ADULT TITLES 15 AND 24 REGULATIONS REVISION EXECUTIVE STEERING COMMITTEE DISCUSSION GUIDE

December 2, 2019



Discussion Guide

Thank you for agreeing to serve on the ESC for Adult Titles 15 and 24 Regulations Revision. We appreciate you sharing time and your expertise with us. This document is intended to serve as a guide for ESC discussion on December 2, 2019. This guide identifies a list of topics and regulations that will be discussing during the first ESC meeting. These topics are based upon feedback from stakeholders and community members, recent media attention given to "hot topics," a review of outcomes from biennial local detention facility inspections, and recent or pending legislation.

ESC members are encouraged to familiarize themselves with the topics outlined in this guide. Each topic is presented with discussion questions, public comment if available, applicable regulations, and resources.-Where applicable, discussion topics have been linked to a regulation with a hyperlink.

This list in the guide is not exhaustive. Members are also encouraged to bring additional topics of interest and reference material for discussion during the meeting. Since the ESC's purview is limited to Title 15 and Title 24 minimum standards, a topic should be considered relative to what minimum standards may be affected by revision.

A complete hard copy of Titles 15 and 24 will also be provided to you. Additionally, original copies of public feedback are included where available.

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Legislation Affecting Jail Operations	
Discussion	Below is a list of chaptered legislation affecting jail operations for review. Items may come up for discussion by ESC or workgroups.
Resources	2018/2019 Chaptered Legislation
Notes	
Forward to WG?	□ Yes □ No
	If YES, which subject area workgroup(s)?

Impact of Minimum Standards on Counties with Varying Average Daily Populations	
Discussion	 Titles 15 and 24 minimum standards are intended to apply to all local detention facilities without regard to population size or resources. Are current minimum standards reflective of the ability of agencies of diverse and varying populations and resources to comply?
Public Comment	BSCC staff recommends that a sub-workgroup be convened to discuss these issues and provide feedback to larger subject matter workgroups.
Resources	Jail Populations Trends (BSCC Jail Profile Survey) INCLUDES County by COunty Data
Notes	
Forward to WG?	☐ Yes ☐ No If YES, which subject area workgroup(s)?

Type I and Temporary Holding Facilities	
Discussion	 Type I facilities are authorized to hold prisoners up to 96 hours, unless an inmate is sentenced; Temporary Holding facilities may hold persons up to 24 hours. Type I facilities are held to many of the same standards as Type II Jails; Temporary Holding facilities are held to some of these same standards. Should a separate workgroup identify areas where minimum standards for Type I or TH jails should be scaled to their operation to ensure best practices and ability to comply with regulation? See public comment.
Public Comment	BSCC staff recommends that a sub-workgroup be convened to discuss these issues and provide feedback to larger subject matter workgroups. Submitted by the Shafter Police Department:
	 Would like separated section or article that applies to temporary holding facilities because much of the regulations are not needed or realistic because they are not within the normal parameters of Temporary Holding Facility practices. There are many sections that technically apply to THs, but they involve activities or actions that are not completed by THs. The regulations should be streamlined for TH daily practices with essential regulations. For example, restraint chairs are not used by THs. the sections pertaining to restraint chairs don't apply. So the training component should be eliminated if agency does not use restraint chairs as it is a waste of time.
Notes	
Forward to WG?	☐ Yes ☐ No If YES, which subject area workgroup(s)?

Use of Terminology Throughout Regulations	
Discussion	 Each workgroup should review the use of the term "and/or" in all regulations to ensure accuracy and clarity. During the BSCC's involvement in a lawsuit requiring agencies to provide feminine hygiene products free of charge, attention was called to the use of the term "and/or" in the regulation. BSCC updated the regulation as a result of the suit to require that all feminine hygiene products are provided free of charge, not just one or the other product.
Resources	Example: §1265. Issue of Personal Care Items (Excerpt, previous language in strikeout,
	revised language in underline)
	There shall be written policies and procedures developed by the facility administrator for the issue of personal hygiene items. Each female inmate shall be issued sanitary napkins and/or tampons as needed. Each female inmate shall be provided with sanitary napkins, panty liners, and tampons as requested.
Notes	
Forward to WG?	□ Yes □ No
	If YES, which subject area workgroup(s)?

BSCC Enforcement of Regulations		
Public Comment	Submitted by Juliet Leftwich, Attorney and Criminal/Social Justice Advocate	
	 The BSCC should consider potential ways to increase its ability, and the ability of inmates, to enforce the provisions of Title 15. 	
Notes		
Forward to WG?	☐ Yes ☐ No	
	If YES, which subject area workgroup(s)?	

Transportation of Persons Released Late at Night	
Discussion	There is no existing regulation for this topic; the ESC should revise Title 15 to provide minimum standards regarding the provision of transportation for inmates who are released late at night.
Public Comment	Submitted by Juliet Leftwich, Attorney and Criminal/Social Justice Advocate
	 The ESC should revise Title 15 to provide minimum standards regarding the provision of transportation for inmate who are released late at night. The need for the creation of these standards is evidenced by the fact that an inmate who was released from Santa Rita Jail last year at 1:30 a.m. was found dead at the BART station at 4:30 a.m. No arrangements for transportation had been made on her behalf and she was left to walk to BART alone.
Notes	
Forward to WG?	□ Yes □ No
	If YES, which subject area workgroup(s)?

§1006, Definitions	
Discussion	 Each workgroup should pay close attention to the terms used in regulations and whether or not: There is a definition attached to the regulation Definitions need to be clarified or updated Definitions need to be added
Applicable Regulations	Title 15, CCR, § 1006. Definitions
Notes	
Forward to WG?	☐ Yes ☐ No If YES, which subject area workgroup(s)?

§1027.5, Safety Checks	
Discussion	 Title 15 doesn't require an agency to review their completion of safety checks; many agencies conduct such a review anyway. Should there be a requirement for internal review of safety checks?
Applicable Regulations	Title 15, CCR, § 1027.5. Safety Checks Safety checks shall be conducted at least hourly through direct visual observation of all inmates. There shall be no more than a 60 minute lapse between safety checks. There shall be a written plan that includes the documentation of routine safety checks.
Notes	
Forward to WG?	☐ Yes ☐ No If YES, which subject area workgroup(s)?

§1030, Suicide Prevention Program	
Discussion	 What best practices related to recent attention on jail suicides could be incorporated into minimum standards? Should agencies be required to conduct regular review of suicide hazards in local detention facilities?
Applicable Regulations	Title 15, CCR, § 1029 (a) (9). Policy and Procedures Manual Title 15, CCR, § 1030. Suicide Prevention Program
	Title 15, CCR, § 1055. Use of Safety Cell Title 15, CCR, § 1207. Medical Receiving Screening
Resources	Lindsay Hayes' Report on Suicide Prevention Practices within the San Diego County Jail System ProPublica Article on Suicide In Kern County
Notes	
Forward to WG?	☐ Yes ☐ No If YES, which subject area workgroup(s)?

§1050, Classification	
Public Comment	Submitted by the Merced County Sheriff's Office:
	 The ESC should review the overall classification process based on new level of inmates being housed in local detention facilities after AB109.
Applicable Regulations	Title 15, CCR, § 1050. Classification Plan
Notes	
Forward to WG?	☐ Yes ☐ No
	If YES, which subject area workgroup(s)?

	§1052, Mentally Disordered Inmates
Mental Health Assessments Upon Return to Custody	
Discussion	 Should Title 15 require mental health assessments when inmates return to custody after sentencing, bail enhancement, or from court following high-profile cases? Should assessments be required after all returns to custody?
Resources	Title 15, CCR, §§ 1052. Mentally Disordered Inmates
	The facility administrator, in cooperation with the responsible physician, shall develop written policies and procedures to identify and evaluate all mentally disordered inmates, and may include telehealth. If an evaluation from medical or mental health staff is not readily available, an inmate shall be considered mentally disordered for the purpose of this section if he or she appears to be a danger to himself/herself or others or if he/she appears gravely disabled. An evaluation from medical or mental health staff shall be secured within 24 hours of identification or at the next daily sick call, whichever is earliest. Segregation may be used if necessary to protect the safety of the inmate or others.
Notes	
Forward to WG?	☐ Yes ☐ No
	If YES, which subject area workgroup(s)?

§1053, Administrative Segregation	
Public Comment	Submitted by Merced County Sheriff's Office Word change for Administrative segregation regarding time allowed before
	notification is required. Inmate discipline time for review and investigations.
Applicable Regulations	Title 15, CCR, § 1053. Administrative Segregation
Notes	
Forward to WG?	□ Yes □ No
	If YES, which subject area workgroup(s)?

Solitary Confinement	
Discussion	 Title 15 currently allows inmates to serve 24-hours, short term lockdown and disciplinary separation as a disciplinary consequence (referred to as "punitive actions" in T15). Disciplinary separation is defined as, "punishment status assigned an inmate as the result of violating facility rules and which consists of confinement in a cell or housing unit." Given recent attention to solitary confinement, should disciplinary consequences, including time limits in separation, be reconsidered? Detention, medical, and mental health implications.
Applicable	Title 15, CCR, § 1053. Administrative Segregation
Regulations	<u>Title 15, CCR, § 1082. Forms of Discipline</u>
	<u>Title 15, CCR, § 1083. Limitations on Disciplinary Actions</u>
Resources	2015 Article on Solitary Confinement in CA Prisons
	National Commission on Correctional Health Care Position Statement on Solitary Confinement
Notes	
Forward to WG?	□ Yes □ No
	If YES, which subject area workgroup(s)?

High Risk/Special Housing	
Discussion	 Safety Cells, Sobering Cells and Restraint Placements all require that these types of placements occur only when certain types of behavior are observed: Safety Cell: "shall be used to hold only those inmates who display behavior which results in the destruction of property or reveals an intent to cause physical harm to self or others." Sobering Cell: "shall be used for the holding of inmates who are a threat to their own safety or the safety of others due to their state of intoxication" Restraints: "shall only be used on inmates who display behavior which results in the destruction of property or reveal an intent to cause physical harm to self or others." Each regulation requires the facility administrator to develop policies and procedures that outline how the agency operationalizes use of these placements. Should there be more prescriptive requirements for use of these placements outlined in Title 15? Should be considered by both operational and medical/mental health workgroups.
Resources	Title 15, CCR, § 1055. Use of Safety Cell
	Title 15, CCR, § 1056. Use of Sobering Cell Title 15, CCR, § 1058. Use of Restraint Devices
Notes	
Forward to WG?	□ Yes □ No
	If YES, which subject area workgroup(s)?

§1058, Use of Restraints – Behavioral v. Safety and Security	
Discussion	 Restraint use is limited to inmates who display behavior which results in the destruction of property or reveal an intent to cause physical harm to self or others and only when it appears less restrictive alternatives would be ineffective in controlling the disordered behavior. This regulation should not apply to the application of restraints for safety and security; should Title 15 provide clarification and specify this? Should Title 15 specify requirements for the short-term use of restraints for safety, security, and transportation?
Public Comment	BSCC staff recommends that the ESC review recent revisions to juvenile regulations that outlines requirements for restraints used for movement and transportation rather than behavioral purposes.
Applicable Regulations	Title 15, CCR, § 1058. Use of Restraint Devices
Resources	Juvenile Title 15, CCR, § 1358.5. Use of Restraint Devices for Movement and Transportation within the Facility
Notes	
Forward to WG?	☐ Yes ☐ No If YES, which subject area workgroup(s)?
	in 125, which subject area workgroup(s):

§1055, Use of Safety Cell	
Discussion	Submitted by Juliet A. Leftwich, Attorney and Criminal/Social Justice Advocate • I would urge BSCC to limit the use of safety cells to 24 hours, given the well-established psychological damage caused to inmates who are placed in solitary confinement.
Resources	Title 15, CCR, § 1055. Use of Safety Cell
Notes	
Forward to WG?	☐ Yes ☐ No If YES, which subject area workgroup(s)?

§1064, Library Service	
Public Comment	Submitted by Merced County Sheriff's Office
	The ESC should revise what is required legal material for library services.
Applicable Regulations	Title 15, CCR, § 1064. Library Service The facility administrator shall develop written policies and procedures for library service in all Type II, III, and IV facilities. The scope of such service shall be determined by the facility administrator. The library service shall include access to legal reference materials, current information on community services and resources, and religious, educational, and recreational reading material. In Type IV
	facilities such a program can be either in-house or provided through access to the community.
Notes	
Forward to WG?	□ Yes □ No
	If YES, which subject area workgroup(s)?

Out of Cell Time	
Discussion	 Title 15 currently requires three hours of exercise and recreation distributed over a period of seven days. While there is no definition of "recreation," "exercise is defined as "physical exertion of large muscle groups." Title 15 also does not specify a certain amount of "out of cell time." Agencies are not currently required to allow access for specified amounts of time to:
Applicable Regulations	Title 15, CCR, § 1065. Exercise and Recreation (a) The facility administrator of a Type II or III facility shall develop written policies and procedures for an exercise and recreation program, in an area designed for recreation, which will allow a minimum of three hours of exercise distributed over a period of seven days. Such regulations as are reasonable and necessary to protect the facility's security and the inmates' welfare shall be included in such a program. In Type IV facilities, such a program can be either in-house or provided through access to the community. (b) The facility administrator of a Type I facility shall make table games and/or television available to inmates.
Notes	
Forward to WG?	☐ Yes ☐ No If YES, which subject area workgroup(s)?

	§1066, Books, Newspapers, Periodicals and Writings
Public Comment	Submitted by FSO Staff
	 Many daily newspapers have gone out of publication. Those remaining have significantly increased cost for delivery making it cost-prohibitive for some facilities. For example, if a Type I facility does not hold sentenced inmates, compliance with section 1066(b) would be costly and a waste of government funds since Type I facilities typically do not hold inmates in custody over two days.
Applicable Regulations	Title 15, CCR, § 1066. Books, Newspapers, Periodicals, and Writings
Notes	
Forward to WG?	☐ Yes ☐ No If YES, which subject area workgroup(s)?

§1070. Individual/Family Service Programs	
Public Comment	 Submitted by Friends Outside, a nongovernmental organization. We suggest that all programs and services should be evidenced based, with the exception of recreation programs, and that there should be a clear differentiation between recreation and rehabilitation, with the latter always based on sound evaluation for effectiveness. All inmates should undergo an assessment of criminogenic needs and assigned to the appropriate programs based on those needs.
Applicable Regulations	Title 15, CCR, § 1070. Individual/Family Service Programs
Notes	
Forward to WG?	☐ Yes ☐ No If YES, which subject area workgroup(s)?

Treatment of Pregnant Inmates Public Comment Submitted by Juliet Leftwich, Attorney and Criminal/Social Justice Advocate The ESC should revise Article 11 to provide minimum standards governing the treatment of pregnant inmates, as required by Penal Code Section 6030, and to prohibit administrative segregation of inmates who are in the last trimester of pregnancy. Although Article 5, Section 1058.5 limits the use of restraint devices on pregnant inmates, and Article 6, Section 1122.5 governs the treatment of pregnant minors, Title 15 does not generally address the needs of adult pregnant inmates. BSCC should adopt new minimum standards to address the important needs of this population, as required by Penal Code Section 6030, and specifically prohibit administrative segregation of inmates who are in the last trimester of pregnancy. The need for the creation of these standards is evidenced by the fact that a pregnant inmate was forced to give birth alone last year at Santa Rita Jail. Notes Forward to WG? ☐ Yes ☐ No If YES, which subject area workgroup(s)?

Mental Health Care		
	- Ivientai neatti Care	
Discussion	 There has been litigation against local detention facilities related to the adequacy of mental health care in jails. The ESC should provide direction to medical and mental health workgroups to determine if minimum standards are reflective of current practices and standards in correctional mental health care. 	
Applicable	Title 15, CCR, Article 11, Medical/Mental Health Services	
Regulations	Other operational regulations that may have cross-over with mental health issues, e.g., suicide prevention program.	
Notes		
Forward to WG?	□ Yes □ No	
	If YES, which subject area workgroup(s)?	

Opioids	
Discussion	 Local detention facilities presently house thousands of inmates experiencing addiction to, and withdrawal from, opioids and other substances. Facilities are housing more inmates for longer time periods. To meet current challenges of its inmate populations, operating agencies are faced with the decision whether to do more than detain, and also provide treatment. Title 15 does not specifically address how facilities deal with inmates experiencing addition and withdrawal from opioids and other substances. Should Title 15 and 24 be revised to provide guidance on the opioid crisis on local detention facilities? If so, many sections may be impacted. Should facilities conduct more frequent safety checks? A few counties have developed a Refusal of Medical Care Form.
Public Comment	Submitted by Jim Sida, JCS Jail Consulting
	 Title 15 requires staff to conduct safety checks at least hourly and no more than a 60-minute lapse. Custody staff should conduct a safety check more often than what is required for individuals experiencing withdrawal from opioids and other substances. Title 15 should require facilities to develop policy and procedures relating to inmates experiencing withdrawal from opioids and other substances. Provisions may include, but not limited to: training, supervision, classification, segregation, safety checks, and an inmate's refusal of medical services. Section 1213, which addresses detoxification treatment, should be revised to include specific provisions on inmates experiencing withdrawal from opioids and other substances, such as how to identify, observe, document, house, and serve such inmates. There should be a new regulation section that requires facilities to develop policy and procedures on documentation when an arrestee or inmate refuses treatment against medical advice in the facility. Currently, there is no requirement. All staff, including administrative, management, and supervisors should receive training on the issue of withdrawal of opioids and other substances. Currently, there is no requirement.
Applicable	Title 15, CCR, § 1027.5. Safety Checks
Regulations	Title 15, CCR, § 1029. Policy and Procedures Manual
	Title 15, CCR, § 1206. Health Care Procedures Manual
	Title 15, CCR, § 1213. Detoxification Treatment
Forward to WG?	□ Yes □ No
	If YES, which subject area workgroup(s)?

<u>A note about Title 24 Physical Plant revisions</u>: changes made to Title 24 are not retroactive; newly adopted standards will apply to any new construction that occurs after the revisions are approved by the Building Standards Commission. Pursuant to Title 24, Section 13-102 (b) Exclusions, facilities are grandfathered under the standards they were built under, unless they may significant physical plant modifications.

§1231.2, Exercise Area. Dayroom and Outdoor Recreation Space	
Discussion	 Title 24 requires that each Type II and III facility provide an outdoor exercise area or areas but does not define "outside." Some facilities provide exercise areas that have access to fresh air/outside via a large open window or uncovered ceiling area, but there is no standards that defines how much "outside" access there must be. There are facilities that provide less access to fresh air than others because of extreme or inclement weather. Additionally, Title 15 does not require access to the outdoors.
Public Comment	BSCC staff recommendation
Resources	Title 24, CCR, § 1231.2.10 Exercise area. An outdoor exercise area or areas must be provided in every Type II and Type III facility. The minimum clear height must be 15 feet (4572 mm) and the minimum number of square feet of surface area will be computed by multiplying 80 percent of maximum rated population by 50 square feet (4.7 m2) and dividing the result by the number of one-hour exercise periods per day. The exercise area must contain or provide free access to a toilet, wash basin, and drinking fountain as provided in Section 1231.3. There must be at least one exercise area of not less than 600 square feet (55.7 m2). The design shall facilitate security and supervision appropriate to the level of custody. Type IV facilities shall have an outdoor recreation area or access to community recreation facilities.
Notes	
Forward to WG?	☐ Yes ☐ No If YES, which subject area workgroup(s)?

§1231.3.10 Seating Areas in Holding Cells	
Discussion	 Should the available seating for persons in holding cells be reviewed for appropriateness of space?
Public Comment	BSCC staff recommendation.
Applicable Regulations	Title 24, CCR, §1231.3.10 Seating . In temporary holding and temporary staging cells, seating must be securely fixed to the floor and/or wall. When bench seating is used, 18 inches (457 mm) of bench is seating for one person.
Notes	
Forward to WG?	□ Yes □ No
	If YES, which subject area workgroup(s)?