



NAPA COUNTY GRAND JURY  
2022-2023  
FINAL REPORT

JUNE 21, 2023

**NAPA COUNTY JUVENILE HALL**  
**Compliance and Implementation Report**  
**2022-2023 Grand Jury Report on Compliance and Implementation**  
**of**  
**Grand Jury Report Findings and Recommendations and Responses**  
**2019-2020: “Napa County Juvenile Hall Exceptional Cost**

## **2021-2022: “Napa County Juvenile Hall”**

### **SUMMARY**

The 2022-2023 Napa County Grand Jury (Jury) performed a Compliance and Implementation Review of the Napa County Juvenile Hall (NCJH) responses to reports issued by the 2019-2020 and 2021-2022 Napa County Grand Juries. The Jury reviewed these responses and chose to investigate the progress that has been made on the NCJH agreed-upon findings and recommendations made in these reports.

The Jury identified responses to four findings and recommendations where the NCJH committed to performing specific actions. The topics of these actions included staffing, program effectiveness, the New Horizons Academy, and library services. With the exception of staffing, the Jury found that compliance and implementation is in process.

### **BACKGROUND**

The Jury chose to submit a Compliance and Implementation Report of the NCJH in compliance with the California Penal Code Sec. 919 (b) which mandates a yearly inquiry into the management and conditions of all detention facilities in the County.

NCJH qualifies as one of the two detention facilities in Napa County. The other detention facility in Napa County is the Napa County Jail which comes under the Department of Corrections. The NCJH is administered by the Napa County Probation Department under the direction of the Chief Probation Officer (CPO).

The 2022-2023 Compliance and Implementation Report replaces the traditional comprehensive yearly inspection of NCJH. In the last year, the NCJH has been focused on Covid-19 restrictions, and preparing for June 2023, when California will close the last facilities operated by the Department of Juvenile Justice and shift responsibility for rehabilitating juveniles to local governments.

The Jury decided to focus on previous report findings and recommendations that the NCJH agreed to with the goal of determining if progress has been made.

### **METHODOLOGY**

The Jury reviewed the prior Napa County Grand Jury Juvenile Hall reports to identify the actions that the NCJH committed to performing. The Jury evaluated whether the actions were performed and to what extent.

The 2019-2020 report can be found here:

<https://www.napa.courts.ca.gov/system/files/napa-county-juvenile-hall-exceptional-costs-f.pdf>

The NCJH response to this report can be found here:

[https://www.napa.courts.ca.gov/system/files/general/gresponse\\_juvenile-hall\\_napacounty.pdf](https://www.napa.courts.ca.gov/system/files/general/gresponse_juvenile-hall_napacounty.pdf)

The 2021-2022 report can be found here:

<https://www.napa.courts.ca.gov/system/files/report-napa-county-juvenile-hall.pdf>

The NCJH response to this report can be found here:

<https://www.napa.courts.ca.gov/system/files/napa-county-board-supervisors-chief-probation-officer-f.pdf>

To conduct the evaluation, the Jury toured the NCJH facility. The tour was conducted by NCJH staff. The Jury observed the physical facility and received information concerning its investigation and the operation of the facility during the Covid-19 pandemic. The Jury performed a follow-up interview with administrative staff.

The Jury reviewed selected documents related to the operation of the NCJH. Three of those documents included the NCJH Procedures Manual, the guidelines outlined in the State of California Title 15 Minimum Standards for Juvenile Hall Facilities, and the Board of State and Community Corrections annual inspection.

## **DISCUSSION**

The respective Napa County Grand Juries and the NCJH agreed on four primary findings and recommendations centered around staffing and programming.

### **2019-2020 Grand Jury Report, Finding 3**

The 2019-2020 Grand Jury found that the facility was overstaffed based on the actual number of [youth].<sup>1</sup>

The NCJH agreed with the finding, stating:

*“As of August 1, 2019, a plan has been put in place to reduce the staffing levels while maintaining the safety of youth and staff, while continuing to offer current levels of Evidence Based programming to youth, and eliminating the need to lay off any staff.*

*[Anticipated] promotions and retirements along with three additional vacancies will create seven Juvenile Hall Counselor positions that will be left open, reducing the staffing levels in Juvenile Hall 25%.”<sup>2</sup>*

The Jury found that between 2019 and 2023, staffing has decreased 14%. The NCJH administrators believe that current staffing is necessary to satisfy Title 15 requirements and other factors, such as:

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<sup>1</sup> <https://www.napa.courts.ca.gov/system/files/napa-county-juvenile-hall-exceptional-costs-f.pdf>

<sup>2</sup> [https://www.napa.courts.ca.gov/system/files/general/gresponse\\_juvenile-hall\\_napacounty.pdf](https://www.napa.courts.ca.gov/system/files/general/gresponse_juvenile-hall_napacounty.pdf)

increased sick leave due to Covid-19, managing three potential housing areas, counseling services, court proceedings and associated staffing needs, youth recreation, family visitation, attorney visits, programming, bookings, releases, safety checks, schooling, and medical transportation. NCJH administrators are currently planning to increase staffing with three new counselors.

### **2021-2022 Grand Jury Report, Recommendation 5**

The 2021-2022 Grand Jury recommended the Chief Probation Officer should engage the [Juvenile Justice Coordinating Council], [The Juvenile Justice Commission], and [Napa County Office of Education] in the design, creation, and implementation of the New Horizons Academy as a way to address excess Juvenile Hall capacity and the needs of a broader range of youth. The design should focus on the provision of additional services to probationary youth not requiring detention in a secure facility, but who would benefit from a supervised residential program with easy access to a comprehensive educational program and mental health services.<sup>3</sup>

The Chief Probation Officer responded:

*“The Department is actively engaged in redesigning a juvenile camp program that will provide individualized services to youth who require intensive rehabilitative services in a secure environment as well as re-evaluate other programs....”<sup>4</sup>*

The Juvenile Justice Coordinating Council responded:

*“The Juvenile Justice Coordinating Council will advise the Chief Probation Officer on the design, creation, and implementation of a new probation camp program in Juvenile Hall in collaboration with partner agencies as a way to address capacity and use successful programs like the audio studio while creating new innovative ways to support the success of local youth.”<sup>5</sup>*

The Jury found that the New Horizons Academy shut down as result of Covid-19 and a new camp program is in development. The NCJH still agrees that a camp program is a better way to serve the youth while maximizing the space and staffing.

### **2021-2022 Grand Jury Report, Finding 2**

The 2021-2022 Grand Jury found in part that as a result of an inadequate data system, there is no way to tell how effective the different paths or programs may be, as recently noted by the [Board of State and Community Corrections].<sup>6</sup>

The Juvenile Justice Coordinating Council responded:

*“The Juvenile Justice Coordinating Council acknowledges that a consulting firm, Shared Vision, has been engaged to conduct a survey of the services available to youth and families in*

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<sup>3</sup> <https://www.napa.courts.ca.gov/system/files/report-napa-county-juvenile-hall.pdf>

<sup>4</sup> <https://www.napa.courts.ca.gov/system/files/napa-county-board-supervisors-chief-probation-officer-f.pdf>

<sup>5</sup> <https://www.napa.courts.ca.gov/system/files/napa-county-board-supervisors-chief-probation-officer-f.pdf>

<sup>6</sup> <https://www.napa.courts.ca.gov/system/files/report-napa-county-juvenile-hall.pdf>

*the community so Probation can better serve the needs of the youth. The consulting company is contracted to review, design, and implement a county-wide all-inclusive plan for prevention strategies and services as well as service integration for at-risk youth and their families. This process will include focus groups and community listening sessions designed to ensure there is community engagement in the juvenile justice plan as well as prioritizing effective interventions and leveraging existing resources and projects with a goal of enhancing coordinated services to youth and families in Napa County.”<sup>7</sup>*

The Jury found that NCJH has contracted with Shared Vision Consultants for the 2022/2023 fiscal year. NCJH is actively working with Shared Vision Consultants to design the community outreach plan and engage stakeholders in the process.

The project was commissioned under the SB 823 funding from the State of California that was provided for the closure of the California Department of Juvenile Justice. The State realigned this youth population to the local level. Napa County has a contract with the Shared Vision Consultants with a maximum of \$121,480 for the entirety of the contract. It is unclear whether program evaluation will be part of the survey.

### **2021-2022 Grand Jury Report, Recommendation 6**

The 2021-2022 Grand Jury recommended that leaders from the Office of Probation, from [Napa County Office of Education], and from the Napa County Library meet to study programs in other counties and to develop an informal memo of understanding to outline how youth in [NCJH] will have full access to robust library services.<sup>8</sup>

The Chief Probation Officer responded:

*“This recommendation has not yet been implemented but will be implemented in part in the next year. The Chief Probation Officer and the Napa County Superintendent of Schools will collaborate with the Napa County Library to understand the options of potential integration of the library into Juvenile Hall programming.”<sup>9</sup>*

The Jury found that NCJH and the Napa County Library are in discussions regarding potential programs and resources for youth. To date, the partnership has consisted of book donations from the library to NCJH. The Napa County Library considers this partnership an extension of library outreach. The Jury does not believe that a memorandum of understanding, as recommended by the previous Grand Jury, would be necessary to start the collaboration.

## **FINDINGS**

The Jury finds that:

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<sup>7</sup> <https://www.napa.courts.ca.gov/system/files/napa-county-board-supervisors-chief-probation-officer-f.pdf>

<sup>8</sup> <https://www.napa.courts.ca.gov/system/files/report-napa-county-juvenile-hall.pdf>

<sup>9</sup> <https://www.napa.courts.ca.gov/system/files/napa-county-board-supervisors-chief-probation-officer-f.pdf>

- F1. The overall staffing for NCJH has been reduced by 14% rather than 25%. The NCJH has based its staffing levels on Title 15 requirements and other factors, and anticipates increasing staff.
- F2. The New Horizons Academy program has been discontinued and a new camp program is in development.
- F3. The Shared Vision consulting firm is currently identifying resources for youths in Napa County and plans to report back with specific recommendations for program development for NCJH. The survey should include measures for program efficacy and evaluation.
- F4. The NCJH is in discussions with the Napa County Library to increase reading resources and services in the NCJH library for the youth.

## **COMMENDATIONS**

1. The Napa Grand Jury commends the NCJH for managing the Covid-19 pandemic with minimal cases.

## **REQUEST FOR RESPONSES**

The following responses are required pursuant to Penal Code sections 933 and 933.05:

From the following county officials within 90 days:

- Board of Supervisors: F1, F2, F3, F4

The following unelected local government officials are invited to respond within 90 days:

- The Napa County Chief Probation Officer: F1, F2, F3, F4
- Superintendent, Napa County Juvenile Hall: F1, F2, F3, F4

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