

Stanislaus County Probation Department Local Action Plan 2020-2025



**Stanislaus County
Juvenile Justice Coordinating
Council 2020--2021**

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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.

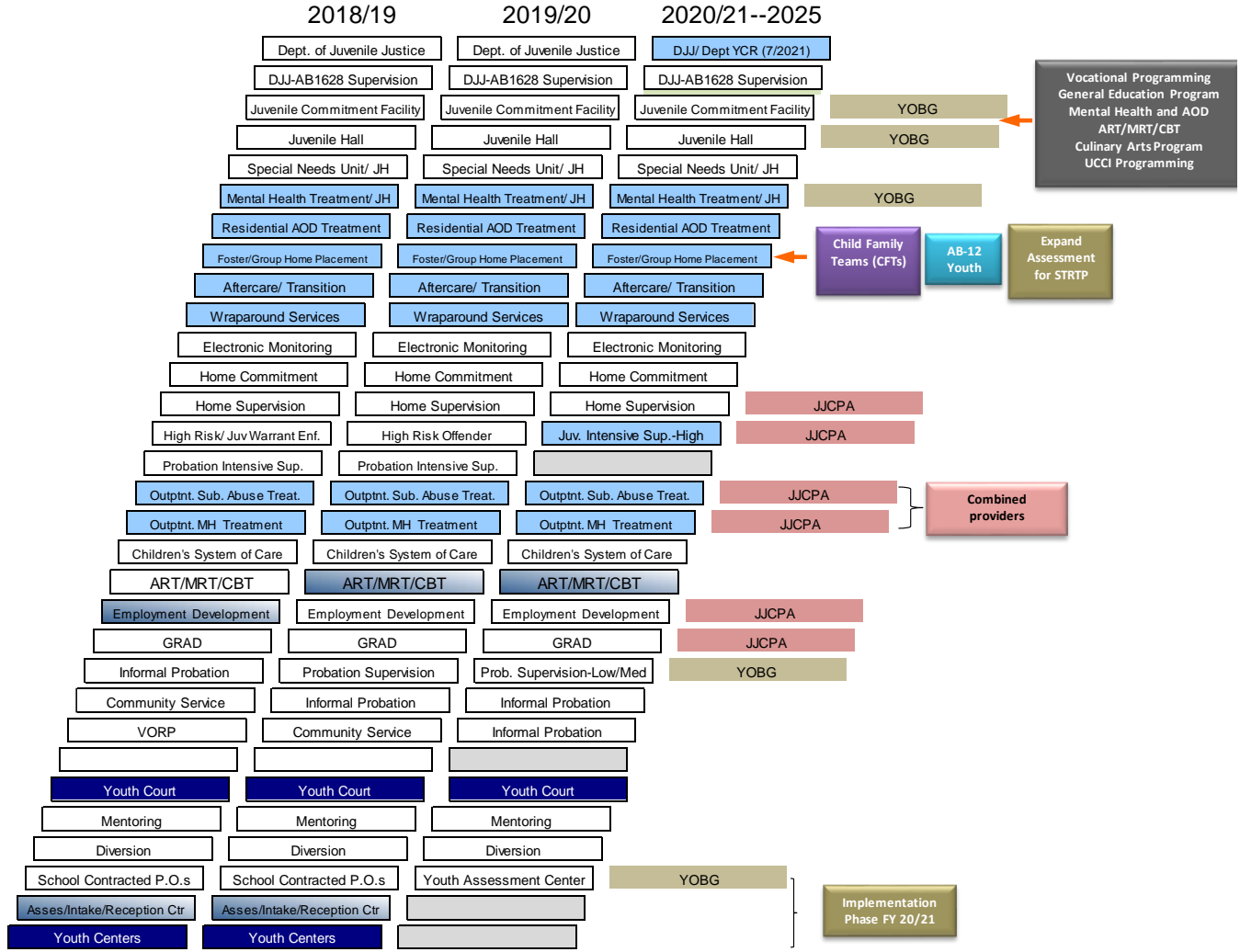
Attachment A



Stanislaus County Graduated Responses To Youth Crime & Delinquency Prevention



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



PREVENTION PROGRAMS							
Mental Health and Substance Abuse Programs	Family, Youth and Child Programs	Law Enforcement Sponsored Programs	Family Resource Centers and Wraparound Services	Education Services and Programs	Mentoring Programs	Parenting and Pregnancy Programs	County and City Youth and Family Programs
		Truancy Centers	Youth Leadership	ART in schools	After School Programs	Prevention and Early Intervention	

PARTNERSHIPS							
Behavioral Health and Recovery Services	Community Services Agency	Local Law Enforcement	Community Based Organizations	SCOE and local School Districts	Faith-Based Organizations	Health Services Agency	County/City Sponsored

Stanislaus Workforce Development