



County of Santa Cruz 195

COUNTY ADMINISTRATIVE OFFICE

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February 21, 1999

AGENDA: February 23, 1999

BOARD OF SUPERVISORS
County of Santa Cruz
701 Ocean Street
Santa Cruz, California 95060

PROGRAMS FOR HIGH RISK AND DELINQUENT YOUTH

Dear Members of the Board:

Item 67 on your Board's Agenda of February 23, 1999 involves a series of programs which are intended to enhance the County's capacity to manage the problems of high risk and delinquent youth. Below is a summary of the various programs which are before your Board and the deadlines associated with each.

1. The Chief Probation Officer's request to file a grant application with the Board of Corrections to renovate and expand the current Juvenile Hall. Included with this item is a recently released Needs Assessment; a letter of the Presiding Judges of the Juvenile Court and the Superior Court; and a letter of the 1998-99 Grand Jury. Both letters recommend that the Board approve the Chief Probation Officer's request. This grant requires a local cash match of \$716,721.

The Application for a Construction Grant is due to the State Board of Corrections by March 17, 1999.

2. The Chief Probation Officer's request for approval of a Juvenile Crime Enforcement and Accountability Challenge Grant for Development of Day Treatment Centers for High Risk Probation Youth and Updating of the Local Action Plan. The requested grant is for three years and totals \$5,842,970 -- \$3,858,731 in State funds and \$1,984,239 from a local in kind match.

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The program is targeted to provide supervision and treatment to high risk offenders to decrease the use of long term post-disposition Juvenile Hall commitments and out-of-home placements. The Local Action Plan establishes a "continuum of care, including prevention, intervention, supervision, treatment, and incarceration of juvenile offenders." The grant requires a review and recommendation from the local Juvenile Justice Coordinating Council which is scheduled to meet on Monday, February 22, 1999. As of this writing, the Local Action Plan and Grant Application have not been received by this office.

The Application is due to the Board of Corrections by March 1, 1999

3. The Chief Probation Officer's Report on the camps and ranches utilized by the Department for placement and the January 21, 1999 letter of the Acting County Administrative Officer. This is an Informational Item and no action is required at this time.
4. In response to your Board's direction during 1998-99 budget hearings, a letter of the Health Services Agency Administrator, Chief Probation Officer and Human Resources Agency Administrator recommending a ten bed residential drug treatment facility to meet the needs of adolescents. Included with this item is a Special Charge Report of the 1998-99 Grand Jury regarding Drugs and Our Youth. This program has a total cost of \$955,333 and a local cost of \$177,000. There is no deadline for action on this item.

It should be noted that the programs and services which are contained in the preceding have long term cost implications. If your Board approves the Juvenile Hall Expansion and Renovation and the Challenge Grant, and the Board of Corrections approves the County's applications, in three years the Probation Department will be:

- operating a Juvenile Hall with a rated and functional capacity 43% larger than today's Juvenile Hall and all of the attendant operating costs;
- concluding the last year of the three year Challenge Grant and facing the need to fund the loss of \$1,200,000 annually in State Funds should the program prove successful; and
- will be facing the loss of \$1,000,000 in Federal TANF funds which now support important programs in the Probation Department and other County Departments.

It is extremely unlikely that the County General Fund will have the financial capacity to fund the programs and services funded with either the Challenge Grant or the TANF funds without significant offsetting reductions in other programs and services.

The material which follows discusses each of the new programs listed above and the range of services which will be available in Santa Cruz County for high risk and delinquent youth.

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Page 3**JUVENILE HALL EXPANSION**

To begin:

1. this office agrees with the Chief Probation Officer, the Judges and the Grand Jury that the existing conditions at the Juvenile Hall are unacceptable and the Hall needs to be renovated and improved; and
2. the Chief Probation Officer has convinced us that in order to be competitive for the State and Federal Funds our application must include an expansion of the existing rated capacity of the Hall.

On other facets of the overcrowding problem there is less agreement. The material which follows provides background on the overcrowding problem at Juvenile Hall and the application for funds to renovate and expand the Juvenile Hall.

Background

The Application for a Construction Grant to renovate the Juvenile Hall and address the overcrowding problem through an expansion of the Hall represents another chapter in the County's efforts to improve the functioning of the Juvenile Justice System. During the course of the 1990's the County has spent a great deal of time and money to improve the Juvenile Justice System.

- In the early 1990's, in response to a request from the Judges, the County approved the construction of a new Juvenile Court and associated support facilities, at a cost of \$1,800,000, at the Probations Department's Graham Hill Road Complex.
- In the mid 1990's, when the average daily population began to increase the County provided the Department with additional staffing to meet the staffing requirements for Juvenile Hall which are mandated by State law. A total of 9.75 new positions were provided for the period 1994-95 through 1997-98. As noted in the Needs Assessment, the total Juvenile Hall appropriations increased \$1.1 million or 86.7% from 1993-94 to 1998-99.
- In 1994 the County relocated and expanded the Redwoods Program from the Juvenile Hall to a facility adjacent to the Juvenile Hall in an effort to provide additional capacity in the Hall and provide additional placement capacity within the Redwoods Program. The Redwoods Program is operated by the Health Services Agency (Mental Health) and provides the Juvenile Court with a quality alternative to group home placements. The program is funded through a combination of federal, State and local funds. The annual County cost of the program is approximately \$350,000.
- During the 1995-96 fiscal year, following a sharp increase in the population at the Juvenile Hall, the Board of Supervisors authorized a Task Force with broad representation to study the overcrowding problems at Juvenile Hall. The Task Force provided a report and recommendations in June of 1996, and the Board of Supervisors approved a series of new programs funded with approximately \$200,000 annually in additional County General Funds and federal TANF funds.

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Notwithstanding the significant new funds, and the approval of new programs and services for the Probation Department, the Department has not been able to effectively reduce the population at the Hall, and the Board is now being asked to finance an expansion of the Hall to alleviate the current overcrowding. In this regard,

- based on our previous work with the overcrowding problem at Juvenile Hall and the data contained in the current Needs Assessment, we are not convinced the proposed expansion is the appropriate response to the overcrowding problem at the Juvenile Hall; and
- we do not believe that it is acceptable to wait for the construction of an expanded Juvenile Hall to address the current overcrowding problem.

As discussed in the material which follows we believe the data in the needs assessment demonstrates that the population of the Juvenile Hall can be reduced and controlled by managing those Juvenile detainees held at the Hall in a post-deposition status.'

The Overcrowding Problem

The Needs Assessment which accompanies the Chief Probation Officer's request to apply for a Construction grant to renovate and expand the Juvenile Hall contains a great deal of useful data. The graphs which follow were constructed from (1) the data contained in the table on page 3.57 of the Needs Assessment which among other things provides a twenty eight year history of admissions, average daily population and average length of stay for the County's Juvenile Hall; and (2) the profile of Juvenile Detainees contained in the table on page 1.15 of the Needs Assessment. For the convenience of the reader this data is included in Attachment A.

- Figure 1 - This graph compares the average daily population of the Juvenile Hall for last twenty eight years with rated capacity.
- Figure 2 - This graph provides a history of the annual admissions to the County's Juvenile Hall for the last twenty eight years.
- Figure 3 - This graph provides a history of the average length of stay for the Juvenile Hall for the last twenty eight years.
- Figure 4 - This graph contains an overlay of the average length of stay data in Figure 3 with the average daily population numbers in Figure 1.
- Figure 5 - This graph compares the detainee profile for Juvenile Hall before and after the dramatic increase in average length of stay which occurred in 1995.

¹ The post-disposition population at the Hall is a manageable size. The Needs Assessment notes (page 3.61) that in 1998, a total of 164 juveniles were admitted into Juvenile Hall that ultimately were ordered by the court into an out-of-home placement program. This represents 10.4% of the Hall's total admissions.

Figure 1

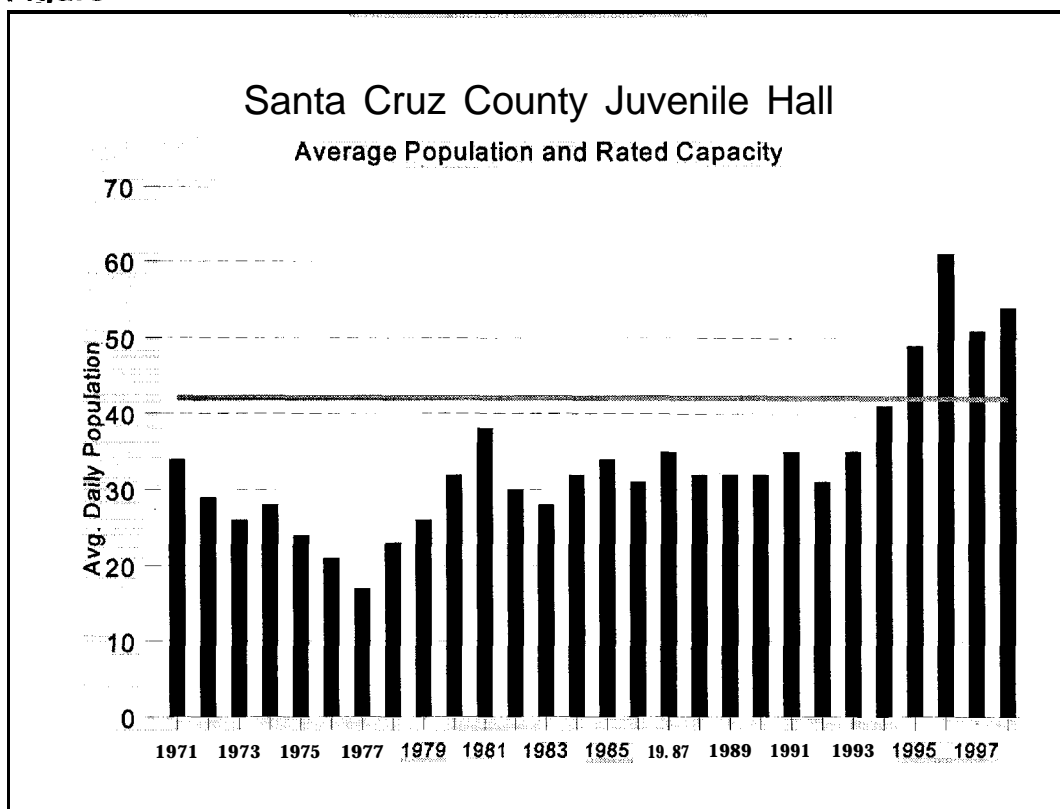


Figure 1 illustrates that the average daily population of the County's Juvenile Hall was below the rated capacity until 1995². In general, average daily population is determined by multiplying annual admissions times average length stay and dividing by 365 days as shown in the following formula.

$$\frac{\text{Annual Admissions} \times \text{Average Length of Stay}}{365 \text{ Days}} = \text{Average Daily Population}$$

Therefore, an increase in average daily population can be produced by either an increase in admissions or an increase in average length of stay. Figures 2 and 3 provide a twenty eight year history of admissions to Juvenile Hall and average length of stay.

² The data for the post 1995 period also illustrates that functional capacity of the Juvenile Hall exceeds the rated capacity and that rated capacity has not been a meaningful constraint on the housing of additional youthful offenders.

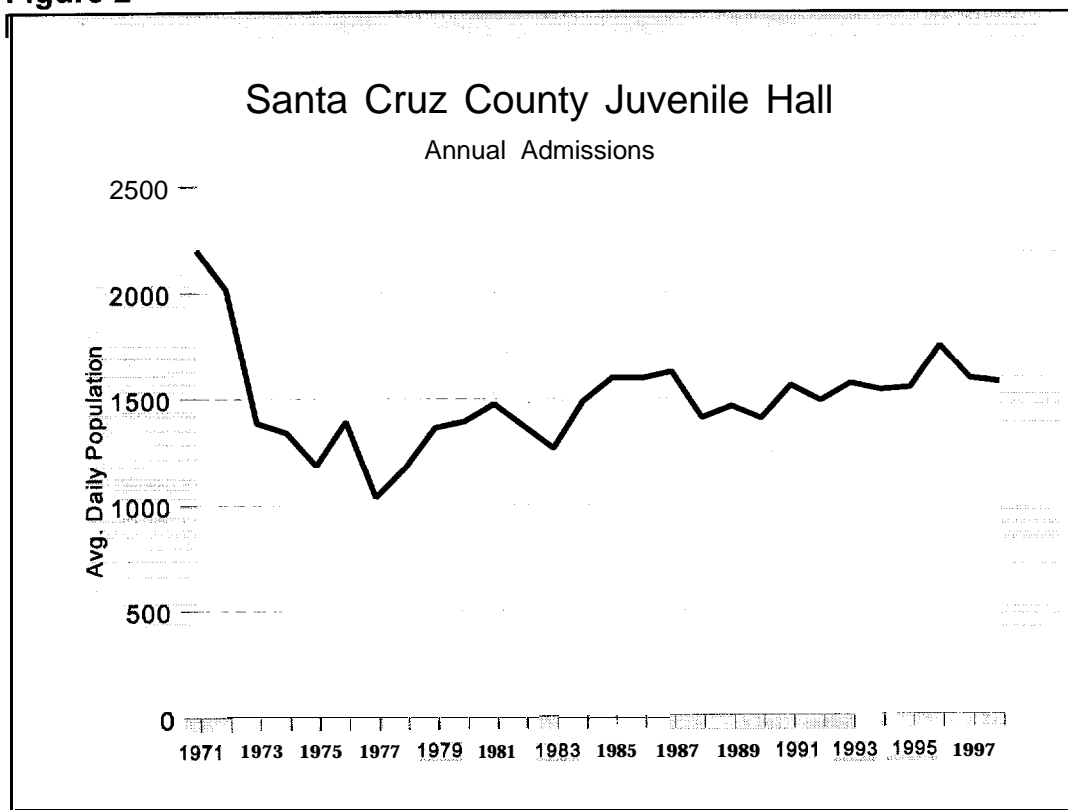
Figure 2

Figure 2 illustrates that admissions to the Juvenile Hall have actually decreased from 1971 and have been relatively constant over the last fifteen years.

Therefore, admissions to the Juvenile Hall are not the source of the current overcrowded conditions.

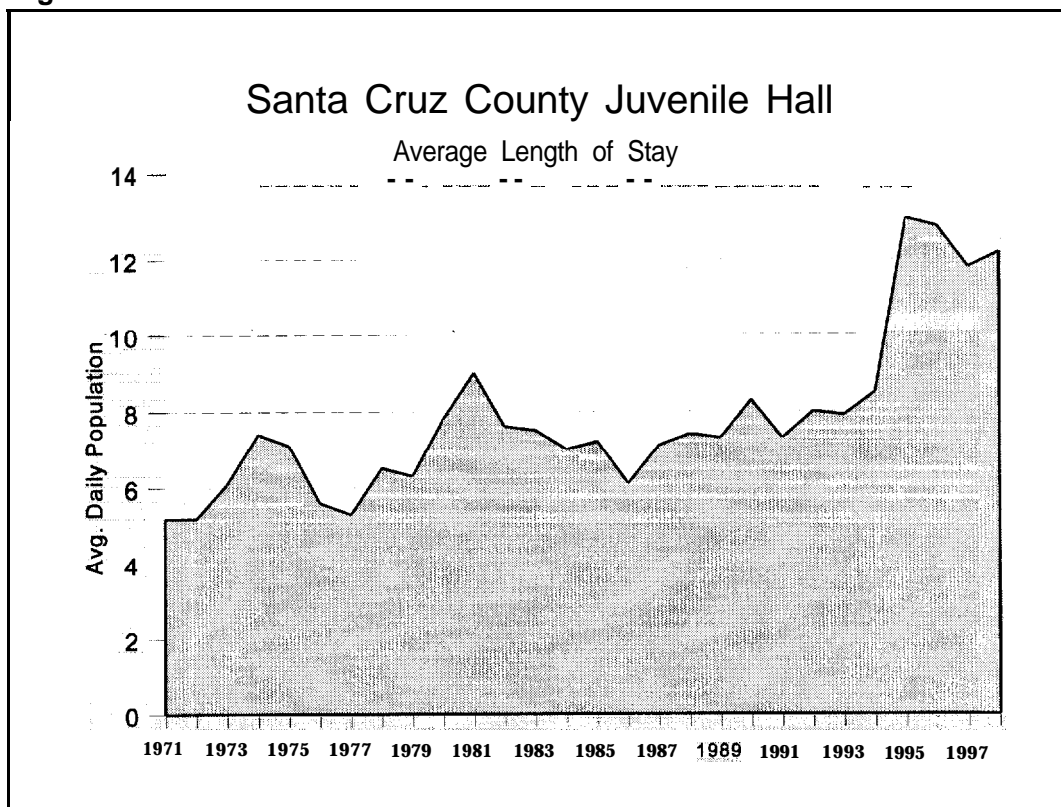
Figure 3

Figure 3 provides a twenty-eight year history of the average length of stay at the County's Juvenile Hall. The graph shows that in 1995 there was a sharp (54%) increase in the average length of stay at the County's Juvenile Hall. The average length of stay has continued to be at this increased level since 1995.

Figure 4 overlays the average length of stay data from figure 3 with the average daily population data in Figure 1 and illustrates that over the years the primary source of population increases at the Hall is an increase in average length of stay.

Figure 4

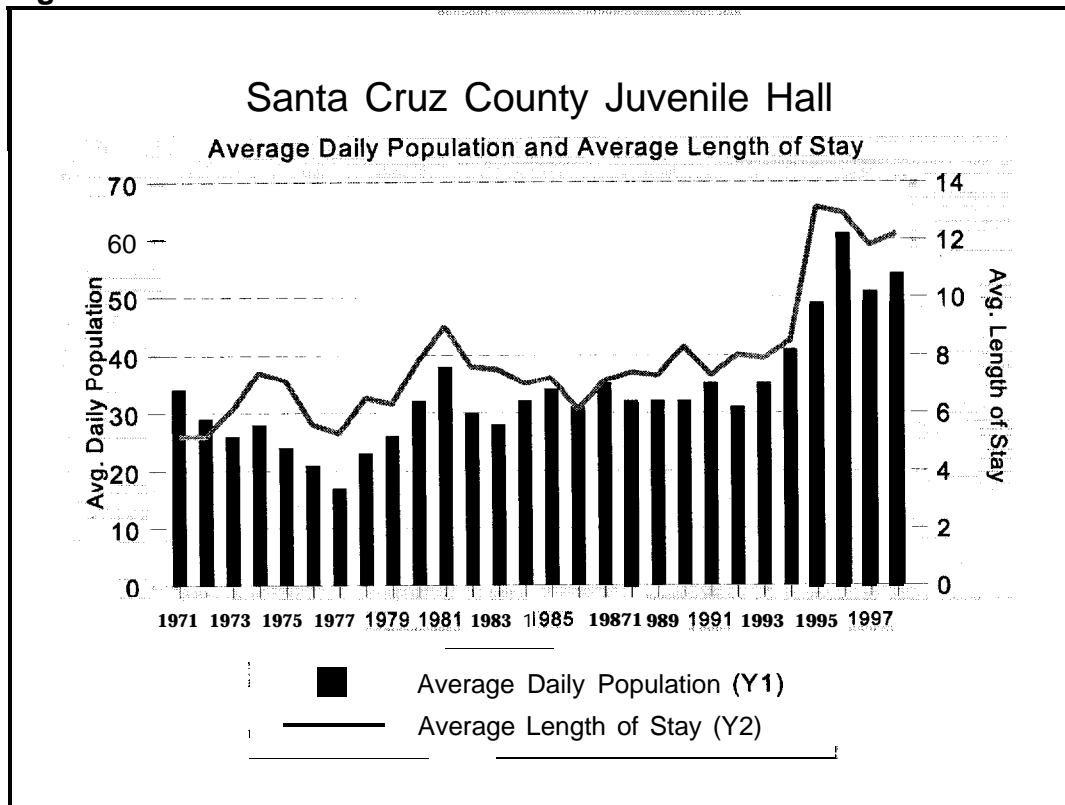


Figure 4 shows the average daily population data on the left axis and the average length of stay data on the right axis. The graph illustrates that the overcrowding, which began in 1995, corresponded with the sharp increase in average length of stay.

What caused the increase in average length of stay and the corresponding increase in average daily population?

Figure 5, which follows, is based on the data contained in the Table on page 1.15 of the Needs Assessment and provides a comparison of the profile for detainees housed at Juvenile Hall for 1994 — the year before the increase in average length of stay — and 1998. We believe the information in this graph is a good starting point for determining the cause of the current overcrowding at the Juvenile Hall.

Figure 5

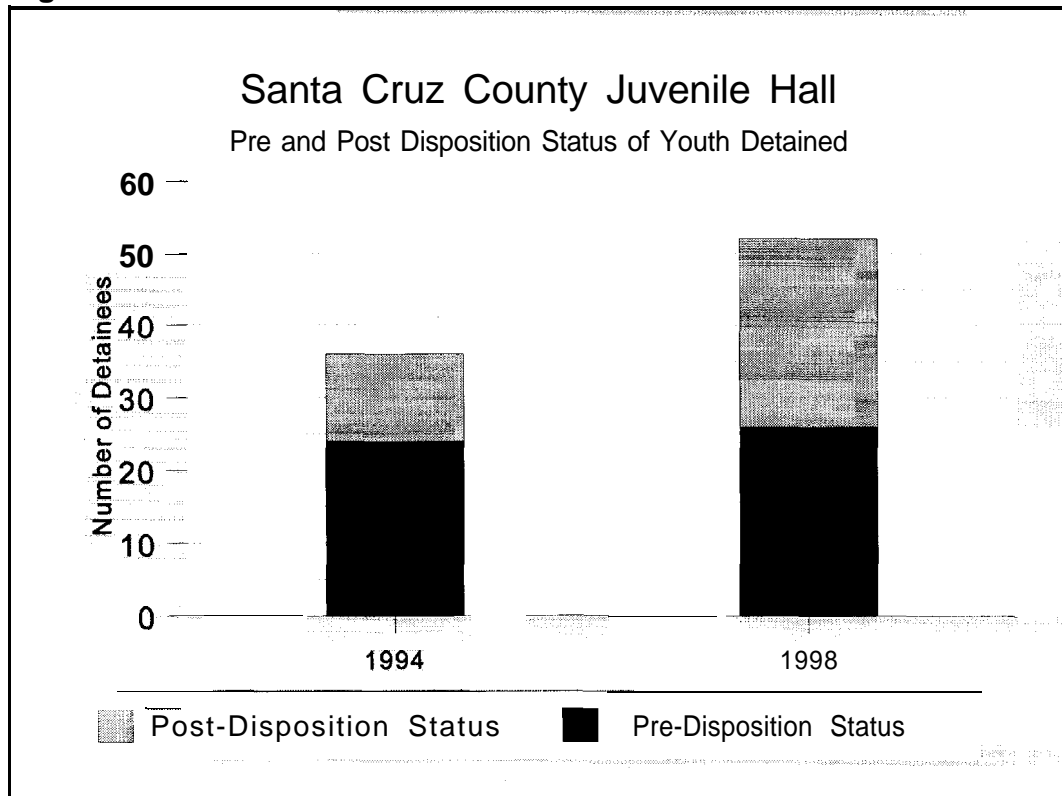


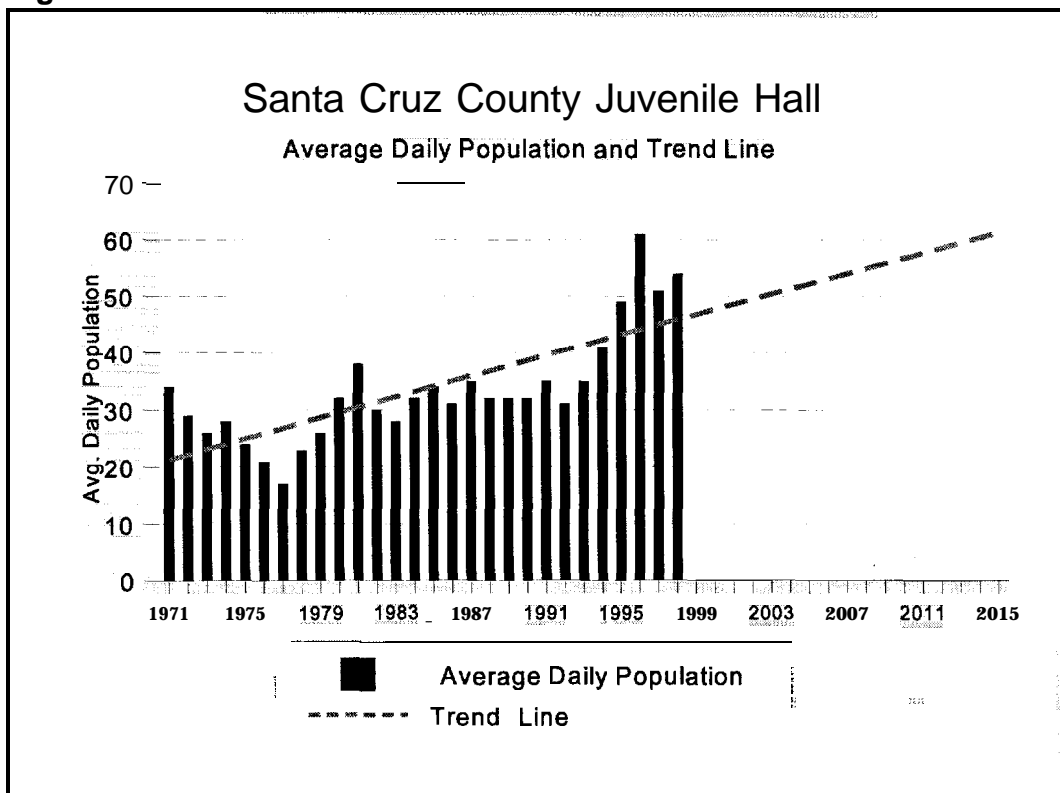
Figure 5 compares the Juvenile Hall detainee profile for 1994, the year before the dramatic increase in average length of stay, with the 1998 profile. Figure 5 illustrates that the current overcrowding problem is associated with a marked increase in the number of post-disposition detainees being housed at the Hall. In 1994, before the 54% increase in the average length of stay which occurred in 1995, there were 12 detainees in a post-disposition status being housed at the Hall. In 1998, there were 26 detainees in a post-disposition status being housed at the Hall. The 117% increase in the number of post-disposition detainees being housed at the Hall makes this group the prime candidate for explaining the dramatic increase in average length of stay and average daily population at the Hall.

A compelling argument can be made that by managing this group of detainees the current overcrowding at the Hall can be greatly reduced if not eliminated. Because the average length of stay was effectively managed before 1995, an equally compelling argument can be made that this is an achievable goal.

Statistical Deficiencies in the Needs Assessment Population Projections

The population projections, which begin on page 1.25 of the Needs Assessment, contain some statistical deficiencies which skew the results and need to be addressed. The projections in the needs assessment use the period 1993 through 1997 to project the future needs of the Hall. Limiting the base data for the projections to four peak years provides an entirely different result than employing the full twenty eight years of available data. The graph which follows (Figure 6) provides a simple trend line based on the twenty eight year history contained in the needs assessment.

Figure 6



The graph which follows (Figure 7) uses the same twenty eight years with adjusted average daily population data for the four year period 1995 through 1998 to calculate a second trend line. The 1995 through 1998 data has been adjusted for the increase in post-disposition detainees which occurred during this period.³

³ The adjustment in the 1995 -1998 data involves reducing average daily population by the difference between the number of detainees in post-disposition status in 1994 (12) and the number of detainees in post-disposition status in 1995, 1996, 1997 and 1998. The resulting adjustments are: 1995 - 7; 1996 - 11; 1997 - 4; and 1998 -14. It should be noted that this is not an aggressive adjustment. The Needs Assessment shows that the number of post-disposition detainees at the Hall in 1993 was 9.

Public Interest Is Best Served by a Small and Efficient Juvenile Hall

The Needs Assessment notes that the cost for housing a detainee in the Santa Cruz County Juvenile Hall, which is intended to operate as a short stay facility and has virtually no treatment or rehabilitation component, is \$108 per day or approximately \$39,500 per year for 1 998-99⁵.

Given the high cost of incarceration and the absence of any treatment or rehabilitation program at the Hall, the public interest and the interest of the detainees is best served by operating a Juvenile Hall with low average length of stay and low population. Such an environment is achieved by managing both admissions and average length of stay at the Hall.

Juvenile Hall Recommendation

At this time it is our recommendation that the Board of Supervisors take the following action with respect to the current overcrowding of the Juvenile Hall and the application for renovation and expansion of the Hall:

1. direct the Chief Probation Officer and County Administrative Office to develop a program for immediately reducing the number of post-disposition detainees at the Hall and the current overcrowding for consideration by your Board; and
2. approve 50 beds, which represents a 19% expansion in the rated capacity of the Hall, as the basis for the County's application to the Board of Corrections.

PRELIMINARY COMMENTS ON THE PROGRAM OUTLINE FOR THE JUVENILE CRIME ENFORCEMENT AND ACCOUNTABILITY CHALLENGE GRANT

The Juvenile Justice Coordinating Council (JJCC) is scheduled to meet on Monday, February 22, 1999 to review the updated Local Action Plan and to provide a final recommendation to your Board on the Challenge Grant Day Reporting Center application. It should be noted that in November, 1998 the JJCC unanimously voted to approve the day reporting centers in concept with certain additional directions to the Probation Department. The letter that is included in your Board's agenda packet provides a program outline and a proposed budget. The Local Action Plan and Grant application have not been received as of this writing. We are therefore providing your Board with our preliminary comments and observations based upon the material available at this time.

Program Concept

The proposed Day Reporting Centers in North and South County would provide an additional placement option for the Court and the Probation Department for high risk, multiple offenders. According to the letter of February 17, 1999 from the Chief Probation Officer to your Board:

⁵ Page 1 .14 of the February 10, 1999 Needs Assessment Report.

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"The goal of the Day Treatment Program would be to provide supervision and treatment to high-risk offenders to decrease the use of long-term post-disposition Juvenile Hall commitments and out-of-home placements".

In addition, the individualized treatment and educational services are designed to address the wide range of needs for the high risk juvenile population which are detailed in the Juvenile Hall needs assessment population profiles, and to reduce the chronic recidivism of this population.

The program concept seems well suited to serve as a multi-disciplinary alternative to Juvenile Hall commitment and out-of-home placement, and, if utilized by the Court as proposed, should significantly reduce the number of Juvenile Hall commitments and the length of stay at the Juvenile Hall for certain youth awaiting placement into treatment programs. As discussed earlier, the increase in the length of stay for this post-disposition population has been the primary factor contributing to the overcrowding at the Juvenile Hall. The annual cost per juvenile of approximately \$28,000 is also significantly less than the cost of detention in the Juvenile Hall (\$39,500 for 1998-99), or residential programs (\$40,000- \$63,000).

The addition of the proposed day reporting centers will provide a new post-sentence alternative to Juvenile Hall. It should be noted that the addition of this alternative program is not taken into account in the planning assumptions utilized by the consultants in the projection of future Juvenile Hall population levels included in the Juvenile Hall Needs Assessment. Assumption #7 on page 4.56 of the Needs Assessment states:

"No major new pre- or post-sentence alternatives will be initiated which could significantly lower long-term Hall housing capacity requirements."

Given the proposed capacity of the day reporting centers -- an estimated 72 youth per year with an average daily population of 36 -- it would appear there is tremendous potential for this program to serve as a major new post-sentence alternative which could significantly lower long term Juvenile Hall housing requirements and should be taken into account in the development of an overcrowding reduction plan.

RESIDENTIAL DRUG TREATMENT FOR HIGH RISK YOUTH

During 1998-99 Final Budget Hearings the Board of Supervisors indicated that the establishment of a local residential drug treatment program was a high priority and provided funds for planning for such a facility. The program which is outlined in the letter of the Health Services Agency Administrator, the Chief Probation Officer and the Human Resources Agency Administrator represents a thoughtful approach to the implementation of such program and it is our recommendation that your Board approve their recommendations which provide for the development of a Request for Proposals as the next step in the implementation of a local residential treatment program.

CONCLUSION AND RECOMMENDATIONS

In conclusion it is our Recommendation that your Board take the following actions:

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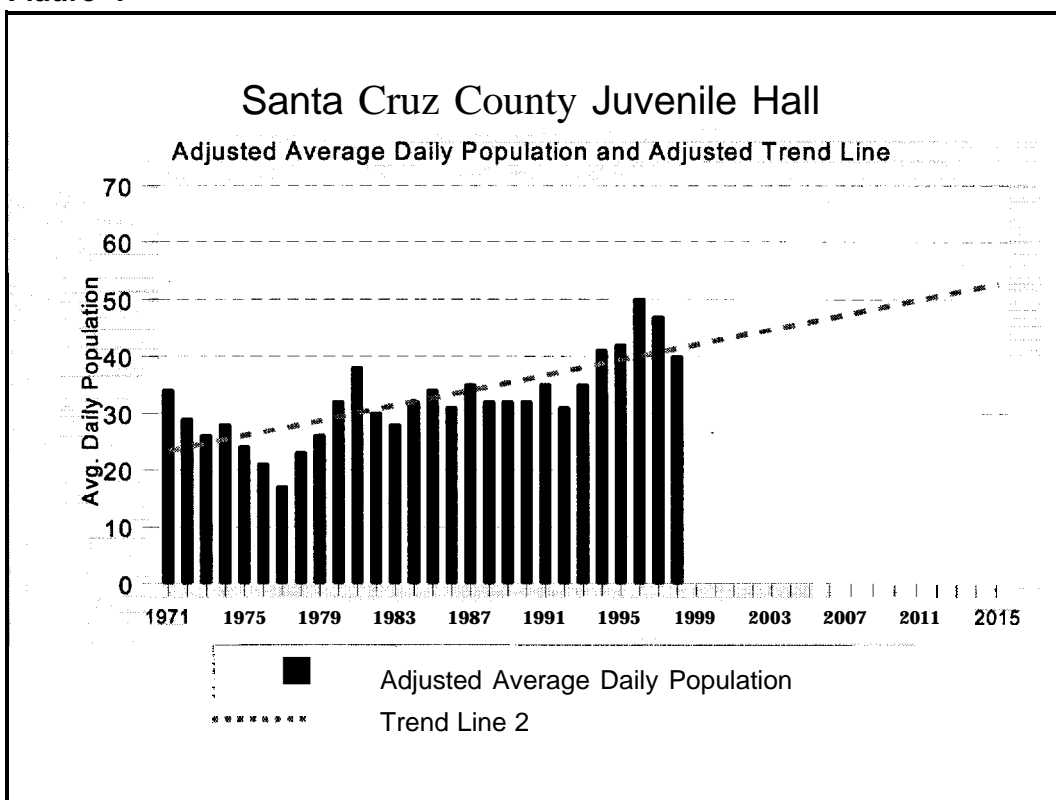
1 accent and file this report for use during your deliberations on the proposed

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Figure 7



The table below compares the population projections in the Needs Assessment with the population projections in Figures 6 and 7.

Year	Needs Assessment Projection	28 Year Trend Line Projection	28 Year Trend Line With Adjusted Data for 1995 - 1998
1998	54	46	41
2000	58	48	42
2005	71	52	46
2010	85	57	49
2015	98	61	53

While the Needs Assessment provides population projections through the year 2015, it notes that

Attachment A

Pages 3.57 and 1.15
of the Needs Assessment

SANTA CRUZ COUNTY
JUVENILE HALL ADMISSIONS, ADP, AND AVERAGE LENGTH OF STAY TRENDS
1971-1998

Year	Juvenile Hall Admissions			Hall ADP Population			Length of Hall Stay		
	Total Admissions	Avg. Monthly	Percent Change	Total ADP	Percent Change	High ADP	Ave. Length of Stay in Hall (Days)	Range of Stay (days)	Child Care Days
1971	2,198	183		34		60	5.2	1-143	11,275
1972	2,014	168	-8.4%	29	-14.7%	52	5.2	1-145	9,802
1973	1,387	116	-31.1%	26	-10.3%	51	6.1	1-164	8,702
1974	1,340	112	-3.4%	28	7.7%	45	7.4	1-167	9,522
1975	1,185	99	-11.6%	24	-14.3%	40	7.1	1-218	8,259
1976	1,393	116	17.6%	21	-12.5%	76	5.6	1-140	7,072
1977	1,036	86	-25.6%	17	-19.0%	29	5.3	1-133	5,551
1978	1,175	98	13.4%	23	22.2%	38	6.5	1-85	7,672
1979	1,363	114	16.0%	26	13.0%	40	6.3	1-364	8,562
1980	1,392	116	2.1%	32	23.1%	49	7.8	1-129	10,989
1981	1,473	123	5.8%	38	18.8%	55	9.0	1-371	13,181
1982	1,370	114	-7.0%	30	-21.1%	53	7.6	1-156	9,786
1983	1,266	106	-7.6%	28	-6.7%	46	7.5	1-331	9,504
1984	1,486	124	17.4%	32	14.3%	52	7.0	1-186	10,685
1985	1,596	133	7.4%	34	6.3%	50	7.2	1-138	11,247
1986	1,593	133	-0.2%	31	-8.8%	57	6.1	1-150	10,332
1987	1,623	135	1.9%	35	12.9%	53	7.1	1-225	11,539
1988	1,408	117	-13.2%	32	8.6%	45	7.4	1-149	10,647
1989	1,461	122	3.8%	32	0.0%	48	7.3	1-297	10,760
1990	1,405	117	-3.8%	32	0.0%	48	8.3	1-210	10,532
1991	1,559	130	11.0%	35	9.3%	49	7.3	1-160	12,446
1992	1,488	124	-4.6%	31	-12.9%	50	8.0	1-197	11,423
1993	1,568	131	5.4%	35	12.9%	58	7.9	1-260	12,894
1994	1,539	128	-1.8%	41	17.1%	55	8.5	1-354	14,808
1995	1,550	129	0.7%	49	19.5%	57	13.1	1-521	17,806
1996	1,751	146	13.0%	61	25.5%	75	12.9	1-545	22,229
1997	1,593	133	-9.0%	51	-16.4%	68	11.8	1-240	18,628
1998	1,576	131	-1.5%	57	11.8%	67	13.2	1-169	20,630
% Change									
1980-1985		-38.0%		-23.5%			21.2%		
1986-1990		5.0%		0.0%			6.4%		
1991-1998		0.8%		62.9%	80.1%		47.0%		

SantaCruzNA/DiscussionPaper1/Table8

Source: Santa Cruz County Probation Department

**AVERAGE NUMBER OF YOUTH DETAINED IN PRE- AND POST-DISPOSITIONAL STATUS
IN SANTA CRUZ COUNTY JUVENILE HALL
1993 - 1998**

Detention Category	Juvenile Hall Detention Status											
	1993		1994		1995		1996		1997		1998*	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Pre-Disposition Status	23	71.9%	24	66.7%	26	57.6%	33	56.9%	32	66.7%	26	50.0%
Post-disposition Status	9	28.1%	12	33.3%	19	42.2%	23	41.1%	16	33.3%	26	50.0%
HALL POPULATION (ADP)	32	100.0%	36	100.0%	45	100.0%	56	100.0%	46	100.0%	52	100.0%
Post-Disposition Breakdown												
1. Awaiting Placement												
a. Private/Treatment	6	66.7%	6	50.0%	12	63.2%	14	60.9%	11	68.6%	12	46.1%
b. Camp/Ranch/School	1	11.1%	1	6.3%	2	10.5%	1	4.3%	1	6.2%	7	26.9%
c. Youth Authority	0	0.0%	1	8.3%	1	5.3%	1	4.3%	1	6.2%	0	0.0%
2. Transfer to Other County	0	0.0%	0	0.0%	1	5.3%	0	0.0%	0	0.0%	0	0.0%
3. Courtesy Holds	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	3.8%
4. Disciplinary Holds	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
5. Remand to Adult Court	0	0.0%	1	0.3%	1	5.3%	1	4.3%	0	0.0%	2	7.7%
6. Commitment to Hall	2	22.0%	3	25.0%	2	10.5%	6	26.1%	3	16.0%	4	15.4%
7. All Others	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
TOTAL	9	100.0%	12	100.0%	19	100.0%	23	100.0%	16	100.0%	26	100.0%

*includes the months of January-March 1998

Source: County Juvenile Hall Monthly Population Admission Reports
Detention Status taken at the end of each month at 12:01 A.M.

In order to provide a broad understanding of overall changes which are occurring in the detention status of youth housed in the Juvenile Hall, separate composite profiles covering multiple years during the decade of the 1990s were developed. A review of these composite profiles shows that during the decade of the 1990s, post-disposition ADP has increased nearly 100% compared to 42.9% increase in pre-disposition ADP. The breakdown of post-disposition ADP shows that about 60% of this population includes youth who are awaiting placement to foster and group homes. About 15% involve youth committed to the Hall as a result of adjudicated court dispositions for delinquent offenses. On any typical day, the post-disposition population also includes at least one youth who has been remanded to adult court.

**COMPOSITE PROFILE OF JUVENILE HALL POPULATION BY DETENTION STATUS
FOR THE PERIOD 1990-1998**

	Composite Profile 1990-1994		Composite Profile 1995-1998		Percent Change Composite Profile 1990-1998
	Number	Percent	Number	Percent	
TOTAL HALL POPULATION (ADP)					
Males	27	67.1%	42	84.0%	55.6%
Females	4	12.9%	8	16.0%	50.0%
Total	31	100.0%	50	100.0%	61.3%
Total Pre-Disposition (ADP)					
Males	18	65.7%	25	63.3%	38.8%
Females	3	14.3%	6	16.7%	66.7%
Sub-Total	21	67.7%	30	60.0%	42.9%
Total Post-Disposition					
Males	9	90.0%	17	85.0%	88.9%
Females	1	10.0%	3	15.0%	200.0%
Sub-Total	10	32.3%	20	30.0%	100.0%
Post-Disposition breakdown:					
1. Awaiting Placement					
a. Private/Treatment	6	60.0%	12	60.0%	100.0%
b. Camp/Ranch/School	0	0.0%	3	15.0%	100.0%
c. Youth Authority	1	10.0%	1	5.0%	0.0%
2. Transfer to Other County	0	0.0%	0	0.0%	0.0%
3. Courtesy Holds	0	0.0%	0	0.0%	0.0%
4. Disciplinary Holds	0	0.0%	0	0.0%	0.0%
5. Remand to Adult Court	0	0.0%	1	5.0%	100.0%
6. Commitment to Hall	2	20.0%	3	15.0%	50.0%
7. All Others	1	10.0%	0	0.0%	-100.0%
Total	10	100.0%	20	100.0%	100.0%

* Includes the months of January -- March

Santa Cruz Detention Status Table 28



County of Santa Cruz

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PROBATION DEPARTMENT

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JOHN P. RHOADS
CHIEF PROBATION OFFICER

February 12, 1999

Agenda: February 23, 1999

Board of Supervisors
County of Santa Cruz
701 Ocean Street
Santa Cruz, California 95060

Approve Construction Grant Application to California Board of Corrections for Expansion and Renovation of Juvenile Hall Facility

Dear Board Members:

The Santa Cruz County Probation Department has been working with the Criminal Justice Research Foundation to complete a comprehensive Juvenile Hall Needs Assessment Report. The finished document has identified a wide range of facility space needs. The project has also shown that the daily population of youth in the facility for the calendar year ending December 1998 is averaging 56.5, which is 135% of the Juvenile Hall's rated capacity of 42 beds.

Additionally, on January 2, 1999, the Board of Corrections conducted the 1999-2000 biennial inspection of the Santa Cruz County Juvenile Hall, pursuant to Welfare and Institutions Code Section 209. A summation of the inspection includes the following statements:

"Since initial BOC inspections and visits in 1996, there has **been** a concentrated effort to reduce population and improve **staffing**. This reverses a pattern of increasing populations and **staffing** non-compliance of previous years. The facility is now in compliance with Title 15 staffing requirements; however, maintaining this downward population trend and keeping the facility properly staffed continue to represent the most significant challenges for the county. The facility remains out of compliance with physical plant requirements related to crowding. With a rated capacity of 42 minors, 1998 facility populations were typically between 45-55 and occasionally reached the low 60's. There are insufficient beds to accommodate the population and minors are doubled into single rooms, sleeping on mattresses placed directly on the floor between the toilet and the concrete bunk. This situation was regularly found unconstitutional in adult facilities during litigation in the early 1990's, and is also unacceptable for juveniles."

"As it currently stands, this facility is not easily expandable and concessions made to accommodate crowding have a significant impact on facility programming and operations. Sleeping rooms are not designed for double bunking; overall storage is inadequate for higher populations; classrooms become crowded; and, outdoor exercise areas do not meet minimum regulations."

On November 12, 1998, the California Board of Corrections (BOC) issued an RFP totaling \$177.4

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million in state and federal funding to assist counties with renovation, deferred maintenance, and expansion of crowded juvenile hall facilities. The funding is based on an aggressive state-wide competition which will be evaluated from county needs conveyed to the Board of Corrections in a grant application which must be submitted by March 17, 1999. The BOC has indicated that there will be a strong emphasis on the expansion of bed capacity in the evaluation criteria for the applications.

The Santa Cruz County Probation Department is seeking permission to apply for construction funding through the BOC Juvenile Hall Construction Program. The construction project the Department plans to submit would focus on correcting the following four major physical plant and space needs in the Juvenile Hall.

Construction Objectives

- ▶ House our current population within compliance of Title 15 Minimum Standards for Juvenile Facilities
- ▶ Address the inability to separate various classifications including boys, girls, and violent, serious offenders.
- ▶ Move toward BOC new generation podular design housing to improve the safety and welfare of juveniles.
- ▶ Respond to inadequate and outdated infrastructure, program, and activity space for boys and girls.

Scope of Construction

These space needs would be addressed by completing the following:

- ▶ Add ten double-occupancy direct supervision sleeping rooms, bringing the capacity from 42 to 60 beds. Two current beds would be lost in the remodel design.
- ▶ Renovate housing and day room space so that four distinct populations of youth including small boys, older boys, girls, and violent/serious offenders can be segregated in the Hall.
- ▶ Alter or modify infrastructure to support the four distinct populations by providing dedicated housing, classrooms, and toilet facilities which would provide improved supervision for each population group.
- ▶ Upgrade facility infrastructure including:
 1. Recreation: Provide an all-weather multi-purpose room which could be used by both the Hall and the Redwoods Program. Facilitate usage and access to outdoor baseball diamonds and volleyball courts.
 2. Classrooms: Expand and upgrade classrooms which would better serve each population group.
 3. Visitinn: Add a dedicated public visiting center.
 4. Central Control: Expand central control function to provide greater staff, public and juvenile safety.
 5. Mental Health: Provide mental health space and counseling areas.
 6. Medical: Upgrade and expand health care/clinic space.
 7. Kitchen: Expand dry food storage area and upgrade equipment.

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8. Administration: Upgrade Juvenile Hall administration and staff support areas.
9. Vehicle sallyport: Add fenced security barrier to provide safer access for law enforcement entry into the hall.
10. Parking: Add drainage, lighting, and paving to lower level parking area.
11. Building systems:
 - a. Lighting: Upgrade lighting where needed in the facility and parking area
 - b. Colors: Provide an improved lighter color scheme throughout the facility that promotes a more uplifting and non-institutional atmosphere.
 - c. HVAC: Add an expanded and more efficient heating, ventilation and air conditioning system to the Hall.
 - d. Juvenile Hall Zoning: Protect the community by providing an escape-proof barrier which includes fencing, intrusion system upgraded locking devices, and closed circuit television system This will be accomplished by either upgrading, expanding, or adding these types of systems.
 - e. Skylights: Add skylights in housing and day room areas.
 - f. Remove or encapsulate floor coverings containing asbestos and mastic throughout. Costs for this activity are estimated at \$50,000, and cannot be paid from construction grant funds. This project must be completed prior to start of construction.

Estimated Construction Costs

Total construction expenditures are estimated at \$5,279,314. **Grant-funded** costs are estimated at \$4,562,593; the project cost to the County (County match requirement) is estimated at \$716,721, which includes \$50,000 for the required asbestos hazardous materials abatement. Below is a table showing the funding requirements for the expansion and renovation of the juvenile hall facility:

Funding Source	Upgrade Facility	18-Bed Additional Capacity	Total Funds
Board of Corrections Grant	\$3,203,492	\$1,359,101	\$4,562,593
County Matching Funds	\$430,841	\$285,880	\$716,721
Total Project	\$3,634,333	\$1,644,981	\$5,279,314

The Construction Grant Application to the Board of Corrections for the expansion and renovation of Juvenile Hall will be prepared in time to meet the March 17, 1999 deadline. If approved by the Board of Corrections, the Probation Department will return to your Board for final approval and acceptance of the grant award, as well as approval of the final match requirement.

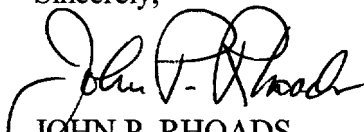
This plan has been endorsed and recommended by the Superior Court, the Grand Jury, the Criminal Justice Council, the County Office of Education, and the Juvenile Justice Delinquency Prevention Commission.

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A copy of the completed Needs Assessment document has been distributed to each member of the Board and is also on file with the Clerk of the Board, for your review.

IT IS THEREFORE RECOMMENDED that your Board approve and authorize the Chief Probation Officer to submit a construction grant application in the amount of \$5,279,314 in total costs to the Board of Corrections for Expansion and Renovation of the Juvenile Hall Facility, as recommended by the Chief Probation Officer.

Sincerely,



JOHN P. RHOADS
Chief Probation Officer

RECOMMENDED:

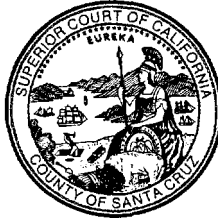
SUSAN A. MAURIELLO
County Administrative Officer

cc: County Administrative Officer
Auditor-Controller
courts
Probation

Superior Court of California

COUNTY OF SANTA CRUZ

216 567



January 25, 1999

Agenda: 2/9/99

Board of Supervisors
County Government Building
701 Ocean Street
Santa Cruz, CA 95060

RE: Application for State Funding of Juvenile Hall Remodel

Dear Members of the Board:

The Juvenile and Superior Courts, strongly support the proposed remodel and expansion of the County Juvenile Hall facility and urge the Board to take advantage of this funding opportunity to remedy the ongoing problems associated with the aging Juvenile Hall. The present facility is overcrowded and inadequate to meet the needs of the current juvenile hall population. The overcrowding of the Juvenile Hall has been problematic for many years. With a rated bed capacity of 42, the population has in recent years consistently averaged in the 60s and 70s. In addition to the need for extra staff to meet minimum staffing ratios, the crowded conditions have resulted in overextended support services, crowded classrooms, and increased tension among the residents giving rise to fighting and assaultive conduct. There is also a lack of necessary space for medical, mental health, and recreational services and the infrastructure of the 30-year-old facility is outdated and in need of extensive upgrading to meet current state standards.

Despite the implementation of the intensive home supervision program and other alternatives to detention, the overcrowding continues with an average hall population of 54. Consequently, juveniles continue to double up in rooms built to house only one person and are forced to sleep on mattresses placed on bare floors. The Board of Corrections in its 1997 inspection report specifically cautioned against continuing this practice. From the Courts' perspective, requiring juveniles to double up in crowded cells and sleep on bare floors is inhumane, unhealthy and unacceptable.

There has also been a significant rise in the number of serious and violent offenders entering the juvenile justice system. Within the first three months of 1998 there were 63 case involving serious offenses ranging from assaults and weapon charges, to sex offenses

and serious property crimes. This does not include the 31 drug-related offenses for that same period.

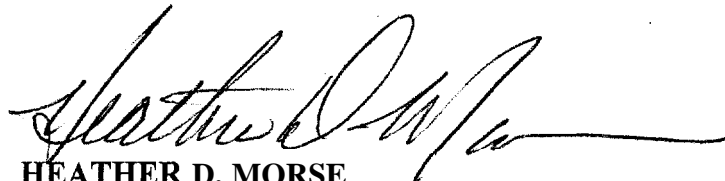
The current facility design precludes the segregation of the more serious offenders, many of whom must be housed in juvenile hall pending resolution of their cases in adult court. The design is not conducive to maximum supervision of wards when overcrowded conditions occur and compromises the security of both staff and residents. We must confront these issues with practical solutions.

The proposed remodel clearly addresses these problems and provides the chance to finally bring the juvenile hall facility into compliance with minimum state standards. We strongly urge the Board of Supervisors to take this opportunity and apply for this critical funding so we can ensure a juvenile hall facility that is safe and secure for the juveniles, the juvenile hall staff and the community.

Sincerely,



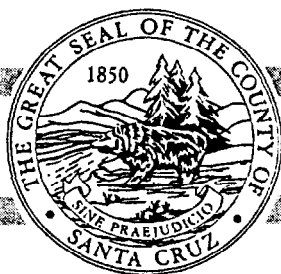
KATHLEEN K. AKAO
Presiding Judge of
Juvenile Court



HEATHER D. MORSE
Presiding Judge of Superior Court

cc: CAO
Chief Probation Officer

GRAND JURY



218 569
COUNTY OF SANTA CRUZ

GOVERNMENTAL CENTER

P.O. BOX 542 701 OCEAN STREET
SANTA CRUZ, CALIFORNIA 95061
(408) 454-2099

January 4, 1999

BOARD OF SUPERVISORS

County of Santa Cruz
701 Ocean Street
Santa Cruz, CA 95060

RE: GRAND JURY REPORT RECOMMENDING COUNTY APPROVAL TO APPLY
FOR STATE FUNDING FOR JUVENILE HALL CONSTRUCTION PROGRAM

Dear Members of the Board:

The Santa Cruz County Civil Grand Jury wishes to voice its support for the appropriation of the necessary counterpart funds to enable the County to apply for the challenge grant for the renovation of the County Juvenile Hall to be considered by the Board of Supervisors on January 26, 1999.

In 1996, a Juvenile Hall Needs Assessment Task Force was convened to "focus on the needs of the Hall." The Task Force made 39 recommendations. They represent an excellent body of ideas to deal with the problem of juvenile offenders. Many of them will find echoes in a special report on Youth and Substance Abuse that the Civil Grand Jury is currently preparing. However, only three recommendations dealt with the facilities of Juvenile Hall:

No. 12: "Expand health, vocational, mental health and education services at Juvenile Hall,"

No. 25: "Upgrade existing Juvenile Hall (especially security, kitchen, recreation facilities, storage, medical and therapy rooms," and

No. 35: "Develop plans to meet space and security needs at Juvenile Hall."

The last proposal, at least, has been acted on with the preparation by the Criminal Justice Research Foundation of a proposal to upgrade and redesign Juvenile Hall.

The Civil Grand Jury has been concerned about the condition of the facilities at the Juvenile Hall for some time. In last year's report, we recommended the rehabilitation of the nurses' station

Board of Supervisors
January 4, 1999
Page two

and the possible construction of a new facility in South County. This year we received a special charge from Judge Yonts to examine the serious problem of youth and substance abuse. In the course of our work on that charge, we have devoted considerable time to studying Juvenile Hall. Our conclusion is that it is seriously inadequate to play its part in addressing the problem of youth and substance abuse, as well as its other responsibilities. Based on Probation Department information, we now believe that a new facility in South County would take approximately \$15 million to construct and at least ten years for necessary approvals and construction. Withholding matching funds for the proposed renovation with the idea of using them at some indefinite future date for a new facility is unrealistic planning. The best option in the short and medium term is to focus on the current facility.

In response to our report, you indicated that "the Board of Supervisors has authorized the Probation Department to retain the consultant services of the Criminal Justice Research Foundation (CJRF) of Sacramento. CJRF is conducting a complete Juvenile Hall facility evaluation and needs assessment, as well as developing recommendations on a range of options that may apply to the current Juvenile Hall, as well as additional unmet residential needs CJRF is also tracking bills and legislation that could provide funding, and will assist the Probation Department in the application and response to any Requests for Proposals in which funds are available for the Juvenile Hall."

The proposed renovation plan addresses the most serious deficiencies of the Juvenile Hall. It is not possible in the current facility to adequately segregate the population between males and females, older and younger wards and serious/dangerous offenders and others given the current two-wing, linear structure. The proposed cluster system would make this much easier, as well as providing for increased supervision, central control and safety. The renovation plan also upgrades security through the addition of a sally port and an improved perimeter fence.

The Juvenile Hall faces chronic lack of space despite the strenuous efforts directed by the Board of Supervisors to increase placement outside Juvenile Hall. This requires the routine doubling up of wards in rooms designed for only one person. There is no reason to believe that this situation will improve in the future. The new capacity, which at 60 is only slightly over the recent average in the middle 50s, also gives the flexibility to meet changes in the age, gender and violence potential of the ward population.

Current recreation facilities are open to the elements and actually appear to present some danger to the juveniles. An all-weather facility could also be used for a variety of other purposes, including better visiting facilities.

One of the great triumphs of Juvenile Hall is the successful education program that it carries out. This is done despite having only two rooms not specifically designed as classrooms. The renovation will provide an even more effective learning environment.



SANTA CRUZ C O U N T Y CENTRAL LABOR COUNCIL AFL-CIO

221



10353 Merritt Street ♦ Castroville, CA 95072 • (408) 633-1869 ♦ FAX (408) 633-1859

Shariene Cece
President

Jimmy Kelly
Vice President

David Winters
Secretary-Treasurer

Amy Newell
Business Agent

RESOLUTION IN SUPPORT OF SEIU LOCAL 415'S CALL FOR RENOVATION AND EXPANSION OF THE SANTA CRUZ COUNTY JUVENILE HALL

WHEREAS SEIU Local 415, an affiliate of the Santa Cruz County Central Labor Council, represents the workers who staff the Santa Cruz County Juvenile Hall; and

WHEREAS the chronic overcrowding at the hall is well-documented and creates an unsafe environment both for the employees of the facility and the youth detained there; and

WHEREAS the Santa Cruz County Central Labor Council believes that the operation of a safe and modern youth detention facility is a matter of concern to the public at large and especially to SEIU Local 415, whose mission is to provide for a safe and healthful workplace for the members it represents; now, therefore

BE IT RESOLVED that the Santa Cruz County Central Labor Council joins its affiliate SEIU Local 415 in endorsing the plan to submit an application to the State Board of Corrections for funding to renovate and expand the Santa Cruz County Juvenile Hall.

ADOPTED

2/10/99

David Winters
David Winters, Secretary-Treasurer



RESOLUTION

Whereas: SEIU, Local 415 is forever committed to the growth and welfare of its membership as well as the improvement of workplace conditions, and

Whereas: SEIU, Local 415 shares in the interests of the greater community which its members serve, and

Whereas: SEIU, Local 415 understands that the operation of a safe and modern youth detention facility is a matter of both union and public concern, and

Whereas: the record of chronic overcrowding at the Santa Cruz County Juvenile Hall contributes to the creation of an unsafe environment for both union members working at the facility and the community's youth, detained there, and

Whereas: the projections for populations growth for this region do not suggest that the Juvenile Hall census trends will experience a decline in the future, and

Whereas: the addition of bed space for detained youth will contribute to relieving stress on workers and other problems associated with overcrowding and provide for more humane conditions for staff and detainees, and

Whereas: the proposed expansion of this facility will increase opportunities for union members and the growth of the Local, and

Whereas: a unions strength is measured by its success at organizing and its commitment to union ideals, and

Whereas: SEIU, Local 415 is a strong, vital and hearty local, be it hereby resolved that:

The Executive Board of SEIU, Local 415, as the policy making and governing body, endorses the plan to submit an application for funding to the State Board of Corrections, for renovation and expansion of the Santa Cruz County Juvenile Hall.



Cliff Leo Tillman, Jr.
Executive Director

Approved by the Executive Board on January 26, 1999



February 22, 1999

Board of Supervisors
County of Santa Cruz
701 ocean street
Santa Cruz, CA 95060

Re: Juvenile Hall

Board Members:

Pajaro Valley Prevention and Student Assistance, Inc. (PVPSA), is a dedicated nonprofit serving the ~~24-school~~ Pajaro Valley Unified School District. PVPSA provides a full range of prevention and intervention services to at-risk youth and their families in the City of Watsonville and surrounding unincorporated areas of Santa Cruz County.

PVPSA's Board includes representatives from government, education, business, law enforcement and community. We unanimously support the renovation and expansion of the Santa Cruz County Juvenile Hall in the interest of humane conditions and safety for the youth there. These changes also would provide additional classroom, counseling, and recreational space for prevention programs to which PVPSA is committed.

We urge the Board of Supervisors to endorse the Probation Department's application for grant funding to upgrade the present juvenile facilities.

Very truly yours,

Dana Sales
Board President

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LATINO STRATEGIC PLANNING COLLABORATIVE**225****1220 41st. Avenue, Capitola, CA 95010
(831)459-3182**

February 23, 1999

BOARD OF SUPERVISORS
701 Ocean Street, Room 500
Santa Cruz, Ca 95060**EXPANSION OF JUVENILE HALL**

Dear Board of Supervisors:

On behalf of the Latino Strategic Planning Collaborative (LSPC), we would like to express our support for the infrastructure upgrades and renovation of Juvenile Hall. We believe that no youth should have to live under the current conditions, and that their health and safety should be considered before any other priority. However, the LSPC has serious reservations about supporting the expansion of the Juvenile Hall. Latino youth are overrepresented based on local County demographics. On average, Latino youth comprise 64 % of the population detained in Juvenile Hall. This over-representation has been in place for several years and raises our concerns about discrimination. We believe that prevention/intervention strategies are both more effective and less expensive than incarceration strategies.

The LSPC does not support the proposed options of 118 beds (Option 4), 32 beds (Option 3), or 26 beds (Option 2). After much discussion with our membership and the community, we recommend that the Board of Supervisors support an 18 bed (Option 1) expansion in order to apply for the Construction Grant Application to the Board of Corrections. If your Board decides to approve the application for these funds, we recommend that the following agreements with the Probation Department be contingent upon applying for these grant funds.

1. Agreement from the Probation Department to demonstrate progress on reducing the percentage of Latino youth that are being admitted into the hall to a maximum of 25% on an annual basis by the year 2001. This would require quarterly publication of:
 - a) percentage of bed days by ethnicity;
 - b) percentage of admissions by ethnicity;
 - c) percentage of youth sent to Youth Authority, and state prison by ethnicity;
 - d) length of stay (admission to discharge) and length of stay after disposition by ethnicity; and
 - e) the number of referrals to community-based prevention programs by ethnicity.

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The current health facilities are sadly inadequate. For a population facing serious problems from substance abuse, this is unacceptable. The nurses, whose dedication is obvious, are forced to work in one small room which combines examining facilities, records and work space. We understand that the State requires a separate room for examination. These matters urgently need to be resolved and would be addressed by the renovation plan.

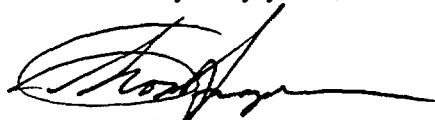
Finally, we understand that a serious asbestos problem exists in the facility. The ongoing palliative efforts will not solve the problem. Removal of this health menace is included in the plan.

Alternatives to incarceration in the Juvenile Hall have been thoroughly explored, stimulated by the 1996 report. Many of the alternatives have been acted upon. However, additional funding has come almost entirely from grants. It seems to us to be a false dichotomy that funding of Juvenile Hall from County sources will reduce the funding available to alternatives to incarceration. These alternatives, while important and effective in many cases, have not been able to actually reduce the demands on the Juvenile Hall. Furthermore, the County should not put itself in the position of being forced to eschew the use of the Juvenile Hall due to overcrowding when such use is appropriate and necessary.

CJRF has completed the facility evaluation and needs assessment. Their proposed design for a renovation of Juvenile Hall appears to deal with most of the concerns which the Civil Grand Jury and others have expressed. Fortuitously, this comes at a time when the largest part of funds for the renovation may be available from a challenge grant from the State. Application for this challenge grant will require matching funds from the County. We believe that this is an opportunity that should not be missed. It is now time to stop studying the matter and to start acting.

For all of these reasons, we strongly urge the Board of Supervisors to seize the opportunity presented by the challenge grant to leverage the County's own contribution in order to effect a major improvement in the ability of the Juvenile Hall to meet the needs of the County and its own wards.

Very truly yours,



Thomas Sprague
Foreperson
Civil Grand Jury

TS:mks

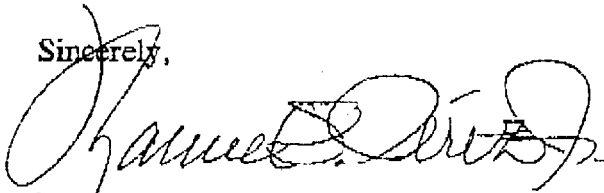
Latino Strategic Plan Collaboration
Page 2
Expansion Of Juvenile Hall

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2. We recognize that the Probation Department does not control all of the factors that result in the overrepresentation of **Latino** youth. However, they could play a key role in calling together law enforcement, District Attorney, Public Defender, **judges**, school districts, treatment providers, youth advocates, and community-based organizations (agencies that work with youth) to address the problems.
3. Agreement from the Probation Department to balance this expansion with early intervention strategies by developing proposals and adding new resources equivalent to \$716,000 over the next three years. Probation Department will establish an on-going countywide Task Force including social services agencies, programs, -and community based organizations that work with youth. This committee will assist in the selection of funding opportunities
4. Agreement to establish outcome measures of improved services and conditions, and to report on these quarterly. The following groups would be invited to participate in the establishment of the outcome measures: LSPC, **Latino Affairs Commission**, Latino Lawyers of Santa **Cruz County**, as well as representation from community-based organizations (agencies that work with youth.) We would anticipate an increase in access to community services, health services, and education activities in the new facilities, The Probation Department will **develop** an annual report of family Satisfaction, and youth satisfaction surveys reflecting the improved humane conditions.

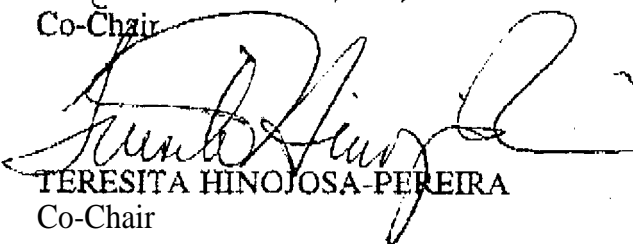
The **LSPC** will work with the Probation Department or any other appointed body to continue this process. We look forward to working with your Board on issues that affect our community and residents of Santa **Cruz County**.

Sincerely,



MANUEL S. PEREZ, JR., M.A.

Co-Chair



TERESITA HINOJOSA-PEREIRA

Co-Chair

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