



**NAPA COUNTY GRAND JURY
2016-2017**

June 13, 2017

Final Report

JUVENILE HALL

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2 **SUMMARY**

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

6 The last three Grand Juries recommended replacing outdated video surveillance cameras, which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

12 Most of the youth entering Juvenile Hall have mental health problems and co-occurring
13 substance abuse issues. In order to effectively manage mentally ill youth in custody, it is often
14 necessary for detainees to receive appropriately prescribed medications. NCJH seeks to provide
15 targeted mental health services as needed. A secondary goal of treatment is to help reduce
16 recidivism¹. As measured by Juvenile Hall, success is for detainees not to be convicted of any
17 new crimes during their probationary periods after release.

18 **BACKGROUND**

19 The Napa County Probation Department is "...responsible for the overall operation of the
20 County's Juvenile Hall, which provides custody, counseling, medical care and guidance of
21 delinquent and custodial children in a variety of short and medium term programs".² On average,
22 the length of incarceration for detainees is 25 days; for youth awaiting residential treatment
23 placement it is 55 days.³

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

27 **METHODOLOGY**

28 **A. INTERVIEWS CONDUCTED**

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

¹ Recidivism is defined as being convicted of a new crime while on probation or supervision.

² Napa County Department of Probation website description of services.

³ Youth awaiting placement often take longer to be released since Napa County Juvenile Hall has to match the detainee with an appropriate program; then the program has to have an opening.

33 Four Napa County Probation Officers
34 Management Personnel, HHS

35 **B. DOCUMENTS REVIEWED**

36 Napa County Grand Jury Reports 2009-2016

37 Internal Reports of Napa County Juvenile Hall:

- 38 • Probation Division Budget, FY 2016-2017
- 39 • Orientation for Minors
- 40 • Medical Screening Form
- 41 • Classification Assessment
- 42 • Division Reports, FY2013-2017
- 43 • Supplemental Intake Questionnaire
- 44 • Supplemental Intake Questions
- 45 • County Juvenile Justice Center Behavioral Summary
- 46 • Incident Reports, September-December 2016
- 47 • Minor Grievance Reports
- 48 • Organization Chart 2016-2017

49 List of Psychiatric Medications Dispensed at NCJH

50 Marin County Grand Jury Reports 2015-2016

51 San Luis Obispo County Grand Jury Report 2015-2016

52 Napa County Juvenile Justice Commission Report 2016

53 **C. NAPA COUNTY JUVENILE HALL FACILITY INSPECTION**

54 **The Grand Jury Juvenile Hall Committee inspected the following areas:**

55 Sally Port⁴, Holding, and Booking areas

56 Control Desk, including Observational and Padded Cells for Juveniles at risk

57 Holding Cells

58 Restrooms and Shower Facilities

59 Common Areas

60 Outside Recreation Areas

61 Kitchen and Dining Areas

62 Library

63 Family Visiting Area

64 Classroom Area

65 **DISCUSSION**

66 **Inspection of Juvenile Hall**

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

⁴ Sally Port: a secure, controlled entryway

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

75 **Video Equipment Delays**

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

81 **Mental Health**

82 Each detainee entering NCJH is given a mental health assessment. In Fiscal Year (FY) 2014-
83 2015, there were 154 out of 188 detainees (82%) receiving mental health services. During FY
84 2015-2016, 138 out of 156 detainees (88%) received mental health services.⁵ Mental health
85 services include, but are not limited to, psychiatric and mental health counseling, dispensing of
86 medications, and anger management therapy.

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

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

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

102 **Napa County Juvenile Hall Staffing**

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

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

⁵ FY14-15, FY15-16 from Napa County HHS report "Juvenile Hall Population served by Mental Health". These numbers represent unduplicated individuals.

- 110 • Designated Juvenile Hall personnel are also being used as “super testers” on a new
111 computer system called Criminal Justice Network (CJ-Net) .⁶
- 112 • Juvenile Hall counselors are running cognitive therapy groups, teaching life skills,
113 changing criminal thinking behaviors, and conducting anger management training.
- 114 • The Juvenile Hall staff are proactively working on the implementation of Penal
115 Code Section 1000.7.⁷ This law is designed to house young adults in a
116 rehabilitation environment rather than introducing them to the adult criminal justice
117 system. At this time, the Napa transactional age youth program has not been
118 implemented. The application was submitted to the State of California and is
119 awaiting approval.
- 120 • Staff are also engaged in assisting with after school programs, including NEXUS, a
121 “wrap around program” using an integral learning and counseling approach with
122 probationary youth and their families.

123 **Recidivism**

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

129 **FINDINGS**

130 The Grand Jury finds that:

- 131 **F1.** The time it has taken to fully install an updated video camera system at Juvenile Hall is
132 unacceptable.
- 133 **F2.** The Napa County Juvenile Hall staff strives to find appropriate rehabilitation options for
134 mentally ill youths in lieu of incarceration.

135 **RECOMMENDATION**

136 The Grand Jury recommends that:

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

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

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

140 **REQUEST FOR RESPONSES**

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

142 From the following governing body:

143 Napa County Board of Supervisors: **F1, R1**

144 From the following individual:

145 Chief Probation Officer: **F1, R1**

146 Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929
147 requires that reports of the Grand Jury not contain the name of any person or facts leading to the
148 identity of any person who provides information to the Grand Jury.

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