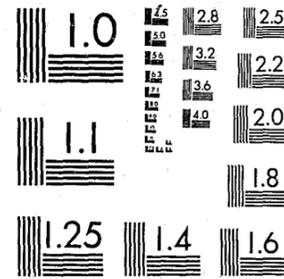


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guidelines
for
inspecting
juvenile
halls

75582

July 1969

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Department of the Youth Authority, under the direction of George Saleebey,
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GUIDELINES
FOR
INSPECTING JUVENILE HALLS

Department of the Youth Authority
Allen F. Breed, Director

July 1969

These guidelines will be used by Youth Authority staff to determine the "suitability" or "unsuitability" of juvenile halls in accordance with Section 509 of the Welfare and Institutions Code.

In writing these guidelines, liberal use was made of standards for juvenile halls developed several years ago as required by Section 1760.7 of the Welfare and Institutions Code. Those standards were non-mandatory and were intended for use by local jurisdictions to upgrade the quality of service provided detained juveniles.

It is our intention that these guidelines be dynamic, fluid, and subject to constant revision to meet changing circumstances. Moreover, it is recognized that operating practices vary so greatly from jurisdiction to jurisdiction that considerable flexibility must be used in their application.

In carrying out the inspections, we will be guided by the general philosophy that most administrators want to provide the highest possible level of service and welcome the state's efforts to assist them.

It will be our intention, where deficiencies are discovered, to help the county bring its juvenile hall up to the required level of service rather than to forbid its future use.

Allen F. Breed, Director

July 1969

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I. HISTORICAL DEVELOPMENT

In 1955, the California Legislature amended Section 1760.7 of the Welfare and Institutions Code authorizing the Department of the Youth Authority to establish standards for the operation and maintenance of juvenile halls and for the training and qualifications of personnel who are to serve in such halls.

The first edition of "Standards for Juvenile Halls," published in May 1958, was developed cooperatively by the Youth Authority and county officials responsible for the operation of juvenile halls. The second edition, published in January 1965, included revisions to the first edition. It was intended that the standards in both publications serve as minimum guideposts for those counties that had not yet achieved a minimum level of service.

During 1968, Section 509 of the Welfare and Institutions Code was amended, making it mandatory that the Youth Authority conduct an annual inspection of each juvenile hall in the state which, during the preceding calendar year, was used for confinement for more than 24 hours of any minor under the age of 18 years. If the inspection determines that a juvenile hall is not suitable for confinement, proper notice shall be given, and the juvenile hall shall not be used for confinement unless a reinspection by the Youth Authority shows that unsuitable conditions have been remedied; and the juvenile hall is then a suitable place for confinement of minors.

The standards in this publication have been revised to comply with the intent of this legislation. There are other points, standards, and details which might well be included in these juvenile hall standards, but an attempt has been made to cover only minimum standards. However, it should be emphasized that these minimum standards are not to be interpreted as the ultimate of detention care that can be provided for children.

II. PURPOSE OF A JUVENILE HALL

The purpose of a juvenile hall is to detain children in accordance with the provisions of the Juvenile Court Law. Because of the nature and problems of detained children, more than physical care and custody must be provided. Children cannot be merely "stored" for the court however short a time they may be detained.

Section 502 of the Welfare and Institutions Code describes the intent of the Juvenile Court Law as follows:

The purpose of this chapter is to secure for each minor under the jurisdiction of the juvenile court such care and guidance, preferably in his own home, as will serve the spiritual, emotional, mental, and physical welfare of the minor and the best interests of the State; to preserve and strengthen the minor's family ties whenever possible, removing him from the custody of his parents only when his welfare or safety and protection of the public cannot be adequately safeguarded without removal; and, when the minor is removed from his own family, to secure for him custody, care, and discipline as nearly as possible equivalent to that which should have been given by his parents. This chapter shall be liberally construed to carry out these purposes.

Ordinarily, juvenile halls are not designed, nor should they be used, for commitments; but under certain conditions, juvenile halls can be used for commitments in accordance with Section 30 of the Welfare and Institutions Code. However, such use of juvenile halls for long-term treatment of children is not recommended. A more appropriate facility for commitment of court wards would be a county juvenile home, ranch, or camp established in accordance with Article 15 of the Welfare and Institutions Code.

A juvenile hall is specifically intended to provide temporary care for children pending court dispositions or transfers to another jurisdiction or agency. Such temporary care involves four basic functions:

1. Secure physical care that prevents damaging effects of confinement
2. Constructive individual and group activities, including a well-balanced school program
3. Counseling and guidance to help the child with the immediate problems of detention
4. Study and observation to produce a professional report that provides a better understanding of the child to the probation department and the court

Although these four functions are interrelated, all are specifically dependent on the first -- secure physical care. Unless a child needs secure custody, he should not be detained merely as a means of imposing regulated activities, guidance, or observation. However, if secure physical care is required, all four functions must then be integrated into the program.

The juvenile hall should not be expected to undertake other functions that are beyond the scope of a detention program. Those functions associated with police operation, such as fingerprinting, lineups, etc., are not functions of a juvenile hall program.

III. PLANNING A JUVENILE HALL

As a minimum, a juvenile hall, whether large or small, must provide each minor:

1. A place to sleep
2. A place to eat
3. A place to study and go to school
4. A place to play, both indoors and outdoors
5. A place to visit with parents
6. A place to talk things over in private with the police, the probation officer, the juvenile hall staff, and other concerned professional staff
7. A place for needed medical attention
8. A place to worship
9. A place for personal hygiene

Supportive services also essential to the operation:

1. Food services
2. Laundry services
3. Storage space
4. Office space

In addition, the juvenile hall environment must be so planned as to assure that a minor is not stripped of individual dignity and privacy; and it must also provide safety, protection, and proper supervision for each and every minor in detention.

It would be extremely difficult to attempt to standardize the initial steps necessary to the planning of a juvenile hall; but certainly, costly mistakes will be avoided if a thorough study of detention needs is made before building plans are even considered. Immediate and future juvenile hall capacities should be determined that are consistent with anticipated changes in the size and structure of a particular community. A building schedule should then be established to provide detention space as it is needed, rather than to expect an original allocation of detention space to serve a growing community "forever."

Buildings should be designed to allow for whatever expansion may be needed later, and sufficient land should then be designated to prevent encroachment by housing and industry. However, expansion should not occur unless there is proven justification for such expansion.

Decentralization of detention facilities should be a consideration in larger communities. Otherwise, a single, centralized detention facility can grow so large that detention services are no longer consistent with the purpose and functions of a juvenile hall. If detention facilities are decentralized, there should also be a corresponding decentralization of related services.

Building materials are subjected to severe tests in a juvenile hall. "Cheap" original construction usually results in heavy maintenance costs later. Function and durability should be a major consideration in choosing structural materials, equipment, and hardware.

Even though areas in which minors are housed must be Type I* construction, building designs that accentuate an institution atmosphere should be avoided. Colorful decoration, special lighting, and careful selection of building materials help to achieve this purpose.

Security should be uniform in all areas in which detained minors will be present; i.e., living units, interview rooms, dining rooms, school areas, etc. Locks should be master-keyed and sub-keyed to facilitate control and security throughout the building. Heavy duty locks are recommended for security areas, but the key slot of a sleeping room door should not be accessible from inside the room.

Security sash, or equivalent, should be used for all windows in security areas. Plastic or tempered glass panes are recommended to prevent danger of shattering, but plastic panes cannot be used for all window openings because of fire regulations. Where plastic cannot be installed, tempered glass can be utilized for security and safety of minors.

Air conditioning not only provides more comfort and, hence, less tension during hot weather but when used with tempered glass or heavy plate glass, it permits installation of non-ventilating and tamper-proof windows.

In detention living units, a control center should be located to give staff maximum visual supervision of hallways, activity areas, toilet areas, and shower areas. Consideration should also be given to installation of an intercommunication system as an aid to supervision in detention living units, and to assist communication throughout the building.

Many other aspects of security could also be reviewed; however, the result could easily be an over-emphasis on security as the only requirement for a juvenile hall. A governing factor of planning must be that the building is designed to serve a program; and security, though important, is but one of many program requirements. But to translate all possible program requirements into a concise building standard is impractical, and perhaps impossible. The necessity for medical services, food services, visiting arrangements for parents, laundry services, administrative services, etc., is self-evident; however, possibilities for providing such services are many and should be subject to flexible guidelines that assure the service rather than to precise physical standards that have little meaning when universally applied.

To assist architects and planning groups with the variety of details involved in planning a juvenile hall, consultation services are available through the Division of Community Services, California Department of the Youth Authority

* Title 24, California Administrative Code

IV. BUILDINGS AND GROUNDS

AN OVERVIEW

Since the primary function of a juvenile hall is to provide secure physical care, buildings and grounds must be planned accordingly. Within this secure physical setting, each juvenile hall must be prepared to assume total responsibility for providing a minor all the necessities for constructive living, 24 hours a day, each day of the year.

Structural standards that govern juvenile hall construction are outlined in state and local building regulations. Such regulations are necessarily extensive, often are hard to understand without specialized knowledge, and may vary somewhat from county to county.

A licensed architect should be relied upon to plan buildings and grounds; and county building departments, county health departments, and the State Fire Marshal must then be relied upon to assure compliance with those minimum standards that apply to a particular situation.*

LEGAL PROVISIONS

1. Each county in California must have a juvenile hall. (Section 850 W&I Code)
2. As an alternative, two or more counties may establish a joint juvenile hall to serve combined detention needs. (Section 870 W&I Code)
3. The juvenile hall shall be in a location approved by the judge of the juvenile court. (Section 850 W&I Code)
4. It is not to be in, or connected with, a jail or prison. (Section 851 W&I Code)
5. It is to be as nearly like a home as possible. (Section 851 W&I Code)
6. Plans for any construction in excess of \$1,500 are to be submitted to the Board of Corrections for review and recommendation.** (Section 6029 Penal Code)

* An existing juvenile hall, built in accordance with construction standards in effect at the time of construction, shall be considered as being in compliance with minimum standards, unless the condition of the structure is determined to be dangerous to life, health, or welfare.

** By administrative action, the Board of Corrections has delegated responsibility for this review to the Department of the Youth Authority.

STANDARDS

A. Building Safety

Standard: Buildings shall be approved by the county building department or by the person designated by the board of supervisors to approve building safety.

Analysis: Approval of buildings involves not only new construction or remodeling, but also periodic inspections of juvenile hall buildings and grounds to assure that minimum standards are being maintained. A copy of all such reports shall be submitted to the Director of the Youth Authority by the county probation officer.

Building standards are not the only factors that must be considered in planning a juvenile hall. The architect responsible for planning must also be thoroughly familiar with the purpose and functions of a juvenile hall. His is the task of combining standards, purposes, functions, and other necessary ingredients to produce a plan that best serves an individual community.

B. Fire Safety

Standard: Fire safety shall be approved by the State Fire Marshal.

Analysis: All juvenile hall facilities shall conform to rules and regulations adopted by the State Fire Marshal to establish minimum standards for prevention of fire and for the protection of life and property against fire and panic.

Plans for new construction and additions and alterations to existing facilities shall be reviewed and approved by the State Fire Marshal.

All juvenile halls shall be inspected at least annually by the fire authority having jurisdiction under the provisions of Section 13146, Health and Safety Code, to determine that minimum standards for fire safety are currently being maintained.

A copy of all reports shall be submitted by the county probation officer to the Director of the Youth Authority.

C. Health and Sanitation

Standard: Health and sanitation shall be approved by the county health department.

Analysis: Plans for health and sanitary facilities must be approved by the county health department or designated medical officer. The county health officer is required to conduct an annual inspection of the juvenile hall in accordance with Section 459 of the Health and Safety Code.

All reports concerning conditions of health and sanitation in a juvenile hall shall be submitted to the Director of the Youth Authority by the county probation officer.

The extent of provisions for medical areas within a juvenile hall is largely dependent upon the number of minors requiring medical services and the resources, or lack of resources, for medical services from outside the juvenile hall. A nearby clinic or hospital that is available for medical services, and a limited number of minors requiring such services, may justify the transportation of patients to services. However, this arrangement may involve considerable staff time and also increases escape possibilities.

In any event, if it is determined that the time required for outside medical services exceeds one hour per day, medical services should be provided within the juvenile hall. Plans for providing medical services and medical facilities in a juvenile hall necessarily involves the county health officer at the beginning of planning.

D. School Building

Standard: School buildings shall be approved by the county superintendent of schools or the district superintendent in which the juvenile hall is located, one of whom shall be designated for this function by the board of supervisors.

Analysis: Approval of plans for school buildings shall be in accordance with the provisions of Article 14 of the Welfare and Institutions Code. A report of such approval shall be submitted to the Director of the Youth Authority by the county probation officer.

E. Academic Classroom Area

Standard: Classroom space shall contain a minimum of 160 square feet for the teacher's desk and work area, and 28 square feet per student.

Analysis: School rooms should be separate from living units, but placed to keep movement of children to a minimum. To insure individual instruction and evaluation, a classroom should be designed for no more than 15 students.

A multi-purpose room, large enough for the total school population, is desirable for school assemblies, movies, religious services, and other large group activities.

F. Detention Living Unit

Standard: A detention living unit shall be designed to provide living accommodations for no more than 30 minors.

Analysis: Although a detention living unit may be designed for a maximum of 30 minors, a designed capacity of 20 minors is recommended. A 20-bed living unit provides much greater opportunity for programming and supervision than does a 30-bed unit.

G. Plumbing Installations

Standard: Each detention living unit shall contain a minimum of:

One shower per five minors
One wash basin per five minors
One water closet per four girls, or
two water closets and one urinal per
ten boys

Analysis: Standards for plumbing installation in a detention living unit are intended to provide for "surges" of youngsters during breaks in the daily program.

All sleeping rooms in which minors are locked should be equipped with a drinking fountain, wash basin, and toilet. Plumbing should be arranged so that repair may be made from outside the room.

There should also be a hallway drinking fountain centrally located so the area can be readily supervised by staff.

H. Interview Rooms

Standard: There shall be a minimum of one interview room for each detention living unit.

Analysis: At least one interview room is needed for each detention living unit for private interviews with attorneys, law enforcement officers, probation officers, ministers, counselors, etc.

The interview room should allow privacy, yet permit visual supervision by staff.

I. Hallways

Standard: A hallway in a detention living unit shall be no less than six feet wide.

Analysis: Although a six-foot width is allowable, an eight-foot width is recommended. This provides better supervision of corridors and helps prevent congestion during times of heavy traffic.

Hallways in office areas, etc., may be less than six feet wide, in accordance with building regulations for such occupancy.

J. Activity Areas

Standard: A minimum of 30 square feet of clear space per minor shall be provided in the activity room in each living unit.

Analysis: Activity rooms should be located to keep movement of minors at a minimum and provide adequate supervision without additional staff.

More than minimal activity space may be needed in localities with extremes of weather conditions that limit outdoor activities. Provisions should also be made for other smaller indoor areas to allow quiet recreation.

Every juvenile hall should have an enclosed outdoor play area arranged for good visual supervision. A juvenile hall without an adequately enclosed outdoor play area usually avoids outdoor activities altogether; or selects minors not likely to run away, leaving others locked up. Neither situation is satisfactory. There should be an area for basketball, volleyball, and similar games; and a large grass area for softball and other field sports.

A 16-foot wall or chain link fence is recommended for perimeter security. If a fence, the top six feet should be covered on the inside with heavy-gauge, close-mesh hardware cloth.

K. Dining Space and Kitchen Area

Standard: At least 15 square feet per person shall be the minimum allowance in the dining room or dining area.

Analysis: In addition to provisions for the maximum number of minors that utilize the dining area, allowance should be made for staff or guests who may use the dining area at the same time.

The dining area can either be located in each living unit or can be centralized. However, large dining areas should be compartmented to permit minors of each living unit to eat together and to facilitate control.

In a smaller juvenile hall, it may be more feasible to arrange for food services to be supplied from outside the juvenile hall. However, food services of this type often are not intended for the needs of growing boys and girls. Care should be taken that menus are planned specifically for children.

If food is prepared in the juvenile hall, a centralized kitchen* is recommended. When children are to be used as helpers in the kitchen,

* A juvenile hall kitchen shall comply with all requirements of the latest revision of the California Restaurant Act. (See Sec. 28600-28655, Health and Safety Code)

additional work space is required beyond that needed for paid staff. Layout design should eliminate blind spots which prevent visual supervision when children assist in the kitchen.

The amount of space needed for the kitchen is affected by such variables as type of food service, location of dining areas, number of people to be served, complexity of the menu, equipment placement, storage of mobile equipment, and traffic aisles.

Space should be designated for exclusive use of refrigerated and dry food storage. It should not include accommodating mechanical or electrical equipment in the food storage areas. The procurement system used determines what period of storage is required. Generally, a 30-day supply provides an adequate quantity on hand.

The kitchen should be near the dining room, storage and loading areas, and garbage disposal facilities.

Plans for a kitchen, food storage, refrigerator space, etc., should involve the County Health Department at the very beginning of planning. Assistance with planning can also be obtained through the California Department of the Youth Authority.

L. Sleeping Rooms

Standard: A sleeping room shall contain a minimum of 500 cubic feet of air space per person.

Analysis: Sleeping rooms should be designed for single occupancy. Recommended floor area is seven feet by nine feet (or equivalent), planned to eliminate any projections or exposed utilities.

M. Doors

Standard: The door of every sleeping room shall have a view panel that allows complete visual supervision of all parts of the room.

Analysis: For the protection of both minors and staff during the time that minors are locked in sleeping rooms, staff must be able to observe all parts of the room without opening the door.

Doors should be flush-type, of heavy gauge (16) hollow metal with a sound deadening agent inside (glass wool, etc), and set in metal frames with sound cushioning strips on the jamb. Doors should swing into the hallway, with hinge pins outside the room.

Sleeping room doorways should not be placed opposite one another along a hallway.

N. Lighting

Standard: Lighting installation in sleeping rooms shall provide no less than 75 foot candles of illumination at desk level.

Analysis: Lighting in an individual room must be sufficient to permit easy reading by a person with normal vision. Also, sleeping rooms should be equipped with night lights that are sufficient for night supervision, but are not so bright as to interfere with children sleeping. The illumination provided by a night light in a sleeping room should be no more than two foot candles at bed level.

Switches should be provided for central, as well as individual, control of illumination. Fixtures, switches, and conduits should be tamper-proof. Conduits for TV antennas should be provided even though the purchase of a TV set may not be contemplated at the time construction is started.

O. Storage

Standard: For each minor, there shall be a minimum of nine cubic feet of secure storage space for personal clothing and personal belongings.

Analysis: Usually, in planning a juvenile hall, little thought is given to the many storage requirements involved in the juvenile hall operation. The result is that few existing juvenile halls have adequate provisions for storing supplies and equipment necessary to the daily operation of the institution.

Locked drawer space is necessary to store money and other valuables, and shelf and hanger space is necessary for personal clothing. Such storage can be in a detention living unit or centrally located in the receiving area of the juvenile hall. In either case, provisions must be made to assure that storage space is secure but accessible at all times to staff having responsibilities for intake or release of minors.

A centralized storage room is also needed for general storage of new clothing, athletic equipment, bedding, personal supplies, paper products, dishes, and utensils. An allowance of 12 square feet of floor area per child should be planned.

Each living unit should have a total storage area of six and one-half square feet of floor space per child for storage of clean clothing and linen, cleaning supplies, recreation equipment, etc.

Since the juvenile hall building is owned by the public, it may be necessary to provide storage space for civil defense supplies. Consideration should be given to this possibility as an early stage of planning a new juvenile hall.

P. Maximum Capacity

Standard: Each juvenile hall will establish a maximum capacity in accordance with minimum standards established herein.

Analysis: Beds in an infirmary or in similar specialized areas should not be included in the rated capacity of the juvenile hall.

V. ADMINISTRATION

AN OVERVIEW

The county probation officer, as the administrator of the probation department, must take the initiative in developing broad overall policies concerning administration of the juvenile hall operation. Within this framework, it is essential that the superintendent of the juvenile hall have delegated responsibilities and authority appropriate to his role as the administrator of juvenile hall. Organizational structure, administrative controls, and normal channels of communication should be formulated accordingly.

In turn, juvenile hall administration should be based on a structure of relationships in which appropriate responsibilities and authority to make decisions are distributed throughout the juvenile hall staff. Each staff position should be delegated authority to make such decisions as are necessary for fulfilling responsibilities assigned to the positions. Neither regimentation resulting from over-emphasis on rules nor irresponsible exercise of individual judgment resulting from lack of agency direction, should be allowed a place in the administrative structure.

LEGAL PROVISIONS

1. The juvenile hall is under the management and control of the probation officer. (Section 852 W&I Code)
2. If the juvenile hall is jointly operated by two or more counties, management and control may be the joint responsibility of the probation officers of the counties involved, or may be delegated to one of the probation officers. (Section 870 W&I Code)
3. Operational expenses of a juvenile hall must be listed by the probation officer and filed with the county board of supervisors. (Section 855 W&I Code)
4. The board may establish a school, either under the jurisdiction of the school district in which the juvenile hall is located or under the county superintendent of schools. (Section 856 W&I Code)
5. If under the local school district, the governing body of the school district provides school facilities, teachers, and school supplies to conduct an accredited school. Teachers are then under the jurisdiction of the regular school officials. (Section 860 W&I Code)

6. If the school is under the county superintendent of schools, the county board of education has the same powers and duties concerning the school program as would the governing board of a school district. The county board of supervisors then has the power to review and revise academic budget proposals. (Section 857 W&I Code)

STANDARDS

A. Organizational Structure

Standard: Compliance shall be given to all legal provisions that establish and control the operation of a juvenile hall.

Analysis: Juvenile hall is a major division of the probation department, and its superintendent under the direction of the county probation officer is responsible for its internal management.

The superintendent's primary function is to integrate all segments of the operation into a unified system that provides maximum assistance to children in the detention program. This entails coordinating the activities of persons or agencies involved in the school program, recreational activities, religious activities, professional services, business services, as well as supervising staff directly under his jurisdiction.

He may delegate authority over a wide range of activities, but his is the basic responsibility for developing and implementing a productive organization. The superintendent is responsible for interpreting the detention program to the community and in helping to maintain useful and harmonious community relationships.

For most juvenile halls, an assistant superintendent is included in the staffing pattern. In some juvenile halls, he serves primarily as business manager to relieve the superintendent of time-consuming details of services and supply; however, he should never be removed entirely from line responsibility for staff engaged in the care and supervision of children.

Other staff necessary for proper operation includes personnel for supervising and counseling of children, professional services, housekeeping, food services, clerical services, and maintenance services.

To insure that policies governing the juvenile hall operation are clearly understood, the county probation officer and the juvenile hall superintendent should develop a policy statement defining functions, procedures, and responsibilities involved in the operation. Such a policy statement should include, but not necessarily be limited to, the following items:

Relationship to the juvenile court

Responsibilities of the juvenile justice commission or probation committee

Responsibilities of the probation officer

Responsibilities of the superintendent

Staff structure

In-service training

Relationship with other probation department personnel, school personnel, and personnel of other agencies that may be involved in the juvenile hall program

Principles pertaining to community contacts, use of volunteers, and donations

Instruction for release of information to parents, the public, and the press

Principles for intake and release

Counseling services

Work program for minors

Control and disciplinary measures

Escape procedures

Medical problems and medical emergencies

Visiting regulations

Religious activities

Emergency evacuation procedures

Personnel management procedures

Supply procedures

Statistics and record procedures

Budget procedures

B. Administrative Controls

Standard: The county probation officer, through the superintendent of the juvenile hall, shall establish such record-keeping and channels of communication as are necessary for the efficient operation of the juvenile hall, the legal and proper care of minors, and the supplying of required information to probation staff.

Analysis: Internal records of the juvenile hall should include, but not necessarily be limited to:

1. Departmental accounting, personnel, supplies, budget records
2. Legal records
3. Record of juvenile hall behavior
4. Health and medical records
5. Statistical records: religious affiliations, race, referring agency, reason for admission, physical description and condition on entry, family data, length of stay, releasing authority.
6. Record of possessions: money, clothing, personal items
7. Unit daily logs for recording special situations or conditions, visits, interviews, staff on duty, admissions, and releases

Information should flow freely between the juvenile hall and probation officer staff. Flow of information from juvenile hall to probation officer staff should include:

1. Behavior reports on a regular and requested basis
2. Special reports: AWOL, physical contact, special observations, accidents
3. Medical and/or emotional problems developing or discovered during detention
4. Social and family information
5. Reports of parental contacts (staff and parent, minor and parent)

Flow of information from probation officer staff to juvenile hall should include:

1. Medical information and consents necessary for properly dealing with the minor
2. Social history; only such history as would affect the method of dealing with the minor
3. Knowledge of action planned or initiated which may affect the minor's behavior during detention

4. Information by which juvenile hall counselors may augment efforts to counsel the minor regarding placement or other problems.
5. Special behavior and emotional problems; aggressiveness, homosexuality, enuresis, suicidal tendencies, runaway patterns, etc.

Interchange of information must be extended to minors and their parents so they will understand the rules and regulations and the reasons for detention. Also, under a policy established by the probation officer, efforts should be made to develop a well-informed public. Pamphlets and duplicated material can be a helpful means of issuing such information.

VI. PERSONNEL

AN OVERVIEW

It is extremely important that a sufficient staff of experienced, well-trained, adequately-paid people be recruited to carry out the functions of the juvenile hall. Otherwise, no amount of investment in buildings and equipment can replace a qualified staff in attaining the objectives of a detention program.

If a merit system is not provided by law, the same objectives may be reached by adoption of, and adherence to, minimum standards of qualifications. If not already provided under a merit system, a probationary period of at least six months should be established for all employees before an appointment is made permanent.

LEGAL PROVISIONS

1. The county board of supervisors shall provide a suitable superintendent and other necessary juvenile hall employees. (Section 853 W&I Code)
2. The board shall also provide suitable salaries from the general fund for such employees. (Section 853 W&I Code)
3. Juvenile hall employees are appointed, or removed for cause, by the probation officer in accordance with civil service or merit system, unless a county charter specifies an alternate method of appointment and tenure. (Sections 854 and 576 W&I Code)

STANDARDS

A. Personnel Management

Standard: Approved principles of personnel management shall be followed in planning, organizing, staffing, training, and directing staff.

Analysis: The juvenile hall staff will be concerned with administration, supervision, health and clinical services, counseling and guidance, physical care, recreation, education, meal service, house-keeping, laundry services, and maintenance. In large juvenile halls, a specialized staff should be available for each of these functions. In small units, many of the specialized functions will be combined.

The promotional pattern should be broad so juvenile hall staff members are eligible for promotional opportunities, both within the juvenile hall and in other divisions of the probation department.

B. Staff-Child Ratio

Standard: Child supervision staff positions shall be budgeted on estimated child care days per year, applying the appropriate staff-child ratios. There shall be sufficient staff positions to provide continuous wide-awake supervision at all times. The superintendent will determine how child supervision staff is to be deployed and may vary staff assignments slightly from the staff-child ratios listed below.

1. During the hours that minors are awake, there shall be one child supervision staff member* on duty for each 10 minors in detention.
2. In a juvenile hall in which boys and girls are not detained in separate living units, during the waking hours there shall be one child supervision staff member on duty for each 8 minors in detention.**
3. During the hours that minors are asleep, there shall be one wide-awake child supervision staff member on duty for each 30 minors in detention.

Analysis: Normally, the hours children are awake are from 6 a.m. to 10 p.m.; during this period, the staff-child ratio of one to ten applies. Normally between the hours of 10 p.m. to 6 a.m., the staff-child ratio of one to 30 is applicable.

During periods of extremely low or high population, the number of staff positions should be adjusted to maintain approximate conformity to staff-child ratios. It is considered good budgetary practice to hire full-time staff only for the lowest anticipated needs; and then hire extra help as needed to handle peak loads.

The superintendent must be given flexibility in deploying staff because the physical setting of each juvenile hall frequently dictates slight variations from generally accepted staff-child ratios.

* A child supervision staff member is one whose duty is primarily the supervision of children or the immediate supervisor of child supervision staff. This would not include teachers, cooks, tradesmen, etc. whose child supervision duties are incidental to their primary responsibility.

** In a juvenile hall in which boys and girls are not segregated during waking hours, the staff-child ratio of one to eight is necessary because the group requires much closer supervision.

C. Staff Training

Standard:

Each staff member shall be properly oriented to his duties, the decisions he must make, the person to whom he is responsible for his performance, the persons who may be responsible to him, and the persons to contact for decisions that are beyond his responsibility.

New employees shall have a minimum of 40 hours in-service training before being given responsibility for supervising minors.

Analysis: At least one hour each week should be devoted to in-service training. Training should be directed towards professional growth of staff and a better understanding of child development and behavior. There should be budgeted training time of 24 hours per year for each staff member to attend professional institutes and meetings.

General staff meetings for all staff, as well as unit meetings, are useful in evaluating programs, coordinating staff efforts, and in planning and judging effectiveness of techniques, activities, and total program.

D. Salaries

Standard: Salaries shall be commensurate with the duties and responsibilities of each position.

Analysis: Salaries must be based on the principle that like salaries be paid for comparable work. Consideration should be given to the prevailing rates for comparable service in other public and private employment. In order to attract and hold qualified personnel, job experience, education, etc., should be considered when setting salary schedules.

E. Staff Qualifications

Standard: All staff shall possess the basic skills and education necessary for the proper performance of assigned duties.

Analysis: All staff must possess the general qualifications of integrity, sensitivity, honesty, sobriety, dependability, industry, thoroughness, accuracy, good judgment, initiative, resourcefulness, courtesy, ability to work cooperatively with others, good health, and freedom from disabling effects.

Candidates for staff positions should have a knowledge of the causes and treatment of juvenile delinquency; an aptitude for, and interest in, working with boys and girls; an ability to keep records and prepare

reports; and the ability to analyze situations accurately and to adopt an effective course of action.

Recommended qualifications for the various staff positions are listed below:

Superintendent, Director

Experience: Not less than five years of full-time paid experience with an agency dealing largely with children or youth with behavioral problems, two years of this experience in a supervisory capacity.

A superintendent or director should have the ability to apply principles and techniques of personnel management; have ability to plan, organize, and direct the work of juvenile hall staff; and be able to maintain property inventories and prepare budget estimates.

Education: Equivalent to graduation from an accredited college or university with major work in one of the social sciences.*

Assistant Superintendent, Assistant Director

Experience: Not less than three years of full-time paid experience in juvenile hall group work, or as a group worker in a 24-hour child-care institution for emotionally disturbed or delinquent children. One year of paid experience in probation or parole work could be substituted for one year of the institution group work experience.

An assistant superintendent or assistant director must have the ability to assume responsibility for the operation of the juvenile hall in the absence of the superintendent. He must also have the ability to assist the superintendent or director with personnel management, staff supervision, record-keeping, and budget preparation.

Education: Equivalent to graduation from an accredited college or university with major work in one of the social sciences.

Supervising Group Counselor

Experience: Two years of full-time paid experience in one or a combination of the following fields:

* Education equivalent to graduation is considered as 135 units.

Supervising Group Counselor (contd)

1. Supervision of minors in a residential correctional institution.
2. Counseling, guidance, or rehabilitation work with individuals or groups. Experience should demonstrate an increasing ability to successfully supervise and direct the work of other staff members.

Education: Equivalent to graduation from an accredited college or university with major work in one of the social sciences.

Group Counselor or Group Supervisor*

Experience: One year full-time paid experience with responsibility for any one of the following:

1. Supervision of a group of minors in an institution or personal guidance of minors in an organized program.
2. Supervision of a group of employees including responsibility for the assignment and review of their work.
3. Counseling, guidance, or rehabilitation work with individuals or groups.
4. Public or private social work in a recognized agency with major responsibility for assisting in the social adjustment of minors.

Personal qualifications must include emotional stability, ability to take hostility without reacting in a hostile manner, leadership ability, tolerance, and alertness and sensitivity to group situations. A group counselor or group supervisor must be in good physical health, and at least 21 years of age.

Education: It is desirable that education be equivalent to graduation from an accredited college or university with major work in one of the social sciences. A candidate with an A.B. need not have qualifying experience.

Recreational Director

He should have the qualifications of training and experience demanded for a director of recreation in schools or

* Normally, this is the position designated as "child supervision staff."

municipalities. He should be familiar with institutional life and possess ingenuity and resourcefulness in dealing with troubled children.

Housekeeping Personnel

This includes cooks, laundry workers, seamstresses, and janitors. Qualifications should begin with the basic skills necessary for the performance of their assigned tasks. They must be able to see their services as important contributions to the welfare of the detained children.

Clerical

In addition to the technical skills required, these workers must have a genuine interest in children. To incoming youngsters, for example, the receptionist typifies the juvenile hall and the authority it represents.

VII. INTAKE AND RELEASE OF MINORS

AN OVERVIEW

It is imperative that the judge of the juvenile court and the probation officer take active steps to establish policies and procedures for control of detention intake and release which assure compliance with the extent of the juvenile court law. Such policies and procedures should extend to all persons and agencies involved in the detention process.

A peace officer has authority to deliver a minor to juvenile hall if he decides to proceed in accordance with Section 626(c) of the Welfare and Institutions Code. The person responsible for the operation of the juvenile hall must accept custody of the minor. After delivery, responsibility for further detention then rests with the probation officer.

At any time when the population of the juvenile hall approaches the maximum number of minors that can be detained in accordance with minimum standards, law enforcement agencies, the juvenile court, probation department staff, and the juvenile justice commission or probation committee should be alerted in order that appropriate measures can be taken to avoid overcrowding.

LEGAL PROVISIONS

After a peace officer has taken a minor into custody in accordance with Section 625 of the Welfare and Institutions Code, and delivered the minor to juvenile hall in accordance with Section 626:

1. The officer must notify the minor's parents. (Section 627 W&I Code)
2. Upon delivery, the probation officer shall immediately investigate and release the minor to the custody of the parent, guardian, or responsible relative, unless one or more of the following conditions exists:
 - a. The minor is in need of proper and effective parental care or control and has no parent, guardian, or responsible relative; or has no parent, guardian, or responsible relative willing to exercise or capable of exercising such care or control; or has no parent, guardian, or responsible relative actually exercising such care or control. (Section 628(a) W&I Code)
 - b. The minor is destitute or is not provided with the necessities of life or is not provided with a home or suitable place of abode. (Section 628(b) W&I Code)
 - c. The minor is provided with a home which is an unfit place for him by reason of neglect, cruelty, or depravity of

his parents, or of his guardian or other person in whose custody or care he is. (Section 628(c) W&I Code)

- d. Continued detention of the minor is a matter of immediate and urgent necessity for the protection of the person or property of another. (Section 628(d) W&I Code)
- e. The minor is likely to flee the jurisdiction of the court. (Section 628(e) W&I Code)
- f. The minor has violated an order of the juvenile court. (Section 628(f) W&I Code)
- g. The minor is physically dangerous to the public because of a mental or physical deficiency, disorder, or abnormality. (Section 628(g) W&I Code)

Children in shelter care in the juvenile hall and minors in detention in the juvenile hall must be separated from each other at all times. (Section 506 W&I Code)

After a minor has been placed in juvenile hall, unless a petition is filed within 48 hours, excluding non-judicial days, the minor must be released. (Section 631 W&I Code)

If a petition is filed within the prescribed period of time, the minor must then be brought before a judge or referee of the juvenile court no later than the next judicial day for a detention hearing; otherwise, the minor must be released from custody. (Section 632 W&I Code)

If it is decided at the detention hearing that the minor is to be detained further, the period of detention prior to the hearing on the petition must not exceed 15 judicial days. (Section 636 W&I Code)

After the hearing on the petition, a ward of the juvenile court may be ordered detained in the juvenile hall until an order of commitment or other court-ordered disposition is carried out. (Section 737 W&I Code)

STANDARDS

A. Admissions

Standard: Policies and procedures for juvenile hall admissions shall comply with all legal provisions that govern detention intake and release of minors.

Analysis: Legal provisions make it clear that a minor shall be detained only when release would be destructive to the minor or dangerous to the community. A minor shall not be detained simply for the convenience of an individual, a law enforcement agency, the probation department, or the court. Further, there is no legal authority for detaining a minor solely as a material witness in a criminal trial.*

* In Re Singer, 134 Cal. App. 2d 547

Probation staff shall be assigned to screen all children admitted to the juvenile hall, and every effort shall be made to return children to their home, unless further detention is found to be absolutely necessary. If possible, a probation officer should be on duty at the juvenile hall (or on call) 24 hours a day, seven days a week. If this is impossible because of staff limitations or other reasons, intake screening is to be done early each working day.**

Even though the officer who delivers the minor to juvenile hall is required to notify parents, guardians, or other relatives of the minor's detention as soon as possible, probation staff should verify that proper notification has been given.

B. Releases

Standard: No minor shall be released from detention without an appropriate order of the court or designated court officer.

Analysis: If a minor has been ordered detained by the juvenile court, only the juvenile court or persons designated by the court have legal authority to order the minor's release. If the minor has not been ordered detained by the juvenile court, a designated court officer may authorize release.

VIII. PROGRAM

AN OVERVIEW

Modern concepts of rehabilitation demand that treatment begin at the time a minor is taken into custody and placed in detention. However, at no time is the juvenile hall expected to undertake an all-inclusive rehabilitation program; the legal function of the juvenile hall sets the limits within which treatment goals must be established. The task of the juvenile hall is to provide emergency care and treatment while field staff work at the problem of devising a plan for long-term care and treatment.

LEGAL PROVISIONS

1. A juvenile hall is not to be treated as a penal institution. (Section 851 W&I Code)
2. Custody, care, and discipline are to be as nearly as possible like that which should be provided by parents. (Section 502 W&I Code)
3. Cruel, corporal, or unusual punishment is forbidden. (Section 681 Penal Code)
4. Minors between 6-18 years of age shall attend school unless specifically exempted by other provisions of the Education Code. (Sections 12101, 12102, 12551 Education Code)
5. The juvenile hall school is to be conducted as nearly like other schools as possible. (Section 858 W&I Code)
6. With the exception of certain designated days, the school is to operate on a 12-month basis. (Section 858 W&I Code)
7. Medical or dental services for a minor in detention may be authorized by the judge of the juvenile court or the county probation officer, but such authorization is not intended to limit the right of a parent to provide such services. (Section 739 W&I Code)
8. If a petition has been filed, the juvenile court may order that the services of psychiatrists, psychologists, or other clinical experts be utilized to assist in determining and implementing appropriate treatment of minors. (Section 741 W&I Code)

STANDARDS

A. Admittance Procedures

Standard: At the time of admittance to the juvenile hall, every minor shall be provided:

a shower or bath
a clean towel
clean clothing
clean bedding
necessary toiletry articles

Analysis: The reception the minor receives when he enters the juvenile hall will influence his entire detention experience. That which happens during the admission process will either acknowledge him as an individual, or indicate to him that adults lack respect for his feelings and needs.

At the admissions desk the interview should be objective, but not impersonal. Reasons for obtaining required information should be explained as necessary. However, too much expression of welcome is as much out of place as a cold, authoritarian "jolt."

Valuables, clothing, and other belongings should be listed by the staff member in the presence of the minor and the listing signed by both the staff member and the minor. The minor should be given an opportunity to verify the listing.

Valuables will be stored in a safe, or in locked drawer space, and clothing and other belongings stored in the designated storage area.

The process of showering or bathing and issuance of juvenile hall clothing, toilet articles, and bedding is not to be conducted as an embarrassing ordeal, forced upon the minor as a means of subtle punishment. However, at this time the supervisor will have opportunity to make observation of bruises or other injuries that may need medical attention and to proceed accordingly.

The issue of juvenile hall clothing includes socks, underclothing, and outer clothing.

The issue of clean bedding includes a mattress, mattress cover, pillow, pillowcase, sheets, and blankets in sufficient number to maintain warmth under prevailing climatic conditions.

Toilet articles would include soap, toothbrush, tooth paste, and comb.

If a minor is hungry due to lack of food or because of improper food prior to admission, he is to be given sufficient food to sustain him until the next regular meal. Frozen, ready-to-serve meals that can be quickly heated without further preparation are especially useful for late-at-night arrivals.

There is no sound reason for routinely isolating children immediately upon admittance. Some children can be placed in a group almost immediately; others require more time to make this adjustment.

B. Counseling and Casework Services

Standard: Appropriate counseling and casework services shall be available to each minor in detention.

Analysis: After a minor has been accepted at juvenile hall, showered, and issued clothing and other essentials, he should not then be locked in a room with no further explanation and isolated with his own thoughts. The minor probably has many anxieties and questions concerning juvenile hall that need to be resolved. This is the time, or possibly even sooner during routine admittance procedures, that staff must take time to orient the minor to the ground rules of his new surroundings, and provide appropriate counseling to help the minor utilize detention in a positive manner.

All orientation and counseling must be kept within the proper framework of the immediate problems of detention. No attempt shall be made to delve into, or provide answers for, all of the minor's problems. The minor's rights must be respected in every way in accordance with legal provisions; he has been placed in temporary custody and delivered to juvenile hall, but it is not to be presumed that this action establishes a proven case.

Juvenile hall staff must not attempt to interrogate the minor concerning the reasons for his detention, nor offer solutions for disposition of his case. Unauthorized and illegal probing, empty promises, and distorted statements invariably result in problems for both the minor and those who will assist with the case later.

Juvenile hall staff members who supervise and counsel minors must be able to identify individual problems related to detention and deal with minors according to these problems. They should conduct effective individual and group counseling sessions as needed; and discuss observations with probation officers, clinical staff, and others in a team effort.

Psychiatric and psychological services should be available for detained children as needed. These services should not be limited to individual techniques and treatment. Ample consultation time should also be allotted to the juvenile hall staff to help them develop insight and understanding of minors' problems.

C. Medical and Dental Services

Standard: Necessary medical and dental care shall be available to each detained minor.

Analysis: It is emphasized that juvenile hall staff must never attempt to make decisions concerning health that are rightly

those of the medical profession. Medical care and treatment is to be available to all detained minors in need of such services. If there is no medical staff at the juvenile hall, medical care must be provided through arrangements with other agencies in the county qualified to provide such services.

Within 48 hours after admission, it is recommended that each minor receive a medical examination by a physician. If visual examination or other information at the time of admission indicates that medical attention may be needed, the minor shall be examined at once by a licensed physician.

In the event of serious injury, illness, or accident, the parents and probation officer shall be notified immediately. Medical consent forms, signed by parents, should be obtained when possible. Otherwise, consent of the court should be obtained prior to administering medical care. However, in extreme emergencies, medical care can be provided in accordance with the provisions of Section 739 of the Welfare and Institutions Code.

Usually, dental care in detention is limited to emergency dental care. However, if examination indicates that remedial dental care should be undertaken immediately, the juvenile hall should be prepared to make arrangements for such needed service.

As a health measure for detained minors, all juvenile hall staff should be required to have tuberculosis examinations at regular intervals.

D. Behavior Control

Standard: Rules for behavior and control techniques shall be designed to foster a positive, non-punitive detention program.

Analysis: Measures used for behavioral control in any detention facility should be positive and non-punitive. The basic premise underlying good detention and correctional care advocates that program, not physical restraint or its threat, is basic to maintaining order within the institutional environment.

Self-discipline and inner control on the part of the detainee is the result of guidance and non-threatening care based on example and rational conduct by adult staff.

Reasonable limits on behavior designed to maintain order should be governed by a system of rules and regulations that are consistent and easily understood by both staff and detained minors.

Meal restrictions, corporal punishment and cruel, degrading punishment, either physical or psychological, shall not be permitted.

Discipline is to be administered by staff. It must never be delegated to other detained minors.

Aggressive, physical contact between staff and detained minors, either through acts of self-defense or the use of force to protect a child from harming himself or others, should be immediately reported in writing to the administrator of the detention facility. A copy of the written report should be entered in the minor's official case record for the protection of both the staff and the minor. Staff should then be prepared to provide appropriate counseling designed to reduce tension and promote understanding arising out of conflicts within the juvenile hall.

Removal from the group should be resorted to only when a minor is out of control and must be removed for the protection of himself or the protection of others. The duration of restriction shall be determined on an individual basis. Any isolation shall be used only in conjunction with effective casework services.

Withdrawal of privileges should be used only for specific constructive purposes.

Corporal punishment should not be confused with the right of staff to protect themselves from attack, nor should it be confused with the exercise of such physical restraint as may be necessary to protect a child from harming himself or others.

E. Academic Program

Standard: The juvenile hall academic program shall comply with all academic requirements that pertain to minors 18 years of age and under.

Analysis: Minors in detention must be in school the minimum time prescribed by law, unless properly excused. Curriculum should be designed to help develop favorable attitudes toward learning, to evaluate potential for education, and to assist each minor to maintain or improve his studies in his regular school.

Classes should be limited to 15 students to assure individual instruction and evaluation. Classes should be conducted in rooms specifically designed and equipped as school rooms.

All teachers must have state credentials. It is desirable that they also have training in the education of the exceptional, the emotionally disturbed, and the mentally retarded child.

There should be periodic meetings of the chief probation officer and the county superintendent of schools, or the district superintendent if he is responsible for operating the juvenile hall school, to discuss administrative problems related to the juvenile hall school that are of mutual concern.

F. Recreation Program

Standard: Opportunity for recreation shall be scheduled a minimum of three hours a day during the week and six hours a day each Saturday, Sunday, or other non-school day.

Analysis: Every juvenile hall must have necessary equipment for conducting an appropriate recreational program. The recreation program should be varied, and each minor should be encouraged to participate in activities within the limits of his own capabilities. The recreation program should be designed to contribute to the normal growth and development of the minor. It should provide normal outlets for energy and emotion, teach a minor to get along with others, build confidence, and stimulate new interests by introducing a minor to a variety of skills and hobbies.

In some larger juvenile halls, the services of a recreation director or consultant may be necessary. In smaller halls, the services of a recreation director may not be obtainable. Usually, assistance and information can then be obtained through local recreation departments.

A recreation program can assist in diagnosis by affording observation of play behavior; however, the main purpose of the recreation program should be relaxation rather than clinical observation.

G. Religious Program

Standard: Each minor shall have opportunity to participate in religious services of his faith at least once each week, but attendance shall be voluntary and not required.

Analysis: In addition to regular religious services, there should be arrangements for individual religious counseling. No minor should be denied the right to religious counseling by a clergyman of his choice. However, such religious counseling must be voluntary and not required.

H. Work Program

Standard: Minors shall not be required to do maintenance or other work assignments as substitutes for regular juvenile hall staff.

Analysis: Work can be a constructive experience for a minor, but a work program should not be utilized as a means of cheap labor. A minor may be expected to do necessary housekeeping in his own room and possibly assist with general housekeeping, laundry services, kitchen work, etc., if assignments assist rather than replace regular juvenile hall staff.

I. Food and Nutrition

Standard: All minors shall be provided a wholesome and nutritionally adequate diet based on no less than three meals per day.

Analysis: Food shall be of quality, kind, and amount to meet the nutritional needs of the sex-age group fed. Resource information for planning the three meals per day pattern is found in Home Economics Research Report #35, published by the United States Department of Agriculture, entitled FOOD SELECTION FOR GOOD NUTRITION IN GROUP FEEDING, dated October 1968. *

Food should be palatable and attractive in appearance. It should be served in pleasant surroundings, and each minor should be allowed enough time during meals to enjoy his food.

Withholding of regular meals or desserts, or cutting down the amount of food as a disciplinary measure must never be tolerated. Diets shall never be restricted except by a physician's order.

The food service should receive supervision or consultation from a dietitian. The services of such a person for regular consultation can often be obtained from a state or local governmental agency.

J. Laundry Services

Standard: Each minor shall be supplied with clean changes of clothing, bedding, and towels as needed.

Analysis: Clean underclothing, socks, and towels shall be issued daily. Outer clothing shall be exchanged twice weekly, or more often if necessary.

Mattresses should be cleaned and sterilized as required. Plastic covered mattresses are recommended for best service. If mattresses are not plastic covered, they should be cleaned and sterilized at least every 90 days. Blankets and pillows should also be cleaned and sterilized at least every 90 days.

Pillowcases, mattress covers, and sheets should be exchanged at least once a week, or more often if necessary.

K. Personal Hygiene

Standard: Each minor shall be given opportunity to bathe or shower daily.

Analysis: In addition to opportunities for daily bathing, a minor is to have ample time before each meal to wash his hands and face; and after the meal, to brush his teeth.

Included in the daily schedule, should be periodic breaks in order for minors to use the restroom, use the drinking fountain, etc.

* Available from United States Government Printing Office, Washington D.C. 20402 -- price 40 cents.

L. Visiting

Standard: The schedule of the juvenile hall shall provide at least weekly visits by parents or other relatives.

Analysis: Visiting hours and length of visits must be determined by the administration. However, special arrangements should also be made for parents who work odd and unusual hours and parents who come long distances to visit.

M. Correspondence

Standard: Each minor shall be given the opportunity to write at least two letters a week to parents or other relatives.

Analysis: Minors should understand that incoming and outgoing letters may be read by either the probation officer or by a member of the juvenile hall staff appointed by the superintendent.* If a letter is not approved for mailing, it shall be returned to the minor with a reason for not being sent. Incoming mail that is not approved shall be turned over to the minor's probation officer and then returned to the sender, along with the reason that the letter was not delivered to the minor.

N. Voluntary Assistance

Standard: The superintendent of the juvenile hall in accepting voluntary services of any kind shall make certain that these services fit into a planned approach to meet the needs of the children for whose care he is responsible.

Analysis: Juvenile hall contacts with the community are many and varied. Service clubs, women's clubs, church groups, and private individuals are all genuinely interested in the welfare of detained minors. Many offers are made of help, usually in the form of donations; but frequently, in the form of services. Before offers of service are accepted, volunteers and the superintendent together should carefully explore the conditions surrounding the service offered.

New volunteers seldom realize the nature of the juvenile hall program. Many will be critical of the control measures required to maintain orderly living within the juvenile hall. Others will want to become individually involved with the personal problems of detained minors.

* Part 154.61 of the Postal Manual states: "Mail addressed to patients or inmates at institutions, unless otherwise directed by the addressee, is delivered to the institution authorities, who in turn will deliver the mail to the addressee in accordance with the institution's rules and regulations."

Volunteers in a juvenile hall need indoctrination as surely as the newly hired worker needs orientation and in-service training. To provide this indoctrination requires a great deal of tact and understanding. Volunteers take time from a usually busy schedule; but when properly supervised and directed, volunteers are a definite asset to the detention program.

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