

Butte County Juvenile Justice Plan Update

A Report to

**Chief John Wardell
The Juvenile Justice Coordinating Council**

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January 2005

Butte County Juvenile Justice Plan Update December 2004

I. Introduction and Background

AB 1913, the Schiff-Cardenas Crime Prevention Act of 2000, known also as the Juvenile Justice Crime Prevention Act (JJCPA) initially made \$121.3 million available to counties in California based on a per capita basis. Following this initial appropriation, the largest single allocation for juvenile justice programs, the California Board of Corrections (BOC) was charged with the oversight of \$116.3 million provided in annual State support to counties. JJCPA seeks to maximize the impact of these public dollars on public safety, with an emphasis on crime prevention efforts that incorporate three key principles: (a) local planning; (b) multi-agency collaboration; and (c) program evaluation. County-based funded projects are either to sustain or expand programs that are based on strategies that have proven effective in responding to juvenile crime and delinquency. (Chapter 353, Statutes of 2000).

Codified in the Welfare and Institutions Code (§749.22), counties are required to establish a multiagency juvenile justice coordinating council. Councils are responsible for developing "a comprehensive, multiagency plan that identifies the resources and strategies for providing an effective continuum of responses to the prevention, intervention, supervision, treatment and incarceration of male and female juvenile offenders, including strategies to develop and implement locally based or regionally based out-of-home placement options for youth who are persons described in Section 602." The chief probation officer is the authorized chair of the Council.

In Butte County, the Multiagency Juvenile Justice Coordinating Council (JJCC) was initially formed in 1996 by the Board of Supervisors to advise on the Local Action Plan, under which Probation activities were implemented between 1997 and 2001. In October 2000, the JJCC was convened in response to the JJCPA, to provide counsel on a community-wide needs assessment of current programs and services, and to offer advice on strategies to fill identified gaps in services to juveniles for an initial 14-month period, between May 2001 and June 2002. This resulted in the Comprehensive Multiagency Juvenile Justice Plan (aka Local Action Plan or Juvenile Justice Plan), which was a requirement of the Schiff-Cardenas Crime Prevention Act of 2000, so that Butte County could receive funding through the JJCPA. Five programs were selected for funding by the Chief of Probation, and at that time, it was decided to focus resources on prevention and early intervention-related programs. Each program, offered by separate agencies, has continued to provide contracted services since that time, whereby each year the Probation Department has reported to BOC on mandated outcomes required by the enabling legislation. The reportable mandated outcomes are:

- Rate of Juvenile Arrests
- Rate of Successful Completion of Probation
- Rate of Successful Completion of Restitution and Court-Ordered Community Service
- Arrest, Incarceration, and Probation Violation Rates of Program Participants
- Annual Per Capita Costs of the Program

In addition, each agency identified unique optional measures that are similarly reported to BOC. Over the four intervening years, these measures have been modified based on experience. The table below describes the five funded programs:

Program and Sponsoring Agency	Allocation¹	Program Description
After School Services - Boys & Girls Club	2000-2001 and 2001-2002: \$253,522 2002-2003: \$234,506 2003-2004: \$231,682 2004-2005: \$175,532.59	This program expanded Boys and Girls Club activities into the cities of Chico and Paradise. Services have been expanded into weekend and late night hours and an additional 225 juveniles each year are receiving services in the area of leadership, health and life skills, education and career development, the arts and sports, and fitness and recreation.
Alcohol and Other Drug (AOD) Counseling for Native Americans – Feather River Tribal Health	2000-2001 and 2001-2002: \$36,652 2002-2003: \$34,278 2003-2004: \$37,023 2004-2005: \$36,419.20	Feather River Tribal Health, through its Behavioral Health Services program, expanded its AOD counseling program that is specifically targeted at Native American youth who are at-risk for probation involvement, or who are at risk for use and abuse of drugs and alcohol. The program offers individual and family resilience therapeutic activities modeled after the Strengthening Families Program.
Butte County Drug Court – Butte County Court	2000-2001 and 2001-2002: \$108,792 2002-2003: \$124,642 2003-2004: \$122,572 2004-2005: \$138,856.55	This program created a Juvenile Drug Court in the Paradise/Magalia area. The program combines behavior modification, substance abuse treatment, intensive supervision and intensive case management services. School attendance and the reduction of alcohol and drug use are key components of this program and the target age for program participants is 14-17 years.

¹ Allocations include annual audit and evaluation of funded programs. Amounts reported are thus greater than actual direct allocation to agencies.

Program and Sponsoring Agency	Allocation ²	Program Description
Family Treatment Program – North Valley Parent Education Network	2000-2001 and 2001-2002: \$258,809 2002-2003: \$234,506 2003-2004: \$231,682 2004-2005: \$175,532.59	North Valley Parent Education Network provides a blend of prevention and intervention services built on the agency's mental health and parent education programs. The target population is single-parent families with children, ages 8 to 14 years. Program services address such issues as substance abuse, financial stability, education, health, coping techniques, and support networks.
Paradise Alternatives to Drugs – Paradise Unified School District	2000-2001 and 2001-2002: \$63,063 2002-2003: \$59,510 2003-2004: \$63,842 2004-2005: \$63,214.08	Paradise Alternatives to Drugs is a three-part drug program operating within the Paradise School District that addresses drug, alcohol and tobacco use. Each segment focuses on different at-risk populations, though all three are designed to reduce drug and alcohol use by Paradise youth.

Though each of these programs has on the whole complied with JJCPA reporting requirements, at the end of the 2003-2004 program year, questions were raised at JJCC meetings as to whether prevention and early intervention-focused services should continue to be funded given concerns about an un-abating drug and alcohol problem among youth and other segments of the County's youth not being served by current providers. An estimated 80 percent of offenders in Juvenile Hall are addicted to drugs or alcohol, and the re-appearance of juveniles in Juvenile Court for new offenses has been characterized as resembling a *revolving door*. This can often be attributed to their continuing substance addiction.

Because four years had passed since the original Juvenile Justice Plan had been researched and prepared, and because a new Chief Probation Officer had been appointed since the original Plan, the new Chief concluded that an update to the Juvenile Justice Plan was needed. Furthermore, the BOC-required data that was annually reported to the State was not considered to be useful in assessing the programmatic needs of juveniles in the County. It was not clear if current allocations were meeting the highest priority needs of local youth, including juveniles in the justice system.

An Ad Hoc JJCC Subcommittee was formed to consider these issues and to make recommendations through the JJCC to the Chief Probation Officer.

II. Ad Hoc Subcommittee Process

² Allocations include annual audit and evaluation of funded programs. Amounts reported are thus greater than actual direct allocation to agencies.

Chief Probation Officer, John Wardell formed the JJCC Ad Hoc Subcommittee in August 2004. He asked Don McNelis, Superintendent of the Butte County Office of Education, and a member of the JJCC to chair the Ad Hoc Subcommittee, and Mr. McNelis accepted this role.

Ad Hoc Subcommittee members were:

- Michael Clarke, Ph.D., Assistant Director for Youth Services, Butte County Department of Behavioral Health
- Cathi Grams, Director, Butte County Department of Employment and Social Services
- Brad Hatch, Public Defender, Juvenile Court
- Robert Michels, Butte/Glenn County Director, Northern Valley Catholic Social Services
- Mike Ramsey, Butte County District Attorney
- Ron Reed, Public Defender, Juvenile Court
- Lee Wood, Butte County Office of Education

Ad Hoc Subcommittee members were selected based on their expertise in working with young people in high risk groups, their long term experience in Butte County, their knowledge of services for young people in Butte County, and their knowledge of various program models used to solve youth problems. The selection of Ad Hoc Subcommittee participants was additionally based on their not being associated with programs currently funded by BOC, nor were they affiliated with agencies interested in providing direct services with JJCPA funding in the near future.

The Ad Hoc Subcommittee met in September, October, and November 2004. An additional meeting of Ad Hoc Subcommittee members and key Juvenile Hall staff was held in October to gather input directly from Probation staff that work with juvenile offenders.

Agendas for Ad Hoc Subcommittee meetings are included in the attachments. Major topics include:

- Review of Charge to the Subcommittee
- Tasks and Needs of Subcommittee
- Timeline for Completion of Project
- Review of Data on Juvenile Crime Rates
- Comparative Arrest Data for Chico and Oroville
- Presentation of Service Inventory for Butte County

- Programs Currently Funded
- Program Deficits
- Discussion on Local Services
- Residential Program Model

III. Data and Information Collection

Ad Hoc Subcommittee members requested statistical and programmatic information to better understand the nature and scope of juvenile justice issues in Butte County. Various perspectives were brought to these discussions, including those of schools, the District Attorney's Office, public defenders, behavioral health, child welfare, community service agencies, and probation.

The Ad Hoc Subcommittee received materials and information prepared by Gary Bess Associates, a consulting firm, and by its own members to assist with discussions regarding the best ways to serve youth in Butte County.

Materials requested and reviewed included:

- List of youth-oriented services in Butte County (see appendix)
- Arrest rates in Butte County (see appendix)
- Local police department juvenile arrest data (see appendix)
- Comprehensive Multi-agency Juvenile Justice Plan-March 2001
- AB 1913 Bill-Crime Prevention Act of 2000
- Key informant survey results (see appendix)

Susan King of the Board of Corrections, who is assigned to Butte County, was consulted to learn the preferred method for counties to use in presenting revisions to their Juvenile Justice Plan. She suggested that the Probation Department use the annual "Modification to the Comprehensive Multi-Agency Juvenile Justice Plan" process, which is completed every year by May 1st. She also recommended a review of State of Washington research by Steve Aos concerning cost benefit of services for youth in the juvenile justice system, at www.wsipp.wa.gov; and the Office of Juvenile Justice and Delinquency Prevention's Model Programs Guide at: http://www.dsgonline.com/mpg_non_flash/mpg_index.htm.

One Ad Hoc Subcommittee member additionally convened a brainstorming session with probation officers and supervisors, a Superior Court Judge, public defenders and a representative from the County Office of Education. Those in attendance at the session had had direct contact with juveniles and a significant number of years working to solve the problem of juveniles' repeatedly returning to Juvenile Hall for violations of probation and new crimes. At this session, the

small group discussed the discouraging low numbers of juveniles that do not receive services that are considered to be beneficial in keeping them from re-offending.

Based on Probation Department data, the group brought the following information forward to the full Subcommittee:

- From 500-600 young people per year are placed on probation.
- One-half of those complete their terms of probation without significant incident and go on without re-offending.
- The remaining 250-300 young people have unsuccessful experiences in Juvenile Hall and Probation programs.
- Approximately 100 youth are placed in group homes over the course of one year, mostly out of Butte County, and about 20 are sent to the California Youth Authority (CYA) each year (About 65% of youth leaving CYA will re-offend).
- Other juvenile offenders continue to live within Butte County, get in trouble, and go in and out of Juvenile Hall.
- Probation tracking indicates that of the 90 youth placed in group homes in FY 2003-2004, 70 ran away within the first 90 days; 37 of those ran from the homes within 10 days.
- Officers working with these youth as they are rebooked into Juvenile Hall state that their reason for "running" was often to see their families.

Numerous tried approaches for solving the problem of repeat offenses by juveniles were recommended to the Ad Hoc Subcommittee. A presentation was made concerning a successful program in Butte County, where juveniles were placed in a locked residential facility by court order in the 1980s. It was reported that this long-term model, which according to those involved at the time had an 80 percent success rate, was effective in diverting youth from repeat offenses. Youth received focused counseling, drug and alcohol treatment, education support, social and self-awareness work, and family relations training within a locked setting. They were "rewarded" with release into the community to see family and friends while still in custody, based on their good behavior. The Subcommittee discussed this concept in detail.

Once the model was clarified and its relevance to today's youth validated, Juvenile Hall staff and other knowledgeable respondents were surveyed regarding the proposed program to obtain their opinions of the anticipated effectiveness of the proposed program. They were also asked to identify other programmatic service options for youth in Juvenile Hall.

IV. Recommendations

Based on the requirements of the Welfare and Institutions Code and considering the pressing need for drug and alcohol services among juveniles who are on Probation in all geographic sectors of the County, the Ad Hoc Subcommittee recommends a shift in JJCPA funding from prevention to intervention services. The intent is to realign resources for the provision of alcohol and drug treatment, and family and individual counseling, for juveniles who commit crimes in a county-based residential program. This approach is intended to stem the high rate of youth who run away from out-of-county group homes, thereby making treatment ineffective. The establishment of a locked residential program for youth is thus proposed so that alcohol and drug treatment can be fully introduced, and youth and families can work on problems in a neutral, supervised setting. The target population that will benefit from the services provided would change from the current focus, which includes youth not always involved in the juvenile justice system, to youth offending and appearing in Juvenile Court.

The salient core features of this new (yet to be named) program model are as follows:

- Up to 20 youth will be placed in Juvenile Hall by court order at any one time; an estimated 60 youth will be helped in the course of one year.
- Youth will receive weekly individual and group counseling by trained Juvenile Hall staff.
- Family counseling, which is considered an indispensable component, will be required.
- Intensive drug and alcohol treatment services will be provided.
- Life skills education and vocational counseling will be provided.
- Youth will be assessed for remedial education.
- Youth will be held accountable through a clearly delineated combination of rewards and sanctions as they work through a prescribed program. Minors may become eligible to earn a temporary release and go home for a weekend after their first 60 days.
- A volunteer advisory committee will oversee the new program and report to the Chief Probation Officer.
- An aftercare component, managed by Butte County Behavioral Health (BCBH), will be in place to provide continuing supportive services for youth and their families.
- Some reimbursement to BCBH by Medi-Cal may be possible for youth "pending placement."

- An evaluation component will be included to longitudinally track the program's impact on juveniles.

To implement the model, which with variation has been utilized in other California counties, it is recommended that a fourth pod in the Butte County Juvenile Hall be opened to accommodate the new program. Based on Probation Department estimates, core services can be provided by the anticipated allocation of \$585,000 for FY 2005-2006. This includes 10.5 FTE staff positions, food, utilities, clothing for juveniles, and supportive services. The juvenile hall counseling staff will have experience and training in the delivery of mental health services, the provision of alcohol and drug treatment, and services to youth.

The Ad Hoc Subcommittee is also recommending that the Probation Department apply for Title V Community Prevention Grants Program funding, a federal grants program administered by BOC, to fund collaborative community-based delinquency prevention efforts, so that these services may continue. The program provides communities with funding and a guiding framework for developing and implementing comprehensive juvenile delinquency three-year prevention plans. The plans are designed to reduce risk factors associated with juvenile delinquency and decrease the incidence of juvenile problem behavior.

Through a competitive process overseen by BOC, approximately \$1.9 million in federal funds under Title V will be available. Grants will be awarded for a one-year period, beginning July 1, 2005, with the possibility of funding for up to two additional years if projects demonstrate effectiveness and Congress appropriates funds for subsequent years. The BOC does not intend to limit the amount of funds that can be requested in an application.

To be eligible for funding,

- Applicants must be a Unit of Local Government, which is defined as a city, county or Native American Indian tribe. Eligible applicants may designate, or subcontract with, an agency to implement the project (e.g., probation/police department, school, non-profit organization).
- Applicants must submit a three-year Delinquency Prevention Plan that addresses elements similar to the required components of the Comprehensive Multi-agency Juvenile Justice Plan developed and annually updated by counties receiving State funds through the JJCPA Act. This plan will serve as the foundation upon which the applicant develops a proposed project for funding consideration.
- Activities eligible for Title V funding include but are not limited to the following: mentoring programs; peer court programs; tutoring and basic skills instruction; conflict resolution and violence prevention curricula; life skills training; parent training programs; family preservation programs; nurse home visitation programs; peer counseling/mediation programs;

child and adolescent mental health services; after-school educational and development programs; alcohol and substance abuse prevention services; and leadership development activities.

- Grantees must provide a 50 percent match of the grant award amount. The match may be cash (hard) and/or in-kind. JJCPA funds may be used as match if the proposed project expands/enhances an existing JJCPA program or will be included as a new effort in the county's Comprehensive Multi-agency Juvenile Justice Plan for 2005-06. The match activity must be consistent with the purpose of Title V funding.

V. Next Steps

The 2005 JJCPA allocation for Butte County has been announced at \$587,083, which is considered sufficient to provide the core services described above. As the program is implemented, it is anticipated that supplemental needs among youth and their families will emerge, and it is recommended that the Probation Department lead in the exploration of additional resources to build a comprehensively successful program.

The Probation Department should also prepare for submission a modification to its current Juvenile Justice Plan, which is due to BOC by May 1, 2005, following approval by the Board of Supervisors in March-April 2005.

Having met its purpose of updating the Juvenile Justice Plan, the Ad Hoc Subcommittee should be dissolved.

VI. Supporting Materials

- Meeting Agendas-September, October, and November 2004
- Service Inventory of Youth-oriented Services Butte County
- Butte County Juvenile Arrest Rates
- Local Police Department Juvenile Arrest Data
- Key Informant Survey Results