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Nevada County Major Corrections Needs Assessment

AUGUST 31, 1987

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Executive Summary

I. EXECUTIVE SUMMARY

Nevada County conducted a Major Jail Needs Assessment conforming to the regulations and requirements of the California Board of Corrections. The Advisory Committee and its sub-committees on mental health, the public inebriate, and alternatives to incarceration met regularly and followed the process outlined by its consultant, as follows:

1. Goals and objectives were established.

2. Consultants conducted evaluations of the Main Jail as well as a profile, classification and tracking study of the inmate population and flow.

3. Consultants presented options for reducing overcrowding as well as for facility expansion.

4. The Advisory Committee, with input from sub-committies on alternatives, the mentally ill, and the public inebriate, chose to reduce projected demand by implementing new and expanded alternatives to custody.

5. The Advisory Committee decided to seek funds to build a 100-200 bed Main Jail around an expandable core. The projected footage is approximately 58,201 gross square feet, and the estimated cost is $7,801,438. Since recommendations were made during the 1983 Needs Assessment, Nevada has carefully managed its jail population and alternatives, reducing projected future bed space demands. The County plans to continue this careful jail and alternatives management while planning for future bed needs by providing the County with an up-to-date and effective corrections system through the construction of a new and potentially expandable Main Jail.

Goals and Objectives

II. COUNTY CORRECTIONAL GOALS AND OBJECTIVES

In order to develop a coordinated corrections system and adhere to Board of Corrections guidelines, Nevada County has developed a goals and objectives statement.

Nevada County's emphasis is on the provision of a fair and efficient system, which includes police, courts, probation, alternatives to custody and detention facilities. The overall goal of Nevada County's criminal justice system is protection of the community and administration of a just and equitable legal process. The County considers its detention system and custody resources as scarce resources. It is thus committed to a system of corrections with population management via programs and alternatives to custody, consistent with community security.

Specifically, the County seeks to provide:

A. Appropriate facilities and programs, which address diverse categories of offenders through existing diversion programs and exploration of other alternatives consistent with the protection of the community;

B. Secure and humane detention facilities, which will:

- o be flexible towards meeting present and future population needs,
- o adhere to minimum State and Federal standards; e.g., California Minimum Standards for Local Detention Facilities and LEAA guidelines,
- o provide adequate safety measures to protect prisoners and jail staff,
- o permit constitutional legal administration of jail programs (e.g., compliance with P.C. 4001 (separation), P.C. 1053 (Administrative Segregation), and P.C. 4029 (equal programs for male and female offenders);

C. Programs and procedures consistent with public safety and legal standards.

Overview

III. OVERVIEW OF HISTORY AND CURRENT CORRECTIONS SYSTEM

The Nevada County Main Jail at Nevada City currently serves all police agencies in the County and also offers the only available beds for Sierra County. In addition, the County operates a substation at Truckee (BOC capacity 6), and a minimum security Detention Center in a remodeled space at the old HEW site on the outskirts of nevada City (BOC capacity 48).

The following time-line shows the historic path of development of corrections in Nevada County.

1851 - County established

1880 - Old Courthouse built to house approximately 15 prisoners; public hangings took place in the courtyard.

1937 - Courthouse remodeled through WPA.

1965 - Jail Annex at Nevada City and Truckee substation built through lease purchase funding.

1975 - County begins to house Sierra County prisoners.

1981 - BOC notifies County its jail has "now joined the ranks of those California jails that are overcrowded..." and is in violation of state law.

1982 - Jail Task Force formed to solve jail problems.

- County contracts for installation of smoke detection system at a cost of $40,000.

- Sheriff Wayne Brown requests technical assistance from NIC in planning new local detention facility.

- Continued overcrowding resulting from new drunk driving laws.

1983 - Smoke detection system installation completed.

- Guidelines for Alternative Sentencing adopted.

- Community Service Work-In-Lieu of Incarceration.

- Inmates file various petitions for writs of Habeas Corpus, seeking improvement of "unbearable" jail conditions. County responds:

  1. Court orders temporary reduction of inmates sentenced less than five days, to alleviate overcrowding.

  2. Skylight covers are removed and fans provided in each cellblock to improve ventilation and reduce high temperatures.

  3. Soft drinks/water provided in cells.

  4. Recreation facility planned.

1985 - NEW minimum security facility opens, with a BOC-rated capacity of 48.

1986 - Remodeling of Main Jail begins. The jail was expanded from a BOC rating of 57 to a rating of 63, and a legal, rooftop recreation area replaced a substandard area.

Currently, Sheriff's Department personnel identify several problem areas for both the Main Jail and the HEW facility. The Main Jail has experienced overcrowding, and problems with the unsentenced population due to holds and transfers which extend length of stay. In contrast, the minimum facility security has had trouble getting inmates. The residents of the community surrounding the facility made demands, prior to construction, concerning the type of inmates to be housed at the HEW facility. The strict criteriaemployed means that fewer inmates than is usual are classified as minimum security.

Inventory and Analysis

IV. INVENTORY AND ANALYSIS

A. Introduction

Sound corrections planning begins with an inventory of existing conditions. The inventory took stock of current inmates in a profile study that sampled the inmate population. File and survey data were used to re-classify inmates from a perspective of an optimum classification system. Regionalization issues were explored and future populations were projected. All facility resources were evaluated, including existing buildings and all potential buildings and sites. The processing of inmates was evaluated for efficiency, and program alternatives to custody were assessed for current and potential impact on bed space demand.

This complete assessment of the current corrections system leads to analysis of need for additional or enlarged programs and facilities and shows the kind of programs and levels of custody and housing required. Through the use of this data, planning and policy options were developed and assessed.

B. Inmate Profile

The inmate profile describes criminal and socio-demographic characteristics of the jail population at one specific point in time. Current booking files and past jail records were used to gather data on inmates' current charges, personal characteristics, and past criminal history.

Profile information was collected for the Main Jail, Truckee and the Detention Center of February 13, 1987. All males and females incarcerated on that day were profiled. Number of inmates profiled by facility is as follows: Main Jail - 69*; Detention Center - 28; Truckee - 3. There were 100 males in the profile and seven females. Because there are so few female inmates and they represent distinct housing issues, profile findings for them will be presented separately from the male inmates.

Also included in this section are profiles of the severely mentally disordered and public inebriates. The profile of the mentally disordered was drawn from the February sample. Information on public inebriates emerged from a separate sample taken in March, 1987.

Socio-Demographic Characteristics: Male Population

Ethnic background:	White	96 %
	Black	3
	Asian American	1
		100 %

* Total includes 4 inmates who were released prior to the count for the day.

Age: Nearly 50% were less than 30 years old. The mean age was 31.5 years.

Age	18-19	5 %
	20-24	20
	25-29	22
	30-34	16
	35-39	21
	40-44	7
	45-49	5
	50 +	4
		100 %

Residence: Prior to incarceration, 61.9% resided in Nevada County.

Nevada City	19 %
Grass Valley	23
Truckee	10
Other Nevada Co.	9
Placer Co.	5
Sierra Co.	4
Other Calif. Counties	10
Transient	5
Out of Calif.(mainly NV)	15
	100 %

Employment: A large number of inmates were unemployed at the time of arrest, 55%.

Unemployed	55 %
Seasonal/Part-time	11
Full-time	30
Retired	3
Student	1
	100 %

Arrest and Primary Charge

Arresting Agency: A large percentage of inmates were arrested by the Nevada County Sheriff's Office.

Agency

Nevada County Sheriff's Office	89 %
Grass Valley P.D.	2
Nevada City P.D.	2
Other	7
	100 %

Primary Charge: Over half (62%) of the population was charged with misdemeanors. The largest proportion of the total population, 29%, was arrested for alcohol-related automobile offenses. The next largest categories were for misdemeanor family violence, 9%, burglary and non-alcohol vehicle code violations, each with 8%.

Category: Felony

Murder/Rape	8 %
Other viol. v. civil	1
Viol. v. police	1
Sexual offense	1
Burglary	8
Weapons	1
Property	5
Drug Use	1
Drug Sale	5
Drunk Driving (fel)	2
Probation Violation	2
Arson	2
Misc.	1
Felony (subtotal)	38 %

Misdemeanors

Viol. v. civil.	1 %
Viol. v. police	1
Family viol.	1
Property	9
Nuisance	4
Prob. violation	4
Drug use	2
Auto alcohol	29
Other auto	8
Misc.	3
Misdemeanor (subtotal)	62 %
Total Offenses	100 %

Primary Charge by Age:

The 18-24 year olds comprise 25% of the profile. The majority of the crimes they were arrested for were misdemeanors (72%). Drunk driving represented the largest group with 28%. Other vehicle code violations equaled 16%. The next largest groups were for felony property crimes, including burglary (16%) and misdemeanor property crimes (16%).

The 25-30 age group, which comprises 22% of the profile, was arrested for more felony than misdemeanor crimes (59% and 41% respectively). This group was less likely than the 18-25 year olds to be arrested for an alcohol-related automobile violation (17%), however the category still represented a large proportion. Charges were spread out with no charge represented by more than 23%. Murder (23%) was the charge with the most representation. Interestingly, all those charged with murder were 25 years old. Vehicle code violations (non-alcohol) and drug sale were the next largest groups each representing 14%.

The 30-34 age group represents 16% of the total. This group was arrested for more misdemeanors (68%) than felony crimes (32%). The largest group of arrests was for drunk driving (31%). The other arrests were spread out among various charges with no charge representing more than 12%.

The 35-39 year olds represent 21% of the population. Arrests were equally divided between felony and misdemeanor charges. As with the 30-34 age group, charges were

scattered with the highest concentration of arrests for burglary and drunk driving, each receiving 14%.

The next age group, 40-44 year olds, comprised 7% of the total. Nearly all their arrests were for misdemeanors (85%). Over half of the arrests were for drunk driving (57%).

The 45-49 age group represents only 5% of the population. Most of this group's arrests were for misdemeanors (80%). As with the 40-44 year olds, over half of the group were arrested for drunk driving, 60%.

Those 50 years and older comprised 4% of the sample. The group was equally divided between misdemeanor and felony arrests. All the misdemeanor arrests were for drunk driving.

Adjudication Status

Unsentenced inmates comprised 41% of the profile. Their adjudication status was as follows:*

Actual	%	
9	22 %	awaiting Municipal Court arraignment
8	20 %	awaiting Municipal Court prelim. hearing
2	5 %	awaiting Municipal Court trial
7	17 %	awaiting Superior Court arraignment
6	15 %	awaiting Superior Court trial
3	7 %	awaiting Municipal Court sentencing
5	12 %	awaiting Superior Court sentencing
1	2 %	awaiting release to another agency
41	100 %	

* Percentages based on 41 unsentenced inmates.

Sentenced Population

The sentenced population which comprises 59% of the male profile population is predominately made up of misdemeanants (75%). The charge categories with the largest representations were alcohol-related auto violations (37%) and other vehicle code violations (10%).

Length of stay by primary charge for felonies reveals an average sentence of 259 days. All burglary sentences were for 365 days. Other property charges had an average

sentence of 22 days. Except for a 41 day sentence on a weapon charge, all other felony sentences were for at least four months.

Misdemeanor sentencing varied greatly. Drunk driving, which made up half of all misdemeanor charges had an average sentence of 125 days. However, drunk driving sentences ranged from 4 to 365 days. Sentences for property charges averaged 222 days and non-alcohol vehicle code violations averaged 17 days.

Unsentenced Population

The unsentenced population makes up 41% of the total male profile population. A higher percentage than the sentenced population have been arrested for felonies (56%). Nearly half of all felony charges were for murder and personal or sexually violent crimes (43% of felony charges). The next largest felony category was for burglary and property charges (21% of felony charges). Drunk driving and property offenses represented the largest offense categories for the unsentenced group as a whole, comprising 38% and 27% respectively.

Warrants and Holds

A little over half of the male inmate population (53%) had at least one warrant or hold.

	Actual #	% of 53	
Parole hold	2	4	%
State Agency	16	30	
Local	33	62	
Other County	2	4	
	53	98	% (not 100% due to rounding)

Bail

Bail amounts ranged from $500 to over a million. The highest bail amounts predictably were for felony offenses, mainly murder, rape, robbery and drug sale. Of those with recorded bail amounts, 38% were assigned a bail amount of over $5,000. 9% received a bail amount over $50,000.

Past Criminal History

The male profile population has a fairly large number of inmates with prior convictions. Those with at least one prior felony conviction account for 33%. Most of those with prior felony convictions had two to five prior convictions (73%).

Of those with prior felony convictions, most had either a prior felony property conviction (18%) or a prior burglary conviction (30%) as their most serious offense. Twelve percent had prior convictions for violent offenses, including murder/rape (3%), and violence toward family members and others. Another category with a fairly large representation was for drug sale with 21%.

Profile findings show that 61% had records of prior misdemeanor convictions. A little over half of this group had one (26%), two (18%), or three (11%) prior misdemeanor convictions. The range, however, was from one to over nine prior misdemeanor convictions, suggesting many repeat offenders. In fact, 20% had eight or more prior convictions.

Alcohol-related auto offenses and property offenses made up the largest groups for most serious prior misdemeanor offenses, 28% and 21% respectively. The next largest groups were for vehicle code violations (15%) and violence against the police (10%).

Warrants and Holds

A little over half of the male inmate population (53%) had at least one warrant or hold.

	Actual #	% of 53	
Parole hold	2	4	
State Agency	16	30	
Local	33	62	
Other County	2	4	
	53	98%	(not 100% due to rounding.

Thirty-nine percent of the profile population had a history of warrants and FTA's. Nearly half (41%) had a record of prior probation. Only 10% had a prison record.

Women

The Nevada County jail system had seven women incarcerated at the time of the profile, four at the Main Jail and three at the Detention Center. Information drawn from such a small number can produce only broad generalizations regarding the "typical" women inmate. The following data express the most pertinent of such generalizations.

The average age of the women was 35.6 years. The range was from 19 to 58 years. Six of the seven women were white, one was Mexican American. Five of the seven women were unemployed.

All of the women were sentenced. Three of the women were convicted of felony crimes. These were for property charges, drug use, and drug sale. Three of the misdemeanants were convicted of property crimes. The other misdemeanant was charged with violation of probation. The average sentence for those with felony charges was 161 days. The average for misdemeanants was 70 days.

Four of the women had outstanding or past holds or warrants. All but two had prior misdemeanor or felony convictions. The average age at first conviction was 26 years.

The Severely Mentally Disordered

Due to BOC interest in addressing the needs of the mentally disordered detainee, particular attention was paid during the inmate profile process to documenting mental health related problems. Consultants noted seven cases of possible mental health related problems out of the total of 107 male and female inmates profiled. Six of the seven could be considered as possibly being severely mentally disordered. The seventh inmate did not exhibit severe mental health related problems but had prior mental health problems and had been referred to the County Mental Health Department for minor problems.

The following is a socio-demographic breakdown of the six possible severely mentally ill inmates.

Age: Average age - 26.8 Range - 20-37
Sex: All males
Race: All white
Residence: 2 Nevada County, 4 Other California
Employment: 5 unemployed, 1 employed

Generally, the above data shows a young white male group. The majority of the group are not Nevada County residents. All but one are unemployed.

A review of their criminal background and adjudication status shows that all six are unsentenced, and four of the six were arrested for felony offenses (arson, burglary, murder, and sex related). The two misdemeanor arrests were for a violation of probation and a petty theft charge. Only one in the group had a record of prior convictions (felony drug sale).

Reviewing specific mental health problems revealed that two of the six were suicide prone. One person had been evaluated at Vacaville and one had been sent to the Mental Health Department in Auburn until he had stabilized and was able to return to the jail. All seven were under observation at the time of the profile. Of this group of possibly severely mentally ill persons five could be considered nuisance types and the other one could be considered a violent type.

Public Inebriates

Because the profile only included one public inebriate, a separate sample was taken of all public inebriates (647f's) who were booked into the jail during a week March 15 through March 31, 1987.* The sample was made up of fifteen men and one woman. The following shows socio-demographic and corrections information for the sample.

* Those booked on a 647f charge in addition to one or more other charges were not included.

Age:	Average age	33, range of 21 to 54
Race:	Native American	1
	White	15
Residence:	Grass Valley	7 or 44%
	Nevada City	3 or 19%
	Other Nevada Co.	2 or 12%
	Out of County	4 or 25%
Employment:	Employed -	11 or 69%
	Unemployed -	5 or 31%

Arresting Agency:

Nevada Co. Sheriff's Office	4 or 25%
Nevada City P.D.	5 or 31%
Grass Valley P.D.	6 or 38%
CHP	1 or 6%

Prior Convictions:

No Priors	7 or 44%
At least one prior	9 or 56%

All but two of those arrested were released on PC 849(b) within an average of five hours. One person was released on time served after 22 hours and another person was released through OR after five hours. This release information corresponds well with findings from the tracking analysis. The analysis showed that the most common form of release for 647fs is 849(b) and that the ALS is low (6 hours in the tracking study and 5 hours in this sample).

Juveniles and Developmentally Disabled

It is the policy of Nevada County not to house juveniles in its jails. If a juvenile is mistakenly brought into a jail facility, the juvenile is to be segregated from all other inmates at all times and removed immediately by the arresting officer.

There have been no arrests of developmentally disabled persons in several years. Non-retarded developmentally disabled (i.e., epileptics) who may require medical attention or monitoring are screened and if required by their medical condition, are put in medical isolation where their specific needs can be better addressed. Other developmentally disabled arrestees are screened as to the severity of their disability, charge and other pertinent factors. If arrested on a misdemeanor charge, the ususal procedure is to contact a judge to obtain release from jail and alternative treatment. For more serious charges, judges are contacted and arrangements for alternative custody are made. Generally, such persons are placed in holding cells for their own protection.

C. Classification

Classification is an objective, validated system of placing prisoners in appropriate custody settings. An effective classification system assists jail administrators in making rational decisions about housing and program needs. Through state, national, and local research efforts, classification methods have been shown to be extremely vital and effective techniques for both jail administration and planning purposes.

Currently, many correctional facilities suffer from overcrowding and overclassification. Overcrowding can inhibit efficient custody assignments by reducing housing and management options. Inmates should be assigned to the least restrictive security level requisite for protecting the community, jail staff, and other inmates, since overclassifying into higher security levels is far more expensive.

Classification decisions should rely on the actual past relevant behavior of the inmate, since the severity, recency, and frequency of past action is the best indicator of future similar behavior. Other social background variables have also been correlated with institutional adjustments, and hence should be considered. No classification device, however, can correctly classify all inmates; staff decisions will be needed in some cases.

The classification instrument outlined below provides accurate and useful planning information, and also helps to identify solutions to overcrowding and overclassification problems faced by many local institutions. This instrument was developed by the National Institute of Corrections (NIC) for use in prisons, and has been modified by the consultant for use in California county detention facilities. Basically, the modifications consist of lowering the point scale of each classification level to make the overall scale more conservative and adding areas for past warrants/FTAs, family ties and residence. A copy of the instrument's scoring sheet is included in the Appendix.

Classification is accomplished through the evaluation of each prisoner in terms of past behavior and current offense, using an objective point system which results in a classification score. This score determines one's housing needs in terms of custody and security concerns. The method uses a two part scoring system. The first part weighs past behavior in terms of institutional violence, severity of current offense, prior assaultive history, and escape history. Each variable is scored according to a scale of

points developed by testing thousands of cases. Information about past history is generally available from the prisoners' institutional records. The information is transferred to a classification scoring sheet, and the score for Part One is calculated. An individual who scores over six points on Part One receives a maximum security rating automatically.

Part Two of the instrument evaluates other aspects of inmate's background; mental health and substance abuse history, current detainer, past FTAs, the number of prior felony convictions, and stability factors (age, family ties, residence, and employment). These scores are added to the Part One score for a total score that determines the appropriate custody classification. The stability factors are negative numbers which can reduce the total score.

Determining the cut-off points for each custody level is generally a local decision. A county may choose four levels of custody: Low Minimum/Community Custody (level I), Minimum (level II), Medium (level III), and Maximum (level IV). Other alternatives are to combine levels I and II for Minimum Security, or to combine levels II and III for Medium Security. The following point totals determine the custody level:

Score	Custody Level
0 or less	I. Low minimum/community custody
1-2	II. Minimum
3-5	III. Medium
6 or above	IV. Maximum

Level I inmates have been convicted or charged with minor, non-assaultive crimes with little or no history of incarceration or substance abuse. Their custody records show no attitude or behavior problems (e.g., assaults or escapes) and they exhibit a high level of stability. These prisoners are most likely candidates for community placement and work furlough.

Level II inmates have been convicted of relatively minor crimes, (such as non-violent property offenses), and have no violent history or past escapes. They are less likely to have positive stability factors than Level I inmates, and may have one prior felony conviction. Individuals in this group are probably amenable to program participation and supervised activities. They would be most suitably housed in a somewhat structured minimum setting.

Level III inmates have been convicted of or charged with moderate offenses (such as possession of a weapon or drugs over $5,000), but generally do not have an assaultive or violent history. This group may have some history of incarceration, and repeat offenses, and substance abuse. As medium security inmates, they require supervision and some physical plant constraints, although programs should be generally available in medium settings.

Level IV inmates are those requiring a maximum level of supervision and restraints. Individuals in this group have been convicted or charged with serious offenses (such as murder, sexual assault, or armed robbery), and may have a history of assaultive behavior, escapes, and/or substance abuse. Although the most serious custody level, this group is generally the smallest.

There are diverse score combinations that result in an inmate qualifying for a certain custody level. By looking at the Inmate Classification Coding Sheet in the Appendix, one can review the scoring criteria and imagine various combinations of variables for classification assignment.

Using detailed record file data, 100 male inmates and 7 female inmates, approximately 100% of the total male and female population on 2/13/87 were processed through this classification instrument. The results are set forth in the following tables.

TABLE 1

Classification (Male) - Four Levels

	Unsentenced		Sentenced		Total
	%	# of total	%	# of total	#
Level I Low minimum	24%	9	37%	23	32
Level II Minimum	13%	5	26%	16	21
Level III Medium	18%	7	19%	12	19
Level IV Maximum	45%	17	18%	11	28
		N=38		N=25	N=100

TABLE 2

Classification - Main Jail (Male) - Four Levels

	Unsentenced	Sentenced	Total
Level I Low minimum	24.0%	22%	23%
Level II Minimum	30.5%	13%	21%
Level III Medium	12.0%	19%	16%
Level IV Maximum	33.5%	46%	40%
	N=33	N=37	N=70

Comparing classification for the total jail system with that of the Main Jail shows that the Main Jail accounts for all of the maximum security classification and over 60% of medium security. The Main Jail also accounts for half of those classified as low minimum and 71% of those classified as Level II minimum security. The fairly large amount of low minimum and minimum security inmates (of which 58% are sentenced) incarcerated in the Main Jail points to the potential ability of the system to move more inmates into the minimum security Detention Center.

TABLE 3

Classification - Main Jail (Female) - Four Levels

	Unsentenced	Sentenced	Total
Level I Low minimum	50%	20%	29%
Level II Minimum	50%	40%	43%
Level III Medium	0	20%	14%
Level IV Maximum	0%	20%	14%
	N=2	N=5	N=7

Two other interpretations of this data are possible, each using a three level custody designation. The following tables will depict the male sample only.

One interpretation would combine Level II and Level III into a medium category. The results are shown in Table 4.

TABLE 4

Classification - Three Levels A

	Unsentenced		Sentenced		% of Total
	%	% of total unsent.	%	% of total unsent.	
Level I Minimum	24%	9	37%	23	32
Level II Medium	31%	12	45%	28	40
Level III Maximum	45%	17	18%	11	28%
	100%		100%		100%

The second interpretation of the criteria involves the combination of custody Levels I and II into a minimum category.

TABLE 5

Classification - Three Levels B

	Unsentenced		Sentenced		Total
	% of unsent.	% of total	% of unsent.	% of total	
Level I Minimum	37%	14%	63%	39%	53%
Level II Medium	18%	7%	19%	12%	19%
Level III Maximum	45%	17%	18%	11%	28%
	100%		100%		100%

The decision point concerns the 21% classified as Level II in the initial classification results and its placement in the appropriate custody level. Between 32% and 53% of the total system population could rate a minimum custody level. Between 19% and 40% could rate a medium housing assignment.

The classification exercise suggests that a large portion of the inmate population (up to 58%) requires a minimum security classification. On the other hand, it also

shows a fairly high percentage (28%) of inmates requiring a maximum security classification. This suggests that future planning should provide adequate minimum security housing and programs while ensuring adequate bedspace for housing maximum security inmates.

D. Tracking Analysis

Consultants developed a tracking sample and analysis to evaluate the flow of both felony and misdemeanor offenders through Nevada County correction's system. The analysis of the tracking sample was used to identify those points in the offender flow where bedspace might be saved and to provide a basis for consideration of alternative custody arrangements for certain minimum security offenders.

Methodology

The tracking sample, on which an "elapsed time flow analysis" was performed, was composed of bookings taken from four separate weeks in calendar year 1986: February 2-8, April 20-26, July 13-19, and October 5-11. These weeks were selected after consultation with custody staff because they were deemed to be representative of typical booking activity and they did not encompass any holidays. A total of 274 cases were sampled in this way.

Data was collected on the date and time of booking and release, booked charges, release modes employed, and adjudication status (pre-trial, post-trial). The data was used to evaluate the flow of offenders through the system and to identify inefficiencies or delays in processing. The resulting data was coded and analyzed by computer.

Charge Breakdown

The charge breakdown of the current tracking sample is 20% felony arrests and 80% misdemeanor arrests, a proportion virtually identical to the tracking sample for the 1982 study.* As in the earlier study, arrests for alcohol-related offenses continue to dominate the sample: 37% of all arrests and 47% of all misdemeanor arrests. (These percentages, allowing for statistical error, represent no change from the earlier study.) There has, however, been a significant increase in the proportion of arrests for drunk driving: 32% of all misdemeanor arrests were for drunk driving, an increase of 14% since 1982.

When broken down by major offense categories, as shown in Table 6, most felony arrests were for property crimes

* "Nevada County Major Corrections Needs Assessment," Institute for Law and Policy Planning, 1982.

(38%), including burglary which accounted for 40% of all felony arrests for property crimes. The second largest category of felony arrests were for drug crimes, of which over three-fourths were for possession of drugs with intent to sell. Following arrests for alcohol-related offenses, the most common misdemeanor arrests were for vehicle code violations (16%). When combined, alcohol related offenses and vehicle code violations accounted for 63% of all the misdemeanor arrests and 50% of the entire sample.

Table 6

Sample Breakdown by Offense Category

Category	Felonies (N=55)		Misdemeanors (N=219)	
	% of all felony arrests	% of total sample	% of all misd. arrests	% of total sample
Violent Crimes	7%	1%	4%	3%
Property Crimes	38%	8%	10%	8%
Drug Crimes	24%	5%	7%	5%
Alcohol related offenses	-	-	47%	37%
Vehicle code violations	-	-	16%	13%

Release from Jail

Since 1982, Nevada County has implemented a greater variety of release mechanisms, resulting in a major reduction in overall average length of stay (ALS), 6.46 days compared to 14.03 days in earlier study. (The variety of release types now used can be seen in Table 7.) The ALS for both felony and misdemeanor arrests has been reduced by more than one half, from 22.88 days in 1982 to 11.07 days for felonies and from 11.63 days to 5.30 days for misdemeanors.

Table 7

Release Types by ALS and Charge

Release type	% of felony releases	ALS felony	% of misd. release (N=219)	ALS misd
Jail OR	16%	1.38	28%	1.05
Court OR	15%	4.28	7%	10.41
849(b)(2)	-	-	7%	.26
Book & release	-	-	2%	.01
Bail	27%	1.22	17%	.68
Time served	7%	6.32	21%	16.46
Transfer	24%	33.68	7%	6.09
Work release	-	-	<1%	2.92
Weekender	-	-	5%	.01
Charges dropped	4%	4.19	<1%	.17
Court discharge	7%	18.12	7%	3.37
Overall ALS		11.07		5.30

In contrast to 1982, when posting some form of bail was the most common pretrial release for both felony and misdemeanor arrests, bail is now the primary pretrial release mechanism only for persons arrested for felonies. For misdemeanor arrests, jail OR is now used most frequently to release persons with such arrests from jail. Table 7 also shows that jail OR was used to release 16% of all persons arrested for felonies, resulting in an ALS of only 1.38 days. Since jail OR was not used at all in 1982 for felony arrests, the significant reduction in ALS for felonies can be attributed to the broader use of jail OR.

Nevertheless, despite the implementation of a larger variety of releases and more frequent use of jail OR, there have been increases in the ALS for nearly all of the major forms of pretrial releases. Table 8, which compares the frequencies of use of the typical pretrial releases for 1982 and the current sample, shows that the ALS for persons with misdemeanor arrests who are released via jail OR has increased from .14 days to 1.05 days. The use of court OR has decreased, but when used to release persons arrested for misdemeanor, the ALS has increased from 3.27 days to 10.41 days. The ALS for persons arrested for felonies and released through court OR, however, has decreased by over half, from 9.39 days to 4.28 days.

Table 8

Comparison of 1983 Releases with Current Sample

Release type	1982				1987			
	% MISD rel.	MISD ALS	% fel. rel.	fel ALS	% MISD rel.	MISD ALS	% fel rel.	fel ALS
Sheriff s OR	18%	.14	-	-	28%	1.05	16%	1.38
Court OR	10%	3.27	29%	9.39	7%	10.41	15%	4.28
Bail	28%	.60	23%	.74	17%	.68	27%	1.22
849(b)(c)	8%	.24	-	-	7%	.26	-	-

In addition, the proportion of persons released pretrial has decreased since 1982. In the current sample, only 58% of all persons arrested for felonies and 61 % of all persons arrested for misdemeanors were released pretrial. These figures were 69% and 65%, respectively, in 1982. There is a difference of only a few hours in the overall pretrial ALS for persons in these charge categories: 2.03 days for felony arrests and 1.88 days for misdemeanor arrests.

Transfers

Nearly one-fourth of all persons arrested for felonies were released from the Nevada County jail through transfers

to another agency, county or detention facility. (See Table 7.) The impact of this large proportion on overall ALS is significant, since these persons have an ALS of 33.68 days. The greatest delay in transfers, however, occurs during transfer to another detention facility, e.g, Vacaville, prison, and the Detention Center; such transfers required an ALS of 60.32 days. The number of transfers to state prison has increased, but the ALS has been reduced from 140.4 days in 1982 to 32.49 days.

In terms of transfers to another agency or county, the proportion of the total sample (8%) is the same as that in 1982. Although the proportion of persons released through such transfers is unchanged, there has been an increase of 21% or 2 days in the ALS, from 9.8 days to 11.85 days.

Alcohol Related Offenses

Given the high proportion of arrests for alcohol-related offenses in the tracking sample, special attention has been given to the releases used for such arrests. Not surprisingly, Table 9 shows that the most common form of release for persons arrested for public drinking is through Penal Code section 849(b)(2), which permits a peace officer to detain an intoxicated person until sober without charges being filed. This statute was used for 42% of such arrests with an ALS of .26 days. Overall, despite the number in the sample, such persons do not have a significant impact on the use of jail resources. Even when released through other mechanisms, the ALS is either equal to or less than that for a Penal Code section 849(b)(2) release.

The greatest impact on the overall ALS for the tracking sample can be seen in the release of persons arrested for drunk driving. Jail OR, the most common form of release for these arrests, was used extensively (in 51% of the arrests), but resulted in an ALS of 1.16 days. With the exception of drug arrests and probation violations, the ALS for drunk driving arrests exceeded the ALS for all other misdemeanor arrestees released through jail OR by a factor of 8. In other words, jail OR results in a release after only a few hours in jail for most persons except those arrested for drunk driving, drugs, and probation violations. Further research and interviews with Sheriff's Department personnel show that normally the ALS for this type of release of drunk drivers is similar to that of 647f's, resulting in release in less than half a day.

Table 9

Public Inebriate and Drunk Driving

Charge		Pretrial Release Type					
		849	Book	Bail &Rel.	Cash Bond	OR Jail	Court OR
Public Inebriate (647f) N=31	% total*	42%	Ø	3%	3%	26%	Ø
	ALS	26	Ø	.Ø4	Ø	21	Ø
Drunk Driving	% total*	Ø	3%	11%	4%	51%	3%
	ALS	Ø	.Ø2	1.51	.26	1.16	.66

* Percentages do not equal 1ØØ% because they reflect the percentage of all release types, not just pretrial release.

Key Findings

1. Since 1982, Nevada County has implemented a greater variety of release mechanisms and has reduced overall ALS by more than one-half. This record indicates that the more types of mechanisms used, the greater the ability to reduce ALS and save jail resources. The reduction in ALS has occurred in both misdemeanor and felony arrests.

2. The population coming through the Nevada County jail for misdemeanor arrests appears to be particularly suited for minimum security classification. Sixty-three percent of all misdemeanor arrests were for alcohol-related offenses and Vehicle Code violations.

3. Arrests for alcohol-related offenses continue to dominate the sample. There is insufficient data here to determine if arrests for drunk driving are for first time offenses primarily or if the proportion of such arrests represent the impact of "second generation" offenses related to drunk driving, such as driving while license is suspended or violation of probation.

4. While overall ALS before release has been significantly reduced, the percentage of persons released pretrial has decreased and the ALS for some release types has increased. The reduction in the percentage of people released pretrial may be attributed to the increase in the number of persons being booked into the jail if the number of jail staff has remained constant. Another explanation is the increase in the proportion of persons arrested for drunk driving. Because this group constitutes such a large part of the tracking sample, any delays or changes in the nature of this subpopulation will have a correspondingly significant impact on the overall sample. Thus, if more persons arrested for drunk driving have prior arrests, pretrial release is either delayed or denied. The increase in the ALS for jail OR can be directly related to impact of drunk driving arrests.

5. Transfers to another agency, county or detention facility, particularly for felony arrests, continue to require a substantial amount of time. While transfers to state prison have apparently become more efficient, the ALS for other types of transfers have increased. The delay may be due in part to the crowded conditions in other jails to which Nevada County detainees are to be transferred. Generally, however, transfers out of county usually occur within five days. Transfers from the Main Jail to the Detention Center push the ALS up because they can take approximately eighteen days.

E. PROGRAMS

Introduction

A program and services inventory was conducted to identify existing system elements, showing their function and impact on meeting system needs through the use of pre-trial and post-sentence alternatives to incarceration. In accordance with new BOC regulations, the areas of mental health and public inebriation were analyzed in depth.

Programs and services were inventoried and assessed as to each program's utility to the system. Based on the inventory, five categories of programs, services, and procedures have been identified:

- Those designed or operated to impact directly on the use of detention/correction facilities.
- Programs, services, and procedures which affect the severely mentally ill.
- Programs, services, and procedures concerning the public inebriate.
- Those which may indirectly impact custody use or cost.
- Those without apparent impact on custody use, needs, or cost.

a. Direct Impact.

The programs which may directly impact jail population and costs are:

1. Promise to appear (PTA)
2. Own Recognizance (OR)
    a. Court
    b. Jail
3. Diversion Program
4. PC 849(b) No Complaint Release
5. County Parole
6. Work Furlough
7. Weekend Work Program
8. Alternative Sentencing Program
9. Work Release/Weekend Work Release

1. Promise to Appear (PTA)

Description: PTA is routinely used to reduce jail overcrowding. It is a citation release mechanism occurring at the time of booking.

Eligibility: For misdemeanor violations where the arrestee is not a danger to him or herself, other persons or property; does not refuse to submit to citing; doesn't have other non-releasing charges pending; is judged as likely to appear in court as required; and was not booked due to a drug or sex offender investigation, or to further a police investigation.

Budget: No direct budget, part of arresting officer or booking officer's salary.

Average yearly releases: 12-15; most who would be eligible are instead released on own recognizance.

Staffing: Portion of arresting officers' and booking officers' time.

Source of Funding: General County funds

2. Own Recognizance (OR)

a. Court OR:

Description: A defendant may be released from custody on his or her own recognizance (agreement to appear) when authorized by a judge or magistrate, usually at the first appearance in court.

Eligibility: Determination is made by the judge or magistrate as to the likelihood that the defendant will surrender to custody as agreed. OR is not given to those arrested on a court warrant. A Point System is employed in which residency, employment, family ties, and severity of offense are considered.

Average monthly releases: 100+.

Staffing: Two probation officers, one supervisor.

Budget: Portion of probation officers' and supervisors' salary, part of booking officers' salaries.

Source of funding: General County funds

b. Jail OR

Description: A defendant may be released from custody on his or her own recognizance (agreement to appear) at the time of booking, as decided by the jail division.

Eligibility: The Point System used for Jail OR is identical to that used for Court OR.

Average monthly releases: 150+.

Staffing: Portion of Jail Staff's time.

Budget: Portion of Jail Staff s salaries.

Source of Funding: General County funds.

3) Diversion Program

Description of Services: Instead of serving a jail sentence, an inmate convicted of a drug-related offense, or domestic violence is "sentenced" to six sessions at the County Mental Health Facility. In addition, the inmate must maintain a stable address and commit no new offenses for six months. The program has been 98% successful.

Eligibility: Generally, the defendant pleads guilty, and a pre-sentence determination for counseling is made, usually first offense of this type. The defendant must have no prior parole violations, and no diversion last 5 years. Within these guidelines, probation officers have some discretion.

Average Caseload - 52 (48 drug, 3 or 4 domestic violence)

Staffing - Group counselor from Hall, who understands system - 4-5 hours a week on this.

Budget - No formal budget, approximately $7/hour for 4-5 hours/week.

Source of funding: General County funds

4) 849(b) No Complaint Release

Description: If an arresting agency does not want to prosecute an individual that is in custody, it will prepare a "Certificate of Release" form. After the certificate is

filled out and signed, the person detained may be released without charges filed against him or her. The 849(b) release is used primarily for drunk in public (647f) arrests.

Eligibility Criteria: Arrested for intoxication only and no further proceedings are desirable. Arrested only for being under the influence of a drug and delivered to a facility or hospital for treatment; no further proceedings are desirable. Insufficient grounds for making a criminal complaint against the person arrested.

Budget: No direct budget information available.

Average monthly releases: 24-28.

Staffing: Inhouse officers

Budget: Portion of staff salaries

Funding: General County funds

5) Sheriff's Parole (County Parole)

Description of Service: County parole provides a release mechanism for applicants to parole committee asking for parole. The committee meets on the first Monday of even-numbered months.

Eligibility: An inmate must have served 1/2 of sentence, none suspended, and cannot be serving time for probation violations or parole violations. The committee will consider unusual or extraordinary circumstances. In his/her hearing, the applicant must document stable employment or educational opportunity, general personal stability, a need to be released and constructive changes in attitude. The committee typically considers 2-3 applications per meeting.

Average monthly releases: 3 per year - few applications, majority are turned down.

Staffing: 3 people - Sheriff, CPO and Public at large appointee by Superior Court or proxy, e.g., Captain Mooers for Sheriff.

Budget: Six days salary for the sheriff and CPO or their designants.

Source of Funding: General County funds.

6) Work/Education Furlough

Description: The Work Furlough Program permits eligible inmates to be released for a predetermined part of the day to continue their regular employment during jail incarceration. The program has been expanded to include placement of some unemployed inmates in jobs within the community.

Eligibility Criteria: Employed full-time at arrest or able to be placed in a job, not a security problem.

Average Caseload: 8-10 per month

Staffing: One probation officer

Budget: Probation officer's time

Source of funding: General County funds (Probation Dept.)

7) Weekend Work/Community Work Program

Description: Initiated in 1984 and supervised by Juvenile Hall personnel, the adult weekend work program provides work release in lieu of jail for sentenced inmates. For FY 1984-85, participants performed 1,786 person days of work for 34 county, city and non-profit agencies.

Eligibility: Screening is done by the Probation Department. No security risks. Those chosen must not represent a threat to others on the work crews; record must indicate responsibility. All inmates may apply; applications are reviewed, and those chosen are interviewed. Inmates accepted are then assigned to work crews.

Average caseload: FY 1984-85, 328 participants.

Staffing: Juvenile Hall Personnel and part-time staff.

Budget: $1,846/fiscal year.

Source of Funding: Juvenile Hall food budget.

8) Alternative Sentencing Program

Description: Administered through the Probation Department's Community Service Division, the program allows eligible inmates to perform community service hours in lieu of incarceration. Can be performed slowly, flexibly.

Eligibility: Minor misdemeanor offenses, from intake unit; (e.g., 60%+ are welfare fraud cases), not dangerous. The inmate pleads guilty, then intake officer recommends him/her for the program.

Average Caseload: Approximately 70 per month.

Staffing: Probation officers (Community Services Division) and Sheriff's Department deputy.

Budget: One deputy s time and probation officer's time.

Source of funding: General County funds (Probation Dept).

9) Work Release/Weekend Work Release

Description: The Work Release Program permits eligible defendants to perform community work as part of a supervised crew on weekends or through individual placements on weekdays.

Eligibility: 30 days or less left to serve, nonviolent offenders, usually first offense. No danger to others or work crew.

Average Caseload: 328 last year.

Staffing: One probation officer.

Budget: Revenue from participants, $5000.

Source of Funding: Participant fees $15/day per participant, (poor participants pay as they are able), General County funds (Probation Dept.)

b. Programs and Services for the Severely Mentally Ill

Recent Board of Corrections (BOC) regulations have stressed the needs of the incarcerated mentally ill. The BOC is most concerned with the occurrence and treatment of the severely mentally disordered and suicide prone inmates. They strongly urge separate housing for such inmates until designated mental health staff approves specific inmates for non-separate housing based on clinical judgement.

Nevada County has developed a plan for providing service for the severely mentally ill incarcerated in their jails. If an inmate displays mental health problems, services from a mental health crisis worker can be requested from the County. If the severity of the illness is such that it requires treatment that cannot be given by the crisis worker, the inmate may be sent to the County mental health facility, under guard escort. However, because of concerns about security, this method is used rarely. Instead, a more typical procedure for securing treatment for severe mental illness is to request a court order to either place the inmate in the regional mental health department's locked ward facility in Placer County for temporary treatment (14 to 90 day hold) or in more serious eases which involve criminal problems, transfer the inmate to a state penal institution with in-house mental health services or a mental institution such as at Napa. The decision for such placements is made by a combination of correctional staff, the Mental Health Department and the Nevada County court system. Approximately three to four a year must be placed through court order in a state facility.

To combat the use of scarce jail resources and "dumping" of those persons who display mental problems but who have not committed a crime (5150s), the Nevada County Sheriff's Department will not accept 5150's. Such persons are to be referred directly to the County Mental Health facilities.

Persons who present a possible suicide risk are put on suicide watch in a newly installed "rubber room," with an officer checking every fifteen minutes. These persons are also referred to County Mental Health for support services. A review of suicide attempts reveals that there has been six unsuccessful attempts in the last ten years, and one suicide by hanging. The suicide occured in 1987 and took place in the booking holding cell. There seems to be no typical profile, however six of the seven were men and in the last few years, most of those attempting suicide have been white males in their late twenties who are unsentenced and arrested on felony charges.

The Sheriff's Department is working with the Mental Health Department in reevaluating their procedures.

c. The Public Inebriate

Nevada County employs an efficient system for the release of public inebriates. The tracking sample revealed that 42% of 647(f) arrests were released through P.C. 849(b)(2), no charge release, with an average length of stay (ALS) of .26 days. It was also shown that other pretrial release forms yielded an ALS equal to or less than the .26 for P.C. 849(b)(2) release.

However, despite Nevada County's efficient release system and the resulting low impact public inebriates have on jail resources, the County is concerned with the treatment and rehabilitation of the public inebriate. A Recovery Home is operated in Nevada County which provides detox and treatment for alcoholism. Since the Recovery Home is not staffed on a 24 hour basis and can only take non-combative inebriates, its use by the Sheriff's Department is limited. The Recovery Home is rarely used by the Sheriff's Department or Grass Valley and Nevada City Police Departments for diversion of public inebriates prior to intake. However, the Home is often used, through telephone clearance, after a booking for those public inebriates who could benefit from counseling and treatment. In this way, Nevada County hopes to prevent repeat offenses. Another means of prevention is employed by the County for the public inebriates who do come into the court system. In these cases, the court usually orders that the public inebriate attend A.A. meetings.

d. Potential Indirect Impact

Most programs with potential indirect impact provide services to criminal justice clients (in custody and out-of-custody). As a group, these programs are important in that they may reduce recidivism. Courts may also consider program participation as possible justification for reducing bail, releasing a defendant on own recognizance or modifying a sentence.

1. Alcoholics Anonymous

Group sessions are conducted for inmates once a week. Average participation is 20 to 25 per session at the Main Jail and one to eight at the Detention Center.

2. Alcohol Council Program

Participants are ordered by the Probation Department or the court to attend the Alcohol Council Program as a condition to retrieve their suspended driver's license. The education and counseling program consists of 30 segments of one hour each. They are given two nights weekly, with an average of five or six participants.

3. SB 38 Program

This program implemented through Senate Bill 38 will begin operating at the Detention Center as soon as funding is ironed out. The program is directed towards inmates with alcohol and drug dependency problems and will be operated similarly to the Alcohol Council Program.

4. Employment Services.

This service is conducted informally by the correction staff and the probation officer in charge of work furlough. Trustees can ask informally for help in finding a job. After employment is found, if the inmate is still eligible for the work furlough program, the inmate will be "promoted" to work furlough.

5. Work Training

Work training is conducted for eligible Detention Center inmate applicants in the areas of food service, custodial duties and laundry services. Inmates must obtain health/clearance from the county doctor. The program emphasizes training which will allow for future employment upon release. Training has been very successful and a number of ex-trainees have found jobs in related areas. The program averages approximately ten participants at any given time and currently has a waiting list.

6. GED classes

GED classes are conducted at the Detention Center one night a week for any inmate who doesn't have a high school diploma. It is administered by Sierra Mountain High School. One instructor usually teaches an average of two to five participants. In addition, senior citizens teach remedial reading skills to interested inmates on an informal basis.

e. Probable No Impact

1. Health clinic

Medical services are administered by the County Health Department. Health clinics are provided at both the Main Jail and the Detention Center. The Main Jail Clinic is staffed by a doctor who comes in one 3 hour day per week. and a nurse who comes in for four 4 hour days and one 8 hour day per week. The Detention Center Clinic is staffed by a doctor who comes in once a week for an hour and a nurse who comes for two 3 hour days a week.

2. Law Library and Library Services

These services are provided by the Nevada County Library. A book turnover is conducted every two months. Inmates at the Detention Center can request books and magazines from the Main Jail.

3. Bible Study/Church Services

Bible study at the Main Jail is conducted once a week and non-denominational church services are given three times a week. Most inmates attend the services.

A religious program is conducted at the Detention Center on Tuesdays and Saturdays for two hours each day by three church denominations. Bible study is conducted at the Detention Center on a one to one basis. Both services average two to ten participants.

4. Mental Health Services.

Group therapy and counseling services are provided by a local non-profit mental health group which is administered by the County Mental Health System. Currently, these services are provided during the day which often coincides with the inmates' work day. Efforts are being made to provide counseling sessions in the evening.

Services for mental health related problems are provided by a County Mental Health crisis worker who sees inmates upon request. Inmates requiring treatment beyond that which can be provided by the crisis worker are sent to the Placer/Nevada County Mental Health Facility located in Auburn, Placer County. See "b. Programs and Services for the Mentally Ill" for further information.

5. Family Planning

Family planning informational pamphlets are distributed to interested inmates by a County nurse.

6. Victim Witness Program

The Victim Witness Program was instituted to better serve the needs of victims and witnesses of crimes. A Victim Witness worker tries to glean out any victims from previous days' arrests. Also, in child molestation cases, D.A. notifies victim and guardian of reimbursement programs for doctor's bills and counseling. In addition, guardians of victims of child molestation can request that a deputy sit with them in court.

Currently, the program receives approximately 120 referrals a month. The program has a budget of $81,600, $50,000 from State funds and the balance from Federal sources.

F. Facility Inventory

Introduction

Nevada County operates three jail facilities: the Main Jail at the Courthouse in Nevada City, which has a capacity of 63 beds; a minimum security sentenced facility in remodeled space in Nevada City, with a capacity of 48 beds; and a jail of six beds with a holding facility for 9 persons in Truckee. The purpose of this section is to evaluate these facilities for compliance to codes and standards, efficiency and effectiveness of operations, and life safety. Possibilities for long-range improvements are also discussed.

Background

In 1983, as a result of serious overcrowding and the availability of State funding for jail improvements, a Major Needs Assessment was done to identify jail problems in Nevada County and develop a solution to them. At that time, facilities consisted of the Main Jail and the Truckee Jail.

The Main Jail, originally built in 1965, occupied two floors of the Courthouse Annex in Nevada City. As originally designed, the jail contained seven housing areas with a total of 57 beds BOC rated capacity. Vehicle parking and the police/arrestee security entrance, as well as inmate recreation, were located in a semi-enclosed garage floor of the building. The main floor of the building contained jail booking, Sheriff's administration, staff areas, laundry and storage, and visiting. The second floor contained the inmate housing areas, and food service. Other county functions were also housed in the building, including schools, auditor and assessor on the main floor, and courts, probation and district attorney on the second floor.

A number of deficiencies in the jail were identified at that time, which included lack of detoxification, safety, and administrative segregation cells; a lack of dayroom and program and medical space; inadequate outdoor recreation; and insufficient storage, kitchen and dining area. Heating and ventilation systems were substandard, and there was almost no daylighting of inmate areas. Inmate processing areas were inadequate, and poor circulation patterns resulted in incompatible processes in the same areas.

One of the most significant deficiencies was that the plan of the jail had many hidden inmate areas which could not be supervised and managed by Sheriff s staff. This

created potentially unsafe situations for inmates, which was a liability exposure to the County. Another major deficiency was that the housing unit configurations did not allow separation of incompatible inmates. Also, the jail plan on two levels could not be staffed efficiently.

To solve these problems, two facility projects were carried out. One was the remodeling in 1985 of the HEW Building to create a new minimum security sentenced facility. Completion of this project was intended to relieve the overcrowding at the Main Jail by relocating minimum security inmates out of the Main Jail. The other project was the remodeling in 1986-87 of the Main Jail to correct to the extent possible the deficiencies in accommodations, operations, security, and environment.

Main Jail

With the relocation of minimum security sentenced inmates to the new sentenced facility, the role of the Main Jail became the provision of medium and maximum security housing for pretrial and high risk sentenced inmates. The direct connection to the courts facilitates the pretrial role of the jail.

The remodeling of the Main Jail included the following elements.

Main Floor:

1. The adjoining Auditors Office was acquired for jail use and remodeled for Jail Administration, Warrants, Central Control/Dispatch, and Staff Facilities.

2. 3 medical isolation cells and a large medical office/exam room, as well as 4 high security single cells with adjacent dayroom space, were created in the space vacated by the functions listed above. The high security cells are oversized for potential double bunking, but the dayroom is sized for only 4 beds. Inmate telephones (collect call only) are provided in this, as well as all the dayrooms in the facility.

   Provided in this area as well is a staff training room which also serves as an inmate library and programs room.

3. Relocation of the control/dispatch and medical functions allowed expansion of the intake area to include 2 holding cells, a safety cell, a detox cell,

and an enlarged booking counter. The redesign also reduced conflicting traffic through the booking area.

Second Floor:

1. The drunk tank, interrogation room, and a storage room were removed to enable the creation of 2 dayrooms for the 2 groups of 4-bed cells. A control office was also created in this area.

2. A new corridor to the exit stair was created to correct a life safety problem.

3. A 10 bed dormitory (reduced in size to create the exit corridor) was changed in use to become a dayroom for the 8 felony single cells.

4. A second 10 bed cell had to be reduced to 8 beds due to the reduction in area of its dayroom by the new corridor.

5. The dining room was converted to a 7 bed trustee dormitory, and the kitchen converted to a scullery. The kitchen operation was relocated to the new sentenced facility, with meals being delivered to the jail in insulated trays and dining taking place in dayrooms and cells.

Bed Summary:

After remodeling, the Main Jail has the following breakdown of beds:

Unit Name	Single Bed Cells	Mult. Bed Cells	Dormitory Beds	Cell Areas	Cell Area/ Bed	Dayrm. Area	Dayrm. Area/ Bed	Comments
Med/Psych	3			70	70	0	0	Norm. Full
High Security	4			99	99	259	65	Always Full
Unsent. Misd.		3 @ 4B		78	20	386	32	18 Inmates 3/20/87
Unsent. Misd.		2 @ 4B		78	20	264	33	
Felony	8			45	45	360	45	2 mattresses in corridor 3/20
PC	3			44	52	120	40	7 inmates 3/20/87
Ad Seg	1			50	50	0	0	
Women	1			45	45			
		1 @ 8B*		155	19	290	32	*9 actual beds
Sent. Cell		1 @ 8B		262	33	353	44	
Trusty Dorm		1 @ 7B		460*	66	0	0	*Dayroom Included
Category Totals:	20	36	7					

TOTAL BEDS = 63

Roof:

1. A new screen-enclosed exercise yard with an adjacent guard room was constructed on the roof. It is accessed from the stairway on the west end of the building. The substandard exercise area in the parking garage was taken out of use.

Security:

1. Perimeter security has been greatly improved by the provision of interlocked double-door sallyports at all entrances into the jail area. These doors are equipped with electric security locks monitored and controlled from Control/Dispatch.

2. Closed circuit television monitoring by Control/Dispatch is provided for corridors, dayrooms, booking, and the parking and prisoner entrance area.

Environmental:

1. Three 5 ton package air conditioning units were installed on the roof of the jail. These units supply cooled air to the main heating/ventilation system, with return air being ducted from skylight openings. This system is intended to be a solution to the very hot summer conditions that had been a problem in the jail. The system has just been installed and has been satisfactory thus far. Provisions were made to add a fourth 5 ton unit if needed.

Staffing:

Total custody staffing of the Main Jail consists of 1 Captain, 1 Sergeant, 4 Corporals, and 10 C.O.'s. A typical shift consists of 1 supervisor, 1 booking officer, and 1 housing officer. On weekday day shifts an additional C.O. works recreation.

Main Jail Evaluation:

The jail remodeling project has resulted in some significant improvements to the facility. Newly created housing areas support the Sheriff's classification plan by providing for separations of incompatible inmates. Although the newly created units meet current standards in terms of floor area, the pre-existing units are still below current area standards. All areas still lack access to natural light as no windows have been provided. The building

security has been greatly improved, and operations made more efficient through the relocation of functions and improvements in traffic patterns. The provision of the rooftop recreation yard has corrected a serious deficiency, as have the additions of the safety cell, detox cell and enlarged medical room.

The remodeling could not correct all problems, however, due to constraints of the existing structure and systems, as well as cost budgets. The facility still has a number of deficiencies, the most significant of which are summarized below.

1. **The Main Jail is still overcrowded.** Peak jail populations have been running from 70 to 85 beds, significantly higher than the 63 bed rated capacity. Current primary bed shortages are in the unsentenced misdemeanant (medium security) and protective custody groups. A review of classification criteria may enable some of these inmates to be transferred to the sentenced facility. Diversion programs to reduce Main Jail bed needs that may be possible are discussed elsewhere in the Needs Assessment.

2. **Visibility into inmate areas remains poor.** The original design of the jail provided very poor visibility which could not be corrected in the remodeling work. The resulting inability to monitor and manage inmate activities remains a serious liability exposure to the County.

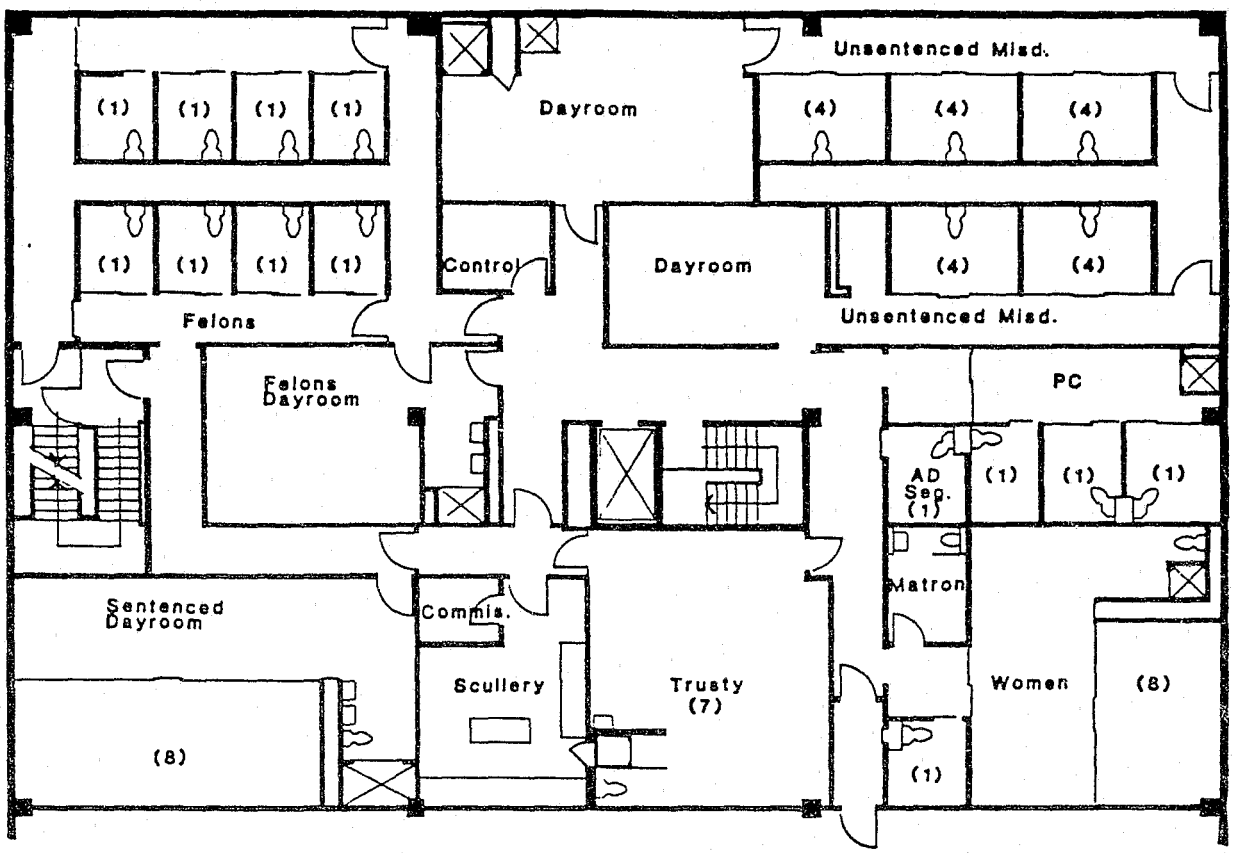
3. **Cell accommodations and areas per bed remain substandard.** Multiple bed cell accommodations remains the predominant housing type in the facility, with 36 of the 63 beds in this configuration (excluding the 7 bed trusty dormitory). Current Title 15 requirements do not allow multiple bed cells. In addition, the area per bed for sleeping and dayroom space provided in the original cell areas are less than required by current codes. It is not feasible to enlarge these areas within the limited confines of the existing building.

4. **Operational efficiency is not possible.** The 3 level configuration of the jail, combined with the labyrinthian floor plan, require a great deal more staff to operate correctly than a properly designed new jail. There is essentially no way the existing facility could be made staff-efficient. It should be noted that the current jail staffing is inadequate to supervise all areas of the facility.

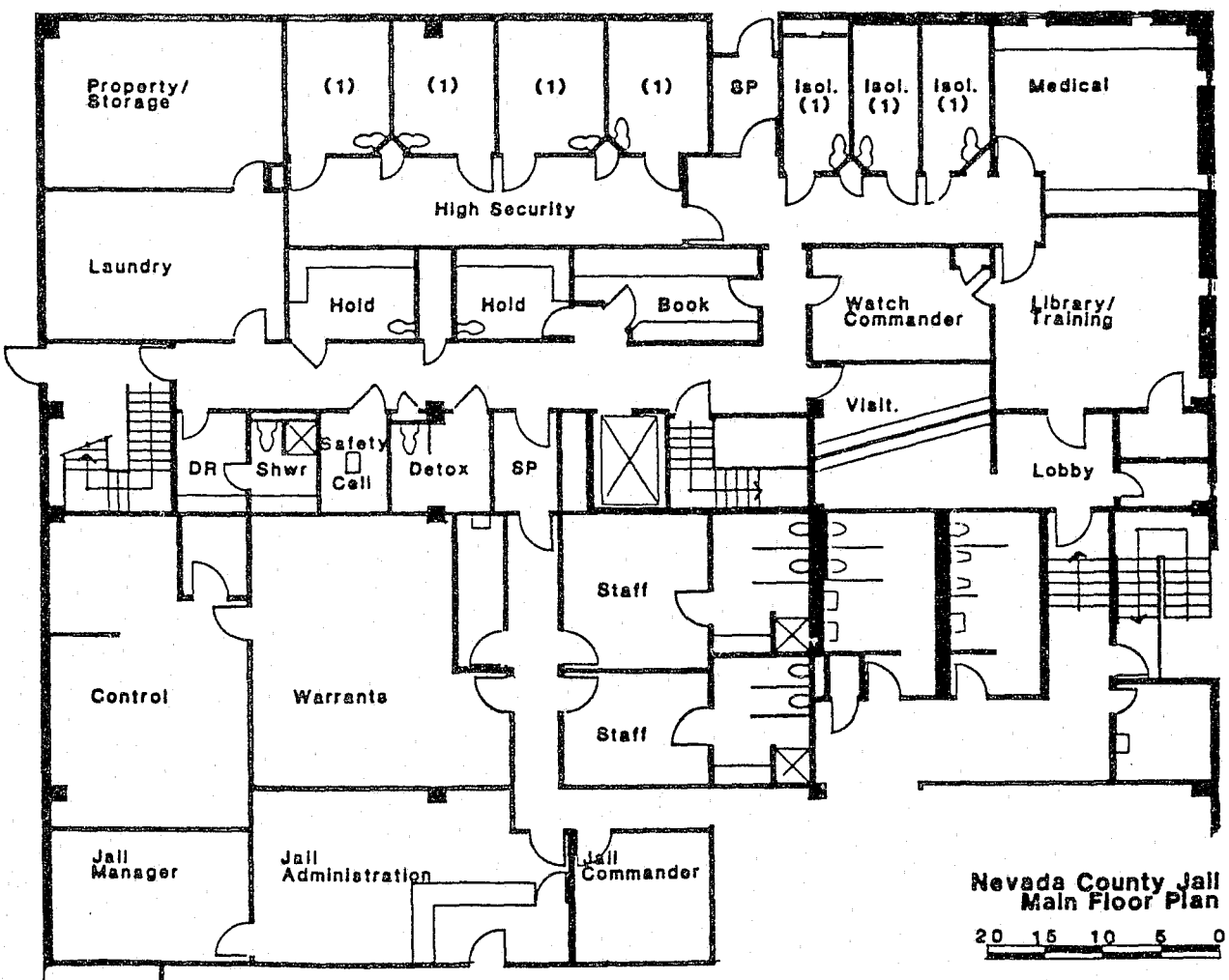
5. **The internal environment is substandard.** Ventilation remains poor, and odors are pervasive. Natural light into living areas is almost totally lacking, as the facility has no windows and only a few small recessed skylights. The air conditioning retrofit has yet to be tested under a prolonged hot spell to see if it will correct summer overheating problems. Acoustics are poor, as no acoustic materials have been provided in housing areas.

6. **Expansion of the jail to meet future needs is virtually impossible.** Even with implementation of alternatives, ultimately population growth will require additional pretrial beds in the future. The present courthouse site is fully built up. The jail could not be expanded to meet future needs without closing streets to enlarge the site. Even if the site were enlarged, it is likely that expensive high-rise construction would be required. Although expansion within the non-jail portions of the existing building may be possible, this would require relocation of other functions and the building form and structure would result in many design compromises and inefficient and expensive operations.

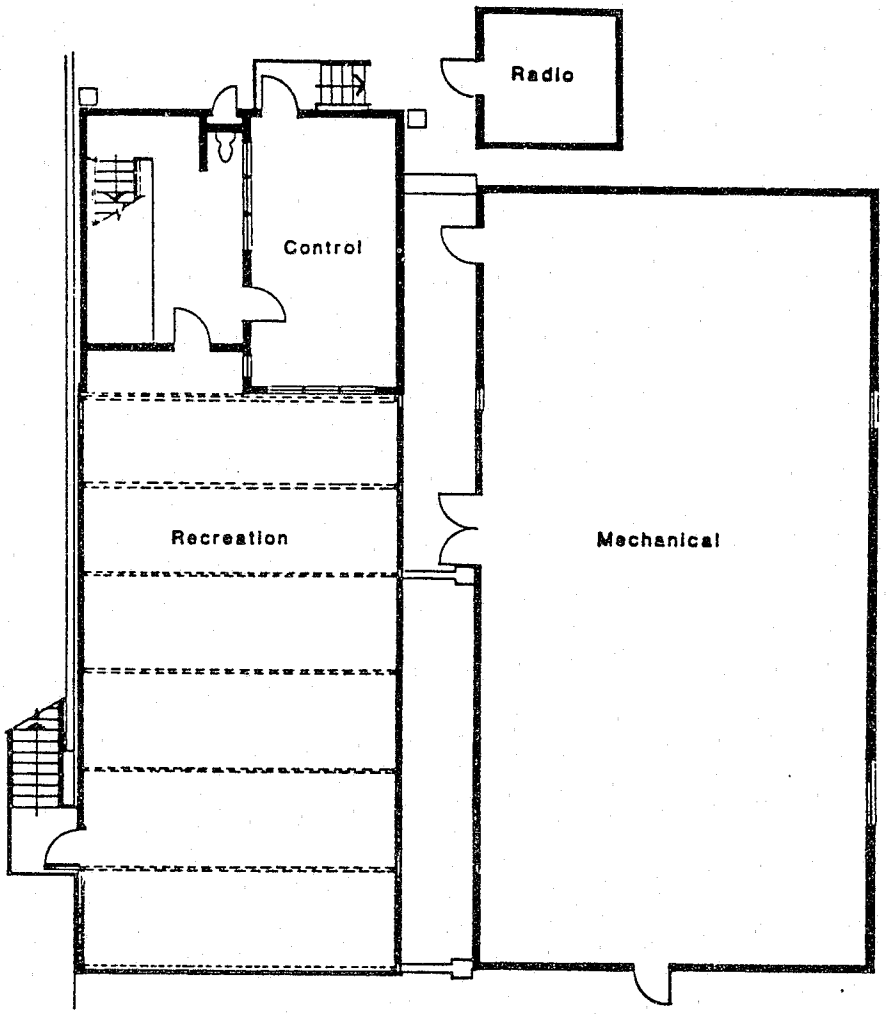
7. **Ancillary support remains marginal.** No improvements were made to the laundry, property storage, and general storage of the jail. The space available for these services is inadequate for operational needs. Laundry equipment consists of 1 washer and 2 dryers. Although the washer and 1 dryer are near new, they must be run nearly continuously to meet demands. When breakdowns occur, all operations must cease until repairs are made.



Second Floor Plan



Nevada County Jail
Main Floor Plan



Nevada County Jail
Roof Plan

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Sentenced Facility

The new Nevada County Sentenced Facility was created in 1984-85 by remodeling a portion of the County HEW Building. This building complex, originally built for use as a health care facility about 40 years ago, has for a number of years been obsolete for use as an inpatient facility, and has been converted for use by a variety of County social service functions. The complex consists of two 2 story wings and one 3 story wing, all interconnected. Construction is a mix of wood frame and concrete block with a plaster exterior. The complex is located about 1 mile from the Main Jail, in a residential neighborhood of Nevada City.

The role of the Sentenced Facility is to house minimum and sub-minimum sentenced prisoners of both sexes. Inmates include those serving straight time, work furlough inmates, and weekend commitments. Candidates for the program are assessed according to well-defined classification criteria before being selected. Inmates who have committed violent or sex crimes, or who have not functioned well at the Main Jail, are not accepted. Typical stays are 3 to 4 months, but range from 10 days to 1 year. All non-work furlough inmates are required to participate in work programs within the facility, at the Main Jail, or outside work crews. Inmates who do not cooperate are removed to the Main Jail.

Staffing for the facility consists of 1 Sergeant, 4 Corporals, 9 Custody Officers (4 male, 5 female), 3 cooks, 1 clerk, and 1 additional custody officer in charge of food deliveries to the Main Jail. The staff had the opportunity to develop a policies and procedure manual for the facility prior to its completion. This investment in time has paid off in what appears to be an extremely well managed and smoothly operating facility.

The facility was created by remodeling the central wing of the HEW complex. It contains a total of 48 beds, arranged on 2 floors. All accommodations are non-locked dormitories, and range from single occupancy bedrooms to 9 bed rooms. work furlough inmates are housed on the main floor, work crew inmates on the second floor. Women are housed in a separate dormitory located near the dining room. Inmate workers and work furlough inmates may mix in the dayrooms and general use areas, but are not allowed into others' sleeping areas. Average population has been running at around 38, with a maximum to date of 43.

The bed breakdown is shown in the table below.

Sentenced Facility Bed Summary:

Unit Name	Beds/ Room	No. of Rooms	No. of Beds	Room Area	Area/ Bed	Comments
Main Floor:						
Women's Dorm	5	1	5	440	88	Contains own Toilet/Sh. & Washer/Dryer
1 Man Dorm	1	1	1	97	97	
2 Man Dorm	2	1	2	130	65	
3 Man Dorm	3	2	6	170	57	
4 Man Dorm	4	1	4			
6 Man Dorm	6	1	6	253	51	
Second Floor:						
1 Man Dorm	1	1	1	91	91	
2 Man Dorm	2	3	6	97	45	
		1	2	130	65	
3 Man Dorm	3	2	6	170	57	
9 Man Dorm	9	1	9	390	43	Used for Weekenders
TOTAL:			48 BEDS			

The facility also contains the following spaces:

- Control Desk: Located at the unit entrance on the main floor. Contains closed circuit TV monitors of group areas; intercom master/audio monitor connected to stations in each bedroom; life safety alarms; and door alarms (all exterior doors are alarmed, but not locked).

- Dayrooms: For males, one on each floor, one for smokers, the other for non-smokers. A separate dayroom is provided for females, next to the female dormitory Dayroom space for males is insufficient, but the dining room can also be used for activities.

- Outdoor recreation is in a new basketball court and courtyard near the main entrance. There are benches and exercise equipment in the courtyard, which is also used for family visiting.

- Toilets and Showers for Males: 3 on the main floor, 2 on the second floor, in the sleeping areas. Additional men's and women's toilets are located near the dining room.

- Laundry: Two laundry rooms are provided, one in the women's area and one in the men's area. They each contain 1 washer and 1 dryer, which are undersized for the loads. They must operate 12 hours per day, and break down frequently.

- Dining Room and Kitchen: The kitchen provides food for the Sentenced Facility and the Main Jail. Food to the Main Jail is delivered in insulated trays. The kitchen consists of the main kitchen area, 2 storage rooms, a pantry, and a walk-in refrigerator located just outside the kitchen in a carport that serves a a loading area for the Main Jail food transportation vehicle. A cook's office also serves as a commissary room. The dining room is immediately adjacent to the kitchen. Kitchen and dining are adequate, but there is insufficient storage.

- Medical Exam Room: At 140 square feet in area, it is adequate for sick call purposes. Its location off the dining room is inappropriate.

- Jail Commander Office: Located adjacent to the dining room, it is accessible to inmates which can encourage good staff/inmate communications.

- Staff Lockers and Toilets: Located on the second floor.

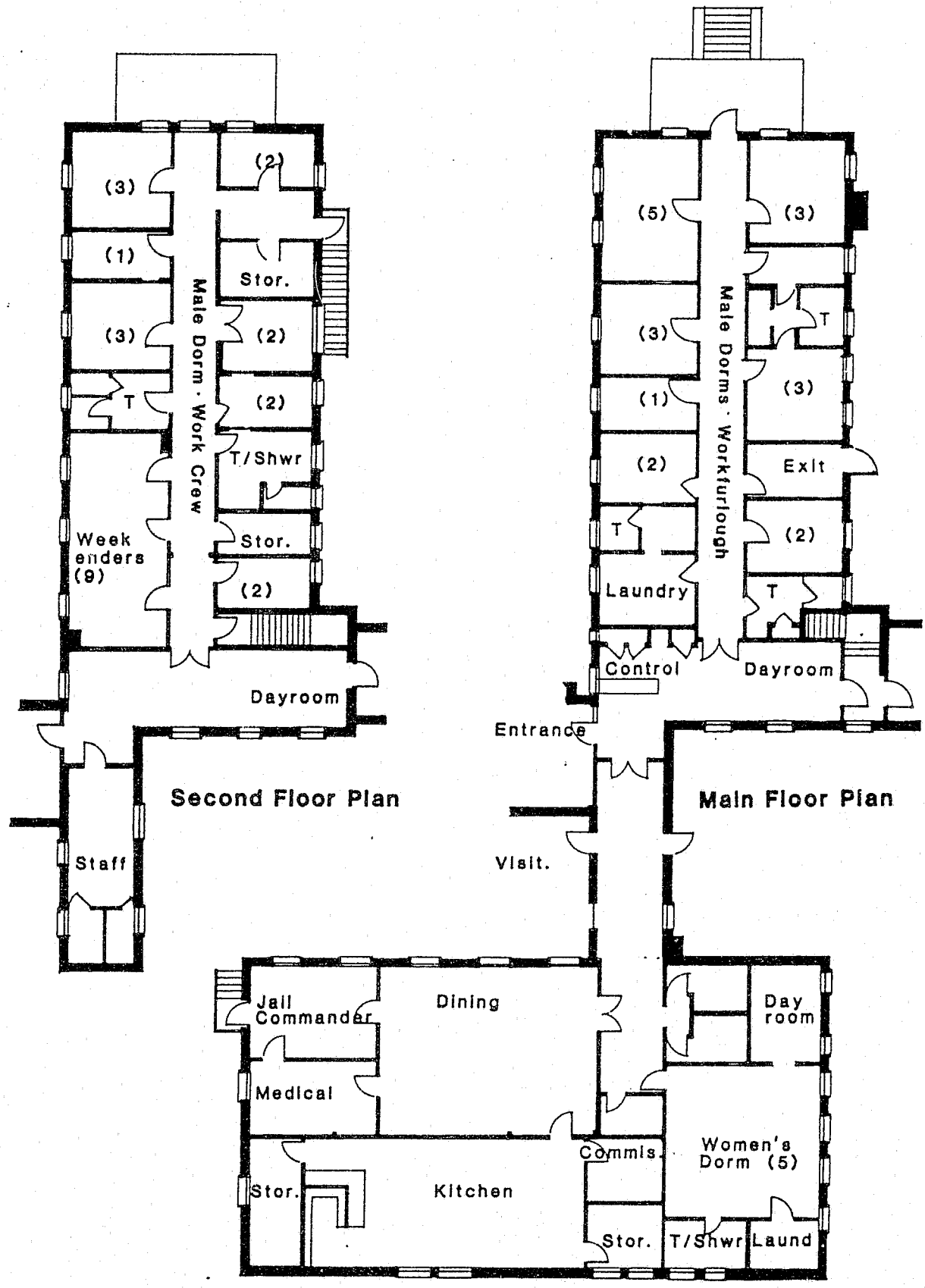
The remodeling work included the provision of new exits and fire compartmentalization of the building. The building is partially fire sprinklered, and smoke detection is provided in sleeping areas. The facility appears to meet State Fire Marshall minimum standards.

Hot water radiators provide heating, with ventilation through windows, for the male wings. The women's area is

air conditioned. The male wing is uncomfortably hot in summer, and air conditioning units were purchased for it, but were installed at the Main Jail instead due to pressures of litigation.

The location of the facility in a residential neighborhood drew opposition when first proposed, and a local citizen's committee was formed to monitor the operation of the facility. The Sheriff's Department cooperated with the Committee, inviting them and other interested community groups to visit the facility and observe its operation. The lack of problems within the facility as well as in the neighborhood appears to have resulted in less interest by the Committee and by the neighbors, and in general acceptance of the facility.

In conclusion, the Sentenced Facility fulfills an important need in Nevada County's custody system by providing an appropriate and economical setting for minimum security sentenced inmates, and by relieving Main Jail overcrowding. It is a very well run operation that should be continued and expanded as possible. The HEW building is appropriate for the program in terms of its construction, accommodations, location and setting. It is underutilized at the present, with approximately 10 unused beds available (although these fill up once a week with weekend commitments). There is sufficient space in the HEW complex to expand into other wings and house the program for the indefinite future. However, local residents have expressed strong opposition to the use of this building as a permanent detention facility. Further, the east wing is 3 stories in height and cannot be economically converted to detention uses due to State Fire Marshal restrictions.



Nevada County Sentenced Facility

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Truckee Jail Facility

The Truckee Jail is a Type I holding facility located near the juncture of Interstate 80 and Highway 89 on the western edge of Truckee. It is housed in a single story building of concrete construction which also contains a branch Sheriff's Office, Dispatch Center and a Justice Court. The entire building contains about 6,400 gross square feet of area, with the jail occupying about 1,700 square feet, excluding the dispatch center (320 square feet) which provides central control functions for jail security. In addition, there is a covered carport of about 1,200 square feet which provides shelter for the jail prisoner entrance.

The jail contains the following functional areas: Carport / Prisoner Entrance, Booking, Clothing Exchange / Property Storage, Holding Cell, Drunk Tank, Female Cell, Trusty Cell, Dispatch / Control, Kitchen, Laundry, Sergeant's Office, and Staff Lockers.

Facility Role:

The Truckee Jail Facility serves as a booking and holding facility for east County arrestees. Arrestees who must be detained are transferred to the Main Jail in Nevada City. The Jail Facility also provides holding for those arrestees whose arraignments or cases will be heard in the adjoining Truckee Justice Court. The Facility is not intended to provide long-term housing for prisoners other than a single inmate worker assigned to the facility.

Staffing:

Staffing consists of 1 Sergeant and 2 Deputies, plus the Dispatcher who doubles as a matron whenever there are female prisoners. Patrol deputies augment jail staff when necessary. There are requests to add 2 Correctional Officers; this is in order to free up deputies for other duties, rather than to increase jail staff. Current staffing is inadequate when populations are high, and marginal at all times due to the poor jail configuration.

Intake:

Intake consists of the carport; entry sallyport with adjoining holding cell; the booking area, which includes a counter for booking, alcohol breath testing, and a booking

cage with adjoining holding cell; property storage closet; and shower / clothing exchange room. Also part of the intake area is a closet in the Dispatch / Control area which contains a gun locker.

The intake operation is as follows: the arresting officer (who has already contacted Dispatch by radio) arrives at the carport. He takes the prisoner to the sallyport, then places him into the holding cell located at the sallyport. The arresting officer then leaves the sallyport and walks to the adjoining entrance to the dispatch and office area, where he re-enters the building. He then passes through the dispatch area, leaving his weapon in the gun locker there, and passes through a security door to the booking area, where he completes the arrest report, alcohol testing, etc. The prisoner is be removed from the sallyport holding cell for breath test, pat search, etc., and placed into the holding cell or cage at the booking counter for completion of the booking process. The prisoner is removed from the cage for fingerprinting and photographing, then taken to the clothing exchange / shower area, and then to holding. Alternatively, the prisoner might be cited and released from booking.

Problems with the intake area include: 1) lack of weather protection of the carport and entry area, with ice on walks a particular hazard in winter; 2) the necessity of arresting officers to leave their prisoner and go through the dispatch area to leave off their weapons because gun lockers are lacking in the prisoner entrance area; 3) insufficient holding areas, and the lack of toilet facilities in the holding cells; 4) poor configuration and non-secure hardware of the booking cage and holding cell at the booking counter, which makes it hazardous to deal with violent prisoners.

Holding:

The main holding area consists of an 4 bed holding tank (144 sq. ft.), a drunk tank (144 sq. ft., with no bunks or benches), and 2 single cells (each 80 sq. ft., and one of which is assigned to the facility inmate worker). Each tank and cell has a cast aluminum combination toilet / lavatory fixture, and is enclosed with security grille and steel plate construction.

Primary problems with the holding area: 1) insufficient segregation capability with only 3 cells available (excluding the inmate worker cell); the second single cell is intended for women, but frequently must be used for male segregation, which requires that women be held in the

entrance sallyport holding cell, which has no plumbing and also takes away a cell from the intake process; the jail does not come up to current Title 15 standards for holding facilities when it is at its fullest; 2) no padding or benches in the drunk tank; 3) insufficient bunks, with mattresses on the floors being necessary when population exceeds 6 people; 3) two inmate workers are needed in the facility, but there is insufficient space to house more than one; a plan to enlarge the existing trustee cell by eliminating walls is currently being considered; 4) visibility to the holding areas is limited, especially to the 2 single cells, and these areas are frequently left unobserved; additional staffing, with staff in both the booking area and the holding area, is needed to maintain observation and operations.

Food and Laundry Service:

Food service consists of frozen TV dinners and breakfasts heated by microwave, and lunches are sandwiches or soup. Food is prepared by the trustee in the kitchen located out of the jail area beyond the dispatch/control room. Food is stored in 2 commercial quality reach-in refrigerator/ freezers.

The kitchen was undergoing remodeling at the time of the jail inspection.

The laundry consists of 1 washer and 1 dryer in a room across the hall from the kitchen. Laundry is also done by the trustee.

Food and laundry services lack adequate storage, but otherwise appear adequate for the size of the operation.

Security and Life Safety:

The concrete walls and roof structure of the building are secure. However, windows into the cell areas are of glass block without protection or reinforcement, and are not secure. Doors in the jail perimeter are equipped with heavy duty electric dead bolts operated by control / dispatch, which provide adequate but not maximum security protection. The use of the electric deadbolts makes it unnecessary for custody staff to carry keys to the perimeter doors, an important enhancement of security. Access into the building from the public entrance is also controlled by control / dispatch after hours. The manually operated and locked sliding grillework doors in the main holding area are of maximum security construction.

Closed circuit TV coverage is provided for the carport, booking, and public corridors outside of the jail area. Monitoring is by control / dispatch. Intercoms are provided at the prisoner, arresting officer and public entrance doors, and at booking, for communication with control / dispatch. In cases of problems in the facility, control / dispatch can call for assistance by radio.

An emergency generator located in the carport is sized to fully power the jail facility. A smoke and fire alarm system covers the entire jail area, with annunciation at control / dispatch. Fire exiting from the jail is correctly provided; however, it should be noted that an enlargement of the courtroom has created a dead end corridor situation that is a building code violation and a life safety hazard in that area.

Environment:

The building has gas fired forced air heating and air conditioning, and is reasonably comfortable all year. Plumbing systems and fixtures appear in good condition. The interiors are clean and well maintained.

Truckee Jail Facility Summary:

On the whole, the Truckee Jail Facility currently meets the booking and short term holding needs of eastern Nevada County. Its designed holding capacity appears to be adequate at this time although, as noted below, the capacity is not always available. Primary deficiencies are:

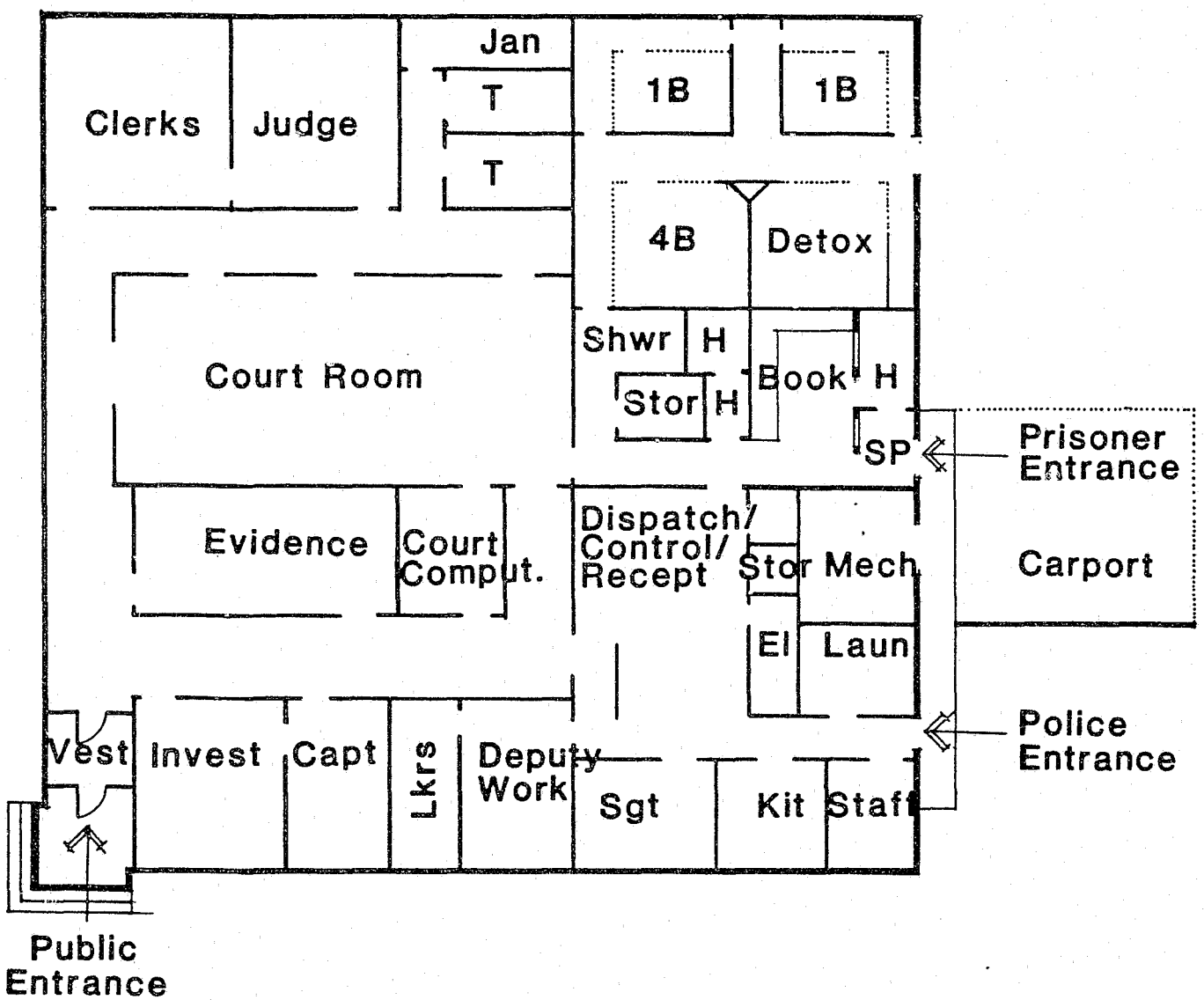
1. **Inmate separation capability is inadequate.** Most holding is in multiple occupancy cells. Single cell holding is limited to the trustee cell, women's cell, and the two unplumbed cells at booking (which require that staff be on call to take detainees to toilets when requested). The lack of separation capability results in operational problems and compromises inmate safety. Although staff felt that the total holding capacity meets current needs, the lack of separation capability at times reduces the usable capacity and severely compromises operations. Correction of this problem would require new construction to create additional smaller cells.

2. **Inmate areas are not readily observable.** Out of sight areas combined with limited staffing results in inmates being left unobserved for periods of time, which is an unsafe situation.

3. **The police entrance is inefficient and results in arrestees being left unattended for periods of time.** The lack of gun lockers at the police entrance requires that arresting officers enter the facility via the control / dispatch room. This necessitates leaving arrestees alone and unobserved in the intake holding cell. This is unsafe as new arrestees are of unknown mental states and may be susceptible to suicide. Gun lockers should be provided near the prisoner entrance door so that the arresting officer need not leave the prisoner.

4. **Security vulnerabilities exist with the unprotected glass block windows, and the exposed emergency generator.** Both of these items are susceptible to vandalism or sabotage, and should be protected. Consideration should be given to enclosing the carport and adding a remotely operated gate to protect the generator and prisoner entrance, as well as eliminate cut and run attempts by prisoners.

5. **Storage and support space is inadequate.** Space for storage of food, clothing, bedding, and operational supplies is inadequate. Supplies must be provided at frequent intervals, which is operationally costly.



Truckee Jail Facility
Nevada County, CA

Conclusions

The Main Jail should be considered to have a limited useful life in terms of meeting long-term County secure detention needs. The facility is substandard relative to current codes and standards, and is inefficient to operate. The poor visibility to many inmate areas is unsafe and creates a significant liability exposure to the County. Given current peak occupancies of 70 to 80 inmates, its rated capacity of 63 beds is insufficient to meet today's maximum and medium security housing needs. Even if a significant number of pretrial misdemeanants might be able to be released on citation, bail, or OR, or if classification refinements might allow more inmates to be assigned to the Sentenced Facility, it is unlikely that secure housing needs would be reduced much below the 63 bed rated capacity, and even if they were, it would be exceeded again within a short period of time.

In terms of secure detention, construction of a new jail facility on a site large enough to allow economical low-rise construction and provide for expansion to meet future needs appears to be in the best long-term interest of the County. Options for a new jail include:

1. Total jail replacement, including maximum and medium security of the Main Jail, and minimum security of the Sentenced Facility. This option would have a large scope and would require maximum new construction costs. Operational costs could potentially be decreased, as staffing economies would result from the operation of one facility only, although transportation of inmates to courts would be a new expense.

2. Replacement of the Main Jail only, with the Sentenced Facility remaining at the HEW building. The existing jail space could be remodeled for other County functions, or for courts holding if the courts remain in the building. This option would have a significantly smaller scope than Option 1, but unit construction costs would be higher because the project would consist of high security construction. The operation of two facilities would have higher staffing and operational costs than one facility only. However, the availability of space in the Courthouse for other functions might create savings in other areas.

3. Retention of the Main Jail for maximum security housing only, with medium and minimum security housing at a new

facility. The HEW operation would be transferred to a new facility, as would a portion of the population of the Main Jail. Medium and minimum security construction would have a somewhat lower unit cost than Option 2, but operational costs of running two facilities would be maintained, as would costs of transportation of inmates to court.

Selection of a solution to current problems should be explored in a master planning process which includes operational and construction costs, phasing and implementation plans, and which considers other factors such as expected growth of inmate populations of different security levels, the capabilities of the existing facilities to handle expected populations and programs, safety of the facilities and conformance to standards, liability exposures, land availability, other County and community interests, and funding availability. Thorough planning up front can make possible the avoidance of spending money on projects that may be expedient but must be thrown away after a short period of time because they cannot meet real long-term needs.

G. Population Projections

Introduction and Historical Background

Consultants collected 10 years of historical data to project the Nevada County jail population through the year 2020. Two methods were employed to forecast future jail population. Results were compared and analyzed to develop a Consultant recommended range to be used for future jail planning.

In the table below, the historical data is presented. Following the table, background information about the historical data is discussed.

TABLE 10

Historical Data: Nevada County Jail

	Total Bookings	ADB	ADP	ALS	County Pop.
1977	1696	4.6	47.7	10.4	40,397
1978	1669	4.6	53.1	11.5	44,504
1979	1955	5.4	45.1	8.4	48,204
1980	2280	6.2	55.8	9.0	52,697
1981	2633	7.2	68.9	9.6	56,751
1982	2480	6.8	75.0	11.0	60,407
1983	3895	10.7	85.0	7.9	64,269
1984	4344	11.9	96.0	8.1	68,170
1985	4065	11.1	93.0	8.4	72,093
1986	4274	11.7	99.0	8.5	76,026
Total % Change	152.0%	154.0%	107%	18%	88%
Annual Rate Change (77-86)	+10.8%	+11%	+8.5%	-2.1%	+7.3%
Annual Rate Change	+3.1%	+3%	+5%	+2.5%	+5.8%

County Population

Nevada County's population has increased historically over the last ten years at an annual rate of 7.3%, with an 88% increase in population from 1977 to 1986. However, this growth rate appears to be slowing down. The annual rate of change from 1983 to 1986 shows a growth factor of 5.8%. California State Department of Finance estimates indicate county population growth will continue, but at a decreasing rate; approximately 6.5% over the next five years, but only 4% over the next ten years. Nevada County Planning Department estimates an even slower rate of growth. Where Department of Finance figures project population for the year 2000 at 122,879, a 61% increase, the Nevada County Planning Department estimates growth at 50%. The Planning Department's estimates may reflect the County's Official long range plans and may therefore be more accurate.

Jail Population (ADP)

Jail population (ADP) more than doubled in the last ten years (see Table 10). The ADP increased at a rate of 8.5% a year, slightly faster than the general population at 7.3%, indicating an increasing trend in per capita ADP. However, in recent years, 1983-1986, the rate of growth has slowed to 5%. The anticipation by the courts and criminal justice system of the main jail being under construction in 1986, coupled with the impact of greater use of alternatives to detention as recommended in the 1983 Needs Assessment may be contributed to this reduction in ADP growth. It is not possible to determine whether this slower ADP growth rate will continue after main jail construction is completed.

Bookings (ADB)

Total bookings per year have increased 152% since 1977, from 1696 to 4274. The highest number of bookings was recorded in 1984 (4344). Prior to 1983, bookings increased at an average rate of 8% per year. Since 1983, bookings have leveled off to an average 3% per year increase, actually decreasing in 1984 and 1985. Changes in booking policies in Truckee in 1985, contributed to lower 1985 and 1986 figures. Prior to 1985 Truckee accounted for approximately one third of the total Nevada County bookings. Since 1985, Truckee bookings have dropped to just under 20% of the total.

Average daily bookings have held steady at 11.35 per day since 1983. Prior to 1983, they averaged 5.8 per day.

Overall, they have increased by 11% annually.

Average Length of Stay (ALS)

Average lengths of stay of 7.9 days to 11.5 days were recorded from 1977 through 1986. In general, ALS has decreased at 2.1% annually with little fluctuation. The largest difference reported was between 1982 and 1983, when ALS dropped from 11 to 7.9 days. it has remained within one day of the low reported in 1983 (7.9) through 1986. The ALS for the then year time period average 9.3 days.

Methodology and Results

Two methods were used to forecast Nevada County jail population through 2020.

Standardized Method

The standardized method, developed by the Board of Corrections, projects future jail population as a function of county population estimates (POP) and historical ratios of ADP to POP*. The ADP is the result of the average ratio applied to estimated population. The standardized method assumes that change in the ADP is largely a function of population growth and all other factors will remain constant. This widely has been used widely, but results can be unrealistically low.

Ratios were calculated on the previous ten year average (.001214) and the most recent five year average (.001312). Consultants noted an increase of approximately + .0001 in the ratio and cast a third set of projections in which the ratio was adjusted by that amount after every five years.

Results based on the ten year average ratio predict ADP's of 149 (138) in 2000 and 216 (200) by 2020*. (See Table 11).

* Population estimates were based on California Department of Finance and Nevada Planning Department figures. Results based on Planning Department figures are given in parenthesis.

TABLE 11

Standardized Method - Projections by Year

Year	County Pop. (Dept of Finance)	10 yr. Ratio (.001214)		5 yr. Ratio (.001312)		Adjusted Ratio	
1987	79,965	97		105		105	
1988	83,886	102		110		110	
1989	87,787	107		115		115	
1990	91,683	111		120		120	
1991	95,068	115		125		125	
1992	98,466	120		129		138	
1993	101,854	124		134		143	
1994	105,236	128		138		147	
1995	108,598	132		142		152	
1996	111,446	135		146		156	
1997	114,296	139		150		171	
1998	117,161	142		154		175	
1999	120,025	146		157		180	
2000	122,879	149	(138)*	162	(150)*	184	(171)*
2001	125,536	152		165		188	
2002	128,230	156		168		205	
2003	130,961	159		172		210	
2004	133,719	162		175		214	
2005	136,494	166		179		218	
2006	139,269	169		183		223	
2010	150,500	183		197		256	
2015	164,500	200		215		296	
2020	177,800	216	(200)*	233	(216)*	338	(314)*

* Nevada County Planning Department

The 1987 ADP is projected at 97, two less than the 1986 actual ADP. Given the increasing trend (8.6% per year) this seems low, but could be viewed as consistent with the relatively stable ADP reported between 1984 and 1986. However, these projections allow for 34% growth in the ADP over the next ten years. This is much lower than the over a 100% increase logged over the previous ten years, and less than the anticipated increase in the general population, 43%.

The five year projections allows for 43% growth over the next ten years and project ADP's for 2000 of the 161 (150) and for 2020 of 233 (216). The growth factor for these projections is exactly equal to the expected county population growth.

Adjusting the ratio to respond to the noted increasing trend resulted in ADP's for 2000 of 184 (171) and for 2020 of 338 (314). This adjustment predicts 53% growth for the next ten years compared to 43% growth in the county population.

TABLE 12

County-Preferred Projections by Year

Year	Total Bookings	ADB (+5%)	ALS (8.2%)	Proj. ADP
1986	4274	11.7	8.5	99
1987		12.3	8.7	107
1988		12.9	9.0	116
1989		13.5	9.3	126
1990		14.2	9.3	132
1991		14.9	9.3	139
1992		15.7	9.3	146
1993		16.5	9.3	153
1994		17.3	9.3	161
1995		18.2	9.3	169
1996		19.1	9.3	178
1997		20.1	9.3	187
1998		21.0	9.3	195
1999		22.1	9.3	206
2000		23.2	9.3	216
2001		24.3	9.3	226
2002		25.5	9.3	237
2003		26.8	9.3	249
2004		28.2	9.3	262
2005		29.6	9.3	275
2006		31.0	9.3	288
2010		37.7	9.3	351
2015		48.1	9.3	447
2020		61.4	9.3	571

County Preferred Method

A second method, described in the Corrections Planning Handbooks prepared for the California Board of Corrections (1981) was used as the County Preferred Method. This method employs historical data for ADP, ADB and ALS. Consultants analyzed past trends and interaction and developed a set of assumptions concerning future trends, supported by public records and interviews with county officials. Assumptions were interpreted numerically and applied to actual current figures to develop projections.

Consultants developed two assumptions incorporating the historical evidence, interviews and subjective reasoning.

Assumption 1: County population is expected to grow at the rate of 4% per year over the next ten years.

Assumption 2: The ratio of bookings to County population is increasing very slightly over time.

Historically, ADB increased by 11.3% annually. The jump in bookings between 1983 and 1984 distorts the general trend, which is normally given considerable weight in determining assumptions about future bookings. Both before and after 1982 and 1983, Nevada County experienced only moderate rates of increase (8% prior to 1983 and 3% since 1984.)

However, due to recent program changes, construction projects and booking strategies in Truckee, Consultants consider the recent ADB's unreliable. Instead, Consultants assume bookings will increase at the rate of 5% annually. This rate is slightly higher than estimated population growth and is midway between the historical ratios of ADB increase before and after the 1983 and 1984 leap.

Consultants further assume the ALS will begin to increase at 3% per year and then level off at 9.3. This assumption is based on the fact that ALS has shown greater consistency over time and has recently remained almost constant. ALS generally shows a curvilinear trend, and has done so historically in Nevada County. Consultants assume recent ALS figures represent the low end of the curve and will rise. The average is useful over the long run, but actual ALS may vary year to year.

Given all assumptions, above, the County-preferred Method shows a projected ADP for the year 2000 of 216 and for 2020 of 571.

Comparison of Standard and County Preferred Methods

All ADP's projected for 1987 are reasonably consistent with current levels and trends with the exception of the ten year Standard Method projection which is below the 1986 ADP level.

Results for all methods for ADP differ only slightly through the year 2000. Thereafter, results of the County-Preferred Method are increasingly higher.

The County-Preferred projections for ADB are consistent with recent levels and exhibit moderate expected increases. Actual ALS will probably develop a curvilinear trend, but Consultants believe it will continue to average 9.3 days. The resulting ADPs, as expected, increase moderately. The projected ADP for 2020, 571, appears high but represents about .3% of the estimated population compared with the historical .2%.

While county population is not normally a factor in the County-Preferred method, certain comparisons may be useful. County population is expected to grow at the rate of 4% per year for the next ten years according to Department of Finance estimates. Three of the projected ADP's increase at rates between 4.1% and 6.1% per year for the same period. These numbers are consistent with population estimates and with the observed increased trend in the ratio of ADP/POP. The County-Preferred Method results in an increase by 6.1% per year, which seems to reflect most accurately the magnitude of the expected trend. Given this 6.1% per year increase, relatively large differences develop when projections are carried through 2020.

TABLE 13

Comparison of Projected ADP for Selected Years

	Standardized Method *				
	10-year Ratio	5-year Ratio	Adjusted C-P Ratio	Method	Recommended Range
1987	97	105	105	107	104-112
1990	111	120	120	132	128-139
1995	132	142	152	169	164-177
2000	149 (138)	161 (150)	184	216	210-227
2010	183	197	256	351	340-360
2020	216 (200)	233 (216)	338 (314)	571	554-600

* Numbers in parentheses are based on Nevada County Planning Department projections.

Conclusions

Consultants favor results obtained from the County-Preferred Method, with reservations. In general, this method is better grounded. The assumptions developed to drive those projections represent a broader range of factors. They are more responsive to trends, and provide an opportunity to temper the "hard data" with other sources of information. Consultants believe assumptions formulated for the County Preferred Method are supported by evidence from hard data and also recognize conditions changing within the County may indicate new developing trends. Consultants recommend Nevada County plan around the County-Preferred results, with flexibility built in for -3% to +5% variation as indicated by Table 13.

Nevada County is in a period of flux due to the implementation of new programs and policies, construction projects, and changes in booking strategies in Truckee. All have had a marked impact on trends since 1983, making it impossible at this point to separate long term impact from

temporary effects. Consultants, therefore, recommend that conditions in Nevada County be carefully monitored and that these projections undergo frequent review.

H. BED CAPACITY ANALYSIS

The purpose of the bed capacity analysis is to determine the net need for new jail bed space by custody level for 1990-2020. The process involves first, determining the total need for beds during this period. These estimates are then adjusted for a variety of factors affecting bed space need, for example, peaking factors and pre-trial diversion programs. Also, the general estimate is distributed by custody classification on the basis of a comparison of population projections and the results of the custody classification exercise. The results of the bed capacity analysis then are used as a parameter for planning.

Factors Affecting Need for New Beds

Population projections matched with the external classification exercise will yield the unadjusted demand for detention and corrections bed space by custody level. These factors are the essential elements in predicting bed capacity needs for 1990-2020. This base data is adjusted by factors which can effect both the demand and supply of bedspace. These factors include:

1. existing jail beds to be retained (minus),
2. replacement beds, i.e., existing beds which should be replaced due to poor physical condition (plus),
3. overcrowding factor: BOC and national standards suggest a figure 20% higher than projected ADP for facilities planning purposes (plus),
4. pre-trial and post-sentencing alternatives (minus) and,
5. alternative classification or assignment which can effect the type and location of beds needed.

Table 14 below summarizes the total unadjusted population projections of future jail populations. Varying assumptions about County population increases, ALS, and YBR result in the different projections noted as "low," "medium," and "high."

TABLE 14
Jail Population Projections (ADP)

Year	Low	Medium	High
1990	120	132	139
1995	152	169	177
2000	184	216	227
2010	256	351	360
2020	338	571	600

Table 15 below arrays the projected jail population by custody level. The classification study which was derived from a sample of the current population suggests percentages by custody level: 1) Minimum Security 53% 2) Medium Security 19% and 3) Maximum Security 28%.* Matching this current distribution against future projections suggests an approximate breakdown of future jail population by custody type.

TABLE 15
Projected ADP by Custody Levels, 1990-2020

	ADP	Minimum (54%)	Medium (19%)	Maximum (27%)
Low				
1990	120	63.6	22.8	33.6
1995	152	80.5	28.9	42.6
2000	184	97.5	35.0	51.5
2010	256	135.7	48.6	71.7
2020	338	179.1	64.2	94.7
High				
1990	139	73.7	26.4	38.9
1995	177	93.8	33.6	49.6
2000	227	120.3	43.1	63.6
2010	360	190.8	68.4	100.8
2020	600	318.0	114.0	168.0

* Classification categories include both pretrial and post-sentence inmates.

The minimum security level, as with all classification types, is a combination of both pretrial and post-sentence inmates. At 54%, the percentage for minimum security is quite high. The pretrial element in the minimum security classification represents 15% of the total inmate population (or 27% of the minimum security classification).

The projections set forth above reflect total bed space needs for the three custody levels. The need for replacement beds, the reuse of certain existing beds and program adjustments, etc., modify these figures.

Table 16 arrays existing bed space by location and custody type. BOC ratings, not County ratings were used to calculate existing bed space.

TABLE 16

Existing Bed Space by Location and Custody Type

Facility	Minimum Beds	Medium Beds	Maximum Beds
Main Jail*	0	43	20
HEW Minimum Security	48	-	-
Truckee	-	6	-
Total	48	49	20

* Main Jail maximum security and medium security beds include one and eight beds, respectively, for women inmates and the HEW Facility includes five beds for women.

Projected Jail Bedspace - Basic Adjustments

Basic adjustments to the future need for jail bedspace are made by considering the peaking factor (1.2 X projected ADP) and the existing reuseable bedspace distributed by its custody level. The result will yield a general estimate for housing space on the basis of its configuration, i.e., dormitory, multiple occupancy cells and single cells. This breakdown is crucial because of the great differences in construction as well as staffing cost implications for each housing type. Note that combining these factors produces estimates of net bedspace need before adjustments are made for any new or increased pre-trial or post-sentence

alternatives the County may elect to use. Increased uses of pre-trial release would probably have the effect of reducing the demand for medium security bedspace with some very slight demand reduction for maximum and minimum bedspace. On the other hand increased post sentencing alternatives would reduce the demand for minimum security bedspace.

For planning purposes 1990 (Table 17) and 1995 (Table 18) were utilized because they represent the short or near term and are hence more reliable indicators for estimating need. Projected ADP's, low, and high, were used to suggest what the various needs are under different assumptions.

TABLE 17

Projected Net Bedspace Need or "Shortfall", 1990

Custody Type	Unadjusted Total Need	X Peaking Factor	= Gross Need	- Existing Beds	= "Shortfall" or Net Need (+/-)
A. Low Projection N = 120					
Minimum	64.8	1.2	77.8	48	+ 29.8
Medium	22.8	1.2	27.4	49	- 21.6
Maximum	32.4	1.2	38.9	20	+ 18.9
B. Medium Projection N = 132					
Minimum	71.3	1.2	85.6	48	+ 37.6
Medium	25.1	1.2	30.1	49	- 18.9
Maximum	35.6	1.2	47.7	20	+ 27.7
C. High Projection N = 139					
Minimum	75.1	1.2	90.1	48	+ 42.1
Medium	26.4	1.2	31.7	49	- 17.3
Maximum	37.5	1.2	45.0	20	+ 25.0

TABLE 18
Projected Net Bedspace Need or "Shortfall", 1995

Custody Type	Unadjusted Total Need	X Peaking Factor	= Gross Need	- Existing Beds	= "Shortfall" or Net Need (+/-)
A. Low Projection N = 152					
Minimum	82.1	1.2	98.5	48	+ 50.5
Medium	28.9	1.2	34.6	49	- 14.4
Maximum	41.0	1.2	49.2	20	+ 29.2
B. Medium Projection N=169					
Minimum	91.3	1.2	109.6	48	+ 61.6
Medium	32.1	1.2	38.5	49	- 10.5
Maximum	45.6	1.2	54.7	20	+ 34.7
C. High Projection N = 177					
Minimum	95.6	1.2	114.7	48	+ 66.7
Medium	33.6	1.2	40.3	49	- 5.8
Maximum	47.8	1.2	57.4	20	+ 37.4

The above material sets forth a formal bed capacity analysis based on projections, and classification of both inmates and housing areas. This formal bed capacity analysis relies upon a strict classification of inmates, independent of whether they are sentenced or unsentenced. While there is a large percentage of those inmates who could be classified as minimum security, in reality, many of those inmates are unsentenced and therefore difficult to place in a minimum security setting. Consultants have taken into consideration this difficulty in classifying and housing minimum security inmates. To adjust for this factor, Consultants reclassified Levels I and II unsentenced minimum security inmates as Level III medium security.

This changed the percentages:

	from:	to:
minimum security	54%	39%
medium security	19%	34%
maximum security	27%	27%

Using this adjusted ratio, Tables 19 and 20 show a more functional analysis. However, ideally, Nevada County should undertake to house unsentenced minimum security-type inmates in less secure, and expensive, housing.

TABLE 19

Projected Net Bedspace Need or "Shortfall", 1990
(Adjusted)

Custody Type	Total Need	X Peaking Factor	= Gross Need	- Existing Beds	= "Shortfall or Net Need (+)
A. Low Projection N=120					
Minimum	46.8	1.2	56.2	48	+ 8.2
Medium	40.8	1.2	49.0	49	+ 0
Maximum	32.4	1.2	38.9	20	+ 18.9
B. Medium Projection N=132					
Minimum	51.5	1.2	61.8	48	+ 13.8
Medium	44.9	1.2	53.9	49	+ 4.9
Maximum	35.6	1.2	47.7	20	+ 27.7
C. High Projection N=139					
Minimum	54.2	1.2	65.0	48	+ 17.0
Medium	47.3	1.2	56.8	49	+ 7.8
Maximum	37.5	1.2	45.0	20	+ 45.0

TABLE 2Ø

Projected Net Bedspace Need or "Shortfall", 1995
(Adjusted)

Custody Type	Total Need	x Peaking Factor	= Gross Need	- Existing Beds	= "Shortfall"or Net Need (+)
A. Low Projection N=152					
Minimum	59.3	1.2	71.2	48	+ 23.2
Medium	51.7	1.2	62.Ø	49	+ 13.Ø
Maximum	41.Ø	1.2	49.2	2Ø	+ 29.2
B. Medium Projection N=169					
Minimum	65.97	1.2	79.1	48	+ 31.1
Medium	57.5	1.2	69.Ø	49	+ 2Ø.Ø
Maximum	45.6	1.2	54.7	2Ø	+ 34.7
C. High Projection N=177					
Minimum	69.Ø	1.2	82.8	48	+ 34.8
Medium	6Ø.2	1.2	72.2	49	+ 23.2
Maximum	47.8	1.2	57.4	2Ø	+ 37.4

Planning Analysis

The bed capacity analysis shows that Nevada County will need a large number of minimum security beds (between 23.2 and 66.7 beds by 1995). Careful classification and intense efforts at pre-trial and post-sentence programming of alternatives to custody are required to avoid future overcrowding, litigation, and over construction of expensive new maximum and medium security beds. The tables below summarize bedspace needs for 1991 and 1996 (unadjusted and adjusted).

TABLE 21
Bedspace Needs Summary

Custody Level	Gross Need		Existing Beds	New Beds Needed	
	1990	1995		1990	1995
Minimum	77.8 to 90.1	98.5 to 114.5	48	29.8 to 42.1	50.5 to 66.7
Medium	27.4 to 31.7	34.6 to 40.3	49	-21.6 to -17.3	-14.4 to -5.8
Maximum	38.9 to 45	49.2 to 57.4	27	18.9 to 25	29.2 to 37.4
Total	144-167	152-177	124		

TABLE 22

Adjusted Bedspace Needs Summary

Custody Level	Gross Need		Existing Beds	New Beds Needed	
	1990	1995		1990	1995
Minimum	56.2 to 65.0	71.2 to 82.8	48	8.2 to 17.0	23.2 to 34.8
Medium	49.0 to 56.8	62.0 to 72.2	49	0 to 7.8	13.0 to 23.2
Maximum	38.9 to 45.0	49.2 to 57.4	20	18.9 to 45.0	29.2 to 37.4
Total	144-167	152-177	124		

The bed capacity analysis is based on an external classification instrument, as well as on inmate projections (the latter tends to be a poor planning tool). In all likelihood, the actual bed needs will vary considerably. This variation will be based on how many minimum security pre-trial inmates are held in maximum security versus released, and on which other inmates are released through recommended pre-trial and post-sentence alternatives.

I. Regionalization

Introduction

In assessing local detention and corrections needs, the possibility of regionalizing facilities, programs, operations and services, or support services must be addressed. Facility sharing may exist through instances of contractual agreements between counties, to supplement jail space on a temporary basis (i.e., to solve temporary problems of overflow, inadequate staff/inmate ratio, etc.). The basic case for regionalization will be addressed through an examination of facilities in adjoining Placer, Sierra and Yuba Counties. Each will be reviewed for capacity, geographic location, and population.

Placer County

Placer County shares Nevada County's southern border. It has 3 facilities, a Main Jail and a minimum security facility located in Auburn, and a small facility in Tahoe City. The Auburn facilities are located 35 miles from Nevada City; the Tahoe City substation lies 67 miles east of Nevada City. All facilities are experiencing crowding and have exceeded their Board-rated capacities. At this time, Placer County officials are interested in replacing the outdated Tahoe City substation, and increasing beds or better regulating the population at the other 2 facilities. Presently, there is neither room for nor interest in sharing facilities with Nevada County at this time. However, Nevada County does share the Mental Health facility in Placer County which provides diagnosis and bedspace for the mentally ill.

Sierra County

Sierra County lies to the north of Nevada County. The Sierra County Sheriff's Department operates only a 5-cell holding facility in Downieville. Inmates needing to be housed over 48 hours are brought to Nevada County to be housed in the Nevada County Jail. The distance is approximately 45 miles and takes about an hour. Currently, Nevada houses 6 inmates from Sierra, which seems to be a typical number on average. Sierra County is satisfied with current arrangements and has no plans to change them in the future.

Yuba County

Yuba County lies west of Nevada County. The County operates one jail, the maximum security Main Jail in

Marysville. This jail opened in 1962, has a Board-rated capacity of 145, and an ADP of 128. The facility is located approximately 30 miles from Nevada City.

Yuba County is currently working on maintaining self-sufficiency in housing inmates. The Yuba jail is too close to capacity to house inmates from other counties, and Yuba officials are not interested in housing their inmates elsewhere.

Planning and Policy Options

V. PLANNING AND POLICY OPTIONS

Through the analysis of corrections data, interviews and Advisory committee meetings, a variety of options were discussed for reducing the demand for beds and providing for facility needs. The material is presented in two groups. The first group outlines options for programs and procedures and the second group presents facility options.

The material is set forth in schematic form. For each program or facility option, a program or facility element describes the essence of the option; pros and cons set forth expected or possible advantages and disadvantages; and costs set for economic factors for implementation. Last, for programs and procedure options, impacts identify consequences of implementation in terms of bed space.

A. Program and Procedures

The program and policy options summarize ways to reduce demand for beds before considering construction. The maximum use of alternatives to reduce demand is in step with the BOC philosophy, is cost effective and provides long-term flexibility in meeting growing corrections populations.

1. Expand use of the Minimum Security Detention Center
   - a. Program Elements
     - (1) Expand eligibility (working within community imposed constraints
     - (2) Fill unused beds
     - (3) Possible housing of minimum security pretrial (i.e., second offense drunk drivers)
   - b. Pros
     - (1) Maximizes use of a well run facility
     - (2) Reduces demand for scarce and costly Main Jail beds
     - (3) Less expense to house than at the Main Jail
     - (4) More appropriate use of inmate resources (kitchen help, maintenance, etc.)
   - c. Cons
     - (1) Increase staff time to screen and classify potential inmates
     - (2) Increased possibility of program failures
   - d. Costs
     - (1) Minimal staff time for screening offset by more efficient use of jail beds
   - e. Impact: estimate 5-15 main Jail beds

2. Reduce Time for Transferring to Minimum Security Detention Center
   a. Program Elements
      (1) Reduce the amount of time it takes to screen, classify and transfer eligible inmates to the HEW Minimum Security Facility
   b. Pros
      (1) Reduce use of costly Main Jail beds
      (2) Speeds the placement of eligible inmates in a more appropriate setting
   c. Cons
      (1) Staff time to screen, verify information and classify
   d. Costs
      (1) Increase in staff time, minimal
   e. Impact: estimate 2-5 main Jail beds

3. Speed Release of Drunk Drivers
   a. Program Elements
      (1) Reduce average length of stay for Jail OR releases of drunk drivers
   b. Pros
      (1) Reduces demand for costly Main Jail beds by minimum security type offenders who, in most cases, will be ultimately released pretrial
   c. Cons
      (1) Staff time, minimal
   d. Costs
      (1) Staff time
   e. Impact: 2 beds

* The tracking analysis shows that ALS for drunk drivers increased over other Sheriff OR releases by a factor of 8, taking an ALS of 1.16 days. However, increased ALS may be due to cases involving prior offenses.

4. Drunk Driving - Repeat Offenders

   a. Program Elements
      (1) Reduce pretrial time
      (2) Speed placement at the minimum security facility, post sentence
      (3) Consider pretrial placement of repeat offenders at the minimum security facility
   b. Pros
      (1) Reduces demand for costly Main Jail beds
      (2) Places minimum security type offenders in a more appropriate and cost-effective setting
      (3) Helps fill underutilized Detention Center

c. Cons
   (1) Increase time for screening and placement
   (2) Possible failures
d. Costs
   (1) Staff time to screen and make placement determinations, minimal
e. Impact: Estimate 2 Main Jail beds

5. Public Inebriate Alcohol Program
   a. Program elements
      (1) More aggressive use of County and contract programs for detoxification of the public inebriate
      (2) Develop a protocol for systematically and effectively dealing with public inebriates and referring them to the Detox Center
   b. Pros
      (1) May minimally reduce police prosecution court time and jail beds
      (2) Provide treatment (not just punishment) for alcoholism
   c. Cons
      (1) Poor potential for actual rehabilitation
      (2) Requires transport to detox
   d. Costs
      (1) Detox Center/Recovery Home might require additional funding; $15,000.
      (2) Appropriate detox facility may need to be added to proposed County Jail Facility
   e. Impact: estimate .5 beds saved

6. Mental Health-Related Arrests
   a. Program elements
      (1) Develop standard policy and procedures with criteria for arrest and diversion of mental health-related arrests (based on interaction between the Sheriff's Office, the Police Departments and the County Mental Health Department)
      (2) Develop a protocol for identifying possible suicide risks
   b. Pros
      (1) More humane, and more in spirit of BOC regulations and funding guidelines
      (2) Standardization reduces confusion and provides for a more predictable and uniform practice
      (3) Sheriff and Mental Health Department inputs in setting up procedures help ensure practicability and security
      (4) Reduction of bed needs, reduction of repetitive

c. Cons
   (1) Increased burden on County Mental Health Department
   (2) Staff time required to draw up policy and staff training
d. Costs
   (1) New forms and training
e. Impact: estimate 1 bed saved

B. FACILITY OPTIONS

Information from the bed capacity analysis, population projections and analysis of programs, tracking, classification, and inmate profile point to the need for approximately 100 net new beds by 1995. Even with some increased use of alternatives to incarceration and other mechanisms outlined in the Programs and Procedures Options, Nevada County will in the future need to add beds to its corrections system.

Below is an analysis of the County's various schedule and phasing options, with an evaluation of each; a section on current staffing as well as high, medium, and low staffing for a new jail; and Consultant's conclusions and recommendations based on a review of all available data and the County's overall circumstances. Consultants wish to emphasize that a "hard" analysis is impossible given the unknowns as well as the uncertainty of cost comparisons between inadequate current staffing levels and possible staffing levels in a future facility. These analyses involve political decisions as well as corrections decisions.

A. Option 1: No new construction, continue to use newly remodeled Main Jail and the HEW Detention Center.

1. Elements
   a) Main Jail would house most unsentenced and all maximum security sentenced inmates.
   b) Expanded use of the Detention Center to house all minimum security sentenced inmates, including weekenders, and some qualified unsentenced minimum security inmates, as well as some qualified medium security sentenced inmates.

2. Pros.
   a) Few new staff positions required; (jail is currently understaffed).
   b) No disruption of jail system as with new construction.
   c) Unsentenced inmates would remain near the courts, (no transportation required).
   d) Continued and more optimal use of the highly efficient and effective HEW Detention Center
   e) More cost effective than using BOC County allocated funds of $2.7 million, due to likely future increases in County expenditures for

staffing and life cycle costs of a new jail, (e.g., increased population load), and due to the "natural" limit on growth in inmate population; (i.e., jails fill up when there are empty beds).

f) Politically acceptable at this time to keep the Main Jail in use rather that abandoning it after the recent remodeling expenditures of $900,000.

g) May ensure a better case for future BOC funds if there is a future bond issue.

3. Cons

a) Eventual overcrowding, even with increased use of the HEW Detention Center for minimum and possible medium security inmates

b) Optimal and/or long term future use of the HEW Detention Center may be impeded due to neighborhood resistance.

c) Continued use of an "old style" Main Jail with inherent staffing, security, constitutionality and overall design deficiencies, (i.e., potential litigation losses).

d) Continued management of two separate facilities with some costs for duplication in staffing and services

e) May not be politically sound to not take allotted BOC money, even if it entails an increase in County expenditure,(match, life cycle cost, etc.).

B. Option 2: Total jail replacement (except Truckee), construction of a new jail facility at the Rood Center site (or other appropriate site).

1. Elements

a) Low-rise new jail facility to house maximum, medium and minimum security; old Main Jail and HEW Detention Center would close.

b) Expandable, constructed with future jail population in mind. Core built to accommodate expansion.

c) Build for 150-200 now, expandable to 300 within 20 years, and 500 within 40 years.

d) New style construction, programmatic and physical differences among custody classifications.

2. Pros

a) Only one jail to administer, staff, heat, maintain, etc.

b) Some possible staffing economies through

operation of one, instead of two, facilities.

c) A constitutional, up-to-date jail with improvements in security, administration, programming, etc.; including video arraignment and a small, secure courtroom

d) Expandable, built with a core able to handle future population expansion with minimal construction.

e) Virtually eliminates potential of serious losses from litigation; improves overall professionalism of corrections; better jail environment has multiple side-effects benefiting overall community

3. Cons

a) Closure of two operable facilities, the recently remodeled Main Jail and the HEW Detention Facility, likely to greatly increase operational and staffing costs in the first years of operation over costs for running the current two facilities during that same period.

b) Transportation costs for inmates to and from courts if no video arraignment and/or small secure court room

c) Possible increase in inmates due to the "demand driven" nature of jails; e.g., if more beds are available there will be "more" inmates

Option 2: Modifications
Modification A

1. Elements

a) Same as Option 2 - Total jail replacement, construction completed in two to five years.

2. Pros

a) Construction completed at possible cost savings due to inflation

b) Current BOC funds could be used

3. Cons

a) May be less cost effective than running the current Main Jail and HEW Detention Center (See staffing costs)

b) May not be politically acceptable so soon after the recent expenditure for the remodeling of the Main Jail. (However, it will probably be at least three to four years after the date of remodel completion before abandonment of the Main Jail. The potential savings to the County during this time from possible lawsuits due to prior unconstitutional conditions could instead be used as a political "plus".)

Modification B

1. Elements
   a) Same as Option 2 - Construction completed in 6 to 9 years
2. Pros
   a) May be more politically expedient; i.e., the recently remodeled Main Jail would be used for a longer period
   b) Current BOC funds may still be able to be obtained for this project
   c) The well run HEW Detention Center could be "optimally used" before ultimate abandonment
   d) Possible savings in staffing and operational costs by using the two current operational facilities until such time as jail population demands necessitate more bed space. (See staffing costs)
   e) The County would be required to better use its two facilities and alternatives to incarceration to ensure against overcrowding.
   f) As per above, delaying construction would probably "contain" jail population growth
3. Cons
   a) Construction and materials cost may rise
   b) Overcrowding may become more serious before construction is completed

Modification C

1. Elements
   a) Same as Option 2 - Construction completed in 10 or more years
2. Pros
   a) Possible savings in staffing and operational costs
   b) Continued management of crowding with a "cap" on population
3. Cons
   a) May require that the County forfeit currently allocated BOC funds
   b) Probable increase in cost of construction and materials
   c) Overcrowding may occur before construction is completed; possible litigation and temporary measures

C. Option 3: Retention of the Main Jail for maximum security and unsentenced population only; medium and minimum security housing at a newly constructed facility

1. Elements
   a) Use of the Main Jail for maximum security and most unsentenced inmates
   b) Construction of a new facility for medium and minimum security inmates
   c) Expandable type of construction for new facility, allowing future housing of maximum security inmates
   d) Closure of the HEW Detention Center
2. Pros
   a) Medium and minimum security construction would have a lower unit cost than for Option 2
   b) Retention of the Mail Jail permits availability to courts
3. Cons
   a) Administration of two facilities
   b) Transportation costs
   c) Operational and staffing costs may be increased over running one facility (Option 2)
   d) Continued use of an outdated, staff inefficient jail

Option 3: Modifications
Modification A - New facility with retention of old Main Jail

1. Elements
   a) Same as Option 3 - Construction of new facility completed in two to five years
2. Pros
   a) Construction completed at possible cost savings due to inflation
   b) Current BOC funds could be used
3. Cons
   a) Operational and staffing costs may increase over continuing to use Main Jail and HEW Detention Center

Modification B

1. Elements
   a) Same as Option 3 - Construction of new facility completed in 6 to 10 years or in over ten years

2. Pros
   a) Probable savings in operational and staffing costs by waiting (6-10 and over 10 years)
3. Cons
   a) Probable increase in cost of construction and materials
   b) Possible forfeiture of current BOC funds
   c) Overcrowding may occur before construction is completed; possible litigation and temporary measures

Staffing

The current staffing for the old Main Jail and the HEW Detention Facility is minimal. Jails run on a 24-hour/7-day bases, requiring 4.7 to 5 FTE (Full Time Equivalent employees) for each "post". The requirements for posts vary by shift, etc.

Currently, the Main Jail runs with 3 posts while the HEW facility has 2. Other staff are required to feed and move inmates; to deal with booking flow, and to handle women, Court movement, etc. Thus, while 25 persons (or about 5 posts) can secure the 2 facilities on a 24-hour basis, 37 persons are needed to staff the jails and feed and move inmates, and even this is still inadequate.

A. Current

1. Main Jail

1	administrator/captain
1	Sergeant
4	corporals
1	deputy transportation officer
1	law enforcement office assistant II
1	recreation officer
5	male correctional officers (C.O.)
4	female C.O.'s
3	bailiffs (double as C.O. when needed)
(2)	male part-time C.O.'s **
(2)	female part-time C.O.'s **
21	Total, not including part-time C.O.'s plus 1 Health Department Nurse

*The recent passage of a new budget will change staffing configurations to the addition of one sheriff corporal (for a total of 5) at the Main Jail and the replacement of four corporals by four Correctional Sergeants at the Detention Center.

**Part-time C.O.'s fill in as needed, hours per week vary from 0-40.

HEW Detention Center (D.C.)
1 Sergeant
1 Law Enforcement Office Assistant II
4 Corporals
10 C.O.'s
3 Cooks
19 Total
plus 1 Health Dept. Nurse (4 hrs/week) and use of County Buildings and Grounds maintenance person
===
40 Total Main Jail and D.C.

Consultants believe that a fourth post at the old Main Jail (i.e., five new positions) would more closely resemble adequate staffing for the County's two jails. For this reason, comparing the current staffing with a combined facility's needs suggests that no real savings in staffing would occur. In fact, comparing the above staffing plus one post with the "low" staffing pattern presented below shows little difference. The real impact of the new, combined facility would be on the efficiency of the staff, not the number or costs.

B. "Low" Staffing for a Combined Jail

For a maximum/medium/minimum "New Style" low-rise construction, 140-150 bed facility with a core constructed to accommodate eventual expansion to 300-600 beds.

1 Captain
5 Sergeants *
5 Booking Officers
1 Classification Officer
20 Housing Officers
5 Rovers **
3 Transportation
3 Cooks
0 Maintenance (on-call)
2 Clerical
45 Total

Staff Cost = $1,495,078/year
Inmate/Staff Ratio 3.20

* Sergeants perform training, exercise, and programs functions.

** Rovers used for intermittent observation of minimum security.

C. "Medium" Staffing for a Combined Jail

1	Captain
2	Lieutenants
5	Sergeants
5	Booking Officers
1	Classification Officer
20	Housing Officers
5	Rovers *
3	Transportation
1	Training Officer
1	Programs, Work Release Officer
3	Cooks
0	Maintenance (on-call)
2	Clerical
49	Total

Staff Cost = $1,662,610/year
Inmate/Staff Ratio 2.94

D. "High" Staffing for a Combined Jail

1	Captain
2	Lieutenants
5	Sergeants
5	Booking Officers
1	Classification Officer
25	Housing Officers
5	Rovers *
3	Transportation
1	Training Officer
1	Programs, Work Release Officer
3	Cooks
1	Maintenance
2	Clerical
55	Total

Staff Cost = $1,847,214/year
Inmate/Staff Ratio 2.62

* Rovers would be used for intermittent observation of minimum security.

Again, the above staffing levels for a combined jail, of low, medium and high, are only estimates and cannot be easily compared with the current jail staffing because current staffing is inadequate.

In essence, choosing to continue with the current facilities or using a new facility in combination with one or both of the current facilities is a function less of staffing costs as it is of other policy variables. Does the County want a new facility; and more beds? Is the County willing to pay for the construction and increased staffing?

OPTION ANALYSIS

Program and Policies Options

Below is a summary of the recommended program and policy options.

Recommended Program and Policy Options

1. Expand use of the minimum security Detention Center.
2. Reduce time for transferring to the minimum security facility
3. Speed release of drunk drivers
4. Reduce pretrial time and speed minimum security placement, post sentence, of repeat offender drunk drivers
5. Increase and more systematically use detox facility for public inebriates.
6. Develop standard policy and procedures for mental health problems and suicide risks.

FACILITY OPTIONS

Nevada County reviewed the possible options to increase bed space and update and make more manageable its corrections system. The County decided upon Option 2, Modification B: Total Jail Replacement (except Truckee) construction of a new jail facility, construction completed in six to nine years.

Consultant Recommendations

Consultants recommended and the Advisory Committee agreed by unanimous vote that the County delay construction of a new jail as long as possible, while still obtaining the BOC funds available for its construction. Delay will continue the exploitation of the HEW facility for as long as community acceptance will allow, and avoid the "demand driven" potential population increases that would come from a larger new jail. In the meanwhile, the County should move ahead to firm up its alternatives to incarceration for pre-trial and post-sentence inmates, and work hard to keep the crowding in the Main Jail to a low level. One additional post should be added to the Main Jail staffing to better insure against litigation problems.

The County should also apply to the BOC for funds to build a new jail, possibly the Rood Center site, setting aside enough acres to allow for expansion in the future.

At present, a combined facility should be planned, housing the minimum security inmates from the HEW facility as well as the medium and maximum security inmates from the old Main Jail. Planning should include a small secure courtroom as well as provision for video arraignment so as to minimize the transportation of pre-trial inmates to court. Planning should be based on the current classification proportions set forth in the classification section and bed capacity analysis section, with provision for slightly more maximum security (for pre-trial and management purposes).

Consultants recommend that the initial capacity of the new jail be around 150 to insure that a surplus of beds does not create a process that "recreates" crowding. Provision of a core for a facility that might reach 300 beds within 20 years seems to be a safe planning estimate, given County inmate projections.

Proposed Jail Facility at the Nevada County Government Center: Preliminary Program and Cost Study

In order to deal with the growing inmate population, inadequacies of the existing main jail, and the limited time it is expected that the HEW facility can continue to be used, it has been proposed that a new facility be constructed. The proposed new facility would house work furlough and minimum, medium and maximum security inmates, and would replace the Main Jail and HEW facility.

The following develops a preliminary scope and approximate cost for the proposed new facility, and also provides an initial assessment of the suitability of the Government Center site for a jail facility, as a first step determining the project's feasibility.

Program Assumptions:

The proposed new facility would constitute the County's complete jail operation, including intake and booking, jail administration, food service, laundry, inmate programs, and maintenance areas.

The facility would be planned to house the number of inmates necessary to meet the needs of the immediate future

(around 150 to 200 beds), and be capable of expansion to meet long-term needs (up to perhaps 500 beds in the next 30 - 40 years). This would preclude high costs involved in opening a second facility in the future to meet future bed needs.

Phased construction should be planned from the beginning. An initial phase might consist of core services and housing for perhaps about 150 to 200 beds. Growth would be achieved by adding new housing modules and expanding core service areas as required. The facility should be configured to allow incremental growth to take place without compromising ongoing operations and security.

Bed and Operational Needs:

Information provided by the Institute for Law and Policy Planning outlines the following facility bed and ancillary needs for the short-term future:

Bed Needs:

Males - 150 to 200 Beds:	Sentenced	Unsentenced	Total
Low Minimum (Work Furlough/Weekenders)	20.0 %	8.0 %	28 %
Minimum	14.0 %	4.0 %	18 %
Medium	17.0 %	6.0 %	23 %
Maximum	16.5 %	14.5 %	31 %
Subtotal Males:	67.5 %	32.5 %	100 %

Females - 12 to 15 Beds:	Sentenced	Unsentenced	Total
Maximum/Medium			50 %
Minimum/Low Minimum			50 %
Subtotal Females:			100 %

The facility should contain a small courtroom, shop area for inmates, kitchen (with appropriate equipment relocated from the HEW facility), detox cells, 5150/medical isolation room, laundry, storage, recreation yard, library, multipurpose room, and visiting areas. Each housing unit should have dayroom space.

PRELIMINARY PROGRAMS AND COSTS MODELS

The preliminary program and cost models presented below illustrate the approximate scopes and costs of a facility with alternative bed accommodation standards. These models consist of generic space requirements for approximately 150 bed and 200 bed single story jail facilities with podular housing units based on groupings of 48 beds. The 48 bed unit size was selected in order to work in multiples of 8 beds, which corresponds to code ratios for toilets, showers, etc.; and because 48 beds is a common minimum grouping for efficient staffing. Larger module group sizes may be appropriate for lower security levels, and smaller subdivisions are needed for segregation, PC, females and other special populations, as is represented in the program models. The facility size range of 168 to 216 beds represents a facility program using the 48 bed module standard configured to achieve the approximate custody needs in the near and medium range future. All of the programs use a common core of administration, operations, programs and supporting services sized for 216 beds.

Presented are three representative housing types: single wet cells (with toilets and wash basins in each cell); single dry cells (cells without plumbing, with inmates using central facilities; these cells must remain unlocked, except short lockdowns for counts or emergency situations may be allowed by the Board of Corrections); and dormitories. These configurations represent three housing accommodation concepts currently being used or planned for in California county jail facilities. Each has significant operational and construction cost implications which should be evaluated in programming the proposed new facility.

The space programs are generic in nature for this type of facility, and have had no input from the Nevada County Sheriff's Department regarding their specific requirements. Development of a program specific to Nevada County's needs should be one of the first tasks of implementing this project.

The cost factors used are based on the facility being of 1 story construction on good bearing soil. The cost models are based on functional area cost factors that are typical for jails of the type being considered. Construction costs vary considerably, however, and the cost models should be considered only as preliminary budgeting tools, and not actual estimates.

The site development costs are even more generic than those used for the building costs. As no engineering or technical information was available, the site cost factors should be considered as being representative of costs that may be incurred, and should not be considered as actual cost estimates.

The cost factors may not be exactly representative of construction market conditions in Nevada County, and the programming phase should include the development of cost models specific to the project. Both the cost and area programs should be considered representative of scope and costs to be expected, and usable for comparing the relative costs of the representative programs, but the actual project budget should be established only after detailed programming and appropriate engineering studies.

Four program and cost models are presented, as follows:

Option A: 216 Beds, All Single Cell Housing

216 beds total (192 male, 24 female). Male maximum security is configured as a 48 bed module subdivided into 2 units of 16 beds and 2 units of 8 beds for close custody, PC, administrative segregation, and other small special categories. Medium security male housing is in a 48 bed single cell module wet cells module. Minimum and sub-minimum security housing in two 48 bed housing modules in single bed rooms without plumbing (dry cells) with central toilet facilities. Female housing consists of 2 single wet cell modules, one for close custody, one for medium to minimum custody inmates.

Option B: 216 Beds, Single Cell and Dormitory Housing

216 beds total (192 male, 24 female). The same as Option A, except that minimum and sub-minimum security male housing is in 48 bed dormitories with centralized toilet facilities instead of 48 bed dry cell units. The cost factor use for the dormitory housing is based on non-lockdown, non-secure wood construction suitable for true minimum security operation. Units of this construction would have to be free-standing buildings or separated from the main secure building through fire doors. If lock-down capability or fire resistant construction is needed, approximately 20 to 25 percent should be added to the unit costs of these units.

Option C: 168 Beds, All Single Cell Housing

168 beds total (144 male, 24 female). The same as Option A, except that construction of the 48 bed medium security male unit is deferred.

Option D: 168 Beds, Single Cell and Dormitory Housing

168 beds total (144 male, 24 female). The same as Option B, except that construction of the 48 bed medium security male unit is deferred.

The model programs also include spaces for operations (intake and booking, transportation and courts holding, and central control); inmate programs, including medical, counseling, recreation, library and visiting; services, including food service (with costs based on reuse of HEW kitchen equipment), laundry, and commissary; facility administration (but not Sheriff's Department administration, or other department divisions); and facility maintenance. Outdoor recreation areas are also included.

A separate space and cost model has been developed for the courts portion of the project, so as to allow the various jail options to be compared directly.

A summary of the space program and cost models is as follows:

	BEDS PROVIDED	TOTAL BLDG AREA	AREA PER BED	TOTAL PROJECT COST	PROJECT COST PER BED
OPTION A	216	89,678	415	$12,967,970	$60,037
OPTION B	216	74,241	344	$10,362,037	$47,972
OPTION C	168	73,839	440	$10,427,246	$62,067
OPTION D	168	58,201	346	$ 7,801,438	$46,437

Staffing:

The model space programs imply facility staffing requirements of an adequate but efficient size. However, no attempt was made to develop a full staffing model at this time; this would require input from the Sheriff's Department

and other agencies that will have to be done as part of a detailed programming effort. Development of a detailed program and master plan of the facility should be the first step in implementing the facility, and it should address staffing requirements related to the projected inmate classification group sizes, and programs and services to be provided.

Government Center Site Capabilities

The proposed site for jail development is a portion of the Nevada County Government Center on State Highway 49 near Nevada City. A copy of the Preliminary Report/Phase I of the County Facilities Master Plan was provided, which consists of a preliminary site utilization feasibility study of the Government Center dated May 29, 1987, prepared by Gold & Boyd, Architects & Builders, and David Wright Associates, AIA, Architecture and Planning. Four site areas were identified in this study: Site A (4.5 - 5.0 Ac.), Site B (0.75 - 1.0 Ac.), Site C (2.5 - 3.0 Ac.), and Site D (5.0 - 5.5 Ac.). The Preliminary Report recommended that 1.5 Ac. of Site A be designated for library use, with the use of the rest of this site not defined; Site B was recommended for development as a fueling station; Sites C and D were considered possible for jail development, but recommended that a detailed study be done to "determine the economic and planning feasibility of the jail location at the Government Center or at alternative sites."

Sites C and D are contiguous, together about 350 ft. x 1350 ft. in dimension. However, a large water tank with an 80 ft. diameter easement as well as a reservoir split this area into three smaller parcels. The Preliminary Report implied that the water tank might be relocated and the reservoir perhaps filled, but these would require replacement and cooperation with Nevada City and/or other agencies. The total possible contiguous buildable site area in Sites C and D would require engineering studies to determine.

Site area needs for a 150 to 200 bed jail facility, expandable to 500 beds, vary depending on the building configuration. High rise jails are built on limited urban sites; however, these are the highest cost facilities in terms of construction cost, and also tend to have high operational costs due to inherent staffing inefficiencies. Mid-rise facilities of around 4 stories can have staff-efficient operations and less expensive structural cost, particularly relative to elevator and stair needs.

Low rise facilities of 1 to 2 stories are the least expensive to construct. Costs of stairs and elevators are eliminated or greatly reduced. Less expensive structural designs can be used, particularly for minimum security non-locked facilities which can be of wood or other non-secure construction (as was assumed for the 96 beds of minimum and sub-minimum units in the cost models prepared for this study). Single level operations allow for easy staff and inmate movement, and efficient operations. Low rise facilities can be built as one larger building, or as a grouping of smaller buildings in a campus plan. Campus plans, because the buildings are small scale, allow flexibility to design each building to meet its functional needs, and to be the least expensive structure consistent with these needs.

Low rise, and particularly campus plans, require the greatest site areas. Acreage needed depends on set-back and buffer zones needed, perimeter security needs, building configurations, topography, parking, and other requirements. A low-rise jail facility of 500 beds of a compact or consolidated plan may require on the order of 7 to 10 acres; a campus facility of 500 beds may require 20 acres or more. Provision of courts and other peripheral functions will increase site area requirements.

The Preliminary Report/Phase I of the County Facilities Master Plan did not include technical data regarding the proposed Government Center sites, particularly relative to topographic, utility, geotechnical and utility information needed to adequately assess site feasibility. In terms of site areas, access and easements, and adjoining land uses as indicated in this report, the following comments apply:

Site A: If not used for the library, the total site may be large enough to form a 250 - 350 bed compact low-rise jail facility, particularly if parking could be in adjacent areas. If the library is constructed where indicated, the site size would be too small for the jail facility, given the odd shaped site configuration. Also, it may be felt to be inappropriate to construct a jail facility so close to the main highway, the Government Center entrance road, and to the proposed library.

Site B: This site is too small to be usable for the proposed jail facility.

Site C: In itself, the area and shape of this site, particularly with the water tank easement through it, appears difficult to develop for more than about 200 jail beds in a low-rise configuration.

Site D: Site D between the water tank and reservoir may be able to take a 200 to 250 bed compact low-rise jail facility. If the reservoir could be earth filled, and site C used for parking and ancillary functions, the combined sites may be suitable for long-term jail needs. Ideally the water tank should be relocated to create a large contiguous site. Caveats on the use of this site include the close proximity of residential areas; the lack of setbacks and buffer zones; the probable need to fill the reservoir and (ideally) relocate the water tank to another location; and the unknown site needs of courts, other Sheriff's Department units, and other criminal justice agencies that might ultimately need to locate close to jail operations.

These long-range policy questions need to be addressed, and preliminary facility programs developed, in order to assess the suitability of the sites being considered.

LIFE CYCLE COSTS

Life cycle costs over thirty years are generally calculated as nine to fifteen times a facility's construction cost.* The construction cost for Nevada County's proposed new jail (approximately 168 beds, single cell and dormitory housing) has been estimated as $7,801,438. Below are projections of low, medium and high life cycle cost estimates over thirty years.

Low: $70,212,942.
Medium: $93,617,256.
High: $117,021,570.

Because of the many variables that exist in running, staffing and maintaining a jail, these projections should only be used as general guidelines.

*Information based on NIC interviews and prior analysis by Jay Farbstein.

NEVADA COUNTY
FACILITY SCOPE PROGRAM - PROPOSED GOVERNMENT CENTER FACILITY
OPTION A: WET & DRY CELL HOUSING: TOTAL BEDS = 216

Description	Type	Quant	Unit	NSF/ Unit	Base NSF	NSF TOTALS	Unit Cost	Space Cost	Cost Totals
HOUSING									
Max Sec/Seg/PC - 4 Mods:									
2 @ 16 B. + 2 @ 8 B.	Wet Cell	48	Beds	260	12,480		$150	$1,872,000	
Females - 2 Mods @ 12 B.	Wet Cell	24	Beds	260	6,240		$140	$873,600	
Medium - 1 Mod @ 48 B.	Wet Cell	48	Beds	250	12,000		$140	$1,680,000	
Minimum - 1 Mod @ 48 B.	Dry Cell	48	Beds	240	11,520		$115	$1,324,800	
Work Furl - 1 Mod @ 48 B.	Dry Cell	48	Beds	240	11,520		$115	$1,324,800	
SUBTOTAL HOUSING:		216	Beds	NSF/Bed	249	53,760			$7,075,200
RECREATION COURTYARDS		4	EA	900	3,600	3,600	$24	$86,400	$86,400
OPERATIONS									
Intake/Booking/Detox/ Classification					2,100		$129	$270,900	
Courts Holding/Transport.					1,100		$129	$141,900	
Central Control					145		$140	$20,300	
Vehicle Sallyport					1,450		$55	$79,750	
SUBTOTAL OPERATIONS:				NSF/Bed	22	4,795			$512,850
PROGRAMS AND SERVICES									
Medical Exam		1	Ea	100	100		$85	$8,500	
Nurse Office/Work		1	Ea	100	100		$85	$8,500	
Staff Toilet		1	Ea	40	40		$120	$4,800	
Inmate Toilet		1	Ea	40	40		$120	$4,800	
Counseling		3	Ea	90	270		$75	$20,250	
Counselor Offices		1	Ea	90	90		$75	$6,750	
Library		1	Ea	120	120		$75	$9,000	
Laundry		1	Ea	520	520		$75	$39,000	
Dining/Multipurp/Visit		96	Pers	15	1,440		$75	$108,000	
Staff Dining		12	Pers	15	180		$75	$13,500	
Kitchen/Food Stor		1	Ea	1,800	1,800		$150	$270,000	
Commissary		1	Ea	80	80		$60	$4,800	
Housekeeping Storage		1	Ea	120	120		$60	$7,200	
Equip Stor		1	Ea	120	120		$60	$7,200	
Maintenance Shop		1	Ea	150	150		$60	$9,000	
SUBTOTAL:				NSF/Bed	24	5,170			$521,300

ADMINISTRATION & STAFF

Sgt. Office	1	Ea	120	120		$75	$9,000	
Clerical/Files	1	Ea	70	70		$75	$5,250	
Staff Office	2	Pers	70	140		$75	$10,500	
Supplies Storage	1	Ea	80	80		$75	$6,000	
Emergency Equip Stor	1	Ea	60	60		$75	$4,500	
Staff Toilets	2	Ea	45	90		$120	$10,800	
Lockers	1	Ea	60	60		$75	$4,500	
Break Room	1	Ea	80	80		$75	$6,000	
Janitor	1	Ea	32	32		$85	$2,720	
Public Lobby	1	Ea	120	120		$75	$9,000	
Public Toilets	2	Ea	45	90		$120	$10,800	
TOTAL ADMINISTRATION & STAFF:			NSF/Bed	4	942			$79,070
TOTAL NSF:			NSF/Bed	316	68,267			$8,274,820
GENERAL CIRCULATION @	15	%:			10,240	$75	$768,004	
WALLS @	15	%:			10,240	$40	$409,602	
MECHANICAL @	4	%:			2,731	$60	$163,841	
TOTAL BUILDING GROSS SQ. FT. (BGSF, Rec. Yd. @ 1/2 Area):					89,678			$9,616,267
BGSF Per Bed:				415				
Bldg. Cost per Bed:							$44,520	
Bldg. Cost per Sq. Ft.							$107.23	
SITE DEVELOPMENT COSTS:	89,678	BGSF				8.50		$762,261
SUBTOTAL CONSTRUCTION COSTS:								$10,378,528
CHANGE ORDER CONTINGENCY:	5	%						$518,926
CONSTRUCTION BUDGET:								$10,897,454
ANCILLARY COSTS:	19	%						$2,070,516
TOTAL PROJECT BUDGET:								$12,967,970
Project Cost Per Bed:								$60,037

NEVADA COUNTY
FACILITY SCOPE PROGRAM - PROPOSED GOVERNMENT CENTER FACILITY
OPTION B: WET CELL AND DORMITORY: TOTAL BEDS = 216

Description	Type	Quant	Unit	NSF/ Unit	Base NSF	NSF TOTALS	Unit Cost	Space Cost	Cost Totals
HOUSING									
Max Sec/Seg/PC - 4 Mods:									
2 @ 16 B. + 2 @ 8 B.	Wet Cell	48	Beds	260	12,480		$150	$1,872,000	
Females - 2 Mods @ 12 B.	Wet Cell	24	Beds	260	6,240		$140	$873,600	
Medium - 1 Mod @ 48 B.	Wet Cell	48	Beds	250	12,000		$140	$1,680,000	
Minimum - 1 Mod @ 48 B.	Dorm.	48	Beds	120	5,760		$80	$460,800	
Work Furl - 1 Mod @ 48 B.	Dorm.	48	Beds	120	5,760		$80	$460,800	
SUBTOTAL HOUSING:		216	Beds	NSF/Bed	196	42,240			$5,347,200
RECREATION COURTYARDS		4	EA	900	3,600	3,600	$24	$86,400	$86,400
OPERATIONS									
Intake/Booking/Detox/ Classification					2,100		$129	$270,900	
Courts Holding/Transport.					1,100		$129	$141,900	
Central Control					145		$140	$20,300	
Vehicle Sallyport					1,450		$55	$79,750	
SUBTOTAL OPERATIONS:				NSF/Bed	22	4,795			$512,850
PROGRAMS AND SERVICES									
Medical Exam		1	Ea	100	100		$85	$8,500	
Nurse Office/Work		1	Ea	100	100		$85	$8,500	
Inmate Toilet		1	Ea	40	40		$120	$4,800	
Staff Toilet		1	Ea	40	40		$120	$4,800	
Counseling		3	Ea	90	270		$75	$20,250	
Counselor Offices		1	Ea	90	90		$75	$6,750	
Library		1	Ea	120	120		$75	$9,000	
Laundry		1	Ea	520	520		$75	$39,000	
Dining/Multipurp/Visit		96	Pers	15	1,440		$75	$108,000	
Staff Dining		12	Pers	15	180		$75	$13,500	
Kitchen/Food Stor		1	Ea	1,800	1,800		$150	$270,000	
Commissary		1	Ea	80	80		$60	$4,800	
Housekeeping Storage		1	Ea	120	120		$60	$7,200	
Equip Stor		1	Ea	120	120		$60	$7,200	
Maintenance Shop		1	Ea	150	150		$60	$9,000	
SUBTOTAL:				NSF/Bed	24	5,170			$521,300

ADMINISTRATION & STAFF

Sgt. Office	1	Ea	120	120		$75	$9,000	
Clerical/Files	1	Ea	70	70		$75	$5,250	
Staff Office	2	Pers	70	140		$75	$10,500	
Supplies Storage	1	Ea	80	80		$75	$6,000	
Emergency Equip Stor	1	Ea	60	60		$75	$4,500	
Staff Toilets	2	Ea	45	90		$120	$10,800	
Lockers	1	Ea	60	60		$75	$4,500	
Break Room	1	Ea	80	80		$75	$6,000	
Janitor	1	Ea	32	32		$85	$2,720	
Public Lobby	1	Ea	120	120		$75	$9,000	
Public Toilets	2	Ea	45	90		$120	$10,800	
TOTAL ADMINISTRATION & STAFF:			NSF/Bed	4	942			$79,070
TOTAL NSF:			NSF/Bed	263	56,747			$6,546,820
GENERAL CIRCULATION @	15	%:			8,512	$75	$638,404	
WALLS @	15	%:			8,512	$40	$340,482	
MECHANICAL @	4	%:			2,270	$60	$136,193	
TOTAL BUILDING GROSS SQ. FT. (BGSF, Rec. Yd. @ 1/2 Area):					74,241			$7,661,899
BGSF Per Bed:				344				
Bldg. Cost per Bed:							$35,472	
Bldg. Cost per Sq. Ft.							$103.20	
SITE DEVELOPMENT COSTS:	74,241	BGSF				8.50		$631,048
SUBTOTAL CONSTRUCTION COSTS:								$8,292,947
CHANGE ORDER CONTINGENCY:	5	%						$414,647
CONSTRUCTION BUDGET:								$8,707,594
ANCILLARY COSTS:	19	%						$1,654,443
TOTAL PROJECT BUDGET:								$10,362,037
Project Cost Per Bed:								$47,972

NEVADA COUNTY
FACILITY SCOPE PROGRAM - PROPOSED GOVERNMENT CENTER FACILITY
OPTION C: WET & DRY CELL HOUSING: TOTAL BEDS = 168

Description	Type	Quant	Unit	NSF/ Unit	Base NSF	NSF TOTALS	Unit Cost	Space Cost	Cost Totals
HOUSING									
Max Sec/Seg/PC - 4 Mods:									
2 @ 16 B. + 2 @ 8 B.	Wet Cell	48	Beds	260	12,480		$150	$1,872,000	
Females - 2 Mods @ 12 B.	Wet Cell	24	Beds	260	6,240		$140	$873,600	
Medium - 1 Mod @ 48 B.	Wet Cell	FUTURE	Beds	250			$140		
Minimum - 1 Mod @ 48 B.	Dry Cell	48	Beds	240	11,520		$115	$1,324,800	
Work Furl - 1 Mod @ 48 B.	Dry Cell	48	Beds	240	11,520		$115	$1,324,800	
SUBTOTAL HOUSING:		168	Beds	NSF/Bed	249	41,760			$5,395,200
RECREATION COURTYARDS		4	EA	900	3,600	3,600	$24	$86,400	$86,400
OPERATIONS									
Intake/Booking/Detox/ Classification					2,100		$129	$270,900	
Courts Holding/Transport.					1,100		$129	$141,900	
Central Control					145		$140	$20,300	
Vehicle Sallyport					1,450		$55	$79,750	
SUBTOTAL OPERATIONS:				NSF/Bed	29	4,795			$512,850
PROGRAMS AND SERVICES									
Medical Exam		1	Ea	100	100		$85	$8,500	
Nurse Office/Work		1	Ea	100	100		$85	$8,500	
Staff Toilet		1	Ea	40	40		$120	$4,800	
Inmate Toilet		1	Ea	40	40		$120	$4,800	
Counseling		3	Ea	90	270		$75	$20,250	
Counselor Offices		3	Ea	90	270		$75	$20,250	
Library		1	Ea	120	120		$75	$9,000	
Laundry		1	Ea	520	520		$75	$39,000	
Dining/Multipurp/Visit		96	Pers	15	1,440		$75	$108,000	
Staff Dining		12	Pers	15	180		$75	$13,500	
Kitchen/Food Stor		1	Ea	1,800	1,800		$150	$270,000	
Commissary		1	Ea	80	80		$60	$4,800	
Housekeeping Storage		1	Ea	120	120		$60	$7,200	
Equip Stor		1	Ea	120	120		$60	$7,200	
Maintenance Shop		1	Ea	150	150		$60	$9,000	
SUBTOTAL:				NSF/Bed	32	5,350			$534,800

ADMINISTRATION & STAFF

Sgt. Office	1	Ea	120	120		$75	$9,000	
Clerical/Files	1	Ea	70	70		$75	$5,250	
Staff Office	2	Pers	70	140		$75	$10,500	
Supplies Storage	1	Ea	80	80		$75	$6,000	
Emergency Equip Stor	1	Ea	60	60		$75	$4,500	
Staff Toilets	2	Ea	45	90		$120	$10,800	
Lockers	1	Ea	60	60		$75	$4,500	
Break Room	1	Ea	80	80		$75	$6,000	
Janitor	1	Ea	32	32		$85	$2,720	
Public Lobby	1	Ea	120	120		$75	$9,000	
Public Toilets	2	Ea	45	90		$120	$10,800	
TOTAL ADMINISTRATION & STAFF:			NSF/Bed	6	942			$79,070
TOTAL NSF:			NSF/Bed	336	56,447			$6,608,320
GENERAL CIRCULATION @	15	%:			8,467	$75	$635,029	
WALLS @	15	%:			8,467	$40	$338,682	
MECHANICAL @	4	%:			2,258	$60	$135,473	
TOTAL BUILDING GROSS SQ. FT. (BGSF, Rec. Yd. @ 1/2 Area):					73,839			$7,717,504
BGSF Per Bed:				440				
Bldg. Cost per Bed:							$45,938	
Bldg. Cost per Sq. Ft.							$104.52	
SITE DEVELOPMENT COSTS:	73,839	BGSF				8.50		$627,631
SUBTOTAL CONSTRUCTION COSTS:								$8,345,135
CHANGE ORDER CONTINGENCY:	5	%						$417,257
CONSTRUCTION BUDGET:								$8,762,392
ANCILLARY COSTS:	19	%						$1,664,854
TOTAL PROJECT BUDGET:								$10,427,246
Project Cost Per Bed:								$62,067

NEVADA COUNTY
FACILITY SCOPE PROGRAM - PROPOSED GOVERNMENT CENTER FACILITY
OPTION D: WET CELL AND DORMITORY: TOTAL BEDS = 168

Description	Type	Quant	Unit	NSF/ Unit	Base NSF	NSF TOTALS	Unit Cost	Space Cost	Cost Totals
HOUSING									
Max Sec/Seg/PC - 4 Mods:									
2 @ 16 B. + 2 @ 8 B.	Wet Cell	48	Beds	260	12,480		$150	$1,872,000	
Females - 2 Mods @ 12 B.	Wet Cell	24	Beds	260	6,240		$140	$873,600	
Medium - 1 Mod @ 48 B.	Wet Cell	FUTURE	Beds	250			$140		
Minimum - 1 Mod @ 48 B.	Dorm.	48	Beds	120	5,760		$80	$460,800	
Work Furl - 1 Mod @ 48 B.	Dorm.	48	Beds	120	5,760		$80	$460,800	
SUBTOTAL HOUSING:		168	Beds	NSF/Bed	180	30,240			$3,667,200
RECREATION COURTYARDS		4	EA	900	3,600	3,600	$24	$86,400	$86,400
OPERATIONS									
Intake/Booking/Detox/ Classification					2,100		$129	$270,900	
Courts Holding/Transport.					1,100		$129	$141,900	
Central Control					145		$140	$20,300	
Vehicle Sallyport					1,450		$55	$79,750	
SUBTOTAL OPERATIONS:				NSF/Bed	29	4,795			$512,850
PROGRAMS AND SERVICES									
Medical Exam		1	Ea	100	100		$85	$8,500	
Nurse Office/Work		1	Ea	100	100		$85	$8,500	
Staff Toilet		1	Ea	40	40		$120	$4,800	
Inmate Toilet		1	Ea	40	40		$120	$4,800	
Counseling		3	Ea	90	270		$75	$20,250	
Counselor Offices		1	Ea	90	90		$75	$6,750	
Library		1	Ea	120	120		$75	$9,000	
Laundry		1	Ea	520	520		$75	$39,000	
Dining/Multipurp/Visit		96	Pers	15	1,440		$75	$108,000	
Staff Dining		12	Pers	15	180		$75	$13,500	
Kitchen/Food Stor		1	Ea	1,800	1,800		$150	$270,000	
Commissary		1	Ea	80	80		$60	$4,800	
Housekeeping Storage		1	Ea	120	120		$60	$7,200	
Equip Stor		1	Ea	120	120		$60	$7,200	
Maintenance Shop		1	Ea	150	150		$60	$9,000	
SUBTOTAL:				NSF/Bed	31	5,170			$521,300

ADMINISTRATION & STAFF

Sgt. Office	1	Ea	120	120		$75	$9,000	
Clerical/Files	1	Ea	70	70		$75	$5,250	
Staff Office	2	Pers	70	140		$75	$10,500	
Supplies Storage	1	Ea	80	80		$75	$6,000	
Emergency Equip Stor	1	Ea	60	60		$75	$4,500	
Staff Toilets	2	Ea	45	90		$120	$10,800	
Lockers	1	Ea	60	60		$75	$4,500	
Break Room	1	Ea	80	80		$75	$6,000	
Janitor	1	Ea	32	32		$85	$2,720	
Public Lobby	1	Ea	150	150		$75	$11,250	
Public Toilets	2	Ea	45	90		$120	$10,800	
TOTAL ADMINISTRATION & STAFF:			NSF/Bed	6	972			$81,320
TOTAL FACILITY NSF:			NSF/Bed	267	44,777			$4,869,070
GENERAL CIRCULATION @	15	%:			6,717	$75	$503,741	
WALLS @	15	%:			6,717	$40	$268,662	
MECHANICAL @	4	%:			1,791	$60	$107,465	
TOTAL BUILDING GROSS SQ. FT. (BGSF, Rec. Yd. @ 1/2 Area):					58,201			$5,748,938
BGSF Per Bed:				346				
Bldg. Cost per Bed:							$34,220	
Bldg. Cost per Sq. Ft.							$98.78	
SITE DEVELOPMENT COSTS:	58,201	BGSF				8.50		$494,710
SUBTOTAL CONSTRUCTION COSTS:								$6,243,648
CHANGE ORDER CONTINGENCY:	5	%						$312,182
CONSTRUCTION BUDGET:								$6,555,830
ANCILLARY COSTS:	19	%						$1,245,608
TOTAL PROJECT BUDGET:								$7,801,438
Project Cost Per Bed:								$46,437

NEVADA COUNTY
FACILITY SCOPE PROGRAM - PROPOSED GOVERNMENT CENTER FACILITY
COURTS WING

Description	Type	Quant	Unit	NSF/ Unit	Base NSF	NSF TOTALS	Unit Cost	Space Cost	Cost Totals
COURTS WING									
Courts Lobby		1	Ea	150	150		$85	$12,750	
Public Toilets		2	EA	40	80		$120	$9,600	
Courtroom Vestibule		1	Ea	50	50		$75	$3,750	
Courtroom		1	Ea	1,400	1,400		$125	$175,000	
Judge's Chambers		1	Ea	200	200		$110	$22,000	
Toilet		1	Ea	40	40		$120	$4,800	
Clerk/Bailiff Office		3	70	210	630		$80	$50,400	
Court Reporter Office		1	Ea	100	100		$80	$8,000	
Conference		10	15	150	1,500		$80	$120,000	
Staff Toilet		1	Ea	40	40		$120	$4,800	
Break Room		6	15	90	540		$80	$43,200	
Janitor		1	Ea	40	40		$85	$3,400	
Storage		1	Ea	80	80		$75	$6,000	
Male Holding		1	Ea	200	200		$140	$28,000	
Female Holding		1	Ea	80	80		$140	$11,200	
TOTAL FACILITY NSF:						5,130			$502,900
GENERAL CIRCULATION @		15	%:			770	$75	$57,713	
WALLS @		15	%:			770	$40	$30,780	
MECHANICAL @		4	%:			205	$60	$12,312	
TOTAL BUILDING GROSS SQ. FT. (BGSF):						6,874			$603,705
Bldg. Cost per Sq. Ft.								$87.82	
SITE DEVELOPMENT COSTS:		6,874	BGSF				8.50		$58,431
SUBTOTAL CONSTRUCTION COSTS:									$662,135
CHANGE ORDER CONTINGENCY:		5	%						$33,107
CONSTRUCTION BUDGET:									$695,242
ANCILLARY COSTS:		19	%						$132,096
TOTAL PROJECT BUDGET:									$827,338
TOTAL PROJECT BUDGET PER BGSF:								$120.35	

Appendices

Appendix A

Supporting Documents (selected)

California Board of Corrections. "Biennial Inspection Report, Nevada County Detention Center," Oct. 8, 1985.

_____. "Biennial Inspection Report, Nevada County Jail," Oct. 8, 1985.

_____. "Biennial Inspection Report, Truckee Sub-Station," Oct. 8, 1985.

_____. Letter from F. Gerstenkorn, Field Representative to Sheriff William C. Heafey regarding "Jail Inspections Persuant to Penal Code Section 6031," Nov. 6, 1985.

Nevada County, County Administrator. Letter to the Board of Supervisors regarding Proposition 52, SB2543, Feb. 10, 1987.

Nevada County Planning Department. "Nevada County Factbook," 1986.

Nevada County Sheriff's Department. "Policy and Procedures Manual," n.d.

Appendix B

Alternatives to Incarceration Subcommittee

Minutes for April 23, 1987 Meeting

Members Present:

Doug Latimer
John Darlington
Richard Campbell
David L. Burton
J. David Laird
William Mullis
Pat Dundon
Rod Lewis

Areas of Discussion:

1. Doug Latimer, Probation Dept. - review of work furlough, work release and alternatives sentencing.

2. Main Jail - % of sentenced vs. unsentenced; effect on alternative sentencing program; number of persons in the Main Jail, types, length of stay, sent./presentenced.

3. HEW - appeal process, numbers not going to HEW from Main Jail who may be eligible.

4. Presentenced - some counties book and release misdemeanants.

5. Number of felonies.

6. OR and cite and release.

Appendix C

Public Inebriate Subcommittee
Minutes for April 23, 1987 Meeting

Members Present:

Judge Edwards
Joseph Wiley
Robert Broune
Mel McDougal
Gene Albaugh
Joseph Wiley

Problem: Treatment of 647(f) and impact on jail system

Discussion: Alternatives to placement in jail. Use of the Recovery Home and potential abuse of its facilities
Involvement in the court system - take up little time since most are released by PC 849(b) except some that are combative.
Those that are seen in court may get seven days for drying out.
There are few true 647(f)s - many inebriates are dual, cross or poly-addicted.

Unmet Needs: Need for a better system for getting 647(ff)s into the Detox Center and a better understanding of how Police and Sheriff's Departments deal with them.

Appendix D

Mental Health Subcommittee
Minutes for April 23, 1987 Meeting

Members Present

Bill Heafey
Jerry Lund
Diane Chenoweth
David Parker
Robert Butterfield
Gary Jacobson

Areas of Discussion

1. Identification of possible suicide risks

2. Devising a plan to consistently handle mental health cases
   a. transport to Sierra Nevada Hospital to determine physical and mental health
   b. plan for persons with criminal activities
   c. plan for persons on drugs or other intoxicating substances
   d. need to work closely with County Mental Health
   e. current procedures for suicide risks - CYA policy

3. Dealing with those who do not want mental health assistance, those on the edge due to substance abuse and non-criminal type cases.

Appendix E

INMATE CLASSIFICATION

Number:_____

1. **HISTORY OF INSTITUTIONAL VIOLENCES** _____ score
(Jail or Prison, code most serious within last five years)
None.....0
Assault and battery not involving use of a weapon or resulting in serious injury.....3
Assault and battery invloving use of a weapon and/or resulting in serious injury.....7

2. **SEVERITY OF CURRENT OFFENSE** _____ score
(Score the most serious offense if there are multiple convictions)
Low.....0
Low Moderate.....1
Moderate.....2
High.....4
Highest.....6

3. **PRIOR ASSAULTIVE OFFENSE HISTORY** _____ score
(Score the most severe in inmate's history.)
None, Low, or Low Moderate.....0
Moderate.....2
High.....4
Highest.....6

4. **ESCAPE HISTORY** _____ score
(Rate last 3 years of incarceration)
No escapes or attempts (or no prior incarcerations).....0
An escape or attempt from minimum or community custody, no actual or threatened violence:
Over 1 year ago.....1
Within the last year.....3
An escape or attempt from medium or above custody, or an excape from minimum or community custody with actual or threatened violence
Over 1 year ago.....5
Within the last year.....7

CLOSE CUSTODY SCORE (Add Items 1 through 4) ☐ Sub-score
(If score is 7 or above, inmate should be assigned to close custody, complete Items 5 through 10 and use medium/minimum scale.....

5. **MENTAL HEALTH** _____ score
None.....0
Less severe mental illness , past serious mental illness.....1
Severe disruption of functioning, suicide prone.....3

6. **ALCOHOL/DRUG ABUSE** _____ score
None.....0
Abuse causing occasional legal and social adjustment problems.....1
Serious abuse, serious disruption of functioning.....3

7. **CURRENT DETAINER** _____ score
None.....0
Misdemeanor detainer.....1
Felony detainer.....3

8. **PRIOR FTA/WARRANT** _____ score
None to 2.....0
3 or more.....1

9. **PRIOR FELONY CONVICTIONS** _____ score
None.....0
One.....2
Two or more.....4

10. **STABILITY FACTORS** (Check appropriate box (es) and combine for score) _____ score
Age 26 or over.....-2
High school dipolma or GED received.....-1
Employed or attending school (full or part-time).....-1
Residence.....-1
Family ties.....-1

CUSTODY SCORE (Add items 1 through 10) **TOTAL SCORE** ======

CUSTODY SCALE

I. Low minimum	0	III. Medium	3-5
II. Minimum	1-2	IV. Maximum	6+

Appendix F

RESOLUTION No. 87412

OF THE BOARD OF SUPERVISORS OF THE COUNTY OF NEVADA

A RESOLUTION ACCEPTING THE UPDATE TO NEVADA COUNTY'S CORRECTIONS NEEDS ASSESSMENT

WHEREAS, Nevada County contracted with the Institute for Law and Policy Planning for professional technical assistance to update Nevada County's Corrections Needs Assessment, and

WHEREAS, the Contractor has met with the Corrections Task Force and Subcommittees, reviewed all prior studies and plans, prepared an initial draft report presenting inventory and analysis featuring options for facility and program development and making recommendations for County actions concerning alternatives to incarceration, facilities construction site options and future corrections planning.

NOW, THEREFORE, BE IT RESOLVED that the Nevada County Board of Supervisors hereby accepts the Updated Major Corrections Needs Assessment Report.

PASSED AND ADOPTED by the Board of Supervisors of the County of Nevada at a regular meeting of said Board, held on the 8th day of September, 1987, by the following vote of said Board:

Ayes: Supervisors Todd Juvinall, Joel Gustafson, Jim Weir, Bill Schultz, Crawford Bost

Noes: None

Absent: None

Abstain: None

ATTEST;
CATHY R. THOMPSON
Clerk of the Board of Supervisors
By Cathy R. Thompson

Chairman

THE FOREGOING INSTRUMENT IS A CORRECT COPY OF THE ORIGINAL Res. 87-412 ON FILE IN THIS OFFICE
ATTEST: SEP 11 1987
CATHY R. THOMPSON
Clerk to the Board of Supervisors
COUNTY OF NEVADA
By Shari McInnis Deputy

DATE	COPIES SENT TO
9/11/87	CAO
	Institute for Law and Policy Planning

6

Appendix G

County of Nevada

Site Evaluation Study
Government Center Jail

20 August, 1987

The Design Partnership

ARCHITECTURE & PLANNING

dp the design partnership architects planners

20 August 1987

Mr. Gene Albaugh
County Administrator
County of Nevada
Eric Rood Administration Building
950 Maidu Avenue
Nevada City, CA 95959-6100

Project: Jail Site Feasibility Study

Dear Mr. Albaugh:

We're pleased to submit the Site Feasibility Study for locating a new County Jail at the Government Center site in Nevada City. The study contains conceptual programs, cost estimates, site development plan studies, staffing analyses, and discussions of jail site selection issues and planning principles.

Primary conclusions of the study are as follows:

1. The proposed Government Center site will require extensive and costly site preparation work to support a jail facility. Most of the site will have to be excavated and refilled with engineered material to provide solid bearing soil. Extensive sub-grade and on-grade drainage systems may be required due to the site's location in a natural drainage channel and wet soil conditions. A road will be required to connect with Wet Hill Road for secondary emergency access. A detailed analysis and probable costs of site preparation work that will be required is being prepared by the the County/s Master Plan architects. The cost figures in this Site Feasibility Study do not include these site preparation costs.

2. The site area is adequate for construction of a jail facility that can meet the County's jail bed needs for the next 25 to 30 years based on ILLP's projections of May, 1987. The long, narrow shape of the site constrain somewhat flexibility in design, and the limited site area precludes a campus-type plan for minimum security inmates.

3. The conceptual programs and sketch plan illustrates a facility that could operate very efficiently, meets all State and national standards, and could be constructed in series of phases over a period of years. The proposed first phase would consist of 96 minimum and medium security beds to replace the Detention Center and relieve overcrowding at the Main Jail, and would be occupied in 1993. It has a projected building project cost of about $6,300,000. The proposed second phase of 144 maximum and medium security beds would replace the Main Jail and consolidate all custody operations at one site. It would be occupied in 1997, and has a projected project cost of about $12,000,000. At the

375 Fremont Street, Suite 200 San Francisco California 94105 415 777-3737

dp **the design partnership** architects planners

20 August 1987

Mr. Gene Albaugh
County Administrator
County of Nevada
Eric Rood Administration Building
950 Maidu Avenue
Nevada City, CA 95959-6100

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375 Fremont Street, Suite 200 San Francisco California 94105 415 777-3737

completion of the second phase the jail would have a total of 240 beds. Additional future phases as illustrated in the site plan study would increase the jail to 432 beds; other configurations could achieve an additional 50 to 150 beds, although parking and ancillary services may be inadequate at that size facility.

Although the proposed site is capable of supporting a good jail facility, the extensive site preparation work required to build there will significantly increase project costs. As mentioned above, the site preparation cost have not been included in the project costs in this Study, and need to be added in when the Master Plan Architects complete their study. We believe that the County should make an attempt to locate a site that is larger and with a broader configuration that would allow more flexibility in planning, and which would not require the extensive and costly geotechnical site preparation work that will be necessary at the Government Center site.

Sincerely,

THE DESIGN PARTNERSHIP

John W. Kibre
Partner

JK:hh

cc: David Wright
Alan Kalmanoff

Nevada County, California

PROPOSED JAIL FACILITY AT THE NEVADA COUNTY GOVERNMENT CENTER:
SITE EVALUATION STUDY

The Design Partnership, Architects & Planners, San Francisco

20 August 1987

PURPOSE

It has been proposed that a new jail facility be constructed at the Nevada County Government Center site, located on Highway 49 just north of downtown Nevada City. The new facility is needed to replace the two existing jail facilities in Nevada City. The Detention Center, a new facility created by renovating the HEW Building, is an excellent operation, but must be replaced because it is in a residential neighborhood. The County's agreement with Nevada City is that this facility is to be use for a short period of time only until a replacement can be obtained. The Main Jail should be replaced because it is overcrowded and has operational and safety problems which cannot be rectified due to its obsolete layout, location on the upper floors of the Courthouse Annex, and its constricted site. The proposed new jail would become the County's sole detention facility, except for the Truckee Jail, which would remain to serve the eastern part of the County.

The County is currently developing a Facilities Master Plan which has designated the easternmost area of the Government Center as the potential jail site. The purpose of this study is to evaluate the suitability of the proposed site for a jail facility that could meet the County's long-term needs. The study includes a discussion of jail needs based on information being developed for the Needs Assessment by the Institute for Law and Policy Planning, and from a meeting with the Sheriff and Captain of Detention; a discussion of jail planning principles and site requirements; a description of how the jail project might be phased; a conceptual site development plan; and conclusions and recommendations on the suitability of the proposed site. The report ends with preliminary space programs and building construction cost models for the proposed first two phases.

Not included in the cost models are site development costs required to prepare the site for construction, including roads, utilities, relocation of the water storage tank, and grading necessary to create a building pad. Site development analyses and costs will be developed by the County's Facilities Master Plan architects Gold & Boyd, Architects & Builders and David Wright Associates, AIA.

BED AND OPERATIONAL NEEDS

The Nevada County Options Report of 6 May 1987 by the Institute of Law and Policy Planning presented three options for jail development relative to the Nevada City facilities. Option 1 was to maintain the existing jails, with no new construction. Option 2 would replace both the Main Jail and Detention Center with a single new facility. Option 3 would construct a new facility to replace the Detention Center and to house medium security inmates, with the

Main Jail remaining in operation for maximum security inmates. Several variations concerning timing of projects were presented, as well as a pro and con discussion of staffing and other operational and cost factors.

The Options Report also included inmate population projections to the year 2020, and a system-wide inmate classification breakdown for males. Using the "Preferred Method" total population projection totals and the system-wide classification breakdown, projected bed needs by classification would be expected to be about as follows:

Year	Beds by Classification				
	Low Min (28%)	Minimum (18%)	Medium (23%)	Maximum (31%)	Total Beds
1987	30	19	25	33	107
1990	37	24	30	41	132
1995	48	30	39	52	169
2000	60	39	50	67	216
2010	98	63	81	109	351
2020	160	103	131	177	571

JAIL PLANNING PRINCIPLES AND SITE REQUIREMENTS

The form and configuration of a jail facility greatly affects how the facility must operate and how much it will cost to construct. Building configuration also determines the site requirements or, more commonly, the available site determines the kind of building that can be constructed.

Low rise facilities of 1 to 2 stories are the least expensive to construct. Costs of stairs and elevators are eliminated or greatly reduced, and less expensive structural designs can be used. This is particularly true for minimum security non-locked facilities which can be of inexpensive wood construction.

Single level operations allow for easy staff and inmate movement, and efficient operations. Low rise facilities can be built as one larger building, linked smaller buildings, or as separated buildings in a campus plan. Separated smaller buildings allow flexibility to design each building to meet its functional needs, and to be constructed in the least expensive manner consistent with these needs.

Low rise, and particularly campus plans, require greater site areas than multi-story buildings. Acreage needed depends on set-back and buffer zones needed, perimeter security needs, building configurations, topography, parking, and other requirements. A low-rise jail facility of 500 beds of a compact or consolidated plan in which the building walls provided perimeter security may require in the order of 7 to 10 acres; a campus facility of 500 beds with separated buildings and a perimeter fence for security will require 20 or more acres. Provision of courts and other peripheral functions will increase site area requirements.

The site area needs discussed above are based on flat topography and a shape that is broad and regular. Hilly sites, odd shapes, or sites that are thin or overly constrain the form of development may require an increase in the total site area required, limit the efficiency of the building plan, and increase construction costs.

PRELIMINARY BUILDING AND SITE PROGRAM FOR THE NEVADA COUNTY JAIL

Current jail problems, the ILLP Options Report, and jail design and operational principles were reviewed with the Sheriff's Department in a meeting with the Architects on August 11, 1987. This meeting concluded the following:

o The time limit for continued use of the Detention Center is real, and this facility should be replaced in the near future.

o The Main Jail could continue to operate if overcrowding were relieved, although the problems of poor visibility to inmate areas, inefficient staffing patterns due to its multi-story plan, lack of natural light and acoustic control, and other problems argue for it being ultimately replaced. Its most suitable use would be for maximum security population housing, as it is configured as a number of smaller housing units and has a secure perimeter.

o The new facility should be low (1 - 2 stories) in order to fit into the scale of the Government Center and the adjoining neighborhood, and because this kind of facility tends to be more efficient to operate and less expensive to construct.

o Staffing efficiency is of primary importance in controlling operational costs. Operating two facilities tends to result in staffing redundancies and higher operational costs. Having one facility only is the County's goal; it should be configured to allow for all operations, programs and services to take place without unnecessary staff positions. If it is necessary to operate two facilities on an interim basis, the time period that this is required should be minimized.

o The new facility should be capable of being expanded over time to meet long-term jail needs.

A multi-phased development scenario was discussed for a facility that could handle jail needs for about the next 25 years. Construction would be in a series of phases over this period of time to meet needs as they develop. The planning concept for the facility is one of a service core building to which are attached podular housing buildings. Growth would be achieved by adding new housing modules and expanding core service areas as required. The facility should be configured to allow incremental growth to take place without compromising ongoing operations and security.

The following phasing scenario was developed to serve as the basis of the site feasibility study.

Phase 1:

A new 96 bed facility consisting of 48 minimum and 48 medium security beds would be constructed. It would replace the minimum security Detention Center

and house medium security inmates from the Main Jail to relieve overcrowding there. The Main Jail would remain for 63 beds of maximum security housing. Total system capacity would be 159 beds, approximately the bed needs projected for 1993.

The new facility would consist of three buildings:

1. Core service building including central kitchen and laundry for the jail system, facility administration, inmate programs, dining/multipurpose/visiting space, outdoor recreation.

2. 48 bed minimum security housing module, which would replace the Detention Facility beds.

3. 48 bed medium security housing module, subdivided into 36 bed male section and 12 bed female section.

This phase would also include parking and landscaping, and would be preceded by a site development phase which would develop utility infrastructure, regrade the site, construct access roads, and relocate the water tank.

Phase 2:

96 maximum security beds, booking, and additional administrative and support space would be constructed in order to replace the Main Jail. 48 medium security beds would also be constructed. The medium security beds constructed in Phase 1 would be down-graded to low medium or minimum security classification. Total system capacity would be 240 beds, about the number projected for the year 1997.

Phase 2 would consist of four buildings:

1. Central core major addition containing booking, vehicle sallyport, property holding, transportation, program space, and additional administrative and support space.

2. 48-bed maximum security housing unit subdivided into smaller sections for segregation and special populations.

3. 48-bed maximum security general population housing unit.

4. 48-bed medium security housing unit.

Additional parking and site work would be constructed as required.

The Main Jail would be partly retained for courts holding on the main floor, with the top floor being converted to other purposes.

Future phases would construct additional housing units and expansions to the core building as required to meet population growth and administrative and support services needs.

CONCEPTUAL SITE DEVELOPMENT PLAN

The Preliminary Report/Phase I of the County Facilities Master Plan dated May 29, 1987, designated the eastern part of the Government Center site (Site C (2.5 - 3.0 Ac.), and Site D (5.0 - 5.5 Ac.) for a potential jail site, subject to confirmation by a detailed study be done to "determine the economic and planning feasibility of the jail location at the Government Center or at alternative sites."

Sites C and D are contiguous, together about 350 ft. x 1350 ft. in dimension. A large water tank with an 80 ft. diameter easement separates the two areas. The tank is located in a level area at an elevation of 8682 ft. in the bed of a former pond, about 23 feet above that of the Rood Government Center building. The site slopes up to the north to a dike that rises to contain a pond which has a water elevation of 2708 ft., 26 ft. above the tank elevation. The site slopes steeply up to the north beyond the pond to Wet Hill Road. To the south of the water tank there is a ridge about 15 ft. high which appears to be the dike of the former pond; an access road to the tank passes through a cut in the dike. Just to the south of the former dike is a flat area with two abandoned maintenance buildings. Further to the south is a rise about 30 ft. high, beyond which the site slopes steeply and irregularly down to Highway 49.

The western edge of the site drops down moderately to the Government Center area in the southern half, with northern half a steep down slope formed by the face of a former hydraulic mining area. The eastern edge of the site follows a gentle up slope to the north, becoming steeper at the northern end where it rises up to meet North Bloomfield - Graniteville Road.

Access to the site is by a dirt road in the southwest corner rising from the Government Center access road to the abandoned maintenance buildings. The road continues up the eastern edge of the site to the upper pond. When the site is developed, two means of access should be provided for emergencies. The most straight forward way of achieving a secondary access would be to extend the road to the pond up to Wet Hill Road.

GEOTECHNICAL CONSIDERATIONS

A draft geotechnical review of the Government Center site dated 10 August 1987 prepared by Anderson Geotechnical Consultants, Inc. for Gold & Boyd/David Wright & Associates, has been provided for information for this site feasibility study. This study, supplemented by a telephone discussion with the geotechnical engineer, has identified the following geotechnical considerations that will be necessary to develop the site.

1. Much of the site area will require removal of unstable material and replacement with engineered fill.

   The former and existing pond areas are likely to have soft sediments that could be many feet thick. These sediments are unsuitable for building support. These areas would have to be excavated and replaced with engineered fill in order to build there. Structures should not span the boundaries between filled and unfilled areas in order to avoid differential settlement. If buildings cannot be confined to the filled and unfilled areas, the entire area must be excavated and replaced with engineered fill. On-site fill material is sensitive to moisture content and will require special handling and placement in 6 in. lifts in order to be used; otherwise, expensive imported fill material must be used.

2. Extensive on-grade and below-grade drainage systems may be required.

   The site lies in a swale, and will collect surface drainage. Additionally, there may be springs or wet soil conditions. Extensive surface and subsurface drainage systems may be required to maintain stable soil.

3. High, steep cut slopes will need to be reinforced to be stabile.

   Grading of the site may result in the northern end becoming a steep cut slope from Wet Hill Road. Some sort of terracing may be required to stabilize this slope.

The final geotechnical assessment will be provided as a part of the Master Plan Architect's site development analysis.

SITE DEVELOPMENT OPTIONS

Four basic site development strategies can be considered:

1. Develop Site C only.

2. Develop Site D only.

3. Develop both Sites C and D, leaving the water tank in place.

4. Develop both Sites C and D, combining them into a single site by relocating the water tank to the south end of Site C.

Option 1: Site C Only.

The area and shape of this site, particularly with the water tank easement through it, could not be developed for more than about a 150 to 200 bed jail in a low-rise 1 to 2 story configuration. Parking would have to be provided in the Government Center lot or on Site D.

Option 2: Site D Only:

Site D between the water tank and reservoir may be able to accommodate a jail of about 100 beds. If the upper pond were drained, the site would accommodate a jail of about 200 to 250 beds in a compact low-rise configuration. Parking would have to be located on site C or at the main Government Center lot.

Option 3: Sites C and D, Water Tank Remaining in Place

Because the water tank and easement takes up essentially the entire width of the site, a single building jail could not be constructed. Two separate building groupings could be built, perhaps one for minimum security, the other for medium and maximum. Direct linkages between the buildings would have to meander around the water tank. Vehicular access to the site would be difficult, either having to be routed around the south end of the site or under the building link near the water tank.

Option 4: Sites C and D, Water Tank Relocated

Relocation of the water tank could create a large contiguous site that could be developed as a single jail facility. The largest site area possible would be about 1,000 ft. by 320 ft. (about 7.5 acres), assuming the upper pond were to be drained.

For any of the options, the entire site area to be developed would have to be excavated and refilled with engineered fill material, and proper drainage systems installed, in order to support buildings. Also, the long narrow shape of the site limits design flexibility somewhat for all options. Of the four possible site configurations, the consolidated site or Option 4 has the most potential for meeting the County's long-range jail development needs.

SKETCH DEVELOPMENT PLAN

A sketch plan has been developed based on site option 4 to illustrate the development potential of the site. This plan an ultimate development to 432 beds in 9 - 48 bed modules. The beds are in 2 zones: a maximum/medium security zone of 240 beds, which would be primarily for pretrial inmates, and a minimum/low-minimum security zone of 192 beds which would be primarily for sentenced inmates. This total number and distribution of beds corresponds roughly to the needs projected by ILLP for the year 2015.

Between the 2 groupings of beds is a core building which would house facility administration, jail operations, inmate programs, and support services. A drive-through vehicle sallyport, intake / booking, and related security operations would be located close to the medium / maximum security housing zone at the north end of the site. Kitchen, laundry and inmate accessible programs would be located at the south end of the complex, close to the minimum security housing zone. The center of the core building would contain public access, facility administration, programs and services support, and a courtroom if desired. Parking for staff and public is located adjacent to the core building.

The arrangement of the facility into minimum / sub-minimum and medium / maximum security zones separated by the administrative / service core would allow an operation similar to the existing Main Jail and Detention Center, but with improved staffing efficiency. The minimum zone could be built of less expensive construction (potentially even wood frame), and allow for work release and other out-of-facility programs with little opportunity for contraband to reach the maximum security zone. The maximum / medium zone and supporting operations would be constructed to maximum security standards. Administration of the entire complex would be consolidated, eliminating the management redundancy that currently must exist with the two facility operation. The conceptual plan represents a facility that could operate in either a direct supervision or indirect observation mode, or both, depending on inmate population characteristics and management purgatives.

This kind of complex could be easily built in phases over a period of time as needs developed. The development plan diagrams illustrate phases 1 and 2 as described above; the remainder of the facility could be infilled over time.

The maximum development essentially fills the entire site area. The diagram represents a reasonable appearing balance between housing, support (considered to be in 1 story construction) and site area for parking and outdoor recreation. Perhaps 1 or 2 additional housing units (48 to 96 beds) could be constructed if less support space were needed, perhaps 4 more units (192 beds) if

all support were to be in 2 story construction to free up site area. However, it would be difficult to provide for adequate parking on site to support this size facility, and roadways would probably have to be expanded to support the added vehicular traffic.

It should be noted that achievement of the jail size diagrammed requires an inwardly focused facility with security provided by the building walls and all activities internalized. While appropriate for a medium / maximum security institution, it is less common for minimum security facilities. The dense site development precludes open outdoor recreation for the minimum security population.

ENVIRONMENTAL CONSIDERATIONS

The proposed Government Center jail site is immediately adjacent to single family residential areas on the east, north and west sides. Grade changes and vegetation provide reasonable shielding on the west and north sides, but there is fairly close proximity on the east side. The sketch site development concept, by excavating down to a lower building pad elevation, and by limiting building heights to 2 stories, can achieve a reasonable degree of buffering to the adjoining areas with careful attention to design.

Almost the entire site will have to be excavated to below the building pad elevation, then refilled with compacted material. This will result in a significant change to the present topography, drainage patterns, and existing vegetation. During construction, noise and dust generation will occur which will require mitigation measures.

The pond represents an ecological environment, may be part of the water supply system, and is an amenity to the neighborhood, although it is currently undeveloped for recreational use. The impacts of its loss need to be assessed.

The jail facility will increase traffic to the area which will impact primarily State Highway 49 and the streets from the Government Center to downtown Nevada City. On the positive side, location of a jail facility increases the presence of law enforcement personnel in the area which tends to result in improved public safety.

PRELIMINARY PROGRAMS AND COSTS MODELS

The following pages consist of conceptual space programs and cost models for Phases 1 and 2. The project scopes represent general program information provided by ILPP, discussions with the Sheriff's Department, and experience of The Design Partnership in programming and designing jail facilities in California. The purpose of these programs and cost models is to illustrate the approximate scopes and costs of a facility, and are not intended to be final building programs or specific cost estimates. Construction costs are based on 1 to 2 story jail facilities with podular housing units of 48 beds. The 48 bed unit size was selected this size is a common minimum grouping for efficient staffing. Larger module group sizes may be appropriate for lower security levels, and smaller subdivisions are needed for segregation, PC, females and other special populations, as is represented in the program models. A core of administration, operations, programs and supporting services for support, operations, and administrative space is assumed to be of 1 story construction. Structures are assumed to be of concrete slab on grade

floors, concrete masonry walls, and concrete slab of steel roof structures. Construction type is assumed to be Type II, 1 hour fire rated, with fire sprinklers provided throughout. The occupancy type is I-3 institutional as stipulated in the Uniform Building Code and California Administrative Code Title 24.

Three housing types are represented. Maximum security would be in units of single wet cells (with toilets and wash basins in each cell), using stainless steel security fixtures, and maximum security electric door locking. One of these units would be subdivided in smaller sub-units for special segregation and management problems. Medium security housing would be in units of single cells using normal porcelain fixtures and light security electric door locking. Minimum security housing would be in single room dorm units made up of bedrooms without plumbing. These units operate the same a dormitory, with inmates using central facilities. The single bedrooms provide for improved manageability by Sheriff's staff and improved inmate safety. The bedrooms would have non-secure doors and hardware and would remain unlocked, except for short lockdowns for counts or emergency situations. These configurations represent three housing accommodation concepts currently being used or planned for in California county jail facilities.

The model programs also include spaces for operations (intake and booking, transportation and courts holding, and central control); inmate programs, including medical, counseling, recreation, library and visiting; services, including food service (with costs based on re-use of HEW kitchen equipment), laundry, and commissary; facility administration (but not Sheriff's Department administration, or other department divisions); and facility maintenance. Outdoor recreation areas are also included in the form of enclosed courtyards..

The space programs are generic in nature for this type of facility, with little input from the Nevada County Sheriff's Department regarding their specific requirements. Development of a program specific to Nevada County's needs should be one of the first tasks of implementing a new jail project.

The following summarizes the Phase 1 and Phase 2 programs and costs.

	Year Occupied	Beds Built	Gross Area	Const. Cost	Project Cost
Phase 1	1993	96	40,267	4,986,719	6,230,905
Phase 2	1997	144	61,154	9,586,832	11,978,747
TOTALS		240	101,421	14,573,551	18,209,652

No site development costs for overall site grading, engineered fill, sub-soil and surface drainage systems, and access roads are included, as these will be developed by the Master Plan Architects. Sitework costs for parking, landscaping and on-site roads are included. The cost factors may not be exactly representative of construction market conditions in Nevada County, and the programming phase should include the development of cost models specific to the project. Both the cost and area programs should be considered representative of scope and costs to be expected, usable for preliminary budgeting,

programs, but the actual project budget should be established only after detailed programming and appropriate architectural/engineering studies.

A separate space and cost model has been developed for a courts portion of the project if a court facility should be a part of the project. Courts space is not included in the jail space and cost models summarized above.

STAFFING

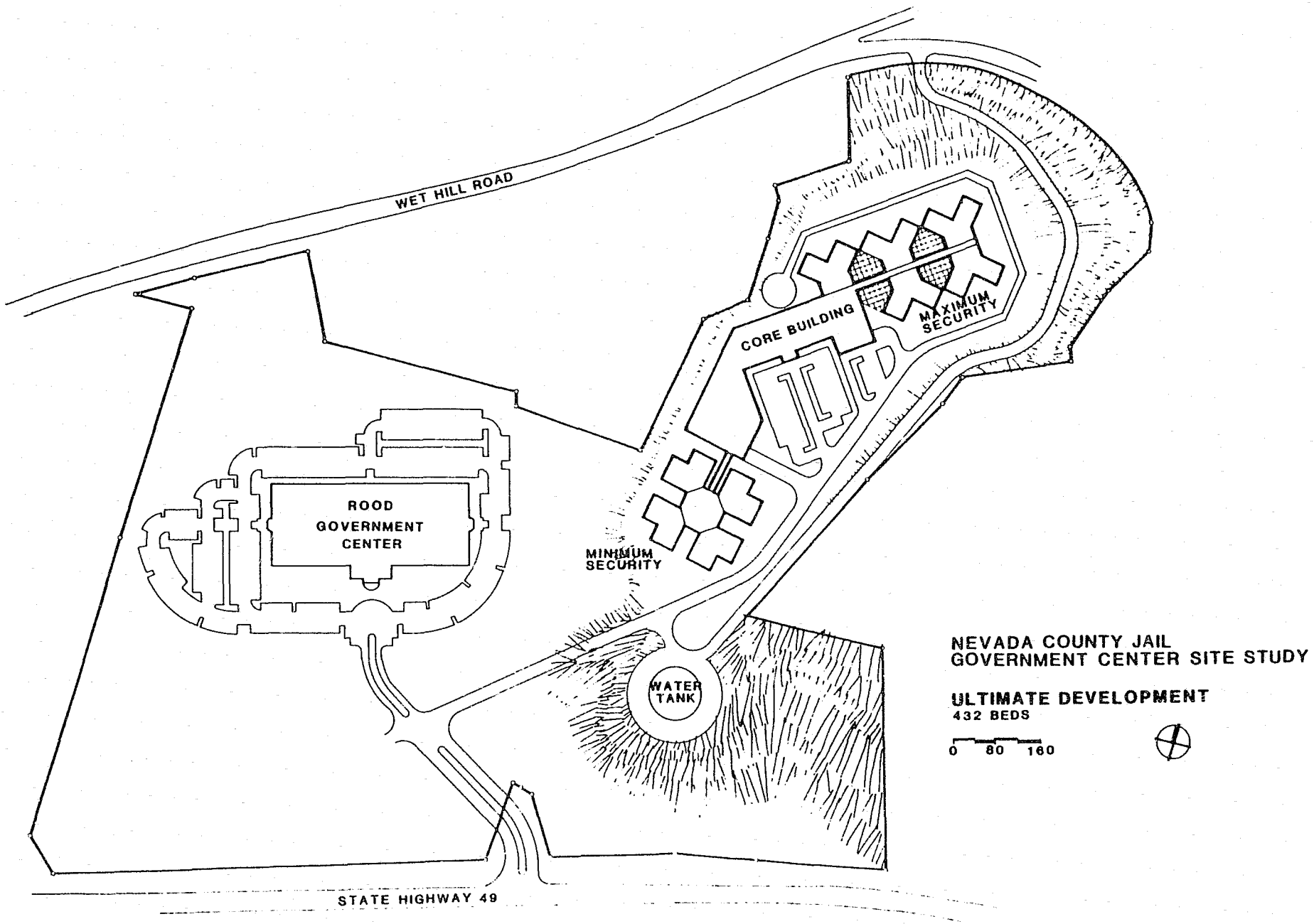
Staffing tables for Phases 1 and 2 of the project are presented below. The staffing is based on discussion with the Sheriff's Department, on the operational concept represented in the conceptual plans, and on experience in developing staffing plans for other facilities. The tables show each position and shift for all days of the week, and are based on Sheriff's Department information that a 7 day 24 hour per day post requires 5.0 persons to staff.

The staffing calculations indicate that the Phase 1 facility will require a total of 29.39 staff, which is a 3.27 inmate bed to staff ratio, a portion of which would come from the Detention Center which would be closed. Staffing at the Main Jail would continue during this period. The Phase 2 facility will require about 68.81 staff, with an inmate bed to staff ratio of 3.49. Main Jail staff would transfer to the new facility when Phase 2 is opened.

CONCLUSIONS

The Government Center site is capable of supporting a jail facility of 432 beds per the sketch plans, perhaps 100 to 200 more if multi-story construction of the core building is utilized. The long and narrow shape of the site limits design flexibility and precludes a more open and perhaps less expensive campus plan for the minimum security portion of the facility, as well as the development of open outdoor recreation for the minimum security population. There will be a high cost in site preparation work required to remove unstable soil materials and replace with engineered fill, to level the site to provide building pads, for possible extensive sub-soil and surface drainage systems, to relocate the water tank, and to construct access roads. The loss of the pond may have negative environmental impacts. There may be community opposition to this facility location because of the proximity to residential areas, although the fact that the facility will be at a lower elevation and shielded by topography and trees tends to mitigate these concerns.

Ideally, a jail site should have a broader shape and more area for design and operational flexibility, have more gentle topography, natural drainage and good bearing soils which would not require extensive grading and site preparation, and have adequate setbacks and buffers to adjoining properties. In our opinion, the County would be advised to find another site for the facility that meets these requirements to avoid the high costs and environmental problems inherent in the development of the Government Center site for a jail facility.


WET HILL ROAD
CORE BUILDING
MAXIMUM SECURITY
ROOD GOVERNMENT CENTER
MINIMUM SECURITY
WATER TANK
STATE HIGHWAY 49
NEVADA COUNTY JAIL
GOVERNMENT CENTER SITE STUDY
ULTIMATE DEVELOPMENT
432 BEDS
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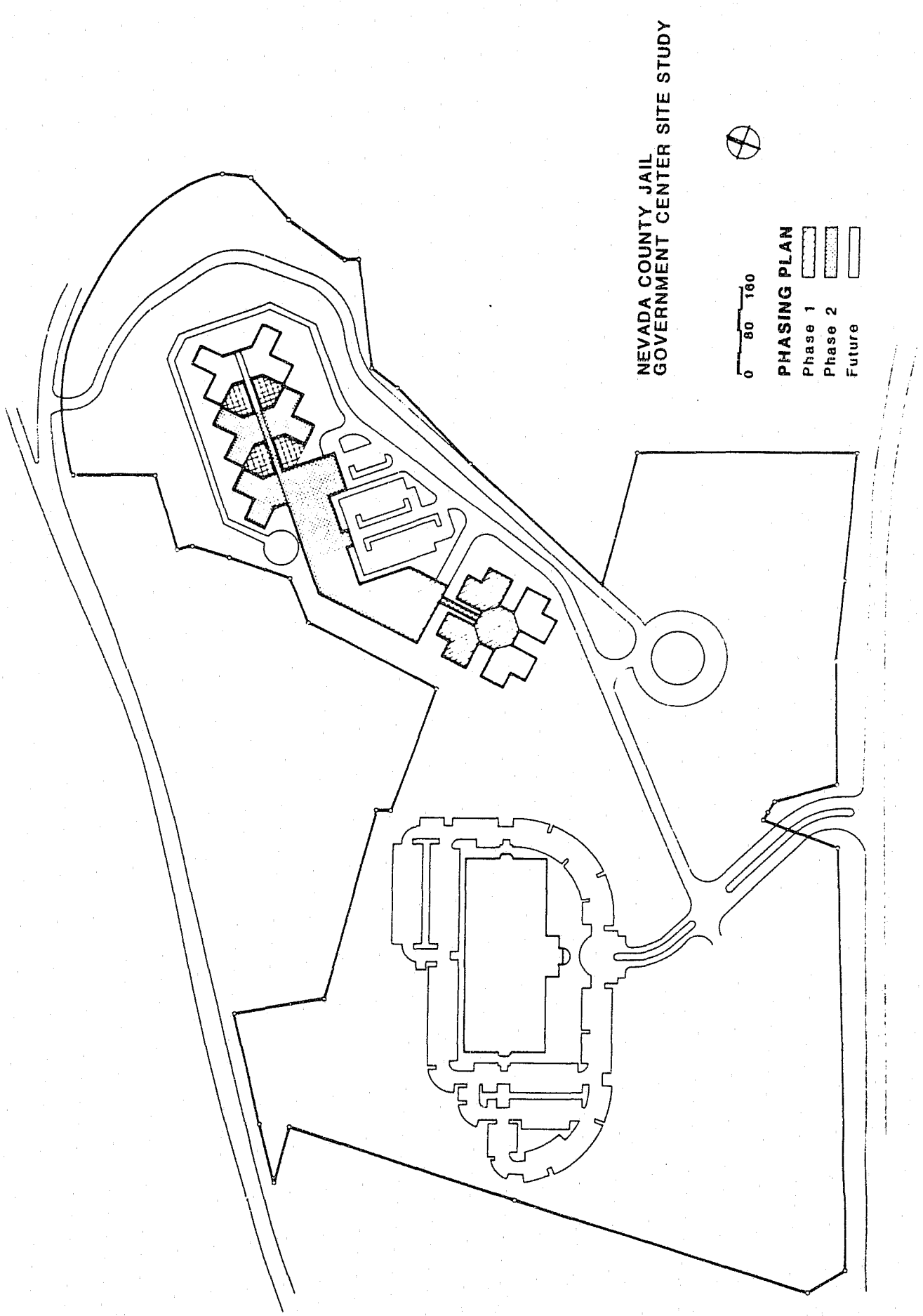
NEVADA COUNTY JAIL
GOVERNMENT CENTER SITE STUDY
0 80 160
PHASING PLAN
Phase 1
Phase 2
Future

NEVADA COUNTY JAIL FACILITY SPACE AND BUILDING COST MODEL
PHASE 1: 96 MINIMUM & MEDIUM SECURITY BEDS - ROOD CENTER SITE
COMPACT FACILITY: TYPE II CONSTRUCTION

TOTAL BEDS IN FACILITY:	PHASE #:	MAX.	MED.	MIN.	TOTAL
	1		48	48	96
	TOTAL		48	48	96

Date:
8/19/1987
File:
phs1spc$.nev
Beds:
96

Description	Type	Quant	Unit	NSF/ Unit	Base NSF	NSF TOTALS	Unit Cost	Space Cost	Cost Totals
HOUSING									
Med Males	Wet Cell	36	Beds	250	9,000		$140	$1,260,000	
Med Females	Wet Cell	12	Beds	250	3,000		$140	$420,000	
Minimum Males	Dry Cell	48	Beds	240	11,520		$115	$1,324,800	
SUBTOTAL HOUSING:		96	Beds	NSF/Bed	245	23,520			$3,004,800
RECREATION COURTYARDS		2	EA	900	1,800	1,800	$8	$14,400	$14,400
OPERATIONS									
Inmate Processing		1	NSF	80	80		$85	$6,800	
Records		1	NSF	80	80		$85	$6,800	
Clothing Exchange		1	NSF	160	160		$85	$13,600	
Property Storage		1	NSF	80	80		$85	$6,800	
Holding		1	NSF	70	70		$140	$9,800	
SUBTOTAL OPERATIONS:				NSF/Bed	5	470			$43,800
PROGRAMS AND SERVICES									
Medical Exam		1	Ea	100	100		$85	$8,500	
Nurse Office/Work		1	Ea	100	100		$85	$8,500	
Staff Toilet		1	Ea	40	40		$120	$4,800	
Inmate Toilet		1	Ea	40	40		$120	$4,800	
Counseling		2	Ea	90	180		$75	$13,500	
Laundry		1	Ea	520	520		$75	$39,000	
Dining/Multipurp/Visit		48	Pers	15	720		$85	$61,200	
Kitchen/Food Stor (Reuse HEW Kitchen Equip.)		1	Ea	1,800	1,800		$150	$270,000	
Commissary		1	Ea	80	80		$60	$4,800	
Housekeeping Storage		1	Ea	120	120		$60	$7,200	
Equip Stor		1	Ea	120	120		$60	$7,200	
Maintenance Shop		1	Ea	150	150		$60	$9,000	
SUBTOTAL:				NSF/Bed	41	3,970			$438,500

ADMINISTRATION & STAFF

Sgt. Office	1	Ea	110	110		$85	$9,350	
Clerical/Files	1	Ea	70	70		$85	$5,950	
Supplies Storage	1	Ea	80	80		$85	$6,800	
Emergency Equip Stor	1	Ea	60	60		$85	$5,100	
Training/Conference/Break	12	Pers	15	180		$75	$13,500	
Staff Toilets	2	Ea	40	80		$120	$9,600	
Lockers	1	Ea	60	60		$85	$5,100	
Janitor	1	Ea	32	32		$85	$2,720	
Public Lobby	1	Ea	200	200		$85	$17,000	
Public Toilets	2	Ea	45	90		$120	$10,800	
TOTAL ADMINISTRATION & STAFF:			NSF/Bed	10	962			$85,920
TOTAL NSF:			NSF/Bed	320	30,722			$3,587,420
GENERAL CIRCULATION @	15	%:			4,608	$75	$345,623	
WALLS @	15	%:			4,608	$40	$184,332	
MECHANICAL @	4	%:			1,229	$60	$73,733	
TOTAL BUILDING AREA AND BASE CONSTRUCTION COST: (Courtyards Counted at 1/2 Area)					40,267			$4,191,107
BGSF Per Bed:				419				
Bldg. Cost per Bed:							$43,657	
Bldg. Cost per Sq. Ft.							$104.08	
SITEWORK:								
Sitework/Landscape/Parking	40,267	BGSF				8.50	$342,274	
TOTAL SITEWORK:								$342,274
TOTAL BASE BLDG. & SITEWORK CONST. COST:								$4,533,381
ESCALATION - 2 1/2 Yrs. @ 4 %	10.00	%						$453,338
SUBTOTAL ESCALATED CONSTRUCTION COSTS:								$4,986,719
Escalated Bldg. Cost per Bed:							$51,945	
Escalated Bldg. Cost per Sq. Ft.							$123.84	
CHANGE ORDER CONTINGENCY:	5	%						$249,336
CONSTRUCTION BUDGET:								$5,236,055
Const. Budget per Bed - Bldg. + Sitework:							$54,542	
Const. Budget per Sq. Ft. - Bldg. + Sitework:							$130.03	
ANCILLARY COSTS:	19	%						$994,850
TOTAL BUILDING/SITEWORK PROJECT BUDGET (EXCLUDES SITE DEVELOPMENT COSTS):								$6,230,905
Building/Landscape Project Cost Per Bed:							$64,905	
Building/Landscape Project Cost Per Sq. Ft.							$154.74	

NEVADA COUNTY JAIL FACILITY SPACE AND BUILDING COST MODEL
PHASE 2: 96 MAXIMUM & 48 MEDIUM SECURITY BEDS - ROOD CENTER SITE
COMPACT FACILITY: TYPE II CONSTRUCTION

TOTAL BEDS IN FACILITY:

PHASE #:	MAX.	MED.	MIN.	TOTAL
1		48	48	96
2	96		48	144
TOTAL	96	48	96	240

Date:
8/19/1987
File:
phs2spc$.nev
Beds:
144

Description	Type	Quant	Unit	NSF/ Unit	Base NSF	NSF TOTALS	Unit Cost	Space Cost	Cost Totals
HOUSING									
Max Special Housing	Wet Cell	48	Beds	260	12,480		$160	$1,996,800	
Max General Population	Wet Cell	48	Beds	250	12,000		$140	$1,680,000	
Medium Males	Wet Cell	48	Beds	240	11,520		$115	$1,324,800	
SUBTOTAL HOUSING:		144	Beds	NSF/Bed	250	36,000			$5,001,600
RECREATION COURTYARDS	Secure	3	EA	900	2,700		$24	$64,800	
SUBTOTAL COURTYARDS:				NSF/Bed	19	2,700			$64,800
OPERATIONS									
Intake/Booking/Detox/ Classification					2,100		$130	$273,000	
Courts Holding/Transport.					1,100		$130	$143,000	
Central Control					145		$140	$20,300	
Vehicle Sallyport					1,450		$55	$79,750	
SUBTOTAL OPERATIONS:				NSF/Bed	33	4,795			$516,050
PROGRAMS AND SERVICES									
Classroom		1	Ea	750	750		$85	$63,750	
Group Counsel		1	Ea	180	180		$85	$15,300	
Staff Toilet		1	Ea	40	40		$120	$4,800	
Inmate Toilet		1	Ea	40	40		$120	$4,800	
Counseling		2	Ea	90	180		$75	$13,500	
Programs Office		1	Ea	210	210		$75	$15,750	
Library		1	Ea	210	210		$85	$17,850	
Chaplain Office/Counsel		1	Ea	90	90		$150	$13,500	
Commissary		1	Ea	80	80		$60	$4,800	
Housekeeping/Storage		1	Ea	120	120		$60	$7,200	
Dining Expansion		1	Ea	720	720		$85	$61,200	
SUBTOTAL:				NSF/Bed	18	2,620			$222,450

ADMINISTRATION & STAFF

Staff Office	1	Ea	140	140		$85	$11,900	
Clerical/Files	1	Ea	70	70		$85	$5,950	
Supplies Storage	1	Ea	80	80		$85	$6,800	
Emergency Equip Stor	1	Ea	60	60		$85	$5,100	
Muster	1	Ea	180	180				
TOTAL ADMINISTRATION & STAFF:			NSF/Bed	4	530			$29,750
TOTAL NSF:			NSF/Bed	324	46,645			$5,834,650
GENERAL CIRCULATION @	15	%:			6,997	$75	$524,756	
WALLS @	15	%:			6,997	$40	$279,870	
MECHANICAL @	4	%:			1,866	$60	$111,948	
SUBTOTAL BUILDING AREA AND BASE CONSTRUCTION COST: (Courtyards Counted at 1/2 Area)					61,154			$6,751,224
CONST. IN OPERATING JAIL FACTOR:	5	%						$337,561
TOTAL BASE BLDG. CONSTRUCTION COST:								$7,088,785
BGSF Per Bed:				425				
Bldg. Cost per Bed:							$46,884	
Bldg. Cost per Sq. Ft.							$110.40	
SITEWORK:								
Sitework/Landscape/Parking	61,154	BGSF				8.50	$519,812	
TOTAL SITEWORK:								$519,812
TOTAL BASE BLDG. & SITEWORK CONSTRUCTION COST:								$7,608,597
ESCALATION - 6 1/2 Yrs. @ 4 %	26.00	%						$1,978,235
SUBTOTAL ESCALATED CONSTRUCTION COSTS:								$9,586,832
Escalated Bldg. Cost per Bed:							$66,575	
Escalated Bldg. Cost per Sq. Ft.							$156.76	
CHANGE ORDER CONTINGENCY:	5	%						$479,342
CONSTRUCTION BUDGET:								$10,066,174
Const. Budget per Bed - Bldg. + Landscape:							$69,904	
Const. Budget per Sq. Ft. - Bldg. + Landscape:							$164.60	
ANCILLARY COSTS:	19	%						$1,912,573
TOTAL BUILDING/SITEWORK PROJECT BUDGET (EXCLUDES SITE DEVELOPMENT COSTS):								$11,978,747
Building Project Cost Per Bed:							$83,186	
Building Project Cost Per Sq. Ft.							$195.88	

STAFFING TABLE - PHASE 1: 96 BEDS
Nevada County Jail Site Study

Date: 8/20
File: staff1.nev

Position	Days/ Week	8 - 5	Shifts 1	2	3	Sub-Total	Rel Mult	Total
Jail Commander	5	1.0				1.0	1.00	1.00
Lieutenants	7						1.67	
Shift Sgts	7		1.0	1.0	1.0	3.0	1.67	5.00
Correctional Off.	7		2.0	2.0	2.0	6.0	1.67	10.00
Rovers	7		1.0	1.0	1.0	3.0	1.67	5.00
Booking/Classif.	7						1.67	
Central Control	7						1.57	
Program Officer	5	1.0				1.0	1.00	1.00
Training Officer	5	1.0				1.0	1.00	1.00
Courts Transport	5						.56	
Food Transport	7	1.0				1.0	.56	.56
Cooks	7		1.5	1.5		3.0	1.11	3.33
Nurse	5	.5				.5	1.00	.50
Maintenance	5	1.0				1.0	1.00	1.00
Clerical/Reception	5	1.0				1.0	1.00	1.00
TOTAL STAFF:		6.5	5.5	5.5	4.0			29.39
BED/STAFF RATIO:								3.27

STAFFING TABLE - PHASE 2: 240 BEDS
Nevada County Jail Site Study

Date: 8/20
File: staff2

Position	Days/ Week	8 - 5	Shifts 1	2	3	Sub-Total	Rel Mult	Total
Jail Commander	5	1.0				1.0	1.00	1.00
Lieutenants	7			1.0	1.0	2.0	1.67	3.33
Shift Sgts	7		1.0	1.0	1.0	3.0	1.67	5.00
Correctional Off.	7		5.0	5.0	5.0	15.0	1.67	25.00
Rovers	7		2.0	2.0	2.0	6.0	1.67	10.00
Booking/Classif.	7		1.0	2.0	2.0	5.0	1.67	8.33
Central Control	7		1.0	1.0	1.0	3.0	1.57	4.70
Program Officer	5	1.0				1.0	1.00	1.00
Training Officer	5	1.0				1.0	1.00	1.00
Courts Transport	5	2.0				2.0	.56	1.11
Food Transport	7						.56	
Cooks	7		1.5	1.5		3.0	1.11	3.33
Nurse	5	1.0				1.0	1.00	1.00
Maintenance	5	1.0				1.0	1.00	1.00
Clerical/Reception	5	3.0				3.0	1.00	3.00
TOTAL STAFF:		10.0	11.5	13.5	12.0			68.81
BED/STAFF RATIO:								3.49

NEVADA COUNTY
FACILITY SCOPE PROGRAM - PROPOSED GOVERNMENT CENTER FACILITY
COURTS WING

Date:
6/11/1987
File:
courtsl.nev

Description	Type	Quant	Unit	NSF/ Unit	Base NSF	NSF TOTALS	Unit Cost	Space Cost	Cost Totals
COURTS WING									
Courts Lobby		1	Ea	150	150		$85	$12,750	
Public Toilets		2	EA	40	80		$120	$9,600	
Courtroom Vestibule		1	Ea	50	50		$75	$3,750	
Courtroom		1	Ea	1,400	1,400		$125	$175,000	
Judge's Chambers		1	Ea	200	200		$110	$22,000	
Toilet		1	Ea	40	40		$120	$4,800	
Clerk/Bailiff Office		3	70	210	630		$80	$50,400	
Court Reporter Office		1	Ea	100	100		$80	$8,000	
Conference		10	15	150	1,500		$80	$120,000	
Staff Toilet		1	Ea	40	40		$120	$4,800	
Break Room		6	15	90	540		$80	$43,200	
Janitor		1	Ea	40	40		$85	$3,400	
Storage		1	Ea	80	80		$75	$6,000	
Male Holding		1	Ea	200	200		$140	$28,000	
Female Holding		1	Ea	80	80		$140	$11,200	
TOTAL FACILITY NSF:						5,130			$502,900
GENERAL CIRCULATION @		15	%:			770	$75	$57,713	
WALLS @		15	%:			770	$40	$30,780	
MECHANICAL @		4	%:			205	$60	$12,312	
TOTAL BUILDING GROSS SQ. FT. (BGSF):						6,874			$603,705
Bldg. Cost per Sq. Ft.								$87.82	
SITE DEVELOPMENT COSTS:		6,874	BGSF				8.50		$58,431
SUBTOTAL CONSTRUCTION COSTS:									$662,135
CHANGE ORDER CONTINGENCY:		5	%						$33,107
CONSTRUCTION BUDGET:									$695,242
ANCILLARY COSTS:		19	%						$132,096
TOTAL PROJECT BUDGET:									$827,338
TOTAL PROJECT BUDGET PER BGSF:								$120.35	