

A photograph of the California State Capitol dome, featuring a large, dark, ribbed dome atop a white, classical-style building with columns. The dome is set against a clear blue sky with a few wispy clouds. Green trees are visible on the left and right sides of the frame. The image is partially obscured by a white, curved graphic element at the bottom.

# Average Daily Cost to House Youth in Detention Facilities

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Board of State & Community Corrections  
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This report provides a compilation of daily costs to house a youth in county-level juvenile detention facilities. County facilities include several different types, with different purposes:

- Juvenile Hall: a facility for the reception and temporary care of detained youth.<sup>1</sup>
- Special Purpose Juvenile Halls: a facility for the temporary confinement of a youth, not to exceed 96 hours, prior to transfer to a full service juvenile facility or release.
- Camp: a juvenile camp, ranch, or forestry camp established for the commitment of youth made wards of the court.<sup>2</sup>

Working in cooperation with the Chief Probation Officers of California (CPOC), the Board of State and Community Corrections (BSCC) requested fiscal year 2017/2018 cost information from each probation department in California operating one or more juvenile facilities. For each responding department, this document provides the fiscal year 2017/2018 average daily cost to house a youth and includes a detailed Methodology section.

## Data Limitations

The data provided in this document were voluntarily reported and operational definitions were shared to assure the collection of consistent cost and population information. Consequently, the figures provided should be based on similar information.<sup>3</sup> However, caution should be exercised when using these data, especially when comparing counties or comparing the same county at different times.<sup>4</sup> Differences may raise useful questions, but by themselves these data do not answer questions regarding the reasons for those differences. Comparing cost figures alone ignores the range of unique conditions each county probation department operates under, including:

- The size, density and distribution of the county's population
- The county's economic wealth and health
- The age and condition of the detention facilities
- The level of services and programming provided to youth at the facility
- County-level criminal justice policies
- Employment contracts and negotiation processes
- Government regulations and staffing requirements

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<sup>1</sup> In accordance with the provisions of Title 15 Minimum Standards for Juvenile Facilities and the juvenile court law.

<sup>2</sup> Camps are established in accordance to Section 881 of the Welfare and Institutions Code. Section 602 of the Welfare and Institutions Code provides the grounds for youth to be made a ward of the court.

<sup>3</sup> The costs figures are comparable to the extent that the counties use similar accounting methods (e.g., including similar expenses within similar categories). To the extent there are differences in the accounting methods used by the counties, variation is introduced into the cost figures.

<sup>4</sup> This information was last gathered for fiscal year 2010/2011 and is available at [http://www.bscc.ca.gov/downloads/Avg\\_Cost\\_Juv\\_Fac.pdf](http://www.bscc.ca.gov/downloads/Avg_Cost_Juv_Fac.pdf). However, the information gathered may differ in local accounting or collection methods between the survey periods, and the dollars are not indexed to inflation or other changes in real costs.

- Available resources in the community, including transportation, medical and mental health services, community-based organizations, and educational and employment opportunities
- Weather and geography

### **Fiscal Year 2017/2018 Average Daily Cost to House a Youth**

The table below presents, for each responding county, the average daily population for juvenile halls, including special purpose juvenile halls, and camps, the annual expense for juvenile halls and camps, and the average daily cost to house a youth in juvenile halls and camps, during fiscal year 2017/2018. For a detailed description of how the survey was conducted and the average daily costs were calculated see the Methodology section that follows.

Average Daily Cost to House Youth in Detention Facilities Fiscal Year 2017/2018						
County	Average Daily Population		Annual Expenses		Average Daily Cost	
	Juvenile Hall	Camp	Juvenile Hall	Camp	Juvenile Hall	Camp
Alameda	70.3	18.7	\$34,465,174	\$5,745,310	\$1,343	\$842
Alpine	Did not operate a juvenile facility during fiscal year 2017/2018					
Amador	Did not operate a juvenile facility during fiscal year 2017/2018					
Butte <sup>1</sup>	23.8	11.7	\$4,245,245	\$2,086,948	\$489	\$489
Calaveras	Did not operate a juvenile facility during fiscal year 2017/2018					
Colusa	Did not operate a juvenile facility during fiscal year 2017/2018					
Contra Costa <sup>1</sup>	84.9	76.6	\$18,976,238	\$14,584,252	\$612	\$522
Del Norte <sup>2</sup>	9.1	3.5	\$2,128,246	N/R	\$641	-
El Dorado <sup>1</sup>	19.7	5.5	\$5,675,486	\$1,584,527	\$789	\$789
Fresno <sup>1</sup>	109.0	115.4	\$17,415,365	\$18,437,919	\$438	\$438
Glenn	Did not operate a juvenile facility during fiscal year 2017/2018					
Humboldt	20.3	N/F	\$2,341,834	-	\$316	-
Imperial	18.1	N/F	\$3,126,447	-	\$473	-
Inyo <sup>6</sup>	0.0	N/F	\$95,361	-	N/C	-
Kern	80.0	174.0	\$11,451,692	\$20,279,430	\$392	\$319
Kings	24.4	11.3	\$2,795,132	\$1,232,436	\$314	\$299
Lake	Did not operate a juvenile facility during fiscal year 2017/2018					
Lassen	4.3	N/F	\$1,120,502	-	\$714	-
Los Angeles	691.3	392.0	\$248,047,766	\$174,822,352	\$983	\$1,222
Madera <sup>1</sup>	28.3	20.4	\$2,809,186	\$2,024,996	\$272	\$272
Marin	12.8	N/F	\$4,533,731	-	\$970	-
Mariposa	Operated a juvenile hall for booking purposes only. Juveniles were not housed overnight.					
Mendocino <sup>3</sup>	16.4	N/F	\$2,807,693	-	\$469	-
Merced	23.5	23.3	\$4,432,000	\$5,119,517	\$517	\$602
Modoc	Did not operate a juvenile facility during fiscal year 2017/2018					
Mono	Did not operate a juvenile facility during fiscal year 2017/2018					
Monterey	53.8	24.6	\$9,254,401	\$7,356,002	\$471	\$819

Average Daily Cost to House Youth in Detention Facilities Fiscal Year 2017/2018						
County	Average Daily Population		Annual Expenses		Average Daily Cost	
	Juvenile Hall	Camp	Juvenile Hall	Camp	Juvenile Hall	Camp
Napa	14.5	N/F	\$6,228,553	-	\$1,177	-
Nevada	6.0	N/F	\$3,065,769	-	\$1,400	-
Orange	145.3	118.6	\$40,775,661	\$23,791,294	\$769	\$550
Placer	20.8	N/F	\$6,148,743	-	\$810	-
Plumas	Did not operate a juvenile facility during fiscal year 2017/2018					
Riverside <sup>3</sup>	111.0	43.6	\$27,881,878	\$11,044,124	\$688	\$694
Sacramento	126.9	N/F	\$45,997,466	-	\$993	-
San Benito	7.1	N/F	\$1,407,038	-	\$543	-
San Bernardino	141.7	33.8	\$53,434,820	\$6,760,615	\$1,033	\$548
San Diego	245.4	92.1	\$50,820,842	\$15,887,204	\$567	\$473
San Francisco	44.7	10.7	\$16,729,117	\$5,010,966	\$1,025	\$1,283
San Joaquin <sup>1,3</sup>	90.3	24.0	\$12,481,097	\$3,317,235	\$379	\$379
San Luis Obispo	20.9	7.8	\$5,274,888	\$1,068,580	\$691	\$375
San Mateo	63.4	20.7	\$20,294,451	\$9,023,328	\$877	\$1,194
Santa Barbara	47.9	35.0	\$11,054,293	\$5,673,913	\$632	\$444
Santa Clara	98.2	51.9	\$52,189,032	\$25,112,423	\$1,456	\$1,326
Santa Cruz	14.6	N/F	\$4,592,520	-	\$862	-
Shasta	20.9	N/F	\$4,423,008	-	\$580	-
Sierra	Did not operate a juvenile facility during fiscal year 2017/2018					
Siskiyou <sup>7</sup>	10.5	N/F	Did not participate in survey.			
Solano <sup>4</sup>	35.4	8.6	\$9,170,051	\$2,207,516	\$710	\$940
Sonoma <sup>3</sup>	39.6	12.7	\$13,343,390	\$2,582,663	\$923	\$557
Stanislaus	48.1	20.1	\$8,076,982	\$4,117,052	\$460	\$561
Sutter	Did not operate a juvenile facility during fiscal year 2017/2018					
Tehama	20.2	N/F	\$2,966,847	-	\$402	-
Trinity <sup>5</sup>	2.3	N/F	\$656,161	-	\$1,621	-
Tulare	52.3	62.6	\$7,713,913	\$8,213,208	\$404	\$359

Average Daily Cost to House Youth in Detention Facilities Fiscal Year 2017/2018						
County	Average Daily Population		Annual Expenses		Average Daily Cost	
	Juvenile Hall	Camp	Juvenile Hall	Camp	Juvenile Hall	Camp
Tuolumne	7.2	N/F	\$1,423,501	-	\$542	-
Ventura	42.3	45.6	\$11,056,175	\$13,320,020	\$716	\$800
Yolo	23.4	N/F	\$2,902,694	-	\$340	-
Yuba	24.1	20.7	\$2,660,321	\$2,389,396	\$302	\$316

**Abbreviations:**

N/F - Does not have this type of facility.

N/R - Did not report information.

N/C - Not able to calculate

**Footnotes:**

<sup>1</sup> Proportionate weighting used to calculate costs.

<sup>2</sup> Did not report cost figures for camp because it closed two months into fiscal year. ADP provided is for two months.

<sup>3</sup> Average daily population figures were revised and may not match figures in the Juvenile Detention Profile Survey at the time of publishing.

<sup>4</sup> Camp open for only nine months. ADP and cost provided is for the nine months (273 days).

<sup>5</sup> Juvenile hall operated only on weekends. Facility opened a total of 176 days during fiscal year 2017/2018.

<sup>6</sup> Juvenile hall operated on a part-time basis. The ADPs were not large enough to permit calculation of average daily cost.

<sup>7</sup> Juvenile hall operated for only two months. ADP is for the two months (June and July).

## Methodology

### Participants

Of the 58 counties in California, 47 counties operated one or more juvenile detention facilities (juvenile halls or camps/ranches) during fiscal year 2017/2018, and 11 counties contract for juvenile detention services with other counties. All 47 counties were contacted by CPOC and asked to participate in the survey. Of the 47 counties, 46 counties (97.9%) responded to the survey and provided cost information.

### Survey Instrument

The survey was conducted using an online survey tool. The survey consisted of eight questions. Four of the questions gathered information on the name of the reporting agency, the name of the person completing the survey, and contact information. The four main questions focused on the aggregate totals, as defined below, for: (1) the direct costs for operating juvenile halls, (2) the indirect costs for operating juvenile halls, (3) the direct costs for operating camps/ranches, and (4) the indirect costs for operating camps/ranches.

In the directions, respondents were instructed to use actual annual expenses incurred during fiscal year 2017/2018 when reporting their direct and indirect cost figures.

Respondents were instructed on what types of expenses were considered direct and indirect costs:

#### Direct Costs

- Salary and benefits for direct supervision staff included in staffing ratios
- Food costs (costs to prepare food, food prep staff not included in staffing ratio)
- Clothing, personal items, and laundry
- Programming administered by county probation staff (materials, training and any staffing not captured in the staffing ratio)
- Contracted programming such as CBOs and other county departments providing services
- Education and schooling provided by Probation
- Medical, dental and mental health (treatment, supplies, medication, services)
- Transportation costs
- OTHER: any other legitimate juvenile detention facility-related expense(s) that are responsive to changes in ADP

#### Indirect Costs

- Administrative support staff and management
- Administrative and general office costs (copiers, pens, pencils)
- Prorated costs
- IT costs
- Custodian
- Groundskeeper
- Facilities management and maintenance



- Contracted services
- Utilities (telephone, power, water, gas, etc.)
- OTHER: any other legitimate juvenile detention facility-related expenses that are fixed

## Survey Process

In a conference call prior to opening the survey, CPOC briefed the Chief Probation Officers on its upcoming release. The survey was opened on November 14, 2018 and counties were encouraged to complete the survey by December 14, 2018. BSCC closely monitored response rates from the counties and periodically forwarded to CPOC lists of counties that had not completed the survey. CPOC sent reminders and worked with counties that had not completed the survey to encourage their responses. In addition, both CPOC and BSCC staff worked with counties to provide technical assistance. The final survey was received on January 15, 2019. This close monitoring of response rates contributed to the high rate of completion (95.7%).

## Calculation of the Average Daily Cost

To calculate the average daily cost to house youth, cost information from the survey was combined with average daily population (ADP) information from BSCC's Juvenile Detention Profile Survey.

**Average Daily Population Data.** The ADP data was downloaded from the Juvenile Detention Profile Survey database on December 20, 2018. The ADP data is reported monthly by counties for each facility they operate, and is calculated for each facility by taking the 6:00 AM population counts for a month, summing them, and then dividing by the number of days in the month. This produces a monthly ADP for each facility. An annual ADP for each facility was calculated by summing together the monthly ADP's for each month in fiscal year 2017/2018, and dividing by twelve.<sup>5</sup> This produced an annual ADP for each facility. The annual ADP for each county's juvenile halls was calculated by summing the annual ADPs for juvenile halls. The annual ADP for each county's camps/ranches was calculated by summing the annual ADPs for the camps/ranches. These numbers were used in computing the average daily cost figures.

**Cost Data.** The direct and indirect cost figures for juvenile halls and camps were used to calculate the average daily cost figures provided by the county. On occasion, counties operated only one type of facility, generally a juvenile hall. In these cases, only average daily cost figures for the juvenile hall were computed. In addition, some counties were unable to provide separate direct and indirect cost figures for juvenile halls and camps/ranches. In these cases, the county was asked if they would approve using a proportionate weighting approach to calculate estimated direct and indirect costs for their juvenile halls and camps/ranches. If the county agreed, the proportion of youth in each type of facility was calculated. The counties reporting direct and indirect

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<sup>5</sup> In some instances, it was necessary to divide the sum of the monthly ADPs by a number less than 12. For example, one county had a camp that operated for only nine of the 12 months during the fiscal year. In this case the sum of the monthly ADPs was divided by nine to produce the annual ADP.



costs were multiplied by the proportion of youth in juvenile halls to produce the juvenile hall direct and indirect cost estimates. The process was repeated using the camp/ranch proportion to produce the camps/ranches direct and indirect cost estimates.

The average daily cost figures for juvenile halls were calculated by summing the annual direct and indirect costs, dividing the total by 365, and then dividing the quotient by the juvenile hall ADP.<sup>6</sup> This produced the average daily cost to house a youth in the county's juvenile halls. A similar procedure was used to produce the average daily cost to house a youth in the county's camps/ranches.

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<sup>6</sup> In some instances, the sum of the annual direct and indirect costs was divided by a number other than 365. If a county had only one juvenile hall or camp/ranch and the juvenile hall or camp/ranch was open only part of the year, the sum of the annual direct and indirect costs would be divided by the number of days the facility was open. An example is one county whose only camp was opened for only nine months. In this case, the sum annual direct and indirect costs for the camps/ranches was divided by 273 days.