

March 7, 2023

REVISED MOTION BY SUPERVISORS LINDSEY P. HORVATH AND JANICE HAHN

Adopting a Global Plan for the Probation Department’s Halls and Camps

The Los Angeles County Probation Department (Department) holds proprietorship over 17 County detention facilities. Of the 17, two are currently operating as juvenile hall facilities with a combined census of approximately 380: Barry J. Nidorf Juvenile Hall and Central Juvenile Hall. Of the remaining 15 facilities, four are currently operating as juvenile camps with a combined census of just 86: Camp Afflerbaugh, Camp Rockey, Camp Paige, and Campus Kilpatrick.

Of the remaining 11 facilities, Camp Scott was temporarily closed during the COVID pandemic. The young women assigned to Camp Scott are currently housed at Dorothy Kirby Center. Dorothy Kirby Center, a level 14 placement, has a census of 53 (not including the young women from Camp Scott). The remaining nine facilities are currently closed but four (Camp Miller, Camp Gonzales, Challenger Memorial Youth Center, and a portion of Los Padrinos Juvenile Hall) are slated for specialized programming; one is slated for demolition (Camp Routh); and one is on permanent loan

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to the Fire Department (Camp Holton). The remaining three (Camp Scudder, Camp Munz, and Camp Mendenhall) have been out of active service ~~closed~~ since at least 2016.

This is the universe of possibilities that has guided the Department, the Juvenile Justice Realignment Block Grant subcommittee (JJRBG), and community stakeholders as the County has endeavored to plan for the realignment of the State's Division of Juvenile Justice (DJJ). The DJJ realignment, and related closure of all State juvenile detention facilities, will bring a new population to the County and will necessitate the County establishing placement sites ~~a new type of facility~~ referred to as the Secure Youth Treatment Facility (SYTF). In the nearly three years since the State announced this realignment plan, the Department's camp census has continued to shrink while the juvenile hall and SYTF censuses have grown at an alarming rate. At the same time, the State plans to close its facilities by July of this year and, accordingly, has started to transition young people from the DJJ to the County.

Much time over the last three years has been devoted to identifying the sites that will serve as SYTF. Every proposed site has been met with community resistance, litigation, and threats of litigation. Nevertheless, the Department and the JJRBG continued their work and have now submitted a set of recommendations to the Board. Likewise, the Board persisted in its decision to use Campus Kilpatrick as an temporary SYTF. Through a process of careful and thoughtful consideration, referred to as the Multi-Disciplinary Team (MDT) assessment, the Department moved a very small group of young men to Campus Kilpatrick. In the months since the Department initiated this effort, the young men have thrived at Campus Kilpatrick and there has not been a single

incident that would give rise to any concerns about continuing to use Campus Kilpatrick as an SYTF. In fact, the only incident of concern that has been reported on about Campus Kilpatrick occurred *before* its use as an SYTF. Upon completion of approved pending security enhancements, Campus Kilpatrick is ready to continue serve as an temporary SYTF to more young people.

In contrast to the success of Campus Kilpatrick, the other location being used to house the ~~as an~~ SYTF population, Barry J. Nidorf, is sorely lacking the core components of a successful program: dedicated staff and meaningful programming. The Department received an initial investment of \$38M from the State to serve this specific population (with more to come). Nevertheless, the Department has yet to infuse Barry J. Nidorf with meaningful programming, much less develop a detailed programming plan for all future SYTF youth. As one young man from the Barry J. Nidorf SYTF unit stated, "I've been placed here to participate in a program that does not exist."

The Department's staffing plan for Barry J. Nidorf is equally problematic. The SYTF unit lacks dedicated and consistent staff. Persistent callouts have left Department leadership scrambling and resorting to desperate measures to make sure all shifts are covered. The Department requested authority to hire, and the Board obliged by approving 150 positions. But the Department is staffing up at the incoming level (Detention Services Officers) even though the population at Barry J. Nidorf is growing exponentially in the SYTF unit which all stakeholders agree needs to be staffed by higher level staff (Deputy Probation Officers).

Staffing is also an issue at Campus Kilpatrick. Even though Campus Kilpatrick has capacity for 42 young people, there are only 11 housed there presently. This is

partly due to state-mandated security enhancements, which are pending. But even if those security enhancements were completed instantaneously, the Department cannot properly staff Campus Kilpatrick at capacity due to the lack of staff housing. Housing accommodations for staff are a benefit bestowed in the County (but not other counties) to accommodate another benefit—the 56-hour work week. Campus Kilpatrick was intentionally designed for a traditional work week or, at the very least, a hybrid staff schedule because all the research that informed the LA Model demonstrated that the 56-hour work week is not conducive to therapeutic treatment models.

Meanwhile, the Probation Camps have seen their censuses drop considerably in recent years. Camps Paige, Rockey, and Afflerbaugh have a combined capacity of 346 but currently house a collective population of 75. Nevertheless, staffing levels remain unchanged and until the Board directed the Chief Executive Officer (CEO) to step in, the Department did not take proactive steps to examine staffing levels and adjust for the shrinking population. The CEO's staffing analysis is not yet complete but will likely reveal staffing levels that are higher than needed in the Probation Camps. Probation Camps are staffed by the Deputy Probation Officers (DPOs) all stakeholders have acknowledged are desperately needed in the juvenile halls. It is no longer tenable for the camps to be so robustly staffed with DPOs while juvenile halls, where the bulk of the SYTF population is housed, are staffed by DSOs and floating DPOs. This ineffective staffing structure will only exacerbate the volatile conditions in the juvenile halls.

WE, THEREFORE, MOVE that the Board of Supervisors:

1. Direct the Probation Department to issue the internal special recruitment notice for SYTF staff within 24 hours of the Board's approval of this

directive and to establish a formal SYTF unit or bureau within 30 days of approval of this directive;

2. Direct the Probation Department, in partnership with the Director of DYD, and in consultation with an ad hoc committee of the Juvenile Justice Realignment Block Grant Subcommittee (JJRBG), to report back in writing in 30 days with finalized programming recommendations, to be funded with SB823/SB92 funds, specifically for the SYTF unit at Barry J. Nidorf Juvenile Hall. These recommendations should be informed by needs identified in the Individual Rehabilitation Plans being ordered by the Court, as well as feedback young people have given regarding their areas of interest, including art therapy, age and interest-appropriate reading materials and books, vocational and life skills training (in person or online), computer training (in person or online), tutoring and teaching that supports (but does not replace) legally mandated education, higher education, and outdoor activities (e.g., sports, meditation, yoga);
3. Direct the Probation Department, in consultation with the Chief Executive Officer and County Counsel, to report back in 30 days with legally viable, but innovative, interim contracting solutions to implement the programming recommendations developed in response to Directive 2. Consideration should be given to existing contracts through relevant County departments that can be leveraged to implement Directive 2 with urgency.;
4. Authorize the Director of the DYD, with 30 days advance notice to the Board, to execute additional sole source credible messenger contracts, as

needed, to ensure credible messengers are integrated into all SYTF; and delegate authority to the Director of the DYD to amend existing Credible Messenger Programming and Training contract funding amounts to ensure sufficient Credible Messenger staffing levels, using DYD's existing funding and with notice provided to the Board prior to executing these amendments;

5. Direct the Probation Department, in partnership with the Internal Services Department (ISD) and, in consultation with CEO and County Counsel, using the recommendations adopted by the JJRBG as a guide, to report back in writing in 15 days with a potential short-term facilities plan that can be implemented within 30 days of receiving approval from the Board, subject to all analysis required under CEQA. The short-term plan must be temporary and feasible to implement without the need for extensive renovations, security enhancements, or hiring and must be designed with the primary objective of decompressing the population at Barry J. Nidorf. Consideration should be given to the following:

- a. Temporarily reopening Los Padrinos Juvenile Hall, with existing staff, to house as many pre-disposition youth as possible;
- b. Relocation of all girls, women, or gender-expansive youth from Central Juvenile Hall to, primarily, Dorothy Kirby Center, and secondarily to other facilities, where an existing therapeutic model can be used to facilitate the Board's girls decarceration initiative;
- c. Expediting security enhancements at Campus Kilpatrick and,

pending completion of those security enhancements, initiating the MDT assessments that will allow the Department to increase the SYTF population at Campus Kilpatrick to no less than 20 young people until staffing and housing accommodations are in place to support the full temporary capacity of 42; and

d. Consolidation of the three east County Probation Camps (Rockey, Paige and Afflerbaugh) into two camps.

6. Direct the Probation Department, in partnership with ISD and Public Works, and in consultation with the CEO and County Counsel, using the recommendations adopted by the JJRBG, to report back in writing in 30 days with an potential interim facilities plan that can be implemented in 1-2 years of receiving approval from the Board, subject to all analysis required under CEQA. The potential interim plan must include:

- a. A plan to physically partition the eastern portion of Barry J. Nidorf and create a new 72 beds SYTF campus that will operate on a traditional work schedule;
- b. A plan to expand the number of youth eligible for Pinegrove Fire Camp; and
- c. An updated on the progress made in establishing Step Down programs in line with the 12/20/22 motion “Creating less restrictive programs for eligible secure youth treatment facility and division of juvenile justice youth essential for successful transformation and community reentry”.

7. Direct the Probation Department, in partnership with ISD and Public Works and, in consultation with CEO and County Counsel, following the recommendations adopted by the JJRBG, to report back in writing in 45 days with a potential long-term facilities plan that ~~can~~ could be implemented ~~within~~ in phases over 2-5 years of receiving approval from the Board, subject to all analysis required by CEQA. The potential long-term plan must include:
 - a. A timeline for each component of the proposed plan;
 - b. A proposed plan to upgrade DKC with the required facility and security enhancements for use as an SYTF for girls and gender expansive youth;
 - c. A proposed plan to renovate Camp Scott to end the temporary use of Dorothy Kirby, return young women and girls from Dorothy Kirby Center to Camp Scott, and operate Camp Scott as the one County detention facility for all girls, young women, and gender expensive youth; and
 - d. Include a schedule for proposed renovations to ~~renovate~~ Camp Miller to support staff housing, green space for outdoor recreation, classrooms, a teen technology center, offices for community-based organizations, and other ancillary needs for Campus Kilpatrick.
8. Find that the included actions are not subject to the California Environmental Quality Act (CEQA) because they are activities that are excluded from the definition of a project per Section 21065 of the Public

Resources Code and consist of organizational or administrative activity of government that will not result in direct or indirect physical changes in the environment, pursuant to Section 15378(b)(5) of the State CEQA Guidelines. Prior to approving and/or implementing any activity that would constitute a project under CEQA, appropriate environmental findings by the Board of Supervisors (Board) would be necessary.

9. Direct the Probation Department to report to the Board at a regularly scheduled meeting on a quarterly basis with an update on the status of all the above directives.