

SANTA BARBARA COUNTY

SANTA BARBARA COUNTY COMPREHENSIVE MULTI-AGENCY JUVENILE JUSTICE PLAN



JUVENILE JUSTICE CRIME PREVENTION ACT & YOUTHFUL OFFENDER BLOCK GRANT (JJCPA-YOBG)

2018
CONSOLIDATED ANNUAL PLAN

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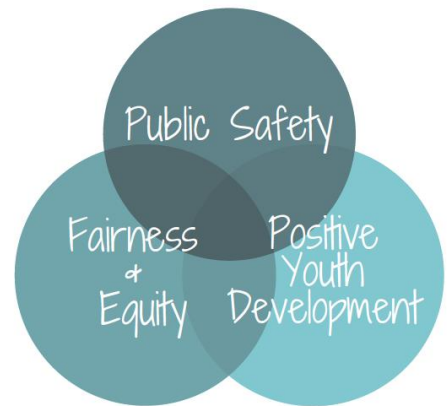
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INTRODUCTION

With the passing of the Juvenile Justice Crime Prevention Act (JJCPA) in 2000, California took the first step towards a sweeping reform of juvenile justice practices. In 2007, the Youthful Offender Block Grant (YOBG) further changed the landscape putting additional responsibilities on the counties to keep lower level offenders closer to home and closer to local support systems. Through these reform efforts, local jurisdictions have been provided funding to support initiatives and strategies that target juvenile crime and delinquency, juvenile offenders and at-risk youth.

The field of juvenile justice has continued to evolve since that time and has experienced numerous improvements over the past decade. Much has changed as the field has embraced evidence-based practices and focused on the delivery of treatment and other services to improve youth and system outcomes. Accurate and timely data have become a priority and are required to ensure interventions and operations reflect evidence-based practices and are aligned with rehabilitative goals.

In late 2017, the Probation Department began a local comprehensive juvenile data mining and county comparison review. Highlights of that effort will be shared throughout this document, including data attachments referencing trends and county comparison perspectives. This project has clearly revealed that in many realms, Santa Barbara County juvenile justice system of care has not kept step with state and other county trends and strategies. This year's plan will detail new strategies going forward that are innovative, strength-based and family focused, and will provide for a risk-need-responsivity (RNR) approach to all justice interventions improving the match between youth and specialized treatment services. While some strategies contain an existing framework from which to build, others are new endeavors requiring further development and collaboration. All are holistic and data-driven approaches focused on reducing recidivism, engaging families, and improving the resiliency of youth.



JUVENILE JUSTICE COORDINATING COUNCIL MEMBERS

Adam, Peter, 4th District Supervisor
Brown, William, Sheriff
DeLira, Steven, Family Service Agency
Dudley, Joyce, District Attorney
Frandsen, Jill, Council on Alcoholism and Drug Abuse
Garcia, Arthur, Juvenile Presiding Judge
Gleghorn, Alice Ph.D., Director, Department of Behavioral Wellness
Hamlin, Matt, Coast Valley Substance Abuse Treatment Center
Hansen, Phil, Santa Maria Police Chief
Heitman, Tanja, Chief Probation Officer (Chair)
Luhnow, Lori, Santa Barbara Police Chief
Macuga, Tracy, Public Defender
Matsuoka, Cary, Superintendent, Santa Barbara School District
McDonald, Trevor, Superintendent, Lompoc Unified School District
Miyasato, Mona, County Executive Officer
Nielson, Daniel, Director, Department of Social Services
Palera, Dominick, Chair, Juvenile Justice Delinquency Prevention Commission
Richardson, Mark, Ed.D, Superintendent, Santa Maria Joint Union High School District
Salcido, Susan, Superintendent, Santa Barbara County Education Office
Serrano, Saul, Community Action Commission
Sharkey, Jill, Ph.D., Associate Teaching Professor, University of California Santa Barbara
Walsh, Pat, Lompoc Police Chief
Wolf, Janet, 2nd District Supervisor

OVERVIEW

In an effort to encourage coordination and collaboration among the various local agencies serving at-risk youth and young offenders, the California Board of State and Community Corrections (BSCC) advises county Juvenile Justice Coordinating Councils (JJCC) to develop and modify the county's juvenile justice plan each year. The following pages will provide an overview of JJCPA and YOBG, a brief review of local data mining and county comparison efforts, goals and objectives for the coming year, strategies that are or will be deployed, and summaries of associated spending plans.

AB 1998 Consolidation

Assembly Bill (AB) 1998 combined reporting requirements for the JJCPA and the YOBG programs. As of January 1, 2018, counties may submit a consolidated annual plan describing the programs, placements, strategies, services, and system enhancements supported by either JJCPA or YOBG funding. This year, Santa Barbara County has merged its JJCPA and YOBG reporting into a single, consolidated comprehensive juvenile justice plan.

Juvenile Justice Crime Prevention Act (JJCPA)

JJCPA was created by the Crime Prevention Act of 2000 (Chapter 353) to provide a stable funding source for local juvenile justice programs aimed at curbing crime and delinquency among at-risk youth. This initiative involves a partnership between the State of California, 58 counties, and various community-based organizations to enhance public safety by reducing juvenile crime and delinquency.

State law requires that counties provide programs that have been demonstrated to be effective in reducing delinquency. Targeted interventions that have resulted in lower crime rates among juveniles state-wide include intensive family interventions, after-school programs for at-risk teens, gang and truancy prevention, job training and diversion programs.

Youthful Offender Block Grant (YOBG)

The Youthful Offender Block Grant (YOBG), sometimes known as "Juvenile Realignment," was enacted in 2007 by Senate Bill 81 (Chapter 175, Statutes of 2007) which reassigned from state to local jurisdictions control of the non-violent, non-serious, non-sexual offenders within California's juvenile justice system by precluding state commitments of youth not adjudicated for crimes listed under section 707(b) of the Welfare and Institutions Code. The program has three primary goals: to reduce the number of offenders in Department of Corrections and Rehabilitation's Division of Juvenile Justice (DJJ)

facilities, to reduce state costs for incarcerating lower level offenders, and to keep lower level offenders closer to home and local support systems.

In recognition of the increased county responsibilities for supervising and rehabilitating youthful offenders subject to SB 81, the state provides annual funding through the YOBG program. The amount allocated to each county is based on a statutorily defined formula that gives equal weight to a county’s juvenile population and the number of juvenile felony dispositions.

POPULATION

The number of youth supervised by Santa Barbara County Probation has decreased 19% from a high of 646 on June 30, 2017 to 529 on March 29, 2018. Through collaboration with all justice partners, effective strategies to positively impact this trend have been identified and deployed. More information regarding specific goals and objectives developed are available in the “Identifying and Prioritizing Focus Areas” of this document.

The majority of youth on supervision in Santa Barbara County are male (75%), Hispanic (80%) and between 15 and 18 years of age.



GENDER

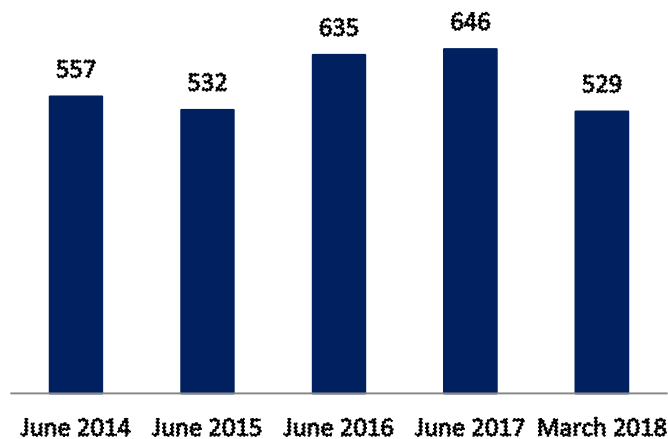
75% MALE
25% FEMALE



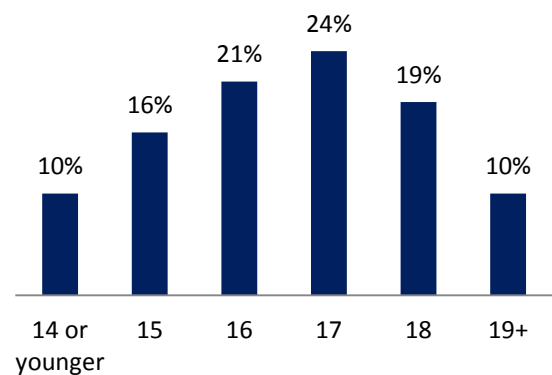
RACE

80% HISPANIC
12% WHITE
5% BLACK
3% OTHER

Total Supervised Juveniles



Age



ASSESSMENT OF EXISTING SERVICES

Santa Barbara County Probation Department embarked on a comprehensive county comparison/data mining and analysis process in August 2017. This process included comparing various data elements of our local juvenile justice system with four other counties selected for proximity, demographic similarity and progressive practices. Additionally, the project encompassed a comprehensive review of all 597 youth who, at the time (August 31, 2017) were under supervision of the Department. The following project categories were reviewed:

- [Trends](#) - general arrest trends within the County and population projections for those aged 10-17
- [Referrals to Probation](#) - incoming law enforcement referrals to probation
- [Juvenile Supervision Types](#) - total number of juveniles supervised by Probation and use of diversionary supervision options locally as well as with comparison counties
- [Juvenile Institutions](#) - broad juvenile incarceration trends statewide, within Santa Barbara County and between comparison counties
- [Juvenile Placement](#) - placement trends locally within Santa Barbara County as well as with comparison counties



Comparative Data Collection and Data Mining Analysis Summary

- Juvenile arrests statewide continue to trend down; Santa Barbara County has trended up since 2015
- Comparison counties have significantly less youth under probation supervision
- Local youth are twice as likely to be under some type of probation supervision than those in border counties

- Santa Barbara County has a much higher rate of youth under Court wardship for misdemeanor offenses when contrasted with comparison counties
- Utilization of juvenile institutions statewide continues to trend down; Santa Barbara County custody population has been significantly higher than comparison counties
- Santa Barbara County has higher rates of youth in group home placements
- Comparison counties predominately utilized diversion options for youth, while 87% of youth under Probation supervision in Santa Barbara County were delinquent wards of the court with only 13% supervised under some form of diversion option

IDENTIFYING AND PRIORITIZING FOCUS AREAS

The JJCC remains committed to promoting public safety and improving the quality of life for the youth and families that come in contact with the juvenile justice system. To guide their efforts the following goals and objectives have been developed.

◀ goals ▶

- Promote public safety and reduce juvenile delinquency by developing individual responsibility and accountability.
- Deploy individualized responses based on assessment of needs and risks through the use of an evidence-based tool that is both culturally informed and gender responsive.
- Utilize data, decision-point analysis, to ensure long-term reform, detecting disparate treatment and eliminating inequity.
- Embrace and nurture collaboration, shared accountability, and increased community and family engagement.
- Utilize confinement only when necessary for public safety.
- Provide evidence-based effective alternatives to detention.

◀ objectives ▶

- Select and begin implementation of a juvenile evidence-based risk & needs assessment tool that consistently and reliably measures risk of re-offense and assesses criminogenic needs by July 1, 2018.
- Increase the use of diversion opportunities on low and medium risk youth to ensure they receive appropriate interventions from 17% of the supervised population to 25%.
- Develop an inventory of local programs utilized by justice-involved youth and determine if current interventions are evidence-based and effectively address criminogenic needs while building on strengths and protective factors.
- Limit incarceration predominately for high risk youth that are contemporaneously presenting as a risk to the community.
- Maximize potential success of interventions through the use of a RNR model of probation supervision that increases the use of incentives and limits the use of incarceration.
- Provide training to internal and external staff and stakeholders regarding innovative approaches and latest research and evidence-based strategies.
- Through the use of the juvenile risk and needs assessment tool, avoid exposure of low and medium risk youth to higher risk youth or intensive interventions that may negatively impact their protective factors.

JUVENILE JUSTICE STRATEGIES

Risk and Needs Assessment Tool

Risk and needs assessments are standardized tools that help practitioners collect and synthesize information about a youth to estimate that youth's risks of recidivism and identify other factors that, if treated and changed, can reduce the youth's likelihood of reoffending. Risk and needs assessments are not only designed to inform and guide decisions about estimating a juvenile's risk of recidivating. They are also helpful when creating case plans for appropriate treatment or services. They allow juvenile justice professionals and practitioners to classify offenders and target limited resources to juveniles who may need intensive supervision and services. The risk factors have generally been shown through research to be strongly associated with the likelihood that an individual will recidivate or continue to exhibit problem behavior.

Risk and needs assessments generally consist of two components. The risk assessment provides a way to predict the likelihood of recidivism of the youth. Recidivism is generally defined as future contact with the justice system – when the youth commits

additional criminal or delinquent acts that come to the attention of law enforcement or other justice system personnel, such as a probation officer. The needs assessment identifies factors about the youth that can be changed through individualized treatment or programming to reduce the likelihood that the youth will reoffend. Risk and needs assessment instruments generally consider static and/or dynamic risk factors (criminogenic needs factors) to determine a risk score or risk level classification.

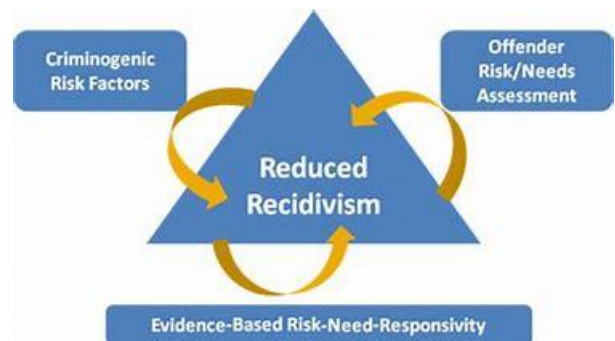
Risk and needs assessments can be used at various stages in the juvenile justice system, including diversion, adjudication, and disposition. However, the categorization of risk will depend on the stage in the system. For example, a risk/needs assessment administered when the youth first enters the justice system (at arrest or intake) can gauge whether the youth is appropriate for diversion programming, whereas an assessment administered at disposition may guide a judge’s decision at disposition to order the youth to out-of-home placement or a community-based alternative.



Locally, the Probation Department will be selecting and implementing a new tool that will consistently and reliably measure risk of re-offense and assesses criminogenic needs. This tool will be gender responsive, have cross-cultural application, and will measure a youth’s and family’s strengths and protective factors. At the intake phase, it will help guide the utilization of diversion opportunities on low and medium risk youth to ensure they receive appropriate interventions, and that their risk is not elevated through extended contact with higher risk youth. It will also assist probation officers in identifying the individual’s needs, strengths, barriers, and incentives. This information help guide the selection of the most appropriate goals for a youth and to develop an effective case management plan.

Risk-Needs-Responsivity Model (RNR)

The RNR principles are a set of research-based guiding principles that, when implemented correctly, can help reduce reoffending and violations of probation. RNR principles can assist policymakers, administrators, and practitioners determine how to allocate resources, deliver services, and provide the right people with the right supports and services in order to have the greatest impact on recidivism and public safety.



- **Risk principal**
Match the level of service to the youth’s risk to reoffend, reserving the higher treatment doses and intensive supervision for those at highest risk to reoffend.
- **Need Principal**
Assess each youth for known criminogenic needs and target treatment based on the most salient needs.
- **Responsivity Principal**
Matching youth to interventions tailored to their unique characteristics and learning style improve engagement and facilitate meaningful change. Responsivity factors can include gender, language, race and ethnicity, mental illness, and trauma among others.

Successful application of these RNR principles recognizes that workloads must be commensurate to a youth’s risk level so as to allow officers to differentiate the type and amount of supervision applied.

Evidence-Based Interventions

Strategies for impacting juvenile crime and delinquency require the use of evidence-based treatment programs, services, and interventions that target delinquency across a broad spectrum and tailor services to the individual and families. In the coming year, resources will be directed towards services that target those needs most likely to reduce reoffending. Interventions for youth will be cognitive behavioral in design and will teach youth basic problem-solving skills; skills in emotional regulation; social skills; conflict management and negotiation skills; social perspective-taking; and the prosocial values, attitudes and beliefs that underlie prosocial competence.



Evidence-based interventions for families will also be a targeted investment in the coming year. Services will be geared toward keeping youth in the home and will minimize the need for detention or placement, and will involve parents, family members, and other important persons in a youth’s life. Program outcomes will be measured to insure program fidelity and assure program effectiveness and provider participation in the Probation Department’s Quality Assurance Committee will be encouraged. Many of these efforts will be collaborative in nature and rely on the expertise found in specific agencies and providers.

Reducing Racial and Ethnic Disparities (R.E.D)

Santa Barbara County is currently in the fourth and final year of funding from the R.E.D. grant administered by the Board of State and Community Corrections (BSCC). Throughout this effort, Santa Barbara County has focused on a systemic approach to studying and addressing disparities in several juvenile serving agencies. Grant funding has allowed for the review of discipline policies and practices in all major high school districts in the county and is currently allowing for the study of the potential correlation between kindergarten readiness, high school discipline reports and involvement in the juvenile justice system through collaboration with the University of California, Santa Barbara (UCSB).

In addition, UCSB has also collected and analyzed referral and treatment data from the Departments of Behavioral Wellness and Social Services to determine if youth of color are disproportionately diagnosed with specific disorders or removed from their homes by Child Protective Services. Together with those agencies, UCSB is developing action plans customized to their services, to reduce the disparities.

Through the review and analysis of data collected, the Probation Department has developed and implemented new processes and instruments to assist in reducing the apparent disproportionality found within systemic interactions with youth. A “purpose of detention” statement and booking criteria, in addition to a new juvenile hall intake assessment tool have been developed and implemented. These tools allow for increased objectivity and reduce inherent biases. Also, an incentive and sanctions matrix is being developed to assist supervision officers to address behaviors in the community in lieu of incarceration unless community safety issues are present.

Commercially Sexually Exploited Children

Senate Bill 855 (2014) directs child welfare agencies to take a lead role in addressing the needs of youth identified as being involved in human trafficking. The legislation mandates how child welfare and other specified agencies, including Probation, law enforcement, and mental health professionals, are to collaborate to address the myriad of needs of these trafficked youth.

Locally, Child Welfare Services (CWS) has spearheaded efforts to implement a local interagency protocol to describe how various agencies will take action to address the immediate and long-term needs of trafficked youth. The Department of Behavioral Wellness uses grant funds to provide direct services to victims of human trafficking, including juvenile justice system involved youth. The program, Resiliency Interventions in Sexual Exploitation, or RISE, maintains a location in the North County where it provides counseling, referrals, and guidance for youth involved in trafficking.

Additionally, the District Attorney's Office (DA) created a specialty court in the North County for trafficked youth. The program, Helping Achieve Resiliency in Treatment, or HART, seeks to identify youth involved in or at risk of becoming involved in trafficking and have their needs addressed in a collaborative court environment. The HART team meets regularly to staff cases in a cross-discipline setting, and works to identify community resources that may best serve the needs of a particular youth. Youth in the HART program appear every other week before the juvenile court to discuss their needs, progress, and the course of their case.

The DA also chairs a task force on human trafficking that seeks to coordinate local efforts, identify resources, share strategies, and describe the efforts of various agencies in treating survivors and pursuing traffickers. The task force consists of law enforcement agencies, mental health and treatment providers, community-based organization, CWS and other child serving organizations, crisis center personnel, and victim advocates. Probation participates in the HART Court and the task force, and regular refers youth to the RISE program.

FUNDED PROGRAMS, STRATEGIES AND/OR SYSTEM ENHANCEMENTS

Implementation of Evidence-Based Risks and Needs Assessment Tool

Through the selection and implementation of a new tool in the coming fiscal year, risk of re-offense and assessment of criminogenic needs will be consistently and reliably measured. This will drive an individualized case plan which will guide service linkage and supervision strategies. This tool will be gender responsive, have cross-cultural application, and will measure a youth's and family's strengths and protective factors. It will help guide the utilization of diversion opportunities on low and medium risk youth to ensure they receive appropriate interventions, and that their risk is not elevated through extended contact with higher risk youth. It will also assist probation officers in identifying the youth's needs, strengths, barriers, and incentives.

Department of Behavioral Wellness (BeWell) – Assessment & Aftercare

Two mental health practitioners will provide services for youth and families based on referrals from Deputy Probation Officers (DPOs) for youth who pending adjudication with the Court, under supervision with a field office, or are in the institutions and entering the reentry phase. Clinical Activities include the following:

Clinical Activities:

- **Assessments:** Practitioners conduct *Brief Mental Health Assessments* and *JJCPA Service Needs Assessments*. As the name implies, the former is a quicker assessment that generally entails a file review and clinical interview of the youth; this is more suitable for youth who present with more mild behavioral health difficulties. The latter form of assessment is more in-depth and reserved for youth who have not previously been assessed or treated or whom appear to experience a greater degree of symptoms and impairment. The Practitioners provide reports of these assessments to the referring DPOs. In addition, youth will be assessed to determine medical necessity and suitability for treatment at BeWell clinics or through community providers.
- **Engagement and Linkage:** Since justice-involved youth tend to not perceive themselves as experiencing behavioral health problems, they are less likely to pursue treatment on their own. It is often necessary to engage them in a gradual, non-threatening manner to help them identify their problems and understand how they might benefit from treatment. Practitioners achieve this in institutional settings, where they get can develop a rapport and a level of trust, and this is conducive to linkage activities with the youth post-release. They work closely with the youth, their families, their BeWell clinic counterparts and community service providers to facilitate follow through on treatment referrals.
- **Treatment:** Practitioners provide short term treatment, sometimes starting when the youth are still in Los Prietos Boys Camp or Santa Maria Juvenile Hall, to provide a bridge until the youth can connect with a longer term care provider in a BeWell clinic or other community program. For some youth, the short term treatment is sufficient but others will require longer term treatment which can include individual and/or family psychotherapy

RNR Community Supervision Model

Through deployment of an RNR model in Fiscal Year (FY) 18/19, supervision caseloads will be restructured to incorporate a differentiated approach as informed by the new risk and needs instrument. Resources will be concentrated on the youth that present with the highest need and risk to reoffend and will result in smaller ratio of officer to youth for those caseloads. Additionally, youth presenting as a low or medium risk/need will be on larger caseloads, with a focus on the utilization of diversion and an increased reliance on one time intervention referrals and/or sanctions.

RNR principles are significantly amplified by practitioners skilled in techniques proven to influence youth to change behavior. Motivational Interviewing (MI) is an evidence-based program designed to enhance intrinsic motivation. To realize the full benefit of MI, the Probation Department has committed to a program that incorporates and emphasizes the consistent use of MI techniques through adequate officer training, fidelity and quality assurance.

Evidence-Based Treatment Interventions

In the coming fiscal year, the following treatment interventions that have demonstrated outcomes in reducing risk and need will be implemented:

- **Family focused interventions** such as *“Strengthening Families”* and *“Family Behavioral Therapy”*, which have been found to reduce depression, increase parents' "satisfaction" with adolescents, reduce adult alcohol use, and reduce illicit drug use for both adolescents and adults will be provided.
- **Cognitive-behavioral treatment (CBT) programs** for teaching the cognitive skills, social skills and values such as *“Reasoning and Rehabilitation for Youth 2 (R&R2)”*. This intervention is designed for 13-16 year old youth who are under supervision of juvenile justice agencies that are developing patterns of anti-social behavior which involve risk-taking, opposition to adult values and/or persistent antisocial or offending behavior.
- **Gender-Specific CBT programs**, specifically *“R&R2 for Girls and Young Women”* which was designed for girls and young women whose antisocial or "at risk" behavior has led to their coming to the attention of, social service agencies, psychiatric hospitals, or criminal justice agencies. It is a multifaceted cognitive behavioral group program designed to help individuals with low self-esteem,

low self-efficacy and low self-motivation develop prosocial competence by training them in cognitive, emotional and behavioral skills.

- **El Joven Noble**, a trauma informed culturally sensitive program that aids in comprehensive character development that supports and guides youth through their “rites of passage” process while focusing on violence prevention and intervention.
- **Mentoring** for high risk youth through a community based organization to provide support, increase resiliency and has demonstrated positive effect in the reduction of alcohol and drug use, academic failure, teenage pregnancy, and gang violence.
- **Moral Reconnection Therapy** (MRT) to decrease substance abuse and recidivism among youth by increasing moral reasoning. MRT is systematic and implements a cognitive-behavioral approach, which positively addresses an adolescent’s ego, social, moral, and positive behavioral growth.
- **Juvenile Offender Support Funds** for additional educational or vocational needs and to incentivize reaching case plan milestones. Youth returning to the community from DJJ will receive priority.
- **Sex Offender Treatment** to provide outpatient treatment for those youth assessed as appropriate to remain in their homes and under community supervision.

STRATEGY FOR NON-707(B) WIC OFFENDERS

The aforementioned strategies including the utilization of risk and needs assessment tools, RNR approaches to supervision, diversion of lower risked youth and evidence-based treatment interventions, will be implemented for youthful offenders who are not eligible for a commitment to the Division of Juvenile Facilities for crimes not designated under section 707(b) of the Welfare & Institutions Code.

REGIONAL AGREEMENTS

At times, throughout the state, counties may be required to consolidate or leverage resources to address gaps in services or limitations with available funding. Currently, in Santa Barbara County there are no regional agreements with any other jurisdiction.

INFORMATION SHARING AND DATA COLLECTION

Data are used to assess program performance, explore the drivers of Santa Barbara County local trends and assist in decision-making. These data are nearly exclusively contained in the Probation Department's case management system. Data are used internally for a variety of purposes including research, resource management, and trend analysis and also for a variety of external purposes by the Department and other organizations. These include informing committees such as the JJCC or the Board of Supervisors about current trends, as well as community-based organizations that use the data to respond to grant requirements or support their mission statement.

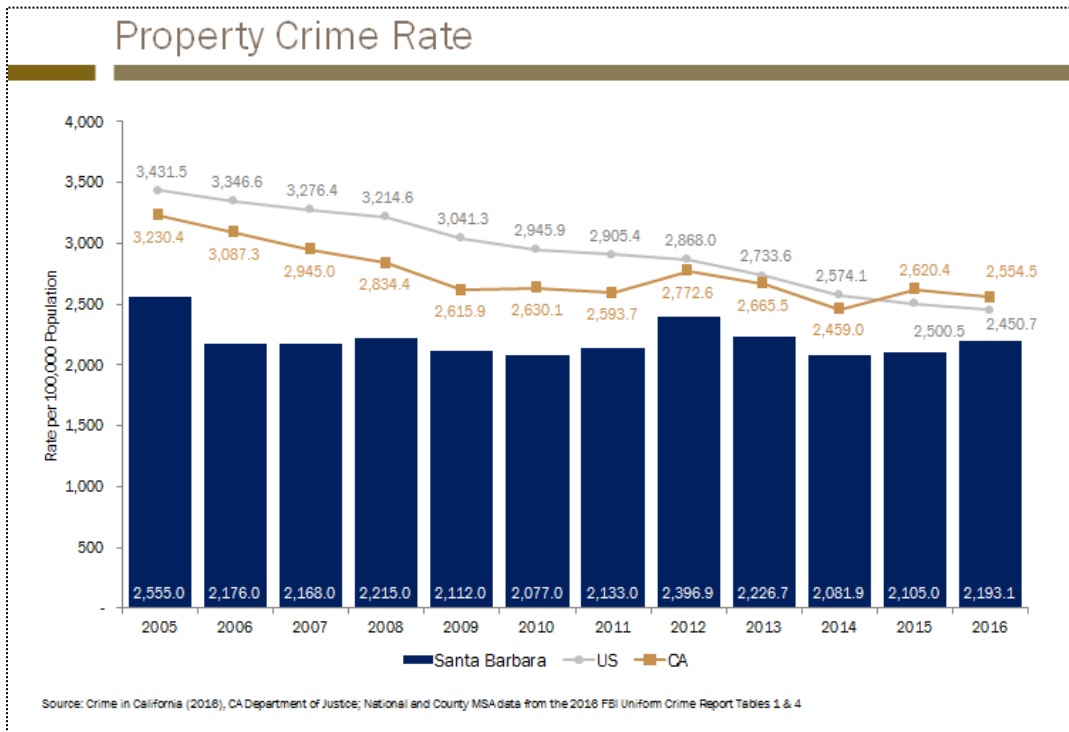
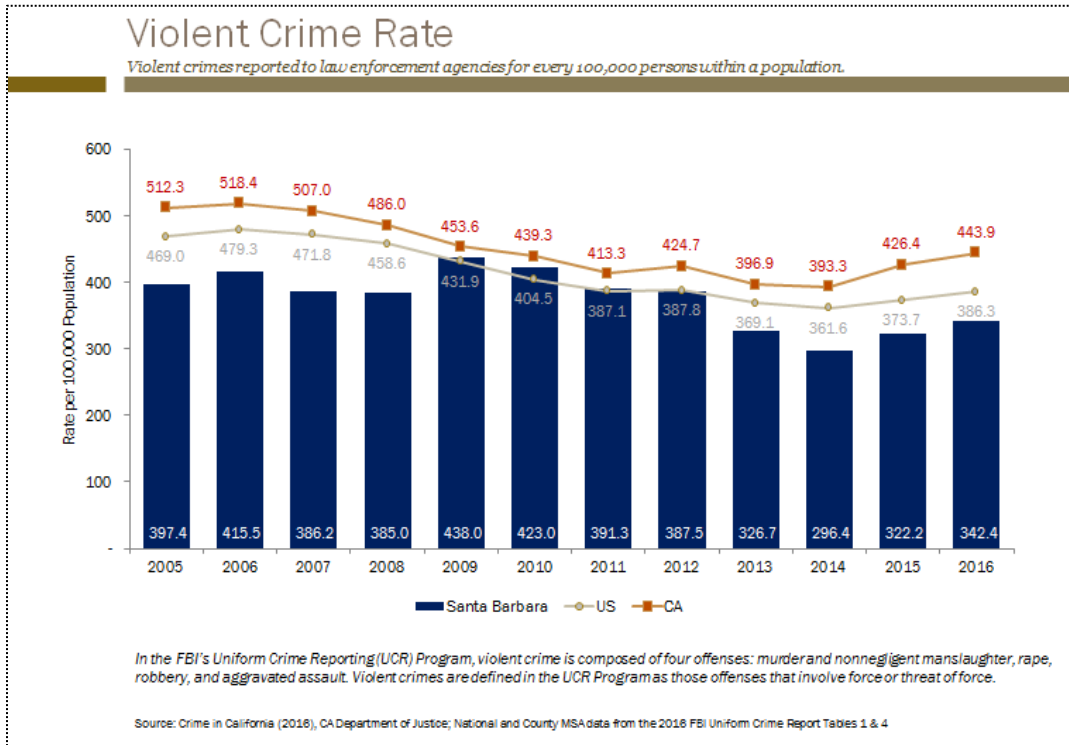
CLOSING

In response to the thorough data mining and county comparison effort, much needed changes were identified and strategies, some currently deployed and some to be advanced in the coming year, were identified. These exciting and responsive efforts and new ventures have been summarized in this plan and will serve as a compass going forward. Through the delivery of evidence-based interventions, the deployment of a risk-needs-responsivity approach to community supervision, and through the increased utilization of diversionary strategies, we have relied on a shared interest in public safety and a strong framework of collaboration to provide a comprehensive and balanced juvenile justice plan. This investment in the justice-involved youth of Santa Barbara County is an investment in our future.

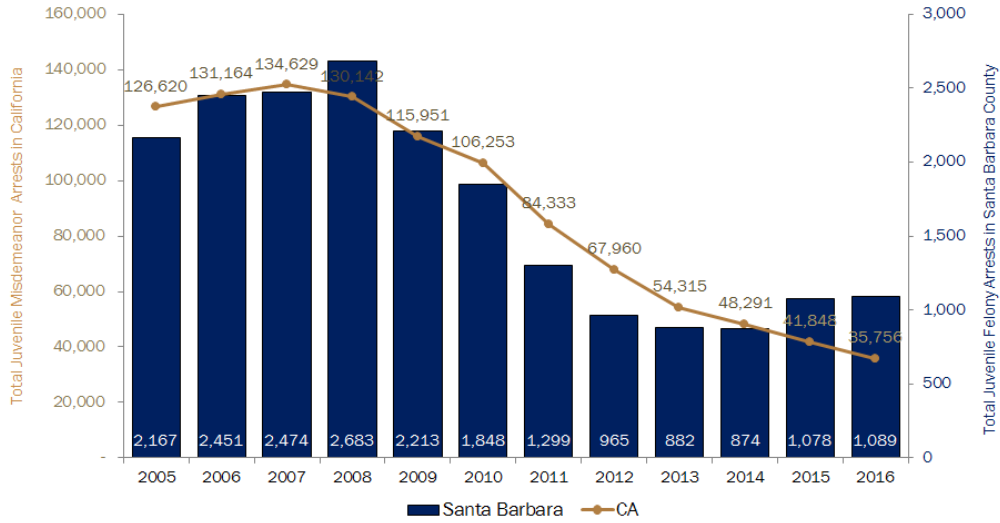
“Unless someone like you cares a whole lot. Nothing is going to get better. It’s not.”

Dr. Seuss

ATTACHMENTS

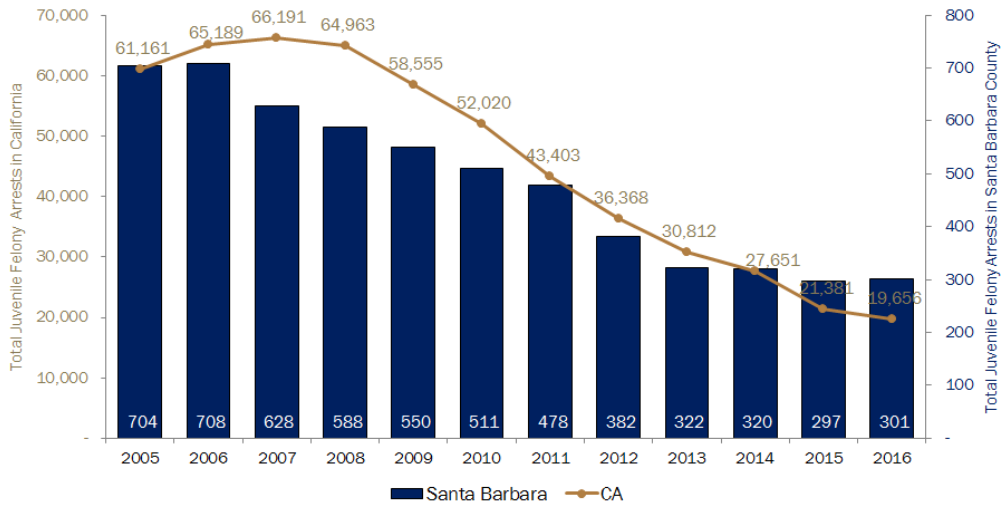


Total Juvenile Misdemeanor Arrests



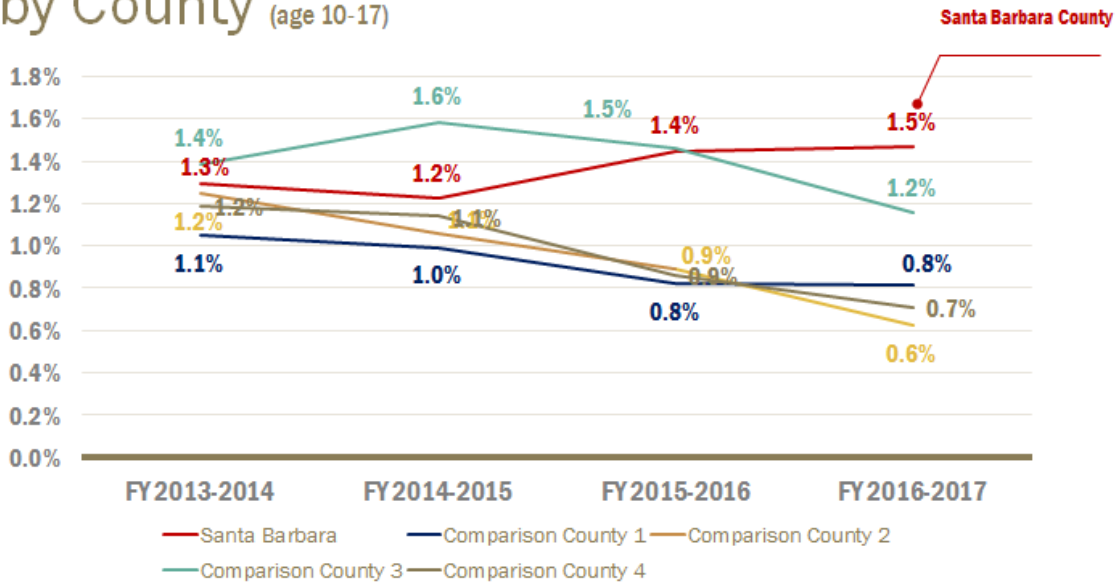
Source: Crime in California (2016), CA Department of Justice; County data provided by the CA DOJ Criminal Justice Statistics Center "Open Justice"

Total Juvenile Felony Arrests



Source: Crime in California (2016), CA Department of Justice; County data provided by the CA DOJ Criminal Justice Statistics Center

Percent of Juveniles Supervised by County (age 10-17)



July 2016 - March 2018

Santa Barbara County Probation Placement Breakdown by Gender

