

**SAN MATEO COUNTY
JUVENILE JUSTICE AND DELINQUENCY PREVENTION COMMISSION**

2019 ANNUAL REPORT

JUNE 1, 2020

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Executive Summary

2019 saw two major changes to the Commission's inspections: (1) the implementation of updated Title 15 Regulations governing California youth facilities and (2) the closure of the Camp Glenwood facility in La Honda, resulting in the transfer of the youth in the program to the Youth Services Center facility in San Mateo on February 22, 2019.

Remaining County-run juvenile facilities to be inspected by the Commission are: Youth Services Center (main Juvenile Hall and Hillcrest School); Camp Kemp; and Canyon Oaks. In conducting its State-mandated inspections, the Commission inspection team found that Probation continues to do a good job caring for the youth committed by the Court to Juvenile Hall and Camp Kemp. Probation was well-positioned to implement the Title 15 revisions as they have been adopting practices over the last several years that addressed the overarching improvements to Title 15 (discussed further below).

Canyon Oaks, which has worked hard to comply with the Continuum of Care reforms that were enacted in 2015, remains an excellent therapeutic facility for the youth that are resident there.

The County Office of Education continues to make progress in implementing processes to orient youth upon admission to Hillcrest School. The Commission commends the implementation of restorative practices in school facilities and encourages that these practices continue and that they be adopted throughout the Juvenile Hall and Camp facilities with all staff and management.

Other Commission activities included:

1. Monitoring the impact of the Camp Glenwood closure on the affected youth and receiving updates on progress of launching PREP (a program intended to replace and expand on the Camp Glenwood program model).
2. Drafting and coordinating review by system stakeholders of a guide for parents to assist them in navigating the San Mateo Juvenile Justice system.
3. Facilitating discussions to develop a plan for establishing a youth court in San Mateo County.
4. Representing the Commission on the Juvenile Justice Coordinating Council; Steering Committee for Community Collaboration for Children's Success; Community Schools Advisory Committee; Commission on the Child Abuse Prevention Council (CAPC); and AOD Coalition.

JJDPC Authority

San Mateo County's Juvenile Justice and Delinquency Prevention Commission (JJJPC) is a combination of a state-mandated, court-appointed Juvenile Justice

Commission and a Board of Supervisors-appointed Delinquency Prevention Commission.

California Welfare and Institutions Code (CWIC) Sections 225-232 mandate that each California County shall have a Juvenile Justice Commission (JJC). The duty of the JJC is to inquire into the administration of justice in the juvenile courts of the county or region in which the commission serves. The JJC inspects any publicly administered institutions in the county at which juveniles are held. It also inspects any County jail or lockup that has confined any minor for more than 24 hours in the previous calendar year, and may inspect any group home located in the county that serves county wards.

CWIC Sections 233-236 authorizes a county's board of supervisors to establish, support, and maintain a Delinquency Prevention Commission, of not fewer than seven citizens, to coordinate on a countywide basis the work of governmental and Non-Governmental Organizations (NGOs) engaged in activities designed to prevent juvenile delinquency. Resolution No. 070307 of the San Mateo County Board of Supervisors established the combined JJDPC as of 4 August 2009.

Commission Membership

CWIC Section 225 requires that the Juvenile Justice Commission (JJC) consist of at least seven and no more than 15 citizens. Two seats are to be occupied by individuals between 14 and 21 years of age, if such individuals are available. Section 233 states that the Delinquency Prevention Commission (DPC) should have no fewer than seven members and that the Board may designate the JJC to serve in that capacity.

As of December 31, 2019, the Commission was composed of the following 11 commissioners:

- Michele Gustafson, Chair, Attorney
- Rebecca Flores, Co-Vice Chair, Volunteer
- Sonoo Thadaney, Co-Vice Chair, Program Director, Stanford University
- Antoinette Barrack, Retired Business Executive
- Paul Bocanegra, AOD Counselor
- Valerie Gibbs, Retired Educator
- Monroe Labouisse, Volunteer, CASA
- Susan Swope, Volunteer, PCRC, St. Vincent de Paul
- Debora Telleria, Volunteer, FLY, Reading Partners, Peninsula College Fund
- Melissa Wilson, Former Educator
- Douglas Winter, Volunteer

The Commission welcomed two new Commissioners in 2019: Paul Bocanegra, formerly incarcerated as a youth with a life sentence, now Youth Outreach Manager

at ReEvolution; and Monroe Labouisse, who served as an advisor and executive for several tech companies and a CASA and mentor for youth in San Mateo County.

Sathvik Nori, a Youth Commissioner from the San Mateo County Youth Commission, continued serving as liaison to the JJDPCC in 2019. As a liaison, Sathvik served as a non-voting member of the Commission. The Commission is pleased to report that Sathvik applied to be a full-time member at the end of 2019 (and was sworn in as a Commissioner in April 2020).

During 2019, the Commission lost three members. Commissioners Daniel Casillas, Clara MacAvoy and Christine Ford resigned due to time constraints. The Commission has appreciated their invaluable insights and numerous contributions during their terms.

JJDPCC Actions and Accomplishments

Updated Facilities Inspections to New Title 15 Regulations: California updated Title 15 Regulations pertaining to Juvenile Facilities effective January 1, 2019. The Commission rewrote its inspection forms to focus on adoption of practices to be consistent with the Title 15 revisions, which place more emphasis on adoption of trauma-informed policies; positive youth development and positive behavior support; culturally and linguistically-appropriate delivery of programming and information to families; and transition and reentry planning. The updated regulations also require awareness of and sensitivity to LGBTQI identification/status and provide heightened guidance on prevention of sexual assault and detecting sexually exploited youth.

Sent Recommendation to Board of Supervisors to Consider Alternatives for Juvenile Incarceration and Rehabilitative Services: In June 2019, the Commission recommended to the Board of Supervisors that it form a cross-functional committee to explore alternatives to the current modes of juvenile incarceration and provision of services for offending juveniles in San Mateo County. The Commission sent a follow-up letter in December 2019 clarifying that the intent of the original letter was to encourage collaboration among youth-serving organizations to focus on equity in preventing juvenile delinquency and helping youth that do offend. The Commission remains ready to serve on any such committee should the Board of Supervisors decide to convene it.

Received Monthly Reports on PREP (successor program to Camp Glenwood): The youth assigned to the Camp Glenwood program were transferred to the Juvenile Hall at the Youth Services Center in late February 2019. The Glenwood program was phased out as the youth assigned to it completed the program. Probation, in collaboration with the Juvenile Court, planned to implement a new program with similar therapeutic goals and a strong focus on reentry called PREP (Phoenix

ReEntry Program). As of the end of 2019, PREP has not yet been implemented because of the low number of eligible youth in custody. Discussions continue regarding the eligibility criteria for PREP and other implementation details.

Followed Up On County Forgiveness of Juvenile Fines and Fees: The Commission received a follow up report from the County Manager's Office regarding the implementation of the Board of Supervisors resolution forgiving juvenile fines and fees accrued prior to the implementation of SB 190 on January 1, 2018. Even before the BOS resolution, the county had ceased accepting payments on these fines. The resolution adopted by the Board of Supervisors also required the release of liens and judgments that had been obtained for unpaid fees. The County Manager's Office reported on the number of accounts that would have been subject to a lien or judgment. Per the County's update, the liens and judgments would not be affirmatively released, rather affected persons would be notified and would have to contact the County Manager's Office to obtain release. The Commission provided its feedback on this approach and the notification methods that had been trialed.

Swore in a Formerly-Incarcerated Commissioner: In recent years, the Commission has been fortunate to have had formerly-incarcerated youth among its voting members who had personal experience in San Mateo County youth facilities. These young people provided invaluable perspective on the juvenile justice system based on their first-hand observations. In 2019, the Commission nominated and gained Court and Board of Supervisors approval for Paul Bocanegra to become a Commissioner on the San Mateo County JJDPC. Commissioner Bocanegra was formerly sentenced to life without parole as a youth, but through hard work, was able to obtain parole under California reforms recognizing significant differences between juvenile and adult offenders. He is now a certified AOD counsellor and will provide invaluable insight on youth sentenced as adults and the impacts of incarceration on young people.

Held Special Sessions: JJDPC Planning Retreat and Inspection Training: The Commission organized two special sessions. Both were agendized and open to the public, as required by the Brown Act.

At the first special session, a planning retreat in early February 2019, the Commission set its priorities for 2019. In addition, the Commissioners brainstormed projects for 2019, organized project groups, and discussed JJDPC roles and internal structure. At the second session, the Chair trained the Commissioners on Title 15 changes and the Inspection Lead launched the 2019 inspections with an introduction to the changes in the inspection forms.

The Chair paid for all supplies out-of-pocket for these sessions. The Commission may, in the future, seek reimbursement for such necessary expenses as permitted under the authorizing statutes.

2019 Project Group Results

In 2018, the Commission launched formal project groups in order to better research and take action on focused issues in the areas of juvenile justice and delinquency prevention in San Mateo County. During 2019, the Commission continued a subset of the project groups it created in 2018.

Youth Court: The Commission has been attending conferences and researching best practices for establishing a Youth Court. Commissioner Winter has facilitated connections with the Marin County YMCA, which has implemented a youth court in collaboration with that county. Commissioners have sought out appropriate system partners for and entry points into a potential San Mateo County Youth Court.

Parent Guidebook: Parents and youth have reported being confused about the juvenile justice process due to unfamiliarity with, for example, terminology, court procedures, system partners, and opportunities for advocacy. In response, the Commission has drafted a guidebook. Throughout 2019, Commissioners Wilson, Swope and Gustafson have worked with system partners to draft an FAQ-style guidebook and to obtain review and approval of the final content. With the assistance of Supervisor Canepa, the Commission has submitted an application for funding for graphic design, translation and printing of this guidebook as a resource for families with juvenile justice-involved youth.

User Test of Juvenile Justice System: To inform the Parent Guidebook project and to identify other areas of opportunity for improvement, the Commission worked with Probation to perform a test of the admissions process at Juvenile Hall. Commissioner MacAvoy, herself a college student, was “arrested” and “booked” into Juvenile Hall (without contact with other youth). In July 2019, she provided her feedback to Probation and the Commission.

Facilities Inspections

The Commission conducted its State-mandated inspections of the County’s Youth Services Center and Camp Kemp for girls. We also inspected Canyon Oaks. Based on information from the Board of State and Community Corrections (BSCC) that they had held one or more minors in secure detention during 2018, the JJDPIC inspected the following police stations: Colma, Menlo Park, Redwood City and San Bruno.

Commissioners formed teams to inspect each facility. A separate team inspected the Court Schools (YSC and Camp Kemp) and the school at Canyon Oaks.

The Commission completed its inspections of all juvenile detention facilities, group homes, and four San Mateo County Police Departments and submitted its reports and cover letters to the Court and Board of Supervisors in December 2019.

In past years, the Commission inspected group homes in San Mateo County into which youth on probation may be placed. We did not conduct these inspections in 2019. Group homes in California are converting to Short Term Residential Treatment Placements (STRTPs) under California's Continuum of Care Reform. The County's facilities (Canyon Oaks and the Receiving Home) are seeking or have received STRTP certification. The Commission did not inspect the Receiving Home as it was under construction during 2019. Your House South, formerly available as a Probation placement option, has chosen to focus on temporary housing for youth rather than seek licensure as an STRTP.

JJDPC Speakers

During 2019, the Commission heard from the following speakers:

- Melissa Polling and Arely Cardenas, Fresh Lifelines for Youth – Introduction and Overview of the FLY Program in San Mateo County
- Sgt. Kimber Joyce, San Mateo Police Department and Probation Officer Mignon Page-Broughton – Presentation of the San Mateo Police Department's Juvenile Diversion Program
- Special Projects Coordinator Magda Gonzalez, and Deputy County Counsel Craig Baumgartner – Follow up on County's Compliance with SB10 and Process for Discharging Liens for Juvenile Court Fees Before January 1, 2018

Cross-Functional Representation

The Commission is represented on other relevant County boards and committees:

- Commissioner Gibbs represented the Commission on the Court and Community School Advisory Committee.
- Commissioners Gustafson and Telleria represented the Commission on the Juvenile Justice Coordinating Council.
- Commissioner Swope represented the Commission on the San Mateo County Child Abuse Prevention Council.
- Commissioner Barrack represented the Commission at AOD Coalition meetings.
- Commissioner Wilson represented the Commission on the Steering Committee for Community Collaboration for Children's Success.

The Commissioners report on their respective organizations' activities to keep their fellow commissioners up-to-date on activities affecting youth in the County. The Commission was hopeful for the work of the now-disbanded Community Collaboration for Children's Success, which had assembled an incredible multi-disciplinary steering committee and had promising plans for community engagement, and hopes there are plans for a successor initiative.

Additionally, Commissioners attend and report out on conferences and cross-functional meetings relevant to the work of the Commission at their own personal expense.

Upcoming for 2020

Strategic Planning: At the end of 2019, the Commission began discussions of a strategic planning process to define its goals and create a statement of aspirations for 2020 and beyond. This strategic planning process will result in alignment of projects around identified goals.

Update Policies and Training: In 2019, the Commission identified opportunities for updating the Commission's policies and training to address Commissioners acting in dual roles in Juvenile Hall and other locked facilities. The Commission will consider updates in 2020.

COVID-19: COVID-19 has introduced a host of complications with regard to the work of the Commission. In addition to evaluating the impacts on residents of the Juvenile Hall and Camp Kemp, the Commission will monitor the impacts on youth on supervised probation and youth in the community who are currently unable to attend school in person. Further, the Commission is evaluating its ability to launch inspections for 2020.