

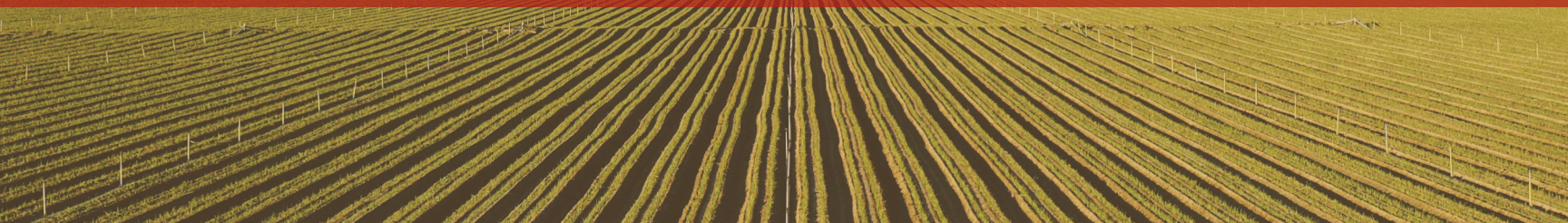


# SAN JOAQUIN COUNTY



## SHERIFF'S DEPARTMENT 2015 CORRECTIONAL FACILITY NEEDS ASSESSMENT

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## EXECUTIVE SUMMARY

San Joaquin County (County) is the 15th largest county, by population, in California. The San Joaquin County Sheriff's Office (Sheriff's Office) operates two Type II jail facilities: John J. Zunino Detention Facility (also referred to as the Main Jail and Jail Core) and the San Joaquin County Honor Farm (Honor Farm), which is comprised of a total of 1,333 Board of State and Community Corrections rated capacity beds.

The Sheriff's Office is operating its detention system under a Superior Court Consent Decree (court cap) to eliminate crowding in the County detention facilities, forcing the early release of sentenced and unsentenced inmates and requiring re-prioritization and management of who should remain in custody. The Court Cap has been in effect since 1989. The Sheriff's Office releases about 2,000 sentenced and non-sentenced inmates early each year due to the Court capacity order.

The County has maintained alternatives to incarceration for both pretrial and sentenced offenders to manage jail population while adhering to the court capacity order. For pretrial detainees, the Probation Department staff review prospective new bookings for eligibility of cite and release for misdemeanor offenses and own recognizance (OR) for felony offenses. The County offers additional programs such as Alternative Work Program (AWP), Electronic Monitoring, Work Furlough, and Drug Court to assist with population management.

The County has completed multiple needs assessments in past years, all of which have remained conclusive that the County desperately lacks programming space, mental health units, and appropriately designed beds at the minimum security facility. The existing Honor Farm has limited perimeter security which provides inadequate levels of supervision, as well as an obsolete building layout, which provides substantial justification for the construction of a new sentenced facility as proposed in the upcoming Senate Bill 863 (SB 863) application.

The current jail populations show trends in male bookings over the past five years, male bookings are projected to remain stable and grow a modest 0.2% per year through the forecast horizon. Based on the trends of female bookings over the past five years, female bookings are projected to increase at a modest 0.2% per year through the forecast horizon.





## INTRODUCTION

The County will be submitting an application to secure funding from SB 863. The SB 863 requirements include completion of a needs assessment. The County has decided to develop a new needs assessment based upon the current needs of the Sheriff's Office.

The County hired CGL in November 2014 to assist with jail planning services. CGL and the County have worked together to find a solution and develop a long-term jail master plan.

The San Joaquin County Needs Assessment (Needs Assessment) combines a large body of information from a diverse range of sources. It incorporates the considerable expertise and operational knowledge of Sheriff's Office personnel, supported by high-quality historical and current data on bookings/arrests, types of inmates, lengths-of-stay, and types of services currently provided in the County jails. It also focuses on identifying the overall impact that Assembly Bill 109 (AB 109) is having on jail operations and average daily population (ADP) levels.

Also documented are elements of the system, including current facilities, the physical plant environment with types and sizes of housing units, and the current jail operational model/philosophy for managing several categories of inmates, classification system, programs, and staffing.

Beginning with an overview of the current system, the reader is led through the details of the population demographics, operational procedures, physical plant, staffing, and compliance with State standards. Step-by-step, a picture is built of the entire system, historical drivers for its operational philosophy, spatial allocation, and current population management model. In each section, the findings identify existing deficiencies and areas of improvement supporting the overarching concepts expressed in the final recommendation: to replace the existing Honor Farm's barracks, add healthcare treatment pods, addition of substantial programming space, and AWP all inside one new public safety facility.

The CGL team is confident of the validity of these findings and in the resulting recommendation that fulfills the Sheriff's Office's philosophical, design, and operational goals, and also provides the opportunity to deliver the extent of programming and services that will truly have a long-term impact on system overcrowding and recidivism rates.



## METHODOLOGIES

This Needs Assessment has been developed, in part, as a requirement for seeking state funding under SB 863 – Request for Proposals: Construction of Adult Local Criminal Justice Facilities (ALCJF).

The passage of AB 109 created challenges to California’s county jail systems. As a result, AB 109 transferred responsibility of housing certain offenders that were previously in the state prison system to their respective county’s adult correctional system. The state is making available, through the SB 863 construction financing program grants of up to \$80 million for large-size counties such as San Joaquin County. The solicitation is intended to fund, “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 rehabilitation services, including mental health treatment”.

The SB 863 Request for Proposals ALCJF is a competitive procurement. It requires applicant counties to “judiciously consider mental health programming needs to manage the offender population, consider a range of alternatives, while employing the least restrictive options [for housing offenders].”

The County makes a strong case for a successful proposal: The Sheriff’s Office has long recognized that incarceration, in and of itself, does not change an offender’s ability to succeed on the outside and has acted on that fact; it has been a leader statewide in creating alternatives to incarceration; and it has amassed an extensive body of data to support its case.





## IMPACT OF AB 109

The impact of AB 109, also known as “Realignment,” has complicated the Sheriff’s Office’s population management plan. Under AB 109, the Sheriff’s Office is forced to house inmates for a longer period of time.

To meet the AB 109 mandate, the Sheriff’s Office needed to add positions to supervise and account for inmates released under AB 109’s new authority. The County has long operated numerous alternatives to incarceration to keep low-end misdemeanants out of custody while fulfilling their sentencing obligations.

The current population of AB 109 inmates located at the Honor Farm exceeds 100 and poses many programming, safety, and security issues. The Honor Farm is a difficult place to house offenders safely due to the linear dorm design and inadequately sized programs space available for treatment. The minimum security facility built in the 1940’s had 30 inmate escapes in 2013 and has made necessary changes to enclose the facility with a fence. The addition of the fence by no means resolves the fact that the minimum security facility is an unsafe environment to house AB 109 offenders.

Adult probation supervision services in San Joaquin County shifted in 2010 with the implementation of evidence based practices, which includes validated risk assessment tools, Motivational Interviewing techniques, cognitive behavioral interventions and the use of Effective Practices in Community Supervision (EPICS). This supervision model is provided to all clients under the jurisdiction of the Probation Department and resulted in smaller caseloads, more effective case management, and ensuring the criminogenic needs of our clients are being met.

The implementation of AB 109 in October 2011 greatly increased the workload for the Probation Department by adding supervision responsibilities for a new population of offenders. As a result, the Probation Department implemented a variety of programs to serve this population including an Assessment Center, an expansion and re-design of a Day Reporting Center, a High Risk Unit, a Violent Offender Unit, and a variety of specialized caseloads to serve those clients in a collaborative court program. The AB 109 officers provide intensive supervision as well as referrals to a variety of transitional and supportive services to assist in the offenders return to the community. The AB 109 probation officers work collaboratively with a variety of public agencies and community based organizations to connect client’s services such as mental health counseling, substance abuse counseling, education, employment readiness, job training, transitional housing, and bus passes, as well as evidence based programs to address their criminogenic needs. AB 109 has strengthened the collaboration and communication between county agencies and developed new



relationships with community based organizations by streamlining services and working together to ensure client success.





## SAN JOAQUIN COUNTY DETENTION FACILITIES

*Board of State and Community Corrections (BSCC) Title 15* establishes different categories of jails:

- **Type I** jails are used for detention of persons for no more than 96 hours (excluding holidays) after booking.
- **Type II** jails are used for the detention of persons pending arraignment, during trial, and upon a sentence commitment.
- **Type III** jails are used only for the detention of convicted and sentenced persons.
- **Type IV** jails are used for work furlough and/or other programs involving inmate access into the community.

### **Type I Jails**

The Sheriff's Office does not operate any Type I facilities.

### **Type II Jails**

The Sheriff's Office operates the following two Type II facilities with a combined total of 1,333 BSCC-rated beds:

#### *John J. Zunino Detention Facility*

Opened in 1992, the John J. Zunino Detention Facility (Main Jail/Jail Core) began housing inmates in the Type II, double-tiered, podular-designed housing units. Two additional 66-bed housing units were later constructed and opened in 2003 in the Jail Core. The Main Jail/Jail Core currently has 840 BSCC-rated beds with a total of 14 inmate housing units. In the Jail Core 6 of the units are linked by a secured corridor. Two of these units are designed to support medical/sheltered housing functions.

The four intake housing units were designed to house intake inmates for up to 72 hours until they are assigned to longer-term housing. However, due to the influx of new arrestees, gang offenders, disciplinary offenders, and overall lack of bed space, new arrestees are being housed in these intake units 15 –20 days on average. New arrestees have the potential to be housed in any one of the intake units, as well as Medical or Sheltered Housing. Based on classification, Intakes 3 and 4, and Medical and Sheltered Housing are used as permanent and/or long term housing for special needs, gang dropouts, Sureno gang members, as well as female housing.

The Main Jail (south jail) is comprised of six housing units that accommodate direct supervision general population. One unit is female housing, one unit is special needs



(protective custody), and the remaining four units are male housing. Additionally, the Main Jail has two units that house administrative segregation inmates. One of these administrative segregation units is co-ed, and both units can house security levels, 6A-F, 7 and 8. Administrative Segregation can also be permanent housing for an inmate that has a propensity for misconduct.

### *San Joaquin County Honor Farm*

The San Joaquin County Honor Farm (Honor Farm) opened in 1949, with portions being remodeled and additions made in 1986 and 1988. The original design was intended to house sentenced inmates, but the Honor Farm is now being operated as Type II housing for both pretrial and sentenced male and female inmates. Currently, the Honor Farm has 493 BSCC-rated beds. The Honor Farm is an old design, with dormitory buildings that require continual structural repair and preventative maintenance. In addition to the older dormitories, there is a separate, freestanding building with 124 single cells, built in 1988.

Overall, gang members take up about one-third of the inmate population serving time in the County system. Another two housing units are solely dedicated to the special needs offender inmate population. Additionally, two other housing units accommodate some special needs offenders to some degree, requiring various degrees of segregation. With so many categories and subcategories for classifications in the Main Jail, limited design security and direct supervision provided at the Honor Farm (and the obsolete status of most of the buildings), there is substantial justification for the construction of new “better beds”, as proposed in the upcoming SB 863 funding submission.

### **Type III Jails**

The Sheriff’s Office does not operate any Type III facilities.

### **Type IV Jails**

The Sheriff’s Office does not operate any Type IV facilities.





## ELEMENTS OF THE SYSTEM

### Existing San Joaquin County Correctional System

#### Introduction

The Sheriff's Office currently operates and maintains the following separate facilities on a 48-acre site as the elements of its correctional system:

The Main Jail, located at 7000 Michael Canlis Blvd. in French Camp, California

The Honor Farm, located at 999 West Matthews Road in French Camp, California

#### Current BSCC-rated adult bed capacity

Main jail: 840

Honor farm: 493

(It should be noted that the Main Jail also has a Medical Unit which contains 35 cells. These cells are not included in the rated capacity. This housing unit was designed for short term medical stays. However, over time has resulted in being long term housing for some offenders).

#### Appropriate Beds Required

This study indicates that there is a need to incorporate a new type of medium security housing that closely resembles the existing minimum security Honor Farm. Currently, there is a need for roughly 30 additional beds in the behavioral health system. The addition of a multiple podular medium security dormitory and therapeutic medical/mental health treatment housing unit would assist the Main Jail in separating inmate classifications further and make it easier for inmates to access much-needed healthcare and programming.

The Sheriff's Office need is to replace the minimum security Honor Farm with a slightly higher-caliber security level that provides the best option for the medium security population. The need is for the proper type of in-custody sleeping areas and programming/treatment space for the types of inmates that are in the County system.

The addition of appropriate programmed and designed mental health treatment housing will allow the County to take a giant step forward providing proper treatment and care for the mentally ill offender. The current number of mental health beds is significantly lacking due to the amount of arrestees requiring this type of bed. Currently, the Main Jail has a total of only four safety cells (one in the medical unit and three in booking) and only eight designated mental health beds located in the medical unit. The classification of the mental health beds



are as follows: One cell which remains set up for restraints at all times, four ward rooms and three observation rooms. The County believes they need 30 mental health beds or so to adequately handle current needs. The sheltered unit is currently utilized to manage the overflow of mentally ill offenders that require closer monitoring and services. However, this does not sufficiently address the mental health needs of the mentally ill currently housed in the jail. By utilizing the sheltered housing unit, it greatly impacts the number of beds available for medical patients.

The court-capacity order in place requires the County to continue releasing the “best of the worst” at the tune of roughly 2,000 inmates per year. The additional bed space will assist to alleviate the strain on the Main Jail and open up additional, much-needed medium security and mental health beds to the population.

With the Honor Farm replacement facility in place, the County will continue to develop strategies for its criminal justice system. The Honor Farm as it exists today will be used for non-inmate housing; i.e. sobering center, day reporting center, community corrections center, video visitation center, and vocational training areas.

## **San Joaquin County Correctional System**

### **Identified Need**

The identified need is to add housing units to the medium level of security between those provided for the general population and administrative segregation. The Sheriff’s Office envisions a facility to provide much needed mental health care, treatment, and programming to the incarcerated while providing an updated design to fit the needs to create a safer environment for the incarcerated, in addition to maintaining the safety of county staff. This new facility will help alleviate the classification issues that currently exist and enable the incarcerated to receive the type of programming and services warranted for successful re-entry into the community.

The Main Jail and Honor Farm do not have the appropriate beds or programming space for the amount of offenders that need access to mental health services within the County system. Currently, to address the needs of the mentally ill offender the County utilizes portions of the sheltered housing unit, which was not the initial intent thus creating the current housing capacity challenges. The new unit would require its own mental health therapeutic programming space that would host existing and new program needs for inmates who are



mental health consumers. With all treatment and program services being centralized in the new housing unit, the County will finally be able to provide the mentally ill inmate population the ability to gain the knowledge and skills necessary to have successful re-entry into the community.

The Main Jail's step-down medical unit, known as Sheltered Housing, is consistently at capacity, and patients housed in this unit do not have adequate space for programs and therapeutic treatments. Patients located in the Sheltered Housing Unit are offered individual therapy, psychiatric services, discharge planning and crisis management. Group therapy is more challenging to offer due to the various classification levels that are housed within the unit.

The County is showing a slight increase in the county jail population based on the population forecast presented in this report. The County intends to replace the existing Honor Farm with a new facility that affords flexibility to meet more of the classifications needs, while providing a higher level of security than exists at the Honor Farm. The new facility will include a combination of sleeping rooms, cells, and 30 healthcare beds to treat the mentally ill in the Specialized Mental Health Unit.

## 1. Housing

- a. Single-Occupancy cells: Designed to house one inmate, the cells have a bed, toilet, sink, and table with an attached chair. Classification or disciplinary issues require that some inmates are housed alone. The most problematic in terms of finding appropriate housing locations have been those in protective custody, those who display non-violent but non-conforming behavior, the assaultive mentally ill, and those requiring disciplinary isolation.
- b. Double-Occupancy cells: Equipped to house two inmates, the cells have two beds, a toilet, sink, and table with an attached chair.
- c. 8-Bed sleeping rooms: Equipped to house 8 inmates the dormitories will contain 4 double beds, one ADA shower (located adjacent to the sleeping room), ADA toilet, urinal, and 2 sinks.
- d. Dayrooms: will be sized to meet title 24 minimum requirements for dayroom space per inmate in the cells and the dormitory housing.
- e. Women's housing: Equipped to house 8 inmates the dormitories will contain 4 double beds, one ADA shower (located adjacent to the sleeping room), ADA toilet, and 2 sinks.
- f. Medical and behavioral health housing: New medical clinic to serve the inmate population with multiple exam and proper medication storage rooms. Medical staff will have access to a private medical exam clinic on the unit where patients will have



complete privacy to bring forth their medical issues. CHS will provide medical, mental health and a full scope of services to all inmates housed in these units. Medication delivery will be provided by a trained therapeutic staff member for the continuity and success of the patients. CHS believes this will instill trust and compliancy for those patients housed in the mental health unit. The unit will incorporate a therapeutic milieu utilizing evidence based practices, which will assist patients to stabilize and successfully re-enter into the community. Operational programming hours will be 8 a.m. – 5 p.m., which will include individual, group, psychiatric evaluation and additional services that will promote the emotional health and well-being of the patients.

- g. Visiting: Video visiting booths will be incorporated into the jail administration space.

## 2. Program Space

The Sheriff's Office has embraced the idea that to create and maintain an efficient and effective jail system, there needs to be a continuum of care offered to all offenders that process through the jail. In the past, re-entry and rehabilitation programs were more common in state facilities than county facilities; most inmates in the County system were pretrial inmates awaiting trial or sentencing. Now, with the effects of AB 109 being experienced, the County jails have 47 percent post-sentenced inmates, which has created a need for additional program space.

The Sheriff's Office provides both mandatory and non-mandatory inmate programs and services. For all mandatory programs and services, the Sheriff's Office Custody Division meets or exceeds Title 15 legal requirements. A wide range of other programs is available to the sentenced population, as summarized in the following:

### Mandatory In-Custody Services

- Law library/legal resources, visitation, medical and mental health services, recreation, religious services, recreational reading library, telephone access

### Court-Ordered Programs

- Anger management, parenting, creative conflict resolution
- Domestic violence, anger management, and stalking offender counseling

### Volunteer Programs



- GED; high school diploma; Office Technology-Steps to Success...Resume Building 101; pre-release/ownership; HIV pre- and post-testing; religious services; substance abuse program; Succeeding in Life and Career; Transitional Age Youth Grounds for Recovery (TYGR); Seeking Safety and Substance Abuse Counseling; C-TECH vocational training; DADS Program – Parenting Education; creative conflict resolutions; Child Safe; agriculture/horticulture; sewing/crocheting; nutrition; Alcoholics Anonymous; Narcotics Anonymous; Worknet; child support services; Math 101

The newly-constructed program space at the sentenced facility will provide adequate space for programming and education for the future. The Sheriff's Office is committed to offering more evidence based programs to all classifications rather than having some inmate classifications only being provided various activities to pass time. The obstacle to this commitment has historically been the lack of space. The Honor Farm currently has two classrooms and access to the multipurpose room. The main goal of having program space in the new facility is to provide the opportunity for all classifications to have the ability to be part of the employment, vocational, and re-entry programs which are a pivotal piece of reducing recidivism.

### 3. Medical and Behavioral Health Services

Medical and behavioral health services are provided immediately upon arriving at the Main Jail. Medical and mental health intake evaluations are conducted by medical and psychiatric staff in the booking area to determine the level of care the inmate will need while incarcerated. CHS mental health department also manages daily sick call for mental health needs, crisis intervention, suicide risk assessment and evaluations, and additional mental health needs as so arise. The Sheriff's Office has noticed a larger number of geriatric and medically compromised offenders being booked and housed longer at the jail than in previous years. Due to the high demands and medical needs of this population, the jail medical unit's bed capacity has been challenged.

Currently, RN triage is done daily in intake and Monday through Friday in pods. Nurse Practitioner sick call is provided Monday through Friday in all areas of the jail, including two days per week at the Honor Farm. General Medicine clinic is provided by a board certified physician three times per week. Medical rounds are completed by the physician seven days per week in the medical housing unit. Other clinics include: X-ray, podiatry, OB-GYN, dental, cardiology and tuberculosis clinic. Due to the aging and medically compromised population, CHS developed and implemented a chronic disease programs which includes, hepatitis C, anticoagulation therapy, and diabetes and pain management. In addition to the in-house medical services we provide, we partner with





San Joaquin General Hospital to provide in-patient and out-patient services. Inmates with major conditions, such as dialysis, cardiac, and neurological conditions, are outsourced to a facility that can provide a higher level of medical care. Medication administration is provided by licensed medical staff, and distributed to inmates housed within all areas of the jail facility and Honor Farm. Currently as stipulated by law, medication services are strictly voluntary unless deemed as a medical and/or psychiatric emergency.

CHS Mental Health Services Department would benefit from having a designated mental health therapeutic unit inside the new medium security unit. Mental Health Services as previously stated has a total of four safety cells in the jail (one located in the medical unit and three within the booking area). Often these cells are filled to capacity, and the Sheriff's Office is confronted with housing these inmates, who require specialized interventions and monitoring. Due to the special needs of this specific population, they are usually housed in either the medical care unit, administrative segregation and/or sheltered care capacity.

The County is providing "tele-psych" programs, in addition to a psychiatric clinic at the Main Jail, as well as the Honor Farm. These programs could be enriched if this classification had its own mental health unit to enhance mental health services within a therapeutic milieu and goal of successful re-entry into the community.

#### 4. Exercise and Recreation

At the Main Jail, each housing pod has direct access from the dayrooms to an exercise and recreation yard for inmates. Each barrack's yard at the Honor Farm has access to a black-top exercise and recreation area, which includes basketball courts, as well as handball court and table tennis.

#### 5. Attorney and Confidential Interview Rooms

The new medium facility would need to have space that allows inmates to speak privately with an attorney or authorized person. Confidential interview rooms need to be located in areas that can be easily accessed by visitors and inmates. Keeping visitors out of secured areas and inmates inside secured areas provides the most benefit—keeping everyone as safe as possible. It is also best to keep inmate movement to a minimum, with all interviews inside each unit if possible. Currently, the Sheriff's Office is working with a vendor, Securus, to install video visiting. It would be beneficial to have video visiting inside each unit: (1) to keep the amount of public contact to a minimum and (2) it is less labor intensive on staff not having to move inmates from one area to another.



## 6. Central Control and Other Control Rooms

There will be one main Central Control to monitor each housing pod and recreation area, door control for ingress and egress into each pod, monitor activity in the classrooms and the corridors, and facility perimeter.

## 7. Administration

Some administrative areas are in the secure parts of the jail, while others are accessible to the general public and comprise the work space of management, supervisory, Correctional Health Services, and support staff. These areas retain important documents and information.

A portion of administrative offices in the booking area is now being used by the Probation Department for the purpose of conducting pretrial risk assessments for inmates. While pretrial services were much needed in the booking area, this area was never intended for this type of service and has now displaced a portion of administrative office space.

The new medium security facility would need additional administrative space for critical record keeping and for staff to work efficiently.

## 8. Public Areas

In Type II jails, public areas are similar in that each is the location where people come to deposit money into inmate trust accounts, bail is transmitted to jail staff, visitors check in prior to their appointments, and families and others wait for friends or family to be released from custody.

Purses, bags, and other personal containers are no longer allowed into visiting areas. This requires visitors to either leave items in their vehicles or secure them in a locker in these public areas.

Both facilities have Americans with Disabilities Act (ADA) issues throughout, but specifically in the parking lots and public lobbies. The Sheriff's Office is aware of these issues and is trying to work on a remedy to solve the problems.

## 9. Kitchen/Food Service

Currently, a two-day food supply is prepared by the Santa Rita Jail and delivered by the vendor Aramark. Food is then delivered to each housing unit by Aramark staff, and re-therm ovens are used in each unit to reheat food for inmates. Each housing unit has an



area for the re-therm ovens and a refrigerator to keep cold items. There is no central dining area, so dining takes place in each housing unit dayroom.

#### 10. Laundry

Laundry is done by inmates and County-hired staff. Every housing unit has a washer and dryer unit to wash the white linens, and support services handles all other laundry for the entire facility. The washer and dryer units being used inside housing are not commercial grade and are always in need of repairs. The Sheriff's Office would like to remove the units, due to the excessive cost to fix the broken machines, and centralize laundry service. Support services have the capacity to handle the additional laundry service needs, but would need to hire staff to handle the work load. Currently, support services deliver laundry to housing twice a week, but if the laundry was centralized, it would require additional deliveries.

#### 11. Warehouse

The warehouse lacks space and has been over crowded from the time the facility opened. Some inmate programs have taken up space that could have been available to the warehouse for additional storage. Overflow from the evidence room has taken up space, as well. The Sheriff's Office would like to start more job placement programs in the warehouse area, such as forklift training and small engine repair classes.

#### 12. Receiving Space

The booking area for both men and women is in the Main Jail. All incoming property is stored in this location adjacent to the booking area. This storage area is usually at capacity.

#### 13. Maintenance and Storage Space

Support services have struggled with having enough storage space since the jail opened in 1992. With the lack of appropriate storage, some areas designed for staff work areas have been converted into storage areas. The break room in the support services area is only a table surrounded by items being stored.

#### 14. Secure Perimeter

The Main Jail has a perimeter security fence that encompasses the entire facility, except for the front entrance to the public lobby. Due to recent inmate escapes, the Honor Farm recently added a secure perimeter fence and guard shack to monitor incoming and outgoing traffic. Although there are security fences around the facility this has not



stopped the interdiction of contraband entering the facility. At the Main Jail contraband is thrown over the fence line and onto the recreation yard mesh covers. At the Honor Farm contraband is passed either through the contact visits or left at one of the fence lines. While additional fencing has been put in place, inmates have still been able to manipulate the perimeter to affect escapes.

#### 15. Vehicle Sally port

The vehicle sally port is located at the Main Jail and allows space for large buses to circle around or drive through to drop off and pick up transfers to other facilities, and transportations to court. The vehicle sally port is monitored by central control to manage vehicles entering and exiting. The Honor Farm does not have a traditional vehicle sally port, but recently added a guard shack and gate to prevent public to access to the buildings.

## DEPARTMENT'S OPERATIONAL AND DESIGN PHILOSOPHY

### Overview of Operating System

The Sheriff's Office manages and operates two correctional facilities for the County, being responsible for the secure confinement and care of all persons arrested by local law enforcement agencies and delivered to the Main Jail and for all those individuals who have been sentenced to serve time in the County jails.

Mission: The San Joaquin County Sheriff's Office is dedicated to delivering quality through the creation of partnerships with the people we serve. All members of this department will carry out their duties and responsibilities in such a manner as to afford dignity, respect, and compassion to every individual with whom they come in contact. With community partnerships as our foundation, we are driven by goals to enhance the quality of life, investigating problems as well as incidents, seeking solutions, and fostering a sense of security in communities and individuals. We nurture public trust by holding ourselves to the highest standards of performance and ethics.

### System's History of Crowding

The Sheriff's Office has been under a court capacity order due to overcrowding in the County jail system. The San Joaquin County Jail population is under the jurisdiction of the Superior Court. When the number of inmates housed in the jail exceeds the limits established by Superior Court Consent Decree established in 1992, releases will occur. Consent Decree release criteria are structured to ensure that the available capacity of the county's adult detention facility is utilized to house those individuals who pose the highest risk to public



safety. Releases may be to an alternative program, to other agencies having jurisdiction, to a future court appearance through citation or own recognizance release, or as an early time-served release. Releases will occur in the order established by the most current amendment to the Consent Decree. With the jail operating under its court capacity order, AB 109 inmates are ineligible for early release via the court cap. However, when the jail is at capacity it forces release of those inmates sentenced on a local sentence and who have served a much shorter percentage of their sentence.

### Main Jail

Built in 1992, the Main Jail was constructed to provide podular direct supervision. The Main Jail added two additional 66-bed housing units, which were completed in 2003, to accommodate the ever-growing need for additional beds.

### Honor Farm

Originally built in 1949 to house sentenced inmates, the Honor Farm has since been remodeled, once in 1986 and again in 1988. The Honor Farm is being operated as a Type II minimum security facility, housing pretrial and sentenced male and female inmates.

### Design

The Main Jail has an exceptional podular design, providing excellent visual supervision of all common, inmate-occupied areas. The Honor Farm has open dormitories, which provide limited visual observation, especially of certain areas. In the newer single-cell building, the layout provides reasonable supervision of common areas, but very limited supervision of the linear corridors leading to the single cells.

Emphasizing the inmate management philosophy of direct supervision, the custody division trains all correctional staff in the nine principles of direct supervision and has a complete manual of policies and procedures that it regularly reviews and updates.

### Continuum of Care

The planning approach to the San Joaquin County Jail Master Plan will incorporate a continuum of care concept from booking and intake to pretrial and through to sentencing and post-sentencing. Every inmate will have an individualized plan that includes the following components: medical, behavioral, and dental health; vocation, education, and employment programs, and life skills. The concept is to create a place that is a learning environment where individuals can “live together and learn together.” This is anticipated to be successful and to evolve into a very functional and helpful environment.





## Continuum of Care Design Goals

The mission of the continuum of care approach is to address individual needs for a quality rehabilitation experience and a seamless community re-entry. One aspect of this approach is to integrate tangible incentives for an individual's graduation from one level to the next. These incentives would be known and understood by all inmates as something they can earn. Some of these incentives would be the living and learning environment itself.

This program will be the transition into the community that has been lacking due to overcrowding and lack of program access. Having program and service space easily accessible directly from the housing area will offer the inmates the best opportunity to participate and succeed. The new facility will support the provision of in-custody programming and services that link inmates to community-based providers.

Based upon this operational philosophy, the specific design objectives of the new, state-of-the-art medium security facility housing component and programming spaces are discussed below, organized along a series of guiding principles that serve as the foundation for the proposed facility's operational mission and design approach. These guiding principles are categorized under five major themes:

### 1. Appropriate Environment

- Requirements for security, safety, and control will be matched to meet the medium security population. Each will have a podular, direct supervision-type layout with sleeping areas surrounding a dayroom.
- Medium security sleeping areas will have multi-occupancy cells with a stainless steel toilet/sink combination unit, built-in bed and desk, and storage shelves with steel swinging doors.
- The facility will share a similar relaxed feel as the Honor Farm, but with a higher level of perimeter security for the safety of the community.
- The facility will be a welcoming, friendly face to the visitors and the surrounding community, i.e., a "good neighbor."
- Adequate lighting, enhanced natural light in the housing units, views to the outside, and direct supervision will be provided from the point of admissions.

### 2. Safe and Secure Environment

- Compliant with the requirements of Title 24 of *The California Code of Regulations*, best practices and modern standards of operations (i.e., American Correctional Association, Americans with Disabilities Act)



- Podular design direct supervision housing unit that affords clear lines of sight for optimal visual supervision
- Well-defined secure perimeter, easy-to-supervise spaces, distinct public and staff entrances and circulation paths, and secure spaces for contact, non-contact, and video visitation
- Maximized operational efficiencies through the use of the best security electronics and technology available and consolidated central control functions

### 3. Rehabilitative Environment

- Individualized case treatment plans through evaluation, treatment, monitoring, and assignment to appropriate programs and services
- Provision of a wide variety of programs and services designed to reduce idleness, increase productivity, and reduce recidivism
- Adequacy and variety of dedicated programming and support spaces for program staff, community providers, other professionals providing services, and volunteers
- Appropriate, varied spaces for family visitation to support successful reintegration

### 4. Professional Work Environment

- Normative and user-friendly environment for the facility personnel
- Ongoing training and education
- Adequate support spaces for administrative, custody, and service providers

### 5. Sustainable Environment

- Cost-efficient to build through maximization of existing resources and infrastructure and to operate by providing all necessary support (laundry, kitchen, adequate storage) and health care services (medical and mental health spaces) to reduce the need for deliveries and transportation outside the facility
- Staff-efficient layout with minimal additional staff expected as a result of the planned housing and programming additions
- Energy efficient and environmentally friendly to reduce operating costs

### Medical/Mental Health Care Space

The Sheriff's Office envisions a specific housing unit to house only mentally ill offenders. Currently, the Main Jail has only four safety cells and 8 mental health beds to house mental health offenders, with the over flow being housed in Sheltered and other areas within the Main Jail. Medical staff will have access to a private medical exam clinic on the unit where patients will have complete privacy to bring forth their medical issues. CHS will provide



medical, mental health and a full scope of services to all inmates housed in these units. Medication delivery will be provided by a trained therapeutic staff member for the continuity and success of the patients. We believe this will instill trust and compliancy for those patients housed in the mental health unit. The unit will incorporate a therapeutic milieu utilizing evidence based practices, which will assist patients to stabilize and successfully re-enter into the community. The space would also have private exam rooms and interview rooms with separate access for the clinician and the offender, which would provide the most safety for correctional and mental health staff. Medical health will have a similar design with all exam rooms in or near the housing unit to save correctional staff from unnecessary movement.



## CURRENT INMATE POPULATION

A major concern about today's criminal justice costs is often tied to the issue of local jail populations. Although the nation's jail population is about one-half the size of the prison population (713,000 jail inmates versus 1.4 million prisoners) the jail population and bed-space resources seem to be an ever-expanding issue within our local criminal justice system. Decision-makers need to have sound research, comprehensive analysis and reliable forecasting techniques available in order to make educated legislative and policy decisions. The time has come when just answering the question of, "What will the future jail population be?" is not enough. Decision-makers need to also answer the questions of, "What are the reasons behind the prison and jail population growth, how will future changes affect the system, and how can I influence the forecasted population?"

The most influential factors in forecasting any correctional population are the impact of recently enacted sentencing laws, judicial decisions and other criminal justice policy choices. These factors vary from jurisdiction to jurisdiction and are usually very complex in nature. State and local criminal justice systems often vest considerable discretion in their public leaders who construct these policies and procedures. A complete understanding of these complex influences is essential to the accuracy of planning and forecasting a prison or jail population.

Jail and prison populations are the result of numbers of admissions and lengths of stay (LOS). Minor changes in either or both of these two factors can have an enormous impact on the daily or "stock" population. For example, there were approximately 18,761 male admissions into the San Joaquin County jail system in 2014. With an average length of stay of approximately 24.6 days, the average daily population (ADP) is approximately 1,264. If the number of admissions remained constant, but the LOS was reduced by an average of three days, the average daily male population would drop by 15 percent to about 1,100.

Conversely, if the LOS was increased by three days, the male population would increase. These two examples illustrate just how sensitive the jail systems are to court processing and sentencing practices. Of course, if the number of admissions increased or decreased with no change in LOS, the population also would increase or decrease, respectively. As such, a careful and comprehensive examination of the complex interplay between the various factors that affect population is crucial to understanding correctional population dynamics and to be able to reasonably project future populations.

San Joaquin County was able to provide historical data on jail bookings and ADP by gender for 2010-2015, total jail releases for 2010-2015 and total admissions for parole and probation violations by gender for 2010-2015. The data range of 2010-2015 that was



utilized in the analysis was determined the best range due to the massive changes that came with AB 109 and Prop47. The Sheriff’s Office has been using the CUSINS data system since 1995.

**Current Conditions**

As of October 2014, the County’s correctional facilities have a combined court capacity order of 1,333 BSCC-rated beds capacity. Although there are some fluctuations over the six year period, the combination of decreased bookings but an increased LOS has kept the total ADP fairly constant.

**Exhibits 1-1** and **1-2** provide information on the annual bookings, average daily population (ADP) and length of stay of the San Joaquin County jail by gender from 2010-2015. Case level data was also provided for all Prop 47 cases from November 2014 - March 2015. In addition, a copy of the previous jail population forecast along with its methodology and assumptions were also provided. **Exhibit 1-3** details the same data in a collapsed format providing additional information on annual releases and jail system totals. Booking and ADP were provided by San Joaquin county and LOS information was generated by applying the formula of admissions x length of stay = population. **Exhibit 1-4** provides a summary of the total jail ADP from 2010-2015.

**EXHIBIT 1-1**  
**San Joaquin County Bookings, LOS and ADP -Males**

Male			
Year	Bookings	LOS	ADP
2010	21,095	19.7	1,137
2011	18,591	20.5	1,048
2012	19,234	22.7	1,198
2013	19,008	24.5	1,276
2014	18,761	24.6	1,264
2015 (Jan-Apr)	5,753		1,105
2015 (annualized)	17,259	22.7	1,071
Avg. % Change 2010-2014	-2.7%	5.8%	-3.0%

- Male bookings have fluctuated between 2010 and 2014 but, fueled by a big drop from 2010-2011, have decreased by an average rate of -2.7% per year since 2010.
- Only the first four months of 2015 bookings are available at the time of this report. Annualizing these bookings to a full year shows that the decreasing trend in admissions should continue through 2015.





- Through 2014, while male bookings were decreasing, average LOS for males in the jail was increasing. Over the five year period, jail LOS for males increased a total just under 5 days or 6.2% per year.
- In 2015, annualized preliminary estimates show the male LOS in jail is decreasing slightly to an average of 22.7 days
- Through the end of 2014, the increase in LOS was outweighing the decrease in bookings, causing the population to increase by approximately 130 offenders. Since 2014, influenced strongly by Prop 47, male ADP has decreased to 1,071 offenders – levels similar to 2011.

**EXHIBIT 1-2  
San Joaquin County Bookings, LOS and ADP –Females**

<b>Females</b>			
<b>Year</b>	<b>Bookings</b>	<b>LOS</b>	<b>ADP</b>
2010	5,436	13.2	197
2011	4,815	12.4	164
2012	4,598	11.1	140
2013	4,933	12.7	171
2014	4,693	13.0	167
2015 (Jan-Apr)	1,524		127
2015 (annualized)	4,572	10.4	130
Avg. % Change 2010-2014	-3.4%	0.0%	-2.9%

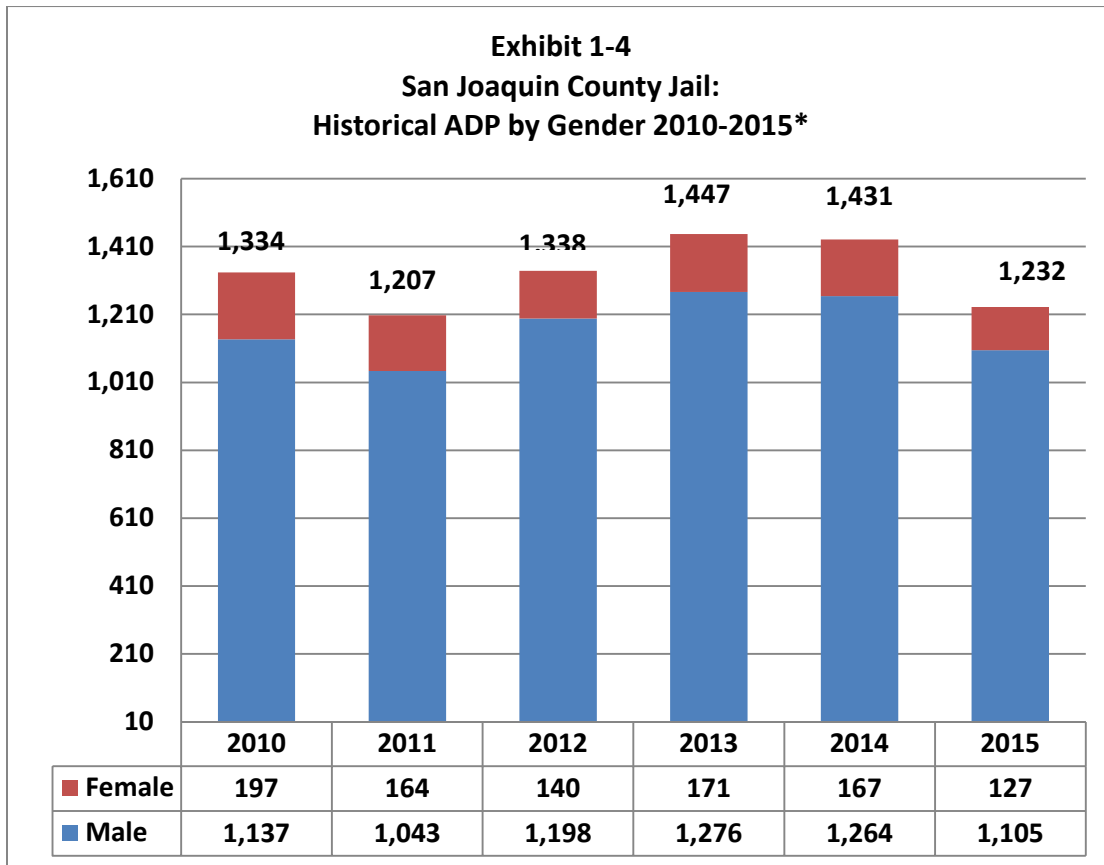
- With the exception of one uptick in 2013, female bookings have steadily decreased over the five year period at an average rate of -3.4% per year.
- In 2013, female booking saw a slight uptick of 335 admissions. The increasing trend did not continue, however, and female jail bookings declined the next year.
- Only the first four months of 2015 female bookings are available at the time of this report. Annualizing these bookings to a full year predicts female bookings will decline through 2015.
- Over the five year period, average female LOS in jail has fluctuated with no real long term trend established. Female LOS in jail reached a low of 11.1 days in 2012 and a high of 13.2 days in 2010. Overall, the average LOS for females in jail averaged 12.1 days.
- Through the end of 2014, the decrease in bookings caused the female jail population to decrease by approximately 30 offenders since 2010.
- Since 2014, mostly influenced by Prop 47, male ADP has decreased to an additional 37 to 130. It's not clear.



**EXHIBIT 1-3**  
**San Joaquin County Bookings, LOS, Releases and ADP**

<b>Year</b>	<b>Bookings</b>	<b>LOS</b>	<b>Releases</b>	<b>ADP</b>
2010	26,531	18.4	26,759	1,334
2011	23,406	18.8	23,260	1,207
2012	23,832	20.5	23,577	1,338
2013	23,941	22.1	24,031	1,447
2014	23,454	22.3	23,597	1,431
2015 (Jan-Apr)	7,277		7,297	1,232
2015 (annualized)	21,831	20.1	21,891	1,201
Avg. % Change 2010-2014	-2.9%	5.0%	-2.9%	2.1%

- Total bookings closely mirror the trends of male bookings. Bookings have fluctuated through 2014. Fueled by a big drop from 2010-2011, overall bookings have decreased by an average rate of -2.9% per year since 2010.
- Total bookings decreased faster in 2011 dropping by over 3,000 in that year.
- Only the first four months of 2015 bookings are available at the time of this report. Annualizing these bookings to a full year shows that the decreasing trend in admissions should continue through 2015.
- At the same time total bookings were decreasing, average total LOS in the jail was increasing. Over the five year period provided, total jail LOS increased a total just under 4 days or 2.1% per year.
- Mirroring bookings, total releases in the jail have also fluctuated over the five year period. Currently, the annualized 2015 figures predict releases will continue to decrease.
- Through the end of 2014, the increase in LOS was outweighing the decrease in bookings, causing the population to increase by approximately 97 offenders since 2010. In 2015, and mostly influenced by Prop 47, male ADP has decreased by 230 to 1,201 offenders – levels similar to 2011.



### Jail Bed Forecasting Methodology

Forecasts completed in this document were completed using the universal calculation of admissions x LOS = populations. Separate calculations were completed by gender. Assumptions made on the future level of bookings and LOS, are presented below.

It must be noted from the outset that making a long-term forecast for any correctional population is like trying to forecast the nation’s interest rate. We know what the current trends are but we also know that the factors that produce an interest rate are constantly changing and are unknown. All that can be reasonably assumed is that if certain conditions continue to exist then the interest rate – or jail population – will be as follows. But since we do not know what the crime rate, police arrest practices, court policies and sentencing laws will be over the next 10 to 20 years we must understand that long-term projections are a “best guess” based on what we know today. On the other hand, by knowing the key trends, policies and laws that drive jail populations, one can continually review and adjust those policies to help ensure that the jail system does not become crowded.



The last point is that small jail populations tend to fluctuate more than larger (1,000 beds or more) jail systems' populations. Such fluctuations are the result of seasonal variations in crime and criminal justice polices, therefore one needs to be prepared for such fluctuations.

### **Data Caveats and Assumptions**

It is important to recognize that the County is just now beginning to understand the full impact of absorbing AB 109 inmates into the County's justice system. Hence, it is imperative that the most recent trends being experienced be included and emphasized in the analysis. The following are assumptions made when forecasting the jail population:

- Based on the trends in male bookings over the past five years, male bookings are projected to remain stable and grow a modest 0.2% confirming per year through the forecast horizon.
- Based on the trends of female bookings over the past five years, female bookings are projected to increase at a modest 0.2% per year through the forecast horizon.
- Combining male and female assumptions, total booking are projected to increase modestly at 0.2% per year.
- LOS of male offenders in the jail is projected to remain at the average LOS for 2010-2015, 22.5 days.
- LOS of female offenders in the jail is projected to remain at the average LOS for 2010-2015, 12.1 days.



## San Joaquin County Jail Population Forecast

Taking all the data and projecting out of 10 years the total bed needs for San Joaquin County will be 1,244 by the year 2025. Taking this number into consideration the county will be planning a new jail around these projections.

### EXHIBIT 1-5

#### San Joaquin County Jail Population Forecast

Year	Male	Female	Total
2014	1,264	167	1,431
2015	1,063	151	1,214
2016	1,066	152	1,218
2017	1,069	152	1,220
2018	1,071	152	1,223
2019	1,074	152	1,226
2020	1,077	153	1,229
2021	1,079	153	1,232
2022	1,082	153	1,235
2023	1,085	154	1,238
2024	1,087	154	1,241
2025	1,090	154	1,244
Avg. % Change 2015-2025	0.2%	0.2%	0.2%

- Total male jail population is projected to decrease initially from 1,264 in 2014 to 1,063 in 2015 – due to Prop 47. From there, the male population is expected to





grow slowly to 1,090 in 2025, representing a growth in ADP of 27 offenders or an average increase of 0.2% per year.

- Total female jail population is projected to decrease initially from 167 in 2014 to 151 in 2015 – due to Prop 47. From there, the female population is expected to grow slowly to 154 in 2025, representing a growth in ADP of 3 offenders or an average increase of 0.2% per year.
- The total jail population is projected to decrease initially from 1,431 in 2014 to 1,214 in 2015 – due to Prop 47. From there the population is expected to grow slowly to 1,244 in 2025, representing a growth in ADP of 30 offenders or an average increase of 0.2% per year.

## Explanation of and Discussion of Alternative Bed Forecast Scenarios

### Bed Space Need Based on Peaking and Classification Factors

Criminal justice facilities cannot be planned for the ADP solely; peaks in population must be accommodated, along with beds for differing inmate classification. The peaking value of the County jail system is calculated using monthly data from 2015-2025.

A peaking factor accounts for seasonal variations in the inmate population. There needs to be enough beds to accommodate seasonal increases without overcrowding. The actual factor is the percentage above the ADP. Data was analyzed to ascertain the actual peaking factor for the County. For the complete dataset of 2015-2025, the average peaking percentage is 5 percent. This means that the largest number of inmates held in the County was 5 percent higher than the average inmate population during the time period examined.

A classification factor accounts for a fluctuation in the type of inmates held at any given time. There may be times where there are more maximum-security inmates than the average number; conversely there may be times when there are more minimum-security inmates than the average. The jail system requires enough flexibility in the type of beds needed at any given time to be able to provide appropriate separations between the classification levels of inmates. It is very difficult or impossible to ascertain a historical percentage for a classification factor, as systems do not retain classification data in an aggregate manner historically. As a result, and based on experience, we attach 5 percent for this factor.

The peaking and classification factors are added together and then added to the projections to give a number for total beds needed.

The table below shows the monthly ADP projections for the County, the peaking factor and the classification factor to show the total beds required.



BED SPACE PROJECTIONS PROJECTIONS INCLUDING PEAKING & CLASSIFICATION FACTORS											
Bedspace Assigned Inmates	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Average Daily Population Projections	1,214	1,218	1,220	1,223	1,226	1,229	1,232	1,235	1,238	1,241	1,244
Peaking (5.0%)	61	61	61	61	61	61	62	62	62	62	62
Classification (5.0%)	61	61	61	61	61	61	62	62	62	62	62
Total Beds Required	1,336	1,340	1,342	1,345	1,348	1,351	1,356	1,359	1,362	1,365	1,368



## CLASSIFICATION SYSTEM

### Introduction

The classification system is vital to ensuring that the jail functions in the most efficient and effective ways possible. A relevant classification system is key to ensuring safety and security and is fundamental in establishing staffing, program, and service requirements. The main focus on classification is to facilitate a successful and well-managed facility.

Success is based on identifying those inmates who cannot be housed safely in general population because they pose a threat to other inmates or staff, are targets of victimization, or have special requirements, such as medical, mental health, or other specific needs.

Each person booked or committed in the County jail system who is not a candidate for imminent release is classified prior to receiving a housing assignment. The classification system is based on an objective risk assessment that evaluates 19 factors in order to assign the inmate to the most appropriate security and custody level. Initial classification is completed by the classification officer completing a questionnaire with the inmate, reviewing all criminal history through CLETS, NCIC, CUSINS, CJIS, and any other automated system searches available to determine the best housing options for the inmate. There are a total of thirteen possible security/custody classifications. Three relate to minimum security/Honor Farm inmates (levels 1–3), two are general population/maximum security inmates (levels 4 and 5), and there are administrative segregation/maximum security inmates (levels 6A-F, 7, and 8). All inmate levels 4–8 are housed at the Main Jail.

### Housing Units for Similar-Programmed Individuals

The Sheriff's Office has been using an objective jail classification system since the facility opened in 1992. Due to the lack of medium security beds, the County is unable to provide the right type of beds or program services for the medium security classification. Currently, the medium security population is mixed in with the maximum classification. The proposed medium security area would provide the adequate space needed for a new mental health unit, which would help classify a growing number of mentally ill offenders that need specific care and programming to this classification.

### Risk Assessment Tools

The Sheriff's Office is committed to using an evidenced-based pretrial assessment tool. Currently, the Sheriff's Office works with Probation who uses the Virginia Pretrial Risk Assessment Instrument (VPRAI) to assist and identify the risk of failure to appear in court if an offender is released pending trial. The Sheriff's and Probation Departments are already



working together to provide a continuum of care from the time the incarcerated enter and exit the facility.

The Probation Department started using pretrial risk assessment instrument November 2014. Pretrial Services shall conduct the Virginia Pretrial Risk Assessment Instrument (VPRAI) on all new felony bookings and new misdemeanor bookings for the charges of elder abuse, domestic violence, child abuse, sex offenses, and driving under the influence with a prior DUI in the past 10 years. The VPRAI will also be conducted on all bench warrants for the above listed charges as well as any other misdemeanor charge that has had five or more failures to appear for the current charge as noted on the Bench Warrant Abstract.

All misdemeanor charges that do not qualify to have the VPRAI will be released on their OR pursuant to the Court Consent Decree. For those assessed using the VPRAI, detain/release decisions will be based on their risk score, which identifies the defendants likelihood to appear in court and their risk to reoffend while going through court proceedings. Those inmates scoring "0" through "2" will be released on their OR and will receive varying degrees of monitoring, to include either phoning in to Probation, court reminder phone calls, reporting to Probation in person or all of the listed. Those inmates that score "3" will remain detained pending arraignment with the completion of a Pretrial Report. These defendants will be recommended for release on GPS monitoring. Inmates scoring a "4 or above" are detained and recommended to remain detained pending their court proceedings.

#### Static Risk Assessment

Each person booked into San Joaquin County Jail who is not a candidate for imminent release is classified prior to receiving a housing assignment. The classification system is based on an objective risk assessment that evaluates 19 factors in order to assign appropriate housing for the inmate. There are a total of thirteen possible security/custody classifications:

- Three minimum security (levels 1–3)
- Two general population/maximum security (levels 4–5)
- Eight administrative segregation/maximum security (levels 6A-F, 7 and 8)

All minimum security classification levels are housed in the Honor Farm, while all other classification levels are housed at the Main Jail.

The goal is to classify inmates correctly at the time of booking, which will help to ensure inmates get access to the correct programs while both in and out of custody.



## Offender Needs Assessment

The Sheriff's Office understands the need to review classification of inmates, which is completed on an on-going basis during an inmate incarceration. Reclassification is completed every 30 days for general population, every 14 days for medical inmates, every 7 days for administrative segregation, and every day for inmates on disciplinary action. It is crucial for the Sheriff's Office to classify inmates correctly providing a safe environment for both inmates and staff.

### **Groups that Live Together and Learn Together**

Currently, classification officers work side-by-side with Correctional Health Services and probation officers during the booking/intake to begin the classification process. The joint effort will continue between both departments, and the new medium security facility will allow more options to classify inmates appropriately. It is anticipated that the new facility will provide more opportunities for offenders with similar classification levels to live and learn together.

## **PROGRAM NEEDS**

### **Programmatic Mission**

The mission of the County's inmate programs and services component is to make sure inmates are provided actual programs—not just activities, accomplishing this through evidence-based programs. The Sheriff's Office understands providing inmates with the opportunity to learn in a variety of programs and services for educational skills, group, and individual counseling will assist in reducing recidivism.

The Sheriff's Office provides both mandatory and non-mandatory inmate programs and services. It is the intention that all inmates have access to programs, services, and exercise areas directly from their housing units. This allows for constructive release of stress resulting from incarceration and provides other meaningful programs that benefit inmates both in and out of custody.

### **Delivery Method/Program Areas**

Currently, some programs and services are conducted within the Main Jail housing units' dayrooms. However, the majority of programs are conducted at the Honor Farm, which consists of only two classrooms plus a multipurpose room, visiting room, and interview room that are sometimes utilized as alternative program spaces. The Sheriff's Office would greatly benefit from having a specific programs and education facility, which would provide the



ability for the County to offer more evidence-based programs. The Honor Farm is now being operated as a Type II facility, housing for both pretrial and sentenced male and female inmates.

### **Current In-Custody Programs**

Under *California Code of Regulations Title 15, Minimum Standards for Local Corrections Facilities*, the Sheriff's Office must provide services and programs in the following major areas:

#### Sentenced Inmates Mandatory In-Custody Services

- Law library/legal resources
- Visitation
- Medical and mental health services
- Recreation
- Religious services
- Recreational reading library
- Telephone access

#### Court-Ordered Programs

- Anger management
- Parenting
- Domestic violence, and stalking offender counseling

#### Programs/Services

### **ANGER MANAGEMENT PROGRAM (FRIENDS OUTSIDE)**

This program allows participants to explore the influence of feelings on behavior. They learn and practice coping skills for handling uncomfortable feelings. The program is conducted in a group setting with 10-15 men for 8 weeks. The group meets twice a week for an hour and half each session. Participants explore the connection between situations, self-talk and feelings and how they relate to behavior choices. Participants are taught how to manage their emotions and how to deal with issues in a responsible and pro-social way.

The Anger Management Program is offered to both the male and female population at the Honor Farm and South Jail Facilities. The purpose of the anger management program is to teach the inmates new positive ways to manage anger and stress, and provide alternative responses to stressful situations in an institutional setting. Program participants learn anger management, stress management, emotional intelligence, and communication skills as the core elements.



Highly skilled and certified Friends Outside staff comes into the institution to conduct the programs. The program concludes with a graduation ceremony where participants receive a certificate of completion.

### **PARENTING (FRIENDS OUTSIDE)**

The parenting classes are offered to both the male and female population at the Honor Farm and South Jail Facilities. The purpose of the parenting classes is to reduce the incidence of child abuse and neglect in high-risk parents, and to enhance the possibility of successful reunification after release.

This interactive, facilitated program addresses the primary causes of abuse and neglect in high-risk families in a way that supports and nourishes parent/child attachment. Empathy is encouraged, child development and parental responsibilities are discussed, and self-esteem nurtured.

The methodology has been designed to acknowledge the factors associated with an inmate population: high incidence of learning disabilities, low literacy level, high distractibility, volatility, poor self-esteem, school failure, shame and guilt, inadequate social skills, and inappropriate conflict resolution skills.

Participants are guided through a process whereby they take responsibility and control in their lives.

The program meets the requirements for parents ordered by the court to participate in a parenting education program as a condition of reunifying with their children, as specified in the Welfare and Institutions Code.

The total length of the Parenting Workshop is eight weeks. There are two classes each week with each class being two hours long. All participants are volunteers and may or may not have children. After completing the eight weeks, each participant is required to take a post-test. If the participant passes the post-test, he/she will receive a certificate of completion.

The National Organization of Friends Outside conducts the Parenting Workshop.

### **CREATIVE CONFLICT RESOLUTION WORKSHOP (FRIENDS OUTSIDE)**

Certified trained facilitators guide workshop participants through each exercise, taking into consideration each person's skills and needs.

During intensive three day, creative and fun workshops, participants undergo a carefully constructed series of unique exercises and role-plays.

Participants' valuable experiences are used as building blocks to identify new choices and opportunities.



Workshop participants learn cooperation, appreciation of diversity, communication and conflict resolution/avoidance skills.

Self-esteem and self-respect are enhanced as participants learn acceptable ways to deal with anger, frustration and disappointment.

The National Organization of Friends Outside provides this 21-hour workshop. Certificates of completion are presented at the graduation ceremony. This workshop is currently available at the Honor Farm and S. Jail facility.

## THE DAD'S PROGRAM (FRIENDS OUTSIDE)

"The best Dad I can be."

Friends Outside believes that incarcerated men can have a significant impact on the growth and development of their children. They can nurture and guide their children even though they are separated, and that dads are important in helping to create capable, responsible children and young adults.

Our programs are geared toward meeting the very special needs of these dads, in helping them to meet the very special needs of their families. Emphasis is placed on understanding and accepting their responsibilities and strengthening their father-child bond.

**The Dads Program** will provide at least 90 days of pre-release services and 6 months of post-release services for a total of 9 months to complete the program. Our team is a collaboration of Friends Outside Case Managers, Volunteer Mentors, Probation, Sheriff's Department, and other community agencies to aid in successful reentry.

**Volunteer Mentors**, trained in Jail Visiting Protocols and how to engage dads in making responsible decisions will work closely with the Case Managers and be assigned as role model/supporter. Mentors will visit each Dad twice monthly while they are incarcerated and continue mentoring in a group setting once the Dad is released.

**Case Managers** will make weekly visits to the jail to meet with the dad and perform intakes, assessments, and provide pre-release re-entry services. Case management includes programs that are complementary and mutually reinforcing, including reunification efforts, important issues involving parenting, resolving crisis, and goal-setting. Case management continues on the outside, assisting clients in accomplishing their goals and ensuring they are the best dad they can be.

Other components of the Dads Program include:

### **Parenting Education for Incarcerated Parents:**

Dads are taught child development, health and safety, nutrition, and techniques of parent-child communications. They are shown ways to provide guidance in place of punishment and how to provide discipline that encourages good behavior. Family relationship skills are





taught and practiced. Most importantly, dads are encouraged to maintain contact with their children and their children's mother/caregiver, in preparation for maintaining a meaningful relationship after release.

### **Creative Conflict Resolutions:**

These interactive, intensive workshops support dads as they learn appropriate ways to deal with frustration and anger. They learn appropriate ways to handle conflict, at home and in the workplace, and are encouraged to pass along what they have learned to their children.

### **Child Safe:**

Fathers, even when they are incarcerated, can provide the responsible parenting that is necessary to help keep their children safe and well. This Friends Outside program uses information regarding child health and safety to motivate dads to become more responsible for the wellbeing of their children.

**DAD'S Peer Support Group:** As an integral part of the DAD'S program, this group consists of 10-14 men that are currently involved in one on one case management and receiving mentoring services. This group meets once a week for an hour and a half and the topics vary based on the participants needs. This discusses topics pertaining to parenting while incarcerated, fixing relationships and addressing issues with communication. This group support methodology is continued when the participant is released and is in need of support in the community.

### **FRESH START (FRIENDS OUTSIDE)**

This program is aimed at incarcerated individuals who are moderate to high need in the area of substance abuse. The curriculum that is used is the University of Cincinnati's Cognitive Behavioral Interventions for Substance Abuse. The program is designed to be given in a group setting and consist of 39 sessions, lasting one and a half hours each. The program focuses on cognitive restructuring and assisting individuals with emotion identification and regulation. The participants are also taught various social skills and problem-solving techniques to assist them with issues that may arise in the future. This program offers a comprehensive and individualized success plan that takes into account goal setting, life-history, utilizing available resources, and relapse prevention.

### **WOMEN'S WELLNESS PROGRAM (FRIENDS OUTSIDE)**

This program is aimed at working with women in a setting in which a short-term intervention is needed. The curriculum that is used is Healing Trauma: strategies for abused women, created by Stephanie Covington. The program focuses on healing trauma and assisting women in living a life in which they are healthier physically, emotionally, mentally and spiritually. The program is conducted in a group setting once a week for an hour and a half over an 8 week period. Women are taught how to cope with the trauma that they have endured in their lives and learn about the health effects that trauma can cause if it is left untreated. This is achieved using a therapeutic group setting aimed at working through each woman's individual trauma and provides tools to cope with future events.



### **HIV PRE AND POST TESTING (PUBLIC HEALTH)**

Inmates can be tested and counseled for HIV infections. Public Health provides this service to all inmates in both the S. Jail and Honor Farm facilities at no cost to the inmate. Testing/Post testing alternate every week.

### **DOMESTIC VIOLENCE, ANGER MANAGEMENT, AND STALKING OFFENDER COUNSELING (VALLEY COMMUNITY COUNSELING)**

A licensed therapist provides comprehensive counseling services for individuals who are required to or are interested in learning about and dealing with issues related to domestic violence, anger management, and stalking. The goal is to aid clients in understanding and ending all thoughts, choices, actions and behaviors leading to the victimization of others. The process involves counseling sessions with the goal of facilitating positive change in relationships without violence.

An approved counselor contracted by the Probation Department offers the Domestic Violence class. Inmates who successfully complete classes may receive partial credit from the Probation Department toward their court ordered 52-week requirement.

This course is currently being offered at the Honor Farm and S. Jail.

### **GED/HS DIPLOMA (COUNTY OFFICE OF EDUCATION)**

Inmates at both the Honor Farm and the General Population Units have the opportunity to achieve their GED or High School Diploma.

The Honor Farm GED class spends approximately six hours a day Monday-Friday for a one to two-month period of time in order to be prepared to take their GED. The GED class can have a maximum of 30 inmates at a time. The students use computer software and instructional teaching while preparing for their GED. At the end of the month, the inmates will test for their GED. Those that pass will participate in a graduation ceremony and will receive a certificate of completion.

The San Joaquin County Office of Education provides all the instructors and materials used in the classroom. In 2013, 88 inmates received their GED or High School Diplomas.

### **OFFICE TECHNOLOGY- STEPS TO SUCCESS...RESUME BUILDING 101 (COUNTY OFFICE OF EDUCATION)**

Participants through a guided session with the instructor will list their information, skills, employment history and certificates in order to create or update a professional resume. Participants are required to attend a minimum of 4 sessions in order to receive a printed copy of their own resume. The County Office of Education is offering this class for both the men at the Honor Farm.



### **PRE-RELEASE PROGRAM (COUNTY OFFICE OF EDUCATION)**

The PREP Crew is targeted for those inmates housed at the Honor Farm who have successfully completed the GED program or who have been identified as already possessing a High School Diploma or a GED.

The PREP Crew is designed to assist inmates in setting, preparing for and reaching essential life goals through education strands including: career exploration, pre-employment training, preparing resumes and applications, interview techniques, employee rights/responsibilities, and essential work ethics and behavior.

There are three goals, which the Inmate Programs Department and the San Joaquin County Office of Education emphasize during the intensive program. First, to work in collaboration with outside agencies to provide a seamless delivery of services to inmates participating in the PREP crew program. Second, to provide integrated supportive services throughout the inmates' educational and vocational training experience through the use of an extensive speaker' bureau, and the collaboration with in-house service providers. Third, to provide quality software, curriculum and materials for use in pre and post release settings that will assist the inmates to successfully set and meet educational and vocational goals and prepare for gainful employment upon release.

### **OWNERSHIP (COUNTY OFFICE OF EDUCATION)**

The Transitional Life-Skills Counseling course offers client-oriented life management education programs to pre-release status and qualified inmates transitioning from correctional institutions back into society. This course is designed for individuals facing multiple barriers toward self-sufficiency. The course introduces a self-identification methodology called Ownership, which provides intensive individualized and straightforward training focusing on life skills, employment, negative behavioral changes and overcoming substance abuse and addiction issues.

Students will develop self-awareness tools, which will assist them in identifying a variety of former unhealthy behaviors using healthier decision making processes and how to use prioritization regarding their transition back into the community. Ownership offers the opportunity for students to make better life choices based upon the reality the student has lived vs. the one they want to create in order to live as overall healthier, contributing members of society.

Upon successful completion of the course, the student will be able to: Identify a variety of unhealthy behaviors they exhibited in the past and how to use the power of choice in not repeating the same behaviors in their transition from institution back into society; Acquire the ability to set healthier goals which are attainable from the time they leave the institution to the time they return to their respective communities; Consciously challenge themselves to become healthier human beings under any given set of circumstances; Use negative situations as opportunities for positive change; Become a part of the multiple solutions required in order to get their lives back on track; Demonstrate a clear understanding of how they got to where



they are regardless of the situation and how to map out their futures with healthier decision-making skills; How to take ownership of their lives both personally and professionally. This program is currently being offered at both the Honor Farm and S. Jail Facilities.

### **SUCCEEDING IN LIFE AND CAREER (COUNTY OFFICE OF EDUCATION)**

The inmates at the Honor Farm, both male and female, are exposed to many of life's critical thinking skills in this course. As today's students leave their classrooms behind, they will face a world of complexity and change. They are likely to work in several career areas and hold many jobs. Developing a base of knowledge and being prepared to solve complex problems, make difficult decisions, and assess ethical implications are requirements to a successful career and life. The thirty-six week course covers the following life skills areas: Career Preparation, Resource Management, Relationships, Parenting, Child Care, Guidance, Wellness and Nutrition, Personal Finance, Fashion and Apparel, Housing and Transportation.

Problems solving and decision-making skills will allow inmates to explore many options to a given situation. Cooperative learning techniques will develop teamwork skills so vitally necessary in today's workplace. Due to the rapidly changing diversity in the workplace the students need to appreciate and understand diversity as it exists in all areas of our lives. Therefore this course promotes a spirit of openness, consideration, respect, and tolerance in the classroom.

A course about life, designed to give a new perspective to the inmate before entering back into the daily challenges presented by the outside world, "Succeeding in Life and Careers" finds new avenues for solution.

### **TYGR PROGRAM "SEEKING SAFETY AND SUBSTANCE ABUSE COUNSELING" (BEHAVIORAL HEALTH)**

Inmates who have been carefully screened by the Program Classification Officer as having a history of mental illness and substance abuse disorders are offered to participate in the TYGR (Transition-age Youth Grounds for Recovery) Program. The TYGR program is designed to provide a comprehensive response to the needs of young adult offenders between the ages of 18-25 with co-occurring mental health and substance abuse disorders.

TYGR participants agree to attend both a Seeking Safety and a Substance Abuse Counseling program conducted by a clinician from Behavioral Health Services. Additionally, participants must agree to abstain from the use of drugs and alcohol and must submit to random urine testing for the use of alcohol and drugs.

It is the goal of the partners (Sheriff's Office, Probation, and Behavioral Health) to transition participants into the community with as little disruption as possible. Participants receive enhanced services through Probation and Behavioral Health Services both in custody and upon their release.



## **C-TECH VOCATIONAL TRAINING (CTECH CERTIFIED INSTRUCTOR)**

C-Tech's objective is to provide students with the necessary skills and credentials to obtain an entry-level position in a high demand occupation. Using hands on training with portable equipment, inmates will have the opportunity to earn a certificate in Introduction to Telecommunications and Connecting to Business; Network Cabling for both fiber optic and copper based systems; Introduction to Energy Management Systems; Home Entertainment Residential Audio/Video Systems; Introduction to Telephone Systems and VoIP.

All available C-Tech courses are completely portable. No permanent lad is needed so the equipment can be set up in any classroom or room if needed. Instruction is by a certified CTECH instructor, and upon completion of each course inmates earn an Industry-Recognized Certificate. The CTECH program is currently offered to both the men and women at the Honor Farm.

## **RELIGIOUS SERVICES**

Volunteers in our community provide all of our religious services in the jail. Our facility has approximately 34 different volunteer groups who offer religious services throughout the entire jail facility. There are approximately 155 religious service volunteers.

## **SUBSTANCE ABUSE PROGRAMS**

There are six volunteer groups who administer drug and alcohol counseling to the inmates' at all three facilities. There are approximately 50 volunteers who run the substance abuse programs.

## **LIBRARY ACTIVITIES/READING PROGRAM**

Currently being offered for the female inmates in GP #4, the reading program is overseen by the Jail Librarian. The program is designed to provide current quality informational and recreational reading materials. A variety of media are used to accomplish this, including fiction and non-fiction books, magazines, books on CD as well as Movie Tie- Ins. Activities related to reading are used to engage participants in improving their vocabulary, self-esteem, parenting skills, interpersonal skills and overall reading levels.

Arts and crafts are used to encourage creativity and to help with the stress associated with being incarcerated. Participants are encouraged to bring new ideas to the program as well as being an integral part of the programs development. Commitment to the program is rewarded by receiving a journal for their private use. It is used as a tool for self- expression and encouragement to write their thoughts and goals for their future.

Below is a list of programs the Sheriff's Office wants to provide to inmates through the increase of programming space at the new facility:

Currently:

- Employment services



- Family re-unification
- Moral reconnection
- English as a second language
- Community transition
- Art classes

Proposed:

- Adult literacy program – in the works
- Vocational forklift program
- DUI – in the works
- Carpentry
- Truck driving school – in the works

The employment, vocational, and re-entry programs are particularly aimed at reducing recidivism and, in turn, long-term jail facility needs. Since these programs are currently in the planning phase, their long-term effects will have to be assessed during the years following implementation.

### **Assessment at the Time of Booking and Pretrial Phases**

The Probation Department uses the risk assessment tool VPRAI for all eligible bookings to identify the appropriate levels of supervision. This tool allows the identification of each offender's individual needs and development of a supervision case plan tailored to each individual. The case plan includes whether an inmate can be released pending arraignment. The jail's classification unit begins the in-custody housing and programming assessment opportunities that can eventually transition to out-of-custody programs.

### **Further Existing Program Challenges**

The current facilities are lacking the appropriate medium security beds, which prevents this portion of the population from participating in programs they could benefit from in the long run. The addition of medium beds and a mental health unit is crucial to being able to classify all inmates appropriately and provide the best available programs to these groups.

### **Current Program Successes**

Since 1995 the Sheriff's Office has had approximately 1,500 inmates receive their GED or High School Diploma. Both Creative Conflict Resolution workshop and the Parenting classes have been evaluated by researchers with positive outcomes. The Creative Conflict Resolution



workshop was proven to be effective in facilitating a significant shift toward non-violent attitudes among its participants.

Since October 2011, 317 inmates have successfully completed the Friends Outside Parenting class, which is a three-day workshop. Data collected by the Data Co-Op from male participants only, showed that the program positively impacts incarcerated father's knowledge regarding changes in parental expectations, empathy, family roles, as well as power and independence. Since October 2011, 187 inmates successfully completed the Parenting class.

### **Programmatic Mission and Guiding Principles**

*Programmatic Mission:* 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.

#### **Guiding Principles**

- The use of validated risk/need assessment instruments to identify criminogenic needs and to reduce risk of re-offending.
- Development of individualized program plans as soon as possible upon admission into the facility
- Evidence-based programs that target criminogenic factors, such as substance abuse, cognitive behavioral therapy, education, and employment to increase the successful transition into the community
- Maintenance of a multifaceted approach to effectively address inmates' unique and varied needs
- Release readiness and preparing inmates for transition to the local community while developing links with needed community resources, pro-social supports, and/or family
- Development of performance measures and continued outcomes evaluation

#### **Programs under Development to be Implemented at the New Facility**

- The County employs three full-time teachers who provide GED/HSD, creative writing, succeeding-in life and career, Ownership, and -life skills programs.
- Friends Outside: (Non-profit parenting, anger management, fresh start, creative conflict resolution, DADS, Thinking for a Change, and Case Management).



- Domestic violence (DV), through Valley Community Counseling, substance abuse through BH, C-tech vocational program, Adult Literacy,, child support, and human services agency (food stamps, covered California, etc.).
- Seeking Safety through Correctional Mental Health.
- TYGR program: Federal grant started about three years ago; assists inmates in mental health that range in age from 18 to 25 (3 to 12 inmates in the program at any given time). It provides a more one-on-one program with Mental Health Services/Probation Department that has shown improves the chances of the youth recidivism rate.
- Sewing project and garden project: At the Honor Farm, provides savings of roughly \$16K mending clothes, as well as providing food to the food bank.

### **Programs**

- County Office of Education provides three full-time teachers—GED/HSD, Ownership, and life skills.
- Friends Outside provides case managers, (one at the Main Jail, one at the Honor Farm), who provide Fresh Start (substance abuse), anger management, offender needs assessment, Creative Conflict Resolution, Thinking for a Change, and Parenting
- 52-week Domestic violence counseling through Valley Community Counseling. HSA provides information on benefit sign-up, general assistance, housing assistance
- C-Tech is a cabling vocational program for Honor Farm inmates
- Sewing program—restore inmate uniforms.
- Child support liaison provides child support one-on-one case planning
- Honor Farm, education unit, one additional unit TYGR, federal grant in collaboration with Mental Health Services. Targets inmates between 18 and 25, emphasizes medical compliance; between 3 and 12 inmates involved at any given time; coordination with San Joaquin County Behavioral Health on the outside
- Classroom space is the greatest need
- Programs begun in jail that are continued on through probation release include Moral Recognition Therapy(MRT), and anger management

### **SB 678 Performance Incentives Program**

The Transition-Age Youth Grounds for Recovery Program (TYGR) is funded by a federal grant in collaboration with Mental Health Services. Inmates who have been carefully screened by the program classification officer as having a history of mental illness and substance abuse disorders are offered to participate in the TYGR program, which targets inmates of an age range between 18 and 25. Participants of the TYGR program agree to attend both a Seeking Safety and substance abuse counseling program conducted by a clinician from Behavioral





Health Services. Also, participants must agree to passing drug testing for use of alcohol and drugs. TYGR participants receive enhanced services through the Probation Department and Behavioral Health, while both in and out of custody.



## ANALYSIS OF LOCAL TRENDS

### Historical Jail Service Demand Trends (2010-2015)

Developing a picture of future jail needs depends, in part, on understanding past trends and how they may play out in the future. Numerous aspects of recent population growth and justice system performance provide insights that inform expectations for the future demand for services. This will examine the recent trends in population growth, crime, arrests, booking, and the inmate population that subsequently inform the scope and character of jail needs.

### Analysis and Findings

#### County Population

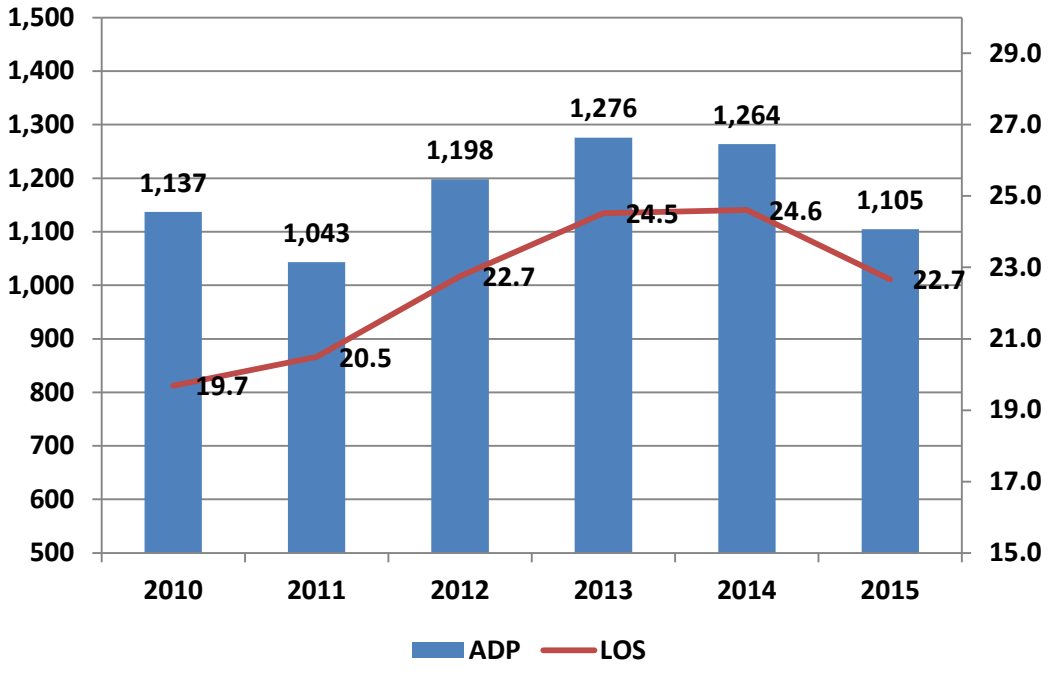
Demographic changes began to occur in the early 1990s that may be related to an otherwise unpredicted downturn in crime during the worst economic recession since the Great Depression. Most criminal behavior occurs between the ages of 16 and 24 in the general population and taper off thereafter. So, while theoretically jail needs are influenced by the size of adult population, the age distribution within the adult population can be more significant.

Births in San Joaquin County began to decline after 1994. As a result, the number of people within the age ranges most likely to commit offenses began to decline at the onset of the recession, and the downward effect on crime more than offset the usual upward pressures from high unemployment. The number of children born into poverty declined even more than the age group as a whole, possibly accentuating the phenomenon.

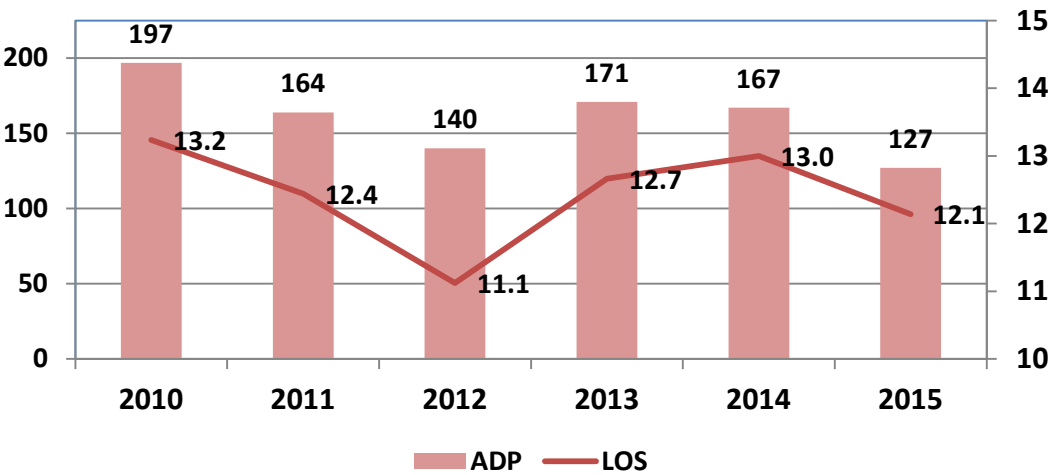
#### Male and Female Historical ADPs

Exhibit 1-5 and Exhibit 1-6 display the combination of LOS and ADP by gender. Viewing both of these indicators in combination show the effect the rising LOS has had on ADP over the past six years. As can be seen in the charts, the average LOS of both the male and female jail population has a direct impact on the resulting jail ADP. Since bookings for both populations have fluctuated since 2010, it can be observed that LOS is one of the main drivers of the ADP of both populations.

**Exhibit 1-5  
San Joaquin County Jail:  
Male Historical ADP & LOS 2010-2015\***



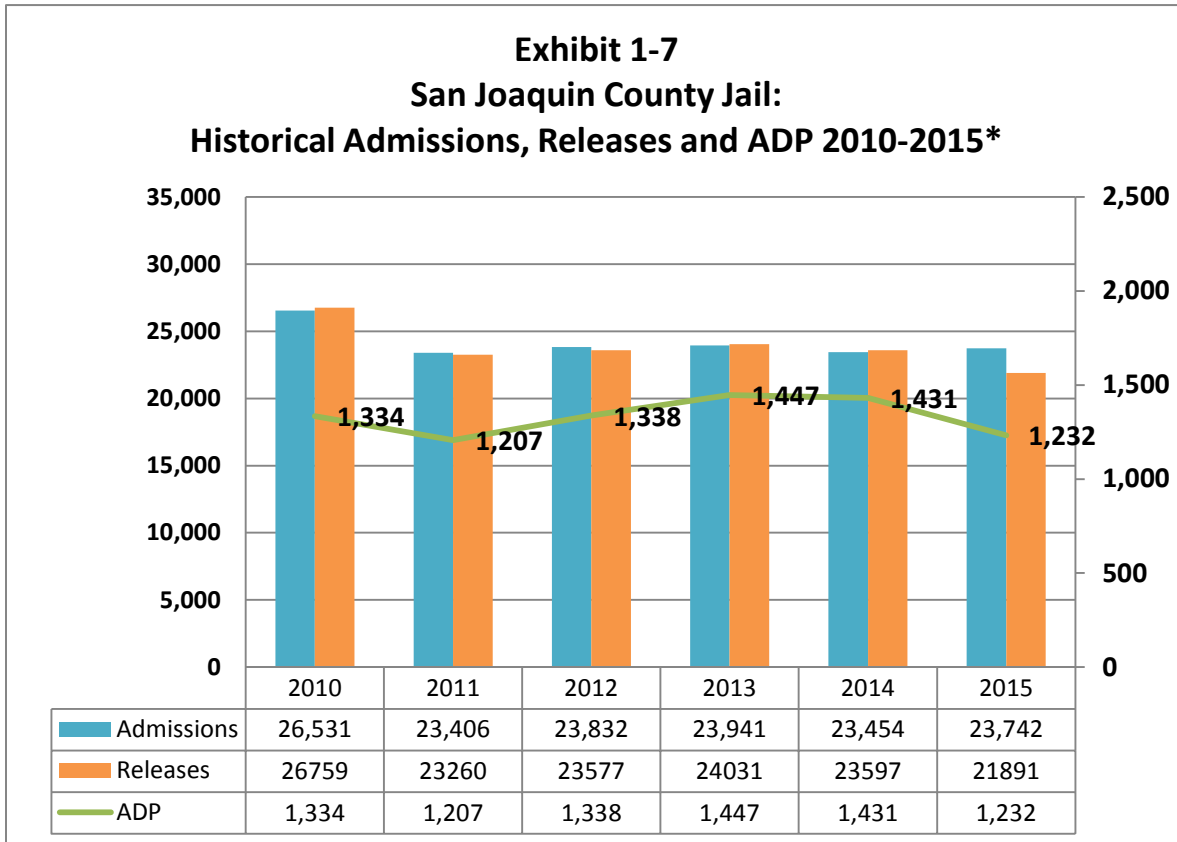
**Exhibit 1-6  
San Joaquin County Jail:  
Female Historical ADP & LOS 2010-2015\***





Average Daily Population and Average Length-of-Stay versus Jail Capacity

**Exhibit 1-7** displays the combination of admissions, releases and ADP. As can be seen in the charts, releases are a result of admissions and closely track admissions levels each year. In years where releases outnumbered admissions, the resulting ADP goes down.



**Prop 47**

This measure reduced penalties for certain offenders convicted of non-serious and nonviolent property and drug crimes. The measure also allows certain offenders who have been previously convicted of such crimes to apply for reduced sentences. The proposed reduction in penalties was predicted to have various effects on the number of individuals in county jails. Most significantly, the measure was projected to reduce the jail population as most offenders whose sentence currently includes a jail term would stay in jail for a shorter time period. In addition, some offenders currently serving sentences in jail for certain felonies could be eligible for release. **Exhibit 1-8** summarizes the past five months of prop 47 early releases and revocations. As can be seen in the table, by February all early discharges via Prop 47 have exited the jail and the system is assumed to have reached its new equilibrium.



## EXHIBIT 1-8

### San Joaquin County Bookings, LOS, Releases and ADP

Month	Released from Custody	Re-Arrested
Nov-Dec.	83	11
Jan	9	1
Feb	5	0
Mar	0	0
Total	97	12
<b>Re-arrest Rate</b>		<b>12.4%</b>

#### Historical Conclusions

On average, three sentenced and un-sentenced inmates are released daily or 2100 inmates per year. The County is currently under a court capacity order and is required to provide early release inmates to meet the court ordered requirements. Proposition 47 is showing signs of decreasing the number of inmates being released early, but with proposition being less than a year old it provides difficult to determine what impact this will truly have on population management overtime.



## ADEQUACY OF STAFFING LEVELS

The Sheriff's Office believes in hiring the "best of the best" to ensure the safety of staff, inmates, and the public. The jail facilities must be staffed 24 hours a day, seven days a week. The jail is staffed with 25 sworn deputy allocations, 243 non-sworn correctional officer allocations, 19 correctional sergeant allocations, and more than 40 civilian staff members. The Sheriff's Office maintains an active Correctional Officer list through Human Resources to ensure that upon vacancies occurring, new hires are made available to begin the hiring process.

The Sheriff's Office has always had very strict hiring standards and is unwilling to compromise for anything less than great. The recruitment process is stringent. However, it allows the Sheriff's Office to find the most qualified applicants to work in the jail.

Since the economic crisis in 2010, the Sheriff's Office has been able to restore, and surpass, the allocations that were lost as we have been in a constant hiring phase.



## ABILITY TO PROVIDE VISUAL SUPERVISION

The Sheriff's Office realizes the importance for staff to maintain direct visual observation of inmates. Inmates frequently move throughout facilities, so it is vital that staff members can view what the inmates are doing. Visual observation can be accomplished with building design, appropriate use of electronic technology, and sufficient staffing.

At the Main Jail, the podular, direct supervision housing units provide excellent visual supervision of all common, inmate-occupied areas. At the Honor Farm, the open dormitories provide limited visual observation in certain areas, as the officer's station is located in an area does not allow direct visual supervision. In the newer single-cell 124 housing building, the layout provides reasonable supervision of common areas, but very limited supervision of the linear corridors leading to the single cells.



## ADEQUACY OF RECORD KEEPING

The Sheriff's Office collects and stores comprehensive arrestee and inmate information in line with Title 15 of *The California Penal Code*, including demographics, offense and sentence information, and assessment data in a computerized jail management system (JMS) known as CJIS. The CJIS system is interfaced with a secondary data system known as CuSINS. Data management is the responsibility of the records division of the Sheriff's Office, who maintains the records management system (RMS). Entries into either system are immediately available to Sheriff's Office personnel responsible for different duties in inmate management. Detailed records are maintained not only as a crucial tool for successful inmate classification and daily operations, but are also imperative to the Sheriff's Office in its continued efforts to root all system improvements, practices, and policy decisions in empirical research and evidence-based practices.

The County has a specific team known as the Realignment Unit, which tracks all data relative to AB 109 inmates. The Population Management Unit handles the majority of inmate record keeping for all in custody inmates. With regard to program participation and participant performance, the Sheriff's Office intends to increase data collection efforts in the future, with the goal of supporting program assessment and evaluation through comprehensive performance data.

A few additional instances require paper handling, with documents scanned and attached to electronic files as they are handled:

### Incoming Hard Copies

All documentation relative to the inmate booking is filed in Records Division by the inmate's booking number. All other documents pertaining to an inmate is filed in Custody Administration: incidents are filed by incident number, observation logs are filed by date of the incident, grievances are filed by date, and classification reports are filed by booking number.

### Inmate Grievances

Inmates are encouraged to informally resolve grievances between themselves and staff. If this is not possible, the inmate may write a grievance on an Inmate Grievance Form. All grievances shall be handled by the Housing Officer.

When the Housing Officer hears a complaint from an inmate, the officer will determine if the problem can be resolved at the officer's level of authority or if a formal grievance is needed to resolve the matter. If it is determined the officer is not able to resolve the problem, then the inmate will make a formal grievance. The officer will then note on the form whom the grievance





is being referred to and why it cannot be solved at the officer's level. The inmate is then given his copy of the grievance form. The officer shall promptly forward the grievance to the next in command or to the appropriate division.

All grievances will be resolved at the lowest level in the chain of command. The levels of command are as follows:

#### Level 1: Staff Level-

The Housing Officer has 24 hours (excluding days off) to respond to the grievance once it is signed by the officer. If the grievance concerns medical, food service, or any other issue which can't be solved by the officer, then the officer will sign the grievance and route it to the Duty Sergeant at Level 2.

#### Level 2: Duty Sergeant-

The Duty Sergeant has 72 hours (excluding days off) to respond to the grievance from the moment he receives the complaint. If the grievance can't be solved, then the supervisor will check the appropriate box, write a response, and send it to Level 3.

Prior to routing the grievances to the proper person or division, the Duty Sergeant will research this inmate's record on CJIS to see if this inmate is repeating the same grievance. If so, then the Duty Sergeant will route the grievance back to the inmate notifying him that one grievance form is all that is required and all extras will not be accepted.

#### Level 3: Facility Commander-

The Facility Commander responsible for each facility will review any grievances initiated in their facility.

Each level will write their response and send it back to the inmate, beginning at level #1. After each response, the inmate will complete a fresh grievance, attach the blue copy to the back and send to the next level.

If this level cannot answer the complaint, then the Facility Commander will check the appropriate box, write a response, and forward it to Level 4 within 10 working days.

#### Level 4: Custody Captain-

The Captain of Custody has 15 working days to write a response and final decision from the moment he receives the grievance. The inmate has the right to appeal the decision by way of a Writ of Habeas Corpus, which is obtained through the law library.

Completed grievance forms shall be distributed to the appropriate Facility Commander for



review and signature prior to being filed.

Grievances are filed in Custody Administration by date.

#### Inmate Health Care Records

- Currently, medical staff is using hard copies. Medical records are filed by terminal digit system. It is anticipated they will have an electronic medical records system in the near future. Records are maintained on file for 10 years.

#### Support Services

- Support services maintain records for storing inmate property, laundry, inspections, and personnel staff.

### HISTORY OF COMPLIANCE WITH STANDARDS

The San Joaquin Sheriff's Office Custody Division is committed to compliance with Title 15 and 24 minimum standards to the greatest extent possible. Board of State and Community Corrections (BSSC) staff conducted the 2012-2014 biennial inspection of the San Joaquin County Sheriff's John J Zunino and Honor Farm Type II jail facilities on April 8, 9, and June 24, 2014. At that time, the Main Jail and the Honor Farm were largely in compliance, with the exception that the number of inmates exceeded the Title 24-rated capacity in certain areas (which also affected dayroom utilization). While the facility had been out of compliance with this, the Sheriff's Office is always doing its best to find alternatives to sentencing and to reduce their capacity.



## UNRESOLVED ISSUES

### OVERALL

The overall County need is for the right type of bed for the incarcerated, which would include mental/medical health beds and replacement medium security dormitory beds. The Sheriff's Office would like more options for mobile security, with the ability to separate the offenders by classification and offer programs to each group. Additional office space and private interview space is also needed to meet all current regulations. Population management would like a new jail management system (JMS), which won't be available for another three to five years. Currently, there are only eight mental health beds, and the undersheriff believes they need approximately 100 beds to adequately handle the current needs of the Sheriff's Office. A community correction center (CCC) is in the planning phase and may possibly handle some of the inmates that need more intensive programming, job placement, etc... The CCC is not finalized and will not be confirmed to be a "go" until much later.

San Joaquin County must also address its public health problem as it relates to those being arrested and detained solely for public intoxication. In 2014 law enforcement officers on average arrested 5 people a day for public drunkenness. The public drunkenness charge is a misdemeanor, and all persons are released from custody after being held a minimum of six (6) hours to allow them to be considered functionally sober. Many of those arrested have multiple arrests for public drunkenness, and are released from the jail without receiving any substantive treatment. In an effort to address the County's public health issue regarding public drunkenness, San Joaquin County is in need of a "recovery center" to replace the use of the jail's booking lobby and "sobering cells" for individuals arrested solely for public intoxication so that persons might receive appropriate treatment and transition for what is considered a medical condition.