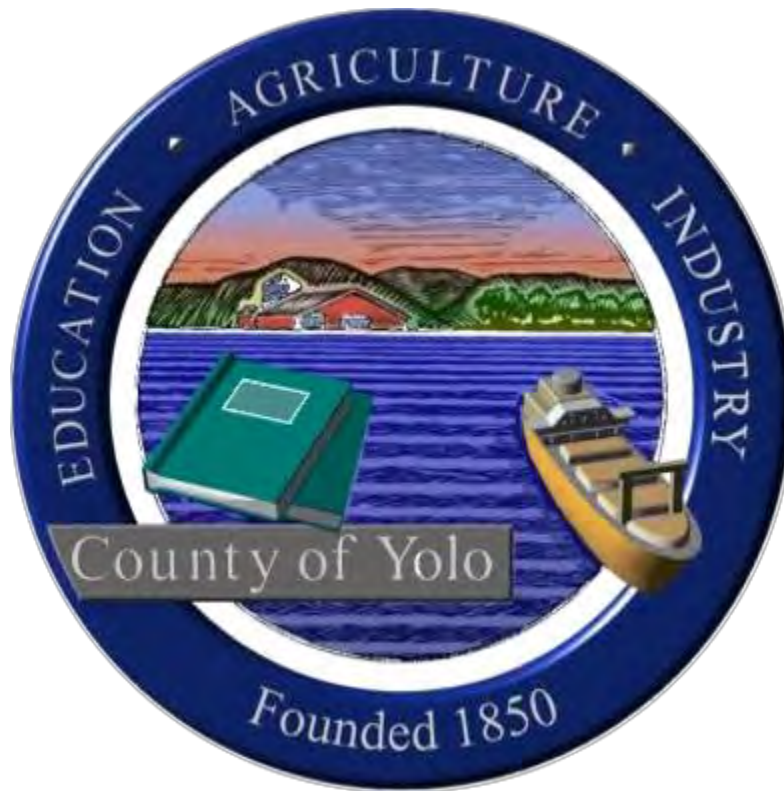


Yolo County Leinberger Center Analysis



November 17, 2020

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Attachments

Attachment A:	Leinberger Facility Funding Application
Attachment B:	SB 863 Request for Proposals (available upon request with the Clerk of the Board)
Attachment C:	Board Approval of SB 863
Attachment D:	Summary of BSCC Awarded Projects
Attachment E:	Leinberger ISMND (available upon request with the Clerk of the Board)
Attachment F:	Authorization to Execute Agreements
Attachment G:	County Agreements (available upon request with the Clerk of the Board)
Attachment H:	Leinberger Project Budget Approval
Attachment I:	2020 Staff Update
Attachment J:	BSCC Requirements
Attachment K:	Title 15 Minimum Standards for Local Detention Facilities (available upon request with the Clerk of the Board)
Attachment L:	Probation JDF Future Use Plan
Attachment M:	PPIC Study 2016 – California’s Historic Corrections Reforms
Attachment N:	Financial Assumptions

1.0 Senate Bill 863 Grant Funding Overview

1.1 Formation through Senate Bill 863 (2014)

On June 20, 2014, the Adult Local Criminal Justice Facilities Construction Program became effective through SB 863. SB 863 authorized up to \$500 million for the construction and improvement of local adult criminal justice facilities. On June 10, 2015, the Board of State and Community Corrections (BSCC) issued a Request for Proposals (RFP) from local jurisdictions interested in applying for available funds. Yolo County received SB 863 Adult Local Criminal Justice Facilities Financing Program funds in the amount of \$30,500,000 from BSCC. The total project budget of \$34,278,550 also includes a cash match of \$3,577,350 and an in-kind match of \$201,200. Capital Improvement Program (CIP) Bond Proceeds provide the funds for the cash match.

1.2 Leinberger Replacement Project

The BSCC grant funded Leinberger Replacement Project provides a novel design and construction for a stand-alone facility that expands programming space and flexibility, increases safety for inmates and the general population, and updates 25-year old amenities. While the project will demolish the existing Leinberger facility and construct a new two-level facility that consists of three 30-bed dormitory units and one 60-bed dormitory unit totaling 150 beds, the project does not expand the amount of beds within the facility, a key component to being successfully awarded SB 863 monies.

Each dormitory will contain a day room, toilets, and lavatories. The proposed design also includes spaces for programming, multipurpose rooms, staff support services, as well as dayrooms, outdoor recreational space, and support space. Housing support will consist of multiple program rooms, interview space, a sally port, and medical clinic spaces. Central control and public lobby areas will also include non-contact in-person visitation, as well as space for family reunification visitation. The staff/support area will include administration, staff locker rooms, a break room, and storage rooms. The project also includes, but is not limited to, utilities, electrical, plumbing, mechanical, heating, ventilation and air conditioning, communications, fencing, security and fire protection systems, as well as landscaping and pavement for building access and outdoor functions. The full grant application submitted to the BSCC can be found in **Attachment A: Leinberger Facility Funding Application**.

Current Project Status

The project is in the concluding stages of State approval and is currently in final review with the Department of Finance (DOF), who has delegated approval authority from the State Public Works Board (SPWB) to authorize the County to proceed to construction bids. The project has already received approval from the State Fire Marshall and BSCC. The County conducted a Request for Qualifications to pre-qualify General Contractors in preparation for the construction bid—four construction companies were pre-qualified through this process.

The DOF has authorized the County to proceed to bid. The County completed the bidder's conference on October 15, 2020 and has issued Construction bid documents on which were due back to the County on November 10, 2020. The County evaluation team will not have completed its full evaluation of the bids prior to the Board's consideration of this item. The contract for the lowest responsible bidder will be brought to the Board on December 15, 2020. If approved by the Board, BSCC will work with DOF on approval to proceed with awarding the contract. If the Board does not approve moving forward with the Project and chooses to decline the grant, no adverse impacts would occur specifically related to the bidding process, even once

opened. However, it should be noted that declining the grant and halting the project would require the termination of ground leases, cooperation agreements, and the grant award agreement, and thus additional staff time would be required.

Current Financial Status

The fiscal impact for the County associated with completing the Leinberger Center is anticipated at \$3,577,350 in Cash Match CIP Bonds and \$201,200 in In-Kind Match. The total project cost including state funding is anticipated to cost \$34,278,550. Most of the cash has already been expended in the amount of \$3.116 million, or 87% of the required match, primarily for architectural, construction management, CEQA, and state agency fees. The remaining expenditures are anticipated to be paid with remaining CIP Bond funding should the project proceed. Any unanticipated expenditures in excess of the total budgeted project cost would be the County's responsibility.

Further discussion regarding expended funds can be found in Section 3, Alternatives Analysis, of this document. This section details three alternatives in which the grant project either moves forward or is declined.

2.0 Factors Inhibiting Operational Flexibility

Many factors contribute to an alternatives analysis associated with county jail facilities and the population of inmates included in those facilities. To best understand the feasibility of the three scenarios presented in Section 3 of this report, the following topics will be analyzed for the Board’s consideration: BSCC Approval, existing County facility opportunities, California’s regulatory environment, and the Yolo County jail population.

2.1 Timeline & BSCC Requirements

The following timeline outlines the major milestones of the Leinberger Replacement Project thus far and illustrates the complexity of the project. Furthermore, this project has been subject to numerous approvals by both the Board of Supervisors and the State of California. Where appropriate, milestones include a reference to the attachment in which more information may be found on individual approvals, agreements, and documents.

Figure 1 – Project Timeline/Milestones

June 20, 2014	Adult Local Criminal Justice Facilities Construction Program becomes effective through Senate Bill 863
June 10, 2015	BSCC issues RFP for local jurisdictions interested in applying for available funding (Attachment B)
July 28, 2015	Board of Supervisors approves SB 863 Grant Application (Attachment C)
November 12, 2015	BSCC Announces Summary of Awarded Projects (Attachment D)
February 21, 2017	Board adopts the Mitigated Negative Declaration for Leinberger Detention Facility (Attachment E)
August 2, 2017	County closes on the 2017 Lease Revenue Bonds financing the local match for the project (amongst other capital projects)
September 12, 2017	Board authorizes staff to execute agreements including a Cooperation Agreement with the State Public Works Board, Project Delivery and Construction Agreement between the County and State, and ground lease. (Attachment F)
December 4, 2017	Yolo County enters into a tri-party grant agreement with the State Public Works Board and BSCC. (Attachment G)
February 25, 2020	The Board approved the SB 863 Leinberger Replacement project budget of \$34,278,550 contingent upon final approval from DOF for grant proceeds in the amount of \$30,500,000. The Board also approved the Plans and Specifications for the project and authorized staff to issue the construction bid upon final approval from DOF. (Attachment H)
July 7, 2020	Staff return to the Board with an update on the Leinberger Replacement Project (Attachment I)
November 10, 2020	Bids open for the Leinberger Replacement Project, with the lowest bidder to be brought to the Board on December 15, 2020.

In addition to these major milestones, the Leinberger Replacement Project has been included as part of the County’s CIP and included in the Committee on Capital Investment reports since 2017 for consideration and approval moving forward.

The BSCC provides an amount of flexibility within Government Code Section 15820.935 related to SB 863 grant funded projects. However, this flexibility is limited to programmatic changes, and does not prescribe a specific outcome related to reformatting the physical design of a project once

through most of the approvals process. For the related language associated with BSCC requirements, please see **Attachment J: BSCC Requirements**.

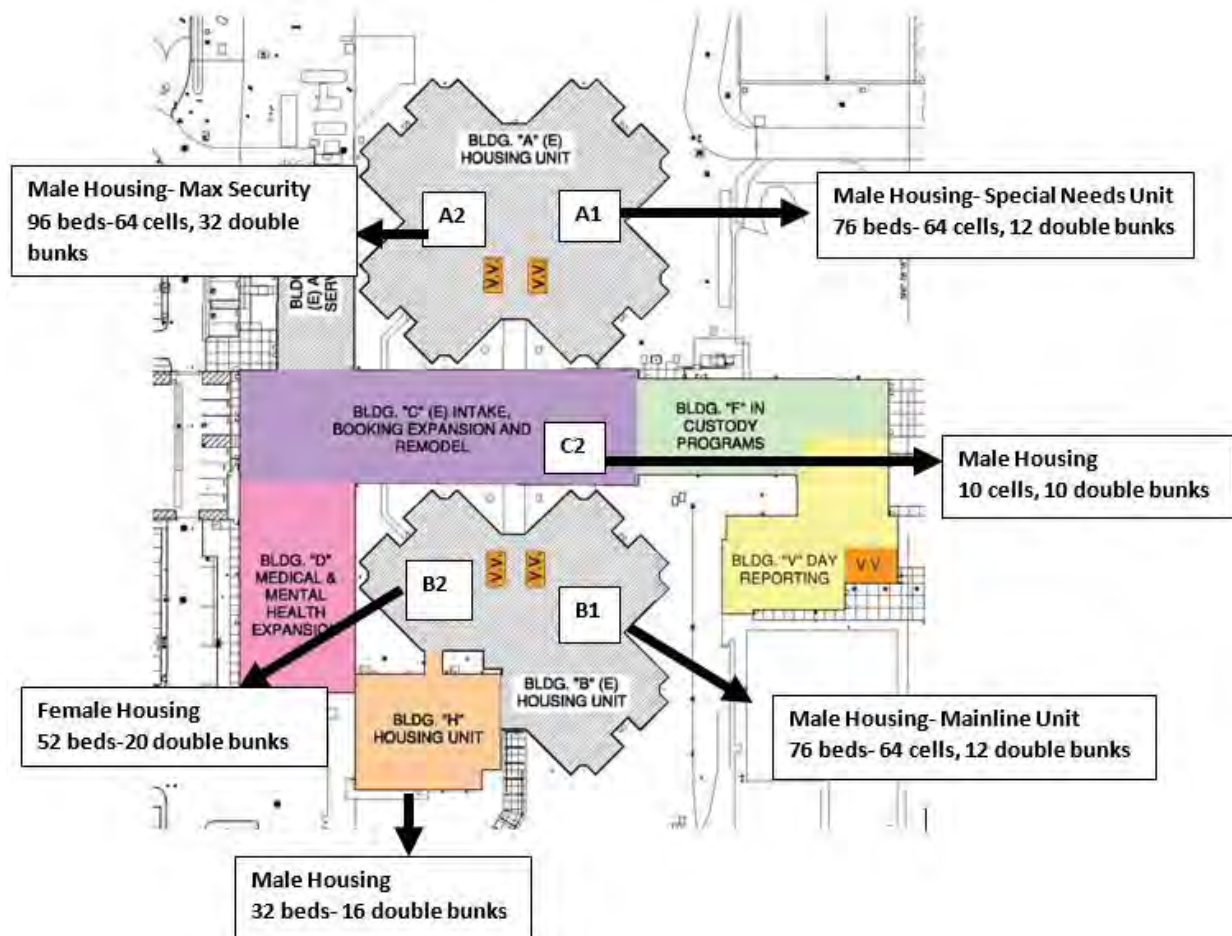
2.2 County Facilities

There are two jail facilities and one juvenile detention center located in Yolo County. The following analysis illustrates opportunities and constraints for the Monroe Center and Juvenile Detention Facility.

2.2.1 Monroe

Built in 1989, the Monroe Detention Center operates in addition to the Leinberger Center. In 2014, the Board adopted a resolution authorizing acceptance of local Jail Construction Financing (AB 900) Phase II funds for \$36,295,000 from the BSCC. These funds were to be used to expand the current jail detention facility to include new housing, program space, kitchen, and day reporting center. Additionally, renovations will be made to the existing footprint to provide for additional health and mental health beds, separate booking and intake, and an upgrade/retrofit to the security electronics.

Currently, Monroe faces several limitations related to housing the inmate population that is incarcerated in Yolo County, including classification vs. multi-bed cells, the federal consent decree, and mental health issues. These housing factors are analyzed in the sections below.



Factor 1 - Classification vs Multi-Bed Cells

The Yolo County jail population is diverse and includes many classifications that illustrate this diversity through various needs within the jail population that require some level of accommodation. Figure 2 illustrates some of the main classifications that are found in Yolo County's jail population. However, there are several subclassifications that should also be contemplated when considering the makeup of jail population on a given day. Additionally, a diverse set of classifications within any jail presents physical, programming, and social constraints to ensure the safety and well-being of inmates and county staff.

Figure 2 – Jail Population Classifications

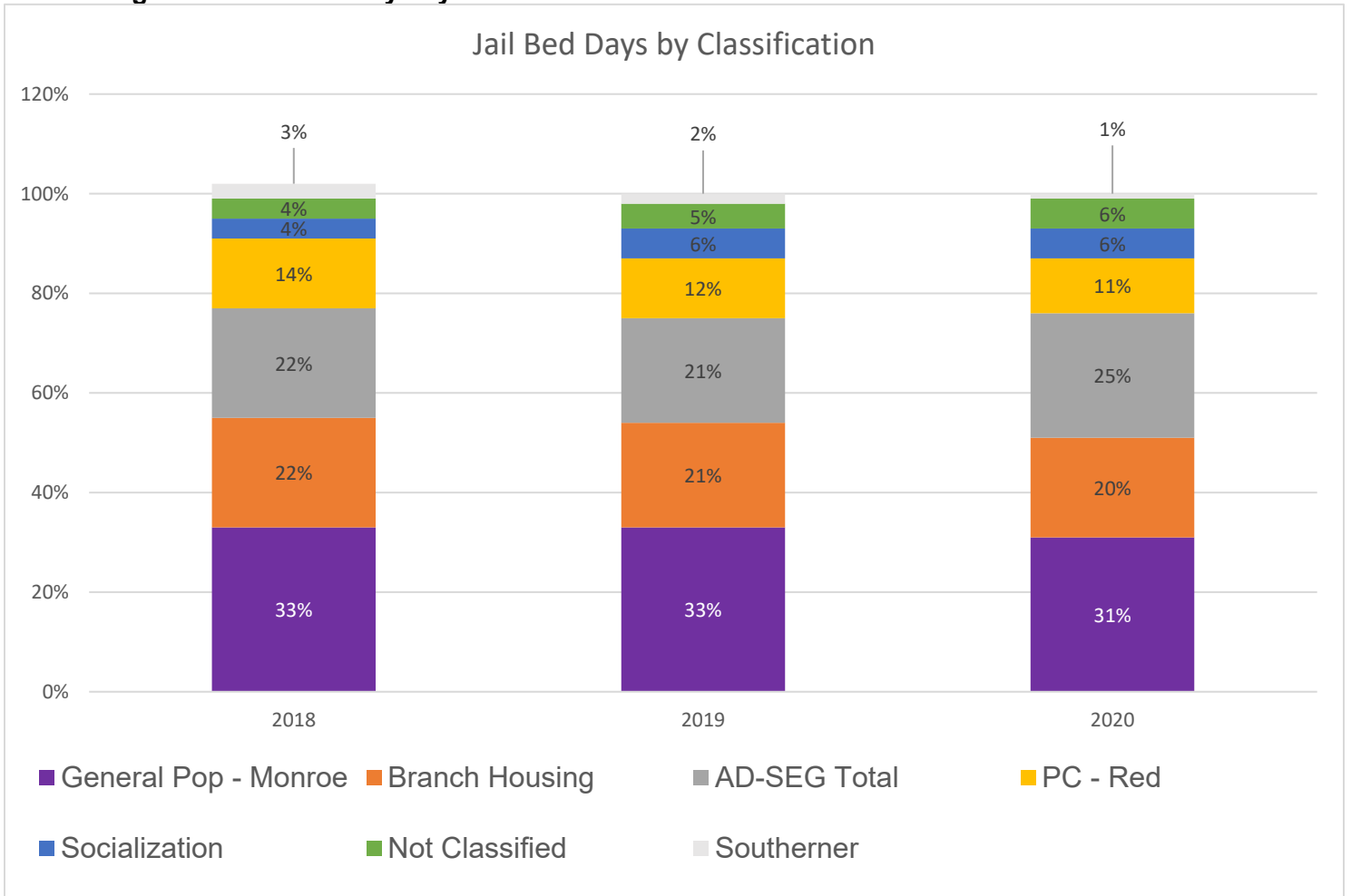
Mainline	Inmate has no special needs or safety concerns. Can house with others in the same area or dorm setting. Can program in groups. Can qualify for jobs in and around the facility.
Protective Custody (PC)	Inmate fears for their safety from mainline inmates. They either have charges that are not acceptable to jail society rules (child-molest, child abuse, sex registrant etc.) or have broken the inmate conduct rules (stealing, disrespect etc.). These inmates are able to house with other protective custody inmates and program together.
Administrative Segregation/Separation (AD-SEG/AD-SEP)	Inmates are unable to be around others due to threats of violence or severe mental health issues. They cannot be housed with another inmate and must come out by themselves.
Administrative Segregation Officer Safety (AD-SEG O/S)	Inmates are unable to be around others due to threats of violence. They are classified officer safety due to threats to staff/inmates and/or violence against staff/inmates. They cannot be housed with other inmates and must come out by themselves. They will be in full restraints when outside of their small day area or around staff/inmates.
Drop Out (Pink)	Inmate is no longer an active gang member. They cannot be housed around mainline inmates or active gang members. They do not qualify for Protective Custody. They can house with other drop out gang members.
Southerners (Green)	Inmates are active Sureno Gang members. They cannot be housed with Norteno Gang members as it is a rival gang. Our area is primarily Norteno controlled therefore Surenos cannot be housed in mainline housing. They can house and program with other active Surenos.
Socialization	Inmates who have mental health issues, developmentally disabled or socially fragile qualify for the socialization program. They must house in single cells. They do not have to be medication compliant. However, they must be socially compliant and get along with others. They must participate in weekly group sessions with mental health

Classifications are also subject to change, depending on current criminal activities within the region, which may dictate subpopulations within jail facilities, as noted for gang members above.

Title 15*

One other major factor when contemplating classification is the standards associated with Title 15 Minimum Standards for Local Detention Facilities, which set forth a host of additional requirements specifically geared around classification plans and safely housing inmates according to specified criterion. See **Attachment K for the full Title 15 document** and associated requirements.

Figure 3 – Jail Bed Days by Classification



The graph represents the total percentage of bed days used by each classification type each year. In 2018, 33% of the beds were used for General Population – Monroe, which dropped slightly in 2020 to 31%. One trend to note is that of Socialization, which requires single-cell occupancy. This classification has grown from 4% in 2018 to 6% in 2020. One consideration for this current data set is that the 2020 numbers are not yet complete but reflect the most up-to-date numbers staff could compile.

Factor 2- Federal Consent Decree

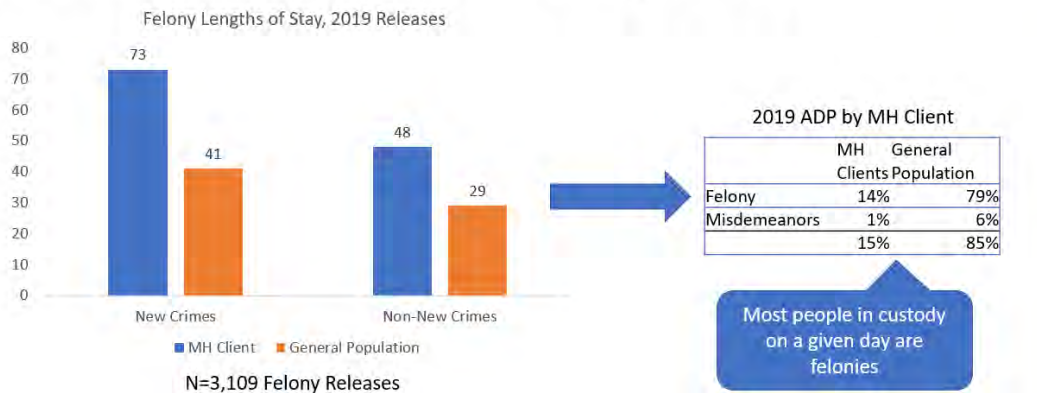
In 1991, the Federal Court Consent Decree was put into effect placing a population cap on the Monroe Center Main Jail. The Sheriff's Office must begin releasing inmates when Monroe reaches 90% capacity. After the newly constructed H-Pod in Monroe is in full utilization, 90% of capacity at Monroe is 307 inmates. This means, even though Monroe will be rated as a 342-bed

facility, under federal regulation the jail shall not house more than 307 inmates. An important note of the Consent Decree is that the Leinberger facility, current or remodeled, does not fall under the regulation. This has allowed for Leinberger to act as a 'release valve' when Monroe begins to reach capacity. Without Leinberger, the Sheriff's Office will be forced to release inmates prematurely. The difference of when this practice occurred in the past and what it will look like if it occurs in the future, is that state law has changed the type and severity of inmates housed in local jails. Fewer and fewer low-level offenses are housed and an increasing number of violent offenses, with acts against persons are being housed. This change in inmate demographic and charge level, will cause capacity related releases to jeopardize community safety.

Factor 3- Inmate Mental Health

Figure 4 – Felony Lengths of Stay, 2019 Releases / 2019 ADP by MH Client

People booked on felonies and seen by MH services in custody had higher lengths of stay, translating into 15% of ADP on a given day.



The number of inmates with mental health needs continues to grow and impact jail operations. As the above figure shows, in 2019, 15% of the jail population were mental health clients of Well Path. The figure also demonstrates that inmates with mental health concerns, on average, have higher lengths of stay. Often, these inmates must be housed separately, requiring a single bed cell. In-custody programming needs to be specific to the mental health needs of the inmate as well.

Electronic Monitoring

The Sheriff's Office continues to utilize the electronic monitoring (EM) program as an alternative to custody. EM is evidence based, cost-effective and proven to reduce recidivism. EM does have the capacity to expand and will continue to play a significant role in reentry planning as a step-down phase, however there are significant program limitations. Inmates must be assessed to assure they meet specific inclusion and exclusion criteria before they are placed into the EM program. Currently, EM is being fully utilized in that there are no other inmates in-custody who meet the minimum standards for EM placement. Although, EM will remain an alternative to custody, it is not designed to serve all inmates who are housed.

2.2.2 Juvenile Detention Facility

Structural/Programmatic Limitations

The Yolo County Juvenile Detention Facility (JDF) opened in 2005 and houses and provides services for justice-involved youth in Yolo County. From 2008 to 2019, the facility provided services to unaccompanied youth through a contract with the Federal Office of Refugee Resettlement (ORR). Support services are provided to the youth onsite as overseen by Probation Department staff. These services include education, medical services and behavioral health services. Additionally, several community volunteers provide mentorship, serve as positive role models, and provide additional program services that cannot be provided by facility staff.

Given the underutilization of the JDF, coupled with the Sheriff's Office current space needs as a result of jail construction projects underway, a portion of the JDF was modified to temporarily accommodate adult booking starting in November 2019. With BSCC approval, the JDF was host to adult offenders until November 2020, due to constraints in place because of COVID-19 and the constraints required with having youth and adults housed within one facility.

With the closure of the ORR Program in the JDF, the Probation Department can now turn its attention to evaluating the highest and best uses of the JDF to meet the public safety needs of our communities in the future. A comprehensive analysis will rely on input from the Board of Supervisors, other County departments, Probation staff and labor units, partners, stakeholders and the public, as well as lessons learned in other counties. It will include an environmental scan, needs assessment and gap analysis, all of which will culminate in a catalog of options and recommendations for Board consideration. For more information on this analysis and upcoming considerations for the JDF, please see **Attachment L** for the Plan.

The importance of the plan below cannot be understated as the flexibility of the JDF for alternative uses is reliant on the timing of DJJ realignment, as well as the potential facilitation of permitting long-term co-location of adults and juveniles. If the JDF were to be repurposed for use for the adult population, current and future DJJ youth would need to be sent to another county. Furthermore, the construction of the JDF may be a limiting factor when considering the various populations of adult inmates, as the facility consists of only 3 pods. This means that, while it was constructed as a 90-bed facility, those beds would not necessarily convert on a 1:1 ratio from juvenile to adult.

DJJ Realignment

Signed into law in September 2020, SB 823 repeals the provisions that would have created the Department of Youth and Community Restoration and the provisions that would have transferred the responsibility of the Division of Juvenile Justice to that department. This bill shall commence on July 1, 2021, the deadline that will prohibit further commitment of wards to the DJJ, except in specific cases, and would require that all wards committed to the division prior to that date remain within the custody of the division until the ward is discharged, released, or transferred. This bill will also require a replacement of the Juvenile Court and Probation Statistical System with a modern database and reporting system and appropriates moneys from the General Fund to the Youth Programs and Facilities Grant Program. Finally, SB 823 establishes the age of jurisdiction at age 23 for youth adjudicated of WIC § 707(b) offenses and age 25 for youth adjudicated of offenses resulting in an aggregate sentence of 7 or more years in adult court. Age of jurisdiction is 21 for all other youth.

Due to the nature of this major change in the Juvenile Justice system, there are currently no counties that have adopted an official plan that would determine the County as a contract-out county, or one that is accepting youth that would have otherwise gone to the DJJ. As such, staff anticipates that many counties will be working to determine next steps over the next several months as the July 1, 2020 deadline approaches. The full text of SB 823 may be found [here](#).

Locally, Yolo County has had 8 DJJ commitments since 2015, with 4 Yolo County youth currently at DJJ. According to the Probation Department, the shortest length of stay at DJJ is 1 year, the longest length of stay is 5 years, 8 months, and the average length of stay is 2 years, 6 months. Furthermore, the average length of time between arrest and arrival at DJJ is approximately 1 year. The key factor in each of these pieces of data is length of time, especially given the uncertainty as to which counties may serve as host counties for other counties' youth. While the number of youths in Yolo County that have gone to DJJ is not overwhelming, attempting to schedule the youth to be received back to the Juvenile Detention Facility would complicate any attempts at including an adult population at the facility. Furthermore, should other counties not have the ability to host Yolo County youth in the wake of DJJ Realignment, it is possible that the County will need to accommodate additional programming and costs associated with shifts in the law.

2.3 Regulatory Considerations

2.3.1 Cash Bail

While Proposition 25 was not voted into effect in the November 2020 election, cash bail still exists as a potential unknown within Yolo County, specifically as it relates to COVID-19. Because cash bail has been reduced due to COVID-19, jail population numbers have been impacted in Yolo. Furthermore, it is unknown the impact that will occur on Yolo County's jail population post-COVID-19.

Additionally, the Board of Supervisors has requested to include a strategy in the County Strategic Plan associated with the elimination of cash bail. If cash bail is eliminated in Yolo County, it is uncertain the impact that this would have on the numbers of inmates in the jail population. This is primarily dependent on the system that would be put into place with the elimination of cash bail. The Yolo County Probation Department is currently undergoing a study with a consultant to analyze and assess their existing pre-trial risk assessment system, but the results of that study will not be available until at least December 2020.

2.3.2 Future legislation/State-imposed regulations/legislation/mandates

Over the last decade, California has undergone a variety of criminal justice reforms that have served as catalysts in altering the population and dynamic of County jail populations. While the overall population trends after AB 109 (Realignment 2011) and Proposition 47 (2014) indicated a decrease in jail populations throughout California, realignment also altered jail populations in a manner requiring additional tools for rehabilitation and reentry due to a changing population with the ability to stay in a jail facility for longer periods of time. According to a Public Policy Institute of California study completed in 2016, "jails now have a greater need for medical and mental health beds, as well as rehabilitation and reentry programming and recreational space." This report also indicates overall trends after the passage of AB 109 and Prop 47, and may be found as **Attachment M**.

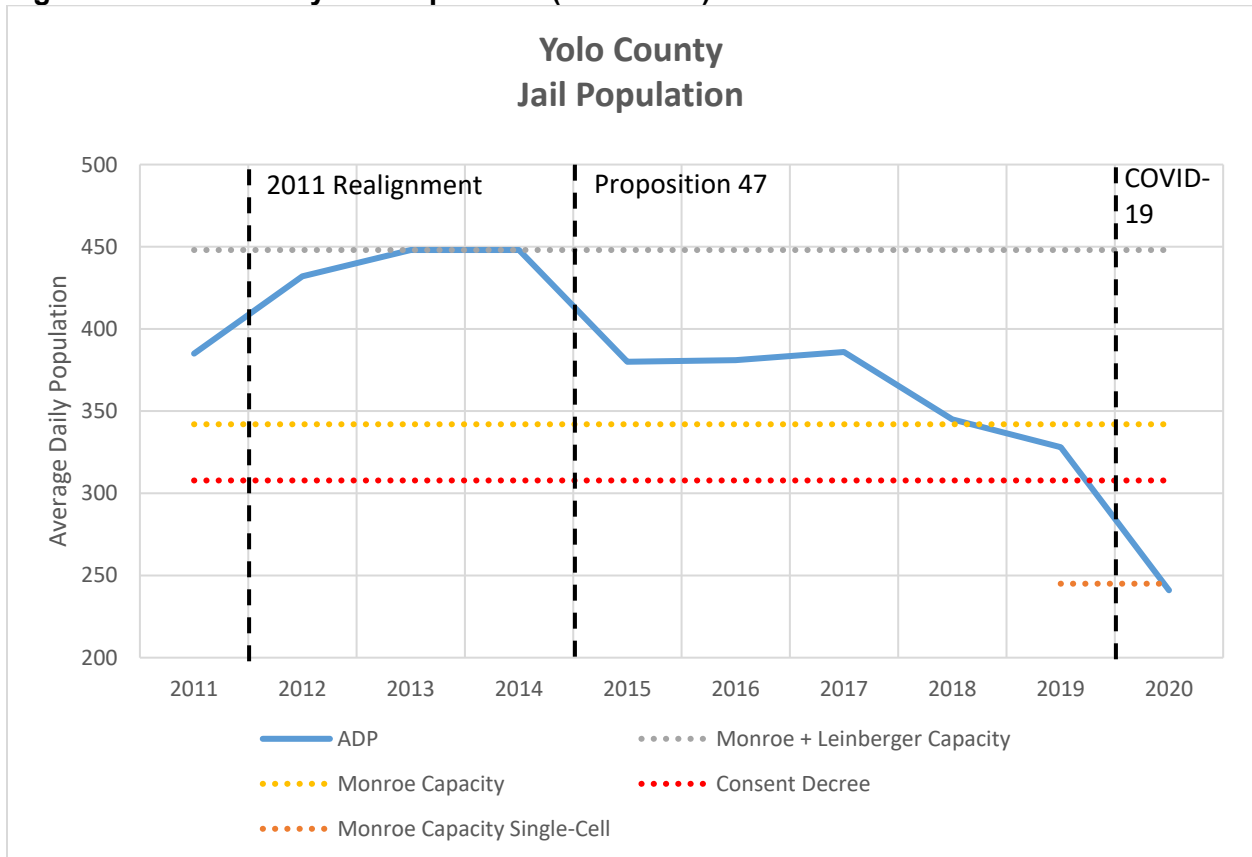
AB 109 and Prop 47, in addition to Proposition 36 (2012) and Proposition 57 (2016), all indicate the changing landscape in California criminal justice reform that may cause unknown impacts to the Yolo County jail population. This uncertainty further reinforces the concept of flexibility within local criminal justice systems, their programs, and their facilities.

2.4 Yolo County Jail Population

2.4.1 Inmate Average Daily Population (ADP)

In order to fully analyze local correctional housing needs, it is useful to look at historical population numbers as well as forecasts for what may occur in the future. Over the past decade, there have been several shifts in the County’s average daily population tied to three significant events which include AB109 (2011 Realignment) which realigned certain offenders from State Prison to serve their sentences in County Jail, Proposition 47 which was approved by voters in 2014 and lessened the severity of numerous offenses, and COVID-19 which changed the need for operational practices at the jail facilities to further public health.

Figure 5 – Yolo County Jail Population (2011-2020)



2.4.2 Pre-COVID ADP

The ADP in Yolo County jails has decreased over time, with an ADP of 385 in 2011 and an ADP of 241 as of August 25, 2020. However, it must be noted that due to COVID-19, the overall capacity of the jail facilities has been lessened considerably to ensure the safety of both inmates and county staff. Therefore, while 2020 data is included in Figure 6 for the sake of painting the full picture, this data represents an outlier year for the jail population and should be considered somewhat incomplete until the end of 2020.

Figure 6 – Yolo County Jail Population by Sentenced, Non-Sentenced and Offense Type (2011-2020)

YOLO COUNTY

Table 59. *Yolo County Jail Population by Sentenced, Non-Sentenced and Offense Type for 2011 through 2020¹*

Year	ADP	Sentenced						Non-Sentenced					
		Sentenced		Misdemeanor		Felony		Total Non-Sentenced		Misdemeanor		Felony	
		ADP	% of ADP	ADP	% of ADP	ADP	% of ADP	ADP	% of ADP	ADP	% of ADP	ADP	% of ADP
2011	385	67	17%	11	3%	56	15%	318	83%	7	2%	311	81%
2012	432	165	38%	7	2%	158	36%	267	62%	6	1%	261	60%
2013	448	166	37%	5	1%	162	36%	282	63%	8	2%	273	61%
2014	448	154	34%	5	1%	149	33%	294	66%	11	2%	283	63%
2015	380	111	29%	11	3%	100	26%	269	71%	28	7%	241	63%
2016	381	105	28%	9	2%	96	25%	276	72%	21	6%	255	67%
2017	386	112	29%	8	2%	104	27%	274	71%	17	4%	257	67%
2018	345	105	31%	13	4%	93	27%	240	69%	20	6%	219	64%
2019	328	95	29%	9	3%	86	26%	234	71%	31	9%	203	62%
2020	241	54	23%	5	2%	49	21%	186	77%	18	8%	168	70%

Source: BSCC JPS data as of August 25, 2020. 2020 data only through first quarter (January – June)

However, despite this change in ADP, those that are being held at the Jail facilities are for more serious offenses. Based on data in calendar year, 2019, most of the daily population was for new Felony Crimes. (Figure 7) Of these felony offenses, the largest drivers are crimes against people as well as property related crimes (Figure 8)

Figure 7 – 2019 Jail ADP by Felony & Misdemeanor

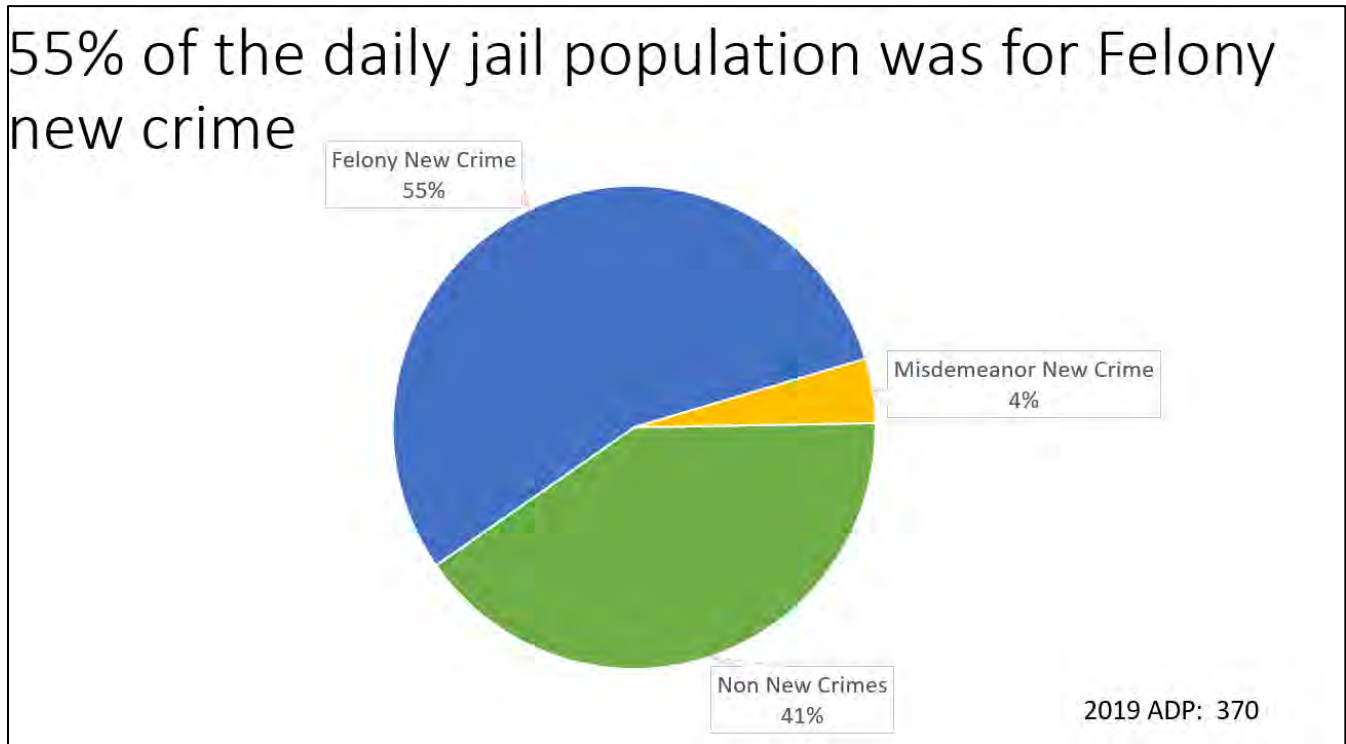
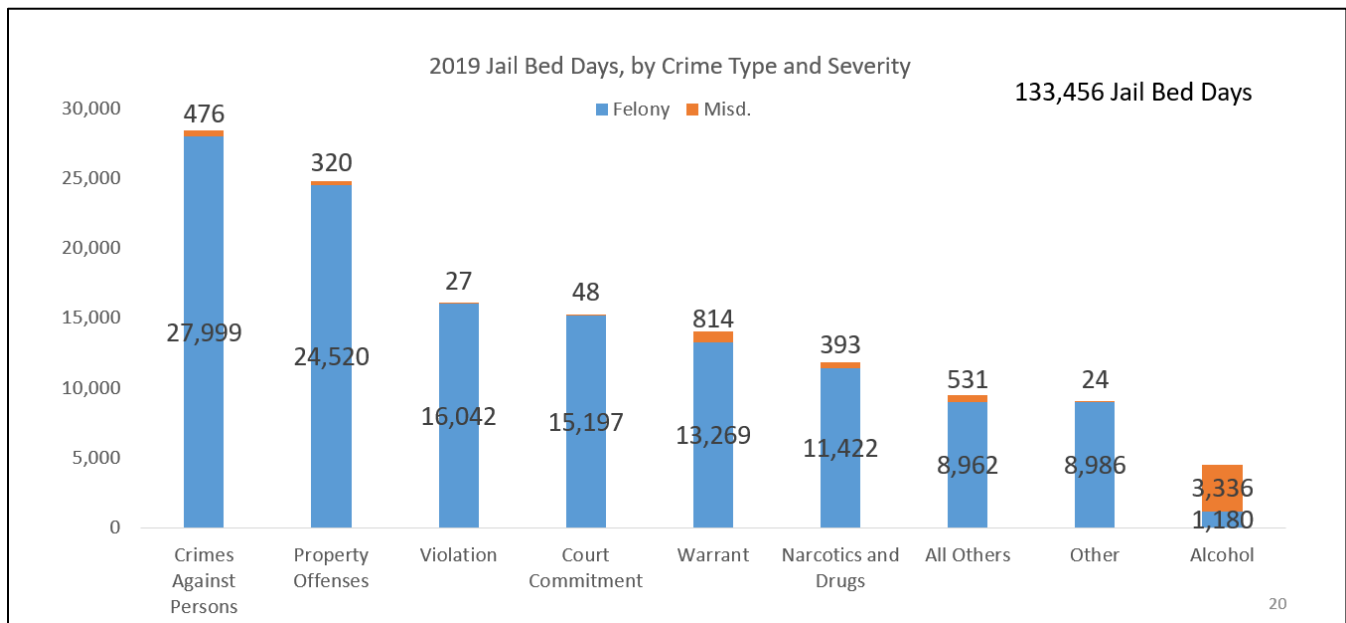


Figure 8 – 2019 Jail Bed Days, by Crime Type and Severity



2.4.3 COVID ADP

Due to COVID-19, the Sheriff's Office chose to house only one inmate per cell to ensure their health and safety. Therefore, cells with double bunks were used only used at single capacity. As shown in Figure 9 below, the housing capacity at the jail dropped by 27% for males and 38% for females in order to accommodate Public Health best practices. While there has been a decrease in inmates (both regular and AB 109) over the past several fiscal years and currently, due to releases through the courts' emergency bail schedule, the jail still has to staff according to the number of pods being used, not by the number of inmates.

Figure 9 – Jail Housing Capacity (Monroe)

Pod	Pod type	# of Beds		Total at Full Capacity	# of Beds (Single Bed Use)		Total at Single Bed Use	% Drop
		Single Bed Cells	Double Bed Cells		Single Bed Cells	Double Bed Cells		
A1	Male (Alter class*)	52	24	76	52	12	64	-16%
A2	Male (Max Security)	32	64	96	32	32	64	-33%
B1	Male	52	24	76	52	12	64	-16%
C2	Male (Covid-19 isolation)	0	10	10	0	5	5	-50%
H	Male	0	32	32	0	16	16	-50%
Subtotal (all)				290	Subtotal (Single Bed Use)		213	
B2	Female	12	40	52	12	20	32	-38%
Total (all)				342	Total (Single Bed Use)		245	-28%

* Alter class includes the following classifications: Protective Custody, Drop Out (inactive gang member), Socialization (mental health program), Southerner (Sureno gang member), and Ad-Seg (security risk)

Currently the jail is turning away individual surrenders. These are people who need to serve their sentences but are being turned away for now due to COVID-19. This is creating a backlog of individuals who will have their sentences needing to be served when the Jail will accept them. Sheriff staff estimate there are approximately 158 individuals in the Community that meet this criterion.

The Jail also has inmates in County jail that are waiting to go to State Prison or State Mental Health Hospitals. These in addition are backlogging the system in areas where the State will not accept new individuals and thus it limits the County's operational ability due to COVID-19.

2.4.4 Post-COVID ADP Projections

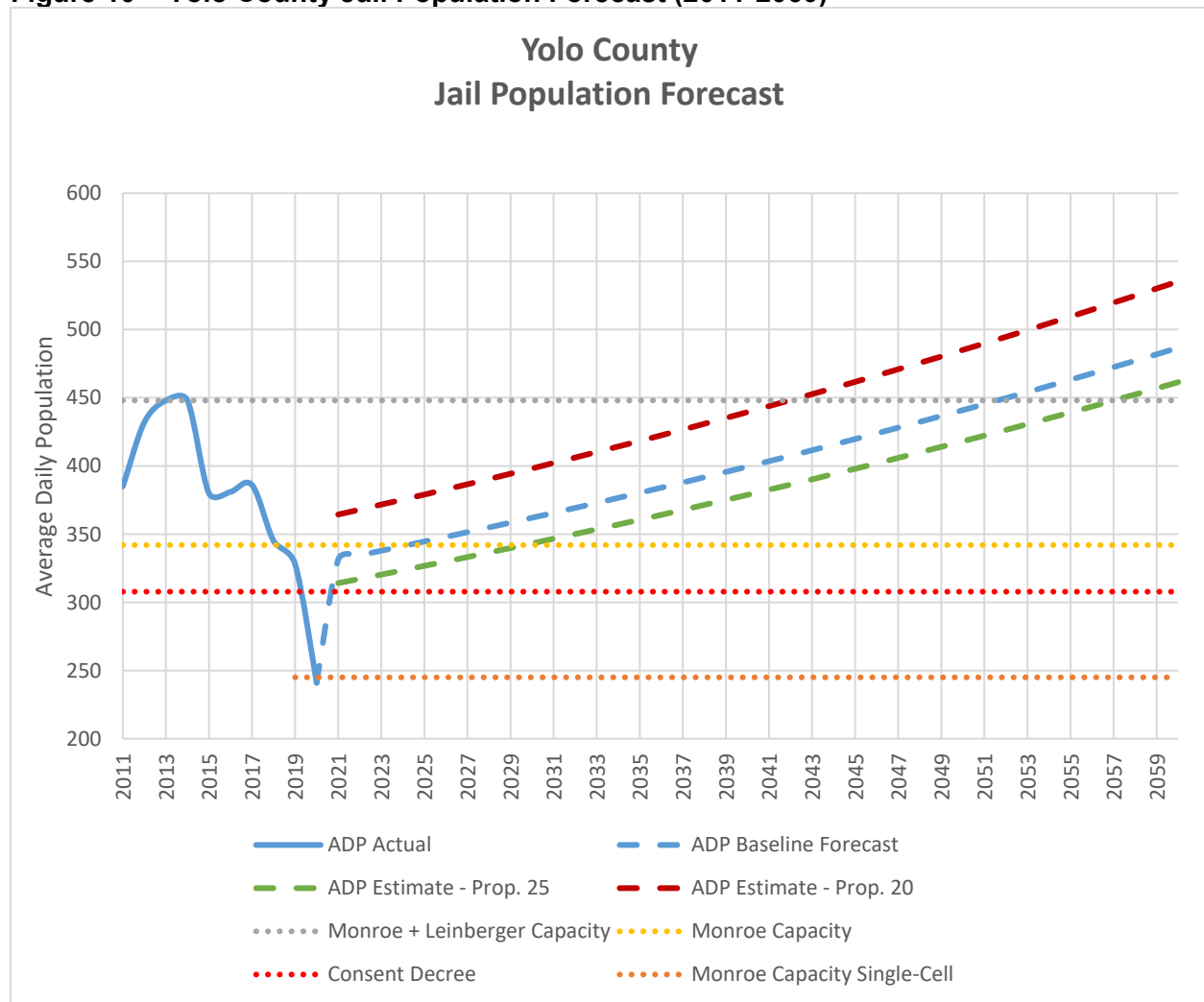
As expressed by Kevin O'Connell, Criminal Justice Consultant to the County "There is no good way to project our population forecasts related to jail because changes to legislation may completely alter the numbers in a short period of time that may be unforeseen."

Despite, recognition of this fact, staff felt it was critical to make a reasonable attempt to forecast future populations and enlisted the Department of Financial Services to perform an independent projection of Jail populations.

The method of forecasting contemplated several key assumptions in arriving at a baseline expectation:

- 1) Jail populations would rebound after COVID-19 to a baseline which would approximate the 2019 calendar year ADP. The rationale was that the full impacts of Proposition 47 had materialized by 2019 and that the impacts of COVID-19 and no-cash bail tested during COVID-19 had not yet appeared.
- 2) That from this point forward, the Average Daily Population in the Jail facilities would generally grow in line with the County's overall population which is estimated to be .99% going forward based on the past 10-year average (2010-2019) from the California Department of Finance.
- 3) As markers, Jail capacity was represented showing Monroe and Leinberger operated together, Monroe operated as the sole facility at two levels being full use of rated capacity and a lower utilization on a single-cell basis. This assumption assumes the Sheriff could operate the facility utilizing all beds, however as discussed in other areas of this report, this may not always be feasible due to a variety of operational constraints such as the consent decree, inmate classification, public health, or other considerations.

Figure 10 – Yolo County Jail Population Forecast (2011-2060)



The Baseline forecast above contemplates no major change to the system such as criminal justice legislation, passage of propositions, or a future state/local realignment of responsibilities. However, the Department of Financial Services was requested in addition to provide forecasts of what impacts Yolo County might see as a result of passage of Proposition 20 and Proposition 25 that were on the November ballot. Though preliminary results may be available on each of these propositions by the presentation on November 17th, final certified results may not thus it was determined important to include.

In each of these scenarios, information prepared by the non-partisan Public Policy Institute of California (PPIC) was utilized and then applied to Yolo County's specific population and then forecasted forward based on population growth similarly to the baseline.

- Proposition 20 – The proposition would adjust Criminal Sentencing and Parole and would undo a portion of the voter initiative Proposition 47 in 2014. The PPIC determined that the total number of individuals booked in Jail in the Multi-County Study declined in the year after Proposition 47 by about 10 percent.¹ As such, Financial Services assumed that at worst Proposition 20 would undo the majority of impacts of Proposition 47. As a result, the projected scenario of Yolo ADP was inflated by 10% from the baseline scenario.
- Proposition 25 – The proposition would implement a system of no-cash bail where defendants would receive a risk assessment in order to determine if they remain in pre-sentence custody. Under this system, the impacts are not fully known however the PPIC² estimated what the impact would be for the change in release status of inmates. In their study, they determined that an additional 39.6% of inmates detained pre-sentence for misdemeanors would be released while only 1.3% of inmates detained pre-sentence for felonies would be released under a risk assessment. These figures were then applied to the baseline to determine approximately how many additional inmates would be released under Proposition 25 resulting in a forecast lower than the baseline

As noted above, the Criminal Justice system relies on a combination of the Court System, State law, and the choices of individuals in the County to become justice involved. Therefore, as a result, it is difficult to accurately predict the future needs of jail space however a best attempt has been made to do so relying on available information that County staff believes are reasonable.

However, under each of the forecasted scenarios, it appears that the capacity of the Leinberger facility may be needed in the long-term under all three scenarios. In addition, that capacity may be necessary in the more immediate future when accounting for some of the additional operational constraints discussed elsewhere in this report which the forecast may not fully capture.

¹ Public Policy Institute of California, *The Impact of Proposition 47 on Crime and Recidivism*, June 2018 (pg. 14-16)

² Public Policy Institute of California, *Reforming Pretrial Justice in California*, August 2020 (pg. 20)

3.0 Alternatives Analysis

3.1 Option 1- Monroe Only

The option contemplates the County declining the grant and only utilizing the Monroe Center moving forward. Section 2.2.1 of this report outlines some of the factors for consideration when only utilizing the Monroe Center. Primarily, the issues are related to classifications within the jail population, the federal consent decree, and inmate mental health as described above. However, upon reaching capacity within the Monroe Center without having Leinberger forces the county to either pay for out-of-county housing and associated transportation costs, or to release inmates that otherwise should continue to remain in custody.

Fiscal Impact (assumptions discussed further in Attachment N):

The fiscal impact of Option 1 varies depending on how the future unfolds as to the needs of Yolo County for inmates which depends on a variety of factors including state and local laws, decisions of the court, and decisions of justice involved individuals. As a result, it is important to present a range of possible outcomes that could occur as a result of the decision to operate with only the Monroe Facility:

Capital Costs

Under the operate Monroe as the only facility, the Leinberger Facility would need to be demolished and the land would need to be restored to a minimum condition after the demolition of the facility. The estimated capital cost for this option is: **\$1.049 million**

Under this option, the County does expose itself to a future financial risk that should be carefully considered. Under this option, should the capacity associated with Leinberger be determined to be necessary at some point in the future, the County may need to construct a similar facility (though it could be smaller or bigger based on future needs) at that time. The simplest way to calculate the financial risk associated with this option would be to recognize the amount of the current Leinberger project as representing that financial risk (absent better data). The risk associated with that cost is: **\$34.279 million**

It should be recognized though that this is a point in-time cost, and thus this figure may escalate over time by annual construction cost escalation which historically has been 1.3% to 4.4% (2011-2019)³. This could be reduced somewhat if plans (current project expenditures) could be utilized for a future project.

Annual Operating Costs

As discussed above, the annual operating costs need to be evaluated against additional costs that could occur as a result of not operating the Leinberger Facility. In discussions with the Sheriff's Office, it was determined that in the past three calendar years (2017-2019) what the utilization of the Leinberger facility was pre-COVID. The Sheriff's office expressed that it was likely that ADP populations would return to these levels after construction and post-COVID as there is still a need to serve the populations that were previously housed in the Leinberger facility. Without local housing, the Sheriff's office asserted that due to classification issues, these inmates would not be suitable for Monroe and would be housed out of County⁴:

³ Obtained from California Department of General Services Construction Cost Index.

⁴ As further described in Attachment N, a key assumption would be that a neighboring County Jail would be available to house these individuals as current poste bed rates (which vary significantly by County) and lower transportation cost due to proximity of that specific County to Yolo County.

Scenario 1 – Demolish Leinberger, 61 ADP out of County (Low)

Operational Savings (Cost)	Out of County Housing & Transportation	Net Benefit (Cost)
\$3,297,450	\$(2,645,354)	\$652,096

Scenario 2 – Demolish Leinberger, 85 ADP out of County (Medium)

Operational Savings (Cost)	Out of County Housing & Transportation	Net Benefit (Cost)
\$3,297,450	\$(3,686,210) q	\$(388,760)

Scenario 3 – Demolish Leinberger, 118 ADP out of County (High)

Operational Savings (Cost)	Out of County Housing & Transportation	Net Benefit (Cost)
\$3,297,450	\$(5,117,852)	\$(1,820,402)

Other Fiscal Considerations:

One other consideration of which the fiscal implications is unclear, is that the Sheriff’s Office currently has approximately 158 people that have yet to surrender and serve their sentence and that number continues to grow. This is a backlog associated with COVID-19 that will need to work through the Criminal Justice system. As a result, should the County continue to lack capacity to serve these individuals, at some point a consideration would need to be made as to how to allow them to serve their sentences which could require an out-of-county option (assuming space exists in other counties). At this point in time, as there is no certainty on what approach will be taken with these individuals, thus, it is difficult to accurately determine a cost related to serving this backlog. In addition, this fiscal challenge may exist whether or not the new facility is constructed, as these individuals may need to serve their sentences prior to the Leinberger center being rebuilt and available.

Under this option, the County may be more exposed to changes in future law or regulation such as what occurred under AB109 (2011 Realignment) that realigns responsibility for inmates/prisoners from State responsibility to Counties. While the County is unaware of any current active proposals, there is a possibility that these types of proposals could materialize over the 30+-year time horizon associated with a new/upgraded facility.

3.2 Option 2- Decline the Grant, but rehabilitate Leinberger

The option contemplates the County declining the grant, but still seeking to utilize Leinberger, thus requiring rehabilitation of the facility.

The Leinberger Center was constructed in 1992 and was originally planned as an unlocked Type IV Facility (current definition) to house minimum security inmates for short stays. At the time, this was a very cost-effective construction type to house inmates in an environment that did not require a facility constructed of hard or fire resistive materials. Initially the Center eased the overcrowding that existed at the time, but in subsequent years its limitations have proven to be very problematic in dealing with a more restrictive and sophisticated classification of inmates.

The building is of antiquated design, and the physical layout is unsafe for both inmates and staff. The Leinberger Center has several small dormitory wings off a shared Dayroom area for activities. There is a larger area dedicated for males (112 Beds) and smaller section for females (30 Beds). The male dorm units contain common sleeping areas with residential style sinks and toilets. Male inmates must leave their dorm units to use the facility's *group* shower, which is located next to a staff station. Female dorm units contain similar style sinks and toilet fixtures and showers stalls. The facility can only house one classification as the layout does not allow for separation. The small dorms with separate restrooms/showers are not visible to custody officers and do not enable proper supervision toward the prevention of violence, introduction and concealment of contraband, potential suicide, and vandalism. For example, the male housing section or dorm uses a six-station group shower constructed before the federal Prison Rape Elimination Act of 2003 (PREA) was enacted and does not meet the standards. Also, the facility contains porcelain toilet fixtures that are highly breakable and easily weaponized.

Programming based on Classification

The existing facility is also not conducive to program delivery. For example, the dining hall serves as a dining room three times a day, a program room for all programs, a visiting room, and a medical waiting area. Occasionally it also acts as space for attorney/professional visits. The usage limits the number and variety of programs provided since the area must satisfy multiple functions and schedules.

The building is in disrepair, it is unsecure and unsafe, and because of its construction type it cannot be upgraded to an I-3 occupancy classification (which is required to make it a locked facility). In addition, the building layout and design prevents the County from housing inmates of different classifications. Inability to physically separate classifications of inmates is a major design and operational flaw of the Leinberger Center. Daily, there are numerous sentenced inmates at the main jail who ideally would be placed in Leinberger for reentry programming. Due to their classification, however, whether administrative segregation, protective custody, or gang dropout, such inmates cannot be transferred and, as a result, don't receive intensive reentry programming. Like the analysis regarding classification limitations at the Monroe Center, Leinberger is subject to the requirements of Title 15 as well. This limits the ability to offer programs, as they must exist for both males and females, while also remaining within the boundaries of all other requirements.

Deferred Maintenance

Cancellation of the Project (and assuming the County still operates the facility) would still require the County to rehabilitate certain aspects of the existing Leinberger Center, unless the County determines that the space located at the Monroe Center is enough (under Option 1). In either scenario, County funds that have already been spent toward the Project would be forfeited under this option.

The current facility also possesses a host of deficiencies in terms of deferred maintenance, including wall damage, plumbing fixtures, and finishes, as well as HVAC units that are at the end of their useful life and should be replaced. The following items are the minimum needing to be targeted for any continued use:

- Replace all the gypsum board surfaces exposed to inmates with security lath and hi-impact gypsum board
- Replace the plumbing fixtures with more security and anti-ligature type fixtures,
- Replace all the floor coverings,
- Replace many of the ceiling tiles and broken light fixtures,
- Replace roof shingles soon,
- Replace the HVAC Units that are at the end of their useful life,
- Replace the Hot Water system that has had on-going issues,
- Replace the inadequate security monitoring systems (CCTV) with a new system and cameras throughout the facility,
- Repair several areas that continue to have dry rot,
- Remedy ADA Deficiencies,
- Replace the antiquated fire alarm system,
- Replace the roof

Fiscal Impact (assumptions discussed further in Attachment N):

The fiscal impact of Option 2 is generally straightforward in that it is a renovation of the existing Leinberger space to continue to operate and thus most of the cost would be Capital rather than operating:

Capital Costs

Under this option, the County should anticipate a minimum of **\$3.7 million - \$4.3 million** in costs in order to address the deferred maintenance. This wouldn't upgrade the facility for a larger population or change who is qualified to be housed in the facility. These funds for deferred maintenance would be in addition to the currently expended County funds and a funding source for this has not yet been identified. However, should this be the option selected by the Board, in order to identify funding needed to complete this project, it could delay other items on the existing Capital Improvement Plan.

Annual Operating Costs

The annual operating costs under this option would be like the existing operational costs of the Leinberger facility which is estimated to be **\$3.297 million**.

Other Fiscal Considerations:

The Board previously expressed concern regarding the use of bond funds and if the Leinberger project did not proceed whether that would require repayment. The previously expended cash match from bond proceeds was determined by Department of Financial Services in conjunction with Counsel to not require immediate repayment (or repurposing to other capital projects) but the County will continue to pay the principal and interest associated with that debt for the twenty-year period ended in 2037. This is based on the Jail Facilities not collateralizing the bond and the board at the time of bond expenditures having a good faith expectation to proceed with the project.

3.3 Option 3- Accept Grant

The option contemplates no changes to the current work and budget projected for the Leinberger Center. In this scenario, County staff would move forward with the facility project as planned though programming can be amended as the facility and regulations allow.

The purpose of the SB 863 grant was very specific in not expanding jail beds but increasing programming space. The SB 863 RFP stated, "Funding consideration shall be given to counties that are seeking to replace compacted, outdated, or unsafe housing capacity or are seeking to renovate existing or build new facilities that provide adequate space for the provision of treatment and rehabilitative services, including mental health treatment. The Yolo County grant application demonstrated a need not for more beds, but instead a new facility to be utilized as a reentry center that is also a significantly safer facility for inmates and staff.

The new Leinberger, with Monroe, allows for operational flexibility

The new facility includes a housing style that permits different classifications in the facility. The new facility will house the same number of beds, 150, as the current facility. However, it was designed as 10 different dorms, each with 15 beds, allowing for 10 different classifications to be housed in the new facility. This, in turn, will allow for the provision of quality programming to a broader range of inmate classifications and the County to adapt to changing classification and population needs over time.

Why having operational flexibility is vital

Rehabilitation in the jail setting presents unique problems; specifically, a large population of transitioning offenders combined with the antisocial and uncooperative behavior of many offenders, makes it difficult to provide effective treatment to reduce recidivism. The transitory population in jail makes it difficult to provide continuous and effective treatment during the short duration of most jail terms. Treatment programs that follow the core principles of the Risk-Needs-Responsivity (RNR) model are found to be effective and to significantly decrease recidivism rates. Evidence shows the following are characteristics/principles of effective treatment programs:

- High intensity treatment: how much time a participant receives the program
- Interactive programs that focus on skill building according to offenders needs,
- Includes cognitive-behavioral therapy
- Includes structured curriculum throughout program
- Multiple treatment modalities [e.g. programs that include cognitive behavioral therapy, individual counseling, group counseling, etc.],
- Trained professionals providing treatment,
- Compliance with the risk principle; target high- rather than low risk offenders
- Duration of treatment is associated with effectiveness.

The in-custody programmatic goal is to design a comprehensive and expansive offender program curriculum that will address the multitude of criminological risk factors, responsivity issues and include the principles outlined above. Programming space and operational flexibility in BOTH Monroe and Leinberger is needed to house the breadth of classes necessary to meet the Risk-Needs-Responsivity model. Chosen programs must also be offered to all classifications, which may require multiple sessions so that multiple inmate classifications can attend simultaneously. Having the operational flexibility of both Monroe and Leinberger's programming space allows for treatment plans to be tailored to the specific needs, risks, and strengths of everyone housed in the Sheriff's Office custody. The combined nine classrooms of both Leinberger and Monroe will barely be sufficient in providing enough programming space to assure treatment fidelity which dictates a limited class size, duration of treatment and intensity level/frequency of class. Inmate programming decisions based on RNR, rather than on inmate classification (as is required now

due to programming space limitations) will align the Sheriff’s Office with evidence-based best practices. To get a better sense of what flexibility the Leinberger Replacement Project offers, please see Figure 11 below.

Figure 11 – Jail Programming Matrix

	Option 1 <u>Monroe Only</u>	Option 2 <u>Monroe + Existing Leinberger</u>	Option 3 <u>Monroe + Remodeled Leinberger</u>
In-Custody Program			
Substance Abuse Therapeutic Community (KEY/CREST)	NO	NO	YES
Family Focus Jail Program w/Family Reunification Visitation	NO	NO	YES
Step Down Reentry Program	NO	YES	YES
Jail Based Competency Program	NO	YES	YES
On-Unit Treatment Program	NO	NO	YES
Modified Mental Health Therapeutic Community	NO	YES	YES
In-Custody Day Reporting Center	NO	YES	YES

Leinberger Replacement- Potential Programs and Purpose

Below are programming options that are only available if the Leinberger Replacement project moves forward:

Therapeutic Community

The podular dormitory style housing design of the remodeled Leinberger project lends itself perfectly to therapeutic community programming. A significant criminological risk factor within the in-custody offender population is substance abuse. To address this risk factor, the Sheriff’s Office would model the KEY/Crest substance abuse therapeutic community program. The program is listed as evidence based and found promising. Therapeutic communities are a type of treatment program administered in the criminal justice system that adheres to a highly structured framework. These community-oriented rehabilitation programs consist of residential units that are separated from the rest of the incarcerated population. Therapeutic communities include multiple modes of treatment that emphasize active involvement and include programs such as cognitive-behavioral therapy, individual counseling, group counseling, and 12-step programs, daily meetings, and one-on-one interaction among others. The KEY/Crest is a dual component program which follows a therapeutic community design, which involves participating inmates being isolated from the rest of the incarcerated population. The KEY component of the program adheres to the perspective that drug abuse is a disorder and addiction is a symptom. KEY focuses on changing negative patterns of behaviors, thinking, and feelings through behavioral, cognitive, and emotional therapy. The Crest component of the program includes residential work release centers (Crest Outreach Centers) that allow offenders to continue treatment as they transition into the community. Participants of KEY/Crest substance abuse programs were found to have lower recidivism rates and lower drug use than those without treatment. Multiple dorms within Leinberger could be

allocated to the KEY/Crest program, allowing multiple classifications to receive this intensive, evidence-based substance abuse program.

Comprehensive Family Focus Jail Program

A significant criminological risk factor with in-custody offenders is family and social support. The Leinberger Replacement project will allow for the development and implementation of a comprehensive family focus jail program. The Sheriff's Office will model the new program after similar programs in both San Francisco and Allegheny County, with the goal to strengthen the bonds between parent and child, ensure that parent-child interactions are as beneficial as possible for the child and use evidence-supported practices and evaluated curricula through collaboration with partnering agencies. Components of the program include parenting classes, coached phone calls, contact visits, one-on-one meetings and post-release check-ins. The components are designed and integrated in such a way that they build on and complement one another in a single, comprehensive program.

Program participants will participate in the evidence-based Parenting Inside Out (PIO) classes. PIO is a highest rated program in the Results First Clearinghouse. PIO is a 12-week voluntary parent management training program for incarcerated parents. The program is designed to assist participants in improving their interaction with their child and their child's caregiver. By improving this interaction, PIO aims to provide participants--many of whom have co-occurring substance abuse and mental health problems--with greater capacity to improve their cognitive and behavioral skills, which are relevant to such issues as reducing personal stress and symptoms of depression and, for those participants who will be leaving prison, reducing post-release substance use-related problems and criminal behaviors. PIO consists of 36 classes that are 2.5 hours each and held three times a week for a total of 90 hours. The classes are delivered by a trained parenting coach to groups of 12-15 participants who may have varying sentence lengths, including life sentences or planned release dates that may be months or years away; however, participants with a planned release must begin the program at least 16 weeks before that date. Classes include large and small group discussions of case studies, critical incident analysis, role-play practice, team projects, and collaborative peer review.

The additional programming classrooms the Leinberger Replacement project provides will allow one room to be designated as a family reunification visitation room. The room will be kid-friendly, decorated colorfully with brightly colored rugs, toys, games and other activities for children to play with. By making visitation rooms kid-friendly, children and parents feel more at ease during the visit and are more likely to interact with one another, thus strengthening child/parent relationships. In addition, the Leinberger Replacement project will also allow the Sheriff's Office to further model the Allegheny County model. As it is important to determine who is eligible for the program, in Allegheny County, participation in the Family Support Program is restricted to individuals who are housed in each jail's Reentry Pod. Thus, the family-focused services are part of Allegheny County's larger reentry programming. Individuals in this pod have been assessed to be at a medium or high risk to reoffend, have been sentenced to serve 90 days or more in jail, and have no open charges.

Step Down Reentry Program/Work Release

The new facility would be part of a three-step process designed to allow in-custody individuals to progress through stages that recognize improved behavior and that provides appropriate, evidence-based programs designed to meet individual needs. An individual who meets program requirements while in Monroe Detention Center would be eligible to move to the less restrictive environment at Leinberger. There, they would complete the program and eventually progress to

in-home custody using electronic monitoring. The individual will transition to out-of-custody programming at the Day Reporting Center and receive case management from Probation. If the population size allows, vacant sections can be used as transitional housing for introducing inmates to electronic monitoring, so they have a safe place to live. At the same time, they can seek and gain employment, continue programs, and prepare to live in their own residence—like the REACT facility in Stanislaus County. The plan and hope are to increase class availability and variety for inmates who need to have training and education opportunities meaningful to their individual needs.

Reentry Service Center

The Leinberger Replacement project was always intended to be a Reentry facility. The original grant application, written over 5 years ago, clearly describes the need and purpose of a Reentry facility. However, the local criminal justice landscape has shifted since the application was submitted. State regulatory changes such as Prop 47 and 57 have changed the quantity of offenders housed in local jail and sentence lengths. Whereas in-custody reentry services are still needed and a priority, so now are reentry services focused on persons newly released. For this cause, the Sheriff's Office is proposing the formation of a Reentry Service Center. The Reentry Service Center will act a resource center hub. A multi-agency, multi-disciplinary co-located service center that provides service to in-custody offenders and offenders released in the community both from local jail and state prison. The center will require both public and private partner agencies assigning staff on a full-time or part-time basis to provide services from one location.

Reintegrating individuals from jail to the community is the collective responsibility of both the jail system and the community. The transition process is too complex for one agency or organization to do alone. One agency cannot provide the range of services necessary to maximize opportunities for behavioral change. A systems approach to jail transition is required. Effective transition strategies rely on collaboration and information sharing among jail and community-based partners and joint ownership of both the problem and the solution. Given that many of the people who exit jails are already involved with multiple social service and criminal justice agencies, a collaborative approach is essential to tackling jail transition. By creating a multi-agency Reentry Center, true collaboration can occur. It will break many of the communication, functional and systematic barriers that currently exist. Co-location of staff increases continuity of service, consistency of purpose, and delivery of services. Coordinated delivery of services and resources increases continuity and avoids duplication or conflict.

If the Leinberger Replacement project moves forward, the Sheriff's Office will begin the work to engage with stakeholders and fully develop a Reentry Service Center.

Expanded Monroe Programming

The Leinberger Replacement Project will provide operational flexibility in the Monroe Center. Without the beds and additional classrooms of Leinberger, Monroe will quickly reach capacity and will be limited in offering a comprehensive curriculum that meets inmate risk, needs and responsivity assessments. With Leinberger, Monroe classrooms can house high intensity, short-term drug treatment programs, address the growing mental health needs of inmates and allow Ad-Seg inmates space to receive one-on-one instruction.

On-Unit Treatment Program

For inmates who are not nearing reentry and RNR assessments identify substance abuse as a criminological need, the Sheriff's Office proposes a short-term high intensity program such as the On-Unit Treatment (OUT) program. The OUT program is an intensive, short-term drug treatment program with a core belief that drug dependence is a major cause of criminal behavior. The

program is a rigorous 30-day drug treatment program in which participants spend five hours a day in treatment five days a week over four weeks. This type of intense allocated programming time is only possible if there are more than the program rooms currently in Monroe. The OUT program is multifaceted and incorporates life-skills training, cognitive distortion awareness, and structured therapeutic interventions in addition to substance abuse treatment. The program uses a cognitive-behavioral model that stresses individuals (a) examine the causes/precursors of their substance use and criminal behavior, (b) learn alternative, adaptive coping strategies for dealing with situations that have previously led to their using behavior, and (c) engage in deep thought and contemplation of their personal identity and need for personal change. The initial findings suggest that the OUT program can be an effective short-term drug treatment program which may be a useful tool to help offenders prepare for reentry into society and reduce the rate of recidivism.

Modified Therapeutic Community

A promising strategy to handle the mentally ill population is to create a modified therapeutic community, which is a self-help and community-based program. A therapeutic community is one in which the inmates live in their own separate residential units in a designated area, separated from other inmates. Dormitory style housing, as is planned in the Leinberger Replacement Project, is not conducive to this program. Monroe will need the operational flexibility to be able to set aside beds and possibly not utilize all beds in a specific pod for the Sheriff's Office to move forward with this program. Therapeutic communities can be quite effective, and they can reduce recidivism, even if in small amounts.

One promising therapeutic community program that the Sheriff's Office would like to model is the Nebraska Strategic Treatment and Reintegration Unit (STAR) Model, which is used to treat inmates with serious and persistent mental illness. The STAR unit offers groups and classes on a diverse range of topics including psycho-educational elements, coping skills and strategies, nutrition and wellness/physical activities. The unit is aimed to help those with major mental illnesses. The unit is run at essentially a medium custody level. Patients receive one hour of individual therapy per week, one group per working day (1-1.5 hours) and 3-4 hours of unstructured out of cell time per day. The STAR program incorporates a phase system, which is a rudimentary level system with advancing privileges but with no formal criteria for advancement – individual therapists decide who advances. There is no formal transitional program, but patients typically engage in off-unit activities such as a job prior to moving to general population. The average length of stay is about 10 days. The patients have varied diagnoses including schizophrenia, mood disorders, traumatic brain injury, and personality disorders.

Jail-Based Competency Program (JBCP)

Pursuant to CA Penal Code Section 1370, the California Department of State Hospitals is responsible for returning to competency individuals charged with a felony who have been found mentally incompetent to stand trial. Defendants who are incompetent to stand trial are committed to state hospitals for care and treatment to restore competency to a level that allows the inmates to stand trial. As a result of high demand and limited hospital beds for treatment of defendants who are incompetent to stand trial, Department of State Hospitals has sought to add capacity through the Jail Based Competency Treatment Program as part of its continuum of care.

The Jail Based Competency Treatment Program delivers the same treatment and restoration of competency services to inmates as would be received in a state hospital and allows inmates to begin treatment immediately upon receipt of a court order. The Program has resulted in decreasing the amount of time an incompetent to stand trial individual remains incarcerated. Due to a lack of available bed space in the state hospital system, Department of State Hospitals has put forth an effort to expand the Program to other counties. Currently, incompetent to stand trial inmates wait months to be admitted to a State facility. During this waiting period, incompetent to

stand trial inmates are left undertreated, creating custody challenges for both the inmate and Sheriff's staff. To best serve these inmates it is essential that they receive appropriate treatment as soon as possible.

Stakeholders in Yolo County have been working towards the implementation of a Jail Based Competency Treatment Program in Monroe. The Program will require designating specific beds to the Program. These beds would fall under contract and not be available for use by other inmates, even if the beds were empty. Without the new Leinberger Remodeled facility, inmate ADP is projected to reach capacity within 2 years and every available bed will need to remain a housing option. The Sheriff's Office would be unable to move forward with implementing the Jail Based Competency Treatment Program without Leinberger.

Ad-Seg

For the safety of other inmates and staff, inmates classified as Ad-Seg, must be kept separate from all others. Ad-Seg classified inmates do not and will not have the opportunity to receive any programming if there is not an abundance of programming space. Program providers must meet with Ad-Seg inmates one-on-one, utilizing a significant portion of the available classroom times. With the operational flexibility of both Leinberger and Monroe, the Sheriff's Office will be able for the first time to address programmatic needs of Ad-Seg classified inmates.

Additional Uses

It is possible that statewide legislation will allow for alterations to the physical or programmatic layout of the facilities covered under SB 863. Staff was unable to receive confirmation from BSCC; however, it is staff's belief that it would be possible to request an adjustment in facility use after the facility is built that would still fall within the permissible use of funds. SB 863 allows for an, "adult local criminal justice facility may also include custodial housing, reentry, program, mental health, or treatment space necessary to manage the adult offender population, consistent with the legislative intent described in Sections 17.5 and 3450 of the Penal Code." See below for a description of community-based punishment as defined by Penal Code 17.5/3450.

Penal Code Section 17.5/3450

"Community-based punishment" means correctional sanctions and programming encompassing a range of custodial and noncustodial responses to criminal or noncompliant offender activity. Community-based punishment may be provided by local public safety entities directly or through community-based public or private correctional service providers, and include, but are not limited to, the following:

- Short-term flash incarceration in jail for a period of not more than 10 days.
- Intensive community supervision.
- Home detention with electronic monitoring or GPS monitoring.
- Mandatory community service.
- Restorative justice programs such as mandatory victim restitution and victim-offender reconciliation.
- Work, training, or education in a furlough program pursuant to [Section 1208](#) .
- Work, in lieu of confinement, in a work release program pursuant to [Section 4024.2](#) .
- Day reporting.
- Mandatory residential or nonresidential substance abuse treatment programs.
- Mandatory random drug testing.
- Mother-infant care programs.

- Community-based residential programs offering structure, supervision, drug treatment, alcohol treatment, literacy programming, employment counseling, psychological counseling, mental health treatment, or any combination of these and other interventions.

Penal Code 17.5/3450 outlines the possibility of using this new space to meet a broad range of unmet local offender needs with a multitude of services. The Sheriff's Office recognizes the local need to increase housing capacity for individuals released from prison or jail. The primary goal of the proposed Leinberger Reentry Service Center is to meet the needs of the reentry population and if housing is an increasing need than Leinberger providing transitional housing to the reentry population is appropriate. County and Sheriff's Office staff would propose to BSCC to allow dorms as necessary to transition to a specialized reentry housing. This option will provide housing for individuals close to or just after release, in a highly supervised environment and offers transition between the fully secure, structured, monitored environment of incarceration and the community. Services and programming would be provided and may be focused on behavior change, including addressing substance abuse. Housing may be conditional on compliance with community-based service plans or other conditions. The proposed transitional housing will enable individuals to work during their residency while keeping their expenses (if any) very low.

Fiscal Impact (assumptions discussed further in Attachment N):

The fiscal impact of Option 3 is generally straightforward in that the budget is known based on prior approvals from the Department of Finance, State Public Works Board, and Bureau of State and Community Corrections. Under this option, the construction of the project would be completed.

Capital Costs

As discussed previously in the report, the total cost of the project is \$34.3 million of which the County has a local commitment of \$3.6 million in cash contribution and has a \$200k in-kind match. The County has already met the in-kind match and has expended \$3.1 million of the existing cash match. Thus, at this point in the time, the County has approximately **\$500k** in remaining financial contribution to the project and has CIP Bond proceeds set aside to meet this need.

However, as discussed above, it is important to note that if there were unanticipated expenditures or cost overruns, they would be County responsibility. At this time, County staff are unable to predict whether that would occur.

Annual Operating Costs

Based on discussion with the Sheriff's Office, they will not request any additional staffing associated with the new Leinberger facility. The annual operating costs under this option would approximate the existing operational costs of the Leinberger facility which is estimated to be **\$3.297 million** per year.

In addition to these costs, there may be additional budget requests that come forth related to programming mentioned above as the new facility makes some of these options possible that didn't previously exist. However, as many of the programs are conceptual and budget requests haven't been developed, staff is not able at this time to cost out what these requests might be.

Other Fiscal Considerations:

The construction of the new facility would likely solidify the annual operating costs required of the facility. These estimates of operating costs could change over time however it should be noted that this option likely provides the highest level of protection against additional County costs associated with facility needs if another state realignment of services were to occur.

4.0 Staff Recommendation

Over the past decade, California criminal justice reform has altered the landscape for local jail populations and required local jurisdictions to adapt to many unknowns. Beginning with AB 109 in 2011, California's statewide prison population has been placed more squarely into the responsibility of counties. With changes made with Prop 47 in 2014, the population has begun to shift over time toward a more violent offender, with many misdemeanants participating in the catch-and-release system. Forecasting these changes is difficult, but because the landscape is always changing, flexibility is crucial in developing short- and long-term planning efforts to ensure public safety and to innovate new measures and programs for our jail populations.

Staff recommends that the Board of Supervisors stay the course with the Leinberger Replacement Project as a means of retaining flexibility with our current and future jail populations. Furthermore, because the project provides additional flexibility for programming that would otherwise not be available unless the county chooses to fund new facilities out-of-pocket, continuing to work with BSCC on this grant project would be beneficial to the County long-term, especially as described in Section 3.3.1, where future possibilities exist related to enhanced housing, programming, and reentry for the Leinberger Center that may not currently exist, but would be far more challenging to build new facilities around. This recommendation was developed in coordination with the Sheriff's Office, County Administrator's Office, and Department of Financial Services.

Yolo County

Board of State and Community Corrections
SB 863 Adult Local Criminal Justice Facilities
Construction Program

Yolo County Sheriff's Office
Leinberger Facility Replacement
Updated Needs Assessment

August 27, 2015
(Rev. 9/8/15 per BSCC Technical Review)



Leinberger Center, 2420 East Gibson Road, Woodland, CA



Submitted by:
Yolo County Sheriff's Office
Woodland, CA

YOLO COUNTY SHERIFF'S OFFICE

LEINBERGER FACILITY REPLACEMENT NEEDS ASSESSMENT SB 863 FUNDING APPLICATION

YOLO COUNTY
2420 EAST GIBSON ROAD, WOODLAND, CA 95776

SECTION 1: EXECUTIVE SUMMARY

Yolo County Sheriff's Office is interested in applying for State SB 863 Lease Revenue Bond Financing to replace their antiquated Leinberger Center (also known as their Branch Center) to better accommodate their jail system needs, address compacted housing, lack of program space, severe construction deficiencies, ability to properly house inmate classifications (including mental health and sentenced inmates awaiting reentry), and inmate and staff safety concerns.

The Sheriff's Office operates the County's jail system which includes both the Monroe Center (Main Jail) and Leinberger Facilities. The jail system has continually operated under a Federal Court imposed inmate population cap for several decades now. As a result of this inmate population cap, the Monroe Facility can house a maximum of 313 inmates and the Leinberger Facility can house 142 inmates. The two facilities have a combined pretrial and sentenced bed capacity of 455 total inmates. The Federal cap was imposed by the Courts because of severe overcrowding throughout the jail system. Even with the construction of the Leinberger facility some twenty years ago, the County's jail system has had to respond to increased inmate population almost each year.

In order to address the overcrowding, the Sheriff's Office has successfully developed and implemented an array of alternatives to incarceration programs and case processing procedures which have allowed the jail system to function within the limits of the population cap. In addition to alternatives to incarceration, the department has been very progressive in the variety of in-custody and out-of-custody programs put into practice from initial assessment throughout the system. Alternatives and types of programs available are further defined in this report. What is most relevant to the objective of this report is the inability to properly house the types of inmates in the existing Leinberger Facility and implement the types of programs available due to inadequacies that currently exist.

Goal of this update is to assess the conditions of the existing Leinberger Center, validate the current operations, and to update the prior data contained in the 2011 Needs Assessment with information and statistics to validate prior assumptions and provide a current snapshot of the jail system. To accommodate the required bed projections to **2019** (as noted requirement in SB 863 application) the Sheriff's Office and consultants reference the previous Needs Assessment where projections were based

on Population and Incarceration Rates, ADP Trends, and Early Releases. The population projections with incarceration rate of 22.4 and then adjusted to include the beds needed to curtail early releases. Another predictor is to show how the average daily population has increased in the past and project a similar pattern for the future. The two methods used to predict future jail beds illustrate similar results. There was a “Low” projection for beds based on 30% of the Notice to Appear (NTA) being released on Own Recognizance (OR) or bail rather than staying in custody. Another “High” projection based on bed needs by population and incarceration rates (please reference prior Needs Assessment *Section 8: Inmate Population Projections*).

The “Low” projection by **2019:** **179 additional beds**

The “High” projection by **2019:** **239 additional beds**

It should be noted that Yolo County is committed to alternatives and simply not adding more beds. The county did receive partial funding for AB900 and is currently in design phase with 32 additional beds.

With the proposed Leinberger replacement facility, and noted AB900 beds, for the SB863 application Yolo County is requesting less than 1/3rd of the “Low” projection of additional beds relative to the projected need. The replacement facility is anticipating 8 additional beds to current Federal Court Cap.

Assessment Update Planning Process:

In 2007, Yolo County contracted with Steve Reader Enterprises to prepare a comprehensive jail needs assessment report. The 2007 needs assessment was initiated for potential AB 900 funding and included with the County’s application for Phase I funding. The primary goal of this needs assessment study was to provide a sound planning document which was user friendly, could be updated, and utilized as a guide to assisting the Sheriff’s Office with future jail crowding issues and related construction needs.

The following Project Goals were identified in the 2007 assessment study:

- To identify any significant jail problems or deficiencies
- To identify short term solutions to any significant jail problems
- To identify and find solutions to areas of jail liability
- To compile and document statistically jail inmate demographics and bed needs
- To identify short and long term remodel and building needs
- To provide a broad image of the size, scope and needs of future jail additions
- To provide a theoretical schematic plan illustrating scenarios for possible additions or renovations to the jail and connectivity and proximity of the various units
- To ensure any proposed additions are effective and compatible to serve the overall goals of all the criminal justice agencies
- To incorporate planning which not only enhances safety but also afford the ability to provide health and rehabilitation programs for the inmates

Findings from the original study identified the following significant Yolo County jail housing and support area needs:

- **Mental Health Psychiatric (Physec) Housing Units** – Provide additional mental health and medical space is essential. One of the primary concerns about the existing jail voiced by Yolo County Officials is the lack of all types of mental health beds and available options.
- **Male General and Specialized Housing Classifications** – The jail has a significant shortage of male beds and additional housing should be built. Jail Management emphasized this and mental health housing was the greatest need and statistics validate this belief.
- **Female Housing** – The housing situation for females is inadequate due to the limited housing options for females. This was a significant issue at Monroe Center where there is only one housing unit for female inmates.
- **Support and Program Space** – Additional support and program space is required. The primary support functions such as kitchen, laundry, medical, visiting and others have varying degrees of inadequacy. There is a considerable need for additional program space for the jail.

In late 2011 Yolo County contracted with Criminal Justice Research Foundation (CJRF), through Lionakis, to provide an updated Jail Needs Assessment in anticipation of AB 900 Phase II funding and was provided with their application. The updated assessment was very comprehensive, provided a much needed update to the jail system with the recent impacts of AB 109 inmates, and included a system wide Jail Needs Assessment Update undertaken by the Sheriff's Office to help the agency determine if the County should apply for AB 900 Phase II jail construction funding.

The work conducted in this update effort involved completing a series of planning objectives and related data collection tasks that were intended to provide the following:

- **Objective #1:** Document the full range of jail facility needs of the Yolo County Correctional System.
- **Objective #2:** Reconfirm the goals and operational objectives that provide overall policy direction for Yolo's Adult Detention System.
- **Objective #3:** Profile jail system processes involving felony and misdemeanor arrests and identify constraints that prohibit the jail system from resolving operational and facility-related problems
- **Objective #4:** Project the number of jail facilities, square footage, and other support space requirements of the department's Custody Division. Determine cost feasibility to provide facilities through renovation and expansion of new jail buildings.
- **Objective #5:** Identify the practical steps that can be taken to meet the needs of the jail system while facility programming and construction of new jail buildings.
- **Objective #6:** Prepare a time-phased detailed Needs Assessment update and facility planning document the County can rely upon when making fiscal resource decisions and commitments involving the jails.

The updated assessment focused on a number of jail planning information tasks to ascertain accurate recommendations and approach to develop a construction planning report. The information and data collected in responding to planning objectives were used to prepare the updated report. The Assessment encompassed the planning criteria and supporting information defined by the Board of State and Community Corrections (BSCC) and provided planning recommendations to meet facility projected requirements. The Report contains the following summarized information:

Criminal Justice System Trends – Updated analysis of County criminal justice statistics and trends including a profile of the adult population detained in the Sheriff’s jail facilities.

Programs and Services – An updated assessment of jail programs and services presently in place, including alternatives to incarceration and judicial resources. Report identified options and additional services that could be developed and suggests ways to enhance and/or expand current programs to address current and future needs.

Jail Facility Requirements – The Assessment establishes an estimate of current jail facility needs including an evaluation of the potential of existing facilities for continued and future development, including construction costs of proposed facilities.

A key aspect of the background information compiled for the Updated Needs Assessment examined jail booking and population growth trends by facility and custody status. This data highlighted comparative changes in the number and percent of offenders booked and released within 24-hours at the County Jail. The data also showed the average length of stay information for each method of release for both felony and misdemeanor arrests. Inmate profile data was also assembled from inmate history records and jail population reports prepared monthly by the Custody Division and interviews with staff. The data examined selected characteristics of the jail population by inmate classification and custody status. Primary scope of updated information included the following:

- Jail Population Projections
- Planning Approach and Scope of Tasks
 - Task 1: Review of current system problems and reconfirm goals and objectives and overall purpose of the local pretrial and sentenced jail facility.
 - Task 2: Examination of County’s current and future jail needs for the adult criminal justice system.
 - Task 3: Analysis and selection of feasible facility solutions.
 - Task 4: Preparation of an Updated Jail Needs Assessment and Facility Construction Plan Report.
- Jail Facilities Description and Assessment
- Arrests, Jail Bookings & ADP Trends

Goal of this current update to the facility assessment is to validate the current conditions of the existing Leinberger facility, types of spaces available, inability to properly house current inmate population, facility deficiencies, security and safety issues that currently exist, and feasibility to replace this building

with a new and modern detention building that accommodates the security and functional needs of the County.

SECTION 2: UPDATED JAIL INFORMATION

The Sheriff’s Office and consultants reviewed prior data contained in the prior 2011 Needs Assessment and updated the information and statistics to validate prior assumptions and provide a current snapshot of the jail system.

	California			Yolo County					
	2000	2010	% Change 2000-2010	2000	2010	% Change 2000-2010	2011	2014	% Change 2011-2014
Reported Crime Rates (Per 100,000 Population)									
Violent Crimes	610.5	422.3	-30.8%	557.6	251.1	-55.0%	281.6	364.7	29.5%
Property Crimes	1,677.2	1,506.7	-10.2%	1,470.3	1,501.7	2.1%	2,616.8	2,652.8	1.4%
Larceny - theft (under \$400)	1,382.1	1,021.3	-26.1%	1,471.6	1,401.2	-4.8%	1,210.9	1,203.3	-0.6%
Arson	41.8	20.3	-51.4%	52.7	28.4	-46.1%	27.7	34.7	25.2%
Total	3,711.6	2,970.6	-20.0%	3,552.2	3,182.4	-10.4%	4,137.0	4,255.5	2.9%

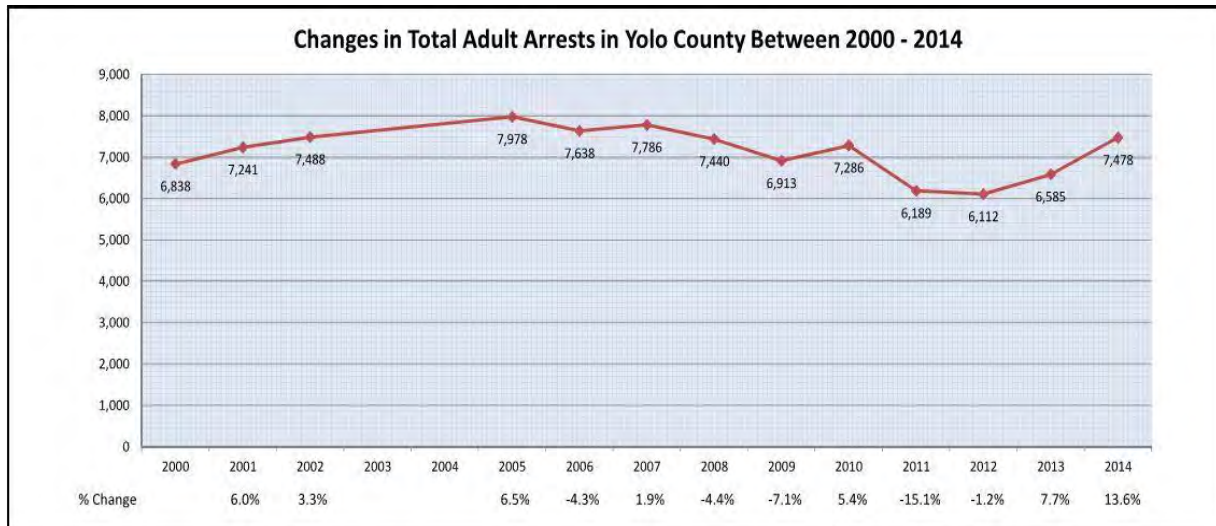
- Crime Rate Comparisons: In spite of the downward trend in County reported crime rates, a comparison of Yolo's crime rate with California statewide crime rates per 100,000 population in 2010 shows that the County's total crime rate (3,182.4) is 7.2% higher than the California statewide crime rate in 2010. Property crime rates in Yolo County for burglary, auto theft, and thefts over \$400 in value between 2000 - 2010 increased 2.1% while these same rates statewide declined 10.2%. *However*, rates for Property Crimes between years 2010-2014 increased dramatically to **57%**. Overall, statewide crime rates between 2000 -2010 declined approximately 20.0% but the decline in Yolo County was only 10.4%, nearly half of the reported reduction compared to California as a whole.
- Violent Crime and Arson rates between years 2011-2014 have increased substantially to **29.5%** and **25.2%** respectfully.

Adult Arrest Trends

Any analysis of growth trends impacting adult detention facilities must consider adult arrest patterns. Arrests have major impact on booking volumes at detention facilities, on inmate population levels, and on the workload of agencies that must make case processing decisions. The information in this section analyzes overall changes in adult felony and misdemeanor arrest patterns in Yolo County.

- **Total Adult Arrests:** In 2014, Yolo County law enforcement agencies arrested a total of XXXX adult offenders. This volume of arrests was 6.6% higher than the total number of county-wide adult

arrests (6,838) which occurred in calendar year 2000. During the first half of the decade, adult arrests increased each year and peaked with 7,978 in 2005. In the intervening years, total yearly adult arrests have fluctuated to their 2010 level (7,286).



- Felony and Misdemeanor Arrest Trends:** On a yearly average between 2000-2010 Yolo County law enforcement agencies have been arresting 2,675 felons and 4,897 misdemeanants. For the following 4 years (2011-2014) felony arrests have dramatically increased to an average of **3,499** with misdemeanor arrests decreasing to an average of 3,091. The decrease in misdemeanor arrests can be attributed to the jail's federal cap and implemented policy to cite and release. For the period 2010 - 2014, countywide felony arrests have increased by **61%**. The total number of annual arrests between 2010-2014 dropped from 6,189 in 2011 to again increasing back up to 7,478 in 2014. In recent years the mix of felony and misdemeanor arrests has fluctuated *significantly* during this period. Felony arrests generally account for more than half of arrests local law enforcement agencies make each year.

Yolo County Adult Felony and Misdemeanor Arrest Trends 2000-2014						
Year	Felony Arrests		Misdemeanor Arrests		Total Adult Arrests	% Change
	Number	% Change	Number	% Change		
2000	2,255	-3.8%	4,583	-7.0%	6,838	-0.3%
2001	2,584	14.6%	4,665	1.8%	7,249	6.0%
2002	2,922	13.1%	4,566	-2.1%	7,488	3.3%
2003	3,087	5.6%	5,108	11.9%	8,195	9.4%
2004	3,098	0.4%	5,378	5.3%	8,476	3.4%
2005	2,987	-3.6%	4,991	-7.2%	7,978	-5.9%
2006	2,844	-4.8%	4,794	-3.9%	7,638	-4.3%
2007	2,696	-5.2%	5,090	6.2%	7,786	1.9%
2008	2,419	-10.3%	5,021	-1.4%	7,440	-4.4%
2009	2,163	-10.6%	4,750	-5.4%	6,913	-7.1%
2010	2,368	9.5%	4,918	3.5%	7,286	5.4%
2011	3,215	35.8%	2,974	-39.5%	6,189	-15.1%
2012	3,124	-2.8%	2,988	0.5%	6,112	-1.2%
2013	3,668	17.4%	2,917	-2.4%	6,585	7.7%
2014	3,987	8.7%	3,491	19.7%	7,478	13.6%
Avg. Yearly Arrests 2000-2014	2,894	4.3%	4,416	-1.3%	7,310	0.8%

- Male and Female Adult Arrests:** In 2010, 1,676 females were arrested by City and County law enforcement agencies. In 2014 this increased to 1,764. These arrests represented 23.6% of the total county-wide arrests (7,478) which occurred that year. Approximately 76.4% of the adult arrests in 2014 involved male offenders. The overall percentage of male and female adult arrests in Yolo County between 2000 - 2014 has changed significantly. In 2000, females accounted for approximately one out of every five arrests in the County. Today they represent *one out of every four* arrests.

Yolo County Male and Female Arrests										
	2000 - 2010					2011 - 2014				
	2000		2010		% Change	2011		2014		% Change
Male Arrests	5,479	80.1%	5,610	77.0%	2.4%	4,850	78.4%	5,714	76.4%	17.8%
Female Arrests	1,359	19.9%	1,676	23.0%	23.3%	1,339	21.6%	1,764	23.6%	31.7%
Total Arrests	6,838		7,286		6.6%	6,189		7,478		20.8%

- Adult Arrest Rate Trends:** When factored for the effects population growth, the adult arrest trend data shows that the total adult felony and misdemeanor arrest rates per 100,000 adult populations between 2000 - 2010 has declined 18.6%. While for the period between 2011 – 2014 has increased 5.5%. Felony adult arrest rates during this time period have declined 2.7% but are a bit misleading since total felony arrests technically increased by 20% however; county population has increased to offset the perceived percentage change.

Arrest Rates Per 100,000 Yolo Adult Population							
<u>Offense Category</u>	<u>2000 - 2010</u>				<u>2011 - 2014</u>		
	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>% Change</u>	<u>2011</u>	<u>2014</u>	<u>% Change</u>
Felony Arrests	2,050.0	2,220.8	1,644.5	-19.8%	1,591.0	1,548.7	-2.7%
Misdemeanor Arrests	4,166.4	3,710.8	3,415.3	-18.0%	1,471.7	1,681.7	14.3%
Total Arrests	6,216.4	5,931.6	5,059.8	-18.6%	3,062.6	3,230.4	5.5%

Comparison of Yolo County and statewide adult arrest rates per 100,000 adult populations (ages 18-69) for the period 2000-2010 shows that statewide felony and misdemeanor arrest rates declined 12.4% while Yolo County arrest rates declined 18.6%. Even though arrest rates have been declining at a higher percentage in Yolo County compared to statewide rates, the total number of felony and misdemeanor arrests per 100,000 adult populations in each year have been significantly higher compared to statewide arrest rates. As the table below in 2010, total California statewide adult arrest rates were 4,659.7 per 100,000 adult populations compared to 5,059.8 in Yolo County, a difference of 8.6%.

Comparison of Yolo County and California Statewide Adult Arrest Rates 2000 - 2014							
<u>Offense Category</u>	<u>2000 - 2010</u>				<u>2011 - 2014</u>		
	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>% Change</u>	<u>2011</u>	<u>2014</u>	<u>% Change</u>
<i>Yolo County:</i>							
Felony Arrests	2,050.0	2,220.8	1,644.5	-19.8%	1,591.0	1,548.7	-2.7%
Misdemeanor Arrests	4,166.4	3,710.8	3,415.3	-18.0%	1,471.7	1,681.7	14.3%
Total Arrests	6,216.4	5,931.6	5,059.8	-18.6%	3,062.6	3,230.4	5.5%
<i>California Statewide:</i>							
Felony Arrests	1,782.8	1,961.7	1,528.9	-14.2%			
Misdemeanor Arrests	3,541.1	3,341.1	3,130.8	-11.6%			
Total Arrests	5,323.9	5,302.8	4,659.7	-12.5%			

Jail Inmate Booking Trends

The Yolo County Sheriff's Office is responsible for the care and custody of all prisoners falling under the jurisdiction of the Yolo County Court system. The Department operates two jail facilities to house inmates, the Monroe Center and Leinberger facility.

- Main Jail Daily Inmate Bookings: In 2011, the Monroe Center processed an average of 816 bookings each month. This represents an average of 26 bookings per day. Annual Monroe Center bookings, since 2005, have ranged from a low of 9,023 in 2010 to a high of 10,522 in 2006. From 2012 – 2014 average daily bookings have increased 15.1%.

Yolo County Jail System Booking Trends 2005-2014					
Year	Total Bookings	Average Monthly Bookings	Average Number of Daily Bookings		
			Felony	Misdemeanor	Total
2005	9,640	803	15	9	24
2006	10,522	877	15	14	29
2007	10,160	847	13	14	27
2008	10,110	843	12	15	27
2009	9,325	777	12	14	26
2010	9,023	752	12	13	25
2011	7,773	648	11	11	22
Yearly Average	9,508	816	11	11	26
% Change		-19.4%	-26.7%	22.2%	-8.3%
2012	7,554	630	10	11	21
2013	7,836	653	11	10	21
2014	8,698	725	12	12	24
Yearly Average	8,029	669	11	11	22
% Change		15.1%	22.2%	8.4%	15.1%

As the data also shows, between 2005 and 2011 the Monroe Center is booking an average of 13 felony detainees and 13 misdemeanor detainees on a typical day. Since 2005, felony bookings have declined while misdemeanor bookings have increased. From 2012 to 2014 average daily bookings have remained fairly steady. A longer historical review of the Yolo County jail system booking trends for the period 1997-2014 shows the County jail system has been processing larger numbers of inmates. Average monthly bookings for example, have increased from 750 in 1997-99 to 792 in 2006-11 and 669 in 2012-14 (an increase of 5.6%). These historical trend patterns are important when projecting jail inmate population levels into future years. An important factor to consider in recent years is policy change to cite and release prior to even entering the jail system. This is primarily due to court cap and allowing any potential bed space for felons.

Yolo County Jail Booking Trends 1997 - 2014		
Years	Average Yearly Jail	Average Monthly Jail
	Bookings	Bookings
1997 - 99	9,005	750
2000 - 05	9,054	755
2006 - 11	9,828	792
% Change	9.1%	5.6%
2012 - 14	8,029	669
% Change	-10.8%	-10.8%

Pretrial ADP

Over the period of January 1, 2013 through December 31, 2013 the Yolo County Jail had an Average Population (ADP) of 450 inmates. The ADP of inmates on Pretrial status over this period was 275. As the data indicates, the percentage of inmates on pretrial status for this time period was 61%.

Yolo County Jail Facility Changes in Jail Bookings, Pretrial / Sentenced and Peak Jail Inmate ADP 2008-2014									
Year	Peak Jail Inmate ADP								
	Total Bookings	Ave. Monthly Bookings	Pretrial ADP	Sentenced ADP	Total Jail ADP	High (Peak) ADP	Male ADP	Female ADP	Total ADP
2008	10,110	843	320	109	429	455	375	54	429
2009	9,325	777	337	85	422	428	364	58	422
2010	9,023	752	348	91	439	473	378	61	439
2011	8,064	672	308	55	363	410	318	45	363
2012	7,554	630	256	179	435	471	383	52	435
2013	7,836	653	275	175	450	472	396	54	450
2014	8,698	725	286	160	446	470	386	60	446
Average Yearly Bookings & Inmate ADP	8,659	722	304	122	426	454	371	55	426
Yearly Average									
2008-2011	9,130.50	761.00	328.25	85.00	413.25	442	358.75	54.50	413.25
2012-2014	8,029.33	669.33	272.33	171.33	443.67	471	388.33	55.33	443.67
(%) 2008-2011			79%	21%	100%		87%	13%	100%
(%) 2012-2014			61%	39%	100%		88%	12%	100%

SECTION 3: EXISTING FACILITY DEFICIENCIES

Existing Facility Conditions:

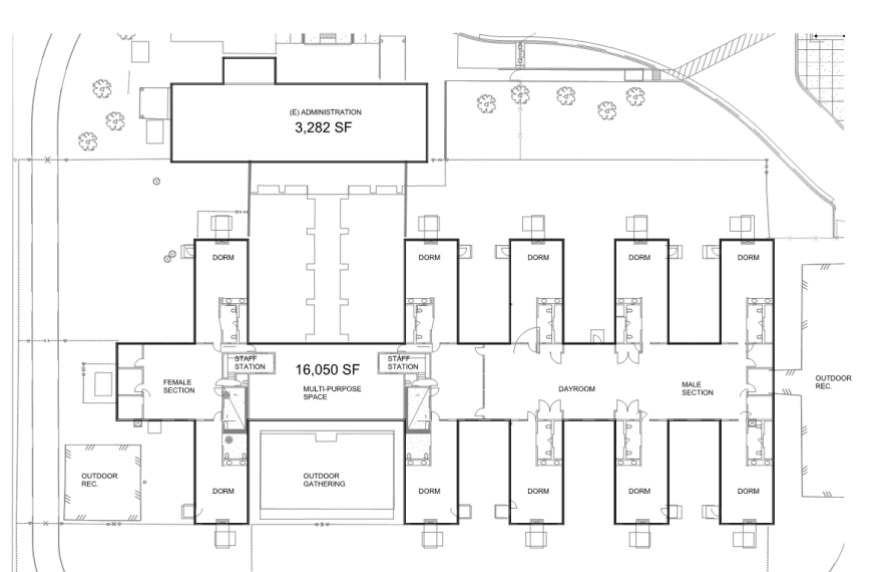
The Leinberger building was constructed in 1992 and was originally planned as an unlocked Type IV Facility (current definition) to house minimum security inmates. At the time, it was a very cost effective construction type to house multiple detainees in an environment that did not require the project to be constructed of hard or fire resistive materials. Similar to other counties that constructed unlocked minimum security facilities, this brought on much needed rated beds to the jail system at a much lower cost than a typical jail environment. Initially this Branch facility served the county well to ease the overcrowding that existed at the time, but in subsequent years proved to be very problematic in dealing with a more restrictive and sophisticated classification of inmates that ultimately were/are currently housed there.

Existing Layout and Construction Type:

The Branch Center is arranged with several small dormitory style wings off a shared central Dayroom area for activities. There is a larger area dedicated for males and smaller section for females and a centralized multi-purpose space for dining and programs. Each of the small dorm areas has a sleeping area and bathroom with residential style plumbing fixtures. Each of the wings contains a small staff work area for supervision and working with an adjacent gang shower for inmates.

There is a separate administration section near the front portion of the facility that is a hub of activity with shared staff support space, small reception center for inmates being processed to center, public visitation check-in, and service providers' entry with work area storage. This front area acts as a check-in counter for out-of-custody offenders that are on electronic monitoring or home custody. There are a few covered outdoor spaces originally intended for exterior activities however, the classification of current inmates housed in this facility has limited the available use of these spaces.

The facility is located on the southwest corner of the Government Center property and is adjacent to and bounded on the east and south side by the Yuba Community College. There is a semi-secure perimeter security fencing for retaining inmates (since an unlock facility) and to keep public away. The surrounding site area is subdivided with fencing to designate outdoor recreation areas and to accommodate exiting from facility. With the outdoor space adjacent to public areas, inmate accessible with numerous alcoves, there is a continual problem with contraband easily supplied to inmates. Staff is unable to always sweep the areas prior to inmates being allowed outdoors and this often contributes to the ability to smuggle contraband into the facility. Below is a general plan of the existing facility illustrating the spaces and site conditions that exist.



The facility was constructed similar to a residential group home with wood framed walls, wood roof trusses, gypsum board interior wall covering, vinyl exterior siding, and asphalt composition roof shingles.

This construction type is obviously not conducive to a correctional environment, non abuse resistant, unsafe and in a constant deteriorating state. The following items are current deficiencies and/or deferred maintenance items that are in need of replacement or repair:

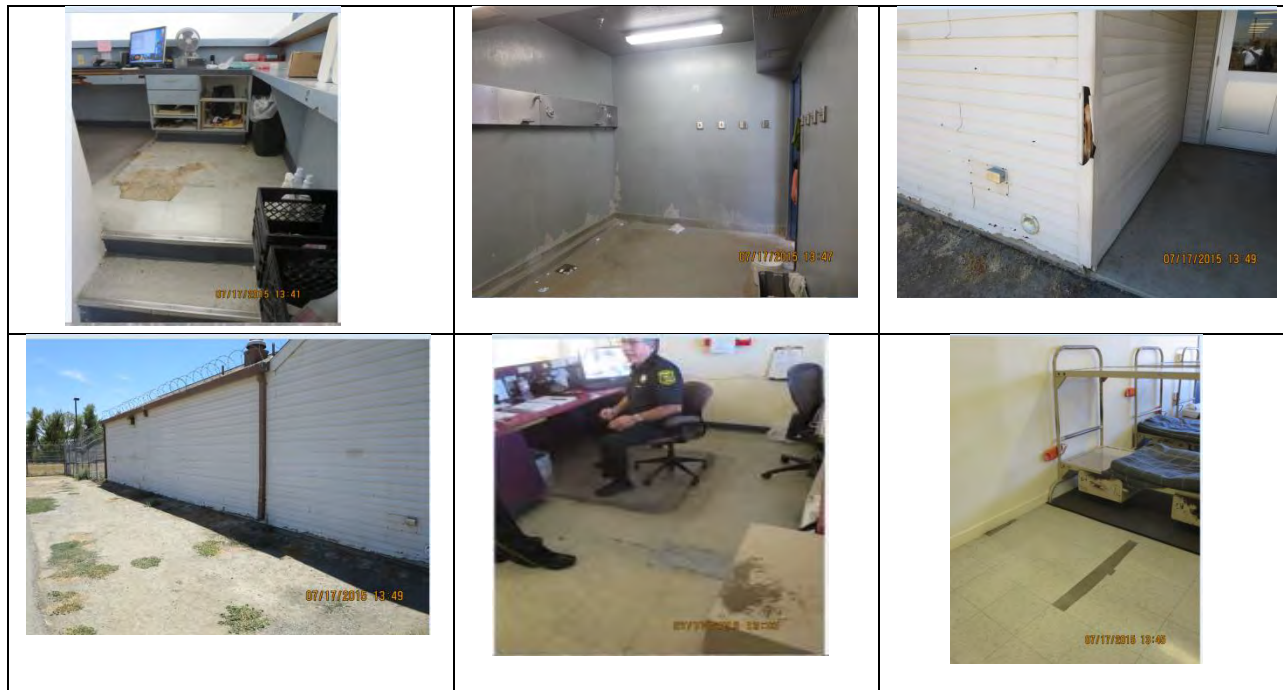
Building Deficiencies

- With gypsum wallboard covering, the facility has constant abuse where inmates have repetitively punched holes in the walls, get into fights or kick the walls and utilize small openings to hide contraband. Inmates often smuggle cigarettes or marijuana into the facility, create small holes in wallboard and blow smoke into the walls. If a staff member walks by one of the offset dormitories or close by, the inmates will drop lit contraband into the wall cavity which is an extreme fire hazard.
- Facility's restrooms are in a constant state of repair. Plumbing toilets and lavatories fixtures are porcelain with exposed piping and removable drain stops. Fixtures are often damaged, in constant need of repair, and real safety concern with inmates being able to remove items. The deteriorating bathrooms have a host of safety concerns with poor design/layout since they are not visible without staff physically going into the space through the small dormitories.
- At the time this facility was constructed, the building code required the Dayroom be separated from dorm units and subdivided with large fire shutters and dividing walls. This does not allow clear openings and direct supervision by staff limiting sightlines and ability to have constant presence with inmates. The antiquated design is extremely difficult to supervise and the lack of proper staff sightlines is a common issue throughout the facility. The dorm units do not have window openings allowing staff to have visual observation and often rely on hearing inmates in lieu of seeing what they are doing.
- The gang showers have been problematic for decades. There has been continual water damage, wall and finish replacement, and sexual assaults. They are in a separate room and not visible for staff supervision to control activities or protect inmates from sexual abuse.
- The carpeted floors, staff station casework, and interior finishes are all damaged and need to be replaced.
- The existing staff stations have a raised floor area constructed of wood framing and plywood which has numerous holes that have been patched and require additional reinforcement and should be replaced.
- The interior light fixtures are lower commercial grade type that has no security aspect to them. The lens and housing on these fixtures are damaged and in constant repair. Maintenance staff is left to utilizing tape to strap to ceiling to support and hold together. Inmates are constantly tampering with the fixtures and hiding contraband above them.
- The roof remains a deferred maintenance item and is beyond its useful life requiring full replacement. In addition, the gutters and vinyl siding and pulling away from the building and should be all replaced.
- The HVAC system is a series of small package units mounted on grade adjacent to the individual dorm wings. The units are original to the construction of the facility, not very efficient, and are in need of full replacement. Maintenance staff has done their best to keep them operational

but struggle with ability to maintain. The coolant systems are outdated, hard to find replacement compressors, and not environmentally friendly.

In 2014, the County had a consultant do a countywide study of their facilities. For the Leinberger facility over the next 5-years, it was noted that the cost for deferred maintenance is \$891,000 just to bring the building back to where it needs to be. This does not include any costs to renovate building areas to improve operations.

Below are a few photos of deficiencies that currently exist:



Safety and Security Deficiencies

- As noted previously, the bathroom area within the small dorms has poor sightlines creating a real safety issue. The original design places the restrooms tucked backed (90 degrees) to entry and absence of sightlines for security staff to supervise. This creates a very dangerous situation for both inmates and officers. Correctional Officers working in the Leinberger facility cannot see into the inmate bathrooms until they are physically in them. This creates an ideal local for inmate altercations. Of the 32 reported accounts of mutual combats between inmates in the last 3 years, the vast majority of fights have occurred in the inmate bathroom areas.
- The showers are setup as gang showers which limit the ability to protect inmates from potential abuse.
- The antiquated building design causes difficult inmate supervision. The poor sightlines remain a consistent issue throughout the facility. There are no internal windows into the dorm units, and the control officer does not have sufficient sightlines to the exterior inmate accessible spaces.

They often need to rely on a few camera views that do not cover the majority of areas necessary.

- At the time of construction, building and fire codes required barriers to separate some of the functional areas. This contributed to separation of inmates and the officers who supervise them, thus not allowing for full utilization of direct supervision. Direct supervision promotes the safety of both inmates and jail staff and is greatly needed in the Leinberger Facility. The constant presence of an officer among the inmates would play a powerful role in ensuring safety by becoming aware of problems and responding to them before they escalate. According to the National Institute of Corrections, direct supervision methods can reduce violence by 30-90 percent.
- The outdoor exercise area presents a particularly vulnerable point in the facility's security. Leinberger is located less than ¼ mile from residential homes and adjacent to the community college. Only a chain-link fence with a razor wire across the top secures the various yards. Controlling the introduction of contraband from outside sources is near impossible. Drugs are easily being thrown over the fence. In the last 2 ½ years, nearly 100 incidents of contraband have been documented. It is highly suspected the majority of the contraband brought into the Main Jail is from the outside yards at Leinberger since these inmates work the kitchen and laundry at Jail. There is also a perimeter fire road with a series for chain link gates at the various segregated outdoor spaces.
- Due to the construction type of the building, Leinberger is considered an *"unlocked/open"* facility. [REDACTED]
[REDACTED]
[REDACTED] A door with panic hardware to the exterior is installed at each of the dormitory units. [REDACTED]
[REDACTED] [REDACTED]
[REDACTED] The Leinberger lobby acts as a check-in counter for out-of-custody offenders on electronic monitoring and home custody. [REDACTED]
[REDACTED].
- [REDACTED]
[REDACTED]
[REDACTED].

Inability to House Multiple Classifications

The building is in disrepair, unsecure, unsafe and because of the construction type it cannot be upgraded to accommodate an I-3 occupancy classification (allowing it to be a locked facility). In addition, the building layout and design inhibits the county from housing inmates of different classifications. All of the eight male dorms cannot be secured from the each other, which requires all inmates within the facility have to be the same classification. Physically separating classifications of inmates from each other remains a major design and operational problem of Leinberger.

On a daily basis, there are numerous sentenced inmates at the main jail who ideally would be placed in Leinberger for reentry programming. However, due to their classification; whether it is administrative

segregation, disciplinary isolation, or gang dropout, the inmate cannot be transferred and therefore does not receive intensive reentry programming.

Demographics of inmates are continually changing within the jail population, are more sophisticated and dangerous, and in need of separation. Gang affiliations are on the rise and more frequently gang members must be separated. The facility needs the ability to securely segregate and house multiple inmate classifications. With the current security and safety limitations, only carefully screened inmates that meet strict policy and procedure criteria are transferred to the Leinberger Detention Center. The safety of staff, inmates and the public must be paramount when considering inmates for transfer.

The inability to segregate inmates from one another, at times even within the same classification, still causes safety concerns. In the last 3.5 years there have been 55 incidents of movement to avert violence, and resulted in an inmate requesting to be moved back to the Main Jail to *“feel safe”*.

Lack of Program and Treatment Space

Certainly, the greatest unmet inmate need in the current facility is designated program and treatment space. The current facility design lacks any real designated programming space. Most programs are administered in the dayroom, which is not conducive to a learning environment. The dayroom serves as a program room, visitation room, a staging area for medical visits, dining hall and often a location for professional visits. There is only one professional visit room for the entire facility, which frequently forces attorneys to see clients on makeshift outdoor desks or in the dayroom. The scheduling logistics of only one space for multiple uses often leads to service providers being asked to give up their time slot or rearranged schedules, resulting in inconsistent programming.

Due to the lack of designated program space, the number of programs and frequency of programming is greatly inhibited and tremendously inadequate for reentry success. For example, the education and GED programs are primarily independent study with limited tutoring, due to lack of programming space or a computer lab. The facility does not offer adequate vocational programs due to lack of a space for hands-on vocational training. If the facility had multiple designated program rooms, various programs could run concurrent and allow more programming to be delivered to more inmates. There remains a high demand to expand and better formalize the program space to ensure all classifications can access programming and services.

The absence of designated spaces beyond the dayroom adversely impacts other important inmate services. There is no confidentiality or privacy for medical visits, anyone in the dorms can hear what is being said. Individual visitation is limited to only 10 inmates to assure there is adequate space in the dayroom and is only available on weekends and one weekday night. Visitation is also staff intensive since an officer must physically be next to visitors to observe that nothing gets passed from visitor to inmate.

SECTION 4: RECOMMENDED LEINBERGER FACILITY REPLACEMENT SCOPE

Leinberger, with its current configuration, noted deficiencies, antiquated equipment and construction type, safety and security issues, and available program limitations can no longer meet inmates' in-custody classification and rehabilitation needs. For these reasons the existing facility should be replaced with a new and modern facility that will meet current and future needs.

A series of meetings with the Yolo County Sheriff's and representatives from the CAO's office were conducted to assess the current and future needs. The group focused on a variety of critical success factors that will be a continual resource for reference as the project design progresses. This will be dependent on the successful outcome of obtain SB863 State funding. The group also discussed potential options for siting the new facility and how this population can best serve the Jail Campus. A group/classification of the inmates housed in this reentry facility will also work the new Kitchen and Laundry facility currently planned to be constructed as a separate project using AB900 reversionary funding. The newly planned Kitchen will also have a Culinary Arts program component in the building which aligns with continued treatment options for sentenced inmates and creates additional job placement opportunities.

Given the proximity to other master planned buildings on the campus, it was determined that the new building should be physically located on the same site as the current Leinberger facility. This will pose a few challenges to the Sheriff's Office with sequencing and construction timing. Given this proposed building should be a full replacement on the same site, the County will potentially need to lease some available beds from another agency during the demolition and new construction. The County is fully aware of the added cost this will present however; it's critical to place this facility in the best possible location to serve the jail system in the long term.

Design of the new facility is one of a secure in-custody reentry center, equipped with adequate space properly designed to safely house multiple classifications of both male and female inmates simultaneously and supply ample designated programming and treatment space to help inmates effectively obtain necessary skills for a successful reentry into the community. The proposed reentry facility shall incorporate a mix of varying sized program spaces and service provider work rooms to accommodate the multiple classifications simultaneously.

The design proposal includes a multi-tiered 150 bed facility with three (3) 30 - Bed dormitory housing units and one (1) 60 - Bed dormitory unit. The housing units shall be arranged in a podular fashion so can easily be supervised from a centrally located raised and open staff station. Security systems will be needed for support, but primarily security will be achieved through direct staff management and remote surveillance. Staff will be able to look directly into the housing units or activity areas and can maintain a constant level of surveillance. Direct interaction with inmates is accomplished through the use of a roving officer who will move in and out of the housing area "as needed" or on an unscheduled basis. The improved design will adhere to current supervision philosophy, create staff efficiency to operate the

facility and provide a more secure environment to accommodate higher, more serious inmate classifications.

The ability to house multiple inmate classifications is an imperative function of the proposed facility. The design will include individual dormitory areas, in lieu of open dorm sleeping areas contiguous to a dayroom, which allows supervisory staff the ability to limit inmates to their designated dormitory for safety and security requirements. Toilets, lavatories, and sleeping areas will be contained within each dorm setting to allow inmates free access. By having multiple individual dormitories, dormitory occupancy levels can be kept appropriate to the inmate classification, and provide the maximum flexibility to accommodate previously non-qualifying inmates currently housed at the Main Jail.

Support areas will provide security search and staging rooms, supplement staff work and break areas, inmate education administration rooms, visitor processing, a family renunciation visitation area, and multiple designated inmate program and multi-purpose rooms. There will be a minimum of four (4) program rooms to accommodate a multitude of current and proposed programs and supplement the continuum of care needed for reentry.

Movement between housing units and support facilities will be designed to be minimized and easily observable. Spatial organization will accommodate the flow of activities rather than inhibit it. Observed and/or monitored secure circulation corridors will be used to allow inmates to move unescorted between housing units and support services to reduce the time staff spends in escorting.

In addition to the secure inmate portion of the facility, the new building will include a small administration area to function similar to the existing Leinberger facility. There will be a lobby for those detainees that are on alternatives to incarceration to check-in for processing and/or appointed assignments. This area will include supervisory administrative offices and support services. To better support the Jail system, the non-secure side will provide much needed staff support areas such as male and female lockers, work area, and break room.

The design of the new facility will respond to a more secure environment in terms of materials, smaller grouped and secure dormitories, staff controls, and technology. Secure areas will be constructed with emphasis on providing a secure perimeter with materials resistant to abuse and damage. The facility will be cost effective, abuse resistant with operational flexibility to accommodate a changing inmate population. Whenever feasible, the building will provide natural light and attempt to provide a nonthreatening setting that downplays the institutional feeling and supports a more normalized environment. This will be achieved through use of materials, colors, acoustics and abundant natural light.

Architectural characteristics include adequate capacity, including the right kinds of bed space to allow proper inmate classification and separation and flexibility in the use of housing areas. The architectural environment will support the safety of staff and inmates by providing staff direct visual and acoustical awareness of activities in all areas and create appropriate sightlines and visibility throughout the housing and programming areas.

As previously stated, the primary function of the new facility should be that of a reentry center. With this purpose in mind, the proposed design includes multiple programming and treatment spaces to meet various inmate reentry programming needs concurrently. Not all programs and services can occur in one or more multipurpose spaces. Select Program rooms will be located directly adjacent to the housing units to reduce inmate movement and can be used for a variety of activities, such as meetings or counseling sessions, classification interviews, and so forth. Larger multipurpose programming rooms outside the housing area will be used for educational classes, meetings, and religious services. The multipurpose areas shall be designed to be flexible enough to meet the needs of a wide variety of programs and services that might be provided instead of creating separate spaces for each, including academic and hands-on vocational training.

The basic design should provide an environment that supports the operational requirements of the Sheriff's Office, a safe and secure jail-housing facility, the ability to house multiple classifications and reentry programming for inmates while detained.

The project will also include, but not limited to, site improvements; site utilities and infrastructure; security fencing; electrical; plumbing; mechanical; computerized heating, ventilation, and air conditioning; security; low voltage; emergency power; and fire protection systems.

Yolo County

2015 Leinberger Major Needs Assessment Findings and Conclusions

The Replacement Facility needs to:

Safety

- Replace the antiquated unsafe - unsecure finger-style dormitories, gang showers, remote restrooms, and wood framed construction type of the old facility.
- Construct new generation style dormitory housing units which reflect the (a) changing inmate security custody profiles, (b) inmate classification characteristics/needs, and (c) provide flexibility with genders.

Efficiency

- Develop and use housing configurations which embody direct visual supervision podular facility which meets "best practice" detention operational standards and use of technology which provides flexibility to meet a wide range of varying inmate classifications. Provide staff supervision station that has ability to observe all housing and recreation areas concurrently thus being staff efficient.
- Replace the inadequate and unsafe inmate restroom and gang shower areas which does not allow proper supervision and encourages assaults. Provide appropriate toilet and shower facilities that provide a level of modesty and allow sufficient supervision to protect the inmates.
- Provide a modern and durable detention facility that is staff efficient to operate with highly efficient mechanical, plumbing, and electrical equipment with control systems to reduce operational costs.

Programming and Treatment

- Provide multiple classroom and program space to allow for a wide variety of programming and evidence-based counseling which reduces recidivism while addressing individual inmate needs.
- Expand special use beds and support staff areas which can be used for inmates with mental health treatment needs.
- Provide staff support areas that benefit the entire Jail Campus.
- Provide multi-use program areas for varying use and scheduled activities such as family reunification and changing vocational programs.



Yolo County Sheriff's Department

Jail Needs Assessment Update

December 1, 2011



Yolo County Monroe Center Main Jail
2420 East Gibson Road, Woodland, CA 95776

Prepared by:
Criminal Justice Research Foundation
Steven Reader Enterprises
Lionakis

**Yolo County Sheriff's Department
2011 Jail Needs Assessment Update**

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SECTION 1: EXECUTIVE SUMMARY

Yolo County Jail Needs Assessment Update

Needs Assessment Update Planning Process

The Yolo County Sheriff's Department operates the County's jail detention system which includes the Monroe Center and Leinberger Facilities. The County jail system operates under a Federal Court-imposed inmate population cap. As a result of the population cap, the Monroe Facility can house a maximum of 313 inmates and the Leinberger Facility can house 142 inmates. The two jail facilities have a current combined pretrial and sentenced inmate bed capacity totaling 455.

The inmate population cap was imposed by the Courts because of severe overcrowding throughout the County jail system. Even with the opening of Leinberger minimum security facility, the County's jail system has had to respond to increased inmate populations each year.

In order to address the overcrowding, the Sheriff's Department has developed and implemented an array of alternative to incarceration programs and case processing procedures which have allowed the jail system to function within the limits of the population cap. Continued increases in inmate populations, particularly as a result of the new State AB 109 Realignment Law, is expected to seriously impact crowding in the two adult detention facilities.

The AB 109 legislation reassigns three groups of offenders previously handled through the State Prison and Parole System to California counties. The first group includes convicted offenders receiving sentences for new non-violent, non-serious, non-sex offender ("N3") crimes that will be served locally (one year or more). Offenders in this category will have no prior violent or serious convictions. The second group involves post-release offenders (up to three years) coming under Probation Department supervision for "N3" crimes released from State Prison. Offenders in this category may have had prior convictions for violent or serious crimes. The third group includes State parole violators who are revoked to custody. With the exception of offenders sentenced to life with parole, this group will be revoked to local County Jail instead of State Prison.

The California Department of Corrections and Rehabilitation (CDCR) estimates that in the initial first nine months of Realignment implementation (October 2011 to June 2012), the Yolo County criminal justice system will receive approximately 88 new "N3" offenders sentenced to local incarceration in the County Jail, 14 State parole revocations committed to the local jail and 207 Post-Release Community Supervision (PRCS) offenders receiving supervision provided through the Probation Department.

Between July 2012 and September 2013, CDCR estimates the AB 109 Realignment will result in 235 additional new locally sentenced offenders, 229 new post-release probation assignments, and 81 State Parole revocations to County Jail. Based on these estimates from CDCR over the first two year implementation period, the Yolo Probation Department is projected to receive a total of 436 Post-Release Community Supervision (PRCS) offenders (monthly average of 18). The Sheriff's Department is projected to receive 418 (monthly average of 17) "N3" felony offenders sentenced to jail time or some combination of jail time and community supervision and parolee jail commitments.

With the system-wide average daily population levels for the Monroe Center and Leinberger Facilities continually at or above rated bed capacities, the Sheriff's Department is extremely concerned about the influx of new AB 109 convicted and sentenced felony defendants. In order to address this situation, this Jail Needs Assessment Update was undertaken by the Sheriff's Department to help the agency determine if the County should apply for AB 900 Phase 2 Jail Construction Grant Funds.

Original Jail Needs Assessment Report

In 2007, Yolo County contracted with Steve Reader Enterprises to prepare a comprehensive jail needs assessment report. The primary goal of this needs assessment study was to provide a sound planning document which was user friendly, could be updated annually, and could be used as a guide to assisting the Sheriff's Department with future jail crowding issues and related construction needs.

Jail Needs Assessment Study Project Goals

- To identify any significant jail problems or deficiencies
- To identify short term solutions to any significant jail problems
- To identify and find solutions to areas of jail liability
- To compile and document statistically jail inmate demographics and bed needs
- To identify long and short term remodel and building needs
- To provide a broad image of the size, scope and needs of future jail additions
- To provide a theoretical schematic plan showing scenarios for possible additions or remodeling to the jail and the connectivity and proximity of the various units
- To ensure any proposed jail additions are efficient and compatible to serve the overall goals of all the criminal justice agencies
- To incorporate planning which not only enhances safety but also afford the ability to provide health and rehabilitation programs for the inmates

Findings from the original study identified the following significant Yolo County jail housing and building needs:

- **Mental Health Psychiatric (Psych) Housing Units** -- Providing additional mental health and medical space is essential. One of the primary concerns about the existing jail voiced by Yolo County Officials is the lack of all types of mental health beds and housing options. Currently Yolo County does not have a distinct and separate housing unit or pod to house male inmates with significant emotional or psychological problems. The jail places some of these inmates in the medical infirmary cells; however, they are few and poorly designed for this purpose. Most of the inmates with mental health issues are placed in lockdown in Administrative Segregation (ADSEG) cells. The isolation of ADSEG is not necessarily the most appropriate housing for inmates with mental illness or drug psychosis. Inmates with mental health problems tend to need a greater amount of staff attention. These inmates are also at a higher risk of being victimized by other inmates. In some jails, inmates with non-acute mental health problems seem to get along with each other when separated from the general population. The benefit of having psych pods is that the inmates with significant mental health problems are housed in specifically designated housing areas rather than being housed throughout the jail where they can become victimized. Inmates with mental health problems tend to be more suicidal as a result of their emotional instability. Currently suicidal inmates must be

housed and observed in booking, this is necessary because of the options, but is not a good situation. Keeping these inmates in an appropriate area allows for closer and more consistent supervision.

- **Male General and Specialized Housing Classifications** -- The Yolo County Jail system has a significant shortage of male beds and new housing must be built. These include Maximum and Medium Security beds and for inmates with specialized classifications needs such as protective custody, administrative segregation and disciplinary isolation. Jail Management has emphasized this and mental health housing is the greatest need and statistics validate this belief.
- **Female Housing** -- The housing situation for females is inadequate due to the limited housing options for females. This situation must be rectified. This is a significant issue at Monroe Detention Facility where there is only one housing unit for female inmates. Inmates of all classifications except minimum are placed in this unit and managed fairly well because it is direct supervision. However, it is inefficient, stressful on staff and offers potential liability with the possibility of mixing classifications or enemies. Additional female housing options are needed. This could be accomplished by redistribution of space within the jail if new housing is added.
- **Support Space Building Needs** -- Additional support space is required. The primary support functions such as kitchen, laundry, medical, visiting and others have varying degrees of inadequacy. There is a considerable need for additional support space now and should additional housing be added significant support space will be required.

Updated Crime Rates, Arrests, Jail Bookings and Inmate ADP Trends

As part of the Jail Needs Assessment Update, reported crimes, crime rates, arrests, jail bookings and inmate population trend data was collected and analyzed. The analysis revealed the following significant information:

- **Reported Crime Patterns:** In 2010, a total of 6,501 crimes were reported by residents to local law enforcement agencies. Approximately half of the reported crimes involved property offenses including burglaries, motor vehicle thefts, and thefts over \$400 in value. Nearly 43.9% of the crimes were thefts under \$400 in value. A total of 512 (7.9%) of the reported crimes involved violent offenses. Overall, reported crimes increased 7.1% in Yolo County over the 11 year period between 2000 – 2010. Total crime rates per 100,000 population during the same period dropped from 3,552.4 to 3,182.4 per 100,000 population, a reduction of 10.4%. In spite of the downward trend in County reported crime rates, a comparison of Yolo's crime rate with California statewide crime rates per 100,000 population in 2010 shows that the County's total crime rate (3,182.4) is 7.2% higher than the California statewide crime rate in 2010. Property crime rates in Yolo County for burglary, auto theft, and thefts over \$400 between 2000 – 2010 increased 2.1% while these same rates statewide declined 10.2%. Overall, statewide crime rates between 2000 – 2010, declined approximately 20.0% but the decline in Yolo County was only 10.4%, nearly half of the reported reduction compared to California as a whole.
- **Total Adult Arrests:** In 2010, Yolo County law enforcement agencies arrested a total of 7,286 adult offenders. This volume of arrests was 6.6% higher than the total number of county-wide adult arrests (6,838) which occurred in calendar year 2000.

On a yearly average basis, Yolo County law enforcement agencies have been arresting 2,675 felons and 4,897 misdemeanants. For the past 11 years, an average of 7,572 adults have been arrested each year for felony and misdemeanor crimes. For the period 2000 – 2010, countywide felony arrests have increased by 5.1% while misdemeanor arrests have increased by 7.3%. Felony arrests generally account for about one out of every three arrests local law enforcement agencies make each year. The overall percentage of male and female adult arrests in Yolo County between 2000 – 2010 has changed significantly. In 2000, females accounted for approximately one out of every five arrests in the County. Today they represent one out of every four arrests.

In spite of the fluctuations in yearly adult arrests between 2000 and 2010, nearly one out of every five felony and misdemeanor arrests in Yolo County involve adults who have been arrested for serious crimes of violence and weapons charges. Analysis of offense patterns over the past decade shows that adult arrests involving violent crimes and weapons have not changed appreciably each year. During this same period, adult felony and misdemeanor property crime arrests increased 29.6% while drug arrests have also increased 12.2%. County-wide, arrests involving alcohol offenses have increased 14.6% and all other offense categories have increased 25.6%. When factored for the effects population growth, the adult arrest trend data shows that the total adult felony and misdemeanor arrest rates per 100,000 adult population between 2000 - 2010 has declined 18.6%. Felony adult arrest rates during this same time period, have declined 19.8% and misdemeanor arrest rates have also dropped 18.0%.

- Daily Jail Inmate Bookings:** In 2011, the Monroe Center processed an average of 816 bookings each month. This represents an average of 26 bookings per day. Annual Monroe Center bookings, since 2005, have ranged from a low of 9,023 in 2010 to a high of 10,522 in 2006. The Monroe Center is booking an average of 13 felony detainees and 13 misdemeanor detainees on a typical day. A longer historical review of the Yolo County jail system booking trends for the period 1997-2011 shows the County jail system has been processing larger numbers of inmates. Average monthly bookings for example, have increased from 750 in 1997-99 to 792 in 2006-11, an increase of 5.6%. These historical trend patterns are important when projecting jail inmate population levels into future years. As the data shows, overall trends in bookings in spite of yearly fluctuations are generally increasing.

Years	Average Yearly Jail Bookings	Average Monthly Bookings
1997 - 99	9,005	750
2000 - 05	9,054	755
2006 - 11	9,828	792
% Change	9.1%	5.6%

- Monroe Center and Leinberger Facility ADP Trends:** Between 2005 and 2011, the Yolo County jail system had an average daily population of 454 inmates, approximately 115.8% of the facilities CSA rated capacities. The Monroe Center's average yearly ADP over the 7-year period was 321 inmates. The Leinberger Facilities average yearly ADP was 133 inmates. Total jail system ADP has ranged from 417 to 477 over the 7-year reporting period.

California Corrections Standards Authority (CSA) and Federal Court Jail "Cap" 2011					
Yolo County Jail Facility	CSA Rated Bed Capacity (# of inmates)	Federal Court Jail "Cap" (# of inmates)	2011 Inmate Population (ADP)	(%) Percent of CSA Rated Capacity	(%) Percent of Court "Cap"
Monroe Center	272	313	279	103.0%	89.1%
Leinberger Facility	120	142	138	115.0%	97.2%
Total Jail Facility	392	455	417	106.4%	91.6%

YoloNA/Tab10

Source: Yolo County Sheriff's Department Detention Division

The historical review of Yolo County's Peak jail inmate population (ADP trends) shows that between 1997-2011 the County jails ADP has ranged between a yearly average of 370 inmates to 454 inmates (2006-11), an increase of 22.7%. The jails peak ADP has ranged over the same period from 410 to a high of 473. For the past several years, the peak population factor has been 4.1% of the average daily inmate population.

Yolo County Jail Peak Inmate Population (ADP) Trends 1997 - 2011		
Years	Average Yearly Jail Inmate ADP	Peak Jail ADP
1997 - 99	370	410
2000 - 05	411	421
2006 - 11	454	473
% Change	22.7%	15.4%

- Pretrial and Sentenced ADP Levels:** For the Jail System as a whole, pretrial inmate population levels comprise about 79.4% of the total Monroe Center and Leinberger Facility bed space. Over the past four years, the County Jail System's pretrial ADP population has averaged 328 inmates while sentenced ADP has average 85 inmates. The average daily pretrial population does include 7 misdemeanor detainees and 321 felony detainees. Between 2008 and 2011, misdemeanor pretrial inmates have only represented about 2.1% of the County Jail System's pretrial population. Misdemeanants only account for 17.6% of the County jail system's sentenced inmate population.

Yolo County Jail Felony and Misdemeanor ADP Trends by Custody Status*									
2008 - 2011									
Year	Pretrial ADP				Sentenced ADP				Total Jail ADP
	Felony	Misd.	Total	Percent	Felony	Misd.	Total	Percent	
2008	316	4	320	74.6%	84	25	109	25.4%	429
2009	332	5	337	79.9%	63	22	85	20.1%	422
2010	330	18	348	79.3%	86	5	91	20.7%	439
2011	306	2	308	84.8%	48	7	55	15.2%	363
Yearly Average	321	7	328	79.4%	70	15	85	20.6%	413
Percent (%)	97.9%	2.1%	100.0%		82.4%	17.6%	100.0%		

YoloNA/Tab14

*Based on the month of September of each reporting year

Source: Yolo County Sheriff's Department
Monthly Jail and ADP Reports

Jail Populations Projections

The Jail Needs Assessment Update has shown that the most immediate and critical need for the Yolo County Jail System is to construct additional bed capacity that will both eliminate the current overcrowding and allow the Sheriff's Department to petition the Federal Courts to remove the jail Court "Cap." Overall population growth and criminal justice system characteristics indicate trends experienced over the past seven years should, to a large part, continue over the next 15 – 20 years. Population growth will continue to have an impact on the criminal justice system causing arrest and bookings to increase in future years, creating additional demands for jail bed space.

Analysis of the inmate population projections shows that by 2015 the County's jails will have at least a capacity shortfall of 146 custody beds. With the passage of AB 109, by 2018 at full implementation of the realignment legislation, the County jail facilities will be confronting an additional ADP of 310 sentenced inmates who would have gone to State Prison and parole violators who can also be incarcerated for up to six months. The inmate population projections also show the County jails need more maximum security and administrative segregation housing to accommodate the changing inmate custody characteristics of the pretrial and sentenced detainee populations. Additional specialized medical and mental health housing capacity will also be required to adequately address the increasing healthcare and severe mental health problems identified with male and female inmates.

If the County's incarceration rate remains at 22.4 and if the population projections materialize as projected, the following chart shows how many jail beds will be needed. The jail releases on average more than 3,400 inmates per year due to overcrowding problems. Consequently, the number of beds needed to stop the practice of releasing inmates early has been included in the below projections.

Projected ADP & Bed Needs by Population Projections & Incarceration Rates					
Year	Population	ADP by Population	Incarceration Rate	Overcrowding	No. Jail Beds Needed
2010	207,450	465	22	147	612
2015	226,733	508	22	147	655
2020	248,548	557	22	147	704
2025	271,078	607	22	147	754

It is preferable as the Needs Assessment Update has shown to use the higher projections to prevent the chance of building too small.

"Low" Projected ADP & Bed Needs by Past ADP Trends						
Year	Population	ADP by Trend	Overcrowding	Incarceration Rate	No. Jail Beds Needed	Additional Beds Needed
2010	207,450	457	103	27	560	105
2015	226,733	498	103	27	601	146
2020	248,548	539	103	26	642	187
2025	271,078	580	103	25	683	228

"High" Projected ADP & Bed Needs by Population Projections & Incarceration Rates						
Year	Population	ADP by Population	Overcrowding	Incarceration Rate	No. Jail Beds Needed	Additional Beds Needed
2010	207,450	465	147	22	612	157
2015	226,733	508	147	22	655	200
2020	248,548	557	147	22	704	249
2025	271,078	607	147	22	754	299

The Consultants believe that the **higher** Projected Bed Needs is the best projection to plan for any new jail facility expansion. If the County expands the facility, they would want to ensure it was built to accommodate all the potential growth as it would be many years before another facility could be constructed. The following information is based on the **high** bed need projections:

- **Projected Total Additional Beds Needed by 2015** - Using the higher bed need projections, the jail would need **200** additional beds by 2015 for a total of **655** jail beds.
- **Projected Male Beds Needed by 2015** - Using the current percentage ratio of male beds, the jail would need **172** additional male beds by 2015 for a total of **542** male beds.
- **Projected Female Beds Needed by 2015** - Using the current percentage ratio of female beds, the jail would need **30** additional female beds by 2015 for a total of **112** female beds.
- **Projected Unisex (Medical) Beds Needed by 2015** - Using the current percentage ratio of unisex medical beds, the jail would need **.2** additional medical beds by 2015 for a minimum total of **4** unisex medical beds.
- **Projected Total Number of Unisex (Acute Mental Health) Beds Needed by 2015** - Because none exist now, a minimum of **6** acute care mental health beds are needed.

The AB 109 legislation reassigns three groups of offenders previously handled through the State Prison and Parole System to California counties. The California Department of Corrections and Rehabilitation (CDCR) estimates that in the initial first nine months of Realignment implementation (October 2011 to June 2012), the Yolo County criminal justice system will receive approximately 88 new "N3" offenders sentenced to local incarceration in the County Jail, 14 State parole revocations committed to the local jail and 207 "N3" offenders on Post-Release Community Supervision provided through the Probation Department.

Between July 2012 and September 2013, CDCR estimates that the AB 109 Realignment will result in 235 additional new locally sentenced offenders, 229 new post-release probation assignments, and 81 State parole revocations to County Jail. Based on these estimates from CDCR over the first two year implementation period, the Yolo Probation Department is projected to receive a total of 436 Post-Release Community Supervision (PRCS) offenders (monthly average of 18). The Sheriff's Department is projected to receive 418 (monthly average of 17) "N3" felony offenders sentenced to jail time or some combination of jail time and community supervision and parolee jail commitments.

CDCR also estimates that by June 2014 at "full implementation", the Yolo County criminal justice system will be handling an average daily population (ADP) of new offenders that will include the following:

*Estimated Average Daily Population (ADP) at "Full Implementation" of AB 109
of New Offenders in the Yolo County Criminal Justice System*

- 277 "N3" offenders serving felony sentences in County Jail (130 serving less than three years; 147 serving more than three years).
- 215 California Department of Corrections and Rehabilitation (CDCR) offenders receiving Post-Release Community Supervision (PRCS) provided by the Probation Department.
- 37 revoked offenders in County Jail on State parole or local probation violations.

The offenders anticipated for local County Jail custody, supervision and treatment under the AB 109 Realignment are expected to have high needs in the area of substance abuse, persistent association with negative peer influences, anti-social thinking, insufficient problem-solving skills, mental health issues, lack of vocational and educational skills, post-release homelessness, and/or other basic needs.

Jail Planning and Construction Recommendations

Based on the original Needs Assessment recommendations developed in 2007 and from this Update in 2011, several time-phased jail planning and construction recommendations have been identified and include those summarized on the following page:

**Yolo County Sheriff's Department Custody Division
Jail Planning and Construction Recommendations**

Recommendation	Scope of Work
Phase I: Immediate Programming & Jail Construction (Within 1 – 5 Years)	
Corrections Standards Authority (CSA) AB 900, Phase II Jail Construction Funding	
Recommendation #1	Maximum Security Housing Unit - 148 Bed Maximum Security Housing Unit – Program, design and construct a new 148 security tiered housing unit in a single / double cell occupancy configuration.
Recommendation #2	Inmate Program Space – Program, design and build program space that will serve the average daily population of pretrial and sentenced inmates incarcerated in the County's jail system.
Recommendation #3	Video Visitation Center – Program, design, and construct a new Video Visitation Center utilizing state-of-the-art video conferencing equipment.
Recommendation #4	Administration and Staff Services Center – Program, design and construct a new integrated administrative facility and staff services center for jail custody and program-support personnel. The renovated Staff Support Service Center shall serve all custody staff for existing and future detention facilities.
Recommendation #5	Medical and Mental Health Services – Program, design and build a new Medical Services Clinic and acute Mental Health housing unit that will include single cell occupancy and a transitional dormitory.
Recommendation #6	Jail Booking and Reception Unit - Program, design and build a new centralized jail intake and booking center that can handle all inmate processing, property storage and release functions.
Recommendation #7	Food Service and Kitchen Expansion - Program, design and build a new kitchen that will serve both the Monroe Center and Leinberger facility and new 148-bed Maximum Security Housing Unit.
Recommendation #8	Laundry – Program, design and build a new laundry facility to serve the entire inmate population.
Recommendation #9	Central Control Room – Program, design and construct a new secure Central Control room that will be able to monitor the full build-out of the entire future Jail Complex.
Phase II: Long-term Programming & Jail Construction (Within 6 – 15 Years)	
Yolo County Capital Construction Funds: Jail Construction	
Recommendations #10	Future Medium/Maximum Security Housing Unit – Program, design and construct inmate housing units to accommodate projected long-term average population (ADP) and peak inmate population levels.

In light of the availability of AB 900 Phase II Jail Construction funding awards, the Needs Assessment Consultants are recommending that the Yolo County Sheriff's Department develop and submit an Application for AB 900 Phase II funding to the Corrections Standards Authority (CSA). The Application should include the justification and construction grant funding to implement recommendations #1 through #9 above.

The exact amount of the funding request should include a construction contingency for unforeseen conditions and other costs the County might encounter during the completion of the jail construction project. The AB 900 Phase II construction should include:

This project would be an expansion and renovation of the existing 272-bed Monroe Center Main Jail. It would include reprogramming of some existing functional use areas and building new housing units with supporting infrastructure. The construction project would provide a net gain of 157 jail beds and support infrastructure and would be carried out in two construction phases. The phased construction is required to accommodate the existing facility remaining operational with new and separate support spaces being constructed first, and renovated backfilled areas providing new functional use.

The Phase I construction would provide the Sheriff's Department with a total of 148 new rated maximum security beds. The new Housing would be a similar Type II facility and podular in design. Construction would be a multi-tiered Housing Unit with multiple pods to provide flexibility for changing classifications and populations. It would be highly durable and low maintenance and primarily be constructed of concrete block, steel framed, and concrete filled roof deck. Most services would be brought to the inmates to reduce movement, provide some support spaces adjacent to or within unit, and very staff efficient. Finishes and acoustics would downplay the institutional feeling and support a more normalized environment. The initial work would include the construction of approximately 12,500 GSF of In-Custody Educational Treatment and Vocational Program space as part of the new 22,400 GSF, 148-bed Housing Unit. By centrally locating this program intensive support space in the facility, it would serve both the new expansion and existing facility and is critical to the operational model embraced by the County.

Also included in the Phase I construction would be a 3,200 GSF Visitor's Center Building for public video visitation, and 9,800 GSF Kitchen/Laundry Building. Both the Visitor's Center and Kitchen/Laundry facilities would be separate buildings to accommodate independent operational issues. The Visitor's Center would alleviate most public traffic from the core Jail and relieve the existing Jail from having the public enter the secure portion of the facility for visitation, eliminate current issues of contraband, and reduce staffing. It would mimic a professional office environment and utilize more economical construction materials. The Kitchen/Laundry would be strategically located near the southern portion of the site adjacent to the existing minimum security facility so that these inmates can work within this area and not have to enter the core Jail. It would also better accommodate delivery of goods since the current location is on the secure side of Jail and congested. This would be constructed primarily of durable concrete block, steel framed roof and canopies, provide low maintenance finishes, and include robust commercial kitchen and laundry equipment. The Phase I construction would also renovate 5,250 GSF of the exiting Cameron Training Center to create jail staff restrooms, lockers, staff dining and other support areas for custody and program staff.

The Phase II construction would renovate and expand the Monroe Center's Intake and Booking area to 12,000 GSF to create a more functional vehicle sally, a pre-booking area for arresting officers, and staff booking area. The renovation would include much needed safety cells, multiple sobering and holding cells, and larger group holding cells. Two secure gender specific docile holding rooms would also be constructed. The existing release and Court-holding areas would be modified creating separate intake and transportation and circulation routes. The construction would also expand the inmate

dress-in area and property storage room. The renovation would be secure and constructed primarily of concrete block.

The area currently occupied by the jail's existing kitchen would be renovated to accommodate a new 10,224 GSF Medical and Mental Health Clinic. The Medical Clinic area would contain multiple exam rooms and dental area. The Clinic would have space for medical records, inmate waiting, nurse's station, toilet, and a small lab area. It would function much as a typical Clinic but more durable and observable. Dedicated secure medical housing would be provided with multiple single and double-occupancy rooms, and provides the opportunity for an isolation room. A shower area and associated dayroom space would also be designed for the Medical Housing.

A new acute Mental Health Clinic and housing unit would be built in the Phase II construction by remodeling the existing jail laundry and storage area. The Mental Health Unit would provide multiple single-occupancy cells, a safety cell, and a small 4-person transitional mental health dormitory. A centrally located nursing station with association staff space would also be provided.

The existing Main Jail Administration area would also be renovated and expanded to accommodate an expanded records, unit, additional custody staff offices, and related custody support spaces. The renovation would also provide additional space for jail Classification Officers including interview rooms, program and commissary space, and staff work rooms. A contact attorney visiting area would also be added as well as video visitation rooms in each of the existing Housing Units. Security system upgrades would be included in both phases of the construction.

The following graphic shows the proposed site plan with the designated locations for the (a) proposed inmate housing unit, (b) intake and booking expansion, (c) central jail administration, (d) medical / mental health clinic, (e) in-custody program space, (f) video visitation, (g) staff services remodel area, and (h) kitchen / laundry building.

Estimate Jail Construction Cost and Construction Schedule

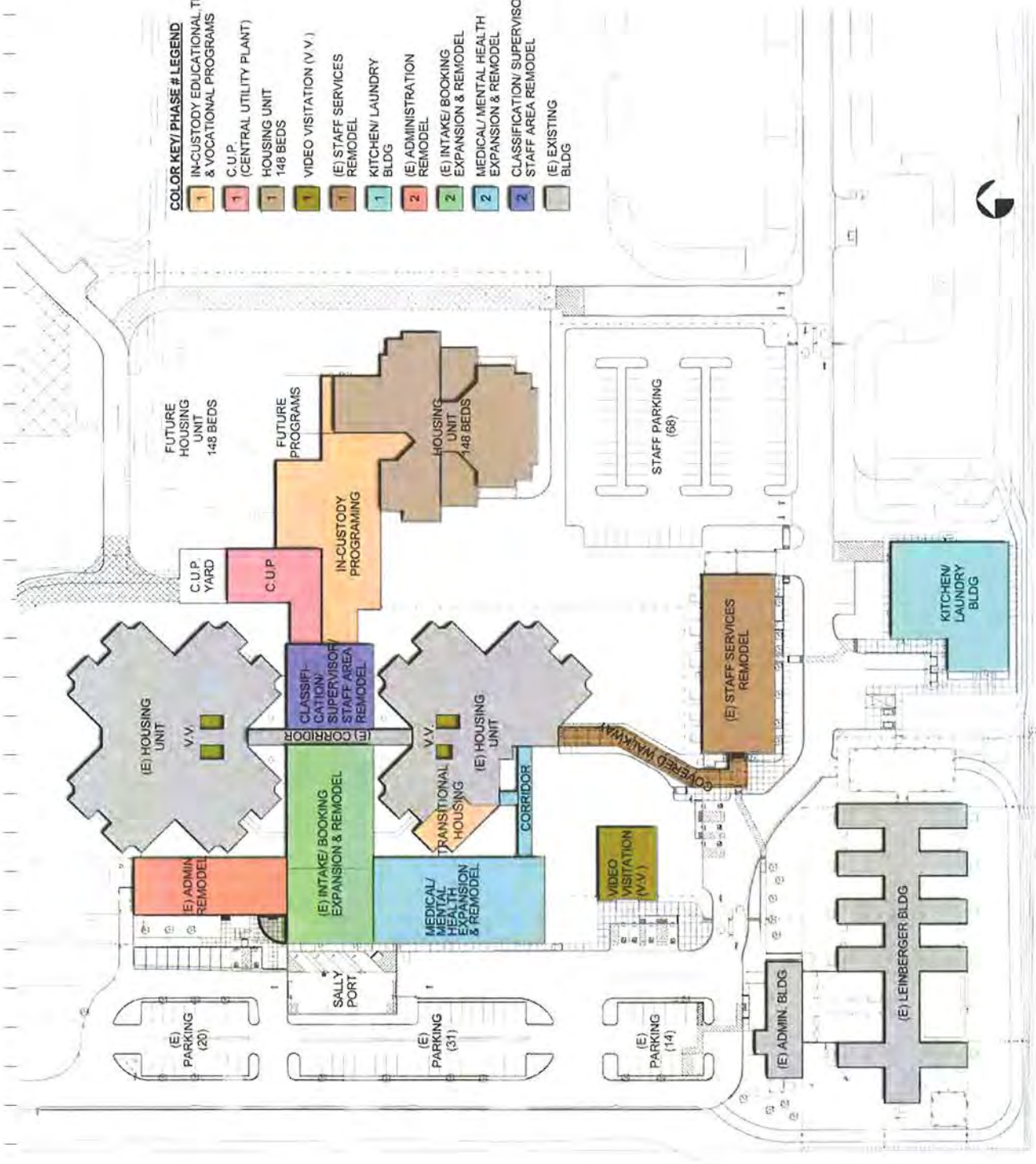
The total construction cost for the recommended jail construction project to be included in the CSA AB 900 Phase II project is estimated at \$42,225,000. The cost estimate is based on recently constructed jail projects in California escalated to the mid-point of construction and includes a 10% change order contingency. The estimated cost also includes fees for fixed equipment and furnishings and other costs related to (a) permits and reviews, (b) data and telephone, (c) testing and inspection, and (d) commissioning of equipment.

Project costs are estimated at \$3,220,000 which will cover architectural and engineering costs and consultant services to prepare required CEQA documents.

If Yolo County applies for the AB 900 funding, the Application must be submitted by January 11, 2012 with conditional awards in late March 2012. Schematic design work could begin in April 2012 and be completed by the end of July 2012. Design development drawings could be completed by March 2013 with construction documents available by November 2013. The duration of construction is estimated at 27 months with occupancy in July 2016. Under the conditions of the AB 900 funding regulations, the new housing facility must be staffed within 90 days of completion which would be November 2016.

COLOR KEY/ PHASE # LEGEND

1	IN-CUSTODY EDUCATIONAL TREATMENT & VOCATIONAL PROGRAMS
1	C.U.P. (CENTRAL UTILITY PLANT)
1	HOUSING UNIT 148 BEDS
1	VIDEO VISITATION (V.V.)
1	(E) STAFF SERVICES REMODEL
1	KITCHEN/ LAUNDRY BLDG
2	(E) ADMINISTRATION REMODEL
2	(E) INTAKE/BOOKING EXPANSION & REMODEL
2	MEDICAL/ MENTAL HEALTH EXPANSION & REMODEL
2	CLASSIFICATION/ SUPERVISOR STAFF AREA REMODEL
(E)	EXISTING BLDG



OVERALL FACILITY PLAN

SECTION 2: INTRODUCTION & METHODOLOGY

Yolo County Jail Needs Assessment Update

Introduction & Background Information

The Yolo County Sheriff's Department operates the County's jail detention system which includes the Monroe Center and Leinberger Facilities. The County jail system has been operating under a Federal Court-imposed inmate population cap since 1990. As a result of the population cap, the Monroe Facility can house a maximum of 313 inmates and the Leinberger Facility can house 142 inmates. The two jail facilities have a current combined pretrial and sentenced inmate bed capacity totaling 455.

The inmate population cap was imposed by the Courts because of severe overcrowding throughout the original jail facility. The crowding situation has persisted in the jail system since this time. Even with the construction of the expanded Monroe Center facility in 1988 and the opening of Leinberger minimum security facility, the County's jail system has had to respond to increased inmate populations each year.

In order to address the overcrowding, the Sheriff's Department has developed and implemented an array of alternative to incarceration programs and case processing procedures which have allowed the jail system to function within the limits of the population cap. Continued increases in inmate populations, particularly as a result of the new State AB 109 Realignment Law, is expected to seriously impact crowding in the two adult detention facilities.

The AB 109 legislation reassigns three groups of offenders previously handled through the State Prison and Parole System to California counties. The first group includes convicted offenders receiving sentences for new non-violent, non-serious, non-sex offender ("N3") crimes that will be served locally (one year or more). Offenders in this category will have no prior violent or serious convictions. The second group involves post-release offenders (up to three years) coming under Probation Department supervision for "N3" crimes released from State Prison. Offenders in this category may have had prior convictions for violent or serious crimes. The third group includes State parole violators who are revoked to custody. With the exception of offenders sentenced to life with parole, this group will be revoked to local County Jail instead of State Prison.

The California Department of Corrections and Rehabilitation (CDCR) estimates that in the initial first nine months of Realignment implementation (October 2011 to June 2012), the Yolo County criminal justice system will receive approximately 88 new "N3" offenders sentenced to local incarceration in the County Jail, 14 State parole revocations committed to the local jail and 207 Post-Release Community Supervision (PRCS) offenders receiving supervision provided through the Probation Department.

Between July 2012 and September 2013, CDCR estimates the AB 109 Realignment will result in 235 additional new locally sentenced offenders, 229 new post-release probation assignments, and 81 State Parole revocations to County Jail. Based on these estimates from CDCR over the first two year implementation period, the Yolo Probation Department is projected to receive a total of 436 Post-Release Community Supervision (PRCS) offenders (monthly average of 18). The Sheriff's Department is projected to receive 418 (monthly average of 17) "N3" felony offenders sentenced to jail time or some combination of jail time and community supervision and parolee jail commitments.

Estimated Average Daily Population (ADP) at "Full Implementation" of AB 109 of New Offenders in the Yolo County Criminal Justice System

- 277 "N3" offenders serving felony sentences in County Jail (130 serving less than three years; 147 serving more than three years).
- 215 California Department of Corrections and Rehabilitation (CDCR) offenders receiving Post-Release Community Supervision (PRCS) provided by the Probation Department.
- 37 revoked offenders in County Jail on State parole or local probation violations.

With the system-wide average daily population levels for the Monroe Center and Leinberger Facilities continually at or above rated bed capacities, the Sheriff's Department is extremely concerned about the influx of new AB 109 convicted and sentenced felony defendants. In order to address this situation, this Jail Needs Assessment Update was undertaken by the Sheriff's Department to help the agency determine if the County should apply for AB 900 Phase 2 Jail Construction Grant Funds.

Historical Perspective

Over the past several years, the Sheriff's Department has taken the following steps and actions to begin addressing the County's jail crowding problems:

- Developed and implemented jail population management alternatives specifically directed at relieving through nationally recognized pre- and post-sentenced release programs.
- Updated Jail Management and Operations by increasing staff responsibilities; expanding in-service training; and establishing new system-wide policies and procedures that addressed every major practice in the custody process.
- Upgraded and expanded inmate programs and services by developing a classification process for making both housing and program assignments; revamping medical and healthcare delivery; providing a wider range of legal and recreational library services; initiating community volunteer services and expanding basic inmate recreational opportunities.
- Developed a comprehensive Jail Needs Assessment Report in 2007 that incorporated both interim remodeling and long-range construction solutions to alleviate the most serious facility building needs of the Custody Division.

The Sheriff's Department also adopted a set of written goals and objectives for the Adult Corrections System that expressed, in broad terms, the principal purposes for which the County jails are operated. The Mission Statement included clear statements of philosophy directing such issues as (1) secure custody of inmates; (2) inmate welfare and safety; (3) staff welfare and safety; (4) system coordination and support; (5) use of alternatives to incarceration; (6) management roles and responsibilities; and (7) facility design standards.

The Sheriff's Department further concluded that the following major components were critical to improving the County's detention system: (1) need to build; (2) need to have the criminal justice agencies working together; (3) need to develop alternative programs; (4) equality of housing and programs; (5) new construction concepts involving the use of open environment and high inmate – staff interaction; (6) substantial staff training; and (7) compliance with California Title 15 Minimum Jail Standards and those of

the American Correctional Association. In addition, the Sheriff's Department endorsed several concepts which they felt were crucial and should be the focal points for implementing the newly created Mission Statement:

- The paramount goal of any jail must be public safety and security.
- The primary goal with regard to the inmate population should be that detained individuals will depart the facilities in no worse condition, physically or psychological than that in which they entered.
- Emphasis should be placed on conditions and facilities for staff. The staff has to work in the facilities 24-hours a day, seven-days-a-week, 365 days a year. After reviewing other facilities, it became apparent that too often, too little thought is given to staff in designing jails.
- Creative alternatives to prosecution, detention, and sentencing should be used, to the extent possible, and consistent with public safety.
- Any new jail facilities need to be designed with an eye toward flexibility in the segregation and housing of inmates. The County's original facilities were seriously lacking in this regard.
- Equal facilities and access to jail programs must be provided to male and female inmates.

In approaching the architectural design for the County's Jail Complex, the Sheriff's Department's Custody Division adopted two major components that called for jail facilities that:

- Utilized a podular-designed jail with an inmate management philosophy of direct supervision.
- Utilized a "Central Service Core" design concept which allowed more flexibility in both phasing construction and tying into existing or future onsite buildings.

This policy decision represented a major departure from the design and operation of the County's prior jail facility. To aid in the planning of future jail facilities, the Department also established the following implementation guidelines which they utilized in the development of their long-range Facility Master Plan for the County Jail System.

Guidelines For Development of Future Jail Facilities in Yolo County

- (1) The facilities should be flexible in design and allow for phased construction and future expansion horizontally rather than vertically.
- (2) The facility should be constructed to provide maximum security at its perimeter with layered security zones within the facility. Interior construction should be consistent with security needs of the area.
- (3) Overall security management of the facility shall be maintained by a Central Control station. Central Control should be responsible for the operation of all entry and exit doors and sally ports for both the perimeter and interior zones. This station shall be

in a secure area that is inaccessible to inmates, visitors, and away from high traffic areas.

- (4) The facility shall provide appropriate staff space to accommodate staff briefings, conferences, breaks, lunch, showers, toilets, and lockers. This space should provide staff privacy and relaxation away from other facility activities.
- (5) The design should provide for maximum flexibility in its components to accommodate inmate classifications. It should incorporate the concepts of centralizing administration, developing a Central Service Core, and providing alternative program space (centralized and decentralized) consistent with inmate classification.
- (6) A separate facility should be provided for those inmates assigned to the Work Furlough Program. There should be no contact between work furlough and regular jail inmates. This separation can minimize contraband smuggling problems, especially in service areas (e.g., food, laundry, etc.).

Jail Needs Assessment Methodology

In order to assist the Sheriff's Department respond to the jail's continued overcrowding situation, the Board of Supervisors in 2007 contracted with Steve Reader Enterprises to conduct a Jail Needs Assessment Report. In 2011, the Report was updated with assistance provided through the Criminal Justice Research Foundation (CJRF), Lionakis (architects and engineers), and supporting information provided by Steve Reader Enterprises. The work conducted in this update effort involved completing a series of planning objectives and related data collection tasks that were intended to:

Yolo County Jail Needs Assessment Update Planning Objectives

- **Planning Objective #1:** Document the full range of jail facility needs of the Yolo County Correctional System.
- **Planning Objective #2:** Reconfirm the goals and operational objectives that provide overall policy direction for Yolo's Adult Detention System.
- **Planning Objective #3:** Profile jail system processes involving felony and misdemeanor arrests and identify constraints that prohibit the jail system from resolving operational and facility-related problems.
- **Planning Objective #4:** Project the number of jail facilities, square footage, and other support space requirements of the Sheriff's Department's Custody Division. Determine whether or not it is cost-effective to provide facilities through remodeling or expansion of existing facilities and/or construction of new jail buildings.
- **Planning Objective #5:** Identify the practical steps that can be taken to meet the needs of the jail system while facility programming and construction is completed.
- **Planning Objective #6:** Prepare a time-phased detailed Needs Assessment Update and facility planning document the County can rely upon when making fiscal resource decisions and commitments involving the jails.

The information and data collected in responding to these planning objectives was used to prepare the Updated Jail Needs Assessment Report. The Assessment encompasses the planning criteria and supporting information specified by the California Corrections Standards Authority (CSA) and provides pre-architectural planning recommendations to meet jail facility requirements through the year 2018. The Report contains the following summarized information:

- **Criminal Justice System Trends:** An updated analysis of County criminal justice statistics and trends including a profile of the adult population detained in the Sheriff's jail facilities; identification of existing jail system average daily population (ADP) capacity; and projections of inmate population increases including changes in the profile of pretrial and sentenced adults housed in the system.
- **Programs and Services:** An updated assessment of jail programs and services presently in place, including alternatives to incarceration and judicial resources. The report identifies options and additional services that could be developed and suggests ways to enhance or expand current programs to address present and future needs.
- **Jail Facility Requirements:** The Assessment establishes an estimate of current jail facility needs including an evaluation of the potential of existing facilities for continued and future use. Options for facility development, including construction costs of proposed facilities, are also highlighted.

Update of Criminal Justice System Processing Trends

The preparation of the updated Jail Needs Assessment Study contains the following elements:

- History of present County jail system, status of the current facilities, and a description of current problem areas.
- Review of the basic mission, goals and objectives of the County jail system and the operational needs of the County's adult pretrial and sentenced jail facilities.
- Review of present processing of adult offenders from booking to release and preparation of detainee profiles.
- Review and evaluation of reasonable alternatives to incarceration and the extent to which these alternatives have been utilized by the County.
- Evaluation of specific custody needs, including level(s) of security, program, housing, and administrative space.
- Evaluation and recommendations regarding the utilization, modification, or expansion of the existing jail system and potential site locations for additional facilities.
- Consideration of various alternatives to meet the current and future needs of the County's jail facilities, staff and programs within Yolo County. Facility alternatives are delineated and accompanied by a list of advantages and disadvantages for each option. All alternatives (staff, facility, and programs) include estimated costs in current dollars, including initial costs and operating costs.

- Development of an updated time-phased Construction Plan that specifies adult jail facility requirements which Yolo County will have to meet during the next 20 years.

As part of the background work associated with the updating of the Needs Assessment, the following trend information was compiled from published and unpublished data collected by the California Department of Finance and Attorney General's Office Bureau of Criminal Statistics. Other trend information was developed from the Sheriff's Department's Custody Records. This information was intended to provide an overview of basic justice system processing trends in Yolo County.

Jail Needs Assessment Planning Information

- (1) County-wide adult population trends.
- (2) Adult arrest trends.
- (3) Jail booking and ADP population trends.
- (4) Felony Court processing trends.
- (5) Trends in Court sentencing practices.
- (6) Misdemeanor citation release trends.
- (7) Pretrial and sentenced release trends.

The specific information considered in the Update of these basic criminal justice processing trends included:

- (1) **Adult Population Trends:** Data showing growth comparisons between adult and total county-wide population for the period 2000 – 2030 was examined. The annual growth rate in adult male and female population for the period was also considered.
- (2) **Adult Arrest Trends:** Adult felony and misdemeanor arrest trends for the period 2000 – 2010 was examined. Changes in arrest rate patterns for specific offense categories was also collected and analyzed. Specific attention was directed to identifying changes in the percentage of arrests involving serious felony crimes of violence and weapons, alcohol/non-alcohol related crimes and the proportion of arrests between adult male and females.
- (3) **Jail Booking and ADP Population Trends:** Total jail bookings for the period 2000 - 2011 was examined. Specific attention was directed to identifying in average daily bookings, total pretrial and sentenced bookings, and male/female booking trends. Average daily jail population ADP trends for the same period was also examined. Specific attention was directed to changes in pretrial/sentenced and male/female ADP levels by facility.
- (4) **Felony Court Processing Trends:** Comparative changes in the types of Court and prosecutor decisions involving felony arrests in Yolo County and the State of California as a whole were analyzed. Attention focused on case processing trends involving (a) number of felony complaints denied by the District Attorney, (b) number of felony arrests reduced to misdemeanor offenses, (c) number of lower Court dismissals, and (d) Superior Court convictions.
- (5) **Court Sentencing Practices:** Overall trends in sentencing patterns associated with convicted felony cases were analyzed. Data was also compiled which showed changes in jail and prison commitments. Comparisons in the severity of dispositions

imposed by the Courts in Yolo County and the State of California in general were also reviewed.

- (6) **Misdemeanor Citation Release Trends:** Data was also collected and analyzed that showed the percentage of misdemeanor arrests cited by law enforcement agencies for the years 1999 – 2006.
- (7) **Pretrial and Sentenced Release Trends:** Data showing the number of felony and misdemeanor detainees interviewed and granted OR release was reviewed. The reasons why detainees did not qualify for early release was also examined. Other data was also compiled showing the average length of stay (ALS) for pretrial and sentenced defendants released through the jail system.

A key aspect of the background information compiled for the Updated Needs Assessment examined jail booking and population growth trends by facility and custody status. This data highlighted comparative changes in the number and percent of offenders booked and released within 24-hours at the County jail. The data also showed the average length of stay information for each method of release for both felony and misdemeanor arrests.

Inmate profile data was also assembled from inmate history records and jail population reports prepared monthly by the Sheriff's Department's Custody Division and through interviews with custody staff. The data examined selected characteristics of the jail population by inmate classification and custody status.

Profile of Existing Jail Facilities

Through observation of facilities, interviews with jail managers and staff, and analysis of basic operating records, profiles of Yolo County's Monroe Center and Leinberger Facility were developed. The profiles include an analysis of procedures used to process inmates from the time of their entry into the facility until release, including (1) the booking process including problems associated with booking facilities; (2) how detainees are housed and handled prior to classification and assignment; and (3) timing and content of the classification decision. Relevant population and inmate flow data was also included which showed (1) average daily population, (2) pretrial and sentenced population in each facility, and (3) trends (over the last ten years) in average daily population including shifts in pretrial and sentenced population. Other profile information focused on developing detailed data in a number of related areas including the following:

- **Configuration, Utilization, and Physical Condition of the County's Detention Facilities:** Principal items of information gathered were dimensions, structural design, current utilization of space in and physical condition of each of the County's jail facilities; number and size of cells; availability and size of areas used for programs, services, and jail operations; history of structural changes, (i.e., additions, remodeling, etc.) also received attention.

Information on physical layout, dimensions, and utilization of the detention facilities was developed by "walk-through," observation, measurement, and sketching. Information on history of the facilities was obtained directly from jail personnel.

- **Physical Layout of Jail Site:** Principal items of information gathered concerned dimensions, physical characteristics, and utilization of the site on which the jail facilities are now located. Site information was developed by physically measuring and mapping.
- **Jail Programs, Services, And Procedures:** Principal information gathered concerned nature of and policies governing current programs and services and

conduct of essential jail procedures. Information on all programs, services, and procedures was gathered through interviews with jail administrators, command staff, and staff who administer programs.

Updated Jail Population Projections

Detailed projections of adult jail system populations through 2025 which were prepared in the original Jail Needs Assessment Study completed in 2007 were reviewed and updated as required. Prior to the actual development of the projections, Foundation consultants considered several data collection issues. First, they reviewed and analyzed recent and expected trends at the state level which might impact on detention system population. This included potential for shift, in mandatory sentencing legislation and other relevant legislative trends (including AB 109 (Public Safety Realignment)). Potential trends were determined based on interviews with key legislators and staff of selected agencies including discussions with the Corrections Standards Authority (CSA) and California Department of Corrections and Rehabilitation (CDCR).

They also collected trend data involving historical growth in the County's population including (a) total growth and growth rates, especially involving the adult population base, and (b) shifts in socio-economic, gender, and ethnic population composition experience over the same period. Population growth projections developed for the County for the period 2000 – 2030 prepared by the California Department of Finances Demographic Population Projection Unit was also collected and analyzed. The analysis considered (1) total projected adult population growth, (2) age composition of the projected population, (3) locational projections in terms of overall growth, and (4) annual rate of growth.

Once this data had been analyzed, the original adult jail system population projections were reviewed using the following analytical steps:

- Review adult detention system caseload trends and identify, in terms of overall volume, nature and scope of offenses comprising that volume and characteristics of the population to include age, criminal history, and other relevant demographic descriptors.
- Compare adult detention system growth (as measured by arrests and the composition of the arrest population, bookings, and related population composition, and pretrial and post-sentence jail facility ADP population composition) with general County population trends and attempt to isolate quantitative relationships.
- Consider non-quantitative trends and assumptions likely to impact adult detention system populations including state level influences, including AB 109 Public Safety Realignment, as well as local sentencing practices.
- Project the adult detention system population over the five, ten, 15 and 20 year planning period employing (a) projected adult population growth for the County as a whole, (b) quantify the relationships linking overall population growth and associated population composition (age, social economic, ethnic, and gender composition) to criminal activity, incarceration rates, and the profile of the current adult jail system populations.

The original detention system populations were analyzed for trends and projections for pretrial and sentenced populations by sex and custody status for the 20 year planning period. The distribution by gender and sentence status was based on an analysis of custody status trends through 2011. The projections were factored to account for spikes in population and inmate management/security classification factors in each of the County's jail facilities.

In making the projections, two different methods were examined including (1) trend line projections and (2) incarceration rate projections. Use of the different projection methods provided a range of projections from which judgments could be made about future bed/cell space requirements from a planning perspective based on a continuum of low to high growth forecasts.

The trend line method compares ADP to time. The incarceration rate method uses changes in booking rates per 10,000 population, and ADP levels.

Planning Approach and Scope of Work

To accomplish this scope of work, the Foundation's study approach involved four separate and distinct sequential tasks of analysis. The four tasks of work included:

- Task 1: Review of current system problems and reconfirm goals and objectives and overall purpose of the local pretrial and sentenced jail facility.**
- Task 2: Examination of County's current and future jail needs for the adult criminal justice system.**
- Task 3: Analysis and selection of feasible facility solutions.**
- Task 4: Preparation of an Updated Jail Needs Assessment and Facility Construction Plan Report.**

The work that was undertaken in each of these tasks is summarized below.

Task 1: Review of Current System Problems, Reconfirm Goals, Objectives, and Overall Purpose of Local Pretrial and Sentenced Jail Facilities

The purpose of this first Task was to identify and carefully re-define the overcrowding problems faced by the County's adult criminal justice system. The work focused on developing a detailed understanding of the various schools of thought existent in Yolo County regarding problems, issues, and potential solutions for the adult corrections system. Major policy decisions regarding facilities must meet both the immediate and long-range needs of the community as well as that of the Sheriff's Department, other law enforcement agencies, Probation Department, Superior Court, and adult offenders. For this reason, the documentation of problems and other key issues were critical initial steps in the updated Jail Needs Assessment and facility planning process.

This work involved an analysis of documents related to the adult corrections system in Yolo County. This included such documents as prior overcrowding studies or project evaluations of programs which comprise or are related to the jail corrections system in the County; Grand Jury reports; and any County annual criminal justice plans for the last several years. Based on the results of this initial work and related data collection efforts, staff prepared a detailed list of preliminary issues which were explored over the course of the Jail Needs Assessment Project.

Task 2: Examination of County's Current and Future Jail Facility Needs For the Yolo County Criminal Justice System.

The work undertaken in this Task basically involved a comprehensive examination of what has occurred in the County's pretrial and sentenced jail facilities in the past, especially with respect to how the existing facilities are used, and the impact criminal justice system functions have affected population levels. The collection, analysis, and interpretation of the data was intended to show, for example, who has been

detained, the volume and pattern of bookings/admissions from particular jurisdictions, why the bookings occurred, how long adult offenders are detained, and method of release. The resulting analysis provided the baseline information for assessing the prior Needs Assessment programs and facility recommendations projected both detention facilities for future years.

A key aspect of the projections involved making determinations of what County criminal justice officials want to occur in the future. Many critical policy decisions concerning how the jail system is to be used and which kinds of programs and alternatives may be acceptable or desirable were examined as a result of the tasks undertaken in this phase of the Study. The analysis that was carried out involved:

- Developing an updated profile of County's jail population and programs.
- Documenting the operation of the County's criminal justice system (crime, law enforcement, prosecution, courts, probation, etc).
- Identifying key issues in terms of how criminal justice system operations affect the County's pretrial and sentenced jail facilities.
- Considering a range of "alternative" programs (other than jail/incarceration) which may be desirable or necessary.
- Documenting the trends in population growth, adult crime, and incarceration rates which will affect the County's future need for jail beds and other programs.
- Validation of projected needed jail beds and incarceration alternative programs for the next five, ten, and 20 years.

The data gathering and analysis process was based on a non-experimental design using a series of selected case processing study samples and evaluation of "key" criminal justice system processes and procedures. The effort focused on compiling information from five basic sources which were used to identify short-term solutions for any problems affecting the jail system and provided the basis for projecting jail capacity requirements during the next 20 years. These sources will included the following:

1. Analysis of published adult arrests, intake/booking, offense, field citation usage, and other broad case processing trends associated with the County's justice system.
2. Analysis of the monthly ADP population and occupancy counts and corresponding patterns occurring over the past several years.
3. Analysis of prior "snapshots" of the jail population at various times. The snapshots were used to analyze the overall offense composition of the jail population during these designated reporting periods and any subsequent changes in the general severity of the offense patterns which might have occurred among the adult offender detainee population. The snapshots also provided an opportunity to document personal and behavior characteristics of detainees based on their own responses or direct knowledge of jail staff.
4. The collection effort was designed to analyze numerous discreet elements of information associated with the intake / booking and court decision processes involved in handling adult defendants in the criminal justice system.
5. Synthesis of supporting statistical data developed in conjunction with the original Jail Needs Assessment Study completed in 2007.

Task 3: Analysis and Selection of Feasible Facility Solutions

In order to assess overall building and construction impacts for housing and expanding inmate populations in the Yolo County jail system, a facility evaluation and construction option analysis was undertaken. The work included an evaluation of renovation and remodeling requirements to support existing detention facilities as well as new custody construction options which could be considered in a construction plan to meet future projected inmate growth and security requirements.

The work examined the configuration, capacity, utilization, security levels, and physical condition of the County's adult jail facilities. The information was intended to highlight any significant issues concerning the adequacy of the space and physical arrangement of the various jail facilities the County operates.

Based on the defined uses of space identified for each facility, an assessment of the quality of the functional use area space was undertaken. The assessment of each defined space took into account factors including (a) appropriate size, (b) efficiency/organization, (c) expansion characteristics, (d) circulation, (e) location, (f) adjacencies, and (g) level of privacy. Overall conclusions about the adequacy of a facility and its space provisions focused on standard building and design criteria as well as the systems needed to support the operation of such a facility. Discussions with staff and their opinion of the space and building systems were also taken into account when evaluating a particular space or area.

The physical plant assessment information was intended to identify any significant issues concerning the adequacy of the space, and custody/housing levels associated with the jail facilities the County operates. The resulting analysis also helped provide insight into several fundamental questions about the overall characteristics, continued use, and future expandability of local jail facilities. This analysis was intended to address the following planning issues:

1. Are local adult detention facilities sufficiently sized, configured, and in a condition from a physical plant perspective to support the security level and program requirements of the detainee population of felony and misdemeanor offenders?
2. Are there renovations, remodeling, or other building modifications which can be made to existing facilities which would make better use of available space for staff and/or detainees?
3. Do any of the local jail facilities contain building elements or systems which present excessive liability for the County when continuing to operate or use the facility at current ADP levels?
4. What are the likely and probable costs the County will experience in maintaining and operating jail facilities for the expected useful life of the institutions?
5. Can any of the existing jails be economically expanded to accommodate future increased populations?
6. Does the existing inventory of custody bed housing classifications match the characteristics and security profile of the pretrial/sentenced inmate populations?
7. Can any jail housing units be modified for programmatic uses instead of inmate housing?
8. Are there other non-traditional custody housing configurations which might be considered for construction?

9. From either a capacity or operational perspective, is it cost-effective for the County to renovate and upgrade the Monroe Center or Leinberger facility?
10. Is the future phased construction outlined in the jail system's Master Plan still valid or are there other types of inmate housing which should be considered in the building plan?

In order to plan and design for additional capital improvements for the Yolo County adult detention system, the following analysis was undertaken during the jail construction study. The initial analysis dealt with evaluating the detention system's infrastructure to determine where the most effective design solutions could be applied at the lowest financial impact. The second area of analysis examined the existing and future bed needs based on current population characteristics, security, classification and housing trends. The final area of the analysis provided the County with design solutions and options that were derived from the overall assessment and review of the County's jail facilities.

JAIL FACILITY FUNCTIONAL USE AREAS	
Administrative and Staff Areas	Food Service
Public Area	Laundry
Visiting	Intake/Release
Central Control	Housing
Programs and Services	Medical/Mental Health/Dental
Indoor Exercise/Recreation	Outdoor Exercise
Circulation Areas	Future/Shelled Unimproved Space
Maintenance/Mechanical	Vehicle Sallyport and Parking
Electrical/Storage	Non-Jail Facility Space

Information on physical layout, dimensions, and utilization of the detention facilities was developed by "walk-through," observation, measurement, and sketching. Information on history of the institution's defined use was taken directly from facility personnel.

Based on the defined uses of space identified for each facility, the Consultant team made an overall assessment and rating of the quality of the existing space in the institutions. The evaluation of the physical plant was completed by a member of the Project Team who has been professionally involved in reviewing numerous detention facility designs throughout the State. The ratings assigned to functional use areas were based on the following factors:

Factors Considered in Assessing the Quality of Jail Functional Use Areas

1. **Space:** Appropriate size, efficiency/organization, allows expansion, circulation, location, adjacencies, and privacy.
2. **HVAC:** Air circulation, heat, cooling, controls, supply, return, ventilation, and insulation.
3. **Plumbing:** Adequacy, Toilets, sinks, urinals, partitions, water heater, faucets, drinking fountain, insulation, and showers.
4. **Lighting:** Adequacy, lighting controls, level, light lens, natural light, and energy efficient.
5. **Noise:** Noise level, noise control, acoustics.
6. **Systems:** Paging, speakers, cameras, monitors, intercom, duress, press to talk, and radio.

7. **Fire Safety:** Smoke detectors, heat detectors, pull stations, alarm panel, smoke evacuation, alarm, emergency lights, fire escapes, auto door closures, fire sprinklers, halon, wet stand pipes, dry stand pipes, crash door hardware, adequate exiting, materials, wire glazing, and fire rated doors.
8. **Security:** Maximum hardware/doors, medium hardware doors, minimum hardware doors, staff observation, sightlines, secure control station, sallyport, security glazing, walls, ceilings, floors, secure cells, structural soundness, safety cell, secure from within, secure from outside, fixtures, and furnishings.
9. **Handicap Access:** Doors width, door swing, grab bars, ramps, washbasin, toilet, restroom facilities, toilet stall, water fountain, curbs, parking, telephone, recreational facilities, elevators, emergency exits, isles, classroom furniture, and cells.
10. **Structure:** Wall finish, floors covering, ceiling finish, windows/glazing, doors / hardware, furniture, equipment, and fixtures.

The resulting analysis was used to help provide insight into several fundamental questions about the overall characteristics, continued use and future expandability of local jail facilities.

Overall conclusions about the adequacy of a facility and its space provisions incorporated the evaluator's professional knowledge of standard building and design criteria as well as the systems needed to support the operation of such a facility. In some instances, discussions with staff and their opinion of the space and building systems have also been taken into account when evaluating and developing a composite rating of a particular space or area will be taken into account.

- **Jail Facility Bed Capacity/Security Needs:** Focused on identifying the type of jail bed needs based on incarceration rate trends and future projections. The review included (1) a review of attitudes toward jail incarceration; (2) a review of systems operations and inmate classification (3) a review of growth and crime rate; (4) identification of future jail bed needs; and (5) a determination of jail housing classification types. The goal was to determine the current and future needs for specific types of beds, including supporting ancillary spaces.
- **Construction Options Analysis:** Focused on developing a construction options analysis that identified several preliminary design solutions and their operational and construction cost implications. Preliminary solutions included traditional inmate housing as well as other non-traditional housing configurations (drug treatment residential unit, etc.). The goal was to provide a plan that was (a) cost effective, (b) responsive to staff needs, and (c) will satisfy current and future system needs.

Design solutions included analysis of detention facility modifications, alterations, renovations and new construction including (1) development of area space standards, (2) facility program and space requirements, (3) pre-architectural facility layout and diagrams, (4) facility site layout, (5) probable construction and project costs, (6) probable staffing and operating costs, and (7) a phased implementation plan.

The final work in the updating of the Jail Needs Assessment Report concerned the selection of feasibility facility solutions which best address the problems identified with the County's jail system. The jail system needs identified in previous jail studies combined with the new jail profile, system processing trends, and population projections were translated into facility requirements which covers the following topics: (a) review of goals and objectives, (b) projections of facility type over the planning period, (c) list of programs and services the jail system runs or intend to run, and (d) estimates of space needs for each function. This information formed the basis of the following:

- **Specifications of Facility Requirements:** Projected jail facility requirements which Yolo County will have to meet over the 20 year planning period. Specifications of facility requirements were outlined in terms of the following:
 - Type and number of jail facilities required including security levels and support space.
 - Timing that will be required.
 - Scope of facility additions to be required to include square footage and other related space requirements.
 - Whether or not it appears most cost-effective to provide required facilities through remodeling and/or expansion of existing jail space and/or construction of new jails.
 - Estimated location of required jail facilities.

Task 4: Preparation of Updated Jail Needs Assessment and Construction Plan Report

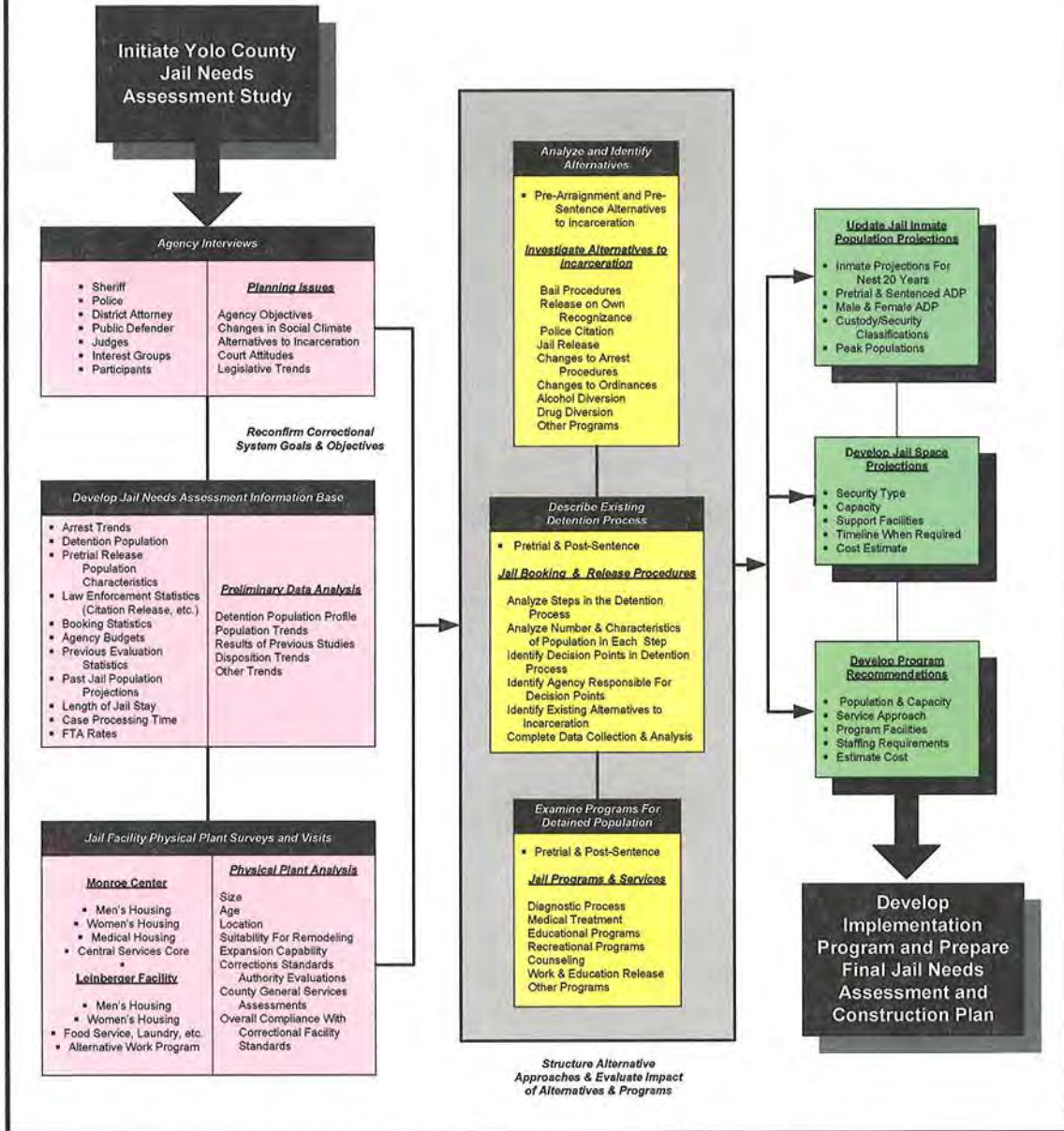
Once the Sheriff's Department considered the results of data collection tasks and identified facility solutions and organizational support requirements, a draft report was written. The report outlined needs and recommendations for resolving operational and facility issues confronting Yolo County's jail system. The draft report was reviewed and approved by the Sheriff's Department.

In combination, all four work tasks that were undertaken were specifically designed to identify the current problems with the County's jails and support programs and to determine the amount of space, facility design, and appropriate cost structure required to adequately handle the adult detention system needs of the County.

The Figure which follows this page, contains a graphic sequential outline of the approach that was followed in the development of the Jail Needs Assessment Update. It shows key decisions points; study products as key work tasks that were accomplished; and the general sequence of data collection and analysis associated with the study. The data gathering analysis process was based on information available from previously published studies and supplemental data compiled to comply in response to key planning issues identified in the course of the Study.

Data from these separate sources provided the base of information needed to identify many of the case processing practices and other aspects contained in the intake/booking and judicial process which might contribute to the jail overcrowding problem. The information also gave the Sheriff's Department a general profile of who is being detained, offense patterns, elapsed time between key processing decisions, and other basic characteristics of the adult offender population. The data also formed the basis of estimating the impact of any recommended changes in case processing decisions chosen to relieve the pressure of the jail's overcrowding including the affect they will have on the overall ADP population levels.

Approach Used to Develop the Yolo County Jail Needs Assessment Update



SECTION 3: JAIL FACILITY DESCRIPTION

Yolo County Jail Needs Assessment Update

Monroe Center and Leinberger Facilities

Between 1929 and 1969, the Yolo County Jail was located in the Sheriff's Main Building on Third Street in Downtown Woodland. The two story building also had a basement and was constructed of granite. The facility had a capacity of approximately 60 inmates. Designed as a "linear" facility it was difficult to properly supervise the inmates. The facility became very crowded and antiquated and a replacement jail was needed.

County Jail Facilities

The Sheriff's Department operates two adult jail facilities, the Monroe Detention Facility and Leinberger Facility. The Monroe Detention Facility was constructed in 1988 with a rated Corrections Standards Authority (CSA) bed capacity for 272 pretrial and sentenced detainees. The Leinberger Facility was opened in 1991 with a CSA rated bed capacity for 120 minimum security inmates. During recent years, crowding at the Monroe Center has affected the classification of inmates forcing the Sheriff's Department to house medium security detainees including felony presentenced mail inmates at the Leinberger Facility.

In 1952, the County opened the Branch Jail near East and Main Streets for sentenced minimum security inmates. The Facility operated from 1952 to 1991. The facility was in fact a large warehouse primarily consisting of one large room in which the inmates were housed in dorm style bunk beds. The construction was in building terms a large "quonset hut". The Facility housed approximately 70 inmates who went on work crews for the County during the day. The Facility also contained the kitchen which provided meals both for the Branch Jail and the Downtown Main Jail.

In 1969, a new jail was completed near the Courts at 814 North Street in downtown Woodland. The facility contained 120 beds and again provided only linear supervision of the inmates. The building was constructed of concrete blocks. By 1985, the facility had become extremely crowded and the County was sued in Federal Court for Constitutional violations.

The severe overcrowding and Federal lawsuit precipitated the planning for a new jail. When Sheriff's jail management began planning the new jail, the Federal Government was looking to contract with agencies for housing Federal Prisoners. The County signed a contract with the Federal Government to provide housing for approximately 86 Federal inmates in the new jail for which funding was made available to help build the new jail.

The new jail, Monroe Detention Facility was constructed by using State Proposition 52 and Federal funds and opened in 1988. The new Facility was designed to be a state of the art modern correctional facility and utilized design concepts from several modern facilities primarily located in Texas. Designed to utilize direct supervision of inmates it was one of only a few in California to use this innovative new style which has become common place today.

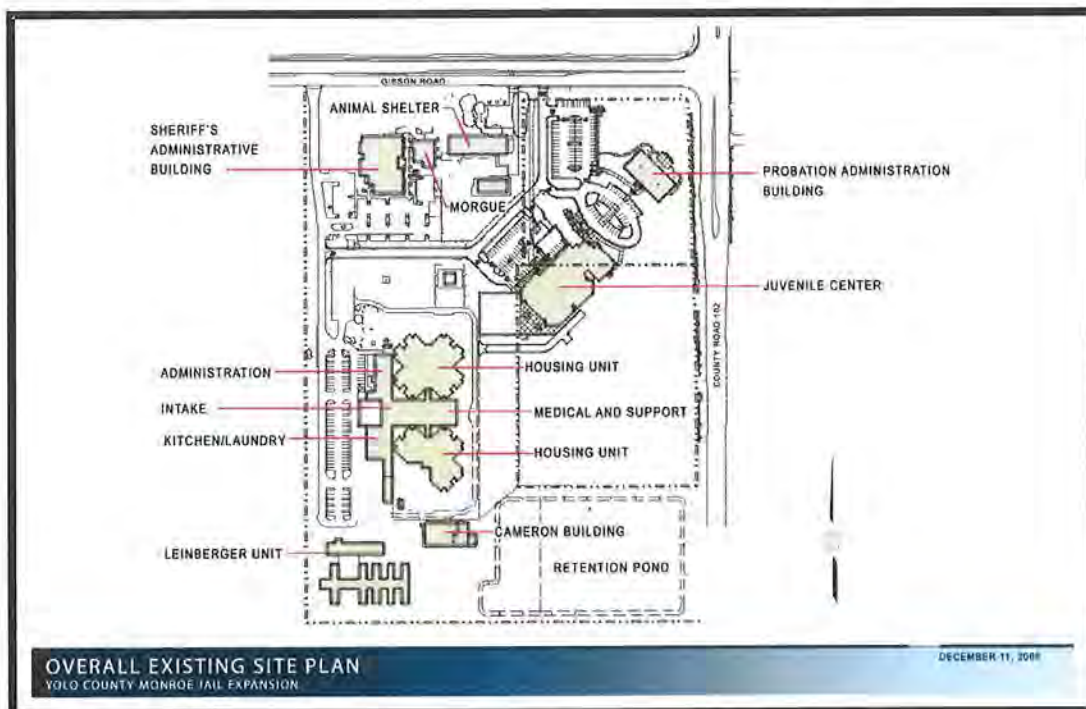
The new Monroe Facility opened displaying numerous new, innovative and controversial components. Some of these include open "docile" unlocked open holding in booking, open booking counters, large glass windows in booking cells, carpet and vending machines in inmate dayrooms and smaller central recreation yards in each housing unit. The new ideas even required officers to wear blazer style sport coats and ties instead of uniforms.

The Facility opened with mostly single cells. However in 1991, as the Facility became crowded, many of the single cells were double bunked. The Monroe Facility also provides food services and laundry for all of Yolo County's correctional facilities and programs. The limited Medical Unit is also in Monroe and serves to house the medical and mental health programs for the inmates.

Since opening the jail has seen numerous policy and practice changes primarily caused by hardening inmate attitudes and security levels coupled with Jail Management philosophy changes. The violent nature and charges of inmates is significantly different than when the jail opened in 1988. While many adjustments have been needed, the philosophy of direct supervision remains.

In 1991, the Leinberger Facility was opened to replace the 1952 Branch Jail. The Facility was designed and built for the purpose of housing minimum security primarily sentenced inmates. During recent years, crowding at the Monroe Center has pushed the classification of inmates down forcing the housing of medium security inmates including felony pre-sentenced males at Leinberger. The result has been predictable escapes and other problems. The security concerns have forced remodeling of the facility to make it more secure including recently adding more camera and steel bars on the windows. Because of the construction materials used in the building, it cannot meet the level of security desired for medium security inmates. In 1994, using State Proposition reversionary funds, the Cameron Programs Building was completed. The building is designed to meet the program and storage needs of the jail and the inmates. The building was designed with classrooms and computer training to meet the rehabilitation needs of the Leinberger sentenced inmates. The Facility also contains a large warehouse designed to provide most of the jail's primary storage needs.

The following aerial photograph shows the physical location of the Monroe Detention Facility and Leinberger Facility located in Woodland, California, adjacent to the Yuba Community College campus. The aerial also shows the general site boundaries, public access, and parking areas associated with the complex. The floor plan for the Monroe Center is also graphically displayed showing the adjacencies and basic footprint of the detention facility and circulation path to the housing units. The Monroe Center contains approximately 84,500 square footage of detention and inmate support space. **(See Appendix A: Photographic Layout of the Yolo County Monroe Center)** The floor plan for the Leinberger Facility is also highlighted in the remainder of this section. The Leinberger Facility contains approximately 18,902 square footage of minimum security detention and inmate support areas.



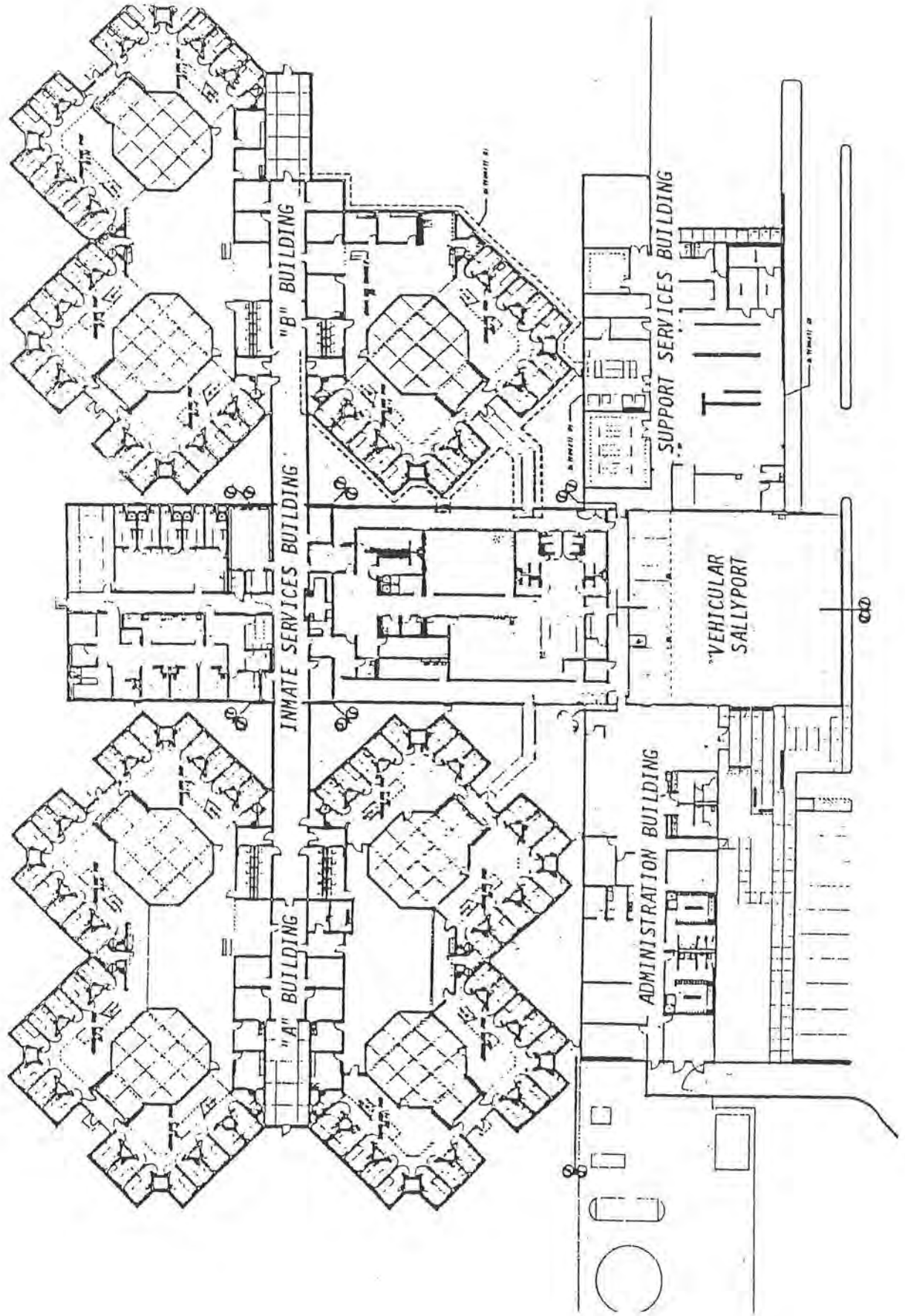


©2010 Goo
AERIAL SITE VIEW @ 2375 FT

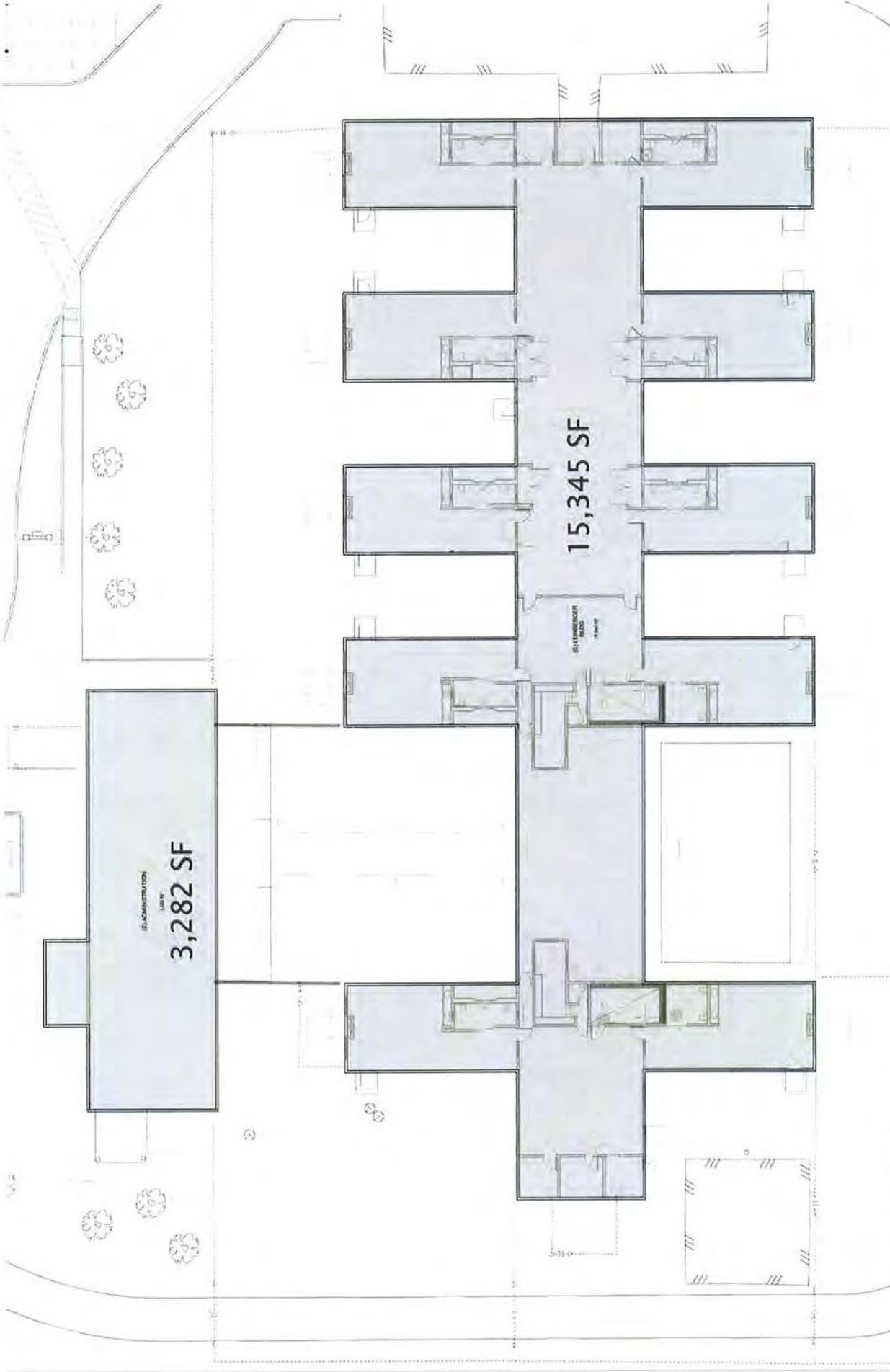
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YOLO COUNTY MONROE JAIL EXPANSION - AB900/ PHASE 2

Yolo County Sheriff's Department
Monroe Center



LIONÄKIS



(E) LEINBERGER & ADMIN. BLDGS PLAN

YOLO COUNTY MONROE JAIL EXPANSION - AB900/ PHASE 2

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SECTION 4: ARRESTS, JAIL BOOKINGS & ADP TRENDS

Yolo County Jail Needs Assessment Update

Reported Crime Patterns

Analysis of changes in reported yearly crimes and crime rates per 100,000 population to County law enforcement agencies can provide an indication of the overall characteristics of a community's crime patterns, law enforcement responses, and relationships to arrest trends which impact a County's jail system. As part of the Needs Assessment Update, reported crimes and crime rates for the period 2000 – 2010 in Yolo was collected and analyzed. The analysis revealed the following significant trends:

- Reported Crime Patterns:** As the table below shows, in 2010, a total of 6,501 crimes were reported by residents to local law enforcement agencies. Approximately half of the reported crimes involved property offenses including burglaries, motor vehicle thefts, and thefts over \$400 in value. Nearly 43.9% of the crimes were thefts under \$400 in value. A total of 512 (7.9%) of the reported crimes involved violent offenses.

Overall, reported crimes increased 7.1% in Yolo County over the 11 year period between 2000 – 2010. Total crime rates per 100,000 population during the same period dropped from 3,552.4 to 3,182.4 per 100,000 population, a reduction of 10.4%. The most significant drop in crime rates between 2000 – 2010 involved violent crimes which declined by 55.1% and arson which declined by 46.1%.

Comparison Between California Statewide and Yolo County Crimes and Rates by Category and Type of Crime 2000 - 2010						
Crime Category	California			Yolo County		
	2000	2010	% Change 2000 - 2010	2000	2010	% Change 2000 - 2010
Reported Crimes:						
Violent Crimes	210,492	163,957	-22.1%	953	512	-46.3%
Property Crimes	578,309	584,999	-1.2%	2,513	3,074	22.3%
Larceny - Theft (under \$400)	476,551	396,524	-16.8%	2,518	2,857	13.5%
Arson	14,406	7,864	-45.4%	90	58	-35.6%
Total	1,279,758	1,153,344	-9.9%	6,071	6,501	7.1%
Reported Crimes Rates (Per 100,000 Population):						
Violent Crimes	610.5	422.3	-30.8%	557.6	251.1	-55.0%
Property Crimes	1,677.2	1,506.7	-10.2%	1,470.3	1,501.7	2.1%
Larceny - theft (under \$400)	1,382.1	1,021.3	-26.1%	1,471.6	1,401.2	-4.8%
Arson	41.8	20.3	-51.4%	52.7	28.4	-46.1%
Total	3,711.6	2,970.6	-20.0%	3,552.4	3,182.4	-10.4%

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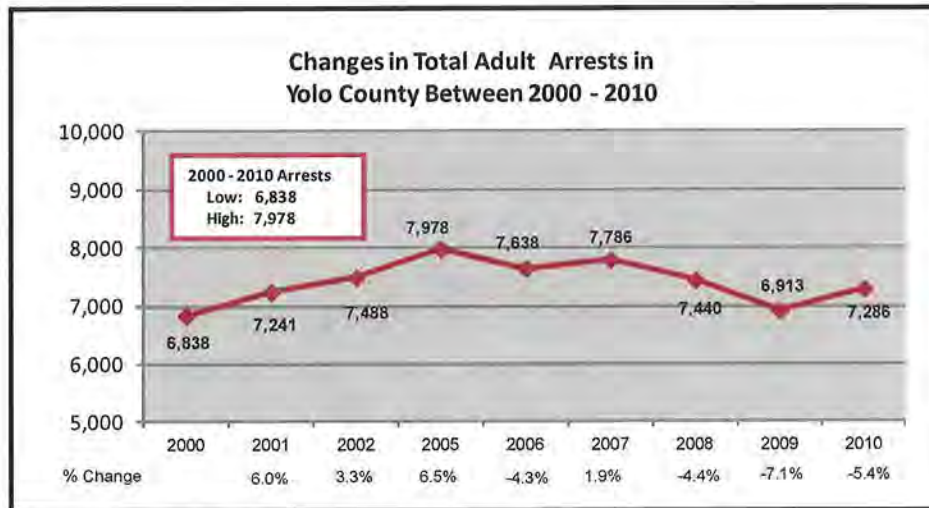
- Crime Rate Comparisons:** In spite of the downward trend in County reported crime rates, a comparison of Yolo's crime rate with California statewide crime rates per 100,000 population in 2010 shows that the County's total crime rate (3,182.4) is 7.2% higher than the California statewide crime rate in 2010. Property crime rates in Yolo County for burglary, auto theft, and thefts over \$400 in value between 2000 – 2010 increased 2.1% while these same rates statewide declined 10.2%. Overall, statewide

crime rates between 2000 – 2010, declined approximately 20.0% but the decline in Yolo County was only 10.4%, nearly half of the reported reduction compared to California as a whole. (See *Appendix B: Yolo County Crime Rate Trends 1996 – 2010*)

Adult Arrest Trends

Any analysis of growth trends impacting adult detention facilities must consider adult arrest patterns. Arrests have major impact on booking volumes at detention facilities, on inmate population levels, and on the workload of agencies that must make case processing decisions. The information in this section analyzes overall changes in adult felony and misdemeanor arrest patterns in Yolo County.

- Total Adult Arrests:** In 2010, Yolo County law enforcement agencies arrested a total of 7,286 adult offenders. This volume of arrests was 6.6% higher than the total number of county-wide adult arrests (6,838) which occurred in calendar year 2000. During the first half of the decade, adult arrests increased each year and peaked with 7,978 in 2005. In the intervening years, total yearly adult arrests have fluctuated to their 2010 level (7,286).



- Felony and Misdemeanor Arrest Trends:** On a yearly average basis, Yolo County law enforcement agencies have been arresting 2,675 felons and 4,897 misdemeanants. For the past 11 years, an average of 7,572 adults have been arrested each year for felony and misdemeanor crimes. For the period 2000 – 2010, countywide felony arrests have increased by 5.1% while misdemeanor arrests have increased by 7.3%. The total number of annual arrests have ranged from a low of 6,838 (2000) to a high of 7,978 (2005). The mix of felony and misdemeanor arrests has not fluctuated significantly during this period. Felony arrests generally account for about one out of every three arrests local law enforcement agencies make each year. (See *Appendix C: Number and Yearly Percent Change in Adult Felony and Misdemeanor Arrests, 1990 – 2010*)

Yolo County Adult Felony and Misdemeanor Arrest Trends 2000 - 2010						
Year	Felony Arrests		Misdemeanor Arrests		Total Adult Arrests	% Change
	Number	% Change	Number	% Change		
2000	2,255	-3.8%	4,583	-7.0%	6,838	-0.3%
2001	2,584	14.6%	4,665	1.8%	7,249	6.0%
2002	2,922	13.1%	4,566	-2.1%	7,488	3.3%
2003	3,087	5.6%	5,108	11.9%	8,195	9.4%
2004	3,098	0.4%	5,378	5.3%	8,476	3.4%
2005	2,987	-3.6%	4,991	-7.2%	7,978	-5.9%
2006	2,844	-4.8%	4,794	-3.9%	7,638	-4.3%
2007	2,696	-5.2%	5,090	6.2%	7,786	1.9%
2008	2,419	-10.3%	5,021	-1.4%	7,440	-4.4%
2009	2,163	-10.6%	4,750	-5.4%	6,913	-7.1%
2010	2,368	9.5%	4,918	3.5%	7,286	5.4%
Ave. Yearly Arrests 2000 - 2010	2,675	5.1%	4,897	7.3%	7,572	6.6%

YoloCo/Tables&Charts/Table13

- Male and Female Adult Arrests:** In 2010, 1,676 females were arrested by City and County law enforcement agencies. These arrests represented 23.0% of the total county-wide arrests (7,286) which occurred that year. Approximately 77.0% of the adult arrests in 2010 involved male offenders. The overall percentage of male and female adult arrests in Yolo County between 2000 – 2010 has changed significantly. In 2000, females accounted for approximately one out of every five arrests in the County. Today they represent one out of every four arrests. *(See Appendix D: Male and Female Adult Arrest Trends, 1990 – 2010)*

Yolo County Male and Female Adult Arrests					
	<u>2000</u>		<u>2010</u>		<u>% Change</u>
Male Arrests	5,479	80.1%	5,610	77.0%	2.4%
Female Arrests	1,359	19.9%	1,676	23.0%	23.3%
Total Arrests	6,838		7,286		6.6%

- Arrest Offense Patterns:** In spite of the fluctuations in yearly adult arrests between 2000 and 2010, nearly one out of every five felony and misdemeanor arrests in Yolo County involve adults who have been arrested for serious crimes of violence and weapons charges. Analysis of offense patterns over the past decade shows that adult arrests involving violent crimes and weapons have not changed appreciably each year. During this same period, adult felony and misdemeanor property crime arrests increased 29.6% while drug arrests have also increased 12.2%. County-wide, arrests involving alcohol offenses have increased 14.6% and all other offense categories have increased 25.6%. *(See Appendix E: Changes in Number of Adult Arrests by Offense Category, and also see Appendix F: Yolo County and California Statewide Adult Arrests by Felony and Misdemeanor Offense Category 2001-2010)*

YOLO COUNTY CHANGES IN NUMBER OF ADULT ARRESTS BY OFFENSE CATEGORY 2000 -- 2010						
Year	Violence & Weapons	Property	Drugs	Alcohol	Other	Total
2000	1,052	710	1,066	2,277	1,733	6,838
2001	1,100	820	1,362	2,252	1,715	7,249
2002	1,281	972	1,442	2,021	1,772	7,488
2003	1,325	984	1,587	2,376	1,923	8,195
2004	1,386	994	1,350	2,448	2,298	8,476
2005	1,328	945	1,445	2,378	1,882	7,978
2006	1,327	888	1,396	2,391	1,636	7,638
2007	1,176	798	1,167	2,281	2,364	7,786
2008	1,070	812	1,044	2,407	2,107	7,440
2009	1,028	803	1,060	2,095	1,927	6,913
2010	1,049	920	1,196	1,944	2,177	7,286
% Change	0.3%	29.6%	12.2%	14.6%	25.6%	6.6%
Ave. Yearly Arrests	1,193	877	1,283	2,261	1,958	7,572
(%) Percent	15.6%	11.6%	16.9%	29.9%	25.9%	100.0%

YoloCo/Tables&Chts/Table 14

- Adult Arrest Rate Trends:** When factored for the effects population growth, the adult arrest trend data shows that the total adult felony and misdemeanor arrest rates per 100,000 adult population between 2000 - 2010 has declined 18.6%. Felony adult arrest rates during this same time period, have declined 19.8% and misdemeanor arrest rates have also dropped 18.0%. (See *Appendix G: Adult Felony and Misdemeanor Arrest Rate Trends*)

Arrest Rates Per 100,000 Yolo Adult Population				
<u>Offense Category</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>% Change</u>
Felony Arrests	2,050.0	2,220.8	1,644.5	-19.8%
Misdemeanor Arrests	4,166.4	3,710.8	3,415.3	-18.0%
Total Arrests	6,216.4	5,931.6	5,059.8	-18.6%

Comparison of Yolo County and statewide adult arrest rates per 100,000 adult population (ages 18-69) for the period 2000-2010 shows that statewide felony and misdemeanor arrest rates declined 12.4% while Yolo County arrest rates declined 18.6%. Even though arrest rates have been declining at a higher percentage in Yolo County compared to statewide rates, the total number of felony and misdemeanor arrests per 100,000 adult population in each year have been significantly higher compared to statewide arrest rates. As the table on the next page shows in 2010, total California statewide adult arrest rates were 4,659.7 per 100,000 adult population compared to 5,059.8 in Yolo County, a difference of 8.6%.

Comparison of Yolo County and California Statewide Adult Arrest Rates 2000 - 2010

<u>Offense Category</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>% Change</u>
<i>Yolo County:</i>				
Felony Arrests	2,050.0	2,220.8	1,644.5	-19.8%
Misdemeanor Arrests	4,166.4	3,710.8	3,415.3	-18.0%
Total Arrests	6,216.4	5,931.6	5,059.8	-18.6%
<i>California Statewide:</i>				
Felony Arrests	1,782.8	1,961.7	1,528.9	-14.2%
Misdemeanor Arrests	3,541.1	3,341.1	3,130.8	-11.6%
Total Arrests	5,323.9	5,302.8	4,659.7	-12.4%

Jail Inmate Booking Trends

The Yolo County Sheriff's Department is responsible for the care and custody of all prisoners falling under the jurisdiction of the Sacramento County Court system. The Department also contracts with the U. S. Government to house some Federal inmates. The Department operates two jail facilities to house inmates, the Monroe Center and Leinberger facility. The Monroe Center is a Type II facility that houses nearly all the County's pretrial population, a number of Federal prisoners, and INS detainees. The Monroe Center houses the jail system's intake and booking functions. The jail has a Corrections Standards Authority (CSA) rated capacity for 272 male and female inmates. The Leinberger facility is located adjacent the Monroe Center at the Sheriff's Department Complex in Woodland, California. The Leinberger facility has a current CSA rated capacity for 120 detainees. Analysis of the jail's booking trends are summarized in the following section.

- **Main Jail Daily Inmate Bookings:** In 2011, the Monroe Center processed an average of 816 bookings each month. This represents an average of 26 bookings per day. Annual Monroe Center bookings, since 2005, have ranged from a low of 9,023 in 2010 to a high of 10,522 in 2006. Over the past seven years, average daily bookings have decreased 8.3%. *(See Appendix H: Yolo Jail System ADP, Felony and Misdemeanor Male and Female Booking 2005-2011)*

Yolo County Jail System Booking Trends					
2005 - 2011					
Year	Total Bookings	Average Monthly Bookings	Average Number of Daily Bookings		
			Felony	Misdemeanor	Total
2005	9,640	803	15	9	24
2006	10,522	877	15	14	29
2007	10,160	847	13	14	27
2008	10,110	843	12	15	27
2009	9,325	777	12	14	26
2010	9,023	752	12	13	25
2011*	n/a	659	11	11	22
Yearly Average	9,797	816	13	13	26
(%) Change		-17.9	-26.7%	22.2%	-8.3%

YoloNA/Table11

*Includes the months of January through October

As the data also shows, the Monroe Center is booking an average of 13 felony detainees and 13 misdemeanor detainees on a typical day. Since 2005, felony bookings have declined (-26.7%) while misdemeanor bookings have increased 22.2%. A longer historical review of the Yolo County jail system booking trends for the period 1997-2011 shows the County jail system has been processing larger numbers of inmates. Average monthly bookings for example, have increased from 750 in 1997-99 to 792 in 2006-11, an increase of 5.6%. These historical trend patterns are important when projecting jail inmate population levels into future years. As the data shows, overall trends in bookings in spite of yearly fluctuations are generally increasing.

<u>Years</u>	<u>Average Yearly Jail Bookings</u>	<u>Average Monthly Bookings</u>
1997 - 99	9,005	750
2000 - 05	9,054	755
2006 - 11	9,828	792
% Change	9.1%	5.6%

- **Agency Bookings Into Jail System:** The following chart reflects the Monroe Center's jail booking trends for the 10-year period 1997-2007 by agency. The chart shows in this reporting period a 19.7% increase in bookings over the 10-year period. This means there has been an average increase of 173 additional bookings each year. The distribution of bookings by agency includes the following:

Agency	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
CHP	669	515	721	540	486	422	414	427	371	449	200*
Fish & Game	0	0	0	0	0	0	0	0	0	7	5*
FED/INS	215	193	30	87	48	7	11	15	7	10	3*
District Attorney	131	218	345	188	158	146	160	189	155	126	79*
OTHER	86	69	58	101	167	160	190	230	169	57	39*
Yolo Sheriff's Office	1,110	1,038	1,565	1,078	1,514	1,558	1,485	1,511	1,298	1,428	689*
YONET (Drug TF)	247	242	224	213	151	121	163	147	160	158	131*
New Charge in Jail	682	703	1045	637	829	948	893	817	509	0	0*
Court Remand	0	0	0	0	0	0	0	0	0	409	148*
Court Commitment	685	639	1126	667	647	571	573	521	912	1,575	857*
Self Surrender	0	0	0	0	0	0	0	0	0	5	19*
Surrender Bail Bond	0	0	0	0	0	0	0	0	0	6	1*
SAC Courtesy	0	0	0	0	0	0	0	0	0	1	0*
Order to Produce	92	105	94	87	91	99	123	124	169	224	87*
PAROLE	0	0	0	0	0	0	0	0	0	140	48*
Probation Dept.	0	0	0	0	0	0	0	0	0	48	24*
West Sac PD	***	1,812	1,969	1,847	1,938	187*	2,787	2,443	2,566	2,650	1,101*
Woodland PD	***	1,914	1,653	1,496	1,486	116*	1,886	1,732	2,024	1,952	1,053*
Davis PD	***	761	762	787	757	73*	985	1035	1102	1080	524*
Winters PD	***	123	105	106	114	8*	121	86	116	111	48*
UCD	***	84	108	42	71	4*	88	80	82	90	81*
TOTALS	8,795	8,416	9,805	7,876	8,457	9,116*	9,879	9,357	9,640	10,526	5,137

*2007 stats are from January to June

Yolo County Jail Inmate Population (ADP)

In 2011, the Monroe Center had an average daily inmate population (ADP) totaling 279. The Leinberger Facility inmate population has averaged 138 detainees. In total, the Yolo County Jail System currently has an inmate population of 417. Currently, the two facilities are operating at 106.4% of the Corrections Standards Authority (CSA) rated bed capacity (392). With the Jail's Federal Court Cap of 455 pretrial and sentenced inmates, the detention facilities are operating at approximately 91.6% of total available bed capacity allowed under the Court Cap.

California Corrections Standards Authority (CSA) and Federal Court Jail "Cap" 2011					
Yolo County Jail Facility	CSA Rated Bed Capacity (# of inmates)	Federal Court Jail "Cap" (# of inmates)	2011 Inmate Population (ADP)	(%) Percent of CSA Rated Capacity	(%) Percent of Court "Cap" Capacity
Monroe Center	272	313	279	103.0%	89.1%
Leinberger Facility	120	142	138	115.0%	97.2%
Total Jail Facility	392	455	417	106.4%	91.6%

YoloNA/Table10

Source: Yolo County Sheriffs Department Detention Division

- Monroe Center and Leinberger Facility ADP Trends:** Between 2005 and 2011, the Yolo County jail system had an average daily population of 454 inmates, approximately 115.8% of the facilities CSA rated capacities. The Monroe Center's average yearly ADP over the 7-year period was 321 inmates. The Leinberger Facilities average yearly ADP was 133 inmates. Total jail system ADP has ranged from 417 to 477 over the 7-year reporting period.

Yolo County Monroe Center and Leinberger Facility ADP Trends, 2005 - 2011					
Year	Monroe Center		Leinberger Facility		Total Jail System ADP
	ADP	Percent	ADP	Percent	
2005	293	69.0%	131	31.0%	424
2006	335	70.3%	141	29.7%	476
2007	331	69.6%	145	30.4%	476
2008	332	69.7%	145	30.3%	477
2009	325	71.8%	128	28.2%	453
2010	315	69.4%	139	30.6%	454
2011	314	75.2%	103	24.8%	417
2005 - 2011					
Yearly Average	321	70.7%	133	29.3%	454

YoloNA/Table13

Source: Yolo County Sheriffs Department Monthly Jail Profile Survey ADP Reports to the Corrections Standards Authority (CSA)

Yolo County Jail Peak Inmate Population (ADP) Trends 1997 - 2011

Years	Average Yearly Jail Inmate ADP	Peak Jail ADP
1997 - 99	370	410
2000 - 05	411	421
2006 - 11	454	473
% Change	22.7%	15.4%

The historical review of Yolo County's Peak jail inmate population (ADP trends) shows that between 1997-2011 the County jails ADP has ranged between a yearly average of 370 inmates to 454 inmates (2006-11), an increase of 22.7%. The jails peak ADP has ranged over the same period from 410 to a high of 473. For the past several years, the peak population factor has been 4.1% of the average daily inmate population.

- **Pretrial and Sentenced ADP Levels:** For the Jail System as a whole, pretrial inmate population levels comprise about 79.4% of the total Monroe Center and Leinberger Facility bed space. Over the past four years, the County Jail System's pretrial ADP population has averaged 328 inmates while sentenced ADP has average 85 inmates. The average daily pretrial population does include 7 misdemeanor detainees and 321 felony detainees. Between 2008 and 2011, misdemeanor pretrial inmates have only represented about 2.1% of the County Jail System's pretrial population. Misdemeanants only account for 17.6% of the County jail system's sentenced inmate population.

Yolo County Jail Felony and Misdemeanor ADP Trends by Custody Status*									
2008 - 2011									
Year	Pretrial ADP				Sentenced ADP				Total Jail ADP
	Felony	Misd.	Total	Percent	Felony	Misd.	Total	Percent	
2008	316	4	320	74.6%	84	25	109	25.4%	429
2009	332	5	337	79.9%	63	22	85	20.1%	422
2010	330	18	348	79.3%	86	5	91	20.7%	439
2011	306	2	308	84.8%	48	7	55	15.2%	363
Yearly Average	321	7	328	79.4%	70	15	85	20.6%	413
Percent (%)	97.9%	2.1%	100.0%		82.4%	17.6%	100.0%		

YoloNA/Table 14

*Based on the month of September of each reporting year

Source: Yolo County Sheriff's Department
Monthly Jail and ADP Reports

- **Male and Female Jail ADP Trends:** Between 2008 and 2011, the Monroe Center and Leinberger correctional facilities had an average daily male population of 359 (86.9%) and a pretrial and sentenced female population which has averaged 54 per day. During this period, pretrial female ADP has ranged from 28 to 51 inmates while sentenced female ADP has ranged from 7 to 19 detainees.

Yolo County Jail Male and Female ADP Trends*							
2008 - 2011							
Year	Pretrial ADP			Sentenced ADP			Total Jail ADP
	Male	Female	Total	Male	Female	Total	
2008	280	40	320	95	14	109	429
2009	298	39	337	66	19	85	422
2010	297	51	348	81	10	91	439
2011	270	28	308	48	7	55	363
Yearly Average	286	42	328	73	12	85	413
Percent (%)	87.2%	12.8%	100.0%	85.9%	14.1%	100.0%	

YoloNA/Table 15

*Based on the month of September each reporting year

Source: Yolo County Sheriff's Department
Monthly Jail and ADP Reports

Historical Inmate Releases from Custody

How inmates are released from custody provides a good picture of how to deal with overcrowding issues. Most jails facing overcrowding deal with this problem on several fronts. One method is to instruct field officers to issue a Promise to Appear (PTA) in the field for non-violent misdemeanors. The authority is also given to jail staff to issue PTA's from booking when the jail becomes overcrowded. Another approach and often done in concert with the PTA method is to implement an Own Recognizance (OR) policy that operates on a floating scale. As the jail becomes more crowded the scale is moved to allow more pre-trial people out and the scale is moved the other way when the jail has beds available.

Another approach is to enhance community corrections programs that move sentenced inmates out of the jail and into programs such as electronic monitoring or work release. The last method is usually forced upon the County by way of a Federal or State court order to release inmates as the jail becomes overcrowded. Counties with these types of standing orders generally use a hierarchy scale of types of crimes to decide whom to release early.

Yolo County jail officials provided the following chart showing how inmates have been released from the jail since 2005. There are no computerized records prior to this time since the jail went to the Tiburon Corrections Information System.

Inmate Releases from Custody				
Definition	Code	2005	2006	2007
Bail by Bond	BBB	453	1117	588
Bail by Cash	BBC	10	24	12
Consent Decree NTA	CDNA	155	110	106
Consent Decree Credit Time Served	CDTS	52	68	47
Released Per Court Order	CRT	30	54	65
Deceased	DEAD	2		1
Charge Dismissed	DM	19	32	25
Error	ERR		2	0
Escaped	ESCP		1	1
Released Home Custody	HC	3	3	0
Hold Dropped	HDRP	24	41	33
Notice to Appear	NTA	1310	3241	1796
Own Recognizance	OR	415	1246	634
Other	OTH	16	15	9
Released on Prop 36 Drug Program	PR36	16	39	49
Released on Probation	PROB	29	131	48
849 (B) PC Release	RC	209	692	321
Sentenced and Released	SNTR	0	1	1
Sentence Suspended	SUS	1	1	2
Released on SWIP	SW	437	1075	542
Transfer to CDC	TC	343	899	537
Transfer to Feds	TF	5	10	7
Transfer to Other Jail/Jurisdiction	TO	327	793	388
Temporary Release	TR	8	23	12
Time Served	TS	320	918	585
	TOTAL	4184	10536	5809

Note: 2005 reflects releases from August to December due to the conversion of a new automated jail information system

Historical Inmate ADP and Comparison Counties

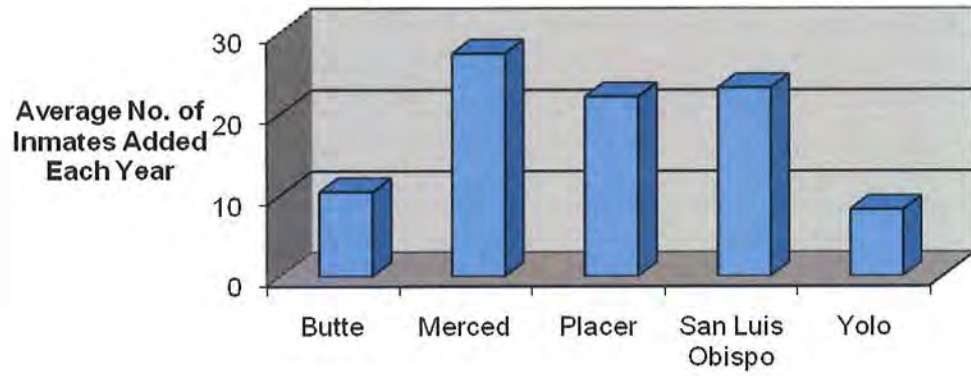
In the original Jail Needs Assessment Report completed in 2007, the Consultant Team examined ADP Inmate population trends for Yolo County with other similar sized counties. Their analysis is included in the remainder of this section.

The following chart shows the average daily population (ADP) trends for the past eight years reflecting the total inmate population and comparisons with other similar counties. Decision makers need to know how many inmates on average are being housed in the jail. The chart shows Yolo County's steady increase in the average daily population, with an average increase of 8.2 inmates per year. This is a 15.7% increase in the ADP from 1999 to 2006. **This is a very deceiving statistic given the crowding and Federal Court Cap releasing which keeps the ADP down.**

ADP & Annual Increase of Jail Beds Comparison				
County	Year	ADP	Population	Ave. # increased beds per year
Butte	1999	424		
	2000	490		
	2001	498		
	2002	495		
	2003	504		
	2004	518		
	2005	541		
	2006	497	217,209	10.4
Merced	1999	568		
	2000	560		
	2001	564		
	2002	617		
	2003	660		
	2004	665		
	2005	718		
	2006	760	246,751	27.4
Placer	1999	433		
	2000	424		
	2001	457		
	2002	485		
	2003	490		
	2004	502		
	2005	541		
	2006	588	316,508	22.1
San Luis Obispo	1999	362		
	2000	372		
	2001	349		
	2002	405		
	2003	461		
	2004	460		
	2005	508		
	2006	525	263,242	23.2
Yolo	1999	370		
	2000	376		
	2001	404		
	2002	424		
	2003	426		
	2004	410		
	2005	424		
	2006	428	190,344	8.2

Annual Increase Number of Inmates

Comparison Counties 1999 - 2006



SECTION 5: AB 109 PUBLIC SAFETY REALIGNMENT

Yolo County Jail Needs Assessment Update

Background and Overview of AB 109 Public Safety Realignment Act

On April 4, 2011, Governor Brown signed AB 109, the 2011 Public Safety Realignment Act. This 652 page law, alters the California criminal justice system by (a) changing the definition of a felony, (b) shifting housing for low level offenders from State Prison to local County Jail, and (c) transferring the community supervision of designated parolees from the California Department of Corrections and Rehabilitation (CDCR) to local county probation departments. Several companion trailer bills (AB 116, AB 117, and AB 118) followed clarifying the legislative intent, correcting drafting errors and providing initial implementation funding. The Act became operational for all county criminal justice agencies on October 1, 2011. The legislation provided funding for nine months from the State to the counties.

Overview

AB 109 Offender Realignment shifts designated convicted felony defendants to California counties. Each county must develop a Public Safety Realignment Plan approved by the Board of Supervisors before funding can be reallocated to local law enforcement and other county justice agencies. The legislation assumes counties will handle this offender population in a different manner than the California Department of Corrections and Rehabilitation (CDCR) by utilizing a hybrid of incarceration time, community supervision, and/or alternative custody and diversion programs during the offender's sentence length. Each implementation plan must further identify evidence-based practices which can be established so that the community's public safety is not jeopardized because of these newly transferred offender populations. The Plan should outline specific programming and facility requirements needed to implement the custody, supervision, diversion program interventions and judicial processing of convicted State Prison felony defendants the criminal justice system must assume responsibility for after October 1, 2011.

Both AB 109 and AB 117, bills taken together, create extensive changes to existing statutory law which is intended to reduce the number of convicted offenders incarcerated in California's State Prison system and "realigns" these offenders to local criminal justice agencies who are now responsible to manage the specified offenders. This realignment and change in law is viewed as a response and partial solution to California's budget crisis and a recent U. S. Supreme Court order requiring the State to reduce prison overcrowding. The Public Safety Realignment was proposed as a method to lower State Prison inmate population in the safest possible way by allowing for county-level management and supervision of certain offender groups as opposed to the alternative option of massive releases of State Prison inmates to communities with no further supervision or accountability.

The intent of the realignment is to allow maximum local flexibility within the statutory framework set forth in these two pieces of legislation. The legislation requires a local collaborative planning and implementation process which emphasizes community-based corrections, intermediate sanctions and punishment, use of evidence-based practices / programs, and improved supervision strategies. Further, the legislation states "The purpose of justice reinvestment is to manage and allocate criminal justice populations more cost effectively, generating savings that can be reinvested in evidenced-based strategies that increase public safety while holding offenders accountable."

The provisions of the Public Safety Realignment Act became operative on October 1, 2011 and are prospective. Consequently, as offenders are sentenced on or after this date or released to community supervision, they will be the responsibility of the county, if they meet the statutory criteria for the realigned population. No offenders in prison on October 1 will transfer to County Jails and no individual currently on

State Parole supervision will transfer to the local jurisdiction. The Realignment Act mandates that felons convicted of non-violent, non-serious and non-sex offenses serve their prison sentence in County Jail instead of State Prison. Offenders sentenced to serve determinate incarceration terms, whether it is in State Prison or local custody as the new law requires, will serve a term directed by the Superior Court. For offenders sentenced to a term in local custody, the new law, however, permits a judge to split a determinate sentence between custody and "mandatory supervision."

Additionally, the law creates a new status called "Post-Release Community Supervision (PRCS)." The law requires that a county agency supervise any convicted felon released from State Prison with a committing offense that was non-violent, non-serious, and not a high-risk sex offense, or inmates committed after admitting one serious or violent prior. These offenders may have been serving a term that was enhanced with a prior serious or violent felony (strike prior), sanctions for violations of post-release community supervision will be served in County Jail for offenders, as well as for most formal paroled offenders, and will be limited to 180 days. In accordance with AB 109 and AB 117 (Chapter 39, Statutes of 2011), each county is required to designate a supervising county agency for the new Post-Release Community Supervision Program.

Key provisions and elements of the AB 109 Public Safety Realignment Act include the following:

Public Safety Realignment Act

- ***Felony Sentencing:*** Revises the definition of a felony to include certain crimes that are punishable in jail for 16 months, two years, three years or more. Some offenses, including serious, violent, and sex offenses, are excluded, and sentences for those offenses will continue to be served in State Prison.
- ***Local Post-Release Community Supervision:*** Offenders released from State Prison on or after October 1, 2011 after serving a sentence for an eligible offense shall be subject to, for a period not to exceed three years, post-release community supervision provided by the Yolo County Probation Department.
- ***Revocations Heard and Served Locally:*** Post-release community supervision and parole revocations will be served in local jails (by law, maximum revocation sentence is up to 180 days), with the exception of paroled offenders serving a life sentence and who have a revocation term of greater than 30 days. The local courts will hear revocations of post-release community supervision, while the Board of Parole Hearings will conduct parole violation hearings in jail.
- ***Changes to Custody Credits:*** Jail inmates will be able to earn four days of credit for every two days served. Time spent on home detention (i.e., electronic monitoring), and Work Release will earn only actual custody credit (day for day).
- ***Alternative Custody:*** Supports alternatives to local jail custody with programs such as work release and home detention. Inmates committed to County Jail may voluntarily participate or involuntarily be placed in a home detention program during their sentence in lieu of confinement in the County Jail. Penal Code Section 1203.018 also authorizes electronic monitoring for inmates being held in the County Jail in lieu of bail. Eligible felony inmates must first be held in custody for 60 days post-arraignment or 30 days for those charged with misdemeanor offenses. Offenders placed on electronic surveillance pursuant to PC 1203.018 will earn only actual custody credit (day for day). The Chief Probation Officer, if authorized by the Board of Supervisors, may offer an electronic monitoring and/or home detention program to individuals who are granted probation or are under post-release community supervision as a sanction for violating supervision conditions.
- ***Community-Based Punishment:*** Authorizes counties to use a range of community-based punishment and intermediate sanctions other than jail incarceration alone or traditional routine probation supervision to hold offenders accountable and mitigate the need for Revocation Hearings.

Under the legislation, the Penal Code was amended to provide incarceration terms in County Jail rather than State Prison for over 500 specific felony offenses. As a result of the substantive change, terms of imprisonment will only be served in the State Prison system if the conviction crime is a serious or violent felony, or if the defendant has a prior serious or violent felony conviction, is required to register as a sex offender pursuant to Penal Code Section 290, or admits an allegation of stealing more than \$1 million, or if it is one of a list of 60 felonies for which incarceration in State Prison is mandated. Offenders ineligible to serve their incarceration in State Prison who will serve their term instead in County Jail are known as "non-non-non's;" non-serious, non-violent, non-sex offender ("N3").

Under the new legislation, a sentencing Superior Court judge will also have the option of splitting the sentence of a non-serious, non-violent, non sex offender ("N3") between an incarceration term in County Jail and mandatory supervision. If the Court sentences these convicted offenders to serve their full term of incarceration in County Jail, the offender will not be supervised upon release.

The Realignment Act also shifts the supervision of offender population groups including (a) Post-Release Community Release (PRCS) offenders and (b) non-violent, non-serious, non-sex offenders ("N3") sentenced to serve a term in State Prison followed by mandatory probation, from CDCR's Department of Adult Parole to each county. To reduce recidivism, county agencies must adopt alternatives to incarceration, intermediate sanctions, and new supervision techniques for both offender populations. Key elements for each group include:

- **Post-Release Community Supervision (PRCS) Offenders:** Most felons released from State Prison on or after October 1, 2011 will be subject to county Post-Release Community Supervision. This includes felons serving a term after admitting one strike prior, low to mid risk sex offenders, "N3s" currently serving a prison sentence, and eligible parolees who are released after serving a term for parole violation. Offenders will be returned to the county of last legal residence, not necessarily the county where the crime was committed. The maximum term of post-release supervision is three years; however, offenders without violations may be discharged after six months, and those who remain violation free for 12 months must be discharged. CDCR will have no jurisdiction over any offender placed on Post-Release Community Supervision.
- **Non-Violent, Non-Serious, Non-Sex Offenders Sentenced to Serve a Term in County Jail Followed by Mandatory Supervision:** Felons sentenced to a term of imprisonment in County Jail pursuant to Penal Code Section 1170(h) may be supervised by the Probation Department if the Superior Court opts to split the term of imprisonment between custody and "mandatory supervision."

CDCR will continue to supervise parolees released from prison after serving a term for a serious or violent felony, murder, life, or certain sex offenses, as well as high-risk sex and mentally disordered offenders. With the exception of offenders who have served life terms, all other parolees who violate the terms of their parole, cannot be returned to prison, but can serve a maximum sanction of 180 days in County Jail.

Offenders placed on Post-Release Community Supervision will be subject to flash incarceration of up to ten days for violations of Post-Release Community Supervision conditions. For more serious violations, after a hearing before the Superior Court, an offender may be sanctioned by up to 180 days in County Jail.

Currently, the Board of Prison Hearings (BPH) adjudicates all formal parole violations. Effective October 1, 2011, the Superior Court will assume this responsibility for offenders placed on Post-Release Community Supervision. Effective July 1, 2013, the Court will hear all parole violations, with the exception of those who have served an indeterminate sentence (murder and specified sex offenders).

Projected New AB 109 Offender Populations

The AB 109 legislation reassigns three groups of offenders previously handled through the State Prison and Parole System to California counties. The first group includes convicted offenders receiving sentences for new non-violent, non-serious, non-sex offender ("N3") crimes that will be served locally (one year or more). Offenders in this category will have no prior violent or serious convictions. The second group involves post-release offenders (up to three years) coming under Probation Department supervision for "N3" crimes released from State Prison. Offenders in this category may have had prior convictions for violent or serious crimes. The third group includes State parole violators who are revoked to custody. With the exception of offenders sentenced to life with parole, this group will be revoked to local County Jail instead of State Prison.

The California Department of Corrections and Rehabilitation (CDCR) estimates that in the initial first nine months of Realignment implementation (October 2011 to June 2012), the Yolo County criminal justice system will receive approximately 88 new "N3" offenders sentenced to local incarceration in the County Jail, 14 State parole revocations committed to the local jail and 207 "N3" offenders on Post-Release Community Supervision provided through the Probation Department.

Yolo County
Projected Impact of AB-109: Number of Defendants Not Sent
to State Prison as New Admissions or Parole Violators
With New Terms ("N3") and CDCR Institution Discharges
to County Post-Release Community Supervision by Month

Month / Year	County Jail Incarceration			Post-Release Community Supervision
	New Admissions	Parole Violator With New Term	Total	
October 2011	26	0	26	24
November 2011	0	1	1	26
December 2011	11	7	18	23
January 2012	6	0	6	26
February 2012	6	0	6	21
March 2012	7	2	9	21
April 2012	7	1	8	29
May 2012	7	1	8	22
June 2012	18	2	20	15
Sub-Total	88	14	102	207
Monthly Average	10	2	12	23
July 2012	11	5	16	15
August 2012	20	5	25	27
September 2012	4	1	5	23
October 2012	19	5	24	18
November 2012	2	5	7	20
December 2012	16	6	22	13
January 2013	21	6	27	17
February 2013	22	0	22	9
March 2013	22	9	31	13
April 2013	20	11	31	14
May 2013	21	6	27	14
June 2013	18	8	26	8
July 2013	18	3	21	7
August 2013	6	7	13	16
September 2013	15	4	19	15
Sub-Total	235	81	316	229
Monthly Average	16	5	21	15
24 Month Total	323	95	418	436
Monthly Average	13	4	17	18

YoloNA/Tab1e1

Source: California Department of Corrections & Rehabilitation (CDCR)

**Average Daily Population of Full Rollout (Year 4) of AB 109 by County
(Department of Finance Estimates)**

County	Low-Level (N/N/N) Offenders			Post Release Community Supervision Population Totals (1)	RTC ADP 30-Day ALOS (1,7)
	Total Inmates N/N/N No Prior S/V ADP (1, 2, 5)	Short-term Inmates N/N/N w/No Prior S/V w/ Sentence Length <3 Years (1, 2, 3, 5, 6)	Long-term Inmates N/N/N w/No Prior S/V w/ Sentence Length >3 Years (1, 2, 4, 5, 6)		
Alameda	267	181	86	848	132
Alpine	2	2	-	-	-
Amador	53	35	18	43	6
Butte	268	161	108	181	36
Calaveras	21	12	8	25	5
Colusa	23	16	6	9	1
Contra Costa	104	60	44	318	56
Del Norte	11	2	9	20	5
El Dorado	68	45	23	81	10
Fresno	518	357	161	971	218
Glenn	28	18	10	19	3
Humboldt	137	108	29	126	15
Imperial	90	53	37	107	11
Inyo	15	7	7	15	3
Kern	1,019	784	236	1,040	154
Kings	321	201	120	185	39
Lake	73	39	34	75	11
Lassen	32	19	13	26	6
Los Angeles	8,342	5,767	2,576	9,791	530
Madera	111	67	44	150	24
Marin	66	27	39	53	8
Mariposa	13	9	5	11	2
Mendocino	75	38	37	50	8
Merced	171	100	71	214	42
Modoc	2	1	1	3	1
Mono	3	2	1	7	1
Monterey	308	176	132	309	34
Napa	70	44	26	69	7
Nevada	23	16	7	17	6
Orange	1,464	1,038	427	1,750	220
Placer	251	133	118	153	25
Plumas	9	7	3	12	1
Riverside	1,601	990	611	1,683	262
Sacramento	895	505	390	1,203	208
San Benito	52	30	22	23	4
San Bernardino	2,301	1,638	663	2,521	348
San Diego	1,821	1,043	778	2,038	256
San Francisco	164	114	50	421	61
San Joaquin	450	311	138	639	126
San Luis Obispo	140	88	52	136	22
San Mateo	208	139	70	351	33
Santa Barbara	294	181	112	288	37
Santa Clara	693	402	291	1,067	115
Santa Cruz	78	72	6	69	17
Shasta	326	147	178	201	40
Sierra	1	1	-	1	-
Siskiyou	34	12	21	23	8
Solano	278	162	116	363	53
Sonoma	231	116	115	164	21
Stanislaus	540	316	224	426	66
Sutter	103	67	35	108	21
Tehama	154	94	60	50	13
Trinity	9	8	1	9	1
Tulare	520	292	228	388	70
Tuolumne	47	13	33	33	4
Ventura	380	210	170	363	60
Yolo	277	130	147	215	37
Yuba	94	64	30	88	19
Total Projected	25,651	16,673	8,978	29,550	3,525
TOTAL	58,726				

YoloNA/Table2

- 1 Numbers are based on full implementation.
- 2 Numbers have been adjusted for excluded crimes.
- 3 Numbers reflect sentence lengths 3 years or less.
- 4 Numbers reflect sentence lengths above 3 years. Population serving longer than 3 years will be significantly less due to day for day credit earning.
- 5 Judicial decisions could decrease this population dramatically.
- 6 This population is a subset of the total low level offender population.
- 7 Assumes 30-day average length of stay for locally supervised violators and State Parole violators.

Between July 2012 and September 2013, CDCR estimates that the AB 109 Realignment will result in 235 additional new locally sentenced offenders, 229 new post-release probation assignments, and 81 State parole revocations to County Jail. Based on these estimates from CDCR over the first two year implementation period, the Yolo Probation Department is projected to receive a total of 436 Post-Release Community Supervision (PRCS) offenders (monthly average of 18). The Sheriff's Department is projected to receive 418 (monthly average of 17) "N3" felony offenders sentenced to jail time or some combination of jail time and community supervision and parolee jail commitments.

CDCR also estimates that by June 2014 at "full implementation", the Yolo County criminal justice system will be handling an average daily population (ADP) of new offenders that will include the following:

Estimated Average Daily Population (ADP) at "Full Implementation" of AB 109 of New Offenders in the Yolo County Criminal Justice System

- 277 "N3" offenders serving felony sentences in County Jail (130 serving less than three years; 147 serving more than three years).
- 215 California Department of Corrections and Rehabilitation (CDCR) offenders receiving Post-Release Community Supervision (PRCS) provided by the Probation Department.
- 37 revoked offenders in County Jail on State parole or local probation violations.

The offenders anticipated for local County Jail custody, supervision and treatment under the AB 109 Realignment are expected to have high needs in the area of substance abuse, persistent association with negative peer influences, anti-social thinking, insufficient problem-solving skills, mental health issues, lack of vocational and educational skills, post-release homelessness, and/or other basic needs.

Probation Department Estimates of AB 109 Impact on County Jail

As part of the local Community Corrections Partnership planning process chaired by the Yolo County Chief Probation Officer, the CCP conducted their own independent analysis and projection of the impact of AB 109 at full implementation of the Realignment legislation. The analysis they conducted showed that of the 3,055 individuals currently on County probation, a total of 2,400 were ineligible for State Prison commitments under the AB 109 legislation. The probationers not eligible for prison represented 78.0% of the County's probation caseloads. The CCP analysis also showed the following:

- **Probation Revocations:** In 2010, 145 probationers were revoked to State Prison, or 4.5% of the local probation population. Under the law, only 22.0% are now eligible for State Prison. Based on the same revocation's rate for the prison eligible population, only 28 people would be sent to State Prison and 117 would be revoked to local custody.
- **Referrals to State Prison:** In 2010, 284 people were sentenced to State Prison on State commitments. Under AB 109, only 30.0% are now eligible for State Prison. Assuming the same annual number of total commitments, only 94 individuals would be sent to State Prison and 190 people would no longer be eligible for a prison commitment, but would be sentenced to County Jail.
- **Parole Violations:** Parole violations bookings averaged 58 per month for the first nine months of 2011. After October 1, parole violators will serve their time locally at the Monroe Center. The number of parole booking per month for 2011 have ranged from 48 – 66 a month.

In total, the "N3" impact on the Yolo County jail system would be 307 individuals that would include probationers now ineligible for prison and convicted felony defendants sentenced to County Jail who are now ineligible for prison. An additional average daily population of 37 program and parole violators will also be incarcerated in the County Jail. **System-wide, the Probation Department estimates that AB 109 will likely increase the Yolo County Jail facilities' populations by 344 inmates.**

SECTION 6: RELEASE TRENDS & INCARCERATION ALTERNATIVES

Yolo County Jail Needs Assessment Update

Jail Release and Average Length of Stay Trends

The information in this section examines changes in jail booking and release trends, average length of stay for male / female felony and misdemeanor detainees and use of incarceration alternatives. A current inmate profile which exams selected personal and criminal justice characteristics of inmates incarcerated in the County's jail system is also summarized in this section. Particular attention is focused on the characteristics of pretrial detainees housed in the Monroe Center. Other summary information outlines the range of current alternatives to incarceration programs which have been developed in response to the crowding conditions in the County's jail system.

The following Table shows the number and type of bookings into the Yolo County jail system by length of stay for 2009 – 2010.

Number and Type of Bookings Into the Yolo County Jail System By Length of Stay 2009 - 2010					
Type of Booking/Year	Less 1 Day		More Than One Day		Total
	Number	Percent	Number	Percent	
2009:					
Felony	467	14.1%	2,835	85.9%	3,302
Misdemeanor	<u>2,599</u>	<u>46.1%</u>	<u>3,038</u>	<u>53.9%</u>	<u>5,637</u>
Total	3,066	34.3%	5,873	65.7%	8,940
Ave. Length of Stay (LOS)	17.0 Days				
2010					
Felony	463	14.1%	2,828	85.9%	3,291
Misdemeanor	<u>2,860</u>	<u>48.7%</u>	<u>3,018</u>	<u>51.3%</u>	<u>5,878</u>
Total	3,323	36.2%	5,846	63.8%	9,169
Ave. Length of Stay (LOS)	18.0 Days				

YoloNA/Table3

As the data shows, the average length of stay for the two year period has ranged between 17 – 18 days. Nearly one out of every three (36.2%) defendants booked into the jail are able to secure a release in less than 24 hours after being incarcerated. Nearly half (48.7%) of misdemeanants booked into the jail system are released in less than one day. Approximately 14.1% of felons booked into the jail system are released within less than one day of being processed into the facility.

One of the most significant indications of the use of pretrial and sentenced jail release options in Yolo County, combined with the overall impact of the Court "Cap" releases which are occurring on a daily basis, is shown in the following Table which compares Yolo County Jail and California State-wide average length of jail custody stay (days) between 2000 – 2011.

**Comparison Between Yolo County Jail and California
State-wide Average Length of Jail Custody Stay (Days)
2000 - 2011**

<u>Year</u>	<u>Yolo County Ave. Length of Jail Custody Stay (Days)</u>	<u>California State-wide Ave. Length of Jail Custody Stay (Days)</u>
2000	17.4	23.2
2001	17.4	23.2
2002	16.7	23.6
2003	15.7	20.5
2004	15.9	20.2
2005	16.0	21.3
2006	16.0	23.8
2007	17.0	24.1
2008	17.0	19.4
2009	17.0	20.0
2010	18.0	17.9
2011	17.0	17.2
<i>Ave. Custody Stay 2000 - 2011</i>	16.8 Days	21.2 Days

YoloNA/Table4

Source: Yolo County Sheriffs Department & CSA Quarterly Jail Profile Survey

In 2000, the average length of jail custody stay (ALS) for pretrial and sentenced inmates was 17.4 days. In 2007, the ALS was only 15.5 days, representing a decline of 10.9%. State-wide, as the data shows, in 2007 the average length of jail custody was 24.1 days. In the intervening years between 2008 and 2011, the average length of stay in the Yolo County Jail has ranged between 17 – 18 days. State-wide, the average length of jail custody stay has ranged between 17 – 20 days. In terms of the difference in the average length of stay in days, for the past 12 years, the ALS was 16.8 days in Yolo versus 21.2 days state-wide. This represents a difference of 4.4 days of less custody time for detainees in Yolo County compared to the state-wide average length of stay trends.

Jail Population Profile

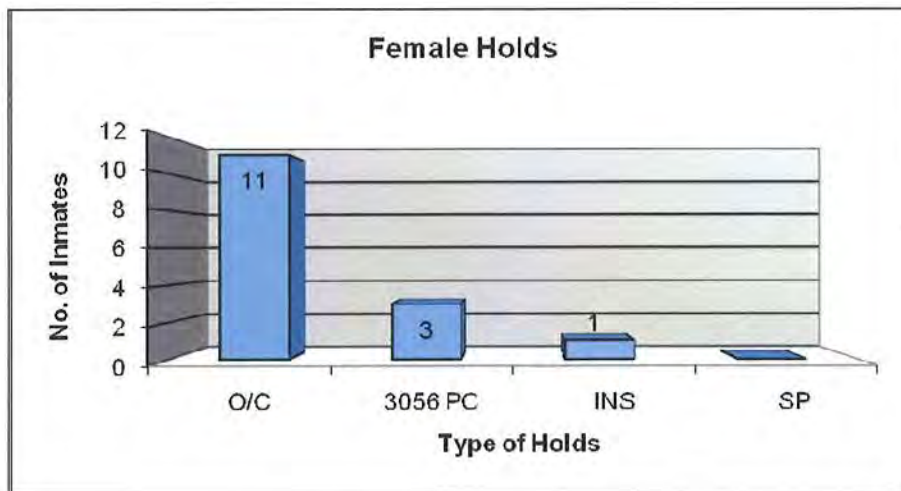
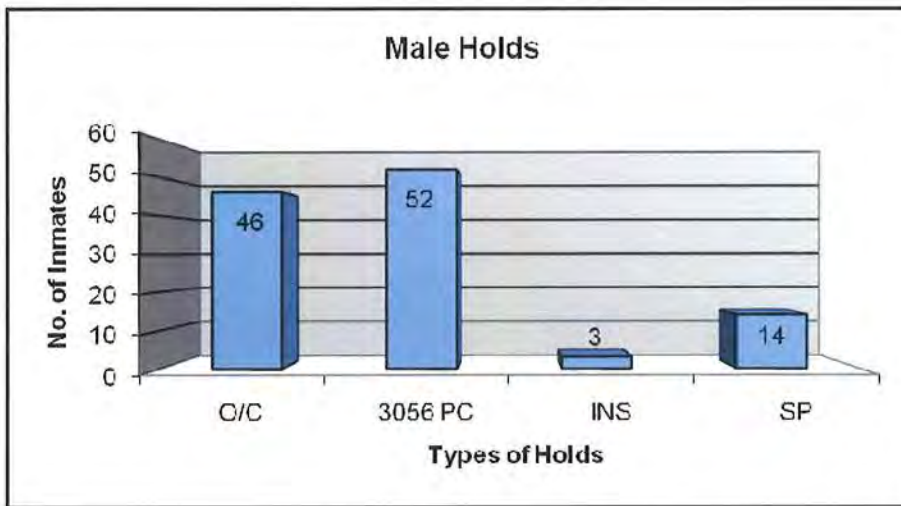
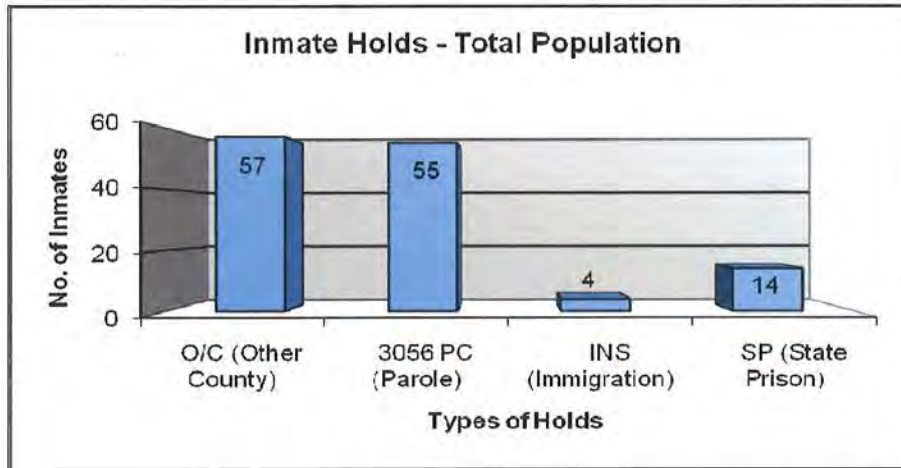
Data developed from a sampling of a point-in-time "snapshot" of the jail population has indicated the following demographic and criminal history characteristics for the pretrial and sentenced prisoner populations housed in the Yolo County jail system.

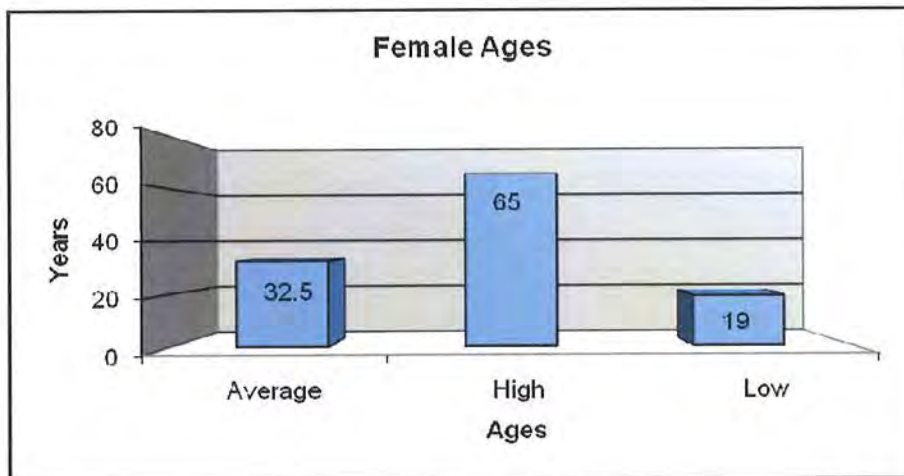
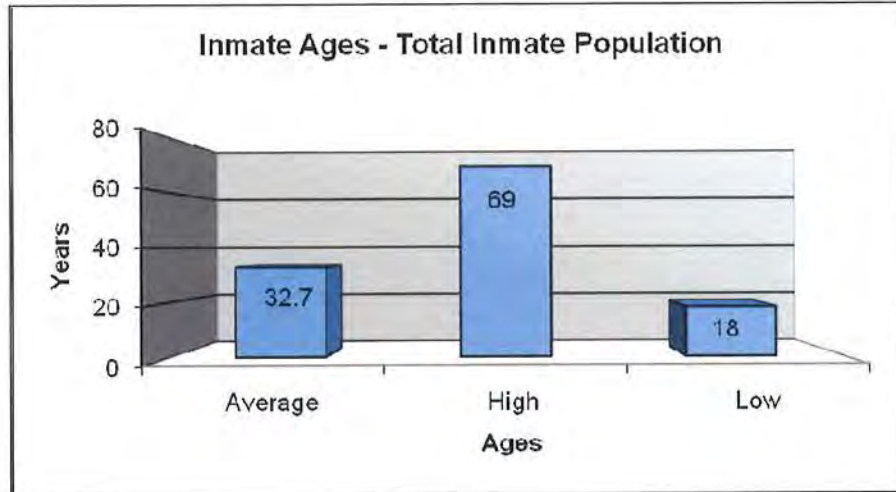
	<u>Male Inmates</u>		<u>Female Inmates</u>		<u>Total</u>
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	
Custody Inmates:	361	85.3%	62	14.7%	423
Custody Status:					
Pretrial	301	83.4%	42	67.7%	346
Sentenced	60	16.6%	20	32.3%	80
Total	361	100.0%	62	100.0%	

Yolo County Jail Inmate Profile					
Total Profile		Male Profile		Female Profile	
No. Inmates	423	No. Inmates	361	No. Inmates	62
Holds		Holds		Holds	
O/C (Other County)	57	O/C	46	O/C	11
3056 PC (Parole)	55	3056 PC	52	3056 PC	3
INS (Immigration)	4	INS	3	INS	1
SP (State Prison)	14	SP	14	SP	0
Age		Age		Age	
Average	32.7	Average	32.9	Average	32.5
High	69	High	69	High	65
Low	18	Low	18	Low	19
Race		Race		Race	
White	178	White	151	White	27
Hispanic	165	Hispanic	144	Hispanic	21
Asian	11	Asian	9	Asian	2
Black	62	Black	50	Black	12
Indian	7	Indian	7	Indian	0
Unknown	0	Unknown	0	Unknown	0
Incarceration Status		Incarceration Status		Incarceration Status	
Sentenced	77	Sentenced	60	Sentenced	20
Pre-sentenced	346	Pre-sentenced	301	Pre-sentenced	42
Felony	405	Felony	346	Felony	59
Misdemeanor	18	Misdemeanor	15	Misdemeanor	3
Violence	234	Violence	217	Violence	22
Property	88	Property	60	Property	22
Drug Primary	86	Drug Primary	71	Drug Primary	16
Alcohol Primary	14	Alcohol Primary	12	Alcohol Primary	2
Drug Secondary	76	Drug Secondary	61	Drug Secondary	15
Alcohol Secondary	21	Alcohol Secondary	21	Alcohol Secondary	0
Residence		Residence		Residence	
Yolo County	259	Yolo County	230	Yolo County	33
Out-of-County	164	Out-of-County	131	Out-of-County	29

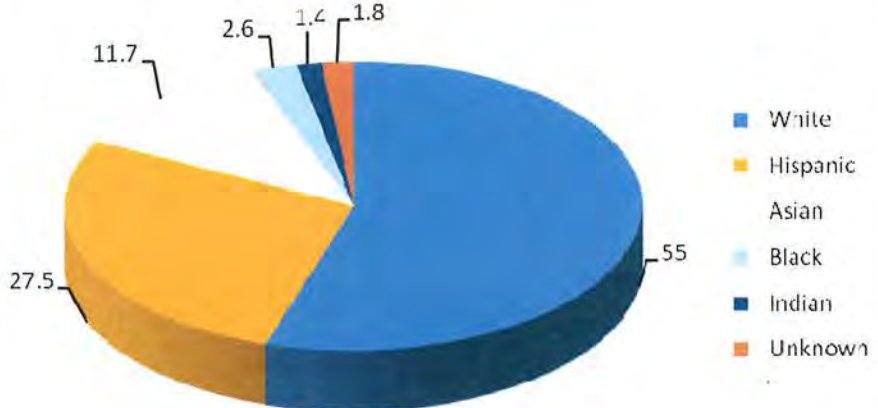
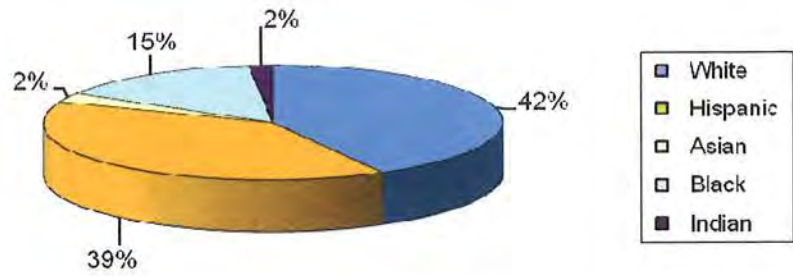
On July 19, 2007, all active jail files were reviewed and the above information was obtained. The jail "alpha" roster showed 454 inmates in custody. Four hundred and twenty three files were reviewed. The remainders were inmates on home arrest. The purpose of the file review was to conduct a "snapshot profile" of the inmate population from a typical month. This information was obtained from actual files rather than data bases to ensure accuracy. The following charts illustrate the specific categories from this profile.

Inmates are often held in county jails on holds from other institutions or agencies for pick up or until their local charges are adjudicated. The holds identified in this segment all had local charges as well as the outside hold. The below charts indicate the types and number of holds for inmates in the Yolo County Jail on the profile date.



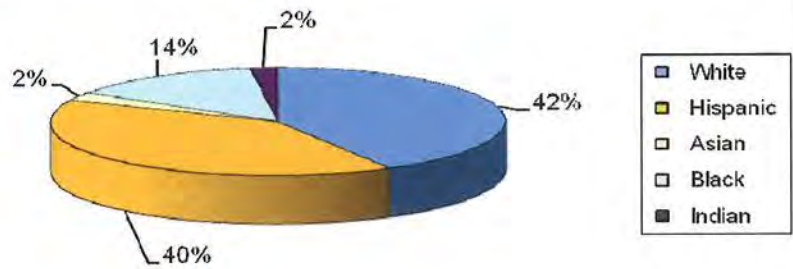


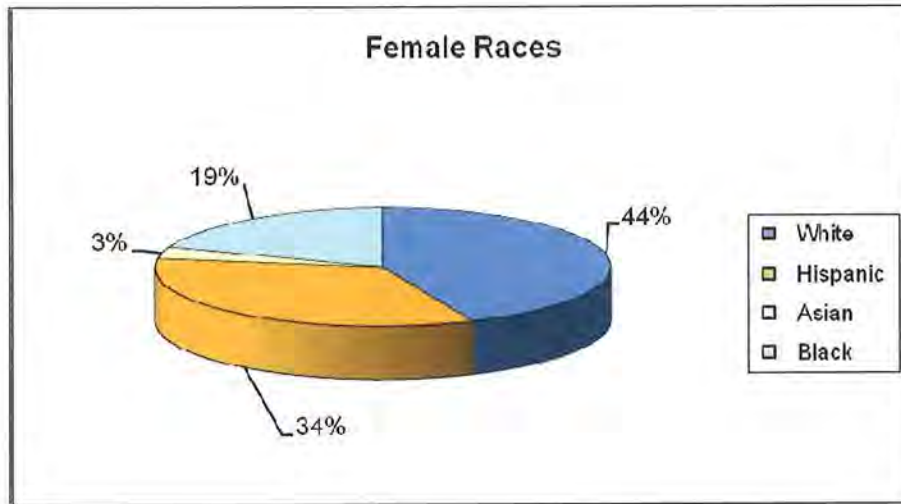
Inmate Races - Total Inmate Population



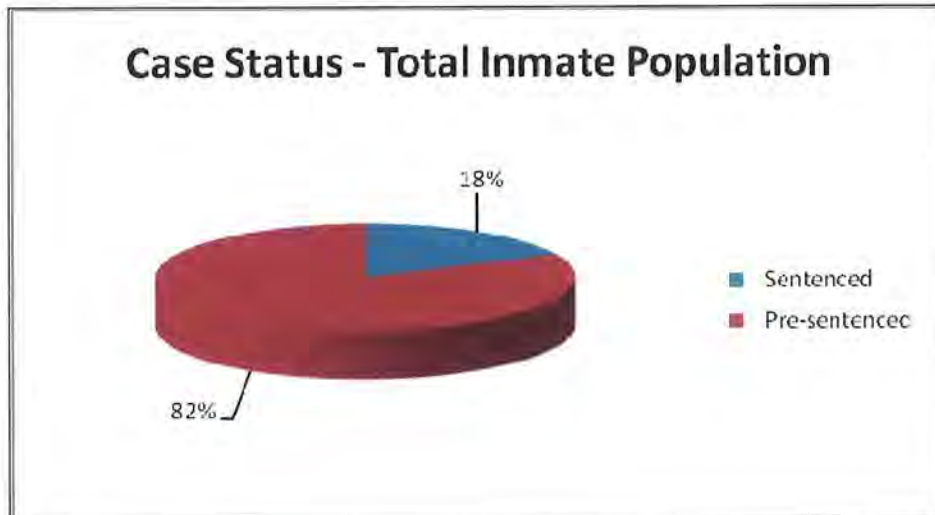
Yolo County General Population Race Demographics

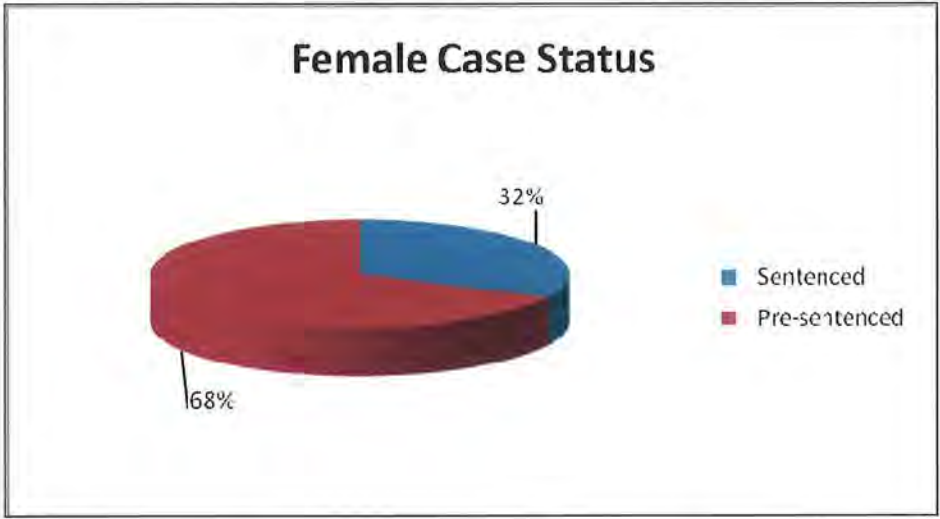
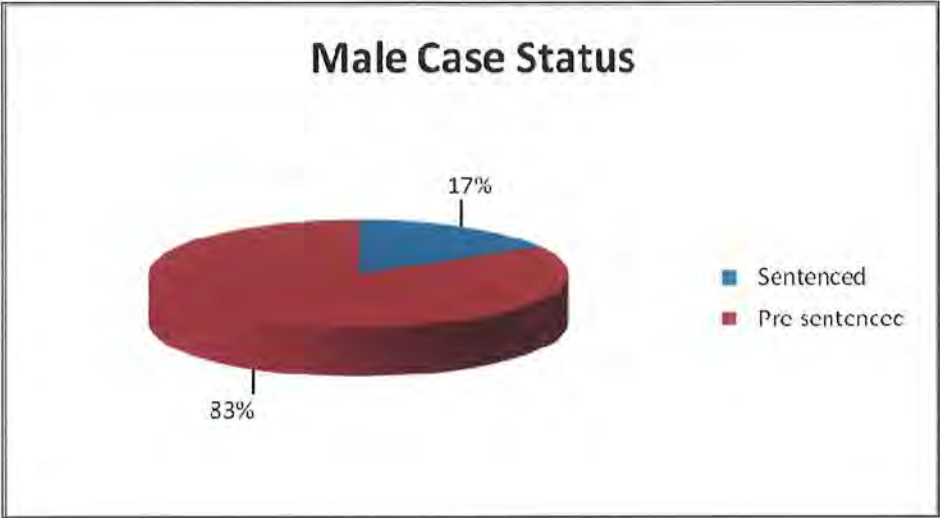
Male Races





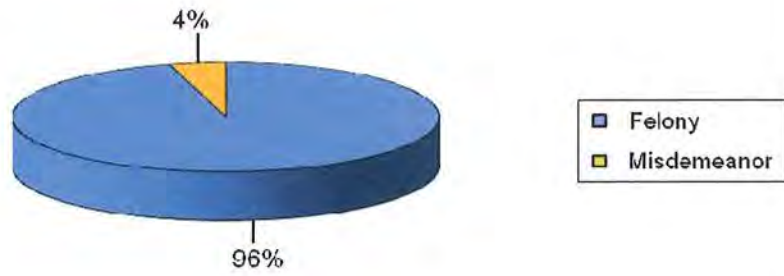
The profile showed that 82% of the total inmate population was pre-sentenced and 18% were sentenced. If not for the crowding, a more likely mix might be 30% to 35% sentenced. The Yolo mix is becoming more typical of many county jails given statewide crowding; however, the number of pre-sentenced inmates does indicate the possibility that the jail population might be reduced with a stronger, more lenient "OR" policy for release of pre-trial and pre-sentenced inmates out of custody. It is difficult to predict the success of this program because so many inmates are already released per the Federal Court Order, further this practice could erode public safety.



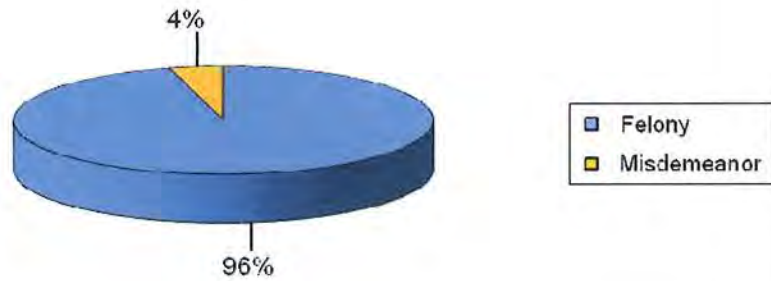


Regarding the following charts; historically, many jails in California maintained a 60% felon to 40% misdemeanor ratio. In recent years this has been changing to a greater percentage of felons. Jails facing severe overcrowding tend to have a ratio of 80 to 90% felons to 10 to 20% misdemeanants. Many misdemeanants are released on their O.R. or placed on community corrections programs. Yolo jail has essentially become an all felony institution. The following charts show Yolo County has characteristics of a severely overcrowded jail.

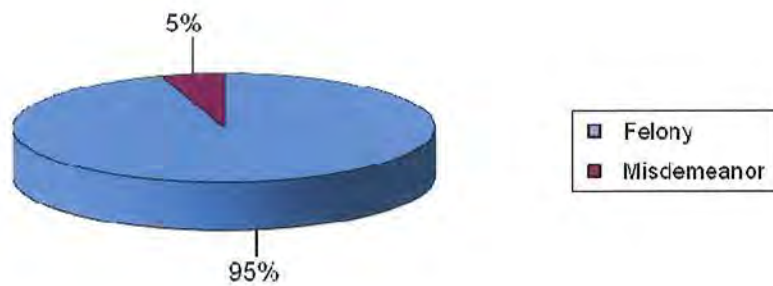
Felony vs. Misdemeanor Ratio - Total Population



Male Felony vs. Misdemeanor Ratio

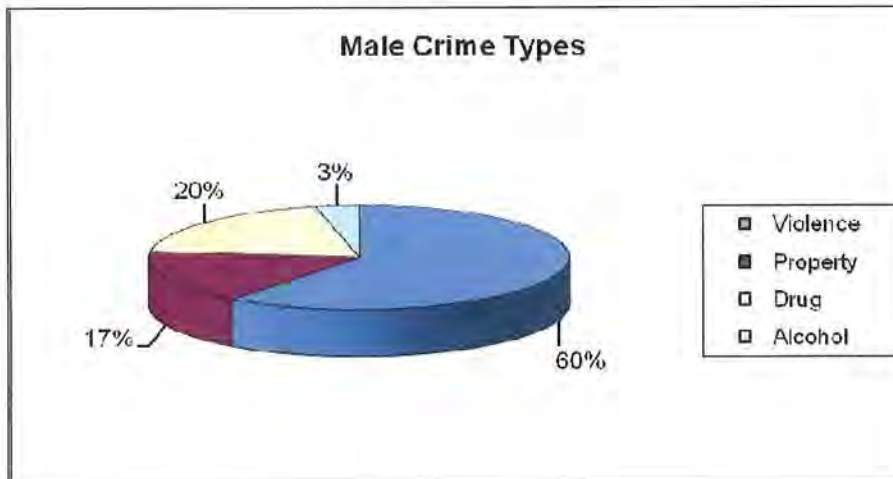
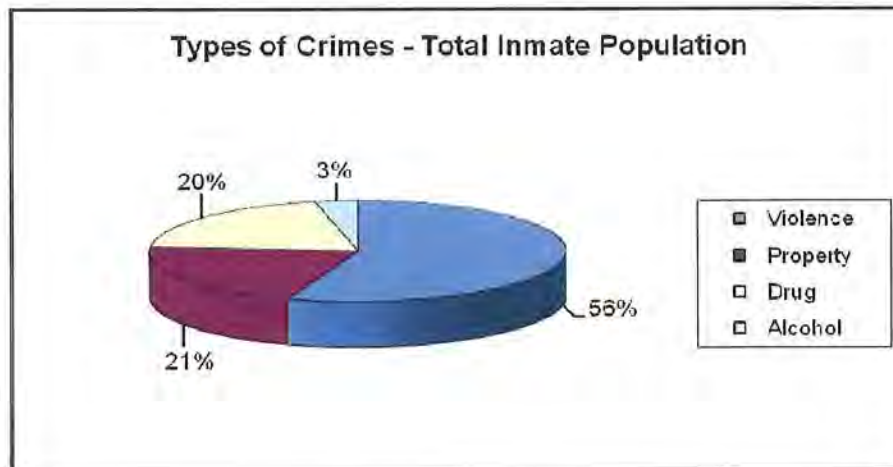


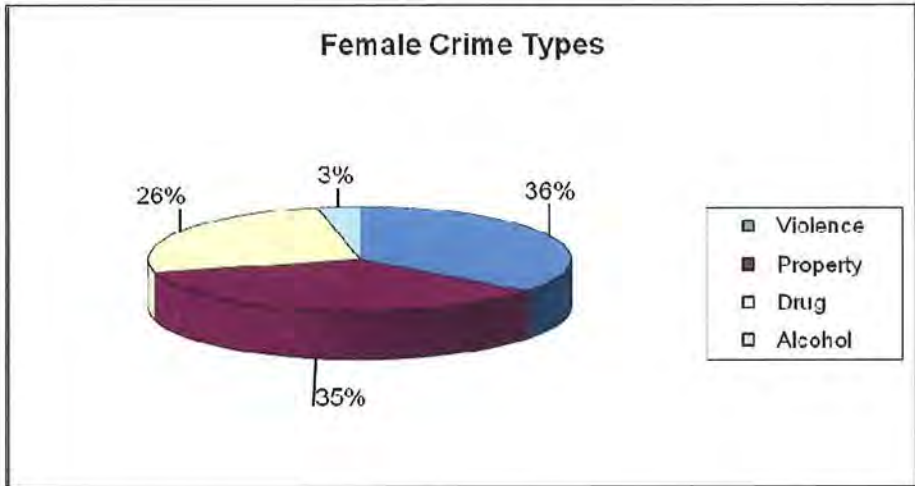
Female Felony vs. Misdemeanor Ratio



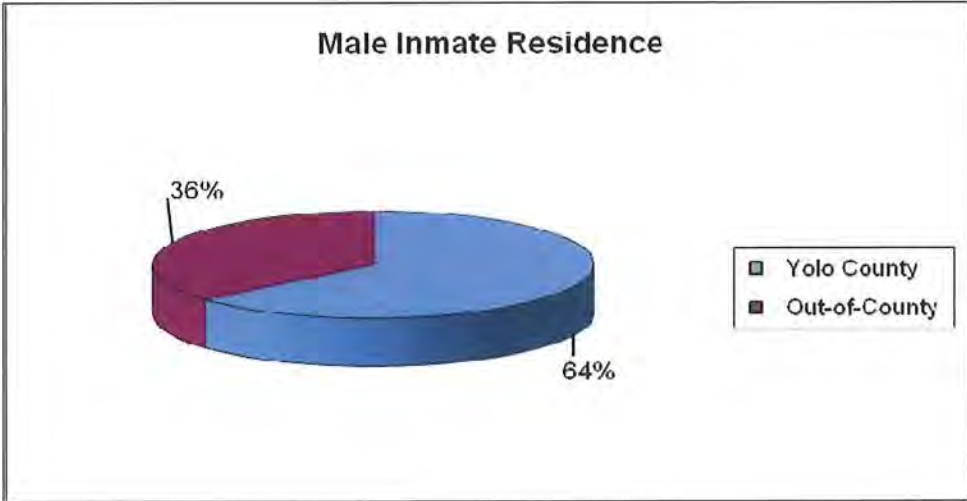
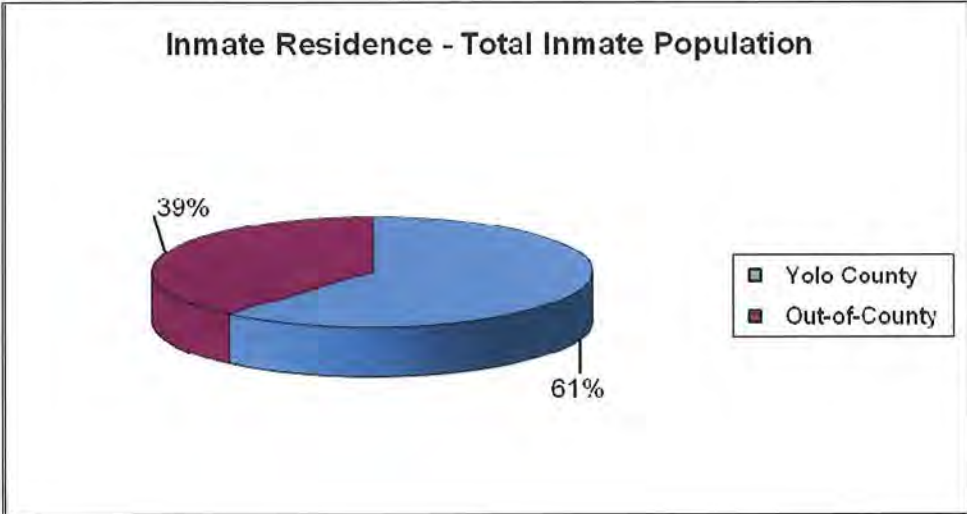
The following charts further show the general "types" of crimes for which inmates are in custody at the Yolo County jail. The majority of the inmates' in-custody are being held on violent crimes (56% of total inmate population). However, the female population has a higher percentage of drug/alcohol/property crimes than violence (64% to 36%). This is very typical throughout the State as females tend to commit fewer violent crimes but are more prone to abuse substances. Of note however, more women are being held for violent crimes in the past 10-years as has been the historical trends.

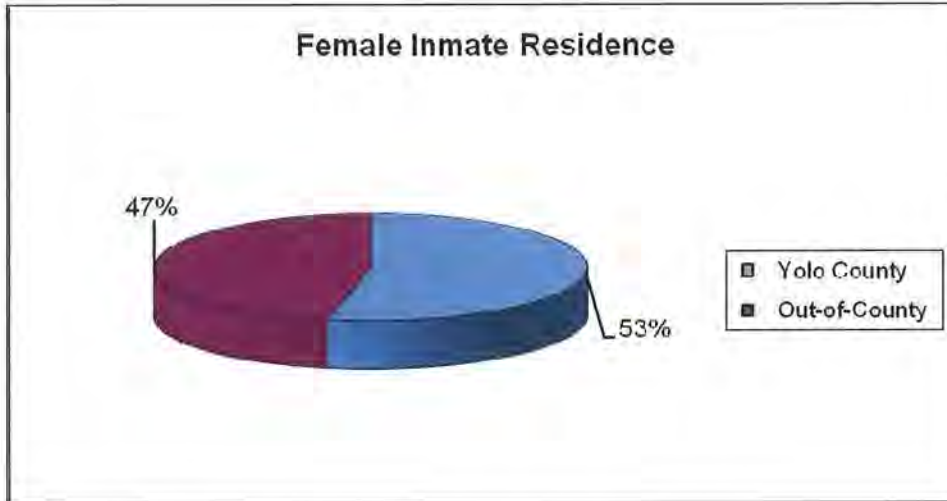
As the jails become filled with more violent offenders, more defendants receive probation in lieu of jail time. When these offenders fail to comply with the terms and conditions of their probation, they are ordered back to court to determine if they should serve time in custody.





Counties that are contiguous to larger urban areas experience significant impact from "spill-over" crime. Although the majority of inmates in the Yolo jail are from Yolo County, 39% are from other areas outside the County. The majority of the inmates from outside Yolo County were from Sacramento County.





Some additional information was also developed from the profile. The number of inmates held on murder charges or attempted murder was excessive compared with other similar counties. Yolo County also has an agreement with the Federal government to house Federal prisoners, some for extended periods of time. On the date of the profile there were six Federal prisoners in custody. Yolo County had five inmates housed as a courtesy in other county jails. There were a number of inmates with Parole holds but only three that were being held solely on a Parole hold. Again there were a number of inmates with pending warrants from other counties but only three being held solely on an out-of-county warrant. There were a number of inmates with violation of probation (VOP) holds but only one being held solely on a VOP. This is very unusual and is most likely the result of overcrowding as there is not enough room to house inmates with only a VOP charge.

Total Profile		Male Profile		Female Profile	
Murder Charge	29	Murder Charge	28	Murder Charge	1
Attempt Murder	13	Attempt Murder	12	Attempt Murder	1
Federal Prisoners	6	Fed. Prisoners	4	Fed. Prisoners	2
Housed O/C	5	Housed O/C	5	Housed O/C	0
Held 3056 Only	2	Held 3056 Only	2	Held 3056 Only	0
Held O/W Only	3	Held O/W Only	3	Held O/W Only	0
Held VOP Only	1	Held VOP Only	1	Held VOP Only	0
Home Detention	31				

As the profile indicates, Yolo County is in essence an all felony jail with a high percentage of violent offenders. Additionally, Yolo releases over 3,500 (3,586 in 2006) inmates per year as a result of the overcrowding court decree. It does not appear there are a significant number of inmates that could be released given Yolo County's current situation.

Existing Alternatives to Incarceration Programs

Solutions to the jail crowding dilemma must be developed in accordance with the unique needs and desires of the Yolo community and officials responsible for managing criminal justice agencies and programs. Construction to increase bed capacity is one appropriate component of solutions that have been developed to address the crowding problem. The other components usually focus on alternatives to incarceration and case processing programs which can be modified to help ensure existing jail space is effectively utilized.

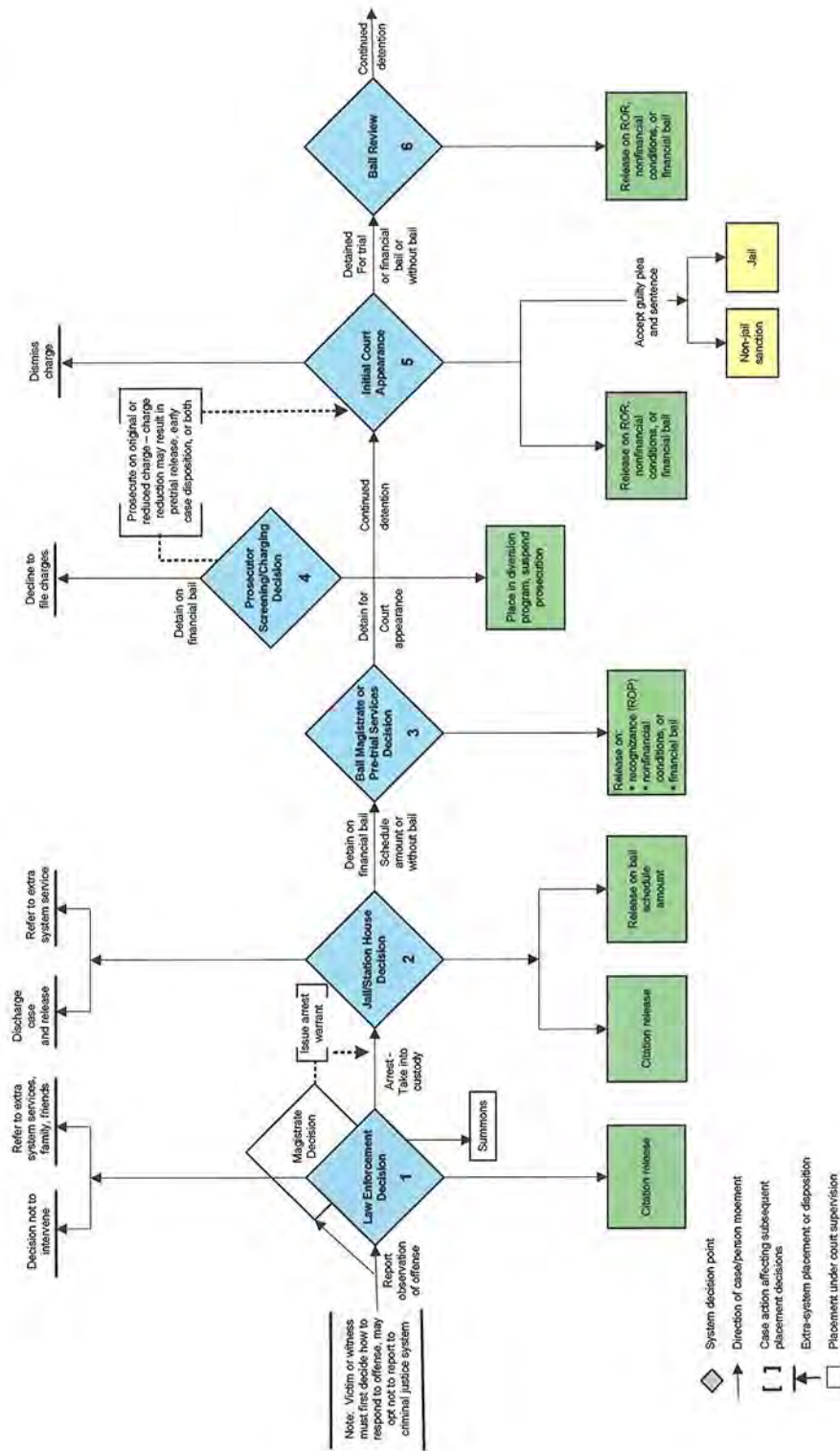
Use of alternatives or special case processing procedures can occur at any number of points in the Yolo Criminal Justice System. At each decision point, a series of case handling steps or options can be emphasized. Decisions to select particular alternative options as a way of curbing jail population growth and the need for increased space by diverting offenders and shortening the custody period of those who remain must, however, maintain caution to ensure that neither premature nor inappropriate releases occur which may endanger public safety.

In Yolo's adult criminal justice system, major screening and case processing decisions occur at 12 primary points in the system and involve options concerning:

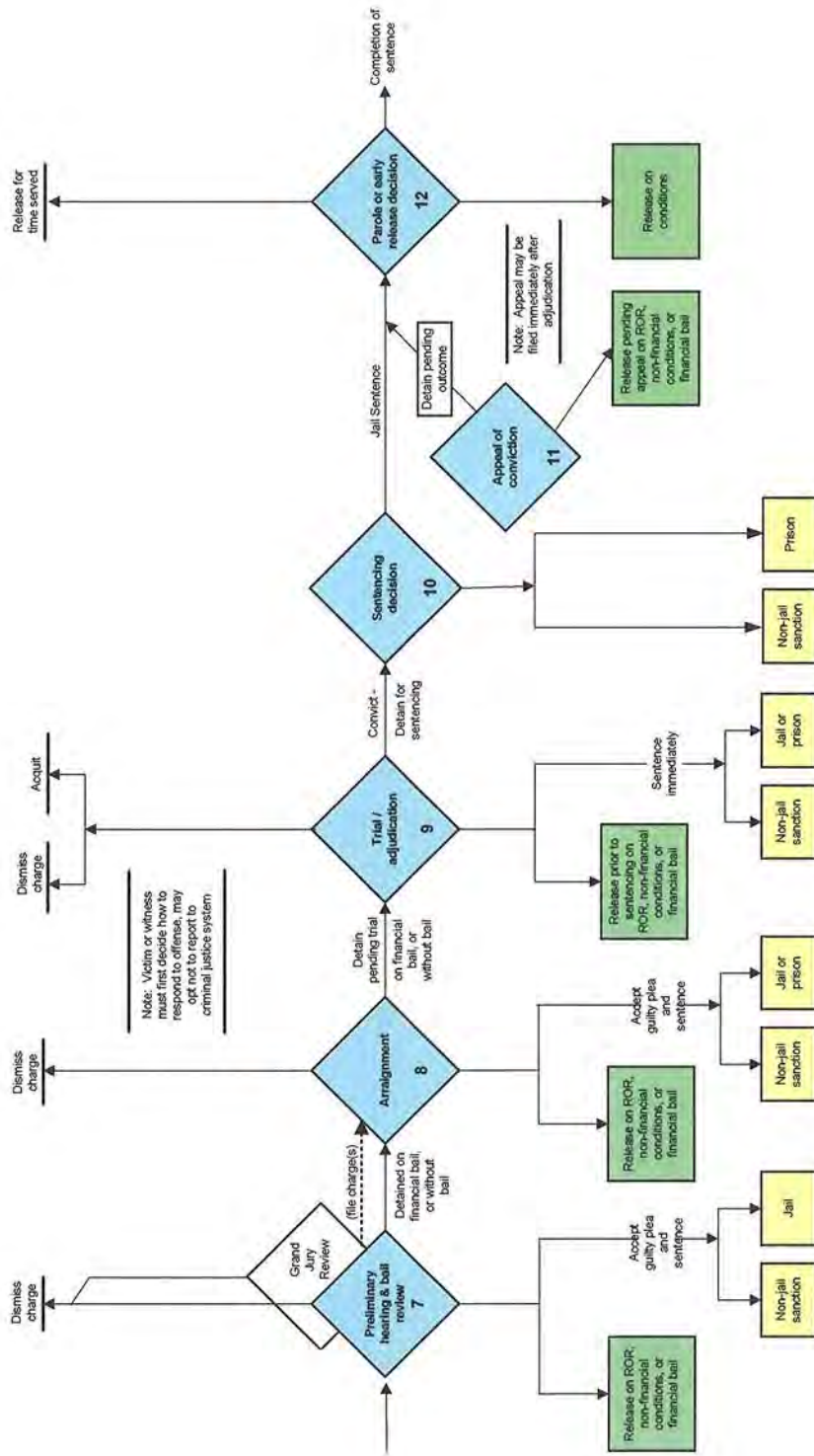
ADULT OFFENDER PROCESSING POINTS	
1.	Enforcement Decisions
2.	Police Stationhouse or Jail Booking Decisions
3.	Pretrial Services Release Decisions
4.	Prosecutor's Charging Decisions
5.	Initial Court Appearance Decisions
6.	Bail Review and Other Hearing Decisions
7.	Preliminary Hearings
8.	Superior Court Arraignment
9.	Trial/Adjudication
10.	Sentencing
11.	Appeal
12.	Parole or Early Release Considerations

The Figures on the following two pages show the primary steps available to officials as offenders are processed through the 12 decision points shown above.

CRIMINAL JUSTICE DECISION POINTS



CRIMINAL JUSTICE DECISION POINTS



The resulting profile and assessment of the major alternative programs currently utilized by police, county jails, District Attorney, courts and Probation Department is summarized in the remainder of this section. The key programs and specialized case processing procedures highlighted in the section include:

Yolo County Community Corrections and Jail Alternative Programs

1. **Community Corrections/Alternative to Incarceration Programs:** The Sheriff's Department and Probation both operate Community Corrections Programs. The Sheriff's Department oversees electronic monitoring (home custody). The Probation Department oversees the work release program.
2. **Work Release (Sheriff's Work Initiative Program SWIP):** Some sentenced inmates with less than 90 days to serve, determined by the court, are eligible for work release. The inmate reports to the Leinberger Center and is interviewed. The inmate must pay \$25 application fee to the Sheriff's Department and a County flat fee of \$310. Once the fees are paid and the offender is accepted into the program, the Probation Department oversees the program.
3. **Electronic Monitoring Program (EMP):** The Sheriff's office leases 20 electronic monitoring units. There is a \$40 application fee. There is a daily fee for the program determined by a sliding scale based on income. The daily fee ranges from \$12 to \$15 per day. There are weekly drug tests and periodic random home inspections to insure inmates are in compliance.
4. **Pretrial Release (Own Recognizance) Program:** The Sheriff's Department and the Probation Department share the responsibility of the OR program. Prior to May 2007 the Probation Department conducted all the OR investigations. Since May of 2007, the Sheriff's Department conducts pre-arraignment reports and the Probation Department conducts post-arraignment reports when requested to do so by the courts.

The Sheriff's Department has two part-time retired correctional officers who perform the OR duties. All arrestees brought into the jail are reviewed for possible OR release. The jail uses the Federal court decree standards of non-release as the guidelines for who is not qualified for OR. The list of crimes includes violence, use of weapons, threats, sex crimes, and child abuse. Inmates who are not disqualified by the nature of their crime are interviewed by jail staff. A pre-arraignment questionnaire is used to determine the inmates' eligibility. The officer considers current charges, past convictions, RAP, residence longevity, employment, prior FTA's, community ties, public safety, etc. The officers conduct verification interviews and telephone calls. The instrument is not a point system but rather subjective. The OR officer then makes a recommendation.

The Probation Department conducts post-arraignment OR investigations when requested by the courts. The Probation Department uses an objective point system instrument that considers time in the area, residence, family ties, employment & financial history, prior convictions, alcohol and drug abuse, and current charges.

The Yolo County detention system does not operate a work furlough program due to the lack of minimum security jail beds. There is also no weekender program due to the lack of minimum security jail beds.

The examination of current programs revealed that Yolo County justice agencies are continuing to make extensive use of alternatives to incarceration programs and specialized case processing procedures

developed to address jail crowding situations involving both pretrial and sentenced prisoner populations. The alternative programs and processing procedures currently utilized at major screening points in the system are identified below.

Impact of Jail Incarceration Alternative Programs

The Sheriff's Department makes maximum use of recognized pretrial and post-sentence alternative incarceration programs. Without these programs, it is estimated the jail's inmate ADP would likely increase by at least 32.0%. The Needs Assessment has shown that the County cannot immediately establish a new program that, by itself, will have a significant impact on bed space requirements.

Yolo County has taken significant steps to make maximum use of recognized pretrial and post-sentence alternatives to incarceration programs and innovative case processing practices in response to detention system overcrowding. Currently, a total of 12 programs have been established to address pretrial release and an additional seven specialized Court processing procedures and post-sentence alternative sanctions are being utilized. It is estimated that without these programs, the Monroe Center and Leinberger Unit's average daily population would increase by at least 137 inmates.

Yolo County Alternative to Incarceration Programs	
Decision Point	Alternative Programs
Pretrial Release:	
<i>Law Enforcement</i>	Field Citation Release. Diversion to services (family disputes, mental illness, etc. Release without charge (PC 849(b) public inebriates).
<i>Jail Booking</i>	Misdemeanor Citation Release (PC 853.6). Restricted public inebriate bookings (PC 849(b)). Expedited holds/warrants release to other agencies. Citation Release for felony reduced filings. Bail schedule.
<i>Pretrial Services</i>	Pretrial OR Release
<i>Prosecutor Charging</i>	Accelerated DA review and screening Diversion from prosecution (PC 1000). Spousal Abuse Diversion
	TOTAL PRETRIAL PROGRAMS AND SPECIALIZED PROCESSING PROCEDURES: 12

Yolo County Alternative to Incarceration Programs	
Decision Point	Alternative Programs
Expedited Court Processing and Alternative Sentencing Sanctions:	
<i>Court Delay/Reduction</i>	Arraignment calendar and court. Priority trial calendar for in-custody defendants.
<i>Sentencing Alternatives</i>	Probation, community service, fines, restitution and treatment. Treatment / counseling referral. Work-in-lieu of Jail (SWIP Work Release). Electronic Surveillance and Monitoring Program. Supervision
<i>Sentence Conversions/Transfers</i>	Early Release (PC 4019 Work/Good Time Credits). Expedited CDCR transfers for sentenced inmates. Work Release Program Conversion for sentenced inmates during last 45 days of confinement.
TOTAL SPECIALIZED COURT PROCESSING PROCEDURES AND POST-SENTENCE ALTERNATIVES: 7	

The Yolo County Sheriff's Department, city police departments and other County / State agencies utilize, for example, the legal option of issuing citations in lieu of booking defendants into the County Jail. The intent is to limit incarceration of non-violent misdemeanants. The use of citation release provides for officer discretion, allows misdemeanants to remain in the community, and eliminates an unnecessary burden on the County Jail. As the following Table indicates, local law enforcement agencies are continuing to increase field citations in lieu of jail booking for misdemeanor arrests. In 2000, 25.0% (one out of every four) misdemeanants received a Promise to Appear citation in lieu of being booked into the County Jail. In 2010, approximately 28.1% of the misdemeanants arrested by local law enforcement agencies were issued a citation in lieu of being booked into the Monroe Center.

<u>Misdemeanor Arrests</u>	<u>2000</u>	<u>2002</u>	<u>2006</u>	<u>2008</u>	<u>2010</u>
No. Misdemeanor Arrests	4,583	4,566	4,794	5,021	4,918
No. Citations Issues	1,146	1,237	1,366	1,416	1,382
% Misdemeanor Arrests	25.0%	27.1%	28.5%	28.2%	28.1%

YoloNA/Table5
Source: California Department of Justice

In terms of managing the crowding in the County's jail facilities, the Sheriff's Department has adopted an aggressive Pretrial Release Program at booking which provides a non-financial recognizance release (OR) mechanism for pretrial felony detainees who might not afford monetary bail. Through the program, interviewers collect and verify personal history information on defendants for submission to the Courts prior to arraignment. The verified information deals with a defendant's ties in the community and relevant criminal justice factors which have been found to correlate with an individual's ability to keep their assigned Court date if they are released pending further Court proceedings.

All felony detainees are interviewed at booking with the exception of those not eligible for OR release. These examples include parole holds, warrants / hold from other agencies, murder charges, Superior Court warrants, commitments and remands. In 2007, a total of 1,272 defendants were screened and released after being booked into the Monroe Center. These pretrial releases represented approximately 12.5% of the jail's annual bookings. In 2010, these pretrial releases represented approximately 12.4% of the jail's annual bookings.

Jail Pretrial Services Program Number and Percent of Yolo County Pretrial Detainees Granted Own Recognizance (OR) Release					
<u>Pretrial Services</u>	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2009</u>	<u>2010</u>
No. Own Recognizance (OR) Releases	1,248	1,246	1,272	1,147	1,137
(%) Percent of Jail Bookings	12.9%	11.8%	12.5%	12.3%	12.6%

YoloNA/Table6
Source: California Department of Justice

The Sheriff's Department, with the support of the Probation Department and Superior Court, have also adopted and expanded alternatives to incarceration for sentenced inmates. These community corrections programs include Electronic Monitoring and Work Release.

Under the Electronic Monitoring Home Detention Program, individuals who have been sentenced to serve time in the County Jail have the opportunity to continue their civilian employment in lieu of jail incarceration. The Sheriff's Electronic Monitoring Program has a capacity for 20 participants. The Program utilizes staff supervision, drug testing, and continual monitoring to ensure public safety while participants live at home and work in the community. The intent of the Program is to allow low-risk, non-violent convicted felons and misdemeanants to keep their jobs in lieu of jail custody thereby giving them an opportunity to remain a productive citizen of the community while repaying a share of the custody cost incurred as a result of their Court conviction and sentence.

The Sheriff's Alternative Work Program (SWIP) functions as Yolo County's primary incarceration alternative for individuals sentenced to carry out community work assignments in lieu of jail confinement. The goal of the program is to relieve crowding in the jails while providing an alternative service to the community. Judges have continually supported program usage by steadily increasing commitments over the past decade. Work Project participants perform public service work assignments at parks, churches, cemeteries, roadways and at other public or non-profit sites. In addition, the Work Project provides an overcrowding relief mechanism for the Main Jail and Leinberger Unit through the screening of in-custody sentenced inmates for transfer to Work Release to serve the last 45 days of their sentence.

As the following Table shows, in 2010, the Home Custody Electronic Monitoring Program had 109 participants. These individuals were supervised an average of 62 days. The total days participants are monitored through the Program has ranged from 2 – 180.

Sheriff's Department Work in Lieu of Jail Program & Electronic Monitoring Home Custody Program 2000 - 2010			
Post-Sentenced Alternative	2000	2007	2010
Sheriff's Work Program (SWIP):			
Total Participants	641	870	851
Total Work Days	13,596	18,270	17,020
Average Days of Work in Lieu of Jail	21	21	20
Electronic Surveillance / Monitoring (Home Custody EM):			
Total Participants	192	114	109
Total EM Days	6,384	6,840	6,749
Average Home Custody Days	33	60	62
Range of Home Custody Days	2 - 60	2 - 182	2 - 180

YoloNA/Table7

Source: Yolo County Sheriff's Department SWIP Program

In 2007, the Sheriff's Work Program (SWIP) assigned 870 individuals to community work sites. An average of 21 days of work in lieu of jail incarceration is completed by participants. More importantly, the trend data shows the Work Program is continuing to receive significant numbers of participants. In 2000, a total of 641 individuals were assigned to the SWIP Program. In 2007, a total of 870 individuals were assigned to work sites which represented an increase in the Program's participation of 35.7%. In 2010, the Program processed 851 sentenced inmates.

Over the past decade, the Sheriff's Department has made three significant program modifications in its efforts to manage crowding at the County's jail facilities. These changes have included:

- **2000: Leinberger Unit** – The classification policy for housing inmates at the minimum security Leinberger Unit was modified. Pretrial inmates that were previously not eligible to be housed with sentenced detainees was modified. Pretrial inmates are now routinely housed at the facility. Pretrial inmates, due to gang affiliation or types of criminal offense, also became eligible. Housing different classifications of inmates at the Leinberger Unit in addition to expanding the Sheriff's Alternative Work Program made more beds available for higher security inmates at the Monroe Center.
- **2002: Home Custody Electronic Monitoring** – The Sheriff's Department modified the Electronic Monitoring Program by increasing the number of home custody days participants could serve in lieu of jail confinement in the Program. Prior to the change, participants were limited to a maximum of 60 days in the Program. This has been extended to six months (180 days).
- **2003: Sheriff's Alternative Work Program** – The Sheriff's Department increased the Work Release Program conversion for sentenced inmates from 30 to 45 days during their last period of their jail confinement.

These three program modifications have allowed qualified inmates to fulfill their sentences without occupying jail beds.

SECTION 7: JAIL OPERATIONS, STAFFING & INMATE PROGRAMS

Yolo County Jail Needs Assessment Update

Custody Division Organizational Structure and Mission Statement

The information in this section provides a summary profile of the Sheriff's Department's Custody Division organizational structure, Mission Statement, and basic operational goals and objectives that are being emphasized in the operation of the County's adult pretrial and sentenced jail facilities. The information also provides a general overview of the Monroe Center and Leinberger Facilities' Policy and Procedures Manuals and compliance to Corrections Standards Authority's (CSA) Minimum Jail Standards related to (a) training, personal and management, (b) records and public information, (c) classification and segregation, (d) programs and activities, (e) discipline, (f) health services, (g) food service, (h) clothing and personal hygiene, (i) bedding and linens, and (j) facility sanitation and safety. Information is also provided about the key inmate programs and services currently available at the County's jail facilities. A number of outside agencies including the Corrections Standards Authority (CSA) conducts reviews of jail operations and adherence to published standards. For this Needs Assessment Update, the jail's inspections for the period 2008 – 2010 were also reviewed.

The chart on the following page shows the basic organizational structure the Yolo County Sheriff's Department has established for the Jail Custody Division. As the chart shows, a Captain is responsible for the direction and management of the County jail system. Organizationally, the jails are staffed and key services are provided in seven organizational areas including:

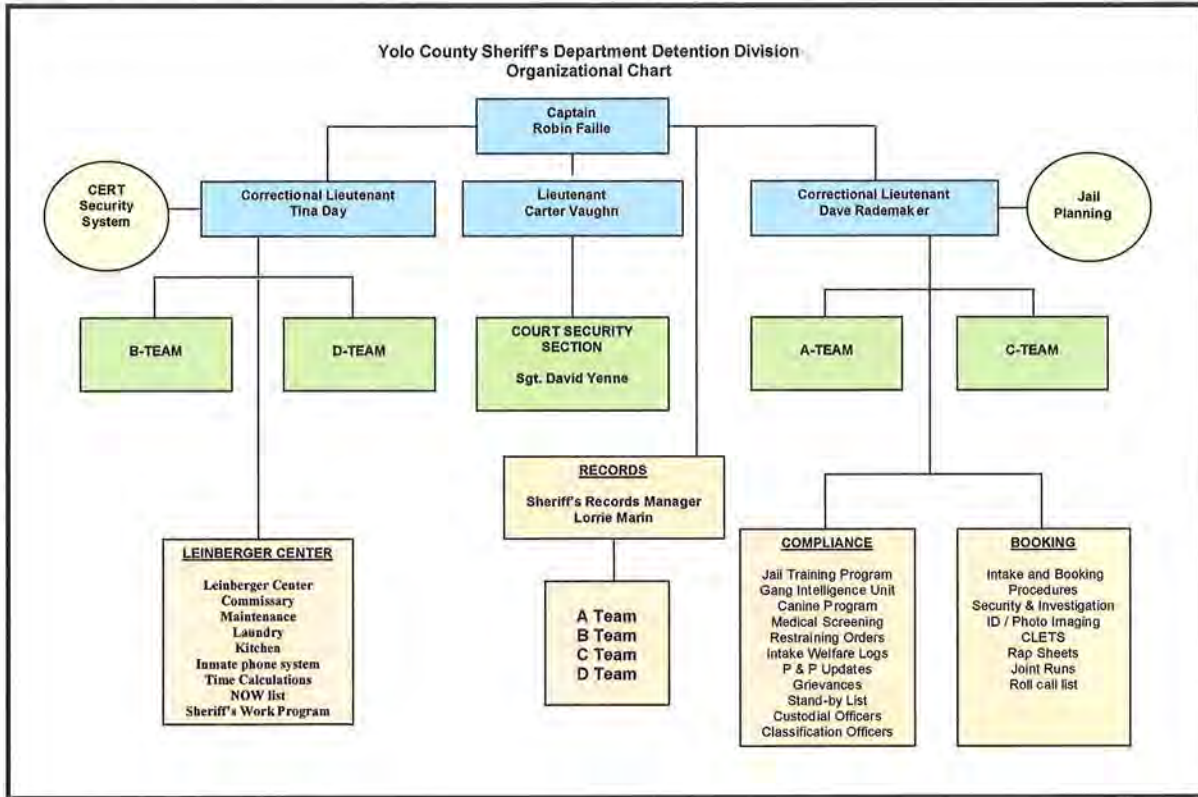
- (1) Facility Administration
- (2) Core Operations, Monroe Center and Leinberger Facility
- (3) Court Security
- (4) Records Maintenance
- (5) Inmate Programs
- (6) CERT Security Systems
- (7) Compliance

Two Correctional Lieutenants are responsible for the day-to-day operations at the Leinberger facility. A Sheriff's Department Lieutenant and Sergeant manage the detention facilities' Court security section. The Monroe Center Lieutenant oversees the jail system's booking process, procedures, security and investigations, and other related procedures. The Lieutenant also directs jail compliance activities that cover (a) jail training, (b) gang intelligence unit, (c) canine program, (d) medical screening, (e) restraining orders, (f) intake welfare logs, (g) policy and procedure updates, (h) grievances, and (i) custodial officer scheduling. The Classification Officers assigned to the Monroe Center also report to the Correctional Lieutenant.

The Correctional Lieutenant overseeing the Leinberger facility is responsible for day-to-day operations covering the (a) commissary, (b) laundry, (c) kitchen, (d) inmate phone system, (e) facility-wide maintenance, (f) time calculations for sentenced detainees, and (g) Sheriff's Work Program.

The Jail Administration Unit is responsible for the staff scheduling, overtime, and Custody Division budgeting. The Administrative staff oversee jail record functions and coordinate the Jail Management Information System activities. The Inmate Programs Unit covers essential services that include medical services, the law library, general population library services, religious programming, and various education and GED programs that are offered to pretrial and sentenced inmates.

The jail system has also assigned jail planning functions to the Correctional Lieutenant responsible for the Monroe Center operations.



Jail Mission Statement and Operational Goals

Major policy decisions regarding the County's jail facilities must meet both the immediate and long-range needs of the community as well as that of the jail staff and inmates who are detained in the facility. For this reason, the development and documentation of a Mission Statement and corresponding goals for jail management and operations are critical steps in the Needs Assessment and facility planning process. Together, these documents define, in general terms, the nature of the philosophical and operational practices to be achieved in the facility. They are essential reference documents which provide focus, direction, and consistency to the broad range of activities which the County is undertaking through the Monroe Center and Leinberger facility.

The Mission Statement is a critical step in the facility planning process. A Mission Statement defines, in general terms, the nature of most operational practices to be achieved in the management of the facility. Because the Mission Statement reflects the incarceration and operational philosophies for the Yolo County jail system, it is an essential reference document for the collection and analysis of relevant quantitative and empirical data. Without it, the planning process can lack focus and direction, and will, in all probability, result in facility decisions which do not meet the long-term needs of the inmates population, staff, and management of the jail facilities.

Specifically, a Mission Statement:

1. Defines the purpose of the facility, including the legal mandate under which the facility will operate, the types of inmates who will be incarcerated in the facility, and, in general terms, the rationale for their incarceration.

2. Defines the facility's responsibilities to its inmate population, and other major constituencies. In the broadest sense, those responsibilities are **SECURITY** (making sure that those individuals incarcerated remain so until legally released), **SAFETY** (making sure that both the staff and inmates of the facility are not subjected to physical, emotional, or psychological abuse or danger), and **SERVICE** (providing for the basic human needs of the inmate population, and providing opportunities, for those inmates who choose to participate, to rehabilitate themselves and, upon release, become constructive members of the community).
3. Reflects the long-range direction in which the jail will be headed.
4. Reflects major organizational goals to be accomplished in the facilities and their rationale.

With regard to the planning process, a Mission Statement, in conjunction with the statement of facility operational goals and objectives provides focus to the data collection and analysis activities. It also serves as the primary reference point for the development of programs and, eventually, policies and procedures for new facilities. It provides overall direction to architects and the consultant(s) regarding the design of remodeled facilities. The Mission Statement also serves as a basis for public education regarding the jail and is the starting point for long-range planning regarding the facility and its operation.

There are several concepts which are crucial and should be focal points for the Mission Statement including:

- The paramount goal of any jail must be public safety and security.
- The primary goal, with regard to the inmates population should be that individuals will depart the facilities in no worse condition, physically or psychologically, than that in which they entered.
- Emphasis should be placed on conditions and facilities for staff. The staff has to work in the facilities 24 hours a day, seven days a week, 365 days a year.
- Creative alternatives to prosecution, detention, and sentencing sanctions should be used to the extent possible and consistent with public safety.
- Facilities need to operate with an eye towards flexibility in the segregation and housing of inmates.
- Equal facilities and access to programs must be provided to male and female inmates.

In the development of a Mission Statement, serious consideration should be given to three key issues:

Purpose – The purpose of the facility should include the legal mandate for the operation of the facility; the role of the detention facility in the local criminal justice system, the types of inmates who will be incarcerated in the facility, and in general terms, the role that incarceration plays in the community. In determining the purpose of the detention facility, the following questions were addressed:

- Is the operation of the detention facility mandated by state and/or local statutes.
- Who is ultimately responsible for the operation of the facility?
- What law enforcement agencies and courts are served by the facility, and how does the facility help them accomplish their responsibilities?

- Who will be incarcerated in the facility, and why should they be incarcerated?

Responsibilities – The Mission Statement must define the facility's primary responsibilities to its inmate population and other major constituencies. In the broadest sense, those responsibilities are:

- **Security** -- Making sure that those individuals incarcerated remain so until legally released;
- **Safety** -- Making sure the staff, inmates, and visitors to the facility are not subjected to physical, emotional, or psychological abuse or danger while in the facility; and
- **Service** -- Providing for the basic human needs of the inmates population, and providing program opportunities for those inmates who choose to participate.

The definition of the term "Service" is particularly critical because of its cost implications. The definitions of this term should, therefore, include a general description of the types of services and programs which will be offered in the facility. In defining all three terms, it is essential that state and national standards and recent corrections-related court decisions be carefully reviewed to determine what, at a minimum, are the detention facility's responsibilities.

The facility may, however, have other major responsibilities to its various constituencies. As an example, there may be a responsibility to local government to operate the facility in a cost-effective manner. It is important that all of the facility's major responsibilities be identified and reflected in the Mission Statement.

Philosophical Direction – Determining the philosophical direction of County Jails requires putting aside current perceptions regarding the mission of the facility and trying to conceptualize the facility's mission five, ten, or 20 years in the future. A number of quite different philosophical approaches to corrections can be identified including:

- **Revenge** – The mission of a facility is to punish inmates as their "debt to society," and as a deterrent to future criminal activity.
- **Reform** – A jail exists to provide inmates with vocational and educational skills and instill in them contemporary community standards in order to make the inmate, upon release, productive members of society.
- **Rehabilitation** – The mission of a correctional facility is to treat the inmate's social and psychological problems and change their attitudes in order to allow them to "cope" with society upon release.
- **Reintegration** – A detention facility is responsible for developing a cooperative relationship between the inmates and the community in order to reduce the stigma of criminality and enhance the inmate's ability to successfully re-enter the community upon release.
- **Restraint** – A detention facility must be operated in a smooth and efficient manner and must tightly control the behavior of inmates through the use of rewards and punishments in order to keep the environment of the facility calm. This philosophy assumes that attempts to reform, rehabilitate, or reintegrate inmates are futile because people change only if they want to.

In terms of the operation of a jail, all of the above philosophical approaches have their advantages and disadvantages. As a result, most communities recognize that the philosophical direction established for the facility will reflect some combination of two or more of the above philosophical models. Regardless of

the philosophical direction chosen, it must be based on the community's expectations for the facility, current correctional standards and court decisions, and the needs of the staff and inmates population of the facility.

While there is no set format for a Mission Statement, the document must comply with the following criteria:

- **Broad Focus** – The Mission Statement must definitively address every major issue regarding the operation of the jail. The Mission Statement should not, however, attempt to address the details of how the facility will operate. Those details should be addressed in other documents, such as the facility's master plan, the functional and architectural programs for the facility, and operational Policies And Procedures.
- **Concise** – The Mission Statement should be written as simply and concisely as possible.
- **Clear and Unmistakable** – The Mission Statement must be understandable to even those individuals who have little or no knowledge of detention facilities.
- **Realistic and Attainable** – While the Mission Statement should reflect the ideal facility for the community it serves, those responsible for the development of the Mission Statement must feel certain that, with effort, the ideals expressed in the Mission Statement can be achieved. A Mission Statement which includes "pie-in-the-sky" concepts which can never be implemented is worthless.
- **Positive** – Because the Mission Statement defines the future course of the facility in the community, it must focus on what will be done, rather than what will not or cannot be done.

The Mission Statement and goals must also incorporate the basic policies, programs, and purposes identified in the larger Sheriff's Department Mission Statement.

An integral part of the fulfillment of the Yolo County Sheriff's Department's mission involves the operation and management of the Monroe Center and Leinberger facility. To carry out its legal mandates, the following statement expressing the principal purposes for how the Yolo County jail system is to operate has been developed and is utilized in the daily operation of both detention facilities.

Custody Division Mission Statement and Jail Use Policy

The Yolo Sheriff Custody Division will promote secure, safe, and humane housing for pretrial and sentenced inmates. Service to the general public and the Criminal Justice System will be of the highest quality. Operation of the facilities will be consistent with the principles of direct supervision and will at all times meet minimum jail standards as defined in Title 15 of the California Code of Regulations, and will insure public safety. Programs and services will be made available to influence positive behavior with the intent to provide the opportunity for inmates to be returned back to the community in equal or better condition both physically and psychologically than when they entered. These goals will be met, while assuring staff of a productive, safe and secure work environment, and providing them with the vision, leadership tools, and resources to fulfill this mission.

Operationally, in its published Policy and Procedures Manuals, staff training and other operations the Yolo County Jail System strives to meet the following three basic responsibilities that focus on security, safety, and service:

Yolo County Jail Operational Goals and Objectives

- **Security** – The jails will provide sufficient security to prevent escapes by foreseeable means. Primary security will be maintained at the perimeter so as to allow the internal environment to be the least restrictive possible, consistent with unit housing classification. Assignment of inmates to security status shall be based upon the consistent application of rational classification and segregation systems. Maximum inmate-staff interaction will be encouraged. Interaction will be maximized in order to reduce staff stress, conflict, and related problems of inmates management, including security. The jail will use a combination of supervision, inspection, accountability, and clearly defined policies and procedures on the use of security to promote safe and orderly operations.
- **Safety** – The protection of the rights of staff, inmates, and the public, to be safe in their person and property will be of the highest quality.
- **Service** – The jail shall have as a goal that inmates will depart in no worse condition, physically or psychologically, than that in which they entered. Achievement of this goal is to be promoted through the humane and dignified treatment of inmates. This will include the provision of adequate space, privacy, and personal necessities, the provision of exercise, visitation opportunities, and access to the services of outside agencies, the provision of social service programs and related services for self-development and religious worship, and the encouragement and accommodation of work and educational programs which reduce idleness.

All incoming inmates will undergo thorough screening and assessment at intake and receive thorough orientation to the facility's procedures, rules, programs, and services. The facility will protect the constitutional rights of inmates and will seek a balance between expression of individual rights and preservation of facility order. The facility's rules of conduct and sanctions and procedures for violations will be defined in writing, and communicated to all inmates and staff. Disciplinary procedures will be carried out promptly and with respect to due process. Inmates who threaten the secure and orderly management of the jail will be removed from the general population and placed in special custody supervision units.

Meals will be nutritionally balanced, well-planned, prepared, and served in a manner that meets established governmental health and safety codes. The jail's sanitation and hygiene program will comply with applicable regulations and standards of good practice to protect the health and safety of inmates and staff. The jail will provide comprehensive health care services by qualified personnel to protect the health and well-being of inmates. A written body of policy and procedure will govern the jail's academic, vocational education, and work programs for inmates, including program accreditation, staff certification, and coordination with other facility programs and services as well as the community. The Jail will also provide a structured program for inmates to help facilitate a satisfactory transition upon their release from detention.

Staffing for the jail is an important factor. The environment of the jail will be such as to promote high staff morale, job satisfaction, and pride in work. All staff shall receive orientation and recurrent in-service training. The Sheriff's Department's Custody Division will, at a minimum, comply with legal and professional standards developed through the Corrections Standards Authority (CSA) for the management and operation of county jail facilities.

Title 15 and 24 of the California Code of Regulations has established Minimum Standards for California county jail facilities. Compliance to the Minimum Standards is handled through inspections carried out by the Corrections Standards Authority (CSA) and other County service divisions. The Minimum Standards for jail facilities cover a wide range of operational and physical plant requirements including the following:

- **Training, Personal and Management** – The Minimum Standards include requirements covering (a) staffing levels, (b) inmate supervision and staff training, (c) fire and life safety, (d) Policy and Procedures Manual, (e) fire safety plan, and (f) security reviews.
- **Records and Public Information** – The Minimum Standards include requirements covering (a) reporting of legal actions, (b) death of an inmate while detained, (c) population accounting, and (d) jail facility capacity.
- **Classification and Segregation** – The Minimum Standards include requirements covering (a) admittance procedures, (b) release procedures, (c) classification, (d) orientation, (e) segregation, (f) assessment and plan, (g) counseling and casework services, (h) use of force, (i) use of physical restraints, (j) safety room procedures, (k) searches, (l) grievance procedure, and (m) reporting of incidents.
- **Programs and Activities** – The Minimum Standards include requirements covering (a) education program, (b) recreation and exercise, (c) religious program, (d) work program, (e) work program, (f) visiting, (g) correspondence, (h) telephone access, and (i) access to legal services.
- **Discipline** – The Minimum Standards include requirements covering (a) discipline, and (b) discipline process.
- **Health Services** – The Minimum Standards include requirements covering (a) responsibility for health care services, (b) patient treatment decisions, (c) scope of health care, (d) health care monitoring and audits, (e) health care staff qualifications, (f) health care staff procedures, (g) health care records, (h) confidentiality, (i) transfer of health care summary and records, (j) health care procedures manual, (k) management of communicable diseases, (l) access to treatment, (m) first aid, (n) individualized treatment plans, (o) health clearance for in-custody work and program assignments, (p) health education, (q) reproductive services (r) intake health screening, (s) intoxicated and substance abusing inmates, (t) health appraisals/medical examinations, (u) requests for health care services, (v) consent for health care, (w) dental care, (x) prostheses and orthopedic devices, (y) mental health services and transfer to a treatment facility, (z) pharmaceutical management, (aa) psychotropic medications, (bb) suicide prevention program, (cc) collection of forensic evidence, (dd) sexual assaults, and (ee) participation in research.
- **Food Service** – The minimum standards include requirements covering (a) frequency of serving, (b) minimum diet, (c) therapeutic diets, (d) menus, (e) food manager, (f) food handlers education and monitoring, (g) kitchen facilities, sanitation, and food storage, and (h) food serving.
- **Clothing and Personal Hygiene** – The Minimum Standards include requirements covering (a) standard facility clothing issue, (b) special clothing, (c) clothing exchange, (d) clothing, bedding, and linen supply, (e) control of vermin in inmates's personal clothing, (f) issue of personal care items, (g) personal hygiene, (h) shaving, and (i) hair care services.

- **Bedding and Linens** – The minimum standards include requirements covering (a) standard bedding and linen issue, (b) bedding and linen exchange, and (c) mattresses.
- **Facility Sanitation and Safety** – The minimum standards include requirements covering (a) facility sanitation, safety and maintenance, and (b) smoke-free environment.

The implementation of these important operational standards are clearly evident in the Yolo County Jail's Mission Statement, Operational Goals and Objectives Statements, and published Policy and Procedures Manual.

Jail Policy and Procedures Manual

The management and operations of local jails focus on a wide range of correctional concerns. The jail's role as a secure facility for pretrial inmates is unique from that of a long-term institution (intake and classification procedures require greater focus on security and the separation of various types of offenders; the programs and services of local jails must place greater emphasis on short-term detention and offender involvement with the community). Jail facility programs must respond also to the special needs of its detainees. Local facilities house pretrial detainees, thereby holding individuals who are presumed innocent yet require maximum security prior to trial, witnesses, and other types of detainees. This creates unique problems for jail facility personnel. For instance, detention facility operations may require the separate management of pretrial and post-sentenced inmates with special problems (alcohol and drug abusers, the mentally disturbed, the physically handicapped), as well as female offenders. Admission procedures in jail facilities must provide for greater contact with family, legal counsel, and others in the community.

Regardless of the size of any local jail, countless daily decisions are made by line custody staff and facility administrators about the following:

- | | |
|-------------------------------------|--|
| ▪ Organization and Management | ▪ Medical and Health Care Services |
| ▪ Fiscal Management | ▪ Inmate Rights |
| ▪ Personnel | ▪ Inmate Rules and Discipline |
| ▪ Training and Staff Development | ▪ Communication, Mail and Visiting |
| ▪ Management Information & Research | ▪ Admission, Orientation, Property Control and Release |
| ▪ Inmates Records | ▪ Classification |
| ▪ Physical Plant | ▪ Inmate Work Programs |
| ▪ Safety and Emergency Procedures | ▪ Release Preparation and Temporary Release |
| ▪ Security and Control | ▪ Citizen Involvement and Volunteers |
| ▪ Special Management Populations | ▪ Inmate Services and Programs |
| ▪ Food Services | |
| ▪ Sanitation and Hygiene | |

For each of these areas, minimum National and California Jail Standards have been developed which guide custody personnel in the basic management and operation of local jail facilities. These published standards have been recognized by corrections professionals, administrators, and practitioners as accepted standards necessary for the effective and efficient administration and operation of local detention facilities. Most standards require evidence of written policy and/or procedure in specific areas of operations. More recently, the importance of written policy and procedures in relation to court actions have been used to determine both direct and vicarious liability associated with County jail operations. The key to reducing vicarious liability has been handled by most jurisdictions through the development of a thorough policy and procedures manual. The manual has become the basis for formalizing and professionalizing County jail operations.

The policy and procedures manual is one of the most important management tools available to the corrections practitioner. Policies and procedures provide direction to staff by communicating the organization's philosophy and work plan. They serve as an invaluable aid in promoting consistency, efficiency, and professionalism in the performance of facility responsibilities by standardizing the methods by which such responsibilities are accomplished. Policies and procedures may be used effectively as a formal mechanism for the introduction of new ideas and concepts to staff, and for the transfer of authority and responsibility for the accomplishment of organizational goals and objectives to staff. They are also the foundation for any comprehensive staff training and development program.

Policies and procedures are an important form of documentation for facility defense against detainee-initiated court action. Indeed, the courts have ruled that the absence of written policies and procedures is "...clear as a matter of law of gross negligence, and shifts the burden of proof to jail Administrator."

Contrary to popular belief, the development of a policy and procedure manual is not a simple matter of writing down what the organization does and how it does it. Rather, it is an orderly process of organizational stock-taking, research and analysis, development of valid information, and the presentation of that information in a style and format which encourages its utilization. The initial development of a policy and procedures manual may take from three to six months to accomplish, and involves every functional unit of the organization and every facet of its operations. A policy and procedures manual can be of substantial benefit to the organization. However, unless the organization is willing to commit itself to a significant investment of time, effort, and creativity, those benefits cannot be fully realized.

In many organizations, the terms "policy" and "procedure" are used interchangeably to describe a management directive regarding the performance of a particular organizational activity. The two terms do, however, have distinctly different meanings which are relevant to their development.

- **Policy** – A definitive statement of the organization's position on an issue of concern to the administration or operation of the organization.
- **Procedure** – A detailed, step-by-step description of the sequence of activities necessary for the achievement of the policy which it attends.

In general terms, a policy reflects the organization's philosophy regarding a particular issue. It defines **what** the organization intends to do, on a consistent basis, with respect to what issue, and **why** the organization intends to take the defined action. A procedure, on the other hand, describes, in a sequential manner, **how** - and, inherent in such a description, **who**, **when**, and **where** - the organization intends to implement the policy.

In relatively rare instances, policies may exist which pervade all areas of organizational activity, and consequently, require no procedures for implementation. A policy affirming a corrections facility's intention to provide services detainees in a non-discriminatory manner is an example of such a policy. Procedures, however, exist solely to implement policy and cannot, therefore, exist alone. It should be noted that, in many instances, implementation of a policy may be sufficiently complex as to require more than one procedure.

Policies and procedures may be applicable to:

- **The Organization as a Whole** – Example: A policy and procedure(s) regarding the development of organizational policies and procedures affects all functional units of the organization.
- **One Functional Unit of the Organization** – Example: A policy and procedure(s) regarding the methods to be used by food service personnel in preparing detainee meals is pertinent only to the food service unit.

- **Two or More Functional Units of the Organization** – Example: A policy and procedure(s) regarding the transportation of detainees by security personnel to activities conducted by program unit personnel affects both functional units.
- **The Organization or One or More of its Functional Units And External Agencies or Organizations** – Example: A policy and procedure(s) regarding the provision of educational programs for detainees by the local school district affects, at a minimum, the program and security units of the corrections facility, and the local school district, an external organization.

Overall Assessment

The review of Yolo County's Monroe Center and Leinberger facility operations has shown that the management procedures adhered to in the County's jail facilities closely parallel reasonable basic traditional detention practices. Management has established procedures dictating acceptable practices in such areas as security and control, inmates' rights, communication, mail and visiting, facility rules, admission, orientation, property control, and release.

The jail's Policy and Procedures Manual is currently available in a published format which is also maintained in an automated format for ease of updating. Both the topics covered in the manual and its general organization are shown in the Table entitled Organization and Content of the Yolo County Custody Division Manual of Policies and Procedures. Official copies of the Manual are available to staff. The Manual is reviewed and updated annually, as demanded by standard.

Training

Staff training in the Yolo County jail facilities, like all jails in California, is regulated by the State. Training requirements are very clear and specific. All personnel whose primary duties involve direct supervision of inmates or supervision of personnel who directly supervise inmates must have jail operations training. Jail operations training must include material on correctional history and philosophy, security and emergency procedures, detainee attitudes and behavior, custody supervision, fire and life safety, movement of detainees, basic first aid, and judicial procedures. Personnel required to have jail operations training must also have basic first aid and CPR training.

All management personnel, defined as those who manage custodial and/or supervisory personnel, and where feasible, supervisory personnel themselves, must have jail management training. Fiscal and personnel management, corrections programming, Jail planning, and legal problems in jail administration exemplify the topics that this form of training must include. Managerial personnel, additionally, must undergo continuing training each year to maintain currency on issues and skills needed to manage effectively. This training requirement may be satisfied through attending or participating in meeting, conferences, seminars, or onsite in-service training. Finally, all personnel (custodial, supervisory, and management) should have additional onsite, in-service training each year. This training should cover such topics as recent developments in adult corrections, innovations, in security and security equipment, and legal developments.

All categories of County jail personnel are receiving adequate minimum training. The County Jail System has developed a comprehensive set of training records for each employee. A Department training officer is responsible for scheduling and insuring compliance with State minimum training standards. Basic operations training for custodial personnel have been or are being met.

The Correctional Standards Authority (CSA) biennial Jail Inspection Report completed in 2008 - 10 showed that the personnel employed in the facility were in full compliance with jail operations training provisions contained in Title 15.

Steps Taken to Reduce Reducing Vicarious Liability In County Jail Operations

The previous analysis has demonstrated quite clearly the efforts the Sheriff's Department has continued to make with respect to ongoing jail facilities operations. The Department's efforts are intended to reduce and minimize any liability to County taxpayers as a result of operating a detention facility for pre- and post-sentenced offenders. For the past several years, the Sheriff has taken a leadership role and made a conscious effort of reducing the County's overall liability. The following is a brief assessment of the accomplishments in the area of vicarious liability:

- **Failure to Direct** -- A well written and thorough Policy And Procedures Manual is available for the Monroe Center and Leinberger facility. It addresses, in writing, what is expected of jail employees, jail operations and inmates in all situations. All jail employees have access to the Manual and there is an annual review of the Manual conducted by the jail management personnel.
- **Failure to Train** – The Custody Division has developed a means to adequately train all jail employees, both pre-service and in-service. The facility has designated one person as responsible for internal staff training. Each year a training plan is developed which shows how each jail employee has complied with minimum training standards. Individual, current, and accurate training records are kept on each employee. Regular staff meetings and briefings are carried out with jail staff.
- **Failure to Supervise** – The Monroe Center and Leinberger facility have undertaken a program of formal inspections and assessments of staff performance to prove that it provides active and continuous supervision of jail's personnel. Frequent informal inspections of the jails with an inspection form which is reviewed by the Custody Division Captain is carried out. Daily inspections of the jails including all areas looking for safety, security, sanitation, maintenance, and other problems in the facility are conducted.

Overall Assessment

The key to reducing vicarious liability is the development of a thorough policy and procedures manual. It is primary to the training of staff and evaluating their performance on the job. The manual is the basis for formalizing and professionalizing the jail operation so the development of an appropriate policy and procedures manual should be the highest priority. The Yolo County Custody Division has developed a Policy and Procedures Manual that is used as a point of reference by all staff when resolving or responding to administration and operational issues in the Monroe Center and Leinberger facility. The policy and procedures are reviewed in their entirety on a periodic basis to insure that the written policies and procedures remain operationally viable, and consistent with organizational philosophy, and constitutional and professional standards.

Jail Staffing Levels

As the Chart below shows, the Sheriff's Department's Custody Division operates the jail facilities with the use of correctional officer staff and civilian personnel. In 2011 - 12, a total of 138 full-time equivalent staff positions were budgeted for the Yolo County jail system. The position classifications are highlighted in the following table.

**Yolo County Sheriff's Department Custody Division
Number and Type of Custody Staff Positions Assigned to the
Monroe Center and Leinberger Facilities in Fiscal Year 2011 - 12**

Sheriff's Department Custody Division Position Classification	Custody Positions Fiscal Year 2011 - 12
<i>Monroe Center and Leinberger Facility</i>	
Captain	1
Correctional Lieutenant	2
Correctional Sergeants	8
Correctional Officers	93
Correctional Records Shift Supervisor	3
Correctional Records Specialist	19
Deputy Sheriff I	4
Sherriff's Operations Technician	1
Sheriff's Service Manager	1
Food Services Coordinator	1
Detention Sr. Cook	5
Sub-total	138
<i>Jail Medical Staff</i>	
Medical Director	1
Program Manager	1
Nurse Practitioner	1
LVN	9
Registered Nurse	4
CMA	1
Clerical	2
MFTI (Mental Health)	1
ASW (Mental Health)	1
LCSW (Mental Health)	2
Sub-total	23
Total Allocated Positions	161

YoloNA/Table8

In addition, a total of 23 medical staff are also assigned to the two facilities. System-wide, correctional and medical staff total 161 personnel.

Adequacy of Jail's Record Keeping Systems

The Yolo County Jail installed and implemented a new Corrections Management System in recent years which appears to have enhanced their ability to capture and retain records and statistics. The jail staff and Information Technology Department were able to provide an adequate amount of quality data related to the jail for this study.

History of Jail System's Compliance With Local and CSA Standards

The Yolo County Jail is a very professionally managed facility in which considerable effort is given to complying with standards and regulations. This has been documented by CSA and Grand Jury inspectors. A review of inspection reports reveals: The majority of the concerns related to compliance are related to the facility and crowding, not management or staff. As early as 2001 - 2002 and every subsequent year, the Yolo County Grand Jury has been critical of the jail related to crowding and has suggested the County build a new jail or add housing as quickly as possible.

Similarly the CSA biennial reports (2003/2006) have listed concern about the lack of appropriate housing of inmates who are potentially self destructive or suicidal noting the practice of housing them long term in booking is not an acceptable practice. Jail management is very concerned about this fact as is other County leaders. Planning emphasis is being given high priority to supervising and treating the mentally ill and suicidal inmates.

Past CSA inspections (2003) also mention supervision gaps which jail management appears to have rectified. The Corrections Standards Authority (CSA) inspections of this type II facility completed in 1988 are evaluated under 1980 standards and indicate a history of compliance.

Fire Marshal Inspection: Health and Safety Code Section 13146.1: *No Deficiencies.*

Health and Safety Inspection: Health and Safety Code Section 101045: *No Violations.*

Corrections Standards Authority Biennial historical inspections have been positive. The issues and concerns expressed by the CSA and Grand Jury should be resolved when new inmate housing and support space is completed. The jail management and staff are motivated to comply with standards which indicate a likelihood of future compliance if new facilities can be added.

On November 3, 2010, the Corrections Standards Authority conducted its 2008 – 10 Biennial Inspection of the Monroe Center and Leinberger detention facilities. At the time of the inspection, both fire and life safety inspections were current and fire clearance had been granted for the facilities. In terms of health inspections at the time of the CSA review, all inspections were current and there were no outstanding issues of non-compliance noted.

In terms of CSA deficiencies, the report noted that the Monroe Center booking area remains inadequate for the amount and type of prisoners that the facility is processing. Due to the fact that holding cells continue to be used for long-term observations, the facility continues to be out of compliance with Title 24, Section 470A2.2, Temporary Holding Cells.

CSA also reviewed medical services provided by the California Forensic Medical Group (CFMG) and found that the continued accreditation of jail medical services is great achievement for both custody and medical personnel.

In prior inspections, the jail system had been found to be out of compliance due to the lack of supervisory personnel during the night shift. Based on the changes the Sheriff's Department has introduced clarifying supervisory duties, the jails were in compliance with this Title 15, Section 1027 provision. As also noted in prior inspections, the Monroe Center lacked a classification unit staffed with classification personnel. Because of the recently formed dedicated classification unit within security and investigations and the assigning of four officers, the facility was found to be in compliance with the classification standards.

The 2008 – 10 inspection did not identify any other items of non-compliance with the Title 15 regulations. CSA inspectors also did not identify any items of non-compliance with Title 15 or 25 regulations for the Leinberger facility. ***(See Appendix I: Corrections Standards Authority (CSA) 2008 – 10 Biennial Inspection Report)***

Jail Programs and Services

The Yolo County Jail System is responsible for providing a number of mandatory and non-mandatory inmate programs and services. One of the critical programs involves inmate classification. The review of the jail's classification system found that new arrestees arriving at the Monroe Center are given an intake medical screening to determine if there are any significant medical or psychological problems that should be addressed prior to booking. A Booking Officer conducts a interview with each inmate using an objective Classification Form. The intake screening complies with all standards and guidelines for an

appropriate objective jail classification evaluation. The arrestee is then booked into the jail and receives a separate decision screening to determine the appropriate housing.

2011 Inmate Programs of Yolo County Sheriff's Department Detention Division	
Religious Bible Studies	Bible studies according to respective faiths
Parenting / Anger Management Classes	Class focusing on becoming better parents and techniques for anger management
Drug and Alcohol Classes	Investigates various aspects of drug and alcohol use, abuse, addiction and recovery models.
NA	Meetings for those seeking to become and stay free of drugs.
AA	Meeting for those seeking to come and continue to be sober.
Relaxation Group	Classes to teach self-relaxation techniques.
Socialization Group	For inmates on ad-seg status with mental health issues to decrease isolation and prevent decompensation.
Domestic Violence Group	Support groups and individual sessions for victims of domestic violence.
GED Classes	Help and tutoring for those wishing to receive their GEDs.
Veterans Outreach	Counseling and help for veterans in the criminal justice system and after they are released.
Friends Care	Provides services to inmates such as making calls, handing out reading glasses, and checking on people and situations outside the jail.

Examples of other mandatory jail programs that are provided include the following:

- Law Library / Legal Resources
- Recreational Reading Library
- Visitation
- Medical & Mental Health Services
- Recreation
- Religious Services
- Telephone Access

In each of these key program areas, the Sheriff's Department's Custody Division is meeting the Title 15 legal requirements for these inmate services. For example, the jails provide access to paperback books which are rotated regularly. Many of the books are obtained by way of donations. Some non-English-speaking books are also provided. In terms of recreation, both the Monroe Center and Leinberger facility have designated recreation areas for each housing unit. For religious services, the jail uses a voluntary chaplaincy program which provides services to the inmate populations. The program is basic and meets Title 15 requirements. In terms of telephone access, the jails use contracted telephone services in each housing unit to meet this requirement.

A key program is inmate visiting which is provided in designated areas in the housing units at the Monroe Center and contact visiting space at the Leinberger facility. A continuing primary concern, however, has been the problem of bringing civilian visitors into the secure portion of the Jail Complex. With respect to inmate healthcare and mental health services, the jails have contracted for medical services through California Forensic Medical Group. County Mental Health is involved in the delivery of mental health programs for the pretrial and sentenced inmate populations. A wide range of other programs that the Sheriff's Department makes available for the inmate population includes the following:

- **Classification Unit** - A thorough analysis of the Yolo County Sheriff's Department Corrections Classification system revealed the following:

New detainees arriving at the jail are given an intake medical screening to determine if there are any significant medical or psychological problems that should be addressed prior to booking. A booking officer then conducts a personal interview with each inmate and completes a classification review using an objective classification instrument referred to as the "hardcopy". This instrument meets all the standards and guidelines for an appropriate objective jail classification evaluation. The arrestee is then booked into the jail utilizing the Tiburon Jail Management System which includes a 34 question jail classification instrument and a separate decision tree screen to determine the appropriate housing.

Inmates are classified to either the Leinberger minimum security housing or housing unit A-2. Inmates housed in A-2 are reviewed at a later time to determine if they should be housed in Max/Medium in A-1 or B-1 or remain in A-2. If it is determined an inmate meets the requirements for Administrative Segregation, a separate form must be completed specifying the reason and be approved by a supervisor. All inmates designated as ADSEG are reviewed every 7 days. There are no designated "classification officers"; however, there is a sergeant who oversees Administrative Segregation inmates. The shift sergeants oversee classification as a collateral duty. The lack of designated and trained classification officers is a concern. Typically a jail this size should have two to four full time classification officers.

Classification Recommendation

Although Yolo County jail classification system meets Title 15 minimum standards, it is astounding that this function is not performed by fulltime designated classification officers given the size of Yolo County jail and the violent nature of the inmates held in custody. Smaller jails with fewer violent inmates utilize a fulltime classification unit. A fulltime classification should also handle inmate discipline and gang management. It is recommended that Yolo County jail administration seriously consider creating a fulltime classification unit utilizing specially trained officers to deal with all inmate management related to classification, discipline, and gangs.

- **Inmate Discipline System** - Jail line staff correctional officers write up inmates who violate jail rules. Three peer officers review the inmate disciplinary reports. The shift sergeants oversee the inmate discipline system as well as classification. Officers who observe the rule violation and write the report make a recommendation for discipline. A sergeant reviews the report and determines if the punishment is appropriate. If the sergeant believes the inmate did violate the jail rules and the recommended punishment is appropriate, the discipline is imposed. The inmates can accept the discipline or choose to appeal the finding up to the jail commander. Inmates who are subjected to disciplinary isolation (DI) are referred to the housing unit officers who impose the isolation and determine when the inmate comes off the isolation. Yolo County jail's inmate discipline system meets the standards established by the California Code of Regulations Title 15; however, there are some problems that should be addressed by the jail administration.

Inmate Discipline System Recommendation

It is unusual for officers writing up inmates to recommend discipline. The most common method used in local jails is that the officer writes up the inmate, a separate designated group or supervisor recommends proposed discipline. This function is commonly handled within a classification unit (inmate management unit). It is common for jails to have a discipline committee made up of classification officers who review the inmate's past conduct and the current violation and then render a proposed discipline. When a separate group or unit is responsible for managing inmate discipline there is generally a system in place to ensure inmates are housed in DI for the appropriate time. This function is most commonly a responsibility of a fulltime classification unit.

- **Jail Gang Unit** - Yolo County Jail has a dramatic gang problem. The gang members are represented by Mexican northern and southern groups as well as prison gangs and various minority groups. It was estimated by the jail staff that 80% of the jail population were either full gang members or associates. This was supported by the jail inmate profile. The jail gang unit is currently comprised of a sergeant (as a collateral duty) and one light duty correctional officer. The gang function is overwhelming and not being managed very well. Gang members are not consistently entered into the Cal Gang computer system or photographed. There are no current data bases maintained as to the number or association of gang members in the jail. There is one designated housing unit in A-2 200 for Sureno members and A-2 100 for dropouts. Other gang members are scattered about the jail and not consistently identified or tracked.

Gang Issues Recommendation

Because of the gang problem in the Jail, there should be designated gang officers who receive specialty training in gang identification and management to handle the gang population in the jail. Gang officers are most commonly assigned to the jail classification unit and work closely with classification officers to house and manage gang members in custody. It is recommended that Yolo County create a gang unit within a fulltime classification unit.

Providing a significant range of programs to inmates is critical to the management of a jail. Jail programs can provide a significant effect on the level of tension in the jail and impact recidivism after release. Interviews with Sheriff's management and the officer who coordinates programs and site visits were conducted to assess the programs offered and inmate participation in the various programs.

Clearly there is a shared philosophy that providing inmates with both required and voluntary rehabilitation and self help programs is supported by County officials at all levels and departments. Interviews with criminal justice staff, County Administration and Health officials indicate a desire to continue support for existing programs and add new programs if possible. The County should be pleased with the level of cooperation and support from County Health for their efforts in mental health and drug and alcohol programs. Despite not having adequate program space in the two facilities, many programs still take place. There is a strong desire to do more and that philosophy and desire to do more is laudable and frequently not seen in some jails.

Below is a summary in matrix format of the programs mandated by California Administrative Code Title 15 and a second chart of those rehabilitation programs offered by the Sheriff's Department. Underutilized or potential programs are identified for consideration.

Examples of Mandatory Programs	
Law Library / Legal Resources	The Sheriff's Department meets the Title 15 requirement for legal materials by contracting with legal Research Associates. These programs as well as the Pro Per requirements are coordinated by the Programs Officer.
Recreational Reading Library	The jail provides free paperback books on book carts which are rotated regularly. Many of the books are obtained by way of donations. Some non-English speaking books are also provided.
Visitation	Visiting is provided in visiting areas at each housing unit within the jail. Title 15 requirements are met; however, there are some blind spot design issues of concern. A primary problem is the bringing of civilian visitors into the secure portion of the jail. The danger of contact with inmate and visitor is present and visitors have smashed fingers in security doors.
Recreation	The jail has one recreation yard for each of the housing units. With some difficulty this is adequate to meet minimum recreation requirements.
Religious services	The jail uses a voluntary chaplaincy program which provides limited services in the housing pods. The program is very basic. The program appears to meet Title 15 requirements, however, there appears to be a need to expand and better formalize the program to ensure all religions can better access services. Finding a religious leader who will oversee the program for a nominal fee would seem appropriate.
Telephone access	The jail uses contracted telephone services in each housing unit to meet this requirement.
Medical and Mental Health Services	The services are provided through contract by California Forensic Medical Group (CFMG). County mental health is involved in mental health programs for inmates.

Examples of Non Mandatory But Important Other Programs	
Inmate Commissary Program	The jail provides the bulk of the commissary service through a contract with Canteen Corporation Commissary Services. A representative from Canteen hands out the orders. Supplemental Commissary services "welfare" packs are put together by inmates.
High School Diploma and GED Certification Training	Very limited high school diploma and GED programs are offered under contract with a teacher through Woodland Literacy. Primarily independent study and some tutoring are offered. The programs are severely impacted by the lack of program space.
Computer Technology and Literacy Training	There are no computer technology or computer literacy programs available.
Anger Management Training	Anger management training is provided regularly
Parenting Skills	Parenting training is provided several times a week by a contract for females only.
Life Skills And Reintegration Training	Life skills and reintegration training is not provided at this time, however, has been offered in the past and staff would like to offer this program again. The program stopped when the teacher left. Program space and instructors are limiting factors.
Aptitude Testing and Placement	This is not provided.
Drug and Alcohol Resistance Training	Currently AA and NA are provided along with programs provided by County Health Dept. (See program Info following)
Tobacco Cessation Training	This is not provided.
Alcohol and Narcotics Anonymous DUI Programs	A.A. and N.A. programs are provided. County Health provides a program (See below)
Vocational Skills Training	Vocation programs are not offered due to not having an appropriate training facility.
Communicable Disease Control	This is available weekly through a contract with a private provider.

Program participation statistics for County jail drug and alcohol programs for the 2007 fiscal year are examples of the number of incarcerated male and female detainees receiving services at the County's jail facilities.

Alcohol and Drug Education Groups - Incarcerated

Average number of males served weekly	55 - 65
Average number of females served weekly	20 - 30
Total	75 - 95

Alcohol and Drug Individual Services – Incarcerated

Average number of weekly individual sessions - male	7 - 12
Average number of weekly individual sessions - female	5 - 10
Total	75 - 95

Inmate Program Survey Questionnaires

On August 7, 2007 twenty-five inmates (20 males and 5 females) were interviewed concerning jail inmate programs. The inmates were housed in A-1, B-1, & B-2. The questionnaires centered on what the needs of the inmates were (drug/alcohol problems, education needs, religion, job skills, and mental health issues, etc.). Other purposes were to determine how difficult it was to get into a program, if there was a desire to become involved in other programs and finally, if the programs in place were meeting their needs. The following chart illustrates the inmate responses.

Needs Assessment Interviews Conducted With 25 Detainees	
# of inmates w/ drug charge	12
# of inmates w/ alcohol charge	3
# of inmates w/ drug problem (not charged)	2
# of inmates w/ alcohol problem (not charged)	5
# of inmates w/ H.S. diploma or G.E.D.	15
# of inmates w/ some college (none w/ degree)	8
# of inmates w/ a profession	16
# of inmates w/ other job skills	8
# of inmates practicing a religion	13
# of inmates who admit mental health problems	4
# of inmates participating in a jail program	15
# of inmates who would like to be involved in more programs	23
# of inmates who reported difficulty getting into a jail program	19
# of inmates who found it "easy" to get into a jail program	5
# of inmates who believe the programs were helping them	14

There is some interesting information from the inmate questionnaire that is significant to the jail programs: Although 12 inmates were in jail on drug or alcohol charges, a total of 17 said they had drug or alcohol problems on the outside. Of the 25 inmates interviewed, 15 had a high school diploma or G.E.D. Eight inmates had some college and there were no college degrees. Sixteen inmates reported having a "profession" and 8 reported having other job skills. Thirteen inmates practiced a religion all of whom reported it was difficult or impossible to participate in a ministry program.

Four inmates admitted to having mental health problems. One of the 4 said that he was able to see a mental health professional once per month. Fifteen inmates participated in at least one program. All but one male inmate reported it was difficult or impossible to get into jail programs. The one inmate said he was not interested in any programs. All the females reported it was not difficult to get into a jail program. Twenty three inmates had a desire to participate in more programs. The inmates reported they would like to participate in the following classes: (a) Job Readiness, (b) Life Skills, (c) More Religion, (d) Parenting Classes, (e) More AA/NA, and (f) Education Classes.

Comments by Inmates about Jail Programs

- They had only heard call for NA/AA twice in 3 months.
- Four inmates reported there was no religion program in the jail.
- One inmate had only been to one NA/AA program meeting in 3 months.
- Three inmates thought there were no programs offered in the jail.
- An inmate reportedly made several requests for a Bible to no avail.
- Several inmates reported that programs offered are at best inconsistent and depend largely on which officer is on duty.

The inmates believe the courts do not recognize the jail anger management classes. Inmates housed in A-1 and B-1 are only out of their cells for 2 hours at a time (three times a day) and not all at the same time. It appeared that if a program was offered and an inmate was not scheduled to be out of his cell, then the program was not available to him.

Program Recommendations

1. Any new inmate housing must provide adequate program space.
2. New housing units must also provide for adequate visitation and recreation space.
3. The philosophy of the Sheriff's Department must continue to embrace the ideas that rehabilitation programs are desirable.
4. Health and education leaders must be sought out to work collaboratively with Sheriff's officials for rehabilitation programs.
5. Staff should explore keeping more comprehensive records of the number of inmates who utilize programs
6. Sheriff's Management supports programs; however, more effort needs to be provided at various levels to allow improvement.

As part of the original 2007 Needs Assessment, a review based on interviews with key justice agency officials was conducted. The opinions do provide an overview of key criminal justice operations that can impact the Monroe Center and Leinberger facilities. The agency comments are included in **Appendix J: Yolo County Criminal Justice System operations & Agency Comments**. These comments are included a reference for future planning purposes.

Expansion of Inmate Services and Programming

The Sheriff's Department recognizes and is strongly committed to expanding custody services and evidence-based programming for the new AB 109 "N3" offenders convicted and sentenced to County Jail and Return-to-Custody (RTC) parole and probation violators incarcerated in the County Jail system. Significant departmental expansion of services will require new program space and space that is configured to accommodate evidence-based assessment and programming the County's criminal justice system wants to pursue. The goal is to introduce and provide ongoing dedicated exemplary assessment, evidence-based substance abuse treatment, mental health, and other support services to these incarcerated offenders.

When new program space becomes available, the Sheriff's Department will contract with qualified public and private service providers experienced with risk and needs assessments, evidence-based model counseling, and other interventions that will facilitate the reentry of offenders from the County Jail to the community. By pursuing these program standards, in-custody dedicated service providers, counselors, and education agencies knowledgeable with offender populations and able to deliver "best practices" in the jail setting will begin the process of transitional reentry planning to these offenders who are redirected to community supervision.

The specific best practice programming components that are being considered for introduction and use include (a) assessing the clinical and social needs, and public safety risks of the incarcerated offender population, (b) planning (short- and long-term) for treatment and services required to address the offender's needs, (c) implementation of evidence-based in-custody rehabilitation programs designed to reduce recidivism with adult offender populations, (d) identifying required community and correctional programs that can assist with post-release services, and (e) coordinating the transition plan to ensure implementation and avoid gaps in care.

The programming will cover five major offender areas including:

1. Academic, Vocational and Financial
2. Alcohol and Other Drugs
3. Aggression, Hostility, Anger and Violence
4. Criminal Thinking, Behaviors, and Associations
5. Family, Marital and Relationships

The focus in these areas will follow eight evidence-based practices (EBP) and principles including (a) target highest risk offenders, (b) assess offenders needs, (c) design responsivity into programming, (d) develop behavior management plans, (e) deliver treatment programs using cognitive-based strategies, (f) motivate and shape offender behaviors, (g) engender the community as a protective factor against recidivism and use the community to support offender reentry and reintegration, and (h) identify outcomes and measure progress.

A key element of the services will involve a cognitive behavioral orientation which identifies how thinking and behavior are related and encourages offenders to take personal responsibility for both. Service providers knowledgeable with the Critical Thinking curriculum will also be sought because the strategy targets those who have experienced a diversity of charges, lengthy criminal history, antisocial attitudes, criminal peers, and a criminalized lifestyle. The expanded programming will also build on the current inmate services in place at the Monroe Center and Leinberger facilities.

SECTION 8: INMATE POPULATION PROJECTIONS

Yolo County Jail Needs Assessment Update

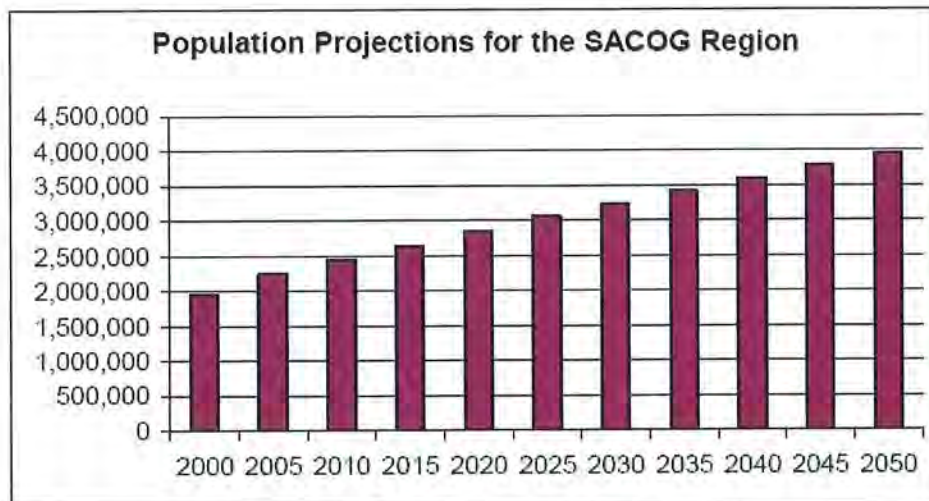
County Population Growth Trends and Future Jail Inmate Projections

As part of the work undertaken in the 2007 Needs Assessment Study, the following information has been assembled which provides projections of adult detention system inmate population through 2025. The projections are based on current incarceration practices, County population growth, and trends in criminal activity. Incarceration practices include not only jail booking policies, but also County law enforcement apprehension practices and existing pretrial release programs and Court processing procedures as well as the availability of alternative sentencing programs. These projections have been taken as the base indication of future jail ADP inmate population growth and they have been factored to note the additional impact the new AB 109 Realignment legislation will likely have on the County's adult detention facilities.

The following charts show the past population trends from the actual U. S. Census Bureau counts and the population projections in 5-year increments from SACOG and the California Department of Finance. The following chart shows the actual growth of the county for the 40-year period from 1960 to 2000. There was an overall growth of 156.6% during this period with the greatest increase occurring between 1980 and 1990.

Yolo County Population Trend				
1960	1970	1980	1990	2000
65,727	91,788	113,374	141,092	168,660
U. S. Census Bureau				

The following chart comes from the Sacramento Area Council of Governments (SACOG) projected population increases for 2000 to 2050 Sacramento region, which includes Yolo.



In 2030, the regional population is projected to be 3,233,000 and is forecasted to grow to 3,952,000 by 2050.

Following is California Department of Finance via SACOG showing the population projections of Yolo County by jurisdiction from 2005 to 2025.

	2005	2010	2015	2020	2025
Yolo County	187,942	207,450	226,733	248,548	271,078
Unincorporated Yolo County	22,451	25,472	28,563	32,074	35,781
Davis	65,176	67,382	68,863	70,451	71,555
Winters	7,186	8,416	9,705	11,174	12,747
Woodland	53,480	58,093	62,509	67,487	72,518
West Sacramento	39,649	48,087	57,092	67,361	78,477
California Department of Finance via SACOG					

Jail Inmate Projections Based on Incarceration Rate and ADP Trends

If the County's incarceration rate remains at 22.4 and if the population projections materialize as projected, the following chart shows how many jail beds will be needed. The jail releases on average more than 3,400 inmates per year due to overcrowding problems. Consequently, the number of beds needed to stop the practice of releasing inmates early has been included in the below projections.

Yolo County Jail is under a Federal Court decree requiring inmates to be released early when overcrowding occurs. This chart shows the actual number of inmates released early due to overcrowding from 2005 to present. The projected beds needs include the beds needed to alleviate early releasing of inmates.

Court Ordered Early Releases for Jail Overcrowding						
Definition	Code	2005	2006	2007	2010	Yearly Average
Consent Decree NTA	CDNA	155	110	106	109	120
Consent Decree Credit Time Served	CDTS	52	68	47	49	54
Notice to Appear from Booking	NTA	3,930	3,241	3,003	3,120	3,324
Totals		4137	3,419	3,203	3,188	3,498

The methodology projection is based on average monthly releases. All four years averaged to 3,498 early releases per year. The 2006 average length of stay of 15 days was used resulting in 53,790 days. There is a need of 147.38 additional beds to accommodate the current overcrowding.

One method of predicting bed needs is illustrated in the following chart by determining what the ADP would be with a specific population and using the current incarceration rate. This chart uses the population projections with the current incarceration rate of 22.4 and then includes the beds needed to stop all early releases.

Projected ADP & Bed Needs by Population Projections & Incarceration Rates					
Year	Population	ADP by Population	Incarceration Rate	Overcrowding	No. Jail Beds Needed
2010	207,450	465	22	147	612
2015	226,733	508	22	147	655
2020	248,548	557	22	147	704
2025	271,078	607	22	147	754

Another method to predict needed jail beds is to show how the average daily population has increased in the past and project a similar pattern for the future. The Yolo County Jail has increased its ADP on average by 8.2 inmates per year for the past seven years. If this trend remains the same, the following chart shows what the ADP would be in the future. It should be noted that using ADP trends can be problematic when jails are forced to release inmates early per court decrees since this conceals what the actual ADP would be had there not been mandatory releases. The jail releases on average more than 3,500 inmates per year due to overcrowding problems. The number of beds needed to stop the practice of releasing inmates early has been included in the below projections.

Using the current incarceration rate and adding the additional beds needed to stop the early releases would put the incarceration rate between 26 and 29 per 10,000 which would not be unusual considering Yolo County's crime rate, high violent offender ratio and gang problem.

Projected ADP & Bed Needs by Past ADP Trends					
Year	Population	ADP by Trend	Incarceration Rate	Overcrowding	No. Jail Beds Needed
2010	207,450	457	29	147	604
2015	226,733	498	29	147	644
2020	248,548	539	28	147	686
2025	271,078	580	27	147	727

The two methods used above to predict future jail beds show similar results. It might be advisable to use the higher projections to prevent the chance of building too small. Between 2005 and 2007 the jail released on average 3,586 inmates early due to overcrowding, As many as 3,000 of these early releases were accomplished by issuing a Notice to Appear (NTA) from booking. If these people were not released on the NTA, some would have been released on their own recognizance (OR) or bail out of jail. There are no numbers maintained or tracked to make the determination what this number might be. The jail administration estimated that 30% of the inmates released on Notice to Appear (NTA) would be eligible for "OR" or would bail out of jail. The following chart reflects the low projection for bed needs based on 30% of the NTA's being released on OR/bail rather than staying in custody.

"Low" Projected ADP & Bed Needs by Past ADP Trends						
Year	Population	ADP by Trend	Overcrowding	Incarceration Rate	No. Jail Beds Needed	Additional Beds Needed
2010	207,450	457	103	27	560	105
2015	226,733	498	103	27	601	146
2020	248,548	539	103	26	642	187
2025	271,078	580	103	25	683	228

"High" Projected ADP & Bed Needs by Population Projections & Incarceration Rates						
Year	Population	ADP by Population	Overcrowding	Incarceration Rate	No. Jail Beds Needed	Additional Beds Needed
2010	207,450	465	147	22	612	157
2015	226,733	508	147	22	655	200
2020	248,548	557	147	22	704	249
2025	271,078	607	147	22	754	299

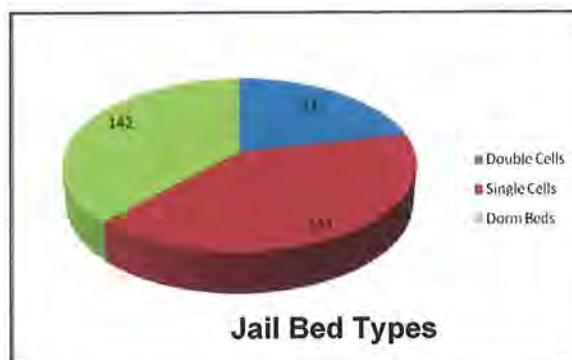
Projected Jail Capacity and Type of Custody Beds Needed

The Consultants believe that the **higher** Projected Bed Needs is the best projection to plan for any new jail facility expansion. If the County expands the facility, they would want to ensure it was built to accommodate all the potential growth as it would be many years before another facility could be constructed. The following information is based on the **high** bed need projections:

- **Projected Beds Needed by 2025** - Using the higher bed need projections, the jail would need **299.4** additional beds by 2025 for a total of **754.4** jail beds.
- **Projected Male Beds Needed by 2025** - Using the current percentage ratio of male beds the jail would need **244.8** additional male beds by 2025 for a total of **614.8** male beds.
- **Projected Female Beds Needed by 2025** - Using the current percentage ratio of female beds, the jail would need **53.7** additional female beds by 2025 for a total of **135.7** female beds.
- **Projected Unisex (Medical) Beds Needed by 2025** - Using the current percentage ratio of unisex medical beds, the jail would need **1** additional medical bed by 2025 for a minimum of 4 unisex medical beds.
- **Projected Total Additional Beds Needed by 2015** - Using the higher bed need projections, the jail would need **200** additional beds by 2015 for a total of **655** jail beds.
- **Projected Male Beds Needed by 2015** - Using the current percentage ratio of male beds, the jail would need **172** additional male beds by 2015 for a total of **542** male beds.
- **Projected Female Beds Needed by 2015** - Using the current percentage ratio of female beds, the jail would need **30** additional female beds by 2015 for a total of **112** female beds.
- **Projected Unisex (Medical) Beds Needed by 2015** - Using the current percentage ratio of unisex medical beds, the jail would need **.2** additional medical beds by 2015 for a minimum total of 4 unisex medical beds.
- **Projected Total Number of Unisex (Acute Mental Health) Beds Needed by 2015** - Because none exist now, a minimum of **6** acute care mental health beds are needed.

The following provides a summary description of the current breakdown of custody beds in the Yolo County jail system and projected bed requirements that should be available in the facilities.

Current Type of Beds in the Yolo County Jail Facilities				
Monroe	Single Cells	Double Cells	Dorm Beds	Total Beds
A-1 (Male)	52	12	0	76
A-2 (Male)	32	32	0	96
B-1 (Male)	52	12	0	76
B-2 (Female)	12	20	0	52
C-1 (Unisex)	3	0	0	3
C-2 (Male)	0	5	0	10
Leinberger				
Male	0	0	112	112
Female	0	0	30	30
Totals	151	81	142	455



Because of the shortage of beds for violent and difficult inmates, the projected bed types should likely be a combination of single and double cells and depend on the operational and security objectives desired by the Sheriff.

Modern correctional facilities include all the appropriate separate and distinct housing units for specific classifications. Any new jail or remodel should include at least nine separate classifications for male inmates and four for female inmates. Depending on the number of inmates and the need to separate rival gang members, a jail may need more separate housing areas. The following classifications should be the minimum included in the facility.

1. **Classification (Intake) Unit** - Most inmates are classified to this housing from booking with the exception of those with high criminal sophistication and special needs. Through use of a classification tree or a classification officer interview, they are approved for this unit. In most jails, up to 50% of inmates who are arraigned end up being released on bail or their own recognizance; therefore, time might be saved if only the inmates remaining in custody in the classification unit receive the full interview process before being moved to other specific housing.
2. **Mental Health (Psych) Unit** - This is a separate housing unit specifically for those inmates who have mental health or emotional problems who cannot be housed in a general population setting. Often there are two M.H housing areas; a larger housing unit for those who get along with other similar inmates and a small unit attached to medical for those with severe issues such as suicidal and those with acute needs.

3. Protective Custody Unit - This housing unit is for inmates who have a potential to be harmed by other inmates such as child molesters, those with enemies in the facility and public officials. There needs to be separate cells in this housing unit to separate these people from each other as well as the general population.
4. Disciplinary Isolation Unit - This housing unit is specifically for those inmates who violate jail rules. This housing should not have television or other privileges and should have single cells. Its purpose is to remove disruptive inmates from the general population and serve as a punishment for their disruptive behavior.
5. Administrative Segregation Unit(s) - This housing is intended for those inmates who fit the criteria set forth in Section 1053 of Title 15 who may not be criminally sophisticated but pose a threat to other inmates, staff, or are an escape risk. This housing unit should have single and double cells and afford most of the amenities as other general population but be separate from the jail's general population inmates.
6. Male Maximum Security Unit(s) - This housing is intended for the most dangerous inmates who have a history of violence and pose a threat to other inmates, staff, or the public. This should be primarily single cells in the most secure part of the facility.
7. Male Medium Security unit(s) # 1 - This housing is generally a combination of cells and dormitories and houses general population inmates.
8. Male Medium Security unit(s) # 2 - This housing is generally a combination of cells and dormitories and houses general population inmates.
9. Male Minimum Security Unit(s) - This housing holds the lowest risk inmates that are eligible for inmate worker status in a dormitory setting. It is generally a separate or attached structure built with less expensive construction material with access for outside county crews to pickup inmate workers.

Minimum Number of Female Housing Classifications

1. Female Maximum (Same as male)
2. Female Medium (Same as male)
3. Female Minimum (Same as male)
4. Female Special Housing (ADESG, Psych, DI) (Same as male)

Administrative Segregation and Protective Custody Concerns

Currently the jail has 16 beds designated as Administrative Segregation (ADSEG) in housing area in A-2 (300). This is inadequate for the jail needs due to the high number of violent inmates, gang members, and inmates requiring protective custody (PC). The shortage has forced the jail staff to house ADSEG and PC inmates all over the jail in General Population (GP) housing which has a negative impact on other non ADSEG inmates as well as subjecting the County to potential liability. ADSEG inmates cannot be mixed with other inmates. When the ADSEG inmates are housed in GP areas, the GP inmates must be sent to their cells when the ADSEG inmates are out for dayroom or recreation time. This practice infringes on the dayroom and recreation time of the non ADSEG inmates. Whenever ADSEG or PC inmates and GP inmates are housed in the same housing unit there is the possibility that they could come in contact with each other. If the GP or PC inmate was assaulted, the County could be subjected to litigation for failure to protect the GP or PC inmate. The below chart shows the ADSEG and PC inmates that are housed all over the jail in GP housing units. This does not include the 16 ADSEG inmates housed in A-2 300.

Excess ADSEG & PC		
Housing	ADSEG	PC
A-1	5	0
A-2	31	18
B-1	3	0
B-2	6	0
C-1	3	0
C-2	0	10
Totals	48	28

In reviewing the Jail Profile it was noted that there were a number of inmates in Minimum Security with felony domestic violence (DV) charges such as 273.5 (a) PC, 243 (e) 1 PC, and 236 PC. Although these are violent charges, many jails classify DV offenders to Minimum Security under the premise that the crime is victim specific and does not pose a threat to the general public. However, there were a number of other inmates in Minimum Security that probably should be housed in Medium Security if there were more medium beds available. The following chart shows these inmates:

Inmate	Case Status	Charges
1	Pre-sentenced	191.5 PC, 69 PC, 23153 CVC
1	Pre-sentenced	245 PC, 243 PC, 415 PC, 11377 H&S
1	Pre-sentenced	243 (b) PC, 148 PC, 69 PC
1	Pre-sentenced	459 PC X 3, VOP
1	Pre-sentenced	245 PC, VOP
1	Pre-sentenced	243 PC, 148 PC
1	Pre-sentenced	O/W only
1	Pre-sentenced	2800.2 CVC, 459 PC, 23152 CVC
1	Pre-sentenced	459 PC, 11377 H&S
1	Pre-sentenced	242 PC, 594 PC, 459 PC X 2
1	Pre-sentenced	242 PC X 2, 243 PC, 245 PC
1	Pre-sentenced	459 PC
1	Pre-sentenced	459 PC
13		

Currently, Yolo County Jail only has 10 separate housing areas resulting in the aforementioned issues. The jail has PC inmates housed in A-2 400 and C-2 in the medical area. These two classifications should be co-located with the new configuration. The jail has 16 ADSEG inmates housed in A-2 300 and another 48 ADSEG inmates housed in various GP housing around the jail. The ADSEG inmates should be co-located in the new jail configuration. The initial jail planning shows the current 5 double PC cells in the medical unit converted to house inmate workers to handle the jail service needs. There were 13 inmates identified for minimum security which were actually medium security and would be re-housed to the main jail if additional housing is constructed.

Based on the projections and inmate profile information showing the security custody characteristics of the incarcerated pretrial and sentenced inmate population in the Yolo County jail system, a new classification and housing configuration would include the following types of beds:

Jail Expansion to 2015			
	New Classifications	Bed Type	No. Beds
1	Intake/Classification	Dorm	56
2	Sureno	Cells	36
3	Gang Dropouts	Cells	34
4	ADSEG	Cells	92
5	Protective Custody	Cells	48
6	Mental Health Housing	Cells	40
7	Disciplinary Isolation	Cells	20
8	Male Maximum Custody	Cells	32
9	Male Medium Custody	Cells	32
10	Male Minimum Custody	Dorm	142
11	Female Maximum Custody	Cells	36
12	Female Medium Custody	Cells	36
13	Female Minimum Custody	Dorm	40
14	Main Jail Inmate Workers	Cells	10
	Total Beds		654

Jail Expansion to 2025			
	New Classifications	Bed Type	No. Beds
1	Intake/Classification	Dorm	56
2	Sureno	Cells	40
3	Gang Dropouts	Cells	40
4	ADSEG	Cells	106
5	Protective Custody	Cells	56
6	Mental Health Housing	Cells	56
7	Disciplinary Isolation	Cells	20
8	Male Maximum Custody	Cells	36
9	Male Medium Custody	Cells	36
10	Male Minimum Custody	Dorm	165
11	Female Maximum Custody	Cells	43
12	Female Medium Custody	Cells	43
13	Female Minimum Custody	Dorm	48
14	Main Jail Inmate Workers	Cells	10
	Total Beds		755

Below is documentation of housing and support needs for which plans are progressing to rectify through building new facilities and major remodeling. The housing units are currently planned to be cells, most of which have double capacity in order to provide maximum flexibility. The following is a list of facility components and needs that should be addressed:

- **Inmate Programs and Services** - Providing a significant range of programs to inmates is critical to the management of a jail. Jail programs can provide a significant effect on the level of tension in the jail and impact recidivism after release. Space for these programs must be included in the new design. Interviews with Sheriff's management and the officer who coordinates programs and site visits were conducted to assess the programs offered and inmate participation in the various programs. Clearly there is a shared philosophy that providing inmates with both required and voluntary rehabilitation and self help programs is supported by County officials at all levels and departments. Interviews with criminal justice staff, County Administration and Health officials indicate a desire to continue support for existing programs and add new programs if possible.

The County should be pleased with the level of cooperation and support from County Health for their efforts in mental health and drug and alcohol programs. Despite not having adequate program space in the two facilities, many programs still take place. There is a strong desire to do more and that philosophy and desire to do more is laudable and frequently not seen in some jails.

New Housing Needs

- **Mental Health Psychiatric (Psych) Housing Units** - One of the primary concerns about the existing jail voiced by Yolo County Officials was the lack of all types of mental health beds and housing options. Currently Yolo County does not have a distinct and separate housing unit or pod to house male inmates with significant emotional or psychological problems. The jail places some of these inmates in the medical infirmary cells; however, they are few and poorly designed for this purpose. Most of the inmates with mental health issues are placed in lockdown in Administrative Segregation (ADSEG) cells. The isolation of ADSEG is not necessarily the most appropriate housing for inmates with mental illness or drug psychosis.

Inmates with mental health problems tend to need a greater amount of staff attention. These inmates are also at a higher risk of being victimized by other inmates. Inmates with non-acute mental health problems seem to get along with each other when separated from the general population. The benefit of having a psych pods is that the inmates with significant mental health problems are housed in specifically designated housing areas rather than being housed throughout the jail where they can become victimized. Inmates with mental health problems tend to be more suicidal as a result of their emotional instability. Keeping these inmates in an appropriate area allows for closer and more consistent supervision. Building appropriate housing is in the planning process.

- **Male General and Specialized Housing Classifications** - The Yolo County Jail system has an significant shortage of male beds, including Maximum and Medium Security beds, for inmates with specialized classifications needs such as protective custody, administrative segregation and disciplinary isolation. Jail Management has emphasized this as one of the greatest needs along with mental health housing. Building appropriate housing is in the planning process.
- **Female Housing Options** - The current housing situation for females is inadequate due to the limited housing options for females. The primary issue is at Monroe Detention Facility where there is only one housing unit for female inmates. Inmates of all classifications except minimum are placed in this unit and managed fairly well because it is direct supervision, however, it is inefficient, stressful on staff and offers potential liability with the possibility of mixing classifications or enemies. Additional

female housing options are needed. This could be accomplished by redistribution of space within the jail if new housing is added. Building appropriate housing is in the planning process.

- **New Housing Unit Options Support Space is Also Needed** - Supported by the Needs Assessment statistics and information and endorsed by information from reports and inspections by other organizations, regulatory authorities and County Staff, significant facility remodeling and additional space is needed and in the planning process.

Hypothetical Building Option for Consideration

- **Building New Male Housing Unit Meeting Need to 2015** - The current Yolo County Jail system is extremely overcrowded and additional housing must be added. This option is presented because the demographics of male inmates are changing rapidly with the population becoming more dangerous and in need of separation. There is a need for additional Administrative Segregation, Maximum Security and Mental Health housing options. Gang affiliations are on the rise state wide and unlike the past, it is becoming more difficult to mix gang members and more frequently gang members must be separated. While this option does not include new female housing beds, building the male unit would allow for redistribution of existing beds to meet the female classification concerns. The new housing unit should contain at least five classification options and meet as many of the estimated additional beds as possible. **If the appropriate number of new beds are included in the new housing unit**, this option, in the **short term**, solves most the male classification shortages identified. It is planned this housing unit will likely be double cells with indirect supervision through glass.
- **Consideration for Building a Second Housing Unit Meeting Need to 2025** - Since the projected inmate bed need in the year 2015 is a low projection of 146 beds and a high projection of 200 additional inmate beds, any new housing unit should contain sufficient beds to meet at least a median number of beds. Further, since jail building occurs so infrequently, the better course of action might include building a facility which could house the estimated inmates to the year 2025. This may require building a second housing unit with approximately five housing areas and using a phased approach, only finishing the interiors of the units as the needs arise.

Estimated ADP of New Jail Offenders Under AB 109 Realignment Legislation

The AB 109 legislation reassigns three groups of offenders previously handled through the State Prison and Parole System to California counties. The first group includes convicted offenders receiving sentences for new non-violent, non-serious, non-sex offender ("N3") crimes that will be served locally (one year or more). Offenders in this category will have no prior violent or serious convictions. The second group involves post-release offenders (up to three years) coming under Probation Department supervision for "N3" crimes released from State Prison. Offenders in this category may have had prior convictions for violent or serious crimes. The third group includes State parole violators who are revoked to custody. With the exception of offenders sentenced to life with parole, this group will be revoked to local County Jail instead of State Prison.

The California Department of Corrections and Rehabilitation (CDCR) estimates that in the initial first nine months of Realignment implementation (October 2011 to June 2012), the Yolo County criminal justice system will receive approximately 88 new "N3" offenders sentenced to local incarceration in the County Jail, 14 State parole revocations committed to the local jail and 207 "N3" offenders on Post-Release Community Supervision provided through the Probation Department.

Between July 2012 and September 2013, CDCR estimates that the AB 109 Realignment will result in 235 additional new locally sentenced offenders, 229 new post-release probation assignments, and 81 State parole revocations to County Jail. Based on these estimates from CDCR over the first two year implementation period, the Yolo Probation Department is projected to receive a total of 436 Post-Release Community Supervision (PRCS) offenders (monthly average of 18). The Sheriff's Department is projected to receive 418 (monthly average of 17) "N3" felony offenders sentenced to jail time or some combination of jail time and community supervision and parolee jail commitments.

CDCR also estimates that by June 2014 at "full implementation", the Yolo County criminal justice system will be handling an average daily population (ADP) of new offenders that will include the following:

Estimated Average Daily Population (ADP) at "Full Implementation" of AB 109 of New Offenders in the Yolo County Criminal Justice System

- 277 "N3" offenders serving felony sentences in County Jail (130 serving less than three years; 147 serving more than three years).
- 215 California Department of Corrections and Rehabilitation (CDCR) offenders receiving Post-Release Community Supervision (PRCS) provided by the Probation Department.
- 37 revoked offenders in County Jail on State parole or local probation violations.

The offenders anticipated for local County Jail custody, supervision and treatment under the AB 109 Realignment are expected to have high needs in the area of substance abuse, persistent association with negative peer influences, anti-social thinking, insufficient problem-solving skills, mental health issues, lack of vocational and educational skills, post-release homelessness, and/or other basic needs.

SECTION 9: FACILITY ASSESSMENT & EVALUATION

Yolo County Jail Needs Assessment Update

Monroe Center and Leinberger Physical Plant Survey

The detention facilities examined in the Needs Assessment Update included the Yolo County Monroe Center and Leinberger Facilities. The facility survey and assessment information reported in this section focuses on identifying each detention facility's physical plant and building systems strengths and weaknesses. This information was used to determine the continued usefulness and overall economical viability of each structure. The assessment focused on factors that included (1) configuration and intended security levels, (2) defined uses of the facility, (3) physical condition of the building elements, (4) quality of the space, and (5) ability to achieve intended security and level of safety for staff and inmates as well as compliance with standards. The facility survey / assessment looked at previous reports, inspections, maintenance logs, capital expenditures, and any other documents or work products that influenced or has altered the status of the facility. Information on physical layout, dimensions, and utilization of the detention facilities was developed by observation, measurement, and drawings. Information on the history of the institution's defined use was obtained directly from facility personnel.

This assessment was conducted over several weeks and involved discussions with Sheriff's personnel. The information obtained was intended to provide a broad-based understanding about the adequacy of the space and physical arrangement of the Monroe Center and Leinberger Facilities. It was also intended to provide insight into several fundamental questions about the overall characteristics, continued use and future expandability of these facilities.

Using the information from the facility survey and evaluation, Consultant staff examined the following planning questions:

1. Are the detention facilities and support space sufficiently sized, configured, and in a condition from a physical plant perspective, to support the security level and program requirements of the adult offender population?
2. Are there renovations, remodeling, or other building modifications which can be made to the existing facility which would make better use of available space for staff, inmates and the public?
3. Does the local adult facility contain building elements or systems which present excessive liability for the County when continuing to operate or use the facility at current "ADP" levels?
4. What is the remaining useful life of each of the facilities?
5. Can the existing facilities be economically expanded to accommodate future increased populations?
6. What are the likely and probable construction costs the County will experience in responding to expansion of the institution?
7. Has the County utilized all alternatives to incarceration to limit the population growth in each of the facilities?

8. Have there been significant changes in either the volume or characteristics of male/female inmate population which should be recognized in any remodeling or housing construction plan to expand the capacity of the facility? Are there selected "special" sub-populations of inmates currently being housed in the facility which could be better served through a different housing configuration or security custody response?
9. Where could expansions occur within the facility site plan that would be compatible with the department's operational standards?
10. Would the future facility be operated under the current custody philosophy?
11. What would be the immediate, short, mid, and long range phased construction recommendations needed to satisfy and/or address the identified facility requirements for the Monroe Center and Leinberger Facilities?
12. What are the likely and probable operational and construction costs the County will experience in responding to expansion of the institution?

Uniform definitions of the space included in each functional use area (FUA) were also developed and applied in the calculations of the space breakdowns. Overall conclusions about the adequacy of a facility and its space provisions incorporated the evaluator's professional knowledge of standard building and design criteria as well as the systems needed to support the operation of such a facility. In some instances, discussions with staff and their opinion of the space and building systems have also been taken into account when evaluating and developing a composite rating of a particular space or area. In reviewing the published results of the evaluation, it is important to note that other individuals with different professional backgrounds (i.e., users versus non-users) may rate or score a facility differently than what is contained in this report. In order to assess the overall building and possible expansion impacts, a facility evaluation and survey was completed. The work included examining the configuration, capacities, utilization, and physical condition of the Monroe Center and Leinberger Facilities.

The methodology used in the facility evaluation process involved the collection, analysis, and assessment of the following data:

Facility Survey and Evaluation Data

- **Facility Description** - Principal items of information gathered include the date of construction of each facility, total square footage, building configuration, construction type, and the physical arrangement of space. The number and rated capacity of each housing unit, security classifications of living units, history of structural changes (i.e., additions, renovations, and remodeling). Identifiable utility, water, sanitary, heating, ventilation, and air conditions (HVAC) and lighting elements for the building. Other information about the institution's fire and life safety systems (fire sprinklers, fire alarms, smoke detectors) was also collected.
- **Defined Functional Area Uses of Jail Facility** - The total gross square footage of the facility was calculated. Square footage space allocation measurements for 11 pre-defined FUA's were developed. These FUAs are categories of spaces grouped into a "title" that encompasses all the adjacent associated spaces. For instance, "Food Service" will contain the kitchen, scullery, food storage area, loading dock for kitchen, dining area, coolers, dry storage, bakery, and janitor's closet in food service only, walk-in coolers, dining room, and kitchen supervisor's office if in food service area, toilets rooms if in food service area. Uniform definitions of the space included in each FUA were applied in the calculation of the space breakdowns. A comparative space utilization analysis was undertaken as part of the review of the physical characteristics of each institution. The FUA's considered in the facility evaluation are

those generic spaces found in detention type facilities. The 11 FUA's allow a facility containing numerous differing spaces to be categorized and compared, averaged, and described. The FUA's reviewed in the Yolo County Monroe Center and Leinberger Facilities are the following; (1) Administration area, (2) Visiting, (3) Food Service, (4) Central Control Room, (5) Maintenance / Storage / Mechanical / Electrical, (6) Laundry, (7) Intake / Release, (8) Medical, (9) Programs, (10) Housing / Dayrooms, and (11) Vehicle Sallyport.

- Standard Building and Design Criteria** - This review and assessment involved surveying the jail for: (1) appropriate size and efficiency, expansion, capabilities, location and adjacencies of departments; (2) systems - HVAC, plumbing, electrical and lighting; (3) fire and life safety - fire sprinklers, smoke detectors, alarms and panels, doors, emergency lighting, fire resistive materials, furniture and equipment; (4) codes and standards including ADA standards; (5) maintenance - interior/exterior structure, systems, grounds; (6) site - landscaping, parking, handicapped access, walks, curbs, and drainage; (7) structure - exterior walls, roof, foundations, windows, doors, overhangs and chimneys; (8) infrastructure - interior walls, floors, ceilings, finishes, stairs, hand rails, locks, hardware, and flues; and 9) energy conservation - orientation, glazing, insulation, and shading. The review focused on the following areas and issues:

Building Component	Condition
Roof	Leaks, bubbles, cracks, loose tiles.
Exterior Walls	Cracks, condition of surface
Structure	Visible signs of structural problems; cracks in walls, floors or ceilings.
Windows	Operate and lock properly, glazing, sealants.
Doors	Operate and lock properly.
Interior: Floors	Condition of surface, cracks.
Interior: Walls	Non-structural cracks, condition of surface.
Interior: Ceilings	Cracks, condition of surface.
Heating, Ventilation, and Air Conditioning	Operation, reliability, level of maintenance required/available.
Plumbing	Operation, reliability, surfaces, level of maintenance required/available
Electrical System	Operation, reliability, safety, level of maintenance required/available.
Lighting Systems	Operation, safety, level of maintenance required/available.
Communications	Operation, reliability, level of maintenance required/available.

Building Component	Condition
Security Equipment and Systems	Operation, reliability, level of maintenance required/available.
Physical Security Items	For locks, doors, windows, fences: operation, reliability, level of maintenance required/available.
Fire Safety Monitors and Fire Sprinklers	Operation, reliability, level of maintenance required/available.
Kitchen Equipment	Operation, reliability, level of maintenance required/available.
Site Paving	For parking and walks: paved or not, cracks, potholes, smooth for safety and handicap access.
Outdoor Play Areas	Paved or not, cracks, potholes, smooth for safety and handicap access.

- **Quality of Systems** - Assessments of the current condition of the primary building elements and systems which support the two facilities were also made. Judgments about systems considered a number of factors involving the quality of materials, reoccurring failures, operability, the ease or difficulty in getting parts or service, and how quickly a repair or upgrade may have been made.
- **Quality of Existing Space** - A separate assessment and rating of the quality of the buildings and space were undertaken. The ratings assigned to each space took into account factors including appropriates in: (1) size, (2) efficiency/organization, (3) ability to expand, (4) circulation, (5) location, (6) adjacencies, and (7) level of privacy.

Overall conclusions about the adequacy of the Monroe Center and Leinberger Facilities and their space provisions focused on standard building and design criteria as well as the systems needed to support the operation of such a facility. Discussions with staff and their opinion of the space and building systems were also taken into account when evaluating a particular space or area. This information and analysis helped provide insight into several fundamental questions about the overall characteristics, continued use, and future expandability of the two local adult jail facilities.

Condition of Existing County Jail Facilities

The Monroe Detention Facility has several excellent qualities and also some areas of concern. The Leinberger Facility has some design issues related to security and visual supervision of the inmates and is constructed inappropriately for the classification level of many of the inmates currently being housed there. Below is a summary of the status of the existing jail facilities:

Site

The site was excellent when the first criminal justice buildings were built. However, the size of the land available and encroaching residential neighborhoods is a concern. Located at the current outskirts of Woodland, currently the jail seems compatible with adjacent uses. The use of a large earthen berm helps make it compatible with the Community College next door. The open land to the south is currently very favorable. The collocation and consolidation of other criminal justice facilities such as the Sheriff's

Administration Building, Probation Department and Juvenile Hall are also a benefit. Concerns about the site are:

- *Remote to courts.* The jail is not connected to the courts causing unnecessary and dangerous transportation of inmates to court.
- *Encroaching residential neighborhoods and possible incompatible uses.* The Planning Department must take great care and due diligence to ensure no incompatible uses, such as schools are authorized in proximity to the jail.
- *Site too small for a complete Criminal Justice Center.* Ideally the Courts, Public Defender and District Attorney could eventually be moved to the site to join the Sheriff and Probation, however, currently there is not enough County owned land to accommodate the need.

Monroe Detention Facility

The Monroe Detention Facility, which is 23 years old, is still a serviceable facility capable of housing inmates for many years to come.

- *Vehicle Sally Port:* The vehicle sally port is of adequate size and meets the current needs, however, there exists an unacceptable security condition in that a pedestrian door exiting the sally port area is unsecured and affords an escape route for prisoners entering the area. This situation must be rectified.
- *Intake Area:* The current intake area is inadequate and is very small for the current workload. This area has a shortage of arresting officer workstations which causes congestion, delay and inefficiency. Since the area acts as a sally port rather than having a separate sally port it also has a security flaw.
- *Holding Cells:* The docile holding area is adequately sized; however, housing males and females together in the one docile holding area has caused issues and concerns. The limited number of booking holding cells for non docile qualified arrestees is insufficient to adequately house and separate the arrestees. This causes difficulty for jail staff and may present unnecessary liability for the County.
- *Specialty Booking Cells:* With a large number of intoxicated and mentally unstable arrestees, only having two sobering cells and no safety cells is very problematic and makes it very difficult to manage the pre-booking population.
- *Supervisor's office:* Because there is a tremendous amount of activity and liability associated with booking, the supervisor's office is usually located at a central location in booking to be able to observe booking activities. This is not the case at Monroe.
- *Inmate Property Room:* The property room is full and has no room for additional inmate property bags should housing units be added.
- *Adequacy of Visual Supervision of Inmates:* With the direct supervision philosophy utilized at Monroe, supervision of the inmates is adequate.
- *Female inmate Housing Options:* There should be at least three different housing options based on level of security for female inmates, however, Yolo Jail only has two. This is inadequate to meet the need.
- *Supervision and Adequacy of the Recreation Yards:* The recreation yards are well situated in the middle of the housing units and are easily visually supervised. With

only one per housing unit, providing recreation for all inmates in compliance with Title 15 is difficult but is accomplished.

- *Visiting:* [REDACTED]
- *Lack of Program Space:* There is almost no designated program space associated with the Monroe facility. Rehabilitation and program personnel are forced to provide programs in small unobserved rooms. Therefore, even though the Sheriff's Administration wants to provide more rehabilitation programs to the inmates; because of the facility design, and lack of space, this need cannot be met.
- *Lack of Jail Administration Space:* Space for command staff is scattered about wherever space could be found. The Captain and the Lieutenants are separated and cannot utilize unified clerical assistance. The lieutenant's office is very inadequate and because it is shared space does not allow for the ability to have confidential counseling sessions with employees.
- *Medical and mental health housing:* The facility received CMA accreditation; however, the medical and mental health facilities are small and inadequate. Space and sight lines are two primary issues.
- *Kitchen:* The kitchen lacks adequate space for food preparation equipment, freezer, cold storage, dry goods storage, and an adequate delivery dock to meet the needs for additional inmates.
- *Laundry:* The laundry is marginally sufficient, but lacks space for additional machines and laundered clothing storage.
- *Transportation Issues:* The transportation to Court must be done by vehicle which is inefficient.

Leinberger Minimum Security Facility

The Leinberger Facility was designed as a minimum security Facility; however, due to crowding at the Monroe Center, currently houses some medium security inmates. The facility is serviceable and in good physical condition. The design has some shortcomings related to security and observation of the inmates. The more notable shortcomings of the facility are:

- [REDACTED]
- The facility lacks adequate program space.
- Because of the construction materials used in the construction of the Facility, it cannot be upgraded to a rating of I-3 occupancy and therefore must remain an unlocked facility.
- Fire code rules contributed to separation of inmates and the officers who supervise them.

Design Philosophy and Type of Inmate Supervision

The Yolo County Jail system primarily utilizes "podular" design and the direct supervision philosophy. The Monroe Center uses direct supervision in every housing area except the

maximum security and protective custody units where indirect supervision through glass is used.

The direct supervision units are podular and staffed by one direct supervision officer. They are backed up by Security and Investigations (S&I) (Rovers) officers.

The maximum security unit (A-2) is podular design which utilizes indirect supervision by way of a housing control room. This provides direct visual supervision into the housing unit day room and recreation yard through glass. A rover or floor officer makes random cell checks no less than once an hour.

In discussing the desired operational philosophy of the jail with the Undersheriff and Jail Commander, direct supervision would be the desired inmate supervision with the officers in the housing units directly supervising the inmates. However, with concern for long term staffing costs, the department feels the indirect (through glass) model is an acceptable and more realistic philosophy of inmate supervisor for most, if not all the new housing units.

Inmate Movement Philosophy

Unescorted movement of inmates which requires good visual site lines from housing control stations or Central Control is preferred and most often used with the classification level dictating otherwise. Any future jail additions should strive for a design facilitating unescorted movement and if possible improve movement in the existing jail.

Security/Custody Characteristic Profiles

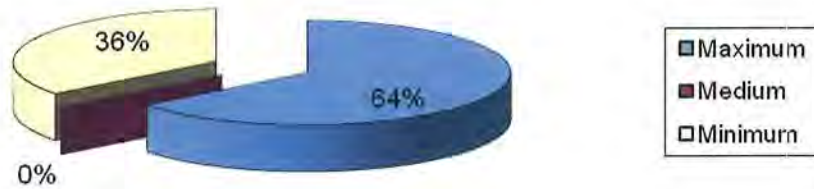
When describing "security characteristics" it is important to understand the differences between "security" and "custody" levels, as many correctional professionals use these terms synonymously. "Security" refers to the physical characteristics of the facility. Maximum security means there are a number of physical security features such as fences, cameras, concrete walls, cells, etc. Minimum security refers to a housing unit that has minimal physical security designs. It is not uncommon for minimum security facilities not to have a fence or cells. "Custody" refers to the degree of restraint placed on an inmate. A maximum custody inmate would be in the highest security area of the facility, i.e. behind fences, concrete walls and in a cell. Additionally, the degree of restraint would be high, such as requiring any movement of the inmate to be accomplished with two officers. The inmate would be handcuffed and have leg shackles. The inmate would not be afforded access to other inmates and would have minimal freedom of movement.

The "custody" level for inmates assigned to minimum security would be very low. These would generally be outside inmate workers who do not pose a threat to the public. Minimum security/custody inmates would be assigned to housing that had very few physical security features and the inmates would not have cells but rather dormitory sleeping arrangements. The inmates would have freedom of movement and be given outside work assignments. The benefit of minimum security/custody facilities is the savings in both the construction of the physical plant and the number of staff members required to supervise the inmates.

The Monroe Facility meets the requirements to house maximum security inmates in most housing areas and therefore is suitable for both medium and maximum security inmates. The Leinberger Facility is only suitable for minimum security inmates. Recent security upgrades might allow low medium inmates to be housed there; however, there are risks such as escape and assault.

Jail Classification, Custody & Security Levels						
Housing	Classification	Custody Level	Security Level	Dorms	Cells	Beds
Monroe						
A1	Male					76
100	General Pop.	Med/Max	Maximum		X	
200	General Pop.	Med/Max	Maximum		X	
300	General Pop.	Med/Max	Maximum		X	
400	General Pop.	Med/Max	Maximum		X	
A2	Male					96
100	Gang Dropout/AS Overflow	Maximum	Maximum		X	
200	Sureno Gang	Maximum	Maximum		X	
300	AdSeg	Maximum	Maximum		X	
400	PC	Maximum	Maximum		X	
B1	Male					76
100	General Pop.	Med/Max	Maximum		X	
200	General Pop.	Med/Max	Maximum		X	
300	General Pop.	Med/Max	Maximum		X	
400	General Pop.	Med/Max	Maximum		X	
B2	Female					52
100	General Pop.	Med/Max	Maximum		X	
200	General Pop.	Med/Max	Maximum		X	
Medical						
C2	PC - Male	Maximum	Maximum		X	10
C1	Unisex/Medical	Maximum	Maximum		X	3
Leinberger						
M1	Minimum	Minimum	Minimum	X		14
M2	Minimum	Minimum	Minimum	X		14
M3	Minimum	Minimum	Minimum	X		14
M4	Minimum	Minimum	Minimum	X		14
M5	Minimum	Minimum	Minimum	X		14
M6	Minimum	Minimum	Minimum	X		14
M7	Minimum	Minimum	Minimum	X		14
M8	Minimum	Minimum	Minimum	X		14
F1	Minimum	Minimum	Minimum	X		15
F2	Minimum	Minimum	Minimum	X		15
					Total	455

Security Levels - Total Inmate Population



Corrections Standards and Authority rated capacity of 392 beds*
310 Maximum Security beds
0 Medium Security beds
142 Minimum Security beds

***Discrepancy from 452 is 60 of the beds are unrated**

Custody Level - Total Inmate Population



Corrections Standards and Authority rated capacity of 392 beds*
126 Maximum Custody beds
184 Medium Custody beds
142 Minimum Custody beds

*** Discrepancy from 452 is 60 of the beds are unrated**

Major Jail Space Deficiencies

The original Needs Assessment identified several key space deficiencies and needs which exist at the Monroe Center Facility. The space deficiencies include (a) booking and intake, (b) Medical Clinic, (c) Administration and staff support, (d) kitchen, (e) laundry, and (f) general maintenance space for the detention facilities. Key needs and deficiencies that were identified are still valid in 2011 and include the following:

Booking and Intake

- **Vehicle Sally Port -** [REDACTED]

[REDACTED]

The vehicle sally port takes up all of the exterior space adjacent to the intake and booking area which is the logical location for a much needed expansion of intake and booking. If a new sally port is built as part of this remodel, the new vehicle sally port should include adequate space for the required arresting officer vehicles, transportation vans, and transportation buses. The space must be escape proof, with reliable gates and either enclosed or having a height which will prevent scaling. There should be adequate rain proof covering to allow most, if not all vehicles to load and unload out of the weather.

- **Transportation Sally Port and Hallway** - The only transportation holding and processing space is near Central Control and is inadequate. At times 30 inmates are located here for security transport chaining then they are moved some distance to the transport vans and bus. A new way of holding and processing inmates prior to transport should be determined. The sally port should be sized for the large number of inmates exiting and entering the facility at one time. This area is being planned to also compliment booking.
- **Intake-Arresting Officer Area** - The intake /arresting officer area is very small and linear. The arresting officer area is small and poorly organized and currently can only serve two arresting officers safely. This area should be expanded. Space must be provided to adequately separate and secure the inmates while the arresting officer completes paperwork and interviews the arrestee. New intake area is planned, space is being considered for a toilet, DUI testing, and chemical testing. Discussions with staff indicate a need for between four and six arresting officer stations.
- **Booking Room** - The booking room is no longer adequate. Built in the 1980's, the volume of arrestees now exceeds the design capacity. The booking station area is also inadequate and should be expanded. There is a need for reevaluation and expansion of the entire area. There has been a demographic change to more dangerous and violent arrestees who are not suitable for the large open docile holding area and there are too few holding cells, forcing staff to exceed California Corrections Standards Authority (CCSA) rated capacity which indicates possible liability exposure. Booking crowding can also force mixing arrestees which may lead to inmate on inmate assault. There is also a shortage of specialized cells such as sobering cells.

The docile holding area, while significant in size, does not offer adequate separation by gender and has an inmate bathroom which offers no level of staff supervision and the possible mixing of arrestees and possible misconduct. The booking area provides the greatest opportunity for inmate assault on staff and also overall liability. Providing adequate supervision of the booking activities is critical and a supervisor's office should be provided adjacent to this area. Building appropriate housing and specialty cells is in the planning process.

- **Inmate Personal Property Storage** - The inmate property held in the inmate property room currently exceeds the capacity of the space and racks. Should additional inmate housing be added to the jail, there is not space for the increase and the property room will need to be expanded. Space for inmate bulk property such as suitcases and backpacks is also inadequate. Building appropriate space is in the planning process.
- **Releasing** - The current releasing area and operation is poorly planned and inefficient. Expansion and adjacencies for this function are being explored.
- **Transportation** - The Jail Transportation Unit is currently housed at the Courthouse in downtown Woodland. The transportation unit is normally housed in the jail in an area near booking and the transportation hallway exit. This proximity and presence allows for better communication and cooperation between corrections staff and better span of control for jail management. In Yolo County the system of having Jail Transportation at a separate location seems to be working. As mentioned earlier in this report, the primary need for transportation is adequate transportation holding and movement including space to place security restraints on the inmates. This space must provide for adequate separation of the inmates to ensure the mixing of classifications can be managed. Building appropriate space is in the planning process.
- **Court Arraignment Process** - Because the courts and jail are not collocated, transportation of inmates in vehicles to court daily, while undesirable is necessary. Transportation of inmates in vehicles is dangerous and allows custody staff to be most exposed to escape attempts both by the inmate alone and with assistance from the outside. This danger is especially present when transporting a large number of inmates to the short court process known as arraignment. In the future, should planning of a new courthouse begin the collocation of the jail and the courts should be discussed. With this collocation a secure tunnel or hallway could be constructed to move inmates unescorted to and from court. Staffing costs for transportation as well as public safety could be greatly enhanced by this collocation. Video arraignment is an alternative the County may want to explore. Video arraignment has met with a mix of success and failures in other counties.

Medical/Mental Health – Infirmary

(For purposes of this report all medical and mental health watch beds are in the infirmary.) Medical and many mental health services are provided under contract with California Forensic Medical Group (CFMG).

- **Medical Housing and Space Needs** - In conducting interviews with Jail and Medical/Mental Health Managers it became clear the current infirmary is very inadequate and there are many issues related to medical and mental health needs, especially related to lack of space. The number of beds and cells for

housing inmates for medical purposes is marginally adequate; however, this does not include mental health and suicide prevention beds which are very inadequate.

- **Mental Health Housing and Drug Treatment Space Needs** - Interviews with Jail Management and the Behavioral Health Director indicate that space for both mental health housing and mental health programs is inadequate. The Director of Behavioral Health expressed interest in offering more programs and services to mentally ill inmates; however, there is no funding to provide these services.
- **Suicidal Inmates** - The problem of suicidal inmates in jails continues to be a major issue. Jail and medical staff make every effort to prevent suicide. Unfortunately, suicides still occur often in jails throughout California. Most often suicidal and self destructive inmates are housed and observed in the safety cells which usually are located in booking and medical. The Yolo County Jail is unique because as part of a modification to the Federal Court Consent Decree signed in 1991, the Sheriff's Department agreed to no longer use their safety cell. Without the safety cell as an important tool to combat suicide attempts, the jail must rely on using booking cells for housing suicidal inmates. As the Corrections Standards Authority (CSA) has pointed out in their inspections, this practice, while necessary with no alternatives, is very inappropriate. The facility lacks sufficient suicide prevention alternatives. The County must take steps to change the Consent Decree to get back the use of the Safety Cell and provide better mental health suicide prevention options in the infirmary including four to six suicide prevention cells. Efforts are underway to rectify this situation and appropriate housing is being planned.
- **Possibly Suicidal Inmates** - Another issue is there are no interim alternatives for an inmate who is determined as "possibly suicidal." For a long term observation the safety cell which has no bed and oriental style toilet is very austere housing. Modifying a two infirmary cells to have polycarbonate glass fronts could provide a benefit for certain inmates. A more medically appointed cell could be a better alternative. Medical and Mental Health Staff are the decision makers and must be consulted for providing the best solution.
- **Housing for Inmates with Specialized Mental housing and Treatment Needs** - Space needs to be added for inmates with mental health or drug psychosis in which they are "acting out" or displaying bizarre behavior making them difficult to house with other inmates. Other inmates are very intolerant of inmates who display bizarre or different behavior; however, often inmates fitting in this category get along well when housed with each other. Providing housing classification(s) for the safe and efficient housing as well as programs and treatment of the mentally ill should be a high priority. Medical staff estimated 20% of all inmates are on psychotropic medications. It was also estimated that on average 15 to 20 inmates had sufficient mental health issues and they should be set apart into a separate housing unit and another two or three had dangerously significant mental health issues. Building appropriate space is in the planning process.
- **Grant Provides Funding for Assertive Community Treatment of Offenders** - The Behavioral Health Director discussed the new Mentally Ill Offender Crime Reduction (MIOCR) grant the County has obtained which should help with placement and improve recidivism failure statistics. It is hoped the multidisciplinary team will be successful in impacting the jail revolving door of the mentally ill.

The primary shortcomings of the current infirmary include:

- **Inmate Waiting:** When the facility was built no official inmate waiting area was designed into the infirmary and inmates wait in an area which is unsecure. This allows them access to items which may be laying on a counter or desk. Staff feel a secure waiting area to accommodate approximately six inmates on seating is needed.
- **Exam Room:** The exam room is inadequate because of its small size and current use which also includes an office work space. Any addition or new facility should include two exam rooms and a dental exam room.
- **Offices for Professional Medical and Mental Health Personnel:** Current office space is inadequate. At least two additional offices are needed for medical professionals. It is possible the visiting physician and physician's assistant could share an office. This space is important for documentation and dictation of confidential medical information.
- **CFMG Program Managers Office:** The Medical Program Manager's office is too small. The office should be large enough for interviews with staff and for a reasonable number of business files.
- **Medical and Mental Health Nurses Stations:** The nurse station is inadequate and undersized. There is no room for a copier, fax or for current files. Ideally two stations are needed; a medical nurses station which requires approximately three nurse work spaces and a mental health staff work station which would also include three work spaces.
- **Officers Station:** There is currently no work space for a correctional staff member to monitor inmates in the infirmary and complete paperwork. This is a needed position and any remodel or new infirmary should include this space.
- **Pharmacy:** The pharmacy area is also very inadequate and is currently housed in a converted bathroom. The space is very small. Any new pharmacy should have space for cabinetry, a sink and a small refrigerator.
- **Staff Coffee Station, Break Area:** There is no place for a simple break area or items such as coffee maker, refrigerator and sink. Because staff cannot leave the infirmary for a lunch or other break, any new construction should include a lunch and break area for medical and mental health staff.
- **Outdoor Recreation Yard Availability to Infirmary Inmates:** There currently is no recreation yard directly available for inmates housed in the infirmary. In large facilities this is often provided adjacent to the infirmary. Jail Management must decide operationally how they wish to handle inmates housed in the infirmary.
- **ADA Approved Shower for the Infirmary:** A shower is needed for the infirmary as required by CMA.
- **Mental Health and Suicide Prevention Beds:** There are currently no mental health beds for acute mental health care and no suicide prevention beds in the facility. Jail and Medical staff estimate the need for approximately four to six cells in the infirmary for inmates with significant mental health needs such as suicidal inmates.

- **Mental Health Dorm Beds:** Mental Health Officials related the need for approximately four dorm beds in the infirmary mental health area for inmates who are not self destructive but need to be observed. This may include inmates with severe alcohol or drug addiction or with medical and mental health issues.
- **Sheltered Housing for Inmates with Mental Health or Medical Issues:** Currently Yolo County does not have a distinct and separate housing unit or pod to house inmates with moderate emotional or psychological problems. Using classification as best they can, the jail places these inmates wherever they can throughout the general population. Inmates with mental health problems tend to need a greater amount of staff attention. These inmates are also at a higher risk of being victimized by other inmates. Typically in other jails, inmates with mental health problems often seem to get along with each other when separated from the general population. The benefit of having a sheltered housing psych pod is that all the inmates with moderate mental health problems are housed in one area rather than being housed throughout the jail where they can become victimized. Inmates with mental health problems tend to be more suicidal as a result of their emotional instability, therefore keeping these inmates in one area in proximity to medical and mental health staff allows for closer and more consistent supervision. Mental Health Officials at the jail placed the housing bed need at approximately 24.
- **File Storage Needs:** Current file storage is very inadequate and inconvenient. Two types of file storage are required; current files for inmates in custody and archived files which are for former inmates and must be retained for many years. Current file storage is undersized and archived files are stored in another part of the jail. This is very inconvenient when staff must review or retrieve a file.
- **Negative Pressure Cells:** Currently there are two negative pressure cells in the infirmary for housing inmates with airborne diseases. This is barely adequate and medical staff would like to have more.
- **Operations Philosophy:** The philosophy of the jail and medical staff is to take services to the inmates; the housing units have marginally effective medical triage/exam rooms. Any new housing units must have adequate triage rooms.

Recommendations:

1. Any new housing unit must contain a medical triage room and an interview room.
2. An inmate waiting area in the infirmary specifically designed for inmates coming to the infirmary from the housing units should be added. The waiting area should be enclosed for security and privacy.
3. Many areas of the infirmary are inadequate. Consideration should be given to expanding the infirmary to accommodate the spaces bulleted below:
 - Offices for Professional Medical and Mental Health Personnel
 - CFMG Program Managers Office
 - Medical and Mental Health Nurses Stations
 - Officers Station
 - Pharmacy
 - Staff Coffee Station, Break Area
 - Outdoor Recreation Yard Availability to Infirmary Inmates
 - ADA Approved Shower for the Infirmary
 - Mental Health and Suicide Prevention Beds

- Mental Health Dorm Beds
- Sheltered Housing for Inmates with Mental Health or Medical Issues
- File Storage Needs
- Negative Pressure Cells

An aggressive plan has been developed to rectify this situation by building a new kitchen, vacating the current kitchen space and building the infirmary and mental health functions in this space.

Administration Space and Staff Support Space

- **Administrative and Staff Offices** - The space for administrative and management staff at Monroe is no longer adequate. Through the years increased staff has been accommodated by moving them into areas which were meant for other purposes. As an example, the Captain is in a former conference room, the Lieutenants are located far from the Captain in the secure portion of the jail in space better suited as a storage room. The result is inefficiency and difficulty in providing effective communication. This also makes it difficult to utilize unified clerical assistance.
- **Staff Dining** - The staff dining and break area is poorly located and used infrequently by custody staff in the jail. Often staff eats lunch at their work station which is difficult. Unlike other county staff, jail employees must remain in the jail for lunch in order to be available to respond to emergencies, therefore, having adequate dining space is very important. A staff dining and break room is essential to morale given the nature of correctional work. The officers must be afforded a setting where they can get away from the inmates and have a few minutes to relax. There appears to be room to expand staff dining by making modifications to the maintenance storage area. Building appropriate space is in the planning process.
- **Briefing, Conference and Training** - While briefing and training classroom space seem adequate at this time, in the future as administrative space gets more crowded, alternatives will be needed. This could require adding space elsewhere and reassigning training and briefing space.
- **Locker rooms:** The locker rooms are crowded and lack sufficient lockers for the number of staff. If inmate housing is added, the additional staff will not have locker space. Additional space will be required to meet the need.
- **Workout room:** The Yolo County Jail Facilities does not currently include a workout room for custody officers. While there has been some concern voiced about disability claims for providing workout rooms, this same concern has transpired in other counties who have overcome the issue. Workout rooms are common to law enforcement and corrections and offer an avenue for strength and fitness as well as morale and retention. Given the nature of the business, providing officers the ability to stay strong and fit makes sense.

Recommendations:

1. The staff dining and break room is poorly located for access and response to housing units by custody staff. Relocating the staff dining area closer to the kitchen and providing a quicker response to the housing units should be explored.

2. The possibility of adding a staff workout room should be explored.
3. The current administration space is undersized and inconvenient. Additional administration space should be provided.

Kitchen – Food Services

The Food Services Manager (FSM) is concerned about the ability of the current kitchen to meet the additional requirements of more inmates and the added meals. There were several areas mentioned as being inadequate. There is little room should later housing units require more cooking equipment, preparation space and storage. The jail kitchen currently prepares two hot meals and one cold meal each day for an average of 524 inmates, with high counts reaching 560. The kitchen prepares approximately 1,572 meals a day for four programs and facilities. These include the Monroe Detention Center, Leinberger Facility, Juvenile Hall and Detoxification Program.

Six cooks are authorized; however, there is often a vacancy or two. The kitchen staff also utilizes ten inmate workers to assist in the kitchen. Ten is an adequate number for now; however, more could be required with a new kitchen. As with many correctional facilities, special diets are becoming problematic because they are time consuming to prepare and often require additional food purchase. Future kitchen design should consider any issues and requirements for this function. To rectify this problem a new kitchen is being planned.

- **Loading Dock** - There is no loading dock for use by trucks which inherently causes inefficiencies. Any new kitchen facility should include a loading dock which would also serve as the likely location for recycling programs.
- **Food Preparation** - The food preparation area is inadequate, confined and crowded with equipment. There are two primary areas of concern; the bakery area needs room for additional equipment including additional large mixers. There is also a shortage of space in the cook area where additional cook kettles are needed. The cooking area space is very crowded and cooks have been burned because of the tight space. There is also a need for additional food preparation sinks.
- **Salad and Sandwich Preparation Area** - The Food Services Manager feels this area is very inadequate and estimates twice the space is needed. The sandwich preparation counter space at this location is inadequate and requires expansion.
- **Food Serving Line** - The food serving line is adequate for current use, however, it is at maximum capacity..
- **Dry Goods Storage** - The dry goods storage area is inadequate. The FSM estimates a need for nearly 50% additional space. Because there is no bulk storage room, it is impossible to make bulk storage purchases which could provide substantial savings to the County. Future kitchen design should allow for use of pallets for movement of bulk deliveries.
- **Cold Storage** - Kitchen staff has a difficult time managing this area because of the deficiencies. The walk-in refrigerators exceed their maximum capacity and while staff gets by for now, it will not be adequate should the inmate population

grow much more. This problem is exacerbated by the requirements for additional milk and vegetables for the Juvenile Hall wards. A significant problem is related to the lack of space in the thaw- "defreeze" area of the walk-in refrigerator. This lack of space is very inefficient and challenging. The FSM estimates a need for twice as much cold storage space.

- **Freezer Storage** - The limited capacity and narrow walk-in freezer is costly because it not only limits efficiency and flexibility in meal preparation options, it also is costly. Purchase of frozen items often has to do with availability. When the items needed become available, purchase in bulk is not only a cost saver but often the only opportunity to obtain the product.
- **Storage of Cooking Metal Goods (Pots and Pans etc)** - There is clearly need for more space for pots, pans and cooking trays. This would include the large hotel pans and space for cutting board storage which currently does not exist.
- **Storage of Serving Trays** - The kitchen utilizes the bulky insulated trays which take up considerable storage space. It appears there is no additional space for the storage and drying of these trays. With the addition of one or two new housing units, there does not appear to be adequate space for all the additional trays.
- **Cart Storage** - The cart storage area designed into the kitchen has exceeded capacity and carts are stored in any available locations. Bread storage carts/racks are a significant need. The lack of sufficient cart storage makes the kitchen seem more crowded and chaotic than it may be.
- **Food Services Manager's Office and Kitchen Staff Space** - The office might be adequate if it was better organized with a better solution for the needed files and recipe storage. The office requires at least two work stations. The staff locker room and bathroom are inadequate. There is also a need for an inmate waiting area and inmate bathroom visible to kitchen staff. Separate staff and inmate bathrooms are needed.
- **Tray and Utensil Washing Area** - The wash area for food serving and preparation utensils is compact and will provide difficulty in meeting the increased workload of more inmates.

Recommendations Related to the Kitchen:

Any substantial increase in inmates will require additional kitchen capacity. This will require either a significant remodel of the existing kitchen or building a new kitchen.

1. Before adding on to or remodeling the kitchen, the County should consider hiring a food services expert to evaluate the current operation for possible remodeling and most importantly study the cost-benefit of building a new kitchen to replace the existing undersized kitchen.
2. When planning additional space for the kitchen/food security and inmate worker access, security and movement must be a consideration.
3. A new laundry should be a consideration to coincide with any new kitchen planning.

Laundry and Clothing Processing

- **Laundry** - The laundry and clothing areas offer a mix on adequate and inadequate facilities. During the interview with the laundry and clothing officer and tour of the related areas, the following information was gathered. Laundry exchange is conducted in accordance with Title 15 and meets the standard. There is insufficient equipment to provide more than the basic requirements. The laundry room is convenient to the Monroe facility being located near the kitchen off a primary hallway. It is close to existing storage, however, is remote to the primary clothing storage area. One of the concerns is related to inmate workers. Their movement from Leinberger Center to their work location presents security issues including the possibility of the introduction of contraband into the facility. Any new laundry facility should address this concern.
- **Washers-Dryers and Processing Area** - The laundry area is lacking a sufficient number of washers and dryers. With only two 60 pound capacity washers and two 75 pound capacity washers, completing timely laundry processing can be problematic. Whether new beds are added or not, one additional washer and one additional dryer should be added to allow for the existing washers or dryers to be down for repair. Also, as the laundry equipment gets older this will become a more frequent condition. If new beds are added, additional washers and dryers become essential to bring the total to a minimum of four washers and four dryers. Because an equal number of washers process more than the dryers can accommodate, the County should consider providing space for a fifth dryer. There is not adequate room to add the new machines without adding space. The space for processing dirty and clean laundry is inadequate. The processing areas for dirty laundry as well as the folding area are limited and should be expanded.
- **Clean Laundry Storage** - There is very limited storage for laundry after it is cleaned and folded. The laundry officer estimates a need of an additional five storage shelf units at 18" deep X 4' wide X 7' high (20 lineal feet).
- **Laundry Chemical and Soap Room** - "In use" laundry chemicals and soaps are currently poorly managed at the machines and would be better served in a separate room with dispenser lines to the machines. The room would need to be approximately 6'X8' in size. Stored chemicals and soaps are kept at the Cameron Storage Facility.
- **Laundry Cart Storage** - Currently cart storage consists of two carts for clean laundry distribution and nine carts for dirty laundry. There is a need for a total of four clean laundry carts and at least one additional dirty laundry cart (10) if a new housing unit is added. Clean carts use approximately 3'X6' and dirty laundry carts 4'X5'.

Recommendations Related to Laundry:

Plan to increase and budget for two additional washers and two or three additional dryers to meet efficiency needs now and for the inmates who will be added in the future.

- **General and Specific Storage** - The majority of storage needs are currently managed in the annex next to the kitchen and the Cameron Storage Facility.

- **Inmate Clothing, New-Boxed** - There appears to be sufficient storage space for receiving and storage of new clothing, sheets, blankets, towels and mattresses at the Cameron Storage Facility.
- **In Use Mattress Storage** - The Cameron Storage Facility is remote to the Monroe Facility. Any remodel or storage plan must provide for storing several mattresses at Monroe for as needed immediate use and replacement.

Recommendation Related to Storage:

With the potential for lost storage space at the Monroe annex adjacent to the kitchen, planning for space at the Cameron Storage Facility must be evaluated and planned to maximize capacity. Providing a loading dock for unloading jail supplies should be incorporated into any possible new kitchen design.

Maintenance Space

The current maintenance space is adequate; however, there have been discussions related to the maintenance space and other uses. Providing adequate maintenance space in the future is essential.

Recommendation Related to Maintenance Space:

Any plans for new housing or relocating maintenance must provide for appropriate space.

SECTION 10: JAIL FACILITY CONSTRUCTION PLAN

Yolo County Jail Needs Assessment Update

Guidelines for Development of Future Yolo County Jail Facilities

The Jail Needs Assessment Update has shown that the most immediate and critical need for the Yolo County Jail System is to construct additional bed capacity that will both eliminate the current overcrowding and allow the Sheriff's Department to petition the Federal Courts to remove the jail Court "Cap." Overall population growth and criminal justice system characteristics indicate trends experienced over the past eight years should, to a large part, continue over the next 15 – 20 years. Population growth will continue to have an impact on the criminal justice system causing arrest and bookings to increase in future years, creating additional demands for jail bed space.

Analysis of the inmate population projections shows that by 2015 the County's jails will have a capacity shortfall of 148 custody beds. With the passage of AB 109, by 2018 at full implementation of the realignment legislation, the County jail facilities will be confronting an additional ADP of 310 sentenced inmates who would have gone to State Prison and parole violators who can also be incarcerated for up to six months. The inmate population projections also show the County jails need more maximum security and administrative segregation housing to accommodate the changing inmate custody characteristics of the pretrial and sentenced detainee populations. Additional specialized medical and mental health housing capacity will also be required to adequately address the increasing healthcare and severe mental health problems identified with male and female inmates.

In light of the number of new beds currently needed to eliminate jail crowding combined with the need for significant additional infrastructure to support the expanding inmate housing, the Sheriff's Department's Custody Division and Consultants explored many different detention options for new generation facilities. As a result, several basic existing and new philosophies were established as the foundation for all future jail planning and construction. These included:

Construction Guidelines For the Design and Building of Future County Jail Facilities

- Phased Construction – County jail facilities should be flexible in design and allow for phased construction and future expansion horizontally rather than vertically.
- Perimeter Security – Facilities should be constructed to provide maximum security at the perimeter with layered security zones within the facility. Interior construction should be consistent with the security needs of each functional use area.
- Staff Areas – The facility should provide appropriate staff space to accommodate staff briefings, conferences, breaks, lunch, showers, toilets, and lockers. This space should provide staff privacy and relaxation away from other jail facility activities.
- Central Control – Overall security management of the jail facilities should be maintained by a Central Control station. Central Control should be responsible for the operation of all entry and exit doors and sallyports for both the perimeter and interior zones. This station shall be in a secure area that is inaccessible to inmates, visitors, and away from high traffic areas.
- Direct Supervision – All housing units will be direct supervision, where the housing unit officer is in direct contact with inmates.
- Podular Design - The housing unit will meet standard podular design criteria.

- Two-Tier Housing Units – Each housing unit will contain two tiers, with cells on both tiers.
- Line of Sight Observation – The entire housing unit will be observable from any location within the housing module.
- Wet Cells – The housing unit cells will only consist of wet cells containing a sink and toilet.
- Staff to Inmate Ratio – The staff to inmate ratio is 1 staff to every 64 inmates.
- Centralized Services – Each housing unit will allow the following activities or services to occur: dining, laundry room (for clothing issue), programs and education, interviews, medical exams, janitorial, food staging area, and security entrance (sallyport). Visiting should focus on the use of video visiting, which many other counties have adopted.
- Flexible Housing Unit – The Sheriff's Department has a full security range of housing units ranging from minimum to maximum security. **While minimum security housing units exist in Yolo's detention system, minimum security inmates do not in any significant numbers. For this reason, a housing unit that can provide a greater degree of flexibility among the various security levels is highly desired.**

The Yolo County Jail primarily utilizes "podular" design and the direct supervision philosophy. The Monroe Center uses direct supervision in every housing area except the maximum security and protective custody units where indirect supervision through glass is used. The direct supervision units are podular and staffed by one direct supervision officer. They are backed up by Security and Investigations (S&I) (Rovers) officers. The maximum security unit (A-2) is podular design which utilizes indirect supervision by way of a housing control room. This provides direct visual supervision into the housing unit day room and recreation yard through glass. A rover or floor officer makes random cell checks no less than once an hour.

In discussing the desired operational philosophy of the jail with the Undersheriff and Jail Commander, direct supervision would be the desired inmate supervision with the officers in the housing units directly supervising the inmates. However, with concern for long term staffing costs, the department feels the indirect (through glass) model is an acceptable and more realistic philosophy of inmate supervisor for most, if not all the new housing units.

Unescorted movement of inmates which requires good visual site lines from housing control stations or Central Control is preferred and most often used with the classification level dictating an escort. Any future jail additions should strive for a design facilitating unescorted movement and if possible improve movement in the existing jail. The concept drawings provided in the Appendix are examples that support good visual supervision of inmates and Sheriff's management is committed to the direct visual philosophy. *(See Appendix K: Jail System Renovation and Expansion Building Options)*

Jail Planning and Construction Recommendations

Based on the original Needs Assessment recommendations developed in 2007 and from this Update in 2011, several time-phased jail planning and construction recommendations have been identified and include the following:

**Yolo County Sheriff's Department Custody Division
Jail Planning and Construction Recommendations**

Recommendation	Scope of Work
Phase I: Immediate Programming & Jail Construction (Within 1 – 5 Years)	
Corrections Standards Authority (CSA) AB 900, Phase II Jail Construction Funding	
Recommendation #1	Maximum Security Housing Unit - 148 Bed Maximum Security Housing Unit – Program, design and construct a new 148 security tiered housing unit in a single / double cell occupancy configuration.
Recommendation #2	Inmate Program Space – Program, design and build program space that will serve the average daily population of pretrial and sentenced inmates incarcerated in the County's jail system.
Recommendation #3	Video Visitation Center – Program, design, and construct a new Video Visitation Center utilizing state-of-the-art video conferencing equipment.
Recommendation #4	Administration and Staff Services Center – Program, design and construct a new integrated administrative facility and staff services center for jail custody and program-support personnel. The renovated Staff Support Service Center shall serve all custody staff for existing and future detention facilities.
Recommendation #5	Medical and Mental Health Services – Program, design and build a new Medical Services Clinic and acute Mental Health housing unit that will include single cell occupancy and a transitional dormitory.
Recommendation #6	Jail Booking and Reception Unit - Program, design and build a new centralized jail intake and booking center that can handle all inmate processing, property storage and release functions.
Recommendation #7	Food Service and Kitchen Expansion - Program, design and build a new kitchen that will serve both the Monroe Center and Leinberger facility and new 148-bed Maximum Security Housing Unit.
Recommendation #8	Laundry – Program, design and build a new laundry facility to serve the entire inmate population.
Recommendation #9	Central Control Room – Program, design and construct a new secure Central Control room that will be able to monitor the full build-out of the entire future Jail Complex.
Phase II: Long-term Programming & Jail Construction (Within 6 – 15 Years)	
Yolo County Capital Construction Funds: Jail Construction	
Recommendations #10	Future Medium/Maximum Security Housing Unit – Program, design and construct inmate housing units to accommodate projected long-term average population (ADP) and peak inmate population levels.

In light of the availability of AB 900 Phase II Jail Construction funding awards, the Needs Assessment Consultants are recommending that the Yolo County Sheriff's Department develop and submit an Application for AB 900 Phase II funding to the Corrections Standards Authority (CSA). The Application should include the justification and construction grant funding to implement recommendations #1 through #9 above.

The exact amount of the funding request should include a construction contingency for unforeseen conditions and other costs the County might encounter during the completion of the jail construction project. The AB 900 Phase II construction should include:

This project would be an expansion and renovation of the existing 272-bed Monroe Center Main Jail. It would include reprogramming of some existing functional use areas and building new housing units with supporting infrastructure. The construction project would provide a net gain of 157 jail beds and support infrastructure and would be carried out in two construction phases. The phased construction is required to accommodate the existing facility remaining operational with new and separate support spaces being constructed first, and renovated backfilled areas providing new functional use.

The Phase I construction would provide the Sheriff's Department with a total of 148 new rated maximum security beds. The new Housing would be a similar Type II facility and podular in design. Construction would be a multi-tiered Housing Unit with multiple pods to provide flexibility for changing classifications and populations. It would be highly durable and low maintenance and primarily be constructed of concrete block, steel framed, and concrete filled roof deck. Most services would be brought to the inmates to reduce movement, provide some support spaces adjacent to or within unit, and very staff efficient. Finishes and acoustics would downplay the institutional feeling and support a more normalized environment. The initial work would include the construction of approximately 12,500 GSF of In-Custody Educational Treatment and Vocational Program space as part of the new 22,400 GSF, 148-bed Housing Unit. By centrally locating this program intensive support space in the facility, it would serve both the new expansion and existing facility and is critical to the operational model embraced by the County.

Also included in the Phase I construction would be a 3,200 GSF Visitor's Center Building for public video visitation, and 9,800 GSF Kitchen/Laundry Building. Both the Visitor's Center and Kitchen/Laundry facilities would be separate buildings to accommodate independent operational issues. The Visitor's Center would alleviate most public traffic from the core Jail and relieve the existing Jail from having the public enter the secure portion of the facility for visitation, eliminate current issues of contraband, and reduce staffing. It would mimic a professional office environment and utilize more economical construction materials. The Kitchen/Laundry would be strategically located near the southern portion of the site adjacent to the existing minimum security facility so that these inmates can work within this area and not have to enter the core Jail. It would also better accommodate delivery of goods since the current location is on the secure side of Jail and congested. This would be constructed primarily of durable concrete block, steel framed roof and canopies, provide low maintenance finishes, and include robust commercial kitchen and laundry equipment. The Phase I construction would also renovate 5,250 GSF of the exiting Cameron Training Center to create jail staff restrooms, lockers, staff dining and other support areas for custody and program staff.

The Phase II construction would renovate and expand the Monroe Center's Intake and Booking area to 12,000 GSF to create a more functional vehicle sally, a pre-booking area for arresting officers, and staff booking area. The renovation would include much needed safety cells, multiple sobering and holding cells, and larger group holding cells. Two secure gender specific docile holding rooms would also be constructed. The existing release and Court-holding areas would be modified creating separate intake and transportation and circulation routes. The construction would also expand the inmate

dress-in area and property storage room. The renovation would be secure and constructed primarily of concrete block.

The area currently occupied by the jail's existing kitchen would be renovated to accommodate a new 10,224 GSF Medical and Mental Health Clinic. The Medical Clinic area would contain multiple exam rooms and dental area. The Clinic would have space for medical records, inmate waiting, nurse's station, toilet, and a small lab area. It would function much as a typical Clinic but more durable and observable. Dedicated secure medical housing would be provided with multiple single and double-occupancy rooms, and provides the opportunity for an isolation room. A shower area and associated dayroom space would also be designed for the Medical Housing.

A new acute Mental Health Clinic and housing unit would be built in the Phase II construction by remodeling the existing jail laundry and storage area. The Mental Health Unit would provide multiple single-occupancy cells, a safety cell, and a small 4-person transitional mental health dormitory. A centrally located nursing station with association staff space would also be provided.

The existing Main Jail Administration area would also be renovated and expanded to accommodate an expanded records, unit, additional custody staff offices, and related custody support spaces. The renovation would also provide additional space for jail Classification Officers including interview rooms, program and commissary space, and staff work rooms. A contact attorney visiting area would also be added as well as video visitation rooms in each of the existing Housing Units. Security system upgrades would be included in both phases of the construction.

The following graphics show (a) the proposed site plan, (b) housing unit configuration, (c) intake and booking expansion layout, (d) central jail administration, (e) medical / mental health clinic and housing plan, (f) in-custody program space configuration, (g) video visitation, (h) staff services remodel area, and (i) kitchen / laundry building. The last graphic also provides an aerial overview with model three dimensional renderings of the proposed jail construction project.

Estimate Jail Construction Cost and Construction Schedule

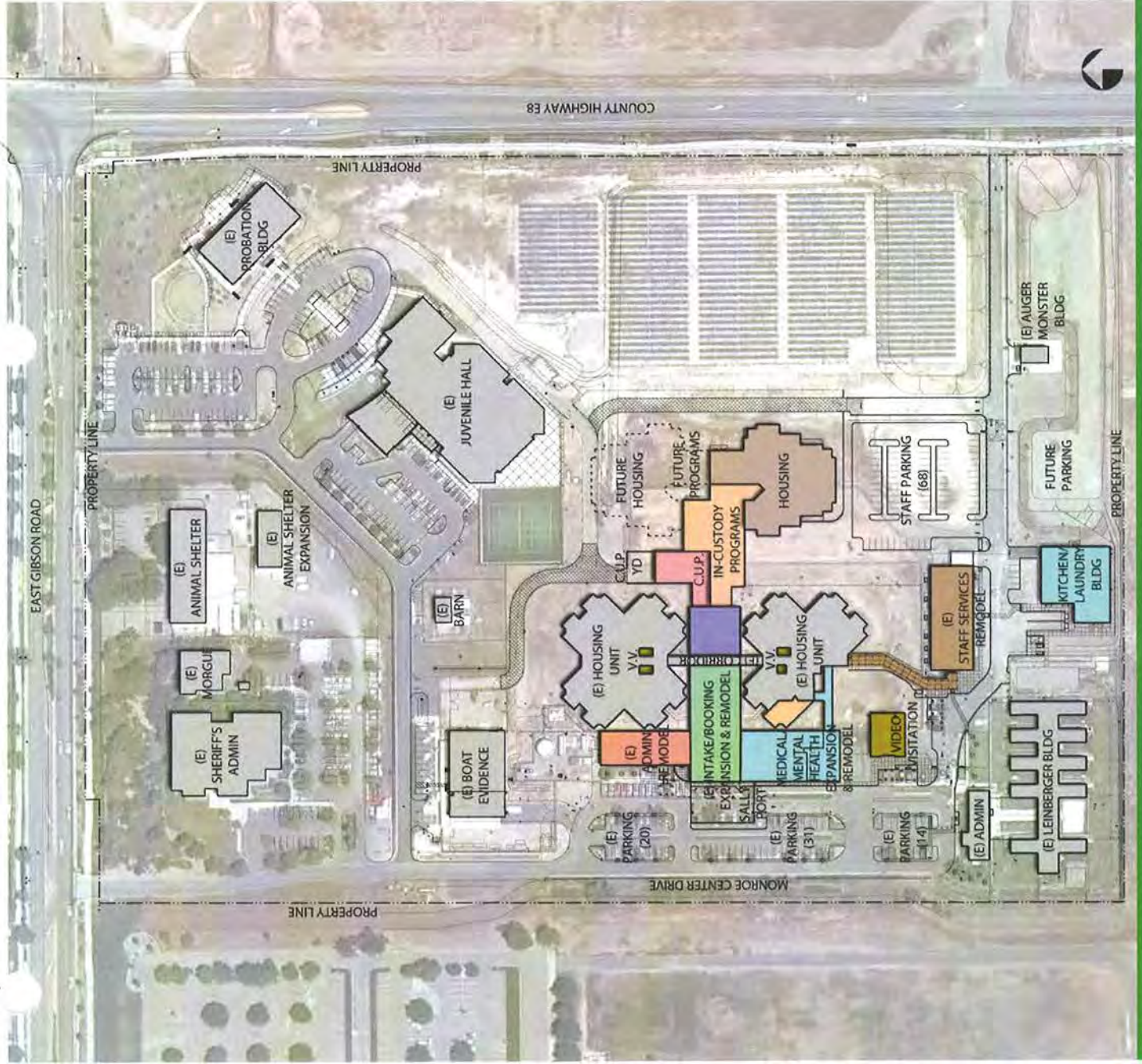
The total construction cost for the recommended jail construction project to be included in the CSA AB 900 Phase II project is estimated at \$42,225,000. The cost estimate is based on recently constructed jail projects in California escalated to the mid-point of construction and includes a 10% change order contingency. The estimated cost also includes fees for fixed equipment and furnishings and other costs related to (a) permits and reviews, (b) data and telephone, (c) testing and inspection, and (d) commissioning of equipment.

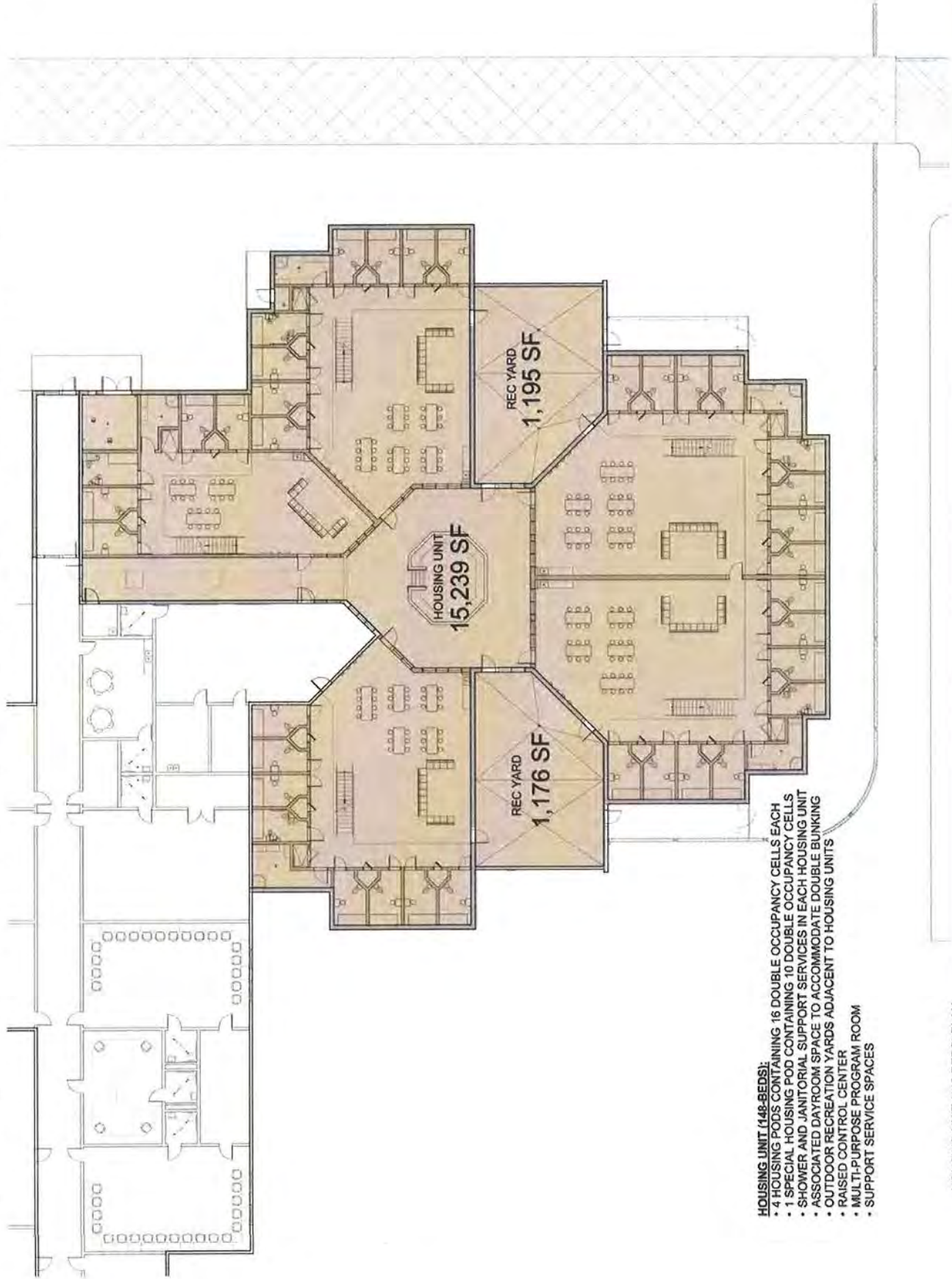
Project costs are estimated at \$3,220,000 which will cover architectural and engineering costs and consultant services to prepare required CEQA documents.

If Yolo County applies for the AB 900 funding, the Application must be submitted by January 11, 2012 with conditional awards in late March 2012. Schematic design work could begin in April 2012 and be completed by the end of July 2012. Design development drawings could be completed by March 2013 with construction documents available by November 2013. The duration of construction is estimated at 27 months with occupancy in July 2016. Under the conditions of the AB 900 funding regulations, the new housing facility must be staffed within 90 days of completion which would be November 2016.

COLOR KEY LEGEND

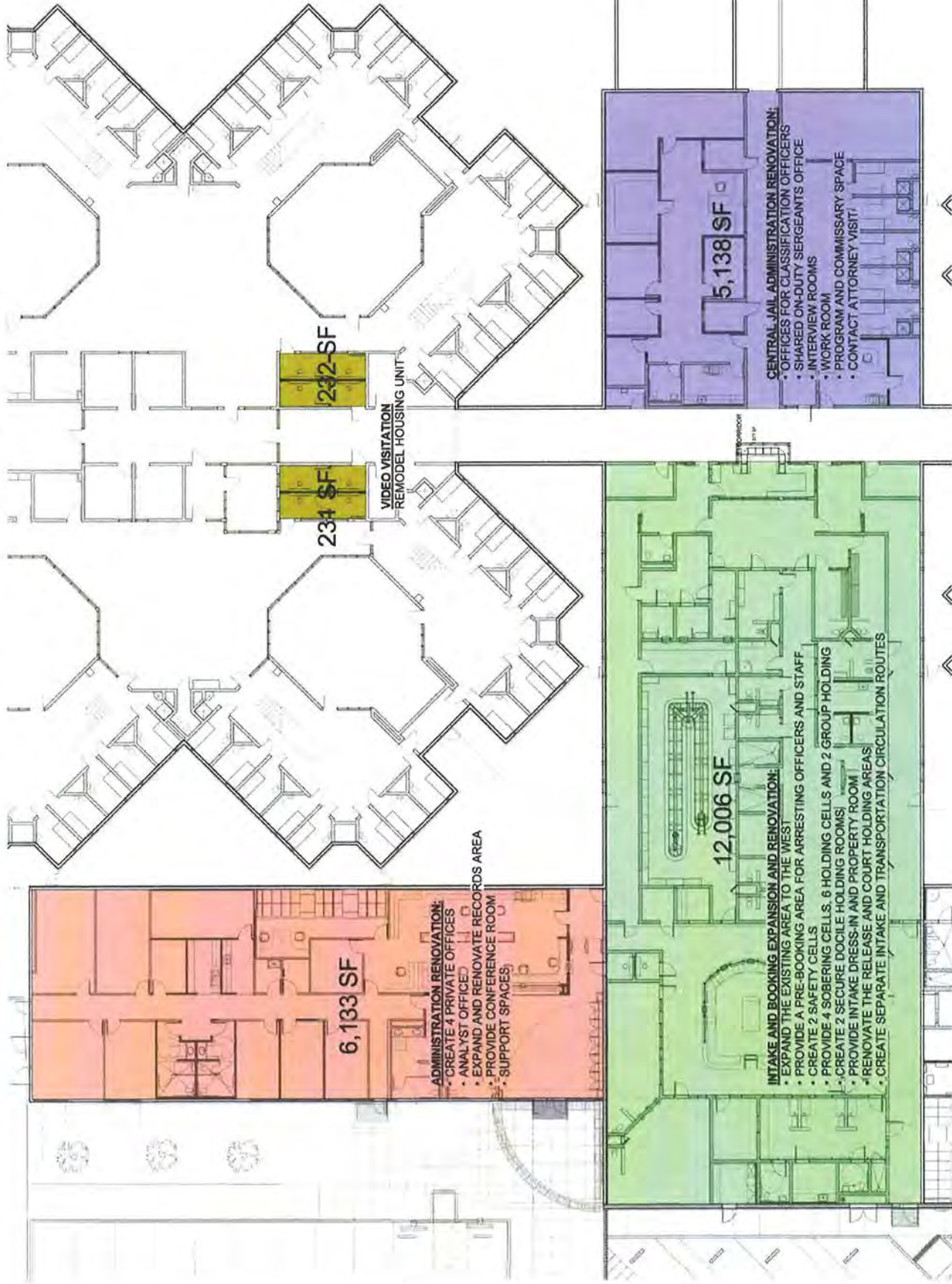
- IN-CUSTODY EDUCATIONAL, TREATMENT & VOCATIONAL PROGRAMS
- C.U.P. (CENTRAL UTILITY PLANT)
- HOUSING UNIT 148 BEDS
- VIDEO VISITATION (V.V.)
- (E) STAFF SERVICES REMODEL
- KITCHEN/ LAUNDRY BLDG
- (E) ADMINISTRATION REMODEL
- (E) INTAKE/BOOKING EXPANSION & REMODEL
- MEDICAL/ MENTAL HEALTH EXPANSION & REMODEL
- CLASSIFICATION/ SUPERVISOR STAFF AREA REMODEL
- (E) EXISTING BLDG





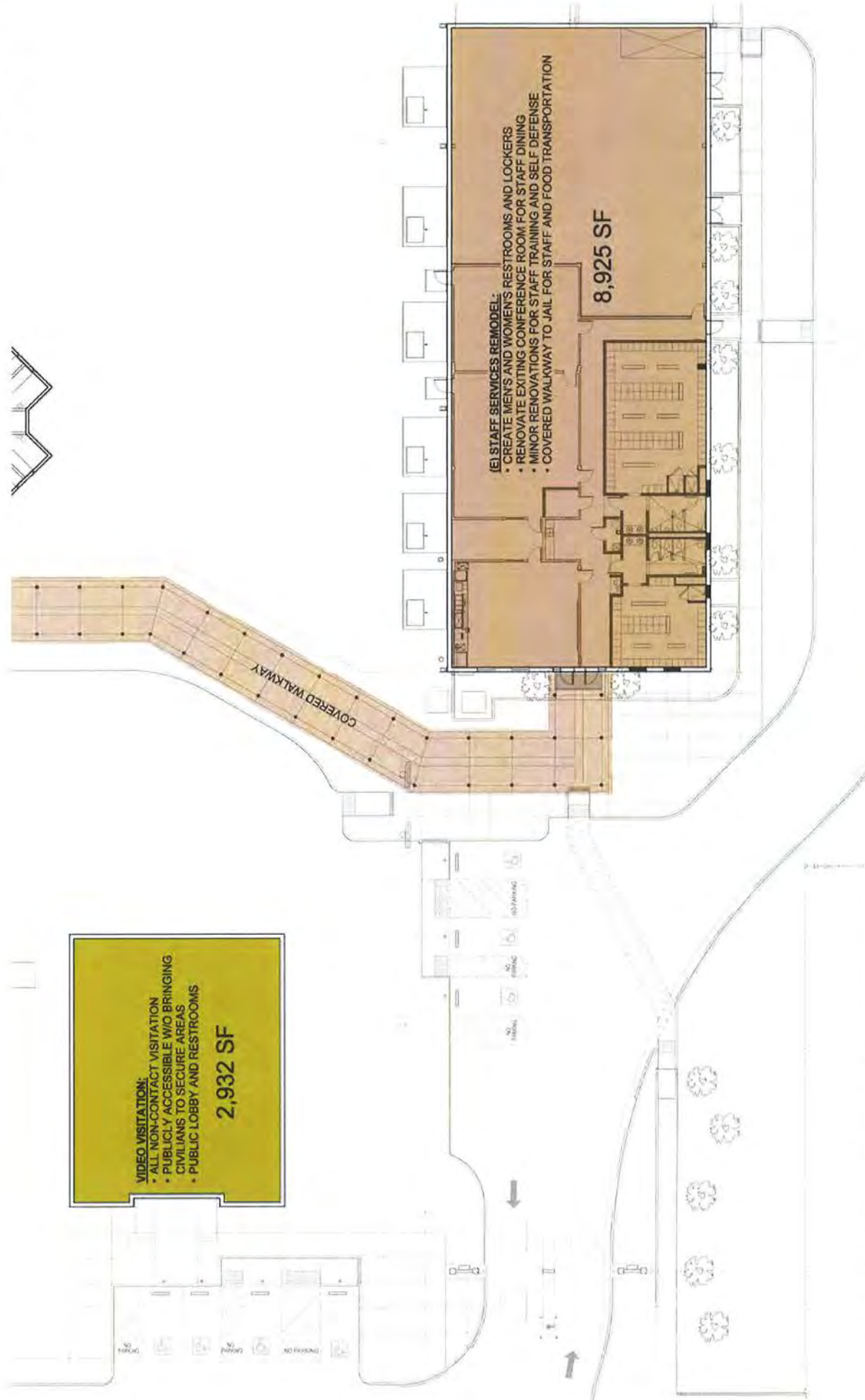
- HOUSING UNIT (148-BEDS):**
- 4 HOUSING PODS CONTAINING 16 DOUBLE OCCUPANCY CELLS EACH
 - 1 SPECIAL HOUSING POD CONTAINING 10 DOUBLE OCCUPANCY CELLS
 - SHOWER AND JANITORIAL SUPPORT SERVICES IN EACH HOUSING UNIT
 - ASSOCIATED DAYROOM SPACE TO ACCOMMODATE DOUBLE BUNKING
 - OUTDOOR RECREATION YARDS ADJACENT TO HOUSING UNITS
 - RAISED CONTROL CENTER
 - MULTIPURPOSE PROGRAM ROOM
 - SUPPORT SERVICE SPACES

HOUSING UNIT (148-BEDS) PLAN

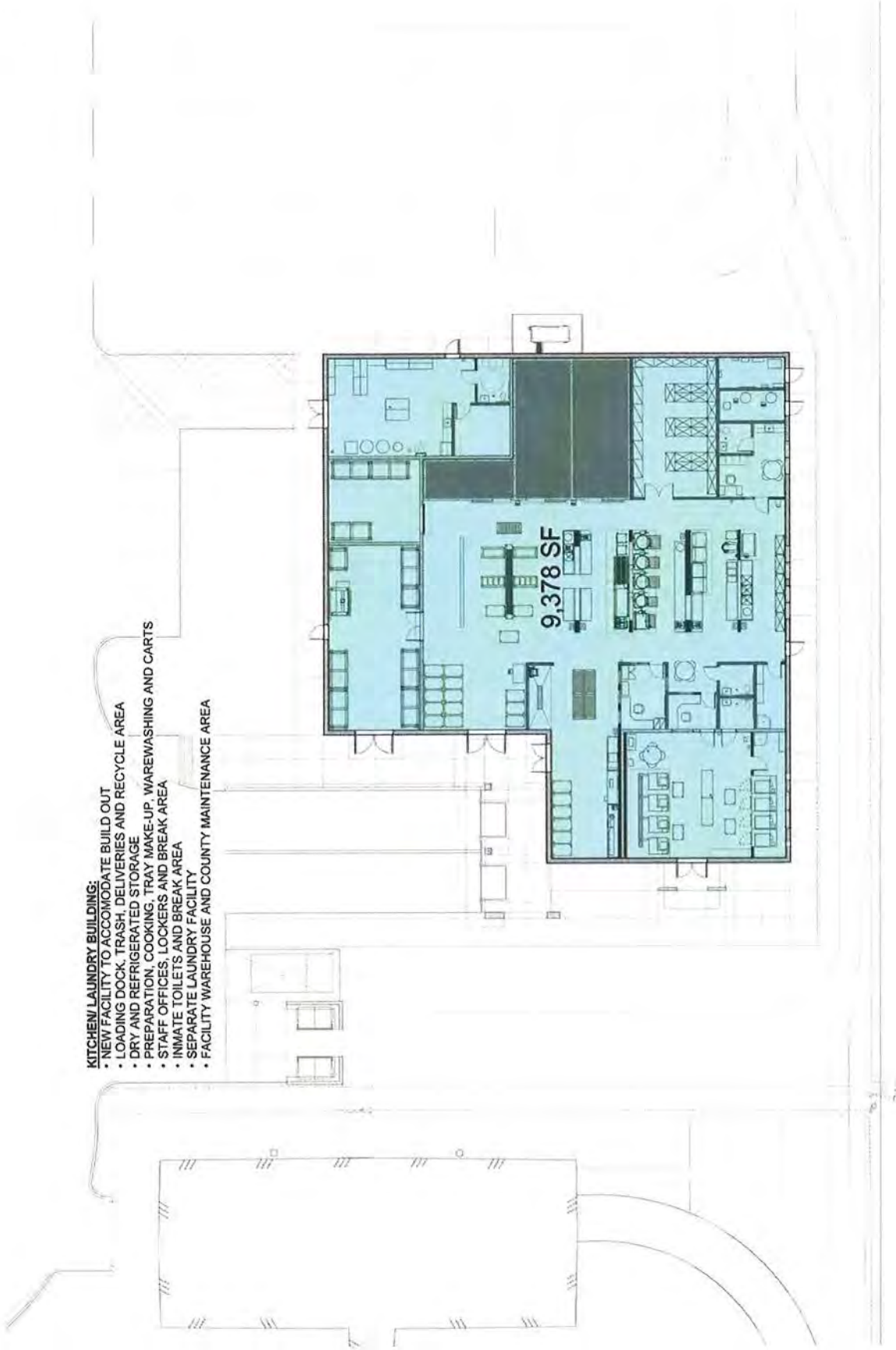


ADMIN & INTAKE/ BOOKING & STAFF AREAS PLAN



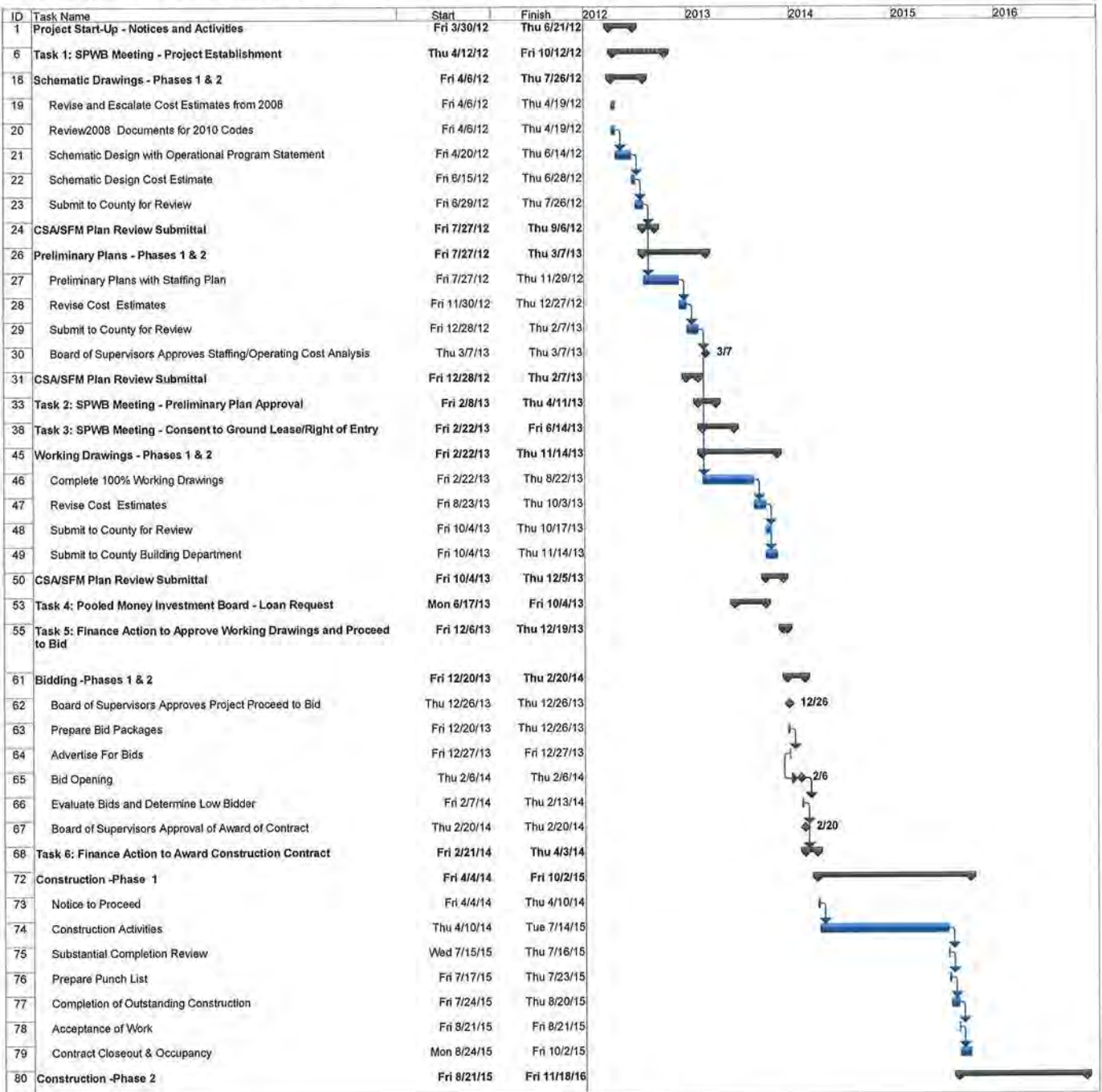


VIDEO VISITATION & (E) STAFF SERVICES PLAN



KITCHEN/LAUNDRY BLDG PLAN

Yolo County Monroe Jail Expansion and Remodel



Project: Yolo County Monroe Jail Expansion & Remodel
Date: Thu 12/15/11



Future Jail Staffing

The Sheriff's Department's Custody Division has estimated that the staffing levels and annual costs for the proposed new jail construction project will amount to \$2,450,325. These costs are estimated in 2011 dollars and include staffing for the new inmate housing unit, Visitor's Center, and facility maintenance. The staffing projected by the Department includes the following:

Detention	
▪ 24 Correctional Officers	\$2,051,562
▪ 4 Records Specialist	\$266,416
Visitor's Center	
▪ 1 Records Specialist	\$66,604
Facility Maintenance	
▪ Building Craftsmechanic	\$65,743
Contracts For Service	(cost based on service need)
Total Ongoing Staffing	\$2,450,325

Funding for the staffing will rely on the Yolo County General Fund, Public Safety funding, and AB 109 allocations. The staffing levels will be reviewed and adjusted, if necessary, at the conclusion of the schematic design phase of the project.

Appendix A.

**Photographic Layout of the Yolo County Monroe Center
Yolo County Jail Needs Assessment Update**

Appendix B

**Yolo County Crime Rate Trends 1996 - 2010
Yolo County Jail Needs Assessment Update**

Yolo County Crime Rate Trends 1996 - 2003

Crime Categories	1996	1997	1998	1999	2000	2001	2002	2003
Reported Crimes:								
Violent Crimes								
Homocide	7	7	8	6	6	4	5	5
Forcible Rape	51	40	42	49	60	61	62	80
Robbery	134	143	145	114	125	148	167	177
Aggravated Assault	846	832	918	867	762	467	604	786
Total	1,038	1,022	1,113	1,036	953	680	838	1,048
Property Crimes								
Burglary	1,362	1,230	1,025	923	1,007	1,290	1,452	1,776
Motor Vehicle Theft	769	760	774	620	618	774	1,020	1,020
Theft Over \$400	1,113	1,013	864	780	888	996	919	1,064
Total	3,244	3,003	2,663	2,323	2,513	3,060	3,391	3,860
Larceny - Theft								
Theft Over \$400	1,113	1,013	864	780	888	996	919	1,064
Theft \$400 & Under	3,919	3,286	2,936	2,593	2,515	2,815	2,624	2,769
Total	5,032	4,299	3,800	3,373	3,403	3,811	3,543	3,833
Arson	89	69	47	91	90	116	139	179
Population (1,000's)	152.5	154.9	156.0	158.9	170.9	174.5	179.0	183.5
<u>Crime Rates Per 100,000 Population</u>								
Crime Rates:								
Violent Crimes	680.7	659.8	713.5	652.0	557.6	389.7	468.2	571.1
Property Crimes	2,127.2	1,938.7	1,707.1	1,461.9	1,470.5	1,753.6	1,894.4	2,103.5
Thefts \$400 & Under	2,569.8	2,121.4	1,882.1	1,631.8	1,471.6	1,613.2	1,465.9	1,509.0
Arson	58.4	44.5	30.1	57.3	52.7	66.5	77.7	97.5
Total Crime Rate Per 100,000 Population	5,436.1	4,764.4	4,332.8	3,803.0	3,552.4	3,823.0	3,906.2	4,281.1

Yolo County Crime Rate Trends 2004 - 2010

Crime Categories	2004	2005	2006	2007	2008	2009	2010
Reported Crimes:							
Violent Crimes							
Homocide	5	4	4	4	4	7	3
Forcible Rape	85	66	56	70	66	68	78
Robbery	167	147	175	203	180	171	141
Aggravated Assault	796	561	586	474	299	310	290
Total	1,053	778	821	751	549	556	512
Property Crimes							
Burglary	1,790	1,558	1,677	1,719	1,474	1,357	1,291
Motor Vehicle Theft	1,010	983	855	755	654	559	530
Theft Over \$400	1,026	968	1,021	1,164	1,468	1,063	1,253
Total	3,826	3,509	3,553	3,638	3,596	2,979	3,074
Larceny - Theft							
Theft Over \$400	1,026	968	1,021	1,164	1,468	1,063	1,253
Theft \$400 & Under	2,739	2,715	2,706	3,070	3,689	2,781	2,857
Total	3,765	3,683	3,727	4,234	5,157	3,844	4,110
Arson	138	83	136	88	75	75	58
Population (1,000's)	186.6	188.9	192.3	197.5	200.0	202.2	203.9
<u>Crime Rates Per 100,000 Population</u>							
Crime Rates:							
Violent Crimes	564.3	411.9	427.0	380.2	274.5	274.9	251.1
Property Crimes	2,050.4	1,857.6	1,847.8	1,841.7	1,797.9	1,473.1	1,507.7
Thefts \$400 & Under	1,467.8	1,437.3	1,938.3	2,143.5	2,578.4	1,900.9	2,015.8
Arson	74.0	43.9	70.7	44.6	37.5	37.1	28.4
Total Crime Rate Per 100,000 Population	4,156.5	3,750.7	4,283.8	4,410.0	4,688.3	3,686.0	3,803.0

Appendix C

**Number and Yearly Percent Change in Adult Felony
& Misdemeanor Arrests 1990 - 2010
Yolo County Jail Needs Assessment Update**

Yolo County
Number and Yearly Percent Change in Adult Felony & Misdemeanor Arrests
1990 - 2010

Year	Felony And Misdemeanor Adult Arrests					Total Adult Arrests	% Change
	Felony Arrests		Misdemeanor Arrests				
	Number	% Change	Number	% Change			
1990	2,411		7,885		10,296		
1991	2,408	-0.1%	7,106	-9.9%	9,514	-7.6%	
1992	2,408	0.0%	6,812	-4.1%	9,220	-3.1%	
1993	2,546	5.7%	6,205	-8.9%	8,751	-5.1%	
1994	3,009	18.2%	5,530	-10.9%	8,539	-2.4%	
1995	3,387	12.6%	5,845	5.7%	9,232	8.1%	
1996	2,815	-16.9%	5,546	-5.1%	8,361	-9.4%	
1997	2,890	2.7%	5,310	-4.3%	8,200	-1.9%	
1998	2,774	-4.0%	5,227	-1.6%	8,001	-2.4%	
1999	2,343	-15.5%	4,929	-5.7%	7,272	-9.1%	
Ave. Yearly Arrests	2,699		6,040		8,739		
2000	2,255	-3.8%	4,583	-7.0%	6,838	-6.0%	
2001	2,584	14.6%	4,665	1.8%	7,249	6.0%	
2002	2,922	13.1%	4,566	-2.1%	7,488	3.3%	
2003	3,087	5.6%	5,108	11.9%	8,195	9.4%	
2004	3,098	0.4%	5,378	5.3%	8,476	3.4%	
2005	2,987	-3.6%	4,991	-7.2%	7,978	-5.9%	
2006	2,844	-4.8%	4,794	-3.9%	7,638	-4.3%	
2007	2,696	-5.2%	5,090	6.2%	7,786	1.9%	
2008	2,419	-10.3%	5,021	-1.4%	7,440	-4.4%	
2009	2,163	-10.6%	4,750	-5.4%	6,913	-7.1%	
2010	2,368	9.5%	4,918	3.5%	7,286	5.4%	
Ave. Yearly Arrests	2,675		4,897		7,572		
Ave. Yearly Arrests							
1990 - 1999	2,699		6,040		8,739		
2000 - 2010	2,675		4,897		7,572		
% Change 1990 - 2010		-0.9%		-18.9%		-13.4%	

Appendix D

Male and Female Adult Arrest Trends 1990 - 2010 Yolo County Jail Needs Assessment Update

**Yolo County
Male and Female Adult Arrest Trends
1990 - 2010**

Year	Male / Female Felony and Misdemeanor Arrests						Total County-Wide Adult Arrests
	Male Arrests			Female Arrests			
	Felony	Misdemeanor	Total	Felony	Misdemeanor	Total	
1990	1,978	6,378	8,356	433	1,507	1,940	10,296
1991	1,982	5,727	7,709	426	1,379	1,805	9,514
1992	1,937	5,485	7,422	471	1,327	1,798	9,220
1993	2,052	4,930	6,982	494	1,275	1,769	8,751
1994	2,394	4,325	6,719	615	1,205	1,820	8,539
1995	2,707	4,515	7,222	680	1,330	2,010	9,232
1996	2,227	4,305	6,532	588	1,241	1,829	8,361
1997	2,270	4,165	6,435	620	1,145	1,765	8,200
1998	2,213	4,104	6,317	561	1,123	1,684	8,001
1999	1,803	3,886	5,689	540	1,043	1,583	7,272
Ave. Yearly Arrests	2,156	4,782	6,938	543	1,258	1,800	8,739
2000	1,773	3,706	5,479	482	877	1,359	6,838
2001	1,996	3,757	5,753	588	908	1,496	7,249
2002	2,268	3,644	5,912	654	922	1,576	7,488
2003	2,381	4,093	6,474	706	1,015	1,721	8,195
2004	2,393	4,222	6,615	705	1,156	1,861	8,476
2005	2,341	3,966	6,307	646	1,025	1,671	7,978
2006	2,226	3,890	6,116	618	904	1,522	7,638
2007	2,099	4,061	6,160	597	1,029	1,626	7,786
2008	1,855	3,991	5,846	564	1,030	1,594	7,440
2009	1,670	3,700	5,370	493	1,050	1,543	6,913
2010	1,808	3,802	5,610	560	1,116	1,676	7,286
Ave. Yearly Arrests	2,074	3,894	5,967	601	1,003	1,604	7,572
Ave. Yearly Arrests							
1990 - 1999	2,156	4,782	6,938	543	1,258	1,800	8,739
2000 - 2010	2,074	3,894	5,967	601	1,003	1,604	7,572
% Change 1990 - 2010	-3.8%	-18.6%	14.0%	10.7%	-20.3%	-10.9%	-13.4%

Appendix E

**Changes in Number of Adult Arrests by Offense Category
Yolo County Jail Needs Assessment Update**

YOLO COUNTY
CHANGES IN NUMBER OF ADULT ARRESTS BY OFFENSE CATEGORY
1990 -- 2010

Year	OFFENSE CATEGORY					Total
	Violence & Weapons	Property	Drugs	Alcohol	Other	
1990	1,222	1,552	956	4,037	2,529	10,296
1991	1,327	1,479	684	3,194	2,830	9,514
1992	1,247	1,537	841	2,838	2,757	9,220
1993	1,269	1,554	1,070	2,384	2,474	8,751
1994	1,407	1,508	1,384	2,060	2,180	8,539
1995	1,447	1,694	1,775	2,351	1,965	9,232
1996	1,278	1,262	1,504	2,336	1,981	8,361
1997	1,197	1,239	1,517	1,916	2,331	8,200
1998	1,091	1,088	1,209	2,118	2,495	8,001
1999	983	722	1,256	2,271	2,040	7,272
Ave. Yearly Arrests	1,247	1,364	1,220	2,551	2,358	8,739
2000	1,052	710	1,066	2,277	1,733	6,838
2001	1,100	820	1,362	2,252	1,715	7,249
2002	1,281	972	1,442	2,021	1,772	7,488
2003	1,325	984	1,587	2,376	1,923	8,195
2004	1,386	994	1,350	2,448	2,298	8,476
2005	1,328	945	1,445	2,378	1,882	7,978
2006	1,327	888	1,396	2,391	1,636	7,638
2007	1,176	798	1,167	2,281	2,364	7,786
2008	1,070	812	1,044	2,407	2,107	7,440
2009	1,028	803	1,060	2,095	1,927	6,913
2010	1,049	920	1,196	1,944	2,177	7,286
Ave. Yearly Arrests	1,193	877	1,283	2,261	1,958	7,572
% Change						
Ave. Yearly Arrests	-4.3%	-36.0%	5.2%	-11.4%	-17.0%	-13.4%

Appendix F

**Yolo County and California Statewide Adult Arrests by
Felony & Misdemeanor Offense Category 2001 - 2010
Yolo County Jail Needs Assessment Update**

Yolo County Adult Arrests by Felony and Misdemeanor Offense Category 2001 - 2010

Offense	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	% change
Felony Arrests:											
Homicide	19	7	7	6	8	11	4	6	7	5	-73.7%
Manslaughter/Vehicle	0	0	1	3	0	0	1	0	0	0	N/A
Forcible Rape	21	20	23	14	20	15	10	22	8	10	-52.4%
Robbery	29	69	66	59	40	58	57	51	49	50	72.4%
Assault	524	618	658	609	577	568	498	441	429	471	-10.1%
Kidnapping	14	10	10	25	22	22	13	4	6	6	-57.1%
Burglary	155	196	236	213	206	202	235	194	238	264	70.3%
Theft	167	186	203	260	202	211	150	203	147	186	11.4%
Motor Vehicle Theft	115	134	138	160	166	151	119	66	52	72	-37.4%
Forged Checks/Credit Cards	68	95	80	80	100	74	66	69	41	55	-19.1%
Arson	10	7	5	6	3	14	3	7	5	5	-50.0%
Narcotics	152	151	219	146	164	136	156	142	135	135	-11.2%
Marijuana	27	52	45	41	56	30	57	73	76	76	181.5%
Dangerous Drugs	615	567	614	536	615	606	442	390	354	446	-27.5%
Other Drug Violations	10	16	4	12	8	8	3	4	8	8	-20.0%
Lewd or Lascivious Conduct	24	16	31	35	17	25	19	14	9	9	-82.5%
Other Sex Offenses	27	37	36	41	41	44	23	34	27	25	-7.4%
Weapons	74	66	65	82	65	98	84	57	68	68	-8.1%
Driving Under the Influence	27	30	33	31	30	37	32	29	33	33	22.2%
Hit and Run	9	8	11	6	9	4	8	10	4	4	-55.6%
Escape	1	2	2	0	1	1	6	0	0	0	-100.0%
Bookmaking	0	0	1	0	0	0	0	0	0	0	N/A
Other Felonies	496	635	600	736	637	529	711	603	467	440	-11.3%
Total Felony	2,584	2,922	3,088	3,101	2,987	2,844	2,697	2,419	2,163	2,368	-8.4%
Misdemeanor Arrests:											
Assault & Battery	350	405	406	476	511	462	457	424	406	394	12.6%
Petty Theft	225	261	247	208	189	177	175	233	274	285	26.7%
Other Theft	25	36	26	25	37	18	16	5	11	20	-20.0%
Checks/Credit Cards	6	5	1	4	3	5	3	4	4	6	0.0%
Marijuana	232	200	184	127	136	142	210	215	217	172	-25.9%
Other Drugs	326	456	521	488	466	474	299	220	270	359	10.1%
Indecent Exposure	12	9	7	17	11	11	5	10	7	8	-33.3%
Annoying Children	6	6	11	5	5	1	3	5	4	0	-100.0%
Obscene Matter	0	3	0	1	0	0	0	0	0	0	N/A
Lewd Conduct	2	13	6	19	3	4	31	9	4	2	0.0%
Prostitution	39	86	121	128	74	4	2	9	6	25	-35.8%
Contributing Delinquency/Minor	25	33	33	32	10	24	20	12	12	13	-48.0%
Drunk	1,045	866	1,147	1,204	1,059	1,050	992	893	768	810	-22.5%
Liquor Laws	106	64	84	76	44	35	47	39	60	96	-9.4%
Disorderly Conduct	20	33	33	36	18	13	20	18	11	17	-15.0%
Disturbing the Peace	45	37	38	36	39	33	65	14	14	32	-28.9%
Vandalism	49	41	48	36	39	36	31	31	30	27	-44.9%
Malicious Mischief	4	2	5	2	5	1	2	2	1	3	-25.0%
Trespassing	87	146	105	69	107	77	149	167	153	212	143.7%
Weapons	18	33	22	36	27	24	10	17	19	17	-5.6%
Driving Under the Influence	1,049	1,028	1,079	1,105	1,235	1,245	1,190	1,434	1,222	1,025	-2.3%
Hit and Run	34	34	40	29	34	40	32	24	21	22	-35.3%
Selected Traffic Violations	75	74	50	31	42	36	29	37	45	29	-61.3%
Joy Riding	0	4	0	0	5	5	3	1	2	1	N/A
Gambling	0	0	2	0	2	0	0	0	0	0	N/A
Non-support	1	1	3	0	0	2	1	1	0	1	0.0%
Glue Sniffing	4	1	1	0	0	0	0	2	0	0	-100.0%
City/County Ordinance	175	31	147	301	110	48	122	153	155	400	128.8%
FTA Non-Traffic	522	433	506	609	526	626	997	866	827	735	40.8%
Other	183	214	234	273	254	201	178	176	206	202	10.4%
Total Misdemeanor	4,665	4,555	5,107	5,373	4,991	4,794	5,089	5,021	4,749	4,913	5.3%
TOTAL ARRESTS	7,249	7,477	8,195	8,474	7,978	7,638	7,786	7,440	6,912	7,281	0.4%

Statewide Adult Arrests by Felony and Misdemeanor Offense Category 2001 - 2010

Offense	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	% change
Felony Arrests:											
Homicide	1,560	1,649	1,672	1,793	1,771	1,726	1,782	1,629	1,622	1,457	-6.6%
Manslaughter/Vehicle	91	96	90	101	116	132	111	85	82	82	-9.9%
Forcible Rape	2,386	2,207	2,155	1,926	1,862	1,898	1,923	1,867	1,813	1,766	-26.0%
Robbery	12,420	12,457	12,793	13,003	12,899	13,737	14,734	15,574	15,378	13,688	10.2%
Assault	100,565	98,255	97,202	93,129	91,847	90,265	91,231	89,758	87,965	84,585	-15.9%
Kidnapping	1,525	1,626	1,588	1,690	1,673	1,637	1,713	1,630	1,597	1,597	4.7%
Burglary	33,522	34,187	36,582	38,057	38,438	38,427	40,376	40,694	41,019	40,561	21.0%
Theft	38,371	40,491	43,469	47,061	47,116	46,373	46,174	46,996	42,777	40,917	6.6%
Motor Vehicle Theft	18,510	20,526	23,696	24,657	24,818	22,503	18,069	13,596	11,297	10,804	-41.6%
Forged Checks/Credit Cards	13,285	13,762	12,750	13,030	11,911	11,072	11,042	9,791	8,620	7,477	-43.7%
Arson	698	704	734	701	704	703	646	612	572	572	-18.1%
Narcotics	45,664	47,174	48,855	50,909	50,810	54,335	53,313	51,378	42,453	42,453	-7.0%
Marijuana	9,991	10,632	11,074	11,295	11,258	11,701	14,080	15,082	14,904	14,904	49.2%
Dangerous Drugs	59,296	64,472	72,534	79,975	90,207	81,311	69,484	55,566	54,446	56,424	-4.8%
Other Drug Violations	3,782	3,161	2,461	2,258	1,581	1,422	1,316	1,544	1,308	1,308	-65.4%
Lewd or Lascivious Conduct	3,353	3,392	3,199	2,991	2,663	2,955	2,632	2,691	2,580	2,580	-23.1%
Other Sex Offenses	4,397	4,419	4,567	4,691	4,691	4,812	4,770	4,657	4,462	4,098	-6.8%
Weapons	13,131	14,385	15,920	17,637	19,633	19,847	19,777	19,389	18,482	18,482	40.8%
Driving Under the Influence	5,620	5,832	5,827	5,617	5,963	6,162	6,257	5,969	5,583	5,583	-0.7%
Hit and Run	1,572	1,621	1,676	1,571	1,617	1,539	1,542	1,317	1,169	1,169	-25.8%
Escape	296	433	399	422	370	258	227	147	161	161	-45.6%
Bookmaking	75	56	30	19	6	4	1	14	7	7	-90.7%
Other Felonies	38,665	44,384	47,020	50,478	55,167	56,584	55,996	54,764	49,671	45,857	18.6%
Total Felony	408,775	425,921	446,293	463,011	477,121	469,403	457,196	434,750	407,968	396,532	-3.0%
Misdemeanor Arrests:											
Assault & Battery	61,722	62,421	64,071	63,962	65,049	66,442	68,813	72,259	72,736	70,612	14.4%
Petty Theft	41,845	42,392	43,685	43,899	40,853	36,641	38,951	42,340	44,550	44,471	6.3%
Other Theft	3,817	3,988	4,282	4,132	4,064	3,995	4,078	4,458	4,197	3,821	0.1%
Checks/Credit Cards	628	700	658	680	710	740	772	584	533	533	-15.1%
Marijuana	33,941	33,343	35,130	34,701	35,011	38,707	43,419	47,075	46,579	46,579	37.2%
Other Drugs	73,129	75,489	83,012	89,888	96,500	93,417	89,363	77,838	71,561	65,506	-10.4%
Indecent Exposure	1,597	1,503	1,387	1,367	1,403	1,311	1,292	1,291	1,290	1,290	-19.2%
Annoying Children	652	707	654	621	627	680	696	579	583	583	-10.6%
Obscene Matter	52	70	51	60	67	69	67	74	59	59	13.6%
Lewd Conduct	3,004	3,241	3,324	3,530	3,750	3,526	3,718	3,049	2,925	2,925	-2.6%
Prostitution	11,379	11,682	13,025	13,870	12,893	11,968	11,970	12,483	12,069	11,670	2.6%
Contributing Delinquency/Minor	1,650	1,587	1,462	1,383	1,396	1,597	1,805	2,010	1,797	1,797	8.9%
Drunk	102,088	96,059	94,853	96,131	93,214	102,823	110,569	118,509	112,406	104,095	2.0%
Liquor Laws	22,438	23,293	25,348	21,495	17,161	16,566	15,706	14,656	13,580	13,580	-39.5%
Disorderly Conduct	3,814	4,223	5,631	6,960	5,347	4,849	3,734	3,996	3,859	4,384	14.8%
Disturbing the Peace	5,888	5,470	5,163	5,249	4,654	4,828	4,832	4,427	4,429	4,242	-28.0%
Vandalism	7,083	6,756	6,219	6,390	6,763	7,130	7,110	6,695	6,369	6,263	-11.6%
Malicious Mischief	442	465	477	483	434	362	377	334	353	353	-20.1%
Trespassing	14,193	14,774	14,774	14,131	14,486	13,968	13,448	12,476	12,136	12,136	-14.5%
Weapons	3,277	3,407	3,430	3,821	4,041	4,277	4,279	4,277	4,194	4,194	28.0%
Driving Under the Influence	171,679	172,266	178,561	175,653	175,004	191,282	198,296	209,737	203,879	192,247	12.0%
Hit and Run	5,987	6,201	6,651	6,869	6,622	6,908	6,550	6,201	5,799	5,799	-3.1%
Selected Traffic Violations	23,874	23,792	24,030	23,835	23,192	23,122	21,860	21,680	20,104	23,532	-1.4%
Joy Riding	99	106	187	189	257	268	219	194	159	159	60.8%
Gambling	354	448	481	407	569	492	610	566	607	607	71.5%
Non-support	178	236	205	142	104	164	138	75	57	57	-68.0%
Glue Sniffing	369	263	282	445	608	1,175	1,193	1,604	1,391	1,391	277.0%
City/County Ordinance	53,238	47,621	54,364	60,698	61,217	59,658	61,639	61,713	61,223	61,223	15.0%
FTA Non-Traffic	79,241	82,824	84,389	91,203	95,286	100,326	103,347	109,105	105,453	105,453	33.1%
Other	43,614	45,138	45,532	45,466	40,714	39,422	38,665	39,186	38,833	22,465	-48.5%
Total Misdemeanor	771,272	770,465	801,318	817,660	811,996	836,713	857,516	879,471	853,710	812,026	5.3%
TOTAL ARRESTS	1,180,047	1,196,386	1,247,611	1,280,671	1,289,117	1,306,116	1,314,712	1,314,221	1,261,678	1,208,558	2.4%

Appendix G

Adult Felony & Misdemeanor Arrest Rate Trends Yolo County Jail Needs Assessment Update

Yolo County
Adult Felony and Misdemeanor Arrest Rate Trends
1990 - 2010

Felony and Misdemeanor Adult Arrest Rates				
Year	Felony Arrest Rates Per 100,000 Population	Misdemeanor Arrest Rates Per 100,000 Population	Total Adult Arrest Rates	% Change
1990	2,437.8	7,972.7	10,410.5	
1991	2,398.4	7,077.7	9,476.1	-9.0%
1992	2,367.7	6,698.1	9,065.8	-4.3%
1993	2,450.4	5,972.1	8,422.5	-7.1%
1994	2,828.0	5,197.4	8,025.4	-4.7%
1995	3,093.2	5,337.9	8,431.1	5.1%
1996	2,486.7	4,899.3	7,386.0	-12.4%
1997	2,734.2	5,023.7	7,757.9	5.0%
1998	2,617.0	4,931.1	7,548.1	-2.7%
1999	2,169.4	4,563.9	6,733.3	-10.8%
Ave. Yearly Arrest Rate	2,558.3	5,767.4	8,325.7	
2000	2,050.0	4,166.4	6,216.4	
2001	2,305.1	4,161.5	6,466.6	4.0%
2002	2,558.7	3,998.2	6,556.9	1.4%
2003	2,652.1	4,388.3	7,040.4	7.4%
2004	2,383.1	4,136.9	6,520.0	-7.4%
2005	2,220.8	3,710.8	5,931.6	-9.0%
2006	2,035.8	3,431.6	5,467.4	-7.8%
2007	1,982.4	3,742.6	5,725.0	4.7%
2008	1,745.3	3,622.7	5,368.0	-6.2%
2009	1,529.7	3,359.3	4,889.0	-8.9%
2010	1,644.5	3,415.3	5,059.8	3.5%
Ave. Yearly Arrest Rate	2,100.7	3,830.3	5,931.0	
Ave. Yearly Arrests				
1990 - 1999	2,558.3	5,767.4	8,325.7	
2000 - 2010	2,100.7	3,830.3	5,931.0	
% Change 1990 - 2010	-17.9%	-33.6%	-28.8%	

Appendix H.

**Yolo Jail System ADP, Felony and Misdemeanor
Male and Female Bookings 2005 - 2011
Yolo County Jail Needs Assessment Update**

Yolo County
Jail System ADP, Felony and Misdemeanor Male and Female Bookings
2005

Month	Avg Daily Jail Population (ADP)	Felony Only Bookings	Misdemeanor Only Bookings	Felony & Misdemeanor Bookings	Total Jail Bookings	Male Bookings	Female Bookings
January							
February							
March							
April							
May							
June							
July							
August							
September	488.7	217	385	274	876	708	168
October	501.1	225	475	274	974	788	186
November	492.7	176	377	269	822	650	172
December	479.7	208	352	241	801	653	148
Total	1,962.2	826	1,589	1,058	3,473	2,799	674
Average Length of Stay (ALS): 16 Days							

Yolo County
Jail System ADP, Felony and Misdemeanor Male and Female Bookings
2006

Month	Avg Daily Jail Population (ADP)	Felony Only Bookings	Misdemeanor Only Bookings	Felony & Misdemeanor Bookings	Total Jail Bookings	Male Bookings	Female Bookings
January	472.1	164	393	287	844	680	164
February	473.4	159	384	250	793	649	144
March	489.5	220	425	275	920	730	190
April	477.7	191	490	260	941	754	187
May	472.4	219	440	277	936	747	189
June	470.2	194	440	248	882	729	153
July	494.2	195	468	260	923	742	181
August	476.4	213	464	255	932	781	151
September	475.4	204	409	257	870	712	158
October	476.0	190	442	252	884	712	172
November	475.4	167	393	237	797	644	153
December	457.4	197	394	209	800	639	161
Total	475.9	2,313	5,142	3,067	10,522	8,519	2,003
Average Length of Stay (ALS): 16 Days							

Yolo County
Jail System ADP, Felony and Misdemeanor Male and Female Bookings
2007

Month	Avg Daily Jail Population (ADP)	Felony Only Bookings	Misdemeanor Only Bookings	Felony & Misdemeanor Bookings	Total Jail Bookings	Male Bookings	Female Bookings
January	462.6	185	443	229	857	672	185
February	479.7	196	348	212	756	616	140
March	484.3	212	446	242	900	727	173
April	489.9	175	408	247	830	671	159
May	477.1	216	496	241	953	756	197
June	471.7	185	433	218	836	665	171
July	481.3	174	475	205	854	683	171
August	486.2	208	500	212	920	752	168
September	486.0	198	456	208	862	691	171
October	467.7	198	439	207	844	708	136
November	460.5	166	397	204	767	615	152
December	460.4	192	405	184	781	644	137
Total	475.6	2,305	5,246	2,609	10,160	8,200	1,960

Average Length of Stay (ALS): 17 Days

Yolo County
Jail System ADP, Felony and Misdemeanor Male and Female Bookings
2008

Month	Avg Daily Jail Population (ADP)	Felony Only Bookings	Misdemeanor Only Bookings	Felony & Misdemeanor Bookings	Total Jail Bookings	Male Bookings	Female Bookings
January	472.6	232	423	204	859	695	164
February	477.4	151	463	176	790	639	151
March	176.9	199	510	196	905	734	171
April	477.8	221	467	207	895	736	159
May	478.9	171	469	190	830	661	169
June	486.3	168	498	177	843	675	168
July	481.6	191	467	190	848	680	168
August	484.8	190	468	202	860	689	171
September	481.8	182	479	192	853	689	164
October	485.8	220	452	166	838	664	174
November	471.8	178	470	186	834	675	159
December	450.2	178	386	154	718	564	154
Total	477.1	2,286	5,575	2,249	10,110	8,130	1,980

Average Length of Stay (ALS): 17 Days

Yolo County
Jail System ADP, Felony and Misdemeanor Male and Female Bookings
2009

Month	Avg Daily Jail Population (ADP)	Felony Only Bookings	Misdemeanor Only Bookings	Felony & Misdemeanor Bookings	Total Jail Bookings	Male Bookings	Female Bookings
January	446.7	181	482	150	813	645	168
February	442.3	187	422	170	779	605	174
March	438.8	180	442	177	799	644	155
April	434.2	195	432	161	788	646	142
May	430.1	184	441	149	774	619	155
June	448.3	210	403	180	793	626	167
July	484.2	206	466	195	867	651	216
August	473.3	171	408	148	727	595	132
September	468.8	176	379	198	753	602	151
October	473.4	189	387	197	773	618	155
November	449.1	162	416	157	735	578	157
December	441.6	170	365	189	724	558	166
Total	452.7	2,211	5,043	2,071	9,325	7,387	1,938
Average Length of Stay (ALS): 17 Days							

Yolo County
Jail System ADP, Felony and Misdemeanor Male and Female Bookings
2010

Month	Avg Daily Jail Population (ADP)	Felony Only Bookings	Misdemeanor Only Bookings	Felony & Misdemeanor Bookings	Total Jail Bookings	Male Bookings	Female Bookings
January	447.9	190	359	175	724	573	151
February	411.5	143	332	159	634	509	125
March	441.9	217	457	192	866	669	197
April	453.4	197	469	168	834	684	150
May	455.5	173	413	203	789	635	154
June	485.3	201	413	198	812	640	172
July	472.1	181	399	213	793	636	157
August	480.3	198	383	167	748	570	178
September	479.0	171	354	218	743	593	150
October	479.7	187	344	213	744	569	175
November	453.6	170	332	181	683	528	155
December	441.4	156	328	169	653	501	152
Total	458.8	2,184	4,583	2,256	9,023	7,107	1,916
Average Length of Stay (ALS): 18 Days							

Yolo County
Jail System ADP, Felony and Misdemeanor Male and Female Bookings
2011

Month	Avg Daily Jail Population (ADP)	Felony Only Bookings	Misdemeanor Only Bookings	Felony & Misdemeanor Bookings	Total Jail Bookings	Male Bookings	Female Bookings
January	445.5	162	346	168	676	529	147
February	448.6	149	368	170	687	523	164
March	446.1	164	348	189	701	551	150
April	441.6	162	343	149	654	504	150
May	408.4	165	339	154	658	524	134
June	402.5	145	309	176	630	483	147
July	390.0	150	316	143	609	484	125
August	384.0	166	372	138	676	531	145
September	392.7	145	311	149	605	485	120
October	392.7	170	355	164	689	547	142
November							
December							
Total	417.0	1,578	3,407	1,600	6,585	5,161	1,424
Average Length of Stay (ALS): 17 Days							

Appendix I

**Corrections Standards Authority (CSA) 2008 – 2010 Biennial Inspection
Yolo County Jail Needs Assessment Update**

CORRECTIONS STANDARDS AUTHORITY

600 Bercut Drive
Sacramento, CA 95811
916-445-5073
www.csa.ca.gov



November 3, 2010

Ed Prieto, Sheriff-Coroner
Yolo County Sheriff's Department
2500 East Gibson Road
Woodland CA 95776

Corrections Standards Authority 2008-2010 Biennial Inspection-Penal Code
Section 6031.1

Dear Sheriff Prieto:

During June 16th through June 17th 2010, the Corrections Standards Authority conducted the 2008-2010 Biennial Inspection of the Yolo County Monroe and Leinberger Detention Centers.

Scope of Inspection

The inspection was conducted pursuant to Penal Code Section 6031.1 and included an assessment of compliance with Titles 15 and 24, California Code of Regulations, Minimum Standards for Local Detention Facilities. The inspection consisted of a walk-through of each facility, a review of relevant policy and procedures, a review of pertinent documentation at each facility and discussions with both staff and inmates at each facility.

Captain Larry Cecchetti and Lieutenants Tina Day and Dave Rademaker participated in the inspection and were of great assistance during the process. We are also thankful to Sergeants Mulugani and Chan, and Officers Chelossi, Fristoe, and Chamberlain for their time and information during our walk through of each facility. All staff that we talked with during our inspection were knowledgeable and professional, and as always, we are grateful for the support and hospitality we are afforded during these inspection processes.

CSA Inspection Report

The complete inspection report is enclosed and includes one procedures checklist for the detention facilities; compliance or noncompliance with regulations is indicated on this checklist. Department policy and procedure reference, system-wide discussion, and facility specific discussion are noted in the comments section.

The report also includes for each facility: a summary face sheet identifying the facility and any issues of noncompliance, a physical plant evaluation outlining Title 24 requirements for design, and a living area space evaluation that summarizes the physical plant configuration for each facility.

Local Inspections

To obtain an overall view of facility conditions, this report should be reviewed in conjunction with inspection reports required by statute. Please see Attachment A for a list of current local inspections.

Fire Inspections/Clearance: Pursuant to Health and Safety Code Section 13146.1, the State Fire Marshal is required to complete biennial fire inspections of all detention facilities. At the time of the inspection, both fire and life safety inspections were current and fire clearance was granted. Fire inspections must be conducted again in 2010 for clearance to remain current.

Health Inspections: Pursuant to Health and Safety Code Section 101045, the local health authority is required to conduct annual inspections of all local detention facilities; this includes an evaluation of medical and mental health services, nutritional requirements and environmental health standards. At the time of the inspection, all inspections were current, and there were no outstanding items of noncompliance noted. Please be aware that inspections must be conducted again in 2010 to remain current.

Corrections Standards Authority Inspection

Systemwide

Prior to the inspection, we reviewed all relevant policy and procedures for compliance with minimum standards. Please see the attached checklist for detailed policy discussion. During our inspection, we reviewed all relevant documentation including, post orders, facility schedules, staffing rosters, shift logs, safety checks, alpha lists, daily activity reports, housing inspections, uses of restraints and sobering cell reports, classification information, grievances, disciplinary proceedings and incident reports. We also talked with staff and inmates throughout the facilities; discussions with both indicate that Title 15 standards are being complied with.

Monroe Center

The Monroe Center has a Rated Capacity of 272 inmates and is also under a federal consent decree for early release when the facility reaches certain thresholds. At the time of the inspection, the Sheriff's Department was struggling to have parolees transported out of the facility in a timely matter. State prisoners

were accounting for approximately 10% of the population on the day of the inspection.

The booking area remains inadequate for the amount and type of prisoners that the facility is processing. Due to the fact that holding cells continue to be used for long term observation, the facility remains out of compliance with **Title 24, Section 470A2.2, Temporary Holding Cells.**

We spent time with Jodell Jenks, Program Manager for California Forensic Medical Group (CFMG) and discussed aspects of medical and mental health programs. We reviewed documentation of programs where custody and medical/mental health procedures intersect and were impressed with the level of collaboration between custody and medical/mental health staff. The Department continues to be accredited by the California Institute of Medical Quality; this is a great achievement for both custody and medical/mental health staff.

In the past, the Department was found out of compliance with Title 15, Section 1027 due to the lack of supervisory personnel during the night shift. Since the previous inspection, supervisory duties have been clarified and the Monroe Center Night Sergeant has responsibility for the Leinberger Center during this shift. In addition, the Night Sergeant assigns an Officer in Charge at the Leinberger Center who has supervisory responsibility. This Officer in Charge has been trained in supervisory responsibilities.

Another item of note in previous inspections was the lack of a Classification Unit. We were pleased to learn that the Department has recently formed a dedicated Classification Unit within Security and Investigations. Four officers will be assigned to the unit and will be involved in interviews, investigations and disciplinary reviews. We are extremely pleased about this development and feel that the formation of this unit can only further improve facility operations.

We did not identify any items of noncompliance with Title 15 regulations. We are truly impressed with the improvements that have been made to the facility and both policy and procedure since our previous inspection, especially in light of budget constraints and outmoded facilities.

Leinberger Center

The population on the day of the inspection was 138; the rated capacity for the facility is 120. Of the 138 inmates in the facility, only 37 were sentenced.

During the previous inspection, the facility was out of compliance with Title 15, Section 1027, Number of Personnel because hourly safety checks were not being consistently documented. We are pleased to report that we did not identify any deficiencies in hourly safety checks during this inspection process.

We did not identify any items of noncompliance with Titles 15 or 24 regulations during the inspection.

Juvenile Justice and Delinquency Prevention Act

Because the detention facilities are located on the same campus as the county's juvenile detention facility, we monitored for compliance with the separation core requirement of the Federal Juvenile Justice and Delinquency Prevention Act (JJDPA). We determined that there are no violations of the separation core requirement because there is no way for there to be sight or sound access from inmates to juvenile delinquents. There is enough distance between the facilities and adequate physical barriers between them as well.

Follow Up

There is no follow up necessary at this time.

* * *

We would like to again thank you and your staff for all of the assistance and professionalism that was provided to us during this inspection process. Please feel free to contact me directly should you have any questions or comments related to this inspection or any other matter.

Sincerely,

ALLISON E. GANTER
Field Representative
Facilities Standards and Operations Division

Enclosures

cc: Captain Larry Cecchettini, Yolo County Sheriff's Department
Chair, Yolo County Board of Supervisors*
Yolo County Administrator*
Presiding Judge, Yolo County Superior Court*
Foreman, Yolo County Grand Jury*

**Full copies of the inspection report available upon request.*

**TYPE II AND III FACILITIES
Corrections Standards Authority
PROCEDURES**

FACILITY NAME: Monroe Detention Center (MDC)	TYPE: II	CSA #: 6090	DATE: June 16, 2010
PERSON(S) INTERVIEWED: Captain Larry Cecchetti, Lieutenants Dave Rademaker and Tina Day			
FACILITY NAME: Leinberger Detention Center (LDC)	TYPE: II	CSA #: 6095	DATE: June 17, 2010
PERSON(S) INTERVIEWED: Sergeant Mulugani			
FIELD REPRESENTATIVE: Allison Ganter			

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
1020 CORRECTIONS OFFICER CORE COURSE¹ In addition to provisions of Penal Code Section 831.5, all custodial personnel have completed the "Corrections Officer Core Course" as described in Section 179 of Title 15, CCR. Custodial personnel may substitute 832.3 PC training and the "Corrections Officer Basic Academy Supplemental Core Course" as described in Section 180, Title 15, CCR as an alternative.	Yes	Yes	In compliance with STC Program.
1021 JAIL SUPERVISORY TRAINING All supervisory custodial personnel have attended the STC or POST supervisory training.	Yes	Yes	
All supervisory custodial personnel have completed the "Corrections Officer Core Course" identified in Section 1020. <i>(The intent is that core training be completed prior to assuming supervisory responsibilities.)</i>	Yes	Yes	
1023 JAIL MANAGEMENT TRAINING All jail management personnel have completed either the POST or the STC management course specified in Section 182, Title 15, CCR.	Yes	Yes	
1025 CONTINUING PROFESSIONAL TRAINING With the exception of any year that a core training module is completed, all facility/system administrators, managers, supervisors and custody personnel complete the annual required training specified in Section 184, Title 15, CCR.	Yes	Yes	

¹ For STC participating agencies, consistency with training sections 1020, 1021, 1023 & 1025 is annually assessed by the STC Division. Unless otherwise indicated, the regulatory intent is for training to occur within one year from the date of assignment.

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
1027 NUMBER OF PERSONNEL			
There are sufficient personnel on duty at all times (whenever there is an inmate in custody) to ensure the implementation and operation of all programs and activities required by these regulations.	Yes	Yes	There is sufficient coverage at each facility. Although there is no Sergeant assigned specifically to the Leinberger Center at night, the Night Sergeant at Monroe has supervisory responsibility for the facility and also assigns an Officer in Charge (OIC) at the Leinberger Center. The OIC is trained in supervisory duties.
There is a written plan that includes the documentation of hourly safety checks.	Yes	Yes	
There is at least one employee on duty at all times with the ability to respond to any inmate in the event of an emergency (male and/or female; PC § 4021).	Yes	Yes	
A staffing plan is available which indicates personnel assigned and their duties.	Yes	Yes	Post Orders in manual.
Inadequacies in the staffing plan are reported, in writing, with recommendations to the local jurisdiction having fiscal responsibility.	Yes	Yes	
1029 POLICY AND PROCEDURES MANUAL ²			
There is a published manual of policies and procedures for the facility that addresses applicable regulations and includes:	Yes	Yes	
Table of organization, including channels of communications;	Yes	Yes	A-150 & 300
Inspections and operations reviews by the facility administrator/manager;	Yes	Yes	
Use of force;	Yes	Yes	General Orders
Use of restraint equipment;	Yes	Yes	
Screening newly received inmates for release per Penal Code Sections 849(b)(2) and 853.6, and any other such processes as the administrator is empowered to use for release;	Yes	Yes	X-100
Security and control, including: Physical counts of inmates; Searches of the facility and inmates, and, Contraband control and key control. At least annually the facility administrator reviews, evaluates and documents internal and external security measures.	Yes	Yes	<u>Annual Report:</u> A-100, Department's Annual Report <u>Counts:</u> I-100 <u>Searches:</u> Perimeter I-400, Inmates I-650, Facility I-675 <u>Contraband:</u> I-700 <u>Key Control:</u> I-950
Emergency procedures, including: Fire suppression pre-plan as required by Section 1032 of these regulations; Escape, disturbances, and the taking of hostages; Civil disturbance; Natural disasters; Periodic testing of emergency equipment; and, Storage, issue and use of weapons, ammunition, chemical agents, and security devices.	Yes	Yes	<u>Escape, Disturbance, Hostage:</u> H-500 <u>Civil Disturbance:</u> H-550 <u>Weapons:</u> I-850 (Taser I-925) <u>Natural Disaster:</u> consolidated into Emergency Manual
Suicide prevention; and,	Yes	Yes	M-700
Segregation of inmates.	Yes	Yes	
The manual is available to all employees.	Yes	Yes	

² Procedures related to security and emergency response may be in a separate manual to ensure confidentiality by limiting general access.

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
The manual is updated annually.	Yes	Yes	A-600 Manual is continuously reviewed and updated; formal audits occur annually and are documented.
1032 FIRE SUPPRESSION PREPLANNING			Section H
Pursuant to Penal Code Section 6031.1, there is a fire suppression pre-plan that has been developed in consultation with the responsible fire authority and includes:	Yes	Yes	
Monthly fire and life safety inspections by facility staff with a two-year retention of the inspection record;	Yes	Yes	H-050 Quarterly fire drills are conducted. Daily inspection of cells incorporates fire and life safety inspection. H-300 Monthly Inspections
Fire prevention inspections as required by Health and Safety Code Section 13146.1(a) and (b); ³	Yes	Yes	
An evacuation plan; and,	Yes	Yes	H-100
A plan for the emergency housing of inmates in the event of a fire.	Yes	Yes	Evacuation plans are reviewed during quarterly fire drills.
1040 POPULATION ACCOUNTING			F-200 Records Section maintains Alpha List.
The facility maintains an inmate demographics accounting system, which reflects the monthly average daily population of sentenced and unsentenced inmates by categories of male, female, and juvenile.	Yes	Yes	
The Jail Profile Survey information is provided to the CSA.	Yes	Yes	
1041 INMATE RECORDS			F-100
There are written policies and procedures for the maintenance of appropriate individual inmate records which include intake information, personal property receipts, commitment papers, court orders, reports of disciplinary action taken, medical orders issued by the responsible physician and staff response, when appropriate, and non-medical information regarding disabilities and other limitations.	Yes	Yes	
1044 INCIDENT REPORTS			I-475
There are written policies and procedures for the maintenance of written records of all incidents that result in physical harm, or serious threat of physical harm, to an employee, inmate or other person. Such records include names of persons involved, a description of the incident, actions taken, and date and time of the occurrence.	Yes	Yes	Detention facility reports.
Written record is prepared by appropriate staff and submitted within 24 hours of the incident.	Yes	Yes	Must be prepared by end of shift.

³ Effective 1/1/05, statute was changed to require fire inspections every two years rather than annually.

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
1045 PUBLIC INFORMATION PLAN			R-550
The facility has suitable written policies and procedures for the dissemination of information to the public, government agencies and news media.	Yes	Yes	
Title 15, CCR, Minimum Standards for Local Detention Facilities is available for review by the public and inmates.	Yes	Yes	
Facility rules and procedures affecting inmates as specified in this section are available to the public and inmates.	Yes	Yes	
1046 DEATH IN CUSTODY			M-800
Written policy and procedures assure that there is a review of each in-custody death. The review team includes the facility administrator and/or manager; the health administrator; the responsible physician; and other health care and supervision staff who are relevant to the incident.	Yes	Yes	
When a <u>minor</u> dies in a facility, the administrator of the facility provides the Corrections Standards Authority with a copy of the death in custody report that is submitted to the Attorney General under Government Code Section 12525, within 10 days of the death.	Yes	Yes	
1050 CLASSIFICATION PLAN			O-100
The facility has a written classification plan designed to properly assign inmates to housing units and activities.	Yes	Yes	The Department currently has a Classification Unit made up of Security and Investigations Officers.
Includes receiving screening performed at intake by trained personnel.	Yes	Yes	N-100
Includes maintenance of a record of each inmate's classification level, housing restrictions and housing assignments.	Yes	Yes	Classification and housing information is stored on Tiburon.
The facility has an actively functioning classification system and/or classification committee as specified.	Yes	Yes	Compliance Sergeant reviews classification on a regular basis.
1051 COMMUNICABLE DISEASES			M-300
All inmates with suspected communicable diseases are segregated until a medical evaluation can be completed.	Yes	Yes	
In absence of medically trained personnel at the time of intake into the facility, an inquiry is made to determine if the inmate has or has had any communicable diseases, or has observable symptoms of communicable diseases, including but not limited to tuberculosis or other airborne diseases, or other special medical problems identified by the health authority.	Yes	Yes	N-100
Inmate's response is noted on booking form and/or screening device.	Yes	Yes	

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
1052 MENTALLY DISORDERED INMATES			M-400
There are written policies and procedures for the identification and evaluation of all mentally disordered inmates. An evaluation by health care staff occurs within 24 hours of identification or at the next daily sick call, whichever is earliest. Segregation is used only to protect the safety of the inmate or others.	Yes	Yes	
There are provisions for transfer of such inmates to a medical facility for diagnosis, treatment, and evaluation of such suspected mental disorder, pursuant to Section 1209, Title 15, CCR.	Yes	Yes	
1053 ADMINISTRATIVE SEGREGATION			J-100
There are written policies and procedures that provide for administrative segregation of inmates who are determined to be prone to: escape; assault staff or other inmates; disrupt operations of the jail; or, are likely to need protection from other inmates.	Yes	Yes	J-250, Socialization program available through mental health. Once a week, mental health inmates (up to 10 at a time) are brought out together to play games, talk, participate in relaxation therapy.
The administrative segregation consists of separate and secure housing with no deprivation of privileges other than those necessary to obtain the objective of protecting inmates and staff.	Yes	Yes	Persons on administrative segregation are reviewed at least three times a week; more frequently if they have mental health issues.
1055 USE OF SAFETY CELL			<i>The safety cell at Monroe Center is not being used.</i>
A safety cell, specified in Title 24, Section 2-470A.2.5, is used only to hold inmates who display behavior that results in the destruction of property or reveals an intent to cause physical harm to self or others.	N/A	N/A	
There are written policies and procedures, written by the facility administrator in cooperation with the responsible physician, governing safety cell use.	N/A	N/A	
Safety cells are not used for punishment or as a substitute for treatment.	N/A	N/A	
Placement requires the approval of the facility manager or watch commander, or a physician delegated by the facility manager.	N/A	N/A	
There are written procedures that assure necessary nutrition and fluids are administered.	N/A	N/A	
Inmates are allowed to retain sufficient clothing, or are provided with a "safety garment" to provide for personal privacy unless risks to the inmate's safety or facility security are documented.	N/A	N/A	
Direct visual observation is conducted at least twice every 30 minutes and is documented.	N/A	N/A	
Continued retention of inmate is reviewed a minimum of every eight hours.	N/A	N/A	
A medical assessment is secured within 12 hours of placement in this cell or at the next daily sick call, whichever is earliest, and medical clearance for continued retention is secured every 24 hours thereafter.	N/A	N/A	

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
A mental health opinion on placement and retention is secured within 24 hours of placement.	N/A	N/A	
1056 USE OF SOBERING CELL A sobering cell, specified in Title 24, Section 2-470A.2.4, is used only for holding inmates who are a threat to their own safety or the safety of others due to their state of intoxication. There are written policies and procedures for managing the sobering cell, including handling both males and females.	Yes	Yes	J-300 If at booking, an inmate is intoxicated and presents a threat to their own safety or that of others, CFMG will be consulted. CFMG will determine if placement in the sobering cell is appropriate. Reviewed documentation with medical staff; all information appears appropriate.
Intermittent direct visual observation of inmates in sobering cells conducted no less than every half hour.	Yes	Yes	
An evaluation by a medical staff person or by custody staff, pursuant to written medical procedures in accordance with Section 1213 of these regulations, occurs whenever any inmate is retained in a sobering cell for more than six hours.	Yes	Yes	Medical will review placement within a minimum of four hours. Six hours maximum placement—if more than 12 hours, inmate would be placed in medical or transported to a hospital.
Such inmates are removed from the sobering cell when they are able to continue with processing.	Yes	Yes	
1057 DEVELOPMENTALLY DISABLED INMATES There are written procedures for identification and evaluation of all developmentally disabled inmates. Any special housing is initiated when it is determined to be necessary pursuant to Section 1050, CCR.	Yes	Yes	M-600
A contact to the regional center occurs within 24 hours when an inmate is suspected or confirmed to be developmentally disabled.	Yes	Yes	
1058 USE OF RESTRAINT DEVICES Restraints are used only to hold inmates who display behavior that results in the destruction of property or reveals an intent to cause physical harm to self or others.	Yes	N/A	I-300, Restraint Chair Reviewed available documentation; all information is appropriate.
Restraints are not used as discipline or as a substitute for treatment.	Yes	N/A	
There are written policies and procedures for the use of restraint devices including acceptable restraint devices; signs or symptoms which should result in immediate medical/mental health referral; availability of CPR equipment; protective housing of restrained persons; provisions for hydration and sanitation needs; and exercising of extremities.	Yes	N/A	
Inmates are placed in restraints only with approval of the facility manager, watch commander, or if delegated, a physician.	Yes	N/A	Sergeant must approve, or be notified as soon as possible after placement.
All inmates in restraints are housed alone or in a specified area for restrained inmates.	Yes	N/A	Holding cell in booking area.
Direct visual observation is conducted and logged at least twice every 30 minutes.	Yes	N/A	15 minute checks are performed.

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
Continued retention in such restraints is reviewed every <u>two</u> hours.	Yes	N/A	Sergeant will perform every two hours.
A medical opinion on placement and retention shall be secured as soon as possible but no later than <u>four</u> hours from the time of placement.	Yes	N/A	Custody staff contact medical staff immediately and restraints and vitals are checked at the time of placement, if possible, and every two hours thereafter.
Medical review for continued retention in restraint devices occurs at a minimum of every <u>six</u> hours.	Yes	N/A	Retention will be reviewed every six hours.
A mental health consultation is secured as soon as possible, but no later than <u>eight</u> hours from the time of placement.	Yes	N/A	Mental health staff will be contacted immediately, and will respond within six hours.
1059 USE OF REASONABLE FORCE TO COLLECT DNA SPECIMENS, SAMPLES, IMPRESSIONS			F-400
Pursuant to Penal Code Section 296, policy and procedures describe the use of reasonable force to collect blood specimens, saliva samples, or thumb/palm print impressions from individuals who are required to provide them, but refuse written or oral requests to do so. Policies and procedures address:	Yes	Yes	
The use of reasonable force is preceded by documented efforts to secure voluntary compliance, including advisement of the legal obligation to provide the specimen, sample or impression, and the consequences of failing to do so.	Yes	Yes	Booking Sergeant will advise inmate.
Supervisory authorization is obtained prior to use of reasonable force.	Yes	Yes	Detention Commander must authorize.
If the use of reasonable force includes cell extraction, the extraction is audio- and video-taped and retained by the department, as required by statute. <i>(Consult with counsel statutes applicable to your Department.)</i>	Yes	Yes	Force would be video taped.
The facility administrator reports any use of reasonable force to the Corrections Standards Authority within 10 days of the incident, in the format prescribed by the Authority.	N/A	N/A	<i>This provision has sunset.</i>
1061 INMATE EDUCATION PROGRAM			Q-100 & 200
Facility administrator has planned and requested an inmate education program from appropriate public officials.	Yes	Yes	GED, AA, NA and anger management are available.
Voluntary academic and/or vocational education is available to sentenced and pretrial inmates.	Yes	Yes	There are opportunities for landscaping and floor cleaning.
1062 VISITING			T-300
Facility administrator has developed and implemented policies and procedures for inmate visiting.	Yes	Yes	
(TYPE II ONLY) All inmates in Type II facilities are allowed at least two visits totaling at least one hour per week.	Yes	Yes	
(TYPE III ONLY) Inmates in Type III facilities are allowed at least one visit totaling at least one hour per week.	Yes	Yes	

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
Visitation procedures include provisions for visitation by minor children of the inmate.	Yes	Yes	
1063 CORRESPONDENCE The facility administrator has developed written policies and procedures for inmate correspondence. The policy and procedures provide that:	Yes	Yes	T-100
There is no limitation placed on the volume of mail an inmate may send or receive.	Yes	Yes	
Mail may be read where there is a valid security reason and the facility manager approves.	Yes	Yes	
Confidential correspondence with officials, the Corrections Standards Authority, the facility administrator and/or manager is permitted. Confidential mail searches for contraband, cash, checks, or money orders are conducted in the presence of the inmate.	Yes	Yes	
Inmates without funds are permitted at least two postage-paid letters each week to family and friends, and unlimited postage-paid correspondence with his/her attorney and the courts.	Yes	Yes	
1064 LIBRARY SERVICES The facility has developed and implemented written policies and procedures for inmate library service which include access to legal reference materials, current information on community services and resources, religious, educational and recreational reading material.	Yes	Yes	T-500
1065 EXERCISE AND RECREATION There are written policies and procedures regarding exercise and recreation.	Yes	Yes	U-100 Exercise and recreation are tracked via the facility schedule and entries into Tiburon and housing unit logs.
An exercise and recreation program is available to inmates in an area designed for recreation.	Yes	Yes	
The program allows a minimum of three hours of exercise distributed over a period of seven days.	Yes	Yes	
1066 BOOKS, NEWSPAPERS, AND PERIODICALS There are written policies and procedures which permit inmates to purchase, receive and read any book, newspaper, or periodical accepted by the United States Post Office except for specified types of publications.	Yes	Yes	T-100
1067 ACCESS TO TELEPHONE There are written policies and procedures that allow reasonable access to a telephone beyond those telephone calls required by Section 851.5 PC.	Yes	Yes	T-200

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
1068 ACCESS TO COURTS			
There are written policies and procedures to ensure that inmates have access to the courts. Such access shall consist of the following:	Yes	Yes	
Unlimited mail as provided in Section 1063(f) of these regulations.	Yes	Yes	
Confidential consultation with attorneys.	Yes	Yes	
1069 INMATE ORIENTATION			N-200
There are written policies and procedures for the implementation of a program reasonably understandable to inmates designed to orient a newly received inmate at the time of placement in a living area, covering areas specified in this section of the regulations.	Yes	Yes	
1070 INDIVIDUAL/FAMILY SERVICE PROGRAMS			Anger management, parenting, women's programs, various drug and alcohol programs, and ministry programs available.
The facility has written policies and procedures to facilitate cooperation with appropriate public or private agencies for individual and/or family social service programs for inmates. Such a program utilizes available community services and resources either by establishing a resource guide or actual service delivery.	Yes	Yes	
1071 VOTING			T-400
Facility has written policies and procedures whereby the county registrar allows qualified voters to vote in local, state, and federal elections pursuant to the elections code.	Yes	Yes	
1072 RELIGIOUS OBSERVANCES			V-100
Facility has written policies and procedures to provide opportunities for inmates to participate in religious services and counseling on a voluntary basis.	Yes	Yes	There are opportunities for Bible study and participation in church services.
1073 INMATE GRIEVANCE PROCEDURE			R-400
Any inmate may appeal and resolve grievances relating to any condition of confinement. Provision is made for resolving questions of jurisdiction within the facility. There are written policies and procedures that address the following:	Yes	Yes	Lieutenants track all grievances; grievances can be appealed to the Captain. If there is a medical grievance, that documentation is given to the medical director; if the inmate is unsatisfied with medical response, the facility Lieutenant will handle the next level of appeal.
There is a grievance form or instructions for registering a grievance.	Yes	Yes	
Grievances are resolved at lowest appropriate staff level.	Yes	Yes	

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
There is provision for appeal to next level of review. Policy requires written reasons for denial at each level of review. Provision is made for response in a reasonable time limit.	Yes	Yes	Level 1: 5 days Level 2: Lieutenants-7 days Level 3: Jail Commander-10 days
1080 RULES AND DISCIPLINARY PENALTIES Facility has established rules and disciplinary penalties to guide inmate conduct.	Yes	Yes	S-100
Rules are written and posted in housing units and booking area or issued to each inmate. Verbal instructions are provided for inmates with disabilities that limit their ability to read, illiterate inmates and others unable to read English, or material is provided in an understandable form.	Yes	Yes	
1081 PLAN FOR INMATE DISCIPLINE The facility administrator has developed and implemented written policies and procedures for inmate discipline, which address the following.	Yes	Yes	
A designated subordinate, not involved in the charges, acts on all formal charges.	Yes	Yes	Hearing Board: one chairperson and two other officers. A disciplinary board in the Sergeant's office documents each disciplinary incident that requires action and the date of the hearing. The Hearing Board will accept or deny the officer's recommendation for penalty, and the Sergeant can accept or deny decisions as well. Facility Lieutenants review all disciplinary action as well.
Minor acts of non-conformance or minor violations are handled informally by staff.	Yes	Yes	All custody staff are authorized to initiate minor discipline. The housing officer will initiate DFR and document any action on the board in the housing unit.
When there is loss of privileges, there is written documentation and a policy of review and appeal to the supervisor.	Yes	Yes	S-200 Rule violation report.
Major violations and repetitive minor violations being handled as major violations are referred to the disciplinary officer in writing by the staff member observing the act(s).	Yes	Yes	
Inmate is informed of charges in writing.	Yes	Yes	Inmate is given copy of rules violation report.
A disciplinary hearing is held no sooner than 24 hours after the report has been submitted to the disciplinary officer and the inmate served with a copy of charges. The inmate may waive the 24-hour limitation.	Yes	Yes	S-300
Violation(s) acted on no later than 72 hours from the time the inmate is informed of the charge(s) in writing unless waived by the inmate or for good cause.	Yes	Yes	
The inmate is permitted to appear on his/her behalf at the time of the disciplinary proceedings.	Yes	Yes	
The facility manager or designee reviews all disciplinary actions taken.	Yes	Yes	Facility Lieutenants review all disciplinary action.
The inmate is advised in writing of the action taken in the disciplinary proceedings.	Yes	Yes	

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
Pending the disciplinary proceedings, the inmate may be removed from the general population or program for specified reasons.	Yes	Yes	
1082 FORMS OF DISCIPLINE The degree of punitive actions taken by the disciplinary officer is directly related to the severity of the rule infractions as specified in this section.	Yes	Yes	
1083 LIMITATIONS ON DISCIPLINARY ACTIONS No inmate is continued on disciplinary isolation status beyond 30 consecutive days without review by facility manager. Part of this review includes consultation with health care staff. Such reviews continue at least every fifteen days thereafter until isolation status has ended.	Yes	Yes	J-200, Disciplinary Segregation 10 days for each charge; if for 30 days, Lieutenants must review. Review every 10 days; medical and mental health staff must also review. Medical reviews are conducted at a minimum of three times a week.
Disciplinary isolation cells have the minimum furnishings and space specified in Title 24, Section 2-470A.2. Inmates are issued clothing and bedding as specified in Articles 12 and 13 of these regulations.	Yes	Yes	
Disciplinary cell occupants who destroy bedding and/or clothing may be deprived of such articles. The decision to deprive inmates of such articles is reviewed by the facility manager or designee every 24 hours.	Yes	Yes	
No inmates exercise the right of punishment over other inmates per Section 4019.5 PC.	Yes	Yes	
A safety cell, as specified in Section 1055 of these regulations, or any restraint device is not used for disciplinary purposes.	Yes	Yes	
No inmate is deprived of implements necessary to maintain an acceptable level of hygiene as specified in Section 1265.	Yes	Yes	
Food is not withheld as a disciplinary measure.	Yes	Yes	
Disciplinary isolation diet described in Section 1247 of these regulations is only utilized for major violations of institution rules.	Yes	Yes	K-450 Before the disciplinary diet is used, the physician or nurse practitioner reviews the situation.
The facility manager approves the initial placement on the disciplinary isolation diet and ensures that medical staff is notified.	Yes	Yes	
In consultation with medical staff, the facility manager approves any continuation of the diet every 72 hours after the initial placement.	Yes	Yes	
Correspondence privileges are not withheld except where correspondence regulations have been violated. Decision to withhold correspondence privilege is reviewed every 72 hours.	Yes	Yes	
Access to courts and legal counsel is not suspended as a disciplinary measure.	Yes	Yes	

TITLE 15 SECTION	MDC	LDC	P/P REFERENCE – COMMENTS
1084 DISCIPLINARY RECORDS A record of all disciplinary infractions and punishment administered per Section 4019.5 PC is maintained.	Yes	Yes	
DETENTION OF MINORS			
Are minors held in this facility? If yes, the regulations identified in Title 15, Article 8 apply (Minors in Jails).	No	No	

Appendix J

**Yolo County Criminal Justice System Operations and Agency Comments
Yolo County Jail Needs Assessment Update**

Yolo County Criminal Justice System Operations & Agency Comments

A review of the Yolo County Criminal Justice System is an important component of the Jail Needs Assessment study. The effectiveness and efficiency of the system can greatly impact the number of inmates in jail.

As part of the original 2007 Jail Needs Assessment Report, interviews were conducted with the department heads and other managers of the criminal justice departments to determine their overall perception of the criminal justice system. Much of this section contains the opinions of the criminal justice officials interviewed which may or may not be supported by statistical data. The interviews included the Presiding Superior Court Judge, District Attorney, Chief Probation Officer, Sheriff, Public Defender, Undersheriff, Jail Commander and Superior Court Administrator.

Summary Assessments

General comments seem to indicate an acceptable level of cooperation and cordiality among the leadership of the Yolo County criminal justice system. It was clear that the overall view of the criminal offender was shared by the officials and there exists similar or at least compatible philosophies for criminal justice operations. The lack of available funding for building and programs does foster some skepticism and negativity, however, the level of this skepticism did not seem to be serious.

There appears to be the opportunity for better communication and more frank discussions about issues, philosophical conflicts and system inefficiencies through a more aggressive and frequent use of the Criminal Justice Policy Council. Discussions with the criminal justice officials also indicated that despite a study and report completed by the California State Administrative Office of the Court (A.O.C.) which was dedicated to developing more effective practices, inefficiencies still exist. The reason for this is some recommendations have not yet been implemented and some changes which were implemented have not been successful. The A.O.C. will be providing follow up in the near future to evaluate how effective the changes have been.

It appears there is further need of analysis and oversight of the criminal justice system to consider additional changes to policies and practices as well as discussions and recommendations related to inefficiencies caused by lack of staff.

Court Impact on Jail Beds

The court system and how efficient it is operating can have a tremendous impact on the jail. The Presiding Superior Court Judge and Court Administrator were interviewed to elicit information about court process, which if slow for any reason, causes inmates to remain in custody longer, taking up jail beds. Additionally, sentencing attitudes and practices can have a significant impact on jail beds.

In late 2005, the California State Administrative Office of the Courts provided technical assistance to the Yolo County Superior Court provided by John Greacen of Greacen Associates and assisted by the Honorable J. Richard Couzens, retired judge. Their report noted the court system is no longer considered a "small court" system but rather a "medium court" system and can no longer operate as the small court of the past. The report notes:

"A mid-sized court can no longer afford the luxury of informality, lack of structure, and procedures varying with the style of the judge who happens to be presiding over the case. It has more judges, more staff, more attorneys, and more institutions with whom to interact. The informality and accommodating environment of the small court produce a high degree of disorder in the mid-sized court".

This is a key point about the Yolo County Criminal Justice System as a whole. The County is growing rapidly and the criminal justice system is in the process of changing to meet the new requirements and workloads. The report made several recommendations which many have been implemented and the Court Administrators believe strides have been made since the report was issued; however, they have not reached the level of efficiency desired.

One of the important recommendations; **establishing trial teams** in which judges are teamed with attorneys from the District Attorney and Public Defender has not met the goals to this point. The teams have not been solidified and a wide variety of attorneys can appear in court, rather than the "team". The Public defender has had a more difficult time with implementation than the District Attorney; however, both still have issues.

The 2005 court study was critical of the Yolo systems timeliness of disposition of cases. Since that time there has been **substantial improvement in the timeliness of adjudicating misdemeanor cases**. The teams associated with misdemeanors appear to have met the goals of the 2005 report. Part of this success is attributed by court staff to the fact misdemeanors are much easier than felonies to resolve. **Unfortunately it appears to all of the criminal justice officials that the adjudication of felony cases continues to be slow, inefficient and untimely.**

Court Administrations View of the Criminal Justice System

The view of the Presiding Superior Court Judge and Court Administrator of the Yolo County Criminal Justice System is while there is room for improvement, strides have been made and there is a commitment to remedy any shortcomings of the system. They note the courts judiciary philosophy overall is fairly conservative. Court systems with a conservative outlook traditionally contribute to a higher incarceration rate in the jail.

The Court Officials share concerns related to the slowness in adjudication of felony cases and have concerns about the efficiency of the current team system which was implemented after the 2005 court study. A significant source of the slowness can be attributed to a lack of staff and resources in the criminal justice departments, especially the Public Defender's Office. This shortage contributes to the significant problem of cases not being trial ready and the resulting continuances.

During the interview it was clear the Court Officials believe one of the areas needing the most attention and change is related to the Public Defender's office. The issues appear to include staffing, but more importantly, philosophical and overall approach should be evaluated for effectiveness.

In Yolo County the Court and Probation Department were never under the same administration as in some counties before the State took over the courts. Unfortunately, there is a sense held by some that the two entities are even farther apart now. There is a need for better communication as the administrators of each feels the other could make things better. The Court Administration feels the Probation Department is understaffed.

The Presiding Superior Court Judge feels that despite efforts by the Court to better schedule for efficient presentation of pre-sentence report information in court, the system is still inefficient. He suggests that instead of multiple probation officers presenting pre-sentence information in court, the implementation of a pre-sentence report presenter to handle this duty on a regular day to day basis would be better. The Probation Department states the courts are culpable because they do not adhere to the schedule needed to accomplish the task with a single probation officer.

They view efforts by the District Attorney as very positive and "on board" with efforts to improve the system. They note the D.A. policy of the past which was felt included too many charges on individual defendants has been reduced to more appropriate charging numbers. This coupled with improved effort and oversight of plea bargains has been a welcome improvement.

Yolo does utilize some so-called boutique or therapeutic courts; Drug Court, Proposition 36 and Domestic Violence Court are in place. Court Administration is concerned by the slow down caused by Drug Court. There is currently no Mental Health Court and it has been discussed, unfortunately the resources and court space are not available for implementation.

Both Court Officials clearly felt there is room for improvement in limiting continuances. The judicial officers and the attorneys both need to become less tolerant of continuances. The felony cases are taking too much time and are now the most affected by the continuances. Other key views expressed by local Court officials included the following:

- **Plea Bargain Efficiency and Use** – The Court Administrators feel there has been improvement in the use and processes related to plea bargains implemented by the new District Attorney. The 2005 AOC study had recommended providing the best plea bargain offer early in the process which appears to be the case. The judiciary alluded to the concern the attorneys involved do not have the time to know their cases well enough to resolve them timely. Also, the Public Defender views the District Attorneys new early plea bargain offers as a hardening of the plea bargain process, in that he feels the offers are too harsh. The D.A. is also giving more oversight of the decisions of his deputies. There appears to be a philosophical chasm and conflict between the District Attorney and Public Defender which needs to narrow on the issue of plea bargaining.
- **Criminal Justice Policy Council and Criminal Justice Cabinet** – The Court Administrators realize the value of the Criminal Justice Policy Council and the Criminal Justice Cabinet and are actively involved and committed to this process. The courts play a key role in the day-to-day efficiency of the criminal justice system and will continue to be actively involved in decision making bodies. They see these groups as one of the best opportunities to improve communication and set policy to improve the efficiency of the system. They noted there has been dramatic improvement in the problem of Attorney-Judge disqualifications since the implementation of the Criminal Justice Cabinet and the Trial Teams.
- **Courts View and Use of Alternatives to Incarceration Programs** – The Court supports alternatives to incarceration and community corrections programs with some reservations. The input received indicates the possible need to evaluate the use and management of the programs to ensure they are being utilized effectively and to their full potential. There is a willingness to expand the use of alternative programs; however, there is clearly concern about the administration of these programs. They voiced concerns related to built-in and unnecessary limits on the programs and reluctance on the part of the Sheriff's Department and even the Probation Department to expand the programs and be more flexible and accommodating. There seems to be a view the community corrections/alternative programs should be evaluated and possibly changed. Also the judiciary supports the need for sufficient minimum security jail beds to provide sanctions for those who fail or refuse to participate in the alternative programs.
- **Pre-Sentence Release Program, Own Recognizance (O.R.) Reporting** – In an interview with the primary contact for the arraignment process, the Commissioner advised she has some concerns with the pre-sentence release program including Own Recognizance Reports. She pointed out that approximately 95% of the reports are somewhat lacking. She also advised that reports are not received for many defendants because their charges disqualify them automatically. This information seems a point of dispute and at this time there are unclear and conflicting statements related to the quality and effectiveness of the OR reports.

Follow up contact with jail management (Lieutenant) indicates there likely is a missed communication and misunderstanding of the mission or the jails O.R. report writers. She advised, because it was felt the Probation Department was unable to produce the O.R. reports in a timely manner, there was a lack of satisfaction with the program. The Probation program utilized an extra help probation officer paid half by the Courts and half by the Sheriff. The Probation program was discontinued and a new program using extra help correctional officers was implemented.

The new program which used extra help correctional officers was designed to only provide a cursory-abbreviated report. The Jail Lieutenants expressed some confusion as they have heard only that the new program is working well. Because the Sheriff's O.R. reports are cursory, the court, by policy was to order a report by the Probation Department if more in depth information was needed.

In an interview with the Assistant Chief Probation Officer he lamented the failure of the extra help probation officer program and agreed the program did not work as it should. He also advised the number of court ordered O.R. reports is becoming problematic when as many as 60 O.R. reports are requested each month and Probation does not have the staff to comply with the request unless other programs suffer.

The Own Recognizance Report writing system is an area of confusion and contention which must be addressed. There seems to be a lack of clear communication between the departments and there are misunderstandings about expectations for the quality of the reports.

Both the Probation Department and the Sheriff's Department strongly voiced concern about slowness of paperwork to them from the court and specifically notification of court outcomes.

The Commissioner expressed interest in a more formal and broad based pre-sentence release program similar to that implemented by other counties. The program would have more requirements and more supervision of the defendants including possible use of electronic monitoring, day reporting, and drug and alcohol testing.

Recommendations Related to the Court:

1. Continue to closely monitor continuances, their cause and the impact on jail bed needs.
2. Related to the problem of excessive continuances, the judiciary and the attorneys must agree to be more aggressive in demanding court readiness. This is especially true of the Public Defender's Office.
3. Assemble, support and facilitate regular meetings of the Criminal Justice Policy Council and the Calendar Management Committee.
4. Through the Policy Committee or Calendaring Committee, reevaluate the pre-sentence release policy and OR reporting system. Establish new policies and practices if need is determined.
5. Improve and speed up the distribution of paperwork such as minute orders to the Sheriff and Probation.
6. Establish a more formal and active pre-sentence release program which will include stricter supervision and more accountability of released defendants.
7. Review the policies related to the Community Corrections/Alternatives to Incarceration Programs. Provide policies which get more offenders on these programs in a timelier manner. Review disqualifiers such as charges and program cost to the offenders, be more flexible.

District Attorney View of the Criminal Justice System

In an interview with the Chief Deputy District Attorney, she gave input on the various components and processes related to the criminal justice system in Yolo County. She feels there is a very good level of cooperation among the criminal justice departments and administrators. She feels the criminal justice decision-makers meet regularly at the "Calendar Committee". She stated that there are too many

continuances and trial priorities are not always the best. She said that to some degree all the criminal justice components bear some responsibility. She said that misdemeanors tend to take priority because they take less time to adjudicate. There are six judges that comprise three two-judge teams – A, B, and C. Each week one judge oversees preliminary hearings and motions while the other judge oversees trials. All three teams work the same way. As a result, there are only three judges doing trials each week and the system moves slowly. The defendants who are out of custody seek as many continuances as possible as this tactic results in fewer convictions. The DA's office is inundated with numerous violent felonies many of which are gang related. The system is cumbersome, slow, and inefficient with little coordination while the jail is overcrowded and having to release too many felons. Other comments included the following:

- **DA View of Corrections** – The Chief Deputy believes too many violent three-striker felons are released from the jail on the consent decree (this is disputed by the jail administration). She reported that some first degree burglars had been released who went out and committed similar crimes. She indicated felons who are released on the consent decree with a notice to appear are highly motivated to delay their trial so that witnesses are less available or likely to testify. She realizes the jail is severely overcrowded.
- **DA Input on Alternatives to Incarceration/Community Corrections Programs** – She supports community corrections programs within reason. They must be used appropriately and effectively. She believes Prop 36 is a major failure as it does not allow the offender to be dealt with on a case-by-case basis. She stated the PC 1000 Drug Court was until recently, drawing resources away from the DA's office by requiring a deputy to be present when there was no need. The DA's office has recently stopped having a deputy DA attend the hearings.
- **DA Support for Better Housing and Programs for Mental Health and Drug Dependent** – The Chief Deputy voiced a concern for the mentally ill offenders and those with significant drug issues. The DA is supportive of more programs for these individuals and specifically in identifying those inmates with issues so they can be placed in programs.
- **District Attorney Case Load** – The DA case load statistics indicate fairly flat growth over the past five years. The CDDA reported that there is a newly elected DA who is making great strides to improve the efficiency and effectiveness to the DA's office. She believes the system has improved and will continue to improve.

Recommendation Related to the District Attorney's Office

The District Attorney's Office must be a primary participant on the Criminal Justice Policy Council and make every effort to limit continuances.

Probation Department's View of the Criminal Justice System

As with the other leaders of the Yolo County criminal justice system, the Chief Probation Officer feels there is a passable relationship between Criminal Justice Departments, but as with the others senses there is a need for improvement. The biggest concerns have to do with communication and flow of paperwork, especially from the Courts (See Court recommendations). Often staff members are not notified in a timely manner of case outcomes which determine the next step his staff must take. He is an active member of the Criminal Justice Policy Council and supports this effort. He also expressed his belief in the importance of good planning and statistics to chart the future and impacts on the criminal justice system. He is hopeful that an integrated criminal justice computer system might help.

Probation Management concurs with others that there is a need for a more formal and sophisticated pre-trial release program and would be willing to participate. The quandary and problematic issue of writing Own Recognizance (OR) reports is discussed below.

The Department is either in the process or has instituted to some degree the seven recommendations delineated related to the Probation Department in the 2005 Court Report.

Probation is in agreement continuance of court cases continues to be a problem especially for felony cases. They also share the sense plea bargains could be agreed to much earlier in the process. They suggested the Early Resolution Court at Sacramento County is a system in place which provides for much earlier resolution to cases, often at arraignment, and should be for possible implementation in Yolo County. Other key comments from the Probation Department included the following:

- **Probation and Court Policies and Practices** – Concerns were voiced related to Court and Probation practices. There is a sense this relationship has degraded somewhat through the years and only recently has there been efforts to improve communication and cooperation. Efforts such as the regular meeting of the Calendar Management Committee have helped. With Probation staffing shortages there appears to be efficiency opportunities related to reports, communications and time spent in court. Some programs such as the staggered sentencing times in the courts were put in place to allow fewer probation officers to attend. However, because the judges do not always adhere to the designated times, the program does not work as well as hoped. Issues, such as the Review Hearings for inmates waiting program placement, take up time and force the inefficient and dangerous transport of prisoners for little or no benefit. This seems to be a lack of trust or communication which could be repaired.
- **Probation Alternative to Incarceration Programs** – The Probation Department is supportive of Alternatives to Incarceration, Community Corrections Programs. The Department supervises the Adult Work Release Program, however the Sheriff personnel decide who can participate in the program and the effect is inefficient. The more common practice is to allow the agency running the program to decide who is acceptable. The program issues are:
 - Probation control and philosophical approach in assignment to the work release program instead of the Sheriff's Department would almost assuredly allow more offenders on the program.
 - The program is also limited by the number of personnel allocated for the program. With just a slight increase in staffing the program could be increased.
- **Residential Drug Treatment Program** – One of the concerns expressed by the Probation Department is related to the time it takes to get offenders out of the jail and on residential treatment programs. The delay is caused by:
 - Lack of residential treatment beds available
 - With a workload and caseload of almost 300, Probation Staff do not have the time to adequately provide this service
- **Probation Staffing Concerns** – The Probation Chief is very concerned about the lack of staff to provide adequate supervision of offenders on probation. With case loads of 1 to 300, providing any semblance of suitable supervision is impossible. As with many counties, the lack of revenues has limited hiring of new personnel in the Probation Department. With little or no new staff for adult supervision, it limits any proactive effort in impacting the adult offender population. Programs such as the mental health programs could be expanded but not without additional probation staff.

- **Probation Input on Pre-sentence/Own Recognizance Programs** – The own recognizance report policy is unusual in Yolo County in that since May of 2007 the Sheriff's Department utilizes extra help correctional officers to provide an O.R. report. This was described by the Jail Lieutenant as somewhat cursory and was never designed to provide the same quality as a thorough O.R. report. Because the courts feel many of these reports are inadequate or the Sheriff's Department did not provide a report for a "disqualifying charge", they often order the Probation Department to provide another "court ordered" O.R. report. The Probation Department is averaging being assigned between 40 and 60 O.R. reports per month. Probation Management are concerned that the number of court ordered O.R. reports is on the rise without sufficient staff to do the work. In order to provide these reports other programs suffer.

The Own Recognizance program must be addressed as part of a formal Pre-sentence release program as there is no formalized pre-sentence release program in Yolo County Jail.

Recommendations Related to Probation:

1. Related to Community Corrections Programs, as the jail increases in inmate numbers, the need for aggressive use of alternative sentencing programs becomes more important. The Sheriff and Probation Departments should explore what other jurisdictions are doing to implement innovative alternative programs and practices.
2. The County should determine best business practices related to Alternatives; it may be more efficient and in the County's best interest to consolidate all Alternative and Community Corrections programs under one department. However, the practice of the Sheriff's Department deciding and processing offenders for the Probation Department Work Release Program seems cumbersome and limiting. This may require action by the Board of Supervisors.
3. There is a significant need to institute a more formalized pre-sentence release program. The current O.R. program seems to have issues which must be resolved. The use of formal reporting and the use of electronic monitoring to assist with supervision of pre-sentenced inmates should be explored. Gathering various statistics is critical to good criminal justice planning.
4. The County must ensure adequate statistic gathering to help forecast future needs and impacts on the system. As an example, knowing the number of "no shows" for OR releases and for commitments would help determine the need for a more formalized reporting program.
5. There is a need for a series of meetings between Probation and Court personnel to study perceived inefficiencies and differences in practices, communications, paper flow, officer in court time and requested reports. Formal recommendations and suggestions for improvement, including staffing increases needed should be documented.

Public Defender's Public Defender View of the Criminal Justice System

The interview with the Public Defender provided thorough input on the criminal justice system in Yolo County from his perspective. The Public Defender pointed to a positive relationship with the Sheriff and other Criminal Justice Officials. He described the system and judiciary as being politically moderate to conservative. An unknown factor for the future is several new judges could affect the system.

While the P.D. overview of the system was positive the following issues were offered:

- Too many continuances are a problem within the system.
- There is room for improvement in the overall flow of paperwork within the justice system.

- There are concerns about the use of O.R. and a need for a more liberal approach on the part of the Judiciary.

As stated previously continuances are an issue and concern. It is difficult to remedy much of the problem because of a lack of resources at all levels of the criminal justice system, including lack of courtrooms and judicial officers. With limited funding this issue is likely to persist. He feels the D.A. is routinely charging felonies on minor drug and spousal assault cases which inevitably end up as misdemeanors later. He would like to see earlier resolution to this type of case.

Another of his concerns is the issues related to the mentally ill causes a multitude of issues. The State is extremely slow and unresponsive. Even local options at the County level are not fully utilized due to Probation's conservative use of grant programs. The Public Defender agreed with statements by other criminal justice leaders that getting through trials, especially significant felony trials was slow; there appears more emphasis given to misdemeanors than felonies. Felony cases regularly receive continuances.

- **Public Defender View of the Jail** – The Public Defender was very complimentary of the jail and praised jail management and staff for the cooperation received. They acknowledged the custody staff for their professionalism and cooperation. While the general overview of the jail was positive he did raise the following concerns:
 - More housing options should be available at the jail. He is concerned about the breakdown of the system because there are too few minimum security beds.
 - Community Corrections should be increased to allow for more punishment options, citing that some punishment is better than none. He suggested more Community Service may help. He also suggested using Social Workers.
 - He would like to see improvement in dealing with the mentally ill, especially at the State level.
 - The Public Defender would like to see increased in-custody treatment for drug offenders.
- **Public Defender View of Plea Bargain** – Historically plea bargain agreements are used to determine the outcome of most cases. About 90% of cases are settled at the Trial Settlement Conference by use of plea bargain. There is clearly a good working relationship on this issue between the P.D. and D.A., however, the P.D. feels the District Attorney's initial offer is frequently far too severe. Neither the D.A. nor the P.D. have sufficient resources to be trial ready, therefore, plea bargain will continue to be used. Interviews with Court Management placed greater blame on the Public Defender for inefficiencies than the District Attorney.
- **Public Defender Caseloads** – Despite increased violence and significant felony crime, the Public defenders case load has remained fairly consistent since 2000.

Recommendations Related to the Public Defender:

- The Criminal Justice Policy Council should meet and have frank and honest discussions about policy or guidelines related to several issues including continuance causing matters. Clearly the Public Defenders practices were mentioned more often as needing to make performance adjustments.
- The issue of staffing and resources for the entire Criminal Justice System in Yolo County is a concern which should be studied for possible revisions. If, as contended, the Public Defender's Office is understaffed and the result is a significant slowing of cases, adjustments may be needed.
- The Criminal Justice Committee should also review policies and practices related to the mentally ill and the possibility of a Mental Health Court might be in order.

Sheriff's Administration's View of the Jail and Criminal Justice System Needs and Issues

In interviews with the Sheriff and his top managers, they offered input on the jail and on the various components and processes related to the criminal justice system in Yolo County. Some of the important issues expressed by Sheriff's Management include:

- Providing a safe and secure environment in the jail in which it is safe for staff, the public and the inmates.
- Providing an environment in which staff morale could improve.
- Providing a sufficient and appropriate number of inmate beds and security levels.
- Providing sufficient jail support and staff spaces.
- Providing a sufficient number of housing areas to allow proper classification and separation of inmates.
- Providing sufficient housing classifications for female inmates.
- Providing housing for the increase in male inmates, especially for difficult and dangerous inmates.
- Providing space and programs for mentally ill inmates and locating it in proximity to medical and mental health staff.
- Including the capability of increased inmate rehabilitation programs as part of any new building or remodel.
- Finding ways to cut costs, as an example inmate transportation costs.

(Note: Many other jail needs, primarily related to support functions, were compiled from observation; interviews with other jail managers, supervisors and staff are located in other parts of this report)

The Sheriff's managers concurred with other criminal justice officials that the relationship between the various components of the criminal justice system in Yolo County is relatively cooperative. The Sheriff supports use of the Criminal Justice Policy Council. The Criminal Justice Council meets approximately once a quarter. He does see use of the Council as an opportunity to improve communication and efficiency. While speaking favorably about the positive relationship between criminal justice departments, the Sheriff's Managers communicated the fact there is room for improvement. Some of the issues noted were:

- Trials take far too long and efforts should be made to speed up the process.
- Felony cases are very slow and often allowed to be continued and languish. The system seems to move misdemeanor cases along better than felony cases.
- There are too many court case continuances, especially in the more complex and serious cases. Avoiding continuances would help avoid jail crowding.
- The judiciary is not completely sympathetic or understanding of the jail crowding and often try to use "no bail" on court paperwork to keep lower level offenders in custody.
- There is room for better communication and organization within the criminal justice departments which could improve the timely adjudication of cases.

The Sheriff expressed concern related to the jail crowding. The continued crowding exacerbates the potential for liability, causes undue staff stress and danger and the potential for inmate assault and escape. The difficulty in managing a crowded jail cannot be over emphasized and proactive planning is required to solve the current situation while averting a future jail crowding crisis. Avoiding potential lawsuits related to crowding and other negative conditions is high on the Sheriff's priority list.

Recommendations Related to Sheriff's Management:

See recommendations related to jail building and remodel recommendations

County Administrator's Office View of the County's Chief Administrative Officer

An interview with the Assistant County Administrative Officer and liaison to the criminal justice departments was conducted to provide the opportunity for setting a vision and philosophical context as well as input on the criminal justice system in Yolo County. The Assistant CAO alluded to the view the criminal justice system in Yolo County seems to be working well despite funding shortfalls. She noted there seemed to be a spirit of cooperation among criminal justice leaders.

The Assistant CAO emphasized the jail expansion planning is moving forward, however, the efficiency and safety related to the facility is critical. Operational and staffing costs are of special concern. While construction costs are significant, the long term fiscal impact to the County will be in the cost of staff and operations and there is little funding for any new County staff. The Assistant CAO advised that County management is clearly aware of the ramifications and liability associated with operating a crowded jail and is making every effort to rectify the situation.

As with most California counties, there is little to no funding available in Yolo County for building and to staff new County facilities. The assistant CAO related that Yolo is facing significant financial issues. An example is a nine percent increase in revenues has been completely consumed by Social Services and employee benefit increases. She advised development impact fees to provide an ongoing funding source for funding County facilities have been in place for some time, but do not meet the need. While the Assistant CAO is hopeful the County can be in a position to compete for State grant funds provided by AB 900 she expressed concerns related to possible "requirements" which will accompany any grant award.

The office of the CAO shares concerns of other County Officials related to the mentally ill and drug dependent inmates. She hopes more can be done in the future to provide appropriate services, programs and housing for these offenders. She also expressed support for increased use of rehabilitation programs to impact recidivism. The CEO's office is supportive of the Criminal Justice Policy Council and currently participates on the committee.

Recommendations Related to the CAO's Office

There are personnel shortages which are contributing to some of the Criminal Justice System inefficiencies and the office of the CAO is tasked with working with the Criminal Justice Departments to determine the greatest needs. Further analysis by CAO staff is recommended to allocate the limited resources and where they will have the greatest positive effect on the efficiency of the system.

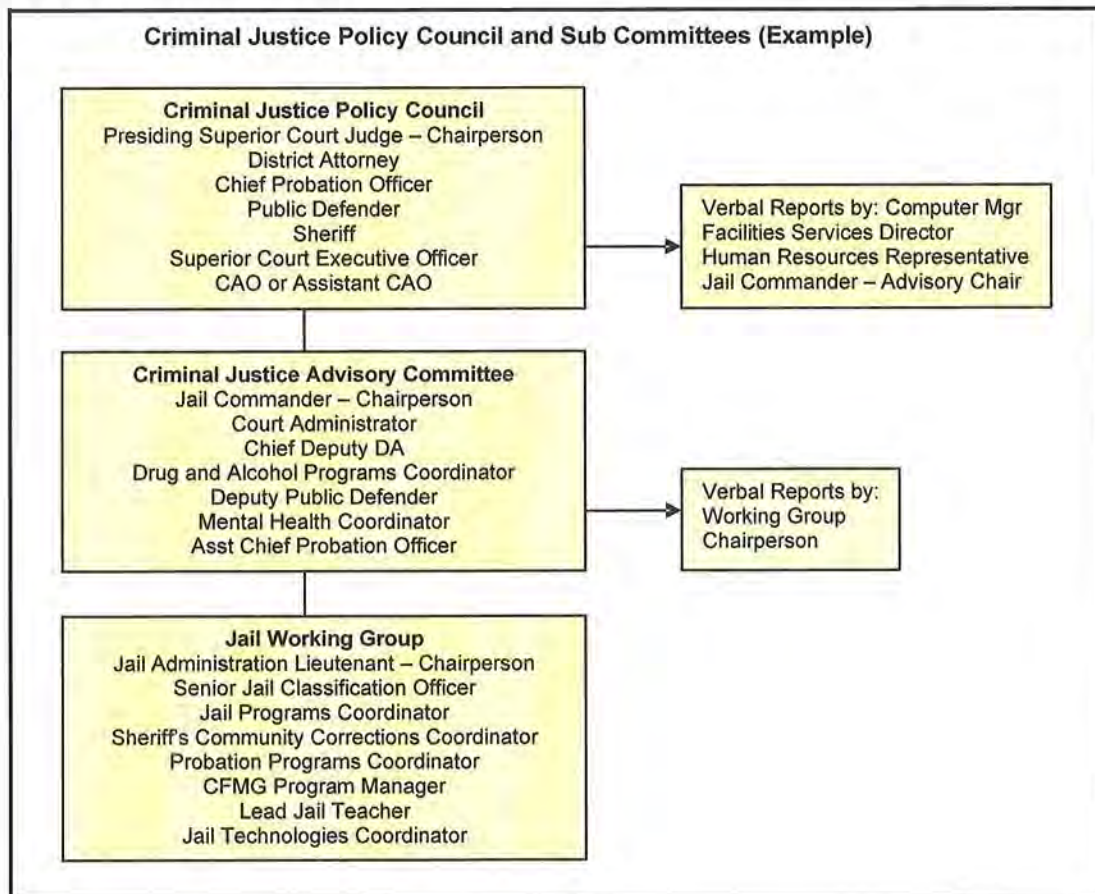
Criminal Justice Policy Council and Subordinate Groups

Several recommendations refer to a "Criminal Justice Policy Committee" or "Criminal Justice Council". It should be considered that the Criminal Justice Policy Council be broadened to include three groups working in concert (*see illustration following for example*). This committee should become more active in coordinating efforts for the entire criminal justice system. This body should make decisions that impact the day-to-day operations of the criminal justice system. This Executive Management group should also address long-term planning and strategies facing the system. As an example, if the jail population either increases or decreases, the Criminal Justice Policy Council can implement procedures that allow for alternative sentencing to incarceration or tighten measures that cause early releases when it may not be necessary. Since each criminal justice component impacts the other, each criminal justice head can share information impacting the group; such as Sheriff's Department increasing enforcement efforts, the District Attorney increasing prosecutions, constraints on the courts, or overcrowding in the jails. Also each criminal justice head can receive important reports from the office of the CAO, Facility Services and Human Resources.

The **Criminal Justice Policy Council** is actually comprised of representatives from several separate County departments; including the criminal justice department heads such as the presiding Superior Court Judge who is often the chairperson, the Sheriff, the District Attorney, the Chief Probation Officer, the CAO, Public Defender and Court Administrator. The County should consider having the County Health or Mental Health Director on the committee. This group should meet often to discuss how well the system is working and plan future strategies. At each meeting, reports should be presented by the County Human Resources Director or representative, Facility Services Director or representative and chairperson of the advisory committee, the Jail Commander.

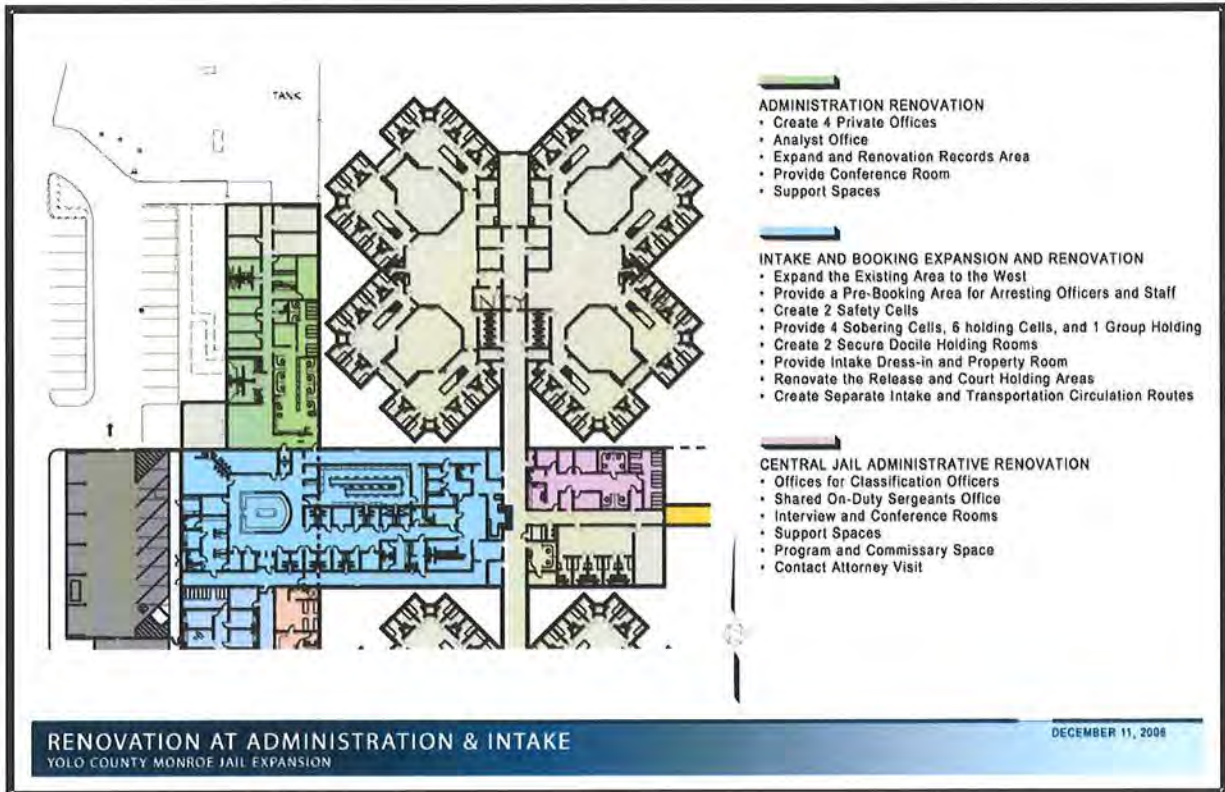
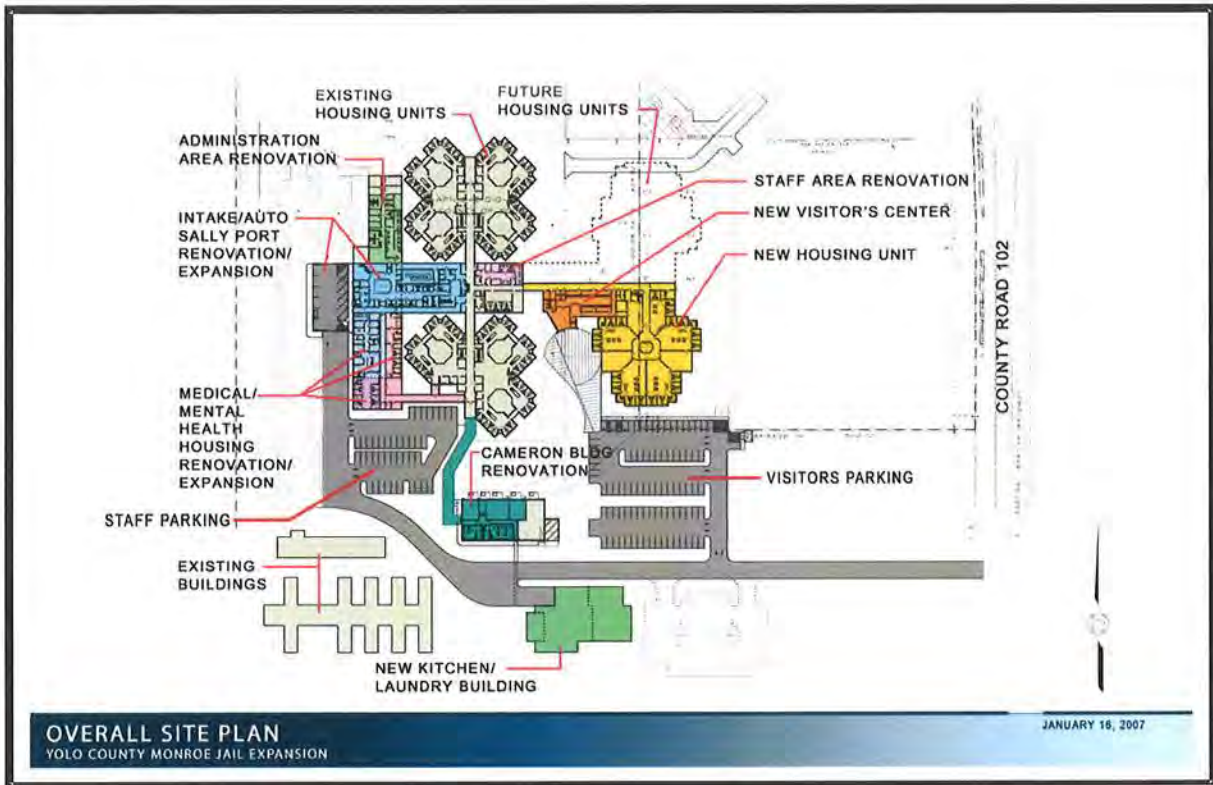
A new or second group should be formed called the **Criminal Justice Advisory Committee**. It should be comprised of the Corrections Commander and the second-in-command or other manager from each of the criminal justice departments. This group will see that the Criminal Justice Policy Council's decisions are implemented as well as inform the Criminal Justice Policy Council of situations that need to be addressed. This group should meet at the direction of the Criminal Justice Policy Council, generally two weeks before the policy council meeting.

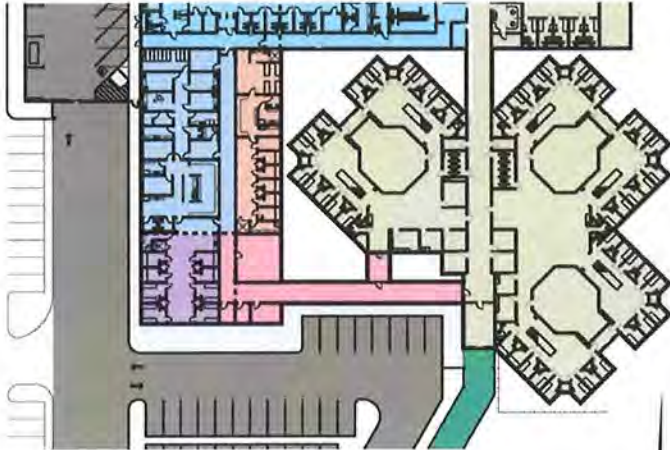
The third group for consideration is the **Criminal Justice Working Group** and is made up of several different components of jail, health services and probation support units. This group could be supervisors or line-staff that have an intimate knowledge of how policies and programs are working or not working. Members of this group would include health providers, mental health officials, program providers, classification staff, community corrections staff etc. The role of this committee is to make recommendations to the Criminal Justice Advisory Committee and implement policy and programs recommended by the policy and advisory committees and report progress, problems, issues and provide statistical data. The following chart illustrates the organizational flow of the Criminal Justice Policy Committee and the subordinate groups:



Appendix K

**Jail System Renovation and Expansion Building Options
Yolo County Jail Needs Assessment Update**





MEDICAL CLINIC AREA

- Renovate the Existing Kitchen to Accommodate the Clinic
- Create 3 General Exam Rooms and Dental Area
- Provide Medical Records Room
- Soiled and Clean Utility Rooms
- Inmate Waiting, Toilet and Small Lab
- Nurses Station, Medications, and Offices
- Support Spaces

MEDICAL HOUSING AREA

- Expansion of Facility to the South
- Create 4 Single Occupancy Medical Cells
- Create 4 Double Occupancy Medical Cells
- Provide Shower and Associated Dayroom Space

MENTAL HEALTH CLINICAL AREA

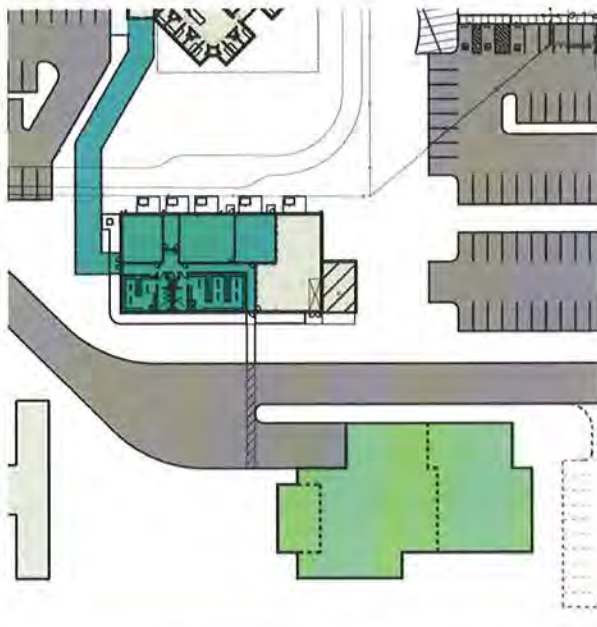
- Create Acute Mental Health Housing Unit
- Renovate the Existing Laundry and Storage Area
- Provide 5 Single Occupancy Cells and a Safety Cell
- Provide Shower and Associated Dayroom Space
- Create Small Transitional Mental Health Dormitory
- Provide Bunks, Toilets, Shower and Dayroom Space

CONNECTING CORRIDOR AND MP ROOM

- Expand the Existing Facility to the South
- Create a Connection Corridor to Link with Existing Facility
- Provide Shared Multi-Purpose for Treatment and Education
- Sally to Existing Housing Unit for Mental Health Inmates

RENOVATION FOR MEDICAL & MENTAL HEALTH
YOLO COUNTY MONROE JAIL EXPANSION

DECEMBER 11, 2006



RENOVATION OF CAMERON CENTER

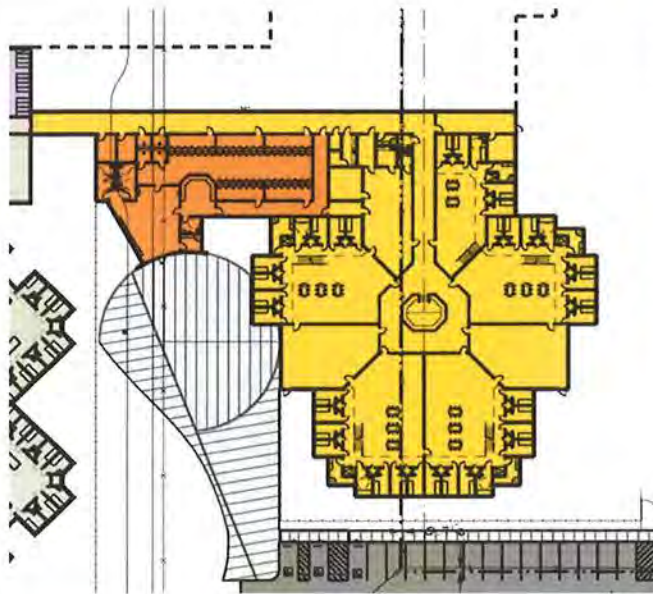
- Create Men and Women Restrooms and Lockers
- Renovate Existing Conference Room for Staff Dining
- Minor Renovations for Staff Training and Self Defense
- Covered Walkway to Jail for Staff and Food Transportation

KITCHEN AND LAUNDRY FACILITY

- New Facility to Accommodate Build-out
- Loading Dock, Trash, Deliveries, and Recycle Area
- Dry and Refrigerated Storage
- Preparation, Cooking, Tray Make-up, Warewashing, and Carts
- Staff Offices, Lockers, and Break Area
- Inmate Toilets and Break Area
- Separate Laundry Facility
- Facility Warehouse and County Maintenance Area

RENOVATION OF CAMERON & KITCHEN/LAUNDRY EXPANSION
YOLO COUNTY MONROE JAIL EXPANSION

DECEMBER 11, 2006



HOUSING UNITS

- 4 Housing Pods Containing 16 Double Occupancy Cells Each
- 1 Special Housing Pod Containing 10 Double Occupancy Cells
- Shower and Janitorial Support Services in Each Living Unit
- Associated Dayroom Space to Accommodate Double Bunking
- Outdoor Recreation Yards Adjacent to Housing Units
- Raised Control Center
- Multi-Purpose Program Room
- Support Service Spaces

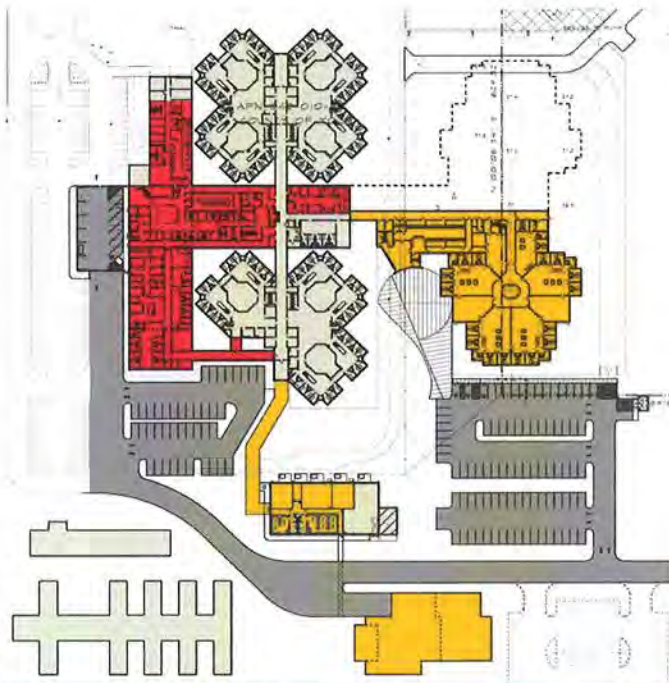
VISITOR CENTER

- All Non-Contact Visiting
- Public Accessible without Bring Civilians into Secure Facility
- 5 Distinct Visiting Areas for Separation of Inmate Classifications
- Non-Contact Attorney Visiting
- Public Lobby and Restrooms
- Security Control Area

HOUSING UNIT & VISITOR CENTER EXPANSION

YOLO COUNTY MONROE JAIL EXPANSION

DECEMBER 11, 2006



CONSTRUCTION PHASING

SITE PACKAGE

- Bids Early Summer of '07
- New Sewage Grinder
 - Sewer and Sanitation work
 - Storm Water Management and Retention Pond

PACKAGE 1 - NEW CONSTRUCTION

- Bids Early Spring of '08
- Civil Work and Utility Upgrades
 - New Housing Units
 - New Visitors Center
 - New Kitchen and Laundry Building
 - Cameron Center (Renovation)

PACKAGE 2 - RENOVATION AND EXPANSION

- Bids Early Summer of '09
- Administration Area
 - Medical and Mental Health Housing
 - Staff Area Remodel (Old Medical)
 - Intake and Auto Sally Port

CONSTRUCTION PHASING PLAN

YOLO COUNTY MONROE JAIL EXPANSION

DECEMBER 11, 2006

Attachment B - SB 863 RFP
(available upon request with the Clerk of the Board)



County of Yolo

www.yolocounty.org

To: Supervisor Matt Rexroad, Chair
and Members of the Board of Supervisors

Consent-General Government # 11.

Board of Supervisors Meeting

County Administrator

Meeting Date: 07/28/2015

Brief Title: Approve SB 863 Grant Application

From: Sheriff E. G. Prieto, Office of the Sheriff-Coroner

Staff Contact: Mindi Nunes, Assistant County Administrator, County Administrator's Office, x8329

Subject

Adopt resolution in support of SB 863 grant application for construction of Adult Local Criminal Justice Facilities. (No general fund impact) (Prieto/Nunes)

Recommended Action

Adopt Board Resolution in Support of SB 863 Grant Application for Construction of Adult Local Criminal Justice Facilities (Attachment A).

Strategic Plan Goal(s)

Preserve and ensure safe and crime free communities

Reason for Recommended Action/Background

On June 20, 2014, the Adult Local Criminal Justice Facilities Construction Program became effective through Senate Bill 863. Up to \$500 million was authorized for the construction and improvement of local adult criminal justice facilities. On June 10, 2015, the Board of State and Community Corrections (BSCC) issued a Request for Proposals (RFP) from local jurisdictions interested in applying for available funds. As a medium size county, Yolo is eligible to apply for up to \$40,000,000 in grant funds which would require a 10% matching contribution.

The goal of SB 863 is to improve local adult criminal justice housing with an emphasis on expanding program and treatment space to manage the adult offender population in order to enhance public safety throughout the state by providing increased access to appropriate programs and treatment. With this goal in mind, staff is preparing a grant application for \$40,000,000 which would be utilized to replace the current Leinberger facility due to its deteriorating state, lack of program space and difficult layout. Staff

recommends applying for a \$40,000,000 grant which would require a 10% cash/in-kind match by the County. The projected total construction budget is estimated at \$44,467,038 which includes the grant, \$3,745,947 cash and \$745,000 in-kind (land, staff work, etc.). Funding for the cash match would be through the Accumulated Capital Outlay fund and the Capital Improvement Fund reserve and would be set aside if the grant is awarded.

Leinberger was built utilizing residential construction principals and as such has not weathered the 24/7 heavy use it has withstood over 25 years. Interior walls are deteriorated, updated shower facilities in disrepair and the building is not a locked facility which makes it problematic for the level of inmates that have to be housed in the facility. Currently, detention staff are utilizing the facility for providing programs, however, it requires use of space designed for other purposes and is thus not ideal. Dedicated program areas allow for more programming to be delivered to more inmates. Additionally, the design of the current facility is dormitory style which requires additional staffing to appropriately monitor individuals. An improved design would adhere to current supervision philosophy.

Replacing the Leinberger facility with detention rated construction, intentionally designed program space and an enhanced supervision layout will allow the Sheriff's Office to meet the goals of the Community Corrections Partnership's Realignment Strategic Plan to build offender competency and support reintegration. Leinberger would be utilized as part of a three-step process designed to allow in-custody individuals to progress through stages which recognize their improved behavior as well as provide appropriate, evidence-based programs designed to meet their individual needs. An individual who meets program requirements while in Monroe Detention Center would be eligible to move to the less restrictive environment at Leinberger to finish up program adherence and eventually progress to in-home custody through the use of electronic monitoring. At this point, the individual will transition to out-of-custody programming at the Day Reporting Center and receive case management from Probation.

Since the replacement facility will not increase the number of available beds and the redesign would allow for streamlined supervision, it is not anticipated that the new facility would require additional staffing.

Attachment B is a draft schematic of how a new facility could be designed to meet the above goals. Attachment C is the current Leinberger layout.

In accordance with the California Environmental Quality Act (CEQA) a Notice of Exemption will be prepared. The current design of the facility would be exempt due to being a replacement facility within 10,000 additional square feet of the existing facilities square footage.

The SB 863 RFP is due to BSCC by August 28, 2015. As there are no Board meetings before the due date, staff is requesting the Board delegate authority to the County Administrator to sign all appropriate application documents and submit by the deadline. Staff recommends approval of the Board Resolution in support of the grant application. RFPs will be reviewed by BSCC from August 31 through September 11 and forwarded to the BSCC Executive Steering Committee who will review the and rank the

proposals for funding recommendations which will be presented to the full BSCC Board on November 12, 2015.

Collaborations (including Board advisory groups and external partner agencies)
Sheriff-Coroner, Planning, Public Works & Environmental Services, County Counsel

Fiscal Information

Potential fiscal impact (see notes in explanation section below)

Fiscal Impact of this Expenditure

Total cost of recommended action

Amount budgeted for expenditure

Additional expenditure authority needed \$0

On-going commitment (annual cost)

Source of Funds for this Expenditure

General Fund \$0

Further explanation as needed

There is no cost to submitting the RFP to BSCC. If awarded the grant, a 10% cash/in-kind match will be required with \$3,745,947 in cash through the use of Accumulated Capital Outlay funds and Capital Improvement Fund budgeted in the year to be expended.

Attachments

Att. A. Resolution

Att. B. Draft SB 863 Design

Att. C. Leinberger Layout

Form Review

Inbox	Reviewed By	Date
Mindi Nunes (Originator)	Mindi Nunes	07/20/2015 11:55 AM
Patrick Blacklock	Patrick Blacklock	07/20/2015 01:23 PM
Financial Services	Tom Haynes	07/21/2015 01:18 PM
County Counsel	Hope Welton	07/21/2015 01:21 PM
Form Started By: Mindi Nunes		Started On: 07/09/2015 12:17 PM
Final Approval Date: 07/21/2015		

SENATE BILL 863
ADULT LOCAL CRIMINAL JUSTICE FACILITIES CONSTRUCTION
SUMMARY OF AWARDED PROJECTS

November 12, 2015

COUNTY	PROPOSED PROJECT	AMOUNT REQUESTED
LARGE COUNTIES		
Alameda	The proposed Mental Health, Program and Service Unit project will consist of approximately 38,000 square feet of program and treatment space. The project will include renovations to existing housing spaces and construction of a new mental health treatment and program facility. Due to renovation of existing housing, there will be a net decrease of 18 beds.	\$ 54,340,000
San Francisco	The proposed project is a new standalone Rehabilitation and Detention Facility (RDF) of approximately 150,000 sf. The facility will consist of 384 beds configured in four, 32-cell and four, 16-cell direct supervision pods designed to fit inmate programming and treatment needs. The project will also include classroom, educational, and vocation programming spaces. In addition, there will be medical and mental health treatment spaces, staff support spaces, multipurpose and visiting space. Two existing jails with a total of 828 beds will be vacated, leaving a net decrease of 444 beds.	\$ 80,000,000
Santa Clara	The proposed project will consist of a new open-floorplan, standalone facility of seven-stories and approximately 203,000 sf. Each floor is designed to accommodate program and treatment needs of a specific population, including mental health and reentry. The new facility will consist of 465 cells (105 single cells, 710 beds in double-occupancy cells). The project will also include multipurpose and programing spaces, visitation and recreation spaces, mental health and program space. There will also be custody administration, security operations, staff support, and institutional support spaces. The facility will allow for optimal programming and reentry opportunities for high-risk, high need offenders. Of the new bed total, 797 will replace ones at existing facilities.	\$ 80,000,000
Ventura	The proposed project will construct a new standalone facility located at the Todd Road Jail. The project will consist of 64 special use beds specifically designated to serve and treat the medical/mental health inmate-patient population. The project will also include programming, medical, and therapy spaces. (Partial Award)	\$ 26,660,000
MEDIUM COUNTIES		

Butte	The proposed project will construct a new standalone facility adjacent to the existing jail. The facility will be approximately 45,000 square feet of replacement housing, medical and mental health housing, medical and dental clinics, intake/release, and support services space. The replacement housing will consist of 96 beds, four units of 24 beds each (double and dormitory style housing), dayrooms, program and educational spaces, counseling and treatment, and outdoor recreation. The medical and mental health housing will consist of 36 beds, two units with 18 beds each in single- and double-occupancy cells. Each medical and mental health unit will include a dayroom, program, counseling, treatment spaces, outdoor recreation, nurse's station, staff support, and security areas.	\$ 40,000,000
Merced	The proposed project will remodel dormitory space at the existing John Latorraca Correctional Center and construct four new buildings totaling approximately 47,500 sf. The existing dormitory style housing of 476 beds will be remodeled. The four new buildings will be constructed specifically for health care, programs and services, kitchen and laundry services, intake, release, and administration. The healthcare building will have 30 new special use beds.	\$ 40,000,000
Placer	The proposed project will construct a new standalone 168-bed facility at the existing South Placer County Jail, South Placer Inmate Rehabilitation and Instructional Training Facility (SPIRIT). The new facility will replace housing units 1 and 3 at Auburn Jail. The SPIRIT facility will include re-entry housing units for men and women, including spaces for programming, group, and interview rooms, staff and administrative support spaces, program, vocational, and treatment spaces. (Partial Award)	\$ 9,500,000
Sonoma	The proposed project will construct a new Behavioral Health Unit (BHU) facility at the existing facility location. The facility will be single story and consist of approximately 33,000 sf. to provide housing for behavioral health inmates, along with programming space to support the unit. The BHU will have 72 special use beds, 40 designed for competency restoration for mentally ill offenders awaiting trial, and 32 beds for treating seriously mentally ill inmates.	\$ 40,000,000
Yolo	The proposed project will construct a new replacement jail of 150 medium security beds at the existing Leinberger Center. The new facility will consist of three 30-bed dormitory units and one 60-bed dormitory unit arranged in a podular fashion for central supervision, as well as an expansion of programming space. Each dormitory will contain a day room, toilets, and lavatories. The proposed design also includes spaces for programming, multipurpose rooms, and staff support services. The new facility will further the county's reentry programming plan.	\$ 30,500,000

SMALL COUNTIES

Amador	The proposed project will construct a new facility north of the existing jail to add space for programming, medical and mental health treatment, and furthermore address the issue of a lack of beds that meet custody	\$ 17,179,000
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security housing needs by adding 40 additional maximum security replacement beds.

Colusa	The proposed project will construct a new facility that will provide adequate programming, mental health treatment and recreation space. The project will replace substandard housing with podular housing units and provide a medical and dental clinic/exam space. This will allow safety and respiratory isolation cells and expand work areas with support space for medical, mental health treatment, and jail staff.	\$ 20,000,000
Humboldt	The proposed project, which is a 23,712 sf. multi-purpose facility, will add a new 38-bed community transitional re-entry inmate housing unit with (in-custody) programming spaces, and a six-bed mental health treatment housing unit with program and support areas for counselors. The new Reentry Resource Center construction will consolidate various programs and alternatives into one centralized location to improve cost effectiveness and efficiency. The project will also address critical needs for custody beds and program service support space in three major areas: mental health staff support space, jail community re-entry housing unit, and mental health treatment beds. In addition, the construction of the new center will seek to provide a short-term service-focused custody environment for all inmate security classifications and allow them to participate in mental health, education, drug counseling, life skills development, and reentry services. Probation's day reporting center, the Sheriff's jail alternative programs staff, and counselors from the Department of Health and Human Services Behavioral Health, Clinical Health and Substance Abuse will jointly staff the facility.	\$ 20,000,000
Napa	The proposed project will construct a 64-cell secure housing facility. The project will include the construction of a majority of the core functions for the new jail including a 17 bed medical and mental health treatment unit, central control, kitchen and laundry facilities, intake processing area and administrative offices. Programming space will be provided within the housing units through two 500 sf. classrooms and individual counseling rooms. The county will be able to decommission 60 antiquated beds within the current downtown jail facility. (Partial Award)	\$ 2,821,000
Trinity	The proposed 72-bed project will address the lack of high-security cells, the lack of medical and mental health beds, the increasing cost of operation, and the lack of critically needed program space. The proposed project, which would be constructed next to the County's existing juvenile facility, will provide a new administration suite, intake, medical suites, laundry facility, staff facilities, program space, kitchen, new housing, new recreational yard, and parking area. It replaces 53 antiquated beds. In the current jail, programs can be offered only once a week; this project allows for increased frequency of programming.	\$ 20,000,000
Yuba	The proposed project will address the existing deficiencies in medical and mental health treatment space by adding 12 special use beds. It will also address inmate programming, with the emphasis on increasing public safety and reducing recidivism by constructing a two-story, (approximately 14,000 sf.) space containing a medical and mental health	\$ 20,000,000

treatment department. There will also be space for dental treatment, classrooms, program space, support space, mental health staff offices, laundry area, and interview rooms.

Attachment E - Leinberger ISMND
(available upon request with the Clerk of the Board)

BOARD OF SUPERVISORS
Yolo County, California

To: Fin. Svcs. ✓

CONSENT CALENDAR

Excerpt of Minute Order No. 17-135 Item No. 22, of the Board of Supervisors' meeting of September 12, 2017.

MOTION: Saylor. SECOND: Provenza. AYES: Villegas, Saylor, Rexroad, Provenza, Chamberlain.

22.

Authorize Assistant County Administrator, County Counsel, and/or Chief Financial Officer to execute intergovernmental agreements with state and federal agencies necessary to continue the Monroe Detention Facility and Leinberger Detention Facility (SB863) Projects. (No general fund impact) (Newens)

Approved recommended action on Consent.



County of Yolo

www.yolocounty.org

To: Supervisor Duane Chamberlain, Chair
and Members of the Board of Supervisors

Consent-General Government # 22.

Board of Supervisors

Financial Services

Meeting Date: 09/12/2017

Brief Title: Leinberger (SB863) and Monroe (AB900) Agreements with State and Federal Agencies

From: Howard Newens, Chief Financial Officer, Department of Financial Services

Staff Contact: Chad Rinde, Accounting Manager, Department of Financial Services, x8050

Subject

Authorize Assistant County Administrator, County Counsel, and/or Chief Financial Officer to execute intergovernmental agreements with state and federal agencies necessary to continue the Monroe Detention Facility and Leinberger Detention Facility (SB863) Projects. (No general fund impact) (Newens)

Recommended Action

- A. Authorize Assistant County Administrator, County Counsel, and/or Chief Financial Officer to execute intergovernmental agreements with the Board of State and Community Corrections (BSCC), the California Department of Corrections and Rehabilitation (CDCR), the State Department of Finance (DOF), and the U.S. Marshals; and
- B. Authorize Assistant County Administrator, County Counsel and/or Chief Financial Officer to execute amendments to all agreements associated with AB900 and SB863 provided that the contracts, agreements, and change orders do not result in cost increases to overall project budget approved by the Board.

Strategic Plan Goal(s)

Operational Excellence

Reason for Recommended Action/Background

The Monroe Detention Expansion (AB900 Funding) and Leinberger Detention Facility (SB863) were included in the County's Capital Improvement program and related bond issuance of the 2017 Capital Projects Lease Revenue Bonds. In order to continue to work through administrative steps required as part of the project process with the State of California Board of State and Community Corrections (BSCC), County staff has worked with the state on a number of coordination calls to ensure the compatibility of the bonds that will be issued in the future by the State Public Works Board to ensure there is no conflict with the County of Yolo bonds. The end result is a Cooperative Agreement on the expenditure of bond proceeds to ensure that both agencies maintain compliance with federal tax rules associated with tax exempt financing.

The County is continuing to work through coordination activities with the California Department of Corrections and Rehabilitation (CDCR) on compatibility of the bond financing for the State Public Works Board on the Monroe AB900 project. It is anticipated that both parties will arrive at a similar cooperation agreement on the expenditure of bond proceeds and therefore it is requested that authority be given to specific officials to allow this to move forward without delay.

In an effort to ensure all parties maintain compliance in regard to private income rules for tax exempt debt, the State Department of Finance and BSCC requested that the County Sheriff's Department enter into an amended agreement for limitations on federal prisoners. The rationale for the amendment was that acceptance of federal prisoners is an income generating activity and if that income exceeds certain thresholds, it presents a risk to the tax exempt status of both the County and the State Public Works Board Bonds. Therefore, county staff request authority for the Assistant County Administrator to approve the amendment to the federal prisoner agreement with the US Marshals Service.

In addition to the Cooperative Agreements and the amendment to the US Marshall's Agreement, it is anticipated that the State will require a ground lease and/or site lease to utilize the Monroe and Leinberger Detention Facilities as collateral for the State Public Works Board bonds. Therefore, County staff would like to obtain authorization for the key county officials including the Assistant County Administrator, County Counsel and Chief Financial Officer to be able to execute necessary documents to complete the ground and site leases to continue the Monroe and Leinberger projects.

The BSCC and the CDCR will also require a Project Delivery and Construction Agreement (PDCA) which is required to be executed between the County and the State prior to the beginning of the construction period on each of the Jail projects.

There may be additional administrative agreements and contracts necessary in order to continue to pursue the Jail project construction and fulfill grant requirements of AB900 and SB863. Therefore, staff request that broad authority be given to the Assistant County Administrator, County Counsel and/or Chief Financial Officer to authorize agreements and amendments to continue the projects so long as they do not result in increases to the overall project budgets approved by the Board of Supervisors.

Collaborations (including Board advisory groups and external partner agencies)

The Department of Financial Services collaborated with the County Administrator's Office, the County Sheriff's Office, the BSCC, CDCR, and US Marshalls on the SB863 and AB900 projects and required intergovernmental agreements.

Fiscal Information

No Fiscal Impact

Fiscal Impact of this Expenditure

Total cost of recommended action \$0

Amount budgeted for expenditure

Additional expenditure authority needed \$0

On-going commitment (annual cost)

Source of Funds for this Expenditure

\$0

Further explanation as needed

The fiscal impact of the Monroe and Leinberger Detention projects are included in the County's budget and included in the Capital Improvement Program. These agreements are administrative in nature to continue to meet the requirements for SB863 and AB900 grant funding.

Attachments

No file(s) attached.

Form Review

Inbox	Reviewed By	Date
Howard Newens	Howard Newens	08/29/2017 05:24 PM
Mindi Nunes	Mindi Nunes	08/31/2017 10:16 AM
County Counsel	Carrie Scarlata	08/31/2017 04:47 PM
Form Started By: Chad Rinde		Started On: 08/02/2017 07:32 AM
Final Approval Date: 08/31/2017		

Attachment G - County Agreements (available upon request with the Clerk of the Board)



Regular-General Government #
30.

Board of Supervisors

County Administrator

Meeting Date: 02/25/2020

Brief Title: Approve SB 863 Leinberger Replacement Project Budget and Design

From: Mindi Nunes, Assistant County Administrator, County Administrator's Office

Staff Contact: Mark Bryan, Financial Systems Manager, County Administrator's Office, x4590

Subject

Approve the SB 863 Leinberger Replacement project budget of \$34,278,550; approve project plans and specifications and authorize staff to issue the construction bid. (No general fund impact) (Nunes/Bryan)

Recommended Action

- A. Approve SB 863 Leinberger Replacement project budget of \$34,278,550 contingent on final approval from the State Department of Finance for grant proceeds in the amount of \$30,500,000;
- B. Approve the Plans and Specifications for the Leinberger Replacement Project; and
- C. Authorize staff to issue the construction bid.

Strategic Plan Goal(s)



Safe Communities

- Reduce criminal activity and recidivism

Reason for Recommended Action/Background

The Yolo County SB 863 Leinberger Replacement Project is funded by a grant from the Board of State and Community Corrections (BSCC). The County received SB 863 Adult Local Criminal Justice Facilities Financing Program funds in the amount of \$30,500,000 from BSCC. The total project budget of \$34,278,550 also includes a cash match of \$3,577,350 and an in-kind match of \$201,200. CIP Bond Proceeds provide the funds for the cash match. The specifics of the funding for this project are outlined in the attached Budget Summary Table (Attachment A).

The project is in the concluding stages of State approval and is currently in final review with the Department of Finance (DOF), who also has delegated approval authority from the State Public Works Board (SPWB) to authorize the County to proceed to construction bids. The project has already received approval from the State Fire Marshall and BSCC. The County conducted a Request for Qualifications to pre-qualify General Contractors in preparation for the construction bid—four construction companies were pre-qualified through this process.

The project will design and construct a new stand-alone facility by demolishing the existing Leinberger facility and constructing a new two-level facility that provides housing, housing support, central control, public lobby, and staff/support area. The housing area will provide 150 beds as well as dayrooms, outdoor recreational space, and support space. Housing support will consist of multiple program rooms, interview space, sally port, and medical clinic spaces. Central control and

public lobby area will also include non-contact in-person visitation. The staff/support area will include administration, staff locker rooms, break room, and storage rooms. The project also includes, but is not limited to, utilities, electrical, plumbing, mechanical, heating, ventilation and air conditioning, communications, fencing, security and fire protection systems, as well as landscaping and pavement for building access and outdoor functions. The overall site plan, enlarged site plan, floor plans, elevations, and exterior rendering are included in the attached design drawings (Attachment B). The schematic design narrative is provided in Attachment C.

Approval of the project budget and design will allow the County to proceed to bid pending final approval from the State.

Staff recommends approval of the total project budget of \$34,278,550, approval of the project design, and authorization to issue the construction bid once final project approval is received from the State.

Collaborations (including Board advisory groups and external partner agencies)

The County Administrator's Office collaborated with the Yolo County Sheriff's Office, County Counsel, County Department of Finance, California Board of State and Community Corrections (BSCC), California State Public Works Board, California Department of Finance (DOF), and the State Fire Marshall's Office.

Fiscal Information

No Fiscal Impact

Fiscal Impact of this Expenditure

Total cost of recommended action

Amount budgeted for expenditure

Additional expenditure authority needed \$0

On-going commitment (annual cost)

Source of Funds for this Expenditure

General Fund \$0

Further explanation as needed

The 2019-20 Adopted Budget included \$33,000,000 for project costs. Remaining amounts will be included in the 2020-21 Budget.

Attachments

[Att. A. Budget Summary Table](#)

[Att. B. Design Drawings](#)

[Att. C. Schematic Design Narrative](#)

Form Review

Inbox	Reviewed By	Date
Mindi Nunes	Mindi Nunes	02/17/2020 06:01 AM
Patrick Blacklock	Patrick Blacklock	02/18/2020 09:43 AM

11/4/2020

Phil Pogledich
Financial Services
Elisa Sabatini
Form Started By: Mark Bryan
Final Approval Date: 02/19/2020

Phil Pogledich
Chad Rinde
Elisa Sabatini

Print Staff Report

02/18/2020 02:25 PM
02/18/2020 09:46 PM
02/19/2020 09:44 AM
Started On: 01/27/2020 03:19 PM



County of Yolo

www.yolocounty.org

To: The Chair and Members of the Board of Supervisors

Regular-General Government 30. County Administrator

Board of Supervisors

Meeting Date: 07/07/2020

Brief Title: SB 863 Leinberger Replacement Project Review

From: Mindi Nunes, Assistant County Administrator, County Administrator's Office

Staff Contact: Mark Bryan, Financial Systems Manager, County Administrator's Office, x4590

Subject

Receive a report on the status of the Yolo County SB 863 Leinberger Replacement Project and consider next steps. (No general fund impact) (Nunes/Bryan)

Recommended Action

Receive a report on the status of the Yolo County SB 863 Leinberger Replacement Project.

Strategic Plan Goal(s)



Safe Communities

Reason for Recommended Action/Background

A. Background

On June 20, 2014, the Adult Local Criminal Justice Facilities Construction Program became effective through Senate Bill 863. The legislation authorized up to \$500 million for the construction and improvement of local adult criminal justice facilities. On June 10, 2015, the Board of State and Community Corrections (BSCC) issued a Request for Proposals (RFP) from local jurisdictions interested in applying for available funds.

Yolo County applied for and received SB 863 funds from the BSCC in the amount of \$30,500,000. The total project budget of \$34,278,550 also includes a cash match of \$3,577,350 and an in-kind match of \$201,200. CIP Bond Proceeds provide the funds for the cash match. The current approved Budget Summary Table is attached (Attachment A).

On February 25, 2020, the Board approved the SB 863 Leinberger Replacement project budget of \$34,278,550 contingent on final approval from the State Department of Finance (DOF) for grant proceeds in the amount of \$30,500,000. At this meeting the Board also approved the Plans and Specifications for the project and authorized staff to issue the construction bid upon final approval from DOF.

The project will design and construct a new stand-alone facility by demolishing the existing Leinberger facility and build a new two-level facility that provides housing, housing support, central control, public lobby, and staff/support area. The housing area will provide 150 beds as well as dayrooms, outdoor recreational space, and support space. Housing support will consist of multiple program rooms, interview space, sally port, and medical clinic spaces. Central control and public lobby area will also include non-contact in-person visitation.

B. Status of Existing Facility

The existing Leinberger facility was built utilizing residential construction principals, and as such, has not weathered the heavy use it has withstood for over 25 years. Currently, detention staff use the facility for program provision; however, this requires the use of space designed for other purposes. Dedicated program areas would allow for the delivery of increased programming to inmates. Additionally, the current dormitory-style design requires additional staffing to monitor individuals appropriately.

The existing facility is also not conducive to program delivery. For example, the dining hall serves as a dining room three times a day, a program room for all programs, a visiting room, and a medical waiting area. Occasionally it also acts as space for attorney/professional visits. The usage limits the number and variety of programs provided since the area must satisfy multiple functions and schedules.

The building is of antiquated design, and the physical layout is unsafe for both inmates and staff. The facility can only house one classification as the layout does not allow for separation. The small dorms with separate restrooms/showers are not visible to custody officers and do not enable proper supervision toward the prevention of violence, introduction and concealment of contraband, potential suicide, and vandalism. For example, the male housing section or dorm uses a six-station group shower constructed before the federal Prison Rape Elimination Act of 2003 (PREA) was enacted and does not meet the standards. Also, the facility contains porcelain toilet fixtures that are highly breakable and easily weaponized.

The current facility also possesses a host of deficiencies in terms of deferred maintenance, including wall damage, plumbing fixtures, and finishes, as well as HVAC units that are at the end of their useful life and should be replaced. The following items are the minimum to be targeted for any continued use:

- Replace all of the gypsum board surfaces exposed to inmates with security lath and hi-impact gypsum board,
- Replace the plumbing fixtures with more security and anti-ligature type fixtures,
- Replace all of the floor coverings,
- Replace many of the ceiling tiles and broken light fixtures,
- Replace roof shingles soon,
- Replace the HVAC Units that are at the end of their useful life,
- Replace the Hot Water system that has had on-going issues,
- Replace the inadequate security monitoring systems (CCTV) with a new system and cameras throughout the facility,
- Repair several areas that continue to have dry rot,
- Remedy ADA Deficiencies,
- Replace the antiquated fire alarm system,
- Replace the roof.

If the SB 863 grant funds are not accepted, the County should anticipate a minimum of roughly 3.8 to 4.3 million dollars to prepare the facility for continued use. This would not upgrade the facility to accommodate a larger population of inmates qualified to be housed in the facility. Nor would it include any expansion to accommodate the much-needed space for programming that would contribute to reducing recidivism, or provide staff support space. Finally, the dollars spent to accomplish the deferred maintenance would most likely cost the County more than the cash match for the SB 863 project.

C. Proposed Facility

Replacing the Leinberger facility with detention rated construction, intentionally designed program space, and an enhanced supervision layout will allow the Sheriff's Office to meet the goals of the Community Corrections Partnership's Realignment Strategic Plan to build offender competency and support reintegration. The new facility would be part of a three-step process designed to allow in-custody individuals to progress through stages that recognize improved behavior and that provides appropriate, evidence-based programs designed to meet individual needs. An individual who meets program requirements while in Monroe Detention Center would be eligible to move to the less restrictive

environment at Leinberger. There, they would complete the program and eventually progress to in-home custody through the use of electronic monitoring. The individual will transition to out-of-custody programming at the Day Reporting Center and receive case management from Probation.

The new facility includes a housing style that permits different classifications in the facility; this, in turn, will allow for the provision of quality programming to a broader range of inmate classifications. One approach would be for a robust re-entry program to prepare inmates for integration back into society. The new Leinberger will allow more inmates to take advantage of the social aspect of a dormitory setting, along with the programs offered. If the population size allows, vacant sections can be used as transitional housing for introducing inmates to electronic monitoring, so they have a safe place to live. At the same time, they can seek and gain employment, continue programs, and prepare to live in their own residence—similar to the REACT facility in Stanislaus County. The plan and hope are to increase class availability and variety for inmates who need to have training and education opportunities meaningful to their individual needs. Potential additional programming includes:

- 52-week Batterer’s Class (that is transferrable to an out of custody class upon release),
- Parenting Courses for males and females,
- Employment Readiness,
- Relaxation Therapy,
- EMDR Individual Therapy,
- Cognitive Behavior Therapy,
- Substance Use Disorder education,
- Yoga, and
- Music and art classes.

Programming could also address family reunification modeled after other successful agencies who are known to be pioneers in the area of making families whole in a healthy environment.

D. Project Status

The project is in the concluding stages of State approval. It is currently in the final review with the Department of Finance (DOF), who also has delegated approval authority from the State Public Works Board (SPWB). DOF intends to issue the ground lease to the County in July with a start date of July 28, 2020. This will allow for the final preparation toward bid issuance. The project has already received approval from the State Fire Marshall and BSCC.

To date, the project has incurred expenses in the amount of \$3,082,075 (through May 2020) primarily for architectural, construction management, CEQA, and state agency fees. If the project proceeds, the 2017 Capital Improvement Plan Bond proceeds would cover these costs. If the project does not proceed, those costs would need to be born by other sources include County General Fund.

Collaborations (including Board advisory groups and external partner agencies)

The County Administrator’s Office collaborated with the Yolo County Sheriff, County Counsel, County Department of Finance, California Board of State and Community Corrections (BSCC), California State Public Works Board, California Department of Finance (DOF), and the State Fire Marshall’s Office.

Fiscal Information

No Fiscal Impact

Fiscal Impact of this Expenditure

Total cost of recommended action	\$0
Amount budgeted for expenditure	
Additional expenditure authority needed	\$0
On-going commitment (annual cost)	

Source of Funds for this Expenditure

General Fund

\$0

Attachments

Att. A. Presentation

Form Review

Inbox

Reviewed By

Date

Mindi Nunes

Mindi Nunes

06/24/2020 03:57 PM

Patrick Blacklock

Patrick Blacklock

06/25/2020 07:43 AM

Dale Johnson

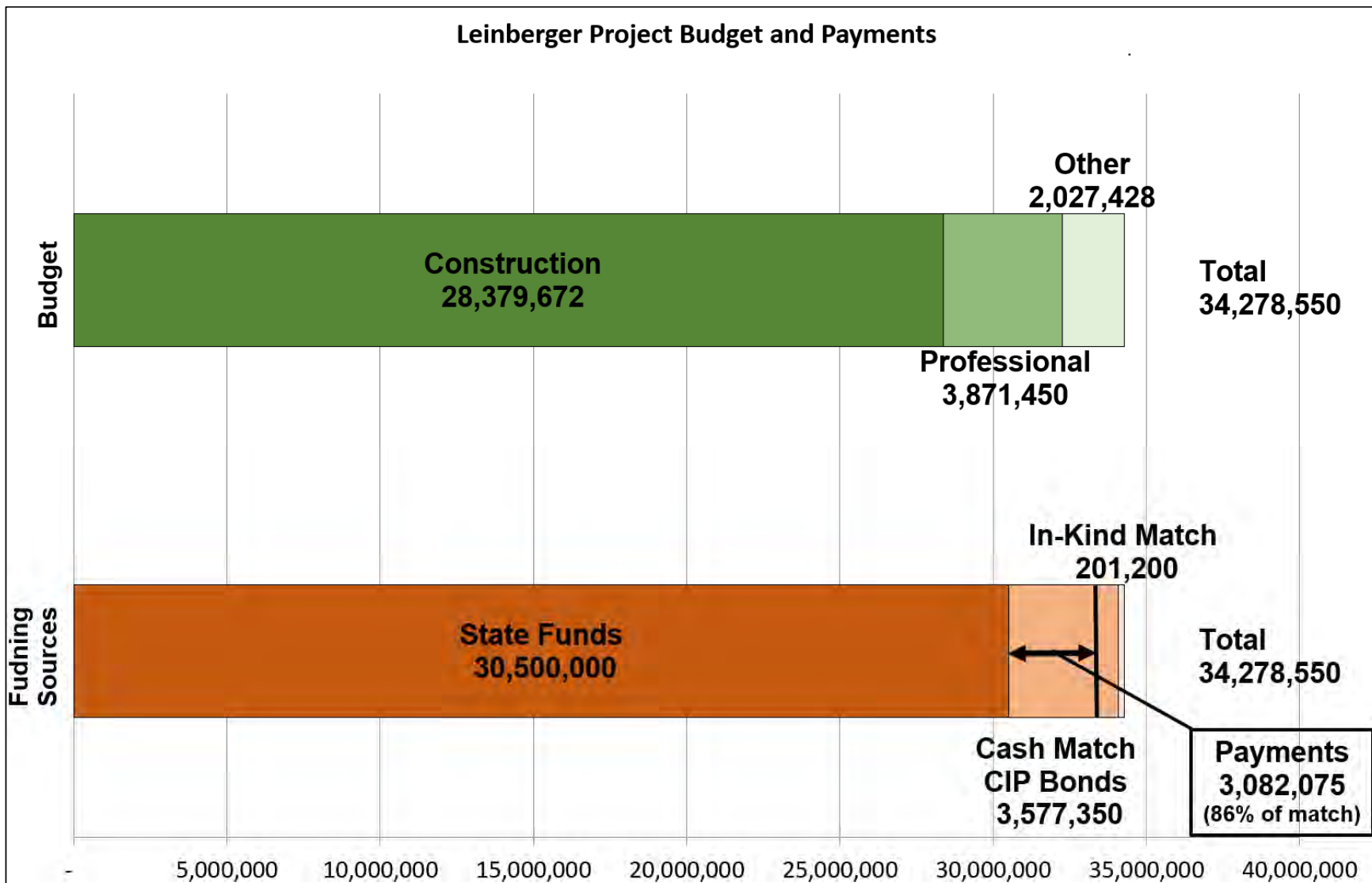
Dale Johnson

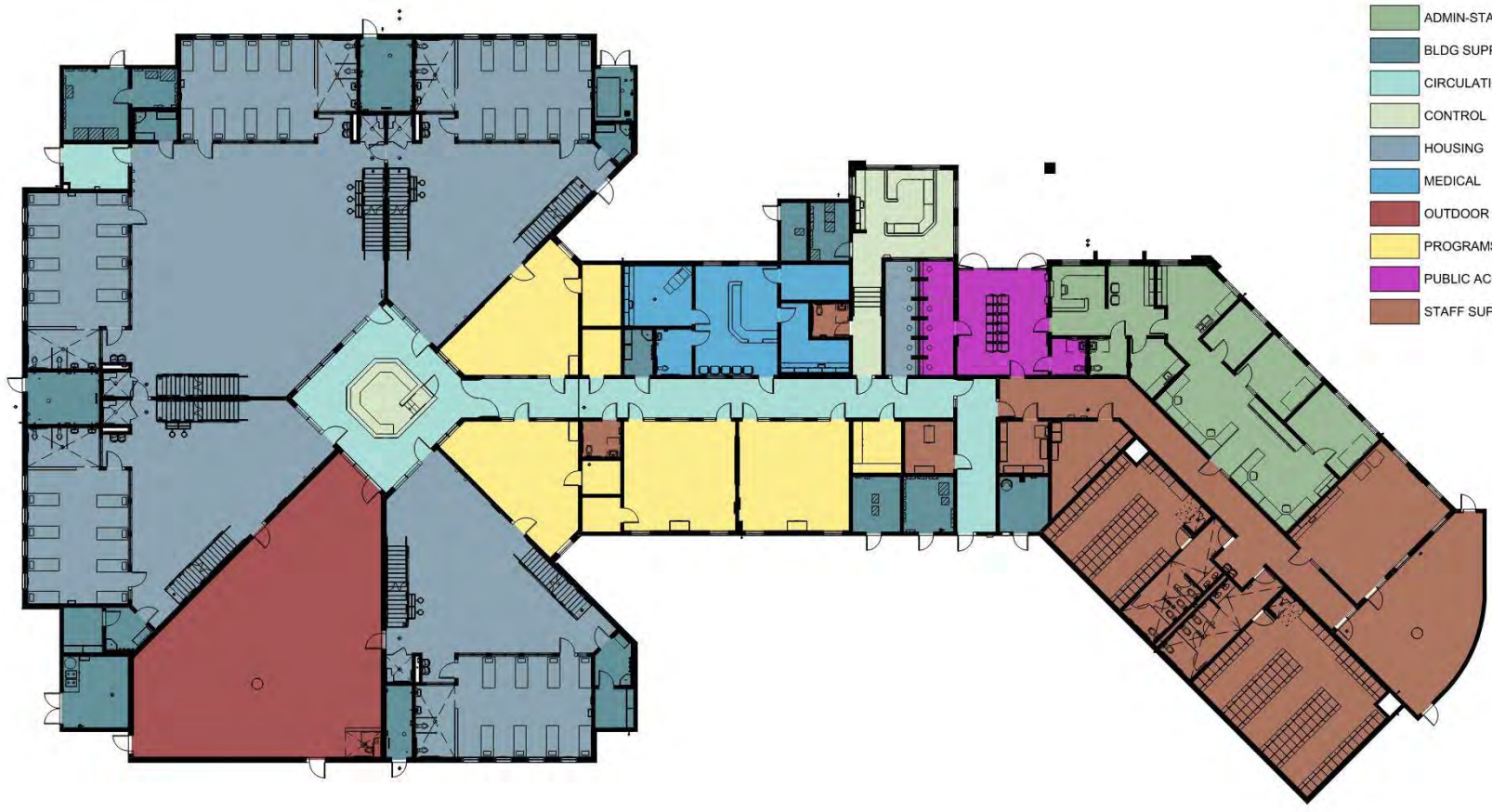
06/26/2020 07:53 AM

Form Started By: Mark Bryan

Started On: 06/22/2020 11:46 AM

Final Approval Date: 06/26/2020





COLOR LEGEND

- ADMIN-STAFF
- BLDG SUPPORT
- CIRCULATION
- CONTROL
- HOUSING
- MEDICAL
- OUTDOOR REC
- PROGRAMS
- PUBLIC ACCESS
- STAFF SUPPORT

SPACE USAGE PLAN
 YOLO COUNTY JAIL - LEINBERGER

Programs and Services Toward Reintegration

- Reintegration
 - Re-entry Programming
 - Family Reunification
 - Parenting Courses
 - 52-week Batterer's Class
- Education
 - General Education Program
 - Landscape/Gardening Program
 - Culinary Arts
 - Laundry/Janitorial Program
 - Music and Art Classes
- Vocational
 - Electronic Monitoring
 - Work Furlough
 - Employment Readiness
- Coping Skills
 - Relaxation Therapy
 - EMDR Individual Therapy
 - Cognitive Behavior Therapy
 - Substance Use Disorder Education
 - AA/NA and Faith Based Programs
 - Yoga

Attachment J: BSCC Legislation & Requirements

2.2 Allowable uses under SB 863

SB 863, which provides the grant funding associated with Leinberger, illustrates the allowable uses under SB 863 associated with the financing of local criminal justice facilities. Chapter 3.131, Section 15820.93 provides the following guidance:

- For purposes of this chapter, an adult local criminal justice facility may include improved housing with an emphasis on expanding program and treatment space as necessary to manage the adult offender population consistent with the legislative intent described in Sections 17.5 and 3450 of the Penal Code under the jurisdiction of the sheriff or county department of corrections, as may be applicable, to be further defined by the BSCC in duly adopted regulations.
- For purposes of this chapter, an adult local criminal justice facility may also include custodial housing, reentry, program, mental health, or treatment space necessary to manage the adult offender population, consistent with the legislative intent described in Sections 17.5 and 3450 of the Penal Code, under the jurisdiction of the sheriff or county department of corrections, as may be applicable, to be further defined by the BSCC in duly adopted regulations.

As described above, Sections 17.5 and 3450 of the Penal Code include additional detail associated with facilities. Relevant excerpts of Sections 17.5 and 3450 may be found below, with the caveat that the language utilized across both Codes is the same.

Penal Code Section 17.5/3450

“Community-based punishment” means correctional sanctions and programming encompassing a range of custodial and noncustodial responses to criminal or noncompliant offender activity. Community-based punishment may be provided by local public safety entities directly or through community-based public or private correctional service providers, and include, but are not limited to, the following:

- Short-term flash incarceration in jail for a period of not more than 10 days.
- Intensive community supervision.
- Home detention with electronic monitoring or GPS monitoring.
- Mandatory community service.
- Restorative justice programs such as mandatory victim restitution and victim-offender reconciliation.
- Work, training, or education in a furlough program pursuant to [Section 1208](#) .
- Work, in lieu of confinement, in a work release program pursuant to [Section 4024.2](#) .
- Day reporting.
- Mandatory residential or nonresidential substance abuse treatment programs.
- Mandatory random drug testing.
- Mother-infant care programs.
- Community-based residential programs offering structure, supervision, drug treatment, alcohol treatment, literacy programming, employment counseling, psychological counseling, mental health treatment, or any combination of these and other interventions.

The full text for Section 17.5 may be found [here](#). The full text for Section 3450 may be found [here](#).

In addition to these parameters, each participating county must have their projects certified to the State Public Works Board by the Board of State and Community Corrections (BSCC) having

satisfied all of the requirements set forth in Section 15820.935. These requirements include the following:

Section 15820.935.

The BSCC shall adhere to its duly adopted regulations for the approval or disapproval of adult local criminal justice facilities. The BSCC shall also consider cost-effectiveness in determining approval or disapproval. No state moneys shall be encumbered in contracts let by a participating county until one of the following occur:

- Final architectural plans and specifications have been approved by the BSCC, and subsequent construction bids have been received.
- Documents prepared by a participating county pursuant to paragraph (1) of subdivision (d) of Section 20133 of the Public Contract Code have been approved by the BSCC, and subsequent design-build proposals have been received pursuant to that section.
- The participating county has notified the board of its intent to exercise an option to purchase the completed facility pursuant to Section 15820.931.

The review and approval of plans, specifications, or other documents by the BSCC are for the purpose of ensuring the proper administration of moneys and the determination of whether the adult local criminal justice facility specifications comply with law and regulation. The BSCC may require changes in construction materials to enhance safety and security if materials proposed at the time of final plans and specifications are not essential and customary as used statewide for facilities of the same security level. Participating counties are responsible for the acquisition, design, construction, staffing, operation, repair, and maintenance of the adult local criminal justice facility.

The BSCC shall establish minimum standards, funding schedules, and procedures, which shall take into consideration, but not be limited to, the following:

- Certification by a participating county of control of the adult local criminal justice facility site through either fee simple ownership of the site or comparable long-term possession of the site, and right of access to the adult local criminal justice facility sufficient to ensure undisturbed use and possession.
- Documentation of the need for improved adult local criminal justice facility housing with an emphasis on expanded program and treatment space.
- A written adult local criminal justice facility proposal.
- Submission of a staffing plan for the adult local criminal justice facility, including operational cost projections and documentation that the adult local criminal justice facility will be able to be safely staffed and operated within 90 days of completion, as may be applicable.
- Submission of architectural drawings, which shall be approved by the BSCC for compliance with minimum adult detention facility standards and which shall also be approved by the State Fire Marshal for compliance with fire safety and life safety requirements.
- Documentation evidencing compliance with the California Environmental Quality Act (CEQA).
- Provisions intended to maintain the tax-exempt status of the bonds, notes, or bond anticipation notes issued by the board.

Attachment K - Title 15 Minimum Standards for
Local Detention Facilities
(available upon request with the Clerk of the Board)

Plan to Evaluate Future Uses of Juvenile Detention Facility

Timeline	JDF Planning Tasks	Jail Construction & Other Key Dates
Nov 2019		Adult Booking moved to JDF
Jan 2020	Present Draft plan to evaluate future uses of JDF to Board of Supervisors and seek input	
ENVIRONMENTAL SCAN		
Dec 2019-Dec 2020	Research demographics/forecasts related to youth involvement with the criminal justice system	
Dec 2019	Consider CSAC's Juvenile Hall Report & Toolkit and study solutions found in other counties	
TBD	RFI for pro-social uses of JDF gym	
Apr 2020		Adult housing moved to Pod A
NEEDS ASSESSMENT		
Nov 2020	Analyze out-of-county placement of youth	
Nov 2020	Compile needs assessment for criminally-involved youth in Yolo	Adult Booking returns to Monroe
Dec 2020	Complete Juvenile Program Inventory	
Sep 2020-Mar 2021	Gather input on needs and options that should be explored from: <ul style="list-style-type: none"> • Labor units and JDF staff • Juvenile Justice Commission, Juvenile Justice Coordinating Council • Partners and stakeholders i.e. law enforcement, providers • Public 	
Sep 2020-Jan 2021		State refinement of DJJ Realignment
Feb-Mar 2021	Identify options for DJJ commitments	
Apr 2021	Present needs assessment to Board of Supervisors and seek input; seek Board input on options to respond to DJJ Realignment	
May-Jun 2021	Prepare for DJJ Realignment	
GAP ANALYSIS		
May 2021	Catalog options that might address Yolo County's criminal justice needs	
Jun 2021	Refine options best aligned with Yolo County's needs and resources, including cost-benefit to house youth in JDF vs out-of-county	
RECOMMENDATIONS		
Jul 2021	Present recommended options to Board of Supervisors	DJJ no longer accepting commitments
Aug 2021	Further refine option(s) and cost-benefits based on Board input	
Sep 2021	Obtain final Board of Supervisors direction on refined recommended options	
IMPLEMENTATION		
Sep 2021-Jan 2022	Implement any changes in use of the JDF	
Oct 2021		Leinberger construction complete

California's Historic Corrections Reforms



September 2016

Magnus Lofstrom, Mia Bird, and Brandon Martin



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A technical appendix to this report is available on the PPIC website.

SUMMARY

California leads the nation in correctional reforms and reduced reliance on incarceration. In 2011, the state enacted public safety realignment, which shifted the management of lower-level felons from the state prison and parole systems to county jail and probation systems. Three years later, voters approved Proposition 47, which further reprioritized correctional resources and lowered incarceration. In this report, we describe the impact of these historic changes.

Over the past decade, California has reversed a long-term trajectory of increasing incarceration.

- Since reaching a peak in 2006 of almost 256,000 inmates, the total population incarcerated in California's state prisons and county jails has dropped by roughly 55,000. The incarceration rate has fallen from 702 to 515 per 100,000 residents—a level not seen since the early 1990s.
- Realignment substantially reduced the prison population, but led to an increase in the county jail population of about 10,000 inmates, pushing the statewide jail population above its rated capacity and leading to more early releases due to overcapacity. Proposition 47 brought the statewide jail population down to pre-realignment levels.

Dramatically reduced incarceration from realignment did not lead to a broad increase in crime rates.

- Crime rates in California are on a long-term decline, though there are year-to-year fluctuations. Realignment resulted in an additional 18,000 offenders on the street, but through 2014, we found no evidence of an impact on violent crime. Auto thefts did increase, by about 60 per 100,000 residents in 2014.
- From 2014 to 2015, the violent crime rate increased by 8.4 percent and the property crime rate by 6.6 percent. The role of Proposition 47 on crime remains unknown, but preliminary data show that compared to other states, California's increase in property crime appears to stand out more than its increase in violent crime.

Reforms have not yet succeeded in reducing the state's high rates of recidivism.

- Rearrest and reconviction rates for offenders released from state prison are similar to pre-realignment levels. The two-year rearrest rate is 69 percent. The two-year reconviction rate (42%) is about 5 percentage points higher than before realignment, but this higher rate may simply reflect prosecution of offenses that in the past would have been processed administratively.
- Realignment helped stanch the flow of returning offenders to state prison for parole violation. Two-year return-to-prison rates dropped from 55 percent pre-realignment to 16.5 percent.
- Offenders released from state prison who are supervised by county probation have higher recidivism rates than those supervised by state parole. This difference is primarily due to a significantly higher share of so-called high-risk offenders among the former population.

Corrections spending continues to grow and is at historic highs.

- Despite lower incarceration, the state’s General Fund corrections spending is \$10.6 billion—9 percent more than the \$9.7 billion spent in 2010–11, the last year before realignment. Budgetary increases have funded additional capacity, medical and mental health care, bond repayment, and employee salary and benefits.
- Bringing down the prison population enough to close a state prison or eliminate the practice of housing prisoners in non-state facilities may be necessary to yield substantial reductions in costs.

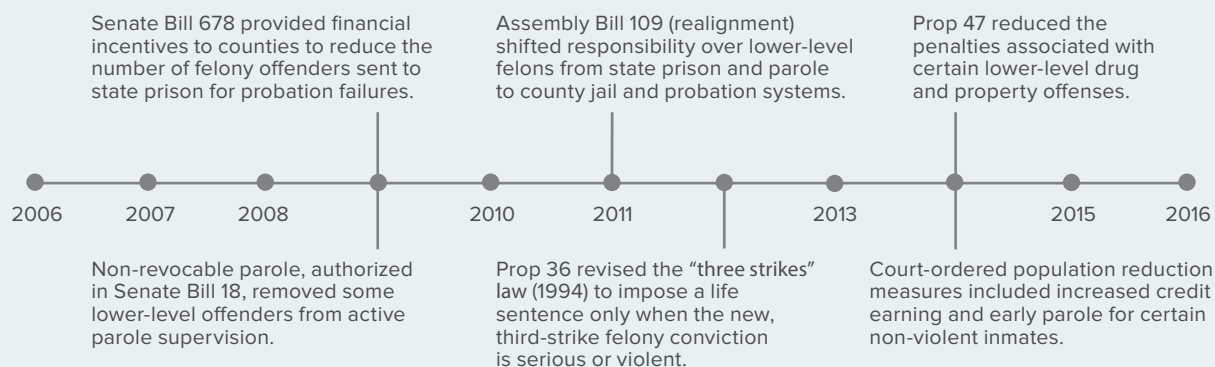
California’s historic corrections reforms have brought some success and also presented new challenges, including changes in the composition of the jail population. Future efforts will need to keep incarceration and crime rates down, while beginning to lower recidivism and costs. Achieving these manifold goals will require that the state and counties work to identify cost-effective strategies in order to reduce crime and recidivism.

Introduction

Over the past 40 years, California’s corrections system has undergone remarkable changes. “Tough on crime” policies going back to the 1970s led to dramatic increases in the prison population.¹ Between 1980 and 2006, the state prison population grew more than sevenfold. Over the same period, expenditures rose markedly and corrections’ share of the state budget roughly tripled. Although the state increased the number of prisons from 11 to 33 over this period, the prison population still outpaced capacity.

Severe overcrowding and poor prison conditions led to several lawsuits filed against the California Department of Corrections and Rehabilitation (CDCR), claiming the department provided inadequate medical and mental health care.² In 2007, a federal three-judge panel was appointed. Citing excessive crowding that prevented improved conditions, the panel ordered the state in 2009 to reduce its institutional prison population to 137.5 percent of design capacity—at the time equivalent to a reduction of almost 40,000 prisoners. Since then, California has pursued a series of correctional reforms through legislative actions, voter initiatives, and CDCR population reduction measures (Figure 1).

Figure 1. California has pursued numerous correctional reforms in the past decade



In 2011, the US Supreme Court upheld the 2009 federal court order requiring the state to reduce the prison population. In response, the state enacted Public Safety Realignment (Assembly Bill 109): legislation designed to address prison crowding by shifting responsibility for managing most lower-level felons from the state to the counties. To quickly reduce the prison population, the historic reform introduced two significant measures:

- First, most offenders convicted of non-serious, non-violent, and non-sexual crimes (known as triple-non offenses) with no serious, violent, or sexual crimes appearing in their criminal records, now serve their sentences in county jail or under probation supervision rather than in state prison.
- Second, most parole violators are not eligible to be sent to prison unless they are convicted of a new, prison-eligible felony. Instead, parole violators now serve short stays (no more than six months) in county jails, or face other local sanctions.

Realignment also introduced an important measure designed to lower California's high rates of recidivism. This measure shifted the supervision of lower-level offenders released from state prison from state parole to county probation departments (on Post-Release Community Supervision, or PRCS).

The reform quickly reduced the state prison population, but not enough to reach the mandated target. It was not until the state passed another significant reform, Proposition 47 (Prop 47), through a voter initiative in November 2014 that the prison population fell below the mandated target. Prop 47 reduced penalties for a number of drug and property offenses by classifying them as misdemeanors instead of felonies or wobblers, which can be charged as misdemeanors or felonies at the discretion of the prosecutor. The initiative allowed inmates serving sentences for these offenses to petition to have their sentences shortened. This not only helped lower the prison population, which has stayed below the mandated target since January 2015, but also significantly reduced the jail population (Lofstrom and Martin 2015; Bird et al. 2016).

In this report, we examine important lessons from these historic changes, with a special focus on realignment, which is now approaching its five-year anniversary.

Glossary of Terms

Board of State and Community Corrections (BSCC): an independent state agency that provides expertise on regulations and serves as a data clearinghouse to the community correctional systems in California.

California Department of Corrections and Rehabilitation (CDCR): the state agency that runs all state prisons and the parole system.

Capacity-constrained releases: early releases of inmates in capacity-constrained county jails. Once the jail population reaches a court-ordered or locally decided level, the sheriff begins releasing sentenced and pretrial inmates early to bring down the population.

Contract beds: beds in private and public facilities in state and out of state. The state pays for inmates to reside in contract beds to comply with the federal court population order.

Jail: county-run correctional facility holding individuals awaiting trial and those sentenced for misdemeanors or lower-level felony offenses.

Parole: state-run, post-prison-release community supervision. After realignment, only inmates convicted for the most serious, violent, or sexual offenses, or those with severe mental health problems, are supervised by state parole after release from state prison.

Post-Release Community Supervision (PRCS): county probation supervision for individuals released from state prison for non-serious, non-violent, non-sexual felony offenses. Before realignment, individuals on PRCS would have been supervised by state parole.

Prison: state-run correctional facility holding individuals convicted of the most serious felony offenses.

Probation: county-run community supervision. Probation can be given by the courts to individuals instead of jail or prison sentences, or in combination with a sentence in county jail.

Property crime: defined by the FBI to be crimes committed against property, including burglary, motor vehicle theft, and larceny theft.

Recidivism: the return to offending by individuals previously convicted of a crime. It is commonly measured by rearrest, reconviction, and/or return to custody.

Violent crime: defined by the FBI to be certain crimes committed against a person, including homicide, rape, robbery, and aggravated assault. While many crimes against persons are considered violent crimes, some crimes against persons may be non-violent, such as harassment or stalking.

We take stock of the key effects of realignment on incarceration, crime, recidivism, and state correctional spending. We also assess the extent to which subsequent reforms—particularly Prop 47—have enhanced or mitigated the effects of realignment.

Incarceration Has Decreased Dramatically

Realignment, Prop 47, and other measures have reduced the total incarcerated population by almost 55,000 inmates since 2006. This translates to roughly 44,700 fewer state prison inmates and 10,100 fewer county jail inmates. At its peak in 2006, the state’s total incarceration rate was 701.7 per 100,000 residents. The incarceration rate is now down to 514.5 per 100,000 residents, a decline of 26 percent as of December 2015 (Figure 2).³

A total incarceration rate this low has not been seen in California since the early 1990s, before voters passed a “three strikes” law mandating sentences of 25 years to life for most felony offenders with two previous serious and/or violent convictions (Prop 184).

Most of the decline in the total incarceration rate comes from the drop in the prison population. This is not surprising since most reforms focused on lowering the number of inmates in state prisons. In October 2006, 475.3 per 100,000 California residents were incarcerated in state prison. By December 2015, the prison incarceration rate had dropped to 328.3 per 100,000 residents, a decline of 30 percent. The state’s county jail incarceration rate has also declined, but not as much due to the significant increase in the jail population stemming from realignment. The jail incarceration rate declined from 226.4 per 100,000 residents in October 2006 to 186.2 per 100,000 residents in December 2015, a drop of 18 percent.

Figure 2. California’s total incarceration rate has declined significantly and steadily since 2009



SOURCE: Board of State and Community Corrections, Jail Profile Survey and California Department of Corrections and Rehabilitation, Monthly Population Report, January 1996–December 2015.

NOTE: The figure shows the total (combined prison and jail) incarcerated population per 100,000 residents.

Realignment Rapidly Lowered the Prison Population

The 2009 federal court mandate to reduce the prison population posed a significant challenge for the state, which needed to implement multiple reforms, measures, and capacity expansions to meet the mandate. These actions succeeded in reducing the state prison population. From January 2009 to the end of June 2016, the prison population declined by about 41,600 inmates. Realignment is estimated to have contributed to well over half of this decline, or about 27,000 inmates.⁴

By the time the US Supreme Court upheld the court mandate in 2011, the state needed to reduce the prison population by an additional 34,000 inmates by June 2013.⁵ Partly motivated by the idea that “locals can do a better job,” realignment shifted the responsibility for incarceration and supervision of many lower-level felons from the state prison system to county sheriff and probation departments. The bill went from proposal to implementation very quickly: it was proposed by Governor Jerry Brown in January 2011, passed by the legislature in March 2011, and went into effect in October 2011.

The reform substantially reduced the prison population. By the end of September 2012, the first year following realignment, the prison population had dropped by about 27,400 and reached 150.5 percent of design capacity. But this still fell short of the court-mandated threshold of 137.5 percent of design capacity. The state moved closer to this target by housing more inmates in other public and private facilities in California (known as in-state contract beds), and opening a new health care facility in Stockton, which added nearly 3,000 new beds to the prison system. The passage of Prop 36 in 2012, which relaxed the state’s 1994 “three strikes” law and allowed inmates to be resentenced if their third strike was not serious or violent, also brought down the prison population.⁶ But factors such as overall population growth in the state and an increase in the admissions of “second strikers” continued to put upward pressure on the prison population. In October 2014, three years into realignment, the prison population was still 140.9 percent of design capacity, roughly 2,850 inmates above the mandated target.

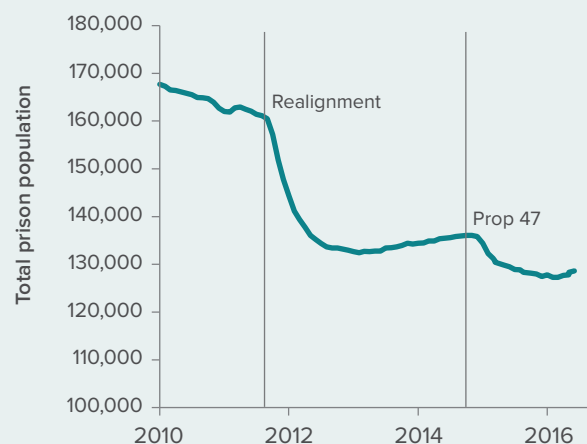
Prop 47 Brought the Prison Population below the Mandated Target

Voters have also brought major changes to the criminal justice system in California, further decreasing the state’s reliance on incarceration. In November 2014, Prop 47 passed with the support of almost 60 percent of voters. This initiative reclassified a number of drug and property crimes to misdemeanors from felonies or wobblers, which may be charged as misdemeanors or felonies at the discretion of the prosecutor. With an estimated 40,000 offenders per year affected by downgrading these offenses, it is not surprising that this too reduced the prison population (Legislative Analyst’s Office 2014).

Strikingly, the prison population dropped below the court-mandated target just two months after Prop 47 passed. This rapid decline occurred despite an increase of about 2,000 inmates the preceding year, between October 2013 and October 2014. From November 2014 to February 2016, the prison population dropped by almost 9,000 inmates (Figure 3). The most recent estimates by the Department of Finance attribute a reduction of about 5,250 inmates to Prop 47, suggesting that the most recent court-ordered population reduction measures implemented by the state have reduced the population by about 3,000 to 4,000 inmates.⁷ This is significantly higher than CDCR’s own early projection, which estimated that these court-ordered measures would lead to a reduction of about 2,000 inmates (Legislative Analyst’s Office 2014).

The population of inmates housed in prisons subject to the court order—the institutional prison population—is now about 2,300 inmates below the target.⁸ Interestingly, since February 2016, the total prison population has increased slightly, by almost 1,400 inmates as of June 30, 2016. The reasons for the increase are not known. But if the increase continues, this will challenge the state’s ability to keep the prison population below the mandated target.

Figure 3. After a big first-year drop under realignment, the prison population did not decline again until Prop 47 passed



SOURCE: California Department of Corrections and Rehabilitation, Monthly Population Report, January 2010–June 2016.

NOTE: Total prison population as of the last day of the month..

Reforms Presented Challenges and Relief to County Jails

County jails have been significantly affected by recent reforms. Realignment gave county jails new responsibilities for managing most non-serious, non-violent, non-sexual felons as well as most parole violators. In the first year after realignment, the jail population increased by about 9,000 inmates, pushing the jail population above the statewide-rated capacity and increasing early releases due to capacity constraints, which reached more than 14,000 per month. Following the passage of Prop 47, the jail population has dropped markedly and is now at pre-realignment levels. Capacity-constrained releases are now at levels well below those observed directly before the implementation of realignment, falling below 8,000 in December 2015 (see technical appendix Figure A1).

Unlike state prisons, which saw a consistent and drastic increase in population until reaching a record high in 2006, the statewide county jail population saw cycles of highs and lows between the mid-1990s and its historical high of about 84,000 inmates in September 2007.⁹ Subsequently, similar to the prison population, the jail population declined notably, to roughly 69,700 in June 2011, a drop of 17 percent (Figure 4). However, the jail population increased again with the implementation of realignment; and later, with the passage of Prop 47, it dropped sharply.

Counties are now charged with managing most felons with a new conviction of non-serious, non-violent, non-sexual crimes as well as individuals on the newly created PRCS, and most parolees, who violate release terms. This shift put upward pressure on jail populations and presented new challenges. Between the months before realignment (September 2011) and before the passage of Prop 47 (October 2014), county jail populations increased from roughly 71,800 to 82,000, an increase of over 10,000 inmates (or 14%). The increase aggravated crowding problems in many counties, pushing the average daily jail population statewide above the rated capacity of about 80,000 inmates. In October 2014, counties released 8,315 pre-sentenced inmates and 6,006 sentenced inmates to address jail crowding—25 percent and 68 percent more, respectively, compared to September 2011.

Beyond increasing the average daily jail population, realignment also altered the composition of inmates. Before realignment, the maximum jail sentence was one year. Now, the amount of jail time convicted offenders serve is often longer. By early 2014, 1,761 jail inmates were serving sentences of more than five years, up 606 (or 52%) from 2013. Higher inmate populations and more inmates serving longer terms increase demand for medical and mental health beds as well as programming and recreation space. Crowding also raises concerns about violence among inmates and between inmates and staff. Inmate assaults on staff have risen 38 percent, from 765 in the first nine months of 2011 to 1,058 over the same period in 2014.

Figure 4. Jail populations rose after realignment but dropped dramatically after Prop 47 passed



SOURCE: Board of State and Community Corrections, Jail Profile Survey, January 2010–December 2015.

The passage of Prop 47 initiated a quick and dramatic decline in the jail population. From October 2014 to January 2015, the jail population dropped by 9,769 inmates (or 12%). But, more recently, there has been a small uptick in the jail population, which increased by 265 inmates between January 2015 and December 2015. The currently available statewide data only include 14 months following the passage of Prop 47; and the proposition's long-term effect may not become evident until counties refine release policies in response to the new law. Furthermore, even though Prop 47 significantly reduced jail populations, these facilities may now house higher shares of inmates who committed serious crimes, as we describe in more detail below. This could continue to make inmate supervision more difficult.

Reforms Affected the Composition of the Jail Population

While the preceding analysis of statewide data shows that the jail population increased substantially in the wake of realignment and then decreased dramatically following Prop 47, more detailed data from select counties allow us to examine recent changes in the *composition* of the jail population. In collaboration with the Board of State and Community Corrections (BSCC), PPIC researchers are currently working with 12 counties to collect individual-level data on local criminal justice populations.¹⁰ This project—the BSCC–PPIC Multi-County Study (MCS)—captures about two-thirds of the state's jail population. We find the jail population trends within this group are consistent with statewide trends, but it is important to keep in mind that the data presented below are based on a subgroup of counties.

Using these newly available data, PPIC researchers found the number of offenders held in local jails for drug and property offenses increased substantially between October 2011 and October 2014 (Grattet et al. 2016). As a result, the share of the jail population held for drug offenses increased from 17.7 percent to 23.0 percent and the share held for property offenses increased from 19.6 percent to 23.0 percent during the three years following realignment. The number of inmates held in jail for crimes against persons—of which violent crimes are a subset—remained fairly stable under realignment.¹¹ But the share of inmates held for crimes against persons was driven down by the relative growth in the number of inmates held for drug and property offenses.

Jails also appeared to house more serious drug and property offenders after realignment. The median length of stay for felony drug offenders increased from 45 days for offenders released in October 2011 to 73 days for those released in October 2014 (Grattet et al. 2016). Median length of stay also increased for felony property offenders, from 66 days to 71 days over the same period. These changes in length of stay reflect the fact that county jails are now holding offenders who would have served their sentences in state prison prior to realignment.

In some respects, the passage of Prop 47 reversed the compositional trends we saw under realignment. Prop 47 targeted lower-level drug and property offenders and, as a result, the number of inmates held for these offenses declined markedly. In the year following Prop 47, the share of inmates held for drug offenses declined from 23.0 percent to 16.1 percent, and the share held for property offenses declined from 23.0 percent to 21.6 percent. Under Prop 47, the share of the jail population held for crimes against persons increased to 31.8 percent, nearly reaching its pre-realignment level. While relative

Together, realignment and Prop 47 prioritized resources for more serious offenders.

reductions in drug and property offenders drove much of this compositional change, the number of inmates held for crimes against persons also increased between October 2014 and October 2015 (from 13,335 to 14,561).

In addition to these compositional changes, Prop 47 drove an overall decline in the jail population. A number of factors appear to have eased jail population pressure, including both reductions in the number of individuals held for new drug and property crimes, and petitions for sentence reductions from offenders convicted prior to the law's implementation.¹² Within the counties included in the MCS, the jail population declined by about 9 percent (or 4,767 inmates) between October 2014 and October 2015, one year after the implementation of Prop 47 (Bird et al. 2016). However, the population held for Prop 47 offenses declined by more than 50 percent (or 6,334 inmates) during the same period, suggesting that observing the overall change in the jail population would lead to an underestimation of the direct effect of Prop 47. The reform also had indirect effects on the jail population. In those county jail systems operating under court-ordered population caps, initial reductions in population pressure associated with a reduction in Prop 47 offenders allowed counties to reduce capacity-constrained releases for more serious offenders (Bird et al. 2016).

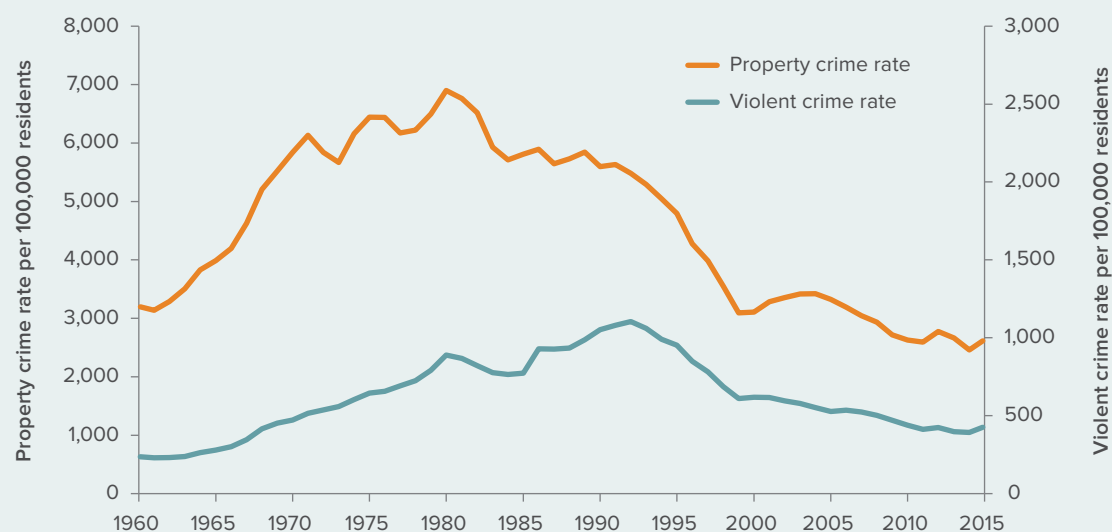
Taken together, realignment and Prop 47 represent a reprioritization of costly correctional resources toward more serious offenders. Realignment reprioritized prison beds for the most serious offenders in California, shifting large populations of lower-level felons into less costly county jail systems. Three years later, Prop 47 led to a further reprioritization of jail beds for the most serious offenders among the local jail populations.

Crime Rates Are Historically Low

The major policy reforms implemented in California provide an opportunity to answer one of the most pressing questions facing efforts to reduce incarceration: can we lower incarceration without jeopardizing public safety? With realignment approaching its five-year anniversary, there is now ample data to draw lessons from this reform.

Despite fluctuating year to year, crime rates in California are in a long-term decline. This holds true for both the violent crime rate, which has been in decline since the early 1990s, and the property crime rate, which has followed a downward trend since the early 1980s. Interestingly, the years immediately following realignment (2012) and Prop 47 (2015) are recent exceptions to this trend. After reaching historic lows in 2011, both violent and property crimes increased in 2012. Crime rates then returned to their long-term trend of decline over the following two years. However, in 2015, both violent and property crime rates increased. After a 47-year low of 393 violent crimes per 100,000 residents in 2014, the violent crime rate increased by 8.4 percent in 2015 to 426 violent crimes per 100,000 residents. After a 50-year low of 2,459 property crimes per 100,000 residents in 2014, the property crime rate also went up in 2015, by 6.6 percent to 2,620 property crimes per 100,000 residents. As Figure 5 shows, California's crime rates are still historically low.

Figure 5. California has experienced a long-term decline in crime rates



SOURCE: Authors' calculation based on the FBI's Uniform Crime Report 1960–2002 and the California Department of Justice's Criminal Justice Statistics Center, California Crimes and Clearances Files, 2003–2015.

NOTE: Violent crime includes homicide, rape, robbery, and aggravated assault; property crime includes burglary, motor vehicle theft, and larceny theft (including non-felonious larceny theft).

Realignment Did Not Increase Violent Crime, But Auto Thefts Rose

There is no evidence to suggest that realignment affected violent crime. Realignment quickly and significantly reduced the prison population—by about 27,000 during its first year. While county jail populations did increase, the increase was only a fraction of the drop in the prison population: county jail populations increased by 9,000, offsetting roughly one-third of the decline in the prison population. Reduced incarceration and the increase in the number of former inmates—about 18,000—on the street led to concerns that realignment threatened the long-term decline in the state's crime rates. These concerns were exacerbated when 2012 crime data revealed increases in both violent and property crimes.

These concerns were mostly unwarranted (Lofstrom and Raphael 2013b). Previous research has found no evidence of an impact on violent crime and concluded that the increase in 2012 was part of broader changes also seen in similar states. Although part of the increase in property crime could be attributed to the prison population decline, that impact was modest and limited to an increase in auto thefts.¹³

In a follow-up study including updated data for 2013, the findings remain unchanged and also show that realignment did not add offenders on the street beyond the 18,000 during its first year of implementation (Lofstrom and Raphael 2015). The only crime effect attributable to realignment is a modest rise in property crime, again entirely driven by an increase in auto thefts. Estimates indicate that realignment increased the auto theft rate by slightly more than 70 per 100,000 residents (Lofstrom and Raphael 2015). Put differently, the result shows that the auto theft rate in California is about 17 percent higher than it would have been had realignment not been implemented.

The property crime rate returned to its long-term trend of decline in 2013 and 2014, and remains below the 2010 rate. This may suggest that the 2012 increase was an anomaly and had little to do with realignment. To better understand the extent to which this is true, we turn to a comparison of California's crime trends to those of other states, now updating the analysis with 2014 crime data. If the 2012 increase in property crime was truly unrelated to realignment, then we might expect California's crime rate declines in 2013 and 2014 to stand out compared to other states, reducing or erasing the estimated property crime rate gap between California and comparison states reported in Lofstrom and Raphael (2013b).¹⁴ Note that at this time we are unable to incorporate the 2015 crime rates into this portion of the analysis, as the FBI has not yet released 2015 data for all states.

There is no evidence that realignment has affected violent crime. California's violent crime rate continues to follow the trend of the comparison states (see technical appendix Figure A2). Post-realignment changes in violent crimes in California fluctuate in similar ways to the comparison states, and none of the deviations from the trend is statistically significant. We also analyze each of the four violent crime offense trends separately and find that changes in murder, rape, aggravated assault, and robbery in California do not stand out when compared to changes in other states.¹⁵

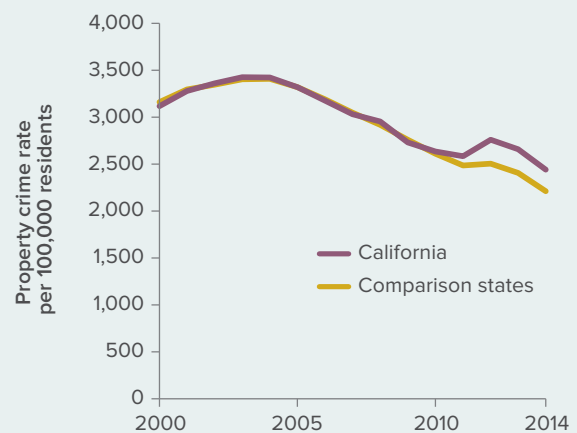
Our analysis of property crime trends shows that, relative to comparison states, California had a higher rate of property crime, specifically auto theft, beginning in 2011 and continuing through 2014. Figure 6 shows that California's pre-realignment property crime trend can be closely matched to that of comparison states. Trends in California and the comparison states start to diverge in 2011, the year realignment was implemented. By 2012, California had about 227 more property crimes per 100,000 residents than comparison states. This gap then narrowed very slightly in 2014, to 219 property crimes per 100,000 residents, but remained statistically significant. Our analysis of the three separate property offense categories of burglary, larceny theft, and motor vehicle theft reveals that the post-realignment increase in property crime is driven by an increase in the auto theft rate. The initial estimate of an increase in the auto theft rate of about 70 per 100,000 residents narrowed somewhat by 2014, to 60 per 100,000 residents, but continues to be statistically significant.

Crime Rates Increased in 2015

As mentioned above, 2015 crime data suggest another break in California's long-term decline in crime rates. Here we take a closer look at the recently released state-wide crime data. We also examine preliminary FBI data for selected cities across the country to gain insight into whether recent changes are unique to California.¹⁶

The violent crime rate increased by 8.4 percent in 2015 and the property crime rate went up by 6.6 percent. Almost one-half of the increase in violent crime is due to

Figure 6. Since 2012, California has had higher rates of property crime relative to comparison states



SOURCE: Authors' estimates based on annual state-level data from the FBI's Uniform Crime Reports, 2000–2014.

NOTE: The matched comparison states (with estimated weights in parentheses) are Colorado (0.033), Georgia (0.001), Kentucky (0.133), Massachusetts (0.032), Nevada (0.163), Tennessee (0.075), West Virginia (0.041), and Wyoming (0.522).

the increase in the most common violent crime, aggravated assaults—the rate of which went up by 6.6 percent. Roughly one-quarter is due to the increase in robberies (up by 6.9 percent). The reported number of rapes also increased, accounting for the remaining one-quarter of the broader uptick in the 2015 violent crime rate. The number of reported rapes per 100,000 residents increased by 34.1 percent. A significant reason for the increased number of reported rapes is the definitional expansion introduced by the FBI of what constitutes rape in the data.¹⁷ Almost 90 percent of the increase in the property crime rate is due to the 9.1 percent increase in the larceny theft rate. The 10.9 percent increase in the motor vehicle theft rate accounted for the rest of the broader increase in property crime, as the burglary rate dropped by 4.1 percent.

Much of the state experienced increases in violent and property crime in 2015. Of California's 58 counties, 40 saw increases in the violent crime rate, and 41 saw increases in the property crime rate. Many of these counties experienced increases in crime rates of more than 10 percent: 21 counties saw increases of more than 10 percent in the violent crime rate, and 13 counties saw increases of more than 10 percent in the property crime rate. If we limit the analysis to the 26 counties with at least 250,000 residents, where percent changes in crime are less sensitive to small changes in the number of crimes, we find that the violent crime rate rose in 21 out of the 26 counties (nine experienced increases of at least 10%), and the property crime rate also rose in 21 counties (seven experienced increases of at least 10%).

Preliminary FBI data indicate that many cities in other states also reported increases in crime in the first half of 2015.¹⁸ These data allow us to calculate year-over-year changes between January–June 2014 and January–June 2015 for 245 cities in 41 states throughout the country. The 66 California cities included in the FBI data contain about half of the state's total population.

The preliminary data show that cities in 24 of the 41 states saw increases in violent crime, while cities in 14 states reported increases in property crime. However, increases in California's crime rates are notably larger than those of many other states. The increase in the violent crime rate of 26.3 per 100,000 residents in the included California cities is greater than the increase of 10.1 per 100,000 residents for all 245 cities combined. Other large states also saw increases in violent crime over this period. Violent crime increased in Florida and Texas, by 8.4 and 6.7 violent crimes per 100,000 residents, respectively. However, New York saw a decrease, by 12 violent crimes per 100,000 residents.

The property crime rate in the select California cities increased by 116.9 per 100,000 residents, whereas the property crime rate for all included cities decreased by 29.6 per 100,000 residents. Compared to the nation's other most populous states, California's increasing property crime rates appear unique. Texas, New York, Florida, and Illinois all saw decreases of between 111.1 (Texas) and 47.7 (New York) property crimes per 100,000 residents.



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The recent uptick in crime highlights the need to identify and implement cost-effective crime prevention strategies.

Overall, compared to other states, California’s increase in property crime in 2015 stands out more than its increase in violent crime. The increase in the property crime rate in the select California cities ranks 6th out of the 41 included states, while the increase in the violent crime rate ranks 12th. When examining changes in crime by individual cities, 46 of the 66 California cities were among the 100 cities with the largest increases in the property crime rate, and 32 were among the 100 with the greatest increase in the violent crime rate.

Table 1 shows the changes in violent and property crime rates between 2014 and 2015 among the 25 largest cities included in the FBI data. Two California cities saw the largest percent increases in violent and property crime rates: Sacramento and San Francisco, respectively. Of the 25 included largest cities, the five cities with the highest percent growth in the property crime rate between 2014 and 2015, and the three cities with the highest percent growth in the violent crime rate, are in California.

Lastly, caution should be used in drawing strong conclusions about Prop 47 from the above comparison of California to the rest of the country. The increases in the included California cities in the preliminary data for the first six months of 2015 are greater than those observed for the full year and all cities in California. The violent crime rate in the preliminary data increased by 12.9 percent, compared to 8.4 percent for the whole state for 2015. The property crime rate in the preliminary data increased by 9.3 percent, while we see an increase of 6.6 percent for the more complete 2015 data. Whether the discrepancy is due to the preliminary nature of the FBI data, differences in the cities included, or different trends in the second half of 2015 is not known at this time.¹⁹ Another reason for caution is the lesson from realignment: in spite of increases in 2012 (by 7.6% in the number of property crimes and 3.4% in the number of violent crimes), we find that only property crime increased due to that reform, and it was entirely driven by an increase in auto thefts.

The possibility that the state’s long-term downward trend in crime rates may be challenged, at least temporarily, highlights the need to identify and implement cost-effective crime prevention strategies. Evidence suggests that pre-realignment incarceration levels were generally not cost effective. Cost-benefit estimates show that an additional dollar spent on incarceration generated only 23 cents in crime savings (Lofstrom and Raphael 2013b). Promising alternative strategies may focus on various aspects of crime reduction, such as deterrence (e.g., increased policing) or prevention (e.g., early childhood programs and targeted interventions for high-risk youth). Other promising approaches aim to change the trajectories of individuals already involved in the criminal justice system through rehabilitation. Such approaches may involve cognitive behavioral therapy or alternative systems of managing probationers and parolees, including “swift and certain yet moderate” sanctions systems, such as Hawaii’s Opportunity Probation with Enforcement (HOPE).

Recidivism Rates Remain Stubbornly High

Recidivism, the rate at which offenders are found to reoffend within a certain period, is a primary gauge for measuring correctional system performance. One critical goal of realignment was to reduce recidivism among lower-level offenders—especially important given that California had some of the highest recidivism rates in the nation (Pew Center on the States 2011).

Table 1. Compared to other large US cities, California cities rank high in crime increases between 2014 and 2015

Percent changes in violent crime rates			Percent changes in property crime rates		
Rank	City	Percent change	Rank	City	Percent change
1	Sacramento, CA	25.3%	1	San Francisco, CA	26.6%
2	Los Angeles, CA	24.3%	2	Los Angeles, CA	14.3%
3	Long Beach, CA	19.7%	3	Long Beach, CA	11.3%
4	Albuquerque, NM	13.7%	4	San Jose, CA	5.5%
5	Dallas, TX	10.2%	5	Sacramento, CA	5.4%
6	San Diego, CA	9.8%	6	Albuquerque, NM	5.2%
7	Kansas City, MO	9.2%	7	Baltimore, MD	1.4%
8	San Antonio, TX	6.6%	8	Nashville, TN	0.6%
9	Phoenix, AZ	6.6%	9	San Diego, CA	0.1%
10	Baltimore, MD	5.9%	10	Jacksonville, FL	-1.3%
11	San Francisco, CA	5.3%	11	Dallas, TX	-2.1%
12	San Jose, CA	4.4%	12	Phoenix, AZ	-2.8%
13	Oklahoma City, OK	1.9%	13	Philadelphia, PA	-4.1%
14	Chicago, IL	0.7%	14	Memphis, TN	-4.1%
15	Seattle, WA	0.6%	15	New York, NY	-4.5%
16	Philadelphia, PA	-0.2%	16	Fort Worth, TX	-4.6%
17	Milwaukee, WI	-0.9%	17	Houston, TX	-7.2%
18	Fort Worth, TX	-1.6%	18	San Antonio, TX	-7.6%
19	Houston, TX	-1.8%	19	Chicago, IL	-8.3%
20	Memphis, TN	-2.1%	20	Milwaukee, WI	-9.0%
21	New York, NY	-4.0%	21	Kansas City, MO	-10.3%
22	Jacksonville, FL	-4.6%	22	Oklahoma City, OK	-11.5%
23	Nashville, TN	-6.8%	23	Seattle, WA	-12.5%
24	Detroit, MI	-9.2%	24	Detroit, MI	-14.2%
25	El Paso, TX	-13.8%	25	El Paso, TX	-15.0%

SOURCE: FBI's Preliminary Semiannual Uniform Crime Report, January–June 2015.

NOTE: Percent changes in the number of violent and property crimes per 100,000 residents, January–June 2015 compared to January–June 2014. The table includes the 25 largest US cities included in the FBI data with crime statistics for both 2014 and 2015, ranging from New York City, with a population of 8,473,938, to Kansas City, MO, with a population of 468,417.

Reoffending is best understood through various measures, including rearrest, reconviction, and return-to-custody rates, taken at different points in time.²⁰ No single recidivism measure perfectly captures offender behavior, as each measure may reflect not only changes in offender behavior but also changes in criminal justice system responses, which are influenced by reforms like realignment and Prop 47. Arrest rates, for example, depend partly on decisions made by parole, probation, and police officers, while conviction rates are affected by the decisions of local prosecutors and judges.

Before realignment, three-year rearrest rates were around 75 percent and three-year reconviction rates were about 50 percent. Roughly two-thirds of offenders released from state prison returned within three years. California's high recidivism rates were, in part, attributable to the unique features of its system—most importantly, the fact that California placed every released prisoner under state parole supervision and returned large numbers of parolees to prison for parole violations (Grattet, Petersilia, and Lin 2008). Facing such a high rate of reoffending among released prisoners and costly returns to state prison, the state brought sweeping changes to the supervision of most felons released from prison under realignment. This reform also emphasized the need for counties to use data and research to identify the most effective ways to reduce recidivism for local populations.

Return-to-Prison Rates Declined, But Rearrest and Reconviction Rates Held Steady

Realignment stanching the flow of released offenders returning to prison and, as a result, prison and state parole populations have dropped dramatically (Lofstrom, Raphael, and Grattet 2014; Grattet and Hayes 2013). Under realignment, most lower-level felons—offenders convicted of a non-serious, non-violent, non-sexual felony—released from state prison now go to county probation as Post-Release Community Supervision (PRCS) cases, instead of state parole. Supervision violations for the PRCS population, as well as most other state parolees, are now locally sanctioned with short jail spells or non-jail alternatives rather than a return to state prison. Both PRCS cases and state parolees are eligible for discharge from supervision if they remain violation-free for six months (compared to 13 months before realignment). Under realignment, returning a released inmate to prison requires a conviction for a new crime involving a serious, violent, or sexual offense, or a new felony conviction for someone with a history of one or more serious, violent, or sexual offenses. Moreover, the state parole board no longer has the authority to return offenders to prison for most parole violations.

Previous research on the first group of offenders released after realignment provides no evidence of dramatic changes in recidivism as measured by arrests and convictions within one year of release. Rearrest and reconviction rates were roughly in line with pre-realignment levels (CDCR



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Measured by rearrest, reconviction, and return to custody, recidivism helps gauge correctional system performance.

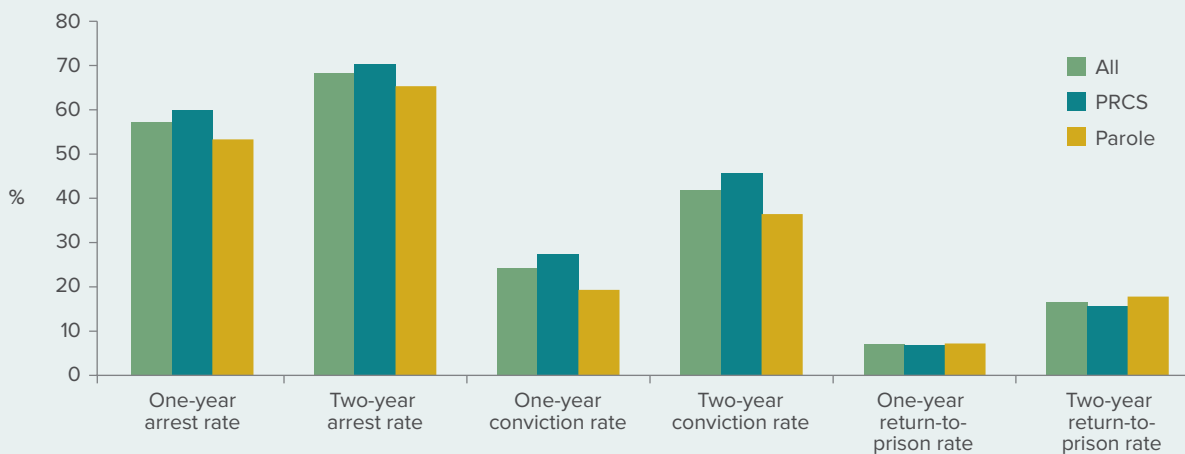
2013; Lofstrom, Raphael, and Grattet 2014). For example, one-year rearrest rates only dropped 2 percentage points. But realignment did essentially halt the practice of returning released offenders to prison for parole violations. Before the reform, California had the nation's highest return-to-prison rate. More than 40 percent of released offenders were back in prison within a year. In realignment's first year, this rate dropped by about 33 percentage points, down to about 7 percent, putting the state below the national average (Lofstrom, Raphael, and Grattet 2014).

Thus far, research in this area has been limited to the very first post-realignment releases and a follow-up period of one year (CDCR 2013; Lofstrom, Raphael, and Grattet 2014). It is also limited in the sense that it has not examined return-to-jail or recidivism rates of felons released from county jail. Here we take a step to update the existing research by examining CDCR data to analyze two-year recidivism rates of all offenders released from prison during the first year of realignment, and to break down the analysis by offenders supervised by state parole and county probation. In an effort to better understand the new supervision challenges faced by county probation, and how these challenges may differ from those of state parole, we also examine differences in the reoffending-related characteristics between parolees and the PRCS population. Lastly, due to current data limitations, we are constrained to offenders released during the first year of realignment, but those data allow us to track reoffending up to as recently as October 2014, for inmates released from prison in October 2012.

Updated data largely confirm previous findings of overall recidivism rates. Figure 7 displays three key recidivism measures for all released offenders one and two years after release:

- One- and two-year rearrest rates for all released offenders continue to hover at 58 percent and 69 percent, respectively, where they have held steady for over a decade (CDCR 2013). These data do not point toward noticeable changes in arrest rates compared to those reported by CDCR for pre-realignment releases (CDCR 2014).

Figure 7. Rearrest and reconviction rates remain high, with differences between the PRCS population and parolees



SOURCE: Authors' calculations based on CDCR individual-level administrative data.

NOTE: Offenders released from state prison between October 1, 2011, and September 30, 2012. The category "All" includes all offenders released from prison over this period. "PRCS" are those offenders released from prison supervised by county probation on Post-Release Community Supervision. "Parole" includes only those supervised by state parole.

- Both the one-year and two-year reconviction rates of 24 percent and 42 percent, respectively, are about 5 percentage points higher compared to pre-realignment levels. This may not be a reflection of increased reoffending, but may be due to successful prosecution through the courts for offenses that in the past would have been processed administratively through the state parole board (Lofstrom, Raphael, and Grattet 2014).
- Released offenders are, as expected, much less likely to be returned to prison. One-year and two-year return-to-prison rates had been declining before realignment to about 40 percent and 55 percent, respectively, but are now much lower, at 7 percent and 16.5 percent.

The CDCR data presented in Figure 7 show that rearrest and reconviction rates are mostly higher for offenders released from prison to county PRCS compared to those released to state parole. But differences in rearrest rates between these two populations are smaller after two years. While the one-year rearrest rate is about 6.5 percentage points higher among offenders released to PRCS compared to those released to state parole, the gap between the two groups narrows to 4.9 percentage points for the second-year rearrest rate. This may hint at counties successfully adjusting their recidivism-reduction strategies and approaches, although the reconviction rate gap actually increases somewhat (from 8.2 percentage points to 9.3 percentage points). When examining the two-year return-to-prison rate, we observe that PRCS offenders are slightly less likely to be sent back to prison compared to parolees.

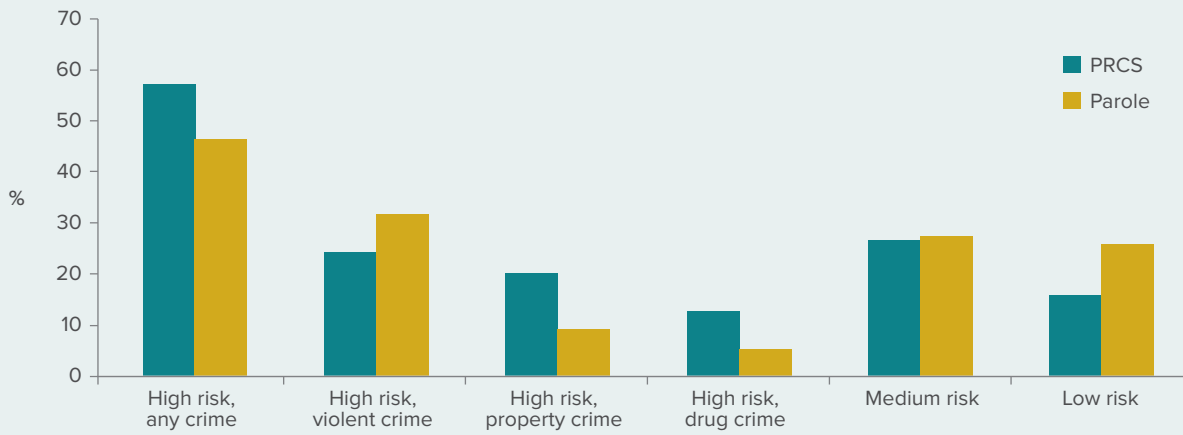
More Offenders on County Probation Are at High Risk of Committing Another Crime

Differences in recidivism rates may be at least partly due to differences in the offender population supervised by county probation and state parole. The CDCR data show that most inmates released to PRCS are at high risk for recidivism, as measured by the California Static Risk Assessment (CSRA) score. Specifically, 57.4 percent are rated as “high risk for any crime.” Slightly less than half, 46.5 percent, of state parolees are considered high risk. The CSRA score is calculated based on an offender’s record of previous convictions and classifies the offender into one of five groups for risk of reoffending (high risk of violent, property, or drug crimes; moderate risk; or low risk). Compared to state parolees, a lower share of offenders on PRCS are rated as high risk to commit a violent crime, but higher shares—more than double the comparable shares of state parolees—are rated as high risk to commit property and drug crimes (Figure 8).

There are many notable differences in offender characteristics and background between released prisoners supervised by county probation and state parole (see technical appendix Table A1 for more detail). These differences include age, gender, race/ethnicity, and, most significantly, the offense for which inmates just served time prior to their release. While almost 60 percent of parolees served time for a crime against persons, slightly less than 15 percent of those on PRCS did so. Most released offenders on PRCS served time for either a property or drug offense (37.5 and 34.2 percent, respectively). As a result, the number of days in prison before being released for the PRCS population is less than half of what it is among parolees (443 and 925

Offender background accounts for most differences in recidivism between the PRCS population and parolees.

Figure 8. Most offenders on PRCS are considered high risk of committing another crime



SOURCE: Authors' calculations based on CDCR individual-level administrative data.

NOTE: Risk level is based on prison inmates' California Static Risk Assessment (CSRA) score. Data include offenders released from state prison between October 1, 2011, and September 30, 2012.

days, respectively). To explore the possible effect of offender criminal background and history on recidivism rates, we examine post-realignment recidivism differences between offenders on PRCS and parolees by statistically adjusting for differences in the offender populations supervised.

We find that the higher rearrest rates among the PRCS population is explained by differences in offender criminal background and history. When differences in risk and other factors between the PRCS population and parolees are accounted for, offenders supervised by county probation have no higher, and in some cases lower, recidivism rates than those supervised by state parole (see technical appendix Figure A3). The estimated rearrest and return-to-prison rates are lower among PRCS-supervised offenders than parolees, but only statistically significant for the two-year arrest rate.²¹ Overall, much of the differences in recidivism rates between released prisoners supervised by county probation and those supervised by state parole stem from offender background—and once this is accounted for, the two groups have similar reoffending rates.

Recidivism Rates Vary Across Counties

Examining differences in recidivism outcomes across counties is essential to better understand how the impacts of realignment vary across the state and to determine which recidivism-reduction approaches are most successful. In this stage of the analysis, we focus on the PRCS population—those released from state prison to county probation supervision. Relative to parolees, the PRCS population was more likely to be affected by differences in county approaches.

After adjusting for differences in the composition of the PRCS populations across counties, including demographic characteristics and criminal histories, we find substantial differences in recidivism rates. Two-year rearrest rates range from a low of 60.9 percent in Amador County to a high of 77.7 percent in Imperial County, a difference of about 17 percentage points. The median rearrest rate in the group is 70.9 percent (in Sonoma County), which is about average for the PRCS group as a whole (see technical appendix Figure A4).

Two-year reconviction rates, adjusted for differences in population, range from a low of 20.1 percent in Merced County to a high of 58.9 percent in Napa County—with a median of 45.0 percent—for the PRCS population. The range across counties is much wider for reconvictions than for rearrests, reflecting a reconviction rate in the highest-recidivism county that is nearly three times that in the lowest-recidivism county (see technical appendix Figure A5). One possible contributing factor for this wider range is that arrest outcomes may be less responsive to county policy than conviction outcomes. A large share of arrests are made by city police departments, and these departments only had minimal participation in the Community Corrections Partnerships (CCPs), which brought various agencies together to reenvision local justice systems and develop realignment implementation plans.²² In addition, there may be more opportunities for discretion in the decision to prosecute than in the decision to arrest, which could contribute to greater variation in convictions compared to arrests.

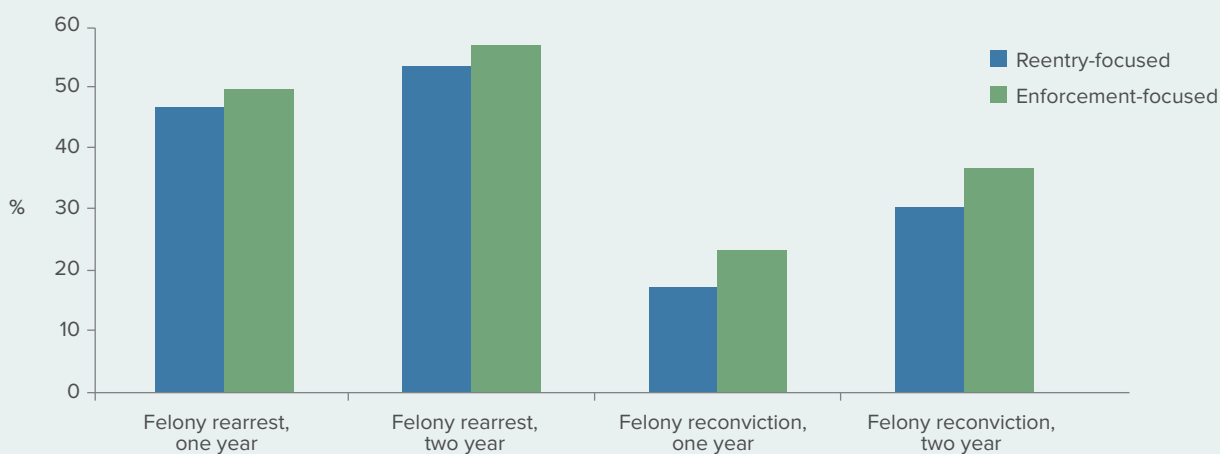
Did county-level implementation policies affect recidivism? While many factors—including the state of the local economy, the level of county resources, and county crime rates—may play a role in recidivism, the strategic approach the county takes to implementing realignment is one factor directly under the control of policymakers and practitioners. Realignment emphasized the potential for counties to achieve recidivism reductions where the state had failed to do so through the use of evidence-based interventions tailored to the needs of their local populations. In exchange for state funding, counties developed realignment implementation plans and budgets to guide these efforts. In analyzing these plans and budgets, researchers have found considerable variation in counties' strategic approach to realignment (Lin and Petersillia 2013; Bird and Grattet 2014).

The PRCS population had lower recidivism rates in counties that prioritized reentry.

While some counties directed the majority of their realignment funding toward traditional enforcement purposes—such as expanding jail space and increasing sheriff staff—others directed larger shares toward probation supervision and reentry programs and services. These differences provide the opportunity to test whether there is a relationship between the strategic approaches of counties and the recidivism outcomes of their PRCS populations. In a previous study, PPIC researchers found that offenders released to counties that prioritized reentry spending had lower post-realignment recidivism rates compared to those released to counties that prioritized enforcement (Bird and Grattet 2014). However, previous research was only able to assess six-month recidivism rates.

Here we reexamine the relationship between realignment funding allocations and longer-term recidivism outcomes for the PRCS population released from state prison during the first year of realignment. In this analysis, we characterize county approaches to realignment as reentry-focused, enforcement-focused, or somewhere in the middle.²³ Allocations to reentry programs and services and to probation departments are categorized as “reentry” allocations, while allocations to the sheriff’s department and additional jail bed space are categorized as “enforcement” allocations. We find that 24 counties had reentry allocations that were more than two times their enforcement allocations. These counties were characterized as reentry-focused. In contrast, 19 counties had enforcement allocations that were greater than their reentry allocations, and these counties were characterized as enforcement-focused relative to other counties.²⁴

Figure 9. PRCS offenders had better recidivism outcomes in counties that prioritized reentry



SOURCE: Authors' calculations based on CDCR individual-level administrative data and analysis of first-year county realignment implementation plans.

NOTE: Recidivism rate estimates are adjusted for individual offender characteristics.

We then examine how recidivism outcomes in counties with reentry-focused approaches compare to those with enforcement-focused approaches, statistically adjusting for differences in offender characteristics.²⁵ We find no relationship between overall rearrest rates and county approaches.²⁶ However, we find felony rearrest rates were significantly lower for PRCS offenders released to counties that prioritized reentry. As shown in Figure 9, one-year rearrest rates were 2.9 percentage points lower, and two-year rearrest rates were 3.4 percentage points lower.²⁷ Compared to the mean rearrest rate for all offenders included in this analysis, this difference would amount to a rearrest rate that is 6 percent lower in reentry-focused counties.²⁸

We also find that both overall and felony reconviction rates were substantially lower in the counties that prioritized reentry. One-year felony reconviction rates were 5.9 percentage points lower in reentry-focused counties relative to enforcement-focused counties. Two-year felony reconviction rates were 6.3 percentage points lower. The differences in reconviction rates are substantial. Compared to the mean reconviction rates for all offenders included in this analysis, the one-year reconviction rate for reentry-focused counties was 28 percent lower, and the two-year reconviction rate was 18 percent lower.

These findings suggest offenders on PRCS had better recidivism outcomes in counties that prioritized reentry relative to enforcement. It is possible, however, that there are other underlying factors we are not controlling for that are relevant to both offender outcomes and county approaches.²⁹ If so, the results would reflect an association rather than a causal relationship between county strategies and recidivism outcomes. Since we cannot rule out this possibility, the current analysis is suggestive of better outcomes in reentry-focused counties, but not conclusive.

It is also important to consider that this analysis focused on the PRCS population—offenders released from prison to county probation supervision. Recidivism outcomes may be quite different for offenders who served time locally in county jails, rather than state prison, under realignment—known as the 1170(h) population. Since the primary point of county contact for the PRCS

population is the county probation department, counties that allocated a large share of realignment funds to county probation departments and to reentry programs and services may see better outcomes for this population. However, it remains to be seen whether the 1170(h) population and other offenders will also have better outcomes in reentry-focused counties. For example, it is possible that county sheriffs allocated significant funds to recidivism-reduction interventions for the 1170(h) population and, in that case, we may see better outcomes for this population in enforcement-focused counties.

To date, analysis of realignment's effect on recidivism has primarily focused on the outcomes of offenders released from prison because of data limitations. To overcome these limitations, PPIC researchers collaborated with the BSCC to launch the Multi-County Study, which was mentioned earlier in this report. New data from this study will allow researchers and government agencies to investigate how realignment affected recidivism outcomes for the large and locally held 1170(h) population of offenders. This study will also allow for examination of the effects of particular interventions—including specific programs, services, and sanctions—on recidivism outcomes. In contrast, previous research has focused on county-level strategic approaches.

Moving forward, as policymakers and practitioners seek to improve evidence-based practices, it will be essential to understand whether this shift from state to local management has improved outcomes for the realignment population and to identify the interventions that are most effective at reducing recidivism.

State Corrections Spending Continues to Grow

The dramatic increase in California's prison population between 1980 and 2006 brought a corresponding increase in state corrections spending. In 1980, the corrections budget made up only 3 percent of General Fund expenditures, but by 2010 it accounted for more than 10 percent.³⁰ The Great Recession brought budget turmoil, stopping the consistent year-to-year growth in CDCR's budget. One anticipated benefit of realignment and additional changes made by CDCR was the prospect of budgetary savings on state corrections (CDCR 2012). Savings were expected from a drop in prisoner and parolee populations (CDCR 2016).

Figure 10 shows that those estimated savings have not materialized. California's 2016–17 General Fund corrections spending is \$10.6 billion, a 9 percent increase from the \$9.7 billion spent in 2010–11, the last full budget year before realignment. This is also more than the \$10.1 billion spent in 2007–08, when the state had 40,000 more inmates and over 80,000 more parolees under its supervision.³¹ These budget figures do not include funds the state allocates to counties for realignment, or other special fund expenditures.



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In 2016–17, total state spending on corrections was nearly \$12 billion.

Figure 10 includes a separate line, beginning in 2011–12, showing corrections spending that includes realignment payments to the counties. In 2016–17, the state is providing counties with almost \$1.3 billion in realignment funds, bringing state spending on corrections to nearly \$12 billion. Realignment allowed CDCR to realize savings of a few hundred million dollars yearly with regards to parole and eliminated \$4.1 billion in authorized bonds for new prison construction. But since 2012, budgetary increases have funded additional capacity (including housing prisoners in contract beds), employee compensation and retirement, lease-revenue debt service (repaying bonds), and changes to medical and mental health care in prison. These increases will account for nearly \$1.5 billion more in 2016–17 CDCR spending than was estimated by CDCR in 2012.³²

In response to inmate lawsuits, the state committed higher outlays and operating budgets for inmate medical and mental health care. Bond funds totaling \$2 billion have gone toward building new facilities, including the California Health Care Facility in Stockton, and remodeling old facilities. Yearly medical care costs have increased by almost \$400 million since 2010 and by over \$1 billion since 2005. State prisons continue to operate under the court-ordered medical receivership, which currently oversees almost all health care operations.³³ Regaining control of medical health care at its facilities is a top priority for California, and could possibly lead to savings in medical administration and procurement costs. The return of control from the receiver back to CDCR will occur on a prison-by-prison basis, with no set timeline, based on findings of the inspector general and the receiver. As of June 2016, the receiver has transferred back control of medical health care operations at four prisons; however, recent medical inspection results by the inspector general show some facilities are still providing inadequate care, which may extend the receivership.³⁴

When evaluating potential cost savings to the state from realignment, it is important to remember that overall corrections expenditures might have been even greater if California had taken a different approach to meeting the court-ordered capacity mandate, such as building new prisons.

Figure 10. General Fund spending on state corrections has increased to historic highs



SOURCE: Chart C-1, January 2016 and 2012–13 through 2016–17 detailed budget summaries. California Department of Finance.

With continued increases in costs associated with employee compensation and retirement, rehabilitation programming, and inmate health care, it might only be possible to see a large budget reduction by bringing the inmate population down enough to drastically curtail the use of contract beds and/or close a state-run prison. In 2016–17, the state will spend several hundred million dollars renting and leasing beds in public and private facilities in California and other states. Limiting the use of these beds, while still satisfying the court mandate, would help the state achieve notable reductions in costs. Alternatively, closing a state-run prison would save hundreds of millions of dollars each year in staffing and maintenance costs.

State Spending Also Supports Local Corrections

The state is also providing financial support to local correctional agencies as a part of realignment and Prop 47. Under realignment, counties receive yearly budget allocations from the state, which were constitutionally guaranteed with the passage of Prop 30 in 2012.³⁵ These allocations provide over \$1 billion annually to the counties (Bird and Hayes 2013).

In addition to yearly realignment-related transfers, since 2007, the state has made over \$2.5 billion in one-time bond funds available for county jail construction.³⁶ Other funding programs passed between 2007 and 2016 are paying for the addition of an estimated 14,000 new jail beds across the state. Recently, funding programs have emphasized more space for rehabilitation rather than added capacity through new jail beds. While these programs have had delays, counties will receive much-needed space for medical, educational, and other services. This new jail space will be vital to counties that are trying to avoid overcrowding and lawsuits, while providing adequate services in a safe and secure environment.

The state also transfers state savings from Prop 47 to local grant programs, though there is no set funding amount from year to year. Specifically, Prop 47 required that any state savings from the measure be deposited in an account, the Safe Neighborhoods and Schools Fund. Funds from this account are used to reduce truancy and drop-outs in K–12 schools (25% of savings allocation), increase victim services (10%), and support mental health and substance use disorder treatment (65%). The first transfer to the fund will occur in the 2016–17 budget year. The California Department of Finance estimates Prop 47 reduced the state prison population by 5,247 in 2015–16, leading to a net allocation of almost \$39.5 million. The current estimate for ongoing savings in future years is \$62.6 million (Department of Finance 2016). Beyond the estimated savings of \$39.5 million, the 2016–17 budget includes \$28 million in additional one-time funding for Prop 47 programs.³⁷

Bringing down the prison population enough to curtail the use of contract beds or close a state prison may be necessary to see notable reductions in costs.

Conclusions

In 2009, following decades of rising incarceration levels and corrections spending, California's prisons were so overcrowded that a federal court ordered the state to lower the number of inmates. Since that time, California has embarked on a path—unmatched by any other state—of reducing incarceration and reforming its correctional system. The implementation of the state's most significant reform, public safety realignment, will reach its five-year anniversary in October 2016. More recently, the passage of Prop 47 in 2014 triggered even more changes to the state's prisons and jails. Below we consider current findings and implications for the future in four key areas.

Incarceration

The prison population dropped substantially under realignment, and declined even further under Prop 47. These reforms and other measures succeeded in bringing the state's prison population below the court-mandated target of 137.5 percent of design capacity. From January 2009 to June 2016, the prison population declined by about 41,600 inmates, and the state is currently 2,300 inmates below the target. Yet the prison population has recently started to grow, by almost 1,400 inmates between February and June 2016—perhaps indicating a shifting trend. The factors behind the increase are not fully understood; but if the increase continues, the state will again face challenges keeping the prison population below the mandated target.

County jails have had to adapt continually under realignment and Prop 47. Shifting incarceration of most non-serious, non-violent, non-sexual offenders from state prison to county jails increased the statewide jail population by about 10,000 inmates within the first year of realignment. This sudden growth led to crowding in many local systems and increased early releases due to capacity constraints. Prop 47 reversed this trend, returning the jail population to pre-realignment levels. However, realignment also transitioned jails from institutions that held individuals for relatively short periods to institutions that may hold sentenced offenders for many years. Accordingly, jails now have a greater need for medical and mental health beds, as well as rehabilitation and reentry programming and recreational space. In recent years, the state has made over \$2.5 billion available for county jail construction; but the many aging jail facilities still in operation may continue to challenge sheriffs' ability to provide effective reentry programs. Research providing further insight into the changing jail populations and identifying incarceration strategies and programs that produce the best outcomes for inmates will be critical.

Crime

Arguably, the most important lesson from realignment is that a significant reduction in incarceration was achieved without a broad impact on public safety. In 2014, the most recent year with comprehensive data available, crime rates were at lows not seen since the 1960s. The additional 18,000 offenders on the street as a result of realignment did not lead to an increase in violent crime. The only impact on public safety that years of research can detect is an increase in auto thefts, by about 60 per 100,000 residents in 2014. We find that both violent and property crime rates increased in California in 2015, but data are not yet available to allow us to conclusively

determine whether this increase is part of a larger national trend or specific to California. Keeping a close eye on crime rates, as well as the impact of Prop 47 on the incarcerated population and public safety, is imperative.

Despite historically low crime rates, the 2015 uptick in crime highlights the need to identify and implement cost-effective crime prevention strategies. Evidence suggests that at pre-realignment levels, incarceration was not cost effective, with an additional dollar spent on incarceration generating only 23 cents in crime savings. Cost-effective strategies may focus on various aspects of crime reduction, including deterrence, prevention, and rehabilitation. Promising approaches include increased policing, early childhood programs, targeted interventions for high-risk youth, cognitive behavioral therapy, and alternative systems of managing probationers and parolees.

Recidivism

The state has yet to achieve the long-term goal of lowering its high rates of recidivism. But it did make one significant advance: realignment effectively reduced the costly practice of returning offenders to state prison for parole violations. The two-year return-to-prison rate declined from 55 percent to 16.5 percent. However, when we examine statewide rearrest and reconviction rates, we do not see evidence of reduced reoffending. Sixty-nine percent of offenders released from state prison are rearrested within two years, similar to pre-realignment levels. Also, while the two-year reconviction rate of 42 percent is about 5 percentage points higher than pre-realignment levels, this higher rate may be due to the prosecution of offenses that in the past would have been processed administratively, rather than increased reoffending. Indeed, it is noteworthy that reoffending rates have been maintained with less reliance on incarceration as a supervision sanctioning tool. Nevertheless, the lack of improvement in recidivism overall points toward the need for more effective reentry treatment and programming.

The lack of overall improvement in recidivism points toward the need for more effective reentry programming.

County probation departments are supervising an offender population (the PRCS population) that is at higher risk of reoffending, compared to the offender population supervised by state parole. Recidivism rates for the PRCS population also vary substantially across counties. While many factors could be driving this variation, counties' strategic choices in allocating realignment funds are associated with recidivism outcomes. Specifically, offenders released to counties that allocated large shares of their realignment budgets toward reentry had lower rates of recidivism. While research to date suggests county approaches matter, more in-depth research is on the horizon through the BSCC-PPIC Multi-County Study, which will bring together state and county data to evaluate recidivism outcomes and identify effective recidivism-reduction interventions under realignment. The study will also allow for an examination of the effects of Prop 47 on recidivism.

Spending

The state has not seen significant budgetary savings since realignment and continues to grapple with the challenges of a large and expensive corrections system. The state's General Fund corrections spending is \$10.6 billion, 9 percent more than the \$9.7 billion spent in 2010–11, the last year before realignment. Realignment payments to the counties account for about an additional \$1.3 billion in corrections spending. Continued increases in costs associated with employee pay and retirement, health care, deferred maintenance, and population growth will put pressure on the state's prisons and corrections budget over the long term. The state has also invested significant resources in prisons to improve the overall delivery of health care for inmates, including a new prison specifically for medical and mental health needs. In spite of these efforts, as of June 2016, the federal receiver has turned over management of prison health care to the state at only four of California's 34 prisons. Regaining control of health care at its prisons is a top priority for the state, and could help to reduce costs.

Given the cost structure of the prison system, it seems unlikely that significant corrections savings will be achieved without decreasing the prison population enough to allow for the closure of a state-run prison. Closing a prison would save the state hundreds of millions of dollars each year in staffing and upkeep. Alternatively, reduced use of contract beds could also yield significant cost savings.

Looking Forward

Despite drastically lowering incarceration, California still houses roughly 200,000 inmates and spends at historically high levels on corrections —nearly \$12 billion in 2016–17. Identifying cost-effective strategies to reduce crime and recidivism will be critical as the state and counties address continued challenges from this massive correctional system. The BSCC–PPIC Multi-County Study is a significant step forward in this effort and will help identify effective strategies, keeping in mind local context and the extent to which efforts can be expanded and replicated. These interventions will be key to achieving reductions in recidivism and, as a result, lowering the size of our state correctional population.

NOTES

¹ Examples of “tough on crime” policies include determinate sentencing, increased mandatory minimum sentences and sentence enhancements, three strikes, and the war on drugs.

² *Coleman v. Brown* (originally filed in 1990) and *Plata v. Brown* (originally filed in 2001) played central roles. The lawsuits led federal courts to appoint a special master and a receiver. The special master is the court-appointed monitor for mental health care in California’s state prisons. The receiver is the court-appointed official in charge of medical care in California’s state prisons. The special master does not make day-to-day decisions regarding the operations of mental health care, but submits oversight reports to the court regarding compliance with the court’s rulings. However, the receiver has complete control over day-to-day decisions regarding the operations of medical care in prison. Over time, the receiver will give back control of individual medical facilities to CDCR when the receiver believes the facilities are able to provide adequate care. The receiver is also required to submit regular reports to the court regarding improvements in medical care.

³ December 2015 is the most recent date for which statewide data on jails are available.

⁴ The post-realignment drop in the prison population may understate the reform’s impact somewhat, as CDCR pre-realignment projections predicted an increase in the prison population from 161,546 in June 2011 to 164,262 in June 2015. Using the difference between the actual June 2015 population number, 128,898, and the projected one of 164,262, an alternative estimate of realignment’s impact on the prison population is 35,364. This estimate, however, likely *overstates* the impact somewhat as it does not account for the effects of Proposition 36, which passed in 2012.

⁵ Through negotiations with the federal court, the deadline to reach the mandated target was later extended to February 2016.

⁶ As of March 2015, this measure had led to the release of about 2,050 prison inmates.

⁷ These measures include increased credit earning for “second strikers” and minimum custody inmates, as well as early parole for “second strikers,” those with severe medical conditions, and elderly inmates.

⁸ In addition to the 34 CDCR facilities, about 10,600 inmates are housed in in-state and out-of-state contract beds. Out-of-state, private contract beds are located in Arizona and Mississippi. In-state contract beds are in a mix of public and private facilities.

⁹ October 1995 is the earliest month available from the Jail Profile Survey portal on the BSCC website.

¹⁰ The following counties are participating in this study: Alameda, Contra Costa, Fresno, Humboldt, Kern, Los Angeles, Orange, Sacramento, San Bernardino, San Francisco, Shasta, and Stanislaus.

¹¹ Crimes against persons include crimes that directly harm or threaten harm to a person. Many crimes against persons are violent crimes, such as assault, rape, or murder. Other crimes against persons may be non-violent, such as harassment or stalking.

¹² In the first two months following implementation, over 53,000 individuals statewide who had been convicted of Prop 47 offenses applied for sentence reductions (Judicial Council of California 2016). Two other factors also played an important role. First, fewer individuals were booked into jail for Prop 47 offenses following implementation, and those booked after implementation were more likely to receive pretrial release. Second, length of stay declined for those released after serving sentences for Prop 47 offenses.

¹³ It should be noted that crime data analyses are limited to the violent crimes (homicide, rape, robbery, and aggravated assault) and property crimes (burglary, motor vehicle theft, and larceny theft) included in the FBI’s Uniform Crime Report. These data, for example, do not include drug crimes, offenses which were targeted by both realignment and Prop 47.

¹⁴ To examine whether changes in property crime can credibly be attributed to realignment, we extend the Lofstrom and Raphael (2013b and 2015) analysis to include the 2014 crime data. As in the previous reports, we use a data-driven matching strategy to identify a combination of states that had very similar crime trends to California prior to realignment (that is, we use the so-called synthetic control method). The post-realignment crime trends of the matched group of states best represent what the crime rates would have been in California had the state not implemented realignment. For more details about the application of the synthetic control method in this context, see the Technical Appendix of Lofstrom and Raphael (2013b).

¹⁵ To test whether the differences between California and the matched comparison states are statistically significant, we re-run the matching process for each of the other states to generate their own set of matched states and then compare the observed post-realignment differences to the pre-realignment-year differences. A ranking of the magnitude of the estimated changes tells us whether California's changes stand out and provides the basis for statistical significance. We would conclude that California's post-realignment change is statistically significant at the commonly used 5 percent significance level if it ranks first or second. At a 10 percent significance level, the change needs to be ranked fourth or higher. California's post-realignment change in the violent crime rate ranks no higher than 14th when we simulate a policy change in all other states.

¹⁶ Since 2015 FBI crime data for all other states are currently unavailable, we cannot implement an analysis directly addressing the question of whether California's most recent major criminal justice reform, Prop 47, has affected public safety and crime rates.

¹⁷ Since 2014, the definition now includes both male and female victims as well as additional forms of sexual penetration.

¹⁸ Note that these data, the FBI's Uniform Crime Reporting Statistics preliminary semiannual data, are both limited and preliminary. They cover only January through June 2015 and are limited to cities with populations of at least 100,000 that report crime data to the FBI.

¹⁹ This uncertainty is best addressed when the FBI releases the complete 2015 Uniform Crime Report numbers for all states.

²⁰ For a more complete performance assessment—beyond the scope of this report—we also need measures of the types of crimes for which and the frequency with which released offenders are observed to be arrested and sanctioned, including parole violations, misdemeanors, and felonies (possibly further disaggregated by severity of the crime), measured at various times since release.

²¹ The only recidivism rate that is higher for PRCS offenders at a statistically significant level is the one-year conviction rate, by 1.7 percentage points, or one-fifth of the unadjusted difference of 8.2 percentage points.

²² These partnerships were formed to facilitate cross-agency coordination planning to determine what strategic approach the county would take and how it would allocate new funds under realignment. CCPs are headed by the county probation chief and include representation from the sheriff's department, the district attorney's office, the public defender's office, the courts, and public health and welfare agencies.

²³ This categorization is based on first-year realignment plans, as counties were only required to submit plans to the state for the first year and plans were not consistently submitted after that point. Therefore, this analysis would not capture changes counties made to their strategic approach after the first year.

²⁴ Although Alpine County was classified among the 19 enforcement-focused counties, the county received no PRCS releases in the year following realignment and, therefore, was later excluded from the analysis. The 15 counties with reentry allocations that were between 100 percent and 200 percent of their enforcement allocations were classified as neutral in orientation because these counties do not represent one extreme or the other. Offenders released to these relatively neutral counties were not included in the analysis.

²⁵ See technical appendix Table A2 for more detailed information on offender characteristics.

²⁶ Overall rearrest rates include both misdemeanor and felony rearrests.

²⁷ See technical appendix Table A3 for full results of felony arrest and conviction analysis.

²⁸ See technical appendix Table A4 for full results of overall arrest and conviction analysis.

²⁹ As a sensitivity check, we examine whether crime rates are higher in the counties classified as high-enforcement. We find that 2011 property crime rates were slightly higher in enforcement-focused counties than in reentry-focused counties (2,402 vs. 2,306 per 100,000 residents), while violent crime rates were slightly lower in the enforcement-focused group (328 vs. 375 per 100,000 residents). There does not appear to be a clear relationship between crime rates and county realignment strategies; however, it is possible that there are other factors that influenced both county strategy and recidivism outcomes that we have not captured in this analysis.

³⁰ When referring to General Fund expenditures we are only talking about the amount of money the state spends on the state prison system. Local corrections systems, like county and city jails, mostly use local funds, with some limited funding coming from the state (i.e., realignment dollars).

³¹ The General Fund expenditures come from Chart C-1, available on the California Department of Finance website. This chart gives historical program expenditures by fund. These expenditure amounts come from the January 2016 publication, thus, the 2016–17 estimate may not reflect the final approved budget amount.

³² Budgetary increases since the original 2012 report include: \$835 million as a result of higher employee compensation and retirement costs; an increase of \$250 million for contracted capacity to continue to meet the court-ordered population cap; \$289 million in yearly operating costs to operate the California Health Care Facility; and an additional \$170 million a year in lease-revenue payments. These numbers are for the 2016–17 budget and might not reflect totals for years into the future.

³³ For more background on the federal medical receivership, see Footnote 2.

³⁴ The four facilities include Folsom (July 2015), Correctional Training Facility (March 2016), Chuckawalla Valley (May 2016), and California Correctional Institute (June 2016). The most recent receiver report can be found on the California Correctional Health Care Services website. The inspector general’s medical inspection reports can be found on the Office of the Inspector General website.

³⁵ The formula, created by the California State Association of Counties, is based on a number of realignment workload and county-level factors, and includes both a base and growth allocation.

³⁶ All jail construction programs are funded by the use of lease-revenue bonds. Such bonds do not need to be approved by voters, like general obligation bonds. The state public works board sells the bonds to pay for the new jail construction and CDCR or BSCC pays yearly payments, or leases, from their budgets to the state public works board.

³⁷ Specifically, the 2016–17 budget includes \$18 million for school truancy and dropout prevention, and \$10 million for recidivism-reduction programs.

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Attachment N – Financial Assumptions

Purpose:

The purpose of this attachment is to provide additional detail into the financial assumptions that were made as part of the evaluation of the three options presented in this report. Under each of these options, assumptions were required in order to provide a sense of the financial commitment that the Board may be making under each option.

Additional information may be obtained as needed from the Department of Financial Services who prepared the fiscal analysis with significant support from the Sheriff's Office and the County Administrator's office. The objective was to prepare a realistic picture of the financial cost of each option using an unbiased but realistic method.

Option 1: Monroe Only

Capital Costs:

Demolition and Restoration Costs:

The demolition and restoration costs as part of the project contained two components which were the demolition itself and restoration of the land.

Function	Cost Estimate
Demolition	\$873,836
Land Restoration	\$174,767
Total	\$1,048,604

In order to estimate the cost, the County began with utilization of the *Cumming Construction Document Estimate of Costs* prepared on April 29, 2019 to Lionakis to assist in the estimation of the Cost. The cost for "Earthwork" was utilized as the cost of demolition and in addition a 10% contingency was added as well as 10% for management of this item. In addition an estimate of an additional 20% was added for land restoration (which was not included in the *Cumming Report*). This represents merely a rough estimate as the County has not obtained quotes for this project. This process would be required as part of solicitation if the Board selected the option and the cost could differ but based on currently available information, this was believed to be a reasonable approach.

Construction of a Jail Facility

As discussed under Option 1, the County should it turn down state funding for this project now and in several years find itself needing to construct a Jail facility, there may be a cost similar to the Leinberger facility. Thus in order to represent the cost, since no alternative design proposal exists at this time, staff utilized the current facility design and agreement with Bureau of State and Community Corrections that results in a facility cost of \$34,278,550. This is the amount that is approved in the Budget Summary Table of the SB863 Leinberger Project most recently updated as of September 26, 2019 and approved by the Board of Supervisors on February 25, 2020.

Operating Costs/Savings:

In order to determine the amount of savings that could be potentially garnered under this option, Financial Services worked closely with the Sheriff's office to determine the amount and cost of staffing at the Leinberger facility. In addition, an effort was made through outreach with other departments including General Services, County Administrator and others in order to determine the ancillary costs of the operation of the facility. This is shown in detail in the table below:

Item	Cost
Leinberger Staffing (20 FTE)	\$2,868,829
Inmate costs (Food, clothing, bedding, etc.)	161,112
Operational costs	81,885
Facility repairs	14,400
General maintenance	21,483
Utilities	149,260
Other	480
Total	\$3,297,450

As part of the costing of operational costing for the facility, the determination needed to be made whether the Sheriff's office could accommodate all of the inmates within the Monroe facility. Based on discussion with the Sheriff's office regarding their operational constraints such as classification, consent decree, it was determined that in order to represent a range of costs, the County should consider its past use of the Leinberger facility. While future needs will certainly differ, an approach of looking at the low month of usage, average usage, and high month of usage would provide three different scenarios of ADP that could occur. In the situation where these ADP occur but the Leinberger facility is not available, the Sheriff's office has asserted they would be required to send certain inmates out of County. Thus, it was necessary to develop an out of County rate:

	Scenario 1	Scenario 2	Scenario 3
Name	61 ADP Out-of-County	85 ADP Out-of-County	118 ADP Out-of-County
Number of ADP Out-of-County	61	85	118
Days in Year	365	365	365
Daily Rate	\$115	\$115	\$115
Subtotal (Beds)	\$2,560,475	\$3,567,875	\$4,953,050
Transit Trips	137	191	266
Cost per trip	\$362.36	\$362.36	\$362.36
Subtotal (Transit)	\$84,879	\$118,335	\$164,802
Total	\$2,645,354	\$3,686,210	\$5,117,852

A key assumption in the above that is critically important is that the County would be able to negotiate a rate (based on currently posted rates) with a neighboring county. Should this not be possible, the housing rates for inmates vary significantly for each County as well as the transportations costs could increase significantly depending on where the inmates are housed. Under a model were inmates are housed at several

different facilities, this could increase costs further. As no negotiation has occurred with other Counties, these rates in addition could be not be achievable and could be higher or lower depending on what Yolo County could negotiate.

Option 2: Leinberger Re-open

Capital Costs

Under option 2, the Leinberger facility would still be operated. In order to operate, a significant amount of deferred maintenance would need to be performed in order to assure the full use of the facility. As noted before, this would not change the overall number of individuals that the facility could house or the rating or classification of inmates that could be housed in the facility. So this would allow the facility to continue to be operated by with the current constraints on the facility that are part of its design.

In order to calculate the costs, two methods were approached which included:

- (1) Take the 2014 Jacobs study which included space needs and deferred maintenance figures and then escalate and add additional items that were not captured at that time to monetary costs of today. The items needing maintenance from the Jacobs study are shown below:

	Upfront Costs	FY2022 – FY2024
Site	\$67,255	\$42,184
Roofing	222,824	0
Structural	0	0
Exterior	217,127	79,412
Interior	620,666	92,948
Mechanical	199,036	168,876
Electrical	18,227	0
Plumbing	115,957	125,632
Fire, Life, & Safety	0	0
Technology	0	0
Conveyances	0	0
Specialties	27,098	0
Subtotal	1,488,190	509,052
Escalation (20.71%)	308,204	105,425
Grand Total	\$1,796,394	\$614,477

These figures were escalated from the timing of the Jacobs study from month of December 2014 to October 2020 using the California Construction Cost Index (CCCI) which is published by the California Department of General Services and available on their website at www.dgs.ca.gov.

In addition, a couple additional items were identified to be lacking in the Jacobs Study that are necessary to comply with additional safety and security requirements. This information was obtained from the *Cummings Report* prepared in April, 2019 for Lionakis (escalated in the method described above from April 2019 to October 2020).

	Upfront Costs
Fire Alarm Safety	\$193,670

Security/CCTV	1,056,430
Subtotal	1,250,100
Escalation (4.1%)	51,254
Total	\$1,301,354

The result of combining the improvements cited from Jacobs and escalation of \$2,410,871 above and the additional improvements needed in the Cummings report of \$1,301,354 results in a cost estimate of \$3,712,225.

- (2) Obtain a rough estimate from the current Architectural and Engineering firm on the Leinberger replacement project as they are familiar with the existing facility and some of the constraints on the facility.

Under this approach, Lionakis took a look at the deferred maintenance and noted the following deficiencies that would require replacements at a minimum to operate the facility:

- Replace all of the gypsum board surfaces exposed to inmates with security lath and hi-impact gypsum board,
- Replace the plumbing fixtures with more security and anti-ligature type fixtures,
- Replace all of the floor coverings,
- Replace many of the ceiling tiles and broken light fixtures,
- Replace roof shingles soon,
- Replace the HVAC Units that are at the end of their useful life,
- Replace the Hot Water system that has had on-going issues,
- Replace the inadequate security monitoring systems (CCTV) with a new system and cameras throughout the facility,
- Repair several areas that continue to have dry rot,
- Remedy ADA Deficiencies,
- Replace the antiquated fire alarm system,
- Replace the roof

Under this approach, the rough figure that was provided by the Architectural and Engineering Firm was \$3.8 million to \$4.3 million.

Overall based on the methods above, the conclusion was that the re-opening would be a range of costs and this would need to be adjusted when a precise scope of costs is determined in more detail and costs in actuality if this option was selected could be more or less depending on if additional maintenance items need to be included or excluded. But the combination of methods allow staff to feel reasonable that a range is likely between \$3.7 million and \$4.3 million.

Operating Costs/Savings:

Under the option of operating the Leinberger after renovation, there is not estimated to be any major additional operational costs or savings. As a result, the table that is included in detail under Option 1 which demonstrates the operating costs of the existing facility would be still true and expected to be \$3,297,450 and the annual cost will grow over time with normal salary and operating cost escalation.

Option 3: Continue with Leinberger Project

Capital Costs:

The key assumptions applied earlier in the report are that the approved project amount of \$34.3 million by the BSCC would not change nor would the County local commitment of \$3.6 million in cash contribution and has a \$200k in-kind match.

As mentioned previously, the County has already met the in-kind match and has expended \$3.1 million of the existing cash match. Thus, at this point in the time, the County has approximately **\$500k** in remaining financial contribution to the project and has CIP Bond proceeds set aside to meet this need.

However, as discussed above, it is important to note that if there were unanticipated expenditures or cost overruns, they would be County responsibility. At this time, County staff are unable to predict whether or not that would actually occur.

Operating Costs/Savings:

The operating costs of the facility are expected to remain the same as Option 2 and be \$3,297,450 as detailed in the table in Option 1. However, the Sheriff's office has expressed to the Department of Financial Services that they will not request additional staffing to operate the facility. Under the new facility, should more staffing be determined at a later time to be needed, this could significantly increase the cost of operations.

It should also be recognized that the new Leinberger facility is slightly bigger than the existing facility and does have a different layout. Much of the non-staffing cost relates to facility operations and utilities. It is not clear whether the different size or layout would have a significant impact on operational costs however it is noted that the new facility may be more energy efficient than the previous facility which may offset a portion of the costs associated with an increased size.

The larger unknown relates to the additional budget requests that may come forth associated with programming. As discussed earlier in the report, at this time those programs are conceptual and sufficient detail is not yet available to cost out what those options may require from a funding perspective.