

COORDINATED AGENCY NETWORK (C.A.N.)

A JUVENILE SUPERVISION PROJECT

between

**SAN DIEGO POLICE DEPARTMENT
SOUTHERN DIVISION**

and

**SAN DIEGO COUNTY PROBATION DEPARTMENT
JUVENILE DIVISION**

Project Start Date: January, 1997

COORDINATED AGENCY NETWORK

SAN DIEGO POLICE DEPARTMENT, SOUTHERN DIVISION
SAN DIEGO COUNTY PROBATION DEPARTMENT, JUVENILE DIVISION

SCANNING: In 1996, San Diego Police officers, along with a San Diego County Probation officer, recognized the need for greater supervision and accountability of juvenile probationers. Statistics for the area of concern, the communities of Otay Mesa and San Ysidro, showed 101 crimes per 1,000 population, compared to 51 per 1,000 Citywide. Police officers often arrested the same juvenile for the same or similar offense time and again. Probation officers felt that effective supervision of juveniles on probation was not possible due to the large caseload they were carrying.

ANALYSIS: Officers found that the vast majority of juvenile offenders are placed in the Probation "Bank" and only report to a probation officer via mail once per month. A probation officer with a "banked" caseload could have as many as 500 juveniles to supervise. These juveniles had no motivation or incentive to successfully complete their probation. Many juveniles came from single parent homes and lacked sufficient supervision at home. Many were also lacking in credible role models or at risk due to their poverty level or gang affiliation.

RESPONSE: Officers initiated the Coordinated Agency Network (CAN) Project. This project, a collaboration between the San Diego Police and Probation Departments, teams officers with a probation officer handling a "banked" juvenile caseload. Fifteen police officers volunteered to supervise these "banked" juveniles by making home visits, and reporting both negative and positive behavior to the probation officer. The project's motto is to "Catch the kids doing something good." The project's overall goal is to have each juvenile successfully complete probation.

ASSESSMENT: After six months, a group of 80 CAN participants (experimental group) was compared to a group of 80 "banked" juveniles not participating in the project (control group). This comparison revealed juveniles in the CAN program had one-fourth the rate of recidivism (6% vs. 22%) and were 35% more likely to complete their probation conditions. "Customer satisfaction" surveys were distributed to all active CAN families in July, 1997. Of the respondents, 100% indicated a positive reaction to the program.

SCANNING:

The Target Area: Otay Mesa and San Ysidro are the southernmost communities of San Diego and are part of the San Diego Police Department's 251 square mile Southern Division, which also includes several smaller communities and rural wilderness. While politically part of the City of San Diego, Southern Division is geographically separated from the rest of the City by the Cities of Chula Vista and National City.

The target area is a geographically compact region of approximately 100 square miles, with a population of 80,000. The area is socially and economically depressed, as reflected in the following:

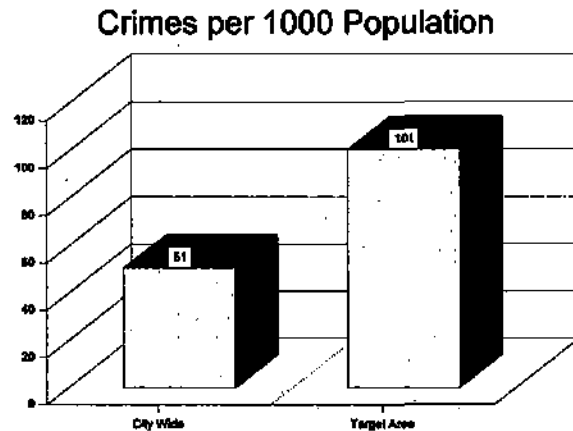
Characteristic	Target Area	Citywide
Hispanic Population	57.2%	20.7%
Single Parent Families	17.0%	9.0%
Households below Poverty Level	16.7%	13.4%
Juveniles Below Poverty Level	23.3%	19.8%
Juveniles as Percentage of Population	35.0%	23.0%

In 1996, San Diego Police Detective Andrea Scott, Officers George O'Rourke and Bobby Rollins along with San Diego Probation Officer Susan Evans recognized that the need for greater juvenile supervision and accountability was particularly acute in the Otay Mesa and San Ysidro Communities. Police officers often arrested the same juvenile for the same or similar offense time and again. Probation officers felt that

effective supervision of juveniles on probation was not possible due to the large caseloads they were carrying.

ANALYSIS:

Crime in the Target Area: (Provided by the San Diego Police Department Crime Analysis Section, the San Diego Probation Department, and SAN DAG¹.) **Current target area statistics show 101 crimes per 1,000**



population, compared to 51 per 1,000 City wide. Southern Division patrol officers report that juveniles account for 50% of all crime in the area, and that a relatively small number of youth account for a high percentage of those crimes. These juveniles require a disproportionately large share of the criminal justice resources allotted to the area.

Officers found that from January 1, 1997 through November 30, 1997, there were 1,030 juvenile arrests in the target area primarily for, disturbances, beyond control, curfew violations, gang assaults, narcotics, theft and vandalism. This was an 11 % increase over the same period of 1996. Males accounted for 77.9%, and females 22.1% of the total.

¹ SAN DAG - San Diego Association of Governments.

During the same period, there were 1,855 juvenile field interviews primarily for, gang and drug activity, disturbance, burglary and vandalism. Males accounted for 85.4%, and females 14.4% of these contacts. From January, 1996 to January, 1997, target area crimes in which juveniles were the victims *increased* by 11.9%, compared with a 12.9% *decrease* Citywide. The elevation of crimes among juveniles in the target area has made it necessary for an increase in Probation services.

Number of Youth Requiring Services: The Probation Department supervises approximately 250 juveniles in the target area at any given time. Of these, about 215 are formal wards of the Juvenile Court due to a "true finding" of criminal behavior. The remainder are referred by police officers for placement on informal probation, meaning the juvenile has been diverted from Juvenile Court because the problem behavior is not considered to be at a level of criminal sophistication requiring the immediate and full attention of the Court.

The behaviors that bring these youth into the Juvenile Justice System have an adverse impact not only on their victims, but on the juveniles' families and the community at large. They run the gamut from simple behavior problems to serious, violent and chronic offending. While these wards remain in the community, their negative behaviors create a sense of fear and disorder.

Wards who are classified as "low risk," or who have completed the majority of their court-ordered probation, are placed into a Banked Case Load, or simply "banked." These wards are expected to contact their probation officer by mail. This form of

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monitoring lacks frequent face-to-face direction and guidance. Juveniles in this classification often lack the motivation and ability to abide by their probation conditions.

According to Office of Criminal Justice Planning (OCJP) research, "Evidence continues to mount that a small proportion of offenders commit most serious and violent juvenile crime." The OCJP Comprehensive Strategy calls for early prevention, immediate intervention and the swift application of graduated sanctions.² Officers' research found that the target area communities Risk Factors were significantly greater than in other areas of San Diego:

- Both INS and U.S. Customs report that the San Ysidro and Otay Mesa Ports of Entry are the busiest international border crossings in the world, creating pervasive opportunities for quick money through drug marketing, alien smuggling, auto theft, vehicular burglary and robbery of tourists.
- There are 665 documented members in 10 entrenched street gangs, many with multi-generational histories. International gang linkages result in U.S. youth being recruited by violent, organized Mexican gangs as couriers, smugglers, and sometimes assassins.
- The Otay Mesa Level III State prison attracts families of inmates to the area, and many prisoners are paroled into the surrounding community.

²Office of Criminal Justice Planning, "Juvenile Justice and Delinquency Prevention Comprehensive Strategy for Serious Violent and Chronic Juvenile Offenders Program Summary," 1995, p. 2.

Research also found that Individual Risk Factors include poverty; single-parent homes, youth and family unemployment, English as a second language, and the U.S. as a second culture.

As noted in San Diego's Local Action Plan, "...a [local] multi-agency plan that identifies the resources and strategies for providing an effective continuum of responses for the prevention, intervention supervision, treatment, and incarceration of juvenile offenders.", protective factors such as positive social bonding and clear standards of behavior from family and community resources are minimal.³ The large juvenile population, combined with rampant crime and border dynamics, continually exposes youth to negative peer groups and an economic environment where wealth is unattainable by legitimate means, but quick money can always be had through criminal enterprise. Youth may be threatened by gangs and hard-core criminals, and feel pressure to affiliate with a gangs for personal safety.

RESPONSE:

San Diego County law enforcement agencies have a long history of cooperation. Chief Probation Officer Alan Crogan quoted President Clinton in praising the cooperative efforts of San Diego Police and Probation Departments as well as other county law enforcement agencies as a "model for the nation."⁴

³San Diego County Local Action Plan. Final Report to the California Board of Corrections, March 1997, pp. 111-15 through 25.

⁴Crogan, Alan M., Chief Probation Officer, San Diego County, "Law Enforcement Quarterly," November/January, 1997.

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Following in this tradition, officers formed a unique partnership conceived and developed by line officers from the two agencies called the Coordinated Agency Network (CAN) Project. Since the Probation and Police Departments have a common mission of protecting the community, it was clear that such a collaboration would enhance the delivery of youth rehabilitation services and supervision. Endorsed and authorized by agency chiefs as a six-month pilot project, CAN began operations in January, 1997. The project is coordinated by a Senior Probation Officer, with the full support of police supervisors. Fifteen Southern Division Police Officers volunteered to work with the program in addition to their regular duties. Project goals are to:

- Protect the community through increased supervision of Juvenile Court wards.
- Promote wards' compliance with court-ordered conditions of probation.
- Strengthen working relationships between Police, Probation and the community.
- Provide intervention and guidance through increased supervision and mentoring.
- Refer wards and their families to appropriate community-based programs to assist in developing lawful, healthy, productive lifestyles.

The target population consisted of formal juvenile probationary wards who were deemed "low risk" and banked in a level of supervision requiring only mail reporting. Low-risk offenders were selected from the "bank" for community-based supervision through the CAN program in an innovative probation/police team concept. The CAN program involves a number of central principles: Pertinent data is shared freely between agencies. Probation and police officers were co-trained and teamed with the goal of actively seeking out target juveniles in their homes, their schools and the

community to provide supervision and guidance in a consistent and systematic fashion. CAN teams meet with wards and their families to provide orientation to the program, assess needs, make referrals to community service programs, provide mentoring, track school performance, assist in identifying appropriate community service projects, conduct court-ordered urinalysis, and discover probation violations.

In addition, teachers and neighbors were contacted. CAN assessed the needs of the child from a holistic perspective, considering the home, school and community, including the interactions of the wards' family and peers. This resulted in a familiarity with their individual circumstances and probation conditions. Wards who failed to follow through with directive(s) faced a series of graduated sanctions, ranging from CAN team counseling, to referral to Juvenile Court for detention. CAN officers were not on a strictly punitive mission, but acted as role models and mentors, providing positive contacts between police, youth and families, with the emphasis on the strengths of the child and family..

Team members met on a weekly basis to review the program and identify the specific assistance or community supervision needs of each ward or the ward's family. Officers related ongoing problems and successes with wards to help hone the process.

The CAN vision looked to the next step beyond banked supervision and community policing. OCJP research shows that juvenile rehabilitation is most effective when wards and their families are engaged in community-based programs and services. CAN provided a collaborative, balanced method of protecting communities disrupted by delinquent youth through the application of a comprehensive model of

supervision with graduated consequences and/or incentives aimed at building competent youth. The CAN program enhanced the strengths of the child and family by providing intensive community-based juvenile supervision and intervention and management. It also fostered a sense of responsibility and self-discipline in the ward, empowered and educated parents and included the community and victims as partners in addressing juvenile crime issues in their neighborhoods. Lastly, CAN coordinated the resources available to youth and families to maximize their accessibility and practical value.

Overall Implementation and Coordination Strategy: Implementing agencies in the CAN project were the San Diego Police Department (Southern Division) and the San Diego County Probation Department, Juvenile Division.

Project Organization:

The Project Director: (Police Sergeant) oversees and coordinates activities between agencies; reviews and approves Probation referrals; assigns cases to the CAN-trained police officers; supervise project staff; and insures timely completion of reports. The Police Department also provides a meeting space in the Southern substation for use by Probation and Police personnel for orientations and family counseling.

The Probation Coordinator: (Senior Probation Officer) identifies banked and low-risk juvenile offenders for CAN participation; assists in program oversight and monitoring; provides counsel and support to police officers; conducts court-ordered urinalysis; maintains project statistics and other data; and prepares court reports.

Volunteer Police Officers: (approximately 15) were selected to participate.

San Diego Police and Probation provide joint training to officers both prior to their assignment and during CAN operations.

Project Operations: The Senior Probation Officer meets first with the juveniles and their families to provide program orientation, conduct an initial needs assessment, explain conditions of probation, and make appropriate referrals to community service programs. After the orientation, assigned police officers make regular bi-weekly visits to the juveniles and their families to act as role models and mentors, monitor probation compliance, make follow-up referrals, and assist in identifying appropriate court-ordered community service projects. Police officers also prepare written reports of each contact, perform police computer searches for pertinent information, report probation violations and make recommendations to the Probation Coordinator about the juveniles' progress in the program. Except in emergency or extreme circumstances, CAN police officers do not arrest juveniles for probation violations; these will be referred to the Probation Coordinator. Probation fully considers recommendations of the officers when dealing with juveniles in the program. The entire CAN team meets on a weekly basis to review CAN cases, youth/family progress and services needed, and to prepare monthly status reports.

Project Goals: The following also provides detail on the resources, strategies and activities for achieving the goals:

Objective #1: Maintain a screened and trained corps of uniformed police officers to work cooperatively with Probation in supervising, mentoring and guiding youth

probationers (all police officers are volunteers in this program; CAN activities are performed as time permits in addition to their regular duties.)

Objective #2: Establish a network of youth/family resources in the target community which provides needed services to youth and families referred by CAN.

Objective #3: Provide intensive, face-to-face, community-based probation supervision by uniformed police officers for formal and informal probationary youth for periods of up to one year.

Objective #4: Apply the principles of Balanced and Restorative Justice, that is hold the ward accountable for their misconduct and for making restitution to their victims and community.

Objective #5: Assist probationary youth in developing personal competency, success and a positive self-image within their family and community.

Objective #6: Ensure that participating youth are in compliance with court orders/contracts at the end of the program.

Objective #7: Ensure that participating youth who are in the traditional educational system remain there at the end of the program⁵

Objective #8: Ensure that participating youth who are out of the traditional educational system have re-entered by the end of the program.

⁵Office of Juvenile Justice and Delinquency Prevention. (1995, June). Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, p 140. U.S. Department of Justice: U.S. Government printing Office.

Objective #9: Strengthen and empower families of probationers by performing needs assessments and making referrals as appropriate to meet family and individual needs.⁶

Project staff may refer wards to any participating community resource for services. Project staff may refer juvenile offenders to any participating organization(s) for graduated sanctions as deemed necessary by the CAN Coordinators. These referrals, when ordered by the court, become an official condition of their probation.

Should they fail to follow through, the youth will be directed to increasingly strict sanctions.

Community Resources Available: The following incentives and sanctions are employed to provide graduated consequences and incentives through CAN. This list is continually expanded as the project matures.

- **Parents/Guardians:** Report to CAN officers all conduct, both physical and social, negative and positive; monitor youth to ensure compliance with the terms set by Probation and/or the courts.
- **Community Members:** Report to CAN officers on the juvenile's behavior within the community, both negative and positive.
- **Focus Groups (Peer Support, Juvenile Relationship Violence, Alcoholics Anonymous, Narcotics Anonymous, etc.):** Provide input and anecdotal records to add to the qualitative project feedback to CAN Team.

⁶Office of Juvenile Justice and Delinquency Prevention. (1995, June). Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, p 140. U.S. Department of Justice: U.S. Government printing Office.

- **Public and Private Organizations (YMCA, YWCA, City Recreation and Libraries, etc.):** Provide recreation, guidance, positive role models; instruct in proper citizenship behavior; report significant behavioral problems to CAN Team.
- **Public and Private Schools, Counselors and Educators:** Provide vocational training and job readiness skills; monitor school behavior, achievement and disciplinary referrals; document compliance with terms set by Probation.
- **Juvenile Court Division:** Receive recommendations from Probation Officers; impose formal sanctions; establish conditions and length of probation.
- **Intervention/Diversion:** Personal contacts by police officers; Teen Courts; Probation's Community Intervention and Border Youth Programs; Probation's Quick Consequence Program/Counsel & Close; referral to community-based agencies for community service (as ordered by Probation or law enforcement), counseling and other identified needs; mediation and restitution programs.
- **Supervision:** Formal probation, either in the banked caseload or regular supervision; San Diego County multi-agency Gang Suppression and JUDGE (Jurisdictions Unified for Drug/Gang Enforcement) Units; Probation's Aftercare Unit; home supervision and home community contracts; electronic surveillance program; day treatment programs.
- **Incarceration:** Juvenile Hall; Juvenile Ranch Facility; Girls' Rehabilitation Center; Short Term Commitments and Short Term Offender Programs; Youth Correctional Center; California Youth Authority; county jail.

- **Treatment:** REFLECTIONS; residential facilities; Youth Day Center; Teen WATCH; Juvenile Repeat Offenders' Program; Project 8%; drug counseling programs at juvenile custody facilities.

Incentives and Rewards: Providing incentives and rewards for positive behavior is equally as important as negative sanctions for misbehavior. CAN relies on a menu of positive incentives, such as reduced supervisory contacts, and rewards through partner agencies, including recreational (sports, skating, field trips, etc.); life skills and personal growth (mentoring, community involvement, victim restitution, tattoo removal, etc.) to promote positive social behavior.

ASSESSMENT:

How the Program has Impacted the Problem: The judicial system delegates the responsibility for monitoring all juvenile probationers to the Probation Department. Probation staff have gone to great lengths to meet Court mandates, but their ability to supervise all Juvenile Court wards is limited.

The San Diego Police and Probation Departments received no additional resources or funding for the CAN project. Less than 25% (approximately one day per work week) of a probation officer's time was allotted to coordinate and perform CAN related work. Police officers pursued CAN activities when not responding to regular patrol or investigative duties. Officers spent an average of one hour per week on CAN related activities during work hours. Many contributed vast amounts of volunteer hours interacting with wards and their families. Nevertheless, only a portion of formal probationary wards could be reached through the pilot project. With 250 youth on

formal probation at any given time, and between 25 and 40 additional youth being referred monthly for informal probation, clearly the project met only a small proportion of the enormous need. The traditional criminal justice bureaucracy has often been reactive rather than preventive or intervention focused. The OCJP Delinquency Prevention Comprehensive Strategy for Serious Violent and Chronic Juvenile Offenders Program Summary concludes that, "For intervention and treatment purposes... the juvenile justice system does not see most offenders until it is too late to intervene effectively."⁷

The need to reduce both the number of children who are currently in the juvenile justice system, and the number who enter in the future, is crucial. Moreover, it is vital to reduce the impact of their anti-social behavior on the community, both while under supervision and after they leave the system. Both formal wards of the court and youth on informal supervision must be held accountable for their negative behaviors, and helped to make restitution to their victims and the community.

By consolidating the resources of the criminal justice system and the community, it is possible to avoid duplication of effort and deliver effective services at a reduced cost; foster greater cooperation and meaningful communication between youth, law enforcement and the community; and address the needs of the youth most likely to respond to systematic guidance, supervision and assistance.

⁷Office of Criminal Justice Planning, "Juvenile Justice and Delinquency Prevention Comprehensive Strategy for Serious Violent and Chronic Juvenile Offenders Program Summary," 1995, p. 3.

Project Results: A six month evaluation supported the expectation that a manageable caseload, systematic community-based supervision and intervention, and inter-agency collaboration can significantly reduce recidivism and increase successful completion of probation among youth. Compared to a randomly selected (non-geographically-limited) group of wards who remained in the regular bank, CAN wards had one-fourth the rate of recidivism (6% vs. 22%), and were 35% more likely to successfully complete their probation conditions (27% vs. 20%).

	CAN Group	Control Group
Wards Served	80 ^a	80
Successfully Completed Probation	22 (27%)	16 (20%)
Arrested on new Offense(s)	4 (5%)	11 (14%)
Violated Probation Conditions	1 (1%)	2 (3%)
Active Warrants	0 (0%)	4 (5%)
Still on active probation	53 (66%)	47 (59%)

"Customer satisfaction" surveys were distributed to all active CAN families in July, 1997. Of the 25% who responded, 100% indicated a positive reaction to the program. Both police and probation officers in the project are enthusiastic about the activities and results, and committed to its continuation. In addition to having a positive impact on the youngsters and families they serve, police and probation officers have established a

^aEighty wards entered the pilot program for varying lengths of time up to the six month program duration.

strong, effective working relationship, and increased their respect for the professional roles that each plays in San Diego's juvenile justice efforts.

AGENCY AND OFFICER INFORMATION:

Officers of the San Diego Police Department's Southern Division volunteered their time to perform home visits of CAN juveniles. Without the cooperation and enthusiasm of all the officers of the Division, this program would not have been possible. The program was not funded in any monetary manner. The cooperation of the administration and supervisors of the Division enabled officers to adjust their schedules and handle CAN activity throughout the Division.

Individual officers adjusted their schedules and took on additional work in an effort to make the CAN program a success. The only incentive to officers were the satisfaction of seeing a change in the community with the successful completion of the juveniles' probation. Other than consulting the Police Crime Analysis Unit for statistical information, Division officers organized, staffed, and implemented the CAN project solely with the cooperation of San Diego County Probation.

All officers of the San Diego Police Department have received extensive problem solving training as part of the Department's implementation of Problem Oriented Policing. Officers use this training daily as it has become part of the Department's culture. CAN volunteer officers receive CAN specific training to enable them to read and understand probation reports, conditions of probation, and how to conduct home visitations. Schools (attendance, behavioral referrals and academic performance); law enforcement (police contacts, field interviews and arrests); and Probation (case

histories). Data is used to assess the program's success in meeting the stated goals, and to make comparisons between treatment and control groups.

Meaningful supervision, enforced probation conditions, graduated sanctions and restitution to victim and community are powerful incentives to probationers in general, but particularly to youth in the formative stages who have not yet committed to a life of chronic social deviation. This theory has been substantiated by the Coordinated Agency Network project.

Other Agencies Providing Similar Services: Supervision of probationers has traditionally been the sole responsibility of the Probation Department. No other organization or agency provides services similar to this project in San Diego. To our knowledge, no similar program exists anywhere in the United States. However, the success of the CAN project indicates its potential as a model for replication. Three additional law enforcement agencies in San Diego County have expressed interest in establishing programs based on the CAN model.

Grant Funding: Due to the success of the CAN program, the San Diego Police Department was awarded \$348,800 in grant funding from OCJP, due to be provided October 1, 1998. This funding will allow the CAN project to reach a much larger proportion of "banked" wards in the target area. This funding will provide a new way of protecting the community by merging law enforcement and community resources in a balanced combination of prevention and intermediate sanctions directed toward restoring the community through reintegration of at risk youth. These resources and

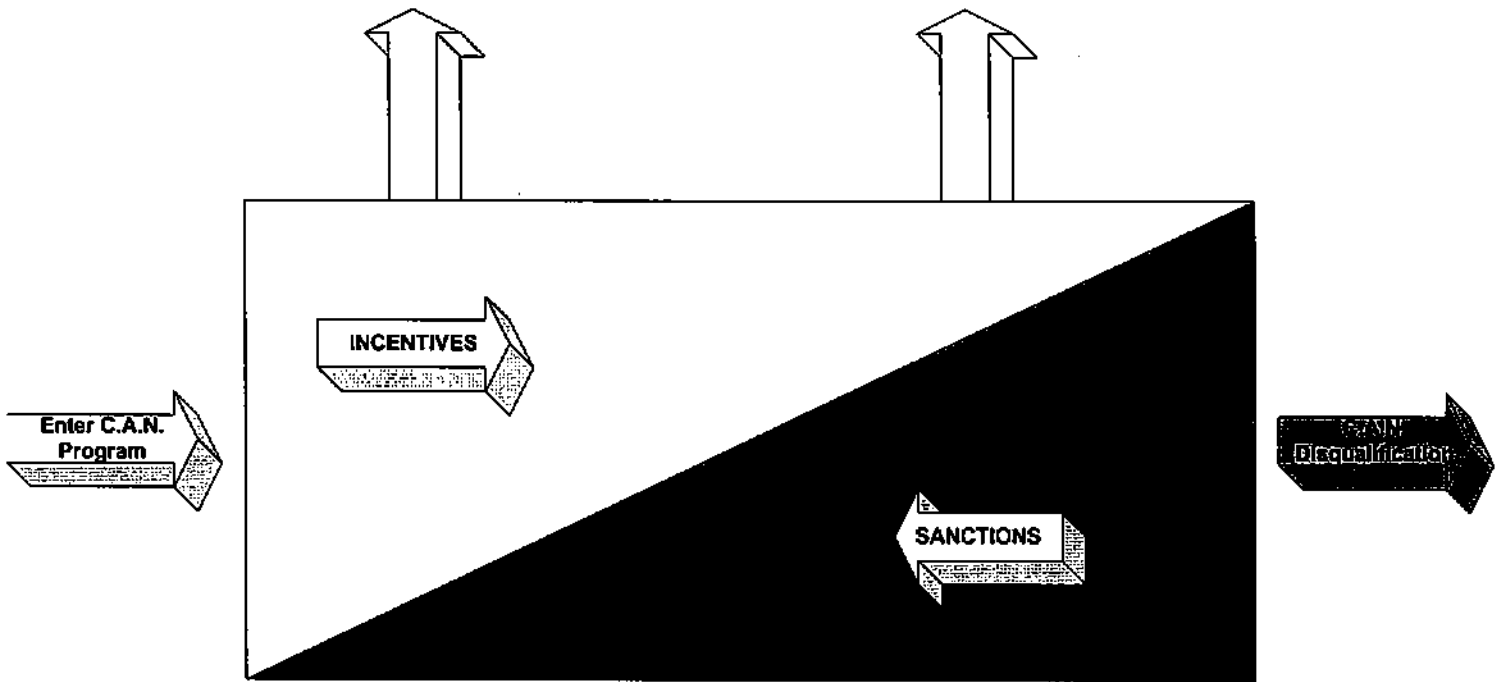
collaborations will provide an unprecedented level of supervision, accountability, opportunity and service for target youth and families.

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PLAN FLOW CHART

SUCCESSFUL COMPLETION OF PROBATION



A = INCENTIVES

Employment
 Victim Restitution
 (VORP)
 Sporting Event
 Community Family
 Events
 Skating Functions
 Tattoo Removal
 Job Skill Training
 Resume Instruction
 interviewing Techniques
 Volunteering Services
 Mentoring

B = SANCTIONS

Payment of Restitution(s)
 Counseling
 Law Enforcement
 Individual
 Family
 Probation
 Individual
 Family - Intervention
 Community Service Work
 Referrals to CBOs
 Potential Custody
 Juvenile Hall
 Additional Sanctions
 Applied
 Monetary Fines
 Probation Violation
 New Offense/CAN
 Disqualification