



EXECUTIVE STEERING COMMITTEE

Briefing Materials

JUVENILE TITLES 15 & 24 REGULATIONS REVISION

July 21, 2026



Board of State and Community Corrections
2590 Venture Oaks Way, Suite 200
Sacramento CA 95833

www.bscc.ca.gov

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Board of State and Community Corrections Board Members

Chair, Board of State and Community Corrections **Linda M. Penner**

Secretary, Department of Corrections and Rehabilitation **Jeffrey Macomber**

Director, Division of Adult Parole Operations **Bryan Bishop**
Department of Corrections and Rehabilitation

County Sheriff in charge of a local detention facility **Eric Taylor**
with a jail rated capacity of 200 or less inmates San Benito County

County Sheriff in charge of a local detention facility **Christopher Clark**
with a jail rated capacity of over 200 inmates Santa Cruz County

County Supervisor or Administrative Officer..... **Laura Capps**
Santa Barbara County

Chief Probation Officer from a county with **Kirk Haynes**
a population over 200,000 Fresno County

Chief Probation Officer from a county with **Jennifer Branning**
a population under 200,000 Lassen County

A judge appointed by the Judicial Council of California..... **Hon. Janet Gaard**
Retired Judge, Yolo County

Chief of Police **William “Bill” Scott**

Community provider of rehabilitative treatment **Scott Budnick**
or services for adult offenders Founder, Anti-Recidivism Coalition

Community provider or advocate with expertise..... **Angeles D. Zaragoza**
in effective programs, policies, and treatment
of at-risk youth and juvenile offenders

Public Member **Norma Cumpian**
Anti-Recidivism Coalition

Licensed health care provider **Dr. Karen Lai, MD**
Berkeley, Alameda County

Licensed mental or behavioral health..... **Dr. Gena Castro Rodriguez, PsyD, LMFT**
care provider San Francisco

Juvenile Titles 15 and 24 Regulations Revision

Executive Steering Committee Members

**Kirk Haynes, ESC Co-Chair,
BSCC Board Member, Chief Probation
Officer**
Fresno County Probation Department

**Roberto Luca ¹, ESC Co-Chair,
Co-Founder & Executive Director**
Restorative Academic Mentorship Program

Katherine Lucero, Director
Office of Youth and Community Restoration

Heile Gantan-Keo, Program Manager
Food in Prison Project, Impact Justice

Kristen Vela, Health Program Manager
Sonoma County Public Health

**Esa Ehmen-Krause, Chief Probation
Officer**
Contra Costa County Probation

**Amanda Yocham, Chief Mental Health
Clinician (Retired)**
San Joaquin Behavioral Health Services

Meredith Desautels, Directing Attorney
Youth Law Center

Jane Halladay Goldman, Senior Director
Rape Treatment Center, UCLA Santa
Monica Medical Center

**Katherine Aaron ², Assistant
Superintendent**
San Luis Obispo County Office of Education

Danielle (Danny) King, Esq.
Law Office of Danielle C. King, PLLC

Dean Farrah ³, Chief Probation Officer
Solano County Probation

Kaci Smith⁴, Chief Probation Officer
El Dorado County Probation Department

**Ronald L. Miller II⁵, Chief Probation
Officer**
Ventura County Probation

¹ April 13, 2023 – Roberto Luca appointed as the ESC Co-Chair.

² March 7, 2023 – Katherine Aaron, San Luis Obispo County Assistant Superintendent replaced DJ Pittenger, San Luis Obispo County Assistant Superintendent and Juvenile Justice Commissioner.

³ April 3, 2025 – Dean Farrah, Solano County Chief Probation Officer replaced Kalisa Rochester, Merced County Chief Probation Officer. Kalisa Rochester previously replaced Ronald L. Miller II, Riverside County Chief Probation Officer on December 14, 2022.

⁴ April 3, 2025 – Kaci Smith, El Dorado County Chief Probation Officer replaced Marguerite Harris, San Luis Obispo County Deputy Chief Probation Officer.

⁵ August 26, 2025 – Ronald L. Miller II, Ventura County Chief Probation Officer replaced Brian Richart, El Dorado County Chief Probation Officer.

⁶ Additional historical changes:

January 25, 2023 – Luis Venegas, Juvenile Justice Advocate replaced Israel Villa, CAYCJ Deputy Director.

April 14, 2025 – Ezekiel Nishiyama, LA County Development Program Analyst replaced Luis Venegas.

March 28, 2026 – Ezekiel Nishiyama resigned from his position on the ESC.

Regulations Revision Process and Timeline

On February 10, 2022, the BSCC Board directed staff to launch the Juvenile Regulations Revision process, including development of an Executive Steering Committee (ESC) that represents experience and subject-matter expertise in a variety of areas, including lived experience, impact on community, facility management, advocacy, adolescent health care, adolescent behavioral health care, trauma-informed care, nutrition, and education.

The ESC considers recommended regulation revisions, discusses issues relevant to the operation and design of juvenile facilities, and directs BSCC staff during the revision process. The ESC will review feedback received from public input processes and staff analysis of that feedback, develop draft revisions, or direct staff to develop revisions based on their direction. The ESC may accept, deny, or modify revisions that are presented. The ESC Co-Chairs will ultimately present the proposed regulations revisions to the BSCC Board for approval. BSCC staff serve as a resource to the ESC and complete all the necessary actions and documents for the Office of Administrative Law (OAL) processes.

Public Input

On April 8, 2022, BSCC staff began a public input period that included several opportunities for feedback, including:

- A 90-day public input survey (April 8, 2022, to July 7, 2022)
- Four (4) subject matter-specific public listening sessions:
 - May 10, 2022 – Title 15 Administrative, Food and Diet, Facility Operations and Training
 - May 24, 2022 – Title 15 Classification, Separation, and Youth Discipline, Confinement, Use of Force and Restraining Devices
 - June 7, 2022 – Title 15 Suicide Prevention, Medical, Mental, and Behavioral Health Care Services
 - June 21, 2022 – Title 15 Hygiene and Sanitation, Programs; Title 24 Programs, Design and Planning, Physical Spaces, Furnishings, and Equipment
- A Request for Offer (RFO) for public comment services in which three (3) local community nonprofit, non-governmental organizations (*Anti-Recidivism Coalition (ARC)*, *Focus Forward*, and *Fresh Lifelines for Youth (FLY)*) were awarded up to \$10,000 to:
 - Hold a minimum of three (3) community meetings or listening sessions.
 - Conduct a survey of youth and families affected by juvenile detention.
 - Identify areas for revision and justify priority issues.
 - Provide input from youth and families who are, or have been, impacted by local juvenile detention facilities in California.

A voluminous amount of feedback was received through these opportunities. BSCC staff also gathered feedback from the current biennial inspection cycle and received input from other organizations, detention facility administrators, and managers.

All feedback received by the BSCC is contained in Attachments A through F and Attachments L through V.

BSCC staff carefully considered each piece of feedback received and conducted a thorough analysis of all input to determine how the information could inform a proposed regulation revision. Included in the analysis was a consideration of related best practices, recent legislation, people's experiences, subject matter expertise, and operational and fiscal impact.

Executive Steering Committee Meetings

On November 2 and 3, 2022, the first meetings of the Juvenile Regulations Revision ESC occurred. During these meetings, the ESC discussed the creation of subcommittees to review specific regulations, including a Secure Youth Treatment Facilities (SYTF) Subcommittee to review regulations and propose changes to the operation, design, or construction of facilities that house SYTF populations. The ESC reconvened on March 23, 2023, and August 31, 2023, to continue their review of Title 15 juvenile regulation revision recommendations. At its meeting on August 31, 2023, the ESC agreed to convene four (4) subject-matter expert (SME) workgroups, covering Nutrition, Medical and Mental Health, Education, and Environmental Health, to review regulations applicable to their subject matter and provide recommendations to the ESC.

Secure Youth Treatment Facilities Subcommittee Meetings

The SYTF Subcommittee meetings occurred on March 10, 2023, and July 28, 2023, to review juvenile Title 15 and Title 24 regulations and propose changes specific to the operation, design, or construction of facilities that house SYTF populations. The SYTF Subcommittee had their final meeting on September 19, 2025, where alternative revisions were proposed and consensus was met.

Subject-Matter Expert Workgroup Meetings

Throughout 2024, each of the four (4) SME workgroups met to review input and recommendations, highlight critical issues, and draft proposed revisions to address the needs of youth, staff, and facilities. By the end of January 2025, members of each SME Workgroup had the opportunity to review their group's draft proposed revisions, suggest corrections, provide feedback, and ask questions. The SME workgroups consisted of:

- (1) Nutrition Workgroup. This workgroup reviewed and proposed revisions to Article 9, *Food*. This workgroup's meetings occurred on February 28, 2024, and April 24, 2024, and their review period occurred August 15-29, 2024. Recordings of the Nutrition Workgroup's meetings are available [here](#).

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- (2) Medical and Mental Health (MMH) Workgroup. This workgroup reviewed and proposed revisions to Article 8, *Health Services* and other closely related sections. This workgroup's meetings occurred on April 23, April 30, May 30, June 25, August 6, and September 24, 2024, and their review period occurred October 31-November 21, 2024. Recordings of the MMH Workgroup's meetings are available [here](#).
 - (3) Education Workgroup. This workgroup reviewed and proposed revisions to section 1370, *Education Program*. This workgroup's meetings occurred on June 3-4, 2024, and their review period occurred September 17-October 1, 2024. Recordings of the Education Workgroup's meetings are available [here](#).
 - (4) Environmental Health Workgroup. This workgroup reviewed and proposed revisions to Articles 10, *Clothing and Personal Hygiene*, 11, *Bedding and Linens*, and 12, *Facility Sanitation and Safety*. This workgroup's meetings occurred on July 31, 2024, and September 30, 2024, and their review period occurred January 2-17, 2025. Recordings of the Environmental Health Workgroup's meetings are available [here](#).

BSCC staff finalized Title 15 and Title 24 drafts that reflect proposed revisions from the ESC, the SYTF Subcommittee, each SME Workgroup, and BSCC' staff revisions made during its internal review and editing process. BSCC's internal review process focused on several criteria, including, but not limited to, clarity, consistency, cohesion, operational feasibility, grammar/spelling, and compliance with the Administrative Procedures Act. The finalized drafts have undergone a final review by the SYTF Subcommittee who reached consensus on the Title 15 and Title 24 regulations on September 19, 2025, leaving only the final review and approval by the ESC. The ESC reconvened on October 14, 2025, and January 26-27, 2026, to begin conducting their final review, which will continue on July 21, 2026.

Following the ESC process and approval of proposed revisions, the BSCC Board will review and approve proposed revisions that will proceed through the Administrative Procedure Act (APA) for adoption in the California Code of Regulations, as outlined in Government Code 11340, et seq. During the APA, OAL attorneys will ensure that proposed revisions meet required clarity, consistency, nonduplication, necessity, and format standards. This process includes an additional public comment period and opportunities for public input at BSCC Board meetings.

The BSCC Board will review and approve the proposed final revisions once again before the regulations are adopted by OAL. An overview of the OAL's rulemaking process is found on the OAL website: https://oal.ca.gov/rulemaking_participation/.

All milestones, timelines, activities, and documents for this regulation revision process will be updated regularly on the BSCC website: <https://www.bscc.ca.gov/juvenile-titles-15-and-24-regulations-revision/>

Statutes v. Regulations

Statutes

Statutes are laws adopted by a legislative body and established in a formal document, such as the California Penal Code. Requirements in statute are mandatory, enforceable, and may only be amended by the state legislature. The BSCC does not inspect local detention facilities for compliance with statute.

Regulations

Regulations are administratively established by state agencies through the APA to implement, interpret, or make specific the law enforced or administered by it, or to govern its procedure (Government Code Section 11342.600). Welfare and Institutions Codes 210 and 885, for example, require the Board of State and Community Corrections to establish minimum standards for juvenile facilities.

There are two basic types of regulations:

Prescriptive Standards	Performance Standards
Specifies the sole means of compliance with a standard by specific actions, measurements, or other quantifiable means (Government Code, Section 11342.590). An example is Title 24, Section 1230.1.2, Locked Holding Room, which requires a locked holding room to provide a minimum of 45 square feet of floor space and have a clear ceiling height of 8 feet.	Describes an objective with the criteria stated for achieving the objective (Government Code, Section 11342.570). Performance Standards indicate what is required without directing how the standards should be implemented. These standards allow greater flexibility in addressing the objective. An example is Title 15, Section 1362, Reporting of Incidents, which requires that a written report of specific incidents be maintained but does not prescribe how reports are to be maintained, a schedule of maintenance, or what is to be included in such reports.

How to Use the Briefing Materials

There is a **Regulation Text** document and a **Matrix** document for Title 15, as well as for Title 24, which will be used as guides for member's review.

- The **Regulations Text** documents contain all current Title 15 and Title 24 minimum standards for juvenile detention facilities with proposed revisions. The most recent draft versions have a revision date of 06/2026.
 - Proposed revisions to the regulation text appear in ~~strike-out~~ if the text is proposed for deletion or underline if it is proposed for addition.
 - Any regulation text that is highlighted in pink identifies recommendations proposed by BSCC staff. Highlight formatting that appeared in prior drafts to identify recommendations made by the SYTF subcommittee has been removed.
 - Each section is numbered with a footnote, which corresponds with “item numbers” in the applicable **Matrix**.
- The **Matrix** documents contain a summary of the feedback received and a description of the recommended revisions for each section **prior** to the ESC beginning their review in October 2025 and the addition of BSCC staff recommendations. As such, the page numbers reflected in the second column no longer align with the corresponding regulation text page numbers, however the “item number” in the first column does.
 - The matrix column titled “Summary of Initial Feedback” summarizes public input received for the section in earlier stages of the regulation revision process and includes references to attachments containing the public input received. **Attachments A – V** listed on the following page contain the public input referenced in the matrix documents. **Attachments W through Y** are not referenced in the matrix document but are available for review. Please note, not all public input recommendations were incorporated into the regulation revisions.
 - Descriptions highlighted in yellow are intended to identify substantive revisions that may have an operational or fiscal impact.
 - The Title 24 Regulation Revision Matrix has not been updated since its posting on 8/14/2025. The Title 15 Regulation Revision Matrix has not been updated since its posting on 9/26/2025. Both documents remain available on the ESC Materials webpage: <https://www.bscc.ca.gov/juvenile-titles-15-and-24-regulations-revision-esc-materials/>

To make the most efficient use of time, ESC members must review the regulation text and are encouraged to take notes in advance of the meeting. ESC members may contact BSCC staff at regulations@bscc.ca.gov for assistance at any time.

Attachments

Title 15 Regulations Revision Text & Title 15 Regulations Revision Matrix

Title 24 Regulations Revision Text & Title 24 Regulations Revision Matrix

Attachment A – Public Input for Title 15 and 24 Juvenile Regulations Revisions

Attachment B – YLC Proposed Revisions to Title 15

Attachment C – CJCJ et al., Proposed Revisions to Title 15

Attachment D – PJDC Proposed Revisions to Title 15

Attachment E – ARC Report – Survey Findings

Attachment E.1 – ARC Proposed Revisions to Title 15

Attachment E.2 – ARC Proposed Revisions to Title 24

Attachment F – FLY Minimum Standards Report

Attachment F.1 – FLY Proposed Revisions to Title 15

Attachment F.2 – FLY Proposed Revisions to Title 24

Attachment G – AB 2321 Juvenile Room Confinement

Attachment H – AB 2417 Youth Bill of Rights

Attachment I – SB 1008 Corrections Communications

Attachment J – SB 92 Juvenile Justice (STYF)

Attachment K – SB 823 Juvenile Justice Realignment (OYCR)

Attachment L – Juvenile Facility Managers' Summary

Attachment M – FF Survey Report

Attachment N – DRC Proposed Revisions to Title 15 and Title 24

Attachment O – Children's Defense Fund – California et. Al. Proposed Revisions to Title 15 and Title 24

Attachment P – California Alliance for Youth & Community Justice (SYTF)

Attachment Q – California OAG Title 15 Regulations Comment Letter

Attachment R – Alliance for Children's Rights et al. Proposed Revisions to Title 15

Attachment S – SCOPO Title 15 Pepper Spray Regulations (April 2023)

Attachment T – SCOPO Title 15 Pepper Spray Regulations (August 2023)

Attachment U – Coalition Title 15 Advocacy Letter for Education

Attachment V – Prisma Legal MMH Workgroup Comment Letter 9-24-24

Attachment W – OYCR Ombuds Memo to ESC

Attachment X – Prisma Legal Letter to ESC

Attachment Y – BSCC Title 15 & 24 Process Letter

[*Hyperlink to Attachments](#)