

# From Custody to Community, YouthBuild Butte County Collaborative (YB-YCC)

## Key Findings Report

Prepared for the Board of State & Community Corrections

March 2018

### Report Overview

This report presents findings from the three (3) year pilot program, *From Custody to Community, Youth Build Butte County Collaborative (YB-YCC)*, which operated from March 2015 to December 2017. Ninety-eight (98) individuals between the ages of 16 and 25 participated in the YB-YCC program as JAG participants (Edward Byrne Memorial Justice Assistance Grant Program participants).



The collaborative intervention model required the engagement of two (2) BCSO deputies that provided collaborative case management services in addition to helping to implement community-based workshops on gang prevention. Additional key program components were provided by YB-BCC partners, which include (a) residential and outpatient substance abuse treatment, provided by Skyway House; (b) educational assessments conducted by John Muir Charter School and YouthBuild Chico; (c) vocational training, general industry certificate attainment, and employment support services provided by YouthBuild Chico; (d) GED/high school diploma attainment, provided by John Muir Charter School; (e) Alternative Custody Supervision, overseen by Sentinel Offender Services; (f) life skills education, provided by YouthBuild Chico; (g) drug/alcohol testing, conducted by Butte County Probation; and (h) Cognitive Behavioral Therapy (CBT) and Moral Reconciliation Therapy (MRT), provided by Sentinel Offender Services.<sup>1</sup>

### Program Overview

Butte County Sheriff's Office (BCSO) was receipt of a three-year grant from the California Board of State and Community Corrections to implement the *YouthBuild –Butte County Collaborative (YB-BCC)*, which was designed to reduce substance abuse, juvenile delinquency, gang prevention and recidivism among males and females between 16 and 25 years of age living within Butte County. The population of focus were persons in low socio-economic strata with less than a high school education and/or basic skill deficiencies.

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<sup>1</sup>In the final year of the grant, the Butte County Office of Education oversaw the grant and provided services previously delivered by YouthBuild Chico.

## Key Report Findings<sup>2</sup>

### Descriptive Profile of Participants

Eighty percent (79.6%) of JAG participants were male and 20.4 percent were female. The mean (average) age of participants at their point-of-intake was 20.85, with the youngest 16 and the oldest, 25. The age distribution of participants is reported in Figure 1.

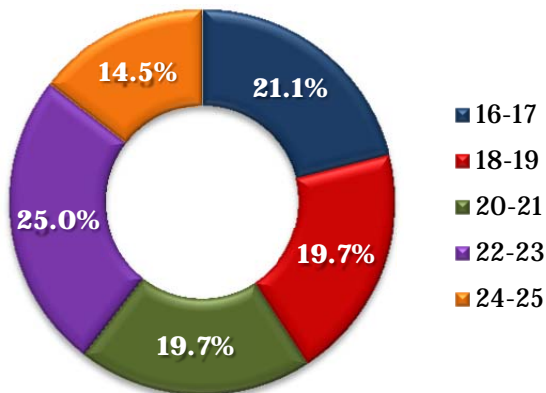


Figure 1: Age of JAG Participants

Three-quarters (76.6%) of participants' entry into the program was vis-à-vis the criminal justice system (e.g. Adult Custody Supervision (ACS) or probation) or by "walk-in" (e.g., self-referred or referred by a community organization); each at 37.8 percent. The percentage of participants by their point-of-entry into the program is reported in Figure 2.

At their point-of-entry into the program, 92.7 percent of participants were unemployed. Additionally, 86.5 percent of "walk-in" participants were unemployed, as were 91.7 percent of participants 18 years of age or older. Just one-quarter (26.0%) of participants above the age of 18 had attained a high school diploma or equivalent (G.E.D.).

<sup>2</sup>Due to missing data, "N" may NOT equal 98 for some findings. Additionally, only Skyway House provided race/ethnicity data on its participants, which is a subset of all program participants. The majority of participants' race/ethnicity was *white*. For the evaluation, race/ethnicity data were to be collected by the standardized instrument, the Addiction Severity Index, 5<sup>th</sup> edition, which was to be completed by each program participant regardless of whether he or she was engaged with Skyway House. Staffing issues prevented completing the ASI for non-Skyway House JAG participants.

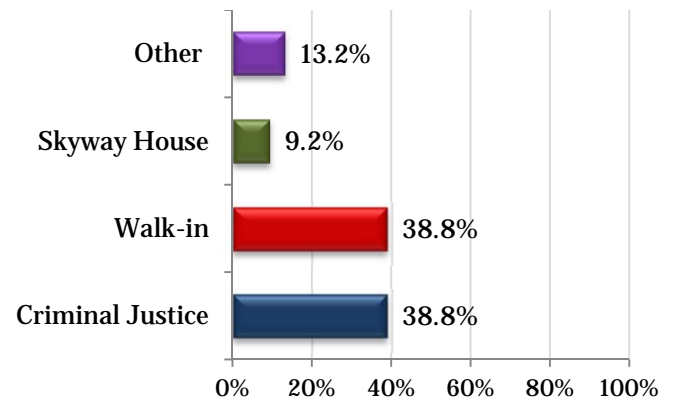


Figure 2: Point-of-Entry Into JAG

Utilizing the *Butte County ACS Risk Assessment Point Rating Scale*, participants were assessed concerning the domains of housing, employment, family community ties, and criminal history.

- ☑ 37.8 percent were assessed as **high risk** regarding their housing (i.e., unstable housing) – meaning, *little history of long-term housing or often transient*.
- ☑ 41.9 percent were assessed as **high risk** regarding employment possibilities – meaning, *no visible means of support or low probability of finding employment*.
- ☑ 11.0 percent were assessed as **high risk** regarding family community relationships – meaning, *they were transient or lived alone with no family or close friend*.
- ☑ 32.4 percent were assessed as **high risk** regarding their criminal history – meaning, *they had multiple misdemeanor or felony convictions*.

For nearly one-half of participants (48), their initial entry into the program was for a 30 day engagement with Skyway House to address substance use issues. Of those participants engaged with Skyway House:

- ☑ On average (mean), participants had been using alcohol for 3.11 years. About one-quarter (26.3%) of participants had been using alcohol for five (5) or more years.
- ☑ 39.5% of participants had been using heroin for at least one (1) year.

- ✓ 42.1% of participants had been using cocaine for at least one (1) year.
- ✓ On average (mean), participants had been using methamphetamine for 3.76 years. More than one-third (36.8%) of participants had been using methamphetamine for five (5) or more years.
- ✓ On average (mean), participants had been using marijuana for 8.03 years. Eighty-four percent (84.2%) of participants had been using marijuana for five (5) or more years.
- ✓ 21.1% percent of participants had sought previous treatment for alcohol issues.
- ✓ 47.4% percent of participants had sought previous treatment for drug issues.



graduation rates between custodial participants (e.g., ACS or probation referred individuals), 34.2 percent, and non-custodial referred individuals, 33.3 percent.

A benchmark for the grant was that at least 60 percent of program participants earn a high school diploma or equivalent (G.E.D.).

- ✓ By grant's end, 43.9 percent of participants had at least attained a high school diploma or equivalent (G.E.D.).
- ✓ For those participants at least 19 years of age, 54.0 percent had at least attained a high school diploma or equivalent (G.E.D.).
- ✓ For those participants that had officially graduated from the program, 78.8 percent had at least attained a high school diploma or equivalent (G.E.D.).
- ✓ Additionally, the percentage of participants with a high school diploma or equivalent (G.E.D.) increased statistically ( $p < .000$ ) from prior to participants' entry into the program (29.6%) to their exit from the program (43.9%).

A benchmark for the grant was that at least 75 percent of program participants that complete the program (i.e., graduated) will be employed or in college.

- ✓ Eighty-two percent (81.8%) of program graduates were employed at the time of the exit.<sup>3</sup>
- ✓ Overall, the percentage of participants employed increased statistically ( $p < .000$ ) from prior to participant's' entry into the program (7.5%) to their exit from the program (40.9%).

A benchmark for the grant was that at least 75 percent of program participants will have no gang involvement during program period:

<sup>3</sup>Historically, tracking of postsecondary education has been sporadic and thus NOT reported. Though it is likely that some participants may have also been going to college or have been exclusively going to college.

## Program Outcomes

By grant's end, one-third (33.7%) of participants officially graduated from the YB-BCC program. Though it should be noted that 9.1 percent of participants NOT officially graduating from the program either returned to school in the Chico Unified School District or found employment. There were no statistical difference ( $p > .05$ ) in

- ✓ At point-of-intake, only three (3) program participants were identified with prior gang involvement. All three (3) had NO gang involvement while engaged with the YB-BCC program.

A benchmark for the grant was that at least 60 percent of program participants will earn an industry recognized certificates (which are helpful for entry into trade industries):

- ✓ Almost 60 percent (59.0%) of participants attained at least one (1) certificate of completion. Of those receiving at least one (1) certificate, on average each participant attained 3.41 certificates, with 26.9 percent attaining four (4) or more certificates of completion.

A benchmark for the grant was that participants would have or acquire stable housing while participating in the YB-BCC program.

- ✓ Excluding participants in-custody, at their point of exit, 53.4 percent of participants were living in stable, long-term housing.

A benchmark for the grant was that participants will have a recidivism rate of no more than 20 percent.

- ✓ In its aggregate (including custodial participants and non-custodial referred individuals) and regardless of length of time in the program, 13.3 percent of participants had a new conviction during the life of the grant.
- ✓ For the pilot program, the definition used for recidivism was adopted from the California Attorney General's Office, which states: *"Felony or misdemeanor arrest and booking by a law enforcement agency that results in the filing of a criminal charge in an accusatory pleading by a prosecutor or a grand jury, as applicable."* For custodial referred participants and regardless of length of time in the program, 18.4 percent of participants recidivated (new conviction) during the life of the grant.
- ✓ The difference in the percentage of new convictions between non-custodial referred participants (10.0%) and custodial referred

participants (18.4%) was NOT statistically significant ( $p > .05$ )

- ✓ In its aggregate and for participants that officially graduated from the program, 10.0 percent of participants had a new conviction during the life of the grant. For two (2) of the three (3) participants, the new conviction was after their graduation. For custodial-referred participants that officially graduated from the program, 15.4 percent of participants recidivated. For the two (2) probation-referred participants, they recidivated after their graduation.
- ✓ The difference in the percentage of new convictions between non-custodial referred participants officially graduating (10.0%) and custodial referred participants officially graduating (15.4%) was NOT statistically significant ( $p > .05$ ).

A benchmark for the grant was that a minimum of 75 percent of participants with history of substance abuse would abstain from the use of drugs and/or alcohol during program period.

- ✓ Seventy-seven percent (77.1%) of participants that were engaged with Skyway House were reported NOT to have relapsed while they were program participants and 28.9 percent officially graduated from the program.

A benchmark for the grant was that a minimum of 75 percent of participants with history of substance abuse would abstain from the use of drugs and/or alcohol during program period.

- ✓ Seventy-seven percent (77.1%) of participants that were engaged with Skyway House were reported NOT to have relapsed while they were program participants and 28.9 percent officially graduated from the program.

A benchmark for the grant was that five (5) gang education community workshops will be conducted each year. Two (2) large community gang forums were held during the grant period; one (1) in Gridley and one (1) in Chico. Both forums were well attended and well-received. At the forums,

participants were asked to complete a survey which asked how big of a problem gangs were in the community and what community resources are needed to respond to gang problems in the community. Thirty-four (34) surveys were completed at the Gridley gang forum and 33 surveys were completed at the Chico gang forum. Key findings included:

- ✓ Almost three quarters (77.3%) of Gridley forum participants and 84.8 percent of Chico forum participants reported that gangs are a big problem in the community.
- ✓ More than one-quarter (26.9%) of Gridley forum participants and 80.6 percent of Chico forum participants reported that gang activity had gone up in the past year.
- ✓ Forty-four percent (44.0%) of Gridley forum participants and 26.9 percent of Chico forum participants reported that they worried that a family member would become involved in a gang.
- ✓ Participants from the Gridley forum and Chico forum identified *school-based prevention/interventions* as the top response to the gang problem in their community.

### Additional Analysis

- ✓ Of the 37.8 percent of participants who were assessed as **high risk** at their intake regarding their housing (meaning, *little history of long-term housing or often transient*), at their exit from the program, for 46.4 percent of participants their housing was unknown, 21.5 percent were homeless, 14.3 percent were in stable, long term housing, and the remaining 17.8 percent were either in custody or in a sober living environment.
- ✓ Of the 41.9 percent of participants who were assessed as **high risk** at their intake regarding employment possibilities (meaning, *no visible means of support or low probability of finding employment*), at their exit from the program, 30.0 percent of participants were employed.

- ✓ Of the 32.4 percent of participant who were assessed as **high risk** at their intake regarding their criminal history (meaning, *they had multiple misdemeanor or felony convictions*), 20.8 percent of participants were recidivated.

### Lessons Learned

Periodic S.W.O.T. (Strengths, Weaknesses, Opportunities, and Threats) assessments were conducted throughout the grant and an end of grant survey to reflect on successes and challenges regarding the pilot program were conducted.

### Strengths of the Program

- ✓ *Collaboration among the stakeholders; the ability of the team to communicate openly/engage in frank conversations. The team's focus on the well-being of the participants. The different perspectives brought to the table from the partners. The flexibility and "on the fly" decision making that occurred amongst the partners.*
- ✓ *The services offered to the participants were extraordinary, in particular when compared with other services / programs offered in Butte County.*
- ✓ *Equipped participants with necessary life and job skills to support their transition into the workforce and maintain sobriety.*
- ✓ *Multiple entry points for individuals to enter program.*
- ✓ *Participant buy-in to what the program has to offer.*
- ✓ *Employers starting to see YouthBuild as a pipeline for potential employees*

### Weaknesses of the Program

- ✓ *Lack of continuation funding.*
- ✓ *Lack of incarcerated participants to engage in the program in the intended model.*
- ✓ *Some inconsistencies in assessing / tracking participants. During much of the time of the grant there wasn't a clear definition of a "participant" and the definitions that did*

exist would change depending on with whom you spoke.

- ☑ *Some participants stayed too long with minimal progress.*

### **Impactful Changes Made to Program**

Program staff were asked if the project were to continue, what would they change, add, or delete in the program.

- ☑ *Expansion of age range **(positive)**.*
- ☑ *Expansion of the welding program **(positive)**.*
- ☑ *Opening eligibility to non-incarcerated individuals. This helped to address more needs within the community and also gave stakeholders more “buy in” as they were able to “nominate” their own candidates **(positive)**.*
- ☑ *Opening eligibility to non-incarcerated individuals. Moving away from the original incarcerated participant model hindered the cohort process, led to less oversight of the participants, and introduced instability as many of the non-incarcerated participants were either homeless or at risk for homelessness **(negative)**.*
- ☑ *The exiting of CUSD [Chico Unified School District] / entry of BCOE [Butte County Office of Education]. Gave the program a fresh perspective, significantly tightened up procedures / standards **(positive)**.*
- ☑ *The exiting of CUSD / entry of BCOE. Disrupted services, transition left BCOE “holding the bag” in many respects. Transition of personnel was less than ideal. The transition of “culture” between CUSD and BCOE was a difficult hurdle for the participants present at the time of transition **(negative)**.*
- ☑ *Expansion of ongoing outpatient treatment groups held by Skyway House **(positive)**.*
- ☑ *Attendance expectations and setting and monitoring short term employment goals **(positive)**.*

### **What Changes Should Be Made**

Program staff were asked if the program were to continue, what would they change, add, or delete in the program.

- ☑ *Strong attendance expectations and the monitoring of employment goals of the participants.*
- ☑ *Extend stay at residential treatment to 60 days.*
- ☑ *Change program age requirement from 18 to 25 years of age to 18 to 28 years of age.*
- ☑ *Establish clear guidelines regarding employee / participant conduct, remove “side job” / “volunteer” jobs provided to participants by instructors.*
- ☑ *Re-institute some version of “mental toughness” introduction period.*
- ☑ *Re-institute class system within structure i.e. “probee”, “boot”, etc.*
- ☑ *Streamline supply / outside contracting procurement. Establish panel to review / approve purchases / contracts.*
- ☑ *Delete the community education component (e.g., gang forums). Good information was provided but ended up falling outside of our scope.*

