

Policy Brief

Counties' modern secure facilities have enough institutional capacity for juvenile justice realignment

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Introduction

In January 2012, California's Governor Brown released a proposed budget for fiscal year 2012-2013 including a plan to eliminate the state's Division of Juvenile Facilities (DJF).¹ The current proposal would prohibit new commitments to DJF after January 1, 2013, and allow the current DJF population to serve their remaining custody time before full closure of the facilities. Several law-enforcement associations and individual counties have expressed concern that counties do not have appropriate and secure juvenile placement options at the local level to serve the high-risk juvenile offender population that DJF currently serves. This report examines the availability of county-based modern and secure juvenile justice facilities in order to assess whether counties have the institutional capacity to implement the Governor's proposal.

County modern, maximum security facilities

Juvenile crime in California has been in steady decline for several decades, and is currently at an all-time low of 52,000 juvenile felony arrests in 2010 (CJCJ, 2011). Simultaneously, California has experienced a period of de-incarceration at both the state and county levels. The state DJF has dwindled from a peak of approximately 10,000 youth under its care in 1996, to less than 1,100 youth today (DJF, 2003, 2011). Counties mirrored this trend, with statewide county juvenile institutional populations averaging 20,122 in 1996, declining to 13,421 by 2007. Yet during this period, despite these trends, counties increased their institutional capacity by over 2,500 institutional beds (CJCJ, 2009, p.7). This county facility construction and renovation was funded through federal formula grants to California counties that required institutional capacity expansion to qualify for funds. A total of \$455,779,103 was allocated to counties to renovate their facilities, **96% of which was spent on renovating or constructing new maximum security juvenile halls in 41 counties** (CSA, 2007; also see Table 1 below for a list of juvenile hall renovation projects by county).²

From 1996-2007, 41 counties have spent \$438 million of state and federal funding to renovate or construct new maximum security juvenile halls.

(CSA, 2007)

¹ The 2005 reorganization of the Youth and Adult Correctional Agencies into the CDCR created the Division of Juvenile Facilities (DJF). The DJF is commonly referred to as the Division of Juvenile Justice (DJJ). This report uses the Division of Juvenile Facilities.

² This does not include the \$300 million allocated to counties under AB 900 and an additional \$200 million allocated under AB 1628 specifically for renovation of county juvenile justice facilities.



O.H. Close YCF, 2007

These state-of-the-art buildings stand in stark contrast to the dilapidated and archaic 19th century relics that DJF utilizes to house its remaining wards. Its most modern building, the N.A. Chaderjian Youth Correctional Facility, was built in 1991 using a 270 degree adult correctional model of architecture. The facility is split into 12 prison block units with narrow windows in the upper walls providing the only natural light into the unit and houses youth with mental health needs (Teji, 2010). According to independent experts the DJF buildings have enormous maintenance issues requiring extensive repairs, including but not limited to, the sewer system, plumbing and electrical systems, leaking roof infrastructure, dangerous recreation areas, and a deficiency of programming space (Krisberg, 2009, pp. 14-17). Recognizing that this environment is acutely adverse to the adequate provision of therapeutic services, **Alameda Superior Court has mandated that all DJF facilities be replaced at an estimated cost of \$1 million per cell before it can be released from the Farrell lawsuit** (Krisberg, 2009).

Despite the incredible contrast between the existing state and county facilities, some critics have cautioned that county juvenile halls are designed for short-term detention only and would be inadequate to house high-risk youth requiring longer custodial terms. However, several counties have successfully utilized their juvenile halls for individual longer term commitments by utilizing community based services inside their facilities. In addition, the modern state-of-the-art juvenile justice centers such as Alameda and San Francisco counties' facilities are easily adaptable for long-term commitments as all necessary programming space exists on-site.

For example, Alameda County Juvenile Justice Center includes 24-hour secure housing, full educational services, organized recreational activities, religious services, on-site community-based programming, comprehensive risk assessments, a gender-responsive all female unit, and a specialized mental health treatment unit (Alameda County Probation Department, 2012). Chief Probation Officer David Muhammad recently announced that he intends to open a separate unit of his juvenile hall specifically to serve the high-risk offender population that might otherwise have been sent to DJF (Woodall, 2011).

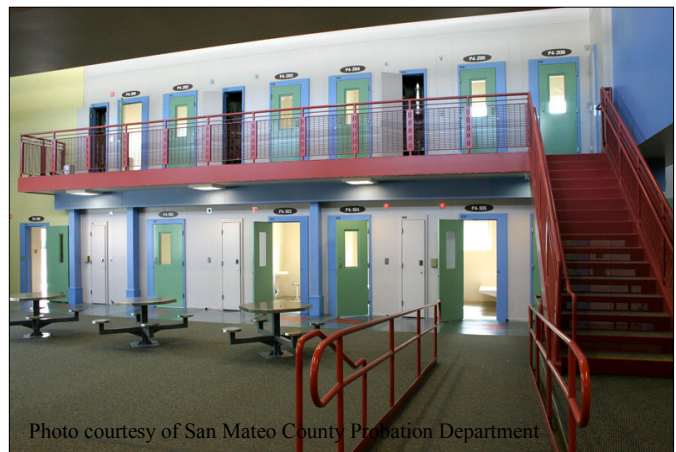


Photo courtesy of San Mateo County Probation Department
San Mateo County Juvenile Hall, 2006

By allocating units of a secure juvenile hall facility that can operate independently from the general juvenile hall population, counties can ensure that they provide intensive services to their high-risk serious youthful offenders while also alleviating immediate and long-term public safety concerns. It is well recognized that serving youthful offenders closer to their point of re-entry maximizes their chances of successful rehabilitation because it provides an opportunity for familial engagement and community support throughout the treatment process. Moreover, modern county juvenile halls, even without long-term programming in place, serve as a significantly improved living environment for youth who would otherwise face custodial time in the extremely isolated and dilapidated state facilities.

Available county institutional capacity

Today many of the modern and improved county facilities, including high security facilities, remain below capacity. **According to the most recent available data California's counties had an institutional capacity surplus of 4,090 beds** (CJ CJ, 2011a). This encompasses both maximum security juvenile halls and medium or minimum security juvenile camps and ranches. While many of the camps and ranches may not be adequately secure to house the most high-risk juvenile offenders at present, this data indicates that there is sufficient physical capacity to develop fully integrated treatment approaches and placement alternatives for high-risk youthful offenders at the county level over a phased realignment period.

With additional funding county ranches and camps may be enhanced to serve a higher level of rehabilitative needs. For example, regional partnerships between counties can be established to provide specialized treatment in existing facilities for sex offenders, juveniles with mental health needs, females, transitional age youth, and younger populations. Many counties have already engaged in implementing ranch and camp facilities and programs that are tailored for a more criminally sophisticated youthful offender. For example, in 2006, Santa Clara County enhanced their ranch facilities, which now house youth who were otherwise eligible for DJF commitment. Prior to its closure, Fouts Springs Youth Facility operated by Solano County also accepted serious DJF-eligible juvenile offenders, who were often repeat offenders, gang related, and had failed placement programs before. The facility operated for 52 years through a joint powers agreement between Colusa and Solano, and accepted offenders from all counties. The facility closed on July 31, 2011 due to insufficient funding. It is important to note that while counties have the ability to provide appropriate services to this challenging population, they cannot do so without adequate sustainable funding.

Conclusion

County capacity to provide secure placement options for serious offenders is an important component of the current juvenile justice realignment discussion in California. The purpose of this publication was to review the available secure juvenile placement options at the county level to assess if there are adequate facilities and institutional space to house serious youthful offenders locally. The review demonstrates that local secure county-based facilities currently surpass existing state youth correctional facilities in architectural design and structural integrity. Due to various federal grants and funding stream requirements, counties have renovated and enhanced their juvenile facilities to provide maximum, medium, and minimum security levels of custody that allow for provision of fully integrated rehabilitation services on-site. 41 California counties have already invested \$ 438,612,750 of state and federal funding to renovate or construct new maximum-security juvenile halls within the last five years. Meanwhile state facilities have continued to decay into a condition of disrepair.

Some counties have already begun to utilize and explore the option of housing long-term commitments in one or two units of their current county-based maximum security juvenile halls, separating the highest risk offenders from the general population. In addition, several counties have designed, implemented, and operated ranches and camps that house and serve high-risk offenders at below the current state per capita cost.

While counties will need additional sustainable funding and technical assistance to enhance services and program models to serve high-risk youthful offenders locally, they have the potential to be more successful than the state in addressing the programming and reentry needs of this population. In

addition, juvenile halls have adequate institutional capacity to house the serious youthful offender population during the interim period while camps and ranches are enhanced or regional facilities and partnerships are developed.

Table 1. Completed county construction of secure juvenile facilities as of November 2007

County	Amount Awarded	Description
Alameda	\$33,113,670	Constructed 330 beds of a new 358-bed juvenile hall (additional 28 beds added at county's expense). This facility replaced the dilapidated 299-bed, 48-year-old Alameda County Juvenile Hall.
Butte	\$8,040,000	Constructed a new 120-bed juvenile hall consisting of six 20-room housing units and related support space. This facility replaced the current 45-year-old, 60-bed juvenile hall (net gain of 60 beds).
Contra Costa	\$23,239,425	Added 13 beds, eliminated 3 beds for a net gain of 10 beds, to the Tamalpais housing unit in the juvenile hall facility. Added 240 beds, eliminated 120 dilapidated beds, and added related ancillary space to the juvenile detention facility (net gain of 120 beds).
Del Norte	\$4,747,623	Constructed a 34-bed juvenile hall consisting of single-and double-sleeping rooms in three pods. The facility replaced a 38-year-old juvenile hall (net gain of 26 beds). The county added ten additional beds with supplemental county funds.
El Dorado	\$4,020,000	Constructed a new 40-bed juvenile hall consisting of two 20-bed housing units and related support space.
Fresno	\$24,120,000	Constructed a new 240-bed juvenile hall and related ancillary space, which replaced the current, outmoded 265-bed, 46-year-old Fresno County Juvenile Hall. The county added an additional 240-bed commitment facility at the county's expense.
Glenn	\$686,500	Added 14 beds and related support space to the juvenile hall.
Imperial	\$2,600,086	Project added two maximum-security 10-bed living units and support space to the existing juvenile facility.
Kern	\$12,060,000	Constructed a new 120-bed medium-security juvenile treatment facility as well as a comprehensive administration, aftercare, vocational education, and multipurpose building. This facility expands the 80-bed Crossroads treatment facility (currently located at the Juvenile Hall) at a new site. The existing 80 beds will be converted into juvenile hall detention beds. The net gain is 120 beds, system-wide.
Kings	\$669,898	Remodeled existing juvenile hall maximum-security living unit by enlarging dayroom and adding two shower heads, thereby increasing rated capacity from 17 to 22 beds. Remodeled existing booking area by adding a holding room and vehicular sally port. Enhanced security systems throughout the facility.
Lake	\$552,896	Added 12 beds to and replaced the roof of the Lake County Juvenile Hall.
Lassen	\$2,000,000	Added 40 beds to an existing "special purpose" juvenile hall in order to convert to a "full service" juvenile hall operated by Lassen County in a memorandum of understanding with Modoc Plumas and Sierra Counties.
Los Angeles	\$49,465,625	Added 240 beds (double-occupancy wet rooms), demolish 56 dilapidated beds built 44 years ago, and add related support space and a code-mandated parking structure to the Los Padrinos Juvenile Hall (net gain of 184 beds). Added 240 beds, demolish 83 dilapidated beds, add related support space and a code mandated parking structure to the Central Juvenile Hall (net gain of 157 beds).
Madera	\$7,871,152	Constructed a new 70-bed juvenile hall and related support space, this replaced the current 42-year-old, 30-bed facility (net gain of 40 beds).
Marin	\$305,343	Added 9 beds and related support space to the juvenile hall.
Mendocino	\$1,572,345	Added 12 beds (8 single-occupancy rooms and 2 double-occupancy rooms) and new intake center to the Mendocino County Juvenile Hall.
Merced	\$6,031,000	Constructed a new 120-bed juvenile hall and related support space at the Merced Juvenile Justice Center. This will replace the 53-year-old, 48-bed juvenile hall (net gain of 72 beds).

Monterey	\$943,620	Added 63 beds, eliminated 37 beds, and provided related support space at the Youth Center (net gain of 26 beds). Added a PC based proximity card reader system at the main entrance doors and vehicle sally port gate. Installed a new permanently affixed freezer unit. Added 12 beds to Juvenile Hall by converting the former kitchen and adjacent space to dorm housing.
Napa	\$5,378,888	Constructed a new 60-bed juvenile hall consisting of two 30-bed housing units. Each unit contains a combination of single-occupancy and double-occupancy wet rooms and related support space. This facility replaces the current dilapidated 34-bed, 47-year-old Napa County Juvenile Hall (net gain of 26 beds).
Nevada	\$5,394,854	Constructed a new 60-bed juvenile hall and related support space. This replaced the 46-year-old, 19-bed facility (net gain of 41 beds).
Orange	\$4,872,000	Project added 60 beds and related support space to the Orange County Juvenile Hall.
Placer	\$963,511	Constructed a 15-bed housing unit to supplement a larger county-funded new juvenile hall.
Riverside	\$5,956,527	Constructed two 25-bed living units at the Indio Juvenile Hall. Constructed a new 99-bed juvenile hall and related support space.
Sacramento	\$11,723,247	Added 11 beds, demolished beds, and added a related security/intercom system at the juvenile hall (net gain of 7 beds). Added 90 beds and related support space to the Sacramento County Juvenile Hall. Added 60 beds (two 30-bed housing units, each unit containing 12 double-occupancy wet rooms, one five-bed dormitory, and one handicap room), classrooms, parking, and related support space to the W. E. Thornton Youth Center.
San Bernardino	\$27,187,727	Added 40 double occupancy wet rooms (80 beds) and related support space to the West Valley Juvenile Facility. Converted non-rated treatment beds to 48 CSA-rated detention beds to be operated as part of the San Bernardino County Juvenile Hall. Constructed a new 200-bed high desert juvenile detention facility (100 double-occupancy wet rooms in ten housing units of 20 youth each) and related support space.
San Diego	\$39,198,000,	Constructed a new 380-bed juvenile hall. Added a 30-bed, single occupancy, maximum-security living unit for pre-adjudicated detainees to the San Diego County Juvenile Hall. Performed renovation/deferred maintenance at the Youth Correctional Center: 1) repaired the fire alarm system; 2) rewired and re-roofed the kitchen; 3) refurbished dorms by replacing doors, HVAC, windows, and tile in the shower and toilet areas; and 4) constructed three new classrooms.
San Francisco	\$15,075,000	Constructed a new 150-bed juvenile hall consisting of a combination of single- and double-sleeping rooms in pods ranging from 10 to 30 beds each. This facility replaced the 51-year-old dilapidated 132-bed facility, for a net gain of 18 beds.
San Joaquin	\$5,015,000	Added 60 beds and eliminated 46 dilapidated beds for a net gain of 14 beds to the San Joaquin County Juvenile Hall. Constructed a juvenile intake center with 30 maximum-security beds and related support space.
San Mateo	\$21,105,000	Constructed a new 180-bed juvenile hall and a 30-bed girls' camp (210 total beds) and related ancillary space, which replaced the current, outmoded 163-bed, 54-year-old San Mateo Juvenile Hall (net gain of 47 beds).
Santa Barbara	\$9,040,000	Added a 30-bed maximum-security living unit for pre-adjudicated detainees to the Santa Maria Juvenile Hall. Added 90 beds to the Susan J Gionfriddo Juvenile Justice Facility.
Santa Clara	\$20,071,384	Added 210 beds and demolished 186 dilapidated beds built 43 years ago at the Santa Clara Juvenile Hall (net gain of 24 beds). The project consisted of seven 30-bed housing units, each unit containing 14 double-occupancy and two single-occupancy wet rooms and related support space.
Shasta	\$63,182	Renovated the Shasta County Juvenile Hall by replacing the following: 60 metal frame beds with concrete beds, 42 wooden doors with hollow metal doors, 8 windows, and 8 toilets and sink combination. Converted the existing space to an ADA compliant intake shower/restroom and performed other security

		improvements.
Siskiyou	\$4,179,108	Reconstructed an existing laundry/storage area to add two single-occupancy rooms and on shower in the main housing unit and constructed the laundry/storage in the adjacent area at the Siskiyou County Juvenile Hall. Replaced and upgraded the existing HVAC system, balanced airflows, and replaced outdated control systems. Constructed a new 40-bed Charlie Byrd Juvenile Justice Center (juvenile hall), which replaced the current, outmoded 24-bed Siskiyou County Juvenile Hall (net gain of 16 beds).
Solano	\$12,943,000	Added 28 beds (single, wet rooms) and related support space to the juvenile hall. Constructed a new 90-bed juvenile detention center consisting of three 30-bed housing units. Each unit will contain 18 single-occupancy and 6 double-occupancy wet rooms and related support space. This facility will replace the current 40-year-old 60-bed juvenile hall (net gain of 30 beds).
Sonoma	\$8,088,947	Converted existing storage space to add 2 maximum-security single occupancy rooms to the Sonoma County Juvenile Hall. Constructed a new 140-bed juvenile hall consisting of seven 20-bed housing units. Two units consist of 20 single-occupancy wet rooms; four units consist of four single-occupancy and eight double-occupancy wet rooms; and one unit consists of a 20-bed post-adjudicated dormitory. All related support space constructed with a combination of federal and county funds. This facility replaced the current dilapidated 120-bed, 50-year-old Los Guilucos Sonoma County Juvenile Hall (net gain of 20 beds).
Stanislaus	\$4,975,579	Added two 20-bed units to the existing juvenile hall. Added 30 maximum-security beds to the Stanislaus County Juvenile Hall. Replaced 20 door controls, 2 gate locks, CCTV system, and electronics panel.
Tehama	\$4,000,000	Constructed a new 60-bed juvenile hall and related support space. This will replace the 32-year-old, 20-bed juvenile hall (net gain of 40 beds).
Trinity	\$2,733,994	Added a new 24-bed juvenile hall and related support space that replaced a ten-bed special purpose juvenile hall (net gain of 14 beds).
Ventura	\$40,500,000	Constructed a new 420-bed juvenile justice detention/camp facility and related support space (63% paid with federal grant funds and 37% paid with state grant funds). This facility will replaced the current dilapidated 84-bed, 60-year-old Ventura County Juvenile Hall, the 40-bed WERC Camp, the 24-bed CTC Camp, and the 45-bed Colston Camp (net gain of 227 beds).
Yolo	\$7,505,619	Constructed a new 90-bed juvenile hall consisting of three 30-bed housing units. Each unit contains ten single-occupancy and ten double-occupancy wet rooms and all related support space. This facility replaces a dilapidated 30-bed, 25-year-old Yolo County Juvenile Hall (net gain of 60 beds).
Yuba	\$603,000	Added 15 beds and related support space to the Yuba-Sutter Juvenile Hall.

Source: Corrections Standards Authority, (2007). An additional \$17,166,353 was awarded to approximately 9 counties to renovate other juvenile justice facilities such as ranches and camps.

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Please note: Each year, every county submits their data to the official statewide databases maintained by appointed governmental bodies. While every effort is made to review data for accuracy, CJCJ cannot be responsible for data reporting errors made at the county level.

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