

<sup>40</sup> Tzenis, J., (revised 2020). [Culturally responsive youth programs for immigrant youth](#). University of Minnesota Extension.

<sup>41</sup> Simpkins, S., Riggs, N., Ngo, B., Vest Ettekal, A., & Okamoto, D. (2016). [Designing Culturally Responsive Organized After-school Activities](#). *Journal of Adolescent Research*. 32(1), 11-36; Vest Ettekal, A., & Simpkins, S. D. (2015). [Latino families’ perspectives on cultural content in after-school programs: How important is ethnic and cultural congruence?](#) Paper presented at the Society for Research in Child Development Biennial Meeting.

<sup>42</sup> Simpkins, S., Riggs, N., Ngo, B., Vest Ettekal, A., & Okamoto, D. [Designing culturally responsive organized after-school activities](#). *Journal of Adolescent Research*. August 2016

<sup>43</sup> Charles, T.A., (2016). [4 Tips For Culturally Responsive Programming](#). Solutions for Social Impact.



- Specific interventions that will be jointly provided.

In addition to relying on evidence-based, trauma-informed, and culturally responsive services, the County intends to develop a feedback loop to reflect and review whether the plan is meeting the needs of the County and realigned youth, and is amending the plan, as necessary. The County is working with outside evaluators to measure the plan's impact and disseminate information on a regular basis.

Describe whether and how the County plans to apply grant funds to include services or programs for the target population that are provided by nongovernmental or community-based providers: (WIC 1995 (3)(F) )

Community-based providers play a critical role in the justice apparatus. These providers can facilitate connections to support, services, and opportunities that cannot be provided through the traditional justice system, and also support community connections. The support and relationships provided extend far beyond any necessary supervision or involvement within the justice system. Contra Costa County recognizes the importance of community-based providers in ensuring that youth have access to programs that are run by members of their own communities, center their experiences and needs, and can provide continuity following commitment. Therefore, the County intends to incorporate community-based providers into the system of care for the realigned population and will identify the specific services, programs, and components to handle.

The County has previously relied on collaborative models that bring together justice system partners, community-based providers, and young people. These collaboratives have been shown to reduce recidivism, improve young people's well-being, and have created a diverse network of support around young people.<sup>44</sup> The County will consider using and expanding usage of collaboratives. When developing partnerships with community-based providers, the County will take into account evidence-based models that provide culturally affirming, strength-based, and supportive programming.

The creation of a successful partnership between youth, community-based providers, and justice system partners requires all three partners to begin working together at the earliest possible stage of a young person's justice involvement. This early partnership also ensures appropriate reentry planning and continuity of services. At the other end of the timeline—and to ensure that youth are able to continue to leverage the relationships and opportunities that community-based providers have built during their commitment—the County will consider the location of community-based providers and their presence in the community that each youth will return home to.

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<sup>44</sup> Stroud, K. & Dokko, C. (2021). A Network of Support: An evaluation of the Smart Reentry Initiative in Contra Costa County. Impact Justice; Impact Justice (2018). The Contra Costa County Youth Justice Initiative: The successes and challenges for at-risk and in-risk youth.

Additionally, the County recognizes the need to allocate resources towards capacity-building for community-providers to better serve the realigned population and will explore this more in the next phase. Capacity-building grants have shown great promise in allowing organizations to better serve justice-involved youth. In a study of capacity-building grants given to six grantees working in the juvenile justice system, the provision of such grants with limited strings attached allowed organizations to leverage the power of their existing leadership and structure to expand and improve on the services they provide and the organizational structures that allow them to provide these services.<sup>45</sup> In order to ensure that accountability across system and community-based partners is equitable, data and reporting should be complementary and not burdensome to program aims. The County will explore ways to leverage its resources to support community-based providers with data gathering and tracking and will consider measures that focus on holistic wellbeing outcomes. The County will consider using data that can be disaggregated by race and other identities to ensure that all youth are benefitting from the services and relationships from community-based providers.

## Part 5: Facility Plan

Describe in detail each of the facilities that the County plans to use to house or confine the target population at varying levels of offense severity and treatment need, and improvements to accommodate long-term commitments. Facility information shall also include information on how the facilities will ensure the safety and protection of youth having different ages, genders, special needs, and other relevant characteristics. (WIC 1995 (4) )

Contra Costa County intends to follow evidence-based best practices that indicate institutional facilities are inconsistent with Positive Youth Development principles and the creation of trauma-responsive systems of care. Research has shown that juvenile halls often rely on jail-like facilities and mechanisms, which are antithetical to trauma-informed and developmentally appropriate services for youth.<sup>46</sup> These facilities cause harm to the youth committed and may increase the risk of reoffending, a connection that is most crucially seen in the cases of young people who are committed far from their families for long periods of time.<sup>47</sup> In contrast, when young people are closer to their families and communities, they can maintain ties both to supportive adults with whom they have positive relationships and with educational programs.<sup>48</sup> The target population included in this plan will serve older adolescents and young adults. Gleaning the most effective solutions from realignment programs like New York City's Close to

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<sup>45</sup> Patrizi, P.A., Gross E.K., & Freedman, S. (2006). [Strength in flexibility: Lessons from a cluster of capacity building grants in the juvenile justice field](#), *Evaluation and Program Planning*, 29(2), 162-170.

<sup>46</sup> Bronstein, R., Nelson, M., Burrell, S., Desautels, M., & Braucher, R. (2020). [California's County Juvenile Lockups: Expensive, Overutilized, and Unaccountable](#). Pacific Juvenile Defender Center and the Youth Law Center.

<sup>47</sup> Ibid; Butts, J.A., Negredo, L., & Elkin, E. (2015). [Staying Connected: Keeping Justice-Involved Youth "Close to Home" in New York City](#). Research & Evaluation Center, John Jay College of Criminal Justice, City University of New York.

<sup>48</sup> Ibid.

Home, and trauma-informed environments like those initiated in the Ohio and Florida juvenile justice systems, Contra Costa County has created a plan for facilities that places paramount importance on Positive Youth Development and trauma-informed care. Contra Costa County has structured this plan in three phases: immediate, intermediate, and long-term.

The immediate plan addresses the need to house currently eligible youth and is intended to cover the period between July 2021 and June 2023. In this phase, Contra Costa County intends to utilize its Juvenile Hall, a 290-bed, maximum security detention facility located in Martinez. There are ten (10) housing units and residents are classified and assigned to units based on gender, age, offense, and special needs. The population being served through the realignment, however, is older and will spend, on average, two to three years in commitment.<sup>49</sup> Therefore, this facility should be considered for use only as part of the immediate phase, as it was not designed for long-term residence and is inadequate for the treatment, development, and rehabilitation needs of the realigned DJJ population. Acknowledging this, the immediate plan is to utilize two currently vacant units to house the realigned DJJ population, and to design both programming and the facility as much as possible to allow movement throughout the building and to create a trauma-informed physical environment.

The County will collaborate with experts in order to design spaces that are trauma-informed and support positive youth development within the inherent confines of this space. A trauma responsive physical environment is critical to create a space where youth feel both physically and emotionally safe. Trauma responsive physical environments imbue respect and care for committed youth into the design of the space where they live. In particular, the County shall explore all environmental options to ensure that youth have access to rooms for sleeping and relaxing that provide a level of privacy and autonomy, leisure indoor and outdoor recreation outside of their sleeping environment, kitchen space for meal preparation and consumption, and appropriately designed space for family engagement.

The intermediate plan will cover the medium-term, coming to an end when the long-term plan is realized in 10 years. In the intermediate phase, Contra Costa County plans to implement less restrictive community-based placements for youth when appropriate in their treatment plan and recommended and ordered by the Court. Placements will focus on providing engaging opportunities for youth as they prepare for reentry, allowing youth to attend college classes, participate in trades programming at trades halls, and/or participate in other educational and vocational programs. Additionally, locating these programs within communities would allow youth to be closer to their families and support networks, and would facilitate family reunification. The County intends to have these placements implemented by June 2023 or sooner.

Subject to formal adoption by the County's Board of Supervisors, the final, long-term phase will involve the creation of a new multi-use campus. Consistent with evidence-based best practices,

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<sup>49</sup> [Division of Juvenile Justice Population Overview](#). California Department of Corrections and Rehabilitation, Division of Correctional Policy Research and Internal Oversight, Office of Research. (2020).

the intention for the campus is to meet the needs of youth throughout their commitment, and which operationalizes a system of decreasingly restrictive housing and programming for youth as they move towards completion of their sentences. The framing of this new facility as a campus is purposeful, conveying the intention to create a space focused on increased programming and academic and vocational education designed to instill hope in currently committed youth. Upon the Board's approval, the County would intend to open the facility by or potentially before 2030.

There is no present intention to use the Orin Allen Youth Rehabilitation Center (The Ranch) for the aligned population during any phase. The facility fails to comply with the minimum security standards set forth under SB 92<sup>50</sup>—and, moreover, is in need of serious repairs and updates. The facility was assessed to be inadequate overall, is not compliant with accessibility laws,<sup>51</sup> and would need considerable security upgrades to meet the required level for this population. Additionally, the Ranch is quite remote. Aside from the legislative imperative to house the realigned DJJ population closer to their communities, the remote location presents other difficulties. The distance from the home communities of many of the youth who would be committed there would make family visitation difficult. In addition, robust programming is more difficult to provide in a remote location, as community-based organizations, volunteers, and potential service providers encounter distance as a barrier.

### **Housing Special Populations**

Contra Costa County has sufficient physical space. However, the County acknowledges that its interest in rehabilitation is not best served by committing youth with severe and persistent mental illness within juvenile hall. Juvenile halls are neither designed to serve the complex treatment needs of this population, nor are they equipped to provide clinically necessary services and support.<sup>52</sup> Even when services are provided within restrictive settings, evidence indicates that, to the extent youth achieve meaningful progress, that progress either fails to apply in community or decays quickly.<sup>53</sup> In contrast, research shows that robust community-based provision of mental health care produces better, more durable outcomes in both the immediate and long term.<sup>54</sup> As such, the County is committed to utilizing all available alternatives for young people with serious and persistent mental illness, including finding appropriate housing that comports with evidence-based and therapeutic best practices.

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<sup>50</sup> S.B. 92, 2021-2022 Reg. Sess. (Cal. 2021); *see also*, 24 C.C.R. §13-201 (2020).

<sup>51</sup> Ehmen-Krause, Esa. (2021). [Update and direction to staff regarding Juvenile Justice Programs, Facilities and Mandates in Contra Costa County](#). Board of Supervisors Meeting.

<sup>52</sup> Underwood L.A., & Washington, A. (2016). [Mental Illness and Juvenile Offenders](#). *International Journal of Environmental Research and Public Health*, 13(2), 228.

<sup>53</sup> *Ibid*.

<sup>54</sup> Cuellar, McReynolds, and Wasserman (2005) cited in Underwood L.A., & Washington, A. (2016). [Mental Illness and Juvenile Offenders](#). *International Journal of Environmental Research and Public Health*, 13(2), 228.

## Part 6: Retaining the Target Population in the Juvenile Justice System

Describe how the plan will incentivize or facilitate the retention of the target population within the jurisdiction and rehabilitative foundation of the juvenile justice system, in lieu of transfer to the adult criminal justice system: (WIC 1995 (5) )

Broadly, Contra Costa County is committed to the retention of youth within the juvenile justice system in lieu of transfer to the adult criminal justice system. In addition, the County is committed to ensuring that youth who would not otherwise have been committed to DJJ are not committed to its new secure youth treatment facility. The County acknowledges and embraces the empirical finding that retention of youth in the justice system, and minimizing the carceral component of juvenile court dispositions, broadly leads to better outcomes for both youth<sup>55</sup> and public safety.<sup>56</sup> As such, the committee agrees in principle that all efforts should be made to exhaust every possible option before transferring youth to adult court. The County aspires to continue limiting transfers only to a subset of cases wherein (a) the underlying offense entails extreme violence, (b) the young person is demonstrably unamenable to rehabilitation, and (c) incapacitation is the only available option for the preservation of public safety. However, recognizing the special role of the Superior Court, nothing contained in this section shall be construed to direct or compel judicial officers in the course of their duties as neutral arbiters of the law, nor shall it be construed to reflect the judiciary's position on the propriety or impropriety of these or related actions that may appear before it.

Currently, the District Attorney's Office follows a formal protocol in determining whether or not to transfer a case involving a juvenile to the adult court. Among other things, the protocol requires consultation with an *ad hoc* committee comprising the District Attorney, no fewer than three managing attorneys representing relevant units, and the deputy district attorney assigned to the case. The committee is charged with an affirmative duty to seek mitigating information from defense counsel and to weigh this information against an analysis of all five criteria enumerated in WIC § 707(a)(3)<sup>57</sup> as well as public safety concerns. As a result, the County has in recent

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<sup>55</sup> Generally: see, e.g., McCarthy, P., Vincent, S., & Shark, M. (2016). [The Future of Youth Justice: A Community-Based Alternative to the Youth Prison Model](#). *New Thinking in Community Corrections*, (2); see also, Lambie, I., & Randell, I. (2013). [The Impact of Incarceration on Juvenile Offenders](#). *Clinical Psychology Review*, 33(3), 448-459; *Mental Health*, specifically: see Washburn, J.J., Teplin, L.A., Voss, L.S., Simon, C.D., Abram, K.M., & McClelland, G.M. (2008). [Psychiatric Disorders Among Detained Youths: A Comparison of Youths Processed in Juvenile Court and Adult Criminal Court](#). *Psychiatric Services*, 59(9), 965-973.

<sup>56</sup> See, e.g., Fowler, E. & Kurlychek, M.C. (2018), [Drawing the Line: Empirical Recidivism Results from a Natural Experiment Raising the Age of Criminal Responsibility](#). *Youth Violence and Juvenile Justice*, 16(3), 263-278; Hearle, Darin R. (2018), [Unpacking Adultification: Institutional Experiences and Misconduct of Adult Court and Juvenile Court Youth Living Under the Same Roof](#). *International Journal of Offender Therapy and Comparative Criminology*, 63(5), 663-693.

<sup>57</sup> These five criteria include: (1) the degree of criminal sophistication exhibited by the young person; (2) whether the young person can be rehabilitated prior to the expiration of the juvenile court's jurisdiction; (3) the young person's previous delinquent history; (4) success of previous attempts by the juvenile court to rehabilitate the young person; and, (5) the circumstances and gravity of the offense alleged in the petition to have been committed by the young person.

years successfully limited transfers to adult court to cases where the accused faced violent and/or felony sexually based offenses.

Moving forward, the District Attorney's Office intends to continue to use this protocol. The expectation is that transfer requests will continue to be limited.

Beyond matters of adjudication, the County recognizes the value of data and the importance of leveraging careful analyses to guide decision-making. As such, the County intends to reconvene its DJJ Realignment Subcommittee on a regular basis to publicly review analyses conducted on data collected on the population to which this document applies.

**Part 7: Regional Effort**

Describe any regional agreements or arrangements supported by the County's block grant allocation: (WIC 1995 (6) )

The County has no regional agreements or arrangements to support the realigned population but is exploring the possibility of pursuing regional agreements or arrangements with other counties.

## Part 8: Data

Describe how data will be collected on youth served by the block grant: (WIC 1995 (7) )

As stated above, the County values and recognizes the importance of data and analysis to guide decision-making. However, the County also acknowledges the present limits of its existing analytical capacity. To reconcile these, Contra Costa will explore a three-part strategy to ensure that appropriate data are collected for meaningful analyses: (1) an internal, immediate-term strategy; (2) an internal, long-term strategy; and (3) an immediate- and long-term strategy for contract-based partnerships.

The internal, immediate-term strategy will explore leveraging data already collected for and reported to the Juvenile Court and Probation Statistical System (JCPSS). These data include demographic (e.g., age, sex, racialization), offense (e.g., charges filed and sustained), and outcomes (e.g., disposition and detention) data. To supplement these, the County will consider additional mechanisms to digitally capture administrative records, potentially including records relating to progress review hearings pursuant to WIC § 875(e) and subsequent step-downs to less restrictive placements. If this strategy remains operative following the replacement of JCPSS sometime after January 1, 2023,<sup>58</sup> the County will amend the strategy to integrate California's new system.

The internal, long-term strategy will consider how to best leverage a new digital case management system ("CMS") for not only individual case management, but also robust analysis of both the effectiveness and efficiency of the County's justice programs as well as the populations served.

The immediate- and long-term strategy for contract-based partnerships will employ the principles of performance-based contracting.

Describe outcome measures that will be utilized to determine the results of the programs and interventions supported by block grant funds: (WIC 1995 (7) )

Through the County's contracted partnership with Impact Justice, it will be developing performance and outcome measures to determine the results of the program. These outcome measures will be reviewed on a regular basis.

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<sup>58</sup> Cal. Penal Code § 13015

**Attachment:**  
**Contra Costa County**  
**Office of Education**  
**Educational Opportunities**

## **Program Overview**

The Contra Costa County Office of Education (CCCOE) currently provides educational services to justice-involved young people in the County. Using state and federal funding streams, the Mt. McKinley School will continue to offer High School programming. Moving forward, additional educational staffing will be provided to serve the students that have already received a High School diploma and who are enrolled in the Briones Youth Academy using funds administered through the Probation Department. Since this program will serve students up to age 25, it is anticipated that many participating students will need access to robust college and career technical education (“CTE”) to ensure that they are well-prepared to enter the workforce upon release.

## **Probation-Funded Staffing for High School Graduates**

The following staff will be funded through Probation:

- **Computer Science CTE Teacher** (*.25 FTE Probation funding*)  
The Computer Science CTE teacher will provide comprehensive CTE programming leading to the completion of certificates (e.g., industry-certified Microsoft certificates) and support articulated Community College dual enrollment while in the facility. They will provide 1 block for DJJ grads and 2 blocks for high school students.
- **Building and Construction CTE Teacher** (*.75 FTE Probation funding*)  
The Building and Construction CTE teacher will provide comprehensive CTE programming leading to the completion of certificates (e.g., MC3) and support articulated Community College dual enrollment while in the facility. They will provide 2 blocks for DJJ grads and 1 block for high school students.
- **General Education Teacher and SPED Instructional Assistant** (*2.0 FTE funded by Probation*)  
The General Education Teacher and Special Education Instructional Assistant will provide three 90 minute blocks each school day (two blocks on Wednesday) to work on their Community College Classes.



## **Educational Programming**

Students will have the option of two education pathways in the Briones Youth Academy Program: College pathway and Career Technical pathway. Students may be able to complete both tracks depending on the length of their enrollment.

### *College Track Program Components*

- **High School Diploma**

Students are offered an on-campus course of study that leads to a high school diploma as part of Mt. McKinley School. A full offering of courses is available through the combination of live and online classes.

- **CTE Computer Science**

CS Discoveries covers topics such as problem solving, programming, physical computing, user-centered design, and data, while inspiring students as they build their own websites, apps, games, and physical computing devices. CS Principles introduces students to the foundational concepts of computer science and challenges them to explore how computing and technology can impact the world.

- **Incarceration-to-College Program with UC Berkeley Underground Scholars**

College preparation course is taught by a credible messenger (a formerly incarcerated student who is now part of UC Berkeley Underground Scholar's Program). Over the span of six months, Incarceration-to-College offers weekly classes to detained youth geared towards enrolling them in college as well as bolstering applicable skill sets. All youth are encouraged to participate although Incarceration to College will offer specialized treatment to those who will be incarcerated during the FAFSA application window. We will work with transitional teams to provide ongoing support.

Upon completion of this course students will gain skills in:

- Choosing the right campus
- Filling out college applications
- Filling out FAFSA applications and supporting parents in this area
- Resource guide for students
- Enhancing self-esteem
- Writing and research
- Understanding testing and placement standards for the chosen school
- Reviewing college sports programs
- Learning about entrepreneurship
- Researching career training
- Interacting with non-profit organizations that are re-entry friendly

- **Community College**

Students can enroll concurrently in a full course offering of online classes offered at the Community College District. Additional on-campus courses could be added if we were able to meet the minimum course enrollment required by the Community College District.

- **Four-Year College**

We are working to develop a partnership with a Four-year College such as UC Berkeley and/or a private college to offer a course of study leading to a Bachelor's Degree.

### Sample College Pathway Schedule

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
815-915AM	PE	PE	PE	PE	PE
915-1000AM	Social Express/Health & Wellness (Youth Services Education Liaison)	Fostering Resilience (Youth Services Education Liaison)	Social Express/Health & Wellness (Youth Services Education Liaison)	Fostering Resilience (Youth Services Education Liaison)	Social Express/Health & Wellness (Youth Services Education Liaison)
1030-1115AM	College Courses (Program Teacher & IA)	College Courses (Program Teacher & IA)	College Courses (Program Teacher & IA)	College Courses (Program Teacher & IA)	College Courses (Program Teacher & IA)
1115-12P					
100-150PM	Computer Science (CTE Teacher)	Computer Science (CTE Teacher)	Structured Program (Program JIO)	Computer Science (CTE Teacher)	Computer Science (CTE Teacher)
150-240PM					/ Library
330-400P				JobTech - Action Planning (Youth Services Education Liaison)	
400-430P	Structured Program	Structured Program	Structured Program		Structured Program
430-500P					

## *Career Technical Program Components*

- **CTE Residential and Commercial Construction**

The Residential and Commercial Construction pathway provides learning opportunities for students interested in preparing for careers in construction, building design, performance, and sustainability. Students obtain their OSHA 10-hour Construction certification and safely use industry-standard equipment to complete multiple construction projects. The classes incorporate and apply academic core content to career-related education.

- **Job Tech Classes**

This program is a multi-learning style approach designed to lead students through investigating and planning for their high school, post-secondary education, and career success. Students will create a personalized high school or post-secondary action plan and acquire essential skills to be fully prepared for the transition back to their community. Students will use their interests and talents to explore future career opportunities and post-secondary education options.

Upon completion students will be able to:

- Develop a combination of people skills, social skills, communication skills, character traits, attitudes, career attributes, and social intelligence and emotional intelligence that the student can later utilize in paid employment, volunteer work, internships and a job shadowing experience.
- Identify a variety of career pathways: by describing five future career paths related to the student's interest inventory, multiple intelligences, and skills.
- Demonstrate appropriate verbal and written communication, as well as social skills needed in the workforce.
- Understand and utilize the steps in the problem-solving and decision-making process through individual and group cooperation.
- Develop strategies to make an effective transition from high school to college or career.
- Demonstrate acceptable work ethic principles: attendance, etiquette, dress, responsibility, etc.
- Relate the importance of lifelong learning to personal success.

- **Additional Vocational Programs**

Additional vocational programs will be developed and expanded in partnership with the Community College District.

- **Online Classes**

Career Technical Education Electives will be available online. Students can join a full course offering of online classes offered at the Community College District.

- **Union Partnerships**

Additional vocational programs will be developed and expanded in partnership with the local trade unions.

### Sample CTE Pathway Schedule

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
815-915AM	PE	PE	PE	PE	PE
915-1000AM	Social Express/Health & Wellness (Youth Services Education Liaison)	Fostering Resilience (Youth Services Education Liaison)	Social Express/Health & Wellness (Youth Services Education Liaison)	Fostering Resilience (Youth Services Education Liaison)	Social Express/Health & Wellness (Youth Services Education Liaison)
1030-1115AM	MC3 (CTE Teacher)	MC3 (CTE Teacher)	MC3 - Conover (CTE Teacher)	MC3 (CTE Teacher)	MC3 - Conover (CTE Teacher)
1115-12P					
100-150PM	MC3 (CTE Teacher)	MC3 (CTE Teacher)	Structured Program (Program JIO)	MC3 (CTE Teacher)	MC3 - Conover (CTE Teacher) / Library
150-240PM					
330-400P	Structured Program	Structured Program	Structured Program	JobTech - Action Planning (Youth Services Education Liaison)	Structured Program
400-430P					