

NAPA COUNTY  
RESPONSE TO THE GRAND JURY FINAL REPORT ON  
NAPA COUNTY JUVENILE HALL GOOD FACILITY DYSFUNCTIONAL  
GOVERNANCE UNUSED BEDS OUTDATED PROGRAM

June 21, 2022

**Findings**

**Finding 1:** The overall governance for juvenile justice is fragmented and ineffective. The administration and staff at JH are dedicated to youthful offenders, those in JH and those on probation. The Juvenile Justice Coordinating Council (JJCC) is a body required by state law to receive certain juvenile justice state grant money. The Council is expected to allocate funds across the member entities sitting on the Council. Generally the funds go only to Probation. Neither the JJCC nor the JJC has addressed how Juvenile Hall's physical facility can be modified, remodeled, and repurposed to serve more probationary youth. Although the JJCC is tasked with providing necessary coordination and collaboration, they have not provided the active oversight and direction necessary to maximize the public investment in Juvenile Hall and probationary youth.

The Chief Probation Officer (CPO) disagrees partially with the finding. The CPO agrees that the Juvenile Hall administration and staff are dedicated to youthful offenders both in the hall and those on probation and appreciates the Grand Jury's recognition of this. The CPO, however, disagrees with the remainder of the finding.

Pursuant to the Juvenile Justice Crime Prevention Act (JJCPA) and Welfare and Institutions Code Section 749.22, there is no requirement that JJCPA funding be allocated across the Juvenile Justice Coordinating Council's member entities. The requirement is that the Juvenile Justice Coordinating Council implement a comprehensive multi-agency juvenile justice plan aimed at reducing juvenile crime annually, which the JJCC has complied with. This plan/report is made available to the public on the Board of State and Community Corrections website ([www.bscc.ca.gov](http://www.bscc.ca.gov)). Thus, the prime role of the JJCC is to serve as an advisory council. While there is no requirement to allocate specific funds to specific groups and broad discretion is given, in fiscal year 2021-2022, 37% of AB 1913 funds went to agencies other than probation to provide services to youth and families. The funds directed toward probation are spent providing evidence-based services to youth and families including cognitive behavioral treatment and programs for youth to provide pro-social activities during the high risk after school hours.

Regarding the physical facility, there is continued and active engagement related to using the building, including potentially contracting with other counties and building a camp program. This would ensure that Napa County youth can remain close to home.

Over the past few years, the juvenile hall has been required to manage the detention population differently due to the Covid-19 pandemic. Using the space appropriately was paramount to keeping the youth and staff safe including space to quarantine youth. These Covid-19 mitigation procedures are still required, and the end date is unknown, making it challenging to use the building space for other purposes until the requirements are no longer in effect. Further, the Department has recently contracted with a consulting firm to review and update the comprehensive plan, conduct focus groups and listening sessions with the community, and identify resources to procure new strategies and tools that will continue to reduce recidivism and maximize opportunities that the juvenile hall facility can provide to youth and families in our community.

The Napa County Juvenile Justice Coordinating Council (“JJCC”) disagrees partially with finding 1. The JJCC agrees that the Juvenile Hall administration and staff are dedicated to youthful offenders. The JJCC however, disagrees with the remainder of the finding.

The role of the JJCC is not to govern juvenile justice but act as an advisory council. The JJCC has met its annual requirement of preparing and implementing a comprehensive multiagency juvenile justice plan aimed at reducing juvenile crime. This 2021-2022 Annual Plan entitled Juvenile Justice Plan is available on the BSCC website ([www.bscc.ca.gov](http://www.bscc.ca.gov)) and lays out JJCC’s plan for reducing juvenile crime over the next year. As an advisory council, the JJCC also considered different allocations of AB 1913 funds and allocated 37% of the funds to other juvenile justice agencies other than Probation.

As to the repurposing, modification or remodeling of Juvenile Hall’s physical facility, the JJCC as an advisory council has been apprised by Probation and the Superintendent of Juvenile Hall that they are actively investigating and pursuing ideas for utilization of the building space including rethinking and expanding the New Horizons Academy program to a camp program for Napa County youth so they can remain close to home and re-enter the community with local services and relationships to trusted adults. Napa County has also discussed contracting with other counties to house their youth. The JJCC has been informed that other counties are particularly interested in housing their youth at Juvenile Hall because Napa County Juvenile Hall was specifically built as a rehabilitation facility. Moreover, the COVID 19 Pandemic required Juvenile Hall to use all available space for quarantine and isolation purposes to keep all youth safe. Since the COVID 19 protocols are still in effect for the near future, any reconfiguration of the Juvenile Halls facilities will have to be mindful of those protocols.

The Napa County Juvenile Justice Commission (“JJC”) disagrees wholly with finding 1. The JJC is not a “board involved in the governance of juvenile hall” or a “governance board.” Pursuant to Welfare & Institutions Code section 225-231, the JJC’s duty is to inquire into the administration of the juvenile court law in the county, inspect premises housing minors, and make recommendations for changes. (W&I sections 229, 230.) JJC’s only mandate is to inspect publicly administered juvenile institutions once per year. The JJC may recommend changes after investigation if it has concluded said changes will be beneficial. In 2021, the JJC inspected all the qualifying juvenile facilities in Napa County and concluded in its report that the Juvenile Hall was complying with the California Code of Regulations Title 15, Division 1, Chapter 1, Subchapter 5 - Minimum Standards for Juvenile Facilities and Title 24 Part 2, Section 1230 – Minimum Standards for Juvenile Hall Facilities.

As to the Juvenile Hall facilities, over the last ten years the population of Juvenile Hall has fluctuated dramatically. The JJC believes Probation and Juvenile Hall have done an excellent job at implementing evidence-based practices that has reduced recidivism. Additionally pursuant to statutory guidelines and Probation’s innovative programs, such as the Evening Reporting Center, the amount of youth that are detained has decreased. However, the JJC has noted that recently because of social isolation and lack of educational structure that resulted from the COVID-19 pandemic, as well as a significant mental health issues of Napa County youth, there has been an increase in youth violence and the amount of youth detained. In addition, the COVID-19 protocols that have been implemented in Juvenile Hall over the course of the pandemic have required Juvenile Hall to use all its space to keep youth safe. As a result, Juvenile Hall, unlike many juvenile and adult correctional facilities, has not had any COVID outbreaks.

The JJC has also been informed about the plan to rework the NHA to create a camp that could house our youth that are currently sent out of county for placement services. The JJC believes there is great benefit in serving our youth in our county close to their families and supports structures. Therefore, the JJC believes that Juvenile Hall is being appropriately used and that Probation and Juvenile Hall have appropriate plans for use or reconfiguration of the space once COVID-19 protocols can be lifted.

**Finding 2:** Inadequate documentation of probationary program experience. There are multiple paths through the three service systems for probationary youth. No case manager or data system tracks these program experiences. As a result of an inadequate data system, there is no way to tell how effective the different paths or programs may be, as recently noted by the State BSCC.

The Chief Probation Officer disagrees partially with this finding. While it is appreciated that having one data system track all youth would be ideal, each agency providing services to youth must track their own data for mandated state reporting. To my knowledge, a single database with the capability of combining all data systems does not exist. Therefore, each agency collects and stores its respective data.

To ensure communication across systems, there are several multi-disciplinary teams that meet regularly designed to share information about youth involved in the juvenile justice system, as well as identify any additional resources the youth and family may need. As an example, one multi-disciplinary team meeting happens weekly inside the juvenile hall and includes members of probation, juvenile hall, medical providers, education, and mental health. The purpose of this meeting is to ensure that all parties working with the youth have the information they require to provide coordinated service to the youth. Additionally, there are significant barriers to data sharing across systems with confidential juvenile records as many records include protected health information.

The JJCC disagrees partially with this Finding. A coordinated data system would be ideal, but could be problematic, due to confidentiality of juvenile records and health records. However, the JJCC disagrees that there is no way to tell how effective the paths and programs are. In addition to multidisciplinary teams that meet to share information, the JJCC also communicates and shares non-confidential data among council members who are the major stakeholders in providing services and protecting youth. The JJCC acknowledges that a consulting firm, Shared Vision has been engaged to conduct a survey of the services available to youth and families in the community so Probation can better serve the needs of the youth. The consulting company is contracted to review, design, and implement a county-wide all-inclusive plan for prevention strategies and services as well as service integration for at-risk youth and their families. This process will include focus groups and community listening sessions designed to ensure there is community engagement in the juvenile justice plan as well as prioritizing effective interventions and leveraging existing resources and projects with a goal of enhancing coordinated services to youth and families in Napa County.

The JJC disagrees with this finding. Based upon the information that the JJC has been provided by Probation, Mental Health, the NCOE, Juvenile Hall staff and the youth, the agencies that provide services to the youth work very hard to provide a continuity of care for the youth in Juvenile Hall.

**Finding 3:** Un-coordinated approach to service. From a case management perspective, probationary youth are supported by three different related, but currently un-coordinated, service systems: probation, education, and housing/homeless services. As a result, no one knows if probationary youth receive the services they legally deserve.

The Chief Probation Officer disagrees wholly with this finding. Probationary youth are served by a multitude of different agencies including probation, law enforcement, education, county mental health, private mental health providers, providers of substance abuse, medical providers, community non-profit agencies, and regional centers as appropriate. The probation officer's duty is to ensure that each youth has a case plan that outlines their individualized needs and connects them with the appropriate services. All youth on probation have an attorney who advocates for the individualized needs of the youth and a Judicial Officer who reviews all cases and determines the status of the youth, and the Court orders the youth to a period of rehabilitation which includes reviewing the case plan and ordering conditions of probation. Additionally, there are multi-disciplinary teams and Child and Family Team meetings for youth which ensure that the needs of the youth are being met. The youth's parents and guardians are able to work with the probation officer and have a voice in the Court process to advocate for their child. Additionally, we have probation officers embedded into the Court and Community Schools to facilitate communication and service between the two systems. These agencies work together to ensure youth receive the services they legally deserve. Housing and homeless services are not primary providers at the table for youth as Napa County does not have any homeless probation youth.

The JJCC disagrees wholly with this finding. Many members of the JJCC are part of the multidisciplinary teams that provide services to the Napa County probationary youth. Also, as an advisory council we review and analyze the coordination of services of probationary youth and that information is included in our Juvenile Justice Plan annually.

The JJC disagrees wholly with this finding. The Juvenile Hall facility has representatives of Napa County Mental Health, Napa County Department of Education, Napa County Health and Humans Services, and many other services agencies that regularly provide and coordinate services to detained youth.

**Finding 4:** Reduced need for detention model. There are too few youth in need of Juvenile Hall's traditional detention model. A powerful design for NHA would be a better path forward for this facility and for the youth of Napa.

The Chief Probation Officer disagrees partially with the finding that there are too few youths in need of Juvenile Hall's traditional detention model. The decline in population has been the result of many factors including philosophical changes in legislation, and the implementation of evidence-based practices that have provided tools that have been proven to reduce recidivism. There is still a need for a secure detention setting for youth who commit violent crimes and need intensive services to rehabilitate. Gang violence including youth in possession of firearms is on the rise, and it is important to community safety to ensure there are adequate programs to serve youth who commit these types of crimes. Additionally, the population fluctuates in the juvenile hall and is somewhat

dependent upon legislative practices that cannot be foreseen. For example, the Covid-19 pandemic created a landscape where youth were not engaging in activities due to the shelter-in-place orders which also impacted the way the program in juvenile hall was required to operate.

The CPO agrees that because of the recent changes, the New Horizon's Program (NHA) should be redesigned. The probation camp program is currently being redesigned to maximize evidence-based programming for youth with the goal of reducing recidivism, increasing independent living and vocational skills, and ensuring that Napa County youth can remain local for their services in lieu of being sent to other counties. It is imperative that youth can create lasting connections to their families and trusted adults and services in Napa County to support their long-term success.

The JJCC disagrees partially with this finding. The JJCC agrees that the focus of Juvenile Hall should be on rehabilitation and maximizing evidence-based practices, vocational practices, independent living, and education. However, there is still a need for a secure "detention model" to safely house youth who commit violent crimes and need intensive services. We believe that Probation's plan for redesigning the NHA program to be a camp that our youth in need of placement services can be serviced and possibly be used by other counties is sound.

The JJC disagrees partially with this finding. As an advisory commission whose duty is to inquire into the administration of Juvenile Hall, we agree that legislatively and philosophically there is a shift towards more rehabilitative models of detention. We believe that Juvenile Hall is predominantly a rehabilitative facility. We agree that reworking NHA to expand the program to serve youth who might otherwise be placed out of county in camps is a great idea as we are aware of how important it is for youth to be connected to their communities and families. As the JJC also reads the incident reports, that are required pursuant to Title 15, Section 1362, of all serious incidents of physical harm or mental health issues, we are aware that the "detention model" is necessary to house youth who commit violent crimes and need intensive services and are mentally ill.

**Finding 5:** Probationary youth need unused beds. Juvenile Hall has many unused beds, while many probationary Napa youth are homeless.

The Chief Probation Officer disagrees wholly with this finding. There are no youth currently on probation in Napa County who meet the standard definition of homelessness. The Department, in collaboration with Child Welfare Services and the juvenile justice partners, ensures that each youth has a residence in which to call home. Each youth on probation in Napa County has a plan that includes housing with an appropriate parent, guardian, resource family, or other appropriate family members who provide care for the youth and engage in treatment plans and child and family teams. There is currently no need for detention beds to be used to house homeless youth nor would it be appropriate.

The JJCC disagrees wholly with this finding. We are not aware of any homeless probationary youth. Additionally, we are aware of significant statutory prohibitions on housing non-delinquent youth in a detention facility.

The JJC disagrees wholly with this finding. We have been informed by Probation that there are no homeless probationary youth. We also are aware that those not accused or adjudicated for a crime cannot legally be detained in a juvenile detention facility.

**Finding 6:** Educational program in need of improvement. JH needs to develop a viable New Horizon's Academy to serve a broader range of probationary youth. Crossroads needs a literacy program that permits social interaction about what is read; a computer-based program that focuses on individual interest with isolated youth does not do that. JH also needs to work with the county library to develop an educational program that teaches youth to use a sophisticated library system. In addition, JH needs to develop new occupational activities similar to those undertaken with the audio studio. Overall, adults involved in the education of youth in the probation system need to investigate how the agency, literacy, and real work features of the audio studio can provide to all youth for whom they are responsible.

The Chief Probation Officer partially disagrees with this finding. The Juvenile Hall is already designing a new program within the hall that was formerly called the New Horizon's program. The intent is to build evidence-based innovative programming that will enhance the lives of the youth in the program, which will include new programs and opportunities for youth to gain employment skills, as well as to focus on education. The Department will investigate ways to use the programs at the Napa County Library as appropriate.

The audio studio has been a valued addition to the program in juvenile hall. The Chief Probation Officer and the Napa County Superintendent of Schools are working together to provide excellent educational services to youth evidenced by the numerous graduations that have successfully happened from the Crossroads classroom. The Chief Probation Officer will continue to look for ways to enhance the overall program experience for youth in juvenile hall and will continue to work collaboratively with NCOE understanding that Crossroads is required to comply with state mandates.

The JJCC partially disagrees with this finding. Members of the JJCC include representative of the NCOE and Behavioral Health. The Juvenile Hall classroom provides quality educational services to the youth in custody. Juvenile Hall is working to develop new programs such as a camp program that will include programs that will focus on advanced education and vocational skills.

The JJC disagrees wholly with this finding. As a part of our annual inspection pursuant to WI § 229, the JJC inspects the NCOE classrooms at Juvenile Hall, interviews the teachers and the youth about the education provided. The classrooms are well organized, the teachers are engaged and most youth like the quality of the education provided. In person teaching was suspended during COVID which was difficult for the teachers and youth. The JJC has also been informed that the new camp program will have a strong educational component including higher education for those youth who have graduated high school.

## **Recommendations:**

**Recommendation 1:** Under the leadership of its current chair or of a consultant hired for that purpose, the JJC, a state-mandated body, should generate a development program that expands its current understanding of the potential of its group for leadership for the juvenile justice system. The program should include, but not be limited to, activities such as those noted below.

- a. Confirm with the State of California that the Commission is properly interpreting and applying state legal requirements
- b. Study websites presented by more active JJC's
- c. Report on activities broader in scope than their own
- d. Critique videos prepared to explain the functioning of JJC's
- e. Conduct Zoom interviews with outstanding leaders of other JJC's
- f. Consult with university researchers who focus on leadership for juvenile justice
- g. Sponsor training sessions organized by external organizations for JJC leaders
- h. Attend appropriate regional and State conferences

*Response, Juvenile Justice Commission:* The recommendation has not yet been implemented but will be implemented in part. Amanda Bevins became chair of the JJC in mid-2019 after the longtime chair Patricia Wells passed away unexpectedly. From March 2020 until February 2021 due to the COVID pandemic no meetings were held but Chair Bevins went to Juvenile Hall in person almost every month to get an update from the Chief Probation Officer and the Superintendent of Juvenile Hall including their COVID protocols. Chair Bevins reviewed the Incident Reports and the Grievance Reports prepared pursuant to WI Code sections 209, 210 and 885 and Title 15, Section 1362. Chair Bevins conducted the 2020 annual inspection herself and prepared the 2020 Inspection Report. In February 2021, at the JJC's first remote meeting Beth Gong, the Field Representative-Facilities Standards and Operations, of the Board of State and Community Corrections gave us a presentation on the role of a juvenile justice commission. The JJC is a small commission, approximately 7 commissioners. Each month we are given an update on Juvenile Probation by the Chief Probation Officer and Juvenile Hall by the Superintendent and the Assistant Superintendent of Juvenile Hall. The presiding juvenile court judge and often the commissioner who handles juvenile matters attend. The JJC discusses issues present in the administration of juvenile court law and corrections in the county. The recommendation that we develop a JJC website will be implemented to provide a summary of our purpose and contact information of the chairperson. The rest of the recommendations are not applicable and will not be implemented.

*Response, Board of Supervisors:* The Board of Supervisors agrees with the Commission.

**Recommendation 2:** To ensure oversight and transparency the Napa County Board of Supervisors should direct the Juvenile Justice Coordinating Council (JJCC) to report to the Board of Supervisors on a regular schedule at public meetings of the BOS. The JJCC should add more public members, meet regularly as required by law, provide timely public notice of meetings with agendas, provide minutes, recorded video, and follow the requirements of the Brown Act.

*Response, Chief Probation Officer:* The recommendation has been implemented in part. The Chief Probation Officer was appointed on January 8, 2022. Since that time, each meeting of the Juvenile Justice Coordinating Council has been scheduled according to the provisions of the Brown Act including timely posting of agendas. Due to the leadership transition, the January 19, 2022, meeting date was rescheduled to ensure that Brown Act requirements were met. The meeting was

rescheduled and occurred on January 26, 2022. A system has been put in place to ensure that all meeting minutes are posted correctly on the JJCC website. The new chair of the Juvenile Justice Commission was invited to the JJCC and there is already a process underway to add one additional community member who works with youth to the JJCC. Additionally, the JJCC has an SB 823 sub-committee which has added two additional community members to advise on youth in the juvenile justice system. All agendas and minutes are publicly posted as required on the JJCC website to allow the public to view at any time. The Chief Probation Officer in conjunction with the JJCC will provide the Board of Supervisors an annual update on the JJCC annual plan if requested.

*Response, Juvenile Justice Coordinating Council:* This recommendation will be implemented in the next six months. Since January 2022, the new chair of the Juvenile Justice Commission was invited to attend and the process of adding one additional community partner has been initiated. Additionally, a new sub-committee was created in response to SB 823 legislation which included two new community members. The Juvenile Justice Coordinating Council will continue to meet three times per year and provide timely notice of meetings with agendas, provide minutes, follow the requirements of the Brown Act, and report to the Board of Supervisors as directed.

*Response, NCOE Superintendent:* The Napa County Superintendent of Schools is a member of the JJCC, which is administered by the Probation Department and chaired by the Chief Probation Officer. Should the Board of Supervisors implement the recommendation to have the JJCC report on a regular schedule to the BOS, our office will be happy to participate in these presentations with the other members of the JJCC. Alternatively, the meetings of the JJCC are held regularly, have agendas and minutes, and welcome any members of the Board of Supervisors and/or the public to attend the meetings.

*Response, Napa County Board of Supervisors:* The Board of Supervisors agree with the Chief Probation Officer.

**Recommendation 3:** The Napa County Board of Supervisors should direct the JJCC to inform the public about participation in JJCC meetings, in person and by remote means and about obtaining agendas, minutes and reports necessary for participation. The JJCC should redo its webpage to create greater transparency. The Grand Jury suggests studying the San Francisco JJCC webpage (link below) as a model of transparency. The webpage should accurately reflect its origin in the law and its legal responsibilities and obligations. The webpage should also include the names and official contact information of JJCC members and provide a contact number and email for questions about meetings and how to become a member.

*Response, Chief Probation Officer:* The recommendation has not yet been implemented. The website upgrade will require assistance by other county departments and potentially contracted vendors to redesign the webpage. The Chief Probation Officer has reviewed the websites provided as reference and will include additional information on the JJCC webpage regarding the origin in the law and its legal responsibilities as an advisory committee tasked with implementing a comprehensive multiagency juvenile justice plan aimed at reducing juvenile crime. A membership roster will also be added along with a better design to provide easier access to the posted agendas and how the public can participate in the meetings that is listed on the posted agendas.

*Response, Juvenile Justice Coordinating Council:* This recommendation will be implemented within the next twelve months. The JJCC believes that public access to the website with additional



information and ease of access is vital. The JJCC will use the webpage to inform the public about participation in JJCC meetings and obtain agendas, minutes, and other documentation posted according to the Brown Act. The JJCC will support the Chief Probation Officer and the County in updating the webpage to provide greater transparency and access to information about the origin of the JCC, its legal responsibilities, a member roster, and membership information. The JJCC is an advisory committee required by law to implement an annual comprehensive multiagency juvenile justice plan aimed at reducing juvenile crime.

*Response, Juvenile Justice Commission:* This recommendation will not be implemented as it is unwarranted as to the JJC. JJC's are appointed as an advisory commission to and by the California Superior Courts. They are not subject to the Brown Act requirements for public meetings. (California Government Code sections 54950 et seq.; Opinion of NCCO).

*Response, Napa County Board of Supervisors:* The Board of Supervisors agree with the Chief Probation Officer.

**Recommendation 4:** Under the leadership of the Chief Probation Officer, the JJCC, the JJ Commission, and Napa County's CEO should collaboratively develop a strategy for an external group's comparison of the functionality of the existing CJNET homegrown system to a modified commercial-off-the-shelf (COTS) system in use for juvenile justice in other counties. With the goal of providing meaningful data analysis and analytics, including tracking programmatic experiences and effectiveness along with required state reports, while enabling data transparency, the external comparison should include at least the features named below.

- a. Cost, including staff time and licensing costs. The functionality of each; especially the data analytics function. Will the system require additional IT personnel interface for data analysis and report generation (as CJNet reportedly does now) or can staff manage the system without the need to rely on an external data analyst? In sum, what functions will be delivered at the user level?
- b. The relative times for development (acknowledging that any COTS system will likely need to be customized) and implementation of each system.
- c. The availability and cost of training of each system, relying on an external data analyst. In sum, what functions will be delivered at the user level?
- d. The relative times for development (acknowledging that any COTS system will likely need to be customized) and implementation of each system.
- e. The availability and cost of training of each system.

*Response, Chief Probation Officer:* The recommendation has not been implemented but will be implemented over the next two years. The Chief Probation Officer and the Chief Information Officer are actively developing a plan to seek information and research current commercial off-the-shelf systems for juvenile hall and juvenile probation. The current CJNET program was recently implemented for Juvenile Hall and was built to specific Napa County processes and procedures. Staff in the juvenile hall and ITS departments spent a tremendous amount of time building a system that is custom to their operations and statutory requirements. The juvenile probation module and data warehouse has not yet been built. A process to review potential vendors will be implemented to assess the functionality, cost, development timelines, required integration of justice agencies, data capabilities, and feasibility will be implemented. Additionally, the current CJNET system will be reviewed under the same provisions of cost, feasibility, development, integration, and data capabilities to allow for a comparison of the current system and a commercial-off-the-shelf system.

*Response, Juvenile Justice Coordinating Council:* The recommendation has not yet been implemented but will be implemented by the Chief Probation Officer in the next 1-2 years. The JJCC will advise the Chief Probation Officer, the Acting County Executive Office, and the County Information Technology Services after a review of commercial-off-the-shelf products as well as the current system is completed to determine feasibility, cost, training, development, and functionality.

*Response, Juvenile Justice Commission:* The recommendation is inapplicable. As stated above the JJC is an advisory commission, not a governing board that would appropriately be involved in the development of a data management system. Moreover, the Chief Probation Officer has reported to the JJC that CJNET system has been approved by the board of supervisors as the appropriate data management system. Access for all juvenile justice departments in Napa County is in process.

*Response, Napa County Board of Supervisors:* The Board of Supervisors agree with the Chief Probation Officer.

**Recommendation 5:** The Chief Probation Officer should engage the JJCC, the Commission, and NCOE in the design, creation, and implementation of the New Horizons Academy as a way to address excess Juvenile Hall capacity and the needs of a broader range of youth. The design should focus on the provision of additional services to probationary youth not requiring detention in a secure facility, but who would benefit from a supervised residential program with easy access to a comprehensive educational program and mental health services. Some of these needy youth may be homeless. The design should also focus on the beneficial features offered by the JH's audio studio.

*Response, Chief Probation Officer:* The recommendation has not yet been implemented but will be implemented in part with the design of the new program in the next year. The Department is actively engaged in redesigning a juvenile camp program that will provide individualized services to youth who require intensive rehabilitative services in a secure environment as well as re-evaluate other programs like the Evening Reporting Center to increase services to youth and to act as a re-entry model for youth returning to the community from camp who are no longer in custody. This combination of evidence-based custodial programming and community-based programming will allow youth to receive local services that can continue to provide support even after a youth no longer requires probation supervision. The program will prioritize education and vocational opportunities for youth as well as provide service for underlying issues like trauma and mental health needs. The Department is already working collaboratively with the Napa County Office of Education and Breaking Barriers to look at ways of providing enhanced services to youth with special needs including learning disabilities to increase opportunities for future success. This new program is necessary given the recent legislative changes that decentralized juvenile justice at the state level and responsibility returned to local communities to handle the highest risk youth who have committed serious and violent felonies. The Department must comply with statutes and regulations that are mandated for detention facilities. Each youth must be Court ordered into the detention facility and these laws do not allow youth who do not meet criteria for detention to be housed in a detention facility.

*Response, Juvenile Justice Coordinating Council:* The recommendation has not yet been implemented but will be implemented in the next two years. The JJCC will advise the Chief Probation Officer on the design, creation, and implementation of a new probation camp program in Juvenile Hall in collaboration with partner agencies as a way to address capacity and use successful programs like the audio studio while creating new innovative ways to support the success of local youth. The Napa County Juvenile Hall is a detention facility and laws related to the detention of

youth are very specific as to who is allowed to be detained by the Court. The camp program will offer services to appropriate detention youth who need out-of-home placement while allowing these youth to remain local and connected to their families and community supports. The JJCC agrees that a new program design for a camp program with enhanced educational and mental health services will allow the juvenile hall to expand programming to youth in a productive and effective way. Additionally, out-of-custody services like the Evening Reporting Center will be reviewed to determine the opportunities and appropriateness of creating an out-of-custody re-entry option for youth who no longer require detention.

*Response, Juvenile Justice Commission:* The recommendation is inapplicable. As stated above the JJC is an advisory commission, not a governing board that would appropriately be involved in the development of the NHA. We have been informed that Probation and Juvenile Hall intend to rework NHA as a camp model that could provide education, rehabilitation and vocational services to youth in Napa and from other counties

*Response, NCOE Superintendent:* The recommendation has not yet been implemented. The excess capacity at Juvenile Hall is the result of a major change in the state's philosophy and procedures regarding juvenile offenders from the time the new Juvenile Hall was planned for and built until the present day. At the time the facility was planned, the old Juvenile Hall's capacity was insufficient for the number of students housed there; today's policy of not incarcerating most juvenile offenders has left the Hall with a very limited population of students, thus creating excess capacity. There is a plan for rebuilding capacity in the Hall which includes re-visioning the New Horizons Academy into a Probation-Camp activity for gang-related youth. The program would feature preparing for successful living through a combination of focus on vocational education and college access. The Probation Department is also working in collaboration with NCOE and Breaking Barriers, a non-profit organization which is developing plans for how to better serve youth with special needs through earlier identification of at-risk factors behaviors which lead to difficulties in learning to read and earlier interventions to try to overcome the identified factors.

**Recommendation 6:** Leaders from the Office of Probation, from NCOE, and from the Napa County Library should meet to study programs in other counties and to develop an informal memo of understanding to outline how youth in JH will have full access to robust library services. The library program in Contra Costa County should be one of those studied.

*Response, Chief Probation Officer:* This recommendation has not yet been implemented but will be implemented in part in the next year. The probation department and NCOE have a long history of successful collaboration that includes innovative and creative programs and services. The Chief Probation Officer and the Napa County Superintendent of Schools will collaborate with the Napa County Library to understand the options of potential integration of the library into Juvenile Hall programming. It is not determined whether an MOU will be required until we are able to ascertain how the library system can be used to enhance the programming the youth in Juvenile Hall already receive including access to a library of books and resources. The goal is always to provide youth with the resources they need to be successful, and all Napa County Library programs will be analyzed for possible inclusion into programming at juvenile hall.

*Response, NCOE Superintendent:* The recommendation has not yet been implemented. NCOE initiated contact with the Contra Costa County Office of Education, which reports that the program is entirely run by the library, not the CCCOE. We have also contacted Marin, Alameda, Solano and San Mateo COE's to determine how they are providing students in JH with full access to library services.

**Recommendation 7:** The NCOE should recognize the Crossroads classroom as a unique planning unit within Camille Creek School and allow the Crossroads teacher the discretion to identify appropriate instructional programs, especially those for language literacy. NCOE should also provide the Crossroads classroom with necessary budgetary resources for the chosen programs, especially for language literacy.

*Response, NCOE Superintendent:* The recommendation will not be implemented because it is not warranted. We appreciate the Grand Jury's advocacy to provide the Crossroad's teacher with the discretion to identify appropriate instruction programs, especially for language literacy. Our juvenile hall teachers have always had input into the instructional materials selected for our students, but it is within the constraints that the State requires for grade-level books, which means that the books selected must be recommended for the students' age/grade level, regardless of the student's reading ability. Our students arrive in our program at reading levels that range from second grade up, making it nearly impossible to select books that will be appropriate for all.

One of the digital programs that we currently use, "Beable World of Work", was developed specifically for at-risk students, and allows for each student to read the same material, but at his/her individual reading lexile level on their own device. This creates the opportunity for class and student-to-student discussions, as all the information is the same and has been made accessible to each student in the appropriate reading level.

Beable takes it a step further, by assessing each student's interest in potential areas of work, and it provides academic and vocational content to the student in these areas. Thus, students are getting career exposure and exploration at the same time as they are improving their literacy skills core content mastery.

Another program, "Reading with Relevance," uses culturally relevant literature that connects to students and allows them multiple ways to engage socially and emotionally to the content through speaking and writing opportunities. The program creates windows and mirrors which allows students to relate to characters and self-reflect, while promoting awareness and respect for cultural diversity.

The NCOE was awarded a state reading grant, *Lead to Literacy*, which is providing us funding to research how we can intervene early in a child's life if they are at-risk of not learning to read in a timely manner. We are working with Chartwell School, which specializes in teaching dyslexic students to read, and UCSF, which is looking at the activity of the brain during the reading process to determine if the brains of good readers and poor readers function in the same way, so that we can create new and better ways to teach reading. Research suggests that there is a sequence of reading skills, beginning with phonics, that must be taught to all students, and a reading "screeener" has been developed that will identify variables in a young child's life that may lead to difficulty in learning to read. The speculation is that early intervention can disrupt the pattern of a child becoming frustrated and angry because s/he is not learning to read as quickly as peers are, which then expands into a dislike of reading and possibly of school altogether.

Through our *Lead to Literacy* grant, two of our JCCS staff were trained by Chartwell School personnel in June about how to teach seriously deficient readers so that they will achieve greater success. Chartwell School coaches will work with our teachers throughout the next three years to monitor and improve the teachers' skills and the students' progress.