

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
ACTION AGENDA SUMMARY

DEPT: Chief Executive Office

BOARD AGENDA # B-25

Urgent

Routine

AGENDA DATE June 3, 2008

CEO Concurs with Recommendation YES NO
(Information Attached)

4/5 Vote Required YES NO

SUBJECT:

Approval to Accept the Updated Juvenile Justice System Needs Assessment for Juvenile Detention Facilities and Related Actions to Develop an Overall Implementation Strategy

STAFF RECOMMENDATIONS:

1. Accept the Updated Juvenile Justice Needs Assessment for Juvenile Detention Facilities.
2. Authorize staff to issue a Request for Proposal for Programming Services, and to return to the Board of Supervisors for final selection of the most qualified firm.
3. Authorize the Chief Executive Office and Department of Planning and Community Development to initiate an environmental review as required by the California Environmental Quality Act (CEQA), and if necessary to issue a Request for Qualifications for Professional Consulting Services to complete the CEQA review.

FISCAL IMPACT:

In June 2007, in anticipation of the possibility that legislative proposals would make State funding available to expand juvenile justice facilities, the Board of Supervisors authorized the use of professional services to update the Juvenile Justice Master Plan. Funding up to \$23,000 was approved at that time for this effort.

(Continued on Page 2)

BOARD ACTION AS FOLLOWS:

No. 2008-409

On motion of Supervisor DeMartini, Seconded by Supervisor Monteith
and approved by the following vote,

Ayes: Supervisors: O'Brien, Monteith, DeMartini and Chairman Mayfield

Noes: Supervisors: None

Excused or Absent: Supervisors: Grover

Abstaining: Supervisor: None

1) X Approved as recommended

2) _____ Denied

3) _____ Approved as amended

4) _____ Other:

MOTION:

Christine Ferraro

ATTEST: CHRISTINE FERRARO TALLMAN, Clerk

File No.

FISCAL IMPACT: (Continued)

The State of California's Correction Standards Authority (CSA) has announced it will make up to \$100 million in grants available to Counties for the design and construction of new or renovated county facilities for youthful offenders. Grants have a tentative 25% match requirement. Medium size counties (population between 200,001 - 700,000) will be eligible for \$35 million of the \$100 million. The County is preliminarily projecting the cost of the expanded facility (prior to design) at between \$8 million and \$12.3 million. The 25% match would be between \$2 million and \$3.1 million. Possible sources of funds are Public Facilities Fees (PFF), in-kind contributions including land, and the Youthful Offender Block Grant.

With the needs assessment complete, it is recommended that this effort proceed to move forward to the next steps in the application for these funds, and to prepare a facility and operational program for the needed juvenile facilities.

DISCUSSION:

Overview

On August 24, 2007 the California Governor signed SB 81 — a major juvenile justice reform package which shifts non-violent juvenile offenders out of secure facilities operated by the State Division of Juvenile Justice (DJJ) and into county facilities and programs. As of September 1, 2007, a juvenile can no longer be committed to the State Division of Juvenile Justice (DJJ) unless he or she is found to have committed a serious and violent offense listed in Welfare and Institutions Code Section 707 (b). This code section lists the crimes for which minors can be tried as adults. As a result of this legislation non-707 (b) offenders must now be retained in county custody and programs.

In order to provide Counties with the ability to design and construct or renovate facilities so that they can maintain returning youthful offenders, SB 81 authorizes up to \$100 million statewide in construction bond funds administered through Corrections Standards Authority. There is a tentative 25% match requirement for those counties awarded grants.

In anticipation of the availability of State funding to expand existing juvenile detention facilities, on June 26, 2007, the Board of Supervisors authorized the use of professional services to update the Juvenile Justice Master Plan. Funding up to \$23,000 was approved at that time for this effort.

The Original 1996 Juvenile Justice Needs Assessment

The current Juvenile Hall opened in 1978 with an 88-bed capacity. In 1996 the Board of Supervisors adopted the original Juvenile Justice Needs Assessment with the following recommendations and the status of each of the 1996 Needs Assessment recommendations:

- Expand Juvenile Hall to 158 beds – This expansion has been completed by construction of :
 1. 30-bed Maximum Security Unit – Completed in 2000, at a cost of \$3,221,882 or \$107,396 per bed
 2. Construction of the Special Needs Housing unit to provide mental health and substance abuse services at Juvenile Hall – This was completed by the construction of the 40-bed Maximum Security Unit completed in 2003 at a cost of \$4,351,854 or a per bed cost of \$108,796. The County’s contribution to the project was \$1,345,000.
- Construct a 60-bed camp/ranch/commitment facility - Not Completed
- The plan also identified a future need for 225 beds by 2005 (including the 60-bed camp/commitment facility)
- A total of 301 beds by 2015 (including an additional 20 camp/commitment facility beds)

Updating the Juvenile Justice Needs Assessment

During the past year, the Chief Executive Office and the Probation Department have collaborated on the update to the 1996 Juvenile Justice Needs Assessment. The major focus of this effort has been on the need for a commitment facility, commonly referred to as a camp. Stanislaus County is currently the largest county in California without a commitment facility. On any given day, at least sixty minors are confined to Juvenile Hall who are completing court ordered commitments. The lack of a commitment facility has resulted in over-population and early release conditions in Juvenile Hall.

TRG Consulting, the consulting firm retained to assist the County in updating the needs assessment has projected future bed needs to the year 2010 through the year 2040, for the commitment facility.

Year	Total Beds	Number Additional Beds
2010	238	80
2020	297	59
2030	365	68
2040	431	66

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The number of new beds needed was calculated using projected population increases, projections of juvenile offender population growth and observed factors that could impact the level of criminal activity.

The maximum projected need is 80 beds by the year 2010. In order to increase staffing (15:1 staffing ratio) and construction efficiency based on housing units of an optimum size for control and safety, as well as the "cost effectiveness" associated with the Title 24 ratios for showers, toilets, and other space requirements County staff has projected the expansion in the range of 60 - 90 beds, divided by Single Sleeping Rooms; Double Sleeping Rooms; and Quad Dormitories.

The following chart summarizes the preliminary estimated cost that would be associated with a new Commitment Facility.

Commitment Facility Through 2010

Project	Description	Estimated Facility Construction Cost	Annual Staffing Cost	Annual Operational Cost	Possible Savings (34 bed Reduction at Juvenile Hall)	Total Operational and Staffing Cost after shifting of resources
Option 1	90-bed commitment Facility	\$12,300,000	\$2,533,597	\$2,059,486	\$1,675,433	\$2,917,650
Option 2	60-bed commitment Facility	\$8,220,000	\$1,973,520	\$1,536,796	\$1,675,433	\$1,834,883

The Commitment Facility will provide residential programming for post-adjudicated wards, thereby preserving secure beds at the Juvenile Hall for pre-adjudicated juvenile offenders. The facility will be designed to house longer term Juvenile Court commitments and will provide academic and vocational education programs, mental health and substance abuse services, and other programs which promote a sense of self-discipline and responsibility. Wards committed to the program will be provided with the opportunity to learn valuable interpersonal, vocational, and important life skills.

Staffing costs include required direct services staff, administrative staff and support staff. Operational costs include medical services, mental health services for the expanded services required in a commitment facility, food and supplies. Because of the different staffing ratios required in a commitment facility, a 90-bed facility can be staffed

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for the approximate cost of staffing a 60-bed Juvenile Hall facility. Court committed juveniles currently held at Juvenile Hall would be shifted to the Commitment Facility. Based on the census in Juvenile Hall, staff could be shifted along with the juveniles resulting in a \$2.9 million net increase in staffing and operational cost for a 90-bed commitment facility. As a result of the projected need and building efficiencies the County is currently favoring a 90-bed commitment facility but final determination will be made after the completion of the environmental review and based on the availability of funding.

As in the previous needs assessment, the existing site located at 2215 Blue Gum Avenue in Modesto has been identified as the location for the commitment facility.

Updated Juvenile Justice Needs Assessment Next Steps

The Board of Supervisors Capital Facilities Committee has been briefed on the overview of the Report's findings. Staff is now requesting approval to develop an overall implementation strategy, which will include the recommendation of a project management plan, project delivery and funding. Included in this will be an environmental review and professional programming services.

Staff will continue to work to identify funding options for the portion of costs the County will be responsible for contributing. The States Correction authority has recently delayed the date for issuing the grant guidelines for the SB 81 Juvenile Construction funds from the tentative August 22, 2008 application date. Grant guidelines are now expected to be issued this coming fall.

The proposed modifications to the Juvenile Needs Assessment will require an initial review by the Stanislaus County Environmental Review Committee (ERC) in an effort to identify any additional review that may be required pursuant to the California Environmental Quality Act (CEQA).

Possible issues to be evaluated may include traffic, air quality, land use compatibility and safety, climate change, water supply, sewer service, and the overall level of public concern.

The ERC may determine after completion of an initial study that further evaluation of potential issues is needed. In this event, the Department of Planning and Community Development will issue a Request for Qualifications for Professional Consulting Services to conduct an Environmental Review

Staff is also recommending that the Board authorize the release of a Request for Proposal for professional programming services. The scope of work will include conducting an analysis of operational considerations and requirements including staff efficiencies, security and safety considerations, and other functional considerations

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resulting in the development of a planning concept. The next recommended phase is essential to properly plan for any future expansion.

POLICY ISSUES:

The actions recommended are consistent Board of Supervisors' priorities of A safe community, A healthy community, Effective partnerships and Efficient delivery of public services by beginning the process to address local juvenile detention needs.

STAFFING IMPACT:

Existing Probation and Chief Executive Office staff will continue to focus efforts on this project.

STANISLAUS COUNTY PROBATION DEPARTMENT

April 11, 2008

Juvenile Detention Facility Needs Assessment



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Acknowledgements

The preparation of this needs assessment would not have been possible without the assistance of a number of professionals from Stanislaus County. While the following list by no means represents all of the people who participated in this effort, it is our attempt to recognize the primary contributors who helped make this planning effort a success

The efforts and participation of the following individuals are gratefully acknowledged.

Stanislaus County Board of Supervisors

William O'Brien - Supervisor, District 1
Thomas Mayfield - Supervisor, District 2 (Chairman)
Jeff Grover - Supervisor, District 3
Dick Monteith - Supervisor, District 4
Jim De Martini - Supervisor, District 5 (Vice- Chairman)

Stanislaus County Chief Executive Office

Richard W. Robinson - Chief Executive Officer
Patty Hill Thomas - Assistant Executive Officer/Chief Operating Officer
Eileen Melson - Deputy Executive Officer
Don Phemister - Senior Construction Manager
Darrell Long - Project Manager

Stanislaus County Probation Department

Jerry Powers - Chief Probation Officer
Jill Silva - Chief Deputy Probation Officer
Mike Hamasaki - Juvenile Hall Superintendent

Stanislaus County General Services Agency; Facilities Maintenance

Bob Carpenter - Facilities Manager

TRG Consulting Principal Project Team

William Harry Munyon - Project Manager and Lead Planner
Renee Best - Project Administration, Planner, Data Coordinator
Jim Marmack - Quality Control/Grant

Executive Summary

A. Elements of the System

Existing Stanislaus County Juvenile Hall. The existing Stanislaus County Juvenile Hall is located at 2215 Blue Gum Avenue in Modesto, California.

The Juvenile Hall is a maximum-security detention facility for juveniles who are alleged to have committed criminal offenses prior to their eighteenth birthday. Juveniles who are arrested and not released by law enforcement agencies are delivered to the Probation Officer's custody at Juvenile Hall. Minors who are not released by the Probation Officer or the Juvenile Court are detained at the facility pending completion of their court proceedings. Since it is the only secure facility for juveniles in Stanislaus County, the Juvenile Hall also serves as a commitment facility for minors who are ordered by the Juvenile Court to serve a period of incarceration.¹



Stanislaus County Juvenile Hall.

The current juvenile detention bed capacity at the juvenile hall is illustrated in the following table.

Table EX.1
Stanislaus County Juvenile Hall CSA Rated Bed Capacity

Bed Type	Total Beds
Single Sleeping Room Beds	62 Beds
Double Sleeping Room Beds	72 Beds
Dormitory Beds	24 Beds
Total Beds	158 Beds

Source. Stanislaus County Probation Department. August 2007.

As this study indicates, the current maximum capacity of 158 beds is significantly less than the 238 beds needed in 2010. The bed requirements for 2010 through 2040 are discussed below.

Future Bed Need. The bed requirements for 2010 through 2040 are illustrated in Table EX.2.

Table EX.2
Juvenile Hall *Total* Bed Need 2010 - 2040²

Year	Total Beds
2010	238 Beds
2020	297 Beds
2030	365 Beds
2040	431 Beds

Source. TRGConsulting. November 2007.

Table EX.2 indicates that a *total* of 238 beds will be required in 2010 if the county elects to construct enough juvenile detention beds to meet their immediate needs only. However, Stanislaus County already has 158 CSA rated juvenile beds. These 158 beds therefore can be subtracted from the *total* bed needs to determine

¹ 2006 Stanislaus County Probation Department Annual Report. Page 40.

² Please see Section F, *Analysis of Minor Trends and Characteristics* for a detailed discussion of these projections.

the *additional* beds that will be required to meet the 2010 needs. The additional bed need for years 2010 through 2040 are illustrated in Table EX.3.

Table EX.3
 Juvenile Hall *Additional* Bed Need 2010 - 2040

Year	Need	Exist'g Beds	Addl Beds
2010	238 Beds	158 Beds	80 Beds
2020	297 Beds	158 Beds	139 Beds
2030	365 Beds	158 Beds	207 Beds
2040	431 Beds	158 Beds	273 Beds

Source. TRGConsulting. November 2007.

Thus, an additional 80 beds are needed to meet the immediate housing requirements for 2010. The types of beds needed (i.e. beds in single sleeping rooms, double sleeping rooms and quad dorms³) are discussed later in this section.

Urgent Service Gap in the Juvenile Criminal Justice System. The most urgent service gap is the need for an additional commitment beds. This urgent need is illustrated by the following.

- There are an inadequate number of commitment beds available in Stanislaus County for the detention of the minors who would benefit from the programs available if they were incarcerated.
- Space in out-of-county juvenile detention facilities is becoming more and more limited as other counties increasingly need the space to incarcerate their own juveniles.
- The cost of leasing juvenile detention space in other counties will tax already scarce county resources if additional beds are not constructed.
- The cost of leasing the out-of-county juvenile detention space that is available is increasing.
- Transportation costs (particularly fuel costs) have increased remarkably over the last decade; this will further tax scarce county resources should it become necessary to lease beds in other counties.
- There is a significant gang problem in the county. Additional beds and program space are necessary to provide gang intervention programs to address this urgent public safety issue.

Identified Need (Facility Type). A new juvenile *commitment* facility could be constructed on the site adjacent to the existing juvenile hall. The new Stanislaus County Juvenile Commitment Facility will be a “juvenile facility” as defined in Title 24 of the *California Code of Regulations* (i.e. a juvenile hall, juvenile home, ranch or camp, forestry camp, regional youth education facility, boot camp or special purpose juvenile hall). 12 single sleeping rooms (12 beds), 21 double sleeping rooms (42 beds) and 9 “quad” dormitories (36 beds) will be constructed for a total of 90 beds as described below.⁴ Housing areas will be designed to provide adequate control and to maximize staffing efficiency. The allocation of new beds is summarized in Table A.4 in the body of the report.



B. Management Philosophy/Process

Stanislaus County Probation Department Vision. The Stanislaus County Probation Department provides community safety and services with professional integrity.⁵

³ The Stanislaus Probation Department has determined that four bed “quad” sleeping rooms in dormitories provide the staff with the most flexibility in housing minors based on their classification.

⁴ The projected need of 80 beds has been rounded to 90 beds to increase construction and staffing efficiency based on housing units of an optimum size for control and safety as well as the “cost effectiveness” associated with the Title 24 ratios for showers, toilets, etc.

⁵ The Probation Department’s Vision, Mission and Value statements along with the Code of Ethics are contained in the Department’s 2006 Annual Report.

Probation Department Mission.

As an integral part of the criminal justice system, Probation protects our community by:

- Promoting responsible behavior and offender accountability
- Providing objective information and recommendations to the Court
- Operating safe and secure juvenile facilities and programs
- Partnering with the community to provide direct services to offenders, families and victims

Organization of the Stanislaus County Probation Department. The department is organized into five primary entities:

- Office of the Chief
- Clerical Division
- Field Services
- Human Resources
- Juvenile Institutions

Each of these primary entities is discussed in this section and the departmental organization chart is provided.

C. Current Minor Population

Current Minor Population. The California Department of Corrections and Rehabilitation (CDCR), Corrections Standards Authority (CSA) provides data collected for the Juvenile Hall Profile Survey. Crime and arrest data for Stanislaus County also is available for 2005 from the California Department of Justice (DOJ) and the Corrections Standard Authority (CSA). A “snapshot” of 2005 (the last full data year of information from the California Department of Justice) is indicative of the current juvenile hall population. Included in this section are statistical data on arrests and the juvenile hall population, including arrest and disposition by offense, gender, ethnicity, pre-disposition and post-disposition minors and age.

D. Juvenile Classification System

Classification of Juveniles. The proper classification of juveniles is important in any detention setting in order to protect the safety of staff, visitors and wards. Proper classification in the Stanislaus County Juvenile Hall takes on additional importance because of the need for a larger, dedicated commitment facility. Fortunately, housing in the existing juvenile hall consists only of single sleeping rooms, double sleeping rooms and “quad” or four-person dorms. There are no housing units that house more than four wards in the same space. Additionally, existing housing units are designed for and dedicated to the specific needs of the ward population as exhibited in Table EX.4. This allows probation officers to separate and segregate wards in accordance with existing policies and procedures.



Special Needs Housing Unit Dayroom

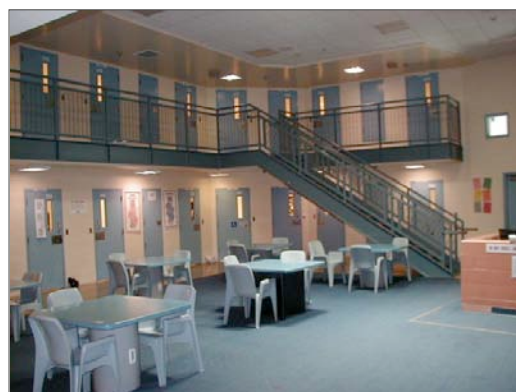
Table EX.4
Classification of Juvenile Hall Housing Units

Unit	Classification	Beds
Unit 1	Booking, Pre-Detention and Observation (Males and Females)	10
Unit 2	Court-Committed to Juvenile Hall (Males)	10
Unit 3	Intensive Treatment Unit and Court Committed to Juvenile Hall (Males)	34
Unit 4	General Population (Older Males)	34
Unit 5	Maximum Security, Institutionally Sophisticated (Male and Female)	15
Unit 6	Maximum Security Overflow, Institutionally Sophisticated (Male)	15
Unit 7	Special Needs (e.g. substance abuse, mental health issues, etc.) (Males)	20
Unit 8	Special Needs (e.g. substance abuse, mental health issues, etc.) (Females)	20
Total		158

Source. Stanislaus County Probation Department. January 2008.

The *Stanislaus County Juvenile Hall Policy and Procedures Manual* discusses the classification of wards. A summary of the pertinent sections appears in the body of this document.

“Need” to Properly Separate and Segregate Juveniles. Proper separation and segregation of minors as envisioned in the *Juvenile Hall Policy and Procedure Manual* is somewhat problematic because a dedicated 90-bed commitment facility is needed. Almost all separation and segregation problems can be alleviated with the construction of this new facility that will consist of flexible housing units designed to meet classification goals. (One of the design goals for the new facility is to have a sufficient number of single sleeping rooms, double sleeping rooms and “quad” dormitories for the proper separation of court-committed minors of differing classifications.) Additionally, approximately 44 beds in the existing facility are used to house court-committed minors. Once a new commitment facility is occupied, these beds will be reassigned to other classifications of wards to further ease the existing burden on the separation and segregation of all minors who are not court commitments.



Unit 6. Maximum Security Overflow.

E. Program Needs

Stanislaus County Continuum of Responses to Juvenile Crime and Delinquency. Stanislaus County offers an entire continuum of services for juveniles. These services are discussed in this section beginning with the primary programs that are offered in Juvenile Hall and the primary alternative-to-custody programs.

Program Needs for a New Juvenile Commitment Facility. A new commitment facility with adequate classrooms, multipurpose rooms and other program space on each housing unit will allow for a wide variety of programs to reduce recidivism. Not only will the Probation Department be able to enhance existing programs that now will be provided at the commitment facility, but staff also will be able to introduce a number of programs that have been successful in commitment facilities in other jurisdictions. Examples of enhancements include:

- expanding mental health programs and therapy sessions;
- additional programs specifically designed for females (in addition to the current programs);
- expanding the literacy program;
- providing additional tutoring for minors seeking a GED or high school diploma;
- expanding religious programs;
- providing additional alcohol abuse counseling;

- increasing special education classes;
- expanding anger management classes and counseling;
- enhancing arts and crafts programs;
- providing additional physical education classes;
- enhancing the narcotics abuse program with additional meetings and therapy sessions; and
- providing health education on a wider variety of subjects.

Additional programs that are being considered for implementation or expansion in the new commitment facility include:

- additional life skills programs targeted to age, gender and need;
- a program to identify community resources and provide initial contact prior to release;
- family awareness and responsibilities;
- parenting programs for male offenders;
- mentoring programs for minors;
- cultural awareness programs;
- developing communication skills and enhancing human relations;
- aptitude assessment and early career planning;
- vocational education classes in conjunction with local labor unions modeled after programs that have been successful in other counties (e.g., computer skills, food service, laundry service, landscaping, printing, etc.);
- specialized academic and vocational education correspondence courses;
- college level courses by correspondence or through the local college system;
- English as a second language; and
- other programs that will assist minors in returning to the community as productive citizens.

Prevention of Disproportionate Confinement of Minority Populations. The Stanislaus County Probation Department formally monitors the entire continuum of services to be certain that minority populations are not treated differently in any respect. While it is rarely a problem, specific, proactive steps have been taken for the last six years to be certain that there is not a disproportionate confinement of minorities. This is accomplished by assuring that minority populations receive the maximum possible benefits from all of the services in the continuum. Monitoring occurs during monthly meetings of senior staff at which time statistics relating to the confinement of minorities are reviewed. Adjustments are made when appropriate.

Juvenile Detention Risk Assessment. Juvenile detention intake officers complete a Juvenile Detention Risk Assessment for every booking received to assist in determining if minors should be detained or released pending court proceedings. This assessment tool allows for an objective decision based upon the individuals' known risks. This risk assessment assures that minors are not detained unless the risk to society is such that incarceration is necessary to preserve public safety.

F. Analysis of Juvenile Trends and Characteristics

Juvenile Detention Population Projections. An analysis of local trends and characteristics of average daily population (ADP) resulted in the bed need projections illustrated in Table EX.5.

Table EX.5
Summary of Future Bed Needs for Stanislaus County Juvenile Hall
with Former DJJ Commitment Factor 2010 - 2040

Calendar Year	Revised Low ADP	Revised Median ADP	Revised Average ADP	Revised High ADP
2010	160	199	199	238
2020	200	248	249	297
2030	246	305	305	365
2040	291	360	361	431

Source: TRGConsulting. August 2007.

Average Daily Population (ADP) Projections. If past practices continue, the average length of stay in the expanded Stanislaus County Juvenile Detention Facility will fall between 12.78 days and 27.63 days during the forecasted period. The lower end of this range suggests the importance of an effective and intense aftercare component if programs are to have any long term, lasting impact that results in reduced recidivism.

G. Compliance with Standards

Standards Compliance. The most recent CSA inspection was conducted on April 4th, 2007. The letter detailing the inspection findings indicated that CSA “identified no areas of non-compliance with Title 15.”⁶ The letter also indicated that “there are no areas of non-compliance that require follow-up.”⁷

This inspection report complimented the department on the programming available for juveniles and the dedication of staff.

*The Probation Department continues to emphasize creative and relevant programming that has a high level of staff commitment. The programs include Aggression Replacement Training, Thinking for a Change, Reflection Program, Creative Writing, etc. The presence of such programs and staff’s dedication to working with minors is commendable.*⁸

Support for a New Commitment Facility. This inspection report further indicated the need for a new commitment facility.

*A review of population statistics indicates that a significant percentage of [the Stanislaus County juvenile detention] facility population consists of minors who are post-commitment. The programming needs of this population are different than those of the pre-commitment minor. Your facility does an adequate job of providing appropriate services to all minors; however, it is evident that those post-commitment minors contribute significantly to your crowding conditions and certainly would benefit from a facility and program more closely suited to their needs. The addition of a [commitment] facility may decrease the juvenile hall’s population and afford better programs for committed minors.*⁹

Ability to Provide Visual Supervision. The new Stanislaus County commitment facility for which this needs assessment has been prepared will be designed to enhance visual supervision (as indicated in Section A, *Elements of the System* of this report).

Adequacy of Staffing. The proposed design for a new juvenile commitment facility will permit complete visual observation of all interior and exterior spaces. Thus, the staffing mandated by Title 15 will be more than adequate to observe all minors regardless of the activity in which they are involved. The Juvenile Court, the Board of Supervisors, the Chief Executive Officer and County’s Assistant Executive Officer/Chief Operating Officer along with the Chief Probation Officer and his staff are committed to staffing the new facility as required by Title 15.

H. Adequacy of Record Keeping

Adequacy of Record Keeping. Record keeping at the Stanislaus County Juvenile Hall is exceptional. Not only does juvenile hall staff maintain all records required by Title 15, but they also keep additional records to effectively manage the juvenile population. Examples include the detailed records relating to the continuum of responses to juvenile crime and delinquency, the historical matrix of existing savings and programs,

⁶ Corrections Standards Authority letter of May, 10, 2007 to Jerry Powers, Chief Probation Officer; titled, Corrections Standards Authority 2008-2008 Biennial Inspection. Page 1.

⁷ Corrections Standards Authority letter of May, 10, 2007 to Jerry Powers, Chief Probation Officer; titled, Corrections Standards Authority 2008-2008 Biennial Inspection. Page 2.

⁸ Ibid.

⁹ Ibid.

juvenile management records, records relating to the effectiveness of programs (including detailed records of the effectiveness of alternatives to incarceration) and Probation Department Annual Reports (which include the Juvenile Field Services and Juvenile Institutions).

Required records maintained by the Probation Department are identified in this report as are the additional records that are kept for more effective management of the Juvenile Hall.

It is readily apparent that the Stanislaus County Probation Department uses efficient record keeping to manage their juvenile hall to an extremely high standard.

I. Confidential Interviews and Medical Exams

Confidential Interviews. The existing juvenile hall includes confidential interview rooms to allow confidential consultation with minors. The new commitment facility will have sufficient interview rooms to comply with all Title 24 requirements.

Medical Examinations (Existing Juvenile Hall). Medical exams at the existing juvenile hall are conducted in the medical unit. This space is used only for routine medical examinations, basic health care and emergency care. Privacy is provided for minors. Lockable space for medical supplies and pharmaceuticals is provided as is hot and cold running water. Minors are escorted to the medical exam room by staff as necessary.



Officers' Station in Housing Unit 6 - Maximum Security Overflow. Officers keep extensive records of the juveniles on each housing unit.

The following is envisioned for the proposed commitment facility:

Medical and Mental Health Services (New Commitment Facility). At least one fully equipped medical examination room as well as secure pharmaceutical and medical storage will be provided for medical screening and routine medical care as part of the new commitment facility.¹⁰ More advanced care will continue to be provided in the existing medical spaces and outside of the facility as necessary. Dental care and x-ray services will continue to be provided in the existing spaces at juvenile hall. Mental health professionals will evaluate minors and provide mental health programs. Confidential interview rooms and program space will be provided for this purpose.

J. Unresolved Issue

Unresolved Issue. One significant issue remains unresolved:

1. the source(s) of funding for the new juvenile detention facility including funding for construction, project and operational costs.

Implementation Strategy to Resolve Issues. The remaining activities required to resolve this issue are discussed in detail in the body of this report. Stanislaus County is committed to continuing this implementation strategy until the issue is resolved and a new juvenile commitment facility is constructed and occupied. The implementation schedule will be reviewed periodically and accelerated as appropriate. The one unresolved issue identified above should be resolved as part of this strategy.

The implementation strategy is discussed in detail in this report.

¹⁰ If possible space for routine medical care and examinations should be provided adjacent to the housing units.

A. Elements of the System

Existing Stanislaus County Juvenile Hall. The existing Stanislaus County Juvenile Hall is located at 2215 Blue Gum Avenue in Modesto, California.

The Juvenile Hall is a maximum-security detention facility for juveniles who are alleged to have committed criminal offenses prior to their eighteenth birthday. Juveniles who are arrested and not released by law enforcement agencies are delivered to the Probation Officer's custody at Juvenile Hall. Minors who are not released by the Probation Officer or the Juvenile Court are detained at the facility pending completion of their court proceedings. Since it is the only secure facility for juveniles in Stanislaus County, the Juvenile Hall also serves as a commitment facility for minors who are ordered by the Juvenile Court to serve a period of incarceration.¹



Stanislaus County Juvenile Hall.

The current juvenile detention bed capacity at the juvenile hall is illustrated in the following table.

Table A.1
Stanislaus County Juvenile Hall CSA Rated Bed Capacity

Bed Type	Total Beds
Single Sleeping Room Beds	62 Beds
Double Sleeping Room Beds	72 Beds
Dormitory Beds	24 Beds
Total Beds	158 Beds

Source. Stanislaus County Probation Department. August 2007.

As this study indicates, the current maximum capacity of 158 beds is significantly less than the 238 beds needed in 2010. The bed requirements for 2010 through 2040 are discussed below.

Future Bed Need. The bed requirements for 2010 through 2040 are illustrated in Table A.2.

Table A.2
Juvenile Hall Total Bed Need 2010 - 2040²

Year	Total Beds
2010	238 Beds
2020	297 Beds
2030	365 Beds
2040	431 Beds

Source. TRGConsulting. November 2007.

Table A.2 indicates that a *total* of 238 beds should be required in 2010 if the county elects to construct enough juvenile detention beds to meet their immediate needs only. However, Stanislaus County already has 158 CSA rated juvenile beds. These 158 beds therefore can be subtracted from the *total* bed needs to determine the *additional* beds that should be required to meet the 2010 needs. The additional bed need for years 2010 through 2040 are illustrated in Table A.3.

¹ 2006 Stanislaus County Probation Department Annual Report. Page 40.

² Please see Section F, *Analysis of Minor Trends and Characteristics* for a detailed discussion of these projections.

Table A.3
 Juvenile Hall *Additional Bed Need 2010 - 2040*

Year	Need	Exist'g Beds	Addl Beds
2010	238 Beds	158 Beds	80 Beds
2020	297 Beds	158 Beds	139 Beds
2030	365 Beds	158 Beds	207 Beds
2040	431 Beds	158 Beds	273 Beds

Source. TRGConsulting. November 2007.

Thus, an additional 80 beds are needed to meet the immediate housing requirements for 2010. The types of beds needed (i.e. beds in single sleeping rooms, double sleeping rooms and quad dorms³) are discussed later in this section.

Urgent Service Gap in the Juvenile Criminal Justice System. The most urgent service gap is the need for an additional commitment beds. This urgent need is illustrated by the following.

- There are an inadequate number of commitment beds available in Stanislaus County for the detention of the minors who would benefit from the programs available if they were incarcerated.
- Space in out-of-county juvenile detention facilities is becoming more and more limited as other counties increasingly need the space to incarcerate their own juveniles.
- The cost of leasing juvenile detention space in other counties will tax already scarce county resources if additional beds are not constructed.
- The cost of leasing the out-of-county juvenile detention space that is available is increasing.
- Transportation costs (particularly fuel costs) have increased remarkably over the last decade; this will further tax scarce county resources should it become necessary to lease beds in other counties.
- There is a significant gang problem in the county. Additional beds and program space are necessary to provide gang intervention programs to address this urgent public safety issue.

Identified Need (Facility Type). A new juvenile *commitment* facility could be constructed on the site adjacent to the existing juvenile hall. The new Stanislaus County Juvenile Commitment Facility will be a “juvenile facility” as defined in Title 24 of the *California Code of Regulations* (i.e. a juvenile hall, juvenile home, ranch or camp, forestry camp, regional youth education facility, boot camp or special purpose juvenile hall).

Housing. 12 single sleeping rooms (12 beds), 21 double sleeping rooms (42 beds) and 9 “quad” dormitories (36 beds) will be constructed for a total of 90 beds as described below.⁴ Housing areas will be designed to provide adequate control and to maximize staffing efficiency. The allocation of new beds is summarized in Table A.4.

Table A.4
 Additional Bed Allocation 2010

Bed Type	New Construction
Single Sleeping Rooms	12 Beds in 12 Single Sleeping Rooms
Double Sleeping Rooms	42 Beds in 21 Double Sleeping Rooms
Dormitory Beds	36 Beds in 9 Quad Dormitories
Total Beds	90 Beds as Described Above

Source. TRGConsulting. February 2008.

³ The Stanislaus Probation Department has determined that four bed “quad” sleeping rooms in dormitories provide the staff with the most flexibility in housing minors based on their classification.

⁴ The projected need of 80 beds has been rounded to 90 beds to increase construction and staffing efficiency based on housing units of an optimum size for control and safety as well as the “cost effectiveness” associated with the Title 24 ratios for showers, toilets, etc.

The specific allocation of beds by type is discussed below.

Single Occupancy Sleeping Rooms. A total of 12 beds in 12 single occupancy sleeping rooms will be constructed for maximum-security, disciplinary segregation, administrative segregation and protective custody minors. Adequate Americans with Disabilities Act (ADA) sleeping rooms should be provided. All sleeping rooms should be “wet.” Stainless steel combination fixtures should be used. All sleeping room doors should be hung doors constructed of steel. One bed and a desk should be wall mounted. Food ports and cuff ports should be provided in selected single sleeping room doors.

Double Occupancy Sleeping rooms. A total of 42 beds in 21 double occupancy sleeping rooms will be constructed for medium-security minors. Adequate ADA sleeping rooms should be provided. All sleeping rooms should be “wet.” Detention grade porcelain plumbing fixtures should be used. All sleeping room doors should be hung doors constructed of steel. Two beds and a desk should be wall mounted.

Dormitories. A total of 36 beds in the new facility will be constructed in 9 “quad” dormitories for housing minimum-security minors. Adequate ADA dormitory beds should be provided. All dormitories should be “wet.” An adequate ratio of detention grade porcelain plumbing fixtures and showers to minors will be provided.

Dayrooms. Dayrooms will be provided at the rate of thirty-five square feet per minor. Multipurpose rooms should be attached to each dayroom for dining and group program activities and should contain tables and seating to accommodate the maximum number of minors allowed access to the dayroom at a given time. Access should be provided to toilets, washbasins, drinking fountains and showers from the dayroom. Since dining should occur in each of the housing unit multipurpose rooms, adequate screening should be provided for any toilet or shower facilities that are located in the dayrooms.

Intake/Release/Processing. Intake, release and processing could continue to occur in the existing intake/release/processing area, which could be expanded as necessary to accommodate the commitment population. Telephones could continue to be available in the holding rooms in that area for use by minors. The existing weapons locker could continue to be available for law enforcement arriving at juvenile hall.

Additionally, a new Orientation/Interview Suite could be provided as part of the new commitment facility for specialized intake activities for minors who are assigned to the commitment facility. Four interview rooms could be provided (again with the capability of future expansion). Staff should have unobstructed access to hot and cold running water and an eyewash station.

Visiting. Contact, non-contact and video visiting⁵ spaces could be provided at the commitment facility. Additional visiting may occur in the multipurpose rooms and in the outdoor exercise areas if necessary.

Academic and Program Space. Academic classrooms and multipurpose rooms could be attached to each housing unit and each will provide seating equal to the number of beds in the unit. Activities that could occur in these spaces include general and special education, religious services and counseling, AA classes, NA classes and other programs, mental health evaluations, treatment programs and classes, etc. Observation rooms for special education could be provided with one-way glass for psychiatric observation.

Medical and Mental Health Services. At least one fully equipped medical examination room as well as secure pharmaceutical and medical storage will be provided for medical screening and routine medical care as part of the new commitment facility.⁶ More advanced care could continue to be provided in the existing medical spaces and outside of the facility as necessary. Dental care and x-ray services could continue to be provided in the existing spaces at juvenile hall. Mental health professionals could evaluate minors and provide mental health programs. Confidential interview rooms and program space could be provided for this purpose.

⁵ The public side of the video visiting system will be located at the existing juvenile hall.

⁶ If possible space for routine medical care will be provided adjacent to the housing units.

Outdoor Exercise. An enclosed, secure outdoor exercise area could be attached to each housing unit. This area could be observable from within the housing unit and from central control. The area could be partially covered for use in inclement weather and have a clear height of at least fifteen feet. Access will be provided to a toilet, washbasin and drinking fountain.

There will be at least one exercise area of not less than 600 square feet available to those minors incarcerated in the new commitment facility for large muscle group activities.

Special care could be taken to eliminate opportunities for escape and the introduction of contraband. All exercise areas could be observed by central control. Care will be taken to accommodate minors with disabilities.

Confidential Interview Rooms. At least one confidential interview room will be provided in the Orientation/Interview Suite area and at least one near the housing areas.⁷ Interview rooms could be used by custody, mental health and health care staff as well as by law enforcement, attorneys and religious advisors. The interview rooms will be accessible to male and female minors and they will not be monitored.

Attorney Interview Rooms. One non-contact visiting room could be configured with a paper pass to allow attorneys to confidentially consult with minor clients. Interview rooms in the existing juvenile hall also may be used for confidential meetings between law enforcement and minors as well as between attorneys and minors.

Central Control and Housing Control Stations. The existing central control room could continue to monitor and operate all security perimeter penetrations. Additionally the existing central control could monitor each new housing unit and be capable of overriding the housing control stations in those housing units. Housing unit control stations⁸ at the new commitment facility could control the sleeping room doors, lighting and showers in each housing unit unit. Intercom stations could be monitored and controlled at the housing unit control station. Housing unit control could have the capability of switching all controls to central control.

If possible the housing control stations should look directly into the housing units, the attached outdoor exercise areas and the program spaces. The use of closed circuit television (CCTV) should be minimized and used primarily to assist in the control of the perimeter doors. Video monitoring and recording (24 hour loop) could be provided for all juvenile-occupied areas.

Administration. The existing administrative areas could continue to be used. A small staff office suite could be constructed at the new commitment facility for staff activities that more appropriately should take place at the new facility.

Staff Stations. This new facility will be staffed in accordance with all of the requirements of Title 15. Nonetheless care should be taken during design to be certain that the facility does not generate additional staff stations not required by Title 15 (in order to preserve county resources). All staff stations should be ergonomically designed.

Public Areas. Public areas in the existing juvenile hall could continue to be used. A video visiting area for those visiting minors in the new commitment facility could be added to the existing juvenile hall.

Kitchen/Food Service. Meals could continue to be prepared in the Stanislaus County Juvenile Hall kitchen and transported to the commitment facility. The kitchen may need to be expanded.

Minors could be fed in the attached multipurpose rooms of their respective housing units. Sack lunches could be provided for minors who are away from the facility for the day (e.g. in court, on work crews, etc.).

⁷ The desire is to provide one confidential interview room at each housing unit.

⁸ A housing control station may monitor two or more 40-bed housing units depending on the final design configuration of the new commitment facility.

The Probation Department will continue to work with the food service supervisor at the juvenile hall to ensure that all of the nutritional requirements of Title 15 are met.

Laundry. The existing juvenile hall's laundry could continue to be used. The laundry may need to be expanded to accommodate the additional commitment beds.

Receiving Space. The existing receiving area could continue to be used. All deliveries for juvenile hall and trash collection could occur in this area.

Storage. A large institutional storage warehouse with a receiving area could be constructed at the commitment facility to serve the facility's major storage needs. Deliveries for the commitment facility and the warehouse could be received at this location. Additional storage areas could be provided in the housing units, the Orientation/Interview Suite, the new medical examination rooms and the new administrative area. A new property storage room for juveniles incarcerated in the commitment facility could be provided adjacent to the Orientation/Interview Suite, including a secure space for the storage of valuables.

Weapons Lockers. Weapons lockers could continue to be provided at the existing juvenile hall for use by law enforcement.

Attachment to the Existing Juvenile Hall. If sited at the Blue Gum location, the new commitment facility could be attached to the existing juvenile hall by a covered passageway with chain link sidewalls. The attachment could occur as an extension of the existing hallway adjacent to the recently constructed special needs housing unit.

B. Management Philosophy/Process



Stanislaus County Probation Department Vision. The Stanislaus County Probation Department provides community safety and services with professional integrity.¹

Probation Department Mission.

As an integral part of the criminal justice system, Probation protects our community by:

- Promoting responsible behavior and offender accountability
- Providing objective information and recommendations to the Court
- Operating safe and secure juvenile facilities and programs
- Partnering with the community to provide direct services to offenders, families and victims

Probation Department Values.

The Stanislaus County Probation Department ascribes to the following values as core principles:

- Deliver services with integrity, professionalism and competence
- Treat all individuals with dignity and respect
- Commit to innovation, creativity and collaborative partnerships
- Encourage leadership, professional development and a positive work environment

Code of Ethics.

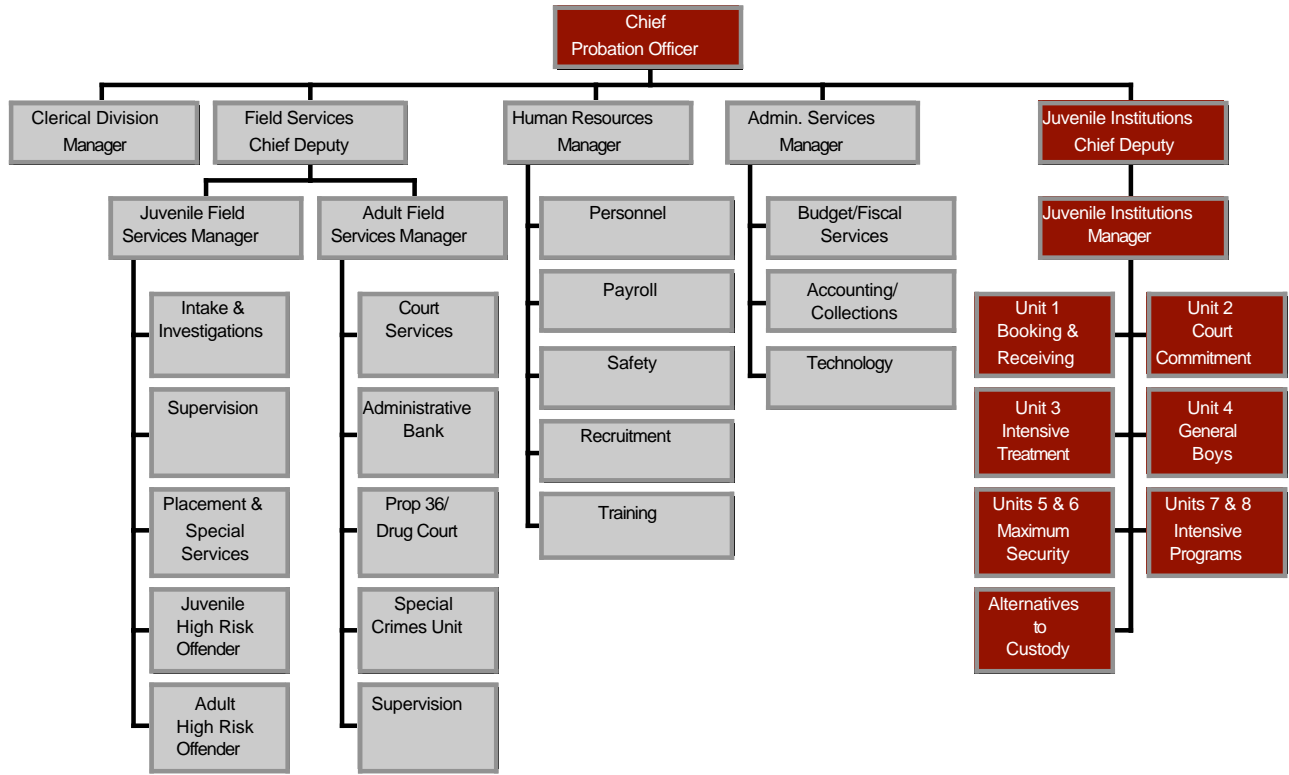
In upholding public trust in pursuit of the Department Mission, I will follow lawful procedures and conduct myself according to the following ethical principles:

- Consistently demonstrate the highest degree of honesty, integrity and good moral character in my public and private life
- Act without prejudice and respect the rights of all people
- Treat all individuals in a courteous and professional manner
- Uphold the law with dignity
- Be objective in the performance of my duties
- Protect, as appropriate, confidences entrusted to me in my professional duties
- Not compromise my integrity nor that of my agency or profession by giving, accepting or soliciting gratuities

Organization Chart for the Stanislaus County Probation Department. Figure B.1 illustrates the Probation Department's organization chart and highlights the Juvenile Institutions Division.

¹ The Probation Department's Vision, Mission and Value statements along with the Code of Ethics are contained in the Department's *2006 Annual Report*.

Figure B.1
Stanislaus County Probation Department Organization Chart



Source: Stanislaus County Probation Department. 2006.

C. Current Juvenile Population

Current Minor Population. The California Department of Corrections and Rehabilitation (CDCR), Corrections Standards Authority (CSA) provides data collected for the Juvenile Hall Profile Survey. Crime and arrest data for Stanislaus County also is available for 2005 from the California Department of Justice (DOJ) and the Corrections Standard Authority (CSA). A “snapshot” of 2005 (the last full data year of information from the California Department of Justice) is indicative of the current juvenile hall population. Included in this section is statistical data on arrests and the juvenile hall population, including:

1. Arrest and Disposition by Offense;
2. Gender;
3. Ethnicity;
4. Pre-Disposition and Post- Disposition Minors; and
5. Age.

Juvenile Felony Arrests and Dispositions. A “snapshot” of juvenile felony arrest and disposition data for 2005 from the DOJ, is presented in Table C.1 below.

Table C.1
Stanislaus County Juvenile Felony Arrest Dispositions by Gender and Specific Offense, 2005

Juvenile Felony Arrests & Disposition	2005					
	Total	Juvenile Male	Juvenile Female	Released	To Other Agency	Complaint Sought
VIOLENT OFFENSES	265	207	58	10	0	255
HOMICIDE/MANSLAUGHTER NON-VEHICULAR	1	1	0	0	0	1
MANSLAUGHTER VEHICULAR	0	0	0	0	0	0
FORCIBLE RAPE	3	3	0	0	0	3
ROBBERY	33	26	7	0	0	33
ASSAULT	228	177	51	10	0	218
KIDNAPPING	0	0	0	0	0	0
PROPERTY OFFENSES	574	462	112	33	0	541
BURGLARY	253	200	53	18	0	235
THEFT	121	105	16	11	0	110
MOTOR VEHICLE THEFT	145	113	32	1	0	144
FORG CKS/ACC CARDS	14	9	5	1	0	13
ARSON	41	35	6	2	0	39
DRUG OFFENSES	122	95	27	5	0	117
NARCOTICS	27	20	7	1	0	26
MARIJUANA	31	25	6	0	0	31
DANGEROUS DRUGS	61	48	13	4	0	57
OTHER DRUG VIOLATION	3	2	1	0	0	3
SEX OFFENSES	39	36	3	1	0	38
LEWD OR LASCIVIOUS	26	26	0	0	0	26
OTHER SEX	13	10	3	1	0	12
OTHER OFFENSES	217	189	28	7	2	208
WEAPONS	105	101	4	7	0	98
DRIVING UNDER INFLUENCE	1	0	1	0	0	1
HIT-AND-RUN	5	4	1	0	0	5
ESCAPE	0	0	0	0	0	0
BOOKMAKING	0	0	0	0	0	0
OTHER FELONIES	106	84	22	0	2	104
	1,217	989	228	56	2	1,159

Source: California Department of Justice. Aggregate: TRGConsulting. September 2007.

Of the *total* 1,217 felony arrests of Stanislaus County juveniles in 2005:

- 21.77% (or 265) of the offenses were for *Violent Offenses*;
- 47.17% (or 574) of the offenses were for *Property Crimes*; and
- 10.02% (or 122) of the offenses were for *Drug Offenses*.

Juvenile Misdemeanor Arrests and Dispositions. As with felony arrests, a “snapshot” of juvenile misdemeanor arrests and disposition data of Stanislaus County minor offenders (again, available from The California Department of Justice for 2005) is illustrated in Table C.2 below.

Table C.2
Stanislaus County Juvenile Misdemeanor Arrest Dispositions by Gender and Specific Offense, 2005

Juvenile Misdemeanor Arrests & Disposition	2005					
	Total	Juvenile Male	Juvenile Female	Released	To Other Agency	Complaint Sought
VIOLENT OFFENSES	587	396	191	88	0	499
MANSLAUGHTER MISDEMEANOR	0	0	0	0	0	0
ASSAULT & BATTERY	587	396	191	88	0	499
PROPERTY OFFENSES	533	300	233	73	0	460
BURGLARY MISDEMEANOR	8	6	2	0	0	8
PETTY THEFT	511	281	230	71	0	440
OTHER THEFT	11	11	0	0	0	11
CHECKS/CREDIT CARD	3	2	1	2	0	1
DRUG OFFENSES	240	185	55	38	0	202
MARIJUANA	174	139	35	32	0	142
OTHER DRUGS	66	46	20	6	0	60
OTHER OFFENSES	942	784	158	157	2	783
INDECENT EXPOSURE	3	3	0	0	0	3
ANNOYING CHILDREN	7	7	0	1	0	6
OBSCENE MATERIAL	0	0	0	0	0	0
LEWD CONDUCT	9	8	1	2	0	7
PROSTITUTION	1	0	1	0	0	1
CONTRIBUTING TO DEL. OF MINOR	7	3	4	2	0	5
DRUNK	30	21	9	11	0	19
LIQUOR LAWS	81	61	20	6	0	75
DISTRUBING THE PEACE	180	135	45	45	0	135
VANDALISM	179	154	25	30	0	149
DRIVING UNDER THE INFLUENCE	28	26	2	0	0	28
FAILURE TO APPEAR - NON TRAFFIC	29	20	9	0	2	27
OTHER MISDEMEANORS	388	346	42	60	0	328
Total Misdemeanor Arrests	2302	1665	637	356	2	1944

Source: California Department of Justice. Aggregate: TRGConsulting, September 2007.

Of the *total* 2,302 misdemeanor arrests of juvenile offenders in Stanislaus County in 2005:

- *Violent Offenses* (587) account for 25.50% of the juveniles arrested;
- 533 or 23.15% were for *Property Crimes*; and
- *Drug Offenses* (240) account for 10.43% of the juvenile arrests.

Of the 942 misdemeanor offenses categorized under *Other Offenses*:

- Individuals detained for *Disturbing the Peace* (180) accounted for 19.11% of the arrests;
- Minors arrested for *Vandalism* (179) accounted for 19.00% of the juvenile arrested;

- Offenders arrested for *Driving Under the Influence* (28) made up 2.97% of the juveniles arrested; and
- Of the 942 arrests listed under *Other Offenses*, complaints were sought for 783 (or 83.12%) of these crimes.

Of note is the high number of *Assault and Battery* arrests, as well as the high number of drug offenses (both felony and misdemeanor) suggests the need for intensive anger management, alcohol, and drug treatment programs for juvenile offenders while placed in the juvenile hall (if sufficient program space was available) and as part of any aftercare programs once released from placement.

Gender. The percentages of male and female juvenile arrests have fluctuated over the past decade. This fluctuation over the ten years from 1996 through 2005 along with the ten-year averages is illustrated in Table C.3.

Table C.3
Stanislaus County Arrests by Gender 1996 - 2005

Juvenile Felony Arrests by Gender		Year										Total
Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005		
Total Felony	1,954	1,999	1,708	1,506	1,388	1,378	1,371	1,318	1,396	1,217	15,235	
Male	1,698	1,708	1,474	1,304	1,140	1,132	1,109	1,037	1,143	989	12,734	
Female	256	291	234	202	248	246	262	281	253	228	2,501	
Percentage Felony												
Male	86.90%	85.44%	86.30%	86.59%	82.13%	82.15%	80.89%	78.68%	81.88%	81.27%	83.58%	
Female	13.10%	14.56%	13.70%	13.41%	17.87%	17.85%	19.11%	21.32%	18.12%	18.73%	16.42%	

Juvenile Misdemeanor Arrests by Gender		Year										Total
Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005		
Total Misdemeanor	1,327	1,465	1,501	1,389	1,382	1,210	1,357	1,507	1,665	1,610	14,413	
Male	1,065	1,172	1,192	1,079	1,116	976	1,048	1,158	1,286	1,240	11,332	
Female	262	293	309	310	266	234	309	349	379	370	3,081	
Percentage Misdemeanor												
Male	80.26%	80.00%	79.41%	77.68%	80.75%	80.66%	77.23%	76.84%	77.24%	77.02%	78.62%	
Female	19.74%	20.00%	20.59%	22.32%	19.25%	19.34%	22.77%	23.16%	22.76%	22.98%	21.38%	

Total Juvenile Arrests by Gender		Year										Total
Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005		
Total All Arrests	3,281	3,464	3,209	2,895	2,770	2,588	2,728	2,825	3,061	2,827	29,648	
Male	2,763	2,880	2,666	2,383	2,256	2,108	2,157	2,195	2,429	2,229	24,066	
Female	518	584	543	512	514	480	571	630	632	598	5,582	
Percentage All Arrests												
Male	84.21%	83.14%	83.08%	82.31%	81.44%	81.45%	79.07%	77.70%	79.35%	78.85%	81.17%	
Female	15.79%	16.86%	16.92%	17.69%	18.56%	18.55%	20.93%	22.30%	20.65%	21.15%	18.83%	

Source: California Department of Justice. Aggregate: TRG Consulting, September 2007.

As shown in Table C.3, the *total* gender percentages over the last decade averaged 81.17% males and 18.83% females. The *total* average male gender percentage for each calendar year ranged from a high of 84.21% in 1996 to a low of 77.70% males in 2003.

In comparison, the “snapshot” for 2005 of 78.85% males and 21.15% females indicates that the male population is slightly lower than the average over the 10-year time frame. Felony arrests for females fluctuated from a low of 202 in 1999 to a high of 281 in 2003. Misdemeanor female arrests increased from a low of 234 in 2001 to a high of 379 in 2004, an increase of 38.26%. This increase is significant in a juvenile

hall facility that is overcrowded and further impacts operations of the facility. Classification and segregation by gender becomes increasingly difficult for staff.

Pre-Disposition and Post-Disposition Juvenile Offenders. Table C.4 illustrates the percentages of pre-disposition and post-disposition minors held at the Stanislaus County Juvenile Hall.

Table C.4
Stanislaus Juvenile Hall Population by Pre-Disposition and Post-Disposition Minors, 2006

	Month/Year												2006
	JAN 2006	FEB 2006	MAR 2006	APR 2006	MAY 2006	JUN 2006	JUL 2006	AUG 2006	SEP 2006	OCT 2006	NOV 2006	DEC 2006	Average
Total Juveniles	149	157	148	147	145	144	138	147	147	146	147	135	146
Highest Peak Day	161	162	159	158	159	155	147	158	160	157	159	153	157
% Pre-Disposition & Post-Disposition													
% Pre-Disposition	50.7%	52.0%	48.0%	46.1%	48.0%	43.5%	46.0%	46.8%	48.1%	51.4%	43.6%	44.8%	47.4%
% Post-Disposition	48.6%	48.0%	52.0%	53.8%	51.9%	56.5%	54.1%	53.0%	52.2%	48.5%	56.1%	55.3%	52.5%
ADP of Pre-Disposition and Post-Disposition													
Pre-Disposition	75.5	81.7	71.1	67.7	69.6	62.6	63.5	68.8	70.7	75.1	64.1	60.5	69.2
Post-Disposition	72.4	75.3	76.9	79.1	75.2	81.4	74.7	77.9	76.7	70.8	82.4	74.6	76.5

Source: Stanislaus County Probation Department. Aggregate: TRGConsulting. September 2007.

An analysis of Table C.4 indicates the following:

- Pre-Disposition minors *average* 47.4% of juvenile offenders held in Juvenile Hall;
- Post-Disposition minors *average* 52.5% of the juvenile offenders held;
- The rated capacity by the California Standards Authority (CSA) is 158 beds, yet on peak days the population has been as high as 162 minors in the juvenile hall.

Ethnicity of Juvenile Felony Arrests. The ethnicity of the juveniles arrested for felonies in Stanislaus County is shown in Table C.5.

Table C.5
Stanislaus County Juvenile Felony Arrests by Ethnicity, 2005

Juvenile Felony Arrests by Ethnicity	2005				
	Total	White	Hispanic	Black	Other
VIOLENT OFFENSES	265	81	125	48	11
HOMICIDE/MANSLAUGHTER NON-VEHICULAR	1	0	1	0	0
MANSLAUGHTER VEHICULAR	0	0	0	0	0
FORCIBLE RAPE	3	0	3	0	0
ROBBERY	33	4	16	13	0
ASSAULT	228	77	105	35	11
KIDNAPPING	0	0	0	0	0
PROPERTY OFFENSES	574	245	228	61	40
BURGLARY	253	109	96	33	15
THEFT	121	53	55	5	8
MOTOR VEHICLE THEFT	145	56	62	13	14
FORG CKS/ACC CARDS	14	7	4	1	2
ARSON	41	20	11	9	1
DRUG OFFENSES	122	51	56	12	3
NARCOTICS	27	10	13	4	0
MARIJAUNA	31	10	16	5	0
DANGEROUS DRUGS	61	28	27	3	3
OTHER DRUG VIOLATION	3	3	0	0	0
SEX OFFENSES	39	18	14	5	2
LEWD OR LASCIVIOUS	26	11	10	4	1
OTHER SEX	13	7	4	1	1
OTHER OFFENSES	217	84	113	14	6
WEAPONS	105	34	61	6	4
DRIVING UNDER INFLUENCE	1	1	0	0	0
HIT-AND-RUN	5	2	3	0	0
ESCAPE	0	0	0	0	0
BOOKMAKING	0	0	0	0	0
OTHER FELONIES	106	47	49	8	2
	1,217	479	536	140	62

Source: California Department of Justice. Aggregate: TRGConsulting. September 2007.

Of the 1,217 juvenile felony arrests made in Stanislaus County in 2005:

- 39.36% of the minors arrested were *White*;
- 44.04% of the juveniles arrested were *Hispanic*; and
- 16.60% of the minor offenders arrested were categorized as *Black* or *Other*.

Ethnicity of Misdemeanor Juvenile Arrests. The ethnicity of the juveniles arrested for misdemeanors in Stanislaus County is shown in Table C.6.

Table C.6
Stanislaus County Juvenile Misdemeanor Arrests by Ethnicity, 2005

Juvenile Misdemeanor Arrests by Ethnicity	2005				
	Total	White	Hspanic	Black	Other
VIOLENT OFFENSES	587	229	253	84	21
MANSLAUGHTER MISDEMEANOR	0	0	0	0	0
ASSAULT & BATTERY	587	229	253	84	21
PROPERTY OFFENSES	533	242	188	67	36
BURGLARY MISDEMEANOR	8	1	6	1	0
PETTY THEFT	511	233	179	64	35
OTHER THEFT	11	6	2	2	1
CHECKS/CREDIT CARD	3	2	1	0	0
DRUG OFFENSES	240	131	83	15	11
MARIJUANA	174	92	65	10	7
OTHER DRUGS	66	39	18	5	4
OTHER OFFENSES	942	377	416	79	70
INDECENT EXPOSURE	3	3	0	0	0
ANNOYING CHILDREN	7	4	2	0	1
OBSCENE MATERIAL	0	0	0	0	0
LEWD CONDUCT	9	1	2	3	3
PROSTITUTION	1	0	1	0	0
CONTRIBUTING TO DEL. OF MINOR	7	5	2	0	0
DRUNK	30	18	11	1	0
LIQUOR LAWS	81	36	35	1	9
DISTURBING THE PEACE	180	51	90	28	11
VANDALISM	179	68	84	15	12
DRIVING UNDER THE INFLUENCE	28	9	18	0	1
FAILURE TO APPEAR - NON TRAFFIC	29	13	13	2	1
OTHER MISDEMEANORS	388	169	158	29	32
Total Misdemeanor Arrests	2,302	979	940	245	138

Source: California Department of Justice. Aggregate: TRGConsulting. September 2007.

Of the 2,302 juvenile misdemeanor arrests made in Stanislaus County in 2005:

- 42.53% were categorized as *White*;
- 40.83% of the minors arrested were *Hispanic*; and
- 16.64% of the minor offenders arrested were categorized as *Black* or *Other*

Age of Minor at Time of Felony Arrest. Data from the Department of Justice shows the age of juvenile felony arrestees from 2005. Table C.7 and C.8 data provides felony arrest information for ages 10 and under through age 17.

Table C.7
Stanislaus County Felony Arrests for Ages 10 and Under Through Age 17, 2005

Juvenile Felony Arrests by Age		2005							
	10 & Under	11	12	13	14	15	16	17	
VIOLENT OFFENSES	7	3	8	21	53	61	58	54	
HOMICIDE/MANSLAUGHTER NON-VEHICULAR	0	0	0	0	0	0	0	1	
MANSLAUGHTER VEHICULAR	0	0	0	0	0	0	0	0	
FORCIBLE RAPE	0	0	0	0	0	2	1	0	
ROBBERY	0	0	0	1	4	13	9	6	
ASSAULT	7	3	8	20	49	46	48	47	
KIDNAPPING	0	0	0	0	0	0	0	0	
PROPERTY OFFENSES	19	12	31	48	78	121	125	140	
BURGLARY	7	9	19	21	33	52	56	56	
THEFT	3	0	5	8	15	23	26	41	
MOTOR VEHICLE THEFT	3	0	0	8	23	43	35	33	
FORG CKS/ACC CARDS	0	0	0	1	1	1	5	6	
ARSON	6	3	7	10	6	2	3	4	
DRUG OFFENSES	0	0	1	6	7	24	37	47	
NARCOTICS	0	0	0	1	3	6	7	10	
MARIJAUNA	0	0	1	3	2	10	7	8	
DANGEROUS DRUGS	0	0	0	1	2	7	22	29	
OTHER DRUG VIOLATION	0	0	0	1	0	1	1	0	
SEX OFFENSES	0	1	6	6	5	5	10	6	
LEWD OR LASCIVIOUS	0	1	3	6	4	4	7	1	
OTHER SEX	0	0	3	0	1	1	3	5	
OTHER OFFENSES	8	4	14	25	25	48	44	49	
WEAPONS	6	3	5	15	12	23	16	25	
DRIVING UNDER INFLUENCE	0	0	0	0	0	0	1	0	
HIT-AND-RUN	0	0	0	0	0	1	2	2	
ESCAPE	0	0	0	0	0	0	0	0	
BOOKMAKING	0	0	0	0	0	0	0	0	
OTHER FELONIES	2	1	9	10	13	24	25	22	
	34	20	60	106	168	259	274	296	

Source: California Department of Justice. Aggregate: TRGConsulting. September 2007.

Table C.8
Stanislaus County Juvenile Arrests Summary for Ages 10 and Under Through Age 17 by Percentage, 2005

Juvenile Felony Arrests by Age		2005							
Ages	10 & Under	11	12	13	14	15	16	17	Total
# of Felony Arrests	34	20	60	106	168	259	274	296	1217
Percentage by Age	2.79%	1.64%	4.93%	8.71%	13.80%	21.28%	22.51%	24.32%	100%

Source: California Department of Justice. Aggregate: TRGConsulting. September 2007.

Of the 1,217 juvenile *felony* arrests:

- 18.07% of the arrests are for juveniles between the ages of 10 and under and 13;
- The highest arrest rate by age is for 17 year old juvenile offenders (24.32%); and
- The arrest rate from ages 14 - 16 account for 57.59% of all juvenile felony arrests.

Age of Juvenile Offender at Time of Misdemeanor Arrest. Data from the Department of Justice also provides the age of juvenile misdemeanor arrestees from 2005. Table C.9 and C.10 data provides juvenile misdemeanor arrest information for ages 10 and under through age 17.

Table C.9
Stanislaus County Juvenile Misdemeanor Arrests for Ages 10 and Under Through Age 17, 2005

Juvenile Misdemeanor Arrests by Age	2005							
	10 & Under	11	12	13	14	15	16	17
VIOLENT OFFENSES	9	15	34	76	109	116	109	119
MANSLAUGHTER MISDEMEANOR	0	0	0	0	0	0	0	0
ASSAULT & BATTERY	9	15	34	76	109	116	109	119
PROPERTY OFFENSES	10	9	28	64	106	128	95	93
BURGLARY MISDEMEANOR	1	0	1	1	0	1	2	2
PETTY THEFT	9	8	27	62	104	121	93	87
OTHER THEFT	0	0	0	0	2	5	0	4
CHECKS/CREDIT CARD	0	1	0	1	0	1	0	0
DRUG OFFENSES	2	1	10	21	29	55	63	59
MARIJUANA	2	1	9	20	20	42	44	36
OTHER DRUGS	0	0	1	1	9	13	19	23
OTHER OFFENSES	27	19	45	101	134	180	200	236
INDECENT EXPOSURE	0	0	1	0	0	2	0	0
ANNOYING CHILDREN	0	1	1	2	0	2	1	0
OBSCENE MATERIAL	0	0	0	0	0	0	0	0
LEWD CONDUCT	0	0	0	3	0	2	3	1
PROSTITUTION	0	0	0	0	0	0	0	1
CONTRIBUTING TO DEL. OF MINOR	0	0	0	0	1	4	1	1
DRUNK	0	0	0	3	6	3	5	13
LIQUOR LAWS	0	0	0	5	12	12	19	33
DISTURB PEACE	4	3	6	15	25	51	40	36
VANDALISM	14	9	17	27	28	35	28	21
DRIVING UNDER THE INFLUENCE	0	0	0	1	2	3	9	13
FAILURE TO APPEAR - NON TRAFFIC	0	0	0	3	2	6	6	12
OTHER MISDEMEANORS	9	6	20	42	58	60	88	105
Total Misdemeanor Arrests	48	44	117	262	378	479	467	507

Source: California Department of Justice. Aggregate: TRGConsulting. September 2007.

Table C.10
Stanislaus County Misdemeanor Arrest Summary for Ages 10 and Under Through Age 17, 2005

Juvenile Misdemeanor Arrests by Age	2005								
	10 & Under	11	12	13	14	15	16	17	Total
# of Felony Arrests	48	44	117	262	378	479	467	507	2302
Percentage by Age	2.09%	1.91%	5.08%	11.38%	16.42%	20.81%	20.29%	22.02%	100.00%

Source: California Department of Justice. Aggregate: TRGConsulting. September 2007.

Of the 2,302 juvenile misdemeanor arrests:

- 20.46% of the arrests are for minors ages of 10 and under through age 13;
- The highest arrest rate by age is for age 17 (22.02%); and
- The arrest rate for ages 14 through 16 accounted for 57.52% of all juvenile misdemeanor arrests.

Stanislaus County Juvenile Hall Average Daily Population (ADP) and CSA Rated Capacity. Although juvenile crime has fluctuated since 1996 (as shown in Table C.3), there has not been a significant increase in the CSA rated capacity (number and type of juvenile hall beds) of 158 beds at the Stanislaus County Juvenile Hall. In order to protect public safety and hold juvenile offenders accountable, additional juvenile commitment beds are required.

D. Juvenile Classification System

Classification of Juveniles. The proper classification of juveniles is important in any detention setting in order to protect the safety of staff, visitors and wards. Proper classification in the Stanislaus County Juvenile Hall takes on additional importance because of the need for a larger, dedicated commitment facility. Fortunately, housing in the existing juvenile hall consists only of single sleeping rooms, double sleeping rooms and “quad” or four-person dorms. There are no housing units that house more than four wards in the same space. Additionally, existing housing units are designed for and dedicated to the specific needs of the ward population as exhibited in Table D.1. This allows probation officers to separate and segregate wards in accordance with existing policies and procedures.



Special Needs Housing Unit Dayroom

Table D.1
Classification of Juvenile Hall Housing Units

Unit	Classification	Beds
Unit 1	Booking, Pre-Detention and Observation (Males and Females)	10
Unit 2	Court-Committed to Juvenile Hall (Males)	10
Unit 3	Intensive Treatment Unit and Court Committed to Juvenile Hall (Males)	34
Unit 4	General Population (Older Males)	34
Unit 5	Maximum Security, Institutionally Sophisticated (Male and Female)	15
Unit 6	Maximum Security Overflow, Institutionally Sophisticated (Male)	15
Unit 7	Special Needs (e.g. substance abuse, mental health issues, etc.) (Males)	20
Unit 8	Special Needs (e.g. substance abuse, mental health issues, etc.) (Females)	20
Total		158

Source. Stanislaus County Probation Department. January 2008.

The *Stanislaus County Juvenile Hall Policy and Procedures Manual* discusses the classification of wards. A summary of the pertinent sections appears below.

Section 4.7. Classification.

This section sets forth guidelines for the Juvenile Hall classification system, which shall be utilized by staff for determining detainee housing, security and programming arrangements. The primary goal of the classification shall be used for this purpose and shall remain with the units' copy of the booking sheet.

1. Classification Guidelines

Criteria for determining the appropriate classification includes:

- A. The Offense (e.g. crimes against persons vs. property crimes, etc.)
- B. Legal Status (e.g. DJJ parolee, ward, non-ward, etc.)
- C. Age
- D. Sex
- E. Criminal Sophistication
- F. Physical and Emotional Maturity
- G. Medical Needs

- H. Emotional and Psychological Factors
- I. Gang Affiliation
- J. Potential for Escape
- K. Potential for Violence
- L. Homosexuality, Bizarre Sexual Behavior (by arrest record)
- M. Individual Program Needs

4.7.1 *Categorization and Description of Units*

Each minor that enters Juvenile Hall will receive a unit assignment based on the classification guidelines listed above. The classification of the eight living units is described in Table D.1 on the previous page.

4.7.2 *Factors Affecting Unit Assignments*

1. Unit population imbalances and overcrowding.
2. Unsatisfactory adjustment to a unit or disciplinary problems.
3. Changes in a detainee's security or safety status.
4. Court ordered.

4.7.3 *Security Classification*

This section addresses the security classifications and applicable precautions to be taken for detainee's identified as a security risk.

Institutional security, minor/staff safety and assessment criteria are the primary objectives to be considered when making decisions as to detainee classifications. Each minor shall be screened and evaluated to assess their actual or potential threat to the security and safety of the institution, the detainees and staff. To assist in this process, security classifications have been created to alert and sensitize staff to the dangers posed by certain detainees.

A. Security Risk Criteria

1. Assault Potential
2. Escape Risk
3. Threat to the Community
4. Affiliation with Gang, Cult or Group, which has a History of Violent Acts

B. Security Risk Designations

1. Do Not Double Up (DNDU)
 - a. Sexual Assault on Members of the Same Sex
 - b. Assault Potential
 - c. Granted for Cause (i.e. threat of harm from roommates; extreme vulnerabilities; sincere fear of incarceration and fellow minors; medical problems, injuries or disease; protective custody)
2. Serious Offenses
3. Full Security (the most restrictive classification)
4. Security Observation (identified as a security risk)
5. Suicide Watch Status (minor at risk of becoming self-destructive or suicidal)
6. Suicide Observation (extreme suicide risk)
7. DJJ Commitment
8. DJJ Parolee
9. Non-Association (limits separate access to one or more detainees)
10. Gang Affiliations
11. Security Special Procedures (for minor identified as gang members)

- C. Documentation and Dissemination of Security Risk Classifications
- D. Terminating Security Classification

4.7.4 707 Minors and Prop. 21

Section 707 of the Welfare and Institutions (W&I) Code sets forth the criteria for the Juvenile Court to find a minor “not a fit and proper subject to be dealt with under the Juvenile Court law...” and therefore shall face an accusatory plea in a court of criminal jurisdiction. The 707 W&I criteria determines a minor’s certification from Juvenile Court to Adult Court. This section addresses the policies and procedures associated with 707 certified minors.

“Need” to Properly Separate and Segregate Juveniles. Proper separation and segregation of minors as envisioned in the *Juvenile Hall Policy and Procedure Manual* is somewhat problematic because a dedicated 90-bed commitment facility is needed. Almost all separation and segregation problems can be alleviated with the construction of this new facility that will consist of flexible housing units designed to meet classification goals. (One of the design goals for the new facility is to have a sufficient number of single sleeping rooms, double sleeping rooms and “quad” dormitories for the proper separation of court-committed minors of differing classifications.) Additionally, approximately 44 beds in the existing facility are used to house court-committed minors. Once a new commitment facility is occupied, these beds will be reassigned to other classifications of wards to further ease the existing burden on the separation and segregation of all minors who are not court commitments.



Unit 6. Maximum Security Overflow.

E. Program Needs

Stanislaus County Continuum of Responses to Juvenile Crime and Delinquency. Stanislaus County offers an entire continuum of services for juveniles. These services are discussed in this section beginning with the primary programs that are offered in Juvenile Hall and the primary alternative-to-custody programs. Program needs for a new commitment facility are presented at the end of this section along with a discussion of the prevention of the disproportionate confinement of minority populations.

Juvenile Hall Programs. The primary programs to reduce recidivism that are offered in Juvenile Hall are discussed in the *2006 Stanislaus County Probation Department Annual Report*.¹



Classroom in Existing Juvenile Hall.

Health Care. The California Forensic Medical Group (CFMG) provides health care services on contract to minors in Juvenile Hall, which includes medical assessment, medical history and immunization record keeping, control of infectious or communicable diseases and routine medical care.

Education. Minors are required to participate in 240 minutes of school programming each day, five days per week. Between forty to sixty General Education Diplomas (GED) are awarded each year to students in Juvenile Hall. The average fifteen-year-old entering Juvenile Hall tests two to five years behind the standard grade level in math and English during initial educational assessment.

Mental Health. Mental health care is provided to all minors in Juvenile Hall. Assessment, crisis resolution and referral are provided as required by law. Follow up outpatient care is available.

Changing Attitudes In Recovery (CAIR). Targeted behavior programs under CAIR include anger management, self-esteem building, social skills training, substance abuse and gang intervention.

Customer Service Certificate Program. Under this program minors in Juvenile Hall learn the values of teamwork, attitude, interview skills, communication, problem solving and time management. This program is led by staff from the Stanislaus County Office of Education.

Moral Reasoning Training. Using realistic problem situations, the group strives to develop the capacity to make mature decisions concerning specific problem situations presented. Its goal is to enhance the minors' ability, through discussion of problem situations, to respond in a socially appropriate manner in the real world.

Anger Replacement Training (ART). ART teaches youth what not to do. Juveniles are trained to respond to provocations not with anger, but with a chain of responses that are taught and practiced in a group setting.

Custody to Campus. Juvenile Hall detainees receive instruction, tutoring and support to complete their high school education and take college courses at Modesto Junior College (MJC) and California State University Stanislaus (CSU Stanislaus) via the Internet.

Speaker's Club. Under the Speaker's Club Program, minors are provided the opportunity to give presentations to their peers, thereby learning effective communication skills. This program is led by Juvenile Hall staff and staff from the Stanislaus County Office of Education.

¹ *2006 Stanislaus County Probation Department Annual Report.* Pages 47 - 49.

Alternative-to-Custody Programs. Alternative-to-Custody programs to reduce the need for detention beds also are discussed in the *2006 Stanislaus County Probation Department Annual Report*.²

Home Supervision. This program provides intensive supervision seven days per week to wards and alleged wards in a countywide community setting as an alternative to incarceration. There are two types of home supervision:

1. Electronic Monitoring Program (EMP)
2. House Arrest/Home Confinement

Electronic Monitoring Program. 315 minors were placed on EMP in 2006. Under the EMP program, probation officers have face-to-face contact with each minor daily. There also is contact between the probation officer and the minor’s parents, the school and collateral agencies. Each minor in the program is contacted by telephone at least one each day.

House Arrest/Home Confinement. In 2006, 162 minors were placed on House Arrest and 293 minors were placed on Home Confinement. Under this program, probation officers have face to face contact with each minor daily and contact by telephone at least one each day. There also is contact between the probation officer and the minor’s parents and school.

Results. Both programs hold minors accountable for their actions and restrict their movement in the community. The Electronic Monitoring Program allows juveniles to attend school. Both programs permit the use of scarce juvenile hall beds for higher risk minors.

The latest evaluation report for the 549 minors participating in the Home Arrest/Home Confinement Program between July 1st, 2006 and June 30th, 2007 indicates the following:

- 76% of the minors in the program remained arrest free six months after entering the program
- 74% had no sustained violations of probation during the six months after program entry
- Only 6% sustained a new felony petition during the six months after entry
- 81% successfully completed the program requirements

Existing Services and Programs. Table E.1 provides a matrix of existing services and programs for juveniles in Stanislaus County in the areas of:

- Prevention
- Intervention
- Incapacitation

Table E.1
Matrix of Existing Services and Programs

PREVENTION

Program	Discipline	Provider	Description
Alcoholics Anonymous	Drug and Alcohol	A/A	A self-help group based on the 12-step program to aid the alcoholic person to achieve and maintain sobriety.
Al-Anon	Drug and Alcohol	Al-Anon	A fellowship for spouses, family members and friends of alcoholic person.
AlaTeen	Drug and Alcohol	AlaTeen	A fellowship for youth (ages7-20) whose lives have been affected by alcohol.

² 2006 Stanislaus County Probation Department Annual Report. Pages 50 - 53.

Program	Discipline	Provider	Description
1 st Step Perinatal Substance Abuse Program	Drug and Alcohol	Behavioral Health and Recovery Services (BHRS)	Alcohol and drug treatment for women who are pregnant and/or parenting and addicted to alcohol and/or drugs.
Alumni Support Group	Drug and Alcohol	BHRS	A self-help group for persons who have been through primary treatment and have a foundation in recovery.
Central Intake and Referral	Drug and Alcohol	BHRS	Provides assessment and referral services to county residents with substance abuse problems.
Substance Abuse Treatment for Teens	Drug and Alcohol	BHRS	Assessments, counseling, group and individual treatment for substance abuse issues.
Downey High Health Start	Drug and Alcohol	BHRS	Downey High students re: drug & alcohol services including assessment, case management and prevention.
Narcotics Anonymous	Drug and Alcohol	Narcotics Anonymous	A self-help group based on the 12-step program for persons of all ages recovering from drug addiction.
Truancy Prevention	Education	Modesto City Schools	Provides support and services to parents and children to improve school attendance.
Suspension Intervention	Education	Modesto City Schools	Provides suspension intervention groups for youth with chronic behavior problems.
Club Live	Education	Oakdale Junior High	Friday Night Live program to prevent substance abuse includes group outings and team building.
OASIS	Education	Oakdale Junior High	After school program Monday thru Friday.
School Resource Officer	Education	Oakdale Junior High	Law enforcement officers provide services to at-risk and juvenile probationers on school campuses to deter truancy, improve behavior and respond to delinquent behavior committed on-site.
Safe and Healthy Futures	Education	Riverbank High School, Patterson High, and Ceres High School	Alcohol and drugs prevention, individual groups and aftercare: Mental Health counseling employment services youth development.
Healthy Start	Education	Stanislaus County Office of Education (SCOE)	Serves students and families who reside in high-risk communities and are at risk of abuse and neglect with case management, referral, school-based mental health and social services, medical and dental care, parent education, outreach and empowerment.
SED	Education	SCOE / Modesto City Schools	Provides referral, assessment, case planning and intensive treatment services to severely emotionally disturbed students.
Tobacco Prevention	Education	(SCOE)	An educational program to prevent the use of tobacco.
Gang Risk Intervention	Education	(SCOE)	A gang prevention program offered at Chrysler and Prescott Schools.
21 st Century Community Learning Centers	Education & Youth Services	Modesto City Schools Turlock School District Patterson School District	After school tutoring and recreation programs for K-12 students who live in high-risk neighborhoods.
Teen Pregnancy Class	Health	Doctor's Medical Center	An overview of childbirth preparation.
Teen Pregnancy Class	Health	Doctors Medical Center	Parenting classes for expectant or parenting teens.
RAGE-aholics	Health	Doctors Medical Center/ Ceres Christian Church	A self-help group for persons learning techniques to control
Familias Unidas	Health	Family Support Network/Oak Valley Hospital	Support group for Spanish speaking parents.
Special Needs Advocacy	Health	Family Support Network/Oak Valley Hospital	Adoptive parents and all children with special needs support group.

Program	Discipline	Provider	Description
Adolescent Family Life Program	Health	Stanislaus County Health Service Agency	Provides in-home assessment and intervention by case managers to pregnant and parenting teenagers. Case management services are also provided to siblings at risk for becoming teen parents.
Real Project	Health	Stanislaus County Health Service Agency	Teen pregnancy prevention, education and services.
STD's Education & Prevention	Health	Stanislaus Community Assistance Project (SCAP)	HIV education and support groups.
Fire setter	Law Enforcement	Modesto Fire Department	Designed to curb the fascination some children find in fire.
Healthy Start	Law Enforcement	Stanislaus County Sheriff's Department	Sexuality, health issues and personal responsibility are discussed.
W.A.K.E.U.P.	Law Enforcement	Modesto Police Department	This is an eight-week education program designed for youth ages 10 through 17 years old and their parents. This program provides a straightforward, realistic view about the realities associated with making poor choices.
D.A.R.E. (Drug Abuse Resistance Education)	Law Enforcement	Modesto Police Department Stanislaus County Sheriff Turlock Police Department Ceres Police Department	Countywide drug, gang and violence prevention program.
J.U.M.P. S.T.A.R.T.	Law Enforcement	Stanislaus County Sheriff's Department	A program to teach young people to make correct choices and understand the decisions they make today will affect their future.
Positive Paths	Law Enforcement	Stanislaus County Sheriff's Department	A class to teach very young (under 12) to make correct choices and understand the decisions they make today will affect their future.
Jail Tour	Law Enforcement	Stanislaus County Sheriff's Department	A tour of the downtown jail, showing the life-style of inmates and offering education and awareness of life behind bars.
Before After School Program	Law Enforcement	City of Turlock City of Oakdale	Homework assistance, literacy and character education, life-skill training and recreation.
P.L.A.Y.	Law Enforcement	City of Turlock	Positive leisure activity for youth after school.
ASES	Law Enforcement	City of Turlock	Students K-6 grades will have the opportunity to finish homework, discuss issues, and participate in fun activities. Mon-Fri after school until 6 pm.
School-Based Mental Health Services	Mental Health	Behavioral Health and Recovery Services (BHRS)	Provides out-stationed mental health professionals to school sites throughout the County.
Children's System of Care	Mental Health	Behavioral Health and Recovery Services (BHRS)	Countywide assessments, case management, treatment, referral and intensive supervision to at-risk youth and juvenile offenders.
Juvenile Justice Mental Health	Mental Health	BHRS	Provides counseling and mental health treatment to adolescents and teens that are wards of the Court.
Leaps and Bounds	Mental Health	BHRS	Provides outpatient therapy to children ages 0-5 and their parent. Primary focus of treatment is on increasing health attachment and communication patterns between parent and child.

Program	Discipline	Provider	Description
Parent Partnership/Kinship Center	Mental Health	BHRS	Outpatient supportive services delivered to parents of difficult to parent kids or to extended family parenting children such as grandparents, aunts or uncles.
Community Counseling Outpatient Service	Mental Health	BHRS	Fee-for service, outpatient, counseling services for non-SED youth and families.
Pathways to Independence	Mental Health	BHRS/ Center for Human Services	A transitional living program in a facility that serves youth ages 18-21 who are emancipated or transitioning out of a foster or group home placement.
Visions	Mental Health	Families First	Residential facility for 18-21 year olds at risk of incarceration, becoming homeless, needing psychiatric services; teaches life skills and makes appropriate resource referrals.
Westside Resources	Mental Health	Westside Resource Center	Provides referrals to resources and service for basic needs to community; programs for 14-21 yr. Olds: individual and family counseling, substance abuse counseling, leadership opportunities, and employment support services.
School Probation Officer	Probation	Stanislaus County Probation Department	Probation Officers provide services to at-risk and juvenile probationers on school campuses to deter truancy, improve behavior and respond to delinquent behavior committed on-site.
Teens Only	Probation	Stanislaus County Probation Department	Eight (8) week educational program on substance abuse for at-risk youth.
Stanislaus County Restorative Justice Pilot Project	Probation	Stanislaus County Probation Department and Youth for Christ	Program helps offenders accept responsibility for their criminal actions. A victim offender reconciliation model is utilized with a mediator working to bring victims and offenders together to discuss the impacts of the offense
Families of Inmates Support	Social Services	Friends Outside	Emotional support and education for spouses and families of incarcerated persons.
Family Nurturing Group	Social Services	Children's Crisis Center	This program helps parents provide nurturing techniques to their children.
New Start	Social Services	First Baptist Church of Modesto	A twelve (12) week program for families experiencing problems in the home between teenagers and parents. It is designed to expose parents and teens to the reality of troubled relationships.
Prodigal Sons and Daughters	Social Services	First Baptist Church of Modesto	Help for junior high and high school students struggling with a dysfunctional family.
Teen and Young Mothers	Social Services	Parent Resource Center	Parenting classes for teen mothers with an emphasis on nurturing, bonding, parenting skills nutrition, development, self-esteem and positive discipline.

Program	Discipline	Provider	Description
Turlock Parenting Program	Social Services	Parent Resource Center	Parenting classes for teen mothers with an emphasis on nurturing, bonding, parenting skills nutrition, development, self-esteem and positive discipline.
Volunteer In-home mentoring	Social Services	Parent Resource Center	In-home volunteer mentoring support for young mothers.
Victim's Group	Social Services	Parents United	Services to families affected by sexual abuse.
Teen Offenders	Social Services	Parents United	Services for families affected by sexual abuse.
Positive Parenting	Social Services	Sierra Vista Children's Center	This education program designed to improve parenting skills.
Family Intervention Program	Social Services	Sierra Vista Children's Center	Parenting skills class and concurrent children's group for children ages 5-12.
Enculturation services for Southeast Asian families	Social Services	The Bridge	Enculturation services including translation services, tutoring, health information, and referrals to other agencies.
Kids Count	Social Services	The Haven	Program for young children who have witnessed domestic violence.
Teens Count	Social Services	The Haven	Program for teenagers who have witnessed domestic violence.
Computer Lab	Social Services	The Salvation Army / Red Shield	After school computer lab for kids.
Adventure Corps	Social Services	The Salvation Army / Red Shield	After school youth group for young boys.
Sunbeam	Social Services	The Salvation Army / Red Shield	After school youth group for young girls.
Guards	Social Services	The Salvation Army / Red Shield	After school youth group for teen girls.
Arts & Crafts	Social Services	The Salvation Army / Red Shield	After school arts and crafts class for kids.
Cooking for Kids	Social Services	The Salvation Army / Red Shield	After school cooking class to teach good nutrition.
Exercise classes	Social Services	The Salvation Army / Red Shield	After school exercise class, including team sports to teach conditioning and team work.
Tae Bo	Social Services	The Salvation Army / Red Shield	After school exercise class to teach relaxation, breathing and self-control.
Teen Nights	Social Services	The Salvation Army / Red Shield	Youth activities including group outings and skill building.
Up with Moms	Social Services	Turlock Covenant Church	Outreach and support program for teen mothers and pregnant teens.
Family Resource Centers	Social Services	Community Services Agency	12 separate Family Resources Centers are located throughout the county to focus on improving the well-being of children, youth, families and communities. This program offers families referrals and linkages to services such as parenting, housing assistance, food, clothes closets, support groups, tutoring, prenatal, medical services, counseling and school readiness.
Columbia Center	Social Services	Housing Authority	The program provides recreation, arts & crafts, homework assistance Mon-Fri 3:30-6:30 pm and Saturdays 12-4 PM
Parents & Teens Together	Youth Services	Center for Human Service	An eight week-class and support group for parents and adolescents who are experiencing family problems and are looking for solutions.
Pathways	Youth Services	Center for Human Services	A counseling and education/intervention program that teaches positive decision-making and anger management.

Program	Discipline	Provider	Description
STOPP	Youth Services	Center for Human Services	An educational/intervention class designed to address the problem of shoplifting and petty theft by youth.
Anger Management	Youth Services	Center for Human Services	A violence prevention and conflict resolution class that teaches alternatives to dealing with everyday conflict.
Choices	Youth Services	Center for Human Services	A drug and alcohol education program that requires parent participation.
Youth Court	Youth Services	Center for Human Services	A peer jury program for first time offenders K-12 for behavior identified as a school offense.
Parents & Teens	Youth Services	Center for Human Services	A psycho-educational group for both family and youth. Education focuses on the disease concept of addition use, pharmacology and other effects of substances on family and youth.
Friday Night Live	Youth Services	Center for Human Services	Adolescents with alcohol and drug issues.
Hutton House	Youth Services	Center for Human Services	A six bed, licensed temporary shelter for runaway and homeless youth throughout the County with comprehensive services.
SAP-Student Assistance Program	Youth Services	Center for Human Services	Provides adolescents and teens in school with educational group and individual counseling.
Teen Line	Youth Services	Center for Human Services	A toll free "help" line providing peer counseling and information/referral sources during the evening hours.
Youth Leadership Council	Youth Services	Center for Human Services	Youth development services for junior and high school youth countywide. Councils serve as an advisory group for leadership and training, and various youth issues.
Boys Scouts	Youth Services	Greater Yosemite Council	Boys youth program of character development and values-based leadership training.
Girls Scouts	Youth Services	Muir Trail Council	Organization dedicated to helping all girls build character and gain skills for success in the real world.
Property Crime Workshop	Youth Services	Sierra Education	An educational/intervention class designed to address the problem of shoplifting and petty theft by youth.
Resolving Conflicts/Anger Management	Youth Services	Sierra Education	A violence prevention and conflict resolution class that teaches alternatives to dealing with everyday conflict.
Positive Choices/ Personal Growth	Youth Services	Sierra Education	This education program designed for youth ages 10 through 17 years old and their parents.
Teen Parent Support Group	Youth Services	Student Family Guidance Center	Support group for teen parents held at the Health Start office.

Program	Discipline	Provider	Description
Employment Training	Youth Services	The Arbor	Job training and employment related services for 17-21 year olds.

INTERVENTION

Program	Discipline	Provider	Description
Alternative Schools	Education	Stanislaus County Department of Education (SCOE) Modesto City Schools	Provides programs for youth with school attendance and/or school behavioral problems. Independent study is provided as an option for these students.
Custody to College	Education	Stanislaus Office of Probation / Modesto Junior College	Juvenile Hall detainees receive instruction, tutoring and support to complete their high school and take college courses via distance learning.
Regional Youth Services	Mental Health	San Joaquin County Mental Health	Residential Treatment and education for all residents. This program is used for seriously emotionally disturbed (SED) youth who require a Level 14 program.
Gang Intervention	Probation	Stanislaus County Probation Department	Provides supervision and prevention services to documented gang members who are wards of the court.
Gang Intervention and Education	Probation	Stanislaus County Probation Department & Center for Human Services	Counseling service provided to high risk offenders who attend alternative education programs.
Electronic Monitoring and Home Supervision	Probation	Stanislaus County Probation Department	Probation staffs provide intensive and intrusive supervisions to wards and alleged wards in a countywide community setting as an alternative to incarceration.
Family Guidance Program	Probation	Stanislaus County Probation Department	Youth on informal probation are assisted in developing successful lifestyle patterns.
Interagency Placement Committee	Probation	Stanislaus County Probation Department	This committee meets twice monthly to determine whether or not minors are certified for placement in RCL 13 or 14 homes. The committee also approves therapeutic services for minors in intensive foster care homes.
Community Service Program	Probation	Stanislaus County Probation Department and United Way of Stanislaus County – Volunteer Center	This programs provides an opportunity for youth to perform community service hours
Juvenile Drug Court	Probation	Stanislaus County Probation Department	Mental health and substance abuse counseling provide case management, intensive supervision, drug testing and family counseling services to wards of the court and their families.
Intensive Treatment Unit	Probation	Stanislaus County Probation Department	An in-patient program for wards of the Juvenile Drug Court who have been unable to maintain their sobriety while participating in outpatient treatment.
Resource Review Board	Probation	Stanislaus County Probation Department	Evaluates cases where a probation dispositional recommendation is being considered for either foster care/group home placement or a commitment to the California Youth Authority (CYA).
College Mentors	Probation	Stanislaus County Probation Department	Two (2) to three (3) CSUS students act as mentors to Juvenile Hall youth and assist in tutoring these individuals.
Foster Youth Aftercare	Social Services	Community Service Agency (CSA)	Provides aftercare services, which includes transitional housing, assistance with job readiness and obtaining Medi-Cal for former foster care youth ages 18-21.

Program	Discipline	Provider	Description
Independent Living Skills	Social Services	CSA	Teaches life skills to assist and prepare youth ages 16-18 for independent living who are exiting from group home or foster home placement.
Visions/Transitional Age Youth Services	Social Services	CSA	Housing and other services for youth approaching age 18 who are either in-group or foster home care.
Sierra Vista Home Based Services	Youth Services	Sierra Vista Children's Center	In-home mental health services for youth at risk for out of home placement or returning home from group home and foster care placement.
Teen Offender Group	Social Services	Parents United	Treatment group for teenage sex offender. Services available to family members as well as victims of sexual abuse.

History of the Continuum of Responses to Juvenile Crime and Delinquency. The Stanislaus County Probation Department historically has offered a wide range of programs to reduce juvenile crime and mitigate the need for juvenile detention beds. Figures E.1 and E.2 graphically illustrate the history of the primary programs offered to juveniles and their families.

Figure E.1
Continuum of Responses to Juvenile Crime and Delinquency 1996-1999



Stanislaus County Continuum of Responses To Juvenile Crime and Delinquency



- = Existing Option
- = Existing Option To Be Expanded
- = Option Being Implemented
- = Option To Be Created

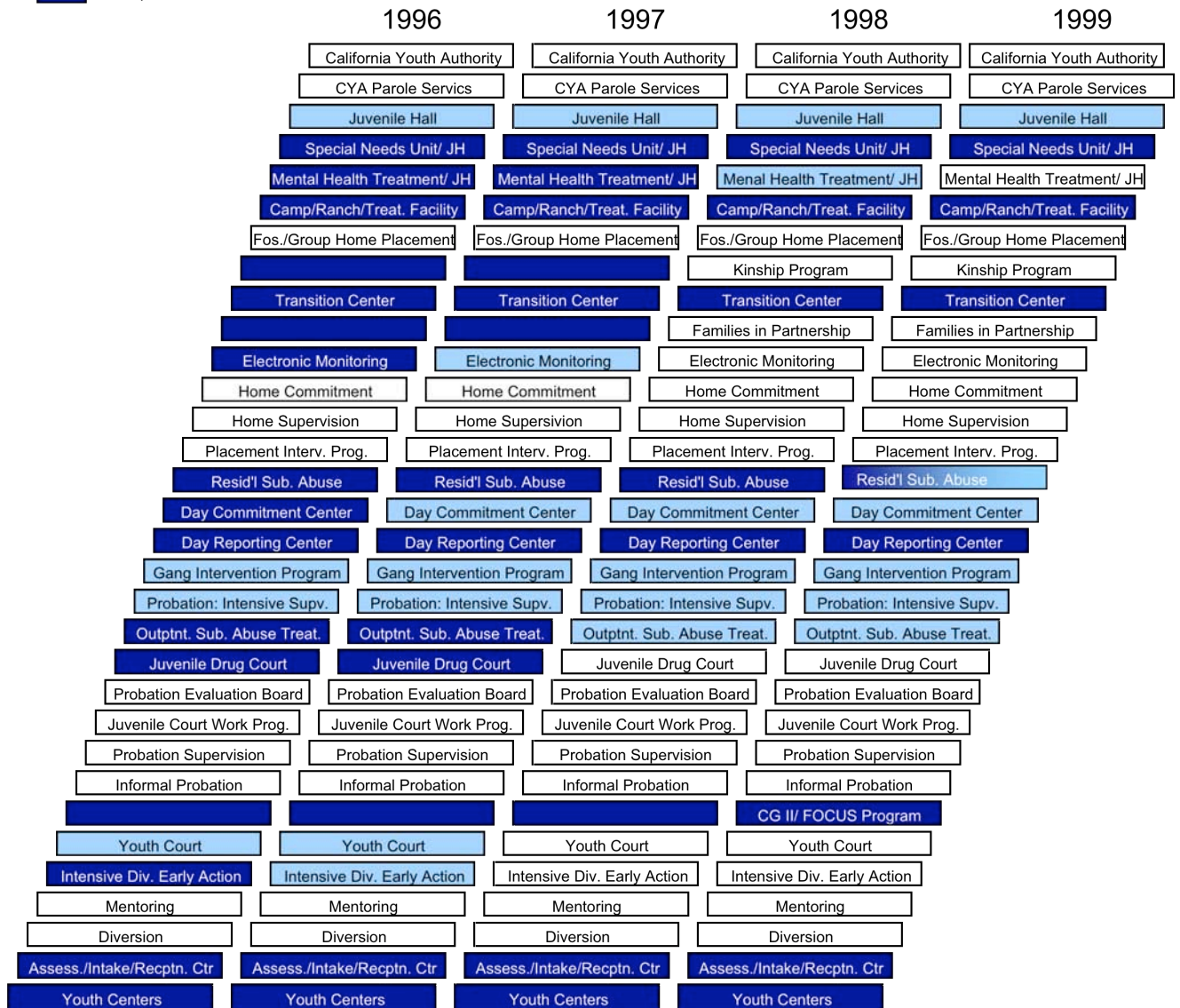


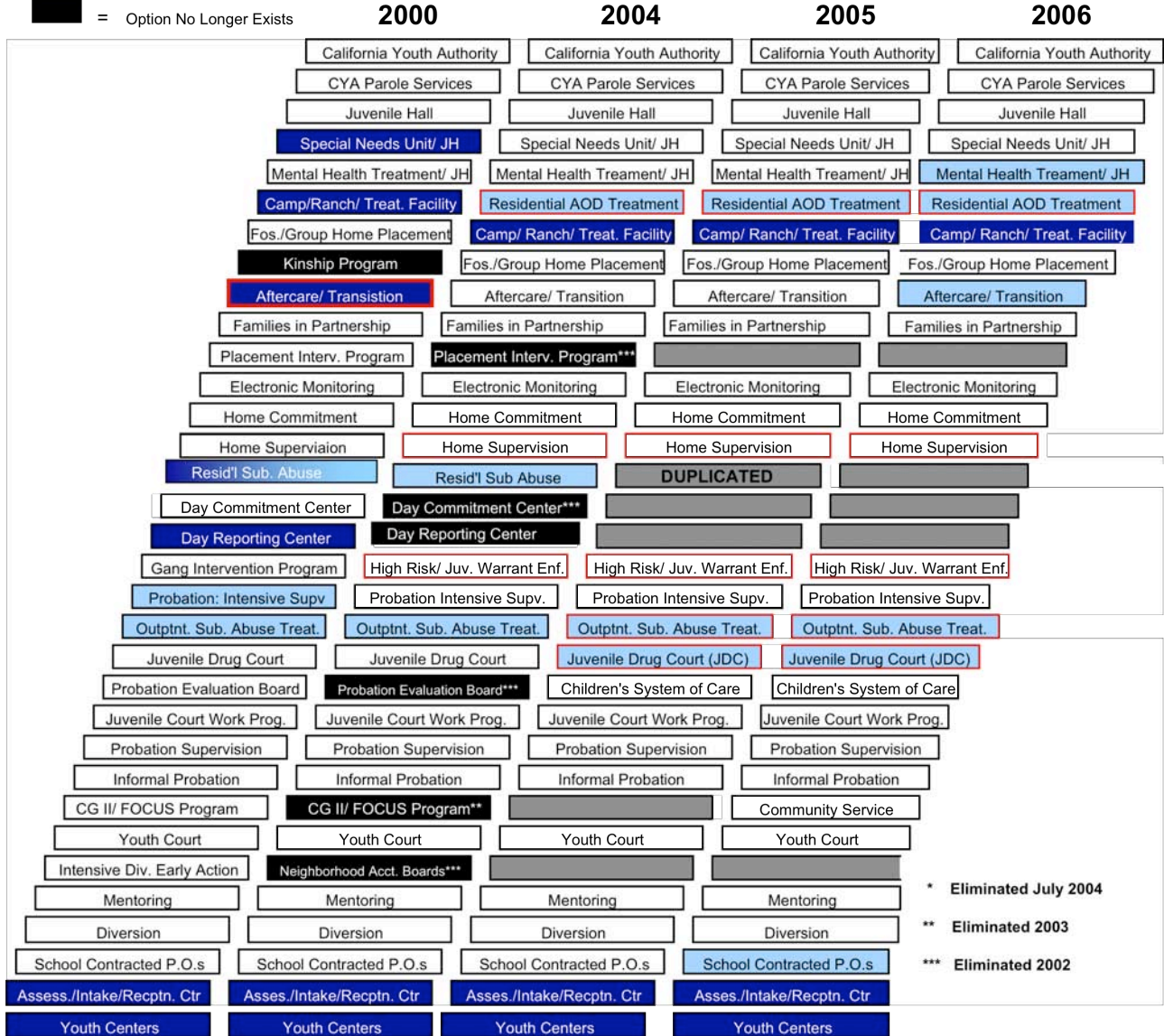
Figure E.2
Continuum of Responses to Juvenile Crime and Delinquency 2000-2006



Stanislaus County Continuum of Responses To Juvenile Crime and Delinquency

- = Existing Option
- = Existing Option To Be Expanded
- = Option Being Implemented
- = Option To Be Created
- = Option No Longer Exists

= Funded by Juvenile Justice Crime Prevention Act



Program Needs for a New Juvenile Commitment Facility. A new commitment facility with adequate classrooms, multipurpose rooms and other program space on each housing unit will allow for a wide variety of programs to reduce recidivism. Not only will the Probation Department be able to enhance existing programs that now will be provided at the commitment facility, but staff also will be able to introduce a number of programs that have been successful in commitment facilities in other jurisdictions. Examples of enhancements include:

- expanding mental health programs and therapy sessions;
- additional programs specifically designed for females (in addition to the current programs);
- expanding the literacy program;
- providing additional tutoring for minors seeking a GED or high school diploma;
- expanding religious programs;
- providing additional alcohol abuse counseling;
- increasing special education classes;
- expanding anger management classes and counseling;
- enhancing arts and crafts programs;
- providing additional physical education classes;
- enhancing the narcotics abuse program with additional meetings and therapy sessions; and
- providing health education on a wider variety of subjects.

Additional programs that are being considered for implementation or expansion in the new commitment facility include:

- additional life skills programs targeted to age, gender and need;
- a program to identify community resources and provide initial contact prior to release;
- family awareness and responsibilities;
- parenting programs for male offenders;
- mentoring programs for minors;
- cultural awareness programs;
- developing communication skills and enhancing human relations;
- aptitude assessment and early career planning;
- vocational education classes in conjunction with local labor unions modeled after programs that have been successful in other counties (e.g., computer skills, food service, laundry service, landscaping, printing, etc.);
- specialized academic and vocational education correspondence courses;
- college level courses by correspondence or through the local college system;
- English as a second language; and
- other programs that will assist minors in returning to the community as productive citizens.

Prevention of Disproportionate Confinement of Minority Populations. The Stanislaus County Probation Department formally monitors the entire continuum of services to be certain that minority populations are not treated differently in any respect. While it is rarely a problem, specific, proactive steps have been taken for the last six years to be certain that there is not a disproportionate confinement of minorities. This is accomplished by assuring that minority populations receive the maximum possible benefits from all of the services in the continuum. Monitoring occurs during monthly meetings of senior staff at which time statistics relating to the confinement of minorities are reviewed. Adjustments are made when appropriate.

Juvenile Detention Risk Assessment. Juvenile detention intake officers complete a Juvenile Detention Risk Assessment for every booking received to assist in determining if minors should be detained or released pending court proceedings. This assessment tool allows for an objective decision based upon the individuals' known risks. This risk assessment assures that minors are not detained unless the risk to society is such that incarceration is necessary to preserve public safety.

F. Analysis of Local Trends and Characteristics.

Introduction. This report is an analysis of local trends and characteristics that influence planning assumptions about an expanded juvenile detention facility in Stanislaus County. Different factors that will influence change, including projected population increases as well as current and projected juvenile offender populations (based on continuation of current policies) are measured. Projections of juvenile offender population growth and observed factors that could affect the level of criminal activity in the jurisdiction also are taken into account. Trends in felony and misdemeanor arrests, trends in average daily populations of Stanislaus County's Juvenile Hall, considerations relative to special juvenile offender populations (including females and other indicators of shifts in the juvenile offender population) are included in this needs assessment as well. These population indicators will assist in determining the design, security level (i.e. minimum-security, medium-security, maximum-security, disciplinary and administrative segregation, protective custody, etc.) and type of detention beds required in a new facility.¹

Projection of Average Daily Population (ADP). The purpose of these projections is to forecast the average daily population (ADP) for Stanislaus County juvenile detention for calendar years 2010, 2020, 2030, and 2040. This will allow the determination of future juvenile detention facility bed needs.

- A. The following information is available from the Stanislaus County Probation Department records for calendar years 1999 through 2006:
- 1.) Juvenile admissions from 1999 through 2006 (including DJJ admissions)
 - 2.) Detention days from 1999 through 2006
 - 3.) Average Daily Population (ADP) and Average Length of Stay (ALS)
 - 4.) Information regarding pre-adjudicated and post-adjudicated juveniles
 - 5.) Medical and Mental Health care;
 - 6.) Juvenile Profile Surveys; and
 - 7.) Operational information for the existing Juvenile facility.
- B. The following summaries were prepared from the available data:
- 1.) Annual number of admissions to Stanislaus County Juvenile Hall from 1999 through 2006 are shown in Table F.1. Please note that the court order authorizing the Probation Department to reject minors booked for misdemeanors was signed on April 10, 2000, which explains the drastic decrease in admissions from 1999 to 2000.

Table F.1
Admissions 1999 – 2006

Year	Admissions
2000	2,688
2001	2,284
2002	2,204
2003	1,923
2004	1,992
2005	2,146
2006	2,040
2006	1,958

Source: Stanislaus County Probation Department. August 2007. Aggregate: TRGConsulting.

¹ For example, the projected number of male and female juvenile offenders could indicate a particular layout of the intake area to accommodate both male and female detainees while keeping them separated from one another. Similarly, population projections may result in building several special use holding rooms in the intake area for females.

- 2.) The number of detention days (person-days)² served in Stanislaus County by juvenile offenders (pre-adjudication and post-adjudication) from 1997 to 2006 are shown in Table F.2.

Table F.2
Detention Days 1999 - 2006

Year	Days Detained
1999	34,954
2000	34,353
2001	39,252
2002	43,503
2003	38,761
2004	48,028
2005	51,133
2006	53,147

Source: Stanislaus County Probation Department. August 2007. Aggregate: TRGConsulting.

- C. Projections of Stanislaus County detention bed needs were determined by comparing the percentages of admissions data and detention day data to the county population from 1999 through 2006 (the years for which all data was available). The percentages then were multiplied by the projected county population for the calendar years 2010, 2020, 2030 and 2040.

Population growth statistics from the California Department of Finance are depicted in Table F.3. Stanislaus County population has continued to grow since the 1940s, ranging from a low of 17.16% population growth from 1990 to 2000 to a high of 41.16% growth between 1940 and 1950. The growth rate averaged 25.38% per decade from 1940 through 2000. The median growth rate over the last six decades was 23.26%. The California Department of Finance projects the County population to increase by 19.42% between 2000 and 2010.³

Table F.3
Stanislaus County Population 1940 - 2000

Calendar Year	County Population
1940	74,866
1950	127,231
1960	157,294
1970	195,800
1980	267,700
1990	373,650
2000	451,030

Source: California Department of Finance. August 2007.

The California Department of Finance has provided intercensal estimated population data for calendar years 1999 through 2006. This data is reflected in Table F.4.

² Annual detention days equal the total number of days served in detention by all of the juvenile offenders detained during that year. If juvenile offender #1 serves four days in the detention facility, juvenile offender #2 serves six days and juvenile offender #3 serves five days, then the juvenile detainees combined served a total of fifteen detention days. The number of days served by any juvenile offender during the calendar year is equal to the number of days that elapsed between his or her date of admission and their date of release. If a juvenile offender was placed before the start of the year, the annual number of days that they serve is measured from the beginning of the year to the date of release. If a juvenile offender is received, but not released by the end of the year, the annual number of days that they serve is measured from the date of admission to the end of the year.

³ California Department of Finance population estimates and forecasts were used to produce this report.

Table F.4
Stanislaus County Intercensal Population Estimates 1999 - 2006

Calendar Year	County Population
1999	436,130
2000	446,997
2001	458,612
2002	472,654
2003	484,496
2004	494,747
2005	504,478
2006	513,441

Source: California Department of Finance, Demographic Research Unit. August 2007.

Stanislaus County's projected population growth from 2010 - 2040 is presented in Table F.5.

Table F.5
Projected Stanislaus County Population 2010 – 2040

Calendar Year	County Population
2010	559,708
2020	699,144
2030	857,893
2040	1,014,365

Source: California Department of Finance, Demographic Research Unit. August 2007

Forecasting Juvenile Detention Admissions. Projection of the Stanislaus County juvenile detention population required finding the ratio between annual juvenile detention data and the Stanislaus County population from 1999 through 2006.

- A. These ratios were found by obtaining the ratio between the annual number of juvenile offenders admitted to juvenile detention and the Stanislaus County population in the same year. The calculation of the ratio for each year uses the following formula:

$$\frac{\text{Number of Juvenile Admissions}}{\text{County Population}}$$

Table F.6
Ratios: Juvenile Admissions/County Population 1999 – 2006

Calendar Year	=	Table F.1 Admissions	/	Table F.4 Population	=	Ratio
1999	=	2,688	/	436,130	=	0.0061633
2000	=	2,284	/	446,997	=	0.0051097
2001	=	2,204	/	458,612	=	0.0048058
2002	=	1,923	/	472,654	=	0.0040685
2003	=	1,992	/	484,496	=	0.0041115
2004	=	2,146	/	494,747	=	0.0043376
2005	=	2,040	/	504,478	=	0.0040438
2006	=	1,958	/	513,441	=	0.0038135

Source: TRGConsulting. August 2007.

- B. An examination of this series of ratios indicates that they display no consistent trend. Thus it can be concluded that no specific trend is present. The data indicates that it is necessary to identify the low, median,⁴ average and high ratios in the series and then calculate the arithmetic average of the ratios.

The calculation of the average ratio is shown in Table F.7.

Table F.7
Determination of the Average Juvenile Detention Ratio

Calendar Year	Ratio	=	Average
1999	0.0061633		
2000	0.0051097		
2001	0.0048058		
2002	0.0040685		
2003	0.0041115		
2004	0.0043376		
2005	0.0040438		
2006	0.0038135		
	0.0364536	=	0.0045567
	8		

Source: TRGConsulting, August 2007.

This procedure is one of examining historic juvenile offender data to determine an estimate of the low, median, average and high rate of probable admissions per unit of population that occurred during the data years. Once this range in the rate of probable admissions is estimated, the number of future admissions can be calculated by multiplying the low, median, average and high ratios by the future projected population of the service area (Stanislaus County). Projected population data was obtained from the Demographic Research Unit of the California Department of Finance.

Low	0.0038135
Median	0.0042245
Average	0.0045567
High	0.0061633

- C. The projected number of juvenile offender admissions to future Stanislaus County juvenile detention (assuming a continuation of present practices by the law enforcement and judicial systems) was determined by multiplying the forecasted Stanislaus County population by the low, median, average and high ratios (number of juvenile offenders divided by the County population) calculated from the juvenile data previously presented.

- 1.) The projected number of juvenile admissions to Stanislaus County juvenile detention (assuming continuation of present practices) is shown in Table F.8 on the following page.

⁴ Deborah Rumsey, PhD and Director of the Mathematics and Statistics Learning Center at Ohio State University provides one of the most concise explanations of the median in a statistical data set: *A statistical median is much like the median of an interstate highway. On a highway the median is the middle of the road, and an equal number of lanes lay on either side of the median. In a numerical data set, the median is the point at which there are an equal number of data points whose values lie above and below the median value. Thus the median is truly the middle of the data set.*

Table F.8
Projected High, Average, Median and Low Admissions to Juvenile Detention 2010 – 2040

Year	Table F.5 County Population Forecast	x	Low	Median	Average	High
			0.0038135	0.0042245	0.0045567	0.0061633
2010	559,708	x	2,134	2,365	2,550	3,450
2020	699,144	x	2,666	2,954	3,186	4,309
2030	857,893	x	3,272	3,624	3,909	5,287
2040	1,014,365	x	3,868	4,285	4,622	6,252

Source: California Department of Finance; Demographic Research Unit. Aggregate: TRGConsulting. August 2007.

Forecasting Juvenile Detention Days.

- A. The potential number of detention days that would be served by juvenile offenders per year in future juvenile detention was projected by the same procedures used to project juvenile offender admissions. First it was necessary to obtain the ratio between the number of detention days served per year from 1999 through 2006 and the Stanislaus County population during the same years. The formula is:

$$\frac{\text{Detention Days Served}}{\text{County Population}}$$

Table F.9
Ratios: Juvenile Detention Days/County Population 1999 – 2006

Calendar Year	=	Table F.2 Detention Days	/	Table F.4 County Population	=	Percentage
1999	=	34,954	/	436,130	=	0.0801458
2000	=	34,353	/	446,997	=	0.0768529
2001	=	39,252	/	458,612	=	0.0855887
2002	=	43,503	/	472,654	=	0.0920398
2003	=	38,761	/	484,496	=	0.0800027
2004	=	48,028	/	494,747	=	0.0970759
2005	=	51,133	/	504,478	=	0.1013582
2006	=	53,147	/	513,441	=	0.1035114

Source: TRGConsulting. August 2007.

- B. An examination of this series of ratios indicates once again that there is no apparent trend and it is again useful to identify the lowest, median, average and highest ratios and then calculate the arithmetic average of the ratios.

The average was calculated as shown in Table F.10 on the following page.

Table F.10
Determination of the Average of Juvenile Detention Day Ratios

Calendar Year	Percentage	=	Average
1999	0.0801458		
2000	0.0768529		
2001	0.0855887		
2002	0.0920398		
2003	0.0800027		
2004	0.0970759		
2005	0.1013582		
2006	0.1035114		
	0.7165755	=	0.0895719
	8		

Source: TRGConsulting. August 2007.

Low	0.0768529
Median	0.0888143
Average	0.0895719
High	0.1035114

- C. To obtain the projected number of detention days served by juvenile offenders in future Stanislaus County juvenile detention (again, assuming the continuation of present practices), the forecasted Stanislaus County population is multiplied by the low, median, average and high ratios (potential detention days divided by the county population) as calculated from Stanislaus County juvenile detention data.

Table F.11
Projected Low, Median, Average and High Detention Days 2010 – 2040

Year	Projected County Population	Low	Median	Average	High
		0.0768529	0.0888143	0.0895719	0.1035114
2010	559,708	43,015	49,710	50,134	57,936
2020	699,144	53,731	62,094	62,624	72,369
2030	857,893	65,932	76,193	76,843	88,802
2040	1,014,365	77,957	90,090	90,859	104,998

Source: TRGConsulting. August 2007.

Average Daily Population (ADP) and Average Length of Stay (ALS).

- A. Using the number of juvenile offender admissions and detention days served per year it is possible to calculate:

$$\text{Average Daily Population} = \frac{\text{Total Detention Days Served per Year}}{365 \text{ Days}}$$

$$\text{Average Length of Stay} = \frac{\text{Total Detention Days Served per Year}}{\text{Number of Admissions per Year}}$$

- 1.) The projected number of detention days served per year was provided in Table F.11. The projected average daily population can be obtained using the first formula listed above. The results are illustrated in Table F.12.

Table F.12
Calculation of Projected Average Daily Population 2010 – 2040

Year	Projected County Population	Low	Low Daily Population	Median	Median Daily Population	Average	Average Daily Population	High	High Daily Population
		0.0768529	365	0.0888143	365	0.0895719	365	0.1035114	365
2010	559,708	43,015	118	49,710	136	50,134	137	57,936	159
2020	699,144	53,731	147	62,094	170	62,624	172	72,369	198
2030	857,893	65,932	181	76,193	209	76,843	211	88,802	243
2040	1,014,365	77,957	214	90,090	247	90,859	249	104,998	288

Source: TRGConsulting, August 2007.

Table F.13
Summary of Projected Range of Average Daily Population (ADP) 2010 - 2040

Year	Projected Low ADP	Project Median Population	Projected Average ADP	Projected High ADP
2010	118	136	137	159
2020	147	170	172	198
2030	181	209	211	243
2040	214	247	249	288

Source: TRGConsulting, August 2007.

The data presented in Table F.13 provides the *baseline projection* of average daily population that would occur absent other factors that influence these projections. In the case of Stanislaus County, additional influential factors must be considered. Population forecasts from the California Department of Finance used in the baseline projections are based on U.S. Census data that does not include unauthorized migrants.⁵ Unauthorized migrants are factored into the projected bed need in the next section

Unauthorized Migrants. A percentage of increase factor is required to account for the unauthorized migrant population that resides in California. The algorithm to estimate the percentage of increase factor for this segment of the population compares the estimated number of unauthorized migrants in California (2,750,000) to the state population (37,662,518).⁶ The formula is illustrated below.

$$2,750,000 \text{ (unauthorized migrants)} / 37,662,518 \text{ (state population)} = X/100 \text{ (\% of increase)}$$

$$X = 7.30\%$$

Thus the percentage of increase factor to adjust for unauthorized migrants is 7.30%.

⁵ This needs assessment uses Jeffrey Passel's term and definition of "unauthorized migrant" to mean a person who resides in the United States, but is not a U.S. citizen, has not been admitted for permanent residence and is not in a set of specific authorized temporary statuses permitting longer-term residence and work. (See Passel, Van Hook and Bean 2004 for further discussion.) Various labels have been applied to this group of unauthorized migrants including "undocumented immigrants," "illegals," "illegal aliens" and "illegal immigrants." The term "unauthorized migrant" best encompasses this population because many migrants now enter the country of work using counterfeit documents and thus really are not "undocumented" because they have documents, but not legal documents. While many will stay permanently in the United States, unauthorized migrants are more likely to leave the country than other groups (Van Hook, Passel, Zhang and Bean 2004). "Migrant" rather than "immigrant" is used to highlight this distinction.

⁶ Of the estimates 35.7 million foreign-born population in the United States in 2004, 10.3 million or 29% were unauthorized migrants. Source: Based on Pew Hispanic Center estimates derived principally from the March 2004 Current Population Survey (CPS) and Census 2000 (Passel 2005). Pew Hispanic Center; Unauthorized Migrants: Numbers and Characteristics by Jeffrey S. Passel, Senior Research Associate; page 3.

In summary, the percentage of increase factor of 7.30% for unauthorized migrants not considered in census population calculations should be added to the baseline projections in Table F.13 above. The results of the application of the factor for unauthorized migrants to the Average Daily Population (ADP), increasing the low, median, average and high percentage of juvenile beds required as discussed above are shown in Tables F.14 and F.15.⁷

Table F.14
Projected Range of Juvenile Average Daily Population (ADP) With
Unauthorized Migrant Percentage of Increase Factor 2010 - 2040

Year	Low Projected ADP	Unauthorized Migrants	Revised Low ADP
		7.30%	
2010	118	9	126
2020	147	11	158
2030	181	13	194
2040	214	16	229

Year	Median Projected ADP	Unauthorized Migrants	Revised Median ADP
		7.30%	
2010	136	10	146
2020	170	12	183
2030	209	15	224
2040	247	18	265

Year	Average Projected ADP	Unauthorized Migrants	Revised Average ADP
		7.30%	
2010	137	10	147
2020	172	13	184
2030	211	15	226
2040	249	18	267

Year	High Projected ADP	Unauthorized Migrants	Revised High ADP
		7.30%	
2010	159	12	170
2020	198	14	213
2030	243	18	261
2040	288	21	309

Source: TRGConsulting. August 2007.

Table F.15
Projected Range of Average Daily Population (ADP) With Unauthorized Migrant
Percentage of Increase Factor 2010 - 2040

Calendar Year	Revised Low ADP	Revised Median ADP	Revised Average ADP	Revised High ADP
2010	126	146	147	170
2020	158	183	184	213
2030	194	224	226	261
2040	229	265	267	309

Source: TRGConsulting. August 2007.

⁷ Please note that numbers in tables were built in Excel spreadsheets with an accuracy to two decimal points. As a result, numbers may not sum exactly when presented as whole numbers in the tables.

Thus it can be predicted that the average daily population will range from a low average population of 127 in 2010 to a high average daily population of 309 in 2040 once “unauthorized migrant” population estimates are calculated.

Peaking and Classification Factor. If a peaking and classification factor⁸ of 25% is added to these figures it is predicted that the *high* projected ADP will range from 213 in 2010 to 254 beds in 2020; 324 beds in 2030; and 383 beds in 2040 as shown in Table F.16.

Table F.16⁹
Projected ADP With Peaking and Classification Factor 2010 - 2040

Year	Low Projected ADP	Peaking & Classification Factor	Revised Low ADP
		25.00%	
2010	126	32	158
2020	158	39	197
2030	194	48	242
240	229	57	286

Year	Median Projected ADP	Peaking & Classification Factor	Revised Median ADP
		25.00%	
2010	146	37	183
2020	183	46	228
2030	224	56	280
2040	265	66	331

Year	Average Projected ADP	Peaking & Classification Factor	Revised Average ADP
		25.00%	
2010	147	37	184
2020	184	46	230
2030	226	56	282
2040	267	67	334

Year	High Projected ADP	Peaking & Classification Factor	Revised High ADP
		25.00%	
2010	170	43	213
2020	213	53	266
2030	261	65	326
2040	309	77	386

Source: TRGConsulting. August 2007.

⁸ The peaking and classification factor is used to accommodate the higher "peaks" in juvenile detention facility population and the classification of incarcerated juveniles. Peaks occur when bookings temporarily increase because of such occurrences as increased criminal or gang activity, an increase in crime after rave parties when juveniles are chemically impaired, etc. Typically peaking ranges from 10% to 20% depending on the jurisdiction. This report uses the average of 15% for estimating the probable future peaking of the juvenile detention population. Proper classification procedures result in separating juvenile offenders because of such factors as potential for violence, gender differences, status, gang affiliation, predatory tendencies, etc. Criminal justice planners typically use a classification factor of between 8% and 15%. This report uses the more conservative classification factor of 10%. *Rodriguez v. County of Stanislaus* authorizes the Sheriff “to release or refuse to accept into the jail facilities...whenever said facilities, or any one of them, is within ten percent of being filled to maximum capacity...” While this relates specifically to the adult detention system, it has established a legal precedent in Stanislaus County.

⁹ Numbers may not sum exactly because of rounding.

Table F.17
Summary of Projected Range of Average Daily Population (ADP) With Peaking and Classification
Percentage of Increase Factor 2010 – 2040

Calendar Year	Revised Low ADP	Revised Median ADP	Revised Average ADP	Revised High ADP
2010	158	183	184	213
2020	197	228	230	266
2030	242	280	282	326
2040	286	331	334	386

Source: TRGConsulting. August 2007.

Department of Juvenile Justice (DJJ) Commitments. Lower end juvenile commitments to the Department of Juvenile Justice (DJJ) have been returned to county juvenile detention. The Stanislaus County juvenile hall currently holds most Level 4, Level 5 and Level 6 juvenile offenders. Only juvenile offenders, who have multiple placement failures, have previously escaped from placement, or who are violent and disruptive have been committed to DJJ in the past. Special consideration should be given to how the Probation Department will cope with and house these offenders (including those who violate parole).

Using the same methodology that has been used throughout Section F, a projected number of additional commitments was developed to further determine the future juvenile bed needs of Stanislaus County based on juveniles that would have been committed to DJJ previously. Table F.18 calculates the ratio of Level 4, Level 5 and Level 6 commitments that will now require housing at the juvenile hall. These calculations do not consider the Level 4, 5 and 6 offenders that historically have been held at the juvenile hall since those juvenile offenders are included in the baseline projections in Table F.13. Accordingly, Table F.18 only addresses the bed requirements for juveniles previously committed to DJJ.

Table F.18
Former DJJ Commitment Ratio Calculations 1996 – 2006

Calendar Year	DJJ 4, 5 & 6 Commitments	County Population	Commitment Ratio
1996	12 /	417,488	= 0.000028743
1997	16 /	423,184	= 0.000037809
1998	11 /	429,054	= 0.000025638
1999	8 /	436,130	= 0.000018343
2000	20 /	446,997	= 0.000044743
2001	14 /	458,612	= 0.000030527
2002	19 /	472,654	= 0.000040199
2003	21 /	484,496	= 0.000043344
2004	2 /	494,747	= 0.000004042
2005	4 /	504,478	= 0.000007929
2006	6 /	513,441	= 0.000011686

Source: Stanislaus County Probation Department Aggregate: TRGConsulting. August 2007.

As was noted previously, there appears to be no consistent trend in the commitment numbers. Therefore, the low, median, average and high ratios were used to project future bed needs.

Table F.19 on the following page identifies how these ratios were calculated.

Table F.19
Calculation of Detention Ratios from 1996 – 2006 DJJ Commitment Data

Calendar Year	Percentage	=	Average
1996	0.000028743		
1997	0.000037809		
1998	0.000025638		
1999	0.000018343		
2000	0.000044743		
2001	0.000030527		
2002	0.000040199		
2003	0.000043344		
2004	0.000004042		
2005	0.000007929		
2006	0.000011686		
	0.00029300	=	0.000026637
	11		

Source: TRGConsulting, August 2007.

Low	0.000004042
Median	0.000028743
Average	0.000026637
High	0.000044743

The low, median, average and high ratios were then applied to the projected County population for 2010, 2020, 2030 and 2040. The results are shown in Table F.20

Table F.20
Projected Juvenile Hall Bed Needs for Former DJJ Commitments 2010 - 2040

Year	Projected County Population	Low	Median	Average	High
		0.000004042	0.000028743	0.000026637	0.000044743
2010	559,708	2	16	15	25
2020	699,144	3	20	19	31
2030	857,893	3	25	23	38
2040	1,014,365	4	29	27	45

Source: TRGConsulting, August 2007.

Projected bed needs for placement of juveniles offenders previously detained at DJJ could range from 25 in 2010 to 45 in 2040 if the high ratio of beds is used.

These bed needs are added into the previously projected juvenile bed requirements developed earlier in this section and are shown in Table F.21 on the following page.

Table F.21¹⁰
 Projected Former DJJ Commitment Factor for Juvenile Hall Beds 2010 – 2040

Year	Low Projected ADP	DJJ Commitments	Revised Low ADP
		0.000004042	
2010	158.1	2.3	160.3
2020	197.4	2.8	200.3
2030	242.3	3.5	245.7
2040	286.5	4.1	290.6

Year	Median Projected ADP	DJJ Commitments	Revised Median ADP
		0.0	
2010	182.7	16.1	198.8
2020	228.2	20.1	248.3
2030	280.0	24.7	304.6
2040	331.1	29.2	360.2

Year	Average Projected ADP	DJJ Commitments	Revised Average ADP
		0.0	
2010	184.2	14.9	199.1
2020	230.1	18.6	248.7
2030	282.4	22.9	305.2
2040	333.9	27.0	360.9

Year	High Projected ADP	DJJ Commitments	Revised High ADP
		0.0	
2010	212.9	25.0	237.9
2020	265.9	31.3	297.2
2030	326.3	38.4	364.7
2040	385.8	45.4	431.2

Source: TRGConsulting. August 2007.

The projected future bed need for the Stanislaus Juvenile Hall, if the high ratio is considered, would be 238 beds in 2010, 297 in 2020, 365 in 2030 and 432 in 2040 and are summarized in Table F.22.

Table F.22
 Summary of Future Bed Needs for Stanislaus County Juvenile Hall
 with Former DJJ Commitment Factor 2010 - 2040

Calendar Year	Revised Low ADP	Revised Median ADP	Revised Average ADP	Revised High ADP
2010	160	199	199	238
2020	200	248	249	297
2030	246	305	305	365
2040	291	360	361	431

Source: TRGConsulting. August 2007.

¹⁰ Please note that numbers in tables were built in Excel spreadsheets with an accuracy to two decimal points. As a result, numbers may not sum exactly when presented as whole numbers in the tables.

Average Length of Stay. Based on the projected number of detention days served per year in future Stanislaus County juvenile detention (as calculated earlier in this section), the Average Length of Stay (ALS) can be obtained using the second formula identified on page F.8. Given the previous projections of juvenile offender admissions and total juvenile detention days, the best single estimate of the average length of stay can be obtained by using the average range of projections of juvenile admissions and detention days. The formula below (presented previously) is used to determine ALS.

$$\text{Average Length of Stay (ALS)} = \frac{\text{Total Detention Days Served per Year}}{\text{Number of Admissions per Year}}$$

- 1) The ALS during these data years is the best estimate of the length of stay during the forecast period. The results of the application of the ALS formula may be seen in Table F.23.

Table F.23
Historic Average Length of Stay 1999 -2006

Year	Table F.2 Detention Days	/	Table F.1 Admissions	=	Average Length of Stay
1999	34,954	/	2,688	=	13.00
2000	34,353	/	2,284	=	15.04
2001	39,252	/	2,204	=	17.81
2002	43,503	/	1,923	=	22.62
2003	38,761	/	1,992	=	19.46
2004	48,028	/	2,146	=	22.38
2005	51,133	/	2,040	=	25.07
2006	53,147	/	1,958	=	27.14

Source: Stanislaus County Probation Department. Aggregate: TRGConsulting. August 2007.

This table summarizes the original offender data from which projections have been made. In Table F.23 the original admissions and detention days data have been converted to Average Length of Stay (ALS) using the formula above. The ALS ranges from a low of 13.00 days (1999) to a high of 27.14 days (2006). Since it was shown previously that the admissions and detention days data display no apparent trend in relation to the population of Stanislaus County during the data years, it can be assumed that any combination of the admissions and detention days data might have occurred during this period. Accordingly, the operating lower limits of the length of stay can be found by pairing the highest number of detention days during the data period (53,147) with the lowest number of juvenile detention admissions (1,923).¹¹ Similarly, the lowest number of detention days (34,353) should be paired with the highest number of juvenile detention admissions (2,688). By substituting these paired extremes into the formula presented previously:

$$\text{Highest Average Length of Stay} = \frac{53,147}{1,923 \text{ admissions}} = 27.63 \text{ days}$$

$$\text{Lowest Average Length of Stay} = \frac{34,353}{2,688 \text{ admissions}} = 12.78 \text{ days}$$

If past practices continue, the average length of stay in the expanded Stanislaus County Juvenile Detention Facility will fall between 12.78 days and 27.63 days during the forecasted period. The lower end of this range suggests the importance of an effective and intense aftercare component if programs are to have any long term, lasting impact that results in reduced recidivism.

¹¹ Please see Table F.1 and F.2 at the beginning of this section.

Special Juvenile Populations. Special juvenile offender population issues that will continue to be accommodated in the expanded juvenile detention facility include:

- female juvenile offenders, including those who are pregnant or who are parents;
- juvenile offenders with mental health needs;
- juvenile offenders with medical and psychological needs including:
 - developmentally disabled juvenile offenders
 - persons with communicable disease;
 - juveniles with drug and alcohol problems;
 - sex offenders; and
 - suicide risks.
- informants;
- those with gang affiliations;
- escape risks;
- violent offenders; and
- juvenile offenders with needs that fall under the Americans with Disabilities Act (ADA).

Females. Females will be accommodated in separate housing insofar as is possible. Female offenders will be supervised by female probation staff or by male probation officers accompanied by female probation staff. Additional issues include prenatal care for females who are pregnant, as well as the need to provide OB/GYN services for female juvenile offenders who might give birth while incarcerated.

Mental Health. Stanislaus County currently has a Special Needs Housing Unit for the care of juvenile offenders that have mental health issues. Additionally, if mental health staff determines that the juvenile offender's safety and treatment would be best served in a lockdown mental health facility, arrangements for transportation and admittance for observation and treatment by mental health professionals are then provided.

Sex Offenders. Additional issues arise when a sex offender is admitted to a juvenile detention facility. The general juvenile offender population's standards and "underground" rules mirror our society and govern juvenile offender behavior. Sexual offenses (especially offenses involving young children) create a major security risk and require separate housing outside of the general population for these offenders. Proper classification and separation is necessary to prevent these juvenile offenders from being harmed by other offenders or becoming predators to vulnerable and/or younger juvenile offenders.

Suicide Risks. Juveniles that have been determined to have a high potential for suicide require careful observation. Indicators include prior suicide attempts and comments to other juvenile detainees or friends and family. Individuals exhibiting extreme depression require close attention, particularly if they have caused serious embarrassment to themselves and/or family members.

The expanded juvenile detention facility must continue to be capable of meeting the medical and psychological needs of not only the offenders assigned to the Special Needs Housing Unit, but to all of the juvenile offenders placed in the juvenile hall and the new commitment facility. Medical and psychological program space requirements that need to continue to be accommodated include:

- assessment and diagnosis during admission (or after detoxification);
- continuing assessment and detailed diagnosis as necessary;
- ability to transport to other medical or psychiatric facilities when required;
- accommodations for visiting specialists including medical specialists, psychologists and psychiatrists;
- the ability to provide basic dental care either at the juvenile hall or at an appropriate dental department;
- program space for medical and psychological programs including education;
- access to laboratory services;
- alcohol and drug treatment (including private areas for drug testing);

- ability to provide consistency between medical and psychological providers inside and outside of the facility; and
- special programs related to medical and psychological needs.

Informants. Informants often are the target of harassment and abusive behavior by other juvenile offenders if their status becomes known or is suspected. Housing that is separate from the general population is critical to ensure the protection and safety of informants.

Gang Affiliation. Persons in custody that are entering juvenile hall are interviewed for gang affiliations. The admitting law enforcement agencies also will look for gang tattoos and the classification officer will review the prior arrest history for gang affiliation.

The new commitment facility should be designed to support gang intervention programs. The facility must allow for the separation and segregation of gang members as well as for the integration of members of different gangs (whichever is more appropriate). Additionally the new housing units should provide “neutral turf,” an area in which gang members do not feel the need to defend their “colors.” This will reduce the tension within the facility and allow programs to be successful. Space should be provided for staff members assigned to gang issues.

Escape Risks. Juvenile offenders that have prior escapes (or escape attempts) from Stanislaus County detention or other institutions need careful supervision. Removal from the general population to secure housing is strongly recommended.

Violent and Disruptive Offenders. Violent and disruptive offenders present a major security risk to the general juvenile offender population, the custody staff and visitors. These offenders should be housed in single or double sleeping rooms designed specifically for that purpose. These sleeping rooms should include cuff ports/food passes and must be monitored closely.

Individual Needs Covered under the Americans with Disabilities Act (ADA). The *Americans with Disabilities Act of 1990 (ADA)* sets accessibility guidelines for public places to accommodate individuals with disabilities. These guidelines must be applied during design, construction and alteration of such buildings and facilities to the extent required by regulations issued by federal agencies, including the U.S. Department of Justice. The new detention facility should meet all of the accessibility guidelines required by ADA.

Areas covered by ADA guidelines include:

- space allowance and reach ranges;
- accessible routes;
- protruding objects;
- ground and floor surfaces;
- parking and passenger loading zones;
- curb ramps;
- ramps;
- stairs;
- elevators;
- platform lifts (wheelchair lifts);
- windows;
- doors;
- entrances;
- drinking fountains and water coolers;
- water closets;
- toilet stalls;
- urinals;
- lavatories and mirrors;

- shower stalls;
- toilet rooms;
- bathrooms, bathing facilities (including bathtubs) and shower rooms;
- sinks;
- storage;
- handrails, grab bars, tub and shower seats;
- controls and operating mechanisms;
- alarms;
- detectable warnings;
- signage;
- telephones;
- fixed or built-in seating and tables; and
- assembly areas.

Impact of Alternative Policies or Programs. The current shortage of beds in the juvenile detention facility permeates the entire justice system. The result is that not all criminal offenders are detained in custody or receive appropriate rehabilitation services that could possibly prevent the juvenile from continuing to “bounce back” into the juvenile and possibly later into the adult criminal justice system.

Additionally, probation and other program placement infractions do not have the appropriate sanction of incarceration to assure enforcement. There are options to consider instead of releasing juvenile offenders for probation violations, but that would require staff to focus on the “other end” of the Booking-Housing-Release process to determine which type of infractions (whether major or minor) could no longer be accepted for detention by the Stanislaus County Probation Department.

The current need is for commitment beds and support space to allow appropriate evaluation, classification (i.e. separation of violent offenders, etc.) and detention of adjudicated juvenile offenders. Without the upper range sanction of appropriate incarceration, intervention and supervision programs are less likely to be effective and the incentive to succeed to avoid incarceration is removed.

Recidivism. The recidivism rate often is an indicator of the lack of effective rehabilitation programs in a jurisdiction.¹² In the U.S., recidivism rates indicate that on average almost two-thirds of incarcerated offenders will be rearrested within three years of being released.¹³

¹² County recidivism data across the state for juvenile offenders appears to be nonexistent in any statistically meaningful format. Two studies involving adult offenders conducted in 1983 and 1994 (under the aegis of the *United States Department of Justice; Bureau of Justice Statistics*) tracked 108,580 state prisoners released from prison in eleven states in 1983. The second study tracked 272,111 prisoners released from fifteen state prisons in 1994. The prisoners tracked in these studies represent two-thirds of all the prisoners released in the United States for their respective year. The studies found that:

- *Of the 272,111 persons released from prisons in 15 States in 1994, an estimated 67.5% were rearrested for a felony or serious misdemeanor within 3 years, 46.9% were reconvicted and 25.4% were re-sentenced to prison for a new crime.*
- *The 272,111 offenders discharged in 1994 accounted for nearly 4,877,000 arrest charges over their recorded careers.*
- *Within 3 years of release, 2.5% of released rapists were rearrested for another rape and 1.2% of those who had served time for homicide were arrested for a new homicide.*
- *Sex offenders were less likely than non-sex offenders to be rearrested for any offense (43 percent of sex offenders versus 68 percent of non-sex offenders).*
- *Sex offenders were about four times more likely than non-sex offenders to be arrested for another sex crime after their discharge from prison (5.3 percent of sex offenders versus 1.3 percent of non-sex offenders).*

¹³ The 1983 and 1994 studies (again, conducted under the aegis of the *United States Department of Justice; Bureau of Justice Statistics*) ...come closest to providing “national” recidivism rates for the United States...67.5% of prisoners released in 1994 were rearrested within three years, an increase over the 62.5% found for those released in 1983.

This data strongly supports the immediate need for additional Stanislaus County juvenile commitment beds. Effective programs will reduce recidivism along with the associated costs to the entire juvenile and adult criminal justice system. The need for additional aftercare programs to reduce recidivism also is indicated.

G. Compliance with Standards

Introduction. The Stanislaus County Probation Department operates a Juvenile Hall, which per Title 24 is a “a county facility designed for the reception and temporary care of minors detained in accordance with the provisions of [Title 24] and the juvenile court law.” This facility consists of podular housing units that comply with minimum standards for local juvenile facilities. The Stanislaus County Juvenile Hall has a Corrections Standards Authority (CSA) rated capacity of 158 beds.

The most recent CSA inspection was conducted on April 4th, 2007. The letter detailing the inspection findings indicated that CSA “identified no areas of non-compliance with Title 15.”¹ The letter also indicated that “there are no areas of non-compliance that require follow-up.”²

This inspection report complimented the department on the programming available for juveniles and the dedication of staff.



Central Control in Juvenile Hall. Central Control also will provide control for the new commitment facility.

*The Probation Department continues to emphasize creative and relevant programming that has a high level of staff commitment. The programs include Aggression Replacement Training, Thinking for a Change, Reflection Program, Creative Writing, etc. The presence of such programs and staff's dedication to working with minors is commendable.*³

Remaining Compliance Issues. As discussed above, the CSA inspection found “no areas of non-compliance that required follow-up.”⁴

Support for a New Commitment Facility. This inspection report further indicated the need for a new commitment facility.

*A review of population statistics indicate that a significant percentage of [the Stanislaus County juvenile detention] facility population consists of minors who are post-commitment. The programming needs of this population are different than those of the pre-commitment minor. Your facility does an adequate job of providing appropriate services to all minors; however, it evident that those post-commitment minors contribute significantly to your crowding conditions and certainly would benefit from a facility and program more closely suited to their needs. The addition of a [commitment] facility may decrease the juvenile hall's population and afford better programs for committed minors.*⁵

Ability to Provide Visual Supervision. The new Stanislaus County commitment facility for which this needs assessment has been prepared will be designed to enhance visual supervision (as indicated in Section A, *Elements of the System* of this report).

¹ Corrections Standards Authority letter of May, 10, 2007 to Jerry Powers, Chief Probation Officer; titled, Corrections Standards Authority 2008-2008 Biennial Inspection. Page 1.

² Corrections Standards Authority letter of May, 10, 2007 to Jerry Powers, Chief Probation Officer; titled, Corrections Standards Authority 2008-2008 Biennial Inspection. Page 2.

³ Ibid.

⁴ Ibid.

⁵ Ibid.

Facility Design. It is envisioned that the new commitment facility will offer direct visual supervision from central control through closed circuit television (CCTV) into the housing units and the attached outdoor recreation areas. Similarly the officer's station in each housing unit will provide direct visual supervision of all areas in the unit including the toilet and shower areas in the dayrooms. Partitions providing modesty to minors in the toilet area and the showers will be designed so that minor's heads and feet always are visible. There will be no blind corners in the housing units when observed from the officer's station in the unit or from central control.

Program spaces including the medical examination room will be observed by those providing the programs and services as well as by roving officers. Spaces will be "open" for ease of observation.

Finally, the exterior of the building and any exercise area that is outdoors will be planned so that visual observation is enhanced. Adequate night lighting and CCTV will aid the direct visual observation of all outside areas including the parking lots.

Adequacy of Staffing. As discussed above, the proposed design for a new juvenile commitment facility will permit complete visual observation of all interior and exterior spaces. Thus, the staffing mandated by Title 15 will be more than adequate to observe all minors regardless of the activity in which they are involved. The Juvenile Court, the Board of Supervisors, the Chief Executive Officer and County's Assistant Executive Officer/Chief Operating Officer along with the Chief Probation Officer and his staff are committed to staffing the new facility as required by Title 15. To their credit they plan to develop the staffing plan for the new juvenile detention facility prior to beginning any design work. This assures that staffing issues will drive the new design rather than vice versa. (The staffing plan along with the program statement will be refined and approved even before the architectural program is written.)

Ability to Staff the Existing Juvenile Hall. The existing juvenile hall is staffed to meet the standards of Title 15. The Juvenile Court, the Board of Supervisors, the Chief Executive Officer and the County's Assistant Executive Officer/Chief Operating Officer along with the Chief Probation Officer and his staff remain committed to staffing the hall as required for safety and security.

Recruitment, Selection and Retention. The Stanislaus County Probation Department experiences some difficulty in the recruitment, selection and retention of institutional officers. Similar to most California County Probation Departments, the Stanislaus County Probation Department is having difficulty finding qualified applicants. Less than 2% of the initial applicants pass the screening and testing required to become group supervisors.

Thus, the "need" for a new juvenile commitment facility goes well beyond a simple "need" for commitment beds. The additional "need" is for a commitment facility that protects the safety of officers and provides them with a professional environment in which to work. (This is one of the design goals for the new facility and addressed in Section A, *Elements of the System*.)

H. Adequacy of Record Keeping

Adequacy of Record Keeping. Record keeping at the Stanislaus County Juvenile Hall is exceptional. Not only does juvenile hall staff maintain all records required by Title 15, but they also keep additional records to effectively manage the juvenile population. Examples include the detailed records relating to the continuum of responses to juvenile crime and delinquency, the historical matrix of existing savings and programs, juvenile management records, records relating to the effectiveness of programs (including detailed records of the effectiveness of alternatives to incarceration) and Probation Department Annual Reports (which include the Juvenile Field Services and Juvenile Institutions).



Officers' Station in Housing Unit 6 - Maximum Security Overflow. Officers keep extensive records of the juveniles on each housing unit.

Required records maintained by the Probation Department include:

- Juvenile Hall Policy and Procedures Manual
- Medical Policies and Procedures Manual
- fiscal records
- booking/arrest records
- admittance procedures
- intake screening records
- criminal history records
- classification records
- classification reviews
- release procedures
- incident reports
- disciplinary records
- grievances
- population accounting
- institutional assessment plan (for pre-adjudicated minors)
- institutional assessment plan (for adjudicated minors)
- transition/aftercare plans
- counseling and casework services plan
- health care records (including mental health and dental)
- psychotropic medication logs
- employee files containing health care staff credentials
- Corrections Standards Authority (CSA) inspections (including documentation of the resolution of non-compliance issues)
- fire inspections
- health inspections
- environmental health inspections
- building inspections
- inspections by the Juvenile Court Judge
- inspections by the Juvenile Justice Commission
- educational curricula (provided by the Stanislaus County Alternative Education Department)
- annual certification from the Superintendent of Schools (regarding educational program compliance)
- food service plan and procedures manual
- diet menus (including therapeutic diets when ordered)
- food preparation temperature logs (to verify food is served at the correct temperatures)
- emergency procedures
- evacuation plans
- construction documents (as available; including "as built" drawings)
- historic records and chronology of additions, renovations and modifications to juvenile hall

- room check logs (safety checks)
- population accounting to CSA
- employee files and records
- child supervision staff training records (including CORE or annual training hours)
- staff assignments (current and historical)
- employee records of hours worked
- reporting of legal actions
- annual security review
- juvenile transportation logs
- Title 24 needs assessments (current and historical)

Additional Records for Effective Management. In addition to the above, the Stanislaus County Probation Department maintains a variety of other records to assist in the management of the department. Examples of these records include:

- the *Stanislaus County Comprehensive Multi-Agency Juvenile Justice Plan*
 - Background and Summary of the Stanislaus County Juvenile Justice System
 - identification/Prioritization of High Risk Juvenile Crime
 - Local Juvenile Justice Action Strategy
 - Proposed Juvenile Justice Programs
- detailed statistics relating to detention days, average daily population and average length of stay
- detailed information on juveniles, including arrest data, placement, admission date, release date, length of stay, offense(s), gender, age, gang affiliation, mental health issues, medications, etc.
- copies of Stanislaus County Grand Jury reports relating to Juvenile Hall and the responses to the Grand Jury
- information and statistics relating to the recruitment, training and retention of staff

It is apparent that the Stanislaus County Probation Department uses efficient record keeping to manage their juvenile hall to an extremely high standard.

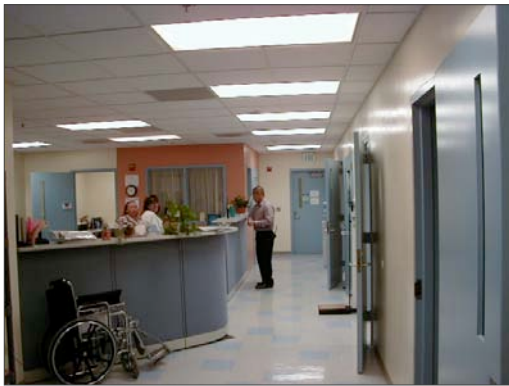
I. Confidential Interviews and Medical Exams

Confidential Interviews. The existing juvenile hall includes confidential interview rooms to allow private consultation with minors.

The following is envisioned for the new commitment facility:

Confidential Interview Rooms. At least one confidential interview room will be provided in the Orientation/Interview Suite area and at least one near the housing areas.¹ Interview rooms will be used by custody, mental health and health care staff as well as by law enforcement, attorneys and religious advisors. The interview rooms will be accessible to male and female minors and they will not be monitored.

Attorney Interview Rooms. One non-contact visiting room will be configured with a paper pass to allow attorneys to confidentially consult with minor clients. Interview rooms in the existing juvenile hall also may be used for confidential meetings between law enforcement and minors as well as between attorneys and minors.



Medical Unit in the Existing Juvenile Hall.

Medical Examinations (Existing Juvenile Hall). Medical exams at the existing juvenile hall are conducted in the medical unit. This space is used only for routine medical examinations, basic health care and emergency care. Privacy is provided for minors. Lockable space for medical supplies and pharmaceuticals is provided as is hot and cold running water. Minors are escorted to the medical exam room by staff as necessary.

The following is envisioned for the proposed commitment facility:

Medical and Mental Health Services (New Commitment Facility). At least one fully equipped medical examination room as well as secure pharmaceutical and medical storage will be provided for medical screening and routine medical care as part of the new commitment facility.² More advanced care will continue to be provided in the existing medical spaces and outside of the facility as necessary. Dental care and x-ray services will continue to be provided in the existing spaces at juvenile hall. Mental health professionals will evaluate minors and provide mental health programs. Confidential interview rooms and program space will be provided for this purpose.

¹ The desire is to provide one confidential interview room at each housing pod.

² If possible space for routine medical care and examinations will be provided adjacent to the housing units.

J. Unresolved Issue

Unresolved Issues. One significant issue remains unresolved:

1. The source(s) of funding for the new juvenile detention facility including funding for construction, project and operational costs.

Funding. Potential funding sources include federal, state, county and/or private funds. The primary funding source under immediate consideration is the funding associated with SB 81. The preference is to pursue grant funding that will require minimal matching dollars from Stanislaus County. This will preserve local resources that can be better expended for programs to reduce recidivism.

The county will consider potential funding sources after the estimates of probable construction, project and operational costs have been developed and refined in the process described in this section.



Dayroom in Unit 3.

Implementation Strategy to Resolve the Remaining Issue. The remaining activities required to resolve this issue are discussed below. Stanislaus County is committed to continuing this implementation strategy until the issue is resolved and a new juvenile commitment facility is constructed and occupied.¹ The implementation schedule will be reviewed periodically and accelerated as appropriate. The unresolved issue identified above should be addressed as part of this strategy.

Conceptual Schedule and Budget. A conceptual schedule and budget as part of the next phase should be developed based on this needs assessment in order to determine the feasibility of the project.

The conceptual schedule should contain all major milestones from the approval of the needs assessment to the occupancy of the new juvenile commitment facility. Included will be the milestone dates on which decisions to continue the project must be made if the projected occupancy date is to be met.

Three conceptual budgets should be developed. The first should present the estimate of probable construction costs for the new juvenile detention facility.² Secondly the estimate of probable project costs should be developed based on the estimate of construction costs.³ Finally, the estimate of probable operational costs could be developed.⁴ The combination of the three estimates will provide the leadership of Stanislaus County with the anticipated costs to design, bid and construct the new juvenile commitment facility as well as the costs to operate the facility once it is occupied. All three estimates will be refined as more information becomes available during each step of the process leading to a new juvenile commitment facility.

The conceptual schedule and budget will establish baselines that will be adjusted as appropriate throughout the process leading to a new juvenile commitment facility. Project participants and county leadership always will be aware of the timeline and projected costs for the new facility. The feasibility of the project will be assessed at each stage of the implementation strategy.

¹ Stanislaus County has limited resources as is the case with a number of California counties. Stanislaus County's situation is exacerbated by complications with the extraordinary amount of resources required by adult detention. Nonetheless county leaders intend to move forward as rapidly as resources permit.

² "Construction costs" are the costs associated with "bricks and mortar" and construction labor.

³ "Project costs" include such things as architectural and engineering design fees, testing and inspection fees, Stanislaus County project management costs, etc.

⁴ Operational costs cover such things as staffing, utilities, maintenance, operational supplies, janitorial services, move-in costs, etc.

Operational Program Statement. Section 13-201(c) 3 of Title 24, Part 1 requires the operational program statement to be submitted to the Corrections Standards Authority (CSA) with the schematic design architectural documents.⁵ Stanislaus County has elected to prepare the program statement early in the conceptual process to be certain that the architectural program and any design work are driven by program requirements.

The operational program statement will include a description of the following:

- A. intended capacity of facility;
- B. security and classification of minors to be housed;
- C. movement within the facility and entry and exit from secure areas;
- D. food preparation and serving;
- E. staffing;
- F. booking;
- G. visiting and attorney interviews;
- H. exercise;
- I. programs;
- J. medical services, including the management of communicable diseases;
- K. cleaning and/or laundering;
- L. segregation of minors;
- M. court holding and movement;
- N. mental health services;
- O. facilities for administration and operations staff;
- P. staff to staff communications system;
- Q. management of disruptive minors;
- R. management of minors with disabilities, with provisions for wheelchairs, gurney access and for evacuation during emergencies;
- S. architectural treatment of space relative to preventing suicides by minors;
- T. method of implementing California Penal Code Section 4030 relating to the holding of offenders requiring incarceration without the necessity of unjustified strip searches; and,
- U. school programs.

The construction, project and operational estimates of probable costs along with the milestone schedule will be adjusted as necessary based on the program statement.

Staffing Plan. Similarly Stanislaus County has decided to prepare the staffing plan early in the conceptual process to be certain that staffing requirements “drive” the architectural program and any design work. This will ensure a staff efficient design and reduce operating expenses.⁶

The staffing plan should include:

- the number of staff required to fill post positions;
- staff requirements during construction;
- relief factors for each post position;
- selection of new staff (by post position);
- new staff hiring and training schedules;
- Title 24 required staffing ratios and
- program/operational requirements.

⁵ The major divisions in architectural services typically are planning (e.g. architectural programming, master planning, operational programming, staffing planning, conceptual design including floor plans, elevations and a rendering, etc.), schematic design, design development, construction documents, bidding and negotiation, construction administration, move-in/project closeout and post-occupancy services.

⁶ Previous grants administered by CSA included a requirement that a detailed staffing plan be submitted with the architectural design development documents.

The operational estimate of probable costs and the project schedule will be adjusted as necessary based on the staffing plan.

Architectural Program. As part of the next phase an architectural program will be developed to determine the detailed requirements for each room, area and component of the new juvenile commitment facility. Activities and operations for each component should be described so that the architectural design will reflect the requirements of Titles 15 and 24 as well as the programs and staffing desired by the Stanislaus County Probation Department. Building gross square footages of all housing, program and support spaces will be determined. The architectural program will identify the building systems to be used and the site area required along with all site amenities (e.g. outdoor recreation areas, security perimeters, vehicular and pedestrian sally ports, secure and non-secure parking, security and site lighting, loading docks/delivery areas, etc.).

The project schedule and the construction and project estimates of probable costs will be adjusted as necessary based on the architectural program.

Conceptual Design. At this point a conceptual design consisting of a site plan, floor plans, elevations and an architectural rendering will be developed to further refine the construction and project estimates and to provide the architectural design concepts necessary for most grant applications and other funding initiatives.

Identification of Funding Sources. The county will research traditional and non-traditional potential funding sources such as:

- Federal, state and private grants including the opportunity associated with SB 81.
- Impact fees
- Tobacco Funds
- Lease/purchase financing (lease payments with purchase option)
- California Infrastructure and Economic Development Bank Loans
- Industrial Revenue Bonds
- Local option sales tax
- General obligation bonds
- Certificates of Participation (COPs)

Other creative funding sources such as the following also may be considered:

- Agreements with other counties to participate in a regional commitment facility
- Homeland Security funds (e.g. co-located EOC ancillary spaces may have multiple uses)
- United States Department of Agriculture Rural Development (\$100,000 to \$2,000,000 to finance essential community facilities)
- California Energy Commission loans (loans up to \$2,500,000 for financing energy conservation measures as part of new detention facilities)
- Environmental Protection Agency grants (e.g. by proving a new facility will reduce transportation emissions through such initiatives as providing on-site court facilities to eliminate the need to transport minors to distant court facilities).

The project budget will be adjusted based on funding sources available and the timeline in which those funds will become available. The milestone schedule will be modified as necessary based on the funding timeline.

Resolution. Once the funding sources are identified it is hoped that the unresolved item will be satisfied. The sources of funding will have been identified once all other information has been developed.

Stanislaus County will be in a position to move forward with the architectural design and construction documents and advertise the project for competitive bid once the project costs and funding sources are determined. Selection of the contractor, construction, transition and occupancy then will follow in the normal course of events.