PROGRAMS AT SONOMA COUNTY DETENTION FACILITIES "A SOCIETY CAN BE JUDGED BASED ON HOW IT TREATS ITS PRISONERS." (F.Dostoyevsky)

SUMMARY

The California Penal Code Section 919(b) mandates that the County Civil Grand Jury conduct an annual inspection of detention facilities within their jurisdiction. In Sonoma County, four facilities fall within this mandate. Inspecting the four facilities made the Civil Grand Jury aware of the many programs utilized at both the adult and juvenile detention facilities. These programs provide an effective means to prepare residents for integration back into the community under the supervision of their respective Probation Departments. The Civil Grand Jury decided to investigate these programs to understand how they are selected, implemented, administered, and monitored for effectiveness.

The Civil Grand Jury found that development of the programs incorporate Evidence-Based Practices (EBP). These practices are the result of demonstrable scientific research and are the basis for supervision policies and procedures. The goal of EBP is to reduce the possibility of re-offense (recidivism). Sonoma County has incorporated EBP into the criminal justice system over the past ten years and has been collecting data on recidivism.

The Sonoma County Probation Department is conducting an analysis of the collected data on recidivism through a contracted service provider. The report of the analysis is due in the summer of 2017.

Our investigation found that mental illness is one of the causes of criminal behavior, especially in the adult populations. The resources necessary to implement additional psychological screening and effective treatment of this health issue are being addressed by the Probation Department. This approach requires increased funding.

BACKGROUND

This is a self-initiated report pursuant to our mandate to inspect detention facilities. The Civil Grand Jury did not receive complaints of misconduct or abuse in the detention facilities during the present term.

In Sonoma County, four facilities fall within this mandate; the Main Adult Detention Facility (MADF), the North County Detention Facility (NCDF), the Juvenile Justice Center (JJC), and the Juvenile Probation Camp (JPC). The Sheriff's Office administers the MADF and NCDF, and County Probation administers the JJC and JPC. Each facility is unique as to the level of supervision provided and programs offered. This report will give insight as to how Evidence-Based Practices (EBP) programs reduce recidivism rates. Recidivism is the tendency of a convicted criminal to reoffend. This report will also highlight what some of these programs provide, who provides them, and how successful they are in changing the attitudes and behavior of those taking advantage of them.

METHODOLOGY

The Civil Grand Jury inspected all four Sonoma County detention facilities and met with senior staff and managers from MADF, NCDF, JJC, JPC, and the County Probation Department. We met with Community Based Program (CBP) senior staff and volunteers who implement some of these programs. The Civil Grand Jury researched documentation and reports on Evidence-Based Practices and recidivism.

DISCUSSION

Facilities

Main Adult Detention Facility (MADF) is located in Santa Rosa adjacent to the Hall of Justice Complex. It is a medium/maximum-security jail which houses both pre-trial and sentenced inmates. Administered by the Sheriff's Department, MADF operates on a supervision model for inmate management that encourages officer contact with the inmates to foster trust and rapport.

North County Detention Facility (NCDF) is located adjacent to the Sonoma County Airport. It houses low-risk, adult male inmates and is administered by the Sheriff's Department. Inmates, employed in the Horticultural Program at the facility, sell plants to the public making that program self-supporting. Some inmates work at the Sonoma County Fairgrounds, on road crews, or serve weekends on the Probation Department Work Release Program.

<u>Juvenile Justice Center (JJC)</u> administered by the Probation Department, is located in Santa Rosa off Highway 12 near Kenwood. Built in December of 2005, it houses the detention facility, classrooms, juvenile courts, and administration. There are also offices for probation, and the district attorney. The JJC also has facilities for staff use, health care activities, and a library.

Juvenile Probation Camp (JPC), administered by the Probation Department, is located in Forestville. This unique minimum-security facility can house up to 24 selected residents considered at high risk to reoffend. There were nine residents at the time of our inspection. Residents in this facility have an opportunity to learn the consequences of misdeeds and take personal responsibility for their actions. In order to make best use of the camp and defray costs, there are plans to modify the conditions under which a younger resident may qualify for the program and to contract with other regional juvenile facilities which don't have this type of program, in order to make best use of the camp and defray costs. The table below provides additional information on the detention facilities as noted at the time of the inspection by the Civil Grand Jury.

Facility	MADF	NCDF	JIC	JPC
Maximum Capacity	918	557	120	24
Population at Writing	740	237	61	9
Percent Capacity (%)	81	43	51	38
Risk Level*	Medium/Maximum	Low	Various	High
Resident Time Interval	Long Term	Short Term	Various	6-8 months
Age (Gender)	Adult (M/F)	Adult (M)	12-19 years (M/F)	16-18 years (M)
Cell Type	Individual/Share	Dormitory	Individual/Share	Dormitory

TABLE 1: Inspection of Detention Facilities

* Risk level based upon the probability to reoffend

Programs At A Glance

MADF and NCDF offer over 100 classes and programs per week. They include classroom, in-module instruction, independent study, and correspondence courses. As of this writing, MADF has 588 inmates and NCDF has 251 involved in these voluntary programs. These numbers include inmates enrolled in more than one class. The following is just a small sample of programs offered:

- <u>Starting Point Drug and Alcohol Rehabilitation</u> 100-260 hours of intensive education and evidence-based treatment, depending on the risk to reoffend.
- <u>PATHS</u> a 10-week collaborative program that provides custody interventions and programming for inmates with mental health issues. Services partnering with County Agencies provide the instructors.
- <u>Service Dog Training Program -</u> The Sheriff's Office partnered with Bergin University to create a new service dog program at the NCDF. Service dogs live and train at the detention facility full time, under the care and guidance of inmate handlers. To participate in service dog training, an inmate must first complete other programs. They then must complete Bergin's handler program. Bergin University provides the free program training and the dogs. The handlers develop a sense of pride and accomplishment, some having never experienced owning a pet and the responsibility for another living creature. Recipients of the dogs are individuals with a wide range of physical or mental limitations. This Committee attended the most recent graduation and found the resident trainers' commitment to the program was extraordinary.
- Basic Education/Reading/Writing-GED Preparation, provided by Sonoma County Office of Education (SCOE).
- Aggression Replacement Therapy.
- Job and Life Skills.

- Parenting Skills.
- Anger Management/Nonviolent Communication.
- Jail Industries Agriculture and Horticulture Program at NCDF.

The Sonoma County Sheriff's Office contracts with a number of partners, including community-based organizations, to provide additional programs such as:

- <u>Child Parenting Institute -</u> Parenting, Life Skills, and Anger Management.
- <u>Goodwill Industries -</u> Employment, Job, and Life Skills.
- Friends Outside Inmate and Family Support Services.
- <u>DHS-</u>AOD Alcohol and Other Drug Services, a division of The County Health Services Department.

The Sheriff's Office has contracted with Edovo to supply programmed tablets to inmates who cannot attend classes. These tablets provide access to education and self-improvement courses. The programming made available is evidence-based and aimed at reducing recidivism. The inmate is rewarded points for time spent on the program. Those points may be used to access movies, music, and educational games on the tablets. The inmate can complete the program when released from detention by accessing EdovoPro programming at any public library or Probation Department reporting center. The Office is leasing 480 tablet computers at MADF and 120 at NCDF.

The JJC offers 22 programs, some of which are required. The Probation Department evaluates and assigns a Resident Case Plan to all youth who enter the Juvenile Justice System. This plan covers the specifics of the resident's personal information, family interactions, mental health & development evaluation, current goals, and a Criminogenic Needs/Risk Factor (see Glossary). The Plan identifies Juvenile Hall and Probation Services programs that are required for each resident. The staff continually reassesses the youth's progress during their time at the facility. Some of the programs provided are:

- <u>Boys and Girls Club</u> programs are offered to incarcerated youth in areas such as Character & Leadership, Academic Success, Health & Life Skills, the Arts, and Sports & Fitness. These are designed to assist them on the path to academic success, to encourage them to live healthy lifestyles, and to demonstrate strong moral character.
- <u>Verity</u> is a Sonoma County Rape Crisis, Trauma, and Healing Center. It has been serving the County for over 40 years, starting out as the Rape Crisis Hotline Service. A rape crisis hotline is mandated in every county of every state. Verity's breadth of service has grown to provide prevention, advocacy, education, group, and individual counseling, and has contracted with the Probation Department to offer several programs in the Juvenile Hall. Verity is always available and accessible to all residents of the County detention facilities.

- <u>The Book Club</u> is operated by volunteers; the club opened in 1999. It houses a collection of 8,000 books acquired by donations. The collection includes Spanish and English language titles. Many of the teens read their first book at this library. The important mission of the library in the juvenile justice facility is to provide reading material at various reading levels for pleasure and education.
- <u>Friendly Visitors</u> is a volunteer program. Volunteers visit young individuals who have no visitors. The volunteers provide positive and caring role models. They help the young person see there can be a positive future for them as they talk about their goals and dreams. A key element to building self-esteem is learning that they do matter and that their behavior is of importance.
- <u>Aggression Replacement Training</u> is known as Quest for boys and Odyssey for girls. This cognitive behavioral intervention training addresses anger control, moral reasoning, and social skills.
- Educational services, such as GED test training and college level courses
- Drug and alcohol education and individual counseling

(See Program and Providers spreadsheet in Appendix A.)

JPC provides 17 programs, some of which are the same as those available at the JJC. The camp residents are all male youth, ages 16-18 years, who are considered at high risk to reoffend. After the resident's evaluation, a Resident Case Plan is developed and assigned.

The Probation Camp offers both vocational and culinary work readiness programs. Residents manufacture camp BBQs, picnic tables, benches, food lockers, and display cases at the facility. Proceeds from sales of the products go back into the program with a small amount going to the residents as pay for the work. The Probation Department disperses the resident's pay as part of the restitution required by the court, if applicable. The Culinary Program teaches residents cooking, baking, and catering skills, leading towards an Employee Skills Competency Certificate in Food Service, and a California Food Handlers Certificate. The Sonoma County Office of Education provides services to help residents obtain a GED or high school diploma, and junior college preparation. Special Education Services are also available.

Family involvement is critical in order for residents to succeed. An integral part of the program is participation in individual and family counseling, as well as drug and alcohol counseling through certified counselors.

The residents may take field trips, funded by a trust and individual donations, which expose them to unfamiliar experiences. These experiences help develop their understanding of the world around them. This understanding will help them fit in and participate in the larger community.

Community-Based Programs

After release, some of the partners that interact with the Probation Department to help serve juveniles in the overall community include:

- <u>Social Advocates for Youth</u> provides career services such as Clean Slate (tattoo removal), GED/HS credit recovery, job readiness workshops, and vocational training.
- <u>West County Community Services</u>, in partnership with the Sonoma County Human Services, offers education and employment assistance to youth aged 16-24 years.
- <u>Petaluma People Services Center</u> provides employment and training for adults and youth, counseling for families and individuals, and drug and alcohol prevention for at-risk youth.
- Additional partners, such as Job Link, Youth Link, and Vista are also involved.

Evidence-Based Practices Defined

Evidence-Based Practices (EBP) are "supervision policies, procedures, programs, and practices demonstrated by scientific research to reduce recidivism among individuals under probation, parole, or post-release supervision." (Penal Code § 1229(d).)

EBP come from professional practice supported by best research evidence from rigorous evaluation (i.e., use of control groups), replicated in multiple studies, and has been subjected to systematic review (meta-analysis). It reflects two decades of legitimate scientific research.

The Basis for the Programs

EBP were developed as a tool to allow the Probation Department to allocate limited resources where they will be most effective. Full implementation of EBP increases public safety by reducing recidivism.

The goal of evidence-based probation supervision is to reduce the risk of recidivism by facilitating pro-social changes in probationer attitudes and behaviors, not just effective apprehension upon probation failure. Focus on helping those persons on the cusp of failure can produce substantial savings, reduce recidivism, and improve public safety. The challenge is to manage probation resources so that the individuals who need assistance get the support and services they need.

Principles of Evidence-Based Practices

The application of EBP primarily depends on the intersection of three principle variables:

1. The Risk Principle: Who is to receive services through probation?

- 2. The Needs Principle: What are the factors that drive a particular criminal conduct?
- 3. Treatment Principle: What does and does not work in achieving the goal of reducing recidivism?

The criminal justice system has developed a Criminogenic Needs/Risk Factor assessment tool, used when dealing with adult and especially youth offenders. The criminal justice system commissioned a criminogenic study of specific needs factors, to habilitate criminal offenders and achieve lower recidivism rates. Listed below are the dynamic risk factors (criminogenic needs) in their approximate order of importance.

- 1. Anti-social /attitudes
- 2. Anti-social friends and peers
- 3. Anti-social personality pattern
- 4. Family and /or marital factors
- 5. Substance abuse
- 6. Education
- 7. Employment
- 8. Anti-social leisure activities

The Probation Department has identified the top four criminogenic needs as the most important to address for both adult and juvenile offenders.

Implementation of Evidence-Based Practices

A primary criterion for identifying a program to meet a specific need is to determine if the program is evidenced-based. Evidenced-based programs insure that if the program is properly implemented, has the personnel in place to support the program, has the proper follow up, and is properly managed, then success will fall into place.

The Probation Department received a \$244,617 grant from the Board of State and Community Corrections to evaluate Juvenile Probation services, including Juvenile Hall and Probation Camp. The project took place over a two-year period ending in December of 2015. The evaluation reviewed the effectiveness of implementing programs and services, and the outcome of those programs and services. Some funds were set aside to make needed improvements in data systems.

The evaluation measured the following:

- How well probation addressed factors associated with delinquent behavior
- Youth engagement and satisfaction
- Use of specific practices such as motivational interviewing
- Probation Department's capability of implementing EBP

The staff from Juvenile Probation, Juvenile Hall, and Juvenile Camp, together with the research consultant EMT Associates, developed a comprehensive set of recommendations for improvement. The Probation Department is in the process of implementing these recommendations.

After a Youth Enters the Juvenile Justice System

A Positive Achievement Change Tool (PACT) is an evidence-based risk/needs assessment and case planning system. Juvenile Services uses PACT to accomplish the following once a youth is in the Juvenile Justice System:

- Assess the minor's risk of reoffending and assign resources to higher-risk minors.
- Identify risk and protective factors linked to criminal behavior.
- Develop a case management plan to reduce risk factors.
- Collect useful data to support analysis of case trends.

The Probation Department reviews the police report and determines the justification for detention, based upon the severity of the crime. The court may release the youth back to the family or issue a citation when a minor offense is committed. If a major offense is committed, the court may take additional action. The PD performs a Detention Risk Assessment to determine the likelihood to reoffend and the risk of not appearing for adjudication processes. This Risk Assessment Tool provides a recommendation for the judge to consider detention or release (which may include an electronic monitoring device). The youth may then ask for a trial or plead to charges. A judge then issues a disposition to place the youth on probation, release with supervision, or to incarcerate.

Juveniles who have committed a minor offence may be released to the custody of their parents or guardian under probation. The primary goal is to rehabilitate the detainees and integrate them back into the community.

Comprehensive Multi-Agency Juvenile Justice Plan

The Juvenile Justice Crime Prevention Act (JJCPA), created by the Crime Prevention Act 2000 (Chapter 353), provides a stable funding source for local juvenile justice programs aimed at curbing crime and delinquency among at-risk youth. With those funds, the County has devised the Comprehensive Multi-Agency Juvenile Justice Plan (CMAJJP). As noted in the 2016 Plan:

In February of 2014, the Sonoma County Probation Department convened the Juvenile Justice Coordinating Council for the purpose of revising the County's Comprehensive Multi-Agency Juvenile Justice Plan. The plan fulfills the requirements of a California statute and serves two important purposes for Sonoma County juvenile justice system partners and the members of Sonoma County communities:

- 1. To describe the vision of juvenile justice system partners, youth, parents, and community members for improving the juvenile justice continuum in Sonoma County. The plan states what is important to the Sonoma County community and creates a platform for improving the system and assuring that adequate resources are available to make the juvenile justice continuum balanced and effective.
- 2. To articulate actions for realizing that vision. The plan identifies clear steps to take in improving the continuum and who will be responsible for these actions.

In January of 2016, the planning process was completed. Some of the priorities identified in that plan, along with the lead agency(s) responsible for implementation of the goals, are:

- Increase community outreach/engagement in communities where probationers live (Probation, Volunteer Center, Drug Abuse Alternatives Center, Boys and Girls Club).
- Address bullying in schools (Probation, Santa Rosa Violence Preventions Partners, Police, Community Based Organizations, faith community, Health and Human Services).
- Evaluate programs to ensure progress (Probation).
- Increase behavioral health resources (Probation and city diversion programs, District Attorney and Juvenile Court).
- Increase family engagement to promote better outcomes for youth (Probation, Human Services, CBOs, First 5, SRVPP, and partners).
- Provide additional support to youth trying to re-enter district schools (Probation, Keeping Kids in School Project).

Wraparound Services

Sonoma County is one of nine in the State that uses Title IV-E California Well-Being Project funding to provide the Wellness Recovery Action Plan (WRAP), also known as Wraparound services. These services target at-risk youth and families. The Probation Department has contracted with Seneca, a California non-profit agency, to provide these services. This contract includes required quality assurance measures. The California Well-Being Project provides participating counties with the flexibility to invest existing resources in proven and innovative approaches that ensure the safety of children and the success of families. Some of the goals of the Project are to reduce recidivism and delinquency for youth on probation. The newly enacted Title IV-E waiver requires less report writing, allowing the probation officer to spend more time with youths. Expanded well-being programs focus on keeping juveniles in their homes.

Probation Department Needs

<u>Mental Health Services</u> available to youth in juvenile custodial facilities are limited to small groups for crisis intervention. However, the diagnostic assessment needs at the Juvenile Justice Center and Juvenile Probation Camp are unaddressed. To address this shortfall, a planned modification of the current contract with a clinical psychologist will now include psychological assessments. If implemented, this would is save \$100,000 annually. This modification will enable the Probation Department to eliminate the practice of sending pre-adjudicated youth to the State's Division of Juvenile Justice for diagnostic assessment.

Data Analysis is needed. The Probation Department is currently not able to conduct analytical searches and generate reports on data collected by service providers because of the lack of a dedicated data analyst. To address this need, the Probation Department is seeking a full-time Data Analyst, who will be responsible for complex ad-hoc reporting, data mining, data integrity, organizing, analyzing, and summarizing data received from a variety of sources.

Programs Budgets

The total Probation Department 2016-2017 budget, which includes Adult and Juvenile Divisions, is \$52,989,975.

MADF and NCDF: The staff budget is \$384,524, and the programs budget is \$1,165,559, for a total of \$1,550,083. This figure represents 3% of the total Probation Department budget. The majority of funding comes from AB109 and the Inmate Welfare Trust. (See spreadsheet FY 16-17 Programs Budget in Appendix B.)

Juvenile Justice: The staff budget is \$5,388,454, and the programs budget is \$2,901,135, for a total of \$8,239,590. These figures represent approximately 15% of the total Probation Department budget. The funding sources for the Juvenile Probation Department budget are the County general fund, State dollars through Public Safety Realignment, and Juvenile Justice Crime Prevention Act grants.

Conclusion

National and state studies have shown that EPB programs have reduced recidivism rates and the expenditures are paying off. The Sonoma County Sheriff's Office and Probation Department have adopted EBP. The departments spend proportionally more on programs for younger offenders because it is less expensive to help them redirect their lives than to lock them up. These programs provide an effective means for integration back into the community.

The Probation Department is conducting a study and analysis that examines recidivism rates for different programs. The analysis will track re-offense rates for participants in various programs and the length of time until a recidivism event occurs. At the time of

this writing, the department expects to have a report by the middle of the summer, 2017.

The Civil Grand Jury wishes to commend:

- The Sheriff's Office, Office of Inmate Programs and Services management.
- The staff at MADF, NCDF, JJC, and JPC.
- The Probation Department management, staff, and volunteers.

Each demonstrated a shared commitment to provide the most effective services to their respective residents in order to build stronger families and communities and to reduce recidivism, thereby improving public safety.

FINDINGS

- F1. Evidence- Based- Practices (EBP) were developed over the past twenty years, using scientific methods. Sonoma County has implemented EBP into the programs used by the criminal justice system over the past ten years.
- F2. The Probation Department is struggling to conduct internal analysis and generate reports on data collected by service providers on an on-going basis because of the lack of a dedicated data analyst.
- F3. Sonoma County is conducting an analysis of the collected data on recidivism reduction through a contracted provider of research and evaluation services. A report of the analysis is due in the summer of 2017. (The results will not be available in time to be included in this Civil Grand Jury report).
- F4. Our investigation shows that changing the attitude of the juvenile offender and providing support to families are the best approaches to reducing recidivism.

RECOMMENDATIONS

The Sonoma County Civil Grand Jury recommends that:

- R1. The Probation Department provide the Sonoma County Civil Grand Jury a copy of the report and analysis on recidivism as soon as it is completed. (F2)
- R2. The Sonoma County Board of Supervisors continue to provide adequate funding in support of the Probation Department's goals, and should fund a Data Analyst position if requested by the Probation Department. (F3)

REQUIRED RESPONSES

Pursuant to Penal Code section 933.05, the Civil Grand Jury requires responses as follows:

- Sonoma County Probation Department (R-1)
- Sonoma County Board of Supervisors (R-2)

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Comprehensive Multi-Agency Juvenile Justice Plan Core Correctional Practices (CCP), Dowdend and Andrews-2004 Curriculum for the Juvenile Justice System Enhancement Strategy- 2012 Evidence–Based Practices, Hon. J. Richard Couzens Placer Co. Superior Court Ret. Effective Practices in Community Supervisions (epics), University of Cincinnati, Ohio Juvenile Justice Coordinating Council Juvenile Justice Center Resident Case Plan Juvenile Probation and Diversion Programs 2016-2017 National Institute of Justice Probation Camp, Resident Case Plan Probation Camp Programs and Education Inventory Sonoma County Juvenile Probation System Evaluation Project Summary Sonoma County Sheriff's Detention Department, Division of Inmate Services: Programs and Services.

2015-2016 Civil Grand Jury Final Report

GLOSSARY

Criminogenic needs/risk factor: the characteristics traits, problems or issues that directly relate to the individual's likelihood to re-offend.

SRVPP: Santa Rosa Violence Protection Program

APPENDIX A

PROGRAMS AND PROVIDERS

RISK OR		LIFE AREA				PROGRAMS AND PROVIDERS			REGIONS				
SUPERVISION	Thinking	Problem Solving	Friends and Acquaintances	Staying Clean and Sober	Family	Program	Provider	Estimated Length of Program	NC	WC	sv	5R	RP
HORM	X	X	X	X	X	ACT/PRIDE	Sunny Hills	6-12 months	X	X	X	X	X
HORM	X	X	X			Restorative Conferencing	Restorative Resources	approx 12 weeks				X	
H/M/L	X	X			X	Sex Offender Treatment	SF Forensic	based on Tx plan	X	X	X	X	X
HORM	X	X	X	X	17	WRAP	Seneca	6-12 months IN HOME-		E-CI	-CNTY WIDE		
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H/M/L	X	X	X	X		FFT Functional Family Therapy**	SAY/PPSC	12 weeks; 90 min		IN HOME-CNTY WI			WID
H/M/L	X	X	X	X	X	Counseling - Trauma Focused CBT	CPI	varies; 1hour	X	X	X	X	X
H/M/L	X	X	X	X	X	Counseling - Sexual Assault	Verity	varies; thour				X	
HAML		X			X	Triple P (for youth with children)	CPI, PPSC	varies; 1hour		IN HOME-CNTY WID			
H/M/L	X	X	X	X	X	Teen Triple P (for parents)*	CPI, PPSC	varies; 1hour		IN HOME-CNTY WIDE			
H/M/L		X	X		X	MyStrength/Healthy Relationships	Verity	8 weeks, 90 min				X	
H/M/L			X	i.		Outpatient Drug TX (MediCal)	DAAC, CHD	determined by provider	1	X	X	X	X
H/M/L	X	X	X			Girls Circle*	CPI, PPSC, SAY, Verity	8 weeks; 90 to 120 min	X	X	X	X	X
H/M/L	X	X	X			MyStrength/Healthy Relationships*	Verity	7 weeks, \$0 min				X	
H/M/L	X	X	X		1	REVORP*	Recourse Mediation	1x plus plan completion	X	X	X	X	X
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PSC	All programs		Shannon Ryan	Steam September and a second		707 765-8488 ext. 127							

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-	20,554	-	
-	12,000	-	
-	87,344	-	
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-	18,624	-	
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242,603	215,080	-	
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385,167	620,922	159,470	
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	758,801		

Appendix B: Program Budget 2016-17

Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code Section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Civil Grand Jury.