

Sutter County

Probation Department

Multiagency Juvenile Justice Plan

Updated May 2017

**PREPARED FOR THE
SUTTER COUNTY JUVENILE JUSTICE
COORDINATING COUNCIL**

Presented to JJCC on April 4, 2017

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Sutter County
Juvenile Justice Coordinating Council
2017-2018

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**SUTTER COUNTY
COMPREHENSIVE MULTIAGENCY JUVENILE JUSTICE ACTION PLAN
2017**

II. INTRODUCTION

Passage of Senate Bill 1760 (SB 1760) in 1996 resulted in the addition of Welfare and Institutions Code Section 749.22, the genesis for Juvenile Justice Coordinating Councils in the State. Sutter County developed its Comprehensive Multiagency Juvenile Justice Plan (CMJJP) in 2000-2001 in accordance with AB 1913, the Juvenile Justice Crime Prevention Act (JJCPA) of that year and updated it as services and programs changed. The following plan reflects updates and changes that have been implemented since that time. Moving forward, the CMJJP will be updated and reviewed every three years. The next review/update will occur in 2020. The County Juvenile Justice Coordinating Council (JJCC) agreed to have the Probation Department update the plan to reflect the progress made toward completing goals identified in the CMJJP, and present a current picture of the juvenile justice service delivery system.

III. BACKGROUND AND DEMOGRAPHICS

With a population of 95,733, Sutter County is ranked 37th among California counties in size.¹ As the Sutter County website notes, “The availability of water, plus long sunny growing seasons, make Sutter County an outstanding fertile area for agriculture. With over 77% of the County's total acreage classified as ‘important farmland,’ with 43.5% considered prime, coupled with the high value of agricultural production, Sutter County is one of the most intensively farmed counties in California. Agricultural products grown in Sutter County are exported throughout the world.” There are two incorporated cities, Yuba City with a population of 65,677 (2014), and Live Oak with 8,481 (2014) residents. The remaining residents live within the small communities of Tierra Buena, Meridian, Rio Oso, Trowbridge, Sutter, Pleasant Grove, Nicolaus, East Nicolaus, Riego or Robbins, or reside in the vast rural, agricultural areas which make up Sutter County.²

The 2010 U. S. Census shows that Caucasians made up nearly 65.5% of Sutter County's population. The remainder of the population includes Hispanics (28.8%), Asians, including Sutter County's large East Indian population (11.1%), African Americans (1.8%), and Native Americans (1.4%).

The median age in Sutter County, according to the 2010 census, was 34.5 years, Children accounted for over 32.7% of the population and seniors (65 and older) made up approximately 12.7%.

¹ Sutter County Demographics, SutterCounty.org

² Sutter County Demographics, SutterCounty.org

Juvenile Justice System - Arrests

The trend lines for both misdemeanor and felony arrests of Sutter County youth show year over year declines since 2008. Currently, the California Department of Justice Criminal Justice Statistics Center (CJSC) reports for 2014, Sutter County juveniles were arrested for 221 misdemeanor offenses and 91 felony offenses. The most common misdemeanor offenses for which Sutter County juveniles were arrested include Assault and Battery (61), Petty Theft (49), and Marijuana (24), and the most frequent felony offenses included Burglary (22), Assault (16), and Weapons (13).³

| | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 |
|--------------------|------|------|------|------|------|------|------|------|------|------|
| Total Misdemeanors | 318 | 379 | 408 | 355 | 366 | 359 | 239 | 275 | 240 | 221 |
| Male | 212 | 255 | 280 | 262 | 260 | 243 | 167 | 171 | 164 | 128 |
| Female | 106 | 124 | 128 | 93 | 106 | 116 | 72 | 104 | 76 | 93 |
| Total Felonies | 200 | 230 | 212 | 223 | 138 | 159 | 136 | 116 | 97 | 91 |
| Male | 156 | 189 | 166 | 180 | 107 | 119 | 109 | 84 | 78 | 67 |
| Female | 44 | 41 | 46 | 43 | 31 | 40 | 27 | 32 | 19 | 24 |

Sutter County Probation implements several strategies that constitute a continuum of responses for juvenile offenders and at-risk juveniles that include prevention and intervention at all levels. A major priority of the department is to provide services up front to juveniles and families to divert juveniles from the delinquency system.

Juvenile Justice System Diversion

Diversion and early interventions are important aspects of Sutter County's juvenile justice continuum. Sutter County Probation provides several Prevention and Intervention services through the Youth Offender Block Grant, as well as the Juvenile Justice Crime Prevention Act, for local schools and the community. These programs include: Gang Resistance Education and Training (GREAT), The Change Companies Forward Thinking Journaling Series, Cognitive Behavioral Therapy for Substance Abusing Adolescents, The Parent Project, and Functional Family Therapy. As well as, Probation Officers are stationed at two local high schools, one middle school, and one alternative school site to provide prevention and intervention services to at-risk students. These services are offered to the whole community, taking referrals from all local agencies, community-based organizations, and self-referrals.

Further, many youth are diverted from the juvenile justice system at the police level. Those who choose not to take the opportunity offered by police and those more serious offenders are sent to the Probation Juvenile Intake Unit for review.

Juvenile Justice System- Probation Supervision

The Sutter County Probation Department has 47 employees and an operating budget of \$6.6 million. The Department has three (3) divisions; Adult Services, Juvenile Services, and Support Services. The Juvenile Services Division is responsible for completing dispositional reports for the Juvenile Court, to include completing assessments, developing case plans, and providing supervision services to youthful offenders. Deputy Probation Officers (DPO's) working in the

³ State of CA Department of Justice CJSC Statistics

Juvenile Services Division monitor and support youth and their families through the use of an evidence based risk assessment tool, the Positive Achievement Change Tool (PACT), strength based case plans, cognitive behavioral treatment interventions, as well as drug testing, and monitoring school performance/attendance. In FY 2013-2014, the Department embarked upon the use of Interactive Journaling utilizing The Change Companies curriculum, which is a cognitive-behavioral intervention utilizing evidence-based strategies to assist youth involved in the juvenile justice system in making positive changes to their thoughts, feelings, and behaviors.

The Juvenile Intake Unit completes a lengthy interview process with the juvenile and their family. Using Motivational Interviewing (MI), the probation officer interviews the juvenile and family to gather information to complete the Positive Achievement Change Tool (PACT) assessment, to determine the juvenile's risk to reoffend, as well as any immediate risks and/or needs to be addressed. If determined to be low risk to reoffend, the youth may be diverted from the delinquency system. The probation officer will complete the assessment and if low risk to reoffend is indicated, the officer will make appropriate referrals to services and/or programs, which may include, Forward Thinking journaling, Functional Family Therapy, The Parent Project, Cognitive Behavioral Therapy for Substance Abusing Adolescents, Sutter-Yuba Behavioral Health (SYBH), Children Systems of Care (CSOC) via SYBH, Seeking Safety, Grief Counseling, Transitional Aged Youth (TAY) via CSOC, Family Assistance Services Team (FAST), Sutter County Child Welfare Services, Sutter County One Stop and Adult Education, Alta California Regional Center, Sutter County Public Health, and Sutter County Welfare Division.

At any point in the process, a juvenile's case can be staffed at the weekly FAST meeting, which allows for several county agencies and community based organizations (per a release of information) to discuss how the juvenile and family might best be served. A juvenile's case may also be staffed internally at the weekly Think Tank meeting, which is a brainstorming session to problem solve ideas for case planning and meeting the needs of the juvenile and family.

If a juvenile is cited and/or arrested in a matter for an offense that is a mandatory referral or the PACT assessment indicated moderate or high risk to reoffend, the probation officer begins to address needs of the juvenile and the family as noted above. However, the juvenile may then start the Court process as well. If/when a juvenile is placed on some type of supervision, the risk and needs of the assessment, along with a collaborative conversation with the juvenile and their family, translates into a written case plan. While on supervision, the probation officer utilizes the Juvenile Response Matrix. The matrix includes graduated sanctions for technical probation violations and incentives to positively reinforce positive behavior. The Response Matrix is presented to a supervisor when a violation of probation (VOP) is considered and the filing of a VOP must be approved by a supervisor when the VOP only includes technical violations and/or misdemeanor offenses. An updated PACT assessment is completed no less than every six months for a juvenile that is under any type of probation supervision. This allows for updated risk and needs information to inform team decisions and case planning.

Many of the juvenile services provided by probation are open to referrals from all other agencies, community based programs, and self-referral. Unless the juvenile is detained or the program in question is a parenting class, all services are conducted with individual meetings with the juvenile and their family. Group-based programming is discouraged with juveniles, as many studies point out the danger of contamination of juveniles, particularly those that are low risk to offend, when introduced to new, potentially negative peers. Further, all Sutter County Probation Officers are

trained in Motivational Interviewing (MI) to create a foundational relationship for change. Meta-analyses show that the provider-client relationship plays a large role in client outcome (Hubble, Duncan, and Miller, 1999; Wampold et al., 1997). A critical finding drawn from more than 1,000 research studies concludes: "Putting this all into perspective, the amount of change attributable to the relationship is about seven times that of the amount attributable to a specific model or technique" (Hubble, Duncan, and Miller, 1999). Probation keeps MI at the forefront of probation officer's tools by providing booster trainings several times per year. Probation also implemented a Sanction and Incentive Matrix in 2015, to address the need to provide swift and certain graduated sanctions and incentives for behavior change. From prevention to out-of-home placement, services are provided along a continuum to maintain the rehabilitation of juveniles and the safety and best interests of the community.

School-based Probation Officers are housed at two of the local high schools, one middle-school with a high population of at-risk juveniles, and one continuation school. The school-based probation officers provide supervision of all probation supervised juveniles, as well as assist with truancy matters, aid in triaging school behavior issues, identify at-risk juveniles, refer juveniles and families to appropriate programs and services, and provide direct-service, evidence-based programming to juveniles in need. This programming includes The Change Companies journaling system – Forward Thinking, which addresses criminogenic factors, including, but not limited to: aggression, criminal thinking, relationships, family, substance abuse, and victim awareness.

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At any point in the process, a juvenile's case can be staffed at the weekly FAST meeting, which allows for several county agencies and community based organizations (per a release of information) to discuss how the juvenile and family might best be served. A juvenile's case may also be staffed internally at the weekly Think Tank meeting, which is a brainstorming session to problem solve ideas for case planning and meeting the needs of the juvenile and family.

Juvenile Justice System- Detention and Commitment

Sutter County Probation does not operate a juvenile detention facility. Sutter County Probation is a partner with Yuba and Colusa Counties through a Joint Powers Agreement (JPA), housing youth at the Tri-County Juvenile Rehabilitation Facility (TCJRF) and the Maxine Singer Youth Guidance Center (MSYGC) located in Yuba County. Yuba County Probation operates both facilities per the JPA. The 60-bed TCJRF facility provides safe and secure housing for Wards and at-risk youth under the care of Yuba County, and offers an array of programs and services.

The MSYGC is a 72-bed (60 males/12 females) facility. In addition to the full school program, both facilities utilize evidence-based interventions to include cognitive behavioral groups, case planning, and skill building. In addition, educational services, recreational activities, religious services, medical and behavioral health care are also provided. Both facilities are also in the beginnings of implementing the Positive Behavior Interventions and Supports (PBIS) program. Aggression Replacement Training (ART), which is a cognitive behavioral program that focuses on skill streaming, moral reasoning, and anger control, is utilized at both facilities, Moral Reconciliation Therapy (MRT) is provided at MSYGC by Sutter County Probation to all youth housed in the facility. In FY 2015-2016, there were 321 TCJRF admissions total, 95 of which were Sutter County youth. The Average Daily Population (ADP) was 10 for Sutter County youth, and 28 total for all counties.

IV. EXISTING CONTINUUM OF PROGRAMS, SERVICES, AND INTERVENTIONS

Sutter County takes a proactive approach to preventing juvenile delinquency by effectively intervening with at-risk youth and families. It also emphasizes partnerships and active collaboration among the many agencies interacting, serving, and working with children and their families. The Family Intervention Team (FIT), comprised of county agencies and partner agencies, continues to look for ways to effectively deal with children who are at risk for involvement in anti-social behavior, crime, or delinquency.

Prevention

Responding to the needs of youth and their families, the services, programs, and interventions in Sutter County Probation's PREVENTION array include:

- Gang Resistance and Education Training (GREAT)
- The Change Companies, Forward Thinking Journaling Series
- The Parent Project
- Functional Family Therapy
- Referral to Sutter-Yuba Behavioral Health
- Referral to Victor Community Support Services
- Referral to Sutter County One Stop
- Referral to ancillary services

Early Intervention

In addition to Prevention efforts, Sutter County Probation also focuses on the needs of at-risk youth already displaying pre-delinquent behavior, first-time offenders, and youth who have committed minor crimes. Probation's EARLY INTERVENTION efforts include, but are not necessarily limited to, the following:

- Gang Resistance and Education Training (GREAT)
- The Change Companies, Forward Thinking Journaling Series
- The Parent Project
- Seeking Safety
- Cognitive Behavioral Therapy for Substance Abusing Adolescents
- Functional Family Therapy

- Matrix Substance Abuse Counseling for Adolescents
- Referral to Sutter-Yuba Behavioral Health
- Referral to Victor Community Support Services
- Referral to Sutter County One Stop
- Referral to ancillary services

Supervision & Intermediate Interventions

While investing heavily in Prevention and Early Intervention, Sutter County also recognizes the necessity to provide a comprehensive array of SUPERVISION AND INTERMEDIATE INTERVENTIONS to work effectively with those youth and families who have entered the juvenile justice system. Supervision programs and Intermediate Interventions in place include the following:

- Case Management Services: Supervision services provided by the Probation Department to include school monitoring, drug testing, and referrals for treatment services
- Family Assistance Services Team (FAST and SuperFAST) Interagency Committee: Probation partners with Sutter-Yuba Behavioral Health (SYBH), Child Welfare Services (CWS), Sutter County Office of Education (SCOE) and Sutter County's Special Education Local Plan Areas (SELPA's), Yuba City Unified School District, Victor Community Support Services, Alta Regional, and Sutter County Public Health to provide multidisciplinary case conferencing for youth who are in multiple systems of care. The partners also work together on placement for youth with complex and/or special needs, determining, among other things, which system (SYBH, CWS, or Probation) is most appropriate to take the lead with each individual youth and/or family. FAST/SuperFAST also seeks to avoid out of home placement and/or to determine most appropriate placements for youth who must be removed from their homes.
- Incentive and Sanctions Matrix: Probation utilizes an Incentives and Sanctions matrix in order to provide consistency in how incentives and sanctions are used. The use of an Incentive and Sanctions Matrix is an Evidence-Based Practice proven to motivate positive behavior change by placing an emphasis on positive behavior while applying appropriate sanctions for non-compliant behavior.
- Positive Achievement Change Tool (PACT): A web-based risk assessment tool which has been used by the Probation Department since 2008. The probation officer receives an output report which is used in determining treatment needs/goals and case planning.
- The Change Companies, Forward Thinking Journaling Series
- The Parent Project
- Seeking Safety
- Cognitive Behavioral Therapy for Substance Abusing Adolescents
- Functional Family Therapy
- Matrix Substance Abuse Counseling for Adolescents
- Referral to Sutter-Yuba Behavioral Health
- Referral to Victor Community Support Services
- Referral to Sutter County One Stop
- Referral to ancillary services

- School Focused Services: Case assignments for most youth under probation supervision are primarily based on the school attended by the youth in an effort to provide more collaboration between the Probation Department and local school districts.
- Youth who are experiencing significant legal and life problems related to a diagnosis of a mental illness are assigned to a probation officer who collaborates and coordinates behavioral health services through Sutter-Yuba Behavioral Health, Children's Systems of Care, school staff, community service providers, and other agencies in the community. The Child and Family Team regularly staff the case. The goal of the caseload is to provide the youth and their family with the services and support needed while the youth and family needs are being addressed.
- WRAP - The program provides intensive case management and support for minors who would otherwise be considered for Short-Term Residential Treatment Program placement. Sutter Yuba Behavioral Health Children's Systems of Care provides this intensive therapeutic service.

Residential Interventions

Despite the community and home-based intermediate sanctions available in Sutter County, the need for RESIDENTIAL INTERVENTIONS remains. Options for minors ordered into out of home placement by the Court include the following:

- Maxine Singer Youth Guidance Center: A 72-bed (60 male/12 female) secure program operated by the Yuba County Probation Department which serves as a long-term behavior modification program. The program is approximately 5 months to 1 year in length, based on the positive progress of the youth in the program.
- Short Term Residential Treatment Program
- Resource Family Placement

Detention, Incarceration, and Long Term Custody

The Probation Department and Juvenile Court use detention and long-term custody when lower-level treatment options are inappropriate or have proven ineffective:

- Tri-County Juvenile Rehabilitation Facility (TCJRF): This is a 60-bed secure facility for youth awaiting and pending Juvenile Court proceedings, and adjudicated youth awaiting transfer to a placement, camp/ranch or California Department of Corrections and Rehabilitation(CDCR), Division of Juvenile Facilities (DJF). There were 321 (95 from Sutter County) admissions to the TCJRF during FY2015-2016.
- CDCR, Division of Juvenile Facilities (DJF): While DJF is no longer available as an option for juvenile offenders adjudicated for WIC Section 707(a) offenses except for specified sex offenses, it remains the incarceration site of last resort for the most serious juvenile offenders. As of May 1, 2017, Sutter County has no youth serving commitments at DJF.

Reentry and Aftercare

The Probation Department and its public sector and community-based partners are increasingly focused on Reentry/ Aftercare services including the following:

- Stepping Stones Aftercare Program - This program provides intensive support, case planning, and case management services for those youth detained and transitioning out of the Maxine Singer Youth Guidance Center (MSYGC).
- DJF Reentry - DJF youth returning to Sutter County are engaged with a probation officer prior to release. The youth return to the community with a solid plan in place for housing, counseling services, education and/or employment services.
- Youth returning home from an STRTP do so with a supportive hand-off from the STRTP to local community services already in place.

V. PROGRESS TOWARD ADDRESSING IDENTIFIED GAPS, NEEDS AND PROGRAMS

Since 2008, Sutter County has made great strides in addressing the gaps and needs outlined by the JJCC. The committee continues to meet regularly to review programs, services, and gaps in service delivery. The Sutter County Probation Department and its partners have conscientiously and thoughtfully built juvenile justice service capacity incorporating evidence-based and best practices, and have sought to manage resources in ways that effectively address the needs of youth and families throughout the County. The most recent convening to identify gaps in service noted the following:

- County-Approved Resource Families: Currently Sutter County Child Welfare (CWS) utilizes Foster Family Agencies to place youth; however, Probation and CWS are working together to recruit Resource Families through the County Resource Family Approval (RFA) program.
- Intensive Services Foster Care (ISFC) and Therapeutic Foster Care (TFC) homes: ISFC homes are one step in the direction towards approving TFC, which are a part of the Continuum of Care Reform Act to keep youth out of Short-Term Residential Therapeutic Programs (STRTPs) and keep them in home-based care. Recruitment of ISFC and TFC homes is being discussed at the CCR and RFA Committee meetings.
- Out-Patient Sex Offender Therapy: There is a severe lack of out-patient programming for youth not meeting placement criteria and/or those that are low risk to commit another sexually-related offense and need boundary education and guidance and/or those needing aftercare when returning from placement or from the California Department of Corrections and Rehabilitation, Division of Juvenile Facilities (DJF). Recently Sutter-Yuba Behavioral Health (SYBH), Yuba County Probation, and Sutter County Probation met with several private programs from Chico and Sacramento to discuss services provided and potential referrals. The programs all offer an array of services and could potentially be utilized; however, transportation and cost remain an issue.

VI. SUTTER COUNTY JUVENILE JUSTICE STRATEGY

Sutter County continues to be proactive in implementing evidence-based strategies, establishing strong collaborative relationships, and developing needed programs and interventions despite limited funding resources. This approach has allowed many of the gaps in services to be addressed. The members of the JJCC and its partners are committed to continue to work together to maximize the impact of the remaining resources. Sutter County will augment its service capacity as new opportunities become available.

The Sutter County juvenile justice strategy is to continue to be evidence and strength based, family focused, and balanced in terms of offender accountability, rehabilitation, and attention to victims. This strategy addresses all elements of the juvenile justice continuum, from prevention through aftercare and reentry, and seeks to use available resources to maintain the best service delivery possible across the continuum and throughout the County.