NAPA COUNTY GRAND JURY
2016-2017

June 13, 2017

Final Report

JUVENILE HALL
SUMMARY

As mandated by state law, the Napa County Grand Jury must physically inspect all jail and detention facilities within the county on an annual basis. The 2016-2017 Grand Jury inspected the Napa County Juvenile Hall (NCJH) on October 11, 2016.

The last three Grand Juries recommended replacing outdated video surveillance cameras, which they found produced poor quality video and unacceptable imaging capability. These recommendations were agreed upon and accepted each year by Juvenile Hall without implementation until 2017. This project is still not finished. Completing the installation of cameras and ancillary equipment would make the NCJH a safer place for staff and detainted youth.

Most of the youth entering Juvenile Hall have mental health problems and co-occurring substance abuse issues. In order to effectively manage mentally ill youth in custody, it is often necessary for detainees to receive appropriately prescribed medications. NCJH seeks to provide targeted mental health services as needed. A secondary goal of treatment is to help reduce recidivism. As measured by Juvenile Hall, success is for detainees not to be convicted of any new crimes during their probationary periods after release.

BACKGROUND

The Napa County Probation Department is “…responsible for the overall operation of the County’s Juvenile Hall, which provides custody, counseling, medical care and guidance of delinquent and custodial children in a variety of short and medium term programs”. On average, the length of incarceration for detainees is 25 days; for youth awaiting residential treatment placement it is 55 days.

NCJH, located in Napa, was constructed in 2004. It was designed to accommodate up to 60 youth detainees and is currently staffed for 50 detainees. In 2016-2017 the resident population has fluctuated between 16 to 24 youths on a daily basis, and the age range is from 14 to 17 years.

METHODOLOGY

A. INTERVIEWS CONDUCTED

Napa County Chief Probation Officer
Two NCJH Supervisors
One NCJH Mental Health Counselor
Eight NCJH Detainees (informal interviews)

1 Recidivism is defined as being convicted of a new crime while on probation or supervision.
2 Napa County Department of Probation website description of services.
3 Youth awaiting placement often take longer to be released since Napa County Juvenile Hall has to match the detainee with an appropriate program; then the program has to have an opening.
B. DOCUMENTS REVIEWED

Napa County Grand Jury Reports 2009-2016

Internal Reports of Napa County Juvenile Hall:
- Probation Division Budget, FY 2016-2017
- Orientation for Minors
- Medical Screening Form
- Classification Assessment
- Division Reports, FY 2013-2017
- Supplemental Intake Questionnaire
- Supplemental Intake Questions
- County Juvenile Justice Center Behavioral Summary
- Incident Reports, September-December 2016
- Minor Grievance Reports
- Organization Chart 2016-2017
- List of Psychiatric Medications Dispensed at NCJH
- Marin County Grand Jury Reports 2015-2016
- San Luis Obispo County Grand Jury Report 2015-2016

C. NAPA COUNTY JUVENILE HALL FACILITY INSPECTION

The Grand Jury Juvenile Hall Committee inspected the following areas:
- Sally Port, Holding, and Booking areas
- Control Desk, including Observational and Padded Cells for Juveniles at risk
- Holding Cells
- Restrooms and Shower Facilities
- Common Areas
- Outside Recreation Areas
- Kitchen and Dining Areas
- Library
- Family Visiting Area
- Classroom Area

DISCUSSION

Inspection of Juvenile Hall

Detainees are housed in clean cells that include sinks and toilets. Youth are required to engage in daily academic studies in a classroom environment and physical exercise in outdoor recreation areas. The building interiors were clean and well maintained. All health and fire inspections were current. All areas, including family visiting space, were secured.

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4 Sally Port: a secure, controlled entryway
In addition to a physical inspection of the facility, the Napa County Grand Jury conducted interviews with management, probation officers, a mental health counselor, and eight detainees. The Grand Jury was impressed with the exemplary work of the NCJH team in providing security, education, counseling, guidance, medical services, and quality nutrition to incarcerated youth.

**Video Equipment Delays**

Surveillance equipment is used to monitor all movement at the facility, thereby insuring safety and security for everyone. The cameras at NCJH have been outdated and not strategically positioned for over two years. The Grand Jury continues to raise the video surveillance camera issue because NCJH agreed to update this technology by December 31, 2016. The installation of additional surveillance cameras as well as equipment upgrades is currently only 75% complete.

**Mental Health**

Each detainee entering NCJH is given a mental health assessment. In Fiscal Year (FY) 2014-2015, there were 154 out of 188 detainees (82%) receiving mental health services. During FY 2015-2016, 138 out of 156 detainees (88%) received mental health services. Mental health services include, but are not limited to, psychiatric and mental health counseling, dispensing of medications, and anger management therapy.

Juvenile Hall is staffed to provide mental health counseling in collaboration with the Department of Napa County Health and Human Services. A psychiatrist is available for video conferencing and may prescribe medications as needed. Registered Nurses dispense and monitor medications. Psychotropic drugs are prescribed to manage anxiety, mood disorder diagnoses, post-traumatic stress disorder (PTSD), Attention Deficit Hyperactivity Disorder (ADHD), and suicidal behaviors.

According to staff, Juvenile Hall facilities are not designed to house youth with significant mental health issues. There is a shortage of psychiatric hospital beds for severely impaired juvenile detainees in California. Due to this critical shortage, there is a trend to incarcerate mentally ill youth rather than provide them with higher level hospital services.

The NCJH staff is dedicated to working with mental health counselors, the courts, and the District Attorney to divert mentally ill youth out of the criminal justice system and into more appropriate treatment options. Ultimately, the District Attorney decides whether to bring charges because incarcerating and possibly criminalizing youth who suffer from mental illness is not a viable long-term solution.

**Napa County Juvenile Hall Staffing**

NCJH meets California’s Title 15 staffing requirements to assure safety, security, education, rehabilitation and healthcare in juvenile facilities. The number of full time staff is 32, with two part-time counselor positions. Currently, staffing is independent of the variable daily census. At last count, NCJH held 17 individuals, 14 boys and three girls. Personnel resources are strategically used as follows:

- Overnight coverage requires both male and female staffing. Current day staffing is eight sworn peace officers. The night staffing is a total of six sworn peace officers.

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5 FY14-15, FY15-16 from Napa County HHS report “Juvenile Hall Population served by Mental Health”. These numbers represent unduplicated individuals.
Designated Juvenile Hall personnel are also being used as “super testers” on a new computer system called Criminal Justice Network (CJ-Net). 6

Juvenile Hall counselors are running cognitive therapy groups, teaching life skills, changing criminal thinking behaviors, and conducting anger management training.

The Juvenile Hall staff are proactively working on the implementation of Penal Code Section 1000.7. 7 This law is designed to house young adults in a rehabilitation environment rather than introducing them to the adult criminal justice system. At this time, the Napa transactional age youth program has not been implemented. The application was submitted to the State of California and is awaiting approval.

Staff are also engaged in assisting with after school programs, including NEXUS, a “wrap around program” using an integral learning and counseling approach with probationary youth and their families.

Recidivism

An important factor in evaluating the success of NCJH is the recidivism rate. Based on Grand Jury interviews, the current recidivism rate is 20%, meaning that the majority of youth are not booked on new crimes. However, based on these same interviews, there is a continual merry-go-round of youth rebooked for parole violations. Some detainees report as many as eight parole violation detentions.

FINDINGS

The Grand Jury finds that:

F1. The time it has taken to fully install an updated video camera system at Juvenile Hall is unacceptable.

F2. The Napa County Juvenile Hall staff strives to find appropriate rehabilitation options for mentally ill youths in lieu of incarceration.

RECOMMENDATION

The Grand Jury recommends that:

R1. The Napa County Juvenile Hall complete the full installation of video cameras and ancillary equipment by October 1, 2017.

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6 Criminal Justice Network is a unique electronic resource allowing law enforcement entities to exchange information, and share resources.

7 PC, Sec. 1000.7 of Title 6 Part 2, Pilot program September 30, 2016 Relating to crimes. Enables 5 California Counties including Napa County to set up a pilot program for low-level, nonviolent felons, ages 18-21, who don’t have a criminal history. The law took effect January 21, 2017, and the pilot will run until January 21, 2020.
REQUEST FOR RESPONSES

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

From the following governing body:

Napa County Board of Supervisors: F1, R1

From the following individual:

Chief Probation Officer: F1, R1

Reports issued by the 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 Grand Jury.