

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

**SUMMARY**

As of July 2012, the Orange County Probation Department operated four juvenile detention facilities in Orange County. A fifth facility, Los Pinos, had been closed in 2009. It is, however, included in the juvenile detention centers' budget. The remaining four facilities are residential and house juveniles who have committed various offenses. Some of these youth are awaiting an initial court appearance.

Overall, the residential treatment/correctional centers which include: (1) Juvenile Hall, (2) Youth Leadership Academy, (3) Youth Guidance Center, and (4) Joplin Youth Center, are comprehensive in their administration, housing, and behavior modification programs. These particular programs have proven to reduce recidivism.<sup>1</sup> Many other programs and activities are used in the juvenile facilities, but are not evidenced-based. Additionally, operating budgets for each detention facility were examined for transparency. The Grand Jury feels that this is a necessary element for a complete report.

For many years, disproportionate minority incarceration contact which is an overrepresentation of youth of color has remained a problem. To address this issue the Orange County Probation Department and the W. Haywood Burns Institute collaborated on a Juvenile Justice System Reform Initiative.<sup>2</sup> This collaboration is ongoing.

To decrease the number of incarcerated youth, juveniles that are arrested and sent to Juvenile Hall are given a Custody Intake Risk Assessment to decide if they should be incarcerated and where they should be housed. Some of those not incarcerated are required to wear a Geo Positioning System (GPS) anklet which tracks them at all times. They report to centers where they attend school and see their probation officer. Along with Accountability Reporting Centers the Juvenile Detention Alternatives Initiative has produced results showing that many juveniles will rehabilitate better at home and under the supervision of a probation officer. This saves money and allows parents to become or remain involved.

**REASON FOR STUDY**

This study is to comply with Section 919(b) of the California Penal Code requiring the Grand Jury to "inquire into the condition and management of public prisons within the County." Although the juvenile detention centers operated by the Probation Department are not technically "prisons", the Grand Jury chooses to include juvenile detention centers because they perform a similar function and are within the jurisdiction of the Grand Jury.

**METHOD OF INVESTIGATION**

The Grand Jury used the following sources in this report:

1. There were two visits to four juvenile detention facilities for overview, inspection, and dissemination of questionnaire responses.

---

<sup>1</sup> Orange County Probation defines recidivism as committing a crime after a juvenile has been released and is still on probation.

<sup>2</sup> Orange County Probation Department 2012 Business Plan, Department of Core Services, p.10.

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

2. Questionnaire data was analyzed.
3. Meetings and Interviews were held with the following:
  - Upper level management of the Probation Department, directors, staff, teachers, and juvenile wards in each residential facility
  - Attendance at the Probation Department and Orange County Department of Education Meeting, (Dec. 17, 2012)
  - Interview with Orange County Department of Education Alternative Correctional Community Education Schools and Services representative (ACCESS), (Jan. 7, 2013)
  - Orange county Probation Department Meeting with the Orange County Grand Jury Criminal Justice Committee (Oct. 9, 2012)
4. Research:
  - Grand Jury Standards of Review of Jails and Juvenile Detention Centers Fiscal Year (FY) 2011-2012
  - Orange County Probation Department 2012 Business Plan
  - Orange County Grand Jury 2011-2012 Final Report, Juvenile Detention and Treatment Facilities
  - Orange County Juvenile Justice Commission Report 2011
  - “Orange County Register” articles on juvenile detention centers
  - Office of Independent Review Juvenile Hall 2012 Incident Report
  - Youth Law Center of San Francisco and Georgetown University, Early Learning Center Collaboration Report
5. Phone Interviews with:
  - Youth Guidance Center Management
  - Joplin Youth Center Management
  - Orange County Probation Department Juvenile Division
  - Orange County Probation Department, Administrative and Fiscal Division Management

**BACKGROUND AND FACTS**

Five juvenile detention centers are discussed in this study:

- 1) Los Pinos
- 2) Juvenile Hall
- 3) Youth Leadership Academy
- 4) Youth Guidance Center
- 5) Joplin Youth Center

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
 HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

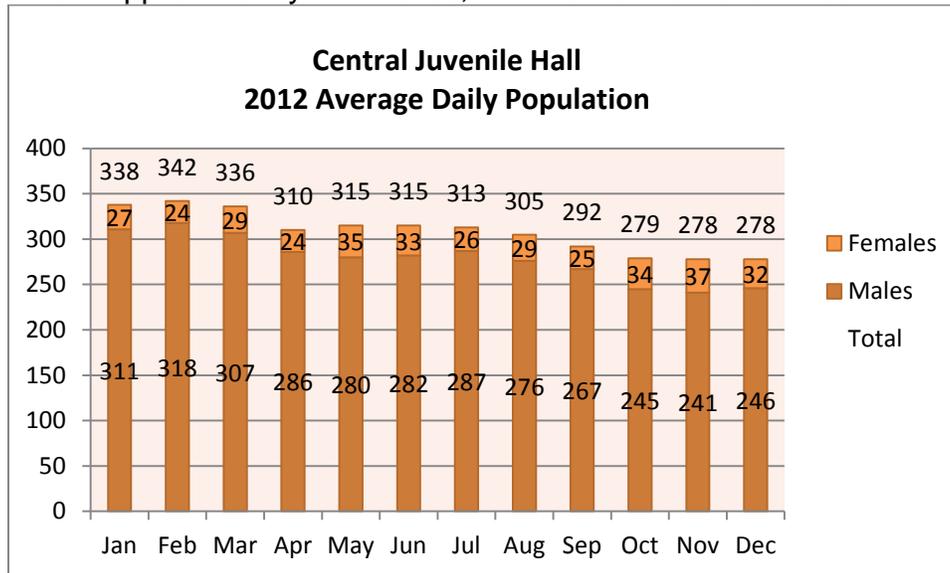
**Los Pinos Conservation Camp**

Los Pinos located on Ortega Highway in Lake Elsinore, was closed June 30, 2009. The land and buildings belong to the U.S. Forestry Services and are leased by the Orange County Probation Department. This facility does not have a budget; however, \$349,677.00 is spent to maintain empty buildings and roads. The future of this facility is unknown at this time.

<b>FY 2011-12 (July 1 2011- June 30 2012) Probation Department Detention Center Expenses</b>			
<b>Los Pinos</b>			
Expenses	Budgeted	Actual	Variance
Plant	N/A	\$ 349,677	N/A
<b>Total Expenses</b>	<b>N/A</b>	<b>\$ 349,677</b>	<b>N/A</b>

**Orange County Juvenile Hall**

Juvenile Hall is located on City Drive in the city of Orange next door to the Lamoreaux Justice Center where juvenile courts are readily available. Males and females ages 12-18 are housed at this 434 bed maximum security facility. The average daily population keeps dropping, resulting in the closure of some units. As of March 5, 2013 there were approximately 244 wards; 231 males and 13 females.



Juveniles are assigned to different residential units according to their offense. Some are awaiting a court appearance to decide where they will be incarcerated. With lesser offenses, juveniles are required to wear a GPS anklet. They attend the Youth Reporting Program, where a collaborative partnership of the Orange County Probation Department, the Orange County Department of Education, the Orange County Health Care Agency, and participating community based organizations use supervisory

**DETENTION FACILITIES REPORT: (PART II –JUVENILE)**  
**HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?**

techniques to avoid incarceration of the juvenile. This results in significant cost savings for the County and promotes lawful and productive citizenship for the juvenile.<sup>3</sup>

In 2012 there was an incident between a male and female detainee. Consequently, males and females are housed in separate units and no longer have any interaction.

Other residential units separately house non-violent minors, sex offenders, highly volatile offenders, the mentally ill, offenders that will be tried as adults, younger boys awaiting commitment or court proceedings, and lastly, youth working the Progressive Rehabilitation in a Dynamic Environment program (see glossary). This data-driven program is used by juveniles that are serving longer terms in Juvenile Hall. These boys have a greater opportunity to complete programs such as Thinking for a Change and Puppies and Wards program (see glossary). They accrue more high school credits because they are incarcerated longer, and the school is year round.

Juvenile Hall's budget for the fiscal year 2011-2012 has large food variances. A contributing factor to the budget discrepancy is a lack of accountability for food costs split between Juvenile Hall and Youth Leadership Academy. Juvenile Hall feeds the youth at Youth Leadership Academy, yet Youth Leadership Academy has its own food budget. There is no clarity in food cost allocation.

Other observed problems at Juvenile Hall were the poor condition of the old windows and toilet stalls in Housing Units M and O<sup>4</sup>. In particular the toilet stalls have been a problem for a long time.

<b>FY 2011-12 (July 1 2011- June 30 2012) Probation Department Detention Center Expenses</b>				
<b>Juvenile Hall: No. of Beds = 434</b>				
<b>Sworn Employees (396)</b>				
Expenses	Budgeted	Actual	Variance	Comment
Salaries	\$ 20,975,463	\$ 19,617,179	\$ 1,358,284	
Retirement	\$ 6,739,437	\$ 7,147,434	\$ (407,997)	
Health	\$ 3,342,852	\$ 2,912,918	\$ 429,934	
Other Pay	0	\$ 1,647,740	\$ (1,647,740)	
<b>Sub Total</b>	<b>\$ 31,057,752</b>	<b>\$ 31,325,271</b>	<b>\$ (267,519)</b>	
<b>Un-sworn Employees (70)</b>				
Salaries	\$ 2,574,281	\$ 2,407,581	\$ 166,700	
Retirement	\$ 542,811	\$ 575,667	\$ (32,856)	
Health	\$ 537,228	\$ 468,134	\$ 69,094	
Other Pay	0	0	N/A	See Note 1
<b>Sub Total</b>	<b>\$ 3,654,320</b>	<b>\$ 3,451,382</b>	<b>\$ 202,938</b>	
Plant	\$ 2,426,956	\$ 2,240,731	\$ 186,225	
Food	\$ 755,000	\$ 1,519,479	\$ (764,479)	See Note 2
<b>Total Expenses</b>	<b>\$ 37,894,028</b>	<b>\$ 38,536,863</b>	<b>\$ (642,835)</b>	
Note 1: No "budgeted or actual" amount reported by responding agency.				
Note 2: Food expenses also include Youth Leadership Academy (YLA) food expenses.				

The Orange County Superintendent of Schools/Department of Education provides a fully accredited high school for Juvenile Hall and Youth Leadership

<sup>3</sup> Orange County Probation Department 2012 Business Plan, Core Services, p.3

<sup>4</sup> Inspection of Juvenile Hall, (Dec.19, 2012)

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

Academy. The accreditation is provided by the Western Association of Schools and Colleges. Otto Fischer School (located at Juvenile Hall) has a state aligned curriculum that follows the California State Standards and Framework for all classes. Special Education Teachers write Individual Education Plans for students who need them throughout all the juvenile detention facilities. This facility has a full time Principal to work with the teachers and juveniles in maintaining discipline, classroom management, and innovative educational strategies. This year, Otto Fisher High School juveniles, which includes Juvenile Hall and Youth Leadership Academy, earned 18 High School Diplomas and 23 G.E.D.s. Educational programs are working. Activities, such as community service, are not offered because Juvenile Hall is a maximum security facility. Instead long term detainees concentrate on family reunification and transitional programs.

The evidenced-based Thinking for a Change program is used at Juvenile Hall in Unit T where detainees will be tried as adults and have a longer stay awaiting court dates. This curriculum works best if the minor completes all 25 lessons.<sup>5</sup> Due to short terms of incarceration, many juveniles in other housing units do not complete the program. The Probation Department is now considering a program called Decision Points (see glossary) which takes less time.<sup>6</sup> Life skills, vocational classes, and drug abuse programs are offered at Juvenile Hall, particularly in Unit Q, where there are long term detainees. Parenting is taught in the Baby Elmo Program (see glossary) where parent and infant visits involve modeling parental behaviors for young fathers.<sup>7</sup> Lessons for pregnant minors in the You're Becoming a Mom program (see glossary) are offered by the Medical Unit. Also considered unique is the Puppies and Wards program, which has become very successful and proven beneficial for both dogs and wards. The dogs are trained by the wards and then adopted. Boys in the Puppies and Wards program focus on the dog instead of themselves. They also learn the skill of dog training. Juvenile Hall management told the Grand Jury the juveniles in this program are less inclined to recidivate.

Substance abuse classes are provided by the Orange County Superintendent of Schools/Department of Education through Safe Schools' funding. A drug and alcohol counselor and a full-time mental health professional administer mental health assessments and psychological tests. Individual therapy, family therapy, group therapy, substance abuse assessments and individual case management are also provided.

Re-entry Programs are sadly lacking at this time. The Youthful Transition Intervention program (see glossary) lost its federal grant funding in 2011-2012.<sup>8</sup> Additional community involvement and funds to support it are on the Probation Department wish list.<sup>9</sup> No one in the Probation Department wants to see their budget cut again. However, lacking research, the success of several probation programs and activities is not available for measurement. Programs need data to prove their viability,

---

<sup>5</sup> Juvenile Hall Inspection and Information from Upper Management (Dec. 19, 2012).

<sup>6</sup> Juvenile Justice commission Meeting, (Feb.6,2013)

<sup>7</sup> Youth Law Center of San Francisco and Georgetown University Early Learning Collaboration Study ([www.ylc.org/about-us/mission](http://www.ylc.org/about-us/mission))

<sup>8</sup> Juvenile Hall Responses to Grand Jury Standards of Review for Jails and Detention Centers 2012

<sup>9</sup> Orange County Probation Department meeting with the Grand Jury Criminal Justice Committee, (Oct.9, 2012)

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

and the Orange County Probation Department Research Division has been cut from 14 researchers to 4.<sup>10</sup> The University of California, Irvine, which is local, has renowned criminology and sociology departments. The Orange County Sheriff's Department is looking to this university for research on recidivism. This is an available resource.

Discipline at Juvenile Hall and the other juvenile detention facilities is similar. Verbal counseling, written assignments, or confinement in a disciplinary room may be imposed depending on the offense. Major violations could require a hearing. A floor or dorm supervising juvenile correctional officer hears the evidence of the incident, and conducts a hearing. Then management reviews it. If the juvenile has committed a crime, he/she may be sent back to juvenile court.

Correctional Health Services provide nurses, doctors, dental and eye care at Juvenile Hall and Youth Leadership Academy, which uses Juvenile Hall's care providers. Western Medical Center of Anaheim provides care for serious injuries and illness. In case of an emergency, the juvenile is taken to the University of California, Irvine Hospital for treatment. Juveniles are medically well-cared for at Juvenile Hall.

**Probation Department: Juvenile Hall Incident Update**

In February 2012, a male and female were left alone for several hours in the female's quarters and engaged in sexual activities. The Orange County Probation Department and Office of Independent Review initiated an investigation. "This investigation was thorough, comprehensive and reasonably fast paced."<sup>11</sup> After the 2011-2012 Grand Jury Juvenile Detention Facilities Report, it was recommended that the male and female wards not be placed in the same unit.<sup>12</sup> Consequently, females attend school, eat and attend programs separately from the male wards.

"Sixteen juvenile correctional officers involved in this incident were put on administrative leave; two left the department, four returned to work and ten warranted termination. Of these, three returned to work after a significant suspension based on lesser culpability, and one is still being investigated. Ultimately, the Office of Independent Review oversaw the Probation Department's investigation and disciplinary actions. Additionally and importantly, the Probation Department continues to consider policy changes and new protocols...to prevent such complacency again."<sup>13</sup>

According to the Office of Independent Review, several juvenile correctional officers involved were experienced but failed to follow protocol for reporting this incident.

**Youth Leadership Academy (YLA)**

Youth Leadership Academy is a juvenile residential and treatment center located behind Juvenile Hall. It has a capacity of 120 beds in secured, self-contained buildings. Currently only half the beds are in use for males, who are older, have social behavioral

---

<sup>10</sup> Ibid.

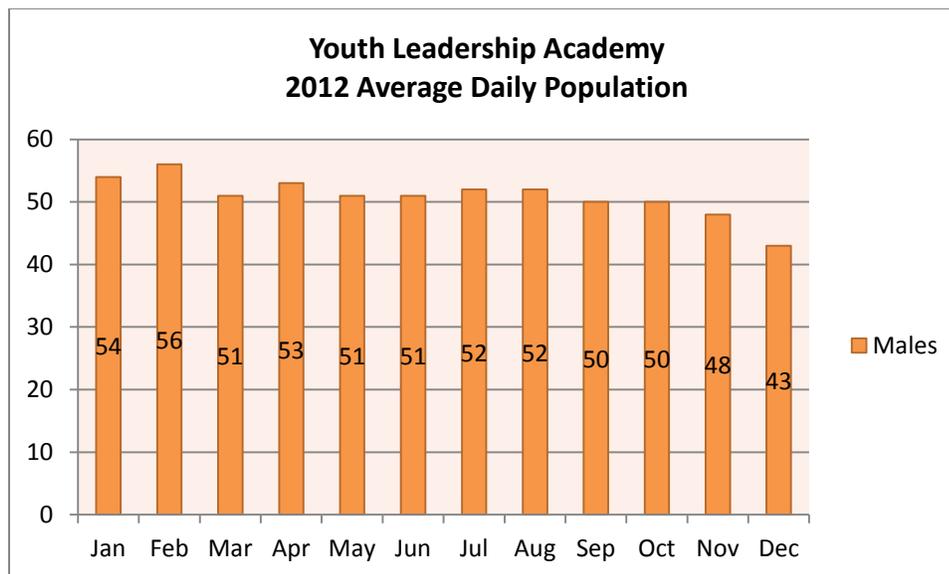
<sup>11</sup> Office of Independent Review Report, (Jan, 2013) pp.7-8

<sup>12</sup> Ibid,

<sup>13</sup> Ibid.

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

issues and/or some drug problems. As of March 5, 2013 there were 45 males housed there.



Upon inspection, the facilities are clean, orderly, modern and secure.<sup>14</sup> Some of the juveniles housed there expressed the opinion that Youth Leadership Academy is a better housing facility than Juvenile Hall.<sup>15</sup>

Looking at the budget for the fiscal year 2011-2012, food costs are very low and yet show a negative variance. Juvenile Hall provides meals for Youth Leadership Academy residents, and the food expense in the fiscal budget 2011-2012, is for small events that outsiders attend. It is anticipated that this line item will increase when this budget reflects a charge-back for meals received from Juvenile Hall. This budget is questionable because of the relationship Youth Leadership Academy has with Juvenile Hall for food costs. (See note 3 on attached ledger, regarding Juvenile Hall's food budget below).

<sup>14</sup> Grand Jury Inspection of Youth Leadership Academy, (Dec.19, 2012)

<sup>15</sup> Ibid.

**DETENTION FACILITIES REPORT: (PART II –JUVENILE)**  
**HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?**

<b>FY 2011-12 (July 1 2011- June 30 2012) Probation Department Detention Center Expenses</b>				
<b>Youth Leadership Academy: No. of Beds = 120 (Currently only 60 in use)</b>				
<b>Sworn Employees (28)</b>				
<b>Expenses</b>	<b>Budgeted</b>	<b>Actual</b>	<b>Variance</b>	<b>Comment</b>
Salaries	\$ 1,753,852	\$ 1,608,520	\$ 145,332	
Retirement	\$ 556,068	\$ 588,292	\$ (32,224)	
Health	\$ 270,840	\$ 220,373	\$ 50,467	
Other Pay	\$ 21,768	\$ 181,673	\$ (159,905)	
<b>Sub Total</b>	<b>\$ 2,602,528</b>	<b>\$ 2,598,858</b>	<b>\$ 3,670</b>	
<b>Un-sworn Employees (2)</b>				
Salaries	\$ 129,524	\$ 118,791	\$ 10,733	
Retirement	\$ 26,728	\$ 28,277	\$ (1,549)	
Health	\$ 18,240	\$ 14,841	\$ 3,399	
Other Pay	\$ 2,520	\$ 6,113	\$ (3,593)	
<b>Sub Total</b>	<b>\$ 177,012</b>	<b>\$ 168,022</b>	<b>\$ 8,990</b>	
Plant	\$ 1,158,020	\$ 260,948	\$ 897,072	
Food	\$ 5,000	\$ 8,100	\$ (3,100)	See Note 3
<b>Total Expenses</b>	<b>\$ 3,942,560</b>	<b>\$ 3,035,928</b>	<b>\$ 906,632</b>	
Note 3: These food expenses are <b>not</b> included in Youth Leadership Academy (YLA) food expenses.				

Youth Leadership Academy students attend Juvenile Hall’s school. The juveniles are supervised while they walk over to Otto A. Fischer High School at Juvenile Hall. Once there, they are encouraged to earn high school credits, finish GED classes or complete the requirements for their diploma. The teachers appear committed to the students’ needs and have good rapport with them. This is seen by cooperation in the classroom.<sup>16</sup> Orange County Superintendent of Schools/ Department of Education provides a certified counselor, psychological clinician as well as special education evaluations and services to help these juveniles achieve success.

Youth Leadership Academy offers life skills classes such as: job preparation, vocational training and economics classes which teach financial responsibility. In order to obtain a job, students learn how to write a resume, a letter of introduction, and a thank you letter. Interview skills are practiced by role-playing. Lastly and importantly, the program Thinking for a Change provides lessons on decision making which frequently segues into the substance abuse classes.

Resources for substance abuse counseling are provided by the Orange County Superintendent of Schools/Department of Education. The Safe Schools monies provide a certified counselor/ clinician who uses the ASERT program (see glossary). Serious drug abuse by juveniles is evaluated for transfer to the Youth Guidance Center. The Grand Jury was told that due to funding constraints, Youth Leadership Academy is unable to offer family therapy, which partners the juvenile and their parent in counseling together.<sup>17</sup> This facility hopes to provide this in the future.

Volunteers from the community are also involved in appropriate programs to help incarcerated youth. Reading, skill building, tutoring, community service and restorative justice activities are available at Youth Leadership Academy. Community service could be a beach clean-up or helping out in a classroom setting. In restorative justice

<sup>16</sup> Grand Jury Inspection of Juvenile Hall (Dec.19,2012)

<sup>17</sup>Grand Jury Inspection of Youth Leadership Academy, (Dec.19, 2012)

**DETENTION FACILITIES REPORT: (PART II –JUVENILE)**  
**HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?**

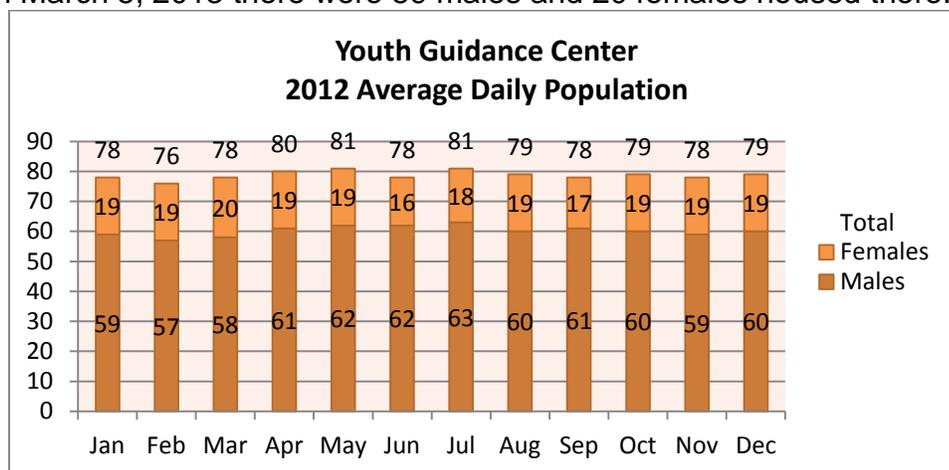
activities, the juvenile must do something to help the victim of their crime or some type of community service. Again, the short stay of these youth (42-45 days) makes it difficult to effect a long term change in behavior. There is no data collected to evaluate the effectiveness of these activities.

Discipline ranges from verbal counseling and redirection for minor infractions to work assignments and loss of free time activities for more serious behaviors. Fighting or attacking a juvenile correctional officer, or other Youth Academy Leadership employees can result in a due process hearing, going to court, receiving more detention time, or a transfer to Juvenile Hall.

Individuals with health problems go to Juvenile Hall which has a health facility. Emergencies or medical procedures are provided by Western Medical Center of Anaheim or University of California, Irvine Hospital. The juveniles receive whatever medical care they need; be it preventative or emergency.

**Youth Guidance Center (YGC)**

Youth Guidance Center is a minimum security (camp) facility located on North Hesperian Street in Santa Ana across the river from Juvenile Hall. It has eighty beds; 60 are available for males and 20 for females. The age range of these juveniles is 13-20 years. On March 5, 2013 there were 59 males and 20 females housed there.



These juveniles have drug and alcohol abuse issues and have committed crimes. Youth Guidance Center has adopted a program to reduce recidivism through behavior modification. The Aggression Replacement Training program (see glossary) teaches juvenile offenders social skills including anger management and moral reasoning. Seven staff members have been trained to administer this class.<sup>18</sup> This evidence based program is taught three times a week.

The inspection of this facility showed it was well maintained, modern, and clean inside and outside of the residential units and the classrooms.<sup>19</sup> The exterior grounds are maintained by Orange County maintenance and an on-site horticulture class. This

<sup>18</sup> Orange County Juvenile Justice Commission Annual Report 2011, p14.

<sup>19</sup> Grand Jury Inspection of Youth Guidance Center (Dec. 10, 2012).

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

class is quite popular among the juveniles. The Grand Jury was told the class was very successful. The students have even built an outdoor performance area.

The budget is questionable in one particular area. The variance in food costs is excessive. Some monies were used for special events with visiting groups, or at school celebrations, but those do not account for such a huge difference in what was budgeted and what was spent.<sup>20</sup> Other costs such as the category “Other Pay” need explanation as to what these expenses are. Once again, this is another detention center budget with variances so large that it reflects poor accounting methods.

<b>FY 2011-12 (July 1 2011- June 30 2012) Probation Department Detention Center Expenses</b>				
<b>Youth Guidance Center: No. of Beds = 80</b>				
<b>Sworn Employees (65)</b>				
Expenses	Budgeted	Actual	Variance	Comment
Salaries	\$ 3,949,919	\$ 3,813,346	\$ 136,573	
Retirement	\$ 1,256,845	\$ 1,388,465	\$ (131,620)	
Health	\$ 596,844	\$ 545,158	\$ 51,686	
Other Pay	\$ 39,528	\$ 426,137	\$ (386,609)	
<b>Sub Total</b>	<b>\$ 5,843,136</b>	<b>\$ 6,173,106</b>	<b>\$ (329,970)</b>	
<b>Un-sworn Employees (10)</b>				
Salaries	\$ 395,155	\$ 381,490	\$ 13,665	
Retirement	\$ 80,939	\$ 89,415	\$ (8,476)	
Health	\$ 75,120	\$ 68,615	\$ 6,505	
Other Pay	\$ 1,680	\$ 4,812	\$ (3,132)	
<b>Sub Total</b>	<b>\$ 552,894</b>	<b>\$ 544,332</b>	<b>\$ 8,562</b>	
Plant	\$ 1,266,344	\$ 976,788	\$ 289,556	
Food	\$ 231,698	\$ 506,322	\$ (274,624)	
<b>Total Expenses</b>	<b>\$ 7,894,072</b>	<b>\$ 8,200,548</b>	<b>\$ (306,476)</b>	

The Orange County Superintendent of Schools/Department of Education operates the Rio Contiguo High School on site. This year, there were 16 High School Diplomas and 49 G>E.D.s earned at Rio Contiguo High School. These statistics reflect the dedication of the teachers and the motivation of the juveniles. The school has an Assistant Principal who splits her time between Youth Guidance Center and the Joplin Youth Center. The distance from one center to the other is 26.33 miles. If there is traffic there can be delays. This poses a problem when one facility needs a school Principal and one is not available.<sup>21</sup> The Grand Jury was told by Youth Guidance Center management that disciplinary incidents appear to occur more frequently when a substitute teacher is in the classroom and the lead teacher is pulled from the classroom for other duties. In general, some students fail to complete their assignments in class if there is a substitute directing the class. This creates an atmosphere for both minor and serious disciplinary incidents to occur.

The school consists of several teachers and a special education teacher who provides special education assessments and language development services. Students also have opportunities to perform community service with organizations such as: “Angels of Love,” (see glossary) making stained glass angel figurines to bring hope to

<sup>20</sup> Orange County Grand Jury Inspection of Youth Guidance Center (Dec. 10, 2012)

<sup>21</sup> Orange County Grand Jury Inspection of Youth Guidance Center, (Dec.10, 2012).

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

sick children and families suffering grief over the loss of a loved one, “Shortstop,” (see glossary) where Youth Guidance Center juveniles counsel young people on the dangers of drug abuse, and the Ronald McDonald House, where the juveniles interact with kids who are going through catastrophic illnesses. These activities give the juvenile a different perspective on life, and a focus on others, not just themselves. College visits are also arranged by the staff. These activities are good for the students and the community.

Two evidence based cognitive behavioral programs that affect behavior modification are Thinking for a Change, and Aggressive Replacement Training. These are life skills classes. The Regional Occupational Program (see glossary) provides other skills such as business technology, culinary arts, and parenting. This program also gives some students the opportunity to work in a business and learn the skills necessary to run that business. This established curriculum has assisted juveniles to obtain a job or career for their future.

Since drug abuse is the central issue for Youth Guidance Center detainees, there are several programs that address this: Substance Abuse and Mental Health Assessment Recovery Relapse Preventive Treatment (see glossary), the Project Toward No Drug Abuse (evidenced based) (see glossary), and off-grounds self-help groups, Alcoholics Anonymous (AA) (see glossary) and Narcotics Anonymous (NA) (see glossary). AA and NA come to the campus one evening a week. The other two substance abuse programs provide individual counseling, drug education, and group sessions.

Individual treatment plans are tailored to each detainee’s specific needs. There is an on-site psychologist and clinician to encourage goal setting. A nurse is available Monday through Friday for physical problems and assessment. Wards with serious conditions are sent to Juvenile Hall to see the doctor or to Western Medical of Anaheim. Lastly, related services continue as re-entry programs to better acclimate released youth back into society.

For disciplinary procedures Youth Guidance Center uses the Probation Department Directive known as “The Deterrence of Unacceptable Behavior, Supervision Techniques to Prevent and Control Acting-Out Behavior.” This adheres to the Administrative Directive Minor’s Rights and Disciplinary Due Process.<sup>22</sup> The staff and faculty at Youth Guidance Center have established rapport with these minors which helps create a positive atmosphere for counseling and corrective modeling. Serious discipline infractions can send a juvenile back to court or transfer them to Juvenile Hall. All investigations give the offender due process.

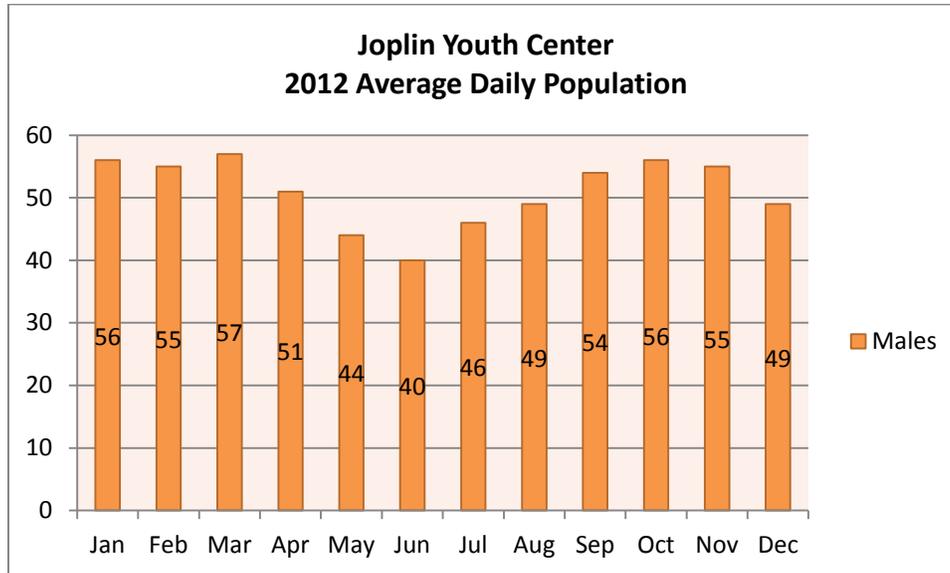
### **Joplin Youth Center (Joplin)**

Joplin Youth Center is a minimum security correctional facility (camp) located in the foothills of the Santa Ana Mountains in Trabuco Canyon. This residential center houses boys 15-17 years of age. As of March 5, 2013, there were 57 males living in dorms. The capacity is 64 beds.

---

<sup>22</sup> Administrative Directive 3-1-043 “Behavior Management and Disciplinary Due Process” (7/16/2012), pp.1-8.

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
 HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?



FY 2011-12 (July 1 2011- June 30 2012) Probation Department Detention Center Expenses				
Joplin Youth Center: No. of Beds = 64				
Sworn Employees (37)				
Expenses	Budgeted	Actual	Variance	Comment
Salaries	\$ 2,255,016	\$ 2,161,692	\$ 93,324	
Retirement	\$ 733,359	\$ 780,624	\$ (47,265)	
Health	\$ 372,396	\$ 348,226	\$ 24,170	
Other Pay	\$ 20,496	\$ 272,850	\$ (252,354)	
<b>Sub Total</b>	<b>\$ 3,381,267</b>	<b>\$ 3,563,392</b>	<b>\$ (182,125)</b>	
Un-sworn Employees (11)				
Salaries	\$ 295,266	\$ 283,046	\$ 12,220	
Retirement	\$ 60,928	\$ 64,855	\$ (3,927)	
Health	\$ 57,948	\$ 54,147	\$ 3,801	
Other Pay	\$ 2,520	\$ 7,789	\$ (5,269)	
<b>Sub Total</b>	<b>\$ 416,662</b>	<b>\$ 409,837</b>	<b>\$ 6,825</b>	
Plant	\$ 1,588,380	\$ 1,224,446	\$ 363,934	
Food	\$ 113,000	\$ 392,897	\$ (279,897)	
<b>Total Expenses</b>	<b>\$ 5,499,309</b>	<b>\$ 5,590,572</b>	<b>\$ (91,263)</b>	

Looking at Joplin’s budget the variance in food expenses is high. Another concern is that the plumbing is old and problems occur. It will need to be replaced eventually. However, the need is not yet critical and no repairs are planned.<sup>23</sup>

Orange County Superintendent of Schools/Department of Education provides academic classes at Joplin High School under the Alternative Correctional Community Education Schools and Services Division. Students are offered standardized curriculum to finish credits. As the juvenile population is basically younger teens, there was one High School Diploma awarded this year.

This is a Western Association of Schools and Colleges accredited school. Unfortunately, there is no full time Principal or Assistant Principal on site. This can disrupt the administrative business of the school. Although the Orange County

<sup>23</sup> Grand Jury Inspection of Joplin Youth Center, (Dec.10,2012)

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

Superintendent of Schools/Department of Education takes care of reports, testing materials, and textbook purchases, a Principal or Assistant Principal creates a sense of authority in the school to which students and faculty must be responsible. In a small year round school (the juvenile detention schools are all year round) such as Joplin, with a high turn-over in juveniles, the Principal or Assistant Principal may be able to counsel students about their educational future, calm them down in an inflammatory situation and give praise for good assignments. An Assistant Principal is available usually only once a week at Joplin. A liaison teacher has been appointed by the Orange County Superintendent of Schools/Department of Education to function as the Principal or Assistant Principal dealing with student and faculty issues. Due to teacher contracts, teachers work 225 days a year, and the Orange County Superintendent of Schools/ Department of Education utilizes substitute teachers to cover the year round schedules. For the calendar year 2012, there were 103 disciplinary incidents usually in the substitute's class. Eight of these were considered serious (needing medical attention).<sup>24</sup> In the year 2011 there were 202 incidents in the classroom and 23 were considered serious.<sup>25</sup>

As these juveniles are often younger than in the other detention schools, except part of Juvenile Hall, the lack of maturity is a major problem in their decision-making. The Orange County Grand Jury along with upper management of Joplin Youth Center feel that the number of disciplinary incidents is too high and warrants more supervision. The Orange County Department of Educational Programs and Services believes that the number of incidents in 2011 and 2012 is most likely not that much different than when Joplin High had a full time Principal. This remains a debatable point.

Considering that the Orange County Superintendent of Schools/ Department of Education receives money from the State for each student in attendance, money for a part-time Principal or Assistant Principal should be available to help decrease disciplinary incidents. Since educational budgets in the county and the state were cut in 2008-2009, this issue has been a concern. How are these students to receive what Orange County Superintendent of Schools Department of Education contends is "...a world class education where every student succeeds"<sup>26</sup> if there are frequent disruptions in the classroom because of the excessive use of substitute teachers and the lack of administrative oversight?

Like other juvenile facilities, Joplin is using the program Thinking for a Change. They have a regular schedule and make-up sessions for this evidence-based program. It is still very difficult to expose the juveniles to all 25 lessons when they only stay at Joplin for about 30 days. Another program used at Joplin is Mobility Opportunities via Education (see glossary). A limited number of minors are allowed to job train off-site while working in an elementary school for mentally and physically challenged children. The Orange County Register reported one juvenile saying, "This helps me see that my life isn't as hard as I think it is."<sup>27</sup> Career skills are also taught in culinary classes,

---

<sup>24</sup> Disciplinary Incidents Data from Joplin High School, (Jan.5, 2013)

<sup>25</sup> Ibid.

<sup>26</sup> Orange County Department of Education's Financial Report 2011-2012.

<sup>27</sup> Orange County Register: Troubled Youth Help Kids with Disabilities, July 5, 2012

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

laundry, gardening and woodshop. Joplin was fortunate enough to have someone donate state of the art woodworking tools for carpentry.

Drug abuse education is covered in the Substance Abuse and Mental Health Assessment, Recovery, Relapse, Prevention Treatment program (see glossary). There is a part-time counselor and interns provide individual and group therapy on substance abuse. The Orange County Department of Education and the Probation Department have implemented the Face Everything and Recover program (see glossary). Thirteen minors are selected and mentored to become drug free. This program has transitional planning elements to prepare the juvenile for re-entry into society.

Discipline follows the same basics of all the juvenile detention centers with one difference. The boys wear different colored T-shirts representing their status at Joplin. Disruptive students are removed from the classroom, dorm or cafeteria. Consequences vary from early bed, loss of privileges, loss of points used in Joplin's Citizenship Level System. To be restricted is reflected in your shirt color. Everyone knows that severe infractions, including running away, results in a disciplinary hearing and transfer to Juvenile Hall. The minor's right to due process is followed. Joplin uses incentives to reward cooperative youth. The dorm is divided into five separate groups with a Deputy Juvenile Correctional Officer to direct them. The shirt color changes when a boy receives points for cooperation, helpfulness and other positive behaviors. An additional incentive is Joplin Money. Extra snacks and personal items beyond their usual allotment can be purchased with Joplin Money. Youths learn responsibility and citizenship from this program which benefits the community and society.

Correctional Health Services provide a nurse three days a week.<sup>28</sup> Joplin's isolated location causes concern when medical issues arise. In an emergency 911 is called. If a detainee needs further care or hospitalization, they are taken to a local hospital (if an emergency) or Juvenile Hall. Boys are not sent to Joplin if they are allergic to bee stings, have severe asthma, mobility challenges, or brittle diabetes. These health conditions cannot be handled medically at Joplin.

### **Effectiveness of Detention**

The average thirty days of detention is a short time to change an at-risk youth's attitude and behavior. On the other hand, a dramatic drop in detention population is evidence that shorter detention is more effective than longer. Relevant pieces of missing information are: (1) what happens after a youth finishes his probation; and, (2) how many youths graduate to jails after reaching age eighteen. Juvenile recidivism is measured only against those juveniles who break probation and/or commit offenses while on probation. Records of their youthful offenses do not follow them to jail. Thus the ability to measure recidivism is very limited and calls to attention the effectiveness of the County's efforts. This is a question well beyond this Grand Jury report.

---

<sup>28</sup> Orange County Grand Jury Inspection of Joplin Youth Center (Dec.10, 2012)

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

**FINDINGS**

In accordance with California Penal Code Sections §933 and §933.05, the 2012 - 2013 Grand Jury requests responses from each agency affected by the findings presented in this section. The responses are to be submitted to the Presiding Judge of the Superior Court.

Based on its investigation of the Orange County Probation Department, the Orange County Probation Department Administrative and Fiscal Division, and the Orange County Department of Education ACCESS Program, the 2012 - 2013 Orange County Grand Jury has arrived at six Principal findings as follows:

- F1. Juvenile Hall units M and O have very old windows. Also, the old toilet stalls in these units do not provide privacy.
- F2. Juvenile Hall and the other juvenile residential facilities have programs and activities to reduce recidivism. Most are not data-driven except Thinking for a Change, A.R.T. and some drug programs. The length of stay in these facilities, in most cases, is about 30 days; therefore, success rates are not documented by the Probation Department. The Research Department has dropped from 14 researchers to approximately 4.
- F3. All the budgets in the juvenile detention facilities have high variances in the food and “other” categories. These variances reflect poor financial accountability.
- F4. At Joplin, there were 103 classroom incidents, 8 described as serious in 2012. This is very high considering the student population is about 50 boys. There were 202 incidents with 23 considered serious in 2011.
- F5. The Orange County Superintendent of Schools/Department of Education does not provide a full time certificated Principal or assistant Principal at Rio Contiguo High School or Joplin High School. However, the Orange County Superintendent of Schools/Department of Education uses the Average Daily Attendance money generated by Youth Guidance Center and Joplin students’ in seat attendance.
- F6. The incident between a male and a female detainee at Juvenile Hall in February, 2012, was investigated immediately by the Orange County Probation Department with oversight from the Office of Independent Review. Some of the juvenile correctional officers that were implicated were experienced officers.
- F7. Orange County spends \$349,677 on a lease facility which is unoccupied.

**RECOMMENDATIONS**

In accordance with California Penal Code Sections §933 and §933.05, the 2012 - 2013 Grand Jury requests responses from each agency affected by the

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

recommendations presented in this section. The responses are to be submitted to the Presiding Judge of the Superior Court.

Based on its investigation of the Orange County Probation Department, the Orange County Probation Department Administrative and Fiscal Division, and the Orange County Department of Education ACCESS Program, the 2012 - 2013 Orange County Grand Jury makes the following seven recommendations.

- R1. Probation Department management will budget for replacement windows and toilet stalls in Units O and M at Juvenile Hall. The toilet stalls, in particular, require an inordinate amount of repair. Replacement is needed to provide privacy without compromising security. (F1)
- R2. The Orange County Probation Department will approach the University of California, Irvine Criminology and Sociology Departments to create a data base to track programs and activities used in the detention centers; then decide if they reduce recidivism. (F2)
- R3. Administration of the detention facilities will adhere to their budget or explain the variances in detail. (F3)
- R4. The Orange County Superintendent of Schools/Department of Education will prioritize their budget to provide a part-time on-site Assistant Principal at Joplin High School a minimum of three times a week. (F4, F5)
- R5. The Orange County Superintendent of Schools/Department of Education will not use a lead teacher to do the work of a Principal or Assistant Principal at any of the juvenile detention schools. (F4, F5)
- R6. The Orange County Probation Department will require experienced juvenile correctional officers to attend professional development seminars on the importance of monitoring themselves, juveniles, and new juvenile correctional officers while on duty. Refresher classes should be available at a minimum of every two years. (F6)
- R7. The Board of Supervisors must take action to either utilize the Los Pinos property or eliminate or minimize the expense of this vacant facility. (F7)

**REQUIREMENTS AND INSTRUCTIONS:**

The California Penal Code §933 requires any public agency which the Grand Jury has reviewed, and about which it has issued a final report, to comment to the Presiding Judge of the Superior Court on the findings and recommendations pertaining to matters under the control of the agency. Such comment shall be made *no later than 90 days* after the Grand Jury publishes its report (filed with the Clerk of the Court);

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

except that in the case of a report containing findings and recommendations pertaining to a department or agency headed by an elected County official (e.g. District Attorney, Sheriff, etc.), such comment shall be made *within 60 days* to the Presiding Judge with an information copy sent to the Board of Supervisors.

Furthermore, California Penal Code Section §933.05 (a), (b), (c), details, as follows, the manner in which such comment(s) are to be made:

(a) As to each Grand Jury finding, the responding person or entity shall indicate one of the following:

- (1) The respondent agrees with the finding
- (2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefore.

(b) As to each Grand Jury recommendation, the responding person or entity shall report one of the following actions:

- (1) The recommendation has been implemented, with a summary regarding the implemented action.
- (2) The recommendation has not yet been implemented, but will be implemented in the future, with a time frame for implementation.
- (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This time frame shall not exceed six months from the date of publication of the Grand Jury report.
- (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefore.

(c) If a finding or recommendation of the Grand Jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the Board of Supervisors shall respond if requested by the Grand Jury, but the response of the Board of Supervisors shall address only those budgetary /or personnel matters over which it has some decision making aspects of the findings or recommendations affecting his or her agency or department.

Comments to the Presiding Judge of the Superior Court in compliance with Penal Code section §933.05 are required from:

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

**REQUIRED RESPONSES:**

Responses to **Findings F1, 2, 3, 6, 7** are requested from the Orange County Probation Department.

Responses to **Findings 4, 5**, are required from the Orange County Superintendent of Schools/Department of Education.

Responses to **Finding 7** are requested from the Orange County Board of Supervisors.

Responses to **Recommendations 1, 2, 3, 6, 7**, are required by the Orange County Probation Department.

Responses to **Recommendations 4, 5**, are required by the Orange County Superintendent of Schools/Department of Education.

Responses to **Recommendation 7** are required from the Orange County Board of Supervisors.

**Glossary:**

1. Aggression Replacement Training (ART) – cognitive behavioral intervention emphasizing improvement of social skills, moral reasoning, anger management and reduction of aggressive behavior
2. Alcoholics Anonymous (AA) – twelve step program which involves group therapy and leads to life changing behaviors and extinction therapy for alcoholic addiction.
3. Angels of Love – community based program where stained glass angels are made by individuals to bring hope to individuals or their families suffering through serious illnesses or the loss of a loved one.
4. ASERT – prides itself in assisting the juveniles with drug issues and preventing non-drug users from using illicit drugs. Step parallels this program and is used with female drug users.
5. Assessment, Recovery, Relapse, Prevention Treatment – a program used at Joplin for juveniles with drug abuse problems. The Orange County Department of Education through Safe Schools and Support Services budget provides a part-time counselor and interns for individual and group services for appropriate juveniles. This is on a contract basis only.
6. Baby Elmo – where parent and infant visits involve modeling parental behaviors for young fathers.
7. Decision Points – Much like the program Thinking for a Change, using cognitive skills to modify behavior and effect positive change in decision-making.
8. Face Everything and Recovery (FEAR) – a program at Joplin that pairs Department of Education and juvenile correctional officers with thirteen juveniles to encourage them to be drug free. Mentoring each juvenile is used to effect change.

DETENTION FACILITIES REPORT: (PART II –JUVENILE)  
HOW DO WE KNOW IF WE ARE TAKING CARE OF OUR AT-RISK JUVENILES?

9. Leash on Life Program – girls in Juvenile Hall volunteer to be “Puppy Mammams” for five to six weeks...They learn how to take care of a puppy assigned to them.
10. Mobility Opportunities via Education (MOVE) – allows juveniles at Joplin to volunteer at elementary school facilities for the mentally and physically challenged. The goal is to teach the juvenile to think of others not just himself.
11. Narcotic Anonymous (NA) – twelve step group therapy which leads to life changing behaviors and extinction of drug use.
12. Progressive Rehabilitation in a Dynamic Environment (PRIDE) – juveniles are given drug and alcohol abuse therapy; taken to obtain a driver’s license, ID card or Social Security Card; taught to fill out job or college applications; assisted with school work; helped to enroll in outside schools when the detainee is released.
13. Project Towards No Drug Abuse – drug prevention program for at risk youth using a curriculum designed to help youth develop self-control and communication through resources to resist drugs and improve decision-making strategies
14. Puppies and Wards (PAWS) a highly successful program where Juvenile Hall wards train rescue dogs which are adopted by the public. Youths work 10weeks in preparation for the dog’s adoption. Sometimes their own families adopt the dog.
15. Regional Occupation Program (ROP) - opportunities to work in the community with businesses such as: carpentry, landscape, culinary arts, business technology, etc.
16. Substance Abuse and Mental Health Assessment Recovery, Relapse, Preventative Treatment – evaluation of particular drug abuse and factors that influence such abuse. Urinalysis as scientific evidence assessment of drugs in the body. Use of strategies by a drug counselor to aid in recovery and avoidance of relapse. Elements in this program to prevent drug abuse in the first place.
17. Thinking for a Change (T4C) – evidence-based program with twenty-five lessons on how to make better life decisions. It is designed to prepare youth to re-enter and transition back into the community. Other therapy is tied to these lessons such as; remedial education, rehabilitative treatment, substance abuse therapy, anger management, and job skills.
18. The Youthful Transition Intervention Program (YTIP) - integrated services for incarcerated youth as they transition out of confinement and re-establish themselves in their home, school, community by offering services to reduce drug and alcohol abuse, decrease recidivism and delinquent behavior and prevent sexually transmitted diseases. They help youth increase job skills and assist parents to stay involved with their youth. This federally funded program was suspended in 2012 as the federal grant expired.