

# Final Report

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## Comprehensive Approaches to Sex Offender Management Implementation Grant

September 2003



Submitted by:

**David E. Cranford**, Chief Probation Officer (Acting)

On Behalf of the

County of San Diego and the

Sex Offender Management Council (SOMC)

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County of San Diego**

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District 4, Vice Chair

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**On Behalf of the  
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and the  
Sex Offender Management Council (SOMC)**

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***The following professionals contributed significantly in time and support of the activities and deliverables contained herein:***

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***This Final Report was written by Margaret Bullens, SOMC Project Director***

# Table of Contents

<b>Introduction</b>	<b>1</b>	<b>Supervision Standards for Sexually Abusive Youth</b>	<b>29</b>
<b>CHAPTER 1: SUMMARY</b>		<b>CHAPTER 4: TREATMENT STANDARDS AND MONITORING</b>	
<b>Background</b>	<b>1</b>	<b>Standards for the Treatment of Adult Sex Offenders</b>	<b>33</b>
<b>Vision and Mission</b>	<b>2</b>	<b>Adult Treatment Provider Application and Monitoring</b>	<b>35</b>
<b>From Planning to Implementation</b>	<b>2</b>	<b>Standards for the Treatment of Sexually Abusive Youth</b>	<b>37</b>
<b>Goals of Implementation</b>	<b>3</b>	<b>Treatment Provider Application and Monitoring for Sexually Abusive Youth Programs</b>	<b>38</b>
<b>One Year Grant Extension</b>	<b>5</b>	<b>CHAPTER 5: COMMUNITY EDUCATION</b>	
<b>Deliverables at a Glance</b>	<b>6</b>	<b>Design and Development of the Community Education Curriculum</b>	<b>41</b>
<b>CHAPTER 2: SOMC</b>		<b>Community Education Brochures</b>	<b>45</b>
<b>San Diego Sex Offender Management Council (SOMC)</b>	<b>9</b>	<b>Community Education Forums</b>	<b>45</b>
<b>Council Roles and Responsibilities</b>	<b>10</b>	<b>Outreach Efforts</b>	<b>46</b>
<b>Memorandum of Understanding</b>	<b>10</b>		
<b>Collaboration</b>	<b>12</b>		
<b>Committees</b>	<b>15</b>		
<b>Institutionalizing Progress Beyond the Grant</b>	<b>18</b>		
<b>CHAPTER 3: ASSESSMENT AND SUPERVISION STANDARDS</b>			
<b>Standards for the Forensic Psychological Evaluation of Adult Sexual Offenders</b>	<b>19</b>		
<b>Adult Sex Offender Supervision Standards</b>	<b>22</b>		
<b>Standards for the Forensic Psychological Evaluation of Sexually Abusive Youth</b>	<b>29</b>		

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**CHAPTER 6: THE  
CONTAINMENT MODEL**

<b>The Emergence of the Containment Approach Model</b>	<b>51</b>
<b>San Diego's Implementation of the Containment Model</b>	<b>54</b>
<b>System-wide Training</b>	<b>54</b>
<b>Polygraph Implementation</b>	<b>56</b>

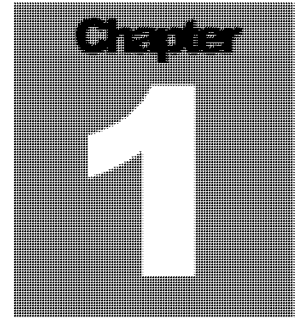
**CHAPTER 7: INFORMATION  
TECHNOLOGY**

<b>Goals and Purpose</b>	<b>67</b>
<b>Design and Phases</b>	<b>68</b>
<b>Plan for Implementation</b>	<b>71</b>

**A P P E N D I X**

<b>-Effectiveness Measures for the San Diego Sex Offender Containment Model</b>	<b>75</b>
<b>-San Diego County Sexually Abusive Youth Profile</b>	<b>93</b>
<b>-Evaluation of the San Diego Sex Offender Management Council Community Education Forums</b>	<b>121</b>
<b>-Summary of Procedures and Practices Regarding Sex Offender Registration</b>	<b>137</b>
<b>-SOMC Legislative Proposals</b>	<b>165</b>
<b>-Information Technology System Requirements</b>	<b>175</b>
<b>-Evaluation of the San Diego County Probation Supervision Standards for Adult Sex Offenders</b>	<b>215</b>

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## Introduction

*San Diego County, California demonstrates system-wide commitment to collaborative policy and practice improvements in Sex Offender Management.*

In 1999, the leadership in San Diego County made a commitment to improve public safety by looking critically at the manner in which sex offenders were identified, assessed and managed. This examination identified weaknesses and gaps in the system. With the assistance of Federal funds, and technical support from identified national “best practices”, San Diego County defined a plan to improve the quality and effectiveness of sex offender management with the support of a Comprehensive Approaches to Sex Offender Management Implementation Grant. This document outlines the strategies defined and implemented by San Diego County to improve and evaluate the effectiveness of sex offender management.

## Background

San Diego County is the second largest and most populated county in California. In San Diego County, 45 percent of all rape victims are under the age of 20. In the year 2002, there were 1,261 reports of sex offenses in San Diego County and 595 arrests. Currently, there are 4,694 sex offender registrants in San Diego County, the second most in California, and an estimated 1,350 registered sex offenders being supervised by State Parole and San Diego County Probation. Funds from a Planning Grant, provided by the Violence against Women Office (VAWO) and the Center for Sex Offender Management (CSOM), permitted an adult sex offender profile for San Diego County be established. This profile paints a picture of probationers who are predominately male, ethnically diverse, fairly well-educated, relatively stable, and often use alcohol or other substances. Fifty percent (50%) had a prior conviction as an adult, with the prior conviction being a sex offense for over two-thirds of this population. Similar to national offender statistics, most of these offenders knew their victims, 59 percent were convicted for lewd acts on a child and 19 percent for statutory rape. All the probationers were on intensive

## EXECUTIVE SUMMARY

supervision for at least one year, nearly two thirds (64%) had received a pre-sentence psychological evaluation and/or had a polygraph condition of probation, and only seven percent received some type of offense-specific risk assessment (Pennell, Burke, & Keaton 2001). With these alarming numbers, the provision of effective supervision and management of sex offenders in the community is paramount to San Diego. <sup>1</sup>

### **Vision and Mission**

In 1999, vision and mission statements were developed with consensus by professionals representing all components of sex offender management. This vision and mission remained the driving force for the implementation of new policies and procedures.

**Vision:** A Community in which convicted sex offenders and sexually abusive youth are appropriately assessed, treated and monitored to enhance the safety of the community.

**Mission:** To enhance the safety of our community, we will:

- Develop an ongoing collaborative, regional team which includes victims;
- Establish standardized protocols relevant to assessing, treating and monitoring convicted sex offenders and sexually abusive youth in our community;
- Educate the community and criminal justice system regarding effective management of sex offenders and sexually abusive youth.

### **From Planning to Implementation**

In October, 1999, San Diego County received a \$50,000 grant from the Violence against Women Office (VAWO) and the Center for Sex Offender Management (CSOM). This grant required the formation of a collaborative team comprised of community organizations involved in the management of sex offenders. The purpose of this team was to document current practices in the juvenile and adult systems, research national promising practices, and identify gaps in services or protocols in San Diego County. Ultimately, this grant served as the impetus for much needed change and allowed San Diego the funding necessary to develop a strategic plan, which

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<sup>1</sup> Edited statistical information and analysis was provided by the San Diego Association of Governments (SANDAG). SANDAG conducted all of data collection and provided analysis and reports for both the Planning and Implementation Grants received by San Diego Probation.

**EXECUTIVE SUMMARY**

could evaluate and improve the sex offender management system. This grant was administered by the San Diego Adult Probation Department.

In September, 2001, the San Diego Adult Probation Department was awarded a \$250,000 Implementation Grant by the Office of Justice Programs (OJP). In February 2002, this grant was accepted by the San Diego County Board of Supervisors. This grant provided San Diego the necessary funds to further develop and implement the strategic plan identified in the Planning Grant. This Final Report document outlines the goals and activities of the Implementation Grant upon its acceptance by the Board of Supervisors, as well as plans by San Diego County to institutionalize continued progress in sex offender management beyond the grant term.

**Goals of Implementation**

San Diego’s Implementation Grant identified five primary goals, resulting in a multitude of stated deliverables. These five goals are outlined below:

	GOAL	ACTIVITIES
ESTABLISH A SEX OFFENDER MANAGEMENT COUNCIL	To provide our community with an ongoing structure for collaboration, quality assurance for newly developed programs and policies, and direction in sex offender management at the local level. By institutionalizing the CORE group, referred to as SOMC, as a countywide steering committee, the process of implementing critical changes identified in the planning stage of our development can begin.	Meet once a month  Form the following committees: <ul style="list-style-type: none"> <li>• Assessment and Treatment</li> <li>• Community Supervision</li> <li>• Victim Advocacy</li> <li>• Law Enforcement</li> <li>• Legal Process</li> <li>• Juvenile Issues</li> <li>• Information Technology</li> <li>• Treatment Evaluation and Monitoring</li> </ul>
IMPLEMENT A SYSTEM-WIDE CONTAINMENT MODEL	To provide a coordinated, system-wide supervision Containment Model for all offenders in San Diego County.	Modify existing systems to operate within the Containment Model: <ul style="list-style-type: none"> <li>• Adult Probation</li> <li>• Juvenile Probation</li> <li>• State Parole</li> <li>• Conditional Release</li> </ul> Establish and Implement standards for treatment, supervision, and response to polygraph information  Define role of each participating agency within the Containment Model.

**EXECUTIVE SUMMARY**

<p>INSTITUTIONALIZE ON-GOING DATA COLLECTION</p>	<p>To develop appropriate and specific treatment and management strategies based on the profile of our offender populations;</p> <p>To share information in an efficient manner;</p> <p>To measure outcomes used to help determine what works.</p>	<p>Research component of this grant will continue data collection and expand data collection to sexually abusive youth and adult sex offenders on Parole. This profile will assist the design in specific strategies for the management of each population;</p> <p>The IT committee will bring all data sources together to study the feasibility of more efficient information sharing. This committee will assist agencies as they explore the possibilities of developing internal and countywide systems to measure outcomes:</p> <ul style="list-style-type: none"> <li>• Design a system to share selected data elements on sex offenders with law enforcement and treatment providers;</li> <li>• Design a system that permits law enforcement to report sex offender contact directly to probation and parole;</li> <li>• Develop system-wide protocols on sex offender registration processes and procedures.</li> <li>• Institutionalize data collection on sex offenders.</li> </ul>
<p>EDUCATE COMMUNITY LEADERS AND POLICY MAKERS</p>	<p>To ensure strong, informed leadership continues to support the Council’s mission;</p> <p>Department heads, agency directors and key personnel will understand and support collaborative efforts.</p>	<p>Legal Process committee will communicate with, and educate community leaders, members and policy makers regarding sex offender management issues that affect the community and lend themselves to legislative protocols;</p> <p>Key state and local agencies, organizations and individuals are kept abreast of the Sex offender Management Council’s work;</p> <p>Development of information packets for community education initiative targeting those concerned</p>

**EXECUTIVE SUMMARY**

		<p>about sex offenders in the community and parents wanting to learn how to better protect their children (5000 packets);</p> <p>Hold three community forums to share information on sex offenders, community supervision efforts and safety tips with interested community members;</p> <p>Hold four Containment Model training sessions for all practitioners in the region including police, treatment providers, probation and parole, victim advocates, defenders, district attorneys and judges.</p>
<p>EXPLORE FUNDING SOURCES FOR FUTURE DEVELOPMENT</p>	<p>To continue the work of the Council and fully fund supervision agencies so they are able to phase into a full Containment Model.</p>	<p>The Community Supervision committee will assist interested agencies and organizations in:</p> <ul style="list-style-type: none"> <li>• Searching for federal, state, county, local and private funding sources</li> <li>• Examining how current funding may be able to be reallocated;</li> </ul> <p>The Council (SOMC) will link with existing Comprehensive Strategy Funding Committee for juvenile funding and explore additional funding sources for future program development.</p>

**One Year Grant Extension**

During the course of the Implementation Grant, the steering committee, also known as the Sex Offender Management Council (SOMC) (see Chapter 2), expanded the scope of the deliverables beyond the design of system requirements needed for an information technology system (see Chapter 7) to the implementation of Phase 1 of this design. Agency participants provided “in kind” technical resources to develop this design, in lieu of spending grant funds on consultants. With approval from OJP, a one-year, no cost extension was granted to allow San Diego the opportunity to use grant funds for this additional deliverable. An addendum to this Final Report

## **EXECUTIVE SUMMARY**

will be prepared upon the conclusion of the Phase 1 Information Technology System to document this final stage of the grant, which is expected to be completed before September 30, 2004.

### **Deliverables at a Glance**

The San Diego Sex Offender Management Council has accomplished the following deliverables with funding from the 2001 Implementation Grant, in-kind contributions and energy by members of governmental, private and non-profit agencies and organizations.

#### **County Policy, Collaboration and Coordination**

- Implemented the Sex Offender Management Council (SOMC) as a county-wide steering committee on sex offender management issues-- disseminated minutes to agency leaders and policymakers
- Conducted monthly SOMC meetings
- Created 8 committees under SOMC to address specific needs and deliverables. These committees met monthly. (Assessment and Treatment, Supervision, Juvenile Issues, Legal Process, Treatment Evaluation and Monitoring, Victim Advocacy, Law Enforcement, and Information Technology)
- Developed a cooperative partnership with the California Coalition on Sexual Offending
- Submitted legislative proposals to the County's Criminal Justice Group
- Developed a Memorandum of Understanding around the design and implementation of an Information Technology system that would provide an infrastructure for system-wide professionals to improve communication and data collection on registered sex offenders

#### **Standards**

- Drafted and implemented Supervision and Treatment Standards for Adult Sex Offenders
- Drafted and implemented Treatment Standards for Sexually Abusive Youth
- Developed and implemented Standards for Forensic Psychological Evaluations of Adult Sex Offenders
- Drafted Standards for Forensic Psychological Evaluations of Sexually Abusive Youth
- Identified a process for the review and approval of qualified sex offender treatment providers

## **EXECUTIVE SUMMARY**

### **Training**

- Provided system-wide training on the Containment Model and new Standards to the Court, Attorneys, Probation and Parole, Evaluators, Treatment Providers, Victim Advocates and other service providers.
- Participated in county-wide efforts to educate the community about San Diego's Approach to Sex Offender Management
- Sponsored the costs associated with specialized training needed by SOMC participants at various national, state and local training events

### **Community Education**

- Designed and implemented a Community Education Curriculum addressing sex offender registration/notification, management and prevention
- Designed and printed 30,000 brochures for agencies to disseminate to the public outlining local resources and safety information
- Submitted a Community Partnership Grant for additional funding to support county-wide community education efforts
- Sponsored an event on public health prevention
- Provided feedback and support to citizens in San Diego County requesting information about safety, pin maps, etc.
- Developed a website ([www.sdsomc.com](http://www.sdsomc.com)) to disseminate information to the public consistent to Community Education Curriculum
- Participated in a Public Board of Supervisors Event focused on Sex Offender Management
- Sponsored a SOMC website to provide professionals and the community access to the community education curriculum, updates about SOMC and documents—such as the Standards for the Assessment, Treatment and Supervision of sex offenders

### **Registration/Notification/Monitoring**

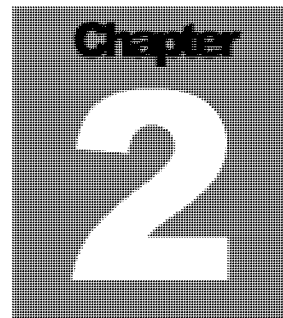
- Developed a County-wide Community Notification Protocol
- Implemented a regional registration center
- Implemented a task force to monitor registered sex offenders
- Assisted and supported a regional registration and monitoring plan for law enforcement

### **Data Collection**

- Designed an information technology system to be used by those who manage sex offenders—this system includes case management and the needed uplinks for law enforcement to improve the sex offender registry
- Identified Performance-Based Measures for the Effectiveness of Sex Offender Management Practices
- Developed a profile of juvenile sex offenders on probation
- Conducted an case file review of adult sex offender cases on probation

## **EXECUTIVE SUMMARY**

- Documented the process and outcome of the community education curriculum
- Conducted a pre- and post- survey of law enforcement's use of sex offender registration and monitoring practices



# **San Diego County Sex Offender Management Council (SOMC)**

The San Diego Sex Offender Management Council (SOMC) is an interagency collaboration of policy-makers representing county agencies, the private sector, and local non-profits in designing and implementing strategies and programs resulting in the effective management of sex offenders.

The Council is made up of representatives from the following agencies and/or professions:

- Superior Court
- District Attorney
- Public Defender
- Sheriff's Department
- Police Department
- Probation Department-Adult/Juvenile
- Parole Department
- Mental Health
- Victim Advocacy/Rape Crisis
- Sex Offender Treatment
- Victim/Family Treatment
- Polygraph Examiner

## **Council Roles and Responsibilities**

There were nineteen active, participating members of the San Diego Sex Offender Management Council representing the professions previously outlined. The Council operated under the following Memorandum of Understanding.

### **San Diego County Sex Offender Management Council's Memorandum of Understanding**

We, the undersigned Council members, recognize the need to enhance public safety, prevent further victimization, and improve the effective management of sex offenders in the community.

The mission of the Council is to design and implement a comprehensive plan to enhance the management of sex offenders in San Diego County. The strategic plan will further the goals of preventing future victimization and enhanced public safety, with the improved evaluation, supervision, treatment, and monitoring of sex offenders. This will be accomplished through a commitment to collaboration among professionals working in leadership roles impacting services provided to both sex offenders and victims.

The role, activities and expectation of each member of the Council are as follows:

- Represent their specific agency and expertise on the Council for the two year duration of the Implementation grant (10/1/01-9/30/03) by attending and actively participate in monthly Council meetings (generally held the last Monday of each month);
- Chair, or participate as an active member in monthly meetings, on at least one of the Council subcommittees identified as follows: Community Supervision, Juvenile Issues, Assessment and Treatment, Treatment Evaluation and Monitoring, Legal Process, Victim Advocacy, Law Enforcement and Information Technology (Subcommittee Chairpersons are expected to host monthly meetings, document participant attendance and provide minutes and deliverables to the SOMC Project Director);
- Help coordinate and encourage participation from others in their discipline in the Council subcommittees;
- Participate in Council coordinated training events, as well as any training provided by the grantor, Office of Justice Programs, specific to the San Diego Implementation Grant;
- Assist in the development and implementation of standardized protocols relevant to assessing, treating and monitoring convicted sex offenders and sexually abusive youth residing in San Diego County;
- Actively participate in educating the community and the criminal justice system regarding the professional role represented by each member and how related policies and activities impact the management of sex offenders;
- Obtain education and training on issues related to the management of sex offenders and sexually abusive youth;
- Seek to enhance or improve sex offender management practices by implementing necessary program or policy changes within each represented agency; and
- Advise the Director of the Sex Offender Management Council on concerns and issues related to the development and implementation of deliverables assigned to the Council, or new topics to be addressed.

Additionally, the role of the Project Director is:

**SEX OFFENDER MANAGEMENT COUNCIL**

- To facilitate monthly Sex Offender Management Council meeting and provide leadership, technical support and assistance to Council members and committees;
- To collect and record the following: meeting minutes from monthly Council and subcommittee meetings, as well as outreach and education efforts;
- To prepare and disseminate Council minutes and other pertinent information related to sex offender management and the Council's mission, goals and deliverables to the Council and other identified stakeholders;
- To act as a liaison between the Grant funder-Office of Justice Programs and the Center for Sex Offender Management (CSOM) by providing updates and project logs on the Council's activities and progress toward stated goals;
- To prepare a final report outlining the activities and deliverables of the Sex Offender Management Implementation Grant for dissemination in September 2003;

Additionally, the role of the Grant Coordinator is:

- To provide oversight and coordination to grant contractors and provide fiscal management, with the assistance of Probation Accounting Department, on expenditures incurred as the result of the Implementation grant.

Sincerely,

Margaret Bullens  
SOMC Project Director  
Forensic Psychophysicologist  
Bullens & Bullens Forensic Assessments

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SOMC Grant Coordinator  
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**SEX OFFENDER MANAGEMENT COUNCIL**

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 Director  
 Relationship Training Institute

Jayne Shale  
 Director  
 CONREP Mental Health Services

Pamela Sternaman  
 Supervisor  
 San Diego County Juvenile Probation

Michael Wellington  
 Honorable Judge  
 San Diego County Superior Court

This Memorandum of Understanding replaces a previous MOU dated June 4, 2001. This MOU was signed and effective beginning 6/2/02.

**Collaboration**

Interagency collaboration was identified as an essential component in the effectiveness of sex offender management in San Diego County. All policies and procedures created or modified during the Implementation Grant included protocols to enhance communication between and among agencies and their leadership, the community and offenders, victims and their families. The Sex Offender Management Council modeled collaborative practices in their monthly Council and committee meetings. Collaboration is viewed as an ongoing priority—with emphasis given to re-evaluation of activities and practices, recruitment of members and participation from interested professionals in Council activities.

On October 28, 2002, eleven members of SOMC participated in an anonymous questionnaire to evaluate the team’s level of collaboration. The results of this questionnaire indicated the following:

KEY					
	1	2	3	4	5
1. The Mission and goals of our Council are clear. <b>Average: 4.4</b>	1	2	3	<b>4</b>	5
2. I understand what is expected of me as a team member. <b>Average: 4.5</b>	1	2	3	4	<b>5</b>
3. The team members recognize the particular strengths and potential contribution of each member. <b>Average: 4.2</b>	1	2	3	<b>4</b>	5

**SEX OFFENDER MANAGEMENT COUNCIL**

4. Our team members give each other constructive feedback on how their behavior is affecting others. <i>Average: 3.1</i>	1	2	<b>3</b>	4	5
5. Our team members are concerned not only about getting the task done, but about getting each other involved and motivated. <i>Average: 3.4</i>	1	2	<b>3</b>	4	5
6. Our team operates with consensus. <i>Average: 4.4</i>	1	2	3	<b>4</b>	5
7. Team member input and feedback is encouraged. <i>Average: 4.4</i>	1	2	3	<b>4</b>	5
8. Each team member has an equal opportunity to provide input and feedback on the manner in which the goals are carried out. <i>Average: 4.6</i>	1	2	3	4	<b>5</b>
9. Team members deal with conflict openly and honestly in an effort to resolve it. <i>Average: 3.7</i>	1	2	3	<b>4</b>	5
10. Council meetings are productive and informative. <i>Average: 4.3</i>	1	2	3	<b>4</b>	5

**Training and Social Events**

Training and social events provided SOMC members' opportunities to mingle while developing friendships and social networks that fostered collaboration. The first of such events was a trip to Washington DC as required by the OJP Grant.

The OJP Grantee Workshop in Washington DC took place April 11-12, 2002. The events provided members of SOMC:

- In-depth substantive information about the philosophical and operational issues that underlie their implementation/enhancement strategies and efforts;

## SEX OFFENDER MANAGEMENT COUNCIL

- The opportunity to consider how best to establish or enhance their efforts in implementing a comprehensive continuum of sex offender management (from pre-release through re-entry and community supervision);
- An understanding of the importance of—and methods and tools for—measuring their outcomes and performance;
- A discussion of the importance of—and challenges associated with—collaboration, as well as strategies to overcome those challenges; and
- An opportunity to identify their steps and their technical assistance needs.

Other professional training events sponsored or contributed to by the San Diego SOMC specific to Implementation goals (excluding IT specific events and Containment Model trainings) included:

- Presentation to the San Diego County Psych-Law Society on 2/22/02
- Presentation to the California Sexual Assault Investigators Association on 3/20/02
- Public Presentation on Goals of SOMC held on 3/25/02
- Presentation on SOMC at the State's Parole Symposium on 3/27/02
- STOP IT NOW! training on 2/5/03
- Presentation at the Performance Institute 2003 National Conference on Sex Offender Registration and Management held on 5/1/03 in Arlington, VA
- Presentation at the National Law Enforcement Corrections Technology Conference held on 6/5/03 in Arlington, VA
- California Coalition Conference on Sexual Offending on 5/15-16/03
- A county Board of Supervisor Sexual Predator Conference on 5/20/03, in which support was given to seek additional funds for the leadership of SOMC beyond the Implementation Grant and to support additional phases of the Information Technology plan.
- Computer Internet Monitoring Training by Dr. Jim Tanner conducted on 6/12-13/03

Social events included regular lunches and get-togethers before and after scheduled monthly SOMC meetings and events. A formal dinner was attended by all SOMC members on January 7, 2003.

## Committees

Eight committees of the Sex Offender Management Council were formed to address specific deliverables of the Implementation grant. These committees were facilitated by Council representatives and involved interdisciplinary membership representing line staff and upper management. Committee Chairs worked closely with the Project Director and Grant Coordinator to clearly define the scope of activities for their committee and provide monthly updates of their progress to the Council. All deliverables created in these committees were submitted to the Council for review and approval. In order to be implemented, the Council required consensus be reached. This method of peer review and consensus proved to be a necessary element in the later implementation phase of these newly created policies and procedures.

<u>Assessment and Treatment Committee</u> Chair: Barbara Barrett	Conduct a monthly meeting to achieve deliverables. Take minutes and record committee members in attendance. Provide a copy of this to the Project Director.	3/02 to 1/03
	Complete the <i>San Diego Adult Sex Offender Treatment Standards</i>	1/03
	Complete the <i>Polygraph Standards for Adult Offenders</i> (included in Adult Treatment Standards document)	1/03
	Submit to SOMC for Review and Approval	2/03
<u>Treatment Evaluation and Monitoring Committee</u> Chair: Marilyn Cornell	Conduct a monthly meeting to achieve deliverables. Take minutes and record committee members in attendance. Provide a copy of this to the Project Director.	3/02-9/03
	Complete the <i>Adult Sex Offender Treatment Provider Application and Monitoring Protocols</i>	6/03
	Submit the <i>Adult Sex Offender Treatment Provider Application and Monitoring plan</i> to SOMC for review and approval	6/03
	Distribute the <i>Adult Sex Offender Treatment Provider Application</i> to prospective applicants	7/03
	Assist the TERM Team agency in the development of a specialized Sex Offender Treatment Provider Application and Monitoring procedure	12/02-9/03
	Identify a consultant who will review and evaluate up to 10 adult treatment programs applying for certification	7/03-9/03
<u>Community Supervision Committee</u> Chair: Rosa Castro	Conduct a monthly meeting to achieve deliverables. Take minutes and record committee members in attendance. Provide a copy of this to the Project Director.	3/02-2/03
	Complete the <i>Adult Sex Offender</i>	1/03

**SEX OFFENDER MANAGEMENT COUNCIL**

	<i>Supervision Standards</i>	
	Submit the <i>Adult Sex Offender Supervision Standards</i> for review and approval by SOMC	2/03
	Incorporate <i>Adult Sex Offender Supervision Standards</i> into the Probation Policy and Procedure Manual	4/03
<u>Victim Advocacy Committee</u> Chair: Tracy Johnson	Conduct a monthly meeting to achieve deliverables. Take minutes and record committee members in attendance. Provide a copy of this to the Project Director.	3/02-9/03
	Identify strengths and weakness of the existing victim advocacy system and produce a system map	5/02
	Design the community education/victim awareness campaign	5/02-4/03
	Coordinate the development of community education packets to communities and parents wanting to learn how to better protect their children (5000 packets)	2/03-6/03
	Implement (with the Law Enforcement Committee) a community advocacy campaign: community meetings	10/02, 7/03, 9/03
<u>Law Enforcement Committee</u> Chairs: Lori Bird and Melvin Maxwell	Conduct a monthly meeting to achieve deliverables. Take minutes and record committee members in attendance. Provide a copy of this to the Project Director.	3/02-9/03
	Review/Evaluate the design of the community education/victim awareness campaign (prepared by the Victim Advocacy Committee)	5/02-4/03
	Implement (with the Victim Advocacy Committee) a community advocacy campaign: community meetings	10/02, 7/03, 9/03
	Develop and implement County-wide Sex Offender Notification Protocols	1/03
	Develop and implement a plan to improve the accuracy of sex offender registration	1/03-9/03
<u>Legal Process Committee</u> Chairs: Eugenia Eyherabide and Judge Michael Wellington	Conduct a monthly meeting to achieve deliverables. Take minutes and record committee members in attendance. Provide a copy of this to the Project Director.	3/02-9/03
	Make written recommendations to the Council regarding needed change in legislative or legal processes.	Deferred to SOMC Completed in 10/02

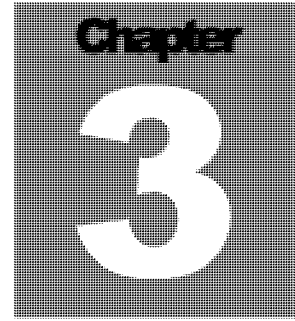
**SEX OFFENDER MANAGEMENT COUNCIL**

	Provide input and feedback to the council regarding legal issues impacting the implementation of other committee manuals/deliverables	3/02-9/03
	Draft <i>Forensic Evaluation Protocols for Adult Sex Offenders</i>	3/02-1/03
	Submit <i>Forensic Evaluation Protocols for Adult Sex Offenders</i> to SOMC for review and approval	2/03
	Assist juvenile system in the development of <i>Forensic Evaluation Protocols for Sexually Abusive Youth</i>	3/03-9/03
<u>Juvenile Issues Committee</u> Chair: Pam Sternaman	Conduct a monthly meeting to achieve deliverables. Take minutes and record committee members in attendance. Provide a copy of this to the Project Director.	4/02-9/03
	Complete <i>Supervision Standards for Sexually Abusive Youth and Treatment Standards for Sexually Abusive Youth (to include polygraph standards)</i>	3/02-6/03
	Submit the <i>Supervision Standards for Sexually Abusive Youth and Treatment Standards for Sexually Abusive Youth (to include polygraph standards)</i> for review and approval by SOMC	6/03
	Implement and disseminate approved Standards	7/03-9/03
<u>Information Technology Committee</u> Chairs: Robert Apostolos and Kirby Beyer	Convene meeting to determine the direction of the IT Committee and the committee's relationship to the research component of the grant	3/02
	Convene meeting of IT specialists from each system that needs to be accessed to determine willingness and ability of each organization to participate	4/02
	Determine needs/opportunity for IT Consultant—RFP if necessary	6/02-1/03
	If IT Consultant is recommended, work with Purchasing and Contracting to have this consultant in place with defined role, goals and deadlines	1/03
	Design an information sharing system	9/02
	Coordinate and disseminate data collected as part of the research component of this grant to Council	9/03

## **Institutionalizing Progress beyond the Grant**

The San Diego Sex Offender Management Council (SOMC) has identified the several goals for continued improvements. To assist in these further developments, the Council has made a commitment to remain active in monthly meetings and seek additional funding to support future goals, following the completion of the grant supported deliverables. These include:

- Leadership for the Sex Offender Management Council—the various Standards for Law Enforcement, Probation Supervision, Psychological Assessment and long-term Treatment, developed and approved within the scope of the OJP grant period, will need continued support for implementation. As new partner representatives become involved, the Council will require continued leadership, coordination, and opportunities for cross-training, so the successful collaborative efforts can continue. Leadership and a defined structure will provide the County a viable “think tank” for ongoing community safety issues such as Sexually Violent Predator initiatives, issues relating to child victims of sex crimes, monitoring of established Standards, and the development of programs specific to sexually abusive youth.
- Juvenile Offenders—the juvenile profile created as part of the Implementation grant, highlights opportunities for intervention and high-risk youth likely to offend. The Council will develop programs that target at-risk/potential offenders and their families.
- Community Education — despite efforts at community education of sexual offender management, services and prevention resources, more needs to be done to ensure these messages and related services reach schools, faith communities, and other community groups in a culturally diverse and appropriate format.
- Multiple-Phase Information Technology System—OJP funds supported the design of an extensive Information Technology system. Phase 1 will be completed at the end of the extended grant period and will provide a design for an integrated, consistent 290 registration system for all law enforcement. Additional phases, which will include modalities for Probation, the Courts, and treatment providers, will need ongoing support of the Council and active solicitation for funding sources.



## **Assessment and Supervision Standards**

*Recognizing the need to institutionalize change in sex offender management policies and practices, San Diego County developed and implemented protocols to improve the quality of sex offender assessments and supervision.*

Sex offenders are a heterogeneous group representing a wide range of risks to the community. Proper assessment is essential to the development of an individualized supervision and treatment plan that will reduce the risk and harm to known and potential victims.

### **Standards for the Forensic Psychological Evaluation of Adult Sexual Offenders**

San Diego County is one of the first jurisdictions in the Country to develop forensic evaluation protocols for sex offenders. These protocols identify criteria essential in all sex offender evaluations presented to the Court. The protocols were developed in an effort to improve the quality of evaluations for informed sentencing options and provide information to aid in the development of appropriate, individualized treatment and supervision plans. A copy of these Standards can be found in the Appendix.

The SOMC Legal Process Committee was responsible for developing these Standards. This Committee was comprised of representatives from the Judiciary, District Attorney's Office, Public Defenders' Office, Private Attorneys, Forensic Evaluators and treatment Clinicians, Probation and Polygraph Examiners. This committee met once or twice a month to discuss evaluation needs, assessment tools and implementation plans. In the adult evaluation standards, various required domains were identified. These include:

## ASSESSMENT AND SUPERVISION STANDARDS

- Mental and Organic Disorders
  - Cognitive Functioning
  - Neurological screening
  - Mental Illness
- Drug/Alcohol Use
  - Use/Abuse
  - Relapse History
- Stability of Functioning
  - Early Family Stability
  - Education History and Employment History
  - Social Skills
  - Social Support
  - Developmental History
  - Physical Functioning
- Sexual Evaluation
  - Arousal patterns
  - Sexual interests and preferences
  - Deviance
  - Dysfunctions
- Offense History
  - Current offense
  - Past sexual offenses
  - Non-sexual offenses
  - Denial and deception
- Risk Factors

A checklist of acceptable tools to evaluate these domains was then created; however, the committee was specific not to endorse any particular tool or instrument. Language was drafted to caution the evaluator and consumer not to focus too heavily on any one tool or instrument, particularly if not validated or accepted in the scientific community as an empirically guided instrument. An excerpt of this document is below:

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*The evaluator shall base assessments, recommendations, reports, opinions, and diagnostic and evaluative statements on information and techniques sufficient to substantiate the findings.*

*Evaluators shall use assessment instruments whose validity and reliability have been established for members of the population tested. When this is not possible, the limits of the findings shall be discussed.*

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*The evaluator shall include in the report a description of the following:*

- *the tests used*
- *the purpose of each test*
- *why each test was selected*

*Because of the uncertainty of risk prediction for sexual offenders, the following approaches to evaluation are recommended:*

- *Use of instruments that have specific relevance to evaluating sexual offenders*
  - *Use of instruments with demonstrated reliability and validity*
  - *Integration of collateral information*
  - *Use of multiple assessment instruments and techniques*
  - *Use of a structured clinical interview which assesses all of the areas of functioning determined by the research to be relevant to sexual offenders, i.e. “empirically guided structured clinical interview”*
  - *Use of interviewers who have been trained to collect data in a non-pejorative manner*
  - *When an opinion is based in substantial part on the information from the subject, consideration should be given to the presence or absence of corroboration of those facts.*
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These Standards were completed in January 2003 by the Legal Process Committee, and forwarded to the Sex Offender Management Council for review and approval. On March 24, 2003, SOMC unanimously agreed to adopt these standards.

Implementation of these Standards relies heavily on peer review and acceptance by all Court agencies and their representatives, including those in the private agencies. The District Attorney’s office, Public Defender’s, and Alternate Public Defender’s office participated in the development of these standards and agreed to only submit evaluations that meet the identified criteria in the Standards.

These Standards were presented on July 23, 2003 to Court professionals participating in a video-satellite training sponsored by SOMC. The focus of this training was to educate the Court system about the Containment Model (see Chapter 6) and disseminate the newly approved assessment, treatment and supervision Standards. Other implementation efforts include access to these

**ASSESSMENT AND SUPERVISION STANDARDS**

protocols on the SOMC website, agency in-house websites and dissemination at County events such as a presentation on the assessment Standards at the San Diego Psych-Law Society meeting in September 2003.

**Adult Sex Offender Supervision Standards**

The Adult Sex Offender Supervision Standards were drafted by the SOMC Supervision Committee. This committee was co-chaired by a Supervisor from Adult Probation and a Supervisor from Parole and involved line staff and administration from supervision agencies, treatment and polygraph professions. The intent of these new standards was to improve the quality of supervision provided to offenders, increase the consistency of supervision between officers, implement the Containment Model in both philosophy and practice and define policy and procedures around supervision based assessments and monitoring tools—such as the polygraph.

Although parole participated in the development of these standards, implementation was targeted for the adult probation system, a county-based system. California Parole is a statewide system and the local jurisdiction does not have authority to make local policy change.

The Supervision Standards target a variety of supervision gaps identified during the Planning Grant in 1999-2001. These gaps were addressed as follows:

<b><u>Problem identified in Planning Grant 1999-2001</u></b>	<b><u>Explanation</u></b>	<b><u>Solution provided by 2003 Supervision Standards</u></b>
<b>Lack of ongoing support structure</b>	No established body in place to continue discussion, planning and implementation of needed supervision changes	Sex Offender Management Council operates as the steering committee on county-wide policies and procedures.
<b>Unmanageable caseload sizes</b>	Current sex offender caseload in probation and parole are too high to adequately manage sex offenders.	Intensive and Mid-Level Team Supervision levels were more clearly defined and utilized. This directs probation time and resources to those cases that pose the greater risk.

**ASSESSMENT AND SUPERVISION STANDARDS**

<p><b>Lack of victim advocacy</b></p>	<p>No ongoing victim advocacy from the time of the incident through custody of the offender, and the subsequent supervision process.</p>	<p>Implementation of the containment model improves the partnership with victim advocates and services. This also allows for cross training opportunities.</p>
<p><b>Insufficient Community Partnerships</b></p>	<p>The sex offender population needs external controls to be effectively managing in the community.</p>	<p>Supervision has become partners with law enforcement to monitor offender’s compliance, conduct community education forums and conduct surveillance on high risk cases.</p>
<p><b>No consistent model system-wide</b></p>	<p>No consistent, standardized community model for the management of sex offenders.</p>	<p>San Diego County has adopted the Containment Model as the method for sex offender management. This is reflective in sex offender supervision and treatment standards.</p>
<p><b>No polygraph protocols</b></p>	<p>No protocols for the administration or use of polygraph results and information.</p>	<p>Supervision and treatment standards include the purpose for polygraph testing, types of tests, and how polygraph disclosures and results will be used in the management of offenders.</p>

The Supervision Standards identified special conditions to be used to restrict or limit access to potential high risk situations, activities and environments. These conditions of probation can be ordered when relevant to the case. They are as follows:

**ASSESSMENT AND SUPERVISION STANDARDS**

1. Full **restitution** to the victim(s), including costs incurred for medical and/or psychological treatment (mandatory when victim is a minor, pursuant to PC 1203.1(g)).
2. **Reimburse** the \_\_\_\_\_ Police Department for costs incurred in seeking a medical examination of the victim(s), for the purpose of collection and preservation of evidence pursuant to PC 1203.1h (b).
3. **Have no contact** with the **victim(s)** or their family members, via correspondence, telephone, computer, or communication through another party, except under circumstances approved in advance and in writing by the Probation Officer.
4. Pay a **fine** of \$\_\_\_\_\_ pursuant to PC 290.3.
5. **Register** pursuant to PC 290, if required by law, including when there has been a finding of sexual motivation in a non-sexual offense. **(MANDATED)**
6. Submit to **HIV/AIDS testing** pursuant to PC 1202.1. **(MANDATED)**
7. Enroll in, pay for, and complete an **HIV/AIDS education** program, if so directed.
8. Provide blood and saliva samples, as well as thumb and palm prints, pursuant to PC 296 (**DNA**). **(MANDATED)**
9. Submit his/her person and property (**4<sup>th</sup> Waiver**), including any and all residence(s), premises, containers or vehicles under his/her control to search and seizure at any time, by any law enforcement or Probation Officer, with or without a warrant and with or without reasonable cause or suspicion.
10. The defendant's residence is subject to the approval of the Probation Officer. The Probation Officer will require an approval the offender's **residence** and living situation in advance. The Probation Officer shall consider the following:
  - The level of communication the Officer has with others living in the residence;

## ASSESSMENT AND SUPERVISION STANDARDS

- The extent to which the offender has informed household members of his/her conviction and conditions of probation;
- The extent to which others living in the residence are supportive of the case management plan;
- The offender's future changes of residence

11. **Employment**, operation of a business, school attendance, and volunteer activities are subject to the approval of the Probation Officer. The sex offender shall not be employed in/operate a business/attend a school or participate in any volunteer activity that involves contact with minors or incapacitated adults, except under circumstances approved in advance and in writing by the Probation Officer.

12. Enroll in, participate in, and complete a **sex offender treatment** program, or another viable alternative program, specifically approved by San Diego Probation Department. The offenders must cooperate with the treatment provider and the program guidelines, including psychological/psychiatric and psychophysical testing, and comply with any substance abuse component of the program when deemed appropriate, with all costs to be borne by the defendant. The defendant will not change or stop treatment without prior approval of the Probation Officer.

13. Signed **information releases** should be obtained, to allow all involved in assessment, treatment, and behavioral monitoring to communicate and share documentation.

14. Undergo periodic **polygraph** examinations, at the offender's expense (after a financial evaluation/assessment has been conducted in regard to the offender's ability to pay), and at the direction of the Probation Officer or treatment provider, with polygraph examiner to provide test results to the Probation Officer upon request.

15. Comply with any medical or mental health treatment or assessment, including taking any **prescribed medication** as directed by physician.

16. Obey all orders of the **Juvenile and Family Courts**.

17. Not use **force, threats, or violence** against another person.

## ASSESSMENT AND SUPERVISION STANDARDS

18. Obtain written permission of the Probation Officer prior to **leaving** San Diego County. Sign a Notice of Extradition, and obtain written consent from the San Diego Superior Court before **traveling** out-of-state. Registered PC 290 offenders are responsible for knowing the reporting requirements of each jurisdiction visited. The defendant may travel to or reside in \_\_\_\_\_ pursuant to Interstate Compact, which includes receiving state's right of denial. Non-compliance with any term or condition of probation and/or treatment shall be grounds for denial of a travel permit at any time.

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The Probation Officer may impose other special conditions that restrict sex offenders from high-risk situations and limit access to potential victims.

*In addition to those conditions set forth above when relevant to the case, the following conditions may apply to all probationers convicted of a sex offense involving a minor or incapacitated adult, and/or as indicated by the conditions of the plea agreement. Prior to recommending any of the following conditions the Probation Officer should consult with the Supervisor of the Investigative Unit, the treatment provider, or the Supervisor of the Intensive Supervision Sex Offender Unit. A rationale must be included when recommending the following conditions:*

1. Not use a **computer** or have a computer in his/her possession, unless approved by the Probation Officer.
2. Not subscribe to, or have access to, any form of **Internet** service without written permission from the Probation Officer. Approval is subject to all restrictions, as determined by the Probation Officer.
3. Not own, use, or possess any form of **sexually-arousing materials** to include computer based movies, videos, magazines, books, games, sexual aids or devices, or any material which depicts partial or complete nudity or sexually-explicit language, nor frequent any establishment where such items are viewed or sold, e.g., massage parlors, live nude shows, adult bookstores, or motels with adult movies.
4. Not possess or have access to **handcuffs, restraint equipment**, or other items that could be used for sadomasochistic purposes.
5. Not own, use, or possess any type of equipment designed for the taking or viewing of **photographs**, still or video, without written permission from the Probation Officer.

**ASSESSMENT AND SUPERVISION STANDARDS**

6. Not possess **personal contact magazines**, nor place any ads, nor respond to any ads in such publications, unless recommended by the therapist and approved by the Probation Officer.

7. Not possess or have access to **costumes, masks**, or other identity-concealing items, without prior Probation Officer approval.

8. Not establish a **dating/intimate/sexual relationship** with an adult without prior Probation Officer approval.

9. Not **hitchhike** or pick up hitchhikers.

10. Not **“cruise”/frequent areas** where potential victims can be encountered. Specifically, such areas or circumstances include the following:

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11. Not have access to a **Post Office box** without prior Probation Officer approval.

12. Not be alone with any **minor** or **incapacitated** adult. All supervised contact with minors must have prior approval by the Probation Officer.

**Note:** “Supervised contact,” means that all contact must be visually observed by an approved chaperone at all times. Supervised contact does not include overnight visits or lodging. Chaperones must know the facts of the instant offense and any related sexually- deviant behaviors, and must be willing to monitor and report the sex offender’s behavior. The Probation Officer, in consultation with the Containment Team, must approve all chaperones.

13. Not use, possess, or consume any **alcoholic beverage or controlled substance** without a valid prescription, and not frequent any establishment wherein alcohol is the primary item for sale.

14. Submit to **testing** for the presence of alcohol and/or controlled substances, as directed by the Probation Officer, treatment provider(s), or any law enforcement official.

## ASSESSMENT AND SUPERVISION STANDARDS

15. Immediately inform the Probation Officer about any **contact with a minor**, whether or not it is accidental.

16. Not reside near, visit, or be within **100 yards of places minors** or incapacitated adults frequent or congregate, including, but not limited to, schoolyards, parks, amusement parks, concerts, theaters, playgrounds, beaches, swimming pools, arcades, and nursing homes unless approved by the Probation Officer and supervised by an approved chaperone.

17. Not **reside with any minor or incapacitated adult**, including, but not limited to, natural children, stepchildren, or any child with whom defendant has a parenting, guardianship or supervisory relationship, unless approved in writing by the Probation Officer.

18. Not own, use, or possess any type of **toy, video game**, or similar item designed for the purpose of entertainment/attraction of children, without permission from the Probation Officer.

19. Not use or possess children's clothes or any illustrated materials depicting unclothed children.

In addition to improving the specialized conditions of probation, the Supervision Standards create protocols for the communication and collaboration between and among members of the sex offender management team, as well as identify timelines for activities ranging from Intake procedures to home and field contacts, polygraph referrals, etc. These Standards were completed in January 2003 and submitted to the Sex Offender Management Council (SOMC) for review and approval. SOMC approved these standards on February 10, 2003. They were then reformatted and incorporated into the Supervision Policy and Procedure manual.

In April 2003, SANDAG administered a case review (see Appendix) to collect data on supervision practices prior to the implementation of the new Standards<sup>2</sup>. Although some of the new standards were being practiced informally, the purpose of this case review was to collect baseline data that could be used later to evaluate the impact of the new Standards and the Containment Model in San Diego. The Probation Department officially implemented the new Standards in June 2003, following system-wide training on these new standards. (see Chapter 6)

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<sup>2</sup> A Probation Case Review was administered in lieu of a State Parole Profile as originally planned in the Grant Proposal. This change was accepted by OJP. A Parole Profile could not be conducted because data collectors lacked access to the state parole information system.

## **Standards for the Forensic Psychological Evaluation of Sexually Abusive Youth**

After the completion of the Adult Forensic Evaluation protocols, the Legal Process committee shifted its focus to the development of Standards for the Forensic Psychological Evaluation of Sexually Abusive Youth. This redirection required a recruitment of new committee membership to include greater representation from the Juvenile court system, its representatives from the Judiciary, Prosecution, Defense and professionals from the clinical community who worked specifically in the assessment and treatment of sexually abusive youth.

The needs and purpose of standards for the Juvenile department were similar to those articulated in the adult system; however, there was concern by all parties that the approved rate of \$350 per evaluation was prohibitive to the administration of the strict protocols identified by these new standards. (This concern was noted in the adult system, but generally greater funds were available to compensate clinicians for the time required to administer a more comprehensive set of assessment tools). The legal process committee made a conscience decision to move forward with a document before addressing funding matters.

At the time of this Final Report, a draft document had been developed, but continued to need to be refined before finalized.

## **Supervision Standards for Sexually Abusive Youth**

One of the recommendations made during the Planning Grant was the development of Standards for the supervision of sexually abusive youth. These Standards would be applied as an integrated effort with a shared philosophical systems approach to sex offender management adopted by San Diego County.

The following Supervision Standards for Sexually Abusive Youth, unlike the Adult Standards, include an overview of the response of the Juvenile Court System: the role of Judges, District Attorney, Defense Attorney; Juvenile Probation's Pre-Disposition Process; and Law Enforcement, in addition to Supervision Standards. In offering these standards, the term "juvenile sex offenders," is used to represent a heterogeneous population, with a wide range and extent of sexual acting out. Further, this population exhibits psychological disorders, disturbances, familial, social and personal needs and cultural influences that warrant consideration in treatment and intervention planning. While the Containment Model is not predicated on the belief that sex offenders will be "cured" through treatment, treatment outcome studies for juveniles provide encouraging support for the belief that the majority of sexually abusive youth are amenable to, or can benefit from, treatment. This philosophy is supported in the Supervision Standards.

## **ASSESSMENT AND SUPERVISION STANDARDS**

The heterogeneity of the juvenile sexual offender population, and individual variation in problem manifestation and maintenance, necessitates the availability of a continuum of care and a series of graduated sanctions. These Standards were based on the most “promising” national practices known today. They were the product of both research as well as input from local, experienced professionals in the field of sex offender management.

These standards focus on the supervision component of the Containment Model. They set forth special consideration for the individuality of each juvenile, the varying levels of development, and the least restrictive intervention that will offer appropriate services and protection for the victim, potential victims, secondary victims and the community at large.

San Diego County Probation Department’s Juvenile Field Services Division formed a Juvenile Sex Offender Management Unit (JSOM) on 1-10-2003. The need for this unit was supported by the review of gaps in services, current practices and national research. The momentum and focus of San Diego County Probation’s Implementation Grant for Sex Offender Management through the Office of Justice Programs highlighted the value of a comprehensive approach to effectively manage sexually abusive youth in our community. Probation Administration acted to establish an integrated response to public concern and supervision.

The goals of the JSOM program are to provide safety for the victim, potential victims, siblings and community; to promote offender accountability; to monitor treatment participation and completion; and to reduce the risk of re-offending through a team approach.

The following outline identifies some of the features of the JSOM program:

### **STRUCTURE :**

#### Personnel Positions

- 1 Supervising Probation Officer (SPO)
- 1 Investigator/Deputy Probation Officer (DPO)
- 3 Supervision Officers/Deputy Probation Officer (DPO)
- 1 Probation Assistant (PA)<sup>3</sup>

### **LOCATION :**

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<sup>3</sup>The probation department has three Reserve Deputy Probation Officers assisting 20 hours per week. These are volunteer staff and are not budgeted positions.

## **ASSESSMENT AND SUPERVISION STANDARDS**

Juvenile Probation Center  
2901 Meadowlark Drive  
San Diego, CA 92123

All officers are housed at this location but conduct visits in the community according to assigned zip code areas.

### **CASELOAD STANDARD/RATIO:**

Supervision officer to wards ratio = 1:30<sup>4</sup>  
Investigations: 3 new investigations per week<sup>5</sup>

### **SUPERVISION GUIDELINES:**

- Face to Face contacts with wards: minimum of 2 x per month;
- Face to Face with parent/guardian: minimum of 1 x per month;
- Drug testing: random for those with testing condition;
- Curfew calls: weekly to bimonthly (Wards active to CHOICE are contacted in evenings by the CHOICE worker);
- Contact with ward or family attempted within 72 hours of receipt of file/packet;
- First face to face contact with ward/parent/guardian within first 2 weeks of assignment;
- Focus on field contacts and home visits;
- Referrals for home evaluations on non parent/guardian or non-relative homes (approved via Placement Monitor under Foster Home Regulations);
- Specialized conditions of probation; and
- The Juvenile Court is developing a polygraph protocol for testing of juvenile delinquent wards age 14 and over.

### **TREATMENT CONTACTS:**

- Referral packets for sex offense specific treatment;
- Approved lists of treatment providers;
- On-going contacts with therapists per containment model;
- Quarterly progress reports from therapy providers; and

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<sup>4</sup>Our supervision caseloads are consistently exceeding standards and average 36-40.

<sup>5</sup>This does not represent all of the sex offense related investigations; any overflow beyond 3/week goes to an investigator(s) not included in the JSOM Unit.]

## **ASSESSMENT AND SUPERVISION STANDARDS**

- Report from therapist needed for termination recommendation.

## **PROCEDURES IMPLEMENTED AS PART OF THE SUPERVISION STANDARDS**

- Referral cover letter to therapists with referral packet;
- “Supervision Responsibilities of Parent/Guardian” (to sign);
- Status Notification to Victims (letter);
- Timely referral for court action on violations;
- Specialized caseloads;
- Networking with law enforcement and Community Response Officer Program (CROP);
- Utilization of a sex offense specific risk assessment tool to be implemented by December 03;
- Fourth waiver searches of wards’ residences within first 3 months of case assignment;
- Flexibility of levels of supervision response on a 3 phase basis (High, Medium, Low) within JSOM Unit tied to risk assessment;
- Handouts – Provided to offender/parent/guardian at first visit;
- SOMC Council card/fold with facts, signs of abuse & resources;
- Health resources pamphlet; Medi-cal application assistance resources; and
- Fees sheet.

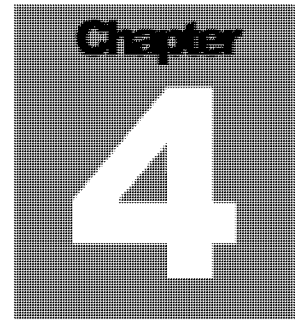
## **BENEFITS**

### **Community/Wards/Victims**

- Hold probationers accountable by monitoring their behaviors and providing protection to the community and victims;
- Develop networks with treatment providers, community agencies and law enforcement to coordinate comprehensive approaches to sexually abusive youth; and
- Provide support and assistance to offenders to facilitate rehabilitation and reintegration into community as productive citizens.

### **Specialized Supervision Staff**

- Enhance communications and continuity of case management between investigations and supervision staff;
- Develop and gain expertise and training related to sex offender management;
- Facilitate the containment team;
- On-going assessment of probationers to determine risk/needs and appropriate service referrals;
- Establish effective communications with the Courts; and
- Reduce secondary trauma related to caseloads.



## Treatment Standards and Monitoring

*The Implementation Grant provided the impetus to develop and implement standards for the treatment of adult sex offenders and sexually abusive youth in San Diego County. To ensure their effective implementation, an application and monitoring process was additionally implemented to ensure quality control and compliance to the standards.*

### Standards for the Treatment of Adult Sex Offenders

The Standards for the Treatment of Adult Sex Offenders were developed by the SOMC Assessment and Treatment Committee and approved by SOMC in February 2003. This committee consisted of local psychologists, treatment providers, probation officers and a polygraph examiner, with open membership to the entire treatment community. This committee met monthly to discuss and review strategic plans to standardize a host of treatment variables and concerns identified during the Planning Grant phase. The Standards that resulted address the following concerns:

- Group size and attendance criteria;
- Type of offender, type of offense;
- Length of treatment and discharge criteria;
- Working with denial and level of participation;
- Use of polygraph information and test results;

## TREATMENT STANDARDS AND MONITORING

- Confidentiality issues;
- Use of instruments to monitor progress in treatment;
- Treatment approaches and modalities;
- Substance abuse screening;
- Handling lapses, relapses and new offenses;
- Referrals for psychotropic medication;
- Addressing other individual offender needs to help lower the offender's risk in the community once treatment has concluded; and
- Collaboration and information sharing.

Much like the other Standards created during the Implementation Grant, the treatment standards identify the Containment Model as San Diego's method for managing sex offenders. The treatment standards defined the roles for all team members and outlined required elements of collaboration and communication between and among team members. Mandated communications, such as quarterly progress reports and timely communication on case management decisions, professional development and cross training requirements were included to reinforce the value of collaboration and professionalism.

The Standards also focused on providing individualized assessment and treatment. This is possible with the use of a variety of physiological assessments, such as polygraph and the Abel Screen and the ongoing use of actuarial risk assessments, such as the SONAR (which is part of the quarterly progress reports treatment providers must submit to probation). Group size limits were set at a maximum of twelve, although providers were encouraged to conduct groups with even fewer clients than twelve. Indigent cases were also dispersed among all treatment providers at a rate of 10% of their total clientele.

## **Adult Treatment Provider Application and Monitoring**

The Adult Treatment Provider Application was implemented to ensure sex offender treatment providers met minimum professional qualifications and protocols set forth by the treatment standards. This application was developed by the SOMC Treatment Provider and Monitoring Committee, with representatives from the probation and treatment community.

This Application, which was approved in June 2003 by SOMC, was disseminated to potential treatment providers in mid-July 2003, along with a copy of the approved adult sex offender treatment standards. Applicants were advised that they must meet the qualifications as specified by the Standards to be approved to treat adult sex offenders who are under the jurisdiction of the San Diego County Superior Court. All Certified Adult Sex Offender Treatment Providers will be asked to apply for certification and will be required to re-apply every three years. Certified providers would be subject to oversight by the Certification entity—as designed by the Probation Department.

This application was comprehensive. Components of the Certified Sex Offender Treatment Provider Application included the following:

- Applicant name, agency and contact information;
- Licensing information;
- Malpractice Insurance information;
- Level applying for (full operating level or associate level):
  - Licensed Group Treatment Provider
  - Group Treatment Provider
  - Licensed Individual Treatment Provider
  - Individual Treatment Provider
- Experience information;
- Questionnaire regarding the treatment approach and modalities utilized for:
  - Psychosocial history

## TREATMENT STANDARDS AND MONITORING

- Risk appraisal
  - Intellectual functioning
  - Polygraph
  - Personality
  - Substance use
  - Cognitive restructuring
  - Sexual assault cycle
  - Behavioral interventions
  - Medication assessment and intervention
  - Personal relationship issues
  - Skill building/education
  - Adjunctive treatment/aftercare planning
- Type of services provided (individual/group/family/victim);
  - Population served (male/female/DD/Physically disabled/etc);
  - Fees and payments;
  - Foreign languages;
  - Total group size;
  - Convictions;
  - Applicants must submit a printed copy of their professional licensure status from the National Practitioner's Data Bank ([www.npdb.com](http://www.npdb.com));
  - Essay Question #1: Describe your understanding of the Containment Model and describe how your program would participate in this model of supervision; and
  - Essay Question #2: Explain how you will address community safety issues throughout the treatment of the offender.

## Standards for the Treatment of Sexually Abusive Youth

In June 2003, the San Diego County Sex Offender Management Council approved Standards for the Treatment of Sexually Abusive Youth. These standards were developed by the SOMC Juvenile Issues Committee—a committee made up of attorneys, probation officers, treatment providers, TERM<sup>6</sup> staff and a polygraph examiner.

These standards reflect a modification of a previous document, the “San Diego County Protocol on Sexually Abusive Youth”, which was completed in 1996 by a multi-agency, collaborative task force whose main sponsor was the San Diego Juvenile Court.

While great time, expertise and sharing of information took place by the authors of the 1996 Protocol, the Protocol document was not widely disseminated and thus not effectively implemented. The SOMC Juvenile Issues Committee drew heavily from the language, information and standard of collaborative response as purported by these predecessors from 1996. The new treatment standards address important policy and procedures to support the Containment Model, as well as the needs of sexually abusive youth that were defined in the Profile of this population by SANDAG (see Appendix). Further, these standards require that all sexually abusive youth be evaluated for participation in a specialized sex offender treatment program. In all cases, the least restrictive treatment intervention that provides for public safety will be utilized.

Lessons learned by the failed system-wide implementation of the 1996 Profile were also heeded. As part of the implementation of these new treatment standards, collaborative agreements were formed between the Probation Department and the TERM team to disseminate the new standards among the treatment community and Courts. These two agencies have made significant contributions to the development of these new standards and have participated in the development of an application and monitoring system for treatment providers working with youth on probation.

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<sup>6</sup> TERM is an acronym for Treatment and Evaluation Resources Management, a mental health program developed under the direction of the San Diego Board of Supervisors and operated by the Health and Human Services Agency (HHSA), County of San Diego. TERM's mission is to improve the quality and appropriateness of mental health and allied services to the clients of HHSA Children's Services and of Juvenile Probation.

## Treatment Provider Application and Monitoring for Sexually Abusive Youth Programs

All county sponsored assessments and treatment services provided to youth in San Diego must be provided by a TERM approved provider. In support of its mission, TERM is responsible for the approval (via a thorough application process) and maintenance (via periodic review) of a panel of providers and agencies with expertise in child maltreatment and delinquency cases, as well as conduct ongoing quality review of therapy and evaluation reports prepared for Children's Services and Probation cases.

In an effort to enhance the services provided by treatment providers in San Diego County, a special application (in addition to the TERM application) was developed to ensure that sexually abusive youth received specialized services by providers with experience in the dynamics of sexual assault. The TERM team and the Probation Department continue to collaborate to determine which agency is best positioned to disseminate, review and monitor the approved treatment providers. Ultimately, the implementation of this application (see below) is intended to create a list of approved treatment providers to which all sexually abusive youth on probation will be referred to. The treatment providers and agencies identified on this list will be subject to verification of the information provided in their application and monitoring to ensure they are in compliance with the Treatment Standards.

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### Provider Application for Treatment of Juvenile Sex Offenders

Provider Name \_\_\_\_\_ Phone Number \_\_\_\_\_

Highest degree obtained in a behavioral science \_\_\_\_\_

California Professional License or Registered Intern number \_\_\_\_\_

**A mental health provider wishing to offer therapeutic services for juvenile sex offenders in the Juvenile Justice / Probation system must (1) be an accepted provider on the TERM-approved Therapist Panel and (2) meet all requirements as specified in the *San Diego County Sexually Abusive Youth Treatment Standards*.** Prior to completing this application, please read the aforementioned SOMC document.

Please check each applicable item and enclose requested documentation.

\_\_\_\_ I am either currently on the TERM-approved Therapist Panel, or I am hereby enclosing my application to be on said panel.

**T R E A T M E N T   S T A N D A R D S   A N D   M O N I T O R I N G**

\_\_\_\_\_ By completing pages 3 and 4 of this application, I have documented the training and experience that meets the requirements to be an approved provider for group and/or individual treatment of juvenile sex offenders, as specified in the *San Diego County Sexually Abusive Youth Treatment Standards*.

I am applying to be a provider of group treatment at the following level of service:

\_\_\_\_\_ Group Treatment Provider—Full Operating Level

\_\_\_\_\_ Group Treatment Provider—Associate Level

I am applying to be a provider of individual treatment at the following level of service:

\_\_\_\_\_ Individual Treatment Provider—Full Operating Level

\_\_\_\_\_ Individual Treatment Provider—Associate Level

\_\_\_\_\_ I have enclosed a description of the program and copies of forms I use that meet the standards of practice for treating juvenile sex offenders as outlined in the *San Diego County Sexually Abusive Youth Treatment Standards*. This program description and these forms must include, but do not need to be limited to, the following:

\_\_\_\_\_ screening instruments and procedures, including substance abuse screening;

\_\_\_\_\_ intake evaluation and risk assessment form (s);

\_\_\_\_\_ fees and payment information;

\_\_\_\_\_ client contract;

\_\_\_\_\_ treatment interventions/curriculum that reduce the risk of recidivism by addressing offense-specific and delinquent behaviors, as well as substance abuse and mental health issues;

\_\_\_\_\_ sex offender treatment plan (form);

\_\_\_\_\_ HIPAA-compliant release of information (form)

\_\_\_\_\_ progress report (form);

\_\_\_\_\_ relapse prevention planning and discharge criteria;

\_\_\_\_\_ discharge summary (form).

**Please provide a written response to the following:**

Explain how you will address community safety issues through the treatment of the juvenile sex offender. Use additional paper as needed.

**T R E A T M E N T   S T A N D A R D S   A N D   M O N I T O R I N G**

**TRAINING**

Please indicate dates and types of training in the areas of evaluation and treatment of sex offenders that you have obtained within the past five years.

Dates	List specific training (provide documentation if available)	Hours

**EXPERIENCE**

Please indicate each type of experience within the past five years that you have obtained in evaluating and treating sex offenders.

Dates	Type of experience	Total number of hours	Where experience was obtained (note if supervised)

**All applicants are required to submit a print out of their professional licensure status from the NATIONAL PRACTITIONER’S DATA BANK, obtained by the applicant.**

**Please initial each of the following items, then sign and date below:**

\_\_\_\_ For each client, I agree to submit the STANDARD progress report to the referral agent (Probation Officer), a minimum of once every 90 days or at times stipulated by the Court.

\_\_\_\_ I agree to files and program audits upon request by the Probation Department or TERM. Program monitoring can include site visits and/or observation of groups.

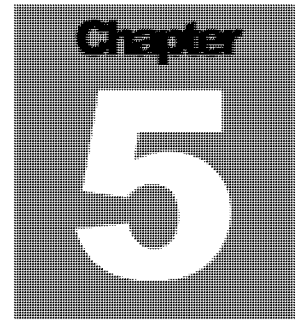
\_\_\_\_ I understand and agree to utilize the Containment Model as specified in the *San Diego County Sexually Abusive Youth Treatment Standards*.

\_\_\_\_ I agree to comply fully with the standards as specified in the *San Diego County Abusive Youth Treatment Standards*.

**I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.**

\_\_\_\_\_  
Provider Signature

\_\_\_\_\_  
Date



## **Community Education**

The Sex Offender Management Council identified community education as a primary deliverable of the 2001 OJP Implementation Grant. In doing so, SOMC committed, as a whole, to improving the community’s knowledge of sex offenders in the community: the risks they pose, ways to support their success in supervision and treatment, while providing information on protection and community resources. This is built on the premise that this knowledge would empower citizens, thus reducing fears and increasing their participation in the “monitoring” function of the Containment Model.

### **The Design and Development of the Curriculum**

The SOMC Victim Advocacy Committee, in conjunction with members of the SOMC Law Enforcement Committee, spent over a hundred collaborative meeting hours on the development and improvement of the community education curriculum. The original foundation of the curriculum was developed from excerpts of a preliminary Center for Sex Offender Management (CSOM) training model provided at SOMC’s request. The committees collectively enhanced this early design by featuring San Diego specific issues and statistics—such as information about our location “pin maps” and process for community notification.

Developing a community education curriculum proved to be a much more difficult task than organizers originally believed. This was in part due to a series of high profile stranger abductions that took place in and around San Diego County that increased community fears, lessened confidence in public safety measures, and increased personal perception of vulnerability toward stranger violence.

The chart beginning on the next page outlines the efforts during the course of the Implementation Grant in the development and refinement of the community education curriculum:

**COMMUNITY EDUCATION**

<b>DATE</b>	<b>PROCESS</b>
3/11/02	<b>Planning:</b> Identify Goals and Needed Participants (2 hrs)
4/22/02	<b>Planning:</b> Victim Services System Mapping (2 hrs)
5/20/02	<b>Planning:</b> Victim Services System Mapping (2 hrs)
6/17/02	<b>Planning and Identifying Local Resources Directory</b> (2 hrs)
6/25/02	<b>Identify Pilot for Community Education</b> (Submit abstract for Pilot at the Partners in Peace Conference) (2.5 hrs)
7/15/02	<b>Planning:</b> Victim Advocate Committee is joined by representatives from the Law Enforcement Committee to discuss the organization and delivery of the community education campaign (2.5 hrs)
7/22/02	<b>Organizing Draft Curriculum:</b> Received Draft of CSOM Community Education Training Module (2.5 hrs)
8/19/02	<b>Development:</b> Review draft curriculum and sample referral directory (2.5 hrs)
8/29/02	<b>Development:</b> Review and modify the curriculum (5 hrs)
9/5/02	<b>Development:</b> Review and modify the curriculum, develop notes for the facilitator, update true/false quiz (5 hrs)
9/16/02	<b>Development:</b> Review and modify the curriculum, develop notes for the facilitator (5 hrs)
9/16/02	<b>Development:</b> Forward draft of curriculum to <i>Stop It Now</i> for critical feedback (1 hr)
10/8/02	<b>Development:</b> Feedback from <i>Stop It Now</i> was received and incorporated into content of curriculum (3 hrs)
10/17/02	<b>Pilot Presentation/Curriculum Delivery:</b> Panel presentation at Partners in Peace Conference. Interagency delivery comprised of Victim Advocate, Probation, Treatment, Law Enforcement and Polygraph. Pre- and Post-test administered. Written feedback requested. (4 hrs)
10/21/02	<b>Development:</b> Feedback from Pilot was reviewed. Curriculum reformatted based on recommendations. Community Education Brochure content was drafted. (4 hrs)
11/18/02	<b>Development:</b> Contractor identified for the design of the Education brochure (1 hr)
11/02	<b>Development:</b> Contracted designed tri-fold brochure for a total cost of \$200.00 (4 hrs)
12/16/02	<b>Development:</b> Community education opportunity via television production highlighted on A&E on San Diego's Sex Offender Management approach. Filming took place in San Diego in early December. (8 hrs)
1/13/03	<b>Development:</b> Curriculum was restructured again to focus on

**COMMUNITY EDUCATION**

	stated needs of the community—“pin maps” and reduce information on offenders who are under supervision due to this population representing less than half of the total registered sex offender population. (4 hrs)
2/5/03	<b>Education:</b> <i>Stop It Now!</i> presented a county-wide program on public health prevention and how this approach could be represented in our community education curriculum. All members working on the design and implementation of the curriculum attended. (8 hrs)
2/7/03	<b>Curriculum Delivery:</b> County Board of Supervisor (Dianne Jacob) disseminates a letter to School Superintendents encouraging them to contact SOMC for a CD of the community education curriculum. (Meeting 1.5 hrs)
2/15/03	<b>Curriculum Delivery:</b> Sheriff’s Department utilized Curriculum in a Community Notification Forum that took place in the community of Campo (following an active door-to-door notification) (2 hrs)
3/17/03	<b>Development:</b> Identify contractor for brochure printing, continue to refine curriculum, meet with community activist group to discuss opportunity for forum using curriculum (2.5 hrs)
4/21/03	<b>Development:</b> Performance measures for community education were identified with the help of SANDAG. Identify opportunities for community forums. Develop community education CD. (2.5 hrs)
5/15/03	<b>CCOSO Presentation on the Development of the SOMC Curriculum:</b> Interagency Panel Presentation provided at a statewide conference on the development of the community education curriculum and lessons learned (4 hrs)
5/21/03	<b>Video Development:</b> County Board of Supervisor Dianne Jacob and the Cable Television Network begin discussions with members of the Community Education development team to discuss the development of a CTN video on sex offender management. All agree that the message of this video will duplicate that of the community education campaign. (2 hrs)
6/16/03	<b>Development:</b> Committee met to discuss upcoming forums and new methods for delivering curriculum. The development of a SOMC website was unanimously recommended. (2 hrs)
6/28/03	<b>Video Development:</b> Cable Television Network scheduled to shoot footage of people’s reactions to Megan’s Law information provided by the DOJ at a booth during the San Diego County Fair. (2 hrs)
6/30/03	<b>Development:</b> SOMC approved the Victim Advocacy

## COMMUNITY EDUCATION

	Committee recommendation for a website to highlight curriculum and local resources. (1.5 hrs)
7/3/03	<b>Community Education Brochures:</b> Review and approved proof. (1 hr)
7/8/03	<b>Curriculum Delivery Rehearsal:</b> Meeting to review the goals and message of the curriculum with new members of the group who plan to deliver the curriculum (1.5 hrs)
7/8/03	<b>Community Education Brochures:</b> 30,000 tri-fold education brochures are printed and delivery coordinated. (1 hr)
7/9/03	<b>Curriculum Delivery:</b> Forum held for County-wide Sr. Volunteer Administrations with Sheriff's Department (2 hrs)
7/10/03	<b>Curriculum Delivery:</b> Forum held for County-wide Jail Chaplains (2 hrs)
7/14/03	<b>Development:</b> Committee met to review progress of the educational forums and identify new opportunities for delivery (2 hrs)
7/16/03	<b>Curriculum Delivery:</b> Forum held for County-wide Rape Crisis Volunteers (2 hrs)

The development and delivery of the SOMC education curriculum continued an evolutionary process requiring ongoing discussion and delivery refinement. The following were important lessons learned (and often relearned) as this process was underway. These lessons are recommendations for other jurisdictions who may be considering the development of a similar-type of community education.

### LESSONS LEARNED

- The layout of the curriculum should address the community's fears at the start, thus validating the participant's more urgent needs and concerns. For this reason, we suggest that information on access to sex offender information (our most frequent request) was moved to the front of our curriculum.
- Facts and myths of sex offending and victimization are best covered with participant feedback and interaction. The answers should not be provided until after the discussion takes place.
- A community education campaign needs to have a brief, consistent message. Interagency panel delivery of the curriculum is optimum; however, be clear with panelists to stick to the message and not depart from this on the basis of their own professional lens. This leads to confusion by the audience and a lack of consistency.
- Pilot testing allows an opportunity for critical feedback. Developers must be willing to modify the curriculum based on suggestions and feedback without feeling discouraged about the information or process.

- Delivery of an education curriculum is best achieved utilizing those professionals who participated in the development process. Recruitment of new “trainers” is encouraged, but these new recruits should view a forum prior to participating in the delivery of a forum.

## **Community Education Brochures**

To accompany the Education Curriculum, SOMC developed companion brochures providing citizens with information on San Diego County’s Containment Model, local resources, warning signs of abuse and tips for prevention. Grant funds were allocated for the design and printing of 5,000 brochures. As the SOMC Victim Advocacy committee developed the content of these brochures, the original vision of a standard brochure was reconsidered. Instead, this group recommended a multiple fold business card brochure that would allow recipients the opportunity to carry this information on their person in a format that would easily fit inside a wallet or purse. The Sex Offender Management Council agreed and the brochures were printed at a lower cost than expected, which expanded volume of brochures to 30,000.

## **Community Education Forums**

Community Forums were implemented in an effort to disseminate the SOMC Community Education curriculum. These forums targeted volunteer participants from agencies delivering sex offender management and victim services, as well as citizen groups at large who made requests for the information. SANDAG provided a process and impact evaluation of the SOMC’s community education curriculum which yielded significant findings. (See Appendix for complete report.) In summary, the following observations were noted:

- A pre-test administered to participants at community forums identified the five most common myths held by citizens (These myths are listed below in descending order. The percentage noted represents the respondents who answered correctly in the pre-test)<sup>7</sup>:
  - Most child sexual abusers find their victims by frequenting such places as schoolyards and playgrounds. (false) 41%

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<sup>7</sup> Information provided by SANDAG, September 2003.

## COMMUNITY EDUCATION

- Children rarely make up stories of abuse. (true) 53%
  - Victims of sexual assault often share some blame for the assault (false) 59%
  - Only a small percentage of child sexual abusers use physical force or threat to gain compliance from their victims. (true) 48%
  - Drugs and alcohol cause sexual offenses to occur. (false) 70%
- Impressively, post-test results revealed that participants in Community Education Forums could separate fact from myth at the conclusion of the Forums by significantly increasing their correct answer to statements about sex offenders and victimization.
  - Despite the scope, nature and experience of those represented in the various forums (citizen police volunteers, chaplains and victim advocates), participants in all groups had the same general acceptance of sex offender myths. Additionally, all groups shared similarly in significant learnings identified in the post-test evaluation.
  - Feedback received at all forums was positive and supportive of continued education efforts and community involvement and empowerment as an element of successful Containment in San Diego County.

For further information, refer to the document titled, "Evaluation of the San Diego Sex Offender Management Council Community Education Forums" prepared by the Criminal Research Division of SANDAG in September 2003, located in the Appendix.

## Outreach Efforts

### Citizen Empowerment

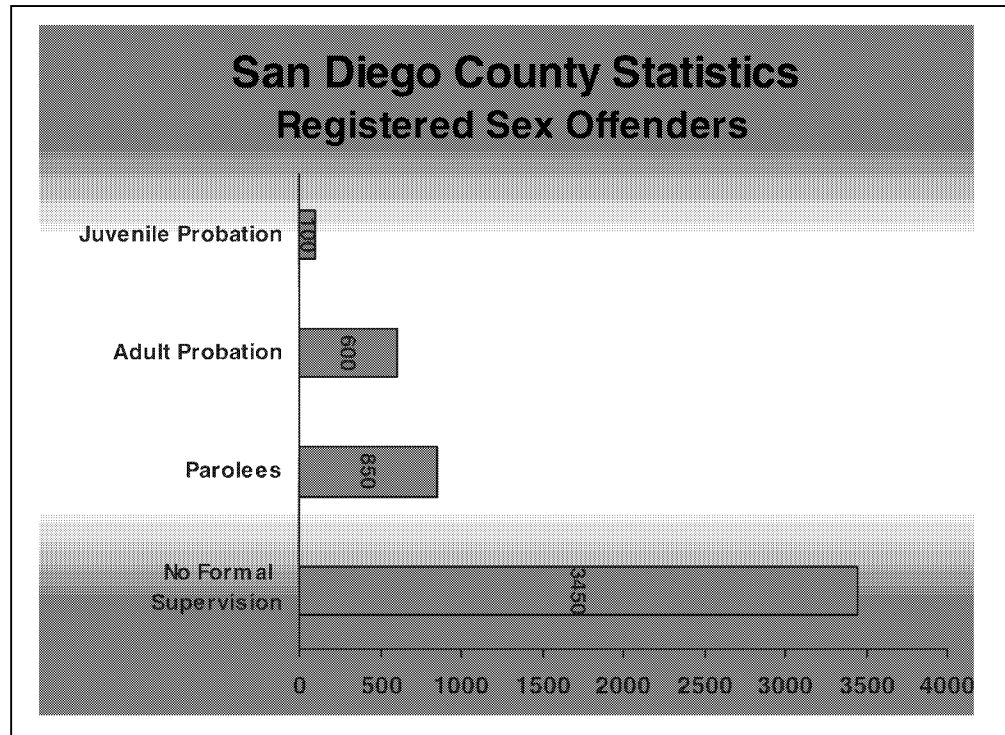
San Diego's Community Education curriculum extended beyond traditional outreach by providing citizens a comprehensive prevention campaign. In an effort to prevent future victimization, the objectives identified included:

- dispel myths about sex offenders and their behaviors;
- to understand San Diego County's commitment to effectively manage sex offenders with the Containment Model;
- to increase awareness and empowerment among citizens;
- to identify benefits and limitations of community registration and notification; and

## COMMUNITY EDUCATION

- identify resources that provide services to victims, offenders and families.

The Sex Offender Management Council believed that local sex offender statistics warranted a need for citizen involvement in the monitoring component of the Containment Model.



The above chart illustrates the breakdown of Registered Sex Offenders in San Diego County and the type of supervision, if any, in which behavioral and environmental restrictions can be utilized to protect known or potential victims.

Of those known registered sex offenders in San Diego County, the majority (3,450) is not under Court supervision. In these cases, monitoring exists in the form of sex offender registration compliance reviews and community notification only. In the community education curriculum, citizens are asked to (1) be vigilant, but not vigilante, (2) participate in the development of family and community safety plans—such as community watch and safe house programs, (3) to participate routinely in community notification efforts such as the County “pin maps” and Megan’s Law database, and (4) to support offender’s success in re-entry and treatment plans.

### Public Health Prevention

Prevention efforts extend beyond knowledge and protection from those offenders identified by the system. In the delivery and dissemination of the community education campaign, targeted messages were crafted to encourage citizens who may know or suspect a friend or loved one troubled by sexually deviant thoughts or behaviors, to seek out the services of treatment providers before they victimize a child or adult. Assistance in formulating a plan for this type of prevention effort was provided upon request by SOMC by *STOP IT NOW!*, a national sex offense prevention organization.

On February 5, 2003, SOMC with the support of OJP grant funds sponsored a one-day event on child sexual abuse prevention from the public health perspective. This event featured *STOP IT NOW!* staff and training curriculum. Invitations for participation (noting the goals below) were mailed to the County Board of Supervisors, the Mayor and City Council, SOMC and committee members, California Coalition on Sexual Offending, representatives from the local chapter of Missing and Exploited Children, and Mental Health services. Over 60 persons attended this training and assisted in the integration of public health prevention in the community education efforts.

*The Honor of your presence is requested at our  
SPECIAL TRAINING EVENT*

*On February 5, 2003!*

*“Because there is a way to prevent child sexual abuse”.  
STOP IT NOW!*

*STOP IT NOW! is heading to San Diego for a one-day training on child sexual abuse prevention education! This prevention program will offer a number of tools that are instrumental in the development and implementation of a new prevention effort. These could include:*

- *A description of successful media strategies utilized by STOP IT NOW! To raise awareness and build skills to address this issue.*
- *An overview of our emotionally powerful public dialogue model that brings recovering sex offenders and survivors of child sexual abuse together to talk about the need for better prevention efforts.*
- *A summary of innovative policy initiatives that are designed to encourage prevention efforts.*
- *A presentation on the original research and findings on public awareness and attitudes towards child sexual abuse as collected by STOP IT NOW! And ORCMacro in collaboration with the Centers for Disease Control and Prevention.*

### Community Education in the Media

Further community education efforts included the active solicitation of grant funds for the development of a County-based Cable Network Video under a Community Partnership Grant in 2002/2003. This grant was coordinated by the SOMC Project Director, and the participating Chairs of the SOMC Victim Advocate and Law Enforcement Committees. Despite a lack of unanimous support (half of the evaluators supported the development of the video, while the other half felt that sex offender issues already received too much media attention), SOMC continues to receive large numbers of inquiries and requests from the public for community education in this format, which would allow citizens and groups, such as PTA and church organizations, access to this scripted information. Due to this, a Community Partnership Grant will be pursued again in 2003/2004. Regardless the outcome, County Board of Supervisor Dianne Jacob, District 2, is showing her support and has offered to feature San Diego's SOMC education curriculum in one of her cable updates.

International press was bestowed on San Diego as a featured jurisdiction on sex offender management in an Arts & Entertainment (A&E) special that was filmed in December 2002. This program, titled, "Stolen Innocents", aired in Spring 2003. This featured presentation highlighted San Diego County's Containment Model for managing sex offenders with clips focused on probation and law enforcement initiatives and the use of polygraph examinations in monitoring efforts.

Statewide support for the development of San Diego's Sex Offender Management Campaign was evident as SOMC was invited to present a panel at the Statewide Coalition on Sexual Offending Conference in Spring 2003. This panel presentation, below, was well attended, resulting in a "standing room only", as the available seating was at capacity. All SOMC members attended this statewide conference.

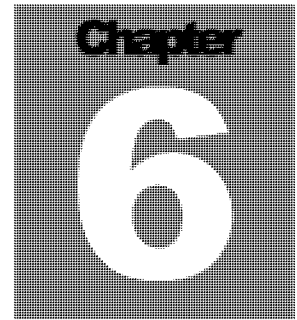
#### *The Development and Implementation of a Community Education Campaign!*

If you could design and implement a community education campaign that dealt with sex offender issues, what would be your message? As the recipient of an Implementation Grant by the Office of Justice Programs, one of the goals of the San Diego County Sex Offender Management Council was to tackle this task. Learn how this multidisciplinary group developed and implemented a campaign focused on sexual assault prevention, protection and community action, within an environment impacted by the fear caused by recent local horrific cases. Panelists will discuss how the campaign evolved to meet local needs and the law enforcement initiatives that were supported this campaign.

Panelists include:

Margaret Bullens, SOMC Project Director, Bullens & Bullens Forensic Assessments  
Tracy Johnson, SOMC Victim Advocacy Chair, Director, Center for Community Solutions  
Capt. Lori Bird, San Diego Sheriff's Department  
Sgt. Gloria Rundle, San Diego Sheriff's Department

**COMMUNITY EDUCATION**



## Containment Model

*“The containment approach is a particular method of individual case processing and case management of sex offenders in the criminal justice system. It rests on the dual premise that sex offenders are one hundred percent responsible for the damage they inflict on others and that they must constantly and consistently be held accountable for their inappropriate thoughts and feelings as well as their illegal actions. In the containment approach offenders are caught in a tight web of surveillance, monitoring and treatment.”<sup>8</sup>*

### The Emergence of the Containment Model

Two national studies conducted by the Colorado Division of Criminal Justice and supported by the U.S. National Institute of Justice (NIJ) have documented the emergence of the Containment Model as an effective strategy for managing sex offenders in the community. From a public policy perspective, this model emphasizes public safety and offender accountability. As a case management initiative, the Containment Model utilizes a team of professionals collaborating together in a network of surveillance, monitoring and treatment supervision: This team includes a probation officer, a victim advocate, a treatment provider and a polygraph examiner.

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<sup>8</sup> English, K., Pullen, S., & Jones, L. (Eds.) (1996). **Managing Adult Sex Offenders: A Containment Approach**. Lexington, KY: American Probation and Parole Association.

## CONTAINMENT MODEL

With an emphasis on specialized units and training, this team works collaboratively to reduce offender risks, thus increasing public safety and victim restoration.

In the first national study addressing sex offender management by NIJ, researchers sought to define, “How are the nation’s probation and parole agencies managing adult sex offenders?” through a variety of research methods. They learned from field practitioners how specialization and the polygraph were being used in supervision and treatment. Site visits and a national poll led researchers to the development of a model process they termed, “the Containment Approach” model. To be effective, researchers concluded that community supervision agencies should be victim-centered, thus making decisions based on what is best for the victim or potential victims, instead of identifying the offender as the primary client. Specialization was also a primary element. Recommendations included offenders being placed in specialized sex offender supervision programs with specialized sex offender treatment. With proper training and skills, practitioners in this system could improve their ability to collaboratively manage an offender’s risk. Specialized supervision would provide an offender external control by limiting access to potential high-risk situations and environments. Internal control would be created by providing the offender with a relapse prevention plan, learned in treatment, that would help the offender accept responsibility for his past and present deviant thoughts and behaviors. Active, regular monitoring through the polygraph aided in breaking through the denial, holding the offender accountable, and ultimately deterring future criminal behavior.

The second national study, funded by NIJ, allowed researchers in Colorado to evaluate “the effectiveness of the post-conviction polygraph examination as a monitoring and behavior containment tool for convicted adult sex offenders.”<sup>9</sup> The goals of this research included (1) documenting the growth and implementation of Containment Strategies across the United States; (2) the use and information identified by various types of post-conviction polygraph used by supervision and treatment and (3) the system response to polygraph disclosures and results. It was in this study that NIJ could conclude that jurisdictions had heeded the lessons learned from their first published study. The shift to specialization and the use of polygraph received unprecedented growth. Survey findings suggest that specialized sex offender caseloads (both probation and parole) grew from 31 percent to 53 percent in four years—from 1994 to 1998 (English, Jones & Patrick, 2002). Post-conviction polygraph by

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<sup>9</sup> English, K., Jones, L., & Patrick, D. (2003) **The Polygraph Plays a Key Role as a Containment Tool for Convicted Sex Offenders in the Community.** *Polygraph*, 31 (4). Chattanooga, TN. American Polygraph Association.

## **CONTAINMENT MODEL**

probation and parole agencies nationwide was estimated to be less than 10 percent in 1994, with a rise to 16 percent in 1998 (English, et al., 2001).

To date, hundreds of presentations and publications have outlined and supported the Containment Model nationwide. Among these are intensive, specialized training programs, technical assistance and policy and practice briefs supported by Federal funds through the Center for Sex Offender Management (CSOM). In fact, over half of the jurisdictions identified as National Resource Sites by CSOM, as well as many of the recipients of OJP Implementation Grants “Comprehensive Approaches to Sex Offender Management”, have specifically identified the Containment Model with the use of polygraph as the strategy employed by their jurisdiction to manage sex offenders.

### **Key findings of the “Containment Approach” Model**

NIJ’s continued support to develop and then evaluate the Containment Approach model has led to several key findings. Among these findings are survey responses indicating practitioner views of this model’s impact (English, Jones & Patrick, 2002):

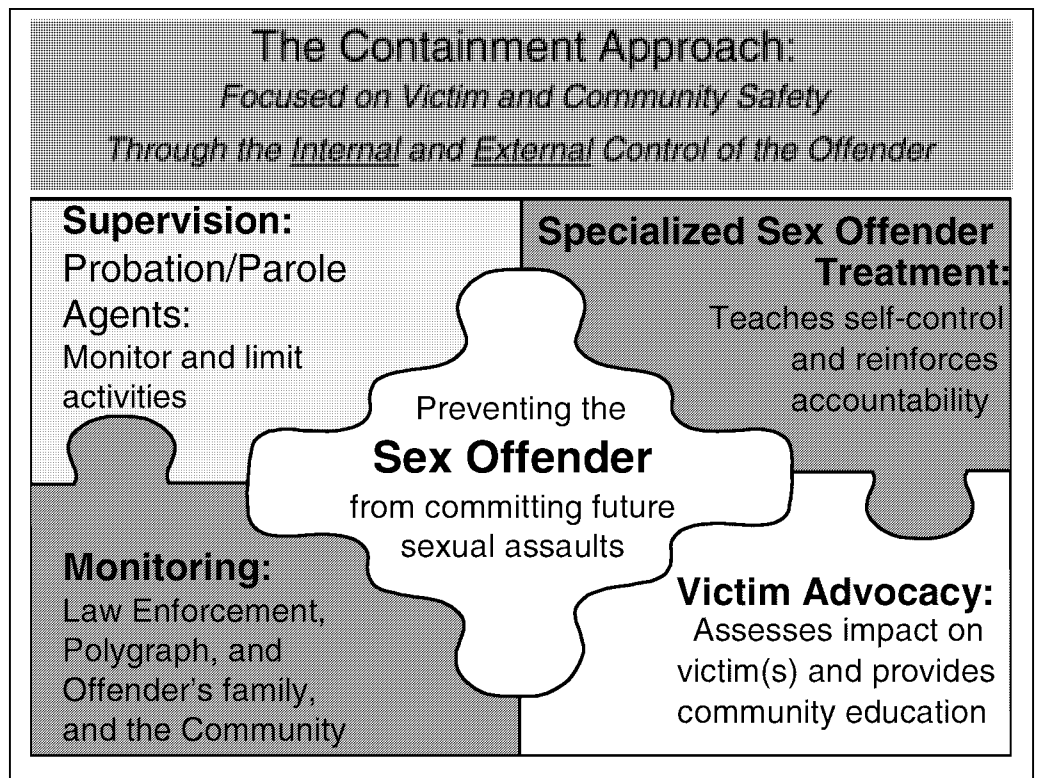
- Collaboration is an essential component to holding offenders accountable. There should be constant and regular communication and joint decisions making by those responsible for managing sex offenders. Such collaboration provides for cross-training opportunities and further specialization.
- Seventy-six percent of survey respondents report that the use of polygraph enhances knowledge of the sex offender.
- Sixty-seven percent of survey respondents report that polygraph implementation leads to better case management and supervision.
- Fifty-eight percent of survey respondents report that they believe that the regular use of polygraph helps prevent new crimes.
- Forty percent of survey respondents reported that they believe that disclosures from polygraph helped to improve the quality of sex offender treatment.
- Survey results conclude that agencies use polygraph primarily for monitoring compliance to supervision and treatment terms

**CONTAINMENT MODEL**

(64%), followed by verifying sexual history (52%) and addressing offenders who are in denial (46%).

### **San Diego County's Implementation of the Containment Model**

San Diego County, as represented by the Sex Offender Management Council and participating members (government, profit and non-profit agencies), have endorsed the Containment Model as the jurisdiction's method for managing sex offenders. This model is reflected in the multitude of assessment, treatment and supervision standards drafted and implemented during the OJP Implementation Grant.



The above puzzle image was developed to illustrate the concept behind San Diego County's comprehensive sex offender management model. Each piece of the puzzle represents an essential component of Containment. When linked through a coordinated and collaborative approach, each piece plays a role in the prevention of future victimization. This is a victim-centered approach. In this illustration, the sex offender is surrounded and supported in his or her success to be accountable for past, present and future thoughts, feelings and behaviors.

## System-wide Training

The SOMC implementation grant provided an opportunity to conduct system-wide training on the Containment Model—from philosophy to San Diego County policy and practice. These trainings were developed and delivered as follows:

- Probation, Parole and Treatment Polygraph Training: On May 14, 2002, Bullens & Bullens Forensic Assessments hosted the first Containment Model training focused specifically on the integral role of polygraph in Containment and the need for collaboration. Participants learned about the types of polygraphs used post-conviction, the role of interview and interrogation, and how to utilize polygraph disclosures and test results in improving supervision and treatment approaches. A pre and post-test utilized at this training revealed that most participants were unaware of the Containment Model prior to the training; however, most could articulate the essential components and goals at the conclusion of the training.
- Law Enforcement Containment Model Training: This training was held on May 29, 2003 at the Sheriff's Department for County-wide law enforcement personnel from patrol to investigations to those working specifically with sex offender registration. This 3-hour training focuses on law enforcement's role in the Containment Model. Participants will be introduced to the development of the Model and San Diego County's recent efforts to expand the level of monitoring and increase public safety issues posed by local registered sex offenders. Agenda items included: Containment Model History and Practice, Review 290PC Legal Base in California, Review the Current "Megans Law", 290/Registration, Community Notification Protocol, and Goals of Specialized 290 Enforcement.
- Case Management Containment Training: Probation/Parole/Treatment Providers/Victim Advocates participated in one of two half-day trainings offered on June 9, 2003. These trainings provided a history and current practice of the Containment Model in San Diego County. Additionally, the newly approved adult and juvenile assessment, supervision and treatment standards were reviewed and disseminated. Small interagency groups were formed to discuss and trouble-shoot difficult case scenarios.

- Court/Legal Community Symposium on Containment: On July 23, 2003, the last of the planned Containment Model trainings was presented to participating Judges and attorneys via a satellite conference. SOMC Panel speakers were: Judge Wellington (who also moderated the event), Eugenia Eyherabide, Juliana Humphrey, and Margaret Bullens. Judge Wellington stated that the feedback from this training was positive. There were approximately 40 attendants at the primary taping location—not to add the participants at the remote locations. Documents, such as the evaluation standards for adults, adult and juvenile treatment and supervision standards, were all made available for download via a website. These documents were changed to PDF and password protected. Participants in the training were given a handout on how to access this information.

## **Polygraph Implementation**

Polygraph is used as a risk management tool in San Diego County. As an integral part of the Containment Model, standards for the polygraph procedure, referrals for testing and use of the polygraph information were defined in both the supervision and treatment standards for adult sex offenders and sexually abusive youth.

### **Adult Sex Offenders**

As part of supervision, polygraph examinations are required as a Court-ordered condition of probation. As part of policy, offenders must submit to polygraph every six (6) months with a county contracted polygraph examiner. Polygraph results cannot be used as the basis of a violation. If the result of the polygraph examination is “deception indicated” or “inconclusive”, the officer will discuss the results with the Containment Team and the offender is ordered to undergo a subsequent polygraph(s) until successfully clearing the relevant issues.

When an offender is found to be deceptive on a polygraph exam, several options are available to the supervision officer without returning to Court. On the other hand, if an offender, during the pre or post interview phase, admits to behaviors that verify non-compliance, a return to Court is necessary to inform the court of the violation and recommend additional conditions or other sanctions. All cases are staffed to determine the most appropriate

## CONTAINMENT MODEL

actions to be taken. In all cases, safety to the community must be evaluated, and the decision to re-arrest, contact the Police regarding a new crime, and report to Child Protective Services must always be considered. The following are possible options identified in the supervision standards that may be implemented based on information learned during a polygraph. Probation officers are advised to consider the graduated sanctions for identified and confirmed violations. (These are not in order of priority or severity):

- OSC – add conditions, custody, lengthen term;
- 4<sup>th</sup> waiver search;
- 4<sup>th</sup> waiver search with FBI Forensic Unit;
- Coordinate with INS to intercept offender at the border;
- Contact the victim regarding safety issues;
- Increase supervision—mid level to intensive or more frequent contacts if already in intensive;
- Electronic monitoring or global positioning (when available);
- Redirect offender back into offense specific treatment or increase/modify treatment intervention;
- Conduct a Treatment Team meeting (Supervision officer, treatment provider, polygraph examiner and victim advocate);
- Abel Assessment;
- Increased drug and alcohol testing;
- Refer to Substance abuse evaluation and treatment;
- Restrict travel;
- Contact DA or local police with relevant information;
- Monitor travel or activity;
- Increased frequency of polygraph testing;
- Additional collateral contacts (employer, support network);
- Restrict community activities;
- Confiscate computer;
- Relocate offender to a new residence;
- Law enforcement surveillance;
- Call the police;
- Report to CPS; and
- Re-arrest

There are several different types and purposes for polygraph used by supervision and treatment. Each type of test has a specific purpose, and the type of test administered is contingent on the team's current need (such as risk assessment, monitoring compliance, etc). It is important that probation officers, treatment providers, and polygraph examiners collaborate when determining the most suitable test.

The following tests are available for use by probation under the polygraph condition of probation:

**INSTANT OFFENSE DISCLOSURE TEST**

This test is a specific-issue test covering the details of the offense that resulted in the current probation. (Note: It is common for victims to under-report victimization; therefore, the offender may not be fully disclosing the details of the instant offense, even when he/she admits what is listed in the offense report). Offenders who deny all or part of his/her offense should be referred to this type of test prior to other types of polygraph referrals.

**MAINTENANCE EXAMINATION**

Relevant test questions focus on probation violations, but not re-offense issues. This test is used to verify the offender's compliance with conditions of probation and treatment rules, such as whether or not the offender is abstaining from alcohol and drugs; whether or not the offender has had unsupervised contact with a child under 18 years of age; contact with the victim, etc.

**MONITORING EXAMINATION**

This specific examination covers sexual law violations only, not technical violations. However, compliance with conditions of probation is reviewed during the pre-test, as during a maintenance examination.

Another type of post-conviction sex offender polygraph test is the Sex History Disclosure Polygraph. As part of a SOMC agreement, supervision may not recommend this type of test to satisfy the Court-ordered polygraph condition. This examination focuses on activities and behaviors that occurred prior to the offense for which the offender was placed under supervision. There is concern that this type of test will uncover previous sex crimes that were unreported to law enforcement.

In San Diego County, Sex History Disclosure Polygraphs are at the discretion of sex offender treatment providers as part of their assessment process. These polygraphs provide information of the range and extent of sexual deviancy. Special care has been given to the administration of these examinations to obtain information about the behaviors without specific crime data. SOMC developed a special notice to be provided to all sex offender referred for this type of polygraph examination. A copy of this notice approved on 2/10/03 by SOMC is on the following page:

## **SEX HISTORY DISCLOSURE POLYGRAPHS**

You have been referred for a Sex History Polygraph Examination. The purpose of this polygraph is to verify the range and extent of your sexual behavior. This information will be beneficial in determining the most appropriate treatment plan for you.

Prior to the polygraph examination, you must complete a Sexual History Disclosure Questionnaire. All questions in this Questionnaire relate only to behavior that occurred before the date of your last conviction for a sexual offense. All questions exclude this last offense or any offenses that occurred since your last conviction. In short, this questionnaire is about your history prior to the date of your last conviction for a sexual offense.

You will be asked to take a polygraph examination to verify the **complete truthfulness** of your answers on this form. You should be very careful not to withhold or falsify anything about your sexual history. You will not be considered to have successfully completed your sexual history until you have passed the polygraph.

You will be asked questions about victims of sexual offenses that you have committed. You will be asked to describe your behaviors without providing identifying information about these victims. *Such as, I exposed my penis to an elementary school age boy in a public park. In this example, the victim is still unknown. This is distinctly different from the following, in which identifying information would be known. I exposed my penis on 2/1/01 at Riverside Park to Timmy, my neighbor's son.* Should you report identifying information about these victims anyway, this information will be reported to child protective services as required by state law.

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If you have questions or concerns about completing this questionnaire or taking the polygraph, you should consult your attorney and your treatment provider. If you no longer have an attorney and wish to seek free legal advice, please contact the San Diego Public Defender's office at 619-338-4700.

Polygraph has been an evolutionary process in the adult probation system. As Standards were developed and implemented, the expectations of compliance and truthfulness on the part of the offender were reinforced. This has resulted in improved performance in both supervision and treatment by most offenders.

A review of violation behaviors disclosed by offenders during polygraph examinations prior to the supervision standards being implemented has assisted in the development of improved supervision policy and procedures.

## PRE-TEST ADMISSIONS

Violation Behaviors	% Reporting
Consuming Alcohol	43.75%
Viewing pornographic magazines	32.50%
Fantasies of minors (including victims) during masturbation	27.50%
Viewing pornographic movies	23.75%
Viewing pornography on the Internet (including child pornography)	21.25%
Marijuana Use	21.25%
Unsupervised contact with minors (including babysitting)	16.25%
Violating travel restrictions	16.25%
Masturbating in public	11.25%

© Margaret Bullens, 2001

The above table was developed by Bullens & Bullens Forensic Assessment (the County’s Contract Polygraph Providers) in 2001. This data represented pre-test disclosures of violation behaviors by adult sex offenders on probation during a three month tracking period. The Supervision Standards developed during the Implementation Grant used information, such as this, to strengthen intensive supervision strategies to more closely monitor pornography use and access, and to improve alcohol and drug testing.

In 2002, San Diego County Probation implemented polygraph testing requirements for sex offenders were no longer on Intensive Probation. These offenders were supervised by a team of Probation Officers and Aides, and referred to as “bank” supervision. Because most had previously completed sex offender treatment programs and had no presenting or obvious violations, they were considered to be lower risk than those in intensive supervision. The following table compares the probation officer’s response to new information learned from the implementation of polygraph testing with those in the “bank” as compared to those in Intensive Supervision.

## Probation's Response to PG Info

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<i>Comparison of Two Supervision Programs</i>	% offenders Bank	% offenders Intensive
Modify Level of Supervision	29%>	29%<
More frequent contacts	58%	6%
Drug Testing	25%	13%
Treatment Referral	27%	6%
4 <sup>th</sup> Waiver Search	7%	6%
Court Action	12%	16%
Revocation	6%	6%

The commitment by the Probation Department to monitor, manage and reduce the risks posed by sex offenders is reflected in the manner in which the agency re-evaluated the caseload strategies employed. As part of the Supervision Standards that were developed and implemented, the “bank” was modified to a Mid-Level Supervision program. Mid-level supervision is managed by specialized officers and aides and conditions of supervision are more similar to those found in intensive supervision. Polygraph continues to be used to monitor this population and is required on an annual basis or more frequently if problems arise.

### **Sexually Abusive Youth**

The Supervision and Treatment Standards for Sexually Abusive Youth incorporated polygraph testing as a component of the Containment Model. Following the approval of Supervision and Treatment Standards for Sexually Abusive Youth in early 2003, the first polygraph on a juvenile was administered. This test, referred by a local treatment provider, resulted in deceptive findings and a host of disclosed sexual and non-sexual violation behaviors. Despite support from the standards, additional Court protocols were needed to respond to this new information.

## **CONTAINMENT MODEL**

As of September 2003, a draft protocol had been written and pending review and approval by the San Diego Juvenile Court system in response to the implementation of polygraph testing. A copy of this draft document is below:

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### **SAN DIEGO JUVENILE COURT PROTOCOL FOR THE USE OF POLYGRAPH TESTS AS A CONDITION OF PROBATION IN SEX OFFENDER TREATMENT PROGRAMS**

**PURPOSE:** The polygraph test is an accepted tool in adult sex offender supervision and treatment programs. It is now part of the treatment program for age-appropriate sex offender wards of the San Diego Juvenile Court. This protocol will provide guidelines on how such polygraph tests will be used in San Diego Juvenile Court.

**POLICY:** San Diego County permits the use of polygraph tests where appropriate during the treatment of minors who have committed sex offenses. Except as provided in this protocol, the results of the polygraph test will be used only for treatment purposes. The information disclosed during the polygraph examination may be provided to the District Attorney's Office for further investigation only if such disclosures trigger mandatory reporting laws. The goals of this protocol are to foster rehabilitation and reformation of the minor and to protect the public and the victim.

#### **GENERAL PRINCIPLES AND PROCEDURE:**

1. When the minor is not making progress in a court-ordered sex offender treatment program, the probation officer will initiate an ex parte request for a court order requiring polygraph testing. The ex parte request must provide some basis for the court to find that the minor is not progressing in treatment and that polygraph testing is necessary. If no objections are received and the court is satisfied with the showing made by the probation officer, the court will order the polygraph testing. If the minor's attorney

## **C O N T A I N M E N T   M O D E L**

objects to polygraph testing, he/she must request a special hearing within two court days after being served with the probation officer's ex parte request. The special hearing will take place within two court days after it is requested.

2. The minor and his/her parent or guardian will be required to pay for polygraph testing if it is determined that they have the ability to pay. Pursuant to Penal Code section 1203.1b, such costs are collateral and their payment cannot be made a condition of probation. In cases where the minor's family alleges an inability to pay at the time of the testing, the matter will be referred to Revenue and Recovery.

3. Under these guidelines, the scope of relevant polygraph questions will be limited to the sex offense the minor was found to have committed and to the minor's sexual behavior and activities since the inception of probation.

4. Any admissions that reveal potential probation violations or new charges that do not trigger mandatory reporting requirements will be handled within the treatment and probation programs and not as violations of probation.

5. If, during the polygraph testing, the minor admits a crime or behavior that would trigger mandatory reporting requirements, the examiner will immediately notify the assigned probation officer who will comply with statutory reporting requirements pursuant to Penal Code sections 11164, et. seq.

a. In such a case, the probation officer will conduct a further interview of the minor after giving the minor Miranda warnings.

b. If the minor invokes the right to remain silent or refuses to answer, the questioning will stop. No action may be taken on information disclosed during the polygraph examination, except within the context of the treatment and probation programs. The probation officer may use existing probation conditions to investigate the information further. If additional probation

## **C O N T A I N M E N T   M O D E L**

conditions are necessary to foster rehabilitation efforts, the probation officer will immediately schedule a special hearing, as outlined in #6 below.

c. If the minor admits a new crime to the probation officer, the probation officer shall provide the information to the District Attorney's Office, which may then investigate the matter and determine whether to file new charges. In all cases, the results of the polygraph testing, or any reference to the testing, shall not be admitted into evidence unless all parties stipulate to the admission.

6. The probation officer may schedule a special hearing at any time if he/she determines that additional non-custodial probation conditions may be necessary. This determination may be based upon information disclosed during the polygraph testing. However, at this special hearing the minor shall not be charged with a probation violation based upon information disclosed only during the polygraph test.

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In theory and utility, the role of polygraph was similar to that found in the adult system. Similarly, Sex History Disclosure Tests will not be utilized as part of the supervision condition.

### **Polygraph Procedures and Quality Control**

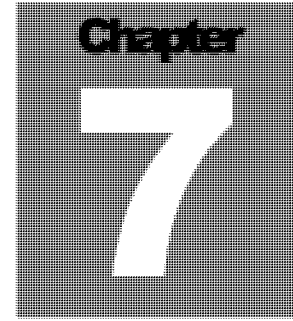
All sex offender polygraph administered in San Diego County meet the following criteria:

- Examiners are APA Certified and have completed the required 40-hour course on Sex Offender Polygraph Testing and have demonstrated knowledge and skill in this area of specialized testing.
- All polygraph examinations are administered in a laboratory environment recommended by APA and ASTM standards utilizing the latest computerized polygraph instrumentation.
- All polygraph examinations are videotaped and subject to quality control review.
- The polygraph examiner is a participating member of the Containment Team.

## **C O N T A I N M E N T   M O D E L**

- Verbal and written reports are provided in a timely manner to supervision and treatment professionals.
- Examiners provide ongoing training and consultation about polygraph testing and procedures.
- Polygraph fees are paid directly by the offender at the time of referral, unless it is determined that the offender does not have the ability to pay. If indigent, offender must complete necessary financial documentation for probation, and then polygraph will be paid by Probation under a contract for services. Probation must indicate contract case (with approval by supervisor) in order to be consider a “contract” case.

**CONTAINMENT MODEL**



## Information Technology

*The Community Sex Offender Management Implementation Grant identified the need to institutionalize data collection efforts and encourage better information sharing among all participants. SOMC designed an information technology system that would improve the infrastructure and the capacity for system-wide information sharing—in an effort to improve the quality and efficiency of sex offender management.*

### Goals and Purpose

The Information Technology (IT) Subcommittee<sup>10</sup> of the SOMC was tasked with developing and instituting a plan to design a regional sex offender management system with these goals in mind:

- Develop a regional registration database management system that will serve the needs of these San Diego County stake holders:
  - Law enforcement;
  - Probation;
  - Courts;
  - Treatment providers;
  - Polygraph examiners; and

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<sup>10</sup> Technical information about the IT system outlined in this section was provided by Sgt. Kirby Beyer, San Diego Sheriff's Department, who served as the facilitator of the SOMC IT subcommittee and facilitated the design of the IT system with county-wide interagency representatives.

- Victims and Victim Advocacy Groups
- Allow system stakeholders (identified above) access to the IT management system in an effort to track, monitor, and share information about compliance with court ordered treatment programs for offenders;
- Create a true single-point of data entry that can feed all downstream systems through interfaces. These could include:
  - VCIN/CLETS;
  - ARJIS/ONS; and
  - CLETS Supervised Release File
- Create a system based on open architecture, utilizing the latest technology and capable of phased implementation; and
- Provide for mobile access by officers in the field as an extension of the office.

## **Design and Phases**

The Implementation Grant included funds for hiring consultants to assist the members in designing a new sex offender management system. Agency participants provided “in kind” technical resources to develop the design, in lieu of spending grant funds on consultants. This redirected funds (with OJP approval on July 15, 2003), toward actual system development and deployment; thus, maximizing the utility of grant funds. The design effort was accomplished as follows:

### TEAM FORMATION:

In order to meet the stated goals, the IT Subcommittee was formed as a working group to study and recommend a solution to SOMC. Sgt. Kirby Beyer from the Sheriff’s Department was designated the Chair of that subcommittee and served as the Project Manager for the Sheriff’s Department. Project Managers were also appointed by the San Diego Probation Department and the San Diego Police Department. The approach the team utilized to develop system requirements was accomplished utilizing the roadmap detailed below.

### TEAM AWARENESS EDUCATION

A critical part of the team development was to educate the members about the existing legacy systems currently in use by all agencies. This provided members a good baseline from which to grow their business

processes and the system design as we approached requirement definitions. The team utilized the following tasks to document and educate themselves:

- Preliminary finding from the Pre-survey conducted by SANDAG in August 2002 regarding law enforcement’s use of sex offender registry practices. In the survey, SANDAG reviewed the following areas of sex offender management:
- Countywide registration practices;
- Data entry and outside database systems;
- Monitoring sex offender compliance;
- Information delivered to the offender (about treatment programs, DOJ requirements);
- Community Notifications on “high-risk” sex offenders;
- Regional meetings to keep lines of communications open with all county agencies;
- Suggestions for changing practices and policies, including:
  - More dedicated resources needed to effectively monitor sex offenders;
  - Reduce duplication of effort by multiple agencies;
  - DMV should notify agencies about an offender’s change of address;
  - Regional registration utilizing one common application with countywide standardized procedures;
  - DOJ should provide a listing of offenders by area not just countywide list; and
  - Develop common and consistent protocols for regular registry updates by all agencies.
- Demonstrate current database applications from Sheriff, SDPD, Megan’s Law and VCIN/CLETS to the design team.

INFORMATION TECHNOLOGY ASSESSMENT

Following the team education process, the working group began the IT assessment process. This involved the following tasks:

- Documenting and flowcharting the current business processes from participating law enforcement agencies;
- Documenting and flowcharting the current business processes from Court and Probation;
- Documenting and flowcharting the current business processes from treatment providers; and
- Develop new envisioned business process and document via flowchart.

This exercise allowed all working group members to understand current practices, stimulate their thought processes about new procedures, analyze the need to streamline existing process and discuss new technologies available to support these procedures.

DEVELOP SYSTEMS NEEDS (REQUIREMENTS)

Once the IT assessment was completed, the team was ready to begin documenting the actual requirements of the new system as envisioned. This can be the hardest part of the process but also the most critical. Vendor's use these requirements to estimate time and costs, as well as to provide them a roadmap for development. The end product of this task was a final system requirements document that was supporting documentation for an eventual Market Survey request.

As the system requirements were developed, the IT subcommittee took time to group functionality in logical phases to support an eventual phased implementation. These proposed phases are the baseline of discussions with vendors. The basic phases consisted of:

- Phase I – Registration component that allowed all agencies to register their offenders from their home agency or a regional registration center
- Phase II – Interface module to support the downstream feed of registration information to other database systems, such as CLETS & ARJIS
- Phase III – Supervision Module, Treatment Provider Module and Polygraph Module

## GAP ANALYSIS REVIEW

Following the creation of system requirements, a gap analysis between our requirements and the San Diego County Domestic Violence Communication System (DVCS) model was conducted. The DVCS application had been identified as a possible baseline product to that our the proposed IT system requirements. This gap analysis provided support that the DVCS could be modified to meet our needs. Otherwise, a Request for Proposal (RFP) for new development would be required.

## **Plan for Implementation**

Once the system requirements were agreed upon, the team began the steps towards implementation. SOMC recognized early on that a true regional application required regional support and endorsement. The Automated Regional Justice Information System (ARJIS) is a regional law and justice entity that governs regional information technology projects within the County of San Diego. ARJIS also had additional development funds from another sex offender project that had never been completed. This made partnering with ARJIS a logical choice.

In order to gain wide-reaching endorsement, SOMC and the IT committee sought approval from the following ARJIS Committees and Boards:

- ARJIS Business Committee – Tasked with evaluating the impact of the new system on agency business processes;
- ARJIS Technical Committee – Tasked with evaluating the technical design of the proposed system;
- ARJIS Management Committee – Management level committee comprised of the County Police Chief’s and the Sheriff; and
- ARJIS Governing Board – Task with financial and political oversight of the ARJIS operation.

The IT committee sought approval from each committee and board to engage the current DVCS vendor (Templar Corporation) via a Market Survey Request. This provided non-binding discussions with a vendor to determine the exact scope, cost and schedule of our proposed system. The Committee also promised to return to each committee and board with a final recommendation that would contain:

- Development Plan;

## INFORMATION TECHNOLOGY

- Implementation Plan – Phased Implementation;
- Staffing Plan;
- Funding Plan; and
- Project Schedule – All phases.

The current schedule calls for the development team to present the final recommendations to all committees and the ARJIS Governing Board beginning on October 22, 2003. SOMC and the IT committee expect approval by each of the ARJIS committees and board by December 1, 2003, followed by contract award to a vendor.

SOMC has secured a one-year no-cost extension of the Implementation Grant, thus making it feasible to obtain partial implementation (Phase I) with the current level of grant funds. Additional funding will be required to support the remaining phases before the full benefits of the new sex offender registration/management system can be achieved. The current political and public awareness of sex offender management lends itself to wide-reaching support for these types of containment model improvements. The SOMC Council members will continue to seek the remaining funds necessary to complete the IT portion of the containment model and further increase the safety of our communities, especially our children.

## Documents

The following documents highlight some of the key deliverables and data collection efforts sponsored by the San Diego County OJP Implement Grant. These documents include:

- Effectiveness Measures for the San Diego Sex Offender Containment Model (August 18, 2003) by SANDAG
- San Diego County Sexually Abusive Youth Profile (March 24, 2003) by SANDAG
- Evaluation of the San Diego Sex Offender Management Council Community Education Forums (September 2003) by SANDAG
- Summary of Procedures and Practices regarding Sex Offender Registration (September 2003) by SANDAG
- 2003 Legislative Proposals (October 2002) by SOMC
- Information Technology Design (September 2003) SOMC IT Committee
- Evaluation of the San Diego County Probation Supervision Standards for Adult Sex Offenders (September 2003) by SANDAG

Due to the size of the Standards documents, the Assessment, Treatment and Supervision Standards for Adults and Sexually Abusive Youth are not contained in this document. They are available by telephone request to the San Diego Probation Department at 619-574-5506.

