

COUNTY OF LOS ANGELES
PROBATION DEPARTMENT

Embracing the Future

Elimination of Chemical Agents in the
Probation Department's Juvenile Facilities and
Development of Youth-Centered Therapeutic Milieus
and Staff Support Systems

Prepared for the County of Los Angeles Board of Supervisors



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Background

In response to the County of Los Angeles Board of Supervisors' (Board) February 19, 2019 motions related to phasing out the use of Oleoresin Capsicum (OC) spray in the juvenile facilities, the Probation Department ("Probation" or "Department") submitted an interim report to the Board on May 24, 2019, that outlined the Probation Department's comprehensive plan ("plan") for the phased elimination of OC spray in all Probation facilities that house youth. The issuance of our interim report assisted us in receiving additional feedback as we refined our plan, of which, due to the complexity, remains an evolving process.

This document serves as the official report that provides a structured timeline for the phasing out of OC spray at the juvenile facilities, and a strategic plan that synthesizes and addresses the related recommendations provided by the Office of the Inspector General (OIG) in their reports of February 4, 2019 and March 8, 2019, and by the Probation Reform and Implementation Team (PRIT) in their report of May 1, 2019. The Department's responses to the OIG and PRIT's recommendations are included in this report as Appendices A and B, respectively. In addition, the resources requests in support of the strategies for the Probation Departments staffing augmentation and other needs are identified in Appendix C and equate to approximately \$39 million and requires additional review and discussion with the Chief Executive Office (CEO). Increased partner agency costs are not included in the Probation Department's projections as these are being submitted separately.

This final report will be available for presentation to the Board at their meeting on June 25, 2019. The Department's strategies propose a paradigm shift in juvenile detention services that are based on a move toward implementing alternative approaches to supervision, rehabilitation and behavior management that address the underlying cultural and programmatic issues that lead to use of physical interventions.

The elimination of the issuance of OC spray in the juvenile camps will be completed by July 31, 2019, due to the impending closure of the only remaining camp currently authorized to issue OC spray. As a result, this report focuses on a phased approach to the elimination of OC spray in the two juvenile halls that will remain open: Barry J. Nidorf Juvenile Hall (BJNJH) and Central Juvenile Hall (CJH).¹

In accordance with Section 626 of the Welfare and Institutions Code (WIC), juvenile halls are charged with protecting the community and providing for the physical and social needs of detained youth in a safe and secure environment until disposition of their cases by the courts. Juvenile halls are utilized for pre-adjudicated youth, while juvenile camps provide a post-disposition option. Detained youth are provided with educational services and programs that are designed to assist with rehabilitation and help youth reduce undesirable behaviors and increase pro-social behaviors. Detention is an opportunity to assist in redirecting youth involved in the criminal justice system toward a positive, more productive, law-abiding lifestyle.

¹ Los Padinos Juvenile Hall will be closed by July 31, 2019.

Over the past 15-20 years, the number of youth detained in Los Angeles County has significantly decreased. Much of this reduction can be attributed to the Title IV-E Waiver Program that provided an influx of Federal and State funds to be used flexibly for pre-placement activities for youth who crossed over from dependency to delinquency. Participating Probation Departments received funds to develop alternatives to out-of-home-care that targeted the root causes of delinquency, including poor family functioning, truancy and negative educational attainment, social isolation, antisocial peers, substance abuse, and mental health needs.

The reduction in detained youth has yielded a concentrated juvenile hall population of high-risk/high-need youth without a commensurate shift in supervision and treatment model in the juvenile halls, likely contributing to an increased number of incidents related to youth-on-youth and youth-on-staff violence. While there has been an investment in various training throughout the years to address youth supervision, an increase in that training and other resources are needed to better address the needs of the youth, increase staff competency and to address correctional stressors – all designed to develop an environment that creates a new model that improves outcomes for our youth while making the work more meaningful for the staff and others working in our facilities. This will be accomplished through an innovative plan steeped in an integrated relationship with our behavioral health partners and educational/program providers as the foundation of the new model.

Detained youth are characterized by wide-ranging needs, creating complex and demanding requirements which pose a challenge for effective management of youth behaviors. Experience indicates that youth act out when their basic needs are unmet; they feel unsafe, are bored, and/or do not feel respected and heard. A trend has emerged in the halls with an increase in violence and a corresponding greater staff reliance on use of OC spray as an initial incident response. All of this demands a new program model as the preference to physical intervention will always be engagement with detained youth to quell problems before they arise, use of de-escalation techniques as incidents begin, and use of graduated physical intervention techniques, if, absolutely necessary. We believe this plan will help accomplish this vision,

Executive Summary

Safe and humane environments for all youth and staff are our utmost priority as we undertake several actions to lay the groundwork for the phased elimination of OC spray.² As described in this report, much preparatory work has been and will be required prior to phasing out the use of OC spray in the safest manner possible. Examples of these efforts are included in this report.

The Department and partner agencies worked to evaluate if OC could be eliminated by the end of 2019 as directed by the Board of Supervisors. In working with consultants, receiving feedback from the Probation Reform Implementation Team (PRIT) and learning from other jurisdictions, the Department learned that much preparatory work must occur before moving into a phased approach. The Department, employees and our stakeholders all want a safe transition and believe the plan presented demonstrate all of the planning efforts necessary before placing units into a phase out strategy.

After a significant preparatory phase, the actual planned phase out of OC in specific living units will begin on September 1, 2019, with the eventual elimination of the availability of OC spray by September 2020. We recognize that this exceeds the Board's stated timeframe to eliminate OC spray by the end of this calendar year, and believe that due to the complexity involved, the removal of OC spray needs to be conducted in a manner that allows taking all of the steps to ensure staff have and are trained in alternatives to the use of OC spray for their safety, and equally, the safety of the youth in our care. This includes finalizing our training plan and negotiating with labor organizations, working with CEO on the funding of our strategies, renovating housing units, and entering into contracts to enhance services. Our timeframe is also ambitious when compared to the duration of time that Louisiana and Oklahoma implemented their OC spray phase-outs, where it took them two years for successful elimination.

However, we are pleased to report that the option to use OC spray will be eliminated at all juvenile camps by July 31, 2019, consistent with the closure of the Challenger Memorial Youth Center (CMYC). Additionally, Probation will move next into the phase out one month later in the juvenile halls on September 1, 2019, immediately following one month of the closure of Los Padrinos Juvenile Hall (LPJH).

The Department has been working with an expert consultant experienced in assisting jurisdictions to eliminate the use of OC spray as well as a consultant well-versed in creating trauma-responsive juvenile justice environments. These experts, and others, have assisted in the preparation of this plan. The plan also takes into consideration the recommendations of the OIG and the PRIT, as noted throughout the report, and relies upon feedback by the Public Defender's Office.

The Public Defender would like to support this effort to address the needs of their clients through the augmentation of social workers who would be assigned to the juvenile halls, as well as staff to assist with youth in placement. We will work with DMH, Public Health, Juvenile Court Health Services to fully evaluate and refine requests for resources for the CEO's consideration. In addition, we will work with community advocates to help inform our OC elimination plan.

² No alternative chemical agent solution will replace OC spray. The only physical intervention that will ultimately be permitted for emergencies will consist of physical strength and/or holds.

The Department has established a collaborative working group comprised of representatives from labor, the Department of Mental Health (DMH), Public Defender (PD), Alternate Public Defender (APD), the Los Angeles County Office of Education (LACOE), and other stakeholders who have contributed to the development of paradigm shift in service provision and informing this final report. As part of this process and to learn from others' efforts, representatives of this team have visited jurisdictions across the country that have eliminated OC spray, or are in the planning phase or process of doing so.

Probation sent representatives to Louisiana, as a jurisdiction identified by CJCA as leaders in the reduction and elimination of chemical restraints. The Department also sent representatives to the San Diego and Santa Clara County Probation Departments, and intends to conduct similar site visits in New York and Sacramento. We have met with numerous stakeholders to listen to ideas, share our thoughts and ensure their concerns are taken into consideration in this final report.

The initial phase in the elimination of OC spray has already begun as the planning stage. As with any complex, sensitive and progressive initiative, numerous strategies are necessary to provide staff, youth, service providers, and facilities the tools needed to prepare for the successful implementation of this paradigm shift. The following outlines our key strategies for the phased elimination of OC spray in the juvenile facilities which focus on the:

- 1) Elimination of OC spray in the juvenile camps by July 31, 2019, with the closure of CMYC.
- 2) Planning for the elimination of OC spray in the juvenile halls which will begin on September 1, 2019, one month after the closure of LPJH on July 31, 2019. To begin the phased removal of OC spray in the juvenile halls, the Department will require significant preparatory work, including the following:
 - Creation and dissemination of a communication strategy for staff and youth to be fully aware of pilot project goals.
 - Conduct listening sessions at each of the facilities to provide staff and youth with opportunities to ask questions and/or share concerns regarding the pilot phase-outs.
 - Update the Department's policies and procedures, including Physical Intervention (formerly, Use of Force) Policy.
 - Complete analysis of data on the historical usage of OC spray and staff assaults to determine how to best phase elimination and redistribute staff to create a balance of experienced and less experienced staff, as well as pairing those who are more comfortable engaging youth without the use of OC spray with those who have been more reliant on using OC spray during critical incidents.
 - Prior to implementing the initial phase-out of OC spray, interagency training will be provided to prepare all staff working in juvenile halls for the changes, including de-escalation, trauma informed treatment, youth engagement and physical intervention.

- Establish a Centralized Physical Intervention Review Team to review physical interventions to provide debriefing that facilitates continual improvement in our training and service delivery.
- 3) Elimination of OC in the juvenile halls in each housing unit through a gradual phase-out consisting of the four phases identified below, where we anticipate clustering groups of housing units to begin the process. Effective September 1, 2019, staff will no longer be mandated to carry OC spray on their person as part of their duty equipment. However, staff will have the option to carry it up until they enter the restricted phase.

- **Phase 1 – Training, Programming and Assessment (TPA).** During this phase, we will initiate the training of staff, introduce or enhance new programming into the units and assess if our staff are prepared to proceed to the next phase. Staff will be provided with the option to still carry pepper spray during this phase as they receive the training and feel comfortable to voluntarily relinquish it as we move into the restricted phase. This step may last 30-60 days depending on the historical frequency of use of OC in the particular housing unit as well as if the staff and youth feel equipped with progressing to the next stage of the phase out.

After being trained, staff will have the option to **not** carry OC spray in their assigned housing unit. We anticipate some staff selecting this option, as we know most staff do not use OC spray. This step may last 30-60 days, depending on the historical frequency of use of OC in the particular housing unit and staff and youth comfort with progressing to the next stage of the phase out.

- **Phase 2 - Restricted Stage.** After the TPA Stage (30-60 day period during which staff can opt to **not** carry OC spray), the issuance of OC spray in the housing unit will be restricted to two (2) staff per shift. The selection of those two staff is still under consideration and requires further discussion with our labor partners. This step may last 60-90 days, depending on outcomes.
- **Phase 3 - Secured Stage.** After the Restricted Stage (60-90 day period when only two unit staff per shift are carrying OC spray), two OC spray canisters will be secured in a locked box in the unit and only accessible during extreme emergencies. Locked boxes will need to be procured and installed during the planning phase.
- **Phase 4 - Elimination.** Each unit and area will be independently assessed based on analysis as to when OC will be eliminated from specific units. The last staff to carry or be able to access OC spray in a hall will generally be non-clinical crisis response personnel who are not assigned to living units will not have OC spray available in the living units. The analysis of readiness to eliminate the secured canisters of OC spray will be based on the status of program enhancements, staff and youth feedback on training and programmatic services supporting the effort; a review of incidents giving rise to use of OC spray and outcomes of those events; and responses and supports given to address on-going issues or conflict in individual units.

The Department has analyzed OC usage data in preparation of allowing the facilities to begin the four-step approach. We developed an OC Phase-Out Tentative Schedule that

illustrates that the units with the least amount of OC spray usage will be the first to begin the gradual elimination of OC, while the units with the highest amount of usage will not be included in the first units to begin the process. The units with high prevalence rates will also be afforded enhanced services as resources permit as a priority initiative. The schedule will be updated monthly, with the intention of transitioning units as expeditiously as possible from one phase to next, consistent with outcome evaluations and adjustments. Time, evaluation and experience will dictate the strategy as there will be lessons learned as the program progresses.

Once the phase-out process begins in September, we anticipate within 8-9 months, no staff working in a living unit will be issued OC to carry on their person and within 12 months, OC will only be available in secured boxes for extreme emergencies. We also anticipate that the placement of OC in secured boxes, after the spray has been eliminated from all living units, will last approximately three months before OC spray is completely phased out.³

4) Development of a strategic long-term implementation plan for youth-centered therapeutic milieus (environments) that utilizes the principles of the LA Model and best practices identified in the Youth in Custody Practice Model (YICPM) to guide the paradigm shift in Probation juvenile facilities from a custodial focus to a more supportive, safe, and therapeutic milieu. This will require a significant investment in resources to include mental health services for the juvenile halls, programs and training similar to that which has been implemented at camps, and long-term physical plant improvements. The following will be necessary:

- Collaboration with DMH to expand/develop youth-centered programming and enhance our de-escalation and communication efforts working with youth in crisis. This will require augmentations to DMH staffing to enable the establishment of Crisis Stabilization Units and DMH's Response Teams at BJNJH and CJH; and an increase in clinical personnel in housing units, all of which will require a funding source(s), as these services are likely not covered by Medi-Cal or Mental Health Services Act funds.
- Move towards the implementation of the LA Model⁴ in the juvenile halls, that includes using a Multi-Disciplinary Team (MDT) approach for case management using a Positive Youth Development framework.
- Acquire programs that teach youth the soft skills competencies (emotion management, empathy, teamwork, responsibility, initiative, and problem solving) that yield peak physical, emotional and cognitive functioning so that all youth can expect to experience fulfilled lives and contribute to the greater good.
- Improve, create, and enhance programming in areas of education, artistic expression, job readiness training, gang interdiction, conflict resolution, parenting, restorative justice, and recreation.

³ Refer to Chart on Page 21 for specifics

⁴ The LA Model is an adaptation of the Missouri Model, which is a multidisciplinary support system for youth.

- Based on the Principles of Effective Interventions,⁵ and the Risk, Need and Responsivity Model,⁶ provide a variety of youth programming options to create safer facilities, as youth who are engaged, busy, and interested in participating in activities are less likely to act out or cause disruptions.
- In collaboration with County partners and service providers, augment the Behavior Management Program to support the needs of short-term and longer-term populations.
- Continue participating in Credible Messenger initiatives, including gang intervention strategies to connect young people with mentors with lived experiences to intervene and reduce a youth's potential to return to gang involvement and criminal activities.

5) Preventative strategies and staff support systems that include:

- Changing the culture of institutions to provide for a therapeutic environment by adopting a Positive Youth Development framework, and training staff in de-escalation techniques, Crisis Communications, Behavior Management, and Rapport-Based Supervision to provide staff with tools to prevent and address youth in crisis.
- An enhanced staffing model based on the principles of the LA Model, designed to support a small-group, therapeutic living unit structure to create more positive and interactive relationships amongst staff and youth and provide sufficient staff to supervise the youth in a myriad of activities, pending the completion of a "staffing structure needs analysis" with an ideal supervision ratio of 1:5⁷ during normal waking hours instead of the current 1:8 staffing ratio;
- Add DPO IIs, Treatment and Counseling, to collaborate with DMH in the development of DMH - Resource Teams to respond to crisis situations.
- Introduction of the Deputy Probation Officer III classification in juvenile halls to allow subject matter experts to perform the function of master trainers in a variety of institutional practices.

⁵ Andrews, Bonta & Hoge, 1990; Gendreau, 1996; Gendreau & Andrews, 1990

⁶ (Bonta, J. & Andrews, D. (2006-2007).

⁷ Nationwide, mental health facilities have recognized that best practices for the care of both adult and youth in care range with ratios from 1:1 for intensive care type units to 1:4 for crisis stabilization type units. National standards also support a higher level of supervision than that proposed by the Department. For example, the Institute for Judicial Administration and American Bar Association's Juvenile Justice Standards provide for a staff ratio of 1:4 during waking hours⁷. The committee that helped develop the LA Model identified an ideal staffing ratio for a post adjudicated camp setting of 1:6, an environment that does not parallel the needs of youth in a pre-adjudicated detention setting. Therefore, the Department is seeking a staffing ratio of 1:5, which will allow for more focused assistance and supervision from staff, but that would be less staff-intensive than the crisis stabilization models. This staffing model would also ensure that each facility exceed the mandatory minimums of 1:8 set forth by the PREA Standards (2003).

- Increased supervision through additional Supervising Detention Services Officers on each shift for increased staff support, safety, training, and accountability. (Refer to Appendix C)
- Adopt Guiding Principles to create a therapeutic environment for staff to promote their well-being by expanding the availability of wellness centers and wellness breaks and encouraging participation in Employee Support Services, Employee Assistance and Peer Support Programs.
- Juvenile Institutions Safety committees have been organized at each juvenile facility consisting of various levels of facility personnel, including executive management, union representatives, County agency partners, i.e. DMH, Juvenile Court Health Services, LACOE, and line staff, to address facility concerns and/or issues, including systemic policy and procedural barriers, with a focus on collaboration to improve the safety of youth and staff. These committees are responsible for creating opportunities for facility staff to have a voice through various means, including surveys and/or town hall-style meetings.
- Short-term facility renovations and furniture replacement to improve the conditions for all youth and staff.
- Issuance of new radios to assist staff with summoning assistance when necessary.
- Establishment of a Policy and Training Development Team consisting of subject matter experts and other stakeholders (e.g., Probation Oversight Commission, County Counsel, labor representatives, Youth Councils, OIG, DMH, LACOE, program providers) to develop a comprehensive set of policies and trainings required to implement the paradigm shift from an ethos of “custody and control” to one that is more therapeutic in nature. This team will create a dynamic training and policy development protocol for continuous quality improvement. We will continue to work with the CEO on a resource request.

6) Support systems for physical intervention accountability, such as:

- Several committees and support teams (Force Intervention Response Support Team, Department’s Force Review Committee, Critical Incident Leadership Team, and a Policy and Training Development Team) have been or will be established to validate and track the results of the Department’s OC spray phase-out strategies. These will be responsible for reviewing the stages of the transition and will continue to provide feedback to make any necessary changes as the process evolves to evaluate training, programming, and other needs identified as OC spray is eliminated.
- A reform of the Internal Affairs Bureau to improve the quality of investigations, reduce unnecessary investigation through improved fact finding, and to complete more timely investigations.
- The operation of a centralized, 24-hour, seven-days a week, Probation radio command center to ensure that distress signals and requests for support are

reported and quickly responded to by camp, hall, transportation, and field personnel, and that outside aid from law enforcement, medical, or fire can be summoned quickly during a major emergency. We will work with the CEO to explore what resources are necessary to create a 24/7 radio command center to support all halls, camps, transportation details and staff working in the field.

For over two decades, Probation has trained staff that OC spray is a tool to utilize in case of emergencies. The Department understands that the restriction and eventual elimination of OC spray is a significant change to the facilities and for the staff who are currently permitted to use the chemical agent but understands and supports the direction in the evolution of juvenile justice in Los Angeles County. Cognizant of this, Probation will take a comprehensive approach to lead transformation of the culture, rehabilitative programming and atmosphere to a trauma-focused, healing and stable setting, supportive of the phased elimination of OC spray.

By creating a profound paradigm shift of trauma-informed service provision in the juvenile halls, improving the environments, including providing sufficient staffing, training, programming, and increased accountability, the use of OC spray can become a thing of the past, resulting in permanent and lasting positive culture change.

An operation the size of the Probation Department, will require a great deal of support and resources to realize the desired improvements. In partnership with both our internal and external stakeholders, we are building a foundation to help accomplish the needed tasks and smooth out the transition process. Building on recommendations from the Resource Development Associates' (RDA) report, PRIT, OIG, various audits, the Accountability Plan and the OC phase-out plan, much work remains for the Department to sustain transformation. In addition, the Department continues to advocate for resources identified in the Accountability Plan to augment various areas, including training, policy development, facilities management, information technology systems/staff and internal affairs investigations.

Appendix C provides a summary of the projected Probation costs associated with the major initiatives within this plan. Increased partner agency costs are not included in our projections as these are being submitted separately. The closure of LPJH likely could provide sufficient staff to reduce staff-to-youth supervision ratios from the current 8:1 to the desired 5:1 at the remaining two juvenile halls during the waking hours. However, for over a year, it has been the Department's intent to utilize savings from LPJH's closure to offset the sun setting of federal Title IV-E Waiver funding that will occur during FY 2019-20.

If LPJH savings is utilized to enhance juvenile hall staffing ratios, it will not be viable to address the substantial Title IV-E Waiver funding challenge. We continue working with our partner entities and the CEO to address these challenges, assessing the potential use of one-time revenue sources, and in the early stages of reviewing our other service delivery strategies to self-fund as much of our needs as possible. We are also aligning the timing of budget impacts consistent with known timeframes for the roll-out of initiatives such as training, hiring, procurement, and facility improvements. However, our internal funding strategies are not likely to bridge the full gap between existing resources and those needed for the initiatives described herein.

The following six sections provide additional information on the strategies identified above, much of which will require a significant paradigm shift and resources, as well as constant assessment and correction, as time and experience informs our collaborative approach.

I. OC Spray Elimination in the Juvenile Camps

Closure of Camp Onizuka and HOPE Center at Challenger Memorial Youth Center (CMYC)

CMYC remains the only Probation Camp that issues OC spray to staff, as other camps have been functioning for many years without the use of OC spray. As part of the Department's Camp Consolidation Plan, Camp Onizuka and the HOPE Center at CMYC are scheduled for closure on July 31, 2019, at which time, the Department will have effectively removed all OC spray usage by the Residential Treatment Services Bureau (RTSB) and will not be allowing the transfer of that option to other camps. The operations at all other RTSB facilities will proceed without any phase-out deployment. However, Probation will continue to evaluate training needs as the camps do experience incidents of several youth involved in fighting that warrant a continual evolution of training and programming to reduce incidents and increase staff skill in responding to such incidents.⁸

II. Planning for the Elimination of OC Spray in the Juvenile Halls

The preliminary phase in the elimination of OC spray has already begun with the planning stage. As with any complex and sensitive initiative, numerous actions are necessary to provide staff, youth, service providers, and facilities the tools necessary to begin to prepare for the successful implementation of the plan. Certain actions are required to begin the phased approach for the reduction and elimination of OC spray in the juvenile halls. This includes finalizing our training plan and negotiating with labor organizations, working with CEO on the funding of our strategies, and entering into contracts to enhance services. The following provides additional key actions involved in the preparatory phase:

Communication Strategy, Listening Sessions and Review Teams

- **Creation of Communication Strategy.** Create and disseminate a communication strategy for staff and youth to be fully aware of pilot project goals by the end of July 2019;
- **Conduct Listening Sessions.** Staff need to have opportunities to ask questions and/or share concerns regarding the pilot projects within each of the juvenile halls and make suggestions on how the program can be successful. Therefore, listening sessions are being conducted from June 12, 2019 through August 15, 2019, at each of the facilities with questions addressed

⁸ Note these closures also can assist with staffing costs of the plan.

by managers and constant improvement in training and programming to address the issues raised in these sessions. Youth are also being engaged to better understand what they feel would address the underlying factors that lead to disturbances.

- **Establish Centralized Physical Intervention Review Team.** All physical interventions will need to be reviewed to continue to improve training and programming. Probation will establish a centralized Physical Intervention Review Team to review such interventions to provide debriefing that facilitates continual improvement in our training and service delivery. Assuming approval of funding included in the current budget process, this team will be established by July 31, 2019;⁹
- **Convene Critical Incident Executive Leadership Team.** Convene, at the executive level, a Critical Incident Leadership Team to review all OC spray uses, in collaboration with labor and County partners.

Updates to Current Policies and Procedures

To create a foundation for the phase-out process, Departmental policies and procedures will be updated, including ones that are not specifically related to OC spray. The Department is updating the Physical Intervention (Use-of-Force) Policy, to clarify expectations and provide staff with de-escalation and physical intervention techniques to work through crisis situations without the use of OC spray. Examples include:

Updates to Physical Intervention Policy

- The Physical Intervention Policy and associated training will be fully updated by July 31, 2019.¹⁰ Although the use of OC spray will remain an option in the updated policy pursuant to our plan, the policy will reflect that its use will be phased out as the program is rolled out. The policy's section regarding OC spray will be removed as part of a future revision. As policy changes are finalized, they will be made available to the public via the Department's public website. All staff at BJNJH and CJH will be trained in the new policy by December 2019, with staff at camps being trained subsequently.
- To the degree that IT systems and resources allow, supporting physical intervention documentation templates will be updated to capture necessary data points to effectively monitor results (i.e., de-escalation tactics used, demographics of youth, associated injuries, post incident support). This process will include analysis of the mechanisms necessary to assist in the accurate capture of data that will help the Department maximize its data-driven decision processes as recommended by the OIG.

⁹ The FIRST team staffing request is pending Board of Supervisors approval in Fiscal Year 2019-20 budget. The timing of implementation is also dependent upon concurrent classification analysis and hiring.

¹⁰ OIG Recommendation 14: Make Necessary Policy Changes to Support the Elimination of Pepper Spray and Ensure Safety.

Closure of Los Padrinos Juvenile Hall

Attempting to reduce OC spray in multiple facilities with staffing constraints will prove challenging. Fortunately, since November 2018, Probation has been planning to close LPJH by July 31, 2019 to address critical fiscal challenges facing the department beginning in October 2019, due to reduced federal funding associated with the elimination of Title IV-E waiver. We have invited our labor partners to assist us with the process of redirecting staff and resources from LPJH, filling critical vacancies as well as augment staffing in the two remaining juvenile hall facilities. The redirecting of staffing will be accompanied by training staff on new policies and protocols in preparation for the OC spray phase out.

Additionally, Probation will be seeking support in further reducing supervision ratios in the two remaining juvenile halls from the current 1 staff per 8 youth to an ideal 1 staff per 5 youth during waking hours. This will enable the Department to provide additional staff to support enhanced programming and provide additional response staff should an incident occur. The closures of the CMYC and LPJH aid in addressing these challenges. However, while unrelated, those closures were planned to also assist with the potential Title IV-E Waiver revenue loss; therefore, the related resource request can be found in Appendix C which was also referenced in our FY 2019-20 Unmet Needs memorandum to the Board.

Finalizing Staff Training Curriculum and Plan

Prior to implementing the initial phase-out of OC spray, a training curriculum and plan will be finalized to ensure we prepare institutional staff for the change. A comprehensive overview of our staff training is provided in Section V of this report, describing additional interagency de-escalation, trauma-informed treatment, youth engagement, and physical intervention prior to moving a unit into the pilot program. Our overarching strategy to phase out the use of OC spray relies on the camp system's "LA Model" as the foundation for youth treatment in juvenile halls.¹¹

Renovation of Housing Units and Installation of Secured Boxes

As part of the preparatory phase, the housing units will require aesthetic improvements, such as painting and the installation of new furniture. In addition, we will need to install the secured boxes for the OC canisters.

¹¹ PRIT Recommendation 13: Focus on Training all Staff working with Youth in the Camps and Halls.

OC Usage and Staff Assaults Data Analyses

Probation has reviewed data on OC spray usage and staff assaults in the juvenile halls to determine how best to eliminate OC spray in phases.

OC Usage Analysis

As reflected in the OC (or Prevalence) Chart 1, Probation has reviewed data on OC usage at BJNJH, by living unit, from May 2018 through April 2019. We have identified that the usage of OC spray has been significantly less, for example, in Unit Z, one of the units that houses youth who are pending longer term adjudication in Juvenile Court, while usage has been significantly greater in the units that house the general population for shorter durations, such as J/K.

Chart 1

Barry J. Nidorf Juvenile Hall OC Use by Unit May 2018 - April 2019															
Unit	May-18	Jun-18	Jul-18	Aug-18	Sep-18	Oct-18	Nov-18	Dec-18	Jan-19	Feb-19	Mar-19	Apr-19	Total	Percentage	Avg per Month
Male Youth General Population Ages 14 - 18															
A/B	Closed	Closed	Closed	Closed	0	0	0	0	0	0	0	Closed	0	0.0%	0.00
C/D	1	0	3	Closed	Closed	Closed	0	0	0	0	0	2	6	3.7%	0.67
E/F	2	2	0	5	3	Closed	Closed	Closed	Closed	Closed	0	5	17	10.4%	2.43
G/H	0	Closed	0	3	5	2	1	0	1	0	3	2	17	10.4%	1.55
J/K	2	6	0	4	6	11	5	9	1	2	6	4	56	34.4%	4.67
Male Youth New Admits															
L/M	0	0	0	1	1	1	1	1	Closed	Closed	1	1	7	4.3%	0.70
Medical Unit															
MU	0	1	0	0	1	0	0	0	0	0	0	0	2	1.2%	0.17
Movement Control															
MVMT CTRL	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0%	0.00
HOPE Center Units															
Boys HOPE (N/O)	1	0	2	0	1	4	1	0	0	1	3	5	18	11.0%	1.50
Boys HOPE (P)	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	0	0.0%	0.00
Girls HOPE (Q)	2	0	0	0	0	0	0	0	0	0	0	1	3	1.8%	0.25
Compound HOPE (X)	0	0	0	1	0	0	0	0	0	0	0	0	1	0.6%	0.08
Male Youth Awaiting Movement to Camp															
R/S	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	0	1	3	1	5	3.1%	1.25
Female Youth															
T/V	1	2	4	1	0	1	1	0	0	1	0	4	15	9.2%	1.25
Male Youth filing in Adult Court/Pending Fitness (Compound Units)															
W	2	0	1	1	1	1	1	2	0	0	0	0	9	5.5%	0.75
Y	0	0	1	0	0	2	2	0	0	0	0	0	5	3.1%	0.42
Z	0	0	0	1	0	0	1	0	0	0	0	0	2	1.2%	0.17
Totals	11	11	11	17	18	22	13	12	2	5	16	25	163	100%	15.84

As reflected in the OC (or Prevalence) Chart 2, Probation has reviewed data on OC usage at CJH, by living unit, from May 2018 through April 2019. We have identified that the usage of OC spray has been significantly less, for example, in Unit BCARE, which houses dual-status youth, while usage has been significantly greater in the units that house the general population, such as Units M/N.

Chart 2

Central Juvenile Hall OC Use by Unit May 2018 - April 2019																
UNIT	May-18	Jun-18	Jul-18	Aug-18	Sep-18	Oct-18	Nov-18	Dec-18	Jan-19	Feb-19	Mar-19	Apr-19	Total	Percentage	Avg per Month	
Male Youth General Population Ages 14 - 18																
E/F	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	3	1	0	4	2.3%	1.33	
G/H	0	2	3	1	0	0	0	3	4	0	0	2	15	8.7%	1.25	
K/L	3	2	2	1	2	0	1	3	1	1	0	0	16	9.3%	1.33	
M/N	8	5	1	4	1	2	3	2	2	3	0	3	34	19.8%	2.83	
Female Youth General Population Ages 14 - 18																
C/D	0	1	4	5	3	3	0	1	1	0	0	2	20	11.6%	1.67	
O	0	0	0	0	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	0	0.0%	0.00	
Collaborative, Assessment, Rehabilitative and Education (CARE) Units																
Boys CARE	2	0	0	0	0	0	0	0	0	0	0	0	2	1.2%	0.17	
Girls CARE	0	1	0	1	0	0	0	1	0	0	0	1	4	2.3%	0.33	
Enhanced Supervision Unit																
Boys ESU	1	0	0	0	0	1	2	0	1	0	0	0	5	2.9%	0.42	
Girls ESU	3	0	3	0	1	1	6	1	4	1	3	1	24	14.0%	2.00	
Male Youth New Admits																
BOYS REC	0	0	0	0	0	0	1	0	0	1	0	0	2	1.2%	0.17	
Female Youth New Admits																
J	0	0	0	0	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	0	0.0%	0.00	
Medical Unit																
MOU	1	1	0	0	0	0	0	0	0	0	0	0	2	1.2%	0.17	
Movement Control																
MVMT CTRL	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0%	0.00	
HOPE Center Unit																
HOPE (Q)	1	0	0	0	0	0	1	0	0	1	0	0	3	1.7%	0.25	
Male Youth Developmental Disabilities																
P	0	0	2	2	3	0	1	4	1	1	1	0	15	8.7%	1.25	
R/S	2	1	2	2	3	4	3	3	2	0	2	2	26	15.1%	2.17	
Totals	21	13	17	16	13	11	18	18	16	11	7	11	172	100.0%	8.58	

Staff Assaults Analysis

As reflected in Chart 3, Probation also reviewed data on staff assaults in each unit at BJNJH, and noted a high direct correlation of OC usage and units with high assaults on staff.

Chart 3

Barry J. Nidorf Juvenile Hall Youth on Staff Direct Assaults by Unit May 2018 - April 2019															
Unit	May-18	Jun-18	Jul-18	Aug-18	Sep-18	Oct-18	Nov-18	Dec-18	Jan-19	Feb-19	Mar-19	Apr-19	Total	Percentage	Avg per Month
Male Youth General Population Ages 14 - 18															
A/B	Closed	Closed	Closed	Closed	0	0	0	0	0	0	0	Closed	0	0.0%	0.00
C/D	0	0	0	Closed	Closed	Closed	0	0	0	0	0	0	0	0.0%	0.00
E/F	3	0	0	2	0	Closed	Closed	Closed	Closed	Closed	0	4	9	6.9%	1.29
G/H	0	Closed	0	2	5	1	1	1	0	1	3	0	14	10.8%	1.27
J/K	3	3	1	3	4	3	2	5	2	6	5	2	39	30.0%	3.25
Male Youth New Admits															
L/M	0	0	1	0	0	1	0	0	Closed	Closed	0	0	2	1.5%	0.20
All Youth with Medical Needs or Special Orders															
MU	1	0	0	0	2	0	0	0	0	1	0	1	5	3.8%	0.42
Movement Control															
MVMT CTRL	0	0	0	0	0	0	0	0	0	0	1	0	1	0.8%	0.08
HOPE Center Units															
Boys HOPE (N/O)	0	0	1	0	2	5	0	1	0	2	3	5	19	14.6%	1.58
Boys HOPE (P)	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	0	0.0%	0.00
Girls HOPE (Q)	0	0	0	0	0	0	0	0	0	0	0	1	1	0.8%	0.08
Compound HOPE (X)	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0%	0.00
Male Youth Awaiting Movement to Camp															
R/S	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	0	0	4	0	4	3.1%	1.00
Female Youth															
T/V	0	0	2	2	0	0	0	0	0	5	0	3	12	9.2%	1.00
Male Youth filing in Adult Court/Pending Fitness (Compound Units)															
W	1	0	0	1	1	1	3	0	0	1	1	7	16	12.3%	1.33
Y	1	0	2	1	1	0	0	0	0	0	0	0	5	3.8%	0.42
Z	0	1	0	0	0	0	0	0	0	0	2	0	3	2.3%	0.25
Totals	9	4	7	11	15	11	6	7	2	16	19	23	130	100%	12.18

As reflected in Chart 4, Probation also reviewed data on staff assaults in each unit at CJH and similar with BJNH, noted a high direct correlation of OC usage and units with high staff assaults.

Chart 4

Central Juvenile Hall Youth on Staff Direct Assaults by Unit May 2018 - April 2019															
UNIT	May-18	Jun-18	Jul-18	Aug-18	Sep-18	Oct-18	Nov-18	Dec-18	Jan-19	Feb-19	Mar-19	Apr-19	Total	Percentage	Avg per Month
Male Youth General Population Ages 14 - 18															
E/F	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	0	0	0	0	0.0%	0.00
G/H	1	0	0	0	0	0	0	1	1	0	0	0	3	3.0%	0.25
K/L	1	1	1	0	1	0	0	1	0	1	1	0	7	7.0%	0.58
M/N	1	2	0	3	0	0	0	0	2	0	0	2	10	10.0%	0.83
Female Youth General Population Ages 14 - 18															
C/D	2	0	0	0	1	0	0	0	1	0	0	0	4	4.0%	0.33
O	0	0	0	0	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	0	0.0%	0.00
Collaborative, Assessment, Rehabilitative and Education (CARE) Units															
Boys CARE	1	0	0	0	0	0	2	0	0	0	0	0	3	3.0%	0.25
Girls CARE	0	0	0	1	1	0	0	0	0	0	0	0	2	2.0%	0.17
Enhanced Supervision Unit															
Boys ESU	0	0	0	2	0	0	0	3	0	1	1	2	9	9.0%	0.75
Girls ESU	0	1	0	0	1	0	2	5	5	3	10	5	32	32.0%	2.67
Male Youth New Admits															
BOYS REC	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0%	0.00
Female Youth New Admits															
J	0	0	0	0	Closed	Closed	Closed	Closed	Closed	Closed	Closed	Closed	0	0.0%	0.00
Medical Unit															
MOU	0	1	0	0	0	0	0	0	0	0	0	0	1	1.0%	0.08
Movement Control															
MVMT CTRL	0	0	0	0	0	1	0	0	0	0	1	1	3	3.0%	0.25
HOPE Center															
HOPE (Q)	0	0	0	0	0	0	0	1	0	2	0	1	4	4.0%	0.33
Male Youth Developmental Disabilities															
P	1	0	1	1	3	0	0	3	0	1	0	1	11	11.0%	0.92
R/S	0	0	2	4	0	0	0	1	1	0	2	1	11	11.0%	0.92
Totals	7	5	4	11	7	1	4	15	10	8	15	13	100	100.0%	8.33

Redistribution of Staff to Balance Experience

We know from evaluation of trends (January 2018 – December 2018), that only 36 percent of staff use OC spray and that of these staff, 63 percent generally have one to five years of experience working in the juvenile facilities. These factors allow for pairing staff differently to balance experience. Overall, staff will be redistributed to support placing experienced staff in partnership with less experienced staff, as well as pairing those who have demonstrated the greatest ability to engage youth without the use of OC spray, with those who have been more reliant on using OC spray during critical incidents. The redistribution of staff will be completed by July 31, 2019. During August 2019, teams of unit and DMH staff will be trained together before units begin being placed into the phase-out protocol on September 1, 2019.

However, a challenge still has to be addressed in the redirection of staff from their regular assigned units to cover youth placed on enhance supervision. We know that on any given day in the three juvenile halls, we may be redirecting an average of 30-40 staff per shift from their regular living unit to cover youth on individualized supervision, reducing stability in the units. Probation continues to work with the Department of Mental Health to address this significant challenge to continuity in supervision and will be seeking permanent position authority to cover these critical assignments if this challenge is not substantially diminished as it undermines staffing stability in the living units.

III. Gradual Phase-Out of OC Spray: Our Four-Step Approach

As envisioned by the Board and recommended by PRIT, the process of elimination of OC spray will involve a gradual phase-out. A thorough, thoughtful and phased approach must be utilized to achieve significant change in our rehabilitative services, training, policies and practices. Probation is collaborating with the Council of Juvenile Correctional Administrators (CJCA) who developed the YICPM, the Center for Juvenile Justice Reform at Georgetown University's McCourt School of Public Policy (CJJR), and a team of professional consultants.¹² Probation has utilized principles from the YICPM, along with the LA Model, to develop our phased plan to eliminate chemical agents from our juvenile facilities.

Probation is utilizing a four-phased approach to eliminate OC spray, and will ensure the timely review of each phase of the process for each facility. Staff and youth readiness will be necessary to progress each juvenile hall through the phases. Living units will be independently evaluated for their capability to move to the next phase, and outcome reviews by units and facilities will be utilized to determine readiness. At each phase, statistics will be collected, including the following:

- Number of staff who voluntarily carry OC spray
- Number of physical interventions
- The frequency of OC Spray use per unit, youth, staff, etc
- Circumstances giving rise to use of OC spray
- Demographics of youth and staff involved
- Program services provided in units and to youth where OC has been deployed
- Program providers and youth will be surveyed on their feelings about how the unit programming is operating and any concerns about safety and readiness before moving to a subsequent phase. The surveys will be administered via a paper process where anonymity is an option.

The success of the phased approach will be contingent on effective training, programming, stable staffing, strong supervisory commitment and leadership, communication and feedback. These elements will provide for more informed decision-making to focus readiness efforts toward units at various phases and adjust the projected schedule as time and experience dictate. If a unit is prepared to move into the next step quicker or requires additional support to prepare, the program model will adapt based on a commitment to safety as the top priority.

¹² PRIT Recommendation 12: Work with a National Consultant Expert on Phasing Out Pepper Spray to achieve phasing out pepper spray in LA County in a safe manner within 1 year.

Four-Step Approach

The following describes a four-step approach for the elimination of OC spray by targeted areas in a defined roll-out schedule.¹³ The facilities will be engaged in various strategies, including renovations, cross departmental training, staff redirection, hiring, and contracting for additional programming. Beginning September 1, 2019, designated units will begin the step-down process of OC spray usage elimination. The first step (Training, Programming and Assessment) will be management working with staff to increase training, enhance service provision, build a team approach model with DMH, Probation and service providers, increase supervision and prepare the unit for transition. The second step (Restricted Issuance) will be reducing the number of staff who are issued OC spray in a given area. The third step (Secured) is placing OC spray in a locked area in the work areas for use during extreme emergencies. The final step is the elimination of OC spray.

The Phased roll-out schedule relies on a one-year data review of the prevalence of OC spray usage in each living unit at BJN and CJH. As reflected in Section Two of this report, this data has been analyzed to allow the facilities to begin the four-step approach starting in the lowest prevalence units in a pilot. The concept is that the roll-out will begin in the Pilot units with enhanced services being provided to support the staff and youth in the transition. While the highest prevalence units will not begin the phase elimination protocols in September, enhanced services will also begin in those units with the intention of reducing incidents that lead to physical interventions and OC deployment. The following provides the related definitions, the gradual Four-Step process, and a detailed OC Phase-Out Tentative roll-out schedule that will be subject to monthly review as time and experience dictate.

Current Practice: The current OC spray policy requires that all staff are mandated to carry OC spray on their person as duty equipment.

Training, Programming and Assessment (TPA): During this phase, we will initiate the training of staff, introduce or enhance new programming into the units and assess the readiness of our staff to proceed to the next phase. Effective September 1, 2019, staff will no longer be mandated to carry OC spray on their person as part of their duty equipment. However, staff will have the option to carry it up until they enter the restricted phase.

The TPA stage allows management to evaluate staff's comfort level while working with youth without carrying OC spray. This will allow management to assist with providing additional support and training for those units where staff are not comfortable. If the staff in the unit are comfortable with not carrying OC spray the unit will move directly to the next phase.

Reduced Issuance: Two members of each housing unit per shift will be authorized to continue to carry OC spray. Depending on the historical prevalence of OC spray use in the unit, should no employees wish to carry OC spray, the Superintendent in consultation with the Bureau Chief, will determine whether the unit Sr. DSO will be issued OC spray and a second canister will be maintained in a locked and secure location in the unit office or both canisters will be secured and the unit will be placed in the Secured OC Canisters phase.

¹³ Time and experience may dictate adjust to the schedule. Monthly status updates will be available for review and dissemination.

Secured OC Canisters: The living units will place two OC Canisters in a secure location in the unit office for issuance during an emergency. A protocol will be implemented for each facility to weigh the canisters before and after each shift and record the information. Up to two designated staff may be permitted by the Superintendent to carry OC spray on their person during large group activities outside of the housing unit (recreation, school movement). The OC spray will be taken from the secure location and replaced upon return to the housing unit.

Pilot Units: Eight pilot units in the beginning of the process (30-60 days) will be identified (four from BJNJH and four from CJH) to implement the initial program criteria at each phase. These will be the units with the least amount of OC spray incidents in the past 12 months.

In summary, based on a gradual phase-out process, Probation will be clustering groups of housing units to begin the four-phase approach. The units likely will be selected based on utilization rates of OC spray and the phase out will begin as units are renovated, staff have been trained together, mental health clinical support is enhanced, and programming is augmented. The elimination of OC spray in each housing unit will occur in the four phases noted below. Effective September 1, 2019, staff will no longer be mandated to carry OC spray on their person as part of their duty equipment. However, staff will have the option to carry it up until they enter the restricted phase.

- **Phase 1 – Training, Programming and Assessment (TPA).** During this phase, we will initiate the training of staff, introduce or enhance new programming into the units and assess if our staff are prepared to proceed to the next phase. Staff will be provided with the option to still carry pepper spray during this phase as they receive the training and feel comfortable to voluntarily relinquish it as we move into the restricted phase. This step may last 30-60 days depending on the historical frequency of use of OC in the particular housing unit as well as if the staff and youth feel equipped with progressing to the next stage of the phase out.

After being trained, staff will have the option to **not** carry OC spray in their assigned housing unit. We anticipate some staff selecting this option, as we know most staff do not use OC spray. This step may last 30-60 days, depending on the historical frequency of use of OC in the particular housing unit and staff and youth comfort with progressing to the next stage of the phase out.

- **Phase 2 - Restricted Stage.** After the TPA Stage (30-60 day period during which staff can opt to **not** carry OC spray), the issuance of OC spray in the housing unit will be restricted to two (2) staff per shift. The selection of those two staff is still under consideration and requires further discussion with our labor partners. This step may last 60-90 days, depending on outcomes.
- **Phase 3 - Secured Stage.** After the 60-90 day period when only two unit staff per shift are carrying OC spray, two OC spray canisters will be secured in a locked box in the unit and only accessible during extreme emergencies. Locked boxes will need to be procured and installed during the planning phase.
- **Phase 4 - Elimination.** Each unit and area will be independently assessed based on analysis as to when OC will be eliminated. The last staff to carry or be able to access OC spray generally will be crisis response personnel as more and more units will not have OC spray available in the housing units. The analysis of readiness to eliminate the secured

canisters of OC spray will be based on the status of program enhancements, staff and youth feedback on training and programmatic services supporting the effort, a review of incidents giving rise to use of OC spray and outcomes of those events, and responses and supports given to address on-going issues or conflict in individual units.

Based on the time needed to close LPJH and redirect staff to their new assignments, update policies, update training, renovate units, seek and fund staffing augmentations, recruit mental health personnel, contract for additional programs, analyze data, issue radios, and complete other critical steps, we anticipate that the actual movement into the *TPA Stage* for the first juvenile hall units will not occur until September 1, 2019.

Once the process begins, we expect that staff working in a housing unit will not be issued OC to carry on their person within 8-9 months of beginning the departmental phase out. Within 12 months, OC spray will only be available in secured boxes for extreme emergencies. Probation anticipates that the placement of OC spray in secure boxes will last approximately six months before OC spray is completely phased out. Continual assessment and adjustment will inform the timing and strategy but with program enhancements, training, supportive mentoring and transparency in outcomes.

OC Phase-Out Tentative Schedule

The schedule reflected in Chart 5 provides the order we anticipate that units will begin the phase-out of OC. The units with the lowest prevalence of OC spray usage will be the first to begin the gradual elimination of OC, while the units with the highest prevalence of usage will be moved later into the process. The highlighted “green units” will be placed into the Pilot Category and the highlighted “blue units” will receive enhanced program changes as resources are allocated. The units with highest prevalence will also be afforded enhanced services at the onset of the program, as resources permit. This chart will be updated monthly, with the intention of transitioning units as expeditiously as possible from one phase to the next, consistent with outcome evaluations and adjustments. Time, analysis and experience dictate the continual refinement of the strategies.

Chart 5

OC Phase Out Tentative Schedule																			
FACILITY/UNITS		2019						2020											
		July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	
Camps	Onizuka	Close and Eliminate	As of July 31, 2019, OC spray will not be available in juvenile camps																
	CMYC HOPE/Security	Close and Eliminate																	
Barry J Nidorf Juvenile Hall	Unit A/B	Preparatory phase to finalize training, negotiate with labor	TPA	TPA	R	R	S	S	E										
	Unit N/O		TPA	TPA	R	R	S	S	E										
	Unit Z		TPA	TPA	R	R	S	S	E										
	Medical Unit		TPA	TPA	R	R	S	S	E										
	Unit C/D	organizations, work with CEO on funding, renovate housing units, enter into contracts for enhanced services, etc.		TPA	TPA	R	R	S	S	E									
	Boys Receiving /Unit L/M			TPA	TPA	R	R	S	S	E									
	Unit E/F			TPA	TPA	R	R	R	S	S	S	E							
	Unit W			TPA	TPA	R	R	R	S	S	S	E							
	Unit R/S				TPA	TPA	R	R	S	S	E								
	Unit Y				TPA	TPA	R	R	S	S	E								
	Unit T/V				TPA	TPA	R	R	R	S	S	S	E						
	Unit J/K					TPA	TPA	R	R	R	S	S	S	E					
	Unit G/H					TPA	TPA	R	R	R	S	S	S	E					
	Security/ MC		Refer to report on preparatory steps.						TPA	TPA	R	R	R	S	S	S	E		
Central Juvenile Hall	Unit J	Preparatory phase to finalize training, negotiate with labor	TPA	TPA	R	R	S	S	E										
	Unit O		TPA	TPA	R	R	S	S	E										
	Boys Receiving		TPA	TPA	R	R	S	S	E										
	Medical Unit		TPA	TPA	R	R	S	S	E										
	Boys Care	organizations, work with CEO on funding, renovate housing units, enter into contracts for enhanced services, etc.		TPA	TPA	R	R	S	S	E									
	Girls Care			TPA	TPA	R	R	S	S	E									
	Girls ESU			TPA	TPA	R	R	R	S	S	S	E							
	Boys ESU			TPA	TPA	R	R	R	S	S	S	E							
	Unit R/S			TPA	TPA	R	R	R	S	S	S	E							
	Unit C/D				TPA	TPA	R	R	S	S	E								
	Unit E/F				TPA	TPA	R	R	S	S	E								
	Unit G/H				TPA	TPA	R	R	R	S	S	S	E						
	Unit K/L				TPA	TPA	R	R	R	S	S	S	E						
	Unit P		Refer to report on preparatory steps.					TPA	TPA	R	R	R	S	S	S	E			
Unit M/N					TPA	TPA	R	R	R	S	S	S	E						
Security/ MC							TPA	TPA	R	R	R	S	S	S	E				
TPA = Training, Programming and Assessment R = Restricted Issuance S = Secured Location E = Eliminate																			
<ul style="list-style-type: none"> On September 1, 2019, staff will no longer be required to carry OC spray as mandatory equipment. OC spray will be issued in each work location based on the phase-out plan. This document will be evaluated and adjusted monthly based on usage and outcomes. The Department is working with DMH on assessing the placement of HOPE Center during the OC spray phase-out approach. The following units will be included in the phase out after further assessment: Unit P (BJNJH), Unit Q (BJNJH), Unit X (BJNJH), Unit Q (CJH) The Department has not discussed this schedule with our labor partners and may adjust unit order following those discussions. Training, Programming and Assessment (TPA) represents the initial period of adjustment to begin the OC spray phase-out process. 																			

Development of Baseline Data, Tracking Trends, Establishing and Measuring Outcomes, Programming Needs

Probation will need to develop and refine tracking mechanisms that accurately collect relevant data related to both the pilot programs outcomes and physical interventions.¹⁴ The prevalence of physical intervention and OC spray usage and associated injuries will also need to be “baselined” for future analysis. Utilizing recommendations from various sources, including PRIT and the OIG, Probation has been using the planning period to analyze 12 months of OC spray usage and physical intervention data to create a baseline and will be seeking a contract for an external outcome evaluation. This baseline data will assist in tracking trends, measuring outcomes and programming needs for each stage of implementation, and determine when units are ready to move to the next phase and when additional units can be placed into the various stages for the safe implementation of OC elimination.

External Evaluation and Outcome Measures

By providing the cultural transformation and resources previously mentioned, Probation will be better equipped to gather desired quantitative data to assist in formulating and evaluating its programmatic endeavors. The reduction and elimination of OC touches all facets of facility operations and culture and, therefore, it is important to monitor from a holistic perspective to capture its full impact. A comprehensive list of outcome measures as identified by our CJJC consultant that would be important for monitoring the OC reduction and elimination plan’s impact and success are identified in Appendix D. The outcome measures focus on the following seven areas:

- safety
- order
- security
- health
- family and social supports
- justice
- programming

The outcome measures reflect what we, too, believe are the most important factors in gauging the impact and/or success of phasing out and eliminating the use of OC spray and we will continue to work with our stakeholders to analyze data and transparently report outcomes.

¹⁴ PRIT Recommendation 15: Participate in Data Collection that Prioritizes and Ensures Safety During the Phase Out of Pepper Spray.

IV. Development of Youth-Centered Therapeutic Milieus

As further described below, to fully embrace a systematic approach to reform and to embrace the reimagined youth-centered therapeutic environments articulated by the LA Model and the YICPM, changes fall in three major areas and will need to be addressed:

1. The Milieu (Environment);
2. Supporting the Milieu; and
3. Support Systems for Physical Intervention Accountability

The Milieu (Environment)

Collaborative partners pool resources and coordinate approaches in a setting described as a “therapeutic milieu.” The therapeutic milieu refers to and includes all aspects of the environment within which youth live and staff work. The milieu is characterized by a “culture of care” and respect among all persons in the setting (e.g., probation staff, youth, kitchen staff, medical providers, mental health clinicians, administrators, educators, volunteers, and any other person who provides services) as well as the formal programming and education elements that are critical to each young person’s development. The milieu is designed to cultivate opportunities for growth and healing while promoting personal autonomy and responsibility.

A therapeutic environment permeates all aspects of the custodial experience, is integrated into all daily and nighttime activities, and both adults and youth consistently practice and reinforce the supporting behavior, vocabulary, and strategies. In addition, the program takes advantage of every opportunity to provide all participants choice and autonomy to encourage independent practice of the learned skills.

Services provided to the youth are intended to be achieved in diverse ways (e.g., in individual and group settings) and by a variety of service providers including, at a minimum, officers, educational providers, community-based organizations, religious providers, and mental health clinicians. However, each individual program or service shall be required to be integrated within the therapeutic milieu. As indicated in the LA Model, no program operates as a stand-alone service. This community approach emphasizes collaboration, fostering a refined learning environment that is an innovative youth-centered approach, rooted in evidence-based practices and trauma-informed care.

Supporting the Milieu

The Department continues participating in the YICPM in the juvenile halls, which is a project to enhance outcomes for youth, staff, and families through the implementation of a framework for effective service delivery. The Council of Juvenile Correctional Administrators has provided Probation with a strategic approach to phase out chemical restraints in the juvenile facilities and consultation with an expert in the management of juvenile facilities. They will continue to provide technical assistance and have provided us an OC Spray Reduction Plan to assist in our continuous efforts to improve. As part of this process and to learn from others’ efforts, Probation sent representatives to Louisiana, as a jurisdiction identified by CJCA as leaders in the reduction

and elimination of chemical restraints. The Department also sent representatives to the San Diego and Santa Clara County Probation Departments, and intends to conduct similar site visits in New York and Sacramento.

As part of the LA Model and YICPM implementation process, Probation intends to contract with an expert in trauma-responsive practices and system reform to facilitate a series of workgroup meetings. These meetings are intended to review current practices and create a strategic realignment of the practices and processes in the areas of screening, assessment, care coordination and case planning. The purpose of these improvements is to enhance programming and services afforded to the youth in the juvenile halls.

Probation will utilize the LA Model core components in combination with best practices outlined in the YICPM to enhance and modify current practices in the juvenile halls to increase positive outcomes for youth and families as well as provide greater support for staff. The core principles and elements of the LA Model, along with the best practices in the YICPM, provide a framework to assist Probation in improving practices to support enhanced communication, coordination and services for youth and families in the juvenile halls.

Probation has developed a strategic long-term implementation plan that utilizes the principles of the LA Model and best practices identified in the YICPM. These models will guide the paradigm shift in Probation facilities from a custodial focus to a more supportive, safe, and therapeutic environment for all, as we safely and judiciously prepare for and implement the phased elimination of OC spray. This will be achieved by meeting the following objectives:

1. Operational practices will be realigned into small group, supportive living environments overseen by not less than a 1:5 staff-to-youth ratio during the day and a 1:12 ratio at night. These ratios, which will include stable post assignments led by a supervisor, will allow for greater staff engagement with youth which develops more positive relationships consistent with the LA Model principles.
2. All youth will receive purposeful programming, determined to some extent by their length of stay, legal status, and for committed youth, needs as identified by formal assessments and case plans developed as part of a continuum of preparation for successful community re-entry. Programming will include mental health, health, substance use-related, and structured activities in alignment with the principles and practices of the LA Model and YICPM.
3. Youth will be engaged by staff to support skill development and healthy behaviors (Positive Youth Development).
4. Staff will be trained to utilize appropriate rewards and sanctions using a behavior management program.
5. Staff will be trained and assessed for competence in the following areas:
 - Adolescent Stages of Development.
 - Social Learning Model;
 - Trauma-Informed Care
 - Vicarious Trauma
 - Engagement and De-escalation;

- Physical interventions Continuum and Tactics;
 - Emergency Response;
 - Multi-disciplinary Team (MDT) approaches for behavior management;
 - Behavior Management Program;
 - Core Correctional Practices;
6. Policies will be modified based on the LA Model and YICPM.
 7. Incorporation of resources and stakeholder involvement.
 8. Probation and DMH will improve collaborative efforts in response to high-risk/high-need youth, working together to develop Resource Teams and a Crisis Stabilization Unit.

Programming¹⁵

Mental Health Collaboration and Enhancement of Presence and Services¹⁶

Mental Health Services are provided to probation youth by DMH. DMH screens and evaluates every newly admitted youth to determine their mental health needs during incarceration and upon release to the community. Youth who need on-going treatment are assigned to a clinician and are provided with individual, group, and aftercare planning as clinically indicated. Youth may also be referred for psychiatric evaluation and treatment by DMH psychiatrists who assess the need for psychotropic medication and prescribe and monitor medications accordingly. DMH also has an on-site on-call clinician to respond to any crises that arise seven days per week, including evenings and holidays. After hours, there is also a 24-hour on-call psychiatrist who can respond to emergencies.

As made clear by the Board, and all team members concur, mental health personnel desire and are necessary to play a much more pronounced role in juvenile services. A large proportion of the youth in the juvenile halls have open mental health cases for a variety of reasons (approximately 92% as reported at a recent PRIT meeting). The increased involvement of DMH is a key component in implementing a model for a more responsive, therapeutic form of juvenile custody.

Probation has a strong partnership with DMH to ensure that the youth in our facilities are provided the best care possible. Previous collaborative efforts have yielded excellent results, most notably in the camps. DMH was successful in filling all DMH positions necessary at the camps, and provide appropriate numbers of mental health professionals to implement a collaborative treatment model; as well as providing families and guardians with increased access to services while youth are in Camps. DMH was also able to expand coverage to include evenings and weekends.

¹⁵ PRIT Recommendation 7: Replace the idle time widely and commonly experienced by youth in the juvenile facilities with daily therapeutic activities that heal and develop youth.

¹⁶ PRIT Recommendation 5: Ensure that Probation's juvenile justice facilities are environments where youth can flourish, where mental health needs are identified and assessed regularly to be met with corresponding tools, and where family connection and input are central to the rehabilitation of youth.

The Department and DMH envision utilizing the same formula to assist in this on-going reform. Increasing mental health staffing levels in the juvenile halls, coupled with the inclusion of both psychiatrists and clinicians as part of the therapeutic milieu, will be critical to successfully shift in the culture of the juvenile halls. During the PRIT's March 16, 2019 special hearing on "Safety and the Phased Elimination of Pepper Spray in LA County Juvenile Facilities," DMH identified some of its current efforts, which include:

- Collaborating with the University of California, Los Angeles (UCLA) and partner agencies to assess the staffing and service needs of the juvenile facilities;
- Expanding mental health personnel coverage from the current 7 a.m. to 7 p.m. structure to a 7 a.m. to 10 p.m. coverage, which would also include 24-hour, on-site care support;
- Development of Crisis Stabilization Units (CSUs). In the halls, many youth have been identified to be placed on direct supervision who would benefit from a unit designed specifically for stabilization. Additionally, as juvenile halls are an entry location for the system, the youth can arrive in crisis or enter crisis during their stay and Probation staff have insufficient training and options to address their profound needs. DMH and Probation will be seeking support and resources to establish designated units to stabilize youth who are in crisis;
- Participating in joint unit meetings with Probation and partner agencies to tailor direct supervision response strategies in a coordinated effort;
- Exploring the feasibility of increasing the number of staff at the facilities;¹⁷
- Facilitating and participating in joint training efforts for advancing de-escalation techniques; and
- Enhancing the collaborative partnership between DMH and Probation with the formation of DMH - RTs, modeled after DMH's Mental Evaluation Teams' (MET) partnership with LASD.

As reported during the PRIT special hearing, 92% of the youth in the juvenile halls were found to have open mental health records for a variety of reasons. Consequently, Probation strongly supports the efforts of DMH, and will continue to collaborate with DMH to implement the DMH - RT model and expand/develop youth-centered programming that will provide purposeful activities for youth and expand collaborative care planning and improved communication. Probation anticipates that the increase in mental health staff will result in reductions in the length of time youth spend awaiting assessment and reductions in time youth spend on mental health enhanced supervision levels. Juvenile Court Health Services is also exploring hiring additional registered nurses with experience working in behavioral health settings.

The Department will continue to collaborate with DMH to expand/develop youth-centered programming and enhance our de-escalation and communication efforts towards youth in crisis. To accomplish this, the teams are recommending augmentations to DMH in the following manner, which will require a funding source(s), as these services are likely not covered by Medi-Cal or Mental Health Services Act funds:

¹⁷ OIG Safety Report Recommendation 17: The DMH should work with the Department to identify specific mental health staffing needs and increase provider-to-youth ratios.

- **Establishment of Crisis Stabilization Units (CSUs) at BJJ and CJH.** In the halls, many youth currently placed on direct supervision would benefit from a unit designed specifically for stabilization. Additionally, as juvenile halls are an entry location for the system, the youth can arrive in crisis or enter crisis during their stay and the Probation staff have insufficient training and options to address their profound needs. Collaborate with the Department of Mental Health (DMH) to create a crisis stabilization unit at both halls for youth who temporarily require enhanced mental health services and support by clinical personnel. These units will be operated primarily by DMH with support from Probation staff. DMH and Probation will be seeking support and resources to establish designated units to stabilize youth who are in crisis. DMH will submit a request for resources under separate cover.
- **Establishment of DMH Resource Team (DMH - RT)¹⁸ at BJJ and CJH.** DMH and Probation seek to create a DMH – RT at each juvenile hall. This interdisciplinary team of DMH and Probation staff will serve as a rapid response team for crisis situations. In situations where the DMH – RT team deploys, specifically trained DMH members will serve in a more direct role in engaging youth in crisis to assist with de-escalation. DMH and Probation will be seeking support and resources to establish these teams. DMH will include a request for resources under separate cover.
- **Increase Clinical Personnel in Housing Units.** The Departments recognize that DMH is not able to provide ideal coverage and services with existing resources. Collaboration with DMH to increase clinical support in all housing units as the units are placed into the program is a cornerstone of this plan. DMH will be seeking support to provide mental health services during normal working hours in all housing units, seven days a week. DMH will also assist Probation with addressing the rate of utilization of specialized level supervision, which is creating significant disruption to staffing stability in the units. DMH will be seeking resources to expand clinical coverage to 16 hours per day in each housing unit, phasing in the staffing increase in alignment with the phase out of OC spray. DMH and Probation will be seeking support and resources to increase services. DMH will include a request for resources under separate cover.

Implementation of the LA Model in Juvenile Halls

The Department’s primary strategy to decrease the level of youth crisis and impulsive activities and create safe environments revolves around providing all youth with a variety of intentional and engaging programming options that foster the development and acquisition of soft skills that yield peak physical, emotional and cognitive functioning. A core component of the LA Model is the belief that youth who are engaged, busy and interested in participating in activities are less likely to act out or cause disruptions.

To this end, implementation of the LA Model concept in the juvenile halls is necessary. To accomplish the objective of providing enhanced programming to mitigate disruptive behaviors, the Department is seeking financial and operational support by working with the Chief Executive Office to establish a safe, secure and therapeutic environment. These resources will decrease staffing ratios in the halls, thereby, increasing supervision needed to increase programming, and stabilized experienced staff resources by creating a promotional pathway within the juvenile halls. Specifically, Probation is seeking to:

¹⁸ The name of the unit is under discussion; title used as placeholder for report.

- Staff the living units at a direct supervision staffing ratio of 1 staff to 5 youth during the waking hours and 1 staff to 12 youth during the sleeping hours.
- Transition the role of the Senior Detention Services Officer (Sr. DSO) to serve as the unit lead overseeing the line staff responsible for direct youth supervision and scaling back their role to provide direct youth supervision responsibilities so that they can train, direct, and coach staff to increase core competencies.
- Increase first-line supervisors.
- Evaluate a promotional pathway within the halls.
- Add DPO IIs, Treatment and Counseling, to collaborate with DMH in the development of resource teams to respond to crisis situations.
- Add DPO IIIs as trainers, mentors and program specialists.

The specific recommendations on a phased staffing augmentation consistent with the roll-out plan are identified on Appendix C. Program enhancements for the units will also be necessary as they are being placed into the pilot program. A request will be made to the Juvenile Justice Coordinating Council to utilize Juvenile Justice Crime Prevention Act (JJCPA) funding for programming activities to be available every evening and throughout the weekends during the day. The Department is also working with other Departments who may be able to leverage or shift existing funding, to provide additional programs and services.

We anticipate programming augmentation will begin as the phase-out begins, targeting the units moved into the phase out strategy as well as the “high OC spray utilization” units first, with the goal that all units have enhanced programming over time. The Theoretical Frameworks that will be used to determine purposeful programs and intentional service delivery are the Principles of Effective Correctional Interventions,¹⁹ and Positive Youth Development.

Principles of Effective Interventions have been developed using persuasive research which posits effective treatments are predicated on the Risk and Need Principles, which state that the level of treatment should match the risk level of the offender, and the Need Principle indicates that effective interventions target criminogenic risk factors. More specifically, effective treatments are based on the following:

- 1) Effective interventions are behavioral in nature. A well-designed behavioral program combines a system of reinforcement with modeling by the treatment provider to teach and motivate youth to perform prosocial behaviors. In addition, problem solving and self-instructional training may be used to change a youth’s cognitions, attitudes, and values that maintain antisocial behavior.
- 2) Levels of service should be matched to the risk level of the offender. Intensive services are necessary for significant reduction of recidivism among high-risk youth, but when applied to low-risk youth, intensive services produce a minimal or negative effect.
- 3) Youth should be matched to services designed to improve their specific criminogenic needs such as antisocial attitudes, substance abuse, family communication, and peer association. Improvements in these areas will contribute to a reduced likelihood of recidivism.

¹⁹ Andrews, Bonta & Hoge, 1990; Gendreau, 1996; Gendreau & Andrews, 1990

- 4) Treatment approaches and service providers are matched to the learning style or personality of the offender. For example, high-anxiety youth do not generally respond well to confrontation²⁰ and youth with below-average intellectual abilities do not respond to cognitive skills programs as well as youth with above average or high intellectual abilities.²¹
- 5) Services for high-risk youth should be intensive, occupying 40% to 70% of a youth's time over a 3-to 9-month period.
- 6) The program is highly structured, and contingencies are enforced in a fair but firm way: Staff members design, maintain, and enforce contingencies; internal controls are established to detect possible antisocial activities; and program activities disrupt the criminal network and prevent negative peers from taking over the program.
- 7) Staff members relate to youth in interpersonally sensitive and constructive ways and are trained and supervised appropriately.
- 8) Staff members monitor offender change on intermediate targets of treatment.
- 9) Relapse prevention and aftercare services are employed in the community to monitor and anticipate problem situations and to train youth to rehearse alternative behaviors.
- 10) Family members or significant others are trained how to assist clients during problem situations.

Positive Youth Development (PYD) focuses on developing the positive internal strengths of young people, such as, character, compassion, courage, imagination, curiosity, initiative, self-reflection, communication and problem solving, through skills training and engagement, rather than focusing on deficit reduction strategies to control undesirable behaviors and maladaptive tendencies.

²⁰ Warren, 1983

²¹ Fabiano, Porporino, & Robinson, 1991

In support of this research, Chart 6 provides the prioritized major risk and/or need factors and promising intermediate targets for reduced recidivism.²²

Chart 6

Factor	Risk	Dynamic Need
History of Antisocial Behavior	Early and continued involvement in several antisocial acts	Build noncriminal alternative behaviors in risk situations.
Antisocial Personality	Adventurous, pleasure seeking, weak self-control, restlessly aggressive	Build problem-solving, self-management, anger management and coping skills
Antisocial Cognition	Attitudes, values, beliefs and rationalizations supportive of crime, cognitive emotional states of anger, resentment, and defiance.	Reduce antisocial cognition, recognize risk thinking and feelings, build up alternative less risky thinking and feelings. Adopt a reform and/or anticriminal identity.
Antisocial Associates	Close association with criminals and relative isolation from prosocial people	Reduce association with criminals, enhance association with prosocial people.

The following details the programs, services and staff development efforts that align with this research:

Behavioral Interventions

Youth Development 101

The Department is working with the California State University of Los Angeles to finalize training in Youth Development 101 certificated training for community-based organizations and Departmental staff to build capacity, competence, and confidence to intentionally foster the development of “soft skills” that yield constructive and productive lives. These skills are captured within the domains that comprise the Social Emotional Learning (SEL) spectrum that engender the essence of humanness through skill competencies in the areas of: emotion management, empathy, teamwork, responsibility, initiative, and problem solving. Collectively, skill competencies in these domains peak physical, emotional and cognitive functioning that yield optimal life quality. *(Estimated completion date: August 15, 2019)*

Youth Groups

The Department is working with the Department of Mental Health to shift funding to contracted community-based organizations to deliver evidence-based cognitive behavioral interventions, and skills in emotional regulation and distress tolerance during the evenings and weekends at the two

²² Adopted from Andrews, D.A. et al, (2006). The Recent Past and Near Future of Risk and/or Need Assessment. *Crime and Delinquency*, 52 (1).

(2) juvenile halls and six (6) camps. These core interventions include Seeking Safety, Aggression Replacement Training, Mindfulness, and Emotional Regulation.

Additionally, these contractors will be able to utilize substance abuse counselors and parent advocates to enhance services as part of the treatment plan. DMH is seeking approval from their administration to shift funds to existing contractors previously funded by JJCPA. The shift of funds will come from the utilization of Early Periodic Diagnostic Screening and Treatment (EPSDT) for services provided in the community. *(Estimated completion date: September 30, 2019)*

Gang Intervention and Interdiction

The Department is establishing a contract with the Gang Reduction Youth Development to expeditiously provide youth groups, mentoring, and engagement, using In-Reach Systems Navigators who have lived experience and credibility with youth who are at-risk of returning to the gang upon release. These services will be initiated in the two (2) juvenile halls that have the greatest need. *(Estimated completion date: September 1, 2019)*

Peer Support Specialists/Credible Messenger Initiative

The Department is participating in several Credible Messenger initiatives, including coordinating with Gang Intervention contractors to connect young people with mentors with lived experiences to reduce a youth's potential for return to gang involvement and reoffending.

The Department is seeking delegated authority to enter into an agreement with the Liberty Hill Foundation who is supporting several Credible Messenger Initiatives across the County and City of Los Angeles. Liberty Hill will be tasked with re-granting funds to community-based organizations who have lived experiences and ability to operate within their communities to mitigate gang-related crimes. These community-based organizations will be selected and contracted to provide mentoring, support, and collaboration with Departmental staff to develop re-entry safety plans for the youth's transition into the community. *(Estimated completion date predicated on delegated authority approval: September 30, 2019)*

Gang Reduction Youth Development

The GRYD Juvenile Reentry Family Case Management (FCM) Program model is an adaptation of the GRYD program designed and set to serve gang-involved youth and their families who are in the process of exiting Probation facilities. Youth returning to gang involvement and reoffending demonstrates the need for systemic, integrated, and coordinated responses to juvenile reentry.

GRYD facilitates family engagement and a coordinated approach to aftercare to successfully mobilize community resources once youth return home. This coordinated approach includes the development of client- and family- centered processes, with reentry case plans that capture a youth's strengths and needs while incarcerated. Coordination between facility staff, DPOs, and service providers ensures adequate connection and follow up with youth and family.

Aggression Replacement Training

The Department is working with our contracted community-based Gang Intervention providers to provide Aggression Replacement Training (ART) in the two juvenile halls. These services are traditionally provided to youth in the small groups in the community. As the dosage and treatment of the program lasts longer than the average length of youth pending adjudication, only the

components of skills streaming and moral reasoning will be utilized in the two (2) juvenile halls, with the exception of the Compound at BJNJH where the youth have longer lengths of stay. *(Estimated completion date: August 1, 2019)*

Commercially Sexually Exploited Children

The Department is coordinating CSEC prevention training using community-based organizations. *(Estimated completion date: September 1, 2019)*

Youth Stabilizing Activities²³

Youth will be provided with a variety of programs and activities aimed at increasing their soft skill competencies using education, employment, other activities that have built in social/emotional activators (lessons) within the facilities.

Education

Online credit recovery curriculums, such as APEX, will be provided to youth curriculum to increase accredited units. Literacy and tutoring will be provided to enhance literacy and provide homework assistance.

Creative Arts

The JJCC has approved a stable source of funding for the Arts Commission to contract with creative arts non-profits to provide a variety of art forms to youth to connect in-school academic learning with out-of-school experiences which allow youth to gain insights and skills in the arts. These projects require youth to work individually and in teams to create original works of art; they discover new avenues for self-expression, build self-sufficiency and collaboration skills, and recognize potential pathways to viable careers in the arts.

Public Library Services

The Department is working with the Public Library to increase services in the evenings and weekends to include book clubs, Science Technology Engineering and Math focused programs (3-D printing, DJ music mixing), and other programs such as Yoga, Nutrition, and Etiquette. The Public Library will also provide youth with library cards to access online services such as tutoring, music and movies. *(Estimated completion date: September 1, 2019)*

Job Readiness and Training

Job Readiness and training can assist probationers with employment research, composing resumes, cover letters and assembling portfolios. Through Workforce Development and Aging Community Services, youth will receive Personal Enrichment Training. As they prepare for community reentry, youth will be linked to CBOs that offer stipends to incentivize youth to participate in services.

²³ PRIT Recommendation 7: Replace the idle time widely and commonly experienced by youth in the juvenile facilities with daily therapeutic activities that heal and develop youth.

The Department will also be discussing the request for assistance and funding from the following Departments:

- **Human Relations Commission** - Training and Services in the following:
 - Conflict Resolution and Peer Mediation
 - Resiliency and Intergroup Solidarity Education (RISE) curriculum
 - Anti-Discrimination and Bias Reduction
 - Diversity, Cultural Awareness and Cross-Cultural Dialogue
 - Youth Councils
- **Workforce Development and Aging Community Services**
 - Social Enterprise agreements with Youth Job Corp to develop training in carpentry and landscaping to engage in beatification projects.
- **Department of Public Health Substance Abuse Prevention and Control**
 - Client Engagement and Navigation Services (CENS) to assess and link youth to community-based substance abuse treatment providers upon release from custody.
- **Department of Public Health**
 - Parent education and engagement programs to assist parents with developing safety plans, supervision and monitoring skills.
- **Office of Youth Diversion and Development**
 - Coordinated efforts to provide intensive pre-adjudicated case management for youth to be released pending adjudication as an alternative to continued detention
- **Public-Private Partnerships**
 - Re-granting of JJCPA funds to provide Positive Youth Development services for the intervention population.
- **Department of Health Services**
 - Community Intervention Workers (CIW) with lived experiences can facilitate youth engagement in support of participation in group activities and positive decision making.
 - Improve treatment plans to address Adverse Childhood Experiences which lead to long term health issues. DHS administration wants to improve medical services and connections to clinics in the community, which also includes case management to connect youth with Medi-Cal on release.
- **Department of Consumer and Business Affairs (DCBA)**
 - DCBA staff to provide financial literacy training and immigration education in small groups on the nights and weekends.

By utilizing these proven models, which are being implemented in facilities that have been operating without the usage of OC spray, we hope to achieve the same level of success in behavior management in the juvenile halls.

Recreation and Leisure Time Activities

Young people also need to be active, through sports, dance, swimming, running, biking and yoga as just some examples. Having adequate staff to keep youth engaged in activities not surrounding watching television and playing video games is critical.

Faith-Based Services

Increasing relationships with voluntary services from our faith-based communities is critical in connecting youth to their communities and provide a strong supportive network for youth and their families as they return to the community.

Youth and Family Council

Encouraging problem resolution and a strong and meaningful feedback loop is critical to ensure improved services. The Department has a youth and family council but several facilities do better in this area than others. Enhancing the standardizing these programs is an important initiative in continually to improve, change culture and build trust.

Multi-Disciplinary Teams (MDT). The MDT approach is utilized as the codified method of sharing information in accordance with Welfare and Institutions Code (WIC) section 827. The MDT approach will be critical for assessment and treatment plan of youth who enter any institutional facility. Information shared during the MDT meeting will identify youth triggers and safety concerns that will be the foundation for developing effective treatment plans and engagement strategies to increase youth participation in services that will mitigate future crisis.

The MDT will also assist the youth in developing a structured aftercare relapse prevention plan that will incorporate building pro-social support networks while building a suitable accountability plan to ensure successful transition, post adjudication. The plan will include a list of items needed to make a successful transition such as identification, resume, housing, medical care, support groups, transportation, and employment. This team will also assist with identifying youth who could be diverted or placed in alternative settings, as well as assist with family or caregiver connection.

Behavior Management Program Sanctions and Reward Systems²⁴

The Department's Behavior Management Program (BMP) is a point system that uses rewards and incentives that provide behavioral feedback designed to motivate youth to be consistent in demonstrating appropriate prosocial behavior. In partnership with DMH, LACOE, and labor, Probation continues to adapt its BMP model to align with the programming and practices of the LA Model and YICPM.²⁵ The program also addresses motivation and factors affecting a youth's longer-term residence in juvenile hall through a system of graduated incentives and sanctions.

This system is being enhanced to be modeled after the Developmental Stage System being developed for Campus Kilpatrick, which utilizes the principles of Positive Youth Development. The goal is to achieve a system that supports the needs of both short-term and longer-term populations. With the assistance of partner agencies and CBOs, Probation continues to enhance programming to include youth-centered, purposeful activities with foundations deeply rooted in rehabilitation and a vision toward reentry. Consequently, a review and update of the Behavior Management Programs rewards and sanctions policy and practice will be completed with County partners and service providers.

Staff Uniforms

The Department will establish a Uniform Committee that will address the Public Defender's concern that staff's uniforms be changed to not be military, tactical style. We agree the clothing of our staff may represent an image misaligned with a paradigm shift in supervision and will work with our labor partners and stakeholders to assess. This will require labor negotiations.

²⁴ PRIT Recommendation 8: Immediately act on the RDA recommendation that "LA Probation should implement incentive-based behavior management systems for youth and reward facility managers and unit supervisors who can reduce critical incidents and increase school attendance."

²⁵ The Youth in Custody Practice Model (YICPM) is informed by research on "what works," and professional standards needed to implement best practices for serving youth in custody, and was developed by the Council of Juvenile Correctional Administrators, the Center for Juvenile Justice Reform at Georgetown University's McCourt School of Public Policy (CJJR), and a team of consultants to assist state and county juvenile correctional agencies to implement a comprehensive and effective service delivery approach.

V. Preventative Strategies and Staff Support Systems

Prevention efforts will begin with designing facilities that are staffed appropriately and have developmentally appropriate, small housing units that are set up to allow for engaged programming and supervision of youth. Staff will need additional training to carry out the activities of engaged supervision, including improving strategies to engage with youth, how to manage youth in crisis, how to identify youth who may be experiencing a mental health crisis, and how to intervene when a crisis erupts, despite exhausting de-escalation efforts. The housing units must also operate using the MDT approach. These improvements will increase staff sense of safety, support and morale.

Policy and Training Development Team

Our preventative strategies include developing a “Policy and Training Development Team”²⁶ consisting of subject matter experts and other stakeholders (e.g., Probation Oversight Commission, County Counsel, labor representatives, Youth Councils, OIG, DMH, LACOE, program providers) to develop a comprehensive set of policies and trainings required to implement the paradigm shift from an ethos of “custody and control” to one that is more therapeutic in nature. This team will also be tasked with providing recommendations to Probation to increase its transparency,²⁷ which may include utilizing technologies to share its physical intervention data publicly.²⁸ Staffing for these units have been presented in the Accountability plan and have been deferred to the Supplement Budget process.

A cross-section of managers, supervisors, and staff will be trained and mentored as subject matter experts (SMEs) in the LA Model and YICPM. SMEs will be selected based on an assessment of characteristics outlined in the Principles of Effective Correctional Interventions. This document indicates that interventions are more effective when staff members develop a therapeutic alliance based on collaboration and effective bonding, which creates a mutual understanding and sharing of treatment goals between the participant and treatment provider. These alliances are achieved by building a supportive environment, holding the participant accountable, believing that the participant can change, and getting the participant to believe they can change.

These characteristics include:

- Comfortable working with youth with aggression and conduct behavior problems;
- Believe the youth can change;
- Firm but fair;

²⁶ OIG Safety Report Recommendation 9: The Department should establish a unified training and policy development team.

²⁷ OIG Data Report Recommendation 4: The Department should meet with and inform stakeholders of its plans to increase transparency.

²⁸ OIG Data Report Recommendation 3: The Department should consider making its force-related policies publicly available.

- Enthusiastic and highly motivated;
- Knowledgeable of behaviors and attitudes;
- Ability to listen to youth with respect, not belittling them;
- Can apply consequences without demeaning;
- Prepared to adhere to the curriculum;
- Strong group management skills; and
- Interested in learning new skills to enhance competencies of offender.

This cross-sectional Policy and Training Development team will be responsible for aligning policies with best practices and ensuring this information is disseminated through training and mentoring. The first set of policies that will need to be reviewed and revised, if necessary, include:

- Detention Services Manual
 - Assess policy regarding youth access to religious programming in compliance with the Federal Employment and Housing Act (FEHA);
 - Review existing policy to ensure alignment with PREA requirements;
 - Review existing policies and procedures related to Sexual Orientation Gender Identification and Expression (SOGIE) laws, effective gender practices.
 - Add Crisis Management and Emergency Response policies and procedures.
 - Preliminary/Follow-Up Incident Notification Policy (PIN/FPIN): Revise policy to ensure staff clearly understand the requirements for when and how to properly provide notification involving the various incident types.²⁹
- Physical Intervention Policy
 - Revise the “Physical Intervention Policy”;
 - Define keystone concepts clearly;³⁰
 - Identify how Probation practices and procedures go beyond the minimum requirements of legislative mandates;³¹
 - Include reporting procedures that emphasize the production of complete, accurate and details accounting of incidents;^{32 33}

²⁹ OIG Safety Report Recommendation 3: PIN and CIR Directives should more clearly guide staff in determining when to notify leadership of relevant force incidents.

³⁰ OIG Safety Report Recommendation 10: The Department should ensure that its use-of-force policies clearly define keystone concepts.

³¹ OIG Safety Report Recommendation 11: The Department should consider amending its draft use- of-force policy so that its force standard goes beyond the minimum requirements of the Constitution and other applicable laws.

³² OIG Safety Report Recommendation 7: The Department should ensure that staff are effectively trained to accurately document all events that led up to the use-of-force, including staff and youth behaviors that precipitated force, and decontamination efforts.

³³ OIG Safety Report Recommendation 8: The Department should revise training materials to remove language that inadvertently encourages incomplete or inaccurate reporting.

- Identify unallowable actions, including types of prohibited force and after incident processes, such as forbidden decontamination practices,³⁴ and the requirement of staff to immediately respond to such incidents/violations;³⁵
- Outline supervisor and manager's responsibilities;
- Include reporting forms, evidence requirements and accurate and relevant data collection;³⁶

Once policies regarding physical intervention are finalized, supporting documentation templates will be updated to capture necessary data points to effectively monitor results (i.e. de-escalation tactics used, demographics of youth, associated injuries, post incident support), to the extent that IT systems and resources allow. This process will include analysis of the mechanisms necessary to assist in the accurate capture of data that will help the Department maximize its data-driven decision processes as recommended by the OIG. Probation will also ensure that once force-related policies are finalized and disseminated to staff, they will be made available to the public via the Department's website.

These critical policies lay the foundation for establishing the culture and expectations for working with detained youth. The existing policies will be reviewed and revised by the SMEs who will present these revisions to the Executive Leadership Team and County Counsel prior to enacting them to ensure compliance with applicable laws.

Comprehensive Overview of Staff Training

As previously indicated, prior to implementing the initial phase-out of OC spray, training will be provided to properly prepare institutional staff for the change, including additional interagency de-escalation, trauma-informed treatment, youth engagement, and physical intervention prior to moving a unit into the pilot program. Our overarching strategy to phase out the use of OC spray relies on the camp system's "LA Model" as the foundation for youth treatment in juvenile halls.³⁷

In addition, because the current "refresher training" process for perishable physical intervention skills is insufficient, the Department will incorporate a new, more in-depth, annual recertification process. Probation staff also need training on stress reduction, personal wellness practices and vicarious trauma/compassion fatigue. Probation will require staff and overtime funding to allow staff time "off post" to attend the trainings. The trainings will be provided for staff at juvenile halls and camps. We will continue to work with the OIG, partner agencies and labor organizations to evaluate trainings and programs, and identify other needs as the usage of OC spray is eliminated. Requests for resources can be found on Appendix C.

The Department will endeavor to ensure all newly developed and/or revised policies will generate a training strategy to ensure that all levels of personnel within Probation are knowledgeable of changes to policies and procedures. We anticipate this training strategy to include the development of a training plan for staff that will list not only the required classes necessary for

³⁴ OIG Safety Report Recommendation 12: The Department should ensure its draft use-of-force policy prohibits troubling decontamination practices.

³⁵ OIG Safety Report Recommendation 14: The Department should require staff to act appropriately when observing policy violations and deviations from training.

³⁶ OIG Data Report Recommendation 2: The Department should continue to update its force-related policies to improve the reliability of its data and ensure that its data-collection methods reflect those policies.

³⁷ PRIT Recommendation 13: Focus on Training all Staff working with Youth in the Camps and Halls.

training compliance, but will also present information regarding mastery of key skills and the need for further coaching and mentoring.

Probation works closely with the Board of State and Community Corrections (BSCC) Standards and Training for Corrections, to ensure that Probation maintains compliance with the requirements as governed by Sections 6035 and 6036 of the Penal Code. In recent years, the BSCC has revised its certification of course standards and bolstered its compliance units for training. Probation continues to work closely with the BSCC to ensure that training curricula are taught properly, consistently, and to the level of scrutiny required by regulatory standards.

In collaboration with agency partners and community-based organizations (CBOs), Probation continues to research additional training models to offer a multitude of job-specific trainings for staff beyond the comprehensive training provided in Juvenile Correctional Officers Core (JCOC). Probation will augment its current training offerings to include ongoing coaching and/or mentoring programs to enrich staff mastery of skills. Existing trainings include:

- Safe Crisis Management;
- Relevant Trauma-Informed Care and Response;
- Motivational Interviewing;
- Defensive Tactics and Restraint Techniques;
- Adolescent Development and Delinquency; and
- Communication Skills.

Trauma-Informed Training. Trauma Informed training is being provided to institutional staff and will be expanded with the overall initial and on-going training plans. This training provides tools that help participants understand how trauma may directly impact their clients. Staff are provided with tools to understand their benefits of cultivating a trauma-informed workplace culture. The course focuses on creating a learning community that influences participation, encourages leadership modeling, and works as a trusted, un-biased resource for individual staff needs. Further, it exposes established competencies and supportive network, while encouraging staff to utilize new skills that help to reduce internal violations.

De-Escalation and Rapport-Based Supervision Trainings. Pre-emptive planning for changes in the physical intervention policies has encouraged Probation to seek alternative training methods that emphasize prevention and de-escalation techniques, such as:

- Nonviolent Crisis Intervention Skills training program;
- Tactical Communications;
- Crisis Intervention Behavioral Health course; and
- Rapport-Based Supervision Training

Nonviolent Crisis Intervention Skills Training. The Department has contracted with Crisis Prevention Institute (CPI) to provide The Nonviolent Crisis Intervention Skills training program in a train-the-trainers format. This course provides a framework for decision making and problem solving to prevent, de-escalate, and safely respond to disruptive or assaultive behavior. Thus far, 20 staff have been certified to provide CPI training, and have provided the training to 155 staff, with additional ongoing training of juvenile facility staff.

Tactical Communications. The Department has certified 25 trainers to train Department personnel in effective communications. This course is designed to teach staff how to effectively communicate and gain voluntary compliance from agitated and initially non-compliant youth in juvenile facilities by utilizing key skills such as active listening and non-verbal communication.

Crisis Intervention Behavioral Health. Probation has also explored the possibility of including the Crisis Intervention Behavioral Health courses to address mental health-specific needs of youth in the de-escalation process. This sixteen-hour course is designed to train staff to manage crisis situations involving youth with serious mental illness(es) and/or developmental disabilities. In collaboration with DMH and the University of California Los Angeles (UCLA), focus groups have been formed to assess perceived additional training needs in the area of working more effectively with youth that have greater severe mental health symptoms and behaviors.³⁸ The Department is exploring other trainings in partnership with universities.

Rapport-Based Supervision. The development process for the Rapport-Based Supervision course curriculum for camps included feedback from workgroups consisting of line staff. The development of the final Rapport Based Supervision curriculum for the juvenile halls will utilize a similar process to include areas of concern as noted by staff and management in the halls and build upon the strengths and information presented by staff.

The course covers key topic areas in providing safe and effective supervision practices, including teamwork, communication, consistency, recognizing trauma and factors affecting youth development, engagement with youth, and creating professional and trusting relationships. Training opportunities through DMH, UCLA, and the Rapport Based Supervision course utilize staff feedback in developing and providing curriculum that is specific to local needs.

Physical Intervention Refresher Training. The Department has identified opportunities to enhance its current physical intervention refresher training. Physical intervention techniques are highly perishable skills that are maximized when staff receive comprehensive annual review to ensure their ongoing effective decision-making and deployment. Probation has re-established a partnership with JKM Training, Inc. to develop a 16-hour course that will serve as an annual refresher of all Safe Crisis Management aspects including documentation, incident review process, departmental policy, as well as physical intervention skills and practices; emphasizing the use of de-escalation techniques.

As of March 11, 2019, the Department obtained certification for 16 trainers to provide the refresher training to all juvenile facilities staff, which has since begun. A more frequent quarterly refresher course is also being developed to ensure that these perishable skills are maintained. These courses will be refreshed when the final physical intervention policies are finalized.³⁹

³⁸ OIG Safety Report Recommendation 6: The Department should assess and enhance training, including off-post training, in interacting with youth with mental health and behavioral needs, and youth in acute mental health crises.

³⁹ OIG Safety Report Recommendation 5: The Department should address staff concerns regarding inadequate use-of-force training by developing comprehensive and fully integrated training curriculums and presentations that offer effective alternatives.

Enhanced Staffing Model

The Department has conceptualized an enhanced staffing model, supported by the principles of the LA Model which is designed to support a small-group, therapeutic living unit structure to create more positive and interactive relationships between staff and youth. The model will provide sufficient staff to supervise the youth in a variety of activities. This model of care is intended to realign the tasks and activities of juvenile facility staff into job descriptions and roles that are focused on the care and support of youth residing in our facilities.

The Department will complete and present a “Staffing Structure Needs Analysis” to determine the number of staff required to efficiently operate the facilities using this small-group, therapeutic milieu, with an ideal supervision ratio of 1:5 during normal waking hours. Requests for resources can be found on Appendix C.

The roles of each staff in the juvenile halls will be reassessed and reorganized to increase the efficiency and effectiveness of the overall team. The Department will also be requesting the following, with requests for resources found on Appendix C:

- **Additional DPO II, Treatment and Counseling, Positions.** These positions are needed to collaborate with DMH in the development of DMH - Resource Teams to respond to crisis situations.
- **Introduction of the Deputy Probation Officer III (DPO III) Series.** These staff will serve as Subject Matter Experts (SME) who perform the function of Master Trainers in a variety of institutional practices. Additional functions of this classification will be to assist in the development and implementation of additional training programs and serve in a lead role to oversee and guide the small group model program focus. These Officers' experience with casework will assist in providing support for cognitive behavioral therapy (CBT),⁴⁰ support family engagement and discharge planning, and ensure that that our behavioral modification programs are being disseminated properly and producing desired outcomes.⁴¹
- **Increased Supervision.** The Department plans to include a request for additional Supervising Detention Services Officers (SDSOs) on each shift. This change would increase staff support, supervision, safety, and accountability. SDSOs are needed to train staff, ensure programming is occurring, help immediately resolve problems and assume responsibility of crisis situations, and appropriately direct and guide staff to take the correct actions.

Considering the LA Model small group and the vision of a youth-centered therapeutic environment, Probation requires increased staffing ratios that are conducive to successful youth outcomes afforded by adopting a small group model. These staffing increases include:

1. Increasing supervisory staff to increase staff support, supervision, safety, and accountability;

⁴⁰ Cognitive Behavioral Therapy (CBT) utilizes a problem-solving approach to help people identify and change the dysfunctional beliefs, thoughts, and patterns of behavior that contribute to their problems. Cognitive therapy is a way to gain control over inappropriate, repetitive thoughts that often feed or trigger various presenting problems.

⁴¹ DMH and Probation are also exploring the appropriate Probation classification to serve as the co-located staff with the DMH – Resource Team (DMH – RT).

2. Removing Sr. DSOs from being counted as direct supervisory staff for youth and instead serve as a team-lead in the unit. These officers are currently conducting duties that align with the Department's definition of being responsible for the program and operation of the units, and they are responsible for coordinating daily routines and recreational activities, duties that clearly do not qualify them as staff engaged in continuous and direct supervision of youth. These staff will be trained to provide engaged supervision and provide additional support through coaching and mentoring leadership to line staff;⁴²
3. Adopting a staff ratio of 1:5 during waking hours, and 1:12 during sleeping hours; and
4. Introducing the Deputy Probation Officer III (DPO III) series, which will allow for the following improvements and/or additions to the juvenile institution's environment:
 - Master Trainers who are subject matter experts in a variety of institutional practices;
 - Assist in the development and implementation of increased training opportunities and training programs;
 - Provide mentoring/coaching/support services to staff;
 - Provide staff who serve in a lead role to oversee and guide the small group model program focus, including providing support for the foundational element of the skill-based therapeutic framework, CBT, along with additional evidence-based programs and ensure that these programs are being disseminated properly and producing desired deliverables;
 - Creation of care coordination services within the juvenile halls;
 - Increase in family-youth engagement and reunification processes; and
 - Increase in discharge planning that involves both youth and family in the decision-making process.
5. Addressing the number of staff redirected from their regular living unit assignment to cover specialized supervision. The redirection of staff diminishes stability in the living units and leads to lack of continuity in program and supervision. The lack of continuity is one of the primary stressors to the youth and the staff.

The incorporation of the DPO III series into the juvenile facilities, particularly the juvenile halls, will provide for not only increased services and support, but afford staff the opportunity to enhance their career and promotional paths, and by extension, increase their job satisfaction and overall morale, while decreasing turnover and absenteeism.

⁴² OIG Safety Report Recommendation 16: The Department should continue assessing its staff resources, with an emphasis on ensuring that sufficient and effective supervision is provided to line-staff and youth.

Employee Wellness⁴³

Changing the culture of institutions to provide for a therapeutic environment necessitates support and assistance for staff to maintain their own well-being and to establish healthy boundaries and therapeutic alliances with youth. This also requires that there are sufficient staff on duty who are rested and able to meet the expectations of a robust programming model. Staff also need time to decompress following a critical incident, an option not currently available with existing staff levels. In addition to seeking additional staff, Probation will explore increasing opportunities for staff to attend training classes to learn more about strategies to counteract the impact of vicarious trauma and compassion fatigue. Additionally, Probation intends to expand the availability of wellness centers and wellness breaks within the juvenile halls. The following efforts have been implemented to support staff: ⁴⁴

Employee Support Services and Employee Assistance Program

In partnership with the Los Angeles County Sheriff's Department (LASD), Probation contracts for Employee Support Services (ESS) to provide employees with outside clinical support from LASD counselors when our employees have suffered a traumatic or stressful experience. These services are provided at no cost to the employee and the contact has been increased to ensure availability when needed. The ESS program also refers employees to the Employee Assistance Program (EAP) and the employee's private health provider.

Peer Support Program

On January 1, 2018, we implemented the Peer Support Program which consists of staff who are trained to provide support and reassurance to peers who may be experiencing stress or are in crisis. The program strives to help staff clarify their perceptions, bolster their self-esteem, and develop new skills to manage stress. Managers will continue to refer staff to this and other existing services, such as the EAP and ESS.

Probation is increasing its inclusion of various levels of staff in decision-making committees to assist with the revision and expansion process of courses/training curriculums. Our vision is that by collaboratively developing and revising policies, curricula will be designed to be both relevant and engaging for staff. Developing coursework in this manner also increases staff "buy in" which is critical to the changing practices relative to youth supervision.

Juvenile Institutions Safety Committees⁴⁵

Safety committees have been organized at each juvenile facility consisting of various levels of facility personnel, including executive management, union representatives, County agency partners (i.e. DMH, Juvenile Court Health Services, the Los Angeles County Office of Education (LACOE), line staff, and additional personnel, as necessary. The purpose of these committees is to address facility concerns and/or issues, including systemic policy and procedural barriers, with a focus on collaboration to improve the safety of youth and staff. These committees are responsible for creating opportunities for facility staff to convey their voices by various means, including surveys and/or "town hall" style meetings.

⁴³ PRIT Recommendation 1: Develop a concrete strategy to end the adversarial "us vs. them" culture that the Inspector General's report documented among certain Probation staff.

⁴⁴ PRIT Recommendation 6: Address the working conditions, well-being, and the learning needs regarding wellness of Probation staff working in juvenile justice facilities.

⁴⁵ PRIT Recommendation 3: Support Probation staff-development approaches focused on culture change and increase avenues for staff to be heard.

Communications Equipment (Short-Term)

With the Internal Services Department's (ISD) assistance, Probation is equipping all youth supervision staff members in juvenile facilities with a radio as they assume their posts. The radios will not only provide improved communication within the institutions, but some will have the ability to communicate countywide. We anticipate the roll-out of the radios during FY 2019-20. We will continue to explore what resources are necessary to create a 24/7 radio command center to support all halls, camps, transportation details and staff working in the field.

Reduction of Need and Facility Renovations⁴⁶

Probation supports the Board of Supervisors recent directives instructing County departments to seek and develop additional diversion opportunities. In the last decade, the juvenile detention population has dropped exponentially, allowing for the closure of 9 camps (of which 7 have been closed since 2017), with the impending closure of LPJH and Camp Onizuka on July 31, 2019. For our juvenile institutions, we will then have in operation, five camps, two juvenile halls, and the Dorothy Kirby Center. Probation continues to focus on reducing youth in detention in partnership with our justice partners and the Office of Youth Diversion. The Probation Department is also working with the CEO's office to present a plan to renovate and replace existing juvenile halls and camps to move away from hardened and barrack design towards a Campus Kilpatrick model. While all parties are committed on these fronts, they will take time and Probation will be required to use existing facilities in the time being.

Many of the facility conditions in which the youth reside and staff work are overly institutional in design and not rehabilitative in nature. For example, the units are linear in design, have hardened furniture, and lack art and other furnishing to create a more normative feel in living units and in the common areas. To achieve an environment conducive to youth's therapeutic needs, it is imperative that the physical surroundings in the juvenile halls are changed. Juvenile halls were not originally designed to facilitate small group programming, and the living units are not conducive to rehabilitative services and in fact may induce trauma.

Housing units, where the pilot program will begin, will require renovation to be more normative and home-like – as close to the look and feel that Campus Kilpatrick provides. The reforms and enhancements in these areas will assist with the elimination of chemical agents within the juvenile facilities while providing a foundation of knowledge to deliver a platform in which Probation can create youth-centered therapeutic environments conducive to reentry and rehabilitation.

Assuming the availability of funding for renovation and furniture replacement, Probation proposes to begin renovations of living units at CJH and BJN, starting with units selected to begin the process of OC spray phase-out, with rolling renovations until all living units have been updated and refurbished. Additionally, common areas will continue to be transformed to include murals, gardens, and shaded seating areas. Renovations will be scheduled to occur prior to moving a unit into the program. Requests for resources can be found on Appendix C.

⁴⁶ While a longer-term strategy, increased diversion, expansion of community mental health options, redesign of existing camps to small group model, and replacement of Central Juvenile Hall are all projects underway either by Probation or under Board direction to County partners.

Report Writing Systems

We will need to update the current report writing systems (such as the limited features in Probation Case Management System (PCMS) that staff utilize to prepare their reports to capture and report data and support staff in writing accurate reports. The Department is working to revise its physical intervention forms as part of PCMS.

VI. Support Systems for Physical Intervention Accountability

The following reform systems are essential for the proper accountability of physical intervention incidents and vital as Probation pilots initiatives and implements long-term solutions. These positions and models are vital in evaluating the root cause for any physical intervention incident. They are designed to generate the necessary information that will be used to improve training, determine additional methods for reducing incidents, and help identify any misuses of force.

Force Intervention Response Support Team⁴⁷

The Force Intervention Response Support Team (FIRST), provides an early response review and support team for uses of physical intervention and critical incidents in the Department's juvenile facilities. The main purpose of FIRST is to assist facilities to prepare accurate and quality physical intervention reports by providing incident oversight and on-site analysis and support. FIRST staff will be expected to respond quickly to critical physical intervention incidents, and conduct intensive post-incident reviews. FIRST staff will also be tasked with reviewing compliance of policies and training, and identifying trends associated with facility-based challenges with the responsibility to help improve those policies and trainings. The FIRST team will also assist with identifying trends associated with physical interventions to improve those policies and trainings. Funding for this team is expected for the upcoming fiscal year.

Department's Force Review Committee

The Department's Critical Incident Review (CIR) Committee will also serve as the Department's Force Review Committee (DFRC). The DFRC review will be a retrospective evaluation of a physical intervention incident to ensure that employee actions are in accordance with Departmental policy, procedures and training, and to determine the effectiveness of existing policies and procedures before and after an event, to address the root causes of an event, and to prevent similar incidents from reoccurring.

⁴⁷ Assumes final budget approval in FY 2019-20 Budget

Equipment Enhancements and Centralized Radio Command Center

In 2018, Probation completed a comprehensive review of its closed-circuit television (CCTV) network at all juvenile facilities. In consideration of the Prison Rape Elimination Act (PREA 2003) standards, an estimated 2,207 cameras would be required to ensure optimal video coverage. Probation initially proposed a phased-in three-year plan, beginning in 2018 and concluding in 2020, to incorporate these additional cameras and systems to its facilities.

Probation estimated \$39.5 million to complete the project. Since then, Probation has received \$7.4 million to begin the project at CJH. Probation is working with the CEO to secure approval for funding for implementation at BJNJH and Dorothy Kirby Center for the FY 2019-20 budget year. Probation will continue the process in an effort to have similar CCTV projects replicated for all operational youth residential facilities.⁴⁸

In addition, a request will be submitted to obtain funding for a centralized Probation radio command center to be operated 24-hours a day, 7 days a week. Once in place, this center will ensure that distress signals and requests for support are reported and quickly responded to by camp, hall, transportation, and field personnel, and that outside aid from law enforcement, medical, or fire can be summoned quickly during a major emergency, such as the Woolsey Fire experienced at Campus Kilpatrick or the recent group disturbance at Camp Rockey. We will work with the CEO on exploring the needed dispatch monitoring resources.

Information Technology Strike Team

The Department has implemented a “Strike Team” of County department partners, including the Chief Information Office, to assess its information technology strengths and challenges. The assessment includes, but is not limited to, realigning and sizing Departmental IT staffing, and assessing existing application systems, infrastructure, data comparability and accessibility (including force-related data), and overall technological capabilities.

The Strike Team’s work product will include recommendations for the data capabilities needed for timely, cohesive, and transparent information reporting that informs client services, management needs, and community expectations.⁴⁹ Probation will use these recommendations to create a roadmap for enhancement of its IT capabilities, including support for funding needed to modify, replace and/or consolidate disparate systems. Probation anticipates the timing of recommendations and associated funding consistent with the County’s Supplemental Budget process which begins in July 2019.

⁴⁸ OIG Safety Report Recommendation 4: The Department should introduce cameras in all of its juvenile justice facilities. It should also consider updating its CIR policy to require supervisors to view relevant videos of incidents.

⁴⁹ PRIT Recommendation 9: The Probation Department and the new Probation Oversight Commission should regularly collect, analyze, and publicly share data on youth facility safety.

Internal Affairs Bureau Reform

The lack of trust in the internal affairs system and delays in completing timely investigations have created an unstable feeling for staff as they are required to manage youth in crisis situations, creating fears which some believe have led to increased use of OC spray as staff incorrectly believe that they would be less scrutinized for the use of OC than for a physical intervention. Probation has been working diligently to dispel these rumors while improving the quality of investigations, reduce unnecessary investigation through improved fact finding and attempting to complete more timely investigations.

As requested in Probation's April 17, 2018 draft *Accountability Project* budget request, the CEO is recommending the upgrade of the 11 Internal Affairs DPO II items to 11 SDPO items. An additional four Assistant Directors were requested to assess referrals, assign investigations, monitor and guide investigators, review and approve investigations, and provide consultation to work locations. Internal Affairs has since received and filled two Assistant Director positions. In addition, Probation is working with the CEO to address the need for additional positions.

To more effectively and efficiently process the case management of the investigative process, the Department has bifurcated the Internal Affairs Bureau into two operations, consisting of 1) the Internal Affairs Office to perform administrative functions, and 2) the Internal Criminal/Special Projects Team to conduct criminal investigations of allegations of employee misconduct.

In addition, Probation has initiated the process of implementing a new Internal Affairs case management system needed to replace six Microsoft Excel files and manual processes. An automatic case management system will provide flexibility and allow the Internal Affairs Bureau to configure incident forms, data fields, and notification letters, and make modifications to incident forms, as needed, to address agile business requirements and data collection changes.

Similar to other law enforcement agencies, the Department also seeks to relocate its Internal Affairs Bureau away from headquarters to provide for increased privacy for employees, clients, and citizens to report any concerns that they may have regarding staff behavior and allegations of employee misconduct. Probation will continue to work with other Department and County partners to identify an appropriate space.

Conclusion

The Department is confident the County of Los Angeles can lead in the elimination of OC spray in juvenile facilities. We, along with our partner agencies, are committed to providing the necessary changes to create a thriving system that is safe and secure for all youth and staff without the utilization of OC spray. By creating a culture of care and support in the juvenile halls through enhanced collaboration, coordination, training, programming, staffing and accountability, this profound paradigm shift in juvenile services will provide alternatives and early intervention to eliminate the need for OC spray and lessen the need for physical intervention through the development of fully engaged youth supported by effective de-escalation and prevention strategies.

Developing, improving, implementing, and supporting the initiatives contained herein will not only phase the elimination of OC spray from the Los Angeles County juvenile facilities, but will also provide a foundation for youth-centered therapeutic environments. Through the enhancement of programming, staffing, and coordination, along with collaboration with our labor, County and community partners, together we can create a culture of care environment in our juvenile facilities. These environments will provide alternatives and early interventions to lessen the need for uses of force through the development of positive relationships between staff and youth. We believe this plan provides the blueprint for successfully realizing this goal, while maintaining safety and security paramount. As with any complex and sensitive matter, time and experience will guide the department and our partners as we continue to work together to make this successful. The Department realizes there may be adjustments as we implement the plan, but will do so transparently and collaboratively with a commitment to create a national model.

LOS ANGELES COUNTY PROBATION DEPARTMENT'S RESPONSE TO OFFICE OF THE INSPECTOR GENERAL'S RECOMMENDATIONS ON IMPROVING SAFETY IN THE JUVENILE FACILITIES

The following provides a status response to each of the recommendations provided by the Office of the Inspector General (OIG) as reported on February 4, 2019, and March 8, 2019 *Report Back on the OIG Investigation and Improving Safety in The Juvenile Facilities*, regarding the use of chemical agents in juvenile facilities.

**February 4, 2019
Report**

Accountability and Reporting

Recommendation 1: The Department should dedicate appropriate resources to finalize and implement its comprehensive use-of-force accountability improvements including its Force Intervention Response Support Team (FIRST) and Department Force Review Committee processes.

Probation's Response (Agree)

The Department has requested additional resources to assist with comprehensive reviews and trend analysis in all juvenile facilities. The request is pending final Board of Supervisors' (Board) approval associated with the Fiscal Year 2019-2020 budget. Assuming funding is allocated:

- A centralized Physical Intervention review team will be established and will begin prospective review of all physical interventions. This team will be operational by July 2019, as policies and duty statements are in final process and the hiring process has begun.
- Force Intervention Response Support Team (FIRST)

FIRST is an early response review and support team for uses of force and critical incidents in the Department's juvenile facilities. FIRST's main purpose is to assist facilities in preparing accurate and quality physical intervention reports by providing incident oversight and on-site investigative analysis and support. FIRST staff will be expected to conduct intensive post-incident reviews and respond on-site for critical incidents.

FIRST staff also will be tasked with reviewing compliance to policies and training, and with identifying trends associated with facility-based challenges to improve those policies and trainings. Funding for this team is expected for the upcoming fiscal year. The FIRST Pilot is scheduled to be operational by July 2019. The FIRST will have the following primary functions:

- On-site facilitation, responding to the highest priority critical incidents or as determined in the best interest of the Department, to provide independent oversight, guidance, and monitoring.
- Comprehensive review of all Physical Intervention Review Packets.
- Evaluation of trend analysis to serve as an early warning team for policy revisions,

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- training issues or identification of areas or staff who require additional review and/or support.
- Support critical incident reviews, training, policy revision related to physical interventions.
- Assist with the phase out of the use of OC spray.

Through observation and interaction with facility staff following critical incidents, the FIRST will have greater insight into the institutional culture and thus the ability to identify and target policy gaps, programming needs, training improvements, and causes of incidents particularly where de-escalation techniques fell short and managed force was applied. The Team will examine documentation and conduct inquiries to analyze/track the quality of preventative efforts, triggers, de-escalation, and actions taken during and after a physical intervention incident.

Additionally, the Team will manage an enhanced/improved Early Interventions System (EIS) which tracks employee patterns of at-risk behavior. Although directly linked to the physical intervention process, the EIS has not been considered or revised alongside the new Physical Intervention standards, nor has it been managed effectively, and is not currently serving its intended purpose, perhaps even contributing to increased force trends.

The introduction of the FIRST will provide the required Departmental oversight and help improve the current Physical Intervention process by identifying and targeting areas exposing staff and individuals to heightened risks. This will result in an evident reduction in violence and subsequent reliance on force to regain control and overcome threats or behavior outbursts. The FIRST Unit will be independent of the Department's Internal Affairs Bureau.

- Department's Force Review Committee

The Department's Critical Incident Review Committee will also serve as the Department's Force Review Committee (DFRC). The DFRC review will be a retrospective evaluation of a critical physical intervention incident to: ensure that employee actions were in accordance with Departmental policy, procedures and training; determine the effectiveness of existing policies and procedures before and after an event; address the root causes of an event; and to prevent similar incidents from occurring in the future.

Recommendation 2: The Department should dedicate necessary resources and training to effectively implement its Internal Affairs processes.

Probation's Response (Agree)

- Internal Affairs Reform

In the Accountability Budget Request, the Department has requested to increase staffing and upgrade all investigative positions from DPO II to Supervising Deputy Probation

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Officer (SDPO), which would increase the total number of investigators to 17. An additional four Assistant Directors were requested to assess referrals, assign investigations, monitor and guide investigators, review and approve investigations, and provide consultation to work locations. Internal Affairs has since received and filled two Assistant Director positions. The Department has internally upgraded three DPO II positions to Supervisory DPOs. The CEO has approved the upgrade of the 11 Internal Affairs DPO II items to 11 SDPO items. The reclassification action will become effective upon the Board's approval.

The Department has continued to provide training for its Internal Affairs Bureau personnel. All new administrative investigators are enrolled in California Commission of Peace Officer Standards and Training (POST) Robert Presley Institute of Criminal Investigation (ICI) Core Course. This course is designed to introduce students to the functions and procedures necessary to successfully conduct criminal investigations. Staff new to investigations learn specific investigative techniques and case management skills. Experienced investigators take the course to learn updated, more sophisticated tools and techniques related to investigations.

This 80-hour POST course is a prerequisite for all subsequent specialty courses. All new administrative investigators are enrolled in this course, often travelling to other parts of the state to attend. All administrative investigators (except for two new staff) and all criminal investigators have now completed this 80-hour core course. As the Department waits for new ICI Core Course offerings around the state, the two new Internal Affairs investigators have completed the 24-hour Internal Affairs Seminar training.

In March 2019, three Internal Affairs investigators, and one Internal Criminal/Special Projects Team (criminal) investigator completed an 8-hour Basic Evidence for First Responders course. All four Internal Criminal/Special Projects Team (criminal) investigators and one Internal Affairs investigator will have completed the 40-hours ICI Child Abuse Course. Also, one Internal Criminal/Special Projects Team (criminal) investigator has completed the 40-hour ICI Post Financial Crimes Investigation course. Due to the statewide demand for the ICI Courses, plans include partnering with local law enforcement agencies to have more offerings related to interview techniques provided in the Los Angeles County area.

The Special Projects Team (SPT) Division of Internal Affairs was initially created to specifically address criminal medical fraud, such as Workers' Compensation and fraudulent medical documentation. The unit's responsibilities have expanded to include child abuse and other criminal conduct by Department staff. The unit does not currently have a supervisor or manager, and no support staff. The Department is working with the CEO to address the following needs:

- An Assistant Director is needed to manage the daily operations of the unit. All four (4) investigators report directly to the Internal Affairs Bureau Chief, who currently functions as their supervisor, assigning, reviewing, and approving all reports and investigations.

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- Two (2) additional SDPOs are needed to investigate the increasing non-medical criminal cases and reduce the total caseload size from eleven to seven per investigator.
- The average time to complete these cases can take up to a year (sometimes longer), depending on whether surveillance, search warrants for records, etc. are required.
- Additional SDPO investigators will reduce case completion times.
- A Senior Typist Clerk is needed to provide administrative support to the unit.

The Department has bifurcated the Internal Affairs Bureau into two operations, consisting of the Internal Affairs Office to perform administrative functions, and the Internal Criminal/Special Projects Team to conduct criminal investigations of allegations of employee misconduct. This was done to more effectively and efficiently process the case management of the investigative process. To aid in the support of effective and efficient processing of cases, the Department has also begun the process of implementing a new Internal Affairs case management system.

On December 18, 2018, the Department was informed that On Target Performance Systems, Inc received the purchase order for the off-the-shelf internal affairs case management system. On March 6, 2019, the vendor's staff cleared the required background investigation, and is now working with the Department's Information Systems Bureau to finalize the project implementation plan and business requirements.

The new system will replace six Microsoft Excel files and manual processes. An automatic case management system will provide flexibility and allow the Internal Affairs Bureau to configure incident forms, data fields, and notification letters, and make modifications to incident forms, as needed, to address agile business requirements and data collection changes. Although data collection will be an integral function of the system, agile reporting and data mining capability is also of major importance.

The system will provide administrators/managers with the ability to configure standard, canned reports, as well as allow end users the ability to generate comprehensive statistical and descriptive reports based on any system or custom data fields created. Additionally, a user-friendly interface is required to allow administrators the ability to custom configure data fields, forms, and reports without the need for any programming or code changes to the system.

As of June 11, 2019, the CEO has approved the Department's request to relocate its Internal Affairs Bureau operations away from Department Headquarters, as other law enforcement agencies, i.e., the Los Angeles County Sheriff's Department (LASD), house their Internal Affairs Bureau operations separately from their main administrative headquarters. Such a separation will provide increased privacy for employees, clients, and citizens to report any concerns that they may have regarding staff behavior and allegations of employee misconduct. It will also provide more privacy to conduct investigations into highly sensitive matters.

The Department has hired a part time Bureau Chief (120-day employee) who retired from LASD to assist with review of internal affairs practices, training and reports. The Bureau Chief previously worked in internal affairs and was also instrumental in the significant reforms to the LASD jails. The employee is currently reaching the limit of his allotted hours but is anticipated to return in July 2019.

The Department, in partnership with County Counsel, has also implemented a central intake system to review all incoming requests for investigation to develop a strategy upon intake of the allegation. That program is being further refined and it is hopeful that the Office of the Inspector General will serve in a roll in that intake process.

Recommendation 3: Preliminary Incident Notification (PIN) and Critical Incident Review (CIR) Directives should more clearly guide staff in determining when to notify leadership of relevant force incidents.

Probation's Response (Agree)

- Based on the complete review of the PIN and CIR process, including related business processes, a final Critical Incident Review Process draft directive was finalized and published in October 2018. The Directive reestablishes the PIN procedures and provides thorough and concise guidelines for bureaus following critical incidents.

The CIR process is designed to expedite a review by managers of the Department's response to the critical incident, including those not directly involved with the critical incident. It is also designed to identify successful and unsuccessful strategies employed during the incident. Lessons learned and best practices will be shared with line supervisors and staff to implement throughout the Department. Additionally, CIR findings provide the Department with facts to guide expectations and corrective actions going forward.

- Additionally, other critical policies and directives including the physical intervention and Preliminary/Follow-up Incident Notifications (PIN/FPIN) are currently under comprehensive revision by the Department. These directives are being revised to ensure that staff clearly understand the requirements for when and how to properly provide notifications involving the various incident types. The target date for the revision and implementation of these policies is scheduled for July 31, 2019, and training will commence in August of 2019.
- Training will be rolled out following completion of the revision, with anticipation of beginning in September 2019.

Recommendation 4: The Department should introduce cameras in all its juvenile justice facilities. It should also consider updating its CIR policy to require supervisors to view relevant videos of incidents.

Probation's Response (Agree)

- In 2018, the Department completed a comprehensive review of its closed-circuit television (CCTV) network at all juvenile facilities. Taking the Prison Rape Elimination Act (PREA 2003) standards into consideration, an estimated 2,207 cameras would be required to ensure optimal video coverage. The Department initially proposed to the CEO a phased-in three-year plan, beginning in 2018 and concluding in 2020, to incorporate these additional cameras and systems to its facilities. The Department initially requested from the CEO an estimated \$39.5 million to complete the project. Since then, the Department, ISD and Probation teams collaborated with the CEO's Office to prepare and submit a Board Letter for review and approval by the IT Cluster and Board to receive \$7.4 million to initiate the project at Central Juvenile Hall.

On May 29, 2019, the IT Cluster reviewed the Board Letter, which was approved by the Board on June 11, 2019. If the CCTV project is funded in June 2019, then the procurement process will commence in July 2019, and the CCTV equipment installation phase will start during the month of October 2019 and complete during the month of February 2021. The Department continues to work with the CEO's Capital Projects to secure approval for funding for implementation at both BJNJH and Dorothy Kirby Center for FY 2019-2020. The Department further submitted the camera project as an unmet need category for the FY 2019/20 budget request.

The Department will continue this process to ensure that similar CCTV projects are replicated for all facilities that will remain open.

Training

Recommendation 5: The Department should address staff concerns regarding inadequate use-of-force training by developing comprehensive and fully integrated training curriculums and presentations that offer effective alternatives.

Probation's Response (Agree)

- In partnership with JKM Training, Inc., the Department developed a 16-hour course to serve as an annual refresher for all physical intervention training, including documentation, incident review process, de-escalation techniques, Departmental policy, as well as physical intervention skills and practices. As of March 11, 2019, the Department obtained certification for 16 trainers to provide the refresher training to all juvenile facilities staff.

The Department has contracted with Crisis Prevention Institute (CPI) to provide Nonviolent Crisis Intervention Skills (NCIS) training. This course will provide staff with an effective framework for decision making and problem solving to prevent, de-escalate, and safely respond to disruptive or assaultive behavior. As of March 11, 2019, the Department has successfully obtained certification of 20 departmental officers to disseminate training in the CPI Program Components course. The Department has trained 505 staff in this course and plans to continue the training to include all juvenile facility staff.

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- Trauma Informed training has been developed and has been provided in the juvenile halls but will be expanded with the overall initial and on-going training plans.
- Internally-Developed Training
 - A "Rapport Based Supervision" course curriculum is being developed for the juvenile halls. This curriculum, adapted from a successful program introduced in the camps, includes key topics such as, providing safe and effective supervision practices, including teamwork, communication, consistency, trauma and factors affecting youth development, engagement with youth, and creating professional and trusting relationships. The development of this curriculum will include input from workgroups conducted with line staff.
 - The Department has certified 25 trainers to train Department personnel in effective communications. This course is designed to teach staff how to effectively communicate and gain voluntary compliance from agitated and initially non-compliant youth in juvenile facilities by utilizing key skills such as active listening and non-verbal communication.

Recommendation 6: The Department should assess and enhance training, including off-post training, in interacting with youth with mental health and behavioral needs, and youth in acute mental health crises.

Probation's Response (Agree)

- In collaboration with DMH and the University of California, Los Angeles (UCLA), focus groups have been formed to assess further training needs in working more effectively with youth that exhibit more severe mental health symptoms and behavior. The Department is exploring the inclusion of the "Crisis Intervention Behavioral Health" course to address mental health-specific needs of youth in the de-escalation process. This 16-hour course is designed to train staff to manage crisis situations involving youth with serious mental illnesses and/or developmental disabilities. The Department is exploring other trainings in partnership with universities.

Recommendation 7: The Department should ensure that staff are effectively trained to accurately document all events that led up to the use-of-force, including staff and youth behaviors that precipitated force, and decontamination efforts.

Probation's Response (Agree)

- This recommendation is being addressed with the revised Physical Intervention policy that will be implemented by July 31, 2019, with training commencing in August of 2019. This policy has been revised and has been sent to the labor Unions for their review.
- The revised Physical Intervention training will include enhanced report writing training and expectations and will commence in August 2019.
- The establishment of the FIRST team will help identify concerns related to quality of reports and physical intervention packages as a continuous quality improvement initiative.

Recommendation 8: The Department should revise training materials to remove language that inadvertently encourages incomplete or inaccurate reporting.

Probation's Response (Agree)

- The slide identified in the OIG report in the lesson plan has been removed and corrected. However, the overall revision of training is being addressed with the revised Physical Intervention policy that will be implemented by July 31, 2019, with training commencing in August of 2019. This policy has been revised and has been sent to the labor Unions for their review on June 17, 2019.

Department Policies

Recommendation 9: The Department should establish a unified training and policy development team.

Probation's Response (Agree)

- The Department continues to work with the CEO's office to create a policy development unit and enhance the training unit. The Department is also exploring contracting with a vendor to provide California-specific policy and research expertise to facilitate rapid updates to Department policies as laws and regulations change. Vendor services are available, and commonly used by other counties' Probation Departments, that develop timely and tailored policy drafts for Probation's needs. The tailored drafts ensure that Probation can maintain policies that are up-to-date with state and federal laws and regulations, and that also incorporate national standards and best practices. Probation is pushing to procure these services by the end of 2019 but a dedicated unit will be required to coordinate with the vendor and the various units to update the policies and will need a quality training strategy to roll out the new policies.

Recommendation 10: The Department should ensure that its use-of-force policies clearly define keystone concepts.

Probation's Response (Agree)

- This recommendation is being addressed with the development of a new Physical Intervention Policy Directive, which is targeted to be implemented by July 31, 2019. Training will commence in August of 2019. The final draft directive was sent to the Labor Unions for their review on June 17, 2019.

Recommendation 11: The Department should consider amending its draft use-of-force policy so that its force standard goes beyond the minimum requirements of the Constitution and other applicable laws.

Probation's Response (Agree)

- This current policy goes beyond the constitution and minimum standard; however, this recommendation is being addressed with the development of a new Physical Intervention Policy Directive which is targeted to be implemented by July 31, 2019. The directive concentrates on prevention strategies to mitigate the need for physical intervention. This directive addresses Title 15 requirements, in addition to best practices which align Probation with the LA Model, concentrating on rehabilitative efforts, including positive behavior reinforcement and youth engagement. Training will commence in August of 2019. The final draft directive was sent to the labor Unions for their review on June 17, 2019.

Recommendation 12: The Department should ensure its draft use-of-force policy prohibits troubling decontamination practices.

Probation's Response (Agree)

- The longstanding expectation regarding decontamination has been reiterated to staff and the recommendation is being addressed with the development of a new Physical Intervention Policy Directive which is targeted to be implemented by July 31, 2019. Training will commence in August of 2019. The final draft directive was sent to the labor Unions on June 17, 2019. However, the Department is also working on phasing out Oleoresin Capsicum Spray, as a permitted physical intervention.

Recommendation 13: The Department should assess its policies regarding youth access to religious programming.

Probation's Response (Agree)

- The Department agrees with this recommendation and has incorporated language into its juvenile institutions manuals to ensure that youth are afforded the opportunity to attend and/or participate in religious services/studies/ counseling. It has also issued written expectations reiterating access to religious services. Training on Board of State and Community Corrections (BSCC) Title 15 regulations is provided to all newly hired staff as part of the Academy Training Curriculum. Refresher training on Title 15 will be provided to all staff at the start of the new fiscal year, July, 1, 2019.

Recommendation 14: The Department should require staff to act appropriately when observing policy violations and deviations from training.

Probation's Response (Agree)

- The Department has always required staff to act appropriately when observing policy violations and provided training and expectations concerning mandatory reporting requirements. However, this recommendation is being addressed with the development of a new Physical Intervention Policy Directive and Physical Intervention Review Policy

Directive which is targeted to be implemented by July 31, 2019. The directive addresses staff conduct and protocols for reporting policy violations and deviations from training. Training will commence in August of 2019. The final draft directive was sent to the labor Unions for their review on June 17, 2019.

Recommendation 15: The Department should assess its implementation of its HOPE Centers to ensure that it aligns with intended goals.

Probation's Response (Agree)

- The Department is working with the Department of Mental Health to assess whether we should replace HOPE centers with more therapeutic Crisis Stabilization Units (CSUs). In the halls, many youth currently placed on direct supervision would benefit from a unit designed specifically for stabilization. Additionally, as juvenile halls are an entry location for the system, the youth can arrive in crisis or enter crisis during their stay and the Probation staff have insufficient training and options to address their profound needs. DMH and Probation will be seeking support and resources to establish designated units to stabilize youth who are in crisis.

Staffing

Recommendation 16: The Department should continue assessing its staff resources, with an emphasis on ensuring that sufficient and effective supervision is provided to line-staff and youth.

Probation's Response (Agree)

- The Department will continue to work with the CEO and County partners to determine staffing levels to create a paradigm shift to trauma-informed, rehabilitative services in our detention facilities. The strategy to eliminate OC spray is heavily reliant on a new staffing and supervision model.
- Considering the principles prescribed above and the vision of a youth-centered therapeutic environment, the Department is requesting to increase staffing ratios conducive to ensuring the desired outcomes afforded by adopting a small group model and enhancing programming and services. These staffing increases include:
 1. Increasing Supervisory staff to increase staff support, supervision, safety, and accountability;
 2. Removing Senior Detention Services Officers (DSOs) from being involved in the direct supervision staff for youth. These officers are responsible for the program and operation of the units, and they are responsible for coordinating daily routines and recreational activities. These staff will continue to be trained to provide additional support to line staff through coaching and mentoring;
 3. Increasing clinical and programmatic staffing to enhance service provision.

4. Increasing supervisory positions.

Recommendation 17: The DMH should work with the Department to identify specific mental health staffing needs and increase provider-to-youth ratios.

Probation's Response (Agree)

- The Department and DMH are working together with the CEO and other stakeholders to assist in this on-going reform and the phase-out strategy represents a paradigm shift in mental health's role in the juvenile halls. Increasing mental health staffing levels in the juvenile halls, coupled with the inclusion of both psychiatrists and clinicians as part of the therapeutic milieu, will be critical to successfully shift the culture of the juvenile halls. A request for resources will be submitted separately.

Culture

Recommendation 18: The Department should continue to implement measures that ensure its practices are consistent with its core values, and to ensure that staff at every level work to create a safer environment in the County's juvenile justice facilities.

Probation's Response (Agree)

- This is a very broad-based recommendation that encompasses virtually every aspect of reform in the Department. The responses below are examples of those cultural shifts, which will be supported through training, hiring, promoting, collaborative partnerships, engagement, review of mission/vision/values and the myriad of projects contained in the current PRIT reform plan and other efforts.
 - The Department's primary strategy to decrease the level of youth violence and create safe environments revolves around providing all youth with a variety of engaging programming options. A core component of the LA Model is the belief that youth who are engaged, busy and interested in participating in activities are less likely to act out or cause disruptions.

Program enhancements for the pilot units will be requested utilizing Juvenile Justice Crime Prevention Act (JJCPA) funding with the goal that programming opportunities will be available every day and during the evenings. We anticipate programming augmentation will begin as the phase out begins, targeting the units moved into the phase out strategy as well as the "high OC spray utilization" units first, with the goal that all units have enhanced programming over time. Examples of programs include but are not limited to:

- Arts
- Job readiness training

- Gang Intervention
- Conflict resolution
- Parenting and family reunification

Several programs successfully implemented in our camps systems will be introduced into the juvenile halls. By utilizing these proven models, which are being implemented in facilities which have been operating without OC spray, we hope to achieve the same level of success in behavior management in the juvenile halls.

- Cognitive Behavioral Therapy (CBT). Cognitive-behavioral interventions utilize a problem-solving approach to help people identify and change the dysfunctional beliefs, thoughts, and patterns of behavior that contribute to their problems. Cognitive therapy is a way to gain control over inappropriate, repetitive thoughts that often feed or trigger various presenting problems.
 - Multi-Disciplinary Teams (MDT). Prior to community re-entry, the MDT will assist the youth in developing a structured aftercare relapse prevention plan that will incorporate building pro-social support networks while building a suitable accountability plan to ensure successful transition. The plan will include a list of items needed to make a successful transition such as identification, resume building, housing, medical care, support groups, transportation, and employment. This team will also assist with identifying youth who could be diverted or placed in alternative settings, as well as assist with family or caregiver connection.
- Enhancements to training as addressed throughout various recommendations in this report.
 - The Department has conceptualized an enhanced staffing model, supported by the principles of the LA Model which is designed to support a small-group, therapeutic living unit structure to create more positive and interactive relationships between staff and youth. In addition, it will provide sufficient staff to supervise the youth in a variety of activities. This model of care is intended to realign the tasks and activities of juvenile facility staff into job descriptions and roles that are focused on the care and support of youth residing in our facilities. The Department will complete and present a "Staffing Structure Needs Analysis" to determine the number of staff required to efficiently operate the facilities using this small-group, therapeutic milieu, with an ideal supervision ratio of 1:5 during normal waking hours.

The roles of each staff in the juvenile halls will be reassessed and reorganized to increase the efficiency and effectiveness of the overall team. The Department will

also be requesting the following items:

- Introduction of the Deputy Probation Officer III (DPO III) Series. These staff will serve as Subject Matter Experts (SME) who perform the function of Master Trainers in a variety of institutional practices. Additional functions of this classification will be to assist in the development and implementation of additional training programs and serve in a lead role to oversee and guide the small group model program focus. These Officers' experience with casework will assist in providing support for cognitive behavioral therapy (CBT), support family engagement and discharge planning, and ensure that that our behavioral modification programs are being disseminated properly and producing desired outcomes.
- Increase Supervision. The Department plans to include a request for additional Supervising Detention Services Officers (SDSOs) on each shift. This change would increase staff support, supervision, safety, and accountability. SDSOs are needed to train staff, ensure programming is occurring, help immediately resolve problems and assume responsibility of crisis situations, and appropriately direct and guide staff to take the correct actions.
- The Department's Behavior Management Program (BMP) is designed to motivate youth to be consistent in demonstrating appropriate prosocial behaviors by providing rewards, incentives/privileges, and sanctions that provide them with on-going feedback concerning their behavior. In partnership with DMH, LACOE, and labor, the Department will continue to improve on this model by updating the BMP to align with the programming and practices of the LA Model.

The update will include the development of a system to address the motivations and factors affecting the longer-term populations in juvenile hall and a system of graduated sanctions for misbehavior. This system will be modeled after the Developmental Stage System being developed for Campus Kilpatrick, which utilizes the principles of positive youth development.

The goal is to achieve a system that supports the needs of both short-term and long-term populations. To help accomplish this, a complete review and update of current behavior management programming rewards and sanctions policies and practices will be completed, with assistance from our internal partners and external service providers.

- Several committees and support teams have been or will be established. These entities will be responsible for reviewing the stages of the transition and will continue to provide feedback to make any necessary changes as the process

evolves to evaluate training, programming, and other needs identified as OC spray is eliminated.

- *Force Intervention Response Support Team (FIRST)*. As addressed in Recommendation 1.
- *Department's Force Review Committee (DFRC)*. As addressed in Recommendation 1.
- *Critical Incident Leadership Team*. Prior to the elimination of OC spray, an executive level Critical Incident Leadership Team, in partnership with other Departments, labor organizations, and OIG, will be convened to review all OC spray use. This team will be established by August 30, 2019.
- *Safety Committees* have been organized at each juvenile facility, consisting of various levels of facility personnel, including executive management, line staff, union representatives, and County agency partners (e.g., DMH, JCHS, and the Los Angeles County Office of Education (LACOE)). The purpose of these committees is to address facility concerns and/or issues, including systemic policy and procedural barriers, with a focus on collaboration to improve the safety of youth and staff.
- *Peer Support Teams* - On January 1, 2019, a Peer Support Program was implemented. This program consists of staff who are trained to provide support and reassurance to peers who may be experiencing stress or are in crisis. The program's goal is to help staff clarify their perceptions, bolster their self-esteem, and develop new skills to manage stress. Managers will continue to refer staff to this and other existing services, such as the Employee Assistance Program (EAP) and Employee Support Services (ESS).
- *Policy and Training Development Team*. The prevention phase will include establishing a Policy and Training Development Team consisting of subject matter experts and multiple stakeholders (e.g., Probation Oversight Commission, County Counsel, bargaining units, Youth Councils, OIG, DMH, LACOE, Program Providers) to develop a comprehensive set of policies and trainings required to affect the paradigm shift from a "custody and control" ethos to one that is more therapeutic in nature. This team will also provide recommendations to the Department on utilizing newer technologies to share physical intervention policies and data publicly.
- *Facility Renovations*. The conditions in which the youth reside and staff work are not rehabilitative in nature and may exacerbate or induce trauma. For example,

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the units are linear in design, have hardened furniture and lack art and non-institutional feel in living units and in the common areas. To reduce the cold and institutional feel of the living units, housing units, where the pilot program will begin, will require renovation to be more home-like. Assuming funding for renovation and furniture replacement, Probation proposes to begin renovations of living units at CJH and BJN, starting with units selected to begin the process of OC spray phase-out, with rolling renovations until all living units have been updated and refurbished. Additionally, common areas will continue to be transformed to include murals, gardens, and shaded seating areas.

- *Communication Equipment.* Updated emergency communication equipment (radios) will be programmed and issued to staff as they assume their posts. The goal is to improve response time from staff outside of each unit when a crisis occurs, as well as create a personal alarm system. The radios are expected to be available by July 31, 2019 to begin programming for issuance.

A request will be submitted to obtain funding for a centralized Probation radio command center to be operated 24-hours a day, 7 days a week. Once in place, this center will ensure that distress signals and requests for support are reported and quickly responded to by camp, hall, transportation, and field personnel, and that outside aid from law enforcement, medical, or fire can be summoned quickly during a major emergency, such as the Woolsey Fire experienced at Campus Kilpatrick or the recent group disturbance at Camp Rocky.

<p>March 8, 2019 Report</p>
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Recommendation 1: The Department should continue its efforts to update its information technology infrastructure to ease its collection of force-related data, and should seek resources to improve its processes.

The Department's data-collection efforts are hindered by an outdated and ill-fitting information technology system that makes it difficult both for staff to input relevant and accurate data, and for management to make use of the data for trends analysis. The Department should continue to seek out and obtain resources to modify or replace PCMS, so that it can capture and easily export force-related data.

In modifying its systems, the Department should consider making it easier for staff to enter, and for management to use, subject youth information in addition to force-specific data, including: time spent in the Department's custody; documented disabilities; mental health status; all force-relevant contraindications; and adjudication status. Information regarding bystander youth who are affected by the physical intervention should also be gathered and analyzed. It should also consider modifying its systems to more easily capture when OC spray warnings are used by staff in a particular incident.

The Department should also consider forming a dedicated data team that will create and maintain its information collection and analysis processes. The team should carry out routine audits of the Department's data-related practices to ensure the accuracy of information that is collected. It should also work to identify and publish data, both for the Department and the public.

Probation's Response (Agree)

The Department has identified this as a key risk and opportunity area and has been working with the CEO and other County leaders to assist in targeting an approach to address a significantly under resourced area of the Department. To meet this recommendation, the Department will require significant support and resource allocation. On-going efforts include:

- The Department has implemented a "Strike Team" of County department partners, including the Chief Information Office, to assess its IT strengths and challenges. The assessment includes, but is not limited to, realigning and sizing Departmental IT staffing, and assessing existing application systems, infrastructure, data comparability and accessibility (including force-related data), and overall technological capabilities. The Strike Team's work product will include recommendations for the data capabilities needed for timely, cohesive, and transparent information reporting that informs client services, management needs, and community expectations. The Department will use these

recommendations to create a roadmap for enhancement of its IT capabilities, including support for funding needed to modify, replace and/or consolidate disparate systems. The Department anticipates the timing of recommendations and associated funding consistent with the County's Supplemental Budget process which begins in earnest around July 2019.

- The Department has been working on refining data collection and analysis through the Probst process and continues to engage in quarterly reviews of the data that is available to make evidence-based and data-informed decisions.
- The Department has placed a link on the website to share juvenile detention related data and intends to expand that data as the Department determines how best to present that data and is confident the data is accurate. Refer to <https://probation.lacounty.gov/data/> to review the information on the website.
- The Department is in the final stages of procuring a case management system for internal affairs investigations. The Department is also significant planning to procure a juvenile case management system as well as a staff scheduling software system. However, these procurements are hampered by insufficient staff to manage these complex projects, much less engage in the change management necessary to implement the new programs once the programs are procured.

Recommendation 2: The Department should continue to update its force-related policies to improve the reliability of its data and ensure that its data-collection methods reflect those policies.

The Department should ensure that its on-going review and update of force-related policies is informed by its data collection and analysis needs. As noted above, its use-of-force policy does not contain a definition of what constitutes assaultive behavior. Given that staff who input such information are currently doing so without a standardized understanding of such behavior, the information is likely inaccurate and unreliable. The Department should provide a standard definition and related training.

The Department should also ensure that its data-collection tools reflect its force-related policies. Specifically, the force categories articulated in PIRs should be identical to those defined in its policies. PIRs should also be modified to make it easier for staff to clearly report all force techniques employed during a particular incident.

Probation's Response (Agree)

- This recommendation is being addressed with the development of a new Physical Intervention Policy Directive and Physical Intervention Review Policy Directive which is targeted to be implemented by July 31, 2019. Along with these directives, the Department is revising Physical Incident Report (PIR), Special Incident Report (SIR) and Physical Intervention Incident Review (PIIR) to capture more detailed data regarding physical intervention; new Title 15 requirements; and potential physical interventions that were averted/prevented. Training will commence in August of 2019. The final draft directive was sent to the labor unions for their review on June 17, 2019.

- The establishment of the FIRST will also assist in ensuring reporting is accurate and data is collected in a consistent and systemic manner.
- Refer to Recommendation 2 on page 17 concerning data.

Recommendation 3: The Department should consider making its force-related policies publicly available.

The Department should consider publishing its force-related policies, including those that govern its data collection and review practices. These policies provide necessary context to Department practices and will likely help the public in understanding force data.

Probation's Response (Agree)

- On April 10, 2019, the Department began to publish its physical intervention data monthly and quarterly on its website to increase its transparency.
- When the new policy is completed, the policy will be available publicly.

Recommendation 4: The Department should meet with and inform stakeholders of its plans to increase transparency.

To ensure that its plans are shaped by the community, Department executives should meet routinely with stakeholders and seek out feedback and suggestions regarding its publication of data.

The Department should also consider creating a policy that outlines the type of force-related data it will publish, and how frequently it will do so. When determining what information to make public, the Department should consider including the following force-related data for youth, barring any legal limitations:

- Age;
- gender;
- ethnicity;
- documented disability;
- mental health status;
- force-relevant contraindications;
- adjudication status; and
- time in custody.

Probation's Response (Agree)

To the extent legally permissible and supported by resources for implementation, the Department agrees with this recommendation and is addressing it as follows:

- The Department Executives have frequent collaborative meetings with stakeholders to offer stakeholders an opportunity to raise concerns and offer suggestions and solutions.
- The Department has redesigned its Public website and has begun to post data and documents to enhance its transparency.
- Contract consultants are working with Internal Affairs to revamp the Internal Affairs intake system into one that is more accountable and transparent.
- The Department has reshaped and augmented its current Quality Assurances Services Bureau (QASB) and transform the existing bureau into the Systems Accountability Bureau (SAB). The SAB is responsible for continuous quality improvement (CQI), corrective action management, and performance metrics systems. The SAB has been tasked with the following items:
 - Develop a data analytics protocol to measure critical outputs (Probstat).
 - Create a transparent and accountable Critical Incident Review and corrective action system.
 - Create non-confidential dashboard metrics available to the public via the Probation website.
- The IT Strike Team is designed to help build an infrastructure that can be responsive and can collect and generate data, the current systems and staffing resources are inadequate to meet the recommendations.
- The PRIT is also tasked with helping to prioritize the way the Department addresses the myriad of expectations for reform that have been placed on the Department to help create a pathway to success.

**PROBATION DEPARTMENT'S RESPONSE TO THE
PROBATION REFORM AND IMPLEMENTATION TEAM'S RECOMMENDATIONS
TO ENSURE HUMANE TREATMENT AND SAFETY OF YOUTH AND STAFF AND
FOR THE PHASED ELIMINATION OF OLEORESIN CAPSICUM SPRAY
IN LA COUNTY JUVENILE FACILITIES**

The following provides the Probation Department's response and/or status for each of the recommendations as included in the Probation Reform and Implementation Team's (PRIT) report on May 1, 2019 - *Recommendations to Ensure Humane Treatment and Safety of Youth and Staff and for the Phased Elimination of Oleoresin Capsicum ('Pepper Spray') in LA County Juvenile Facilities*. All recommendations have been compiled and the Department's status or recommendation follows the recommendation.

***PART ONE: RECOMMENDATIONS TO ENSURE SAFETY AND HUMANE
TREATMENT IN LA COUNTY JUVENILE JUSTICE FACILITIES***

Culture Change

Recommendation 1: Develop a concrete strategy to end the adversarial "us vs. them" culture that the Inspector General's report documented among certain Probation staff.

Probation's Response -- Agree

It is believed the strategies of training, staff development, increased collaboration with county and community based organizations and enhancing the behavioral management system will assist in building staff capacity. Enhancing trauma informed training will better exposure our employees to the pathways that bring youth into the system. Reducing staffing levels and providing staff ample time for employees to build rapport with youth as well as decompress from difficult situations will profoundly change the view of a small number of staff who have drifted from their original reason for joining the department. Continuing to reward employees who embrace the values and vision of the department will be important and working with those employees to seek other opportunities who are simply not best fit for working with youth will be supported by reduced supervisory ratios.

Recommendation 2: Develop a mission, vision and philosophy for juvenile facilities that support positive youth development and therapeutic, rehabilitative principles and practices; use gender and culturally-responsive strategies to address trauma and abuse, unhealthy relationships, parental issues, mental health, and addiction.

Probation's Response – Agree

- The Department is in the process of revising the mission, vision and values.
- The Department has recently proposed revising its mission for Juvenile Probation:

"It is the mission of Juvenile Probation to promote and support healthy youth development that is trauma-responsive, strength-

based and culturally competent by partnering with family and the community.”

Recommendation 3: Support Probation staff-development approaches focused on culture change and increase avenues for staff to be heard.

Probation's Response – Agree

- **Training**

The training proposed in the roll out plan will be critical to engage in an interactive dialogue with staff. Current staff listening sessions, engagement with labor on the development of the phase out plan and the interaction with University of California Los Angeles and other universities to help us determine continue to improve training are critical steps. Each phase of the OC elimination strategy relies on staff engagement and feedback to continue to improve communications and training strategies.

- **Staff Support Programs**

On January 1, 2019, a Peer Support Program was implemented. This program consists of staff who are trained to provide support and reassurance to peers who may be experiencing stress or are in crisis. The program's goal is to help staff clarify their perceptions, bolster their self-esteem, and develop new skills to manage stress. Managers will continue to refer staff to this and other existing services, such as the Employee Assistance Program (EAP) and Employee Support Services (ESS).

Probation has begun to adopt the practice of including various levels of staffing in committees to assist in the revision and expansion process of courses/training curriculums. It is the vision of Probation that by collaboratively developing and revising policies, with such input, shall provide curricula that is designed to be both relevant and engaging for staff.

- **Juvenile Institutions Safety Committees**

Safety committees have been organized at each juvenile facility, consisting of various levels of facility personnel, including executive management, union representatives, County agency partners (i.e. DMH, JCHS, the Los Angeles County Office of Education (LACOE), line staff, and additional personnel, as necessary. The purpose of these committees is to address facility concerns and/or issues, including systemic policy and procedural barriers, with a focus on collaboration to improve the safety of youth and staff. When these committees feel that more collaborative input or engagement with staff is necessary, these committees will also be responsible for creating opportunities for facility staff to impart their collective voices, by organizing opportunities such as surveys and/or “Town Hall” style meetings.

Recommendation 4: Ensure that Probation's efforts surrounding de-escalation strategies consistently include the expertise and consultation of individuals who have been detained in the Probation system.

Probation's Response – Agree

- Probation continues to work on best methods to engage the community, youth and individuals with lived experience in improving de-escalation strategies. The feedback during the PRIT hearings were informative and helpful in developing strategies and those conversations are on-going. Probation is also working in our facilities with individuals with lived experience and is engaged in expanding those services and implementing Credible Messenger Initiatives. Examples include

- **Credible Messenger Initiatives¹**

The Department is participating in several Credible Messenger initiatives, including GRYD to connect young people with mentors with lived experiences to reduce the youth's return to gang involvement and reoffending. Probation has expanded the clearance criteria for people with lived experience to work in facilities and help with de-escalation and problem solving skills with our youth.

- **Gang Reduction Youth Development (GRYD)**

The GRYD Juvenile Reentry Family Case Management (FCM) Program model is an adaptation of a GRYD program, designed and set to serve gang-involved youth and their families who are in the process of exiting out of Probation facilities. Youth returning to gang involvement and reoffending demonstrates the need for systemic, integrated, and coordinated responses to juvenile reentry (GRYD Probation Juvenile Reentry Evaluation Report 2016; Abrams, Shannon, & Sangalang, 2008). GRYD facilitates family engagement and a coordinated approach to aftercare to successfully mobilize community resources once youth returns home. This coordinated approach includes the development of client and family centered process, with reentry case plans that capture youth strengths and needs while youth are incarcerated. Coordination between facility staff, DPOs, and services providers ensures adequate connection and follow up with youth and family. Additionally, a comprehensive approach to case management services with space for all partners to effectively build and respond to reentry services is crucial (Altschuler et al., 1999).

¹ PRIT Recommendation 4: Ensure that Probation's efforts surrounding de-escalation strategies consistently include the expertise and consultation of individuals who have been detained in the Probation system

Mental Health Support

Recommendation 5: Ensure that Probation's juvenile justice facilities are environments where youth can flourish, where mental health needs are identified and assessed regularly to be met with corresponding tools, and where family connection and input are central to the rehabilitation of youth.

Probation's Response -- Agree

- The proposed phased approach is deeply rooted in this recommendation. Examples include:
- Probation and DMH are collaborating with the University of California, Los Angeles (UCLA) and partner agencies to assess the staffing and service needs of the juvenile facilities;
- DMH is exploring the possibility of expanding mental health personnel coverage from the current 7 a.m. to 7 p.m. structure to a 7 a.m. to 10 p.m. coverage, which would also include twenty-four-hour on-site care support;
- Probation and DMH are working on the development of Crisis Stabilization Units (CSUs) - In the halls, many youth have been identified to currently placed on direct supervision would benefit from a unit designed specifically for stabilization. Additionally, as juvenile halls are an entry location for the system, the youth can arrive in crisis or enter crisis during their stay and the Probation staff have insufficient training and options to address their profound needs. DMH and Probation will be seeking support and resources to establish designated units to stabilize youth who are in crisis;
- Participating in joint unit meetings with Probation and partner agencies to tailor direct supervision response strategies in a coordinated effort;
- Exploring the feasibility of increasing the number of staff at the facilities;
- Facilitating and participating in joint training efforts for advancing de-escalation techniques; and
- Enhancing the collaborative partnership between DMH and Probation with the formation of CORTs, modeled after DMH's Mental Evaluation Teams' (MET) partnership with LASD.
- Engaged in increased cross departmental training in alignment with the LA Model.

Recommendation 6: Address the working conditions, well-being, and the learning needs regarding wellness of Probation staff working in juvenile justice facilities.

Probation's Response -- Agree

- The Department agrees and many of the efforts in the report reflect this commitment, from improving the physical plant, reducing staffing levels, increasing training, enhancing supervision and improving the staff wellness centers and access to the centers. Additionally, the Probation continue to increase opportunities for staff to attend training classes to learn more about strategies to counteract the impact of vicarious trauma and compassion fatigue.

Programming

Recommendation 7: Replace the idle time widely and commonly experienced by youth in the juvenile facilities with daily therapeutic activities that heal and develop youth.

Probation's Response -- Agree

- Probation and Department of Mental Health agree with this recommendation. Incorporating Cognitive Behavioral Therapy Programming as provided through the LA Model in the Camps will begin in the juvenile halls. Such programs include:
 - **Aggression Replacement Training (ART):** ART is a cognitive-behavioral skills training for high-risk emergent adults that involves structured learning in areas of anger control and moral reasoning.
 - **Substance Abuse Treatment:** The County's Substance Abuse Prevention and Control has recently adopted a medical model of care. The Drug Medi-Cal Organized Delivery System (DMC-ODS) includes providing a continuum of care modeled after the American Society of Addiction Medicine (ASAM) Criteria for substance use disorder treatment services.
 - **Mental Health:** Mental Health services are provided to probation youth by the Department of Mental Health. Services include individual and group therapy once a week or more depending on the need of the individual and group. Psychiatric services are also available, including an on-call psychiatrist who is also available after-hours, during holidays and on weekends.
- **Stabilizing Activities:** Additionally, probation youth will participate in programs aimed at increasing their skill levels in education, employment, and life skills.
 - **Education:** Online credit recovery curriculums, such as APEX, will be provided to youth curriculum in order to increase accredited units. Literacy and tutoring will be provided to enhance literacy and provide homework assistance.

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- **Job Readiness and Training:** Job Readiness and training can assist probationers with employment research, composing resumes, cover letters and assembling portfolios. Using the Workforce Development and Aging Community Services (WDACS) youth will receive Personal Enrichment Training (PET) and linkages to community-based organizations upon release. Contracted CBOs will offer stipends to incentivize youth to participate in services.
- **Creative Arts:** The Arts Commission contracts with creative arts non-profits to provide a variety of art forms to youth to connect in-school academic learning with out-of-school experiences which allow youth to gain insights and skills in the arts.

Recommendation 8: Immediately act on the RDA recommendation that "LA Probation should implement incentive-based behavior management systems for youth and reward facility managers and unit supervisors who can reduce critical incidents and increase school attendance."

Probation's Response – Agree

The Department concurs and will continue to work with the Department of Mental Health to improve the Behavior Management Program Sanctions and Reward Systems. The Department's Behavior Management Program (BMP) is designed to motivate youth through a "Token Economy" to be consistent in demonstrating appropriate prosocial behaviors by providing rewards, incentives/privileges, and sanctions that provide them with on-going feedback concerning their behavior. The BMP was designed to provide youth with a structured environment where they can spend their time in a positive and constructive manner.

Probation shall continue to improve on this model by updating the BMP to align with the programming and practices of the LA Model and YICPM process, including the development of a system to address the motivations and factors affecting the longer-term populations in juvenile hall and a system of graduated sanctions for misbehavior. This system will be modeled after the Developmental Stage System being developed for Campus Kilpatrick, which utilizes the principles of positive youth development. The goal is to achieve a system that supports the needs of both short-term and longer term populations. With the assistance of partner agencies and community based organizations, Probation plans on enhancing programming that consists of youth-centered, purposeful activities with foundations deeply rooted in rehabilitation and a vision toward reentry.

Robust Oversight and Data Collection

Recommendation 9: The Probation Department and the new Probation Oversight Commission should regularly collect, analyze, and publicly share data on youth facility safety.

Probation's Response -- Agree

- The Department agrees but lacks the infrastructure and staffing to significantly improve in the short term. The Department will continue to share information that is available in a transparent manner but will require support to meet the expectations of the Department,

the Board of Supervisors and our stakeholders.

The Department has implemented a "Strike Team" of County department partners, including the Chief Information Office, to assess its IT strengths and challenges. The assessment includes, but is not limited to, realigning and sizing Departmental IT staffing, and assessing existing application systems, infrastructure, data comparability and accessibility (including force-related data), and overall technological capabilities. The Strike Team's work product will include recommendations for the data capabilities needed for timely, cohesive, and transparent information reporting that informs client services, management needs, and community expectations.

Recommendation 10: The Probation Oversight Commission should administer the Grievance process and Youth Councils in Halls and Camps.

Probation's Response -- Agree

- While Probation supports an independent avenue for grievances to be filed, Probation does not support the Probation Oversight Commission as an administrator of the Department's grievance system. Best practices ensure the Department has a robust, effective and transparent system with the ability to access an independent system, such as one maintained by an Oversight Commission and/or Inspector General. Probation will continually evaluate the grievance process as part of its continuous quality improvements strategies to ensure that its policies and practices are effective and accountable. Probation will work closely with the Probation Oversight Commission to develop external mechanism to help provide additional support to these systems of accountability, which include data collection, review, and transparency for the public. Probation also continues to seek support for an electronic grievance system.

***PART TWO: RECOMMENDATIONS FOR A SAFE AND EFFECTIVE
PHASED-ELIMINATION OF OC SPRAY IN LA COUNTY***

Recommendation 11: Review past periods in LA County's juvenile justice facilities when pepper spray was not in use and identify how de-escalation functioned without it.

Probation's Response -- Agree

- Unfortunately, no data exists to accurately develop comparisons from the 1980s to current Department and youth populations. However, going forward with the phase out strategy, data and review of critical incidents will help identify methods to improve de-escalation and prevention strategies. Additionally, Probation is working with a Consultant and reviewing other systems who do not utilize OC Spray to assist with improving our prevention and de-escalation strategies.

Recommendation 12: Work with a National Consultant Expert on Phasing Out Pepper Spray to achieve phasing out pepper spray in LA County in a safe manner within 1 year.

Probation's Response -- Agree

- Probation has been working with the Council of Juvenile Correctional Administrators (CJCA) who developed the Youth in Custody Practice Model, in collaboration with the Center for Juvenile Justice Reform at Georgetown University's McCourt School of Public Policy (CJJR), and a team of consultants. The Youth in Custody Practice Model is informed by research on "what works," and professional standards needed to implement best practices for serving youth in custody. Probation has been working on the YICPM in the halls since 2018 and utilized the YICPM along with the LA Model principles to develop the following phased plan to eliminate chemical agents from the departments juvenile facilities.
- While the phase out strategy does not exactly mirror the one-year recommendation, the concepts are included in the phase out strategy. OC spray will be removed from the juvenile camps by September 2019. If the phase out strategy is effective and remains relatively on course, no juvenile hall housing unit staff will be carrying OC spray by May 2020; by August 2020, OC spray will only be available for extreme emergencies by accessing OC spray from a secure location; and OC spray will be eliminated by September 2020.

The Nationally recognized expert believes this timeline is achievable but cautions that change cannot be implemented overnight and real change will take time. During our visit to the State of Louisiana, they stated that it took over two years to eliminate the use of OC spray in their facilities.

The Department recognizes that the program will go through difficult periods and that to be successful we need to change the way we respond to youth acting out and misbehavior, by establishing a therapeutic culture that implements strategies eliciting positive relationships between youth and staff that ensures the safe and humane treatment of youth. Staff that have a positive relationship with youth can be more effectively de-escalate a situation rather than resort to more punitive measures such as restraints, chemical sprays or isolation.

Recommendation 13: Focus on Training all Staff working with Youth in the Camps and Halls.

Probation's Response -- Agree

- Probation agrees and will provide additional interagency de-escalation, trauma-informed treatment, youth engagement and physical intervention trainings prior to moving a unit into the pilot program. The overarching strategy to phase out the use of OC spray relies on using the LA Model as the foundation for youth treatment in juvenile halls.

Recommendation 14: Make Necessary Policy Changes to Support the Elimination of Pepper Spray and Ensure Safety.

Probation's Response -- Agree

- Probation agrees and the Use of Force policy and training will be continually updated as the phase out strategy is implemented. However, the Department currently lacks sufficient resources to conduct a full-scale change to all policies. Continually updated policies and associated training help reduce tension in facilities so this will be critical to address as an adjacent issue. Probation is working with the Chief Executive Office to reallocate resources to update all policies and training for camp and hall staff.

Recommendation 15: *Participate in Data Collection that Prioritizes and Ensures Safety During the Phase Out of Pepper Spray.*

Probation's Response -- Agree

- Probation agrees and is supportive of improving data collection and analysis. Prior to beginning the phased approach for the reduction and elimination of OC spray in designated living units, Probation will develop tracking mechanisms that accurately collect relevant data that are related to both the pilot programs outcomes and use of force data. These databases shall be utilized to track trends and help identify programming needs for the safe implementation of the OC Elimination Project. Probation is seeking an outside contract to assist with analysis of data and outcomes from the elimination plan.

Appendix C: OC Spray Elimination Estimated Costs

COUNTY OF LOS ANGELES PROBATION DEPARTMENT ELIMINATION OF OLEORESIN CAPSICUM (OC) SPRAY ESTIMATED COSTS FOR ADDITIONAL STAFFING AND OTHER FUNDING NEEDS

	Positions	Estimated Costs			Footnotes
		On-Going	One-Time	Total	
Reduce Staff-to-Youth Supervision Ratios (from 1:8 to 1:5)					
Central Juvenile Hall	106	\$ 11,618,000		\$ 11,618,000	(1)
Barry J.Nidorf Juvenile Hall	165	18,003,000		18,003,000	(1)
Subtotal	271	\$ 29,621,000		\$ 29,621,000	
Deputy Probation Officer (DPO) III	6	827,844		827,844	(2)
DPO II, Treatment and Counseling	14	1,844,000		1,844,000	
Upgrade 56 Detention Services Officers to DPO I's		142,000		142,000	
Training					
De-Escalation and Crisis Intervention		1,174,456		1,174,456	(3)
40-Hour Block Week			\$ 4,415,125	4,415,125	(3)
Radios - Maintenance and Access		13,000		13,000	(4)
Facility Upgrades		TBD		TBD	(5)
Mattresses and Frames			786,000	786,000	
Totals	291	\$ 33,622,300	\$ 5,201,125	\$ 38,823,425	(6) (7)

(1) Costs are the sum of appropriate classifications, and include relief factor to cover 24-hours, seven days per week. Staff-to-Youth ratios are based on bed capacity. Department of Mental Health (DMH), the Office of the Public Defender and any other County partner, will separately develop and submit requests for additional resources.

(2) Number of DPO III items is based on three per juvenile hall.

(3) Training costs are for juvenile hall, camp and transportation staff, based on overtime for staff who back-fill for staff attending classes.

(4) Probation is developing a plan and associated additional funding needs for the staffing and equipment to implement a 24/7 command center to support radio traffic among all its staff.

(5) Facility upgrade costs pending determination of requirements to convert space in each juvenile living unit to office(s) space and/or add modular structures for DMH staff. Additional facility upgrades are being assessed, such as the need to replace the institutional look of youth living units with more home-like furniture, fixtures, and textures.

(6) The closure of LPJH likely could provide sufficient staff to achieve our staff-to-youth supervision ratios. However, the savings from LPJH's closure are needed to offset the sun setting of federal Title IV-E waiver funding that will occur in FY 2019-20. Probation will continue working with its partner entities to address these challenges, assess the use of one-time revenue sources, and review our service delivery strategies to self-fund as much of our needs as possible. Recent closures of camps will also generate budget saving.

(7) The annual cost of enhanced (e.g., one-on-one, etc.) supervision of youth who are experiencing periods of particular trauma is approximately \$6.1 million. Enhanced supervision needs reduce staff's availability to be assigned to regular youth supervision resulting in overtime and shift hold-overs. It is anticipated increasing the number of specialized DPOs and DMH clinicians will encourage youths' feelings of well-being and, eventually, reduce the need for enhanced supervision. Separate from this report, Probation will address enhanced supervision position authority and funding needs.

Appendix D: OC Spray Elimination Outcome Measures¹

Safety Outcome Measures

- Confirmed cases of abuse or neglect over the last six months per 100 days of youth confinement
- Injuries to youths per 100 person-days of youth confinement
- Injuries to staff per 100 staff-days of employment
- Injuries to youths by other youths per 100 person-days of youth confinement
- Injuries to youths by staff per 100 person-days of youth confinement
- Suicidal behavior with injury per 100 person-days of youth confinement
- Suicidal behavior without injury per 100 person-days of youth confinement
- Percent of days during collection month when population exceeded design capacity by 10% or more
- Average daily ratio of direct care staff to youth during the collection month
- Youths injured during the application of physical and/or mechanical restraints per 100 person-days of youth confinement
- Assaults and fights on youth per 100 person-days of youth confinement
- Assaults on staff per 100 person-days of youth confinement
- Percent of interviewed youths who report that they feared for their safety within the last six months at this facility
- Percent of staff who report that they feared for their safety within the last six months
- Percent of interviewed youths who report that they were forced to engage in sexual activity within the last six months while at this facility

Order Outcome Measures

- Incidents of youth misconduct that result in injury, confinement, and/or restraint per 100 person-days of youth confinement
- Staff involvement in administrative sanction over the last 6 months for conduct related to youth (e.g., suspension, letter of reprimand, demotion, etc.) per 100 staff-days of employment
- Physical restraint use per 100 person-days of youth confinement
- Mechanical restraint use per 100 person-days of youth confinement
- Other restraint use per 100 person-days of youth confinement
- Chemical restraint use per 100 person-days of youth confinement
- Restraint chair or restraint bed use per 100 person-days of youth confinement

¹ Subject to further discussion, engagement and refinement. All data may not be readily available, requiring systems enhancement and support to collect and analyze the information.

- Isolation, room confinement, segregation/ special management unit use per 100 person-days of youth confinement
- Average duration of isolation, room confinement, and segregation/ special management unit in hours
- Percent of isolation, room confinement, and segregation/ special management unit cases terminated in four hours or less
- Percent of isolation, room confinement, and segregation/ special management unit cases terminated in eight hours or less
- Average number of idle waking hours per day. Hours youth spend in their rooms or dormitories during an average 24-hour period

Security Outcome Measures

- Completed escapes, walk-aways and AWOLs per 100 person-days of youth confinement
- Incidents involving contraband (weapons) per 100 person-days of youth confinement
- Incidents involving contraband (drugs) per 100 person-days of youth confinement
- Incidents involving contraband (other) per 100 person-days of youth confinement

Health Outcome Measures

- Percent of youths presented for admission who had a complete intake screening completed by trained or qualified staff
- Percent of youths presented for admission who had a health intake screening completed by trained or qualified staff in one hour or less
- Percent of youths presented for admission who had an intake screening completed by trained or qualified staff in one hour or less from the time of admission
- Percent of youths presented for admission whose intake screenings were completed by trained or qualified staff before they were assigned to housing units Percent of youths presented for admission whose health assessments were completed by trained or qualified staff one year prior to or within 7 days from admission
- Percent of youths confined for more than 60 days whose records indicated that they received the health treatment prescribed by their individual treatment plans
- Percent of youths whose records indicate that their performance on standardized physical fitness assessments increased between admission and release Percent of interviewed youths who report receiving at least one hour of large muscle exercise each day on weekdays and two hours each day on weekends Percent of youths whose records indicate they have received a physical fitness assessment

Family and Social Supports Outcome Measures

- Percent of youths whose records indicate an assessment of the strengths and needs of their families and social supports was completed
- Percent of families who report being invited to a program or event at the facility
- Percent of youths who have ever had visits with parents or guardians while in the facility
- Percent of youths who report that they have had phone contact with a parent or guardian
- Rate of contact between facility staff and youth's family in the last full month (including phone, email and/or visit)
- Percent of families who report staff value their opinion regarding their child's rehabilitation
- Percent of youths who report their family and staff generally get along with each other
Percent of staff who value family members and social supports as partners in their work with the youths
- Percent of youths whose treatment plans included family members as resources to help meet their treatment plan goals
- Percent of youths who report they have at least one person at home or in the community they will talk to when they need to talk or need help working out a problem
- Percent of youths whose aftercare plans include identification of people who will support the youth in the community
- Percent of families who report they are prepared for their child to come home

Justice Outcome Measures

- Percent of interviewed youths who report understanding the facility rules and their legal rights
- Percent of interviewed youth who report filing a grievance within the last six months who said it was taken care of in some way while at this facility
- Percent of staff filing a grievance within the last six months who said it was addressed
- Percent of interviewed youths who report requesting to see, call or write their attorney and their request was granted
- Attorney visits per 100 person-days of youth confinement

Programming Outcome Measures

- Percent of youths confined for over six months whose math scores increased between admission and discharge
- Percent of youths confined for over six months whose reading scores increased between admission and discharge
- Percent of youths whose records indicate they have received a math test
- Percent of youths whose records indicate that they received a reading test
- Percent of youths whose records indicate that they received a vocational assessment by qualified staff
- Percent of youths confined for more than 60 days whose records indicate that they received the vocational skills programming prescribed by their individual treatment plans

- Percent of youths confined for more than 60 days whose records indicate that they have completed a vocational skills curriculum
- Percent of youths confined for more than 60 days whose records indicate that they received the educational programming prescribed by their individual treatment plans
- Percent of youths confined for more than 60 days whose records indicate that they received the psychosocial/social skills programming prescribed by their individual treatment plans
- Percent of youths confined for more than 60 days whose individual treatment plans have monthly progress notes
- Percent of youths confined for more than 60 days whose records indicate that they have completed the health curriculum
- Percent of youths confined for more than 60 days whose records indicate that they have completed the psychosocial/social skills curriculum
- Percent of youths whose records indicate they have received a psychosocial/social skills assessment by a trained or qualified staff
- Percent of youths confined for more than 30 days whose records include a written individual treatment plan, signed by youth and the responsible staff member
- Percent of youths who report that staff are "Very fair" or "Fair" in applying the rules about telephone calls
- Visitation per 100 person-days of youth confinement
- The number of community volunteers providing programming in the facility over the average daily population
- Percent of facility programs that engage community volunteers
- Percent of youths who achieve a higher level by the time of release
- Percent of youths who say they understand their facility's level system