



COUNTY OF SAN DIEGO

AGENDA ITEM

BOARD OF SUPERVISORS

NORA VARGAS
First District

JOEL ANDERSON
Second District

TERRA LAWSON-REMER
Third District

NATHAN FLETCHER
Fourth District

JIM DESMOND
Fifth District

DATE: October 19, 2021

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TO: Board of Supervisors

SUBJECT

**PROBATION - SUCCESSFUL IMPLEMENTATION OF JUVENILE JUSTICE
REALIGNMENT (DISTRICTS: ALL)**

OVERVIEW

San Diego County's juvenile justice system has been undergoing a significant transformation to adopt national best practices in supporting justice-involved young people. On September 30, 2020, the State enacted Senate Bill (SB) 823 to close the Division of Juvenile Justice (DJJ) facilities and realign responsibilities to the counties for the detention of justice-involved youth. Youth committed ("sentenced") for the most serious offenses are often housed at DJJ facilities for specialized programming and public safety. SB 823 authorizes counties to house youth described in this legislation in local custody until age 25 and provides funding to support evidence-informed programming that supports youth success.

The legislation required counties to establish a subcommittee of their Juvenile Justice Coordinating Council to create implementation plans. Membership of the subcommittee, as guided by state law, includes the Chief Probation Officer, serving as the Chair, the Juvenile Court, the District Attorney and Public Defender Offices, Health and Human Services Agency, the San Diego County Office of Education, individuals with lived youth justice system experience, and community stakeholders. The Coordinating Council's SB 823 Subcommittee met on eight (8) occasions this calendar year to analyze data trends and seek input for programs and services that should be provided to youth who will remain in County custody, rather than transferring to a state facility, pursuant to Senate Bill 823. The implementation plan must be submitted to the State's Office of Youth and Community Restoration by December 31, 2021, for counties to remain eligible for future State funding.

Today's action is a request for the Board of Supervisors to receive the SB 823 implementation plan. The plan identifies the need to contract for supportive services including family transportation, career and academic support services, positive youth development programming, behavioral health treatment programming, and reentry support. The plan also identifies long-term needs for post-high school academic and career development services. Further, today's request will authorize the Department of Purchasing and Contracting to issue a Request for Proposals (RFP) to provide supportive services to youth in custody.

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RECOMMENDATION(S)

CHIEF ADMINISTRATIVE OFFICER

1. Receive the County of San Diego's Senate Bill 823 Implementation Plan.
2. In accordance with Section 401, Article XIII of the County Administrative Code, authorize the Director, Department of Purchasing and Contracting, to issue a Request for Proposals (RFP) for supportive services to youth in custody and to support their reentry into the community, and upon successful negotiations and determination of a fair and reasonable price, award a contract for a term of three (3) years, with two (2) option years and up to an additional six (6) months if needed, subject to the availability of funds and a need for services, and to amend the contract as needed to reflect changes to services and funding that do not materially impact or alter the program, subject to the approval of the Chief Probation Officer.

EQUITY IMPACT STATEMENT

Senate Bill 823 makes substantial changes to California's juvenile justice system. Youth of color are overrepresented in the juvenile justice system and previous strategies to address treatment and rehabilitation have not always been inclusive of lived experience. The implementation plan includes feedback from community stakeholders and individuals who were previously involved in the justice system. Eight (8) public meetings were held to receive input. Clinical and cognitive behavioral interventions have been demonstrated to support youth in successfully exiting the justice system. Linkages to community colleges for traditional academic and career technical education will promote sustainable and high paying jobs. The Request for Proposals to provide positive youth development services will include specific hiring standards for the prior justice-involved population, inclusion of youth voice into programming, and culturally responsive services. The inclusion of transportation services and incentive payments for families will promote youth connections with caring adults and aid in their successful completion of programming. Probation will include equity measures in a future contract to ensure youth are achieving success at similar levels. In addition, use of an outside evaluator will support juvenile justice partners in determining success and opportunities for improvement.

FISCAL IMPACT

There is no direct fiscal impact associated with the requested actions in the current fiscal year. Funds for this request will be included in the Fiscal Year 2022-24 CAO Recommended Operational Plan and future years Operational Plans for the Probation Department to support contracted services to youth in custody. Staff will return to the Board to establish additional appropriations if necessary.

BUSINESS IMPACT STATEMENT

N/A

ADVISORY BOARD STATEMENT

On August 18, 2021, the Implementation Plan was presented as an informational item to the Juvenile Justice Coordinating Council.

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BACKGROUND

San Diego County's juvenile justice system is undergoing a significant transformation and implementing national best practices for supporting young people and their families. On April 25, 2017 (4), the Board of Supervisors approved the Chief Probation Officer's request to apply for and accept the Georgetown University Center for Juvenile Justice Reform and Council of Juvenile Justice Administrators Youth in Custody Practice Model (YICPM) technical assistance program. The YICPM supports local agencies with developing a roadmap for aligning current operations with best practices to support custodial youth and staff. Examples include enhanced food services for youth, smaller group living units, cognitive behavioral therapy treatment programs, break times for direct care staff, and trainings for case planning and de-escalation.

State of California Juvenile Justice Realignment

On September 30, 2020, California enacted SB 823 to shift the responsibility for youth with the most serious offenses, highest needs, and longest commitment terms ("sentences") to counties. These statutory changes, including closing intake to state youth facilities operated by Division of Juvenile Justice (DJJ) and the planned closure of all DJJ facilities on July 1, 2023, require counties to reimagine their service delivery model to care for youth who may be in custody for years and not just months. The legislation required counties to convene a subcommittee of their Juvenile Justice Coordinating Council to include the Chief Probation Officer serving as the Chair, the Juvenile Court, representatives from the District Attorney and Public Defender's Offices, the County Office of Education, the Health and Human Services Agency, community stakeholders, and individuals with lived experience. The subcommittee meetings were held publicly and members provided input around treatment, programming, and housing for youth committed to Probation's custody. As described in state statute, counties are to include facility descriptions, programs, treatment services, supervision, and reentry strategies in their plan. The subcommittee has developed an implementation plan that will be submitted to the State's Office of Youth and Community Restoration by December 31, 2021.

DJJ Population

Approximately 50 San Diego County youth are currently housed at the DJJ facility in Ventura, California. San Diego County sends approximately 15-25 youth annually to the state facility with the average length of stay of approximately two (2) years. Youth housed at DJJ have committed some of the most serious offenses and have significant needs for treatment. In January 2021, the San Diego Association of Governments (SANDAG) released an analysis of the DJJ population. The research found that these young people are more likely to have experienced past trauma and identified significant mental health and substance use disorder treatment needs in the report. The SANDAG analysis recommends intensive clinical services that address underlying needs, screenings for traumatic brain injury that could impact adolescent brain development, robust academic and career training, and a focus on probation staff training to foster trusting relationships and inspire behavioral changes. Youth committed to DJJ have often had previous contact with the juvenile justice system. DJJ youth may have attempted other custodial or community-based programs before receiving a DJJ commitment. For example, only 7% of 56 youth interviewed had their first justice system contact result in a DJJ placement.

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Implementation Plan

The implementation plan calls for trauma-informed and developmentally appropriate services to address significant underlying needs of youth. For each youth, an Individual Rehabilitation Plan (IRP) will outline the service approach. The IRP, which was described in further implementing legislation (SB 92), must be developed and approved by a Juvenile Court judge within 30 days of a commitment. The Probation Department will include in the process a multi-disciplinary team approach including representatives from the San Diego County Office of Education, Behavioral Health Services, contracted providers, family members/positive role models, and the youth. The IRP will be a living document and evolve as the youth progresses in their rehabilitation. The multi-disciplinary team will meet monthly to provide updates on the youth's progress and ensure identified services and programs are completed while the youth is in custody. Transportation will be provided to families and supportive adults to reduce barriers and encourage their participation in this process.

Young people committed to local long-term custody under SB 823 have significant needs as identified in the SANDAG evaluation. The Probation Department has a need for robust and intensive mental health, substance use disorder, and cognitive behavioral treatments to support successful outcomes for youth. In partnership with Behavioral Health Services, Probation will identify a therapeutic, treatment-oriented program for this population. Clinicians will be assigned to specific living units, establish positive relationships with young people in custody, run clinical and cognitive behavioral intervention programming, and provide six months of aftercare to reinforce progress made while in custody.

Education and career development services are a key component of promoting long-term success. Probation and community partners will continue meeting with local community college districts to gauge interest in a robust partnership that includes dedicated counseling and academic navigation from lived experience individuals who can help youth thrive while in custody and after release. Community college services will need to include traditional academic pathways for achieving a bachelor's degree but also career technical education leading to immediate and livable wages. Probation will also prioritize career readiness and employment opportunities for youth seeking to directly enter the workforce and link youth to jobs upon release.

Lastly, the implementation plan describes that a community-based organization will provide pro-social and transportation services for the SB 823 population. Specific services will include:

- Transportation for families and supportive adults to participate in treatment programming and visitation
- Career clothing and academic materials to support the youth
- Positive youth development courses that include but are not limited to leadership development, financial literacy, credible messenger mentoring, art enrichment, drama, and recreational activities
- Barbering and Cosmetology services for youth in custody
- Securing vital documents like California Identification and Social Security cards

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Probation will seek to maximize the use of lived experience contract staff who can help Behavioral Health Services and Probation staff inspire transformational changes in youth.

Today's request asks the Board of Supervisors to receive the SB 823 implementation plan and to authorize the Director of the Department of Purchasing and Contracting to issue a Request for Proposals (RFP) for custodial programming services, and award a contract for an initial term of three (3) years, with two (2) one-year option periods, and up to an additional six (6) months, if needed.

LINKAGE TO THE COUNTY OF SAN DIEGO STRATEGIC PLAN

Today's proposed action supports the Building Better Health Initiative of the County of San Diego's 2021-2026 Strategic Plan by promoting the implementation of a service delivery system that is sensitive to individuals' needs.

Respectfully submitted,



HELEN N. ROBBINS-MEYER
Chief Administrative Officer

ATTACHMENT(S)

ATTACHMENT A - SB 823 Implementation Plan

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AGENDA ITEM INFORMATION SHEET

REQUIRES FOUR VOTES: ☐ Yes ☒ No

WRITTEN DISCLOSURE PER COUNTY CHARTER SECTION 1000.1 REQUIRED

☐ Yes ☒ No

PREVIOUS RELEVANT BOARD ACTIONS:

08/17/2021 (03)—Ratify Membership of the Subcommittee of the Juvenile Justice Coordinating Council Regarding Juvenile Justice Realignment

BOARD POLICIES APPLICABLE:

A-92: Juvenile Justice

BOARD POLICY STATEMENTS:

N/A

MANDATORY COMPLIANCE:

N/A

ORACLE AWARD NUMBER(S) AND CONTRACT AND/OR REQUISITION NUMBER(S):

N/A

ORIGINATING DEPARTMENT: Probation Department

OTHER CONCURRENCE(S): Department of Purchasing and Contracting
Health and Human Services Agency
District Attorney's Office
Public Defender's Office

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