



Contra Costa County

Juvenile Justice

Continuum of Care

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Phil Batchelor, County Administrator
Contra Costa County
651 Pine Street
Martinez, California 94553
(510)646-4086

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1. Executive Summary

Executive Summary

CONTRA COSTA COUNTY, CALIFORNIA JUVENILE JUSTICE CONTINUUM OF CARE

Planning process. In 1992, the Contra Costa County Board of Supervisors convened the Juvenile Systems Planning Advisory Committee (JSPAC) to develop recommendations regarding juvenile justice facility and program needs in the County. JSPAC has broad representation of citizens and County officials. JSPAC has consulted with several nationally recognized juvenile justice experts and toured model juvenile in California, Colorado, New York, and Washington.

Issues. The project was initiated in response to problems which are typical in local jurisdictions: an outmoded and overcrowded Juvenile Hall and underfunded programs and services, all of which are ill-suited to address a growing population of violent, emotionally disturbed, and drug-addicted youth.

Vision statement. JSPAC's work is based upon a vision statement developed early in the process. The Vision Statement states that the justice system should focus on families and should be community-based to the greatest degree possible. The juvenile justice system should place youth in the least restrictive appropriate intervention, while providing sufficient supervision to protect public safety. The Board of Supervisors endorsed this philosophy and urged all social service systems in the County to adopt a similar foundation.

Continuum of care. After extensive discussion and research, JSPAC developed a recommended continuum of care. This continuum entails a substantial restructuring of juvenile justice. It includes a full system of graduated sanctions and treatment interventions, ranging from early intervention and prevention programs to locked treatment facilities for adjudicated minors. When implemented, the continuum will move some youth who are incarcerated to community-based supervision and, at the same time, dramatically increase the level of community supervision and the variety of programs available. In addition, incarceration space would be redesigned to provide more intensive treatment capabilities than currently exist.

JSPAC also recommends local intake and assessment centers, to facilitate immediate counseling and referral to services for arrested youth and to divert some youth from lengthier preadjudication detention.

Costs. JSPAC compared current juvenile system costs with the hypothetical cost of the continuum if it were currently in place. Currently, the total operating budget for all components of the County juvenile justice system (including the Juvenile Hall and the ranch) is about \$18.5 million annually. The JSPAC continuum would increase that total by roughly \$2.4 million, largely because probation supervision and services would be significantly increased and because secure treatment facilities would replace some of the current "regular" detention and ranch space.

Work in Progress. JSPAC is committed to following through with the implementation of its recommended continuum of care. Working with an architectural programmer, the committee completed a site plan and prearchitectural program for a new juvenile facilities complex, including 300 secure detention and/or treatment beds (to meet the projected need through the year 2005) and a 48 bed unlocked "transition center" for minors awaiting placement. The committee is working with County and State officials to develop a number of new programs, including electronic monitoring, a conservation corps program, and a mentoring/transitions program for youth leaving custody.

In an effort to maximize resources, reduce fragmentation of programs, and thereby improve the effectiveness of services, JSPAC is also supporting various other interagency work groups to coordinate services for juveniles.

For further information contact:

Carol Kizziah, Contra Costa County Administrator's Office, (510)646-4086

Vision Statement

Juvenile Justice System

The Contra Costa County Juvenile Justice System will protect all residents of the County and support youth by providing a comprehensive continuum of integrated, quality preventative and rehabilitative services that are community-based, youth centered, family focused, culturally competent and are delivered in the least restrictive setting possible consistent with public safety.

Glossary of Terms

Integrated Services: All services provided to youth and families are linked and coordinated to ensure access, eliminate barriers and service duplication.

Community-Based Services: Deliver services in the communities where the youth and their families reside. Services can be both public and/or privately operated.

Youth Centered Services: Provides services in settings that emphasize a respect for the individual and developmental needs of youth.

Family Focused Services: Services that respect, support and empower families by recognizing that the family is the fundamental resource for the care of children and youth.

Culturally Competent: To honor the diversity of a culture by understanding and respecting its value systems, mores, customs, gender roles, non-verbal communications and expectations in the mainstream culture.

Least Restrictive Setting: Given a range of options, placement in a secure or non-secure environment is based solely on the risk of flight, or danger to community or self.

Rehabilitative Services: Services that allow youth to change detrimental behavior patterns.

Continuum of Care

Recommendations for a Continuum of Interventions for the Juvenile Justice System.

I. SUMMARY

This report summarizes JSPAC's recommendations for the juvenile justice system in Contra Costa County. The report addresses circumstances in late 1993 and outlines the array of facilities, programs and services that should, ideally, be available for youth "in the system" at this time.

The primary findings at this point are as follows.

1. Contra Costa County **currently needs 180 secure or "locked" beds** for juveniles. Although this is close to the total physical capacity of the Hall, the operating budget allows for up to 140 beds currently, growing to 160 beds in January 1994.
2. The County also **currently needs 105 "unlocked" beds**, (at the ranch and in shelters and "transition centers") compared to a current capacity of 80 beds.
3. The county should also **implement a fuller range of interventions for delinquent youth who are not in custody**. These additional programs are needed to provide better supervision of youth, both for public protection and to ensure adequate and timely consequences for delinquent acts. The additional programs should also provide constructive or rehabilitative services for youth and their families.

Separate reports will discuss the estimated costs of these recommendations and will show projected future growth in the juvenile justice system.

II. OVERVIEW

This report details JSPAC recommendations to the Board of Supervisors regarding the array of interventions and services needed in the County's juvenile justice system. Recommendations include both expanded alternatives to detention and a reconfiguration of "institutional" beds (both secure and non-secure).

Table 1 summarizes the recommendations as they would affect the current system. These recommendations provide a framework which shows the range and general elements of the continuum of care. The details of each elements will be developed as specific programs are implemented.

The committee shares the growing public concern about youth violence and public safety in the County. The committee met several times with juvenile court and law enforcement officials in the County; the recommendations here are responsive to the concerns expressed by these officials.

These recommendations are based on the committee's study of youth currently in the Hall, including a special "placement simulation" study, and of the programs now available for delinquent youth in the County. In addition, the recommendations reflect the philosophy for juvenile justice advanced by authorities in the field, including the National Institute of Justice (NIJ) and the Officer of Juvenile Justice and Delinquency Planning (OJJDP).

The approach presented here reflects, in many aspects, suggestions by Orlando Martinez, Judge Frank Orlando, the Casey Foundation planning team in Sacramento County, representatives of the Youth Law Center and the National Council on Crime and Delinquency, and other professionals who spoke to JSPAC about model programs in other jurisdictions throughout the country.

The recommendations are intended to be consistent with the Vision Statement adopted by JSPAC. The committee sought to avoid reliance on secure detention in cases in which alternative detention would be appropriate; to strengthen services and treatment for youth and their families (before, during and following custody); and to enhance public safety by increasing the level of supervision over many youth who are not in custody.

The committee notes that in recent years, fiscal constraints have led to a decline in resources for delinquents (and status offenders). This in turn has compromised remaining resources. The Hall is forced to mix youth who should be separated, particularly dangerous juveniles and juveniles with serious emotional or mental health problems. The ranch program has also been compromised by an influx of serious and hard-to-manage offenders, who would previously have been placed in the Boys Center.

**Table 1: Recap of Recommended Continuum for Current Population
of Juveniles under Supervision**

Continuum Component	Estimated Number of Youth
A. INSTITUTIONAL—LOCKED	
1. Secure Detention (Juvenile Hall)	120
Includes: Maximum Security (20), general housing, and special units for medical, mental health, and substance abuse.	
<i>Current Juvenile Hall population = about 130</i>	
<i>Current Hall capacity = about 140, increasing to 160 in January 1994</i>	
2. Boys Treatment Center	20
<i>Current beds = 0</i>	
3. Girls Treatment Center	20
May be used as regional facility.	
<i>Current Beds = 0</i>	
4. Locked Mental Health Unit ("Ventura" Model)	20
<i>Current beds = 0</i>	
Subtotal—current need for "locked" beds:	
	180
<i>Current total—youth in Hall: 130</i>	
<i>Current total Hall capacity: 140 - 160.</i>	
B. INSTITUTIONAL—UNLOCKED	
1. Transitions Facilities	25
<i>Current beds = 0</i>	
2. Family Reunification Shelter	10
<i>Current beds = 6 (Sherman House)</i>	
3. Ranch Program	70
<i>Current capacity of Byron Boys Ranch = 74</i>	
Subtotal—current need for unlocked beds:	
	105
<i>Current total = 80</i>	
C. NON-INSTITUTIONAL	
1. Community-based Programs	NA (expand)
For prevention, early intervention, and aftercare	
2. Preadjudication Diversion	NA (expand)
a. Community Service Work Program (informal)	25-30
<i>Current average weekly caseload = 25-30</i>	
3. Mentors	50
Begin as pilot project; expand as warranted	
<i>Currently there are various programs for mentoring</i>	

Continued on next page

Table 1: Continued

Continuum Component	Estimated Number of Youth
4. Probation Supervision (adjudicated youth):	
a. General (@ 1:60)	600
b. More intensive (@ 1:25)	500
c. Specialized caseloads (@ 1:25)	200
<i>Currently, there are approximately 600 youth under active probation supervision and 800+ additional youth in probation status, without active supervision. The recommendation here would roughly double field probation staff.</i>	
d. Community Wk Svc Prog (Court Ordered)	25-30
<i>Current average weekly caseload = 25-30. In all, program supervises 500 youth annually. This will expand by 300 when other youth assigned to do community service, but now carried in other case-loads, are transferred to the Community Work Service Program caseload.</i>	
5. Home Supervision	60
Includes "trackers" and electronic monitoring	
<i>Current Home Detention caseload = 30-35</i>	
6. Day Treatment	90
30 each in East, Central, West County	
<i>Currently no day treatment</i>	
7. Placement Diversion	
a. Placement Diversion	60
<i>Current caseload = 45</i>	
b. Family Preservation	20
Refers to Probation slots only; includes aftercare	
<i>Current caseload = 8</i>	
8. Temporary Foster Care	30
10 each in East, Central, West County	
<i>Currently none</i>	
9. Specialized Foster Care	15
<i>Current resources often not available for Probation referrals</i>	
10. Other Foster Home/Group Home	100
<i>Current number = about 150</i>	

Certain items merit note here:

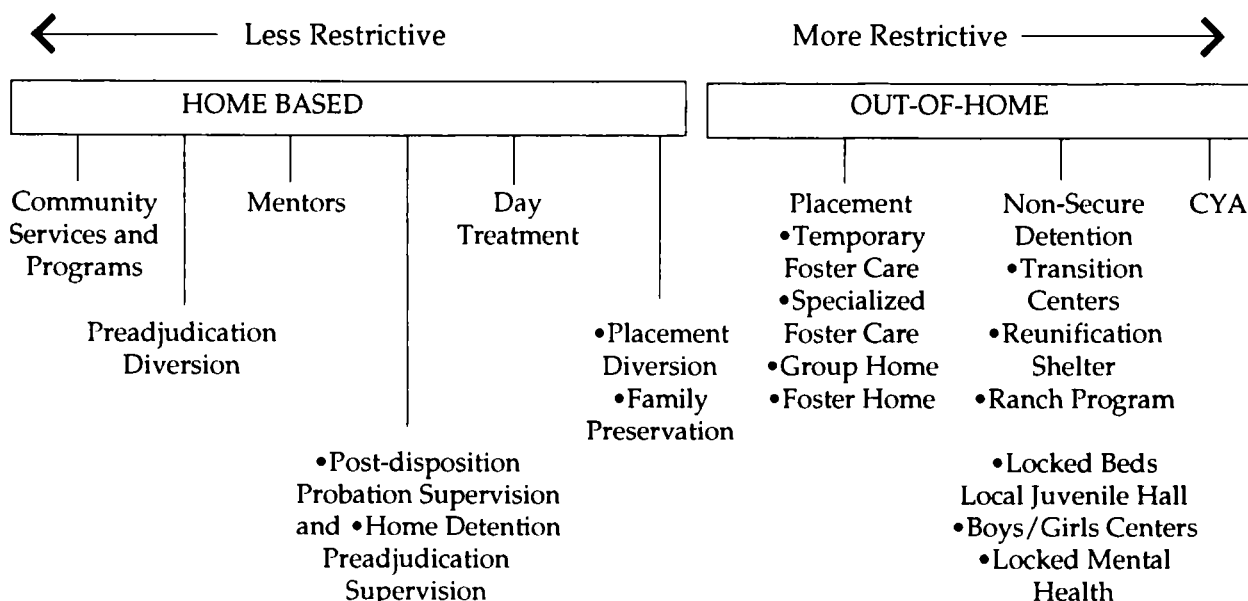
- The recommendation for total locked beds includes 60 new treatment-oriented beds for adjudicated youth (in the Boys Center, Girls Center, and the "Ventura model" locked mental health treatment facility). Based on the placement simulation study, many youth now in the Hall would be removed to other settings: home supervision (with trackers and/or electronic monitoring) and non-secure detention (transition centers and family reunification shelters). These are preadjudicated youth who currently remain in the Hall only because there is no fit home to which they can be returned, or adjudicated youth awaiting non-secure out of home placement.
- The committee strongly recommends that some portion of the locked and unlocked beds be located in East and West County.
- The continuum in Table 1 excludes specialized (non-custody) residential treatment programs because assessment of the need for such resources should include mental health and substance abuse caseloads. However, the committee does regard such residential treatment resources as an important component in the continuum.

III. RECOMMENDATIONS

A. SYSTEMWIDE

1. There is a direct relationship between the size of the Hall and the scope of alternatives to detention. Thus, the committee strongly recommends that the alternatives listed below be funded before or along with construction of secure beds.
2. In both preadjudication and post-disposition elements of the juvenile justice system, a fuller continuum of services and levels of supervision should be developed. For preadjudication stages, an objective risk assessment instrument should be developed to guide decisions regarding whether to detain arrested youth. For post-disposition stages, a case management system should be developed to guide placement. Following sections describe the elements of each of these recommendations. In total, Contra Costa County should develop a range of options shown graphically in Figure 1. Descriptions of the recommended elements of the continuum are included in Attachment 1.
3. Key components of the continuum that are now lacking include:
 - a. "trackers"
 - b. electronic monitoring
 - c. non-secure detention (transition centers)
 - d. intensive post-disposition supervision
 - e. mentors
 - f. day treatment
 - g. locked mental health treatment
 - h. boys and girls treatment centers
4. All elements of the continuum should provide equal access for boys and girls. System resources, including institutional beds, should be located in all regions of the County, to the degree possible given fiscal and other criteria.
5. Community based programs for early intervention, prevention, and diversion, and for post-disposition youth should be expanded.

Figure 1: Continuum of Services and Supervision



B. PREADJUDICATION

1. Juvenile Hall detention and release decisions regarding preadjudication youth should be guided by an objective risk assessment scale which is based on Section 309, WIC. The Probation Department should design the scale in coordination with law enforcement and juvenile court officials.

2. The purposes of predisposition detention are protect the community and ensure youths' appearance in courts—not to levy punishment. Youth should be detained only if there is evidence that they present a danger to self or the community, or a risk of failure to appear. Provisionally, the subcommittee defines "danger to the community" as a likelihood that the youth will inflict physical harm or, based on the frequency or sophistication of his/her prior delinquent behavior, will continue to commit serious felony property offenses.

If a youth does not meet these criteria for detention, the risk assessment instrument should also assist in defining the appropriate level of supervision or alternative to detention after release, ranging from non-secure residential options through various levels of home supervision. Figure 2 shows this schematically.

Figure 2: Preadjudication Options
[based on risk assessment scale]

DANGER TO COMMUNITY IS:	RISK OF FAILURE TO APPEAR IS:		
	High	Medium	Low
High	Secure detention		
Medium	Secure Detention	Home detention/supervision, detention including increased face to face contact, "trackers," and/or electronic monitoring <i>or, if no fit home:</i> Temporary foster care (24 hour receiving) or shelter	
Low	Reminder system (trackers) <i>or, if no fit home:</i> Foster care/shelter		Home

C. POST-DISPOSITION

1. A full continuum of sanctions and services should be available for post-disposition youth. The continuum should include a partnership of public and private agencies. Consistent with the Vision Statement, the guiding missions should be to respond to youth and family needs and to protect the public. The subcommittee believes that a significant increase in juvenile probation staffing is needed to accomplish these missions.
2. The County should develop mechanisms for coordination of this continuum. At the organizational level, the County should assess mechanisms for cooperation among public and private agencies serving youth. For individual youth, the County should explore case management approaches in which supervising probation officers are able to (a) procure programs and services appropriate for the youth and family, and (b) adjust the level of supervision (or rewards and sanctions) according to the youth's behavior. If feasible, and within the leeway allowed by the court's disposition order, the supervising probation officer, acting as a "case manager," would be responsible for assigned cases throughout the youth's probation period. Because this could entail significant changes in the organization of Probation responsibilities, attention should be given to developing standards and training appropriate to the new duties.

Attachment 1: Continuum of Services and Supervision

(The following programs are numbered to correspond to notations in Figure 1.)

1. Community Services—Community based programs are rooted in local neighborhoods. The term is a broad umbrella for a variety of specific programs and services, including prevention, early intervention, placement or custody aftercare, treatment and other services. The community based programs are supported through private and/or public funds. They serve youth involved in all stages of the juvenile justice. Many of the following programs are operated as community based programs.

2. Preadjudication Diversion—Formal processing is suspended pending successful completion of diversion requirements, such as community service. Examples include police diversion programs operating in several jurisdictions, in which law enforcement diverts juveniles prior to prosecution.

The Probation Department operates the juvenile Community Service Work Program. Of the 1,000 youth referred to this program per year, about half are referred by probation officials for informal diversion. (The other half are court referrals of adjudicated youth.) This program requires youth to work a specified number of days—typically three to four weekends—on community service project such as trail construction or weed clearance. The program is designed to teach responsibility, proper work habits, and acceptance of authority and supervision.

3. Mentors—In mentoring programs, adults serve as positive role models for youth, providing one-on-one tutoring, life skills assistance, etc. There are several mentoring programs now operating in the county, most using volunteers. Mentors can be volunteers or they sometimes receive nominal pay. Mentors should be from appropriate cultural backgrounds and vocations or occupations. Mentoring can be an early intervention/prevention/diversion program, or it can provide assistance to youth returned from custody or placement. Recent mentoring proposals in this County have suggested that mentoring begin while youth are still in custody and preparing for release. Mentoring is most appropriate for younger children from single parent households.

The mentor program recommended in Table 1 would be a pilot project to work with youth leaving post-adjudication custody or out-of-home placement. The program would use volunteers and/or hire community people to mentor up to fifty youth at any given time during the first year of operation, with subsequent years' scope dependent on the initial year experience. While mentoring can be contracted with private organizations, the County should coordinate the program and establish basic standards of training, qualifications, etc.

4. Probation Supervision—Post-disposition Youth—Probation caseloads should be designed to fit supervision and service needs of post-disposition youth. Probation should include intensive supervision and specialized caseloads (eg, substance abuse cases, sex offenders or sexually abused youth).

Currently, the 600 youth on the "active" probation caseloads are contacted once per month by their probation officer. (Another 800+ cases are on inactive caseloads, having satisfactorily completed a period of regular supervision.) There are no resources currently to provide more than this minimal supervision.

The recommendation in Table 1 would staff "intensive" and "specialized" caseloads at 1:25, to allow more frequent contact with youth on the caseloads. (In other jurisdictions, "intensive" supervision entails much smaller caseloads than this, with very frequent contact. See the discussion of "placement diversion" for comparable caseload sizes in this county.) Even at the 1:25 staffing ratio, the recommendations in Table 1 would require a significant increase in probation field staff. Assuming that 600 "general" cases would be in caseloads of 60 and that the 700 youth on "intensive" or "specialized" caseloads would be supervised at 1:25, a total of 38 staff would be required.

The Community Service Work Program (described in #2, above) is an additional probation supervision program. In addition to youth specifically placed in the program by the courts, there are roughly 300 other youth, now on general probation caseloads, with some community service requirements. Current plans are to reorganize caseloads and place all youth with community service requirements into the Community Service Work Program.

5. Home Supervision—Home supervision is defined in Section 840 WIC as "a program in which persons who would otherwise be detained in the juvenile hall are permitted to remain in their homes pending court disposition of their cases, under the supervision of a deputy probation officer, probation aide, or probation volunteer." The subcommittee recommends that this program be expanded from the present 30 - 35 youth to 60. The expansion is based in large part on the findings in the placement simulation study that over 20 youth in the Hall on the date of the study could be placed in home supervision, particularly if heightened supervision were in place.

The committee recommends that in implementation of home supervision, the County should consider various approaches. These include the following.

(a) **"Regular"** home supervision uses caseloads of 1:10 (as limited in Section 841 WIC) with frequent contacts with the youth.

(b) **"Trackers"** are an additional home supervision resource. Key differences from "regular" home supervision are that (i) rather than being probation officers, trackers are community workers, paraprofessionals from the youths' home areas, and (ii) trackers work different (eg, evening) hours, with more frequent face to face contacts with youth. This is consistent with Section 841 WIC which directs that "[w]henever possible, a minor shall be assigned to...[a supervisor] who resides in the same community as the minor."

(c) **Electronic monitoring** can be used for pre or post-disposition cases. It should be employed as an additional supervision tool for home detention cases, to provide constant or frequent checks to make sure that the youth is at home when not in school or at other approved activities. There are various forms of electronic or video monitoring; the recommendation here is only to implement the concept, not any particular technology.

6. Day Treatment—Day treatment means, most generally, that a youth is required to report to some supervised activity for some constructive or rehabilitative activity for some number of hours each week. The number of hours can vary, although they are typically afterschool or early evening; the location can also vary, from schools to service centers/youth centers to particular program sites; sites can be single program or multiservice sites; the supervised activity can include education, vocational training, counseling, or recreation.

Day treatment is typically used as an intermediate sanction for post-disposition cases in which custody is not required but in which heightened supervision and/or remedial intervention is warranted. Thus, youth in this program would be those who need particular services (such as vocational training) and/or youth who may be difficult to control, perhaps because afterschool parental supervision is limited and better control of afterschool and early evening activities and associations is needed.

Day treatment can be required in conjunction with other programs such as intensive supervision or mentoring. The committee recommends that there be three day treatment sites in the County, one for each region. Initially, the programs should handle an average daily population of 15 youth each; if successful and cost-effective, the program could be expanded later.

7. Placement Diversion

(a) Placement Diversion is an intensive supervision program operated by probation as an alternative to out-of-home placement. The program involves frequent contacts with the youth and work with the youth and his/her family. Currently, there are three teams (of one deputy probation officer and one group counselor); each team serves 15 youth. The committee recommendation for expansion of this program by one team (or 15 more youth) supports probation's plan to expand the program. It should be noted that this program, like other similar programs in other jurisdictions, results in significant savings in placement expenditures.

(b) Family preservation is the current interagency program offering intensive services to families to prevent out-of-home placement. A therapist is assigned only two families at a time and may work as intensively as necessary to help the family recover from difficult circumstances. The duration with individual families is currently limited to a time frame of four to six weeks. The committee recommends that supplemental (aftercare or "wraparound") services need to be available to ensure that the short term intensive intervention has lasting results.

8. Temporary Foster Care—Temporary foster care could be termed 24 hour receiving foster care. These are foster homes on standby for emergency, relatively short term, placement of preadjudication youth who do not need to stay in secure detention but who have no fit home to which to return. The committee recommends that 10 such homes be available in each region of the county for referral by probation or law enforcement.

9. Specialized Foster Care—Specialized foster care is for youth with problems that require that foster parents have specialized knowledge and training, such as particular emotional problems or substance abuse problems. While there are a number of such homes in the county, they are not easily accessible for 602 referrals from probation.

10. Group Homes/Foster Homes—These are the traditional post-disposition out-of-home placements for youth. The committee recommendations show a net reduction—from about 150 to 100 slots—in the use of these programs, because many current out-of-home placements could be handled either through placement diversion and family preservation, or, for those youth who run from placement and are difficult to handle, by commitment to locked post-disposition treatment programs (boys and girls centers, mental health treatment unit).

11. Transition Centers—Transition centers are a new component for the County's juvenile justice system. They would primarily house post-disposition youth awaiting placement (or placement change), in an unlocked setting. They could house youth awaiting transfer to the ranch program, although the subcommittee believes that with the other additions to the post-disposition continuum, there will be fewer occasions in which youth must wait before transfer to the ranch. Both the placement simulation study and earlier profiles of the Hall population have noted the relatively large numbers of youth awaiting non-secure placement.

The number of transition centers—one or more—should be discussed by JHRAC with the prearchitectural programmers. Levels of supervision and the intensity of intervention/treatment can vary. The transition center facility(ies) would be more secure than typical group homes in that exit is restricted (by staff and/or by alarmed doors), although the facility would not be locked. Residents would attend school on site or at nearby location.

12. Family Reunification Shelters—These are longer term shelters for youth—pre or post-adjudication—who need preparatory or transition time before returning to their families. The family reunification shelters could house either new referrals or youth about to return home from other out-of-home settings. The shelters would provide counseling with both the minor and his/her family.

13. Ranch Program—The committee uses the term "ranch program" rather than "Byron Boys Ranch" to underscore that the recommendation is to provide a commitment program in an unlocked setting for youth who require special programming and are not such serious offenders or management problems that they must be sent to CYA or to a locked treatment facility. The content of the program at the ranch should be reviewed. One proposal which should be considered is to initiate a program for dual diagnosis (SED and substance abuse) youth, linking mental health, substance abuse, and educational services as well as aftercare services. Although the committee did not reach consensus regarding whether the ranch program should be coeducational, this is an issue that should also be examined further.

14. Juvenile Hall (Secure Detention)—The juvenile hall should house preadjudication youth deemed (by a risk assessment scale) to be a threat to the community or a high risk of failure to appear at court. Other youth would be held in the Hall temporarily, awaiting transfer to CYA or to another jurisdiction.

The committee notes the need to have sufficient separate units in the Hall to separate youth according to security classification and special needs (such as short term medical, mental health, and substance abuse treatment). Final decisions about housing configuration should be based on discussions with the prearchitectural programmers.

15. Boys and Girls Treatment Centers—The committee recommends reinstatement of boys and girls centers for 30, 60, or 90 day commitments to a locked program facility. The proposed facility for boys would be 20 beds (currently), reflecting the size of the prior program. The girls center is also shown in Table 1 as 20 beds, although the previous girls center did not reach this number; the committee notes that a regional approach, with contracts with neighboring counties, may be feasible.

Both the boys and girls centers would be designed for adjudicated youth who are not suitable or manageable in un-locked out-of-home placement settings. Although it is not possible to estimate the impact at this point, the subcommittee believes that opening the boys and girls centers would draw minors now at the ranch or in other out-of-home placements.

16. Locked Mental Health Unit—This unit is based on the County's recent grant proposal for a "Ventura model" locked unit, to provide intensive treatment for 20 seriously emotionally disturbed, post-adjudication youth. The unit would be staffed by mental health and probation. The program would provide multidisciplinary assessment, individual and group and family counseling, and family support services. The goal of the treatment would be to make it possible for these SED youth to remain in less restricted settings in the community following their release. Aftercare services would also be necessary.

4. Costs

Costs for the Continuum of Care

I. INTRODUCTION AND SUMMARY

In a December 1993 report, JSPAC recommended a juvenile justice continuum of care. The 1993 report describes the facilities and services that should ideally be in place and, by way of illustration, it estimates the number of youth who would have been placed in each if the continuum had been in place in 1993. The proposed JSPAC continuum would have increased secure bed space and substantially enhanced community supervision and programs. The question then raised is whether the proposed continuum would have increased the costs of the juvenile justice system.

The following analysis responds to that question. It compares the estimated actual cost of juvenile justice in 1993-94 with estimated costs, for the same period, of the recommended facilities and programs. (The report addresses operating costs only; it does not include construction costs.)

Tables 1 and 2 summarize these estimates. It should be stressed that this comparison is hypothetical: it relies on estimates and assumptions which are explained in detailed notes in the following sections. And it is expressed in "current" dollars (i.e., FY 93-94). As the system grows, and as costs rise through inflation and other causes, the costs shown here will rise also.

The continuum is intended as a framework for juvenile justice, not a full blueprint. There is tremendous interest in juvenile justice, and considerable change should be expected. A number of initiatives are already underway—such as discussions of the I-80 corridor—which may implement parts of the continuum at costs different from those assumed here. JSPAC has also recommended that there be decentralized juvenile justice centers, providing local detention and intake assessment capacity in the East and West areas of the county. If established, these could change some of the costs estimated here for secure detention.

Overall, the JSPAC continuum would raise juvenile justice costs. JSPAC believes that in the interest both of public safety and proper service to the County's youth, the relatively modest increases in cost associated with the continuum would be fully justified.

Key Findings

- Overall, the JSPAC continuum would raise current juvenile justice costs by \$2.4million per year, from \$18.5 to 20.9 million. (These do not include law enforcement and adjudication costs.) The net cost to the county, after non-county funding, such as state and federal contributions, is subtracted, would increase by about 1.6 million, from \$10.3 to \$11.9 million.
- One thrust of the JSPAC plan is to provide more treatment beds, particularly locked treatment beds. Together, net county costs for locked and unlocked facilities would increase by about \$1 million under the JSPAC plan, and would climb from 55% to 57% of the total juvenile system costs.

- JSPAC proposes several new or expanded programs and an increase in the intensity of probation supervision. Total "community based" or "non-institutional" (including probation) costs would be lower under the JSPAC plan by about \$150,000. However, county costs would rise by about \$500,000. This is primarily because the configuration of non-facility supervision and services would change fairly dramatically. Costs for new programs and expanded family preservation would go up, with the county paying most of those costs. Foster and group home placements and costs would decline; the non-county subvention for these placements has been relatively high.

- JSPAC's continuum would entail a significant increase in Probation costs to supervise adjudicated youth. Even though the total number of youth under supervision would go down slightly, the intensity of supervision would increase markedly. The county share of costs for this increased supervision would increase by about \$900,000.

- Locked beds are the most expensive to operate, at \$140 or more per day. Charges for shelters can approach that rate. Group homes and family preservation slots are the next most expensive option, in the range of \$110 to \$120 per day.¹

- Unlocked beds (such as Byron Boys Ranch) cost about \$80 per day. And most of the other components, which entail work with youth in the community, cost from \$10 to \$25 per day. At from \$2 to \$5 per day, depending on the level of supervision, probation supervision is the least expensive alternative. Net costs to the county vary, depending on what outside funding sources such as AFDC IV-A and IV-E will contribute.

Cost trade-offs

Many of the elements of the continuum entail new costs, at least in the short run, because they propose new treatment services and/or higher levels of supervision. The committee strongly believes that these costs are justified. Stronger and more immediate intervention is needed with many youth. The committee also believes that early resolution of youth problems will yield long term savings, because successful early intervention helps prevent later involvement in crime and/or dependency on public social services.

In several cases, the proposed elements of the system do save money. For example:

- Approximately 30 "unlocked" beds are proposed for "transition centers" and additional "reunification shelters." These will house youth who would otherwise be in the Hall. Operating thirty unlocked beds costs approximately \$500,000 per year less than operating locked (Hall) beds.

¹ The family preservation costs are somewhat misleading. Short-term (five to six weeks) family preservation is intended to substitute for longer term (several months) out-of-home placement, so family preservation is considerably less expensive per child than the alternative group home placement.

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- The committee proposes addition of 30 slots for home supervision/electronic monitoring, at a net county cost of about \$100,000. Most of these youth would otherwise be housed in the Juvenile Hall, at an estimated county cost of \$900,000.

The committee strongly endorses efforts to develop integration of services to specific youth and families, and integration of the overall social system for youth in the county. The Policy Academy and the services integration project are examples of such efforts. A collaborative approach is needed. Moreover, if categorical limits on funding streams could be modified or removed, duplication of effort would be reduced and services could be provided more efficiently and effectively. In short, if services were better integrated, the estimated costs shown here for the juvenile justice continuum of care could be substantially reduced.

This coordination of services may also extend beyond county, as well as agency, boundaries. Federal funding agencies are increasingly interested in multi-county efforts. There may be potential for shared costs both in residential facilities (such as the treatment facilities identified in the continuum) and in other program initiatives.

It must be remembered that the costs discussed here apply to the "current" situation. Projections are that the need for "locked beds" will grow from the current 150-160 to about 290-300 in the next decade. Other parts of the system should grow proportionately. Experience in other jurisdictions suggests that unless the full continuum keeps up with growth, the need for locked beds—the most expensive element of the juvenile justice system—will far exceed the projected 290-300 bed projection.

Table 1: Summary of Continuum Operating Cost Estimates
(In \$1,000's)¹

	Current total budget²	County share: current budget²	JSPAC plan total budget	County share: JSPAC plan
NON-INSTITUTIONAL COMPONENT				
Residential: foster/group home	\$ 5,616	\$ 3,370	\$ 3,413	\$ 2,048
Placement Division	\$ 432	\$ 324	\$ 432	\$ 324
Family Preservatopm	\$ 350	0	\$ 875	\$ 525
Probation Supervision: Adj. Youth	\$ 842	\$ 570	\$ 1,916	\$ 1,475
Home Supervision	\$ 273	\$ 273	\$ 437	\$ 372
Community-Based/Pre. Diversion	\$ 802+	\$ 100+	\$ 802+	\$ 100+
Misc. (Mentor/Day Tx.)	NA	NA	\$ 295	\$ 295
Total Non-institutional	\$ 8,315 [45%]	\$ 4,637 [45%]	\$ 8,170 [39%]	\$ 5,139 [43%]
UNLOCKED FACILITIES				
Ranch	\$ 2,152	\$ 1,098	\$ 2,152	\$ 1,098
Other Unlocked ³	\$ 353	\$ 147	\$ 1,156	\$ 545
Total Unlocked	\$ 2,505 [14%]	\$ 1,245 [12%]	\$ 3,308 [16%]	\$1,643 [14%]
LOCKED FACILITIES				
Juvenile Hall	\$ 7,726	\$ 4,481	\$ 6,181	\$ 3,585
Other Locked	0	0	\$ 3,228	\$ 1,505
Total Locked	\$ 7,726 [42%]	\$ 4,481 [43%]	\$ 9,409 [45%]	\$ 5,090 [43%]
TOTAL [100%]	\$18,546	\$10,363	\$20,887	\$11,872

Notes: Table 1:

1. Expenditure levels are always in some flux. Programs end and others begin. For example, these costs do not include the Healthy Start - Youth First grant recently awarded the county. The grant is for \$95,000 in start-up costs and \$100,000 per year operating costs, to be allocated among the Hall, the Ranch, and community organizations.

2. "Total budget" includes all funding sources. "County share" refers to net costs to the County, after state, federal, and other contributions have been deducted.

3. "Other unlocked" facilities include shelter beds (such as Sherman House) and the proposed new "transition center."

Table 2: Costs per Day and per Year

	Current System: No. of Youth	JSPAC System: No. of Youth	Cost per day	Cost per year
NON-INST. COMPONENT				
Residential: foster/group home ¹	144	125	\$ 18-112/bed	\$ 6,600 -\$40,900/bed
Placement Division	60	60	\$ 20/slot	\$ 7,300/slot
Family Preservation ²	8	20	\$120/slot	\$43,800/slot
Probation Super.: Adj. Youth ³	1168	1100	\$ 2-5/youth	\$ 700 -\$1,800/youth
Home Supervision	30	60	\$ 15-25/slot	\$ 5,500 -\$9,100/slot
CBO/Diversion	NA	NA	NA	NA
Misc. (Mentor/Day Tx.)	0	[140] ⁴	NA to \$12/slot	NA to \$4,380/slot
Total Non-institutional	1410	1365⁴		
UNLOCKED FACILITIES				
Ranch	74	74	\$ 80/bed	\$29,200/bed
Other Unlocked	6	35	\$ 66-141/bed	\$24,700-\$51,500/bed
Total Unlocked	80	109		
LOCKED FACILITIES				
Juvenile Hall	150	120	\$141/bed	\$51,500/bed
Other Locked	0	60	\$141-160/bed	\$51,500-\$58,400/bed
Total Locked	150	180		
TOTAL	1640	1654⁴		

Notes: Table 2:

1. The average cost for foster home placements is \$530/month or \$6,360/year at full utilization. The average cost for group homes is \$3,348/month or \$40,176/year at full time use. JSPAC recommends increased use of certain specialized foster care and group homes, but there is an overall reduction in these placements. JSPAC recommends increased use of family preservation and reduced use of out-of-home placements.

2. Family preservation costs are misleading. The cost per slot disguises the fact that a short term (5 or 6 week) family preservation intervention substitutes for a much longer (several months) out-of-home placement. Thus, a "slot" in family preservation costs \$4,000 to \$5,000 per child/family, while a year's placement of one child in a group home costs about \$40,000.

3. The JSPAC system shows a slightly lower number of youth on Probation caseloads than "current system," because some probationers are included in other program caseloads. Note that despite this reduction in Probation caseloads, the cost of Probation would go up dramatically in the JSPAC plan (see Table 1). This reflects JSPAC's belief that oversight and services should be substantially increased for the youth who are on probation.

4. The 140 youth in mentoring and day treatment programs are not included in the total non-institutional and grand totals of youth to avoid double counting. These are supplemental services for youth who are presumed to be included in probation caseloads. There are other areas in which the extrapolation from "current" to JSPAC's program enrollments did not sum exactly. The total number of youth should be considered the same in the current and JSPAC systems.

II. LOCKED BEDS

Table 3 summarizes cost estimates for locked beds. This table assumes that the "current" operating capacity is 150 locked beds. The JSPAC proposed continuum would add a net of 30 locked beds.

The "hall" would be reduced by 30 beds, to 120 beds; this is made possible because JSPAC assumes that well over thirty "current" Hall population would be "moved" to unlocked transition center beds or to electronic monitoring options in the continuum. The total number of locked beds goes up because JSPAC recommends 60 locked "treatment" beds; there are no such beds currently on line.

Overall, the JSPAC plan would increase total locked bed operating budgets by about \$1.7 million. The estimated County share would increase by about \$609,000, from roughly \$4.48 million to slightly under \$5.09 million.

Of course, these estimates hold only if the assumptions in the cost analysis are valid. Key issues, particularly as we move into the future, are:

- Will the level of state and federal participation change?
- Would newly designed Hall and treatment beds be more or less staff intensive than the current Hall? (Staffing costs typically constitute 70 to 80% of operating costs.)

This table also reflects in some sense current priorities. The daily expenditure for direct mental health services is, for example, a very small percentage of total costs, even though there is a consensus that the youth in custody badly need mental health services.

Table 3: Locked Facilities Operating Cost Estimates

	Current total budget	Cost per bed per day ¹	JSPAC plan total budget	County share: JSPAC plan
Hall/Custody	\$6,373,057 ²	\$116.40	\$5,098,447	\$3,568,913 ³
+ Education ⁴	1,259,893	23.01	1,007,912	0
+ Mental Health ⁵	93,380	1.71	74,705	16,381
Subtotal Juvenile Hall	\$7,726,330 [County share: \$4,481,420]	\$141.12	\$6,181,064	\$3,585,294
Boys Treatment Center ⁶	0	\$141.12	\$1,030,176	\$ 597,549
Girls Treatment Center ⁶	0	\$141.12	\$1,030,176	\$ 597,549
Mental Health Treatment Unit ⁷	0	\$160.00	\$1,168,028	\$ 310,000 ⁸
TOTAL LOCKED	\$7,726,330⁹ [County share: \$4,481,420]		\$9,409,444	\$5,090,392

Notes: Table 3:

1. Cost per day is calculated by dividing budget by capacity by 365 days. A capacity of 150 is assumed for the current Hall; therefore, the calculation formula is $\$6,373,057 / 150 / 365$. A capacity of 120 is assumed for the Hall under the JSPAC plan.

It is also assumed that the "JSPAC" Hall, and the Boys and Girls Centers, would operate at the same cost per bed per day as the current Hall. (Note: the actual treatment component of the Boys and Girls Treatment units is not yet spelled out. The program at these facilities could be very different from the former units of the same name. See note 6, below.) Thus, to estimate budgets for these new facilities, the daily rate of \$141.12 was multiplied by the bed count and 365 ($\$141.12 \times \text{beds} \times 365$).

For the mental health unit, estimated operating costs (see note 7) were divided by 20 by 365.

2. The "current Hall" budget is for FY 1993-94, and includes \$700,000 added to open the additional 20 beds in January, 1994. The "county share" of the current Hall budget assumes that IV-A will pay 30% of the cost.

3. The "JSPAC County Share" assumes that IV-A will pay 30% of the total cost.

4. Education figures are from the schools' 1994-95 budget plan.

5. Mental health costs are estimated as follows. The total mental health budget is about \$140,000, for both the Hall and the Ranch. For purposes of these tables, the mental health costs are divided proportionately: the Hall, with 150 beds, is two-thirds of the total; the Ranch, with 74 beds, in one-third of the total. The total \$140,000 budget includes pass through money and County payment of salary at three days per week at \$195. The County total is thus about \$30,420—or 22% of the total mental health cost.

6. The budgets for both the Boys and Girls Treatment Centers assume the same daily rate that currently applies to the Hall. This may either over or understate actual costs, depending on the actual program in these units (yet to be defined). It is thus assumed here that youth in the Treatment Centers will receive the same level of service as youth in the Hall. Under this assumption, the only "programmatic" change in the Treatment Centers would be that youth remain longer (six months or more).

Notes: Table 3 (Continued):

7. The budget for the Mental Health Treatment Unit (the "Ventura Model" program) is, in the grant application budget, \$700,055. (This does not include about \$22,000 in one-time start-up costs. It also excludes about \$28,600 for a program at the Ranch.) Of this amount, the county general fund pays \$100,000; a federal grant pays \$350,000; and the state contributes \$260,055. (The non-county contributions would only continue for the life of the grant.)

The custody costs for the Mental Health Treatment Unit are not yet determined. Jerry Buck, CPO, estimates custody costs at between \$300,000 and \$700,000, depending on the level of staffing required. For Table 3, the minimum custody cost (\$300,000) is assumed. It is also assumed that IV-A will pay for 30% of these costs.

It is also assumed that education costs will be at the same level as the current Hall.

Total costs for the Mental Health Treatment Unit are \$160/day, including \$95.90 for mental health services, \$41.10 for custody, and \$23.01 for education. The total budget at this rate is \$1,168,028.

8. Per note 7, the county share for the Mental Health Treatment Unit is \$100,000 for treatment costs, plus 70% of custody costs (\$210,000).

9. The "county share" for the current Hall (and thus for current locked facilities) is estimated at \$4,481,420—i.e., 70% of the custody costs, with the remaining 30% paid by IV-A, plus the county share of mental health costs.

III. UNLOCKED BEDS

The balance of the institutional beds proposed in the JSPAC continuum are “unlocked.” (This does not mean that there would be no security. Staff supervision would be present. In addition, some jurisdictions alarm exit doors, so that even though the doors remain “unlocked” youth do not leave unnoticed.)

Total current budgeted amounts for unlocked facilities are roughly \$2.5 million. This would rise by over \$800,000, to \$3.3 million under the JSPAC continuum, with the creation of transitions center(s) and addition of four “family reunification shelter” beds. Net county costs would increase from \$1.25 million to \$1.64 million—about \$400,000 per year.

Note that the net additional \$400,000 in county costs goes to create alternative housing for youth “now” in the Hall. As discussed in Section II, downsizing the Hall by 30 beds (the equivalent of the additional unlocked beds here) would reduce county costs for the Hall from \$4.5 million to \$3.6 million—a savings of roughly \$900,000. Creation of the alternative beds could thus, in theory at least, save the County \$500,000 per year.

Table 4 summarizes estimated “current” operating costs for “unlocked” beds.

Table 4: Unlocked Facilities Operating Cost Estimates

	Current total budget	Cost per bed per day ¹	JSPAC plan total budget	County share: JSPAC plan
Ranch/Custody	\$1,554,491 ²	\$57.55	\$1,554,491 ³	\$1,088,144 ⁴
+Education	550,871 ²	20.40	550,871 ³	0
+Mental Health ⁵	46,620	1.73	46,620 ³	10,140
Subtotal Ranch	\$2,151,982 [County share: \$1,098,284]	\$79.68	\$2,151,982³	\$1,098,284
Transition Center ⁶	0	\$65.75	\$ 600,000	\$ 300,000
Reun Shelter ⁷	\$ 353,466 [County share: \$146,880]	\$132 to \$141	\$ 556,260	\$ 244,800
TOTAL UNLOCKED	\$2,505,448 [County share: \$1,245,164]	————	\$3,308,242	\$1,643,084

Notes: Table 4:

1. For cost per bed per day computation methodology, see Note 1, Table 3.
2. The Ranch budget is for FY 93-94, although the education component is from the schools' FY 94-95 budget. The "current" budget does not show contributions from IV-A or AB 799.
3. It is assumed that the Ranch would operate at the same level under the JSPAC plan as it does currently.
4. "County share" reflects 30% contribution by IV-A. It does not reflect an additional \$600,000 received through AB 799 this year, because it is not yet clear what future AB 799 contributions will be.
5. For mental health cost computations, see note 5, Table 3. The mental health costs shown here do not include approximately \$28,600 (of which 50% would be paid by the County) slated for the Ranch under the Ventura Model grant proposal. (See note 7, Table 2.)
6. It is assumed that the transition center(s) would have 25 beds. In a memo regarding conversion of Lions Gate, Jerry Buck estimated total operating costs of the 25 bed facility at \$600,000, with 50% from IV-A.
7. According to Kathie Tunstall, the 1994-95 rates for Sherman House will be \$141/youth/day when operating six beds, or \$132/youth/day when operating at 10 beds. The JSPAC continuum calls for expanding reunification beds from 6 to 10. These are total actual costs, which are funded through county, state, federal, and private contributions. "Current" and "JSPAC" county shares reflect current proportions among these funding sources.

IV. NON-INSTITUTIONAL COMPONENTS OF THE CONTINUUM

Table 5 summarizes cost estimates of the non-institutional component, typically termed alternatives to detention. Although the JSPAC plan dramatically increases use of these alternatives, estimated total costs remain about the same, at slightly over \$8 million, because costs of new programs are offset by reductions in foster care/group homes. The net county costs for current non-institutional programs and services are estimated at \$4.6 million; under the JSPAC plan county costs are estimated to rise to about \$5.1 million.

The JSPAC plan would add mentoring and day treatment services for some youth (estimated at 140) who are "now" on probation caseloads. The JSPAC plan adds 30 youth to home supervision caseloads and adds 30 temporary foster care slots; some of these youth are "now" in the Hall, some are new cases who are not currently under supervision².

The largest single increase would be in probation supervision, which would rise by about \$1.1 million per year (from the current \$840,000 to \$1.9 million). This reflects the JSPAC emphasis on increasing the level of probation supervision.

The most costly single element in the non-institutional components is foster home/group home costs. Currently, they are estimated at \$5.6 million. The JSPAC plan would add temporary and specialized foster care programs, but even with these additions, proposed reductions in other foster and group home placements would reduce total foster home/group home costs by about \$2.6 million (to about \$3.1 million). (Currently, there are 144 youth in foster/group home settings; the JSPAC plan, as costed here, would reduce the total of these placements to 80 in general foster/group homes, plus 15 in specialized foster care. An additional 30 "temporary" foster care beds, which are not really for post-adjudication placements, are also added.)

This reduction in foster care/group home costs may well be unrealistic. The reduction is based in part on the assumption that use of family preservation will increase dramatically. However, family preservation is a comparatively expensive program; the JSPAC plan would add about \$525,000 per year, for which there would likely be no state contribution. In addition, some suggest that the county has already cut foster care/group home to the minimum realistic level.

² It should also be noted that for the computations here, some of the numbers estimated in the original JSPAC continuum of care have been changed to reflect current caseloads and to eliminate double counting. For example, probation caseloads—and thus staffing requirements—are about 200 youth lower than in the continuum of care description (dated December, 1993). And general foster care/group home placements are also reduced (from 100 in the continuum of care writeup to 80 in these computations) to reflect the intended impact of other alternatives.

**Table 5: Non-institutional Components of the Continuum of Care
Operating Cost Estimates**

	Current total budget	Cost per slot per day	JSPAC plan total budget	County share: JSPAC plan
Community-based Prog ¹	\$ 600,000+	Not Available	\$ 600,000+	NA
Preadjudication Diversion ²	\$ 202,000+ [County share: \$100,000]	NA	\$ 202,000+	\$ 100,000+
Mentoring ³	NA	NA	\$ 14,500 [N=50]	\$ 14,500
Probation Supervision	\$ 842,000 ⁴ [County share: \$569,800] [N = 1,168]	\$1.98 to \$4.77 ⁵	\$ 1,916,000 ⁶ [N = 1,100]	\$ 1,475,320 ⁷
Home Supervision	\$ 273,000 ⁸ [County share: \$273,000] [N = 30]	\$15 to \$25 ⁹ per	\$ 437,250 ¹⁰ [N = 60]	\$ 371,662 ¹¹
Day Treatment	0	\$11.50 ¹²	\$ 280,800 ¹² [N = 90]	\$ 280,800 ¹³
Placement Diversion	\$ 432,000 ¹⁴ [County share: \$324,000]	\$19.73 ¹⁴	\$ 432,000 ¹⁴ [N = 60]	\$ 324,000 ¹⁵
Family Preservation	\$ 350,000 ¹⁶ [Cnty share: 0] [N = 8]	\$120 ¹⁷	\$ 875,000 ¹⁸ [N = 20]	\$ 525,000 ¹⁹
Temporary Foster Care	0	\$17.67 ²⁰	\$ 193,450 ²¹ [N= 30]	\$ 116,070 ²²
Specialized Foster Care	0	\$19.57 ²³	\$ 107,145 ²⁴ [N = 15]	\$ 64,287 ²⁵
Other Foster & Group Home	\$ 5,616,264 ²⁶ [County share: \$3,369,758] [N = 144]	\$18 to \$112 ²⁷	\$ 3,112,632 ²⁸ [N = 80]	\$ 1,867,579 ²⁹
Total:	\$ 8,315,264+ [County share: \$4,636,558]	\$1.98 to \$120	\$ 8,170,777	\$ 5,139,218

Notes: Table 5:

Community-based Programs

1. Full information on community-based programs (CBOs) is not available, although the Alternatives to Detention subcommittee will be collecting some of this information. It should also be noted that there is overlap between this category and other categories in Table 5, because many of the programs mentioned are, or could be, operated by CBOs. A cursory review of information available shows that about \$100,000 in OJJDP and other grants are currently operating; Opportunity West lists another \$30,000+ in grants this year going to youth-oriented projects in West County, along with \$1,350,000 in three-year grants for youth-oriented grants in West County. Conservatively, then, there are more than \$600,000+ just in identified grants to youth programs this year.

Preadjudication Diversion

2. As with CBOs, full information is not available for all pre-adjudication programs in the County. The Probation Department's Community Service Work Program, which includes adjudicated youth as well as preadjudication diversion youth is currently budgeted at \$202,000/year. Of this, about \$102,000 is recovered in fees to agencies served and other fees. The net Probation cost is thus about \$100,000. The program serves about 1,000 youth annually; youth work an estimated total of 4,800 hours annually. The gross cost is thus about \$202/youth client or about \$42/youth work day. The net cost to Probation is about \$100/youth client and about \$20.83/youth work day.

There are various other diversion programs in the County, including police-operated programs. A small portion of these may be included in the CBOs cost information.

Mentoring

3. Some mentoring programs do exist. Information on cost and funding sources is not yet available. The JSPAC recommendations call for creation of 50 mentoring slots. It is assumed that mentors would be volunteers or paid through some non-county source. The "JSPAC" cost shown is for .25 FTE for a probation officer to oversee the program, arrange training, etc.

Probation Supervision

4. The current budget for field supervision is \$1,109,000, for 11 probation officers plus support, supervision, and administration. To simplify this for purposes of computations, costs are estimated at \$840,000. This covers 11 probation officers (@ \$58,000 for salary and benefits), 2 supervisors (@ \$67,000 for salary and benefits), and 2 clerical (@ \$35,000 for salary and benefits). Net county costs are estimated at \$569,800, because approximately 23% of costs are paid through IV-E. **To reiterate: these costs do not capture all costs associated with current field services.**

5. In January, there were 1656 youth under probation supervision. Of these, 1168 were supervised by the 11 officers budgeted in Note 4 (753 on "active" supervision and 415 on banked, or "service on demand," caseloads). The balance were in custody, placement, etc. The average cost per day for supervising the 1169 youth is thus \$1.98 per ward per day (\$842,000 / 1168 / 365).

The primary thrust of the JSPAC recommendations is to provide intensified supervision for large numbers of these youth. Under the JSPAC plan budget (see Note 6), the average cost of supervision would rise to \$4.77 per youth per day. Note that costs of supervision would vary further, depending on the level of supervision: banked caseloads will cost well below the average, while intensive supervision caseloads would cost well more than the average.

6. The JSPAC plan calls for 38 probation officers to supervise 1300 youth. This needs to be corrected. As stated in Note 5, there are only 1168 youth under supervision (excluding youth in placement, custody, etc). Of these, over 400 were on banked caseloads. In addition, we assume that some youth would be moved to other options in the continuum. **The net field probation caseload is thus shown here as 1100.** To estimate the cost of supervision of these 1100 youth, we assume the following breakdown:

200 on banked caseloads, @ 1:100 → 2 probation officers
500 on general caseloads, @ 1:60 → 8 probation officers
400 on intensive/specialized caseloads, @ 1:25 → 16 probation officers

26 probation officers @ \$58,000	=	\$1,508,000
4 supervisors @ \$67,000	=	268,000
4 clerical @ \$35,000	=	<u>140,000</u>
Total cost:		\$1,916,000

A final note: these costs probably understate probation costs, because full overhead and support costs are not included and because youth in placement and in custody are also on probation caseloads.

7. It is assumed that IV-E would pay 23% of the costs.

Home Supervision

8. The current budget for Home Supervision is for 4.5 positions, with a total caseload of 30 to 35 youth. The per day cost per youth is thus \$21.37 to \$24.93.

9. The recommendations are to expand Home Supervision, primarily through electronic monitoring and/or community based "trackers," to 60 youth. Electronic monitoring costs about \$8/day plus county staffing costs to run the program. Trackers would presumably cost less than probation officers, although there could well be associated probation costs to oversee the program. For purposes of this table, the cost for the additional slots is estimated at \$15/youth/day. This may not fully reflect the county staffing costs associated with managing an electronic monitoring and/or tracker program.

10. Costs for the expanded Home Supervision include \$273,000 for the current program plus \$164,250 for 30 additional slots @ \$15/day. If the 30 additional slots were Hall beds, the total operating cost would be (at rates shown in Table 2) about \$1.1 million—nearly a million dollars a year higher than the expanded Home Supervision budget.

11. Although there are currently no offsets for Home Supervision costs, it is possible that IV-A funding could be applied to some cases. To approximate this, it is assumed that IV-A would yield a 15% reduction (or half the usual percentage), or \$65,588.

Day Treatment

12. Day treatment costs vary greatly, depending on the number of hours per day the program operates and the nature of the program. At the low end, rates in programs start at about \$10/client/day. For purposes of the estimates in Table 4, it is assumed that the program will operate 4 hours a day, five days a week, and will be primarily an education program. The rate shown—\$12—equals half the Hall rate of \$24/day. Annualized, for 90 slots and 260 (half) days of operation, the total budget would be \$280,800.

13. It is assumed in Table 4 that the County would bear the cost of funding the day treatment program. If the program were operated in whole or part through community or continuation schools, costs to the County could be lower.

Placement Diversion

14. The current cost of Placement Diversion is \$432,000, for a caseload of 60. JSPAC also recommends 60 slots. Thus, the JSPAC plan cost is the same as the current cost. With an average caseload of 60, the program costs \$19.28/youth/day. Placement Diversion is an alternative to placement; the average cost of group home placements is currently over \$111 per day. If Placement Diversion saves at least \$90/youth/day, the total savings when compared to group home placements are close to \$2 million per year in gross costs.

15. The net County cost assumes that 25% of the costs are paid through IV-E.

Family Preservation

16. Probation cases constitute about 40% of the total family preservation caseload. Total current cost for family preservation is \$875,000, for direct and wraparound services; 40% of that budget is \$350,000. All costs for the current program are born by the state, none by the County.

17. Family preservation's target is to serve 198 families per year (each for about 4 to 6 weeks.) Of these, about 80 families (40% of 198) are probation referrals. Roughly, this translates to about 8 probation referred families at any one time. At this probation caseload, service costs are about \$120 per family per day (\$350,000 / 8 / 365). Note that while this appears expensive, the assumption is that the short exposure to family preservation will eliminate the need for longer term placement. To illustrate the comparative costs per child or family: total costs are \$4,000 to \$5000 per child/family in family preservation, vis-a-vis \$40,000 for a year placement in a group home.

18. The JSPAC continuum increases family preservation slots for probation referrals from 8 to 20—an increase of 150%. The number of families served would increase from 80 to 200, if services are delivered as they are now. The total budget would also increase by 150%—from the current \$350,000 to \$875,000.

19. The current family preservation program has no cost to the county. However, Social Services staff indicate that increases in state funding are unlikely—that the County is already close to the maximum allowable under the funding formula used by the state. Moreover, Contra Costa already has a somewhat higher ratio of probation to social services cases in the program than the state considers desirable, making it unlikely that the state would permit an increase in the proportion of funding going to probation referrals. **In short, if family preservation is to expand, the County would have to fund it (or find other sources of funding). The cost to underwrite the additional slots recommended by JSPAC is \$525,000.**

Temporary Foster Care

20. Probation currently pays an average of \$530 per month (or about \$17.67/day) for foster family placements.

21. \$17.67 per day, multiplied by 365 days by 30 slots, equals \$193,450. It is likely that actual costs would be lower, either because not all bed days would be utilized or a lower rate could be negotiated for "on-call" homes.

22. The County share is estimated at 60% of the total cost.

Specialized Foster Care

23. The current average cost for specialized foster care (social services placements) is \$587/month (or about \$19.57/day).

24. Annual costs for 15 slots at the current rate per day could be as high as \$107,146. As discussed in Note 21, it is likely that actual costs would be lower.

25. The county share is estimated at 60% of the total cost.

Other Foster and Group Homes

26. In February, 1994, probation placements included 139 youth in group homes at an average cost of \$3,348 per month and 5 youth in foster homes at an average cost of \$530. Annualized, this would come to \$5,616,264.

27. At the average rates listed in Note 26, group homes cost \$111.60 per day and foster homes cost \$17.57 per day.

28. JSPAC proposes reducing the general foster care/group home placement numbers to 100, through mechanisms such as specialized foster care and expanded family preservation. Note that the expected increases in family preservation (120) and specialized foster care (15) could in theory remove almost all the youth from current general foster/group home placements. To give at least some recognition to this, the general foster care/group home caseload is reduced here to 80. This may be unrealistic, in its assumptions about the success and funding for family preservation and in its assumption that out-of-home placements can be reduced to that level.

At current ratios, that would mean that 77 youth would be in group homes and 3 in foster homes. At current daily rates, the total cost for the 80 placements would be \$3,112,632 (\$19,080 for foster homes and \$3,093,552 for group homes).

29. The County share is estimated at 60% of the total cost.

V. DESCRIPTION OF FUNDING SOURCES

Several outside funding sources are mentioned in the preceding sections. Following is a brief glossary of these sources.

AB 799—This was a special subvention from the state to help counties with the cost of ranches. Contra Costa County received approximately \$600,000 in FY 1993-94. It is not clear whether this funding will be renewed, and at what level, in future years.

IV-A—Title IV-A of the Federal Social Services Act authorizes federal payment for the provision of emergency family services. Under an interpretation effective July 1993, a family emergency includes:

“A child’s behavior that results in the child’s removal from the home and a judicial determination that the child must remain in out-of-home care for more than 72 judicial hours.”

The out-of-home care includes placement in custody.

IV-E—Also a provision under the Federal Social Securities Act, Title IV-E authorizes support for case management and administrative costs associated with field supervision of youth at risk of being removed from their homes.

CCCALIF

RTA No.: 93-1526-SV
Contra Costa County, California

TECHNICAL ASSISTANCE REPORT

Date: May 17, 1993

On-site Visit: May 10, 11, 1993 (attached meeting schedule)

Consultant: Orlando L. Martinez
Martinez & Associates
2111 E. Weatherstone Circle
Highlands Ranch, Colorado 80126

BACKGROUND

On June 16, 1992, the Contra Costa Board of Supervisors created the Juvenile Hall Replacement Advisory Group in response to several issues including the apparent need to decide how many and what type of juvenile detention beds are needed in the County. Technical assistance was provided to Contra Costa County following their request to the National Institute of Justice regarding alternatives to secure juvenile detention and planning issues that should be considered in the replacement of the current facility.

The Office of Juvenile Justice and Delinquency Prevention, Department of Justice, has recently published their findings of CONDITIONS OF CONFINEMENT: A study to evaluate the conditions in juvenile detention and correctional facilities. The advisory group should become familiar with this study since it provides a national perspective of current issues in juvenile confinement. Briefly, there are several areas in which problems in juvenile facilities are substantial and wide spread, conformance to nationally recognized standards does not seem to result in improved conditions of confinement, and deficiencies were distributed widely across facilities. It was found that admissions of minority youth to detention centers has risen alarmingly since 1984. These problems seem to be present in Contra Costa County.

The Advisory Group should also become aware of the Juvenile Detention Alternatives Initiative of the Annie E. Casey Foundation. Five sites, Chicago, New York, Milwaukee, Portland and Sacramento, have been selected to develop plans to implement a program to eliminate the inappropriate use of secure detention by reducing detention rates and overcrowding, maintain or improve court appearances and reduce delinquent behavior, and to redirect public finances from expensive buildings to less expensive community alternatives.

SUMMARY OF FINDINGS

The Contra Costa County Juvenile Hall is an old, solidly constructed building which creates several operational problems in dealing with the present population. The Court imposed

building capacity has prevented many problems associated with extreme overcrowded facilities, however, programming deficiencies are evident.

Current operational practices seem to be based on an adult custody model program. This practice results in the mixing of high risk and low risk juveniles, physical restriction in rooms or buildings, interaction by staff is for security and control versus relationships, the monotony of routine is mirrored in the architecture, bare-brick structures of unvarying design, and inattention to individual service needs of juveniles. This does not mean that individual staff have not provided caring services to their charges, however, good juvenile correctional SYSTEMS focus on a behavioral/normalization model, versus a custodial, medical, or mental illness model. This is a significant social approach to a difficult criminal problem but it is a philosophical change that must be strongly considered in order to address the question of how many and what types of beds does Contra Costa County need.

The existing detention center and probation programs are burdened with increasing clients and declining resources, and probably the lack of attention to County juvenile justice programs. Services to delinquent youth seem to be limited to state correctional confinement, detention or community supervision. Administratively, employee morale is poor, expectations are unclear during these times of budget reductions, and leadership has been identified as a problem that needs to be corrected if the mandates of the Board of Supervisors are to be realized effectively and efficiently. The organizational structure of the county juvenile justice should be carefully reviewed since this structure should enhance the efficiency and effectiveness of program operations through establishment of a systematic hierarchy that delineates internal lines of authority, allocates responsibilities accordingly and defines appropriate relationships with other agencies. Someone should be responsible for planning and managing program initiatives to support, strengthen, and promote the care and treatment of adolescents under the Department's jurisdiction.

The Advisory Group can not only help plan the juvenile justice program but it can also assist in the establishment of positive and cooperative linkages with key youth components and decision makers in the County.

RECOMMENDATIONS

The Advisory Group has been charged with planning the replacement of Juvenile Hall. Two strategies should be considered in completing this task.

Address the system's policies and practices and identify modifications that can reduce admissions to secure care as well as length of stay in detention.

1. Develop a risk assessment process to improve release/detention decisions.
2. Develop a management information system to facilitate case tracking.
3. Analyze detention system entry points and develop mechanisms that facilitate release of juveniles to their parents.
4. Identify case processing stages that inefficiently extend length of stay in secure detention.
5. Examine administrative and fiscal structures that influence detention.

The second strategy involves the design and implementation of community alternatives to detention. The following are some alternatives to consider.

1. Intake services - Risk, need and custody assessments.
2. Home detention and tracker services.
3. Day reporting centers.
4. Non-secure residential alternatives.
5. Case management.

Once modifications of policies and practices have been made and community alternatives have been designed, a better projection can be made to determine the number and type of beds/slots that are needed in the County.

CONCLUSION

It is encouraging to see how many members of the Juvenile Hall Replacement Advisory Board and detention staff are pursuing ways to improve services to youth in Contra Costa County. The need for planning could not be more urgent since it appears that over the next several years, we have the opportunity to achieve better opportunities for youth and improve public safety.

Special attention should be given to including key decision makers from the Judiciary, Executive and Legislative branches of government in this process as their support is necessary to implement planned changes.

THE UNIVERSITY OF MICHIGAN
SCHOOL OF SOCIAL WORK

CENTER FOR THE STUDY OF *Youth Policy*

Judge Frank A. Orlando (Ret.)
Director
Nova University
3305 College Avenue
Ft. Lauderdale, FL 33314
(305) 452-6239
FAX (305) 452-6241

Ira M. Schwartz
Professor and Director
1015 E. Huron Street
Ann Arbor, MI 48104-1689
(313) 747-2556
FAX (313) 936-2514

Russell K. Van Vleet
Director
The University of Utah
Social Research Institute, Room 126
Salt Lake City, Utah 84112
(801) 581-3439
FAX (801) 585-3702

M E M O R A N D U M

TO: N.I.J./KOBA

FROM: Frank Orlando/Nova University Law Center 

DATE: August 20, 1993

RE: RTA No. 93 1595-TA/SV
Consultant Task Agreement-Contra Costa County, CA
On Site Visit August 12 & 13, 1993

=====

At the request of Carole Knapel, N.I.J., Mark Morris and Chris Adams, Contra Costa County Juvenile Detention Reform Committee, I visited Contra Costa County on August 12 & 13, 1993. Prior to my visit, I reviewed all documents forwarded to me by Mark Morris, including grand jury reports on the Hall population, a population study and a description of the facility and the staff. In addition, I spoke with Mr. Orlando Martinez who had previously visited the Hall and Mr. Mark Soler at the Youth Law Center.

In addition to my visit to Contra Costa County, I met with Mr. William Vickrey, California State Court Administrator and Ms. Dianne Nunn, juvenile Justice specialist on his staff. These meetings took place at the California Supreme Court in San Francisco.

My formal visit to Martinez, California began on August 12, 1993. Mark Morris gave me an orientation as to my schedule (see attached copy) and who I would be meeting with.

Juvenile Hall Tour & Staff Contacts - The purpose of the local committee on Hall problems is to decide whether to replace the physical plant to redesign the detention system. My visit leads me to believe that a new Hall is necessary. The present facility is poorly designed and the design capacity is too big for a system with the type of population they confine. Size reduction would of course require the establishment of non-secure alternatives and an expanded home detention program. The Hall is also located too far from the source of its main population. The condition in the Hall on the day of my visit would not meet constitutional requirements. I so advised the superintendent (on August 13) and the committee.

Staff - There is a morale problem due to funding cuts and program reductions. The staff organization is not conducive to efficient management. There is no clear leadership of a system, only various department heads managing different components.

Before the construction of a new facility or the remodeling of the present building is agreed on, an in-depth classification of detention population must be done. Alternatives need to be designed, funded and put in place under the supervision of a detention system manager. In addition, I recommended to the committee that staff reorganization should take place. The detention system - intake, facility, case processing, classification and alternatives management, i.e. a team approach, should be a separate department under one manager.

The present approach to detention in Contra Costa is very institutional driven and there is little concentration on risk classification and the use of the least restrictive option placement. This is partly due to the lack of options and the type of divided responsibility of staff organization that exists.

The "home supervision" unit is understaffed and no options, such as a day reporting system, exist for adequate supervision of children on home detention. I suggested a reclassification of the staff for a home detention unit. Staff do not need advanced degrees. They should come from the areas where case loads are from and an extensive training program (ongoing) should be implemented.

Judicial Visit - Judge Lois Haight, Presiding Juvenile Judge - In order to enhance my discussions with Judge Haight, I asked Mr. Jerry Root, Coordinator of the Sacramento County Detention Reform Initiative, to accompany me to this meeting. Sacramento has undertaken a successful collaborative consensus building effort as a site selected by the Casey Foundation as part of their juvenile detention alternatives initiative. Judge Haight is new to the juvenile bench and is in the process of developing an understanding of how the present day system should be designed. I found Judge Haight to be sincerely interested in what is best for children at risk and public safety in her community.

Mr. Root thoroughly explained the consensus building that has occurred in Sacramento under judicial leadership and a very diverse juvenile justice planning committee. One of the real present needs in Contra Costa County is an integrated M.I.S. system. The system (J.O.L.T.S.), being looked at by Casey site planners and an improved version now being developed in Sacramento, was described to Judge Haight. Mr. Root provided her with the Sacramento plan outline. The opportunity to continue these discussions in Sacramento with their leadership was offered. I believe Judge Haight will accept and that Mr. Root will provide her with additional information.

In addition to the materials from Sacramento, I provided Judge Haight with information on objective detention criteria, the development of a risk placement instrument and we viewed the video on the Broward County detention reform project. We also provided information on the balanced approach model to a juvenile justice continuum and a serious offender program video.

The committee should draft Judge Haight in a leadership position and with some collaboration with Judges Lytal, Jones and Warren in Sacramento, she could be the person to influence enlightened changes in Contra Costa County. Subsequent to the Judge Haight conference, Mr. Root and I traveled to San Francisco to meet with William Vickrey, State Court Administrator and his juvenile justice specialist, Dianne Nunn.

N.I.J./KOBA
August 20, 1993
Page Four

Contra Costa County's detention and total juvenile justice problems do not exist in a vacuum. The entire state of California is experiencing similar problems. Much is due to severe revenue shortfalls and some due to over-use of institutional placement mentality that developed over the past years. Mr. Vickrey is taking the lead in developing a reform initiative for the juvenile courts as part of the courts and the 21st Century initiative. We provided him with input and documents on how Sacramento had developed the consensus and collaboration to plan a reform and discussed how what they could assist counties like Contra Costa. The goal here would be to institutionalize effective reforms state wide. This was a beginning.

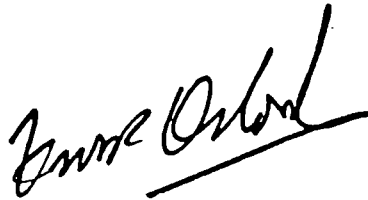
Committee Meeting - On Friday I met with the Juvenile Justice/Hall Committee. The Broward video was shown and data as to population reduction with an array of alternatives was presented. The committee, through Carol Zayfer was provided with the same information and data given to Judge Haight. The development of criteria and risk screening fit to their local environment and with real and diverse collaboration was discussed. The importance and cost of validation and evaluation was also discussed.

California has a history of funding private providers who "cream" cases and do not deal with real risk cases. In our discussion on alternatives, I tried to explain the difference between alternatives that "widen the net" and those that truly contribute to population control and management. My presentation was assisted by overheads - copies attached. My main emphasis here was on a more clear definition of the purposes of detention and the development of a system as opposed to a building. A system that uses the least restrictive setting based on risk classification and has a heavy emphasis on non-residential supervision.

This committee is made up of well-meaning and thoughtful members. However, they lack membership from the groups necessary for success. Those absent or not participating - prosecution, police, elected officials, expanded minority organization reps, community business reps. They need strong leadership with a lot of credibility in the community.

Recommendations:

- Now:**
- 1) Bring Hall into compliance
 - 2) Expand home supervision staff, case loads and training
 - 3) Cut down length of stay on committed status cases
 - 4) Strengthen committee membership
 - 5) Develop training and incentives to improve staff morale and effectiveness
 - 6) Collaborate with Sacramento County
- Long Term**
- 1) Make decision on new facility, size and location
 - 2) Reorganize staff into cohesive detention system
 - 3) Develop criteria and risk assessment - validate and create committee to continuously monitor its effectiveness as to public safety and court appearance
 - 4) Create a network of detention alternatives for cases where criteria is met but risk does not require secure facility
 - 5) Undertake a campaign to elevate juvenile justice funding to a high priority by county officials

A handwritten signature in black ink, appearing to read "Bruce Orton", with a horizontal line drawn underneath the name.

Jay Farbstein & Associates, Inc. with Patrick Sullivan Associates

Contra Costa County
Office of the County Administrator
Justice System Programs

JUVENILE HALL: DESIGN PROGRAM REPORT

October 14, 1994

JFA Project Number: 9309

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Contra Costa County Administrator's Office

Phil Batchelor, County Administrator
George Roemer, Director of Justice System Programs
Carol Kizziah
Mark Morris, PhD

Juvenile Systems Planning Advisory Committee

Chris Adams, Co-Chair
Linda Baker
Bianca Bloom
Jerry Buck
George E. Chase
Hon. Lois Haight
Taalia Hasan
Carol Hatch
Charlie James
Dennis Lepak
Charles Mason
Florence McAuley
Cynthia Miller
Clyde Parkhurst, Co-Chair
Jacque Salvador
Leanne Schelegal
Larry Shaw
Wayne Simpson
Fran Smith
Suzanne Strisower
Kathie Tunstall
Jack Waddell
Gary Yancey

Technical Advisory Committee

Bob Baba
La Verta Guy
Dave Grossi
Emma Jean Hunter
Beverly Jacobs
Belle Lipsett
Michael R. Major
Hon. John Minney
Stewart E. Neal
Ruth Ormsby

Gemma Pasto
Charles Pfalzer
Paul Ruth
Gary Rutkin
Jerry Telles

Many other **county representatives** participated throughout the planning process:

Rich Berkery
John Borden
Petreyna Boykins
Joe Di Mercurio
Mark Lackey
Len Lettelier
Jackie Mann
Jim Matheron
Dan Riordan
John Ritola
Merv Rose
Capt. Bill Shinn
Lt. Talley Terry
Bill Thomas

This study was prepared by:

Jay Farbstein & Associates, Inc.
1411 Marsh Street, Suite 204
San Luis Obispo, CA 93401
805) 541-4940

Jay Farbstein, PhD, AIA, Principal in Charge
Greg Allen Barker, AIA
Linda Day, PhD
Jolie Lucas, Office Manager
Richard Cota, Graphics
Suzanne Cogbill, Clerical

Lead Associate Consultant

Patrick Sullivan, AIA, Patrick Sullivan Associates

The following consultants lent their expertise in specific areas:

Gary Amari, Powell Enterprises (cost estimating)
M. Hicks, Faye Bernstein & Associates (structural evaluation)
Karen Spinardi, Spinardi Associates (site infrastructure evaluation)
Grant Wong, Gayner Engineers (mechanical/electrical evaluation)

EXECUTIVE SUMMARY

Scope of Work

This report presents two types of information about the Contra Costa County Juvenile Hall:

- functional and design requirements for a project that would largely replace the existing, outmoded juvenile hall;
- a study of options for how that replacement might be accomplished.

Methods

This report was developed with the input and review of the Juvenile Systems Planning Advisory Committee — especially its facilities and programs subcommittees, Probation Department staff and managers, the Superior Court, District Attorney, Public Defender, and many others.

Capacity Projections

Bed projections were developed by a county team and serve as a basis for this study. They are summarized in the table below. Projections to the year 2005 correspond to the approximate capacity of the Glacier Drive site. Needs beyond that will have to be accommodated on another site, which has not been identified as part of this project.

Type of Unit	Glacier Drive Year 2005
Secure Detention (Hall)	200
Commitment Programs	
Locked Mental Health	20
Boys' and Girls' Treatment	80
Transition Center (unlocked)	48
Total Beds	348
Courtrooms	3

Summary of Design Requirements

Space Needs (gross SF)

Area	Year 2005
Detention Housing	79,670
Commitment Programs	46,610
Transitional Housing	24,470
Support Spaces	69,010
Juvenile Court	14,920
Total	234,680
Exterior Use Areas	132,140
Parking	138,440

Facility Organization and Layout. The expanded facility will be composed of three different major types of housing: detention, treatment (including mental health), and transitional. Secure housing will have single occupancy wet sleeping rooms in most units and share support spaces such as special purpose classrooms, gymnasium, food service, and laundry. The transitional living center is mostly independent, but is supplied with food and laundry from the main facility. Detention housing will have access to juvenile courts, which will hear delinquency cases on site. There is the option to locate transitional housing and programs such as community services off-site.

Image. Building esthetics will present an image that is both secure and humane.

Security. Security for the complex is guided from a central control post which will remotely operate doors and gates in the secure perimeter, monitor cameras and alarms, and serve as the communications hub. Detention and treatment housing units will have similar, secure perimeters to enable any unit to be used for detention.

Building Structure Requirements. It is anticipated that new structures will be built of concrete or masonry.

Building Enclosure Requirements. Wall, window, ceiling, and floor assemblies throughout secure areas must be energy efficient as well as resistant to vandalism and escape attempts.

Building System Requirements. The facility will have fixed windows and air conditioning. There will be multiple communications systems, including intercom with audio monitoring, conventional telephone system, and a short range cellular phone system programmed with a duress alarm function. Strategic use will be made of closed circuit television.

Interior Requirements. Most of the facility will provide an attractive, comfortable environment. Carpeting and acoustical ceilings will be provided in most areas. Two detention housing units will provide a more durable, less appealing environment for special management cases.

Site Development Requirements. The facility will have secure play fields supplemented by recreation courtyards attached to each housing unit. There will also be outdoor use areas for visiting and planned activities. Visitors and staff will have separate parking areas.

IMPLEMENTATION OPTIONS

Assessment of Existing Building

The oldest part of the juvenile hall is constructed of extremely sturdy structures, which may, however, need some seismic strengthening. Unfortunately, the architectural, electrical, mechanical, security, and communications systems have reached the end of their useful life and would have to be completely renovated. In addition, the linear configuration of the oldest housing units makes supervision difficult and decreases staffing efficiency. On the other hand, more recent construction, including Monticello, Tamalpais, Sierra and the gymnasium, can continue to be used with little or no modification.

Options for Use of the Existing Site and Buildings

The consulting team developed three diagrammatic site options to test the feasibility of fitting needed facilities on the Glacier Drive site, to assess the ability of existing facilities to accommodate future functions and to fit into an overall plan, and to provide a basis for a preliminary cost estimate. The plans are highly conceptual and will need a great deal of study and development when design proceeds. They are compared in the tables at the end of this section.

Regional Intake and Assessment Center

The team also assessed the feasibility of developing one or more Regional Intake and Assessment Centers, providing short term holding and client-centered services close to the families of youth. They would house 10 to 20 minors arrested by local law enforcement agencies pending an initial hearing and temporarily house status offenders. If detained longer, arrested juveniles would be transported to Juvenile Hall. We demonstrated that one of these facilities could be located at the site of the West County Detention Center, but no site has been identified in the East County. Each center would cost about \$5,400,000 and require 41 staff, including current staff, from seven agencies to operate.

Comparison of Options

Factor	Plan A	Plan B	Plan C
Number of Beds	• 348	• 348	• 348
Number of Courts	• 3	• 3	• 3
Project Cost	• \$47 million	• \$47 million	• \$ 43 million (mid range) • Higher operating costs that offset initial cost.
New Beds	• 160 detention beds on existing playfield. • 40 detention beds + 60 treatment beds at parking lot.	• 160 detention beds on existing playfield. • 40 detention beds + 60 treatment beds at JH demolition site.	• 200 detention beds at parking lot and Recycling Center.
Remodeled Beds (Treatment)	• 40 treatment beds at Monticello and Tamalpais.	• 40 treatment beds at Monticello and Tamalpais.	• 40 treatment beds at Monticello and Tamalpais. • 60 treatment beds at old JH wings.
Transitional Living Center	• Light remodel of Lion's Gate for 48 beds.	• Light remodel of Lion's Gate for 48 beds.	• Light remodel of Lion's Gate for 48 beds.
Demolition	• Juvenile Hall (old part).	• Juvenile Hall (old part).	• Recycling Center (entails replacement cost).
Support	• New courts, admissions visiting, administration, kitchen, laundry, etc. part at north, part at south.	• New courts, admissions visiting, administration, kitchen, laundry, etc. at north by main drive.	• New courts, admissions visiting, administration, kitchen, laundry, etc. at new core on north.
Playfield	• New playfield at JH demolition site. • Temporary field needed during construction. • Larger than "B".	• New playfield at parking lot. • Smallest (all meet standards).	• Keeps existing. • Largest.

Comparison of Options (continued)

Factor	Plan A	Plan B	Plan C
Disruption of Operations During Construction	• Minimal at first phase. • Some at second phase.	• Minimal at first phase. • Little at second phase.	• Considerable at first phase. • Some at second phase (kitchen and school admin.).
Design Quality of Treatment Units	• Most are new/excellent. • Easy to convert new units to detention.	• Most are new/excellent. • Easy to convert new units to detention.	• Renovated are linear (poor). • Hard to convert renovated units to detention.
Staffing Efficiency	• Good.	• Good.	• Requires extra post on two shifts to supervise movement from detention to some support functions. • Requires two extra night shift staff at the treatment units (due to the layout). • Adds \$9 million over 30 years.
Access to and Separation of Service Yard	• Better separation.	• Better access.	• Conflicts with access and circulation.
Parking Convenience	• Disrupts on court side at second phase. • Far from courts/visiting. • Difficult access to Sierra (Community Services).	• Disrupts on admin. side at second phase. • Far from courts/visiting.	• Disrupts on admin. side at first phase. • Close to courts/visiting.
Access to Gym	• Less convenient.	• More convenient.	• Difficult, especially during construction.
Site Buffers	• Less buffered to south.	• Good buffer to south.	• Good buffer to south.

I INTRODUCTION AND SUMMARY

INTRODUCTION AND SUMMARY

INTRODUCTION

Scope of Work

This report presents two types of information about the Contra Costa County Juvenile Hall: first, the functional and design requirements for a project that would largely replace the existing, outmoded juvenile hall and, second, a study of options for how that replacement might be done. The **needed** amount of space is presented, which could be provided in entirely new construction or a combination of renovated space and new construction. The program requirements are presented at a schematic level; that is, overall requirements for the facility are presented, but detailed requirements for each type of room have not been documented. (This needs to be done prior to design.)

Project Scope

The project described in this report entails the replacement or renovation and expansion of most of the existing Juvenile Hall, Juvenile Court and related juvenile commitment facilities on the Glacier Drive site. These facilities are largely outmoded, inefficient, and lacking in modern safety and security provisions. A few parts of the complex (school, gym, and more recently constructed housing and intake areas) are worthy of retention as is or with limited renovation. Other parts of the existing buildings have been considered for reuse or renovation (and options are explored which retain or reuse greater and lesser parts of these buildings). Other buildings on the site which have the potential for reuse or renovation are also considered for removal in order to develop significantly superior site planning options which would improve long term efficiency, security, and operating cost savings.

Organization of This Program Report

This program report is organized into three main parts, plus appendices:

Introduction and Summary, which gives an overview of the information contained in the report.

Design Program, consisting of sections on:

Functional Requirements, which explains key aspects of how the facility is intended to operate.

Facility-Wide Design Requirements, which presents requirements that apply to that entire portion of the building, including spatial organization, building structure and enclosure, systems, interior requirements, and site development.

Component Requirements, which covers the needs of specific functional areas.

Implementation Options, consisting of sections on:

Assessment of the Existing Building and Site, which presents our analysis of their positive and negative features.

Options for Use of the Existing Site and Buildings, which offers a variety of ways to use the more serviceable existing elements and/or to redevelop the site.

Feasibility of a Juvenile Regional Intake and Assessment Center in West County, which looks at how large and costly such a facility would be and whether it can fit on available land at the West County Detention Center site.

Appendices, which supplement the main parts with a comprehensive listing of spaces and evaluations of various building systems.

Programming Methods

This report was developed with the input and review of many people who are highly involved with the planning for juvenile programs and facilities, including the Juvenile Systems Planning Advisory Committee with added input from its facilities and programs subcommittees, the Probation Department staff and managers, the Superior Court, District Attorney, Public Defender, and many others. The names of the committees and individuals we met with are listed in the Acknowledgements.

We also reviewed codes and standards, and conducted extensive observations of the use of existing spaces and conducted tours of facilities in California, Washington, Colorado and New York.

Terminology

A variety of terms is used to indicate the importance or priority of requirements. Generally, we avoid the word "shall" and use "must" to indicate mandatory requirements. "Should", "will" and "is" or "are" are used to describe features which are expected to be found in the new facilities. Less strong terms such as "it is desirable that" are used for items which should be included if they can be afforded and do not conflict with other requirements. We have attempted to avoid listing mutually exclusive or impractical requirements. If any requirements are found to be mutually exclusive or overly difficult or impossible to achieve, the architect should notify the client and request clarification or direction.

DESIGN PROGRAM

This section briefly summarizes the much more detailed and extensive information covered in the body of this report.

Capacity Projections

The County has invested considerable effort in developing projections of the number of beds and other programs needed by the juvenile justice system. The following table indicates the number of beds of each type that are expected to be needed at various times. Note that these differ slightly from the projections prepared by the committee due to rounding up the number of needed beds to the nearest 20 for secure programs and 12 for the transition center (which were adopted for planning purposes as the ideal unit size from an operational and staffing point of view). Projections to the year 2005 correspond to the approximate capacity of the Glacier Drive site; needs beyond that will have to be accommodated on another site, which has not been identified as part of this project.

Type of Unit	Glacier Drive Year 2005
Secure Detention (Hall)	200
Commitment Programs	
Locked Mental Health	20
Boys' and Girls' Treatment	80
Transition Center (unlocked)	48
Total Beds	348
Courtrooms	3

Space and Phasing

Space requirements for new construction and major remodeling projects are classified based upon the proposed ASTM E06.25 Standard Practice for Categorizing Building Floor Area Measurements. The space for each work station or activity area is expressed as its **net assignable area**. This represents the clear floor space needed for the occupants, their furnishings, and their activities, excluding interior walls, building columns, building projections, exterior walls, and secondary circulation. Net assignable areas for individual work stations were based upon county space guidelines whenever possible and appropriate. **Departmental usable area** (or just "usable area" for a functional unit which may not be a department) includes the sum of all floor areas assigned to an organizational unit including interior walls, building columns, projections, and circulation within the unit's assigned space. Departmental usable area has been estimated by adding 20% to 60% to the department's total net assignable area. The lower end of the range is a typical allowance for court and office functions, while the higher range is appropriate for detention functions.

The building's total constructed space, called the **building gross area**, is the sum of the floor areas of the building included within the outside face of exterior walls for all stories. To estimate the building gross area an additional factor has been applied to account for such unassigned areas as primary circulation corridors, stairs and elevators, mechanical equipment rooms and chases, structure and walls, public and (sometimes) staff toilets, and unassigned storage. The building's efficiency factor is the ratio of departmental usable area to building gross area. Buildings of this type are generally 75% to 80% efficient, requiring about 20% to 25% of their total area for unassigned uses (thus, departmental usable area is divided by 0.75 or 0.80 to calculate building gross area).

A detailed space program was developed for the proposed facility in year 2005; this is summarized in the following table:

Space Needs (gross SF)

Area	Year 2005
Detention Housing	79,670
Commitment Programs	46,610
Transitional Housing	24,470
Support Spaces	69,010
Juvenile Court	14,920
Total	234,680
Exterior Use Areas	132,140
Parking	138,440

Summary of Design Requirements

Facility Organization and Layout. The expanded facility will be composed of three different major types of housing: detention, treatment (including mental health), and transitional. Detention housing provides the secure holding of juveniles pending adjudication and commitment to another secure setting. The treatment housing provides locked commitment programs at a security level between the Juvenile Hall and Byron Boys Ranch. Both types of secure housing will have single occupancy wet sleeping rooms in most units. All secure housing programs share spaces such as special purpose classrooms, gymnasium, food service, and laundry. The transitional living center provides a nonsecure setting for minors pending placement at a nonsecure program. The transition center is mostly independent, but is supplied with food and laundry from the main facility. Detention housing will have access to juvenile courts, which will hear delinquency cases on site. There is the option to locate transitional housing and programs such as community services off-site if needed.

Image. Building esthetics will present an image that is both secure and humane.

Security. Security for the complex is guided from a central control post which will remotely operate doors and gates in the secure perimeter, monitor cameras and alarms, and serve as the communications hub. Due to the variety of programs, there will be a number of security perimeters throughout the complex. Detention and treatment housing units will have similar, secure perimeters to enable any unit to be used for detention. The play field and shared spaces will require a high level of security to be utilized by minors in detention. Staff, rather than physical design features, will provide the low level of security required by transitional housing.

Building Structure Requirements. It is anticipated that new structures will be built of concrete or masonry construction.

Building Enclosure Requirements. Wall, window, ceiling, and floor assemblies throughout secure areas must be resistant to vandalism and escape attempts. Energy efficiency will also be required.

Building System Requirements. The facility will have fixed windows and air conditioning. There will be multiple communications systems, including intercom with audio monitoring, conventional telephone system, and a short range cellular phone system programmed with a duress alarm function. Strategic use will be made of closed circuit television.

Interior Requirements. Most of the facility will provide an attractive, comfortable environment. Carpeting will be provided in most areas except where subject to food, water, probable abuse or very

high traffic. Mechanically fastened acoustical ceilings will be provided in most secure areas other than sleeping rooms. Two detention housing units will provide a more durable, less appealing environment for special management cases.

Site Development Requirements. The facility will have one large or two smaller secure play fields supplemented by recreation courtyards attached to each housing unit. There will also be outdoor use areas for visiting and planned activities. Visitors and staff will have separate parking areas.

IMPLEMENTATION OPTIONS

Assessment of Existing Building and Site

Monticello and Tamalpais units and the gymnasium can continue to be used with little or no modification. Sierra unit is usable for a variety of possible functions with limited renovation.

The older part of the Juvenile Hall has an extremely sturdy structure, with the only concern being its extreme irregularity. Whether or not this irregularity poses a problem can be resolved with an in-depth analysis (pending such a study, we have budgeted for its strengthening).

The configuration of the existing buildings also poses serious operational concerns. The layout includes housing units with a linear organization, while podular arrangements are preferred for the superior ability to monitor and maintain control of residents' behaviors with limited staffing. The architectural, electrical power, lighting, mechanical, security, and communications systems in these buildings have reached or exceeded their useful life and would have to be replaced if the buildings are to be used.

The site on Glacier Drive has been developed in an ad hoc manner, without the benefit of a master plan that looked toward optimizing its future use. Buildings were added in a way that made circulation among the parts and control difficult. Gradually, other uses have been built up around the Juvenile Hall, including housing to the south. In order to maximize options, this study has considered expanding the site toward the freeway, the recycling center (Pride House), and the taking of Lion's Gate either for the transition center (recommended) or demolishing it and building on its site (not recommended).

Options for Use of the Existing Site and Buildings

The consulting team developed three options for meeting the juvenile system's needs. The purpose of these options is to test the feasibility of fitting needed facilities on the Glacier Drive site, assess the ability of existing facilities to accommodate future functions and to fit into an overall plan, and to provide a basis for a preliminary cost estimate. Site plan diagrams of the three options, identified as Plans A, B and C, are provided in Chapter III. The plans are highly conceptual and will need a great deal of study and development when design proceeds.

All three schemes provide a total of 348 beds on-site and increase parking. All are capable of (and require) phasing that will maintain uninterrupted operations throughout construction and renovation. All retain Monticello and Tamalpais units for treatment housing, Sierra for office based programs, the gymnasium, and Lion's Gate (for the transitional living center).

Otherwise, the extent to which other existing structures are preserved varies among the three options. Of the three, Plans A and B propose demolition of more of the existing buildings — principally the oldest wings of the hall — and, therefore, provide more new construction. Plan C retains all of the oldest parts of the hall and subjects them to a total "gut remodel" to be used as treatment housing units (even with

remodeling they are not acceptable for detention housing due to their layout which inhibits visibility and requires significantly more staffing to approach acceptable levels of supervision and security).

Plan A. Construct 160 new detention beds and new juvenile court, administration, and visiting facilities on the existing play field on the east side of the site. Construct 40 detention beds, 60 treatment beds, and new admissions, kitchen, laundry, medical, staff support, and school facilities south of Monticello and Tamalpais. Administration, older housing units, and school would be demolished for a new play field. Construction cost: \$47,000,000.

Plan B. Plan B is similar to Plan A in scope with a somewhat different configuration. The location of the new play field would be switched with the 40 detention beds, 60 treatment beds, new admissions, kitchen, laundry, medical, staff support, and school facilities. Construction cost: \$47,000,000.

Plan C. This scheme makes use of all of the existing Juvenile Hall buildings. The recycling center would be demolished to make way for 200 beds of new detention housing. New juvenile courts, support, kitchen and visiting would be constructed as a connector to the existing administration wing. Diablo, Yosemite, Lassen, and the administration wing would be stripped to their interior walls, and all doors, exterior windows, interior finishes, electrical, lighting, communications, plumbing, and HVAC would be replaced. Construction cost: \$43,000,000.

Advantages and disadvantages of the three options are described in Chapter III and the summary table in the Executive Summary.

Regional Intake and Assessment Center

A Regional Intake and Assessment Center would receive arrested minors from local law enforcement agencies pending an initial hearing and temporarily house status offenders. The feasibility of locating one of these facilities at the site of the West County Detention Center (WCDC) was tested diagrammatically and a similar facility could be considered for the East County, but no site has been identified.

The center would provide intake, house 10 minors in detention, shelter 10 status offenders, and provide two courtrooms for delinquency and dependency calendars. At build-out each center would require 28,170 square feet of building gross area on 136,280 square feet of site. Each would cost \$5,402,000 (more if a site had to be acquired) to construct and require 41 staff, including current staff, from seven agencies to operate.

There is a portion of the WCDC site consisting of approximately 220,000 square feet. It is feasible to construct a regional center there with reasonable circulation patterns and sight and sound separation between adults and juveniles in custody.

II DESIGN PROGRAM

FUNCTIONAL REQUIREMENTS

FUNCTIONAL REQUIREMENTS

INTRODUCTION

This chapter describes the functions and operations expected to be carried out in the new facility. Only by defining what the County intends to happen in the facility can an appropriate basis be developed for architectural programming and design. Subsequent sections describe:

- The **mission**, goals and objectives for the facility.
- Who the **users** of the facility will be.
- **Psychological** and sociocultural factors that need to be taken into account in design.
- An overview of the **programs and services** to be offered at the facility.
- The more detailed **daily schedules** and routines that will be carried out.
- The **security strategy** incorporated into the facility.
- **Future trends** that might affect the facility.
- **Staffing** required to operate the facility.

MISSION, GOALS AND OBJECTIVES

Vision and Mission

A **vision** statement for the juvenile justice system, developed by the Juvenile Systems Planning Advisory Committee, is as follows:

The Contra Costa County Juvenile Justice system will protect all residents of the County and support youth by providing a comprehensive continuum of integrated, quality preventative and rehabilitative services that are community-based, youth centered, family focused, culturally competent and are delivered in the least restrictive setting possible consistent with public safety.

The **mission** of Juvenile Hall was identified as being:

The custody and care of children booked into the Hall or detained by the Courts in a homelike environment that is safe for juveniles and staff.

The mission is based on **California law** as found in Sections 850, 851 and 852 of the Welfare and Institutions Code (WIC) which state:

- *Every county shall provide a suitable house or place for detention of wards of the Court or persons alleged to come within the jurisdiction of the juvenile court. Such place shall be known as the "Juvenile Hall" of the county.*
- *The Juvenile Hall shall not be in or connected with a jail or prison and shall not be deemed to be nor be treated as a penal institution. It shall be conducted in all respects as nearly like a home as possible.*

- *The Juvenile Hall shall be under the management and control of the Probation Officer.*

Goals and Objectives

The following goals and objectives translate the broad mission, vision and mandate for the juvenile hall into more performance based guidelines:

- Provide a humane setting for holding juveniles pending detention hearing and adjudication. This should be in a “warm but secure” facility for juveniles who deserve a quality environment.
- For detainees who do not behave appropriately, provide a more restrictive environment that meets constitutional standards.
- Provide similar facilities but different programs for different types of status and behavior.
- The facility should have a feeling of openness. It should provide the least restrictive setting consistent with being safe.
- The facility should provide good systems for response to incidents such as central monitoring; this will contribute to staff and children feeling safe and secure.
- Provide a quality working environment that is and pleasant for staff; include a secure staff parking lot.
- Take advantage of the opportunity provided by a new facility to institute new policies and procedures, a training cycle, and a new operations manual.
- Provide programs and services that meet juvenile’s needs. These should include drug and alcohol treatment and mental health — as ordered by the court. Programs must meet the needs of girls as thoroughly as of boys.
- Design to take operating costs into account (especially staffing but also energy, maintenance and repair). Durability is important so that operating funds can be spent for programs rather than maintenance.
- Provide flexibility to respond to changing youth needs and crises.
- Design the building to accommodate future technology as best as it can be imagined.

FACILITY OCCUPANTS AND USERS

The following sections describe the main categories of facility users: youth, staff and visitors.

Youth

Detailed information about boys in the juvenile hall is taken from a study based on a one day profile of the 110 non-committed boys in the hall on April 7, 1993. Only boys were included because the sample of girls was too small to provide reliable comparisons.

- Forty percent of the boys were in pretrial status and 30% were awaiting disposition.

- Twenty-five percent were being held for placement failures or changes including failure to adjust at the Boys Ranch.
- Only 10% of the boys had not been in the hall previously; 58% had 3 or more previous stays.
- Thirty-four percent had prior out-of-home placements, 20% had 3 or more out-of-home placements.
- Forty-four percent had prior home supervision.
- Thirty-three percent had been involved in gang activity.
- Fifty-seven percent lived with their mother only.

By **age**, the population of boys ranged from 10 to 18 years. Over 56% of the youth were in the 16 and 17 year old range. The average age was 15.6 years and the median age is 15.5 years. The table shows the age of the boys.

Age	Number	%
10	1	0.9
12	0	0.0
13	8	7.3
14	12	10.9
15	25	22.7
16	33	30.0
17	31	28.2
18	0	0.0

Ethnically, the boys fell into the following categories.

Ethnicity	Number	%
Black	55	50.0
White	24	21.8
Hispanic	17	15.5
South East Asian	9	8.2
Filipino	3	2.7
Samoan	1	0.9
Native American	1	0.9

The **status** of the boys is shown below.

Status	Number	%
Pretrial	43	39.1
Await Disposition	35	31.8
Await Placement	20	18.1
Await Transfer CYA	4	3.6
Await Transfer OC	1	0.9
Await Transfer RNC	7	6.4

By **gender**, other information about the Juvenile Hall population shows that, males are the overwhelming majority, comprising 84% of the average daily population in 1991, 87% in 1992, and 89% in 1993.

Behavior problems are evidenced by 16% of the population.

In terms of **reason for referral**, of the 125 male and female wards in the hall on August 25, 1993, seventy-one were active probation cases. This includes wards who were also charged with new offenses. New offenses included violent crime, 42 (of which 13 were murder or attempted murder); other felonies, 20; and misdemeanors, 6. The 42 wards accused of violent crimes comprised 34% of the hall population.

Staff

Staff include group counselors, a building supervisor, teachers, medical and mental health workers, food service workers, and maintenance personnel. The table at the end of this chapter indicates estimated numbers of staff by category.

Visitors

Visitors include parents, siblings, and guardians, as well as professionals: probation officers, attorneys, counselors, and the like. Currently, with a capacity of 160, there are between 20 and 46 visits which occur between 6 and 8 pm weekdays. In the new facility each of the treatment programs and the Juvenile Hall would have their own visiting. It is reasonable to expect that there will be about 13 visiting groups at any one time.

PSYCHOLOGICAL AND SOCIOCULTURAL ISSUES

It takes knowledge of the interactions and affects of each cultural group in order to identify problems that require a response and to use appropriate respect in normal interaction. Cultural differences affect personal body space and food preferences. These and the concerns listed below have to be considered in facility programming and design. Some of these factors were identified in interviews the Advisory Committee conducted with youth in the hall.

- The expressed concerns about:
 - colors
 - privacy during use of the rest room
 - dislike of being locked up in isolation
 - some issues girls have regarding privacy in the showers
 - girls' access to feminine hygiene supplies without having to ask.
- The minors want housing units to be age appropriate. Younger juveniles act more childish and get the older juveniles in trouble.
- The older juveniles tend to value privacy a little more than the younger ones.
- A variety of rooms offers the flexibility to provide privileges and respond to security needs.
- Juvenile Hall became burdened with mental health cases after support for the community based mental health system was drastically reduced.

- There is a continuum of suicide risk. Suicide risk is more often related to external events than to incidents occurring in the housing unit. Roommates can reduce the pressure of the institutional setting, inhibit some suicide attempts, and provide warning. However, it is unfair to give this responsibility to a roommate; rather it must rest with staff.
- Sexual play, abuse, and rape are risks of double rooms. Non intrusive measures for assessing activity in the room are needed, such as audio monitoring with an intercom and a view panel to enable surveillance by staff while still maintaining some privacy.
- A safety cell (with approved padding) is needed for minors who exhibit self-destructive behavior.
- Group identity is an issue with minors, whether related to their school, city of residence, or a gang. For example, the last incident at the ranch was between residents of different cities.
- In interviews the minors expressed desire for more contact with the opposite gender. There should be opportunities for regular social contact during waking hours. In many respects a former coed unit functioned better than the other units. Boys can be currently observed containing their behavior long enough to make an impression on girls. There are conflicting issues concerning the mixing of boys and girls: the need to socialize versus the safety to deal with abuse issues.
- Facilities should lend themselves to assignment to either or both genders.
- Some of the minors are parents who want visits with their children. There is also a desire for increased opportunities for visiting with extended family members.

PROGRAMS AND SERVICES

Housing Unit Type. Types of units are:

- Detention.
- Commitment: mental health.
- Commitment: treatment.
- Transitional.

Mental Health Program (Ventura Model). The mental health program in the new facility would follow the Ventura model in being a self contained, 20 bed, coed locked program. Minors would be placed in the program by order of the court for 6 months. The population would consist of minors with multiple placement failures or multiple admissions to Juvenile Hall with an identifiable, treatable mental health disorder such as depression, psychosis, sex offenses, or suicidal tendencies. These kids often run from unlocked facilities when confronted with treatment issues. The program would not generally be used for minors with a murder offense (who would go to CYA). The program would effectively be an in-patient psychiatric unit, but governed by state standards for juvenile halls and not hospital facilities (or group homes). Mental health staff would work closely with teachers and families, including providing family therapy. The unit would provide treatment during the day and evening and probation staff would provide security during the graveyard shift. In design it would have a rich, softened, open but secure feeling.

The **Boy's and Girl's Treatment** programs will be self-contained and separate from detention, including their visitor entrances and classrooms. They will provide a level of commitment between the ranch and CYA for the boys and provide a ranch type program for the girls. Length of stay will be relatively long (6 to 9 months). The program will include family counseling. Treatment units should have ability to be

operated autonomously while having the flexibility to be used for other populations in the future. As treatment units, they should be able to operate without contact with the Juvenile Hall population, but they should be under the Juvenile Hall's security umbrella.

The **Transitional Living Facility** is for minors who are awaiting placement or who do not have an appropriate family to which they can be released. Currently, they are spending an inordinately long time in Juvenile Hall. It will be a half way house between detention and real life to help juveniles learn the skills needed to function on the outside, providing structure within the context of transition. The facility should be unlocked and have self contained services that are separate from Juvenile Hall, though it may be on the same site.

Education

The primary models for delivering instruction are a self contained model with one teacher staying in one classroom with one group and teaching all subjects or a rotational model with group, teacher, and subject changing classrooms each period, requiring more movement but providing variation for the students. The preference is to educate in classrooms rather than the housing units, though the classrooms can be located at the unit. The mandate is to provide a minimum of 180 minutes per day of instruction, while the school currently provides 270 minutes per day. The school uses an optional independent study model in cases when the classroom limit of 18 is exceeded. This indicates a need for larger classroom or overflow instructional space.

Indoor and Outdoor Recreation

Large muscle and fine motor activities need to be included, such as flag or touch football, basketball, soccer, volleyball, and kickball as well as indoor games and arts and crafts. A jogging path and par course would be desirable. Recreation courts accessible to each housing unit are also needed. Court areas should be suitable for handball, basketball, and volleyball with the ability for simultaneous activities. While school staff operate a physical education program, probation staff run outdoor programs after school hours.

Indoor activities take place in the gym and housing unit dayrooms. Possible modifications to the gym include expansion of the weight area and the addition of bleachers. A music room (or separate area) for listening activities, watching TV, and videos would be desirable in the housing units, where the dining room could be used for crafts.

Health Services

Medical. The provision of clinical services 5 days per week 4 hours per day and an infirmary have been proposed. The infirmary would include 4 individual rooms, a medical exam room, dental exam room, and other necessary spaces and facilities.

Mental Health. Currently two mental health staff serve all of the Juvenile Hall population. There is a unit for prejudicated minors and youth pending placement with identified emotional and mental health needs, including substance abuse. This unit is physically similar to the other units with more interview space.

Staff Support

A soft, pleasant, quality break area should be provided for staff as well as lockers and showers.

Laundry

This program assumes that laundry services will be provided on site, with other option to be explored if the project's scope needs to be altered later.

Commissary

Juvenile Hall does not have commissary services per se. Using revenues from telephones a "store" program is provided in which minors earn points with good behavior to buy items from the store. Otherwise the juvenile's needs are provided without purchase. There needs to be storage at each housing unit for items juveniles "buy" each week.

SCHEDULE AND DAILY ROUTINES

The charts that comprise this section describe the daily schedules around which activities take place. The essence of these schedules is to ensure that youth spend the appropriate amount of time each day in constructive activities which contribute to their development and growth.

Typical Day

Time	Activity
7:00 am	Wake up (announced on public address system).
	Staff receives list from graveyard shift concerning all movements and transfers for the day.
	Staff pick up hot carts with breakfast at kitchen with the help of selected minors. The preference would be for kitchen staff to do that.
	Work crew cleans up the unit. Others make beds and sweep their rooms.
	Some units could prepare their own breakfast, especially in treatment, mental health, and transition centers.
	Carts are returned to the kitchen.
	Counselors contact the school regarding assignments.
	About 3 at a time from each housing unit go to medical for exams or monitoring of diabetes. Movement to medical continues throughout the morning.
	A nurse goes to the units to dispense medications.
	Minors are moved for transport for off-site medical services as needed.
	The minors brush their teeth and listen to announcements.
	Assemble minors scheduled for court (6-7 per unit, they sometimes may eat at the kitchen).

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Time	Activity
	Conduct intake interviews (currently performed at the intake area because it provides the best environment and access to a telephone).
	The remaining minors currently return to their rooms or watch television until school starts.
8:30 am	School starts.
	Round up (a meeting of one staff from each unit).
10:00 am	Recess on the unit.
	Indoor and outdoor recreation.
	Professional interviews.
10:30 am	School resumes.
12 noon	Lunch on the unit followed by clean up.
	Transfers to the ranch and releases.
	Professional interviews.
12:30 pm	All remaining juveniles are locked down.
1:10 pm	School, court, and medical as in the morning.
2:50 pm	Minors return to their housing units.
3:00 pm	Shift change, with the minors locked down.
3:30 pm	Court continues.
	Minors attend programs such as pastoral counseling, AA, volunteer programs, recreation, and free play.
5:00 pm	Dinner followed by clean up.
5:30 pm	Lock down. A work crew of minors prepares clean underwear and towels for showers later.
6:00 pm	Evening activities such as visiting, phone calls, recreation in the gym, letter writing, homework, television, movies, and volunteer programs.
8:00 pm	Showers.
8:30 pm	A nurse goes to the units to dispense medications.

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Time	Activity
8:45 pm	Snack.
9:00 pm	Work crews clean up while some small group activities continue. The remaining minors are in their rooms.
10:00 pm	Story time. Volunteers read stories over the PA system at individual housing units.
10:30 pm	Lights out.

- There is currently no overlap between shifts to brief the oncoming shift. Staff rely upon documentation performed during the preceding shift. All counselors are at their assigned housing units from waking until school, during morning break, from lunch until afternoon school, and following afternoon school, except while escorting minors and transporting food. Overlap of shifts would be desirable to allow in-person briefing and may be considered in the future.
- Unescorted movement should be managed in a way to prevent assaults between minors.
- There should be a central PA to all sleeping rooms to enable story time to all units every night.

SECURITY STRATEGY

Introduction

Safety and security are critical aspects of any detention facility and it is essential to achieving the Juvenile Hall's mandate of keeping minors in custody and ensuring their safety while detained.

Effective security depends on three types of functions:

- **Prevention:** Keeping a problem from happening in the first place. The presence of adequate number of well trained staff, physical barriers, locking systems, screening devices, and clear policies and procedures (such as for periodic searches) are components that contribute to prevention - as do other features of the institution such as the provision of a positive environment, moderate sized units, fair rules, activities to keep youth occupied, and caring staff.
- **Detection:** finding out about a security problem, preferably before it occurs. Direct observation by staff, CCTV, sound monitoring, and other remote sensor and alarm systems can contribute to detection.
- **Response:** reacting to a breach of security in a way that ends it as quickly and effectively as possible (e.g., by stopping a fight, seizing contraband, stopping an intruder, interrupting an escape attempt, or apprehending an escapee). Here, communication devices that summon staff followed by their prompt and appropriate intervention are crucial.

Security planning follows a sequence of articulating security objectives, identifying threats to achieving these objectives, and deciding on appropriate means for achieving objectives or responding to threats. Responses may be operational (e.g., keeping group size small, providing staff to supervise activities, or specific procedures for responding to an incident) or physical (e.g., barriers, locks, or electronic

surveillance or alarm systems). The operational and physical aspects of the security system should be in balance and coordinated to work together with the design facilitating staff in carrying out the procedures.

This section focuses on operational aspects of security, while physical security is described in the sections on design requirements. This section covers security objectives and threats to security

Security Objectives

Security objectives include:

- To prevent escape (for the protection of the community).
- To keep staff, juveniles and visitors safe. This includes preventing or stopping fights immediately and preventing suicide attempts.
- To keep unauthorized people and contraband out.
- Punishment consists of the loss of liberty, not the conditions of confinement.

Threats to Security

- Youth at this facility may be capable of violence against themselves, other youth, or staff. The design should strive to eliminate sharp corners and edges which can injure a youth or staff if they fall or are pushed against them.
- Suicide prevention is a great concern. In so far as possible, facility design should eliminate opportunities for youth to harm themselves. (Refer to the section on security in the Facility-Wide Design Requirements chapter for specific requirements.)
- Most juveniles will experience their greatest desire to escape during their initial period of residence.
- It is possible that a juvenile could be threatened or attacked by someone outside the facility. The perimeter must keep outsiders away and the site design should keep most open spaces and circulation toward the interior.
- Contraband can enter the facility in a variety of ways (thrown in, brought or left by visitors, manufactured by youth). Design should limit the opportunities for contraband to enter the facility or be hidden.

Security Threats and Responses

Threat	Response
Weapons from outside	Full metal detector for visitors/volunteers (not paid staff who would have a separate entrance), gun lockers, lockers for visitors, keep people away from the perimeter, eyes on the perimeter (CCTV), lighting at the perimeter.

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Security Threats and Responses (continued)

Threat	Response
Drugs from outside	See above plus, strip searches of kids after visits, threat of arrests, policy against bringing unsealed food in, shakedowns (room searches every day).
Unauthorized entrance	Visitor screening and identity checks, limit ability to see into outside areas (recreation), heavy mesh fencing, perimeter fence resistant to entry.
Weapons/shanks made inside	Limit loose pieces of metal and plastic, lock up and control toothbrushes, searches, shakedowns, limit hiding places in design.
Gang rivals	Classification system (and on computer), separation of rivals and co-defendants, declare Juvenile Hall a gang-free zone (this is done now except for major threats), sanction to the special management unit.
Fights	Staff awareness, quick response by staff to prevent and break up fights, layout so can see and get to all areas quickly, sanction to the special management unit, development of a data base on juveniles that would show gang relationships and other threats.
Riots	Keep group sizes small, provide adequate staff coverage, limit the number of temporary staff on duty at one time, emergency response team.
Sexual assault	Data on sex offenders, single sleeping rooms, audio monitoring in rooms, view into rooms, no hidden areas, no gang shower/toilet facilities (use single bathrooms (also gives privacy and the ability to have staff of either gender supervise any minors).
Intimidation (between minors)	Staff in control, good visibility, staff close by, classification and assignment of minors to separate them by age and size.
Hostages	There have been three incidents recently; all were aborted; one grabbed a nurse with a shank. Response similar to those for fights and riots.
Suicide	Suicide prevention design and detailing.
Assaults on staff	Personal alarm system, emergency response team.

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Security Threats and Responses (continued)

Threat	Response
Power outages	Backup/standby generators.
Escape	Staff should not have keys to or control of outside doors, staff can control egress to controlled place of refuge for emergencies, counselor can control door between unit and institution (single key to control all doors inside the institution).
Vandalism and theft of staff vehicles	Secure staff parking (fence, gate, lighting, surveillance.

FUTURE TRENDS

The implications of the following trends for facility operations and design need to be taken into account.

- Arrests have declined over the past decade, but the number of juveniles arrested for felony offenses began to increase in 1988, led by arrests for assault, robbery and drug charges. The increase in serious crimes may continue.
- Juveniles whose cases are to be heard in adult court will stay for a longer period of time in the Juvenile Hall. It has been proposed that the age for remand to adult court be lowered to 14, which may increase the number of such remands. Cases that could count as "strikes" would be moved to the adult system. Such cases are more likely to be contested, which would further increase the length of stay. Juvenile courtrooms will **not** be planned to include jury facilities.
- There is a significant public sentiment for increased sanctions in the juvenile system.
- The county will need the flexibility to make changes in response to population increases without overbuilding in the meantime.
- Increased integration of services could necessitate additional program space at the detention facility.
- Capacity to provide programs for varying needs will be required while satisfying security requirements.
- The facility will need increased access to telecommunications to add modems and other devices. Some day there could be computers in each room for education and communications. Systems that need to be considered include:
 - education, treatment and training
 - communications
 - security
 - information, including inmate information management systems.
- The adult facilities have computer training programs for inmates funded by the inmate welfare fund. Juveniles should have access to such technology resources.

STAFFING

Preliminary Staffing Plan

The staffing plan is based upon the following assumptions. It applies to master planning options A and B, with exceptions for Plan C noted below.

- Institutional management consists of a superintendent, an assistant superintendent, five “building supervisors” (Institutional Supervisor II rank), and 15 first line supervisors. The building supervisors and first line supervisors would be scheduled on a rotating basis to provide full coverage. Compared to current operations, the plan adds one building supervisor to manage the workload and staff required by the larger facility and another to handle the duties formerly performed by the service supervisor.
- There is also a director provided for the Mental Health (Ventura) program and one for each pair of treatment units (which is a leaner management team than previous treatment programs).
- For each typical detention and treatment housing unit of 20 beds, two probation counselors are provided during day and swing shifts, while at night one staff supervises two housing units (40 beds). See the section below which discusses the rationale for this staffing arrangement.
 - At the special management and detention mental health units, one additional probation counselor is added to enhance security.
 - Option C would require additional staffing of one post at night in treatment housing because the existing units cannot be paired for supervision from a single post (with relief, this adds a total of 1.71 positions).
- Custody posts that require seven day coverage use a 1.71 relief factor; civilian posts use a 1.67 relief factor. These factors were calculated by the consultants based on data provided by the Probation Department. They assume that coverage is provided by full time staff rather than overtime or extra help. The plan provides relief coverage for clerical staff in the booking area, which is not the current practice.
- Central control and visiting will be staffed separately from intake (unlike at the current facility; however, the new facility is too large to continue the practice). Central control is staffed as a 24 hour, 7 day fixed post. Visiting has one probation counselor on day and swing shifts 7 days who is also available to assist with court in the early morning and with emergency response.
- Option C would require an additional post on two shifts to supervise movement from detention units to shared services on the upper floor (with relief, this adds a total of 3.42 positions).
- The staffing plan includes a chaplain, provided on a contract basis from the Council of Churches, and an auxiliary executive secretary, who is paid by the Juvenile Hall Auxiliary.

Staffing and Unit Size: Comparison to the Current Juvenile Hall

State standards require that staffing be provided at a rate of one staff per 10 minors during the day and evening and one staff per 30 minors at night. These ratios include all child supervision staff in the facility, not just those that are stationed in the housing units.

Current “best practice” nationwide is to build housing units for 8 to 15 minors for safety and manageability which are provided by small group sizes. Smaller units may have one staff while larger

units would have two, resulting in ratios of one staff to 7.5 or 8 minors. Many California juvenile halls, where there are increasingly violent juvenile offenders, insist upon having two staff present at all times to provide adequate backup and safety. Limited budgets have resulted in many facilities accepting housing units with two staff per 20 minors. This is the daytime and evening staffing pattern proposed in this program.

Larger units (and the resulting larger numbers of juveniles in each group) have been demonstrated nationally ("Conditions of Confinement: Juvenile Detention and Corrections Facilities," OJJDP, 1994) to be associated with increased numbers of incidents, including assaults. The existing juvenile hall operates some units with 40 minors and three staff (a ratio of one staff to 13 minors). This was determined by the advisory committee to be both too large a group size and too thin a staffing ratio, providing only limited safety.

At night, with minors locked in their rooms (all of which are proposed to be provided with toilets, so that minors do not have to be released to use hygiene facilities), staffing is reduced to one for every two housing units (one to 40 minors). This is adequate to provide bed checks and take care of routine matters. In an emergency, other staff would be called in for backup.

In addition, the proposed plan builds in the kind of efficient circulation patterns that are demonstrated in the master planning options. These incorporate straight corridors (with not more than one change of direction) which can be observed from a single location. This will allow unescorted movement to be maximized for appropriately classified youth.

However, even with the inherent staffing efficiencies built into the program and given the inadequacies of current staffing, the new plan results in the addition of a significant number of staff. There are now 97 permanent positions to operate the 160-bed juvenile hall (excluding teachers and nurses). By comparison, the staffing plan provides 159 positions for 200 detention beds. Total county staffing of the complex with expanded capacity and programs including treatment units, community services, the juvenile courts, and mental health would grow from 130 currently to 335.

Staffing Estimate

Positions	8 to 5	Day	Swing	Night	Total Posts	Relief Factor	Total Staff
Administration							
Superintendent	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Asst. Superintendent	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Building Supervisor	5.0	0.0	0.0	0.0	5.0	1.00	5.0
Clerical Supervisor	1.0	0.0	0.0	0.0	0.0	1.00	1.0
Clerk	4.0	0.0	0.0	0.0	0.0	1.00	4.0
Chaplain	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Auxiliary Executive Secretary	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Administration Subtotal	14.0	0.0	0.0	0.0	9.0		14.0

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Staffing Estimate (continued)

Positions	8 to 5	Day	Swing	Night	Total Posts	Relief Factor	Total Staff
Central Control							
Probation Counselor	0.0	1.0	1.0	1.0	3.0	1.71	5.1
Community Services							
Supervisor	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Juv. Community Services Program							
Program Assistant	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Crew Leaders	0.0	5.4	0.0	0.0	5.4	1.71	9.2
Home Supervision							
Probation Counselor	0.0	3.5	0.0	0.0	3.5	1.71	6.0
Clerk	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Community Services Subtotal	3.0	8.9	0.0	0.0	11.9		18.2
Detention and Treatment Housing							
First Line Supervisor	15.0	0.0	0.0	0.0	15.0	1.00	15.0
Probation Counselor	0.0	30.0	30.0	8.0	68.0	1.71	116.3
Housing Subtotal	15.0	30.0	30.0	8.0	83.0		131.3
Education							
Principal	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Clerical	3.0	0.0	0.0	0.0	3.0	1.00	3.0
Teacher	13.0	0.0	0.0	0.0	13.0	1.00	13.0
Aide	0.0	0.0	0.0	0.0	0.0	1.00	0.0
Librarian	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Living Skills Teacher	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Arts and Crafts Teacher	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Special Ed. Teacher	2.0	0.0	0.0	0.0	2.0	1.00	2.0
Education Subtotal	22.0	0.0	0.0	0.0	22.0		22.0
Food Service							
Lead Cook	0.0	1.0	1.0	0.0	2.0	1.00	2.0
Institutional Service Worker	0.0	2.0	2.0	0.0	4.0	1.67	6.7
Food Service Subtotal	0.0	3.0	3.0	0.0	6.0		8.7

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Staffing Estimate (continued)					Total Posts	Relief Factor	Total
Positions	8 to 5	Day	Swing	Night			
Admissions and Release							
Admissions							
Institutional Supervisor	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Probation Counselor	0.0	2.0	2.0	2.0	6.0	1.71	10.3
Transport Officer	3.0	0.0	0.0	0.0	3.0	1.00	3.0
Clerical	0.0	1.0	1.0	0.0	2.0	1.67	3.3
Field Intake Services							
Probation Supervisor	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Deputy Probation Officer	7.0	0.0	0.0	0.0	7.0	1.00	7.0
Admissions Subtotal	12.0	3.0	3.0	2.0	20.0		16.6
Juvenile Court							
Superior Court							
Judicial Officer	3.0	0.0	0.0	0.0	3.0	1.00	3.0
Clerk	3.0	0.0	0.0	0.0	3.0	1.00	3.0
Bailiff	3.0	0.0	0.0	0.0	3.0	1.71	3.0
Reporter	3.0	0.0	0.0	0.0	0.0	1.00	3.0
Probation							
Court Officer	3.0	0.0	0.0	0.0	3.0	1.00	3.0
Probation Counselor	2.0	0.0	0.0	0.0	2.0	1.00	2.0
District Attorney							
Deputy District Attorney	3.0	0.0	0.0	0.0	3.0	1.00	3.0
Clerk	1.0	0.0	0.0	0.0	1.0	1.00	1.0
County Counsel							
Attorney	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Public Defender							
Attorney	3.0	0.0	0.0	0.0	3.0	1.00	3.0
Clerk	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Juvenile Court Subtotal	26.0	0.0	0.0	0.0	23.0		26.0
Laundry							
Laundry Worker	3.0	0.0	0.0	0.0	3.0	1.00	3.0
Maintenance							
Custodian	0.0	3.0	3.0	1.0	7.0	1.67	11.7

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Staffing Estimate (continued)							
Positions	8 to 5	Day	Swing	Night	Total Posts	Relief Factor	Total
Health Care Services							
Medical							
Medical Director	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Nursing Supervisor	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Nurse	0.0	1.0	1.0	1.0	3.0	1.71	5.1
LVN	0.0	1.0	1.0	0.0	2.0	1.67	3.3
Dentist	0.5	0.0	0.0	0.0	0.5	1.00	0.5
Dental Assistant	0.5	0.0	0.0	0.0	0.5	1.00	0.5
Clerk	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Mental Health							
Psychiatrist	0.3	0.0	0.0	0.0	0.3	1.00	0.3
Mental Health Specialist	1.8	0.0	0.0	0.0	1.8	1.00	1.8
Health Care Services Subtotal	6.1	2.0	2.0	1.0	11.1		14.5
Mental Health Program (Ventura)							
Clinical Program Supervisor	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Mental Health Specialist II	0.0	0.0	2.0	0.0	2.0	1.00	2.0
Mental Health Specialist I	0.0	1.0	2.0	0.0	3.0	1.67	5.0
Therapist	0.0	0.8	0.8	0.0	1.5	1.00	1.5
Psychologist	0.1	0.0	0.0	0.0	0.1	1.00	0.1
Mental Health Clinical Spec.	0.0	1.0	1.0	0.0	2.0	1.00	2.0
Psychiatrists	0.1	0.0	0.0	0.0	0.1	1.00	0.1
Senior Clerk	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Mental Health Subtotal	2.2	2.8	5.8	0.0	10.7		12.7
Stores							
Supervising Storekeeper	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Storeroom Clerk	3.0	0.0	0.0	0.0	3.0	1.00	3.0
Stores Subtotal	4.0	0.0	0.0	0.0	4.0		4.0
Transitional Living Center							
Director	1.0	0.0	0.0	0.0	1.0	1.00	1.0
Probation Supervisor	4.0	0.0	1.0	1.0	6.0	1.00	6.0
Clerk	2.0	0.0	0.0	0.0	2.0	1.00	2.0
Counselor	2.0	0.0	0.0	0.0	2.0	1.00	2.0
Probation Counselor	0.0	4.0	4.0	1.0	9.0	1.71	15.4
Transitional Living Subtotal	9.0	4.0	5.0	2.0	20.0		26.4
Treatment Housing Support							
Director (I.S. II)	2.0	0.0	0.0	0.0	2.0	1.00	2.0
Counselor	0.0	4.0	4.0	0.0	8.0	1.67	13.4
Clerk	2.0	0.0	0.0	0.0	2.0	1.00	2.0
Treatment Support Subtotal	4.0	4.0	4.0	0.0	12.0		17.4

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Staffing Estimate (continued)							
Positions	8 to 5	Day	Swing	Night	Total Posts	Relief Factor	Total
Visiting							
Probation Counselor	0.0	1.0	1.0	0.0	2.0	1.71	3.4
Total	120.3	62.7	57.8	15.0	247.7		335.0

FACILITY-WIDE DESIGN REQUIREMENTS

FACILITY-WIDE DESIGN REQUIREMENTS

The following requirements apply to the facility as a whole. Other specific design requirements are described in sections on each component or room.

Space Requirements

The space requirements for the Juvenile Hall are based upon a detailed analysis of the function of each area. While space needs are estimated for functions in remodeled areas, their actual allocations will depend on the space available in that area. For new construction, programmatic requirements should be followed more closely.

	Dept. Usable (square feet)	Building Gross (square feet)
Administration	3,830	5,110
Central Control	400	530
Community Services	1,840	2,450
Detention Housing	59,750	79,680
Education	6,940	9,250
Food Service	7,290	9,720
Multipurpose/Recreation	9,240	12,320
Admission and Release	6,270	8,360
Juvenile Court	11,190	14,920
Laundry	2,080	2,770
Health Services	6,110	8,150
Mental Health Unit	8,670	11,560
Staff Support	2,380	3,170
Transitional Living Center	18,350	24,470
Treatment Units	26,290	35,050
Visiting	1,750	2,330
Facility Support	3,630	4,840
Total	176,010	234,680
Exterior Use Areas		132,140
Parking		138,440

Facility Organization and Layout

- The facility should be organized so that each type of bed that is placed on the site can share a core of support services.
- The core would include shared services such as administration, medical, indoor recreation and the play field, specialized education areas, and visiting. It would also incorporate support functions such as food services, laundry, maintenance, storage, central plant and the like.

- Detention functions should be grouped together, as should treatment functions, but these two clusters should be separated to the extent possible while still retaining flexibility of assignment of housing units to different missions.
- The unlocked transition facility, if it is on site, should be independent and separated from the locked beds, but still able to make use of support services.
- Separate entrances should be provided for police and service vehicles (delivery, trash, repair persons).
- The courts should have their own public entrance (this could be shared with visiting) and be very conveniently and securely connected to detention and conveniently connected to the treatment units.
- It is desirable to maintain visual and sound separation between the facility and its residential neighbors. Distance, landscaping and walls can all be used to achieve this.
- Recreation field and courtyards should be separated from public areas to reduce communications and contraband. If possible, buildings, rather than recreation areas, should border public areas.
- See the diagram on page II-35.

Image

While design elements should be harmonious with those already on site, it is not necessary to imitate existing buildings. The image of the facility should be clearly secure, yet humane. Interior spaces should be pleasant and use natural light where possible.

Codes and Standards

The following codes and standards govern the facility's design (latest edition).

- Contra Costa County General Services Department, Building Design and Construction Guidelines (latest version at time of writing was January 1994). Organized by specification division, these guidelines communicate the county's requirements and are a companion to this program. While the Guidelines present technical requirements, this program presents building requirements with operational implications. Where the Guidelines are more stringent than this program, they should be adhered to, unless this would compromise a clear operational requirement.
- Title 24, California Administrative Code. This covers general building requirements, including energy and accessibility (see below).
- Title 15, California Administrative Code, Division 4, Chapter 2, Subchapters 3 and 4. These incorporate, respectively, the California Youth Authority's Minimum Standards for Juvenile Halls and Minimum Standards for Juvenile Homes, Ranches, Camps or Forestry Camps. The standards for juvenile halls apply to the detention portions of this project and the standards for homes and ranches apply to the treatment portions.
- American Correctional Association (ACA) 1990 (or latest revision) standards for juvenile detention facilities should be met and the facility should be capable of achieving accreditation (though the County is not now committed to the accreditation process).

- The Uniform Building Code.
- The National Electrical Code.
- The Uniform Plumbing Code.
- The Uniform Mechanical Code.
- NFPA 101, The Life Safety Code.
- OSHA standards for workplace safety.
- Americans with Disabilities Act (ADA) — see next section.

Accessibility

The county intends to meet the requirements of the more stringent of the Americans with Disabilities Act and its Accessibility Guidelines and the accessibility requirements of Title 24 in the design of this facility. ADA requirements for correctional facilities are described in the recently published Interim Final Rule "Accessibility Guidelines for Buildings and Facilities," Federal Register, Vol. 59, No. 117, Monday, June 20, 1994; pages 75-76. Sections cover entrances, security systems, visiting areas, holding and housing cells, visible alarms, and telephones. These requirements are too specific to be paraphrased in this program without loss or distortion of meaning. Therefore, the architects are referred to the original. In the program, any functional dimension that conflicts with ADA requirement is superseded by them.

In addition, the following suggestions are offered to help meet the intent of ADA. However, the county must consult with its legal counsel to confirm that these suggested actions will meet that intent and protect the county from liability.

- At least 3% of housing and holding cells or rooms must be accessible. The county may choose to make one room in each new housing unit accessible.
- In every housing unit which has accessible sleeping areas, one toilet, lavatory, and shower must be accessible.
- Blocking and mounting will be provided for grab bars at toilets in wet cells, but grab bars will either not be installed unless or until needed for a disabled resident or will be removable by maintenance staff when designated cells are not in use by disabled residents or staff determines there is a significant suicide risk.
- See referenced ADA guidelines for special conditions at security doors.
- Door hardware at the accessible room or cell will not employ levers on the inside (to mitigate suicide risks). Doors may swing out with push plates or another solution may be suggested.
- All office and program spaces, including school and dining, will be accessible.
- The path through admissions will be accessible.
- The path of entry for visitors, including public conveniences, must be accessible. It will be necessary to provide a path around the metal detector for wheelchair users. Reception and visiting facilities must be accessible, including interview or private visiting rooms.

- Staff support areas will be accessible.
- Consideration must be given to the design of all counters and seating areas to ensure their accessibility.

ADA requires path of travel improvements to assure that alterations to primary use areas are usable "to the maximum extent feasible." These requirements include the path of travel from and including the entrance to the primary use areas affected by the alterations as well as restrooms, telephones, and drinking fountains along that path. The addition of a text telephone accessible to the public may also be required.

Building Structure Requirements

- Floor-to-ceiling height in juvenile sleeping rooms should be at least 9 feet (higher preferred) so that juveniles cannot reach the ceiling when standing on the bed.
- For floor loading, see County Building Design and Construction Guidelines. It is also county policy to design its facilities to meet the 1.5 importance factor for seismic criteria.
- Classrooms, including those at the living units, may be subject to requirements of the Field Act regarding seismic design.

Building Enclosure Requirements

Design of the building enclosure elements must be the energy requirements of Title 24, California Administrative Code. In addition to energy code requirements, the county includes a "Solar Planning Guide" as an attachment to its Building Design and Construction Guidelines which should be followed to the extent practical. This covers topics such as building location, shape and orientation (which may be difficult to follow in this highly constrained project), outdoor space, location of indoor spaces, and protected entrances.

Windows. In detention areas, glazing that is part of the secure perimeter must be fixed (not operable) and highly resistant to breaking, marring, spawling, and scratching. Such windows should be able to provide 30 minutes of resistance against hammer attack. A glass and polycarbonate assemblage is appropriate, with the thickness and number of plies to be determined depending on the window design and location. To reduce the specification of the glazing, the size of openings may be limited to 4-1/2" in its narrow dimension (in that case, the glazing would not resist attack, but would break into non-dangerous pieces and the openings in the frame would be small enough to prevent escape). Where glazing is not part of the security perimeter, safety and economic considerations should determine the specification. New glazing must meet energy and building code requirements. Shading, tints or reflective coatings should be considered in relation to energy, comfort and security.

Exterior Walls. Newly constructed or installed wall materials must meet energy and building code requirements and should be attractive, durable and require little maintenance. Where walls are part of the security perimeter and are potentially subject to abuse, they should be of concrete or masonry (the latter should be solidly grouted with steel reinforcing in every course horizontally and every core vertically).

Roof. Newly constructed or installed roofs must meet energy and building code requirements and provide adequate drainage (with at least 1/2" per foot slope to drains and rainwater leader or

downspouts). If visible from the surroundings, roof-mounted mechanical equipment should be within screened enclosures; traffic surfaces should be provided for access.

Interior Requirements

General requirements for interior systems are described below.

Floors. In public lobbies and waiting areas, quality, non-slip ceramic tile should be used. Offices and program areas will be carpeted and carpeting should be considered for dayroom spaces. Where carpet is installed, heavy grade commercial carpet will be used and vinyl backed self-adhesive carpeting which is water resistant (such as Collins Aikman) should be considered. Carpet to be tight looped nylon with a minimum 30 ounces per yard yarn weight and at least a 10 year guarantee. Direct glue down installation is preferred in all youth-occupied areas. Carpet will not be used in wet locations (such as around drinking fountains) which will have a waterproof flooring extending at least three feet from the water source. Hold carpeting away from the doors of sleeping rooms, locate floor drains outside of room doors or drain integral in cell chase.

In equipment areas and janitor's closets: floors are to be smooth finished, sealed concrete.
Restrooms: non-slip ceramic tile. Floors in work areas should have not less than 20% reflectance.

Walls

Detention areas. Very durable, such as solidly grouted masonry block or high density plaster. Painted with epoxy paint. No base.

Office and public areas. Interior partitions should be gypsum wallboard over studs. Walls should be painted a single neutral color, with brighter colors limited to accent walls. Walls should have not less than 50% reflectance. Vinyl wall covering should be considered on walls in public and other high use areas. Courtrooms and judge's chambers should have wood paneling on at least one wall.

Restrooms and showers. Ceramic mosaic tile, floor to ceiling on wet walls.

Painted surfaces. Use a very durable, easily cleanable, semi-gloss finish paint. No flat wall paint should be used in any part of the facility (to avoid scuffs).

Ceilings. In living areas, ceilings are high enough to be out of reach and are hard where youth can reach them. Elsewhere, they can be suspended or have applied acoustic materials. In wet areas, ceilings are sealed and painted with waterproof paint.

Doors. Interior doors are solid core wood in steel frames with silencers. Doors in higher security unit's sleeping rooms are hollow core steel with view windows in 14 gauge steel frames and open inward. All doors have a minimum width of 36". Other interior doors are solid core wood in 16 gauge metal frames. All doors have a minimum width of 36". Doors swing into sleeping rooms (to prevent barricading in the room, furniture must be fixed). Each door has a vertical view panel and is provided with a keyed 2" security cylinder in the frame with an electronic override release from central control. Provide guards at door handles where there are a lot of movement of carts.

Acoustics. Typically, correctional facilities are constructed of hard materials which reflect sound. It is important to consider means of providing sound absorbing materials as part of the interior finishes of the building. This is particularly true in the housing units, classrooms, visiting and counseling areas. Speech confidentiality is an issue in offices, medical, visiting and counseling rooms. Acoustic

design for dayrooms and other spaces in this facility should follow the recommendations of the Acoustics Design Guide for Corrections from the Advisory Council on Corrections and Acoustics (655 Fifteenth Street, NW; Suite 200, Washington, DC; telephone: 202-639-8618) which suggests strategies for limiting reverberation time to under 1.0 second and moderating sound levels. Note that architectural acoustics are affected by structural and mechanical factors, and sound produced by equipment, as well as interior finishes. To reduce sound and vibration transmission, it is desirable that mechanical equipment not have rigid contact with the building structure.

Colors. In youth living areas, colors should be youth-appropriate (bright, cheerful, modern). In classrooms, visiting, dining, counseling, and offices, colors should be light and neutral with brighter accents.

Furnishings. Specific selection criteria and lists of types of items to be provided will be developed at a later stage of this project. General criteria for furniture selection which apply to youth occupied areas are as follows. Furnishings should be:

- Very difficult to use as a weapon. Generally, they should either be very light (e.g., molded plastic), or fixed, or very bulky and hard to lift. Beds should be very durable, not wall mounted; bolted to floor or cast from concrete.
- Durable, non-breakable, easy to clean, with little maintenance required. It should be relatively easy for youth or maintenance staff to repair minor damage.
- Attractive (as non-institutional as possible).
- Comfortable for youth, promoting good posture, padded when appropriate.
- Meet fire codes for products of combustion and flame spread.

In **staff areas**, furnishings should also be:

- Comfortable for users; seating should provide back support.
- Chairs and work surfaces should be adjustable for a variety of sizes of users.

Graphics. An effective signage system will be important to the successful operation of the facility and the overall complex. The signage system should be coordinated for the entire site and clearly indicate which functions are located where and identify each building and entrance.

The following signage shall be provided, with wording, color, size, and typeface to be verified with the county prior to fabrication. Attention shall be given to signage for the visually impaired. All signage shall be in English (with International symbols as appropriate).

- Site identification and directional signage shall be provided to allow visitors to easily understand how to find parking areas and entry. Parking identification shall distinguish between public, staff, and service areas.
- Building or area identification sign at each building approach and entry. These are needed for the Juvenile Hall, each treatment program that has a separate entry, the Juvenile Courts, and the law enforcement and service entrances.
- Building directory.

- Room numbering and identification of defined uses for each room.
- Safety information and instructions as required by code. Exit signage illuminated by radioactive materials is to be avoided.

Display. In youth facilities, display of posters, art, signs, youth projects, and other information is common. Anticipate that youth and staff will use available wall space for display; provide wall surfaces which can accept tape without having the surface peel when tape is taken off. Bulletin boards are specified for certain spaces.

Security Systems

General

For remaining parts of the facility, existing security systems will be replaced or integrated with systems covering newly constructed areas.

Observation and Monitoring

- Excellent visual observation is required in all areas that are occupied by juveniles. The facilities should be designed to avoid using cameras (that is, by having excellent direct observation), since cameras may not be watched at critical moments. If cameras are used, they are appropriate to look at areas where people are not generally supposed to be — so that it is easy to notice their presence — rather than to watch what is happening in an area that typically has activities.
- Suggested locations to be monitored by CCTV are listed below under central control.
- Color cameras and monitors are preferred.

Security Communications

- In general, there should be at least two means for communications (in order to have backup capabilities should one system not be operational). Phone and intercom are the normal means of communications. The county is strongly considering an internal portable cellular phone system (such as Freedom Link) that would be carried by all staff and reduce the extent to which staff is tied to fixed posts. These phones may be available with a built in duress alarm. They may also do away with the need for radios (if radios are used, central control would be the base station).
- The intercom system will be extended to all new areas; there will be one for each pair of modules that serves each youth room and the staff station and includes the ability for staff to monitor the sound in a child's room. The intercom should include an all call or public address function and be addressable by zone and will allow sound monitoring at night and in emergencies.
- Minors have intercom to counselor's desk from their rooms to call for assistance; intercom has listen-in feature.
- An embedded radio antenna may be needed, depending on the means of communications which are selected.

Personal Alarm System

A personal (duress) alarm system will cover all youth occupied areas of the facility. Activated alarms will indicate to central control where the incident is taking place. Each area will be identified as a separate zone and provided with appropriate antennas/receivers. The proposed phone system may have duress alarm capability, in which case a separate alarm system may not be needed (see below). The portable personal alarm system may need to be supplemented by fixed location buttons in certain areas, especially those that are used by volunteers and visitors.

For the phone system to be acceptable in lieu of a separate personal alarm, it must be capable of being activated with one hand pressing one button without looking. Each staff member must have the ability to call no matter where located and the system must be able to handle more than one call at a time.

Movement and Door Controls

- Circulation paths should be direct, clear and observable. With the sequence of additions, the current irregular and non-observable routes should be replaced with a more regular and simple system.
- Door Control. Central control will principally be responsible for movement in and out of the secure perimeter and main circulation routes. It will control both the intake vehicular sallyport and pedestrian doors that penetrate the perimeter. For both housing units and sleeping rooms, door control is by key with override and release from central control. Perimeter doors are alarmed. Use of card access controls should be considered.
- Central control will have communication with and observation of each door it controls and the associated circulation area (e.g., corridor). For those it cannot observe directly, it should have CCTV monitoring and intercom communications with both sides of the door. It is desirable that door locations be displayed on a graphic panel laid out on a plan of the facility.

Central Control

- The selection of a location for central control has to take into account the relocation of home runs for existing cameras and other controls that may remain.
- Central control performs the following functions:
 - operates remote door controls.
 - monitors security points and CCTV cameras.
 - visually monitors certain area(s) such as intake, visiting, general movement or movement to and from housing units.
 - central intercom and paging.
 - backup switchboard after business hours (intake would be primary point to receive calls after business hours).
 - monitors emergency system alarms.
 - communications and command center for facility; directs emergency response; calls outside resources in.
 - monitors fire detection and sprinkler system; sprinklers are on a delay so the call can be canceled if is false alarm.
 - has audio monitoring of housing units (not sleeping rooms). Intercom to zones and general announcements facility wide.
 - issues keys and phones/radios.

- Door operation from central control:
 - perimeter doors and gates (staff would not have keys to these doors, so that there is no incentive for a kid to take a staff member down in order to get out).
 - housing unit perimeter.
 - dual control of housing unit corridor door to secure hallway with supervision.
 - door from administration into secure areas.
 - door from Juvenile Hall to courts.
 - sallyports (pedestrian and vehicular) at intake; intake unit would also control police entrance.
 - controls its own door with key override by Building Supervisor.
 - at least override of door to medical.
- Movements for central control to coordinate, in order of priority:
 - housing
 - visiting
 - court
 - medical
 - special classes and recreation

Perimeter and Exterior Security

- Security perimeter
 - combination of fence at yard and exterior building walls
 - 12 foot fence, inside incline at top, non-climb mesh at upper half
 - perimeter is well lit
 - no-man's land between landscaping and perimeter
 - detection is by staff presence not sensor systems
 - communication by cellular phone with staff on field
 - if possible, parking areas will be visible from normally staffed positions; if this cannot be achieved, provide cameras at unfenced parking areas.

Suicide Prevention

These requirements are taken from Joseph R. Rowan and Lindsay M. Hayes: *Training Curriculum on Suicide Detection and Prevention in Jails and Lockups*, National Center on Institutions and Alternatives, 1988. Generally, the design should avoid any surface, edge, fixture or fitting that can provide an attachment for hanging. The following features should be considered in the design of all new and renovated sleeping rooms, bathrooms, waiting rooms and any other area where a juvenile may be left alone:

- No part of the plumbing in wet rooms or private bathrooms shall be exposed. Operation of control valves shall use flush buttons or similar. Drinking water spout, if any, shall be without curved projections.
- Towel holders shall be ball-in-socket or indented clasp, not pull-down hooks or bars.
- Supply and return grilles should have openings no greater than 3/16 inch or have 16-mesh per square inch.

- Beds, desk surfaces, and shelves should have no sharp edges and be configured to prevent attachment. Beds shall be totally enclosed underneath.
- Light fixtures should be recessed and tamper resistant.
- Fixtures such as mirrors shall be mounted using tamper resistant fasteners.
- Door handles, faucets, fire sprinkler heads, and door hardware inside the rooms should all be recessed, designed to prevent attachment, or to break away under a moderately light load.
- Telephones in holding cells, if any, shall have cords that are too short to encircle the neck.

Building Systems

Electrical. Power distribution shall be to appropriate sub panels throughout the building, with enclosed and locked closets in each area occupied by youth. Standby, backup generation capacity is required to operate essential systems. Emergency lighting, fans, communications, kitchen, security and alarm systems must function during interruption of outside power supply, with fuel for up to 48 hours.

Natural light and view. It is desirable to provide an abundance of view opportunities and natural light wherever possible, as long as this does not sacrifice security. With natural light, sun control is also important to limit heat gain and glare — control should be provided through orientation and external shading. Use of properly oriented and shaded clerestory windows is generally preferable to skylights which allow too much heat gain. Youth sleeping rooms, dayrooms, the dining room, and classrooms must have external windows. No windows in youth occupied areas should allow view into these spaces from public areas. Natural light and exterior view is highly desirable in all office areas.

Artificial Light. Lighting shall meet ACA standards and the requirements of the Illumination Engineering Society (IES). Energy efficiency is important; consider use of T-8 lamps with electronic ballasts. Provide secure lighting fixtures in residential areas where they can be reached by youth (even if staff are usually present). These have tamper proof, non-breakable covers and lenses; in sleeping rooms, recessed fixtures are preferred. Where light fixtures are out of reach, they can be standard types. Office areas are to be provided with general illumination from ceiling mounted recessed fluorescent lighting fixtures with parabolic diffusers (to reduce glare on video screens), supplemented by task lighting. Exterior perimeter, parking and circulation areas to be illuminated for security and safety. Lighting in conference rooms and public and staff toilet rooms should be controlled with occupancy sensors. Lighting in every room or departmental area should be individually switched.

Emergency lighting system is required in areas used for assembly and in all circulation corridors. Exterior parking lots, approaches and entry areas should be illuminated for security and safety.

Communications

The county is strongly considering an internal portable cellular phone system (such as Freedom Link) that would be carried by all staff and reduce the extent to which staff is tied to fixed posts. These phones may be available with a built in duress alarm. They may also do away with the need for radios (if radios are used, central control would be the base station). (See also, County Building Design and Construction Guidelines.)

The telephone system should be planned for one telephone per workstation in office areas, at housing unit staff stations, in classrooms and at each program location. The telephone system should be automated with prerecorded messages and a menu to select routing options. Pay phone(s) should be provided in the public lobby area and in one or more areas accessible to staff.

Adequate conduit and chases should be supplied for voice and data, to include LAN cabling for all locations. Conduits should be provided with pull strings. Sizes to be determined based on layout. None less than 1". Need to separate telecommunications and life safety to limit interference. Category 5 cabling for 100 mhz (fast) for data. The need for an uninterruptible power supply depends upon telecommunications design; where needed, use gel batteries.

Intercoms would be located at staff desks and stations, special management unit sleeping rooms, all program and youth occupied spaces, and selected other locations. The intercom will include an all call or public address function and be addressable by zone and will allow sound monitoring at night and in emergencies.

Computers. Workstations in all office areas, housing unit staff stations, all classrooms and other program areas should have power and cable outlets that allow installation of a networked computer system immediately or in the future.

Thermal Comfort and HVAC Systems

General Criteria. HVAC system design and performance will comply with the requirements of Title 24, California Administrative Code. The HVAC system must provide an excellent level of thermal comfort throughout the facility, while being highly energy efficient and economical to operate, and of simple design so that it does not require full time or specialized operating staff. The facility is fully air conditioned and heated. Zoning is provided for rooms and dayrooms that are split by orientation. Excellent ventilation is required in showers, the kitchen and the dining room. 100% fresh air should be provided at medical. Use natural gas for heat and compressors with non-ozone depleting refrigerants for cooling.

It is essential that the facility always have at least minimal comfort, so redundant systems should be planned. Systems should have appropriate stub outs and capacity for growth to serve future additions.

Mechanical rooms. For accessibility, provide adequate doors so large equipment can be removed and replaced. Provide adequate clearance on all sides of equipment for service. Provide a small locked cabinet or room at each unit for mechanical controls and adjustments.

Security. Secure grilles must be used at sleeping rooms (these may be perforated or egg crate types). Do not use grilles with blades.

Plumbing

- Toilets in standard residential housing unit sleeping rooms are institutional grade porcelain floor mounted fixtures. Sinks in standard residential housing unit sleeping rooms are institutional grade porcelain wall mounted fixtures with hot and cold faucets and a single spout. In higher security units, stainless steel combination units are used.
- Showers will be provided with tempered (warm) water and timed push button controls. There is a shut off valve for staff use behind a locked access panel.

- Chases with lockable access doors for maintenance are required behind all fixtures. Within each chase, provide shut-offs for each sleeping room that are easily accessible to and operable by staff.
- Floor drains with self priming traps will be provided at public restrooms, housing unit showers, in higher security unit dayrooms near sleeping room doors (with floors that slope to the drain), and in service areas. Drain lines from each sleeping room should have traps designed to isolate blockages and avoid disrupting drain lines from other areas.
- Drinking fountains will be provided in dayrooms, as part of combination fixtures, and in other locations as required by code.
- All plumbing fixtures should be standardized units with readily available parts.
- Domestic hot water is provided from a centralized gas fired boiler.
- In public and staff restrooms, complete accessories (to include at least towel and soap dispensers, mirrors, trash and feminine hygiene receptacles, toilet paper and seat cover dispensers, coat hooks, handicapped grab bars, and convenience shelves) and partitions are to be provided.
- The kitchen requires a laboratory quality waste line to resist corrosive cleaners.

Fire Protection

All areas of the facility will be provided with a products of combustion sensor system (smoke detection) and alarm system, with an independent detection system in each housing unit. Detectors are placed in return air ducts and must be accessible to maintenance. The alarms announce locally and in central control. The facility will be sprinklered and provided with smoke evacuation as required by code and local jurisdiction, with monitoring at central control. If youth occupied areas are sprinklered, recessed security type heads shall be used which discourage tampering or attachment for hanging and a delay will be included requiring confirmation of staff before water is discharged. Cutoff valves must be accessible and local so housing unit staff can respond immediately to a broken sprinkler.

Building Conveyances

If new construction is multi-story, at least one elevator will be required.

Other Items

Utility Closets. Areas with telephone, electrical, or electronic sub panels shall be clearly separate from storage areas.

Trash. An enclosed trash area will be provided at the service area which is screened from public view. There should be provision at this area for a program of separation of trash and recyclables at the source by users.

Custodial Closets. Custodial (or janitor's) closets have the following requirements:

- Floor mounted service sink with mop hanger directly over the sink.
- 18 inch deep shelving for cleaning supplies.

- Smooth concrete floor with two coats of sealer. Self priming floor drain, if feasible.
- Well ventilated, with negative pressure.

SITE DEVELOPMENT REQUIREMENTS

Access

Access to parking will be from Glacier Drive via a driveway that will continue to encircle the site (also providing fire and emergency access). Staff parking will be in a separate area.

Signage and Display

There will be site and facility identification signs and a flagpole. Public parking will be clearly marked as to the functions that are served by each area (e.g., visiting, courts, Transition Center, etc.). Refer to the section on Graphics/Display for requirements for sign systems that will be located on the site.

Service Yard and Access

A service yard with a maintenance shop, loading dock, and general storage is outside the secure zone. General supplies will be received in this area and trash will be picked up.

From the service yard, there is a loading dock for the kitchen and for general supplies with access to the main storage area.

Parking

Separate parking areas are to be provided for the public and staff. Both areas will be conveniently located near the public lobby and well lit at night (see *Site Lighting* below). The parking areas will need to be expanded when capacity is increased. Staff parking is identified with a sign and monitored by CCTV at central control. (Area figures in the following table are calculated by multiplying the number of spaces by 350 and include space for parking lot aisles.)

Type	Spaces	Square Feet
Staff Parking	234	81,900
Visitor Parking	147	51,450
Service Parking	13	4,550
Sallyport	1	540
Total	395	138,440

Outdoor Visiting Area

This area is accessed from indoor visiting. It is provided for informal contact visits in a relaxed setting. It is well separated physically and visually both from the public outside the secure perimeter and from the inside of the institution (so that youth who are not being visited are not disturbed). The area can be part

paved and part grass with picnic tables and safe children's play equipment. Part of the area should be shaded by trees or structure.

Outdoor Waiting Area

An outdoor waiting area should be developed to supplement the interior lobby. Included will be benches, a covered area, and amenities such as ash receptacles.

Outdoor Recreation Courts

- Two sets of paved courts are provided which will be used for basketball and volleyball.
- A backstop is provided for handball.
- Provide poles and backstops for basketball and sleeves for poles for other sports.
- Provide drinking fountain and and convenient access to a toilet.

Play Field

A large play field is provided for the facility.

- Meets Title 24, California Administrative Code requirements and includes space for two softball fields and a football/soccer field.
- Functions may overlap to some extent, but should not preclude simultaneous different activities.
- Provide drinking fountain and and convenient access to a toilet.

Future Recreation Facilities

A location should be set aside near the gym for the future construction of a recreational facility (such as a swimming pool) in case one is donated. It could be indoor or outdoor. It should be near or next to the gym so that equipment and changing areas can be used for both facilities.

Landscaping

Landscaping will be used to screen or buffer facility from roads and neighbors. Plant materials should require minimal maintenance and water. Permanent irrigation should be provided via an automatic irrigation system. Basic landscaping and irrigation will be provided as part of the construction contract. Youth projects will complete and elaborate on the initial landscaping. See section on safety and security for limitations on landscaped areas.

Site Lighting

Since visitors come in the evening and building staff work after dark, site lighting should provide a high degree of visibility during evening hours between the entrance and parking areas. The interior walkway

system and the entrance to each building, as well as the perimeter fence are illuminated. The following locations shall be provided with the minimum night time illumination levels indicated:

Location	Illumination (footcandles)
Areas monitored by camera	10
Building entrances	5
Exterior seating areas	5
Perimeter fence	5
Walkways and service roads	2
All other areas within the secure perimeter	1

OTHER DESIGN REQUIREMENTS

Standardization of Products

Facility design, detailing, and product selection should have a high degree of uniformity not only internally, but also with systems and products already in use or to be used at other county buildings. This requirement has the following objectives:

- minimize the number of different parts that must be stocked
- minimize the number of different tools needed for maintenance
- minimize the amount of staff training required to operate and maintain facilities
- reduce the potential for operational errors upon changing posts

The design team should coordinate material and product selection with the Maintenance Department to specify those that are successfully being used by the county and avoid those with a history of problems.

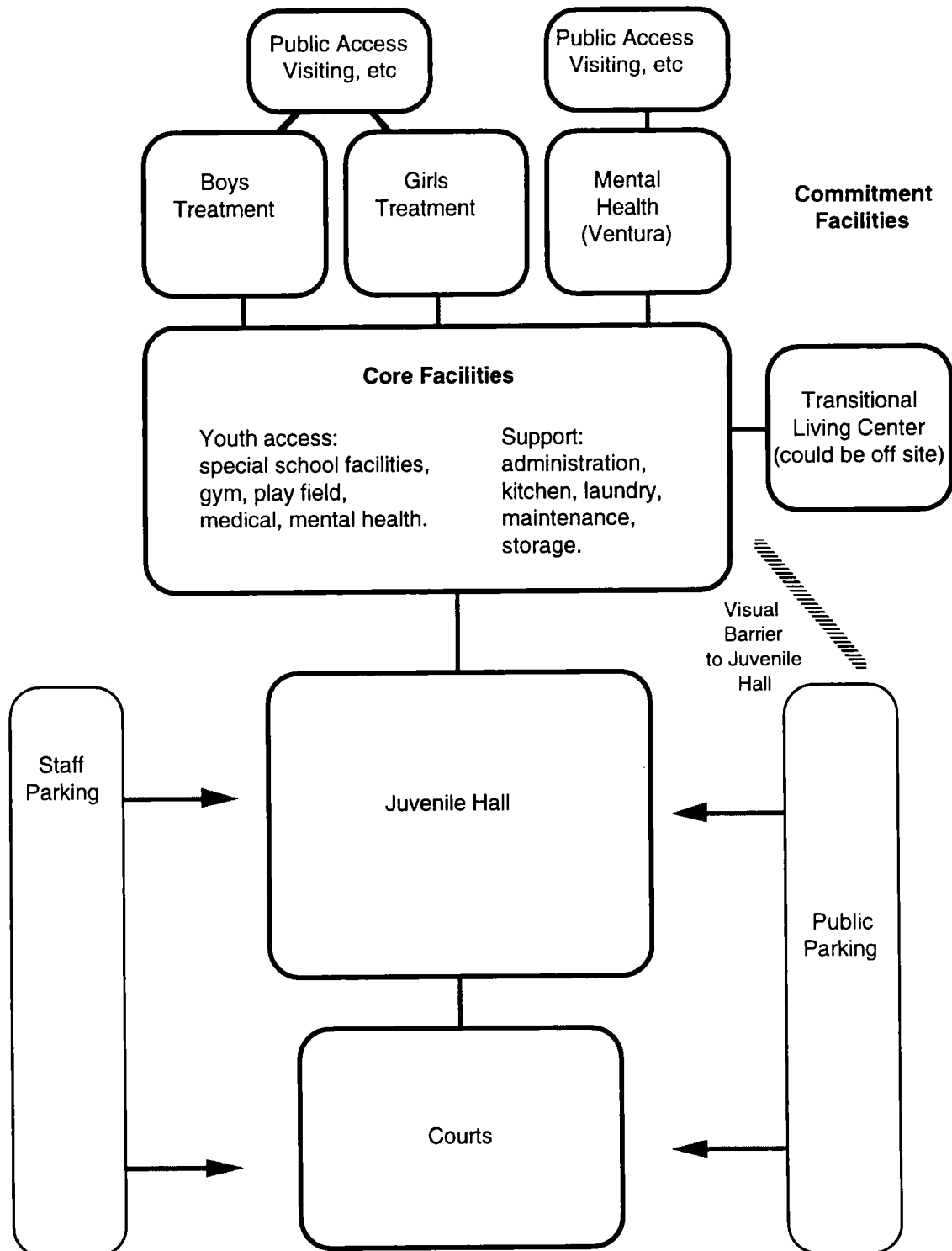
Spare Parts and Extra Material

It is recommended that the design team fully explore the need to require suppliers to deliver a quantity of spare parts and extra materials as part of the conditions of their contracts. Frequently replaced and hard to obtain parts should get special consideration. Candidate parts are floor and ceiling tile, doors, windows, locks, hardware, glazing, security fasteners, electronics, communications and control devices, switches, and others. (See also, County Building Design and Construction Guidelines.)

As-Built Drawings

The contract documents shall direct the contractor to provide CAD as-built drawings in a format to be approved by the Maintenance Department. (See also, County Building Design and Construction Guidelines.)

Overall Relationship Diagram



Legend

— Pedestrian Circulation

COMPONENT REQUIREMENTS

ADMISSION AND RELEASE

This area accommodates four functions: admission, release, intake and transportation.

Admission Procedure

The admission procedure is expected to be carried out in a similar manner to the way it is now, but with enhanced security and efficiency. The beginning of the admission process will be a consultation with the arresting officer by radio. When the police vehicle arrives at Juvenile Hall it will stop at an intercom for admission to the vehicular sallyport. Probation staff will open the gate to the vehicular sallyport and the officer will park his or her vehicle. The officer will put his or her weapon in the trunk or a gun locker in the sallyport and escort the detainee into the building through a remotely controlled pedestrian sallyport. A probation staff will meet them, introduce him or herself, and remove restraints. The officer will complete paperwork with a probation staff member (in about 5 minutes) and brief the admission staff on the child. The child will be subject to a metal detector and pat down search.

There will be a brief orientation to the booking process which is intended to relieve anxiety, provide expectations, and expedite the process (this could be done by video). The charges are reviewed, property will be checked, inventoried, and a receipt issued. Before the arresting officer departs, the child is pre-screened for medical needs (if there appears to be a problem, the child gets a more complete medical interview with the nurse; if there is no obvious problem, this interview will happen later in the process) and if the child requires medical attention, the officer has to take the child out of the facility to get it before bringing the child back.

The minor will be allowed to make three phone calls (parent, attorney, employer) and will be interviewed. Photographs will be taken for identification (this could be by computer video in the future). Finally, the child who is staying at the Hall is showered, dressed out and transferred to a housing unit (this may happen before the interview if it is determined early on that the child will be staying).

Release

The release process happens in reverse, with staff completing paperwork, returning property and releasing the minor.

Intake Unit

Closely related to the admission function (performed by probation counselors) is the juvenile intake unit. This consists of deputy probation officers who are responsible for making the initial determination about whether a child will be detained at the Hall. In addition to the intake officers who work with admissions, there is also a group of field officers who should be accommodated in this area. Projected staffing for admissions is one supervisor plus two intake officers and one clerical staff per shift. The field unit is projected to consist of one supervisor plus approximately seven probation officers.

Projections

In recent years, there has been an average of 3,100 intakes per year, with a peak of 3,700. If it is assumed that bookings would be in proportion to bed capacity (with length of stay remaining the same), the number of intakes would come to 4,260 per year in 2005. With current intake rates, there have been

as many as 12 admissions at one time. Extrapolating on the basis of the increase in bed capacity yields a peak of 14 bookings at a time. This has been taken as the basis for sizing this area.

Spaces

The following spaces will be included in this area:

Intake	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Admissions			
Entry Vestibule	80	1	80
Group Waiting	300	1	300
Holding Room (6 occupants)	90	5	450
Receiving Counter	100	1	100
Receiving Work Area (3 desks)	180	1	180
Transport Office	80	1	80
Restraint Storage	20	1	20
Interview Rooms	60	3	180
Shower/Changing	80	2	160
Washer/Dryer	80	1	80
Clothing Storage	100	1	100
Kitchenette	80	1	80
Youth Toilet (M/F)	80	2	160
Personal Property Storage	1,500	1	1,500
Public Waiting	330	1	330
Public Toilet (M/F)	80	2	160
Janitors Closet	40	1	40
Field Intake Unit			
Unit Supervisor	120	1	120
DPO Office	100	7	700
Total			4,820
Vehicular Sallyport (not included above)			570

The following relationships govern the layout of this area:

- The spaces should be organized with a clear flow from the vehicular sallyport, to the reception counter and waiting/holding areas, to shower/changing, and then to the housing units.
- Excellent visibility among all parts of the admission area is essential. Visual contact with central control is desirable, if the two functions are located near one another; if not, CCTV coverage of the sallyport, vestibule, group waiting area and counter is desirable.
- The group waiting area should have controlled access to the public waiting area for minors who are being released. The receiving area should have a window with pass through and communications to the public waiting area.
- The intake unit needs easy access to the interview rooms.

- An acoustic buffer should be provided between the holding rooms, office and public waiting areas, and other parts of the juvenile hall.

Common Requirements

- The entry to admissions and the waiting areas should communicate a calm, comfortable, and businesslike image.
- The path through admissions, as well as all counters and booking counters, will be fully accessible according to ADA standards.
- Staff and circulation areas will have durable and attractive materials throughout with rubber raised dot flooring. Acoustic material on ceilings, mechanically fastened in holding rooms.
- Doors and glazing in perimeter are secure. Doors are operated from the booking counter, with override of sallyport doors from central control.
- Excellent ventilation with 100% exhaust is required in youth occupied areas because some minors may have offensive personal odor and may spend many hours waiting here.
- The admissions area provides nighttime switchboard operation, with backup in central control.

Furnishings and Fixtures (In Construction Contract)

The following furnishings and fixtures are provided:

- Admissions counter.
- Writing desk for arresting officers.
- Bench seating in holding rooms.
- Shelves in clothing storage room and hanging racks with shelves above in personal property storage room.
- Soft seating in group and public waiting areas (NIC).
- Telephones.

Specialized Requirements

Vehicular Sallyport. The sallyport will have a motorized gate controlled from the admissions counter (with secondary operation from central control). An intercom is provided for communication with admissions and central control. There is a 6 compartment gun locker located outside the exterior door. There is space for two vehicles (one van and one car); secure parking space for 6 probation department vehicles could be provided here if it is a yard or elsewhere.

Entry Vestibule. This is a pedestrian sallyport entry with interlocking doors controlled by admissions (with secondary operation by central control).

Group Waiting. This area should accommodate up to 20 minors (for group transport; new admissions are moved to holding during this time). This should be a pleasant room with very durable finishes (including soft molded furniture) and a television to occupy waiting time. It has direct access to the admissions counter, youth toilets, a drinking fountain, and the holding rooms as well as secure access to the public waiting area.

Holding Rooms. These rooms are provided to allow separate holding of minors who are not compatible with others who are waiting or who are acting out and need to be contained. Must have seating, a security combination toilet/lavatory/drinking fountain and glazed fronts for visual supervision by staff. Suicide attempts are a concern in these rooms.

Transport Office. The transportation office needs to be enclosed and have storage for 20 sets of restraints. It needs to be close to the entry vestibule.

Interview Rooms. These have telephone jacks for minor's phone calls; if a permanent handset is provided, it should have a short armature cord. These rooms are adjacent to the clerical area behind the admission counter; there is glazing separating the staff work area and the minor (with a secure window and communications) and full acoustic enclosure to provide confidentiality.

Receiving Area. The admission process is conducted face to face with a counselor who may be on the same or opposite side of a counter. The counter has cabinets and cubby holes for storing forms. Behind the counter are two clerical workstations and a desk for the intake counselors. At or near the counter, a small fingerprint station is provided for the arresting officer's use.

Shower/Changing. Suicide attempts are a concern in these rooms, so excellent visibility (or continual staff presence) is required (see Facility-wide Design Requirements). A washer/dryer is provided near these rooms for property too dirty to bag.

Clothing Storage. A supply of clean clothing is stored here on shelves for issue to minors who are being admitted.

Personal Property Storage. Minor's clothing is stored in hanging bags on racks with shelves above for other items. Within this room there needs to be a lockable storage cabinet for valuables in large envelopes.

Public Waiting. Adults who have come to collect minors who are being released wait here. There is comfortable seating, drinking fountain, public telephone, access to restrooms, and access to an outside waiting area for smoking. The waiting area has a secure connection to the admissions area group waiting area and a window with communications and paper pass to the receiving area.

CENTRAL CONTROL

Overview

The central control room is the communications and security hub of the facility. It will be located to maximize direct visual contact with the movement of minors throughout the facility. The room will be fully enclosed and resistant to intrusion.

Central control's primary functions include the following:

- control of perimeter doors; entrances to housing units, medical, and juvenile courts; and vehicular sallyport and admissions entry doors
- monitor CCTV cameras
- central intercom and paging
- monitor emergency system alarms
- direct emergency response and call in outside resources during an emergency
- directly observe the following areas and movements (listed in order of priority) with CCTV observation if direct view is not possible:
 - housing
 - visiting
 - court
 - medical
 - education and recreation
 - admission, release and transport.
- backup switchboard after business hours (admission area would be primary point to receive calls after business hours)

Spaces

Room Type	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Control Room	200	1	200
Electronic Equipment	80	1	80
Toilet	40	1	40
Subtotal, Net Assignable Area			320

It is probably impossible to provide central control with direct visual access to all desired areas. The relationships below are listed in order of priority:

- Locate central control to maximize its direct view of circulation to and from the housing units. This will most likely place it at an intersection of major housing corridors. Priorities for views are listed above.
- Direct access from central control to staff toilet.

Common Requirements: Not applicable.

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Furnishings and Fixtures (In Construction Contract)

- A seated-height console with one primary and one secondary workstation, all controls, space for a personal computer and printer, and writing surface. All controls and functions should be within easy reach of the primary station. The console will have color monitors below eye level with a clear view over them. One monitor is to rotate between cameras and another shows the camera called up by the operator or which come up when door operation is requested. More monitors may be required, depending on the number of cameras which will be determined during design. There is a multi-channel video recorder connected to the cameras.
- Seating must be comfortable and ergonomically designed to support a counselor seated for long hours.
- Drawer pedestal.
- Storage cabinet for safety equipment (air pack, fire extinguisher).

Specialized Requirements

- Operable by one, space for two staff.
- Audio monitoring of housing unit common areas such as dayrooms (not sleeping rooms).
- Public address system controlled by zone and facility-wide.
- Reporting station for duress alarms indicating location of alarm.
- Fire detection and sprinkler panels. Fire sprinklers are to have a delay that can be canceled by central control.
- Second backup phone switchboard (after administration and intake).
- Access to this room controlled electronically from within with key access by superintendent, assistant superintendent, and building supervisor.
- Fully enclosed, all glazing to be detention grade.

HOUSING UNITS

Overview

Housing units will be of similar designs to serve both the detention and treatment programs, with only minor variations for specialized classifications. In this way, housing units will have the flexibility to respond to changes in program or classification requirements over time. All units except the "Ventura" model mental health unit will have 20 single occupancy sleeping rooms arranged around a dayroom in a "podular" fashion. The mental health unit will have half of its capacity in single occupancy rooms and half in double occupancy rooms. It will also be subdivided into two wings of 10 beds each.

Each unit will have a classroom and dining room, as well as an attached outdoor recreation area, minimizing the need to move minors about the facility. These spaces will also enable programs to be conducted at the units and provide the opportunity for separation between quiet and noisy activities.

Housing units serve five types of classifications:

- general population
- serious offender for youths accused of violent crimes or who have an extensive history of criminal activity
- special management, providing a temporary sanction for behavior problems
- treatment units to house the locked boys and girls treatment programs
- mental health program (Ventura) for severely emotionally disturbed youth in an intensive program.

Only the special management unit will be physically different in materials and security systems from the other housing units, though the treatment units will have access to shared administrative and program spaces (these are discussed in a following chapter).

Typical units will be supervised by two group counselors when minors are out of their rooms. For night operations 40 minors in a pair of units will be supervised by one counselor from the line supervisor's office.

Spaces

Room Type	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Dayroom	700	1	700
Counselor Workstation	150	1	150
Single Sleeping Room	100	20	2,000
Classroom	800	1	800
Classroom Storage	50	1	50
Dining Room	410	1	410
Shower	90	1	90
Interview Room	80	2	160
General Storage	280	1	280
Janitor's Closet	50	1	50

(continued next page)

Room Type	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Subtotal, Net Assignable Area per Unit			4,690
Pair of Units			9,380
Line Supervisor's Office	180	1	180
Subtotal, Usable Area per Pair			11,950

Relationships

The following relationships govern the layout of this area (refer to the *Housing Unit Relationships* diagram at the end of this section):

- Within the housing units, all spaces (including the door to each sleeping room) must be directly visible from the counselors station.
- The counselor station (for control), the interview rooms (for easy access by visitors) and the dining room servery (for easy delivery of food and removal of dirty dishes and trash) all need to be near the unit entrance.
- The classroom requires dual access: from the corridor (without entering the unit) and from within the unit. The classroom should have a glazed wall to the unit and the counselors station for excellent visibility.
- Each housing unit is adjacent to a line supervisor's office responsible for a pair of units. The office has excellent visibility of both units.
- Treatment units require independent visitor access through public reception shared among the those units (see diagram in next chapter).
- Treatment units require access to shared facilities without contact with the detention population.

Common Requirements

Spaces in this area have the following common requirements:

- Housing unit construction should be durable but pleasing esthetically.
- Design that incorporates a mezzanine level is acceptable and expected to be necessary in order to fit facilities onto the available site area.

Furnishings and Fixtures (In Construction Contract)

- Counter with storage at counselor workstation.
- Built in, lockable storage in the classroom.
- See also the sections below on specialized requirements.

Specialized Requirements By Room

Sleeping Room. Sleeping rooms are sized at 100 square feet (rather than the CYA requirement of 63 square feet or the ACA requirement of about 70 square feet) in order to allow future flexibility of assigning a second minor to some rooms or to allow space for alternative uses which would not fit in a smaller room (such as an office). All rooms are "wet" (with toilet, lavatory and drinking fountain), in order to provide future flexibility to use the entire facility for detention for an increasingly serious and hard to manage population. In general population units, sleeping rooms have wood doors, correctional porcelain fixtures, and control of lights (with override from the counselor's desk). The special management unit has detention steel doors with food passes, heavy duty locks (such as Folger Adam 120 series) and correctional steel combination fixtures. All rooms have the following fixed furniture: bed, desk (with fixed seat in special management unit), storage cubby holes. All rooms have an intercom with sound monitoring to the counselor workstation. Three percent of all rooms must meet ADA requirements for access with intercoms meeting requirements for the auditorily impaired. At least one room in each unit shall be accessible. Suicide prevention is a key issue in these rooms (see Facility-wide Design Requirements).

Dayroom. Provides indoor recreation and activity space with comfortable seating and wall mounted television controlled from the counselor station. Drinking fountain. Recreation activities in the dayroom can include ping pong, air hockey, pool, or foosball. The dining room and classroom provide opportunities for other indoor recreation activities including listening to music room, watching TV and videos, as well as arts and crafts.

Dining Room. Tables and seating for 20 and a servery with stainless steel serving counter, a second counter with a sink and built in cabinets, a refrigerator and microwave; vinyl flooring. Outlets are required for hot and cold carts.

Shower. Four combination shower and drying areas with benches divided by partitions with doors from +15 inches to +53 inches above finished floor (see diagrams). One compartment in each shower area will meet ADA accessibility requirements.

Interview Room. Acoustic separation from adjacent spaces for confidentiality of normal speech. Glazed wall with visibility to counselor station. Can be used for special education tutoring.

Classroom. Accommodates the 20 students who would occupy the associated housing unit. The classroom is sized at about 30 square feet per student (larger than standards), plus teachers workstation. Equipment: white board, bulletin boards, projection screen, abundant electrical outlets, computer network connection, TV/VCR and cable outlet. Phone and intercom plus duress alarm (portable). Counter with cabinets and associated enclosed storage room. Finish materials: carpet, acoustic ceilings; colors are light and neutral with brighter accents. Window to corridor, dayroom (counselors desk), and unit supervisors office. Lockable doors to the classroom's storage room which has shelving and 20 cubby holes for youth's work. Lighting: 50 fc. Furnishings are movable; 20 individual student desks, plus one or two shared work tables, and 20 stacking chairs. Comfortable chair and desk for teacher. Should have external windows but must not allow view in from public areas. Toilet and drinking fountains are in attached housing unit.

Counselors Desk. This open workstation within the dayroom has a counter, all communications devices (including a telephone and intercom to each room and central control), and conveniently located controls for lights, TV, and plumbing shutoffs. There are lockable drawers and cabinets for paperwork, games, and hygiene items. There is space for a board with the names of each child and his or her room assignment. Conduit and power are provided for a computer terminal.

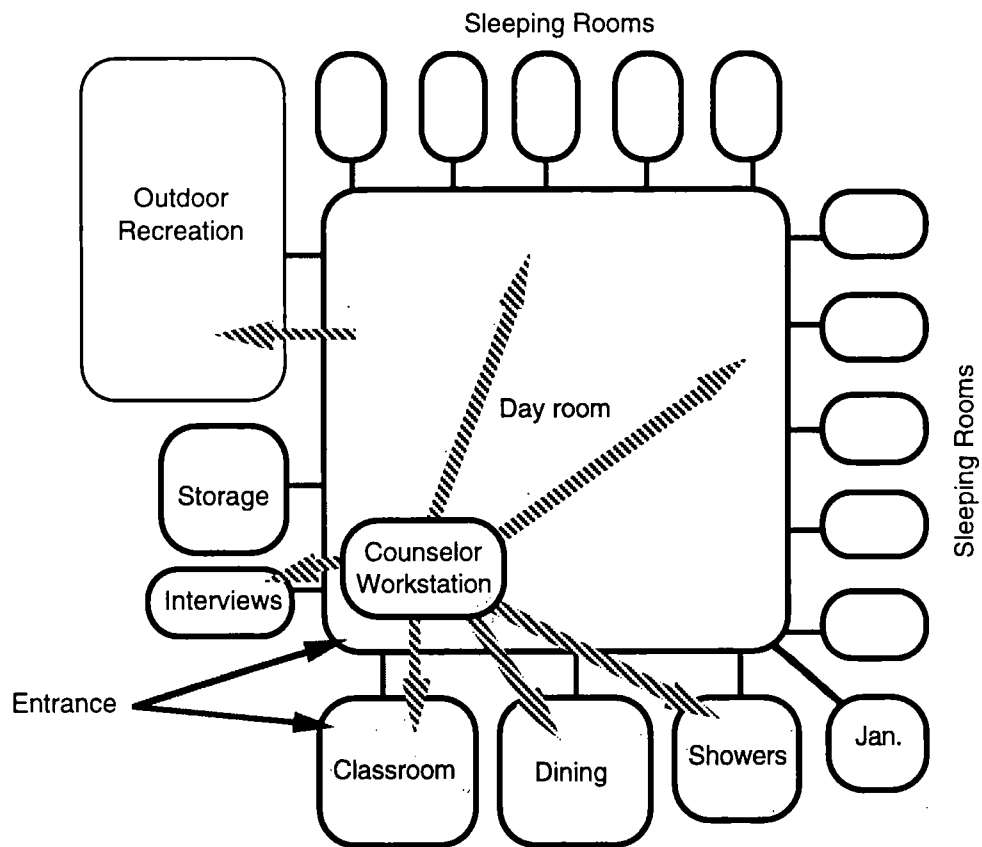
Line Supervisor's Office. This office has space for at least two workstations (in the event that a second line supervisor may be assigned, perhaps to certain units, in the future). There is a telephone

and intercom to each room and central control. Conduit and power are provided for a computer terminal.

General Storage. Adjustable shelving is provided on all walls.

Outdoor Recreation. Each unit will have an outdoor recreation courtyard that is directly accessible from the unit dayroom (if necessary, pairs of units may share one courtyard). The sides and top of the recreation area are enclosed with walls or fencing and part of the area is covered to provide shelter. The screened top is at least 18' high. There is a basketball hoop and, if possible, a volleyball net. In the covered portion (which can have lower clearance), there are provisions for attaching a speed bag. The area is not visible to the public and preferably is far from public access areas. Access to a toilet and drinking fountain are provided.

Housing Unit Relationships



Legend

— Pedestrian Circulation

/// View

TREATMENT SUPPORT SPACES

Overview

The boys' and girls' treatment units and the mental health treatment unit operate independently of detention, though they share some central services. Public access to separate entrances facilitates family participation in programs and provides a distinct image separate from the rest of the Juvenile Hall.

The boys' and girls' treatment units function as a group with shared administration, reception, visiting, staff, and group counseling spaces. These arrangements enable units to serve a wide variety of classifications and programs by their uniformity while still having access to spaces for specialized programs. The mental health unit is provided with a similar set of spaces, including more extensive treatment and office spaces. The mental health support spaces are sized for a program of 40 should one of the treatment housing units be re-allocated to the mental health program.

Spaces

Room Type	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Support Spaces for Boys' and Girls' Treatment Units			
Sum of Units		4	19,240
Director's Office	150	1	150
Family Therapy Room	180	1	180
Public Waiting/Reception	200	1	200
Clerical/Records	100	1	100
Public Restrooms (M/F)	80	2	160
Visiting/Multipurpose	1,000	1	1,000
Subtotal, Boys' and Girls' Treatment			1,790
Support Spaces for Mental Health Unit			
Clinical Program Supervisor	130	1	130
Mental Health Specialist	130	4	520
AT/RT/OT	150	1	150
Psychiatrist/Psychologist	130	1	130
Senior Clerk	70	1	70
Public Waiting/Reception	120	1	120
Public Restrooms (M/F)	80	2	160
Family Therapy Room	180	1	180
Visiting/Multipurpose	450	1	450
Director's Office	150	1	150
Clerical/Records	100	1	100
Isolation Room (soft wall)	80	1	80
Subtotal, Mental Health			2,240
Total			4,030

Relationships

The following relationships govern the layout of this area (refer to the *Treatment Support Relationships* diagram at the end of this section).

- While being separate and distinct, the treatment units will have secure access to the core services attached to the Juvenile Hall (medical, education, recreation, administration, food services, laundry, etc.)
- Visitors will have access directly to the reception area for both sets of programs from a visitor's parking area.
- Clerical will be adjacent and partially open to public waiting/reception.
- Family therapy and visiting/multipurpose will be accessible from both public waiting/reception and the housing units assigned to the program.
- Public access to the director's office will be controlled by the clerk.
- There will be convenient access between the director's office and housing units.
- It should be possible in the future to provide access between one of the regular treatment units and the mental health support spaces (by opening an otherwise unused door or constructing a short corridor) in order to reassign a treatment unit to the mental health program.

Common Requirements

Spaces in this area have the following common requirements:

- Treatment support spaces will be generally finished as typical for office construction, with drywall interior partitions, carpeted floors, and suspended ceilings with acoustical panels.

Furnishings and Fixtures (In Construction Contract)

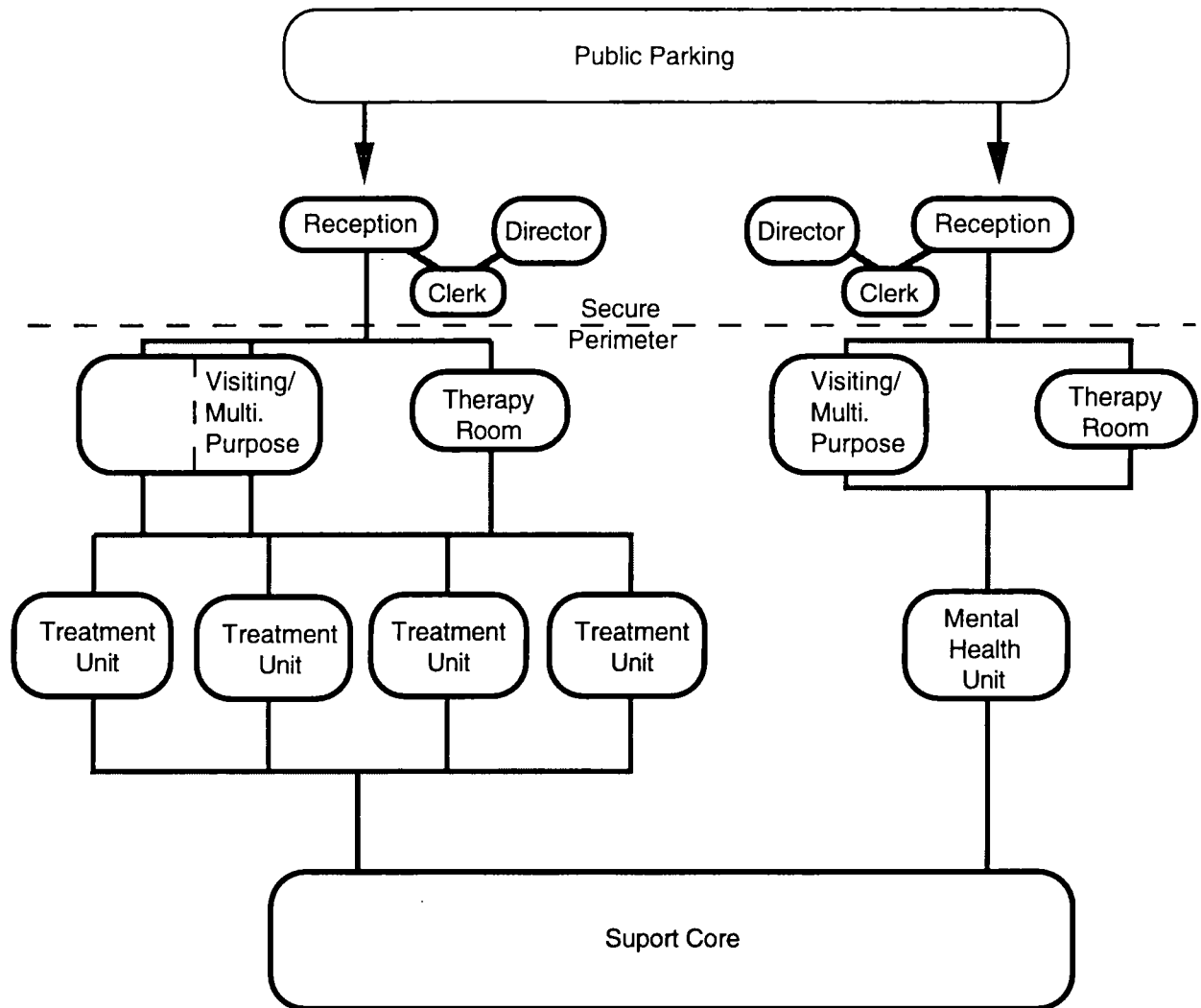
The following furnishings and fixtures are provided:

- Counter between clerical and public waiting/reception.

Specialized Requirements By Room

Visiting/Multipurpose. A separate space is provided which is accessible to the public entry for each of the two programs. The larger room has an acoustically rated movable partition so the room can be divided. Structured, therapeutic activities would often be involved, including family counseling or group therapy. When not used for visiting, groups of minors may use the space for other activities. Visitors and their belongings are subject to search on the way in; minors are subject to search after the visit as they return to their housing unit. Excellent visibility is needed from a staffed position. This room needs to be flexible to provide informal visiting or more structured group activities. Furniture can be rearranged. Floor is carpeted.

Treatment Support Relationships



Legend

— Pedestrian Circulation

EDUCATION

Overview

The school provides 270 minutes of instruction per day (well above the mandate of 180 minutes). This includes physical education as well as classroom instruction. There are two primary models for delivering instruction which were considered during the programming phase. They are:

- A **self contained** approach where one teacher stays in a classroom with a stable group of students (probably from a single housing unit) and teaches all subjects. This is the so-called “one room schoolhouse” model. It is believed by many to have advantages for troubled youth in encouraging the development of stable and strong relationships with a caring adult. This relationship is thought to be more likely to develop if more time is spent with a single teacher.
- A more common **rotational** approach where the group of students, teacher, and subject change each period. The advantage of this approach is that teachers are able to specialize and teach the subjects they know best. This model generally entails movement by the students from one classroom to another (but could mean that the teacher moves). It requires more movement (with its attendant security concerns), but provides more variation in setting and experience for the students.

In response to these models, it was determined in the programming process that new housing will be provided with self-contained classrooms adjacent to housing units. By including doors to both the general circulation corridor and directly from the housing unit, either model can be supported. Since it will be possible to access these classrooms without going into the housing unit, youth from other units could attend class there.

The classrooms at each unit are described in the housing unit component. The intention is that basic instruction will be provided at these classrooms, supplemented with offerings at special purpose facilities in the core (which are described here). The advantages of this approach include:

- Faster security response from counselors. While there is no security staff posted in the classrooms, they will be observed by the counselor from his or her station in the dayroom.
- Improved communications between counselors and teachers.
- Reduction of the need to assemble and escort minors, thereby restricting overall movement.

Relationships

The following relationships govern the layout of this area (refer to the Overall Organization of Facilities diagram):

- Core education spaces are accessible via controlled, secure circulation to the detention and treatment housing units.
- Principal's office, clerical, records, teachers preparation, staff toilets and storage are grouped in one area.
- It is desirable, if possible, that physical recreation spaces be easily accessible from the core education area.

Core Education Spaces

Education	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Principal's Office	130	1	130
Clerical	330	1	330
Records and Supplies	400	1	400
Library	900	1	900
Life Skills Classroom	800	1	800
Arts and Crafts Room	800	1	800
Computer Classroom	800	1	800
Special Education Classroom	440	2	880
Minor's Toilet	45	2	90
Classroom Storage	50	2	100
Teachers' Preparation Area	180	1	180
Storage	100	1	100
Staff Toilets	45	1	45
Total			5,555

(Note that physical recreation spaces are described in another section.)

Common Requirements

All classrooms have the following requirements:

- Equipment: white board, bulletin boards, projection screen, abundant electrical outlets, computer network connection, TV/VCR and cable outlet.
- Phone and intercom plus duress alarm (portable). Counter with cabinets and associated enclosed storage room.
- Finish materials: carpet, acoustic ceilings; colors are light and neutral with brighter accents.
- Lockable doors to the classroom and its storage room. Large window to corridor providing excellent visual observation. External windows which must not allow view in from public areas.
- Lighting: 50 fc. Emergency lighting system is required in classroom areas and in all circulation corridors.
- Furnishings are movable. Comfortable chair and desk for teacher.

Furnishings and Fixtures (In Construction Contract). See Specialized Requirements.

Specialized Requirements

Library. Provide built in and free standing shelving, carrels, reading tables and chairs, computer outlets, power, phone, duress alarm.

Computer Classroom. Provide carrels and/or tables with chairs for 20, computer outlets, abundant conditioned power outlets, grounded carpeting, phone, duress alarm. Lighting to have parabolic diffusers to reduce glare on screens.

Arts and Crafts. Provide worktables and stools for 20, built in counter with sink, abundant power outlets, including 220 for kiln, lockable wall cabinets with adjustable shelves for materials and projects, water resistant floor (vinyl), phone, duress alarm.

Life Skills. Provide typical residential kitchen with appliances, counters and cabinets arrayed along walls (sink with disposer, dishwasher, stove, refrigerator, microwave). Include typical residential laundry with washer and dryer, plus ironing board and sewing machine(s). Abundant power outlets, water resistant floor (vinyl), phone, duress alarm. Additional lockable cabinets, tables and chairs for 20.

Teachers' Preparation. Provide shared desks with chairs, phones, computers and printers; worktable; copier; supply cabinets. Carpeted floor.

VISITING

Introduction

Visiting is a very important part of the Juvenile Hall program, enabling minors and their families to maintain contact. This area also provides for professional visitors, including attorneys, law enforcement officers, and probation officers (some of whom may be allowed to interview minors at the housing units).

Visitors will be screened for contraband and weapons by passing through a metal detector. Minors will be searched on their way back to their units. Minors who are on the security program visit separately (that is, at separate times or in private visiting rooms) and, unlike the other minors, are escorted to the visiting area. Included in this area are a group visiting room, 6 private visiting rooms, and a secure outdoor visiting area for informal contact visits in a relaxed setting.

The goals for visiting are to:

- encourage family participation in visiting
- provide contact visiting
- provide privacy for visits
- continue to allow families to bring in food
- enable longer visits than are currently provided
- provide visiting every day (with fewer, longer visits for families from further away)
- provide separate spaces for family and attorney visits with appropriate characteristics for each
- provide visual contact by staff to monitor conduct in visiting.

Note that this area serves detention only; treatment programs receive visitors at their units.

Spaces

Visiting	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Group Visiting	820	1	820
Private Visiting Rooms	80	6	480
Search	50	2	100
Total			1,400

(Note that no public waiting or security screening are provided here; it is assumed that visiting will be co-located with an area that has these functions; that is, with the courts. If not, a lobby, security screening, and public restrooms will need to be added here.)

Relationships

The following relationships govern the layout of this area (refer to the relationship diagram):

- Visiting is located in the support core, with controlled public access from the courts or administration (see note on space list above).

- Secure access is provided for youths coming from housing areas (detention only).
- Private visiting rooms are accessed from the group visiting room and have large glazed panels for visibility by staff.
- Outdoor visiting area is accessed from the group visiting area.

Common Requirements

Spaces in this area have the following common requirements:

- The path of entry for visitors including reception and visiting areas must be accessible, including interview and private visiting rooms.
- Interior finishes must provide good acoustic absorption (carpeted floors; acoustic treatment at ceiling. Confidentiality is also required at private visiting rooms; it should not be possible to hear intelligible speech from a private room.
- Colors should be light and neutral with brighter accents.

Furnishings and Fixtures (In Construction Contract). See Specialized Requirements.

Specialized Requirements By Room

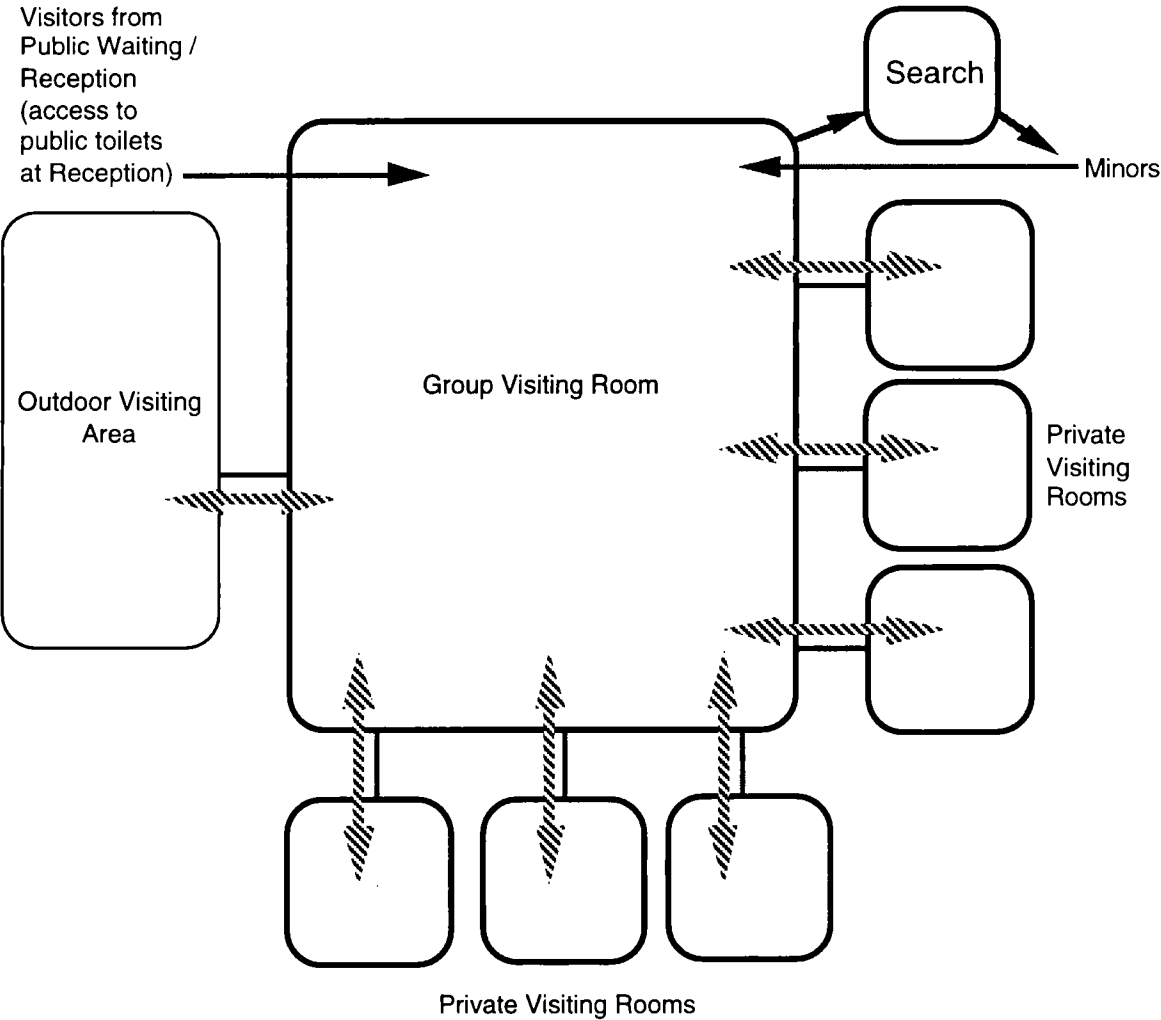
Group Visiting. Sized for 40 to 55 people (depending on furniture arrangement; fewer if more informal, more if set up around tables). This will accommodate approximately 15 visiting groups. Should be carpeted with acoustic ceiling. Comfortable furniture that accommodates a variety of group sizes and interaction styles. Pleasant space with natural light and view to the outdoor visiting area.

Private Visiting. Fully enclosed and acoustically separated from surrounding areas. Glazed wall to group visiting area. Some rooms furnished with low table and chairs; others (for professional visits) with standard height table and chairs.

Outdoor Visiting Area. This area can be part paved and part grass with picnic tables, benches, and safe children's play equipment. Part of the area should be shaded by trees or structure.

Visiting Relationships

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Legend

- Pedestrian Circulation
- View

MULTIPURPOSE/RECREATION

Introduction

Recreation and related activities are a very important part of the Juvenile Hall program. These activities include a variety of religious functions as well as physical recreation and leisure time pursuits. In terms of physical education, youth need to get frequent large muscle activity in order to burn off energy, relieve stress, and maintain their health.

A wide variety of types of indoor and outdoor spaces are provided to support these activities. They include a multipurpose/spiritual center (chapel), a gymnasium, secure recreation courtyards for each housing unit, and larger outdoor courts and playfields. Note that the recreation courtyards (and dayrooms which provide indoor recreation opportunities) are described in the Housing Units section.

Options

All options show retention of the existing gymnasium; some options keep the existing play fields, while others relocate the fields in order to allow alternative site development approaches.

Spaces

	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Multipurpose/Spiritual Center			
Multipurpose/Spiritual Center	1,000	1	1,000
Program Storage	80	1	80
Seating Storage	100	1	100
Total, Multipurpose/Spiritual Center			1,180
Gymnasium (all spaces are existing)			
Gym	5,850	1	5,850
Equipment Storage	610	1	610
Equipment Issue	150	1	150
Kitchen	130	1	130
Office	150	1	150
Restrooms	140	2	280
Total, Gymnasium			7,170
Outdoor Recreation			
Large Field	51,000	1	51,000
Small Field	41,000	1	41,000
Unit Recreation	2,000	19	38,000
Activity Courtyards	800	2	1,600
Recreation Storage	120	2	240
Maintenance Storage	100	1	100
Total, Outdoor Use Areas (enclosed space only)			340

Relationships

The following relationships govern the layout of this area (refer to the Overall Organization of Facilities diagram).

- The multipurpose/spiritual center is located in the support core, with access from detention and treatment programs. Note that the chaplain's office, which is shown in the Administrative component, could be located here.
- The gym and large field areas will be accessible to all living units. Smaller recreation areas will be adjacent to each unit.
- Though the education program includes recreation, proximity is not required between the school and fields or gymnasium as minors will be escorted from their housing units to recreation (where they will meet education staff for physical education programs). To facilitate this process, proposed options need to provide convenient and secure access to the gymnasium and fields. Note that after school hours probation staff will supervise outdoor programs.
- Two field areas are needed in order to physically separate groups of minors. Sight separation is not required, since scheduling can also provide separation. Thus, the fields can either be adjacent or separate.

Common Requirements

Spaces in this area have the following common requirements:

- Excellent visual observation of all parts.
- Access to drinking fountains and toilets.
- County maintenance department maintains lawn areas and requires storage for lawn maintenance equipment on site within the secure perimeter.

Furnishings and Fixtures (In Construction Contract). See Specialized Requirements.

Specialized Requirements

Multipurpose/Spiritual Center

- The multipurpose area has a stage and is used for religious services, plays, meetings, classes and so forth.
- Currently, up to 80 of 160 residents participate in religious services. This space provides stackable seating for up to 100, storage for seating and equipment, a movable alter, a PA system, and a large screen TV.

Indoor Recreation

- There is a high priority on preserving the gym. Possible modifications to the gym include expansion of the weight area and the addition of bleachers.

Large and Small Fields. These areas include space for two softball fields and a football/soccer field.

- The fields meet Title 24 (minimum standards) requirements for size and shape.
- Functions may overlap to some extent, but should not preclude simultaneous different activities.
- Both fields need to be secure. The smaller field area could be more secure than the large one.
- Both fields need to be configured for good supervision. The fields also should be separated visually from public areas if possible. The staff will conduct field checks for contraband.
- Sufficient lighting needs to be provided at both sides of perimeter fence to enable the staff to see movement at the fence. Enough lighting needs to be provided in the interior to permit jogging and similar activities after dark.
- Portable phones will be used for staff communications from outdoor recreation areas.
- Provide each field with access to and enclosed area for storage of balls, standards, bats, basketballs, other recreation equipment, and a wheelchair. Each field should also have access to maintenance storage so equipment does not have to be brought through the secure perimeter.

Outdoor Recreation Courts

These are larger courts shared by the entire facility. They include:

- Two sets of paved courts for basketball and volleyball.
- Poles and backstops for basketball and sleeves for poles for other sports.
- A backstop for handball.

Outdoor Recreation Courtyards. See Housing Unit section.

HEALTH CARE SERVICES

Overview

This section covers medical and mental health services provided at the Juvenile Hall. A specialized mental health treatment unit (the Ventura model) is also provided and is described as part of the treatment housing component.

Generally, this group of youth have higher than average needs for health and mental health services. This may be due to lack of care for youth who may not be living at home or in a household that can afford services, possible injuries that may have been incurred during commission of a crime, substance abuse problems, or emotional/behavioral problems that are linked to their delinquent status.

The facility will provide a range of medical outpatient services including mandatory screening exams for all admissions, sick call, limited treatment (a youth needed to see a specialist would be transported off site to a clinic or the hospital), supervised distribution of medications, and dental exams and treatment.

Facilities to provide inpatient services (infirmary beds) are provided in this program, though these services are not currently offered and the County has not definitively decided that they will be offered in the future (this is a policy decision that will need to be made). The infirmary will provide twenty-four hour skilled nursing observation and care on a short term basis for youth with infectious diseases and other conditions requiring less than acute general hospital care.

Health services will be provided both centrally and at the housing units. Centralized services will include the infirmary and dental and medical examination and treatment requiring specialized equipment/staff support. Decentralized services (at the housing units) will include daily routine sick call and medication administration rounds. Nursing medication administration rounds will be provided in the living units three to four times daily. Medical records for all youth housed at the facility and three years of inactive records will be maintained in the medical records room. This assumes that older archives can be kept off site.

Mental health services focus on diagnosis and short term treatment of acute conditions through crisis intervention and, for some patients, medication. Drug withdrawals are supervised (these might be done in the infirmary). Longer term treatment using a variety of therapies is offered at the Mental Health unit (see the treatment housing section of this report). The space provided below is mainly for offices, while most services are provided at intake and at the housing units. Some work is done with families which requires observation capability.

Spaces

Room Type	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Medical			
Waiting	60	1	60
Medical Director	130	1	130
Nurses Station	200	1	200
Medical Records	250	1	250
Medical Exam Room	100	3	300
Dental Exam Room	220	1	220
Dental Work Room	120	1	120
Medication Room	80	1	80
Staff Toilet	50	2	100
Infirmery Room	130	6	780
Respiratory Isolation Room with vestibule	220	2	440
Suicide Watch Room	100	2	200
Infirmery Dayroom	35	6	210
Shower	50	1	50
X-Ray Suite	200	1	200
Patient Toilet	50	1	50
Clean Utility/Linen/Storage	100	1	100
Soiled Utility/Linen/Storage	100	1	100
Medical Supplies	70	1	70
Mental Health			
Psychiatrist/Psychologist Office	130	1	130
Interns Office	100	3	300
Counselor Office (MFCC)	100	2	200
Conference	200	1	200
Mental Health Records	200	1	200
Clerical Support	100	1	100
Copier, Supplies	100	1	100
Subtotal, Net Assignable Area			4,890

Relationships

The following relationships govern the layout of this area (refer to the relationship diagram):

- Medical and Mental Health facilities will be centrally located in the core, within the secure perimeter, since they serve all types of housing units.
- If possible, detained juveniles (except for serious offenders) should be able to come directly to this area without escort. Already have unescorted movement.
- The waiting room could be supervised by central control, if located next to it (this does not seem likely).

- The nursing station should have a view of both clinic and infirmary areas (with best view of the suicide watch rooms) and be adjacent to the medication room.

Common Requirements

Spaces in this area have the following common requirements:

- All health services areas require emergency electrical generator backup.
- All wall and floor surfaces in patient care and treatment and treatment support areas of the health services component will be smooth, nonporous and easily cleanable surfaces.
- All sinks in patient treatment and treatment support areas (e.g., examination rooms, utility rooms, dental, etc.), require foot and elbow blade faucet controls.
- All cabinets, drawers and refrigerators in treatment areas are required to have locks with a common key.

Furnishings and Fixtures (In Construction Contract)

The following furnishings and fixtures are provided as needed in each room:

- Plumbing fixtures
- Refrigerators with key locks (base cabinet, built-in, at Medication and Soiled Utility Room)
- Soap dispensers, foot controlled, wall mounted
- Paper towel dispenser, wall mounted
- Cabinets
- X-ray illuminators, wall mounted
- Dental chairs, dental console/control units, dental utility storage column, intraoral dental x-ray unit
- Lead apron wall hooks
- Dental compressor, dual head
- Pump, vacuum, dual 1 HP
- Grab bars at designated toilets
- Towel racks and clothes hooks, detention type, at designated sites
- Locks on all cabinets and drawers
- Wall clocks, sweep hand.
- Room and patient identification displays/signage

The following furnishings and fixtures are provided as needed in each room (not in Contract):

- Chairs in waiting area.
- Desks, chairs, file cabinets, etc. in offices.
- Bed and table in each patient room.

Specialized Requirements By Room

Waiting Room. Has health and mental health information and videos available. Is entered through a locked door or gate that medical staff or counselor admits kids through.

Exam Rooms. One of these would be for procedures and minor surgery.

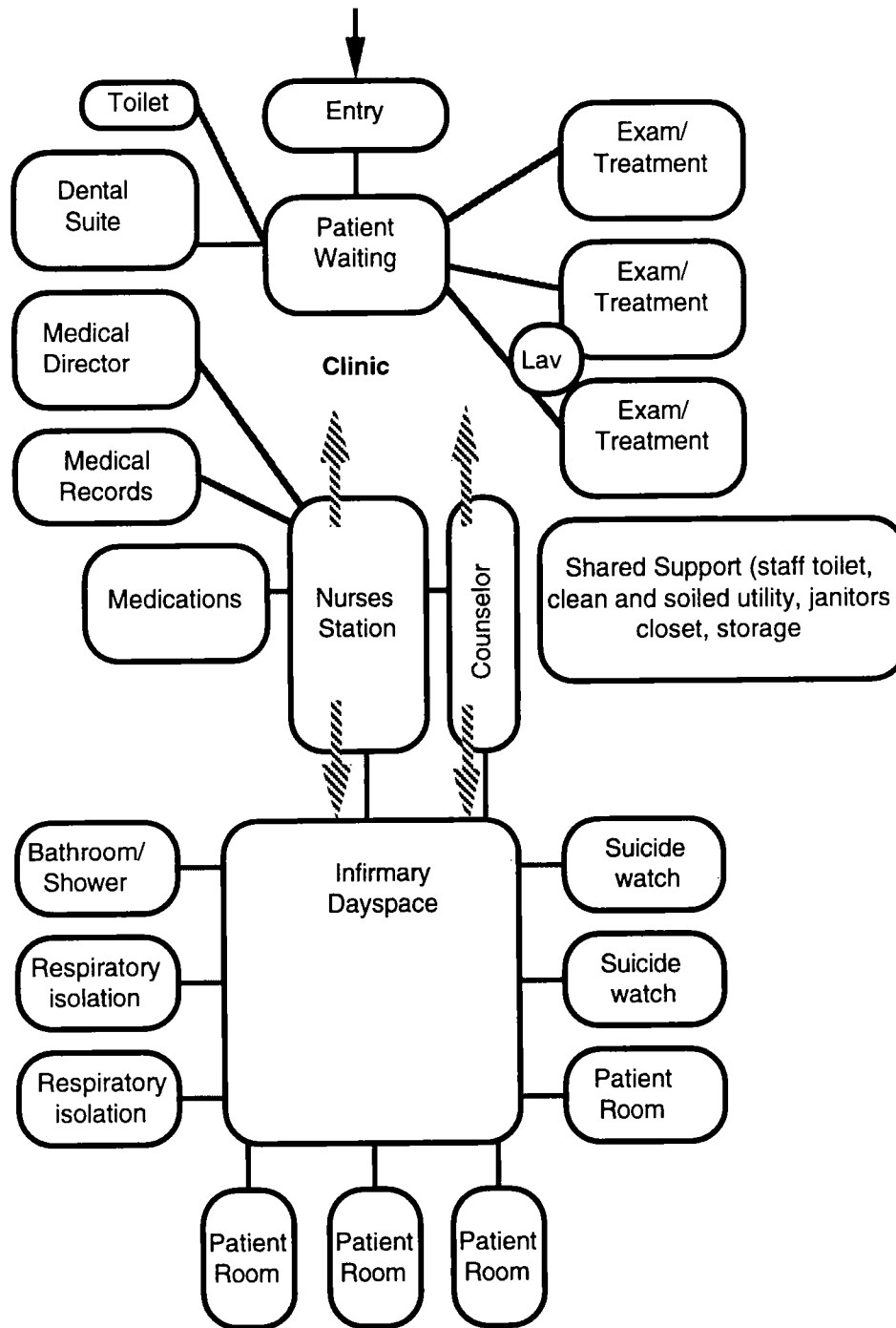
Dental Suite has two chairs with a related work area that contains a sink and xray machine.

Medication Room with dispensing window to corridor if kids can pick up their medicine (others would get medicine at the units, distributed by cart or trays).

Suicide Watch Rooms are able to sleep one or two youth who are considered acute risks for suicide. The rooms have all fixed furnishings (see suicide prevention requirements in the chapter on Facility-wide Design Requirements; they are rather bare and no opportunities to attach items). There needs to be some opportunity for stimulation (e.g., window), not sensory deprivation. This room would usually be for sleeping only with the youth taking part in programs during the day.

Respiratory Isolation Rooms accessed through vestibule with counter, sink with foot controls, upper and base cabinets. Isolation room has accessible sink, toilet, and shower. HVAC system to provide directional air flow with negative room air pressure.

Medical Relationships



Legend

— Pedestrian Circulation

View

FOOD SERVICE

Overview and Options

Food preparation will most likely continue to be carried out on-site (and that is the basis for this program), although there is the possibility of conversion to a cook-chill approach with food supplied from another location (such as the West County Detention Center or a private vendor) for heating and serving here. The latter approach would require much less space and equipment but has not so far been demonstrated to achieve cost savings or to be reliable. This issue needs to be confirmed before design can progress.

Assuming that food preparation continues on site, the approach will be that food will be transported to each living unit's servery in bulk containers by carts which have separate hot and cold compartments. Food will be dished out at the servery and eaten in the unit dining rooms. Scraped and rinsed dishware will be returned to the kitchen for sanitizing and transported back to the units for each meal. The kitchen should be designed in terms of visibility and security so that minors can work there as part of a voluntary program.

In terms of options, one retains and expands the kitchen in its current location (Option C), while the others entail construction of a new kitchen.

Assessment of Existing Kitchen

The kitchen is in a wing of the Administration Building that was completed in 1949. It is too small for the population it currently has to serve. More kitchen equipment is needed but there is neither space nor hood capacity to add what is needed. Support space is entirely inadequate, as evidenced by the use of corridor space for storage and offices for kitchen staff. There is also inadequate cooler capacity. The lack of ventilation is a source of complaints. Some improvements are in process, such as waste lines being replaced using Proposition 86 funds.

Spaces

Food Service	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Receiving	160	1	160
Kitchen	2300	1	2,300
Warewashing	500	1	500
Tray Makeup	180	1	180
Cart Staging	250	1	250
Office	120	1	120
Lockers	90	1	90
Bathroom	50	2	100
Janitor's Closet	30	1	30
Bulk Storage	1200	1	1,200
Cold Storage	500	1	500
Freezer	300	1	300
Trash Area	70	1	100
Subtotal, Net Assignable Area			5,830

Exterior spaces: loading dock, exterior service yard, trash compactor and dumpster.

Relationships

The following relationships govern the layout of this area (refer to the Kitchen relationships diagram:

- The kitchen will be located in the core support area.
- If on a floor that is different from any housing units, it requires a (new) elevator dedicated to service functions.
- From the service yard, there is a loading dock for the kitchen and for general supplies with access to the main storage area.
- Location near the staff break area is desirable.

Common Requirements

Spaces in this area have the following common requirements:

- Excellent ventilation is required in the kitchen.

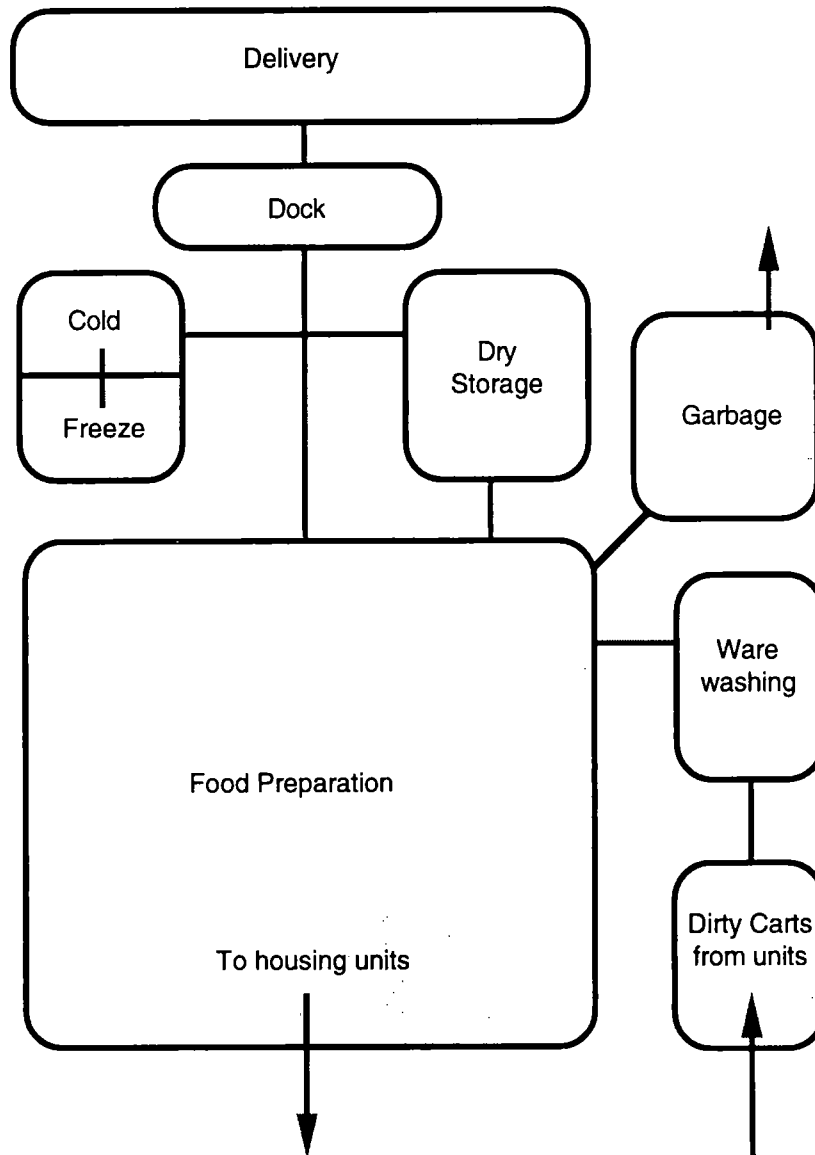
Furnishings and Fixtures (In Construction Contract). A detailed list of kitchen equipment needs to be developed during schematic design. Some existing equipment may be able to be reused.

Specialized Requirements

Kitchen

- Standby, backup generation capacity is required to operate essential systems; kitchen systems must function during interruption of outside power supply with fuel for up to 48 hours.
- A non-slip floor will be used in the kitchen.
- The kitchen requires a laboratory-quality waste line to resist corrosive cleaners.

Kitchen Relationships



Legend

— Pedestrian Circulation

LAUNDRY

Overview

Laundry services will be provided on site, although sending laundry out to a contractor (including the Sheriff's Department) is an option if adjustments in the project's scope are needed. Currently linens are sent out to the Sheriff's Department, but the laundry facility described below has the capability of being self sufficient.

Options

The existing laundry needs equipment with greater capacity, but its current space has expansion potential. Two options (A and B) provide the spaces below in new construction, while Option C would provide the same spaces by expanding and renovating the laundry in its existing location.

Spaces

Laundry	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Sorting/Washers	430	1	430
Dryers/Folding Area	860	1	860
Cart Staging Room	120	1	120
Clean Clothing Storage	250	1	250
Supply Room	70	1	70
Total			1,730

Relationships. The following relationships govern the layout of this area (refer to the Overall Organization of Facilities diagram:

- The laundry is located in the core with other support functions such as food services, maintenance, storage, central plant and shared services such as administration, medical, indoor recreation and the playfield, specialized education areas, and visiting.

Common Requirements

- The laundry and related areas require excellent ventilation.
- Floor drains should be provided in wet areas.
- Floors may be polished and sealed concrete. Wall and roof surfaces should be smooth and pipes and conduit should be concealed to limit the build up of lint and make it easier to keep clean.

Furnishings and Fixtures (In Construction Contract). Washers and dryers will be reused from the existing facility. Added equipment will be needed given the facility expansion. Tables are required for sorting, folding, sewing and repair. The clothing storage room needs built in adjustable shelves covering all walls.

ADMINISTRATION

Overview

The administrative area serves the entire complex, though treatment programs also have a level of administration under the overall superintendent. This area contains one of the the primary entrances to the complex (others are at admissions and the courts, though it is possible that the courts could share an entry with administration).

Spaces

Administration	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Public Waiting	400	1	400
Public Restrooms (M/F)	120	2	240
Vending	80	1	80
Reception Counter	100	1	100
Clerical Area (3 staff)	80	3	240
Clerical Supervisor	100	1	100
Superintendent	170	1	170
Assistant Superintendent	150	1	150
Building Supervisors (5 desks)	420	1	420
Clerical Supervisor	120	1	120
Chaplain's Office	120	1	120
Auxiliary Executive Secretary	100	1	100
Office for Future Staff	100	2	200
Conference	400	1	400
Records	150	1	150
Photocopy/Supply	70	1	70
Total			3,060

Relationships

The following relationships govern the layout of this area (refer to the Administration diagram):

- Administration is part of the support core, though its main linkages are to the public and staff entry, with convenient controlled access for staff to the detention areas.
- There is a preference for separate entrances for public and staff. If the public enter here, they will have to be screened and admitted to secure perimeter by staff with remote electric locking.
- Superintendent and Assistant Superintendent have immediate access to the Clerical Supervisor; they are separate from primary visitor and staff circulation, but can be accessed from clerical.
- The Auxiliary Executive Secretary and Chaplain need to be accessible to the public.

- There is a close link between clerical and the Building Supervisors, who also are easily accessible to staff on their ways in and out of the facility.
- Staff need convenient access to administration and clerical for personnel and payroll matters and because clerical issues keys to some employees.
- Staff support space is conveniently located between administration and the secure parts of the facility.

Common Requirements

Spaces in this area have the following common requirements:

- All spaces meet ADA accessibility requirements. The path of entry for staff and visitors, including to restrooms and conveniences, must be accessible.
- Locks on doors between administration and the secure areas are operated by central control.
- Assume computers everywhere.
- All offices have windows which provide natural light and view.
- Floors are carpeted throughout, except restrooms which are tiled.

Specialized Requirements

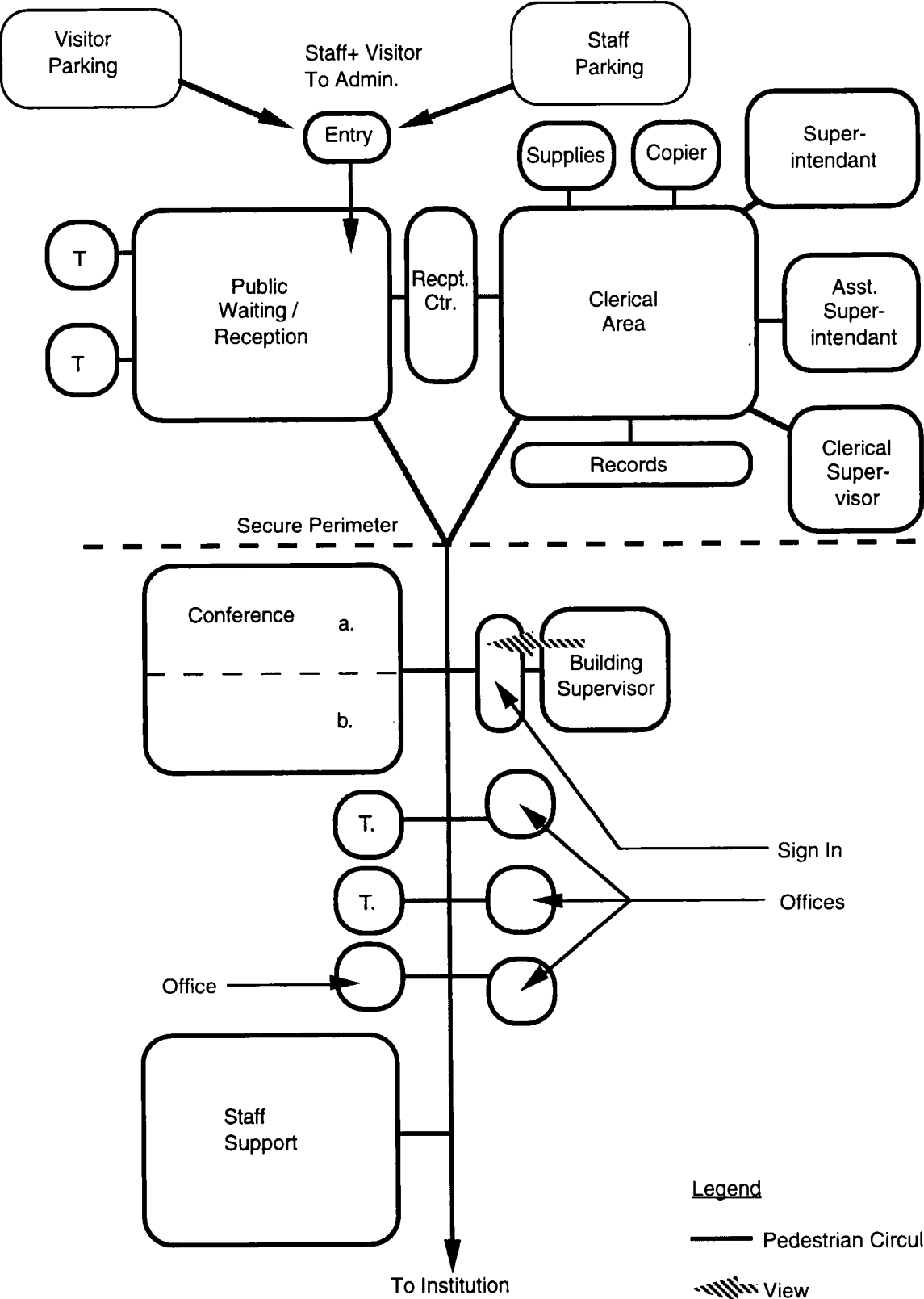
Reception counter is open to the public (it provides a barrier but is not glazed).

Photocopy/Supply: has copier, fax, printer, and immediate use clerical supplies.

Conference Room fixtures: multi flip charts, dry marker board with supplies storage, tack board, projection screen, clip strip, chair rail at drywall, sidelight at door. The room has an acoustically rated partition which allows it to be divided into two smaller rooms to allow multiple uses (e.g., testing).

Building Supervisors Office has shared items such as a scheduling board and three desks.

Administration Relationships



STAFF SUPPORT

Overview

A pleasant, quality space for staff use as a break area is to be provided. In addition, it is important that staff maintain their fitness; thus, an area that their staff association can furnish with exercise equipment is provided. However, staff eat in the housing units with the residents, so a staff dining area is not required. Similarly, staff are briefed in the unit, so a roll call area is not needed. Again, the Probation Department has a training facility at Douglas Drive, so designated training rooms are not needed.

Existing Facility and Options

The present staff break room has no windows and is very unpleasant. The present staff entry, administration areas and restrooms are not accessible to people with physical disabilities. Therefore, these spaces are not projected to be reused in any of the options.

Spaces

	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Staff Support			
Break Room	500	1	500
Changing, Toilets and Showers	200	2	400
Fitness Room	500	1	500
Locker Room	500	1	500
Subtotal, Net Assignable Area			1,900

Relationships

The following relationships govern the layout of this area (refer to the Administration diagram):

- The break, fitness and locker rooms should be located along staff's way in and out of the facility for convenience. The break area should be within the secure perimeter, preferably close to the kitchen.
- The men's and women's shower/changing rooms should both have direct access to the locker and fitness rooms.

Specialized Requirements

Break Room. Staff get two 15 minute breaks during the work day and may also use staff facilities before and after work. This room has the following features:

- Furnish the area with a combination of lounge and table seating, a VCR, TV, refrigerator, microwave, intercom paging from central control and in-house phone, local area phone, pay phone for long distance, and water cooler.
- Provide natural light.

- Space is sized for 30 occupants at 15 square feet each plus a counter.

Fitness Room. Provides space for universal machine, treadmill, stair climber and other items to be furnished by the staff association.

Locker Room. Provide a half locker for each employee to keep personal belongings on site. Anticipate a total of approximately 300 staff. Locate all lockers in one room for staff of both genders, separating men's and women's showers, changing areas and toilets.

Showers. Staff now run after work and also need the ability to wash off blood and chemicals. Each room contains two or three showers in addition to toilets, lavatories and urinals for the men.

Parking for staff should be secure and well lit, fenced with key card access, and sized for 2 shifts.

JUVENILE COURTS

Overview

The Juvenile Courts will have three courtrooms and be planned to accommodate two more in the future, if the site allows (which it is not currently believed to do). Each courtroom is used for the full range of juvenile court proceedings and has the same requirements. Proceedings consist of a wide variety of hearings, including trials (that are conducted without juries).

Courtrooms are supported by a range of ancillary spaces including judge's chambers, offices for court support staff, library/conference facilities, and so forth. Offices are also provided for the juvenile sections of the District Attorney and Public Defender.

The public enters through a security screening area and is provided with a comfortable area to wait in. For economy, this entry should also serve visitors to the juvenile hall (and the courts waiting area could serve waiting visitors, as well, when court is not in session). Separate waiting areas are designated for out of custody and in custody waiting as well as for victims and witnesses. Access for the public to staff areas is limited.

Spaces

Room Type	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Security Screening	200	1	200
Out-of-Custody Waiting	450	1	450
Public Restrooms	120	2	240
In-Custody Waiting	230	1	230
In-Custody Toilets	50	2	100
In-Custody Interview	60	4	240
Court Room	900	3	2,700
Courtroom Vestibule	60	3	180
Courtroom Storage	25	3	75
Judge's Chamber	260	3	780
Judge's Toilet	45	3	135
Judge's Closet	20	3	60
Holding Room	70	3	210
Adult Holding	70	1	70
Witness Waiting	80	2	160
Child/Witness Waiting	80	1	80
Attorney Conference	80	3	240
Clerical	70	3	210
Bailiff	70	3	210
Reporter	100	3	300
Deputy District Attorney	100	3	300
District Attorney Clerical	70	1	70
County Counsel Attorney	100	1	100
Public Defender Attorney	100	3	300
Public Defender Clerical	70	1	70

Continues, next page.

Room Type	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Evidence Storage	120	1	120
Reproduction/Equipment	70	1	70
Record Storage	230	1	230
Coffee Counter	20	1	20
Conference Room (10)	200	1	200
Conference Room (20)/Library	400	1	400
Total			8,750

Relationships

The following relationships govern the layout of this area:

- The facility will be divided into four functional zones: public, courtroom, staff, and custody. It is desirable for these zones to be served by three separate circulation systems: public, staff, and custody (with further separation of in-custody minors from in-custody parents and adult witnesses). The public would normally be excluded from the staff and custody circulation areas, though controlled access for attorneys and other visitors could be allowed. With more than one or two courts, it is necessary to have in-custody youth on a separate level (above or below) in order to completely separate staff and custody circulation. If this is not possible, they should be kept as separate as is practical.
- All public users and staff will pass through a security check point on their way into the building. Equipment will include an x-ray machine, metal detector and wand.
- After security screening, court staff will directly enter the court circulation zone. Public will enter a waiting area that gives access to the courts and offices.
- Each courtroom has its own entrance for the public. Access to the staff areas is controlled and can be gained by request over a phone or intercom.
- Courtroom and staff areas are to be interconnected via an isolated staff circulation corridor. In this arrangement, any judge or courtroom staff person could reach any courtroom (or other court staff space) from this common corridor.
- Direct, secure access will be provided between the Juvenile Hall and the courts, connecting to a secure waiting area. Minors will be conducted from the waiting area to one of the courtrooms without coming into contact with the public.
- It is important that provision be made for in-custody minors to meet with their parents and attorneys prior to their court appearance — without sacrificing security.

Common Requirements

Spaces in this area have the following common requirements:

- **Codes, Guidelines, and Standards:** *California Trial Court Facilities Standards*, apply to this facility, as do requirements from *The Courthouse*. In addition, accessibility recommendations are contained in *Opening the Courthouse Door* from the American Bar Association.
- **Architectural Requirements.** The image projected in waiting areas, courtrooms and chambers should be serious and dignified.
- **Security.** Space and equipment for security screening should be provided at the public entrance (this may also provide screening for other public visitors). The bench and clerk workstation should be bullet resistant. Lockers for purses, backpacks, and so forth are provided outside the secure perimeter (before security screening). Panic buttons are provided at the courtroom, chambers, and clerk's office; they sound at central control.
- **Ambient Environment.** There should be natural light in the courtrooms and all employee work areas, with higher ceilings in courtrooms. HVAC should be zoned for after hours and weekend use of chambers.
- **Systems.** Conduit should be provided for intensive use of equipment at the bench and clerk's desk. This may include use of video records and voice activated microphones (the capability for audio and video recording is provided). Counsel tables should also have conduit or cable to connect to court's database and power outlets for laptops. Four VCRs operate simultaneously to record proceeding, located for reporter near bench. A LAN system with CD ROM will be installed now for access to law texts; it is tied into downtown.
- **Site Development:** The main public entrance should be visible and identifiable from the major direction of approach and public parking; the design of planting, walkways, graphics and signage may be used to reinforce this. (See the Entry area below for outdoor waiting requirements.)

Furnishings and Fixtures (In Construction Contract). Furnishings in the courtroom and judge's chambers will have a light oak finish. See the next section for typical furnishing requirements.

Specialized Requirements By Room

Entry and Waiting: All visitors to the Juvenile Courts and Juvenile Hall will pass through a security screening point. A receptionist will check in visitors who are going to the courts and direct them to wait until called. The area should be furnished with comfortable, durable seating, posted information and instructions, quality materials, natural light, and a PA system from reception. Vending and a drinking fountain should be provided. It has direct access to public restrooms. An outdoor waiting area should be provided adjacent to the main entry. It should incorporate the following elements: be partially shaded or roofed, informal seating on sturdy benches and/or planter walls (if the tops are deep enough and at the correct height), ash receptacles and trash containers, possible location for drinking fountain and pay telephone.

Courtrooms. The courtroom is divided into two main areas: the well or litigation area and a rather small spectator area. The litigation area is separated from the spectator area by a rail; aisles leading from the spectator area to the litigation area have a barrier (such as a gate), providing physical as well as psychological separation of the two areas. The litigation area contains the judge's bench, witness stand, clerk's workstation, the bailiff's station, probation court officer station, court reporter's station, and separate attorneys' tables for the petitioner and defense. The spectator area accommodates a small number of observers, witnesses, attorneys, and other participants in the proceedings.

Occupants within the courtroom include the judge (or commissioner), court clerk, probation court officer, bailiff, court reporter, translator as needed, social services staff, deputy district attorneys, private attorneys and public defenders, defendant minors and their parents or guardians, witnesses.

The public is only allowed to observe juvenile proceedings under certain circumstances and are not usually present.

Courtrooms are located convenient to the main entrance and waiting areas for public circulation. Out-of-custody minors and their parents will enter and leave the courtroom from a non-secure waiting area. Entry and exit for out-of-custody participants should be through a vestibule (for sound control) to the waiting area and public lobby/public corridor system. Entry and exit for in-custody participants will be from a secure waiting area. It will either come via a secured corridor to juvenile hall or a controlled corridor from the same area as used by out-of-custody participants. All parts of the courtroom meet Title 24 and ADA handicap accessibility requirements, including the judge's bench, witness stand, spectator seating, and clerk's station.

The judge's bench, at the opposite end of the courtroom from the public entrance, has a clear view to all parts of the courtroom and has convenient access to the staff circulation corridor. The clerk should be to the side of the judge (as currently, not in front as in the other Superior courtrooms). The clerk's workstation is close enough to the judge's bench to enable the clerk and the judge to pass papers back and forth without standing; the workstation is near the staff circulation entrance used by court personnel and has a circulation path which allows the clerk to roll the cart of files and/or evidence to a position adjacent to the workstation. The witness stand is at the front of the courtroom next to judge's bench. Witness stand provides good visibility and acoustics for judge, court reporter (or recording device) and spectators. The witness stand is preferred to be a bit in front of the judge (but not too far) so the judge can see the face and hands of the witness. The stand should be raised one step and separated from the bench by a barrier. It may be angled toward the bench, if needed, for better visibility. The bailiff should be on the same side as the defense table (and the court officer), with very good access to the minor at the defense table and the witness stand and a clear view to all parts of the courtroom. The bailiff also needs very good access to the door to secure circulation, if there is one. The court reporter's workstation is in the litigation area; the court reporter has a clear view (for seeing lips and recording nonverbal responses) and excellent acoustic access to the witness stand, and judge's bench (for recording confidential conversations at the bench). Counsel tables, for prosecution and defense, are preferred if possible to be separated by about three feet for confidentiality; neither attorney should be seated closer to the judge than the other.

Provide a rail with gate for clear delineation between spectator seating and litigation area. Provide a built-in flip chart and tack board (near witness stand with good visibility from entire courtroom) with highest priority from judge's bench and counsel tables, a California state seal (generally mounted behind the bench); State of California flag and U. S. flag (generally displayed on either side of the bench). There will be a sign with department number and judge's name outside the main door to each courtroom.

Courtroom doors are lockable; door leading to secure circulation (if any) is lockable from both sides. An alarm system is required; the bench would have a button as would the clerk station. Bullet resistant material in the front of the bench is required.

Each courtroom should be zoned separately for HVAC allowing individual temperature maintenance for different courtroom occupant loads and independent use (such as future night court). Excellent acoustics are required with a high degree of acoustical separation from adjacent spaces. Lighting levels in the courtroom are controllable by clerk or bailiff to enhance viewing of video advisement and arraignment. Provide ability to control spectator and litigation areas independently.

Power and phones (with indicator lights for incoming calls) are provided at each work station; there is a wall clock located on a side wall in a position where it can be seen by most or all participants. The courtroom is wired for sound with microphones and speakers in appropriate locations. Plan for future use of computer terminals at clerk's workstation, judge's bench and court officer's desk by providing

conduit for telecommunications lines. Provide conduit from the reporter's station to their offices for computerized transcription system.

Courtroom image should instill respect and credibility. In general, finishes, materials, and fixtures are high quality construction and express the traditional character and dignity of the court. Light oak paneling is used on walls; furniture and fixtures match; the floor is carpeted.

Furnishings include a judge's bench (raised one step or 8"), witness stand (at same level as bench), clerk's workstation, bailiff's desk, reporter's work surface, court officer's workstation, two counsel tables, spectator seating for 12 to 15. In addition, there is an executive chair for the judge, 4 task chairs, and 8 arm chairs at the counsel tables.

Judge's Chambers: This is a fully enclosed, private office where judge conducts research, prepares cases, and holds confidential conferences and other meetings. Primarily used by assigned judge; judge's clerk and bailiff are frequent visitors. Judge's restroom is directly accessible from judge's chambers (or off a vestibule). There is also a closet for robes and coats. Diplomas and credentials are displayed on the wall. Judge's name displayed outside door to assigned chambers. Windows, if any, should be secure and be placed or screened to prevent view in from exterior. Doors are lockable with closers. There is a panic alarm button at desk which enunciates at bailiff's desk. View to exterior is desirable; avoid view into judge's chambers from public areas. Provide jack for phone/intercom and conduit for computer terminal cabling to judge's desk and credenza. Finishes and materials reflect and contribute to the elevated image of the position; light oak paneling on walls, carpet on floor. At least 200 linear feet of built-in book shelves are provided. Furnishings include an executive chair, a large desk, a credenza with 2 lateral file drawers, and a small conference table and 4 to 6 occasional chairs.

Reporter's Office: This is a standard office, furnished with a desk and computer return, second work surface, desk chair, two drawer lateral file cabinet, six linear feet of book cases or cabinets for storing supplies, and two visitor chairs. Conduit is provided from this office to the courtroom to allow for connection of automated, computer-based reporting devices.

The office provides workspace outside of the courtrooms for court reporters to prepare and complete court transcripts — tasks which typically require intense concentration and lack of distraction. The reporters are contractors to the county who are provided space to perform their work. As contractors the court reporters provide their own equipment and need to be able to protect it. A court reporter's office should be located convenient to each courtroom since the ability to quickly return to the courtroom at the end of a recess is important.

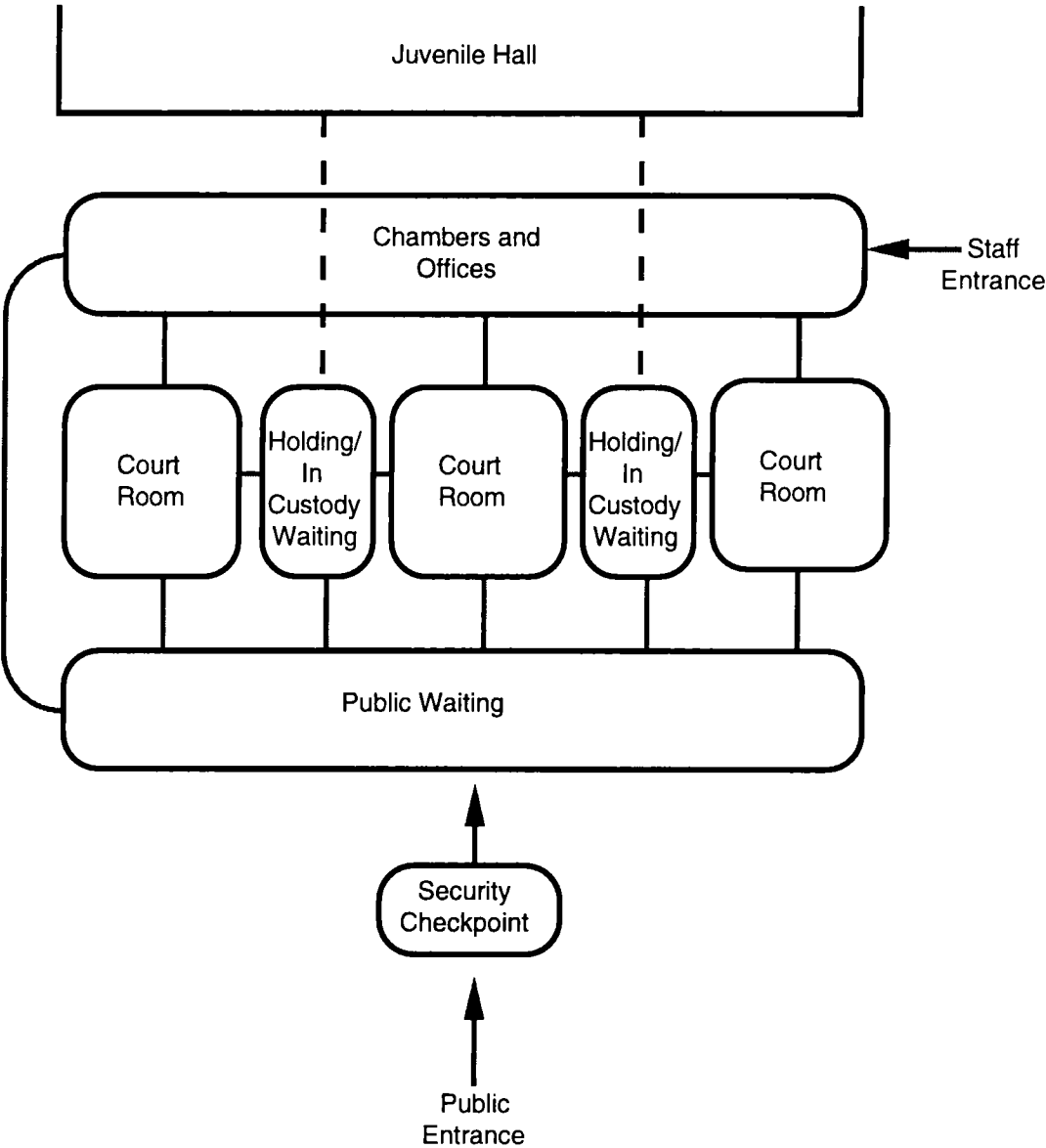
Conference Rooms/Library: These are standard office/conference spaces; the larger one has one (or more) wall(s) paneled with wooden book cases for law books. A conference table and seating for 10 and 20 are provided in the two rooms.

Clerk/Bailiff: This area combines work space for the courtroom clerk and bailiff with a buffer to the public and reception area for the judge's chambers. It has standard office furnishings with two desks and two visitor chairs.

Attorney/Client Conference: This room accommodates conferences and interviews among out of custody youth, their families and their attorneys immediately prior to (or perhaps during) their appearance in court. The room is carpeted and has a 36" round table and four to five seats. It is acoustically private and glazed at the front for safety and so that its availability can be known from outside. A phone jack and electrical outlet are provided. The room is accessible from the court's entry vestibule or from the general waiting area.

Coffee/Break Area: A coffee/snack counter will be shared by the courts and accessible to the judges and other staff. It will have a counter and cabinets with a sink and space for a coffee pot, microwave, and small refrigerator.

Court Relationships



Legend

— Pedestrian Circulation

FACILITY SUPPORT

Overview

Facility support consists of the warehouse, maintenance shops, and mechanical spaces (the latter are not specifically identified in the program, but are allowed for in the factors used to convert usable to gross area).

Central, bulk storage is provided at the warehouse. Among the items stored are spare furniture and equipment, household items (paper and cleaning products), extra clothing that is not yet in use, office supplies, and other items.

The maintenance shop provides a location for the maintenance staff to keep tools and equipment and to perform basic maintenance and repairs on a wide variety of items. The shop will have hand and power tools, a work bench, and a desk area for paper work.

Options

Two of the options create new facility support areas, while Option C retains and expands these functions in their current general locations.

Spaces

Room Type	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Warehouse	2,240	1	2,240
Stores Clerk	100	1	100
Maintenance Workshop	600	1	600
Maintenance Storage	200	1	200
Maintenance Supervisor Office	100	1	100
Locker/Toilet/Shower	60	1	60
Total			3,300
Receiving/Loading Dock (exterior)			160

Relationships

The following relationships govern the layout of this area:

- The support areas are served by a loading dock accessed from a service yard.
- The service yard is outside the secure perimeter.
- The loading dock serves general storage, maintenance, and if possible the kitchen.
- It is desirable that the central plant also be accessible from the service yard.

Common Requirements

Spaces in this area have the following common requirements:

- Truck high floor, if possible.
- A tall ceiling is desirable (16' or higher if possible).
- The floor will be designed to support a live load of 250 pounds per square foot (standard warehouse capacity). The floor is smooth finished, sealed concrete.
- Rails or bumpers are required for walls. Columns require bollards or other protection from carts.
- Roll up and man doors at the dock; all lockable.

Specialized Requirements

Loading Dock

The loading dock will have the following characteristics:

- Truck height with dock leveler.
- Depth of at least 8' for unloading; width of at least 20'; slope to drain away from the building.
- Roll up and man doors to the storage area.
- Continuous bumpers to protect from impact.
- Overhangs to protect materials that are being loaded (it is preferable for the docks to face away from the direction of storm winds).
- Lighting of the dock and apron.
- Ramp and stairs to ground level.
- Adequate space is provided for the circulation and parking of large truck.
- A 50' parking apron is concrete (other areas can be asphalt).
- Enclosed area for trash compactor and dumpsters.

Warehouse

- There is a fully enclosed, standard lockable office for the stores clerk. It should be located near the entry to the warehouse with a door and window to the exterior and one to the interior of the warehouse.
- A lockable roll-up door and an adjacent man door to the dock.
- Heavy duty steel shelving units are provided in all areas that require shelves. These are modular, relocatable, and fully braced laterally.

The following items will be stored in the warehouse:

Spare Furniture and Equipment: Extra residential furniture (enough for 1 living unit), mattresses, office furniture, extra televisions, extra washer and dryer, etc.

Household Supplies: Cleaning and maintenance materials and tools, toilet paper, soap, and other supplies that are purchased in bulk.

Clothing: A limited amount of all sizes of clothes for youth including pants, shirts, underwear socks, shoes, etc. in boxes on shelves.

Office Supplies: Forms, paper, envelopes, pens, pencils, and a wide variety of other items in bulk packages on shelves.

Records Storage: Includes youth and staff records which must be kept for a period of years. Stored on shelves in file boxes. Enclosed with chain link fence and locked gate due to confidentiality.

Depository: Surplus, broken down, and unusable equipment (prior to disposal).

Maintenance Shop and Storage

- Abundant electrical outlets (especially near the workbenches).
- A variety of cabinets, shelves and racks for storing large and small spare parts, replacement items (such as windows), and building materials (plywood, wall board, lumber, plastic and metal pipe, etc.)
- Provisions for storing paint and other volatiles in a manner that meets all standards for flammability and ventilation.
- One full height roll up door as well as a man door.
- Verify all OSHA requirements (e.g., for eyewash sink and emergency shower with pull ring).
- Workspace and communications connections for fax machine and computer.

Service Yard

A service yard is provided outside the secure perimeter. The service yard provides access, turning, loading, and parking spaces for large trucks delivering items to the kitchen and general storage. The service yard has the following requirements:

- Parking for maintenance vehicles, contractors, and outside service personnel.
- Receives deliveries of food, laundry, and supplies to maintenance and general storage.
- Area for holding and pickup of trash as well as separation of items for recycling.

COMMUNITY SERVICES AND HOME SUPERVISION

Overview

There are two types of community service programs in which juveniles are ordered to serve by the court. One is a weekend program of participation on work crews which involves about 1,000 juveniles per year. They do public works projects in the parks with most working both Saturday and Sunday for 3 to 4 weekends. Another 300-400 juveniles per year do midweek service for a non-profit organization of their choice. The juveniles enter into contracts and when the terms have been met, they are signed off. The organization returns a time sheet showing the juvenile's involvement.

Home Supervision is a form of "house arrest" in which the juveniles can only go out with their parents and with the approval of the group counselor. Forty juveniles are on home supervision at present. There are 4 full time group counselors for this program; they spend most of their time in the field. They try to see each juvenile once a day or to make two or three telephone contacts each day. The Home Supervision office is now located in a trailer at the Court. There is one office with 5 desks crammed together. Typically only one or two people are in the office; counselors work staggered shifts from 8:30 am to 9:30 pm plus weekends.

Spaces

Community Services	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)
Supervisor	120	1	120
Juvenile Community Services Program			
Program Assistant	100	1	100
Briefing Room	240	1	240
Sign-In Area	180	1	180
Storage	70	1	70
Tool Storage	70	1	70
Home Supervision			
Group Counselors	520	1	520
Clerk	70	1	70
Interview	50	1	50
Computer Room	70	1	70
Total			1,490

Relationships

The following relationships govern the layout of this area:

- The Home Supervision office needs to have reasonable proximity to the courts but does not have to be right next to the court. The juveniles and their parents come in to this office so it requires some public contact.
- The Community Service storage room needs to have access to 11 spaces for van parking (3,850 SF).

Specialized Requirements for Community Services

Briefing Room. This will be for the crew leaders, the program assistant, the supervisor and 8 or more youth. It needs to have a sign-in table and chairs.

Storage Room. This needs to have an outside door and vehicle access to van parking. This will provide for storage of garden tools on racks and power tools in locked cabinets. This room needs to have good access to a bathroom. The room must be well ventilated and have a one-hour separation from surrounding spaces to enable the storage of gasoline.

TRANSITIONAL LIVING CENTER

Overview

The transitional living center serves minors who have been adjudicated and are awaiting placement in a non secure setting such as a group home or (less often) a foster home. In many cases, a minor may have failed a placement and be waiting for another placement or for a space to become available at the Boys' Ranch. Other circumstances may include when the child is required to wait a day or more for a responsible adult to arrive in order to be released to him or her.

The key purpose of the center is to prepare minors to succeed in the placement to which they will be going. Such preparation will be the focus of the program as offered by counselors and teachers. The transitional living center will be coed.

Because the minors are headed to (or have come from) non secure placements, it is appropriate for the transitional living center to be non secure (unlocked). Since the center represents a period of transition from detention to placement, there will be a considerable degree of structure to the daily living routine along with opportunities to display responsible behavior.

While recommended by the advisory committee for location on the Glacier Drive site, the center should be physically and psychologically separate from the Juvenile Hall. The environment will be institutional but not punitive and should be more economical to build than detention housing.

The center must be self contained in terms of services and activities. However, by being located at the Glacier Drive site, it will be able to utilize support services such as kitchen and laundry (and perhaps recreation and medical services), but there will be no contact between minors in the center and those in detention.

Options

All three options retain Lion's Gate as the Center for comparability. However, it would be possible for any of the options to provide new construction for the transitional living center. See the section within Chapter III that discusses the pros and cons of these two approaches and the degree to which the Lion's Gate facility can meet the requirements stated below.

Spaces

The spaces below are based upon a twelve bed unit, dry single and double rooms, and residential style bathrooms.

Room Type	Unit Net Area (SF)	No. Units	Subtotal Net Area (SF)	
Administration/Visiting				
Entry/Lobby/Waiting	240	1	240	
Public Restrooms	80	2	160	
Director	160	1	160	
Supervisor (1/shift)	120	1	120	Shared by 3
Reception/Clerical (2 stations)	120	1	120	
Program Staff Office	120	2	240	
Copy/storage	100	1	100	
Conference/Therapy	240	1	240	
Visiting/Counseling (smaller)	80	2	160	
Visiting/Counseling (larger)	160	2	320	
Staff Break Area/Lockers	160	1	160	
Staff Restrooms	60	2	120	
School				
Classroom (12 students)	300	4	1,200	
Library, media, computers	300	1	300	
Classroom Storage	50	4	200	
Teacher Preparation	160	1	160	
Support				
Multipurpose/recreation	1,000	1	1,000	
Youth Toilet	40	1	40	
Medical Office	120	1	120	
Medical Exam	140	1	140	
Receiving/dock	200	1	200	
Food Cart Staging	120	1	120	
Personal Property Storage	120	1	120	
General Storage	400	1	400	
Linen Storage	100	1	100	
Maintenance Storage	120	1	120	
Housing Units (4 at 12 beds each)				
Dayroom	35	12	420	35 sf/youth
Dining Room	180	1	180	15 sf/youth
Servery	80	1	80	
Counselor Workstation	80	1	80	
Single Sleeping Room	100	6	600	
Double Sleeping Room	100	3	300	
Bathroom	50	1	50	
ADA Bathroom	60	1	60	
Unit Laundry	80	1	80	
Interview Room	80	1	80	
General Storage	100	1	100	
Janitor's Closet	50	1	50	
Subtotal, each unit			2,080	
Subtotal, 4 units			8,320	
Total			14,680	
Outdoor Recreation Courtyard	2,000	4	8,000	

Relationships

The following relationships govern the layout of this area:

- Housing units should be paired for more economical joint supervision at night.
- There should be a path to move minors to and from Juvenile Hall, but most access to transition living should be independent of Juvenile Hall. Residents should have access to specialized classrooms, gymnasium, medical, and other shared services without interaction with detention population.
- Bathrooms should be accessed from the dayroom and thus convenient to sleeping rooms.
- Outdoor recreation should be accessed from the dayroom.
- The counselor's workstation should have a good view of the dayroom.

Common Requirements

- Construction should be consistent with a college dormitory: durable quality that is esthetically pleasing.
- Floors should be carpeted except at bathrooms and high traffic areas more subject to weather (like exterior entrances).

Furnishings and Fixtures (In Contract): see Specialized Requirements, below.

Specialized Requirements

Dayroom. Acoustical ceiling, carpeting, a variety of seating, resident telephone, storage cabinets, TV and VCR, visual contact with outdoor recreation, natural light, ambience of a living room.

Counselor Workstation. Does not have to be directly in the dayroom, but must have visual and auditory contact with the dayroom. Desk or counter workstation with chair, phone, drawers, and other storage.

Sleeping Rooms. A mix of single and double rooms is provided. For each occupant, the sleeping room provides a bed, desk or workspace, chair, and storage for clothing and property. Windows may be operable. Doors may have dormitory locks keyed on the outside with push button on inside.

Bathroom. Three fixture bathroom with toilet, lavatory and shower. Fixtures to be commercial grade porcelain. Ceramic mosaic floor, wainscot, and shower surround recommended for durability. One bathroom in each housing unit will meet ADA accessibility requirements.

Interview/Counseling Room. Acoustically separate from adjacent spaces to maintain confidentiality of normal speech.

Servery. Space in each unit's servery shall be designed with sink, range and oven for occupants who wish to learn or practice cooking and baking.

III IMPLEMENTATION OPTIONS

ASSESSMENT OF EXISTING SITE AND BUILDING

Contra Costa County Juvenile Hall occupies 53,195 square feet at 202 Glacier Drive in Martinez. The facility has been built through a series of phases beginning with the Administration Building (year of construction unknown). Two wings with four housing units, kitchen, and storage were completed in 1949. Two additional housing units, a juvenile court, intake, and central control were built in 1971, along with the renovation of one of the 1949 housing units into a treatment center. A gymnasium was added in 1974.

Other buildings on site include Lion's Gate and Pride House. Lion's Gate has 24,660 square feet built in two phases. The first phase was built as a treatment center. A recent addition was added by a private program provider operating the facility as a shelter. Pride House was built as a shelter facility and is currently being used for a recycling program and miscellaneous storage.

An assessment of the Juvenile Hall was performed by a team of two architects, a civil engineer, a mechanical/electrical engineer, and a structural engineer. An architect subsequently conducted a field investigation of Lion's Gate and Pride House. Findings of the assessment are presented below. Results of the consulting engineers' evaluations are summarized below, with more detailed reports attached as appendices.

Summary

The Juvenile Hall's architectural, mechanical, and electrical systems need to be upgraded. While the building is structurally sound under normal load conditions, there are concerns regarding the extreme irregularity of its structural layout and the seismic standards to which it was designed and built. These concerns should be confirmed or resolved with an in-depth structural analysis, followed by a seismic retrofit to current standards if needed. In order to continue using sections of the building constructed prior to 1971 it will be necessary to replace all architectural, mechanical, and electrical systems. Communications systems in new portions of the facility would also need upgrading.

The configuration of the existing structure also poses operational concerns. Podular housing unit arrangements are preferred in contemporary juvenile detention facilities for the superior ability to monitor and maintain control of resident's behaviors. The existing building envelope was planned around a linear organization within the housing units. Its shell does not lend itself to renovation into podular style housing, nor does it contain sufficient area to include all of the required space for those operations.

Lion's Gate is appropriately designed for non-secure residential programs. Its interior finishes and some of its roofing are in extremely bad shape and require renovation, but its exterior envelope otherwise needs some minor repairs. Pride House's original design was appropriate to non-secure residential programs, but numerous changes need to be reversed for it to be returned to such a use. While the building is currently underutilized, its interior finishes are in very poor condition. Exterior walls are in suitable condition, but membrane roofing needs to be replaced.

Juvenile Hall

Juvenile Hall was built in two major increments, separated by 20 years. While there is a symmetry to the overall organization of the facility, primary circulation occurs along three major corridors that intersect at roughly 60° angles. The facility is built on two levels responding to changes in site elevation. Portions of the lower level are not connected, and the building's only elevator is not rated to carry passengers. This presents two major problems. It is extremely difficult and staff intensive to monitor the movement of minors throughout the facility. Emergency response is hampered by the fact that staff who are assigned

this critical function are based on the lower level at the extreme end of the corridor system, remote from the housing units and classrooms where they are most often needed.

Another major deficit of the facility's physical organization is the multiple points of entry into the facility. In addition to the primary entrances at administration and booking, there are numerous doorways throughout the facility that are used by staff to navigate the two level labyrinth. Examples include exits at the back of Sierra Unit's juvenile court area and the access to the medical area on the second level with administration. Not to use these doorways would be highly inconvenient, but their use undermines security.

The Juvenile Hall is not without assets. The structural shell is durable and founded upon sandstone, giving every indication it could last for a very long time to come, provided that it receives a necessary seismic upgrade. The facility has an excellent gymnasium for secure, indoor recreation and three classrooms that are in decent condition. Extensive storage space has been developed under the Yosemite and Diablo units that would be too expensive to fully replace.

Some aspects of the facility are not up to current standards. Although the facility is on two levels, there is no elevator approved for passenger use. Sleeping rooms throughout the facility have fire sprinklers, but only Monticello and Tamalpais units are fully sprinklered. There is asbestos insulating the boiler, much of the piping, and duct joints, although asbestos studies that have been done do not indicate there is an immediate risk.

Some facility-wide systems have reached the end of their life expectancy, suffer from obsolescence, or are overburdened by current operations. Telecommunications conduits are full. The resulting cross-talk between unshielded cables causes false positives from the personal alarm system and renders the intercom system ineffective. The boiler and associated plumbing need replacement and the main sewer lateral from the facility is both undersized and damaged in areas. Demand is exceeding the capacity of plumbing and electrical systems throughout.

If the building is retained, most of the architectural, mechanical, and electrical systems in the older section need to be replaced. Floor finishes have worn totally through in areas. Operable windows present security and maintenance problems. Locks are obsolete, with parts no longer available.

The facility has outgrown its **central control** and booking counter. This post is responsible for monitoring the facility as a whole as well as the admission and juvenile court areas. This is appropriate for a smaller facility, but too much to expect for a facility this size. The area is poorly organized, with essential systems located remote from one another. The intercom, personal alarm, and audio monitoring systems are obsolete and too overburdened to perform reliably. The video monitoring system was poorly configured in the first place, with too many small monitors presenting too much simultaneous information for anyone to attend to.

The layout of the **older detention units** reflects a previous generation of facility design. The linear organization does not provide the ability for staff to simultaneously supervise all areas of the unit, as do podular units such as Tamalpais. The program requirements call for all wet cells, but only a portion of the older housing units are plumbed for toilets and none have drainage for overflow.

While the **newer housing units** of Monticello and Tamalpais are superior to the older units, they are not without problems. Their podular design provides good visual supervision by staff and there is a manageable number of sleeping rooms in each unit. They have abundant storage and direct access to classrooms and program space. However, there is inadequate acoustical treatment, so noise levels can be a nuisance and impair conversation between residents and staff. The window wall system used in these units is marginally appropriate for detention use. The clerestory windows are a clever idea,

providing both the dayrooms and sleeping rooms with natural light with minimal opportunities for escape or vandalism. Unfortunately, the level of natural light in the sleeping rooms suffers, in part due to an overuse of dark-hued colors. The assets of these units still outweigh their deficits, and they should continue to be usable through the planning period.

The **education** program occupies portions of older and newer construction. The newer classrooms are in good condition. Some older ones have been cribbed out of old dining rooms with mixed results. Although support space is available, its configuration is inefficient and its environmental conditions have been the subject of numerous complaints.

The **kitchen** is too small for the population it currently has to serve and cannot support growth. More kitchen equipment is needed to serve the current population, but there is not enough space or hood capacity to add the necessary equipment. Support space is entirely inadequate, as evidenced by the use of corridor space by the kitchen staff for storage and offices.

There is also inadequate cooler capacity and the lack of ventilation is a source of complaints. Some improvements are in process, such as waste lines being replaced through Prop 86 funds. Significant renovation could enable the kitchen to meet the facility's needs through 2005.

Admission is located in the Sierra Unit with central control, visiting, and the juvenile court. As mentioned above, there are too many functions in a single space for a facility this size. For example, the central control and booking desk also controls visiting. Because admission and visiting involve different needs and users, each function should have its own facility and image. The mixing of in-custody and out-of-custody minors waiting for court hearings is also a problem. There are no vehicular or pedestrian sallyports to the area. There is a semi-enclosed vehicle courtyard but no gate, although it could easily be added. Minors have escaped by running from the police who were delivering them to the Hall. The control system for the locks suffers from inadequate line voltage. The intake facilities themselves are serviceable, and could meet the facility's needs through the planning period with some separation of functions and minor expansion. The downstairs location is a problem because it makes both emergency response and the escort of uncooperative minors difficult. Another problem is that police officers do not check their guns until they reach the desk where there are a few gun lockers. Lockers should be outside so that the gun can be secured before the youth is taken out of the car (for officer safety) and before the officer is inside the facility (for everyone else's safety). This major safety issue should be addressed as soon as possible.

The **juvenile court** area is wholly inadequate. There is inadequate space for all court functions, and it is almost impossible to control access in a way that meets the court's security needs.

The **laundry** needs equipment with more capacity. The currently used space has expansion potential.

Medical is located on the upper level of the administrative area outside of secure perimeter. This location presents a threat to security. The Juvenile Hall also has limited options for managing infectious cases on-site.

Lion's Gate

Lion's Gate can be assumed to be of light frame construction. Exterior walls are clad in stucco with brick clad accent walls near the entrance. Windows have light duty metal frames accented by wood trim on the exterior. The building has hip roofs with asbestos shingles on the original portion and composition shingles on the addition.

The original building has an administrative core area and two housing wings. An addition at the end of one of the wings consists of a dayroom space with two more housing wings. The housing wings are linear configurations with predominately single rooms on either side of double loaded corridors. Overall, the layout is generally appropriate for a non-secure facility. A major problem with the organization is that youths must be brought through the older housing area to get to the newer housing areas. This compromises the ability to keep different types of youths separate.

The exterior of Lion's Gate has some deferred maintenance that needs attention. Hardboard panels near the entrance to the original building are degrading and should be replaced. Damaged window frames were evident in a number of locations throughout the building. Workers and youths walking on the roof have broken a large number of the brittle roofing shingles on the original building. Roofing in this area should be entirely replaced. Roofing on the addition is seemed to be in excellent condition, however none of the addition's other building systems were in good condition. For example, a number of exterior doors in the addition seemed to be literally falling out of their frames.

The condition of flooring, wall finishes and ceilings varies. Vinyl tile flooring is largely intact in most areas but badly needs cleaning. Wall finishes have experienced a lot of abuse and inadequate maintenance. Proper repairs or replacement are needed for about 20% of the wall surfaces and minor repairs and refinishing are needed for the rest. Mechanically fastened acoustical ceiling tiles were damaged throughout. Areas with plaster or wallboard ceilings were in adequate repair.

Toilet rooms have good quality tile flooring and wall surfaces that are still serviceable. Casework, toilet partitions, ceilings, accessories, and shower fixtures need to be replaced. Plumbing fixtures looked to be usable, but staff indicated they were maintenance intensive (which could be an operational issue as much as a technical one).

In general, Lion's Gate is appropriately designed for a non-secure residential facility. It could be suitable for use as a transitional living center with repairs to the exterior and major work on finishes and fixtures on the interior.

Pride House

Pride House was designed as a receiving home to shelter youth. It consists of a rectangular administration and service core with a podular housing unit at each end. A pre-engineered metal building has recently been added as part of its current use as a recycling center.

The building probably has light frame exterior walls with vertical wood siding. A mansard clad in asbestos shingles surrounds a low-slope built-up roof. Exterior windows are heavy gauge aluminum frames.

Interior partitions in the core area appear to be demountable partitions with hollow steel interior windows and hollow metal doors. Conventional framing seemed to be used in the housing areas. Ceilings are mechanically fastened acoustical tiles. A fire sprinkler system has been added to areas where paper is stored and handled, but there is insufficient capacity to cover the entire building.

Exterior walls were in good condition, but the roof has reached the end of its useful life and exterior windows show the signs of much abuse. Interior finishes are in extremely poor condition probably caused by abuse when it was a shelter and the intensity of its current use as a maintenance facility. The HVAC system is reportedly obsolete and kept operating with parts adapted from other systems.

Overall, the Pride House space is not being used to its full potential and industrial space would be more appropriate for the storage and recycling operations currently housed there. However, the interior

systems are in very bad condition probably caused by age, deferred maintenance, and inappropriate use. Pride House presents a usable resource: it is in need of a great deal of work in order to be restored to its highest use.

FACILITY DEVELOPMENT OPTIONS

OVERVIEW OF OPTIONS

This section presents three options for satisfying the requirements stated in the Design Program articulated in Chapter II of this report. The purpose of these options is to test the feasibility of fitting needed facilities on the Glacier Drive site, to assess the ability of existing facilities to accommodate future functions and to fit into an overall plan, and to provide a basis for a preliminary cost estimate.

Site plan diagrams of the three options, identified as Plans A, B and C, are provided at the end of this section. Because these plans are highly conceptual, they will need a great deal of study and development when design proceeds.

The three options have some **common features**. All options:

- Provide a net total of 348 beds on site and increase parking.
- Are located at the site of the existing Juvenile Hall on Glacier Drive.
- Propose a campus plan arrangement with residential units and support facilities.
- Entail some degree of demolition, remodeling, and new construction and all make at least some use of the existing Juvenile Hall.
- Retain Tamalpais, Monticello, Sierra and the gymnasium because they are of relatively recent construction. Sierra will be renovated for treatment support and community services. Monticello and Tamalpais will be retained as 20 bed treatment units.
- Retain and renovate Lion's Gate for the transitional living center (but all options are laid out in such a way that Lion's Gate could be demolished and rebuilt on the same site area).

Otherwise, the extent to which other existing structures are preserved varies among the three options. Of the three, Plans A and B propose the demolition of more of the existing buildings — principally the oldest wings of the hall — and, therefore, require more new construction. Plan C retains all of the oldest parts of the hall and subjects them to the total “gut remodel” that they require in order to be used as treatment housing units. (Even with remodeling they are not acceptable for detention housing due to their layout, which inhibits visibility and requires significantly more staffing to approach acceptable levels of supervision and security.)

Plans A and B

Plans A and B are very similar in design, but locate their new construction on different portions of the site. In both plans, portions of the existing juvenile hall (administration, school, courts, Yosemite, Diablo, and Lassen) will be demolished and replaced either with new housing and support space or with a new recreation yard.

The most significant differences between Plans A and B involve the location of new construction on the site, with associated differences in the internal organization of the complex and site circulation. Both plans locate 160 detention beds, admissions and release, juvenile courts, administration, and visiting at the existing recreation field. The two plans have different locations for a second wing with 40 detention beds, 40 treatment beds, a 20 bed mental health program, kitchen, laundry, health services, and central education space. Plan A locates the second wing at the south side of the site, while Plan B locates it

near the center of the site just north of Monticello and Tamalpais. In both plans, a corridor would connect Sierra with kitchen, laundry, and support spaces.

Plan C

Plan C presents a different approach by retaining the existing play field and reusing the existing Juvenile Hall buildings. However, it demolishes Pride House (the recycling center) to provide room for a new 200 bed detention structure, organized around a single corridor running east to west. Admission and release will be located at the west end.

The new wing would be connected to the existing hall by a two story support services building joined to the north end of the existing administrative wing. The ground level would contain administration, central control at the hub, visiting, and some of the expanded food services. The upper level would house three juvenile court departments.

The oldest part of the existing Juvenile Hall would be stripped to its bare walls and renovated. The renovation would entail demolition of existing interiors. A seismic retrofit would be performed (as described in Appendix 7). All asbestos would be removed, along with the existing worn-out mechanical, electrical and plumbing systems. All interior and exterior doors and windows would be replaced. The building would be provided with completely new finish, electrical, lighting, communications, plumbing, and HVAC systems.

In terms of utilization of space in the old wings, the old Pre-placement Center (most recently used for juvenile court) would be assigned to the Mental Health (Ventura) program. Lassen would be used for health services. The existing administration area would provide support space for the kitchen (much of which will be in new construction). The existing newer classrooms will be modified as necessary to serve as the shared special-purpose classes. The current education administration area, the classrooms in the former dining area, and the second floor of the administration wing would be remodeled for the balance of the central education services.

Plan C was developed to provide the best achievable circulation patterns between new and existing buildings. Detained minors would spend most of their time in the new buildings. Vertical circulation points would enable minors to be brought to court completely separate from staff and visitors. Detained minors could have secure access to the recreation field from the east end of the main corridor. Their access to shared classrooms, health services, and the gym would be a bit complex. Minors would come from their housing units to central control, where movement to the upper level would be monitored. Once on the upper level, access to educational services would be fairly direct, but access to the gym and health services entail movement through a series of corridors. Movement to education and the gym could be escorted in groups by the housing units' counselors. However, movement to health services would either require the escort of individuals and small groups or a fixed post for the day and swing shifts on the second level to monitor unescorted movements. While costly, the fixed post would be the more economical alternative, and would provide the ability to monitor movement on the second level.

Visitors to treatment programs would have separate access through Sierra. The mental health unit would have direct access for visitors using an existing entrance. Minors in these programs would have convenient access to shared classrooms, health services, and the gym. The most inconvenient aspect of circulation for treatment programs would be between the housing units on the upper level and the counseling and administrative spaces on the lower level. An elevator would be added to facilitate movement and meet accessibility requirements.

PHASING

Phasing Objectives

Each of the three plans would be need to be built in phases in order to meet a number of objectives:

- Keep the Juvenile Hall fully operational at all times.
- Allow outmoded portions of the Hall to be replaced or remodeled over time.
- Allow incremental development, so that the County is not required to raise all needed funds at one time.
- Allow capacity to be added as needed, in reasonably sized increments (pieces that are not too small).
- Allow growth at later phases to occur on other sites, to prevent the Hall from becoming too large an institution.
- Preserve and reuse newer housing units, the gym, and perhaps the newer part of the school.

Future Phases

Given realistic assumptions about parking (that it will be on grade rather than in a structure) 348 beds and three courtrooms is very close to the maximum that the site will support. Since all funding for the proposed project may not become available initially, a portion sufficient to replace existing beds could be constructed first, allowing most of the existing facility to be demolished.

Future phases beyond the 348 beds planned in this project would have to be built somewhere other than the Glacier Drive site. This document includes a preliminary description of satellite juvenile facilities (with beds and courtrooms) that might be constructed at West and perhaps East County. In addition, the transitional living center could be located off site. These strategies could enable fewer beds to be constructed at Glacier Drive and/or accommodate additional future system needs. However, the county will have to identify other sites for regional intake and assessment centers, future juvenile hall capacity (although the regional centers could meet this need), and the transitional living center, not located at Glacier Drive.

Phasing of Plans A and B

Each of these options has two new wings which could be built at different times. Before any construction could begin, a temporary recreation field would need to be created. This would allow the construction of a wing with 160 detention beds in the existing recreation field. After this wing is complete, demolition of the older part of the existing Juvenile Hall would take place. The second new wing and the new recreation field would be constructed after the old buildings are demolished. When the recreation field is complete, the temporary field would be replaced with additional parking.

Phasing of Plan C

As a first step, Pride House (the recycling center) would be demolished to make room for the construction of two new wings, with a total of 200 detention beds, as well as the support building, which connects to the existing administrative wing. Once the new construction is complete and occupied, the existing wings of the old Juvenile Hall would be remodeled.

COMPARISON OF PLANS

Plan A Advantages

- There would be minimal disruption of operations by construction.
- The plan would provide housing units that are efficient to operate. Other than 40 treatment beds, the only housing units retained in this plan have efficient podular designs. New treatment housing units would have the flexibility to be used for detention populations without additional staffing.
- All support functions would also be accommodated in newly constructed, high quality space.
- Compared to Plan B, this plan provides a larger recreation field.
- Compared to Plan B, this plan provides better separation of the service yard.

Plan A Disadvantages

- Parking would be disrupted during construction.
- Parking is far from courts and visiting.
- A temporary recreation field would be required during construction.
- In order to gain public access to the renovated Sierra unit (for Community Services), a conflict is created with the new housing units' access to the new recreation field.
- Demolition of the older part of the juvenile hall is required, as well as the removal or regrading of a considerable amount of earth and the construction of retaining walls.

Plan B Advantages

- There would be minimal disruption of operations by construction.
- The plan would provide housing units that are efficient to operate. Other than 40 treatment beds, the only housing units retained in this plan have efficient podular designs. New treatment housing units would have the flexibility to be used for detention populations without additional staffing.
- All support functions would also be accommodated in newly constructed, high quality space.
- Compared to Plan A, this plan maintains a better buffer to housing at the south.
- Compared to Plan A, this plan provides more convenient linkages to the gym.

- Compared to Plan A, this plan provides better access to the service yard.

Plan B Disadvantages

- Parking would be disrupted during construction.
- Parking is far from courts and visiting.
- A temporary recreation field would be required during construction.
- Demolition of the older part of the juvenile hall is required, as well as the removal or regrading of a considerable amount of earth and the construction of retaining walls.

Plan C Advantages

- New detention housing, administration, admission and release, juvenile courts, and visiting could be built with minimal disruption to current operations.
- Construction would not interrupt use of the recreation field and the field would not have to be replaced.
- Minimizes the demolition of existing structures.
- Provides parking that is more convenient to courts and visiting.

Plan C Disadvantages

- There would be some disruption, though not interruption, of food services during renovation work.
- Renovation would be extremely disruptive to education administration.
- The recycling center (Pride House) would have to be replaced to provide a reasonable circulation pattern for Juvenile Hall.
- Access to the gym would be difficult from detention housing (particularly during renovation of the Juvenile Hall), and would require coordination to prevent contact with minors in the Mental Health program.
- A fixed post with one staff on two shifts (taking 3.6 positions) would be required to supervise movement of minors from detention and treatment housing units within shared facilities on the upper level. This would cost about \$193,000 per year in additional operational costs, or \$5,780,000 over 30 years (without inflation). One additional post is needed for night supervision of the treatment units because the existing units cannot be paired for supervision by one probation counselor. This will require 1.8 positions at \$96,390 a year or \$2.89 million over 30 years.
- The existing building envelope provides a linear configuration for treatment and mental health units rather than the preferred podular configuration. While this is acceptable for these classifications of youth, it would limit the flexibility to use these units for detention classifications without additional staffing costs.

- Although treatment units are less likely to require emergency response than detention units, responding to these areas would be more time-consuming and difficult due to the overall configuration of the complex. Response times to Sierra would be particularly long (though functions located there are not likely to need such a response).
- Seismic retrofits do not generally provide the same level of resistance to seismic forces as buildings initially designed to contemporary standards. It is more likely that retrofitted buildings will sustain significant damage in an earthquake than new buildings, potentially leaving them unusable.
- Parking would be disrupted during construction.

COSTS OF OPTIONS

Cost estimates of the options were prepared on a square foot basis. Individual square foot costs were developed for each major type of space based upon an analysis of costs for recently completed correctional projects in California. All construction costs were escalated 12% for inflation to the midpoint of 1998 (about 3% annually). Details of the square foot cost analysis and construction costs are shown in Appendix 6.

Contra Costa County Architectural Division provided the following project related costs

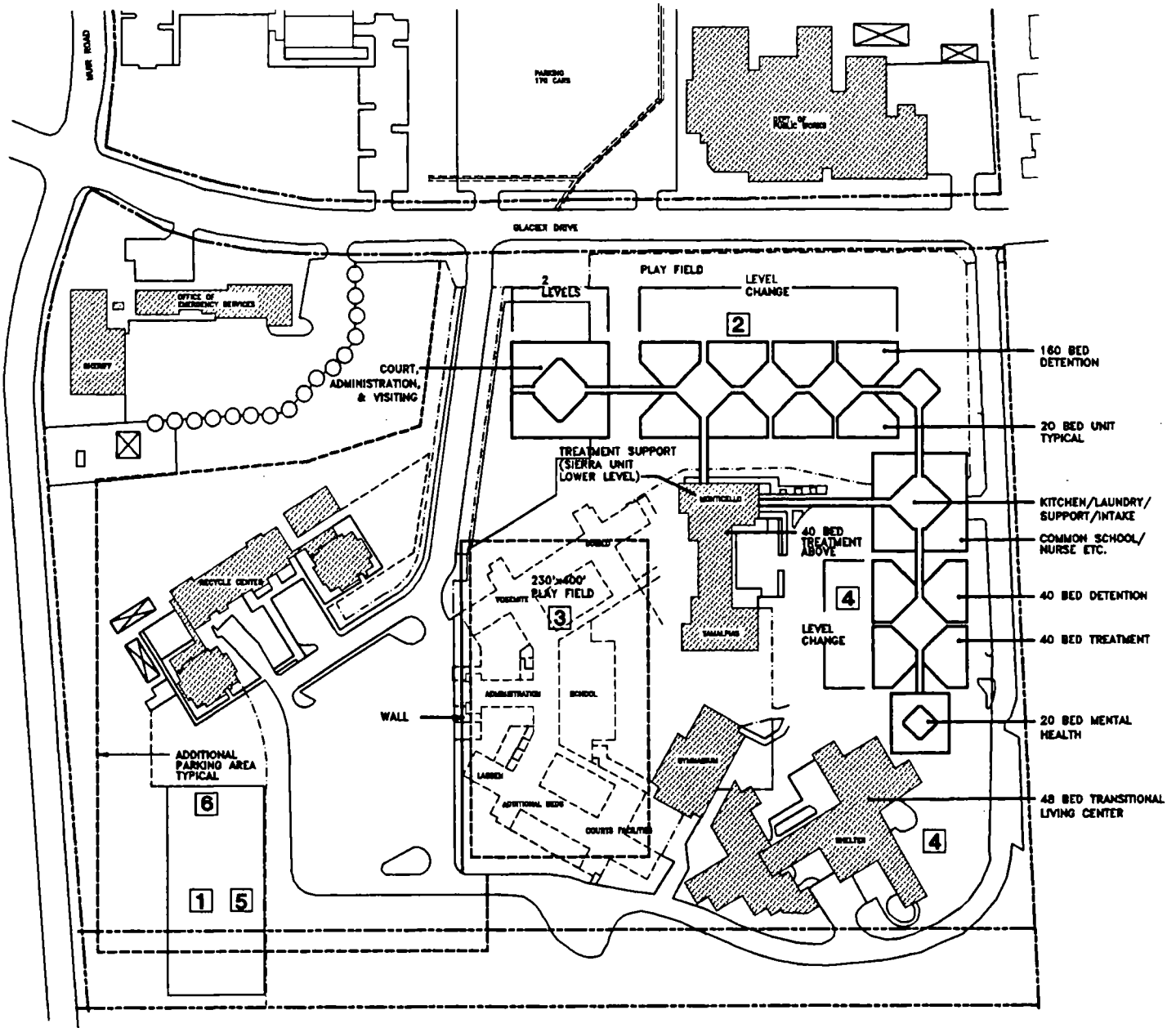
- asbestos abatement: \$250,000 to \$500,000 each for Juvenile Hall and Pride House (recycling center)
- replacement cost for the recycling center on county-owned land : \$1,000,000
- purchase of the Lion's Gate addition: \$600,000
- general project costs equal to 40% of construction to include such items as architectural fees, furnishings, contingencies, testing, and county project management.

Additionally, the structural engineer on the project estimated retrofitting Juvenile Hall to meet current seismic standards would fall in the range of \$15 to \$50 per square foot. Costs in the high end of the range would increase the cost of renovating the existing Juvenile Hall by \$2.5 million. The engineer could perform a detailed analysis to accurately determine (but not provide plans for) the exact structural improvements that would be needed for a fee of less than \$24,000.

Since only a range of costs were available for asbestos abatement and seismic retrofit, a range of project costs were developed for the three options. There are no significant cost differences between Plans A and B as they are defined, so one cost was developed and reported for the two. A summary of the cost ranges for the three options are presented below:

Plan	Cost Range		
A and B	\$47,388,000	to	\$47,668,000
C	\$41,736,000	to	\$44,258,000

PLAN A

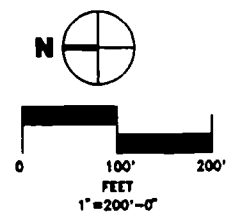


PLAN A

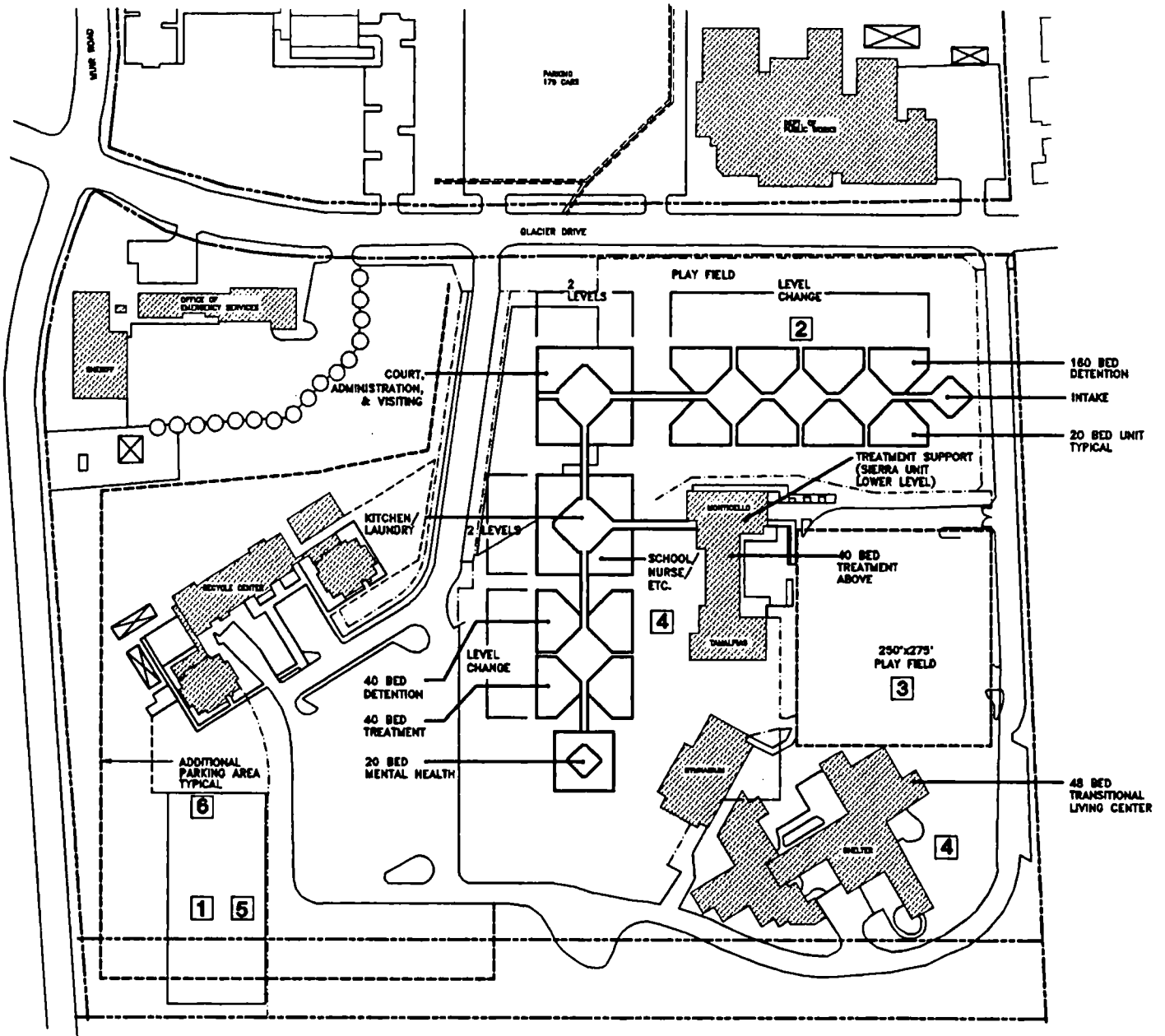
- 200 BED DETENTION
- 80 BED TREATMENT
- 20 BED MENTAL HEALTH
- 48 BED TRANSITIONAL LIVING CENTER (LIONS GATE)

CONSTRUCTION PHASING

- 1** PROVIDE TEMPORARY PLAY FIELD.
- 2** CONSTRUCT AND OCCUPY NEW FACILITIES (160 BED).
- 3** DEMOLISH EXISTING FACILITIES (ADMIN., SCHOOL ETC.) AND CONSTRUCT NEW PLAY FIELD.
- 4** DEMOLISH EXISTING PARKING LOT AND CONSTRUCT NEW FACILITIES (100 BED). REMODEL EXISTING BUILDINGS.
- 5** REMOVE TEMPORARY PLAYFIELD.
- 6** PROVIDE ADDITIONAL PARKING.



PLAN B

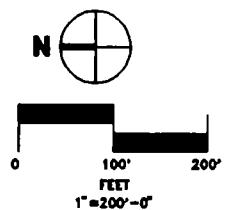


PLAN B

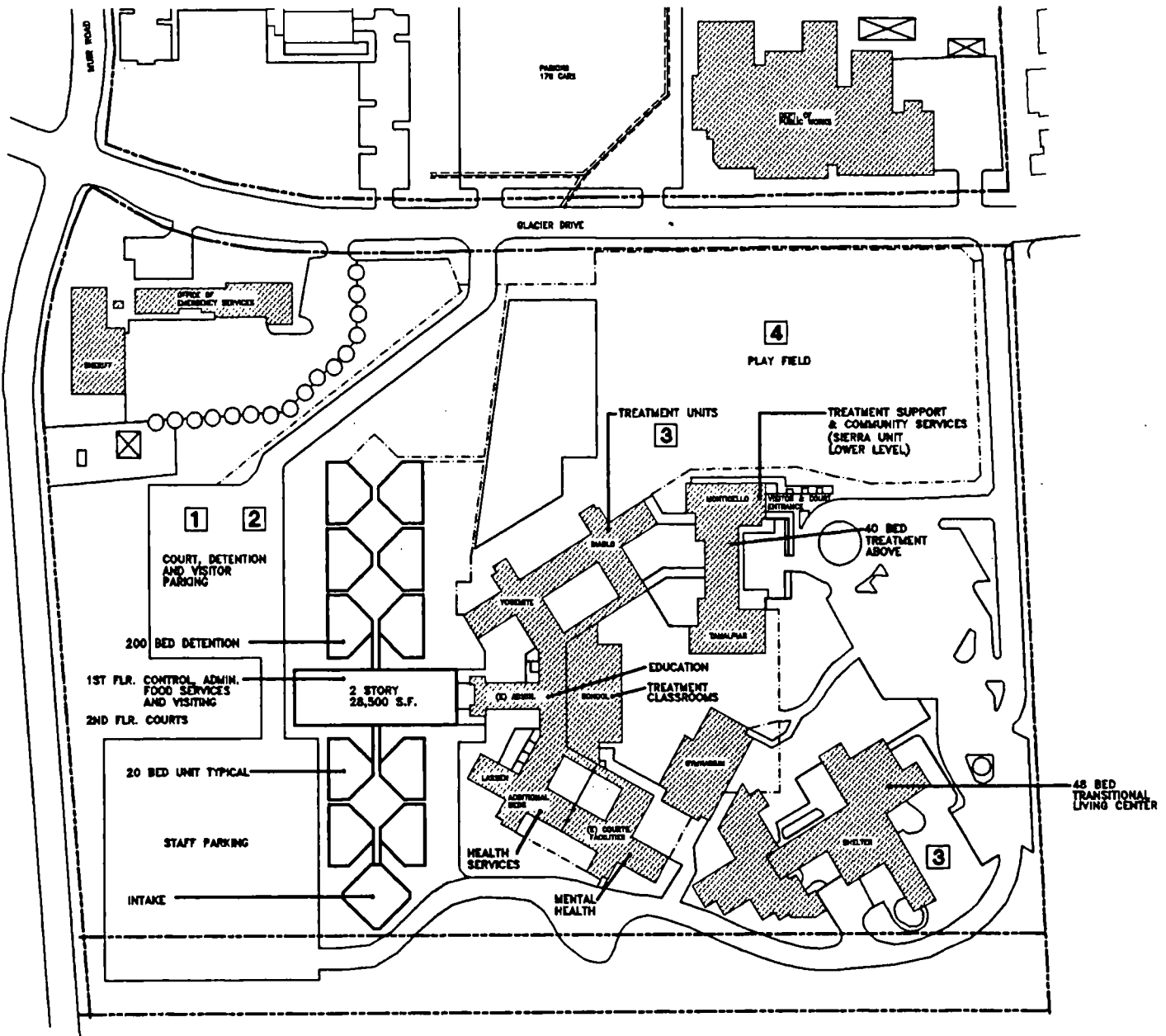
- 200 BED DETENTION
- 80 BED TREATMENT
- 20 BED MENTAL HEALTH
- 48 BED TRANSITIONAL LIVING CENTER
(LIONS GATE)

CONSTRUCTION PHASING

- 1 PROVIDE TEMPORARY PLAY FIELD.
- 2 CONSTRUCT AND OCCUPY NEW FACILITIES (160 BED).
- 3 DEMOLISH EXISTING PARKING LOT AND CONSTRUCT NEW PLAY FIELD.
- 4 DEMOLISH EXISTING FACILITIES (ADMIN., SCHOOL ETC.) AND CONSTRUCT NEW FACILITIES (100 BED). REMODEL EXISTING BUILDINGS.
- 5 REMOVE TEMPORARY PLAYFIELD.
- 6 PROVIDE ADDITIONAL PARKING.



PLAN C

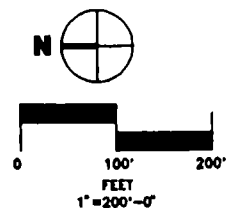


PLAN C

- 200 BED DETENTION
- 80 BED TREATMENT
- 20 BED MENTAL HEALTH
- 48 BED TRANSITIONAL LIVING CENTER (LIONS GATE)

CONSTRUCTION PHASING

- 1 DEMOLISH EXISTING RECYCLING CENTER AND PARKING LOT.
- 2 CONSTRUCT AND OCCUPY NEW FACILITY (200 BED). CONSTRUCT NEW PARKING LOTS.
- 3 REMODEL EXISTING BUILDINGS.
- 4 EXISTING PLAY FIELD TO REMAIN.



REGIONAL INTAKE AND ASSESSMENT CENTER

One aspect of the Vision Statement developed for the county's juvenile justice system is the stress placed upon services that are client-centered and close to families of youth. While the bulk of services are proposed to be provided centrally at the Glacier Drive site in Martinez, regional admission and assessment centers have been proposed to provide local admission, short term holding, assessment, adjudication, and service brokering. Regional centers could add the capacity that will be needed in the future. This section presents the scope of such a facility and evaluates the feasibility of locating one on the site of the West County Detention Center. Another regional center could be built to serve the East County but no site has been identified.

Facility Description

Each proposed satellite facility would provide the following services:

- secure detention for 10 youth, growing to 20;
- temporary housing for adjudicated minors or 601s pending placement or return to their parents;
- screening and assessment by a multidisciplinary team including education, mental health, probation, and social services;
- brokering cases to community services;
- juvenile courts for both delinquency and dependency caseloads.

To meet those objectives, the consultant team developed the space model included as Appendix 2. The following summarizes the proposed facility's major building and site components by total area for each increment of construction:

	Initial Increment (square feet)	Future Growth (square feet)
Administration	900	900
Detention Housing	2,280	5,610
Temporary Holding and Shelter	2,330	2,330
Intake	3,210	3,210
Juvenile Court	7,100	7,100
Support Services	1,800	1,980
Total, Departmental Usable Area	17,620	21,130
Gross Building Area (75% efficiency)	23,490	28,170
Outdoor Use Areas		
Recreation	9,000	9,000
Unit Recreation	3,000	4,500
Staff Parking	19,950	21,350
Visitor Parking	8,750	8,750
Service Parking	700	700
Sallyport	340	340
Total, Outdoor Use Areas	41,740	44,640

Staffing

A staffing estimate was prepared based upon information contained in the brief entitled *Elements of Regional Intake and Assessment Centers* dated May 19, 1994. The regional center would required **23 probation positions** and 17.7 positions from other departments. The estimate is based on the following assumptions:

- A relief factor of 1.8 for positions requiring coverage seven days per week.
- The facility can use 20% of a nurse's time from WCDC on day and evening shifts.
- Night time staffing would consist of two night attendants and one senior counselor, who would provide back-up and be responsible for booking.
- Overall facility supervision would be provided by the facility administrator during business hours and by senior counselors at other times.
- Court staffing is based upon the facility having two juvenile courts as indicated in the May 19 brief. This is preliminary and savings would be possible if only one juvenile court were included.

Staffing Estimate

Positions	8 to 5	Day	Swing	Night	Total Posts	Relief Factor	Total
Staff Administration							
Facility Administrator	1.0	0.0	0.0	0.0	1.0	1.8	1.0
Clerk	1.0	0.0	0.0	0.0	0.0	1.0	1.0
Administration Subtotal	2.0	0.0	0.0	0.0	1.0		2.0
Housing Units							
Senior Counselor	0.0	0.0	1.0	1.0	2.0	1.8	3.6
Probation Counselor	0.0	2.0	2.0	0.0	4.0	1.8	7.2
Night Attendant	0.0	0.0	0.0	2.0	2.0	1.8	3.6
Housing Subtotal	0.0	2.0	3.0	3.0	8.0		14.4
Intake							
Probation Officer	0.0	1.0	1.0	0.0	2.0	1.8	3.6
Social Services	0.0	1.0	1.0	0.0	2.0	1.0	2.0
Mental Health	1.0	0.0	0.0	0.0	1.0	1.0	1.0
Education	1.0	0.0	0.0	0.0	1.0	1.0	1.0
Intake Subtotal	2.0	2.0	2.0	0.0	6.0		7.6

(continued on following page)

Staffing Estimate (continued)

Positions	8 to 5	Day	Swing	Night	Total Posts	Relief Factor	Total
Juvenile Court							
Superior Court							
Judicial Officer	2.0	0.0	0.0	0.0	2.0	1.0	2.0
Clerk	2.0	0.0	0.0	0.0	2.0	1.0	2.0
Bailiff	2.0	0.0	0.0	0.0	2.0	1.8	2.0
Reporter	2.0	0.0	0.0	0.0	0.0	1.0	2.0
Probation							
Court Officer	2.0	0.0	0.0	0.0	2.0	1.0	2.0
Probation Counselor	1.0	0.0	0.0	0.0	1.0	1.0	1.0
Legal							
Deputy District Attorney	2.0	0.0	0.0	0.0	2.0	1.0	2.0
Deputy County Counsel	1.0	0.0	0.0	0.0	1.0	1.0	1.0
Public Defender Attorney	2.0	0.0	0.0	0.0	2.0	1.0	2.0
Juvenile Court Subtotal	16.0	0.0	0.0	0.0	14.0		16.0
Medical							
Nurses	0.0	0.2	0.2	0.0	0.4	1.8	0.7
Medical Subtotal	0.0	0.2	0.2	0.0	0.4		0.7
Total	20.0	4.2	5.2	3.0	29.4		40.7

Cost

The programmatic estimate shows that it would cost approximately **\$5,400,000** to plan and construct a regional intake and assessment center at the West County Detention Center. Costs could vary slightly at other sites. These costs were developed in the same manner as plans for the Juvenile Hall site. A breakdown of proposed project costs is provided in the following table.

Space Type	Unit Cost	Quantity	Item Cost
Exterior Development			
Field	2.78	9,000	25,020
Unit Recreation	6.65	3,000	19,950
Landscaping	2.50	13,810	34,525
Parking	2.75	30,800	84,700
Sallyport	75.25	340	25,585
New Driveway (WCDC)	2.75	14,285	39,284

(continued on following page)

Space Type	Unit Cost	Quantity	Item Cost
Building			
Administrative	118.21	1,200	141,852
Detention Housing	173.01	3,040	525,950
Temporary Housing	113.95	3,110	354,385
Intake	122.67	4,280	525,028
Court	141.02	9,470	1,335,459
Support Space	138.92	2,400	333,408
Construction Subtotal			3,445,146
Project Costs @ 40%			1,378,000
Total Cost			4,823,146
Escalated for Inflation @ 12% until mid-point of 1998)			5,400,000

Feasibility Analysis

The objective was to conduct a diagrammatic analysis to determine the feasibility of locating a regional intake and assessment center on the site of the West County Detention Center. The committee proposes a similar center for East County but no potential sites have been identified. The criteria for evaluation include the availability of sufficient site area, whether sight and sound separation between adult and juvenile detainees is achievable, whether circulation patterns are workable for the adult and juvenile facilities, and the ability to utilize existing site services.

The consultant team visited the site and became familiar with pertinent conditions such as topography, vegetation, sight lines between critical elements, and circulation patterns. A blocking diagram was developed using the areas determined in the space analysis.

The diagram, shown at the end of this section, does not necessarily represent the best design scheme possible. Rather, it illustrates one workable solution to test the ability of the site to support the facility. It places the two court departments adjacent to the Detention Center's administrative building where courts originally were master planned for the site. This would provide these Superior Court departments with the flexibility to hear either adult or juvenile cases. Any future expansion of the courts would require displacing the administrative and intake functions. The space list does not provide courtrooms with jury boxes nor jury deliberation rooms. However these spaces would not appear to alter the feasibility of the scheme.

The administrative and intake functions would be located adjacent to and south of the courts. Initially two, and eventually three 10-bed housing units would be placed east to west on the south side of the administration and intake area. In addition to small recreation courts between the housing units, a required 90 by 100 square foot recreation area would be located at the west end of the housing units away from the public parking. A new driveway would connect the intake sallyports of both adult and juvenile facilities with the access road to the nearby park.

Site Area. As can be seen from the diagram, there is more than ample site area for the proposed addition. We estimate the site area required for the juvenile facility at Phase II to be just over 135,000 square feet (3.13 acres), as itemized below.

Component	Sq. Ft.
Building Footprint	28,170
Exterior Use Areas	44,640
Parking	30,800
Site Circulation @ 15%	20,720
Landscaping @ 10%	13,810
Total	138,140

The area of that portion of the site between the south driveway and the access road to the nearby park (not counting the sliver of land projecting to the southeast) is over 220,000 square feet. There is enough site area without putting the court departments on the area of the adult facility proper.

Sight and Sound Separation. The secure area of the adult facility is contained within an earth berm on the other side of the administration building from the proposed juvenile facility. The only threat of sight and sound contact would be from inmates being transported to the facility. Detained juveniles will probably have less likelihood of seeing or hearing these adult prisoners during transport than minors among the general public would. Appropriate visual barriers along the south side of juvenile housing units and around the outdoor recreation areas would probably mitigate any potential problems.

Circulation. Adult detainees and supplies would take a slightly different path to the facility, but it would not be inconvenient. Locating the courts between the two facilities would have secondary benefits for the Sheriff's Department and Superior Court, which could schedule hearings for adults on site without the added costs and risks of transport. There is the potential to make good use of existing roadways to minimize new paving.

Services. There is a strong potential to utilize existing services provided at the Detention Center. The Juvenile Hall already has some **laundry** processed by the Sheriff's Department, so adding laundry for 20 to 30 juveniles located on site should not be a problem.

The cook-chill technology used for food service and current method of transporting **food** to the adult housing units should easily handle such a small juvenile facility. A bigger issue for utilizing the Detention Center's food service is the perception that the quality and dietary provisions of the food for adults would not be satisfactory for juveniles. The technology is capable of delivering good quality food, and bulk serving could be used to meet higher caloric needs of juveniles. We would suggest that in this case, cost and convenience considerations probably outweigh quality issues for a small portion of the juvenile population spending a short time at the proposed facility.

It also would be convenient to provide **maintenance** services, as it would be adjacent to another county facility. Maintenance staff could service the juvenile facility on the same visit as for the adult facility (and vice versa).

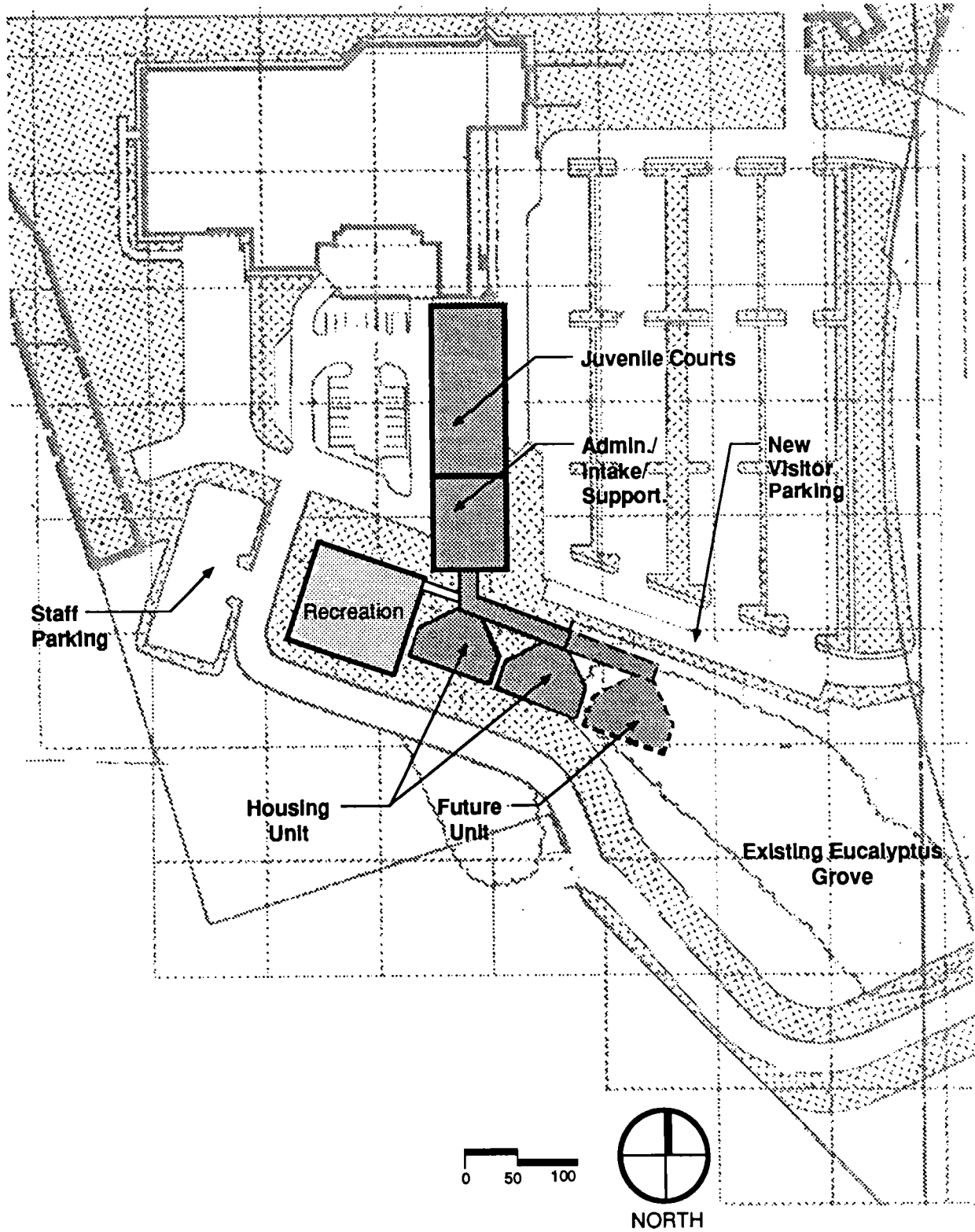
We would not recommend that juveniles receive **medical** treatment at the adult facility. However, such a small facility could be served by medical staff from the adult facility on an as-needed basis. Detention Center medical staff could conduct medical screenings, minor procedures, and emergency services within the juvenile facility. Juveniles with chronic problems could be permanently transported to the Juvenile Hall as soon as they are identified. The only way to receive access to medical services in a more cost-effective and timely manner would be to locate the juvenile facility next to an existing clinic.

Other Considerations. As mentioned for circulation above, there is some potential for the Sheriff's Department to realize reduced transport costs if adult hearings can be held adjacent to the Detention Center. The proposed scheme would require the removal of some mature eucalyptus trees, but these could be replaced. While some of the available site has a significant slope, locating the juvenile facility as shown would keep construction on more level ground.

Conclusion

It is our opinion that it would be feasible to locate a regional juvenile admission and assessment center at the West County Detention Center site. Additionally, this location seems to have more advantages than disadvantages.

Site Study Diagram



Contra Costa County Juvenile Hall: Design Program Report**Appendix 1: Space List****APPENDIX 1: SPACE LIST**

		2 0 0 5		
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f.)	Comments
Administration				
Public Waiting	400	1	400	
Public Restrooms (M/F)	120	2	240	
Vending	80	1	80	
Reception Counter	100	1	100	
Clerical Area (3 staff)	80	3	240	
Clerical Supervisor	100	1	100	
Superintendent	170	1	170	
Assistant Superintendent	150	1	150	
Building Supervisor (5 desks)	420	1	420	
Clerical Supervisor	120	1	120	
Chaplain's Office	120	1	120	
Auxilliary Executive Secretary	100	1	100	
Office for Future Staff	100	2	200	
Conference	400	1	400	
Records	150	1	150	
Photocopy/Supply	70	1	70	
Subtotal, Net Assignable Area			3,060	
Departmental Usable Area			3,830	25% internal circ.
Central Control				
Control Room	200	1	200	
Electronic Equipment	80	1	80	
Toilet	40	1	40	
Subtotal, Net Assignable Area			320	
Departmental Usable Area			400	25% internal circ.

Contra Costa County Juvenile Hall: Design Program Report**Appendix 1: Space List**

		2 0 0 5		
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f)	Comments
Community Services				
Supervisor	120	1	120	
Juvenile Community Services Program				
Program Assistant	100	1	100	
Briefing Room	240	1	240	
Sign-In Area	180	1	180	
Storage	70	1	70	
Tool Storage	70	1	70	
Home Supervision				
Group Counselors	500	1	500	
Clerk	70	1	70	
Interview	50	1	50	
Computer Room	70	1	70	
Subtotal, Net Assignable Area			1,470	
Departmental Usable Area			1,840	25% internal circ.
Detention Housing Units				
Dayroom	700	1	700	600 sf CYA min
Counselor Workstation	150	1	150	
Single Sleeping Room	100	20	2,000	63 sf CYA min
Classroom	800	1	800	720 sf CYA min
Classroom Storage	50	1	50	
Dining Room	410	1	410	330 sf CYA min
Shower	90	1	90	4 compartment
Interview Room	80	2	160	
General Storage	280	1	280	
Janitor's Closet	50	1	50	
Subtotal, Net Assignable Area per Unit			4,690	
Pair of Units			9,380	
Line Supervisor's Office	180	1	180	
Subtotal, Net Assignable Area for Grouping			9,560	
Subtotal, Usable Area per Pair			11,950	25% internal circ.
Subtotal, Usable Area of General Housing		5	59,750	

Contra Costa County Juvenile Hall: Design Program Report**Appendix 1: Space List**

		2 0 0 5		
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f.)	Comments
Education				
Principal's Office	130	1	130	
Clerical	330	1	330	3 clerks & waiting
Records and Supplies	400	1	400	
Library	900	1	900	
Life Skills Classroom	800	1	800	
Arts and Crafts Room	800	1	800	
Computer Classroom	800	1	800	
Special Education Classroom	440	2	880	8 students
Minor's Toilet	45	2	90	
Classroom Storage	50	2	100	
Teachers' Preparation Area	180	1	180	
Storage	100	1	100	
Staff Toilets	45	1	45	
Subtotal, Net Assignable Area			5,555	
Departmental Usable Area			6,940	25% internal circ.
Food Service				
Receiving	160	1	160	
Kitchen	2300	1	2,300	
Warewashing	500	1	500	
Tray Makeup	180	1	180	
Cart Staging	250	1	250	
Office	120	1	120	
Lockers	90	1	90	
Bathroom	50	2	100	
Janitor's Closet	30	1	30	
Bulk Storage	1200	1	1,200	
Cold Storage	500	1	500	
Freezer	300	1	300	
Trash Area	70	1	100	
Subtotal, Net Assignable Area			5,830	
Departmental Usable Area			7,290	25% internal circ.

Contra Costa County Juvenile Hall: Design Program Report

Appendix 1: Space List

		2 0 0 5		
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f.)	Comments
Multipurpose/Recreation				
Multipurpose/Spiritual Center				
Multipurpose/Spiritual Center	1,000	1	1,000	
Program Storage	80	1	80	
Seating Storage	100	1	100	
Total, Multipurpose/Spiritual Center			1,180	
Gymnasium				
Gym	5,850	1	5,850	
Equipment Storage	610	1	610	
Equipment Issue	150	1	150	
Kitchen	130	1	130	
Office	150	1	150	
Restrooms	140	2	280	
Total, Gymnasium			7,170	
Site Storage				
Recreation Storage	120	2	240	
Maintenance Storage	100	1	100	
Total, Site Storage			340	
Subtotal, Net Assignable Area			8,690	
Departmental Usable Area			9,240	10% internal circulation
Outdoor Recreation				
Large Field	51,000	1	51,000	
Small Field	41,000	1	41,000	
Unit Recreation	2,000	19	38,000	
Activity Courtyards	800	2	1,600	
Total, Outdoor Recreation			131,600	

Contra Costa County Juvenile Hall: Design Program Report**Appendix 1: Space List**

		2 0 0 5		
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f.)	Comments
Admissions and Release				
Admissions				
Entry Vestibule	80	1	80	
Group Waiting	300	1	300	
Holding Room (6 occupant)	90	5	450	
Receiving Counter	100	1	100	
Receiving Work Area (3 desks)	180	1	180	
Transport Office	80	1	80	
Restraint Storage	20	1	20	
Interview Rooms	60	3	180	
Shower/Changing	80	2	160	
Washer/Dryer	80	1	80	
Clothing Storage	100	1	100	
Kitchenette	80	1	80	
Youth Toilet (M/F)	80	2	160	
Personal Property Storage	1,500	1	1,500	
Public Waiting	330	1	330	
Public Toilet (M/F)	80	2	160	
Janitors Closet	40	1	40	
Field Intake Unit				
Unit Supervisor	120	1	120	
DPO Office	100	7	700	
Subtotal, Net Assignable Area			4,820	
Departmental Usable Area			6,270	30% internal circ.

Juvenile Court

Security Screening	200	1	200
Out-of-Custody Waiting	450	1	450
Public Restrooms	120	2	240
In-Custody Waiting	230	1	230
In-Custody Toilets	50	2	100
In-Custody Interview	60	4	240
Court Room	900	3	2,700
Courtroom Vestibule	60	3	180
Courtroom Storage	25	3	75
Judge's Chamber	260	3	780
Judge's Toilet	45	3	135
Judge's Closet	20	3	60
Holding Room	70	3	210
Adult Holding	70	1	70
Victim/Witness Waiting	225	1	225
Child/Witness Waiting	100	1	100
Defense Witness Waiting	120	1	120
Attorney Conference	80	3	240

(continued next page)

Contra Costa County Juvenile Hall: Design Program Report**Appendix 1: Space List**

		2 0 0 5		
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f)	Comments
Juvenile Court (continued)				
Clerical	70	3	210	
Bailiff	70	3	210	
Reporter	100	3	300	
Deputy District Attorney	100	3	300	
District Attorney Clerical	70	1	70	
County Counsel Attorney	100	1	100	
Public Defender Attorney	100	3	300	
Public Defender Clerical	70	1	70	
Evidence Storage	120	1	120	
Reproduction/Equipment	70	1	70	
Record Storage	230	1	230	
Coffee Counter	20	1	20	
Conference Room (10)	200	1	200	
Conference Room (20)/Library	400	1	400	
Subtotal, Net Assignable Area			8,955	
Departmental Usable Area			11,190	25% internal circ.
Laundry				
Sorting/Washers	430	1	430	
Dryers/Folding Area	860	1	860	
Cart Staging Room	120	1	120	
Clean Clothing Storage	250	1	250	
Supply Room	70	1	70	
Subtotal, Net Assignable Area			1,730	
Departmental Usable Area			2,080	20% int. wall/circ.

Contra Costa County Juvenile Hall: Design Program Report**Appendix 1: Space List**

		2005		
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f.)	Comments
Health Services				
Medical				
Waiting	60	1	60	
Medical Director	130	1	130	
Nurses Station	200	1	200	
Medical Records	250	1	250	
Medical Exam Room	100	3	300	
Dental Exam Room	220	1	220	
Dental Work Room	120	1	120	
Medication Room	80	1	80	
Staff Toilet	50	2	100	
Infirmary Room	130	6	780	
Respiratory Isolation Room	220	2	440	with vestibule
Suicide Watch Room	100	2	200	
Infirmary Dayroom	35	6	210	
Shower	50	1	50	
X-Ray Suite	200	1	200	
Patient Toilet	50	1	50	
Clean Utility/Linen/Storage	100	1	100	
Soiled Utility/Linen/Storage	100	1	100	
Medical Supplies	70	1	70	
Mental Health				
Psychiatrist/Psychologist Office	130	1	130	
Interns Office	100	3	300	
Counselor Office (MFCC)	100	2	200	
Conference	200	1	200	
Mental Health Records	200	1	200	
Clerical Support	100	1	100	
Copier, Supplies	100	1	100	
Subtotal, Net Assignable Area			4,890	
Departmental Usable Area			6,110	25% internal circ.

Contra Costa County Juvenile Hall: Design Program Report**Appendix 1: Space List**

Functional Area	Unit Net Area (s.f.)	2005		Comments
		No. Units	Subtotal Area (s.f.)	
Mental Health Unit				20 Beds
Dayroom	410	2	820	600 sf CYA min
Counselor Workstation	150	1	150	
Single Sleeping Room	100	10	1,000	63 sf CYA min
Double Sleeping Room	100	5	500	
Safety Cell	48	1	48	
Classroom	800	1	800	720 sf CYA min
Classroom Storage	50	1	50	
Dining Room	410	1	410	330 sf CYA min
Group/Conference	240	1	240	
Shower	20	3	60	
ADA Shower	30	1	30	
Interview Room	80	3	240	
Medication	70	1	70	
General Storage	280	1	280	
Janitor's Closet	50	0	0	
Offices		1	0	
Clinical Program Supervisor	130	1	130	
Mental Health Specialist	130	4	520	
AT/RT/OT	150	1	150	
Psychiatrist/Psychologist	130	1	130	
Senior Clerk	70	1	70	
Mental Health Housing Unit Subtotal			5,698	
Support Space				
Public Waiting/Reception	120	1	120	
Public Restrooms (M/F)	80	2	160	
Family Therapy Room	180	1	180	
Visiting/Multipurpose	450	1	450	
Director's Office	150	1	150	
Clerical/Records	100	1	100	
Isolation Room (soft wall)	80	1	80	
Subtotal, Net Assignable Area of Mental Health Program			6,938	
Subtotal, Usable Area of Mental Health Program			8,670	25% internal circ.

Contra Costa County Juvenile Hall: Design Program Report**Appendix 1: Space List**

		2 0 0 5		
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f)	Comments
Staff Support				
Break Room	500	1	500	
Changing, Toilets and Showers	200	2	400	
Fitness Room	500	1	500	
Locker Room	500	1	500	
Subtotal, Net Assignable Area			1,900	
Departmental Usable Area			2,380	25% internal circ.
Transitional Living Center				
Housing Units (4 at 12 beds each)				
Dayroom	35	12	420	
Dining Room	180	1	180	
Servery	80	1	80	
Counselor Workstation	80	1	80	
Single Sleeping Room	100	6	600	
Double Sleeping room	100	3	300	
Bathroom	50	1	50	
ADA Bathroom	60	1	60	
Unit Laundry	80	1	80	
Interview Room	80	1	80	
General Storage	100	1	100	
Janitor's Closet	50	1	50	
Subtotal, Net Assignable Area per Unit			2,080	
Sum of Units		4	8,320	
Administration/Visiting				
Entry/Lobby/Waiting	240	1	240	
Public Restrooms	80	2	160	63 sf CYA min
Director	160	1	160	
Supervisor (1/shift)	120	1	120	
Reception/Clerical (2 stations)	120	1	120	
Program Staff Office	120	2	240	
Copy/Storage	100	1	100	
Conference/Therapy	240	1	240	
Visiting/Counseling (smaller)	80	2	160	
Visiting/Counseling (larger)	160	2	320	
Staff Break Area/Lockers	160	1	160	
Staff Restrooms	60	2	120	
School				
Classroom (20 students)	300	4	1,200	
Library, Media, Computers	300	1	300	
Classroom Storage	50	4	200	
Teacher Preparation	160	1	160	
<i>(continued next page)</i>				

Contra Costa County Juvenile Hall: Design Program Report**Appendix 1: Space List**

		2 0 0 5		
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f)	Comments
Transitional Living Center (continued)				
Support				
Multipurpose/recreation	1,000	1	1,000	
Youth Toilet	40	1	40	
Medical Office	120	1	120	
Medical Exam	140	1	140	
Receiving/dock	200	1	200	
Food Cart Staging	120	1	120	
Personal Property Storage	120	1	120	
General Storage	400	1	400	
Linen Storage	100	1	100	
Maintenance Storage	120	1	120	
Subtotal, Net Assignable Area of Transitional Housing			14,680	
Subtotal, Usable Area of Transitional Housing			18,350	25% circulation
Treatment Units				
				20 beds each
Dayroom	820	1	820	600 sf CYA min
Counselor Workstation	150	1	150	
Single Sleeping Room	100	20	2,000	63 sf CYA min
Classroom	800	1	800	720 sf CYA min
Classroom Storage	50	1	50	
Dining Room	410	1	410	330 sf CYA min
Shower	20	3	60	
ADA Shower	30	1	30	
Interview Room	80	2	160	
General Storage	280	1	280	
Janitor's Closet	50	1	50	
Subtotal, Net Assignable Area per Unit			4,810	
Sum of Units		4	19,240	
Director's Office	150	1	150	
Family Therapy Room	180	1	180	
Public Waiting/Reception	200	1	200	
Clerical/Records	100	1	100	
Public Restrooms (M/F)	80	2	160	
Visiting/Multipurpose	1,000	1	1,000	
Subtotal, Net Assignable Area of Treatment Housing			21,030	
Subtotal, Usable Area of Treatment Housing			26,290	25% internal circ.
Visiting				
Group Visiting	820	1	820	
Private Visiting Rooms	80	6	480	
Search	50	2	100	
Subtotal, Net Assignable Area			1,400	
Departmental Usable Area			1,750	25% circulation

Contra Costa County Juvenile Hall: Design Program Report**Appendix 1: Space List**

		2 0 0 5		
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f.)	Comments
Facility Support				
Warehouse	2,240	1	2,240	
Stores Clerk	100	1	100	
Maintenance Workshop	600	1	600	
Maintenance Storage	200	1	200	
Maintenance Supervisor Office	100	1	100	
Locker/Toilet/Shower	60	1	60	
Subtotal, Net Assignable Area			3,300	
Subtotal, Departmental Usable Area			3,630	10% circulation

Parking

Staff Parking	350	234	81,900	
Visitor Parking	350	147	51,450	
Service Parking	350	13	4,550	
Sallyport	540	1	540	
Subtotal, Outdoor Use Areas			138,440	

SUMMARY

	Dept. Usable	Building Gross
Administration	3,830	5,110
Central Control	400	530
Community Services	1,840	2,450
Detention Housing	59,750	79,680
Education	6,940	9,250
Food Service	7,290	9,720
Multipurpose/Recreation	9,240	12,320
Admission and Release	6,270	8,360
Juvenile Court	11,190	14,920
Laundry	2,080	2,770
Health Services	6,110	8,150
Mental Health Unit	8,670	11,560
Staff Support	2,380	3,170
Transitional Living Center	18,350	24,470
Treatment Units	26,290	35,050
Visiting	1,750	2,330
Facility Support	3,630	4,840
Total	176,010	234,680
Exterior Use Areas		132,140
Parking		138,440

APPENDIX 2: REGIONAL INTAKE CENTER SPACE LIST

2 0 0 5				
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f)	Comments
Administration				
Clerical Area	70	1	70	
Facility Administrator	150	1	150	
Conference (6)	120	1	120	
Conference (12)	240	1	240	
Records	70	1	70	
Photocopy/Supply	70	1	70	
Subtotal, Net Assignable Area			720	
Departmental Usable Area			900	25% internal circ.
Detention Housing Units				
Dayroom	400	1	400	600 sf min Ph. II
Counselor Workstation	100	1	100	
Single Sleeping Room	100	10	1,000	63 sf CYA min
Classroom	800	0	0	720 sf CYA min
Classroom Storage	50	0	0	
Shower	50	1	50	
Interview Room	80	1	80	
General Storage	140	1	140	
Janitor's Closet	50	1	50	
Subtotal, Net Assignable Area			1,820	
Subtotal, Usable Area			2,280	25% internal circ.
Temporary Holding/Shelter				
Dayroom	400	1	400	600 sf min Ph. II
Counselor Workstation	100	1	100	
Single Sleeping Room	100	10	1,000	63 sf CYA min
Bathroom	40	1	40	
ADA Bathroom	50	1	50	
Interview Room	80	1	80	
General Storage	140	1	140	
Janitor's Closet	50	1	50	
Subtotal, Net Assignable Area			1,860	
Subtotal, Usable Area			2,330	25% internal circ.

2 0 0 5				
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f.)	Comments
Intake				
Public Waiting/Reception	200	1	200	
Booking Counter/Control	150	1	150	
Probation Officer	100	2	200	
Social Services	100	2	200	
Mental Health	100	1	100	
Education	100	1	100	
CBO	100	4	400	
Interview Room	50	3	150	
Non-contact Booth	50	1	50	
Dressing Room	80	2	160	
Waiting Room	150	1	150	10 minors
Holding Room (6 occupant)	90	2	180	
Janitors Closet	40	1	40	
Toilet Room	80	2	160	
Transport Office	40	1	40	
Property Storage	90	1	90	
Electronic Equipment	80	1	80	
Restraint Storage	20	1	20	
Subtotal, Net Assignable Area			2,470	
Departmental Usable Area			3,210	30% internal circ.

		2 0 0 5		
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f.)	Comments
Juvenile Court				
Public Waiting	—	1	600	
In-Custody Waiting	—	1	150	
Court Room	900	2	1,800	
Courtroom Storage	25	2	50	
Judge's Chamber	260	2	520	
Judge's Toilet	45	2	90	
Holding Room	70	2	140	
Adult Holding	70	1	70	
Witness Waiting	80	3	240	
Attorney Conference	80	2	160	
Clerical	—	1	330	
Bailiff	70	2	140	
Reporter	70	2	140	
Deputy District Attorney	100	2	200	
County Counsel Attorney	100	1	100	
Public Defender's Attorney	100	2	200	
Probation Officer	100	1	100	
Social Services	100	1	100	
Evidence Storage	70	1	70	
Reproduction/Equipment	70	1	70	
Record Storage	—	1	150	
Coffee Counter	20	1	20	
Conference Room (12)	240	1	240	
Subtotal, Net Assignable Area			5,680	
Departmental Usable Area			7,100	25% internal circ.

Support Services

Counseling				
Individual Counseling	80	1	80	
Group Counseling	240	1	240	
General Storage	—	1	280	
Kitchen/Reheating Pantry	100	1	100	
Laundry				
Equipment Area	70	1	70	
Laundry Storage	70	1	70	
Medical				
Waiting	60	1	60	
Medical Exam/Office	150	1	150	
Patient Toilet	50	1	50	
Storage	70	1	70	

2 0 0 5				
Functional Area	Unit Net Area (s.f.)	No. Units	Subtotal Area (s.f)	Comments
Support Services (continued)				
Staff Support				
Break Room	100	1	100	
Staff Toilets	50	2	100	
Lockers	70	1	70	
Subtotal, Net Assignable Area			1,440	
Departmental Usable Area			1,800	25% internal circ.

Outdoor Use Areas

Recreation	9,000	1	9,000	
Unit Recreation	1,500	2	3,000	
Staff Parking	350	57	19,950	
Visitor Parking	350	25	8,750	
Service Parking	350	2	700	
Sallyport	340	1	340	
Subtotal, Outdoor Use Areas			41,740	

SUMMARY

	Existing	2005 Dept. Usable	
Administration		900	
Detention Housing		2,280	
Temporary Holding and Shelter		2,330	
Intake		3,210	
Juvenile Court		7,100	
Support Services		1,800	
Total		17,620	
Gross Building Area		23,490	@ 75% Efficiency
Exterior Use Areas		41,740	
Parking		29,400	

PARKING SUMMARY

	Existing	2005 Visitors	2005 Staff	
Administration		0	4	Visitor parking with intake
Housing		1	5	
Temporary Holding and Shelter		1	2	
Intake		9	4	
Juvenile Court		13	42	
Medical		1	0	
Total		25	57	

APPENDIX 3: STRUCTURAL ENGINEERING REPORT

The purpose of this report is to describe the existing buildings affected by the proposed replacement alternatives and to provide insight into the structural implications of the alternate schemes. Three existing buildings are within the scope of this report. These structures are the three wings of original Juvenile Hall, the Boys Center, and the Gymnasium/Multi-Use Building. The names and uses of the structures have changed since their original construction, and for clarity their current names will be used. The original names and their current counterparts are listed below:

Original	Current
Administration	Administration
Boys Wing	Yosemite/Diablo
Girls Wing	Lassen/Boys Center
Boys Center (old)	Girls Center/Monticello/Sierra
Multi-purpose Building	Gymnasium

The evaluation of these structures is based on as-built drawings provided by Contra Costa County and on a site visit conducted 7/21/94. The purpose of the site visit was to visually observe the conditions of the structures, to look for potential seismic hazards, and to determine if significant modifications have been made which are not documented on the available plans.

During the site visit, only readily accessible parts of the structures were examined. No finishes were removed and no materials were tested.

DESCRIPTION OF EXISTING STRUCTURES

JUVENILE HALL (ORIGINAL)

The available plans for the original Juvenile Hall are dated 1949. The Hall is divided into a central Administration Building and two residential wings-Yosemite/Diablo (originally the Boys Wing) and Lassen/Boys Center (originally the Girls Wing).

The original layout of the Administration wing shows a two-story T-shaped structure with the main axis running North-South. The structure is 111 feet along the axis of the "T" and is 32 feet wide at its narrowest point, and 116 feet wide at the crossbar of the "T". The first floor is raised above a low crawlspace approximately 3 feet in height except at the South end, where there is a full-height basement boiler room. The first and second story heights vary somewhat, but are approximately 10 feet throughout. Mortar-filled expansion joints separate the Administration wing from the two residential wings.

The residential wings lie to the east and west of the Administration wing and form a rough V-shape with their axes at approximately 30 degrees to the Administration wing axis. The first floors of the two wings are essentially the same with a 250 foot long, 32 foot wide central corridor with individual rooms on either side forming the main axis. Perpendicular to this axis are two classroom wings which extend 115 feet across the corridor. These classroom wings are connected at the inside of the V by a narrow enclosed corridor, forming an open central courtyard. A masonry wall subdivides the courtyard into two recreation areas.

The Yosemite/Diablo wing was constructed with a full-height unfinished basement. At some point, this basement space was modified to house a laundry and storage space. At some locations doorways appear to have been cut in basement walls to provide access to the storage areas.

The Lassen/Boys Center wing was originally constructed with an unfinished crawlspace of varying height below the first floor. The North end of the crawlspace has since been excavated and finished to provide storage space for the kitchen. In addition, some parts of the unfinished space are used for storage.

All three wings of the original Juvenile Hall are made of cast-in-place reinforced concrete. Roof and floor slabs are of one-way construction spanning between beams supported on pilasters and columns. Scaling from the plans, the roof is pitched at approximately 4:12 over most of its surface and is roofed with Spanish-style red clay tile. The exterior walls of all three wings are 8" thick reinforced concrete. Except at a few locations, the plans show the interior walls to be plaster of hollow clay block.

The original plans contain boring logs which show that competent sandstone was present at a relatively shallow depth (1.5-3 feet). All of the wings of the original Juvenile Hall are supported on spread footings which appear to have been founded on this sandstone layer. The concrete walls rest on relatively narrow strip footings. Large rectangular footings are present below all wall pilasters and interior footings. Examination of some of the accessible basement and crawlspaces of the original structure showed no noticeable signs of settlement or distress in the visible foundation elements we examined.

In 1971 additional schoolrooms were added at the North end of the Administration wing between the residential wings. These rooms are one-story with sloping roofs and slab-on-grade floors. The roof of this addition is a reinforced concrete "waffle" slab supported on columns and bearing walls over spread footings which are independent of the footings of the original construction. This addition is separated from the residential wings and the Administration wing by 2" expansion joints.

During the site visit no noticeable sign of distress of any structural members of the original Juvenile Hall or the classroom addition was noted. Some of the access doors at the North end of the Yosemite/Diablo wing have been modified, apparently making them smaller. At the Southeast end of the Administration wing is an unbraced lightly reinforced concrete smokestack estimated to project 20 feet beyond the roof.

GIRLS CENTER/MONTICELLO/SIERRA (ORIGINALLY BOYS CENTER)

This part of the Juvenile Hall complex was built from plans dated 1971. It is a two-story structure, nearly symmetrical in plan, located to the South of the Yosemite/Diablo wing of the original Hall. Its rough dimensions are 92'x192'. It is connected to the Yosemite/Diablo wing of the original Hall via two narrow covered corridors. These corridors have a seismic expansion joint where they join the new building. The upper level of this structure is divided into the Girls Center and Monticello wings, separated by classrooms. Sierra is the lower level and extends below the Monticello wing and the classroom area. The first story height is 12 feet, the second story height varies from 12-19 feet.

The entire structure is made of cast-in-place reinforced concrete. The roof is a multi-level reinforced concrete waffle slab framing between reinforced concrete beams supported on columns and bearing walls. The upper floor consists of a 10-14" thick reinforced concrete "tube slab" - a thick slab formed with tubular voids which form joists. This slab spans between beams which are supported on concrete columns and bearing walls. The lower floor (Sierra) is a slab-on-grade.

This structure visually appeared to be in generally good condition, with the exception of some minor cracking of the concrete corner mullion at plan lines 1-E. The cracking did not extend through the interior of the mullion.

GYMNASIUM (ORIGINAL DRAWINGS TITLED "MULTI-USE BUILDING")

This part of the complex was also built from plans dated 1971. It is a 72'x120' gymnasium with a large central basketball court and smaller auxiliary rooms on three sides. The roof above the court is 30 feet high and is supported by welded steel trusses. The roof is not used as a structural diaphragm, and the exterior walls are supported out of plane by horizontal trusses at the level of the bottom chord of the roof trusses. All exterior walls are cast-in-place concrete. The roof of the auxiliary rooms is a reinforced concrete slab attached shed-like to the main gymnasium wall. The floors of this building are all slab-on-grade.

This structure visually appeared to be in generally good condition at the time of the site visit. Some previously repaired cracking was noted in the exterior walls.

REPLACEMENT OPTIONS

Six replacement options have been identified at the time of this report, falling into two distinct categories. Plan A and Plan B involve building new residential and administrative buildings in conjunction with modification of the Gymnasium and the Girls Center/Monticello/Sierra. The original administrative and residential wings would then be demolished. Plan C consists of four alternative options which use all or part of the original Juvenile Hall buildings in conjunction with new buildings to meet current requirements.

PLANS A AND B

At this time, no concepts have been developed for the modification of the interior of Girls Center/Monticello/Sierra or the Gymnasium. If modifications require removal of existing columns, footings, or openings in structural walls, further analysis would be required to determine the amount of remedial work required.

Plan A would require that the original Juvenile Hall be demolished to build a new athletic field. In Plan B, the Hall would be demolished and one wing of the new Hall constructed at the location. In either case, the low-rise construction and relatively shallow footings do not appear to present any unusual demolition problems.

PLAN C

Two of the alternatives under this plan involve retaining the western-most wing of the original Juvenile Hall (Lassery/Boys Center) and incorporating it in the new complex. This would require demolition of the Administration and Yosemite/Diablo wings and classroom addition of the Hall. The line of demolition would be at the expansion joint, facilitating the process. The third alternative would be retain all the existing buildings, adding space elsewhere in the complex. All three alternatives would involve extensively remodeling the buildings to remain.

All three wings of the original Juvenile Hall are highly irregular in plan. This irregularity often results in high stresses at critical locations in the walls, roofs, and floors. In large earthquakes, damage at these locations might result in loss of use of all or part of these buildings, and may represent a hazard to life-safety.

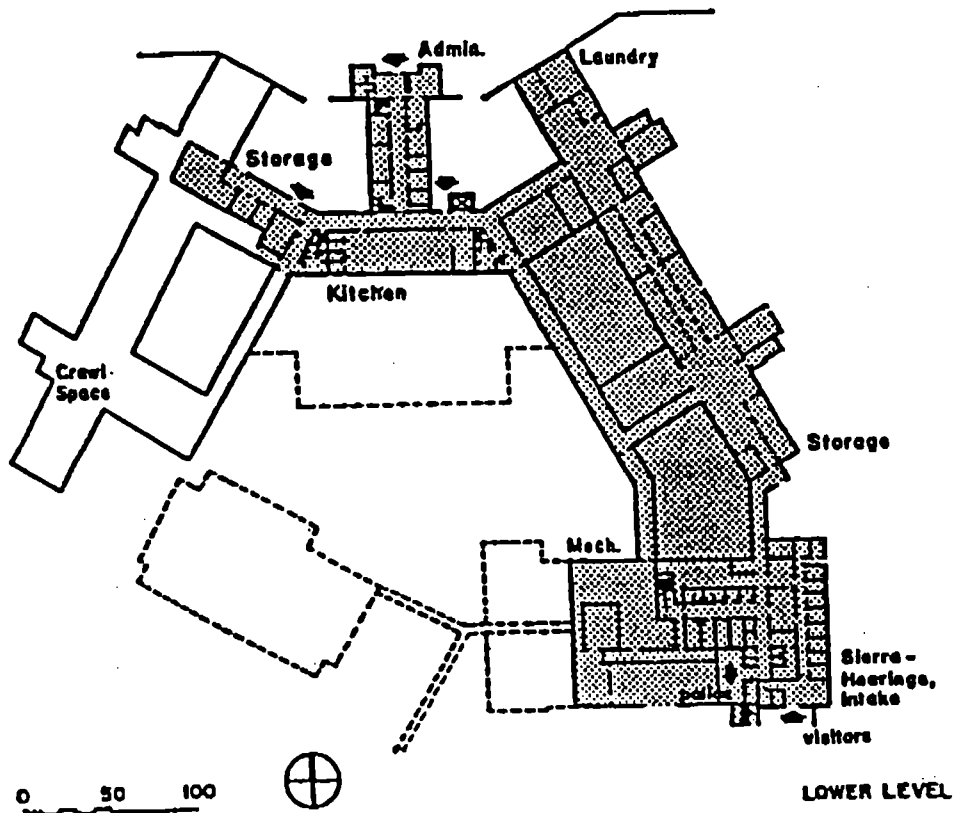
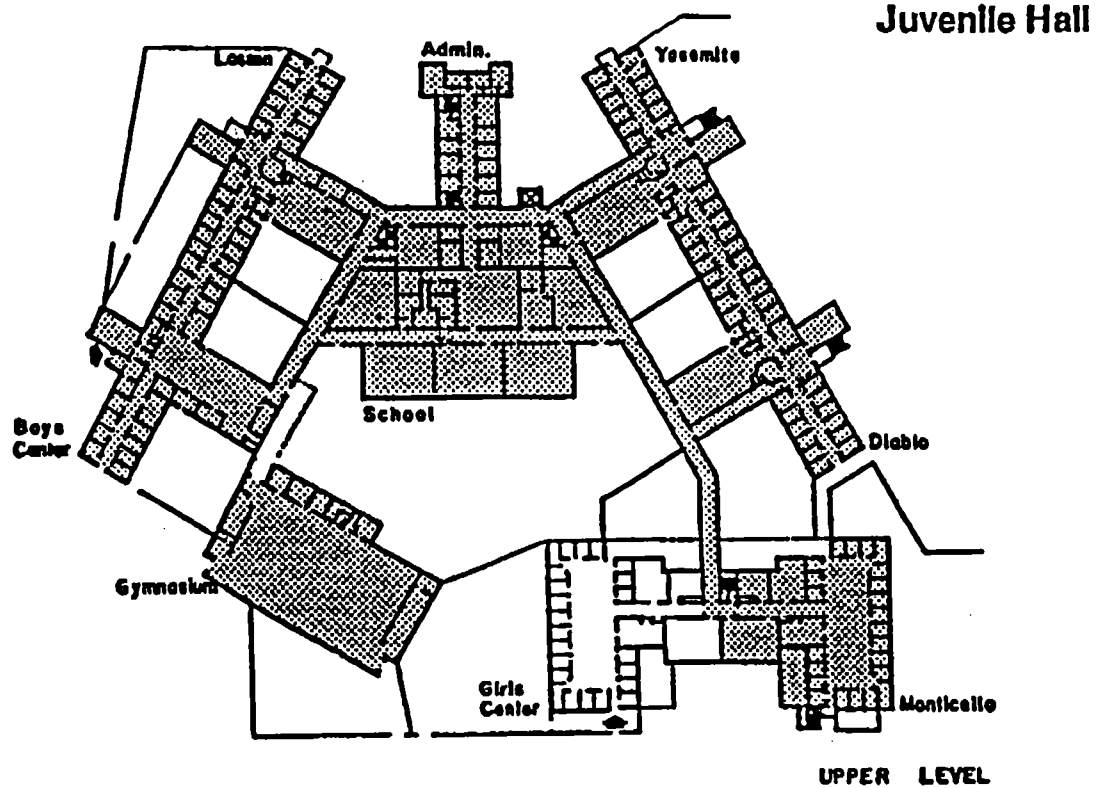
Should one of these options be chosen, an in-depth structural analysis would be required to determine the extent of remedial structural work. Such an analysis is beyond the scope of this project. However, it is likely that substantial remedial work would be required. In addition, the bracing of older light fixtures, ceilings, equipment and chimneys would probably be necessary. These would add significantly to the cost of the remodel of any of the older structures.

SUITABILITY FOR CONTINUED USE AND/OR REMODELING

Based on our structural evaluation alone, all buildings observed in this study can be considered suitable for continued use. We recommend seismic upgrade for any building considered for continued long term use. The costs for seismic upgrade to current standards will be significant. The costs can be estimated after further detailed analysis and preliminary design which is beyond the scope of this study. Structural suitability, however, is only one of several important factors which determine the suitability for continued use. Many architectural, planning, and cost issues will form the basis for overall recommendations.

These buildings were generally constructed in accordance with the building codes in effect at the time of their construction. The building codes have changed considerably since then, particularly with respect to seismic requirements. Generally, the building code does not require existing buildings to be structurally upgraded to current minimum seismic standards unless a change in use or occupancy is planned. As this is not the case, the owners must be aware of and assume the implied risk of the situation.

We recommend a detailed lateral load analysis be performed for existing buildings which are to be maintained. Based on the analysis, the buildings should be upgraded in accordance with current minimum seismic requirements.



APPENDIX 4: MECHANICAL AND ELECTRICAL SYSTEMS REPORT

PLAN A

Mechanical

In PLAN A the existing Gymnasium and Monticello/Sierra wings are to remain. The heating for these two buildings is provided by two boilers located in the Lower Level of Montecello. A 5-inch gas line and gas meter enters the building at grade in the Diablo Wing. This gas line will have to be rerouted to maintain service to the boilers. The existing gas service from Monticello to Galcier Circle also needs to be rerouted to clear the new housing units.

The existing cold water service and sanitary sewer from Monticello need to be rerouted to clear the new housing units.

The Gymnasium is not cooled although chilled water piping has been capped in the tunnel to serve the Gymnasium from Monticello. Proposition 88 Improvements do not include air conditioning of the Gymnasium. It is recommended that in PLAN A, the existing Gymnasium be air conditioned.

Monticello & Sierra are air conditioned and this HVAC system is in good operating condition. The system can be modified to suit new functions.

There is no central building temperature control and management (EMCS) system. With the new replacement plan, it is recommended that the buildings which remained be connected to the new EMCS system to be installed.

The Gymnasium and the Monticello/Sierra Wings are fitted with fire sprinklers. This system should be checked for proper operation and be tied into the new site's fire control zone and annunciation system.

The existing Administration, Food Service, Laundry and Boys' Wings are being demolished under this plan. All utility services connected to these buildings should be removed.

The new replacement facility should be air conditioned; a central EMCS system should be installed to monitor and control HVAC functions to minimize energy usage; fire sprinklers should be provided in all areas and zoned to tie in with the new fire alarm system; new food service, laundry and toilet facilities shall meet new codes and ADA requirements.

Electrical

The existing Juvenile Hall Complex is served by PG&E from a newly installed transformer located at the North-East corner of the complex just outside Yosemite Wing at grade. These pad mounted transformers serve all the buildings at the site and the recycling center to the north. The existing 12 KV service is stepped-down to 480 volt 1200 amp service.

In PLAN A, the Gymnasium and Monticello/Sierra will remain and the power to these two buildings must be kept in operation. The phasing of PLAN A can be arranged to allow the existing power to remain until the new site power connections have been completed so as to keep these two buildings in operation.

Proposition 88 project will be adding emergency power at the Juvenile Hall to provide life safety and emergency lighting power to the facility. The emergency generator is proposed to be installed on grade just to the East of Diablo Wing. This location is not in conflict with the

proposed PLAN A layout, but it should be reviewed for overall site compatibility of future emergency generator locations.

Telephone service comes in from utility manholes to the East of the transformers and is routed to various buildings via underground ductbanks. The service to the Gymnasium and Monticello/Sierra must be maintained and kept in service until the new telephone service into the site has been completed and switch-over can be done without shutting down the existing Control Center in the booking area.

The existing buildings have intercom, paging, audio monitoring, audio level alarm system, electrical operation of entrance and corridor doors, closed circuit television coverage of corridors, and emergency number on the telephone system and a UNISEC personal electronic ultrasonic alarm system. These systems are monitored 24-hours at the Central Control Console. The systems are zoned so that the Central Control operator knows the locations of any alarms. All systems appear to operate satisfactorily, except for the audio level alarm which reportedly has never functioned properly. These systems should be kept in operation until the new Central Control Center has been completed under the replacement plan and switch-over made without losing coverage of this facility.

The Proposition 86 Improvements include adding classroom fire alarms, tying smoke detectors to the central console, and rezoning fire sprinklers

The new replacement facility shall be provided with new electrical power service from PG&E. Adequate power shall be included for air conditioning, functional equipment, lighting, computers, and miscellaneous loads. The existing power supply should be phased out once the new service is on-line.

The new replacement facility should have a Security and Control Console. This could either be an expansion of the existing console at the booking area or a new center located in part of the new building. Alarm and security functions should include all those listed above plus additional future expansion capabilities to be identified in the program.

PLAN B

Mechanical

The issues listed under PLAN A are applicable to PLAN B for mechanical services

Electrical

The issues listed under PLAN A are applicable to PLAN B as well. PLAN B locates the replacement facility over the existing juvenile hall's building site, this makes maintaining the services to the Gymnasium and Monticello/Sierra more difficult and expensive.

PLAN C

Mechanical

In the 150 Beds on Site #1 Scheme, most of the existing Juvenile Hall existing buildings will remain, with the new addition being constructed to the north of the site. This site selection requires the least amount of disruption to existing services and operations in the facility. The Recycling Center will be demolished. Existing utilities for the buildings can remain.

Previously reported deficiencies in the existing facility will need to be addressed. These include the inadequacies of the kitchen food service area, the sanitary sewer, the toilets in the housing units, and lack of air conditioning in the administration wing and Gymnasium.

In the 150 Beds on Site #3 Scheme, the existing Administration, classroom, Yosemite and Diablo Wings are to be demolished with only the Lassen, Gymnasium and Monticello/Sierra Wings to remain. This scheme will require new heating services to Lassen/Boys' Center and replacement of kitchen, food Service and Laundry facilities. Items listed under PLAN A also applies to this Scheme due to the location of the new housing units.

The new facilities will require air conditioning, EMCS system, fire protection, and plumbing services.

Electrical

In the 150 Beds on Site #1 Scheme, the existing electrical and telephone services can be kept in operation. The new facility will require additional service which can be taken from the existing location with modification or from a new location as agreed with PG&E.

With the addition of emergency generator under the current Proposition 86 Improvements, the new facility can be provided with its own emergency generators to save cost.

The deficiencies in the existing facilities which remain will have to be addressed. These included upgraded lighting, security, communication and data services.

In the 150 Beds In Site #3 Scheme, the existing electrical service will have to be relocated or modified to maintain service to the remaining buildings as well as the new facility. The items listed under PLAN A will apply under this scheme. Inadequacies in the buildings to remain should be addressed also.

APPENDIX 5: SITE INFRASTRUCTURE REVIEW

INTRODUCTION

Spinardi Associates, project civil engineers, has performed a preliminary evaluation of site infrastructure, grading, drainage and utilities at the existing Contra Costa County Juvenile Hall. The evaluation included: attending a site visit, evaluating existing conditions, reviewing construction drawings and as-builts, analyzing the proposed three options and preparing recommendations for modifications to site infrastructure.

SITE DESCRIPTION

Contra Costa County Juvenile Hall is located south of Highway 4 in Martinez off Glacier Drive. The site is bordered on the north by Muir Road, on the east by Glacier Drive and on the south by South Driveway. The site's topography is moderately mounded, with elevations varying from elevation 156 at the entrance at Glacier Drive to elevation 170 near and around the gymnasium. The slopes gently fall to elevation 166 at the Girl's Center.

The facility was constructed in the early 1950s and has had considerable additions since that time.

The geology of the site is indeterminable from the drawing and literature research conducted during this study and should be made a part of future studies.

EXISTING SITE ISSUES

We reviewed old construction drawings to attempt to determine the size, type and location of existing site utilities that service the facility. We had hoped to meet with the site plumber during our field visit to develop a clearer understanding of the utilities, but he was not available for the meeting. Therefore, most of our research was based upon the old construction drawings.

Storm Drainage

There appears to be adequate storm drain pipes and catch basins in the parking areas and within the facility to control drainage. The interior paved courtyards, used by the juvenile boys and girls appear to have subsurface drainage. We noticed the grates to the catch basins did not have tamper-proof bolts and therefore could be removed or mishandled.

The staff reported no problems with the existing drainage except in a localized area of the play field that seems to become saturated. Upon inspection there appeared to be no apparent problem and was dry. We suggest this area be inspected during the rainy season for possible drainage problems and the irrigation system be inspected for potential leaks.

Gas

Based on old construction drawings, the site is serviced by a 3-inch gas line originating from Muir Road. This gas line appears to be adequate to serve the facility. If improvements to the heating and ventilation system are implemented, we suggest the gas service be evaluated for sufficient capacity.

Sanitary Sewer

The facility is currently serviced by a 6-inch sanitary sewer pipe from a manhole at the southwest corner of the intersection of Glacier Drive and North Driveway. The pipe downstream of the manhole is an 8-inch line. The diameter of the pipe appears to be too small for a facility of this size and description. This situation has been substantiated by the staff, with reports of backups.

It is typical practice to have large objects such as clothing and magazines flushed down the toilets at security facilities which plug the line and cause back ups. It is recommended this line be upsized to 8-inch, and something similar to a large garbage disposal be installed (e.g. muffin masher) in the pipe line to break up any collection of debris.

Potable Water

Based on old construction drawings, the site is serviced by a 4-inch water line originating from Muir Road. This gas line appears to be adequate to serve the facility. If improvements to the plumbing are implemented, we suggest the gas service be evaluated for adequate capacity.

SITE ALTERNATE EVALUATION

Three site plans have been developed to retain usage of the existing site as the juvenile hall with various modifications and additions. These three plans are briefly described in the next sections.

Plan A and Plan B

Plan A calls for removing the existing play field and demolishing all buildings except Monticello, Tamalpias and the Gymnasium. A new play field would be constructed in the area of the old administration building, and a 'L'-shaped building incorporating housing, kitchen, laundry, school and procurement activities would be constructed in the southeast corner of the site.

Plan B, again calls for removing the existing play field and demolishing all buildings except Monticello, Tamalpias and the Gymnasium. A new play field would be constructed at the southwest corner of the site next to South Drive, and a 'L'-shaped building incorporating housing, kitchen, laundry, school and procurement activities would be constructed in the northeast corner of the site.

In regards to site conditions both Plan A and B would require new utility lines and points of connections to service the new buildings. Perhaps some utilities could be reused, but they may not be in the correct location and may require upsizing to accommodate added service.

Under Plan B there would be considerable grading to construct a play field in the front due to levelling high areas of the existing ground. Both Plan A and B would require minimal grading for the buildings because the ground is fairly level in those areas. Reworking the existing ground to achieve foundation compaction would be required in all situations.

Plan C

This plan calls for the continued use of the main portion of the existing facility and play field with the addition of new support buildings in the old administration parking lot.

Implementation of Plan C would require upsizing the sanitary sewer system and probably enlarging other utilities to accommodate additional capacity due to more beds.

Grading for Plan C would be minimal since most of the existing features would continue to be used. The new support facilities located in the old administration parking lot would require a small amount of grading because the ground is fairly level.

APPENDIX 6: COST ESTIMATES

	Plans A and B					
	New Construction			Remodel		
	Quantity	Unit	Item	Quantity	Unit	Item
Admission and Release	8,360	122.67	1,025,521	0	71.18	0
Administration	5,110	118.21	604,053	0	64.97	0
Central Control	530	153.28	81,238	0	—	0
Community Services	1,300	116.39	151,307	1,150	65.57	75,406
Detention Housing	79,670	173.01	13,783,707	0	114.93	0
Education	9,250	98.58	911,865	0	—	0
Food Service	9,720	171.05	1,662,606	0	106.46	0
Multipurpose/Recreation	2,110	105.41	222,415	0	—	0
Health Services	8,150	154.50	1,259,175	0	—	0
Juvenile Court	14,920	141.02	2,104,018	0	—	0
Laundry	2,770	102.24	283,205	0	50.75	0
Mental Health Unit	6,260	122.16	764,722	0	106.19	0
Mental Health Support	2,990	112.16	335,358	0	—	0
Staff Support	3,170	138.92	440,376	0	—	0
Transitional Living	0	99.33	0	24,660	113.95	2,810,007
Treatment Units	16,030	156.10	2,502,283	0	106.19	0
Treatment Support	840	156.10	131,124	0	106.19	0
Visiting	2,330	105.41	245,605	0	—	0
Facility Support	4,840	86.38	418,079	0	—	0
Subtotal			25,901,136			2,885,413
Exterior Development						
Field	92,000	2.78	255,760	0	—	0
Recreation Storage	240	55.12	13,229	0	—	0
Unit Recreation (paved)	26,000	6.65	172,900	8,000	2.75	22,000
Activity Courtyards (hard and soft)	1,600	4.56	7,296	0	—	0
Parking	138,440	2.75	380,710	0	—	0
Sallyport	540	75.25	40,635	0	—	0
Subtotal			870,530			22,000
			Low End			High End
Subtotal Construction			29,679,079			29,679,079
General Project Costs @ 40%			11,872,000			11,872,000
Asbestos Abatement			250,000			500,000
Seismic Retrofit			0			0
Replacement of Recycle Center			0			0
Subtotal Project			41,801,079			42,051,079
Subtotal Project with Escalation			46,817,000			47,097,000
Purchase Lion's Gate Addition			600,000			600,000
Project Total Probable Cost			47,417,000			47,697,000

	Plan C					
	New Construction			Remodel		
	Quantity	Unit	Item	Quantity	Unit	Item
Admission and Release	8,360	122.67	1,025,521	0	71.18	0
Administration	5,110	118.21	604,053	0	64.97	0
Central Control	530	153.28	81,238	0	—	0
Community Services	1,300	116.39	151,307	1,150	65.57	75,406
Detention Housing	79,670	173.01	13,783,707	0	114.93	0
Education	0	98.58	0	9,250	58.54	541,495
Food Service	1,100	171.05	188,155	6,940	106.46	738,832
Multipurpose/Recreation	2,110	105.41	222,415	0	—	0
Health Services	-60	154.40	-9,264	8,210	91.74	753,185
Juvenile Court	14,920	141.02	2,104,018	0	—	0
Laundry	0	102.24	0	470	50.75	23,853
Mental Health Unit	0	122.16	0	6,260	106.19	664,749
Mental Health Support	940	112.16	105,430	2,050	72.54	148,707
Staff Support	3,170	138.92	440,376	0	—	0
Transitional Living	0	99.33	0	24,660	58.98	1,454,447
Treatment Units	0	156.10	0	16,030	106.19	1,702,226
Treatment Support	0	156.10	0	840	106.19	89,200
Visiting	2,330	105.41	245,605	0	—	0
Facility Support	0	86.38	0	0	—	0
Subtotal			17,917,040			6,192,100
Exterior Development						
Field	0	2.78	0	0	—	0
Recreation Storage	240	55.12	13,229	0	—	0
Unit Recreation (paved)	20,000	6.65	133,000	14,000	2.75	38,500
Activity Courtyards (hard and soft)	1,600	4.56	7,296	0	—	0
Parking	110,090	2.75	302,748	0	—	0
Sallyport	540	75.25	40,635	0	—	0
Subtotal			496,908			38,500
			Low End			High End
Subtotal Construction			24,644,548			24,644,548
General Project Costs @ 40%			9,858,000			9,858,000
Asbestos Abatement			500,000			1,000,000
Seismic Retrofit			751,000			2,503,000
Replacement of Recycle Center			1,000,000			1,000,000
Subtotal Project			36,753,548			39,005,548
Subtotal Project with Escalation			41,164,000			43,686,000
Purchase Lion's Gate Addition			600,000			600,000
Project Total Probable Cost			41,764,000			44,286,000

CONTRA COSTA JUVENILE HALL REPLACEMENT PROJECT

DATE: AUGUST 11, 1994
 PREPARED FOR: FARBSTEN & ASSOCIATES
 PREPARED BY: POWELL ENTERPRISES
 FILENAME: 94A026MR.WK3

RENOVATION FUNCTIONAL COST MATRIX

ITEM	DESCRIPTION	ADMIN.	COMMUN. SERVICES	DETENTION HOUSING UNITS	TREATMNT HOUSING UNITS	FOOD SERVICE	INTAKE	LAUNDRY
1.1	DEMOLITION	1.06	1.06	3.24	1.06	2.76	1.06	1.06
1.2	SITEWORK	---	---	---	---	---	---	---
2.0	SUBSTRUCTURE	---	---	---	---	---	---	---
3.0	STRUCTURE	---	---	---	---	---	---	---
4.1	ENCLOSURE, VERTICAL	---	---	6.56	---	---	---	---
4.2	ENCLOSURE, HORIZONTAL	---	---	---	---	---	---	---
4.3	ENCLOSURE, SUPPORT ITEMS	0.29	0.29	0.29	0.29	0.29	0.29	0.29
5.1	INTERNALS, VERTICAL	7.65	6.50	18.42	18.42	8.80	7.23	3.76
5.2	INTERNALS, HORIZONTAL	5.89	5.66	7.14	7.14	5.91	4.38	2.29
5.3	SPECIAL FINISHES	1.74	4.13	14.66	14.66	6.64	4.07	0.29
5.4	INTERIORS	0.68	2.82	0.29	0.29	0.00	2.56	0.00
6.0	BUILDING SPECIALTIES	0.45	1.71	0.16	0.16	0.21	3.99	0.14
7.0	EQUIPMENT	17.64	9.84	10.96	10.96	40.39	13.93	14.56
8.0	SPECIAL CONSTRUCTION	0.00	3.97	0.00	0.00	0.00	0.00	0.00
9.0	CONVEYING	0.00	0.00	1.05	1.05	0.00	0.00	0.00
10.1	PLUMBING & FIRE PROTECTION	5.50	8.69	17.39	17.39	11.03	10.45	7.67
10.2	HVAC	11.64	10.50	13.17	13.17	14.57	12.35	11.10
11.0	ELECTRICAL	12.43	10.40	21.60	21.60	15.86	10.87	9.59
	TOTAL UNIT COST / SF	64.97	65.57	114.93	106.19	106.46	71.18	50.75

NOTE:

1. THE COSTS NOTED ABOVE EXCLUDE STRUCTURAL COSTS REQUIRED FOR THE SEISMIC UPGRADING OF THE EXISTING BUILDINGS TO CURRENT SEISMIC STANDARDS.

2. UNLESS NOTED OTHERWISE IN THE PROJECT DESCRIPTIONS THE SUBSTRUCTURE, STRUCTURE, AND ENCLOSURE FUNCTIONS WERE ASSUMED TO BE ADEQUATE.

3. INTERIOR WORK UNLESS NOTED OTHERWISE WAS CONSIDERED TO BE OF A COMPLETE BUILDOUT NATURE AND PRICED ACCORDINGLY.

CONTRA COSTA JUVENILE HALL REPLACEMENT PROJECT

DATE: AUGUST 11, 1994
 PREPARED FOR: FARBSSTEIN & ASSOCIATES
 PREPARED BY: POWELL ENTERPRISES
 FILENAME: 94A028MB.WK3

NEW CONSTRUCTION FUNCTIONAL COST MATRIX

ITEM	DESCRIPTION	ADMIN.	CENTRAL CONTROL	COMMUN. SERVICES	DETENT. HOUSING UNITS	TREATMNT HOUSING UNITS	EDUC.	FOOD SERVICE	INTAKE
1.1	DEMOLITION	3.05	3.05	3.05	3.05	3.05	3.05	3.05	3.05
1.2	SITEWORK	2.58	2.58	2.58	2.58	2.58	2.58	2.58	2.58
2.0	SUBSTRUCTURE	8.80	8.80	8.80	8.80	8.80	8.80	8.80	8.80
3.0	STRUCTURE	21.58	21.58	21.58	28.98	21.58	21.58	21.58	21.58
4.1	ENCLOSURE, VERTICAL	11.72	11.72	11.72	18.49	11.72	11.72	11.72	11.72
4.2	ENCLOSURE, HORIZONTAL	3.04	3.04	3.04	3.04	3.04	3.04	3.04	3.04
4.3	ENCLOSURE, SUPPORT ITEMS	2.09	2.09	2.09	2.09	2.09	2.09	2.09	2.09
5.1	INTERIALS, VERTICAL	8.14	12.93	8.28	21.58	21.58	5.09	8.80	7.23
5.2	INTERIALS, HORIZONTAL	5.89	7.14	5.88	7.14	7.14	8.93	5.91	4.38
5.3	SPECIAL FINISHES	1.74	5.95	4.13	14.88	14.88	3.24	8.84	4.07
5.4	INTERIORS	0.88	4.88	2.82	0.29	0.29	0.39	0.00	2.58
6.0	BUILDING SPECIALTIES	0.45	0.45	1.71	0.18	0.18	2.14	0.21	3.99
7.0	EQUIPMENT	17.84	23.39	9.84	10.96	10.96	0.98	55.19	13.93
8.0	SPECIAL CONSTRUCTION	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
9.0	CONVEYING	0.00	0.00	0.00	1.05	0.00	0.00	0.00	0.00
10.1	PLUMBING & FIRE PROTECTION	8.35	8.95	9.23	17.39	17.39	3.82	11.03	10.45
10.2	HVAC	12.05	11.03	11.03	13.17	13.17	10.72	14.57	12.35
11.0	ELECTRICAL	12.43	25.94	10.87	21.80	17.93	12.43	15.88	10.87
	TOTAL UNIT COST / SF	118.21	153.28	118.28	172.01	158.10	88.58	171.06	122.87

CONTRA COSTA JUVENILE HALL REPLACEMENT PROJECT

NEW CONSTRUCTION FUNCTIONAL COST MATRIX

ITEM	DESCRIPTION	JUVENILE COURT	LAUNDRY	MEDICAL	MENTAL HEALTH UNIT	STAFF SUPPORT	TREATMNT UNIT	TRANSITION UNIT	VISITING	WARE- HOUSE
1.1	DEMOLITION	3.05	3.05	3.05	3.05	3.05	3.05	3.05	3.05	3.05
1.2	SITEWORK	2.58	2.58	2.58	2.58	2.58	2.58	2.58	2.58	2.58
2.0	SUBSTRUCTURE	8.80	8.80	8.80	8.80	8.80	8.80	8.80	8.80	8.80
3.0	STRUCTURE	21.58	21.58	21.58	21.58	21.58	21.58	21.58	21.58	21.58
4.1	ENCLOSURE, VERTICAL	11.72	11.72	11.72	11.72	11.72	11.72	11.72	11.72	11.72
4.2	ENCLOSURE, HORIZONTAL	3.04	3.04	3.04	3.04	3.04	3.04	3.04	3.04	3.04
4.3	ENCLOSURE, SUPPORT ITEMS	2.09	2.09	2.09	2.09	2.09	2.09	2.09	2.09	2.09
5.1	INTERIALS, VERTICAL	14.19	3.78	18.98	18.98	8.43	18.98	7.85	8.85	4.08
5.2	INTERIALS, HORIZONTAL	5.89	2.29	5.74	5.74	4.99	5.74	3.34	6.19	2.18
5.3	SPECIAL FINISHES	10.08	0.29	3.93	3.93	2.94	2.59	2.24	4.11	0.29
5.4	INTERIORS	8.38	0.00	5.31	2.43	0.00	2.43	1.888	0.88	0.00
6.0	BUILDING SPECIALTIES	1.71	0.14	0.00	0.00	17.31	0.71	0.88	0.00	0.00
7.0	EQUIPMENT	7.53	14.58	27.43	9.07	21.22	8.24	4.45	3.83	1.41
8.0	SPECIAL CONSTRUCTION	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
9.0	CONVEYING	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
10.1	PLUMBING & FIRE PROTECTION	8.52	7.87	18.74	4.55	8.88	3.83	3.83	9.23	5.13
10.2	HVAC	17.84	11.10	11.89	10.24	11.89	11.89	11.89	11.03	10.74
11.0	ELECTRICAL	18.28	9.59	13.88	9.59	12.32	10.72	10.72	10.87	9.71
	TOTAL UNIT COST / SF	141.82	102.24	154.50	115.25	138.92	113.95	89.32	105.41	86.38

NOTE:

1. THE DEMOLITION COSTS NOTED ALLOW FOR THE DEMOLITION OF THE EXISTING STRUCTURES.
2. THE SITEWORK COSTS NOTED ARE AN ALLOWANCE FOR MISC. SITEWORK REQUIRED. HOWEVER, THE EXTERIOR DEVELOPMENT COSTS ARE NOTED ELSEWHERE.
3. THE COSTS NOTED ABOVE ARE CONCEPTUAL IN NATURE. THEY ARE BASED ON THE PROGRAMMATIC INFORMATION PROVIDED BY FARBSSTEIN & ASSOCIATES AS WELL AS HISTORICAL DATABASE INFORMATION FOR SIMILAR FACILITIES.

(Description of Function Inclusions)

- 1.1 DEMOLITION: Buildings, structures, paving and utilities.
- 1.2 SITE WORK: Clear and grub, site excavation and fill, paving, surface site work, underground utilities, offsite, landscaping and irrigation.
- 2.0 SUBSTRUCTURE: Piles, caissons, foundations, pile caps, grade beams, slabs on grade, wall and waterproofing below surface grade, columns below grade, structural slabs below surface grade.
- 3.0 STRUCTURE: Columns, structural beams and girders, slabs composite, slabs concrete, metal decks, concrete fills, wood floor systems, excludes all walls, whether structural or not.
- 4.1 ENCLOSURE VERTICAL: Includes all exterior wall materials, skins, coatings, fenestration, doors, interior surface of exterior walls, thermal insulation.
- 4.2 ENCLOSURE HORIZONTAL: Includes all roofing, sheet metal enclosures, insulation, roof penetrations.
- 4.3 SUPPORT ITEMS: All items not capable of categorization, such as miscellaneous iron, sheet metal, other than closures, rough hardware, caulking, waterproofing above grade.
- 5.1 INTERNALS VERTICAL: Includes all internal wall materials, concrete, steel studs, wood studs, wallboard, plaster, emulsions, doors (interior) bases, borrowed lights, sound isolation.
- 5.2 INTERNALS HORIZONTAL: Includes all floor coverings, sound isolation, ceiling suspension systems, integrated systems, acoustical tile, gypsum wallboard, plaster, sound isolation (other than concrete fill).
- 5.3 SPECIAL FINISHES: Hard surfaces for wall and floors, tile terrazzo, vinyl wall coverings, laminated plastics.
- 5.4 INTERIORS: Cabinets, drapes, other items appended to walls, floors or ceilings, furniture.
- 6.0 BUILDING SPECIALTIES: Including chalk and tack board, toilet partitions, fold and demountable partitions, toilet accessories, seating and building specialties general.

- 7.0 EQUIPMENT: Restaurant, school, church, bank, hospital, gym, shop, material handling.
- 8.0 SPECIAL CONSTRUCTION: Any and all unusual construction items not a part of the general construction: pools, incinerators, radiology shielding, pedestal floors, etc.
- 9.0 CONVEYING: Elevator, dumb-waiters, escalators, belts, pneumatic tube systems, chutes, stairs.
- 10.1 PLUMBING & FIRE PROTECTION: Equipment, fixtures, piping, valves, specialties & insulation, plumbing accessories, testing & permits, alarm & valve tree, FP piping, FP heads, FP specialties & permits, Halon systems. Site utilities are included under site work.
- 10.2 HVAC: Any and all equipment, boilers, chillers, air handling, terminal distribution items, controls, valves, thermostats, air dampers, actuators, duct work grills, registers, insulation, piping & insulation, valves, specialties, permits & testing.
- 11.0 ELECTRICAL: Any & all electrical equipment, H.V. switch gear, main switch gear, panel boards, transformers, circuit breakers, emergency generators, UPS systems. signal & communications equipment, fixtures, wiring, conduit & raceway systems, miscellaneous devices, fees, permits, testing, fire & life safety systems. Electrical site utilities are not included under this section but are included under the site work section.

Faye Bernstein & Associates

STRUCTURAL ENGINEERING

August 31, 1994

Jay Farbstein and Associates
1411 Marsh Street, Suite 204
San Luis Obispo, CA 93401

Attn: Greg Allen Barker, AIA

Project: FBA Job #9308: Contra Costa Juvenile Hall Replacement
Study (JFA Job #9309).

Subject: Seismic Upgrade Costs of Existing Buildings.

Dear Greg:

We received the first draft of the Design Program Report for the Contra Costa County Juvenile Hall Replacement Project. Included in this draft is cost estimate data for the three options studied. As we discussed in our telephone conversation of 8/30/94, no cost was included for seismic retrofit of any of the existing structures:

Seismic retrofit recommendations for the existing buildings would require schematic plans showing how they might be modified for continued use, a thorough seismic analysis, and possibly some exploratory testing—all of which are beyond the scope of this project. However, based on our review of the plans and our site visit, we feel one or more of the following may be required for those buildings built in 1949 (the original administration and residential wings):

- 1) strengthening the roof and/or floor slabs at regions of high stress.
- 2) adding seismic load collectors or drag struts.
- 3) providing stronger connections between roof and floor slabs and the concrete shear walls.
- 4) adding new reinforced concrete or masonry walls and/or strengthening existing walls in high stress areas.
- 5) adding or modifying foundation elements.
- 6) providing better separation between the different wings.
- 7) modifying non-structural partitions, equipment and furniture supports, light fixtures, ducts, etc.

In the absence of schematic plans and further analysis, we cannot give a firm budget number for retrofit work. In our experience, retrofit costs can vary widely, from \$15 per square foot to \$50 or more per square foot, depending on the type of modifications made to structures of this type.

It is also important to realize that the retrofitted structure would still be somewhat more likely than a new structure to suffer damage in an earthquake. This is because the structure will retain structural and non-structural details which are no longer in use today. It may not be possible or cost-effective to retrofit these items. Also, the level of quality control of the original construction and the effects of age cannot be known without extensive testing.

The newer structures at the site (Sierra/Monticello/Girls Center and Gymnasium) are less an issue at this time as they would be retained for use in all three of the alternative plans. We would like to point out, however, that they should also be evaluated seismically. Structural codes, particularly seismic requirements, have changed significantly since they were built and may change again in light of building performance in the recent Northridge Earthquake.

Please call if you have any further questions.

Sincerely,



Michael Hicks, P.E.
Project Engineer