

# County of Mendocino



# Jail Needs Assessment

August 2015

# Needs Assessment

## Table of Contents

<b>Introduction</b>	<b>2</b>
<b>Population and Crime Statistical Comparisons</b>	<b>3</b>
Census: County of Mendocino	4
Mendocino County Crime Rate	4
Adult Arrest Rate Comparison	5
Incarceration Rate Comparison	5
<b>Overview of Inmate Population</b>	<b>6</b>
Average Daily Population	6
Table of Populations	7
Population Peak Average	7
Inmate Demographics by Ethnicity and Gender	8
Bookings by Age and Gender	9
Physical Custody Gender Comparison	10
Booking Comparison	10
Annual Number of Monthly Bookings	11
Percentage Difference of Felony vs. Misdemeanor	11
Pre Trial Inmate Comparison with State Average	12
Methods of Releases Prior to Trial	12
Pretrial Releases Service	13
Length of Stay	14
Length of Stay Comparison with State	14
<b>Classification System</b>	<b>15</b>
Description of System	15
Current Types of Beds	15
Classification Trends	15
Level of Violence	16
Use of Unrated Beds	17
Female Housing Issues	17
Male Housing Issues	18
<b>Mentally Ill Population</b>	<b>19</b>
<b>Inmate Services and Programs</b>	<b>20</b>
Description of Services and Programs	20
Obstacles in Providing Services and Programs	21
<b>Historical Non-Compliance with Standards</b>	<b>22</b>
<b>Key Findings</b>	<b>23</b>
<b>Immediate Needs and Needs by 2019</b>	<b>25</b>
<b>How to Address Findings</b>	<b>25</b>
<b>How Does This Plan Address the Needs of the Findings</b>	<b>25</b>
<b>Location of Project</b>	<b>26</b>

## Introduction

The Mendocino County Sheriff's Office performed this needs assessment in response to the request for proposal for SB 863 construction funding. It is an update to our last assessment completed in September 2013. Seven Reader and Associates completed a needs assessment in 2006.

The perspective of this needs assessment is from the viewpoint of experience. It includes what has occurred in the past, what is occurring now, and as required by the "SB 863 Request for Proposals" what the needs are out to 2019. It will explain the obstacles we face given our facilities age, design and layout. It will make clear how funding will help correct or lessen those obstacles.

As an aside irrespective of SB 863, it is our opinion that forecasting is an unstable basis to make future decisions when impacts from unidentified outcomes from economic events or legislation such as AB 109 and Proposition 47 may occur.

Historically, Mendocino County has not had the resources for the necessary planning and building to keep up with the ever-changing demands on the correctional facility. Most decisions were based on what we could afford, not on need.

The Sheriff's Office has one facility located in Ukiah. The facility is a Type II, as described in California Code of Regulations, Title 15, and is used for the detention of persons pending arraignment, during trial and upon sentence to a commitment.

The first section was built in 1985 with a rated capacity of 86. By 1987, in a reaction to crowded conditions, two additional bunks were added to 34 cells to make them triple bunked cells and increased the capacity to 154. In 1991, a second building was constructed to eliminate other housing units. This brought our rated capacity to 295 and an additional 6 isolation beds for 301 beds.

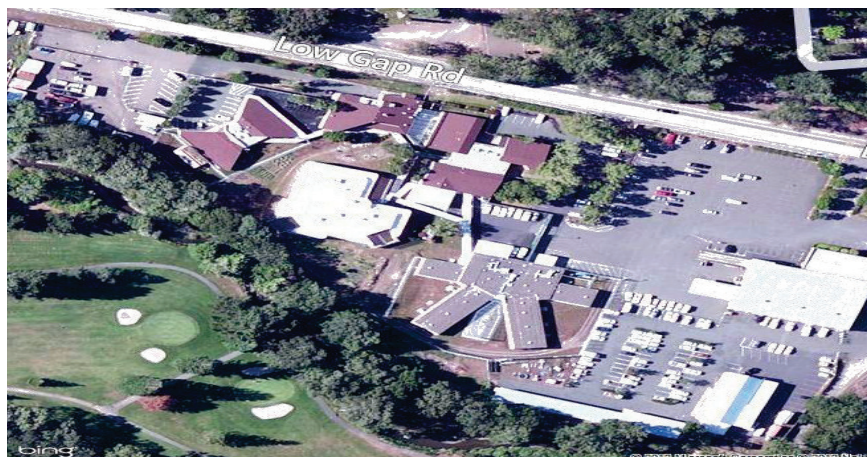


Figure 1: Mendocino County Jail Facility

The facility has the following significant challenges:

- Both buildings are maintenance intensive, particularly in Building 1, where the housing units were built entirely with steel. Steel requires routine maintenance and painting. Deferred

# **Needs Assessment**

maintenance compromised the steel resulting in holes in walls from rust.

- Both buildings have substandard copper pipe with no ground wire installed resulting in electrolysis, which has led to water leaks and replacement of a significant amount of pipe.
- Leaking roof systems have been a chronic problem.
- Chronic problems with heating and air-conditioning ventilation systems leading to temperature that is hot in the summer and cold in winter. The lack of circulation has caused mold to accumulate on the ceilings.
- Design and layout have compromised line of sight creating blind spots where assaults occur and create obstructions to inmate supervision. This is a clear officer and inmate safety concern. This exists in both the linear and podular buildings.
- Lack of programming space has led to disparity in how and what programs are delivered to inmates.

In regards to the criminal justice system, the collaborative effort of the County of Mendocino's justice team is something we are very proud of and promote. The Sheriff's Office, District Attorney, Public Defender, Courts, and Probation have monthly meetings to ensure a fair, safe, and efficient justice system. The partners are aware of the scarcity of resources the jail can provide and help keep the inmate population down as much as possible.

The same group is the core of the Community Correctional Partnership. It has earned statewide praise for being organized and cohesive and held as an example of what can be accomplished when the system partners work together.

## **Population and Crime Statistical Comparisons**

To give context to criminal statistical information about Mendocino County, we used like-populated Counties of Yuba, Sutter, and Nevada. All Counties are within a similar population range and are located in rural Northern California. We looked at crime rates, adult arrest rates, and incarceration rates. The analyses of data were calculated on a population sample of 10,000.

The data in the following Figures are from the State of California Department of Justice – Criminal Justice Statistics Center, US Census Bureau, and the Sheriff's Office data collection process.

The census of Mendocino County has not fluctuated much since 2001. As the figure below shows, it has held steady in a range of 86,000 and 88,000.

# Needs Assessment

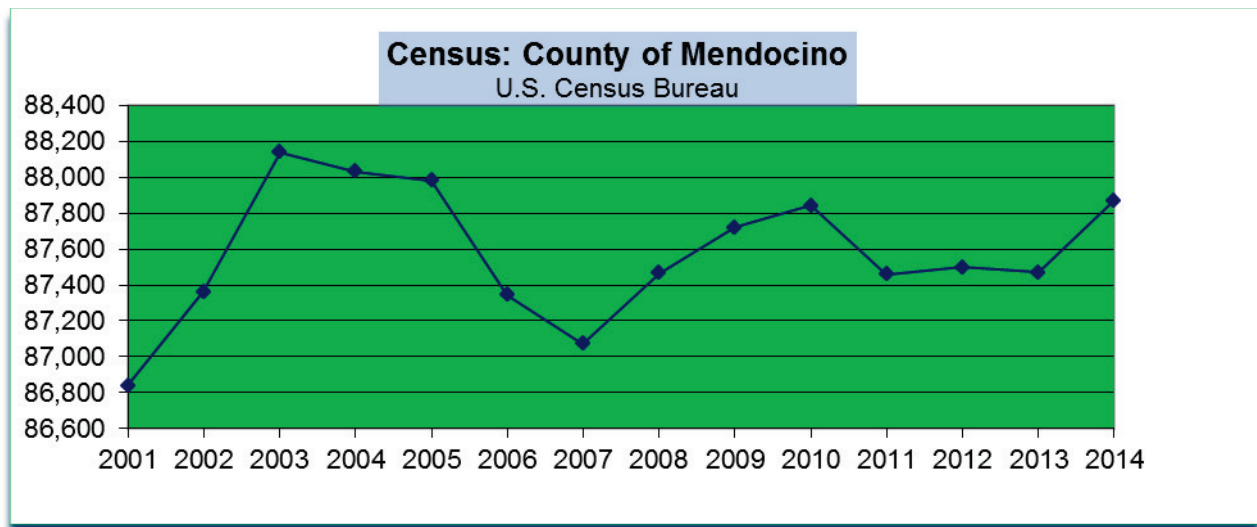


Figure 1

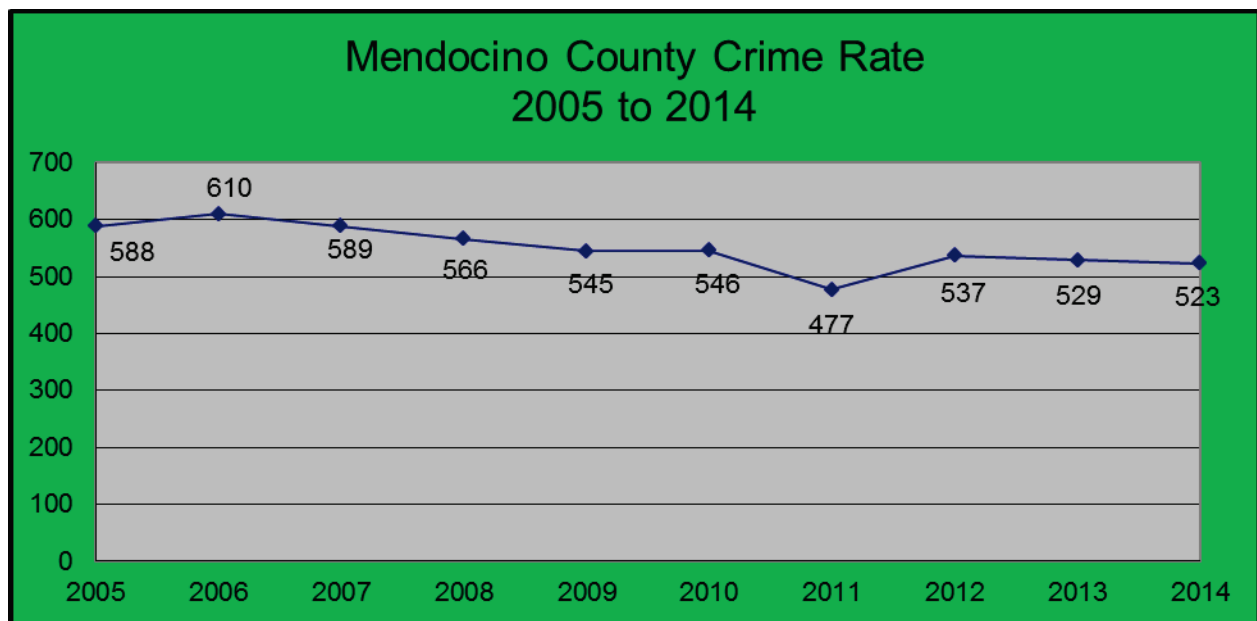


Figure 2

This crime rate describes the number of crimes reported to law enforcement for every 10,000 members of a population. Figure 2 shows that Mendocino is experiencing a slight reduction in its crime rate over the last ten years.

# Needs Assessment

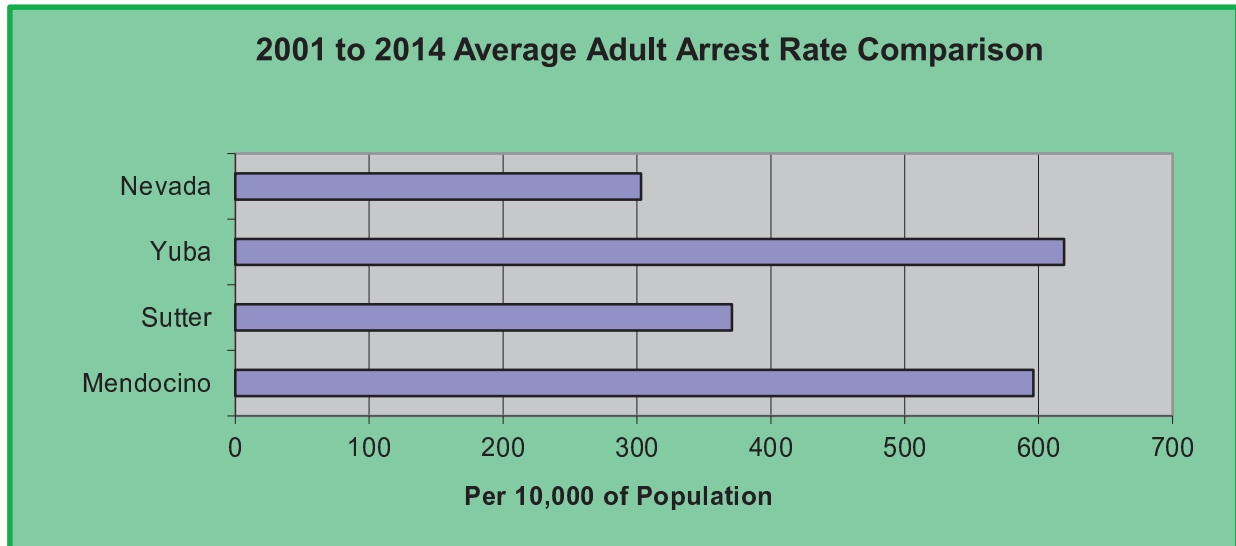


Figure 3

This adult arrest rate describes the number of arrests made by law enforcement per 10,000 members of each respective Counties population. In this comparison, Mendocino is third in population and has the second highest arrest rate.

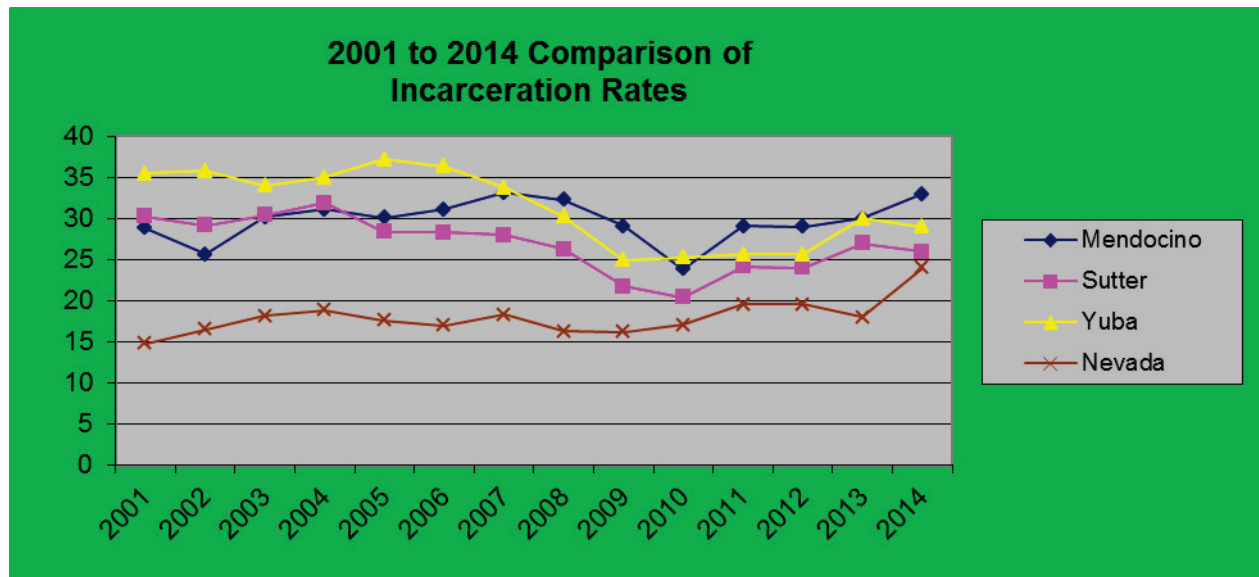


Figure 4

The incarceration rate depicts the number of people in jail per 10,000 members of the respective Counties population. Again, Mendocino is the third smallest population but has the largest incarceration rate in this group. The average incarceration rate for this period is thirty.

## Overview of Inmate Population

We researched the statistical information pertaining to Average Daily Population (including alternatives to incarceration), Population Peaks, Bookings by Ethnicity and Gender, Bookings by Age and Gender, Physical Custody Gender Comparison, Number of Booking (in comparison with like counties), Annual Number of Bookings, Pretrial Average comparison to the State, Method of Release, Length of Stay and Pretrial Services.

All data presented in the following Figures were retrieved from the Board of State and Community Corrections – Jail Profile Survey and the Mendocino County Sheriff's Office data collection process. To give context to some data points, we made comparisons to other like counties and the state.

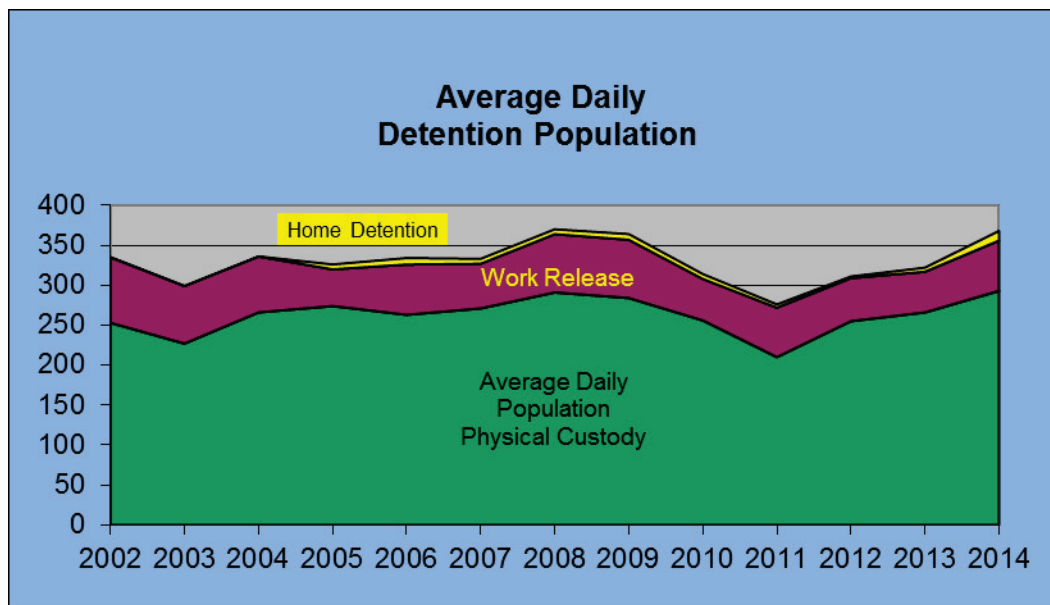


Figure 5

Depicted in Figure 5 is the “real” population. Often only populations in physical custody are the overriding concern. We believe it is important to show all the people incarcerated and being managed. As you can see in Table 1, the use of alternatives to incarceration has had a tremendous impact in keeping the physical custody population below the rated capacity of 295 beds. Without these programs, crowding would be untenable.

# Needs Assessment

Table of Populations

Year	Physical Custody	Work Release	Home Detention	Total Population
2002	253	82		335
2003	227	72		299
2004	266	70		336
2005	274	46	6	326
2006	263	63	8	334
2007	271	56	6	333
2008	291	73	6	370
2009	284	73	7	364
2010	256	52	6	314
2011	210	62	4	276
2012	255	54	2	311
2013	266	51	5	332
2014	293	63	12	368
Average Total	262	63	6	331

Table 1

Population Peak Table

Months	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
January	273	235	269	248	294	236	299	286	245	226	235	271	272
February	298	236	285	281	301	265	315	312	252	227	259	281	294
March	305	235	270	291	282	270	299	304	268	206	255	275	295
April	279	229	286	287	275	278	279	309	264	188	260	263	289
May	255	219	267	276	278	260	276	299	269	200	251	279	294
June	250	218	263	272	277	265	273	298	286	203	253	284	295
July	263	208	279	267	269	266	261	283	257	200	252	268	300
August	250	230	274	255	260	271	291	271	263	213	261	266	295
September	216	235	261	268	248	291	301	264	236	211	259	263	290
October	213	227	240	272	229	294	303	263	243	206	256	264	301
November	221	223	245	289	230	291	307	273	252	210	266	245	299
December	216	231	252	279	221	265	286	252	233	234	254	237	296
ADP	253	227	266	274	263	271	291	284	256	210	255	266	293
3-Month Avg High	294	235	283	289	292	292	308	308	274	229	262	281	300
Peaking	16.20 %	3.50 %	6.40 %	5.50 %	11.00 %	7.70 %	5.80 %	8.50 %	7.00 %	9.00 %	2.70 %	5.64 %	2.34 %
Peaking Avg.													7.02 %

Table 2

This Table is meant to show the temporary spikes above our Average Daily Population during each year and is important when making decisions on the number of beds needed. Our 13-year peak average is 7.02 percent. Peak is calculated by averaging the three highest Average Daily Population per month then determining the percentage difference from the Average Daily Population.



# Needs Assessment

## Inmate Demographics

Bookings By Ethnicity & Gender														
Female	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
XF	1	2	0	2	0	1	2	3	3	2	9	1	6	32
AF	1	0	1	0	0	1	5	12	9	2	3	5	3	42
BF	26	21	22	27	24	30	16	27	22	24	19	31	30	319
CF	1	0	3	1	0	1	2	3	1	1	0	2	1	13
DF	0	0	2	0	0	0	0	0	0	0	0	0	0	2
FF	0	2	1	3	1	2	2	1	1	0	2	2	1	18
GF	0	0	0	0	0	0		0	0	0	0	1	0	1
HF	69	70	79	79	83	119	132	131	115	128	89	105	106	1305
IF	177	175	176	201	228	202	198	181	183	154	146	167	184	2372
JF	1	0	0	0	0	0	1	0	0	0	1	0		3
LF	0	0	0	0	0	0	0	1	1	0	0	0		2
OF	1	2	4	0	0	4	2	3	7	6	0	0		29
PF	0	0	1	1	2	0	0	3	3	2	1	1	1	15
SF	1	1	0	1	0	0	0	1	1	1	0	0		6
UF	1	0	0	0	0	3	0	2	0	2	0	0		8
VF	0	0	0	0	0	0	0	0	0	1	1	0		2
WF	796	976	916	943	946	1049	1044	977	1049	798	1015	1008	877	12394
ZF	0	1	1	2	0	1	0	1	0	0	0	0	2	6
Male	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	
XM	6	5	5	8	2	11	9	5	13	6	28	8	9	115
AM	9	7	7	7	13	24	42	56	20	10	8	19	12	234
BM	154	147	128	116	173	158	185	159	142	125	167	144	133	1931
CM	2	0	3	3	7	8	3	3	6	7	11	5	4	62
DM	0	0	0	0	2	1	0	2	2	1		0	0	8
FM	2	4	3	4	2	4	3	1	0	1	3	4	4	35
GM	0	0	1	0	0	1	0	0	0	0	0	0	0	2
HM	790	855	789	883	884	1036	1075	928	924	757	780	817	860	11378
IM	404	468	432	451	455	443	458	453	398	345	421	424	398	5550
JM	1	0	1	2	1	2	1	0	1	0	1	0	3	13
KM	1	0	6	0	2	5	8	9	5	2	2	0	2	42
LM	0	0	0	0	1	1	0	2	4	1	7	0	2	18
OM	9	6	5	5	14	14	11	21	13	9	0	0	0	107
PM	4	1	4	0	1	2	2	8	2	2	5	6	10	47
SM	1	2	4	1	2	2	1	6	0	0	0	0	0	19
UM	5	4	1	4	4	3	2	2	4	2	0	0	0	31
VM	0	2	3	2	6	5	2	6	8	4	10	21	1	70
WM	3176	3255	3201	3355	3258	3429	3559	3477	3308	2878	3115	3013	3019	42043
ZM	2	1	2	4	3	6	1	0	0	5		0	0	24
A(other Asian), B(Black), C(Chinese), D(Cambodian), F(Filipino), G(Guamanian), H(Hispanic), I(Native American), J(Japanese), K(Korean), L(Laotian), O(Others), P(Pacific Islander), S(Somoan), U(Hawaiian), V(Vietnamese), W(White), X(Unknown), Z(Asian Indian)														

Table 3

In comparison to the census taken in 2010 by the US Census bureau, the ethnicity and gender in our population numbers are consistent with the makeup of the County population.

# Needs Assessment

Bookings By Age & Gender														
Female	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011*	2012	2013	2014	Total
18-19	55	72	80	76	65	87	76	71	69	57	36	46	30	820
20-24	158	200	236	237	212	254	285	228	247	197	209	219	158	2840
25-29	133	170	146	196	206	191	186	234	233	172	228	265	219	2579
30-34	179	166	154	160	163	197	170	161	196	135	160	178	198	2217
35-39	202	208	158	175	185	191	166	189	187	126	174	130	130	2221
40-44	167	217	218	179	194	188	173	157	120	130	170	122	139	2174
45-49	112	125	112	146	155	171	188	136	172	119	121	95	118	1770
50-54	36	72	68	60	67	94	103	113	100	123	106	142	105	1189
55-59	17	16	21	20	23	38	36	39	30	42	42	73	71	468
60-64	4	3	5	5	14	11	12	10	27	17	31	24	23	186
65-69	0	1	6	4	0	5	7	7	7	6	6	15	13	77
70+	2	0	2	2	0	0	2	1	7	2	3	14	8	43
Male	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
18-19	333	326	310	271	258	270	334	321	234	177	189	163	139	3325
20-24	947	940	910	1027	988	978	1047	959	881	681	781	749	691	11579
25-29	640	675	695	708	762	877	945	867	831	704	763	778	726	9971
30-34	678	687	636	633	588	587	618	635	627	570	651	670	703	8283
35-39	555	589	521	597	599	667	659	600	570	453	522	483	527	7342
40-44	581	575	524	541	536	531	522	533	504	464	490	533	462	6796
45-49	400	453	440	454	500	502	512	470	453	421	372	383	381	5741
50-54	240	269	322	334	371	363	374	394	380	334	348	317	376	4422
55-59	102	154	156	194	149	219	209	226	229	197	248	223	246	2552
60-64	56	59	48	52	49	101	84	95	89	88	118	100	134	1073
65-69	23	22	23	19	17	44	47	19	27	27	49	44	49	410
70+	10	7	10	14	12	17	10	19	24	25	27	20	23	218

Table 4

Concerns in Table 4 are the increases in age groups 60 to 70 plus from 2002 to 2014. The following are the percentage change within this category: Males: +139% for 60-64; +113% for 65-70; and +130% for 70+. Females: +475% for 60-64; +1200% for 65-70; and +300% for 70. The older population presents a likelihood of serious medical problems that require ADA single cell space and constant medical attention. The prevalence of Alzheimer's and Dementia in this population adds a significant burden to both medical and correctional staff.

# Needs Assessment

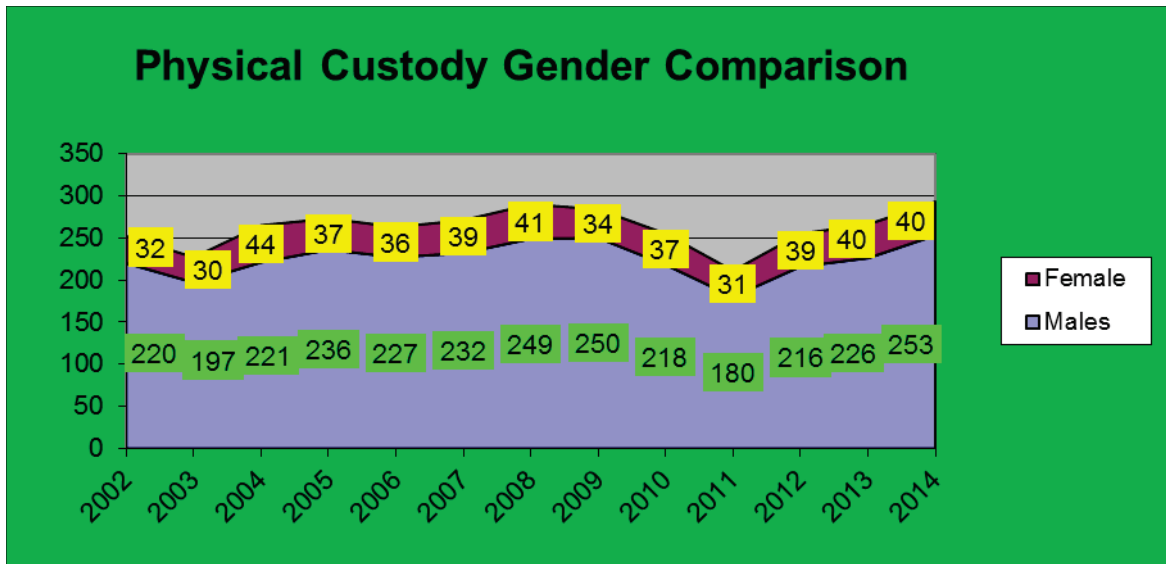


Figure 6

In this figure, males represent 86 percent of the population while female make up 14 percent. During this time period, the female population increased by 25 percent and the males increased by 15 percent.

**Bookings:** In comparison counties, Mendocino is 10.5 percent more than the Sutter, which had the second highest average. (A special note to these Figures is for Yuba. We removed the contract bookings and only used the number of bookings resulting from arrests.)

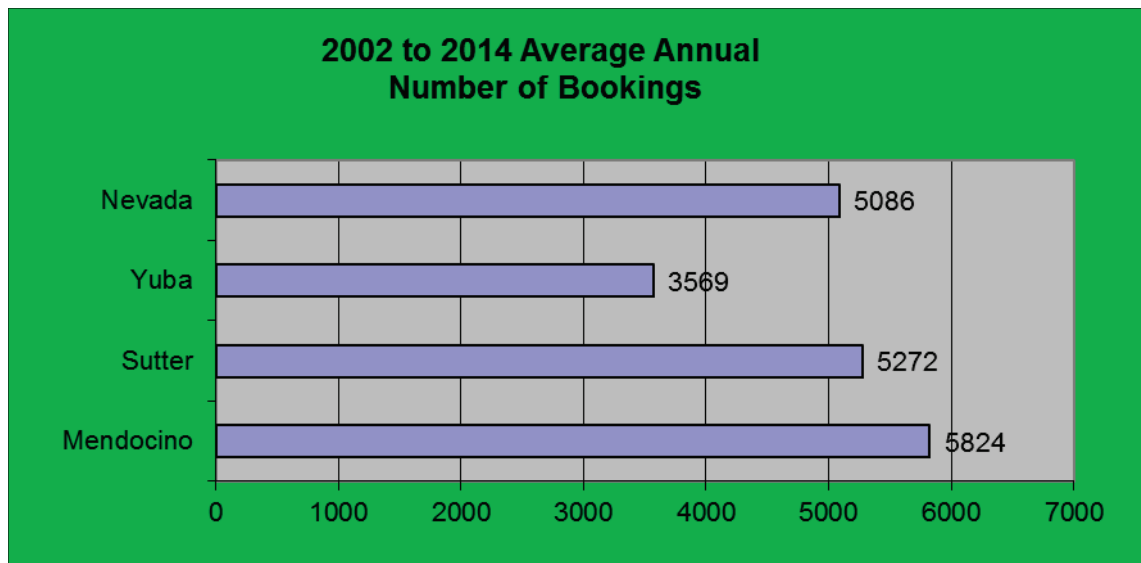


Figure 8

# Needs Assessment

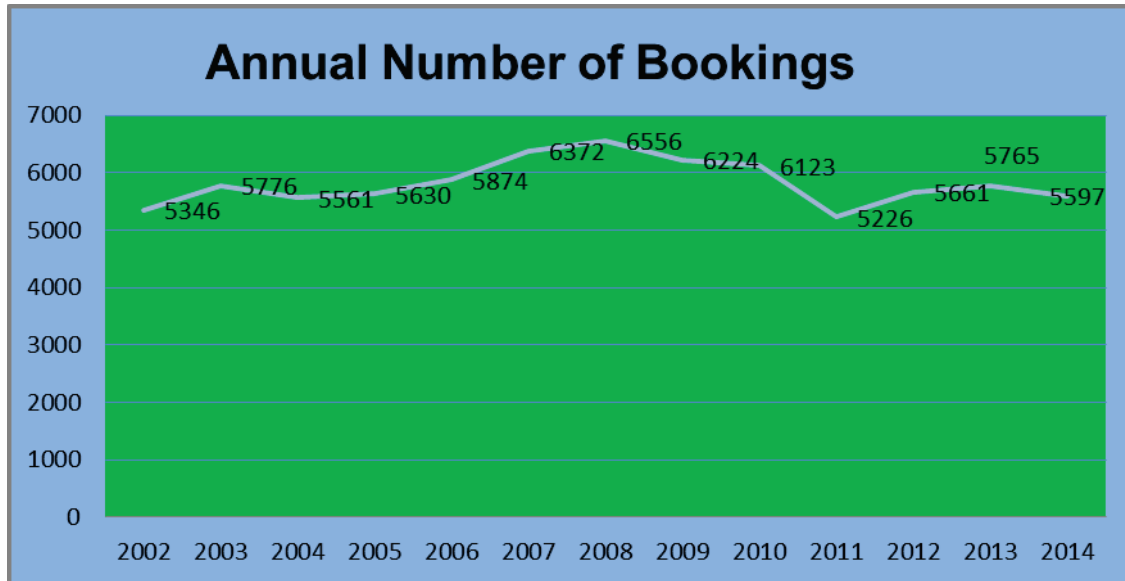


Figure 9

During this 13-year period, there has been a 4.7 percent increase in the number of annual bookings.

## Percentage Difference of Felony versus Misdemeanor

Month	Total ADP	Presentenced Felony	Sent Felony	% of Felony	Unsent. Misd	Sent Misd	% of Misd
<b>2014</b>							
October	303	64	119	60	34	86	40
November	300	90	94	61	66	50	39
December	296	86	30	39	93	87	61
<b>2015</b>							
January	309	79	27	34	116	87	66
February	318	83	46	41	128	61	59
March	317	75	44	38	140	58	62
April	314	86	53	44	106	69	56
May	297	73	59	44	93	72	56
June	294	74	57	45	87	76	55

Table 5

Table 5 represents the transformation that Proposition 47 made to the Mendocino County Jail. Pre Proposition 47, 60 percent of the population was felony arrests and conviction. As of June 2015, the felony segment has dropped to 45 percent of population.

# Needs Assessment

## Number of Pre-trial Inmates

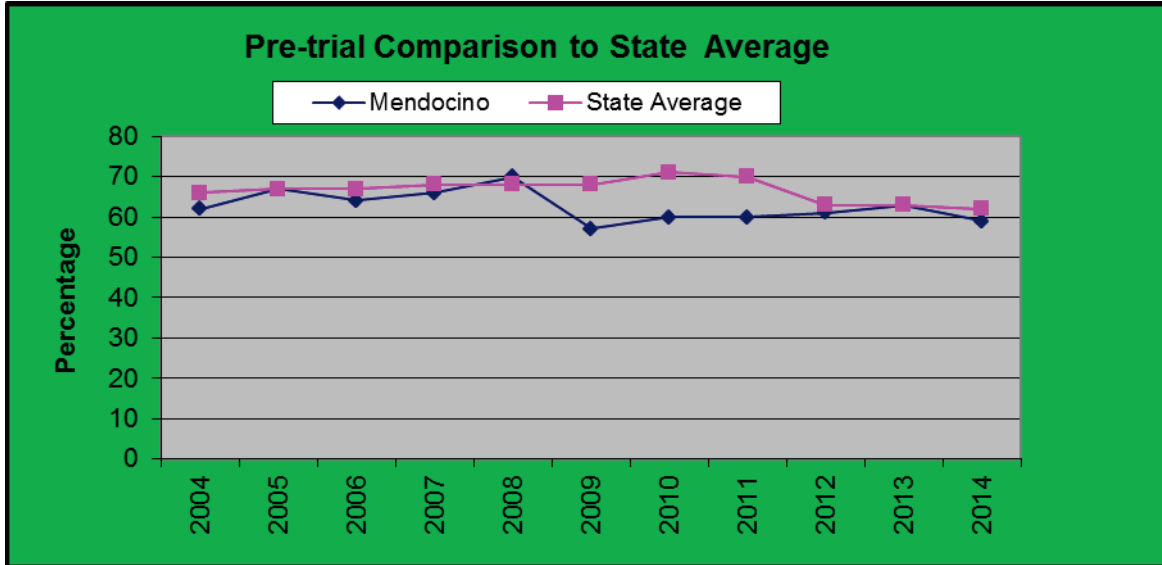


Figure 10

In comparison to the statewide data, it shows that our policy on citing and collaborative efforts with our criminal justice partners have resulted in a lower percentage of pre-trial detainees. In 2014, we have achieved a decrease of 4.8 percent below our 13-year average. We believe this is a direct result of implementing the Pre-Trial Release Service program and using the Ohio Pre-Trial Release instrument to assess people's needs and risk. Our goal is to reduce our pre-trial population to a range of 50 to 55 percent of our average daily population.

## Method of Release Pre-Trial

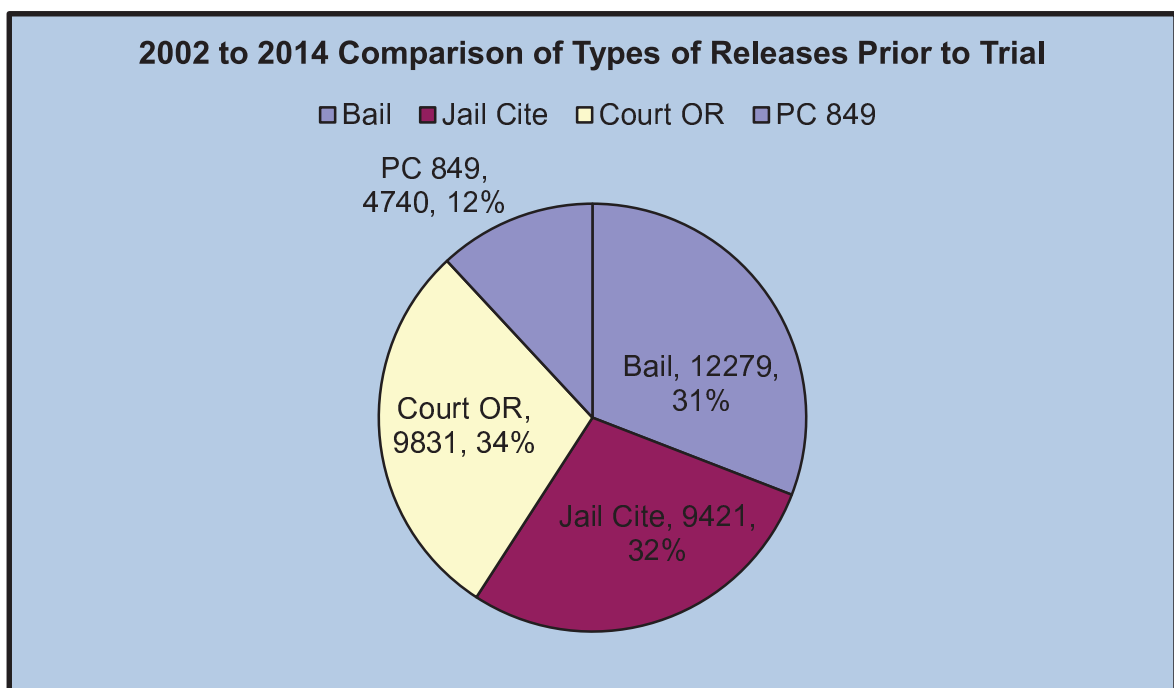


Figure 11

# Needs Assessment

Figure 11 depicts that historically there has been a relatively even distribution of types of releases prior to trial.

## Pretrial Services

In January 2014, the Sheriff's Office implemented a pretrial release program. Agreed to by justice system partners, we have adopted the Ohio Pretrial Assessment Tool to evaluate the level of risk an individual is to the community, risk of re-offending and risk to fail to appear for a Court date. This tool was developed and validated by the University of Cincinnati, Division of Criminal Justice Center for Criminal Justice Research. It assesses all inmates that are not released per Penal Code section 853.6 and required to bail.

Thus far, it has proven to provide excellent information to the Judge, district attorney, and public defender to make sound decisions on custody status. Based on the information provided by the assessments, 543 were released. Of those released, nineteen failed the program. The causes of the failures were as follows: eleven failed to appear and eight were re-arrested.

California Proposition 47 has had an impact on this program. The proposition changed offenses from felonies to misdemeanors and thereby increasing the number of citations at time of booking. The impact has been a decrease in the number of interviews and participants that would have gone into the program.

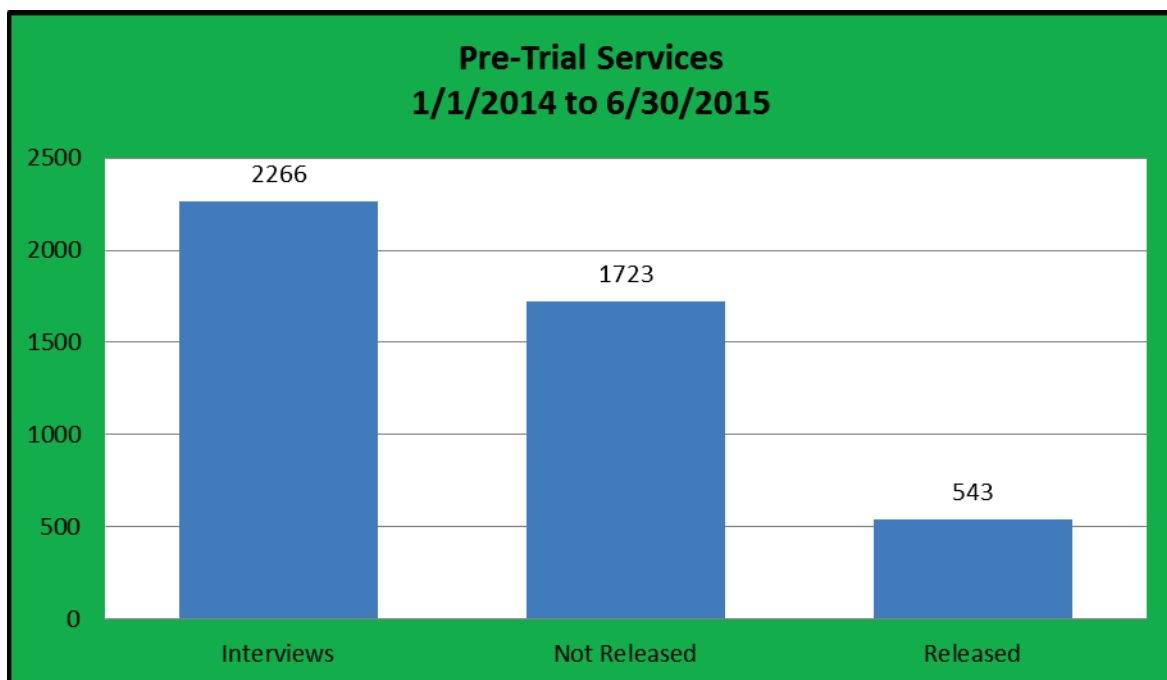


Figure 12

# Needs Assessment

## Length of Stay

Average Length of Stay was calculated based on the instructions in the Jail Profile Survey Workbook 2012.

The Figure below makes clear the pragmatic approach of the Mendocino criminal justice system has tempered the impact of AB 109 when it comes to the length of time a person stays in custody. The average County prison sentence is three years. The longest commitment is eleven years. We anticipate the LOS will increase, as the sentenced population increases and the pre-sentenced population decreases.

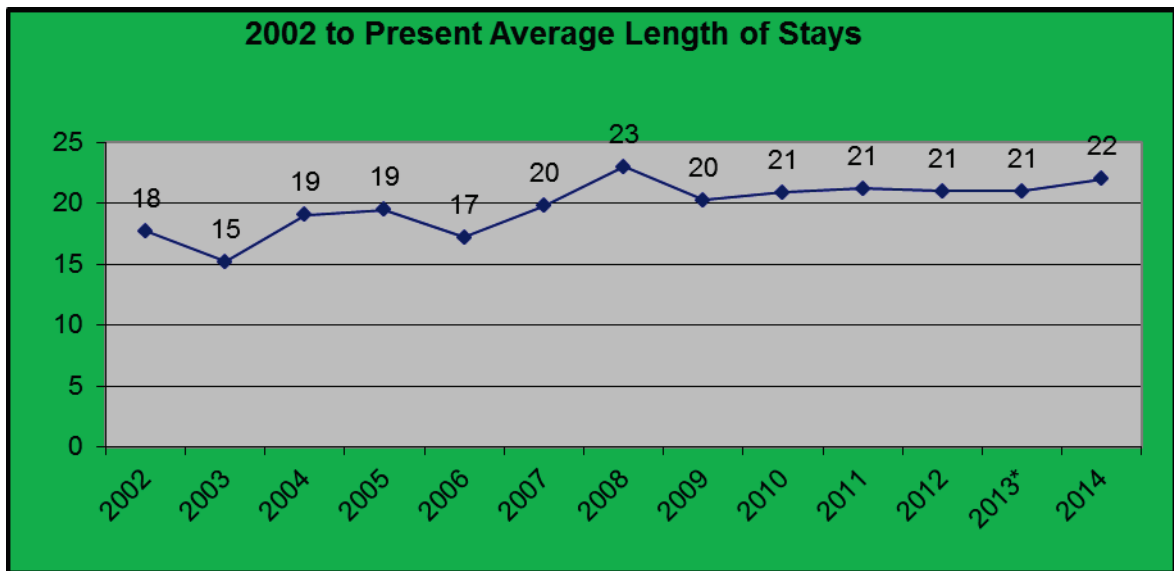


Figure 13

Below is a comparison of Mendocino County and the statewide averages found on the BSCC website.

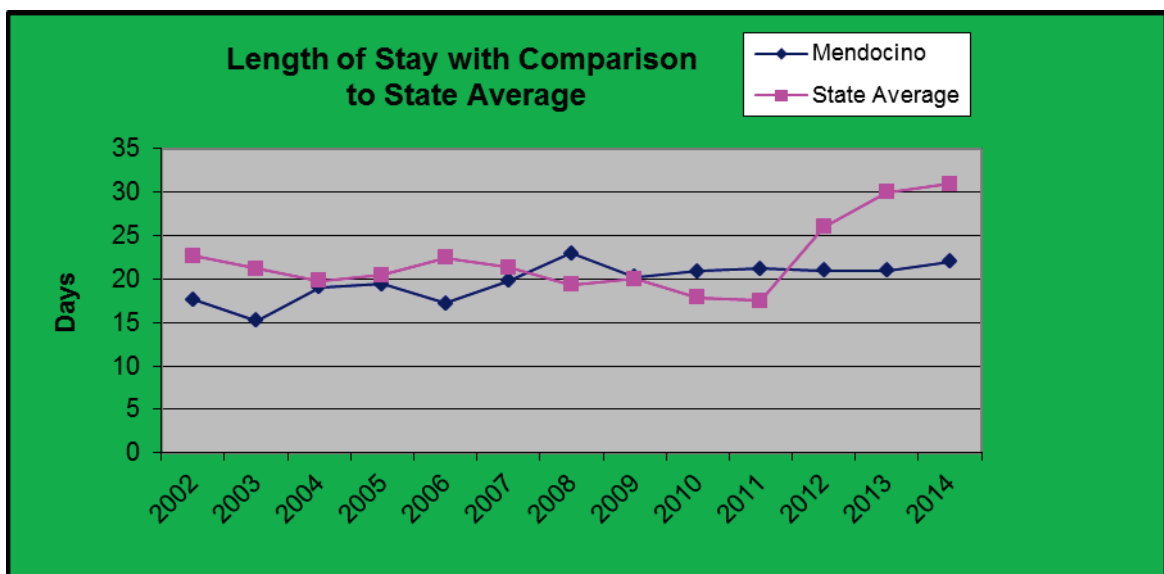


Figure 14

# Needs Assessment

## Classification System

Inmate classification is a continuous process of assessing inmates in order to house them in the least restrictive security level possible, while maintaining a secure and safe environment for staff, inmates, and the community. We use positive reinforcement to encourage the inmates to control their behavior and attain the least restrictive security levels.

The classification plan is a systematic objective assessment of risk and needs. Decisions are supported by as much data as can be reasonably collected pertaining to risks and needs. Data are collected from a variety of sources such as; the booking documents, the arresting or transporting officer's observation, criminal history, institutional history files, institutional alerts, inmate's self-reporting information, staff interviews, staff observations, and outside resources, such as; CDC-R or other County jails.

The security levels are as follows: Maximum Level 3 being the highest.

Minimum Security, Medium Security, Maximum Security Level One, Maximum Security Level Two, Maximum Security Level Three, Protective Custody Minimum Security, Protective Custody Medium Security, Minimum Security Inmate Worker, Civil Commitment, and Pre-Housing.

### Current Number of Bed Types

Single	41
Double	38
Triple	102
Dorm Style	120
Total Beds	301

Table 6

### Classification Trends since 2010

It was recommended in our 2006 Needs Assessment that we look at additional changes to our classification policy, specifically not separating judicial status. That change was made and resulted in changes to where we house and program certain inmates. Figure 15 shows the reorganization of the numbers in each category since changes made to classification since 2010.

Of concern is the number of inmates that fall in maximum-security category. Over the last few years, there has been an average of seventy-five maximum-security inmates. As much as we try to reduce this number through behavior incentives, we still have a large number of inmates that are a high risk to the staff and other inmates or are at high risk from the inmate population.

The inmates that fall into the AB109 category are staying longer are having a very difficult time assimilating into the normalcy of County Jail. They push the "prison way" onto the other inmates which has resulted in an increase in violence, contraband, grievances, and writs.



# Needs Assessment

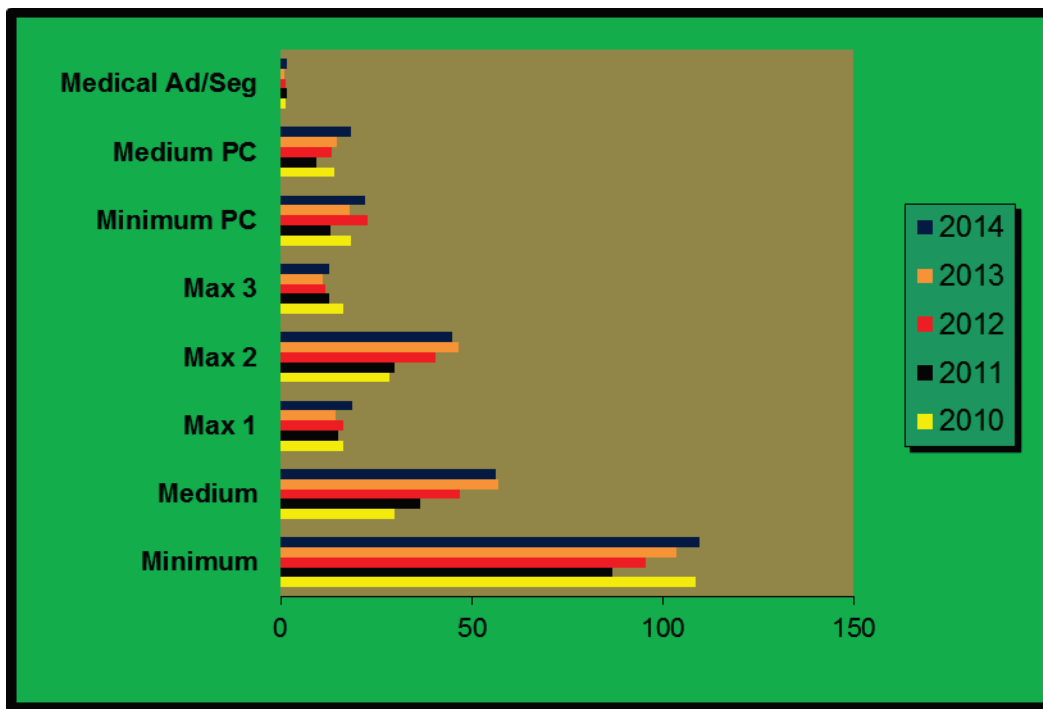


Figure 15

## Level of Violence in the Jail

Figure 16 shows the number of violent incidents and those involved in the violence. Between 2005 and 2014 staff assaults increased 143 percent and inmate on inmate violence decreased by 3.75 percent. In year 2010/11, the level of violence found a bottom, which is a direct result of having an ADP of 210 inmates. The timeline starting in 2011 shows a direct relationship to the increase in violence and the lead up to and roll out of implementation of AB 109.

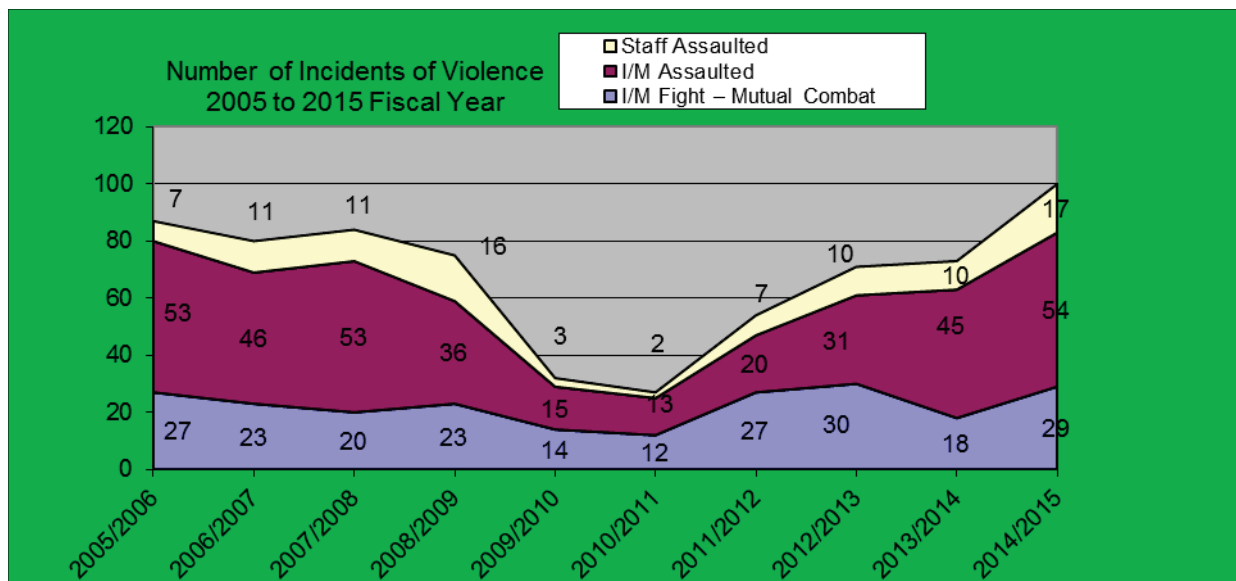


Figure 16

# Needs Assessment

## Use of Unrated Beds

This information suggests that functional capacity, when there are no temporary beds, is achieved when the average daily population is at 210. In our case, functional capacity is due to poor design (i.e., layout not having the correct bed types to meet the demand from the classification of inmates).

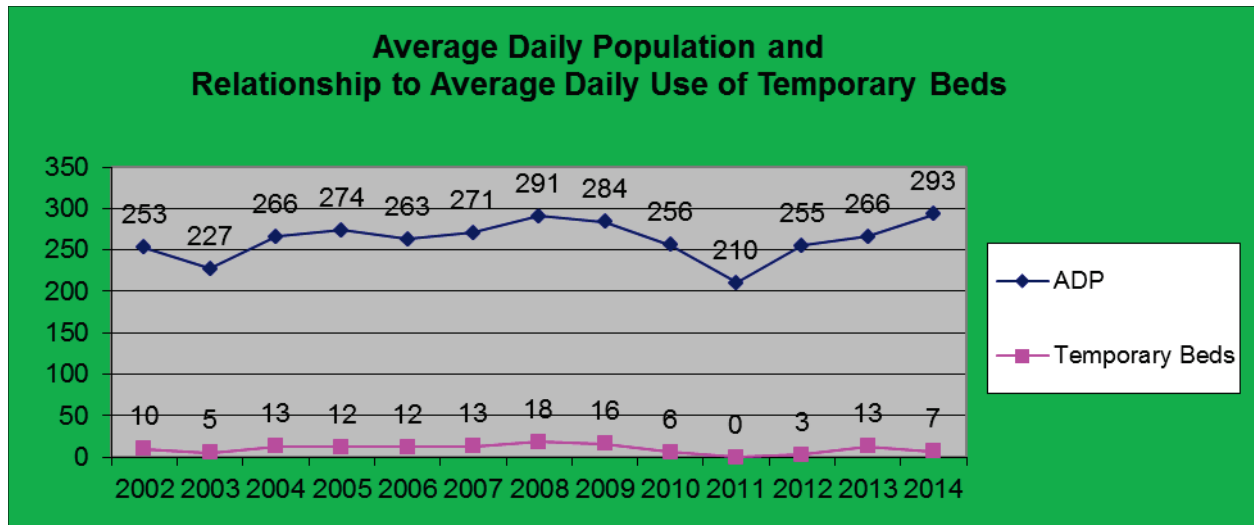


Figure 17

## Female Inmate Housing Issues

There is a need for additional separate housing for female inmates. There are currently only two housing units for female inmates. This provides very little flexibility in order to properly housing female inmates held on various degrees of serious offenses and institutional sophistication. The only way to segregate female offenders with various criminal backgrounds and sophistication levels is to segregate the more criminally sophisticated inmates in the same housing unit with other inmates.

This practice is problematic for a couple of reasons. One is that it places inmates that are more dangerous in the same housing unit with less violent offenders. Secondly, it unduly restricts the general population inmates in the same housing unit to more restrictive living arrangements and, forces them to be housed on temporary beds to accommodate those that are isolated in a two-bed cell. Both of these situations pose a potential liability issue.

# Needs Assessment

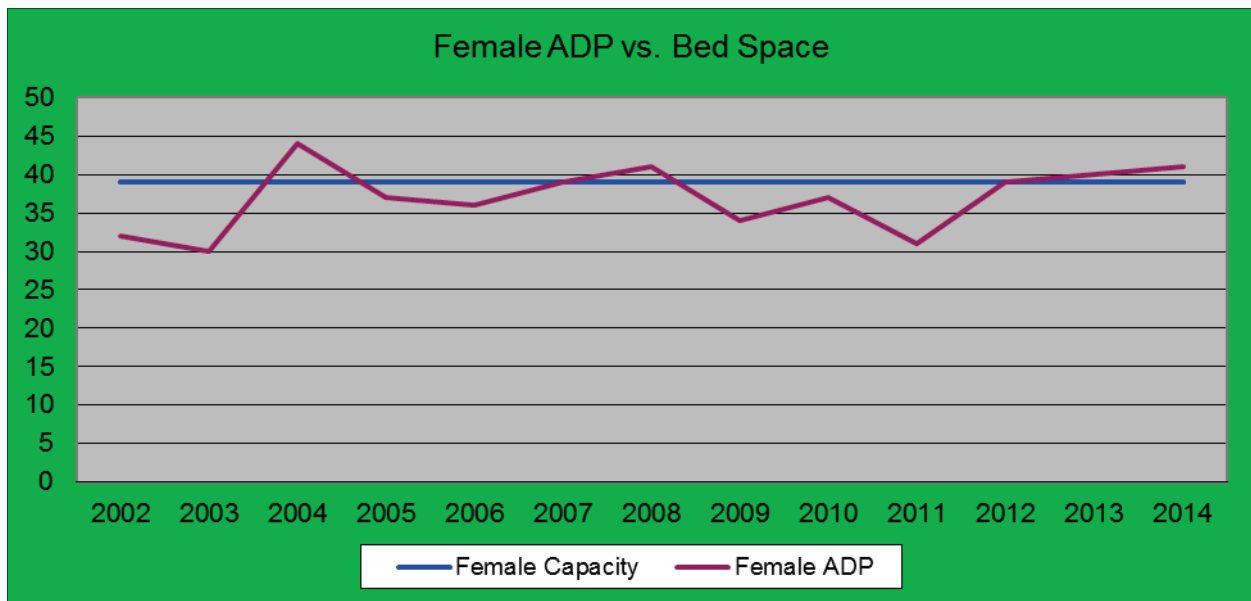


Figure 18

The above Figure illustrates that the female population is consistently near or above capacity. Percentage of capacity ranges from a low of 77 percent to a high of 113 percent. The need for additional bed space, especially for female inmates, is exacerbated when an inmate needs to be isolated in a double cell.

Ideally, there should be three separate classifications for the female inmate population i.e. maximum, medium, and minimum security. **The critical component that is missing is a maximum-security housing unit for females.**

## Male Inmate Housing Issues

Our Wing 4 contains several diverse classifications of inmates. We have those with a Maximum 3, Maximum 2, Medium Protective Custody, and Disciplinary Lockdown classifications. A major potential problem is the danger of inadvertently allowing these inmates with very different classifications housed in the same unit to have contact with each other that often results in an attack. This has occurred on five occasions.

The practice of housing inmates with these different classifications in the same housing unit exposes the County to potential liability. **Again, the critical component missing is a centralized maximum-security housing unit.**

# Needs Assessment

## Mentally Ill Population

Year	2008	2009	2010	2011	2012	2013	2014
ADP	291	284	256	210	255	266	293
Percentage of Inmates on Psychiatric Meds	21%	27%	25%	24%	24%	15%	15%
Avg # of Inmates on Psychiatric Meds	61	77	64	50	61	40	44

Table 7

This is our most difficult population to manage. The Sheriff's Office, our justice partners, and the Mental Health Department have taken this problem head on. We have implemented diversion programs that have helped reduce this population by 38 percent over the last seven years.

In March of 2013, the justice partners collaborated in starting a Mental Health Court. The Court was started as a result of significant incidents that occur in our County and a humanitarian need in the jail facility. It has been very successful in diverting people from jail and managing them in the community.

In April of 2014, A local psychologist contracted with the Mental Health Department to perform competency training at the jail for those misdemeanor inmates were deemed incompetent to stand trial. So far, this has been very successful in helping the inmates understand the system and reduce their length of stay.

In January of 2015, the Mental Health Department received a grant to do case management in the community in cooperation with the Sheriff's Office.

In March 2015, we applied for and received a grant from the Edward Byrne Memorial Justice Assistance Grant (JAG) Program. This has significantly bolstered the mental health court, partnerships with the jail and partnerships with Community Based organizations. This solidified the system of care from the jail to the community. We now have a case manager in the jail to ensure a seamless transition from the jail to the community and lines of communication to the Court. The grant, most importantly, created constant lines of communication between providers.

However, even with these very important programs there is still a serious need to be able to centralize the housing for the mentally ill and have real program space. In our current situation, the inmates are spread throughout the jail and do not have concentrated care and supervision. This is very time consuming for correctional and mental health staff.

## Inmate Services and Programs

The philosophy of the Sheriff's Office is that services and programs provided to the inmates have a direct benefit not only to them but also to the facility environment, correctional staff, and the community. The programs provided fall into three categories: educational, religious and developmental. It is our goal to provide as many opportunities for people to learn how to stabilize their personal lives and obtain the basic prerequisites to find employment.

The following are the categories and list of programs provided:

- **Education**

The Ukiah Adult School provides teachers to prepare inmates to take the test in order receive their G.E.D.

Inmate Service has implemented an online course so inmates can receive a California Food Handler Certification.

A local bakery owner has provided training to inmates on how to prepare bread and other baked goods.

The Horticultural Program provides education on growing fruits and vegetables, landscaping, and maintenance of gardens.

- **Religious**

The jail chaplain provides service to all faiths and helps the inmates find an additional mechanism to add stability to their lives enabling them to overcome their self-made obstacles.

- **Developmental**

Men's Grief – is a program for male inmates. Taught in a safe environment to process of loss and recognize the role of manifestation of unhealthy behavioral and thinking responses. An emphasis is placed on responses resulting in substance abuse and criminal lifestyles. The facilitator leads the group in collectively exploring alternative reactions to loss and corrective actions and reactions.

Prescription for Success – In this program, participant level of substance abuse risk and use is initially assessed through a one-on-one interview by the Certified Alcohol Drug Counselor using the ASAM assessment tool. Using motivational interviewing and journaling, the facilitator utilizes substance abuse education and treatment modalities in a group setting to elicit lifestyle changes. It has a heavy emphasis on cognitive behavioral change techniques. The program is designed to include re-entry assistance. Minimum length of stay: 60 days

# **Needs Assessment**

Clean – Is a faith-based substance abuse education program. The program is based on the use of workbooks and group process. It is facilitated by a representative of our local religious community.

Anger Management and Men's Alternatives to Violence – Is a once a week program that provides counseling and credit towards Court ordered anger management programming.

White Bison-Red Road to Wellbriety – Is a program that draws on the philosophies and practices of A.A. and N.A. In addition, it is a program of healing from alcoholism and addictions is culture specific to Native Americans.

Life Skills – is a program that addresses issues, such as; understanding addiction, substance abuse and recovery, success outside of jail, prevention of relapse, criminal thinking, the process of personal change, and anger management.

A.A. and N.A. – Alcoholics Anonymous and Narcotics Anonymous meetings are held weekly.

Jail to Jobs – This program links employer's needs and inmates' abilities. It provides inmates with employment.

Inmate Services is currently implementing the administration of the Offender Reintegration Survey (ORS) at the time of program enrollment. With this information, recommendations can be provided to inmates regarding participation in available programs, including referrals to outside resources, and data will be gathered identifying additional programs that should be considered to reduce recidivism.

## **Obstacles in Providing Programs**

Restrictions do exist in trying to provide programs to inmates. The main obstacle is the design and layout of the facility and no programming space built into the housing units. An inordinate amount of staff time is taken up with inmate movement. When we fall below fixed post staffing levels, programs are cancelled.

The security level of inmates and lack of secure programming space is another hurdle. Minimum and medium security inmates, regardless of judicial status, can be taken to the Inmate Service Building. This gives them significantly more access to programming. As you can see below, all other levels have significantly less ability to attend a program, especially maximum-security that have little to no programming.

# Needs Assessment

Security Levels	Min Pre and Post Sent	2014 ADP	Min Worker	2014 ADP	Med Pre and Post Sent	2014 ADP	Max-1 Pre and Post Sent	2014 ADP	Max-2 Pre and Post Sent	2014 ADP	Max-3 Pre and Post Sent	2014 ADP	PC Min Pre and Post Sent	2014 ADP	PC Med Pre and Post Sent	2014 ADP
<b>Programs:</b>																
<b>Education</b>																
Adult School GED	X	10														
Food Handler Certification			X	4												
Bakery			X	2												
Horticultural			X	4												
<b>Religious</b>																
All Forms	X	9	X	5	X	7	X	7	UR		UR		X	3	X	4
<b>Developmental</b>																
Men's Alternative to Violence	X	8			X	6	X	5					X	3		
White Bison	X	10			X	6										
Life Skills			X	10												
NA/AA	X	10			X	7	X	5					X	3		
Prescription for Success	X	5			X	5										
Clean	X	4														

Table 8

\*UR means upon request

## Historical Non-Compliance with Standards

The following is a summary of Title 24 non-compliance issues dating back to 2002. They are consistent with and supportive of the Key Findings section of this Needs Assessment. The complete inspection letters are attached.

- 2012-2014 – We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8 Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells.

Each of the non-compliance instances was due to crowding and the use of temporary beds.

- 2010-2012 – We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8 Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells.

# **Needs Assessment**

Each of the non-compliance instances was due to crowding and the use of temporary beds.

- 2008-2010 - We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8 Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells.

Each of non-compliance instances was due to crowding and the use of temporary beds.

We were also non-compliant on, Title 24, Section 13-102(c) 6, Heating and Cooling. Our HVAC units are aged and are maintenance intensive.

A special note was on page 2 was made about the plumbing issues mentioned earlier. The note mentioned malfunctioning showers, leaking pipes etc...

- 2006-2008 - We were found non-compliant of Title 24, 470A 2.8 Dormitories; Title 24, 470A, 3.5 Beds; Title 24, 470A, 2.9 Dayrooms; Title 24, Section 2.8 Single Occupancy Cells; and Title 24, Section 8227 Multiple Occupancy Cells.

Each of the non-compliance instances was due to crowding and the use of temporary beds.

- 2004-2006 – No non-compliance issue noted with Title 24.
- 2002-2004 - Title 24, Section 8227 Multiple Occupancy Cells. These non-compliance issues were due to crowding and temporary beds.

## **Key Findings**

The following findings are serious and need to be addressed:

1. The mentally ill inmates on psychotropic medications over the last seven years make up 22 percent of the population. They are being housed in many locations within the facility; it makes it difficult for mental health staff to treat them in a comprehensive and focused manner. Because of competing programs (showers, visiting etc.), it is very difficult for staff to ensure all legal requirements are completed.
2. The increases in age groups 60 to 70 plus from 2002 to 2014 are of real concern. The following are the percentage change within this category; Males: +139% for 60-64; +113% for 65-70; and 130% for 70+ and Females: +475% for 60-64; +1200% for 65-70; and 300% for 70. The older population presents a likelihood of serious medical problems and requires ADA single cell space and constant medical attention. The prevalence of Alzheimer's and dementia in this population add a significant burden to both medical and correctional staff. This presents a real need to add ADA beds and single cells.
3. The jail facility is maintenance intensive. Walls have holes from rust, walls and ceilings leak during the winter months; chronic heating and air conditioning problems as well as



# Needs Assessment

plumbing leaks and circulatory problems.

4. Past planning provided inefficient and ineffective housing unit types. We utilize the “pigeon-hole” method (inmates are placed in wherever there is an empty cell) for the mentally ill and maximum-security inmates. The correct type housing units were not built.
5. We have chronic crowded conditions in the Women's Jail because this portion of the jail capacity was not built large enough and lacks enough maximum-security cells.
6. [REDACTED]  
[REDACTED]  
[REDACTED]
7. There is a lack of centralization of maximum-security single cells. Currently, there are 41 cells spread through nine housing units. Because the cells do not match up with the actual number of inmates requiring a single cell, it causes the use of double cells in those specific units and then displaces those inmates who have to be housed on temporary bunks.
8. The lack of inmate program space combined with other competing program requirements severely impede access to Inmate Programs, such as; religious, substance abuse, and educational impact all levels of classification but particularly for maximum-security inmates.
9. Attorney-client visits are extremely difficult because of a lack of visiting space for confidential visits. On occasion, the attorney leaves without seeing their client. The local BAR and Public Defender has complained about the current conditions.
10. Use of non-rated temporary beds to mitigate crowded conditions and avoid inmates sleeping directly on the floor has been commonplace. This on-going practice continues to be an unsafe environment for staff and inmates, and concern about possible litigation arising due to non-compliance with Title 24 Standards.
11. The number of violent incidents on staff has increased. Between 2005 and 2014 staff assaults increased 143 percent and inmate on inmate violence decreased by 3.75 percent. In year 2010/11, the level of violence found a bottom, which is a direct result of having an ADP of 210 inmates. The timeline also shows a direct relationship to the lead up to and implementation of AB 109.
12. The 13-year Annual Peak Average is 7.02 percent.
13. The Incarceration Rate is up 13.769 percent over the last thirteen years.
14. The Crime Rate has decreased by 11 percent.
15. The Length of Stay has increased since the inception of AB 109 by 31 percent.
16. The average daily use of temporary beds is 10.

# **Needs Assessment**

17. Over the last thirteen years, the female population has increased 25 percent.
18. The current total average daily population (including alternative custody) is 331.

## **Immediate Needs and Needs by 2019**

Taking into account the Peak Average, Incarceration Rate, Length of Stay, an increase of 25 percent female inmates, and an average use of 10 temporary beds daily: the immediate need is to add 21 beds for a capacity of 322. By 2019, our bed capacity would need to be 344.

## **How to Address Findings and Needs**

The effort to obtain SB863 funds is the vital first step. If the request for proposal is successful, it will correct all findings except for the third finding. That finding will require the existing buildings to have their plumbing retrofitted, walls and ceiling to be painted with epoxy based paint, and roof systems to be refurbished.

To correct the deficiencies in the Findings and Needs requires construction of an addition to the jail that includes:

1. Total of three maximum-security housing units for males and females for a total of 60 cells;
2. Program space for programs to include but not limited to: restoration of competency, educational, religious, and developmental;
3. A medical treatment room;
4. Visiting space for attorneys;
5. Video visiting for family;
6. An interview room for classification and investigative purposes.
7. Add a ADA medical cell to each new housing unit.

The plan to correct our visiting access problem is to construct a visiting center with the capability of contact for professional visits, non-contact and video visitation for families. The increase in beds will require additional dry and frozen storage space for the kitchen. Laundry operations will require an additional washer, dryer, and storage space.

## **How does this plan address the needs of the findings?**

- Finding number one is resolved much like number two. By centrally locating the severely mentally ill and providing program and medical space adjacent to the housing unit, it eliminates the hurdles of providing them care and programming.
- Finding number two will be addressed by a new building and ADA equipped single cells in the housing units.

# Needs Assessment

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- Finding number three will be addressed in the County's 2013 to 2017 Capital Improvement Plan.
- Finding number four will be resolved by centrally locating all severely mentally ill inmates that require being segregated.
- Finding number five would be resolved by relocating maximum-security inmates to the new housing unit and creating housing space for three distinct classifications of female inmates.
- [REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]
- Finding number seven is addressed by adding 60 maximum-security beds. This will meet the needs of the number of inmates classified as maximum and eliminate the use of temporary beds.
- Finding number eight is corrected by building in program space for the new housing unit. It also repurposes two existing rooms for programs in Building I, to serve the needs of inmates assigned to security levels medium to maximum level one.
- Finding number nine would be corrected by building the visitors center. By having ten contact rooms, it will more than serve the needs of the Public Defender and local BAR.
- Finding number ten is eliminated by the addition of 60 maximum-security beds. A need will no longer exist for temporary beds.
- Finding number eleven is greatly reduced by adding appropriate types of maximum-security beds. Having the correct types of beds makes a correctional facility much safer.

## Location of Project

The location of the proposed new housing unit and visitor's center will be on the existing Mendocino County Sheriff's Office site. The blue line depicts the location between our facility housing unit's number 1 and 2.



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