

2021-2022 NAPA CIVIL GRAND REPORT

NAPA COUNTY JUVENILE HALL

GOOD FACILITY

DYSFUNCTIONAL GOVERNANCE

UNUSED BEDS

OUTDATED PROGRAM

June 21, 2022

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SUMMARY

The Napa County Probation Department maintains a 55-bed modern facility known as Juvenile Hall. The facility holds minors in secure custody until further decisions are made through the justice system regarding their disposition. While in secure custody, the minors are overseen by a stable, competent, mature staff, who offer quality emotional, educational, and recreational programs, mostly based on university-based research.

The problem is that the facility is extremely underutilized; thus, numerous beds go unused and staff resources are wasted. There are multiple reasons for the underutilization. Declining demographics, along with effective prevention and diversion programs, and legal changes have resulted in a decreasing demand for the facility from a traditional secure custody perspective. There is also a lack of imagination regarding how Napa County might utilize the facility. Napa County needs to rethink this program in order to optimize this resource.

One idea has been to recruit other counties to use the facility to house their minors requiring secure custody. This is not feasible. The Napa County Probation Department does not have the management information system to track youth through the facility's programs; thus, there is no measure of participation or program effectiveness which is critical to the success of this type of recruitment initiative. Simply, in a competitive market Napa cannot sell quality programming it cannot document.

At the same time, there is a pressing need closer to home. Within Napa County there are homeless probationary youth, who could benefit greatly from the facility's beds and programs. These homeless youth could reside at the facility in a less-secure camp-type group setting, while taking advantage of its programs, including the educational curricula offered by the County's Camille Creek School. At the same time, the educational program can be strengthened with a stronger emphasis on literacy, a library program, and an expanded set of occupational experiences. The current misguided and underutilized program results largely from an ineffective advisory, governance system related to youth justice, which has also paid little attention to new reporting requirements in State law. Both the program at Juvenile Hall and its overview councils need to change in order to take advantage of this facility and its programs. Otherwise, Napa County will continue to underutilize a valuable resource.

METHODOLOGY

Individual interviews were conducted of Napa County government officials as well as Probation Department and JH administrators and staff. County employees from other departments and two information technology experts not involved with the County were interviewed. Given the Grand Jury's strict rule of confidentiality, those interviewed cannot be identified. Most interviews were held with three Grand Jurors present and a recording was made to permit verification of the information. The Grand Jury relied upon written interview guides and sought to triangulate information, asking the same questions of several interviewees. The Grand Jury also read many County documents, studied internet sites related to Napa County, state law and other counties' juvenile justice programs. The Grand Jury also reviewed prior Grand Jury reports on JH and

articles from the Napa Valley Register and other regional newspapers. Finally, the Grand Jury toured Juvenile Hall and observed a lesson in the Crossroads classroom within Juvenile Hall.

DISCUSSION

Napa County Juvenile Hall (JH) is operated by the Napa County Probation Department as a detention facility. JH was opened in 2005 to house 55-60 youth in a secure environment, combining education and recreation under one roof. The original focus was to punish youth and protect the community. The Grand Jury's inspection revealed a facility and programs that were generally rated as "good."

Nonetheless societal and legal changes in California's approach to juvenile justice have impacted Juvenile Hall. The most serious offenders were previously housed in State of California facilities, under the control of the California Youth Authority (CYA). New laws emphasize rehabilitation and retaining the connection to family and community as more beneficial than simple detention. As a result, juveniles involved in the state's system have been removed from state facilities and detention and supervision has moved to the county systems. The impact on Napa of this change will be minimal as only one youth has been transferred from CYA, along with state funds. (*See*, Appendix G for a description of how the juvenile justice system operates.)

In addition to high security juvenile detention centers, many larger counties have traditionally operated less secure alternatives, such as camps and group homes. Napa, however, has no such alternative placements. Given the changes, Napa is struggling to find ways to utilize juvenile hall better and to offer new options to youth.

Napa County Juvenile Justice system and Juvenile Hall face five major challenges: governance, management information, small enrollment, unused beds, and the nature of the educational program.

A. Challenge one: Governance

Within the last year the leadership of the juvenile justice and juvenile probation system has changed. Experienced and competent professionals are at the helm, but many of them are doing new jobs with increased responsibility. These professionals are aided by the two boards involved in the governance of the juvenile justice system.

First, there is the Juvenile Justice Commission (JJC), a state-mandated commission consisting of 7-15 volunteers, both adult and student members (14-21 years of age) appointed by the Presiding Judge of the Napa Superior Court (*see*, Appendix D). The Commission is responsible for an annual inspection and report on detention facilities for minors; investigating programs, policies, and procedures in the juvenile justice system; conducting hearings (public or closed); advocating for the juvenile justice system; and providing opportunities for public petitions and comments at its monthly meetings.

The second governance board is the Juvenile Justice Coordinating Council (JJCC) (*see*, Appendices B and C). The JJCC was established under AB 913 which declares that "each county shall be required to establish a multiagency juvenile justice coordinating council that shall develop and implement a continuum of county-based responses to juvenile crime." The Chief Probation

Officer is the mandated chair and as such is responsible for insuring transparency and communication with the public. In addition to the Chief Probation Officer as chair the membership must include a mandated roster that represents every County agency that serves youth, including the chairperson of the Juvenile Justice Commission, and must also include members of the public. The JJCC website describes its role as an advisory board to the Chief Probation Officer. It is tasked with requesting and distributing certain juvenile justice state grant money. Pursuant to that law “each county shall be required to establish a multiagency juvenile justice coordinating council that shall develop and implement a continuum of county-based responses to juvenile crime.” Annual reports are required by the California Board of State and Community Corrections (BSCC) and must contain data about trends in the county and the impact of these grant funds on those trends.

These governance boards have overlapping responsibility for reviewing the Juvenile Justice program but have somewhat different authorities and offer direction to different officials. Neither board has shown any leadership or vision about what to do with the poorly used JH. The two boards appear to operate independently and are not linked by a common data bank with relevant reports. The Grand Jury could find no evidence that they formally communicated with each other, even though they share a common public responsibility.

The Grand Jury found the lack of useful data about juvenile justice to be notable. The lack of data was discussed in a recent Juvenile Justice Coordinating Council meeting, because California’s BSCC had criticized the last annual report as lacking required data and requested that Napa’s next report present accurate data on trends with analysis of the impact of the grant funds, as required by state law. Currently these requirements cannot be met. Data has not been collected, reports cannot be produced, because of the lack of relevant data and lack of an analytics program. JJCC has failed to address the lack of a modern cloud-based case management and data analysis system that evaluates personal growth and programmatic results (*see*, Appendix F).

Neither the Commission nor the Council has addressed how Juvenile Hall’s physical facility, staff, and programs can be modified, restructured, remodeled, and repurposed to adapt to the new paradigm of juvenile justice which strives to avoid juvenile detention, keeps the JH census low, fosters connection to their communities, and emphasizes rehabilitation and occupational experiences. It is clear that at present JH is not being used to meet the needs of the many youth on probation. 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.

JJCC has its own problems. To begin, it is chaired by the Chief Probation Officer. Since the JJCC is advisory to the Chief Probation Officer, she is essentially offering advice to herself. It cannot succeed in its present iteration, because JJCC does not meet regularly and does not communicate effectively. Information about JJCC’s goals, plans, accomplishments, or lack thereof, and its failures, is not transparent or accessible to the public or to its own members. The JJCC does not adhere to the mandated quarterly or tri-annual meeting schedule. When mandated meetings are canceled, they are not automatically rescheduled. There is little attempt to engage their constituency as meetings are not posted in a timely manner, agendas are sometimes not available, meetings are hastily canceled when quorums are not met, a regular occurrence. Similarly, meetings are scheduled without due notice, only a few meetings have minutes and no videotape of meetings are posted and accessible to the public. There are no recordings or videos of meetings

accessible from the county website. The Grand Jury could not find clear evidence that the Annual Plan for either 2021 or 2022 was actively discussed or approved by the full body as required. This is particularly unfortunate because the point of the JJCC is to collaborate across entities engaged in youth crime prevention. The 2022-23 plan seems to be a product of a subcommittee which lacks evidence of a charge. In spite of these apparent procedural irregularities, the County's JJCC submitted annual reports for both years by the deadline of May 1.

Likewise, the Commission has significant problems. The JJC's website clearly describes its role (*see*, Appendix D), but it is not transparent or accessible to the public. There is no e-mail address for public use. Similarly, the phone contact was not useful, as it is for the Superior Court, which refers the public to the Probation Department. The JJC monthly meetings provide no option for remote attendance; there is no link to the agenda or minutes or recordings of the JJC monthly meetings; the website does not provide information about the Commission's members and its link to annual reports does not work.

Across the board, from webpages to data analytics that support collaboration between juvenile justice's governing boards, the lack of a functional management information system is hampering both an evidence-based successful transformation of the juvenile justice system and its governance.

B. Challenge two: Management Information

Juvenile Hall staff acknowledged that their information system is inadequate as a management tool (*see*, Appendix F). Probation cannot track, coordinate/correlate or analyze the criminal, probationary, programmatic, academic, or life experiences of youth in probation. Case management is not possible. As a result, it is not possible to assess the effectiveness of Juvenile Hall or juvenile justice or their educational programs. No data system provides adequate information to determine what services youth actually receive or the impact of those services. The lack of useful data can be seen in the 2021-22 Annual Report, which is short on statistics and analysis. The JH website also lacks data and does not accurately portray programs currently offered to youth in custody. Some are no longer offered, while the innovative audio studio and barbering instruction have been added but are not described in program terms with useful data.

The CJNet system which has recently been introduced in JH, but not throughout juvenile probation, is a home-grown program. After 10 years the data system is still in the initial development stage. The irony is that the decision was made to develop a local system so that the different programmatic paths of youth through the local probation system could be captured. The youths' path to JH, for example, could be compared with other youths' path to the Evening Reporting Center [ERC], a far different experience within juvenile justice. After 10 years, the system still cannot compare programs, which was the original rationale for 'going local.'

From a case management perspective, probationary youth are legally supported by three different related, but currently un-coordinated, service systems: probation, education, and housing/homeless services. No case manager or data system coordinates these three systems for youth services.

Attending school is likely to be a condition of probation, and truancy can result in incarceration. "Attending school," however, has a variety of programmatic meanings based on students' interests, competency, and achievement. Unlike schooling that has data available, but

not to probation, there is no available data about housing or housing assistance available to homeless or abused youth. Housing insecurity can make school attendance erratic and gaps in schooling can make achievement unattainable. Hunger can make learning impossible, but food could be a part of supportive housing. If a youth has no secure and dependable housing, the chances of remaining in school and of engaging in personal growth are diminished. The expansive programs and services offered in Napa County for homeless adults ignores the special needs of youth for secure housing. Secure housing provides for basic needs and the supports necessary for taking steps to obeying the law, gaining success in school, establishing meaningful relationships, and progressing toward being a productive adult.

Without an adequate management information system, there is no way to monitor the provision of services, including housing, or the progress of probationary youth. While there is a plethora of programs and services offered in Napa County for homeless adults and families, the special needs of secure housing and food for adolescent and teen-age students, especially those on probation, is mostly ignored. A functional data system could track how probationary youth are served by entities dedicated to providing services to the homeless.

Given the need to track youth experiences across other services, such as education and housing, the design of the local management information system is already outdated: too little too late. Since it is inadequate for the management of the youth probation program, it probably should be abandoned. Furthermore, the completion of the locally developed system with its inherent limitations is described as being at least two years away. Implementation has no predicted timetable. There is no printed manual for CJNet, a real handicap for those trying to use the system that does exist. Youthful offenders, in JH and on probation, deserve a coordinated management approach that monitors and assesses the services they are due.

Up-to-date commercial off-the-shelf software to address the basic needs of the juvenile justice system are readily available. To capture the programmatic information and parallel data about education and housing, some customization of commercial software would be necessary, but that is easily accomplished and with an acceptable deadline.

C.Challenge three: Small Enrollment

There are too few youth in need of Juvenile Hall's traditional detention model. COVID-19 and other responses to juvenile crime further reduced the number of youth residing at JH. School enrollments for youth are projected to continue their decline, meaning that the need for traditional Juvenile Hall beds will also continue to decline. Changes in juvenile justice philosophy and police practices means that more youth will be diverted to treatments other than JH. In spite of this low projected census, however, Napa will continue to need a juvenile hall to house youth awaiting court hearings, trials, and an occasional sentence served at Juvenile Hall. Closing Juvenile Hall is thus not an option.

Nevertheless, there is a better path forward for this facility. There are probationary youth who need a range of services that Juvenile Hall could provide. Aside from serving as a holding facility, Juvenile Hall's purpose might expand beyond incarceration and focus on the development and re-entry of youth into the community as productive citizens. The Juvenile Hall staff has begun to explore this option. For budgetary and programmatic reasons Juvenile Hall can no longer remain

solely as a “detention hall.” Juvenile Hall could broaden its role in the juvenile justice system to become a transition center of youth development programs and housing.

D. Challenge four: Unused Beds

There is a sad irony that while Juvenile Hall has many unused beds, many probationary Napa youth are homeless. The youth who could use those beds need a redesigned educational program that focuses on development of youth.

Juvenile Hall has a core of experienced and competent staff, who could be more effectively used in the development of probationary youth. The Court currently has limited options: JH, home release with daily check ins, or the Evening Reporting Center (ERC). The ERC is staffed by professionals who offer activities, socialization, and support to keep probationary youth engaged outside the home. ERC also gives parents and guardians support and the reassurance that their children are in a safe place. The ERC program could be offered as one feature of the newly designed NHA.

New Horizon Academy (NHA) is being explored as another optional use of JH beds. NHA is at present a small “camp program” pilot project put on hold by COVID-19 restrictions. NHA is based on a successful supervised residential camp created in San Luis Obispo to facilitate successful reentry into society by probationary youth. NHA was introduced as a maximum 10 bed dormitory with supportive services. Participants had limited freedom to participate in the home community or in external occupational internships. Education would remain the responsibility of the NCOE with school at Camille Creek Community School, or perhaps at their home school. The concept behind NHA is to support probationary youth who need or would benefit from secure housing and food, an individualized educational plan, and a support system as they transition from Juvenile Hall detention or probation to becoming independent and responsible/capable adults.

Prior Grand Juries have described the JH staffing and operational costs as excessive given the small number of youths being served. The Napa Grand Jury explored whether the 10 bed NHA was sufficient to justify the costs. NHA could increase financial viability and its impact by serving youth on probation, but youth who have not ordinarily been inmates at JH. Even though NCOE provides formal education at JH, NCOE has done little to address the current misalignment between the costs of maintaining Juvenile Hall and its educational program and the needs of the broader population of probationary youth. The case study of Fernando (*see*, Appendix A) provides an example of the type of probationary youth who might benefit from such a program. To date, the effort to design NHA has been narrowly focused by probation staff on a very few youths in Juvenile Hall who need re-entry support, especially links to adult occupations. As a result, many probationary youths in need, some from abusive homes or indeed homeless, remain underserved, while Juvenile Hall maintains empty rooms/ beds and underutilized staff. The facility is built with 2 units, physically separated so that one unit could be reinvented as NHA and remain separate from the more secure detention wing.

In a recent funding proposal, NCOE provided an example of the type of probationary youth who could benefit from a bed and new programming at Juvenile Hall. The fictional example of ‘Fernando,’ is an example of the abused/homeless probationary students in need of New Horizons Academy (*see*, Fernando’s story, Appendix A).

E. Challenge five: Educational Program

The educational core, more than classroom instruction alone, of the New Horizon Academy is ill-defined. In fact, it is undefined. The Grand Jury's observation of JH revealed two competing views of education: the classroom vs. the audio studio. Either of these experiences could serve as the exemplar for NHA. Central to the difference in views of education embodied in these activities is the function of the computer and the role it creates for the student. The question is, "How is the computer to be used: as a delivery device for canned content or as a tool for the creation of content?" And the related question: "What is the role of the student, respondent, or agent?" When the student sits at a computer and responds to Beable, the current computer program for reading, the student primarily responds to simple prompts presented by a unknown adult who wrote the program. The student is not an agent. By contrast, in the audio studio, which functions as an extracurricular activity offered as a reward, the student is an agent and uses the computer as a tool for creation. In the audio studio students write, perform, and record lyrical poetry about their world view. They enact the occupational role of adults in the outside world. The audio studio is a powerful educational experience. It provides agency, literacy, and real work. The designers of NHA need to determine which of these experiences will drive their work in NHA. We suggest the audio studio is the preferred model.

NCOE and JH share a common mission: education, rehabilitation, and development of occupational interests. Their shared mission notwithstanding, there is inadequate cooperation, collaboration, and coordination of the two systems, resulting in operational inefficiencies and missed opportunities. We found no evidence, for example, that officials from the related systems had ever met to collaborate on the design of NHA. This in spite of the fact that NCOE has developed a visionary plan for Camille Creek and the fact that both programs will attempt to provide experiences supported by NCOE's office of technical and occupational education.

Moreover, although the NHA is a project with an essential educational component, the NCOE was not included in the initial development and trial implementation. The NCOE remains in the dark today about the role they will play in the NHA. From our perspective, the current classroom in JH should not serve as the model for NHA, but the audio studio developed by the JH superintendent should be that model.

Productive citizens are essentially literate. Teaching children to read at grade level is a primary goal that appears to go unmet for most students in JH. All activities at JH should be seen in terms of their capacity to promote literacy as written and spoken language. Our observation indicated that youth are most often encouraged not to use language in their daily activities: to be silent. As a core aspect of the literacy program, youth should have access to and instruction in how to use a modern library. The Grand Jury was surprised to learn that there is no collaboration between the Napa County Public Library, the probation department or the NCOE Camille Creek Community School (which includes JH), or the JH after school program. All students in the Napa Unified School District (NVUSD) have a Napa County Public Library card attached to their student ID number. No parental permission or guarantee is required to borrow or to participate in Library activities. Every staff member interviewed agreed that the Napa County Library could provide valuable services to support recreation and education at Juvenile Hall and to NCOE students. There are books available in the classroom and in libraries at both facilities, but they are curated by the

teachers and administration not by a professional librarian. There is no way to request special books, and no access to books on CD, Ebooks or audiobooks. Many students at JH and Camille Creek read below grade level (often grade 3-6) and because of their limited reading ability, the students often do not read for pleasure. The Grand Jury learned that other California counties have successfully worked with their local libraries to serve probationary youth, including those in detention. Contra Costa County (CCC) probation (Juvenile Hall and Byron Boys Ranch) has branch public libraries located at the facilities. This long successful history with the Contra Costa Public Library is a useful model. (See Bibliography). Research by CCC Juvenile Hall and by San Jose State University shows that allowing Juvenile Hall residents easy and regular access to librarians and books from the public library results in more books being read and over time leads to improvements in reading level and scholastic achievement. There is a body of research available online to guide the collaboration between a public library and the juvenile justice system. Leaving JH or probation with a comfortable relationship with the public library can be a re-entry steppingstone, a connection to the community, a pathway to continuing education and personal growth.

FINDINGS

- F1. 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.
- F2. 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.
- F3. 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.
- F4. 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.

- F5. Probationary youth need unused beds. Juvenile Hall has many unused beds, while many probationary Napa youth are homeless.
- F6. Educational program in need of improvement. JH needs to develop a viable New Horizons 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 be provided to all youth for whom they are responsible.

RECOMMENDATIONS

- R1. 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
- R2. To insure 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.
- R3. 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.

See <https://www.sfsuperiorcourt.org/divisions/ufc/justice-commission>
<https://sfgov.org/juvprobation/juvenile-justice-coordinating-council>.

- R4. 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.
- R5. The Chief Probation Officer should engage the JJCC, the Commission, and NCOE in the design, creation, and implementation of 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.
- R6. 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.

- R7. 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 those for language literacy.

REQUEST FOR RESPONSES

Required Responses

The following responses, required pursuant to Penal Code sections 933 and 933.05, are requested from the Napa County governing board, elected county officials, and unit leaders.

- The Napa County Board of Supervisors: R1, R2, R3, R4
- The Napa County Chief Probation Officer: R2, R3, R4, R5, R6
- NCOE Superintendent: R2, R5, R6, R7
- Juvenile Justice Coordinating Council: R2, R3, R4, R5
- Juvenile Justice Commission: R1, R3, R4, R5

Invited responses

The following individuals are invited to respond within 90 days:

- The Napa County CEO: R2, R3, R4
- Napa County Library Director: R6
- Superintendent of Juvenile Hall: R2, R4, R5, R6, R7

APPENDIX A: “Fernando:” An Example of New Horizons Academy Youth

A hypothetical case from NCOE proposal to Super School QX

Fernando is part of the juvenile justice system. His mother has returned to Mexico. Fernando’s father is intolerant and punitive. Fernando is on probation for fighting and for gang affiliation. Fernando is placed at Camille Creek for fighting and chronic truancy.

During the week, Fernando works at his academic studies individually and in groups; takes part in his class’ community service project at the senior center tutoring senior citizens on how to use their cellular devices; works on his art project in the maker/creative space, and works in the school kitchen learning to cook and serve. On Wednesdays, Fernando interns at a bicycle shop. He is a bicycle enthusiast. Fernando meets weekly with his class therapist and can request to see her outside his weekly appointments.

Fernando forms close and trusting relationships with the adults at Camille Creek. He likes being at school and is no longer truant... He is learning to communicate the source of his anger. He is getting much from his internship at the bicycle shop, but is thinking his welding project in art class is where his heart and talents lie. Next term, Fernando’s internship will be at the junior college assisting in the welding program.

APPENDIX B: State Definition of JJCC

The multiagency juvenile justice coordinating council as defined by statute:

WELFARE AND INSTITUTIONS CODE –

Section 749.22:

To be eligible for this grant, each county shall be required to establish a multiagency juvenile justice coordinating council that shall develop and implement a continuum of county-based responses to juvenile crime. The coordinating councils shall, at a minimum, include the Chief Probation Officer, as chair, and one representative each from the district attorney’s office, the public defender’s office, the sheriff’s department, the board of supervisors, the department of social services, the department of mental health, a community-based drug and alcohol program, a city police department, the county office of education or a school district, and an at-large community representative. In order to carry out its duties pursuant to this section, a coordinating council shall also include representatives from nonprofit community-based organizations providing services to minors. The board of supervisors shall be informed of community-based organizations participating on a coordinating council. The coordinating councils shall develop a comprehensive, multiagency plan that identifies the resources and strategies for providing an effective continuum of responses for the prevention, intervention, supervision, treatment, and incarceration of male and female juvenile offenders, including strategies to develop and implement locally based or regionally based out-of-home placement options for youths who are persons described in Section 602. Counties may utilize community punishment plans developed pursuant to grants awarded from funds included in the 1995 Budget Act to the extent the plans address juvenile crime and the juvenile justice system

or local action plans previously developed for this program. The plan shall include, but not be limited to, the following components:

(a) An assessment of existing law enforcement, probation, education, mental health, health, social services, drug and alcohol and youth services resources which specifically target at-risk juveniles, juvenile offenders, and their families.

(b) An identification and prioritization of the neighborhoods, schools, and other areas in the community that face a significant public safety risk from juvenile crime, such as gang activity, daylight burglary, late-night robbery, vandalism, truancy, controlled substance sales, firearm-related violence, and juvenile alcohol use within the council's jurisdiction.

(c) A local action plan (LAP) for improving and marshaling the resources set forth in subdivision (a) to reduce the incidence of juvenile crime and delinquency in the areas targeted pursuant to subdivision (b) and the greater community. The councils shall prepare their plans to maximize the provision of collaborative and integrated services of all the resources set forth in subdivision (a), and shall provide specified strategies for all elements of response, including prevention, intervention, suppression, and incapacitation, to provide a continuum for addressing the identified male and female juvenile crime problem, and strategies to develop and implement locally based or regionally based out-of-home placement options for youths who are persons described in Section 602.

(d) Develop information and intelligence-sharing systems to ensure that county actions are fully coordinated, and to provide data for measuring the success of the grantee in achieving its goals. The plan shall develop goals related to the outcome measures that shall be used to determine the effectiveness of the program.

(e) Identify outcome measures which shall include, but not be limited to, the following:

(1) The rate of juvenile arrests.

(2) The rate of successful completion of probation.

(3) The rate of successful completion of restitution and court-ordered community service responsibilities.

(Amended by Stats. 1998, Ch. 500, Sec. 6. Effective September 15, 1998.)

APPENDIX C: Napa County Description of JJCC

The description on the Napa County JJCC is quite different. *See*, <https://www.countyofnapa.org/1657/Juvenile-Justice-Coordinating-Council>
About the Council:

The Juvenile Justice Coordinating Council (JJCC) is designated by the Board of Supervisors, as part of AB 1913, the Juvenile Justice Crime Prevention Act.

JJCC is an advisory council to the Chief Probation Officer on juvenile funding coming into the County from the State.

Meets quarterly to discuss juvenile justice programs

Does an annual review of the funding plans required by the State?

Votes annually on funding given out to community non-profits from the Children's Trust Fund overseen by Child Welfare Services. What are the Responsibilities?

Within its statutory duty, the Commission's responsibilities include:

- Inspecting detention facilities used for the placement of any minor under the supervision of the Juvenile Court of Napa County.
- Investigating programs, policies, and procedures for these youth.
- Conducting public or closed hearings on matters relating to juvenile law in the county.
- Advocating for needed services for youth in the juvenile justice system.
- Providing an opportunity for the public to present oral petitions and public comments concerning juvenile justice at monthly meetings.

Frequently Asked Questions:

Is the Juvenile Justice Coordinating Council the same as the Juvenile Justice Commission?

No. The Juvenile Justice Coordinating Council is an advisory council to the Chief Probation Officer, and its primary role is to provide feedback to the Chief Probation Officer on the use of state funding for juvenile services. The Council meets quarterly to review current juvenile plans, updates, and changes. Members of the Juvenile Justice Coordinating Council are appointed by the Board of Supervisors.

Sample reports presented by JJ Commissions in other counties:

<https://www.sdcourt.ca.gov/sites/default/files/SDCOURT/JUVENILE3/JUVENILEJUSTICECOMMISSION/JJCREPORTS/2021%20Urban%20Camp%20JJC%20Inspection%20Worksheet.pdf>

https://www.occourts.org/directory/juvenile/jjc/ANNUAL_REPORT_2020.pdf

APPENDIX D: The Juvenile Justice Commission

The Juvenile Justice Commission is a state-mandated commission consisting of 7-15 volunteers, both adult members and student members (14-21 years of age) appointed by the Presiding Judge of the Napa Superior Court. The committee responsibilities are: An annual inspection of juvenile hall, and a report submitted to that court and the Board of Corrections. Furthermore, the JJC is mandated to investigate programs, policies, and procedures for these youth, conduct public or closed hearings on matters relating to juvenile law in the county, advocate for needed services for youth in the juvenile justice system, and provide an opportunity for the public to present oral petitions and public comments concerning juvenile justice at monthly meetings. According to <https://www.napa.courts.ca.gov/juvenile-justice-commission>. What are the Responsibilities?

Within its statutory duty, the Commission's responsibilities include:

- Inspecting detention facilities used for the placement of any minor under the supervision of the Juvenile Court of Napa County.
- Investigating programs, policies, and procedures for these youth.
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https://www.occourts.org/directory/juvenile/jjc/ANNUAL_REPORT_2020.pdf

APPENDIX E: Definition of Homeless Children and Youth

The McKinney-Vento Act defines homeless children and youth as individuals who lack a fixed, regular, and adequate nighttime residence. This definition also includes:

- Children and youth who are sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason
- Children and youth who may be living in motels, hotels, trailer parks, shelters
- Children and youth who have a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings

- Children and youth who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings, or
- Migratory children who qualify as homeless because they are children who are living in similar circumstances listed above, *see* <https://www.cde.ca.gov/sp/hs/homelessdef.asp>.

APPENDIX F: Analytic System Schematic

To investigate the educational system of JH, the Grand Jury needed to determine how the three systems interact for the rehabilitation and development of youth: justice, education, homelessness. Here is a schematic of the possible status of each youth in JH and, therefore, the services to which each is entitled. Each youth falls somewhere on this schematic. The case manager should know which status set applies to the individual youth the case manager serves and, therefore, which services are rightfully available. Similarly, the officials of the system should know the pattern of sets for any group of youth in the system. The leaders of the systems should also be able to provide information about the status of the individuals probation serves. Essentially, the Grand Jury wanted to know how many youth were in each status set and, thus, what rightful services the youth might experience. The Grand Jury was not able to determine the status set of youth in JH; thus, it was not possible to determine the level of educational services provided to the youth in JH. The Grand Jury did know that the housing system does not serve the JH youth. It found dedicated, competent adults working with and for youth, but their efforts were not coordinated through a data-based case management system. Thus, there was no way to determine if the education system was effective for rehabilitation.

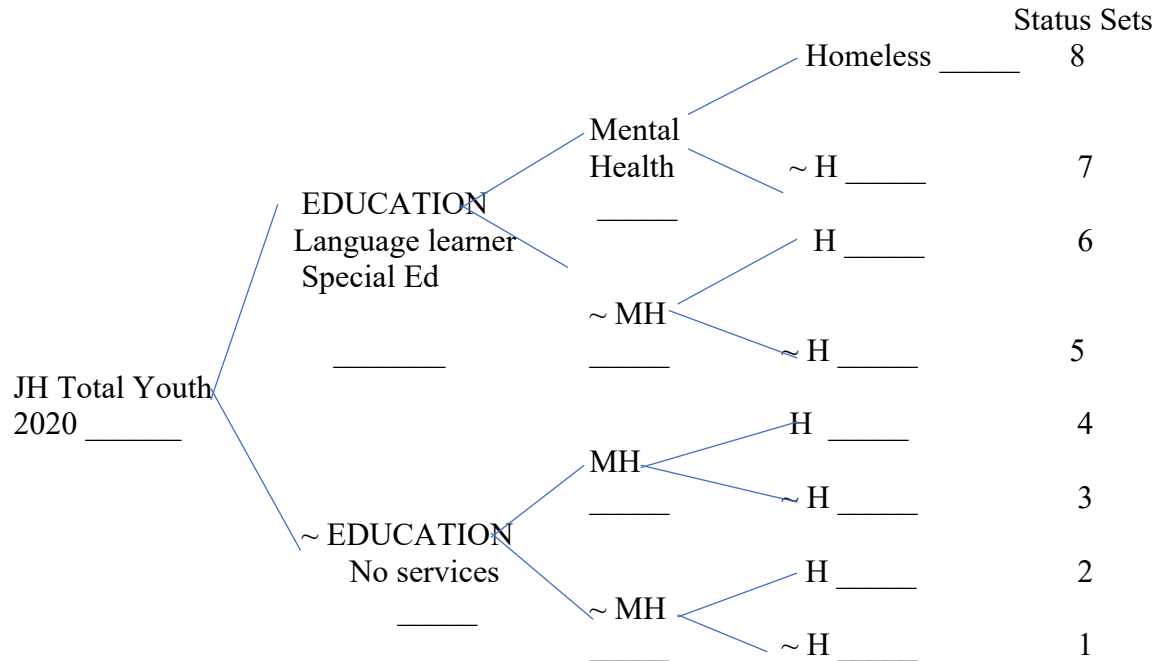
Here is the code for reading the schematic. In this model “mental health” has been used as a proxy for the different programs in the probation system. It is precisely this information that their current information system is not capable of tracking; thus, their need for a new management system. Note in this schematic the ~ symbol means “not,” so that ~ED means the youth is a regular English proficient student, who is “not” receiving special services. The youth does “not” have a right to any special educational services.

ED = Education status = has a right to language learner support and/or special education IEP
OR ~ ED and is a Regular English speaker with no special education support.

MH = Mental Health status = has a right to treatment for alcohol, drugs, and/or mental illness
OR ~ MH [*Note: here is where we should have their 4 programs or paths*]

H = Homeless status = Homeless according to education definition.
OR ~Homeless [not homeless]. This status is especially meaningful for re-entry.
[Use education definition, since when youth leaves s/he may be in the education system and the educational system is more sensitive to the home status of youth.]

One’s status across these 3 related systems can be defined as schematically noted below.



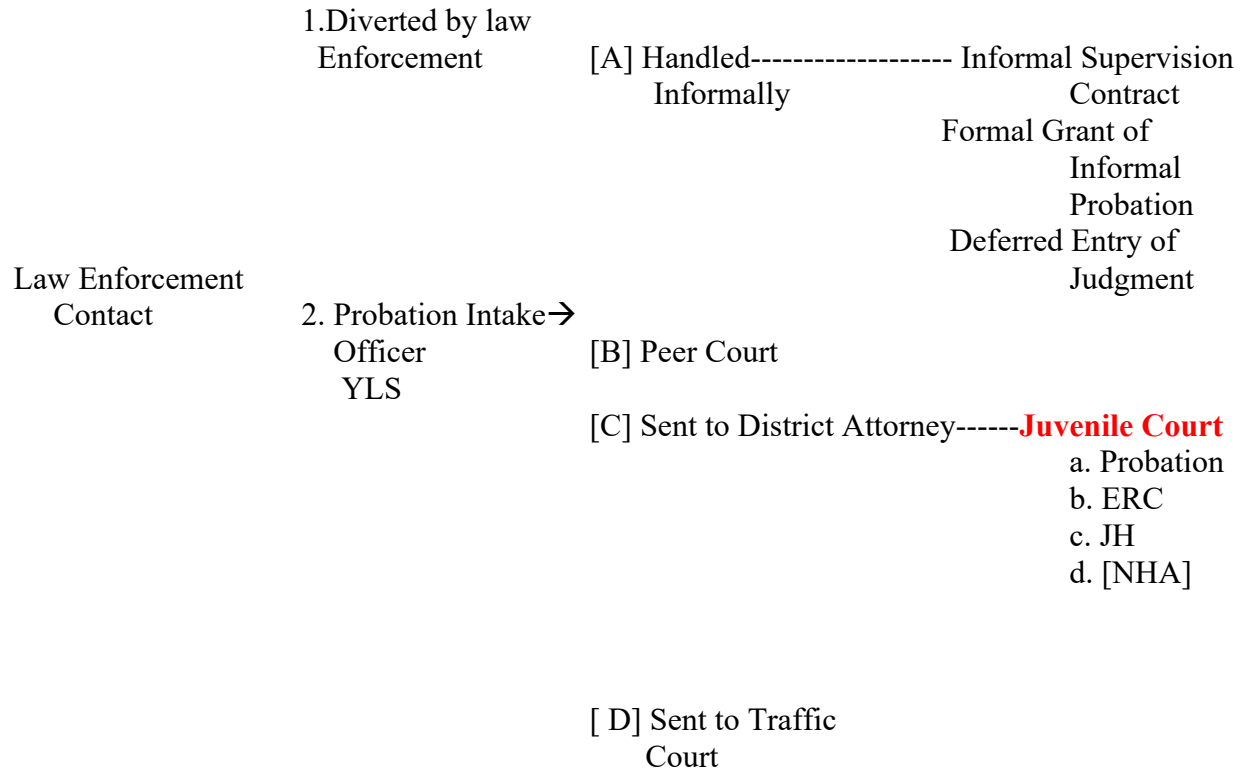
1. ~E ~MH ~H = number of youth: _____ Most favorable status set: no defined services.
2. ~E ~MH H = number of youth: _____
3. ~E MH ~H = number of youth: _____
4. ~E MH H = number of youth: _____
5. E ~MH ~H = number of youth: _____
6. E ~MH H = number of youth: _____
7. E MH ~H = number of youth: _____
8. **E MH H** = number of youth: _____ Most problematic status set: Receives educational services; receives probationary mental health services; and is homeless.

Using the data made available, the Grand Jury was not able to determine the status set of youth in JH; thus, it was not possible to determine the level of educational services provided to the youth in JH. The Grand Jury believes that in a JH that serves its youth most effectively, these data would have been readily available and the system could have accounted for its provision of legally required services that lead to the successful rehabilitation of youth in JH.

APPENDIX G: How Juvenile Justice Works Programmatically

The basic question the Grand Jury considered was how the JH functions in the JJ system. Who goes there? How do they get there? The graphic below presents an understanding of the flow of youth through the JJ system. The Grand Jury believes the system should have data that permits saying that in a given year X# of Napa youth have had contact with a law enforcement individual. Of that X, #Y are referred to a probation intake officer who administers the YLS/CMI. Of the Y who have a YLS/CMI score, the distribution of scores is ABC. Of the Y youth with ABC scores of 6-7-8, W% are sent to JH. Such analysis is not possible. In addition to telling us who went

where, probation should be able to describe the relative success of each of these programmatic paths through juvenile justice.



Glossary

Juvenile Hall (JH). The Office of Probation is responsible for the County’s Juvenile Hall, a secure detention facility, which provides custody, counselling, medical care and guidance...in a variety of short- and medium-term programs.” It is one component of Napa County’s juvenile justice system. Under Court direction, Juvenile Hall is responsible for youth before and after sentencing and while they are on probation. The Grand Jury’s required review of the facility found it generally ‘good.’

Crossroads. Education of youth confined to Juvenile Hall is provided by the Napa County Office of Education (NCOE). The Camille Creek School, an NCOE school, is a free-standing physical facility which provides education to a large portion of Napa’s probationary youth as well as youth who are not on probation but were not successful at their home schools; it also provides a teacher for classroom instruction within Juvenile Hall known as Crossroads.

Juvenile Justice Coordinating Council (JJCC). A State of California mandated body designed to “encourage coordination and collaboration among the various local agencies serving at-risk youth and young offenders. JJCPA requires a county Juvenile Justice Coordinating Council (JJCC) to develop and modify the county’s juvenile justice plan. The JJCC is chaired by Napa’s Chief Probation Officer. Its members include representatives of law enforcement and criminal justice agencies, the Board of Supervisors, social services, education, mental health, and community-based organizations. The JJCC is required to meet at least annually to review and update the county juvenile justice plan. *See*, Appendix B.

The Juvenile Justice Commission (JJC). A state-mandated commission consisting of 7-15 volunteers, both adult members and student members (14-21 years of age) appointed by the Presiding Judge of the Napa Superior Court. The committee responsibilities are: An annual inspection of juvenile hall, and a report Submitted to that court and the Board of Corrections. Furthermore, the JJC is mandated to investigate programs, policies, and procedures for these youth, conduct public or closed hearings on matters relating to juvenile law in the county, advocate for needed services for youth in the juvenile justice system, and provide an opportunity for the public to present oral petitions and public comments concerning juvenile justice at monthly meetings. According to <https://www.napa.courts.ca.gov/juvenile-justice-commission>.