

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS

ACTION AGENDA SUMMARY

DEPT: PROBATION *Linda Duffey* BOARD AGENDA # B-18
Urgent Routine X AGENDA DATE April 10, 2001
CEO Concurs with Recommendation YES *phx* NO (Information Attached) 4/5 Vote Required YES NO

SUBJECT: APPROVE IMPLEMENTATION OF THE SCHIFF-CARDINAS CRIME PREVENTION ACT (CPA) 2000 PLAN; AUTHORIZE THE CHIEF PROBATION OFFICER TO SIGN ON BEHALF OF THE COUNTY; AMEND THE "SALARY AND POSITION ALLOCATION RESOLUTION" AND ADJUST BUDGET APPROPRIATIONS.

STAFF RECOMMENDATIONS: 1. APPROVE THE STANISLAUS COUNTY COMPREHENSIVE MULTIAGENCY JUVENILE JUSTICE PLAN AS RECOMMENDED BY THE JUVENILE JUSTICE COORDINATING COUNCIL AND AS TENTATIVELY APPROVED BY THE STATE BOARD OF CORRECTIONS. 2. AUTHORIZE THE CHIEF PROBATION OFFICER TO SUBMIT AND SIGN THE COUNTY'S APPLICATION FOR APPROVAL FOR SCHIFF-CARDENAS CRIME PREVENTION ACT OF 2000 FUNDING AS WELL AS RELATED CONTRACTS, AMENDMENTS, OR EXTENSION WITH THE STATE OF CALIFORNIA. (Continued on next page)

FISCAL IMPACT: Stanislaus County has received \$1,559,383 for juvenile justice programs as part of the Schiff-Cardenas Crime Prevention Act of 2000. These funds, although received, cannot be appropriated this fiscal year until final approval of the County's Comprehensive Multiagency Juvenile Justice Plan is given by the State Board of Corrections. Tentative approval of the Plan was given on March 14, 2001. The monies must be spent for juvenile justice programs approved by the State and included in the Plan. The funding will cover the cost of programs from the date of final approval of the Plan by the State until June 30, 2002.) (Continued on next page)

BOARD ACTION AS FOLLOWS: No. 2001-271
On motion of Supervisor Blom, Seconded by Supervisor Simon
and approved by the following vote,
Ayes: Supervisors: Mayfield, Blom, Simon, Caruso, and Chair Paul
Noes: Supervisors: None
Excused or Absent: Supervisors: None
Abstaining: Supervisor: None
1) X Approved as recommended
2) Denied
3) Approved as amended
Motion:

ATTEST: CHRISTINE FERRARO TALLMAN, Clerk By: *Christine Ferraro* Deputy File No. 1010-08 L

APPROVE IMPLEMENTATION OF THE SCHIFF-CARDINAS CRIME PREVENTION ACT (CPA) 2000 PLAN; AUTHORIZE THE CHIEF PROBATION OFFICER TO SIGN ON BEHALF OF THE COUNTY; AMEND THE "SALARY AND POSITION ALLOCATION RESOLUTION" AND ADJUST BUDGET APPROPRIATIONS.

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STAFF

RECOMMEN-

DATIONS (Cont'd)

3. ADOPT A RESOLUTION AS REQUIRED BY THE STATE BOARD OF CORRECTIONS APPOINTING THE CHIEF PROBATION OFFICER AS CHAIR OF, AND IDENTIFYING THE MEMBERS OF, THE JUVENILE JUSTICE COORDINATING COUNCIL; AUTHORIZING THE CHIEF PROBATION OFFICER TO SIGN ALL RELATED DOCUMENTS ON BEHALF OF THE COUNTY AND ASSURING SUPPORT OF THE COMPREHENSIVE MULTIAGENCY JUVENILE JUSTICE PLAN.
4. CONTINGENT UPON FINAL APPROVAL OF THE COUNTY PLAN BY THE STATE BOARD OF CORRECTIONS, AMEND THE "SALARY AND POSITION ALLOCATION RESOLUTION" TO ADD POSITIONS AS OUTLINED IN THE "STAFFING IMPACT" SECTION OF THIS AGENDA ITEM.
5. DIRECT THE AUDITOR-CONTROLLER TO ESTABLISH A NEW INTEREST BEARING SPECIAL REVENUE FUND IN THE PROBATION DEPARTMENT AS A SEPARATE LEGAL BUDGET UNIT AND ESTABLISH APPROPRIATIONS CONSISTENT WITH THE ATTACHED BUDGET JOURNAL.
6. RE-AFFIRM THROUGH RESOLUTION THE APPOINTMENT OF THE CHIEF PROBATION OFFICER AS THE CHAIR OF THE JUVENILE JUSTICE COORDINATING COUNCIL.

FISCAL IMPACT

(Continued):

There is no required County match funding. Funds may not be used to supplant existing funding and/or for capital projects or construction. This funding for juvenile justice programs is an addition to the State Supplemental Law Enforcement Services Fund (SLESF) which the Sheriff and District Attorney have received since 1996.

DISCUSSION:

On September 7, 2000, Governor Gray Davis signed AB 1913, the Schiff-Cardenas Crime Prevention Act of 2000. The legislation required that each County create or convene its Juvenile Justice Coordinating Council to develop a Comprehensive Multiagency Juvenile Justice Plan (CMJJP). Mandatory elements of the Plan include:

APPROVE IMPLEMENTATION OF THE SCHIFF-CARDINAS CRIME PREVENTION ACT (CPA) 2000 PLAN; AUTHORIZE THE CHIEF PROBATION OFFICER TO SIGN ON BEHALF OF THE COUNTY; AMEND THE "SALARY AND POSITION ALLOCATION RESOLUTION" AND ADJUST BUDGET APPROPRIATIONS.

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DISCUSSION

(Continued):

- Executive Summary- Planning activities of the Juvenile Justice Coordinating Council; history and background summary of juvenile justice planning; prevention, intervention/suppression and incapacitation programs; identification of high- risk juvenile crime areas and identification of proposed programs.
- 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.
- An identification and prioritization of the neighborhoods, schools, and other areas in the community that face a significant public safety risk from juvenile crime.
- A local juvenile justice action strategy that provides for a continuum of responses to juvenile crime and delinquency and demonstrates a collaborative and integrated approach for implementing a system of swift, certain, and graduated responses for at-risk youth and juvenile offenders.

A copy of the County's Comprehensive Multiagency Juvenile Justice Plan is attached to this agenda item.

AB 1913 further requires that the programs proposed for funding must be based on programs and approaches that have been demonstrated to be effective in reducing delinquency and addressing juvenile crime for any elements of response to juvenile crime and delinquency, including prevention, intervention, suppression, and incapacitation. Programs must demonstrate collaboration and integration of services, employ information sharing systems and adopt goals related to the outcome measures used to determine the effectiveness of the local juvenile justice action strategy.

Specific outcome measures included in the legislation which must be applied to all proposed programs are as follows:

- The rate of juvenile arrests per 100,000 population.
- The rate of successful completion of probation.
- The rate of successful completion of restitution and court-ordered community service responsibilities.

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DISCUSSION

(Continued):

- Arrest, incarceration, and probation violation rates of program participants.
- Quantification of the annual per capita cost of the program.

The Act requires that the Juvenile Justice Coordinating council participate in development of the local plan. Council members include:

Timothy P. Bazar, Public Defender
James C. Brazelton, District Attorney
Art deWerk, Chief, Ceres Police Department
James C. Enochs, Superintendent, Modesto City Schools
Brett Green, Community Based Treatment Services
Honorable Timothy J. Helfer, Juvenile Court Commissioner
Jeff Jue, Director, Community Services Agency
Linda M. Kovacs, Director, Non-profit Social Service Provider
Pat Paul, Chair, Board of Supervisors
Martin G. Petersen, Superintendent, Office of Education
Larry B. Poaster, Ph.D., Director, Behavioral Health & Recovery Svcs
Honorable Marie S. Silveira, Presiding Juvenile Court Judge
Patricia Hill Thomas, Assistant Executive Officer, Stanislaus County
Roy Wasden, Chief, Modesto Police Department
Les Weidman, Sheriff/Coroner
Juan Alvarez, At-Large Community Member
Chau-Pu Chiang, Ph.D., At-Large Community Member
William Dyer, At-Large Community Member
Jessica W. Youth, At-Large Community Member
Dionicio Roberto, R., Youth, At-Large Community Member

The Juvenile Justice Coordinating Council met on three occasions to develop the CMJJP. The Renaissance Consulting Group facilitated the meetings and assisted with planning. The four proposed programs are as follows: Day Reporting Center, High Risk Offender and Juvenile Warrant Enforcement Program, Neighborhood Accountability Boards, and Home Supervision Program Expansion. The Council approved the Plan on February 22, 2001. The Plan was reviewed by the State Board of Corrections and received tentative approval on March 14, 2001. There will be a Manager III (Probation Manager) and an Accounting Technician to oversee all four programs, prepare required fiscal and program reports, and coordinate case planning and program

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DISCUSSION

(Continued):

assignment with both the Juvenile Casework Division and Juvenile Institutions Division, our programs' partner agencies and our evaluation and data collection organizations. We will expand our existing contract with Synovation, Inc., to program the department's case management system to collect data and facilitate reports. Similarly, we will expand our contract with the National Center for Crime and Delinquency (NCCD) in Marin, CA to conduct the evaluations for all four programs. NCCD is the evaluator for the department's Challenge Grant II program. Approximately \$100,000 will be allocated to each of the two organizations to provide the data collection and evaluation components. A description of each of the four juvenile justice programs is as follows:

Day Reporting Center

The need for a Day Reporting Center for high-risk wards of the court has been part of the County's continuum of responses to juvenile crime since the development of the 1996 Juvenile Justice Master Plan. A Day Reporting Center is a program which involves the close supervision and service provision to youth from morning to early evening, five days a week. The goal of a Day Reporting Center is to reduce juvenile crime and the prospect of out of home placement. We anticipate that the program will be located on the grounds of the Stanislaus Recovery Center in Ceres in order to take advantage of on-site services such as a school setting provided by the Stanislaus County Office of Education (SCOE), drug and alcohol treatment provided through contract with

Behavioral Health and Recovery Services, pre-employment assessment and training provided by SCOE, physical education and leadership development provided by a contract with the YMCA as well as weekend special enrichment activities.

The program will operate from 7:00AM through 6:00PM, offer transportation to and from the wards' residence if necessary, and provide breakfast and lunch. The target population involves aftercare intensive supervision for Juvenile Court wards returning from group home placement, and short-term commitments to Juvenile Hall, wards at risk of out of home placement and those requiring close supervision and monitoring. The Day Reporting Center program is four months in duration and includes a two month transition component for wards returning to a regular caseload. Four groups of 15 wards,

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DISCUSSION

(Continued):

for a total of 60 wards, will be serviced by this intensive, intermediate sanction, intervention. Staffing will consist of one Deputy Probation Officer III and two Group Supervisor IIs, working under the direction of the Probation Manager. We will contract with Behavioral Health and Recovery Services, the Stanislaus County Office of Education and the YMCA for program services. The cost of the program is \$612,884.

High-Risk Offender Supervision and Juvenile Court Warrant Enforcement

This program expands the successful partnerships formed in Spring 1999 between the Probation Department and the Sheriff's Office and the Modesto Police Department. At that time, two teams, each sited at the respective law enforcement agency, were formed by pairing an armed juvenile supervision officer and a law enforcement officer. The goal was to intrusively supervise documented juvenile gang members who were wards of the Court in order to deter further violent criminal behavior and victimization. Teams provided proactive, community based supervision during non-traditional hours, including evenings and weekends. The Probation/law enforcement teams also conducted surveillance and patrolled areas where juvenile crime was prevalent. The results have been impressive: during the last six months of 2000 compared to the first six months of the year, there was a 40.5% decrease in new arrests. Gang teams conducted 110 searches during 2000 and seized four firearms, ten other weapons and four marijuana plants. As a result of these partnerships, law enforcement has increased their reliance on, and respect for, Probation officers, taxpayer dollars have been maximized, and resources are being shared for a common goal- the safety of the community and holding offenders accountable for their behavior.

The High-Risk Offender Supervision and Juvenile Court Warrant Enforcement Program will double the number of Probation/law enforcement teams and expand the target population to include non-gang members who require intrusive supervision. Further, the teams will address a historically unmet need, the enforcement and service of Juvenile Court warrants. Currently, there is no proactive activity by law enforcement agencies or Probation to "work" Juvenile Court warrants. As a result, respect for the authority of the Court is lacking and youth feel there are no consequences should they fail to appear in Court. This CPA 2000 funded program will address this outstanding need. By

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DISCUSSION

(Continued):

returning offenders to Court to clear warrants as soon as possible, more swift and sure justice will be demonstrated, the Court will be supported by law enforcement and Probation, and youth will be brought back into compliance with court orders earlier in the process. The addition of two Deputy Probation Officers, a Deputy Sheriff and a Modesto Police Officer will allow for intensive supervision to 80 additional wards of the court. All three agencies will continue to fund the original two teams out of existing budgets. The total cost of this program is \$393,029.

Neighborhood Accountability Boards

Neighborhood Accountability Boards, or NABs, were successful components of the Probation Department's Challenge Grant I program which is ending in June, 2001. They are a diversion intervention which is a low-cost, neighborhood based alternative to more costly, formal juvenile justice sanctions. NABs consist of community volunteers who are recruited, trained and supervised by the contract agency to hold meetings with low risk and/or first time offenders and their parents referred by Probation and/or police agencies. At NAB meetings, the offender's delinquent conduct is reviewed, the views of the minor, parents, and victim, if desired, are heard, and an intervention is designed and monitored to provide offender accountability and give the youth an opportunity to "give back," repair harm done and become a positive part of their community again. Research shows that approximately 80% of all juvenile offenders are only referred to Probation one time. These youth may not need, nor do they necessarily benefit from, diversion programs such as counseling, anger management classes, etc. in order to prevent

recidivism. Appearing before a NAB offers accountability and the opportunity to atone for delinquent transgressions. This program will be contracted out to a community based agency and overseen by the Probation Manager, provide intervention to 200 youth through sites in Turlock, Patterson/Newman, Oakdale/Riverbank, west Modesto, south Modesto/Ceres, and central/north/east Modesto. The total cost for this program is \$95,529.

Expansion of Home Supervision Program

Welfare and Institutions Code Section 840 mandates that every county

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DISCUSSION

(Continued):

establish a Home Supervision program as an alternative to detention in Juvenile Hall. Juvenile offenders who might have been detained in Juvenile Hall and who do not pose an unacceptable risk to public safety are allowed to remain in their homes pending Juvenile Court hearings. The program served 884 juvenile offenders in 2000. For the year 2000, had these offenders been detained in Juvenile Hall for the same number of days they were on Home Supervision, it would have cost the County approximately \$1.6 Million. 95% of all youth on Home Supervision in 2000 successfully completed the program without a new law violation. Without doubt, Home Supervision is a successful and benchmark program.

Prior to February 2000, the department had a Home Supervision program in little more than name. The staff to minor ratio was 1:200 and there were no face-to-face contacts being made by Probation staff. Through a redistribution of staff resources in Juvenile Institutions, we began to supervise offenders on Home Supervision in the community- in their homes and schools. Program staff, Group Supervisors assigned to Juvenile Institutions, began seeing program participants an average of three days per week between the hours of 7:30AM and 6:30PM. In one area of the city of Modesto, we were able to provide supervision one night per week until 8:00PM. While these are great strides in program improvement, we can and must do better. With CPA 2000 funding, we plan to add a Group Supervisor III and two more Group Supervisor II s to conduct offender monitoring. We plan to see all program participants at least five times per week throughout the County; and seven days per week in high-risk, high-crime areas, concentrating on critical crime hours from 3:00PM until 9:00PM. Further, we plan to increase program capacity from 884 to 950 participants.

In order to maximize our staff resources, provide more flexibility among all Alternative to Incarceration Programs (Home Supervision, Day Commitment Center, Work Program and the Graffiti Abatement Program), and furnish closer supervisory oversight, we plan to co-locate all staff in a new lease/purchase modular building at the Juvenile Justice Complex on Blue Gum. CPA 2000 will fund the first year of the lease/purchase as well as site preparation, installation, lighting, etc. The Governor has included second year (FY 2002-2003) funding for CPA 2000 in his proposed budget. Legislation is pending to expand the program for five years. The total cost for this program is \$457,941.

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DISCUSSION

(Continued):

Upon the Board of Supervisors approval of this agenda item, including the attached Board Resolution as required by the State, the Plan will be resubmitted for final approval to the Board of Corrections. When final approval is received (the Board of Corrections anticipates a two day turnaround), the County can begin to implement the programs. Funds may be used for programs identified in the approved CMJJP from the time the Plan is approved by the Board of Corrections to June 30, 2002. Funds may not be used to supplant existing funding and/or for capital projects or construction.

The Governor has included funding for Crime Prevention Act 2000 in his proposed budget for FY 01/02 to extend funding for one year. Both the California State Sheriffs and the Chief Probation Officers of California are working on proposed legislation to extend funding for five years or indefinitely.

POLICY ISSUE:

The funding of juvenile justice programs contained in the CMJJP meets the Board's goals of a safe and healthy community, community service delivery, efficient government operations, multi-jurisdictional cooperation, and community leadership.

STAFFING

IMPACT:

Amend the Salary and Position Allocation Resolution as follows:

Add the following positions to the Probation Department's new CPA 2000 Legal Budget Unit created as part of this Board action:

STAFFING

IMPACTS

(Continued):

- One (1) Manager III (Probation Manager)
- One (1) Accounting Technician
- One (1) Deputy Probation Officer III
- Two (2) Deputy Probation Officer II
- One (1) Group Supervisor III
- Four (4) Group Supervisor II

Add the following position to the Sheriff's Department Operations Budget:

- One (1) Deputy Sheriff-Coroner

**AUDITOR-CONTROLLER
BUDGET JOURNAL**

BUDGET JOURNAL SCREEN

Budget Organization: Stanislaus Budget Org

Budget: LEGAL BUDGET

Accounting Period From: Apr-01

To: Jun-01

BATCH SCREEN

Journal Batch: BO --

Category: Budget

Line	Coding Structure							Period	Description
	Fund	Org	Account	G/L Proj	Loc	Misc	Apr-01		
	4	7	5	7	6	6	AMOUNT		
1	1770	26341	50000	0	0	0.0	224,076.00	Salary and benefits	
2	1770	26341	62600	0	0	0.0	500.00	Office Supplies	
3	1770	26341	62860	0	0	0.0	5,100.00	Office Equipment - Non Asset	
4	1770	26341	62980	0	0	0.0	5,000.00	Exp Computer Equip to \$5000	
5	1770	26341	62990	0	0	0.0	2,910.00	Exp Equipment up to \$5000	
6	1770	26341	63280	0	0	0.0	280,000.00	Contracts	
7	1770	26341	63570	0	0	0.0	10,080.00	Narcotic testing	
8	1770	26341	65300	0	0	0.0	12,000.00	Rents & Leases - struc & grounds	
9	1770	26341	66370	0	0	0.0	2,000.00	Community Programs	
10	1770	26341	84070	0	0	0.0	25,000.00	Cars	
11	1770	26341	84650	0	0	0.0	46,218.00	Vans	
12	1770	26341	24900			0.0	1,559,383.00	St COPS Juv Justice	
13	1770	26341	50000	0	0	0.0	215,456.00	Salary and benefits	
14	1770	26341	62990	0	0	0.0	2,496.00	Exp Equipment up to \$5000	
15	1770	26341	63280	0	0	0.0	119,043.00	Contracts	
16	1770	26341	65770	0	0	0.0	8,377.00	Ammunition and weapons	
17	1770	26341	84070	0	0	0.0	47,657.00	Cars	
18						0.0			
19	1770	26341	50000	0	0	0.0	8,529.00	Salary and benefits	
20	1770	26341	63280	0	0	0.0	87,000.00	Contracts	
21						0.0			
22	1770	26341	50000	0	0	0.0	202,991.00	Salary and benefits	
23	1770	26341	62600	0	0	0.0	20,000.00	Office Supplies	
24	1770	26341	62990	0	0	0.0	34,650.00	Office Equipment	
25	1770	26341	63280	0	0	0.0	58,000.00	Contracts	
26	1770	26341	65300	0	0	0.0	102,300.00	Rents & Leases - struc & grounds	
27	1770	26341	84070	0	0	0.0	40,000.00	Cars	
Totals							1,559,383.00		

Explanation: To establish the budget unit for Crime Prevention Act 2000 programs - Day Reporting Center, High Risk Offender, Neighborhood Accountability Board and Home Supervision.

Requesting Department		CEO		Auditors Office Only	
<i>[Signature]</i>		<i>[Signature]</i>		<i>[Signature]</i>	
Signature		Signature		Admin Approval (\$75K+)	
4/4/01				4-04-01	
Date		Date		Date	

**THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
STATE OF CALIFORNIA**

Date: April 10, 2001

No.

2001-271

On motion of Supervisor Blom, Seconded by Supervisor Simon
and approved by the following vote,
Ayes: Supervisors: Mayfield, Blom, Simon, Caruso, and Chair Paul
Noes: Supervisors: None
Excused or Absent: Supervisors: None
Abstaining: Supervisor: None

B-18

THE FOLLOWING RESOLUTION WAS ADOPTED:

BE IT RESOLVED that the Board of Supervisors of the County Of Stanislaus hereby:

Appoints Chief Probation Officer Linda L. Duffy as the Chair of the Stanislaus County Juvenile Justice Coordinating Council; and,

Authorizes said Chief Probation Officer to submit and to sign Stanislaus County's Application for Approval for Schiff-Cardenas Crime Prevention Act of 2000 funding as well as related contracts, amendments, or extensions with the State of California; and,

Identifies the following individuals as members of the Stanislaus County Juvenile Justice Coordinating Council:

Timothy P. Bazar, Public Defender	Larry B. Poaster, Ph.D., Director, Behavioral Health & Recovery Svcs
James C. Brazelton, District Attorney	Honorable Marie S. Silveira, Presiding Juvenile Court Judge
Art deWerk, Chief, Ceres Police Department	Patricia Hill Thomas, Assistant Executive Officer, CEO
James C. Enochs, Superintendent, Modesto City Schools	Roy Wasden, Chief, City of Modesto Police Department
Brett Green, Community Based Treatment Services	Les Weidman, Sheriff/Coroner
Honorable Timothy J. Helfer, Juvenile Court Commissioner	Juan Alvarez, At-Large Community Member
Jeff Jue, Director, Community Services Agency	Chau-Pu Chiang, Ph. D., At-Large Community Member
Linda M. Kovacs, Director, Non-profit Social Service Provider	William Dyer, At-Large Community Member
Pat Paul, Chair, Board of Supervisors	Jessica W., Youth, At-Large Community Member
Martin G. Petersen, Superintendent, Office of Education	Dionicio Roberto. R., Youth, At-Large Community Member

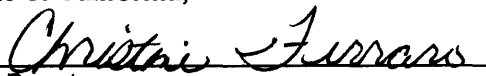
Assures that the County of Stanislaus Comprehensive Multiagency Juvenile Justice Plan has been developed and provided to the Board of Corrections in a format determined by the Board of Corrections not later than May 1, 2001.

Assures that the County of Stanislaus has adhered to the requirements of the Schiff-Cardenas Crime Prevention Act of 2000 and of the Board of Corrections regarding the submission of the Comprehensive Multiagency Juvenile Justice Plan.

Assures that the County of Stanislaus Board of Supervisors has reviewed and approves the County's Comprehensive Multiagency Juvenile Justice Plan;

Assures that the County of Stanislaus upon approval of the County's Comprehensive Multiagency Juvenile Justice Plan and receipt of Schiff-Cardenas Crime Prevention Act 2000 funds will adhere to the requirements of the Schiff-Cardenas Crime Prevention Act of 2000 regarding the expenditure of said funds and the submission of required reports to the Board of Corrections.

ATTEST: **CHRISTINE FERRARO TALLMAN, Clerk**
Stanislaus County Board of Supervisors,
State of California,


By: Deputy

File No.

**STANISLAUS COUNTY
COMPREHENSIVE
MULTIAGENCY
JUVENILE JUSTICE PLAN**

April 2001



Stanislaus County Juvenile Justice Coordinating Council

Linda L. Duffy, Chief Probation Officer

BOARD OF CORRECTIONS
600 BERCT DRIVE
SACRAMENTO, CALIFORNIA 95814-0185

TELEPHONE (916) 445-5073
FACSIMILE (916) 445-5796 OR 322-5036

SCHIFF-CARDENAS CRIME PREVENTION ACT OF 2000
COMPREHENSIVE MULTIAGENCY JUVENILE JUSTICE PLAN
APPLICATION FOR APPROVAL

SECTION 1 - COUNTY INFORMATION

Date: 3/29/01

County:	STANISLAUS
Chief Probation Officer/ Chair of Juvenile Justice Coordinating Council:	Linda L. Duffy
Department:	Stanislaus County Probation Department
Address:	2215 Blue Gum Avenue
	Modesto, CA 95358
Telephone #:	(209) 525-4598
	Facsimile: (209) 525-5486

Plan Coordinator:	Linda L. Duffy, Chief Probation Officer
Department:	Stanislaus County Probation Department
Address:	2215 Blue Gum Avenue
	Modesto, CA 95358
Telephone #:	(209) 525-4598
	Facsimile: (209) 525-5486

SECTION 2 – JUVENILE JUSTICE COORDINATING COUNCIL

NAME	TITLE	ORGANIZATION
Linda L. Duffy	Chief Probation Officer	Probation Department
Timothy P. Bazar	Public Defender	Public Defender's Office
James C. Brazelton	District Attorney	District Attorney's Office
Art deWerk	Police Chief	Ceres Police Department
James C. Enochs	Superintendent	Modesto City Schools
Brett Green	Marriage Family Counselor	Sierra Vista Counseling Center
Hon. Timothy J. Helfer	Juvenile Court Commissioner	Stanislaus County Juvenile Court
Jeff Jue	Director	Community Services Agency
Linda M. Kovacs	Executive Director	Center for Human Services
Roy W. Wasden	Police Chief	Modesto Police Department
Pat Paul	Chair, Board of Supervisors	Board of Supervisors
Martin G. Petersen	Superintendent	County Office of Education
Larry B. Poaster, Ph. D.	Director	Behavior Health & Recovery
Hon. Marie G. Silveira	Presiding Judge	Stanislaus County Juvenile Court
Patricia Hill Thomas	Assistant Chief Executive	County Executive's Office
Les Weidman	Sheriff/Coroner	Stanislaus County Sheriff's Dept
Juan Alvarez	President, Hispanic Leadership Council	At-Large Community Rep.
Chau-Pu Chiang, Ph.D.	Assistant Professor, CSUS	At-Large Community Rep.
William Dyer	Member, Juvenile Justice Commission	At-Large Community Rep.
Jessica W.	Youth Member	At-Large Community Rep.
Dionicio Roberto R.	Youth Member	At-Large Community Rep.

SECTION 3 – EXECUTIVE SUMMARY

Provide an executive summary limited to ten (10) pages, double-spaced (PLANNING ACTIVITIES maximum three (3) pages, HISTORY AND BACKGROUND SUMMARY maximum seven (7) pages, double-spaced with a 12-point font), summarizing the key points of the planning activities associated with the development of the COMPREHENSIVE MULTIAGENCY JUVENILE JUSTICE PLAN (CMJJP), and addressing each of the elements set forth in the instructions. In addition to the maximum ten (10) page executive summary, please provide a one (1) page (double-spaced with 12-point font) description of each of the programs you have prioritized for CPA 2000 funding in your CMJJP.

SECTION 4 – TECHNICAL COMPLIANCE

On the attached Technical Compliance Response Matrix please provide the section(s) and page number(s) in your Comprehensive Multiagency Juvenile Justice Plan that responds to items identified in Section 4, Items 1-3 of the Instructions for Completing the Application for Approval, for each of the programs proposed for funding in your CMJJP in a prioritized order.

SECTION 5 - BOARD OF SUPERVISOR'S RESOLUTION

Attach the required Board of Supervisors Resolution approving the Comprehensive Multiagency Juvenile Justice Plan* . The resolution shall contain, at a minimum, the following:

- Identification of the Chief Probation Officer/Chair of the Juvenile Justice Coordinating Council.
- Identification of the Juvenile Justice Coordinating Council Members.
- Assurances that the Board of Supervisors has reviewed and approves the county's Comprehensive Multiagency Juvenile Justice Plan.
- Assurances that the County has adhered to the requirements of the Crime Prevention Act of 2000 and of the Board of Corrections regarding the submission of the plan.
- Assurances that the plan has been developed and provided to the Board of Corrections in a format determined by the Board of Corrections not later than May 1, 2001.
- Authorization for Chief Probation Officer/Chair of the Juvenile Justice Coordinating Council to sign the application for approval of the plan by the Board of Corrections.
- Assurances that upon approval of the county's Comprehensive Multiagency Juvenile Justice Plan, the County will adhere to the requirements of the Schiff-Cardenas Crime Prevention Act of 2000 (CPA 2000) regarding the expenditure of CPA 2000 funds and the submission of required Board of Corrections reports.

* In the case of a city and county, a letter from the mayor approving the plan is also required.



CPA 2000
Application for Approval
Section 4 - Technical Compliance
Technical Compliance Response Matrix

County		Stanislaus				
		Programs in Prioritized Order				
		1	2	3	4	
S E C T I O N 4 I T E M	1a	SECTION	I	I	I	I
		PAGE(S)	14 - 27	14 - 27	14 - 27	14 - 27
	1b	SECTION	II	II	II	II
		PAGE(S)	14 - 30	14 - 30	14 - 30	14 - 30
	1c	SECTION	III	III	III	III
		PAGE(S)	1 - 3	1 - 3	1 - 3	1 - 3
	1d	SECTION	Appendices	Appendices	Appendices	Appendices
		PAGE(S)	1	1	1	1
	2	SECTION	IV	IV	IV	IV
		PAGE(S)	1 - 6	7 - 15	16 - 19	20 - 28
	2a	SECTION	IV	IV	IV	IV
		PAGE(S)	1 - 3	8 - 11	16 - 18	23
	2b	SECTION	IV	IV	IV	IV
		PAGE(S)	5	12	19	22
2c	SECTION	IV	IV	IV	IV	
	PAGE(S)	5	12	19	22	
2d	SECTION	IV	IV	IV	IV	
	PAGE(S)	5	12	18	25	
3	SECTION	IV	IV	IV	IV	
	PAGE(S)	5	12	18	24 - 26	

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
STATE OF CALIFORNIA

DRAFT

ite: No.

On motion of Supervisor _____, Seconded by Supervisor _____
and approved by the following vote, _____
Ayes: Supervisors: _____
Noes: Supervisors: _____
Excused or Absent: Supervisors: _____
Abstaining: Supervisor: _____

THE FOLLOWING RESOLUTION WAS ADOPTED:

BE IT RESOLVED that the Board of Supervisors of the County Of Stanislaus hereby:

Appoints Chief Probation Officer Linda L. Duffy as the Chair of the Stanislaus County Juvenile Justice Coordinating Council; and,

Authorizes said Chief Probation Officer to submit and to sign Stanislaus County's Application for Approval for Schiff-Cardenas Crime Prevention Act of 2000 funding as well as related contracts, amendments, or extensions with the State of California; and,

Identifies the following individuals as members of the Stanislaus County Juvenile Justice Coordinating Council:

- | | |
|---|--|
| Timothy P. Bazar, Public Defender | Larry B. Poaster, Ph.D., Director, Behavioral Health & Recovery Svcs |
| James C. Brazelton, District Attorney | Honorable Marie S. Silveira, Presiding Juvenile Court Judge |
| Art deWerk, Chief, Ceres Police Department | Patricia Hill Thomas, Assistant Executive Officer, CEO |
| James C. Enochs, Superintendent, Modesto City Schools | Roy Wasden, Chief, City of Modesto Police Department |
| Rrett Green, Community Based Treatment Services | Les Weidman, Sheriff/Coroner |
| onorable Timothy J. Helfer, Juvenile Court Commissioner | Juan Alvarez, At-Large Community Member |
| Jeff Jue, Director, Community Services Agency | Chau-Pu Chiang, Ph. D., At-Large Community Member |
| Linda M. Kovacs, Director, Non-profit Social Service Provider | William Dyer, At-Large Community Member |
| Pat Paul, Chair, Board of Supervisors | Jessica W., Youth, At-Large Community Member |
| Martin G. Petersen, Superintendent, Office of Education | Dionicio Roberto. R., Youth, At-Large Community Member |

Assures that the County of Stanislaus Comprehensive Multiagency Juvenile Justice Plan has been developed and provided to the Board of Corrections in a format determined by the Board of Corrections not later than May 1, 2001.

Assures that the County of Stanislaus has adhered to the requirements of the Schiff-Cardenas Crime Prevention Act of 2000 and of the Board of Corrections regarding the submission of the Comprehensive Multiagency Juvenile Justice Plan.

Assures that the County of Stanislaus Board of Supervisors has reviewed and approves the County's Comprehensive Multiagency Juvenile Justice Plan;

Assures that the County of Stanislaus upon approval of the County's Comprehensive Multiagency Juvenile Justice Plan and receipt of Schiff-Cardenas Crime Prevention Act 2000 funds will adhere to the requirements of the Schiff-Cardenas Crime Prevention Act of 2000 regarding the expenditure of said funds and the submission of required reports to the Board of Corrections.

ATTEST: CHRISTINE FERRARO TALLMAN, Clerk
Stanislaus County Board of Supervisors,
ate of California,

By: Deputy

File No.
1010-56

EXECUTIVE SUMMARY

Planning Activities

Stanislaus County's efforts to prepare the required Comprehensive Multiagency Juvenile Justice Plan (CMJJP) began with Governor Davis' signing of the Schiff-Cardenas Crime Prevention Act of 2000 (CPA 2000) in September 2000. The Governor's commitment to juvenile justice programming gave Stanislaus County the opportunity to revisit our continuum of responses to juvenile crime, reassess our current resources and statistical data, determine the progress the County had made since the completion of our latest Local Action Plan and identify remaining gaps in service for at risk youth, families and juvenile offenders.

After careful reading of the Act, the Chief Probation Officer called upon the Renaissance Consulting Group to assist in the preparation of the CMJJP. The Renaissance Group was uniquely qualified to help the Juvenile Justice Coordinating Council (JJCC) in this endeavor. The consulting firm had been hired by the Chief Probation Officer in late 1999 to begin planning for a series of workshops to facilitate the design of a Strategic Plan for the department. This was the first comprehensive attempt by the department to devise such a plan and included a review of our mission, vision and values and the design of objectives and action plans to guide our work for the next few years. Eight workshops involving all levels of departmental staff were held during 2000. Our final session will be held in Spring, 2001. The Renaissance Group had also been hired by the County Chief Executive's Office to conduct extensive community forums, research data and develop recommendations for the use of combined monies from the Children and Families First Act, Tobacco Settlement Act and the Welfare to Work program. The Board of Supervisors accepted their report last summer and work is progressing on implementation steps.

The focus of the funding efforts will be on building infrastructure and providing services in the prevention arena, particularly for the preschool at-risk population.

We also reassessed the membership of the Juvenile Justice Coordinating Council since several key members had left their assignments. In addition to updating the existing, legally mandated membership, we added additional community –at- large members to better reflect the diversity of our population and include “system users.” Two youth members, both current wards of the Juvenile Court, were recruited. One is a Hispanic gang member and one is a Juvenile Drug Court participant. We also added a Southeast Asian member who is an administrator in the Criminal Justice Program at Cal State, Stanislaus. Further, we added the president of the county’s Hispanic Leadership Council as a member.

The elements of the plan were shared with the staff of the department and the Probation Manager in casework services was designated to work with the Chief to serve as staff for the Council, collect data and prepare drafts for the membership. We reviewed the existing continuum of responses to juvenile crime, which had been prepared as part of our Challenge Grant I proposal and the 1999 Local Action Plan. We also reviewed the Juvenile Justice Master Plan that was prepared in 1996. Staff researched benchmark data and “proven programs” across the country, existing Challenge Grant programs in the state and promising programs via the Internet.

Department staff attended the CPA 2000 presentation by the Board of Corrections (BOC) in Fresno, California last Fall, and the subsequent presentations by BOC staff at the Chief Probation Officers’ meeting in Santa Cruz in December 2000 and in Sacramento in January 2001.

Discussion and sharing of planning efforts took place at the Central Region Probation Chiefs’ meeting in January 2001. We obtained copies of BOC- approved CMJJP’s from Orange County and San Diego to use as benchmarks and models for the formatting of our local Plan. As we developed proposed program descriptions and outcomes, and pieces of the Plan, we received

technical assistance from our Field Representative and the research staff at the BOC. Staff reviewed numerous reports and statistical information including the Renaissance 2000 plan previously mentioned, state and local demographic and juvenile crime information and probation in-house data on referrals, wardship numbers and distribution of cases, and placement trends. We purchased software to enable us to map overviews of juvenile and all crime in the county, as well as school expulsions, crime and location of cases of wards to identify areas at high-risk of juvenile crime.

The JJCC has met three times to develop the CMJJP. With the assistance of the facilitators, they reviewed all existing materials and staff drafts, provided information regarding countywide programs and capacity in each of their disciplines, discussed gaps in the continuum, and edited work as it progressed. Between meetings, Council members continued to provide input to staff to fill gaps in our data and information gathering efforts. The four proposed programs to be funded in part or in whole with CPA 2000 monies were approved and on February 22, 2001 the Council approved the Plan in its entirety. After review by the BOC staff and any required technical revisions, the Council will meet again, if necessary, to revisit and give final approval to the Plan before it is calendared with the County Board of Supervisors for the required Resolution and staffing appropriations..

History and Background Summary

Work on collaborative, integrated juvenile justice planning predated the passage of SB 1760 which resulted in the addition to the Welfare and Institutions Code of Section 749.22, the genesis for Juvenile Justice Coordinating Councils in the State. The County relied on the 1996 Juvenile Justice Master Plan to begin work on the required Local Action Plan that enabled the County to submit the first Challenge Grant application to the BOC. The overriding need at that time was for additional Juvenile Hall beds to meet the needs of the County in the next century. At that

time the Hall had a rated capacity of 88 beds and delinquent youth had to be released from the Hall early due to the shortage of beds. The Master Plan and both Local Action Plans developed since 1996 identified as key needs the addition of detention beds, a 60 bed Juvenile Camp for court commitments, the development of alternatives to incarceration and continued efforts to increase intensive supervision of wards and prevention services to at-risk youth and juvenile offenders.

The County responded to the challenge by infusing more fiscal resources into the Probation Department, which enabled us to create an Electronic Monitoring program and a Day Commitment Center, both called for in our continuum of responses to juvenile crime. TANF monies were also used for these programs. Since 1999 Stanislaus County has successfully competed for and been awarded construction grant funds by the BOC to build 30 additional maximum security detention beds and plan for the addition of 40 medium security beds for detainees with mental health and substance abuse problems. The forty-bed unit is scheduled to come on line in 2002. With the addition of these 70 beds, the county will have fulfilled the Master Plan goal of 152 detention beds before the year 2006. The county was also awarded a grant through the BOC for upgrades of our sally port, electronic security system, construction of a new medical unit and central control operation, and the coordination of our fire alarm systems between the older portions of the Hall and the new units. We will be submitting a renovation grant request this Spring to upgrade our roof and central heating and air conditioning systems and to redesign our reception/intake areas.

The county formed the Juvenile Justice Coordinating Council as a result of the passage of SB 1760 and developed a Local Action Plan in preparation for the submission of a Challenge Grant proposal. We were awarded our first Challenge Grant funding in 1996 and began operation of a diversion program in partnership with the Center for Human Services, a local non-

profit organization, to target low-risk juvenile offenders referred to Probation from high-risk neighborhoods. A particularly successful component of this program was the creation of Neighborhood Accountability Boards in the same areas. Challenge Grant I, entitled Intensive Diversion/ Early Action or I.D.E.A., also involved the utilization of Night Hoops and Police Activities League (PAL) recreation programs. While Challenge Grant I did not result in significantly improved outcomes for the experimental group versus the control group of lower recidivism and increased school attendance for the participants, we are proposing to expand the Neighborhood Accountability Board concept in our current CPA 2000 plan.

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. Family based supervision was a priority that the Council highlighted in its 1999 Local Action Plan. Research on risk factors for high-risk youth and family based services had emerged to clearly show that children raised in high-risk home environments are significantly more likely to become involved in drugs, gangs, delinquency and crime than those raised in more functional home environments. We were awarded funding in 1999 and began operation of the F.O.C.U.S. (Family Oriented Community Utilization System) the same year. This program therefore responded to another of our goals, which was to develop family based supervision services. A multiagency team comprised of probation officers, a social worker, a public health nurse, a mental health clinician and a community aide are co-located to enhance the team concept. The project goal is to reduce or eliminate the risk of children from these high-risk families coming into the dependency and delinquency systems.

The JJCC provides oversight for the two Challenge Grant programs and meets quarterly to hear progress reports and to receive information on the status and needs of the juvenile justice system.

As required by CPA 2000, the Council is the planning body for the CMJJP and will monitor progress of the Plan's implementation.

Strategy Implementation

The Council acknowledges the continuing need to develop a balanced, comprehensive continuum of responses to juvenile crime. Since the Master Plan and first Local Action Plan were developed in 1996, many of the identified gaps in the system have been filled by both the public and private agencies that serve at-risk youth and juvenile offenders. We have previously mentioned the successful efforts to increase detention beds for maximum and medium security youth in Juvenile Hall. Construction awards are also enabling us to upgrade and improve the physical plant at Juvenile Hall. The key incapacitation or incarceration element still missing is the creation of a juvenile commitment facility.

Prevention Programs

In the area of prevention, Stanislaus County has seen expansion in after-school programs, school-based Healthy Start programs, mental health and substance abuse counseling services and in recreation programs. The school-based Student Assistance Programs emphasize substance abuse and violence prevention education. All county law enforcement agencies offer in-house diversion and prevention programs. The Center for Human Services operates a six-bed shelter for at-risk youth, including crisis counseling, family, individual and group counseling and educational classes. There is a demonstrated need to increase the number of crisis beds for the county. The F.O.C.U.S. Challenge Grant program is the first Probation- led effort to provide family supervision services with a wraparound, multiagency emphasis using various disciplines for high-risk youth. Both Modesto City Schools and the Stanislaus County Office of Education contract for probation officers to work with at-risk students and juvenile offenders on school campuses. The Families in Partnership program, which is staffed with probation, social services

(Community Services Agency), mental health, substance abuse (Behavioral Health and Recovery Services) and public health workers (Health Services Agency), targets families at greatest risk for out of home placement. The Children's Council oversees the Community Services Agency led Family Preservation and Support Program that targets child abuse. School Attendance Review Boards, often staffed with probation and police officers, are found countywide.

Intervention/Suppression Programs

The juvenile justice system lacks sufficient services in the mid-part of the continuum, that is, intermediate sanctions and programs for juvenile court wards. This was one of the key areas identified in the 1996 Master Plan and the 1999 Local Action Plan. The Local Action Plan of 1999 noted that in FY97/98 juvenile supervision caseloads averaged over 100 cases per officer. With the onset of the Juvenile Drug Court in July 1998, intensive supervision was begun to provide service to 20 wards by a multidisciplinary team under the leadership of the Juvenile Court. In 1999, the department created partnerships with the Sheriff's Office and Modesto Police Department to form two police/probation teams to supervise documented juvenile gang members who are wards of the court. The two probation officers each supervise an average of 35 cases throughout the County with a majority of the cases in the high crime areas of west and southwest Modesto. In addition to supervision duties, the officers work with their law enforcement partners to provide coverage at youth events and patrol areas where their wards and other high-risk youth congregate. This program began to fill the gap identified in the 1999 Local Action Plan for gang intervention. Regular supervision caseloads now average 72 wards per officer; an improvement over earlier figures but still too high to be effective in monitoring and providing adequate service to wards and their families. There are an average of 200 Informal Supervision cases open to probation at any one time. There is only one officer available to offer supervision to this population. Unfortunately, Modesto City School's Targeted Truancy grant ended in 2000. The target population consisted of minors on Informal Supervision and first time

wards of the court who met the criteria established for the Juvenile Repeat Offender programs in the state. The addition of a probation officer in 1998 to supervise approximately 40 court wards with mental health diagnosis as part of the Children's System of Care program provided needed intensive services to this group of wards at high-risk for out of home placement. In 1997 a Day Commitment Center was opened to serve 18-23 juveniles under probation supervision. The Center is a day school program for youth who either are not attending school or have habitual truancy problems. The numbers of wards in group homes and foster homes decreased from an average per month of 104 in 1995 to 76 wards in 2000 as a result of efforts to fill the gaps in the intermediate range of response options.

At the present time there are no residential substance abuse treatment beds in the County for wards, juvenile offenders or at-risk youth. This situation will be remedied somewhat when three beds will open as part of the county operated Stanislaus Recovery Center later this year. Also on site will be 25 to 30 additional slots for adolescent outpatient substance abuse treatment.

Substance abuse treatment remains a "key need" area for the county. Treatment services for up to 60 wards annually will be added if the proposed Day Reporting Center is approved.

Incapacitation/Incarceration

To summarize previous information, by the end of 2002 Juvenile Hall bed capacity will reach 158, thus fulfilling the major area of need identified in the 1996 Master Plan and reiterated in the most recent Local Action Plan. The remaining unfilled gap is a juvenile commitment facility.

Automated Integrated Probation Case Management System

It should also be noted as part of our Strategy Implementation that since 1998 the Probation Department has embarked on a project to automate a case management system for the Juvenile Institutions Division and the Juvenile Casework Division. This was done through a contract with

a local private company, Synovation, Inc. The system is now in place to track juvenile referrals from intake, through investigation, supervision and placement units. We are in the process of completing similar work for the Adult Casework Division. What remains is to refine the system, adapt it to a web based system written in up- to- date computer language, create the ability to produce management reports to track how well we perform our services, and derive trends which will help us identify best practices, as well as isolate and improve areas of weakness. As a result of the department's strategic planning process, we will be developing outcome measures for programs within the department as well as performance standards for officers. With the requirements mandated by CPA 2000, we will need to become more comprehensive and accurate in inputting data and adding programming elements to meet our program outcomes and objectives.

Identification of High Risk Juvenile Crime Areas

In the process of compiling statistical data on juvenile crime in the County, we discovered a major problem with law enforcement agency data collection procedures. Not all agencies collect juvenile crime statistics separate from overall crime statistics. To produce juvenile crime data, key agencies, such as Modesto Police Department, would have to separate juvenile arrest reports from all reports by hand. All County law enforcement agencies do not have an automated or integrated crime data collection process. We also discovered that some school districts are behind in collecting school crime information. This significantly hampered our best efforts to collect information in order to identify juvenile crime trends and locations of high crime activity. We used the states Safe Schools Assessment report to identify school districts with high juvenile crime data, although this is only available by school districts and not by individual schools. We relied on reports from the State Department of Justice and a County crime analysis report prepared by the Turlock Police Department for juvenile crime figures. We used Modesto Police beat data on calls for service to make preliminary decisions on high crime areas in the city. Using

software purchased for this project, we were able to overlay juvenile crime, school crime by district and school expulsion data, identify middle and senior high schools in high crime areas, District Attorney office reports of juvenile crime referrals, and map where our juvenile wards reside to verify the identification of high risk juvenile crime areas to the best of our ability. Those areas are overwhelmingly in the City of Modesto and immediate surrounding areas, specifically in west and southwest Modesto. The majority of juvenile ward gang cases are also in the identified areas.

Identification of Proposed Programs

Through the review and development of each of the elements, which comprise the CMJJP, we determined the programs which would be most effective in filling critical gaps in the continuum of responses to juvenile crime and which could be created and implemented with the use of CPA 2000 funding within the funding parameters and timelines. Four programs have been approved by the Juvenile Justice Coordinating Council and are described on the following pages of this Executive Summary. Council members are committed to continue to work in a collaborative fashion to meet the needs of at-risk youth, juvenile offenders and wards in order to achieve our goal of creating a safe and healthy community for the residents of Stanislaus County.

PROGRAM ONE DAY REPORTING CENTER

The Day Reporting Center (DRC) will be used as a transitional setting for wards of the court leaving group homes and short term Juvenile Hall commitments, as an alternative to placement and/or as a level of supervision that provides intense supervision with connected services. The Stanislaus County DRC will require the probationer's attendance from 7:00 AM through 6:00 PM including pick-up and take home, five days per week. Additional weekend hours will be incorporated to provide enrichment activities. At the center, minors will attend an on site year-round school a minimum of four hours daily for the term of their four-month treatment. Five additional hours per week will be dedicated to pre-employment assessment and training, ten to twelve hours per week for physical education, leadership and enrichment activities and from four to six hours per week for alcohol/drug treatment. At the conclusion of the four-month treatment period, minors will be transitioned for a two-month period onto a regular caseload at the appropriate school site. Additional minors will fill the program as youth discharge. The program will serve four groups of fifteen minors for a total of sixty wards of the court in fiscal year 2001-2002. The goals of the program are to minimize the incident of crime and drug use and improve work readiness among this population. Outcome measures include:

- Reduced recidivism
- Reduced alcohol and/drug use
- Increased school performance/attendance
- Improved rate of restitution payments
- Improved successful completion of probation

**PROGRAM TWO
HIGH-RISK OFFENDER SUPERVISION
AND JUVENILE COURT WARRANT ENFORCEMENT**

This program, based on the successful Operation Night Light program in Boston, Massachusetts, targets the continuum areas of intervention and suppression through the expansion of intensive, community-based supervision of high-risk juvenile court wards and enforcement, or clearance, of juvenile court warrants. The program objective is to reduce juvenile crime and gang involvement in high crime areas and to increase offender accountability by actively working outstanding juvenile court warrants. The program is designed to strengthen existing law enforcement and probation partnerships by increasing the number of police/probation teams available to focus on high-crime target areas. The program will expand on the existing collaborative by doubling the number of police/probation teams from two to four and by providing intensive supervision/intervention and suppression of high-risk offenders beyond just documented gang members for a minimum of eighty wards. Team members will incorporate the mission of clearance of juvenile warrants into their patrol and intelligence gathering activities and will clear a minimum of one-hundred juvenile court warrants. The program provides more coverage for high crime areas in the county, particularly in the West and South Modesto areas, where both the Sheriff and the Modesto Police Department have jurisdiction. Program goals include:

- Reduced rates of arrests for new law violations and violations of probation
- Reduced rates of incarceration
- Increased rates of successful completion of probation
- Increased rates of successful completion of restitution
- Increased rates of clearances of juvenile court warrants

PROGRAM THREE

NEIGHBORHOOD ACCOUNTABILITY BOARDS

This program extracts and expands on the existing Neighborhood Accountability Boards (NABs) established through Stanislaus County's Challenge Grant project, Intensive Diversion Early Action. Program funding expires in June 2001. It provides prevention and intervention services through a community response model. The program, benchmarked with Santa Clara County's Challenge Grant project called Restorative Justice, is designed to increase accountability for first-time, youthful offenders by utilizing Neighborhood Accountability Boards to impose community service, restitution, and victim/offender mediation thereby decreasing the likelihood of re-arrest or further escalation into the juvenile justice system. The program strengthens community-based partnerships as Neighborhood Accountability Boards provide opportunities for community volunteers to take an active role in confronting and resolving the problem of juvenile crime within their own neighborhoods. Community service imposed by the Neighborhood Accountability Boards provides the community at large with a benefit rather than a loss from juvenile crime. The program will serve a minimum of two-hundred (200) youth through a total of six (6) operational NABs located in the following communities: West Modesto, South Modesto/Ceres, Turlock, Patterson/Newman, Oakdale/Riverbank, and Central/North/East Modesto.

Goals of the program include:

- Fewer rates of arrests for new law violations than traditional diversion youth
- Fewer rates of incarceration for new law violations than traditional diversion youth
- Increased rates of successful completion of restitution
- Increased rates of successful completion of community service

PROGRAM FOUR

HOME SUPERVISION PROGRAM EXPANSION

Home Supervision, an intervention and incapacitation program, provides community protection and offender accountability while allowing offenders to remain in their own homes in lieu of incarceration in Juvenile Hall.

The program consists of Electronic Monitoring and House Arrest of wards and alleged wards pending Juvenile Court hearings. Participants are carefully monitored to ensure compliance with the program, including attendance at school and court hearings. Levels of restrictions and sanctions for program and technical violations are determined by the minor's history and family strengths. Participants arrested for new law violation will be booked into Juvenile Hall.

The proposal is to expand the program to seven (7) days per week, concentrating on the critical hours of 4 to 8 PM as well as weekends and geographic areas identified through local crime statistics as the "hot spots" for juvenile criminal activity. It will serve an additional seventy minors per year.

We will integrate the Home Supervision Program with other Alternative to Custody programs to increase minors' ability to comply with restitution orders and conditions of probation.

The goals for the expanded program are to:

- Reduce rates of recidivism compared to non participants
- Increased accountability, evidenced by attendance at court hearings and school
- Increased rates of compliance with restitution compared to non participants
- Increased rate of completion of probation compared to non participants

The goals will be achieved through increased levels of supervision during critical hours in targeted areas, increased communication with caretakers and case plans based on comprehensive information gleaned from home visits and community contacts.

STANISLAUS COUNTY
COMPREHENSIVE MULTIAGENCY JUVENILE JUSTICE PLAN

April 2001

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7. Community Services Agency, *Stan. 88.1 Report*
8. *Children Now: California County Data Book*
9. California Department of Justice Criminal Justice Profiles, 1990 – 1999
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BACKGROUND AND SUMMARY OF JUVENILE JUSTICE SYSTEM

The basis for Stanislaus County's juvenile justice system is found in Welfare and Institutions Code Section 202, which sets out the purpose and objectives of the juvenile court law. As specified in the code, the purpose of the juvenile justice system is to:

- Provide for the protection and safety of the public and each minor under the jurisdiction of the juvenile court;
- Preserve and strengthen the minor's family ties whenever possible;
- Remove the minor from the custody of his or her parents only when necessary for his or her welfare or for the safety and protection of the public;
- Reunify the minor with his or her family as a primary objective;
- Secure for a minor removed from his or her family the custody, care, and discipline as nearly as possible equivalent to that which should have been given by his or her parents;
- Reaffirm the duty of a parent to support and maintain a minor child.

It is the mission of juvenile courts and other public agencies charged with enforcing, interpreting, and administering the juvenile court law to consider:

- The safety and protection of the public;
- The importance of redressing injuries to victims;
- The best interests of the minor in all deliberations;
- To improve system performance in a vigorous and ongoing manner.

Source: WIC 202

In Stanislaus County, the various public agency components of the juvenile justice system share the mission and vision of the juvenile court law and work in a collaborative, integrated manner to serve both the community, and the minors and families who enter the system, with the goal of creating and maintaining a safe and healthy community. As will be demonstrated in this Comprehensive Multiagency Juvenile Justice Plan, the County has developed an impressive continuum of sanctions, services and programs across various disciplines, both public and private, to intercede in the lives of at-risk youth and juvenile offenders in the areas of prevention, diversion, intervention, suppression and incapacitation.

While the Probation Department does not have legally mandated duties to carry out prevention and diversion activities, research and practical experience have demonstrated that to reduce juvenile delinquency and sustain healthy, intact families, correctional agencies and law enforcement must develop strategies and partnerships with related disciplines to build on family and individual strengths and promote community based, family centered and individually focused interventions. In this "integrated system" approach, the county's juvenile justice system agencies have forged partnerships with law enforcement, schools, mental health, alcohol and drug services, physical health, social services, private non-profit youth serving agencies, the religious community, businesses, neighborhoods, communities and private citizens to weave a supportive, holistic "web" to assist at-risk youth and families and juvenile offenders.

The principal partners in the juvenile justice system are the law enforcement agencies, who initiate the overwhelming majority of referrals, the Probation Department and the Juvenile Court, which includes the judicial officers, the prosecuting agency (District Attorney's Office) and defense counsel (Office of the Public Defender or private counsel). The Juvenile Justice Case Processing chart displays the decision points in the system that are available to law enforcement, probation, the District Attorney and the juvenile court.

Law Enforcement

Six municipal police departments, as well as the Sheriff's Office, operate in Stanislaus County. The police departments are Modesto, Turlock, Oakdale, Ceres, Newman and Hughson. Additionally, the cities of Patterson, Riverbank and Waterford contract with the Sheriff's Office for police services. Each of these departments provides prevention, and diversion services. Either departmental staff operates programs or the agency contracts for services. Prevention and diversion programs include:

- DARE
- After school mentoring and home work assistance
- Education classes on drugs and alcohol, anger management, consequences of crime
- Participation on SARB Boards
- Police Athletic Leagues
- Police Activities League
- Parenting and family relationship classes

Prevention and diversion programming are directed at status offenders, low risk, young or first time offenders to provide both a sanction for delinquency and to offer rehabilitative services to youth and families who do not warrant formal juvenile justice system interventions yet display some of the known risk factors linked with more serious criminal behavior.

For those juvenile offenders who pose a more serious threat to public safety or themselves or for those who have failed an early intervention program, the local police agency may elect to refer the youth to the Probation Department via an Application for Petition.

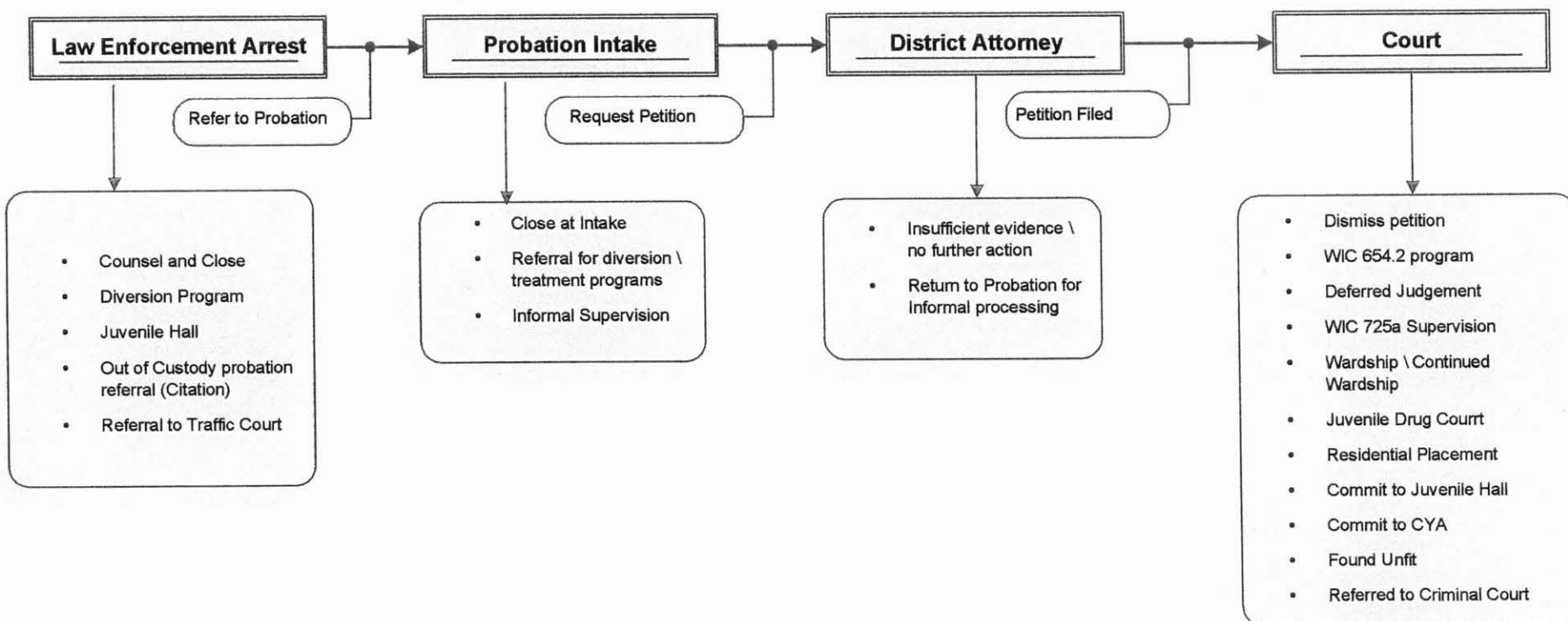
The California Department of Justice, Criminal Justice Profiles report on juvenile crime in Stanislaus County is reviewed in detail later in this Plan. In summary however, the Stanislaus County juvenile arrest rate for total arrests per 100,000 between 1990 and 1999 has decreased. The decade high was 6188 arrests in 1995; 1999 arrests were 4783. Felonies consistently make up around 31% of the total arrests. Misdemeanors account for approximately 68% of total arrests. Violent juvenile crime arrests, however, have increased from 6.4% in 1990 to 8% in 1999. The overwhelming majority of these are for assault (287); robbery (73) is the next highest violent offense category. The highest arrest figure in 1999 for felony property offenses is burglary (402) and the second highest amount (182) is for theft. Juvenile substance abuse arrest numbers rose between 1990 to 1999. The percent of juvenile felony drug offenses of all juvenile felony arrests doubled from 3% to 6%; the ratio of misdemeanor drug offenses to all misdemeanor arrests increased dramatically from 2% to 11%. While these drug arrest figures are alarming, probation drug testing of juveniles under supervision show that marijuana is the drug of choice for 90% of positive tests. There is little verified intravenous drug use among juveniles active to probation.

Not surprisingly, in a county that is still largely rural with only three cities above 20,000 in population, the city of Modesto, with a population of 188,300 (out of a total 441,400 residents in



Juvenile Justice Case Processing

2/28/2001



the County) recorded 43% of the juvenile felony arrests in 1998. The unincorporated areas of the County accounted for 27% of the totals and the City of Turlock, with a population of 53,000, had 10%. The percentages drop off markedly after that—from 6% to 1% for the remaining seven cities. As the reader will see in the charts and graphs in the section on identification and prioritization of neighborhoods with significant risk of juvenile crime, the principal juvenile crime areas in the County are in the west and southwest areas of Modesto and the beats within the Sheriff's jurisdiction that are either pockets of unincorporated areas in these same Modesto areas or are immediately adjacent to them.

Probation Intake

Juvenile offenders are referred to the Probation Department for consideration of formal court proceedings in two ways. The officer may cite and release the youth to a parent or other responsible adult and forward the crime and arrest report to the Probation Department. The second option is that the youth may be delivered to the Probation Officer for consideration of booking into Juvenile Hall. If the current offense is not a felony, a violent misdemeanor, there is no outstanding warrant, or there is not reason to believe the minor is a threat to the public or himself or is not likely to flee the jurisdiction of the court, the Probation Department/Juvenile Hall policy is not to book the youth. The intake probation officer will assess the circumstances of the offense, the minor's prior delinquent history, apply the juvenile court law and determine the need for referral to the District Attorney for the filing of a petition and commencement of formal court proceedings. In cases where the law does not require referral to the District Attorney, the probation officer may close the case at intake (often with referral information provided to the family to local non-profit agencies for additional assistance), enter into an informal supervision contract with the juvenile offender and parent or request formal court action.

Probation statistics for citations and bookings (referrals) over the last decade show a marked decrease. Total referrals in 1991 were 4834, which was the lowest number in the decade until 2000. Referrals reached a high of 6317 in 1996, and dropped to 3998 in 2000, the lowest number of referrals by far in the ten-year span. In 2000, department statistics show that 41% of the referrals were for felonies and 59% were for misdemeanors. 53% of all referrals were for property offenses, primarily burglary or petty theft. The second highest category was violence, overwhelmingly misdemeanor battery cases, at 24%. Weapons made up 9% of the total referrals by category.

The overall decrease in arrests and the higher percentage of misdemeanor offenses versus felony offenses may be attributable to several factors, although the County has not conducted a system-wide study to test these assumptions. We believe that prevention and offender accountability work. We also believe that working together, the public and private sectors have made substantial progress in breaking the cycle of delinquency at the front end of the problem by focusing fiscal resources in prevention and early intervention. We also believe that alternatives to incarceration such as Home Supervision and Electronic Monitoring are viable, cost effective and proven programs that, when used judiciously, serve to protect public safety without resorting to secure detention in Juvenile Hall. We also acknowledge that public safety is our foremost concern and that a complete range of sanctions would not be complete without a secure detention facility with sufficient beds to meet the needs of the community and the courts.

Juvenile Court

The Presiding Judge of the Juvenile Court is Judge Marie Silveira. In Stanislaus County, there is one courtroom located in the juvenile justice complex in Modesto, which is dedicated to juvenile delinquency proceedings. The Juvenile Court Commissioner who hears delinquency matters is Commissioner Tim Helfer. In addition to presiding over detention, fitness and dispositional hearings, as well as trials, Commissioner Helfer is in charge of Juvenile Drug Court. Recently, he was authorized by the court to hear arraignments on direct file cases arising out of Proposition 21, although there have not been any such arraignments in Juvenile Court to date. There have been four direct file cases in the County since Proposition 21 passed. In addition to the one delinquency courtroom, there is one dependency courtroom in the same complex that is presided over by Commissioner Nancy Williamsen. Juvenile Hall is part of the same building as are the offices of the county clerk, juvenile traffic court, the juvenile District Attorney's Office, the juvenile Office of the Public Defender and the juvenile probation casework staff and department administration.

The Juvenile Court Commissioner utilizes **Home Supervision and Electronic Monitoring** as alternatives to detention in Juvenile Hall. There are 40 electronic monitoring units available for the court's use. Juvenile Hall staff supervises the juvenile offenders on Home Supervision and the Electronic Monitoring program. Services are provided countywide and involve both girls and boys. Insufficient staff resources do not currently allow for supervision during critical hours, evenings and weekends for all program participants. In 1996, **Juvenile Hall** had a rated capacity of 88 beds. The population counts often exceeded the rated capacity. In Spring 2000, an additional 30 beds were added to bring the rated capacity to 118 beds. With the support and assistance of the court, and utilization of alternatives to incarceration, we have not exceeded the rated capacity of the Hall since the opening of the new unit. The County will be breaking ground this year to increase the capacity to 158 beds with the addition of a 40-bed unit which will focus on intensive services to detained youth with mental health and substance abuse problems. Completion of that project is slated for October 2002. This will achieve one of the principal goals of the 1996 Juvenile Justice Master Plan, which was to increase Juvenile Hall detention beds to 152 by 2006.

The weakest link in the juvenile justice system continuum of sanctions is the lack of a county camp. The need for a 60-bed probation commitment facility was highlighted in the 1996 Juvenile Justice Master Plan and the camp is listed in the County's continuum of sanctions. Efforts continue to find opportunities to bring such a facility on line. The lack of this intermediate sanction limits the court's ability to exercise the full range of sanctions that should make up a comprehensive local juvenile justice system. The court utilizes Juvenile Hall to commit wards into custody as an intermediate sanction for new offenses or violations of probation in lieu of a local commitment facility.

When a motion is made by the District Attorney to have the juvenile court find the minor who is the subject of the petition unfit for juvenile court proceedings, the court proceeds to receive the probation officer's report and recommended findings, and hears evidence on the motion. Because there is only one juvenile court delinquency judicial officer, trials and fitness hearings may be transferred to the adult courts for a judge to act as a juvenile court judge and hear the matter.

When a petition is filed in juvenile court and no fitness motion is made, the probation intake or investigation officer undertakes an investigation of the circumstances of the offense, minor's delinquent and social history, obtains statements from the minor and parent and develops a case

plan for placement options and treatment issues. He or she then presents a social study report and recommendation for disposition to the court.

Upon declaring a true finding and determining that a juvenile offender should be placed on probation, the juvenile court, pursuant to WIC 727, orders that the ward's care, custody and control be given to the probation officer for supervision and placement in the home of a relative, foster home or group home. In the event that the case represents a serious threat to public safety and long term, secure confinement is appropriate, the court may commit the offender to the California Youth Authority.

The Juvenile Court in Stanislaus County does not make "community service" orders that involve referral to a community-based agency. Instead, as an intermediate sanction, the Commissioner orders a certain number of hours on the Probation operated **Juvenile Work Program**. Juvenile offenders work on weekends under the supervision of Juvenile Hall Group Supervisors in unpaid, manual labor at sites throughout the community. The State Department of Transportation contracts with the Probation Department to clean litter from roadways. By utilizing the probation run work program, there is a closer degree of communication and accountability between the court and probation. Location of the work program within the Probation Department makes for a more efficient system by ensuring that youth are enrolled and participate on the work project and allows dialogue between the case-carrying officer and the Group Supervisor.

The Juvenile Court utilizes a post-adjudication alternative to incarceration called **Home Commitment**. As part of the dispositional order, the court may order a ward to serve a specified number of days in Juvenile Hall as an intermediate sanction. The court exercises the option of authorizing the probation officer to release the juvenile early from the in-custody commitment under conditions of Home Commitment. The program entails a period of house arrest either with or without electronic monitoring. If the ward violates the terms of the program, the probation officer returns the ward to Juvenile hall to complete the original commitment order.

The County's **Juvenile Drug Court** began operations in July 1998, funded with a three-year grant to the Stanislaus County Department of Mental Health (now Behavioral Health and Recovery Services.) Continued grant funding sustains the program. The drug court team consists of Commissioner Helfer, a deputy probation officer, one substance abuse counselor and one mental health case manager. Staff are co-located in the juvenile probation office and are supervised by the juvenile probation investigation supervisor. Participants are wards of the court who have significant drug abuse problems and volunteer to enter the 12-month, four phase program which includes intensive drug testing, thrice weekly treatment groups and weekly court appearance with their parents. Parents also meet weekly to assist in their child's recovery process. Drug Court can serve 20 wards at one time. Since its inception, 93 wards have entered Drug Court and six have graduated. Of the 19 current participants, in over 988 drug tests, 83% of these tests have been negative for drugs. Of the 19 wards, the drug of choice is as follows: 12-marijuana; 5- methamphetamine; 2-alcohol. The program assists both male and female wards throughout the County

The **Juvenile Justice Commission**, whose members are appointed by the County's Presiding Judge with the concurrence of the Juvenile Court Presiding Judge, oversees the administration of the juvenile court law in the County and annually inspects the Juvenile Hall. The Commission meets monthly with Commissioner Helfer and the Chief Probation Officer in attendance.

Both the Presiding Judge of the Juvenile Court and Commissioner Helfer are members of the **Juvenile Justice Coordinating Council**.

Probation Supervision

Supervision of at-risk and juvenile wards of the court comprise the intermediate sanctions phase of the continuum of responses to juvenile crime. Within the probation department there are a number of services and programs available to these populations. During 2000 there was a monthly average of approximately 200 juvenile offenders on Informal Supervision (WIC 654). These youth participate in educational programs such as anger management, life skills and family functioning classes, drug and alcohol awareness as well as the juvenile court work project. Programs are run either by probation staff, other public agencies such as alcohol and drug services, mental health, and public health, non-profit agencies or a combination of staff from public and private agencies. An in-depth description of the full continuum of services and programs is given in the Plan's assessment of existing services section.

In 2000, the average number of wards supervised per month by the department was 856. The department uses a classification system of risks and needs to determine the appropriate level of probation supervision. Regular case reviews are held by supervisors to update case plans and ensure that interventions are occurring and are meeting the needs of the wards. The rate of successful completion of probation for wards on unspecialized caseloads was 87%.

There are several specialized caseloads in juvenile supervision. In Spring 1999, the department formed partnerships with the Sheriff's Office and with the Modesto Police Department to create a team located in each agency consisting of an armed juvenile supervision officer and a deputy sheriff/ police officer to provide intensive and intrusive supervision to **Documented Juvenile Gang Members**. These teams work non-traditional hours conducting personal contacts, searches, and school and curfew checks on these high-risk wards. Additionally, the teams are often present evenings and weekends at local parks and youth events where gang members gather to provide additional surveillance and monitoring. The Modesto P.D. team probation officer supervises an average of 35 wards; the Sheriff's Office probation officer supervises an average of 36 wards. The probation officers access the many counseling and educational programs in our array of existing resources to assist the wards in making lifestyle changes so that they may become law abiding and productive citizens. As our research for this Plan has shown, the majority of documented juvenile gang members reside in the west Modesto and southwest Modesto areas.

One of the goals of our County juvenile justice system is to reduce out of home placements in foster homes and group homes. Our **Placement Unit** supervises the wards committed to the custody of the probation officer who are placed out of home. Due to the creation and effectiveness of multiagency programs to target youth at high-risk of out of home placement, the department has seen a decrease in such placements over the last decade. In 1991, there was an average of 114 wards in placement. In 2000, there was an average of 76 wards in placement. Wards are seen at least monthly at their placement by the probation officer and every effort is made to reunify wards with their family at the first appropriate opportunity.

There are several specialized caseloads that focus on juvenile offenders at highest risk for out of home placement. The effectiveness of these programs is directly related to the reduction in out of home placements. The **Juvenile Drug Court** program has been described previously under the Juvenile Court section. Without this option in the continuum of responses to juvenile crime, many of these wards would have required placement in group home facilities. The **Placement**

Intervention Program serves an average of 11 wards monthly with one deputy probation officer. Intensive supervision consisting of counseling, family service delivery and crisis intervention has been proven effective in reducing the need for case escalation to out of home care. **Families in Partnership (FIP)**, an interagency collaborative between Probation, Community Services Agency, Behavioral Health and Recovery Services and Public Health, serves some of the most severe and hard to serve cases in the County. The partnership is funded by the agencies and the County Chief Executive's Office. The goal is not only to reduce out of home placement but also to enhance family functioning. Wraparound services, home based services and a team approach to case intervention is proving successful to assisting families with multi-presenting problems, particularly substance abuse. The **Children's System of Care** serves at-risk youth and families countywide and is operated by the Behavioral Health and Recovery Services (BHRS, formerly Mental Health and Alcohol and Drug Services). The Children's System of Care contracts for a deputy probation officer who carries a caseload of approximately 40 wards who have been diagnosed with mental health problems and are at high-risk for out of home placement or hospitalization. The probation officer and mental health clinicians work as a team to develop and carry out case plans to improve family functioning in order to keep the child in the community. Modesto City Schools has contracted for two **School Probation Officers** since FY 91/92. These officers supervise over 50 4th to 9th grade students who are exhibiting attendance and behavioral problems. This past year, measurable outcomes were established to demonstrate the value of the probation officer positions. A contract probation officer position was created with the County Office of Education at the Peterson Alternative Center for Education in FY 92/93. This officer currently supervises 47 high-risk students and wards. Originally inserted in the Juvenile Justice Master Plan and initial 1996 Local Action Plan, the **Day Commitment Center** opened in 1997 and remains in operation to serve 18 to 23 high-risk youth, juvenile wards and probation violators. Minors who are truant, have been suspended, or are not enrolled in school can be referred by the juvenile court or probation officers for this day-school operated by the County Office of Education with support staffing from Group Supervisors at Juvenile Hall. In addition to the five days per week classroom instruction from an Alternative Education teacher, the probation staff provides vocational exploration and job readiness classes.

EXISTING CONTINUUM OF RESPONSES TO JUVENILE CRIME

The chart included in this section entitled "Stanislaus County Continuum of Responses to Juvenile Crime and Delinquency" was last reviewed by the Juvenile Justice Coordinating Council as part of the 1998/99 update of the Local Action Plan and the creation of the Challenge Grant II proposal. As part of the current planning process for the development of the County Multiagency Juvenile Justice Plan, the Council again reviewed the chart, discussed new programs now on line and programs currently in the design phase, and reassessed the current needs of the County's juvenile justice system.

Prevention

In the Prevention phase of the continuum, the addition of the Challenge Grant II program, which targets adult probationers who have children living with them, represents the recognition and commitment of the probation department and its partner agencies to intervening at the earliest opportunities with at-risk families to provide the services and resources needed to keep children from entering the dependency or delinquency system. For the first time, Stanislaus County probation officers find themselves at the very front end of prevention, working with infants, preschool and elementary school children in the homes of adult probationers. Challenge Grant I focuses on providing intensive early intervention services to first and second time referrals to the Probation Department. Unfortunately, the evaluation outcomes of the program did not demonstrate significant changes in recidivism between the control and experimental groups, however the Neighborhood Accountability Boards (NABs), which were part of the program, were seen to be beneficial and successful. As a result, although Challenge Grant I will end in June 2001, the Council is recommending that the NABs be continued and expanded to other areas of the County as a key piece in diversion and prevention programming.

There has been a major expansion of after school activities for at-risk youth recently, which provide adult supervision during the high juvenile crime hours of 4pm to 8pm. Law enforcement, schools and organized sports leagues, in conjunction with public agencies, are meeting this "critical hours" need. Youth Courts at school sites continue to provide much needed early intervention and accountability for low risk offenders.

Like most counties, mentor programs cannot keep up with the demand for service. The Volunteer Center of United Way surveyed the Mentor Network agencies that work with at-risk juveniles. Of the seven agencies surveyed, all reported waiting lists.

The Center for Human Services, Hutton House program, a 6-bed short-term crisis resolution, residential and treatment option for runaway and homeless youth ages 13-17, reports that in FY 99/00, 415 requests for shelter services were denied.

We anticipate that the infusion of approximately \$200 million to the County over the next few decades from the Children and Families First Act (Prop 10) funds, Tobacco Settlement funds and Welfare-to-Work Incentive funds will dramatically increase prevention and early intervention



Stanislaus County Continuum of Responses To Juvenile Crime and Delinquency



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

1996

1997

1998

1999

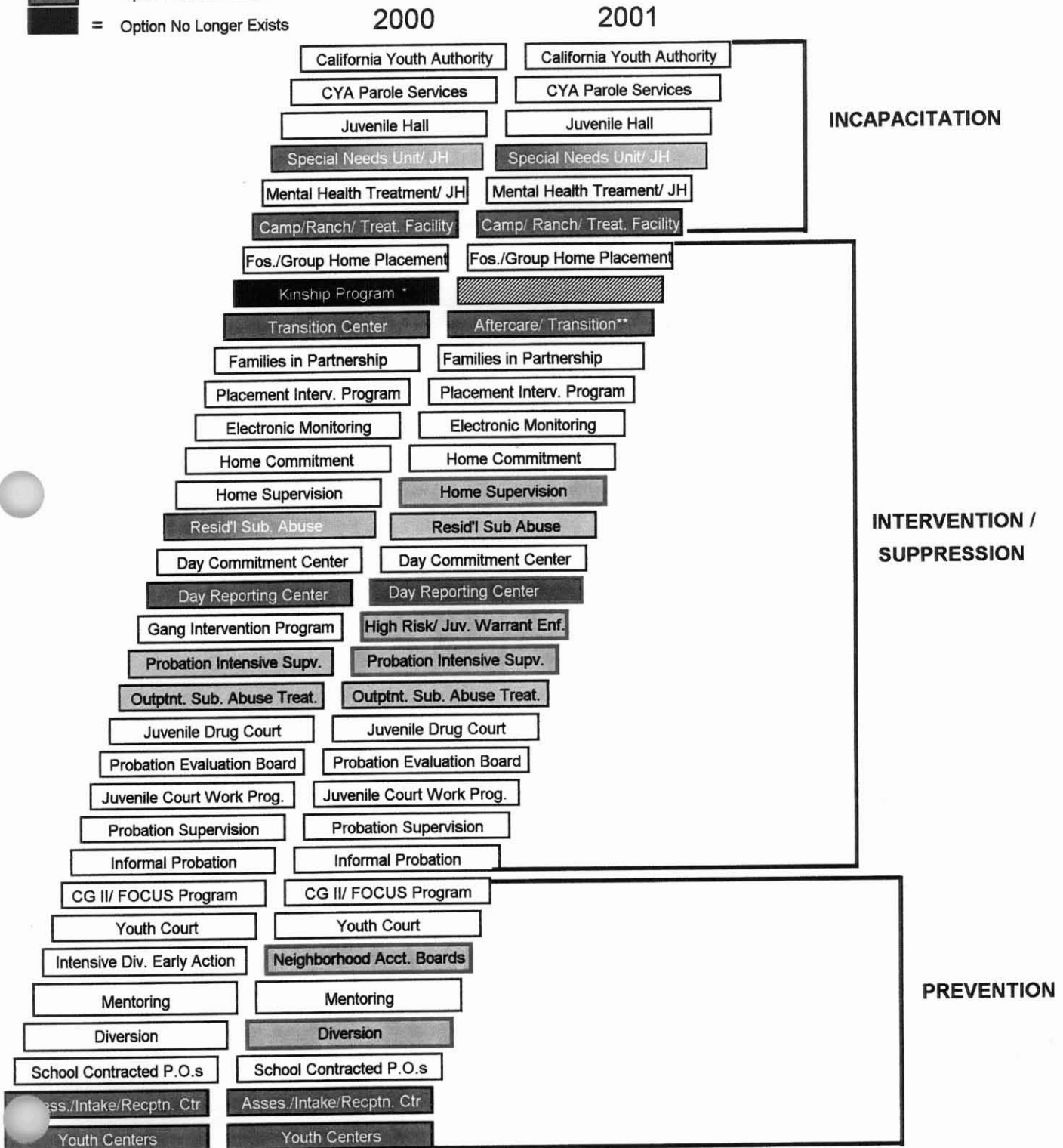




Stanislaus County Continuum of Responses To Juvenile Crime and Delinquency



- = Existing Option
- = Existing Option To Be Expanded
- = Option Being Implemented
- = Option To Be Created
- = Option No Longer Exists
- = Funded With Crime Prevention Act 2000



* Position transferred to Juvenile Hall Mental Health Services

**Aftercare to be part of the Day Reporting Center Program

services to at-risk families. After an exhaustive, eight month study, six priorities emerged as the most compelling needs in Stanislaus County: 1) Childcare and child development; 2) Transportation/Public; 3) Jobs/Economic Development; 4) After-School Activities/Programs/Recreation; 5) Housing/Infrastructure; and 6) Health and Health Care. Mentoring, teen pregnancy prevention, teen self-sufficiency, substance abuse treatment, job readiness, neighborhood and community development and capacity building are some of the strategies connected to the Welfare Incentive fund spending plans. The Probation Department will use part of these funds to support components of the Day Reporting Center, which is one of the four programs proposed in this Plan for funding with Crime Prevention Act 2000 (CPA 2000) funds. The County Board of Supervisors and Chief Executive's Office are committed to braiding and leveraging these funds in a coordinated way for the benefit of county citizens.

Intervention/Suppression

In the Intermediate Sanctions phase of the continuum, we noted similar progress in sustaining and enhancing responses to juvenile crime. While the Kinship Program was eliminated as being ineffective in making a significant impact in reducing out of home placements, the Behavioral Health and Recovery Services Agency replaced the probation officer position and added an additional mental health clinician at Juvenile Hall to augment services to detained youth. The agreement to end the contract for one probation officer for the Kinship Program is an example of the County agencies' commitment to program evaluation for cost effectiveness, flexibility and acknowledgement that not all promising ventures will justify continued funding.

The department also found that there was no longer a need for a Transition Center. The idea for such a Center was first mentioned in the 1996 Juvenile Justice Master Plan when the Juvenile Hall was severely overcrowded. The Transition Center concept was to attempt to contract with another agency for residential care while a ward was awaiting placement in a group home. Several things have eliminated the need for such an option. Through construction grants, the County was able to add 30 beds in Juvenile Hall in 2000 and will add 40 more beds by 2002, thus increasing the rated capacity from 88 beds in 1996 to 158 beds. This will resolve the overcrowding issue present in 1996. Second, group home and foster home placements have decreased significantly over the past five years, from an average of 114 per month in 1991 to an average of 76 in 2000. Third, the juvenile crime rate in the County continues to decrease. Fourth, by creating a Day Reporting Center we will be able to provide another alternative to out of home care for high-risk wards and we will be able to provide intensive after care supervision to wards returning from group homes. As an aside, experience has shown that most wards facing group home placement have a history of runaway and impulsive acting out behavior. Placing this population in an open, temporary, "marking time" setting and expecting them to adjust yet again to another environment with another set of rules is expecting a tremendous amount from teens already on the "edge." There is the risk that the ward will leave the temporary placement, commit a new offense and potentially foreclose the opportunity a group home could have provided.

As mentioned previously, in 1999 the department created a Juvenile Gang Intervention unit and dedicated two deputy probation officers from existing resources to fill a critical gap in the intensive supervision arena. These two officers are out-stationed at Modesto PD and the Sheriff's Office and work evenings and weekends as well as regular business hours to provide the level of supervision required to effectively monitor high-risk wards. These collaborations have provided an additional benefit to the working relationship between law enforcement and probation. Probation officers are now seen as true partners in the public safety mission and their skills and knowledge are being recognized and utilized by their partnering agencies.

With CPA 2000 funding, we propose to fill an existing gap in our intervention area with the creation of a Day Reporting Center. We will be providing services from 7am to 6pm Monday to Friday for high-risk wards. We plan to partner with Behavioral Health and Recovery Services for outpatient substance abuse treatment (another area of need in the intervention part of the continuum), mental health services, Stanislaus County Office of Education for education, job readiness and vocational services, and the YMCA for youth leadership and other enrichment activities. We will take advantage of after school and weekend recreational and cultural opportunities and engage the wards' parents in case planning and support activities.

Incapacitation

The design phase for the Special Needs Unit is being completed as this Plan is written. This 40 bed medium security unit at Juvenile Hall will provide additional mental health and substance abuse services to youth in detention or awaiting placement whose behaviors make it difficult for them to adjust in the regular living units. The added unit will serve the individualized needs of the detainees and contribute to a smoother functioning Juvenile Hall for all detainees and staff.

With the already mentioned additions to Juvenile Hall, the remaining gap in this phase of the continuum of responses is the addition of a Juvenile Commitment Facility, or juvenile camp. The 1996 Master Plan and both the 1996 and 1999 Local Action Plans have stressed the need for such a facility. It is anticipated that it would cost over \$10 million to build a 60-bed facility. The court continues to advance the need to bring such a facility on line so that Juvenile Hall beds can be used solely for detention and short term commitment purposes. While we are fortunate to have received the support and funding from the State and the County to add two units to Juvenile Hall and thus reach our goal of increasing Juvenile Hall beds ahead of the Master Plan schedule, we must not become complacent about pursuing future opportunities to add the juvenile camp. If we do not aggressively pursue the inclusion of a camp in our continuum, we will find ourselves in the future needing to use detention beds in Juvenile Hall, which should be reserved for severe threats to public safety, as short term custody sanctions for probation violators and lower risk offenders, simply because the court has no alternative.

In spite of the lack of a juvenile camp in our incapacitation range of the continuum, Stanislaus County is much more fortunate than many counties in that we are soon to resolve the most costly and critical need in our graduated sanctions plan- the addition of sufficient secure detention beds to take us into the foreseeable future. Further, research in county demographics and juvenile crime trends for this Plan has shown that we do not need to plan for a second Juvenile Hall in another part of the County.

ASSESSMENT OF EXISTING SERVICES AND PROGRAMS TARGETING AT-RISK JUVENILES, JUVENILE OFFENDERS, AND THEIR FAMILIES

AB 1913, Crime Prevention Act of 2000, requires an assessment of existing resources within the following disciplines: Law Enforcement, Probation, Education, Mental Health, Health, Social Services, Drug and Alcohol, and Youth Services that specifically target at-risk juveniles, juvenile offenders, and their families. Through our local research, we have found that close to 2,000 services are provided countywide to the full spectrum of Stanislaus County citizens- from prenatal care to services for the elderly. The resources listed by discipline below serve the identified groups in the legislation. Where possible, we have included the figures for the number of persons served. However, in most cases, these figures represent units of service and include aggregated numbers and duplicates of participants (e.g. One youth may have attended numerous sessions of counseling or participated in numerous games in a recreational program.)

Assessment

While the information in this section of the Plan shows that Stanislaus County has an impressive array of services and programs available for at-risk youth, juvenile offenders and their families, there are areas in which we need to continue to improve. There are system issues and also program capacity issues.

Not all programs keep statistics on waiting lists or have done surveys to determine where there are capacity gaps. No consolidated listing exists in the County across the field of prevention, for example, to include all resources by discipline as well as programs delivered by private providers such as sports clubs, organized sports organizations such as Little League and those in the religious community. Further, federal, state and other county agencies have fiscal and program resources that can benefit at-risk youth and families, however, this information is not readily available to local providers. Another dilemma is that accurate gap analysis is hampered by the lack of a systematic way of cross-referencing what youngsters are in, for example, a counseling program at one agency and attend another program at another agency. Ideally, there would be a centralized resource point, or at least a common data base system, to assist families and at-risk youth in accessing the services they need. As in most counties, when a family or youth contacts an agency for service, the agency responds to provide services they either have in their organization or link the family with another known source in another organization. But, few agencies know all available resources in the community that could meet the family's needs. The individual could be placed on the agency's waiting list when, if there was a way to access all resources, the person's needs could be served by another agency. Multiagency partnerships like Families in Partnership, the Challenge Grant II FOCUS program, school/private agency collaborations and interagency case assessment teams are trying to resolve this problem through greater sharing of resource information however, there remains much to be done in this area.

In all three phases of the continuum of responses to juvenile crime-prevention, intervention/suppression and incapacitation-there are reported unmet needs. Within the prevention sector, there is a need for additional crisis shelter beds for runaway and homeless youth and families in crisis. Mentoring programs throughout the County report a lack of

capacity as well. Substance abuse and mental health interventions show a lack of available resources to meet the demand. The County is funding the renovation of a closed hospital site to expand substance abuse outpatient treatment as well as three residential beds for youth and adolescent at-risk and juvenile offenders. That facility is to open this year.

The County is making great strides in placing after school recreational and school assistance activities on line. There is a community center located in the highest risk neighborhood of west Modesto, the King-Kennedy Center, which offers gymnastics, self-defense/karate classes and crafts and table games to youth in the neighborhood. An affiliation of Protestant church organizations, The Church of Modesto, has purchased a site across the street from the King-Kennedy Center to build a youth center in west Modesto. They anticipate having a multipurpose room that would double as a gym and banquet-concert hall; a youth lounge with a video arcade, television and couches; and a conference room, classroom and chapel. Outside there would be basketball and volleyball courts and concrete areas for skateboarding and roller hockey. The Salvation Army has recently opened a day care center with pre-school youth activities in the downtown Modesto area within a few miles of the King-Kennedy Center. In FY 99/00 the County Board of Supervisors provided \$1 million to the City of Turlock for a multi-purpose sports facility, including soccer fields. In FY 00/01 the Board of Supervisors budgeted \$1 million for another sports complex, to be build in the northwest part of the County. Also in the current fiscal year, the Board budgeted \$300,000 for the Patterson Swimming Pool project and \$98,000 for the Jacob Meyers Park project in Riverbank.

In the areas of intervention and suppression, there is a need for another Juvenile Drug Court. The current team can only support 20 participants and there is only one judicial officer to oversee the program and conduct the weekly drug court sessions. The Children's System of Care program for juvenile wards is overwhelmed with the lone probation officer carrying a caseload n averaging 40 wards. The gang caseloads are reaching a their maximum capacity, however we feel that with the addition of two probation officers and two law enforcement officers with CPA 2000 funds, we can expand capacity and include more high-risk/violent offenders. There is currently no organized approach to work the approximately 450 juvenile warrants that are outstanding. Using CPA 2000 funding, we plan to target these cases thus enhancing offender accountability and supporting the authority of the juvenile court. There is only one probation officer assigned to the average monthly caseload of 200 Informal Supervision cases. Those youth are being provided referrals to classes offered both by the department and community providers for educational, family communication, substance abuse and other services. There appears to be sufficient capacity for services for this population. There is capacity for the Day Commitment Center (primarily a school day program) and Work Project. No program of aftercare services exists for wards returning to the community from group homes. We realize that to successfully re-integrate youth into local schools and follow up counseling and family support services, that an after care program is essential. The Day Reporting Center will begin to remedy this gap in service.

Services and programs needed in the area of incapacitation (Juvenile Hall) include the Juvenile Camp, additional mental health and substance abuse services (the proposed Special Needs Unit will address this issue) and more programming for youth committed to or detained in Juvenile Hall such as teen pregnancy prevention, personal responsibility classes, expanding the opportunities for detained youth to earn GEDs and college credits (through the Custody to Campus partnership with Modesto Junior College).

Existing Resources Listed By Discipline

Law Enforcement

All law enforcement agencies in the County have juvenile diversion programs. Most of the departments contract with local community based agencies to offer counseling, classes and referral services to at-risk and first time offenders. Community service work is also often a part of a diversion program.

- **W.A.K.E.U.P.** - Prevention/Intervention. The Modesto Police Department presents this 6-8 week program for at-risk youth and their parents. 115 minors completed the program in 2000. Parents learn how to improve relationships with their children and youth are educated on how their actions can change their lives.
- **Sheriff's Office Jail Tour** - Prevention/Intervention. Sheriff's staff expose first time offenders to the incarceration experience as a deterrent to further delinquent behavior in tours offered monthly.
- **Sheriff's Diversion Program** - Prevention. Serves approximately 275 offenders. The department contracts with the Center for Human Services for the following diversion classes: anger management, anti-theft, life skills, drug awareness, multi-violator classes dealing with theft, drug, violence and life skills issues, and curfew issues. The Sheriff's Office contracts with Sierra Education for drug/alcohol workshops, property crimes workshops, anger management/conflict resolution classes, juvenile justice system education classes and life skills classes.
- **Turlock Police After School Programs** - Prevention. Turlock Police Department provides after school activities such as homework assistance, reading, character education, life skill training, and recreation to at-risk students at three elementary schools. Teachers and administrators or SARBs refer students. In addition, the police department operates two drop-in centers within Turlock, open from 3:30pm to 6:30pm, Monday through Friday, and 12:00pm to 4:00pm on Saturday. The centers offer the same services as the first program mentioned. This second program is open to any resident of the city. A third program is a homework assistance program, which serves 1st through 8th graders at a local school site. The three programs see approximately 240 youth per day. In 2000 the programs served almost 18,000 children.
- **Police Athletic Leagues** - Prevention. PAL provides youth with alternatives to drugs, gang, and other criminal activity by offering exciting sports and leisure activities as well as educational and mentoring programs. The Stanislaus County PAL is located in 19 sites around the County. Sites include county parks, Modesto City School campuses, Salida Middle School, Salvation Army Red Shield Center and various gymnasiums and sports complexes throughout the County. PAL is currently operating in the cities of Modesto, Patterson, Waterford, Westley, Grayson, Oakdale, Salida, Empire, Crows Landing and Keyes. The program serves between 5,000 and 15,000 young people monthly in the unincorporated areas of the County. 89,285 youth were served in 2000. Attendance is especially high at small, geographically isolated communities in the County. The Modesto, Turlock, and Ceres Police Departments also sponsor PALs within their agency's jurisdiction. Cities, schools, other law enforcement agencies and private, non-profits work together to present the PAL program.
- **Police Activities League** - Prevention. After school activities at Westview Gardens Community Center is provided by Modesto Police Department for children who have no parents at home to care for them during after school hours (latchkey children.). From March 2000 through December 2000, 8,994 elementary and middle school age children

in the area were served. The program operates from 2:30pm to 6:30pm on school days and Saturday. It offers mentoring, study help, games and other activities.

- **Night Hoops - Prevention.** The Stanislaus County Sheriff's Office, the Stanislaus County PAL and the Salvation Army Red Shield sponsor this evening basketball recreational program. Other agencies partnering in the effort include the Probation Department, Center for Human Services, Modesto City Schools, Stanislaus County Police Activities League, 21st Century Learning Center and Stanislaus County Parks Department. The program has been in operation since 1996 and benefits at-risk youth in the South Modesto and Ceres area. Probation Challenge Grant money is part of the program's budget. The gym used at Hanshaw Middle School is located in one of the highest crime areas in Stanislaus County. To date, Night Hoops has had over 1,700 participants. There has not been one incident in which law enforcement had to be called. Community support includes Brenden Theatres, Hollywood Video, Funworks, Sign Designs and McHenry Bowl.
- **Gang Intervention Program - Intervention/Suppression.** A partnership between the Sheriff's Office, Modesto Police Department and the Probation Department utilizing teams of probation officers and police officer/deputy sheriff to provide supervision and prevention services to documented gang members who are wards of the court. In 2000 the Modesto Police probation officer supervised an average of 31 cases per month; the Sheriff probation officer had 35 cases per month. Within the Modesto Police jurisdiction, most gang wards reside in the southwest Modesto area, specifically in Beat 32. In the Sheriff's jurisdiction, 50% of the gang wards reside in the unincorporated portions of south Modesto and the City of Ceres, 10-15% reside in the City of Turlock and the rest are scattered throughout the rest of the unincorporated areas of the County.
- **DARE (Drug Abuse Resistance Education) - Prevention.** Modesto Police Department, the Sheriff's Office and Modesto City Schools provide classroom instruction for Kindergarten, First, Third, Fifth and Seventh grade students on topics such as drug, gang and violence prevention. Focus is on improving self-esteem and dealing with peer group pressures. In the 99/00 school year, 19,143 school children received DARE education.
- **School Police Officers - Prevention/Intervention.** Sworn, experienced police officers from various departments and deputies of the Sheriff's Office are assigned to middle and high schools throughout the city of Modesto and the County. Modesto Police Department officers are assigned to all Modesto City middle and high schools and made 9,850 contacts during the 99/00 school year. Sheriff's deputies (School Resource Officers) are used at 26 school sites in 18 school districts. Officers work with school administrators to intervene with serious disciplinary offenses. Law enforcement officers identify and respond to crime, deal with youth who are involved or likely to become involved in delinquent behavior, and take child abuse reports. Officers are also available for individual counseling for high-risk youth and present lessons to students enrolled in Business Law, Driver's Education, and Government classes.
- **Straight Life - Prevention.** Sheriff's Office diversion program that receives referrals from Probation and transports at-risk youth to the California Youth Authority's Duell Vocational Institute to tour the facility and meet with inmates to discuss the consequences of participating in criminal activities.
- **Firesetter's Class - Prevention/Diversion.** The Sheriff's Office offers a class that addresses the issues of reckless and intentional fire setting, the consequences of fire setting, proper use of fire, and fire safety. The class includes a visit to the Fire Department where the students talk to the fire investigators and learn the costs and dangers that occur whenever there is a fire. The class requires parental attendance and includes parent/offender discussions.

- **Weapon Safety Class - Prevention/Diversion.** The Sheriff's Office offers a class for offenders and their parents on the issues of illegal and careless use of weapons, including knives, guns and explosives. Topics covered include laws covering weapon use, consequences of improper use of weapons, and weapons safety.
- **Parenting Class - Prevention.** An eight-hour education program is offered by the Sheriff's Office, which focuses on the family working together as a team to regain control of pre-delinquent and delinquent acting-out behaviors.
- **Sheriff's Work Program - Prevention/Diversion.** An eight-hour work experience for juvenile offenders who perform a variety of jobs and details under adult supervision at numerous locations within the County including sites at county government, schools or community owned buildings.

Probation

The Probation Department has statutory responsibility for screening referrals to determine informal or formal intervention; preparing dispositional/sentencing reports for the court with recommendations for sanctions and conditions of probation; assessing risk and resiliency factors in youth and families to create case-specific case plans, appropriate classification of offender supervision and assignment to appropriate programs; providing supervision and monitoring to youth under court and probation jurisdiction including specialized caseloads; and operating alternatives to incarceration programs and the County's juvenile detention facility. The Department utilizes in-house staff and programs, private providers and multiagency collaboratives for service delivery to its clients. Probation provides a graduated range of sanctions and program options to fit the offenders' and communities' needs that span the field of prevention, intervention, suppression and incapacitation. Listed below are existing programs serving at-risk and juvenile offenders. Not included are legally mandated probation services such as intake, investigation, supervision, placement and Juvenile Hall. The specialized juvenile ward, gang supervision program is described under the Law Enforcement Discipline section.

- **F.O.C.U.S. Program - Prevention.** The Family Orientated Community Utilization System is a Challenge Grant program targeting adult probationers and their children who live with them. Children of adult offenders with drug and domestic violence history, dysfunctional lifestyles and inadequate parenting abilities are at high-risk of entering the dependency and delinquency systems. The goal is to reduce the likelihood of the children's entry into the dependency and delinquency systems by providing intensive, home-based and family centered services to these high-risk families. Individualized strength-based case assessments and plans, case management and service delivery is a team effort with active involvement from the family. Probation, Community Services Agency, Behavioral Health and Recovery Services, Health Services Agency and a paid Community Aide staff the team. Services include infant bonding techniques, tutoring for the children, job skills and readiness, money management, before and after school recreation, anger management, assistance in accessing public health and social services programs and school advocacy. The program presently serves 129 probationers and 266 children.
- **School Contracted Probation Officers - Prevention/Intervention.** Modesto City Schools (2) and the County Office of Education (1) contract for probation officers to provide services to at-risk and juvenile probation youth on school campuses to deter truancy, improve behavior and respond to delinquent behavior committed on-site. The officer at the County site, which is an alternative education school, had an average monthly caseload of 47 high-risk youth and wards. The Modesto schools are split

between the two probation officers; one officer averaged 28 cases monthly and the other 24 cases.

- **Clean and Sober - Prevention.** Probation officers facilitate an eight-week program for chemical using youth from throughout the County. Topics include the relationship between drugs and crime, the consequences of substance abuse, HIV, and information regarding drug counseling and prevention. 53 at-risk youth were served in 2000.
- **Family Guidance Program - Intervention.** Youth on Informal Probation are assisted in developing successful lifestyle patterns. Facilitated by Probation staff, the group meets twice a month, utilizes guest speakers and served 250 youth last year.
- **Juvenile Drug Court - Intervention.** A collaborative team of the Juvenile Court, Probation, District Attorney's Office, mental health and substance abuse Counselors. Provides case management, intensive supervision, drug testing and family counseling services to wards of the court and their families. A total of 93 youth have been served since the drug court inception in 1998. The program is full, with 20 youth enrolled and six pending assessment and openings.
- **Hearts and Souls - Intervention.** Probation officers and staff from the Center for Human Services facilitate a ten-week girls program that discusses drug issues and female health, dating concerns, forming positive relationships and proper etiquette. 20 juvenile offenders went through the program last year.
- **Anger Management - Intervention.** Probation officers and staff from the Center for Human Services offer an eight-week counseling group, which addresses anger and conflict resolution. 44 youth active to probation supervision were served in 2000.
- **Straight Talk - Prevention.** A 12-week boys' group that focuses on health issues including sexual relationships and fatherhood, sexually transmitted diseases, peer pressure, dating and personal responsibility. The group is facilitated by the Health Services Agency and Probation Department and is offered at the Probation Department office in Modesto, Turlock, Patterson, and Newman. Referrals come from probation officers, SARBs and schools. In 2000, 62 at-risk or juvenile offenders participated at the Modesto site, 17 in Turlock, 12 in Patterson and five in Newman.
- **Placement Intervention Program - Intervention.** Intensive probation supervision program to provide services to juvenile court wards that are at high-risk of being removed from the custody of their parents for out of home placement in group homes or foster care. Serves an average of 11 cases per month with one officer.
- **Probation Evaluation Board - Intervention.** This Board consists of probation officers from juvenile intake, supervision and placement units, and a representative from mental health and the Center for Human Services. The members meet to present and discuss cases of wards who are in technical violation of their probation but whose violation is not serious enough to warrant a return to court. The goal is to provide the ward and parents with direction, remedies and sanctions in the form of discipline, work detail and appropriate agency referrals in an effort to enhance rehabilitation and regain compliance with court terms and conditions.
- **Interagency Placement Committee - Intervention.** This committee meets twice monthly to determine whether or not minors are certified for placement in RCL 13 or 14 group homes. This function is required by SB 933. The committee also approves minors for therapeutic services in intensive foster care homes. The committee consists of representatives from probation, BHRS, CSA and the Stanislaus County Department of Education.
- **Resource Review Board - Intervention.** This board evaluates cases where a probation dispositional recommendation is being considered for either foster care/group home placement or a commitment to the California Youth Authority. The board consists of the

supervisors of the probation intake, investigation, supervision, Drug Court and community partnership units, and representatives from mental health and the Center for Human Services. The recommendation of the board is not binding on the case-carrying officer but provides input from experienced and varied positions.

- **Day Commitment Center** - Intervention/Suppression. Created as a result of the Juvenile Justice Master Plan (1996) and the initial Local Action Plan (1996) the Center provides an alternative school program and job readiness activities for high-risk youth, and juvenile wards in violation of their probation orders as a non-secure sanction and alternative to incarceration. The court and probation officers refer youth. Youth may be referred from anywhere in the County for defiant and uncontrollable school behavior as an alternative to expulsion and for not attending school. 890 youth were part of the program in 2000.
- **Electronic Monitoring and Home Supervision** - Intervention/Suppression. Probation staff from the Institutions Division provide intensive and intrusive supervision to wards and alleged wards in a community setting countywide as an alternative to incarceration. The Electronic Monitoring program served 380 wards and alleged wards in 2000; Home Supervision supervised 504 wards and alleged wards.
- **Juvenile Court/Probation Work Program** - Intervention. Upon order of the juvenile court or as part of an informal supervision contract designed by a probation officer, wards and youth on informal supervision provide community service by going out on work crews supervised by probation staff and collecting trash or beautifying areas in city and county parks and around county buildings. The work crews also perform work under a Cal Trans contract. 768 youth participated in Work Program in 2000. The Stanislaus County Juvenile Court orders wards into the probation work program to fulfill community service work and does not make direct orders for community service per se.

Education

- **Truancy Prevention** - Prevention/Intervention. School districts throughout the County administer SARBS to address school truancy problems. Probation officers, police officers, social workers, the courts, district attorney's office, and community agency members join school personnel to collaboratively provide support and services to parents and children to improve school attendance. In school year 99/00, 316 youth were served. As a result of SARB intervention, recent evaluations show 10% of the students had a dramatic improvement in grades or behavior; 50% show significant improvement; 20% show some improvement and 20% show little or no improvement.
- **Healthy Start Programs** - Prevention. Healthy Start Programs are funded by three-year State Department of Education SB 620 grants and are sustained by a number of school and community resources. The programs serve students and families who reside in "high-risk" communities and are at-risk of abuse and neglect. Healthy Start services include case management, referral, school-based mental health and social services; medical and dental care and treatment; and parent education, outreach, and empowerment. Currently there are 13 Healthy Start programs throughout the County: Newman, Ceres, Empire, Riverbank, Turlock, Hughson, Westley /Grayson and Modesto that serves students in grades 1 through 8. In school year 99/00, 35,833 students were served. Research indicates a significant improvement in attendance, grades, and family functioning.
- **Family Preservation Support** - Prevention. California State University, Stanislaus/The Bridge/Parent Resource Center. Serves Southeast Asian and Latino clients in southwest Modesto by providing counseling, gang prevention, assistance with job searches and

interpreting. There are 11 Family Preservation Support Projects with ten vendors countywide.

- **School Based Mental Health Services - Prevention.** Behavioral Health and Recovery Services (County Mental Health) provides out-stationed mental health professionals at school sites throughout the County. Services include access to mental health services and early intervention and treatment for SED and at-risk youth and their families.
- **SED Program - Prevention/Intervention.** School districts countywide and privately run community schools provide referral, assessment, case planning and intensive treatment services to severely emotionally disturbed (SED) students to enable them to access case appropriate educational settings and support services in a highly structured environment.
- **Alternative Schools - Intervention.** The County Office of Education and Modesto City Schools provide educational programs for youth with school attendance and/or school behavioral problems that have precluded them from regular school attendance. Independent study is also an option for these students.
- **Custody to Campus - Intervention.** Probation Department originated program in conjunction with Modesto Junior College whereby Juvenile Hall detainees receive instruction, tutoring and support to complete their high school education and take college classes via telecommunication.
- **College Mentors - Intervention.** California State University, Stanislaus students act as mentors to youth in Juvenile Hall, assisting with tutoring and providing role models. 2-3 college students are selected to serve as mentors to 5-10 wards each semester.
- **Career Education Workshops - Prevention.** Modesto Junior College provides monthly career education seminars, workshops or lectures on various occupations. Open to all youth but particularly targets high-risk students.
- **Modesto City Schools Student Assistance Programs - Prevention/Intervention.** Modesto City Schools has Memoranda of Understandings (MOUs) with the Center for Human Services for Suspension Intervention groups at Shackelford Elementary School targeting youth who have chronic behavior problems; for Youth Court Programs at ten K-12 schools; and for Student Assistance Specialists on 17 K-12 campuses to work with students with behavioral, emotional, or family problems. The District has an MOU with Community Services Agency for school-based Social Workers at five K-12 schools. Workers case manage high-risk families. Through an MOU, Sierra Vista Children's Center provides a Family School Counselor at four K-6 campuses.

Mental Health

The County Office of Mental Health in Stanislaus County is called Behavioral Health and Recovery Services (BHRS). Its programs include both mental health and substance abuse programs. Programs offered through the mental health division are as follows:

- **Children's System of Care - Prevention/Intervention.** The juvenile justice component of the Children's System of Care (3015 program) is provided by BHRS and also contracts with Probation for an officer to work with the mental health professionals in a multidisciplinary approach to case management. Target population is probation wards countywide that have diagnosed mental health issues and are at-risk of out-of-home placement or hospitalization. Services include mental health assessments, case management, counseling and intensive supervision. The probation officer is currently carrying approximately 40 cases. The System of Care, through all its programs, serves 2100 unduplicated clients annually. The school based program served 447 clients in 2000 at the two county alternative schools, and schools in Ceres, Modesto, Denair,

Riverbank and the Chatom School District. BHRS also provided mental health outpatient services to 98 wards of the court in 2000.

- **Supportive Therapeutic Options Program (STOP) - Intervention.** Assessment, counseling and case management services for at-risk youth, minors on formal or informal probation who do not qualify for counseling services from other funding sources. Services are provided by the Center for Human Services, a local non-profit community based agency in collaboration with BHRS and Probation. Counseling services include individual and family therapy, psycho-educational groups, and parents in recovery skills. This program served 25 clients in 2000. Locations are at the Juvenile Justice Complex, Modesto, Oakdale, Ceres and Turlock.
- **Mental Health Services in Juvenile Hall - Incapacitation.** Behavioral Health and Recovery Services provides mental health care to juvenile hall detainees. Assessment, crisis resolution, referral and follow up out patient care is available. 105 new cases were opened in 2000; 172 detainees total (unduplicated) received assistance.
- **Stanislaus Behavioral Health Center - Intervention.** Psychiatric inpatient facility for serious mentally ill youth including youthful offenders. There are 16 child and adolescent psychiatric hospital beds in Stanislaus County. They are the only beds between Sacramento and Fresno. The County rarely has to pursue beds in other areas for acute hospitalizations.
- **Visions/Transitional Age Youth Services - Intervention.** Housing and other services for youth approaching age 18 who are either in group- or foster home care. Served 17 youth in 2000.
- **Regional Youth Services - Intervention.** Stanislaus County is part of a Regional Consortium with neighboring counties for Level 14 residential treatment called Regional Youth Services (RYS). The program is in San Joaquin County (Stockton/Lodi area). There are nine beds reserved for Stanislaus County's use. In addition to the residential treatment, there is a day treatment/educational component to which all the residents go to during the day. This program is used for Seriously Emotionally Disturbed Youth who require a Level 14 program. The population includes juvenile court wards and dependents that are SED as well as those placed by mental health (BHRS). This program provides the highest non-hospital level of care.
- **Hughson High School Adolescent Day Treatment Program - Intervention.** BHRS operates this program for SED youth who reside in the community of Hughson, either at home, in foster homes or in group-homes. 15 service slots available.
- **Community Counseling Outpatient Services - Prevention/Intervention.** Fee for service general outpatient counseling services for non-SED youth and their families. Provided by the Center for Human Services.
- **Sierra Vista Home Based Services - Intervention.** In-home mental health services for youth at-risk for out of home placement or returning home from group home and foster care placement. Provided by the Sierra Vista Counseling Center.
- **Modesto City Schools Mental Health and Substance Abuse Services - Prevention.** The County Behavioral Health and Recovery Services Agency provides Mental Health Clinicians on eight K-12 campuses. The agency is also contracted with to provide a trained Risk Assessor who evaluates students who have threatened to harm themselves or others. The Risk Assessor refers these students to services at the school or in the community. BHRS also provides a Substance Abuse Counselor at the Downey High School campus.

Health

- **Child Health and Disability Prevention Program - Prevention.** CHDP is a state and federally funded health program that provides and promotes preventive health services for the early detection and prevention of disease and disabilities in children and youth by providing periodic examination by health care providers and by linking children with identified conditions to needed resources. Children who had Medi-Cal and are under the age of 20, children without health insurance and meet certain conditions and children enrolled in Head Start are eligible. 51 providers throughout Stanislaus County provided service to 49,506 children last year and 5,000 to 6,000 are case managed.
- **Tobacco Control Education - Prevention.** County Health Services Agency provides and coordinates tobacco cessation activities countywide, acts as a referral source, assists with developing implementation of non-smoking ordinances. Served 3,000 teens in the community and 12,000 at health fairs during 2000.
- **Straight Talk - Prevention.** A community health worker offers a 12-week program for males ages 12-18 in sessions facilitated with the probation department. Helps youth develop a positive self-image, teaches life skills and addresses goal setting. Served 215 youth in 2000.
- **Perinatal Outreach - Prevention.** County Health Services Agency offers adolescents and their families the opportunity to learn about having a healthy baby. Emphasis is on health and nutrition for mother and child. Served 3,400 teens in the community in 2000.
- **Mentoring Moms Program - Prevention.** Countywide perinatal substance abuse program for mothers with children zero to five years of age who have graduated from the First Step Program. Offered by Sierra Vista Children's Center.
- **Cal Learn/Adolescent Family Life Program - Prevention.** County Health Services Agency provides free information and services to pregnant and parenting teens countywide. Program includes medical, nutritional and psychosocial components. Served 663 in 2000.
- **R.E.A.L. (Responsibility, Education, Attitude, Leadership) -Prevention.** Health Services Agency, Center for Human Services, the Girl Scout Council and Wakefield (City of Turlock) Healthy Start offer this program to any at-risk youth in the County at junior and senior high schools. Classes are held in sexuality education, pregnancy prevention, STD/HIV prevention as well as evening workshops for parents on communication skills and sexuality issues. The program serves 4500 children and 200 parents yearly.
- **STD Education Program - Prevention.** County Health Services Agency offers this program about sexually transmitted diseases to detainees in Juvenile Hall. Topics include basic information about the human body, education on sexually transmitted diseases and the effects they have on individuals, partners and children. Information is also provided on the AIDS virus and its effects and on types of preventative options for minors who may already be sexually active. Served 1,308 youth in education program and 180 were tested in 2000.
- **CFMG Juvenile Hall Services - Prevention/Intervention.** California Forensic Medical Group provides health services on contract to youth in Juvenile Hall. Includes medical assessment, medical history and immunizations record keeping, control of infectious or communicable diseases and routine medical care of detainees.
- **Community Clinics - Prevention/Intervention.** Outpatient community-based health care for at-risk and youthful offenders and their families. Provided by the County Health Services Agency at various sites throughout the County.

Social Services

The Department of Social Services is called the Community Services Agency (CSA) in Stanislaus County. The Child Protective Services division provides emergency response, prevention, intervention, and supervision services to children at-risk of, or victims of, abuse, neglect and abandonment. CSA is a partner in many collaboratives countywide that serve at-risk juveniles and their families.

- **Children's Crisis Center** - Prevention/Intervention. A non-profit emergency shelter for children who are at-risk or are victims of abuse and neglect. Referrals are received primarily from law enforcement agencies although county agencies, private organizations and groups, relatives and schools are also referral sources.
- **Family Learning Center/After School Learning Program** - Prevention. This TANF funded partnership between the Community Services Agency, Modesto City Schools and the County Office of Education offers programs at 27 school sites throughout Stanislaus County and has the capacity to serve 1660 pre-school and school age children. There are three program components: Family Learning Centers: a latchkey childcare program for kindergarten age children. The Centers provide education, parenting skills training, and supportive services for parents. Activities include literacy, mathematics, science, physical and creative arts, with an emphasis on oral language development in all the activities. The After School Learning Program component serves grades one through six and offers culturally and developmentally appropriate curriculum including nutrition and health care services, oral language vocabulary acquisition, reading and mathematics programs, and a pro-social element that reduces impulsive and aggressive behaviors. The Toddler/Head Start program provides similar services to this specific age group.
- **Parents United** - Prevention/Intervention. This non-profit organization provides assistance to parents, children and former victims concerned with child sexual abuse and related problems as well as counseling for offenders.
- **Parent Resource Center** - Prevention. A private non-profit organization dedicated to promoting positive parenting and preventing child abuse.
- **Foster Youth Aftercare Program** - Intervention. CSA provides aftercare services including transitional housing, assistance with job readiness, and assistance in obtaining Medi-Cal for former foster care youth age 18-21.
- **Independent Living Skills Program** - Intervention. Teaches life skills to assist and prepare youth ages 16-18 for independent living who are exiting from group home or foster home placements. Provided by CSA in conjunction with Modesto Junior College.

Drug and Alcohol

County Drug and Alcohol Services are part of the County's Behavioral Health and Recovery Services (BHRS) agency. It provides a wide range of outpatient substance abuse programs for at-risk youth and their families through direct service delivery or contracts with local non-profit community based agencies.

- **Central Intake and Referral** - Prevention/Intervention. An assessment and referral services program operated by BHRS for all county residents with substance abuse problems.
- **Juvenile Drug Court** - Prevention/Intervention. Mentioned previously under Probation services, BHRS provides a substance abuse counselor and a case manager to the drug court team serving juvenile court wards under the leadership of the Juvenile Court.

- **NA and AA - Prevention/Intervention.** Self-help groups assisting substance abusers in recovery. Based upon the 12-Step curricula, the program is generally voluntary, however, it is occasionally required as part of a court order or case plan by Probation. An adolescent AA program is also available for all youth countywide. The Center for Human Services offers an AA group for teens in conjunction with their shelter and intervention program, Hutton House, for at-risk and juvenile offenders.
- **Adolescent Support Group - Prevention.** Volunteers who are graduates of the Reality residential substance abuse program provide support and encouragement to adolescents throughout the County, including Juvenile Drug Court members, at weekly meetings.
- **First Step Perinatal Services - Prevention.** Alcohol and drug treatment for women who are pregnant, parenting and addicted to alcohol and other drugs. Includes clients' children who are under age 18. Partners include County Behavioral Health and Recovery Services (Alcohol and Drug Services Division), and two non-profit agencies: Center for Human Services and Sierra Vista Counseling Center.
- **Sober I and II - Intervention.** Facilitated by the Center for Human Services, a local non-profit multi-service agency, Sober I and II is a community based treatment program serving probation youth with substance abuse problems. Sober I is four weeks long and is used as a stepping-stone to the Sober II program. Sober II is eight weeks in length and includes parent participation. Six 12-Step meetings occur at the end of Sober II.
- **Substance Abuse Education and Intervention - Prevention/Intervention.** Via a contract from BHRS, the Center for Human Services provides psycho-educational and intervention groups and counseling for juvenile offenders at Juvenile Hall.
- **Alcoholics Anonymous-Juvenile Hall - Prevention/Intervention.** Volunteer members of AA provide weekly support groups to Juvenile Hall detainees.
- **Ceres Recovery Center - Intervention.** Anticipated opening in May 2001. There are currently no hospital or licensed residential treatment facilities for substance abusing youth in Stanislaus County. In recognition of the need for residential and outpatient substance abuse capacity, Stanislaus County purchased a former hospital site which it is renovating to provide adult, perinatal (for mothers and their infants) and three adolescent residential treatment beds. There will be an assessment process as well as transition and aftercare services. The site will also provide outpatient services to adults and youth and a location for the Reality residential facility alumni group. There will be 30 various day treatment and intensive outpatient slots for at-risk youth and juvenile offenders. This major undertaking by the County demonstrates it's commitment to providing substance abuse treatment in a local setting to enable individuals to break the cycle of addiction and build healthy, law abiding lifestyles.

Youth Services

A myriad of youth services are offered by private non-profit agencies, churches, recreational organizations and community groups throughout Stanislaus County. There is a deeply held commitment that our youth are a critical and precious part of the web of our society and we are determined to provide them with a safe, healthy, nurturing and supportive environment. Youth serving groups include the Girl Scouts, Boy Scouts, Boys and Girls Clubs, YMCA, Sierra Vista Children's Center, United Way, Salvation Army, organized baseball and soccer leagues, after school recreational activities, church sponsored programs, service groups such as Rotary, Kiwanis, Soroptimists, Lions, and many, many more.

The largest non-profit community based agency providing programs and services to at-risk youth, juvenile offenders and juvenile court wards is the Center for Human Services. They

operate the emergency shelter (Hutton House) for runaways and incorrigible youth and offer a wide-ranging array of prevention, diversion and intervention activities throughout the County. Some of their services have been noted in the preceding sections. Additional programs are listed below:

- **Youth Court - Prevention/Intervention.** Implemented as part of the graduated sanctions continuum for juvenile offenders. A peer jury program for first-time offenders in grades K-12 for behavior identified as a school offense. In FY 99/00 there were 15 Youth Courts at school sites and an additional location in the downtown Modesto area. 870 youth volunteers were trained and participated in Youth Court, and 105 youth participated in Youth Court as defendants.
- **Neighborhood Accountability Boards - Intervention.** Developed as part of the Challenge Grant I as a diversion program for low-risk offenders.
- **Friday Night Live/Club Live/FNL Kids - Prevention.** A school and community based substance abuse prevention program providing support, education and leadership skills to students in elementary, junior and senior high schools.
- **Teen Line - Prevention.** A toll free "help" line providing peer counseling and information/referral sources during evening hours.
- **Hutton House - Prevention.** A six bed licensed temporary shelter for runaway and homeless youth from throughout the County ages 13-17 with comprehensive services for runaways and youth in crisis. Services include housing, counseling, assessment, life skills, referrals and community engagement. In FY 99/00, 289 youth participated in the residential program
- **Pathways to Independence - Prevention.** A transitional living program in a 12-bed facility run in partnership with the Stanco Housing Corporation, which began in November 2000. Serves youth ages 18-21 who are emancipated or transitioning out of a foster or group home placement. Capacity is for 12 youth. Two youth are currently participating in the program. Provides independent living skills education, case management, counseling and mentoring services.
- **Prevention/Early Intervention - Prevention.** Serves K-12 youth at school sites countywide with life skills education, support groups, assessment, referral to community programs, drug/alcohol prevention education.
- **Youth Leadership Council - Prevention.** Youth development services for junior and high school youth countywide. Councils serve as an advisory group for leadership training, and various youth issues.
- **Mentoring Programs - Prevention.** In addition to the Center for Human Services, the following non-profit groups provide mentoring throughout the County: Big Brothers/Big Sisters of Stanislaus County, Stanislaus County PAL program, Parent Resource Center, Project SAVEM (Stanislaus Active Volunteer Employee Mentors), Project STAMP (Stanislaus County Employee Mentor Program), HOSTS (Helping One Student to Succeed), CHAMPS (Chrysler School Healthy Active Mentoring Program). In 2000, 311 matches of mentors and youth were provided in Stanislaus County by the above mentioned programs.
- **Student Assistance Program - Prevention.** Since 1984 this program has been providing prevention and early intervention services at elementary and secondary schools throughout Stanislaus County. Paraprofessional counselors working under the supervision of a licensed clinician provide individual counseling as well as group counseling on topics such as substance abuse prevention and anger management. Teachers and administrators refer students. In FY 99/00 services were provided at 51

sites countywide. 2,788 youth were seen in individual or group session and 581 youth received mediation services.

Additional After-School Programs

- **YMCA Youth Earth Leadership Corps** - Prevention. Provided by the YMCA for 4th through 12th grade students during after school hours, and Saturdays. Recreation programs and leadership training for youth.
- **Community Service Agency After School Programs** - Prevention. Serves StanWorks families with children ages 6-18 in conjunction with Modesto City Schools. Provides educational enrichment programs with a parent education component.
- **21st Century Community Learning Centers** - Prevention. After school tutoring and recreation programs provided by Modesto City Schools for K-12 students who live in high-risk neighborhoods.
- **OASIS (Oakdale After School Instruction and Sports)** - Prevention. Begun in November 2000, this program now serves 60 Oakdale junior high school youth with assistance in homework, tutoring, arts and crafts, sports and games. An Oakdale police officer presents a program weekly on topics ranging from gangs, drugs and explaining how a police department operates. Partners include the City of Oakdale, Oakdale School District, Oakdale Police, Oak Valley Hospital, and YMCA.

THE ROLE OF CURRENT COLLABORATIVES AND/OR PARTNERS (PUBLIC AND PRIVATE) IN STANISLAUS COUNTY

Stanislaus County has over a decade of experience in developing and sustaining public and private multiagency collaboratives and partnerships. Our focus has been to foster an inclusive environment which will result in comprehensive, effective planning and operational efforts to increase and enhance service delivery, reduce duplication of effort and resources, and allow for thoughtful long range strategic planning for youth and family programming. The various partnerships can be separated into three principal categories of collaboration:

- Policy and Planning Collaboratives which serve the entire County,
- General Operational or Administrative Partnerships;
- Interagency Memorandum of Understanding or Other Partnerships, which allow for specific service provision.

All of the various collaboratives and partnerships listed in this section serve at-risk or juvenile offenders and may serve other target populations that are touched by the criminal justice system.

Policy and Planning Collaboratives

In 1990 the County formed a Children's Service Council to facilitate program information sharing and interagency cooperation. In 1992, a countywide interagency **Children's Services Coordinating Council** was created with a mission to facilitate and support collaboration and partnerships that build and sustain healthy families and communities. The Coordinating Council membership currently consists of 28 representatives of various groups and/or citizens which include the following: Presiding Judge of the Juvenile Court, Health Services, Mental Health and Alcohol and Drug Services (Behavioral Health and Recovery Services), Social Services (Community Services Agency), Probation, County Housing and Redevelopment, County Office of Education, District Attorney, Member of the Board of Supervisors, Stanislaus County Sheriff's Office, representatives of private, non-profit youth serving agencies, representative of child health care providers, representative of the child care coordinating group, representative of community-based organizations with ties to ethnic communities, representative of the County Chief Executive's Office, representative of United Way, representative of K-12 school districts, Modesto Junior College and Cal State Stanislaus and a representative of each of the offices of the Board of Supervisors. Appointments are made or confirmed by the Board of Supervisors. In addition to information sharing, education, and interdisciplinary decision making, the Council reviews proposed law enforcement COPs funded programs and researches and considers programs or projects that would provide services to children, youth and families throughout the County.

The **Families in Partnership** county agency collaborative provides oversight and interagency coordination for programs that provide intensive family preservation and reunification services via a home-based wraparound model to youth and families involved in the Family Preservation and Reunification program at the County Department of Social Services (Community Services Agency) and families and youth at high-risk of out of home placement within the Probation

Department population. Agencies active in this partnership include the Community Services Agency, Probation Department, Health Services Agency, Behavioral Health and Recovery Services and the County Executive Office.

Substance abuse is a critical issue in the homes of many at-risk and juvenile offender youth. The County's **Alcohol and Substance Abuse Coordinating Council** is the forum for planning and policy development, and coordination of efforts among county agencies including the Chief Executive's Office, the Courts, Sheriff's Office, District Attorney's Office, Public Defender, Probation, Behavioral Health and Recovery Services, Community Services Agency, and Health Services. This group is currently developing the County's plan to implement Proposition 36.

The **Stanislaus County Association of Law Enforcement Executives** is a planning, coordinating and problem solving body consisting of the heads of the following departments: Sheriff, District Attorney, Probation, California Highway Patrol local region, Cal State Stanislaus Public Safety Department, Ceres Police, Hughson Police, Modesto Police, Newman Police, Oakdale Police, Patterson Police, Riverbank Police, Turlock Police and Waterford Police. The Association addresses a broad cross section of law enforcement related issues. At a recent planning and training retreat of Association members in January 2001, the group decided to form two committees to see if they can develop uniform policies and procedures for "Officer Involved Fatal Incident Protocol" and "Exploring Information Technology to Include Both Voice and Data Information." Future issues to be discussed with a goal of conserving resources and developing more efficient operations countywide are: Purchasing/Resource Sharing, Recruitment (Backgrounds, Selection, Retention), Evidence Storage, Training, S.W.A.T. Operations, Special Task Forces, Crime Prevention and Report Standardization. The Stanislaus Probation Department has armed officers assigned to the Stanislaus Drug Enforcement Agency, Stanislaus Sheriff's Office and Modesto Police Department. The deputy probation officers assigned to the Sheriff's Office and Modesto Police Department are juvenile supervision officers. Many of the topics being discussed by the Association are relevant to the Probation Department and its operational partnerships with law enforcement.

In 1994, the Mental Health Department (now Behavioral Health and Recovery Services- BHRS), Probation and the Department of Social Services (now Community Services Agency) began their partnership in a **Children's System of Care (CSOC)** to serve seriously emotionally and/or behaviorally disturbed children. In February 1997, BHRS contracted for a full time probation officer to supervise a caseload of approximately 40 wards who were active to BHRS as a result of an assessment and mental health diagnosis. The team consists of a clinician, probation officer and family support counselor. Many of the youth have a dual diagnosis. There are approximately 10-20 wards on a waiting list for clinician services. BHRS subcontracts with the Center for Human Services for individual counseling, substance abuse counseling groups and individual case management. Juvenile offenders active to the Probation Department have access to assessment, crisis evaluation and intervention, brief treatment, wraparound and home-based services through the multiagency team. The CSOC members hold regular case staffings and utilize a team approach to the development and review of case plans, treatment and placement decisions.

The **Drug Court Advisory Group** has oversight over both the Adult and Juvenile Drug Courts as it relates to program operations, planning, training, grant requirements and the exploration of potential funding sources. The Advisory Group is comprised of the Presiding Judge of the Superior Court, Juvenile Court Commissioner Tim Helfer, who is also the Juvenile Drug Court hearing officer, Public Defender, District Attorney, Sheriff, Stanislaus County Bar Association, Stanislaus County Women's Lawyers' Association, the County Chief Executive's Office,

Probation Department, Alcohol and Drug Program Administrator from the County's Behavioral Health and Recovery Services, Community Services Agency, County Health Services Agency, Modesto City Schools, California State University, Stanislaus, Friends Outside and a public member.

Modesto City Schools Agency Alliance Committee has as its purpose the coordination, integration, and oversight of the various public and private agencies who provide services on campus to the students of the Modesto City School District. Partners include the Probation Department, Modesto Police Department, Center for Human Service, Community Services Agency, Health Services Agency, and Behavioral Health and Recovery Services.

The **West Modesto Collaborative** is a county interagency effort currently involved in the planning processes to develop a "one stop shop" for the citizens of the west Modesto community, a high adult and juvenile crime area. Partners in this effort include the Board of Supervisors, Chief Executive's Office, Health Services Agency, Community Services Agency, Behavioral Health and Recovery Services and Probation Department. The building planning and design process is almost completed and occupancy is expected in 2002.

Behavioral Health and Recovery Services is the lead agency in the **Stanislaus Recovery Center Advisory Group**. The County has purchased a former hospital in the Ceres community and is renovating it to serve as a residential and out patient treatment site for adults, at-risk and juvenile offenders who have alcohol and drug abuse problems. The advisory group partners are the County Chief Executive Office, Behavioral Health and Recovery Services, Probation Department, Community Services Agency, City of Ceres, Stanislaus County Office of Education, and the County Parks Department. Planning meetings have been going on for over a year to jointly develop the site design, funding sources, budgets, program populations and treatment programs.

The **Child Welfare Advisory Board** serves at-risk youth involved in the Child Welfare system. The mission of the Board is to provide input and oversight of Child Welfare programs which target reduction in foster and group home placements. Partners include the lead agency, Community Services Agency, as well as the Health Services Agency, Behavioral Health and Recovery Services, Education, Probation, Foster Parents Association, group home agencies, a foster child served by the system and a public member.

A sub-committee of the Stanislaus Children's Council, the **Family Preservation and Support Program Committee** meets monthly to review and approve grants to be awarded by the Community Services Agency's Family Preservation and Support Program. The target population for these grants are at-risk youth and families throughout Stanislaus County. The Committee also provides technical assistance to agencies that receive grant funds. The partnership includes the Community Services Agency, Health Services Agency, Probation Department, Behavioral Health and Recovery Services, Center for Human Services, Healthy Start, Parent Resource Center, Modesto Junior College and various community based agencies that serve at-risk youth.

General Operational or Administrative Partnerships

Perhaps one of the most successful and exciting public/private partnerships has been the Probation Department's contract with **Synovation, Inc.**, a private company located in Modesto, CA. For the past three years, staff from Synovation, Inc., have worked closely with staff from the Probation Department to design and implement an automated case management system that serves the Juvenile Institutions Division as well as the Adult and Juvenile Casework Division.

The department's Accounting Division is also linked into the automated system. The Stanislaus County system has been a benchmark for other California Probation Departments and as of this writing, nine county probation departments have contracted with Synovation, Inc., to replicate our system. Many other California counties have expressed interest in the system.

The County contracts with the **California Forensic Medical Group**, a private corporation, for the physical health needs of detainees in Juvenile Hall. All youth booked into Juvenile Hall receive a health assessment and follow up, treatment or referral as needed by the medical doctor and nurses of CFMG. Juvenile Hall is an accredited juvenile facility by the California Medical Association.

Behavioral Health and Recovery Services is the county agency that provides assessment, crisis intervention, referral and treatment services to detained youth in Juvenile Hall.

The **Stanislaus County Office of Education** provides classroom instruction to the detainees in Juvenile Hall and juvenile offenders and wards in the Probation Department's Day Commitment Program.

The County's **Management Information Services** is the agency responsible for programming and maintenance of the mainframe computer which includes the juvenile referral and disposition automated data system used by Probation and county law enforcement agencies.

The **Stanislaus County Sheriff's Office** provides food and laundry services to Juvenile Hall.

Interagency Memorandum of Understanding and Other Service Delivery Partnerships

There are many interagency Memorandums of Understanding (MOUs) and other service delivery partnerships that allow for the contracting of services and provision of resources required to operate specific programs serving at-risk and juvenile offender populations. Examples of MOUs and other partnerships are:

The Stanislaus County Probation Department contracts with **CalTrans** to provide a labor force of juvenile offenders active to the Probation Department to perform roadside trash pick-up as part of the Juvenile Work Project.

The **Modesto City Schools District and the Stanislaus County Office of Education** contract with the Stanislaus County Probation Department for school-based probation officers to address and resolve student truancy and behavioral problems.

The **California State Board of Control** contracts with the Stanislaus County Probation Department for a probation officer to operate a Victim Restitution program. The officer works with both adult and juvenile case workers and probationers to obtain restitution for victims.

The **Interagency Resource Committee** was formed in October 1994 with representation from Probation, Mental Health, Social Services, Public Health and school SARB and SELPA programs as the core group to improve services to children and families, encourage interagency cooperation in the provision of services, reduce numbers and costs of out of home placement and share resource information among agencies. The committee operates as a "multidisciplinary personnel" team as defined in WIC 18951. Treatment providers and families participate in

weekly meetings where cases are presented and discussed and viable plans for alternatives to out of home placement are developed.

Modesto City Schools, the Stanislaus County Sheriff's Office, Community Services Agency, Behavioral Health and Recovery Services and others contract with numerous agencies to provide services to at-risk or juvenile offenders. Please see the Existing Resources by Discipline in this Plan for additional programs and services.

STRENGTHS AND WEAKNESSES OF THE PRESENT SYSTEM

Progress Report

A discussion of this section begins with a review of the priorities and needs of the system as determined by the Juvenile Justice Coordinating Council in the 1999 Local Action Plan. The priorities established by the JJCC were as follows:

- Increase maximum-security capacity in the Juvenile Hall.
- Increase medium security capacity in the Juvenile Hall.
- Family based supervision of probationers - FOCUS Project (Challenge Grant II)
- Camp/ranch/commitment facility
- Residential substance abuse treatment
- Additional outpatient substance abuse services
- Expanded intensive probation supervision
- Additional and expanded gang intervention services
- Assessment/ Intake/ Reception Center
- Day Reporting Center
- Youth Centers
- Transition Center

It is noteworthy to point out that in the short time between the setting of these priorities and the development of this Comprehensive Multiagency Juvenile Justice Plan for CPA 2000 that Stanislaus County, through the vision, commitment and partnership of all the youth-serving public and private entities, and the fiscal support from government and private donors, has either brought on-line or is in the process of creating nine of the 12 priorities of 1999. Specifically, the County has achieved or is currently working to realize the following goals:

- The maximum-security capacity in Juvenile Hall was increased by the addition of 30 beds in June 2000 using grant funds from the State and County general fund dollars.
- Medium-security capacity in Juvenile Hall will be increased by 40 beds in Fall 2002 due to the awarding of a State construction grant and the commitment by the County for the required match.
- The County was awarded a Challenge Grant in 1999 and began operation of the FOCUS program, which offers family based supervision of adult probationers and their children utilizing a interagency, home-based service delivery system. The team is co-located in a facility at the Juvenile Justice Complex in Modesto and provides wraparound services according to the family's and child's needs.
- Although it is a small start with only three beds, the county's Behavioral Health and Recovery Services agency will offer residential substance abuse treatment to at-risk and juvenile offenders this year at a renovated facility the County purchased. There were no residential substance abuse treatment beds for youth in the County prior to this venture. The former hospital site will also provide adult and perinatal residential services to adults.
- Also located on the same site as the adolescent residential substance abuse program will be 25 to 30 slots for additional outpatient substance abuse treatment services. Further,

the proposed Day Reporting Center will be on the same site and the program will include outpatient substance abuse treatment services for wards of the court.

- Two juvenile gang supervision caseloads were created in 1999 to provide expanded intensive probation supervision. The proposed Day Reporting Center will also provide expanded intensive supervision to high-risk wards now on regular caseloads and those wards re-entering the community from group homes and Juvenile Hall commitments.
- The two previously mentioned juvenile gang caseloads now provide additional and expanded gang intervention services.
- The Day Reporting Center, which was a key gap in the continuum as well as a priority in the 1999 Local Action Plan, is proposed for funding with CPA 2000 monies. If approved, the program will begin operation this summer.
- Both the religious community and the Community Services Agency are planning for Youth Centers.

As to the Transition Center, earlier discussion in the Plan explained why this response is no longer needed. The key needs which remain- a probation camp, greater capacity for residential substance abuse treatment, and the Assessment/ Intake/ Reception Center- all require substantial fiscal expenditures and long term planning. We will continue to highlight the need for these critical pieces in order to develop a more complete continuum of responses to juvenile crime.

System Strengths

During the planning process to create the CMJJP, the Juvenile Justice Coordinating Council addressed the strengths and weaknesses of the present system. Understandably, discussion focused on what work needs to be done to complete the continuum and build capacity in both the system and programs. However, the strengths of the system are formidable and should not be overlooked.

- Stanislaus County is committed to developing a broad-based and balanced continuum of services for at-risk youth, families and juvenile offenders. Evidence of that is clearly shown in the accomplishments listed above which have occurred just in the last two years. The majority of the Children's and Families First Act monies, Tobacco Settlement Funds and Welfare to Work funds are targeted for infrastructure development and prevention services for at-risk youth and families. Private agencies continue to work diligently to fill the gaps in service as resources are found.
- There is a long-standing and successful history of youth -serving agencies working collaboratively to meet the needs of at-risk youth and families. Collaboratives such as the Children's Council and Families in Partnership are testament to this mission.
- The Probation Department embarked on a project several years ago to design and implement an automated case management system that spans the movement of juvenile offenders from booking at Juvenile Hall, through intake, investigation and supervision. We continue to revise and add necessary features to keep our system a benchmark model for other probation departments in the state. We are now completing the adult casework components of the system and are linking the divisions together.
- All county youth-serving systems are outreaching to colleges and universities to recruit graduates into the various agencies. All county disciplines, and private providers as well, are keenly aware of the need to attract highly qualified persons to serve the youth of our communities. We recognize, and are planning for, the vacancies that will occur in the next few years when many of our current staff reach retirement age. Many agencies are bringing college students into their worksites to intern alongside existing staff so that

they will be aware of employment opportunities when they graduate. We are especially desirous of adding culturally aware, bilingual staff to reflect the diversity of the community.

- We embrace a “continuous improvement” goal to braid and share resources to better serve our customers. We believe in out-stationing services throughout the County to make them accessible to the clientele we serve. We are working toward creating “one stop shops” where citizens can access a variety of services at one site.

System Weaknesses

While we have accomplished much, we recognize that we still have a long way to go and, in fact, our goals will always seem to outstrip our resources to serve all the at-risk youth and families that need assistance. While we are undeterred, the Council identified the following areas for improvement.

- We need to integrate performance based outcome measures for programs in all disciplines which will empirically demonstrate positive behavioral changes in youth and families and identify “best practices.” We need to learn “what works”, fund those programs and cease to fund those that do not provide maximum benefit.
- We need to increase both mental health and substance abuse capacity for at-risk youth, juvenile offenders and SED children. We particularly need more residential beds in Stanislaus County for these youth.
- We need to add more shelter beds.
- We need to add more crisis intervention services and programming to attack the root causes of delinquency before children enter the system.
- We need to do a better job at determining what programs now exist in all public and private agencies and obtain accurate, unduplicated numbers of those still needing service.
- We need more school based probation and police officers to partner with education to deter delinquency at the earliest stages.
- One of our Council youth members reported that we need more youth centers and after school activities located on school campuses where they will be accessible to children who need them.
- This same youth member acknowledged that intensive supervision of high-risk offenders in the community and during non-traditional hours help young people to conform to their conditions of probation
- We need an additional juvenile delinquency judicial officer to hear delinquency cases and to expand Juvenile Drug Court.
- We need an integrated, automated criminal justice system database for the courts, Probation, Sheriff, District Attorney and Public Defender. (Note: a multiagency committee of county departments was formed earlier this year to pursue this goal.) We need to expand the current probation case management system to include outcome measures, develop management reports and convert the current model to a web-based, cutting-edge computer language system. We need to create a similar system which interfaces with the county criminal justice system for local police agencies with common data elements and definitions of terms. We need to begin planning for a shared database for all youth-serving agencies to embrace common assessment tools so that families and youth will not have to repeat general history and demographic information to multiple agencies.
- We need to expand Juvenile Traffic Court so that it can hear all offense violations it is authorized to hear in the Welfare and Institutions Code.

- We need more school-based counseling services that would be available on a weekly basis.
- We need more adult mentors for at- risk youth and parents.
- We need more bilingual/bicultural staff, particularly Latino and Southeast Asian personnel. We need these staff for outreach into communities to families that do not feel comfortable accessing services.
- We need more parental participation in counseling programs.
- We need better public transportation and funds for needy youth and families so that they can access services.
- We need a transitional living program for older adolescents in danger of homelessness when they return to the community from group homes or when they can no longer reside at home.
- We need training programs and earlier intervention to support parents and guardians of youth transitioning back home after out of home treatment.

COUNTY DEMOGRAPHICS

Stanislaus County is located in the San Joaquin Valley in Central California. Along with its sister counties to the north and south, the County is in a process of transforming its flat, fertile land which forms a rich agricultural corridor bordered by the coastal mountains to the west and the Sierra Nevada foothills to the east. Long associated with orchards, vineyards, and farms in the most productive agricultural belt in the world, Stanislaus County is in transition from a largely rural community to one that is more pluralistic. Today its population is found in rural environments but also in growing urban and suburban environments.¹

Population

The population of Stanislaus County in January 2000 was 441,400, an increase of 1.4% from the previous year with projections for growth expected to exceed 585,500 by 2010. The largest city, Modesto, has 188,300 people, making it the largest population center. The second largest city, Turlock, has 53,500 residents, followed by Ceres, with 32,950, Oakdale with 14,950, Riverbank with 14,600, Patterson with 10,950, Waterford with 6,775, Newman with 6,375 and Hughson with 3,620. In addition, 109,400, or almost one in four, live in unincorporated areas. A number of these unincorporated areas are adjacent to the larger cities.² In 1999, the County's total population for children ages 10 through 17 was 59,500 (approximately 13% of the total population for that year³).

Ethnicity

Using 1990 Census data and annual birth, death, and school enrollment data, the California State Department of Finance estimated that, as of 1998, the ethnicity of Stanislaus County was as follows:

Table 1
1998 Ethnicity
Stanislaus County Population

<u>Ethnicity</u>	<u>% of Population</u>
African American	2
Asian	6
Latino	25
Native American	1
White	66

These figures indicate that the Asian, African American, and Native American population numbers have remained static in the past decade, changing little if at all. During the same time-period, 1990 through 1998, there has been a moderate decrease in the White population and a moderate increase in the Latino population. In the past decade, there have been statewide increases in Latino and Asian populations, due in part to immigration and in part to birthrates.

¹Stanislaus County Board of Supervisors, Renaissance 2000 Project. Page 59

²Stanislaus County Board of Supervisors, Renaissance 2000 Project. Page 59

³Children Now, California State of Our Children 2000. Page 44

Birth certificate data in Stanislaus County indicate a trend toward an increasing percentage of children born to Latino parents. The 2000 data contained in the Renaissance Consulting Group report for the ages 0-5 population in the County reflected a 40% Latino population and a White population of 51%. For this reason, it is anticipated that the percentage of children who are Latino will soon exceed 50% of all births in the County on an annual basis.⁴

“Children Now, California State of Our Children” reported in 1999, slightly higher populations of Asian and Latino youth ages 10 - 17 than is reflected in the County’s general population (Table 1 and 2). Stanislaus County Probation Department data from 2000, reports significantly higher percentages of African American wards (2% vs. 9%), significantly lower percentages of Asian wards (9.2% vs. 4%), 9% more Latino wards and 12% fewer White wards than the general ages 10-17 data (Table 2 and 3).

Table 2
1999 Ethnicity
Stanislaus County
Population Age 10 through 17⁵

(Total Population 59,494)

<u>Ethnicity</u>	<u>% of Population</u>
African American	2
Asian	9.2
Latino	30
Native American	0.8
White	58

Table 3
2000 Ethnicity
Stanislaus County
Cases Processed as
Wards of the Court, 2000⁶

(Total Population 768)

<u>Ethnicity</u>	<u>% of Population</u>
African American	9
Asian	4
Latino	39
Native American	0
White	46
Other	2

“Children Now, California State of Our Children” lists the total population for children age 10 - 17 in California at 3,856,702, with the following ethnic breakdown:

Table 4
1999 Ethnicity
State of California
Population Age 10 through 17⁷

<u>Ethnicity</u>	<u>% of Population</u>
African American	7.6
Asian	11.8
Latino	36.3
Native American	0.6
White	43.7

⁴Stanislaus County Board of Supervisors, Renaissance 2000 Project. Page 59

⁵Children Now. California State of Our Children 2000. Page 44

⁶Stanislaus County Probation Department, Juvenile Case Profile.

Employment

Employment in the County in the past has been tied largely to agriculture with many jobs, both full-time and seasonal, in agricultural production, food processing, agricultural support services, industrial manufacturing and warehousing/distribution. During the past 30 years, there has been an increase in employment in retail trade, education and government. Today, private and public sector organizations are partnering to further diversify the economy, aiming to attract new businesses that compliment existing ones but capitalize on the opportunities available through new technology.⁸

Generally, the State's population centers with the lowest rates of unemployment are clustered along the Coast and the population centers with the highest rates of unemployment are strung throughout the Central Valley. Although double-digit unemployment has been the status quo in Stanislaus County more often than not in the past decade, significant progress has been made. "Non-farm employment in the County grew 20.3% while the California average was 11.8% making Stanislaus County's job creation greater than Santa Clara County in the heart of Silicon Valley, which grew 13.9% in the same period. Nationwide, Stanislaus County ranks first among the 125 largest metropolitan areas in job growth, averaging 3.5% growth a year over the past 20 years."⁹

Temporary Aid to Needy Families (TANF)

Stanislaus County's percentage of poor and very poor children is comparable to the state average. In 1995, 24.6% of children ages 0 through 17 were living in poverty within Stanislaus County while the State recorded 24.3% during the same time-period. In 1998, 18.4% of the same population of the State received TANF assistance.¹⁰ In December 2000, the Stanislaus County Community Services Agency reported 35,331 assistance cases with 80,673 persons served, or 18% of the County's population. Of that amount, 8,898 cases received TANF assistance. TANF served 22,813 persons, or approximately 5% of the total Stanislaus County population.¹¹ Considering these figures, it is clear the trend for receipt of assistance, and TANF assistance in particular, is decreasing in Stanislaus County.

Birth and Foster Care Data

From 1995 to 1997, the County's percentage of infants born at low birth weight increased yearly from 5.9% to 6.6%. The State's average has remained constant at 6.1% during this same period. Infant mortality rates in the County during this time period also showed a yearly increase from 5.9 per 1,000 births to 7.1. The State's average decreased in this category from 6.3 per 1,000 births to 5.9.

⁸ Stanislaus County Board of Supervisors, Renaissance 2000 Project. Page 60.

⁹ Wilson Reagan. August 13, 2000 "A View from the Other Side". Modesto Bee.

¹⁰ Children Now. California State of our Children 2000. Page 8.

¹¹ Stanislaus County Community Services Agency. "Stan 88.1 Report". Monthly Case Summary, Case Activity for the Month Ending December 00.

The County has a slightly higher rate of child abuse reports than the state average. In 1996, the County registered 89.6 reports per 1,000 compared to the state average of 78.2 per 1,000. Although still above the State average of 56.7 in 1998, the rate of births to teens per 1,000 declined in Stanislaus County from 69.8 in 1995 to 62.1 in 1997 and to 57.3 in 1998 compared to the State's rate of 53.2. The County has a substantially lower rate of children in foster care; the State averages 11.3 per 1,000 while Stanislaus County averages 5.0 per 1,000 for children ages 0 through 17.¹²

¹² Children Now. California State of Our Children 2000. Pages 8, 9, 46, 108 and 109.

JUVENILE CRIME TRENDS

Juvenile Arrests: Felony, Misdemeanor and Violent Crimes

The total number of juvenile arrests for felony and misdemeanor crimes decreased overall during the 10-year period from 1990 through 1999. In 1998, juvenile arrests had decreased by 4% from the 10-year average of 5,531.4 arrests per 100,000 for the population ages 10 through 17. In 1999, the decrease was 13.5% below the 10-year average. From 1996 through 1999, rates remained rather constant, reflecting a change of not more than 1.8% during the four-year span. Although arrest rates overall are in a downward trend, the rate for violent crimes have increased from a low of 5.8% of the total crimes reported in 1995 to a high of 8% in 1997 and 1999 respectively. The data for the arrests per 100,000 from 1990-1999 is shown in Tables 5 and 6.

Table 5
Stanislaus County
Juvenile Arrests by Category of Offense
1990-1999¹³
Arrest rate per 100,000
Population Age 10 through 17

Year	Total Number	Felonies	Percent	Misdem:	Percent	Violent Crimes*	Violent Crimes Percent
1990	5352	1608	30.1	3744	69.9	347	6.4
1991	5598	1795	32.1	3803	67.9	371	6.6
1992	5606	1855	33.1	3751	66.9	405	7.2
1993	5174	1858	35.9	3316	64.1	361	6.9
1994	5175	1629	31.4	3546	68.6	337	6.5
1995	6188	1713	27.6	4475	72.4	362	5.8
1996	6110	1954	31.9	4156	68.1	469	7.6
1997	6020	1999	33.2	4021	66.8	482	8
1998	5308	1708	32.1	3600	67.9	395	7.4
1999	4783	1506	31.4	3277	68.6	385	8

Stanislaus County Population, Age 10 through 17, 1990 through 1999
(thousands)

1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
46.1	48.8	51.6	54.0	56.2	58.5	61.4	64.1	58.5	59.5

*Violent crimes include homicide, forcible rape, robbery, assault and kidnapping

¹³California Department of Justice, Criminal Justice Profiles, 1990 through 1999, Tables 3C and 4C.

Table 6
Stanislaus County
Juvenile Violent Offenses (Felonies)
1990-1999¹⁴
Rate per 100,000
Population Ages 10 through 17

Year	Homicide	Forcible Rape	Robbery	Assault	Kidnapping	Total
1990	3	11	59	273	1	347
1991	2	27	70	270	2	371
1992	1	25	84	293	2	405
1993	3	7	92	258	1	361
1994	7	8	88	233	1	337
1995	6	7	77	270	2	362
1996	4	9	114	342	0	469
1997	7	13	106	353	3	482
1998	4	9	80	302	0	395
1999	4	16	73	287	5	385
Total	41	132	843	2881	17	3914

Table 7
Stanislaus County
Juvenile Property Offenses (Felonies)
1990-1999¹⁵
Arrest rate per 100,000
Population Ages 10 through 17

Year	Burglary	Theft	Vehicle	Forg Cks	Arson	Total
1990	507	229	194	16	37	983
1991	540	284	193	20	55	1092
1992	595	250	158	18	41	1062
1993	519	247	243	21	38	1068
1994	452	173	227	10	32	894
1995	507	228	249	11	46	1041
1996	592	253	196	19	50	1110
1997	569	268	274	19	20	1150
1998	487	221	205	10	31	954
1999	402	182	165	14	38	801
Total	5170	2335	2104	158	388	10,155

Stanislaus County Population, Ages 10 through 17, 1990 through 1999
(thousands)

1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
46.1	48.8	51.6	54.0	56.2	58.5	61.4	64.1	58.5	59.5

^{14,15} California Department of Justice, Criminal Justice Profiles, 1990 through 1999, Table 3C

Juvenile Drug Arrests

Although the rate of felony drug arrests has shown a decrease in the past 2-year period, the percentages of drug arrests as compared to the total rate of felony arrests has remained at an average of 6% or above for the past eight years (Table 2). The rate of misdemeanor drug arrests rose continuously from 1990 through 1999 with the exception of 1997. The percentage of drug arrests to the total rate of misdemeanor arrests reached an all-time high of 11% for 1998 and 1999. Nearly one in nine juvenile misdemeanor arrests in 1998 and 1999 was for drug charges. The most prevalent substance for which youth are arrested in Stanislaus County is marijuana.

Table 8
Stanislaus County
Juvenile Arrests for Substance Abuse
1990-1999¹⁶
Arrest rate per 100,000
Population Ages 10 through 17

Year	Total Felony Arrests	Felony Drug Arrests	Percent Felony Drug Offenses	Total Misdem. Arrests	Misdem. Drug Arrest	Percent Misdem. Drug Offenses
1990	1608	61	3%	3744	94	2%
1991	1795	78	4%	3803	92	2%
1992	1855	138	2%	3751	142	4%
1993	1858	114	7%	3316	163	5%
1994	1629	103	6%	3546	203	5%
1995	1713	120	7%	4475	300	7%
1996	1954	117	5%	4156	434	10%
1997	1999	130	6%	4021	362	9%
1998	1708	113	6%	3600	405	11%
1999	1506	92	6%	3277	376	11%

Gang Membership

Gangs continue to be a focus for law enforcement in Stanislaus County, however, consistent data regarding documented gang membership is lacking. Currently, there are no standardized criteria, such as the Cal Gang system, used by law enforcement agencies to identify documented gang members. Therefore, the number of gang members reported per jurisdiction varies widely.

The Stanislaus County Probation Department will be adopting the Cal Gang documentation criteria however the department currently uses criteria in which four or more factors must be met in order to have gang membership documented. Meeting one to three criteria within the categories will result in documentation as a gang associate. Categories include a court finding of gang membership, self-admission indicators, association indicators and a category for "other" criteria.

¹⁶California Department of Justice, Criminal Justice Profiles, 1990 through 1999, Table 3C

In February 2001, the Probation Department supervised 67 documented gang members and 20 documented gang associates, which is approximately 10% of the total cases supervised. These 87 cases represent 22 separate gang sets of the Norteño or Sureño gangs. 39% claim Norteño affiliation and 15% claim Sureño affiliation. When subsets of these two groups are added, the percentages climb to 58% Norteño and 17% Sureño. Both Norteño and Sureño gangs are predominately Latino.

The remaining 25% of the gang membership is spread amongst Asian, African American, Caucasian and other Latino gangs. Asian gangs are found primarily in the city of Modesto, specifically in the 95351 zip codes in west Modesto, an identified high crime area. Asian gangs include Asian Boys, Crips With An Attitude/Cambodians With An Attitude, Crazy Mob Family/Cambodian Mafia Family, Devils of the North, Killer Roselawn Boys and Modesto Hit Squad. The two African American gangs, Oak St. Posse and Oak St. Mob, are also located in west Modesto (zip code 95351). Additional Latino gangs include Brick City, Deep Southside Locos, Eastside Modesto, Northern Structure/Nuestra Raza, Westside Boys, Nuestra Familia, and Parklawn Boys. These gangs are found mainly in west Modesto (zip codes 95351, 95354 and 95358.) There is one Latino gang in Patterson called Patton and one in Riverbank called Varrio Locos. There are two Caucasian gangs in the County, the Peckerwoods and the Nazi Low Riders, both located in west Modesto or the eastside of Modesto.

70% of supervised wards who are documented gang members or associates reside in the City of Modesto. The highest number of wards reside in the 95351 area, which incorporates Modesto Police Department Beat 32, Sheriff's Beat 4, as well as Modesto High School. The second largest grouping exists in the 95350 zip code area, which incorporates Modesto Police Beat 71 and the Modesto City School's continuation school, Robert T. Elliott Center for Education. In the Sheriff's Department jurisdictions, gang membership is reported to be predominantly Latino.

CITATIONS AND BOOKINGS REFERRED TO THE DISTRICT ATTORNEY FOR FILING

Cases referred to the District Attorney from 1991 to 2000 reflect a steady decrease- from a high of 6533 in 1995 to a low of 3998 in 2000. The 2000 figure was the lowest number of referrals recorded in the ten-year period (Table 9). The ten-year average was 5302.3 cases referred per year.

Table 9¹⁷
Juvenile Referrals to the District Attorney
Citation/Bookings
1991-2000

Year	Citations	Bookings	Total Referrals	Percent of Ten-Year Average
1991	Not Available	Not Available	4834	91%
1992	2932	1748	4680	88%
1993	3056	1531	4581	86%
1994	3811	1399	5256	99%
1995	4876	1641	6533	123%
1996	4556	1761	6317	119%
1997	4044	2196	6248	117%
1998	3448	1902	5361	101%
1999	3549	1716	5265	99%
2000	2571	1427	3998	75%

Although data on wards has only been tracked by the Probation Department for a one-year time-period, the profile of a Stanislaus County ward of the Court and of cases processed through the Court system in the year 2000 is as follows:

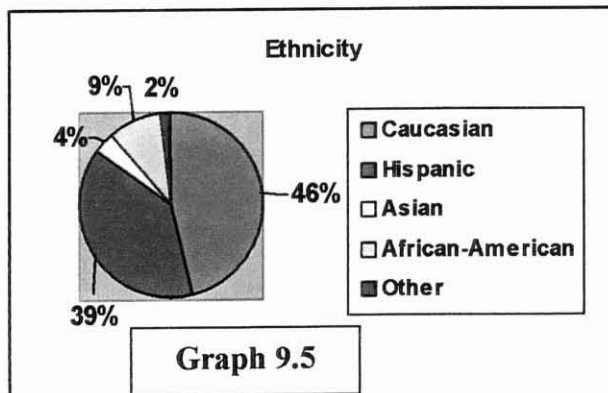
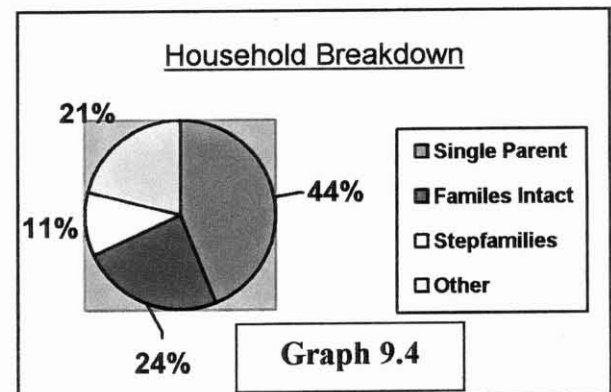
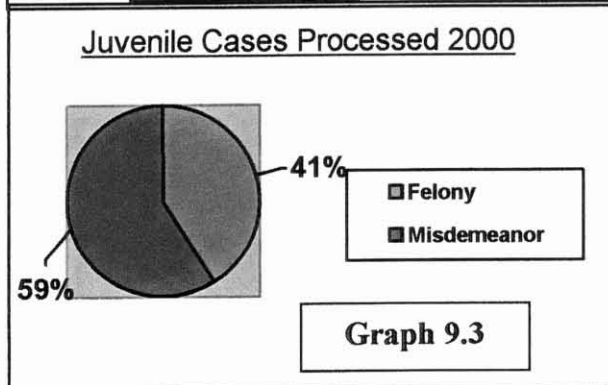
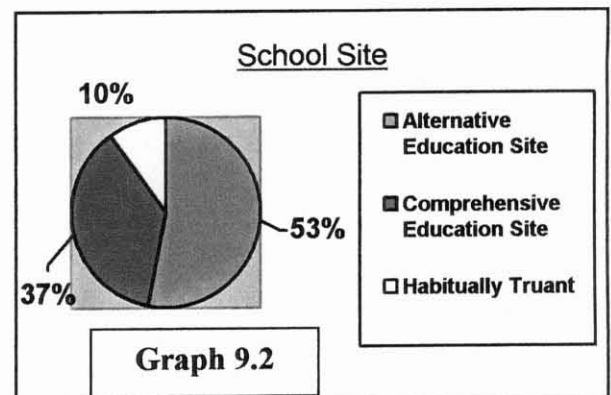
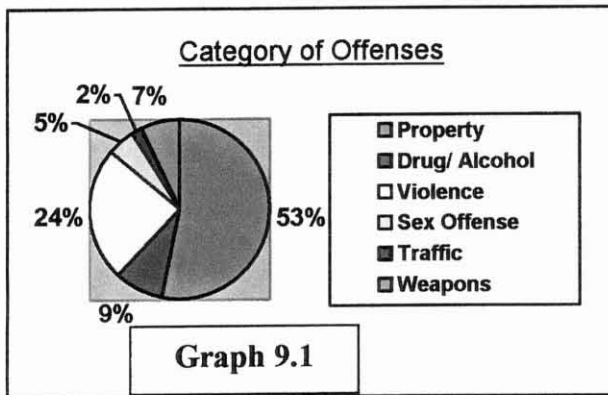
- 85% are male wards
- 47% are age 16 or older
- 35% of cases have not had a prior wardship or informal processing
- 45% were current wards at the time of a new adjudication
- Average number of wards supervised by Probation per month in 2000 was 856.6
- Average caseload size of an unspecialized caseload is 72. 16% recidivated in 2000 with a new adjudicated law offense
- Specialized caseloads average 27 cases per officer. Of those cases, 61.5% recidivated with a new adjudicated law offense
- Rate of successful probation terminations was 87% on an unspecialized caseload
- Rate of successful probation completion was 65% on a specialized caseload. Success is defined as any case terminated from a grant of probation wardship that did not receive a commitment to the California Youth Authority, was not found fit for juvenile court via a

¹⁷Stanislaus County Probation Department Juvenile Intake Statistics, 1991-2000

W&I 707 hearing or did not sustain an adult conviction. Juvenile probation cases may not complete probation in a set time period, therefore, yearly figure of cases terminated was used as a baseline

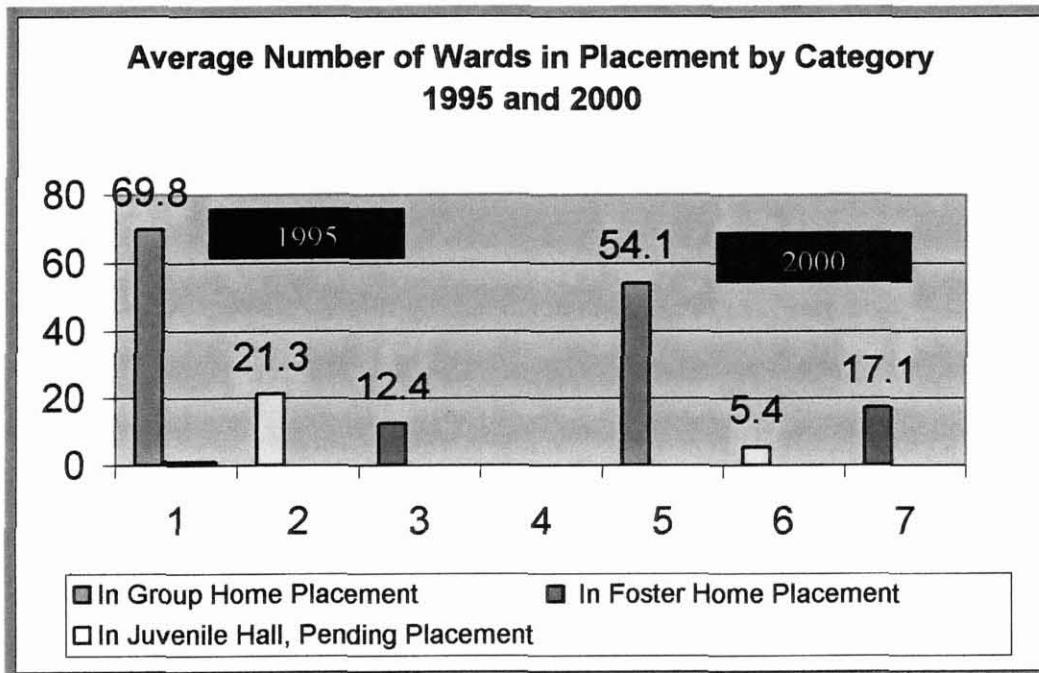
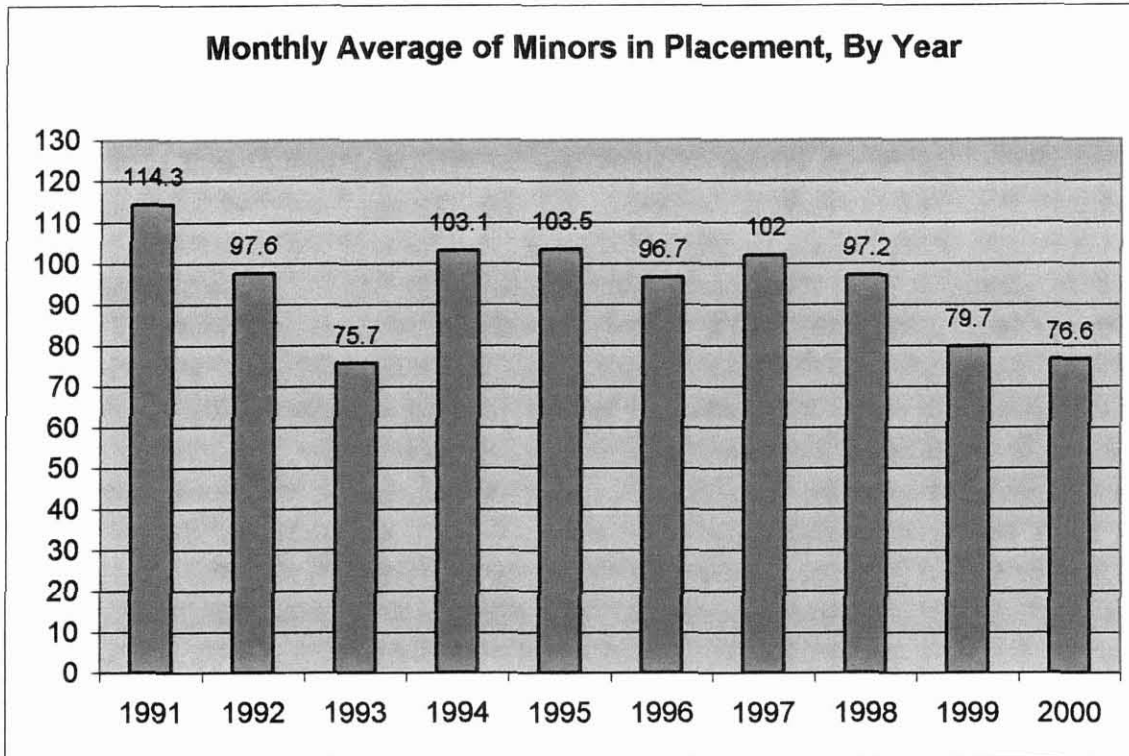
- Of all cases processed, 41% were felonies. The breakdown by category of offense is as follows: property 53%, violence 24%, drug/alcohol 9%, weapons 7%, sex 5%, traffic 2%.
- As illustrated in Graphs 9.1 and 9.2., 44% of wards processed in 2000 resided in single parent households, 24% had families intact and 11% resided with stepparents. The remainder resided with relatives or other placements (Graph 9.3)
- Ethnicity of cases processed is as follows: Caucasian 46%, Latino 39%, African-American 9%, Asian 4% and Other 2% (See Graph 9.4).
- 53% attend school at an Alternative Education site, 37% at a Comprehensive School site. 10% are defined as habitually truant (See Graph 9.6).
- Monthly average numbers of wards in placement in 2000 was 76.6, reflecting a 26% decrease from 1995 (Graphs 9.6 and 9.7).

Graphs 9.1 to 9.5¹⁸



¹⁸ Stanislaus County Probation Department Juvenile Case Profile, 2000

Graphs 9.6/9.7¹⁹



¹⁹ Stanislaus County Probation Department Placement Statistics, 1995 through 2000

JUVENILE ARREST TRENDS BY CITY

The distribution of juvenile arrests provides a valuable perspective for identifying high-risk areas in the County. Based upon percent of juvenile felony arrests within Stanislaus County for the calendar year 1998, the city of Modesto ranks number one among all jurisdictions with 43%. Second are the Stanislaus County Sheriff Office jurisdictions with 27%. The city of Turlock records 10% of the total juvenile felonies reported. The largest Stanislaus County city, Modesto, houses 43% of the County population. 12% of the County's total population resides in the second largest city, Turlock. A breakdown of arrests by city and category is found in Tables 10 and 10.1. As illustrated in these tables, three jurisdictions indicate a crime rate above their population rate in the County (Table 10.2). The west County communities of Patterson and Newman indicate a crime rate 1% respectively above their county population percentage and the unincorporated county area indicates a rate 3% higher than their population percentage.

Table 10²⁰
Stanislaus County
Felony Juvenile Arrests by City
1998

Year 1998	Homicide	Rape	Robbery	Assault	Burglary	Theft	Vehicle Theft	Drugs	Other	Total Crime	%
Modesto	2	4	48	123	289	118	74	65	133	856	43
County	4	4	18	138	135	50	50	23	110	532	27
Turlock	0	1	5	36	48	25	48	14	28	205	10
Ceres	0	1	5	21	25	14	25	11	31	123	6
Oakdale	0	0	5	11	16	11	8	6	17	74	4
Patterson	0	0	8	16	17	3	2	1	11	58	3
Riverbank	0	0	0	16	7	12	2	1	10	48	2
Newman	0	1	0	4	2	14	3	2	8	34	2
Hughson	0	0	0	2	11	3	1	0	4	21	1
Waterford	0	0	0	9	8	1	3	1	4	26	1
CHP	0	0	0	1	0	0	15	1	1	18	1
CSUStanislaus	0	0	0	2	0	1	0	0	0	3	0

²⁰ City of Turlock, Police Services, Crime Analysis Unit, Analysis Report, Crime within the City of Turlock 1998-1999.

Table 10.1²¹
Stanislaus County
Felony Juvenile Arrest by City
1999

	Homi- cide	Rape	Rob- bery	Ass- ault	Burg- Lary	Theft	Vehicle Theft	Drugs	Other	Total Crime	%
Modesto	0	8	44	116	225	99	72	59	123	746	42
County	8	6	14	109	114	66	28	21	131	497	28
Turlock	0	3	2	31	35	15	38	10	42	176	10
Ceres	0	1	9	24	46	11	15	6	28	140	8
Oakdale	0	1	3	14	18	10	3	3	8	60	3
Patterson	0	0	5	26	6	8	9	0	6	60	3
Riverbank	0	0	0	15	3	2	2	1	7	30	2
Newman	0	0	3	7	6	3	1	1	3	24	2
Hughson	0	0	0	4	4	0	3	1	0	12	1
CHP	0	0	0	0	0	0	8	1	3	12	1
Waterford	0	0	0	3	2	0	0	0	3	8	0
CSUS	0	0	0	0	0	0	1	0	0	1	0

Table 10.2²²
Stanislaus County
Cities by Population

City	Population	% of Total Population
Modesto	188,300	43%
County	109,400	25%
Turlock	53,500	12%
Ceres	32,950	7%
Riverbank	14,600	3%
Oakdale	14,950	3%
Patterson	10,950	2%
Waterford	6,775	1.5%
Hughson	3,620	1%
Newman	6,375	1%

²¹ City of Turlock, Police Services, Crime Analysis Unit, Analysis Report, Crime Within the City of Turlock 1998-1999

²² Stanislaus County Board of Supervisors, Renaissance 2000 Project, August 2000, Page 59

IDENTIFICATION AND PRIORITIZATION OF NEIGHBORHOODS, SCHOOLS, AND AREAS FACING SIGNIFICANT PUBLIC SAFETY RISK

The attached narrative containing data, maps, graphs, and charts identify and prioritize the neighborhoods, schools, and areas facing significant public safety risk in Stanislaus County.

Stanislaus County School Crime Data

The information obtained on school crime in Stanislaus County was derived from the "California Safe Schools Assessment, 1998-1999 Results," which was published in 2000. The reader should be made aware that the school crime statistics are listed by school district; there is no break down available in the report by individual schools. Further, some school districts contain elementary, middle and senior high schools (for example, Ceres School District) while some districts are solely elementary or senior high schools. Therefore, we cannot identify the location of significant school crime areas within a district nor can we break out the 10-17 age group. For the Modesto area, the report only lists Modesto Elementary and Modesto City High districts although the Stanislaus Office of Education Directory for 2000/2001 lists Modesto City Elementary schools, Modesto Junior High schools (grades seven and eight) and Modesto High School District.

An analysis of Stanislaus County school crime data from the above mentioned report shows that, of the 28 school districts in the County, "Modesto City High" and/or "Modesto City Elementary" school districts score highest in seven of the eight categories of crime displayed. There were no reported incidents of the eighth category, homicide, in any of the districts listed. The Modesto City High and the Modesto City Elementary school districts are located in central, south and southwest Modesto areas. The majority of the schools in the two districts are located in zip codes 95350, 95351 and 95354. The highest number of juvenile court wards reside in zip code 95351. The Modesto Police Department's Beat with the highest number of calls for service, excluding the regional shopping center Beat, are Beats 40 and 32 which correlate with zip codes 95354 and 95351 respectively.

The highest percentage of crime by category and by school district reveals the following:

Drug/Alcohol	Modesto City High	49.6%
Battery	Modesto City Elem.	59.9%
ADW	Modesto City Elem.	50%
Robbery/Ext.	Modesto City Elem.	37.5%
Sex Offenses (tie)	Modesto City High	26.6%
	Ceres Unified	26.6%
Poss. Weapon	Modesto City Elem.	33.1%
Property Crime	Modesto City Elem.	26.1%

There is no school district with a crime percentage within 10% of the figures listed above for any of the categories.

Stanislaus County Law Enforcement Crime Data

The City of Modesto accounted for 42% of the total juvenile arrests in 1999 for Stanislaus County.²³

The California Department of Justice Criminal Justice Profiles for 1999 reflects that 31.4% of juvenile arrests in Stanislaus County were for felonies; 8% were for violent crimes and 68.6% were for misdemeanor offenses. Of the total violent felony offenses, Assaults had the highest rate per 100,000 (2881). Robbery was the second highest rate at 843 per 100,000. The following offenses recorded dramatically lower rates per 100,000: Forcible Rape (132), Homicide (41), and Kidnapping (17). Of the total property offenses committed by juveniles during 1999, Burglary was recorded as the highest rate per 100,000 (5170). The second and third highest property offenses were Theft and Vehicle Theft at 2335 and 2104 respectively. Lower offense rates included Arson at 388 and Check Forgery at 158 per 100,000.²⁴

Modesto City Schools District recorded a total of 232 recommended school expulsions during the 1999-2000 school year for grades Kindergarten through 12. Of these recommended expulsions, 23% were for assaults to students, threats to cause injury to students, or gang-related incidents; 21% were for assaults to staff or threats to cause injury to staff; 25% were for possession of weapons or dangerous objects; 21% were for selling/furnishing controlled substances or use of controlled substance; and 10% were for other unspecified offenses.²⁵ No breakdown is available for Modesto City Schools District school crimes by school or area.

The highest number of calls for service for the Modesto Police Department jurisdiction came from four beats within the city. (See below, Map 1.0 and Graph 1.0.) In the unincorporated areas, the two beats with the highest number of juvenile arrests correlates with the first and third highest calls for service in the Modesto Police Department. Analysis of the four beats indicates a correlation between crime, wardship and school expulsions for the areas in the year 2000.²⁶ Information regarding the number of juvenile arrests per beat is not available from the local agency.

²³ Stanislaus County Board of Supervisors, Renaissance 2000 Project. Page 59

²⁴ California Department of Justice, Criminal Justice Profiles.

²⁵ Modesto City Schools K-12 Expulsion Report, 1999-2000.

²⁶ Modesto Police Department Crime Statistics 2000.

Modesto Police Department

- **Beat 32** – Contained within the zip code area of 95351, this beat recorded the highest number of wards in the city (119). Beat 32 contains Modesto High School and is in close proximity to Hanshaw Middle School.²⁷ Both schools recorded a significant number of school expulsions, 11% and 6% respectively.²⁸ Modesto High School students also accounted for 5% of the probation referrals to the District Attorney.²⁹
- **Beat 71** – Contained within the 95350 zip code, this beat housed the second highest number of wards in the city at 66.³⁰ Beat 71 services the Modesto City School District's alternative education program, Elliott Alternative Education Center³¹, which recorded the highest expulsion rate—19%—for the district. Elliott accounted for the second highest percentage of referrals to the District Attorney at 11.5%. Other schools contained within Beat 71 include Downey High School, Roosevelt Junior High School, and La Loma Junior High School. Downey High School students recorded the second highest rate of expulsion at 13%, and 3% of the DA filings. La Loma Junior High School students recorded the second highest rate of expulsion among junior high students in the district at 7%.³²
- **Beat 65** – This beat houses Prescott Senior Elementary School (grades 7 and 8) and recorded the highest number of calls for service by Modesto Police Department.³³ Although Prescott accounted for an insignificant number of DA referrals and school expulsions, it is noted that this area also contains the only regional mall, which may explain the higher incident of calls and lack of correlate between wardship, service calls, and expulsions. It is further noted that this area is in proximity of Davis High School, which tied with Elliott for the highest rate of expulsions (19%),³⁴ and Petersen Alternative Center for Education, whose students accounted for the highest number of referrals to the District Attorney at 19%. Beat 65 is also contained within a portion of the 95350 zip code, which houses the second highest number of wards in the city (66).³⁵
- **Beat 40** – Contained within the 95354 zip code, this beat housed the third highest number of wards residing in the city.³⁶ Mark Twain Junior High is in close vicinity of Beat 40 and recorded the highest rate of suspensions for the junior high level at 8%. (See Maps 1.1 through 1.3 and Graphs 1.0 and 1.1.)³⁷

^{27 31 33} Modesto Police Department Crime Statistics 2000

^{28 32 34 37} Modesto City Schools K-12 Expulsion Report 1999-2000

^{29 30 35 36} Stanislaus County Probation Department, Juvenile Case Profile

Stanislaus County Sheriff's Office

The population in unincorporated areas of Stanislaus County is 109,400, the second largest county population center after the City of Modesto. The Stanislaus County Sheriff's Office (SO) serves these unincorporated areas. Beat One and Beat Four in the Sheriff's jurisdiction are located either within unincorporated pockets of the City of Modesto or are immediately adjacent to the Modesto Police beats with the highest calls for service. The breakdown of the SO's crime statistics for juvenile arrests does not provide data on specific crimes except for felony violent offenses, burglary theft, and auto theft. There is no juvenile arrest information available for such offenses as drug charges, petty theft, or battery. Analysis of the SO's crime statistics for the year 2000 reveals that the highest numbers of juvenile arrests occurred in four crime beats in the unincorporated areas of the County (Map 2.0).³⁸ Very few schools contained within the SO jurisdiction accounted for significant percentages of juvenile referrals to the District Attorney which leads to the impression that the majority of juvenile arrests occurring in the SO jurisdiction are for crimes that don't necessitate the filing of a petition and are being diverted or closed at intake.³⁹

- **Beat One** – Located in the northeast quadrant and also near the County's only regional mall, this beat recorded the highest number of juvenile arrests (101).⁴⁰ No high school is contained within this area; however, students from Beat One generally attend Davis High School, which as previously indicated, tied with Elliott Alternative School for the highest expulsion rate in the district.⁴¹ Beat One is bordered by Modesto Police Beat 65, which had the largest number of calls for service.⁴²
 - **Beat Four** – Located west of the city of Ceres, this beat recorded the second highest number of juvenile arrests (99).⁴³ This beat also includes an alternative education site. This beat abuts Modesto Police Beat 32, which had the third highest calls for service.⁴⁴
 - **Beat Two** – This beat includes the cities of Riverbank and Empire, which are approximately ten miles east of the Modesto city limits. Beat Two recorded the third highest number of juvenile arrests in the Sheriff's jurisdiction.⁴⁵
- Beat Six** – Located in the unincorporated areas surrounding or within the city of Turlock, this beat recorded the fourth highest number of juvenile arrests.⁴⁶ Beat Six contains two alternative education sites, John B. Allard School and Roselawn High School. Both of these schools recorded a significant percentage of DA referrals for enrolled students, at 5.5% and 2.8% respectively, in comparison to the other schools within the Sheriff's Office jurisdiction.⁴⁷ (See Maps 2.1 through 2.4 and Graphs 1.2 through 1.4.)

Analysis of the above statistical information indicates the priority neighborhoods and schools facing significant safety risk for Stanislaus County are the four highest crime beats for the Modesto Police Department, the schools contained within or near those beats, the unincorporated areas serviced by the Sheriff's Office which surround or are in the cities of Modesto, Ceres, Turlock, and Riverbank, and the three alternative education sites: Petersen Alternative Center for Education, Elliott Alternative Education Center and Roselawn High School. In geographic terms, the highest crime risk areas of the County are in west Modesto and southwest Modesto.

³⁸ Stanislaus County Sheriff's Office Crime Statistics 2000.

³⁹ Stanislaus County Probation Department, Juvenile Case Profile Summary.

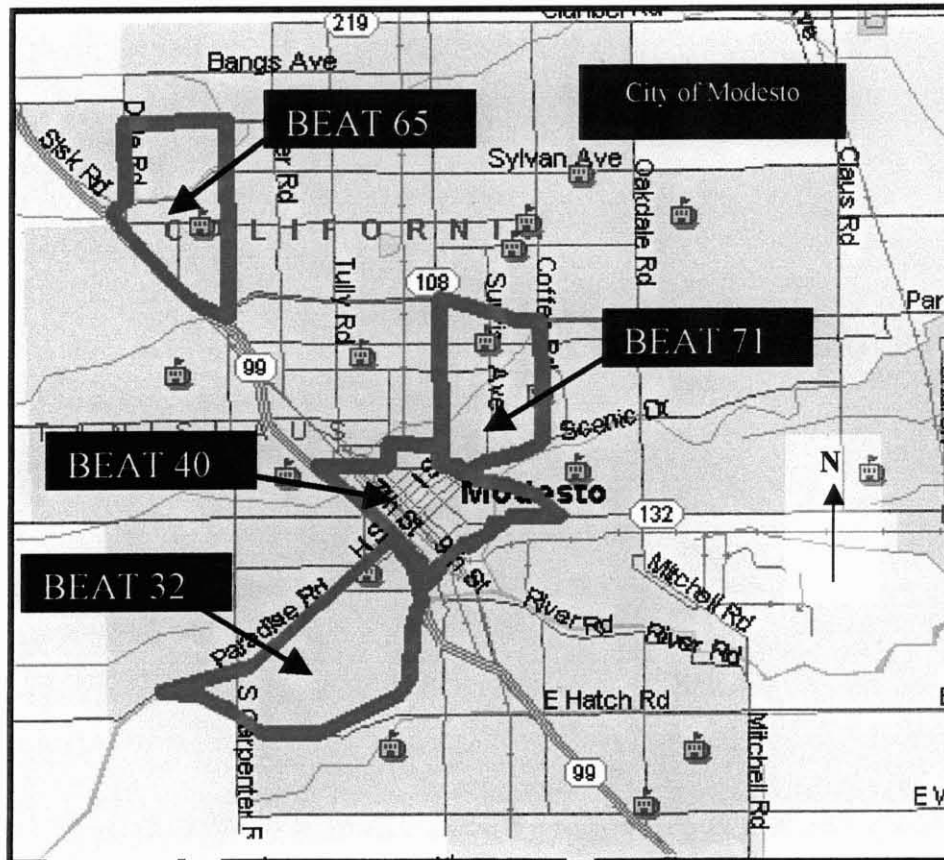
⁴⁰ ⁴² ⁴³ ⁴⁴ Stanislaus County Sheriff's Office Crime Statistics 2000.

⁴¹ Modesto City Schools K-12 Expulsion Report 1999-2000.

⁴⁵ ⁴⁶ Modesto Police Department Crime Statistics.

⁴⁷ Stanislaus County Probation Department, Juvenile Case Profile.

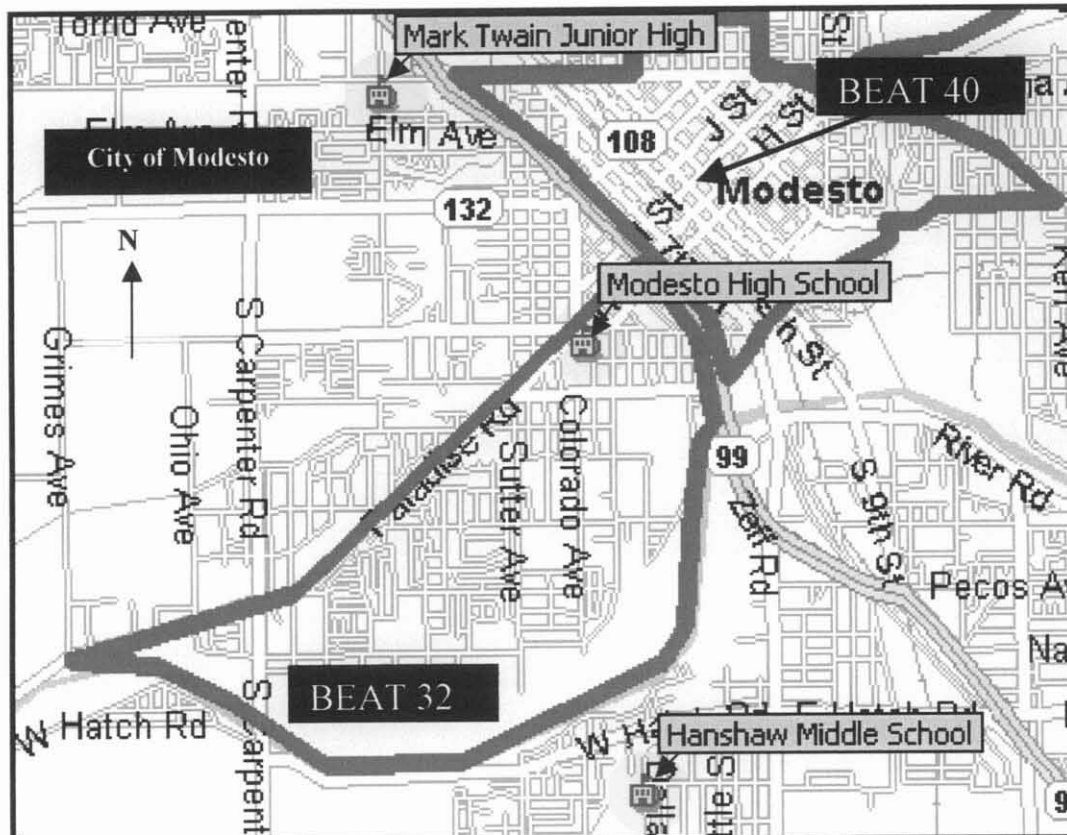
**MODESTO POLICE DEPARTMENT
BEATS WITH THE HIGHEST CALLS FOR SERVICE**



Area	Beat With Highest Number of Calls	Number of Calls for Service Per Beat
SOUTHWEST	BEAT 32	7,308
SOUTHEAST	BEAT 40	7,910
NORTHEAST	BEAT 71	7,007
NORTHWEST	BEAT 65	7,913

*Source: Modesto Police Department Crime Statistics 2000

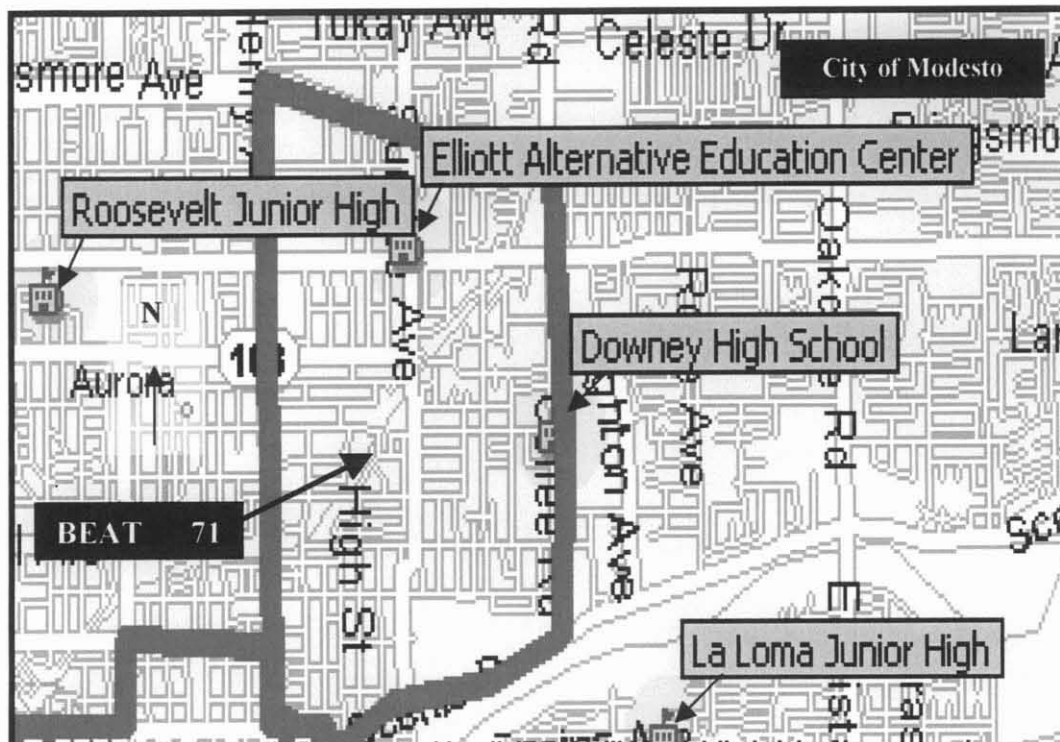
PERCENTAGE OF REFERRALS TO THE DISTRICT ATTORNEY FOR STUDENTS ATTENDING SCHOOLS WITHIN MODESTO P.D. HIGHEST CRIME BEAT AREAS



School Name	Percentage of Referrals to D.A. Year 2000
Modesto High School	4.5%
Mark Twain Junior High School	3.0%
Hanshaw Middle School	.9%

*Source: Stanislaus County Probation Department

PERCENTAGE OF REFERRALS TO THE DISTRICT ATTORNEY FOR STUDENTS ATTENDING SCHOOLS WITHIN MODESTO P.D. HIGHEST CRIME BEAT AREAS



School Name	Percentage of Referrals to D.A. Year 2000
Downey High School	3.0%
Roosevelt Junior High School	.7%
La Loma Junior School	1.5%
Robert T. Elliot Alternative Education Center	11.5%

*Source: Stanislaus County Probation Department

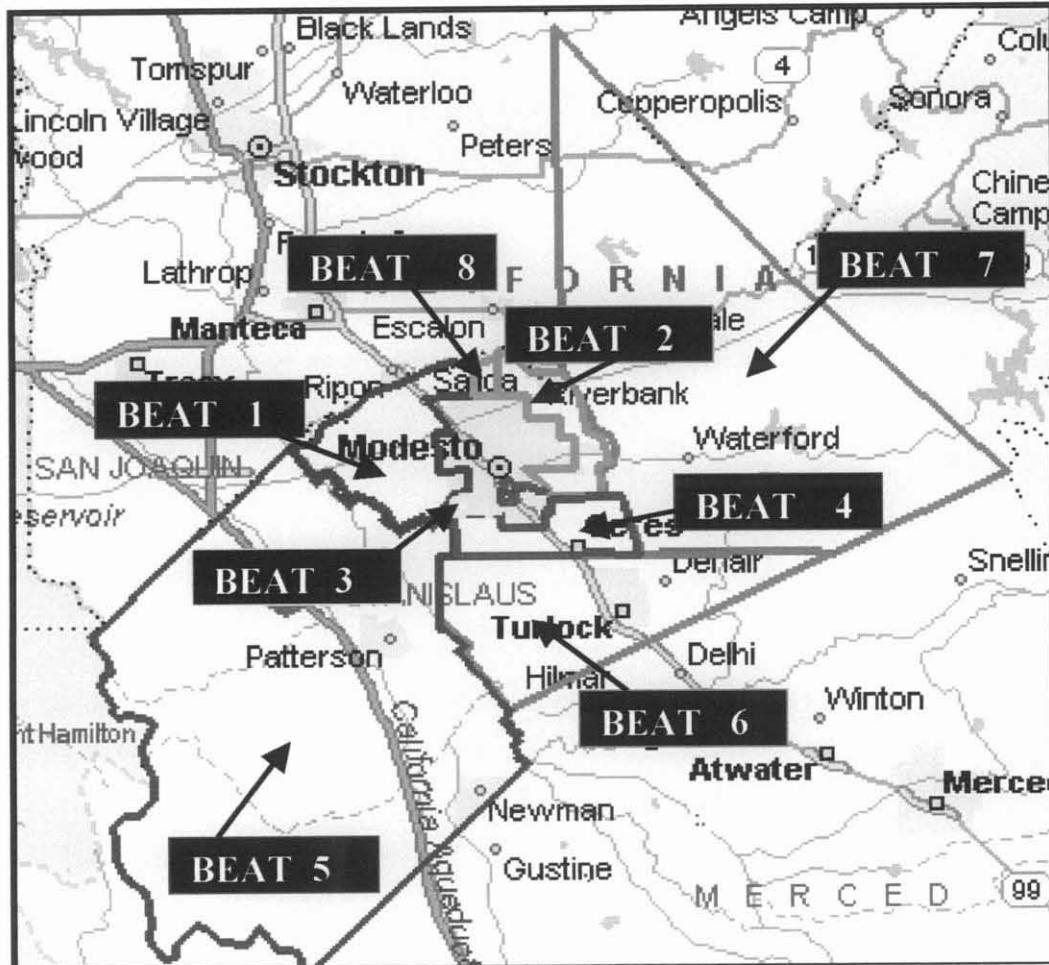
PERCENTAGE OF REFERRALS TO THE DISTRICT ATTORNEY FOR STUDENTS ATTENDING SCHOOLS WITHIN MODESTO P.D. HIGHEST CRIME BEAT AREAS



School Name	Percentage of Referrals to D.A. Year 2000
Petersen Alternative Center for Education	19.0%
Prescott Senior Elementary	1.0%

*Source: Stanislaus County Probation Department

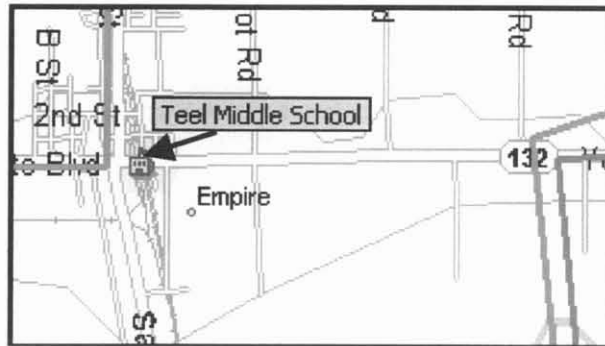
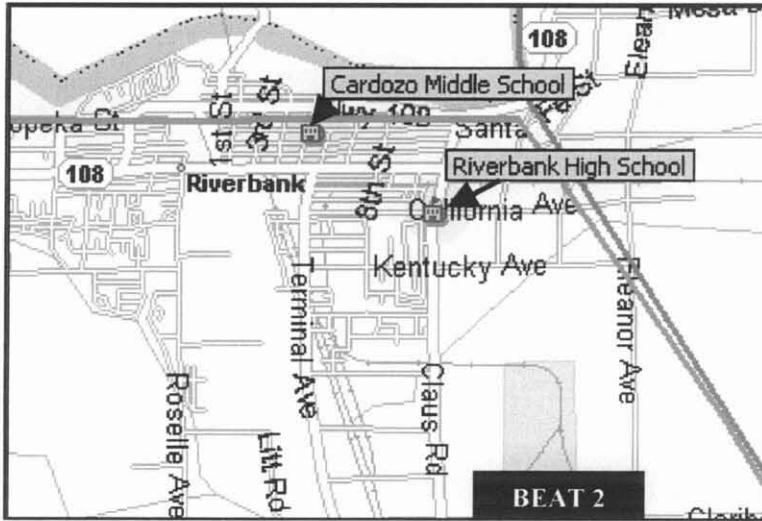
**STANISLAUS COUNTY SHERIFF'S DEPARTMENT
CRIME BEATS AND JUVENILE ARRESTS**



Beat Number	Area of County	Number Juvenile Arrests
1	Northwest	101
2	North Central	81
3	Central	31
4	South Central	99
5	Southwest	8
6	Southeast	60
7	Northeast	36
8	North	1

*Source: Stanislaus County Sheriff's Department Crime Statistics 2000

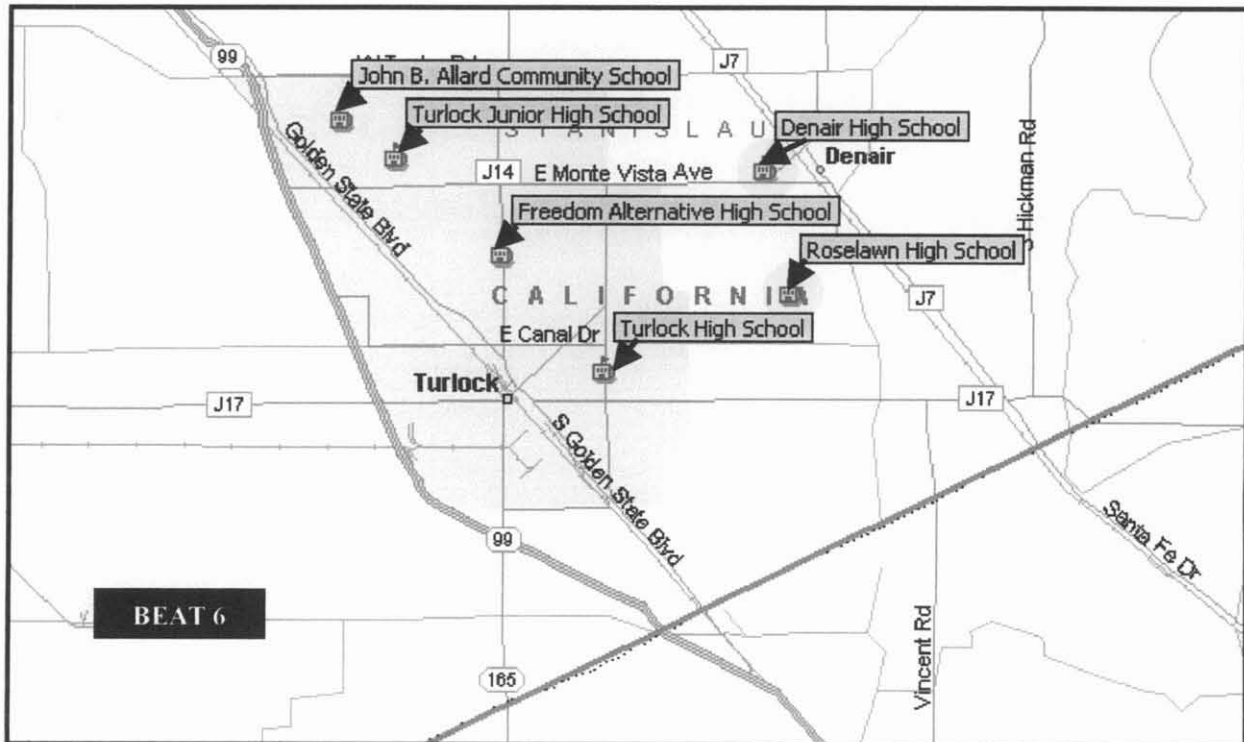
PERCENTAGE OF REFERRALS TO THE DISTRICT ATTORNEY FOR STUDENTS ATTENDING SCHOOLS WITHIN SHERIFF'S DEPARTMENT CRIME BEAT AREAS



School Name	Percentage of Referrals to D.A. Year 2000
Riverbank High School	.5%
Cardozo Middle School	0%
Teel Middle School	.9%

*Source: Stanislaus County Probation Department

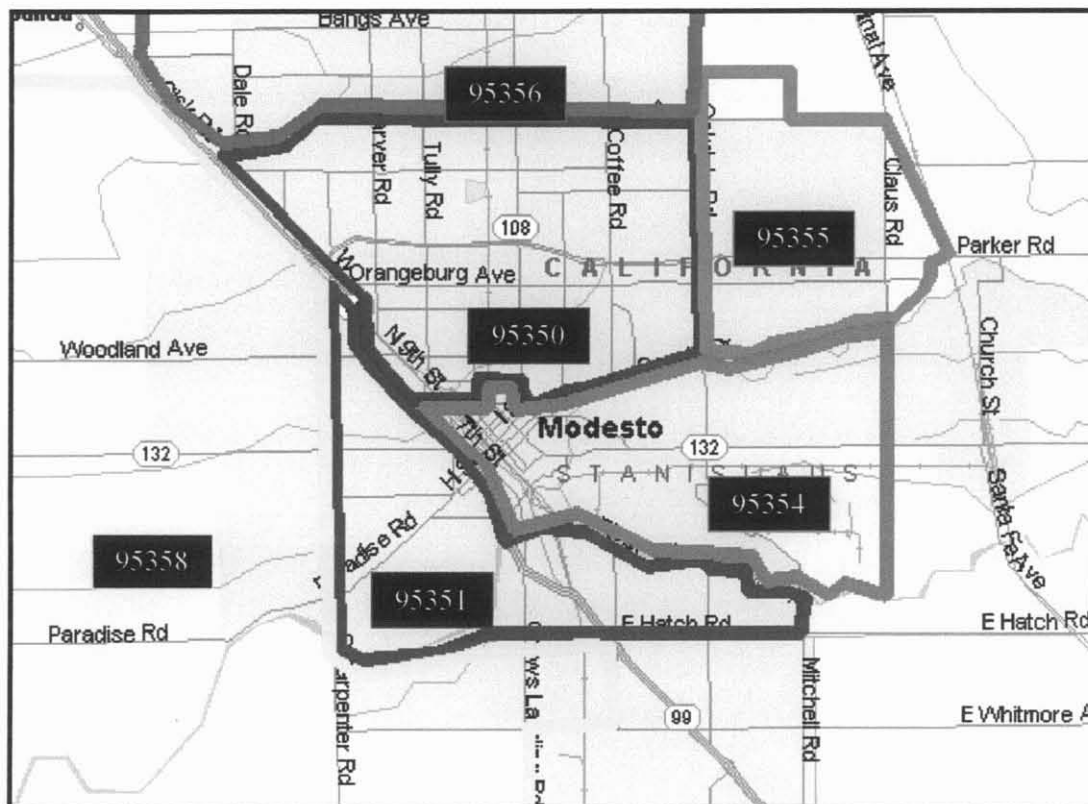
PERCENTAGE OF REFERRALS TO THE DISTRICT ATTORNEY FOR STUDENTS ATTENDING SCHOOLS WITHIN SHERIFF'S DEPARTMENT CRIME BEAT AREAS



School Name	Percentage of Referrals to D.A. Year 2000
Turlock High School	2.0%
Turlock Junior High School	.9%
John B. Allard Community School	5.5%
Freedom Alternative High School	0%
Roselawn High School	2.8%
Denair High School	.3%

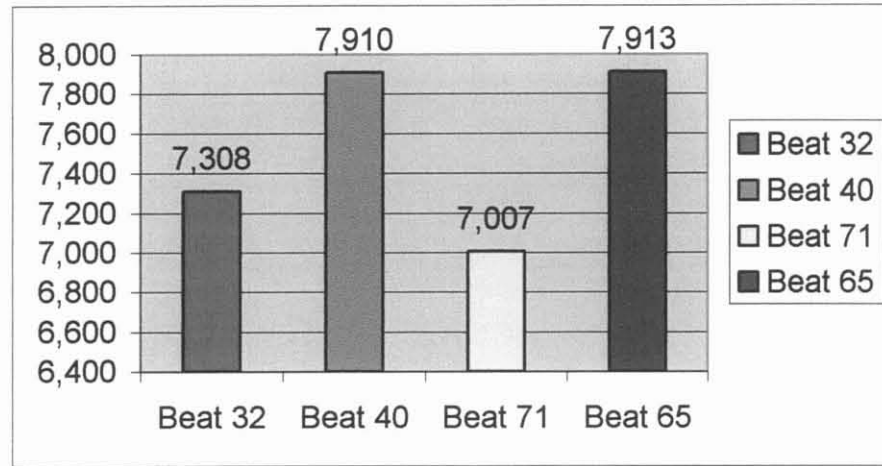
*Source: Stanislaus County Probation Department

NUMBER OF JUVENILE WARDS IN MODESTO AREA ZIP CODES

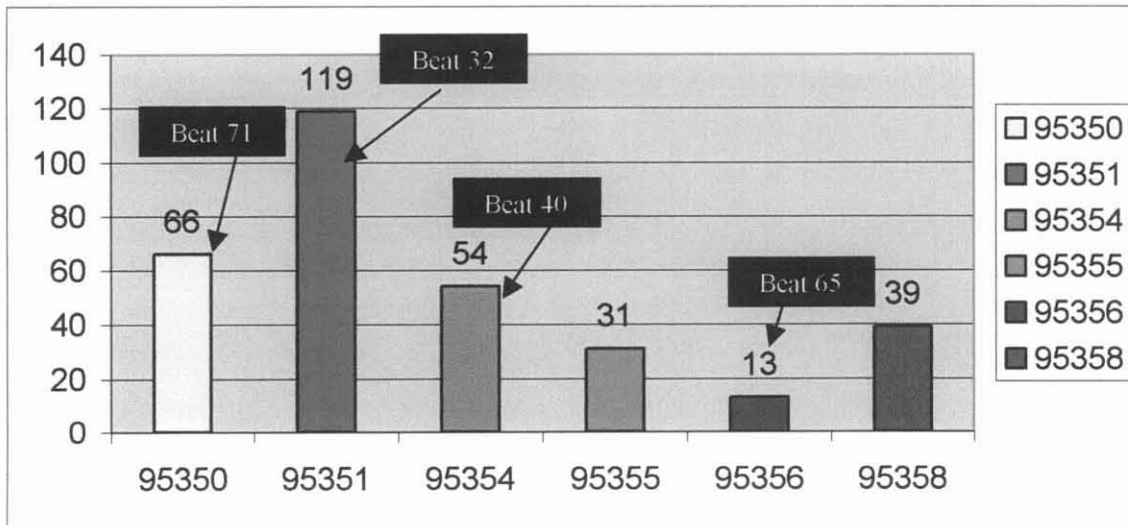


ZIP Code	Number of Wards
95350	66
95351	119
95354	54
95355	31
95356	13
95358	39

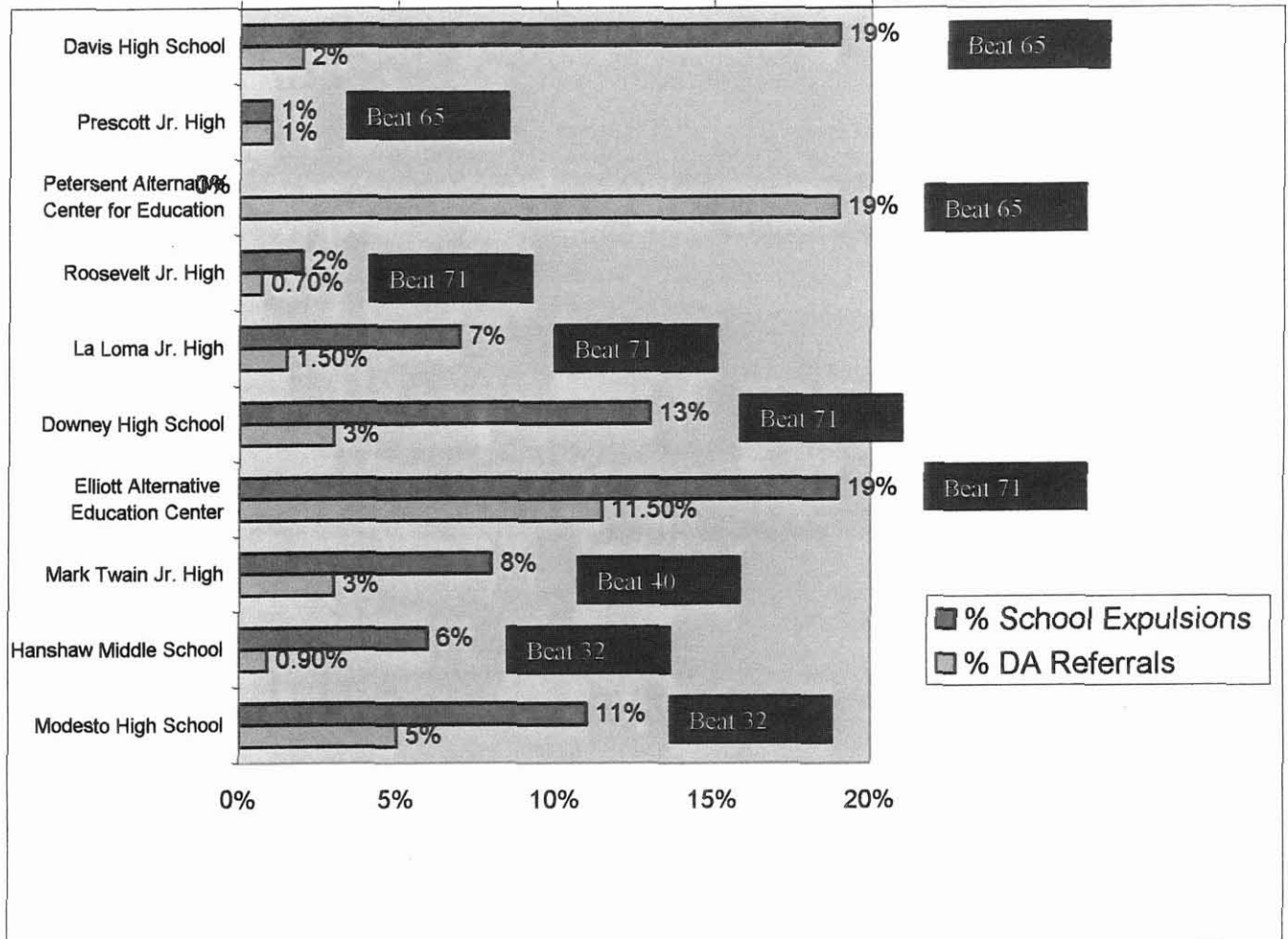
**MODESTO POLICE DEPARTMENT
BEATS WITH HIGHEST CALLS FOR SERVICE PER BEAT**



STANISLAUS COUNTY WARDS BY ZIP CODE



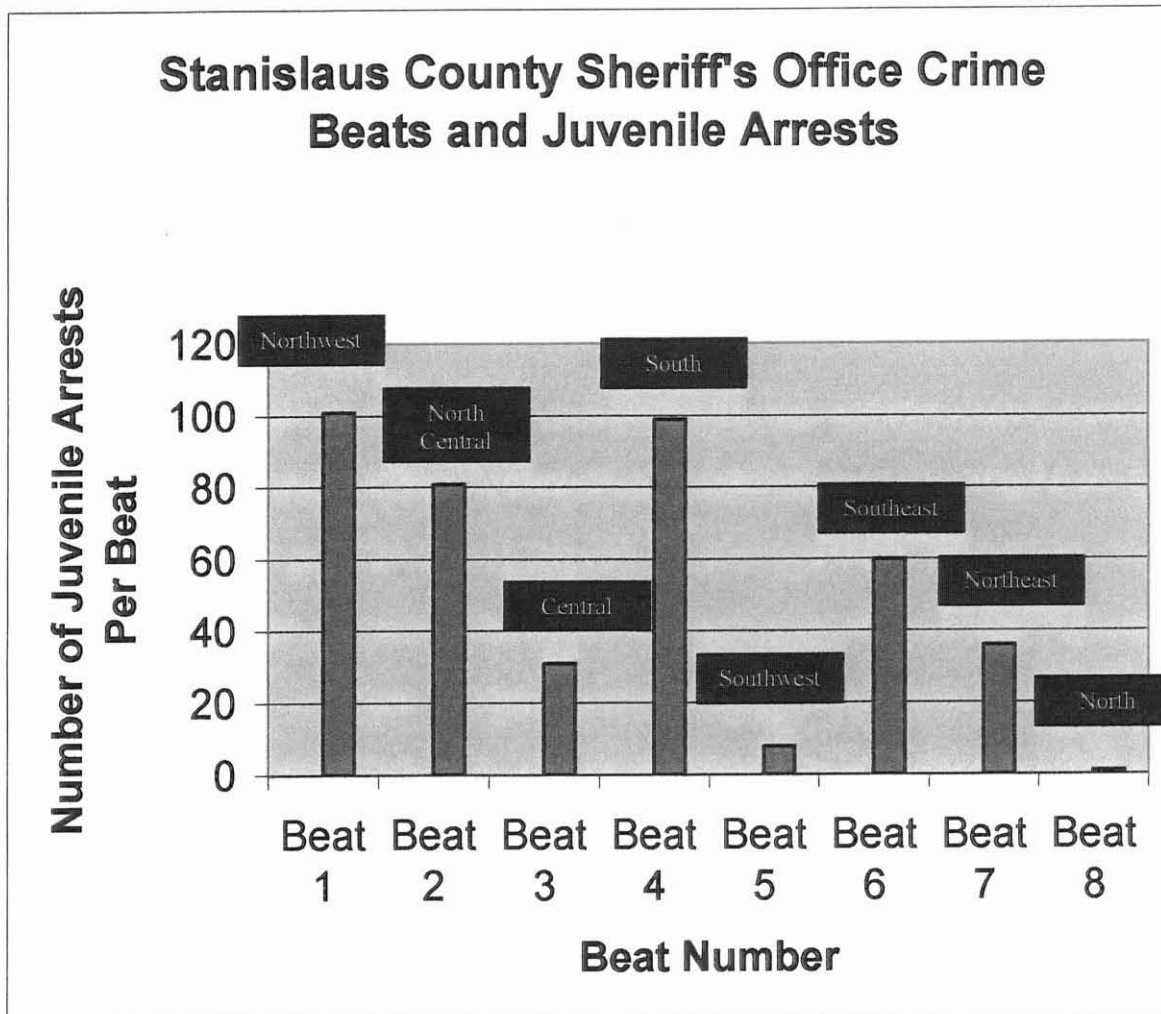
REFERRALS TO THE DISTRICT ATTORNEY AND SCHOOL EXPULSIONS BY MODESTO SCHOOL SITE



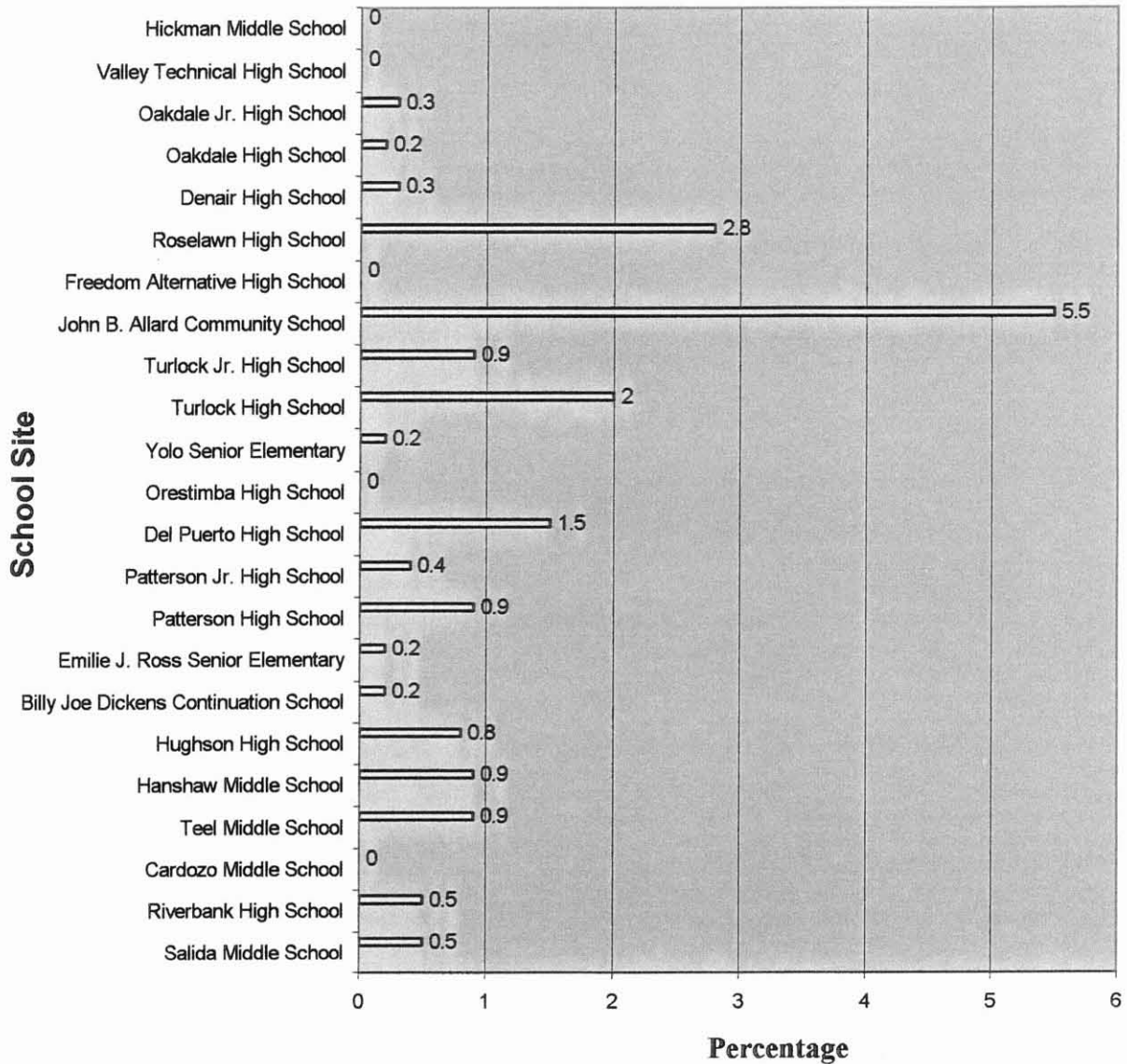
* School Expulsions are non-applicable for Peterson Alternative for Education Site

Source: Stanislaus County Probation, Modesto Police Department Crime Statistics 2000, and California Safe Schools Assessment – 1998-99 Results, Modesto City Schools K-12 Expulsion Report 1999-2000.

**STANISLAUS COUNTY SHERIFF'S OFFICE
CRIME BEATS AND JUVENILE ARRESTS**

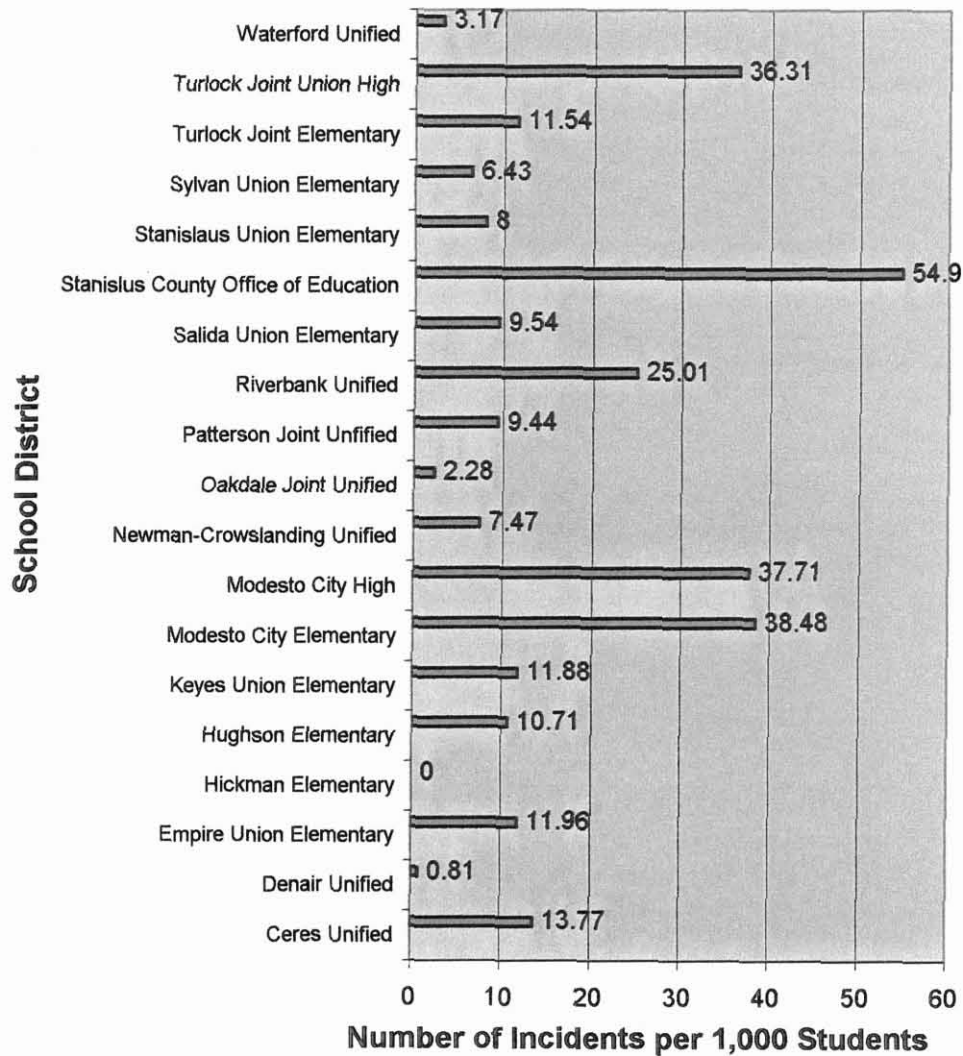


**Percentage of Referrals to the District Attorney
for the Year 2000
Students Attending Schools Within or Close Proximity of
Sheriff's Office Crime Beats**



Source: Stanislaus County Probation Department

Stanislaus County Crime Rates of School Districts with More Than 999 Students Enrolled, 1998-99



Source: California Safe Schools Assessment – 1998-99 Results

LOCAL JUVENILE JUSTICE ACTION STRATEGY

Current Needs and Issues

In producing a juvenile justice strategy that would provide for a more comprehensive continuum of responses to juvenile crime, demonstrate an enhanced collaborative and integrated model, and implement a system of swift, certain and graduated responses for at-risk youth and juvenile offenders, the Juvenile Justice Coordinating Council reviewed the materials presented in Part I of the CMJJP, identified the areas in the County that face a significant public safety risk from juvenile crime and the key gaps in the continuum. Stanislaus County has all three components of the graduated sanctions continuum in place: prevention, intervention/suppression and incapacitation. However, in analyzing the current strengths and weaknesses of the system and reviewing the 1999 Local Action Plan, it was apparent that while we have made great strides in getting programs and services in place in the prevention and incapacitation levels of the continuum, critical gaps continue to exist in the intervention/suppression category of the continuum. To address the current needs and issues, we have identified four objectives for our juvenile justice strategy:

Objectives and Outcome Measures

Objective One

Increase Community/School Based Programs

Stanislaus County has made great strides in providing community/school-based programs through additional Healthy Start programs, after school activities, Police Activity Leagues, Friday Night Live and other grant and privately funded ventures. The County seeks to further expand its prevention resources to at-risk youth and families with the investment of a significant portion of the \$200 million anticipated revenue over the next decade from Children and Families Act funds, Welfare to Work Incentive funds and the Tobacco Settlement funds by locating services in local neighborhoods and communities and at school sites. The Council expressed interest in increasing mentoring for at-risk youth and juvenile offenders and their families and in encouraging and engaging parent participation in youth activities and counseling. Neighborhood Accountability Boards (NABs) address the Council's concerns by integrating mentoring from community members and requiring parental participation. NABs provide community-based support to parents and serve as a referral source to the school-based activities within the neighborhoods. Meetings are conducted within the neighborhood where the offender and his/her family reside. Bringing together the youth, family, and community volunteers to resolve delinquency issues helps all parties understand that working together and focusing on restorative measures to heal the harm done to the community makes the community stronger and bonds all members of the community together. The community, through the NABs, "owns" the issue of local delinquency and gains a higher sense of responsibility to recognize the strengths that exist in all members of the community. Through the more informal process of direct referral from local police agencies and probation to the NABs, justice and offender accountability can be achieved in a swifter, less costly and adversarial manner.

Outcome Measures

- 1.1 The County will add a minimum of two additional Healthy Start Programs to the 13 sites already in existence within the County.
- 1.2 Schools will add a minimum of two additional school-based mental health clinicians.
- 1.3 The County will create at least two Neighborhood Accountability Boards in areas of high juvenile delinquency with CPA 2000 money.

Objective Two

Increase Mental Health and Substance Abuse Capacity

The need for increased mental health and substance abuse capacity continues to be an overriding concern for the County. In order to increase services in this area, the County has purchased a site that will provide 30 substance abuse outpatient treatment slots for any at-risk youth in the County; three adolescent in-patient slots and a full contingent of associated mental health services. This facility is expected to open in Spring 2001 and is a welcome addition to the continuum of services. In addition to these programs, the proposed Day Reporting Center will be co-located at the above mentioned Stanislaus Recovery Center site and will provide additional substance abuse treatment for up to 30 wards of the court in a six-month period. The Day Reporting Center will also address three additional areas of need by providing increased intensive supervision to high-risk juvenile wards, after care supervision to wards returning to the community from group homes and short term commitment in Juvenile Hall, and greater involvement by parents of wards in their child's treatment.

Outcome Measures

- 2.1 Alcohol/drug and mental health assessments will be provided to an additional 100 at-risk youth and wards in FY 01-02.
- 2.2 The Stanislaus Recovery Center will offer a full range of substance abuse services and accompanying mental health services to this population.

Objective Three

Increase Intensive Supervision to Wards

Both the 1999 Local Action Plan and the current analysis of needs in the continuum highlight the need for intensive supervision for high-risk wards in a community setting and during non-traditional hours. Three of the four programs proposed for CPA 2000 funding address this gap in service in the intermediate range of sanctions. Until the creation of two juvenile gang suppression caseloads in partnership with law enforcement in 1999, there was no true intensive supervision of wards. Supervision was most often provided in the probation office during regular business hours. Building on the probation/law enforcement team model, we believe that by expanding the population profile to high-risk wards, rather than just gang members, we can increase intensive supervision to more wards. Additionally, the probation department has not actively serviced juvenile warrants in the past. The expansion of the Home Supervision program,

the gang suppression unit and the creation of a Day Reporting Center will increase intensive supervision of high-risk wards and juvenile offenders.

Outcome Measures

- 3.1 An additional 140 offenders and wards will receive intensive supervision services in the next fiscal year.
- 3.2 Probation will serve or clear at least 100 juvenile court warrants in the next fiscal year.

Objective Four

Improve or Create Data Collection Systems

While the Probation Department has an automated case management system in the Juvenile Division at this time, there is no county criminal justice system linking data from the Courts, Probation, Sheriff, District Attorney and Public Defender. Separate, stand-alone systems exist in each of these agencies. Led by the County Chief Executive Office, committee work and a feasibility study are underway to remedy this problem. The probation case management system needs to be enhanced to provide management reports based on program outcome measures, to address the requirements of CPA 2000, and other data reporting entities. Further, local law enforcement agencies need to agree on common data elements and terms to create an integrated, automated data system and then work with the County to ensure compatibility and commonality of purpose and system design. Planning needs to commence for a shared database among the youth-serving agencies of the County to collect accurate statistics on program outcomes and capacity gap numbers.

Outcome Measures

- 4.1 The Probation Department will expand its current case management system to include outcome measures for the CPA 2000 programs.
- 4.2 The Probation Department will collaborate with the county team and the law enforcement committee to work toward an integrated, automated and shared data system.

Part Four of the CMJJP presents the above-mentioned programs that are proposed for funding under the Crime Prevention Act of 2000. The current needs and issues were strategized, examined and incorporated within the contexts of these programs. It is the belief of the Juvenile Justice Coordinating Council that these programs will provide Stanislaus County with a more comprehensive continuum of responses to juvenile crime and will provide the legislatively required outcomes as described in each program narrative.

DAY REPORTING CENTER

Program Objective

The Day Reporting Center (DRC) is an intensive supervision program for juvenile court wards leaving group home placement, short term incarceration in Juvenile Hall, as an alternative to placement and/or as an enhanced level of probation supervision with related services for wards that attend Alternative Education programs in Stanislaus County and meet eligibility criteria. The goal of the program is to minimize the incidence of crime and drug use and improve work readiness in the target population. The measures of these goals are reduced recidivism, reduced alcohol or drug use, increased school performance/attendance, improved rate of restitution payments, and successful completion of probation.

Description of Unmet Needs

The need for a Day Reporting Center was addressed in the December 1996 Juvenile Justice Master Plan, the March 1997 Local Action Plan (LAP) and articulated once again in the March 1999 Local Action Plan update. The 1999 LAP defines a Day Reporting Center as "providing a variety of services, ...an additional intermediate sanction essential to the continuum." The Stanislaus County continuum lacks a program of intensive monitoring and treatment for particularly high risk wards who may not require the structured environment of a juvenile camp or group home but who need more than random contacts with the Probation Officer. We also need an aftercare component for wards returning from group homes and short term Juvenile Hall commitments. The Day Reporting Center is a concept that answers these unmet needs.

Program Effectiveness

In the December 1996 Master Plan report, the Bethesda Day Treatment Center located in Pennsylvania was cited as an example of a Day Reporting Center. In 1998, an in depth evaluation of the Bethesda Center was completed by the Program Development and Evaluation System through Peter R. Jones, Ph.D. and Philip W. Harris, Ph.D. Cases of juveniles entering the program between 1994 and 1997 were reviewed. The findings were as follows:

- While the recidivism rate for day treatment as a whole remained stable over time, Bethesda's rate declined steadily, from 37% for the 1994 cohort, to 31% for the 1995 cohort, to 28% for the 1996 cohort.
- These recidivism rates need to be viewed in terms of the program's client population. Compared to day treatment programs as a whole, Bethesda's clients were assessed as being at greater risk of re-arrest at the point of intake. Although 34% of day treatment clients were rated as low risk, only 22% of Bethesda's clients were found in this category.
- Bethesda experienced a steady increase in the proportion of clients who were occasional or chronic drug abusers (up from 27% in 1994 to 61% in 1997). For day treatment programs as a whole, there was a less dramatic increase, from 29% to 46%. There were similar increases in the proportion of clients with mental health problems

(7% in 1994 to 36% in 1997). For all day treatment programs, the comparable figures were 9% and 18%.

- Program completion appeared to be associated with reduced recidivism. Only 19% of those juveniles who successfully completed the Bethesda program received new petitions in Family Court within six months following discharge. This figure is significantly lower than the overall Bethesda rate of 33%.

Day Reporting Centers in other areas have also reported positive results. A 1998 study conducted by Edward Byrnes of Adult Day Reporting Centers located in Salt Lake City and Ogden, Utah, followed 297 clients of the Centers for one year before and one year after receiving services. They found that 55.2% of those who received services from the Day Reporting Centers remained completely free of any charges the following year. Of those who recidivated, 34 had only technical parole or probation violations. 99 of those tracked received a new criminal charge during the year after receiving Day Reporting Center services. The three main findings of this study are as follows:

- Alcohol and drug, property crime, and overall criminal charges during the first year after receiving DRC services were significantly reduced.
- The duration of the DRC program was related to the reduction in criminal activity.
- The staff of the DRC assessed each subject's success at discharge from the program. Those assessments showed a statistically significant relationship with reductions in the number of post- DRC program alcohol and drug charges.

Other successful programs were reported in Massachusetts, Minnesota, Wisconsin, Connecticut, New Jersey, Colorado and New Mexico.

In 1997, Sacramento County applied for and received a State Board of Corrections Challenge Grant for the operation of a Day Reporting Center. This Center targets juvenile offenders aged 10 to 16 years with at least two probation referrals who present at least two of four risk factors that include (a) family issues, (b) school problems, (c) substance abuse or (d) delinquency patterns such as gang identification, theft or runaway.

The DRC is based on several important strategies that have been found to be effective when dealing with juvenile offenders. These strategies include (1) a teaming of service providers, (2) early and immediate intervention, (3) education and counseling services, and (4) behavior contracts and graduated accountability sanctions. The goal of the Sacramento DRC is to minimize the incidence and impact of crime in the community. The measures of this goal are to show a (1) decrease in the rate of subsequent juvenile arrest, (2) increase in the rate of successful probation completion, (3) increase in the rate of restitution payment, (4) increase in the rate of completion of court ordered community service, (5) increase in the rate of school attendance and grades and (6) improvement in family functioning as measured by rate of modification to placement or secure detention. The program lasts from 90 to 120 days and involves daily attendance at the DRC site from 8:00 am through 8:00 pm. In addition to a full school curriculum that begins at 8:00 am and runs to 2:30 pm, a plethora of counseling and training services are provided that are combined with supervision and monitoring. An Alternative Education site was developed specifically for this program with the teaching staff funded by school ADA monies. Although wards were originally court-ordered into the program, it was

later modified to allow DRC to be a Probation directed level of supervision for at-risk youth. Caseload size is 15 to 20 per officer. Program outcomes as of July 2000 for the 570 treatment (DRC) participants and 266 control (Field) group participants are as follows:

- **Rate of Subsequent Arrest:** 9.5% of the DRC youth failed during the program period through re-offense while 32% of the Field youth failed through re-offense. By the end of the 6-month follow-up period, 43% of the DRC group had no arrests as compared to 31% of the Field subjects. 11% more of the Field group was arrested for a felony or misdemeanor. The number of probation violations was almost the same for the two groups. The average number of arrests for DRC minors is 0.91; the Field group arrest rate is 1.29.
- **Successful Probation Completion:** At the end of the study period, 7% fewer DRC minors were on probation than Field minors.
- **Rate of Restitution Payment:** 10% more DRC youth than Field youth paid all their restitution
- **Rate of School Attendance:** During participation in DRC, minors had tremendous improvement in school attendance. After the program, DRC youth attend their standard school. Their attendance rate is the same as the Field group, however, there is a 10% lower rate of truancy for DRC youth.
- **Rate of Counseling Completion:** Over twice the proportion of DRC juveniles completed part or all of their counseling as compared to Field juveniles at 6-month follow-up. When the number finishing the treatment period of 120 days is considered, the DRC group complete counseling eight times more often than the Field group.
- **Rate of Modification to Placement or Secure Detention:** At the end of the 6-month follow-up period there is a 10-point difference in the percentage of DRC and Field minors in either detention or placement: 8% more of the Field group is in detention and 2% more are in placement.
- **Substance Abuse:** At intake, the DRC group has 5% more minors with no drug problems and 5% fewer that re-offend than the Field group. Those without a drug problem at intake show a 10% difference. Thus, while the program has not decreased the drug usage, fewer minors are having further involvement with law enforcement.
- **Gang Involvement:** A 6-month follow-up, 12% more DRC gang involved minors finish the ten months without problems than the Field group. The re-offense rate for the DRC group ten months out is 5% less that the Field group.

A Day Reporting Center is part of the desired continuum in Stanislaus County's juvenile justice strategy, has demonstrated through evaluation to be effective in reducing delinquency and addressing juvenile crime, and is collaborative in nature.

Program Description

The Stanislaus County DRC will require probationers' attendance for 11 hours per day (from 7:00 AM through 6:00 PM including transportation to and from home as necessary), five days per week. Additional weekend hours will be incorporated for special projects such as enrichment activities. At the center, wards will be under adult supervision and engaged in constructive and/or habilitative activities delivered in a multi-agency, multi-disciplinary milieu. Minors will attend school year round, four hours daily with five hours per week dedicated to pre-employment assessment and training, ten to 12 hours per week physical education and leadership development programming, and from four to six hours per week alcohol/drug treatment programming. Intensive outpatient treatment and residential treatment may be used based upon assessed need. It is anticipated the Day Reporting Center would be a 4-month program, serving 30 minors per semester for two semesters. Sessions would begin with wards attending two separate school sessions consisting of 15 participants each morning. Programming, based upon assessed need, would commence after lunch service. At the conclusion of the four month treatment period, minors will be transitioned for a two month period onto a regular caseload at the appropriate school site. Additional wards would be placed in the program as youth discharge. With an anticipated start date of July 1, 2001, four groups of 15 minors (a total of 60 wards of the court) will receive service.

An examination of caseloads at the Probation Department indicate that Alternative Education students most often exhibit the majority of the four risk factors; (a) family issues, (b) school problems, (c) substance abuse or (d) delinquency patterns such as gang identification, theft or runaway. 53% of wards processed through the Stanislaus County Juvenile Court in the year 2000 attended an alternative education site with an additional 10% described as habitually truant. Robert T. Elliott Education Center, Peterson Alternative Center for Education (PACE) and the Ceres Alternative Education sites serve students with profiles that epitomize risk factors for dropping out before high school completion, delinquency, premature parenting, and adulthood unemployment. As with most alternative education programs, these sites serve students throughout the County and studies indicate no strong correlation exists between Alternative Education attendance and the referring school districts or geographic areas where students reside. In their March 2000 Healthy Start application, The Stanislaus County Office of Education described PACE community characteristics as serving "a unique, particularly at-risk student population; students generally lack the academic and or social competencies needed to succeed in a traditional educational setting. 70% of students are referred by their home districts, often because of repeated truancy (46%), or as a result of expulsion (35%) for serious and/or chronic behavioral problems. 19% of students are on formal probation, substance abuse is prevalent, and gang affiliation is a grave concern for many. Student attendance is a constant challenge with average daily attendance dropping as low as 65%. Educators, health and social service providers and law enforcement officials working with PACE families have observed, and families confirm, that they experience multiple social and economic stresses that ultimately impact their students' potential for success. Students surveyed in 1999 revealed that 10% of males do not expect to graduate from high school and 40% have no plans for further education or vocational education after graduation. 82% of students say they need information of how to succeed in school and career preparation, and 87% have an immediate need for part-time and summer jobs. Students identified a need for "after-school programs of recreation and socialization."

It is clear that alternative education wards present solid risk factors, however site acquisition at these sites is problematic. Elliott, with 142 wards on its Modesto campus, the County's PACE school site with a population of 64 wards and the Allard site with 20 wards were all considered for the location of the proposed DRC, however space was problematic at each site. The

developing Ceres Recovery Center site poses the best possibility for location. It is sited between all the previously mentioned locales, would possibly allow for inclusion of Mental Health Day Treatment, residential drug and alcohol treatment, out patient services as well as an Office of Education School site. With additional space development, and the ability to funnel juveniles from all alternative education sites throughout the cities with the highest juvenile crime rates, (City of Modesto 43%, County Sheriff Jurisdiction 27%, City of Turlock 10%, City of Ceres 6%) and the provision of program funded transportation, the Ceres site appears the most promising. *Therefore, the Day Reporting Center's target population will be wards of the court, aged 14 through 18, eligible to be enrolled or attending school at a Stanislaus County alternative education program with at least two probation referrals and presenting two of the following four risk factors: (a) family issues, (b) school problems (c) substance abuse issues and (d) delinquency patterns such as run away or theft. As stated in the Program Design section, four groups containing 15 minors for a total 60 wards would receive service. Anticipated start date for the program is July 1, 2001.*

Outcome Objectives/Measures

As mentioned previously, the goal of Day Reporting Center will be to minimize the incidence of crime and drug use and improve work readiness among this troubled population. The measures of this goal are: (1) decreased subsequent juvenile arrest rates, (2) increased successful probation completion, (3) increased rate of restitution payment, (4) increased completion of court ordered community service/work program, (5) decreased incarceration and probation violation rates, (6) increased school attendance and progress, (7) decreased substance abuse and (8) an increased level of employment preparedness. Program impact will be measured as to items (1) through (4) based upon historical data collected by the probation department on 1999 wards of the court. Program impact as to items (5) through (8) will be based on the participant's progress in these areas upon entry into the program compared to the level at completion of the program and 6 months after completion. Furthermore, although the variable will be tracked, due to the CPA 2000 time frame, no change is anticipated in the rate of arrest per 100,000. Finally, program costs and numbers served will be tracked in order to establish the annual per capita cost of the program. This program relates to the following Local Juvenile Justice Strategy Objectives: Objective Two, Increased Mental Health and Substance Abuse Capacity, outcome measure 2.1; Objective Three, Increased Intensive Supervision to Wards, and outcome measures 3.1 and 3.2 and Objective Four, Improve or Create Data Collection Systems, outcome measures 4.1 and 4.2.

Collaboration and Integration of Services, Information Sharing

This program will be a collaborative effort between the Probation Department, Stanislaus Behavioral Health and Recovery Services, Stanislaus County Office of Education, and the YMCA of Stanislaus. Services will be integrated and provided in a fashion that avoids duplication, maximizes joint resources and provides the highest level of service to the clientele served. Probation will share case information via the Probation Department's automated case management system (CASE). Currently there is no comprehensive, integrated database shared among agencies. Probation and our partners will continue to share data using our existing applications and resources while the County continues its efforts to integrate these systems.

Program Costs

The cost for staffing the Day Reporting Center will be paid with CPA 2000 funds. This staff includes one (FTE) Deputy Probation Officer III to provide case management, on site supervision of wards and data collection for the DRC. Two (FTE) Group Supervisor's II will provide transportation to and from the facility to those in need and assist teachers and counseling staff in the classroom and group sessions as needed. In order to ensure proper collection of data to support the required outcome measures for program evaluation, coordinate program objectives with contracted service providers, maintain budgetary oversight of funding mechanisms, and administer proper placement of minors from throughout the juvenile system into CPA 2000 programs, salaries and benefits have been prorated across CPA 2000 programs for a Probation Manager and an Account Technician. Evaluation and data collection have been prorated in a like manner and are also included in each budget.

Personnel to be Added

- .40 (FTE) Probation Manager
- .40 (FTE) Account Technician
- 1 (FTE) Deputy Probation Officer III
- 2 (FTE) Group Supervisors II

Salaries and Benefits: \$224,076
Equipment and Supplies: \$96,808
Facility: \$12,000
Contract Services: \$394,656

Total CPA 2000 Costs: \$612,884

Implementation Schedule/Timeframes

Implementation activities include the following:

1. Develop service contracts-April through May, 2001
2. Develop program evaluation-April through May 2001
3. Recruit and train staff-April through June 2001
4. Develop program procedures-May through June 2001

It is anticipated that implementation activities will be completed by July 1, 2001.

Itemized Program Budget:

•Staffing

Probation Staff:

.40 (FTE) Probation Manager	\$38,608**
.40 (FTE) Account Technician	\$18,249*
1 (FTE) Deputy Probation Officer III: Provide coordination of multi-disciplinary team, collect data supervise and case manage DRC minors.	\$65,434*
2 (FTE) Group Supervisor II: Assist in daily supervision of DRC minors.	\$101,785*

Facility:

Leased modular unit at Stanislaus Recovery Center	\$12,000
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includes utilities and security.	
•Equipment/Supplies:	\$96,808
Cell phone/pager (three \$360)	
Computers (two-\$5000)	
Copy machine (one-\$2400)	
Fax (one-\$150)	
Modular units/desk supplies (three-\$5100)	
Ongoing office supplies (\$500 per yr.)	
School furniture (provided by SCOE)	
15-passenger van (two-purchase price \$46,218)	
Ford Crown Victoria cage car (one- price purchase \$25,000)	
Drug Tests (six tests per month for 4-month program X two, and two tests per month for 2-month aftercare X two=\$10,080)	
Bus Passes (\$2,000)	
•Contract Services:	\$280,000
BHRS Treatment Services: \$200,000	
YMCA: \$59,656 (Performance Based Incentive Funds)	(\$59,656)
SCOE Employment Services: \$55,000	(\$55,000)
Performance Based Incentive Funds)	
.40 Evaluation: \$40,000	
.40 Data Collection: \$40,000	
Total CPA 2000 Funding	\$612,884
Total Other Funding	<u>\$114,656</u>
Total Cost of Program	\$727,540
*Salaries calculated at top step including an anticipated 5% cost of living raise plus 36% benefits.	
**Manager salary based upon top step plus 36% benefits.	

HIGH-RISK OFFENDER SUPERVISION AND JUVENILE COURT WARRANT ENFORCEMENT

Program Objective

This program targets two major unmet needs in the area of intervention and suppression: the expansion of intensive, community based supervision of high- risk juvenile court wards and the enforcement, or clearance, of juvenile court warrants. The objective is to reduce juvenile crime and gang involvement in the target population and to increase offender accountability by actively enforcing outstanding juvenile court warrants. The program will also strengthen existing law enforcement and probation partnerships by increasing the number of police/probation teams available to focus on this high-risk population.

Description of Unmet Needs

The 1999 Local Action Plan identifies the need “to expand intensive probation supervision as a priority for enhancing service delivery and minimizing, to the greatest extent possible, out of home placement and incarceration of Stanislaus County youth...” A review of current caseloads assigned to Juvenile Supervision and Community Partnerships reflects that of the approximate 500 assigned cases, 104 (21%) meet the criteria of maximum risk based on the current risk-needs scores. Of the 104, 69% reside in Modesto, which includes both Modesto Police Department and the Sheriff’s Department jurisdictions. An additional 19% reside in the Sheriff’s jurisdiction. 32% attend Modesto City Schools District. Although only 104 cases meet the classification of maximum risk based on the current risk-needs scores, approximately 82 cases are supervised for weapons -only offenses and 170 minors are supervised for serious violent felonies. A review of active juvenile bench warrant cases indicates that 372 warrant cases were unsupervised in the community. Approximately 56% of those cases reside in Modesto, including both Modesto Police Department and Sheriff’s Department jurisdictions. An additional 8% reside solely in the Sheriff’s jurisdiction. *(There appears to be an error in the statistical data collected in 1995-1996 as reflected in the initial Local Action Plan. This information reported there were 950 adjudicated minors on probation with nearly 600 classified as needing ‘maximum’ supervision.)*

Program Effectiveness

The following information was gathered and summarized from “Police-Corrections Partnerships” distributed by the National Institute for Justice and documents from Alameda County Probation Department.

“Police-Corrections Partnerships” examined 14 police/corrections partnerships. The projects were categorized into five types: Enhanced Supervision Partnerships, Fugitive Apprehension Units, Information-Sharing Partnerships, Specialized Enforcement Partnerships and Interagency Problem-Solving Partnerships. All of the 14 police/corrections partnerships examined noted positive impacts; however, none of the programs had a formal evaluation with measurable outcomes. The following provides descriptions of the five types of partnerships:

Specialized Enforcement Partnerships – Police and probation or parole officers perform joint supervision or other joint functions related to offenders in the community. The objective of enhanced supervision partnerships is to reduce crimes committed by persons on probation or parole by increasing the odds that violation of their conditions of supervision will be detected and by intervening more quickly and effectively if offenders' adjustment while under supervision begins to decline. Some of these partnerships also stress crime prevention and the improved delivery of social services in targeted neighborhoods.

Fugitive Apprehension Units – police and correctional agencies collaborate to locate and apprehend persons who have absconded probation or parole supervision.

Information-sharing Partnerships – corrections and law enforcement agencies institute procedures to exchange information related to offenders.

Specialized Enforcement Partnerships – police and correctional agencies, as well as community organizations, collaborate to rid communities of particular problems.

Interagency problem-solving partnerships – law enforcement and correctional agencies confer to identify problems of mutual concern and to identify and implement solutions to them.

Operation Night Light in Boston, Massachusetts is the brainchild of Probation Officer Billy Stewart. The program began in 1992. Operation Night Light most closely resembles the type of program Stanislaus County is proposing. Operation Night Light partners probation officers and Boston police officers who conduct joint patrols and curfew checks of probationers who, based on intelligence information, are thought to be criminally active. Since the program began, police and probation officers have made more than 5,000 contacts with gang-involved probationers in the community. Several other initiatives were under way in Boston to combat youth violence, and crime declined in many other cities throughout the US during the same time period. Regardless, the number of homicides, homicides with firearms, and assaults with firearms all dropped sharply in Boston during the 1990's. In 1993, there were 93 homicides in Boston, compared to 39 between January 1 and November 30, 1997. 65 of the homicides in 1993 involved firearms, compared to 21 in the first 11 months of 1997. Assaults with firearms dropped from 799 in 1995 to 126 during the first 11 months of 1997. Between early 1995 and 1997, Boston went two-and-a-half years without a juvenile homicide involving firearms. In the previous two-and-a-half years, 26 Boston teens died from gunshots.

Officials report Operation Night Light efforts—joint patrols, curfew checks, and information sharing—have had a significant impact on gang members who are on probation because they have begun to take their conditions of supervision much more seriously. In addition, police and probation officers reportedly have developed new respect for one another and recognize that they can use their formal powers in complementary ways in the pursuit of a common purpose.

In 1997 Alameda County was awarded funding through the Challenge Grant process for their "**Community Probation**" project which integrates work of probation officers with police officers, school resource officers and other youth-serving agencies including

schools and community based organizations to address risk factors contributing to youth continuing their involvement in crime. Collaborative efforts between the probation officer, the family, police and the informal-helping systems in the community allow for a multi-disciplinary team to solve problems by working with clients and their families as well as monitoring compliance with probation conditions and insuring that minors follow through on paying restitution to victims and completing community service orders. Team caseload size is approximately 40 cases. Boston's Operation Night Light inspired this project. The National Council on Crime and Delinquency is evaluating Community Probation to determine program outcomes. Reports from NCCD indicate that, to date, a higher percentage of Community Probation youth have successfully completed the requirements of the program as compared to the comparison group. A higher percentage of boys who have exited Community Probation have no new offenses as compared to the comparison group members. Fewer boys who have exited Community Probation have sustained a petition as compared to the comparison group.

Items of Interest: In December 1997, a team of probation officers and police officers from Alameda County's Community Probation program went to Boston to shadow Operation Night Light operations. As a result, the Community Probation team was enabled and motivated to go from the discussion stage to practical collaboration. In November 1998 the evening home visit component of Community Probation received a tremendous boost when they received hands-on technical assistance from Billy Stewart. The Office of Juvenile Justice and Delinquency Prevention sponsored the trip. Billy Stewart later received the 1999 Lewis Mumford Award for Peace for Operation Night Light. Previous recipients included Israel Prime Minister Yitzhak Rabin and President and Mrs. Jimmy Carter.

In Stanislaus County, the first Probation/ law enforcement teams targeting juvenile offenders were formed in the spring of 1999 as a result of two gang related homicides in the city of Modesto. Prior to that time there were no armed juvenile supervision officers and no suppression activities in place to target the increasing gang presence and crime in high crime neighborhoods throughout the County. The Sheriff of Stanislaus County and the Police Chief of Modesto, our largest police department, agreed to form a new collaborative with the Probation Department by contributing one sworn officer from each law enforcement agency to partner with a Probation Officer to provide intensive supervision to documented juvenile gang members who were wards of the court. The teams were out-stationed in the law enforcement agencies and began working evenings and weekends as well as routine hours to contact wards in their homes, at schools, in local parks and at community events. Curfew checks were part of the closer enforcement profile. This partnership was based on proven programs in other California counties as well as Boston's Operation Night Light.

Juvenile Gang Intervention Officers began collecting statistical data for their caseloads in January 2000 after the program was fully implemented. Analysis of this data for the Juvenile Gang Intervention caseloads reflects the following information: from January 1, 2000 to June 30, 2000 caseload size averaged 32 cases per officer. From July 1, 2000 to December 31, 2000, the average caseload size averaged 34.5 cases per officer, which indicates caseload size rose slightly during the year. From July 1, 2000 to December 31, 2000 there was a 40.5% decrease in new law offenses as compared to January 1, 2000 - June 30, 2000 data. The number of new law violations committed during January 1, 2000 - December 31, 2000 averaged 5.6 per month. From July 1, 2000 to December 31, 2000 there was a 21% decrease in the number of violations of probation referred to court as compared to statistics from January 1, 2000 to June 30, 2000.

The number of violations of probation referred to court from January 1, 2000 to December 31, 2000 averaged 7.2 per month. Of the 32 total juvenile cases committed to the California Youth Authority during the year 2000, only seven (22%) were wards assigned to the Juvenile Gang Intervention caseload at the time of commitment. Of the 110 searches completed during the year 2000 by the gang officers, 47% were positive. Those positive searches included four firearms, ten weapons (non-firearm) and four marijuana plants. Of the 109 drug tests performed, 79% were positive. Of the positive tests, 84% were for marijuana, 9% for cocaine, 8% for amphetamines, 2% for benzodiazepines and 1% for barbiturates. Youth assigned to the Juvenile Gang Intervention Officers had a higher rate of drug use as compared to youth assigned to general supervision; however, the variety of type of drugs used was similar between the two groups. Of the 364 drug tests completed for the general probation supervision youth, 49% were positive. Of the positive tests, 94% were for marijuana, 17% for amphetamines, 6% for both barbiturates and benzodiazepines, 3% for cocaine, and 2% for opiates.

Program Description

The High-Risk Offender Supervision and Juvenile Court Warrant Enforcement program will expand on the existing collaborative by doubling the number of police/probation teams from two to four and by providing intensive supervision/intervention and suppression of high-risk offenders beyond just documented gang members. The program will serve a minimum of 80 wards (40 cases per officer), in addition to the 80 wards currently serviced by the Juvenile Gang Intervention Officers. The program will provide more coverage for high crime areas in the County, particularly in the west and south Modesto areas where both the Sheriff and the Modesto Police Department have jurisdiction. Team members will provide intensive and intrusive supervision that include evening and weekend contacts with wards and their families, searches on wards with 4th waiver probation conditions, curfew checks, and patrol of high crime and known gang areas. Probation officers will share information from the department's automated case management system with police officers and deputy sheriffs to ensure accurate information is made available on current probation wards, status of warrants, conditions of probation, etc. Collaboration in patrol and investigation work will maximize resources and increase case-specific and community crime prevention efforts. Officers will train together to enhance officer safety and consistency of operations. Probation officers will assist wards in successfully completing probation by providing referrals and follow-up for court ordered as well as ward and family requested services.

A second component of this program is to promote offender accountability and support the enforcement of court orders by aggressively targeting outstanding juvenile court warrants. Bringing juvenile wards back into compliance with their probation conditions will increase their chance of successfully completing probation. As noted in the Description of Unmet Needs section, there are currently 372 such warrants. There is no existing program in the Probation Department or in any of the county law enforcement agencies to specifically target outstanding juvenile court warrants. Approximately 56% of these warrant cases involve probationers who live in the Modesto neighborhoods to be served by this program. Team members will incorporate the mission of clearance of juvenile warrants into their patrol and intelligence gathering activities and will clear a minimum of 100 juvenile court warrants

The High-Risk Offender Supervision and Juvenile Court Warrant Enforcement Program incorporates the first three of the five partnership models studied by the National Institute for Justice: Specialized Enforcement, Fugitive Apprehension and Information-sharing.

Outcome Objectives/Measures

Outcomes for this program will be measured by program participant rates of 1) arrests for new law violations; 2) successful completion of probation; 3) successful completion of restitution; 4) successful completion of court-ordered community service; 5) incarceration and probation violations; 6) quantification of the annual per capita costs of the program; 7) juvenile court warrant clearances.

During the first six months of the program, baseline rates for the above noted outcome objectives will be established for maximum classification wards that resided in the target areas in 1999. For items (1) and (5), it is expected that the program youth will have reduced rates of arrests, incarceration, and violations of probation. For items (2) and (3) it is expected that program participants will have increased rates of successful completion of probation and restitution. No change is expected for item (4) as in this county, community service is not court ordered for wards. However, this variable will be tracked and reported. Additionally, length of probation supervision is determined by the court and may extend beyond the one-year program duration. For item (7), it is expected that a higher number of juvenile court warrants will be cleared. Item (6), program costs and participant numbers, will be tracked to establish annual per capita cost of the program. This program relates to Local Juvenile Justice Strategy Objective Three, Increased Intensive Supervision, outcome measures 3.1 and 3.2 and Objective Four, Improve or Create Data Collection Systems, outcome measures 4.1 and 4.2.

Collaboration and Integration of Services, Information Sharing

This program will be a collaborative effort between the Probation Department, the Stanislaus' County Sheriff's Office and the Modesto Police Department. Services will be integrated by combining probation and law enforcement agency resources to avoid duplication of effort and maximize joint resources. Probation will share case specific information from targeted probation ward cases with our partner agencies via Probation's automated case management system. Currently there is no comprehensive, integrated database shared by the three agencies. The County is in the planning process to integrate the county criminal justice agencies, including the courts, however, it is doubtful that this project will be completed and be on-line by June 2002. Automated data sharing with local city police departments is a longer-term goal. In the interim, Probation and its partners will share data, including crime and arrest rates, using existing applications and resources.

Program Costs

Existing Program Personnel and Costs

Personnel:

- 2 FTE Deputy Probation Officers
- 1 FTE Deputy Sheriff
- 1 FTE Modesto Police Officer
- .10 Supervising Probation Officer

Salaries and Benefits: \$253,170

Services and Supplies: \$116,000.

Total Cost of Existing Program: \$369,170

Two Probation Officers, .10 Supervising Probation Officer and one Deputy Sheriff are funded with County General Fund dollars. The Modesto Police Officer is funded with City of Modesto budget dollars. Furniture, computers, vehicles and supplies for existing program are funded from the County and City of Modesto budgets.

Personnel to be added to existing program

- 2 FTE Deputy Probation Officers
- 1 FTE Deputy Sheriff
- 1 FTE Modesto Police Officer
- .25 FTE Probation Manager
- .25 FTE Account Technician

In order to ensure proper collection of data to support the required outcome measures for program evaluation, to provide a liaison with contracted service providers, provide budgetary oversight of funding mechanisms and to administer proper placement of minors from throughout the juvenile system into CPA 2000 programs, salaries and benefits have been prorated across the CPA 2000 programs for a Probation Manager and Account Technician and are included in each program budget. Evaluation and data collection have also been included in this budget on a prorated basis with the other CPA 2000 programs. The salaries and benefits line item represents the Stanislaus County Probation and Sheriff personnel. The Professional Services budget represents the salary and benefits for the Modesto Police Officer, which will be a separate contract with the city, and the evaluation and data collection services.

Funded by CPA 2000

Costs by Budget Category

Salaries and Benefits:	\$215,456
Services & Supplies:	\$58,530
Professional Services	<u>\$119,043</u>

Total Cost Funded by CPA 2000: \$393,029

Total Program Costs For Existing And Enhanced Program: \$ 762,199

Implementation Schedule/ Timeframes

Implementation activities include the following:

1. Develop service contracts-April through May 2001
2. Develop program evaluation-April through May 2001
3. Recruit and train staff for the program-April through June 2001
4. Develop program procedures-May through June 2001

It is anticipated that implementation activities will be completed by July 1, 2001.

Itemized Program Budget:

- **Staffing**

- County Staff:

.25 (FTE) Probation Manager	\$24,130**
.25 (FTE) Account Technician	\$11,406*
2 (FTE) Deputy Probation Officer II	\$110,877
1 (FTE) Deputy Sheriff	<u>\$69,043</u>
Total Staffing	\$215,456

- **Facility**

No cost as existing space is available with the Modesto Police Department and the Sheriff's Department.

- **Equipment/Supplies:**

\$58,530

Vehicle with cage (2)	\$47,658
Sig Sauer P229 (4)	\$2600
Holster (4)	\$292
Modified Holster (4)	\$172
Gun Grips (4)	\$100
Double Magazine Holder (4)	\$116
Combination Magazine Handcuff Holder (4)	\$172
Single Handcuff Case (4)	\$86
Double Handcuff Case (4)	\$74
Handcuffs x2 per officer (4)	\$240
Duty Belt (4)	\$160
Liner Belt (4)	\$86
Belt Holders (4)	\$48
Stinger Flashlight w/charger (4)	\$344
Flashlight Holder (4)	\$68
Two-way radio w/shoulder mike, charger, warranty (4)	\$2016
Radio Holder (4)	\$104
OC (4)	\$40
OC Holder (4)	\$74
Ballistic Vest (4)	\$1480
Raid Vest (4)	\$120
Ammunition (4)	\$2,000
Cell phone/pager (4)	\$480

- **Professional Services**

\$119,043

Modesto Police Officer	\$ 69,043
25% Evaluation	\$ 25,000
25% Data Collection	\$ 25,000

Total CPA 2000 Funding

\$393,029

Total Other Funding

\$369,170

Total Cost of Program

\$762,199

* Salaries calculated at top step including an anticipated 5% cost of living raise plus 36% benefits

** Manager salary based upon top step plus 36% benefits

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