

**SOLANO COUNTY  
COMPREHENSIVE MULTIAGENCY  
JUVENILE JUSTICE ACTION PLAN**

**UPDATED JULY 2012**

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

***Presented to JJCC on October 11, 2012***

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**SOLANO COUNTY**  
**COMPREHENSIVE MULTIAGENCY JUVENILE JUSTICE ACTION PLAN**  
**UPDATE – 2012**

**I. INTRODUCTION**

Solano County developed its Comprehensive Multiagency Juvenile Justice Plan (CMJJP) in 2000-01 in accordance with AB 1913, the Juvenile Justice Crime Prevention Act (JJCPA) of that year and updated it in 2005 and 2008. The 2008 update produced a three-year plan. In past years JJCPA funds were used to obtain the services of a consultant to complete an assessment of the juvenile justice service delivery system and prepare the CMJJP. Given current budget constraints, the County Juvenile Justice Coordinating Council (JJCC) agreed to have the Probation Department prepare an update that captures progress made toward completing goals identified in the 2008 CMJJP Update and presents a current picture of the juvenile justice service delivery system reflecting impacts of the ongoing fiscal crisis that began in 2008.

Since 2008 the following programs have been discontinued due to budget constraints: Police Probation Teams, Juvenile Drug Court, Expediter/Accelerated Citations Officer, Repeat Offender Prevention Program (ROPP), Intensive Community Action Program (ICAP) and the JDF Challenge Program.

**II. BACKGROUND AND DEMOGRAPHICS**

With a population that constitutes 1.1% of the total state population, Solano County is ranked 21st among California counties in size.<sup>1</sup> As the Board of Supervisors' Proposed Budget for 2010 – 2011 noted, Solano is "strategically located between San Francisco and Sacramento, on Interstate 80. As one of California's original 27 counties, it is rich in history and offers many resources to the general public and the business community. In addition to the unincorporated area, the County serves seven cities: Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville and Vallejo."<sup>2</sup> The two largest cities in the County are Vallejo and Fairfield with populations of 121,435 and 105,955 respectively.

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<sup>1</sup> California Department of Finance Demographic Research Unit

<sup>2</sup> County of Solano, FY 2010-11 Proposed Budget, page 23

The California Department of Finance's July 1, 2010, estimate of the population of Solano County puts that number at 429,334, an increase of approximately 0.64% over the previous year's estimate and 8.8% above the 2000 Census. "Since 2000, the rate of growth has tapered off to small increments. The County population has increased an average of approximately 0.7% annually."<sup>3</sup>

Between 2000 and 2020, the 60-plus age group is expected to be the fastest growing segment of the County's population, with an increase of 114.6%. In this same time period, the second fastest growing age group is children 0 to 4, growing 25%. The population of children, youth and young adults age 5-24 is expected to increase by only 10,323 or 8.5%.<sup>4</sup> The California Department of Finance projects that, by 2020, Solano County's youth and young adult population ages 10 – 19, the "crime prone age" segment, will total 64,112, a very slight increase of 2.17% over 2010.<sup>5</sup>

The Association of Bay Area Governments (ABAG) estimates that, as of 2006, the County's population was 43.9% White; 22% Hispanic or Latino; 14.8% African American; 14.3% Asian; and 5% Other. Approximately 81% of the population is reported to be native born, with 9% of the foreign born being naturalized citizens and 10% not citizens.<sup>6</sup>

With regard to the percentage of people living in poverty, Solano County has a substantially lower level than the 13.3% State rate. According to the 2008 American Community Survey by the U.S. Census Bureau, 8.4% of Solano County's general population lived at or below the poverty level. However, these statistics lag the known impacts of the recession. In September 2007, 14.2% of the County's population was receiving public assistance. By September 2009, that number had increased to 16.7%.<sup>7</sup>

### **Juvenile Justice System - Arrests**

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<sup>3</sup> County of Solano, FY 2010-11 Proposed Budget, page 25

<sup>4</sup> County of Solano, FY 2010-11 Proposed Budget, page 31

<sup>5</sup> State of California, Department of Finance, *Population Projections for California and Its Counties 2000-2050, by Age, Gender and Race/Ethnicity*, Sacramento, California, July 2007

<sup>6</sup> Association of Bay Area Governments Bay Area Census, 2006

<sup>7</sup> County of Solano, FY 2010-11 Proposed Budget, page 33

The trend lines for both misdemeanor and felony arrests of Solano County youth were relatively stable from 2003 to 2005, with a slight decrease in 2004. Data for 2006 show 1557 felony arrests and 3628 misdemeanor arrests, reflecting a 30% increase in felony arrests 24% increase in misdemeanor arrests as compared to 2005. Since 2007, misdemeanor and felony arrests of Solano County youth have continued to decrease. Currently, the California Department of Justice Criminal Justice Statistics Center (CJSC) reports 1979 misdemeanor arrests and 793 felony arrests of Solano County youth. The number of felony and misdemeanor arrests between 2003 and 2010 are shown in Table 1 below.

**Table 1: Juvenile Misdemeanor and Felony Arrests – 2003 - 2010**

	2003	2004	2005	2006	2007	2008	2009	2010
<b>Total Misdemeanors</b>	2,718	2,410	2,734	3,628	3,488	2817	2152	1979
<b>Male</b>	1,914	1,662	1,892	2,517	2,432	1983	1523	1320
<b>Female</b>	804	748	842	1,111	1,056	834	629	659
<b>Total Felonies</b>	1,084	854	1,083	1,557	1,474	1132	830	793
<b>Male</b>	878	666	890	1,253	1202	929	677	642
<b>Female</b>	206	188	193	304	272	203	153	151

In 2010, the most common offenses for which Solano County juveniles were arrested include primarily property and violent felonies. The four most frequent felony offenses, in descending order include 1) burglary (198), 2) robbery (137), 3) battery (127) and 4) drug offenses (80). The four most frequent misdemeanor offenses, in descending order include 1) assault and battery (555), 2) petty theft (429), 3) marijuana (202) and 4) disturbing the peace (168).<sup>8</sup>

### **Juvenile Justice System - Diversion**

<sup>8</sup> CA DOJ, CJSC, Tables 3c and 4c – Solano County

Diversion and early interventions are important aspects of Solano County's juvenile justice continuum. A large number of young offenders are diverted from further penetration into the justice system at the police level; those who choose not to take the second chance offered by police as well as the most serious offenders are sent on for processing to the Probation Intake unit. If a youth fails Probation diversion, or has been accused of a serious crime, the case is processed by Probation Intake for referral to the District Attorney for consideration of a Juvenile Court petition.

In FY 2006 – 07, the Probation Department implemented a Felony Diversion Program, to provide intensive, front-loaded intervention services to minors with felony arrests in an effort to divert them from the Juvenile Court System and from future recidivism. The program supervisor and assigned staff prescreen youth with felony arrests, make recommendations and forward cases to the DA's office for expedited review. An individualized targeted intervention plan is then developed with the youth and his/her family, and services are offered for a period of up to six months.

During FY 2010-2011, 71 youth were served through the Felony Diversion Program. The majority of the minors on the program were referred for property and drug related offenses. Over 70% of the cases with diversion contracts completed the program successfully.

### **Juvenile Justice System – Probation Supervision**

The Solano County Probation Department has 199.5 employees and an operating budget of \$31,611,522 for its Administrative, Juvenile Facilities and Adult and Juvenile Field Services operations. Probation's Juvenile Services Division is responsible for investigations, assessments, and recommendations to the Court as well as supervision of youthful offenders as ordered by the Court. Deputy Probation Officers (DPOs) working in the Juvenile Services Division monitor and support youth and their families through the use of such evidence based practices (EBP) as assessment, case management, needs and strength based case plans, motivational interviewing (MI), cognitive behavioral groups and treatment interventions as well as drug testing, probation searches, monitoring school performance, and referring youth and families to needed community treatment interventions.

In FY 2011-2012, the Solano County Probation Department provided a variety of supervision services to approximately 950 juvenile offenders. These services included

diversion, general supervision caseloads, often with case management services, intensive supervision, and aftercare. Solano County currently has an Intensive Sex Offender Caseload and a Family Preservation Program for youth who are experiencing issues within the family setting.

In 2007, the department implemented the Girls Reentry Emphasizing Assessment and Treatment (GREAT) program, which provided intensive supervision services to female offenders, beginning at the point of detention. In 2009, the program was modified to include males and the program name changed to the Multi-Agency Intervention and Treatment Program (MIT). The MIT program also provides assistance and supervision services to minors that are considered incompetent pursuant to 705 WIC. The program staff coordinates services for the minor and family through County Mental Health or Regional Services.

A JJCPA-funded Day Reporting Center (DRC) in Vallejo provides structured after school programming and individualized services to youth on probation who have sustained petitions for serious offenses or are chronic probation violators. The DRC is jointly operated by the Probation Department and a community based service provider. Among the services available at the DRC are individual and group counseling, conflict resolution training, job development/vocational services, tutoring, mentoring, and life skills. Participants are also referred to community based organizations for substance abuse treatment and mental health services. Youth are transported from school or home to the center every day between the hours of noon and eight p.m. An aftercare program is also available. In October 2011, a second DRC program was opened in the city of Fairfield to mirror the services that are offered in the Vallejo program.

During FY 2011-12, a total of 48 minors participated in the Vallejo DRC and DRC Aftercare program. Of those, 17 minors completed both the DRC and the DRC Aftercare program successfully, and 11 were terminated unsuccessfully. Currently, 14 are participating in the DRC program and 6 continue in the aftercare program. Data for the Fairfield DRC Program will be provided in the next CMJJAP Plan. It is noted that the data for both programs will be presented to the Board of State and Community Corrections in Fall 2012.

### **Juvenile Justice System – Detention and Commitment**

The Probation Department's Juvenile Institutions Division is responsible for the operation of the County's Juvenile Detention Facility (JDF) and the co-located New Foundations treatment program. The JDF was awarded a 2007 Selected Award for Justice from the American Institute of Architects for its "straightforward design with a clear line of sight mixed with color and textures conducive to rehabilitation and treatment."<sup>9</sup>

The 118-bed JDF provides safe and secure housing for wards and at risk youth under the care of the County, offering a wide array of programs, services and treatments to these youth. In addition to its full school program, the JDF employs Motivational Interviewing (MI) and cognitive behavioral skill building in its life skills counseling, recreational activities, religious services, medical and mental health care, and pro-social skill development programming. Aggression Replacement Training (ART) was added to the programming in 2010. The Challenge Program, which opened in 2008 serving as a secure commitment program, closed in 2010 due to budget reductions. In FY 2011 – 12, there were 1271 admissions to the JDF and its average daily population (ADP) was 72.

New Foundations is a 30-bed, secure, co-educational treatment program for wards of the Solano County Juvenile Court that provides a local, multi-disciplinary, individualized program close to the youth's family and community. Operated by the Probation Department in conjunction with the Solano County Office of Education (SCOE), California Forensic Medical Group (CFMG), and private community based counseling agencies, New Foundations is designed to provide a safe and caring alternative to placement in a group home. It incorporates psychological, psychiatric, educational, recreational, and social services aimed at supporting and reunifying families. With an average length of stay of approximately four months, New Foundations had an average daily population (ADP) of 22 youth per month during FY 2011- 12.

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<sup>9</sup> Solano County, 2007 Annual Report, page20



### III. *EXISTING CONTINUUM OF PROGRAMS, SERVICES AND INTERVENTIONS*

#### Prevention

Solano County takes a proactive approach to preventing juvenile crime by seeking to intervene effectively with at-risk youth and families. It also emphasizes public / private partnerships and active collaboration among the many agencies interacting, serving and working with children and their families. Parents, educators, youth leaders, community agencies, and government agencies continue to look for ways to effectively deal with children who are at risk for involvement in anti-social behavior, crime, or delinquency.

Responding to the needs of youth and their families, the services, programs and interventions in Solano's PREVENTION array, in alphabetical order, include:

- ADAPT program through Youth & Family Services: Substance abuse counseling and education for middle and high school youth (Benicia, Vallejo, Suisun, Fairfield)
- Anger management and conflict resolution in schools (Fairfield, Vallejo, Vacaville)
- Boys and Girls Club (Vacaville)
- Child Abuse Prevention (CAP): in elementary schools (Countywide)
- Child Haven: private organization serving children ages 0 – 5 years old providing parenting classes and wraparound services for families in trouble (Countywide)
- Community policing [also Early Intervention]
- Court Appointed Special Advocates (CASA): Support for youth in the dependency (300) system
- Family Resource Centers (FRC): provide services to youth and families (in many of the County's major cities – Vacaville, for example, has an active FRC that provides an array of youth and family services [also Early Intervention])
- Fighting Back Partnership: Family Resource Center, Weed & Seed Program, Mentoring & Youth Leadership Programs (Vallejo)
- First Five Solano: First 5 Solano Children and Families Commission creates and fosters programs and partnerships with community entities to promote, support and improve the lives of young children, their families and their communities

- Head Start / Healthy Start: pre kindergarten interventions (Countywide)
- Integrated Family Support Initiative (IFSI): Child Protective Services with Child Haven and a Public Health Nurse; screens families who are referred or self-refer and provides services to sustain/assist/support families with at least one child 0 – 5 years old (Countywide)
- Just for Kids: 16-week intervention for elementary school age children (Vallejo)
- Office of Family Violence Prevention (OFVP) seeks to reduce family violence through collaborative activities among County departments, community based organizations and nonprofit victims service agencies; among other services, the OFVP manages the Family Violence Intervention Team (FIT) which responds within 72 hours to families in the unincorporated areas of the County experiencing domestic violence, child abuse and/or elder abuse; it also has developed and supports the Safe from the Start project (SFTS) which seeks to reduce children's exposure to violence through public awareness, education and early intervention
- Omega Boys and Girls Club: Mentoring activities (Vallejo)
- Other Faith-Based and Community Based organizations, scouts, 4H, etc.
- Parent Project: Parenting Skills (Benicia, Fairfield, Vacaville)
- Project SUPPORT: School-based small group social skills development, anger management, problem solving, and conflict resolution for students in grades 4-8 (targeted schools in Fairfield, Vallejo, Dixon, and Travis Unified)
- Safe and Drug Free Schools
- Safe from the Start project (SFTS): OFVP's effort to reduce children's exposure to violence through public awareness, education and early intervention
- School Resource/Diversion Officers (SRO in each high school and one SRO for all 4 middle schools in Fairfield – funded by the school district; Benicia, Vacaville)
- Seneca Center: non-profit, community based agency providing health, mental health and other services to youth and families, uses the Early Periodic Screening, Diagnosis and Treatment (EPSDT) funding source; also provides intensive in-home mental health services for such Probation efforts as Family Preservation, New Foundations, MIT, and [also Early Intervention, Intermediate and Graduated Intermediate Interventions, Residential and Aftercare / Reentry] With the assistance of YOBG funding identified minors in the general population of Juvenile Detention Facility will be able to receive one on one and group counseling from Seneca Center.

## Early Intervention

In addition to its Prevention efforts, Solano County also focuses on the needs of at-risk youth already displaying pre-delinquent behavior, first-time offenders and youth who have committed minor crimes. The County's EARLY INTERVENTION efforts include, but are not necessarily limited to, the following. *(Please note these are shown in alphabetical order, not in terms of their location on a graduated continuum of intervention services.)*

- Alcohol, Tobacco and Other Drugs (ATOD) Grant: Originally funded through the County's Master Settlement Agreement (MSA) and subsequently funded by Solano County, Youth and Family Services does assessment and provides substance abuse counseling as well as other clinical and counseling services to youth on diversion and their families (Countywide)
- Anger Management: free classes are provided by local treatment provider JoAnn Banks A. K. Bean [also Intermediate Intervention] (This provider appears to only offer drug and alcohol treatment to 18 and older)
- Children's System of Care (CSOC): multidisciplinary care for Severely Emotionally Disturbed (SED) youth and families
- Diversion: Police: counseling and diversion services in Fairfield, Vacaville, Benicia, Rio Vista and Dixon
- Diversion: Probation: Diversion and referral to services for appropriate youth with out-of-custody citations referred to Probation
- Drug and Alcohol program for Young Women/Girls: (Vallejo) [also Prevention]
- Faith Community and CBO Programs such as church groups, scouts, etc.
- Healthcare for the Homeless Grant: County Department of Health and Social Services (HSS) operates primary care clinics and brokers and/or coordinates services for homeless youth, adults and families
- Job Corps: generally will interview youth on probation and start the application process but will not accept probation youth until Juvenile Court jurisdiction is terminated Matt Garcia Youth Center: Fairfield PAL at the Matt Garcia Youth Center is an after school activities center for teens who reside in Fairfield, Suisun and Travis. Middle School and High School students may participate in a variety of programs by becoming a member. Activities include basketball, boxing, martial arts, music, multimedia, soccer, dance, running and homework tutoring

- Reducing Rates Coalition: Probation Officers continue to participate in this collaborative effort to prevent the initial use and reduce current use of alcohol, tobacco and other drugs among youth in Solano County
- School Attendance Review Boards (SARB) Countywide
- School Resource Officers (SROs): Some Police Departments have officers assigned to high schools and some middle schools to support pro social behavior and intervene with youth who present behavioral problems at school [also Prevention]
- Solano County Office of Education Foster and Homeless Youth Programs: advocacy and support for foster and homeless youth related to educational outcomes; reduce truancy and dropout rates, reduce pupil discipline problems
- Solano County Substance Abuse Services: Adopting Institutes of Health treatment continuum in order to provide additional adolescent substance abuse treatment services, including more outreach, early intervention and prevention services as well as a residential treatment program for adolescents (Countywide) [also Intermediate Intervention]
- Workforce Investment Act – Youth: Workforce Investment Board services include tutoring, counseling, vocational training, work skills, education.GED, work readiness and follow up services for 14 – 21 year olds who are or whose parents are receiving grants in aid (welfare) [also Intermediate Intervention and Aftercare / Reentry]
- Youth Employment Program (YEP): work experience and work readiness for TANF dependent and foster youth [also Intermediate Intervention and Aftercare / Reentry]
- Youth and Family Services (YFS): provides anger management, substance abuse, educational/vocational programs, individual and family therapy, case management, Independent Learning Programs and services in schools
- Youth and Family Services Homeless Program: advocacy and support for homeless youth, adults and families

## Supervision and Other Intermediate Interventions

While it invests heavily in Prevention and Early Intervention, Solano County also recognizes the necessity to provide a comprehensive array of SUPERVISION AND OTHER 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: Probation supervision, including drug testing
- Community Service
- Electronic Monitoring: private vendor, B.I. Incorporated, provides intensive supervision for youth awaiting and/or during court proceedings and for those on House Arrest, graduated levels of supervision in the home for youth awaiting court
- Family Preservation: One Probation Officer, and one FTE family therapist from Seneca Center closely supervise and provide intensive, in-home family counseling for youth at risk of removal from their homes and their families due to serious family problems [also Alternative to Detention Option]
- House Arrest: graduated levels of electronically monitored supervision in the home for youth awaiting court
- Interagency Committee: Probation partners with Children's Mental Health, Child Welfare Services (CWS), Solano County Office of Education (SCOE) and Solano County's Special Education Local Plan Areas (SELPAs) to provide multidisciplinary case management or 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 – CMH, CWS or Probation – is most appropriate to take the lead with each individual youth and/or family; Interagency also seeks to avoid out of home placement and/or to determine most appropriate placements for youth who must be removed from their homes [Graduated Intermediate and Residential Interventions]
- Juvenile Assessment and Intervention System (JAIS): a web based risk assessment tool, has been implemented with 1425 assessments and reassessments completed in FY 2011-12
- Probation General Supervision caseloads

- Restitution Fines/Restitution to Victims
- School focused services: Since 2007, Juvenile Supervision expanded the centralization of school focused services by changing how cases are assigned to the North and South County General Supervision Deputy Probation Officers. Case assignments are primarily based on schools attended by the minors
- Weekend Academy: for youth who have committed probation violations [also Aftercare]

### **Graduated Intermediate Interventions**

GRADUATED INTERMEDIATE INTERVENTIONS are used to supervise and intervene with youth who are not appropriate for or amenable to less intensive options. While seeking to maintain youth in their homes and work with their families as well as with the youth, the following more stringent at-home interventions have been implemented to free detention beds while providing for the protection of the community. These alternatives are used for minors who need a high level of supervision while awaiting court hearings, while on probation and/or for probation violators.

- Day Reporting Center (DRC): Described previously, this is a JJCPA-funded structured after school program for juveniles with sustained petitions for serious offenses or who have chronic violations of probation; services include mentoring, individual and group counseling, Aggression Replacement Training (ART), Crossroads Cognitive Behavioral Intervention curriculum, drug treatment, tutoring, job skills, life skills, health education, recreation, community service, reentry coordination, Parent Project and daily transportation to and from the center. (Fairfield and Vallejo)
- Intensive Supervision for Juvenile Sex Offenders: Intensive supervision for juveniles who sustain a sex offense or are assessed as appropriate for community based treatment
- The Multi-Agency Intervention and Treatment (MIT) (formerly GREAT) caseload is a specialized caseload that provides intensive, community based services to minors who are experiencing significant legal and life problems related to a diagnosis of a mental illness. Minors who are deemed incompetent pursuant to 705 WIC are also assigned to the caseload to receive assistance in obtaining Mental Health services. One Senior Deputy Probation Officer is assigned to collaborate and coordinate services with Seneca, Solano County Children's

Mental Health, school staff, community service providers, and other agencies in the community, such as North Bay Regional Medical Center, if necessary. After an initial assessment, which may include a psychological evaluation, the MIT program minors receive comprehensive services including referrals to Seneca, Children's Mental Health, or private mental health services (Kaiser, Blue Shield, etc.), followed by monitoring for compliance with treatment and medication, involvement with academic assessment and planning, and referrals to community resources for special needs. The goal of the program is to maintain the minor in the community by working closely with the minor, family, and all agencies involved to implement and monitor treatment plans for minors and their families. (Countywide)

- Out of Custody Felony Diversion Program: provides early assessment and intervention with minors and their families to expedite treatment and services in order to reduce recidivism. During fiscal year 2011-2012 the probation department expanded the program to include in-custody referrals.
- WRAP: provides intensive case management and support for minors who would otherwise be sent to a group home placement. The County contracts with a community based organization to provide these services. This contract is monitored by CWS. (Countywide)

### **Residential Interventions**

Despite the large number of community and home-based intermediate sanctions available in Solano County, the need for out-of-home placement remains. Options for minors ordered removed from the community by the Court include the following:

- Foster Care/ Intensive Treatment
- New Foundations: a 30 bed secure Probation facility which serves as an alternative to placement in a group home. The program emphasizes individual counseling including Aggression Replacement Training (ART), anger management, life skills, substance abuse, family counseling, vocational / educational planning and behavioral counseling.
- Out of Home Placement in a Group Home

### **Detention, Incarceration and Long Term Custody\***

*(\* Unlike the elements in the other sections of the continuum, which are displayed in alphabetical order, the following are ordered from less to most restrictive option.)*

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

- Juvenile Detention Facility (JDF): a 118 bed secure facility for youth awaiting and going through Juvenile Court proceedings and adjudicated youth awaiting transfer to a placement, camp or ranch or CDCR's Division of Juvenile Facilities (DJF)
- California Department of Corrections and Rehabilitation (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

### **Reentry and Aftercare**

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

- Family Reunification: family focused services during and after placement
- Independent Living Services Program (ILSP): operated by the County Department of Health and Human Services which contracts for services with First Place for Youth, to include educational, vocational and reentry services for youth transitioning from foster care
- New Foundations Aftercare: two Probation Officers work with the New Foundations program and provide up to 3 months of follow up with youth leaving the program
- Transitional Age Youth (TAY) Collaborative: work group comprised of Probation, Seneca, Mental Health, Child Welfare Services, and schools work to ensure eligible youth have greater access to services to meet their needs
- TAY Program: similar to Transitional Housing Placement (THP), THP-Plus and ILSP operated by County Mental Health as part of the MHSA and will address youth with mental health problems; Seneca is contracted to provide the counseling services and First Place for Youth is contracted to provide the housing and employment components
- THP and THP - Plus: supported housing for former foster care youth (THP-Plus is for youth ages 18-24) in scattered-site apartments pursuant to a contract with



First Place for Youth, an agency that currently offers housing for former foster youth in Alameda, Contra Costa and San Francisco Counties

- Transitional Living Programs: three programs – Children in Need of Hugs, The House of Joy, and the L.A.S.T. Transition House -- are run through community based organizations and are funded through a variety of sources
- Vallejo Day Reporting Center Aftercare: this component was added in 2008 in an effort to reduce recidivism and improve outcomes for program participants. Participants receive up to 12 weeks of transitional services after graduating from the DRC program. The Aftercare program was added as a component of the Fairfield Day Reporting Center in October 2011.
- Youth Action Committee: focused on overseeing Transitional Aged Youth (TAY) services, this committee was developed and launched with a grant from the Stuart Foundation. This committee is operated through Child Welfare Services.

AB 12/AB 212 (effective January 2012): youth who have been placed in a group home or foster care setting are eligible to receive benefits beyond their 18<sup>th</sup> birthday, up to age 21, to include additional educational support, ,vocational training, and housing

#### **IV. PROGRESS TOWARD ADDRESSING GAPS, NEEDS AND PROGRAMS IDENTIFIED AS NEEDING EXPANSION IN THE 2008 CMJJP**

In 2007-2008, a series of focus groups were convened to help in the identification of unmet needs, current gaps, and under-developed elements in the juvenile justice continuum. In response to the question, "*What do you think is needed to more fully flesh out Solano County's juvenile justice continuum of services?*" the focus groups produced a long and detailed list of interventions, programs and approaches that various stakeholders felt would benefit the juvenile justice continuum. This input was summarized, collated and analyzed to identify the major gaps and needs.

It was noted that the gaps identified during this update were more about expanding what is in place than about creating critically needed new interventions. The Solano County Probation Department and its public agency and private 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 juvenile justice continuum was described as generally sound with no major element 'broken' or profoundly deficient. The gaps and needs identified suggested ways to improve the

system, to augment what existed, and to continue enhancing its capacity to provide prevention, accountability, and public safety services in Solano County.

It was reiterated that it would be highly unlikely for all, or even most of, the gaps identified to be addressed at once particularly given the grim fiscal picture which made it likely to be difficult to maintain what existed, let alone begin new programs or expand services. Despite the challenges presented by the fiscal climate which included staffing reductions throughout the system, substantial progress was made in addressing the areas identified in the 2008 CMJJP. The following information outlines the progress made to date.

### **Prevention**

Among the identified needs related to Prevention, multi-agency collaboration in addressing either or both of the following school related gaps would prove beneficial:

- **Support and Follow Up for School Attendance Review Boards (SARBs):** Enhance coordination among schools, probation, law enforcement, court and families to support SARBs and their recommendations.

**UPDATE: The Solano County Office of Education has implemented school-based Multi-Disciplinary Teams (MDT) that meet once per month. The Vacaville MDT meets once per month; the Fairfield Police Department, Probation, and school group meets once per month; Vallejo meetings were occurring regularly but were placed on hold when there was a change in administration.**

- **Truancy Court:** Consider developing a truancy court, on the Drug Court model, with services for youth and families and real consequences for failure to comply with agreements. *[Note that the Sacramento Juvenile Court is proposing to develop a Truancy / Status Offender Court and may be willing to confer with Solano County personnel about this effort.]*

**UPDATE: In 2012, the District Attorney launched a Truancy Initiative in conjunction with other stakeholders, including the Court. This initiative focuses on reducing elementary school truancy. The Juvenile Court holds truancy hearings two times per month for non-ward truants cited due to continued truancy despite SARB intervention.**

## Early Intervention

To expand Solano County's commitment to Early Intervention with at-risk youth, those displaying pre-delinquent behavior, first-time offenders, and youth who have committed minor crimes, the following efforts were to be considered:

- **Master Settlement Agreement (MSA) Issues:** MSA money is going away in two years and this will deeply impact youth services across the County, including substance abuse prevention which is currently occurring through Early Intervention City Teams in each of the seven cities. Alternative funding streams should be considered / identified before these crucial services are lost.
- **Police / Probation Teams:** Consider developing additional Police / Probation Teams because existing teams are effective, collaborative and excellent at sharing intelligence and other information; consider expanding this productive effort to more cities, including Dixon and Vacaville.

**UPDATE: A Vacaville PPT was added for about one year; however, all PPT programs were subsequently eliminated due to Probation budget cuts and the need to reassign staff to maintain other services.**

- **Diversion:** Consider developing a misdemeanor diversion program that provides services, comparable to the Felony Diversion Program.

**UPDATE: A misdemeanor diversion program was briefly implemented in early 2011 but was eliminated due to loss of staff. The department is currently developing a pilot project to address minors who commit serious and/or assaultive misdemeanor offenses. The pilot is being modeled after the Felony Diversion Program.**

- **Motivational Speaker Sessions:** Consider the feasibility of the Probation Department developing a series of Motivational Speaker Sessions similar to the sessions DJF Parole previously conducted in Vallejo that focused on helping youth make better choices; perhaps Probation could initiate / sponsor something similar using probation graduates who would be willing to talk to other kids. *[Could use former correctional counselor and current motivational speaker and trainer of speakers, Kevin Bracy, Life Changers International, to help coordinate*

*and/or provide low cost speakers for this effort. Suzie could provide contact information.]*

**UPDATE:** Motivational speakers are being brought into the Juvenile Detention Facility. A mentoring group has been implemented through the probation department for identified youth. Former San Quentin Counselor Crittenden and motivational speaker Tuskegee Airman Captain Edward Woodward spoke to the mentoring group to name a few. In addition, some youth from the Vallejo Day Reporting Center have been referred for mentoring through community based organizations such as Fighting Back Partnership and the Omega Boys and Girls Club.

### **Supervision and Other Intermediate Interventions**

To enrich the County's already comprehensive array of Supervision and Other Intermediate Interventions available to work with youth and families who have entered the juvenile justice system, consideration should be given to:

- **Drug Court:** Replicate the existing Drug Court in South County and/or provide transportation so that youth from South County can more readily participate in Drug Court in Fairfield; replicate not just the Court but also the referral sources and services because the Court's intensive programming requires that kids and families have services close to home. (Note that the Drug Court partners have been looking at this for 3 years and everyone is in favor of it but resources either don't exist or haven't yet been identified to pay for this expansion of Drug Court.)

**UPDATE:** South County was added to Juvenile Drug Court, but due to mental health funding cuts, the Drug Court program ended on April 8, 2010. Probation provided intensive supervision to drug offenders through fiscal year 2010-2011. Currently, minors with substance abuse issues are referred to community based organizations and/or their medical provider for treatment.

- **Restitution Caseload:** Consider creating a Restitution Caseload and creating a collection officer position(s) to manage it, thereby taking some (a lot) of the restitution investigation, paperwork, and notification of victims off Supervising Probation Officers and freeing them up for supervision of other probationers; the increase in fines, fees and restitution collection might help pay for the unit and collection staff person or people [*Santa Barbara and Sacramento County*

*Probation Departments have experience with such units and/or collection mechanisms]*

**UPDATE:** Not implemented. The process has been streamlined for probation officers. The Department continues to believe that payment of restitution and other financial obligations is an important part of rehabilitation, and collection efforts are enhanced by having probation officers responsible for keeping the probationer focused on this part of their responsibilities.

- **VOICES Curriculum:** Explore incorporating the evidence based, gender responsive VOICES curriculum for use with girls on probation and/or in CWS services. The Court has purchased some of the curriculum and has money to buy the rest; what would be needed is people to deliver / facilitate the 18 week curriculum and an agency and/or staff person to coordinate and publicize the availability of regular VOICES groups.

**UPDATE:** Implementation of this program was explored but the Girls' Circle Program was chosen instead. Probation has one senior deputy probation officer trained to facilitate the curriculum.

### **Graduated Intermediate Interventions**

Priorities among the Graduated Intermediate Interventions suggested as options for youth who are not appropriate for less intensive options yet do not require secure detention for their own or the community's protection, are the following:

- **Girls Reentry Emphasizing Assessment and Treatment (GREAT) Program:** Probation and its partners must make sure the GREAT Program will be continued, even if the Mentally Ill Offender Crime Reduction (MIOCR) grant is not extended.

**UPDATE:** Program was extended using Youthful Offender Block Grant (YOBG) funding and modified to include males. The name was also changed to the Multi-Agency Intervention and Treatment (MIT) Program. A protocol for handling cases that fall under 705 WIC was also developed and have proven very successful in ensuring that this population receives proper services and is not unnecessarily

escalated in the delinquency system. In fiscal year 2012-2013, the MIT program has been continued under a different funding stream.

- **Day Reporting Center (DRC):** Develop a Day Reporting Center (DRC) in Fairfield, and potentially also one in Vacaville, to provide intensive multidisciplinary services and treatment after school for appropriate youth and their families; expand the Vallejo DRC to enable it to treat more youth. Law enforcement is particularly supportive of the DRC concept and expressed a willingness to partner with Probation in this regard.

**UPDATE:** The Fairfield DRC opened in October 2011 and includes similar components as the Vallejo Program to include life skills, educational support and aftercare.

**UPDATE:** Expansion for a Vacaville program has not been implemented due to budgetary constraints. Aftercare is a component of the Vallejo and Fairfield DRC programs to provide a smoother transition to a lower level of supervision.

### **Residential Interventions**

Despite the large number of community and home-based intermediate sanctions available in Solano County, there is still a need for additional out-of-home placements for youth with exceptional needs, including mental health needs.

**UPDATE:** Out-of-home placement numbers are slowly decreasing; placing minors with relatives is being used more frequently; there are fewer minors requiring Level 14 placements.

### **Detention, Incarceration and Long Term Custody**

Needs were identified with respect both to existing facilities and potential additional facilities for the Detention, Incarceration and Long Term Custody of juvenile offenders; primary among them were:

- **Additional Mental Health Services at the JDF:** Needed services include, but are not necessarily limited to:

- ⇒ Determination of MediCal eligibility at intake and development of a MediCal data base for use throughout the system;
- ⇒ Strategies for developing a treatment plan, as well as a release plan, for each youth in custody, even when youth cycle in and out in short periods of time;
- ⇒ Mental health groups;
- ⇒ Access to a mental health clinician during evenings, nights and holidays.

**UPDATE: Most not implemented. Solano County Mental Health discontinued services to JDF in June 2010 due to budget reductions. The Probation Department established a contract with California Forensic Medical Group (CFMG), the contracted medical services provider, to take over basic mental health services. In addition to working with minors in an individual basis, the Assigned Mental Health Clinician also facilitates the Coping Skills Program\_ a nine-week program covering emotional, self-control and social development. Beginning October 2012, Seneca Center will be providing individual sessions and life skills groups for selected minors in JDF.**

- **Additional Mental Health Services at New Foundations:** Consider the feasibility of adding a component for residential mental health treatment and/or one for treatment of youth with dual diagnoses.

**UPDATE: Since July 2011, Seneca services have been available for minors committed to New Foundations. The services include individual and family counseling services and aftercare for youth who are returning home.**

**Chaplaincy Program at JDF:** Pursue the development of a chaplaincy program at the JDF that enables a full time chaplain(s) to respond immediately to youth who need help, to help de-escalate situations and to make sure detained youths' religious needs are met. (This is a priority for the JJDPC, which also suggested there should be secular options to the religious chaplain.)

Consider using chaplains to help debrief staff immediately after critical incidents in the JDF; also consider establishing a Crisis Debriefing Team, including the chaplain and a psychologist or other mental health professional.

**UPDATE: JDF has an assigned staff member that coordinates religious services for the facility.**

- **A Longer Term Custody / Treatment Facility:** Consider developing or entering into a multi-county partnership for, a regional service center/custody facility for high risk/ high needs offenders requiring longer periods of local custody including those who are no longer eligible for commitment to DJJ/CYA.

**UPDATE: Not implemented. The passage of SB 81 raised concerns that this type of facility would be needed; however, there does not appear to be a need. The Probation Department opened the Challenge Unit at JDF in January 2008 to provide this type of alternative, but due to budget reductions closed the program in early 2010 replacing it with a commitment program (Changing Paths) that can only serve a few minors. The Probation Department is looking into increasing the population for this program as a means to reduce the number of minors in group homes placements.**

### **Reentry and Aftercare**

Best practices indicate that reentry and aftercare services are critical parts of the correctional continuum, planning for which should begin as soon as a minor enters detention or placement. To strengthen its Reentry / Aftercare capacity, Solano County should consider the following:

- **Comprehensive Release and/or Discharge Plans:** Every youth who leaves commitment or placement, whether in the JDF, New Foundations, DJF or a group home, should have a coordinated, comprehensive, multiagency release and reentry plan to support a successful, crime and drug free return to the community. To the greatest extent possible, release plans should incorporate the input of all agencies and services that will interact with the youth and family. To this end agencies should consider conducting regular case planning/case management meetings for youth who are to be discharged from facilities and placements. Release plans should:
  - ⇒ Be tailored to each individual's assessed risks, needs and strengths.
  - ⇒ Address the criminogenic, personal and family issues surrounding that young offender.
  - ⇒ Seek to provide seamless continuity, in the community and hopefully in youths' homes, of the supports and treatments begun in custody.
  - ⇒ Be supportive, strength based, goal oriented and proactive.



- ⇒ Be drafted and reviewed with the youth and his/her family and revisited as goals are accomplished.

**UPDATE: New Foundations, minors assigned to Changing Paths, and group homes all develop discharge and reentry plans.**

- **Mobile Crisis Team:** Consider ways to incorporate Mental Health's Mobile Crisis Team to help provide reentry services for youth with serious mental health issues. (Note that County Mental Health can serve only youth who are MediCal eligible. Services for other, non-MediCal eligible youth must be considered as well.)

**UPDATE: Due to budget constraints County Mental Health has not been able to add services but rather has substantially reduced services provided to Probation youth.**

- **Independent Living Skills Program (ILSP) for Non-Foster Care Youth As Well As Those Leaving Foster Care:** Current law does not permit the use of existing ILSP services for youth who have been wards and are returned home; referrals are allowed only for youth who have been in out of home placements. Many youth exiting juvenile justice facilities (JDF, New Foundations, DJF) need these services and are not currently able to receive them. It could prove valuable for system partners to develop collaborative strategies to enable or provide these services for justice system youth.

**UPDATE: Partially implemented. This goal has been added to the Juvenile Field and JDF Strategic Plans. Probation hopes to partner with the county's ILP provider (First Place for Youth) to share information and resources with youth who are not ILP eligible.**

- **Tattoo Removal:** Develop a no cost or low cost Tattoo Removal program for youth who want to leave their gang and/or criminal lives behind; perhaps require targeted community service work as 'payment' for the tattoo removal service. Probation seeks to identify one or more doctors who would be willing to perform tattoo removal without cost or at a minimal cost. [*Jerry Flynn, Sacramento County Probation Department's former Placement Director and current member of the JJDP, is familiar with such a program in Sacramento County and may be willing to provide guidance if requested.*]

**UPDATE: Submitted a grant application that included tattoo removal but did not receive the grant. No resources currently available to implement.**

### **Continuum-Wide / General Gaps**

As noted previously, communication and collaboration among all agencies are vital to the effective functioning of the juvenile justice system and to achieving the best possible outcomes with youth and families. The following issues related to communication and collaboration, as well as those dealing with more specific program and facility needs, are among the most important Continuum-Wide / General Gaps:

- **Interagency Collaboration:** There is widespread consensus that services and clients would benefit from improved communication among all youth and family serving agencies to enable each and all of these agencies to:
  - ⇒ Know what each does and what services each provides.
  - ⇒ Understand and work with each others' capacities, restrictions and limitations.
  - ⇒ Learn how agencies can best support each other in their work with clients they have in common.
  - ⇒ Coordinate treatments and services and/or link clients to appropriate providers.
  - ⇒ Reduce duplication of effort.
  - ⇒ Identify the people to contact in each agency when others have questions or issues; it would be very helpful if Probation, CPS, CWS, and CMH had access lists so line and supervisory personnel would know whom to call.

**UPDATE: Significant improvement at the manager level, but there is still work to be done at the line level. The Children's Alliance and the Solano County Interagency Collaborative have been good forums for sharing information/educating each other.**

- **Mental Health Service Collaboration and Information Sharing:** All partners agree that case planning should be collaborative, that information must be shared in order for all agencies involved in serving youth and their families to provide seamless, non-duplicative, appropriate interventions. To accomplish this:
  - ⇒ Probation Officers should be included in case planning with Seneca.

- ⇒ Consideration should be given to reintroducing the multidisciplinary team (MDT) model and even perhaps creating a comprehensive Children's Service MDT, including CMH, CPS, CWS, Probation and other necessary service providers. To maximize the effectiveness of the MDT model, look into billing requirements for MediCal eligible youth and for ways to provide services for youth who are not covered by MediCal. *[Marty Malin and Stephan Betz are looking into getting an MHSA patch for targeted case management.]*
- ⇒ Consider strategies to more consistently employ case conferencing, especially for users who are involved in multiple systems of care. It may be necessary to expand the scope and availability of the Interagency Committee and perhaps to create additional venues for case conferencing.
- ⇒ Consider developing a uniform release of information for all agencies; explore the feasibility and/or value of a standing order from the Juvenile Court to enable ongoing case conferencing as well as the unimpeded sharing of information and treatment plans.

**UPDATE: The use of SharePoint has been helpful for information sharing. Seneca now meets monthly with probation staff. Interagency Committee is now used not just for placement screening, but to discuss other types of cases to include those in need of TBS and North Bay Regional services. A uniform release of information was not implemented due to specific needs of Mental Health; however, the revised 241.1 W&I protocol has resolved issues for CWS and Probation.**

- **Assessment Issues:** Consider the feasibility of all agencies (CMH, CPS, CWS and Probation) using a common assessment tool or, as an alternative, develop ways to synchronize various agencies' assessments to reduce duplication of time and effort and to facilitate coordinated treatment and/or case plans.

Probation will be using JAIS, Mental Health uses CA LOCUS for assessment, CWS uses Structured Decision Making (SDM) for risks and needs and for those going to high levels of care there is a Level of Care assessment. This means that a youth and his/her family could go through at least three different assessments and end up with three or more different treatment plans; this is counterproductive and inefficient. A more streamlined assessment process and more unified case planning would be beneficial.

It would also be beneficial to assess youth for their educational needs and levels as well as for learning disabilities.

**UPDATE: Not implemented. The different tools being used are necessary as each is designed and validated for a specific population and purpose. Interagency Committee is used as a forum to coordinate treatment and/or case plans.**

- **Gender Specific / Gender Responsive Services:** There is a countywide and system wide need for programs focused specifically on girls because girls have different issues, different needs and different styles than boys and because best practices research consistently indicates that girls need targeted, gender responsive programming to successfully complete probation and/or reduce recidivism.

**UPDATE: Implemented Girls' Circle, an evidence based, gender specific program; the JAIS assessment tool is gender specific; Seneca provides a girls group; Girl Scouts provides programming at JDF.**

- **Vocational Services and Job Readiness:** Justice system youth, especially older youth, need help and hope related to entering the world of work; most are unprepared for finding and/or keeping employment; in addition to providing vocational services at the JDF, New Foundations, the system should reach out to the business community, trade unions and others to encourage their involvement with justice system youth.
  - ⇒ Seek to identify existing programs, services and/or funding streams that may be accessed by and for youth.
  - ⇒ Determine if the federally funded Workability Program for older youth with special education needs that helped them get and keep jobs still exists.

**UPDATE: Crossroads Job Readiness curriculum is being used. Minors who are eligible are referred to WIB. The Vallejo DRC has a leadership program with Fighting Back Partnership that includes tutoring and help with resumes. The California Connected by 25 Initiative (CC25I) includes employability skills and training; Chamber of Commerce has been involved.**

- **Courtroom(s) at the JDF:** Having a courtroom or rooms at the JDF would expedite judicial hearings while maintaining staff and youth safety.

**UPDATE: Not implemented due to lack of funding.**

- **Enhance Communication between Social Workers and Probation Officers:** Social workers and POs working with the same youth and/or family must be able to talk with each other about the cases they share. It would be very helpful to develop strategies to early on identify the PO and Social Worker on each case and ensure telephone or other direct contact between them. To this end, both departments might consider ways to convey clear expectations that POs and Social Workers will interact with, and be responsive to, one another about individual youth and families.

**UPDATE: Communication has improved. Probation Officers have access to CWS/CMS which is helpful in gathering background information on youth that enter the juvenile justice system. The System Improvement Plan (SIP), Peer Quality Case Review (PQCR) and County Self-Assessment (CSA) processes have improved communication. The 241.1 W&I process requires communication between social workers and probation officers. Interagency Committee also requires communication.**

- **Enhance Communication within the Probation Department:** Departmental efficiency and effectiveness would be enhanced were there more communication about the various divisions' and units' challenges and responsibilities and the important roles each play in the Department's accomplishing its mission. The Department should continue its efforts to build communication links between Field and Institution staffs and to ensure that each knows what the other does.

**UPDATE: JDF and field services staff have attended joint training. Managers attend/provide presentations at each others' meetings to share information on specific topics. CASE is being used by JDF staff. The department's Operational Plan for fiscal year 2012-2013 includes objectives related to improved collaboration between JDF and field services; there has been collaboration on Crossroads program implementation and ART.**

## **V. SOLANO COUNTY JUVENILE JUSTICE STRATEGY**

Despite substantial loss of funding, many of the parameters of the initial CMJJP and the 2008 Update continue to be viable and thus should be maintained. Solano County has been proactive in implementing evidence based strategies, establishing strong

collaborative relationships and developing needed programs and interventions both within and outside of the JJCPA funding mechanism. This approach has allowed many of the gaps identified in the 2008 plan to be addressed. Due to The reduction in Vehicle License Fees has had an impact on juvenile services. However, the partners are committed to continue to work together to maximize the impact of the remaining resources. Solano County will augment its service capacity as new opportunities become available.

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