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# San Joaquin County Jail Population Study: Final Report

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Submitted to  
San Joaquin County

153095

U.S. Department of Justice  
National Institute of Justice

September 14, 1992

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Final Report**

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**Submitted to  
San Joaquin County**

**September 14, 1992**

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## ABBREVIATIONS

ADA	Americans with Disabilities Act
ADAP	Alcohol/Drug Alternative Program
ADP	Average Daily Population
ALS	Average Length of Stay
AWP	Alternative Work Program
BOC	California Board of Corrections
CDC	California Department of Corrections
CJAC	Criminal Justice Advisory Council
CJIS	Criminal Justice Information System
CJRF	Criminal Justice Research Foundation
DOF	California Department of Finance
DUI	Driving Under the Influence
DWS/DWR	Driving with Suspended or Revoked License
FTA	Failure to Appear
JSEC	Jail System Evaluation Committee
LOS	Length of Stay
NNA	Negotiated Net Amount
OR	Own Recognizance
OSA	Office of Substance Abuse
PTS	Pretrial Services
STR	Stay to Report

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## **EXECUTIVE SUMMARY**

## **EXECUTIVE SUMMARY**

San Joaquin County contracted with the Institute for Law & Policy Planning (ILPP) to perform a study into the causes, nature and solutions for the county's persistent jail crowding and facilities problems. San Joaquin has had several previous studies performed in this area over the past ten years.

The most recent of these efforts resulted in a criminal justice master plan approved by the county Board of Supervisors that laid out a two phase plan to construct a new jail plus a law and courts complex. In December of 1992, the jail will move to a new, state-of-the-art facility that represents the master plan's first phase. Lack of funding by local voters forced the county to proceed with only partial completion of Phase I and to temporarily postpone Phase II.

Four major characteristics mark the San Joaquin County jail crowding problem: a court-ordered jail cap of the old jail and honor farm facilities, fees on persons booked into county correctional facilities, a significantly large proportion of inmates held on warrants, and a shrinking pool of available resources to combat increasing demand for law and justice services.

Consultants framed their study around these major issues. Activities included a study of the nature of the inmate population and its foreseeable growth; the type and scope of available programs and alternatives to incarceration; the organization and functions of the criminal justice agencies that comprise the system; and, the quality of incarceration facilities. This report presents final recommendations in all of these areas and concludes with a recommendation for a population management system for the management of the county's inmate population.

### **A. Population**

#### **1. Crime and Arrests**

Rising crime has accompanied rapid population growth in San Joaquin County, although the crime rate (crimes per population) has not changed significantly. The county's current distribution of population age groups that are not significantly associated with crime may account for the relative steadiness of the crime rate; a projected increase in these age groups (18 - 30) by 2000 may cause a rise of increased crime rates, however.

San Joaquin County's crime differs little from its adjacent counties, Stanislaus and Sacramento, except in its steady or rising property crime rate. It shares with them a slightly declining violent crime rate.

An increase in total arrests followed the pattern of increasing total crimes, although arrest rates have actually fallen. For felonies, there has been a great increase in the proportion of arrests made for drugs, which includes, possession, use and sales. Another noticeable trend has been the sharp increase in arrests of females. The largest arrest category for females in 1990 was for petty theft; drug arrests were also significant.

## **2. Inmate Profile, Tracking and Classification**

Warrants and holds make a large contribution to the jail crowding problem by extending length of stay and limiting availability of pretrial release.

The inmate profile, classification and tracking analysis all revealed these general trends:

- 1) the old Men's Jail houses a disproportionate number of unsentenced persons facing felony charges (81%);
- 2) warrants and holds constitute the largest charge categories for all groups (nearly one-third in all cases): men and women, and felonies and misdemeanors ;
- 3) the presence of warrants and holds negatively affects jail crowding;
- 3) Drug and alcohol offenses predominate.

The classification analysis revealed that the majority of the county's inmate population require general population, high security beds. Currently, pretrial inmates who might be eligible for low security housing are taking up this type of space thus contributing to the serious imbalance in the sentenced to unsentenced ratio.

The tracking analysis demonstrated that overall average lengths of stay are extended by the low pretrial release rate for persons facing felony charges and the high rate of inmates with warrants. In addition, cite and release, the most common release mode for misdemeanors, takes slightly longer in San Joaquin County than in other areas in California when the charges include an outstanding warrant or hold.

## **3. Inmate Population Projections**

Consultants projected inmate populations for ten years (2002) using the main assumption that future growth will generally continue historical trends. From this assumption, forecasts for growth were made first by looking at straight growth and then by making an adjustment for the effect of the inmate population cap.

The reliability of population projections should always be suspect as growth in inmate numbers is not affected by the crime rate alone. Countless policy decisions, such as the cap, affect growth, but cannot be easily predicted. Projections made for the county by the Criminal Justice Research Foundation in its 1987 *Needs Assessment Update* are higher than the actual population for the current years and appear to remain at an unreasonably inflated rate through 2000. Consultants' own projections, reflecting adjustments for the cap, are presented below.

**Projected Population, With and Without Cap Correction  
(End-of-Year Figures)**

		<i>Effect of Cap Neglected</i>			<i>With Cap Correction</i>		
		1992	1997	2002	1992	1997	2002
Main Jail:	High	725	924	1,141	883	1,256	1,649
	Low	673	725	761	831	1,058	1,269
Honor Farm:	High	402	433	467	402	433	467
	Low	392	394	394	392	394	394
Women's Jail:	High	110	159	242	186	279	406
	Low	98	108	124	173	228	288
G Barracks:	High	42	47	53	99	139	178
	Low	39	39	39	96	130	164
Men, total:	High	1,128	1,357	1,608	1,285	1,690	2,116
	Low	1,066	1,119	1,155	1,223	1,451	1,663
Women, total:	High	152	206	295	285	417	584
	Low	137	147	163	270	358	452
All inmates:	High	1,280	1,563	1,903	1,570	2,107	2,699
	Low	1,202	1,266	1,318	1,493	1,809	2,115

**Note:**

Totals may not appear to add up because of rounding; original calculations contain more significant digits.

Projections show that, for men and women, growth is steadily increasing, with increases in the female inmate population rising the most rapidly.

Projections for inmate population by sex and classification level are below.

**Inmate Projections by Sex and Classification Level**

**Males by Classification Level**

Classification Level		1992	1997	2002
Minimum	High Estimate	667	810	961
	Low Estimate	642	711	775
Medium	High	477	678	890
	Low	449	571	685
Maximum	High	141	201	264
	Low	133	169	203
TOTAL	High	1,285	1,689	2,115
	Low	1,224	1,451	1,663
% Secure (Med/Max)	High	48%	52%	55%
	Low	48%	51%	53%

**Females by Classification Level**

Classification Level		1992	1997	2002
Minimum	High Estimate	139	199	265
	Low Estimate	134	179	226
Medium	High	107	161	235
	Low	100	132	167
Maximum	High	38	57	84
	Low	36	47	59
TOTAL	High	284	417	584
	Low	270	358	452
% Secure (Med/Max)	High	51%	52%	55%
	Low	50%	50%	50%

Note: Minimum classification group includes honor farm inmates.

## **B. System**

### **1. Criminal Justice Departmental Profiles**

Virtually all county government staff growth in the last few years has been in Health Services, Human Services, and Law & Justice. The first two areas generally must provide services at a level mandated by the state and federal government. Meanwhile, other departments, notably General Government, have declined.

Except for the courts, most other Law & Justice departments are heavily reliant on county money. This results in competition over an increasingly inadequate amount of funds.

The county's criminal justice system encompasses a wide array of county functions. As each addresses its constituency, coordination between groups and agencies becomes paramount. This particularly requires tie-in between the three major areas of arrest, programs and sentencing.

### **2. Alternatives to Incarceration**

Pretrial Services currently collects and packages data for the courts. Significant savings in beds, court time and county money would be saved if PTS were empowered to make pretrial release recommendations based on information they already collect.

Among the county's other programs, ADAP lacks a clear mission and has failed to make an improvement in either substance abuse rehabilitation or FTA reductions. Because of a high inmate rate of drug use as well as a relatively high FTA rate, an effective program in either of these areas is greatly needed.

## **C. Facilities**

San Joaquin County oversees a number of correctional facilities which Consultants reviewed: the old Men's and Women's Jails, the men's and women's Honor Farms and the new jail facility. The new jail will provide much needed high security bedspace. As part of their study into the nature of the county's crowding problem, Consultants were asked to review and evaluate the condition and possibilities for future use of the old existing facilities and also to explore options for expanding bedspace in other ways.

Evaluation of the old facilities included a review of previous reports, site visits to all of the old and new facilities, and interviews of operations staff. Consultants also held meetings to discuss the viability of using the old Men's Jail; one of these meetings included representatives from the State Fire Marshal's office, the French Camp Fire Marshal, and county representatives who gathered to assess fire and life safety issues.

### **1. Use of the Old Facility**

After an exhaustive assessment of the old facilities, and specifically of the old Men's Jail, Consultants have concluded that the fire and life safety problems as well as general conditions problems that the old jail creates, make it impossible to recommend continued use. The cost of solving these extensive problems would be extremely great, without

providing a significant number of new beds. The potential cost of litigation due to the county's liability could be overwhelming; the projected cost of staffing the facility would pay for better facilities several times over.

In developing options for the county to maximize its facilities, Consultants noted that the type of space the county has is important in weighing its usefulness: the county currently has a surplus of jail space that can be used for low security or minimum inmates while it has a deficit of high security space or space that is designed to house inmates classified as medium or maximum. Options that expand low security space therefore are increasing overall bedspaces but not necessarily providing the type of beds that the county most needs.

## **2. Options for Maximizing Jail Bed Space**

Consultants considered several means of expanding jail bed space. These included development of ways to safely and efficiently reuse the old Men's and Women's Jails, construction of new facilities, or organizing the new jail to expand available beds.

Of the five scenarios considered for reusing the old Men's Jail, none could provide enough beds or safety from fire and life safety problems sufficient to balance the high cost of remodeling the facility. Reusing the old Women's Jail is also costly but to a lesser degree. The county might use the Women's Jail either as a locked facility for sentenced inmates or an unlocked facility for special programs. The building itself is extremely dark, inefficient, badly configured and costly over the long run due to staffing requirements.

Construction of new facilities would provide the best space in terms of efficiency of layout, minimization of operating costs, and number of beds provided. It would also be more costly at first than remodeling existing facilities, although more beds would be provided. Remodeling the old jail to correct for major fire and life safety problems and bring it up to current codes would "create" 230 beds for \$10.7 million or \$46,500 per bed. (This represents a net loss of 436 beds compared with the current court-ordered cap limit of 666 beds in the Men's Jail.) Construction of a new 512-bed facility in the 1988 Master Plan would provide 512 beds at an estimated cost of \$20.9 million or \$40,800 per bed. These figures do not include staffing costs over the lifetime of the buildings; this would be significant as the National Institute of Corrections has found that staffing costs make up at least 75 percent of a building's lifetime cost clearly outweighing the cost of the construction itself.

## Comparison of Facilities Options

Scenario	Description	Beds*	Staff	Project Cost	Impacts	Dir Supv?	Sec Lev	Master Plan?
A	•1963 standards	356	72	\$9.5 million	•FLS liability	NO	HI	NO
B	•1990 standards	230	73	\$10.7 million	•Substandard space; redundancy	YES	HI	NO
C	•Unlocked/1990 stands.	188-230	41	\$7.4 million	•FLS liability	YES	LO	NO
D	•One floor/Locked	74-76	52	\$5.7 million	•FLS liability	NO	HI	NO
E	•One floor/Unlocked	74-76	34	\$4.1 million	•Co. needs high security	YES	LO	NO
AA	•Build partial 512	256	36-38	\$11.8 million	•High cost/Efficient	YES	HI	YES
BB	•Build full 512	512	72-76	\$20.9 million	•Greatest cost/Efficient	YES	HI	YES
CC	•Build 124	124	7	\$1.0 million	•Meets standards & master plan	YES	HI	YES
DD	•New intake unit	132	-	\$4.5 million	•Meets current standards	YES	HI	YES
WJ/A	•Sentenced men	55-60	16-18	\$1.4 million	•Inadeq space for inmates	YES	HI	NO
WJ/B	•Program facility	55-60	<16	\$880,000	•Could be used as drug trmt	YES	LO	NO
DB/1	•Double bunk 33% System	227	40-42	\$100-150,000	•No Co experience managing	YES	HI	**
DB/2	•Allow 25% single cells	324	45	\$100-150,000	•No Co experience managing	YES	HI	**
DB/3	•Double bunk 100% system	450	-	\$150-200,000	•Great reduction of single cells	YES	HI	**

\* Bed increase are number of beds added to system capacity once new jail is opened. I.e., New jail (708) plus Honor farm (542)  
 \*\* Double bunking options neither directly further the construction projects of the new jail nor do they commit significant county money to projects which would delay its continuation.

### D. Population Management Plan

Based on the problems in San Joaquin County - shrinking funds for county functions, continuing growth of inmate populations, high proportions of inmates with warrants and drug or alcohol problems, and inadequate coordination and delegation of authority to criminal justice agencies - Consultants suggest the creation of a county criminal justice planning group.

The planning group would be multi-tiered: a top level decision-making core group and a second, larger level of diverse membership to provide staffing, research, discussion and recommendations to the core group. The core group would be made up of high level representatives of all criminal justice agencies including: the District Attorney, Public Defender, Sheriff, Probation, Superior Court, Municipal Court, County Administrator, Health Services (Office of Substance Abuse), and the Stockton Police. The group must be a diverse enough group to effectively confront and manage coordination problems, but small enough to handle fast decisions and take stands on potentially unpopular issues.



The logistics of the planning group should be kept simple. The core group would meet quarterly and make recommendations to the Board of Supervisors on issues for which they need approval and implement other decisions which they are authorized to make.

The county cannot survive or effectively manage its inmate population if there is no management structure to do so. There currently exists only individual agencies who respond to situations but cannot singly prepare, plan for nor comprehensively impact such situations. A planning group will provide a consortium in which sacrifices can be made individually in the larger interest of the long-term health of the system.

## **E. Recommendations**

Discussion of the following recommendations is to be found in specific chapters.

### **1. Profile, Classification and Tracking**

- Encourage the expanded use of citation release (CR).
- Assign minimum security pretrial inmates to low security housing.
- Reclassify inmates after DA files charges.
- Continue monitoring inmate populations through profile and classification studies.
- Continue tracking analyses of inmates.

### **2. Inmate Population Projections**

- Perform population projections of its inmates on a regular basis.

### **3. Alternatives**

- Create a unit, potentially under Pretrial Services, to create a monitoring, reminder and release system.
  - Allow Pretrial Services to make some types of pretrial releases.
  - Create an FTA Unit as a monitoring and reminder program.
  - Consider implementation of a supervised OR program.
- Reorganize or eliminate ADAP after clarifying goals of the program.
- The Probation Department should take a more active role in overseeing ADAP.
- OSA and Probation should coordinate activities and brief other agencies of activity.
- Develop a plan to effectively use CDC contract money, keeping the larger needs of the county justice system in sight.
- OSA should "dedicate" program slots to court and probation referrals.
- Develop a residential drug treatment program that addresses the nature of the county's drug abusing population.
- More aggressive use of AWP and Home Detention.
- Expand AWP to include training programs.
- Place CAP releases on County Parole.

#### **4. Facilities**

- Double bunk the new jail: BOC code levels (increase new jail capacity from 708 to 935 beds).
- Double bunk to maximum safe efficiency (increase new jail capacity from 708 to 1,032 - 1,158 beds).
- Build second 512-bed compound.
- Discontinue use of the old Men's Jail; demolish when funds are available.
- House minimum security pretrial inmates in low security bedspace.
- House honor farm "rollups" in a more restrictive setting.
- Mothball the Women's Jail.

---

# 1. CRIME & ARRESTS

## 1. CRIME AND ARRESTS IN SAN JOAQUIN COUNTY

The relationship between inmate population and crime rates is neither straightforward nor simple. In all of California, the amount of serious crime in 1987, for example, was slightly lower than that in 1981, but the jail population was nearly twice as high. Jail populations are much more a reflection of the public perception of and tolerance for crime than of the actual amount of crime.

Nevertheless, the amount of crime provides a convenient starting point for considering San Joaquin County's jail problems. This discussion employs the FBI index crimes as the standard for measuring crime rates.

The index crimes are severe crimes of victimization: murder, rape, robbery, aggravated assault, burglary, vehicle theft, other felony theft, and arson. Nearly all jurisdictions report these crimes in a standardized form, and they are compiled for research purposes. For less serious crimes, the reporting both by victims and by the police tends to be less consistent. Victimless crimes such as drug sales are not included in the statistics since they are never willingly reported; only arrests and dispositions can be measured.

The California Department of Justice (DOJ) publishes an annual criminal justice profile for each county in the state, based on the county's own records. The 1990 profile for San Joaquin County is the latest available issue at the date of this writing and is the source of most of the data presented here. It includes historical data since 1981. Despite the limitations on crime statistics from any source, this document is taken as the most accurate indicator of crime in the county.

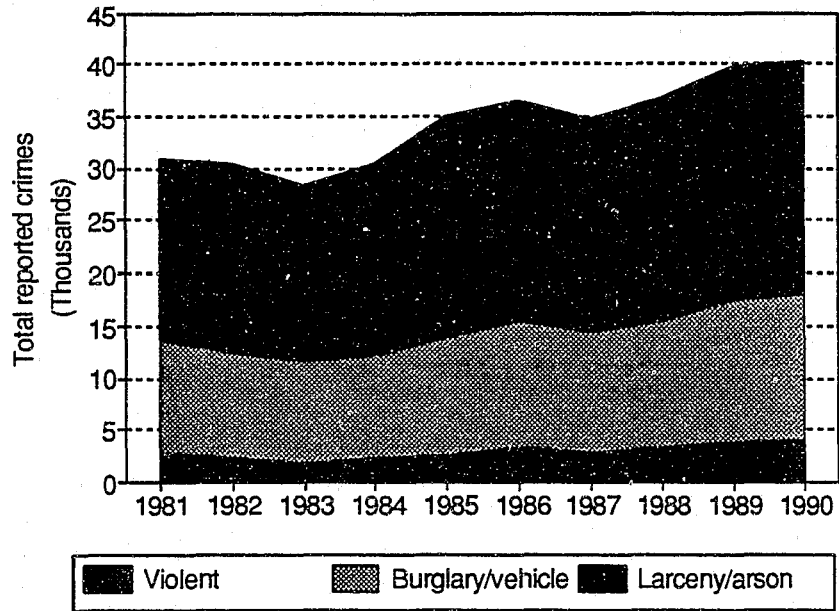
Crime and arrest data are shown in two ways: as total numbers and as rates, which are crimes or arrests per unit of population (here, per 100,000 county residents). The total number of crimes and arrests is obviously relevant to the jail population since population growth alone will cause an increase in the number of inmates. Crime rates, on the other hand, give an indication of the seriousness of the crime problem in the county as they indicate an individual's chances of becoming a victim.

### Crime and Crime Rates

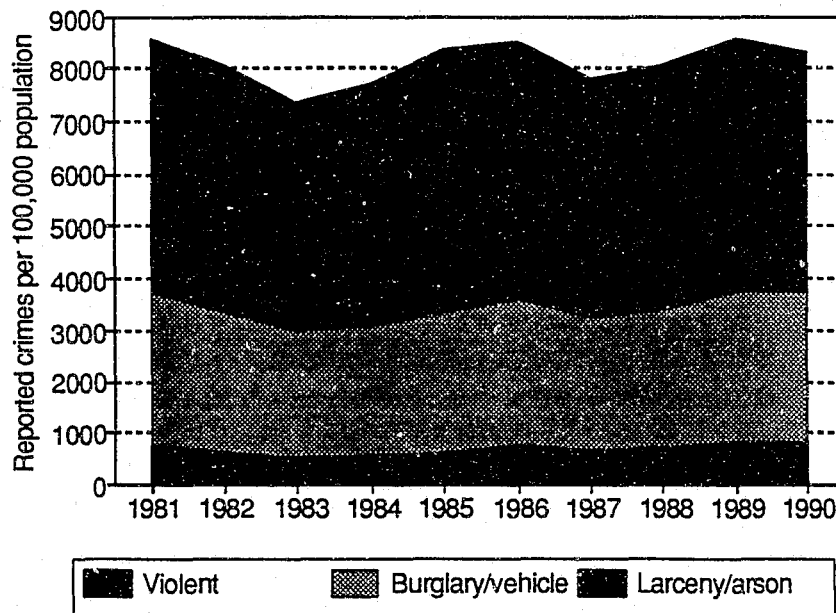
San Joaquin County has undergone rapid population growth in the last decade. Not surprisingly, the total amount of crime has risen. There were about 30,000 FBI index crimes in 1981 and about 40,000 in 1990 (Figure 1.1). However, the crime rate has not changed much. The index rate was actually a little lower in 1990 than in 1981, though it seems to have been on a gradual upward trend since 1983. It should be remembered that reported crimes include those committed by juveniles as well as adults.

Figure 1.1

### SAN JOAQUIN COUNTY Total FBI Index Crimes



### FBI Index Crime Rates



The index rate is dominated by property crimes: larceny in particular, burglary and vehicle theft. The rates for larceny and burglary have dropped measurably. In contrast, the **violent** crime rate is up by about ten percent. Violent crimes are generally considered the most serious crimes of all, so viewed in this light, crime has indeed gotten worse. Yet most of the apparent rise of San Joaquin County violent crime rates is due to the redefinition of domestic violence as assault in 1986. Rape and robbery rates (though not homicide) are up also.

Statistically, the propensity to commit crime shows a strong relationship to age. Figure 1.2 shows national arrest rates for index-level violent and property crimes, by age groups. To the extent that arrests reflect the actual ages of the perpetrators, the figure shows that property crime peaks in the mid to late teens. For violent crime, the picture is more complex. Violence rises more slowly but continues longer. In fact, the rates for murder, rape, and robbery peak at the ages of 18 to 19, while assault rates are almost flat for a decade, producing the double-humped curve shown.

In Figure 1.2, the violent and property crimes are put on similar vertical scales to show the difference in the patterns. Yet of course, property crime is several times more common than violent crime. If the county population has an unusually high percentage of teenagers in a certain time period, it is to be expected that there will be much property crime. As these persons age, they would be expected to commit fewer thefts. Crime rates overall will drop, but the proportion of violent crime will increase.

Table 1.1 shows the population fractions by five-year age groups in San Joaquin County. The boxed figures correspond to the largest groups. The large group of young persons in 1980 were the reason for high crime rates, especially property offenses, at the beginning of the decade. As they aged, the overall crime rate subsided somewhat but the proportion of violent crime increased, as would be expected from the age model discussed here.

**Table 1.1**  
**Population Age Groups in San Joaquin County**

Age Group	1980	1985	1990	1995	2000
10-14	8.0%	7.5%	8.0%	9.3%	9.1%
15-19	9.4%	7.6%	7.3%	7.6%	9.1%
20-24	9.0%	9.1%	7.1%	7.1%	7.2%
25-29	8.3%	8.3%	8.5%	6.6%	6.7%
30-34	7.7%	8.6%	8.1%	8.6%	6.5%
35-39	6.0%	7.6%	8.5%	7.9%	8.4%

It should be noted that there is a large new group of teenagers emerging; by 2000 they will be back to their proportion in 1980. The county should prepare itself for a possible repetition of the growth of crime from 1970 to 1980. The total population numbers give an indication of the overall magnitude of crime to be expected.

Figure 1.3 shows crime rates for San Joaquin County, two adjacent counties, and the state as a whole. Violent crime is on a long upturn in all cases. For the other jurisdictions there has been a definite downward trend in the property crime rate through the decade, but for San Joaquin County, the crime problem appears to be stable or rising.

Figure 1.2

ARREST RATES BY AGE  
USA, 1989: Index Offenses

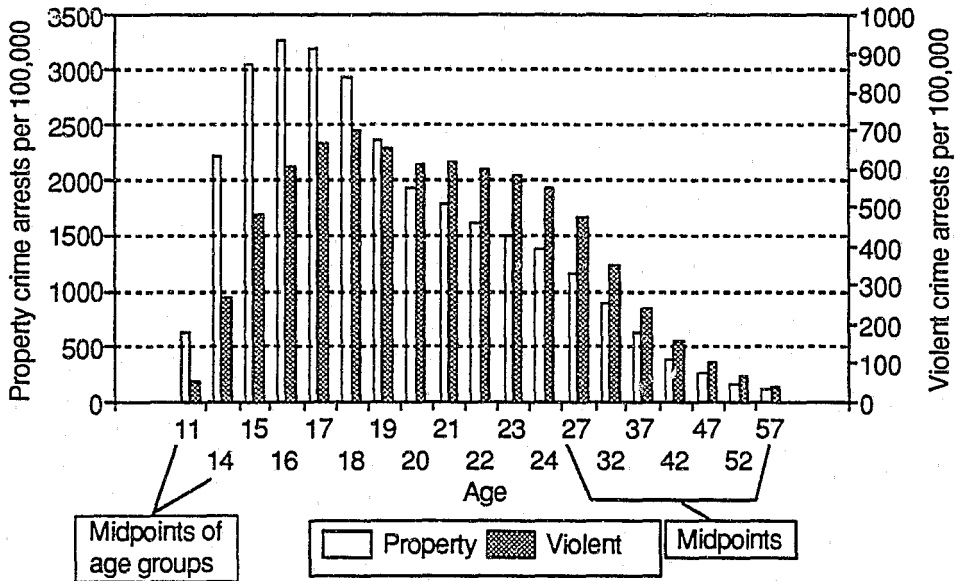
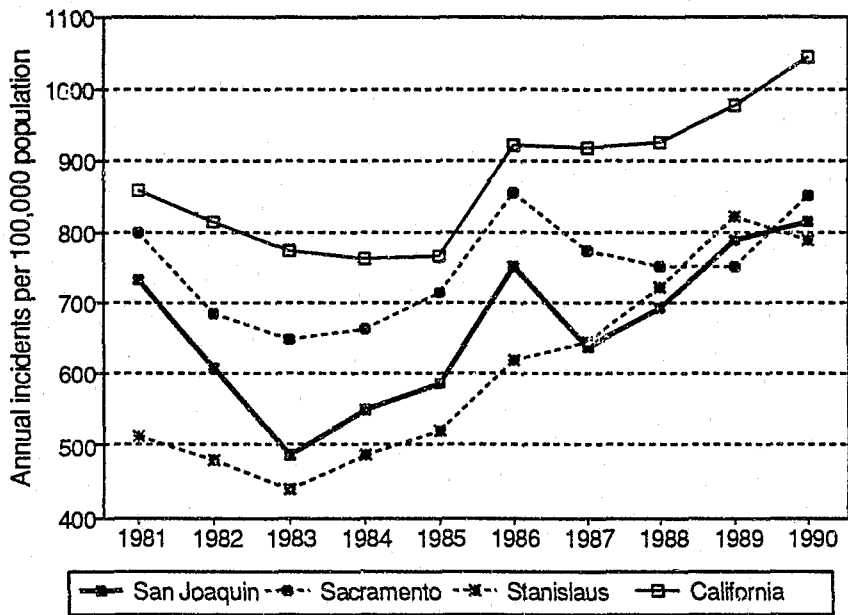


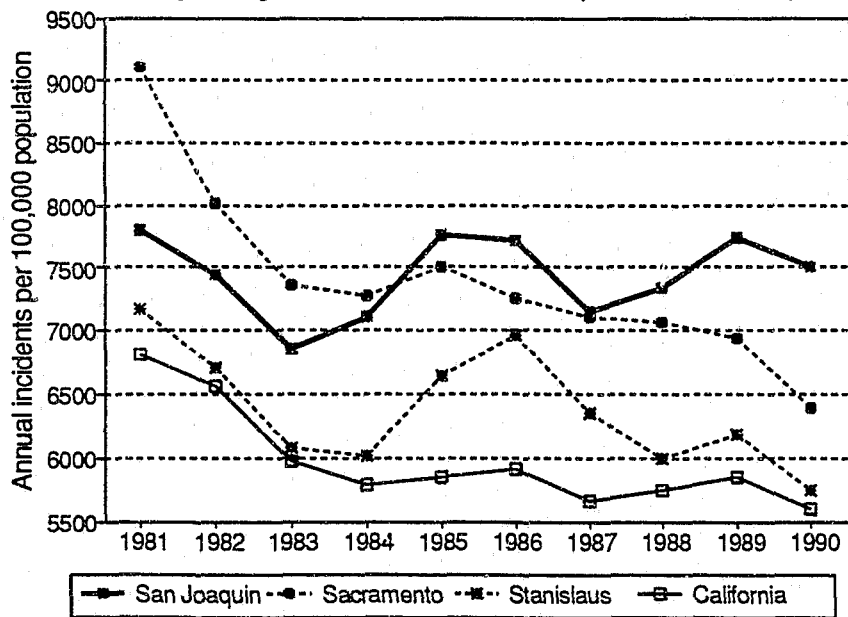
Figure 1.3

### SAN JOAQUIN COUNTY

### Violent Crime Rates (FBI Index)



### Property Crime Rates (FBI Index)





## Arrests and Arrest Rates

The data on arrests is for adult arrests only (male and female combined) but now includes offenses at all levels of seriousness, as well as victimless crimes. Total arrests in the county have risen only a little over the decade (Figure 1.4). However, it is clear that this is because of the great drop in arrests for drunkenness. Arrest rates have actually fallen.

Felony arrests rose, at least until 1989. There has been a great increase in drug arrests and a substantial rise in arrests for violence. For misdemeanor arrests, the rise in "other" arrests nearly compensates for the fall in drunkenness arrests (Figure 1.5).

There is another interesting trend. The ratio of females arrested has risen sharply (Figure 1.6), especially for misdemeanors. The 10-year historical data from DOJ do not show arrests for specific offenses by sex, but there was not a significant increase in arrests for prostitution, which is the only offense where female arrestees outnumber males. Specific data exist for 1990 only: by far the largest component of female misdemeanor arrests in 1990 was petty theft, followed by drunk driving and drug offenses (theft accounted for 29 percent of all female misdemeanor arrests, compared with only 10 percent for males).

## Impact of Crime and Arrest Trends on Jail Population

How have the crime and arrest trends affected the makeup of the jail population?

The clearest conclusion is that the rise in the number of persons in jail is not explained by the total increase in crime. The number of index crimes increased by 31 percent from 1981 to 1990, very close to the increase in the adult population of the county. Yet the number of persons in jail increased by 115 percent and would undoubtedly have gone higher without the population cap.

Arrest rates provide more of a clue: adult arrests, for index crimes or all offenses (less drunk), increased by about 66 percent. However, during this period (1981 - 90), all felony arrests rose by 90 percent, felony violence arrests by 101 percent, and felony drug arrests by 324 percent. The rise in felony arrests is masked by the virtual constancy of misdemeanor arrests, yet felony arrests contribute far more than misdemeanors to the jail population.

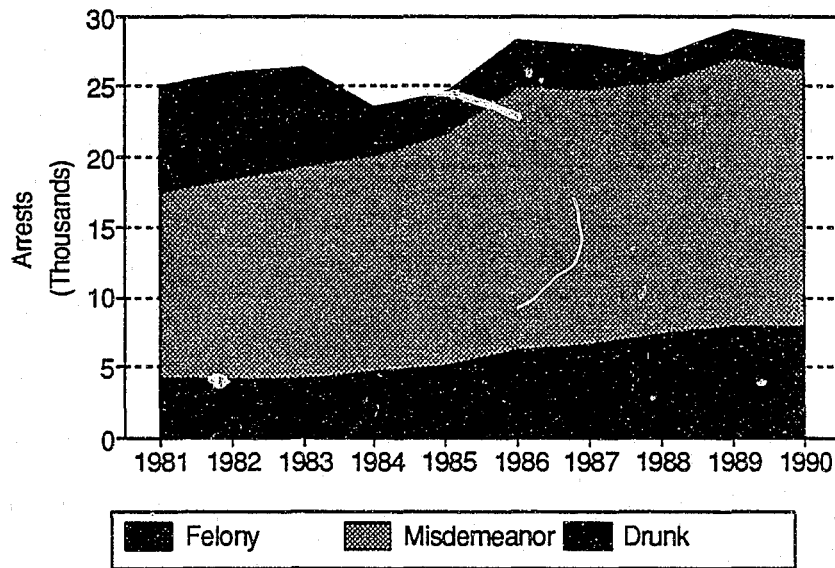
It is not clear why felony arrests have risen faster than index crimes. There are several possibilities. Adding police officers should increase the number of arrests, yet the number of sworn law enforcement personnel rose only a modest 35 percent during the decade: each officer must be making more arrests also. Part, but not all, of the increase is in drug arrests, which do not figure in the crime statistics. Drug arrests rose dramatically between 1985 and 1988 as crack cocaine became popular.

Another possibility is that offenses which would once have been considered misdemeanors are now classified as felonies. This seems not to be so, as arrests for misdemeanor assault, drugs (except marijuana), and theft showed comparable rises. Perhaps the explanation is that the police and sheriff's deputies have become more productive in making arrests. Arrests for drug offenses can be made relatively easily when there is a high degree of open sales activity.

Figure 1.4

## SAN JOAQUIN COUNTY TOTAL ADULT ARRESTS

San Joaquin County



## TOTAL ADULT ARREST RATES

San Joaquin County

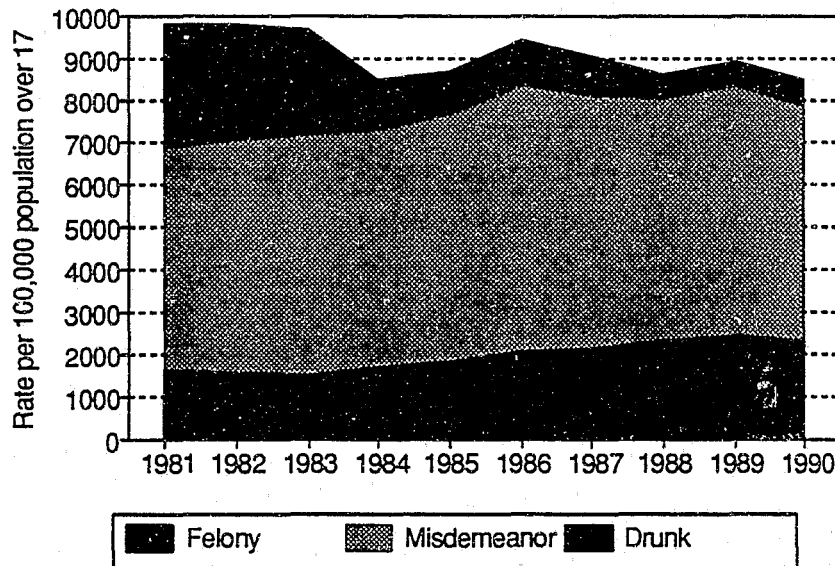
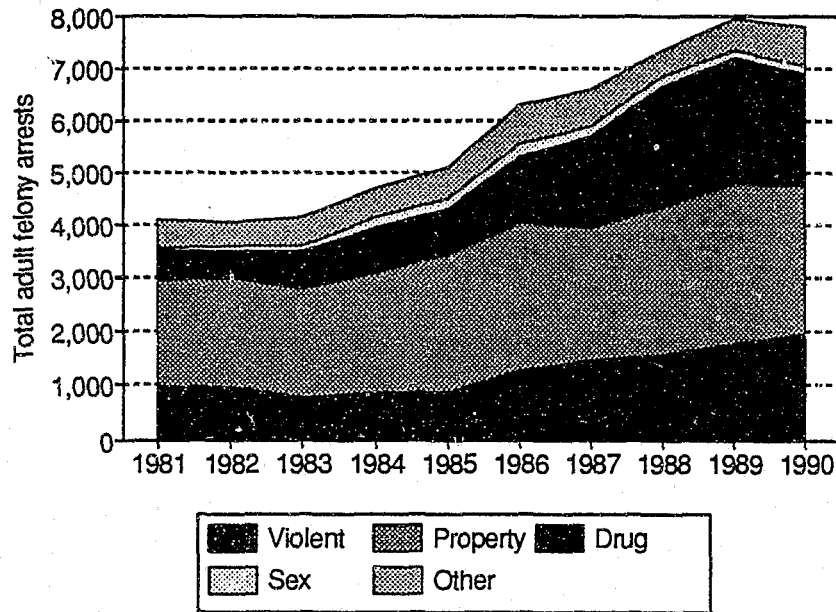


Figure 1.5

## SAN JOAQUIN COUNTY Felony Arrests



## Misdemeanor Arrests

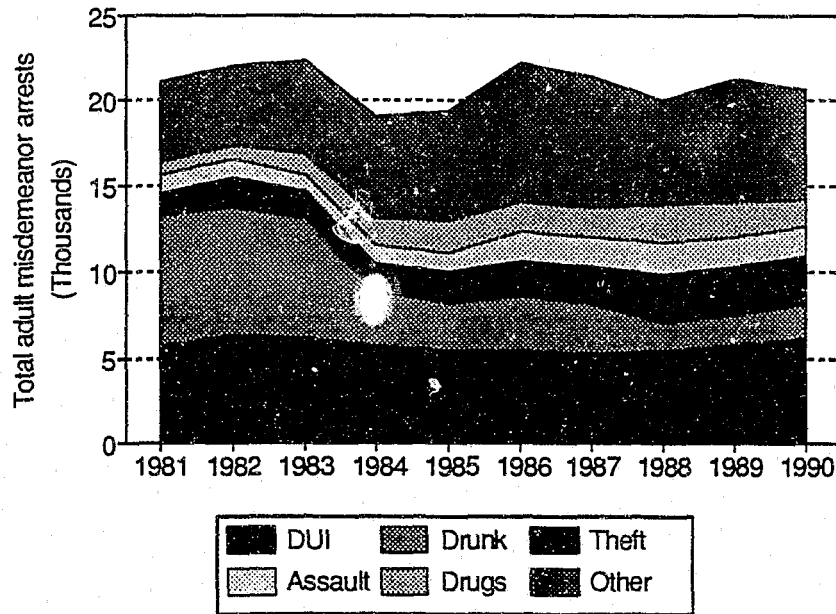
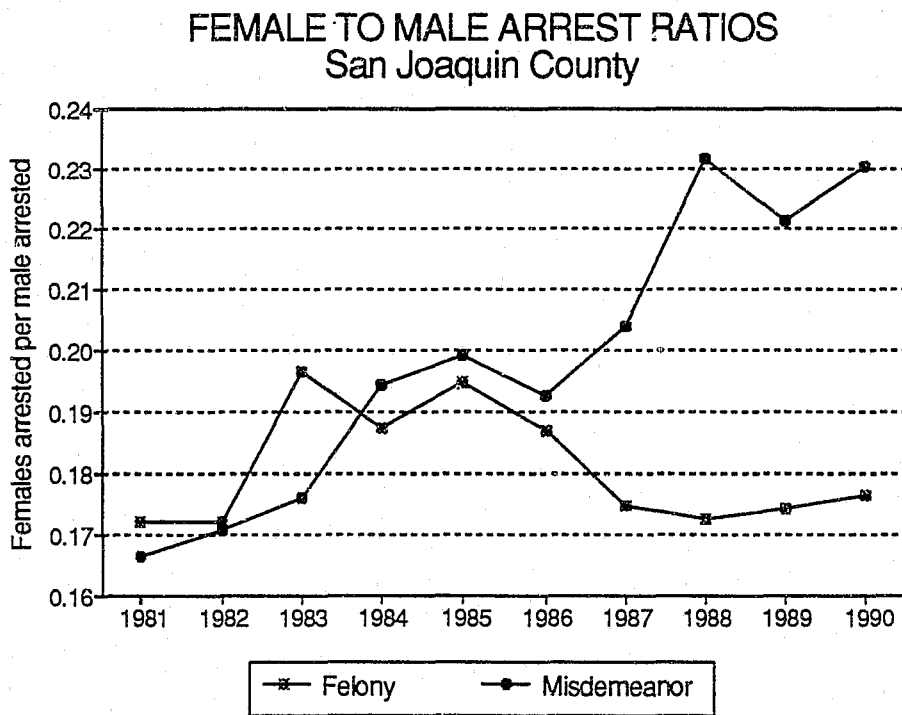


Figure 1.6



The profile and tracking analyses note that arrests of persons for warrants or holds make up the single largest category for both felonies and misdemeanors. The presence of warrants and holds may have a significant impact on inmate population but does not result from an increase in criminal activity. The county must address this effect as it represents a significant contribution to population size.

The arrests by age group in San Joaquin County in 1990 conformed to the national pattern. Yet the inmate profile sample taken by ILPP for this study showed an average age of 30.7. The apparent discrepancy is due to the fact that there are about 20 percent more people in the older age groups (the tail of the baby boom) and probably also to a tendency to release or divert younger offenders.

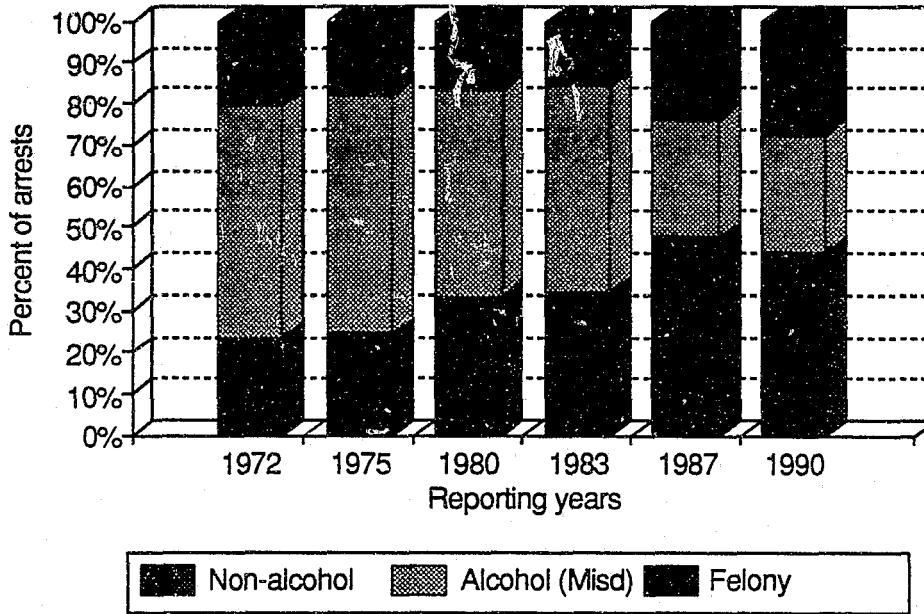
Figure 1.7 uses the new data to extend the figure on Page III-61 of the *Report of County Jail Advisory Committee* (1984). The drop in alcohol-related arrests (drunk and DUI) occurred after the publication of that study, and the apparently stable pattern at that time has now changed appreciably.

Figure 1.7 also uses county data to extend the chart on page III-37 of the CJAC (County Jail Advisory Committee) report from 1984. As felony arrests have risen, unsentenced felons have displaced the sentenced (mostly misdemeanants). (The definition of "sentenced" was changed in August, 1991, making any more up-to-date comparisons difficult.)

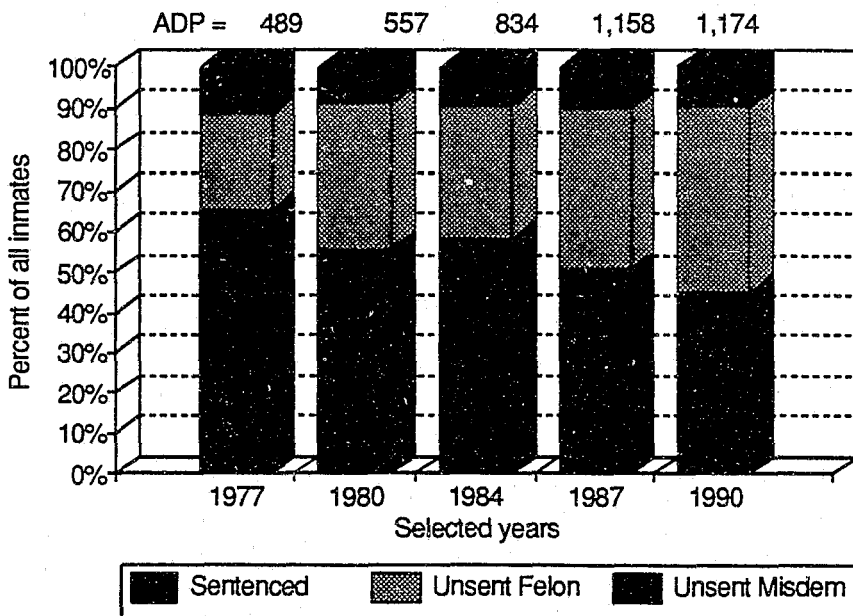
Figure 1.7

Updates of Figures from Earlier Reports

Changes in the Percentage of Arrests  
San Joaquin County



Percent Sentenced and Unsentenced  
San Joaquin County Jail, All Facilities



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## **2. PROFILE, CLASSIFICATION & TRACKING**

## 2. INMATE ANALYSIS: PROFILE, CLASSIFICATION AND TRACKING

### INMATE PROFILE

The profile was performed to identify classification levels appropriate for the jail population and to assist in the allocation of jail resources.

Data were collected on three different samples: the Men's Jail, Men's Honor Farm and Women's Jail, which included women committed to the Honor Farm. The samples were taken from the facilities' "Alphabetical Location Custody List" for April 29, 1992.

From an identifiable total population for the Men's Main Jail of 655, a random sample of 232 cases were selected. The Men's Honor Farm sample consisted of 165 randomly selected cases out of a total identifiable population of 393. Because the population of the Women's Jail and Honor Farm was so small, Consultants attempted to collect information on all women in jail on April 29 (130), but four cases could not be located.

Information for the three samples came from inmate cards (live and dead), risk assessment forms completed by the Classification Units of the Sheriff's Department, and the pretrial questionnaires and forms completed by staff of the Office of Pretrial Services. Information from these sources, however, was often limited or unavailable. For example, risk assessment forms indicated a history of prior felony convictions but generally did not identify what such convictions were for or the number of prior felony convictions. If an inmate had a history of prior felony convictions, no information was entered regarding prior misdemeanor convictions. The information collected by the Office of Pretrial Services was limited by the types of charges and the cooperation of the accused. As a result of limitations on the availability of information, a complete classification analysis could only be completed on a small proportion of the selected samples.

### Men's Jail

#### Demographic Overview

The racial composition of the sample was almost equally divided among three groups: Hispanic (35%), black (33%) and whites (29%). Over two-thirds of the sample were residents of Stockton (69%); residents of San Joaquin County accounted for 88 percent of the entire sample. Out-of-county or out-of-state residents made up five percent of the sample, and transients represented seven percent. The Stockton Police Department made the arrests in 53 percent of the cases. In the addition to the Sheriff's Department, which was the identified arresting agency for 26 percent of the cases, the only other significant arresting agency was the various marshal's offices (taken wholly) for the municipal courts.

The average age of 30.67 years is slightly higher than that found in other jurisdictions. When age was correlated to primary charge, the average age of persons booked and in custody on felony charges was generally in the late twenties; in contrast, the average age



of persons booked and in custody on misdemeanor charges (34.5) was well above the overall average age.

**Table 2.1**  
**Average Age of Men's Sample by Primary Charge**

FELONIES			MISDEMEANORS		
Charge	N	Average Age	Charge	N	Average Age
Murder	3	27.7	NA	NA	NA
Rape	3	20.0	NA	NA	NA
Robbery	13	27.8	NA	NA	NA
Felony assault	5	26.0	Battery	2	34.0
Family violence	3	28.5	NA	NA	NA
Sex offenses	5	26.0	NA	NA	NA
Burglary	24	26.6	NA	NA	NA
Auto theft	8	28.1	NA	NA	NA
Property	10	32.7	Property	4	38.8
Drug use	17	28.7	Drug use	4	35.0
Drug sales	32	29.0	NA	NA	NA
Probation/parole	6	35.8	NA	NA	NA
Warrants	50	30.98	Warrants	16	31.0

**Adjudication Status and Charges**

The men's sample indicates that the Men's Jail is primarily a facility for the detention of unsentenced persons with felony charges. Three-fourths (75%) of the sample were unsentenced at the time data were collected at the end of May, 1992; another five percent of the sample had been sentenced on misdemeanor charges but were still unsentenced on concurrent felony charges. As a result, the data actually show that 81 percent of the sample was unsentenced. One percent of the sample was being held for transfer to the California Department of Corrections (CDC).

The majority (85%) of unsentenced inmates had been arrested and booked on felony charges. When adjudication status was correlated to primary charge, the data showed that over three-fourths (82%) of all those arrested and booked on felony charges were unsentenced.

**Table 2.2**  
**Adjudication Status By Primary Charge**

Adjudication Status	Felonies (N=193)		Misdemeanors (N=39)	
	N	% of felonies	N	% of misdemeanors
Sentenced	29	15%	11	28%
Unsentenced	150	78%	25	64%
Sentenced/unsentenced	9	5%	3	8%
Not charged	2	<1%		
CDC Hold	3	1%		

Persons who had originally been arrested only on warrants accounted for 38 percent of all those sentenced on felony charges. The only category that had a significant proportion of sentenced inmates in relation to unsentenced inmates was felony property offenses, where 40 percent were sentenced and 60 percent were unsentenced or sentenced on a misdemeanor but unsentenced on the felony charge. For misdemeanors, the most significant proportion of the unsentenced group was for arrests on misdemeanor warrants; such cases constituted 52 percent of all unsentenced inmates who were in custody on misdemeanor charges.

The felony/misdemeanor breakdown of charges for the sample was 83 percent to 17 percent. Arrests on warrants alone was the most significant category. As shown in Table 2.3, warrant arrests made up 27 percent of all felonies and 59 percent of all misdemeanors.

**Table 2.3**  
**Breakdown of Charges by Offense Category**

T=232 Offense Category	FELONIES (N=193)		MISDEMEANORS (N=39)	
	N	% of felonies	N	% of misdemeanors
Violent crimes	27	14%	2	5%
Burglary	25	13%	NA	NA
Property	18	9%	5	13%
Drug use	18	9%	4	10%
Drug sales	34	18%	NA	NA
Probation/parole	6	3%	NA	NA
Warrants	53	27%	17	44%
FTA - Vehicle Code			6	15%
Other	12	6%	5	13%

In addition to significant proportions of arrests on warrants only, most of the inmates who had been arrested on other charges had outstanding warrants or holds at the time of booking. Only 37 percent of the sample had been arrested on "fresh" charges only; that is, two-thirds of arrests involved some type of warrant or hold.

**Table 2.4**  
**Types of Warrants/Holds in Men's Sample**

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T=147

Type of Warrant/Hold	N	% of all warrants/holds
Misdemeanor	8	5%
Multiple misdemeanors	31	21%
Felony	32	22%
Multiple felonies	21	14%
Misdemeanor & felony	15	10%
Parole hold	32	22%
USBP hold	4	3%
Probation hold	4	3%

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As shown in Table 2.4, 46 percent of all inmates in the sample had been arrested on or had underlying felony warrants.

## Women's Jail And Women's Honor Farm

### Demographic Overview

The profile of women inmates in the San Joaquin County Jail includes those who were incarcerated in both the Women's Jail and the Women's Honor Farm on April 29, 1992. Of the profile sample, 102 cases were in the Women's Main Jail and 24 were in the Honor Farm.<sup>1</sup> The profile showed that whites made up the largest proportion of women in custody (45%); Hispanics were the second largest racial group (34%). Blacks accounted for 18 percent of the population and Asians or other for the remaining two percent. The average age of the women in custody was 32.27 years.<sup>2</sup> Approximately 70 percent of the population were residents of Stockton. The only other significant residence was Lodi, which was home for 13 percent of the profile. Noncounty residents or transients were an insignificant proportion of the sample (4%). The Stockton Police Department was the arresting agency in 48 percent of the cases.

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1 The populations of the two facilities were combined to allow more significant statistical analysis. Some observations, however, have been included regarding only Honor Farm inmates as possible issue areas.

2 The age range was 19 to 55 years.

### Adjudication Status and Charges

In contrast to the Men's Jail profile, the majority of women in custody were sentenced: 61 percent were sentenced; 26 percent unsentenced; six percent sentenced on misdemeanor charges and unsentenced on others; and seven percent not charged. The proportion of sentenced women included commitments to the Honor Farm. When the sentenced rate was adjusted for Honor Farm inmates, however, there was still a majority of sentenced women (52%), with slightly less than one-third unsentenced (32%).

Overall, the distribution of felony and misdemeanor charges in the profile was less dramatic than that found in the men's profile: approximately 60 percent of women had been arrested and booked on felony charges (75) compared to 40 percent on misdemeanor charges (51). Table 2.5 shows the felony/misdemeanor breakdown by offense category.

**Table 2.5**  
**Felony/Misdemeanor Breakdown by Offense Category**

T=126

Offense Category	Felonies		Misdemeanors	
	N	% of felonies	N	% of misdemeanors
Violent crimes	9	12%	3	6%
Burglary	5	7%	NA	NA
Property	11	15%	7	14%
Drug use	10	13%	14	27%
Drug sale	11	15%	NA	NA
Probation/parole	4	5%	NA	NA
Warrants/holds	21	28%	14	27%
DUI	NA	NA	6	12%
Prostitution	NA	NA	4	8%
Other	4	5%	3	6%

As found in the men's profile, a significant proportion of women inmates had been arrested on outstanding warrants or holds only. Warrant arrests accounted for 28 percent of the women's profile (a finding consistent with the proportion found in the felony and misdemeanor breakdowns, 28 percent and 27 percent respectively). Drug offenses (drug use or possession combined with drug sales) constituted 28 percent of the primary charges in the profile. The distribution of drug charges was essentially equal for both felonies (28%) and misdemeanors (27%), although there was no one in custody for drug sales in the misdemeanor subsample.

The pattern for categories of offenses in the overall women's profile was reflected in the breakdown of offenses for women committed to the Honor Farm. Table 2.6 shows that the most common offenses were for drugs and arrests on outstanding warrants.

**Table 2.6**  
**Comparison of Offenses Between Women's Jail and Honor Farm**

T=126		
FELONIES	Women's Jail (N=102)	Honor Farm (N=24)
Violent crimes	7	2
Burglary	5	0
Property offenses	10	1
Drug use	10	0
Drug sale	8	3
Probation/parole violations	4	0
Warrants/holds	18	3
Other	3	1
MISDEMEANORS		
Violent crimes	2	1
Property	5	2
Drug use	13	1
DUI	4	2
Warrants/holds	8	6
Prostitution	4	2
Other	37	0

Over three-fifths (63%) of the women in the profile sample had outstanding warrants at the time of their arrests or were arrested on warrants only. Of the 79 women whose primary charges involved warrants or holds, 39 percent had outstanding misdemeanor warrants and 41 percent had outstanding felony warrants.

**Table 2.7**  
**Types of Warrants/Holds in Women's Profile**

T=79		
Type of warrant	N	% of profile sample with warrants
None	47	37%
Misdemeanor	15	19%
Multiple misdemeanors	16	20%
Felony	23	29%
Multiple felonies	9	41%
Misdemeanor & felonies	6	8%
Parole hold	6	8%
Other holds	4	5%

When the number of women who had a combination of outstanding misdemeanor and felony warrants was included, the proportion of women in the profile who had underlying felony warrants increased to nearly one-half (49%).

Warrants were primarily for drug charges, which accounted for 41 percent of all the warrant arrests. Of the warrants involving drug charges, 78 percent were for drug use or possession.

**Table 2.8**  
**Charges on Warrants in Women's Profile**

T=79		
Type of Charges on Warrant	N	% of profile sample with warrants
DUI	1	1%
Vehicle Code FTA, DWS, DWR	8	10%
Property	12	15%
Drug use	25	32%
Drug sale	7	9%
Holds	15	19%
Other misdemeanors	9	11%
Other felonies	6	8%

### Men's Honor Farm

Because the Men's Honor Farm is a minimum security facility providing low security housing, no classification analysis was performed for the profile sample, but information was collected on demographic characteristics, primary charges and some prior history variables. The Men's Honor Farm sample consisted of 165 cases of persons who were in custody on April 29, 1992.

### Demographic Overview

In contrast to the Men's Main Jail, the predominant racial group in the Men's Honor Farm was whites (46%), followed by Hispanics (37%) and blacks (14%). The average age was nearly 33 years (32.82).<sup>3</sup> The majority of the men in the Honor Farm were residents of Stockton (62%). Residents of the other primary cities in San Joaquin County<sup>4</sup> generally fell in the range of seven percent to ten percent of the sample. Data regarding arresting agency does not accurately reflect the original arresting agency, since commitments to the Honor Farm are generally given new booking numbers, and the Sheriff's Department is the identified arresting agency. In the Honor Farm profile sample, the Sheriff's Department was identified as such for 59 percent of the cases. The Stockton Police Department was the arresting agency in 28 percent of the cases; the CHP and other local

3 The age range was 18 to 67 years.

4 Tracy, Lodi and Manteca.

police departments accounted for seven percent of the arrests. Where one of the local police departments or CHP was identified as the arresting agency, it has been inferred that the person committed to the Honor Farm was not released pretrial. As a result, the data indicate that 35 percent, or slightly more than one-third, of the sample were committed directly to the Honor Farm from the Men's Main Jail.

**Charges and Warrants**

The following discussion is based on the primary charge listed at the time of booking, either at the time of arrest or at the time of commitment to the Honor Farm. For those men who were committed directly to the Honor Farm from the main jail, their original charges may not have been the charges on which they were eventually convicted.

As seen from Table 2.9, a slight majority of men in the Honor Farm (56%) had been convicted of misdemeanor charges. Over one-third (34%) of the Honor Farm inmates had been sentenced on charges related to outstanding warrants.

**Table 2.9  
Felonies/Misdemeanor Breakdown By Offense Category for Men's Honor Farm**

Offense Category	Felonies (N=73)		Misdemeanors (N=92)	
	N	% of felonies	N	% of misdemeanors
Violent crimes	12	16%	2	2%
Burglary	9	12%	NA	NA
Property	9	12%	5	5%
Drug use	9	12%	7	8%
Drug sale	9	12%	NA	NA
Warrants	24	33%	24	26%
Vehicle Code FTA	NA	NA	8	9%
DUI	NA	NA	26	28%
DWS/DWR	NA	NA	16	17%
Others	1	1%	4	4%

Table 2.9 suggests that the Honor Farm is primarily a facility for substance abusers or users, specifically alcohol and drugs. This conclusion is supported by the finding that 46 percent of all misdemeanor primary charges were for DUI or DWS/DWR. If the arrests for Vehicle Code FTAs are included, the proportion of alcohol-related offenses could be as high as 54 percent. Overall, the data show that 41 percent of the entire sample had been committed for either drug or alcohol-related offenses.<sup>5</sup>

<sup>5</sup> If Vehicle Code FTAs are assumed to be alcohol-related, the percentage increases to 45 percent for such offenses.

An analysis of the underlying warrants reinforces the finding that commitments to the Honor Farm are primarily for convictions on drug or alcohol offenses. Of all the profile samples, the Men's Honor Farm sample had the lowest percentage of arrests involving outstanding warrants or holds, 50 percent, although this proportion is still very high relative to other California counties.<sup>6</sup> Of those persons with warrants, 59 percent (48) had underlying misdemeanor charges, 29 percent (24) involved felony charges and 12 percent (10) were for other holds. Nearly two-fifths (39%) of all the warrants involved alcohol-related offenses, either DUI or DWR/DWS/FTA<sup>7</sup>, and over one-fifth (22%) had underlying drug charges.

**Table 2.10**  
**Underlying Charges in Warrants in Men's Honor Farm Sample**

T=82		
Underlying Charges	N	% of sample with warrants
DUI	18	22%
DWR/DWS/FTA	14	17%
Property	10	12%
Violent crimes	4	4%
Drug use	12	15%
Drug sales	6	7%
Burglary	3	4%
Parole holds	5	6%
Others	10	12%

6 Consultants' review of the most recent needs assessments of several counties including Solano, Stanislaus and Yolo counties, showed that warrants do not make up significant custody categories in any of those counties.

7 The warrant analysis actually confirms that all of the Vehicle Code FTAs were alcohol related, since there were no such FTAs that were not also accompanied by charges for driving with restrictions or with a suspended license.



## CLASSIFICATION ANALYSIS

### Men's Jail

For the classification analysis, ILPP used the system developed by the National Institute of Corrections (NIC, 1989 revision). Under this system, initial custody levels are determined on the basis of points assigned to various criteria. The initial evaluation is based upon three criteria: severity of current charges, serious offense history, and escape history. If the score is "7" or higher after the initial evaluation, the inmate is assigned to maximum custody; this score has been designated the "maximum custody score." For inmates whose total score is less than "7" after the initial evaluation, four additional classification criteria are considered: institutional disciplinary history, prior felony convictions, alcohol/drug abuse and stability factors. The final score has been designated as the "comprehensive custody score." If the comprehensive custody score is five or less, the NIC system recommends a minimum security custody level. Inmates with a score of "5" or less but with a detainer or hold, and those with a score between "6" and "10" points should be assigned to a medium security level. Any inmate with a score of "11" or higher should be assigned to maximum security.

Because of missing or unavailable information, a complete classification could be done for only 104 cases in the sample. There was sufficient information, however, to determine a "maximum custody score" for all cases, since information on serious offense history and escape history are collected by the Classification Unit at the jail.

Although very few inmates had any history of escapes from a medium or maximum security facility (5%), nearly one-third (30%) had a history of serious offenses, defined as those involving violence or the threat of violence to others.

After the initial evaluation, only 44 cases (19%) of the sample had enough points to be assigned to maximum security.<sup>8</sup> Of the cases on which a complete classification could be performed, only two scored enough points to require maximum security. Despite the small proportion of maximum inmates, maximum and medium combined constitute the clear majority of the inmate population for men. The importance of this combined group becomes apparent after review of the chapter on facility issues which makes the important distinction between low and high security housing. That is, for all intents and purposes, the greatest need demonstrated by the profile is for high-security housing, although the need is generated by medium-classified individuals.

One of the key pieces of missing information required to complete the classification analysis was the number of prior felony convictions. Under the NIC system, an inmate with one prior felony conviction will be assigned two additional points to the maximum custody score. If an inmate has two or more prior felony convictions, four more points are added. To identify those cases where the maximum custody score could be higher after evaluation of comprehensive custody criteria, the maximum custody scores were

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8 The scores ranged from 0 to 16. Most of the inmates (168 or 72% of the sample) had been arrested on charges that fell into the "moderate severity category," which is assigned a point value of 2. There were 40 (17% of sample) inmates who had been arrested on charges rated high in severity (5 points) and 10 (4%) who had been arrested on charges highest in severity (7 points).

correlated with the variable "prior felony convictions."<sup>9</sup> To determine potential custody levels, based on comprehensive custody scores, ILPP assumed that four points would be added to the maximum custody scores where inmates had any history of prior felony convictions.

Table 2.11 below shows the expected classification levels and proportions for the Men's Jail, based on prior felony convictions.

**Table 2.11**  
**Estimated Custody Scores and Levels for Men's Jail**

Prior Felony Convictions	Custody Score													
	0	1	2	3	5	6	7	8	9	11	12	13	14	16
None	8	2	54	5	11	7	3	2	2	0	0	0	0	0
At least one prior	1	1	48	22	3	21	1	2	19	4	5	2	1	1
No information	1	0	3	1	0	0	1	0	1	0	0	0	0	0
	Minimum (N = 83)			Medium (N = 105)			Maximum (N = 19)							

Assuming that the cases with no information would show at least two prior felony convictions, 36 percent of the men would require housing in minimum security housing; 45 percent in medium and 19 percent in maximum. When the data are revised to include inmates with holds and detainers, the classification would reduce the minimum security proportion to 30 percent and increase medium to 51 percent; the proportion for maximum security housing remains unchanged.

## Women's Jail and Honor Farm

Information to perform a complete classification analysis, using the NIC system, was available for only 36 cases. There was sufficient information to calculate a maximum custody score for all cases, from which appropriate custody levels have been projected.

Approximately one-fifth (19%) had a history of serious offenses. Such offenses were divided almost equally between those of moderate severity and high or very high severity. While 86 percent had no history of escape from either a program or facility, ten percent of the sample had at least one prior escape from a medium or maximum security facility.

Information on prior felony convictions was available for 123 cases; 51 percent had a history of at least one felony conviction. Of the 76 women for whom information on

9 The risk assessment forms used by the Classification Unit showed whether there had been any prior felony convictions but did not identify the number of such convictions. For the 104 cases where a complete classification was performed, the number of prior felony convictions was obtained from information collected by the Office of Pretrial Services.

prior misdemeanor convictions was available, 74 percent had at least one prior misdemeanor conviction.

Given the large number of underlying drug charges, the predominant rating for severity of current offense for the women's profile sample was "moderate," which accounted for 64 percent of the sample.

**Table 2.12**  
**Severity of Current Offense in Women's Profile**

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T=126

Severity of current offense	N	% of sample
Low	23	18%
Moderate	81	64%
High	17	14%
Highest	5	4%

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As discussed earlier, the maximum custody score is determined by points assigned to severity of current offense, history of serious offenses and escape history. Based on these criteria, 17 percent of the women in the profile sample would need to be assigned to maximum security.<sup>10</sup> For the 36 cases on which complete information was available, none would have required custody in a maximum security level.

To project appropriate custody levels for the women's facility, the maximum custody score was correlated with prior felony convictions, for which information on the exact number was generally unavailable. This showed that 42 percent of the profile would score five or less points, qualifying for custody in low security housing; 41 percent would require custody in a medium setting in high security housing and 17 percent would require a maximum setting in high security housing.

To determine the custody levels for the Women's Jail, however, these percentages have been adjusted to exclude women committed to the Honor Farm and to include in medium security those women who scored five points or less but who had holds or detainees. The revised percentages are shown in Table 2.13.

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<sup>10</sup> The range for maximum custody score was 0 to 16. In the range of 0 to 6 points, 61% had a score of 2 (64 out of 105).

**Table 2.13**  
**Estimated Custody Levels for Women's Jail Facility**

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T=102

Custody Level	N	% of revised sample
Minimum*	22	22%
Medium**	59	58%
Maximum***	21	21%

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## Notes:

- \* Women with 5 or less points after most likely comprehensive custody score.
  - \*\* Women with 6 to 10 points after most likely comprehensive custody score and women with less than 5 points but with detainers or holds (7).
  - \*\*\* Women with 7 or more points after tabulating maximum custody score. This category would also include women with 11 or more points after most likely comprehensive custody score.
- 

### Men's Honor Farm

Although no maximum or comprehensive custody scores were compiled for the Men's Honor Farm sample, some information was available on history of serious offenses, escape history and prior convictions. The percentage of men with a history of serious offenses was almost identical to that found in the Men's Main Jail profile: 32 percent. Slightly less than one-half of the sample (48%) had a history of at least one felony conviction; 41 percent had at least one misdemeanor conviction. Only one person had any history of escape, and that incident involved a program or minimum security facility.

## TRACKING ANALYSIS

A tracking analysis charts the flow of inmates from booking to release. It evaluates the efficiency of flow and can illustrate clogging points in the justice system. The San Joaquin County Jail consists of four facilities: the Men's (Main Jail), the Women's Jail and their respective Honor Farms. Bookings into the jail came from "fresh" arrests (i.e., new charges without warrants or other holds), warrant arrests, remands and commitments. Although all bookings were examined, only bookings on fresh arrests and warrant arrests have been analyzed in detail. This tracking analysis includes some information on remands, but all commitments to the jail were excluded from the tracking sample.<sup>11</sup>

The tracking sample consists of 933 valid bookings into the San Joaquin County Jail during the first two weeks of April, 1992.<sup>12</sup> ILPP staff collected data on sex, types and numbers of charges, warrants, arresting agency, length of stay and mode of release.

### Nature of Arrests/Bookings

Excluding remands, the felony/misdemeanor breakdown of charges was 34 percent felony bookings and 66 percent misdemeanor bookings. As shown in 2.14, the largest category of felony bookings was arrests on outstanding warrants or holds (27%).<sup>13</sup>

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11 During this period, there were 152 commitments to all four facilities. Nearly three-fourths (72%) of all the commitments were to one of the two Honor Farms. Of the remaining commitments, 13 percent of the inmates were released after time served; seven percent were still in custody when data were collected at the beginning of May, 1992. The remaining commitments included five percent released under the court cap and three percent released to home detention.

Of the 109 inmates booked for commitment to the Honor Farms, 58 percent had been released after time served; 29 percent were still in custody and six percent had been released to the Alternative Work Program (AWP).

12 For the purposes of this study, valid bookings are defined as "fresh" arrests, warrant arrests and remands. Remands are included in the total sample because these cases include persons eligible for pretrial release.

13 This category refers to arrests on outstanding warrants or holds only, i.e., the person had not been arrested on a new charge in addition to the outstanding warrant or hold.

**Table 2.14**  
**Felony & Misdemeanor Breakdown of Charges**

T=844

**FELONIES (N=289)**

Category of Offense	N	% of all felonies
Violent crimes*	45	16%
Burglary	20	7%
Property	45	16%
Drug use/possession	32	11%
Drug sales	30	10%
Parole/probation violations	28	10%
Warrants/holds	79	27%
Other	10	3%

**MISDEMEANORS (N=555)**

Category of Offense	N	% of all misdemeanors
Violent crimes**	27	5%
Property	25	5%
Weapons	11	2%
Drug use/possession	24	4%
Drug sales	3	<1%
Probation violations	2	<1%
DUI	111	20%
Other auto violations	7	1%
FTA/DWR/DWS	88	16%
Public intoxication	66	12%
Warrants/holds	154	28%
Other misdemeanors***	37	7%

**Notes:**

\* Includes murder, rape, kidnap, family violence and assault with a deadly weapon.

\*\* Includes assault and battery and family violence.

\*\*\* A total of 21 or 57 percent of these bookings were on prostitution charges.

The same finding also holds for the misdemeanor bookings: 28 percent of all misdemeanor bookings were arrests for outstanding warrants or holds. For misdemeanors, the percentage of arrests on outstanding warrants is actually higher: There were 82 warrant arrests for failure to appear for Vehicle Code related offenses. When these bookings are added to the category of arrests for outstanding warrants, such bookings account for 47 percent of all misdemeanor bookings.

With respect to fresh arrests, drug charges make up the largest proportion of felony bookings (21%), which included 11 percent for drug use and 10 percent for drug sales. The categories of offenses involving violence or threat of violence<sup>14</sup> and property offenses each accounted for 16 percent of the felony bookings. The largest proportion of misdemeanor fresh arrest bookings were for alcohol-related offenses: 20 percent of fresh arrests were for DUI and 16 percent for public intoxication.<sup>15</sup>

### **Releases and Average Length of Stay**

The combined pretrial release rate for felony and misdemeanor bookings was only 54 percent during the sample period. The pretrial release rate for felony bookings is even lower than the total average: Only 32 percent (93) of those persons booked on felony charges were released pretrial. The most common method of pretrial release for felony bookings was court OR (43%), which had an average length of stay (ALS) of 4.96 days. Of the remaining felony bookings, 40 percent were released after adjudication or disposition of the original charges, and 27 percent were still in custody at the time of data collection.

For misdemeanor/remand bookings, the pretrial release rate was 64 percent, with 26 percent (167) released after adjudication or charge disposition and 10 percent (63) still in custody during the sample period.<sup>16</sup> Cite and release was the most common form of pretrial release in the misdemeanor/remand booking subsample. When remands are excluded from the subsample,<sup>17</sup> nearly three-fourths (74%) of all misdemeanor pretrial releases were made through cite and release, which was accomplished, on average, within an ALS of six hours (0.25 days).

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14 Of the 45 felony bookings for offenses involving violence or threat of violence, 36 percent (16) were for family violence and 27 percent (12) were for assault with a deadly weapon.

15 These alcohol related charges accounted for nearly one-fourth (24%) of the total booking sample.

16 Excluding remands, the pretrial release rate for misdemeanors is 67 percent. Of the 89 remands in the tracking sample, 49 percent (44) were released pretrial; nearly all of the remands that were released pretrial were taken to the jail simply to be booked and released (82%). Nearly three-fourths of the remaining remands (45) were not released until time served (31%) or were still in custody at the time data were collected (42%).

17 Cite and release was not used as a form of pretrial release for any of the remands.

**Table 2.15**  
**Average Length of Stay by Charge and Release Mode**

T=931	FELONIES (N=288)			MISDEMEANORS (N=643)		
	N	ALS	% of bookings	N	ALS	% of bookings
<b>Pretrial Releases</b>						
Book & release	5 (3)*	0.18	2%	37 (34)	0.05	6%
Cite & release	3	1.47	1%	273 (28)	0.24	42%
Bail	21 (5)	2.03	7%	19 (2)	1.02	3%
PTS OR	10	1.06	3%	1 (1)	-	-
Court OR	40 (2)	4.96	14%	22	3.09	3%
ADAP#	9	15.47	3%	5	1.28	1%
CAP-pretrial	5	5.45	2%	10	1.59	2%
Kick-out (849)	-	-	-	46 (7)	0.31	7%
Subtotal	93	4.85	32%	413	0.53	64%
<b>Post-Adjudication Releases</b>						
CDC	15	6.61	5%	6 (1)	4.21	1%
Dismissed	-	-	-	1	0.26	<1%
Other agency	12 (1)	7.77	4%	12 (1)	3.91	2%
STR	16	6.08	6%	27	2.29	4%
Time served	14 (1)	8.03	5%	44 (4)	5.87	7%
USBP	8	5.94	5%	23 (1)	0.61	4%
Sent suspended	1	1.94	<1%	-	-	-
AWP	1	6.13	<1%	4	11.50	1%
Hold dropped	19	4.67	7%	5	3.78	1%
HF transfer	-	-	-	1	11.76	<1%
No complaint	10	3.67	3%	10	2.33	2%
Order to appear	-	-	-	4	0.92	1%
CAP-TS	15	8.03	5%	16	7.69	2%
CAP-UNK**	5 (1)	9.54	1%	12	3.93	2%
Home Detention	-	-	-	2	4.20	<1%
Subtotal	116	6.73	40%	167	4.10	26%
<b>In custody</b>	79	-	27%	63	-	10%
<b>TOTAL</b>	<b>288</b>	<b>5.94</b>	<b>99%***</b>	<b>643</b>	<b>1.67</b>	<b>100%</b>

## Notes:

\* Number in parentheses is number of cases for which length of stay information was missing.

\*\* Unknown how cap was applied in these cases.

\*\*\* Total does not add up to 100 due to rounding error.



**Impact of Warrants/Holds on Pretrial Release**

Overall, 43 percent (401) of all valid bookings were on fresh charges only, i.e., the arrestee did not have any outstanding warrants or holds. Table 2.16 shows that, in addition to bookings on outstanding warrants or holds alone, nearly one-fourth (23%) of all bookings in the tracking sample involved both a fresh charge and an outstanding warrant. Therefore, about half of all bookings (49%) involved some type of warrant. This is consistent with analysis of the inmate profile data.

**Table 2.16  
Bookings by Warrants/Holds**

T=933

Type of Booking	N	% of all bookings
Fresh charges only	401	43%
Felony warrants/holds	80	9%
Misd. warrants/holds	156	17%
Vehicle Code FTA	82	9%
Fresh charges w/ warrants	214	23%

The impact of bookings that involve an outstanding warrant or hold has resulted not only in delays in pretrial release, but also in ineligibility for pretrial release. Three-fourths of all persons in custody at the time data were collected, regardless of category of charge, had outstanding warrants or holds.

The delay in obtaining pretrial release when booking charges include outstanding warrants or holds is evident in Table 2.15: The relatively lengthy ALS for citation release, can be achieved in two to three hours in other jurisdictions. The ALS for bail releases (2.03 days for felonies and 1.02 days for misdemeanors) is also higher than in other jurisdictions. The delay in release from jail, pretrial or otherwise, can also be seen in an analysis of the ALS for persons booked with such warrants or holds. As shown in Table 2.17, the delay is created primarily for misdemeanor/remand bookings.

**Table 2.17  
Average Length of Stay by Primary Charge and Warrants**

T=696\*

Felony Bookings (N=196)		
Warrant Status	N	ALS
No warrants/holds	88	5.93 days
At least 1 warrant/hold	108	5.94 days
Misdemeanor/Remand Bookings (N=500)		
Warrant Status	N	ALS
No warrants/holds	237	0.74 days
At least 1 warrant/hold	263	2.51 days

Notes:

- \* Sample has been reduced by excluding persons still in custody and cases with missing information.

Table 2.18, which correlates ALS with type of warrant or hold, shows that the increase in length of stay is greatest for those persons who have outstanding warrants on drug charges.<sup>18</sup> The ALS for DUI warrants, 2.39 days, indicates that persons arrested on or with such warrants are released after time served.<sup>19</sup>

**Table 2.18**  
**Types of Warrants/Holds by ALS and Charge Category**

T=698\*

Type of warrant/hold	FELONIES (N=196)		MISDEMEANORS (N=502)	
	N	ALS	N	ALS
None	88	5.93	237	0.74
DUI	4	1.25	53	2.39
Vehicle Code FTA	5	2.19	50	0.73
FTA/DWS/DWR	5	4.79	27	0.90
Other Vehicle Code	-	-	8	0.48
Property	16	5.74	36	2.68
Violent offenses	2	11.55	15	3.03
Other misdemeanors	1	1.19	27	3.38
Drug use	21	6.94	24	4.37
Drug sales	7	6.14	7	7.12
Burglary	5	7.06	-	-
Probation hold	2	8.10	3	7.90
Parole hold	24	5.43	2	6.51
Other felonies	3	11.51	2	14.02
USBP hold	4	0.81	2	0.80
Other agency hold	9	7.67	3	1.97
Court order to appear	-	-	5	0.86

Notes:

- \* Excludes persons still in custody at time data were collected and cases with missing information.

18 Although Table 3.5 shows higher ALS for other types of warrants, the size of these categories is too small to draw statistically significant conclusions.

19 The overall ALS for persons booked on DUI charges in the tracking sample was 0.41 days (9.84 hours). The ALS for persons booked on DUI warrants is most consistent with the ALS for time served for DUI charges in general (2.95 days).

Although bookings involving warrants for failure to appear on Vehicle Code violations, excluding DUI, make up nearly one-fourth (23%) of the warrants/holds subsample (375), the ALS for persons with these types of warrants is less than one day. There were 60 cases involving warrants on drug charges (16% of subsample), of which 77 percent were for drug use or possession for use. As a group, holds by another agency such as probation, parole, other counties and the CDC constituted 14 percent of the warrants subsample.

The delays in releases for those persons arrested on or with outstanding warrants or holds is probably due to two factors: ineligibility for pretrial release and limitation of pretrial release methods. Table 2.19, which correlates release mode by type of warrant, shows that persons with warrants at the time of booking have a pretrial release rate of only 46 percent compared to 77 percent for persons without warrants. Table 2.19 also shows that there is essentially no difference in the types of pretrial releases used for persons with and without warrants; this finding reinforces the conclusion that warrants create significant delays in release time.

**Table 2.19**  
**Types of Warrants/Holds by Release Mode**

T=700		
Release Mode	No Warrants (N=325) N	Warrants/Holds (N=375) N
<b>Pretrial Release</b>		
Book & release	1	4
Cite & release	140	147
Bail	23	10
PTS OR	8	2
Court OR	27	33
Kick out	39	
ADAP	8	6
CAP-pretrial	4	11
<b>Post-Adjudication/Disposition*</b>		
CAP-TS	5	26
CDC hold	1	19
Time served	7	46
STR	12	31
Release to other agency	4	18
Parole hold	7	19

Notes:

\* Not all post-adjudication or charge disposition releases have been included. The subsample sizes for some release categories were too small for comparison; others were clearly irrelevant. For example, of the 20 cases where no complaint was filed, only one involved a warrant or hold.

## Findings

Although there has been an increase in the use of pretrial release mechanisms over the past five years, pretrial releases of persons arrested on felonies continues to be inadequate.

1. Although bookings into the jail are approximately one-third felony bookings and two-thirds misdemeanor bookings, the jail has become primarily a detention facility for unsentenced detainees with felony charges: 85 percent of the unsentenced population in the men's profile sample had been booked on felony charges.
2. Only 32 percent of the persons arrested and booked on felony charges obtained pretrial release; the overall ALS was 4.85 days. In contrast, 64 percent of all persons arrested and booked on misdemeanor charges were released pretrial after an overall ALS of 0.53 days.
3. Court OR, which had an ALS of 4.96 days, was the primary mechanism for the pretrial release of persons booked on felony charges. Court OR, including all releases to ADAP, accounted for 53 percent of all pretrial releases. OR releases upon PTS submittals were relatively insignificant (11% of all pretrial releases), although PTS ORs had the shortest ALS of the major pretrial release mechanisms, 1.06 days.
4. The failure to effect more ORs through PTS submittals indicates that the courts are using PTS primarily for information purposes. Another reason for the small proportion of PTS ORs is due to the significant proportions of persons arrested on or with outstanding felony warrants. Under current PTS criteria, such persons are not interviewed and are therefore not submitted for potential release. Nevertheless, 58 percent of the persons arrested on warrants eventually obtained pretrial release; 18 percent of these releases were through court OR. Another five percent were pretrial CAP releases.
5. Although there is widespread dissatisfaction with ADAP and FTA rates, the criminal justice system in San Joaquin County has failed to implement alternative forms of pretrial release for persons booked on felony charges, such as supervised OR, home detention and reminder programs.
6. In practice, the criminal justice system continues to hold pretrial detainees in a maximum security facility as a safeguard against failures to appear, despite prevailing case law that states pretrial detention should be imposed in the least restrictive manner possible and only to the degree necessary to vindicate nonpunitive aims of such detention.

**Warrants, issued primarily for failures to appear, have had an extremely negative impact on the entire criminal justice system.**

1. The most significant proportions of arrests and bookings in the profile and tracking samples were for warrants only. Such arrests and bookings accounted for 27 percent of all felony arrests and 59 percent of all misdemeanor arrests in the men's profile; 46 percent of all the felony arrests in this sample had underlying felony warrants. In the women's profile, the proportions were very similar: 28 percent of all felony arrests and 27 percent of all misdemeanor arrests in addition to 49 percent felony arrests with underlying felony warrants.
2. Warrant charges have resulted in substantial delays in pretrial release, and in many instances, the person is unable to obtain pretrial release at all. In the tracking sample, 89 percent of those whose arrests did not involve a warrant obtained pretrial release, compared to 58 percent for those with outstanding warrants or holds. Clearing or adding warrant charges added over one and three-fourths days to the ALS for persons booked on misdemeanors, 0.74 days compared to 2.51 days. There was essentially no difference in ALS for those booked on felony charges, with or without warrants; the lack of difference is probably due to the limited pretrial release mechanisms used for felony cases.
3. Three-fourths of all the people still in custody at the time data were collected for the tracking sample had been arrested on warrants or had underlying warrants at the time of arrest.
4. In addition to creating system delays and increasing the jail population, warrants have resulted in the loss of booking fee revenue to the county. The Stockton Police Department, which made the arrests in 59 percent of all new bookings in the tracking sample, may have an informal policy to arrest on warrants to avoid payment of booking fees. The Stockton Police Department was responsible for 49 percent of all arrests on felony warrants, 55 percent of all misdemeanor warrants and 71 percent of all FTA bench warrants.

**The predominant offenses in the San Joaquin County criminal justice system are drug and alcohol related; in many instances, property offenses are directly related to an underlying drug problem.**

1. In all samples, arrests for drugs or alcohol use were predominant, second only to warrant arrests for significant proportions. In the men's profile, 27 percent of all felony arrests were for drug use or sales; in the women's profile, such arrests accounted for 28 percent of all felonies and 27 percent of all misdemeanor arrests. Of the women with warrants, 41 percent had underlying drug charges. In the Men's Honor Farm sample, 24 percent had been arrested on felony drug charges; eight percent on misdemeanor drug charges and 28 percent for DUI. When arrests for DWS/DWR are included, the percentage of alcohol-related offenses for the Honor Farm profile increases to 46 percent.
2. Although the frequency was not documented, ILPP often found possession of drug paraphernalia or other drug possession charges included on the booking log for bookings with multiple charges. For coding purposes, property and burglary charges were deemed more serious than drug offenses.

## Recommendations

### Encourage the expanded use of citation release (CR).

Citation release is already used to a large degree in San Joaquin County. However, Consultants feel that its use could be standardized and further expanded, especially for the large contribution of arrests made by Stockton City Police. The population management planning group described at the end of this report would be the appropriate group to review what policies exist and to standardize them to be expanded as much as is reasonably possible. California law requires citation release in many arrest cases. The county should implement this recommendation concurrently with a response to its high warrant situation as it has been noted that booking fees for warrant arrests are waived and California law limits the use of CR for persons with outstanding warrants.

The main drawback to expansion of CR is that arrests instead of CR may be an intentional means of removing someone temporarily from the street. Consultants emphasize that using the jail as a holding cell for the types of people who could be cited out is ineffective in that it does not hold people in jail for long, but that holding them at all impacts the crowding situation making it necessary to release other types of inmates to the street, including more serious pretrial and sentenced inmates.

### Assign minimum security pretrial inmates to low security housing.

Review of the county's available and potential jail beds indicates that the greatest need will be for medium or general population beds for sentenced inmates. Currently, high-security housing available to the county is being occupied by pretrial inmates who might appropriately be placed in low-security beds or released pretrial.

After the new jail opens, the barracks on the grounds of the old facility can easily and economically be adapted for minimum-security housing. Since the jail has been and will continue to be primarily a facility for housing pretrial inmates, a significant number of high security beds could be made available by housing appropriate pretrial inmates in low security beds.

This recommendation fosters the underlying notion that the county needs to provide a range or continuum of housing options for its inmate population. Adaptation of available barracks space could provide a housing option that is more appropriate for minimum classified individuals who still require custody and would not be appropriately housed in the honor farms.

### Reclassify inmates after DA files charges.

At present, inmates are classified at the time of booking. There is no reclassification of pretrial inmates unless additional charges are added by the District Attorney's Office that would require administrative segregation or protective custody; the inmate is involved in incidents requiring disciplinary action; or the inmate requests a change in housing. To implement the recommendation that pretrial inmates be housed in minimum security beds, jail staff should reclassify each pretrial inmate after the District Attorney's Office has filed charges.

Such reclassification would be relatively simple after the new jail is opened. The county is currently in the process of developing a new classification system that will be used in the new jail. The proposed classification system will incorporate elements of the procedures currently be used by the Sheriff's Department Classification Unit. For example, the questions on the current risk assessment form will be included in the assessment questionnaire (20 questions) that will be used under the new system. Each question will have four possible responses; both the questions and responses will be ranked. The information obtained by the Classification Deputy will be input into a computer, which will select three possible housing assignments, such as general population, medical or psychiatric segregation. The Classification Deputy will then have the option to determine in which of the three housing assignments the inmate should be placed.

The computer will also determine which of seven program levels the inmate is most appropriate; these levels are currently in use. The program levels are as follows:

Low Security

1. Honor Farm - inmate can leave compound to attend work or school;
2. Honor Farm - inmate cannot leave compound but can work on the grounds;
3. Honor Farm - new walk-in commitment who will be reclassified after interview and evaluation.

High Security

4. General population - inmate can be trusty;
5. General population;
6. Administrative segregation for medical or behavioral problems;
7. High risk inmates.

At the new jail, classification will be completed within 48 hours after an inmate is booked into the intake facility. This time frame coincides with that in which the District Attorney must file charges for those pretrial inmates who have been arrested and remain in custody. As a result, the Classification Unit would have available, in many cases, the necessary information to determine whether a pretrial inmate can be housed in a minimum security setting.

Although the classification analysis performed by Consultants showed projected levels for the men's population to be 30 percent minimum security and 51 percent medium security, the analysis was conservative on two bases. First, the analysis assumed that all cases where there was missing information would show a history of not one, but two prior felony convictions. It is extremely unlikely that all cases with missing information would in fact show two prior felony convictions. Second, the analysis assigned a score of moderate severity to all felony drug use charges. In general, however, where only a small amount of drugs is found on a person arrested for possession for use, the NIC classification system would place that offense in the low severity range, which is given no points.

As a result, the most likely pretrial candidates for housing in minimum security beds would be those persons arrested and detained on drug possession charges. Such charges accounted for 11 percent of all felonies and four percent of all misdemeanors in the tracking sample. The potential population for pretrial minimum security housing is even higher when arrests on warrants are considered: 16 percent of all the warrants involved drug charges, of which 77 percent were for drug use or possession for use.

**Continue monitoring inmate populations through profile and classification studies.**

The county cannot effectively plan for its inmate population demands if does not keep apprised of the nature of that population. Consultants recommend that the Sheriff's Department use its new CJIS to the extent possible to gather data useful for performing semi-annual profiles of its inmate populations. The most useful information to obtain for classification and planning purposes would be basic demographics and criminal history and severity of offense data. A more specific outline for developing a data collection system is presented in the Population Management Plan chapter at the end of this report.

The population management planning group discussed in that chapter should be responsible for coordinating with the Sheriff's Department profile and classification studies. The planning group would identify the continuing goals of these studies and assign ultimate responsibility for their implementation; for instance, the studies might be undertaken jointly by Data Processing and the Sheriff's Department.

**The Sheriff's Department should continue to perform tracking analyses of its inmates.**

Tracking analyses are particularly useful in providing insight into "bottlenecks" in the criminal justice system flow. The overlying goal of a tracking analysis is to understand how quickly an inmate is processed and show the areas where movement is slow. This type of study necessarily precedes the development of solutions. Consultants recommend that the population management planning group track inmates semiannually; actual data collection and analysis would probably be carried out by the Sheriff's Department.

Details for the types of data to be collected and the methodology for the study are presented in the Population Management Plan at the end of this report.

**Police agencies should more adequately describe arrest events on booking forms.**

Booking forms are used to determine probable cause which can result in the immediate release of an individual on possible OR. When information on these forms is not complete, individuals are bound over to court which will add additional time before any further release opportunity. With more information, the courts could release more defendants sooner. It should be noted that this would not necessarily increase the number of releases, but hopefully have its greatest impact in the speed of release.

Implementation of this recommendation could occur through the population management planning group described in the last chapter of the report. This consortium of criminal justice representatives would determine what level of detail is needed and identify ways of standardizing key information. Guidelines could then be disseminated to individual police agencies.



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### **3. INMATE POPULATION FORECAST**

### 3. INMATE POPULATION FORECAST

Projections of the San Joaquin County jail population assume that jail population will continue to grow in the same way that it has over the past eight years. If something happens to change this, a major change in state laws for example, the jail population will obviously be affected. The same is true for policy changes such as new or expanded alternatives.

Forecasts were first made by examining growth as if there were no population cap; projections are then adjusted to include the effect of the cap.

#### Inmate Population Projections

Forecasts are based on the following assumptions:

1. The booking rates (bookings per unit of population) by sex and offense level will rise or fall at the same rate as in the past few years. Total bookings are therefore the booking rates times the expected population.
2. The average length of stay for males will stay about as it is. The length of stay for female felons will gradually increase and that for female misdemeanants will decrease. All of these are continuations of present trends.
3. The effect of the population cap is unknown.

Projections were made of booking rates and length of stay for felons and misdemeanants in the jail. Straight lines and simple curves were fit to the data. Booking rates were multiplied by projected population figures from the Department of Finance to give total bookings. The highest and lowest reasonable projections for bookings and length of stay were multiplied together to give high and low population forecasts.<sup>1</sup>

Historical data on admissions to the Honor Farm are incomplete before 1991. For this reason the Honor Farm population was projected directly rather than using bookings and length of stay as was done for the jail.

#### Discussion

It is very difficult to make an accurate forecast of the future for most real situations. In only two cases can this be done with confidence. Sometimes there is reason to believe that present circumstances will continue unchanged. Summer in San Joaquin County will be hot and dry, and great intellectual courage is not needed to make this prediction. Note that the situation need not be static; summer will be hotter and drier than winter. What is

<sup>1</sup> "Reasonable" projections are those which neither exploded nor went negative; since the curve fitting is a purely mathematical exercise, physically impossible values sometimes occur.

important is that there be a steady trend or cycle which can reasonably be expected to continue.

In the second case, there can be a "model", shown to be accurate in the past, which explains the growth in the quantity of interest. There must be current data available upon which to construct the model. Population forecasting is an example of this. If migration were not a factor, the number of 18-27 year old males in the county in the year 2002 could be very well predicted from the number of 8-17 year old males today, minus a small percentage for mortality. These people are already born; we need no assumptions on where they are coming from.

Jail populations do not fall into either of these desirable cases. They are certainly not steady, and there is no theoretical model which can predict all of the external influences that govern the operations of the criminal justice systems.

It is, however, possible to construct a simple model of the jail itself. In very formal terms, the jail population is determined by the number of admissions times their average length of stay. This is no more than a mathematical identity and does not shed much light on the process except that admissions and length of stay are somewhat more amenable to analysis than is jail population itself.

If crime rates stay at their current levels (and they do not seem to change dramatically), and if police behavior remains relatively constant, it becomes possible to use population forecasts to determine how many people will be arrested for certain broad categories of offense (violence, property).

The arrests for other types of offense are less predictable. Drug arrests are driven by public opinion and by the technology and sociology of the drug industry, both of which change in unexpected ways. Drunk driving enforcement and arrests are likewise subject to public opinion.

The other determinant of jail population is length of stay. If this is constant or changes in a gradual and predictable way, it can be multiplied times expected arrests to give a jail population. The problem is that the way in which offenders are handled in the criminal justice system is dominated by policy considerations. Stays at the front end, just after arrest, are highly subject to pretrial release policies; these do not always reflect system needs, as indicated in the inmate tracking analysis. All of these factors lie outside of any model of jail population.

The existence of a court-imposed population cap further distorts the picture: The jail population remains constant even though crime and arrests may be increasing. The only way in which this can happen is that inmates are released earlier than they would have been without a cap on population. Under such circumstances a steadily decreasing length of stay is artificial.

Despite their manifest limitations, however, jail population forecasts must be made in order to give some measure of what is to be expected over the next several years. The point of the above discussion is to show that any forecast must be taken only as an estimate, not as an immutable truth. Presenting forecast ranges helps to show this, yet even in that case the actual values may fall outside of the range.

## Results

Projections were made for the bookings rates and ALS of male and female felons and misdemeanants (thus four groups) in the Main and Women's Jails for semiannual periods to the year 2002. Straight lines and five simple curves were tried in all cases, but some gave unreasonable values (infinite or negative) and were rejected. Nevertheless, many curves remained; and as there was no good reason for choosing any particular combinations of them, only the highest and lowest were used further. Then, in order to show the greatest ranges, the highest projected booking for each group was multiplied by the highest ALS to give the maximum ADP; similarly, the lowest projections gave the minimum ADP. The maximum and minimum projections for felons and misdemeanants were added together to give the maximum and minimum total jail ADP.

For the Honor Farms, the curves were fitted to the ADP directly as there was no admissions data. These are shown by themselves and then added to the jails to give grand totals by sex.

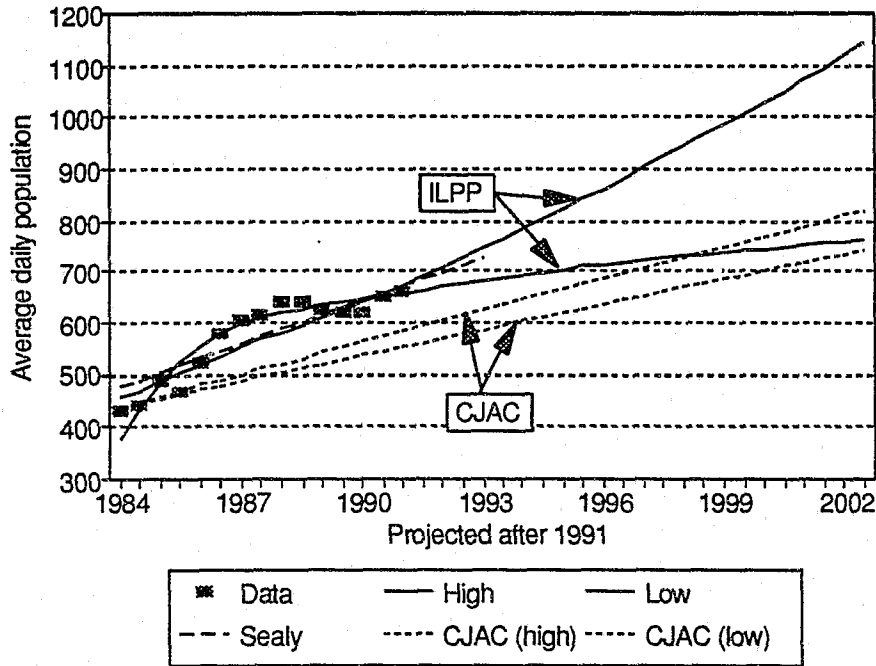
The results appear on the attached figures (Figures 3.1 and 3.2). The ranges are rather wide. For the Main Jail, the projections for 2002 lie between about 750 and 1,150. The Honor Farm has been surprisingly flat, and the projections lie only in the 400 to 500 range. The Women's Jail and G Barracks have been essentially saturated since the beginning of the study period, so the lower projections show practically no growth at all. However, the upper curve for these two together rises to 300 in 2002.

The projections methodology is at this point rather mechanical and does not take into account any interactions among the facilities. In particular, there is no allowance for the possibility of moving more inmates from the Main Jail to the Honor Farm. This move is not being made as much as it could be now, and the procedure has no way of anticipating a future policy change that would allow it. (See chapters on inmate profile/classification analyses and facilities for a discussion of projected housing needs by classification.)

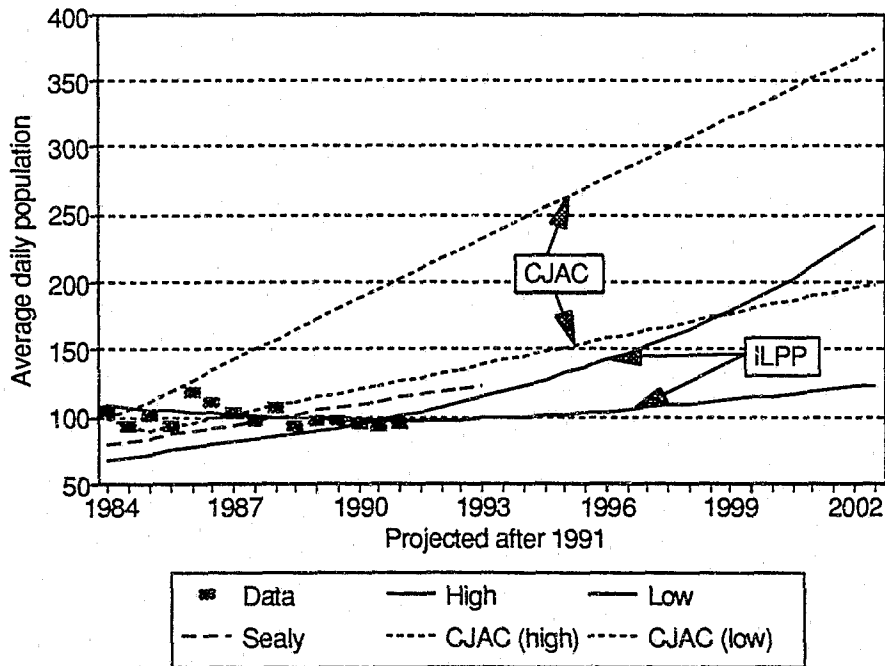
Figure 3.1

PROJECTED POPULATION - SAN JOAQUIN COUNTY JAILS

Main Jail



Women's Jail



### Comparison with Previous Population Projections

The current projections may be compared with four other sets made for the county over the last few years. Shown on the figures are those made for Criminal Justice Advisory Committee (CJAC) in the 1984 study and by Captain Richard Sealy of the Sheriff's Department in 1991. There are two other sets of numbers available but not shown to keep the graphs intelligible: by the Criminal Justice Research Foundation (CJRF) in the *Jail Needs Assessment Update* (1987), and quoted in the *Dworsky Implementation Study and Master Plan* (1988).

CJAC made three sets of linear projections based on the preceding three-, five-, and ten-year periods, extending to 2004. The highest and lowest series are shown. Captain Sealy made a single linear projection using the period 1975-1991 as a base, and did not extrapolate beyond 1993. Neither of these show projections for the Women's Honor Farm (G Barracks).

For the Men's Jail, CJAC could not anticipate the steep ADP rise in the period 1985 - 1987, so that by 1987 even the high projection was low by about 100 beds. Captain Sealy's figures agree with ILPP's high values (as they should, since they used essentially the same data set as a basis).

In the Women's Jail, CJAC did not foresee the effect of the cap. Thus the projected figures are far above what actually occurred.

For the Honor Farm (men only) the data show a rather flat curve. Despite crowding in the Main Jail, the Farm is usually below capacity. There is a wide range between the high and low CJAC figures, illustrating perhaps the danger of making a long-term projection based on a short time period. The high CJAC projections follow actual growth through 1988 fairly well, but then begin to exceed the actual ADP by 100 beds or so.

What these comparisons show most clearly is that accuracy falls greatly over time. They may hold for a few years, but as they get farther away from the baseline period errors creep in and tend not to be canceled out. Any forecast needs to be continually updated to include the most recent information.

CJRF made four sets of projections showing total system populations lying between 1,855 and 2,661 in the year 2000, rising to as high as 3,668 (miscopied as 3,368 in the abstract to their Section X) by 2006. Their methodology is not described in detail, but the highest projection appears to use a trend line for the per capita incarceration rate multiplied by the projected county population. This predicts a rise of 143 percent in jail population from 1986 to 2000 while the county grows by 43 percent during the same period (ILPP's calculation from DOF estimates). CJRF's projections grow at an ever-increasing rate, adding over a thousand inmates in just six years after 2000.

By comparison, the present study forecasts 1,300 to 1,750 in 2000, but the correction for the cap (see below) increases this considerably. ILPP did not carry its projections beyond 2002, believing that any projections must cross increasingly over into the realm of fantasy as they proceed into the distant future.

The projections in the Dworsky Study are for 2,252 total beds in 1995 and 4,151 beds in 2006. The source of these projections is not given in the study, but they appear to be the peak (rather than the average) projections from the CJRF study, and thus are not comparable with the other figures discussed here.

## **Impact of the Cap on Inmate Population Projections**

The amount by which the cap reduces the jail population can be added to the population projections in order to show "true" current demand. But the decisions affecting jail population are made by individuals who are very aware of the overcrowding problem and the population cap. If many more beds were available, there would be fewer citations and less use of probation or alternatives. On the other hand, sentences are deliberately lengthened in anticipation of early release. Thus, it becomes virtually impossible to say exactly what the population would be in the absence of the cap because the decision makers would act differently.

Nevertheless, a first approximation is possible on the assumption that all else does remain the same. Consultants' cap study showed that by April, 1992, the Main Jail would have needed 141 more beds and the Women's Jail 125 to avoid the early release of sentenced inmates. (The term "release" here means only release to the streets, not transfer to the custody of some other jurisdiction.)

In addition to these sentence truncations, many arrestees are released on OR or cited out pretrial. It is difficult to distinguish between pretrial releases under the cap and those which would be made in its absence and therefore, to ascertain the total impact of the cap on jail population. Only the effect on the sentenced population is considered here.

To review, population projections were made for each facility in the absence of cap effects. These, in essence, multiplied together extrapolations of the historical per capita booking rates and ALS to project future populations. The observed ALS is shortened by any premature releases under the cap, so these preliminary projections are biased downwards, but this complication is ignored for the present.

Bookings and ALS are not the same for the various classes of inmates. Over the period 1984-92 in the Main Jail, misdemeanor bookings and ALS show no trend over time. Felony bookings have almost doubled, but felony ALS has not changed much since mid-1985. Total ADP reached the current cap level briefly in late 1988, fell slightly, and then has been pushing up against the cap since the beginning of 1991. Honor Farm population has been steady; the data for it do not show admissions or allow calculation of ALS.

In the Women's Jail, misdemeanor bookings have been fairly steady, but ALS has fallen from about 12 to less than six days, most sharply since 1989. Felony bookings nearly doubled, and felony ALS has risen, particularly in the last year. As a result, the historical ratio of female misdemeanants to felons fell below one at the beginning of 1992 and seems destined to stay that way indefinitely. Total ADP has been at or above the current cap level since the earliest data used in this study (January, 1984). The women's sentenced facility (G Barracks) has likewise been essentially at capacity since it was opened in 1986.

The following crude assumptions guide the methodology for adding the cap correction:

- In the Main Jail, the population had grown to equal the present capacity by 1988. Since then, cap releases have held it down, but it would be higher by 140 in their absence. The figure of 140 inmates over four years translates to an average annual increment of 35. Adding this cumulatively to the projections for every year since 1988 gives high and low projections for all men of 2,116 and 1,663 by the end of

the year 2002 (compare 1,608 and 1,155 with no cap corrections). As the honor farm is below capacity now, all of the cap correction is applied to the Main Jail.

- The two women's facilities combined have been full for many years. The total need of 125 is assumed to have accumulated over the eight-year period, so the annual increment is taken as about 16 (the values shown here are rounded off), of which about nine are in the jail and the balance in the Honor Farm. The combined population would be 584 to 452 in 2002, giving a major increase over the uncorrected projections of 295 and 163. As would be expected from the gradual shift to unsentenced inmates, the jail grows at a higher rate than does the G Barracks unit.

Table 3.1 and Figure 3.3 show the original projections and the effect of adding these cap-generated increments.

**Table 3.1**  
**Projected Population, With and Without Cap Correction**  
**(End-of-Year Figures)**

		<i>Effect of Cap neglected</i>			<i>With Cap correction</i>		
		1992	1997	2002	1992	1997	2002
Main Jail:	High	725	924	1,141	883	1,256	1,649
	Low	673	725	761	831	1,058	1,269
Honor Farm:	High	402	433	467	402	433	467
	Low	392	394	394	392	394	394
Women's Jail:	High	110	159	242	186	279	406
	Low	98	108	124	173	228	288
G Barracks:	High	42	47	53	99	139	178
	Low	39	39	39	96	130	164
Men, total:	High	1,128	1,357	1,608	1,285	1,690	2,116
	Low	1,066	1,119	1,155	1,223	1,451	1,663
Women, total:	High	152	206	295	285	417	584
	Low	137	147	163	270	358	452
All inmates:	High	1,280	1,563	1,903	1,570	2,107	2,699
	Low	1,202	1,266	1,318	1,493	1,809	2,115

Note:

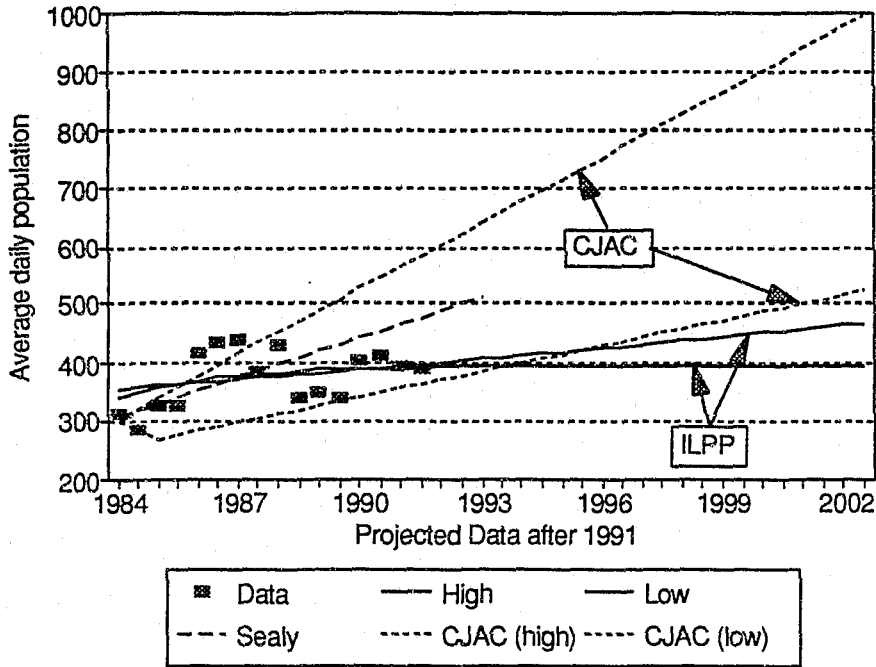
Totals may not add up because of rounding.



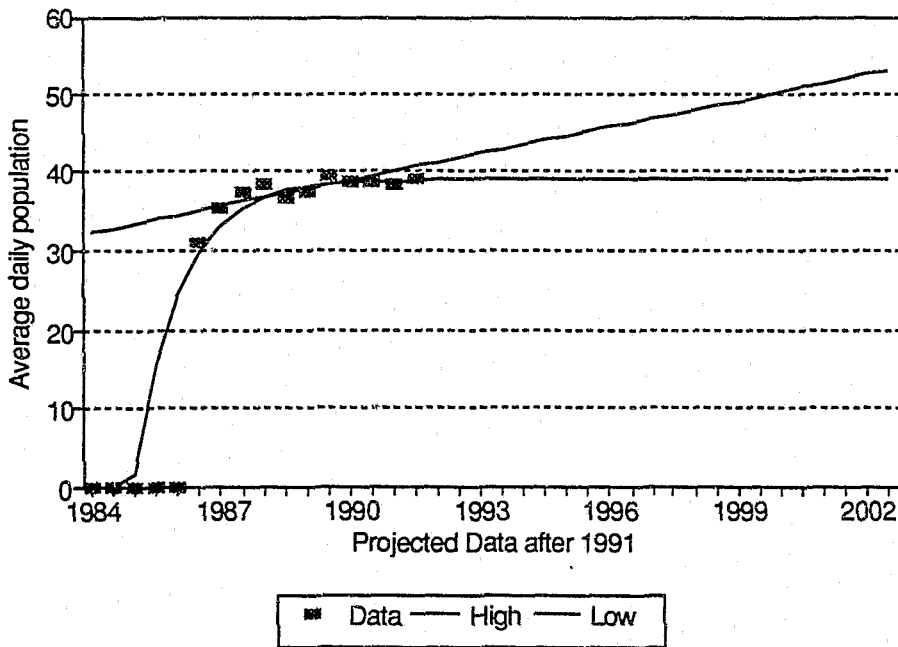
Figure 3.2

PROJECTED POPULATION - COUNTY HONOR FARM

Honor Farm - Males



Honor Farm - Females



For both men and women, there is a substantial increase over the uncorrected projections. The growth in female inmates is surprisingly high, reflecting the much greater impact of the cap on women than on men. At present, the actual ratio of women to men is 0.13, and with the cap removed, it would be 0.21. The 2002 projection shows a ratio of 0.27 (low figures), meaning that over 20 percent of inmates would be women at that time.

### Discussion

Projections of current growth many years into the future is inherently a risky proposition. The higher ranges of these corrected projections show jail population growing as much as twice as fast as the population of the county, with female inmates growing faster still. The total jail population is projected to grow by up to 49 percent (1990-2000) while county population will grow by 29 percent during this period (Calif. Department of Finance).

Yet obviously, this situation cannot continue forever. At some far distant point, of course, there will be no one left to lock up, but well short of that, there are factors working to limit jail growth. These can perhaps be explained best with a very brief discussion of why jail population grows at all.

The primary long-term factor underlying jail growth is growth of the county population. If the county doubles in size, so should the jail, other things being equal. But there are complications. There may be more crime for the size of the population, there may be more arrests, and there may be other factors not directly related to the amount of crime.

Crime rates vary with the proportion of the population in the crime-age years (for jail purposes, ignoring juveniles, this is from 18 to about 35). When the proportion of young persons is high, there will be more crimes, and crime will then decrease as the population ages. There is of course no long-term trend here, as the age distribution fluctuates first one way and then the other.

Secondly, people may individually decide to commit more frequent or more serious offenses. The explanation of the tendency toward criminal behavior is not well understood by the many students of this issue. It is undeniably associated with factors such as low income, poor education, unemployment, ethnic tensions, urbanization, substance abuse, and personal characteristics such as a desire for instant gratification, but to what extent these are causes as opposed to mere correlates continues to be debated. It is not yet possible to relate changes in these characteristics, when in fact, they can be measured at all, to changes in the volume of crime to be expected other than to say that criminality appears to be increasing at this period of history.

Jail population is of course related more directly to the number of arrests than to the underlying crime rate. For a given crime rate, improvements in police work may cause a higher percentage of suspects to be apprehended. There is a slow trend in this direction; in 1981, there was an arrest for about every seven reported index offenses in California, and by 1990, this figure had improved to about one for every six. But long-term gains in this area are achieved and maintained only with great effort, and dramatic improvements do not seem likely.

An increase in the number of crimes or arrests is, however, quite insufficient to explain the observed jail growth. In California in the 1980s, there was an aging of the population and an actual decrease in serious crime rates. Despite this, jail and prison populations grew explosively, far above the rate of state population or crime growth. Consider the

period 1981 to 1990: state population grew by 19 percent, the number of serious (index) crimes by only 7 percent, adult felony arrests by 49 percent, mainly because of drug arrests; yet the statewide jail population grew by 121 percent and the prison population by an astounding 233 percent. Jail population would have grown more if the facilities had been available; at least 75 percent of the jail capacity was subject to caps by 1989.

San Joaquin County showed a similar pattern but with somewhat higher figures as it was growing faster than the state average. The number of index crimes in San Joaquin County increased by 29 percent and the number of adult felony arrests was 90 percent during this 1981-1990 period (drug arrests up 324%, all others 56%). Misdemeanor arrests were virtually unchanged and population grew by 34 percent. The increase in crime does not explain the jail population growth of 115 percent, which would have been more like 135 percent without the cap limitations.

Population growth in the prison system, as recognized by the Blue Ribbon Commission on Inmate Population Management, is influenced to a much greater extent by institutional factors and by the public reaction to drug use, which is not of itself classified as an index crime since it cannot be accurately measured. There has been a great increase in drug arrests (up 169% from 1981 to 1989, though falling in 1990). Institutional factors, driven by a demand for harsher treatment of offenders, include a dramatic increase in return of parole violators and a much higher use of incarceration as a sentencing disposition for offenders who earlier would have received probation.

Similarly, rapid jail growth has been in large part due to increased drug arrests, changes in laws and sentencing requirements, and built-in automatic enhancements which sometimes seem to go beyond the original intent of the legislation. Examples of the latter might be escalation of the penalty for repeated failures to appear on a relatively trivial charge, or probation revocation for a technical violation such as evidence of drug or alcohol use without any accompanying offense activity. In addition, jail houses unsentenced suspects, so factors such as lengthening of the judicial process or decreases in pretrial release modes such as OR, citations, or transfers will cause inmates of this type to accumulate. All of these factors have the effect of lengthening the average length of stay and thus, increasing the population.

There is an important but subtle point to be made here. When jail population grows at a rate which cannot be fully explained by the increase in arrests, it is because some sort of institutional factors are coming into play. Note, however, that once the changes have been put in place, the growth in jail population will settle back to its previous rate paralleling the number of arrests: the population will be at a higher level, but its rate of increase will be moderate. For the increased incarceration growth rate to continue into the next decade, not only would all of these past changes have to be maintained, but an additional set of institutional factors would need to be introduced during that period. In other words, the public must say that the changes which have been made so far are still not enough and that the system must get even tougher.

Counteracting this tendency is the growing public realization (long known to most justice professionals) that increased incarceration by itself appears not to have much of an effect on the overall level of crime. Some students of this topic argue that the slight drop in overall crime rates during the 1980s, when incarceration rates tripled in California, can be explained entirely by demographic factors (a lowering of the proportion of young men in the population) and that jail has had no discernible effect at all. Others, while not going that far, would still concede that it is difficult to justify the enormous costs of building and operating new jails by the very moderate perceived reduction in crime rates.

Indeed, continuation of the present trends in criminal justice would lead to some highly unlikely outcomes within not too many years. Consultants recently prepared staffing forecasts for all nonjustice functions in another county which is fairly similar to San Joaquin. Incorporating the county's own (independently obtained) estimates of justice system growth into these yields the prediction that within a generation, criminal justice will be almost twice as large as all other county functions combined; staffing levels in most of the other functions will actually decline.

No citizenry is willing to sustain this level of costs or distortion of the focus of public activity for long. At some point, the electorate will refuse to fund further jails and will look for a more cost-effective way of dealing with the problem. It may even be that the incarceration rate will drop as confidence develops in alternative sentencing. For this reason, Consultants tend to favor their lower jail population projections over the long run, though growth may continue high for a few more years.

By similar reasoning, it does not seem that the female population will be an ever-increasing fraction of the total. Data from all cultures and periods of history suggest that men commit more, and more serious, crime than women, and at some point, the female to male ratio will stabilize.

The problem, of course, is that one can only guess when this turn to normal growth might occur. Considering the financial crisis in San Joaquin County and the entire state, it could be quite soon. Statewide, it appears that the rate of growth in jail populations may have begun to tail off in just the last year or two. It is almost certain that San Joaquin County's new jail facility will be filled within a short time after opening, even with some double bunking, because the capacity is there; Consultants have observed this in other jurisdictions with the expansion of jail capacity. However, growth after that should moderate, especially if an expanded and effective series of options can be offered.

### Inmate Projections by Classification Levels

Consultants' profile of inmates in April 1992 showed the following percentages of custody level requirements (jails only, not the Honor Farms):

**Table 3.2**  
**Custody Level Requirements**

	Minimum	Medium	Maximum
Men	30	54	16
Women	22	58	23

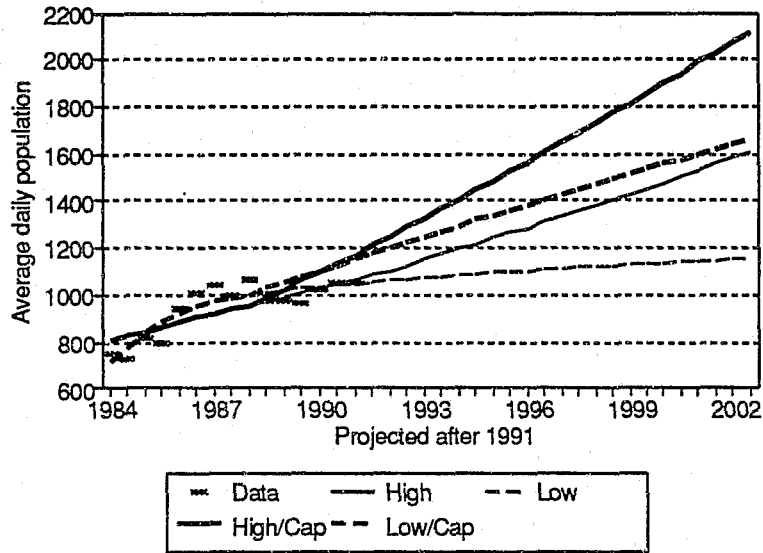
Note: Roundoff affects the apparent total for women, but more significant figures are used in making the calculations.

Applying the custody breakdown to the projections which have already been corrected for the influence of the cap gives the values shown in the figures below. These figures combine the jail and the Honor Farm, which is assumed to be all minimum, yielding populations which are roughly half minimum for both men and women.

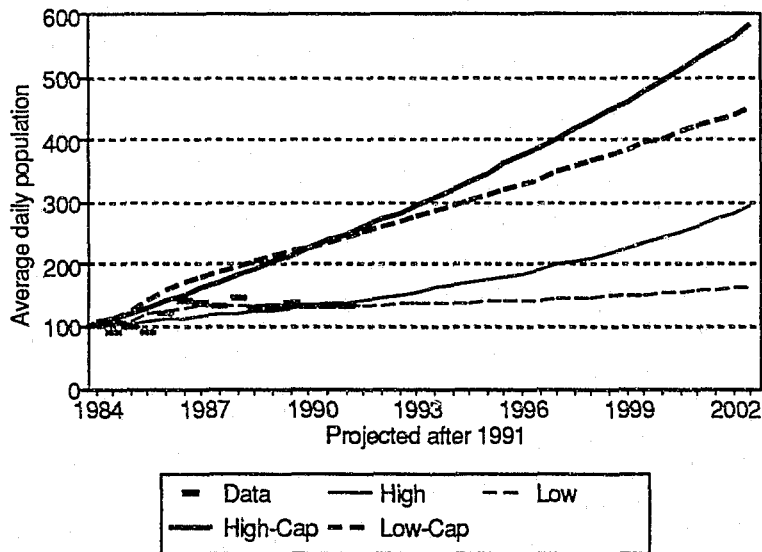
Figure 3.3

### SAN JOAQUIN COUNTY Projected Populations

#### Males, Jail and Honor Farm



#### Females, Jail and Honor Farm



The CJRF Needs Assessment Update in 1987 projected the following percentages in 1990 (combining pretrial and sentenced inmates).

**Table 3.3**  
**1990 CJRF Projected Custody Level Requirements**

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	Minimum	Medium	Maximum	Medical/Other
Men	32	42	11	15
Women	25	45	7	23

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Notes:

The classification level proportions are assumed to remain constant over time. This assumption may be unrealistic since with both men and women, the proportion of felons is rising, so the required custody level may be rising also. It is also assumed that the population cap does not affect the levels of classification. This is probably true within the sentenced population because the cap releases do not consider the nature of the offense or other risk criteria. However, if pretrial inmates are at a higher level than those who are sentenced, then a change in the ratio of pretrial to sentenced will obviously change the security level overall.

There is reason to suspect that the number of maximum females was unusually high in April because of the inclusion of several murder suspects. Other studies, admittedly using different classification methodologies, put the percentage of maximum security females at a much lower figure (see above or 6%, Kizziah & Morris, 1986).

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**Discussion**

The high number of minimum beds suggests that alternatives to high security housing would provide a cost effective solution to detention for nearly half of the current inmates than housing the majority of them in the high security new jail.

**Table 3.4**  
**Projected Population by Sex and Classification Levels**

**Males by Classification Level**

Classification Level		1992	1997	2002
Minimum	High Estimate	667	810	961
	Low Estimate	642	711	775
Medium	High	477	678	890
	Low	449	571	685
Maximum	High	141	201	264
	Low	133	169	203
TOTAL	High	1,285	1,689	2,115
	Low	1,224	1,451	1,663
% Secure (Med/Max)	High	48%	52%	55%
	Low	48%	51%	53%

**Females by Classification Level**

Classification Level		1992	1997	2002
Minimum	High Estimate	139	199	265
	Low Estimate	134	179	226
Medium	High	107	161	235
	Low	100	132	167
Maximum	High	38	57	84
	Low	36	47	59
TOTAL	High	284	417	584
	Low	270	358	452
% Secure (Med/Max)	High	51%	52%	55%
	Low	50%	50%	50%

NOTE: All projections include Honor Farms and correct for the cap.

1992 figures are larger than actual because they assume no post-sentence cap releases.

# SAN JOAQUIN COUNTY

## Projected Jail Population, by Classification Level

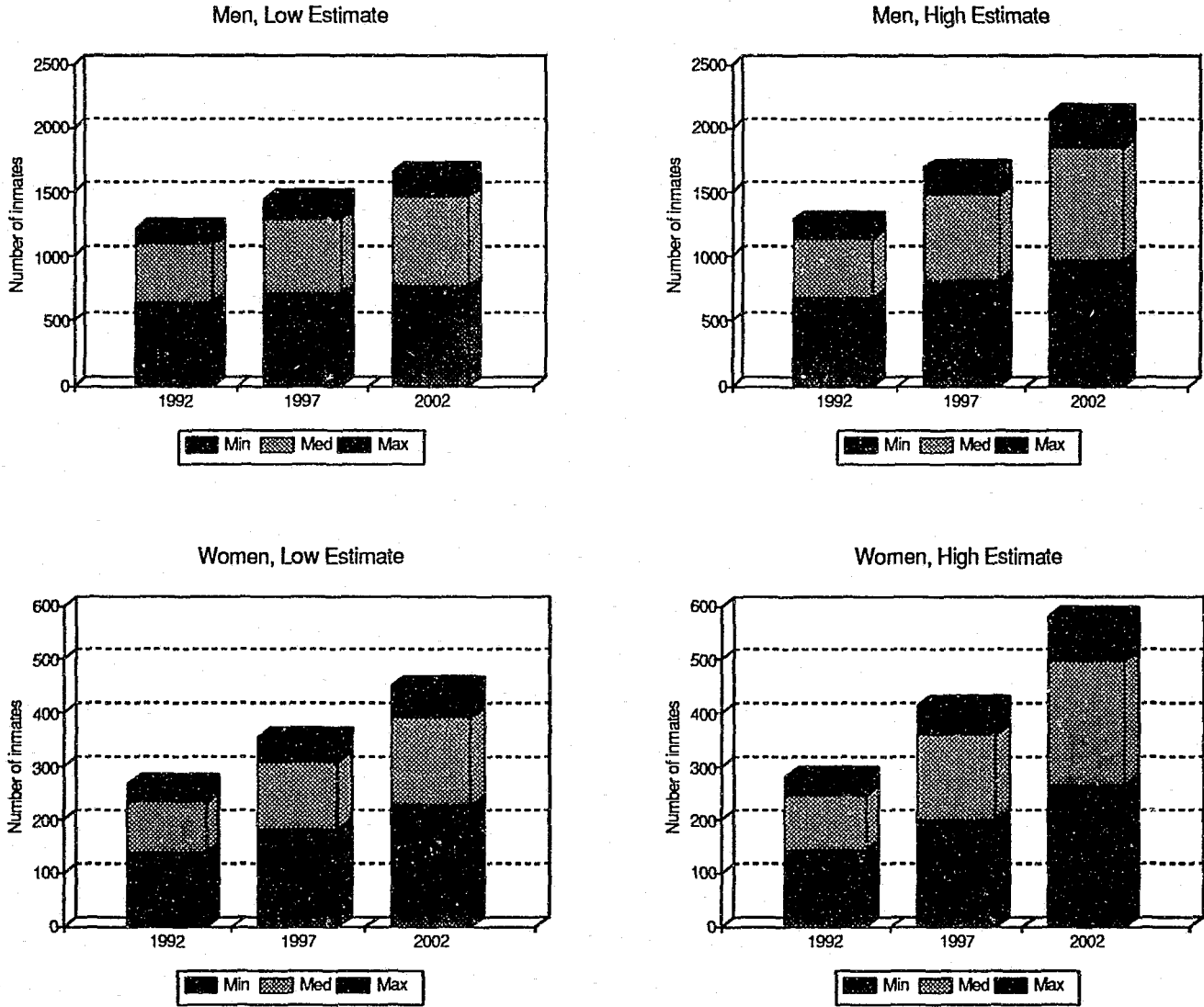


Figure 3.4



## **Findings**

The forecast of inmate growth was completed mainly to show needs in other system areas, particularly for the facilities and alternatives section. There are, however, findings that Consultants would like to note:

1. Inmate population is increasing steadily; more space is needed, especially for women.
2. The secure (medium and maximum) population remains at about 50 percent of total; full utilization of minimum facilities is one cost effective approach.

## **Recommendations**

**Population projections of inmates should be performed on a regular basis.**

Because of the speculative nature of projections and the numerous variables which cannot be accounted for, the Sheriff's Department should update its population projections every six months. Details for how to go about doing this and the methodologies that Consultants used in their own projections are presented in the Population Management Plan chapter in the section on data collection. Determining a methodology and schedule for projecting should be a duty of the population management group described in the last chapter.

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**4. CRIMINAL JUSTICE DEPARTMENT  
PROFILES**

## 4. CRIMINAL JUSTICE DEPARTMENT PROFILES

### Introduction

Many county departments are involved in the administration of justice, but their interaction as a single system is not well studied. Most Law and Justice departments' services are mandated by the state. Services as a whole cannot be discontinued, though there is generally flexibility in their scope and level.

This section reviews growth and operations of criminal justice departments as a way of understanding how each contributes to the overall criminal justice system.

### County Government Summary

The San Joaquin County government is divided into nine functional groupings: Law and Justice, Health Services, Human Services, Public Works, Environmental, Education, Parks and Recreation, Capital Projects, and General Government. Health Services, dominated by the county hospital, is the largest; combined with Law and Justice it accounts for nearly two-thirds of all county employees. Human Services combined with General Government constitute about a quarter of county personnel, and the remaining five groupings make up only just over ten percent.

Virtually all of the county government staffing growth over the last few years has been in Health, Justice, and Human Services; General Government and some of the small groups have actually declined. Health and Human Services are mandated services with little control over the service level which must be provided. In common with most other parts of California, San Joaquin County has seen demands growing steeply in these areas.

Budget and staffing information for the county overall is available but must be interpreted with caution for the following reason: A substantial amount of recorded growth is due to organizational or accounting changes rather than true expansion of activities. For example, an apparent addition of 250 staff members to Health Services in 1989 was in fact the result of the consolidation of the previously independent county health district into the county government. There were not actually 250 new people providing services that had not previously existed. In Health Services and Human Services also, there may appear positions which are approved but unfunded and unfilled, such a procedure being preferred by the departments since it gives them more flexibility in replacing their frequent personnel turnovers. Finally, there have been major accounting changes in the way in which payments from one department to another are recorded.

## **Law and Justice System Departmental Profiles**

For each department, the discussion will try to answer these questions: what does the department do, how large is it (staff and budget), and how has it been growing? Some departmental workload indicators will be tracked.

Much of the information on the departments comes from the county proposed budget documents for fiscal year 1992-93 and prior years. The figures for FY1992-93 are those approved by the County Administrator's Office (CAO) and do not necessarily reflect actual staffing or expenditure levels. In staffing, no distinction is made between the actual number of employed individuals and the full-time equivalent staff: two half-timers are counted the same as one full-time person. Other information sources include jail data and interviews of county officials.

Funding sources are important: While most functions rely primarily on county funds, many receive independent support such as grants or user fees. The availability of funding, whatever its source, drives growth. Except for the courts, Law and Justice departments are overwhelmingly dependent on local funds. All departments which are dependent on the county's General Fund are in effect competing with each other for increasingly scarce resources, and unfortunately, the public's demand for governmental services is seldom congruent with its willingness to pay for them.

Figure 4.1 shows the total Law and Justice employees for the past five years. Figures 4.2 - 4.4 give workload indicators for the major departments. In some cases (District Attorney, Public Defender, Probation), the functions shown as dashed lines refer to the scale at the right-hand vertical axis.

### **District Attorney**

The District Attorney (DA) heads the department which conducts all criminal prosecutions and supporting investigations, plus services to victims. As such, it has the primary responsibility of deciding whether to prosecute or release any arrested person and is thus central to the criminal justice process. However, over one-third of the DA's staff is assigned to the rapidly-growing Family Support Division, which carries out functions more akin to those of Human Services than traditional law enforcement. Family Support will be excluded from further discussion in this section and the numbers will thus differ from overall departmental figures in the budget documents.

With this exclusion, the budget recommendation for the department is for a staff of 139 in 1992-93, a drop of ten from the previous year. Of these, 111 are located in the departmental core, which is primarily involved in the criminal prosecution of adult suspects. There are a number of smaller sections, most of them funded by grants: these include the victim-witness assistance program, vertical prosecution of gangs, narcotics offenders and career criminals, and child custody enforcement. Five staff members are assigned to the prosecution of juveniles, and two are in the youth gang prevention program.

The DA has a total budget of just over \$10 million, up 76 percent since FY1987-88. Of this sum, \$6.8 million is allocated to adult prosecution, and nearly all (92%) of this latter amount is of county origin. Three of the smaller programs are as much as 25 percent county funded, and the rest require practically no county funds at all.

Figure 4.1

# SAN JOAQUIN COUNTY

## Law & Justice Employees - by Function

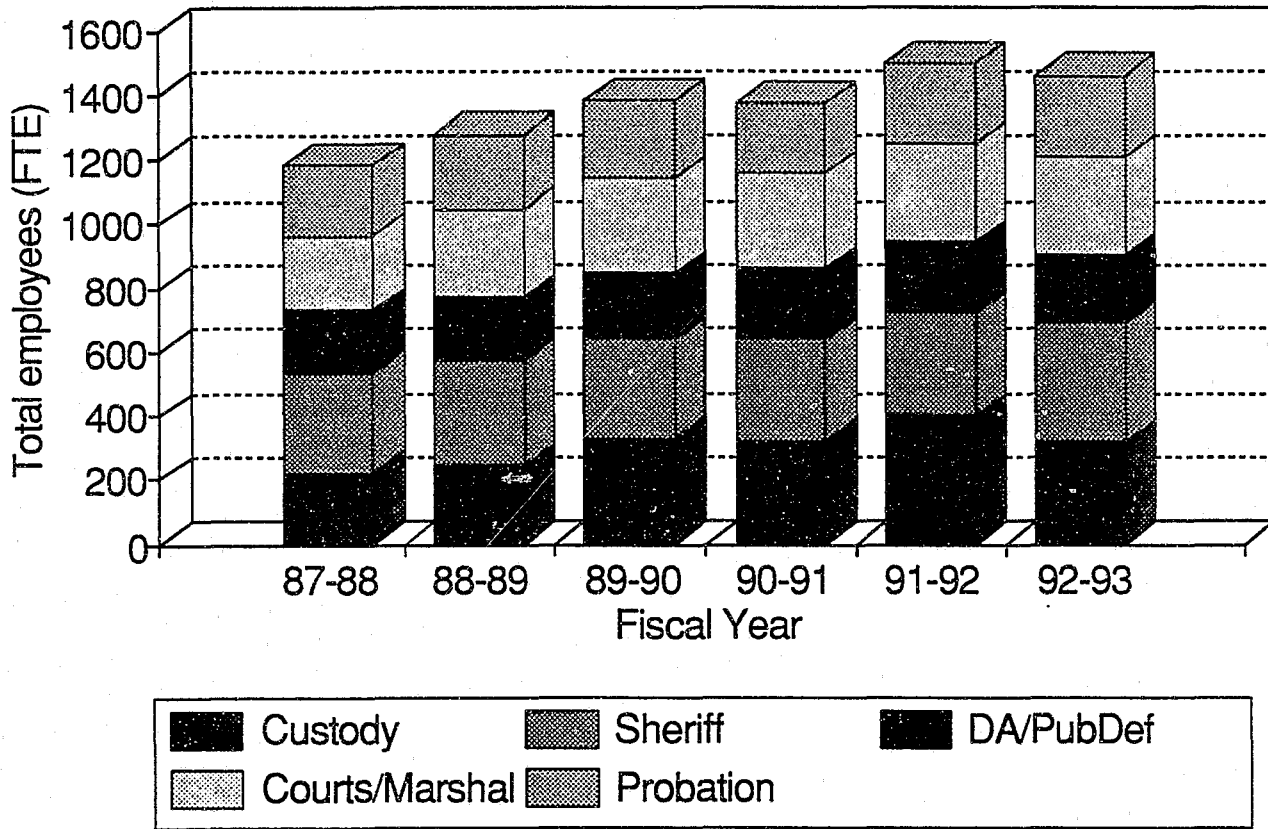


Figure 4.2

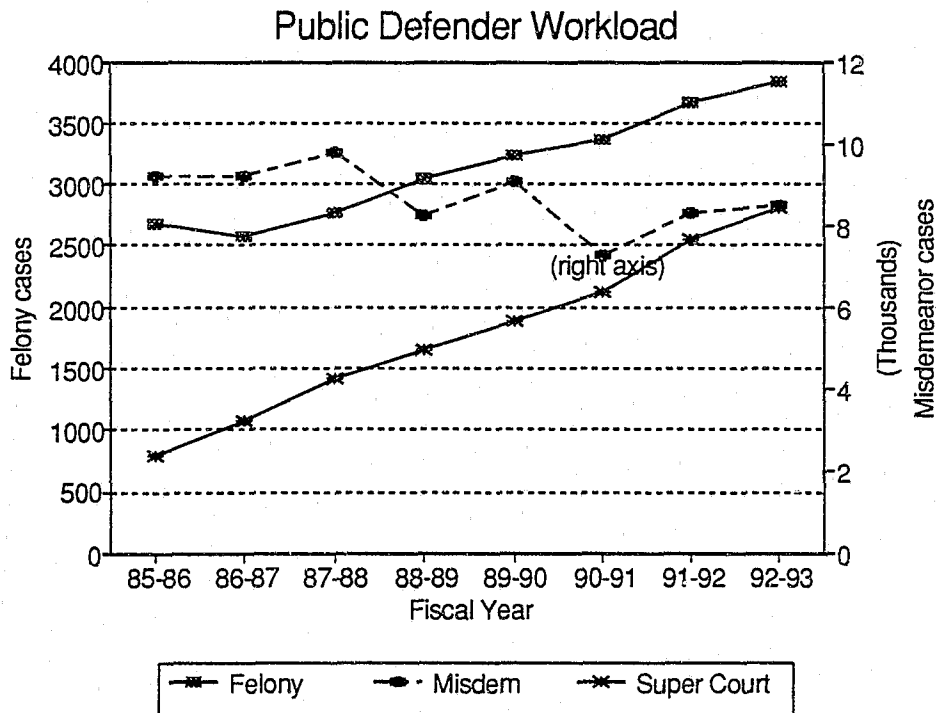
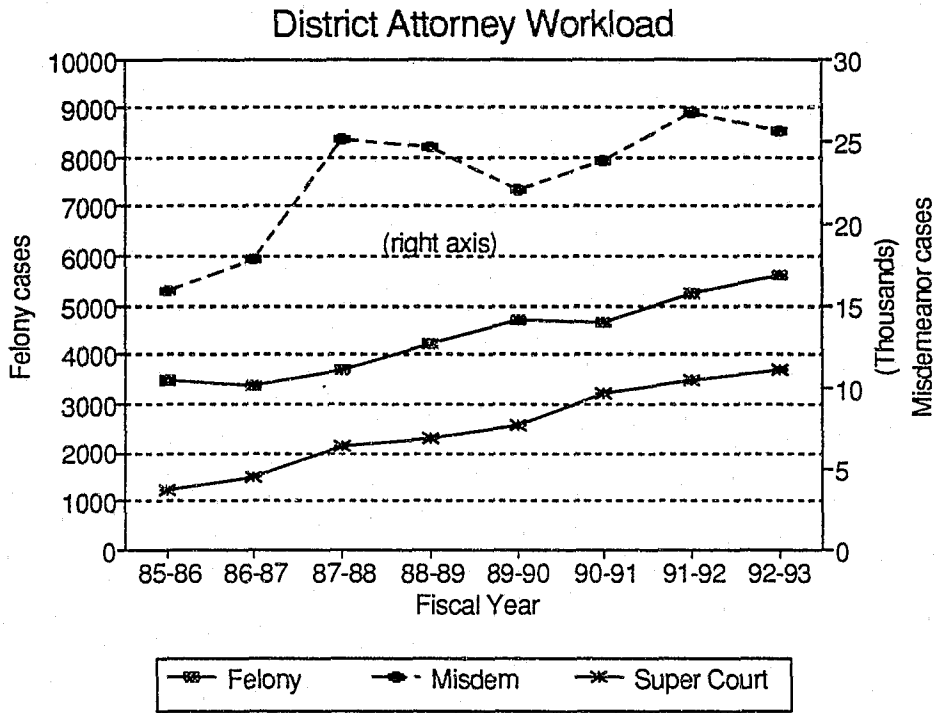


Figure 4.3

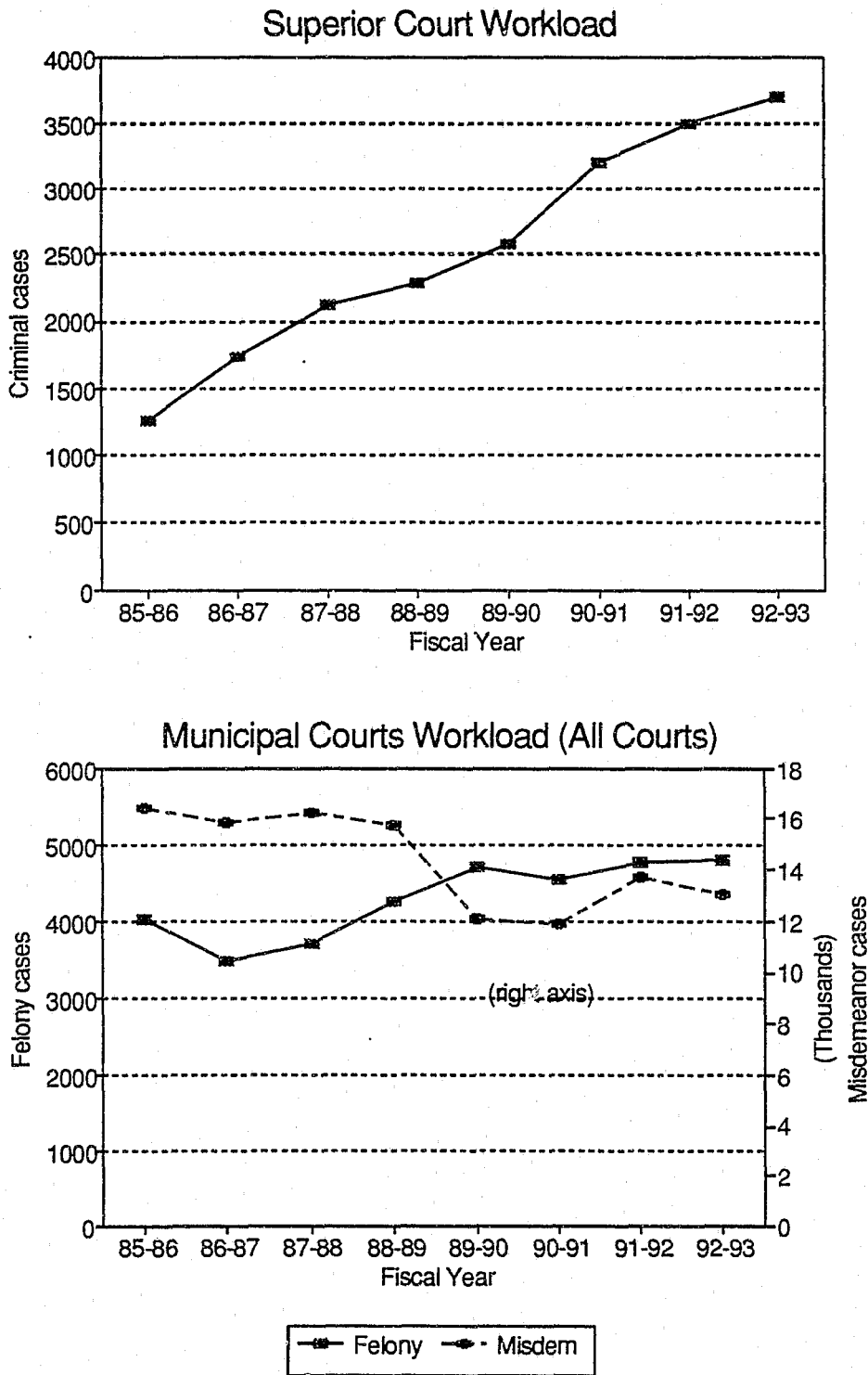
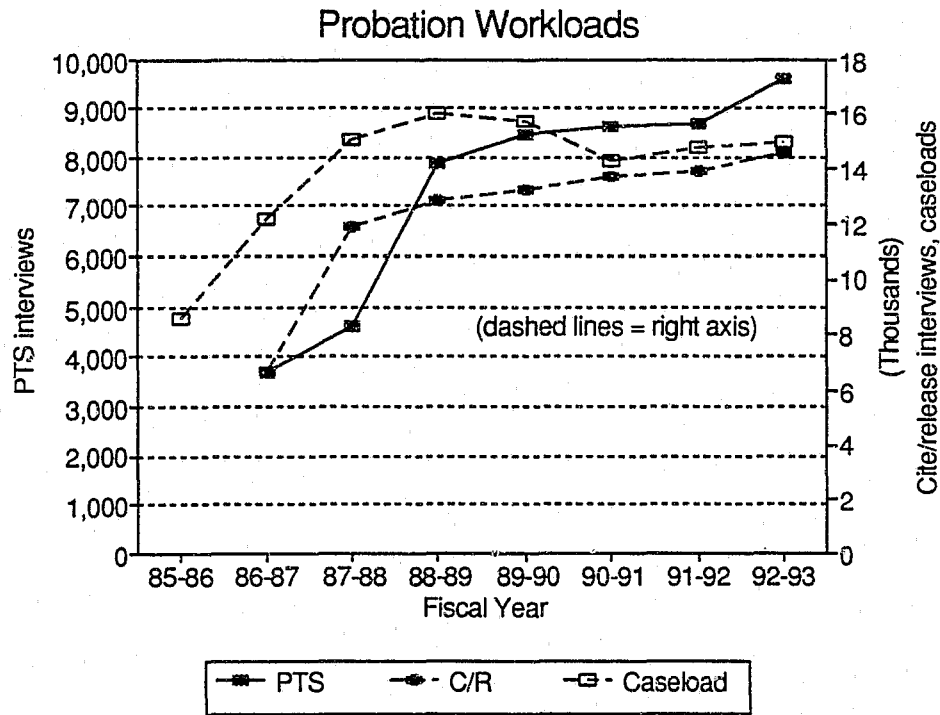
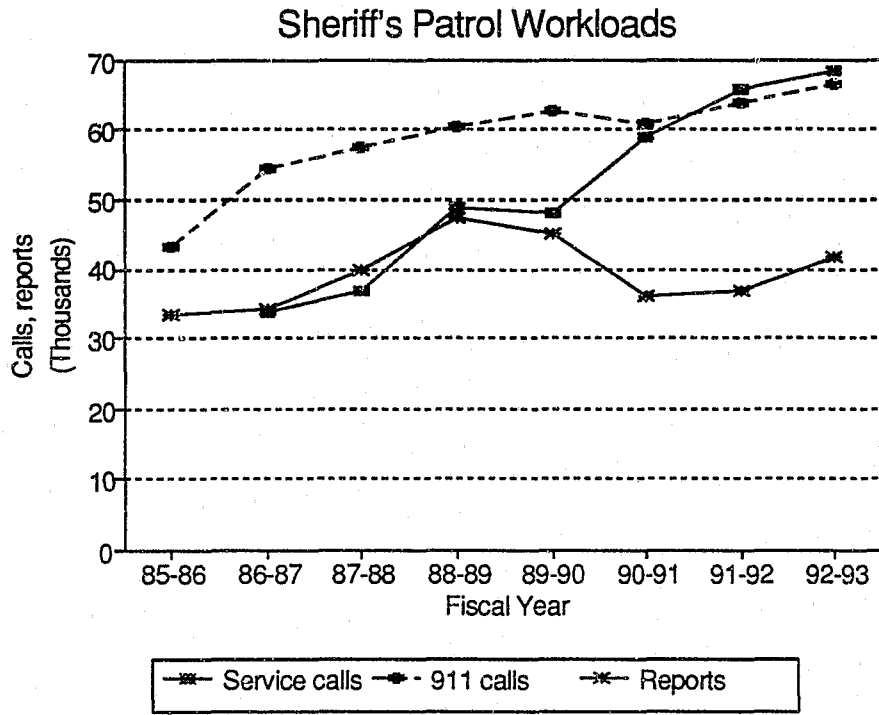


Figure 4.4





Departmental staffing is up by only 10 percent since 1987-88. Workload indicators suggest that staffing has not kept pace with the requirements, as felony filings have increased by 51 percent in the same period. Misdemeanor filings, presumably easier, show only a tiny increase (the big jump was in 1986-87), but new superior court cases are up by 75 percent.

### **Public Defender**

Mirroring the DA in many ways, the Public Defender provides defense attorney services to those who cannot afford private counsel. It is a somewhat smaller department (73 in adult defense and five for juveniles) than the office of the District Attorney since not all defendants require its services. Practically all of the adult defense funds (98%) are derived from the county.

Private counsel is contracted by the court if conflict of interest arises. This is independent of the Public Defender's Office but operates in the same way.

The Public Defender's staff rose by ten percent over the period 1987-92. Workload indicators showed the same pattern as those of the DA: felony case defenses grew by 39 percent, misdemeanors dropped slightly, and superior court cases nearly doubled.

Court-assigned counsel referrals more than doubled in the period 1988-90, but has since fallen off slightly. This function, however, has been dominated by a few large cases involving a number of defendants, and service levels cannot be predicted reliably. It is a mandated service and is completely county-funded except for whatever fees may be collected from the clients.

### **Municipal Courts**

There are four sets of municipal courts: in Stockton (seven judges), Lodi (two), Tracy (two), and Manteca-Ripon-Escalon (MRE) (one judge). In addition, Stockton and Tracy each have a traffic commissioner.

Municipal courts handle misdemeanors and infractions of county or local ordinances, and provide the initial hearings for felony cases. They also have a number of duties which lie outside of the criminal justice area, such as small claims and other civil matters. Traffic and parking violations fall somewhere in between as repeated or serious traffic offenses can become misdemeanors. Though civil and small claims cases constitute only a smallish fraction of total cases, there is no indication of what proportion of the courts' effort they require. Thus, staffing, budget, and workload indicators do not allow separation of the strictly criminal duties of the court from these other functions.

Under the court coordination plan, there is a streamlining of the traditional process for handling felonies. The municipal court can bind defendants over to superior court immediately after the first appearance or even impose sentences if both counsels agree. There is also coordination of calendaring and other procedures between the courts. Coordination reduces judicial processing time and costs.

All together, the Municipal Courts are recommended for 149 employees in FY 1992-93, including 12 judges and two commissioners. The total budget is \$8.9 million, of which

about 30 percent comes from county sources. Much of the rest comes from state Trial Court Funding, and there are substantial revenues from fines and other fees.

During the period 1987-92, felony filings in the Municipal Courts grew by 30 percent, while there was a decrease (19%) in nontraffic misdemeanor filings.

### **Superior Court**

The Superior Court, in addition to trying felonies, has a wide range of other duties: all juvenile matters, family court, probate, eminent domain, mental health, and civil matters over \$25,000. As with the Municipal Courts, the available budget information does not allow separation of the adult criminal function from these other matters. However, the number of criminal cases has grown the most, increasing by 74 percent since 1987 and even faster from 1985-87.

Total staffing is 114 and appears to have grown by 35 percent in that period, but most of that was due to transfer of the bulk of the County Clerk's staff in the 1988-89 year. Since 1988, only nine positions have been added. As with the Municipal Courts, Trial Court Funding and charges for service provide much of the operating funds. The county's share is projected to be about 45 percent of the total in the budgeted year.

### **Marshals**

Marshals are attached to the Stockton and Lodi Municipal Courts, and a third marshal's office serves both the MRE and Tracy Municipal Courts. The marshals provide court security (bailiff) services and transportation of prisoners. The MRE, Tracy and Lodi Marshals also serve civil processes. These are relatively small departments (42 employees in all) and their service levels are closely tied to Municipal Court activity.

### **Sheriff**

As in most counties, the Sheriff has two distinct major functions: law enforcement (patrol, investigation, etc.) in unincorporated areas, and operation of the jail. The Sheriff actually administers 17 different budgets which vary widely in size and source.

Departmental administration oversees all areas and is recommended for staffing of 30 employees. This unit is primarily county funded.

There are 12 law enforcement budgets. Patrol, Records/Evidence, Detectives, and Communications account for the great bulk of the staffing (286 of 348 employees). Other activities include court security and transportation for the Superior Court (21 employees), civil process serving and repossessions, boating safety, and the Coroner's staff. Finally, the Sheriff, under contract, provides services to the city of Lathrop, which has no police department of its own.

Operation of the jail is the Sheriff's largest single duty, with 280 authorized employees, plus 13 more in training. Supervision of the work programs (AWP, work furlough, home detention) accounts for another 21 and is funded mainly by fees from the inmates. The small jail transition staff (one person) is mandated for the period of transition to the new jail facility and will disappear thereafter. There is also a small state grant for correctional officer training.

Though the population of San Joaquin County is growing quite rapidly, most of the growth is in the incorporated areas. The population served by the Sheriff's patrol has remained nearly constant since 1987-88. Staffing growth of the noncorrections portion of the department has risen by 64 (20%), but 50 of these were an administrative transfer of the custody records staff in 1991. There has been, however, a substantial increase in calls for service during that time (85%). The volume of 911 calls, about three-quarters of which are for law enforcement services, rose by 16 percent, and the number of reports issued by the Records/Evidence unit rose by eight percent. The budget for all noncorrections services increased by 49 percent.

Corrections staffing, by contrast, rose more sharply (42%, even with the transfer of clerks) as preparations were made for the opening of the new jail. The largest jump came between 1988 and 1989. Jail population, being essentially at capacity for this entire period, did not change much, nor did the number of new bookings (15%). There was a 23 percent rise in the number of inmates participating in alternative programs. Most of this, however, occurred before FY 1990-91, as it has begun to drop since then. Home detention, which is fairly new, seems to have taken inmates from AWP and especially work furlough rather than extending total coverage of alternative programs. The budget for this section of the department rose by 89 percent.

### **Probation**

Probation is one of the largest Law and Justice departments (255 employees). However, the majority of these are concerned with juvenile programs, principally juvenile probation and the juvenile hall. Adult functions employ 80 employees, to which should be added some portion of the eight administrative staff positions.

Adult probation (60 persons) is the major adult function, but Probation also operates Pretrial Services (15 employees) and ADAP (Alcohol and Drug Alternative Program). Pretrial Services conducts screening for felony OR and misdemeanor cite and release. The caseloads have been rising, but the proportion of felons released remains low (12-14%). Operation of the latter has been contracted out to the Office of Substance Abuse, though there are five "temporary" staff from Probation. ADAP referrals and admissions have been fairly steady since it was begun in 1989 although the daily attendance appears to be rising.

### **Integrated Criminal Justice System**

The Integrated Criminal Justice System was a temporary project undertaken in collaboration with Marin and Kern Counties to develop integrated system software. It has no employees of its own, and the funding has been decreasing for the past two years as it nears the completion of its goals. It is being discontinued in 1992-93 with operating costs being charged to the users henceforth.

### **County Clerk**

Though listed as a Law and Justice department, the County Clerk's duties have now been reduced to the issuance of marriage licenses and fictitious business name statements. This department will not be further discussed.

### **City and Other Police Departments**

The city police departments, particularly that of Stockton, make most of the arrests in the county, but they are of course not county agencies and are thus not in the county budget. The same is true of the California Highway Patrol and the various special law enforcement agencies such as Fish and Game, university and school police, etc. These are listed here for completeness.

### **Technical Discussion: County Government Growth**

In the following discussion, Consultants attempt to compare the real growth of the county functions. In particular, Health Services is taken with the employees and budget of the county health district added in as though it had been an official county activity all along. Thus the department is shown as growing much more slowly in fact than did the number of Health Services personnel listed on the county payroll. This adjustment process is not completely straightforward, and some of the desired corrections may have been overlooked. The accompanying charts show some of the changes since FY 1987-88.

Figure 4.5 shows the total budgets and unreimbursed costs. Health and Human Services take most of the total budgets, but (Law and) Justice dominates the unreimbursed costs. Roads and Facilities is so heavily supported by outside sources that it hardly shows up on the second figure.

In terms of the total budget, Human Services is by far the largest grouping, followed by Health Services, but this ranking can be deceiving. Human Services accounts for 40 percent of the total county budget, but most of this is welfare funds which are simply transferred to the recipients and are not actually spent by the county. Furthermore, both Human Services and Health Services are funded primarily (over 90%) by state and federal grants and by fees for service.

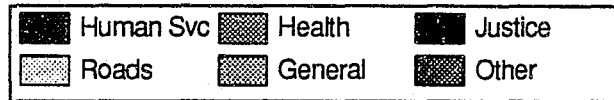
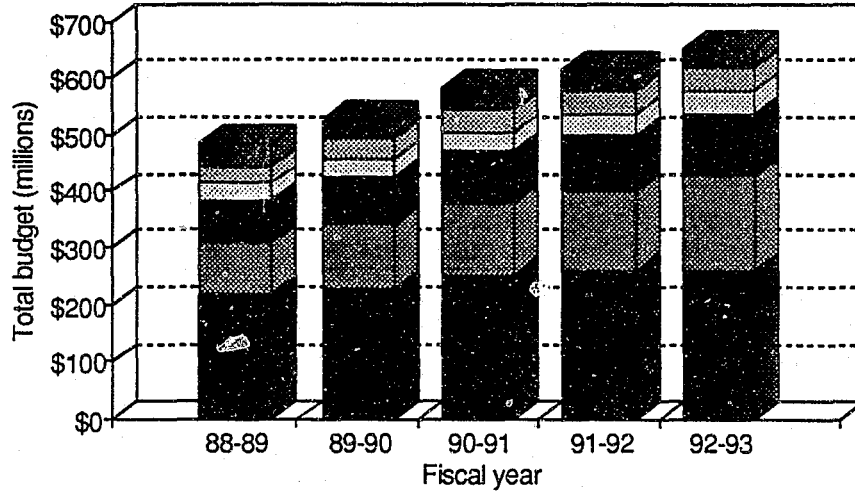
Law and Justice, though a poor third in the overall budget (16%), depends on the county for almost 70 percent of its funding; and the proportion is more like 90 percent for all departments other than the courts. Law and Justice thus absorbs over half of all locally-raised funds; Human Services, next in line, takes less than a sixth and has recently been decreasing its share.

(Note that public education is a separate district and thus not part of the county budget; it is also of course a major recipient of local tax revenues.)

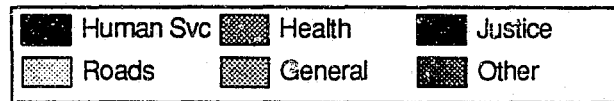
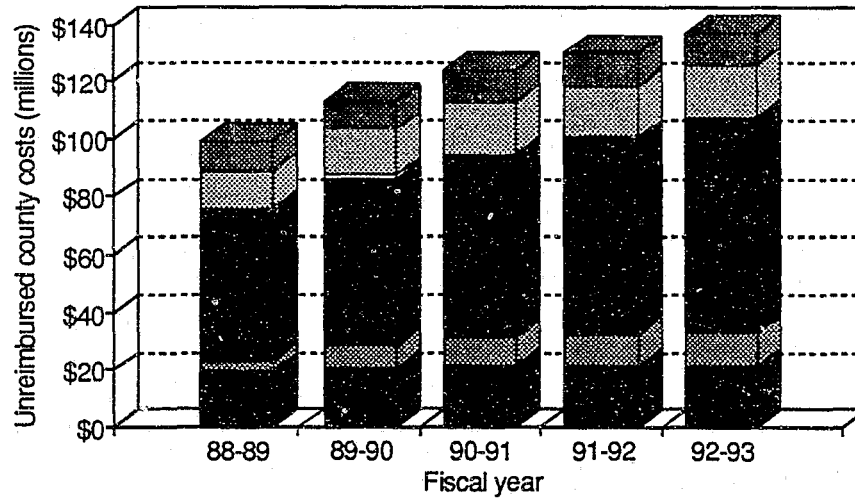
Figure 4.6 shows each function's share of total county staffing. With over 26 percent of all county employees, Law and Justice is the second largest grouping in terms of staff, and it would be the largest if Health Services did not include the county hospital. Over the past five years it has been the fastest growing of the large groups and has slightly increased its fraction of county employees.

Figure 4.5

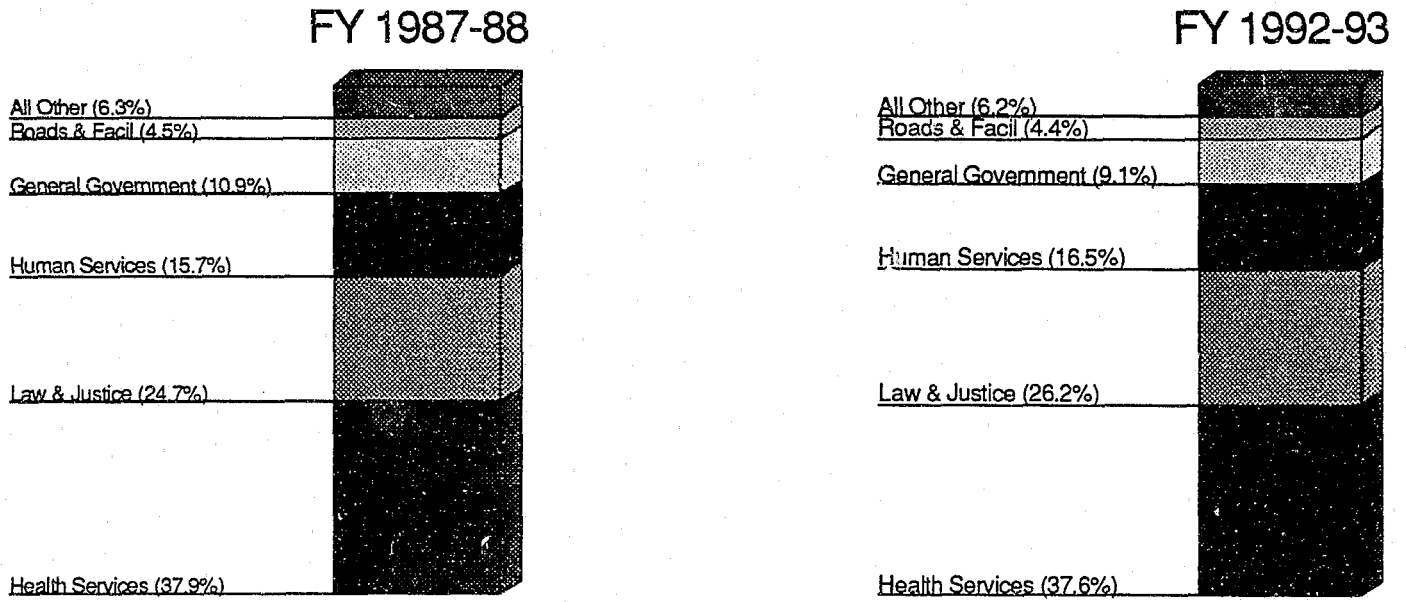
Total Budget, All Sources



Unreimbursed County Costs



**Figure 4.6**  
**San Joaquin County Percent of All Employees, by Major Function**



It is instructive to examine the total number of county employees (Figure 4.7). From 1987-88 to 1992-93 about 1,000 employees were added, virtually all of them in Law and Justice, Health Services, and Human Services.<sup>1</sup> However, it can be seen that the *per capita* employee figure has grown much less and actually declined in the last year. ILPP has found that most counties in California have about 1,000 employees per 100,000 inhabitants; San Joaquin is slightly high but not unusually so. What the figures do imply is that the growth of government overall is not likely to outrun the general population.

On the contrary, in view of local and state fiscal problems, the growth of government is more likely to trail that of the county. If a department is attempting to increase its staff more rapidly than this, the growth will probably come about only at the expense of some other agency, which may be expected to resist.

Since the demand of the public for governmental services virtually always exceeds its willingness to pay for them, a scenario such as the following will probably ensue: there will be a demand for more law enforcement and longer sentences without early release. Supposing this can somehow be accommodated within the new facilities, at the least it will cost money which must be diverted from other areas. Yet most state-supplied funds cannot be reallocated, and state-mandated services must be continued, and often expanded, whether they are funded or not. Only the nonmandated, discretionary programs can be raided for resources.

Upon any attempt to shift county funds, there will be vigorous opposition from the advocates of schools, libraries, and recreation, many of whom are vocal and well-organized. They will be supported in this by the affected county agencies. General government functions such as the assessor, auditor, and tax collector are generators of funds, and it would be self-defeating to deny them resources. There is not much of anywhere to turn. Despite increased service demands, it seems highly unlikely that most departments will be able to do much more than hold their own for the next several years.

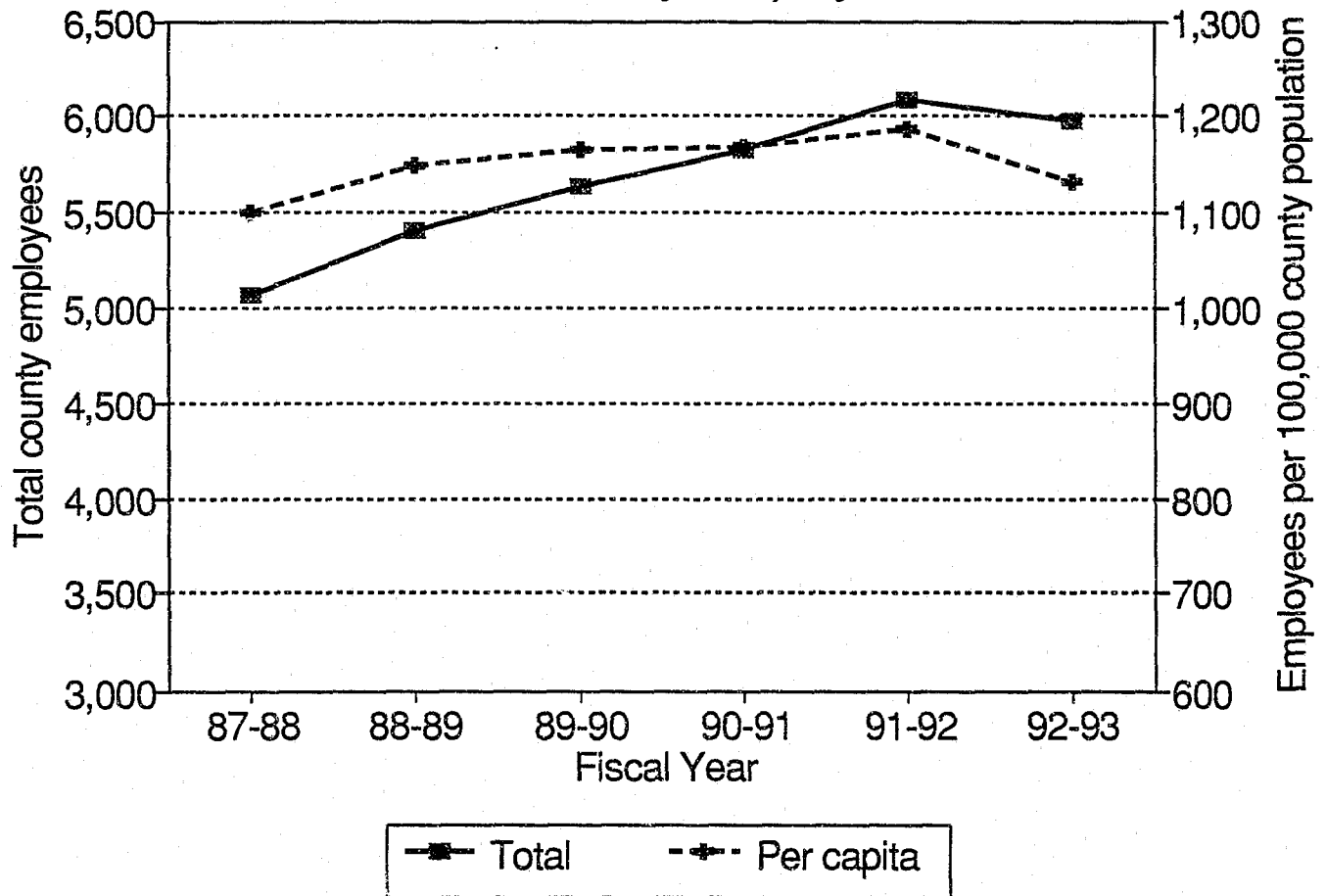
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1 With the budget crisis there will be a drop in total employees for the current year (1992-93).

Figure 4.7

# SAN JOAQUIN COUNTY

## County Employees





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## **5. ALTERNATIVES TO INCARCERATION**

## 5. ALTERNATIVES TO INCARCERATION

### Pretrial Services

The men's profile analysis shows that the Main Jail is primarily a facility for the detention of unsentenced persons with felony charges: 65 percent of the unsentenced inmates had been arrested and booked on felony charges; another 5 percent of the sample had been sentenced on misdemeanor charges but were still unsentenced on concurrent felony charges. Although the Pretrial Services OR unit (PTS) was established to facilitate the pretrial release of persons booked on felonies, the primary role of PTS in practice has been the collection of background information and preparation of information packets for the courts. As shown by the tracking analysis, only three percent of those booked on felony charges obtained release through a PTS submittal.

The courts are clearly not averse to OR release for persons booked on felony charges: Court OR is the primary form of pretrial release used in San Joaquin County, accounting for 14 percent of all felony pretrial releases.<sup>1</sup> Such releases are made on essentially the same information that is available to PTS at the time of submittal. The most significant difference, however, is in the amount of time that OR releases are effected. The ALS for a release upon PTS submittal is only 1.06 days, with a median and mode of 0.77 days. In contrast, the ALS for release through court OR is 4.96 days, with a median and mode of 3.95 days.<sup>2</sup>

In general, criminal justice agencies accept the information packets prepared by PTS as containing reliable information; moreover, the submittals that PTS staff make are reasonable.<sup>3</sup> An analysis of the submittals for the month of April, 1992 shows that most of the submittals were granted OR release: 42 cases were submitted, of which 22 (52%) were granted OR release at the time of submittal. Of the remaining 16 cases, only five remained in custody until case disposition or completion of sentence;<sup>4</sup> eight were released pretrial;<sup>5</sup> and three were not charged.

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1 In fact, the courts are granting OR release to persons who have not been interviewed and submitted to a duty judge for possible release. For the month of April, 1992, PTS submitted 42 cases to a duty judge for possible release. The tracking sample, which only covered the first two weeks of April, 1992, showed that there were 40 OR releases by the court.

2 The ALS for both PTS submittals and court OR reflect the broad range in values for length of stay. The range for PTS submittals was .061 days to 1.92 days; the range for court OR for felony releases was 1.81 to 15.99 days.

3 At present, PTS does not make any recommendation for release to the duty judge but makes its submittals based on points.

4 Two of these cases were released under the population cap.

5 The pretrial releases include three through court OR, four through bail and one to ADAP under the population cap.

## Substance Abuse Alternatives

The results of the survey of programs operated or provided by the Office of Substance Abuse (OSA) are presented here.<sup>6</sup> This section first reviews general issues pertinent to all programs and then explores the programs themselves.

### Programs Reviewed

Programs for which information and data were collected include Starting Point, Honor Farm Reception Center, Residential Treatment Center (RTC), Women's Detox, Recovery House, Methadone Maintenance, Methadone Detox, First Offender and Drinking Driver Programs, Alcohol and Drug Alternative Program (ADAP) and Chemical Dependency Counseling Center (CDCC). Of these programs, only the First Offender and Drinking Driver Program, ADAP and CDCC primarily serve clients referred through the criminal justice system.<sup>7</sup> Approximately one-third of the clients for the RTC, Recovery House, Methadone Maintenance and Methadone Detox are criminal justice referrals.

### Funding and Costs

Starting Point, the Honor Farm Reception Center and ADAP are county funded. The remaining programs are state funded with matching money from the county. The contract for the state-funded programs is a negotiated net amount (NNA) contract; prior to the beginning of each fiscal year, OSA negotiates with the state to provide a minimum number of program slots (dedicated capacity) for a net amount. In practice, however, most treatment programs are able to provide the designated service at a lower cost than the negotiated amount. The "surplus" funds are used by individual programs to serve additional clients or to provide additional client visits. Table 5.1 shows the contracted and actual service for state-funded programs during FY 1991-92.

**Table 5.1**  
**Comparison of Contracted and Actual Service for NNA Programs<sup>8</sup>**

Program	Dedicated Capacity	Actual Service	NNA Cost Per Slot	Actual Cost
RTC - Detox.	1,460 days	1,554 days	\$39.07	\$34.29
RTC	5,840 days	8,177 days	\$82.96	\$48.65
Recovery House	24,920 days	30,192 days	\$34.64	\$26.95
Methadone Maint.	275 slots	116,307 visits	\$2,846.00	\$ 8.12/visit
Methadone Detox.	100 slots	21,690 visits	\$3,063.00	\$ 11.55/visit
CDCC	4,950 hours	6,848 hours	\$95.03	\$63.28

6 OSA provides myriad services to residents of San Joaquin County, including treatment, intervention and community education. Only treatment programs relevant to the criminal justice system have been surveyed. OSA may not be the sole operator or provider of reviewed programs. These cases are so noted.

7 Clients referred by the criminal justice system include court referrals, either as a condition of sentence or probation, and parolees. There are also a significant number of referrals to these programs from Child Protective Services (CPS).

8 The First Offender and Drinking Driver Programs are not included in this table because these programs are self-supported by client fees.

Table 5.1 is provided for reference only, since a comparison of program costs per slot or days would not be meaningful.

With the exception of ADAP, program costs for county-funded programs are \$51.44 per day for Starting Point (based on 6,408 patient days and a budget of \$329,620) and \$16.31 per admission for the Honor Farm Reception Center (based on 10,445 admissions and a budget of \$168,455). Program cost could not be calculated for ADAP due to the unavailability of data regarding client visits. For FY 1991-92, however, there were 894 admissions to ADAP and a total budget of \$143,192.

### **Program Survey**

Because of the differences in program structure and content, it is neither possible nor meaningful to compare the county's treatment programs in terms of success rates or effectiveness. To identify issues and program needs, ILPP surveyed the county-funded and operated programs that are used the most by the criminal justice system. Information was obtained on program elements, successes as defined by the program, numbers served, and completion rates, if available.

### **Starting Point**

Starting Point, a 20-bed detox facility for men, has no waiting list. Its overall goals are to provide a safe place, time to overcome the acute effects of alcohol and drugs, and alternative treatment or program referrals. The average length of stay at Starting Point is three days. In 1991, there were 2,163 admissions. Starting Point's average daily census for 1991 ranged between 15 and 18. The program regularly makes referrals to Recovery House, RTC, and the Salvation Army; it receives referrals from Outreach and the Honor Farm Reception Center.

With the exception of CDCC, all of the treatment programs, including Starting Point have staff who are in recovery themselves, either from alcohol or drug use. At Starting Point, all of the staff have received training in drug problems. Because of the increase in the number of people undergoing drug detox, staff were given additional training regarding street drugs. Starting Point does not provide any group counseling but does provide individual counseling.

Over the past five years, there has been an increase of clients in the 21 to 30 age range. This represents a near doubling of this age group.

In general, no information or data are collected on criminal justice referrals. In March, 1992, Starting Point (and all the other treatment programs) began collecting data on the number of parolees using the program. Based on the data, there were seven parolees served in March 1992 and 15 in April. If a client is on probation or is a parolee, Starting Point staff must obtain a waiver of confidentiality to allow communication with the parole or probation officer. The Stockton Police Department brings very few men to Starting Point; most of their pickups are taken to the Honor Farm Reception Center.

### **Honor Farm Reception Center**

The Honor Farm Reception Center is a facility for men who have been picked up for public intoxication and is operated under the same basic principles and goals as Starting Point. Persons taken to the Reception Center, however, are only held for six to 12 hours; they are brought here in lieu of being booked at the jail.<sup>9</sup> In addition to persons being held for public inebriation, the Reception Center has reserved 15 beds for people who have been referred to Recovery House or RTC. These referrals attend the programs as outpatients until beds are available. In 1991, there were 8,774 admissions to the Reception Center.

### **Methadone Maintenance**

Methadone Maintenance is an outpatient program, licensed for 300 clients. Because it operates at or near capacity and program completion ranges from two to five years, there is a waiting period of seven to nine months. In 1991, there were 108 admissions to the Methadone Maintenance program. If a person is placed on the waiting list, he or she must call in once every 14 days to remain on the list. Priority, however, is given to persons released from prison who either have AIDS or are HIV positive, Child Protective Service (CPS) referrals, probation referrals and persons with life-threatening medical conditions.

After a client is accepted, he or she must come in every day for the first 14 days to check with a counselor to adjust the dose of methadone. The starting dose is generally 40 mg; the program maximum limit is 60 mg of methadone. The program is client-directed in that the client determines when to decrease the dosage and when he or she is ready to leave the program.

In general, the program consists of one individual and one group counseling session per week.<sup>10</sup> Clients are also required to attend Narcotics Anonymous (NA) or Alcoholics Anonymous (AA) meetings; attendance is documented through verification slips. The group sessions cover life and personal issues, as well as drug and alcohol education. Education on AIDS is provided in both the individual and group sessions. Once a week, a counselor from Vocational Rehabilitation comes to the program; approximately 20 clients attend these sessions. Urinalysis is generally conducted once every 30 days, but testing is more frequent if requested by the client or referring agency.

A success is defined as a client who completes the program and continues with aftercare. The client is given some leeway during the initial 90-day stabilization period. If program participation is unsatisfactory after the stabilization period (e.g., not attending sessions and continuing to use heroin), the client is referred to another program, such as Starting Point or the Reception Center, to allow a period of detox. After three days of detox, the client is given more counseling and put on 30-day probation. If the person is on probation or parole, the supervising officer is notified. If the client continues to fail after the probationary period, he or she is given a hearing, conducted by the director of OSA, to determine if participation in the program should be continued.

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9 Persons initially taken to the Reception Center who become violent or unruly, however, are transferred to and booked at the Main Jail.

10 The state requires as a minimum of two client contacts per month.

Out of a current clientele of 285, there are approximately five referrals from CPS, 20 parolees and 10 referrals from Probation. The only formal reporting requirements are for persons on probation; the probation officer will send in a form to be completed every six months. Contact with parole officers is more informal.

Methadone Maintenance occasionally receives straight referrals from court but does not give such referrals priority. Moreover, a potential client must first be evaluated for program compatibility and eligibility. A person may not be accepted into the maintenance program without a history of two prior attempts at detox within the past 13 months and a history of at least one year of heroin addiction. Potential clients are also rejected upon referral if there are insufficient conditions in the referral order to enforce participation. Unless staff have specific orders, the court will not be notified of program failure or lack of participation.

### **Methadone Detox**

Methadone Detox is also an outpatient program. It is licensed for 100 clients, and there is no waiting list. It is a 21-day program, but 70 to 75 percent of those who begin the program drop out. There are currently about 55 clients in the program; of these, approximately one-half are either probation or parole referrals. In 1991, there were 1,002 admissions.

The program components are essentially the same as those used in Methadone Maintenance. In contrast to Methadone Maintenance, however, the dose is started at 40 mg and is reduced at a relatively fast rate. After a physical examination and evaluation of the client by a doctor, the dosage schedule is determined by computer, based on information input by the doctor. There is no aftercare component, but persons who complete the program are referred to other programs, such as CDCC, community support groups and other residential treatment programs.

If a residential drug treatment program were available, approximately 50 beds would be required for heroin addicts. A methadone detox program could be implemented, which could also reduce the number of potential clients for the Methadone Maintenance program.

### **Recovery Treatment Center (RTC)**

RTC is a 28-day, residential, alcohol-treatment program. In 1991, there were 360 admissions. It is licensed for 25 beds, and the average daily census is generally at or near capacity. The waiting period is down to about 1.5 weeks, but has been as high as three weeks. A person on the waiting list is expected to call in Mondays, Wednesdays and Fridays to stay on the list. In practice, the person will be kept on the list if there is at least one phone call per week.

The program begins each day with a spiritual group session. Throughout the week, group sessions are held on a variety of subjects, such as relationships and emotions, alcohol and drug education and dependency. There are also resident meetings at least once each day. A mandatory component of the program is participation in AA or NA meetings. Staff from these programs come in once a week; the residents also conduct their own AA meetings. After completion of the 28-day program, clients are expected to participate in the 12-week aftercare program. Approximately 60 to 70 percent of the clients

successfully complete the two programs. Approximately five to 10 percent of the clients have been in the program before.

It is designed for people who are still working, who could reasonably be expected to find a job if they achieved sobriety or succeeded in a 28-day program. RTC will also take a client who has been employed within the last two years but is currently unemployed. There is an attempt to maintain a ratio of 75 percent of employed or employable clients (early to middle stage alcoholics) to 25 percent late stage alcoholics. RTC is a co-educational program, but there is no specific effort to maintain a balance of men and women.

The percentage of criminal justice referrals ranges from one-third to one-half of the daily population. RTC gets three to four referrals each month directly from the jail; there are also referrals from the Drinking Driver Program. If a client is referred directly by the court, he or she will be evaluated first to determine program compatibility and appropriateness. If the potential client is not found acceptable, the court will be notified; otherwise, the client is placed on the waiting list. Exceptions to the waiting list will be made if there are special circumstances.

Since 1975, there has been a change in the clientele. There are more people with dual addictions, and the average age has become lower. Because younger clients sometimes need more than 28 days of treatment, RTC will refer them to Recovery House.

The fee for the program was \$2,100 or \$75 per day.<sup>11</sup> If a person is unable to pay this amount, arrangements will be made for some type of payment agreement. Many people are placed on disability because of their alcoholism. RTC will take the entire disability payment, since the client would not get disability without participating in the program.

### **Women's Detox**

Women's Detox is the only such facility for women in the county. It is licensed for five beds. The average length of stay is three to four days, and RTC attempts to get detox clients into further treatment. In 1991, there were 437 admissions to Women's Detox.

### **Recovery House**

Recovery House is a residential alcohol treatment program, licensed for 85 beds. The waiting period ranges from six to 12 weeks. To stay on the waiting list, a potential client must call in three times during the week. In 1991, there were 462 admissions.

The Recovery House program is based on the 12 steps of AA. Residents must also attend AA meetings in the community during their stay at Recovery House. The program consists of three 30-day phases: Phase I focuses on orientation and education on the disease of alcoholism. Phase II deals with recovery and how to maintain sobriety. Phase III is for goal planning and preparation to return to the community. For some residents, there is a fourth phase of another 30 days for vocational rehabilitation.

A resident will be immediately terminated from the program for violence or threats of violence; drinking alcohol or using drugs; or loitering near Mary Graham Hall, which is a facility for juveniles. A success is defined as anyone who completes the program;

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<sup>11</sup> Fees for all of the programs have been or will be increased. The fees will be based on a sliding scale.

approximately 65 percent of the residents complete the program. Of this group, 62 to 67 percent achieve sobriety for one year. The program director estimates that 65 percent of the residents have pending court cases.

The average age range of the Recovery House population has dropped from the 45 to 52 age group to the 31 to 36 range. The greatest change has occurred in the past five years. It is estimated that up to 98 percent of all residents have dual addictions. Approximately 30 percent of the residents are criminal justice referrals and almost one-half of the women are CPS referrals.

### **Chemical Dependency Counseling Center (CDCC)**

CDCC is an outpatient program for drug treatment and counseling. Approximately 85 percent of its clients are criminal justice referrals, but this proportion includes not only PC 1000 diversions, probation and parole referrals, but also CPS referrals. The remaining 15 percent are either self-referrals or employer referrals. CDCC actually consists of two programs: a 12-week program for "lightweight" users and a six-month program. CDCC is licensed for 96 clients in the six-month program and 75 clients in the 12-week program. The average daily census for the 12-week program is very low, ranging from one to five; it generally operates at or over capacity for the six-month program. There is a waiting period of approximately one week for the more intensive treatment program. In 1991, there were 390 admissions.

The 12-week program focuses primarily on drug education. The client sees a counselor in a small group or individually once a week. There is also drug testing once a week. The six-month program consists of four phases, each lasting 30 days. The program requirements, however, can be completed in two phases. During Phase I, the client's problem areas are evaluated, a drug screening is performed and a treatment plan is developed. For all phases, there is one individual counseling session and one group session per week. During Phase II, the client is encouraged to use outside support groups, such as AA, NA and Cocaine Anonymous. The client is also involved with support groups at CDCC, such as the family, couple, men's and women's groups.

CDCC conducts the drug testing for all county treatment programs.

CDCC utilizes a point system as a form of behavior modification. Each client starts with 1,000 points, but can lose points for positive drug test results, FTA and alcohol use. A client can have no fewer than 750 points after Phase I to go on in the program. A client will be terminated for four consecutive FTAs, four positive drug tests, low points or violence/threats of violence. If a client is falling in points, CDCC will have a case conference with the client. If the client is amenable, he or she will be placed on probation for 30 days with certain conditions, such as 100 percent attendance, clean urine tests and attendance at three or more outside support meetings.

Although CDCC has an overall success rate of 40 percent for the six-month program, 75 percent of those who participate complete the program in two phases. In addition, 90 percent have no new arrests during program treatment.



### **Alcohol/Drug Alternative Program (ADAP)**

ADAP is an outpatient program specifically designed as an alternative to incarceration. ADAP has the capacity for 90 clients; the average daily census for fiscal year 1991-92 was 64, but the on-site average was only 38.<sup>12</sup> For the fiscal year, there were 894 admissions. ADAP is a 90-day program that is operated every day of the week.

ADAP participants must arrive at 9:30 a.m. The cycle of group session subjects includes drug education, drug abuse, self-esteem and male-female support. At 11:00 a.m., a GED instructor comes in; participation is mandatory for those without a high school diploma. Sessions on health and nutrition are attended by all participants. After lunch, there is a second group session, followed by general clean-up and conditioning. The program ends for the day at 3:45 p.m. On weekends, staff from AA conduct meetings. There are also sessions presented by staff from Hospitals and Institutions.

ADAP has a completion rate of seven percent (based on completions compared to admissions and readmissions). In addition to an FTA rate of 43 percent for the fiscal year, 15 percent of the urine tests were positive. If a referral fails to appear on the first appearance, the Office of Pretrial Services is notified unless contact is made with the referral and there is a good reason for nonappearance.<sup>13</sup> ADAP will also report positive drug results as soon as possible.<sup>14</sup> Urine samples are taken randomly throughout the week.

After a client has begun participating, there is some leeway for program infractions or violations. For example, if a participant arrives at the program under the influence of drugs, ADAP will put the client into a detox program. Unexcused absences will become excused if the participant is doing well in the program. In general, however, verification is required if the participant has a medical or other appointment.

ADAP has been transferred to A Barracks at the Honor Farm. After the program has been completely moved, there will be some rule changes to minimize or prevent contact with Honor Farm inmates. There will also be an increase in recreational activities because of the extra space.

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- 12 ADAP referrals who have jobs are only required to attend ADAP on their days off, which may or may not include weekends. If a client works an evening or swing shift, he is expected to be at ADAP during the day. All participants, whether employed or not, are required to attend three AA meetings during the week.
- 13 The average length of time from FTA to written notice by ADAP for the first two weeks of June, 1992 was 3.17 days.
- 14 The average length of time between receipt of positive test results and written notice from ADAP for the same period was 8.0 days.

## Sheriff's Department Alternatives

### County Parole

Of the four alternatives to incarceration administered by the Sheriff's Department, County Parole is the only program that does not require a participation or administrative fee. An inmate is eligible for County Parole if a court has not specified the inmate is ineligible for County Parole; he or she has served one-half of the net sentence; the original sentence was for more than 30 days; the inmate is not on "disciplinary status;" there is no out-of-county hold or other detainer/hold; and there is no pending case. Although an inmate may be eligible for County Parole, release under this program can be denied after a review of the current charge and completion of a background check. Factors such as a history of probation violations, prior criminal history, and/or a history of FTAs are used to evaluate eligibility. The applicant for County Parole must also convince the Parole Board that he or she will comply with the conditions of parole and remain a "good and law-abiding citizen."

The proportion of applicants granted County Parole has steadily decreased since 1989.<sup>15</sup> As shown in Table 5.2, the acceptance rate was 41 percent; this rate decreased to 33 percent in 1990 and to 27 percent in 1991.<sup>16</sup> The high ratio of applicants to approved participants reflects the trend of most other California counties.

**Table 5.2**  
**County Parole Use**

<i>Year</i>	<i>Applied</i>	<i>Approved</i>	<i>Denied</i>	<i>Bed Days Saved</i>	<i>Fail (Number)</i>
1984	200	46	154	N/A	1
1985	222	49	170	N/A	8
1986	280	17	190	N/A	3
1987	404	98	189	N/A	6
1988	882	261	437	N/A	24
1989	1,161	475	466	13,810	102
1990	1,123	375	617	11,148	32
1991	1,269	341	665	11,195	24

1990 Minimum Bed Savings: \$948,292

Source: Sheriff's Department, San Joaquin County

<sup>15</sup> Prior to 1988, use of County Parole as an alternative to incarceration was relatively insignificant. In 1988, there was a 118 percent increase in applications but only a 25 percent increase in the proportion of persons who were granted parole. (In 1987, there were 404 applications of which 98 were accepted for an approval rate of 24%; in 1988, there were 882 applications of which 30%, or 475, were accepted.) In 1989, there was another dramatic increase (32%) in the number of applications for County Parole.

<sup>16</sup> Information regarding the factor or factors that formed the basis for denial of County Parole is not available.

The decrease in the proportion of applicants granted County Parole has also been accompanied by a concomitant decrease in failure rates. In 1989, the failure rate was 21 percent, in 1990, nine percent and in 1991, seven percent.

Theoretically, the Parole Board, which consists of a probation officer, sheriff's officer and a private citizen, has exclusive jurisdiction over County Parole. As a result, the Parole Board has the authority to grant County Parole to an inmate even if there is a court recommendation to the contrary. Since the court's recommendation is included as a criterion for eligibility, however, such grants are unlikely.

Although one of the eligibility criteria is completion of one-half of the net sentence, the Parole Board also has authority to grant County Parole at any time for "unusual and/or emergency conditions or circumstances." This authority is infrequently used. The Parole Board can also grant temporary or conditional parole to a designated place and/or for a particular purpose. Under a temporary or conditional parole, the inmate must return to confinement at a predetermined date to complete the remainder of his or her sentence.

### **Alternative Work Program (AWP)**

AWP was implemented in April, 1984. Participants perform mostly unskilled labor at one of about 60 sites and return home at the end of the day. All persons sentenced to the county jail for 120 days or less are eligible for AWP, but participation is voluntary. The Sheriff's Department can assign inmates whose sentences do not include AWP to this program unless the court has specifically stated that the inmate is ineligible or is an out-of-county commitment.

Factors considered in determining eligibility for AWP include nature of prior criminal history, custody record, failures in other alternative programs, pending charges or holds, violations of probation or parole, escape risk, medical problems and lack of county residence. An inmate will be ineligible for AWP if there is a prior history of three or more drug use charges within the past year or if there is a history of one or more violent crimes indicating the inmate may be a danger to others. An inmate sentenced on charges for sexual assault, domestic violence, or violent assault may also be ineligible.

Although the Sheriff's Department has the authority to place an interested inmate in AWP, such placements are infrequent.<sup>17</sup> Table 5.3 shows that commitments for assignment to AWP have been steadily decreasing since 1989. In contrast, the number of persons who sign up for AWP after commitment has been increasing; a 48 percent increase in sign-ups in 1989, 52 percent in 1990 and 56 percent in 1991. The rate of failed days, as a percentage of total days assigned, has remained relatively stable; 13 percent in 1989, nine percent in 1990 and 11 percent in 1991. Based on the number of new sign-ups, the average number of days assigned for work is just over two weeks, 15.29 days in 1991.<sup>18</sup>

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17 Tracking data obtained from April, 1992 bookings showed only two percent of the sentenced inmates were assigned to AWP, after an ALS of 6.13 days for felonies and 11.50 days for misdemeanors.

18 In 1988, the average number of assigned days was 17.75; this average has shown a consistent decrease. If the total number of AWP participants were included, the average number of days assigned would probably be even lower.

**Table 5.3**  
**AWP Profile**

Year	Commit	New Sign-Up	Days Assigned	Avg. No. Parts./Day	Completed Program	Days Fail	Revenue Earned
1984	2,329	1,301	8,209	22	895	592	\$53,093
1985	5,683	3,429	26,811	69	3,098	500	153,695
1986	7,200	4,034	33,239	94	3,580	864	182,595
1987	7,607	4,082	46,696	124	3,719	2,929	214,647
1988	8,112	4,236	75,176	194	3,426	8,887	256,610
1989	9,216	4,406	68,800	207	3,492	8,682	304,566
1990	8,175	4,271	52,385	145	2,661	4,564	311,906
1991	7,676	4,275	65,374	189	2,730	7,346	371,076

Source: Sheriff's Department, San Joaquin County

In general, when a person is sentenced to AWP, he or she is given a 30-day "stay to report" (STR). The person is responsible, however, for making an appointment with the Sheriff's Department to sign up for the program, after which a background check, which takes about one week, is completed. In 1990, of the approximately 4,000 who were not assigned to AWP, about one-half failed to appear for an appointment/interview, and the remainder were found ineligible or excused for other reasons. A bench warrant is not requested until the person actually fails to appear on the STR date.

Participants in AWP must pay an initial \$40 administrative fee and \$3.50 per day for each day of assigned work. If the county were responsible for payment of workers' compensation insurance, an issue currently in litigation, the number of work sites available could be increased by the inclusion of federal agencies.

### Work Furlough

To be eligible for Work Furlough, an inmate must be employed or a full time student. Work Furlough applicants must also have a sentence of at least 60 days; in contrast to AWP, there is no upper limit on the sentence. Factors for determining ineligibility for the program are a court recommendation against participation, recent use of hard drugs, a history of repeated violent crimes and/or a clear indication of psychiatric problems. Work Furlough participants must pay an initial \$50 administrative fee and \$10 per work day; there is no charge for school furlough.

The Sheriff's Department has been informally attempting to downsize the Work Furlough program because there is no real savings of bed days.<sup>19</sup> This effort is reflected in the decreasing number of sign-ups for Work Furlough and average number of participants per day, as shown in Table 5.4. Work Furlough participants were assigned an average of 28.79 work days in 1991. The average number of work days has also decreased significantly since 1988, when the average was 57.47 days.<sup>20</sup>

19 The program is still a viable option for participants who are homeless or who do not have a stable place to stay in the County.

20 It is unclear why Work Furlough participants have an average number of work days that is nearly twice as high as that for AWP participants. One reason may be due to the fact that persons ineligible for AWP because their

**Table 5.4  
Work Furlough Profile**

<i>Year</i>	<i>New Sign-Ups</i>	<i>Days Assigned</i>	<i>Avg. No. Parts./Day</i>	<i>Completed Program</i>	<i>Fail</i>	<i>Revenue Earned</i>
1984	492	14,400	40	N/A	N/A	N/A
1985	305	13,680	38	N/A	N/A	N/A
1986	252	11,520	32	244	26	\$179,664
1987	268	12,240	34	250	46	196,922
1988	188	10,804	30	184	33	169,549
1989	265	11,425	31	289	21	122,114
1990	229	8,942	25	190	27	85,862
1991	175	5,039	20	153	7	60,220

Source: Sheriff's Department, San Joaquin County

**Home Detention**

Persons placed on Home Detention must meet the eligibility requirements for Work or School Furlough. In addition, persons placed in Home Detention must have a verifiable address within San Joaquin County, a single party telephone line and sufficient power resources for the monitoring equipment. Home Detention participants must also provide verification of an acceptable health insurance plan. There is an administrative fee of \$50 and a charge of \$13 per day while in the program.

As shown in Table 5.5, the Home Detention program has a very low failure rate. Since its inception in May, 1989, Home Detention has had a failure rate of three to four percent, despite a significant increase in sign-ups and average number of participants per day. Although there was an average of 57 participants per day in 1991, the Home Detention program has a sufficient amount of monitoring equipment to handle 70 participants per day.

**Table 5.5  
Home Detention Profile**

<i>Year</i>	<i>New Sign-Ups</i>	<i>Beds Saved</i>	<i>Avg. No. Parts./Day</i>	<i>Completed Program</i>	<i>Fail</i>	<i>Revenue Earned</i>
1989	156	9,702	40	98	6	\$115,855
1990	238	17,374	48	233	9	225,773
1991	402	20,956	57	345	12	282,130

Source: Sheriff's Department, San Joaquin County

sentences are greater than 120 days are eligible for Work Furlough. Since their sentences are longer, it would follow that the number of assigned work days would also be higher.

The monitoring equipment that is installed in the participant's home is similar to a small television screen. The Sheriff's Department has a computer that is programmed to make four to eight telephone calls randomly throughout the day and night. When the participant answers the telephone and follows the computer instructions, his or her image is saved on an optical disk, which is used by the Sheriff's Department for monitoring purposes.

### **Weekender Program**

Although the Weekender Program is slowly being phased out, it is mentioned here as judges may occasionally assign inmates to it. Generally, however, the Sheriff's Department refuses to accept weekenders as they require significantly expanded staffing.

## **Findings**

### **Substance Abuse Alternatives**

Overall, ILPP found program directors and staff to be committed to program goals and concerned about their clients' recovery. With the exception of the detox programs and ADAP, all of the programs have waiting lists, but exceptions are made for special cases, such as life-threatening medical conditions. There is substantial inter-program cooperation; for example, the Honor Farm Reception Center reserves 15 beds for outpatient clients to attend sessions at Recovery House, a residential treatment program, until beds are available. All programs make efforts to refer clients at the completion of their respective programs to other programs or community services.

With respect to the programs' interface with the criminal justice system, several issues have been identified. Given the high proportion of drug arrests and bookings in the county and the consequent level of high-security bedspace occupied by this group, these issues require further discussion and evaluation for the development of system options and procedures.

#### **1. ADAP Organization**

Although ADAP was originally established as a pretrial alternative to relieve jail crowding, there are two distinctly different perceptions of what the program is. To some members of the criminal justice system and OSA, ADAP is not considered a treatment program but is a place for pretrial releasees to spend their days until their next court appearance. For this group, FTA rates are the most important criterion of program success. To other members of the criminal justice system, ADAP is a treatment program and is even used as a sentencing alternative. For this group, completion rates and reduction in recidivism are the most important criteria.

ADAP itself reflects the mixed perceptions that are held by the various criminal justice agencies. It is modeled as a treatment program with its 90-day participation requirement, drug education and group sessions, random drug testing and required participation in AA or other community groups in the evenings. The ADAP staff include counselors who are assigned caseloads of ADAP participants. The program is also used as an alternative for sentenced persons.

The county and ADAP must decide whether ADAP is a treatment program or simply an alternative to incarceration designed to minimize FTAs. At present, it is not particularly successful in either role.

For FY 1991-92, ADAP had an FTA rate of 43 percent. The focus on ADAP's FTA rate is somewhat unfair, since the program has no control over whether a participant will voluntarily appear on the required date. Based on FTA rates compiled by Pretrial Services for the period September to December, 1991, OR releases to ADAP had an overall FTA rate of 30 percent for court appearances.<sup>21</sup> Although an FTA rate of nearly one-third is not particularly good, this finding lacks significance in the absence of

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21 Data on FTA rates were compiled for the three forms of OR release, court, PTs and CAP. Of the three forms, CAP OR releases had the highest FTA rate for appearances at ADAP (53%) while court ORs had the highest FTA rate for court appearances (32%). PTS OR releases had the lowest FTA rates for both court appearances (12%) and ADAP (24%).

additional data showing FTA rates for persons who are not assigned to ADAP and have not been released on OR. Moreover, the impact of participation is unclear, since it is unknown whether the persons who failed to appear in court were actually participating in ADAP at the time of their failures to appear.

The significance of the FTA rates for ADAP, however, can be seen in the program's impact on the criminal justice system. ADAP is required to report all initial FTAs, as well as positive drug test results, to the Office of Pretrial Services. These reports are invariably accompanied by a request to have a warrant issued. As a practical matter, ADAP is actually generating more potential FTA warrants for the system, one for failure to appear at the program, one for failure to abide by release conditions (positive drug tests) and another one for failure to appear in court. For fiscal year 1991-92, there were 384 FTAs and 285 positive drug test results. Since reporting of these results are accompanied by requests for warrants, ADAP theoretically is responsible for the issuance of a minimum of 669 warrants each year.

Viewed as a treatment program, ADAP had a completion rate of only seven percent for fiscal year 1991-92.<sup>22</sup> A program with a completion rate this low is clearly not working.<sup>23</sup> Part of the problem may be due to ADAP's organizational framework. In San Joaquin County, ADAP is essentially a supervised OR program, but without the use of probation officers to act as supervisors. OR programs have traditionally been administered and operated by probation officers, yet ADAP staff have no experience in criminal justice in general or in probation in particular. Part of the problem may also be due to ADAP's program format. ADAP referrals are expected to be in the program for at least six hours each day, seven days a week and to attend three AA meetings in the community during the week. This participation level is to be maintained over a 90-day period. Despite these lofty goals, the ADAP program itself is relatively unstructured; the lack of more precise and individualized goals for program completion may make ADAP appear too amorphous or onerous to a person who may already have coping problems, given his or her substance abuse history. The combination of heavy program requirements with lack of a supervised structure creates both a disincentive to participate and minimal supervision to support enrollees.

## 2. Program Coordination

While there is clearly a need to incorporate participation in a substance abuse program as part of a defendant's sentence or as a condition of probation, the referring agency is often unaware of a program's eligibility requirements.

In addition, criminal justice referrals are generally not given program priority for those programs with waiting lists. As a result, those defendants who appear at the program are invariably disappointed when told they must wait until a slot opens. Even if a potential client is placed on the waiting list, he or she must follow through by calling the program at regular intervals to remain on the waiting list. Criminal justice referrals to Methadone Maintenance will not even be placed on the waiting list unless the referred person has a

22 ADAP's completion rate is affected by the fact that participants may be reassigned to another program after partial completion. One of the reasons for reassignment by the court, however, can be failure to participate in ADAP. In addition, the completion rate for persons sentenced to ADAP may be higher, but these data were not made available to ILPP.

23 Coerced participation in ADAP as a treatment program is not considered a significant factor in the low completion rate. Referrals to CDCC are also coerced participation, yet CDCC had a completion rate of 40 percent for fiscal year 1991-92 for participants in its six-month program.



history of two prior detoxification attempts and a history of at least one year's addiction to heroin.<sup>24</sup> These kinds of problems can be avoided by coordinating program screening between OSA and the Probation Department or sharing information about program requirements and waiting lists with the relevant criminal justice agencies.

### **3. Allocation of Resources**

OSA has recently reached an agreement with the California Department of Corrections to provide 18 beds for parolees in its substance abuse programs for cost reimbursement up to \$250,000 for the fiscal year 1992-93. An ADAP staff person will be responsible for evaluating each parolee to determine the most appropriate program for placement. The contract states that parolees will be placed in program beds; to satisfy this requirement, parolees will be placed in half-way houses when participating in nonresidential county programs, such as Methadone Maintenance. Parolees will be given priority for the next available beds or slots in the county's substance abuse programs.

The contract itself is an example of how the criminal justice system can be used to generate funds. For the state, the contract is an attractive alternative to the cost of a prison bed. Since the contract is based on criminal justice referrals, funds generated from this arrangement should also be returned to benefit the county's criminal justice system. Consultants recommend that the county support the expansion and development of programs which have a main priority of freeing up scarce general population (high security) beds; examples include residential drug treatment programs, home detention, and PTS OR.

### **4. Program Focus**

Within the past five years, two major changes have been observed in the participants in the alcohol residential treatment programs: the average age has dropped, and more clients have dual addictions (alcohol and one or more drugs). Notwithstanding these changes, neither Recovery House nor RTC has made any significant alterations in their treatment programs, apparently on the theory that "an addiction is an addiction." The issue is whether this approach is effective for treating individuals with a drug problem who have been through the criminal justice system.

### **5. Program Philosophy**

Although OSA currently provides two programs that are primarily criminal justice adjuncts and serves significant proportions of criminal justice referrals in its other treatment programs, OSA is either unwilling or reluctant to become more involved in the criminal justice system.<sup>25</sup> OSA states that lack of funding precludes more involvement in the criminal justice system. Lack of funding, however, is a problem that plagues all county Law and Justice functions, yet each still must respond to criminal justice needs. Consultants conclude that OSA does not view the criminal justice clientele as an inherent

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24 These requirements are set by state and federal regulations.

25 Although OSA has taken the position that it cannot become more involved in the criminal justice system because of funding and state participation mandates, the contract with the state Department of Corrections is one example of how OSA can and has become more involved in the criminal justice system. Moreover, OSA's involvement need not be limited to providing program space to criminal justice referrals. Its participation in the development of program elements or policies that are specifically responsive to criminal justice needs is another example of greater involvement.

part of its role or mission. Given the significant proportion of the county's inmate population with a drug use history, this is not a realistic operating philosophy.

## 6. Residential Drug Treatment Programs

The tracking and profile data collected and analyzed by Consultants indicate that alcohol and drug abuse are serious problems in San Joaquin County. At present, however, there are no county-supported residential drug treatment programs. Although OSA plans to open a 48-bed residential drug treatment facility in December, 1992, this facility would only be able to serve a very small fraction of persons who have been convicted on drug charges and require treatment in a residential drug program as a condition of probation.<sup>26</sup> Priority should be given to the consideration and development of a residential drug treatment program that is designed to meet the needs of the criminal justice system.

### Sheriff's Department Alternatives

Although no data were provided by the Sheriff's Department regarding assignments to AWP and Home Detention by agency (court or Sheriff's Department), the tracking analysis indicated that use of AWP and Home Detention by the Sheriff's Department in the absence of a court-ordered sentence recommendation is infrequent. Data on release modes from the tracking analysis showed that only two percent of the persons booked into the jail were released to AWP; less than one percent were placed in Home Detention. With the exception of one case, all of the placements involved misdemeanor charges.

Another criterion that should be reviewed is AWP's current eligibility limitation to persons who have been sentenced to 120 days or less. This criterion may reflect a desire to minimize failure rates, based on a perception that participants will not do as well if assigned to work more than 60 days. Finally, the high percentage of inmates being held partially or entirely on drug possession charges automatically eliminates participation for a significant number.

While the average number of participants in Home Detention has steadily increased since 1989, the program has the ability to monitor 70 persons per day. Based on the 1991 average daily participation, utilization of Home Detention at its fullest capability would result in a savings of 13 beds per day.

The current limited use of AWP and Home Detention as alternatives to incarceration may reflect system conservatism in being held accountable for mistakes. A commitment to using community correction alternatives by the entire criminal justice system can undermine the negative effects of each individual agency's desire to minimize the mistakes to which it will be held accountable. For example, the development and review of criteria for AWP and Home Detention can and should be the result of input from all of the involved criminal justice agencies. Review of participants' performance in these programs can be monitored by a coordinating committee composed of all the key criminal justice agencies with the understanding that eligibility criteria and program requirements can be modified as necessary to ensure program effectiveness and community safety.

Given San Joaquin County's financial and facility limitations, however, a commitment to community corrections must be made. Aside from the limited availability of physical

26 Assuming no change in OSA's policies or philosophy, court referrals would not be given preference, further limiting the use of this facility as a sentencing alternative.

space to hold inmates, these alternatives are clearly less expensive than incarceration. Stanislaus County estimates a savings of \$29 per inmate through use of its alternative work program.

Although the jail population has continued to increase, new sign-ups for AWP have remained relatively stable since 1986. In contrast, new sign-ups for Home Detention increased 64 percent between 1990 and 1991. The appeal of performing work that will neither prepare the inmate for long-term employment or be clearly preferable to incarceration has limited prospects for wide-spread success. AWP does not provide work or training that can aid an inmate in finding a stable, profitable job and thus reduce his or her chance of returning to jail.

At present, sentenced inmates released under the jail cap are generally released without any conditions, i.e., release as "time served." Since the imposition of the cap on jail population in 1989, applications for County Parole have also remained stable. The relative stability in the number of such applications may reflect an inmate awareness that the likelihood of serving a significant portion of any sentence is low, and that the prospect of a release through time served (without conditions) is more attractive to an inmate than release through County Parole.

## Recommendations

**Create a unit, potentially under Pretrial Services, to create a monitoring, reminder and release system.**

- **Allow Pretrial Services to make OR recommendations and some types of pretrial releases.**
- **Create an FTA Unit as a monitoring and reminder program.**
- **Consider implementation of a supervised OR program.**

**Empower Pretrial Services to recommend and carry out some types of pretrial releases.**

PTS should have limited authority to effect felony pretrial releases without submittal to a duty judge. Such authority can be delegated by the courts through a blanket order, as is done in many other jurisdictions. The order can incorporate very specific criteria for such releases, including limitations on the type of charges over which PTS has release authority and the establishment of a particular point score. The PTS program can also be modified to include a combination of limited authority and submittals where the charges and scores fall outside of the PTS range, as determined by the bench. Actual implementation of this recommendation should be discussed by the population management planning group discussed in the last chapter of this report. The planning group should identify the goals and boundaries of PTS authority as well as discuss the possibilities for the courts to operationalize this concept.

This program modification would not necessarily increase the number of persons who are released on OR, but release early persons who would have been released pretrial anyway. This change in practice would save many bed days without increasing the number of persons released; it would also relieve the duty judge and the courts of one time burden. Nor would the program modification require dramatic changes in PTS operations. PTS already limits the types of charges for which submittals are made: The tracking sample showed that all of the PTS OR releases were for felony property, auto theft and drug possession charges.<sup>27</sup>

This recommendation also recognizes that PTS staff are a valuable resource that should be used more effectively. To determine the effectiveness and efficiency of granting PTS limited authority to make pretrial releases, the program could be operated for a trial period with the requirement that data be collected to determine FTA rates, rearrests for new charges and other performance criteria. Such data should be compared against baseline data, i.e., data collected showing the same performance measures under the current system.

Information that PTS now collects would remain the same based on review by the population management group. One recommended addition to information already collected would be the inclusion of Cal identifications for all felony defendants. This addition, regardless of whether the overall recommendation is undertaken, would allow more efficient release and shorter lengths of stay. Currently, if an individual appears in court without proper identification, the case must be continued before a plea can be taken; this requires another court appearance and a lengthier stay in custody.

<sup>27</sup> In contrast, court OR releases covered all types of charges, including rape and burglary. These latter charges also had the highest ALS, 14.63 and 15.99 days, respectively. Court OR for misdemeanor charges was primarily limited to arrests on warrants and remands.

**Create an FTA Unit administered through Probation.**

The ratio of inmates carrying warrants or holds for FTAs has been documented in the inmate profile and shown to be a serious contributor to jail population and one of the factors in the large proportion of unsentenced to sentenced inmates. The county should develop a unit to address the prevention of FTAs through either a special FTA unit or expanded duties of Pretrial Services. Operation of such a unit would involve maintaining contact with an inmate to remind him or her of court dates and required appearances. This could occur through:

- Establishment of a special hot line (potentially an 800 number) that inmates can call to check for changed or rescheduled dates;
- Employment of a computerized postal and telephonic reminders, and/or personal phone reminders, as resources allow;
- Assignment of a Pretrial Services officer to field and verify calls from inmates claiming legitimate reasons for failing to appear; and, if the reason is verified, having the officer appear in the court to inform the judge.

Refer to the appendix for an assessment of FTA Units in terms of cost and organization.

In Cook County (Chicago) an FTA contact and monitoring program reduced the court appearance failure rate from 5.0 percent in January 1991 to 1.65 percent in November 1991.<sup>28</sup> The county may wish to consider implementing these elements with multiple languages available considering San Joaquin's diverse population. Other FTA issues could be addressed including bail schedules after the third warrant.

**Consider development of a supervised OR program.**

The profile indicates that currently there is a very low rate of felony pretrial release. One reason for this may be the lack of options facing judges: they can either incarcerate the individual in high security housing or release them to the street. The latter option may not prioritize public safety; the former is extremely expensive.

Therefore Consultants make the recommendation to implement programs that allow for more intermediate options. While the county has limited resources with which to fund this type of program, it is clear that continuing the current policy of limited pretrial release for felony charges will become significantly more expensive.

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28 Circuit Court of Cook County's Pretrial Services Department, "Description of Operations," Fiscal Year 1991.

**Reorganize or Discontinue ADAP after evaluating goals and potential of the program.**

Reorganization of ADAP must be given serious consideration. If its role in the criminal justice system is simply to reduce FTAs in court, then ADAP's focus must be on program elements that will result in such reduction. If ADAP is to be a treatment program, its program elements must be changed to practices that have been successful in other programs specifically designed for criminal justice participants. One program model that can be easily incorporated into ADAP is Alameda County's "Speedy Diversion Program."<sup>29</sup> The Speedy Diversion Program is broken into phases, and a contract between the probation officer and the participant is signed before each phase. The contract is characterized as an "incentive-sanction" contract; the specific tasks for the participant are described with points and incentives for successful completion of each task. Such incentives include reductions in participation fees and program participation time. The participant is also informed in the contract of sanctions for failure to complete the assigned tasks; such sanctions include termination of diversion or time in custody.

Evaluating the success of ADAP for whatever goals the county has established could realistically result in a decision to withdraw the program. After discussion with county representatives in various criminal justice and concerned agencies, closure of ADAP has become an ever more viable course. It has been noted that given the extremely limited financial resources of the county, the effectiveness of the criminal justice system could be compromised by the continuation of an ineffectual program. If it is determined that ADAP could not efficiently or realistically meet either treatment or FTA goals, then the county should consider using the savings from ADAP's closure to support the start up of a badly needed FTA unit.

**OSA and Probation should coordinate activities and brief other agencies of activity.**

OSA and the Probation Department should work together in staying apprised of each others' activities with a clear set of guidelines including eligibility requirements, updated space availability or wait list status, etc. It would then fall on these agencies to develop a system for conveying this information to relevant agencies and the courts.

**Develop a plan to effectively use CDC contract money, keeping the larger needs of the county justice system in sight.**

Consideration should be given to how these funds can most effectively be used in the county. Possibilities for the use of funds, mentioned by program personnel, include a community nonprofit residential drug treatment program or expansion of ADAP to the B and C barracks at the Honor Farm as a residential program.<sup>30</sup> These possibilities recognize the county's pressing need to develop residential drug treatment beds, but the decision to allocate resources to fulfill these needs cannot be done in isolation or without input from all affected criminal justice agencies.

29 CDCC program format already includes some of the suggested components, such as behavior modification and a point system.

30 As noted in the facilities chapter, these barracks might also be used as more secure housing than the Honor Farm. Choosing between these and other uses will require the County to consider its overall justice system plan in a holistic manner.

**OSA should "dedicate" program slots to court and probation referrals.**

Maximizing OSA's resources, with respect to the criminal justice system, should occur by allocating a certain number of program slots for court or probation referrals. Although there is a waiting list for most programs, exceptions are made for various reasons. Moreover, program directors generally agree that criminal justice referrals, with the exception of parolees, are neither disruptive nor are any more unreceptive to treatment than volunteers or self-referrals.

In this sense, "dedication" means an informal commitment by OSA to work with criminal justice agencies to prioritize criminal justice referrals more effectively and make all agencies aware of OSA's ability and willingness to do so. Meetings with OSA have confirmed that this would not jeopardize state money received by OSA. Consultants note that OSA currently prioritizes spaces based on individual phone calls from judges; this simple practice could be expanded so that all judges are aware of OSA's flexibility and thus programs could be more effectively and broadly used.

**The Probation Department should take a more active role in overseeing ADAP.**

ADAP is administered by the Probation Department, but OSA is the contracted service provider. A more active role by the Probation Department could lead to the incorporation of program innovations that are particularly sensitive to criminal justice needs, such as those adopted by the Alameda County program. Related to this issue is whether substance abuse programs that serve primarily criminal justice referrals should be under the direct administration of Pretrial Services and/or the Probation Department.

**Develop a residential drug treatment program that addresses the nature of the county's drug abusing population.**

The large percentage of persons arrested on drug use and possession charges has already documented the importance of substance abuse problems. This population, and its potential to occupy needed bedspace and displace other inmates, demands that the county establish this as a top priority on its substance abuse and criminal justice agenda.

**More aggressive use of AWP and Home Detention.**

In order to expand the use of AWP and Home Detention, the county should consider re-evaluating the eligibility criteria for these programs. Both AWP and Home Detention, as well as Work Furlough, include criteria that exclude persons with recent histories of drug use. This criterion must be carefully examined, since 12 percent of the tracking sample had been booked on drug possession charges.<sup>31</sup>

Utilization of AWP and Home Detention can also be used in combination with other alternatives to incarceration. For example, a person sentenced on drug possession charges could first be assigned to Work Furlough for a specified time period. If his or her performance during this time period is successful, the participant could then be transferred to AWP or Home Detention. Also, the Sheriff's Department could convert the existing Weekender program into a Home Detention/Weekender program that would

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<sup>31</sup> These charges included both "fresh" arrests and arrests on warrants only. Drug possession charges accounted for 18 percent of all felony charges and warrants and nine percent of all misdemeanor charges and warrants.

mitigate weekend peaking in the jail that has previously prevented the program from alleviating crowding. Such a program could be run in conjunction with the development of a supervised OR program, see above.

**Expansion of AWP to include training programs.**

Inmate interest in AWP could be increased by providing the opportunity to obtain job training as opposed to performing unskilled manual labor at city and county work sites, such as Public Works, Parks and Recreation and the Housing Authority. At the same time, the opportunity for job training could enhance an individual's self-esteem and marketability after completion of the program. Participation in AWP job training could also be combined with volunteer work through the Alternative Services Volunteer Program to practice or further develop job skills.

**Placement of CAP releases on County Parole.**

To give the criminal justice system more control over its sentencing options, serious consideration should be given to using County Parole to monitor inmates released under the jail cap. Instead of a straight release from jail for serving as little as 10 percent of one's sentence, an inmate could be placed on County Parole with conditions, such as participation in job training or substance abuse programs and periodic drug testing. In other words, County Parole could be used as a form of "intensive supervision probation," another component of community corrections. Other elements that could be included as conditions of parole are restitution, volunteer service, curfews and home detention.<sup>32</sup>

32 The Sheriff's Department has developed plans for a monitoring program that is similar to home detention but would use voice identification rather than the small television screens. This program also has the capability to be used as a pretrial release alternative. Prior to participation, the Sheriff's Department would obtain a voice print of the participant; a computer would be programmed to make random telephone calls to allow the Sheriff's Department to monitor whether the participant is at home during the required hours. Implementation of the program would require purchase of the computer (approximately \$20,000) and three temporary staff (approximately \$50,000).



## **Impact of Recommendations on Jail Population**

For a few of the recommendations it is possible to make an estimate of the impact on the **current** jail population. Because of the inherently speculative nature of population projections, estimating impacts for Consultants' forecast of inmate growth would be speculative at best and misleading to the county's future planning at worst. Population projections under any circumstances are questionable because of the large numbers of independent and unpredictable factors which affect them. In San Joaquin County the problem has been amplified by superimposing an estimate of the cap effect upon the original projections.

However there is one recommendation for which the present effect is calculable, given certain simple assumptions. For a few others it is not possible to estimate the size of the effect without more details as to the program changes, but it can be shown that the eligible population is large enough to warrant some optimism.

Giving OR authority to PTS has the clearest effect. Felony arrestees released on OR by PTS stay about four days less than those released in court; for misdemeanants the figure is probably about two days, though the data are incomplete. If three-quarters of those now released on OR by the court were released instead by PTS, at a savings of two to four days, there would be a net bed savings of eleven beds. Note that this would not mean the release of any more or different types of persons than would be released without PTS OR authority.

About one-third of the population of the jails was booked on warrants or FTAs. Improvement of the citation notification process could substantially lower the FTA rate and subsequent warrants. No estimate of the magnitude of this is available at present, but the size of the population detained on these charges means that the impact could be significant.

Similarly, ten percent of the males and 20 percent of the females in the profile were being held on drug possession charges, and 16 percent of men (Honor Farm) and five percent of women (jail and Honor Farm), on DUI. There is a substantial number of inmates who would benefit from some type of drug treatment program, though the magnitude of the impact would depend on exactly what changes or programs were adopted, which makes it impossible to identify the number of jail beds that would be saved through the creation of any given program.

Expansion of the AWP and Home Detention program would have a direct impact on bed demand. AWP now appears to free up nearly 180 beds, and home detention 57. With the existing resources home detention could add 13 more beds. Here the issue is the criteria for release and the confidence which the county has in its programs. Extending to AWP to training programs would also make it more attractive to inmates. It would be of interest to determine how many inmates refuse AWP because they cannot afford to house and feed themselves during their sentences; again the data are presently insufficient to shed light on this.

Placing cap releasees on county parole rather than on the streets would not have a direct effect, but it seems likely that judges would impose a shorter sentence if they knew that the inmate would remain under supervision upon release; this especially in view of their acknowledgment of imposing longer sentences in anticipation of the cap.

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## **6. FACILITIES EVALUATION & OPTIONS**

## 6. FACILITIES EVALUATION & OPTIONS

### INTRODUCTION

#### Overview

This chapter reviews San Joaquin County's options for addressing existing and inmate overcrowding through effective use of its facilities and Sheriff's Department staffing. The existing Men's Jail is examined in great detail in order to determine options for remodeling this facility with corresponding construction cost estimates and staffing requirements for five different scenarios. Two remodeling options are studied for the existing Women's Jail; one as a secure facility for sentenced men, and the other for an unlocked programs centered facility. Alternative methods for increasing the bed capacity of the new jail are also studied, including double bunking at various levels and new construction of all or part of a second 512-bed compound, as defined in the county's 1988 *Jail Master Plan*. Final conclusions are found in the section entitled "Findings and Recommendations." The facilities evaluation is guided by focusing on the safest, most secure and most cost effective way for the county to provide high security bed space, given extreme financial limitations.

The detention facilities that the Sheriff's Department operates are on a county-owned site located on Mathews Road in French Camp, about five miles south of downtown Stockton. The facilities reviewed for this report are: the Men's Jail, the Women's Jail and the Honor Farm which have a total State Board of Corrections rated capacity of 880-beds.<sup>1</sup> The Men's and Women's jails are Type II facilities designed to hold pretrial and sentenced inmates of all classifications. The Honor Farm program is a minimum security setting primarily used for sentenced inmates. System ADP on July 8, 1992 was 1198 inmates.

A new Type II direct supervision pretrial detention facility has just been completed and will become operational late this year. This state-of-the-art facility will have single cell capacity of 708 and a total design capacity of 748 beds with medical (40) beds included. The new jail will house all pretrial male and female inmates and inmates requiring special management. The Men's and Women's Jails' inmates and staff will be transferred to the new jail in December.

#### System Capacity

The county detention facilities have experienced extended periods of extreme overcrowding and are currently under court order to maintain a cap on the population of each facility discussed previously in this report.<sup>2</sup>

1 Includes both men's and women's honor farms. Reference to "Honor Farm" throughout this section refers to both honor farms, unless noted.

2 County self-rating, due to overcrowding, is 1303 beds.

The inmate population cap for each facility and a sample average daily population (ADP) are shown as follows.

**Table 6.1**  
**Bed Capacity In County Detention Facilities: July 1992**

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<i>Facility</i>	<i>BOC Rated Capacity</i>	<i>Court-Ordered Cap</i>	<i>ADP - 7/8/92 (inmates)</i>	<i>January '93 Capacity</i>
<b>HIGH Security Beds</b>				
Men's Jail	356	666	651	
Women's Jail	64	95	101	
<b>Total HIGH Security Beds</b>	<b>420</b>	<b>761</b>	<b>752</b>	<b>708*</b>
<b>LOW Security Beds</b>				
Men's Honor Farm	420	502	400	
Women's Honor Farm	40	40	46	
<b>Total LOW Security Beds</b>	<b>460</b>	<b>542</b>	<b>446</b>	<b>542</b>
<b>TOTAL BEDSPACE</b>	<b>880</b>	<b>1303</b>	<b>1198</b>	<b>1250</b>

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\* New jail capacity; does not include potential reuse of existing men's and women's jails.

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Figure 6.1 July 1992 System Overview

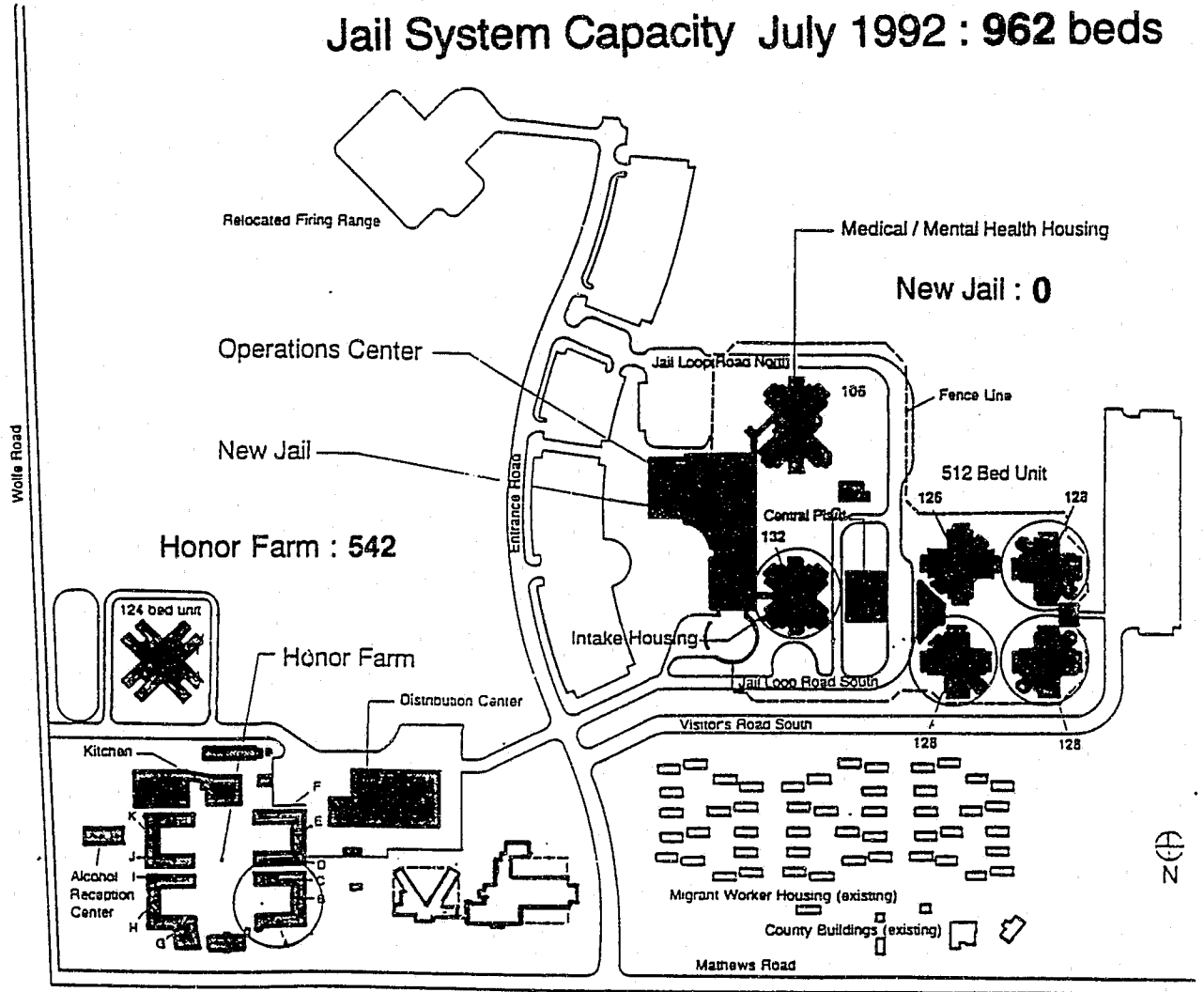
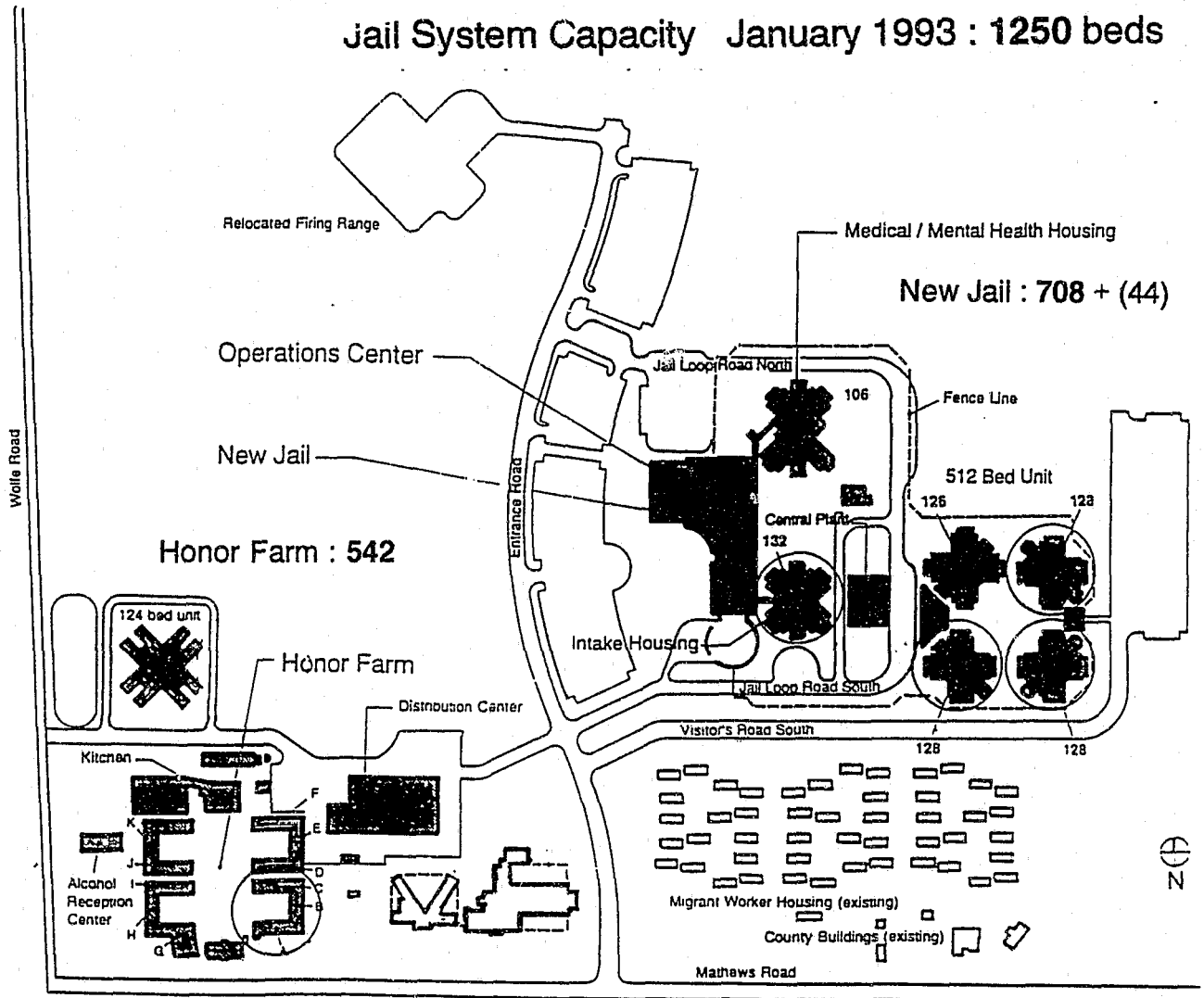


Figure 6.2 January 1993 System Overview



### County Corrections Planning History

The San Joaquin County justice system planning cycle commenced in 1983 and has culminated in a system Master Plan and the construction of a new Sheriff's Operations Center and Jail Complex (Dworsky Associates). At least six studies were prepared during this period. As part of this study the following documents were carefully reviewed:

- *Sheriff's Operations Center & Jail Complex, Implementation Program & Master Plan.* Dworsky Associates, 1988.
- *Architectural Program. New Sheriff's Headquarters and Jail Complex.* Omni Group Inc., 1987.
- *San Joaquin County, Justice Facilities Master Plan.* Omni Group Inc., in association with Nacht & Lewis Architects, 1987.
- *Jail Needs Assessment Update,* Criminal Justice Research Foundation, 1987.
- *San Joaquin County Sheriff's Headquarters Program and Master Plan Phase II - Information Gathering.* Design Partnership/Rosser White, 1986.

In 1991, a food service system study recommended replacement of the existing central kitchen due to inadequate capacity and storage.

### 1988 Master Plan

The master plan developed by Dworsky and Associates was divided into two phases: 1995 demand (Phase I) and 2006 demand (Phase II). Phase I of the 1988 Master Plan included the construction of a 1288-bed pretrial facility to replace the overcrowded, outmoded Men's and Women's Jails. The Phase I plan also called for the construction of 384 beds of sentenced housing. Phase II included the addition of 1920 beds: 768 high security beds and 1152 sentenced housing beds.

The phasing of the project was designed to create the infrastructure of the overall master plan during Phase I so that by Phase II, construction would generally be needed for housing only; ideally, Phase I completion would result in a system functionally capable of supporting total design capacity. Full funding was not available for complete Phase I construction, however, and the new pretrial jail was scaled down to 748 beds, including 106 medical/mental health beds, and no additional sentenced housing was constructed. Plans for an improved food service system required a new kitchen facility, which was not built due to funding limitations. The kitchen facility remains a high priority because the existing facility is near capacity and lacks adequate production and storage areas.

The area currently occupied by the Men's and Women's Jails was designated as the location for a new County Law and Court Complex. Substantial benefits include proximity to the new jail with an associated reduction in transport costs and security risks as well as the cost efficiency of reusing the existing site infrastructure.

## Assumptions

- The county currently has a surplus of low security bedspace in the form of the men's Honor Farm.
- The profile and classification analyses of the county's inmate population show that the county needs high security bedspace most.
- Medium and maximum classified inmates require high security housing.
- The county currently has only two extremes of housing: high and low security; intermediate or graduated degrees of security are not available.
- Cost effectiveness and long term feasibility lead the list of criteria in the county's criminal justice planning process.
- The county supports and would like to follow as much as possible the guidelines set forth in its 1988 criminal justice master plan.
- The old jail should be considered for reuse from all angles for reasons of public perception and of limited county resources.

## Definitions

### High Versus Low Security Bedspace

It is important to note the difference between high security bedspace and low security bedspace. High security bedspace houses medium and maximum security inmates in facilities with maximum security perimeters to prevent escape. Maximum security inmates are typically housed in single cells and require close staff supervision and are generally restricted to their housing units.

In contrast, low security bedspace is often dormitory housing where inmates have relative freedom of movement in activities such as dining or visiting. The Honor Farm is a good example of a low security detention facility. Further, it is crucial to note that these housing types are not interchangeable, i.e., medium and maximum security inmates must be kept in high security settings.

### Evaluation Contexts

Consultants evaluated the correctional facilities in two contexts: physical condition and operations as well as system role. Physical condition focuses on the nature and condition of individual facilities relative to standards, remodeling potential and cost. Major issues which form this broad area are correctional standards, fire and life safety, maintenance, Americans with Disability Act (ADA), and other conditions.

The second context attempts to assess the contribution, impact and role of individual facilities as elements of a *system*. To what degree does each facility foster the efficiency and management of the county's facility system as a whole? Although this context produces less tangible results, the cost implications of maintaining facilities as integrated parts of a system are great. The county has made a major investment in its new generation jail from the 1988 Master Plan; evaluation of existing, older facilities (Men's and Women's Jails) must consider economies of scale, operational congruence and staffing efficiency inherent in the new jail.



## **Methodology**

The study utilized several methods of analysis and research, summarized as follows:

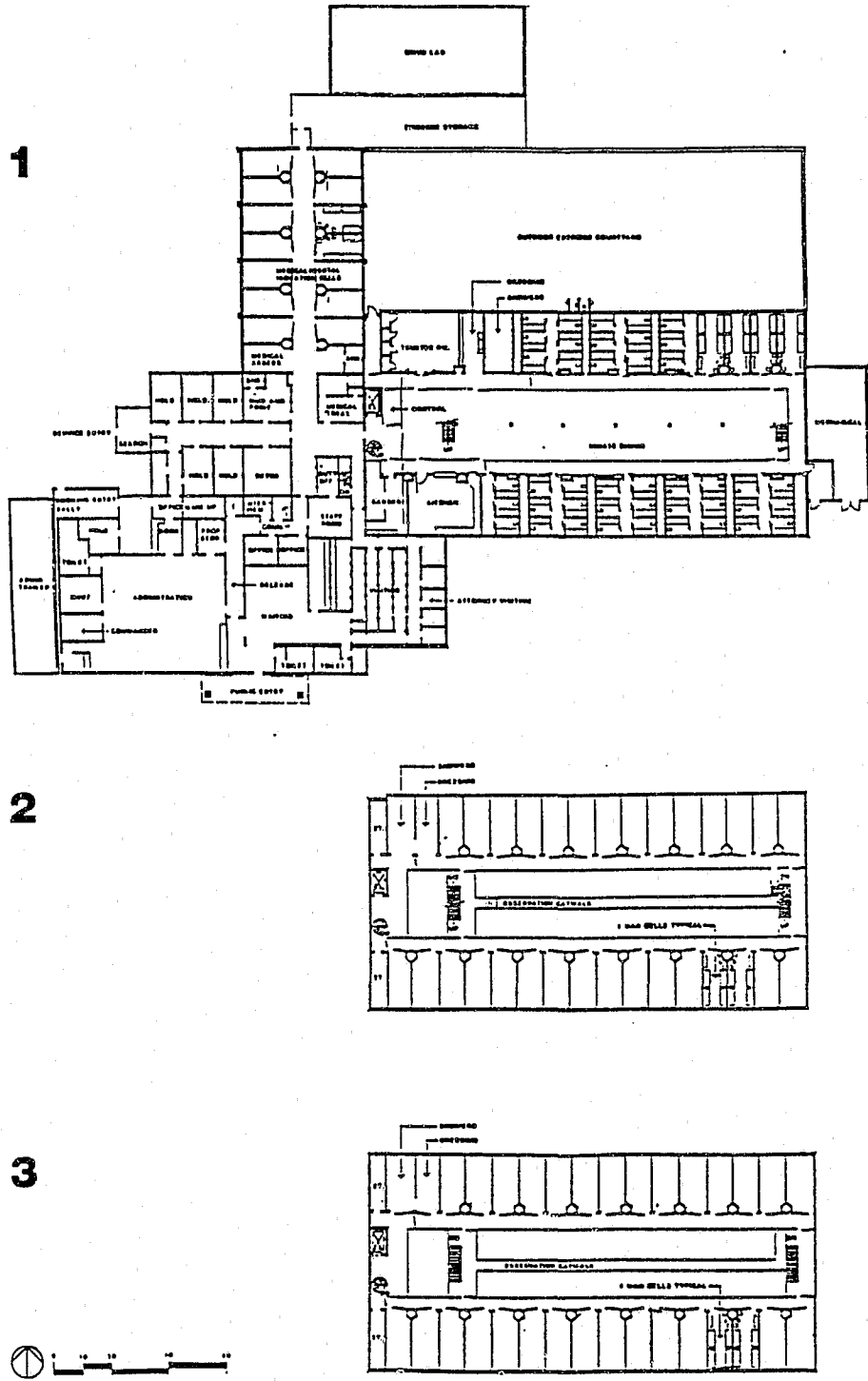
- Site walk-throughs of all facilities including the new jail;
- Plan analysis of all facilities including the new jail;
- Review of previous studies;
- Review of Board of Corrections (BOC) and Fire Inspection Reports;
- Review of asbestos study;
- Meeting with BOC staff in Sacramento;
- Meeting with State Fire Marshal staff in Sacramento;
- Code Reviews: UBC, NFPA, CAC Titles 15 and 24, etc.;
- Extensive discussions on operations and staffing with Sheriff's Department Transition Team Members;
- Extensive discussions on building conditions with Larry Young, Superintendent of Government Buildings, San Joaquin County.

## **MEN'S JAIL FACILITY EVALUATION**

The Men's Jail is a Type II facility which currently houses all pretrial and high security sentenced male inmates. The maximum security wing was constructed in 1959, and the Receiving Jail, which contains a one-story L-shaped structure, contains intake and receiving housing, medical, administration, and visiting. The maximum security wing is a three-story open-tier cell block. The ground floor includes 42 inside single cells, multiple occupancy cells, a dining area and a kitchen. The building has a rated capacity, under 1963 standards, of 356; the current court-ordered cap is 666 and the ADP for July 8, 1992 was 651 male inmates.

The inmate population is scheduled for transfer to the new jail in December, 1992. The 1988 Implementation Program & Master Plan calls for demolition of this building to make use of this site as the location for the County Law and Courts Complex.

Figure 6.3



## Description and Evaluation

The facility is extremely small for the number of inmates housed at its current ADP of 651 or at its rated capacity of 356 beds. The building is 45,000 gross square feet in area, and at its rated capacity of 356 provides only 126 sf/inmate while in contrast, comparable new pretrial facilities provide 400 - 500 sf/inmate. The facility has numerous serious deficiencies which are summarized below. For a detailed study of these conditions, refer to *Phase 2: Information Gathering, San Joaquin County Sheriff's Department Program and Master Plan Project* (Design Partnership/Rosser White, 1986).

### Fire & Life Safety

- Fire code does not permit atrium design in detention occupancies (Maximum Wing).
- Fire code does not permit open stairs in detention occupancies.
- Inadequate fire exiting.
- Inadequate sprinkler system.
- Inadequate smoke or fire detection equipment.
- Detoxification cell padding does not meet fire code.
- Inadequate safe refuge areas for emergency egress.

### Management & Operations

- Cell configuration does not permit use of modern classification system and housing assignment.
- Inadequate numbers of single cells; existing single cells too small 42-45 sf vs. 70 sf standard.
- Existing multipurpose cells are too small: 30 sf/inmate vs. 50 sf/inmate standard.
- Multiple occupancy cells are not permitted under current standards.

### Security

- Extreme total overcrowding even at rated capacity (356).
- Poor configuration resulting in poor sightlines and major inmate movement.
- Inoperable and/or unreliable locking systems.
- Perimeter security inadequate at public edges: sallyport needed for visiting; sallyport upgrade needed for lobby.

### Standards

- Housing areas overcrowded, too small.
- Inadequate area for dining.
- No dayroom space available for inmates; dayroom area for 100-110 inmates.
- Lack of program space.
- No natural light.
- Inadequate heating, cooling and ventilation.

## MEN'S JAIL REMODELING OPTIONS

Remodeling the old Men's Jail might have the potential of providing needed bed space while taking advantage of the existing structure. After an evaluation of the old jail, Consultants developed a number of scenarios that addresses the old jail's deficiencies and provide some space for future inmate populations. Each remodeling scenario is described in terms of general **scope, staffing, capacity, cost** and, finally, its **impact** in meeting the county's needs weighed against any continuing problems of using the old building.

Detailed presentation of these scenarios appears in the appendix to this report.

### Remodeling Issues

The existing facility analysis develops alternatives for potential reuse and remodeling for the Men's and Women's Jails. Discussion of each reuse scenario is organized into the following areas:

<i>Scope</i>	The scope outlines the nature of renovation and remodeling.
<i>Capacity</i>	Capacity lists the number of beds that each alternative would yield.
<i>Cost</i>	Estimates are provided to show project costs, which include all direct and indirect construction costs, inspections, and tests and fees.
<i>Staffing</i>	Estimates were developed for each scenario to estimate relative operating expenses using the staffing plan to be implemented at the new jail. Support staff estimates are included.
<i>Impacts</i>	The alternative scenarios are evaluated in terms of system wide policies and operations, such as direct supervision management.

**Scenario A:**

**Minimum Fire & Life Safety Upgrades**

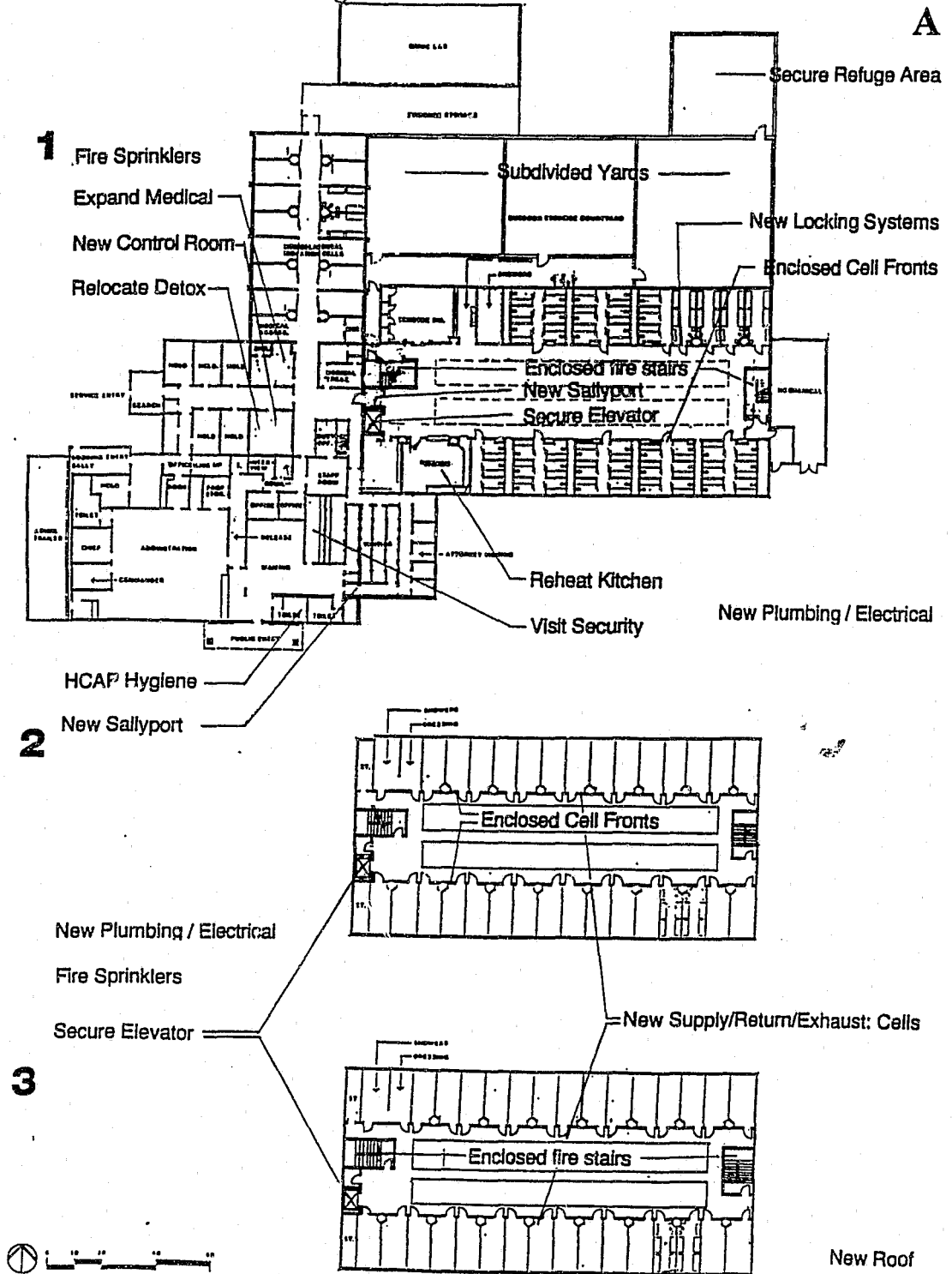
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<i>Scope</i>	Scenario A would be an upgrading of the old jail to meet only fire and life safety codes and provide maintenance upgrades. It would provide high security bedspace in the form of multiple occupancy cells. There would be no direct supervision. The recreation yard would be subdivided. The building would serve as an overflow unit to the new jail and be managed and operated much as it is currently. Categories of remodeling are fire and life safety, maintenance, security, and Americans with Disabilities Act (ADA) improvements.
<i>Capacity</i>	Without upgrading to 1990 standards but complying with 1963 BOC standards a rating capacity of <b>356 beds</b> is assumed.
<i>Cost</i>	Project cost (includes A/E, tests/inspections, management fees): <b>\$ 9,531,033</b>
<i>Staffing</i>	The staffing estimate for a four-week period with 12-hour shifts results in an estimated total staff of at least <b>72 positions</b> : 58 core positions, 14 support positions. <sup>1</sup>
<i>Impacts</i>	While the facility would be technically legal to operate, major fire and life safety problems remain making the county extremely vulnerable to litigation. This option would be substandard in terms of crucial correctional facility standards including a lack of dayroom/program areas and crowded cell conditions. The high cost of developing this option does not compare favorably with the limited number of beds it provides; additionally, costs of staffing an inefficient building that would have to duplicate services provided at the new jail raise the long-term costs overwhelmingly.

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<sup>1</sup> Staffing estimates do not include leave relief which the Sheriff's Department has determined would be 4.8 for each fixed POST position.

Figure 6.4



San Joaquin County Jail Population Study Existing Facilities Analysis

Figure 6.5

Scenario A Summary

Rated Capacity : 356 beds

Fire & Life Safety

- Automatic sprinkler
- Smoke & fire detection system
- Manual fire alarm
- Two enclosed fire exits: Max. Wing
- 1 hr wall: enclose cell fronts: Max Wing
- New locking system: Max wing
- Control room redesign/relocation
- Replace detox cell padding
- Outdoor safe refuge areas: north & south
- Remove trailers: south yard

Security

- New control room
- Security elevators: Max Wing
- New sallyports:  
Max Wing, lobby, visiting
- Install secure ceiling/glazing: visiting
- Cameras, Intercom, PA
- Subdivide recreation yard, extend catwalk

Maintenance & Systems

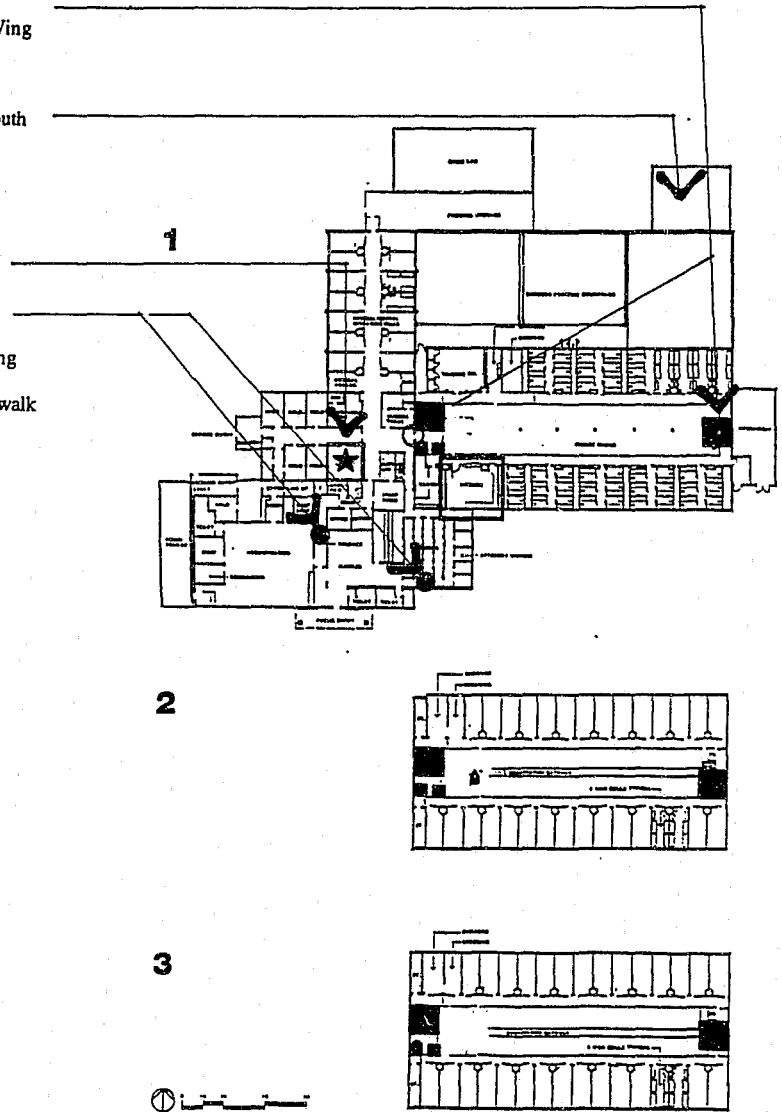
- New roof / insulation
- New supply/return ducts: Max Wing
- Cell exhaust duct work: Max Wing
- Replace cell plumbing fixtures
- Replace housing plumbing lines
- Replace electrical wiring/panels
- Replace security light fixtures
- Reinstall AC precoolers
- Resize gas lines
- New HVAC: intake/administration
- Asbestos removal allowance
- Regrade: vehicle drop off (drainage)

ADA Additions

- HCAP toilets/showers/sinks: inmates
- HCAP Hygiene: Staff & Public

Other

- Install reheat kitchen
- Expand existing medical





**Scenario B:**

**1990 Standards**

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*Scope*

Scenario B takes the same approach as Scenario A in meeting the most critical fire and life safety, maintenance and security improvements, but adds minimum improvements for 1990 Board of Corrections standards versus 1963 standards. This scenario attempts to improve dayroom space and mitigate extreme overcrowding in cells. Non-conforming multiple occupancy cells would be converted into dormitories. The facility would have direct supervision and serve the same functions as described for Scenario A.

*Capacity*

Upgrading to 1990 standards instead of complying with looser 1963 BOC standards reduces bed capacity from 356 to **230 beds**. Strict adherence to the 1990 standards--nonuse of substandard single cells--would further reduce capacity to 188 beds.

*Cost*

Project cost (includes A/E, tests/inspections, management fees): **\$ 10,698,667**

*Staffing*

The staffing estimate for a four-week period with 12-hour shifts results in an estimated total staff of at least **73 positions**: 58 core positions, 15 support positions.

*Impacts*

Building configuration is inefficient and substandard for staff, housing units would be unusually large posing potential inmate management problems to staff, and the cost for making these changes would be more expensive than equivalent new construction.

Figure 6.6

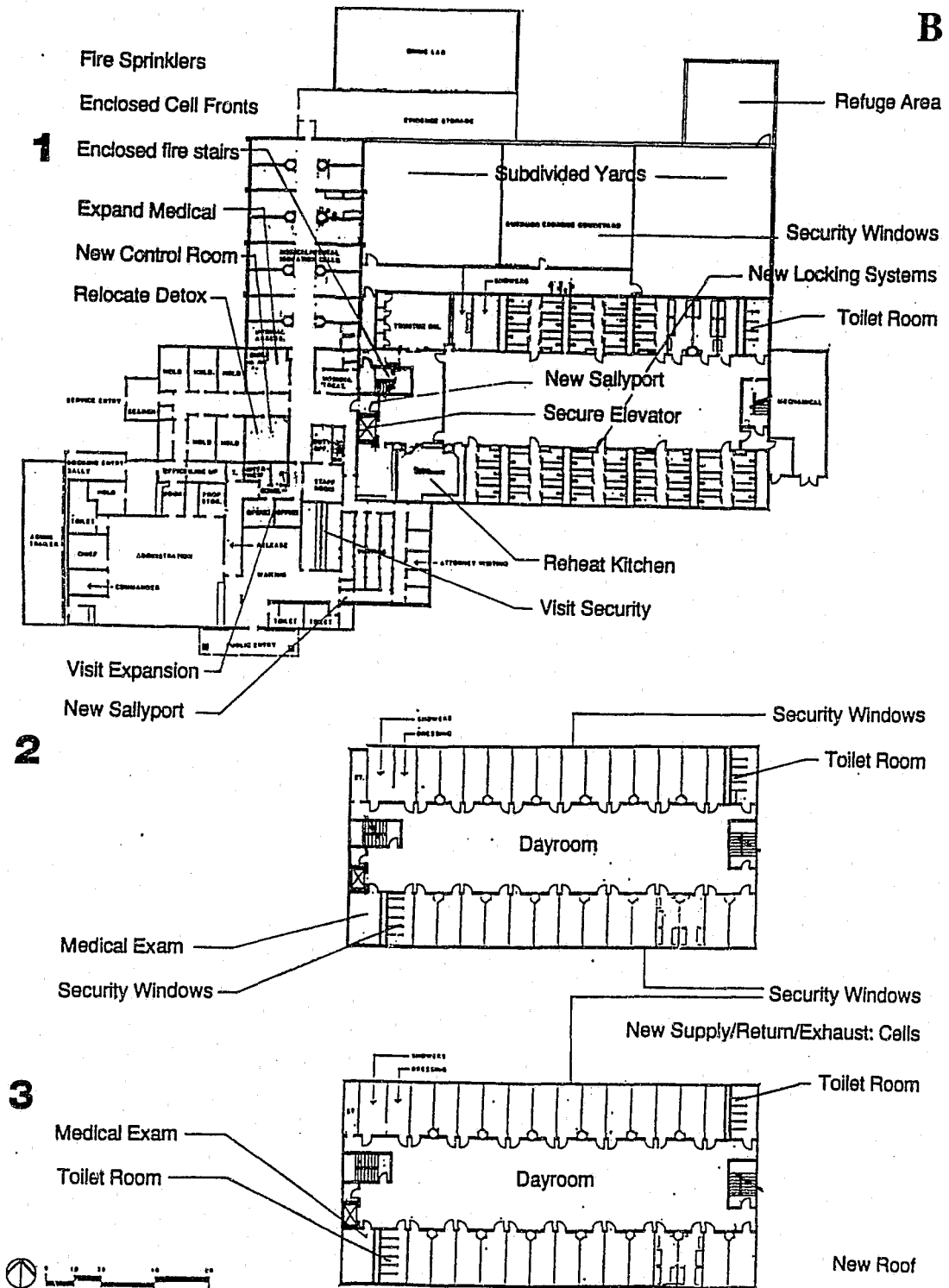


Figure 6.7

Scenario B Summary

Rated Capacity : 230 beds

Fire & Life Safety

- Automatic sprinkler
- Smoke & fire detection system
- Manual fire alarm
- Two enclosed fire exits: Max. Wing
- 1 hr wall: enclose cell fronts: Max Wing
- New locking system: Max wing
- Replace detox cell padding
- Outdoor safe refuge areas: north & south
- Control room redesign/relocation
- Remove trailers: south yard

Security

- New control room
- Security elevator: Max Wing
- New sallyports:
- Max Wing, lobby, visiting
- Install secure ceiling/glazing: visiting
- Cameras, Intercom, PA
- Subdivide recreation yard, extend catwalk

Standards

- Reduce cell capacity from 8 to 3 beds: Max Wing
- Reduce cell capacity from 8 to 2 beds: Receiving
- Convert M.O. Cells to dorm rooms
- Construct floors on levels 2&3: Max Wing
- Install security windows in cells/dayroom
- Construct new toilet rooms: housing areas
- Medical exam rooms: Max Wing
- Remodel 4 cells for dayrooms: Receiving Wing
- Remodel some intake cells for programs
- Expand visiting: administration/lobby remodel
- Add staff work station/toilets: 3 levels Max Wing

Maintenance & Systems

- New roof / insulation
- New supply/return ducts: Max Wing
- Cell exhaust ductwork: Max Wing
- Remove cell plumbing/fixtures
- Replace housing plumbing lines
- Replace electrical wiring/panels
- Replace security light fixtures
- Reinstall AC precoolers
- Resize gas lines
- New HVAC: intake/administration
- Asbestos removal allowance
- Regrade vehicle drop off (drainage)

ADA additions

- HCAP toilets/showers/sinks: inmates
- HCAP Hygiene: Staff & Public

Other

- Install reheat kitchen
- Expand existing medical
- Seismic upgrade at roof
- Add staff muster/break: admin. remodel

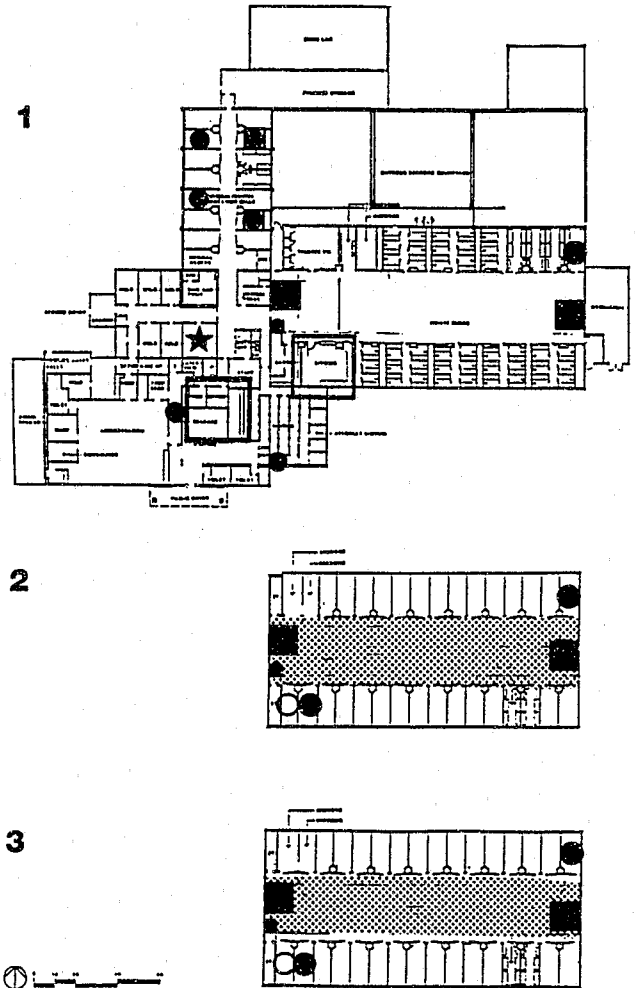


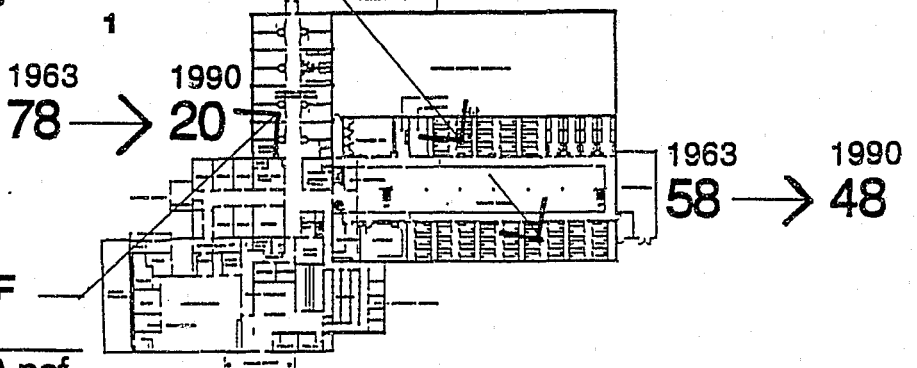
Figure 6.8

Men's Jail

Housing Capacity

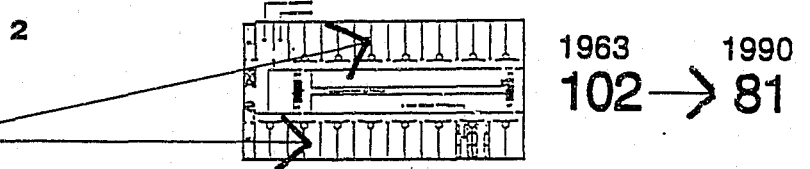
230 Beds

Cell area: 42 NSF  
BOC Regulations  
 Single Cells 70 nsf  
 Dayroom 35 nsf  
 Capacity : 0 beds

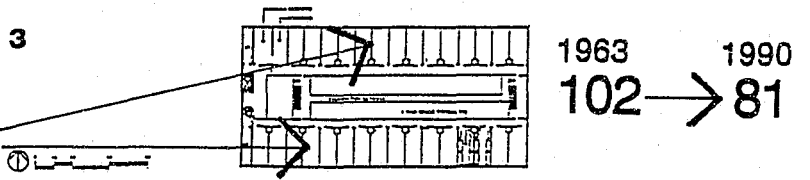


Cell area: 149 NSF  
BOC Regulations  
 Dormitory beds 50 nsf  
 Dayroom 35 nsf  
 Capacity : 2 beds

Cell area: 178 NSF  
BOC Regulations  
 Dormitory beds 50 nsf  
 Dayroom 35 nsf  
 Capacity : 3 beds



Cell area: 178 NSF  
BOC Regulations  
 Dormitory beds 50 nsf  
 Dayroom 35 nsf  
 Capacity : 3 beds



**Scenario C:**

**Unlocked Facility**

---

*Scope*

Scenario C would transform the old jail into an unlocked, direct supervision facility that would be classified as a Type IV facility under CAC Title 15, Section 1006(kk). The building could then be used as housing for low security inmates or for programs. One example would be to use this type of facility as a drunk drivers jail. Most Scenario A fire and life safety upgrades would also be made to bring the building up to code.

*Capacity*

Using 1990 BOC standards, the building would have a rated capacity of **188-230 beds**. The larger figure represents the continued use of 42 nonconforming single cells.

*Cost*

Project Cost (includes A/E, tests/inspections, management fees): **\$ 7,386,258.**

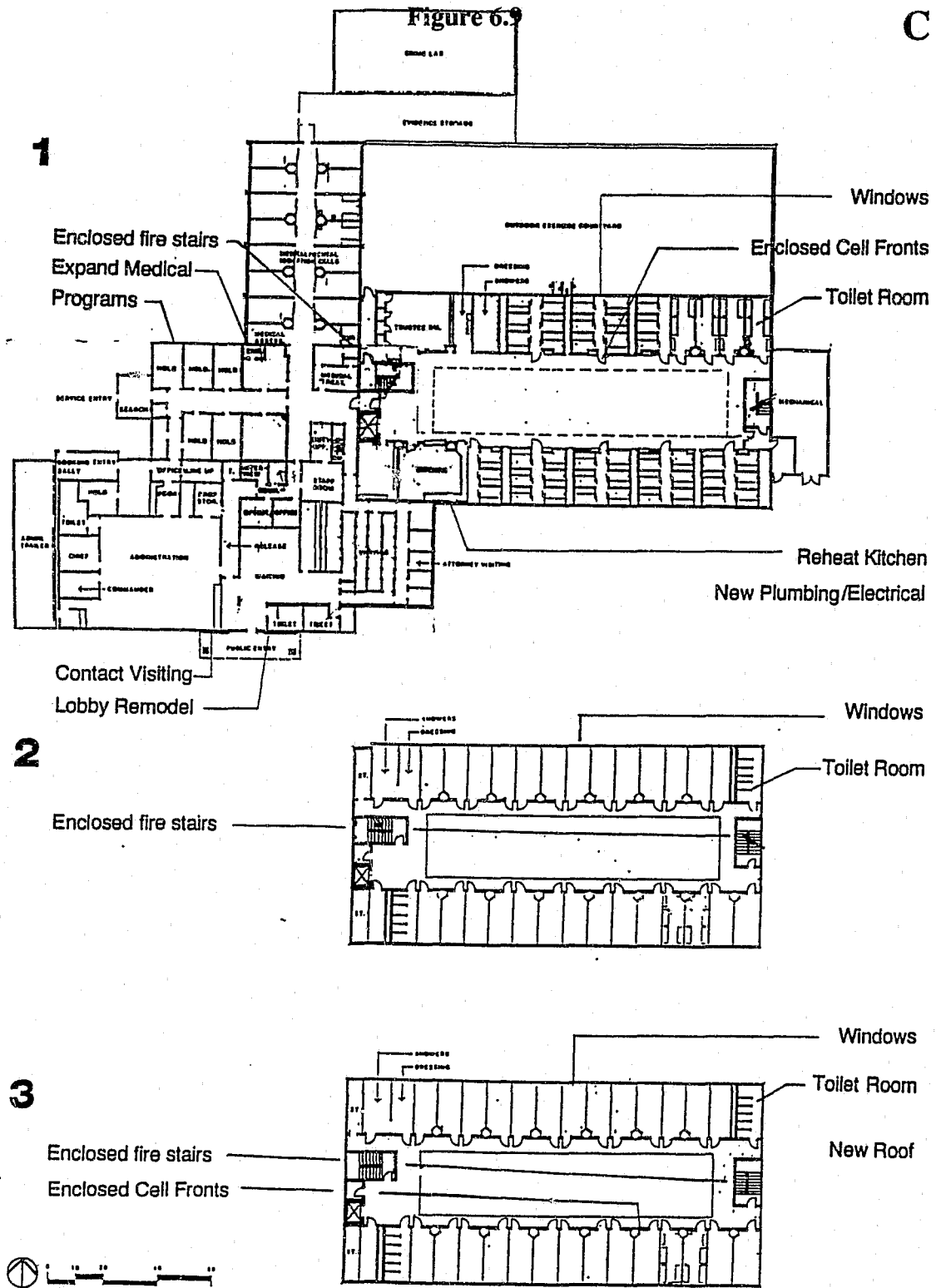
*Staffing*

The staffing estimate for a four-week period with 12-hour shifts results in an estimated total staff of at least **41** positions: 32 core positions, 9 support positions.

*Impacts*

This option would not add secure bedspace to the system since it would only be suitable for minimum security inmates. This option would be one of the cheapest ways to remodel the old jail. It would still possess an inefficient layout that makes supervision difficult. This model is significantly less efficient to operate than the analogous 124-bed facility that the county recently opened.

C



San Joaquin County Jail Population Study **Existing Facilities Analysis**

Figure 6.10

### Scenario C Summary

Rated Capacity : 230 beds

#### Fire & Life Safety

- Automatic sprinkler
- Smoke & fire detection system
- Manual fire alarm
- Two enclosed fire exits: Max. Wing
- 1 hr wall: enclose cell fronts: Max Wing
- Remove detox cell padding
- Remove/disable cell locking systems

#### Security

- New Elevator: Max Wing
- Cameras, Intercom, PA
- Central fire/security alarms

#### Standards

- Reduce cell capacity from 8 to 3 beds: Max Wing
- Reduce cell capacity from 8 to 2 beds: Receiving
- Convert M.O. Cells to dorm rooms
- Install commercial windows in cells/dayroom
- Construct new toilet rooms: housing areas
- Remodel 4 cells for dayrooms:
- Receiving Wing
- Remodel intake cells for programs
- Add contact visiting: administration/lobby remodel

#### Maintenance & Systems

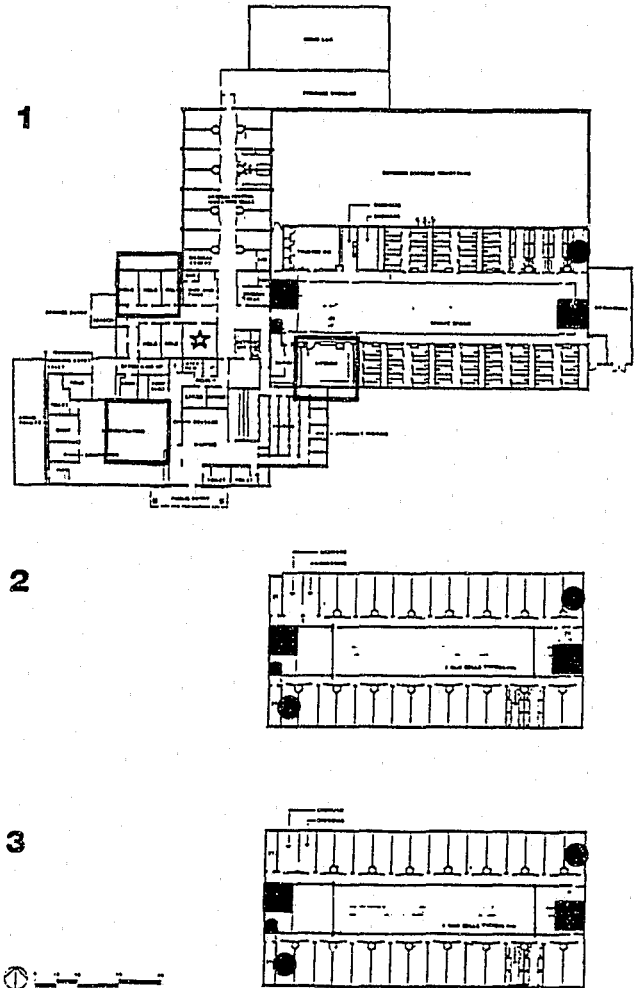
- New roof / insulation
- New supply/return ducts: Max Wing
- Cell exhaust duct work: Max Wing
- Remove cell plumbing/fixtures
- Replace housing plumbing lines
- Replace electrical wiring/panels
- Replace security light fixtures
- Reinstall AC precoolers
- Resize gas lines
- New HVAC: intake/administration
- Asbestos removal allowance
- Regrade vehicle drop off (drainage)

#### ADA Additions

- HCAP toilets/showers/sinks: inmates
- HCAP Hygiene: Staff & Public

#### Other

- Install reheat kitchen
- Expand existing medical
- Seismic upgrade at roof
- Add staff muster/break admin. remodel



**Scenario D:**

**One-Floor Locked Housing**

*Scope*

Scenario D would be a minimum level remodel project that uses only the first floor of the old jail for housing in an attempt to avoid the severe fire and life safety problems that using the entire, three floor "atria" style structure would create. Otherwise all changes are similar to Scenario A but using current 1990 standards. This would not be a direct supervision facility

*Capacity*

Assuming 1990 standards, rated capacity would be reduced from 356 beds to **74 - 76 beds**.

*Cost*

Project cost (includes A/E, tests/inspections, management fees): **\$ 5,666,392**

*Staffing*

The staffing estimate for a four-week period with 12-hour shifts results in an estimated total staff of at least **52** positions: 40 core positions, 11.3 support positions.

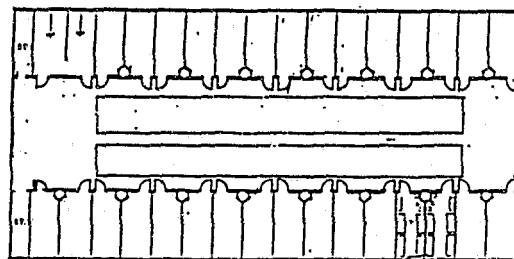
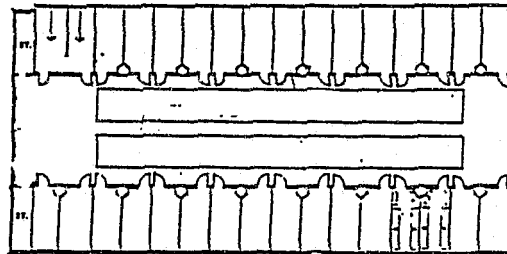
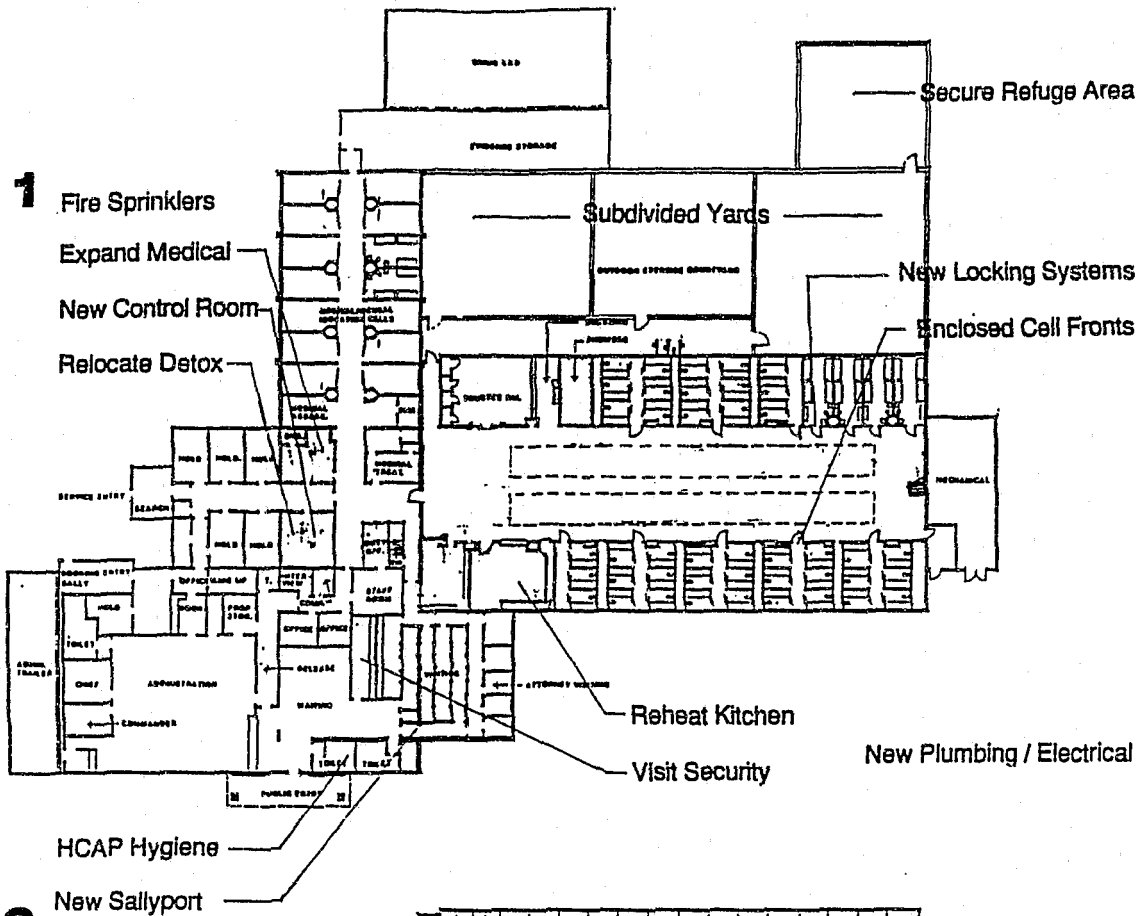
*Impacts*

Use of one floor of housing results in extreme staff inefficiency. Staff to inmate ratio is 1:1.5 while typical pretrial staff to inmate ratio ranges from 1:3 to 1:5. Fire and life safety changes such as enclosing cell fronts would increase supervision problems. The atria classification of the structure would still apply continuing to threaten the county with liability potential. Finally, there are still problems due to the inefficiency of the building's layout and substandard space for staff.



Figure 6.11

D



New Roof

**Scenario E:**

**One-Floor Unlocked Housing**

---

*Scope*

Scenario E is essentially a one-floor variation of Scenario C. It could be used as a program facility or as low security housing. Administration and operation of the building and program could be run by an agency other than the Sheriff's Department.

*Capacity*

Assuming 1990 standards, rated capacity would be reduced from 356 beds to **74 - 76 beds**.

*Cost*

Project cost (includes A/E, tests/inspections, management fees): **\$ 4,129,414.**

*Staffing*

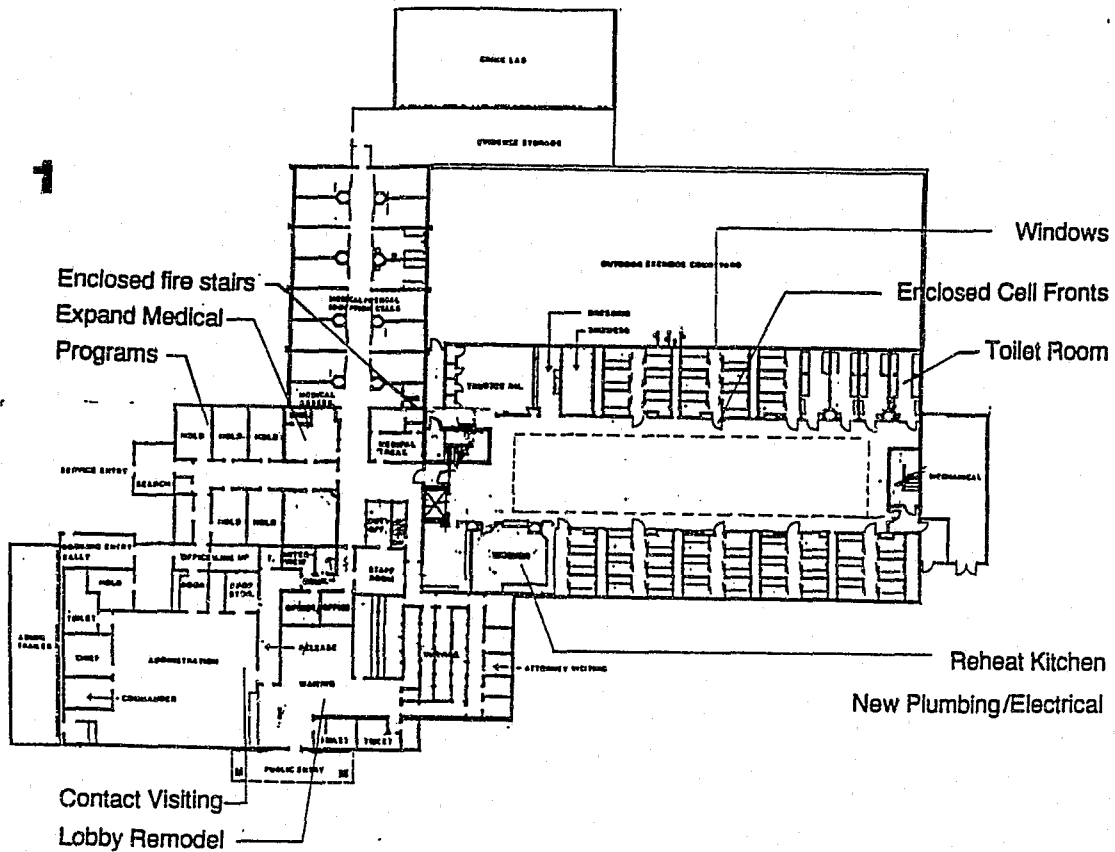
The staffing estimate for a four-week period with 12-hour shifts results in an estimated total staff of at least **35** positions: 24 core positions, 10 support positions.

*Impacts*

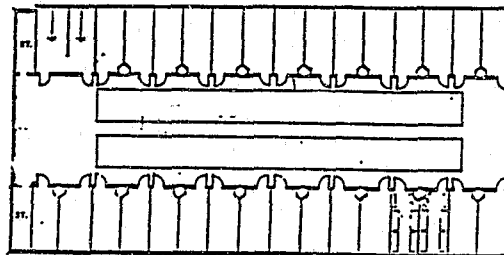
The problems with Scenario C, continued fire and life safety problems, poor building configuration would still apply, although only the building's first floor would be used. This type of space would not meet the county's identified need for general population high security beds and is an inefficient means of providing low security space despite the fact that it would be the least costly method of upgrading the old men's jail and preserving use of all floors. Comparable new construction would be cheaper, better designed and faster to implement.

Figure 6.12

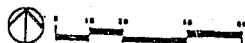
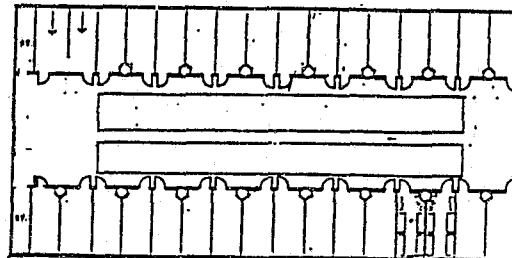
E



2



3



New Roof

## WOMEN'S JAIL FACILITY EVALUATION

The Women's Jail currently houses pretrial and sentenced female inmates. The one-story reinforced concrete structure was built in 1955 and has a BOC rated capacity of 64, under 1963 standards. The court-ordered population cap has set capacity at 99.

The Women's Jail has 11,600 gross square feet of area and four discrete functional elements:

1. Administration core with intake, staff work area, visiting, and public lobby.
2. Maximum Security (one wing) with inside cells.
3. Minimum Security (two wings) with dormitory housing, dayroom and support.
4. Facility support with dining and food service.

An outdoor recreation yard is located on the north side of the building.

The inmate population is scheduled for transfer to the new jail in December. The 1988 Implementation Program & Masterplan calls for demolition of this building to make use of this site as the location for the County Law and Courts Complex.

### Description and Evaluation

#### Fire & Life Safety

- No smoke purge system.
- No sprinkler system.
- No safe refuge area for emergency egress (maximum wing).
- Inadequate safe refuge area for dormitory inmates (minimum 50' from building walls).
- Inadequate fire egress from main corridor.

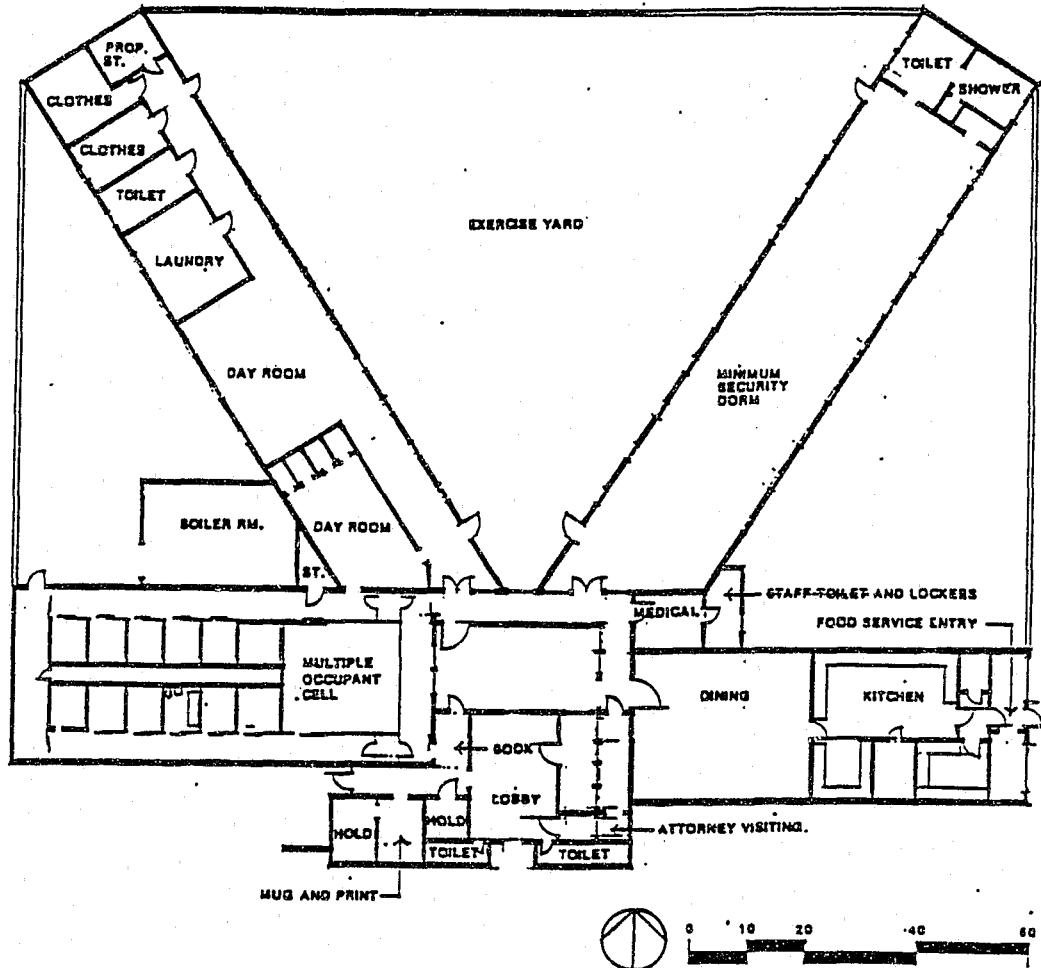
#### Security and Operations

- The facility is continuously overcrowded.
- No sallyport between booking and public lobby.
- Single cells inadequate in number and size. Classification not possible.
- Linear housing design limits visual supervision.
- Numerous blind spots throughout the building.
- Remote hygiene areas in dormitory hinder supervision.

**Standards**

- Single cells: inadequate in size (45 sf/inmate vs. 70 sf/inmate standard) and number.
- Intake area lacks detoxification and safety cells; holding cell inadequate.
- Maximum wing inmates have inadequate dayroom area.
- No daylight in maximum housing.
- Inadequate shower and sink facilities.
- Dormitory has more than 50 inmates.
- Inadequate visiting facilities and a general lack of program space.
- Medical too small.
- Lobby undersized.

Figure 6.13

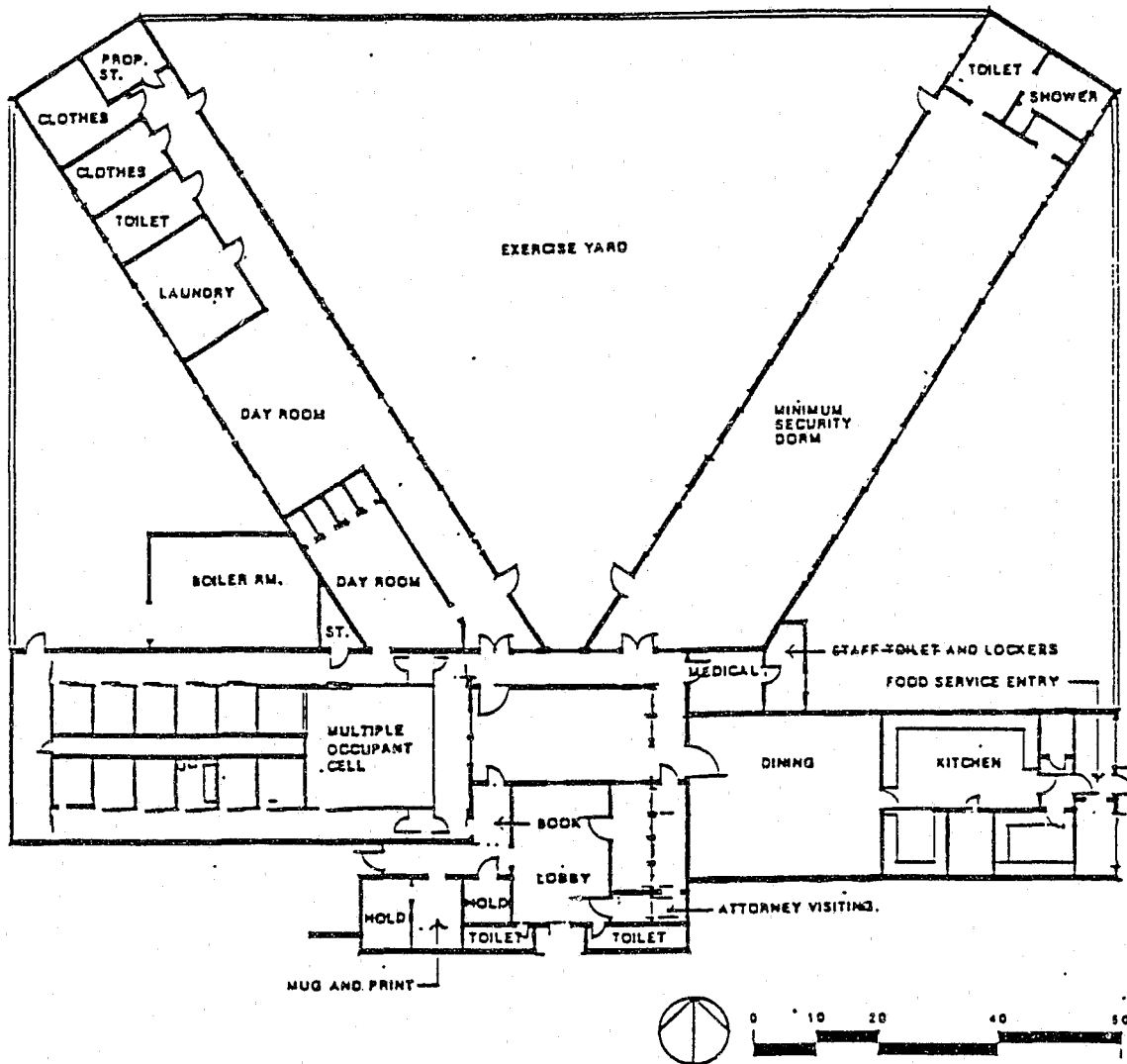


1. Linear housing: Blind Spots
2. Single cells inadequate in number / size
3. No sallyport :booking / public lobby.
4. No sprinkler system / smoke purge system.
5. Emergency egress poor:corridor/ safe refuge
6. Intake lacks detoxification / safety cells  
Holding cell inadequate.
7. Inadequate dayroom / program space

## WOMEN'S JAIL REMODELING OPTIONS

A review of the building configuration, size and condition of the building systems suggests two possible future uses. Scenario A would be to remodel the building for use as a men's sentenced medium security facility where this building becomes part of the Honor Farm. Scenario B would be to remodel the building as a facility which might be for a drug treatment program or program centered operation. Scenario B could be operated by an agency other than the Sheriff's Department.

Figure 6.14



**Women's Jail Scenario A:**

**Sentenced Men's Facility**

---

*Scope*

Since the facility was designed and constructed as a secure operation, this scenario would use these features to develop the building into sentenced housing for male inmates. This would provide additional high security housing thus freeing up needed space in the new jail. Fire and life safety, maintenance, and standards improvements would be made to convert it into dormitory style housing.

*Capacity*

With above changes, beds would be reduced from the current 65 to **55 - 60 beds**.

*Cost*

Project cost (includes A/E, tests/inspections, management fees): **\$ 1,385,843.**

*Staffing*

The staffing estimate for a four-week period with 12-hour shifts results in an estimated total staff of at least **16 - 18** positions.

*Impacts*

Not staff efficient when compared with increasing capacity in the new jail. Duplication of staff: supervision, food service, transport, visiting. Dayroom space would be minimal. Dormitory space for 20 - 24 inmates would be created. Least cost option compared with one-floor housing conversion of the old men's jail.



**Scenario B:**

**Unlocked Program Facility**

*Scope*

This scenario would involve the remodeling of the building as in Scenario C for the old Men's Jail in order to run programs such as residential drug treatment. It could be operated by the Sheriff's Department or some other agency.

*Capacity*

An unlocked facility would result in approximately 55 - 65 beds. However, depending on a potential program need for special space such as classrooms, bedspace would be around 50 - 55.

*Cost*

Project cost (includes A/E, tests/inspections, management fees): **\$ 879,666**

*Staffing*

The staffing estimate for a four-week period with 12-hour shifts results in an estimated total staff of less than 16 positions. Staff size would be dependent on the type of program provided.

*Impacts*

Using the Women's Jail as an unlocked facility would be the most efficient use of the jail if it had to be used at all. However, the number of beds created compared with the approximate number of staff required to supervise and run the facility still make this a relatively inefficient facility. Operation by a community agency with different requirements could conceivably permit reasonable staff efficiency.

## NEW JAIL OPTIONS - DOUBLE BUNKING

National jail standards, as reflected in the American Correctional Association's Minimum Standards for Local Adult Detention Facilities and state standards as embodied in the Board of Corrections Minimum Jail Standards have traditionally strongly supported single cell occupancy in pretrial settings. Single cell housing units provide the greatest degree of security and control for the staff while also giving inmates some degree of privacy and "defensible space."

Consultants must note strong support for single cell occupancy in pretrial facilities for medium and maximum security inmates. In terms of current detention facility practice single cells provide the greatest management flexibility, security and safety. The single cell occupancy standard is one of the most central standards in jail planning and has contributed to a vast improvement in conditions in many jurisdictions. Consultants' preferred approach to managing demand for bedspace is to maximize alternatives to incarceration and to construct additional single cell bedspace in accord with the county's 1988 Master Plan. However, given the immediate need for more high security bedspace and the lack of county funds to support new construction, double bunking portions of the new jail must be evaluated as a viable interim option to new construction.

Given the extreme jail overcrowding afflicting all California counties, in spite of an aggressive program of new construction, in 1990 the Board of Corrections modified its Minimum Jail Standards to permit some double bunking in pretrial facilities. Title 15 includes three methods for determining the permissible levels of double bunking. The first method allows double occupancy to a level where 33 percent of the system capacity will be set aside for single occupancy use. The second method is solely a function of available pretrial housing and requires that 60 percent of the pretrial population be housed in single cells. The third method conceptually permits higher levels of double bunking through the development of a "Pilot Project," in a manner similar to a BOC variance.

The BOC estimated **rated capacity** of the new jail as a single cell facility is 708 beds, while the **design capacity**, or actual number of beds is 748. Rated capacity is defined as the total number of beds which can be used regularly to house inmates. The design capacity includes medical housing, which cannot be counted as part of rated capacity since it is used as temporary housing, i.e., inmates cannot be permanently assigned to that unit.

The distribution of housing is shown in the table below:

**Table 6.2**  
**New Jail Rated Capacity - Single Occupancy**

<i>Housing Type</i>	<i>Units</i>	<i>Original Capacity</i>	<i>Configuration</i>
Intake	2	132	1 building/2 housing units
Segregation	2	126	1 building/2 housing units
General Population	6	384	3 buildings @ 128 per building
Mental Health	1	66	1 building/2 housing units
Medical	1	(40)	
<b>Total</b>			<b>708</b>

Double bunking would be possible in the general population housing and in the intake units. Segregation and mental health housing require single occupancy settings.

Several double bunking options are possible, and reflect approaches in other jurisdictions. For example, the West County Justice Center (WCJC) in Contra Costa County, which uses a similar housing unit design, is designed to accommodate 100 percent double bunking in all of its general population housing. Under current regulations it would be necessary for the county to apply for "Pilot Project" status or a BOC variance with these approaches. A more graduated approach would be to start double bunking using the BOC method of double bunking to 33 percent of single cell capacity. It is important to note that these are general estimates only. The Sheriff's Department must determine acceptable levels and the mix of double and single cells for each building, after a period of operating this new facility.

**DOUBLE BUNKING OPTION 1:  
33 PERCENT OF SINGLE CELL CAPACITY**

The table below summarizes increases by housing unit.

**Table 6.3 Rated Capacity  
Double Bunk to Allow 33 Percent of System Capacity in Single Cells**

<i>Housing Type</i>	<i>Units</i>	<i>Original Capacity</i>	<i>Increase</i>	<i>Total</i>
Intake	2	132	32	164
Segregation	2	126	0	126
General Population	6	384*	195	579**
Mental Health	1	66	0	66
Medical	1	(40)	0	0
<b>Total New Jail</b>	NA	708	227	<b>935</b>
<b>Total Honor Farm</b>				<b>542</b>
<b>TOTAL System</b>				<b>1447</b>

Notes:

\* Three buildings @ 128 beds per building.

\*\* 65 beds added per building.

*Scope*

Double bunking the new jail using this method would increase the new jail's rated capacity by 227 beds from 708 to 935 beds. With this option a total of 32 beds would be added to the Intake Housing building (16 beds per unit or 32 beds for one of the two units). Sixty five beds would be added to each of the three general population housing buildings which contain two housing units apiece. Double bunking in general population units would total 195 beds. With these increases the new jail would have 481 single cells.

*Cost*

The major facilities costs would be the addition of beds to intake and general population housing units. Other cost increases might be incurred for transport vehicles and food service items, e.g. trays, cooking equipment. The degree to which the infrastructure (e.g., sewer, water, HVAC) was designed to accommodate these increases is unknown.

Estimated construction cost is \$100 - 150,000.

*Staffing*

The Sheriff's Department's current staff plan calls for one staff officer for each 64-cell general population unit. The operating policy calls for adding one staff to these units when the population exceeds 64 inmates in general.<sup>1</sup> Additional staff would be required for increased escort and leave relief. Some additional supervisory and clerical support may be necessary.

With a double bunking program the estimated staff increase would be about 40 - 42 positions. If needed, extra clerical and supervision staff would add four to six positions. Also, decisions to concentrate double bunking within some general population units, while leaving others as single cell units, would potentially reduce the total number of additional staff required.

Estimated additional direct supervision staffing for a 28-day period staff, with double bunking, would be:

	<i>Day</i>	<i>Night</i>	<i>Total</i>
Intake Housing	4	4	8
GP Housing	12	12	24
Escort/Utility Dep	2	2	4
Unit Relief	2 - 3	2 - 3	4 - 6
<b>Total</b>	<b>20-21</b>	<b>20-21</b>	<b>40-42</b>

<sup>1</sup> Based on observation of other counties who have double bunked jails, this staff increase seems high. The Sheriff's Department will have to determine the best mix of staff to inmates once it has begun operating the new jail.

**Double Bunking  
Option 1:**

**Double Bunk as per BOC Regulations Maintaining 33%  
of System Single Cell Capacity**

<b>Option Summary</b>	
<b>Total Bed Increase:</b>	<b>227 beds</b>
<b>Total Project Cost:</b>	<b>\$100 - 150,000</b>
<b>Total Staff Increase:</b>	<b>38 - 40</b>
<b>Total System Capacity:</b>	<b>1477 beds (honor farm and jail)</b>

<b>Intake Housing</b>	
original:	132
increase:	32
<b>Total:</b>	<b>164</b>
<b>General Population Housing</b>	
original:	384
increase:	195
<b>Total:</b>	<b>579</b>
<b>Total Capacity (entire new jail)</b>	
original:	708
increase:	227
<b>Total:</b>	<b>935</b>

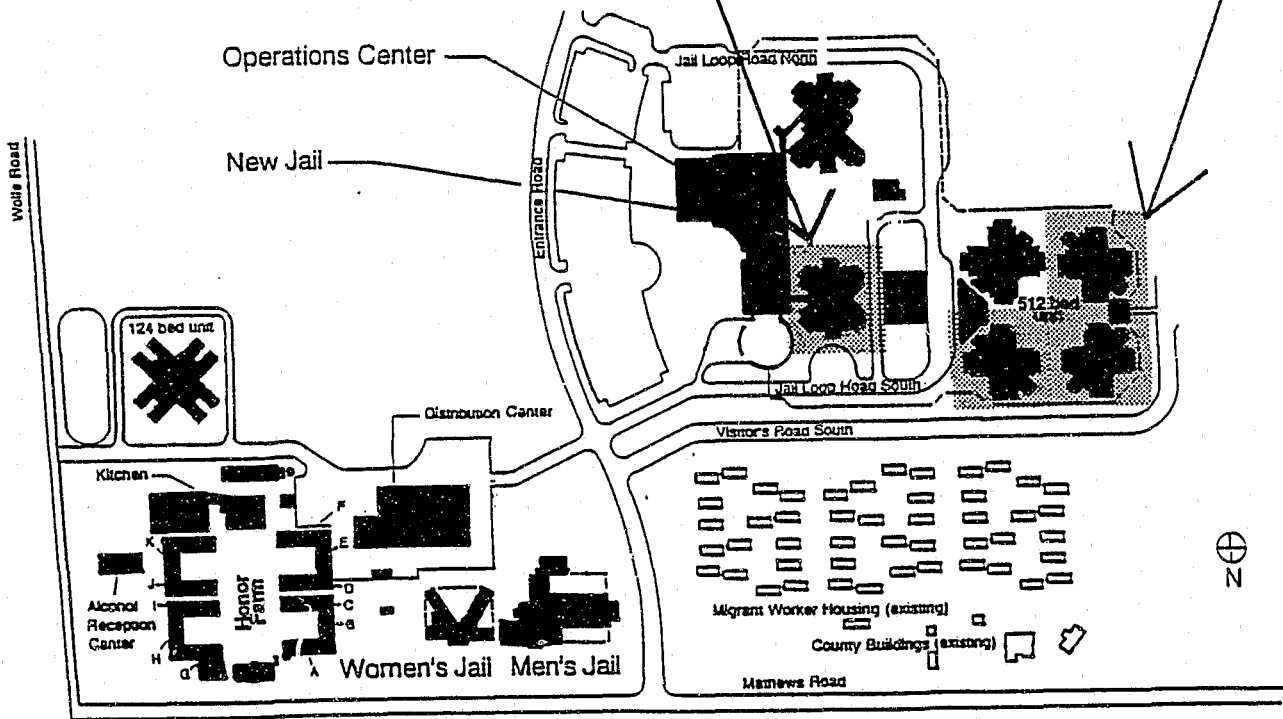


Figure 6.15

## DOUBLE BUNKING OPTION 2: MAINTAIN 25 PERCENT SYSTEM CAPACITY IN SINGLE CELLS

One conceptual option is to double bunk 50 percent of the Intake Housing, and 66 percent of the general population housing. This approach results in a system with 24 - 25 percent of its capacity in single cell occupancy.

The table below summarizes increases by housing unit.

**Table 6.4 Rated Capacity  
Double Bunk All but 25 Percent of Single Cell Capacity**

<i>Housing Type</i>	<i>Units</i>	<i>Original Capacity</i>	<i>Increase</i>	<i>Total</i>
Intake	2	132	66	198
Segregation	2	126	0	126
General Population	6	384*	258	642**
Mental Health	1	66	0	66
Medical	1	(40)	0	0
<b>Total New Jail</b>	NA	708	324	<b>1032</b>
<b>Total Honor Farm</b>				<b>542</b>
<b>TOTAL System</b>				<b>1574</b>

**Notes:**

\* Three buildings @ 128 beds per building.

\*\* 86 beds added per building.

*Scope*

This option is similar in nature to the first double bunking option. Double bunking the new jail using this method would increase rated capacity by 34 beds from 708 to 1032 beds, or 46 percent. With this option a total of 66 beds would be added to the Intake Housing building (32 beds per unit or 66 beds for one of the two units). Eighty-six beds would be added to each of the three general population housing buildings, which contain two housing units each. Double bunking in general population units would total 258 beds. With these increases the new jail would have 384 single cells.

*Cost*

The major facilities costs would be the addition of beds to intake and general population housing units. Other cost increases might be incurred for transport vehicles and food service items, e.g. trays, cooking equipment. The degree to which the infrastructure (e.g., sewer, water, HVAC) was designed to accommodate these increases is unknown.

Estimated construction cost is \$100 - 150,000.

*Staffing*

With a double bunking program the estimated staff increase would be about 45 positions. If needed, extra clerical and supervision staff would add four to six positions.

Estimated additional direct supervision staffing for a 28-day period staff, with double bunking, would be:

	<i>Day</i>	<i>Night</i>	<i>Total</i>
Intake Housing	4	4	8
GP Housing	12	12	24
Escort/Utility Dep	2	2	4
Supervisor	2	-	2
Unit Clerk	2	-	2
Leave Relief	3	2	5
<b>Total</b>	<b>25</b>	<b>20</b>	<b>45</b>

**DOUBLE BUNKING OPTION 3:  
100 PERCENT OF GENERAL POPULATION HOUSING**

A third more extreme option would be to double bunk all general population housing and increase Intake Housing by 50 percent as in the previous option.

The table below summarizes increases by housing unit.

**Table 6.5 Rated Capacity  
Double Bunk 100 Percent of Single Cell Capacity**

<i>Housing Type</i>	<i>Units</i>	<i>Original Capacity</i>	<i>Increase</i>	<i>Total</i>
Intake	2	132	66	198
Segregation	2	126	0	126
General Population	6	384*	384	768**
Mental Health	1	66	0	66
Medical	1	(40)	0	0
<b>Total New Jail</b>	NA	708	450	<b>1158</b>
<b>Total Honor Farm</b>				<b>542</b>
<b>TOTAL System</b>				<b>1700</b>

Notes:

\* Three buildings @ 128 beds per building.

\*\* 128 beds added per building.

*Scope*

This option is similar in nature to the second double bunking option. Double bunking the new jail using this method would increase rated capacity by 450 beds from 708 to 1158 beds, or 64 percent. With this option a total of 66 beds would be added to the Intake Housing building (32 beds per unit or 66 beds for one of the two units).

All single cells in general population housing would be double bunked. 128 beds would be added to each of the three general population housing buildings, which contain two housing units each, i.e., an increase from 128 beds per building to 256 beds. Double bunking in general population units would total 384 beds. With these increases the new jail would have 258 single cells.

*Cost*

The major facilities costs would be the addition of beds to intake and general population housing units. Other cost increases might be incurred for transport vehicles and food service items, e.g. trays, cooking equipment. The degree to which the infrastructure (e.g., sewer, water, HVAC) was designed to accommodate these increases is unknown.

Estimated construction cost is \$150 - 200,000.

*Staffing*

Staffing increases would be similar in magnitude to the second option with additions for more escort, supervisory and leave relief staff.

With a double bunking program the estimated staff increase would be about 50 positions.



**Double Bunking Options 2 & 3:** **Double Bunk using Variance or "Pilot Project" Status:**  
**Maintain 25% Single Cell Capacity (2) or Double Bunk 100% Single Cells (3)**

Option Summary	
Total Bed Increase:	324 - 450 beds
Total Project Cost:	\$150 - 200,000
Total Staff Increase:	38 - 48
Total System Capacity:	1574 - 1700 beds (honor farm and jail)

<b>Intake Housing</b>	
original:	132
increase:	66
<b>Total:</b>	<b>198</b>
<b>General Population Housing</b>	
original:	384
increase:	258 - 384
<b>Total:</b>	<b>642 - 768</b>
<b>Total Capacity (entire new jail)</b>	
original:	708
increase:	324 - 450
<b>Total:</b>	<b>1032 - 1158</b>

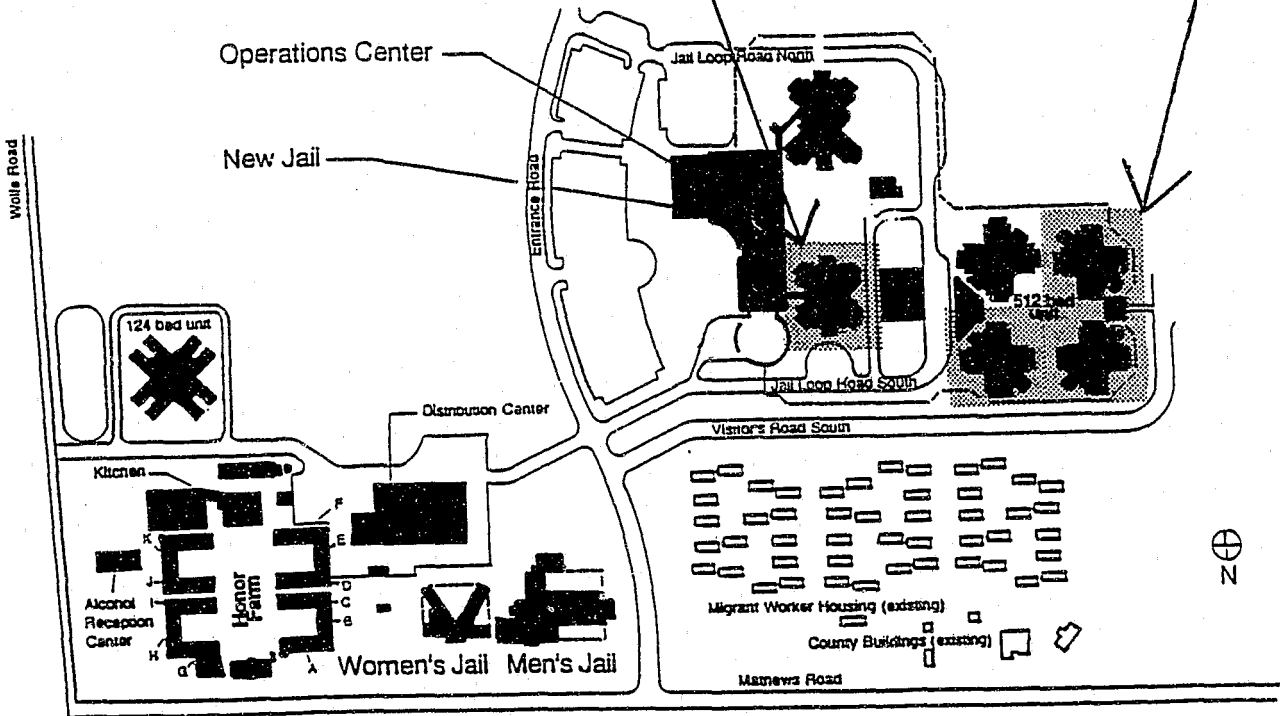


Figure 6.16

## **OTHER DOUBLE BUNKING ISSUES**

This analysis assumes that single occupancy capacity is intended to be secure housing suitable for medium and maximum security inmates. The calculations reflect an assumption that only single occupancy cells within the new jail would meet this requirement. The Honor Farm housing was all considered to be dormitory style units.

During this analysis, Sheriff's Department staff inquired if the Honor Farm's 124-bed unit, which has single occupancy rooms, might be considered single occupancy housing and thus part of the system single occupancy capacity. Consultants believe that, since the intention of the regulation is to provide a reasonable level of secure single cell housing, the 124-bed unit could not be considered, since it is of wood frame construction.

Initial discussions on this matter with Mr. Neil Zinn, BOC Field representative responsible for the inspection of San Joaquin County's correctional facilities, suggest that Consultants' assumption is correct. Mr. Zinn notes, however, that the county may wish to make a formal request to the BOC for a formal determination.

## OTHER OPTIONS - NEW CONSTRUCTION

Consultants reviewed a number of new construction alternatives in addition to possible reuses of the older jail that the county might pursue in addressing its overcrowding problem. Refer to the appendix for a detailed presentation of these options.

The new jail was designed to accommodate significant expansion in increments. The basic element is a 512-bed single cell compound designed to be operated as a semi-autonomous facility. Each compound includes four housing buildings with administrative support and a visiting/reception building.

The criteria of analysis are similar as those used for remodeling alternatives; they are as follows:

<i>Scope</i>	The scope outlines the nature and magnitude of new construction.
<i>Capacity</i>	Capacity lists the number of beds that each alternative would yield.
<i>Cost</i>	Estimates are provided to show both construction and project costs.
<i>Staffing</i>	General estimates of core staffing are included for a 12-hour shift pattern.

### Scenario AA: High Security Beds - Partial 512-Bed Unit

<i>Scope</i>	This option would include the <i>partial</i> construction of the second 512-bed compound. The project would include two housing buildings and the housing support functions for a capacity of 256 beds. Housing support functions would be sized to service the entire 512-compound. The two additional housing units would be added when funds are available. This alternative is a continuation the 1988 master plan.
<i>Capacity</i>	The building would support four 64-bed units for a total capacity of <b>256 beds</b> .
<i>Cost</i>	Estimated construction cost in current dollars is \$10,960,300. Estimated project cost is <b>\$11.83 million</b> .
<i>Staffing</i>	Assuming general population housing and a 12-hour shift pattern, the total staffing need would be <b>36 - 38</b> positions.

---

**Scenario BB: High Security Beds - Full 512-Bed Compound**

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<i>Scope</i>	This option would include the construction of the second high security 512-bed compound. The project would include four general population housing buildings and the housing support functions for a single occupancy capacity of 512 beds.
<i>Capacity</i>	The building would feature eight 64-bed units for a total capacity of <b>512 beds</b> .
<i>Cost</i>	Estimated construction cost in current dollars is \$20,876,300. Using a budget cost ratio of 1.08, the total project cost would be <b>\$22,546,400</b> .
<i>Staffing</i>	Assuming general population housing, a 12-hour shift pattern, the total staffing need would be <b>66 - 68 positions</b> .

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**Scenario CC: Low Security Beds - 124-Bed Unit**

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<i>Scope</i>	Construction of 124-bed sentenced housing facilities like the recently built sentenced facility.
<i>Capacity</i>	The building would have two 31-bed wings for a total capacity of <b>124 beds</b> .
<i>Cost</i>	Estimated construction cost in current dollars is \$2,044,875. Using a building ratio of 1.14, total project cost would be <b>\$2,331,158</b> .
<i>Staffing</i>	If the Sheriff's Department operates these facilities like the existing 124-bed unit, program participants would use shared honor farm facilities for dining, visiting, medical.  Assuming a 12-hour shift pattern, the total staffing need would be <b>6 - 8 positions</b> .

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**Scenario DD: Second Intake Unit**

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A second intake housing building was proposed as part of Phase II of the Jail Master Plan (1988). This building which would be located between the existing intake housing and the Medical/Mental Health housing would have two housing units with a total capacity of 132 single cells. The estimated cost of the second intake housing building is \$4.5 million.

**New Construction  
Option AA:**

**Partial Construction of 512 Bed Unit (256 Beds)**

**Option Summary**

**Total Bed Increase:**  
256 high security beds

**Total Project Cost:**  
\$11.83 million

**Total Staff Increase:**  
36 - 38

**Total System Capacity:**  
1506 high & low security beds  
(honor farm, new jail, partial new 512)

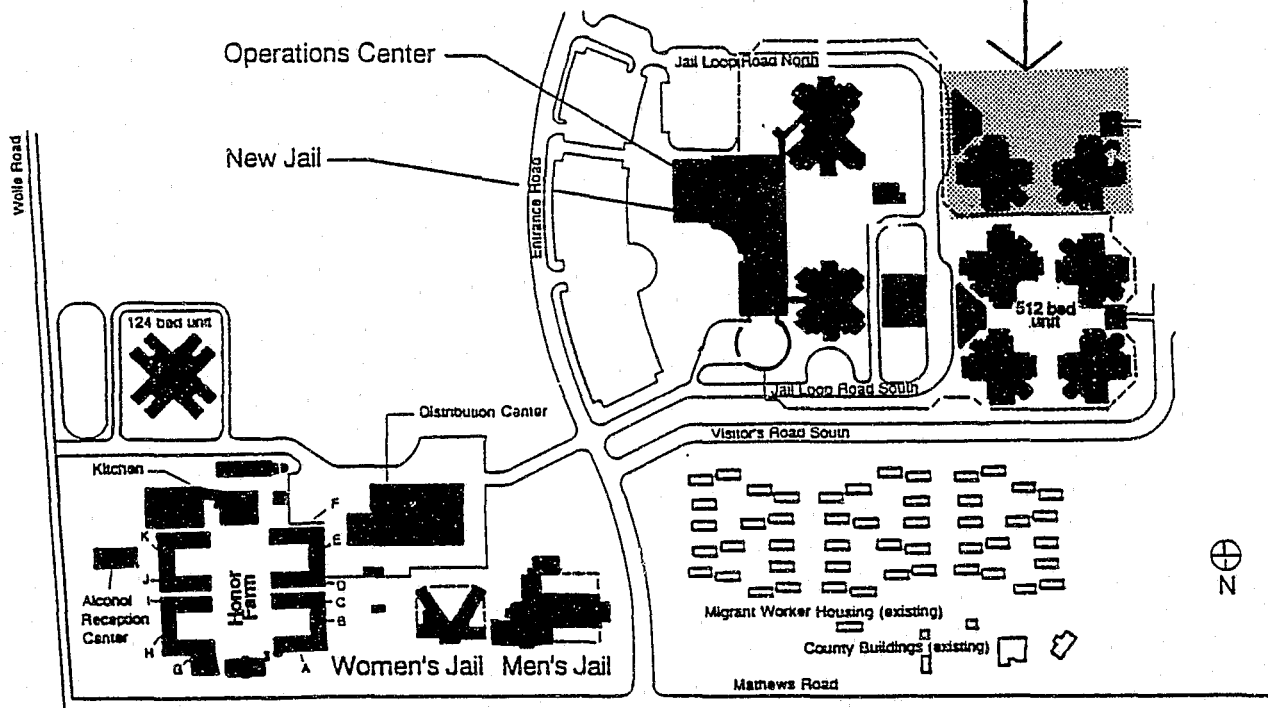


Figure 6.17

**New Construction  
Option BB:**

**Full Construction of 512 Bed Unit**

**Option Summary**  
**Total Bed Increase:**  
 512 high security beds  
**Total Project Cost:**  
 \$22.55 million  
**Total Staff Increase:**  
 66 - 68  
**Total System Capacity:**  
 1762 high & low security beds  
 (honor farm, new jail, new 512 unit)

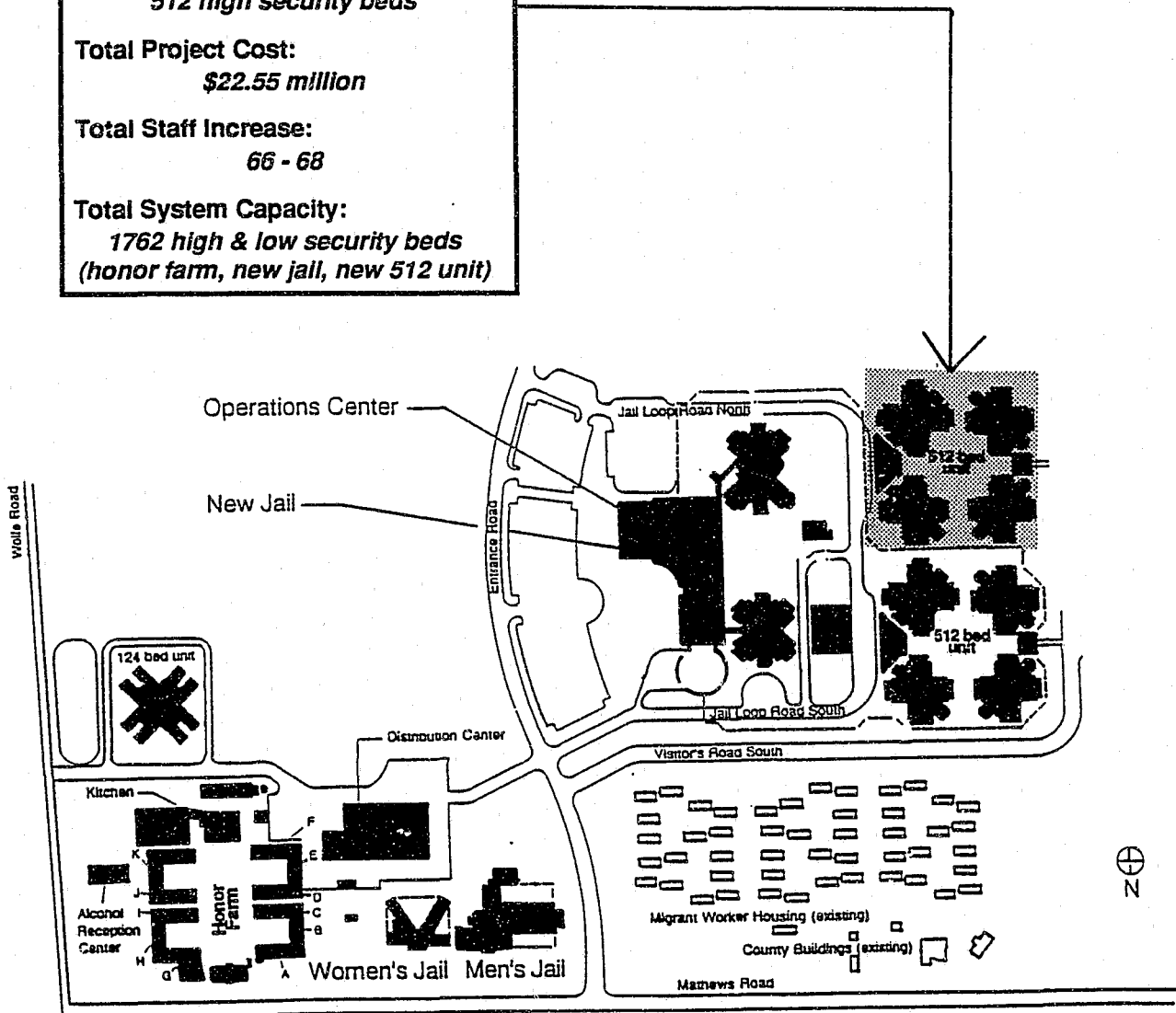


Figure 6.18

## FINDINGS & RECOMMENDATIONS

### Findings

One purpose of the jail population analysis is to determine the nature and extent of the demand for jail bedspace in terms of custody levels and inmate numbers. Jail population projections and classification analysis do not show an inordinate demand for low security bedspace at this time, while, ironically, a surplus of this space now exists at the men's Honor Farm. This study demonstrates an overwhelming need for high security bedspace, as exemplified by the new jail.

The purpose of the facilities analysis was to answer the question: What is the safest and most cost effective way to house the increasing numbers of high security (maximum and medium) inmates? To determine this, the feasibility of reusing the existing Men's and Women's Jails, once the new 748-bed jail is opened in December, was required. The feasibility of reusing these old facilities must be seen in light of modern detention facility operations and the prospect of long-term limitations and scarce county financial resources.

The graphic summary on the next page compares the options that Consultants studied. Criteria are as follows:

<i>Description</i>	-	Summary of scenario.
<i>Capacity</i>	-	Total number of beds <u>added</u> to system.
<i>Staff</i>	-	Estimate of total staff.
<i>Cost</i>	-	Estimated cost project cost includes A & E fees, direct and indirect construction costs.
<i>Impacts</i>	-	Impacts of the scenario on demand for space, cost, or fire and life safety liabilities (FLS Liability).
<i>Direct Supervision</i>	-	Will the project result in a direct supervision facility?
<i>Security Level</i>	-	High or low security housing?
<i>Master Plan</i>	-	Does the proposed action support or further the implementation of the 1988 Master Plan?

## Summary and Comparison of Facility Options

Scenario	Description	Beds*	Staff	Project Cost	Impacts	Dir Supv?	Sec Lev	Master Plan?
<b>A</b>	•1963 standards	356	72	\$9.5 million	•FLS liability	NO	HI	NO
<b>B</b>	•1990 standards	230	73	\$10.7 million	•Substandard space; redundancy	YES	HI	NO
<b>C</b>	•Unlocked/1990 stands.	188-230	41	\$7.4 million	•FLS liability	YES	LO	NO
<b>D</b>	•One floor/Locked	74-76	52	\$5.7 million	•FLS liability	NO	HI	NO
<b>E</b>	•One floor/Unlocked	74-76	34	\$4.1 million	•Co. needs high security	YES	LO	NO
<b>AA</b>	•Build partial 512	256	36-38	\$11.8 million	•High cost/Efficient	YES	HI	YES
<b>BB</b>	•Build full 512	512	72-76	\$20.9 million	•Greatest cost/Efficient	YES	HI	YES
<b>CC</b>	•Build 124	124	7	\$2.0 million	•Meets standards & master plan	YES	HI	YES
<b>DD</b>	•New intake unit	132	-	\$4.5 million	•Meets current standards	YES	HI	YES
<b>WJ/A</b>	•Sentenced men	55-60	16-18	\$1.4 million	•Inadeq space for inmates	YES	HI	NO
<b>WJ/B</b>	•Program facility	55-60	<16	\$880,000	•Could be used as drug trmt	YES	LO	NO
<b>DB/1</b>	•Double bunk 33% System	227	40-42	\$100-150,000	•No Co experience managing	YES	HI	**
<b>DB/2</b>	•Allow 25% single cells	324	45	\$100-150,000	•No Co experience managing	YES	HI	**
<b>DB/3</b>	•Double bunk 100% system	450	-	\$150-200,000	•Great reduction of single cells	YES	HI	**

\* Bed increase are number of beds added to system capacity once new jail is opened. I.e., New jail (708) plus Honor farm (542)

\*\* Double bunking options neither directly further the construction projects of the new jail nor do they commit significant county money to projects which would delay its continuation.

Table 6.6



## Men's Jail Facility

As five previous studies have clearly demonstrated: The Men's Jail is an outmoded, substandard, obsolete facility; it is extremely unsafe in terms of fire and life safety codes. There are also numerous deficiencies in other aspects of the jail such as operations, minimum standards for jails, and building systems.

Consultants' analysis demonstrates that remodeling the Men's Jail is not a cost effective means in the short or long term for meeting current and projected demand for high security bed spaces, in terms of construction costs or annualized staffing costs, which ultimately far exceed building costs.

Table 6.7  
Men's Jail Options: Comparison Summary

Scenario/Option	Beds	Total Project Costs	Staffing	Comments
Scenario A Fire codes/bldg system	356	\$9,531,000	72	substandard/ legal liability
Scenario B Direct supervision dormitories	188-230	\$10,690,000	73	not staff efficient
Scenario C unlocked facility	188-230	\$7,380,000	41	low security bedspace
Scenario D locked, one-floor facility	74-76	\$5,666,392	52	high security bedspace
Scenario E unlocked, one-floor facility	74-76	\$4,129,414	34	low security bedspace

## Fire and Life Safety Findings

In August 1992, Consultants met with representatives from the Stockton Fire Department, the French Camp Fire Marshal's Office, the State Fire Marshal's Office, and the California Board of Corrections to review the recent report on the old Men's Jail and Consultants' own review of the jail as well as seven prior studies. All participants noted that while the jail technically complies with the standards that applied when the jail was built nearly four decades ago, significant changes should be made in the interest of creating an acceptable degree of inmate safety liability and staff safety. These changes would be those fire and life safety upgrades noted by consultants in the remodeling scenarios. For a complete and detailed list of what this entails, please see the appendix.

## Staffing Costs

Staffing costs far exceed construction costs for detention facilities. A National Institute of Corrections study has shown, that over a 30-year period construction costs represent only ten percent of total development and operation costs, while staffing alone accounts

for 70 to 75 percent of total expenditures. This has clearly proven that staffing is the most significant driver of cost and therefore, it is in the long-term interest of the county to emphasize efficient staffing.

From a staffing cost perspective it is grossly inefficient to continue to operate the Men's Jail as a detention facility, not only because it is a separate facility which requires duplication of administrative and support staff, but also because its physical configuration requires extra staff for adequate supervision. Conversely, the new jail was designed to maximize staff efficiency as the basis for its organization. For high security bedspace, new construction or double bunking portions of the new jail are the best approaches.

### Remodeling Costs

The cost to renovate the Men's Jail is excessive and does not yield significant capacity. When current jail standards are approximated, there is a substantial reduction of its rated capacity from 356 to 188-230 beds, a decrease of 40 to 50 percent. To meet only the bare minimum of essential changes required by 1963 standards (Scenario A) the county must pay \$9.5 million for a substandard, inefficient building which will eventually need to be replaced. The alternatives of adding housing units to the new jail and/or double bunking some existing cells are more cost effective because of the inherent economies of scale in centralizing staff and resources in a modern facility.

The old men's jail building has no further utility as a detention facility. Its mere existence represents a potential legal liability to the county because, under extreme inmate overcrowding, the building might once again be reactivated. From a public policy perspective, this building should be demolished in order to assure it is never again used for detention purposes, and to allow use of the site for the future Law and Courts Complex in accord with the 1988 Master Plan.

### Women's Jail

When viewing the physical and functional condition of the Women's Jail in isolation, it is possible, with a moderate level of remodeling to provide secure dormitory beds for about 60-65 inmates. For a secure dormitory building, remodeling would involve a total project cost of \$1,385,843 and include conversion of interior cells to dorm space and security and fire code improvements. In isolation, a remodeled facility might be used as a secure housing unit for the Honor Farm or as a low security housing for programs run by the Sheriff's Department or another county/local agency. Staffing requirements, not including support, are 16 - 18 positions.

When viewed in a system context that includes the new jail and the Honor Farm, it is not efficient to continue to operate the Women's Jail as a sentenced facility because the staffing costs for operation of a separate facility require duplication of administrative, operations and support functions. In addition, continuing to use the old women's jail would not meet the projected need for high security inmates who could be accommodated through new construction and/or double bunking portions of the new jail. Examples of staff duplication include: control, escort, visiting, medical, food service, and maintenance. This inefficiency is magnified beyond the simple facility duplication effects since only 60 - 65 beds of secure dormitory space would be available.

## **Honor Farm**

The Honor Farm, which has a rated capacity of 542 beds, is made up largely of low security bedspace in the remodeled dormitory style barracks buildings. Much of the Honor Farm is in good condition and serves as an efficient low cost setting for sentenced county inmates.

Historically, the Honor Farm has had a surplus of bedspace. This may be explained by the inmate profile analysis which showed earlier that the county has a larger proportion of medium and maximum security inmates (high security) who require a secure perimeter and closer staff supervision. As low security dormitory housing, the Honor Farm is not suitable for high custody inmates.

The 100-bed surplus minimum security bedspace will meet the need for low security bedspace for the near future. An additional 100 beds would be available with the conversion of barracks B and C, which, until recently, were used for Sheriff's Patrol functions. The current men's Honor Farm bed surplus and the future availability of additional low security beds in the barracks will meet the county's future need for this type of bed space.

The county's surplus of low security bedspace and lack of high security bedspace indicates the need for graduated degrees of secure housing. That is, there needs to be housing options that are intermediate between low and maximum security. Fencing all or part of the barracks would provide the potential to increase general security. Fencing individual buildings, such as barracks E and F, and restricting inmate movement would broaden the custody options available for housing Honor Farm "roll-ups" who violate rules or for pretrial inmates classified as minimum security. This approach would have the effect of increasing high security capacity by freeing new jail bedspace previously occupied by these low security groups. The Sheriff's Department should study modifications to one or more barracks for close custody use in order to reduce demand by "roll ups" to the scarce, expensive bed space in the new jail. It might, for instance, also explore the conversion of B and C Barracks into housing that more restrictive housing than the Honor Farm instead of converting E and F.

## **New Jail**

Most indications show that the new jail will be opening at capacity when staff transition is completed in December. The county must therefore examine its options for facing continued overcrowding as soon as possible. The new jail, as an entirely single cell facility, would have a total capacity of 747 beds and a rated capacity of 706-708. Consultants note their strong support for single cell occupancy in pretrial facilities. Double bunking the facility represents an operational compromise. However, in extreme circumstances where funds are not available for new construction, as is true for San Joaquin County, some double bunking is a necessity as it provides the best and most effective option for housing.

While this approach compromises optimal management that comes with single cells and lack of crowding, it represents the most efficient use of the new jail and custody staffing, until a second 512-bed unit can be constructed.

**Options Comparison:** *Double Bunk New Jail (Maintain 33% Single Cells), or, Remodel Old Men's Jail Using 1990 BOC Standards (Scenario B)*

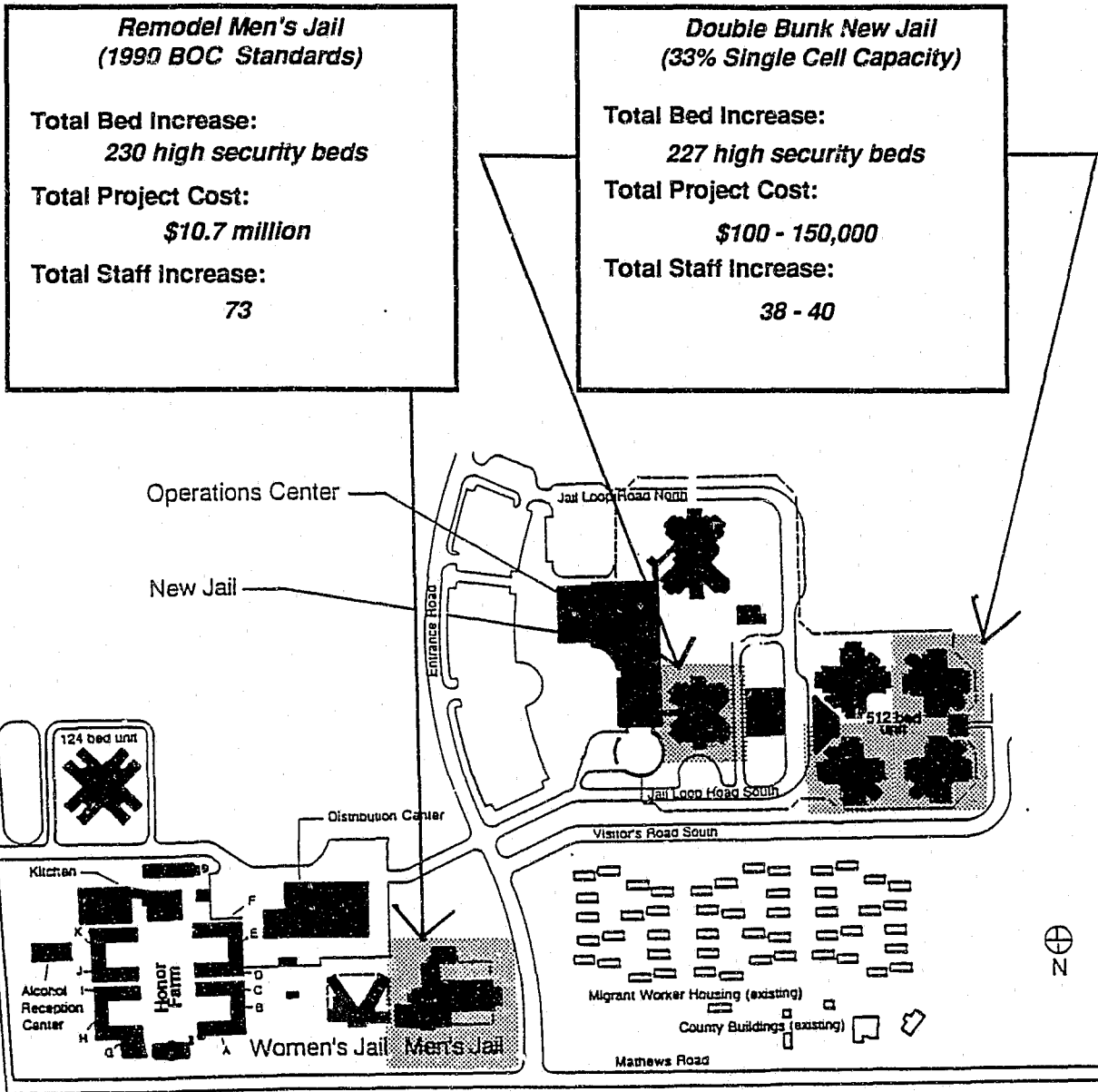


Figure 6.19

**Options Comparison:** **Build Partial 512 Bed Unit, or, Remodel Old Men's Jail Using 1990 BOC Standards (Scenario B)**

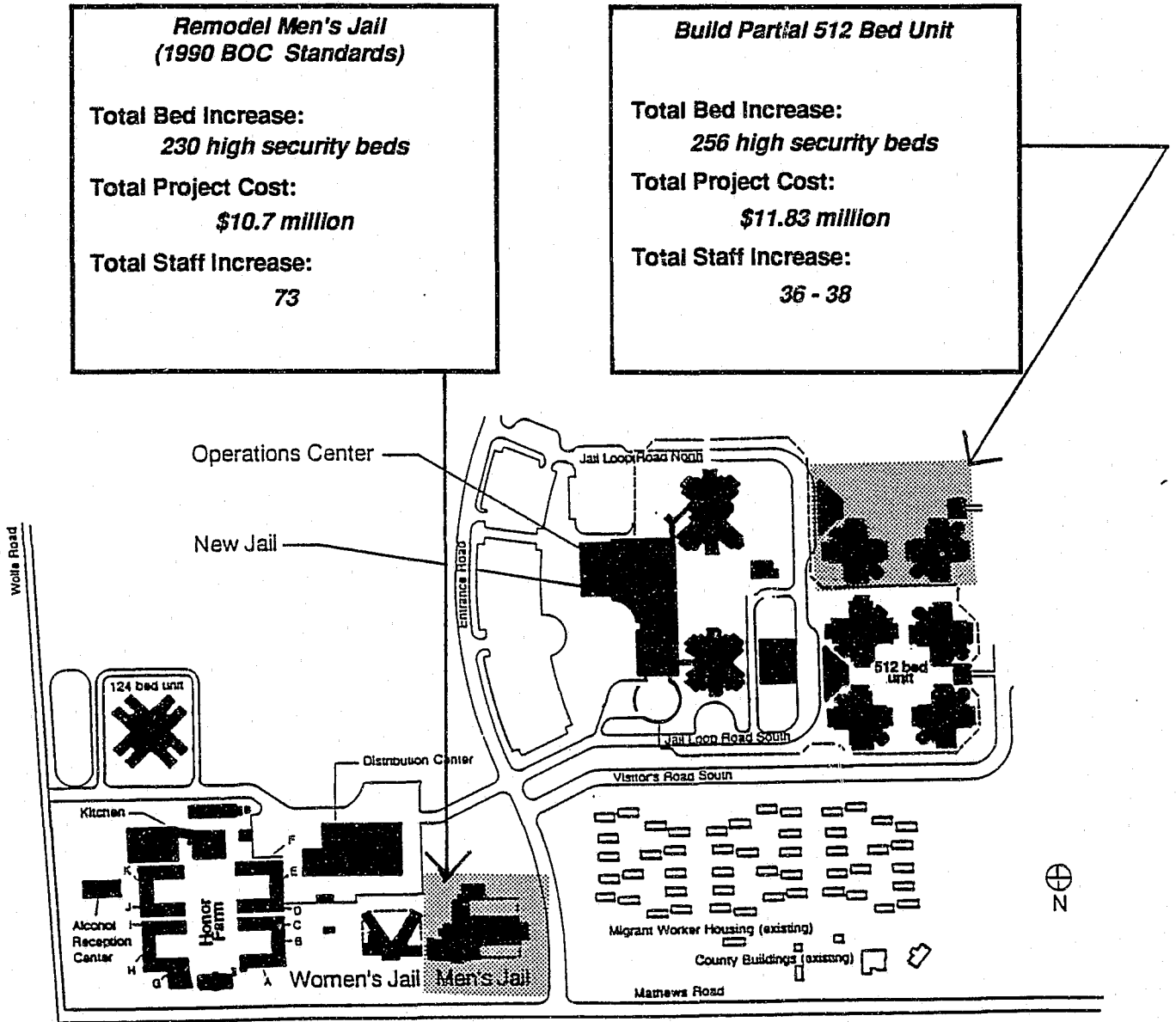


Figure 6.20

## Food Service

During the study it was noted that the county had previously been concerned about kitchen capacity. As the county pursues additional detention capacity, food service system options require study.

## Consolidation and Dispersion Issues

The jail master plan calls for the operation of two facilities, the new jail and the Honor Farm, as the most rational, cost effective way to house high and low security inmates. Continued operation of the old Men's and Women's Jails would result in a facility system with four autonomous facilities, while continuation of the 1988 Master Plan would result in only two facilities to manage.

Remodeling the older facilities to meet current *minimum* standards for fire and life safety and jail facilities would cost at least \$11.5 - 12 million with a decrease in bedspace currently available in the old buildings. Remodeling both facilities to minimum standards would result in a combined capacity of 253 to 295 beds and a required staff complement of at least 86 positions. By contrast, staffing the 512-bed unit in the new jail will require about 72 - 76 positions. The new jail yields more beds, fewer staff and a concentration of resources that permit economies of scale. New construction of the second 512-cell housing unit at the new jail would be the most logical step to meet future demand for high security bedspace.

## Legal Implications of Reusing the Old Men's Jail

Although there is interest in the continued use of the men's main jail as a detention facility after the new jail is opened, there are serious legal issues that make such use not feasible. The focus of this section is on the potential constitutional violations for which the county could be found liable as a result of fire and life safety deficiencies in the present jail.

The limitation of the discussion on legal implications to fire and life safety issues is not meant to belittle the significant deficiencies of the building itself. These deficiencies have been well documented in previous needs assessments and in this current report. Moreover, physical deficiencies, such as the lack of day room or recreational space and the failure to meet minimum square footage requirements for cells, that do not raise fire and life safety issues will not, in and of themselves, give rise to constitutional violations of the Eighth and Fourteenth Amendments.<sup>1</sup>

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1 The combination of several factors, including physical deficiencies that also result in inability to segregate pretrial and sentenced populations, inability to properly supervise inmates and lack of light, in addition to overcrowding, will be found sufficient. The County already should have some familiarity with these liability risks as a result of the litigation that resulted in the population cap. In addition, the main jail would have to be renovated to some extent to meet compliance with state access laws and the Americans with Disability Act (ADA). Unlike many federal statutes, the ADA does not take supremacy over state laws that have stricter requirements than the ADA. In California, which has had disability access laws since 1978, relatively minor renovations or remodeling would trigger access requirements under the Unruh Civil Rights Act.

There are several physical deficiencies, however, in the men's main jail that directly affect fire and life safety of the inmates. These include blind spots in the jail's configuration that prevent appropriate supervision of inmates; lack of natural light in cells; lack of a smoke purge system; an inadequate sprinkler system; inadequate smoke evacuation systems and inadequate fire evacuation procedures for removing inmates and staff from the jail.

### **Applicable Legal Standards**

Because the old Men's Jail is primarily a facility for detaining pretrial inmates, the county is especially susceptible to liability for the building's physical deficiencies, since presentenced detainees can allege violations of the Fifth, Eighth and Fourteenth Amendments. Closer scrutiny is applied to Fifth and Fourteenth Amendment claims, and Eighth Amendment claims filed by pretrial detainees are reviewed to determine whether existing conditions result in punishment of the detainee. In contrast, the focus of Eighth Amendment claims filed by sentenced inmates is whether the conditions result in cruel and unusual punishment.

Both pretrial and sentenced inmates have the right to adequate food, clothing, shelter, sanitation, medical care and personal safety. (Wright v. Rushen (9th Cir. 1981) 642 F.2d 1129, 1132-33; Green v. Baron (8th Cir. 1989) 879 F.2d 305, 310.) In assessing claims of Eighth Amendment violations, each alleged violation must be analyzed in light of these requirements; courts may not find Eighth Amendment violations based on the "totality of conditions" at the detention facility. (Wright v. Rushen, supra, 642 F.2d at p. 1132.

Adequate lighting is one of the fundamental attributes of "adequate shelter" required by the Eighth Amendment. (Hoptowit v. Spellman (II) (9th Cir. 1985) 753 F.2d 779, 783.) Substandard fire prevention equipment and standards also endanger inmates' lives and are violations of the Eighth Amendment. (Id. at pp. 783-84.) More important, because inmates have the right not to be subjected to the unreasonable threat of injury or death by fire, they need not wait until actual casualties occur in order to obtain relief from such conditions. (Ibid.)

In determining whether jail officials have failed to protect inmates from threats to their lives and personal safety, the courts will apply the "deliberate indifference" standard. (Whitley v. Albers (1986) 475 U.S. 312, 319.) The deliberate indifference standard does not require a showing of bad faith or malicious conduct on the part of jail officials. (Gilland v. Owens (W.D.Tenn. 1989) 718 F.Supp. 665, 687.) Systemic deficiencies in facilities, procedures or staffing can amount to a pattern of deliberate indifference. (Ibid.)

### **Liability for Fire and Life Safety Issues**

Under the applicable legal principles, San Joaquin County would have a very difficult time defending a law suit directed against the existing fire and life safety deficiencies as constitutional violations. The numerous needs assessments commissioned by the county, which would be discoverable during litigation, have consistently identified the fire and life safety deficiencies of the main jail. More recently, these deficiencies have been cited as fire hazards by the French Camp Fire Marshal. The factors, combined with the past litigation that resulted in the population cap would constitute sufficient evidence to establish "systemic deficiencies" from which deliberate indifference can be inferred or identified as a pattern.

The case, Coniglio v. Thomas (S.D.N.Y. 1987) 657 F.Supp. 409, is of particular relevance to San Joaquin County. Coniglio was a class action brought by pretrial detainees in a federal detention facility that had a basically fire resistant structure. The floors and ceilings of the twelve-story high rise building were made of concrete from 4 to 16-1/2" thick; each cell was separated from others by masonry block walls 4" thick. Although no fire in a cell had ever burned through a wall, floor or ceiling, the court recognized that smoke was a major concern in prison fires and was responsible for more injuries than burns. (Id. at p. 411.) Although the court did not mandate installation of a sprinkler system, it did require additional fire safety improvements, including smoke barriers and a system of effective smoke management. As part of the smoke barrier, jail officials were required to use wired glass for all windows; the court also recommended the installation of smoke detectors in each cell.

The detention facility in Coniglio did not meet compliance with local fire and building code ordinances at the time it was built and also failed to meet current state building and fire codes requirements. Notwithstanding the fact that the federal government is not required to comply with local and state building ordinances, the court ordered fire safety improvements.

Even if the entire jail is not used in the future, the county will not be immune from law suits alleging constitutional violations as a result of the building's fire and life safety deficiencies. Although there is some interest in using part of the main jail as a treatment program for pretrial detainees or sentenced inmates, the same requirements of a "safe and healthy" environment that provided adequate food, clothing, shelter, personal hygiene, sanitation and medical care would apply. (See Green v. Baron, supra, 879 F.2d at p. 310.)

Renovation of the main jail to meet current building and prison standards is not economically feasible at this time. The county should be aware that in civil rights cases involving constitutional violations of jail inmates, the lack of funds for facilities does not justify or provide a defense for the maintenance of unconstitutional jail conditions. (See Moore v. Morgan (11th Cir. 1991) 922 F.2d 1553, Duran v. Anaya (D.N.M. 1986) 642 F.Supp. 510.) In a civil rights action for such constitutional violations, the plaintiffs are also entitled to an award of attorneys' fees, in the event of success at trial or at settlement.



## RECOMMENDATIONS

The county must meet its needs for high security bedspace. Consultants recommend the following actions to meet system needs for the next five to ten years. These recommendations stem from the Consultants' belief that the county should attempt to continue its 1988 Master Plan as it is the most efficient and effective means of managing a growing inmate population. Consultants have attempted to prioritize recommendations according to feasibility, efficiency and long-term effectiveness.

### **Double Bunk the New Jail: BOC Code Levels (Increase from 708 to 935 beds)**

The Board of Corrections regulations would permit double bunking high security beds to expand the new jail capacity from 708 to 935 beds, an increase of 227 beds.

### **Double Bunk to Maximum Safe Efficiency (Increase from 708 to 1,032 - 1,158 beds)**

Jail population projections over the next five years suggest a increase from the current level of about 1300 inmates to 1,300-1,500 inmates, with an increase of 500-700 high security (medium and maximum) inmates. In order to meet this need, the county should apply for a variance from BOC to double bunk the new jail to meet maximum efficiency, within security parameters.

The Sheriff's Department must ultimately determine the maximum acceptable levels of double bunking. With 100 percent double bunking, new jail capacity would increase from 708 beds to 1158 beds. This figure is below projected high security bedspace demand for 1997 (high projection) of 1535 inmates and the 2002 projection (low) of 1557 inmates.

The Sheriff's Department must also determine the time table by which it would begin double bunking and at what level. Consultants' projected costs for double bunking options are for beds and related minor construction only. To facilitate these decisions, Consultants recommend that the Sheriff's Department actively plan for a double bunking situation by addressing logistics: cost estimates, staffing needs, schedule, etc. Prior to developing a hard schedule, the Sheriff's Department should consider and evaluate how much time it would need to gain confidence in first running the new jail facility without double bunking.

This strategy presents the most rational, cost effective and efficient use of new jail bedspace. The alternative of continuing to operate the old Men's Jail is not a reasonable option because, first, it would involve significant costs and time and, second, the costs to operate it as a third separate facility on the Mathews Road site are extremely high.

### **Build Second 512-Bed Compound**

Construct the second 512-bed housing compound as recommended in the 1988 *Sheriff's Operations Center & New Jail Master Plan*.

The cost would be \$22.54 million with a total staffing of 72-76. A second intake housing building would add \$4.5 million in costs.

#### **Discontinue Use of the Old Men's Jail**

This facility is outmoded, obsolete and extremely staff inefficient. From a legal perspective the Men's Jail represents a liability to the county and the Sheriff's Department. Detailed analysis suggests that remodeling the Men's Jail is not cost effective. The costs to meet fire and life safety codes, and approach Board of Corrections Jail standards, which are a precondition for additional state construction funding, will exceed 10 million dollars. The result would be a facility with significant operational limitations, including blind spots, oversized housing units and major inmate movement problems. Consequently, when the county has sufficient funds, it should demolish the old Men's Jail.

The National Institute of Corrections notes that staffing costs represent 70-75 percent of annual and life cycle jail costs over a 30-year period. Estimates of Men's Jail staffing as a locked facility demonstrate a total staff need of at least 73 positions on 12-hour shifts. Significant additional staffing costs must be added to these figures because this facility is redundant with the new jail and must duplicate most of the operations, for a much smaller jail population.

The first priority for the county detention system must be to provide housing for high security inmates to meet the need for secure bedspace. The projected bedspace need for 1997 ranges from 1,216 to 1,445 beds, and for 2002, ranges from 11,459 to 1,896 beds using a 15 percent peaking factor (for men only).

#### **House Minimum Security Pretrial Inmates in Low Security Bedspace**

Projections based upon the existing Men's Jail population and adjusted to include cap effects includes a substantial proportion of minimum custody inmates. Using the ILPP classification analysis, 30 percent of the projected high security jail need is estimated to be minimum security inmates. These inmates include pretrial inmates and sentenced "roll ups" who have violated Honor Farm rules, and since no other sanction currently exists, must be returned to the high security beds in the Men's Jail. In most cases, the lack of more restrictive sanction at the Honor Farm causes a misuse of scarce secure bedspace.

At the same time there has been an<sup>1</sup> continues to be a surplus of low security bedspace at the Honor Farm. The current surplus is about 100 beds of low security bedspace. An additional 100 beds could be added through the remodeling of B and C Barracks, which were previously used for Sheriff's Patrol functions.

In order to make the "highest and best use" of new jail high security bedspace every effort should be made to house minimum security inmates in low security bedspace at the Honor Farm.

The county could modify some existing housing for minimum security pretrial inmates. This housing might have a perimeter fence and might require slightly higher staffing for supervision and escort to dining, visiting and court muster.

**House Honor Farm "Rollups" in a More Restrictive Setting**

The recommendation includes minor modifications to one housing unit for close custody use as a sanction for Honor Farm inmates. In extreme cases sentenced inmates would be returned to the new jail. The effect of this action would be to further layer custody options which will add rationality and flexibility to the system. The layering or stepping of the system housing is a logical extension of the system of wet and dry cells found in the new jail. A system where the high security bedspace is used to the greatest degree only for high security (medium and maximum) inmates yields the most rational use of this scarce, expensive bedspace.

An alternative implementation mechanism for this recommendation would be to use vacant barracks (e.g., B and C) for "intermediate" security housing. This would allow the existing Honor Farm to preserve its operating systems and remain a closed system for model inmates only. The county must weigh the need for intermediate housing with its concurrent need for a residential drug treatment program to make the most effective use of its available space (old Women's Jail and unused barracks).

**Mothball the Women's Jail**

From an operations viewpoint, it is not cost effective to continue to use the Women's Jail, once the new jail is opened. Within the current financial context, double bunking the new jail is the most reasonable option for expanding high security bedspace capacity, providing an additional 227 - 450 beds. The maximum potential BOC rated capacity for the old Women's Jail, after remodeling, would be about 60 - 65 inmates. The central reason that this building should be "mothballed" is that it is too small to be efficiently staffed as high security bedspace. Staffing costs are further increased because the facility must be run as a separate institution which results in wasteful duplication, not only for transport of inmates, goods, and services, but also for support functions such as medical, visiting, control, food service, housekeeping and maintenance.

The economies of scale which are inherent in optimizing use of the new jail for high security inmates are severely compromised when the Women's Jail remains open. Staffing costs are a continuous cost for the taxpayers and far exceed the cost to remodel the facility. Despite the intuitive logic that it would be wasteful not to use the facility, the costs of doing so outweigh costs of maximizing use in other facilities.

The other possible use explored by Consultants would be the use of the old Women's Jail as a low security (unlocked) program facility. Depending on the program and need for classroom space, bedspace would be either 50 - 65 beds. Although the county has a clearly demonstrated need for additional residential drug treatment space (a new county facility opening with 45 beds is already full), the small number of beds provided versus the number of staff required to run it prevent Consultants from recommending this option. However, the county must weigh its own priorities in deciding to use or "shelve" this facility.

Alternatively, one final possibility might be to make this building a secure unit of the Honor Farm. While this scenario would have some of the staffing inefficiencies noted above, it would provide a truly secure sanction for sentenced inmates who are management problems.

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## **7. POPULATION MANAGEMENT PLAN**

## 7. POPULATION MANAGEMENT PLAN

### Criminal Justice System Assessment

The chapter profiling funding and growth of county Law and Justice departments paints a somber picture: The fast rising demand for and subsequent growth of Law and Justice Services could soon cause it to account for twice all other county functions combined. At the same time, the future of state and county funding levels remains bleak. Competition among departments in the county will continue while all suffer from a service demand that is expanding faster than funding can support.

This environment encourages internal competition for funding that works against a need for coordinated action in the criminal justice system. All agencies jointly acknowledge that jail overcrowding is a problem, but agencies divide over the contributors to and causes of the problem.

Chapters describing the affects of crime and arrest rates on jail populations make clear that criminal justice agencies play a significant part in growth and crowding. Real and positive change will not happen through tinkering with elements of the system; a fundamental change in system operations must be undertaken to create a meaningful impact on slowing custody population increases.

Although this report contains numerous recommendations for individual agencies within the criminal justice system, the actual impact of these recommendations, on jail overcrowding will not be significant over the long run if systemwide changes are not effected. Each individual agency recognizes its role in the criminal justice system, but cannot see as clearly the impact of each agency's actions or inaction. There is a critical need in San Joaquin County for a group to coordinate the actions and policies of the criminal justice system.

Additionally the organization of the county's justice system does not incorporate enough "checks and balances" so that those responsible for contributing to inmate population growth are held accountable for the consequences of overcrowding. This has led to frustration and low morale in all areas of the county's justice system.

**Create a county criminal justice planning group to coordinate the system and monitor policies and procedures.**

Consultants make the recommendation that the county create a multi-level planning group to assess and act on its crowding situation in a periodic and proactive way. The National Institute of Corrections (NIC) has found, through years of working with county criminal justice systems, that the most effective population management tool is the existence of a roundtable group of "gatekeepers" with responsibilities in the system who assume responsibility for affecting criminal justice flow.

## **Criminal Justice Planning Group**

The planning group should develop a management plan for the criminal justice system using the following criteria as guidelines:

- Examination of the system at each stage of inmate "flow";
- Potential for county information systems (data bases) to provide relevant information and play a larger role in monitoring and controlling the flow;
- Monitor and project the size and nature of the county's inmate population;
- Examination of system effectiveness by agency, system group, charge/release mode, etc.;
- Emphasis on policies and procedures which are adjusted to control demand;
- Recognition that incarceration is generally the most expensive form of punishment for the county and that it is a scarce resource to be rationed through shared responsibility.

## **Membership**

The current Jail System Evaluation Committee (JSEC) has been a useful group because it is large and representative of the system players inside and outside of the criminal justice system. Once Consultants' study has ended, however, the size of JSEC may prove unwieldy and ineffective in making fast and hard decisions for the future of the county's criminal justice system. Two distinct but interactive groups would be most effective by preserving broad representation of agencies and interests and separating tasks in a rational way. The Core Group of decision makers would be similar in membership to the JSEC, but without multiple representatives from criminal justice agencies.

ILPP recommends organization of the group as follows:

**Core Group: Decision Makers** - Makes policy decisions or recommendations to the county Board of Supervisors; meets every quarter; composed of elected and appointed "top" officials only from the following agencies:

- District Attorney
- Public Defender
- County Counsel
- Presiding Judges (Municipal and Superior Courts)\*
- Police Chiefs and Sheriff\*\*
- CAO and the Stockton City Manager
- Probation Chief

\* The Superior Court Presiding Judge should choose, in coordination with the rest of the established core group, the appropriate Municipal Court Presiding Judge from among the county's various localities.

\*\* The Sheriff should choose, in coordination with the rest of the established core group, the appropriate city from which to choose a police chief.

**Operations Group: Staffing and Administration** - Creates monitoring methods and programs to collect data; Membership is broken down among top-level managers in all system agencies; reports to the core group on progress; meets among selves to discuss issues at the level of system operations. In addition to criminal justice system agency staff who are integral to the footwork of the operations of the planning group, this also includes collateral groups:

- Assistant DA
- Assistant Public Defender
- Clerks (Municipal and Superior Courts)
- Deputy Police Chiefs
- Sheriff's Department members
- Assistant CAO and Assistant City Manager
- Assistant Probation Chief
- Health/Social Services representative
- Education representatives
- City representatives, if interested
- Public members

Meetings of the Operations Group would not necessarily follow a regular schedule. Because this group will often act in response to input and instructions from the Core Group, its schedule is likely to result from the schedule of the decision making group. However, meetings among the Operations Group could be convened independently as is convenient and useful in order to maintain a regular, proactive channel of communication among the agency representatives who often must manage problems at a more immediate level than the Core Group. In this way the Operations Group could communicate ideas and information to the Core Group about its progress and the "state of affairs" of criminal justice in the county.

### Activities

The first step is the development of the planning group. Because of its diverse membership, JSEC would be the appropriate group to identify specific membership of the county planning group. Emphasis should be placed on creating a group which can be frank, open-minded and leaders to the rest of the system players.

Drafting a mission statement for the overall planning group and for its member groups will be extremely important. The mission statement should provide a clear and detailed guide for achieving the goals of the county for its criminal justice system. It must also realistically address the actual control the county has over its inmate population.

Basic staff work includes the following tasks:

- collection of data necessary to perform profile and tracking studies periodically;
- coordination of specialized data collection activities and assignment of these activities to the appropriate agencies (this will probably include collection of data that are not currently monitored);
- development of policies and procedures to operationalize decisions made by the criminal justice planning group;

- monitoring of the effectiveness of the implementation of the population management plan, making recommendations to the criminal justice planning group;
- facilitation of interaction, communication and coordination among the various criminal justice system and county agencies involved in the operation of the population management plan.

## **Problems Requiring System Coordination and Solutions**

The following problems are major areas where Consultants found system flow to be blocked, at least partially attributable to lack of system coordination and planning. These examples are not intended to represent a complete statement of the systemic problems but rather to provide information and guidance on the most serious problems facing the San Joaquin County criminal justice system. For the most part, specific recommendations are made in appropriate chapters. These are, however, the critical issues which have impacted jail overcrowding in San Joaquin County and which must be confronted before any real progress can be made.

### **1. Failures to Appear (FTA)**

The criminal justice system itself is the cause of the very significant problem of failures to appear and their impact on jail and court resources. Data on the nature of FTAs are incomplete, but sufficient information exists to identify some of the contributors to the problem.

Initial concern about FTAs focused on pretrial releases; the perception of many criminal justice agencies was that there was a high FTA rate for detainees who were released through citation. There was special concern about the FTA for detainees who were released on OR. Data for the period January, 1990, through September 1991, however, show that the FTA problem is not entirely a pretrial release issue. Through most of 1990, the FTA rate for the first appearance after pretrial release for misdemeanors ranged between four percent and six percent; the FTA rate for felonies for all of 1990 was consistently around two percent. In the latter part of 1990, the FTA rate for misdemeanors began to increase, with the biggest jump occurring in December (19%). Since December 1990, the FTA rate for misdemeanors has ranged between 18 percent and 22 percent; although there has been an increase in the FTA rate for felonies, the overall rate is still low at eight percent.

Data obtained by ILPP showed an approximate FTA rate of 30 percent for persons released to ADAP through OR. In contrast to the data above, which only identifies initial FTAs, the PTS data included persons with multiple FTAs, which would inflate the overall FTA rate.<sup>1</sup> With respect to pretrial FTAs, particularly at the first appearance after release, it is known that no bench warrants are ordered but held, pending further investigation or contact with the defendant. A relatively simple procedure to minimize issuance of unnecessary warrants could be notification by letter from the court to the defendant that a warrant will be issued for FTA if certain steps are not taken. (See consultants recommendation to create an FTA unit in the Alternatives chapter.)

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<sup>1</sup> Without knowing the number of persons with multiple FTAs and how many times they failed to appear, it is impossible to determine the actual FTA rate for OR releases.



In general, pretrial FTAs tend to be unintentional. What is needed in San Joaquin County is an analysis of when FTAs occur in the court proceedings. The tracking study indicated that a significant portion of FTAs occur after sentencing. For example, 15 percent of all the misdemeanor warrants were for Vehicle Code §14601, which are typically failures to appear at a program or to pay a fine. Over one-fourth of all misdemeanor warrants (26%) were Vehicle Code related. Of this group, 11 percent were for DUI warrants. To deal with FTAs for payment of a fine, procedures could be established with County Collections to develop a fine and restitution payment schedule at the time of sentencing. Another possible solution is to identify a defendant's ability to pay early during court proceedings to allow the court to arrange a payment schedule (or work program) consistent with the defendant's ability to pay (or work). Such information could be included in Pretrial Services' inmate interview or completed by the defendant prior to sentencing.

The use of ADAP as a condition of pretrial OR release also contributes to the FTA problem. As the program is organized, ADAP must report all initial FTAs and positive drug tests; each of these reports is accompanied by a request for a warrant. The number of requests for warrants as a result of ADAP is substantial; the potential of these requests to contribute heavily to total warrants is equally substantial. Warrants associated with ADAP could be eliminated by changing ADAP's reporting requirements to give the program more discretion in determining when an FTA should be reported or by instituting a supervised OR program. A detainee who failed to abide by the conditions of his or her release would simply have OR revoked, rather than have a warrant issued that could result in additional charges and possible jail time.

Another significant source of FTAs is in the stay to report (STR) procedure, particularly for persons assigned to AWP. Of the 8,175 persons committed for assignment to AWP, approximately 2,000 failed to appear for their initial interview. It can be assumed that a significant proportion of this group will also fail to appear on the STR date. The time frames for getting into the AWP program contribute to the FTA problem; if a sentence includes assignment to AWP, the defendant must schedule an appointment with the Sheriff's Department, which usually occurs about one week after sentencing. After the interview, another week is required for the Sheriff's Department to complete a background check. The failure to place a sentenced defendant directly into AWP immediately after sentencing provides additional opportunities for FTA, particularly where a defendant is found ineligible for the program. Possible solutions to this problem are to set sentencing hearings on a particular day, assign an AWP staff person to the court to interview defendants sentenced to AWP and to have PTS identify program eligibility at the time of booking. It is unclear why the Sheriff's Department requires one week to complete a background check since most of the information has already been compiled by PTS for its information packet. The time required for a background check could be eliminated entirely by having PTS complete such a check at the time it determines program eligibility.

There is a perception that the courts are setting bail at \$20,000 on warrants too often and too easily. Persons with \$20,000 bail on their warrants are ineligible for most forms of pretrial release. An analysis of the courts' policy for imposing \$20,000 bail would determine whether established policies are being followed consistently or whether such policies are helpful in the first place.

## 2. Alternatives to Incarceration

With the exception of ADAP and County Parole, all the alternatives to incarceration programs require payment of fees for services or participation. In the drug and alcohol treatment programs, payment schedules are arranged or Social Security benefits are applied toward the program fee. These programs have also indicated that no one is denied participation because of inability to pay. As a result, the following discussion focuses primarily on the fees charged by the Sheriff's Department for its programs.

There is no doubt that there is inmate interest in programs such as AWP and Home Detention. The fees that are charged for participation in AWP and Home Detention, however, may be disincentives to actually signing up for the program.<sup>2</sup> Since a person assigned to an AWP work site is not paid and cannot be employed full-time at another job, inability to pay can be a significant barrier to program participation.<sup>3</sup> The existence of the fees themselves create the potential for a two-tiered criminal justice system: jail time for those who can't pay and alternatives for those who can. Aside from a debate over cost efficiency of the revenue earned from this program, the constitutionality of this system could come into question.

In addition to the fees, programs such as AWP and Home Detention are administered conservatively. For example, of the approximately 4,000 persons committed for sentencing to AWP, but not signed up, approximately 1,500 are found ineligible after a background check. The issue here is why a defendant, who is found eligible by the court, would be found ineligible by the program administrators. Conversely, what are the court's reasons for finding a person ineligible for AWP or Home Detention? This example highlights the problems of inadequate coordination, in this case among the courts, the Sheriff's office, and Probation.

Part of the conservatism in program administration can be attributed to accountability and a desire to protect an existing program. By placing only the "safest" persons in AWP or Home Detention, political repercussions or adverse community reaction to "mistakes" can be minimized. The arbitrary 120-day sentence limitation for AWP also minimizes failure rates, since the less time a person spends in the program, the less likely he or she is to fail.

The elimination or reduction of program fees can significantly increase the number of persons participating in AWP or Home Detention. Removing the determination of eligibility for these programs from the Sheriff's Department to PTS would also increase the potential number of participants. A compromise solution could include calculation of a total fee with reductions in that amount for each period of successful completion, e.g., a reduction by a certain percentage for each week of successful completion.

The Sheriff's Department should compare the revenues gained from the program versus the cost of beds taken up due to conservative administration of the program.

- 2 Home Detention is also limited to those who are already employed or have medical conditions that make incarceration too costly for the County.
- 3 The majority of defendants in the county jail are probably indigent or low income. Although the classification analysis showed a significant number of cases where stability factors, which included age, time of residence in county and employment or school, that could result in lower scores, there were very few cases where one of the stability factors was employment or school.

### 3. Adjudication Time Frames

In general, the time for the courts to process a case has not been a significant factor in contributing to the ALS of pretrial detainees. This finding has been made by previous studies commissioned by the county; the courts themselves have been acting very aggressively to reduce adjudication time. The proposed court coordination project, which will allow municipal court judges to impose sentences in certain cases, could reduce adjudication or processing time by as much as ten days to two weeks. The courts are also working with the District Attorney's Office to prosecute probation violations on the old charge rather than filing new charges; such a procedure also holds the potential for saving additional time.

The reduction of court processing time for persons who are eventually sentenced to jail time, however, minimally affects jail overcrowding: the real bottlenecks for persons who are eventually not charged (no complaint, charge dropped) or who would have been released for some other reason (transfer to Honor farm, minimal sentence imposition, assignment to program, minimum classification, etc.). Faster processing of a case for a person who is already in custody will have no impact on saving jail beds. Assuming credit for time served on a 90-day sentence, the same bed is occupied regardless whether the person served one month of it in pretrial custody and two months for his sentence or two months in pretrial custody with one month for sentence.

Faster processing of a case will also result in greater demand for spaces in the criminal justice system for sentenced defendants, either in jail or one of the alternatives to incarceration. At present, high security jail beds for sentenced defendants are one of the county's scarcest resources. Program spaces are limited by funding and by the way they are administered. While faster case processing is a necessary goal, the attainment of this goal cannot be made in isolation by the courts; there must be coordination of this goal with the ability of the system to handle sentenced defendants.

The greatest need in the county is for a reduction in case processing time that will result in a concomitant reduction in the pretrial population. The most likely source of such a reduction is the time frame between arrest and arraignment. In San Joaquin County, the big arraignment day is Tuesday, which includes persons who were arrested during the weekend. There is a perception that arrest agencies are now requiring nearly two days to complete their paperwork; this time is critical since the District Attorney must file charges on all cases where there is no arrest warrant within 48 hours of arrest. This area must be examined fully to determine how arrest agency paperwork can be completed in one day as was done in the past. Reduction of this time frame could result in the savings of one-half to one and a half days' detention time for persons arrested on weekends.

Time would also be saved if the DA filed charges within 24 hours instead of 48. The 24 hour deadline was used in the past, but now it is felt that police and Sheriff turn around limitations make 24 hours unrealistic. Consultants disagree but do note the difficulties of speeding the police reporting process. This would speed up availability of all the other time saving possibilities that are dependent on knowledge of an inmate's ultimate charge: reclassification, housing and program assignments, etc.

Although reduction in the time required for preparing arrest reports is the simplest solution, the time between arrest and arraignment can also be significantly reduced through other procedures, such as operating a full-time arraignment court at the jail and instituting video arraignment. The latter options would require additional funding and would have to be evaluated for implementation feasibility.

#### **4. Intermediate Punishment Sanctions**

San Joaquin County is similar to many other counties in California on two general levels: First, its punishment, housing and alternative program options usually address only the needs of the very worst or the very best inmate. Second, the extremes in availability of sanction and housing options are the result of and are continuing to be perpetuated by a lack of money to support other degrees of punishment.

On the other hand, there is a clearly identified need for intermediate punishment and housing options. San Joaquin County's demand is generated by a rising pretrial population and a rising number of medium/maximum inmates. This increase in demand in turn drives up the value of the already scarce and expensive resource of high security beds. The population management planning group must take an aggressive role in addressing this reality. The challenge will be to develop program and housing options that do not require major new county funding, while effectively managing an inmate population that is expected to grow well into the next century.

Consultants have attempted to initiate this process by emphasizing recommendations that do not require significant new capital outlay and which take advantage of existing conditions to the greatest extent possible. There will still be a cost, of course; instead of dollars, agencies will potentially have to sacrifice favored policies or ideal situations in the interest of long-term management and cost effectiveness. Examples of recommended compromises are double bunking the new jail as the county cannot afford neither new construction or the cost of remodeling existing facilities. Creating authority for Pretrial Services to make some types of pretrial release is an example of recommendation that would compromise neither the courts, who use Pretrial Services material to make release decisions, nor public safety, as the number and types of persons released in this manner would be no different than if a duty judge were making the decisions.

This area requires that there be an attitudinal and philosophical commitment to the interests of the overall criminal justice system of the county. Only with coordinated action can the types of recommendations noted above be effectively carried out.

## Data Gathering Activities

The most integral key to effective management of inmate populations, the county planning group must stay abreast of the nature, size, growth rate and system flow of this group to be able to anticipate problematic areas and needed changes. The Sheriff's Department (perhaps via its Population Management Unit) should continue to project the population and carry out tracking and profile analyses at regular intervals. This section sets forth some methodological approaches for doing this.

### 1. Population Projections

The Sheriff's Department should continue to record bookings by male/female X felony/misdemeanor, and populations by sex, felony/misdemeanor X sentenced/unsentenced, for each of the facilities (two jails, two farms). This information appears now in the monthly report. The average daily population (ADP) is preferable to a one-day count.

If the new CJIS permits it, it would be useful to begin breaking both bookings and populations down further: felony into violent/property/drug/other, and misdemeanor into DUI (including DWS), warrants/FTA, drunk, and other. However it will take a few years to accumulate enough data to get a historical record which can be used for projections.

One simple way of projecting inmate populations is to take bookings and populations at six-month intervals for each of these subgroups:

- Men: felon and misdemeanant populations (combine sentenced and unsentenced); felony and misdemeanor bookings (ignore PC 647) plus transfers in from the honor farm. (Assume these latter are 55 percent misdemeanants unless the exact information is made available, in which case use it.)
- Women: same as men; assume 60 percent of farm transferees are felons.
- Honor Farm, G Barracks (separately): "bookings", which are the combination of Stay To Report and transfers from the main jail (ignore book and release and home detention); population. As there is no breakdown by offense level in the population there is no need to distinguish the bookings, but it would be better if this distinction was made in both intake and population figures.

The procedure assumes the availability of an automated spreadsheet such as Lotus, Quattro, or Excel. For each subgroup, calculate ALS (average length of stay) for each period by dividing ADP by total bookings and multiplying by the number of days in the period (181 days January-June, except 182 for leap years, 184 days July-December).

Plot ALS versus time. If it is reasonably smooth, draw a good line through it (by eye, or use the regression function in a spreadsheet). This can be projected for a few years with reasonable accuracy, but it gets worse as time increases.<sup>4</sup>

<sup>4</sup> Technical note on regression: regression treats all observations in the same way. The figure for 1982 is given equal weight with that from 1992. Yet obviously 1992 is a much better predictor of 1993 since conditions have changed in the interim. If the true trend line is straight it makes little difference, but any peculiarities will change the slope of the regression line without having any real significance for the future. For this reason it is

Bookings could be plotted versus time, but it gives a little more information if they are plotted against the county population, which can be obtained from various places such as the state Department of Finance or the county planning department. Bookings can then be projected against future population projections, available from these same agencies.

A still further refinement is to take historical and projected populations by age groups, if that is available, and use age-weighted arrest rates which can be derived from U.S. Census population figures and arrests by age as given in the Sourcebook of Criminal Justice Statistics (U.S. Department of Justice) to correct for the aging of the population; the procedure is instructive, but the improvement may not be worth the effort in view of all the other things that can go wrong.

Finally, multiply bookings times ALS for each group to give ADP, and then add these all up to give total population for each facility. This may be called the "base projection" for convenience. Note that ADP for different subgroups may increase at different rates.

There are two complications: When the shift to the new jail is made there will almost certainly be a small drop in population to reflect the decreased capacity. Later there can be jumps if double-bunking is introduced. Since jail capacity is one of the determinants of population, it does not make much sense to try to fit ADP in the old and the new facilities to the same line; accept any discontinuity and proceed from the opening of the new facility. Consultants expect, but are not certain, that bookings will be less affected by the move than ALS, and this would be an interesting question to answer at that time.

The second and larger problem is the cap. If population is essentially kept fixed and bookings increase, ALS is automatically forced down by cap releases. When a jail is constantly saturated there is no need to project population: it remains constant until new space or other alternatives are available. Thus the projection procedure outlined above works best when the jail is not full.

It would be more useful to make an estimate of what the population would be without the cap. Consultants emphasize that although there can be several procedures for looking at this, there is no way to make an unequivocal determination of this quantity because people would behave differently without the cap. County analysts need to exercise both judgment and imagination here.

One way to make such an estimate is to go back in time to the period when the jail was not full. Calculate the trend in ALS and bookings up to the time when capacity was reached, and project from those dates only. Unfortunately such a procedure does not take into account any more recent system changes and thus excludes the most pertinent information.

Another procedure is to project the old ALS (or take it as constant; it often does not vary much) and apply it to actual bookings both before and after capacity was reached. Implicit in this is the assumption that arresting officers do not modify their behavior in anticipation of the cap. If cap effects come about mostly through cite-and-releases (after booking) or shortening of sentences, then it is ALS rather than bookings that bears the brunt of the cap and this procedure has some validity. Here is where the study around the opening of the new jail will be informative.

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wise not to take regression as necessarily a good projection tool even though it gives the best possible straight-line fit to the total set of existing points.

When ALS is constant for each subgroup, the hypothetical (unrestricted) population of each subgroup grows at the rate of its bookings. Then again the subgroup projections are aggregated to give the total. Note that the relative proportions of the subgroups are of course not fixed. A shift to a higher proportion of felons will cause overall ALS and thus ADP to rise even though the ALS of both felons and misdemeanants separately is constant.

Consultants used another method to estimate the effect of early releases under the cap: they compared the actual time served by persons released under the cap during a one-month period with what they would have served otherwise, taking account of any credits for good time/work time, time served, etc. (This study required first obtaining the list of persons released from the Population Management Unit and then looking up each individual booking record for the sentencing information. However with a slight change of procedure the sentences could be indicated on the cap release log, saving the file search and speeding up the process considerably.)

The time saved was aggregated to give total bed-days and then divided by the number of days in the month to give the number of beds saved. ADP would have been more by this amount if the beds had been available *and if there were no other changes occurring at the same time*. With this restriction the "excess demand" calculated in this way is an accurate figure, not an approximation. The excess demand is then added to the current ADP to give total current demand.

At this point it becomes necessary to estimate the growth in excess demand. Consultants did this in the simplest way possible: they assumed that it has grown linearly since the capacity was reached and that it will continue to grow linearly. A better procedure, but requiring far more effort, would be to find the excess demand at the same intervals as the booking and ADP data and determine its own trend, to be added in.

After all these complications, Consultants state yet again: Projections are inherently uncertain because jail populations are largely determined by unpredictable external circumstances, and the uncertainty grows with every added year. The Sheriff's Department must update its projections as a test of its own methodology and to provide a projection figure that is as nearly accurate as possible.

## 2. Profile and Tracking

The Sheriff's Department should take profiles annually and tracking samples semiannually. Tracking analysis shows the system flow and points out any bottlenecks. The profile confirms that the makeup of the population is that for which the system is designed.

Procedures for both of these are described in the *Corrections Planning Handbooks* of the Board of Corrections. Consultants varied these methods slightly to fit the availability and the types of data that are collected in San Joaquin County. These steps are outlined below.

*For the Tracking:* Collect inmate data from the bookings log and the release log for a particular sample period of time which need not occur sequentially, two weeks for example. The sample should be composed (mainly) by persons who have already been released as the goal of the tracking study is to determine the efficiency of the flow of an individual into and out of the system. The following items were collected:

- date and time in and out (actual physical release);
- principal offense (felony/misdemeanor level and specific type: Consultants recommend distinguishing rape and auto theft);
- arresting agency;
- mode of release;
- note whether booking is into the jail or the Honor Farm.
- demographic information such as age, race/ethnicity, and sex (this will overlap with the inmate profile and could be excluded);

The most useful information to be obtained in tracking is the length of stay for each combination of offense and release mode. Offenses are often grouped as felony or misdemeanor, and releases as pretrial or post sentence. Transfers to other jurisdictions may be either pre- or post-sentence, and should be so recorded. Transfers to CDC are best separated from other transfers since they usually result from a felony conviction.

Examination of the lengths of stay will very often give valuable information on system bottlenecks. The general rule is that if a person is to be released for reasons other than time served that release should come as soon as is practical (e.g, as soon as eligibility can be determined). However the interpretation of the data requires a good deal of skill and experience as well as effort; there are no shortcuts to obtaining the information needed to recommend policy changes.

*For the Profile:* Consultants used the jail's alphabetical daily custody list which provides the name of every inmate in the county's system on a given day. From this a representative sample can be taken for men (the number of men makes a full sample too time-consuming) and the names of all incarcerated women can be acquired.

The types of data to be collected include:

- marital/family status;
- residence;
- employment;
- education;
- number of prior arrests and convictions;
- most serious prior conviction;
- arrests or convictions for violence or substance abuse;
- institutional problems such as discipline, violence, or escape;
- medical or psychological problems (especially a tendency toward suicide);
- number and types of warrants and FTAs.

These data are not centralized in San Joaquin County. The Population Management Unit, Classification Unit, Pretrial Services, and CJIS all record parts of the needed data set. Consolidating resources might be a worthwhile goal of the criminal justice planning group.

The custody classification of inmates can be determined from the profile, and the percentages at the different levels can be compared with the allotment or configuration of the jail under current conditions. Jail classification personnel should have the degree of expertise needed to obtain this information. Trends over time are a valuable indicator of future needs in the short term.



### **3. Other Data Needs**

The following other types of information would be useful to monitor:

- The number and percentage of bookings that are reduced or discharged at screening, by the arresting jurisdiction. While some of these will always occur, they represent a waste of resources and should be minimized. The number of bookings that are cited and released (as opposed to field citation) is useful for the same reason though these do not usually occupy much bed space.
- Number and percentages of diversions, OR releases, and alternative sentences, as a way of looking for ways to increase the use of all of these.
- Recidivism rates for graduates of ADAP and other jail alternatives.

### **Conclusion**

Given the fiscal, operational and political realities of San Joaquin County, the implementation plan contained in this report represents a flexible yet rational approach to jail overcrowding.

It is, however, only a plan. Its successful implementation is dependent on three major factors. First, the local criminal justice system must, both philosophically and operationally, begin to act as a system and not as individual agencies whose missions and goals are perceived as mutually exclusive. It must also be noted that implementation of the population management plan represents a substantial departure from business as usual. Individuals and organizations are often highly resistant to change. However, because of the high degree of interagency cooperation and coordination required for the implementation of the population management plan, substantial resistance by any one individual or agency involved in its implementation could result in its failure.

Second, solving the problem of overcrowding in San Joaquin County's detention and corrections facilities is not without costs, although the costs associated with solving the problem are substantially less than those associated with allowing the problem to continue. County government can neither afford to allow the overcrowding problem to remain ignored nor can it support the funding to build new detention facilities at the present time. It must, therefore, be willing to commit the resources necessary to the implementation of the plan, which is not only its most inexpensive option but the only one which can assure long-term viability of its criminal justice system.

Finally, solving the problem of overcrowding will take time. It may be necessary for several of the options approved by the planning group to be operational for as much as one year before they yield tangible results. For this reason, those involved in the implementation of the population management plan must be patient and give the system a chance to work.

Without the commitment of the criminal justice system to act collectively, the commitment of county government to allocate the required resources and the commitment of all key actors to take the time necessary to effectively implement the population management plan, this plan could become yet another document which will eventually be lost somewhere in the county's archives. However, it is Consultants'

sincere belief that successful implementation of the plan will control the problem of overcrowding in San Joaquin County's detention and corrections facilities.

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# APPENDICES

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## APPENDIX A

### **MEN'S JAIL REMODELING OPTIONS**

The following material develops in greater detail the remodeling options presented in the main text. As numerous detailed studies have noted, the Men's Jail was designed and built in the late 1950's and has serious deficiencies in terms of safety, security, housing type and current Board of Corrections standards. The facility also has serious fire and life safety deficiencies.

Scenario A is an option centered on upgrading the Men's Jail to meet only Fire and Life Safety Code requirements and to provide essential building system (mechanical, electrical) and security improvements. This option is intended to be the minimum scope necessary to reduce legal liability for fire safety deficiencies. Under this scenario, thirty year old (1963) Board of Corrections minimum standards would apply.

Scenario B incorporates most Scenario A upgrades and in addition attempts to meet the current (1990) BOC Minimum Jail Standards, with the addition of new floors in the maximum security wing. As options, Scenario A and Scenario B are locked facilities that provide high security bedspace.

Scenario C is an unlocked facility which might be used as a programs-centered facility operated by the Sheriff's Department or another county agency. Remodeling here would include fire and life safety and building systems upgrades.

Scenario D is a variation of Scenario A in that it uses only first floor housing to reduce Fire Code requirements.

Scenario E is an unlocked version of Scenario D.

Each remodeling scope includes a scope of work outline and a construction cost estimate. The project scope alternatives were developed from analysis of existing conditions, fire and life safety inspections, building maintenance assessments and current detention facility practices.

### **Estimated Staffing Requirements**

A conceptual staffing plan has been developed for each scenario, in order to assess the relative operational costs and to provide a basis for comparison with other alternatives. These plans were developed as the result of detailed discussions with Sheriff's Department staff on management, security and operations to be implemented for each scenario.

The staffing estimates for each option are arrayed to follow a 12-hour shift pattern.

The staff plans for the 12-12 system are being developed by "mocking up" four weeks of facility staffing using a team concept with rotating, fixed, and leave relief posts factored into the estimates.

## **SCENARIO A: MINIMUM FIRE & LIFE SAFETY UPGRADES**

### **Summary**

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Scenario A is considered a minimum level of remodel project which would provide high security bedspace in the form of multiple occupancy cells. The following categories of remodeling are included:

- Fire and Life Safety improvements to meet current codes;
- Essential maintenance and system upgrades;
- Essential security modifications and upgrades resulting from fire code improvements;
- Handicapped accessibility improvements per the Americans with Disabilities Act (ADA) requirements.

### **Capacity**

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This option assumes that, in terms of Board of Corrections Minimum Standards, the 1963 standards will remain in effect, i.e., the building will not be upgraded to meet the 1990 BOC Minimum Jail Standards. From a jail system perspective, it assumes that the Men's Jail would serve as an overflow unit and that the building would be managed and operated much as it is today. Direct supervision management would not be used. The BOC rated capacity of 356, based on 1963 standards, is assumed. The recreation yard will be subdivided.

### **Operations**

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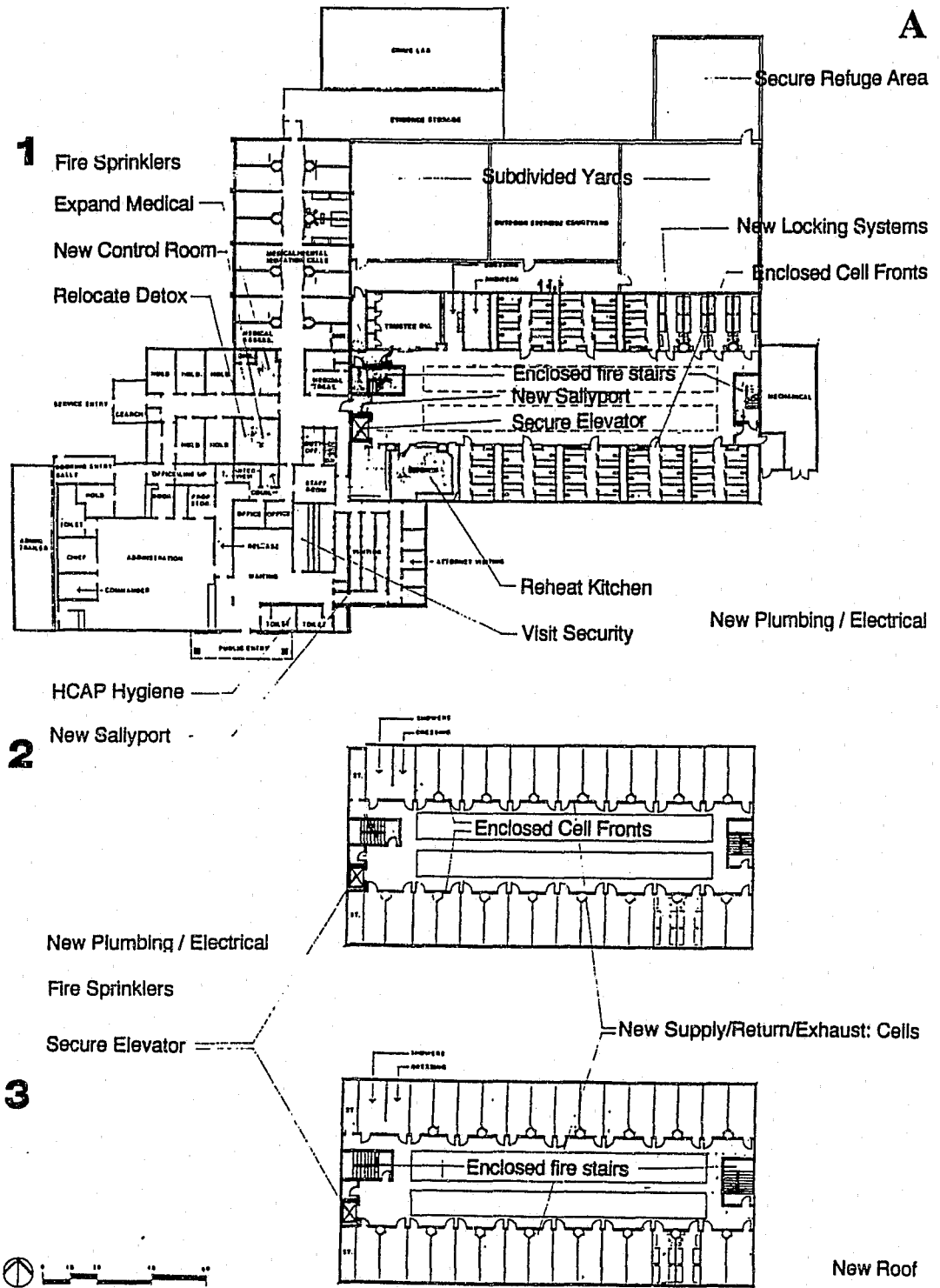
Conceptually, this facility would operate as satellite housing for the new jail. It would no longer handle any booking and release functions, although court muster/movement would continue. It would not be a direct supervision facility.

The facility would house general population pretrial and sentenced inmates. Maximum security and special populations would be housed in appropriate areas of the new jail. Inmates with serious medical and/or mental health problems would be held in the new jail.

Visiting, outdoor recreation and medical will follow existing patterns. The medical area will be expanded to acceptable minimums. Inmates will be moved for these services and for dining.

Food service equipment and delivery will be organized for consistency with overall system operations.

Inmate movement from maximum wing upper levels will occur via elevators; enclosed fire stairs cannot be safely used for these purposes.



San Joaquin County Jail Population Study **Existing Facilities Analysis**

## **Scope Outline**

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### **Fire & Life Safety**

1. Install automatic fire sprinkler system throughout the building to conform to Title 24, Sec 1009(D) and provisions of NFPA 13. Sprinkler heads are required in all rooms.
2. Provide service connection from street water mains to wet standpipe system.
3. Install a manual fire alarm system throughout the building per Title 24.
4. Furnish and install a complete smoke and fire detection system consisting of smoke sensors, bells/horns and necessary control equipment. Equipment shall include fire control panels, remote enunciators, ionization type smoke detectors, fire alarm bells/horns, manual fire alarm stations, and water flow and valve tamper switches. CAC Title 24 Sec 1013-B23/1010D (a). Smoke detectors in the atrium area shall be installed to conform to Section 1715(b) UBC 1988.
5. Furnish and install a mechanically operated smoke management system. CAC Title 24 Sec. 1011 D.
6. Atrium Requirements. The State Fire Marshal notes that the maximum security area must conform to the UBC requirements for atria (Section 1715 UBC 1988). Note that fire codes do not allow atriums in detention occupancies.
  - 6.1 Provide one-hour fire resistive construction between atrium and cell housing. (The existing wall meets these requirements, but existing open grille doors are not acceptable.)
  - 6.2 Remove existing grille doors and replace with security grade (12-14 ga.) hollow metal doors and frames with side lights. Each door will have a 1' x 2' vision panel. Minimum door width is 2'-6'.
  - 6.3 Provide smoke gasketing for all cell and chase doors.

Replace cell door and building exit locking systems with low voltage solenoid operated or pneumatic locks. Brink's 3020 or equal at cell doors, FA 50 jamb mounted locks or equal at building exits.

- 6.4 Provide door position indicators which are enunciated at the control room and above each door.
- 6.5 Fire exits Section 3309 UBC 1988.

Construct two (2) enclosed fire stairs within or adjacent to the atrium.

Remove existing open stairways.

The fire stairs must be two-hour fire resistive construction and be independently pressurized to permit 100% exhaust. Other than required exits, no penetrations are allowed.

Provide one and one-half hour doors with automatic closers.

Provide enclosed two-hour corridor from stair shaft to the building exterior for each stair.

All doors should be capable of manual and remote electronic operation.

Exterior doors must be interlocked with ground floor doors.

Door position indicators should be enunciated at the control room.
- 7.0 Safe Refuge Section
  - 7.1 Extend fencing in north recreation to yard to provide adequate safe refuge for total facility population (Inmates + staff = 380 x 3 sf = 1140 sf). Safe refuge area must be a minimum of 50 feet from any point of the building. Add 35' x 35' security wall and fence at northeast corner of yard.
  - 7.2 Remove trailers in south courtyard.

Extend fencing in south recreation to yard to provide adequate safe refuge for total facility population (Inmates + staff = 380 x 3 sf = 1140 sf). Add 35' x 35' security wall and fence at southeast corner of yard.

Construct new fence to create a safe refuge area connected to receiving wing, or provide egress on east wall to recreation yard.
8. Provide dry or combination standpipe (2 1/2' fire hose fittings and valves) in accord with CAC Title 24 Section 1009(b),(c).
9. Remove and replace padding in safety, detoxification and holding cells with SFM approved materials and procedures. This is a major liability issue which should be addressed.



10. Relocate and rebuild control room to accommodate fire and life safety systems, locking systems, security alarms, etc. Enclose control room with hollow metal frames and glass clad polycarbonate glazing (200 sf). Sallyport controlled doors are required for control room access.

**Maintenance**

1. Roofing. Replace roofing and roof insulation. Provide tapered insulation, 20-year three-ply built up roof and required roof vents.
2. Heating and Cooling Duct Work. Remove existing ductwork. Replace existing ductwork to provide adequate heating and cooling for all areas. Assume that air supply on second and third levels will be located in furred area along walkways. Fire dampers provided per code requirements.
3. Plumbing. Replace stainless steel toilet fixtures and sinks. Replace hot and cold water lines, drains, vents, wyes, etc.
4. Resize gas lines to accommodate heating, cooling and hot water needs. Retrofit existing boilers to convert from steam to hot water convection heating.  
Replace heat exchangers and condensate pumps.
5. Electrical. Remove and replace electrical distribution system and components.  
277/480 volt, three phase, four wire 60 mhzertz with grounded neutral.
6. Lighting. Remove and replace security light fixtures in inmate areas.
7. Electrical Vault /Transformers. Replace existing transformers and relocate to a secure external concrete pad.
8. Asbestos. Remove VAT in lobby, office, visiting areas (7000 SF).

**Security**

1. Sallyport. Construct a secure sallyport between the public lobby and the jail. The doors shall be interlocked and controlled by central control room.
2. Attorney Visiting. Install sallyport with interlocked doors operated by central control.

3. Inmate Visiting.
  - Remove existing ceiling and install security plaster ceiling with secure access panels (1250 sf).
  - Replace existing wire glazing with glass clad laminated polycarbonate units (1250 sf).
  - Provide camera supervision of visiting areas with monitoring in control room.
  - Replace existing inmate visiting phone system (1250 SF).
4. Elevator: Maximum security wing. Demolish existing elevator for fire stair installation and replace with two secure three stop hydraulic elevators (8'x8' each). New elevators require a new location.

**ADA**

1. Inmates.

Provide one handicapped toilet, shower and sink for each floor of maximum wing.

One cell on each floor should be made for use by inmates with disabilities.

Provide one handicapped toilet, shower and sink for medical wing.
2. Staff. Provide one handicapped toilet facility each for men and women.
3. Public. Provide one handicapped toilet facility each for men and women

Cost		Scenario A
Element		Cost
Sitework		\$ 405,975
Concrete		104,400
Masonry		150,000
Metals		183,000
Remodeling		163,150
Thermal & Moisture Protection		217,250
Doors & Hardware		137,575
Finishes		231,075
Specialities		29,500
Equipment		450,000
Conveying Systems		70,000
Mechanical		1,191,550
Electrical		508,475
Security Electronics		817,025
<b>A</b>	<b>Subtotal Direct Construction Costs</b>	<b>4,658,975</b>
<b>B</b>	<b>General Conditions - 12% of A</b>	<b>559,077</b>
<b>C</b>	<b>Overhead &amp; Profit - 10% of A, B</b>	<b>521,805</b>
<b>D</b>	<b>Escalation - 5% of A, B, C over 12 months</b>	<b>286,993</b>
<b>E</b>	<b>Scope/Construction Contingency - 30% of A, B, C</b>	<b>1,721,957</b>
<b>F</b>	<b>Total Construction Cost - A, B, C, D, E</b>	<b>7,748,807</b>
<b>G</b>	<b>A/E Fees (15% of F)*</b>	<b>1,162,321</b>
<b>H</b>	<b>Furniture &amp; Equipment (2% of F)</b>	<b>154,976</b>
<b>I</b>	<b>Tests/Inspections (1% of F)</b>	<b>77,488</b>
<b>J</b>	<b>Construction Management (5% of F)</b>	<b>387,440</b>
<b>K</b>	<b>Total Project Cost</b>	<b>\$9,531,033</b>

\* This figure includes 4-5% for comprehensive documentation and analysis of all building systems as a pre-condition to redesign/remodel.

## Staffing

Staffing assumes 12-12 Plan in accordance with new jail staffing. Staffing for Scenario A assumes fire and life safety and maintenance improvements and 1963 BOC Standards. Rated capacity for this option is 356 beds.

The staffing estimate below for a four-week period with 12-hour shifts results in an estimated total staff of at least 72 positions: 58 core positions, 14 support positions. With this system there are four rotating teams, two day and two night shift teams, and a small fixed shift team.

### Scenario A Staffing (12-12 Plan)

<i>CORE Staff Title</i>	<i>Days/Week</i>	<i>Positions</i>		<i>Staff</i>
<b>Rotating Shift Positions</b>				
Office	7	1		4
Shift Supervisor	7	1		4
Inmate Processing	7	1		4
Escort	7	1		4
Control	7	1		4
<b>Housing</b>				
Receiving Wing	7	1		4
1st tier North	7	1		4
1st tier South	7	1		4
2nd tier	7	1		4
3rd tier	7	1		4
Max. Rover	7	1		4
Leave Relief	7	2		8
<b>Fixed Shift Positions</b>				
Visit Processing	7	1		2
Medical Officer	5	1		1
Classification	5	1		1
Rec Yard	7	1		2
<b>Subtotal CORE Staff</b>				<b>58</b>
<i>SUPPORT Staff Title</i>	<i>Days/Week</i>	<i>Positions</i>	<i>Notes</i>	<i>Staff</i>
Medical/PA or Nurse	5	1	day shift	4
Laundry/Commissary	5	1	day shift	2
Housekeeping	7	1	day shift	2
Maintenance	7	1	day shift	2
Transport	7	1	shared	1
Food Service	7	1	both shifts	3
<b>Subtotal SUPPORT Staff</b>				<b>14</b>
<b>TOTAL STAFF REQUIRED</b>				<b>72</b>

### **Staffing Notes and Assumptions**

1. Booking and release at new jail only.
2. Court movement occurs in this building.
3. Visiting/medical as existing.
4. All severe medical/mental health cases held in new jail Med/MH unit. Medical housing remodeled, used for other groups.
5. Inmate movement from upper levels of maximum wing will occur via elevator only, since stairways are totally enclosed.
6. May require additional transport staff.
7. Medical Officer/Nursing staff provided by Health Department
8. Food Service would be organized for consistency with new jail.

### **Impacts**

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#### **Security**

- Major security system upgrades due to fire code improvements.
- Numerous blind spots throughout the building. Addition of enclosed stairs creates blind spots at trustee dayroom, showers and at cells at east end on all three floors.
- Overcrowded facility by modern standards: safety and security compromised given inmate profile. Potential area of legal liability.
- Elevator movement required for inmates from second and third tiers. Two elevators as required may not be feasible due to space restrictions.
- Fire stairs are unsafe for inmate movement.
- Enclosed cell fronts for fire codes further reduces staff supervision; further separation of staff from inmates.

#### **Staffing & Operations**

- Building configuration makes staffing inefficient.
- Sheriff's Department must operate as a totally separate facility. Extra staff required.
- Inmates remain in lockdown status due to lack of dayroom area.
- Visiting area inadequate for population size; poor configuration for supervision.
- Facility management rule system is not congruent with overall system operations (new jail, honor farm).

**Standards**

- Fire & Life Safety: Atria (maximum wing) not permitted in detention facility occupancies.
- Inadequate areas for dayroom, dining, programs and recreation. Potential area of legal liability.
- Does not meet current BOC Minimum Standards. Potential areas of legal liability:
  - Single cells too small/remote.
  - Multiple Occupancy Cells not allowed
  - No dayrooms
  - Inadequate area (square feet) for each inmate for all inmates
  - No natural light
  - Noise Levels
  - Acoustics
- Substandard environment for public employees.

**Other**

- Building not energy efficient.

## **SCENARIO B : 1990 BOC MINIMUM JAIL STANDARDS**

### **Summary**

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Scenario B includes all Scenario A improvements and attempts to come as close as possible to current Minimum Jail Standards (1990). Operationally, this building would be converted to a direct supervision dormitory facility with four separate housing units for use as high security bedspace.

Scenario B includes improvements necessary to approximate current state minimum standards for detention facilities. Current regulations would require the facility to meet 1990 standards when changes are made in housing areas. In addition to critical fire and life safety improvements, the remodel would attempt to mitigate two critical facility deficiencies: lack of dayroom area and extreme overcrowding of cells.

A comparison of existing dayroom floor area (3580 sf) and 1990 BOC Minimum Jail Standards (35 nsf + circulation) indicates that the existing facility has dayroom space for less than 100 inmates.

Scenario B includes the construction of two new floors to fill the open areas on the second and third levels of the Maximum Security Wing to add needed dayroom area and to effectively create three separate housing units (7200 sf).

Even with significant bed reductions to meet some area standards, the cell configuration does not meet current standards which call for single and double cells or dormitory rooms housing 8 to 64 inmates.

The following categories of remodeling are included:

- Fire and Life Safety improvements to meet current codes;
- Essential maintenance and system upgrades;
- Adding floors to the second and third tiers of the maximum wing to provide dayroom required space and to create discrete housing units on each floor;
- Other improvements to meet 1990 BOC Minimum Jail Standards, including conversion of multiple occupancy cells to dormitories with addition of toilet rooms on each floor;
- Essential security modifications and upgrades resulting from fire code improvements;
- Handicapped accessibility improvements per ADA requirements;
- Medical area upgrades, visiting improvements and expansion of staff breakroom.

## Capacity Comparison: 1990 vs. 1963 Standards

Application of 1990 BOC area standards to the Men's Jail would result in a reduction in rated bed capacity from 356 beds to about 230 beds, including continued use of 42 non-conforming single cells (42 sf vs. 70 sf standard). Strict adherence to 1990 standards would result in a rated capacity of 188 cells through nonuse of single cells.

Non-conforming multiple occupancy cells would be converted to dormitories, while being reduced from six to three beds per cell to meet the 50 sf per inmate area standard.

For each maximum wing housing unit or floor, some reduction of capacity would result from conversion of cells to toilet rooms or medical exam rooms. In the receiving wing, four cells would be converted to dayroom use and one cell would be converted to a toilet room.

New floors would be constructed in the open areas of the maximum security wing, in order to meet code requirements for dayroom space. Toilet rooms would be added on each floor through the conversion of two cells and a reheat kitchen would be added in the existing kitchen area. Security windows would be added in the cell and dayroom areas to meet BOC requirements for natural lighting and the recreation yard will be subdivided.

### Capacity Summary by Housing Unit

<i>Area</i>	<i>Actual</i>	<i>1963 Standards<sup>1</sup></i>	<i>Scenario B</i>
Receiving Wing		78	22 beds
Maximum Wing			
1st floor		74	48 beds
2nd floor		102	80 beds
3rd floor		102	80 beds
Total Revised Capacity		356	230 beds

The extent of this renovation would cross code thresholds which require that the building meet current building codes (seismic, electrical, mechanical, etc.).

## Operations

Conceptually, this facility would operate as satellite housing for the new jail. It would no longer handle any booking and release functions, although court muster/movement would continue.

The facility would house general population pretrial and sentenced inmates. Maximum security and special populations would be housed in appropriate areas of the new jail. Inmates with serious medical and/or mental health problems would be held in the new jail. While perimeter security would match the new jail, the dormitory style would offer less internal security and flexibility than the single cells found in the new facility.

<sup>1</sup> Current capacity is based on 1963 standards.



Visiting, outdoor recreation will follow existing patterns. Medical exam rooms would be added to each maximum wing floor for triage/daily pill and sick call activities. This will reduce the need for medical escort staff.

Food service equipment and delivery will be organized for consistency with overall system operations. Inmates will not be moved for dining; they will be fed in the dayroom areas.

Inmate movement from maximum wing upper levels will occur via elevators; enclosed fire stairs cannot be safely used for these purposes.

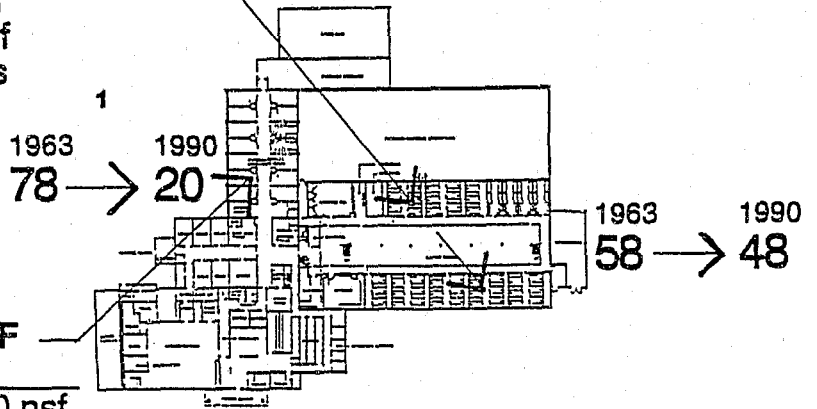
Housing unit operation will resemble new jail housing unit operation. Inmate movement will be minimized and services will be brought to inmates to the extent possible. Cell doors will remain open during the day and inmates may stay in the dayroom until evening lockdown. Second and third floors will house 80 inmates each and will require two officers per housing unit (floor).

Receiving wing housing will probably be used for inmate work crews. Since this unit is small, intermittent direct supervision will be used; one officer will watch this unit and cover activities on intake wing.

Capacity Comparison: 1963 vs. 1990 BOC Standards

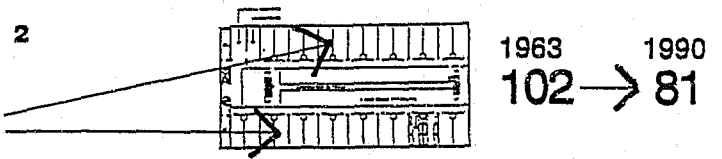
Cell area: 42 NSF  
BOC Regulations  
 Single Cells 70 nsf  
 Dayroom 35 nsf  
 Capacity : 0 beds

230 Beds

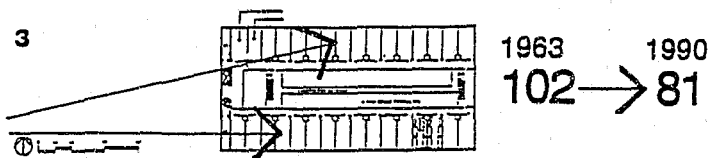


Cell area: 149 NSF  
BOC Regulations  
 Dormitory beds 50 nsf  
 Dayroom 35 nsf  
 Capacity : 2 beds

Cell area: 178 NSF  
BOC Regulations  
 Dormitory beds 50 nsf  
 Dayroom 35 nsf  
 Capacity : 3 beds



Cell area: 178 NSF  
BOC Regulations  
 Dormitory beds 50 nsf  
 Dayroom 35 nsf  
 Capacity : 3 beds





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**Scope Outline**

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<b>Fire &amp; Life Safety</b>	Same as Scenario A.
<b>Maintenance</b>	Same as Scenario A with the following exception: Remove toilets and sinks from all multiple occupancy cells.
<b>Security</b>	Same as Scenario A including subdivision of recreation yard.
<b>Minimum Jail Standards</b>	<ol style="list-style-type: none"><li>1. Remove existing first floor slab (dining area), catwalks and existing stairs, interior fencing. Construct foundation system: grade beams and piers (24' square bays). Columns: cast in place RC 24' grid Floors: cast in place RC Note: allow additions for sprinklers, lighting, HVAC, etc. for new floors.</li><li>2. Seismic upgrade at roof per 1985 structural assessment.</li><li>3. Relocate /replace Elevator (8x10) with security hardware.</li><li>4. Install refrigeration and reheat system to conform to new Main Jail food service system. Use existing first floor kitchen area.</li><li>5. Construct two toilet rooms on second and third level. Convert two multiple occupancy cells on each floor. Provide 10 toilets/sinks +1 HCAP toilet/sink per floor.</li><li>6. Install security hollow metal frame windows in housing areas. Nominal size: 3'x3' with restricted window openings, 5" maximum clearance. Frames 12 ga. HM, glazing laminated glass. Fully grout frames.</li><li>7. Construct open work station: and staff toilet second and third levels.</li><li>8. Acoustical Improvements to meet CAC Title 15 Section 1105 (a) (9).</li></ol>

**Other**

1. Expand first floor medical area. Intake areas adjacent to existing medical would be remodeled for waiting, exam, office and records (300-400 sf).
2. Remodel 1 cell per housing unit for medical examinations.
3. Visiting area expansion. Reconfigure lobby and administration area to accommodate added visiting facilities. (1200 sf).
4. Remodel part of administration area for staff break/ muster functions. (300 sf + staff toilet).

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**Cost** **Scenario B**


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Element	Cost
Sitework	\$ 425,975
Concrete	597,900
Masonry	150,000
Metals	210,000
Remodeling	327,940
Thermal & Moisture Protection	226,250
Doors & Hardware	271,200
Finishes	298,450
Specialities	90,500
Equipment	525,000
Conveying Systems	35,000
Mechanical	663,700
Electrical	520,975
Security Electronics	886,850
<b>A</b> Subtotal Direct Construction Costs	<b>5,229,740</b>
<b>B</b> General Conditions - 12% of <b>A</b>	<b>627,569</b>
<b>C</b> Overhead & Profit - 10% of <b>A, B</b>	<b>585,731</b>
<b>D</b> Escalation - 5% of <b>A, B, C</b> over 12 months	<b>322,152</b>
<b>E</b> Scope/Construction Contingency - 30% of <b>A, B, C</b>	<b>1,932,912</b>
<b>F</b> Total Construction Cost - <b>A, B, C, D, E</b>	<b>8,698,104</b>
<b>G</b> A/E Fees (15% of <b>F</b> )*	<b>1,304,716</b>
<b>H</b> Furniture & Equipment (2% of <b>F</b> )	<b>173,962</b>
<b>I</b> Tests/Inspections (1% of <b>F</b> )	<b>86,981</b>
<b>J</b> Construction Management (5% of <b>F</b> )	<b>434,905</b>
<b>K</b> Total Project Cost	<b>\$10,698,667</b>

\* This figure includes 4-5% for comprehensive documentation and analysis of all building systems as a pre-condition to redesign/remodel.

**Staffing**

Staffing assumes 12-12 Plan in accordance with new jail staffing. Staffing for Scenario B assumes 3-4 direct supervision dormitories (one per floor plus a medical wing). Rated capacity for this option is 230 beds.

The staffing estimate below for a four-week period with 12-hour shifts results in an estimated total staff of at least 73 positions: 58 core positions, 15 support positions. With this system there are four rotating teams, two day and two night shift teams, and a small fixed shift team.

**Scenario B Staffing**

<i>CORE Staff Title</i>	<i>Days/Week</i>	<i>Positions</i>		<i>Staff</i>
<b>Rotating Shift Positions</b>				
Office	7	1		4
Shift Supervisor	7	1		4
Inmate Processing	7	1		4
Escort	7	1		4
Control	7	1		4
<b>Housing</b>				
Receiving Wing	7	1		4
1st tier North	7	1		4
1st tier South	7	1		4
2nd tier	7	1		4
3rd tier	7	1		4
Max. Rover	7	1		4
Leave Relief	7	2		8
<b>Fixed Shift Positions</b>				
Visit Processing	7	1		2
Medical Officer	5	1		1
Classification	5	1		1
Rec Yard	7	1		2
<b>Subtotal CORE Staff</b>				<b>58</b>
<i>SUPPORT Staff Title</i>	<i>Days/Week</i>	<i>Positions</i>	<i>Notes</i>	<i>Staff</i>
Medical/PA or Nurse	5	1	day shift	4
Laundry/Commissary	5	1.5	day shift	3
Housekeeping	7	1	day shift	2
Maintenance	7	1	day shift	2
Transport	7	1	shared	1
Food Service	7	1	both shifts	3
<b>Subtotal SUPPORT Staff</b>				<b>15</b>
<b>TOTAL STAFF REQUIRED</b>				<b>73</b>

## Staffing Notes and Assumptions

1. Satellite of New Main Jail.
2. Direct supervision management model. Inmates spend most of day in dayrooms (levels 1, 2, 3, see drawings). Each floor operates as independent housing unit.
3. Booking and release at new jail only.
4. Visiting as existing.
5. All severe medical/mental health cases held in new jail Med/MH unit. Medical housing remodeled, used for other groups. Daily triage held on each floor.
6. Inmate movement from upper levels of maximum wing will occur via elevator only, since stairways are totally enclosed.
7. Reheat kitchen.
8. Rovers needed for recreation watch, food service supervision, visiting, line relief.

## Impacts

### Security

1. Maximum wing housing units are very large: 80 or more inmates per unit.  
Potential supervision and security problems. Negative staffing impact with two officers per unit on second and third levels for only 80 inmates while new jail housing is one officer for 64 inmates.
2. Numerous blind spots throughout the building. Addition of enclosed stairs creates blind spots at trustee dayroom, showers and at cells at east end.
3. Elevator movement required for inmate from second and third tiers.
4. Fire stairs are unsafe for inmate movement.
5. Enclosed cell fronts for fire codes further reduces staff supervision; increases separation of staff from inmates. With dormitory model, cell doors should remain open during day and evening.
6. Poor supervision sightlines in single cell areas.
7. Toilet rooms not easily supervised.

### Staffing & Operations

1. Building configuration makes staffing inefficient. Major inmate daily movement required for recreation, visiting. Negative staff impact.  
Extra staff required for movement and supervision. Recreation deputies not necessary when yard is attached to housing unit (new jail).



2. Extra staff required to transport inmates to and from new jail for booking, release, and medical.
3. Extra staff required for support: commissary, laundry, housekeeping, maintenance, etc.
4. Receiving wing housing unit too small for efficient direct supervision (20 - 24 beds).

**Standards**

1. Rated capacity of 230 beds includes the use of 42 nonconforming single cells. Strict code interpretation would result in a capacity of only 188 beds or about 50 percent of current rated capacity.
2. Housing units (second and third level) are unusually large (80 beds).
3. Housing floorplate size and configuration do not permit addition of support spaces.
4. Single cells are too small (42-45 sf vs. 70 sf standard), hard to supervise, lack adequate light.
5. No natural light in dayrooms, single cells.

**Other**

1. Expensive and lengthy remodeling.
2. Equivalent new high security construction would be less costly and faster.
3. Equivalent new high security construction would be more staff efficient.
4. Building not energy efficient.

## **SCENARIO C: UNLOCKED FACILITY**

### **Summary**

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The building would be converted for use for low minimum security inmates who might be confined to the building, the site or who might leave daily for work or education programs. An example of such a facility would be a "drunk driver's" jail. This facility would be classified as a Type IV facility under CAC Title 15 Section 1006 (kk).

The facility could be operated by the Sheriff's Department or another civilian agency. It would be remodeled to meet fire and life safety codes, maintenance needs, ADA, and 1990 BOC Minimum Jail Standards for Type IV facilities.

The following categories of remodeling are included:

- Fire and Life Safety to meet current codes;
- Essential maintenance and system upgrades;
- Improvements to meet 1990 BOC Minimum Jail Standards for Type IV facilities, including conversion of intake cells for programs and conversion of part of the administration area for contact visiting;
- All security hardware, locks and plumbing fixtures would be removed. Toilet rooms would be constructed on each floor to permit dormitory style operation;
- Handicapped accessibility improvements per ADA requirements;
- Remodeling for expanded medical facilities, contact visiting, and staff break/muster.

### **Operations**

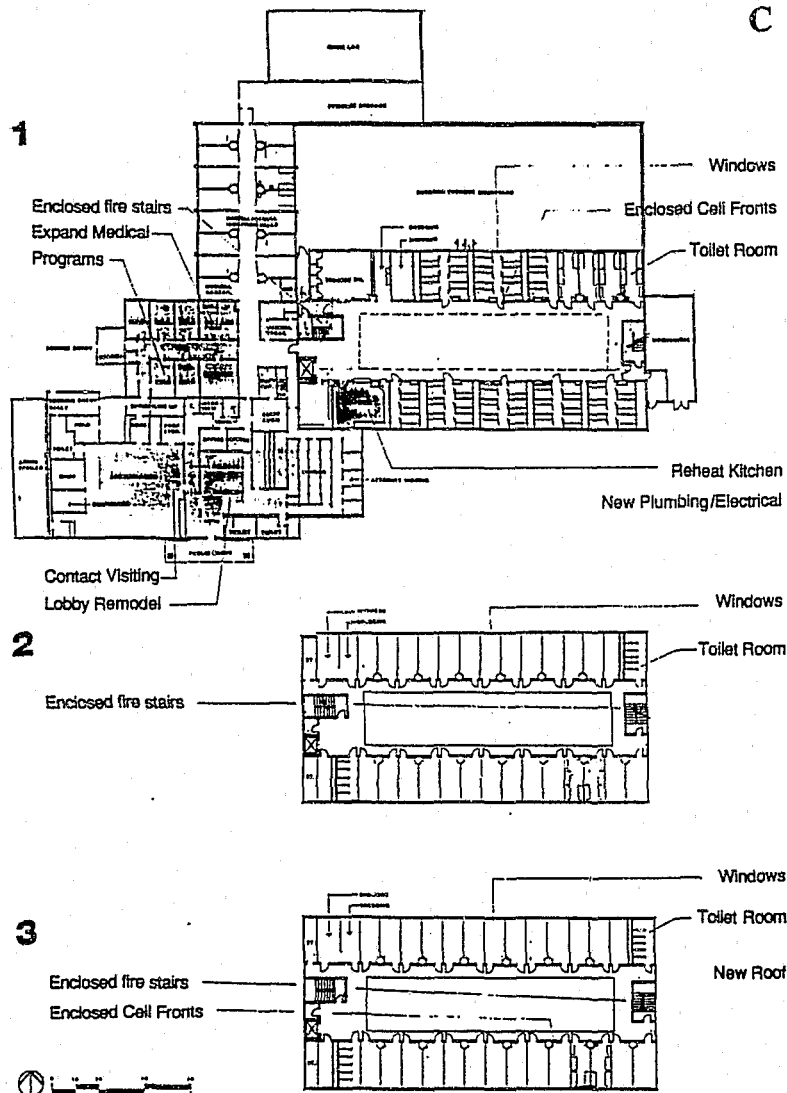
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Conceptually, the building would become an unlocked direct supervision dormitory facility, and would operate like the existing "124" housing building, where rules and staff supervision constitute the custody restraints. Most of the Scenario A fire and life safety improvements would be necessary since the maximum security wing must meet code requirements for atria.

The extent of this renovation would cross code thresholds which require that the building meet current building codes (seismic, electrical, mechanical, etc.).

## Capacity

Use of current Board of Corrections standards would reduce rated capacity to between 188 and 230 beds. The 230-bed rating would be achieved only with the use of 42 nonconforming single cells (45 sf v. 70 sf standard).



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## Scope Outline

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### Fire & Life Safety

Fire and life safety improvements are the same as Scenario A with the following exceptions:

1. Cell front replacements can be commercial grade hollow metal and glazing.
2. A secure control room is unnecessary; however, a work station where fire safety and security systems can be monitored would be necessary.
3. Safe refuge areas would not be required if unlocked gates were installed in the existing north and south yards.

### Maintenance

Maintenance improvements would be the same as Scenario A with the following exceptions:

1. Security plumbing fixtures would not be replaced in housing areas. New toilet rooms would be constructed.
2. Visiting room changes would be deleted; the administration area would be remodeled for contact visitation.
3. Existing lighting would be replaced with commercial grade rather than security grade fixtures.

### Security

Security improvements (sallyports) would be deleted. A central office with fire and security alarm monitoring would necessary, as noted.

### ADA Improvements

Same as Scenario A

### Minimum Jail Standards: Type IV Facility

Minimum Jail Standards improvements would be directed at creating an unlocked dormitory facility with conversion of cells to dorm rooms and provision of spaces for multipurpose use, dining and contact visitation. Estimated capacity would be between 188 and 230 beds.

1. Remove all locking systems, grille doors, security toilet fixtures and sinks, interior chain link fencing. Remove excess cell bunks.

2. Construct Pipe Rail levels two and three and stairs.
3. Remove all cell padding and detoxification cells.
4. Install reheat kitchen per Main Jail System.
5. Construct toilet rooms in levels one, two, and three and medical wing. Commercial grade fixtures.  
(11 toilets/sinks per floor including one HCAP shower, toilet and sink per floor.)
6. Convert part of administration area to contact visiting room.
7. Convert three cells in medical wing for dayroom/multipurpose use.
8. Convert holding areas to multipurpose areas.
9. Install commercial grade fixed windows: 100 windows (3' x 3').
10. Acoustical improvements to meet CAC Title 15 Section 1105(a)(9).
11. Remodel area for inmate laundry functions (600-800 sf).

## Cost

## Scenario C

Element	Cost
Sitework	\$ 375,475
Concrete	76,000
Masonry	150,000
Metals	205,000
Remodeling	192,520
Thermal & Moisture Protection	217,250
Doors & Hardware	125,000
Finishes	282,150
Specialities	90,500
Equipment	182,000
Conveying Systems	35,000
Mechanical	610,550
Electrical	455,475
Security Electronics	584,525
<b>A Subtotal Direct Construction Costs</b>	<b>3,581,445</b>
<b>B General Conditions - 12% of A</b>	<b>429,773</b>
<b>C Overhead &amp; Profit - 10% of A, B</b>	<b>401,122</b>
<b>D Escalation - 5% of A, B, C over 12 months</b>	<b>220,617</b>
<b>E Scope/Construction Contingency - 30% of A, B, C</b>	<b>1,323,702</b>
<b>F Total Construction Cost - A, B, C, D, E</b>	<b>5,956,659</b>
<b>G A/E Fees (15% of F)*</b>	<b>893,499</b>
<b>H Furniture &amp; Equipment (3% of F)</b>	<b>178,700</b>
<b>I Tests/Inspections (1% of F)</b>	<b>59,567</b>
<b>J Construction Management (5% of F)</b>	<b>297,833</b>
<b>K Total Project Cost</b>	<b>\$7,386,258</b>

\* This figure includes 4-5% for comprehensive documentation and analysis of all building systems as a pre-condition to redesign/remodel.

**Staffing**

Staffing assumes 12-12 Plan in accordance with new jail staffing. Rated capacity for this option is 188 - 230 beds.

The staffing estimate below for a four-week period with 12-hour shifts results in an estimated total staff of at least 41 positions: 32 core positions, 9 support positions. With this system there are four rotating teams, two day and two night shift teams, and a small fixed shift team.

**Scenario C Staffing**

<i>CORE Staff Title</i>	<i>Days/Week</i>	<i>Positions</i>	<i>Staff</i>	
<b>Rotating Shift Positions</b>				
Shift Supervisor	7	1	4	
Rover/Support	7	1	4	
<b>Housing</b>				
Receiving Wing	7	1	4	
1st tier	7	1	4	
2nd tier	7	1	4	
3rd tier	7	1	4	
Leave Relief	7		4	
<b>Fixed Shift Positions</b>				
Visit Processing	7	1	2	
Office	7	1	1	
<b>Subtotal CORE Staff</b>			<b>32</b>	
<i>SUPPORT Staff Title</i>	<i>Days/Week</i>	<i>Positions</i>	<i>Notes</i>	<i>Staff</i>
Medical/PA or Nurse	5	1	day shift	1
Housekeeping	7	1	day shift	2
Maintenance	7	1	day shift	2
Transport	7	1	shared	1
Food Service	7	1	both shifts	3
<b>Subtotal SUPPORT Staff</b>				<b>9</b>
<b>TOTAL STAFF REQUIRED</b>				<b>41</b>

### Staffing Notes and Assumptions

1. Assumes many inmates away from building during day or in structured programs on site.
2. Medical is pill call. General assessment and serious medical cases moved to new jail.
3. Housing staff ratio matches 128-bed unit staffing.
4. Reheat pantry kitchen and food service to match new jail.
5. Rovers do housing relief, supervise food service.
6. Receiving wing officer also covers programs area in former intake wing.

### Impacts

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#### Staffing & Operations

1. Tier/cellblock configuration makes supervision difficult.
2. Least cost option in terms of remodeling and staffing.
3. Major renovation required to meet fire codes, maintenance and system upgrades.
4. 124-bed unit staffing model more efficient.

#### Standards

1. Fire and life safety: Atria (maximum wing) not permitted in detention facility occupancies.
2. Inadequate dayroom area for large population (16 -18 sf/inmate v. 35 sf/inmate standard).
3. Inadequate program areas as required by Title 15.
4. Inadequate natural lighting.

#### Other

1. County is forced to operate three to four facilities instead of two, as per Master Plan. Extra facilities mean extra administration, line and support staffing.
2. Presence of empty building drives operations instead of achieving optimal staff efficiency by running only two facilities.
3. County has adequate minimum security capacity. Current and future bedspace demand for minimum security can be met by existing facilities or new construction with less cost and with greater staff efficiency.



4. Opportunity cost losses by deviating from Master Plan and continuing to operate inefficient building while land will still need to be found to site new Law and Courts Complex.
5. Major cost for fire code and visiting improvements.
6. Comparable new construction would be less costly, faster and designed for staff efficiency.
7. Building not energy efficient.

## **SCENARIO D: ONE-FLOOR, HIGH-SECURITY HOUSING**

### **Summary**

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Scenario D is considered a minimum level of remodel project to create a high security facility which uses only first floor housing of the maximum security wing and the one story receiving jail. This option is a variation of Scenario A with scope reductions to mitigate fire code requirements pertaining to atria. Atria requirements, which have a major impact on remodeling cost, include construction of enclosed fire stairs, enclosed cell fronts, new elevators, and substantial modification to electrical and mechanical systems.

The following categories of remodeling are included:

- Fire and Life Safety improvements to meet current codes;
- Essential maintenance and system upgrades;
- Essential security modifications and upgrades resulting from fire code improvements;
- Handicapped accessibility improvements per ADA requirements.

From a jail system perspective, it assumes that the Men's Jail would serve as an overflow unit and that the building would be managed and operated much as it is today. Direct supervision management would not be used. The recreation yard will be subdivided.

Construction and project costs for Scenario D were modeled on detailed estimates prepared for Scenarios A, B and C. While building system elements pertaining to the whole building, e.g. roofing, remained the same, some fire and life safety and security upgrades were deleted since the second and third floors would not be used in this scenario. Scope reductions included elimination of new stairs, elevators, upper tier cell fronts and cell modifications.

### **Capacity**

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This option assumes that 1990 BOC Minimum Jail Standards will be met, to the extent possible. Rated capacity of the facility will be reduced from 356 beds to 74-76 beds.

### **Operations**

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Conceptually, this facility would operate as satellite housing for the new jail. It would no longer handle any booking and release functions, although court muster/movement would continue. It would not be a direct supervision facility.

The facility would house general population pretrial and sentenced inmates. Maximum security and special populations would be housed in appropriate areas of the new jail. Inmates with serious medical and/or mental health problems would be held in the new jail.

Visiting, outdoor recreation and medical will follow existing patterns. The medical area will be expanded to acceptable minimums. Inmates will be moved for these services and for dining.

Food service equipment and delivery will be organized for consistency with overall system operations.

## **Scope Outline**

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### **Fire & Life Safety**

1. Install automatic fire sprinkler system throughout the building to conform to Title 24, Sec 1009(D) and provisions of NFPA 13. Sprinkler heads are required in all rooms.
2. Service connection from street water mains to wet standpipe system.
3. Install a manual fire alarm system throughout the building per Title 24 .
4. Furnish and install a complete smoke and fire detection system consisting of smoke sensors, bells/horns and necessary control equipment. Equipment shall include fire control panels, remote annunciators, ionization type smoke detectors, fire alarm bells/horns, manual fire alarm stations, and waterflow and valve tamper switches.

CAC Title 24 Sec 1013-B23/1010D (a)

Smoke detectors in the atrium area shall be installed to conform to Section 1715(b) UBC 1988.

5. Furnish and install a mechanically operated smoke management system.CAC Title 24 Sec. 1011 D.
6. Provide 1 hour fire resistive construction between atrium and cell housing (first floor only).  
The existing wall meets these requirements, but existing open grille doors are not acceptable.
- 6.2 Remove existing grille doors and replace with security grade (12-14 ga.) hollow metal doors and frames with side lites. Each door will have a 1' x 2' vision panel. Minimum door width is 2'-6'(first floor only).

- 6.3 Provide smoke gasketing for cell and chase doors (first floor only).

Replace cell door and building exit locking systems with low voltage solenoid operated or pneumatic locks. Brink's 3020 or equal at cell doors, FA 50 jamb mounted locks or equal at building exits.

- 6.4 Provide door position indicators which are annunciated at the control room and above each door.

- 6.5 Fire exits Section 3309 UBC 1988

Provide enclosed 2 hour corridor from maximum wing dayroom floor to the building exterior (northwest and southeast corners).

All doors should be capable of manual and remote electronic operation.

Exterior doors must be interlocked doors.

Door position indicators should be annunciated at the control room.

- 7.0 Safe Refuge Section

- 7.1 Extend fencing in north recreation to yard to provide adequate safe refuge for total facility population ( Inmates + staff = 100x 3sf = 300sf. Safe refuge area must be a minimum of 50 feet from any point of the building. Add 20' x 20' security wall and fence at northeast corner of yard.

- 7.2 Remove trailers in south courtyard.

Extend fencing in south recreation to yard to provide adequate safe refuge for total facility population ( Inmates + staff = 100 x 3sf = 300sf). Add 20' x 20' security wall and fence at southeast corner of yard.

Construct new fence to create a safe refuge area connected to receiving wing, or provide egress on east wall to recreation yard.

8. Provide dry or combination standpipe (2 1/2' fire hose fittings and valves) in accord with CAC Title 24 Section 1009(b),(c).
9. Remove and replace padding in safety, detoxification and holding cells with SFM approved materials and procedures. **Major liability issue.**
10. Relocate and rebuild control room to accomodate fire and life safety systems, locking systems, security alarms, etc. Enclose control room with

**Maintenance**

hollow metal frames and glass clad polycarbonate glazing (200 sf). Sallyport controlled doors.

1. Replace roofing and roof insulation. Provide tapered insulation, 20 year three ply built up roof and required roof vents.

2. Heating and cooling duct work.

Remove existing ductwork (first floor only).

Replace existing ductwork to provide adequate heating and cooling for all areas (first floor only). Assume that air supply /return will be located in furred area along walkways.

Fire dampers provided per code requirements.

3. Plumbing. Replace stainless steel toilet fixtures and sinks. Replace hot and cold water lines, drains, vents, wyes, etc (first floor only).

4. Resize gas lines to accommodate heating, cooling and hot water needs.

5. Retrofit existing boilers to convert from steam to hot water convection heating.

Replace heat exchangers and condensate pumps.

6. Remove and replace electrical distribution system and components.

277/480 volt, 3-phase, 4 wire 60m hertz with grounded neutral.

7. Lighting. Remove and replace security light fixtures in inmate areas (first floor only).

8. Electrical Vault /transformers

Replace existing transformers and relocate to a secure external concrete pad.

9. Asbestos. Remove VAT in lobby, office, visiting areas ( 7000 SF).

**Security**

1. Sallyport.

Construct a secure sallyport between the public lobby and the jail. The doors shall be interlocked and controlled by central control room.

2. Install Sallyport at Attorney Visiting, interlocked doors operated by central control.

3. Inmate visiting.

Remove existing ceiling and install security plaster ceiling with secure access panels (1250 sf)

Replace existing wire glazing with glass clad laminated polycarbonate units (1250 sf).

ADA

Provide camera supervision of visiting areas with monitoring in control room.

Replace existing inmate visiting phone system (1250 SF).

1. Inmates

Provide one handicapped toilet, shower and sink for each housing area.

One cell in each area should be made for use by disabled inmates.

2. Staff

Provide one handicapped toilet facility each for men and women.

3. Public

Provide one handicapped toilet facility each for men and women

**Cost** **Scenario D**

Element	Cost
Sitework	\$ 292,255
Concrete	85,900
Masonry	20,000
Metals	87,000
Remodeling	112,750
Thermal & Moisture Protection	213,250
Doors & Hardware	137,575
Finishes	180,415
Specialities	19,500
Equipment	225,000
Conveying Systems	0
Mechanical	595,050
Electrical	314,235
Security Electronics	486,925
<b>A Subtotal Direct Construction Costs</b>	<b>2,769,855</b>
<b>B General Conditions - 12% of A</b>	<b>332,383</b>
<b>C Overhead &amp; Profit - 10% of A, B</b>	<b>310,224</b>
<b>D Escalation - 5% of A, B, C over 12 months</b>	<b>170,623</b>
<b>E Scope/Construction Contingency - 30% of A, B, C</b>	<b>1,023,738</b>
<b>F Total Construction Cost - A, B, C, D, E</b>	<b>4,606,823</b>
<b>G A/E Fees (15% of F)*</b>	<b>691,023</b>
<b>H Furniture &amp; Equipment (2% of F)</b>	<b>92,136</b>
<b>I Tests/Inspections (1% of F)</b>	<b>46,068</b>
<b>J Construction Management (5% of F)</b>	<b>230,341</b>
<b>K Total Project Cost</b>	<b>\$5,666,392</b>

\* This figure includes 4-5% for comprehensive documentation and analysis of all building systems as a pre-condition to redesign/remodel.

## Staffing

Staffing assumes 12-12 Plan in accordance with new jail staffing. Staffing for Scenario D assumes fire and life safety and maintenance improvements using 1963 BOC Standards, and operation of only the first floor of the old jail. Rated capacity for this option is 74-76 beds.

The staffing estimate below for a four-week period with 12-hour shifts results in an estimated total staff of at least 52 positions: 40 core positions, 11.3 support positions. With this system there are four rotating teams, two day and two night shift teams, and a small fixed shift team.

### Scenario D Staffing (12-12 Plan)

<i>CORE Staff Title</i>	<i>Days/Week</i>	<i>Positions</i>	<i>Staff</i>
<b>Rotating Shift Positions</b>			
Office	7	1	4
Shift Supervisor	7	1	4
Inmate Processing	7	1	4
Escort	7	1	4
Control	7	1	4
<b>Housing</b>			
Receiving Wing	7	1	4
1st tier	7	1	4
Max. Rover	7	1	4
Leave Relief	7	1	4
<b>Fixed Shift Positions</b>			
Visit Processing	7	1	1
Medical Officer	5	1	1
Classification	5	1	1
Rec Yard	7	1	1
<b>Subtotal CORE Staff</b>			<b>40</b>

<i>SUPPORT Staff Title</i>	<i>Days/Week</i>	<i>Positions</i>	<i>Notes</i>	<i>Staff</i>
Medical/PA or Nurse	5	1	day shift	2
Laundry/Commissary	5	1	day shift	2
Housekeeping	7	1	day shift	2
Maintenance	7	1	day shift	2
Transport	7	1	shared	1.3
Food Service	7	1	both shifts	3
<b>Subtotal SUPPORT Staff</b>				<b>11.3</b>

**TOTAL STAFF REQUIRED** **52 (rounded)**



**Staffing Notes and Assumptions**

1. Booking and release through new jail only.
2. Court movement occurs in this building.
3. Visiting/medical as existing.
4. All severe medical/mental health held in new jail Med/MH unit. Medical housing remodeled, used for other groups.
5. Medical Officer/Nursing staff provided by Health Department.
6. Food Service would be organized for consistency with new jail.

**Impacts**

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**Security**

1. Major security systems upgrades due to fire code improvements.
2. Enclosed cell fronts for fire codes further reduces staff supervision; increases separation of staff from inmates.
3. Three-bed dormitory housing units are marginal for pretrial inmates. Minimum standards housing require single occupancy cells for pretrial inmates for safety, security and proper classification.

**Staffing & Operations**

1. Extremely inefficient staffing due to movement requirements, poor configuration and duplication of existing positions at larger new jail facility. Staff duplication includes: control, supervision, escort, food service, medical, commissary, laundry, housekeeping, transport and maintenance. Required recreation deputy for Men's Jail is not necessary with new jail housing design.
2. Poor configuration for supervision in visiting area.
3. Facility management rule system is not congruent with overall system operations (new jail , honor farm).

**Standards**

1. Fire & Life Safety: Atria (Maximum wing) not permitted in detention facility occupancies.
2. Inadequate areas for dayroom, dining, programs and recreation. Potential area of legal liability.

3. Does not meet current Board of Corrections Standards. Potential area of legal liability.
  - Single cells too small/remote.
  - Multiple Occupancy Cells not allowed
  - No dayrooms: Receiving Wing
  - Inadequate area (square feet) for all inmates
  - No natural light
  - Extreme noise levels in maximum wing
  - Acoustics substandard
4. Substandard environment for public employees.

## **SCENARIO E: ONE-FLOOR, LOW-SECURITY HOUSING**

### **Summary**

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The building would be converted for use for low minimum security inmates who might be confined to the building, the site or who might leave daily for work or education programs. An example of such a facility would be a "drunk driver's" jail. This facility would be classified as a Type IV facility under CAC Title 15 Section 1006 (kk).

The facility could be operated by the Sheriff's Department or another civilian agency. It would be remodeled to meet fire and life safety codes, maintenance needs, ADA, and 1990 BOC Minimum Jail Standards for Type IV facilities.

Scenario E is considered a minimum level of remodel project to create a low security facility which uses only first floor housing of the maximum security wing and the one-story receiving jail. This option is a variation of Scenario C with scope reductions to mitigate fire code requirements pertaining to atria and to "I" occupancy classifications in which a person's freedom of movement is physically restrained.

This option assumes that 1990 BOC Minimum Jail Standards will be met, to the extent possible.

The following categories of remodeling are included:

- Fire and Life Safety standards to meet current codes;
- Essential maintenance and system upgrades;
- Improvements to meet 1990 BOC Minimum Jail Standards for Type IV facilities, including conversion of intake cells for programs and conversion of part of the administration area for contact visiting;
- All security hardware, locks and plumbing fixtures would be removed. Toilet rooms would be constructed on the first floor to permit dormitory style operation;
- Handicapped accessibility improvements per ADA requirements;
- Remodeling for expanded medical facilities, contact visiting, and staff break/muster.

Conceptually, the building would become an unlocked direct supervision dormitory facility and would operate like the existing 124-bed housing building, where rules and staff supervision constitute the custody restraints.

Construction and project costs for Scenario E were modeled on detailed estimates prepared for Scenarios A, B and C. While building system elements pertaining to the whole building, e.g. roofing, remained the same, some fire and life safety and security upgrades were deleted since the second and third floors would not be used in this

scenario. Scope reductions included elimination of new stairs, elevators, upper tier cell fronts and cell modifications.

## Scope Outline

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### Fire & Life Safety

Same as Scenario A with the following exceptions:

1. A secure control room is unnecessary; however, a work station where fire safety systems can be monitored would be necessary.
2. Safe refuge areas would not be required if unlocked gates were installed in the existing north and south yards.
3. *The following changes will be necessary for the first floor only.*
  - 3.1 Provide one-hour fire resistive construction between atrium and cell housing. (The existing wall meets these requirements, but existing open grille doors are not acceptable.)
  - 3.2 Remove existing grille doors and replace with commercial grade wood or hollow metal doors and frames with side lights. Each door will have a 1' x 2' vision panel. Minimum door width is 2'-6'.
  - 3.3 Provide smoke gasketing for all cell and chase doors.

### Maintenance

Same as Scenario A with the following exceptions:

1. Security plumbing fixtures would be removed in housing areas and new toilet rooms would be constructed (first floor only).
2. Visiting room changes would be deleted; the administration area would be remodeled for contact visitation (first floor only).
3. Existing lighting would be replaced with commercial grade rather than security grade fixtures (first floor only).

### Security

Security improvements (sallyports) would be deleted. A central office with fire and security alarm monitoring would necessary.

### ADA Improvements

Same as Scenario D

**Minimum Jail Standards:  
Type IV Facility**

Minimum Jail Standards improvements would be directed at creating an unlocked dormitory facility with conversion of cells to dorm rooms and provision of spaces for multipurpose use, dining and contact visitation. Estimated capacity would be between 74 and 76 beds using 1990 standards.

1. Remove all locking systems, grille doors, security toilet fixtures and sinks, interior chain link fencing. Remove excess cell bunks.
2. Remove all cell padding
3. Install reheat kitchen per Main Jail System.
4. Construct toilet rooms maximum and receiving wings. Commercial grade fixtures: 6 toilets/sinks in maximum wing/ 3 toilets sinks in receiving wing (including one HCAP shower, toilet and sink per area.)
5. Contact Visiting: Convert part of administration area to contact visiting room.
6. Convert four cells in medical wing for dayroom/multipurpose use.
7. Convert holding areas to multipurpose areas.
8. Install commercial grade fixed windows: 30 windows (3' x 3').
9. Acoustical treatment. Acoustical improvements to meet CAC Title 15 Section 1105 (a) (9).
10. Remodel area for inmate laundry functions ( 600-800 sf).

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**Cost** **Scenario E**


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Element	Cost
Sitework	\$ 268,755
Concrete	36,000
Masonry	20,000
Metals	35,000
Remodeling	125,210
Thermal & Moisture Protection	213,250
Doors & Hardware	57,500
Finishes	182,835
Specialities	39,500
Equipment	172,000
Conveying Systems	0
Mechanical	352,450
Electrical	282,865
Security Electronics	211,000
<b>A Subtotal Direct Construction Costs</b>	<b>1,996,365</b>
<b>B General Conditions - 12% of A</b>	<b>239,564</b>
<b>C Overhead &amp; Profit - 10% of A, B</b>	<b>223,593</b>
<b>D Escalation - 5% of A, B, C over 12 months</b>	<b>122,976</b>
<b>E Scope/Construction Contingency - 30% of A, B, C</b>	<b>774,749</b>
<b>F Total Construction Cost - A, B, C, D, E</b>	<b>3,357,247</b>
<b>G A/E Fees (15% of F)*</b>	<b>503,587</b>
<b>H Furniture &amp; Equipment (2% of F)</b>	<b>67,145</b>
<b>I Tests/Inspections (1% of F)</b>	<b>33,572</b>
<b>J Construction Management (5% of F)</b>	<b>167,862</b>
<b>K Total Project Cost</b>	<b>\$4,129,414</b>

\* This figure includes 4-5% for comprehensive documentation and analysis of all building systems as a pre-condition to redesign/remodel.

**Staffing**

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Staffing assumes 12-12 staffing plan in accordance with new jail staffing. Staffing for Scenario E assumes fire and life safety and maintenance improvements using 1963 BOC Standards, and operation of only the first floor of the old jail. Rated capacity for this option is 74-76 beds.

The staffing estimate below for a four-week period with 12-hour shifts results in an estimated total staff of at least 34 positions: 24 core positions, 10 support positions. With this system there are four rotating teams, two day and two night shift teams, and a small fixed shift team.

**Scenario E Staffing (12-12 Plan)**

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<i>CORE Staff Title</i>	<i>Days/Week</i>	<i>Positions</i>		<i>Staff</i>
Rotating Shift Positions				
Shift Supervisor	7	1		4
Housing				
Receiving Wing	7	1		4
1st Max Wing	7	1		4
Rover/Support	7	1		4
Leave Relief	7	1		4
Fixed Shift Positions				
Visit Processing	7	1		2
Office	7	1		2
<b>Subtotal CORE Staff</b>				<b>24</b>
<i>SUPPORT Staff Title</i>	<i>Days/Week</i>	<i>Positions</i>	<i>Notes</i>	<i>Staff</i>
Medical/PA or Nurse	5	1	day shift	2
Housekeeping	7	1	day shift	2
Maintenance	7	1	day shift	2
Transport	7	0.5	shared	1
Food Service	7	1	both shifts	3
<b>Subtotal SUPPORT Staff</b>				<b>10</b>
<b>TOTAL STAFF REQUIRED</b>				<b>34</b>

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**Staffing Notes & Assumptions**

1. Booking and release occur only through new jail.
2. Court movement occurs in this building.
3. Visiting/medical as existing.
4. All severe medical/mental health held in new jail Med/MH unit. Medical housing remodeled, used for other groups.
5. Medical Officer/Nursing staff provided by Health Department.
6. Food Service would be organized for consistency with new jail.

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**Impacts****Staffing & Operations**

1. Linear housing configuration makes supervision difficult. Single cell visual supervision is very poor.
2. Least cost option in terms of remodeling and staffing.
3. Major renovation required to meet fire codes and for maintenance and system upgrades.
4. Replacement with 124-bed unit yields cheaper construction and much greater staffing efficiency. Scenario E requires 35 positions for 72 - 74 beds while 14 - 16 positions would be required for a new, larger 124-bed unit at the Honor Farm.

**Standards**

1. Fire and life safety: Atria (maximum wing) not permitted in detention facility occupancies.
2. Inadequate program areas as required by Title 15.
3. Inadequate natural lighting.

**Other**

1. Sheriff's Department has adequate existing and potential (minimum) low security bed capacity (100-200 beds) within the Honor Farm. Current and future bedspace demand for minimum security can be met by existing facilities or new construction with less cost and greater staff efficiency.
2. Opportunity Cost: Master Plan: Area designated for new courts facility. New Law Courts location required.

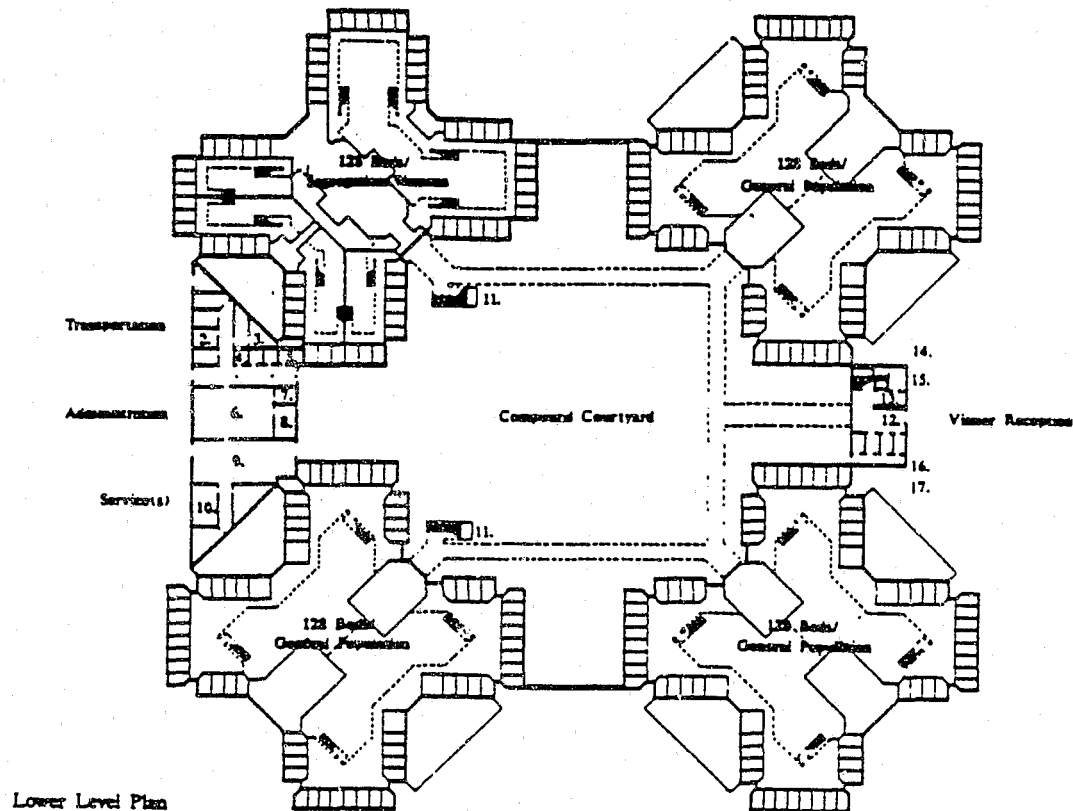


3. Major costs for fire code improvements, visiting improvements.
4. Comparable new construction would be less costly and faster, and designed for staff efficiency.
5. Building not energy efficient.

## APPENDIX B

## NEW CONSTRUCTION SCENARIOS

## Scenario AA: High Security Beds - Partial 512-Bed Compound

*Scope*

This option would include the *partial* construction of the second 512-bed compound. The project would include two housing buildings and the housing support functions for a capacity of 256 beds. Housing support functions would be sized to service the entire 512-compound. The two additional housing units would be added when funds are available.

*Building*

The building would support four 64-bed units for a total capacity of 256 beds.

Other building components would include:

1. Programs: Visiting, counseling, multipurpose, medical exam.
2. Support: Food service, administration/staff, storage, housekeeping, mechanical.

*Building Systems*

Same as new jail construction. Gas-fired roof-mounted HVAC.

*Cost*

Estimated construction cost in current dollars is \$10,960,300.

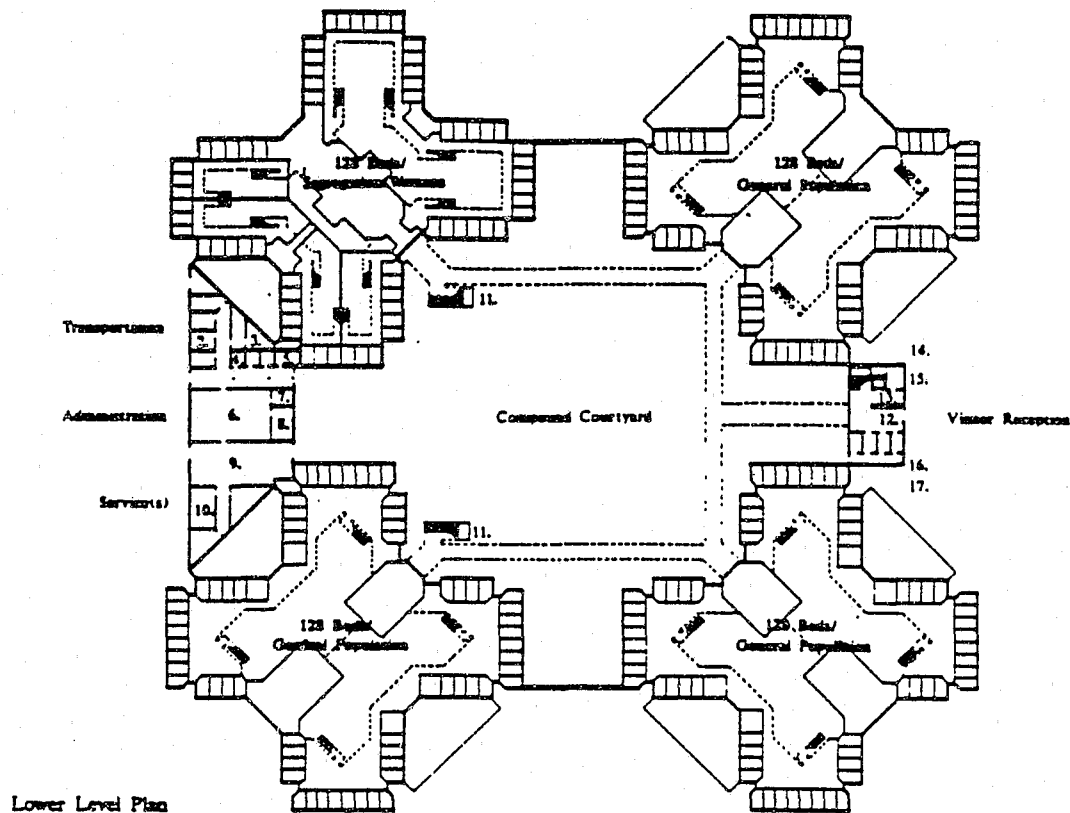
*Staffing*

Estimated direct supervision staffing for a 28-day period staff would be:

	<i>Day</i>	<i>Night</i>
Unit Clerk	2	2
Supervisor	2	2
Housing Units	8	8
Escort/Utility Deputy	3	3
Visit Screening	1	1
Unit Relief	3	3

Assuming general population housing, a 12-hour shift pattern, the total staffing need would be 36 - 38 positions.

## Scenario BB: High Security Beds - Full 512-Bed Compound



### Scope

This option would include the construction of the second high security 512-bed compound. The project would include four general population housing buildings and the housing support functions for a single occupancy capacity of 512 beds.

### Building

Building area would be about 157,000 gross square feet in area with eight 64-bed units for a total capacity of 512 beds.

Other building components would include:

1. Programs: Visiting, counseling, multipurpose, medical exam.
2. Support: Food service, administration/staff, storage, housekeeping, mechanical.

### Building Systems

Same as new jail construction. Gas-fired, roof-mounted HVAC.

*Cost*

Estimated construction cost in current dollars is \$20,876,300. Using a budget cost ratio of 1.8, the total project cost would be \$22,546,4000.

*Staffing*

Estimated direct supervision staffing for a 28-day period staff would be:

	<i>Day</i>	<i>Night</i>
Unit Clerk	2	2
Supervisor	2	2
Housing Units	16	16
Escort/Utility Deputy	6	6
Distrib. Spec.	1	1
Visit Screening	2	2
Unit Relief	4	4

Assuming general population housing, a 12-hour shift pattern, the total staffing need would be 66 - 68 positions.

**Scenario CC: Low Security Beds - Two 124-Bed Units**

<i>Scope</i>	Construction of two 124-bed sentenced housing facilities like the recently built sentenced facility.
<i>Building</i>	<p>Total building area would be about 49,700 gross square feet in area (27,850 gsf per building) with four 31-bed wings for a total capacity of 248 beds.</p> <p>Other building components would include:</p> <ul style="list-style-type: none"><li>• Four housing units with one workstation per unit;</li><li>• Active and passive recreation;</li><li>• Counseling, multipurpose, medical exam;</li><li>• Support: administration/staff storage, housekeeping, mechanical.</li></ul>
<i>Building Systems</i>	Wood frame construction. Gas-fired, roof-mounted HVAC.
<i>Cost</i>	Estimated construction cost for two buildings in current dollars is \$4,089,750 or \$2,044,875 per building. Using a building ration of 1.14, total project cost would be \$4,662,300 or about \$18,800 per bed.
<i>Staffing</i>	<p>It the Sheriff's Department operates these facilities like the existing 124-bed unit, program participants would use shared honor farm facilities for dining, visiting, medical, etc.</p> <p>Assuming a 12-hour shift pattern, the total staffing need would be 12 - 14 positions for two buildings.</p>

**Scenario DD: Second Intake Unit**

A second intake housing building was proposed as part of Phase II of the Jail Master Plan (1988). This building which would be located between the existing intake housing and the Medical/Mental Health housing would have two housing units with a total capacity of 132 single cells. The estimated cost of the second intake housing building is \$4.5 million.

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**APPENDIX C****WOMEN'S JAIL REMODELING OPTIONS**

A review of the building configuration, size and condition of the building systems suggests two possible future uses. Scenario A would be to remodel the building for use as a men's sentenced medium security facility where this building becomes part of the Honor Farm. Scenario B would be to remodel the building as a facility which might be for a drug treatment program or program centered operation. Scenario B could be operated by an agency other than the Sheriff's Department.

**WOMEN'S JAIL SCENARIO A: SECURE SENTENCED MEN'S FACILITY**

Since the facility is designed and constructed as a secure operation, one possible scenario would be to remodel the building to house medium security male inmates who are sentenced to serve terms in the county jail, as an alternative to housing them in the new jail or the less restrictive Honor Farm setting. The advantages would be to reduce demand for high security beds (new jail) by low security inmates and free up new jail beds to house high security inmates.

Scenario A would include fire and life safety improvements, maintenance and security improvements and extensive remodeling of the maximum security wing to convert it to a dormitory style housing unit. The remodeling would include demolition of the cell structure and plumbing system and the construction of: a hygiene area, four-foot sleeping room partition walls and construction of a partially glazed dayroom wall between a new dayroom within the unit and the sleeping area.

**Capacity**

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The rated capacity of the facility would be slightly reduced from 65 beds to 55 - 60 beds. However, given its mission as a secure facility it would still be necessary to provide most of the services found in the new jail, such as visiting, food service, commissary and medical.

The facility lacks adequate dayroom space in both the maximum security and the minimum dormitory housing units. The existing minimum security dormitory has 2500 sf of area with a rated capacity of 50 beds. However, the designated dayroom is only 675 sf, which by current standards would be large enough for less than 18 inmates when one accounts for circulation. Allocation of some dormitory sleeping area for required dayroom space would reduce the population from 50 beds to about 35 - 37 beds. Part of the dorm would be remodeled for dayroom space, so that two separate dayrooms would exist for this group, the original in the northwest wing and the new one in the northeast wing. As an alternative, dayroom space could be constructed along the southwest wall of the dormitory.

Conversion of the maximum security wing to dormitory housing as described would provide dormitory space for about 20 - 24 inmates.



## Cost

## Women's Jail A

Element	Cost	
<i>Fire and Life Safety</i>		
Sprinklers		
Safe Refuge Area		
Corridor/Egress/Relocate Medical & Staff		
Subtotal 1	\$ 124,480	
<i>Security</i>		
Sallyport: Lobby/Secure Area		
Glazing/Frame Max Wing and East Wall		
Locking Systems		
Subtotal 2	55,000	
<i>Standards</i>		
Convert Max Cells to Dayroom/Dorms		
Minimum Dorm: Dayroom/Hygiene Upgrades		
Secure Windows/Housing		
HVAC Upgrade		
Subtotal 3	287,750	
<i>Other</i>		
Food Service Conversion		
Electrical Upgrades		
Misc. Finishes		
Site Allowance		
Subtotal 4	210,200	
<b>A</b>	<b>Subtotal Direct Construction Costs</b>	<b>677,430</b>
<b>B</b>	<b>General Conditions - 12% of A</b>	<b>81,292</b>
<b>C</b>	<b>Overhead &amp; Profit - 10% of A, B</b>	<b>75,872</b>
<b>D</b>	<b>Escalation - 5% of A, B, C over 12 months</b>	<b>41,730</b>
<b>E</b>	<b>Scope/Construction Contingency - 30% of A, B, C</b>	<b>250,378</b>
<b>F</b>	<b>Total Construction Cost - A, B, C, D, E</b>	<b>1,126,702</b>
<b>G</b>	<b>A/E Fees (15% of F)*</b>	<b>169,005</b>
<b>H</b>	<b>Furniture &amp; Equipment (2% of F)</b>	<b>22,534</b>
<b>I</b>	<b>Tests/Inspections (1% of F)</b>	<b>11,267</b>
<b>J</b>	<b>Construction Management (5% of F)</b>	<b>56,335</b>
<b>K</b>	<b>Total Project Cost</b>	<b>\$1,385,843</b>

\* This figure includes 4-5% for comprehensive documentation and analysis of all building systems as a pre-condition to redesign/remodel.

## **WOMEN'S JAIL SCENARIO B: UNLOCKED PROGRAM FACILITY**

Scenario B would be conversion of the Women's Jail for use as a drug treatment program or other program centered operation. Conceptually, the facility could be operated by a non-profit community, the Sheriff's Department or another county agency. Rules and staff supervision would be used to manage inmate behavior and limit movement. Inmates who have major rule violations could be returned to jail bedspace at the women's Honor Farm or at the new jail.

Scenario B would include fire and life safety improvements for improved exiting, maintenance improvements and extensive remodeling of the maximum security wing to convert it to a dormitory style housing unit. The remodeling would include demolition of the cell structure and plumbing system and the construction of : 1. a hygiene area; 2. four-foot sleeping room partition walls; and, 3. construction of a partially glazed dayroom wall between a new dayroom within the unit and the sleeping area.

The creation of a program with an unlocked building, i.e., where inmates' freedom of egress is not physically restrained in an emergency, reduces the scope and cost of code-related fire and life safety and security requirements. Unlike Women's Jail Scenario A, a locked building, it would not be necessary to expand the fenced safe refuge area beyond the existing fence. Also, since the building is a one-story concrete structure with a low occupancy load, it might not be necessary to install an automatic sprinkler system.<sup>1</sup>

The addition of secure door and window frames and locking systems, as required in Scenario A, would be unnecessary. Instead, lighter and less expensive commercial hardware could be installed.

Other cost variations would be dependent on the degree of system conformance with the new jail operations, particularly food service delivery. Though the Scenario B remodel cost summary includes a figure for a new reheat kitchen remodel, this extensive remodel may not be necessary if another food service delivery system is used.

### **Capacity**

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As in Scenario A improvements would include conversion of the maximum wing to dormitory space with a resulting total capacity of 55 - 65 beds. A program variation which required classroom and/or counseling rooms within the building would require either new construction or conversion of the maximum wing for classroom functions. With this variation, the facility capacity would be about 50 - 55 beds, since the existing minimum dormitory would be the only available housing.

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<sup>1</sup> The local Fire Marshal would have to make a certain determination.

## **Staffing**

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For Scenario B, staffing can not be estimated with any degree of precision, since staff needs would be dependent on the nature of the program and the operating philosophy of the supervising agency. As noted earlier, the existing Sheriff's Department staff complement in a 10-10-8 pattern is 24 positions, which translates into an estimated 16 to 18 positions in a 12-12 pattern. For a low security program staffing would be significantly less. For discussion purposes, it is reasonable to assume that a core staff of two to three positions would be in the building at all times. Other seven-day positions would be probably limited to kitchen staff. Administrators, clerical, teachers/ counselors and housekeeping would follow a five-day work pattern. Transport, medical, visiting and other staff needs would be dependent on specific program design.

Cost

Women's Jail B

Element	Cost
<i>Fire and Life Safety</i>	
Corridor/Egress	
Subtotal 1	\$ 20,000
<i>Standards</i>	
Commercial Glazing/Frame Max Wing and East Wall	
Commercial Locking	
Convert Max Cells to Dayroom/Dorms	
Minimum Dorm: Dayroom/Hygiene Upgrades	
Commercial Windows/Housing	
HVAC Upgrade	
Subtotal 2	260,000
<i>Other</i>	
Food Service Conversion	
Electrical Upgrades	
Misc. Finishes	
Site Allowance	
Subtotal 3	150,000
A Subtotal Direct Construction Costs	430,000
B General Conditions - 12% of A	51,600
C Overhead & Profit - 10% of A, B	48,160
D Escalation - 5% of A, B, C over 12 months	26,488
E Scope/Construction Contingency - 30% of A, B, C	158,928
F Total Construction Cost - A, B, C, D, E	715,176
G A/E Fees (15% of F)*	107,276
H Furniture & Equipment (2% of F)	14,304
I Tests/Inspections (1% of F)	7,152
J Construction Management (5% of F)	35,759
<b>K Total Project Cost</b>	<b>\$879,666</b>

\* This figure includes 4-5% for comprehensive documentation and analysis of all building systems as a pre-condition to redesign/remodel.

**APPENDIX D**

**ALAMEDA COUNTY PROBATION DEPARTMENT, ADULT DIVISION**

**SPEEDY (AKA F.I.R.S.T.) DRUG DIVERSION**

Impoverished, undereducated, inner-city minority substance abusers challenge urban justice systems across the nation. The Speedy, aka F.I.R.S.T. (Fast, Intensive, Report, Supervision and Treatment), Diversion Program offers a novel, effective and replicable response to that challenge.

Shifting from an adversarial to a collaborative paradigm, the key players (court, prosecution, defense, probation and divertees) redefine the problem as the addiction rather than the crime; they immediately seize the opportunity created by the crisis of arrest to combat addiction. Cutting through predictable denial and resistance to treatment, teams of probation officers move clients through a relay of assessment, educational, and relapse-prevention groups.

In a unique synthesis, a supportive group approach is blended with behavioral contingency contracts. An "Incentive/Sanctions Point System" provides external control while rewarding steps toward recovery and increased responsibility of clients. The F.I.R.S.T. Diversion staff team create a climate of success, communicate that recovery from addiction is possible, teach specific tools and provide a setting where they can be learned and practiced. F.I.R.S.T. Diversion is demonstrating that a collaborative, therapeutic milieu in a Probation Department can successfully propel drug abusers to choose the road to recovery.

With no increase in funds, F.I.R.S.T. Diversion has achieved a 39% lower rate of failure-to-appear bench warrants, a 31% lower arrest rate, and a 49% higher program retention rate than our traditional drug diversion program. Probation reports are prepared in 24 hours rather than 6 weeks; court, prosecution, and jail costs have been reduced; judges confidently use the program for more defendants in lieu of prosecution; closer and more effective supervision has increased rehabilitation and public protection.

Unexpectedly, group education and counseling have enabled probation officers, in a time of diminishing resources, to see more clients more often with a more positive impact. Staff's approach to addiction has profoundly shifted from discouragement and psychic numbness to empowered hope and recovery-oriented partnership with clients and the community.

**FOR FURTHER INFORMATION CONTACT:**

**AL CHAQUETTE AT (510)268-7026 FOR  
PHASE I (PRE DIVERSION GRANT) AND PHASE II (10 WEEK ASSESSMENT)  
KATHLEEN CALLAHAN AT (510)268-7155 FOR  
PHASE III (3 MONTH - 6 MONTH SUPERVISION)**

# SECOND CHANCES

San Joaquin Jail Population Study

OAKLAND TRIBUNE

SUNDAY JULY 14, 1991



By Matthew J. Lee/Oakland

Probation officer Patricia Blades collects address cards from offenders.

## Oakland's model diversion plan for drug offenders wins attention

By Susan Stern  
Tribune staff writer

Anthony Toney wasn't busted for drugs this week.

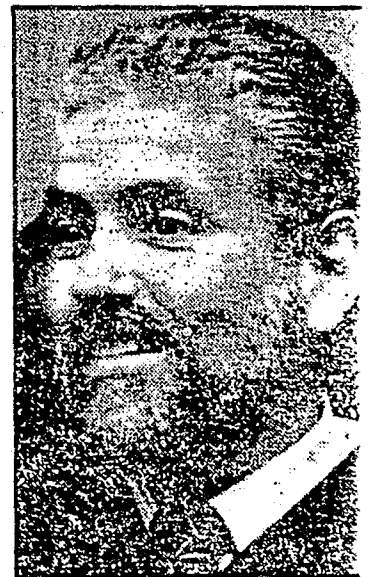
That says something about Toney, 26, who remains out of jail after being arrested in Oakland last March for cocaine possession for sale.

It also says a lot about an innovative new Alameda County program that is drawing national attention for keeping drug offenders in treatment programs and out of the revolving door of drug arrest after drug arrest.

"I have to say, personally, it's a good program for those who want to be helped," Toney said last week after a court hearing affirmed his progress.

Even stronger praise is coming from national drug abuse experts who say Alameda County's 6-month-old "speedy diversion" program is the first serious effort nationwide to cure rather than punish drug offenders.

"I'm not aware of any program like it in the nation," said Peter Greenwood, a senior criminal justice researcher at the Rand Corp., the Santa Monica think tank. "They've taken the successful behavior change tactics used for the middle class in stop smoking and weight loss programs and brought them into the criminal justice system. And their results look pretty good."



Judge Jeffrey Tauber  
Conceived diversion plan

See *DIVERT*, Back Page

# County drug diversion plan gaining nationwide acclaim

Continued from Page A-1

Speedy diversion was conceived by Oakland Municipal Court Judge Jeffrey Tauber and brought to fruition by the county probation department.

Already, Tauber and probation staff have gotten calls from curious criminal justice officials from Oklahoma City to Camden, Conn. The Rand Corp. is seeking money to study the program and perhaps transplant it to Phoenix.

But at the same time, here at home, speedy diversion is threatened by Alameda County's budget deficit. The board of supervisors, faced with cutting \$44 million in county services, is planning to trim \$5.5 million from the probation department budget, putting a large dent in speedy diversion. The fate of the program won't be known until the final budget debates July 23.

In a nutshell, the program works like this: Adults arrested for possession of drugs who fit statewide diversion criteria (no felony convictions in the past five years; no drug convictions ever) are rushed into the diversion program within two days of their first court appearance.

Previously, diversion clients had to wait up to six weeks to start diversion while lengthy reports on their eligibility were written.

The probation officers immediately present divertees with

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*'There is a sense of real hopefulness and optimism.'*

— Judge Jeffrey Tauber

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contracts detailing "tasks" that must be completed, including attendance at drug and AIDS education classes and community drug counseling sessions, urine testing for continued drug use, meetings with the probation officer and payment of administrative fees.

Points are won or lost by completing or failing tasks. The term of diversion can last up to two years and cost the client \$225 in fees, but a successful client can cut his or her diversion time to six months and pare fees to a bare \$20. Those who successfully complete diversion have the drug offense wiped from their record.

The program is a far cry from the diversion programs created in most states after the 1960s flooded the courts with drug cases.

"Typically, diversion means we just forget about you and hope we don't see you in court again," Greenwood laughed.

But judges would, of course, see divertees again and again. Tauber's study of the first five months of the speedy diversion program showed that it has slashed re-arrests by 49 percent. Last year, the 104 offenders studied in the traditional diversion program racked up another 85 arrests in just the five months after their initial arrest. This year, with speedy diversion, the number of re-arrests in the first five months is down to 44.

And that saves money. The Oakland Police Department has estimated each arrest costs at least \$300. That means that if speedy diversion's success holds, the county will save more than \$300,000 a year just on eliminated arrests, not counting court costs.

The program has also proved uplifting for Tauber and the probation officers; a ray of hope in a criminal justice system that at times seems filled with failure and despair.

"There is a sense of real hopefulness and optimism," said Tauber. "There's a real feeling that we have touched people and made a difference in a significant number of lives."

Kathleen Devries, a supervisor in the program, agreed. "For me it's very satisfying to see us teaming up with clients against addiction rather than it being us against them."

# Sometimes, Speed Works

## In Oakland, Drug Rehab Starts Fast — And Shows Promise

By Michael Moline  
Special to the Daily Journal

Anywhere but Oakland, someone like Yvette might be in prison by now. Or worse.

Arrested on a drug charge, she has been offered a chance for rehabilitation.

Unfortunately, Yvette has been missing her mandatory counseling sessions again. Although she'd have likely been bounced out of many drug diversion programs by now, Oakland runs its diversion program rather differently from most other places.

"People don't become addicts overnight, and we're not going to be able to break them of their addictions overnight," said Municipal Court Judge Jeffrey Tauber. "You have to take the long view, working with people as they

Continued on Page 8



CRISTINA TACCOHE / Daily Journal

IN DEPARTMENT 3 — Judge Jeffrey Tauber conducts a hearing to determine progress made by a participant in the drug diversion program.

## Oakland's Drug Plan Starts Fast, Moves Ahead

Continued From Page 1

work their way through their addictions."

For the past year, Tauber has been experimenting with a new approach to drug diversion that, among other features, assumes people fighting addictions to crack cocaine or other powerful drugs will suffer relapses. The judge and the Alameda County Probation Department drew upon some of the latest academic thinking to fashion their program.

Yvette will pay for her backsliding with a few hours in jail. But she won't be kicked out of the diversion program, at least not yet.

"This is the first program I have seen that really treats the war on drugs as a medical problem and not just a criminal problem," said Assistant Public Defender Elizabeth Campos. "It gives the message that this is not an easy drug to kick, and they are not alone as they try to purge themselves of their addiction."

It's called "speedy diversion." First-time drug offenders are steered into the program within days of their arraignments, then subjected to up to two years of intensive scrutiny by Tauber and the Probation Department.

Only a year into the experiment, it is still too early to declare it a breakthrough. But the preliminary results encourage the experts.

Where 60 percent of the participants in standard drug diversion programs fall by the wayside within the first year, only 30 percent fail in that period under the speedy diversion program. Recidivism is nearly 50 percent below standard diversion as measured by new arrests after a year.

By Tauber's estimate, his program's recidivism rate could translate into as many as 1,000 fewer arrests for drugs or drug-related crimes. That would represent a savings of \$300,000 per year in arrest costs alone, not counting the savings in court time, salaries and incarceration.



CRISTINA TACCOHE / Daily Journal

**POSITIVE APPROACH** — Giving the diversion program the thumbs-up sign are members of the Alameda County Probation Department. Front row, from left: Dianne Doss, Kath-

leen Callahan, Sonja Tadeo. Middle row, from left: Frank Tapia, AJ Shaquitta, Beverly Harris, Credell Carter, John Ramirez. Top row: Robert Archer, left, and James Avery.

still fresh.

"Our approach is to give these people control of their own program: This is your chance to take control of your life and your case. If you do well in this program, that contract tells you exactly what you're going to get," Tauber said.

This mix of promise and responsibility is "the only way to be effective in supervising offenders in the community," according to Peter Greenwood, a criminal justice expert with the Rand Corp., the Santa Monica think tank.

"Getting the client to agree to a contract appears to be an essential step in getting him or her to own [up to] their behavior and stop making excuses," Greenwood said in a recent report.

checking in with Tadeo, however — usually while escorting her troubled teen-aged son to his own court appearances.

"Even in a bleak case like that there are signs of improvement, as slight as they may be," Tadeo said.

office," Cleary said.

"People very easily fall through the cracks and you don't hear about them for six months, that they are doing poorly," Tauber said. "Here, people doing poorly will come back before five weeks, or earlier if it's a serious problem."

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EACH COLUMN  
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PREVIOUS PAGE

Applied statewide, it's been estimated speedy diversion might reduce California's prison population, currently more than 100,000, by 5,000 to 10,000 inmates.

Then there's the savings in individual lives.

Ask Sonja Tadeo, a probation officer who works with the "divertees" during their first 10 weeks in the program.

"You get a chance to see in a short 10 weeks some of your work making a difference in someone's life," Tadeo said.

"They're really walking a tightrope," she said of her clients. "To be able to pull them on your side is really nice."

The project is called FIRST Diversion — for fast, intensive, report, supervision and treatment. Like standard diversion, it steers qualified defendants into drug rehabilitation instead of jail.

In Alameda County the potential participants are numerous. The Probation Department estimates that more than 80 percent of its clients have a serious substance abuse problem.

Besides gaining freedom from their addictions, successful participants' criminal records are expunged. The option is typically reserved for people facing three-year prison terms on their first felony drug possession charge, though sometimes dealers held on reduced charges qualify. They must show no other felony convictions in the past five years.

That still leaves about 100 people eligible each month in Oakland.

The chief innovation is the dispatch with which defendants are steered from arraignment into the diversion program. That can take 12 weeks under standard diversion. Here, it's two days.

They are immediately asked to sign "incentive-sanction contracts" detailing what is expected of them — and what they may expect in return.

Defendants often feel victimized and want to beat the system, Tauber said, adding that he hopes to counteract that by getting them into the program while the trauma of arrest and the memory of jail is

In the first 10 weeks the idea is to stabilize participants — to test whether they can perform very basic tasks such as keeping appointments or even last the block-and-a-half walk from court to the Probation Department without someone watching them, said probation supervisor Kathleen Callahan.

They must meet their probation officer four times, attend four classes on drugs and one on AIDS, submit to two drug tests with negative results, register and participate in a community counseling program and make one payment toward the \$220 diversion fee.

In phase two, a more intensive attack on the addiction itself begins. Again, there are regular drug tests, group and individual sessions with probation officers, weekly community counseling sessions and more payments toward the diversion fee.

Participants progress or backslide depending on how well they meet each requirement. Flagrant no-shows might be tossed out of the program and back into court to face the original felony drug charge. Do well, and the diversion period can be cut from two years to six months, and the fee reduced to as little as \$20.

"We have tried to set up a system where there is immediacy and some direction, and if they don't do what they're supposed to do, we know it immediately," Tauber said.

"Being comprehensive isn't enough. It also has to be immediate. That's what our experience seems to teach us."

Most people mix successes with setbacks. Positive drug tests are not uncommon — and not enough to get the participant drummed out of the program, as long as he or she shows other evidence of progress.

"The fact that we define the problem as the addiction rather than the offense means we can join with the client," said Callahan. "It becomes less adversarial and more collaborative between the system folks and the clients."

Take Yvette. In her 30s, but looking considerably aged, she has suffered several setbacks on the program. She has been

other participants. Approximately two dozen newcomers to speedy diversion are witnesses as Tauber has Yvette led away to a cell for breaking her contract. They also watch Tauber shake the hands of several others who fulfilled their contracts and send them away, their felony records washed clean.

"If you want someone to respond to a threat, let them see what happens to someone else," Tauber explains in his chambers. "If you want someone to respond to an incentive, it's important that they know what they're going to gain or lose by complying."

"I have to scare them and at the same time offer them encouragement and support, which at times is a very difficult thing to do."

"You can't be a patsy," Callahan said. "That's a very delicate stance, because there are folks trying who are so locked into their drug use and lifestyle that they are not going to extricate themselves."

But the successes are significant for probation officers, who through burnout frequently become collateral casualties of the war on drugs.

"It's a reawakening for some people who have been bludgeoned [by the system] for a long time," she said.

Tauber notes that his court sessions might take half the time under the old system. But in court, Tauber, 44, bearded and something of a fixture on the East Bay jazz club scene as a saxophone player, struggles for some personal connection with each participant. He jokes, commiserates, recommends acupuncture for their cravings, lectures that they still face three-year prison terms or orders them hauled off to jail, depending on the progress they're making.

"I'm not here to beat you down," he tells one man who has been testing positive for cocaine. "We are here to help you. If you're willing to accept that help and stop using crack, all things are possible."

The threat of a three-year prison term may be exaggerated. Because of prison overcrowding, a 30-day jail term is more likely for most people in the program, said Pat Cleary, who has been monitoring the cases for the district attorney's office.

Still, the program lets authorities keep close tabs on defendants. If a participant fails, it's likely to happen before the case gets too cold, making it easier to win convictions, she said.

And to the degree the program works, "it cuts down on the workload for the DA's

next, a 43-year-old retiree on disability who discussed his fight with crack, his arrest during a street buy and subsequent experience on diversion in an interview.

"Judge Tauber told me one time that I tested positive and that if I was to be tested again I possibly could do some jail time," Bennett said.

That was in August. Bennett said he has been clean since, and is due to graduate from diversion in April. He plans to continue in drug counseling, in the hope of helping others:

"You open your eyes up and see what's happening, and you can deal with the system."

Sometimes the process presents conflicts for public defenders like Campos — as when when a client is clearly addicted and might benefit by the program, but the state's criminal case is weak.

"My job isn't to be their social worker, it's to be their lawyer," Campos said.

Yet, she added, "I've seen people really get themselves clean and straight."

Tauber is scheduled to rotate out of Department 3, the drug court, during the year, and another judge will take his place. He will still supervise the program, which he hopes will be extended to include followup care, including job training.

The next step is to try to replicate the program elsewhere. Dade County, Fla., authorities have already reported success with a similar strategy featuring intensive use of acupuncture against addicts' cravings.

A delegation from Phoenix, Ariz., is due in Oakland later this month to review speedy diversion. They are considering working with Rand's Greenwood in emulating the program in Maricopa County.

The stakes are more intimate for Yvette, brought back before Tauber after spending the day in jail, a purple and lavender windbreaker thrown across her shrunken shoulders. As she wrings her hands, she explains feebly that she's been holed up in her East Oakland motel room, afraid to go out.

"It's not like I don't want to go try to help myself, get it all over with," she tells the judge.

Tauber refers her to a counseling program. "They can help you with your addiction and problems," he says.

She is given back her belt and the red handkerchief she knots tightly across her scalp. Then, she is permitted to leave, clinging unsteadily to another chance.

DRUG DIVERSION CONTRACT  
TWO-MONTH CONTRACT (Phase II)

You have been granted Drug Diversion for 24 months and will have Court dates scheduled in 2 months, 6 months, 12 months, 18 months and 24 months. The purpose of your first Court date is to inform the Judge whether you have successfully completed the first two months of the Drug Diversion Program.

In the next two months you are responsible for completing the following as directed by your Probation Officer:

- 4 See your Probation Officer 4 times.
  - 5 Attend 4 Drug Education and 1 AIDS Education class at the Probation Center.
  - 2 Take two urine tests with negative results.
  - 2 Register with a community counseling program (1 point) and start participating (1 point). Failure to register will result in credit for only 7 total points.
  - 1 Make 1 payment toward \$220 fee.
- 14

The above equals 14 different tasks that you will be responsible to complete by your next court date. Your Probation Officer's RECOMMENDATION to the court at your two month Court hearing, will depend on how many tasks or points you have completed.

FAILURE TO COMPLETE ANY OF THE ABOVE TASKS AND/OR FAILURE TO APPEAR IN COURT AS DIRECTED MAY RESULT IN A RECOMMENDATION FOR YOUR DIVERSION TO BE MODIFIED OR TERMINATED.

The following point totals will result in these specific recommendations:

14 points: Continue and reduce diversion time by 9 MONTHS AND REDUCE FEE BY \$100. (Total time on diversion 15 months, total fee \$120.)

11-13 points: Continue and reduce diversion time by 6 MONTHS AND REDUCE FEE BY \$75. (Total time on diversion 18 months, total fee \$145.) Must have 2 negative urine tests.

9-10 points: Continue and reduce diversion time by 3 MONTHS AND REDUCE FEE BY \$50. (Total time on diversion 21 months, total fee \$170.) Must have 1 negative urine test.

7-8 points: Continue on diversion (no reduction in time or fee amount).

6 points or less: Your Probation Officer will recommend one of the following:

Continue on Diversion plus time in custody.

Termination of Diversion and reinstatement of criminal proceedings.

IF YOU FAIL TO APPEAR FOR COURT, THE JUDGE WILL REVOKE OR, FORFEIT BAIL AND ISSUE A BENCH WARRANT.

\*\*\* DO NOT DISCARD \*\*\*

Your probation groups are scheduled on the following days:

- | <u>DAY</u> | <u>DATE</u> | at exactly <u>time</u> |
|------------|-------------|------------------------|
| 1.         |             |                        |
| 2.         |             |                        |
| 3.         |             |                        |
| 4.         |             |                        |
| 5.         |             |                        |
| 6.         |             |                        |
| 7.         |             |                        |
| 8.         |             |                        |

**\* EVERYONE MUST → ARRIVE 15 MIN BEFORE GROUP TO TEST.**

You are expected to bring proof of attendance in your community counseling program and payments on your fee to each group meeting.

GROUP #

DRUG DIVERSION CONTRACT  
PHASE III

You have been continued on Drug Diversion and have a Court date scheduled to review your progress on \_\_\_\_\_, \_\_\_\_\_, and \_\_\_\_\_ Day  
Date Time

Before your next Court date, you are responsible for completing this list of tasks. With each task you earn the following points:

Points:

- 8 See your Probation Officer for eight weekly group meetings.
- 4 Take four urine tests with negative results.
- 2 Make payments toward your fee. If you pay \$25 of the amount ordered, you get 1 point. If you pay \$50, you get 2 points.
- 8 Continue weekly participation with a community counseling/drug treatment program. (If you do not do so, you will have to repeat Phase III and risk reinstatement of criminal charges.)
- 2 Keep 2 individual appointments with your Probation Officer.
- 24 Total Possible Points

THE FOLLOWING POINT TOTALS WILL RESULT IN THESE SPECIFIC RECOMMENDATIONS:

22-24 points (and all clean tests): Continue on diversion, reduce time by NINE (9) MONTHS, REDUCE FEE BY \$75. No further reporting to Probation Officer, unless you ask for help.

19-21 points (and at least 3 clean tests): Continue on Diversion, reduce time by SIX (6) MONTHS, REDUCE FEE BY \$50.

16-18 points: Continue on Diversion, REDUCE TIME BY THREE MONTHS, REDUCE FEE BY \$25. Attend monthly Probation appointments and tests.

13-15 points: Continue on Diversion, repeat Phase III, 24 point program.

12 points or less: Repeat Phase III, 24 point program, PLUS A MINIMUM OF ONE (1) DAY IN JAIL.

IF YOU DO NOT COME TO COURT on your Court date, the recommendation will be to terminate diversion, reinstate criminal proceedings, and issue a bench warrant for your arrest.

About Urine Testing:

- o A missed test counts as a dirty test.
- o An insufficient sample to test will count as a dirty test.
- o If you have 2 or more dirty tests, your Probation Officer will evaluate (with you) whether you need more help (such as acupuncture to help you with craving, a medical detox, a residential program, or a more intensive counseling program). The Judge may also decide that time in custody is necessary to help you stop using.

We and the Court wish you good luck in the next 2 months.

My next appointment is \_\_\_\_\_ at \_\_\_\_\_.

My 3rd Appointment is \_\_\_\_\_ at \_\_\_\_\_

My 4th Appointment is \_\_\_\_\_ at \_\_\_\_\_

My Next Court Date is \_\_\_\_\_ at \_\_\_\_\_

\*\*\* DO NOT DISCARD \*\*\*

MUNICIPAL COURT FOR THE OAKLAND-PIEDMONT JUDICIAL DISTRICT  
COUNTY OF ALAMEDA STATE OF CALIFORNIA

THE PEOPLE OF THE STATE OF CALIFORNIA

VS

DEFENDANT

PROBATION OFFICER'S REPORT AND RECOMMENDATION

EVENT NAME

C.I.I. NAME

ADDRESS

D.O.B

SEX

HT. 5FT 9IN

C.I.I. NO.

EN.

PFN.

Hood St., Oakland 94605

(AGE: 61)

MALE

WT. 210

ETHNIC BLACK

HAIR BLACK

JUDGE Cartwright

DEPARTMENT NO. 03

DOCKET NO.

REFERRAL DATE 01/14/92

COURT DATE 1-14-92 SUMMARY  
3-24-92 R&MOD

DEFENSE ATTORNEY PD

REPORT BY Marilyn Adamson  
DEPUTY PROBATION OFFICER III

CHARGES FILED HS 11350(A) F

CURRENT CHARGES HS 11350(A) E

CHARGE STATUS DRUG DIVERSION

DATE AND PLACE OF ARREST

12/13/91 10300 BYRON

ARREST AGENCY OAKLAND PD

CURRENT CUSTODY STATUS NOT IN CUSTODY

DAYS IN JAIL THIS CHARGE

CUSTODY STATUS THIS CHARGE

NOT IN CUSTODY

OR ON 01/14/92

BAILED ON

AMOUNT \$

MARRIED

Yes No

LIVES WITH

Yes No

INCOME SOURCE

Yes No

TWO-MONTH DRUG DIVERSION REPORT

On January 14, 1992, [redacted] was referred to the Probation Department for Report and Modification pursuant to a grant of diversion under Section 1000 of the California Penal Code.

Conviction record attached       No known prior H&S convictions

PERFORMANCE DURING FIRST TWO MONTHS OF DIVERSION SUPERVISION

<u>Number Tasks Possible</u>		<u>Number Satisfactorily Completed</u>	<u>Comments</u>
<u>4</u>	REPORTING	<u>4</u>	
<u>5</u>	IDAP	<u>5</u>	
<u>2</u>	PROGRAM	<u>2</u>	Defendant participating at the Oakland Community Counseling program.
<u>2</u>	TESTING	<u>2</u>	
<u>1</u>	FEE PAYMENT	<u>1</u>	ORDERED: \$220      AMT. PD: \$40
		<u>14</u> TOTAL	BALANCE: \$180
			PHASE: III

DEFENDANT'S SELF-REPORTED DRUG HISTORY:

- (a) Drug(s) of Choice: Defendant denies that he uses drugs.
- (b) Frequency of Use:
- (c) Latest Usage:

(cont'd.)

Defendant:  
Docket:  
Page: 2

COMMENTS: The defendant's performance on diversion is considered to be quite satisfactory in that he has completed all 14 tasks in Phase II of the drug diversion program. It should be noted, however, that the undersigned has received a telephone call from the defendant's counselor at Oakland Community Counseling and the counselor informed her that the defendant had indeed tested positive for cocaine use and, therefore, the counselor is recommending that the defendant continue treatment at the Oakland Community Counseling program. The defendant is an appropriate candidate to graduate into Phase III of speedy diversion where he will continue treatment at Oakland Community Counseling.

RECOMMENDATION: It is respectfully recommended the defendant be continued on diversion and that his time on diversion be reduced by nine (9) months and his fee by \$100. It is also respectfully recommended that a progress report be scheduled in four (4) months.

Approved: ABC  
Al Chaquette  
Unit Supervisor

Report by: Marilyn Adamson  
Marilyn Adamson,  
Deputy Probation Officer III

I have read and considered the foregoing report:

DATED: \_\_\_\_\_

\_\_\_\_\_  
JUDGE

3404s/MA:jcy



MUNICIPAL COURT FOR THE OAKLAND-PIEDMONT JUDICIAL DISTRICT  
COUNTY OF ALAMEDA, STATE OF CALIFORNIA

THE PEOPLE OF THE STATE OF CALIFORNIA

VS

DEFENDANT

PROBATION OFFICER'S REPORT AND RECOMMENDATION

EVENT NAME

C.I.I. NAME

JUDGE - Cartwright

ADDRESS

Ritchie Street, Oakland 94605

DEPARTMENT NO. 03

D.O.B.

(AGE: 43 )

DOCKET NO.

SEX MALE

ETHNIC BLACK

REFERRAL DATE 01/16/92

HT. 5FT 8IN WT. 165

HAIR BLACK

C.I.I. NO.

COURT DATE 1-16-92 SUMMARY  
3-26-92 R&MOD

DEFENSE ATTORNEY

PFN.

REPORT BY Marilyn Adamson  
DEPUTY PROBATION OFFICER III

CHARGES FILED HS 11350(A) F

CURRENT CHARGES HS 11350(A) F

CHARGE STATUS DRUG DIVERSION

DATE AND PLACE OF ARREST

ARREST AGENCY OAKLAND PD

01/11/92 8200 BLK OLIVE ST OA

CURRENT CUSTODY STATUS NOT IN CUSTODY

DAYS IN JAIL THIS CHARGE

CUSTODY STATUS THIS CHARGE

NOT IN CUSTODY

O.R. ON

BAILED ON

AMOUNT \$

MARRIED

Yes

No

LIVES

WITH

INCOME

SOURCE

\$ 213

TWO-MONTH DRUG DIVERSION REPORT

On January 16, 1992, \_\_\_\_\_ was referred to the Probation Department for Report and Modification pursuant to a grant of diversion under Section 1000 of the California Penal Code.

Conviction record attached  No known prior H&S convictions

PERFORMANCE DURING FIRST TWO MONTHS OF DIVERSION SUPERVISION

<u>Number Tasks Possible</u>		<u>Number Satisfactorily Completed</u>	<u>Comments</u>
<u>4</u>	REPORTING	<u>3</u>	Defendant missed his reporting date of 2-13-92.
<u>5</u>	IDAP	<u>2</u>	Defendant missed sessions 1, 2 and 5. Make-ups have been scheduled.
<u>2</u>	PROGRAM	<u>2</u>	The defendant participating at the East Oakland Recover Center.
<u>2</u>	TESTING	<u>1</u>	Defendant tested positive for cocaine on 2-27-92.
<u>1</u>	FEE PAYMENT	<u>0</u>	ORDERED: \$220 AMT. PD: \$ 0
		<u>8</u>	TOTAL

DEFENDANT'S SELF-REPORTED DRUG HISTORY:

- (a) Drug(s) of Choice - Marijuana
- (b) Frequency of Use - Defendant states that he began using marijuana two years ago and would spend approximately \$50 a week on the drug.
- (c) Latest Usage - As noted above, the defendant tested positive for cocaine on 2-27-92.

(cont'd.)

Defendant:  
Docket:  
Page 2

COMMENTS: The defendant's performance on diversion is considered to be fair. To his credit, the defendant has been reporting to the probation officer and has attended two out of three IDAP classes. He also provided proof of enrollment and participation at the East Oakland Recovery Center. This defendant will need to continue in Phase II until he has completed the IDAP program and provided proof of continuing attendance at the East Oakland Recovery Center.

RECOMMENDATION: It is respectfully recommended that the defendant be continued on diversion under the same terms and conditions. It is also respectfully recommended defendant remain in Phase II and that a progress report be scheduled in five (5) weeks.

Approved: ABC  
Al Chaquette  
Unit Supervisor

Report by: Marilyn Adamson  
Marilyn Adamson  
Deputy Probation Officer III

I have read and considered the foregoing report:

DATED: \_\_\_\_\_

\_\_\_\_\_  
JUDGE

3863s/MA:jcy



Defendant:  
Docket:  
Page 1A

<u>Number Tasks Possible</u>		<u>Number Satisfactorily Completed</u>	<u>Comments</u>
<u>4</u>	REPORTING	<u>1</u>	<u>The defendant reported for orientation on 7/2/91.</u>
<u>5</u>	IDAP	<u>0</u>	<u>The defendant has failed to provide proof of participation in IDAP.</u>
<u>2</u>	PROGRAM	<u>0</u>	<u>The defendant has failed to provide proof of participation in community counseling.</u>
<u>2</u>	TESTING	<u>0</u>	
<u>1</u>	FEE PAYMENT	<u>0</u>	<u>ORDERED: \$220.00 AMT. PD: \$ Zero</u>
		<u>1</u>	TOTAL

Defendant:

Docket:

Page 2

TERMS AND CONDITIONS

1. Diversion fee not to exceed \$220.00.
2. Report forthwith to the probation officer and thereafter as directed by the probation officer and follow all directives of the probation officer.
3. Obey all laws of the community and be of good conduct.
4. Seek and maintain employment and report any change of residence or employment to the probation officer within seven days.
5. Do not use, possess or in any way traffic in narcotics or dangerous drugs, and do not associate with any person(s) using or in any way trafficking in narcotics or dangerous drugs.
6. Submit to such education, counseling, treatments and tests as directed by the probation officer including, but not limited to, urinalysis.
7. Report and modification set on August 29, 1991, at 9:00 a.m., in Department 3.







Defendant: [REDACTED]

Docket: [REDACTED]

Page 2

TERMS AND CONDITIONS

1. Diversion fee not to exceed \$220.00.
2. Report forthwith to the probation officer and thereafter as directed by the probation officer and follow all directives of the probation officer.
3. Obey all laws of the community and be of good conduct.
4. Seek and maintain employment and report any change of residence or employment to the probation officer within seven days.
5. Do not use, possess or in any way traffic in narcotics or dangerous drugs, and do not associate with any person(s) using or in any way trafficking in narcotics or dangerous drugs.
6. Submit to such education, counseling, treatments and tests as directed by the probation officer including, but not limited to, urinalysis.
7. Report and modification set on August 27, 1991, at 9:00 a.m., in Department 3.

**APPENDIX E**  
**PRETRIAL SERVICES:**  
**A COST EFFECTIVE ALTERNATIVE**  
**IN THE RESOLUTION OF**  
**BENCH WARRANTS**

By  
**Mohammad A. Chaudhari**

Prepared for the Annual Conference of  
The National Association of Pretrial Services Agencies

September 1989

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## ACKNOWLEDGEMENTS

I would like to take this opportunity to express my special appreciation to John A. Carver Esq., the Director of the Pretrial Services Agency, who guided and reviewed the paper thoroughly. He also helped to clarify thought and improve language. In addition, I would like to thank Walt Smith, Deputy Director, Pretrial Services Resource Center, for his continuing encouragement and assistance.

I am also grateful to Rhonda Reid Winston, Esq., the Deputy Director of the Agency, for sharing her experience with me every day. Furthermore, this unit profited in its daily operations by the entire staff of the Agency, who have coordinated this unit's tasks so diligently.

Finally, I want to recognize the help of Connie Barnaba, the Administrative Assistant to the Director, who rendered valuable aid in the editing and layout of this paper.

## INTRODUCTION

When defendants fail to appear for scheduled court proceedings, the consequences can be costly and disruptive. The time of the Court and the attorneys is wasted. Witnesses may become demoralized by yet another delay. And the issuance of a bench warrant puts into motion a costly and time consuming process of locating, arresting, detaining, and re-calendering the missing defendant.

Each bench warrant for failure to appear necessitates the removal of the case from the court's open case load. The removal remains in effect until the missing defendant is located and put back into the system. When one considers the number of people affected when a bench warrant is executed by the police and processed through the system, the cost is quite high. On the other hand, if the same defendant is returned to the system without the necessity of arrest and detention, the cost is much lower.

In the District of Columbia, bench warrants are resolved in one of two ways. Either the defendant is arrested on the warrant by the Metropolitan Police Department, processed through the cell block, and brought to Court. Or a specialized unit of the Pretrial Services Agency, known as the Failure to Appear unit, resolves the matter by contacting the defendant and encouraging him to report voluntarily. As this paper will demonstrate, the cost saving advantages of the latter approach are significant.

The Failure to Appear Unit was initially established in 1974 with support from the Law Enforcement Assistance Administration (LEAA). The project ended in 1976, but was revived in October, 1979 in response to the alarming rise in the number of bench warrants issued. The efforts of the unit are primarily focused on avoiding the need to issue bench warrants as well as on providing a means whereby defendants with outstanding bench warrants can surrender voluntarily to the court without the intervention of the police.

We have learned that there are many "system" deficiencies that result in missed court appearances. In fact, over 55% of the failures to appear are the result of a lack of notification, incarceration in another jurisdiction, or incarceration in the same jurisdiction, but under another name or in another case. While bench warrants often result in these cases, subsequent investigation revealed that they were "erroneously" or needlessly issued.

Other reasons for missed appearances include things of a more personal nature: hospitalization, family emergencies, transportation problems, forgetfulness, job related

problems, etc. The execution of these bench warrants is often needlessly expensive to the criminal justice system, given the fact that defendants can often be returned to court with nothing more than a telephone call.

The purpose of this paper is to describe how a well-coordinated pretrial program can play a key role in saving thousands of dollars in the execution of unnecessary bench warrants. Not only is such a role a cost effective use of resources, but it also can contribute to more informed decisions in dealing with missed court appearances.

The focus of the paper is on the District of Columbia as a case study. The paper seeks to estimate the cost and complexity of handling bench warrants in the traditional manner -- through the execution of bench warrants by the Police Department. The paper will then contrast these costly procedures with the more efficient methods of the Pretrial Services Agency in working toward the same goal -- returning a defendant to the Court.

## The Role of the Failure to Appear Unit

The efforts of the Failure to Appear unit are primarily focused on avoiding the need to issue bench warrants as well as providing a means whereby defendants with outstanding bench warrants can surrender voluntarily to the Court without the intervention of the Police Department. The Pretrial Services Agency has a specialized unit staffed by three persons to carry out this function.

Our efforts are targeted first at reducing the number of bench warrants issued by the court. The unit receives calls from defendants who wish to report that they are running late for court. The staff also provides assistance to defendants who appear to have court date problems. However, when during the course of the Agency's post release supervision efforts, it is determined that a defendant is incarcerated, hospitalized or otherwise legitimately unable to appear in court for a scheduled appearance, a letter is forwarded to the judge on the date of the court appearance. Almost all of these cases are continued, based on the written representations of the unit.

We also investigate bench warrants. When contact is established with a defendant, he is advised to surrender on the bench warrant. When a defendant surrenders voluntarily on a bench warrant, an interview is conducted concerning the reason for his court delinquency. If a defendant is unable to appear due to hospitalization or incarceration, the appropriate authorities are contacted for verification through official records. If the defendant was sick and did not receive treatment, then verification is impossible. Whether or not the Agency is able to verify the defendant's explanation, a memorandum is sent to the Court.

The next responsibility of the FTA representative is to make an effort to locate the defense counsel. We make sure that all the parties are present when this case is called in court for a bench warrant hearing.

In the case where a defendant is incarcerated in a local jail or committed to a mental institution, and has an outstanding bench warrant, a letter is submitted to court. The purpose of this letter is to have the court quash the erroneous bench warrant and schedule a continuance.

Although there is no formal agreement with the prosecutor's office, defendants who surrender voluntarily are seldom charged with a bail jumping offense. Such an act by the defendant virtually eliminates the chances of prosecution.

## THE EXECUTION PROCESS OF BENCH WARRANTS IN THE DISTRICT OF COLUMBIA

The Warrant Office, a branch of the Criminal Division of the District of Columbia Superior Court, is responsible for the processing of bench warrants. All bench warrants ordered by the court are updated in the Washington Area Law Enforcement System (the criminal justice computer system) by that office. The execution of all these bench warrants (as well as arrest warrants for other criminal matters) is the responsibility of the Metropolitan Police Department, the U.S. Park Police, Federal Bureau of Investigation and other law enforcement agencies.

A failure to appear in court in a misdemeanor case results in a misdemeanor bench warrant, and in a felony case it is automatically a felony bench warrant. Similarly, based on these warrants a defendant could be charged with either a misdemeanor or felony Bail Reform Act Violation. Misdemeanor bench warrants must be revalidated every year. Felony bench warrants, on the other hand, are valid indefinitely.

The United States Attorney's Office handles the prosecution of all the criminal cases. (See Attachment A, Criminal Justice Flow Chart.) Once a person is arrested on a bench warrant and subsequently charged with a Bail Reform Act violation, the process from arrest to conviction involves a series of hearings and actions. Those charged with a felony Bail Reform Act violation go through felony presentment, preliminary hearing, grand jury, arraignment and trial. If a defendant pleads guilty, or if a defendant is found guilty by a judge or jury, a conviction is established and a sentence is imposed. For those charged with a misdemeanor Bail Reform Act violation charge, the case goes through the stages of arraignment, status hearing and trial. The life of a felony case (from arrest to final disposition) in the D.C. Superior Court ranges from 260 to 300 days, whereas a misdemeanor case is normally disposed of within 180 days.

The process of criminal prosecution varies from jurisdiction to jurisdiction. Nevertheless, the cost involved may not be significantly different. While no cost studies have been conducted in the District of Columbia, national surveys provide at least a rough estimate of the costs of criminal case processing. The Jefferson Institute for Justice Studies completed a report entitled "National Baseline Information on Offender Processing Costs" -- an excellent study which provided all the costs associated at all stages of criminal prosecution covering several representative jurisdictions.



## Estimation of Costs

Calculating the exact cost of each warrant investigation is not possible. However using the "National Baseline Information" study as a guide, an attempt has been made to identify the "cost contributors" at each step. These include direct costs of labor and non-personnel expenditures, indirect costs or overhead, and amortized capital costs. The hourly rate of a contributor is comprised of the hourly rate plus fringe benefits, plus that proportion of expenditures which provides support, administration and other services, and proportional share of all other direct and indirect personnel costs. For example, the following figures represent the cost per case (for fiscal year 1983-84) at each process step of felony adult prosecution (non-violent and not involving drugs) in the city of Alexandria, Virginia. (See Attachment B.)

	<u>COST AT EACH STAGE</u>	<u>TOTAL COSTS</u>
	Arrest	346.14
	Booking	346.06
	Initial Appearance	440.16
	Case No Papered	1132.36
	Preliminary Hearing	1000.72
	No Probable Cause	2133.08
	Grand Jury	73.99
	Arraignment	153.00
	Motions	389.55
	Sub Total	2749.62
A.	Plea	2431.22
	Sentencing	842.35
	Sub Total	3323.57
	Total	6073.19
B.	Bench Trial	2911.77
	Sentencing	842.35
	Sub Total	3754.12
	Total	6503.74
C.	Jury Trial	3943.67
	Sentencing	842.35
	Sub Total	4786.02
	Total	7535.64
D.	Post Conviction Hearing	307.87
E.	Sentences:	
	D.O.C., Month	32,530.50
	Jail, Day	2343.20
	Probation	1623.00

## Cost to the Pretrial Services Agency

The following are the annual operating costs (direct and indirect) of the Failure to Appear Unit of the Pretrial Services Agency:

1. Personnel Costs (including fringe benefits)	\$103,752.00
2.. Space Utilization: \$34.00 Sq Ft.	\$6460.00
3. Utilities: \$100 Month	\$1200.00
4. Maintenance: \$5.00 Hour	\$312.00
5. Security	\$1839.00
TOTAL	\$113,563.00

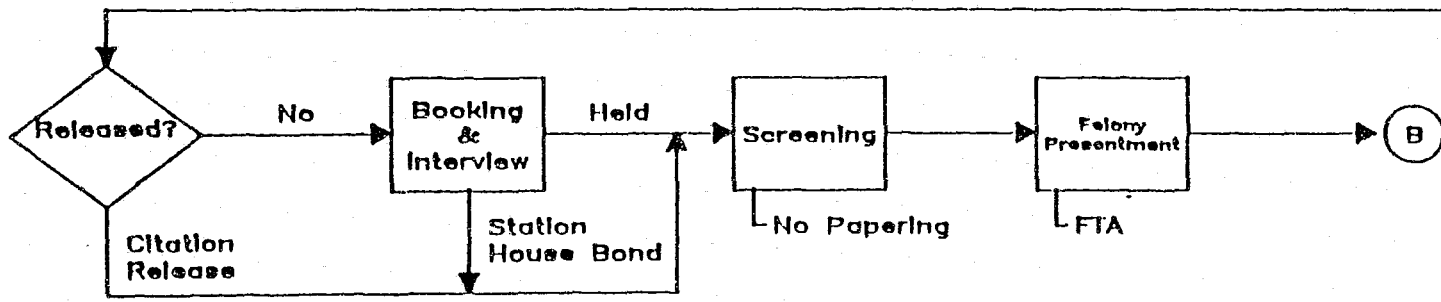
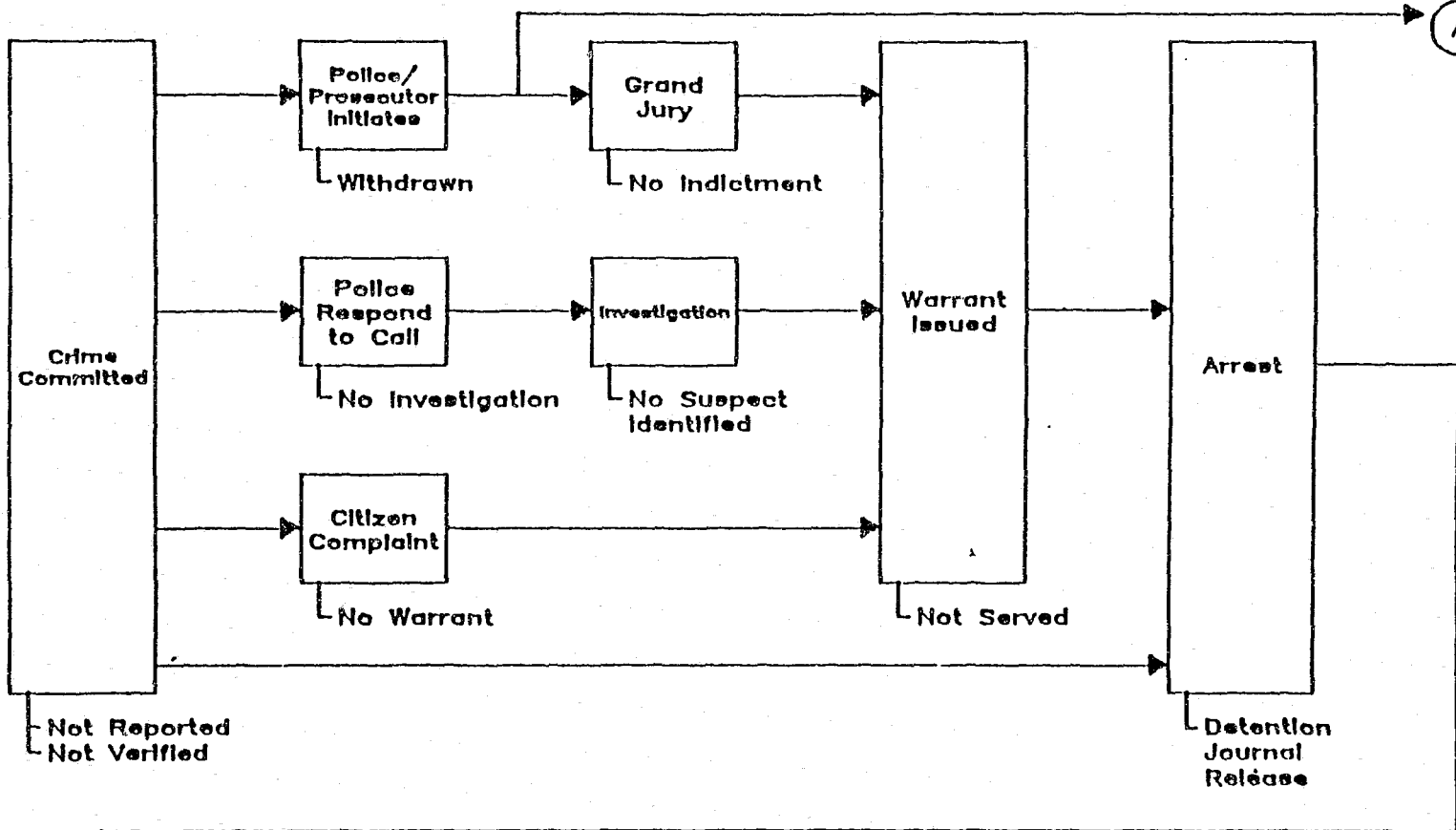
The \$113,563 annual figure represents the entire cost of the unit, and includes costs (such as space utilization) that are not actually charged to the Agency's budget. This fully loaded cost includes the cost of salaries, fringe benefits, telephones etc. Our bench warrant effort for the year 1988 resulted in the resolution of 1857 missed appearances, including those instances where quick action by the unit avoided the necessity of issuing a warrant. Thus the Agency's cost is \$61.15 per warrant. By contrast, the cost of making a simple arrest on a bench warrant (using the national baseline data from Alexandria, Virginia) is \$1132.36. It appears that on a per warrant basis, Agency offers a tremendous cost savings at all levels in the process of the execution of a bench warrant.

A bench warrant hearing in court normally does not take more than 7-10 minutes. When a defendant surrenders on a bench warrant, the FTA unit makes sure that all the parties are present. In other words, the judge or commissioner, the defense counsel, the prosecutor, court reporter, courtroom clerk and a U.S. Marshal are always present when the case is called for a bench warrant hearing.

CRIMINAL JUSTICE SYSTEM - DISTRICT OF COLUMBIA



page E.10



## CONCLUSION

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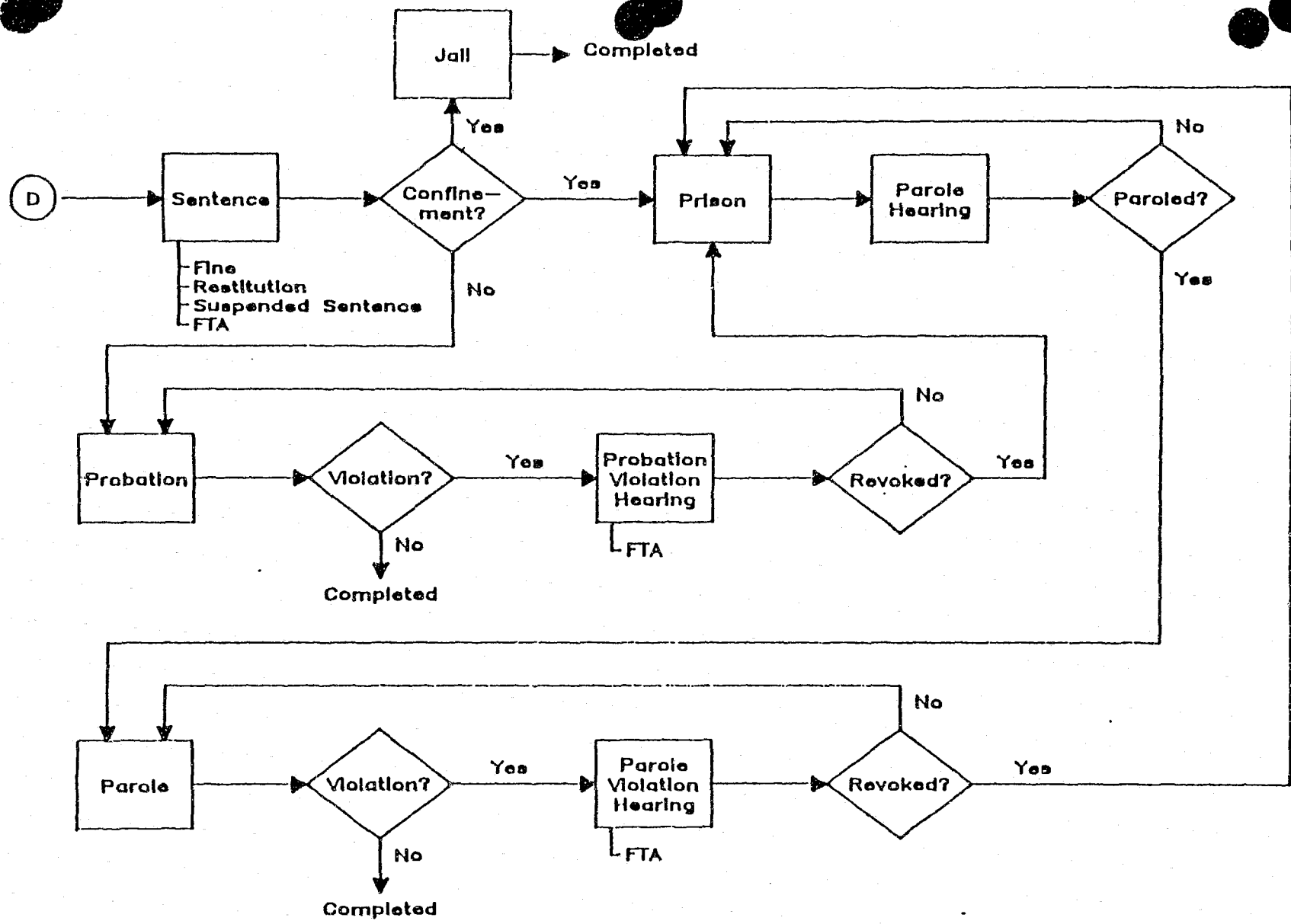
This study illustrates the potential cost savings of having a Failure to Appear unit as part of a pretrial services program. It should be recognized that not all cost factors could be quantified. While precise figures are hard to come by, it is probably safe to say that the involvement of a pretrial program can reduce the warrant expenditure by 500% to 1000%. Not to be minimized are the human aspects of resolving problems in the least intrusive manner. Our studies have shown that most of the bench warrants are issued due to system-related problems. Of the population examined in 1988, about 34% of the "failures" did not appear due solely to some documented breakdown in communication or other error. Another 32% of the individuals fell into the group who missed their court dates due to "defendant related problems". For the most part, this group included those who simply were confused about their court dates. Furthermore, 34% were unable to appear due to "other problems", i.e. hospitalized or otherwise physically unable to make their scheduled court appearances.

A good pretrial services program can verify information concerning system failures on the day the person surrenders. On the other hand, if the person is simply arrested and locked up, any verifiable reason for his non-appearance may not surface until many months later at a bail jumping trial. Meanwhile, the defendant may well be incarcerated, due solely to the fact that the judge does not have all of the pertinent facts in his/her possession.

Bench warrants are not only costly in monetary terms, but may well undermine the integrity of the judicial system itself. Once a bench warrant is issued, the case is out of the system until such time as the defendant is apprehended. By that time, it is often difficult to locate witnesses. In fact, the fear of incarceration keeps these defendants at large and a number of bench warrants remain outstanding. If the option to surrender voluntarily is available, the bench warrant backlog may be reduced to a significant extent.

The criminal justice system should make some distinction between an arrest warrant and a bench warrant for failure to appear in court. It seems a little awkward to arrest someone who missed a court date through no fault of his own or who missed his court date when he was incarcerated or hospitalized. It is also contrary to the spirit of justice. Processing every individual through arrest is not only a waste of taxpayers money but is also an inhuman resolution of the problem. By helping avoid needless arrests, a pretrial program can perform an invaluable service to the Court.



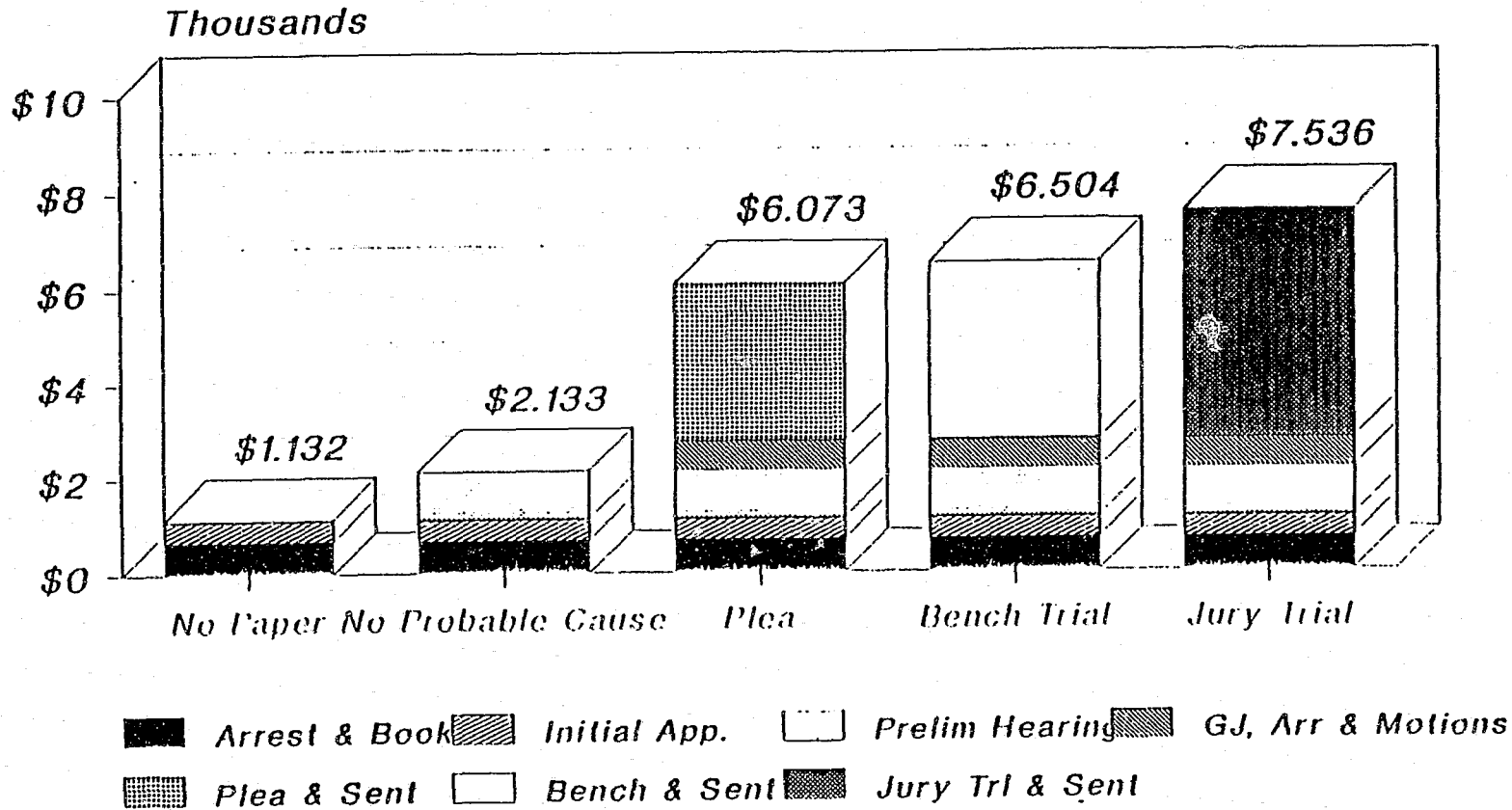


# Estimation of Costs

## Cost per Case

### Alexandria, VA 1983-84

page E.14



## METHODOLOGY

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Within calendar year 1988 the Failure to Appear unit was able to resolve 1857 missed appearances. This figure includes the prevention of bench warrants when the Court can be notified in advance that a defendant is hospitalized or incarcerated in another jurisdiction. However, when bench warrants are issued, the unit seeks to resolve them by producing the defendant before the court. If a defendant fails to appear because he was incarcerated in the local jail or committed to a mental institution by court order and a bench warrant is erroneously issued, we notify the court and request that the warrant be quashed. Approximately 5% of the bench warrants that were resolved by the unit fall into this category.

We have attempted to calculate the cost of resolving a bench warrant by the Agency's Failure to Appear Unit. Currently, the Agency is staffed with 83 employees. Three people are assigned to the Failure to Appear Unit. Taking into account all indirect costs, and on the basis of the Agency's total operating budget of 3.1 million dollars, 3.6% of the total budget is allocated to this unit. We have divided this total cost by the number of bench warrants in order to reach the cost per warrant resolution without the involvement of the Metropolitan Police Department. This study is primarily a cost avoidance study.

### Scope of the study

This study does not include some additional functions of the unit. One of the most important functions is receiving calls from defendants who wish to report late for court for a variety of reasons. This effort appears to be very simple but has proved to be time consuming. By communicating to the Court the fact that a defendant is "running late," witnesses and attorneys can be kept on call. We also provide assistance to those defendants who appear to have court date problems. In addition, the unit receives requests from judges to locate defendants who are not present when the case is called for trial. Occasionally, the court relies on our oral representation in court when defendants simply appear with outstanding bench warrants. The inclusion of this information would most likely have increased the total figure.



**APPENDIX F**

**FEASIBILITY OF DEMOLISHING THE  
MEN'S JAIL: AN EXPLANATION FOR THE  
PUBLIC**

Despite the hard fiscal times that have affected San Joaquin County, it has managed to construct part of a new jail complex which is designed to house 708 inmates. In addition to this building the county will also have its currently used men's jail, which will be vacated as inmates are transferred in December 1992. Unfortunately the cost of repairing and staffing this four decade old facility have made its demolition the only rational choice.

It seems hard to believe that using something the county already has would be more costly than building something entirely new. However, this is indeed the case; the two areas that make this clear are fire safety liability and the cost of hiring enough personnel to ensure that it remains secure.

The French Camp Fire Marshal has repeatedly warned against the county jail's continued use based on his experience with smoke problems, as during the 1970 riot and regular inspections which show the jail does not meet current safety and conditions codes. These warnings were confirmed when a consultant hired by the county convened the state Fire Marshal, the Stockton Fire Chief, the French Camp Fire Marshal, representatives from the California Board of Corrections, the agency that writes the standards for jails, and representatives from the county.

To make the county men's jail safe, the group agreed that the following problems would have to be corrected:

- the jail is shaped like a chimney which presents an extreme danger during a fire situation as smoke circulates into cells easily;
- the rectangular shape of the building makes it hard for guards to adequately supervise inmates and prevent drug dealing, sexual assault and violence from occurring;
- crowding and overpopulation mean the current amount of space per inmate and number of toilets and showers inadequate which leads to hygiene risks to both inmates and staff.

To fix only the worst problems required by law would cost the county \$10.7 million and house 230 inmates, at about \$46,000 per inmate. It is unknown how long the building would last before it is shut down for other violations. Construction of a new, modern facility that takes advantage of contemporary staffing efficiencies would save the county \$1.2 million in construction costs and a great deal more in the long run as fewer staff would be required to run it.

While pity for jail inmates runs low, it is in the interest of the county, and its tax paying citizens, to ensure the most cost-efficient and safe conditions possible. One lawsuit over the decrepit conditions at the old men's jail would force the county to reduce services in crucial areas or pass on the cost to county residents.

July 06, 1992

APPENDIX G

**DRAFT** pend G

ILPP 12 Plan Staffing for Scenario "A"

Total Number of Positions: 17

Total Staffing Required With Leave Relief: 58

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Fixed Shift Postions:

	Positions	#Days	#Staff
Visiting Process	1	7	2
Medical Officer	1	5	1
Recreation Yard	1	7	2
Classification	1	5	1
Subtotals	4		6

Rotating Shift Positions:  
(Four Teams)

Office	1	7	4
Supervisor	1	7	4
Inmate Process	1	7	4
Escort	1	7	4
Receiving Wing	1	7	4
Control	1	7	4
1st Tier North	1	7	4
1st Tier South	1	7	4
2nd Tier	1	7	4
3rd Tier	1	7	4
Maximum Sec. Rover	1	7	4
Leave Relief	2	7	8
Subtotals	13		52

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NOTE: Numbers for support staff not addressed  
See mock schedule page 4.

July 06, 1992

**DRAFT**

ILPP 12 Plan Staffing for Scenario "B"

Total Number of Positions: 17

Total Staffing Required With Leave Relief: 58

---

Fixed Shift Postions:

	Positions	#Days	#Staff
Visiting Process	1	7	2
Medical Officer	1	5	1
Recreation Yard	1	7	2
Classification	1	5	1
Subtotals	4		6

Rotating Shift Positions:  
(Four Teams)

Office	1	7	4
Supervisor	1	7	4
Inmate Process	1	7	4
Escort	1	7	4
Receiving Wing	1	7	4
Control	1	7	4
1st Floor	1	7	4
2nd Floor	2	7	8
3rd Floor	2	7	8
Leave Relief	2	7	8
Subtotals	13		52

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NOTE: Numbers for support staff not addressed.

**DRAFT**

July 06, 1992

ILPP 12 Plan Staffing for Scenario "C"

Total Number of Positions: 9

Total Staffing Required With Leave Relief: 32

Fixed Shift Postions:

	Positions	#Days	#Staff
Visiting Process	1	7	2
Office	1	7	2
Subtotals	2		4

Rotating Shift Positions:  
(Four Teams)

Supervisor	1	7	4
Rover / Support	1	7	4
Receiving Wing	1	7	4
1st Tier	1	7	4
2nd Tier	1	7	4
3rd Tier	1	7	4
Leave Relief	1	7	4
Subtotals	7		28

NOTE: Medical space must be identified in the intake area multi purpose rooms.

Numbers for support staff not addressed.

## ILPP 12 Plan Staffing for Scenario "A"

Total Staffing Required With Leave Relief: 57

NOTE: Numbers for support staff not addressed  
See mock schedule page 4.

## Fixed Shift Postions:

Visiting Process	2
Medical Offficer	1
Recreation Yard	2
Subtotal	5

## Rotating Shift Positions:

## Day Shift Team D1:

Office	1
Supervisor	1
Inmate Process	1
Escort	1
Receiving Wing	1
Control	1
1st Tier North	1
1st Tier South	1
2nd Tier	1
3rd Tier	1
Maximum Sec. Rover	1
Leave Relief	2
Subtotal	13

## Day Shift Team D2:

Office	1
Supervisor	1
Inmate Process	1
Escort	1
Receiving Wing	1
Control	1
1st Tier North	1
1st Tier South	1
2nd Tier	1
3rd Tier	1
Maximum Sec. Rover	1
Leave Relief	2
Subtotal	13

## Night Shift Team N1:

Office	1
Supervisor	1
Inmate Process	1
Escort	1
Receiving Wing	1
Control	1
1st Tier North	1
1st Tier South	1
2nd Tier	1
3rd Tier	1
Maximum Sec. Rover	1
Leave Relief	2
Subtotal	13

## Night Shift Team N2:

Office	1
Supervisor	1
Inmate Process	1
Escort	1
Receiving Wing	1
Control	1
1st Tier North	1
1st Tier South	1
2nd Tier	1
3rd Tier	1
Maximum Sec. Rover	1
Leave Relief	2
Subtotal	13

**SAN JOAQUIN COUNTY JAIL - EXISTING JAIL REMODEL/RENOVATION  
BUDGET ESTIMATE ASSUMPTIONS**

Date: July 10, 1992

**APPENDIX H**

Data:

1. Michael McNamara, ILPP Outline Scope of Work dated June 11, 1992
2. Michael McNamara, ILPP Estimate Quantities dated June 26, 1992
3. Michael McNamara, Mens Jail Remodeling Estimates letter of June 30, 1992

Item	Estimate Assumptions
<b>Div 2</b>	<b>Site Work</b>
02050	Allowance figure
02200	Scarify, grade, and compact to 90% relative compaction
02610	4" aggregate base with 1 1/2" Asphaltic concrete paving
02620	3000 psi concrete placed above compacted subgrade
02700	Allowance figure
02800	Standard Security Fencing
02800	Demolish existing Control Rm. entirely
02800	Demolish Elevator equip./shaft entirely
02800	Allowance figure for anticipated Asbestos abatement
02800	Remove existing HVAC grilles, ducts, piping, etc...entirely
02800	Allowance figure for Misc Structural Demolition
<b>Div 3</b>	<b>Concrete</b>
03300	Poured-in-place reinforced concrete Foundation/Footings for new Control Rm. Reinforced concrete footings for New Stairwell Additional reinforced concrete for Sallyport areas (allowance - scope undetermined) Poured-in-place reinforced concrete columns & beams (3500 psi) 4" poured in place concrete floor slabs (3000 psi) 2" expansion joint material between existing and new surfaces Typical post and beam timber shoring for demo operations Remove existing slabs for installation of new toilet rooms Replace flat work at Dayroom for intended improvements Flat work at new refuge areas. Add an additional poured in place reinforced concrete elevator shaft Flat work and foundations for security fencing at rec courtyards
<b>Div 4</b>	<b>Masonry</b>
04200	8" wide CMU, reinforced, fully grouted for Control Room construction.
<b>Div 5</b>	<b>Metals</b>
05120	Allowance figure for quantity of steel necessary to accomodate new codes
05350	Estimated quantity of existing steel materials to be removed
05510	Three story metal stair assemblies including landings
05500	Allowance figure to accomodate handrail, catwalk rev's, misc supports, etc... Add an additional self supported steel catwalk assembly at courtyard
<b>Div 6</b>	<b>Remodeling</b>
	All "Re-model" costs are based upon given square footages and anticipated improvements including new walls, new ceilings, new flooring, upgraded fixtures, added fixtures as appropriate, mill casework, etc... All figures are "ALLOWANCE" provisions to be further refined upon determination of scope.
06100	Journey level carpenter to assist in layout, investigation efforts, and coordination of all trades.
<b>Div 7</b>	<b>Thermal &amp; Moisture Protection</b>
07175	Liquid Applied Waterproofing agent.
07210	Fully Insulated roof deck R-19 or less value.
07250	Allowance figure for sprayed type fireproofing applied to appropriate structural members
07511	3 ply BUR bondable roof membrane
07900	Allowance figure for anticipated caulking of door frames, jambs, etc...
<b>Div 8</b>	<b>Doors &amp; Hardware</b>
08110	See Floor Plans

**SAN JOAQUIN COUNTY JAIL - EXISTING JAIL REMODEL/RENOVATION  
BUDGET ESTIMATE ASSUMPTIONS**

Date: July 10, 1992

Data:

1. Michael McNamara, ILPP Outline Scope of Work dated June 11, 1992

2. Michael McNamara, ILPP Estimate Quantities dated June 26, 1992

3. Michael McNamara, Mens Jail Remodeling Estimates letter of June 30, 1992

Item	Estimate Assumptions
08710	Typical "Dormitory Style" locksets for privacy at all new doors
08800	1/4" Tempered Glass
08810	Bullet resistance security glazing at control room, the balance being typical detention style security glazing
<b>Div. 9</b>	<b>Finish</b>
09250	Gyp board surface (1/2") over light gauge metal studs
09220	Three coat (1" thick) cement plaster construction over "diamond mesh" and metal supports.
09310	Standard thin set ceramic tile
09510	Standard lay-in acoustical ceiling tile with "tec-grid" supports
09650	Standard glue applied, directly laid rolled sheet goods
09700	Standard seamless epoxy flooring
09800	Roll applied materials impervious to fecal and other foreign type objects.
09900	Standard three coat flat and semi-gloss painting systems
09990	Replace existing delapidated cell padding with CDC approved padding materials
09999	Allowance figure
<b>Div. 10</b>	<b>Specialties</b>
10160	Standard Floor Mounted Partitions
10522	Surface or Semi-Flush Mount 5# extinguishers with cabinet
10750	Standard Telephone Enclosure for Pay Phone application
10800	Standard Toilet Acc's
10990	Allowance figure for markerboards, TV mount, etc...
<b>Div. 11</b>	<b>Equipment</b>
11190	Standard Detention style Steel Frames and Doors
11400	Allowance figure
11195	Allowance figure for 800 sf of space
<b>Div. 14</b>	<b>Conveying Systems</b>
14240	Standard Commercial grade Hydraulic three stop elevator
<b>Div. 15</b>	<b>Mechanical</b>
15400	Either Standard or Detentional Style Fixtures with approx piping costs included Abandon existing gas line with new service.
15500	Fully Sprinkled Space without DDCV, PIV, FDC, etc...
15800	HVAC equipment for 30 ton cooling load Allowance figure for quantity of ductwork added with upgrades
15800	Allowance figure for "Pre-Coolers" desired by Plant Engineering
<b>Div. 16</b>	<b>Electrical</b>
16000	Budget figure for electrical distribution. Main service to remain. Standard type lighting fixtures
16900	Security type light fixtures
<b>Div. 17</b>	<b>Security Electronics</b>
17000	Budget figure for security electronic rough-ins and wiring. Typical security camera and monitors. Standard Intercom stations with push to talk type functions Budget figure for Public Address and or Master Intercom type functions Standard Fire Detection systems per code. Door control indications and/or provisions for remote controlling of security sallyports and cells.



**SAN JOAQUIN COUNTY JAIL - EXISTING JAIL REMODEL/RENOVATION  
BUDGET ESTIMATE ASSUMPTIONS**

Date: July 2, 1992

Data:

1. Michael McNamara, ILPP Outline Scope of Work dated June 11, 1992
2. Michael McNamara, ILPP Estimate Quantities dated June 26, 1992
3. Michael McNamara, Mens Jail Remodeling Estimates letter of June 30, 1992

Item	Estimate Assumptions
<b>Div 2</b>	<b>Site Work</b>
02050	Allowance figure
02200	Scarify, grade, and compact to 90% relative compaction
02610	4" aggregate base with 1 1/2" Asphaltic concrete paving
02620	3000 psi concrete placed above compacted subgrade
02700	Allowance figure
02800	Standard Security Fencing
02800	Demolish existing Control Rm. entirely
02800	Demolish Elevator equip./shaft entirely
02800	Allowance figure for anticipated Asbestos abatement
02800	Remove existing HVAC grilles, ducts, piping, etc...entirely
02800	Allowance figure for Misc Structural Demolition
<b>Div 3</b>	<b>Concrete</b>
03300	Poured-in-place reinforced concrete Foundation/Footings for new Control Rm. Reinforced concrete footings for New Stairwell Additional reinforced concrete for Sallyport areas (allowance - scope undetermined) Poured-in-place reinforced concrete columns & beams (3000 psi) 4" poured in place concrete floor slabs (3000 psi) 2" expansion joint material between existing and new surfaces Typical post and beam timber shoring for demo operations Remove existing slabs for installation of new toilet rooms Replace flat work at Dayroom for intended improvements Flat work at new refuge areas. Add an additional poured in place reinforced concrete elevator shaft Flat work and foundations for security fencing at rec courtyards
<b>Div 4</b>	<b>Masonry</b>
04200	8" wide CMU, reinforced, fully grouted for Control Room construction.
<b>Div 5</b>	<b>Metals</b>
05120	Allowance figure for quantity of steel necessary to accommodate new codes
05350	Estimated quantity of existing steel materials to be removed
05510	Three story metal stair assemblies including landings
05500	Allowance figure to accommodate handrail, catwalk rev's, misc supports, etc... Add an additional self supported steel catwalk assembly at courtyard
<b>Div 6</b>	<b>Remodeling</b>
	All "Re-model" costs are based upon given square footages and anticipated improvements including new walls, new ceilings, new flooring, upgraded fixtures, added fixtures as appropriate, min casework, etc... All figures are "ALLOWANCE" provisions to be further refined upon determination of scope.
06100	Journey level carpenter to assist in layout, investigation efforts, and coordination of all trades.
<b>Div 7</b>	<b>Thermal &amp; Moisture Protection</b>
07175	Liquid Applied Waterproofing agent.
07210	Fully Insulated roof deck R-19 or less value.
07250	Allowance figure for sprayed type fireproofing applied to appropriate structural memberspage H.3

**SAN JOAQUIN COUNTY JAIL - EXISTING JAIL REMODEL/RENOVATION**  
**BUDGET ESTIMATE**

Date: July 10, 1992

Data:

1. Michael McNamara, I.I.P.P Outline Scope of Work dated June 11, 1992.
2. Michael McNamara, I.I.P.P Estimate Quantities dated June 26, 1992
3. Michael McNamara, Men Jail Remodeling Estimates letter of June 30, 1992.
4. Michael McNamara, Men Jail Remodeling Estimates letter of July 7, 1992.

JUL 13 11 52 AM '92 CAQ CAPITAL PROJECTS

Item	Description	Unit	Quantity			Unit Cost			Amount		
			Option #A	Option #B	Option #C	Option #A	Option #B	Option #C	Option #A	Option #B	Option #C
<b>Div 2</b>	<b>Site Work</b>										
02050	Site Prep and Demolition	ls	1	1	1	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000
02200	Earthwork - Refuge Areas	sf	3000	3000	3000	\$6	\$6	\$6	\$18,000	\$18,000	\$18,000
	Courtyard	sf	1200	1200	0	\$5	\$5	\$5	\$6,000	\$6,000	\$0
02610	Asphalt Paving	sf	4000	4000	2000	\$2	\$2	\$2	\$6,000	\$6,000	\$3,000
02620	Site Concrete	cyd	500	500	500	\$2	\$2	\$2	\$1,125	\$1,125	\$1,125
02700	Site Utilities	ls	1	1	1	\$30,000	\$50,000	\$30,000	\$30,000	\$50,000	\$30,000
02800	Security Fencing	lf	430	430	0	\$50	\$50	\$50	\$21,500	\$21,500	\$0
	Control Room Demolition	sf	110	110	110	\$80	\$80	\$80	\$8,800	\$8,800	\$8,800
	Elevator Demolition	sf	1100	1100	1100	\$50	\$50	\$50	\$55,000	\$55,000	\$55,000
	Asbestos Abatement (allow)	ls	1	1	1	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000
	HVAC Demolition	sf	44775	44775	44775	\$2	\$2	\$2	\$89,550	\$89,550	\$89,550
	Misc Demolition - Structural	sf	2000	2000	2000	\$25	\$25	\$25	\$50,000	\$50,000	\$50,000
	<b>SUB-TOTAL=</b>								<b>\$405,975</b>	<b>\$425,975</b>	<b>\$375,475</b>
<b>Div 3</b>	<b>Concrete</b>										
03300	Control Room - Foundation	cyd	10	10	0	\$500	\$500	\$500	\$5,000	\$5,000	\$0
	New Stairwells	cyd	20	20	20	\$600	\$600	\$600	\$12,000	\$12,000	\$12,000
	Sallyport Upgrades	cyd	7	7	0	\$500	\$500	\$500	\$3,500	\$3,500	\$0
	Column Footings - Grade Beams	cyd	0	60	0	\$800	\$800	\$800	\$0	\$48,000	\$0
	Columns & Beams	cyd	0	110	0	\$500	\$500	\$500	\$0	\$55,000	\$0
	Floor Slabs	cyd	0	800	0	\$350	\$350	\$350	\$0	\$280,000	\$0
	Expansion Joints	lf	0	1000	0	\$15	\$15	\$15	\$0	\$15,000	\$0
	Misc/Patching	sf	4500	5000	4500	\$4	\$4	\$4	\$18,000	\$20,000	\$18,000
	Temporary Shoring/Finning/Etc...	ls	1	1	1	\$30,000	\$60,000	\$30,000	\$30,000	\$60,000	\$30,000
	Slab Demo for Toilet Rms	sf	0	400	400	\$40	\$40	\$40	\$0	\$16,000	\$16,000
	Dayroom Renovations	cyd	20	100	0	\$600	\$600	\$600	\$12,000	\$60,000	\$0
	Refuge Area Requirements	cyd	24	24	0	\$600	\$600	\$600	\$14,400	\$14,400	\$0
	Second Elev Shaft	ls	1	0	0	\$500	\$500	\$500	\$500	\$0	\$0
	Recreation Courtyard	cyd	18	18	0	\$500	\$500	\$500	\$9,000	\$9,000	\$0
	<b>SUB-TOTAL=</b>								<b>\$104,400</b>	<b>\$597,900</b>	<b>\$76,000</b>
<b>Div 4</b>	<b>Masonry</b>										
04200	Concrete Masonry	sf	7500	7500	7500	\$20	\$20	\$20	\$150,000	\$150,000	\$150,000

**SAN JOAQUIN COUNTY JAIL - EXISTING JAIL REMODEL/RENOVATION  
BUDGET ESTIMATE**

Date: July 10, 1992

Data:

1. Michael McNamara, ILPP Outline Scope of Work dated June 11, 1992.
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Appendix H

page H.5

Item	Description	Unit	Quantity			Unit Cost			Amount		
			Option #A	Option #B	Option #C	Option #A	Option #B	Option #C	Option #A	Option #B	Option #C
<b>SUB-TOTAL =</b>									\$150,000	\$150,000	\$150,000
<b>Div 5</b>	<b>Metals</b>										
05120	Steel - Code Upgrade (allow)	tons	2	2	2	\$10,000	\$10,000	\$10,000	\$20,000	\$20,000	\$20,000
05350	Structural Demolition	sf	1200	2000	2000	\$60	\$60	\$60	\$72,000	\$120,000	\$120,000
05510	Metal Stairs	ls	2	2	2	\$30,000	\$30,000	\$30,000	\$60,000	\$60,000	\$60,000
05500	Misc Metal	ls	1	1	1	\$10,000	\$10,000	\$5,000	\$10,000	\$10,000	\$5,000
	Steel Catwalk @ Rec yard	sf	300	300	0	\$70	\$70	\$70	\$21,000	\$21,000	\$0
<b>SUB-TOTAL =</b>									\$183,000	\$231,000	\$205,000
<b>Div 6</b>	<b>Remodeling</b>										
	Remodel Medical Facilities (allow)	sf	400	400	400	\$110	\$110	\$110	\$44,000	\$44,000	\$44,000
	Remodel Staff Breakroom (allow)	sf	240	240	240	\$65	\$65	\$65	\$15,600	\$15,600	\$15,600
	Remodel Staff Toilet (allow)	sf	50	50	50	\$55	\$55	\$55	\$2,750	\$2,750	\$2,750
	Remodel 1 cell/floor (allow)	sf	0	534	534	\$55	\$55	\$55	\$0	\$29,370	\$29,370
	Programs Rm. addition (allow)	sf	0	540	0	\$70	\$70	\$70	\$0	\$37,800	\$0
	Add Toilet Rm (allow)	sf	0	150	0	\$30	\$30	\$30	\$0	\$4,500	\$0
	Visiting Area Expansion (allow)	sf	0	1200	2000	\$85	\$85	\$85	\$0	\$102,000	\$170,000
66100	Temp Support Provisions	hrs	2100	2415	2100	\$48	\$48	\$48	\$100,800	\$115,920	\$100,800
<b>SUB-TOTAL =</b>									\$163,150	\$351,940	\$362,520
<b>Div 7</b>	<b>Thermal &amp; Moisture Protection</b>										
77175	Waterproofing	sf	1000	5500	1000	\$2	\$2	\$2	\$2,000	\$11,000	\$2,000
77210	Insulation	sf	26750	26750	26750	\$1	\$1	\$1	\$26,750	\$26,750	\$26,750
77250	Fireproofing	sf	1	1	1	\$8,000	\$8,000	\$8,000	\$8,000	\$8,000	\$8,000
77511	BUR Roofing (incl Tearoff)	sf	26750	26750	26750	\$6	\$6	\$6	\$160,500	\$160,500	\$160,500
77900	Caulking, Misc	ls	1	1	1	\$50,000	\$50,000	\$20,000	\$50,000	\$50,000	\$20,000
<b>SUB-TOTAL =</b>									\$247,250	\$256,250	\$217,250
<b>Div 8</b>	<b>Doors &amp; Hardware</b>										
88110	Metal Doors/Frames	ea	0	20	110	\$750	\$750	\$750	\$0	\$15,000	\$82,500
88710	Finish Hardware	ea	0	20	110	\$250	\$250	\$250	\$0	\$5,000	\$27,500
88800	Glass/Glazing	sf	0	0	1000	\$15	\$15	\$15	\$0	\$0	\$15,000
08840	Security Glazing - Control Room	sf	370	370	0	\$100	\$100	\$100	\$37,000	\$37,000	\$0
08810	Security Glazing	sf	2235	4760	0	\$45	\$45	\$45	\$100,575	\$214,200	\$0
<b>SUB-TOTAL =</b>									\$137,575	\$271,700	\$125,000

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**SAN JOAQUIN COUNTY JAIL - EXISTING JAIL REMODEL/RENOVATION  
BUDGET ESTIMATE**

Date: July 10, 1992

53  
50  
P Data:

1. Michael McNamara, ILPP Outline Scope of Work dated June 11, 1992.
2. Michael McNamara, ILPP Estimate Quantities dated June 26, 1992
3. Michael McNamara, Mens Jail Remodeling Estimates letter of June 30, 1992.
4. Michael McNamara, Mens Jail Remodeling Estimates letter of July 7, 1992.

Item	Description	Unit	Quantity			Unit Cost			Amount			
			Option #A	Option #B	Option #C	Option #A	Option #B	Option #C	Option #A	Option #B	Option #C	
<b>Div 9</b>	<b>Finishes</b>											
09250	Interior Non-Secure Construction	sf	0	0	12500	\$2	\$2	\$2	\$0	\$0	\$25,000	
09220	Cement Plaster Construction	sf	9000	10500	0	\$5	\$5	\$5	\$45,000	\$52,500	\$0	
09310	Ceramic Tile	sf	1000	3200	3200	\$1	\$1	\$1	\$1,250	\$4,000	\$4,000	
09510	Acoustical Ceiling Tile	sf	0	15000	10000	\$2	\$2	\$2	\$0	\$30,000	\$20,000	
09650	Resilient Flooring	sf	0	7750	7750	\$4	\$4	\$4	\$0	\$27,125	\$27,125	
09700	Epoxy Flooring	sf	0	0	0	\$3	\$3	\$3	\$0	\$0	\$0	
09800	Special Wall Coatings	sf	700	700	700	\$25	\$25	\$25	\$17,500	\$17,500	\$17,500	
09900	Painting/Sealing	sf	44775	44775	44775	\$3	\$3	\$3	\$134,325	\$134,325	\$134,325	
09990	Cell Padding (Demo and Re-install)	sf	600	600	600	\$30	\$30	\$12	\$18,000	\$18,000	\$7,200	
09999	Misc	ls	1	1	1	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	
	<b>SUB-TOTAL=</b>								<b>\$231,075</b>	<b>\$298,450</b>	<b>\$250,150</b>	
<b>Div 10</b>	<b>Specialties</b>											
10160	Toilet Partitions	stalls	6	36	36	\$1,000	\$1,000	\$1,000	\$6,000	\$36,000	\$36,000	
10522	Fire Extinguishers & Cabinets	ea	15	15	15	\$500	\$500	\$500	\$7,500	\$7,500	\$7,500	
10750	Telephone Enclosures	ea	10	10	10	\$1,000	\$1,000	\$1,000	\$10,000	\$10,000	\$10,000	
10800	Toilet Acc's	ea	6	36	36	\$1,000	\$1,000	\$1,000	\$6,000	\$36,000	\$36,000	
10990	Building Specialties	ls	0	1	1	\$1,000	\$1,000	\$1,000	\$0	\$1,000	\$1,000	
	<b>SUB-TOTAL=</b>								<b>\$29,500</b>	<b>\$90,500</b>	<b>\$90,500</b>	
<b>Div 11</b>	<b>Equipment</b>											
11190	Detention Drs/Frms/Hdw/Wndws	ea	140	170	4	\$2,500	\$2,500	\$2,500	\$350,000	\$425,000	\$10,000	
11400	Food Service Equipment (Allow)	ls	1	1	1	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	
11195	Laundry	sf	0	0	800	\$90	\$90	\$90	\$0	\$0	\$72,000	
	<b>SUB-TOTAL=</b>								<b>\$450,000</b>	<b>\$525,000</b>	<b>\$182,000</b>	
<b>Div 14</b>	<b>Conveying Systems</b>											
14240	Three Stop - Two Floor Elevator	ea	1	1	1	\$35,000	\$35,000	\$35,000	\$35,000	\$35,000	\$35,000	
	Additional Elevator	ea	1	0	0	\$35,000	\$35,000	\$35,000	\$35,000	\$0	\$0	
	<b>SUB-TOTAL=</b>								<b>\$70,000</b>	<b>\$35,000</b>	<b>\$35,000</b>	
<b>Div 15</b>	<b>Mechanical</b>											
15400	Plumbing - Fixtures	SS Combo	ea	42	0	0	\$4,500	\$4,500	\$4,500	\$189,000	\$0	\$0
		SS Toilet	ea	84	36	0	\$4,000	\$4,000	\$4,000	\$336,000	\$144,000	\$0
		PE Toilet	ea	0	0	36	\$3,500	\$3,500	\$3,500	\$0	\$0	\$126,000

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**SAN JOAQUIN COUNTY JAIL - EXISTING JAIL REMODEL/RENOVATION**

**BUDGET ESTIMATE**

Date: July 10, 1992

Data:

1. Michael McNamara, ILPP Outline Scope of Work dated June 11, 1992.
2. Michael McNamara, ILPP Estimate Quantities dated June 26, 1992
3. Michael McNamara, Mem Jail Remodeling Estimates letter of June 30, 1992.
4. Michael McNamara, Mem Jail Remodeling Estimates letter of July 7, 1992.

Appendix H

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Item	Description	Unit	Quantity			Unit Cost			Amount		
			Option #A	Option #B	Option #C	Option #A	Option #B	Option #C	Option #A	Option #B	Option #C
	SS Sinks	ea	88	36	0	\$3,500	\$3,500	\$3,500	\$308,000	\$126,000	\$0
	PE Sinks	ea	0	0	36	\$3,500	\$3,500	\$3,500	\$0	\$0	\$126,000
15400	Replace Gas Line	lf	300	300	300	\$30	\$30	\$30	\$9,000	\$9,000	\$9,000
15500	Fire Sprinkler	sf	44775	49850	44775	\$2	\$2	\$2	\$89,550	\$99,700	\$89,550
15800	HVAC at Non-Cells	tons	30	30	30	\$3,000	\$3,000	\$3,000	\$90,000	\$90,000	\$90,000
	Ductwork Upgrades (allow)	lbs	29000	34000	29000	\$5	\$5	\$5	\$145,000	\$170,000	\$145,000
	HVAC Pre-Coolers (allow)	ea	1	1	1	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000
<b>SUB-TOTAL=</b>									<b>\$1,191,550</b>	<b>\$663,700</b>	<b>\$610,550</b>
<b>Div. 16</b>	<b>Electrical</b>										
16000	Electrical	sf	44775	44775	44775	\$9	\$9	\$9	\$402,975	\$402,975	\$402,975
	Fixtures	ea	70	70	350	\$150	\$150	\$150	\$10,500	\$10,500	\$52,500
16900	Security Lighting	ea	380	430	0	\$250	\$250	\$250	\$95,000	\$107,500	\$0
<b>SUB-TOTAL=</b>									<b>\$508,475</b>	<b>\$520,975</b>	<b>\$455,475</b>
<b>Div. 17</b>	<b>Security Electronics</b>										
17000	Security Electronic Rough-ins	sf	44775	49850	44775	\$10	\$10	\$10	\$447,750	\$498,500	\$447,750
	CCTV Cameras/Monitors	ea	40	30	14	\$2,000	\$2,000	\$2,000	\$80,000	\$60,000	\$28,000
	Intercom Stations	ea	35	35	20	\$700	\$700	\$700	\$24,500	\$24,500	\$14,000
	PA System	sf	44775	49850	44775	\$1	\$1	\$1	\$44,775	\$49,850	\$44,775
	Fire Detection Devices	ea	200	230	200	\$300	\$300	\$250	\$60,000	\$69,000	\$50,000
	Door Control Devices	ea	160	185	0	\$1,000	\$1,000	\$1,000	\$160,000	\$185,000	\$0
<b>SUB-TOTAL=</b>			<b>44775 sf</b>	<b>49850 sf</b>	<b>44775 sf</b>				<b>\$817,025</b>	<b>\$886,850</b>	<b>\$584,525</b>

<b>Division Sub-Totals=</b>	<b>\$4,688,975</b>	<b>\$5,304,740</b>	<b>\$3,719,445</b>
<b>General Conditions (12%)=</b>	<b>\$562,677</b>	<b>\$636,569</b>	<b>\$446,333</b>
<b>Overhead &amp; Profit (10%)=</b>	<b>\$525,165</b>	<b>\$594,131</b>	<b>\$416,578</b>
<b>Escalation (5%-12 mo's)=</b>	<b>\$288,841</b>	<b>\$326,772</b>	<b>\$229,118</b>
<b>Scope and Construction Contingency (30%)=</b>	<b>\$1,733,045</b>	<b>\$1,960,632</b>	<b>\$1,374,707</b>
<b>TOTAL ESTIMATED COST=</b>	<b>\$7,798,703</b>	<b>\$8,822,844</b>	<b>\$6,186,181</b>
<b>PER SQUARE FOOT COST</b>	<b>\$174</b>	<b>\$177</b>	<b>\$138</b>

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