



TRANSFER OF
KNOWLEDGE
WORKSHOP

Juvenile Justice Community Resources II

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MENT OF THE YOUTH AUTHORITY
OF CRIMINAL JUSTICE PLANNING
IAL INSTITUTE OF CORRECTIONS
LOROX COMPANY FOUNDATION
May 1987

116085

U.S. Department of Justice
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TABLE OF CONTENTS

INTRODUCTION	1
WELCOME & OVERVIEW	2
Honorable Wilmont Sweeney	
KEYNOTE SPEECH	3
Ross Hopkins	
LAW & OVERVIEW	5
Honorable Irwin Nebron	
PROGRAM MODELS (PANEL)	
Juvenile Justice Connection Project Ross Hopkins.....	6
Youth Connection Resource Project Susan Lacey	7
Humboldt Connections Honorable William Ferroggiaro.....	8
Alameda Connections Program Sheri Cramer	9
WORKSHOPS	
Public/Private Partnership—Richard Scublet & Tony Creer.....	11
Board Development—Doris Meyer & Susan Lacey.....	11
Fund-raising—Ross Hopkins & Susan Salyer	12
Referrals—Kris Sufton	13
Assessment—Judi Parent & Jon Schiller	14
Providers—Alexis Artel & Sheila Fulton	14

ACKNOWLEDGMENTS

The Juvenile Justice Community Resources II Workshop serves as an example of the excellent results and broad impact that can be obtained through public/private partnerships. The workshop was sponsored through the joint efforts of the Department of the Youth Authority, Office of Criminal Justice Planning, National Institute of Corrections and The Clorox Company Foundation. Workshop planning and presentation were orchestrated under the leadership of The Clorox Company Foundation. Representatives from all existing programs in the state based on the juvenile justice community resource program model contributed their expertise and time to develop the workshop as a forum for information exchange and action planning. Contributors included directors, service providers, business executives, board members and staff. Coordinators from each participating county assumed responsibility for developing their county's team of workshop participants. The participants assumed responsibility for building a strategy for program development in their county. The pieces were all related and crucial to the development of alternatives for providing needed services to high-risk youth.

A complete list of planning committee members, presenters, participants, resource people and staff is included in the appendix. A special thanks is extended to all of the people who contributed their time, energy, knowledge and enthusiasm to make this workshop a success.

A SYSTEMS APPROACH—PUBLIC/PRIVATE PARTNERSHIPS

Daniel Boggan 16
Don Perata 17

COMMUNITY REPORTS..... 19

CONCLUSION..... 22

APPRENDICES 23

- Planning Committee
- Agenda
- Presenters
- Resource People
- Participants
- Extract from The Welfare and Institutions Code

PREFACE

The Department of the Youth Authority, in cooperation with the Office of Criminal Justice Planning, is conducting a series of Transfer of Knowledge Workshops on a variety of subjects that are of importance to the prevention of delinquency, crime and violence.

A Transfer of Knowledge Workshop is not a typical workshop or training event. Based on the belief that there currently exist in California sufficient knowledge and expertise to solve the major problems of crime and delinquency facing our communities, recognized experts are brought together to share information and experience. They present and/or develop program models or action strategies that are then made available to interested individuals, programs and communities.

The Transfer of Knowledge Workshop, Juvenile Justice Community Resources II, was presented to increase awareness of the need for and encourage the planning and development of programming that mobilizes broad-based community resources to serve high-risk youth at the county level. The workshop provided a forum for counties to bring together key people representing elected officials, businesses, the courts, probation, law enforcement, schools and service providers, who then planned strategies for program development in their communities.

INTRODUCTION

In 1984, Assemblyman Patrick J. Nolan authored and secured passage of AB 2761 which established a directive encouraging the development of juvenile justice community resource programs statewide. This legislation addressed the needs of high-risk youth by furthering the development of programs that mobilize community resources on their behalf. Passed unanimously by the Legislature and signed by Governor George Deukmejian, the bill is now established as law in the Welfare and Institutions Code, Division 2.5, Chapter 1, Article 5.2.

Pursuant to the law, the Director of the Youth Authority has appointed an eight member advisory committee to advise him on community resource programs; funds have been made available for the development, implementation and support of these programs; and two statewide Transfer of Knowledge Workshops have been presented on the concept.

This publication is a product of the second Transfer of Knowledge Workshop, Juvenile Justice Community Resources II. The workshop was jointly sponsored by the Department of the Youth Authority, Office of Criminal Justice Planning, National Institute of Corrections and The Clorox Company Foundation in May 1987 in Oakland.

At the workshop, presentations were made by representatives from four juvenile justice community resource programs currently operating in the state. Teams from six additional counties then met separately to develop plans for the implementation of similar programming in their communities. At the conclusion of the workshop, counties presented their proposed action plans to all participants.

During the course of the workshop, a separate overview presentation was made for individuals from the Bay Area who were interested in knowing more about the juvenile justice community resource concept. As a special treat, evening entertainment was provided by the Castleers, a choral group from Castlemont High School in Oakland.

WELCOME & OVERVIEW

Honorable Wilmont Sweeney

The Honorable Wilmont Sweeney is the Presiding Juvenile Court Judge of Alameda County. In that capacity, he has taken a leading role in developing support services for the juvenile justice system. He is chair of the Alameda Connection Program and provided major impetus for bringing that program to Alameda County.

SUMMARY

Many people take the view with reference to the juvenile justice system that all you have to do is kick kids a little harder, a little bit longer, and it will straighten them out. It has not worked with adults or youngsters or there would not be such a high rate of recidivism. Statistics show that 50% of the kids who enter the system never come back after the first time. The challenge is to determine in which 50% the kid falls. Is it in the 50% that is not going to come back anyway, or in the 50% that needs some additional assistance to stay away from the system?

To make the community a little easier to live in, some people believe the system should get tougher and send more kids off to the California Youth Authority. But detention facilities are already jam-packed full and have waiting lists.

Other resources are needed in order to deal with the problem. One of the biggest resources needed is the commitment of people who are not a part of the system, commitment in recognition of the fact that this is not simply a court problem or juvenile justice problem. It is a problem that has to be dealt with by all. There has to be a partnership between the various governmental units and the private sector. The bottom line is that this is not a simple problem for governmental agencies to deal with. Additional services are needed from the community that can be melded with the services already available within the system.

There are all kinds of needs that youngsters have which are not being provided, such as:

- ① Emotional help—they need to see more psychologists, more psychiatrists.
- ② Material assistance—so they don't feel like ragged waifs when they go to school.
- ③ Special education
- ④ Job training
- ⑤ Somebody who cares and can be a parent or a big brother to them.

There are a lot of kids who want to make it; and they can make it if they have a helping hand—that is, with the help of the court, the help of all governmental agencies, and most of all, the committed help of those in the community and private sector.

KEYNOTE SPEECH

Ross Hopkins

Ross Hopkins is the Director of Public Affairs for the Lockheed California Company. He is responsible for state and local government relations and the company's charitable contributions program. Mr. Hopkins serves as the Chairman of the Juvenile Justice Connection Project in Los Angeles County, and represents his company on numerous other boards, councils and committees in California. Mr. Hopkins joined Lockheed in 1978 after a teaching career at California State University in Long Beach. He holds an MBA from California State University, Long Beach and an MA and Ph.D. from the University of Pennsylvania.

SUMMARY

Seven or eight years ago in the San Fernando Valley, Judge Irwin Nebron got together a small group—Dodo Meyer from Mayor Bradley's Office, Frankye Schneider from Ed Edelman's Office and some people from United Way and talked to them about his dream of helping kids. The business community immediately saw the value of this program and came in with its support. The Parsons Foundation stepped forward and provided the initial grant to kick off the Juvenile Justice Connection Project (JJCP). Most of the people who were there seven years ago when JJCP started are still there, still committed and still working to make the dream even more real every day.

Judge Haddon from Ventura County was interested in the program and took it to his community.

People in other communities—Alameda, Contra Costa, Humboldt Counties and many others—have stepped forward to say, "We think we can do this also." Assemblyman Pat Nolan and other legislators saw the value of the program, saw that public/private partnerships could be a model not just for California but for the rest of the country, and sponsored Assembly Bill 2761. James Rowland, Al Howenstein and others stepped forward to help implement the bill once it was passed.

People really want to help other people; they want to give of themselves. What the Juvenile Justice Connection Project in the San Fernando Valley accomplished was to bring out the people. That is what other communities can accomplish. The Juvenile Justice Connection Project is nothing but a mechanism. It is a mechanism to get the community, the caring and giving people, to give their services and give of themselves.

For every kid who gets into serious trouble, there are hundreds of kids who have a spark, who can be saved, who can be helped and put on the road to a productive life. The Juvenile Justice Connection project creates the mechanism to bring in the community to help those kids, to keep them out of the camps, juvenile halls, and the court. Chairman Mao said that a journey of a thousand miles begins with a single step. Chairman Hawkins of the House La-

bor and Education Committee said that leadership belongs not to the loudest, not to those who blow the trumpet and beat the drums but to those who, day in and day out, in all seasons, work for the practical realization of a better world. Leadership belongs to those who have the stamina to persist and the dedication. With stamina, persistence and dedication, this dream can become a practical reality in any community.

LAW & OVERVIEW

Honorable Irwin Nebron

Irwin Nebron is a judge in Los Angeles County Superior Court, and the founding father of the Juvenile Justice Connection Project in the San Fernando Valley. He currently serves on the Advisory Board of the Project and is a member of the statewide Juvenile Justice Community Resources Advisory Group. He has taken an active role in encouraging the development of Juvenile Justice Community Resource programs across the state.

SUMMARY

The Nolan bill, AB 2761, provided a legal basis for the establishment of Juvenile Justice Community Resource programs, but there is a problem with the Nolan bill. The intent of the legislation was clear. When the bill passed the Legislature, there was talk of state funding for counties to replicate the Juvenile Justice Community Resource concept. Because of budget cutbacks, the money never materialized as people envisioned it would. Instead, James Rowland and his staff at the Department of the Youth Authority have used existing resources to support counties interested in replicating the program. The Juvenile Justice Community Resource Advisory Group established by AB 2761 has reviewed grant proposals and made recommendations regarding the use of existing funds to support developing programs across the state.

The Juvenile Justice Connection Project in the San Fernando Valley was the model for the Nolan bill. As the initial parts of the project were developed, several points quickly became clear. The system, including probation, courts, schools, and police, had access to the juveniles, while there were many agencies in the community wanting to work with kids and their families but not able to reach them. The system agencies often did not know about the groups in the community. The question became, how to pull it all together? All of the pieces were doing their jobs well, but were not communicating with each other.

What can be done to help a kid become a valuable, productive person in society? To answer that question, we need to look at the entire problem, not just a piece. Consider family, parents and siblings—what is needed to make the family unit strong? To address the total problem requires moving past just providing services. The Connections Project started by doing assessments. An assessment of the situation often finds that not just one agency, but five or six agencies need to be involved in the solution. They all become a vital part of addressing the problem. It becomes a problem-solving situation that may require a combination of services to address identified needs.

The Juvenile Justice Connection Project develops resources. If the program served kids based on existing resources, it would be like trying to fit a round object into a square hole. If you have a round object, find or develop a round hole to fit! Resources are developed to meet identified needs.

The Juvenile Justice Connection Project was started within the delinquency court. By dealing with kids through the court, in essence kids were rewarded for getting into trouble; they were not getting the service unless they were in trouble. The community would not support that kind of concept. The program has to be available for every kid in the community; then you can sell it to the community.

The Juvenile Justice Connection Project had a \$25,000 budget in 1981 and a \$500,000 budget in 1987. No money was utilized from the government sector. What is needed are people as volunteers and private sector involvement; that is where the money and resources are. It is a fact of life that the Juvenile Justice Connection Project has yet to find anyone who, when asked to become involved, said no. You are more likely to hear, "No one has ever asked before!"

PROGRAM MODELS

Based on its record of success, the Juvenile Justice Connection Project in Los Angeles County was used as the model for AB 2761. Both before and after the passage of AB 2761, additional juvenile justice community resources programs were developed across the State. Although they were modeled after the Los Angeles project, each tailored the basic program concept to fit local needs, creating its own distinct identity.

Following is a description of the pilot project and individualized information presented by various operating programs as part of a panel discussion. Their experiences can provide ideas for the development of programs to fit the needs of any community.

JUVENILE JUSTICE CONNECTION PROJECT— LOS ANGELES COUNTY

The Juvenile Justice Connection Project (JJCP) was founded in 1980 to serve as a connector between the juvenile justice system, community service agencies, the private sector and delinquent youth. High-risk youth are referred to the program by probation officers, attorneys, school administrators or other professionals. After a comprehensive diagnostic screening and assessment, referrals are made to appropriate service providers. Community resources utilized include educational, medical, psychological, vocational and other services. The JJCP is able to provide training and consultation to counties which are interested in starting a juvenile justice community resource program.

Presentation by Ross Hopkins—Chair, Board of Directors, Juvenile Justice Connection Project

Some key elements in the founding of JJCP have been crucial to the success of the organization. The project was developed from the start as an autonomous organization, separately incorporated, with its own board of directors, and with private support in the community. First, the idea was to get

community people behind the concept, get them to buy in and to put up time and money. Then, once the program was established, additional government money was sought and clients were served. That approach has really been crucial to long-term program success. The concept was developed, the organization set up and then clients were accepted.

The organization now has a paid staff of 15 and an unpaid staff of about 1500. Staff includes an Executive Director and a Development Director. Most of the additional staff do intake, screening and assessments. They interview the client and families, identify the problem and refer to providers for service. Transportation resources are also available; this is a special service that is often needed by clients.

One of the biggest problems is the turf battle. Other organizations may think that they are doing the same thing and be resistant to hearing what the program is doing and how it is different, but when organizations say they are doing it already, the question is: if you are doing it all, why are there so many problems in the community? Why are there so many kids in trouble? What you have to get across to these other organizations is that what they are doing is great, but it is not enough. It is not mobilizing the community resources, not bringing in all of the people who can help.

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YOUTH CONNECTION RESOURCE PROGRAM— VENTURA COUNTY

The Youth Connection Resource Program was developed by the Ventura County Interagency Juvenile Justice Council in 1984 to serve troubled youth. Administered by Interface: Children Family Services of Ventura County, the program generates and maintains a resource bank of goods and services that can be used to meet the needs of high-risk youth. Resources, including medical, dental and tutorial services, psychological counseling, cash and clothing are donated by the community. The program provides a vital link between high-risk youth and the resources of business, industry and private practitioners.

Presentation by Susan Lacey—Advisory Group Member, Youth Connection Resource Project

Although there were a lot more positives than negatives in starting the Youth Connection Resource Project, it is important that something about the negatives be understood. Perhaps the biggest negative faced was the fact that no one believed that the ultimate outcome would not be just another pressure group that was going to come to government agencies demanding more

funds. To start with, the program took no government funds and did not create a new organization. A contract was developed with an existing non-profit agency, Interface, to operate the program. United Way sponsored program development and many government staff were loaned to assist. Development moved at a snail's pace. It was difficult for many people, but it worked.

Planning began in 1981 and by 1984, goods and services were being provided and staff were in place. A new organization was not created, but by the end of 1984, about a half million dollars worth of goods and services that had not been available for kids at risk before, now were. The program has never asked a public agency for funds, but has continued to give services to the public agencies.

One other thing is necessary to begin a program. The system folks, like probation, social services and mental health, have to be able to admit that they are not doing everything that needs to be done. That is a painful thing for people to have to say. They need a lot of support and appreciation for what they are doing, but they need to acknowledge that they can't do everything with the funding that is available. It is important that people from the community reinforce the public agencies. They are key people, and without the support of public agencies, the program won't be possible.

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HUMBOLDT CONNECTIONS—HUMBOLDT COUNTY

Humboldt Connections was founded in 1986. The program serves as a connector or matchmaker between the juvenile justice system, community service agencies, the private sector and troubled youth. The Connections Program works to link needs of referred youth with resources that are most able to help. A sample of services offered includes alcohol treatment, tutoring, nutritional services and dental care. The entire process takes place within the community.

**Presentation by Honorable William Ferroggiaro—Member,
Board of Directors
Humboldt Connections Program**

The Humboldt County community resource project began in January 1986. Interested people from the probation department, juvenile justice/delinquency prevention commission, juvenile court, the sheriff and many of the police chiefs attended the initial planning meeting. Most importantly, the board of directors of the Humboldt Area Foundation was invited. The Foun-

ation is a non-profit trust which is charged by charter with the responsibility of funding worthwhile Humboldt County projects.

Following the meeting, the Area Foundation awarded a \$30,000 grant to match an anticipated grant from the Department of the Youth Authority. With the promise of funding, five of the planning group members attended the first Juvenile Justice Community Resources Transfer of Knowledge Workshop in May 1986. Over the subsequent summer, the group met weekly and worked on program planning.

The process started under the sponsorship of United Way. The organization was incorporated and a board of directors and auxiliary board were established. The members of the board of directors were drawn from every facet of the community. It took a lot of time, but in the process, a thread of support was developed throughout the community.

In September 1986 an Executive Director was hired. His task was to contact and catalogue providers in the community and set up a process for serving 200 youngsters in the first year of program operation. By January 1987, services were being provided to youth. There are now 40 youngsters in the process, referred by probation, the courts, the schools, and private sources. A variety of free services has been obtained in the community. In one instance, services were offered in exchange for fish or firewood!

During the first year, there was little time or energy to develop funding alternatives. A rural program with limited resources cannot easily be weaned from a secure funding source in a short period of time. It is important that financial assistance be available into a second year, even if reduced or scaled down, to ensure that the program can continue to develop and grow.

During the second year, energies will go into locating ongoing funding sources and into the development of youth service programs.

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ALAMEDA CONNECTIONS PROGRAM—ALAMEDA COUNTY

In May 1986, Alameda County sent a team of community leaders to a state-wide workshop on juvenile justice community resource programs. The team returned home with a commitment to develop a similar program in Alameda County. Under the leadership of the presiding juvenile court judge, the team met and planned an approach that would adapt the basic JJCP program concept to fit the needs of Alameda County. The concept was integrated with an existing program that focuses on meeting employment and educational needs of youthful offenders, using a wide range of community resources.

**Presentation by Sheri Cramer—Coordinator,
Alameda Connections Program**

Alameda's Connection Program is different in that it is court sponsored. A Youth Skills Development Project was already in place to provide employment and academic services to serious offenders, and a component of this project includes an assessment of the whole child. When trying to decide where to start planning a connection program, it seemed most logical to connect with the Youth Skills Project which was already up and running; then the already existing assessment component could be used. The plan was to start serving the 602 W & I Code population, then begin to work with 601's and finally with 300's. Eventually, all youth-at-risk would be served; then the program would cease to be a court-sponsored program and become an independent, nonprofit organization with its own board.

Start-up funds were provided by the Clorox Company. The San Francisco Foundation became involved and made it possible to hire a consultant who is charged with writing the program design and guidelines, and is also writing proposals and developing a resource board.

Problem areas need to be considered when starting a connections program. Take your time. It is difficult to do that. When coming back from a Transfer of Knowledge Workshop, everyone is excited and the impetus is there. There is a great deal of pressure to get going and to move ahead. In Alameda County, the planning approach was to look at all of the existing connection programs, learn from them and find out what was working in what areas. Then, a program could be developed which would work for and fit Alameda County's needs.

Make sure that the community, resources and system buy into the program. Buy-in from the probation officers is needed. Care should be taken not to suggest that they have not been doing a good job. Community buy-in is important—having each person decide in their own terms how they want to be a part of this program. In building a board, figure out how each person can contribute and what his/her reason is for being there. Be very clear about what is wanted from the board. Roles and goals need to be clarified early in the process. Finally, check progress continually. When doing something that is risky and innovative, the design needs to be evaluated and amended as necessary. Flexibility is very important. If something is not working, be willing and able to change.

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WORKSHOPS

There are several basic elements which need to be considered when planning a juvenile justice community resources program. An individual workshop was presented on each of these elements. Following is a summary of the information presented.

Public/Private Partnerships— Richard Soublet and Tony Creer

Community resources programming is an excellent example of public/private partnership. A public/private partnership can be broadly defined as a communication project that creates a community network involving both the public and private sectors in identifying and addressing the needs of the community. Following are some factors to consider in determining how public/private partnerships can be developed:

- ⊙ Get a focus on what you want to accomplish and who you need to support your program.
- ⊙ When approaching a corporation, contact the community affairs representative.
- ⊙ Know the company and its interests before you go through the door.
- ⊙ If you can relate the program to a particular corporate need or problem, you have a better chance of developing a partnership.
- ⊙ Be specific about community needs.
- ⊙ Most corporations distribute money where their employees are.
- ⊙ Enlist key corporate representatives for your board of directors.
- ⊙ People do not fund programs; they fund people. Make a connection.
- ⊙ Involve the whole community so that you are not seeking support for a program that has not gained the acceptance of the community.
- ⊙ You will need to earn the respect and trust of the people you wish to work with.
- ⊙ The goals of the community and the corporation are basically the same. Identify common denominators to help bridge the gaps.
- ⊙ To be responsive, the corporate world needs to develop a better sense of the needs of youth. Youth need to develop a better understanding of the corporate world.
- ⊙ Consider using the influence of United Way to bring people from the public and private sectors together.
- ⊙ Involving a more complete system through public/private partnerships will provide a more viable program with a stronger base in the community.

Board Development—Doris Meyer and Susan Lacey

A solid and strong board, be it advisory, directive or both, is crucial to the success of a community resource program. How can a strong board be developed?

- ⊗ Make the board representative of the community in which the program is located.
- ⊗ Develop a marketing strategy to recruit power people for your board.
- ⊗ Select board members who represent corporations and agencies and can enlist their support for the program.
- ⊗ Develop a list of people you would like to have on your board.
- ⊗ If anyone in your planning group knows the prospective board member, have them make the initial contact.
- ⊗ Look for board members who will work.
- ⊗ Look for board members with wisdom.
- ⊗ Look for board members with wealth.
- ⊗ Hold a reception for prospective board members and give them information about the program and how they can help.
- ⊗ Ask prospective board members to make a commitment.
- ⊗ Involve elected officials in your project, because their influence can make things happen.
- ⊗ Keep your board nonpartisan.
- ⊗ If politics are a problem, have both a board of directors and an advisory board.
- ⊗ Set up committees to get board members actively involved and working on special projects.
- ⊗ Use the board to help provide for public awareness, fund-raising, ongoing board development, personnel policies/procedures, input from areas of expertise, and connections.

Fund-Raising—Ross Hopkins and Sandra Salyer

Fund-raising is a major activity in the development and maintenance of a community resources program. The Juvenile Justice Connection Project generates 20% of its income from government sources and 80% from private sources. Private sources of income include:

- ⊗ Private foundations—Grants are usually limited to two or three years. Small family foundations tend to give smaller grants.
- ⊗ Corporations—Grants are usually given within established priorities.
- ⊗ Service clubs—Donations are made from their own fund-raising events.
- ⊗ Special events.

Fund-raising strategies which can be utilized include:

- ⊗ Look at what is available in your community. Who is giving? Who is not?
- ⊗ Check foundation libraries for resource information.
- ⊗ Develop a specific fund-raising strategy. Who will you approach for funds?
- ⊗ Determine what is the best appeal for the targeted source; do your homework; know the donor's guidelines for funding.
- ⊗ Develop clear program objectives and know how they relate to the donor's goals and objectives.

- ⊗ Develop a letter of intent that is specific, up front and personal—not a form letter.
- ⊗ Pay attention to timing; what is the funding cycle? It usually takes 90 days to process an application for funding.
- ⊗ Make written proposals detailed but concise; indicate who else you have solicited for funding.
- ⊗ Show funding sources what you have accomplished with their grant.
- ⊗ Build in a strong evaluation component for agency and donor use.
- ⊗ Prepare annual or quarterly reports for the donor in order to maintain a good information flow.
- ⊗ Establish links with corporate employees, because large corporations often invest through their employees.
- ⊗ Invite service clubs to some events to get them interested in your program.
- ⊗ Assess your fund-raising events. Will they pay off?
- ⊗ Make sure that all of your costs are taken care of.
- ⊗ Look for in-kind donations which can be a valuable resource to the program; do not pay for anything that can be donated.

Referrals—Kris Sutton

Developing a referral system is an important part of any successful community resource program. Following are steps taken by Ventura County to establish its system:

- ⊗ *Conduct a utilization survey* to identify needs not being met by existing programs. All child serving agencies in the county were contacted regarding needed services they were unable to provide.
- ⊗ *Develop a resource bank*, using existing resources. Interface, the sponsoring agency, already provided a 24-hour information referral help line for the county and had current resource information. A minimum of three resources known to be needed immediately in the five highest need categories were identified. The five areas were psychological counseling, alcohol/drug counseling, tutoring, psychological evaluation and basic medical care. Talk to administrators and line staff about existing services—what resources are already available and ready to go? Identify a “gatekeeper” for each agency to coordinate referrals and information.
- ⊗ *Establish criteria for clients*, such as age range (birth to 18 years), formal or informal involvement in the system, low income, etc.
- ⊗ *Develop a resource list* which is specific about what services are available to avoid false expectations. Describe each service and geographic location (accessibility and service area). Provide for list update monthly; delete services as they are utilized and add new ones. Begin to receive referrals. Establish priority order for agency referrals, including the following: pilot cases from juvenile court and dependency court; high risk kids from probation; child protective services (after one year of operation); mental

health; schools (special education kids); public health nurses. Future referral options would include non-profit agencies and organizations and the community at large.

- ⊙ *Address special issues*, such as hospitalization, procedures for referring out to existing resources, case confidentiality/release of information, case completion (for service providers, referring agency, source agency and children), and maintaining referrals.

The Ventura County Youth Connection Resource Project was able to provide extra service to 50 children during its first year of operation. After 2-12 years, 550 children will have been served.

Assessment—Judi Parent and John Schiller

A basic component which should be included in a community resource program provides for complete assessment of a referred child. A basic assessment format was developed by the Juvenile Justice Connection Project to help identify needed services. It takes approximately 1½ to 2 hours to complete the assessment. During the structured interview, the parent(s) and child are seen together and separately.

The assessment form addresses the key areas of health, vision/hearing, development, school, reading, speech psychological/sociological factors, appearance, behavior at the interview and the family's ability to pay for services or insurance coverage. Based on the information obtained, special needs can be identified and resources located to meet those needs. Special need categories most often encountered include emotional problems, legal issues, employment and/or education needs, medical concerns, substance abuse, vision or hearing impairments, and social and/or family problems.

In conducting assessments, some common themes are encountered: 40% of the referred children have been abused, and the abuse has never been reported; and a higher than normal number of children are adopted, have lost a parent through death or are from stepparent families.

A thorough assessment of these children enables the community resource program to address the needs of the total child through a single service referral or a combination of referrals.

Providers—Alexis Artel and Sheila Fulton

A good network of providers is essential to the success of a community resource program. Even if a thorough assessment of a child's needs is completed, nothing is resolved until the child receives the needed service. Identification, development and expansion of the provider base are essential. Easily identified provider resources are usually non-profit agencies; community resource programs depend upon expansion into service provision by private providers that are profit based.

We have a society with two classes of service—one for the wealthy and one for the poor. The wealthy tend to have different and greater options, while the

poor have fewer. It is crucial to tap into the wealthy to help provide needed services for the poor. In this way, community resource programs provide an opportunity to redress this apparent imbalance of services.

How do you get private providers to make their services available? Non-profit people tend to criticize private providers because they want to earn money for services. We need to change this focus and respect the fact that private providers are in business to make money. Private providers should be approached by utilizing a business base—"In exchange for free service, you will gain clients by way of our advertisements." A practical strategy might be to negotiate at least one client for free and others for a sliding scale amount.

The provider must understand that the program has a client base that will eventually benefit him/her. Most private providers give free services already; community resource programs can help orchestrate the giving to best fit service with client needs. Do not expect providers to do paperwork; all paperwork can be taken care of by the program prior to the match with the provider. Be clear about whether payment is possible, and how, before the client is sent to the provider. The program should not overload providers with non-paying clientele; it is best to balance and pair services so that both paying and nonpaying clients are referred.

How do you ensure that you receive quality services from providers? It is suggested that only professional service providers be utilized and unlicensed providers for services requiring licensing not be utilized. Do not limit the program by contracting with a single provider. Follow up on services provided, and carry professional liability insurance. Check references—look to other professional groups to validate the provider's expertise.

A SYSTEMS APPROACH— PUBLIC/PRIVATE PARTNERSHIPS

Daniel Boggan

Daniel Boggan is Vice-Chancellor of Business and Administrative Services at the University of California, Berkeley. He was recently recognized as the year's outstanding Black Public Administrator, both nationally and in California.

Summary

When talking about the need for public/private partnerships, it is presupposed that certain things exist. When talking about systems, it is assumed that there is some order and structure in place. In public policy, even though it is believed that systems should be in place and systems are talked about, it is very difficult to make systems work. Local partnerships between public and private agencies are also difficult because the concept assumes that people share goals and share ideas of how things ought to work. There are a lot of people who have some values, some sense of purpose and some goals in common, but when discussing implementation of those goals, there will be all sorts of differences. The real task is to figure out how to keep differences from becoming an obstacle to making systems work.

Where have we been failing in taking a systems approach to solving or dealing with the issue of juvenile delinquency? The answer is in a little brochure titled "Violence in the Community." Some of the major participants in community violence are young people. Where does that violence start? The brochure says family; in one word, that says a lot. The National Forum for Black Public Administrators is looking at how we can regain some sense of control within families. It is looking at how families can begin a new process of socialization—a process that teaches shared values and produces the kind of synergism and commonality within young people and parents that can help systems work. We need to be concerned about what is happening with the family. You can't talk about counseling someone who is in a dire economic situation; what needs to be provided is a job. That is just part of a package that has to be put together—peer counseling, employment and a whole series of other things that comprise a holistic approach to providing support to both the family and the young person. To work, this system requires structure and processes which people understand and accept.

Another group that is working on a very practical application of public/private partnerships is the South Berkeley YMCA. How do we intervene with young people who are right across the street from the South Berkeley YMCA watching drug transactions take place? How do we have something that is attractive enough in terms of program and income to bring them off the street and into the YMCA? It requires some instruction, sense of purpose and sense of shared values and goals. Local community people, business people, and professional people who are concerned about that effort have come together.

There is not a solution yet, but they are working in a very concentrated way to raise funds and look at specific approaches.

Don Perata

Don Perata is a member of the Alameda County Board of Supervisors, representing the Third District. He has taken a strong leadership role in addressing the needs of youth and has worked to develop a coordinated effort to eliminate the problem of drugs in the schools of Oakland.

Summary

When taking a systematic approach to something, we sort of cross our fingers and close our eyes, but understanding human nature and basic self-interest can guide us.

Is there a way in which government and the institutions of government can make a difference in the lives of young people? It would be nice if government worked together more effectively. One of the greatest impediments to meeting problems head-on is that institutions and separate levels of government do not work together. Instead, they get territorial and build empires. We have to get over that. There is no reason in the world that the police department should not be working compatibly with the schools, which are working compatibly with probation, which is working compatibly with drug and alcohol programs at the county level. The same client base is being served—the same young people. At some point, we have to realize that there is something wrong with how we are operating. There will never be enough resources and we are never going to have enough money to address all the problems. It is the responsibility of the public sector to learn to work together, to minimize our differences and begin to recognize that we have a common denominator and that is public service.

Young people today have nobody to talk to. They don't have an adult role model in their lives. At elementary schools in Oakland, the principals are saying that the one person who could make a difference in school is a counselor—someone to sit down and talk with the child; someone who could link up with the child. If there is money available in Sacramento for drug rehabilitation, then that is an idea for its use. The one place you are going to find children is in school. There must be a way to put a counselor or an adult role model into schools to help these children.

You are *not* going to find children these days on playgrounds, because we don't have any programs for kids on the playgrounds. Afterschool playground programs don't exist. Principals and teachers and parents are saying that kids need someplace to go after school—an alternative. "Just say no!" What do they do after they say no? If you have no place to go, you have to run the streets; and if you run the streets, you will run into trouble. How do you get people to put some money into afterschool recreation programs?

That is the purpose of working as a public family together with the private sector. The private sector's best interest is served when the community has an

image that is positive. Make the private sector partners in creating that positive image; help them become a partner in our community. Approach the business community on that level. Ask for something tangible—recreational programs, uniforms, funding for activities that provide afterschool opportunities for young people.

Government can't do it all. Now businesses need to help make up the shortfall. Working together will minimize negative activity that takes place in all of our lives. One major purpose is to work with young people however possible. When asking the private sector to be partners with us, concrete examples must be presented of what they can do. The Juvenile Justice Connection Project is a great way to bring the public sector and the private sector together.

COMMUNITY REPORTS

During the course of this workshop, county teams met to develop action plans for program development in their communities. Following are summaries of the resulting plans:

Fresno County

The Fresno team met before the workshops and decided to do a survey of needs with the various agencies and organizations in the community. In addition, the County Delinquency Prevention Commission is also doing a survey of community-based organizations to identify what services are being provided in the community and what are the service gaps.

Fresno County plans to:

- ⊙ Develop a community resources program slowly;
- ⊙ Involve community leaders in program development;
- ⊙ Build on the county's existing interagency network;
- ⊙ Develop a partnership for program sponsorship, possibly with the Junior League, to provide administrative and financial support;
- ⊙ Focus on building a strong board of directors.

Orange County

Orange County had already begun planning a community resources program. At this workshop, the Orange County team decided that it was perhaps moving a little more quickly than is appropriate for the kind of project it wanted to implement.

Orange County's current plan is to:

- ⊙ Get a board of directors developed and committed to the project before moving ahead with implementation;
- ⊙ Identify a list of people who can be approached regarding program involvement;
- ⊙ Develop a nucleus of people who are committed to being a part of the project;
- ⊙ Present a special event to market the program concept to potential board of directors candidates on October 1, 1987;
- ⊙ Utilize available grant money to provide staff assistance for the program planning stage.

San Francisco County

San Francisco has just completed a study and plan for its juvenile justice system. One of the plan's main features is the creation of an independent service provider or broker. The workshop helped the San Francisco County team to consider possible roles and responsibilities for the independent service broker.

San Francisco County's plan includes:

- ⊙ A 90-day public hearing process to receive community input;
- ⊙ Creation of an independent agency that anyone can approach for help and that provides:
 - resource staff to identify resources that exist in San Francisco;
 - a comprehensive assessment center which would accept referrals from varied sources;
 - development of a comprehensive treatment plan for each referral;
- ⊙ Education of a few key people including the Juvenile Court Judge and the Mayor regarding the program concept;
- ⊙ Board development;
- ⊙ Presentation of a well organized public recruitment or request for services campaign led by corporate executives and planned by a public relations firm.

Santa Clara County

The Santa Clara County plan is to:

- ⊙ Broaden local interest in a community resources program for Santa Clara;
- ⊙ Get the Board of Supervisors, Presiding Judge, Chief Probation Officer and Juvenile Justice and Delinquency Prevention Commission involved;
- ⊙ Convene a meeting of key people in the community;
- ⊙ Involve corporate representatives;
- ⊙ Utilize the support of Ross Hopkins and the local Lockheed facility for program development and leadership.
- ⊙ Begin local planning.

Santa Cruz County

The Santa Cruz County team felt that a major resource and strength in their county is its existing alliance of resources.

Santa Cruz plans to:

- ⊙ Strengthen existing alliances through planning for a community resources program;
- ⊙ Contact identified key people to work on program planning;
- ⊙ Share their progress with other workshop participants.

Solano County

Solano County plans to:

- ⊙ Use its existing Children's Network as an ad hoc planning committee; the Network is a coordinating body for children's services and already has major public/private sector and children's services involvement;
- ⊙ Develop and complete a utilization survey regarding community needs;
- ⊙ Focus next on problem identification and program design;
- ⊙ Move on to board development, fund-raising, staff and provider development;
- ⊙ Begin client assessment, program assessment and evaluation;

- ⊙ Start making service connections;
- ⊙ Serve 25 kids the first year on a pilot project basis;
- ⊙ Start small—to be successful, to build a track record, and to avoid being overrun by the need.

CONCLUSION

When people come together in a community or at a Transfer of Knowledge Workshop with the expectation that something positive will happen, it does. The magic ingredient is that we believe in people. We believe that things can become better. Better comes from within each of us. The question becomes: How can we tap into the magic that is within each of us? How do we tap into the communities to release the energy, the life force and the resources that already exist? If we are to have a meaningful life for our children, our nation and our world, we must release that life force and work together in common humanity.

APPENDICES

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**TRANSFER OF KNOWLEDGE WORKSHOP
JUVENILE JUSTICE COMMUNITY RESOURCES II**

**HYATT AT OAKLAND INTERNATIONAL
OAKLAND, CALIFORNIA
May 14-16, 1987**

PROGRAM

THURSDAY, MAY 14, 1987

- 4:00-5:30 p.m.REGISTRATION
- 5:30-6:30 p.m.NO-HOST RECEPTION
- 6:30-7:15 p.m.DINNER
- 7:15-7:30 p.m.WELCOME & REMARKS—RICHARD SOUBLET, MODERATOR
TRUSTEE, CLOROX COMPANY FOUNDATION
HONORABLE WILMONT SWEENEY, JUDGE
ALAMEDA COUNTY JUVENILE COURT
- 7:30-8:00 p.m.KEYNOTE SPEAKER
ROSS HOPKINS, DIRECTOR OF PUBLIC AFFAIRS
LOCKHEED CALIFORNIA COMPANY
- 8:00 p.m.SHARING COUNTY RESOURCES

FRIDAY, MAY 15, 1987

- 7:45-8:15 a.m.CONTINENTAL BREAKFAST
- 8:15-8:25 a.m.WORKSHOP PROCESS
RICHARD TILLSON, ASSISTANT DEPUTY DIRECTOR
DEPARTMENT OF THE YOUTH AUTHORITY
- 8:25-8:45 a.m.LAW & OVERVIEW
HONORABLE IRWIN NEBRON, JUDGE
LOS ANGELES COUNTY SUPERIOR COURT
ROBERT HAUETER, ASSISTANT TO
ASSEMBLYMAN PATRICK NOLAN
- 8:45-9:30 a.m.MODEL PROGRAMS—RICHARD SOUBLET, MODERATOR
ROSS HOPKINS
JUVENILE JUSTICE CONNECTION PROJECT

SUSAN LACEY, MEMBER, BOARD OF SUPERVISORS
VENTURA COUNTY: YOUTH CONNECTION RESOURCE PROJECT

SHERI CRAMER, COORDINATOR, ALAMEDA
CONNECTIONS PROGRAM

HONORABLE WILLIAM FERROGGIARO, JUDGE
JUVENILE COURT, HUMBOLDT COUNTY
HUMBOLDT CONNECTIONS PROGRAM

9:45-11:00 a.m. WORKSHOPS
FUND-RAISING
ROSS HOPKINS

SUSAN SALYER, VICE-PRESIDENT OF PUBLIC AFFAIRS
MERVYN'S

REFERRALS
KRIS SUTTON, PROGRAM DIRECTOR
YOUTH CONNECTION RESOURCE PROJECT

PROVIDERS
ALEXIS ARTEL, EXECUTIVE DIRECTOR
HUMBOLDT CONNECTIONS PROGRAM

SHEILA FULTON, EXECUTIVE DIRECTOR
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11:15-12:30 p.m. WORKSHOPS
BOARD DEVELOPMENT
SUSAN LACEY

DORIS MEYER, PRINCIPAL ADMINISTRATIVE
COORDINATOR, MAYOR BRADLEY'S OFFICE

ASSESSMENT PROCESS
JUDI PARENT, EXECUTIVE DIRECTOR
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JON SCHILLER, ASSOCIATE DIRECTOR
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PUBLIC/PRIVATE PARTNERSHIPS
RICHARD SOUBLET

TONY CREER, CONSULTANT, ALAMEDA
CONNECTIONS PROGRAM

12:45-1:45 p.m. LUNCH
INTRODUCTION
RICHARD SOUBLET

SPEAKER
DON PERATA, MEMBER, BOARD OF SUPERVISORS
ALAMEDA COUNTY

2:00-4:30 p.m. COMMUNITY GROUPS
FRESNO SANTA CLARA
ORANGE SANTA CRUZ
SAN FRANCISCO SOLANO

4:00-5:30 p.m. OVERVIEW WORKSHOP
ROSS HOPKINS, COORDINATOR
SUSAN LACEY
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HONORABLE IRWIN NEBRON
BARRY NIDORF, CHIEF PROBATION OFFICER
LOS ANGELES COUNTY
HONORABLE RICHARD PATSEY, JUDGE
CONTRA COSTA COUNTY SUPERIOR COURT

4:30-5:00 p.m. REPORT BACK TO LARGE GROUP
5:30-7:00 p.m. RECEPTION AND PROGRAM

"A SYSTEMS APPROACH—PUBLIC/PRIVATE PARTNERSHIPS"
RICHARD SOUBLET, MODERATOR
DANIEL BOGGAN, VICE-CHANCELLOR, UNIVERSITY
OF CALIFORNIA, BERKELEY
DON PERATA
HONORABLE WILMONT SWEENEY
ENTERTAINMENT BY THE CASTLEERS

7:00 p.m. SHARING COUNTY RESOURCES

SATURDAY, MAY 16, 1987

7:30-8:00 a.m. CONTINENTAL BREAKFAST

8:00-11:00 a.m. COMMUNITY GROUPS

11:00-12:00 noon REPORT BACK TO LARGE GROUP

12:00-1:00 p.m. WRAP-UP
RICHARD TILLSON, ASSISTANT DEPUTY DIRECTOR
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EXTRACT FROM THE WELFARE & INSTITUTIONS CODE
DIVISION 2.5 YOUTHS
CHAPTER 1. THE YOUTH AUTHORITY

Article 5.2 Juvenile Justice Community Resource Programs
(Added by Stats. 1984, Ch. 1752)

1784. Purpose. The Legislature finds and declares all of the following:

(a) That the mobilization of community resources to assist in providing youthful offenders with necessary educational, psychological, medical, and other services which relate to root causes of delinquency is vital.

(b) That due to increased and heavy caseloads, probation officers cannot be expected to assume the full burden of providing necessary services to youthful offenders.

(c) That addressing the root causes of delinquent behavior in a cost-effective manner yields enormous societal benefits in the prevention of future criminality and the integration of the offender into productive society.

(d) That by encouraging community participation, programs such as the Juvenile Justice Connection Project in Los Angeles County have achieved great success in providing services to young people at a substantial savings to the taxpayer.

(e) That efforts to implement similar projects throughout the state should be encouraged and supported.

1784.1. Program. (a) The Director of the Youth Authority shall, upon request, provide technical assistance to judges, probation officers, law enforcement officials, school administrators, welfare administrators, and other public and private organizations and citizen groups concerning the development and implementation of juvenile justice community resource programs.

(b) As used in this article, "juvenile justice community resource program" means a program which does both of the following:

(1) Develops a directory or bank of public and private agencies, practitioners, and other community resources to offer services that are needed by youthful offenders, including, but not limited to, medical, psychological, educational, recreational, and vocational services.

(2) Provides diagnostic screening for youthful offenders referred to the program and matches the offender with a provider of services.

(c) As used in this article, "youthful offender" means a person described by Section 601 or 602.

1784.2. Funding. (a) The Director of the Youth Authority shall provide grants from funds made available for this purpose, for the development, implementation, and support of juvenile justice community resource programs.

(b) Any public or private nonprofit agency that does not directly deliver services may apply to the director for funding as a juvenile justice community resource program pursuant to this article.

(c) Funding may consist of organizational and program grants.

(1) As used in this article, "organizational grants" means grants for the purpose of funding community organization efforts in order to develop a bank of public and private agencies, and other community resources, to provide services needed by youthful offenders and to provide financial support to the referral program. An applicant may receive only one organizational grant, which may not exceed thirty thousand dollars (\$30,000).

(2) As used in this article, "program grants" means grants to support the operating costs of the referral programs. A program grant may not exceed fifty thousand dollars (\$50,000) per applicant per year. As a further limitation, beginning in the second year of the program grant, the amount of the program grant may not exceed a prescribed percentage of the referral program's operating budget, as follows: 50 percent in the second year of the program grant, 33 percent in the third year, 25 percent in the fourth year, and 20 percent in the fifth and subsequent years of the program grant.

(d) The director shall consider all of the following factors, together with any other circumstances he or she deems appropriate, in selecting applicants to receive funds pursuant to this article.

(1) The stated goals of applicants.

(2) The number of youthful offenders to be served and the needs of the community.

(3) Evidence of community support, including, but not limited to, business, labor, professional, educational, charitable, and social service groups.

(e) In addition to the factors specified in subdivision (d), in selecting applicants to receive program grants, the director shall also consider all the following:

(1) Description of the number and type of service providers available.

(2) Existence of support and involvement by participants in the local juvenile justice system, including law enforcement, probation, prosecution, and the judiciary.

(3) The organizational structure of the agency which will operate the program.

(4) Specific plans for meeting the percentage of local funding of operating costs as specified in paragraph (2) of subdivision (c).

(f) After consultation with the advisory committee, and upon evaluation of all applicants pursuant to the above criteria and any other criteria established by the advisory committee, the director shall select the public or private non-profit agencies which he or she deems qualified to receive funds for the establishment and operation of the programs.

(g) The initial evaluation, selection, and funding of applicants shall take place prior to January 1, 1986.

(h) Upon establishment of the programs, the director shall conduct appraisals of their performance and shall issue a report on their performance to the Legislature in January of each year. Programs shall be determined to have

performed satisfactorily in order to qualify for continuation grants. In evaluating the performance of the programs, the director shall consider, among other things, all of the following:

- (1) The number and type of service providers assembled.
- (2) The number of clients referred to the program by the juvenile court or probation department.
- (3) The number of clients screened by the program.
- (4) A description of the number of clients who received services and a description of the type of services delivered.
- (5) Estimates of the market value of the services provided.
- (6) The amount and sources of local funding.

1784.3. Advisory committee. The Director of the Youth Authority shall appoint an eight-member advisory committee on community resource referral programs to advise him or her on matters relating to this article. Committee members shall include representatives of business, labor, professional, charitable, educational, and social service groups, as well as those working within the juvenile justice system. The members of the committee shall be entitled to their reasonable expenses, including travel expenses, incurred in the discharge of their duties.

1784.4. Funding. The director may accept funds and grants from any source, public or private, to assist in accomplishing the purposes of this article.

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