

# **CPOC Juvenile Services Strategic Plan**

**July 2011**

# Table of Contents

## I. Background

- The fiscal, political and resource environmental context
- Plan development – the process

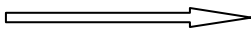
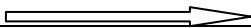
## II. Preliminary Strategic Plan for Juvenile Services

## The fiscal, political, legal and resource environmental context

Any strategic plan needs to be crafted within the context of current realities and pressing issues. These include the state and local budget, new and pending legislation, current initiatives and system reform, and the impact of these forces/efforts on resources. First and foremost, on everyone’s mind, is the current fiscal climate in California – its potential impact on continued funding and the possible closure of the California Department of Corrections and Rehabilitation, Division of Juvenile Justice (DJJ) and its confinement facilities. At the same time, jurisdictions are involved in a number of initiatives and efforts to institute improved data collection, enhance practices and adopt evidence-based practices. For example, several jurisdictions have aligned Title IV –E claiming with regulations; a number of jurisdictions are engaged in developing Communities of Practice to introduce new practices (e.g. Motivational Interviewing); and detention reform efforts have been instituted with the Annie Casey Foundation.

The members of the group identified the pressing issues facing juvenile probation in California and how those issues impacted their local jurisdiction. The discussion is summarized in the following chart:

Juvenile Service Committee Strategic Planning

Pressing Issues	Local Impact of the Issue on Juveniles Services
Current concern and time committed to a focus on adult issues with recent legislative changes	Has drawn away (our energy and emphasis) from a juvenile focus
Current fiscal crisis in California and the possibilities of losing funding for juvenile services Need to show the cost effectiveness of probation (consider doing a cost benefit analysis) Need to revisit our legal mandates	<ul style="list-style-type: none"> <li>• Complexity of planning our budget with all of the unknowns</li> <li>• Significant reduction of funds locally (reductions impacting Title IVE)</li> <li>• Budget cuts will impact newer hires (those who have embraced and are doing EBP*)</li> <li>• Short notice to end MOU's with partners</li> <li>• May need to terminate contracts for services</li> <li>• Need to assess what can be done internally</li> <li>• May reduce us to our 'pure mandate'</li> <li>• This will reinforce misperceptions of the role of probation</li> <li>• Need to realign the external perception of Probation with the new reality</li> <li>• *Fiscal crisis has also provided an opportunity for us to recruit a highly skilled new workforce (but budget cuts threaten those people first)</li> </ul>
Partners are offering fewer options for our populations (due to budget cuts)	
Our partners are not aligned with or are behind in	

developing EBP	
Outdated views and expectations of the role of probation. Need to put a different face on probation. Clarify / identify with each 'camp' – both public safety and behavior change Our current skills and practices may be threatening to providers Lack of Probation inclusion in some state level decision that impact us	Schools and other partners view as enforcers only Providers may be threatened by our capacity and resist our view of probation
The speed and magnitude of change – how to build sustainable capacity	

The issues that surfaced gave the group a foundation for planning and helped identify what mattered to the group.

### **Plan development – the process**

Over the course of a day and a half the Juvenile Services Strategic Planning Group brought their focus to priority issues. After examining the context for planning the group gleaned issues from our opening activity as 'priority' issues to move forward. Rather than setting numerous goals with a large number of action steps, members decided to develop a more limited number of objectives (four) so that they could focus their energies on doing these items well and build upon current efforts. The four objectives selected were:

- 1. Develop a model and policy that promotes Title IV-E claiming consistency among counties**
- 2. Develop a set of common data definitions and common data indicators that are realistic and do-able**
- 3. Institute a statewide system of practices and methods for Juvenile Detention Reform (JDR)**
- 4. Propose a model for secure residential treatment of serious, chronic and violent offenders in CA –(In response to the proposed closing of DJJ)**

(NOTE: since the time of this planning session the state's plan to close DJJ has been substantially modified. Instead of planned, imminent closure, DJJ will only accept youth

from counties that contract with the state for housing of youthful offenders. This has lowered the priority of Objective #4 in the short term. However, because of the substantial cost impact to counties associated with this solution, it remains a priority issue.

For each priority objective the group solidified the strategies and action steps by identifying partners to engage and resources to garner for the plan.

Two considerations should be kept in mind when reviewing the proposed objectives. First, any endorsed action planning in the juvenile services arena should be coordinated with all other plans being supported by CPOC. It is anticipated that many themes and strategies may overlap, and possible synergistic efforts could be pursued to strengthen the impact of the activities.

Secondly, it is clear that the success of the plan is dependent on the support and work of people outside the Juvenile Services Strategic Planning Group. Most significantly there needs to be buy-in and participation by a significant number of key internal and external stakeholders to effectively implement the strategies outlined. These include, but are not limited to: Chiefs from all jurisdictions, juvenile division managers, court supervisors, DAs, CAPSA, CAPIA, and future leaders (e.g. internal managers that Chiefs are developing for leadership positions) to effectively implement the strategies outlined. The members agreed that partners and key stakeholders need to be brought into the planning process in order to move action steps forward.

**OBJECTIVE 1:**  
**Develop a model and policy that promotes sound Title IV-E claiming consistency among counties**

**Champions:** Chief Jim Salio and Chief Mary Butler

**Timeline:** Draft policy adopted by July 2011

Why address this issue and what will be accomplished

A federal audit of Title IV-E claiming seems to be inevitable. Should one county fail, all counties in the state are impacted and all counties subject to the consequences. CPOC has acknowledged and agreed that this is a significant issue for juvenile services. A number of states have been audited by the Inspector General's Office of the Department of Health and Human Services. In 2001 North Carolina was audited. The audit concluded that the state had been reimbursed \$48 million for unallowable child care payments and required that the state refund the federal government for the overpayment. Tennessee was audited in 2008, Pennsylvania in 2009 and Missouri in 2010. In the most recent audit the government reduced Title IV-E allocations and in all the audits required that states institute, strengthen or change their policy and procedure. (Source: Inspector General Office Audit Reports 2001, 2008, 2009 and 2010.)

Jurisdictions are currently using different approaches to claiming, some continuing past practices when definitions have changed. Though changes have been made and the federal government has provided more clarity, claiming hasn't always followed those changes because of concerns that revenues would be lost.

Given the consequences of past state audits, and the regularity with which the federal government is auditing, it seems clear that the downside of maintaining the status quo is too serious. And given the current fiscal climate, the federal government will be looking for places to save money.

By instituting a model and policy the group is aiming to stabilize and preserve IV-E funding. Eliminating inconsistencies between/among departments in how they are drawing monies will make juvenile services more audit-proof. Creating a consistent and

sound claiming policy will reduce the possibility of allocation reductions and required repayments to the federal government.

At some point in the future the group would like to explore presenting the model to the Department of Social Services as a strategy for all Title IV-E claiming.

**Strategy:** Use survey findings to identify inconsistencies and commonalities

**Steps:**

- Report survey results
- Present a timeline for subcommittee to report on best practices

**Resources:** Work with and expand existing IV-E subcommittee to include PBMA (Probation Business Managers Association) and CAPSA (California Association of Probation Services Administrators)

**Deadline:** February 10, 2011- (Completed)

**Strategy:** Determine core requirements and best practices for IV-E claiming

**Steps:**

- Work with consultants to review our results and practices, and develop a set of claiming standards and protocols
- Gather information on experience and lessons learned from counties who have worked with consultants to utilize point-in-time claiming
- Gather information on experience and lessons learned from counties who implemented changes to claiming
- Tie in PBMA

**Resources:**

Justice Benefits Incorporated (JBI)  
Madera and King Counties - consultant experience  
Debbie LaFayette CPOC

**Strategy:** Prepare a draft policy to be adopted by CPOC and agreement from all Chiefs to come into compliance

**Steps:**

Use Title IV-E Guide Book  
Develop Policy with Title IV-E sub committee  
Consult with PBMA

**Resources:** TBD

**Deadline:** JULY 2011 (completed)

**Strategy:** Develop a state wide Title IV-E compliance process

**Steps:** TBD

**Resources:** TBD

**Deadline:** TBD

**OBJECTIVE 2:**  
**Develop a set of common definitions and common indicators for performance measurement that are realistic and do-able**

**Champions:** Chief Wes Forman and Chief Bill Damiano

**Timeline:** End date TBD

Why address this issue and what will be accomplished

We need tools to report outcomes in order to justify the efforts and investment in juvenile probation. Outcomes define who we are and show how we are using our resources. Data also helps juvenile services ensure the effective and successful implementation of evidence-based practices.

Currently there are many ways jurisdictions collect information. There are different measures and definitions being used. For example, when comparing definitions, some jurisdictions include technical violations as a recidivism measure while other jurisdictions measure recidivism using only law violations. With these variations there is no way to collect aggregate data, make comparisons or follow trends.

Our desired outcome is using good data to improve interventions that will reduce crime and delinquency among juveniles and prevent youth from becoming offending adults. Reliable data will help each jurisdiction identify strengths and areas of concern in order to enhance practices.

**Strategy:** Research and develop a proposed set of indicators for review

**Steps:**

- Research and seek approval from CPOC for one universal definition of recidivism to measure probation's effectiveness (select other definitions as appropriate).
- Craft a compelling case for data collection consistency (approach issue in noninvasive and nonthreatening way)
- Get feedback and input from key stakeholders

**Resources:** CPOC staff, BPAI, Ed Latessa and other researchers

**Deadline:** July 2011 (Completed)

**Strategy:** Revise data collection methods for statewide consistency

**Steps:** - Modify current CPOC survey to fit approved definitions (this might include several definitions of recidivism to be inclusive)

**Resources:** TBD

**Deadline:** TBD

**Strategy:** Monitor use of measures to maintain integrity, collect the data and provide periodic reports to CPOC

**Steps:** TBD

**Resources:** TBD

**Deadline:** TBD

## **OBJECTIVE 3: Institute a statewide system of practices and methods consistent with Juvenile Detention Reform (JDR)**

**Champions:** Chief William Siffermann and Chief Mark Varela

**Timeline:** End date TBD

### Why address this issue and what will be accomplished

Organizing a statewide juvenile justice system reform effort according to best and evidence based practices (EBP) will complement CPOC's Adult initiative emanating out of SB 678. Each initiative promotes the implementation of valid and reliable risk tools, data driven decisions about level of supervision and services, diverts and reduces the number of offenders inappropriately placed in costly levels of confinement and addresses racial and ethnic disparity.

For example, the eight core principles of JDAI are consistent with the state's current movement toward adopting evidence-based practices (EBP) and employing data-driven decision-making resulting in improved offender outcomes that promote overall public safety (linked closely to our CPOC mission). Applied correctly, these principles conserve limited system resources, advance timely decisions and facilitate accurate matches of youth with appropriate levels of service within the community. JDAI has well established roots across the nation producing demonstrable positive outcomes. This national model includes a set of strategies that are already developed and tested. Its formula is tried and true. This could reduce the time and effort needed to implement approaches.

The Annie E. Casey Foundation has communicated a strong interest in expanding its work in California because the initiatives and reforms implemented in this state have a significant impact on the direction of the rest of the nation. CPOC can provide the necessary leadership.

Juvenile Detention Reform (JDR) can also be applied to the adult system in ways that will increase efficiencies in case processing and improve long term offender outcomes. The implementation of JDR practices and methods by jurisdictions across the country have already improved outcomes for youth, reduced the overuse of detention, mitigated racial and ethnic disparity, reduced disruption and destruction of positive social ties for our youth, and improved the efficiencies of community-based resources. Juvenile

Detention Reform methodology, when properly implemented, will pay dividends both locally and statewide that enrich the public's safety and offender competencies.

**Strategy:** Create a CPOC subcommittee to lead this effort

**Steps:**

- Reach out to existing ad hoc committee and attend February 17<sup>th</sup> meeting
- Reach out to Annie E Casey to help develop CPOC's preliminary JDR roll out plan

**Resources:**

- Santa Cruz, Ventura, Orange, and San Francisco Counties
- Ad hoc committee on JDAI
- Annie E Casey Foundation

**Deadline:** September 1, 2011

**Strategy:** Assemble internal examples of success with Juvenile Detention Reform from past and current sites to be considered and assessed by subcommittee

**Steps:**

- Use expertise and data from sites that are or have implemented the initiative
- Bring JDAI champions into the group
- Quantify and articulate the successes

**Resources:**

- Annie E Casey Foundation
- California JDAI Counties
- JDAI Help Desk
- Other Juvenile Detention Reform Projects

**Deadline:** TBD

**Strategy:** Present Model to CPOC body

**Steps:** TBD

**Resources:**

- CPOC JDR Subcommittee

**Deadline:** TBD

**Strategy:** Gain the support of the Governor, State Advisory Group and Legislature as well as other stakeholders to adopt JDR as a statewide initiative

**Steps:**

- Invite Annie E Casey Representatives to join CPOC in approaching state level leaders
- Craft a message that proposes the JDAI formula as a model strategy to achieve improved public safety at reduced cost
- Communicate the plan to other stakeholders and engage them in the process

**Resources:**

- See above

**Deadline:** TBD

**Objective 4:**  
**Propose a model for secure residential treatment  
of serious, chronic and violent offenders in CA**  
**(in response to the proposed closure of DJJ)**

**Champions:** Chief Marjorie Rist and Chief Patricia Mazzilli

**Timeline:** End date TBD

Why address this issue and what will be accomplished

At the time of the meeting, the state had proposed closing all Department of Juvenile Justice facilities. The impact of that decision has significant impact on local jurisdictions. There is concern that bad public policy will be made trying to fill in a budget gap, leaving jurisdictions with the problem of finding or developing local resources to confine and provide programs for the serious, chronic and violent offenders.

One concern is the unintended consequences of such a decision. While the state may envision local jurisdictions providing secure confinement and programming, it is more likely that the closure of DJJ will result in more waivers to the criminal justice system. The end result is losing sight of the principles of the juvenile justice system in California – providing developmentally appropriate levels of confinement and treatment through the age of 24.

An integral part of our juvenile justice continuum is secure programming. Should individual jurisdictions be forced to keep these youth locally, counties might be forced to work against evidence-based practices by mixing levels of offenders because of limited resources.

Especially during times of severe fiscal constraints, jurisdictions are concerned that state funds that might be reallocated to local services at the time DJJ is closed, will later be reduced or eliminated, leaving counties with the responsibility to provide all levels of intervention with no fiscal resources.

**Strategy:** Assemble a CPOC Subcommittee to begin discussions about regional secure facilities that could be utilized in lieu of DJJ.

**Steps:**

- Determine which counties are interested in regional models
- Assemble workgroups (to include managers from CAPIA and CAPSA) to begin the discussions and planning, on a statewide basis, with sub-groups developing for more region-specific discussions
- Research models of secure care that can provide a variety of examples for examination and discussion
- Build a new model for secure custody and treatment with a broad group of stakeholders
- Plan for building coalitions over time with other groups (e.g. Mental Health Advocates, Education Leaders, Judges, Justices Advocates, DJJ, California Department of Corrections and Rehabilitation (CDCR), CSA)

**Resources:**

- CPOC members and Juvenile Service Committee members
- CPOC Executive and Legislative Committees

**Deadline:** TBD

**Strategy:** Assess existing DJJ population to determine needs of regional facilities

**Steps:**

- Gather data on demographics, criminogenic needs, mental health issues, committing offenses, etc. for DJJ youth in custody

**Resources:** TBD

**Deadline:** TBD

<b>Chief Probation Officers of California Juvenile Services Committee</b>
---

**Chair: Chief Patricia Mazzilli:** San Joaquin County Probation Department

**Chief Mary Butler:** Napa County Probation Department

**Chief Bill Damiano:** Humboldt County Probation Department

**Chief Wes Forman:** Shasta County Probation Department

**Chief Marjorie Rist:** Yolo County Probation Department

**Chief Jim Salio:** San Luis Obispo County Probation Department

**Chief Bill Siffermann:** San Francisco County Juvenile Probation Department

**Chief Mark Varela:** Ventura County Probation Department

## Chief Probation Officers of California Juvenile Strategic Planning Committee

### Participants in Planning Event January 27 -28, 2011

**Chair: Chief Patricia Mazzilli:** San Joaquin County Probation Department  
pmazzilli@sjgov.org

**Chief Teri Hall:** Calaveras County Probation Department  
THall@co.calaveras.ca.us

**Chief Bill Damiano:** Humboldt County Probation Department  
BDamiano@co.humboldt.ca.us

**Chief William Siffermann:** San Francisco County Probation Department  
william.siffermann@sfgov.org

**Chief Marjorie Rist:** Yolo County Probation Department  
marjorie.rist@yolocounty.org

**Chief Steve Pecor:** Placer County Probation Department  
specor@placer.ca.gov

**Chief Jim Salio:** San Luis Obispo County Probation Department  
jsalio@co.slo.ca.us

**Chief Mary Butler:** Napa County Probation Department  
mary.butler@countyofnapa.org

**Jane Pfeifer:** Policy Director, CPOC  
jpfeifer@cpoc.org