

(2021-2022) Annual Plan

Date: 4/21/2021

County Name: Stanislaus

Contact Name: Dave Chapman

Telephone Number: 2095254505

E-mail Address: chapmand@stanpro.org

Instructions:

Government Code Section 30061(b)(4) and Welfare & Institution Code Section 1961(b) call for consolidation of the annual plans required for JJCPA and YOBG.

Please submit your most up-to-date consolidated plan. The following is a standardized template for a consolidated county plan. If you find it helpful to use this template, please do so. Each field must be completed before submitting your plan to the BSCC. If you have nothing to report for a field, please indicate 'N/A'. At the end of the template please press the 'Submit' button to be recorded with the BSCC. Your work will be saved each time you log in, if you need to make any edits.

Your Submission will be posted, as submitted, to the BSCC website.chapmand@stanpro.org

If you have any questions on completing your annual plan, or wish to use your own plan, please email:

JJCPA-YOBG@bscc.ca.gov

Juvenile Justice Plan

Part I. Countywide Service Needs, Priorities and Strategy

- A. Assessment of Existing Services
- B. Identifying and Prioritizing Focus Areas
- C. Juvenile Justice Action Strategy
- D. Comprehensive Plan Revisions

Part II. Juvenile Justice Crime Prevention Act (JJCPA)

- A. Information Sharing and Data Collection
- B. Juvenile Justice Coordinating Councils
- C. Funded Programs, Strategies and/or System Enhancements

Part III. Youthful Offender Block Grant (YOBG)

- A. Strategy for Non-707(b) Offenders
- B. Regional Agreements
- C. Funded Programs, Placements, Services, Strategies and/or System Enhancements

**Part I. Service Needs, Priorities & Strategy
(Government Code Section 30061(b)(4)(A))**

A. Assessment of Existing Services

Include here an assessment of existing law enforcement, probation, education, mental health, health, social services, drug and alcohol, and youth services resources that specifically target at-risk juveniles, juvenile offenders, and their families.

Since the creation of the Comprehensive Multi-agency Juvenile Justice Plan developed in 2000, Stanislaus County has continued to update the Local Action Plan (i.e. 2005, 2008, 2013 and 2020). In 2020, the Probation Department updated the Local Action Plan document to consider projects, services, programming, and partnerships through 2025. Included in the submission of this report, as a separate document, is the most recent Local Action Plan (LAP) 2020-2025 update developed from a collaboration and cross section of numerous agencies working with the Probation Department. The Stanislaus County Graduated Responses To Youth Crime and Delinquency Prevention Continuum is updated in the LAP to include the upcoming FY 21/22, with projections through 2025. These documents combine to provide an assessment and overview of existing resources that target the specified populations we serve.

Describe what approach will be used to facilitate collaboration among the organizations listed above and support the integration of services.

See the Local Action Plan 2020-2025 submitted with this report which describes the approach Stanislaus County has used and will continue to use to collaborate amongst organizations and support the integration of services. It is expected that the Local Action Plan will be reviewed annually through 2025, adjusted as needed, and approved by the Juvenile Justice Coordinating Council annually.

B. Identifying and Prioritizing Focus Areas

Identify and prioritize the neighborhoods, schools, and other areas of the county that face the most significant public safety risk from juvenile crime.

As identified in our original Comprehensive Multi-agency Juvenile Justice Plan, greater Modesto areas continue to face the most significant public safety risk from juvenile crime. As part of the 18/19 plan, the Department initiated a Planning Phase for a Youth Assessment Center (YAC) in this targeted area. In FY 19/20, the Pilot Phase of the Youth Assessment Center began. In FY 20/21, the YAC was in its first year of full implementation. In this upcoming Fiscal Year 21/22, it is expected that the YAC will continue to serve targeted youth in these areas. The long term goal is to introduce the YAC into other targeted communities in Stanislaus County that also have higher levels of youth crime. Attached with this plan is a Map Analysis (Attachment A) of where current youthful offenders under probation wardship are residing in order to establish a targeted approach to providing services to families and youth.

C. Juvenile Justice Action Strategy

Describe your county's juvenile justice action strategy. Include an explanation of your county's continuum of responses to juvenile crime and delinquency as well as a description of the approach used to ensure a collaborative and integrated approach for implementing a system of swift, certain, and graduated responses for at-risk youth and juvenile offenders.

Attached is our updated Graduated Responses to Youth Crime and Delinquency Prevention Continuum (Attachment B) which includes Prevention, Intervention, Enforcement and Detention programs and partnerships. Additionally, it includes all existing programs, programs to be expanded, programs being implemented and programs to be created. This attachment included with the submission of this report was updated to reflect the projected FY 21/22 plans. Furthermore, it was expanded to include projections up through 2025. This document will be updated annually as needed and is a part of the Local Action Plan.

D.Comprehensive Plan RevisionsDescribe how your Plan has been updated for this year.

Previously, members of the Juvenile Justice Coordinating Council (JJCC), various county agencies, law enforcement agencies, community-based organizations, and Probation staff were all invited to participate in the Local Action Plan Update committee that met in September 2019, November 2019 and February 2020. A wide variety of individuals participated in these meetings from each of the above identified organizations. During these meetings, the current Local Action Plan was evaluated and reviewed, as well as the goals from previous year. Subgroups were created that focused on four areas of the plan: (1) Prevention (2) Intervention (3) Enforcement and (4) Detention. Updated goals, partnerships, programs and services were identified and placed in an updated Local Action Plan to cover the time period 2020-2025.

The Local Action Plan (with FY 21/22 updated information in Attachment B) was submitted for the Juvenile Justice Coordinating Council's approval in April 2021. It will be included in the submission of this JJCPA-YOBG Annual Plan.

If your Plan has not been updated this year, explain why no changes to your plan are necessary.

N/A

**Part II. Juvenile Justice Crime Prevention Act (JJCPA)
(Government Code Section 30061(b)(4))**

A. Information Sharing and Data Describe your information systems and their ability to facilitate the sharing of data across agencies within your county. Describe the data obtained through these systems and how those data are used to measure the success of juvenile justice programs and strategies.

The Stanislaus County Probation Department in collaboration with other county agencies has developed its own Integrated Criminal Justice Information System (ICJIS). Data is shared amongst Probation, District Attorney, Public Defender and the Sheriff's Department. Development is ongoing in the county to share information with existing agencies as well as Mental Health, Courts, Behavioral Health and other law enforcement agencies.

B. Juvenile Justice Coordinating Councils

Does your county have a fully constituted Juvenile Justice Council (JJCC) as prescribed by Welfare & institutions Code 749.22?

yes

If no, please list the current vacancies that exist on your JJCC, when those vacancies occurred, and your plan for filling them.

N/A

C. Funded Programs, Strategies and/or System Enhancements

JJCPA Funded Program(s), Strategy and/or System Enhancement

Below are JJCPA funded programs reported by the county.

Program Name:

Intensive Juvenile Supervision Unit

Evidence Upon Which It is Based:

This program has demonstrated effectiveness in reducing delinquency and addressing juvenile crime as it has shown a decrease in the number of adjudicated offenses including, drug related and violent offenses. A Violation of Probation Matrix was implemented to help officers seek fewer violations by using alternative sanctions. Furthermore, youth are supervised by JAIS assessment strategy and the VOP Matrix sanctions correlate to the youth's strategy thereby focusing on both the youth's risks and criminogenic needs while attempting to avoid a return to detention. This team supervises youth who are categorized as "High Risk" in their criminogenic risk/needs assessment.

Description:

The Intensive Juvenile Supervision (IJS) Unit expands intensive, community based supervision of high-risk juvenile court wards and the enforcement of Court orders. The objective is to reduce juvenile criminal involvement in the target population and increase offender accountability by actively enforcing outstanding juvenile court warrants, providing intensive supervision of youth, and utilizing targeted strategies related to their JAIS assessment.

One area that has been identified as needing enhancement is opportunities for this population to gain employment skills and eventually jobs. During FY 18/19, a new partnership with the County Workforce Development agency was created. Through the partnership, an In-Custody and Out-of-Custody employment development program called "Let's Work" was created. Youth are followed for 12-months after employment to track progress. The IJS Unit and employment program will continue in FY 21/22.

This "High Risk" supervision unit and the related employment program support the goals of both

the Intervention and Enforcement areas of the Local Action Plan.

Program Name:

Home Supervision --Electronic Monitoring/GPS/House Arrest Program

Evidence Upon Which It is Based:

The program is effective in ensuring minors attended all scheduled court hearings. Furthermore, by restricting appropriately selected minors to their homes rather than detaining them in Juvenile Hall, secure detention beds can be reserved for those youth posing the greatest danger to the community and taxpayer costs for juvenile facility placements can be avoided.

Description:

Home Supervision, an intervention program, is designed to provide protection to the community and offender accountability while allowing offenders to remain in their homes in lieu of incarceration. The program consists of Electronic Monitoring/GPS and House Arrest of wards and alleged wards pending adjudication and/or disposition hearings in Juvenile Court. The minors are supervised through face-to-face visits by program staff who verify participation in structured, community based counseling programs and compliance with imposed restrictions. The Intensive Juvenile Supervision (IJS) Unit oversees and monitors these youth on this program utilizing the more accurate GPS units and web-based tracking system to streamline supervision services.

This program supports the goals of the Intervention and Enforcement areas of the Local Action Plan.

Program Name:

Mental Health/SUD Treatment/Cognitive Behavioral Intervention

Evidence Upon Which It is Based:

In 2017, our Department noticed a significant decrease in those youth voluntarily participating in Juvenile Drug Court. Furthermore, and due to the automatic sealing of juvenile records, youth were not motivated to participate. Additionally, no youth would be assigned to Juvenile Drug Court (JDC) unless the minor did so voluntarily. As a result, the Probation Department and partner agency, Juvenile Justice Mental Health (JJMH), had to re-organize the staffing and re-evaluate the referral process for those youth who were in need of Mental Health or SUD treatment. JJMH continued to be a partner in our re-organization for those youth that meet their eligibility. For those youth who were mid-to-low risk or who do not meet eligibility for JJMH services, additional Community-Based Organization/non-profit options were pursued with contracts for Mental Health, Substance Abuse, Cognitive Behavioral Intervention and Domestic Violence (DV) /Victim Awareness that were started in 2018 and early 2019. These services will be continued in the FY 21/22.

Description:

The Probation Department and Juvenile Justice Mental Health (JJMH) have a long standing history of partnering to provide services to youth in the criminal justice system. JJMH staff are currently co-located with the Probation Department. The Behavioral Health Screening Process is utilized to make the initial referral for assessment for formal wards.

Mental Health and Substance Abuse (SUD) treatment for lower level, informal youth, under probation supervision began in January 2019. Treatment programming for domestic violence counseling/victim awareness began in February 2019.

In August 2019, Cognitive Behavioral Intervention (CBI) programming began to be provided to all in-custody youth. The program, called "Choices", uses an evidence-based curriculum and is supported by technical assistance from the University of Cincinnati. Probation staff have been trained to deliver the curriculum in scheduled doses to youth in-custody. The next step is to offer this curriculum to out-of-custody youth. Additionally, Probation staff have been trained in Aggression Replacement Training (ART) and are providing this program to youth out-of-custody.

Program enhancement: A future goal is to develop a computer lab for on-going counseling/training for youth using on-line evidence based courses and materials. Funds will be

set aside for continued contracts in FY 21/22 for Mental Health, SUD treatment, CBI and DV/Victim Awareness for probation youth. These programs support the goals of both the Intervention and Detention areas of the Local Action Plan.

Program Name:

Gender Responsive Alternative to Detention (GRAD)/ CSEC Youth Assessment and Support

Evidence Upon Which It is Based:

Treating justice involved girls and boys in a generic manner do not appropriately meet their needs. Girls tend to have elevated rates of trauma, which can lead to serious mental health conditions. The reasons for girls' system involvement are complex and often rooted in challenging family dynamics. Without gender-responsive assessments, programs, and services, an opportunity to address the issues that lead to girls' justice involvement is missed.

In December 2009, the Probation Department began collaborating with the Prison Law Office, the National Center for Crime and Delinquency and the Youth Justice Institute to implement what would come to be known as the Girls Juvenile Justice Initiative. The purpose of the initiative was to create and implement a strategic plan and task force to address the dearth of services available to justice involved girls. A strategic plan was developed in December 2010 with the mission: "To promote public safety by creating a gender-responsive, culturally competent continuum of services that provides opportunities for girls and young women to lead safe, healthy and productive lives."

The Probation Department evaluated our own data and determined secure detention was the primary resource used for violations of probation, bench warrants and failures to appear. The data showed girls were over-represented in terms of bookings into the juvenile hall and out-of-home placement. It was also determined almost half of all girls entering the juvenile hall were booked for violations of probation, bench warrants and failures to appear. In July of 2011, the Stanislaus County Probation Department implemented the Gender Responsive Alternatives to Detention (GRAD) program, which introduced a specialized caseload, gender-responsive training and assessment tool and enhanced services for the under-served population of justice involved girls.

In 2018, a partnership was established with a local non-profit, Without Permission, that provided a staff called a "Navigator" to conduct CSE-IT assessments and assist Probation with identifying youth who may be at-risk of Commercially Sexually Exploited Children (CSEC) issues. Interestingly, through this partnership we have identified a small population of previously uncategorized CSEC males that have been booked into our institutions. We will continue to utilize services of the Navigator to assist with both in-custody and out-of-custody youth.

Description:

A Center for Human Services case manager is currently co-located within the Probation Department. The probation department implemented the gender-responsive Juvenile Assessment and Intervention System (JAIS) tool. The JAIS is an evidence-based tool that generates an assessment in order to identify a supervision strategy and create an intervention plan. Upon the completion of the assessment process, the GRAD team, to include the DPO I/II and the case manager meet to share information and determine appropriateness for the program for the under-served population of justice involved girls. Once accepted into the program, staff from both agencies interact on a daily basis, conducting weekly case reviews, attending court appearances and exchanging information as necessary.

The GRAD program employs numerous alternative interventions in the event of a violation of probation. When a girl receives traditional probation services, if she is in violation of probation, she is sent to Court and a recommendation for time in juvenile hall is typically made. With GRAD, the deputy probation officer and case manager engage in a "case conference," during which they meet to discuss the particular circumstances of the girl, their various options and to make recommendations for appropriate steps to take to address the behavior.

The GRAD program continues to serve between 18-24 female youth. Each youth in GRAD also receives one-on-one counseling services and referrals to the following programs (as appropriate): The Spot, Josie's Place, Hutton House, and the Family Resource Centers, while also receiving education on CSEC, eating disorders/body image, and financial literacy.

Female youth receive various services such as an evidence-based Alcohol and Other Drug (AOD) treatment program, Steps to Freedom. CBT (Cognitive Behavioral Therapy) is the premier cognitive-behavior program for substance abuse treatment which combines education, group and individual counseling, and structured exercises designed to foster moral development in treatment-resistant probationers. GRAD probationers may also be referred to Aggression Replacement Training (ART). ART is a cognitive behavioral intervention program to help children and adolescents improve social skill competence and moral reasoning, better manage anger, and reduce aggressive behavior. Additional services include probation supervision and case management services, general counseling, and intensive drug and alcohol out-patient services.

The youth on GRAD are also required to participate in the Probation Department's employment development program called, "Let's Work". This is in partnership with the County Workforce Development team who educate, guide and mentor youth through the employment process and encourage them to seek higher education beyond their high school graduation.

An extension of the GRAD program is the Girl's Advisory Council (GAC), which is a collaboration

between the probation department, the Center for Human Services, community members and various local service providers. The GAC empowers female youth in the county with resources to help them reach their full potential.

Finally, in partnership with Without Permission (a local non-profit specializing in working with victims of human trafficking and those with CSEC issues), a staff called a "Navigator" assesses all female youth on probation or males/females who have been booked into the Juvenile Hall that show risk factors for CSEC. The CSE-IT assessment tool is used by the Navigator to assist in case planning for the youth to address protective factors, trauma issues or other concerns shown by the assessment. A Navigator is co-located in the Juvenile Placement and Programming Unit.

The GRAD program has touched hundreds of female youth over the years. Some struggle and while others thrive; yet, the lasting impression is unmatched in their lives. For example, several years ago, a then 14-year old female had gone through GRAD but was not initially successful; she moved onto high risk, then placement. However, she returned from placement back to GRAD, graduated high school, and moved on to Modesto Junior College while receiving the Underwood Scholarships from the Probation Department. She was ultimately dismissed from Probation. Most recently, at 19 years old, she joined the Girls Advisory Council as a former probation youth wanting to give back to the program that once served her. This is just one example of the impact this program has had on the lives of youth.

Program Enhancement: A partnership with Without Permission to have an additional (2nd) Navigator on-site at the Probation Department at least three days per week has been discussed, pending further evaluation of the needs related to this population. This program meets the goals identified in the areas of Intervention and Detention in the Local Action Plan.

**Part III. Youthful Offender Block Grant (YOBG)
(Welfare & Institutions Code Section 1961(a))**

A. Strategy for Non-707(b) Offenders

Describe your county's overall strategy for dealing with non-707(b) youthful offenders who are not eligible for commitment to the Division of Juvenile Justice. Explain how this Plan relates to or supports that strategy.

See attached Stanislaus County Graduated Responses to Youth Crime and Delinquency.

YOBG funded programs are included in the spreadsheet and support our strategy of a graduated response for dealing with non-707(b) youthful offenders who are not eligible for a commitment to DJJ (Juvenile Justice Realignment-Office of Youth and Community Restoration in July 2021 due to SB 823).

B. Regional Agreements

Describe any regional agreements or arrangements to be supported with YOBG funds.

N/A

YOBG Funded Program(s), Placement, Service, Strategy and/or System Enhancement

Below are YOBG funded programs reported by the county.

Program Name:

Home on Probation--Juvenile Supervision/JAIS

Evidence Upon Which It is Based:

Wards assigned to the caseloads supported by YOBG and JJCPA funds will be assessed with an evidence based risk assessment tool, the Juvenile Assessment and Intervention System (JAIS). This program works in collaboration with the JJCPA Intensive Juvenile Supervision Unit in that it identifies minors who may be in need of a higher level of supervision and also provides a targeted intervention for those minors who are low to medium risk. The JAIS supervision strategies determine the level of intervention.

Description:

In an ongoing effort to promote public safety by preventing lower risk minors from escalating into delinquency, from being sent to out-of-home placement or from otherwise being detained, Stanislaus County will use the Juvenile Assessment and Intervention System (JAIS), an evidence based risk assessment tool, to develop case plans for minors supervised on probation. The JAIS identifies strategies that emphasize public safety, rehabilitation and accountability, and focuses efforts on criminogenic needs. Juvenile Supervision Officers will use this evidence based and gender responsive assessment tool in developing a plan to provide treatment options aligned with the assessed needs of minors before they are re-committed to juvenile hall, sent to placement or committed pursuant to SB 823 at the local level. The JAIS complements the professional judgment of the supervising officer and emphasizes the reduction in recidivism through the use of evidence based supervision strategies.

This assessment affects youth under the Intervention, Enforcement and Detention areas of the areas of the Local Action Plan.

Program Name:

Camp--Juvenile Commitment Facility

Evidence Upon Which It is Based:

The Department funds a number of administrative, supervisory and line staff positions to provide 24/7 supervision, programming and observation for those youth committed to the Juvenile Commitment Facility (JCF).

Description:

Stanislaus County completed the construction of a 47,207 square foot Commitment Facility in 2013. The 60-bed treatment facility is comprised of three living units; a 30-bed living unit and two 15-bed living units. The facility is separated from, but directly adjacent to the existing Juvenile Hall and Juvenile Justice Center located at 2215 Blue Gum Ave in Modesto. The Commitment Facility is providing residential programming for post-adjudicated wards, thereby preserving secure beds at the Juvenile Hall for pre-adjudicated youth. The facility is designed to house longer term Juvenile Court commitments and provide staffing to offer academic and vocational education programs, mental health, Culinary and Trade learning programs and other programs which promote a sense of self-discipline and responsibility to guide them toward a more productive and pro-social lifestyle.

Program Enhancement: For youth who have been ordered into out-of-home placement, they are assessed to assist in determining appropriateness for level of care placement. An increase in the professional services contract with the County Children System of Care (CSOC) was included to offset the costs associated with these assessments in custody.

This program supports the goals identified in the Detention area of the Local Action Plan.

Program Name:

Crime Analyst

Evidence Upon Which It is Based:

The Crime Analyst will evaluate the effectiveness of existing juvenile services/programs and will assist in researching best practices for future programming. This individual collaborates with and presents findings and recommendations to a variety of program stakeholders both internal and external to the department to help achieve organizational goals related to program outcomes. The use of Statistical Product and Service Solution (SPSS) software will be utilized for numerical, spatial and graphical analysis.

Description:

The Crime Analyst (Program Evaluation Researcher) collects, collates, and analyzes data from a variety of sources; to provide timely information and recommendations to the Department and other stakeholders utilizing written reports, visual graphics, oral presentations, and other applicable methods to help the Department attain organizational goals. The Analyst will evaluate the effectiveness of current services and juvenile programs to determine if the Department is achieving intended outcomes and will assist in researching best practices for future programming. The Analyst's work includes developing and maintaining a process for collection, maintenance and management of probation data including auditing and standardizing data. The Analyst will design research methods, and statistical analysis to assess program needs, theory, processes, efficiency, outcomes, and impacts aimed at maintaining or improving program design and/or administration. The Analyst will use innovation and technology to ensure the most progressive and efficient processes are used; which includes the use of analytics based software for numerical, graphical, and geospatial analysis.

In addition, the Analyst is responsible to prepare and disseminate research proposals and reports, grant proposals and compliance reports, and other related memoranda as necessary. The analyst will also assist officers and administrators in daily operations, decision-making and planning.

This program supports the goals of the Intervention and Enforcement areas of the Local Action Plan through analysis of trends that allow appropriate allocation of resources for future supervision.

Program Name:

Juvenile Hall

Evidence Upon Which It is Based:

Probation Corrections Officers have been trained in various evidence-based programming curriculum. Additional training will be provided and updated for staff.

Description:

The Juvenile Hall is a 158-bed facility at the Juvenile Justice Center located at 2215 Blue Gum Ave in Modesto. The Juvenile Hall provides temporary and extended detention for those youth awaiting detention, jurisdictional or dispositional hearings. Programming for both pre-and post-adjudicated wards is also provided as previously noted in this plan. The facility provides academic and vocational education programs, mental health and substance abuse services and other programs which promote a sense of self-discipline and responsibility. The county will continue operating Juvenile Hall and house minors, including those non-707b youth that would have previously been committed to DJJ (OYCR in July 2021). Some youth who have violated a placement order could also be returned to benefit from services at the Juvenile Hall.

YOBG funds will pay for salary and benefit costs for additional staff positions to staff the facility while providing supervision services to youth detained in the Juvenile Hall. Equipment, training and travel costs for each staff as well as workbook materials and incentives will be included for all evidence-based courses taught in and out-of-custody.

This program supports the goals identified in the Detention area of the Local Action Plan.

Program Name:

Youth Assessment Center

Evidence Upon Which It is Based:

As part of the Department's Graduated Responses to Youth Crime and Delinquency, there has been an identified need to develop a Youth Assessment Center (YAC) in our County. This center would assist in addressing low level cases by working collaboratively to keep targeted youth from entering the Juvenile Justice System through Diversion or similar efforts. This was a phased approach with a Planning Phase in FY 18/19, Pilot Phase in FY 19/20 and Full Implementation Phase in FY 20/21. The YAC will continue operation in a 2nd year of full implementation in FY 21/22.

Description:

Historically, the Probation Department receives 400-600+ citations annually for youth who commit medium/low level offenses in our county. These citations often involve youth who have medium/low criminogenic needs and family issues that have led them to make their poor decisions. These youth can end up in the criminal justice system either through having to come see Probation and we close the case, or we send them to Court and they get placed on probation (informal or formal), or we give them some alternative supervision program option we have here at Probation. This process and other "processes" exist in various forms: some divert youth from the system, some use the system to discipline them for their acts. The spectrum runs from least restrictive actions to incarceration. Our goal is to help them avoid the system altogether through CBO referrals and community involvement.

During the initial Planning Phase in FY 18/19, a committee of Probation, BHRS and non-profit staff looked into various "systems" to help us reach our ultimate goal of not having youth touch the criminal justice system (if possible) and "divert" or move them into more of a prevention /early intervention program. The initial funding would be through a Probation/BHRS partnership and CBO, while also engaging local law enforcement to refer youth to the CBO to offer services instead of Probation handling it through our criminal justice process. Our research has shown that we should target youth in the greater Modesto area for our County.

In 2019, a partnership with Sierra Vista Child and Family Services (SVCFS) was established utilizing their existing Family Resource Center located in West Modesto. Our intention in meeting with an established CBO is to add another layer to its "one stop shop" at its Family Resource Center that touches these youth and utilizes existing referrals or treatment processes to move

them away from further criminal activity.

A team of Probation, Prevention/Early Intervention Behavioral Health and Recovery Services staff, and SVCFS made up the initial group to create the Youth Assessment Center (YAC) "pilot" in FY 19/20. YAC referrals are currently coming from the citations received by the Probation Department from local law enforcement; however, the goal in the next phase is to have local law enforcement send their referrals/citations directly to the YAC thereby avoiding going through Probation. Additionally, a mobile referral application has been developed and is being implemented at the end of FY 20/21. This mobile referral process will continue and be evaluated in FY 21/22.

In FY 21/22, the YAC will continue in a 2nd year of full implementation with on-going evaluation of the program's effectiveness in reducing recidivism or decreasing the overall citations received by the Department.

This program supports the goals of the Prevention area in the Local Action Plan.

Stanislaus County Probation Department Local Action Plan 2020-2025



Updated April 2021

<p style="text-align: center;">Stanislaus County Juvenile Justice Coordinating Council 2020--2021</p>
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Mark Ferriera, Stanislaus County Chief Probation Officer, Chair

Terry Withrow, Stanislaus County Board of Supervisors

Jeff Anderson, Director, Sierra Vista Child and Family Services

Laura Arnold, Stanislaus County Public Defender

Birgit Fladager, Stanislaus County District Attorney

Jeff Dirkse, Stanislaus County Sheriff

Rick Collins, Chief of Police, Ceres Police Department

Brandon Gillespie, Interim Chief of Police, Modesto Police Department

Cindy Duenas, Executive Director, Center for Human Services

Kathryn Harwell, Director Community Services Agency

Scott Kuykendall, Superintendent, Stanislaus County Office of Education

The Honorable Ann Ameral, Juvenile Dependency Court, Stanislaus County Superior Court

The Honorable Ruben Villalobos, Supervising Judge, Juvenile Delinquency Court,
Stanislaus County Superior Court

Sara Noguchi, Superintendent, Modesto City Schools District

Jody Hayes, Stanislaus County Chief Executive Officer

Ruben Imperial, Director, Behavioral Health & Recovery Services

Chau-Pu Chiang, Professor, Criminal Justice, CSU Stanislaus and Public Member

Historical Summary of Juvenile Justice Planning in Stanislaus County

Passage of Senate Bill 1760 (SB 1760) in 1996 resulted in the addition of Welfare and Institutions Code Section 749.22, the genesis for Juvenile Justice Coordinating Councils in the State. However, in Stanislaus County, work on collaborative and integrated juvenile justice planning predated passage of this legislation. Stanislaus County began comprehensive interagency planning relative to its youth population in the early 1990s. In 1990, the County formed a Children's Service Coordinating Council to facilitate program information sharing and interagency cooperation. Then in 1992, the County established a county-wide Interagency Children's Services Coordinating Council to develop, implement, oversee, link and advocate for services provided to children and families in the County. In 1994, Stanislaus County applied for and received a major five-year Family Preservation and Support Program Grant from the California Department of Social Services and established a multi-agency planning group to oversee this effort. Thirty-eight focus groups were conducted throughout the County to build the plan with the goals of strengthening families, preventing delinquency, reducing placements and building neighborhood empowerment and self-help support systems. Also in 1994, the Probation Department, Mental Health Department, and Department of Social Services joined forces to develop and implement a Children's System of Care to provide assessment, crisis evaluation, brief treatment, and wrap around services delivered from a specialty team at the Juvenile Justice Complex.

Stanislaus County formed its original Juvenile Justice Coordinating Council (JJCC) as a result of the passage of SB 1760 in 1996. It developed its first Local Action Plan (LAP) in 1997, in preparation for the submission of a Challenge Grant proposal. Consultant Susan B. Cohen helped guide the development of the LAP, which was a requirement of the grant. The County relied on a Community Based Punishment Plan (June 1996) and the Report on the Stanislaus County Juvenile Justice System, also known as the Juvenile Justice Master Plan (December 1996), to begin work on the LAP. This enabled the County to submit the first Challenge Grant application to the California Board of Corrections. With this grant application, the County proposed to pilot an intensive probation supervision and case management program called the Intensive Diversion and /Early Action (IDEA) demonstration project.

Prior to development of the LAP, consultants Susan B. Cohen and Mark Morris assisted the county in developing the Community Based Punishment Plan, which created a comprehensive proposal for enhancing public safety by augmenting prevention and available punishment options. This plan sought to emphasize prevention and early intervention, to fill existing gaps in the correctional services available to the court for adult and juvenile offenders, and to describe the number and kinds of local punishment options that would help the county reduce its commitment to the California Department of Corrections and the Department of the Youth Authority. The Community Based Punishment Plan envisioned a

continuum of interventions, sanctions and punishments, beginning with early identification of juveniles who appear to be at risk for involvement in crime or delinquency and continuing through post release supervision of those who have committed crimes, been incarcerated and are later returned to the community.

The 1996 Juvenile Justice Master Plan was initiated to assess the juvenile justice needs in Stanislaus County. The consulting firm of Mark Morris Associates, with Jay Farbstein & Associates, worked with an Advisory Committee appointed by the Stanislaus County Board of Supervisors. The Advisory Committee and several subcommittees met over a six-month period to discuss issues and to review information developed by the committees and the consultants. The consultants reviewed existing programs and services, completed detailed case by case studies of youth in the juvenile justice system, projected future trends, and assessed the juvenile facilities existing at the time. The assessment report outlined a vision for a balanced response to juvenile problems, containing elements ranging from prevention and early intervention to suppression and enforcement. Expanding upon the continuum model previously created with the Community Based Punishment Plan, the Juvenile Justice Master Plan created a new model that took into account the risk and need levels of minors. This new concept of the continuum assumed graduated sanctions, such that each youth could be assigned to a level of supervision or consequence suited to the severity of his/her behavior and/or to the level of risk to the general community. The 1996 Juvenile Justice Master Plan made a number of recommendations for enhancements to the juvenile justice system; including:

Prevention/Early Intervention

- Youth Centers for after-school hours
- Begin planning for intake/assessment centers
- Expand Youth Courts
- Create Victim Offender Reconciliation Program
- Expand Mentoring

Intermediate Sanctions

- Create juvenile electronic monitoring
- Supplement Probation with “trackers” for moderate risk community supervision
- Review and revise a Probation intake risk and offender needs assessment system
- Create non-secure detention for youth detained while pending placement
- Create a day reporting center
- Residential substance abuse treatment

Facilities/Facility Programs

- Create a Camp/Ranch or Commitment Facility Program
- Mental health and substance abuse treatment unit(s) in Juvenile Hall
- Expand Juvenile Hall to 150+ beds

Implementation

- Expand the role of the Interagency Children's Services Coordinating Council and create staff position to support
- Ongoing assessment of the juvenile justice system, review the Master Plan, and an evaluation of new programs
- Coordinating Council planning for integrated information system and "Children's Budget"

Building upon the 1996 Community Based Punishment Plan and the Juvenile Justice Master Plan, the initial 1997 LAP modeled a continuum of support and sanctions to prevent crime and delinquency and to provide swift, sure, graduated consequences for antisocial behavior when it occurred. It encompassed prevention, early intervention, intermediate sanctions, incarceration and aftercare. It also sought to hold offenders accountable for their actions, encourage and support positive behavioral change, use punishment options that fostered both short and long term public safety, instill a sense of self-discipline and responsibility, and engender reparation to individual victims and community. The Juvenile Justice Coordinating Council expressed four major goals for the LAP, in keeping with their other youth and family-based planning efforts:

- Develop system-wide vision, program capacity and long-term service sustainability
- Develop a children and youth continuum of care that provides targeted interventions and services for low risk, at risk, high risk and in-crisis youth and families
- Expand currently effective programs and create new juvenile services, community located and risk focused, to address the needs of minors already in the probation and juvenile court system
- Create a juvenile justice database and management information system that will permit program planning, outcome monitoring, appropriate client information sharing and short and long-term case tracking

Since the Master Plan and first LAP were developed in 1996 and 1997 respectively, many of the identified gaps in the system have been filled by both public and private agencies that serve at-risk youth and juvenile offenders. The Juvenile Justice Coordinating Council has periodically conducted extensive reviews of available services and programs targeting at-risk juveniles, juvenile offenders and their families in an effort to update the continuum and LAP. The

LAP has served as the County's guiding strategic plan and has been a valuable tool in pursuing new funding resources to fill critical service gaps.

The County was awarded Challenge Grant funding in 1997 to operate its IDEA demonstration project in partnership with the Center for Human Services, a local non-profit organization. The program specifically targeted low-risk juvenile offenders referred to the Probation Department from high-risk neighborhoods.

Additional Challenge Grant monies became available in 1998 and the County responded by preparing a new Local Action Plan and submitting a proposal to serve families of adult probationers with minor children. The Family Oriented Community Utilization System (FOCUS) was proposed and funded by the Board of Corrections. The array of programs and services described in the Local Action Plan were indicative of the County's commitment to providing a comprehensive continuum of interventions from prevention and early intervention through supervision, treatment, placement and incarceration of juvenile offenders. Family based supervision was a priority of the Council highlighted in its 1999 Local Action Plan. The JJCC served as the oversight board for both Challenge Grants and met quarterly to hear progress reports and to receive information on the status and needs of the juvenile justice system.

In September 2000, Governor Davis signed the Schiff-Cardenas Crime Prevention Act of 2000 (CPA 2000). This provided Stanislaus County the opportunity to revisit the continuum of responses to juvenile crime, to reassess the current resources and statistical data, to determine the progress the County had made since the completion of the last Local Action Plan and to identify remaining gaps in service for at risk youth, families and juvenile offenders.

Stanislaus County called upon the Renaissance Consulting Group to assist in preparing the required Comprehensive Multiagency Juvenile Justice Plan (CMJJP). The JJCC became the planning body for the development of the CMJJP. The Renaissance Group worked with members of the JJCC to develop the CMJJP. Through this process, the LAP and continuum were once again updated. Identified goals of the LAP included:

- Increase Community/School Based Programs
- Increase Mental Health and Substance Abuse Capacity
- Increase Intensive Supervision to Wards
- Improve or Create Data Collection Systems

Programs proposed through the CMJJP filled critical gaps in the County's LAP and continuum of responses. Four programs were recommended in the CMJJP and funded through CPA 2000 including a Day Reporting Center, High Risk Offender Supervision and Juvenile Court Warrant Enforcement, Neighborhood Accountability Boards, and Home Supervision Program Expansion. As required

by CPA 2000, the JJCC continues to monitor the progress of the programs implemented through the CMJJP.

In 2005, the JJCC once again conducted a thorough assessment of existing resources available to the County to address crime and delinquency in order to assess service gaps and develop goals for the overall juvenile justice system. These goals included:

- Create a camp/ranch or commitment facility program
- Expand Juvenile Drug Court treatment programs to include a third level of care for those offenders that are resistive to or refuse treatment services
- Expand School Contracted Probation Officers to provide school-based prevention and intervention services throughout the county
- Link Probation Officers to newly formed Family Resource Centers to provide for early assessment of problems and service needs of youth referred by law enforcement
- Work in collaboration with law enforcement, schools, community-based organizations and community members to promote Youth Centers for after school hours

Since the last extensive assessment of services conducted in 2005, the JJCC has periodically updated the continuum to reflect changes in available programs and options needing to be created.

Update of the Local Action Plan 2013

The JJCC initiated an extensive assessment of juvenile services and an update to the county's Local Action Plan on October 25, 2011, in response to the successful grant application for funding through the Evidence Based Practices Project, which is funded as part of the Juvenile Accountability Block Grant Program. As noted previously, an extensive assessment of services had not been conducted since 2005 and the LAP had not been updated since 2008.

Since the last update in 2008, there has been continued advancement and refined knowledge regarding what works best for youthful offenders. Gender responsiveness is a critical factor which historically had not been considered by the JJCC when creating or evaluating juvenile justice programs. As a group, girls' reasons for involvement in the juvenile justice system are different than those for justice-involved boys. Research indicates treating justice-involved girls like boys is ineffective. The LAP was in need of analysis and planning for providing needed gender-responsive services for the prevention and treatment of juvenile delinquency. Therefore, the process for updating the LAP incorporated the fundamentals of Evidence Based Practices (EBP) and gender-responsiveness. The JJCC meets on a quarterly basis, so the process took a significant period of time to complete. Some activities related to the plan began to occur before the final update had been completed.

The JJCC primary task was to assess the available community services and programs, evaluate the use level and understanding of evidence-based practices and gender-responsiveness, and identify gaps in services. The council was not charged with evaluating crime data and/or trends in their evaluation of services.

Information Gathering About Programs and Services

In October 2011, the Probation Department assigned a probation officer to complete the first step of the LAP update. This involved gathering information about the existing services and programs targeting at-risk juveniles, juvenile offenders, and their families. The probation officer contacted every known service provider/agency, public and private, in an effort to determine what services were available, the type of population being served, if the services were evidence based, and if they were gender responsive. This process took several months and resulted in the elimination of 41 programs that were no longer available to the community, and the addition of 141 programs that had been added since the previous update in 2008.

At least 60 agencies are providing services to youth in our community. Of the programs identified, 31 agencies reported that they provided gender-based services; however, the council all agreed that most were pregnancy related services rather than programs based on gender-responsive services. Only four programs were identified as employing evidence-based practices. It was discovered that many of the county's service providers were not aware of what evidence-based practices were, and those who were aware, did not know if their program qualified. Once the program information was obtained, the Coordinating Council then moved into the next phase, which was to evaluate and analyze the programs.

Evaluation of Available Programs

Evaluation of the programs required several meetings and took place over many months. Similar to previous Local Action Plans, the county utilized a continuum approach for assessing services available to youth in the community. The programs were divided into three primary service levels:

Prevention – Services for minors at-risk for involvement in the juvenile justice system or minors minimally involved in the juvenile justice system.

Intervention – Services geared toward minors who are involved in the juvenile justice system.

Incapacitation – Services offered to youth in custodial settings.

A matrix of available programs by service level was created. Services were then further divided by discipline areas within each service level to assist in identifying service gaps. The JJCC initially categorized the services into eight disciplines: drug and alcohol, education, health, law enforcement, mental health, probation, social services and youth services. As further discussion occurred, the group determined that the matrix could serve as a good resource guide for the community if the discipline categories were narrowed. Over the next several months a sub-committee worked on further analysis of the programs and returned to the JJCC with a recommendation for use of 12 disciplines; including, drug and alcohol, education, employment, family focus, health, law enforcement, mental health, mentoring, parenting and pregnancy, support services, youth services and probation.

Analysis of Gaps in Services

The next step was for the JJCC to identify gaps in the services available to youth. The probation officer that was tasked with contacting all the service providers in the community at the onset of the LAP update also took the initiative to ask service providers about their needs and/or what they saw as gaps in services. This information was shared with the JJCC prior to identification of the gaps.

The following gaps in services were identified:

- Lack of drug and alcohol treatment programs, especially residential treatment
- Lack of juvenile residential mental health treatment
- Lack of familiarity with Evidence Based Practices and Gender Responsiveness among the service providers
- Lack of gender responsive services
- Need to increase the use of evidence based programs
- Alternatives to detention are underutilized
- More emphasis is needed on providing services to youth with a strength based focus and/or asset based case planning
- Need more mentoring programs
- Lack of both prevention and intervention services for “cross-over” youth (youth who transition from dependency to delinquency)
- Limited options for youth encountered by law enforcement for misdemeanors or school violations
- Assessment areas are lacking for lower level mental health needs
- Academic assistance and job readiness options are lacking in our area

Goals

Two separate meetings focused on goal setting. During goal setting discussions, the JJCC agreed that time should be spent during each quarterly meeting to

review progress on the goals. During the January 2013 meeting, the JJCC approved the following two-year goals:

1. Increase the use of Evidence Based Practices (EBP) models for prevention, intervention and in-custody services and programs.
2. Create a gender-responsive, culturally competent continuum of services to meet the needs of young women at-risk of being involved, currently involved, and previously involved in the juvenile justice system.
3. Expand juvenile alcohol and other drug services, including residential programming.
4. Create a juvenile residential mental health treatment facility/program.
5. Increase the use of alternatives to incarceration for technical violations of probation.
6. Develop prevention and intervention programs for cross-over youth.
7. Expand mentoring programs.
8. Increase emphasis on providing services to youth that have a strength-based focus and/or asset based case planning.
9. Create Youth Assessment and Reception Centers that will provide behavioral screenings, criminal risk/needs assessment, linkage to community based services, and diversion from the delinquency system.
10. Create Youth Centers to address employment and educational needs. These Centers would focus on truancy, academic counseling, vocational programming, and job assistance.
11. Enhance continuity of care for youth transitioning from custodial settings to the community.

A new continuum model was also adopted and with these goals as the driving force behind the allocation of funds, staffing, programming and growth within the Probation Department.

2020 Update of the Local Action Plan

In September 2019, members of the JJCC along with members from other county agencies, law enforcement, community-based organizations and staff from the Probation Department met to begin the process of re-evaluating the goals identified from 2013. In November 2019, subcommittees were created that focused on newly defined service levels which included:

Prevention – Services for minors at-risk for involvement in the juvenile justice system or minors minimally involved in the juvenile justice system.

Intervention – Services geared toward minors who are involved in the juvenile justice system.

Enforcement—Services provided by Law Enforcement, Probation, or other related agencies in the enforcement of laws, terms and conditions related to youth.

Detention (formerly Incapacitation) – Services offered to youth in custodial/detention settings.

In February 2020, a new set of goals were identified through 2025 which included previous goals and several new ones given the progress made and new partnerships created since 2013.

Progress from 2013

During the September 2019 meeting, a historical overview of the Local Action Plan (LAP) provided a starting point for current and new members of the JJCC and others to have a solid understanding of the impact the LAP had on funding, staffing, programming and overall service delivery related to youth in our community.

For example, discussion was held around the many successes of meeting several of the 2013 LAP goals, specifically around the development of gender-responsive, culturally competent continuum of services to meet the needs of young women at-risk of being involved, currently involved, and previously involved in the juvenile justice system. As a result, the Stanislaus County Probation Department began collaborating with the Prison Law Office, the National Council on Crime and Delinquency, and the Youth Justice Institute to implement the Girls Juvenile Justice Initiative creating the Gender Responsive Alternative to Detention (GRAD) program which is designed to prevent female juvenile offenders from being removed from their home. This program is a collaboration between the Probation Department, the Center for Human Services, and other community-based agencies.

The development of GRAD further led in October 2016 to the creation of the Girls Advisory Council (GAC) which is an organization providing female youth,

and their allies, community resources within Stanislaus County. The purpose of the Girls Advisory Council is to collaborate with various service providers, community members, female youth, supporting males and their families to address the needs of the female youth in Stanislaus County. The goal is to provide preventative services and resources to empower females.

Additionally, the Stanislaus County Juvenile Commitment Facility (JCF) was constructed as a secure living facility operated by the Probation Department. The JCF has been officially occupied since June 8, 2013. The goal of the JCF is to provide housing for court committed youth while providing evidence-based programs that guide the youth in changing delinquent habits, attitudes and behaviors.

Another major 2013 LAP goal which was put into action in 2018 was the planning phase for a Youth Assessment Center (YAC) that would provide behavioral screenings, criminal risk/needs assessment, linkage to community-based services, and diversion from the delinquency system. In 2019, the YAC pilot project began in collaboration with Stanislaus County Behavioral Health and Recovery Services and the community-based organization, Sierra Vista Child and Family Services. The YAC will move into an “Implementation Phase” in FY 20/21 with on-going evaluation of the program.

Finally, a number of out-of-custody and in-custody programming courses for youth has recently been established that address: Mental Health and Substance Abuse issues, Employment/Job readiness and access to Higher Education. Furthermore, more resources are being placed in the areas of Prevention and Intervention while we move away from utilizing Detention as a solution for youthful offender behavior. For example, a Violation of Probation Matrix was developed that utilizes a youth’s criminogenic risks/needs and identifies alternatives to detention as a consequence for violations.

Next steps in developing the 2020-2025 Plan

In November 2019 and February 2020, the committee members met to evaluate the service levels in subcommittees (i.e. Intervention, Prevention, Enforcement and Detention) and how each of these service levels were impacted by current trends, changes in legislation, and the current use of specific funding streams (Juvenile Justice Crime Prevention Act and Youthful Offender Block Grant funds) in the Continuum of Graduated Responses to Youth Crime and Delinquency Prevention (Attachment A). This assisted each subcommittee to discuss the service gaps, needs, and issues that their organization faced in their service level. Each of the service levels identified areas of need or desire to fill gaps moving forward into 2020-2025 as follows:

Prevention:

- Improve re-integration process
- Start intervening with prevention services EARLIER when CPS Reviews occur
- Expose youth to a program guide of local resources
- Create gender-responsive services for **YOUNG MEN**
- Continue implementation of Youth Assessment Center
- Re-introduce Youth Court

Intervention:

- Therapy Animals/Equine Therapy for youth with designated needs
- Solutions to youth barriers once they leave custody
- Transition documents upon release
- Employment opportunities
- Higher Education
- Case management on Day One of release instead of delay
- Expand evidence-based programming

Enforcement:

- Support local law enforcement in what is currently being enforced
- Establish the consequences upfront to change behaviors—goes back to Prevention
- Communicate the outcomes of cases to law enforcement to better understand the process and so law enforcement officers can see what they do makes a difference

Detention (formerly Incapacitation):

- Expand Evidence Based Practices in-custody
- Expand Educational /Vocational Programs
- Sports alternatives during recreation in custody
- Access to Higher Education

Based on these gaps/needs, in February 2020, the subcommittees created the following goals:

2020-2025 Goals

1. Continue and increase the use of Evidence Based Practices (EBP) models for prevention, intervention and in-custody services and programs.
2. Expand the Youth Assessment Center (YAC) beyond the Implementation Phase and embed the YAC concept in other Family Resources Centers in Stanislaus County to serve a wider population of youth
3. Increase the use of alternatives to incarceration for technical violations of probation
4. Enhance continuity of care for youth transitioning from custodial settings to the community
5. Create residential and non-residential substance abuse (i.e. inpatient and out-patient) treatment services for youth and expand services within the Juvenile Institutions
6. Expand Mental Health and Behavioral Health Services in the Juvenile institutions
7. Develop and expand vocational training and job placement programs
8. Enhance re-integration services by adding additional life skills support services once youth are released from custody
9. Expand the GRAD program to include specific services for male youth, especially those male youth with Commercial Sexual Exploitation of Children (CSEC) risk factors
10. Provide annual updates of the Local Action Plan (LAP) to the JJCC followed by re-evaluation of the entire LAP plan every five years

Through on-going evaluation of the Local Action Plan goals and adjustment of the Continuum of the Graduated Responses to Youth Crime and Delinquency Prevention, the JJCC has establish a road map for fund allocation, program development, service delivery and insures it is responding to the ever-changing needs of the youth in our community.

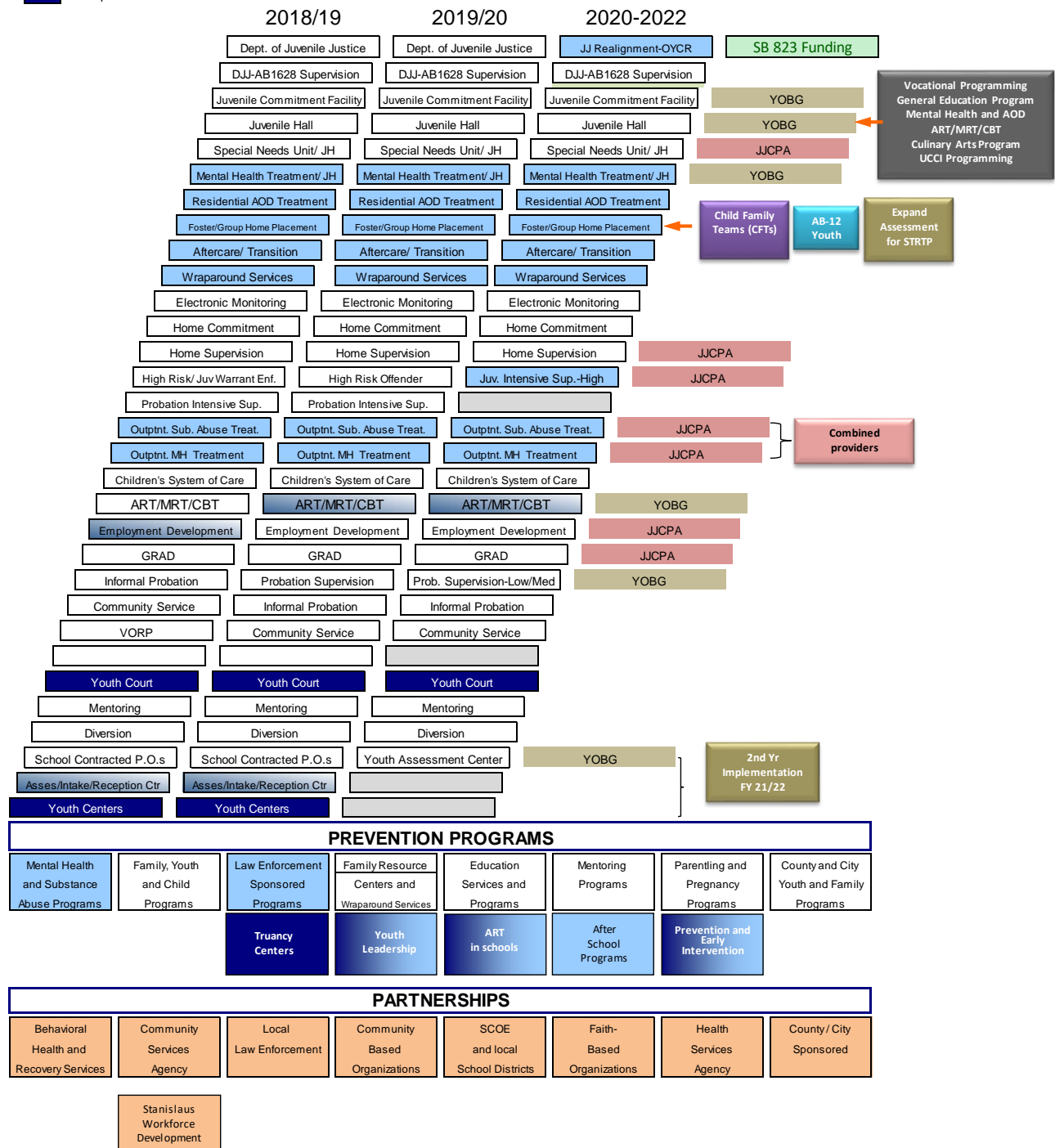
Attachment A
(updated April 2021)



Stanislaus County Graduated Responses To Youth Crime & Delinquency Prevention



- = Existing Option
- = Existing Option To Be Expanded
- = Option Being Implemented
- = Option To Be Created



STANISLAUS COUNTY JUVENILE JUSTICE COORDINATING COUNCIL

Meeting Date, Time and Venue

Wednesday – April 21, 2021

12:00 p.m. to 1:00 p.m.

Stanislaus County Probation Department

2215 Blue Gum Avenue

MICROSOFT TEAMS MEETING

Modesto, CA 95358

**MEMBERS OF THE PUBLIC MAY REMOTELY ADDRESS THE JUVENILE JUSTICE
COORDINATING COUNCIL VIA TELEPHONE. THIS MEETING WILL NOT INCLUDE IN
PERSON PUBLIC ATTENDANCE***

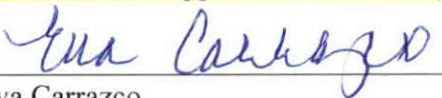
Agenda

- I. Call to Order – *Chief Mark Ferriera, Chief Probation Officer*
- II. Public Comment Period – Any member of the public wishing to address the Council will be limited to a maximum of three minutes.
- III. Approve January 2021 Meeting Minutes – *JJCC*
- IV. General Update – *Chief Mark Ferriera, Chief Probation Officer*
- V. Review and Approve Combined JJCPA/YOBG Plan for FY2021-22 – *Dave Chapman, Division Director*
- VI. Announcements – *JJCC*
- VII. Date and Time of Next Meeting: July 22, 2021 – 12:00 p.m. to 1:00 p.m.

***How to submit Public Comment:**

If you wish to provide verbal comments via telephone, please call the Executive Assistant of the Stanislaus County Probation Department in advance of the meeting at 209-525-4501 for instructions. Please be prepared to provide the following information: your name, telephone number where you can be reached during the meeting. Members of the public will be telephoned and provided an opportunity to speak during the meeting.

MOTION: Kathy Harwell. Second: Cindy Duenas, The combined JJCPA/YOBG Plan for Fiscal Year 2021-2022 was approved unanimously.

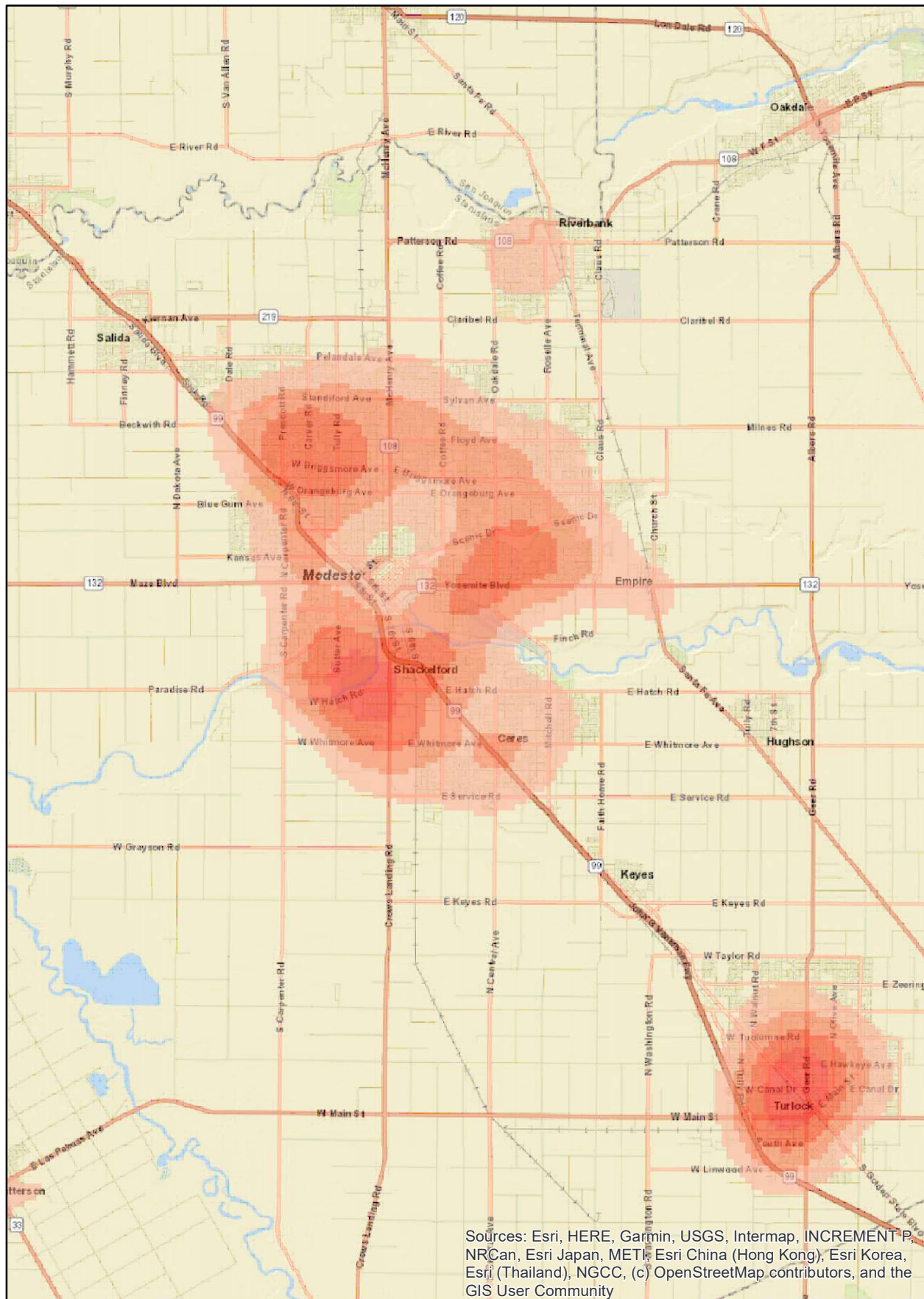


Eva Carrasco

Executive Assistant

Stanislaus County Probation Department

Juvenile Wards as of 3/29/21





Stanislaus County Graduated Responses To Youth Crime & Delinquency Prevention



- = Existing Option
- = Existing Option To Be Expanded
- = Option Being Implemented
- = Option To Be Created

ATTACHMENT B

