

INTRADEPARTMENTAL CORRESPONDENCE

May 24, 2017
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TO: The Honorable Board of Police Commissioners

FROM: Chief of Police

SUBJECT: UPDATE REPORT REGARDING JUVENILE ARREST DIVERSION PROGRAM AND DEPARTMENT-SPONSORED YOUTH PROGRAMS

RECOMMENDED ACTION

That the Board of Police Commissioners RECEIVE and FILE the attached update report regarding the Juvenile Arrest Diversion Program and Department-sponsored youth programs.

DISCUSSION

The following is provided as an update on the Juvenile Arrest Diversion Program and Department-sponsored youth programs.

Should you have any questions regarding this matter, please contact Captain Jeffrey Bert, Community Policing and Policy Group, at (213) 486-6605.

Respectfully,



CHARLIE BECK
Chief of Police

Attachment

REPORT OF
THE LOS ANGELES POLICE DEPARTMENT &
CENTINELA YOUTH SERVICES



JUVENILE ARREST DIVERSION PROGRAM
&
DEPARTMENT-SPONSORED YOUTH PROGRAMS

Introduction

On March 28, 2017, the Los Angeles Board of Police Commissioners requested the Los Angeles Police Department (Department) prepare a public report detailing the Juvenile Arrest Diversion Program (JADP) and the Department Youth Programs.

The report details various aspects of the JADP including policies and procedures governing the program, a juvenile's eligibility to enter into the program, the criteria utilized to divert a juvenile from arrest and/or booking, and statistical data of the number of juveniles diverted into the program by the Department as well as the number of juveniles arrested by the Department. In addition, the report outlines the Department-sponsored youth programs Citywide as well as the future plans of the Department as it relates to pre-arrest diversion and the expansion of youth programs.

Background

In 2013, the Department partnered with Centinela Youth Services (CYS), to develop a program within the Department to divert juveniles from the formal criminal justice process prior to booking for a criminal offense. In the last three years, Centinela Youth Services has proven its effectiveness in reducing recidivism among youth populations through evidence-based alternatives that the criminal justice cannot provide.

Centinela Youth Services was first established in 1975 and first focused on youth intervention and prevention services in the most high-needs communities within Centinela Valley. In 1992, CYS began the Victim Offender Restitution Services (VORS) which became the model for restorative justice programs throughout the nation. The VORS brought the victim and the juvenile together through mediation to assist the juvenile in fully understanding the impact of his/her actions and allowing the victim to receive a form of restitution. The success of VORS further grew into the Every Child Restorative Justice Center (ECRJC) in 1995. The ECRJC has operated under the auspices of the Los Angeles County Courts and in agreement with the Los Angeles District Attorney's (DA) Office. Through the partnership with the Los Angeles County Courts and the DA's Office, CYS developed JADP.

The JADP allows eligible juveniles to be referred to an intensive restorative-justice program designed to promote acceptance of responsibility and reduce chances of recidivism. Successful completion of the program affords youth participants the opportunity to avoid the stigma of involvement within the criminal justice system.

In 2013, the Department began a pilot program with CYS in Southeast Area where juvenile criminal offenses occur at a higher frequency than other Areas. Due to its initial success, JADP expanded its services to 77th Street Area in 2014 and throughout Operations-South Bureau (OSB) in 2015. Operations-Valley Bureau (OVV) piloted JADP in Mission, Van Nuys, and Foothill

Areas in 2016. In the beginning of 2017, West Los Angeles Area piloted the program in Operations-West Bureau (OWB) and services were expanded to Operations-Central Bureau (OCB), Newton Area, in April 2017. As the Department expands JADP to new Areas, additional juveniles are diverted from the formal criminal justice process, while increasing the juvenile's potential for future success.

Juvenile Arrest Diversion Program Policies and Procedures

The JADP is reliant upon the communication and coordination between the Department and CYS, as delineated in a Memorandum of Agreement. When a juvenile is arrested, officers complete a review of the juvenile's criminal history to determine whether the juvenile has minimal criminal history and the current arresting offense is not for a disqualifying charge (generally serious and/or violent offenses). Upon review and approval of the Area Watch Commander and Juvenile Coordinator, a juvenile and his/her parent or guardian are offered to participate in JADP. If the parent or guardian and the juvenile agree to the program conditions and sign an agreement to participate, a custodial booking is held in abeyance. The juvenile is released to the custody of his/her parent or guardian and the arresting officers complete an Investigative Report (IR) to document the criminal offense. The officers submit the IR with attachments including a completed referral form (with contact information for all involved parties) and signed participation agreement.

The completed packet is then given to the Area Juvenile Coordinator who enters the crime information into the Detective Case Tracking System and forwards the diversion program enrollment information to Centinela Youth Services. The juvenile and parent or guardian are required to meet with CYS within ten calendar days. Centinela Youth Services completes a risk assessment of the juvenile and a case manager is assigned.

The JADP consists of a six-month service program and a six-month follow-up period. The six-month service program is tailored to meet the needs of the juvenile and his/her parent or guardian. The program elements include resources to address previously unidentified issues, tiered support to redirect the juvenile towards a positive path, expulsion/suspension diversion from school upon completion of the program, and restitution through meeting with victim(s) associated with the juvenile's crime. Throughout this process, the Department and CYS continue to liaison with one another to ensure information and the progress of the juvenile is shared.

While the purpose, program, and responsibilities of the Department and CYS are codified in a 2015 Memorandum of Agreement, OSB and OVB have separate Operational Orders delineating training and procedures for its personnel. Due to the expansion of JADP Citywide, a Department order to codify policies and procedures, responsibilities, and training is being developed.

Criteria for Youth to Enter Juvenile Arrest Diversion Program

In order to be eligible for the program, an arrested juvenile must be between the ages of 11 and 17 years and have a minimal prior arrest history. Specifically, the juvenile must have no prior sustained felony petitions and two or fewer misdemeanors. Additionally, the juvenile’s current offense may not be contained within the provisions of California Welfare and Institutions Code section 707(b)—offenses including murder, arson, rape with force, and kidnapping for ransom although some minor arson offenses are accepted.

Centinela Youth Services further promulgates a list of offenses accepted:

- **Assault and Battery** – 148(a) PC, 148.1 PC, 148.3 PC, 148.4 PC, 148.5 PC, 148.9 PC, 242 PC, 243.4 PC, 243.5 PC, 243.6 PC;
- **Petty Theft/Robbery** – 211PC (without a weapon), 459 PC, 484(a) PC, 485 PC;
- **Disturbing the Peace** – 415 PC, 415.5 (a), 416(a) PC, 416(b) PC;
- **Vandalism** – 594(a) PC, 594(b) PC, 594(b)(2) PC, 594 (c) PC, 594(d) PC, 594(e) PC, 594 (f) PC, 416 (a) PC, 416 (b) PC;
- **Miscellaneous Crimes in school grounds** – 626.10(a) PC, 626.10(b) PC, 626.10(c) PC, 626.10(d) PC, 626.10 (f) PC, 626.10(h) PC;
- **Weapons** – 417(a) PC, 626.10 PC, 466 PC, 417 (b) PC;
- **Drug Offenses** – 11357 HS, 647(d) PC;
- **Marijuana** – 23222(b) VC, 11357(e)HS, 11357(e)(1)HS, 11357(e)(2)HS;
- **Probation Conditions Violations** – Cases under 777 WIC will be accepted provided offense meets above mentioned 602 WIC criteria; and,
- **Disorderly Conduct** – 647(d) PC.

Number of Youth Involved in the Juvenile Arrest Diversion Program

Since 2013, the Department has referred 471 juveniles into the JADP. Currently, there are 124 juveniles with active cases in the program. The number of diversion referrals by year are illustrated in the following table.

Juvenile Arrest Diversion Program Participants					
	OSB	OVB	OWB	OCB	Total
2013	49	-	-	-	49
2014	117	-	-	-	117
2015	110	-	-	-	110
2016	91	40	-	-	131
2017	30	30	3	1	64
Total	397	70	3	1	471

Juveniles who completed the CYS diversion program have an 11 percent recidivism rate, within one year following completion of services, a figure that has trended downward as the program

has matured. The most recent grouping (with over 100 juveniles) maintained a recidivism rate of only 7.8 percent. Both of these numbers compare favorably to recidivism rates of 30 percent when juveniles enter the formal criminal justice system, which includes both probation and confinement.

Number of Juveniles Arrested and Convicted

Unlike adult arrests, juvenile arrests do not terminate in convictions and are deemed quasi-criminal in nature. Instead of a criminal complaint, a juvenile petition is filed by the DA’s Office within the juvenile courts. When the court determines the juvenile committed the alleged offense, the petition is ‘found true’ and sustained. A true petition, however, is not a criminal conviction.

The Department does not receive information regarding the ultimate judgement of juvenile petitions and does not possess data on the subject. A discussion with Mr. Philip Glaviano of the Los Angeles County District Attorney’s Office (DA’s Office) revealed that they do not have petition disposition information by department. As such, Mr. Glaviano stated the DA’s Office would not be able to provide a delineation of the number of Department-arrested youth with sustained petitions for those two years.

The following table illustrates the number of juveniles arrested by Los Angeles Police Department Officers from 2013-2017 (2017 YTD juvenile arrests current as of 05/23/17).

Youth Arrested by the Department					
	2013	2014	2015	2016	2017 (YTD)
Central	662	573	488	524	165
South	1056	1027	1012	825	280
West	358	449	448	303	126
Valley	881	677	808	665	213
TOTAL	<u>2,957</u>	<u>2,726</u>	<u>2,756</u>	<u>2,317</u>	<u>784</u>

Successes, Opportunities and Challenges to Expand Juvenile Arrest Diversion Program

As recently as 2016, the JADP through CYS has received acclaim for being the first and only pre-arrest juvenile diversion program in California. Centinela Youth Services is proud to report a successful program completion rate of 75 percent, juvenile and victim meeting agreement of 99 percent, fulfillment of agreements completed in full at 86 percent, victim satisfaction of 98 percent, and juveniles who reported the process was fair at 96 percent.

Due to the success rate of juveniles who enter pre-arrest diversion, the Department has developed a plan of action that will support the full expansion of the program. The Department has identified a Pre-Arrest Diversion Coordinator within Juvenile Division. Detective Bureau will codify policies and procedures, responsibilities of all personnel, and best practices. In

addition, training will be developed to increase the number of referrals and provide a smooth transition for officers transferring into an Area that hosts JADP. Pre-arrest diversion will be added to the CompStat process to ensure accountability and effectiveness. Further, a reconciliation program is being developed to allow officers and juveniles they diverted to reconnect and share the impact the process has had on their lives, while building trust and understanding with one another and the community.

While the Department continues to strategically plan the expansion of the JADP, its potential is dependent on the continued partnerships with CYS. Executive Director, Jessica Ellis, has stated the JADP is currently at capacity. If funding opportunities were to increase, new clinicians and caseworkers can be hired which will allow CYS to increase enrollment. The Department is currently working with CYS to develop a smart growth strategy to add additional Areas while mitigating challenges related to expansion.

Department-sponsored Youth Programs Offered and Participants

While the JADP is the Department's premier juvenile diversion program, the Department also hosts a variety of youth programs developed as community-based crime prevention and intervention strategies which offer a positive relationship between the police, the City's youth, and their families. Additionally, youth programs serve as an important element of our broader community outreach efforts aimed at all Los Angeles City youth to build community trust and collaboration.

Our Department's youth programs offer our City's youth a positive path that can lead to a brighter future by providing a safe environment in which children and young adults can experience opportunity and hope. Further, these programs have proven to be an innovative and reliable solution to our Department's crime prevention and reduction objectives, outside of traditional enforcement measures (regular patrol and responding to calls for service). It is important to note that none of our Department's youth programs receive financial support through the City budget and are reliant upon donations to ensure youth participants and their families incur minimal to no costs.

Each of the following youth programs vary in purpose, the target age of participants, and locations housed. While every Area does not support each program, based on available resources and the needs of the community served, the Department's Youth Programs Unit continues to conduct outreach and assist youth and parents or guardians in finding appropriate programs for their children. Recruitment efforts are aimed at all City youth, but increased focus is directed at providing viable choices to those in our communities who often have few alternatives, our most needy, disadvantaged, and vulnerable.

Note:

While the following five programs are authorized Departmentwide, they do not capture all of the coordinated youth engagement efforts that can be found in individual Areas. For example, the Watts Bears, a youth football team in Southeast Area utilizes officers as coaches and hosts over 60 kids every season. Likewise, Community Safety Partnership (CSP) officers in Southeast Area have organized the division's first Girl Scouts Troop. Similarly, officers assigned to CSP run a not-for-profit organization, Operation Progress, which has 63 active scholarships for students. Through on-going CSP expansion, additional youth programs have been established within Hollenbeck Area's Ramona Gardens housing development, Newton Area's Pueblo Del Rio housing development, and 77th Street Area's Harvard Park.

Cadet Leadership Program

The Cadet Leadership Program (Cadet Program) is a community-based prevention program that aims to empower youth, ages 13 to 20 years, to maximize their personal and scholastic potential, while emphasizing the importance of leadership, academic excellence, ethical decision-making, and community stewardship. The Cadet Program has evolved into a program that strives to improve society through the development of our community's youth. In order to achieve the "Cadet" title, youth participants must complete the 15-week Cadet Leadership Academy (Academy) as "Recruit Cadets." Recruit Cadets participate in a wide range of academic offerings, physical fitness conditioning, and drill exercises while developing various skill sets, building self-confidence, and developing lasting friendships with both their peers and police officer mentors.

At the conclusion of the Academy, the Cadet Program hosts a graduation ceremony at the USC Galen Center where family, friends, and educators celebrate each youth participant's successful transition from "Recruit Cadet" to "Police Cadet," with special guest speakers including the Los Angeles City Mayor and the Chief of Police. During this event, scholastic scholarships are awarded to deserving Cadets who wish to further their education. In the last fiscal year, graduating Cadets were awarded a total of \$40,000 in scholastic scholarships.

Following the graduation ceremony, new graduates take their place among thousands of Cadet peers Citywide who have made the choice to achieve their dreams and apply the lessons they have learned. Cadets remain connected to the Cadet Program through active participation at their respective Cadet Posts and thrive through instruction, mentorship, and guidance from specially trained Youth Services Officers, while forging relationships with fellow Cadets. Currently, the Cadet Program hosts 29 Cadet Posts Citywide, at all 21 Areas and some specialized divisions, as well as external partner facilities (USC, LMU and LAX). While engaged at their Cadet Posts, Cadets participate in educational activities (tutoring sessions, visits to college campuses, scholarships and grants), vocational activities (non-hazardous police job-

training, volunteer community service tasks), and social/recreational experiences (skate nights, yearly picnics and banquets, single-day and overnight outings, amusement park visits).

The following table illustrates the Areas (including the specialized divisions and external partners) that sponsor the Cadet Program and the number of active participants.

Cadet Participants by Area (As of April 2017)	
Central	51
Central Traffic Division	41
Hollenbeck	102
Newton	115
Northeast	65
Rampart	50
Headquarters	26
Metropolitan	38
77th Street	70
Harbor	116
Southeast	80
Southwest	45
South Traffic Division	50
Gateway	49
University of Southern California	52
Hollywood	90
Olympic	80
Pacific	80
West Los Angeles	77
Wilshire	114
LAX	45
Loyola Marymount University	7
Devonshire	127
Foothill	103
Mission	85
North Hollywood	73
Topanga	147
Van Nuys	77
West Valley	117
Total	2,172

Junior Cadet Program

The Junior Cadet Program introduces youth, ages nine to 12 years, to the law enforcement profession, while instilling a sense of community pride, self-discipline, and leadership. It provides the participants with the physical and mental preparation necessary to transition to the Cadet program, or any other Department-sponsored youth program. This program is a preparatory phase of the Cadet Program.

The following table illustrates the Areas that sponsor the Junior Cadet Program and the number of active participants.

Junior Cadet Participants by Area (As of April 2017)	
Central	25
Southwest	55
Harbor	80
Hollywood	100
Wilshire	57
West Los Angeles	30
West Valley	59
Northeast	10
77th Street	35
Newton	10
Pacific	38
Foothill	60
Devonshire	21
Southeast	22
Mission	90
Olympic	25
Topanga	121
Total	838

Police Activities League

The Police Activities League (PAL) is a youth crime prevention program that provides youth, ages six to 17 years, with an opportunity to participate in self-enhancement activities through educational, athletic, and other recreational activities, while creating a bond between police officers and the youth in the community. Each PAL is governed by a non-profit organization and has unique educational and athletic programs. Individual PAL programs offer counseling to youth and their families. Some of the Department’s more successful PAL models can be found at Hollenbeck Area (“Get It Straight” program), Hollywood Area, and Devonshire Area (Devonshire PALs Youth Center).

The following table illustrates the Areas who have an active PAL, the types of programs offered, and the number of active participants.

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PAL Participants by Area (As of April 2017)

Rampart	1. Karate	200 per year
Southwest	1. Workout Program 2. Mountain Biking 3. Deaf Hiking	30 total
Hollenbeck	1. Get It Straight 2. Soccer 3. Life Skills and Leadership 4. Digital Media Academy 5. Fitness and Nutrition Class 6. Financial Literacy Program	950 per year
Hollywood	1. Soccer 2. Martial Arts 3. Tutoring 4. Mentorship	500 per year
West Valley	1. Tutoring	28 total
77th Area	1. Wrestling 2. TaeKwonDo 3. Basketball	35 total
Newton Area	1. Tutoring 2. Arts 3. Boxing 4. Baking 5. Life Skills 6. Running 7. Parenting Class 8. Bike Program	76 total
Devonshire Area	1. Homework Help 2. Arts and Crafts Classes 3. Cooking Classes 4. Dance/Music Classes 5. TaeKwonDo 6. Boxing 7. Calligraphy 8. Mentoring	500-600 active
Southeast Area	1. Roller Hockey 2. Farm Education 3. Fishing Club 4. Therapy Dog with Cancer Patients	27
Topanga Area	1. Wrestling 2. Tutoring 3. Arts and Crafts 4. Open House	450 per year

Jeopardy

Jeopardy is a community-based intervention program for youth “at-risk” of becoming involved in gangs. The program provides at-risk youth, ages eight to 17 years, and their families with resources and referrals, while seeking to decrease truancy, gang involvement, violence, and criminal behavior.

The following table illustrates the Areas who have an active Jeopardy Program and the number of active participants.

Jeopardy Participants by Area (As of April 2017)	
Southwest Area	36 total
Foothill Area	30 total
Southeast Area	27 total
North Hollywood Area	17 total
Van Nuys Area	68 per year
Mission Area	30 total per six-month cycle.

Juvenile Impact Program

The Juvenile Impact Program (JIP) is a community-based intervention program for delinquent at-risk youth, ages nine to 17 years, in need of immediate diversion from gangs and criminal behavior. The 12-week program, which will be hosted this year at Thomas Jefferson High School (in Newton Area), strives to prevent and correct negative or inappropriate behavior in youth by instilling personal accountability, discipline, self-esteem, and respect for themselves and others. This is accomplished through a regimented academic and physical training program. Currently, OCB is the only bureau sponsoring JIP and receives funding from the Los Angeles Police Foundation.

OCB JIP Participants by Year (As of April 2017)	
2015	38 graduates
2016	56 graduates
2017	80 applicants received

Conclusion

The Department recognizes the important role it serves in developing the youth of Los Angeles. Many in our City face unique challenges and profound obstacles resulting from poverty, exposure to drugs and violence, neglect, and lack of access or exposure to quality education. It is the Department’s responsibility to provide guidance, direction, and inspiration through our youth programs, while simultaneously fostering a culture that embraces juvenile diversion with the ultimate goal of providing the best opportunities to our City’s youth to ensure their success in life. The vast majority of our most underserved youth have the ability to succeed in life if they are provided with these basic life essentials—support, care, a sense of purpose, and hope. To

this end, the Department must continue developing sustained partnerships with experts in the fields of child development and social welfare, along with our partners in the criminal justice system to reduce the rates of recidivism, and provide a safe place for educational, social, and life-skills development, while offering the City's youth access to pathways that can lead to a brighter future.