

**Juvenile Justice Commission
County of Santa Clara**

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Juvenile Hall Inspection Report

March 2019

The Juvenile Justice Commission (JJC) is established in Division 2, Part 2, Chapter 2, Article 2, of the California Welfare and Institutions, (W & I) Code. One of the charges of the JJC is “to inquire into the administration of justice in a broad sense, including but not limited to, operations of the Juvenile Court, Probation Department, Social Services Agency and any other agencies involved with juvenile justice or dependency.” (See W&I Code 229 and Bylaws of the Juvenile Justice Commission of Santa Clara County).

The Santa Clara County JJC conducted its annual inspection of the Santa Clara County Juvenile Hall from November 2018 through January 2019, in accordance with Welfare and Institutions Code Section 229 and Title 15 of the California Code of Regulations, Minimum Standards for Juvenile Facilities. The annual inspection found the Probation Department continues to maintain an orderly and safe custodial placement for youth awaiting court, serving court-ordered Juvenile Hall time, or awaiting transition to placement, while bringing together services for the youth and their families during and after incarceration.

Members of the Commission Inspection Team conducted interviews with the managers from the Juvenile Hall, Medical Services, Behavioral Health, Facilities Management, Quality Assurance, and the Osborne School to obtain an overview of policies, procedures, and programs. The Inspection Team also held informal interviews and conversations with youth, living unit staff members, school staff and medical personnel. The physical facilities were toured, including the kitchen, food supply storage areas and cafeteria. This report summarizes the information gathered during those visits and includes recommendations based on this information. Note that, for ease of identification, **notable new or changed information is identified by underlining and blue font.**

The JJC conducts inspections of Juvenile Hall at least annually, and inspection reports for prior years are available on the internet at:

http://www.scscourt.org/court_divisions/juvenile/jjc/jjc_home.shtml.

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SUMMARY

The JJC has completed its annual inspection of the Juvenile Hall. The residents are well-supervised in a safe and secure environment. The JJC believes that, based on this inspection, the Santa Clara County Juvenile Hall meets Title 15 standards for a safe juvenile facility.

As a result of the 2018 inspection, the JJC makes the following Commendations and Recommendations:

COMMENDATIONS

1. Hall staff for establishing positive connections with the youth, since for many Hall youth, a positive non-family adult connection might not have previously existed.
2. Hall staff for establishing an atmosphere and environment of safety for Hall youth.
3. Medical Services for continuing and improving the Juvenile Nurse Outreach Program for Juvenile Court youth not detained in the Hall.

RECOMMENDATIONS

Probation

1. Probation should develop a method to determine and report effectiveness of individual programs in meeting youth needs.
2. Probation should increase the use of the Learning Lab.
3. Probation should provide compliment/comment/complaint forms in the Court waiting area and the Hall Visitors area.
4. Probation should eliminate cancelations of weekend programs.
5. Probation should provide a soft copy of the updated Policy and Procedures manual to the JJC, when available, for review.
6. Probation should consider relocating the Multi-Agency Assessment Center (MAAC) unit to free up a second classroom for the G1 youth.
7. Probation should arrange for hot water shower repair in the G1 unit as soon as practical.
8. Probation should provide data on the efficacy of the new MAAC and Positive Behavioral Interventions and Supports (PBIS) programs.

County Office of Education

1. Alternative Schools Department should review the administration of the Measures of Academic Progress (MAP), with the goal of increasing the test's utility.

I. POPULATION

Despite a years-long decline in Juvenile Hall population it appears the decline has reversed (see Chart 1). Following a minimum of 83 youth in 2016, it increased by 6% in 2017 to 88, and has increased further by nearly 24% in 2018 to a yearly average of 109 youth. During 2018, the minimum (86) occurred in July and the maximum (123) occurred in November.

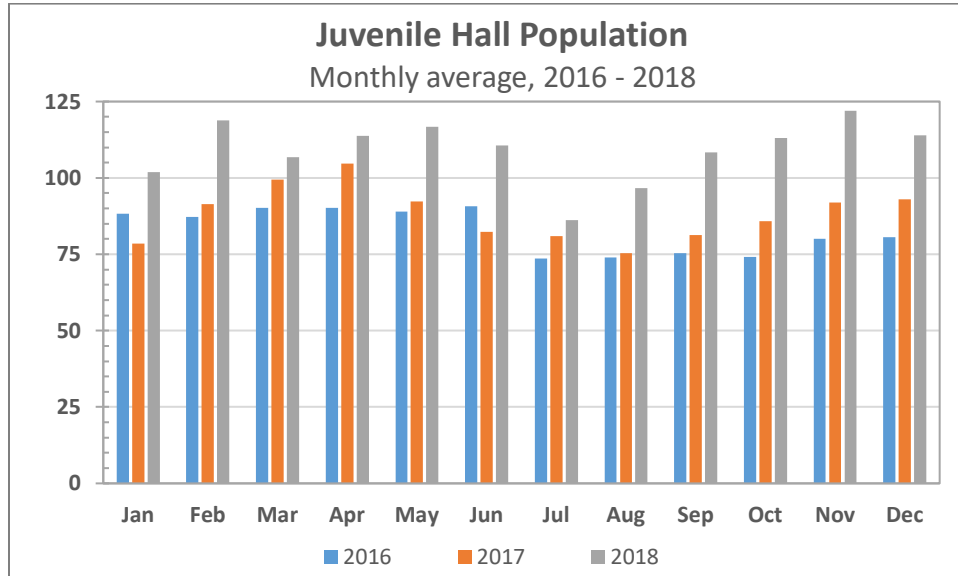


Chart 1. Juvenile Hall Population, 2016 - 2018

During 2018, the Hispanic population in the Hall averaged 81% while being only 31.7% of the youth in Santa Clara County¹. Similarly, Black youth accounted for 8.5% of the Hall population, while being just 2% of the youth in the County. This overrepresentation of youth of color has not changed in any substantive way over the past three years and continues to be of concern to the JJC.

Also of concern, and despite a concerted effort to reduce the number and percentage of girls in the Hall, the percentage of girls is rising (see Chart 2). While it may be difficult to determine from the chart below, the percentage of girls in the hall has risen from 11.9% (2016) to 13.4% (2017) to 13.7% (2018). This increase in the percentage of girls coupled with the overall increase in Hall population has resulted in a marked increase in the number of girls in the Hall (see Chart 3). In 2016, the average girl's population was 9.9. From 2016 to 2018, the girl's average population has increased by over 50% to 15.0. This has resulted in some concerns related to classroom capacity in the girls unit.

¹ According to Kids Count data, youth ethnicities in Santa Clara County are: 36.2% Latino, 31.7% Asian, 23.7% White, 5.9% Multiracial, 2% Black, and 0.5% Pacific Islander and Native American

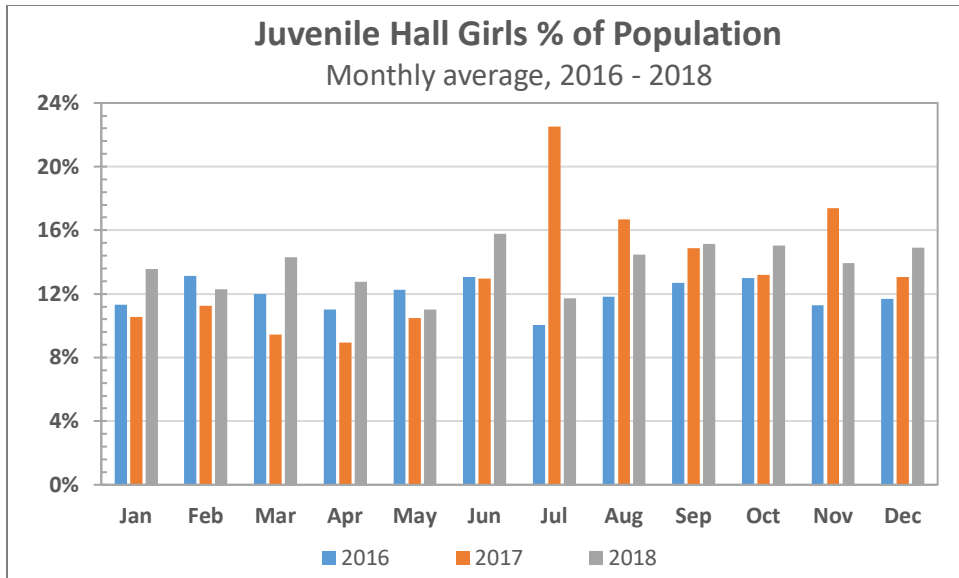


Chart 2. Juvenile Hall Girls % of Population

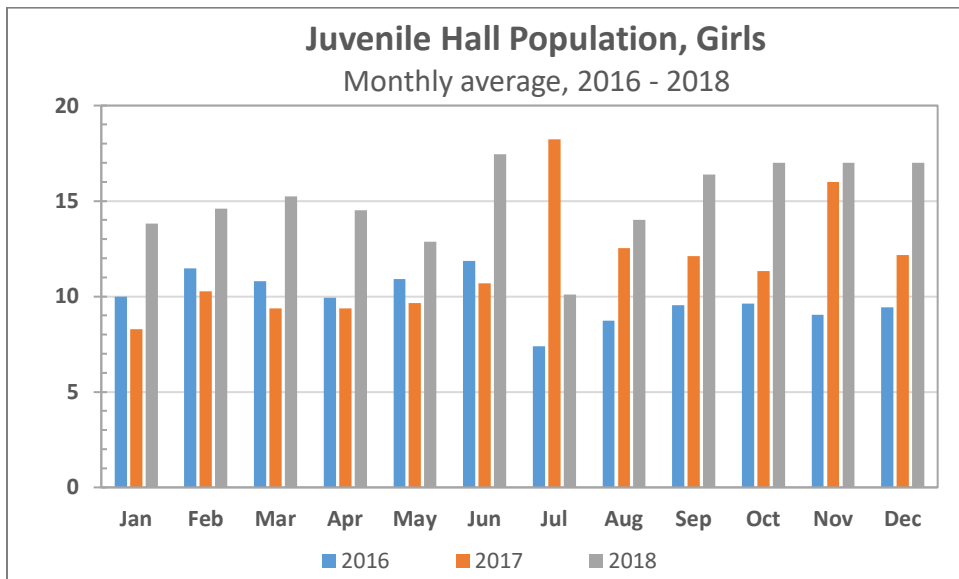


Chart 3. Juvenile Hall Population, Girls

Six out of a possible 13 units are in use at the Hall. The facility is well within its Board Rated Capacity of 390 youth, and there is no indication of overcrowding.

II. STAFFING

The current filled Juvenile Hall positions are 182, with nine vacancies. In addition, there are nine designated as Extra Help with four provisional slots vacancies. Managing staff transitions into and out of JH positions continues to be a challenge, driven by the additional screening required to work in JH, leading to an 8-10 month hiring cycle. There are no supervisor or managerial vacancies.

Weekend coverage for volunteer programs continues to be difficult, leading to cancelations of programs (e.g., garden) deemed non-essential.

III. FACILITY

During the inspection, commissioners toured the facility, including living units, cafeteria, kitchen, laundry, grounds, and garden area. They shared lunch with youth in the cafeteria and heard firsthand accounts of the experiences of youth in the facility.

The outside work of sealing and painting all buildings was almost completed. All areas appeared to be clean and in good repair.

Scheduled upgrades. During 2019, the Control Room is scheduled to be upgraded with the installation of new heating and cooling controls and new video surveillance and recording equipment. The work is to be completed in phases as new cameras and video equipment are installed throughout the facility and in the living units.

G1 Unit

As noted in a previous inspection report, a room in the girl's unit (G1) is configured as a health clinic. While the room appears ready for use, it was not in use during the inspection, but rather was being used for storage. Should the need arise for clinical use, its accessibility could be compromised due to the materials being stored in the room

Also, due to the rise in G1 population, the single available classroom frequently cannot accommodate all of the youth in the unit, thereby requiring that some of the teachers must conduct their classes in an unused corner of the unit. Clearly, these assemblages do not have access to the educational materials available (e.g., computers, video equipment) in a regular classroom, and was found to be problematic when previously employed in B8 and B9.

The G1 unit is physically configured with two classrooms. However, the second classroom space is used as offices and interview spaces for Multi-Agency Assessment Center (MAAC) personnel. Recognizing the critical importance of education in the Juvenile Hall program, providing regular classroom environments for all girls in the unit should be a priority.

Lastly, G1 youth reported that they do not currently have warm water for their showers. This concern was relayed to Probation by the commissioners with a response that a plan was in place for rectifying this issue.

IV. PROGRAMS

Since the Commission's last report, there have been changes to Title 15 of the California Code of Regulations which have a significant impact on the programming at Juvenile Hall.

Title 15 of the California Code of Regulations was extensively revised and became effective January 1, 2019. Section 1371, which covers Programs, Recreation, and Exercise, was specifically amended to require that juvenile hall programs should be based on the **youth's individual needs** as required by Sections 1355 and 1356. Section 1355 is below:

§ 1355. Institutional Assessment and Plan. The facility administrator shall develop and implement written policies and procedures for assessment and case planning.

(a) Assessment:

The assessment is based on information collected during the admission process with periodic review, which includes the youth's risk factors, needs and strengths including, but not limited to, identification of substance abuse history, educational, vocational, counseling, behavioral health, consideration of known history of trauma, and family strengths and needs.

(b) Institutional Case Plan:

(1) A case plan shall be developed for each youth held for at least 30 days or more and created within 40 days of admission.

(2) The institutional plan shall include, but not be limited to, written documentation that provides: (A) objectives and time frame for the resolution of problems identified in the assessment; (B) a plan for meeting the objectives that includes a description of program resources needed and individuals responsible for assuring that the plan is implemented;

(3) Periodic evaluation of progress towards meeting the objectives, including periodic review and discussion of the plan with the youth.

(4) a transition plan, the contents of which shall be subject to existing resources, shall be developed for post dispositional youth in accordance with Section 1351; and,

(5) in as much as possible and if appropriate, the plan, including the transition plan, shall be developed with input from the family, supportive adults, youth, and Regional Center for the Developmentally Disabled.

In speaking with the Juvenile Hall Probation Manager and Acting Assistant Manager, commissioners were told that the programming as outlined in last year's inspection report would continue for the present. The MAAC began their present contracts in 2018; it is these programs that will continue to provide pro-social activities and treatment-oriented services. However, going forward, the Manager will be negotiating new contracts with many of the present community-based organizations (CBO) to provide programming to address the needs of the youth in custody. Contract re-negotiation was targeted to begin mid-January.

In order to determine what types of programming youth would require, the Probation Department pulled data from the last 5 years of Juvenile Assessment and Intervention System (JAIS). From this data, they determined the top 4 criminogenic needs of boys and girls.

Girls

Relationships – The youth’s peer group is negative, delinquent, and /or abusive. (75%)

Emotional factors – Depression, low self-esteem, anxiety, and impulse control. (73%)

Family history problems – Chronic parental or family problems affect the youth’s action or decision-making. (71%)

Lack of Parental Supervision - Contributed to the youth’s legal issues. (68%)

Boys

Relationships – The youth’s peer group is negative, delinquent, and/or abusive. (76%)

Emotional factors – Depression, low self-esteem, anxiety, and impulse control. (68%)

Other drug abuse – Substance use/abuse contributed to the youth’s legal difficulties. (58%)

Cognitive ability/capacity – The need for school support contributes to the youth’s legal difficulties. (53%)

Probation will ask the present program providers to adapt their programming to specifically address the above issues. They believe that most of the providers are either already meeting these needs or will be able to modify their programs to do so. The development of each youth’s services will be based on their JAIS results.

Commissioners reviewed the December schedule for the MAAC. The MAAC programs schedule follows:

MULTI-AGENCY ASSESSMENT CENTER

CBO WORKSHOPS Mon-Friday 3:30-5:00 PM

VOLUNTEER PROGRAMS (6:30-9:00 PM)

Haircuts/Yoga (Various Days)

Art Programs (Various Days)

Religious Services (Various Times and Days)

PREA & Title 15 Orientations (M-F 3:30- 4:30PM)

Beat Within (Thurs 6:00-9:00 PM)

PLANNED PARENTHOOD (Various Times & Days)

Art of Yoga /Seeking Safety (1:30 -2:40 PM) (3:30- 4:40 PM)

UNIT MEETINGS (2:00-3:00 PM)

AA/NA/MA Al-ateen/Al-anon (7:00-8:00 PM)

Furry Friends (4th Sat 9:00- 11:00 AM)

Garden Programs (Various Units and Days)

As noted in previous reports, the effectiveness of present and future programs needs to be determined and documented. While Probation is implementing the new Title 15 requirements, it will also be rolling out a new database system, Juvenile Information and Management System (JIMS). This roll out will take 12 to 18 months. Probation management is relying on the ability of this new system to track the efficacy of new programs to meet the needs of the youth in custody. At present, there is no other outcome data available.

V. BEHAVIOR MANAGEMENT

As outlined in the JJC's last inspection report, the Achieving Behavioral Change (ABC) program was implemented across all units in August 2017. The purpose of this program is to provide a uniform response to behavior issues across all units.

Further, the ABC program provides a prompt staff intervention and to promote positive prosocial behavior. The JJC has yet to obtain outcome data of the ABC program. Probation currently is working on aligning the ABC program with Positive Behavioral Interventions and Supports (PBIS). The latter presents a widespread behavior management framework used by public schools. As this is a school-wide program, many of the youth are already familiar with its core principles. ABC continues to use the standards for PBIS that were designed specifically for detention settings. The core values of the program are: safety, respect and responsibility.

The JH quality assurance team (QA), which conducts audits, surveys, and analyzes data to improve the environment and outcomes for staff and youth, looked at the ABC program 120 days after it was implemented. While some modifications to the program were made at that time, JJC's ongoing review of incident reports (IRs) reveals that there are still inconsistencies in staff response to similar behaviors from unit to unit. This was the issue that ABC was designed to address. Commissioners were told that the QA team would again look at the IRs at the end of the year. Probation management emphasized their reliance, going forward, on the new database to deal with this issue.

VI. MEDICAL SERVICES

Commissioners met with the medical director and chief nurse manager to conduct an inspection covering medical services provided in JH. Medical services provide dental, optical/vision, X-rays as well as vaccinations/screenings at the clinic onsite. Staff is present 24 hours each day, with two registered nurses available during the day and evening and one registered nurse available during the night. Dental services are provided every Wednesday; Optical/Vision Services are scheduled by appointment. The inspection primarily focused on the progression of ongoing programs and youth feedback in the facility.

As reported in the Commission's 2017 Juvenile Hall Inspection report, the Institute for Medical Quality (IMQ), Corrections and Detentions Health Care Committee found that the JH met all essential standards and provided high quality healthcare to the minors in its care. This reaccreditation remains in place through 2019.

Juvenile Nurse Outreach Program

Medical Services now has a permanent location established within the courthouse for nurses to perform routine hearing/vision and physical screening with parent's permission. With 1,162 youth being seen in the past year, these encounters allow communication with youth and parents about services available to them. In many of these encounters, families and youth are referred to an eligibility worker (EW). The program formerly had an EW at the courthouse site, though because of limited traffic of clients, participants must now go to the Social Services intake office. The Clinic says that this sometimes leads to the whole family receiving medical coverage.

- Two trained nurses are primarily assigned to program operations
- Current hours are scheduled 8 am to 12 pm (Mon, Tues, and Fri)
- Medical Services aims to extend the program's services to Monday through Friday

Young Adults Program

Medical support for the Young Adult Deferred Entry of Judgement program is facing some difficulties and may not be renewed. Primarily, the clinic has not had the volume of clients first envisioned. In addition, most young adults in JH already have had their vaccinations before they enter the facility. It has proven challenging to track their immunization status due to needing to follow up with their former schools and young adults forgetting their last immunizations.

Youth Feedback. In partnership with a Probation (Quality Assurance) survey that was conducted this year, Medical Services has noted that that their sick call process may need revision to incorporate a feedback loop to know their responses to youth requests were recorded. To address this issue, Medical Services has revised the sick call process to provide youth with receipts to let them know their responses are being tracked.

Types of Service	2016	2017	2018
MD Clinic Appointments	1876	2036	2379
RN Sick Calls	3153	3143	3352
X-Rays	48	96	107
Dental Appointments	296	196	317
Eye Clinic Visits	26	No data	38
Pregnant Minors	6	6	4
Hospitalizations	6	4	6
Estimated # of Children on Psychotropic Medication	110	No data	295
Sexually Transmitted Disease Screenings	635	530	614
Positive Sexually Transmitted Disease	No data	No data	8
Hepatitis B Vaccinations	2	0	1
Hepatitis A Vaccinations	46	2	13
Types of Service (con't.)	2016	2017	2018
HPV Vaccinations	32	101	110
Flu Vaccinations	247	192	205
# of Mandated Reports	No data	2-3	2-3

Data source: Interview with nurse manager

VII. BEHAVIORAL HEALTH

Behavioral Health (BH) staff in Juvenile Hall (JH) currently consists of 15 clinicians with degrees including LCSW, ASW, LMFT and AMFT, two Rehabilitation Counselors focusing on Competency Development (see **Competency Services**, below), and one Psychologist.

Additionally, there are three student interns, two working on a Masters and one on a Doctorate in Psychology. Staff speak Spanish, Vietnamese and Cambodian and are available to counsel youth 7 days a week from 8 am to 9 pm. With after-hours phone coverage and in person response available 7 days a week from 8:30pm to 8am, including county holidays. Services include: clinical treatment, crisis intervention, case management/transition planning, and medication support. A psychiatrist is available five days a week (two individuals on different days). BH staff see their role as interacting and communicating with six major players: the Superior Court, Medical Services, Juvenile Probation Officers, County Office of Education, the youth, and Juvenile Hall Group Counseling staff. Since BH staff cannot order services themselves, they

must coordinate among the system partners. BH staff do not currently provide trainings for new Probation Officers or Counseling staff.

Unit Coverage

On the date of the inspection, there were 120 youth in residence in Juvenile Hall. According to BH management, 80% of youth in JH are seen regularly by a clinician and have a signed consent for services. On the day of the inspection, 10 youth were on psychotropic medications. BH piloted a Unit Coverage plan in all housing units five days a week for six months. The BH Program Manager then met and consulted with various participants of the pilot for their insight about the strengths and areas of growth regarding the unit coverage process. Based on feedback from group supervisors, group counselors, behavioral health staff, and the youth, the amount of days for unit coverage per week was tailored to meet the needs and requests identified.

Currently, all units, including the Young Adults Deferred Entry of Judgement (YADEJ), receive a minimum of one check-in from BH staff per week, while the girls unit (G1), has an 8am check in three days a week. BH staff also attend the unit meeting and provide Seeking Safety curriculum, a best practices program, on a weekly basis. A Girls Unit Coordinator sets up intake meetings with involved parties to discuss individual and exit case plans.

The B4 unit, with some of the youngest and most at-risk youth, have an 8am check in five days a week and nightly phone follow-up. BH staff also attend their meeting and an individualized care plan is developed for each youth.

Currently, all units use the ABC behavior management program. BH helps to integrate ABC into the youth's case plan and treatment focus. When a youth gets demoted, BH can help the youth define behaviors the youth can develop to be promoted to the next level. BH also works with unit staff to help incentivize youth behavior improvements.

Screenings

BH staff provide an intake screening for all youth admitted to JH within the first 72 hours, usually within the first 24-48 hours. The screening includes a personal interview with the youth, a review of past services, and an electronic evaluation called the Massachusetts Youth Screening Instrument (MAYSI-2). Safety concerns are quickly identified and documented in the youth's BH record. Youth in crisis may be assigned a one-on-one counselor to insure their safety. An approved Juvenile Hall Suicide and Harm Prevention Plan is in place that was developed by all system providers. The Commission noted that there had been an increase in suicide behaviors in the Hall over the past few months. BH staff stated that some of the younger boys accounted for this increase.

BH staff also coordinate Multidisciplinary Team meetings (MDT) which bring the system partners together to assess medical, behavioral health, substance abuse, and educational needs of a single youth. Usually the MDT is convened when a youth is changing placements or leaving the Hall for the community.

A special screening for 13-year-olds and younger youth has been implemented this year. Within a 24-hour period, younger youth are thoroughly evaluated by BH and a safety plan is established

and shared with the Deputy Chief. Many of the younger youth are assigned a one-on-one counsellor.

Competency Services

Two BH staff, identified as Restoration Counselors, work with youth both in and out of custody to help the judicial efforts in determining whether or not a youth is competent to stand trial. The requirements of recent legislation, AB-1214, have increased their workloads. The 2018 program census was 10 youth served.

Seven Challenges

Seven Challenges is a best practice program to address the needs of substance use youth. Inaugurated by the County's former Department of Alcohol and Drug Services (DADS), *Seven Challenges* is a cohort-oriented group intervention that is trauma focused, cognitive behavioral health oriented, and self-esteem building. About 75 % of BH staff have been trained. *Seven Challenges* is widely available for outpatients in the county. An issue with its implementation in Juvenile Hall has been the turnover of youth in JH and movement between units, lessening the cohesiveness of the group therapy. BH is still using the program although it has been much more individualized to the youth. The program continues to be implemented by BH in the community.

Electronic Health Records

Based on last year's inspection report, it was expected that by May of 2018, HealthLink would be implemented as BH's electronic monitoring system. HealthLink is used in JH by both Psychiatry and the Medical Clinic. However, BH management reports that BH will remain on Unicare until Netsmart/My Avatar is implemented. JH BH, along with Substance Use Treatment Services (SUTS), were not connected to HealthLink due to 42CFR restrictions.

Behavioral Health Resource Center

The Behavioral Health Resource Center (BHRC) staff coordinate mental health and substance use services for both in and out of custody youth. Two BH staff are assigned. There is a centralized call service that provides coordinated referrals and services to youth. BHRC also coordinates the court-ordered psychological evaluations. They will begin collaboration with the medical clinic, JPD, and custody pharmacy on a pilot to support youth on psychotropic medication while in-custody, and upon transition to the community with a 30-day supply of medication upon release.

VIII. CHAPLAINCY SERVICES

A Protestant chaplain and a Catholic nun, along with a host of their volunteers, continue to provide religious services to the youth at Juvenile Hall. The services include:

Orientation for chaplaincy services

An orientation for chaplaincy services takes place in the MAAC unit for all new youth entering the facility.

Services

These include music and videos that are available once a month.

One-on-one counseling

Chaplaincy counseling is available weekly in the units. Protestants and Catholics conduct separate weekly Bible study classes in each unit as well. All volunteers working with the Chaplain receive PREA training.

IX. EDUCATION

The National Institute of Justice states that providing education opportunities while in custody is the most effective means to reduce recidivism. The Osborne School, in Juvenile Hall, is one of three Court and Community Schools operated by the Santa Clara County Office of Education (SCCOE) Alternative Education Department (AED).

Enrollment

For the period July to December, 2018, Osborne School had an average daily enrollment of 111 students in grades 6-12, with the majority of students in grades 10-12. The disparity between the typical daily enrollment of over 100 students while serving over 600 students over the course of a year, highlights a significant challenge for Osborne. Although an average student will be at JH and Osborne for about 70 days², some are there much longer. For example, in the Youth Survey (see section XI), of the 93 survey participants, 13 (14%) reported having been in JH for 6 months or more. Conversely, many students are at Osborne for no more than a week or two.

In addition, a significant number of students arrive at Osborne significantly behind in their educational attainment. Constructing a cohesive and useful curriculum for a wide range of student attainment levels while dealing with a significant transient population remains an ongoing challenge.

Staffing

In 2018, the Osborne School staff consists of:

- 1 Principal (also serving Blue Ridge and is the Director of COE AED)
- 8 Alternative Education Department (AED) teachers
- 1 School Office Coordinator
- 2 Assessment Technicians
- 2 Special Education teachers
- 3 Para-educators
- 1 Resource Specialist
- 1 Special Education Office Coordinator

² Based on Probation's *Juvenile Hall & Ranches Daily Statistics* report

Assessments

Students enrolled at Osborne during 2018 were given the **Northwest Evaluation Association (NWEA) Measures of Academic Progress (MAP) assessment**. Within 72 hours of entering JH, a youth will undergo a MAP assessment by the COE assessment technician to assess English and mathematics achievement. This process is meant to provide necessary educational data for use in planning the student's curriculum. Students are re-tested every 90 days. Based on the data, the average English Language Arts (ELA) and Math scores report that students are about 5 years below grade-level for grades 10-12, and 4 years below for grades 8-9.

Of concern to both the JJC and school personnel is the validity of the testing results. According to several school personnel, most students, especially at the initial testing, appear to be disinterested in the test and will select answers randomly. Consequently, school personnel seem to have little confidence in the test results. Examining the test and/or its administration may be useful to improve the accuracy of the test results and the student plans subsequently derived³.

In addition, for those students who are reassessed due to their remaining in court schools for 90 days or longer, no routine comparisons are made between their earlier assessments to determine student progress⁴.

Title 15 Certificate

The Commissioners also discussed methods needed to provide information required to satisfy the requirements of Title 15, Minimum Standards for Juvenile Facilities. The use of the LCAP (Local Control and Accountability Plan) and its annual update, along with The Alternative Schools Department Mid-Cycle Progress Report would provide much of the information that would satisfy the inspection data requirements.

Professional and Academic Development

One of the Commission's concerns from previous Court School inspections has been the lack of clearly defined programs and outcomes for the students.

³ For example, the current MAP testing protocol for first-time youth begins the assessment at the youth's age-determined grade level. Then, depending on the youth's answers, the computer-based test lowers the grade level of succeeding questions until the youth provides a correct answer. Successive correct answers establish the grade/skill level for the youth.

Unfortunately, since most youth have seldom experienced educational success, the current MAP protocol, which depends on a succession of incorrect answers, only reinforces this negative experience.

An *alternative* MAP protocol could begin the assessment at, say, grade 3 (a recent MAP evaluation established that 30% of Ranch youth were reading at grade level 3 or below). Beginning the assessment at a low grade level and adjusting upwards could thereby allow reading success for many youth while simultaneously providing more accurate measurements of reading skill.

⁴ The successive, 90-day MAP testing protocol also begins at the youth's age-determined grade level. An *alternative* MAP protocol could begin successive testing at the previously MAP-established grade level, thereby more accurately assessing educational growth during the 90-day period.

The new principal of the Alternate School Education program has issued a number of plans including a 3 year Professional Development Plan, a Mid-Cycle Progress Report, and an updated LCAP (Local Control and Accountability Plan). These plans range from the strengthening of student skills in reading, writing and math, introduction and use of Common Core Standards, Project Based Learning and improvement areas such as career and college readiness. A review of these plans shows a strong and detailed focus with measurable goals.

Measurement Criteria

One of the LCAP goals defined as a measurable goal is to determine the API (Academic Performance Index) of the school through the use of State Department of Education Dashboard. This system was designed to measure school performance in areas such as academic performance. Unfortunately, these measurement systems are not currently applicable to California's Alternate School System. The state is in the process of developing a system to accommodate this situation which will be available at a future date. The Commissioners discussed developing a local measurement system using the existing MAP (Measures of Academic Progress) reports, which currently provide a measurement of academic performance in the assigned subjects.

The Alternate Education program will continue to use the SANDI (Students Annual Needs Determination Inventory) which is focused on Reading, Writing, Math, and Communication Development, to determine student growth.

Osborne School will continue to use the newly developed Exit/Reflection Survey to determine the degree to which LCAP goals have achieved as self-reported by students and parents.

Open Issues

Student access to computers was identified as an issue that still needs attention. As discussed in last year's report, computer availability is critical. Even though the Education Department and Probation have collaborated to make access easier, there remain some issues in computer availability. The inspection team was informed that the Education Department was working on system improvements that would address this in the fall of 2019.

Summary

The new Principal/Director of the Alternate School System has introduced a number of programs at the Court Schools that represent a significant and comprehensive improvement over previous academic efforts. These programs, with measurable goals, will be implemented over the next few years and will facilitate future Commission reviews of performance relative to state/local educational standards. However, until the state's Dashboard is fully implemented, it is critical that the Education Department develop or modify its own measurement methods (e.g., MAP) to track student performance.

X. POLICIES AND PROCEDURES

At its last inspection, the JJC reviewed changes to the Policies and Procedures Manual (P&P). However, at this year's visit, we were informed that due to the extensive changes to Title 15 the P&P manual needs to be substantially updated. These updates are not yet on line and are not due to be completed until at least mid-January 2019.

Prison Rape Elimination Act (PREA)

At the previous JJC inspection, Commissioners were told that the Quality Assurance (QA) team members were preparing to conduct the pre-PREA audit. Since then, the Audit has been completed by the State and was reviewed by the Commission. The auditor's overall determination was that Santa Clara County Juvenile Hall meets standards. SCC-Juvenile Hall is compliant with PREA Standard 115.403. The complete report is available on line at <https://www.sccgov.org/sites/probation/jps/Documents/SCC-Juvenile%20Hall%20Final%20Audit%20Report%20October%202018.pdf>

XI. YOUTH SURVEYS

As noted in the JJC Hall Inspection report for 2018, Probation was reported to be designing and implementing a Client Experience Survey, intended to measure all aspects of a youth's Hall experience. Unfortunately, the results of this survey are not yet available.

During this inspection, and with Probation's support, the JJC distributed its own survey with the goal of obtaining a broader perspective of the Hall environment from the youths' perspective. While some questions were Yes/No, others invited an open-ended response. Many youth took advantage of this opportunity.

A copy of this survey is in Appendix A. The survey results are in tabular form in Appendix B.

A total of **93 youth voluntarily completed the anonymous survey**, which asked eight questions. Looking at the responses in more detail, one finds several themes and common responses:

Weeks in Hall: from one week to over 100 weeks. Notably, while the average reported length of stay for the boys was over 16.2 weeks, it was only 3.9 weeks for the girls.

Times in Hall: Responses ranged from one to more than 20 times, (note that these numbers are self-reported). Thirty-eight percent reported they have been in the Hall 5 or more times. Although 42% of the boys reported having been in the hall 5 or more times, only 15% of the girls had returned 5 or more times.

What are you concerned about when you leave the Hall? Not coming back; life on the outside; being able to change; going to a different school; nothing

What or who has been helpful to you while in the Hall? Staff; Counselors; Mental Health; one or more named Hall individuals; Teachers; (physical) workouts

What have you not liked about being here? Cold showers; not being with family; staff attitudes; being in my room (dead time); food

Has your attitude toward school changed since you got to the Hall? If so, what? Nothing has changed; now I want to finish (graduate); I care more about my grades now; I realized I'm smart

How do adults in the Hall show you that they want you to succeed? They talk to me; provide structure; encourages, pushes, motivates us to do better (succeed)

Do you ever feel unsafe in the Hall? Why? Nine percent (8 of 88) responded feeling unsafe, although only 4 reported a reason. This compares with 7% in the youth survey conducted in early 2018.

Have you gone to the Learning Lounge (the Library) within the past month? Surprisingly, 74% of those responding (64 of 86) reported not having gone to the Learning Lounge within the previous month. Several said they had never been there. About half of those who had gone to the Learning Lounge returned with books to read in their rooms.

Who helps you succeed in life — inside or outside the Hall? By a wide margin, family member(s) were identified as providing success support. Non-family individuals were also identified – boy/girlfriend and friends. As a group, counselors, teachers, and staff were identified. Significantly, many youth identified “myself” as the one who helps to succeed. It is not clear if they have not identified another support person, or if they understand they need to be responsible for their own life choices and decisions going forward. Several named a specific Hall individual they felt were supporting them.

Survey summary

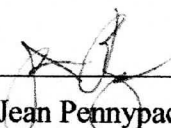
The survey provided Hall youth with an anonymous means to express their concerns and intentions. And it is likely that much of what is noted above is already known to various Hall counselors, therapists and teachers. Nevertheless, it is important to highlight a few significant items and responses.

1. *Several staff – counselors, teachers, and therapists – were identified **by name** as having provided important positive influence and individual support.* The importance of establishing this important positive connection cannot be overemphasized, especially since for some Hall youth, a positive non-family adult connection might not have previously existed.
2. *Family members – parents, grandparents, and siblings – were overwhelmingly identified as providing support to the youth.* Every means possible should be employed to maintain and facilitate familial support while the youth is in the Hall.
3. Although non-family individuals were frequently noted as providing support, it is important to acknowledge this source of support, while simultaneously exploring with the youth whether this support or influence is truly positive or not.
4. As the survey in the previous year’s report noted, *a large majority (91%) of the youth reported feeling safe during their stay in the Hall.* While the percentage reporting feeling

unsafe was slightly higher than that noted in the previous inspection report, the increase seems not statistically significant, but feeling safe should be monitored going forward.

5. While many were quite clear (“No!”) that their attitude towards school had *not* improved during their stay at the Hall, it is equally *important to note that nearly half (48%) of those responding articulated reasons for their improved attitude*, among them: seeing for the first time a path to graduation or college and experiencing school success for the first time.
6. *The Learning Lab (library) seems to be substantially underutilized.* Slightly more than 25% of those responding indicated that they had been to the Learning Lab within the previous month. Many of the remaining 75% noted that they had never been there, and several didn’t know what it was. Since the majority of the Hall youth are significantly behind in reading, regular opportunities for reading *outside of school* must not be neglected.
7. It is noteworthy that while the percentage of girls in the Hall has hovered between 11% and 16% during 2018⁵, the average length of stay of girls is *notably shorter* compared to the boys, 3.9 weeks versus 16.2 weeks, as self-reported in the survey. As well, girls are far less likely to return to the Hall than the boys; while 42% of the boys reported they have returned to the Hall five or more times, this compares to just 15% of the girls.

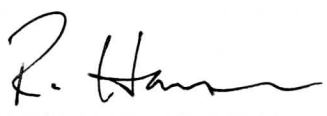
Approved by the Santa Clara County Juvenile Justice Commission.



Jean Pennypacker, JJC Chairperson

4/2/19

Date



Ron Hansen, JJC Juvenile Hall Inspection Chair

4/2/19

Date

⁵ Based on a compilation of Probation’s *Juvenile Hall & Ranches Daily Statistics* reports

APPENDIX A

Juvenile Hall YOUTH SURVEY

Hello! We are Santa Clara County Juvenile Justice Commission (JJC). We inspect Juvenile Hall to help make sure it is safe and supportive. We advocate for needed services for you.

Please DO NOT write your name on this survey. Thank you for sharing and being honest.

UNIT: _____ Age: _____ How long have you been in the Hall? _____ (wks)

How many times have you been here? _____ |

1. When you think about leaving the Hall, what are you concerned about?

2. In your time in the Hall, what or who has been helpful to you?

3. And what have you not liked about being here?

4. Has anything changed about your attitude toward school since you got to the Hall? If so, what?



5. How do adults in the Hall show you that they want you to succeed?

6. Do you ever feel unsafe in the Hall? Why?

7. Have you gone to the Learning Lounge (the Library) within the past month? If so, did you take any books back to your room to read?

8. Who helps you succeed in life — inside or outside the Hall?

It is OK to tear this piece off to save our information:

How to reach the JJC:

(408) 278-5993 • sccjic@gmail.com • Juvenile Justice Commission, 840 Guadalupe Parkway, San Jose, CA 95110

APPENDIX B

#	Question	B1	B3	B4	B5
1	When you think about leaving the Hall, what are you concerned about?	Not coming back - iiiii Place to stay - iii Nothing - iii Life on Outside - ii My family - ii Being able to change - ii Going to a different school - i Probation - i	Nothing - iiiii A job - iii Life on Outside - ii Money - ii Not coming back - i My family - i	Not coming back - iiiii Being able to change - ii Life on Outside - i Going to a different school - i Nothing - i	Nothing - iiiii i Not coming back - ii Being able to change - i Going to a different school - i My family - i Home - i
2	In your time in the Hall, what or who has been helpful to you?	Staff - iiiii iiiii Counselors - iii Mental Health - ii Attorney - ii named Hall individual - ii PO - i Everyone - i Family - i no one - i	Staff - iiiii no one - iiiii Teachers - iii Family - iii named Hall individual - ii Counselors - i Mental Health - i Everyone - i	Staff - iiiii Workouts - iiiii Mental Health - ii Teachers - ii no one - i named Hall individual - i	Staff - iiiii iiiii Counselors - ii named Hall individual - ii Mental Health - i Phone calls - i
3	What have you <u>not</u> liked about being here?	cold showers - iiiii i most of the staff - iiiii no phone calls - iii dead time (in my room) - ii not being able to see my family - ii unfair "C" level - i movements in the morning - i dirty underwear - i disrespectful school - i food - i beds & covers - i	everything - iiiii ii staff attitudes - iiiii food - iiiii blankets - ii showers - i lack of activities - i weak programs - i	not being with my family - iiiii no info about release - i treatment by staff - i being in my room - i	being in my room - iiiii not being with my family - iii teachers - ii food - i being cold - i others in my unit - i
4	Has anything changed about your attitude toward school since you got to the Hall? If so, what?	Nothing has changed - iiiii iiiii now I want to finish - iii apply myself more - i yes; I graduated - i like easier credits - i I've always liked school - i	Nothing has changed - iiiii iiiii Now I want to finish - iiiii i I've always liked school - i I graduated; want to go to college - i	Nothing has changed - iiiii want to continue w/ school - i now I want to graduate - i I've always liked school - i I like school more here - i	Nothing has changed - iiiii iiiii I feel better about school - ii I'm doing the work - i

#	Question	B1	B3	B4	B5
5	How do adults in the Hall show you that they want you to succeed?	talks to us - ii some care; some don't - i some care; most don't - i talk about succeeding - i talk about making better choices - i pushes us to work harder - i advocate for us - i want you to be locked up longer - i gives us talks - i tells us it's never too late - i they push us - i teach us life lessons - i rewarding me when I do something above and beyond - i	they don't - ii talks to us - ii makes an effort to reach out to us - i one-on-ones - i encourages us to do better - i gives us good advice - i gives speeches - i pushes us to succeed - i motivates us - i encourges us to go to school - i	talk to me - iii helps me when I need it - i mentors & shows examples - i encourage us to do better - i cares about our success - i make us angry - i being strict - i	by talking to me - iiiii i "named staff" made me think about my choices - i telling me to do good - i telling me to do my work - i counsel us - i encourging me to go to school - i provide stuff so that I don't return - i
6	Do you ever feel unsafe in the Hall? Why?	Y- 1 N- 19	Y- 3 N- 18 "We are locked up w/ murderers" "I need to watch my back all the time"	Y- 1 N- 8	Y- 2 N- 11 "I feel like I'm gonna get beat up"
7	Have you gone to the Learning Lounge (the Library) within the past month? If so, did you take any books back to your room to read?	Y- 2 N- 17	Y- 4 N- 16	Y- 6 N- 3	Y- 6 N- 7
8	Who helps you succeed in life — inside or outside the Hall?	family member(s) - iiiii iiiii iiiii staff - iii people outside - ii friends - ii teachers - ii named Hall individual - ii nobody - ii boy/girl friend - i myself - i	family member(s) - iiiii iiiii iii myself - iiiii named Hall individual - ii boy/girl friend - i	family member(s) - iiiii i staff - iii boy/girl friend - ii people outside - i myself - i	family member(s) - iiiii iii named Hall individual - iii staff - ii myself - ii friends - i

#	Question	B7	G1
1	When you think about leaving the Hall, what are you concerned about?	Nothing - iii Life on Outside - ii A job - ii Not coming back - i My family - i	Not coming back - iiiii Being able to change - iii Nothing - iii Life on Outside - i
2	In your time in the Hall, what or who has been helpful to you?	Staff - iiiii Everyone - ii named Hall individual - ii Counselors - i Mental Health - i Phone calls - i Workouts - i Reading - i no one - i	named Hall individual - iiiii ii Staff - iiiii Mental Health - iiiii Counselors - i no one - i
3	What have you <u>not</u> liked about being here?	being in my room - iiiii food - ii everything - ii unfair "C" level - i not being with my family - i meat loaf - i being here - i showers - i early lights out - i	cold showers - iiiii food - iiiii being in my room - ii no roommate - i little activity time - i drama - i lack of outside time - i staff favoritism - i razors - i not being with my family - i
4	Has anything changed about your attitude toward school since you got to the Hall? If so, what?	Nothing has changed - iiiii Now I want to graduate - ii school's easier here - i education is important - i changed a little bit - i I have a better attitude now - i school is boring - i	Nothing has changed - ii I want to graduate - iiiii I want to continue w/ school - iiiii I care more about my grades now - i I realized I'm smart - i School's better/easier here - i I'm getting my education - i

N-43
Y-39

#	Question	B7	G1		
5	How do adults in the Hall show you that they want you to succeed?	They talk about doing better - ii Be a man & do good - ii by telling us how to succeed - ii Staff give us lectures - i let us express ourself - i long boring speeches - i they don't - i one-on-one w/ me - i provide career/college advice - i positive attitudes - i	They structure us - iiiii They talk to me straight - iii Make me go to school - ii Motivation talks - ii one-on-one talks - ii They talk too much - i They help you get out - i They bring me up when I'm down - i Ask us how we're feeling - i		
6	Do you ever feel unsafe in the Hall? Why?	Y- 0 N- 12	Y- 1 N- 12 "Yes, when [named Hall individual] is here"	Y- 8 N- 80	
7	Have you gone to the Learning Lounge (the Library) within the past month? If so, did you take any books back to your room to read?	Y - 0 N - 12	Y- 4 N- 9	Y- 22 N- 64	
8	Who helps you succeed in life — inside or outside the Hall?	family member(s) - iiiii myself - iii outside group - ii no one - ii staff - i counselors - i	family member(s) - iiiii ii staff - iiiii counselors - iii myself - iii named Hall individual - i boy/girl friend - i		
	Surveys returned	13	13	93	85%
	Avg Hall population: 12/10/18 - 12/12/18	17	17	110	

#	Question	B1	B3	B4	B5
	Age	15 - iiiii iii (8) 16 - iiiii iiiii i (11) 17 - iiiii (5) 18 - I (1) 19 - i (1)	16 - ii (2) 17 - iiiii iiiii ii (12) 18 - iiiii iii (8)	14 - I (1) 15 - I (1) 16 - ii (2) 17 - iiiii (4)	13 - I (1) 14 - iiiii (5) 15 - iiiii iii (8)
	Weeks in Hall	1,1,2,2,4,6,7,8,10,11,13,13,16,19,35,39, 43,43,48,61,74	3,4,8,8,8,10,12,12,14,16,17,26,32,34, 37,42,48,52,104	1,1,2,3,4,4,8,19	1,1,1,1,2,2,3,5,5,8,8,10,20,22
	Average	21.7	25.6	5.3	6.4
	Median	13.0	16.0	3.5	4.0
	Range: max, min	74, 1	104, 3	19, 1	22, 1
	Times in Hall	1,1,1,1,1,2,2,3,3,3,3,5,5,5,6,6,7,7,11,14, 16,26	1,1,1,2,3,3,3,4,4,5,5,7,7,8,10,15,20	1,1,1,2,2,3,3,10,20	1,1,2,2,3,4,4,6,6,6,10
	1st time	5	3	3	2
	2nd - 4th	6	6	4	5
	5th or more	11	8	2	4

#	Question	B7	G1
	Age	16 - iii (3) 17 - iiiii (4) 18 - iiiii I (6)	14 - iii (3) 15 - iiiii iii (8) 16 - ii (2)

Weeks in Hall	1,2,4,4,4,4,6,8,12,20,24,35	1, 1, 2, 2, 3, 4, 4, 6, 12
Average	10.3	3.9
Median	5.0	3.0
Range: max, min	35, 1	12, 1

Total	Boys	Girls
14.86	16.19	3.9
8.0	8.0	3.0

Times in Hall	2,3,3,3,3,4,4,5,7,9,12,15	1, 1, 1, 2, 3, 3, 3, 3, 3, 3, 5, 6
1st time	0	3
2nd - 4th	7	8
5th or more	5	2

Total		Boys		Girls	
16	19%	13	18%	3	23%
36	43%	28	39%	8	62%
32	38%	30	42%	2	15%

APPENDIX C

DOCUMENTS REVIEWED

- BSCC Biennial Inspection: Physical Plant Evaluation
- BSCC Biennial Inspection: Procedures Checklist
- JJC Juvenile Hall Annual Inspection Report 2017
- Juvenile Hall / Juvenile Ranch Annual Report 2017, Santa Clara County, Santa Clara Valley Health and Hospital System, Custody Health Services
- Santa Clara County Fire Department Fire Clearance Notice, 2017
- Santa Clara County Fleet & Facilities Inspection Notice, 2017
- Santa Clara County Juvenile Justice Report 2017
- Santa Clara County Public Health Department Annual Environmental Health Inspection Report, 2018
- Santa Clara County Public Health Department Annual Nutritional Inspection Report, 2018
- Santa Clara County Public Health Department Annual Medical/Mental Health Evaluation Report, 2018
- SCCCOE 2018-19 Local Control and Accountability Plan (LCAP) and Local Educational Agency Plan
- Superior Court Judicial Inspection of Juvenile Hall Inspection, Aug 2018
- Title 15 Minimum Standards for Juvenile Facilities, Board of State and Community Corrections, eff. 1 January 2019